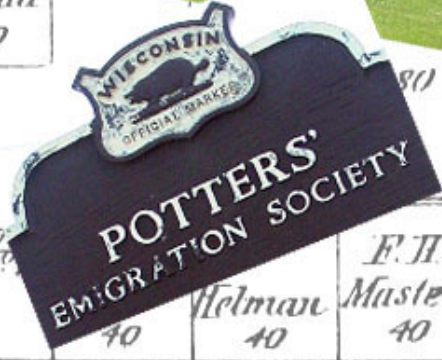
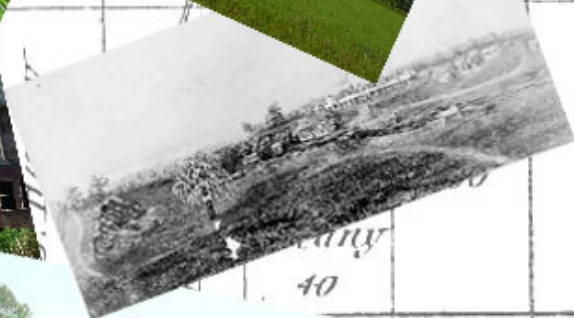
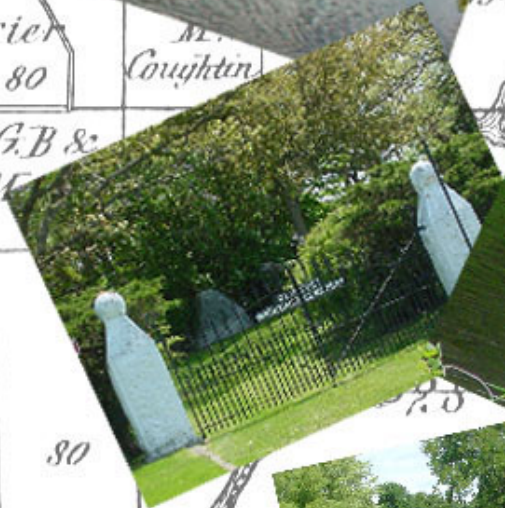


Town of Fort Winnebago Comprehensive Plan 2030



TOWN OF FORT WINNEBAGO COMPREHENSIVE PLAN 2030

TOWN OF FORT WINNEBAGO, COLUMBIA COUNTY, WISCONSIN

Town Board

William Schroeder, Sr., Chair
Larry J. Goodman, Supervisor
Bruce Walker, Supervisor
Mary Cupery, Town Clerk

Plan Commission

Kris Conway, Chair
Del Molden, Secretary
Pam Patchin
Matt Patchin
Doug Mittlestaedt
Bruce Walker
Bill Schroeder, Sr.
Jeanie Arnce

Honorable Mention

Former Plan Commission Members

Clark Cupery
Rodney Tutland

Assistance in planning was provided by the
Columbia County Planning and Zoning Department

Staff

John Bluemke, Director of Planning & Zoning	Randy Thompson, Planning Administrator
Brian Zirbes, Principal Planner	Susan Runnion, Office Administrator

TABLE OF CONTENTS

1.0 ISSUES AND OPPORTUNITIES	1
1.1 INTRODUCTION - THE PLANNING PROGRAM	1
1.2 THE PURPOSE OF PLANNING	1
1.3 OVERALL VISION, GOALS, AND OBJECTIVES	2
1.3.1 Overall Vision Statement	2
1.3.2 Overall Goals and Objectives	3
1.4 OVERALL EXISTING PROGRAMS AND POLICIES	14
1.5 POPULATION AND BACKGROUND INFORMATION	16
1.5.1 Population	16
1.5.1.1 History and Setting	16
1.5.1.2 Population Trends	16
1.5.2 Population Characteristics	21
1.5.2.1 Gender	21
1.5.2.2 Marital Status	21
1.5.2.3 Racial Composition	22
1.5.2.4 National Origin	23
1.5.2.5 Density	23
1.5.2.6 Natural Increase and Migration	25
1.5.2.7 Age Distribution & Median Age	26
1.5.2.8 Educational Levels	27
1.5.2.9 Income Levels	28
1.5.3 Population Forecasts	30
1.5.3.1 Department of Administration Projection	30
1.5.3.2 Alternative Projections Based Upon Current Population Trends	31
1.5.3.3 Alternative Projection Based Upon Historic Population Trends	31
1.5.4 Households	32
1.5.4.1 Household Size	32
1.5.4.2 Housing Unit Trends	33
1.5.4.3 Population Based Household Forecast	34
1.5.4.4 Permit Based Household Forecast	35
1.5.4.5 Labor Force	37
1.5.4.6 Employment Trends	37
1.5.4.7 Employment Forecast	39
2.0 HOUSING	41
2.1 HOUSING VISION	41
2.2 HOUSING GOALS AND OBJECTIVES	41
2.3 HOUSING POLICIES AND PROGRAMS	41
2.3.1 Columbia County Zoning Ordinance	41
2.3.2 Columbia County Housing Rehabilitation Program	42
2.3.3 Habitat for Humanity	42
2.3.4 United Migrant Opportunity Services (UMOS)	42
2.3.5 Uniform Dwelling Code (UDC)	42
2.4 HOUSING CHARACTERISTICS	42
2.4.1 Age of Housing Supply	42
2.4.2 Units in Structure	43
2.4.3 Value of Owner-Occupied Housing	44
2.4.4 Rent For Non-Farm Housing	45
2.4.5 Occupancy Characteristics	45

2.4.6	Household Size	46
2.4.7	Housing Unit Trends.....	47
3.0	TRANSPORTATION.....	50
3.1	TRANSPORTATION VISION	50
3.2	TRANSPORTATION GOALS, OBJECTIVES, AND IMPLEMENTATION METHODS.....	50
3.3	TRANSPORTATION PROGRAMS	52
3.3.1	Columbia County Land Division and Subdivision Ordinance.....	52
3.3.2	Columbia County Highway Access Control Ordinance	52
3.3.3	PASER Program	52
3.3.4	Rustic Roads – Wisconsin Department of Transportation	52
3.3.5	Other State Road Aid Programs.....	53
3.4	STATE AND REGIONAL TRANSPORTATION PLANS.....	53
3.5	FUNCTIONAL CLASSIFICATION OF ROADWAYS.....	54
3.5.1	Local Roads	54
3.5.2	Collector Roads.....	55
3.5.3	Arterial Roads	55
3.6	TRAFFIC VOLUMES	55
3.7	TRAFFIC SAFETY	55
3.8	DESCRIPTION OF EXISTING TOWN AND COUNTY ROADS	58
3.9	COUNTY ROAD DESIGN STANDARDS	62
3.10	TOWN ROADWAY DEFICIENCIES	62
3.11	THE TRANSPORTATION SYSTEM	64
3.11.1.1	Water Transport	64
3.11.1.2	Airports	64
3.11.2	Railroads	68
3.11.3	Trucking.....	69
3.11.4	Public Transit.....	69
3.11.5	Bicycles.....	69
3.11.6	Pedestrian Transportation	70
3.11.7	Transportation for the Disabled	71
4.0	UTILITIES AND COMMUNITY FACILITIES	72
4.1	UTILITIES AND COMMUNITY FACILITIES VISION	72
4.2	UTILITIES AND COMMUNITY FACILITIES GOALS AND OBJECTIVES	72
4.3	UTILITIES AND COMMUNITY FACILITIES PROGRAMS	73
4.3.1	Knowles-Nelson Stewardship Program	73
4.3.2	Clean Sweep Program.....	74
4.3.3	Crime Stoppers.....	74
4.3.4	Columbia County D.A.R.E. Program.....	74
4.3.5	Columbia County Drug Education And Enforcement	75
4.3.6	Hope House/D.A.R.T.....	75
4.3.7	Columbia County Cannabis Enforcement And Suppression Effort (CEASE).....	75
4.4	UTILITIES AND COMMUNITY FACILITIES.....	76
4.4.1	Sanitary Sewer Service	76
4.4.2	Storm Water Management	78
4.4.3	Water Supply	78
4.4.4	Solid Waste Disposal and Recycling	78
4.4.5	Private On-Site Wastewater Treatment Systems (POWTS)	79
4.4.6	Parks and Recreational Facilities	80
4.4.6.1	Existing Parks and Recreational Facilities.....	80
4.4.6.2	Other Park and Recreational Facilities.....	82
4.4.7	Telecommunications Facilities	83

4.4.8	Electrical Service, Power Generating Plants, and Transmission Lines.....	83
4.4.9	Natural Gas Utilities and Pipelines	84
4.4.10	Cemeteries.....	84
4.4.11	Health Care Facilities.....	85
4.4.12	Childcare Facilities	86
4.4.13	Law Enforcement.....	88
4.4.14	Fire and EMS Facilities.....	88
4.4.15	Libraries	89
4.4.16	Schools.....	90
4.4.17	Other Governmental Facilities	93
4.4.17.1	Fort Winnebago Town Hall	93
4.4.17.2	Columbia County Administrative Facilities.....	94
4.4.17.3	Post Offices	95
4.4.17.4	Correctional Institutions.....	95
5.0	AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES.....	97
5.1	AGRICULTURAL, NATURAL, AND CULTURAL RESOURCE VISION	97
5.2	AGRICULTURAL, NATURAL, AND CULTURAL RESOURCE GOALS AND OBJECTIVES.....	97
5.3	AGRICULTURAL, NATURAL, AND CULTURAL RESOURCE PROGRAMS.....	98
5.3.1	Farmland Preservation	98
5.3.2	Conservation Reserve Program (CRP).....	99
5.3.3	Managed Forest Law and Forest Crop Law	99
5.3.4	Wetlands Reserve Program	100
5.3.5	National and State Registers of Historic Places	100
5.3.6	Wisconsin Historical Society – Division of Historic Preservation Subgrant Program	100
5.3.7	Historic Preservation Tax Credits for Income-Producing Historic Buildings	101
5.3.8	Historic Home Owner’s Tax Credits.....	102
5.3.9	Archeological Sites Property Tax Exemption Program	102
5.4	AGRICULTURAL, NATURAL, AND CULTURAL RESOURCE AREAS.....	102
5.4.1	Ground Water and Aquifers.....	102
5.4.1.1	The Wolf-Fox River Basin.....	103
5.4.2	Bedrock Geology	103
5.4.2.1	Upper Cambrian Sandstone Formations (Cambrian Age)	104
5.4.3	Soils.....	104
5.4.4	Productive Agricultural Areas	105
5.4.5	Environmental Corridors.....	106
5.4.6	Rare, Threatened, and Endangered Species and Natural Communities	106
5.4.7	Stream Corridors and Surface Water	111
5.4.7.1	Lakes and Ponds.....	111
5.4.7.2	Rivers and Streams.....	111
5.4.8	Floodplains.....	112
5.4.9	Wetlands	114
5.4.10	Woodlands	116
5.4.11	Wildlife Habitat and State Natural Areas.....	118
5.4.11.1	State Natural Areas	118
5.4.11.2	Wisconsin’s Land Legacy Report	118
5.4.12	Metallic and Nonmetallic Mineral Resources.....	119
5.4.13	Parks, Open Spaces, and Outdoor Recreational Resources	119
5.4.13.1	Historic and Cultural Resources.....	121
5.4.13.2	National and State Register of Historic Places	121
5.4.13.3	The Architecture and History Inventory (AHI)	123

5.4.13.4	Archaeological Sites Inventory (ASI).....	123
5.4.13.5	Museums, Historical Markers, and Historical Societies	124
5.4.13.6	Cultural Events.....	126
5.4.14	Community Design	128
6.0	ECONOMIC DEVELOPMENT.....	129
6.1	ECONOMIC DEVELOPMENT VISION	129
6.2	ECONOMIC DEVELOPMENT GOALS AND OBJECTIVES	129
6.3	ECONOMIC DEVELOPMENT PROGRAMS.....	131
6.3.1	Columbia County Economic Development Corporation	131
6.3.2	Revolving Loan Fund (RLF).....	131
6.3.2.1	Columbia County Revolving Loan Fund.....	131
6.3.2.2	Columbia County Economic Development Corporation Revolving Loan Fund	132
6.3.3	Community Profiles	132
6.3.4	Land and Building Inventory	132
6.3.5	Technical College Programs	132
6.3.6	Wisconsin Department of Tourism.....	132
6.3.7	Columbia County Tourism Committee.....	133
6.3.8	Wisconsin Agricultural Development Zone Program.....	133
6.3.9	Wisconsin Department of Commerce	133
6.3.10	Community Development Block Grant for Economic Development (CDBG-ED).....	133
6.3.11	USDA, Wisconsin Rural Development Programs	133
6.3.12	WDNR – Brownfields Grant Program.....	133
6.3.13	Tax Incremental Financing (TIF) and the Tax Incremental District (TID).....	134
6.4	ECONOMY	134
6.4.1	Personal Income.....	134
6.4.1.1	Per Capita Income.....	134
6.4.1.2	Household Income	135
6.4.2	Labor Force and Employment Status.....	136
6.4.2.1	Civilian Labor Force	136
6.4.2.2	Unemployment Rates.....	137
6.4.2.3	Travel Time to Work.....	138
6.4.2.4	Place of Employment.....	139
6.4.2.5	Commuting Patterns.....	140
6.4.3	Analysis of Economic Base	141
6.4.3.1	Employment by Industry Group.....	141
6.4.3.2	Employment by Occupation.....	142
6.4.3.3	Wages by Industry Division.....	142
6.4.3.4	Principal Employers.....	143
6.4.3.5	Agricultural Industry Analysis.....	145
6.4.3.6	Tourism Industry Analysis.....	146
6.4.3.7	Economic Base and Location Quotient Analysis.....	146
6.4.3.8	Industrial Parks	148
6.5	ATTRACTION OF NEW BUSINESS AND INDUSTRY	149
6.5.1	Desired Types of Businesses and Industries	149
6.5.2	Strengths and Weaknesses for Attracting Desired Businesses and Industries	149
6.5.2.1	Fort Winnebago’s Strengths In Attracting Desired New Business And Industry	149
6.5.2.2	Fort Winnebago’s Weaknesses In Attracting Desired New Business And Industry	149
6.5.3	Designated Business and Industrial Sites.....	149
6.5.4	Use of Environmentally Contaminated Sites	151
7.0	INTERGOVERNMENTAL COOPERATION.....	152
7.1	INTERGOVERNMENTAL COOPERATION VISION	152

7.2	INTERGOVERNMENTAL COOPERATION GOALS AND OBJECTIVES	152
7.3	INTERGOVERNMENTAL COOPERATION PROGRAMS AND RESOURCES	153
7.3.1	UW-Extension Local Government Center	153
7.3.2	Wisconsin Partnership.....	153
7.3.3	Wisconsin Counties Association (WCA).....	154
7.3.4	Wisconsin Town Association (WTA).....	154
7.3.5	League of WI Municipalities	154
7.3.6	State of Wisconsin	154
7.4	INTERGOVERNMENTAL COOPERATION	154
7.4.1	Town of Fort Winnebago and Adjacent Governmental Units	154
7.4.1.1	Adjacent Governmental Units.....	154
7.4.1.2	Relationship	154
7.4.1.3	Siting Public Facilities	155
7.4.1.4	Sharing Public Services	155
7.4.1.5	Town of Fort Winnebago and Local School Districts.....	155
7.4.1.6	Relationship	155
7.4.1.7	Siting School Facilities	156
7.4.1.8	Sharing School Facilities	156
7.4.2	Region.....	156
7.4.3	State.....	156
7.4.4	Other Governmental Units	157
7.5	WISCONSIN INTERGOVERNMENTAL COOPERATION STATUTES	157
7.5.1	Intergovernmental Agreements.....	157
7.5.2	Boundary Agreements Pursuant to Approved Cooperative Plan	157
7.5.3	Creation, Organization, Powers and Duties of a Regional Planning Commission	158
7.5.4	Municipal Revenue Sharing.....	158
7.5.5	Annexation.....	158
7.5.6	Incorporation.....	159
7.5.7	Extraterritorial Zoning	159
7.5.8	Extraterritorial Subdivision Review.....	160
7.6	PLANNING IN COLUMBIA COUNTY	160
7.7	INTERGOVERNMENTAL CONFLICTS AND OPPORTUNITIES	161
7.7.1	Existing or Potential Conflicts with other Governmental Units	161
7.7.2	Opportunities for the Resolution of Conflicts with other Governmental Units	161
8.0	LAND USE.....	163
8.1	LAND USE VISION	163
8.2	LAND USE GOALS AND OBJECTIVES.....	163
8.3	LAND USE PROGRAMS	164
8.3.1	Town of Fort Winnebago Ordinances.....	164
8.3.1.1	Uniform Development Code	164
8.3.2	Columbia County Code of Ordinances	164
8.3.2.1	Zoning Ordinance	165
8.3.2.2	Land Division and Subdivision Ordinance	166
8.3.2.3	Private Sewage Systems Ordinance	167
8.3.2.4	Floodplain Zoning Ordinance	168
8.3.2.5	Shoreland Wetland Protection Ordinance.....	168
8.3.2.6	Wireless Communication Facilities Ordinance.....	168
8.3.2.7	Nonmetallic Mining Reclamation Ordinance	169
8.3.2.8	Highway Access Control Ordinance.....	169
8.3.2.9	Animal Waste Management Ordinance	169
8.4	EXISTING LAND USE.....	169

8.4.1	Agriculture or Other Open Space.....	171
8.4.2	Single-Family Residential.....	172
8.4.3	Multi-Family Residential	173
8.4.4	Commercial.....	173
8.4.5	Industrial	173
8.4.6	Institutional/Public	174
8.4.7	Utilities.....	174
8.4.8	Recreational Areas	174
8.4.9	Transportation	175
8.5	TRENDS.....	175
8.5.1	Supply, Demand, and Price of Land	175
8.5.1.1	Agricultural Land Sales	175
8.5.1.2	Forest Land Sales	177
8.5.1.3	Average Selling Price of Vacant Land.....	178
8.5.1.4	Equalized Values.....	178
8.5.2	Opportunities for Redevelopment.....	181
8.5.3	Existing and Potential Land Use Conflicts	181
8.5.4	Development Potential and Trends	181
8.5.5	Projected Future Acreage Needs.....	182
8.6	FUTURE LAND USE	183
8.6.1	Agricultural and Other Open Space	183
8.6.2	Single-Family Residential.....	187
8.6.3	Multi-Family Residential	187
8.6.4	Commercial.....	188
8.6.5	Industrial	188
8.6.6	Institutional/Public	188
8.6.7	Recreational	188
8.6.8	Transportation	188
8.6.9	Environmental Corridors.....	189
8.7	CONSISTENCY BETWEEN FUTURE LAND USE AND ZONING	189
9.0	IMPLEMENTATION.....	190
9.1	IMPLEMENTATION VISION	190
9.2	IMPLEMENTATION PROGRAMS, TOOLS, AND SPECIFIC ACTIONS	190
9.2.1	Regulatory Implementation Programs and Tools	190
9.2.2	Non-Regulatory Implementation Tools	196
9.3	INTEGRATION AND CONSISTENCY OF PLAN ELEMENTS	204
9.4	MEASUREMENT OF PLAN PROGRESS.....	204
9.5	AMENDING OF THE PLAN.....	205
9.6	UPDATING OF THE PLAN.....	205

TABLES

TABLE 1-1.....	18
Long Term Population Trends by Minor Civil Division	18
Columbia County, 1900-2000.....	18
TABLE 1-2.....	19
Comparison of Long Term Population Trends	19
Town of Fort Winnebago, Columbia County, and Wisconsin, 1900-2000.....	19
TABLE 1-3.....	20
Current Population Trends, Columbia County, 2000-2005	20
TABLE 1-4.....	21
Gender Distribution By Age, Town of Fort Winnebago, 1990-2000	21
TABLE 1-5.....	22
Marital Status of Persons Over Age 15.....	22
Town of Fort Winnebago and Columbia County, 2000	22
TABLE 1-6.....	22
Racial Distribution, Town of Fort Winnebago, 1990-2000	22
TABLE 1-7.....	23
National Origin, Town of Fort Winnebago, 2000	23
TABLE 1-8.....	24
Density by Municipality	24
Columbia County, 2000	24
TABLE 1-9.....	25
Population Migration of Persons Five Years or Older	25
Town of Fort Winnebago and Columbia County, 2000	25
TABLE 1-10.....	26
Age Distribution, Town of Fort Winnebago, 1990-2000.....	26
TABLE 1-11.....	27
Age Distribution, Town of Fort Winnebago and Columbia County, 2000	27
TABLE 1-12.....	27
School Enrollment by Persons Three Years Old and Over	27
Town of Fort Winnebago and Columbia County, 2000	27
TABLE 1-13.....	28
Years of School Completed by Persons 25 Years or Older	28
Town of Fort Winnebago and Columbia County, 2000	28
TABLE 1-14.....	29
Per Capita Adjusted Gross Income.....	29
Town of Fort Winnebago and Columbia County, 1990-2001	29
TABLE 1-15.....	30
Household Income.....	30
Town of Fort Winnebago and Columbia County, 1999	30
TABLE 1-16.....	30
DOA Population Projections, Town of Fort Winnebago.....	30
2000-2030	30
TABLE 1-17.....	31
Alternate Population Projection Based Upon Current Population Trends.....	31
Town of Fort Winnebago 2000-2030	31
TABLE 1-18.....	31
Alternate Population Projection Based Upon Historic Population Trends.....	31
Town of Fort Winnebago 2000-2030	31
TABLE 1-19.....	33

Town of Fort Winnebago, Household Size By Tenure, 2000	33
TABLE 1-20.....	33
Housing Unit Trends, Town of Fort Winnebago and Columbia County.....	33
1990 – 2000	33
TABLE 1-21.....	34
Estimated Additional Housing Units Needed Based Upon Projected Population Growth Town of Fort Winnebago, 2000-2030	34
TABLE 1-22.....	37
Town of Fort Winnebago and Columbia County, Labor Force Comparisons, 2000	37
TABLE 1-23.....	38
Town of Fort Winnebago and Columbia County, Employment of Industry Group, 2000	38
TABLE 1-24.....	38
Town of Fort Winnebago, Employment by Occupation, 2000	38
TABLE 1-25.....	39
Employment Forecast, South Central Wisconsin, 2000-2010	39
TABLE 2-1.....	43
Town of Fort Winnebago, Age of Housing Supply, 2000	43
TABLE 2-2.....	44
Number of Housing Units In Structure, Town of Fort Winnebago, 2000	44
TABLE 2-3.....	45
Town of Fort Winnebago and Columbia County, Value of Owner-Occupied Housing, 2000.....	45
TABLE 2-4.....	45
Town of Fort Winnebago and Columbia County, Rent For Non-farm Housing Units, 2000	45
TABLE 2-5.....	46
Number of Housing Units by Occupancy Status.....	46
Town of Fort Winnebago, 1990-2000	46
TABLE 2-6.....	47
Household Size by Municipality, Columbia County, 1990-2000	47
TABLE 2-7.....	49
Housing Unit Trends by Municipality, Columbia County, 1990-2000.....	49
TABLE 3-1.....	54
Wisconsin Department of Transportation.....	54
2004-2009 Six Year Program for the Town of Fort Winnebago.....	54
TABLE 3-2.....	57
Proposed Functional Classification Changes, Town of Fort Winnebago, 2004	57
TABLE 3-3.....	57
Proposed Road Improvements and New Road Segments, Columbia County, 2004	57
TABLE 3-4.....	59
Description of Town and County Roadways, Town of Fort Winnebago, 2004	59
TABLE 3-5.....	62
Existing Columbia County Minimum Road Design Standards, 2004.....	62
TABLE 3-6.....	66
State of Wisconsin Airport Classifications	66
TABLE 3-6.....	67
Columbia County Airports, 2004	67
TABLE 3-7.....	68
Number of Empire Builder Passengers Using Columbia County Stations, 2000 - 2003	68
TABLE 4-1.....	77
Public Waste Water Treatment Plants, Columbia County, 2005.....	77
TABLE 4-2.....	79
Number of Permits Issued for On-Site Sanitary Systems by Year.....	79

Town of Fort Winnebago, 1990-2004	79
TABLE 4-3.....	80
Inventory of County Owned Park and Recreational Facilities, Columbia County	80
TABLE 4-4.....	87
Licensed Childcare Providers, Columbia County, 2003	87
TABLE 4-5.....	91
Public School District Enrollment, Columbia County	91
TABLE 4-5 (cont.).....	92
Public School District Enrollment, Columbia County	92
TABLE 4-6.....	93
Private School Enrollment, Columbia County.....	93
TABLE 5-1.....	108
Known Rare, Threatened, and Endangered Species, and Natural Communities,.....	108
Columbia County, 2005.....	108
TABLE 5-2.....	113
Floodplains by Municipality	113
Columbia County, 2005.....	113
TABLE 5-3.....	115
Wetlands by Municipality	115
Columbia County, 2005.....	115
TABLE 5-4.....	117
Woodlands by Municipality	117
Columbia County, 2005.....	117
TABLE 5-5.....	120
Outdoor Recreational Lands	120
Columbia County, 2005.....	120
TABLE 5-6.....	122
Sites Listed on the National and State Registers of Historic Places	122
Columbia County, 2005.....	122
TABLE 5-7.....	125
Museums, Historical Markers, and Historical Societies by Community	125
Columbia County, 2005.....	125
TABLE 5-8.....	127
Cultural Events in Columbia County	127
TABLE 6-1.....	135
Per Capita Adjusted Gross Income.....	135
Town of Fort Winnebago and Columbia County, 1990-2001	135
TABLE 6-2.....	136
Household Income, Town of Fort Winnebago and Columbia County, 1999.....	136
TABLE 6-3.....	137
Civilian Labor Force Annual Averages	137
Columbia County and Wisconsin, 2000 - 2004.....	137
TABLE 6-4.....	139
Travel Time to Work, Town of Fort Winnebago and Columbia County, 2000	139
TABLE 6-5.....	139
Place of Employment for Workers Age 16 and Over	139
Town of Fort Winnebago and Columbia County, 2000	139
TABLE 6-6.....	140
Commuting Patterns, Columbia County, 2000	140
TABLE 6-7.....	141
Town of Fort Winnebago and Columbia County, Employment of Industry Group, 2000	141

TABLE 6-8.....	142
Town of Fort Winnebago and Columbia County	142
Employment by Occupation, 2000.....	142
TABLE 6-9.....	143
Annual Average Wage By Industry Division	143
Columbia County and Wisconsin 2004	143
TABLE 6-10.....	144
Principal Employers, Columbia County, 2004.....	144
TABLE 6-11.....	147
Location Quotient Analysis for Non-Farm Employment.....	147
Columbia County, 1990 and 2000.....	147
TABLE 6-12.....	148
Industrial Parks, Columbia County	148
TABLE 7-1.....	162
Intergovernmental Conflicts and Opportunities for Resolution	162
Town of Fort Winnebago	162
TABLE 8-2.....	168
Sanitary Permits, Town of Fort Winnebago, 1996-2005	168
TABLE 8-3.....	170
Existing Land Use, Town of Fort Winnebago, 2005	170
TABLE 8-4.....	176
Agricultural Land Sales, Columbia County, 2000-2004.....	176
TABLE 8-5.....	177
Forest Land Sales, Columbia County, 1998-2001	177
TABLE 8-6.....	178
Average Selling Price and Price Per Acre	178
Vacant Residential and Agricultural Land	178
Columbia County, 1990-2005.....	178
TABLE 8-7.....	180
Equalized Values in Dollars, Columbia County, 2001-2005	180
TABLE 8-9.....	183
Projected Future Land Use Demand in Five Year Increments	183
The Town of Fort Winnebago, 2005-2030	183

FIGURES

FIGURE 1-1	Town of Fort Winnebago Long Term Population Trends	17
FIGURE 1-2	Population Projections, Town of Fort Winnebago, 2000-2030	32
FIGURE 1-3	Projected Housing Units Based Upon Projected Population Growth, Town of Fort Winnebago, 2000-2030	35
FIGURE 1-4	Projected Housing Units Based Upon Zoning Permit Trends, Town of Fort Winnebago, 2005-2030	36
FIGURE 1-5	Projected Jobs in South Central Wisconsin in 2010 – By Occupational Group	40
FIGURE 3-1	Traffic Accidents, Town of Fort Winnebago, 1998-2003	54
FIGURE 6-1	Monthly Unemployment Rates, Columbia County and Wisconsin, 2004	138
FIGURE 8-1	Zoning Permit Trends, All Construction and New Homes, Town of Fort Winnebago, 1990-2005	166
FIGURE 8-2	Existing Land Use, Town of Fort Winnebago, 2005	171

APPENDICIES

APPENDIX I	Plan Maps
APPENDIX II	Resolutions
APPENDIX III	Public Participation

1.0 **ISSUES AND OPPORTUNITIES**

1.1 **INTRODUCTION - THE PLANNING PROGRAM**

In the spring of 2003, the Columbia County Planning and Zoning Department held a meeting with all Town Boards and Planning Commissions throughout the County to discuss comprehensive planning. At the meeting, the Planning and Zoning Department offered planning assistance to any town in the county that was interested in developing a comprehensive plan in accordance with Wisconsin Statute 66.1001. As a result of the meeting, the Town of Fort Winnebago signed a Memorandum of Agreement with the Columbia County Planning and Zoning Department to develop a comprehensive plan for the Town. The planning process for the Town involved a Comprehensive Plan document, an existing land use map, a set of future land use maps, and a proposed zoning map.

As a part of the process of developing the Town comprehensive plans, each participating Town appointed a representative to serve on the Town Steering Committee (TSC). At the TSC meetings, the appointed Town representative met with representatives of other participating Towns and County staff to discuss the planning process and review draft planning documents, maps, etc. prepared by County staff. The Town representative then took the information gained at the TSC meetings back to share with their Town Boards and Planning Commissions. Several individual meetings between participating Towns and County Staff also took place during the planning process. The information assembled during the preparation of the Town comprehensive plans was also used to develop the Columbia County Comprehensive Plan that was developed during the same time period.

The result of this planning process was the development of this document, the Town of Fort Winnebago Comprehensive Plan. The vision, goals, objectives, and policies stated in this document reflect the deliberations of the Town of Fort Winnebago Town Board and Planning Commission, based upon the comments and opinions expressed by the people in the Town of Fort Winnebago. References made to specific State, County, and other governmental plans and programs do not imply endorsement of such plans and programs, but are presented for background and reference only.

1.2 **THE PURPOSE OF PLANNING**

Development in the Town of Fort Winnebago consists of hundreds of decisions each year by unrelated individuals about how the land is to be used. Generally these decisions conform to tradition, but each has the potential to conflict with neighboring uses and each represents a step toward the land use pattern for the future. Without a plan, landowners have no guidance in making land use decisions and property owners have no protection from decisions that may not be in their best interest.

Wisconsin Statutes, Section 62.23 by reference from Section 60.22(3) provides that, in a Town that has adopted village powers, it is a function and duty of the Town Plan Commission to make and adopt a master plan for the physical development of the Town. The plan's general purpose is in guiding and accomplishing a coordinated, adjusted, and harmonious development which will in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity, or the general welfare, as well as efficiency and economy in the process of development. Wisconsin Statutes, Section 66.1001, further defines a master plan as a comprehensive plan and outlines the content of a comprehensive plan and a local unit of government's responsibilities in developing this plan. This legislation, often referred to as "Smart Growth", requires that a community that engages in specific land use regulations develop a comprehensive plan and that the plan be adopted by ordinance by a majority vote of the Town Board. The plan must contain nine elements as specified in the statutes. It also requires that all land use decisions be consistent with the comprehensive plan.

Land and the public services provided to the people who live on the land, are too expensive to use them unwisely. Limited resources must be used in the most beneficial and least wasteful manner. Planning attempts to apply a rational process of analysis and forethought to the development process. It attempts to guide the use of Town's resources in an efficient, convenient, and healthful manner.

The planning process is advisory. The plan is a guide to public and private decisions concerning land. It is not an ultimate design, but represents thought and analysis at a point in time. Therefore, it requires periodic reconsideration and updating. The plan is long range and general, not something to be imposed in a narrow and rigid manner.

1.3 OVERALL VISION, GOALS, AND OBJECTIVES

The vision, goals, and objectives of a comprehensive plan direct the plan implementation activities and the development of the Town of Fort Winnebago. They are the core of the Town of Fort Winnebago Comprehensive Plan. They reflect the deliberations of the Town of Fort Winnebago Planning Commission based on the comments and opinions of the people of the Town.

The vision is the purpose for which planning is done and provides the direction to guide all future decisions. The vision is a general statement that guides the planning process in a generally accepted direction. The overall vision provided below is an overarching statement that provides guidance and direction to all of the elements in the comprehensive plan. In addition to the overall vision, each element of this plan contains a vision that provides guidance and direction to that particular element of the plan.

Goals are statements of conditions that are intended to be maintained or achieved at some time in the future. Goals do not have specific time frames and usually cannot be specifically measured. The overall goals provided below are a compilation of all the goals from the nine elements of this plan.

Objectives are actions that need to be taken in order to achieve one or more goals. Objectives usually have an associated time frame and frequently must occur in a defined sequence. Objectives are normally measurable, and should be regularly reviewed to assess progress in implementing the plan. The overall objectives provided below are a compilation of all the objectives from the nine elements of this plan.

A vision statement rarely changes unless the philosophy of the population changes. Goals seldom change unless they have been achieved, and then usually only to maintain the condition that has been achieved. Objectives change frequently. Objectives are regularly achieved, and then are removed. Completion of some objectives often suggests new objectives that were not originally considered, and these should be added. Attempts to implement objectives sometimes reveal that they cannot be achieved, or that achieving them would not have the desired result. In these cases, these objectives should be modified or replaced. A thorough review of the goals and objectives should be conducted annually.

1.3.1 Overall Vision Statement

We envision that the Town of Fort Winnebago will be a distinctively rural community, with a few productive family farms. It will be a growing community, with the growth concentrated in designated areas and occurring in ways to protect the rural character of the town.

1.3.2 Overall Goals and Objectives

The following is a combined list of the visions, goals, and objectives from all nine elements of the Town of Fort Winnebago Comprehensive Plan 2030:

Element #1 - Population

Population Vision

- ◆ Growth levels sustainable within the limits of Town's resources.

Goal 1: Provide orderly growth for the Town of Fort Winnebago.

- Objective 1:* Preserve existing farming operations on prime agricultural land.
- Objective 2:* Discourage residential development on prime agricultural soils.
- Objective 3:* Encourage residential development in areas served by public sanitary sewer.

Goal 2: Provide opportunities to live and recreate in the Town of Fort Winnebago.

- Objective 1:* Encourage young adults to remain in the Town of Fort Winnebago.
- Objective 2:* Allow expansion of existing agricultural operations.
- Objective 3:* Encourage high quality schools and educational opportunities in the Town of Fort Winnebago.

Element #2 – Housing

Housing Vision

- ◆ Residences set in attractive, healthy, safe and appropriate environments for all town residents.

Goal 1: Provide for planned and orderly housing development.

- Objective 1:* Encourage rehabilitation and proper maintenance of older homes.
- Objective 2:* Encourage infill of vacant lots in existing subdivisions.
- Objective 3:* Encourage new development to be sited near or adjacent to existing development, when appropriate.
- Objective 4:* Require connectivity between adjacent housing development for both vehicular and pedestrian traffic.
- Objective 5:* Encourage residential development within areas served by public sanitary sewer.
- Objective 6:* Encourage new housing to be predominantly single-family homes.
- Objective 7:* Discourage multi-family housing in unsewered areas.
- Objective 8:* Require that all housing meet acceptable standards.
- Objective 9:* Encourage smaller lots sizes and increased density in areas with sanitary sewer service.
- Objective 10:* Recommend that the County Zoning and Subdivision Ordinances be amended as necessary to increase the minimum lot size for the lots not served by the public sanitary sewer, and decrease the minimum lot size for lots served by public sanitary sewer.

- Objective 11:* Review all Columbia County Land Use Ordinances and recommend necessary changes to implement plan.
- Objective 12:* Discourage residential development on prime agricultural lands or near existing farms.
- Objective 13:* Discourage major subdivisions in areas not served by sanitary sewers.
- Objective 14:* New parcels requiring access onto State and County Trunk Highways should be discouraged.

Element #3 Transportation

Transportation Vision

- ◆ Provide a safe, efficient, and well-planned transportation system that incorporates multiple modes of travel.
- ◆ Provide a safe, efficient transportation system for multiple user needs.

Goal 1: A safe, well-maintained system of roads and highways.

- Objective 1:* Work with the State Department of Transportation and County Highway Department to improve the highways under their responsibility.
- Objective 2:* Assess proper jurisdiction of roads within the township.
- Objective 3:* Promote safe, modern, highways connecting the Town of Fort Winnebago with the rest of Columbia County.
- Objective 4:* Annually assess all roads in the township for maintenance and safety issues.
- Objective 5:* Plan for new roads including frontage roads and interchanges for future development.
- Objective 6:* Maintain a safe, interconnected road network.
- Objective 7:* Require an interconnected road system in new planned development areas.
- Objective 8:* Discourage cut-through traffic on Town roads through signage, speed zones and weight limits.

Goal 2: Restricted access to arterial highways and through-town road corridors to protect traffic-carrying capacity.

- Objective 1:* Restrict new access points to the highway through subdivision control.
- Objective 2:* Deny inappropriate requests for rezonings and conditional use permits that would require additional access points to a highway.
- Objective 3:* Preserve and protect the road corridor from encroachment that would limit the roadway's ability to carry traffic volumes in the future.
- Objective 4:* Continue to maintain and implement a Town road improvement program.
- Objective 5:* Implement a Town driveway ordinance and promote joint driveways to achieve public safety and rural character goals and conserve farmland. The ordinance should:
- a) Ensure that driveway length, width, design, and slope for emergency vehicle travel.
 - b) Address drainage issues.
 - c) Guide the placement of streets and driveways along existing contours, property lines, fencerows, lines of existing vegetation, or other natural features.

- d) Reinforce the objectives and policies of the Comprehensive Plan.
- e) Minimize the number of driveway openings onto existing public streets, instead promoting shared driveways and streets.

Objective 6: Support access control and rural character objectives by discouraging “side of the road” commercial development on main roadways.

Goal 3: All new town roads to meet minimum standards for right-of-way pavement and shoulder widths.

Objective 1: Review and modify as necessary current standards for existing roads.

Objective 2: Utilize the Paser program to its fullest, including capital improvements, to schedule road maintenance and/or reconstruction.

Objective 3: Ensure that all roads in new platted subdivisions meet minimum standards by enforcement of a land division ordinance.

Objective 4: No future or existing driveways shall be accepted as part of the Town road system.

Objective 5: Require that all new roads meet the road design and layout standards in the Town’s pending subdivision and land division regulations.

Goal 4: Promote a unified approach involving the town, city, county, state and private entities for road development to meet the needs for future commercial, industrial and residential expansion.

Objective 1: Meet with city and county officials, as necessary, to coordinate development plans.

Objective 2: Seek input of appropriate property owners in areas of development plans.

Objective 3: Meet with State officials as needed.

Objective 4: Coordinate transportation with land use.

Objective 5: Work with WisDOT and the County Highway Department to implement safety improvements at the intersections.

Objective 6: Work with WisDOT and the County Highway Department when changes to land uses are being considered that could affect the function of highways.

Goal 5: Encourage the development and full utilization of all modes of transportation in the County.

Objective 1: Support programs to provide transportation alternatives to the automobile.

Objective 2: Support safe opportunities for biking and walking.

Objective 3: Work with the County in support of additional transportation options for those without access to automobiles. Such options might include cooperative transit, local car sharing or car-pooling. Work to make sure residents are aware of the existing options.

Objective 4: Promote paths through new subdivisions.

Element #4 - Utilities and Community Facilities

Utilities and Community Facilities Vision

- ◆ Public facilities that meet the needs of Town residents.

Goal 1: Public facilities that meet the needs of Town residents.

- Objective 1:* Provide adequate public facilities for planned growth and development in proper locations and with adequate space for the future.
- Objective 2:* Coordinate the provision of public facilities with other units of government, when feasible.
- Objective 3:* Meet with local school district officials to ensure schools meet the needs of Town residents.
- Objective 4:* Notify appropriate local school district officials of major residential developments within the Town to prevent unexpected large enrollment increases.
- Objective 5:* Work with local school district officials to ensure that the locations of new schools adequately serve Town residents.
- Objective 6:* Work with local school district officials to ensure that the closing of unneeded schools does not adversely affect Town residents.
- Objective 7:* Plan for future needs at Town facilities.
- Objective 8:* Meet with other public and private officials to coordinate the provision of public facilities, such as libraries, hospitals, and cemeteries to accommodate future development within the Town.

Goal 2: Maintain and improve services available to Town residents.

- Objective 1:* Provide public services in accordance with current and future needs, in proper locations, and with adequate capacities for the future.
- Objective 2:* Coordinate the provision of public services with other units of government, when feasible.
- Objective 3:* Direct public services into areas planned for future development.
- Objective 4:* Work with local fire departments serving the Town to study response times for fire and EMS.
- Objective 5:* Develop a storm water plan and related ordinances for the Town.
- Objective 6:* Annually review the police protection services within the Town.
- Objective 7:* Annually meet with the neighboring towns, cities, and/or villages to review the fire protection and ambulance service mutual aid and/or contractual agreements.
- Objective 8:* Develop a policy that establishes acceptable driveway standards for emergency vehicle access.

Goal 3: Ensure that modern and sufficient public utility services are available within the Town.

- Objective 1:* Encourage public utilities to provide service in accordance with long-range needs and in proper locations within the Town.
- Objective 2:* Review planned developments to ensure adequate utilities can and will be provided according to long-range needs within the Town.
- Objective 3:* Meet with other units of government to coordinate the provision of public utilities to accommodate future development within the Town.
- Objective 4:* Encourage the creation of private and/public sanitary sewer districts, where appropriate.

Goal 4: Ensure adequate park and recreational opportunities for Town residents.

- Objective 1:* Examine the need for additional recreational facilities in the Town i.e. snowmobile trails, bike trails, boat launches, parks.
- Objective 2:* Develop and maintain a Town Park, Recreation, and Open Space Plan to ensure Town eligibility for grants from the State.
- Objective 3:* Encourage the Columbia County Board to support and expand the County Park System.
- Objective 4:* Encourage the development of parks as a means to preserve and protect important natural features in the Town.

Goal 5: Promote a unified approach to utilities and community facilities development involving all levels of government and private entities.

- Objective 1:* Meet regularly with county and state officials to coordinate development plans.
- Objective 2:* Seek appropriate input from property owners in areas planned for development.
- Objective 3:* Meet with local school board officials as needed.

Element #5 - Agricultural, Natural, and Cultural Resources**Agricultural, Natural, and Cultural Resources Vision**

- ♦ The Town of Fort Winnebago's agricultural, natural and cultural resources regarded as irreplaceable resources to be protected for future generations.

Goal 1: Preservation of the most productive agricultural areas of the Town.

- Objective 1:* Preserve and protect the best agricultural soils by encouraging Columbia County to develop appropriate land use regulations.
- Objective 2:* Focus new development in areas that will not adversely impact productive farmland in the Town.
- Objective 3:* Review development proposals for potential impacts and encroachments on the land needed for agriculture.
- Objective 4:* Restrict non-farm development on prime agricultural soils.

Goal 2: Maintain, preserve, and enhance the Town's natural resources, scenic views, and unique natural features.

- Objective 1:* Consider developing adequate storm water management plans and erosion control regulations to protect surface and groundwater resources within the Town.
- Objective 2:* Encourage the development of natural buffer areas along watercourses and drainage ways.
- Objective 3:* Discourage the application of chemicals and land spreading along watercourses and drainage ways.
- Objective 4:* Protect the integrity of the Town's environmental corridors from the negative impacts of development.

- Objective 5:* Encourage Columbia County to develop appropriate land use regulations to provide protection to the sensitive natural resource areas included in the environmental corridors.
- Objective 6:* Consider the impacts of development on the habitat of rare, threatened, or endangered species or natural communities.
- Objective 7:* Prohibit the construction of new structures in the FEMA 100-year floodplains and the rebuilding of structures that are seriously deteriorated, damaged, or destroyed.
- Objective 8:* Discourage concentrated animal numbers in the FEMA 100-year floodplains, but encourage other forms of agriculture.
- Objective 9:* Protect wetlands from siltation and runoff by encouraging a buffer area around all WDNR designated wetlands.
- Objective 10:* Prohibit further draining or filling of wetlands.
- Objective 11:* Discourage agricultural cultivation in wetlands.
- Objective 12:* Encourage the proper management of forestlands in the Town and discourage the clear cutting of any existing woodlots.
- Objective 13:* Control development in areas that possess valuable wildlife habitat.
- Objective 14:* Protect the integrity of the designated State Natural Areas in the Town.
- Objective 15:* Support the development of outdoor recreation areas for use as public hunting grounds, wildlife preserves, and waterfowl production areas.
- Objective 16:* Require that agencies responsible for the location of public improvements such as; highways, pipelines or power lines, recognize and not violate the intent of the Town's goals and policies for protecting natural resources.

Goal 3: The preservation of the Town's historic and cultural resources.

- Objective 1:* Require a site evaluation by a State approved archeologist for development proposals on or near a known archeological or burial site.
- Objective 2:* Prohibit development on identified archeological and burial sites.
- Objective 3:* Evaluate the impacts of development proposals on historic buildings and sites in the Town and mitigate those impacts whenever possible.
- Objective 4:* Encourage Columbia County to create and maintain an inventory of the remaining historic and archaeological sites and structures throughout the County.
- Objective 5:* Assist local organizations in the promotion of historic and cultural resources within the Town.
- Objective 6:* Assist local historical societies and museums in preserving structures and artifacts that reflect the Town's past.

Element #6 - Economic Development

Economic Development Element Vision

- ◆ A commitment to economic prosperity through properly located commerce, industry, agriculture, and tourism economic activity areas while mitigating the impacts of incompatible land uses and the degradation of residential areas and the natural environment.

Goal 1: An improved and diversified economy.

- Objective 1:* Assist existing businesses and industry to improve their efficiency and ability to stay competitive.

- Objective 2:* Encourage new business formation.
- Objective 3:* Encourage the development of a broader range of commercial and service businesses to meet the needs of Town residents.
- Objective 4:* Promote ongoing dialog between the Town, the County, and the Columbia County Economic Development Corporation to ensure that economic development projects are consistent with the goals and objectives of the Town's Comprehensive Plan.
- Objective 5:* Develop basic design standards for all non-residential uses to assure a high value, lasting development pattern.
- Objective 6:* Encourage intergovernmental cooperation in the siting of new business opportunities and retaining existing businesses.

Goal 2: Support the Town's agricultural economy by ensuring prime farmland is permanently retained for agricultural uses.

- Objective 1:* Restrict subdivision and non-farm development on prime farmland.
- Objective 2:* Retain property assessments of farmland consistent with their intended use.
- Objective 3:* Encourage participation in the farmland preservation program.
- Objective 4:* Discourage the rezoning of land zoned agricultural.
- Objective 5:* Discourage the sale of prime farmland to non-agricultural interests.
- Objective 6:* Direct rural, non-farm uses to those areas least suitable for cultivation.
- Objective 7:* Prohibit isolated commercial and industrial uses in agricultural, residential and open space areas.
- Objective 8:* Investigate the use of grant monies to purchase development rights.
- Objective 9:* Consider adopting a right to farm ordinance.

Goal 3: Protect and enhance the Town's scenic and environmental character as an economic asset to the Town and the region.

- Objective 1:* Promote economic development that has little or no environmental impact.
- Objective 2:* Explore options to sustain and possibly increase tourism and recreation businesses in the Town, such as bed and breakfasts, parks, cross country ski trails, biking trails, walking trails and/or nature sanctuaries, provided that these businesses do not negatively impact the rural character of the Town, nor harm the Town's outstanding natural resources.

Goal 4: Recognize agriculture and tourism as important economic resources and support the preservation and enhancement of these resources.

- Objective 1:* Assist in the promotion and attraction of agricultural related services and industries to maintain agriculture as a viable business.
- Objective 2:* Where consistent with local plans, allow small, low-impact non-farm businesses on farm properties where there will be no negative impacts on surrounding properties.
- Objective 3:* Foster tourism that promotes the natural resource base and the unique historical heritage of the Town.
- Objective 4:* Capitalize on the Town's recreational resources (lakes, rivers, trails, etc). for siting of appropriate retail and service businesses that do not conflict with resource protection.

Goal 5: Limit expansion and improve the appearance of commercial areas in the Town.

- Objective 1:* Accommodate new commercial businesses and the expansion of existing business where appropriate.
- Objective 2:* Encourage removal of dilapidates, unsafe buildings.
- Objective 3:* Encourage commercial storefront improvements
- Objective 4:* Promote landscaping and beautification projects.
- Objective 5:* Encourage clustering of commercial uses in compact areas (i.e. existing unincorporated hamlets) to maximize consumer safety and convenience, improve traffic safety and enhance economic viability, where appropriate.
- Objective 6:* Avoid strip commercial areas along roads and highways that conflict with surrounding land uses.
- Objective 7:* Prohibit “strip” commercial development along roadways.
- Objective 8:* Consider creating development standards for business development to promote high-quality site design, building design, signage and landscaping for all new nonresidential developments.

Goal 6: Limit industrial and manufacturing uses.

- Objective 1:* Allow light industrial uses in designated areas when appropriate.
- Objective 2:* Limit the amount of undeveloped land zoned for industrial or manufacturing uses in the Town.
- Objective 3:* Prohibit the creation or development of additional manufacturing, commercial, business and industrial sites.
- Objective 4:* Locate industrial areas so they are visually and functionally compatible with surrounding land uses.
- Objective 5:* Restrict business development to the “service areas” where public sewer and water are available.
- Objective 6:* Encourage industrial uses to locate in nearby cities or villages before rezoning more land in the Town for industrial or manufacturing purposes.

Goal 7: Promote a unified approach involving the town, city/village, county, state and private entities for economic development of the area.

- Objective 1:* Participate in Columbia County, city/village and state economic development activities.
- Objective 2:* Encourage the expansion of commercial and industrial uses where municipal services are available.
- Objective 3:* Communicate with adjoining municipalities in the planning, siting and appearance of commercial and industrial development proposed along shared borders.

Goal 8: Tax rates stabilized to the extent possible.

- Objective 1:* Use state and federal grant programs to supplement local tax revenue whenever practical and advantageous.
- Objective 2:* Institute user fees for some town municipal services.
- Objective 3:* Institute a Town land division ordinance and collect park fees from new land divisions.
- Objective 4:* Insist that new land development pay for its own improvements.

Element #7 – Intergovernmental Cooperation

Intergovernmental Cooperation Element Vision

- ◆ Intergovernmental cooperation opportunities between Columbia County, local municipalities, the region, the state, tribal governments, and other adjacent governmental units utilized to the fullest extent possible.

Goal 1: Establish mutually beneficial intergovernmental relations with other units of government.

- Objective 1:* Develop intergovernmental cooperative agreements for governmental services, activities and programs whenever appropriate.
- Objective 2:* Encourage the City of Portage to enter into boundary agreements with the Town to address annexation and development issues.
- Objective 3:* Promote cooperative projects with area school districts to educate and encourage participation in local government among youth.
- Objective 4:* Work to achieve cooperation and coordination between Columbia County, City of Portage and the Town on issues related to long-range planning and land use regulations.
- Objective 5:* Work to raise local government awareness of Wisconsin Statutes regarding intergovernmental cooperation and encourage their use.
- Objective 6:* Work with other local governments, state agencies and school districts on land use and community development issues of mutual concern. (i.e. siting of public facilities).

Goal 2: Seek coordination and communication on planning activities between the Town of Fort Winnebago, adjacent municipalities, county, regional, state and federal agencies.

- Objective 1:* Encourage the creation of and participate in an ongoing forum in which the county, cities, villages and towns can discuss land use and zoning issues on a regular basis.
- Objective 2:* Encourage the creation of and participate in a process to resolve conflicts between the Town's plan and the plans of other overlapping governmental jurisdictions.
- Objective 3:* Work with adjacent towns, villages, and cities to match land use plans and policies along municipal borders to promote consistency and minimize potential conflicts.
- Objective 4:* Utilize County planning staff to act as facilitators and educators to assist the Town with plan and ordinance administration.
- Objective 5:* Encourage Columbia County to develop a more consistent, integrated and efficient code administration process that provides all affected municipal jurisdictions an opportunity to influence the outcome.
- Objective 6:* Continue to participate in cooperative planning efforts and zoning administration with Columbia County.
- Objective 7:* Encourage and support cooperative efforts between Columbia County and surrounding counties to address basin-wide water resource management planning, regional transportation planning and other regional planning issues that cross county boundaries.

Goal 3: Seek opportunities to maintain and improve the provision of shared public services and facilities such as police, fire, emergency rescue, parks, solid waste management, and transportation.

- Objective 1:* Whenever possible, encourage increased sharing of police, fire, and emergency rescue facilities and services to improve efficiency and coordination.
- Objective 2:* Continue to utilize the County composting and recycling center.
- Objective 3:* Continue to utilize the services of the County Highway Department for local road maintenance.
- Objective 4:* Work with the County Highway Department and the Wisconsin DOT to coordinate highway improvements with planned development to minimize the impacts of land use changes on transportation facilities.
- Objective 5:* Prior to purchasing new facilities or equipment, examine the possibilities of trading, renting, sharing, or contracting such items with neighboring jurisdictions.
- Objective 6:* Work with county and state agencies to coordinate the provision of park and recreation facilities and activities within the Town.
- Objective 7:* Work with the Wisconsin Department of Transportation and other agencies to assure that transportation improvements are consistent with the goals and objectives of this plan.
- Objective 8:* Encourage cooperative agreements with the Wisconsin Department of Natural Resources (WDNR) that are mutually beneficial to the Town and the WDNR.

Element #8 – Land Use

Land Use Vision

- ◆ Well-balanced and orderly development in both urban and rural areas of the Town that minimizes potential conflicts between residential, commercial, industrial and agricultural uses.

Goal 1: New development occurring in a well planned, sustainable, aesthetically and architecturally pleasing manner compatible with the local character.

- Objective 1:* Designate areas in the rural portions of the Town of Fort Winnebago that are intended to remain agricultural in nature but are also suitable for limited and controlled residential development that minimizes adverse impacts on agriculture and maintains rural character.
- Objective 2:* Designate areas within the Town of Fort Winnebago that are suitable for more dense residential development (e.g. subdivisions) and develop standards for these areas that ensures quality development which complements the surrounding area.
- Objective 3:* Encourage conservation subdivision design principles for new subdivisions where appropriate.
- Objective 4:* Designate areas within the Town of Fort Winnebago that are suitable for commercial and industrial uses and develop standards that encourage the separation and screening of these uses from other incompatible land uses.
- Objective 5:* Encourage natural buffers between incompatible land uses where such uses adjoin one another.

Goal 2: Provide tools for managing and coordinating development consistent with the goals and objectives of the Comprehensive Plan while ensuring a balance between private property rights and the best interests of the community as a whole.

- Objective 1:* Update and integrate the land use related sections of the Town Code of Ordinances to reflect the new goals and policies of the Comprehensive Plan.
- Objective 2:* Create a development review process related to the Comprehensive Plan that objectively examines the quality of a proposed development and the long-term positive and negative impacts on the Town of Fort Winnebago.
- Objective 3:* Develop a site plan review process for rural areas of the Town of Fort Winnebago that reviews the location of structures, roads and driveways to minimize the impacts on prime agricultural land and environmental features.
- Objective 4:* Consider clustered residential development as the preferred type of new rural residential growth in areas suitable for such development.
- Objective 5:* Encourage new residential lots and building sites to be located and designed in a manner that protects environmental corridors including wetlands, floodplains and productive farmland.
- Objective 6:* New development should be consistent with town plans, where applicable.

Goal 3: Balanced and appropriate land uses within the Town of Fort Winnebago that enhance and sustain the economic stability of the Town.

- Objective 1:* Direct more intense, urban forms of development into areas that can provide adequate municipal services to support the development.
- Objective 2:* Assist in the development of urban growth areas around all existing incorporated municipalities to allow for reasonable municipal growth.
- Objective 3:* Encourage the redevelopment and adaptive reuse of underutilized agricultural, commercial, and industrial structures, where consistent with designated future land uses.
- Objective 4:* Explore the use of impact fees and other capital cost recovery mechanisms to assure that the costs of new development are not borne by existing taxpayers.

Element #9 –Implementation Element

Implementation Vision

- ◆ A compilation of clear and defined actions necessary to implement all plan elements, summarize and track progress, and describe the procedures for amendments and revisions.

1.4 OVERALL EXISTING PROGRAMS AND POLICIES

The existing programs discussed in this section represent a compilation of the current efforts being taken by various levels of government. These efforts provide a means to implement the vision, goals, objectives, and policies of this plan. Each program has a specific problem or issue it is attempting to address. It is the intent of these programs to provide assistance, guidance, and regulation in addressing a particular problem or issue. These programs provide a means to reach the goals of this plan and achieve the related objectives and policies. Below are listed many of the programs that are currently available within the Town of Fort Winnebago. The list also contains governmental or quasi-governmental agencies that offer programs or assistance that can be utilized by the Town of Fort Winnebago. A more detailed description of each of these programs are located within the individual plan elements.

- Columbia County Housing Rehabilitation Program
- Habitat for Humanity
- United Migrant Opportunity Services (UMOS)
- PASER Program
- Rustic Roads – Wisconsin Department of Transportation
- State Road Aid Programs
- Knowles-Nelson Stewardship Program
- Clean Sweep Program
- Crime Stoppers
- Columbia County D.A.R.E. Program
- Columbia County Drug Education And Enforcement
- Hope House/D.A.R.T.
- Columbia County Cannabis Enforcement And Suppression Effort (CEASE)
- Farmland Preservation Program
- Conservation Reserve Program (CRP)
- Managed Forest Law and Forest Crop Law
- Wetlands Reserve Program
- National and State Registers of Historic Places
- Wisconsin Historical Society - Division of Historic Preservation Subgrant Program
- Historic Preservation Tax Credits for Income-Producing Historic Buildings
- Historic Home Owner's Tax Credits
- Archeological Sites Property Tax Exemption Program
- Columbia County Economic Development Corporation
- Revolving Loan Fund (RLF)
- Community Profiles
- Land and Building Inventory
- Technical College Programs
- Wisconsin Department of Tourism
- Columbia County Tourism Committee
- Wisconsin Agricultural Development Zone Program
- Wisconsin Department of Commerce
- Community Development Block Grant for Economic Development (CDBG-ED)
- USDA, Wisconsin Rural Development Programs
- WDNR – Brownfields Grant Program
- Tax Incremental Financing (TIF) and the Tax Incremental District (TID)
- UW-Extension Local Government Center
- Wisconsin Partnership
- Wisconsin Counties Association (WCA)
- Wisconsin Town Association (WTA)

- League of WI Municipalities
- State of Wisconsin Statutes and Programs
 - Intergovernmental Agreements
 - Boundary Agreements Pursuant to Approved Cooperative Plan
 - Creation, Organization, Powers and Duties of a Regional Planning Commission
 - Municipal Revenue Sharing
 - Annexation
 - Incorporation
 - Extraterritorial Zoning
 - Extraterritorial Subdivision Review
- Town of Fort Winnebago Ordinances
 - Uniform Development Code
- Columbia County Code of Ordinances
 - Zoning Ordinance
 - Land Division and Subdivision Ordinance
 - Private Sewage Systems Ordinance
 - Floodplain Zoning Ordinance
 - Shoreland Wetland Protection Ordinance
 - Wireless Communication Facilities Ordinance
 - Nonmetallic Mining Reclamation Ordinance
 - Highway Access Control Ordinance
 - Animal Waste Management Ordinance

1.5 POPULATION AND BACKGROUND INFORMATION

1.5.1 Population

Understanding the current and past trends of the Town's population is important in determining the amount of expected growth and development that is likely to take place in the Town in the future. These trends are considered in the following paragraphs.

1.5.1.1 History and Setting

The Town of Fort Winnebago is located in the northern portion of Columbia County, Wisconsin. The Town is adjacent to the Towns of Marcellon, Pacific, Lewiston. The northeast portion of the City of Portage is contiguous with the Town. Downtown Milwaukee is about 100 miles southeast of the Town of Fort Winnebago and the City of Madison is approximately 45 miles south of the Town. USH 51/78 runs through the western portion of the Town and leads to combined Interstate Highways 39,90,94 which is a major north-south transportation route. STH 33 also provides an important east-west route through the Town. CTH F and CX serve as important north-south routes. CTH CM also allows for convenient east-west travel in the northern portion of the Township. The regional setting of the Town of Fort Winnebago is illustrated on Map 1-1 in Appendix I. The highway distance relationship of Columbia County and the Town of Fort Winnebago to large urban centers in the Midwest is shown on Map 1-2 in Appendix I.

In Fort Winnebago, a trading post had been established at the portage for a number of years prior to the Winnebago Indian uprising. It has long been recognized that the portage was the most important key to the control of the Winnebago's and steps were taken accordingly. In 1828, ground was broken for the construction of a military fort. The pine logs used for construction were floated down the Wisconsin River to Portage and were hauled out by teams to the building places. The fort was completed in the spring of 1830. Troops occupied the fort until 1845 at which time they were sent to Jefferson Barracks in St. Louis. In March 1856, fire destroyed or seriously damaged most of the buildings which were then occupied by private families. To date the Surgeons Quarters still remains standing as does the Agency House on the bank of the Portage Canal.

In 1848, Johnathan Whitney was considered to be the first permanent settler in the Town of Fort Winnebago. At that time, the Town name was Town of Port Hope and sometime in 1853 the name was changed to Town of Fort Winnebago.

In 1850 through 1859 there were seven one room schools throughout Fort Winnebago. In the early 1960's all district (schools) in Fort Winnebago consolidated and became one. In 1962 state law required that all schools become part of a high school and Fort Winnebago joined the Portage system.

The first town board meeting was held in 1850 in the home of Avery Spicer. The purpose of the meeting was to elect an officer and a location of the county seat.

1.5.1.2 Population Trends

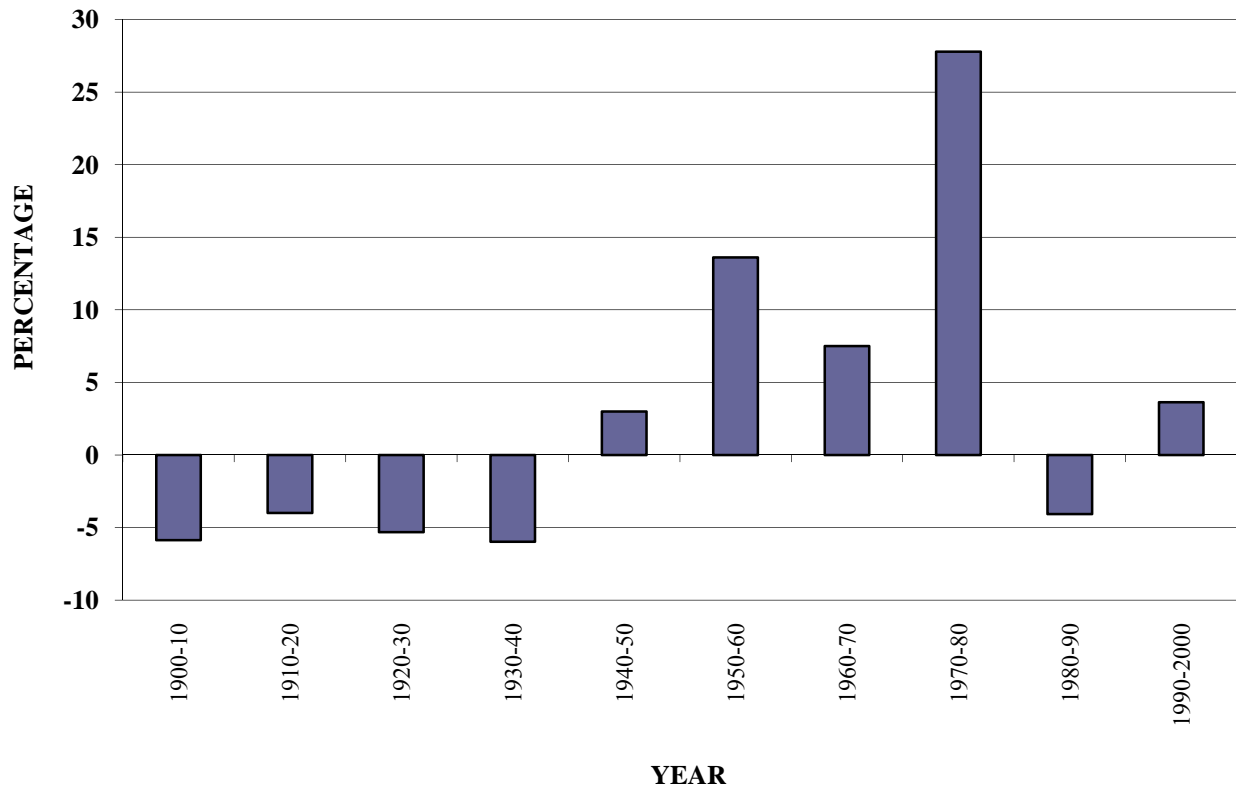
Over the course of the last century, the Town of Fort Winnebago had four decades of population decline followed, more recently, by several decades of population increases. During the first four decades of the 20th century, the Town of Fort Winnebago experienced decades where the population declined between 3.99 and 5.98 percent. However, starting in the decade between 1940 and 1950 the Town began a period of population growth which, aside from a small population decline between 1980 and 1990, continues through the present. The period of the highest percentage growth occurred

between 1970 and 1980, reaching an increase of 27.79 percent. The Town's population grew steadily between 1940 and 1980 having three decades with a growth rate over seven percent. Figure 1-1 illustrates the percentage of population change by decade over the past 100 years.

In the Town of Fort Winnebago, the decades with an actual population decline occurred between 1900 and 1940 as well as during the decade between 1980 and 1990. The population decline between 1980 and 1990 was likely due to the national recession during that period. The improved economic conditions during the 1990's resulted in a population increase between 1990 and 2000. Table 1-1 demonstrates the amount of population change during the past century for Columbia County and the municipalities within the County including the Town of Fort Winnebago.

The percent of total population change for the Town of Fort Winnebago over the last century was considerably lower than both the County and the State, with the County population increasing more than 40 percent higher and the State increasing 31 percent higher than the Town. The State's population has grown steadily since 1900 and County's population has grown steadily since the 1930's while the Town's population began to grow steadily in the 1940's. County growth was highest between 1950 and 1970 and between 1990 and 2000 when the County experienced its largest increase of 16.37 percent. State growth was highest before 1930 and from 1950 to 1970. Table 1-2 compares long term population trends between Fort Winnebago, Columbia County, and the State.

FIGURE 1-1
Town of Fort Winnebago Long Term Population Trends



Source: U.S. Census

TABLE 1-1
Long Term Population Trends by Minor Civil Division
Columbia County, 1900-2000

Municipality	1900	1910	1920	1930	1940	1950	1960	1970	1980	1990	2000
Town of Arlington	794	816	793	808	822	613	653	701	752	748	848
Town of Caledonia	1,188	1,087	1,000	948	928	832	790	855	923	1,031	1,171
Town of Columbus	744	760	711	682	646	669	723	715	704	838	711
Town of Courtland	830	886	788	795	723	743	701	628	601	528	463
Town of Dekorra	908	842	735	637	787	911	1,108	1,763	1,914	1,829	2,350
Town of Fort Winnebago	665	626	601	569	535	551	626	673	860	825	855
Town of Fountain Prairie	1,409	990	910	819	832	806	744	816	771	743	810
Town of Hampden	887	800	843	836	733	696	706	704	650	566	563
Town of Leeds	1,214	1,055	1,061	1,030	961	928	930	869	845	809	813
Town of Lewiston	901	799	816	679	746	663	854	984	1,122	1,123	1,187
Town of Lodi	750	716	595	582	625	749	890	1,357	1,855	1,913	2,791
Town of Lowville	784	758	722	632	607	602	681	819	976	938	987
Town of Marcellon	882	853	770	696	663	655	659	759	809	880	1,024
Town of Newport	585	534	547	489	408	392	367	562	657	536	681
Town of Otsego	1,226	866	858	743	731	727	708	754	767	647	757
Town of Pacific	289	281	234	205	310	300	531	756	1,215	1,944	2,518
Town of Randolph	951	1,087	1,211	1,192	1,262	837	802	729	700	676	699
Town of Scott	811	796	727	693	688	603	577	585	602	639	791
Town of Springvale	751	735	673	614	619	563	484	504	521	466	550
Town of West Point	743	663	602	596	624	660	752	873	1,122	1,285	1,634
Town of Wyocena	1,158	706	603	566	630	623	844	1,098	1,225	1,228	1,543
Town Totals	18,470	16,656	15,800	14,811	14,880	14,123	15,130	17,504	19,591	20,192	23,746
Village of Arlington	---	---	---	---	---	255	349	379	440	440	484
Village of Cambria	561	657	679	671	688	633	589	631	680	768	792
Village of Doylestown	---	259	270	238	253	261	249	265	294	316	328
Village of Fall River	---	360	400	375	425	479	584	633	850	842	1,097
Village of Friesland	---	---	---	---	---	311	308	301	267	271	298
Village of Pardeeville	788	987	878	873	1,001	1,112	1,331	1,507	1,594	1,630	1,982
Village of Poynette	633	656	724	672	870	969	1,090	1,118	1,447	1,662	2,266
Village of Randolph*	190	248	347	356	344	468	529	493	485	502	523
Village of Rio	479	704	620	641	696	741	788	792	785	768	938
Village of Wyocena	---	425	425	490	706	714	747	809	548	620	668
Village Totals	2,090	3,020	2,994	3,032	3,617	5,943	6,564	6,928	7,390	7,819	9,376
City of Columbus*	2,349	2,523	2,460	2,514	2,760	3,250	3,467	3,789	4,049	4,083	4,443
City of Lodi	1,068	1,044	1,077	1,065	1,116	1,416	1,620	1,831	1,959	2,093	2,882
City of Portage	5,459	5,440	5,582	6,308	7,016	7,334	7,822	7,821	7,896	8,640	9,728
City of Wisconsin Dells*	1,134	1,170	1,206	1,489	1,762	1,957	2,105	2,277	2,337	2,261	2,293
City Totals	10,010	10,177	10,325	11,376	12,654	13,957	15,014	15,718	16,241	17,077	19,346
Columbia County	31,121	31,129	30,468	30,503	32,517	34,023	36,708	40,150	43,222	45,088	52,468

--- Not Incorporated

* Columbia County Portion

Source: U.S. Census

TABLE 1-2
Comparison of Long Term Population Trends
Town of Fort Winnebago, Columbia County, and Wisconsin, 1900-2000

Year	Town of Fort Winnebago		Columbia County		Wisconsin	
	Population	% Change	Population	% Change	Population	% Change
1900	665	---	31,121	---	2,069,042	---
1910	626	(5.87)	31,129	0.03	2,333,860	12.81
1920	601	(3.99)	30,468	(2.12)	2,632,067	12.78
1930	569	(5.32)	30,503	0.12	2,939,006	11.66
1940	535	(5.98)	32,517	6.60	3,137,587	6.76
1950	551	2.99	34,023	4.63	3,434,575	9.47
1960	626	13.61	36,708	7.89	3,951,777	15.06
1970	673	7.50	40,150	9.38	4,417,821	11.79
1980	860	27.79	43,222	7.65	4,705,642	6.51
1990	825	(4.07)	45,088	4.32	4,891,769	3.96
2000	855	3.64	52,468	16.37	5,363,675	9.65
Total Change:	190	28.57%	21,347	68.59%	3,294,633	59.23%

Source: U.S. Census

Table 1-3 illustrates the current population trends from 2000 to 2005 for Columbia County, the municipalities in the County including Fort Winnebago, and the State of Wisconsin. Over the five years since the last Census, the County has grown at a somewhat faster rate than the State while the Town has shown a slight decrease in population. The Town of Fort Winnebago is projected to have lost 0.9 percent of its population in the years since the Census. In comparison, Towns as a whole have increased in population an estimated 4.8 percent.

TABLE 1-3
Current Population Trends, Columbia County, 2000-2005

Municipality	2000 Census	2001 Estimate	2002 Estimate	2003 Estimate	2004 Estimate	2005 Estimate	% Change
Town of Arlington	848	852	858	868	883	873	2.9%
Town of Caledonia	1,171	1,179	1,196	1,204	1,223	1,235	5.5%
Town of Columbus	711	711	709	703	704	702	(1.3)%
Town of Courtland	463	465	468	472	477	475	2.6%
Town of Dekorra	2,350	2,359	2,372	2,375	2,406	2,437	3.7%
Town of Fort Winnebago	855	852	853	851	855	847	(0.9)%
Town of Fountain Prairie	810	814	817	821	825	841	3.8%
Town of Hampden	563	564	564	569	567	564	0.2%
Town of Leeds	813	817	816	815	826	832	2.3%
Town of Lewiston	1,187	1,198	1,202	1,202	1,221	1,247	5.1%
Town of Lodi	2,791	2,832	2,948	3,022	3,084	3,124	11.9%
Town of Lowville	987	999	1,003	1,014	1,026	1,020	3.3%
Town of Marcellon	1,024	1,028	1,034	1,044	1,054	1,053	2.8%
Town of Newport	681	681	685	691	685	683	0.3%
Town of Otsego	757	757	760	764	767	761	0.5%
Town of Pacific	2,518	2,547	2,586	2,624	2,651	2,691	6.9%
Town of Randolph	699	706	720	716	736	736	5.3%
Town of Scott	791	796	804	817	823	823	4.0%
Town of Springvale	550	554	559	555	555	559	1.6%
Town of West Point	1,634	1,656	1,672	1,684	1,750	1,750	7.1%
Town of Wyocena	1,543	1,563	1,564	1,572	1,602	1,626	5.4%
Town Totals	23,746	23,930	24,190	24,383	24,720	24,879	4.8%
Village of Arlington	484	489	497	522	547	565	16.7%
Village of Cambria	792	790	786	783	785	779	(1.6)%
Village of Doylestown	328	331	333	335	337	333	1.5%
Village of Fall River	1,097	1,132	1,155	1,183	1,232	1,274	16.1%
Village of Friesland	298	298	296	297	303	299	0.3%
Village of Pardeeville	1,982	1,995	2,005	2,017	2,051	2,074	4.6%
Village of Poynette	2,266	2,304	2,349	2,403	2,461	2,496	10.2%
Village of Randolph*	523	520	519	517	513	507	(3.1)%
Village of Rio	938	964	965	971	981	987	5.2%
Village of Wyocena	668	671	673	698	702	715	7.0%
Village Totals	9,376	9,494	9,578	9,726	9,912	10,029	7.0%
City of Columbus*	4,443	4,485	4,564	4,600	4,704	4,748	6.9%
City of Lodi	2,882	2,899	2,925	2,929	2,949	2,968	3.0%
City of Portage	9,728	9,804	9,895	9,905	9,966	9,981	2.6%
City of Wisconsin Dells*	2,293	2,300	2,320	2,319	2,345	2,335	1.8%
City Totals	19,346	19,488	19,704	19,753	19,964	20,032	3.5%
Columbia County	52,468	52,912	53,472	53,862	54,596	54,940	4.7%
Wisconsin	5,363,675	5,400,449	5,453,896	5,490,718	5,532,955	5,580,757	4.0%

* Columbia County Portion

Source: U.S. Census & WI Department of Adm.

1.5.2 Population Characteristics

Populations comprise certain characteristics which may change over time. These include age, gender, race and national origin. These characteristics are considered in the following paragraphs.

1.5.2.1 *Gender*

The Town of Fort Winnebago's population is fairly evenly distributed between male and female. In both 1990 and 2000, the Town contained more males than females. In 2000, the number of males and females were fairly equal in the ages of 5 to 14. Females were more prevalent among children under the aged 15 to 19. Among adults, males were significantly more prevalent in the ages 20 to 29. Age groups over 65 contained almost equal numbers of males and females in 2000. In the ages of family formation from age 20 to 34, there were 65 males and 42 females. Table 1-4 illustrates the number of males and females in the Town of Fort Winnebago by age group.

TABLE 1-4
Gender Distribution By Age, Town of Fort Winnebago, 1990-2000

Age	Males			Females		
	1990	2000	Change	1990	2000	Change
Under 5	15	11	(4)	29	14	(15)
5 – 9	14	32	18	56	27	(29)
10 – 14	29	34	5	25	33	8
15 – 19	49	32	(17)	41	43	2
20 – 24	31	18	(13)	5	6	1
25 – 29	28	25	(3)	21	9	(12)
30 – 34	20	22	2	24	27	3
35 – 44	168	86	(82)	79	79	0
45 – 54	51	88	37	50	86	36
55 – 64	30	54	24	38	44	6
65 – 74	24	31	7	30	30	0
75 – and Over	18	22	4	13	23	10
Totals:	477	455	(22)	411	421	10

Source: U.S. Census

1.5.2.2 *Marital Status*

A larger percentage of people in the Town of Fort Winnebago, 66.8 percent, are married compared with Columbia County, 58 percent. In addition, the percentage of single persons in the Town that were never married is about equal to the County, with the Town 21.7 percent and the County 21.5 percent. The percentages of separated and widowed persons in the Town of Fort Winnebago were lower than those same categories for the County as was the percentage of those divorced. Table 1-5 compares the marital status of Town and County residents over the age of 15.

TABLE 1-5
Marital Status of Persons Over Age 15
Town of Fort Winnebago and Columbia County, 2000

Marital Status	Fort Winnebago	% of Total	Columbia County	% of Total
Single	157	21.7%	8,975	21.5
Married	484	66.8%	24,214	58.0
Separated	9	1.2%	1,919	4.6
Widowed	40	5.5%	2,935	7.0
Divorced	35	4.8%	3,684	8.8
Totals:	725	100.00%	41,727	100%

Source: U.S. Census

1.5.2.3 *Racial Composition*

Nearly all of the Town of Fort Winnebago's residents are white. Minority or mixed race persons in the Town in 2000 amounted to 12 persons, or 1.4 percent of the total population. These include one African American, two American Indians, and four Hispanics. A total of five other persons indicated that they were of more than one race. Table 1-6 illustrates the change in racial distribution for the Town of Fort Winnebago from 1990 to 2000.

TABLE 1-6
Racial Distribution, Town of Fort Winnebago, 1990-2000

Race	Number		Change	
	1990	2000	Number	Percent
White	821	843	22	2.68%
Black or African American	0	1	1	100.00%
American Indian	2	2	0	0.00%
Asian and Pacific Islander	0	0	0	0.00%
Hispanic	2	4	2	100.00%
Other	0	0	0	0.00%
Two or more races	N/A	5	N/A	N/A

Source: U.S. Census

1.5.2.4 National Origin

In 2000, nearly 40 percent of the Town of Fort Winnebago's population was of German ancestry. No other nationalities, with the exceptions of Norwegian, Polish, Irish, and English represent even five percent of Town's population. Table 1-7 illustrates the different national origins represented among the Town's population.

TABLE 1-7
National Origin, Town of Fort Winnebago, 2000

Nationality	Town of Fort Winnebago	Percent of Total
Belgian	5	0.57%
British	1	0.11%
Czech	23	2.63%
Danish	14	1.60%
Dutch	18	2.05%
English	50	5.71%
Finnish	7	0.80%
French (except Basque)	15	1.71%
French Canadian	10	1.14%
German	348	39.73%
Irish	93	10.62%
Italian	1	0.11%
Lithuanian	3	0.34%
Norwegian	68	7.76%
Polish	54	6.16%
Scotch-Irish	5	0.57%
Scottish	10	1.14%
Swedish	10	1.14%
Swiss	5	0.57%
United States or American	16	1.83%
Welsh	6	0.68%
Other groups	10	1.14%
Unclassified or not reported	104	11.87%
Total:	876*	100%

Source: U.S. Census

*Total persons not equal to Town total due to rounding.

1.5.2.5 Density

The Town of Fort Winnebago contains 33.52 square miles or 21,453 acres. In 2000, the Town had a population of 855 persons. The density in the Town was 0.04 persons per acre or 25.51 persons per square mile. The density of all Towns in Columbia County was 0.05 or 31.12 persons per acre making the Town of Fort Winnebago slightly less dense than the average. The overall density for Columbia County including all towns, villages and cities was 65.88 persons per square mile or 0.10 persons per acre. Table 1-8 illustrates the density of Columbia County and the municipalities in Columbia County.

TABLE 1-8
Density by Municipality
Columbia County, 2000

Municipality	2000 Census	Acres	Persons per Acre	Sq. Miles	Persons per Square Mile
Town of Arlington	848	22,492	0.04	35.14	24.13
Town of Caledonia	1,171	40,590	0.03	63.42	18.46
Town of Columbus	711	20,253	0.04	31.65	22.46
Town of Courtland	463	22,700	0.02	35.47	13.05
Town of Dekorra	2,350	28,798	0.08	45.00	52.22
Town of Fort Winnebago	855	21,453	0.04	33.52	25.51
Town of Fountain Prairie	810	22,301	0.04	34.85	23.24
Town of Hampden	563	22,859	0.02	35.72	15.76
Town of Leeds	813	22,987	0.04	35.92	22.63
Town of Lewiston	1,187	35,547	0.03	55.54	21.37
Town of Lodi	2,791	18,415	0.15	28.77	97.01
Town of Lowville	987	22,882	0.04	35.75	27.61
Town of Marcellon	1,024	22,912	0.04	35.80	28.60
Town of Newport	681	14,210	0.05	22.20	30.68
Town of Otsego	757	19,826	0.04	30.98	24.44
Town of Pacific	2,518	13,851	0.18	21.64	116.36
Town of Randolph	699	22,517	0.03	35.18	19.87
Town of Scott	791	22,916	0.03	35.81	22.09
Town of Springvale	550	26,310	0.02	41.11	13.38
Town of West Point	1,634	20,829	0.08	32.55	50.20
Town of Wyocena	1,543	23,732	0.07	37.08	41.61
Town Totals	23,746	488,380	0.05	763.10	31.12
Village of Arlington	484	457	1.06	0.71	681.69
Village of Cambria	792	637	1.24	1.00	792.00
Village of Doylestown	328	2,561	0.13	4.00	82.00
Village of Fall River	1,097	1,021	1.07	1.60	685.63
Village of Friesland	298	647	0.46	1.01	295.05
Village of Pardeeville	1,982	1,444	1.37	2.26	876.99
Village of Poynette	2,266	1,565	1.45	2.45	924.90
Village of Randolph*	523	150	3.47	0.24	2,179.17
Village of Rio	938	839	1.12	1.31	716.03
Village of Wyocena	668	998	0.67	1.56	428.21
Village Totals	9,376	10,319	0.91	16.14	580.92
City of Columbus*	4,443	2,618	1.70	4.09	1,086.31
City of Lodi	2,882	898	3.21	1.40	2,058.57
City of Portage	9,728	6,055	1.61	9.46	1,028.33
City of Wisconsin Dells*	2,293	1,401	1.64	2.19	1,047.03
City Totals	19,346	10,972	1.76	17.14	1,128.70
Columbia County	52,468	509,671	0.10	796.38	65.88

Source: U.S. Census & Columbia County Planning and Zoning Department

* Columbia County Portion

1.5.2.6 Natural Increase and Migration

There are two sources of population change, natural increase or decrease, and migration. Natural increase or decrease is the number of births compared with the number of deaths among residents of the County. The decreasing number of adults of childbearing age and the decreasing number of children in the Town of Fort Winnebago coupled with slight increases in the number of elderly suggest that natural increase will not likely be a factor in population growth for the Town into the immediate future. In fact, these demographic trends indicated a natural population decrease is possible. Trends in age distribution are discussed in more detail in the next section.

Migration is the movement of people into or out of a community. Table 1-9 compares the migration of people in the Town of Fort Winnebago and Columbia County. Among persons five years old or older, about 25 percent of the Town of Fort Winnebago's population in 2000 had moved within the preceding five years compared to about 41 percent of Columbia County's population that had moved during the same period.

TABLE 1-9
Population Migration of Persons Five Years or Older
Town of Fort Winnebago and Columbia County, 2000

Place of Residence	Town of Fort Winnebago		Columbia County	
	Number	Percent	Number	Percent
Same House as 5 Years Before	642	75.44%	29,105	59.11%
Different House:				
Same County	144	16.92%	9,038	18.36%
Other Wisconsin County	51	5.99%	8,472	17.21%
Other State	14	1.65%	2,381	4.84%
Other Country	0	0.00%	243	0.49%
Totals	851	100.00%	49,239	100.00%

Source: U.S. Census

The percentage of people moving to the Town from other parts of Wisconsin, was about 6 percent compared to about 17 percent of Town residents who moved to the Town from other parts of Columbia County. Residents moving to the Town from other states or other countries amount to about 1.7 percent of the Town's population compared to little over 5 percent for Columbia County. These figures indicated that population migration has not been a significant source of population growth for the Town during the recent past.

1.5.2.7 Age Distribution & Median Age

The population of the Town of Fort Winnebago has shown an overall decrease in the number of children under age 18 while at the same time the over 65 age group has also show a modest increase in numbers. Table 1-10 shows changes in the age composition from 1990 to 2000. Four of the age groups under 64 increased over the last decade while five age groups showed decreases. The number of persons age 45 to 54 and 55 to 64 showed the highest increase. All age groups above 35 have showed an increased over the last decade indicating an overall aging of the Town's population. The decreasing number of persons age of 18 to 34 likely indicates that young people are leaving the Town for college or job opportunities elsewhere. Furthermore, the overall decreasing numbers in the under 17 age groups indicates fewer young families with children. As a result of the overall aging trends of the Town's population, the median age in the Town of Fort Winnebago increased from 35 years in 1990 to 41 years in 2000.

TABLE 1-10
Age Distribution, Town of Fort Winnebago, 1990-2000

Age	Population		Change	
	1990	2000	Number	Percent
Under 5	53	32	(21)	(39.62)%
5 - 9	70	59	(11)	(15.71)%
10 - 14	63	73	10	15.87%
15 - 17	51	47	(4)	(7.84)%
18 - 24	69	37	(32)	(46.38)%
25 - 34	110	82	(28)	(25.45)%
35 - 44	159	167	8	5.03%
45 - 54	111	157	46	41.44%
55 - 64	56	109	53	94.64%
65 - 74	48	51	3	6.25%
75 and Over	35	41	6	17.14%
Totals:	825	855	30	3.64%
Median Age:	35	41	6	14.6%

Source: U.S. Census

The Town of Fort Winnebago has a slightly lower overall percentage of children under age 18 than Columbia County, however the Town does have a higher percentage of children in the 5 through 17 age groups. Columbia County's has a higher percentage of population in the 18 to 34 age groups while the Town of Fort Winnebago has a larger percentage of people in the 35 through 64 age groups. However the County exceeds the Town in the 65 and older age groups. The Town of Fort Winnebago's age distribution is compared with Columbia County in Table 1-11.

TABLE 1-11
Age Distribution, Town of Fort Winnebago and Columbia County, 2000

Age	Town of Fort Winnebago		Columbia County	
	Number	Percent	Number	Percent
Under 5	32	3.74%	3,218	6.13%
5 - 9	59	6.90%	3,589	6.84%
10 - 14	73	8.54%	3,965	7.56%
15 - 17	47	5.50%	2,449	4.67%
18 - 24	37	4.33%	3,725	7.10%
25 - 34	82	9.59%	6,671	12.71%
35 - 44	167	19.53%	9,000	17.15%
45 - 54	157	18.36%	7,472	14.24%
55 - 64	109	12.75%	4,812	9.17%
65 - 74	51	5.96%	3,783	7.21%
75 and Over	41	4.80%	3,784	7.21%
Total Under 18:	211	24.68%	13,221	25.20%
Total 18 - 64:	552	64.56%	31,680	60.40%
Total Over 65:	92	10.76%	7,567	14.42%
Totals:	855	100.00%	52,468	100.00%
Median Age:	41		38	

Source: U.S. Census

1.5.2.8 Educational Levels

School enrollment in the Town of Fort Winnebago and Columbia County are compared in Table 1-12 below. Among persons three years old and older, the percentage of enrolled preschool students in the Town was 2.76 percent compared to 6.10 percent in the County. Students in kindergarten, elementary school and high school constituted almost 84 percent of the enrolled students in the Town compared to just under 81 percent for the County. An approximately equal percentage of students were enrolled in college in the Town of Fort Winnebago compared to the County, having 13.36 percent and 13.24 percent respectively.

TABLE 1-12
School Enrollment by Persons Three Years Old and Over
Town of Fort Winnebago and Columbia County, 2000

School	Town of Fort Winnebago		Columbia County	
	Number	Percent	Number	Percent
Preschool	6	2.76%	733	6.10%
Kindergarten	8	3.69%	561	4.67%
Elementary	110	50.69%	5,912	49.20%
High School	64	29.49%	3,220	26.80%
College	29	13.36%	1,591	13.24%
Total Enrolled:	217	100.00%	12,017	100.00%

Source: U.S. Census

Table 1-13 shows years of school completed by the Town of Fort Winnebago and Columbia County residents. In the Town of Fort Winnebago, the percent of the population age 25 or older having a high school education and no additional education in 2000 was about three percent higher than the County. Furthermore, the percentage of Town residents with less than a high school education was lower for the Town. The percentage of Town residents with a high school diploma and some education beyond high school was also higher in the Town of Fort Winnebago than the County and Town residents were also more likely to have an associate degree. The percentage of Town residents with a bachelor's degree was slightly lower than the County. The most noticeable variation was among residents with a graduate or professional degree. In this category, the percentage of Town residents with a graduate or professional degree was half of the County. These figures indicate an overall well educated population in the Town.

TABLE 1-13
Years of School Completed by Persons 25 Years or Older
Town of Fort Winnebago and Columbia County, 2000

Years of School Completed	Town of Fort Winnebago		Columbia County	
	Number	Percent	Number	Percent
Less than 9 th Grade	25	3.99%	1,654	4.66%
9 th – 12 th Grade, no diploma	30	4.79%	3,250	9.15%
High School Graduate	267	42.65%	14,108	39.71%
Some College, no degree	162	25.88%	7,717	21.72%
Associate Degree	59	9.42%	2,859	8.05%
Bachelor's Degree	68	10.86%	4,074	11.47%
Graduate or Professional Degree	13	2.08%	1,719	4.84%
Doctorate Degree	2	0.32%	148	0.42%
Totals:	626	100.00%	35,529	100.00%

Source: U.S. Census

1.5.2.9 Income Levels

The Wisconsin Department of Revenue shows the Town of Fort Winnebago's per capita adjusted gross income overall is just slightly below that of the County. The per capita adjusted gross income in the Town of Fort Winnebago was below the average for the County during all of the 11 years between 1990 and 2001. Over the 11 year period, the Town's per capita adjusted gross income has grown at approximately the same rate as the County. The Town of Fort Winnebago's per capita adjusted gross income increased \$7,415 or 66.59 percent compared to Columbia County's increase of \$7,784 or 67.64 percent during the same time period. Table 1-14 compares the per capita adjusted gross income of the Town of Fort Winnebago with Columbia County.

TABLE 1-14
Per Capita Adjusted Gross Income
Town of Fort Winnebago and Columbia County, 1990-2001

Year	Town of Fort Winnebago		Columbia County
	Income	% of County	
1990	\$11,135	96.76%	\$11,508
1991	\$11,900	99.85%	\$11,918
1992	\$12,225	98.78%	\$12,376
1993	\$12,291	93.87%	\$13,093
1994	\$13,911	98.39%	\$14,138
1995	\$13,721	92.29%	\$14,868
1996	\$13,817	90.94%	\$15,193
1997	\$14,983	91.66%	\$16,347
1998	\$15,432	88.72%	\$17,394
1999	\$17,366	90.47%	\$19,195
2000	\$16,765	83.52%	\$20,072
2001	\$18,550	96.15%	\$19,292
Change:			
Number	\$7,415	95.26%	\$7,784

Source: Wisconsin Department of Revenue

The per capita income in the Town of Fort Winnebago is shown to have increased in real numbers every year since 1990 with the exceptions of 1995 and 2000. This increase in income is the result of either smaller numbers of children in the Town in relation to the number of working adults or from actual increases in income earned by the working portion of the population. Population information discussed earlier in this element indicated that the number of children in the Town was decreasing. Therefore, it is more likely that the increases in per capita adjusted gross income are the result of actual increases in the income of working adults in the Town. Rising income levels can increase housing values, encourage business expansion and new businesses, and encourage the more affluent to move to the Town of Fort Winnebago.

Median household income in the Town of Fort Winnebago exceeded the County in 1999. Over 48 percent of the households in the Town had incomes of \$30,000 to \$74,999, compared to 52 percent for the County. However, Town of Fort Winnebago significantly exceeded the County in households with incomes between \$75,000 and \$125,000. Table 1-15 compares household income in Town of Fort Winnebago with the County.

TABLE 1-15
Household Income
Town of Fort Winnebago and Columbia County, 1999

Household Income	Town of Fort Winnebago		Columbia County	
	Number	Percent	Number	Percent
Less than \$10,000	15	4.50%	1,189	5.82%
\$10,000 to \$29,999	62	18.62%	4,847	23.74%
\$30,000 to \$49,999	73	21.92%	5,347	26.19%
\$50,000 to \$74,999	90	27.03%	5,327	26.09%
\$75,000 to \$124,999	85	25.53%	2,976	14.58%
\$125,000 to \$199,999	4	1.20%	475	2.33%
\$200,000 or more	4	1.20%	253	1.24%
Total Households	333	100.00%	20,414	100.00%
1999 Median Household Income	\$55,673		\$45,064	

Source: U.S. Census

1.5.3 Population Forecasts

Population projections are important in the planning process so that appropriate amounts of land can be identified for the needs of future populations. Natural increase has not provided major changes in the Town of Fort Winnebago's population in recent years. However, it is anticipated that the County's location in close proximity to rapidly growing Dane County and the City of Madison will increase migration to the area.

One source that provides projections of the future population for Columbia County is the Demographic Services Section of the State Department of Administration. This Agency publishes official population estimates annually and periodically projects the population for communities throughout the state.

1.5.3.1 Department of Administration Projection

Department of Administration projections of population change estimate a 7.7 percent decrease in population within the Town of Fort Winnebago over the 30 years between 2000 and 2030. This decrease will result in a reduction of 66 residents in the Town by 2030. Population projections for the Town of Fort Winnebago provided by the Department of Administration are illustrated in Table 1-16 below.

TABLE 1-16
DOA Population Projections, Town of Fort Winnebago
2000-2030

2000 Census	2005	2010	2015	2020	2025	2030*	% Change 2000-2030	Total Change in Persons 2000-2030
855	843	833	821	808	800	789	(7.7)%	(66)

Source: Wisconsin Dept. of Administration and Columbia County Planning and Zoning Department

* 2030 figures calculated by Columbia County Planning and Zoning based upon WI DOA trends.

1.5.3.2 *Alternative Projections Based Upon Current Population Trends*

An alternate means of projecting future population change for the Town is to project future population based upon the rate of population change that has taken place over the last few years since the Census. Such a projection provides an alternate view of future population changes. The Town of Fort Winnebago has lost on average 1.6 residents each year over the five years since the 2000 Census. Table 1-17 below demonstrates how the Town's population will change if the level of decrease experienced over the last five years continues through 2030.

TABLE 1-17
Alternate Population Projection Based Upon Current Population Trends
Town of Fort Winnebago 2000-2030

2000 Census	2005	2010	2015	2020	2025	2030	% Change 2000-2030	Total New Persons 2000-2030
855	847	839	831	823	815	807	(5.6)%	(48)

Source: Wisconsin Dept. of Administration and Columbia County Planning and Zoning Department

1.5.3.3 *Alternative Projection Based Upon Historic Population Trends*

Another alternate means of projecting future population for the Town is to base it upon the historic rate of population change that has taken place over several decades. This alternate population projection was created using the average population change of the 1960, 1970, 1980, 1990, and 2000 Census' and projecting this level of change out to the year 2030. Such a projection provides an alternate view of future population changes. Based on information from the US Census, the Town of Fort Winnebago has added on average 28.6 additional people each year since the 1960 Census. Table 1-18 below demonstrates how the Town's population will grow if the level of increase experienced over the last 40 years continues through 2030.

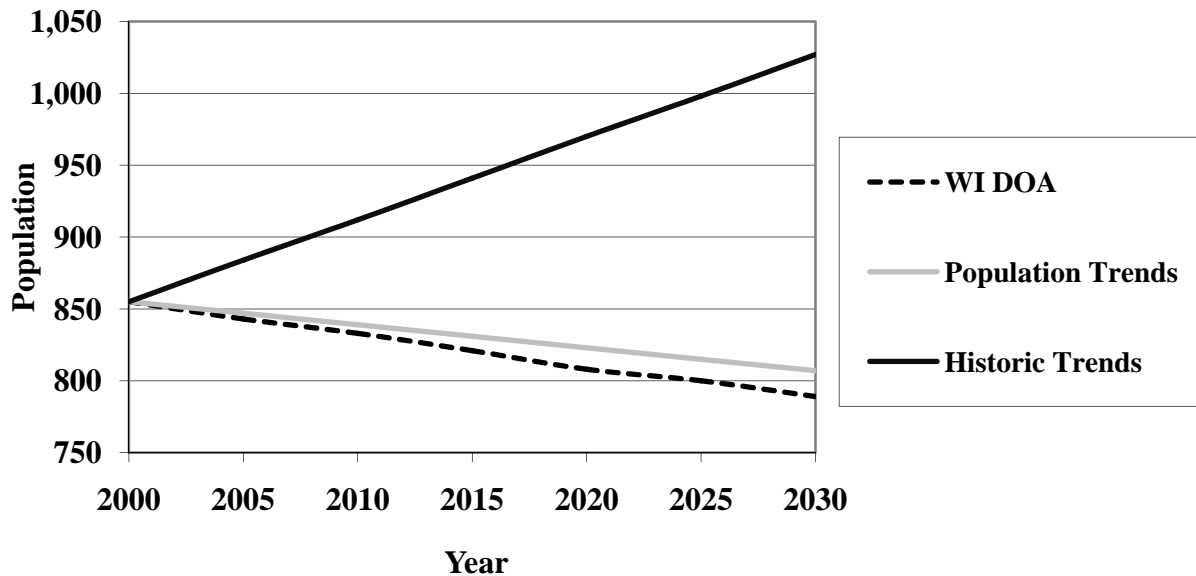
TABLE 1-18
Alternate Population Projection Based Upon Historic Population Trends
Town of Fort Winnebago 2000-2030

2000 Census	2005	2010	2015	2020	2025	2030	% Change 2000-2030	Total New Persons 2000-2030
855	884	912	941	970	998	1,027	20.1	172

Source: Wisconsin Dept. of Administration and Columbia County Planning and Zoning Department

The alternate population projections based upon recent population trends shows a smaller rate of decline in population by 2030 than the DOA projections for the same period, while the alternate population projection based upon historic trends show a population increase over the same period. Projections based on recent population estimates or historic trends look at only single factors of population change and assume that these trends will continue over the 30-year period. However these numbers may be over inflated because they do not anticipate aspects of the population cycle. Figure 1-2 illustrates the DOA and alternate population projections for the Town.

FIGURE 1-2
Population Projections, Town of Fort Winnebago, 2000-2030



1.5.4 Households

The number of housing units and the size of households impact the future demand for housing in the Town of Fort Winnebago. An adequate supply of housing units is important to population growth and influences the types of people who will choose to live in the Town.

1.5.4.1 Household Size

Declining population in the Town of Fort Winnebago has resulted in a decrease in the average household size in the Town. In 1990, the average number of persons per household in the Town was 3.01. In 2000, the average number of persons per household decreased to 2.63 per unit, a decrease of 12.62 percent per unit. Likewise, the countywide average number of persons per household decreased from 2.6 in 1990 to 2.49 in 2000, a decrease of 6.7 percent. Table 1-19 below shows that the most common occupancy of households in the Town of Fort Winnebago is by a two-person household. Over 39 percent of all households are so occupied. Two person households are the predominant type of both renter occupied and owner occupied households. One person households came in second with just over 19 percent of all households so occupied followed by three and four person households with 15.7 percent of all households so occupied in each category. Just three households in the Town contain seven or more people.

TABLE 1-19
Town of Fort Winnebago, Household Size By Tenure, 2000

Size of Household	Number of Households					
	Owner Occupied	% of Owner Occupied	Renter Occupied	% of Renter Occupied	Total Households	% of Total
1 Person	49	15.08%	5	1.54%	54	16.62%
2 Person	128	39.38%	9	2.77%	137	42.15%
3 Person	44	13.54%	7	2.15%	51	15.69%
4 Person	46	14.15%	5	1.54%	51	15.69%
5 Person	23	7.08%	4	1.23%	27	8.31%
6 Person	2	0.62%	0	0.00%	2	0.62%
7 or More	3	0.92%	0	0.00%	3	0.92%
Totals	295	90.77%	30	9.23%	325	100.00%

Source: U.S. Census

1.5.4.2 Housing Unit Trends

The housing supply in the Town of Fort Winnebago has grown moderately over the 10 years between 1990 and 2000. Total housing units in the Town increased from 287 units in 1990 to 343 units in 2000, an increase of 56 units. The increase in housing over the 10 year period amounts to a growth rate of 19.51 percent. This rate of growth in housing units is slightly higher than the County's growth rate of 17.80 percent for the same period. The number of occupied housing units in the Town also increased from 274 in 1990 to 325 in 2000, an increase of 18.61 percent. Fewer vacant housing units coupled with moderate growth in the number of housing units could indicate an increasing demand for housing in the Town. Table 1-20 compares the housing unit trends in the Town of Fort Winnebago and Columbia County.

TABLE 1-20
Housing Unit Trends, Town of Fort Winnebago and Columbia County
1990 – 2000

		1990	2000	# Increase	% Increase
Total Housing Units	Town of Fort Winnebago	287	343	56	19.51%
	Columbia County	19,258	22,685	3,427	17.80%
Occupied Housing Units	Town of Fort Winnebago	274	325	51	18.61%
	Columbia County	16,868	20,439	3,571	21.17%

Source: U.S. Census

1.5.4.3 Population Based Household Forecast

Projected need for future additional housing units in the Town of Fort Winnebago is based upon projected population growth. Department of Administration projections indicate that the Town of Fort Winnebago's population will decline by 66 residents between 2000 and 2030 to a total of 789 residents. That information in conjunction with the year 2000 household size of 2.63 residents per home indicates that no additional housing units will be needed in the Town during the planning period. Rather efforts should be made to improve and maintain the existing housing stock including the removal and replacement of structures that have reached the end of their useful life.

Furthermore, the population projection figures based upon population trends since the 2000 Census also show a decline of 48 residents between 2000 and 2030 to a total of 807 residents. That information in conjunction with the year 2000 household size of 2.63 residents per home also indicates that no additional housing units will be needed in the Town during the planning period.

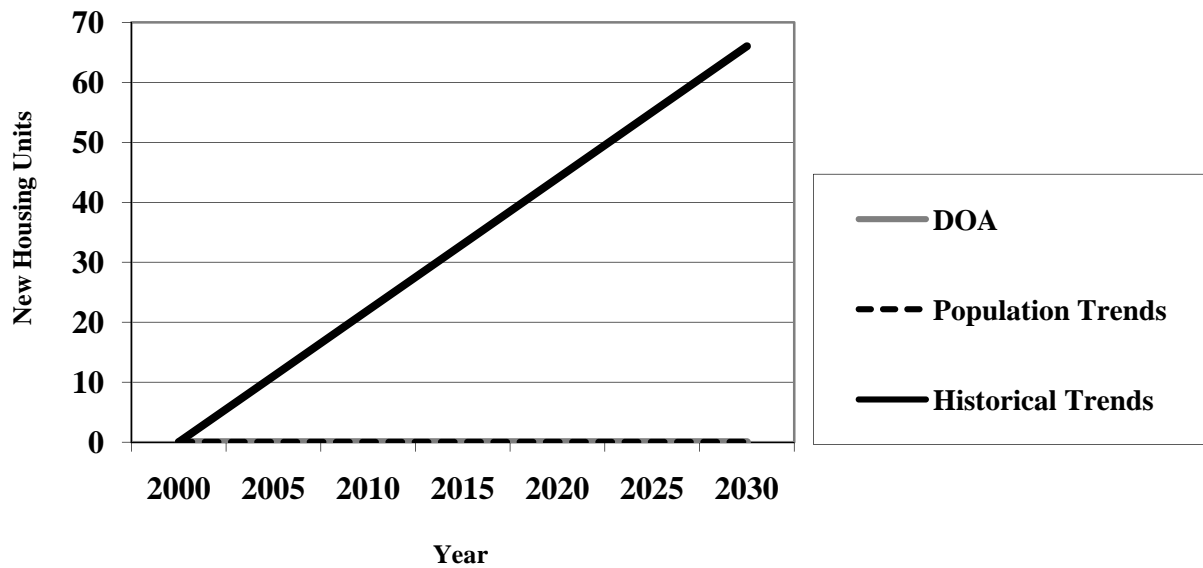
However, the population projection based upon historic population trends estimates a population increase. The historic population trends calls for 172 additional residents between 2000 and 2030. Housing this additional population at the 2000 level of persons per housing unit will require 66 new housing units between 2000 and 2030. Therefore, based upon the three projections, the Town will need to add between 0 and 66 additional housing units by 2030. These figures would again be subject to increase or decrease depending on density. All three of the projections are subject to change from external forces such as the economy or public perceptions of desirable places to live. Table 1-21 below compares the three population projections and the estimated number of housing units. Figure 1-3 illustrates the three housing unit projections.

TABLE 1-21
Estimated Additional Housing Units Needed Based Upon Projected Population Growth
Town of Fort Winnebago, 2000-2030

	WI DOA	Current Population Trends	Historical Trends
Projected Population Change 2000 - 2030	(66)	(48)	172
County Avg. Persons Per Housing Unit 2000	2.63	2.63	2.63
Estimated Additional Housing Units Needed by 2030	0	0	66

Source: Columbia County Planning and Zoning

FIGURE 1-3
Projected Housing Units Based Upon Projected Population Growth
Town of Fort Winnebago, 2000-2030

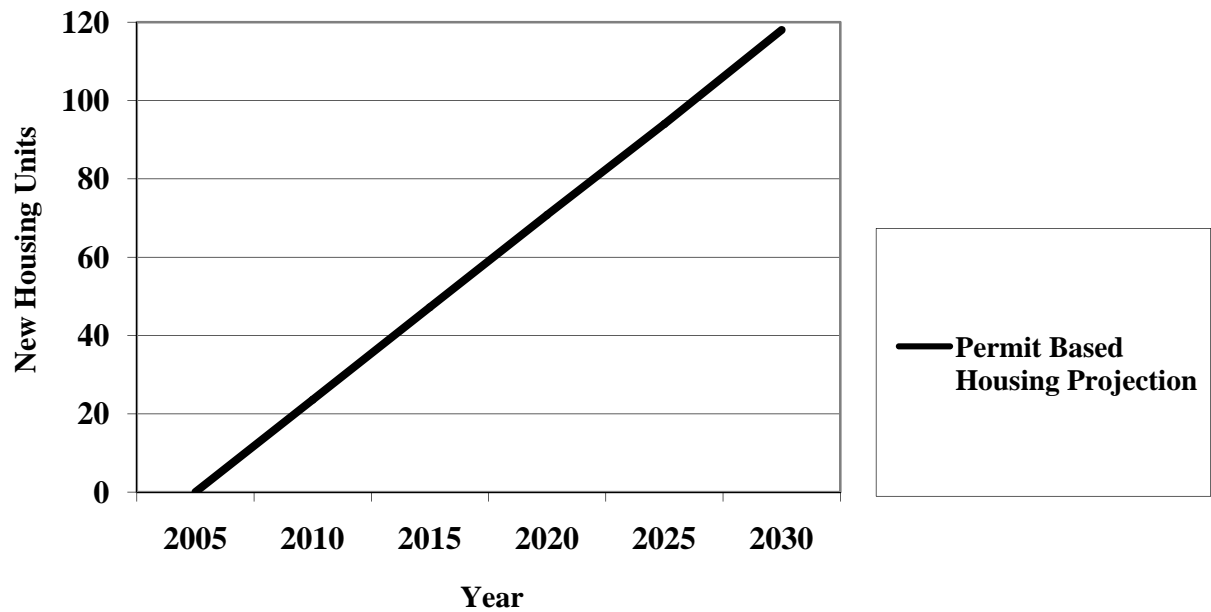


Source: Columbia County Planning and Zoning

1.5.4.4 Permit Based Household Forecast

An alternate means for projecting the need for future additional housing units in the Town of Fort Winnebago is based upon trends in zoning permits. Between 1990 and 2005 an average of 4.7 zoning permits for new homes were issued each year within the Town of Fort Winnebago. Projecting this 16 year average out to the year 2030 indicates that approximately 118 new homes will be required within the Town between 2005 and 2030. Figure 1-4 illustrates the projected increase in the number of housing units needed within the Town by the year 2030. More detailed information on zoning permit and land use trends can be found in the Land Use Element of this plan.

FIGURE 1-4
Projected Housing Units Based Upon Zoning Permit Trends
Town of Fort Winnebago, 2005-2030



Source: Columbia County Planning and Zoning

1.5.5 Employment

The number of people in the labor force, the types of employers, and the kinds of occupations in the Town of Fort Winnebago influence the amount and type of future growth that will take place in the Town. A thorough understanding of employment trends is important in planning for the future of the Town of Fort Winnebago.

1.5.4.5 Labor Force

In the Town of Fort Winnebago in 2000, 73.9 percent of the population age 16 and over was in the labor force and this figure was somewhat higher than the 69.4 percent for Columbia County as a whole. Among persons age 16 and older, 70.6 percent of the Town's women and 77.1 percent of the Town's men are in the labor force compared to of 65.2 and 73.7 percent respectively for the County. Table 1-22 provides labor force comparisons for the Town of Fort Winnebago and Columbia County in 2000.

TABLE 1-22
Town of Fort Winnebago and Columbia County, Labor Force Comparisons, 2000

Characteristics	Town of Fort Winnebago		Columbia County	
	Number	Percent	Number	Percent
Total Population	855	---	52,468	---
Persons Age 16 or Over	709	82.92%	40,848	77.85%
Males	366	42.81%	20,544	50.29%
Females	343	40.12%	20,304	49.71%
In Labor Force	524	---	28,369	---
Males	282	32.98%	15,132	53.34%
Females	242	28.30%	13,237	46.66%
Civilian Labor Force	522	---	28,313	---
Employed	505	59.06%	27,324	96.51%
Unemployed	17	1.99%	989	3.49%

Source: U.S. Census

1.5.4.6 Employment Trends

When comparing the 13 industry groups that employed persons in the Town of Fort Winnebago, seven showed a higher percentage for the Town than the County. Those with a higher percentage for the Town include agriculture and mining; construction; wholesale trade; retail trade; transportation, warehousing, & utilities; information; and public administration. Manufacturing was the leading source of employment in the Town in 2000, employing 16.83 percent of the Town's labor force. Education and Health was second with 13.66 percent of employment in 2000 followed by retail trade at 13.27 percent. Table 1-23 shows the Town of Fort Winnebago employment by industry group.

TABLE 1-23
Town of Fort Winnebago and Columbia County, Employment of Industry Group, 2000

Industry Group	Town of Fort Winnebago		Columbia County	
	Number Employed	Percent of Total	Number Employed	Percent of Total
Agriculture & Mining	29	5.74%	1,282	4.69%
Construction	56	11.09%	2,268	8.30%
Manufacturing	85	16.83%	5,834	21.35%
Wholesale Trade	24	4.75%	985	3.60%
Retail Trade	67	13.27%	3,083	11.28%
Transportation, Warehousing, & Utilities	39	7.72%	1,350	4.94%
Information	11	2.18%	553	2.02%
Insurance, Real Estate, Finance, Rental & Leasing	18	3.56%	1,469	5.38%
Professional, Management, Administrative, & Scientific	22	4.36%	1,510	5.53%
Educational, & Health	69	13.66%	4,730	17.31%
Arts, Entertainment, Recreation	33	6.53%	1,866	6.83%
Other Services	16	3.17%	911	3.33%
Public Administration	36	7.13%	1,483	5.43%
Totals:	505	100.00%	27,324	100.00%

Source: U.S. Census

Within each industry group, the Town of Fort Winnebago' workers practice a variety of occupations. Table 1-24 presents employment by occupation in 2000 for the Town. The Town exceeded the County in four occupation categories. Those categories include service occupations; sales and office occupations; farming, fishing, and forestry; and construction, extraction, & maintenance. The percentage of workers in the two other categories were higher for Columbia County.

TABLE 1-24
Town of Fort Winnebago, Employment by Occupation, 2000

Occupation	Fort Winnebago		Columbia County	
	Number Employed	Percent of Total	Number Employed	Percent of Total
Executives, Professionals, & Managers	109	21.58%	7,698	28.17%
Service Occupations	70	13.86%	3,647	13.35%
Sales & Office Occupations	138	27.33%	6,802	24.89%
Farming, Fishing, & Forestry	7	1.39%	314	1.15%
Construction, Extraction, & Maintenance	76	15.05%	3,177	11.63%
Production, & Transportation	105	20.79%	5,686	20.81%
Totals	505	100.00%	27,324	100.00%

Source: U.S. Census

Sales and office occupations were the leading occupation category in the Town in 2000, employing 138 persons or 27.33 percent. Executive, professional, and manager occupations accounted for 109 workers or 21.58 percent. There were 105 persons involved in production and transportation occupations constituting 20.79 percent of the employed persons. Other important occupations of the

Town of Fort Winnebago's work force were construction, extraction, and maintenance jobs with 76 workers or 15.05 percent of the employed persons and service occupations with 70 workers or 13.86 percent of employed persons.

1.5.4.7 *Employment Forecast*

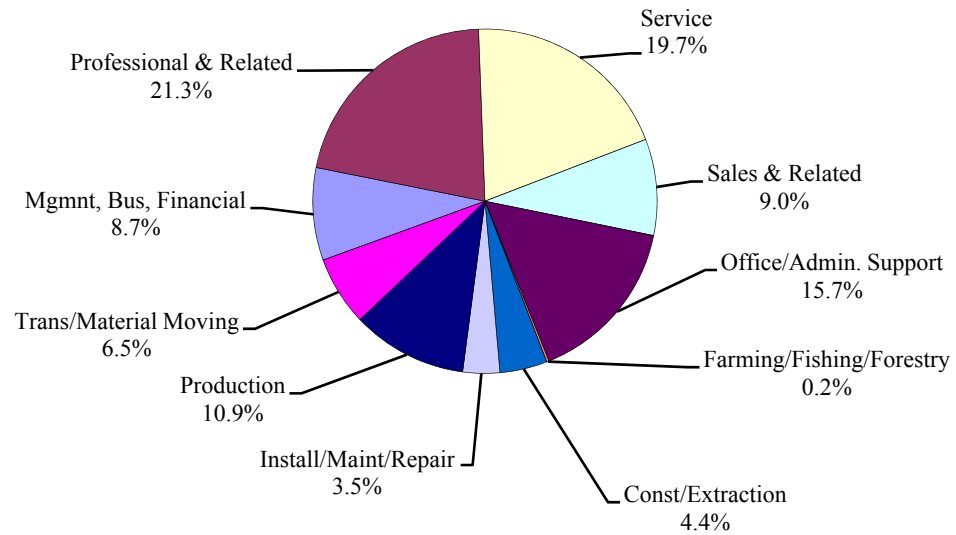
Future trends in employment in the Town of Fort Winnebago are closely tied to the employment opportunities in Columbia County as well as those in other nearby Counties. The Wisconsin Department of Workforce Development divides the state into workforce development areas. Columbia County is included in the South Central Region that is comprised of six counties; Columbia, Dane, Dodge, Jefferson, Marquette, and Sauk. Table 1-25 below shows the projected employment trends for the south central region from 2000 to 2010. Professional and service jobs are expected to see the largest increases while production jobs are expected to see the smallest increase. Figure 4 graphically illustrates the projected employment increases by occupation group.

TABLE 1-25
Employment Forecast, South Central Wisconsin, 2000-2010

Occupational Group	Estimated Employment in 2000	Projected Employment in 2010	Change	Percent Change	New Jobs	Replacements	Total
Total, All Occupations	405,490	451,950	46,460	11.46%	4,650	9,750	14,400
Management, Business, Financial	35,230	39,310	4,080	11.58%	410	650	1,060
Professional & Related	80,590	96,110	15,520	19.26%	1,570	1,620	3,190
Service	76,240	89,250	13,010	17.06%	1,300	2,420	3,720
Sales & Related	37,200	40,890	3,690	9.92%	370	1,260	1,630
Office/Admin. Support	67,340	71,110	3,770	5.60%	380	1,410	1,790
Farming/Fishing/Forestry	940	1,040	100	10.64%	10	30	40
Const/Extraction	18,230	20,090	1,860	10.20%	190	340	530
Install/Maintenance/Repair	14,400	15,670	1,270	8.82%	130	300	430
Production	48,410	49,060	650	1.34%	70	1,120	1,190
Trans/Material Moving	26,930	29,430	2,500	9.28%	250	620	870

Source: WI Department of Workforce Development, Local Workforce Planning Section, June 2003

FIGURE 1-5
Projected Jobs in South Central Wisconsin in 2010 – By Occupational Group



2.0 **HOUSING**

The housing element considers the number of units available for residents of the Town of Fort Winnebago and some conditions of that housing supply which may affect its suitability for the future. An adequate supply of the type of housing needed by the Town's population is critical to population growth and can influence the type of people who choose to live in the Town.

2.1 **HOUSING VISION**

- ◆ Residences set in attractive, healthy, safe and appropriate environments for all town residents.

2.2 **HOUSING GOALS AND OBJECTIVES**

Goal 1: Provide for planned and orderly housing development.

- Objective 1:* Encourage rehabilitation and proper maintenance of older homes.
- Objective 2:* Encourage infill of vacant lots in existing subdivisions.
- Objective 3:* Encourage new development to be sited near or adjacent to existing development, when appropriate.
- Objective 4:* Require connectivity between adjacent housing development for both vehicular and pedestrian traffic.
- Objective 5:* Encourage residential development within areas served by public sanitary sewer.
- Objective 6:* Encourage new housing to be predominantly single-family homes.
- Objective 7:* Discourage multi-family housing in unsewered areas.
- Objective 8:* Require that all housing meet acceptable standards.
- Objective 9:* Encourage smaller lots sizes and increased density in areas with sanitary sewer service.
- Objective 10:* Recommend that the County Zoning and Subdivision Ordinances be amended as necessary to increase the minimum lot size for the lots not served by the public sanitary sewer, and decrease the minimum lot size for lots served by public sanitary sewer.
- Objective 11:* Review all Columbia County Land Use Ordinances and recommend necessary changes to implement plan.
- Objective 12:* Discourage residential development on prime agricultural lands or near existing farms.
- Objective 13:* Discourage major subdivisions in areas not served by sanitary sewers.
- Objective 14:* New parcels requiring access onto State and County Trunk Highways should be discouraged.

2.3 **HOUSING POLICIES AND PROGRAMS**

2.3.1 **Columbia County Zoning Ordinance**

The Columbia County Zoning Code is part of the County's Code of Ordinances. The zoning code establishes 10 primary use districts, a planned residential development overlay district, a shoreland-wetland overlay district, and a floodplain overlay district. Of the 10 primary zoning districts nine allow some form of residential uses as either a permitted or conditional use. These 9 districts allow for a variety of housing types including single family, duplexes, multifamily, and mobile home parks. The zoning code allows for lots down to 20,000 square feet in size.

2.3.2 Columbia County Housing Rehabilitation Program

Columbia County administers a Housing Rehabilitation Program for the repair and improvement of housing units in the County. The program is funded through a Community Development Block Grant (CBDG) and provides no interest, deferred payment loans for household repairs and improvements to homeowners who meet certain income requirements. Landlords who agree to rent to low or moderate income tenants can also receive no interest loans for rental properties to be paid back over a period of 5 to 10 years. The program also provides assistance with down payments and closing costs for qualified home buyers. Columbia County and the Town of Fort Winnebago should continue to support this program and attempt to make all eligible property owners aware of the benefits the program offers in an effort to achieve many of the housing related goals stated in this plan.

2.3.3 Habitat for Humanity

Habitat for Humanity is a nonprofit organization with a goal of eliminating poverty housing and homelessness. The program uses volunteer labor and donations of money and supplies to build or rehabilitate simple, decent houses. Habitat homeowners are required to invest hundreds of hours of their own labor into building their Habitat house and the houses of others. The homeowners are sold their Habitat home at no profit and are financed with affordable no-interest loans. Payments made on the mortgages are used to build and rehabilitate other Habitat homes. The Sauk-Columbia County Habitat for Humanity Affiliate coordinates all aspects of the program where it operates in Columbia County. Promotion and encouragement of this program can help to achieve many of the housing related goals outlined in this plan and should be supported by Columbia County and the Town of Fort Winnebago.

2.3.4 United Migrant Opportunity Services (UMOS)

United Migrant Opportunity Services (UMOS) is a private, non-profit corporation established in 1965 to advocate for and provide services to Hispanic migrant and seasonal farm workers in Wisconsin. The housing department within UMOS addresses the housing needs of migrant workers that come to Wisconsin for work each growing season. UMOS provides a variety of housing services for migrant and seasonal workers. Locally, UMOS operates migrant housing facilities near Montello and Berlin and in Dodge County near Beaver Dam. Migrant and seasonal workers are important to the local economy in parts of Columbia County and efforts should be made to support organizations like UMOS that provide decent housing to this important part of the workforce.

2.3.5 Uniform Dwelling Code (UDC)

The Uniform Dwelling Code (UDC) is the statewide building code for one and two family dwellings built since June 1, 1980. The code sets minimum standards for fire safety; structural strength; energy conservation; erosion control; heating, plumbing and electrical systems; and general health and safety. A recent change in State law requires all municipalities in the State to enforce the UDC. The UDC is an important tool for use in developing quality housing in the Town of Fort Winnebago.

2.4 HOUSING CHARACTERISTICS

2.4.1 Age of Housing Supply

Table 2-1 illustrates the age of the Town of Fort Winnebago's housing units in 2000. The largest percentage of housing units in the Town, 28.41 percent, were built between 1970 - 1979. Homes built prior to 1940 also represent a significant percentage of the housing supply at 28.13 percent.

TABLE 2-1
Town of Fort Winnebago, Age of Housing Supply, 2000

Year Structure Built	Number	% of Total
1999 – March 2000	3	0.85%
1995 – 1998	25	7.10%
1990 – 1994	25	7.10%
1980 – 1989	12	3.41%
1970 – 1979	100	28.41%
1960 – 1969	49	13.92%
1950 – 1959	24	6.82%
1940 – 1949	15	4.26%
1939 or Earlier	99	28.13%
Total:	352	100%

Source: 2000 U.S. Census, Summary File 3, Sample Data

A large number of older housing units may indicate the need for rehabilitation or replacement of a significant portion of the existing housing stock during the planning period covered by this plan. In planning for new or replacement housing, the availability of land, utilities, transportation facilities, parks, and other infrastructure needs to be considered.

2.4.2 Units in Structure

Single-family detached homes represented 345 of the Town's housing units in 2000. Such homes made up 98.01 percent of the housing units as shown in Table 2-2. Mobile homes represent the next most common type of housing unit in the Town of Fort Winnebago. There were seven mobile homes in the Town in 2000, or 1.99 percent of all housing units in the Town. There were no multi-family housing units in the Town in 2000.

TABLE 2-2
Number of Housing Units In Structure, Town of Fort Winnebago, 2000

Number of Housing Units in Structure	Total	Percent of Total
1 (Single-Family Detached)	345	98.01%
1 (Single-Family Attached)	0	0.00%
2 (Duplex)	0	0.00%
3 or 4	0	0.00%
5 to 9	0	0.00%
10 to 19	0	0.00%
20 or more	0	0.00%
Mobile Home	7	1.99%
Other	0	0.00%
Totals:	352	100.00%

Source: U.S. Census

2.4.3 Value of Owner-Occupied Housing

A sample of owner-occupied housing in the Town of Fort Winnebago provides an estimate of the range of value of such homes as shown in Table 2-3. The number of homes valued at \$50,000 to \$99,999 constituted 19.09 percent of the Town's housing in 2000 compared to 30.05 percent of the County housing. Homes valued at \$100,000 to \$149,999 constituted the largest number of homes in the Town with 42.39 percent of the Town's housing in 2000 compared to 33.24 percent of the County's housing. The Town of Fort Winnebago had only 1.29 percent of its housing valued below \$50,000 compared to 6.29 percent of the County's housing.

The number of owner-occupied homes valued at \$50,000 or more constituted over 98 percent of the Town's housing in 2000 compared to about 94 percent of the County's housing. Homes valued at \$150,000 to \$199,000 constituted 22.01 percent of the Town's housing in 2000 compared to 16.37 for the County. The Town also had 29 homes valued between \$200,000 and \$249,000 and 18 homes valued at more than \$250,000 in 2000.

The median housing value for the Town of Fort Winnebago, \$118,800, was higher than the median value for Columbia County, \$115,000. The availability of affordable homes for lower-income households is a growing problem in Columbia County. As the cost of homes increase, more households may find it difficult to afford adequate housing. Escalating housing costs can have affects on economic development, local tax base, and population migration in the County and the Town of Fort Winnebago.

TABLE 2-3

Town of Fort Winnebago and Columbia County, Value of Owner-Occupied Housing, 2000

Housing Value	Town of Fort Winnebago		Columbia County	
	Number of Homes	Percent of Total	Number of Homes	Percent of Total
Less than \$50,000	4	1.29%	963	6.29%
\$50,000 - \$99,999	59	19.09%	4,597	30.05%
\$100,000 - \$149,999	131	42.39%	5,086	33.24%
\$150,000 - \$199,999	68	22.01%	2,505	16.37%
\$200,000 - \$249,999	29	9.39%	944	6.17%
\$250,000 - More	18	5.83%	1,205	7.88%
Totals:	309	100.00%	15,300	100.00%
Median Value:	\$118,800		\$115,000	

Source: U.S. Census

2.4.4 Rent For Non-Farm Housing

In 2000, most housing units in the Town of Fort Winnebago, over 33 percent, rented in the \$300 to \$499 per month range. That was also the range most rental housing units in the County rented for, with 44.5 percent of the rental units in the County rented in this range. No units in the Town rented for more than \$1,000 per month. In addition, no rental units were available for less than \$200 per month in 2000, while six units required no cash rent. Median rent in the Town of Fort Winnebago, \$563, was higher than the median rent for the County, \$437. In addition, the Town's median rent increased more rapidly than the County's during the decade between 1990 and 2000. Table 2-4 shows the range of rent for non-farm housing in the Town of Fort Winnebago and Columbia County.

TABLE 2-4

Town of Fort Winnebago and Columbia County, Rent For Non-farm Housing Units, 2000

Monthly Rent	Town of Fort Winnebago				Columbia County			
	Number of Housing Units		Change		Number of Housing Units		Change	
	1990	2000	Number	Percent	1990	2000	Number	Percent
Less than \$200	0	0	0	0.00%	463	466	3	0.65%
\$200 - \$299	0	0	0	0.00%	786	469	(317)	(40.33)%
\$300 - \$499	12	7	(5)	(41.67)%	2,105	2,126	21	1.00%
\$500 - \$749	1	8	7	700.00%	411	1,259	848	206.33%
\$750 - \$999	0	0	0	0.00%	28	194	166	592.86%
\$1,000 or more	0	0	0	100.00%	0	41	41	100.00%
No Cash Rent	4	6	2	50.00%	227	227	0	0.00%
Median Rent	\$404	\$563	\$159	39.36%	\$356	\$437	\$81	22.75%

Source: U.S. Census

2.4.5 Occupancy Characteristics

Table 2-5 shows that there were a total 261 occupied housing units in the Town of Fort Winnebago in 1990. That number increased by 77 units or 29.50 percent, to 338 units in 2000. This increase in occupied housing units was similar to the increases in occupied housing units for both the County, with a

21.17 percent increase, and the State, with a 14.4 percent increase, during the same time period. Of the 77 additional occupied housing units in the Town in 2000, 71 were owner-occupied. As a result, there were 309 owner-occupied units in the Town of Fort Winnebago in 2000, comprising 91.4 percent of the total occupied housing units. In comparison, owner-occupied housing units accounted for 91.2 percent of the total occupied housing units in 1990.

TABLE 2-5
Number of Housing Units by Occupancy Status
Town of Fort Winnebago, 1990-2000

Housing Unit Status	Housing Units		Change	
	1990	2000	Number	Percent
Owner-Occupied	238	309	71	29.83%
Renter-Occupied	23	29	6	26.09%
Total Occupied Units	261	338	77	29.50%
Vacant:	17	14	(3)	(17.65)%
For sale	4	0	(4)	(100.00)%
For rent	4	0	(4)	(100.00)%
For seasonal, recreational, or occasional use	9	10	1	11.11%
Other reason	0	4	4	100.00%
Totals Housing Units	278	352	74	26.62%

Source: U.S. Census

Renter-occupied housing units also increased between 1990 and 2000, with an increased of six units or 26.1 percent. There were 23 renter occupied housing units in 1990, amounting to 8.8 percent of the total occupied housing units. With the increase of six occupied rental housing units during the 1990's, the Town had 29 total occupied rental units in 2000, or 8.6 percent of all occupied housing units.

Vacant housing units accounted for 17 units or 6.1 percent of all housing units in 1990. In 2000, vacant housing units in the Town of Fort Winnebago accounted for 14 units or four percent of all housing units, a 17.6 percent decrease in vacant housing over the 10-year period. Some categories of vacant housing units increased during the 10-year period while others decreased. Those units vacant due to being for sale decreased by four units or 100 percent, vacant rental units decreased by the same amount. This trend may indicate a slight increase in demand for year round housing units over the 10-year period. Vacant seasonal, recreational, or occasional use units increased by one unit or 11.11 percent. These housing units make up the majority of the vacant units in the Town. In addition, the number homes vacant for other reasons increased by four units or 100 percent during the 1990's.

2.4.6 Household Size

Table 2-6 illustrates the change in household size between 1990 and 2000 for Columbia County and the municipalities in the County, including the Town of Fort Winnebago. Columbia County's household size decreased from 2.60 persons per household in 1990 to 2.49 persons per household in 2000. The household size for the Town of Fort Winnebago decreased from 3.01 persons per household in 1990 to 2.63 persons per household in 2000. These decreases in household size are consistent with state and national trends. In Columbia County, only the Towns of Otsego and Scott as well as the Villages of Fall River, Friesland, and Rio experienced increases in the household size between 1990 and 2000.

TABLE 2-6
Household Size by Municipality, Columbia County, 1990-2000

Municipality	1990 Household Size	2000 Household Size
Town of Arlington	2.96	2.81
Town of Caledonia	2.89	2.60
Town of Columbus	3.10	2.91
Town of Courtland	2.93	2.65
Town of Dekorra	2.65	2.48
Town of Fort Winnebago	3.01	2.63
Town of Fountain Prairie	2.84	2.71
Town of Hampden	3.03	2.63
Town of Leeds	2.78	2.63
Town of Lewiston	2.79	2.51
Town of Lodi	2.75	2.59
Town of Lowville	2.89	2.68
Town of Marcellon	3.00	2.83
Town of Newport	2.65	2.45
Town of Otsego	2.70	2.78
Town of Pacific	2.64	2.50
Town of Randolph	3.12	3.07
Town of Scott	3.06	3.26
Town of Springvale	2.89	2.79
Town of West Point	2.55	2.48
Town of Wyocena	2.72	2.51
Village of Arlington	2.67	2.59
Village of Cambria	2.64	2.58
Village of Doylestown	2.72	2.71
Village of Fall River	2.54	2.62
Village of Friesland	2.68	2.73
Village of Pardeeville	2.57	2.38
Village of Poynette	2.58	2.46
Village of Randolph*	2.77	2.60
Village of Rio	2.39	2.45
Village of Wyocena	2.49	2.37
City of Columbus*	2.46	2.37
City of Lodi	2.50	2.44
City of Portage	2.37	2.30
City of Wisconsin Dells*	2.30	2.28
Columbia County	2.60	2.49
Wisconsin	2.61	2.50

* Columbia County Portion

Source: U.S. Census

2.4.7 Housing Unit Trends

Table 2-7 illustrates the trend in the number of housing units for Columbia County and the municipalities in the County, including the Town of Fort Winnebago. Columbia County had 22,685 housing units in 2000, a 17.8 percent increase over 1990. The Town of Fort Winnebago added 56 housing units between 1990 and 2000, a 19.5 percent increase.

Towns experienced the largest increase in the number of housing units, adding 1,611 housing units in the decade between 1990 and 2000, an 18 percent increase. Among towns, the Town of Lodi had the largest increase adding 387 housing units during the decade, a 43.1 percent increase. All towns had increases in

housing units except the Town of Columbus, which had no increase in housing units, and the Town of Courtland, which lost six housing units between 1990 and 2000.

Cities experienced the next largest increase in the number of housing units, adding 1,044 housing units between 1990 and 2000, a 14.6 percent increase. Among cities, the City of Portage had the largest increase in the number of housing units, adding 414 housing units during the decade, an 11.6 percent increase. However, the City of Lodi had the largest percentage increase, adding 366 housing units for a 43.9 percent increase. All cities in the County, except the City of Wisconsin Dells, added over 100 housing units during the decade.

Villages added 772 housing units and had the largest total percentage increase of 24.6 percent. All villages in the County experienced growth in the number of housing units. The Villages of Doylestown and Friesland experienced the smallest increases in the total number of housing units between 1990 and 2000, each adding only three housing units for increases of 2.5 percent and 2.7 percent respectively. The Village of Poynette had the largest increase in housing units adding 286 units for a 42.6 percent increase.

TABLE 2-7
Housing Unit Trends by Municipality, Columbia County, 1990-2000

Municipality	1990 Total Housing Units	2000 Total Housing Units	Number Change 1990-2000	Percent Change 1990-2000
Town of Arlington	262	308	46	17.56%
Town of Caledonia	626	713	87	13.90%
Town of Columbus	241	241	0	0.00%
Town of Courtland	191	185	(6)	(3.14%)
Town of Dekorra	1,091	1,237	146	13.38%
Town of Fort Winnebago	287	343	56	19.51%
Town of Fountain Prairie	297	318	21	7.07%
Town of Hampden	199	219	20	10.05%
Town of Leeds	303	317	14	4.62%
Town of Lewiston	522	573	51	9.77%
Town of Lodi	898	1,285	387	43.10%
Town of Lowville	338	394	56	16.57%
Town of Marcellon	316	380	64	20.25%
Town of Newport	298	334	36	12.08%
Town of Otsego	263	287	24	9.13%
Town of Pacific	847	1,108	261	30.81%
Town of Randolph	230	240	10	4.35%
Town of Scott	235	260	25	10.64%
Town of Springvale	181	207	26	14.36%
Town of West Point	777	907	130	16.73%
Town of Wyocena	557	714	157	28.19%
Town Totals	8,959	10,570	1,611	17.98%
Village of Arlington	171	196	25	14.62%
Village of Cambria	315	339	24	7.62%
Village of Doylestown	120	123	3	2.50%
Village of Fall River	341	459	118	34.60%
Village of Friesland	111	114	3	2.70%
Village of Pardeeville	686	873	187	27.26%
Village of Poynette	671	957	286	42.62%
Village of Randolph*	188	213	25	13.30%
Village of Rio	336	401	65	19.35%
Village of Wyocena	205	241	36	17.56%
Village Totals	3,144	3,916	772	24.55%
City of Columbus*	1,729	1,914	185	10.70%
City of Lodi	833	1,199	366	43.94%
City of Portage	3,556	3,970	414	11.64%
City of Wisconsin Dells*	1,037	1,116	79	7.62%
City Totals	7,155	8,199	1,044	14.59%
Columbia County	19,258	22,685	3,427	17.80%
Wisconsin	2,055,774	2,321,144	265,370	12.91%

Source: 1990 and 2000 U.S. Census, Summary File 1, 100 Percent Data

* Columbia County Portion

3.0 **TRANSPORTATION**

The transportation system which serves the Town of Fort Winnebago provides for the transport of goods and people into, out from, and within the Town. The transportation system contains multiple modes involving air, land, and water transport. Several elements of the system are not located in the Town itself, however the Town's proximity to these elements is an important consideration in evaluating and planning for the Town's transportation system.

3.1 **TRANSPORTATION VISION**

- ◆ Provide a safe, efficient, and well-planned transportation system that incorporates multiple modes of travel.
- ◆ Provide a safe, efficient transportation system for multiple user needs.

3.2 **TRANSPORTATION GOALS, OBJECTIVES, AND IMPLEMENTATION METHODS**

Goal 1: A safe, well-maintained system of roads and highways.

- Objective 1:* Work with the State Department of Transportation and County Highway Department to improve the highways under their responsibility.
- Objective 2:* Assess proper jurisdiction of roads within the township.
- Objective 3:* Promote safe, modern, highways connecting the Town of Fort Winnebago with the rest of Columbia County.
- Objective 4:* Annually assess all roads in the township for maintenance and safety issues.
- Objective 5:* Plan for new roads including frontage roads and interchanges for future development.
- Objective 6:* Maintain a safe, interconnected road network.
- Objective 7:* Require an interconnected road system in new planned development areas.
- Objective 8:* Discourage cut-through traffic on Town roads through signage, speed zones and weight limits.

Goal 2: Restricted access to arterial highways and through-town road corridors to protect traffic-carrying capacity.

- Objective 1:* Restrict new access points to the highway through subdivision control.
- Objective 2:* Deny inappropriate requests for rezonings and conditional use permits that would require additional access points to a highway.
- Objective 3:* Preserve and protect the road corridor from encroachment that would limit the roadway's ability to carry traffic volumes in the future.
- Objective 4:* Continue to maintain and implement a Town road improvement program.
- Objective 5:* Implement a Town driveway ordinance and promote joint driveways to achieve public safety and rural character goals and conserve farmland. The ordinance should:
 - a) Ensure that driveway length, width, design, and slope for emergency vehicle travel.
 - b) Address drainage issues.
 - c) Guide the placement of streets and driveways along existing contours, property lines, fencerows, lines of existing vegetation, or other natural features.

- d) Reinforce the objectives and policies of the Comprehensive Plan.
- e) Minimize the number of driveway openings onto existing public streets, instead promoting shared driveways and streets.

Objective 6: Support access control and rural character objectives by discouraging “side of the road” commercial development on main roadways.

Goal 3: All new town roads to meet minimum standards for right-of-way pavement and shoulder widths.

Objective 1: Review and modify as necessary current standards for existing roads.

Objective 2: Utilize the Paser program to its fullest, including capital improvements, to schedule road maintenance and/or reconstruction.

Objective 3: Ensure that all roads in new platted subdivisions meet minimum standards by enforcement of a land division ordinance.

Objective 4: No future or existing driveways shall be accepted as part of the Town road system.

Objective 5: Require that all new roads meet the road design and layout standards in the Town’s pending subdivision and land division regulations.

Goal 4: Promote a unified approach involving the town, city, county, state and private entities for road development to meet the needs for future commercial, industrial and residential expansion.

Objective 1: Meet with city and county officials, as necessary, to coordinate development plans.

Objective 2: Seek input of appropriate property owners in areas of development plans.

Objective 3: Meet with State officials as needed.

Objective 4: Coordinate transportation with land use.

Objective 5: Work with WisDOT and the County Highway Department to implement safety improvements at the intersections.

Objective 6: Work with WisDOT and the County Highway Department when changes to land uses are being considered that could affect the function of highways.

Goal 5: Encourage the development and full utilization of all modes of transportation in the County.

Objective 1: Support programs to provide transportation alternatives to the automobile.

Objective 2: Support safe opportunities for biking and walking.

Objective 3: Work with the County in support of additional transportation options for those without access to automobiles. Such options might include cooperative transit, local car sharing or car-pooling. Work to make sure residents are aware of the existing options.

Objective 4: Promote paths through new subdivisions.

3.3 TRANSPORTATION PROGRAMS

3.3.1 Columbia County Land Division and Subdivision Ordinance

The Columbia County Land Division and Subdivision Ordinance regulates the division of land within the County including the Town of Fort Winnebago. It also provides standards for the construction of new roads, such as right-of-way widths, pavement widths, and grade requirements. Under the County's Land Division and Subdivision Ordinance roads within Columbia County are classified into two categories, urban and rural. Within each category roads are divided by type; principle arterial, minor arterial, major collector, minor collector, and local roads. Each type of roadway has its own set of minimum standards.

3.3.2 Columbia County Highway Access Control Ordinance

The Columbia County Highway Access Control Ordinance regulates access onto County highways including County highways in the Town of Fort Winnebago. The purpose for the access regulations are to protect the County's investment in existing and proposed highways by protecting the highway's traffic carrying capacity. In regulating access to County highways, the ordinance prevents improperly located access points that can lead to the road prematurely becoming obsolete and thereby requiring costly improvements. The ordinance provides for safe and efficient access to Columbia County highways. County highways are categorized by type according to definitions in the ordinance. Each category of County highway has its own set of access standards.

3.3.3 PASER Program

The PASER Program is a system for local governments to evaluate and schedule road maintenance on the local road system. The program requires officials to evaluate the condition of local roads based on observing characteristics of the road such as the texture of the road surface or the spacing of cracks. The officials then assign a rating on a scale of 1 to 10. These ratings, along with information on traffic volumes, are used to schedule the maintenance and reconstruction of Town roads. The Town of Fort Winnebago works with the Columbia County Highway Department to rate roads in the Town. The County Highway Department maintains a computer database of the rating on roads in the County and regularly reevaluates its road maintenance schedule using the PASER Program.

3.3.4 Rustic Roads – Wisconsin Department of Transportation

The Rustic Roads System in Wisconsin was created by the 1973 State Legislature in an effort to help citizens and local units of government preserve what remains of Wisconsin's scenic, lightly traveled country roads for the leisurely enjoyment of bikers, hikers and motorists. Unique brown and yellow signs mark the routes of all officially-designated Rustic Roads. An officially designated Rustic Road remains under local control. The County, City, Village, or Town have the same authority over the Rustic Road as it possesses over other highways under its jurisdiction. In addition, a Rustic Road is eligible for State aids just as any other public highway.

The following characteristics are needed for a road to qualify for the Rustic Road program:

- The road should have outstanding natural features along its borders such as rugged terrain, native vegetation, native wildlife, or include open areas with agricultural vistas which singly or in combination uniquely set this road apart from other roads.
- The road should be a lightly traveled local access road, one which serves the adjacent property owners and those wishing to travel by auto, bicycle, or hiking for purposes of recreational enjoyment of its rustic features.

- The road should be one not scheduled nor anticipated for major improvements which would change its rustic characteristics.
- The road should have, preferably, a minimum length of 2 miles and, where feasible, should provide a completed closure or loop, or connect to major highways at both ends of the route.

A Rustic Road may be dirt, gravel or paved road. It may be one-way or two-way. It may also have bicycle or hiking paths adjacent to or incorporated in the roadway area. The maximum speed limit on a Rustic Road has been established by law at 45 mph, however, a speed limit as low as 25 mph may be established by the local governing authority.

There are currently two designated Rustic Roads in Columbia County. Rustic Road 49 follows Fairfield Street in the City of Portage and Levee Road in the Town of Caledonia and Rustic Road 69 follows Old Agency House Road in the City of Portage. Opportunities exist elsewhere in the County for additional roads to be designated as Rustic Roads. The Town of Fort Winnebago should evaluate roads under their jurisdiction for inclusion into the Rustic Road program.

3.3.5 Other State Road Aid Programs

The State of Wisconsin Department of Transportation has a variety of transportation programs available to help fund local transportation projects. Each program is intended to address a particular aspect of the transportation system. The Town of Fort Winnebago should take advantage of these funding sources, when appropriate, as they attempt to implement the comprehensive plan.

3.4 STATE AND REGIONAL TRANSPORTATION PLANS

The Wisconsin Department of Transportation maintains several statewide transportation related plans that contain policies, recommendations, and strategies regarding the transportation system in Columbia County and the Town of Fort Winnebago. These plans should be taken into consideration when transportation related decisions and plans are made in the Town. The Wisconsin Department of Transportation's planning documents include the following:

- Wisconsin State Highway Plan 2020
- Wisconsin Bicycle Transportation Plan 2020
- Wisconsin State Rail Plan 2020
- Wisconsin Statewide Pedestrian Policy Plan 2020
- Wisconsin State Airport System Plan 2020
- Five Year Airport Improvement Plan
- Translink 21: A Multi-modal Transportation Plan for Wisconsin's 21st Century
- Wisconsin Department of Transportation Access Management System Plan
- Statewide Transportation Improvement Plan
- Six-Year Improvement Program

The Wisconsin State Highway Plan 2020 addresses major needs and priorities for the State Highway System. No major improvements in the plan affect the Town of Fort Winnebago.

In addition to the State Highway Plan, the Wisconsin Department of Transportation maintains a six-year improvement program for smaller projects throughout the State. Scheduled projects for the Town of Fort Winnebago are list in Table 3-1. Policies, recommendations, and strategies from the other plan documents listed above will be addressed as necessary in the appropriate sections of this element.

Columbia County and the Town of Fort Winnebago are not members of a regional planning commission or Metropolitan Planning Organization (MPO), therefore no regional transportation plans exist that pertain to Columbia County or the Town of Fort Winnebago.

TABLE 3-1
Wisconsin Department of Transportation
2004-2009 Six Year Program for the Town of Fort Winnebago

Hwy	Project Title	Miles	Cost Estimate (Range)	Year	Project Description
33	Portage – STH 22	7.62	\$500,000 - \$749,999	2004	Mill and overlay the existing roadway.
I39	Hogan Road Bridges (B-11-68/69)	0.00	\$500,000-\$749,999	2004	Replace the deteriorated bridge decks.
I39	US Highway 51 – N. Co. Line (CTH X, B-67)	0.00	Less than \$100,000	2004	Increase vertical clearance to standards by raising this bridge and adjusting the approaches.
I39	US Highway 51- NCL (Grotzke Road, B-70)	0.00	Less than \$100,000	2004	Increase vertical clearance to standards by raising this bridge and adjusting the approaches.
I39	US Highway 51- North County Line	4.66	\$10,000,000-\$10,999,999	2004	Replace the existing deteriorating pavement.

Source: Wisconsin Department of Transportation

3.5 FUNCTIONAL CLASSIFICATION OF ROADWAYS

Vehicular travel on the public highway system is the transportation mode for the vast majority of trips by Town of Fort Winnebago residents. Road and highway transportation systems primarily serve two basic functions. One function being is to provide access to adjacent properties and the other function is to provide for the movement of vehicular traffic through an area. The primary function of a particular road is determined by its functional classification. Roads and highways are grouped into three main functional classes: local, collector, and arterial. Descriptions of the functional classifications of roadways are listed in the sections below. Map 3-1 in Appendix 1 illustrates the functional classification of highways for the Town of Fort Winnebago.

The functional classification of a particular roadway is important to consider during the evaluation of proposed land use changes on adjacent lands. The effect a proposed land use might have on the function of a road could lead to serious traffic congestion or safety issues and to costly improvements to correct the problems. The management of access points on higher volume roads helps to minimize the impacts of development on the ability of the road to function as it is intended. Evaluating the impacts of land use changes on the transportation system is an important consideration when making land use decisions.

3.5.1 Local Roads

Local roads primarily provide access to adjacent properties and only secondarily provide for the movement of vehicular traffic. Since access is their primary function, through traffic should be discouraged. Traffic volume is expected to be light and should not interfere with the access function of these streets. Most Town roads are considered local roads.

Some local Town roads are classified in an additional category called private entrances. These are local roads that serve to provide access to one or two properties. These roads are often dead-ends and have very light traffic volumes.

3.5.2 Collector Roads

Collector roads carry vehicular traffic into and out of residential, commercial, and industrial areas. These roadways gather traffic from the local roads and funnel it to arterial roads. Access to adjacent properties is a secondary function of collector roads. Collector roads are further divided into major or minor collectors depending on the amount of traffic they carry. Examples of major collector roadways in the Town include County Trunk Highways CX and F. An example of a minor collector roadways in the Town is County Trunk Highway CM.

3.5.3 Arterial Roads

Arterial highways serve primarily to move through traffic. Traffic volumes are generally heavy and traffic speeds are generally high. Arterial highways are further divided into principal and minor arterials depending on the traffic volume and the amount of access provided. In the Town of Fort Winnebago, Interstate Highway 39 / US Highway 51 is an example of a principal arterial highways. An example of a minor arterials in the Town is State Highway 33.

3.6 TRAFFIC VOLUMES

Traffic volume is also an important consideration for land use planning. The volume of traffic on a particular roadway and the associated noise, air quality, safety level, and other such concerns are considerations that need to be addressed in deciding how land should be used. Map 3-1 in Appendix 1 also shows the average daily traffic volume of major traffic corridors within the Town of Fort Winnebago.

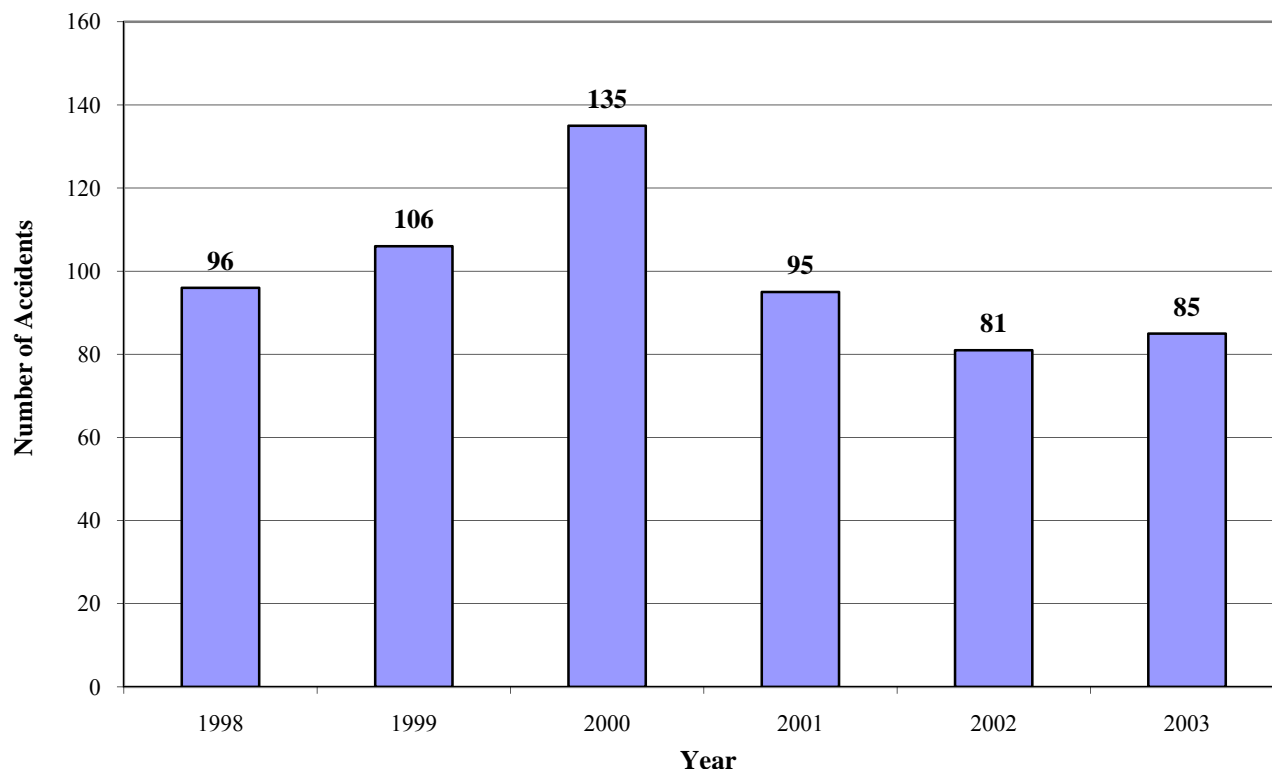
Traffic volumes vary considerably on the different roadways within the Town. Interstate highway 39 carries the highest volume of vehicle traffic recorded in the Town, with an average daily traffic count of 15,600 vehicles just south of the County line. The volume of traffic on a particular roadway can be significantly influenced by its intersection with other roadways. For example, the average daily traffic volume on Interstate Highway 39 increases by 300 vehicles north of its intersection with US Highway 51 in the City of Portage.

3.7 TRAFFIC SAFETY

The number of traffic accidents on the Town of Fort Winnebago roadways provides insight into the overall safety level of the Town's transportation system. Between 1998 and 2003 the average annual number of accidents that occurred on Town roadways, not including accidents on private property or parking lots, was 100. In comparison, during the same period the number of accidents in the Town of Lewiston averaged 92, the Town of Pacific averaged 78, and the Town of Marcellon averaged 77.

Information on traffic accidents is submitted to the Wisconsin Department of Transportation through accident reports from law enforcement agencies. The information on traffic accidents is used by the Wisconsin Department of Transportation and County Highway Departments to make decisions on local road improvement projects. Figure 3-1 displays the annual number of traffic accidents in the Town of Fort Winnebago between 1998 and 2003.

FIGURE 3-1
Traffic Accidents, Town of Fort Winnebago, 1998-2003



Source: Wisconsin Department of Transportation, DMV Traffic Accident Database.

The Town of Fort Winnebago has identified several locations in the Town's road system that pose potential safety concerns. These safety concerns include high traffic volumes on Military Road, County Highways CX and CM, State Highway 33, and Interstate Highway 39; high truck traffic on State Highway 33 and Interstate Highway 39; dangerous intersections at County Highway EE and Military Road, County Highway CX and Currie Road, County Highway CM and County Highway CX; and conflicts between motorized vehicles and agricultural machinery in numerous location around the Town. Efforts should be made by the Town to further evaluate these identified potential hazards and work with County and State officials to correct these problems in the quickest and most cost efficient manner possible.

Traffic safety and efficiency on the Town of Fort Winnebago's roadways can be improved by limiting or discouraging the creation of new parcels that require access to State and County Trunk Highways or to Town roads where sight distance is limited. This practice restricts the access points to these roadways thereby reducing accident potential and the need to reduce speed limits to improve safety. New parcels should be encouraged only where access can be safely provided by an existing Town road or where a new Town road will be constructed to accommodate the parcels. In addition, the impacts of land use changes can also have significant impacts on the safety of a road. Limiting or discouraging land uses that generate high traffic volumes from having direct access to collector and arterial roads can help to preserve the function of the road and increase safety. Traffic impact analysis can also help the Town maintain safety on Town roads. A traffic impact analysis is a study done to determine the amount of traffic that will be generated by a proposed development. By requiring a traffic impact analysis, the Town can have a better idea what impact a proposed development will have on traffic in the area and be able to address problems before they occur.

Safety concerns on heavily traveled highways in the Town can also be addressed by examining the role the particular highway plays in the transportation network. Insuring that roads are properly classified based upon how they are functioning in the transportation network helps in planning for maintenance and reconstruction of the road, as well as managing access to the road. As a result, Table 3-2 outlines proposed changes to the functional classification of certain roads in the Town based upon the manner in which they are currently functioning. Reclassifying the functional classification of these roads will allow the traffic carrying capacity of these roads to be preserved through additional scrutiny being placed on the location new access points to these roads and on the setbacks required for land uses along these roads. Map 3-2 in Appendix I illustrates the proposed functional classification of highways based upon the recommended functional classification changes proposed in this plan.

TABLE 3-2
Proposed Functional Classification Changes, Town of Fort Winnebago, 2004

Road	Municipality	Proposed Change
CTH X	Towns of Fort Winnebago and Lewiston	Reclassify as a Minor Collector

Source: Columbia County Planning and Zoning

Jurisdictional transfers are another way of improving traffic safety. Recommended jurisdictional transfers reflect the changes that are necessary to match the jurisdiction of the roads to their function. For example, if a County highway is functioning as a local road then the County highway should be transferred to the appropriate Town to be managed as a Town road. Likewise, if a Town road is functioning as a collector highway then the road should be transferred to the County highway department to be managed as a County highway. In addition, certain State highways that are functioning as collector highways should also be transferred to the County highway department to be managed as County highways. Ideally, all roads classified as local roads would be under Town jurisdiction, all roads classified as collector roads would be under County jurisdiction, and all roads classified as arterial roads would be under State jurisdiction. There are no recommended jurisdictional transfers of roads in the Town of Fort Winnebago.

Another way in which road safety can be improved is through the construction of new road segments. New road segments can help to correct deficiencies in the County and Town's transportation system and allow the system to function more safely and efficiently. Table 3-3 illustrates the proposed new road segments in the Town of Fort Winnebago. The approximate locations of these proposed facilities are illustrated on Map 3-2 in Appendix I.

TABLE 3-3
Proposed Road Improvements and New Road Segments, Columbia County, 2004

Road	Municipality	Proposed Change
McMahon Road	City of Portage, Towns of Lewiston & Fort Winnebago	New road connection between I39/US Highway 51 Interchange (Portage) and STH 127

Source: Columbia County Planning and Zoning

3.8 DESCRIPTION OF EXISTING TOWN AND COUNTY ROADS

Table 3-4 provides detailed information about the roadway network in the Town of Fort Winnebago. The length of each roadway segment, the width of right-of-way, pavement and shoulder widths, average daily traffic, and function are included in the summary.

TABLE 3-4
Description of Town and County Roadways, Town of Fort Winnebago, 2004

Road Segment	Starting at:	Ending at:	Length (miles)	ROW Width	Pavement Width (feet)	Shoulder Width (feet)	Estimated Avg. Daily Traffic Count	Functional Class.
Abbott Dr	Lock Rd	Termini	0.1	66	19	4	20	Local Road
Bach Rd	Grotzke Rd	Termini	0.27	66	20	4	20	Local Road
Bornick Rd	Termini	CTH F	0.28	66	18	4	20	Local Road
Cardinal Dr	Foote Dr	Carimaunee Dr	0.21	66	30	1	50	Local Road
	Carimaunee Dr	CTH EE	0.05	66	30	1	50	
	Total:		0.26					
Carimaunee Dr	Cardinal Dr	Red Bird Ln	0.14	66	34	1	50	Local Road
	Red Bird Ln	Foote Dr	0.15	66	34	1	50	
	Foote Dr	STH 33	0.05	66	34	1	50	
	Total:		0.34					
Carroll Rd	CTH CM	TN RD 3	0.08	66	20	2	35	Local Road
	TN RD 3	Currie Rd	0.42	66	20	2	35	
	Currie Rd	Hogan Rd	0.83	66	20	2	35	
	Hogan Rd	CTH CX	1.12	66	20	2	35	
	Total:		2.45					
Clark Rd	Wilcox Rd	Dumke Rd	0.77	66	20	2	15	Local Road
	Dumke Rd	CTH F	0.75	66	20	2	15	
	CTH F	Currie Rd	1.5	66	20	4	82*	
	Total:		3.02					
CTH CM	CTH CX	Rusch Rd	0.23	66	22	2	380	Minor Collector
	Rusch Rd	Carroll Rd	0.24	66	22	2	380	
	Carroll Rd	TN RD 3	0.07	66	22	2	380	
	TN RD 3	Dixon Rd	1.26	66	22	2	380	
	Dixon Rd	CTH T	0.56	66	22	2	380	
	CTH T	Fox River Rd	0.17	66	22	4	130	
	Fox River Rd	CTH F	0.7	66	20	4	130	
	CTH F	Link Rd	1.26	66	22	2	75	
	Link Rd	Wilcox Rd	0.51	66	20	4	75	
	Wilcox Rd	Monthey Rd	0.49	66	20	4	75	
	Total:		5.49					
CTH CX	Grouse Dr	CTH CM	0.3	100	24	6	2990	Major Collector
	Grouse Dr	CTH CM	1.28	100	20	6	2990	
	CTH CM	Hogan Rd	1.25	100	20	10	1160	
	Hogan Rd	Carroll Rd	0.75	100	24	9	1200	
	Carroll Rd	CTH X	0.51	100	24	9	1200	
	CTH X	Gunderson Dr	0.65	66	24	8	225	
	City of Portage (Frontage Rd)	City of Portage (Frontage Rd)	0.35	70	24	5	200	Local Road (urban)
	Total:		5.09					
CTH EE	STH 33	Red Bird Ln	0.42	66	22	6	870	Minor Collector
	Red Bird Ln	Cardinal Dr	0.16	66	22	6	870	
	Cardinal Dr	Military Rd	0.32	66	22	6	870	
	Military Rd	Dumke Rd	0.98	66	24	3	300	
	Dumke Rd	Quarry Rd	0.52	66	24	3	300	
	Quarry Rd	Wilcox Rd	0.41	66	24	3	300	

Road Segment	Starting at:	Ending at:	Length (miles)	ROW Width	Pavement Width (feet)	Shoulder Width (feet)	Estimated Avg. Daily Traffic Count	Functional Class.
Total:	Wilcox Rd	Polinske Rd	0.85	66	24	3	300	
	Polinske Rd	Monthey Rd	1.19	66	24	3	350	
			4.85					
CTH F	Fox River Rd	CTH CM	0.5	66	22	5	150	Major Collector
	CTH CM	Dumke Rd	0.47	66	22	5	150	
	CTH CM	Dumke Rd	0.93	66	20	5	380	
	CTH CM	Dumke Rd	0.2	66	22	5	870	
	Dumke Rd	Fox River Rd	0.57	66	22	5	870	
	Fox River Rd	Clark Rd	1.07	66	22	5	870	
	Clark Rd	Bornick Rd	0.49	66	24	2	870	
	Bornick Rd	STH 33	2.29	66	24	2	870	
Total:			6.52					
CTH T	CTH CM	Town Line	0.45	66	20	3	75	Local Road
CTH X	CTH CX	Town Line	0.31	66	24	7	150	Local Road
	CTH CX	Town Line	0.64	66	22	6	150	
Total:			0.95					
Currie Rd	Carroll Rd	Clark Rd	2.11	66	18	3	35	Local Road
	Clark Rd	CTH CX	1.50	66	22	3	35	
Total:			3.61					
Daley Dr	Dixon Rd	Termini	0.12	50	14	1	5	Local Road
Dixon Rd	Grouse Rd	Daley Dr	0.75	66	20	3	35	Local Road
	Daley Dr	CTH CM	0.74	66	22	3	35	
Total:			1.49					
Dumke Rd	CTH EE	Clark Rd	1.68	66	20	3	75	Local Road
	Clark Rd	Monthey Rd	0.82	66	20	3	75	
	Monthey Rd	CTH F	1.38	66	20	4	75	
	CTH F	Fox River Rd	0.22	66	18	3	35	
	Fox River Rd	Termini	0.16	50	18	3	15	
Total:			4.26					
Foote Dr	STH 33	Cardinal Dr	0.17	66	40	1	50	Local Road
	Cardinal Dr	Carimaunee Dr	0.09	66	40	1	50	
Total:			0.26					
Fox River Rd	CTH F	CTH CM	0.91	66	20	4	35	Local Road
	CTH CM	Dumke Rd	1.44	66	20	3	75	
	CTH CM	Dumke Rd	0.2	66	22	3	75	
	Dumke Rd	Lock Rd	0.14	66	20	3	75	
	Lock Rd	CTH F	0.47	66	20	3	75	
Total:			3.16					
Garrison Rd	STH 33	Military Rd	0.25	66	22	2	15	Local Road
Gehl Dr	Lock Rd	Termini	0.22	66	20	3	15	Local Road
Grotzke Rd	Kuhn Dr	Bach Rd	0.37	66	20	4	75	Local Road
	Kuhn Dr	Bach Rd	0.08	150	22	5	75	
	Bach Rd	CTH CM	0.5	150	22	5	75	
	Bach Rd	CTH CM	0.15	66	20	3	75	
Total:			1.10					
Hamilton St	Clemens Ct	Meadowlark Ln	0.13	66	22	5	15	Local Road (urban)
	Meadowlark Ln	Forest Dr	0.05	66	22	5	15	
Total:			0.18					

Road Segment	Starting at:	Ending at:	Length (miles)	ROW Width	Pavement Width (feet)	Shoulder Width (feet)	Estimated Avg. Daily Traffic Count	Functional Class.
Henry Drive	Henry Dr	Termini	0.23	70	22	2	20	Local Road
Hogan Rd	Carroll Rd	CTH CX	0.37	66	20	2	35	Local Road
	CTH CX	Town Line	0.04	66	22	4	35	
	CTH CX	Town Line	0.1	66	22	5	35	
	CTH CX	Town Line	1.04	66	22	3	35	
	CTH CX	Town Line	0.09	66	20	5	35	
Total:			1.64					
Link Rd	CTH CM	12th Ave	0.72	66	20	3	15	Local Road
Lock Rd	Fox River Rd	Gehl Dr	0.49	66	18	5	35	Local Road
	Gehl Dr	Abbott Dr	0.13	66	18	5	35	
	Abbott Dr	Termini	0.03	66	18	5	35	
Total:			0.65					
Mcmahon Rd	IH 39 Ramp	Termini	0.14	80	18	3	20	Local Road
Military Rd	Thiel Rd	Quarry Rd	1.01	66	22	4	350	Local Road
	Thiel Rd	Quarry Rd	0.47	66	22	3	350	
	Quarry Rd	Garrison Rd	0.78	66	22	3	350	
	Quarry Rd	Garrison Rd	0.29	66	22	4	350	
	Garrison Rd	CTH EE	0.52	66	22	4	350	
Total:			2.78					
Monthey Rd	Dumke Rd	Wilcox Rd	1.04	66	20	3	35	Local Road
	Wilcox Rd	Wilcox Rd	0.29	66	20	3	35	
	Wilcox Rd	Town Line	0.51	66	20	3	35	
	Town Line	CTH EE	0.06	66	22	4	75	
Total:			1.90					
Polinske Rd	Wilcox Rd	CTH EE	0.48	66	22	2	15	Local Road
	CTH EE	Polinski Rd	0.55	66	22	2	15	
Total:			1.03					
Quarry Rd	CTH EE	Military Rd	0.72	66	22	2	15	Local Road
Red Bird Ln	Carimaunee Dr	CTH EE	0.05	60	30	1	35	Local Road
Rusch Rd	Termini	CTH CM	0.35	50	18	2	5	Private Ent.
Thiel Rd	Polinski Rd	Military Rd	0.42	66	20	4	15	Local Road
TN RD 3	CTH CM	Carroll Rd	0.1	66	20	3	35	Local Road
Wilcox Rd	CTH EE	Polinske Rd	0.72	66	20	1	35	Local Road
	Polinske Rd	Clark Rd	0.51	66	20	1	35	
	Clark Rd	Monthey Rd	0.89	66	20	1	35	
	Clark Rd	Monthey Rd	0.3	66	20	4	35	
	Monthey Rd	CTH CM	0.43	66	20	4	15	
	Monthey Rd	CTH CM	0.64	66	20	4	15	
	Monthey Rd	CTH CM	0.74	66	22	5	15	
Total:			4.23					

Source: WI Department of Transportation, Local Road Inventory

* Data from Columbia County Highway Department traffic count October 20th thru 27th 2005.

3.9 COUNTY ROAD DESIGN STANDARDS

The Columbia County Land Division and Subdivision Ordinance establishes design standards for roadways in the unincorporated areas of the County including the Town of Fort Winnebago. The design standards vary among roadways, as different roads serve different functions within the transportation system. The existing standards are outlined in Table 3-5.

TABLE 3-5
Existing Columbia County Minimum Road Design Standards, 2004

Road Type	Right-of-Way Minimum Width	Minimum Pavement Width
Urban Principal Arterial	180 feet	To be determined by the governing body that has jurisdiction with advice from the County Highway Commissioner.
Urban Minor Arterials, Major Collectors, & Minor Collectors	100 feet	To be determined by the governing body that has jurisdiction with advice from the County Highway Commissioner.
Urban Local Streets	66 feet	32 feet
Urban Pedestrian Ways	10 feet	5 feet
Rural Principal Arterial	To be determined by the governing body that has jurisdiction with advice from the County Highway Commissioner.	To be determined by the governing body that has jurisdiction with advice from the County Highway Commissioner.
Rural Major and Minor Collectors	100 feet	To be determined by the governing body that has jurisdiction with advice from the County Highway Commissioner.
Rural Local Streets	66 feet	20 feet

Source: Title 16 – Chapter 2 of Columbia County Code of Ordinances

The Town of Fort Winnebago should encourage Columbia County to review and evaluate the existing roadway standards to determine if they are meeting their intended purpose and whether they meet current recommended roadway standards. The Town should request that a full evaluation of the existing roadway standards be conducted and the necessary changes made to bring the standards up to date.

3.10 TOWN ROADWAY DEFICIENCIES

The ability to identify and address deficiencies in the Town's road system is important in developing a safe and high quality transportation system. The information provided in Table 3-4 provides information on the current characteristics of the Town and County roadway system in the Town of Fort Winnebago. In addition, the County Land Division Ordinance standards listed in Table 3-5 provide a means to evaluate the Town roadway system against the current County standards. Furthermore, State standards for County trunk highways and Town roads provide an additional means of evaluating the Town roadway system.

The Town of Fort Winnebago roadway system contains approximately 23.4 miles of County highways and 36.4 miles of Town road for a total of 59.8 miles of roads, not including State or interstate highways. Most of these roads, 37.8 miles, are functionally classified as local roads with 21.6 miles classified as collectors, and the remaining 0.4 miles classified as private entrances. The Columbia County Land Division Ordinance standards require roads that are classified as collector highways to have a right-of-way of 100 feet and roads classified as local roads to have a right-of-way of 66 feet. Most of the Town and County roads in Fort Winnebago have a right-of-way of at least 66 feet, with only four segments or 0.7 miles having right-of-ways with less than 66 feet. However, only 4.1 miles of the roads classified as collector highways have the 100 feet of right-of-way required in the County Land Division Ordinance. These roads classified as collector highways are all County highways that existed prior to the adoption of the land division ordinance and, in most cases, it is unnecessary to increase the right-of-way width. The current requirements for right-of-way width in the County Land Division Ordinance should be examined to determine if these standards are still appropriate.

The Columbia County Land Division Ordinance also provides standards for pavement width. For roads classified as local roads the ordinance currently requires 20 feet of pavement. The County Land Division Ordinance currently does not provide a minimum pavement width for collector highways, but rather leaves the width to be determined by the local jurisdiction and the County highway commissioner. In addition, the Wisconsin Administrative Code also provides standards for Town roads and County trunk highways. State standards for the reconstruction of existing Town roads requires Town roads with a design speed limit of 40 mph to have 20 feet of pavement, Town roads with a design speed limit of 50 mph to have 22 feet of pavement, and Town roads with a design speed limit of 55 mph to have 24 feet of pavement regardless of their functional classification. When an existing Town road is only being resurfaced, a pavement width of 22 feet is allowed on roads with 50 and 55 mph design speeds. State standards for County Trunk Highways require all County highways with design speed limits of 40 and 50 mph to have a minimum of 22 feet of pavement and County highways with design speed limits of 55 and 60 mph to have a minimum pavement width of 24 feet, regardless of the functional classification.

In the Town of Fort Winnebago, approximately 31.1 miles of roadway have pavement widths less than 22 feet and 4.2 of those roadway miles have pavement widths below 20 feet. Some of the segments of Town road with less than 20 feet of pavement are roads classified as private entrances. These are public funded Town roads that usually only serve one property owner. Efforts should be made by the Town to vacate these private entrance Town roads and turn them over to the property owners, when feasible. All segments of Town and County roads in Fort Winnebago that have less than 22 feet of pavement should be evaluated by the Town to determine if improvements can be made to bring these road segments up to current standards. The current requirements for pavement width in the County Land Division Ordinance should also be examined to determine if these standards are still appropriate and be adjusted to meet State standards when appropriate.

The State of Wisconsin Existing Town Road Improvement Standards and County Trunk Highway Standards also provide minimum requirements for shoulder widths. Shoulder widths are not addressed in the County Land Division Ordinance. State standards for shoulder width on Town roads being reconstructed require three foot shoulders on Town road with 40 mph design speeds, four foot shoulders on Town road with 50 mph design speeds, and six foot shoulders on Town road with 55 mph design speeds regardless of the functional classification. For Town road only being resurfaced, two foot shoulders are required on Town road with design speeds 50 mph or less and four foot shoulders on Town roads with 55 mph design speeds. State required shoulder widths on County highways, regardless of the functional classification, are as follows: County trunk highways with design speeds of 40 mph require shoulder widths of two to four feet, County trunk highways with design speeds of 50 or 55 mph require

shoulder widths of six feet, and County trunk highways with design speeds of 60 mph require shoulder widths of eight feet.

Approximately 36.6 miles of Town and County roadway in the Town of Fort Winnebago have shoulder widths below four feet but only 3.2 miles of Town road has shoulders widths below two feet. All segments of Town and County roads in Fort Winnebago should be evaluated by the Town for substandard shoulder widths to determine if improvements can be made to bring these road segments up to current standards. In an effort to bring all the Town of Fort Winnebago's roadways up to current standards, a road improvement plan should be established by the Town determine which improvements are feasible and to make the improvements in the most economical manner possible.

The Town of Fort Winnebago should also evaluate the roads in the Town that are classified as private entrances for their potential to be vacated and turned over to the adjacent landowners for use as a private driveway. These roads often contain many of the deficiencies listed above and would be cost prohibitive to bring up to Town road standards. In addition, removal of these roads from Town jurisdiction can provide road maintenance savings to the Town.

3.11 THE TRANSPORTATION SYSTEM

The transportation system that serves the Town of Fort Winnebago provides for the transport of goods and people into, out from, and within the Town. Many elements of the system are not located in the Town itself. While the Town has little direct influence on transportation links outside its boundaries, it may be in its best interest to encourage the improvement of these links to better serve the Town's residents. The transportation system operates in the air and on land and water. Land based transport includes pedestrian, bicycles, and rail as well as highway.

3.11.1.1 Water Transport

Water born transport of goods is efficient, but the Town of Fort Winnebago does not have a river systems suitable for commercial transportation. The Mississippi River, approximately 100 miles west of the County, is the closest river system with commercial transportation service. The nearest international seaport is the Port of Milwaukee, approximately 170 miles from the Town. The Town of Fort Winnebago should support improvements to this port that benefit the interests of business and industry in the Town.

3.11.1.2 Airports

Air transportation is an important transportation mode for moving both goods and people. Its use is substantial and increasing. Convenient access to at least a general airport is critical to many businesses. A system of properly designed and coordinated airports is essential for efficient air transportation in the State of Wisconsin, Columbia County, and the Town of Fort Winnebago. In the Town of Fort Winnebago, commercial aviation services are provided by the Dane County Regional Airport in Madison. Commercial airline service is also available from the Central Wisconsin Airport in Wausau and by General Mitchell Field in Milwaukee which is also an international airport.

The Wisconsin Department of Transportation, Bureau of Aeronautics in conjunction with the Bureau of Planning has developed the Wisconsin State Airport System Plan 2020. Most airports included in the State Plan are eligible for State and Federal improvement grant. The State plan identifies four general classifications of airports based upon the type of service they provide. Table 3-6 provides descriptions of the different airport classifications.

The Portage Municipal Airport is the only airport in Columbia County that is part of the State's Airport System Plan. The Portage Municipal Airport is classified as a General Utility Airport and is expected to remain at this classification for the duration of the 20-year planning period. The Wisconsin DOT's Five Year Airport Improvement Program includes the Portage Municipal Airport as a facility slated for improvement. Under the Airport Improvement Program, the Portage Municipal Airport is to be relocated to a new site on the north side of the City. Construction of the new airport is scheduled for no earlier than 2005 depending on funding availability.

In addition to the Portage Municipal Airport, Columbia County has 19 other airport facilities. Two of these airport facilities, the Devine Savior Heliport and Coleman Field, are located near the Town of Fort Winnebago. Most of these airport facilities are small privately owned and operated airstrips or heliports. The two exceptions are Gilbert Field in Rio that is a privately owned facility open for public use and the Lodi Lakeland Airport that is publicly owned by the Town of Lodi but is not open to public use. Table 3-7 lists the Airports located in Columbia County and Map 3-3 in Appendix I illustrates the location of the facilities in the County including the Town of Fort Winnebago.

TABLE 3-6
State of Wisconsin Airport Classifications

Airport Type	Description
<i>Air Carrier/Cargo (AC/C)</i>	<p>Airports designed to accommodate virtually all aircraft up to and, in some cases, including, wide body jets and large military transports. Airports in this category are usually referenced by the type of air carrier service being provided.</p> <ul style="list-style-type: none"> • Short-haul air carrier airports serve scheduled, nonstop, airline markets and routes of less than 500 miles. Short-haul air carriers typically use aircraft weighing less than 60,000 pounds. In Wisconsin, short-haul air carrier airports normally have a primary runway length of 6,500 to 7,800 feet. • Medium-haul air carrier airports serve scheduled, nonstop, airline markets and routes between 500 and 1,500 miles. Medium-haul air carriers typically use aircraft weighing 60,000 to 300,000 pounds. In Wisconsin, medium-haul air carrier airports normally have a primary runway length of 7,800 to 8,800 feet. • Long-haul air carrier airports serve scheduled, nonstop, airline markets and routes of over 1,500 miles. Long-haul air carriers typically use wide-bodied jet aircraft weighing more than 300,000 pounds. In Wisconsin, long-haul air carrier airports normally have a primary runway length of 8,800 to 9,800 feet.
<i>Transport/Corporate (T/C)</i>	<p>Airports intended to serve corporate jets, small passenger and cargo jet aircraft used in regional service and small airplanes (piston and turboprop) used in commuter air service. These aircraft generally have a gross takeoff weight of less than 60,000 pounds, with approach speeds below 141 knots and wingspans of less than 118 feet. In Wisconsin, airports in this category normally have a primary runway length of 4,800 to 6,800 feet.</p>
<i>General Utility (G/U)</i>	<p>Airports intended to serve virtually all small general aviation single and twin-engine aircraft, both piston and turboprop, with a maximum takeoff weight of 12,500 pounds or less. These aircraft generally have approach speeds below 121 knots and wingspans of less than 79 feet. Typically, these aircraft are used for business and charter flying and for personal reasons. In Wisconsin, airports in this category normally have a primary runway length of 3,900 to 4,800 feet.</p>
<i>Basic Utility (B/U)</i>	<p>Airports intended to serve all small single-engine piston aircraft and many of the smaller twin-engine piston aircraft with a gross takeoff weight of 12,500 pounds or less. These aircraft typically seat from two to six people and are now commonly used for business and some charter flying as well as a wide variety of activities including recreational and sport flying, training, and crop dusting. In Wisconsin, airports in this category normally have a primary runway length of 2,800 to 3,900 feet. Basic utility airports are divided into two subcategories.</p> <ul style="list-style-type: none"> • Basic Utility-B (BU-B) airports are designed to accommodate aircraft of less than 12,500 pounds gross weight, with approach speeds below 121 knots and wingspans of less than 49 feet. Such aircraft can be either single-engine or twin-engine piston. • Basic Utility-A (BU-A) airports are designed to accommodate aircraft of less than 6,000 pounds gross weight, with approach speeds below 91 knots and wingspans of less than 49 feet. Such aircraft are typically single-engine piston.

Source: Wisconsin DOT, Bureau of Aeronautics

TABLE 3-6
Columbia County Airports, 2004

Airport Name & Municipality	Town, Range, & Section	Airport Classification	Type of Ownership	Type of Use	Elevation (feet)	Runways (feet)
Portage Municipal Airport City of Portage	T 13 N, R 9 E Section 31	General Utility	Public	Public Use	825	3,010 Asphalt 3,775 Asphalt
Lodi Lakeland Airport Town of Lodi	T 10 N, R 8 E Section 22	N/A	Public	Private Use	844	1,900 Turf
Del Monte Airport Town of Leeds	T 10 N, R 10 E Section 21	N/A	Private	Private Use	1,060	2,400 Turf
Mill House Field Town of Wyocena	T 12 E, R 10 E Section 23	N/A	Private	Private Use	820	2,000 Turf
Gilbert Field Town of Lowville	T 11 N, R 10 E Section 1	N/A	Private	Public Use	925	1,092 Turf
Prescott Field Town of Wyocena	T 12 N, R 10 E Section 27	N/A	Private	Private Use	870	1,900 Turf
Horton Field Town of Pacific	T 12 N, R 9 E Section 26	N/A	Private	Private Use	820	2,500 Turf
Bancroft East Airport Town of Springvale	T 12 N, R 11 E Section 16	N/A	Private	Private Use	840	2,600 Turf
Bancroft Field Town of Dekorra	T 11 N, R 9 E Section 16	N/A	Private	Private Use	840	3,000 Turf
Columbus Hospital Heliport City of Columbus	T 10 N, R 12 E Section 23	N/A	Private	Private Use	859	60 Asphalt
Coleman Field Town of Pacific	T 12 N, R 9 E Section 2	N/A	Private	Private Use	800	1,700 Turf
Rohde's Airport Town of Marcellon	T 13 N, R 10 E Section 35	N/A	Private	Private Use	840	1,700 Turf
Higgins Airport Town of Otsego	T 11 N, R 11 E Section 10	N/A	Private	Private Use	950	2,000 Turf
Knutson Field Town of Wyocena	T 12 N, R 10 E Section 28	N/A	Private	Private Use	820	1,600 Turf 2,300 Turf
Weatherbee Field Airport Town of Wyocena	T 12 N, R 10 E Section 31	N/A	Private	Private Use	960	1,200 Turf
Fountain Prairie Field Airport Town of Fountain Prairie	T 11 N, R 12 E Section 36	N/A	Private	Private Use	880	3,000 Turf
Sopha Field Airport Town of Dekorra	T 11 N, R 9 E Section 17	N/A	Private	Private Use	890	2,683 Turf
Divine Savior Hospital Heliport City of Portage	T 13 N, R 9 E Section 31	N/A	Private	Private Use	813	75 Concrete
McDaniel Field Town of Caledonia	T 11 N, R 8 E Section 30	N/A	Private	Private Use	1,000	2,000 Turf
Marshall Field Town of Courtland	T 12 N, R 12 E Section 31	N/A	Private	Private Use	Unknown	2,600 Turf
Slinger Field Town of Courtland	T 12 N, R 12 E Section 1&2	N/A	Private	Private Use	Unknown	2,100 Turf
Currie Field Town of Arlington	T 10 N, R 8 E Section 22	N/A	Private	Private Use	Unknown	2,600 Turf
Swart Airport Town of Randolph	T 13 N, R 12 E Section 21	N/A	Private	Private Use	Unknown	2,600 Turf

Source: Wisconsin DOT, Bureau of Aeronautics & Columbia County Planning and Zoning

3.11.2 Railroads

Railroads are an important segment of the transportation system in Wisconsin. Approximately 3,664 miles of track are currently in service in Wisconsin. Because Columbia County is centrally located in the State, the County provides a vital link in the State's rail system and has a significant network of rail lines. Three freight rail companies currently serve the County with approximately 102.1 miles of track. The three freight rail companies consist of the Canadian Pacific Railway with 64.6 miles of track in the County, the Wisconsin & Southern Railroad Company with 21.6 miles of track, and the Union Pacific Railroad with 15.9 miles of track. Rail lines pass through 16 of the 21 Towns in the County. The Town of Fort Winnebago is not directly served by rail, however the Canadian Pacific Railway operates the line that runs through the City of Portage just south of the Town. Freight rail is important to industry and the economy of Columbia County and the Town of Fort Winnebago. Efforts to maintain a high quality freight rail system in the County and the Town should be encouraged whenever possible. The rail lines in Columbia County are illustrated on Map 3-4 in Appendix I.

Passenger rail service is also an important function of the rail system in Columbia County. Amtrak's Empire Builder passes through Columbia County, but not through the Town of Fort Winnebago, on its run between Chicago and the Pacific Northwest. The Empire Builder operates one train per day in each direction and stops in Columbus, Portage, and Wisconsin Dells as it passes through the County. The number of passengers traveling to and from Columbia County stations is illustrated in table 3-8. The Columbus station is the most heavily used station in the County most likely due to its proximity to Madison and the quality road connections to the station via US Highway 151. The number of passengers declined at all County stations in 2001 and 2002 due likely to the economic recession. Access to passenger rail is an important transportation link for the Town of Fort Winnebago. The Empire Builder route through Columbia County is illustrated on Map 3-4 in Appendix I.

TABLE 3-7

Number of Empire Builder Passengers Using Columbia County Stations, 2000 - 2003

Year	Columbus	Portage	Wisconsin Dells
2000	15,300	6,300	11,400
2001	12,400	4,900	9,500
2002	10,700	4,000	9,000
2003	12,500	6,300	10,200

Source: Wisconsin Department of Transportation

In addition to the Empire Builder, passenger rail in Columbia County may be expanded in the near future to include high-speed trains under the Midwest Regional Rail System (MWRRS). The Wisconsin Department of Transportation has been studying and planning for the implementation of the 3,000 mile MWRRS that will serve nine states using Chicago as a hub. A proposed route connecting Chicago, Milwaukee, Madison, and Minneapolis/St. Paul will pass through Columbia County. The route would have six round-trip trains (a total of 12 trains per day) passing through the County each day, with three round-trip stops in Portage and Wisconsin Dells and three round trip express trains that do not stop. Implementation of the MWRRS is contingent on the availability of federal funding. Currently no federal funding exists for the project, however several funding bills appropriating money for the project are being considered in Congress.

The proposed route for the MWRRS in Columbia County will use the existing Canadian Pacific Railway track that runs from Madison north through the Town and Village of Arlington, the Village of Poynette, and the Towns of Dekorra and Pacific to the City of Portage. From Portage, the trains will follow the

Canadian Pacific Railway track that parallels STH16 through the Towns of Lewiston and Newport and continue on to the City of Wisconsin Dells. The MWRSS trains will travel at speeds up to 110 mph. As a result of the high speeds, significant improvements will be needed to the entire rail corridor. These improvements will include track upgrades, grade separation or closure of road crossings, improved crossing gates, and the fencing of the entire rail corridor. High-speed trains can have a significant impact on lands adjacent to the rail corridor, such as accessibility to the land, noise, and safety. Convenient access to high speed rail adds an important transportation option to the Town of Fort Winnebago. The proposed route for the MWRSS in Columbia County is illustrated on Map 3-4 in Appendix I.

3.11.3 Trucking

Trucking is an important part of the economy of the Town of Fort Winnebago, Columbia County, and the State of Wisconsin. Trucking on the highway system is the preferred method of transporting freight, with 90 percent of freight in Wisconsin being hauled in this manner. The highway infrastructure to support trucking in Columbia County and the surrounding region is sufficient to meet the needs of the trucking industry. All Interstate and U.S highways in the County, as well as most State Highways, are designated as official truck routes by the Wisconsin Department of Transportation. In the Town of Fort Winnebago, official truck routes consist of Interstate Highway 39, US Highway 51, and STH 33. A continued commitment to providing an adequate transportation system for trucking is important to economic growth in the Town.

3.11.4 Public Transit

Public transit available to the Town of Fort Winnebago consists of bus service and the State vanpool. Greyhound Bus Company serves in the Cities of Madison and Wisconsin Dells provide the Town with the closest regularly scheduled bus service. Other charter bus lines also provide charter service to the Town when needed.

The Wisconsin Department of Administration offers a Vanpool to assist commuters in their ride to work. The State Vanpool provides alternate transportation for State and non-State employees commuting to Madison from outside communities. Participants can join a group that is already established or, if there are enough interested people, they can form a new vanpool. Vanpools are based on sharing commute expenses. Generally, one member of the group volunteers to drive and riders share the cost of operating the Vanpool. Several Vanpools serve the Town of Fort Winnebago area.

There are no current plans for the expansion of public transit in the Town during the planning period.

3.11.5 Bicycles

Bicycling can play an important role in the overall transportation system in the Town. Bicycles are used by Columbia County residents, including those in the Town of Fort Winnebago, for a variety of purposes including adults commuting to work and children riding bikes to school. The State of Wisconsin DOT has prepared the Wisconsin Bicycle Transportation Plan 2020. The purpose of this plan is to establish bicycling as a viable, convenient, and safe transportation choice in the State. The plan outlines the benefits offered by improving and expanding bicycling opportunities in the State. These benefits include the following: an alternative means of transportation, reduced traffic congestion, decreased need for parking, reduced pollution, increased physical activity, added roadway safety from paved shoulders (for both bicycles and motorists), and economic benefits from bicycle sales, service, and tourism. The plan also outlines the roles and responsibilities of counties in implementing the State Plan. These roles and responsibilities include:

- Consider the needs of bicyclists in all road projects and build facilities accordingly.
- Develop, revise, and update long-range bicycle plans and maps.
- Consider adopting a shoulder paving policy.
- Promote land use policies that are bicyclist-friendly.
- Educate County sheriffs on the share-the-road safety techniques and enforcement strategies for specific high-risk bicyclist and motorist infractions of the law.

Bicycles facilities in the Town of Fort Winnebago currently consist mainly of shoulder areas on existing roads. Shoulders on Town roads are usually narrow and unpaved making bicycle travel difficult. State and County highways tend to have wider shoulders, but traffic levels on these roads make bicycle traffic unsafe or undesirable. Local streets in incorporated municipalities, such as the City of Portage, offer some opportunity for bicycling with paved areas between traffic lanes and curbs, however arterial roads in these communities with the absence of marked bike lanes combined with high traffic levels can discourage bicycle traffic. No officially designated off road bicycle routes currently exist in the Town.

A number of possibilities exist to improve bicycling opportunities and the safety of bicyclists in the Town of Fort Winnebago and help in implementing the State Bicycle Plan. Town support for the preparation of a Bicycle and Pedestrian Improvement Plan for Columbia County can aid in promotion and improvement of conditions for bicycling in Columbia County including the Town of Fort Winnebago and should be a priority. A good starting point for this plan is the Wisconsin State Bike Map published by the Bicycle Federation of Wisconsin (a statewide, nonprofit, bicycle advocacy organization) in partnership with the Wisconsin DOT. This map classifies State and County roads throughout the State in terms of bicycling conditions. It also identifies recreational bicycle trails and mountain bike facilities, and provides contacts for local bicycle route information. Town roads are not rated for their bicycling conditions but are identified with their road names. The portion of the State Bike Map for Columbia County, including the Town of Fort Winnebago, is illustrated on Map 3-5 in Appendix I. The State Bicycle Map can help in identifying roads that need improvements to accommodate bicycles. Efforts should be made to improve bicycling conditions on roads in the Town of Fort Winnebago as the roads are periodically reconstructed. Improvements to the roads typically include wider paved shoulders and marked lanes for bicycles.

In addition to improving existing roads, the Town of Fort Winnebago should examine the possibility of developing off road bicycle trails. Abandoned rail corridors or utility corridors provide unique opportunities for the development of bicycle trails. The Town of Fort Winnebago should inventory these types of corridors in the Town and examine the feasibility of converting these corridors into bike trails. In addition, preserving future abandoned rail corridors for the development of bike trails should be a priority.

3.11.6 Pedestrian Transportation

The pedestrian transportation system in the Town of Fort Winnebago consists mainly of roadway shoulders. The Marquette segment of the Ice Age Trail also provides a means of pedestrian transportation in the Town. In 2000, the US Census reported that 834 people in Columbia County walked to work. The State of Wisconsin DOT has prepared the Wisconsin Pedestrian Policy Plan 2020 to outline statewide and local measures to increase walking and promote pedestrian safety. The plan's three goals include increasing the number and improving the quality of walking trips in Wisconsin, reducing the number of pedestrian crashes and fatalities, and increasing the availability of pedestrian planning, design guidance, and other general information for State and local officials and citizens. The plan further encourages local levels of government to consider the needs of pedestrians in their plans. Pedestrian transportation should be considered in new development projects, as well as redevelopment projects and road construction projects. In the Town of Fort Winnebago, pedestrian transportation facilities might include a footpath system within a residential area or a path along a scenic Town road. These projects should look for ways

to accommodate pedestrians and to provide the opportunity to walk rather than drive within a residential area. A full evaluation of potential pedestrian transportation opportunities should be considered by the Town.

3.11.7 Transportation for the Disabled

Transportation services are available to the elderly and disabled in Columbia County and the Town of Fort Winnebago through the County Department of Health & Human Services Division of Aging & Long Term Care Support. Transportation Services are available to people who are over age 60 or are disabled and have no other access to affordable transportation. The Department provides a vehicle that transports older and disabled people from their homes to medical facilities located in Madison. The elderly and disabled also can get transportation for medical appointments or other important personal business from available Department vehicles or through volunteers willing to drive them.

4.0 UTILITIES AND COMMUNITY FACILITIES

This element contains information about existing utilities and community facilities in the Town of Fort Winnebago. Facilities discussed in this element include sewer and water, storm water management, solid waste & recycling, parks, utilities, cemeteries, health and childcare facilities, police, fire and rescue, libraries, schools, and other facilities such as the Town's buildings and facilities.

4.1 UTILITIES AND COMMUNITY FACILITIES VISION

- ◆ Public facilities that meet the needs of Town residents.

4.2 UTILITIES AND COMMUNITY FACILITIES GOALS AND OBJECTIVES

Goal 1: Public facilities that meet the needs of Town residents.

- Objective 1:* Provide adequate public facilities for planned growth and development in proper locations and with adequate space for the future.
- Objective 2:* Coordinate the provision of public facilities with other units of government, when feasible.
- Objective 3:* Meet with local school district officials to ensure schools meet the needs of Town residents.
- Objective 4:* Notify appropriate local school district officials of major residential developments within the Town to prevent unexpected large enrollment increases.
- Objective 5:* Work with local school district officials to ensure that the locations of new schools adequately serve Town residents.
- Objective 6:* Work with local school district officials to ensure that the closing of unneeded schools does not adversely affect Town residents.
- Objective 7:* Plan for future needs at Town facilities.
- Objective 8:* Meet with other public and private officials to coordinate the provision of public facilities, such as libraries, hospitals, and cemeteries to accommodate future development within the Town.

Goal 2: Maintain and improve services available to Town residents.

- Objective 1:* Provide public services in accordance with current and future needs, in proper locations, and with adequate capacities for the future.
- Objective 2:* Coordinate the provision of public services with other units of government, when feasible.
- Objective 3:* Direct public services into areas planned for future development.
- Objective 4:* Work with local fire departments serving the Town to study response times for fire and EMS.
- Objective 5:* Develop a storm water plan and related ordinances for the Town.
- Objective 6:* Annually review the police protection services within the Town.
- Objective 7:* Annually meet with the neighboring towns, cities, and/or villages to review the fire protection and ambulance service mutual aid and/or contractual agreements.
- Objective 8:* Develop a policy that establishes acceptable driveway standards for emergency vehicle access.

Goal 3: Ensure that modern and sufficient public utility services are available within the Town.

- Objective 1:* Encourage public utilities to provide service in accordance with long-range needs and in proper locations within the Town.
- Objective 2:* Review planned developments to ensure adequate utilities can and will be provided according to long-range needs within the Town.
- Objective 3:* Meet with other units of government to coordinate the provision of public utilities to accommodate future development within the Town.
- Objective 4:* Encourage the creation of private and/public sanitary sewer districts, where appropriate.

Goal 4: Ensure adequate park and recreational opportunities for Town residents.

- Objective 1:* Examine the need for additional recreational facilities in the Town i.e. snowmobile trails, bike trails, boat launches, parks.
- Objective 2:* Develop and maintain a Town Park, Recreation, and Open Space Plan to ensure Town eligibility for grants from the State.
- Objective 3:* Encourage the Columbia County Board to support and expand the County Park System.
- Objective 4:* Encourage the development of parks as a means to preserve and protect important natural features in the Town.

Goal 5: Promote a unified approach to utilities and community facilities development involving all levels of government and private entities.

- Objective 1:* Meet regularly with county and state officials to coordinate development plans.
- Objective 2:* Seek appropriate input from property owners in areas planned for development.
- Objective 3:* Meet with local school board officials as needed.

4.3 UTILITIES AND COMMUNITY FACILITIES PROGRAMS**4.3.1 Knowles-Nelson Stewardship Program**

The Wisconsin Legislature established the Knowles-Nelson Stewardship Program in 1989 to preserve valuable natural areas and wildlife habitat, protect water quality and fisheries, and expand opportunities for outdoor recreation. The program is named for two of Wisconsin's conservation leaders, Governor Warren Knowles and Senator Gaylord Nelson. The two main goals of the program are to preserve Wisconsin's most significant land and water resources for future generations and to provide the land base and recreational facilities needed for quality outdoor experiences. These goals are achieved by acquiring land and easements for conservation and recreation purposes, developing and improving recreational facilities, and restoring wildlife habitat.

The program is funded with general obligation bonds. The state sells bonds to investors now and then pays back the debt over the next 20 years. This spreads the cost over time so it is shared with future users of public lands. A total of \$60 million dollars is available each year. Foundations, businesses, and private citizens also contribute to Stewardship projects, and landowners may donate land and easements too.

The leveraging of private resources with public funds is an important part of the Stewardship Program. Under the program, the WDNR provides 50 percent matching grants to local governments and private nonprofit organizations for eligible projects. These grants enable the state to stretch its dollars by leveraging those dollars with other funding sources. The utilization of these grants by Town of Fort Winnebago can help to acquire recreational lands in the Town and should be pursued when appropriate.

4.3.2 Clean Sweep Program

The Clean Sweep Program is a voluntary State and County program that provides a legal, safe, and convenient means of disposing of hazardous wastes from homes, farms, and businesses. The Clean Sweep Program protects the environment by properly disposing of hazardous chemicals rather than allowing them to get into local landfills, neighborhood soils, or groundwater. County residents can dispose of unwanted hazardous items at specified drop off point on specific days that the program is offered. Clean Sweep is funded through grants from Wisconsin DNR and the Wisconsin Department of Agriculture, Trade, and Consumer Protection as well as by local contributions from Columbia County and others.

4.3.3 Crime Stoppers

The Columbia County Sheriff's Department works along with partners at the Portage Daily Register and the Portage School District in implement the Crime Stoppers Program. Under the program, the Sheriff's Department provides information to the Portage Daily Register that then publishes the "Top Ten Most Wanted" list and the "Crime of the Month". The "Top Ten Most Wanted" list includes the most sought after offenders while the "Crime of the Month" highlights a recent unsolved crime and seeks anonymous information that may lead to the identification of a suspect or the arrest of the offenders.

At the Portage School District, the Columbia County Crime Stoppers has implemented the "Fast Cash Program". The "Fast Cash Program" pays rewards to persons who provide information to Crime Stoppers concerning the possession of alcohol, drugs, or weapons within any of the Portage schools. The Portage High School media department students have also worked with Columbia County Crime Stoppers by producing broadcast videos highlighting recent crimes. These short informational segments are aired on the local cable channels on a frequent basis.

4.3.4 Columbia County D.A.R.E. Program

Drug Abuse Resistance Education (D.A.R.E.), a nationally recognized program that teaches school age children to say "NO" to drugs, was piloted by the Los Angeles Police Department in September of 1983. The program was so successful that it spread to all 50 states as well as American military posts throughout the world. D.A.R.E. is a collaborative effort between law enforcement, schools, parents, and the community. D.A.R.E. teaches children to recognize and resist the direct and subtle pressures that influence them to experiment with alcohol, tobacco, marijuana, inhalants, and other drugs.

The D.A.R.E. Program can be introduced to K-2 children and continue with 3-4th grades with the core curriculum usually taught to 5th graders. A new D.A.R.E. curriculum challenges students by having them participate in active learning. The benefit to children is the strong foundation of decision-making skills that they apply to real life situations. The new D.A.R.E. curriculum has been shortened to nine lessons and a culmination. The Columbia County Sheriff's Office has supported the D.A.R.E. program since 1996. The Columbia County Sheriff's Office has several certified D.A.R.E. instructors who have been actively involved with schools in the following townships and communities: Arlington, Caledonia, Dekorra, Fort Winnebago, Lewiston, Marcellon, and Pardeeville.

The Columbia County Sheriff's Office has received generous support from the community to continue their efforts. Both businesses and private individuals have made contributions. In addition, the Portage Elks Club sponsors an annual golf outing to help raise money for local D.A.R.E. programs.

4.3.5 Columbia County Drug Education And Enforcement

The Columbia County Sheriff's Department is committed to providing education about the resistance to drug abuse, as well as a commitment to proactive enforcement of controlled substance laws. The Columbia County Sheriff's Department has successfully applied for federal drug task forces grants. The Sheriff's Department works jointly with local agencies to create a multi-jurisdictional task force designed to target drug traffickers and manufactures. Street level drug dealers also receive additional enforcement attention. The grant is administered by The State of Wisconsin Office of Justice Assistance. Seventy-five percent of the funds awarded are made available to the state through the federal Byrne Memorial State and Local Law Enforcement Assistance Program. In addition to the Sheriff's Department, the following agencies participate in the CCDEE Task Force-Portage Police Department, Cambria Police Department, Columbus Police Department, Fall River Police Department, Lake Delton Police Department, Lodi Police Department, Wisconsin Dells Police Department, Rio Police Department, and The Poynette Police Department. The Columbia County District Attorney's Office is also a participating agency serving in an advisory role.

4.3.6 Hope House/D.A.R.T.

Hope House of Columbia County and The Columbia County DART (Domestic Abuse Response Team) program offers services to persons in need during domestic violence incidents. Members of the DART team respond to domestic violence calls along with Law Enforcement in Columbia County. DART offers assistance with safety planning, counseling, temporary restraining orders and many other functions. Hope House offers additional services including temporary placement of families during crisis, a 24 hour crisis phone line, options counseling, information and referrals, Women's and Children's support groups, and community education. In cooperation with The Columbia County Sheriff's Office, Hope House/DART offers 911 emergency cell phones to victims in need. The cell phone project involves the use of mostly donated cell phones. The cell phones only dial emergency 911.

4.3.7 Columbia County Cannabis Enforcement And Suppression Effort (CEASE)

The Columbia County Sheriff's Department is an active member agency involved in the CEASE program. The Cannabis Enforcement and Suppression Effort (CEASE) is a law enforcement program directed at the reduction of cultivated and non-cultivated marijuana throughout the State of Wisconsin. The CEASE program is focused on supporting federal, state and local law enforcement agencies in order to curb marijuana cultivation, distribution and use.

The primary goal of the CEASE program is to augment local law enforcement efforts in locating indoor and outdoor marijuana grow operations and arrest of those responsible. CEASE also provides support for the eradication of non-cultivated, wild marijuana. CEASE program management compiles statewide statistics, intelligence data and distributes funds to be used for the investigation and eradication of domestic marijuana grows. Reports on CEASE activity are prepared and forwarded to the U.S. Drug Enforcement Administration and law enforcement throughout Wisconsin. Agencies involved in the CEASE program are individual Sheriff's Departments, Drug task Forces, Wisconsin Department of Natural Resources, U.S. Forest Service, and Civil Air Patrol. The division of Narcotics Enforcement is responsible for program management, which is funded by the U.S. Drug Enforcement Administration and directly supported by the Wisconsin National Guard Drug Control Program.

4.4 UTILITIES AND COMMUNITY FACILITIES

4.4.1 Sanitary Sewer Service

Public sanitary sewer is not available in the Town of Fort Winnebago. However, public sanitary sewer is available adjacent to the Town of Fort Winnebago in the City of Portage. The City does not extend sanitary sewer service into the Town of Fort Winnebago. Detailed information about the types of treatment, design flow, and capacity of the public sanitary sewer systems throughout Columbia County are described in Table 4-1. The location of these municipal systems within the County is illustrated on Map 4-1.

TABLE 4-1
Public Waste Water Treatment Plants, Columbia County, 2005

Plant Location	Type of Treatment	Maximum Design Flow (gallons per day)	Average Daily Flow (gallons per day)	% Capacity Being Used	Year Built
Village of Arlington	Recirculating sand filter.	117,000	40,000	34.2%	2000
Village of Cambria	Oxidation ditch, chlorine disinfection, liquid sludge storage.	126,000	85,000	67.5%	1983
City of Columbus	Activated sludge with extended aeration, tertiary filters, chlorine disinfection, phosphorus treatment, sludge digestion, sludge storage as solid.	1,000,000	650,000	65.0%	1984
Village of Fall River	Stabilization ponds and storage lagoon.	182,000	125,000	68.7%	1985
Village of Friesland	Stabilization ponds.	27,000	2,000	7.4%	1989
Harmony Grove / Okee Sanitary District	Sequencing batch reactor, effluent seepage ponds.	500,000	200,000	40.0%	2003
City of Lodi	Biotower, UV disinfection, chemical phosphorus removal, liquid sludge storage.	620,000	376,000	60.7%	1997
Village of Pardeeville	Aerated lagoons, fill & draw effluent discharge.	314,200	200,000	63.7%	1985
City of Portage	Rotating biological contactors, chemical phosphorus removal, chlorine disinfection, anaerobic digesters, cake sludge storage.	2,000,000	1,466,000	73.3%	1983
Village of Poynette	Oxidation ditch, ultraviolet disinfection, bio-phosphorus removal, liquid sludge storage.	470,000	200,000	42.6%	1997
Village of Randolph	Activated sludge and aeration (no lagoon).	300,000	124,000	41.3%	1982
Village of Rio	Aerated lagoons, fill & draw effluent discharge.	115,000	70,000	60.9%	1982
City of Wisconsin Dells	Oxidation ditch, bio and chemical phosphorus removal, chlorine disinfection, cake sludge storage.	2,830,000	1,474,000	52.1%	1983
Village of Wycena	Aerated lagoons, effluent land disposal.	122,000	65,000	53.3%	1999

Source: Wisconsin Department of Natural Resources

4.4.2 Storm Water Management

The intent of storm water management is to reduce or eliminate runoff from the washing of pollutants or sediments into water bodies or wetlands. In the Town of Fort Winnebago, storm water management is addressed independently on a site-by-site basis. The primary methods for handling storm water management in the Town includes the use of ditches, culverts, grassed waterways, rock chutes, and drainage swales that follow local topography. Permits for storm water discharge are required from the WDNR for construction sites of more than one acre, all non-metallic mines, and industrial sites. The Town of Fort Winnebago currently has no regulations regarding storm water management.

4.4.3 Water Supply

Public water supply is not available within the Town of Fort Winnebago. All properties in the Town are served by private wells. The US Census Bureau reported that the Town of Fort Winnebago had 276 private wells in 1990. A public water supply system is available adjacent to the Town in the City of Portage. The Wisconsin Public Service Commission Annual Reports from water utilities as well as WDNR system inspections provide information about the existing infrastructure and capacities of these public water systems. Information from these reports about the public water systems in the City of Portage is provided below. The locations of all public water supply systems within Columbia County are illustrated on Map 4-1 in Appendix I

◆ Portage Waterworks

The Portage Waterworks was established in 1886. There are approximately 3,640 metered customers served by the system. Groundwater is the only source of water for the utility. The utility has four active wells with depths of 125, 129, 145, and 269 feet as well as a new well under construction with a depth of 274 feet. The well pumping capacities range from 1,000 to 2,150 gpm with an average daily pumpage of 1,597,200 gallons and a maximum daily pumpage of 2,200,000 gallons. System water pressures range from 35 to 70 psi. Water in the system is treated with chlorine, fluoride, and polyphosphate. Iron removal is also performed on the water in the system and zeolite softening is performed on water from one well. Water storage for the system consists of three elevated storage tanks with capacities of 500,000, 500,000 and 750,000 gallons. The utility has approximately 300,000 feet of water mains and 435 hydrants.

4.4.4 Solid Waste Disposal and Recycling

The Town of Fort Winnebago offers no services for the disposal of solid waste or recyclables. Town residents can pay for solid waste pickup through Waste Management Inc. if they choose. Recyclables are transported by individual Town residents to the County recycling drop off site in Portage. The locations of solid waste and recycling drop off site throughout the County are illustrated on Map 4-2 in Appendix I.

The Columbia County Solid Waste Department operates a recycling and composting facility on State Highway 16 in the Town of Pacific. Recyclables are transported to the facility where they are sorted and prepared for shipment to market. The facility handles 22 tons of recyclables a day. The location of the Columbia County Composting and Recycling Facility is also illustrated on Map 4-2 in Appendix I.

In addition, numerous former solid waste dumpsites also exist around Columbia County. These sites include former industrial and municipal dumps. Map 4-2 in Appendix I also illustrates the known locations of former solid waste dumpsite in Columbia County including the Town of Fort Winnebago.

4.4.5 Private On-Site Wastewater Treatment Systems (POWTS)

Private on-site wastewater treatment systems are the predominant method of treating wastewater in the Town of Fort Winnebago. POWTS are systems that collect domestic wastewater and either treat it and discharge it to the soil or retain it in a holding tank. The three main types of on-site treatment facilities that are currently used in the Town of Fort Winnebago are conventional systems, mound systems/at-grade systems, and holding tanks. Between 1990 and 2004, 151 permits were issued for all on-site sanitary systems in the Town of Fort Winnebago including new and replacement systems. The US Census indicates that there were 273 existing private on-site sanitary systems in the Town in 1990. Table 4-2 illustrates the number of permits issued for different types of on-site sanitary systems over the 15 years between 1990 and 2004. Adding the total number of permits issued over the last 15 years to the 1990 Census total indicates that there are potentially over 424 private on-site wastewater treatment facilities in the Town of Fort Winnebago.

TABLE 4-2
Number of Permits Issued for On-Site Sanitary Systems by Year
Town of Fort Winnebago, 1990-2004

Year	Conventional	Mound /At-Grade	Holding Tank	Total
1990	6	0	0	6
1991	13	0	0	13
1992	11	0	0	11
1993	7	1	0	8
1994	9	0	0	9
1995	6	2	1	8
1996	9	1	1	11
1997	11	0	1	12
1998	7	5	0	13
1999	14	0	0	14
2000	8	0	0	8
2001	7	0	0	7
2002	13	0	0	13
2003	10	1	0	11
2004	6	1	0	7
Total:	137	11	3	151

Source: Columbia County Planning and Zoning

4.4.6 Parks and Recreational Facilities

Columbia County contains a variety of parks and recreational facilities. These facilities are provided by Columbia County, as well as the cities, villages, and towns in the County. The Town of Fort Winnebago has no Town parks. However, one County park is located in the Town, and parks in the City of Portage are also available for use by Town residents. Other recreational resources that are located in the Town of Fort Winnebago, such as wildlife preserves and hunting grounds provided by the state or federal government, are covered in the Agricultural, Natural, and Cultural Resources Element of this plan.

4.4.6.1 *Existing Parks and Recreational Facilities*

Columbia County maintains six parks and recreational facilities in the County that are available for use by the residents of the Town of Fort Winnebago. The County park system is jointly administered by the Columbia County Highway and Transportation Department and the Land and Water Conservation Department. Two employees from the Highway and Transportation Department perform maintenance work on the parks during the summer months. The Columbia County facilities include two County Parks and four Special Purpose Parks. The names and locations of these facilities are detailed in Table 4-3 and illustrated on Map 4-3 in Appendix I. Descriptions of the parks are also provided below.

TABLE 4-3
Inventory of County Owned Park and Recreational Facilities, Columbia County

Park or Recreational Facility	Location	Type
Wyona Park	Town of Wyocena	County Park
Governor's Bend	Town of Fort Winnebago	County Park
Owen Memorial Park	Town of Caledonia	Special Purpose Park
Lake George Access	Town of Pacific	Special Purpose Park
Park Lake Boat Landing	Town of Wyocena	Special Purpose Park
Whalen Grade	Town of Dekorra	Special Purpose Park

Source: Columbia County Planning and Zoning

◆ Wyona County Park

At 109.24 acres in size, Wyona County Park is Columbia County's largest recreation facility. The park is located on County Highway GG, just east of the Village of Wyocena. The park has water frontage on the Wyocena Millpond. The main area of the park has a paved access road and parking lot along with a permanent shelter with toilet facilities, a barrier free portable toilet, and picnic tables. Several picnic areas with pedestal tables and grills are located nearby along with a children's playground.

◆ Governor's Bend County Park

Governor's Bend County Park is a 3.39 acre park located west of County Highway F on Lock Road in the Town of Fort Winnebago. Most of the park is located on an island in the Fox River. A bridge connects the island to the parking area at the end of Lock Road. The park contains the historic location of navigational locks on the Fox River. The Marquette Segment of the Ice Age Trail also passes through the park. A barrier free portable toilet is located in the parking area and picnic tables and grills are located on the island. The park provides passive recreation opportunities in the form of hiking, picnicking, fishing, and canoeing.

- ◆ Owen Memorial County Park

Owen Memorial County Park is a 0.75 acre park located between Portage and Merrimac in the Town of Caledonia. This park functions mainly as a wayside with its main attraction being the view of the Wisconsin River Valley and Lake Wisconsin. The park contains a paved parking area, picnic tables, a grill, and a barrier free portable toilet. The park is mainly used for picnicking and viewing scenery.

- ◆ Lake George Access

Lake George Access is a one-acre facility located off of County Highway P on the north side of Lake George in the Town of Pacific. The facility has a paved parking lot and boat launch, a barrier free portable toilet, pit toilets, and a picnic area with a grill and pedestal table.

- ◆ Park Lake Access

Park Lake Access is 0.7 acre facility located off of State Highway 44 on the east side of Park Lake north of the Village of Pardeeville. The facility has a paved parking lot, boat launch with a dock, picnic tables, grill, and a barrier free portable toilet.

- ◆ Whalen Grade

Whalen Grade is a roadside area of less than an acre located along County Highway V in the Town of Dekorra. The grade is an enlarged portion of roadbed that crosses Lake Wisconsin and provides fishing opportunities along its banks. No formal parking is provided.

The Columbia County Comprehensive Plan identifies several potential sites for future County parks and additions to existing County parks. One of the potential parks, the historic site of Fort Winnebago, exists within the Town of Fort Winnebago. The sites identified in the County's Comprehensive Plan are listed because they may contain features that make them suitable to become a County park or recreational facility. No plans currently exist to acquire these properties and these sites are expected to remain in private ownership unless a decision is made to purchase the property. Consideration should be given to the locations of these identified potential parks when decisions on land uses in the Town. The locations of all the identified potential County parks are illustrated on Map 4-3 in Appendix I.

Parks and recreational facilities provide many benefits to the residents and visitors of the Town of Fort Winnebago. National Recreation and Park Association (NRPA) and other sources indicate that the demand for outdoor recreation has been increasing for some years and will most likely continue to grow based on lifestyles that allow for increased leisure time, greater mobility, and larger incomes to spend on recreational activities. Also, as the resident and tourist population of the area continues to grow, demand for recreational facilities will increase. It is important to keep pace with these trends in order for the Town of Fort Winnebago and all government levels to adequately provide parks and recreational facilities to their residents.

4.4.6.2 *Other Park and Recreational Facilities*

Several other park and recreational facilities exist within Columbia County and are available to residents in the Town of Fort Winnebago. These facilities are described below.

◆ Boat Landings

Approximately 28 public boat landings exist in Columbia County with one of these located in the Town of Fort Winnebago on French Creek. Public access to water features in the Town is an important function of these facilities and additional access to public water bodies should be pursued when appropriate and necessary. The locations of existing public boat landings in Columbia County including those in the Town of Fort Winnebago are illustrated on Map 4-3 in Appendix I.

◆ Ice Age National and State Scenic Trail

The Ice Age National and State Scenic Trail is one of eight Congressionally designated National Scenic Trails located throughout the United States. The Trail was authorized by Congress in 1980 and when completed will be a 1,200 mile footpath that meanders through 31 Wisconsin counties along the terminal moraine left by the glacier over 10,000 years ago. The Trail traces features left by the advance of the last glacier – the Wisconsin Glacier – from Potawatomi State Park in Door County to Interstate State Park on the St. Croix River in Polk County. Today, approximately half of the trail is complete. Over two million visitors use the trail each year. The Wisconsin Department of Tourism recognizes the Ice Age Trail as Wisconsin's number one outdoor recreation resource.

A variety of partners own and manage segments of the Trail. Among them: the Wisconsin Department of Natural Resources, the Ice Age Park & Trail Foundation (a non-profit organization), the U.S. Forest Service, county and municipal park and forestry departments, other public entities, and many generous private landowners. The Trail is funded through federal, state, and local governments as well as through private donations.

Two segments of the Ice Age Trail have been completed in Columbia County, the Portage Canal and Marquette Segment and the Lodi Marsh Segment. The Portage Canal and Marquette Segment starts at a trailhead in Pauquette Park in the City of Portage and follows the Portage Canal through the city and then northeast past the Indian Agency House. The Trail then follows the Fox River north through the Town of Fort Winnebago to Governor's Bend County Park. The trail then begins to follow local roads north to Marquette County. The length of the segment from Pauquette Park in the City of Portage to Governor's Bend County Park is approximately 11.5 miles. While no segments of the trail north of Governor's Bend County Park have yet been developed in the Town, a route north from the park has been proposed by the Ice Age Park & Trail Foundation. A proposal to extend the Ice Age Trail north of Governor's Bend County Park is also included in the Columbia County Comprehensive Plan. Consideration should be given to the proposed location of the trail when considering land uses in the Town.

The Lodi Marsh Segment starts near the border of Dane and Columbia counties and runs north through the 1,000-acre Lodi Marsh State Wildlife Area. The Trail travels along the edge of the marsh through lowland prairie and hilltops 300 feet in height. The total length of the segment is approximately 5 miles. Map 4-3 in Appendix I illustrates the location of the existing and proposed segments of the Ice Age Trail in Columbia County and the Town of Fort Winnebago.

♦ Snowmobile Trail System

The County snowmobile trail system also offers a recreational opportunity to the residents of the Town of Fort Winnebago. Counties in Wisconsin are eligible to apply for funding through the Wisconsin DNR to provide a system of well-signed and well-groomed snowmobile trails for public use in their county. Eligible projects for the funds include the maintenance and development of trails and the rehabilitation of existing snowmobile bridges and trail segments. Columbia County participates in this program for the maintenance of 298.7 miles of snowmobile trails within the County. The majority of the trails in Columbia County are located on private land and have been established through an easement with the land owner. In 2004, the Wisconsin DNR awarded \$74,675 to Columbia County for the County's snowmobile trail system. This money is distributed to 10 snowmobile clubs that operate in the County. These clubs are responsible for the signing, maintenance, and grooming of snowmobile trails in their assigned portion of the County. Clubs also operate club trails in addition to the ones funded through the State. Map 4-3 in Appendix I illustrates the location of the snowmobile trail system in Columbia County including the Town of Fort Winnebago.

4.4.7 Telecommunications Facilities

Verizon Communications provides telephone service in the Town of Fort Winnebago. Map 4-4 in Appendix I illustrates the telephone service provider boundaries for telecommunication service in Columbia County including the Town of Fort Winnebago. A quality telecommunication system in the Town of Fort Winnebago is important for economic development, with some businesses relying heavily on the telecommunication system. The telecommunications system is also important to public safety, providing contact with police, fire, and emergency services. Maintaining a quality telecommunications system should be a priority for the Town.

Wireless communication is also provided throughout Columbia County and the Town of Fort Winnebago by various providers. Signal strength is influenced by the number and location of towers as well as topography. The locations of existing communication towers in Columbia County and the Town of Fort Winnebago is also illustrated on Map 4-4 in Appendix I. Effort should be made to utilize the existing towers before approving additional towers. Such practices reduce the proliferation of unnecessary towers and the negative visual impacts the towers can have on the Town.

4.4.8 Electrical Service, Power Generating Plants, and Transmission Lines

Electrical service in Columbia County is provided by two utility companies and four municipal electric utilities. In the Town of Fort Winnebago, electrical service is provided by Alliant Energy and Adams-Columbia Electric Cooperative. Map 4-5 in Appendix I illustrates the electric service territories in Columbia County.

Major electrical infrastructure such as power plants, substations, and high voltage transmission lines form the backbone of the electrical system in Columbia County. Three power generating facilities exist in or adjacent to Columbia County. The Columbia Power Plant is located south of Portage on US Highway 51. The plant consists of two coal fired generation units. The first unit began operating in 1975 and the second in 1978. Each unit produces 527 megawatts of electricity for a total plant output of 1,054 megawatts. The Kilbourn Hydroelectric Dam is located on the Wisconsin River in Wisconsin Dells. The dam was built in 1909 and is capable of producing 10 megawatts of electricity. The Prairie Du Sac Hydroelectric Dam is located on the Wisconsin River in Prairie Du Sac. The dam was built in 1913 and is capable of producing 29 megawatts of electricity. Columbia County has 29 substations located along the various high voltage transmission lines that traverse the County. These high voltage lines operate at voltages of 69 kilovolts, 138 kilovolts, and 345 kilovolts. Two of these lines, a 69 kilovolt line and a 138

kilovolt line cross the Town of Fort Winnebago. Map 4-5 in Appendix I illustrates the locations of the electrical infrastructure in Columbia County including the Town of Fort Winnebago.

Demand for electricity increases each year. As a result of increasing demand several projects to improve the capacities and reliability of the electrical system are being planned by American Transmission Company (ATC) the company that owns and operates major transmission lines in Columbia County and the eastern half of Wisconsin. One of these projects affects electrical lines in the Town of Fort Winnebago. The Portage to Montello Electric Reliability Project will rebuild a 20 mile long transmission line mostly along an existing route roughly paralleling County Highway F. Two segments of the line will be rerouted to move the power line out of the French Creek Wildlife Area and to accommodate the Portage Municipal Airport relocation.

Reliable electric service is important to the economy of Columbia County and the Town of Fort Winnebago. Efforts should be made to support improvements to the electrical system in the County and Town, when appropriate. Furthermore, the Town should carefully review all proposed projects to ensure that they are in the best interest of the Town and that they do not negatively impact the Town's natural or cultural resources. Every effort should be made to examine all options and to proceed with the choice that has the fewest negatives and most positives for the Town.

4.4.9 Natural Gas Utilities and Pipelines

Alliant Energy provides natural gas service in the Town of Fort Winnebago. Alliant Energy's natural gas service area covers the entire Town. Natural gas is not available in all parts of a company's service area, but rather these areas are where the company has the right to provide gas service. Map 4-6 in Appendix I illustrates the natural gas service areas in Columbia County including the Town of Fort Winnebago.

Natural gas is brought into Columbia County by large underground pipelines that deliver gas to local distribution systems. Several large underground natural gas pipelines run through Columbia County, however none of these lines runs through the Town of Fort Winnebago. The location of the natural gas pipelines is illustrated on Map 4-6 in Appendix I. The location and capacity of these natural gas lines is important to economic development in the County and the Town. In particular, access to natural gas can be a major factor in a business or industry choosing to locate in the County or the Town. Support should be given to maintaining and improving access to natural gas in the Town of Fort Winnebago, when appropriate.

In addition to natural gas pipelines, one additional underground pipeline crosses Columbia County and the Town of Fort Winnebago. The Lakehead Pipeline runs diagonally in a north-south direction through the County including the northeast portion of the Town. This pipeline is part of the longest liquids pipeline in the world delivering over 2 million gallons of crude oil from Canada to the Chicago area per day. No direct access to the oil in the pipeline exists within Columbia County or the Town of Fort Winnebago, however pumping stations are located in the County. The location of the pipeline is illustrated on Map 4-6 in Appendix I. The location of pipelines in the Town should be considered when determining the location of residential uses in the Town.

4.4.10 Cemeteries

Columbia County contains 110 known cemeteries. These cemeteries range from small family plots to large municipal facilities with some dating back to the 1800's. Three of these cemeteries are located in the Town of Fort Winnebago. Map 4-7 shows the locations of known cemeteries in the County. Cemetery space in the Town appears to be adequate for timeframe covered by this plan.

4.4.11 Health Care Facilities

The availability of adequate health care facilities and services are important for measuring the attractiveness of a community in which to live and work. Columbia County has a wide variety of health care facilities available within the County that are available to the residents of the Town of Fort Winnebago. In addition, the County and Town's close proximity to Dane County and the City of Madison provides access to additional health care resources that are not available in Columbia County.

The following two hospitals are located in Columbia County and serve its residents:

◆ Divine Savior Healthcare

In October 2003, Divine Savior opened a new state-of-the-art facility in the City of Portage, replacing an undersized and outdated facility. The inpatient facility includes a 40-bed medical/surgical unit with private rooms and a 6-bed intensive care unit. The hospital has a staff of 640 people and many volunteers. Divine Savior's Emergency Department physicians and nurses provide comprehensive, round-the-clock emergency services. They also maintain their own EMS service, which is integrated with the Emergency Department. Other services include nursing therapy, dietary, laboratory, radiology, cardiopulmonary, social services, speech, audio logy, extended and home care and spiritual care personnel.

◆ Columbus Community Hospital

Columbus Community Hospital, located in the City of Columbus, is a 53-bed acute care facility offering a wide range of inpatient and outpatient services. The hospital employs 200 employees and 100 volunteers. A new 15,000 square foot Emergency Department was opened in March 2004. The \$3.4 million renovation addressed spatial needs and improved patient flow. In addition, the construction of a 27,000 square foot Medical Office Building at the hospital was also completed in April 2004.

In addition to the two hospitals located within Columbia County, hospitals in adjacent counties also serve the residents of Columbia County and the Town of Fort Winnebago. These hospitals include:

- The Beaver Dam Community Hospital, City of Beaver Dam, Dodge County
- The Waupun Memorial Hospital, City of Waupun, Dodge County
- St. Clare Hospital, City of Baraboo, Sauk County
- Reedsburg Area Medical Center, City of Reedsburg, Sauk County
- Sauk Prairie Memorial Hospital, Prairie Du Sac, Sauk County
- St. Mary's Medical Center, City of Madison, Dane County
- University of Wisconsin Hospital, City of Madison, Dane County
- Meriter Hospital, City of Madison, Dane County

Access to hospitals and quality health care appears to be adequate for the duration of the planning period. In addition to the hospital facilities listed above, there are several medical and health care clinics throughout Columbia County. These include clinics affiliated with UW Health University and St. Mary's/Dean Ventures Inc. There are also numerous chiropractic clinics, dentists, optometrists, and physical therapy providers to accommodate the needs of the County's residents.

Population projections included in the Issues and Opportunities Element of this plan indicated that the Town's population is aging, a fact consistent with national trends. As the Town's population ages, the demand for long-term care, nursing homes, community based residential facilities, and similar elder care facilities increases. The shifting of baby-boomers into older age groups further indicates that the demand for these facilities will increase.

The following facilities are currently located in Columbia County and are available to residents in the Town of Fort Winnebago:

- Columbus Nursing & Rehabilitation Center, Columbus, 97 beds, for profit
- Lodi Good Samaritan Center, Lodi, 91 beds, voluntary nonprofit corporation
- Divine Savior Healthcare Inc., Portage, 110 beds, voluntary nonprofit church
- Wisconsin Dells Health & Rehabilitation Center, 90 beds, proprietary corporation
- Columbia Health Center, Wyocena, 124 beds, county owned
- The Barrington I, Wisconsin Dells, 20 person capacity
- The Barrington II, Wisconsin Dells, 20 person capacity
- The Remington House, Pardeeville, 20 person capacity
- Edelweiss Gardens I, Portage, 14 person capacity
- Edelweiss Garden II, Portage, 15 person capacity
- Lake Place Group Home, Portage, 8 person capacity
- Larson House I, Columbus, 20 person capacity
- Larson House II, Columbus, 18 person capacity
- Maple Ridge Elderly Care, Portage, 20 person capacity
- Northview II, Portage, 14 person capacity
- Northview III, Portage, 14 person capacity
- Our House LLC, Lodi, 16 person capacity
- Sunny Ridge LLC, Rio, 8 person capacity

The Town of Fort Winnebago should continue to monitor the need for these types of facilities and assist whenever possible and practical in meeting the demand for assisted living facilities.

4.4.12 Childcare Facilities

The availability of quality childcare facilities is important to the well being of the Town of Fort Winnebago's children and to the Town's economy. Quality childcare provides children a safe and secure place while their parents are away at work allowing parents to hold a job and contribute to the area's economy.

A license from by the Wisconsin Department of Health and Family Services is required for childcare providers that care for four or more children under the age of seven. Two types of licenses are available, a group childcare license for nine or more children and a Family childcare license for four to eight children. Columbia County also provides certification of childcare providers who care for up to three children. Licensing or certification of a childcare provider is required if they care for children whose family receives funding assistance from a government program. In addition to licensed or certified childcare providers, numerous in home childcare providers exist in the County and the Town of Fort Winnebago. The availability of childcare appears adequate for the duration of the planning period. Table 4-4 lists the licensed childcare providers in Columbia County in 2003 including those that serve the Town of Fort Winnebago.

TABLE 4-4
Licensed Childcare Providers, Columbia County, 2003

<u>Village of Arlington</u>	<u>City of Lodi</u>
○ St. Peters Day Care & Preschool	○ Adela's Day Care
<u>Village of Cambria</u>	○ Country Charm Child Care
○ Amkids	○ Crystal Lake Campground Day Camp
○ Country Rascals Christian Day School	○ Donna's Day Care
<u>Village of Fall River</u>	○ Diaper's To Diplomas
○ Ann Taurick Family Day Care	○ Kiddie Korner of Lodi, Inc.
○ Bunny Hop Day Care	○ Kelley's Day Care
<u>Village of Pardeeville</u>	○ Lodi Nursery Center Preschool
○ A Home Away From Home Day Care	○ Manke Family Day Care
○ Diane's Family Day Care	○ Right Track Day Care
○ Koality Care Day Care	○ Starbright Day Care
○ Kountry Cuddlers Family Day Care	○ Sunshine Playhouse Development Center
○ Once Upon A Time Day Care	○ Tender Heart Day Care
○ Pine Playhouse Child Care Center	○ TLC Learning Center, Inc.
○ Sunshine Preschool	<u>City of Portage</u>
<u>Village of Poynette</u>	○ Alphabet Express
○ Country Critters Day Care	○ Hugs & Kisses Day Care
○ Main Street Youngsters	○ Kathy's Country Kids
○ Teddy Bear Day Care	○ Kiddie Korral
○ TLC Family Day Care	○ Learning Tree Day Care Center, Inc.
<u>Village of Randolph</u>	○ Linda's Child Care
None in Columbia County	○ Lisa's Little People
(Available in Dodge County)	○ The Little School
<u>Village of Rio</u>	○ Nikki's Family Day Care
○ Bev's Day Care	○ Open Arms Day Care Center
○ Margie's Learning Express	○ Playday Day Care
○ Precious Moments Family Day Care	○ Portage Before/After School Program
○ Rio Street Rascals	○ Portage Head Start Center Renewal Unlimited
○ Teddy Bear Day Care	○ Precious Years Day Care
<u>Village of Wycena</u>	○ Tammy's House
○ The Punkin Patch	○ Teddy Bear Family Day Care
○ Storybook Center	○ UMOS Migrant Day Care
<u>City of Columbus</u>	<u>City of Wisconsin Dells</u>
○ Beal's Day Care	○ Jim McClyman Family Day Care
○ Cardinal Country Day Care	○ Joyce Ragan Family Day Care
○ Columbus Club House	○ Kountry Kids
○ Columbus Preschool	○ Little Tots
○ Head Start/Central WI-Columbus Renewal Unlimited	○ Mawbey Day Care
○ Mary's Family Day Care	○ St. Cecelia's Day Care
○ Redbud Day Care LLC	
○ Sylvester and Tweety Day Care	○ Sweeney's Family Day Care

Source: Columbia County UW-Extension Office

4.4.13 Law Enforcement

The Columbia County Sheriff has jurisdiction over all areas of the County including the Town of Fort Winnebago. The main duties of the Columbia County Sheriff's department are to maintain the County Jail, serve civil process, investigate deaths and crimes, provide court services and enforce Federal and State laws and County ordinances. The Department's staff currently includes 92 full-time employees. Due to population growth, increased criminal activity, and reduction in federal and state funding the staff will need to be increased by two deputies per shift within the next 10 years. The department's vehicle inventory includes 39 active law enforcement vehicles. The Department also has 21 special use vehicles that include two Harley Davidson patrol motorcycles. In addition, the Department loans 26 vehicles to other County departments.

Additional duties of the Department include the Boat and Snowmobile Patrol and the County's K9 units. Boat Patrol duties include patrolling the waterways of Columbia County, enforcement of State laws and County Ordinances pertaining to water safety, and search for drowned or missing persons in water-related incidents. The Snowmobile Patrol duties include patrolling County snowmobile trails, on a limited basis, in cooperation with the Wisconsin Department of Natural Resources. The main duties of the K9 units for the Columbia County Sheriff's Office are to remain active responding to increased calls for canine searches involving vehicle, building and school searches. They also provide public services and awareness programs in public demonstrations as well as assist in a drug interdiction program throughout the year.

Aside from providing law enforcement patrols of the County, the largest responsibility of the Sheriff's Department is the County Jail. The Columbia County Jail has the responsibility of accepting and housing persons sentenced to the jail by the court system. In addition persons are held in the county jail after being arrested by warrant, being arrested without a warrant pending a court appearance, or for violations of probation. The Columbia County Jail also holds inmates from state institutions and other county inmates as requested. Every year the number of offenders escalates and sentences are getting longer, therefore increasing the demand to house inmates securely and safely. As a result, the Sheriff's Department is currently in the process of expanding the County Jail and Huber facility.

The City of Portage, adjacent to the Town of Fort Winnebago, also provides police services. The City of Portage has its own municipal police force that handles law enforcement matters within the City. A more detailed description of the City's Police Departments is provided below.

- ◆ Portage Police Department

The Portage Police Department provides law enforcement services to the City of Portage which consists of approximately 25 square miles. The staff includes 22 officers, five dispatchers and three secretaries. Equipment includes ten squad cars, two bullet-proof shields, bullet proof vests, defibullators, and a dispatch center.

4.4.14 Fire and EMS Facilities

The Town of Fort Winnebago's fire service is provided by the Portage Fire Department and emergency medical service is provided by Divine Savior EMS. A description of the Portage Fire Department is provided below. The location of the fire districts in Columbia County including the Portage Fire Department is illustrated on Map 4-8 in Appendix I and the location of EMS districts are illustrated on Map 4-9 in Appendix I.

◆ Portage Fire Department

The Portage Fire Department provides fire service to the City of Portage, all of the Towns of Fort Winnebago and Pacific, and parts of the Towns of Caledonia and Lewiston. Divine Savior EMS provides emergency medical services in this area. The Portage Fire Department has a mutual aid agreement with all Columbia County fire departments as well as the Baraboo and Lake Delton Fire Departments. The department employs seven full-time firefighters and has 23 paid-on-call firefighters available. The current Fire Station was constructed in 1972 and has six double deep drive-through bays. Plans for a second station are being considered for the future. Firefighting equipment includes one command vehicle, one inspection vehicle, three engines, two tankers, one grass unit, one brush unit, one hovercraft, one heavy rescue, one squad-hazmat vehicle, one aerial platform, one boat and two extrication units. There is the need for replacement equipment and increased full-time firefighters. The department's water supply rating is fair in the Towns and excellent in the City of Portage.

4.4.15 Libraries

Public libraries serve an important function in making a wide range of informational materials available to the Town's population. Demand for library services has been on the increase and is expected to continue to increase for the foreseeable future. Support should be given to improve and expand libraries whenever possible to ensure all town residents have at least a minimal level of access to informational materials. The library closest to the Town of Fort Winnebago is located in the City of Portage. It appears that Town residents have adequate access to library services for the duration of the planning period.

Columbia County has 12 municipal libraries that serve the County as listed below:

- | | |
|--|--|
| ◆ Angie W. Cox Public Library
119 N. Main Street
Pardeeville, WI 53954 | ◆ Poynette Public Library
118 N. Main Street
Poynette, WI 53955 |
| ◆ Columbus Public Library
223 W. James Street
Columbus, WI 53925 | ◆ Prairie du Sac Public Library
560 Park Ave.
Prairie Du Sac, WI 53578 |
| ◆ Jane Morgan Memorial Library
109 W. Edgewater Street
Cambria, WI 53923 | ◆ Hutchinson Memorial Library
228 N. High Street
Randolph, WI 53956 |
| ◆ Kilbourn Public Library
620 Elm Street
Wisconsin Dells, WI 53965 | ◆ Rio Public Library
324 W. Lyons Street
Rio, WI 53960 |
| ◆ Lodi Woman's Club Public Library
130 Lodi Street
Lodi, WI 53555 | ◆ Sauk City Public Library
515 Water Street
Sauk City, WI 53583 |
| ◆ Portage Public Library
253 W. Edgewater Street
Portage, WI 53901 | ◆ Wyocena Public Library
284 S. Columbus Street
Wyocena, WI 53969 |

4.4.16 Schools

The Town of Fort Winnebago is served by the Portage Public School District. The district has six elementary school, a middle school, a high school, and two charter schools. One elementary school from the district, Fort Winnebago Elementary School, is located within the Town of Fort Winnebago. Map 4-10 in Appendix I illustrates the boundaries of the school districts and the locations schools in Columbia County including the Town of Fort Winnebago.

Enrollments at the Portage Public School District has remained steady during the period between 2000 and 2004. The district had no change in overall enrollment over the period. Table 4-5 provides enrollment information between 2000 and 2004 for all school districts serving Columbia County including enrollment information for individual schools in each district.

TABLE 4-5
Public School District Enrollment, Columbia County

District/ School	Grades	2000-2001	2001-2002	2002-2003	2003-2004	# Change 2000 - 2004	% Change 2000 -2004
BARABOO	All Grades	3,087	3,046	3,053	3,013	(74)	(2.40%)
East Elementary School	PK thru 5	354	336	318	320	(34)	(9.60%)
Fairfield Center Elementary School	PK thru 5	115	122	118	97	(18)	(15.65%)
North Freedom Elementary School	PK thru 5	183	180	177	178	(5)	(2.73%)
South Elementary School	PK thru 5	243	233	229	236	(7)	(2.88%)
West Elementary School	K thru 4	109	104	106	114	5	4.59%
Wilson Elementary School	PK thru 5	309	307	316	327	18	5.83%
Baraboo Middle School	6 thru 8	747	739	753	700	(47)	(6.29%)
Baraboo High School	9 thru 12	1,027	1,025	1,036	1,041	14	1.36%
CAMBRIA - FRIESLAND	All Grades	505	514	471	486	(19)	(3.76%)
Cambria-Friesland Elementary	Pre-K thru 5	234	245	210	227	(7)	(2.99%)
Cambria-Friesland Mid/High	6 thru 12	271	269	261	259	(12)	(4.43%)
COLUMBUS	All Grades	1,244	1,224	1,185	1,185	(59)	(4.74%)
Columbus Elementary	K thru 3	300	295	295	297	(3)	(1.00%)
Columbus Middle School	4 thru 8	465	432	434	435	(30)	(6.45%)
Columbus High School	9 thru 12	479	497	456	453	(26)	(5.43%)
DEFOREST AREA SCHOOL	All Grades	3,028	3,037	3,111	3,151	123	4.06%
Holum Kindergarten Center	PK thru K	225	204	233	37	(188)	(83.56%)
Eagle Point Elementary	K thru 4	254	215	202	292	38	14.96%
Morrisonville Elementary School	1 thru 4	58	35	60	54	(4)	(6.90%)
Windsor Elementary	K thru 4	374	323	311	379	5	1.34%
Yahara Elementary	K thru 4	433	340	333	410	(23)	(5.31%)
De Forest Middle School	5 thru 8	715	943	964	986	271	37.90%
DeForest High School	9 thru 12	969	977	1008	993	24	2.48%
FALL RIVER	All Grades	439	448	452	437	(2)	(0.46%)
Fall River Elementary	Pre-K thru 5	203	216	224	224	21	10.34%
Fall River High School	6 thru 12	236	232	228	213	(23)	(9.75%)
LODI	All Grades	1,585	1,641	1,654	1,683	98	6.18%
Lodi Primary School	K thru 2	362	376	374	375	13	3.59%
Lodi Elementary School	3 thru 5	380	389	382	379	(1)	(0.26%)
Lodi Middle School	6 thru 8	366	385	399	402	36	9.84%
Lodi High School	9 thru 12	456	476	483	500	44	9.65%
Charter School	N/A	21	15	16	27	6	28.57%
MARKESAN	All Grades	990	948	858	855	(135)	(13.64%)
Markesan Elementary School	PK thru 6	369	349	319	397	28	7.59%
Markesan Middle School	7 thru 8	226	235	219	152	(74)	(32.74%)
Markesan High School	9 thru 12	395	364	320	306	(89)	(22.53%)
PARDEEVILLE AREA	All Grades	973	935	1016	918	(55)	(5.65%)
Marcellon Elementary	Pre -K thru 1	55	65	60	51	(4)	(7.27%)
Pardeeville Elementary School	K thru 6	475	423	462	392	(83)	(17.47%)
Pardeeville Jr. High School	7 & 8	145	145	175	173	28	19.31%
Pardeeville High School	9 thru 12	298	302	319	302	4	1.34%
PORTAGE COMMUNITY	All Grades	2,561	2,542	2,622	2,561	0	0.0%
Caledonia Elementary	K thru 6	75	78	69	64	(11)	(14.67%)
Endeavor Elementary School	K thru 6	100	106	115	121	21	21.00%
Fort Winnebago Elementary	K thru 6	93	74	82	75	(18)	(19.35%)
Lewiston Elementary School	K thru 6	79	71	71	73	(6)	(7.59%)
Rusch Elementary School	3 thru 6	285	272	317	289	4	1.40%
Woodbridge Primary/John Muir Elem.	Pre-K thru 6	598	619	656	651	53	8.86%
Portage Junior High School	7 & 8	403	397	377	387	(16)	(3.97%)
Portage High School	9 thru 12	904	899	885	857	(47)	(5.20%)
River Crossing Charter School	9 thru 12	N/A	N/A	20	15	15	100.00%
Portage Academy of Achievement	N/A	24	26	30	29	5	20.83%

TABLE 4-5 (cont.)
Public School District Enrollment, Columbia County

District/ School	Grades	2000-2001	2001-2002	2002-2003	2003-2004	# Change 2000 - 2004	% Change 2000 -2004
POYNETTE	All Grades	1,094	1,095	1,072	1,103	9	0.82%
Arlington Elementary School	K thru 4	90	92	88	81	(9)	(10.00%)
Dekorrra Elementary School	K thru 4	99	95	92	75	(24)	(24.24%)
Poynette Elementary School	1 thru 5	281	301	281	327	46	16.37%
Poynette Middle School	6 thru 8	281	264	265	270	(11)	(3.91%)
Poynette High School	9 thru 12	343	343	346	350	7	2.04%
RANDOLPH	All Grades	508	492	521	547	39	7.68%
Randolph Grade/Middle School	Pre-K thru 8	333	308	324	341	8	2.40%
Randolph High School	9 thru 12	175	184	197	206	31	17.71%
RIO COMMUNITY	All Grades	571	557	556	516	(55)	(9.63%)
Rio Elementary School	Pre-K thru 5	265	273	267	253	(12)	(4.53%)
Rio Middle/High School	6 thru 12	306	284	289	263	(43)	(14.05%)
SAUK PRAIRIE	All Grades	2,621	2,625	2,672	2,639	18	0.69%
Black Hawk Elementary	K thru 2	127	126	126	120	(7)	(5.51%)
Grand Avenue Elementary	3 thru 5	398	397	389	403	5	1.26%
Merrimac Elementary	K thru 4	75	69	71	51	(24)	(32.00%)
Spruce Street Elementary	PK thru 2	389	348	365	368	(21)	(5.40%)
Tower Rock Elementary	3 thru 5	110	123	107	112	2	1.82%
Sauk Prairie Middle School	6 thru 8	683	703	683	654	(29)	(4.25%)
Sauk Prairie High School	9 thru 12	839	859	931	931	92	10.97%
SUN PRAIRIE	All Grades	4,776	4,931	4,987	5,240	464	9.72%
Bird Elementary	PK thru 5	405	384	444	480	75	18.52%
Eastside Elementary	PK thru 5	382	489	473	483	101	26.44%
Northside Elementary	PK thru 5	430	451	414	512	82	19.07%
Royal Oaks Elementary	PK thru 5	571	484	487	529	(42)	(7.36%)
Westside Elementary	PK thru 5	378	452	433	435	57	15.08%
Patrick Marsh Middle School	6 thru 8	547	554	582	587	40	7.31%
Prairie View Middle School	6 thru 8	514	536	557	584	70	13.62%
Sun Prairie High School	9 thru 12	1521	1535	1,552	1593	72	4.73%
Sun Prairie Alternative High School	9 thru 12	28	40	37	28	0	0.00%
Dane County Transition High School	9 thru 12	0	6	8	9	9	100.00%
WISCONSIN DELLS	All Grades	1,779	1,735	1,777	1,724	(55)	(3.09%)
Lake Delton Elementary	K thru 5	207	213	199	195	(12)	(5.80%)
Neenah Creek Elementary	K thru 5	99	93	86	83	(16)	(16.16%)
Spring Hill Elementary	Pre-K thru 5	467	430	445	430	(37)	(7.92%)
Spring Hill Middle School	6 thru 8	412	412	443	420	8	1.94%
Wisconsin Dells High School	9 thru 12	584	577	592	579	(5)	(0.86%)
Kilbourn Academy	9 thru 12	10	10	12	17	7	70.00%

Source: Wisconsin Department of Public Instruction

In addition to public schools, Columbia County is served by ten private schools. These private schools consist mainly of schools associated with local churches. Most of the private schools provide instruction up to the eighth grade level with the exception of the Wisconsin Academy in Columbus that provides instruction for grades 9 through 12. None of these facilities are located in the Town of Fort Winnebago, however these facilities do provide opportunities for private school education to those Town residents that seek it. Table 4-6 provides enrollment information for private schools serving Columbia County and the Town of Fort Winnebago.

TABLE 4-6
Private School Enrollment, Columbia County

Community/School	Grades	2000-2001	2001-2002	2002-2003	2003-2004	# Change 2000 - 2004	% Change 2000 -2004
City of Columbus							
Petersen Elementary	01 thru 07	12	15	21	23	11	91.7
Saint Jerome Parochial	KG thru 08	162	162	156	151	(11)	(6.8)
Wisconsin Academy	09 thru 12	135	126	114	112	(23)	(17.0)
Zion Lutheran School	PK thru 08	107	99	92	81	(26)	(24.3)
Village of Pardeeville							
St. Johns	PK thru 02	N/A	26	27	38	12	46.2
City of Portage							
Saint John's Lutheran	PK thru 08	167	151	124	120	(47)	(28.1)
Saint Mary Catholic	PK thru 08	154	144	134	136	(18)	(11.7)
Village of Randolph							
Faith Christian	KG thru 08	27	29	31	35	8	29.6
Randolph Christian	PK thru 08	145	139	127	115	(30)	(20.7)
City of Wisconsin Dells							
Trinity Lutheran School	PK thru 06	52	65	70	72	20	38.5
Totals:	All Grades	961	956	896	883	(104)	(10.82)

Source: Wisconsin Dept of Public Instruction

Residents of the Town of Fort Winnebago also have access to a variety of post-secondary schools and technical colleges. Madison Area Technical College has a campus in the City of Portage, with its main campus 30 miles away in the City of Madison. The University of Wisconsin has a two-year center in the City of Baraboo in Sauk County. The UW Madison campus is a four-year campus, located approximately 30 miles from the Town in the City of Madison, and is one of two doctoral universities in the UW System. Another four-year campus, UW Steven's Point, is located 60 miles north of Columbia County in the City of Steven's Point. In addition, both Ripon College in the City of Ripon and Edgewood College in the City of Madison are located approximately 40 miles from Columbia County.

4.4.17 Other Governmental Facilities

A variety of other government facilities provide services to the Town of Fountain Prairie. Many of these facilities are listed below

4.4.17.1 Fort Winnebago Town Hall

Each Town government in Columbia County operates a town hall. The town halls are used to conduct town government meetings and to serve as an administrative office for each town. The Town of Fort Winnebago's Town Hall is located in the Fort Winnebago Elementary School located on Dumke Road in the Town. The Town and the Portage School District share the facility. The facility appears adequate for the duration of the planning period. The locations of town halls in Columbia County including the Town of Fort Winnebago are illustrated on Map 4-11 in Appendix I.

4.4.17.2 *Columbia County Administrative Facilities*

Columbia County maintains several public buildings or facilities. Most of these facilities are located in the City of Portage and the Village of Wyocena. These facilities serve all parts of Columbia County including the Town of Fort Winnebago. Columbia County's public buildings and facilities are listed below. The locations of Columbia County's public buildings or facilities are illustrated on Map 4-11 in Appendix I.

- ◆ Carl C. Frederick Administration Building

The Carl C. Frederick Administration Building is located at 400 DeWitt Street in Portage. This facility houses the following departments: Building & Grounds, Accounting, Corporate Counsel, County Clerk, County Treasurer, District Attorney, Land Information, Planning & Zoning, Register of Deeds, Veterans Service, Real Property Lister, Circuit Courts, Clerk of Circuit Court, Child Support, Court Commission and Register in Probate.

- ◆ Health and Human Services Building

The Health and Human Services building is located at 2652 Murphy Road in Portage. This facility houses the Health and Human Services Department.

- ◆ Columbia County Annex Building

The Columbia County Annex Building is located at 120 W. Conant Street in Portage. This facility houses the following departments: Human Resources, Land & Water Conservation, Management Information Services, University of Wisconsin Extension Service and Dairy Herd Improvement Agency.

- ◆ Highway and Transportation Department

The Highway and Transportation Department is located at 303 W. Old Hwy 16 in Wyocena. This facility houses the Highway and Transportation Department. A new highway building was approved as part of a \$20 million dollar bonding resolution in 2003. The project was originally proposed six years earlier because the existing facility was nearly a century old and had numerous inefficiencies and workplace hazards. Construction of the new 127,000 square-foot highway facility began in the summer of 2004 and was completed by year-end. Some of the new building's features include in-floor heat from 7.5 miles of underground tubing, a ventilated, heated painting facility, a moisture-free sandblasting facility, heated storage space for 62 truck and other large vehicles, a large parts department, and an indoor truck wash. The new facility greatly improves the safety, efficiency and working conditions for county highway employees. The new facility is anticipated to satisfy the county needs for decades to come. The Highway and Transportation Department also maintains five satellite shops at Cambria, Columbus, Lodi, Portage and Poynette.

- ◆ Columbia County Economic Development Corporation

Economic Development is located at 311 E. Wisconsin, Suite 108 in Portage. This facility houses the Columbia County Economic Development Corporation.

- ◆ Columbia County Jail

The Columbia County Jail is located at 403 Jackson Street in Portage. The Columbia County Jail expansion project was approved as part of a \$20 million dollar bonding resolution in 2003. The project is being constructed on the site of the former Sheriff's Department Administrative Building and Columbia County Job Service Building that were demolished for the jail expansion project. The new structure will be 76,000 sq. ft and have five stories. The facility will include a 192-beds for housing county inmates under the Huber provision. The lower level will include a

kitchen, laundry facility, male/female locker rooms, a booking area and two administrative offices. The existing jail and new addition will be connected with a hallway to accommodate the transfer of food and laundry. The project is scheduled to be completed by the beginning of July 2005.

◆ Law Enforcement Center

The Law Enforcement Center is located at 711 E. Cook Street in Portage.

This facility houses the County Sheriff's Department and dispatch center, Corner's Office, Emergency Management Office and ARC of Columbia County. The Law Enforcement Center is located in the former John Roche Building that was remodeled as part of the Columbia County Jail expansion project. The former Sheriff's Department Administrative Building was demolished as part of the project.

◆ Solid Waste Facility

The Solid Waste facility is located at W7465 Hwy 16 in Portage. This facility houses the Solid Waste Department and the County's composting and recycling facilities. These facilities were discussed in more detail in the Solid Waste Disposal and Recycling section of this element.

◆ Columbia Health Care Center

The Columbia Health Care Center is located at 323 W. Monroe Street in Wyocena. This facility is a County run 124 bed assisted living facility.

◆ Columbia County Fairgrounds

The Columbia County Fair Grounds are located in Veteran's Memorial Park in the City of Portage. This 41.9-acre park is located on the southeast portion of the City between Superior Street and Wauona Trail. The park includes five ball fields and Little League Baseball. The park also hosts many of Portage's citywide celebrations and major softball tournaments. It has play equipment, hockey rink, restroom facilities, showers, camping, and R.V. facilities.

4.4.17.3 Post Offices

Columbia County has 14 United States Post Offices that provide mail service to County residents. The locations of these Post Offices and their associated Zip Codes are listed below.

Zip Code

Arlington	53911	Pardeeville	53954
Cambria	53923	Portage	53901
Columbus	53925	Poynette	53955
Doylestown	53928	Randolph	53956
Fall River	53932	Rio	53960
Friesland	53935	Wisconsin Dells	53965
Lodi	53555	Wyocena	53969

4.4.17.4 Correctional Institutions

In 1986, the Wisconsin Department of Corrections opened a maximum-security prison in Portage, known as the Columbia Correctional Institution. It encompasses 110 acres of land and houses adult male felons. It has an operating capacity of 600 inmates and a current population of 825. Within the perimeter, there are ten living units, each containing 50 cells and one 150-bed barrack unit currently housing minimum-security inmates. In addition to the living complexes, the physical plant of the institution includes a large visiting room, chapel, meeting rooms, health services area, staff offices, an

intake and reception area, canteen, laundry, main kitchen, library, recreation field and gymnasium, an industry building, school and vocational education workshops. The location of the Columbia Correctional Institution is illustrated on Map 4-11 in Appendix I.

5.0 AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

This element contains information on the agricultural, natural, and cultural resources of the Town of Fort Winnebago. Items covered in this element include ground water, woodlands, prime agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors and surface water, floodplains, wetlands, wildlife habitat, mineral resources, open spaces, recreational areas, historical and cultural resources, and community design.

5.1 AGRICULTURAL, NATURAL, AND CULTURAL RESOURCE VISION

- ◆ The Town of Fort Winnebago's agricultural, natural and cultural resources regarded as irreplaceable resources to be protected for future generations.

5.2 AGRICULTURAL, NATURAL, AND CULTURAL RESOURCE GOALS AND OBJECTIVES

Goal 1: Preservation of the most productive agricultural areas of the Town.

- Objective 1:* Preserve and protect the best agricultural soils by encouraging Columbia County to develop appropriate land use regulations.
- Objective 2:* Focus new development in areas that will not adversely impact productive farmland in the Town.
- Objective 3:* Review development proposals for potential impacts and encroachments on the land needed for agriculture.
- Objective 4:* Restrict non-farm development on prime agricultural soils.

Goal 2: Maintain, preserve, and enhance the Town's natural resources, scenic views, and unique natural features.

- Objective 1:* Consider developing adequate storm water management plans and erosion control regulations to protect surface and groundwater resources within the Town.
- Objective 2:* Encourage the development of natural buffer areas along watercourses and drainage ways.
- Objective 3:* Discourage the application of chemicals and land spreading along watercourses and drainage ways.
- Objective 4:* Protect the integrity of the Town's environmental corridors from the negative impacts of development.
- Objective 5:* Encourage Columbia County to develop appropriate land use regulations to provide protection to the sensitive natural resource areas included in the environmental corridors.
- Objective 6:* Consider the impacts of development on the habitat of rare, threatened, or endangered species or natural communities.
- Objective 7:* Prohibit the construction of new structures in the FEMA 100-year floodplains and the rebuilding of structures that are seriously deteriorated, damaged, or destroyed.
- Objective 8:* Discourage concentrated animal numbers in the FEMA 100-year floodplains, but encourage other forms of agriculture.
- Objective 9:* Protect wetlands from siltation and runoff by encouraging a buffer area around all WDNR designated wetlands.
- Objective 10:* Prohibit further draining or filling of wetlands.

- Objective 11:* Discourage agricultural cultivation in wetlands.
- Objective 12:* Encourage the proper management of forestlands in the Town and discourage the clear cutting of any existing woodlots.
- Objective 13:* Control development in areas that possess valuable wildlife habitat.
- Objective 14:* Protect the integrity of the designated State Natural Areas in the Town.
- Objective 15:* Support the development of outdoor recreation areas for use as public hunting grounds, wildlife preserves, and waterfowl production areas.
- Objective 16:* Require that agencies responsible for the location of public improvements such as; highways, pipelines or power lines, recognize and not violate the intent of the Town's goals and policies for protecting natural resources.

Goal 3: The preservation of the Town's historic and cultural resources.

- Objective 1:* Require a site evaluation by a State approved archeologist for development proposals on or near a known archeological or burial site.
- Objective 2:* Prohibit development on identified archeological and burial sites.
- Objective 3:* Evaluate the impacts of development proposals on historic buildings and sites in the Town and mitigate those impacts whenever possible.
- Objective 4:* Encourage Columbia County to create and maintain an inventory of the remaining historic and archaeological sites and structures throughout the County.
- Objective 5:* Assist local organizations in the promotion of historic and cultural resources within the Town.
- Objective 6:* Assist local historical societies and museums in preserving structures and artifacts that reflect the Town's past.

5.3 AGRICULTURAL, NATURAL, AND CULTURAL RESOURCE PROGRAMS

5.3.1 Farmland Preservation

The Farmland Preservation Program is a State program to provide tax relief to farmers and promote proper soil conservation practices. The program is available through local governments that choose to preserve farmland through local planning and zoning. In the Town of Fort Winnebago, landowners can participate in the program by obtaining a zoning certificate. A farmer who has property that is covered by a county or town zoning ordinance that is certified by the state as having an exclusive agricultural zoning district can participate in the program. In Columbia County, 19 of the 21 towns, including the Town of Fort Winnebago, are regulated under the County Zoning Ordinance that includes a state certified exclusive agricultural zoning district. Farmers with at least 35 acres can collect property tax credits through the program if their land is zoned in the agricultural zoning district, located in an Agricultural Area to be Preserved in the County Farmland Preservation Plan, and have an approved soil conservation plan for the land. The farmer must obtain a zoning certificate that certifies the land is properly zoned and that a soil conservation plan has been prepared for the property. In the 2003 tax year, 808 farmers in Columbia County collect property tax credits with the average credit being \$738.

One way in which the Town can attempt to preserve its rural character and agricultural heritage is to encourage more farmers to participate in the Farmland Preservation Program. Map 5-1 in Appendix I shows the lands in the Town of Fort Winnebago that are enrolled in the Farmland Preservation Program.

5.3.2 Conservation Reserve Program (CRP)

The Conservation Reserve Program (CRP) is the Federal Government's largest environmental improvement program in existence. Administered by the U.S.D.A., the purpose of the program is to reduce erosion, increase wildlife habitat, improve water quality, and increase forestland. CRP is a voluntary approach to improving the environment using partnerships between government and private landowners. The program provides incentives to farmers (and ranchers) for establishing conservation practices which benefit resources both on and off the farm. Incentives are in the form of annual rental payments and cost-share assistance in return for establishing long-term resource-conserving cover on eligible lands. Rental payments are based on the agricultural rental value of the land, and cost-share assistance is provided in an amount up to 50 percent of the participant's costs to establish approved practices. The contract duration is from ten years up to 15 years (if planting hardwood trees, restoring cropped wetlands, etc.), and is transferable with a change in ownership.

To be eligible, land must:

- have been planted or considered to be planted for two years of the five most recent crop years,
- be marginal pasture land that is either enrolled in the Water Bank Program or is suitable for use as a riparian buffer to be planted to trees.

In addition, the cropland must meet at least one of the following conditions:

- be highly erodible
- cropped wetland
- subject to scour erosion
- located in a national or state CRP conservation priority area (all of Columbia County)
- cropland associated with non-cropped wetlands.

5.3.3 Managed Forest Law and Forest Crop Law

The Wisconsin Managed Forest Law was created in 1985 from the combination of two previous laws, the Forest Crop Law and the Woodland Tax Law. The Managed Forest Law is designed to give tax credit to owners of forestlands at least ten acres in size to prevent premature cutting of timber for short run economic gain. In exchange for the tax credit, the landowner agrees not to burn or graze the land and to only harvest the timber under the direction of a trained forester. The landowner can also agree to open the land to public hunting, fishing, and other outdoor recreation in exchange for a larger tax credit. The idea behind the Managed Forest Law is to encourage the growth of future commercial crops through sound forestry practices. At the same time, the program takes into account the individual property owners' objectives and society's needs for compatible recreational activities, forest aesthetics, wildlife habitat, erosion control, and protection of endangered resources.

The Forest Crop Law, enacted in 1927, was the precursor to the Managed Forest Law. The guidelines of the two programs are very similar to one another except that the Forest Crop Law was directed toward landowners with large forested parcels. The Forest Crop Law Program is no longer open to new participants, except through purchase of land which is currently under contract. As the contracts expire landowners may switch over to the Managed Forest Law Program.

In Columbia County, 292 landowners with approximately 19,148 acres of woodlands are enrolled in the Managed Forest Law Program including 21 landowners with approximately 1,271 acres of woodlands in the Town of Fort Winnebago. Encouragement of the Managed Forest Law program is another way the Town of Fort Winnebago can help to preserve its rural character. Map 5-9 in Appendix I illustrates the locations of the parcels with woodlands enrolled under these programs in the Town of Fort Winnebago.

5.3.4 Wetlands Reserve Program

The Wetlands Reserve Program (WRP) is a voluntary program to restore and protect wetlands on private property. It is an opportunity for landowners to receive financial incentives to restore wetlands that have been drained for agriculture. Landowners who choose to participate in WRP may sell a conservation easement or enter into a cost-share restoration agreement with United States Department of Agriculture (USDA) to restore and protect wetlands. The landowner voluntarily limits future use of the land, yet retains private ownership. The landowner and Natural Resources Conservation Service (NRCS) develop a plan for the restoration and maintenance of the wetland. The program offers landowners three options: permanent easements, 30-year easements, and restoration cost-share agreements of a minimum 10-year duration. The Town of Fort Winnebago has several properties enrolled in the WRP. The locations of these properties is illustrated on Map 5-8 in Appendix I. Encouragement of the Wetlands Reserve Program is yet another way the Town of Fort Winnebago to help preserve its rural character.

5.3.5 National and State Registers of Historic Places

The National Register of Historic Places is the official national list of historic properties in America worthy of preservation and is maintained by the National Park Service in the U.S. Department of the Interior. The State Register of Historic Places is Wisconsin's official listing of state properties determined to be significant to Wisconsin's heritage and is maintained by the Division of Historic Preservation at the State Historical Society of Wisconsin. Both listings include sites, buildings, structures, objects and districts that are significant in national, state or local history, architecture, archeology, engineering and culture.

These programs give honorary recognition to properties that retain their historic character and are important to understanding local, state, or federal history. Listing provides tangible benefits to private property owners and helps assist them in preserving their properties. The principal benefit to the property owner is the knowledge that they are helping to preserve local, state and national heritage. To assist the property owner, the state and federal governments also provide a number of more tangible benefits as listed below:

- eligibility for state and federal income tax credits for rehabilitating historic properties.
- eligibility for federal grants, when available.
- consideration in the planning of federally assisted and state assisted projects, as well as projects of local governments and school boards, when those projects affect the property.
- eligibility to use the state's Historic Building Code, which may facilitate rehabilitation.
- qualification for state and federal charitable income tax deductions for the donation of historic preservation easements.
- eligibility for official State Register of Historic Places plaques.

Listing a property in the registers does not impose restrictions on the private property owner. The private owner is free to sell, alter or demolish the property. However, if the property owner is utilizing any public federal or state funding or assistance, the proposed projects are reviewed to ensure that historic values of the property are taken into consideration.

5.3.6 Wisconsin Historical Society – Division of Historic Preservation Subgrant Program

The Division of Historic Preservation within the State Historical Society offers grants to local units of government and non-profit organizations to conduct detailed architecture and history surveys. Funds are provided for surveys to identify and evaluate historical, architectural and archaeological resources, nominating properties and districts to the National Register of Historic Places, and carrying out a program of comprehensive historic preservation planning and education. The results for these surveys form the foundation for community historic preservation programs. Before a community can work to preserve

historic resources it must know about these resources and why they are important. The surveys typically look at all of the historic properties in a community and then identify which ones are significant and potentially eligible for listing in the State and National Registers of Historic Places. Additional grants are available to communities that have a historic preservation program that is certified by the Wisconsin Historical Society.

5.3.7 Historic Preservation Tax Credits for Income-Producing Historic Buildings

Owners of historic income-producing properties in Wisconsin may be eligible for two income tax credits that can help pay for their building's rehabilitation. The Wisconsin Historical Society's Division of Historic Preservation administers both programs in conjunction with the National Park Service. The two programs are:

Federal Historic Preservation Credit. This program returns 20 percent of the cost of rehabilitating historic buildings to owners as a direct reduction in their federal income taxes.

Wisconsin Supplemental Historic Preservation Credit. This program returns an additional five percent of the cost of rehabilitation to owners as a discount on their Wisconsin state income taxes. Owners that qualify for the Federal Historic Preservation Credit automatically qualify for the Wisconsin supplement if they get NPS approval before they begin any work.

To qualify for the Federal Historic Preservation Credit, a property owner must:

- Own a historic building. A building is considered "historic" if it is listed on the National Register of Historic Places or if the NPS determines that it contributes to the character of a National Register historic district. A building can also receive a preliminary determination of eligibility for the Register from the NPS through the tax credit application process. The owner must later formally list the property on the National Register.
- Use the building for income-producing purposes. Income-producing buildings are those used in a trade or business or for the production of rental income.
- Formally apply to the Division of Historic Preservation. Application materials can be obtained through the DHP or through the NPS Web site.
- Rehabilitate the building in accordance with program standards. Program standards are the Secretary of Interior's "Standards for Rehabilitation". The NPS, in conjunction with the Division of Historic Preservation, determines if a project meets the "Standards".
- Spend a minimum amount of money on the rehabilitation. An owner must spend at least an amount equal to the building's depreciated value or \$5,000, whichever is greater. This amount of money must be spent in a two-year period. Phased projects are allowed a five-year period.
- Claim the credit for only eligible expenses. The cost of all work on the historic buildings, inside and out, is eligible for the credit. The cost of site work, such as landscaping or paving, and the cost of work on non-historic additions are not eligible expenses.
- Maintain ownership of the building and maintain the building's historic character for five years. The tax credit must be repaid to the IRS and to the Wisconsin Department of Revenue (DOR) if the building is sold or altered in a way that diminishes its historic character. Repayment is pro-rated over the five-year period after the building is placed in service.

5.3.8 Historic Home Owner's Tax Credits

The Wisconsin Historical Society's Division of Historic Preservation (DHP) administers a program of 25-percent state income tax credits for repair and rehabilitation of historic homes in Wisconsin. To qualify, your personal residence must be one of the following:

- Listed in the State or National Register;
- Contributing to a state or national register historic district; or
- Be determined through the tax credit application process to be eligible for individual listing in the state register.
- And you must spend at least \$10,000 on the following types of eligible work within a two-year period (a five-year expenditure period can be requested):
 - Work on the exterior of your house, such as roof replacement and painting, but not including site work such as driveways and landscaping;
 - Electrical wiring, not including electrical fixtures;
 - Plumbing, not including plumbing fixtures;
 - Mechanical systems, such as furnaces, air conditioning, and water heaters; and
 - Structural work, such as jacking up floors.

5.3.9 Archeological Sites Property Tax Exemption Program

The State of Wisconsin's Archaeological Sites Property Tax Exemption Program was created in 1989 and is administered through the State Historical Society of Wisconsin. The program provides property tax exemption for owners of archaeological sites listed in the National Register of Historic Places or the State Register of Historic Places. A site not included on one of these lists can be evaluated for inclusion on a list at the owner's request.

The purpose of the program is to provide an incentive for landowners to protect significant archaeological sites on their land. In exchange for the tax exemption, the landowners must agree to place a permanent protective covenant on the area of land that contains the archaeological site. The covenant does not discourage all uses of the land containing the archaeological site, but rather encourages the landowner to plan the use of the land to avoid disturbing the site area. No landowners in the Town of Fort Winnebago currently participate in the program. Encouragement of this program can help to preserve open spaces and the cultural heritage of the Town by preventing development on these lands.

5.4 AGRICULTURAL, NATURAL, AND CULTURAL RESOURCE AREAS

5.4.1 Ground Water and Aquifers

The Town of Fort Winnebago has a large untapped supply of good quality groundwater found in layers of porous subsoil and bedrock known as aquifers. The water in an aquifer travels underground from its source to a discharge point such as a well, wetland, spring or lake. These aquifers supply the water to Town residents through private and municipal wells.

Land use decisions can have impacts on ground water, as anything that is spilled or spread on the ground can impact the quality of the ground water. As a result, pollution of the ground water aquifers is a very real threat to the Town's water supplies. Listed below are some potential sources of ground water pollution found in the Town:

- Over concentration of septic tanks.
- Poor site location of concentrated feedlots.

- Water supplies are obtained from shallow wells screened just below the water table.
- High water table close to the land surface.
- The soil is permeable and the pollutant moves downward readily into the aquifer.
- Aquifers that consist of highly permeable sand and gravel or fractured rock.
- Shallow aquifers underlain by impermeable clay or crystalline rocks.
- Excessive and improper application of chemical fertilizers.

Problems such as these will need to be addressed in order to ensure clean drinking water supplies now and into the future.

The University of Wisconsin Geological and Natural History Survey has conducted statewide surveys of river basins in Wisconsin. This inventory includes an examination of ground water in each basin. Columbia County is situated within three river basins, the Rock-Fox Basin, the Wolf-Fox Basin, and the Wisconsin River Basin. The Town of Fort Winnebago is located in the Wolf-Fox River Basin. Below is a summary of the ground water resources for this river basin as inventoried by the Wisconsin Geological and Natural History Survey. The summary describes the glacial-drift and bedrock aquifers in the river basin and describes the availability and quality of ground water from the aquifer.

5.4.1.1 The Wolf-Fox River Basin

◆ Glacial-Drift Aquifer

Water availability from glacial deposits differs greatly within small areas. The best glacial-drift aquifers are thick sands and gravels outwash laid down by melt water from glaciers. Clay and silt that were deposited in glacial lakes restrict water movement and are not a good aquifer. Depending upon the thickness of the drift, yields from 5 to 100 gallons per minute can be obtained from properly constructed wells. Water in the glacial drift aquifers generally has dissolved solids that range from 100 to 300 parts per million. Higher concentrations are found locally. The quality of water in the aquifer is controlled by the type of water, type of rocks, and the rate of water movement. Water is of the calcium magnesium bicarbonate type. The water is moderately hard and excessive iron is a problem. Water from these aquifers generally is suitable for most domestic, municipal, and industrial uses.

◆ Bedrock Aquifer

The sandstones of Cambrian Age, the Prairie Du Chien Groups, and the St. Peter Sandstones form the principal bedrock aquifers. Properly constructed wells may yield from 500 to 1,000 gallons per minute. Water in the bedrock aquifers generally range from 200 to 400 parts per million of dissolved solids. The water is of the calcium magnesium bicarbonate. The water is hard and in some places iron is a problem. Water from the bedrock aquifers generally is suitable for most domestic, municipal, and industrial uses.

5.4.2 Bedrock Geology

The bedrock of Columbia County contains the following geologic units: Upper Cambrian Sandstone Formations, St. Peter Sandstone, Prairie Du Chien Dolomite Group, Galena-Platteville Dolomite, and Precambrian rocks. One of these bedrock geological units, Upper Cambrian Sandstone Formations, is found in the Town of Fort Winnebago. This geologic unit underlies the entire Town. Below is a brief and generalized description of the bedrock formation found in the Town of Fort Winnebago.

5.4.2.1 *Upper Cambrian Sandstone Formations (Cambrian Age)*

More than 50 percent of Columbia County is underlain by bedrock formations of the Cambrian system. These formations for the most part consist of sandstone. There are four major formations within the Cambrian Systems. They are in descending order as follows:

- ◆ Ordan Sandstone
Consists primarily of sandstone which is sometimes cemented with dolomite. The Jordan may be up to 50 feet thick, but commonly less than 30 feet thick.
- ◆ St. Lawrence Dolomite
This formation consists predominantly of a dolomitic sandstone. It may be to 80 feet, but is generally less than 40 feet.
- ◆ Lone Rock Sandstone
Consists primarily of sandstone. Siltstone is sometimes encountered.
- ◆ Elk Mound Group
Sandstone is dominant, but siltstone may also be present.

5.4.3 Soils

The Town of Fort Winnebago's soils are a product of the deposits left by the last glacial ice age that ended approximately 12,000 years ago. The Town's soils are composed of varying proportions of sand, gravel, silt, clay, and organic material resulting in soil composition that varies from one location to the next. As a result of these variations, the Soil Conservation Service within the United State Department of Agriculture has classified the soils in the County into groups called "soil associations". A soil association is an area that has a distinct and proportional pattern of soils. The soils in Columbia County have been grouped into 11 broad soil associations, five of which are found within the Town of Fort Winnebago. Map 5-2 illustrates the locations of the soil associations in Town of Fort Winnebago. These associations are generalized areas and have three important limitations:

- Each group contains areas of other soils in addition to those named.
- The soils in any one association may have a wide range in properties.
- Soil associations are too general to be used for specific site planning.

The information provided by the soil associations is useful in identifying suitable areas for a particular type of land use and for a general guide in determining suitable community growth areas, locating appropriate areas for recreational uses, and for the management of natural resources. However, the composition of the soils at a particular site must be evaluated prior to any development due to the varying limitations of each soil type. The characteristics of the five soil associations found in Town of Fort Winnebago are described briefly as follows:

- ◆ Plainfield-Okee Association
This association comprises about eight percent of the County. In the Town of Fort Winnebago, these soils generally occur in western portion of the Town. The soils in this association are characterized as excessively drained and well drained sandy soils that have a sandy or loamy subsoil and are underlain by sandy sediment or sandy loam glacial till. These soils are poorly suited for crops and are often wooded providing wildlife habitat. Generally both the Plainfield and Okee soils in this association are suitable for onsite sewage disposal and basements in areas without excessive slope.

- ◆ Boyer-Oshtemo-Dresden Association

This association comprises about five percent of the County. In the Town of Fort Winnebago, these soils generally occur in the southeast portion of the Town. The soils in this association are characterized as well drained sandy and loamy soils that have a loamy subsoil and are underlain by sand or stratified sand and gravel. All but the Dresden soils in this association are of limited suitability for crops and are often used for specialty crops that suited to these soils. Dairying and pasture land is also a common uses of areas with this soil association. Generally all soils in this association are suitable for onsite sewage disposal and basements in areas without excessive slope.

- ◆ Lapeer-Wyocena Association

This association comprises about 22 percent of the County. In the Town of Fort Winnebago, these soils generally occur in the central and northeast portion of the Town. The soils in this association are characterized as well drained loamy and sandy soils that have a loamy subsoil and are underlain by sandy loam or loamy sand glacial till. The soils of this association have limited suitability for crops with large areas in permanent pasture. Generally the soils in this association are suitable for onsite sewage disposal and basements in areas without excessive slope.

- ◆ Granby-Alluvial Land, Loamy, Wet-Morocco Association

This association comprises about eight percent of the County. In the Town of Fort Winnebago, these soils generally occur along the northern and southern edges of the Town. The soils in this association are characterized as somewhat poorly drained to poorly drained sandy soils that have a sandy subsoil and are underlain by sandy sediments and loamy alluvial land. All soils in this association are poorly suited for crops and are often used for pasture, wildlife habitat, and woodlands. Generally all soils in this association are not suitable for onsite sewage disposal and basements due to a high water table and flooding potential.

- ◆ Houghton-Adrian-Palms Association

This association comprises about eight percent of the County. In the Town of Fort Winnebago, these soils generally occur in the central and northeastern portions of the Town. The soils in this association are characterized as very poorly drained soils that are underlain in places by sandy or loamy sediments. All soils in this association are poorly suited for crops however where they can be drained these soils are used to grow crops such as potatoes, mint, and sod. Generally the soils in this association are not suitable for onsite sewage disposal and basements due to a high water table and flooding potential.

5.4.4 Productive Agricultural Areas

Soil type is the largest determining factor in the productivity of agricultural areas. The soils in Columbia County including the Town of Fort Winnebago are classified by the United State Department of Agriculture based upon their suitability for agricultural use. This classification is based upon criteria such as crop production potential, soil conditions, and other basic production related criteria. Soils are rated between Class I and Class VIII, with Class I, II, and III generally being considered good soils for agriculture. Class I, II, and the best soils of Class III are generally recognized as prime agricultural soils, while the remainder of the soils in Class III are generally recognized as unique farmland or farmland of statewide importance. In general, areas of the County that are not classified as Class I, II, and III soils include water bodies, wetlands, areas of steep slopes, and bedrock escarpments.

Prime farmland is land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and is also available for these uses. Unique farmland is land other than prime farmland that is used for the production of specific high-value food and

fiber crops. It has the special combination of soil quality, location, growing season, and moisture supply needed to produce sustained high-quality and/or high yields of a specific crop when treated and managed according to acceptable farming methods. Examples of such crops are citrus, tree nuts, olives, cranberries, fruit, and vegetables. Farmlands of statewide importance include those that are nearly prime farmland and that economically produce high yields of crops when treated and managed according to acceptable farming methods. Some may produce as high a yield as prime farmlands if conditions are favorable.

Protection of the best remaining farmland for agricultural purposes was shown to be of high importance to County residents in the Public Opinion Survey. However, the development of non-farm uses on agricultural lands continues to threaten the supply of the best agricultural soils in the County and the Town. In an effort to identify and recognize the most productive agricultural soils in the Town, this plan identifies prime farmland as defined by the US Department of Agriculture as productive agricultural areas. Prime farmland generally consists of Class I, II, and the best soils of Class III. Map 5-3 in Appendix I illustrates the prime agricultural soils in Town of Fort Winnebago.

While soil type is an important component to agriculture, other issues such as the availability of space to farm, the distance from other competing land uses, the availability of adequate transportation, etc. also effect the viability of farming in the Town. Efforts should be made to examine the issues facing agriculture as a comprehensive package that looks at the future viability of farming in the Town including the preservation of the best and most productive soils.

5.4.5 Environmental Corridors

Environmental Corridors are areas that contain unique natural resource components that can be seriously impacted by intense development and should be preserved and protected. The Environmental Corridors include many of the most environmentally sensitive lands and provide a continuous linear system of open space. The protection and preservation of these areas is intended to serve several functions including: the protection of surface and groundwater quality and recharge areas; reducing the potential damage from floods and storm water runoff; the protection of sensitive natural resource areas; and the maintenance of important wildlife habitats or recreational areas. Map 5-4 in Appendix I illustrates the locations of Environmental Corridors in Town of Fort Winnebago.

The Environmental Corridors include the following areas:

- floodplains
- wetlands
- 35 foot buffers along all lakes, ponds, rivers, streams, and drainage ways
- publicly owned lands and parks
- steep slopes over 12%
- shallow soils to bedrock
- woodlots 20 acres or greater

5.4.6 Rare, Threatened, and Endangered Species and Natural Communities

Columbia County contains many rare, threatened, and endangered species of plants and animals as well as a number of rare natural communities including some that are located within the Town of Fort Winnebago. Both the U.S. Fish and Wildlife Service and the Wisconsin DNR maintain lists of threatened and endangered species. The U.S. Fish and Wildlife Service classifies a species as “endangered “ when there is a danger of extinction within the foreseeable future throughout all or a significant portion of its range. A species is “threatened” when they are likely to become endangered in the foreseeable future. The Wisconsin DNR’s Bureau of Endangered Resources lists species as “endangered” when the continued existence of that species as a viable component of the State’s wild animals or plants is

determined to be in jeopardy based on scientific evidence. A species is considered “threatened” when it appears likely, based on scientific information, that the species may become endangered in the foreseeable future. The DNR also lists species of special concern that are suspected to have some problem of abundance or distribution.

The U.S. Fish and Wildlife Service does not list any endangered or threatened species that are permanent inhabitants of Columbia County or the Town of Fort Winnebago. However, several threatened and endangered species, including the Bald Eagle and Whooping Crane, may use portions of the County or the Town during part of the year.

The Wisconsin DNR maintains a database on rare, threatened, and endangered species and natural communities throughout the State called the Wisconsin Natural Heritage Inventory. Included in the inventory are 155 rare, threatened, or endangered species and natural communities that are known to exist in Columbia County. This information is not available at the Town level. Table 5-1 lists the rare, threatened, and endangered species and natural communities from the inventory that are known to exist in the County. It should be noted that parts of the state including parts of Columbia County have not yet been inventoried and therefore the list is not a complete and comprehensive list. Map 5-5 in Appendix I illustrates the generalized locations to the section level of rare, threatened, or endangered species and natural communities that have been observed in the Town of Fort Winnebago. The map does not show the locations of specific species but rather illustrates the general locations where rare, threatened, and endangered aquatic and terrestrial species or natural communities have been observed in the Town.

The intent of including information in this plan on rare, threatened, and endangered species and natural communities in Columbia County and the Town of Fort Winnebago is to raise awareness that these resources are present. Further study on the impacts a particular development may have on rare, threatened, or endangered species and natural communities may be needed in areas known to contain these resources. Consideration should be given to requiring review if developments are taking place in a habitat that might contain one of these species or natural communities.

TABLE 5-1
Known Rare, Threatened, and Endangered Species, and Natural Communities,
Columbia County, 2005

PLANTS				
COMMON NAME	SPECIES NAME	STATUS	YEAR OBSERVED	NUMBER OBSERVED
Yellow Giant Hyssop	<i>Agastache Nepetoides</i>	Threatened	1992	1
Yellow Giant Hyssop	<i>Agastache Nepetoides</i>	Threatened	1967	2
Prairie Sagebrush	<i>Artemisia Frigida</i>	Special Concern	1905	3
Wooly Milkweed	<i>Asclepias Lanuginosa</i>	Threatened	1994	3
Wooly Milkweed	<i>Asclepias Lanuginosa</i>	Threatened	1932	1
Maidenhair Spleenwort	<i>Asplenium Trichomanes</i>	Special Concern	N/A	9
Great Indian-Plantain	<i>Cacalia Muehlenbergii</i>	Special Concern	1973	1
Drooping Sedge	<i>Carex Prasina</i>	Threatened	1992	2
Hill's Thistle	<i>Cirsium Hillii</i>	Threatened	1987	1
Autumn Coral-Root	<i>Corallorrhiza Odontorhiza</i>	Special Concern	1991	1
Glade Fern	<i>Diplazium Pycnocarpon</i>	Special Concern	1992	1
Yellow Gentian	<i>Gentiana Alba</i>	Threatened	1935	2
Yellow Gentian	<i>Gentiana Alba</i>	Threatened	1990	2
Cliff Cudweed	<i>Gnaphalium Obtusifolium Var Saxicola</i>	Threatened	1998	4
Northern Oak Fern	<i>Gymnocarpium Jessoense</i>	Special Concern	N/A	1
Violet Bush-Clover	<i>Lespedeza Violacea</i>	Special Concern	1992	4
Rock Clubmoss	<i>Lycopodium Porophilum</i>	Special Concern	1992	1
Prairie False-Dandelion	<i>Nothocalais Cuspidata</i>	Special Concern	N/A	17
Brittle Prickly-Pear	<i>Opuntia Fragilis</i>	Threatened	N/A	3
Brittle Prickly-Pear	<i>Opuntia Fragilis</i>	Threatened	1992	10
Wilcox Panic Grass	<i>Panicum Wilcoxianum</i>	Special Concern	1942	1
Purple-Stem Cliff-Brake	<i>Pellaea Atropurpurea</i>	Special Concern	1993	5
Hooker Orchis	<i>Platanthera Hookeri</i>	Special Concern	1908	5
Christmas Fern	<i>Polystichum Acrostichoides</i>	Special Concern	1940	2
Prairie Parsley	<i>Polytaenia Nuttallii</i>	Threatened	1974	1
Prairie Parsley	<i>Polytaenia Nuttallii</i>	Threatened	1927	1
Bird's-Eye Primrose	<i>Primula Mistassinica</i>	Special Concern	1977	2
Lapland Azalea	<i>Rhododendron Lapponicum</i>	Endangered	1991	2
Fragrant Sumac	<i>Rhus Aromatica</i>	Special Concern	1993	3
Shadowy Goldenrod	<i>Solidago Sciaphila</i>	Special Concern	1995	12
Dwarf Huckleberry	<i>Vaccinium Cespitosum</i>	Endangered	1861	3
Yellow Screwstem	<i>Bartonia Virginica</i>	Special Concern	1952	1
Slim-Stem Small-Reedgrass	<i>Calamagrostis Stricta</i>	Special Concern	1927	5
False Hop Sedge	<i>Carex Lupuliformis</i>	Endangered	1990	2
Prickly Hornwort	<i>Ceratophyllum Echinatum</i>	Special Concern	1932	1
Small White Lady's-Slipper	<i>Cypripedium Candidum</i>	Threatened	1986	4
Small White Lady's-Slipper	<i>Cypripedium Candidum</i>	Threatened	1884	3
Small Yellow Lady's-Slipper	<i>Cypripedium Parviflorum</i>	Special Concern	1995	2
Showy Lady's-Slipper	<i>Cypripedium Reginae</i>	Special Concern	1971	4
Slenderleaf Sundew	<i>Drosera Linearis</i>	Threatened	1872	5
Engelmann Spike-Rush	<i>Eleocharis Engelmannii</i>	Special Concern	1975	2
Vasey Rush	<i>Juncus Vaseyi</i>	Special Concern	1959	1
Small Forget-Me-Not	<i>Myosotis Laxa</i>	Special Concern	1993	1
Georgia Bulrush	<i>Scirpus Georgianus</i>	Special Concern	N/A	2
Whip Nutrush	<i>Scleria Triglomerata</i>	Special Concern	1993	6
Sticky False-Asphodel	<i>Tofieldia Glutinosa</i>	Threatened	1964	1
Common Bog Arrow-Grass	<i>Triglochin Maritimum</i>	Special Concern	1934	1

INSECTS				
COMMON NAME	SPECIES NAME	STATUS	YEAR OBSERVED	NUMBER OBSERVED
A Tiger Beetle	<i>Cicindela Macra</i>	Special Concern	N/A	2
A Tiger Beetle	<i>Cicindela Patruela Patruela</i>	Special Concern	N/A	1
A Burrowing Water Beetle	<i>Hydrocanthus Iricolor</i>	Special Concern	1984	2
A Predaceous Diving Beetle	<i>Lioporeus Triangularis</i>	Special Concern	1985	2
Broad-Winged Skipper	<i>Poanes Viator</i>	Special Concern	1991	1
Regal Fritillary	<i>Speyeria Idalia</i>	Endangered	1996	1
Dion Skipper	<i>Euphyes Dion</i>	Special Concern	1989	1

Mulberry Wing	<i>Poanes Massasoit</i>	Special Concern	1990	2
Green-Striped Darter	<i>Aeshna Verticalis</i>	Special Concern	1991	1
Amber-Winged Spreadwing	<i>Lestes Eurinus</i>	Special Concern	1991	1
Elegant Spreadwing	<i>Lestes Inaequalis</i>	Special Concern	1989	1
Royal River Cruiser	<i>Macromia Taeniolata</i>	Special Concern	1995	1
Black Meadowhawk	<i>Sympetrum Danae</i>	Special Concern	1990	1
Newman's Brocade	<i>Meropleon Ambifusca</i>	Special Concern	1994	1
Silphium Borer Moth	<i>Papaipema Silphii</i>	Endangered	1995	1

MAMMALS

COMMON NAME	SPECIES NAME	STATUS	YEAR OBSERVED	NUMBER OBSERVED
Prairie Vole	<i>Microtus Ochrogaster</i>	Special Concern	1974	3
Western Harvest Mouse	<i>Reithrodontomys Megalotis</i>	Special Concern	1969	2
Franklin's Ground Squirrel	<i>Spermophilus Franklinii</i>	Special Concern	1960	1

BIRDS

COMMON NAME	SPECIES NAME	STATUS	YEAR OBSERVED	NUMBER OBSERVED
Grasshopper Sparrow	<i>Ammodramus Savannarium</i>	Special Concern	1986	1
Cerulean Warbler	<i>Dendroica Cerulea</i>	Threatened	1987	2
Loggerhead Shrike	<i>Lanius Ludovicianus</i>	Endangered	1985	4
Bell's Vireo	<i>Vireo Bellii</i>	Threatened	1986	2
Red-Shouldered Hawk	<i>Buteo Lineatus</i>	Threatened	1987	26
Yellow-Crowned Night-Heron	<i>Nyctanassa Violacea</i>	Threatened	1987	1
Black-Crowned Night-Heron	<i>Nycticorax Nycticorax</i>	Special Concern	N/A	6
Red-Necked Grebe	<i>Podiceps Grisegena</i>	Endangered	1997	2

FISH

COMMON NAME	SPECIES NAME	STATUS	YEAR OBSERVED	NUMBER OBSERVED
Lake Sturgeon	<i>Acipenser Fulvescens</i>	Special Concern	1976	7
Pirate Perch	<i>Aphredoderus Sayanus</i>	Special Concern	1985	14
Blue Sucker	<i>Cycleptus Elongatus</i>	Threatened	1995	7
Lake Chubsucker	<i>Erimyzon Sucetta</i>	Special Concern	1980	3
Western Sand Darter	<i>Etheostoma Clara</i>	Special Concern	1994	7
Banded Killifish	<i>Fundulus Diaphanus</i>	Special Concern	1980	7
Goldeye	<i>Hiodon Alosoides</i>	Endangered	1990	2
Black Buffalo	<i>Ictiobus Niger</i>	Threatened	1980	7
Longear Sunfish	<i>Lepomis Megalotis</i>	Threatened	1925	1
Redfin Shiner	<i>Lythrurus Umbratilis</i>	Threatened	1925	3
Speckled Chub	<i>Macrhybopsis Aestivalis</i>	Threatened	1994	7
Silver Chub	<i>Macrhybopsis Storeriana</i>	Special Concern	1993	7
Greater Redhorse	<i>Moxostoma Valenciennesi</i>	Threatened	1978	1
Pugnose Shiner	<i>Notropis Anogenus</i>	Threatened	1925	3
Weed Shiner	<i>Notropis Texanus</i>	Special Concern	1978	12
Pugnose Minnow	<i>Opsopoeodus Emiliae</i>	Special Concern	1984	4
Paddlefish	<i>Polyodon Spathula</i>	Threatened	N/A	1

REPTILES

COMMON NAME	SPECIES NAME	STATUS	YEAR OBSERVED	NUMBER OBSERVED
Timber Rattlesnake	<i>Crotalus Horridus</i>	Special Concern	1936	2
Black Rat Snake	<i>Elaphe Obsoleta</i>	Special Concern	1920	2
Western Slender Glass Lizard	<i>Ophisaurus Attenuatus</i>	Endangered	1985	5
Ornate Box Turtle	<i>Terrapene Ornata</i>	Endangered	1960	2
Wood Turtle	<i>Clemmys Insculpta</i>	Threatened	1958	1
Eastern Massasauga Rattlesnake	<i>Sistrurus Catenatus</i>	Endangered	1976	22
Western Ribbon Snake	<i>Thamnophis Proximus</i>	Endangered	1975	2
Northern Ribbon Snake	<i>Thamnophis Sauritus</i>	Endangered	1929	3
Western Slender Glass Lizard	<i>Ophisaurus Attenuatus</i>	Endangered	1999	9

INVERTEBRATE				
COMMON NAME	SPECIES NAME	STATUS	YEAR OBSERVED	NUMBER OBSERVED
Red-Tailed Prairie Leafhopper	<i>Aflexia Rubranura</i>	Endangered	1963	1
A Flat-Headed Mayfly	<i>Anepeorus Simplex</i>	Endangered	1974	3
Ebony Shell	<i>Fusconaia Ebena</i>	Endangered	1922	3
Cyrano Darner	<i>Nasiaeschna Pentacantha</i>	Special Concern	1988	1
Smoky Shadowfly	<i>Neurocordulia Molesta</i>	Special Concern	1995	10
Stygian Shadowfly	<i>Neurocordulia Yamaskanensis</i>	Special Concern	1995	5
A Small Minnow Mayfly	<i>Paracloeodes Minutus</i>	Special Concern	N/A	9
Bullhead	<i>Plethobasus Cyphus</i>	Endangered	1993	11
Round Pigtoe	<i>Pleurobema Sintoxia</i>	Special Concern	1993	11
Winged Mapleleaf	<i>Quadrula Fragosa</i>	Endangered	1922	6
Monkeyface	<i>Quadrula Metanevra</i>	Threatened	N/A	4
Salamander Mussel	<i>Simpsonia Ambigua</i>	Threatened	1993	4
Elusive Clubtail	<i>Stylurus Notatus</i>	Special Concern	1995	3
Russet-Tipped Clubtail	<i>Stylurus Plagiatus</i>	Special Concern	1995	4
Buckhorn	<i>Tritogonia Verrucosa</i>	Threatened	1994	17
Mussel Bed	<i>Mussel Bed</i>	Special Concern	1988	1

NATURAL COMMUNITIES

COMMON NAME	SPECIES NAME	STATUS	YEAR OBSERVED	NUMBER OBSERVED
Cedar Glade	<i>Cedar Glade</i>	NA	1978	3
Dry Cliff	<i>Dry Cliff</i>	NA	1995	7
Dry Prairie	<i>Dry Prairie</i>	NA	1979	3
Dry-Mesic Prairie	<i>Dry-Mesic Prairie</i>	NA	1979	1
Mesic Prairie	<i>Mesic Prairie</i>	NA	1978	2
Moist Cliff	<i>Moist Cliff</i>	NA	1980	11
Northern Dry Forest	<i>Northern Dry Forest</i>	NA	1980	4
Northern Dry-Mesic Forest	<i>Northern Dry-Mesic Forest</i>	NA	1995	7
Oak Barrens	<i>Oak Barrens</i>	NA	1987	3
Oak Opening	<i>Oak Opening</i>	NA	1995	1
Pine Relict	<i>Pine Relict</i>	NA	1979	1
Sand Barrens	<i>Sand Barrens</i>	NA	1979	1
Sand Meadow	<i>Sand Meadow</i>	NA	1986	1
Southern Dry Forest	<i>Southern Dry Forest</i>	NA	1979	5
Southern Dry-Mesic Forest	<i>Southern Dry-Mesic Forest</i>	NA	1979	13
Southern Mesic Forest	<i>Southern Mesic Forest</i>	NA	1979	6
Alder Thicket	<i>Alder Thicket</i>	NA	1979	3
Calcareous Fen	<i>Calcareous Fen</i>	NA	1985	3
Emergent Aquatic	<i>Emergent Aquatic</i>	NA	1994	20
Floodplain Forest	<i>Floodplain Forest</i>	NA	N/A	10
Lake--Oxbow	<i>Lake--Oxbow</i>	NA	1978	1
Lake--Shallow; Hard; Drainage	<i>Lake--Shallow; Hard; Drainage</i>	NA	1978	1
Lake--Shallow; Hard; Seepage	<i>Lake--Shallow; Hard; Seepage</i>	NA	1985	1
Lake--Shallow; Soft; Seepage	<i>Lake--Shallow; Soft; Seepage</i>	NA	1979	1
Northern Sedge Meadow	<i>Northern Sedge Meadow</i>	NA	1979	1
Northern Wet Forest	<i>Northern Wet Forest</i>	NA	1979	6
Open Bog	<i>Open Bog</i>	NA	1979	2
Shrub-Carr	<i>Shrub-Carr</i>	NA	1979	10
Southern Sedge Meadow	<i>Southern Sedge Meadow</i>	NA	1984	16
Springs And Spring Runs; Hard	<i>Springs And Spring Runs; Hard</i>	NA	1978	1
Stream--Fast; Hard; Cold	<i>Stream--Fast; Hard; Cold</i>	NA	1979	1
Stream--Fast; Soft; Warm	<i>Stream--Fast; Soft; Warm</i>	NA	1978	4
Stream--Slow; Soft; Warm	<i>Stream--Slow; Soft; Warm</i>	NA	1978	1
Wet Prairie	<i>Wet Prairie</i>	NA	1979	1
Wet-Mesic Prairie	<i>Wet-Mesic Prairie</i>	NA	1995	3

Source: WI DNR – Bureau of Endangered Resources

5.4.7 Stream Corridors and Surface Water

Approximately 23,219 acres of stream corridors and surface water cover parts of Columbia County amounting to approximately 4.5 percent of the County's land area. Included in this total are 58 named and unnamed lakes and ponds as well as 23 streams and rivers. These lakes and rivers provide the County with 742 miles of river frontage and 124 miles of lake frontage. The Wisconsin DNR has produced a document titled "Surface Water Resources of Columbia County" that provides information on the lakes and streams in the County including the Town of Fort Winnebago. The Town of Fort Winnebago has one named lake and three named streams located within the Town. The following section contains descriptions of the lakes, ponds, streams, and rivers in the Town based on information from the Wisconsin DNR. In addition Map 5-6 in Appendix I illustrates the locations of stream corridors and surface water in the Town of Fort Winnebago.

Also illustrated on Map 5-6 in Appendix I are the watersheds located within the Town. The Town of Fort Winnebago is located within three watersheds, the Neenah Creek Watershed, the Buffalo and Puckaway Lake Watershed, and the Swan Lake Watershed. Watersheds are the land area drained by a particular stream and are part of a larger river basin drainage area. Columbia County is situated within three river basins, the Rock-Fox Basin, the Wolf-Fox Basin, and the Wisconsin River Basin.

5.4.7.1 *Lakes and Ponds*

◆ Dates Millpond

Town of Fort Winnebago, T13N, R9E, Section 1 & Town of Marcellon, T13N, 10E, Section 6
Surface Acres = 96.0, Maximum Depth = 6 feet

Dates Millpond is a shallow impoundment of French Creek created by a nine foot feed mill dam. The water is clear and fairly fertile. Largemouth bass, panfish and northern pike constitute the fishery; the lake is noted for its fine northern pike fishing. Winterkill and weeds may be use problems. Rough fish are present but do not constitute a problem. Public access is not directly available, however, adjacent WDNR public lands provide some access. There are few dwellings on the lake; thus it has a semi-wilderness appearance. About 146 acres of open marshland adjoin the lake. Fair numbers of waterfowl visit the lake.

◆ Unnamed Lakes

In addition to the larger named lakes, approximately 34 smaller unnamed lakes also exist throughout Columbia County including the Town of Fort Winnebago. Unnamed lakes are usually small, less than 20 acres, and may commonly have extensive adjoining wetland. They generally experience severe fluctuations in water level, which hinders any determination of their physical parameters.

5.4.7.2 *Rivers and Streams*

◆ Fox River

Towns of Fort Winnebago, Marcellon, Pacific, Scott, and Wyocena
T13N, R9-10-11E & T12N, R9-10E
Surface Acres = 297.8, Miles = 40.3, Gradient = 4.52 feet per mile

The Fox River is a major stream in northern Columbia County, it first flows southwest toward Portage, then north, out of the county. After coming within 2 miles of the Wisconsin River it flows on to the Lake Michigan watershed. A 17-foot high dam at Pardeeville forms Park Lake; the only other structure on the river in Columbia County is at Governor's Bend where navigation locks and a dam were operated in the past. Channel catfish, bullheads and walleyes constitute the

fishery. Northern pike, largemouth bass, and yellow bass are also present in some sections. Rough fish and pollution are use problems. Access is possible at Governor's Bend from numerous road crossings, especially upstream from the Portage area. Over 13,900 acres of wetland adjoin the stream, hence waterfowl values are quite high.

◆ French Creek

Towns of Fort Winnebago and Marcellon, T13N, R9-10E

Surface Acres = 26.17, Miles = 10.8, Gradient = 3.74 feet per mile

French Creek is a small stream fed largely by wetland drainage, impounded at Dates Millpond, tributary to the Fox River near the Marquette County line. The WDNR owns 1,713 acres of adjoining land and operates three impoundments capable of flooding about 700 acres. Water levels are seasonally manipulated in the interests of waterfowl management. In all about 1,600 acres of wetland adjoin the stream. Channel catfish, crappies, and suckers provide a fishery, seasonally augmented by northern pike. Access with boat launching and parking is adequate. The area provides good waterfowl shooting.

◆ Spring Creek

Town of Fort Winnebago, T13N, R9E

Surface Acres = 4.56, Miles = 4.7 Gradient = 10.64 feet per mile

Spring Creek is a small, clear spring-fed stream tributary to French Creek. Forage species constitute the fish population. Spring areas near the headwaters have been impounded as farm ponds. Downstream one impoundment of the French Creek Wildlife Area rests on the stream. There is one major feeder stream and several ditches along the stream. Three county trunk highways and 1,731 acres of public land in the French Creek Wildlife Area provide access to the stream. Use by migrating waterfowl is the prime value of this area.

5.4.8 Floodplains

Floodplains include streams, rivers, and wetlands, and lands that are adjacent to these water resources that are periodically inundated by floodwater. This is both a real phenomena and a legal standard; the Federal Emergency Management Agency (FEMA) has produced maps of Columbia County including the Town of Fort Winnebago that show the areas of the 100-year flood. A 100-year flood is defined in the Columbia County Floodplain Zoning Ordinance as a regional flood "determined to be representative of large floods known to have occurred in Wisconsin and which may be expected to occur on a particular stream because of like physical characteristics. The flood frequency of the regional flood is once in every 100 years" (Columbia County Floodplain Zoning Ordinance, Article K). Lands within the legal floodplain, as designated by the FEMA maps, are within the regulatory authority of the Columbia County Floodplain Zoning Ordinance. There are approximately 6,246 acres of floodplains in the Town of Fort Winnebago, according to FEMA. This represents approximately 29.1 percent of the surface of the Town. Table 5-2 lists the acres of floodplain by municipality in Columbia County. Among towns, the Town of Caledonia has the largest number of acres of floodplain at 13,900 acres, while the Town of Pacific has largest percentage of land area in floodplains with 56.3 percent being classified as floodplain. The Town of Arlington has the fewest acres in floodplain with 18 acres or 0.1 percent of the Town's land area being classified floodplain. Map 5-7 in Appendix I illustrates the locations of the floodplains in the Town of Fort Winnebago.

Structures are undesirable in floodplains because they reduce water storage capacity, retard the flow of floodwater, and can be damaged or destroyed by floods. Also, in a large flood, chemicals normally and safely stored in homes and business can escape to cause damage to land and water resources downstream.

Floodplains may contain, however, rich agricultural soil and can be valuable as farmland. They can also be used for parks and recreation, and a variety of other uses that do not involve structures.

TABLE 5-2
Floodplains by Municipality
Columbia County, 2005

Municipality	Acres of Floodplains	% of Municipality's Land Area
Town of Arlington	18	0.1%
Town of Caledonia	13,900	34.2%
Town of Columbus	1,339	6.6%
Town of Courtland	1,268	5.6%
Town of Dekorra	5,046	17.5%
Town of Fort Winnebago	6,246	29.1%
Town of Fountain Prairie	1,862	8.3%
Town of Hampden	1,175	5.1%
Town of Leeds	21	0.1%
Town of Lewiston	10,157	28.6%
Town of Lodi	1,648	8.9%
Town of Lowville	451	2.0%
Town of Marcellon	953	4.2%
Town of Newport	2,881	20.3%
Town of Otsego	388	2.0%
Town of Pacific	7,795	56.3%
Town of Randolph	621	2.8%
Town of Scott	1,765	7.7%
Town of Springvale	3,954	15.0%
Town of West Point	2,564	12.3%
Town of Wyocena	4,372	18.4%
Village of Arlington	0	0.0%
Village of Cambria	7	1.1%
Village of Doylestown	0	0.0%
Village of Fall River	6	0.6%
Village of Friesland	0	0.0%
Village of Pardeeville	325	22.5%
Village of Poynette	87	5.6%
Village of Randolph*	0	0.0%
Village of Rio	0	0.0%
Village of Wyocena	173	17.3%
City of Columbus*	146	5.6%
City of Lodi	113	12.6%
City of Portage	2,739	45.2%
City of Wisconsin Dells*	41	2.9%
Columbia County	72,061	14.1%

Source: FEMA and Columbia County Planning and Zoning

5.4.9 Wetlands

Wetlands are areas with sufficient surface moisture to support marshland and aquatic vegetation. These areas are generally associated with wet spongy conditions due to standing water and a high water table. There are approximately 6,147 acres of wetlands in the Town of Fort Winnebago, according to the Wisconsin Department of Natural Resources representing approximately 28.7 percent of the surface of the Town. Table 5-3 lists the acres of wetland by municipality in Columbia County. Among towns, the Town of Lewiston has the largest number of acres of wetlands at 11,119 acres, while the Town of Pacific had the largest percentage of land area in wetlands with 45 percent being classified as wetland. The Town of Arlington had the fewest acres of wetlands at 186 acres and the smallest percentage at 0.8 percent. Map 5-8 in Appendix I illustrates the locations of wetlands in the Town of Fort Winnebago.

Wetlands are the most productive and beneficial habitat for wildlife. In agricultural areas, wetlands often represent the last remaining stable wildlife cover. They provide areas for hunting, trapping, fishing, biking, bird watching, and other forms of recreation.

Wetlands are also important for retaining storm water from rain and melting snow. Wetlands slow the movement of storm water run-off and can provide storage areas for floodwaters, thus minimizing adverse impacts to downstream areas. Preservation of wetlands can prevent needless expenses for flood and storm water control projects such as dikes, levees, concrete lined channels and detention basins.

It is also known that wetlands help to maintain water quality. Wetland plants and soils have the capacity to store and filter pollutants ranging from pesticides to animal wastes. Calm wetland waters, with their flat surface and flow characteristics, allow particles of toxins and nutrients to settle out of the water.

Some wetlands can provide a valuable service of replenishing groundwater supplies. The filtering capacity of wetland plants and substrates may also help protect groundwater quality. Groundwater discharge is the process by which groundwater is brought to the surface and released to surface water bodies. Groundwater discharge is a more common wetland function and can be important for stabilizing and maintaining stream flow, especially during dry months. This can result in an enhancement of the aquatic life communities in the downstream areas. Groundwater discharged through wetlands can contribute toward high quality water in lakes, rivers, and streams.

In addition to wetlands, several areas of the County including the Town of Fort Winnebago contain wet soils known as hydric soils. Hydric soils are soils formed in areas where the saturation, flooding, or ponding of water on the soil during the growing season is long enough to reduce oxygen levels in the soil. Because of high water levels, areas with hydric soils have similar characteristics to wetlands but are not considered wetlands and do not receive the same regulatory protections as wetlands. Nonetheless, they are generally not advised for building construction. The locations of areas with hydric soils should be considered when reviewing development proposals. Map 5-8 in Appendix I also illustrates the locations of hydric soils in the Town of Fort Winnebago.

TABLE 5-3
Wetlands by Municipality
Columbia County, 2005

Municipality	Acres of Wetlands	% of Municipality's Land Area
Town of Arlington	186	0.8%
Town of Caledonia	5,745	14.2%
Town of Columbus	2,046.0	10.1%
Town of Courtland	3,433	15.1%
Town of Dekorra	4,623	16.1%
Town of Fort Winnebago	6,147	28.7%
Town of Fountain Prairie	2,984	13.4%
Town of Hampden	1,978	8.7%
Town of Leeds	983	4.3%
Town of Lewiston	11,119	31.3%
Town of Lodi	1,212	6.6%
Town of Lowville	2,086	9.1%
Town of Marcellon	2,525	11.0%
Town of Newport	2,590	18.2%
Town of Otsego	2,413	12.2%
Town of Pacific	6,234	45.0%
Town of Randolph	1,695	7.5%
Town of Scott	3,500	15.3%
Town of Springvale	5,278	20.1%
Town of West Point	205	1.0%
Town of Wyocena	5,710	24.1%
Village of Arlington	0	0.0%
Village of Cambria	82	12.9%
Village of Doylestown	397	15.5%
Village of Fall River	174	17.0%
Village of Friesland	6	0.9%
Village of Pardeeville	210	14.5%
Village of Poynette	195	12.5%
Village of Randolph*	1	0.7%
Village of Rio	0	0.0%
Village of Wyocena	130	13.0%
City of Columbus*	40	1.5%
City of Lodi	26	2.9%
City of Portage	1,416	23.4%
City of Wisconsin Dells*	39	2.8%
Columbia County	75,408	14.8%

Source: WDNR and Columbia County Planning and Zoning

5.4.10 Woodlands

Woodlands cover 4,757 acres in the Town of Fort Winnebago, or about 22.2 percent of the total area of the Town. Table 5-4 lists the acres of woodland by municipality in Columbia County. Various sized woodlands are generally scattered around the Town with a larger wooded areas located in the southeastern corner of the Town. Woodlands in the Town generally contain areas that are heavily sloped, located in floodplain or wetland, or on marginal agricultural lands. Among towns, the Town of Caledonia has the largest number of acres of woodlands at 13,377 acres and the largest percentage of land area in woodlands with 33 percent being classified as woodlands. The Town of Columbus had the fewest acres of woodlands at 791 acres and the smallest percentage at 3.9 percent. Woodlands in the Town of Fort Winnebago are illustrated on Map 5-9 in Appendix I.

Woodlands can provide economic and ecological value as well as a recreational resource. As with surface water, woodlands attract residential and recreational development. Some timber in the Town may have commercial value, but the primary value of the remaining woodlands in the Town may be as open space or wildlife habitat with some limited residential development. Recreational areas are also desirable in wooded areas. Woodlands containing desirable species of trees take a very long time to grow. It would be advantageous to preserve as many of the remaining woodlands as possible.

TABLE 5-4
Woodlands by Municipality
Columbia County, 2005

Municipality	Acres of Woodlands	% of Municipality's Land Area
Town of Arlington	1,916	8.5%
Town of Caledonia	13,377	33.0%
Town of Columbus	791	3.9%
Town of Courtland	1,213	5.3%
Town of Dekorra	8,117	28.2%
Town of Fort Winnebago	4,757	22.2%
Town of Fountain Prairie	1,589	7.1%
Town of Hampden	881	3.9%
Town of Leeds	976	4.2%
Town of Lewiston	7,942	22.3%
Town of Lodi	5,347	29.0%
Town of Lowville	4,035	17.6%
Town of Marcellon	6,253	27.3%
Town of Newport	3,388	23.8%
Town of Otsego	2,283	11.5%
Town of Pacific	2,102	15.2%
Town of Randolph	1,113	4.9%
Town of Scott	4,382	19.1%
Town of Springvale	4,485	17.0%
Town of West Point	6,625	31.8%
Town of Wyocena	5,066	21.3%
Village of Arlington	1	0.1%
Village of Cambria	40	6.3%
Village of Doylestown	306	11.9%
Village of Fall River	24	2.4%
Village of Friesland	8	1.2%
Village of Pardeeville	85	5.9%
Village of Poynette	244	15.6%
Village of Randolph*	3	1.8%
Village of Rio	90	10.8%
Village of Wyocena	106	10.6%
City of Columbus*	31	1.2%
City of Lodi	65	7.2%
City of Portage	649	10.7%
City of Wisconsin Dells*	861	61.4%
Columbia County	89,150	17.5%

Source: USGS and Columbia County Planning and Zoning

5.4.11 Wildlife Habitat and State Natural Areas

Wildlife habitat is made up of various components, many of that have been addressed in other sections of this element. Basically wildlife habitat is an area that has enough food, water, and cover for a species to survive. The woodlands, wetlands, and the shorelines of waterways comprise the largest areas of wildlife habitat in Columbia County and the Town of Fort Winnebago and often contain the last remaining stable areas of wildlife cover. Upland species often seen in the Town include white tail deer, rabbits, fox, muskrat, wild turkeys, and a variety of songbirds. Waterfowl that are commonly spotted in the Town include ducks, egrets, sand hill cranes, and herons. The Wisconsin DNR owns and manages several public wildlife areas and hunting grounds that provide wildlife habitat. These areas are discussed in more detail in the Outdoor Recreational Resources section of this plan element.

5.4.11.1 State Natural Areas

The Wisconsin Department of Natural Resources identifies six State Natural Areas within Columbia County, none of which are located in the Town of Fort Winnebago. State natural areas were acquired to protect the state's natural diversity, provide sites for research and environmental education, and serve as benchmarks for assessing and guiding use of other lands in the state. Natural areas are defined as tracts of land or water that have native biotic communities, unique natural features, or significant geological or archeological sites. Generally, natural areas are remnant areas which largely have escaped disturbances since settlement or which exhibit little recent disturbance so that recovery has occurred and pre-settlement conditions are approached. Natural areas provide an important reservoir of our state's genetic or biologic diversity. They act as important reserves for native biotic communities and provide habitat for endangered, threatened, or critical species or other species of special concern to scientists. While there are no State Natural Areas within the Town of Fort Winnebago the location of these natural resources in other parts of the County serve the residents of the Town by providing outdoor recreational opportunities.

5.4.11.2 Wisconsin's Land Legacy Report

The WDNR has prepared the Wisconsin Land Legacy Report to identify places in the State believed to be most important in meeting Wisconsin's conservation and recreation needs over the next 50 years. The report identifies 228 Legacy Places in the State that consist of places that are the most important for conserving critical natural resources and providing outdoor recreation opportunities. Seven Legacy Places have been identified in Columbia County. One of these places, the Portage to Buffalo Lake Corridor, potentially includes portions of the Town of Fort Winnebago.

The seven Legacy Places identified in Columbia County are as follows:

- Arlington Prairie
- Baraboo Hills
- Baraboo River
- Glacial Habitat Restoration Area
- Lewiston Marsh
- Middle Wisconsin River
- Portage to Buffalo Lake Corridor

No specific boundaries or levels of protection have been proposed for these Legacy Places due mainly to a lack of information as to what land or water features are the most appropriate to protect. The determination of where protection efforts should be focused, which protection strategies would be

most effective, and who should be involved will require a more detailed, locally-led evaluation involving local landowners, citizens, organizations, businesses, and government.

5.4.12 Metallic and Nonmetallic Mineral Resources

Metallic minerals are important sources for metals such as zinc, lead, copper, iron, and gold. No metallic mineral deposits exist in the Town of Fort Winnebago and no metals are currently being mined in the State of Wisconsin.

Nonmetallic minerals are important sources of building stone, lime, industrial sand, and construction aggregates. Like ground water, forests, and agricultural land, non-metallic minerals resources exists where nature put them, not always where they are needed. Planning for these resources is needed in order to ensure abundant supplies of inexpensive aggregate in the future. Reclamation of nonmetallic mines are regulated by the Columbia County Nonmetallic Mining Reclamation Ordinance within the Columbia County Code of Ordinances. The ordinance requires all operating nonmetallic mines to obtain an annual reclamation permit and to prepare a reclamation plan for the mine site. The reclamation plan is to describe how the mine site will be restored once mining is complete and what the post-mining land use will be for the property. The annual permit provides a means to track progress on the reclamation of the mine site. There is currently one nonmetallic mining site in the Town of Fort Winnebago located off of County Highway F in the southern portion of the Town.

5.4.13 Parks, Open Spaces, and Outdoor Recreational Resources

Parks, open spaces, and outdoor recreational resources are provided by a variety of governmental entities and organizations. Parks and developed recreational areas that serve the Town of Fort Winnebago are addressed in detail in the Utilities and Community Facilities Element of this plan and therefore will not be addressed here. This section will focus mainly on open space areas and outdoor recreational resources such as hunting grounds, wildlife areas, waterfowl production areas. Over 28,000 acres of land in Columbia County are in public ownership and available for open space and outdoor recreational uses. These outdoor recreation areas include land owned by the Wisconsin Department of Natural Resources for hunting grounds and wildlife areas, lands owned by the US Fish and Wildlife Service and the Madison Audubon Society for waterfowl production areas, and lands along the Wisconsin River owned by Wisconsin Power and Light that are open to public hunting. Table 5-5 below lists many of the outdoor recreational lands available for public use in Columbia County. The table provides information on the owner, acreage, and general uses of these lands. One of these sites, French Creek Wildlife Area, is located in the Town of Fort Winnebago. The other sites, while not located directly in the Town of Fort Winnebago, provide outdoor recreational opportunities to Town residents. Map 5-10 illustrates the locations of public outdoor recreational land and open spaces in the Town of Fort Winnebago. Open spaces and outdoor recreational areas are important resources for providing recreational opportunities for Town residents and should be supported whenever possible.

TABLE 5-5
Outdoor Recreational Lands
Columbia County, 2005

Owner	Site Name	Acres	Purpose / Uses
Wisconsin DNR	Columbus Wetland	240	Hunting/Canoeing/Bird Watching/Fishing
	Dekorra Public Hunting Grounds	242	Hunting/Bird Watching/Berry Picking
	Duck Creek Public Hunting Grounds	159	Hunting/Bird Watching/Hiking
	French Creek Wildlife Area	3,176	Hunting/Fishing/ Bird Watching/Berry Picking
	Grassy Lake Wildlife Area	695	Hunting/Bird Watching/Berry Picking
	Hampden Wetland Public Hunting Grounds	227	Hunting/Bird Watching
	Hinkson Creek Fishery Area	160	Hunting/Trout Fishing
	Jennings Creek Wildlife Area	530	Hunting/Trout Fishing
	Lodi Marsh Wildlife Area	1,207	Hunting/Hiking/ Berry Picking/Bird Watching/
	Mackenzie Environmental Center	267	Live Animal Exhibits/Nature Center Education/Hiking/ Bird Watching/ Cross-Country Skiing
	Mud Lake Wildlife Area	2,139	Hunting/Canoeing/Bird Watching
	Paradise Marsh Wildlife Area	1,496	Hunting/Bird Watching/Hiking
	Peter Helland Wildlife Area	2,997	Hunting/Bird Watching/Berry Picking/Canoeing
	Pine Island Wildlife Area	5,043	Hunting/Canoeing/Dog Training/Hiking/Fishing
	Rocky Run Creek Fishery Area	710	Hunting/Trout Fishing/Bird Watching
	Rowan Creek Fishery Area	629	Hunting/ Bird Watching/Hiking/Cross-Country Skiing/Trout Fishing
	Swan Lake Wildlife Area	1,799	Hunting/Bird Watching
US Fish and Wildlife Service	Anderson Waterfowl Production Area	20	Waterfowl Production Area
	Baraboo River Waterfowl Production Area	846	Waterfowl Production Area
	Becker Waterfowl Production Area	279	Waterfowl Production Area
	Doylestown Waterfowl Production Area	52	Waterfowl Production Area
	Ludwig Waterfowl Production Area	35	Waterfowl Production Area
	Manthey Waterfowl Production Area	422	Waterfowl Production Area
	Rowe Waterfowl Production Area	336	Waterfowl Production Area
	Schoenberg Marsh Waterfowl Production Area (part)	605	Waterfowl Production Area
	Severson Waterfowl Production Area	250	Waterfowl Production Area
	Vangen Waterfowl Production Area	81	Waterfowl Production Area
Madison Audubon Society	Goose Pond	569	Waterfowl Production Area/Bird Watching
	Schoenberg Marsh Waterfowl Production Area (part)	60	Waterfowl Production Area
Wisconsin Power and Light	Wisconsin River Area	3,100+	Hunting

Source: WDNR, US Fish and Wildlife Service, & Columbia County

5.4.13.1 Historic and Cultural Resources

Columbia County and the Town of Fort Winnebago have a vibrant history consisting of both Native American and European settlement periods. Historic Native American sites such as mounds, campsites, or villages are located throughout the County including some in the Town of Fort Winnebago. Likewise, many settlements in the County date back to the mid-1800's and contain historic homes and buildings from the early European settlement. In an effort to retain the historic character of the County and the Town and encourage tourism in the area, the integrity of historic structures and cultural sites should be preserved and enhanced whenever possible. The preservation of historic and cultural resources is an important tool to allow people to experience and learn from the past. Historic places, objects, and documents provide important evidence about historical trends and events, provide insight into how people lived, provide examples of distinctive architectural and engineering designs, and help to tell the story of the history of Columbia County and the Town of Fort Winnebago. Information about the historic and cultural resources is described below.

5.4.13.2 National and State Register of Historic Places

Identifying and preserving historical structures and cultural areas within the Town of Fort Winnebago are important considerations in developing a comprehensive plan for the Town. These features help to define the Town's historic character and cultural heritage. The National Register of Historic Places recognizes properties of local, state, and national significance. The Wisconsin State Register of Historic Places also recognizes significant historic sites and most properties on the National Register are also included on the State Register. However, the State register allows for state-level preservation efforts outside of the National Register. Properties are listed in the National and State Register because of their associations with significant persons or events, because they contain important information about our history or prehistory, or because of their architectural or engineering significance. The National and State Registers also list important groupings of properties as historic districts. Details about the National and State Register of Historic Places program are provided in section 5.3.6 of this element. A total of 36 sites in Columbia County have been placed on the National and State Registers of Historic Places. One of the listed sites, Fort Winnebago, is located in the Town of Fort Winnebago. Additional eligible sites may also exist within the Town. Table 5-6 lists the properties listed on the National and State Registers of Historic Places in Columbia County by the community in which they are located. Map 5-11 in Appendix I includes the locations of properties listed on the National and State Registers of Historic Places in Town of Fort Winnebago. The impacts on sites eligible for listing in the National and State Registers of Historic Places should be considered when evaluating development proposals in the Town.

TABLE 5-6
Sites Listed on the National and State Registers of Historic Places
Columbia County, 2005

Town/Village/City	Historic Site Name	Address
Town of Caledonia	Durward's Glen	NE of Merrimac off STH 78
Town of Columbus	Holsten Family Farmstead	W1391 Weiner Rd.
Town of Fort Winnebago	Fort Winnebago Site	Address Restricted
Town of Fountain Prairie	Nashold 20-sided Barn	CTH Z, 0.4 mi. E of STH 146
Town of Newport	Kingsley Bend Mound Group	Hwy 16 wayside, 3 miles south of Dells
	Upham, Horace A.J., (Camp Wabeek) House	N9888 STH 13
Town of Pacific	Fort Winnebago Surgeon's Quarters	0.1 mi. E of Portage city limits on STH 33
Village of Pardeeville	Bellmont Hotel	120 N. Main St.
	Cox, Angie Williams, Library	129 N. Main St.
	Pardeeville Presbyterian Church	105 S. Main St.
City of Columbus	Chadbourn, F. A., House	314 S. Charles St.
	Columbus City Hall	105 N. Dickason St.
	Columbus Downtown Historic District	Roughly bounded by Mill, Water and Harrison Sts. and Dickason Blvd.
	Columbus Fireman's Park Complex	1049 Park Avenue
	Columbus Post Office	211 South Dickason Blvd.
	Columbus Public Library	112 S. Dickason Blvd.
	Farmers and Merchants Union Bank	159 W. James St.
	Kurth, John H., and Company Office Building	729--733 Park Ave.
	Lewis, Gov. James T., House	711 W. James St.
	Prairie Street Historic District	Roughly along W. Prairie St., including parts of S. Lewis St. and S. Charles St.
City of Lodi	South Dickason Boulevard Residential Historic District	Roughly along S. Dickason Blvd., from W. School St. to W. Harrison, also along S. Ludington St.
	Lodi Street - Prairie Street Historic District	Roughly Prairie St. from Second St. to Mill St.
City of Portage	Portage Street Historic District	Roughly along Portage St. from Spring to Parr Sts.
	Church Hill Historic District	Roughly bounded by Adams, Pleasant, Lock, and Franklin Sts.
	Fox-Wisconsin Portage Site	Address Restricted
	Gale, Zona, House	506 W. Edgewater St.
	Merrell, Henry, House	505 E. Cook St.
	Old Indian Agency House	NE end of old Agency House Rd.
	Portage Canal	Between Fox and Wisconsin Rivers
	Portage Industrial Waterfront Historic District	Jct. of E. Mullet and Dodge Sts.
	Portage Retail Historic District	Roughly, Cook from Wisconsin to Main, Wisconsin from Cook to Edgewater and DeWitt from Conant to Edgewater
City of Wisconsin Dells	Society Hill Historic District	Roughly bounded by W. Wisconsin, Cass and W. Emmett Sts. and MacFarlane Rd.
	Bennett, H. H., Studio	215 Broadway
	Bowman House	714 Broadway St.
	Kilbourn Public Library	631 Cedar Street
	Weber, Jacob, House	825 Oak St.

Source: Wisconsin Historical Society

5.4.13.3 The Architecture and History Inventory (AHI)

In addition to the National and State Registers of Historic Places, the Wisconsin Historical Society maintains a collection of information on historic buildings, structures, sites, objects, and historic districts throughout the Wisconsin called the Architecture and History Inventory (AHI). The AHI is housed at the Wisconsin Historical Society in Madison and is a permanent record maintained by the Society's Division of Historic Preservation. The AHI contains data on buildings, structures and objects that illustrate Wisconsin's unique history. The AHI documents a wide range of historic properties such as the round barns, log houses, metal truss bridges, small town commercial buildings, and Queen Anne houses that create Wisconsin's distinct cultural landscape. The AHI is comprised of written text and photographs of each property, which document the property's architecture and history.

Most properties become part of the AHI as a result of a systematic architectural and historical survey. The inventory is not a comprehensive list of all old Wisconsin buildings and structures. The inventory has been assembled over a period of more than 25 years from a wide variety of sources. From its beginning in the mid-1970s until 1980, reconnaissance surveys were conducted by summer students. Starting in 1980, intensive surveys were funded by sub-grants and conducted by professional historic preservation consultants. In many cases, the information is dated. Some properties may be altered or no longer exist. The majority of properties included in this inventory are privately owned and not open to the public. Inclusion in this inventory conveys no special status, rights or benefits to owners of these properties. In the Town of Fort Winnebago 31 properties are listed in the inventory.

5.4.13.4 Archaeological Sites Inventory (ASI)

Archaeological sites are places that provide archeologists with clues about past human behavior. These sites are often located where people lived, worked, or worshipped. Examples of archaeological sites include the remains of Indian campsites, areas where lead was mined by either Native Americans or early European settlers, the remains of a farmstead, a limestone quarry, a pottery factory, a shipwreck, or a railroad depot. Archaeological sites also include burial sites such as Native American burial mounds and historic European-American cemeteries.

The Office of the State Archaeologist, Historic Preservation Division of the Wisconsin Historical Society maintains a list of archaeological sites, mounds, unmarked cemeteries, marked cemeteries, and cultural sites known as the Archaeological Site Inventory (ASI). The ASI does not include all of the archaeological sites, mounds, unmarked cemeteries, marked cemeteries, and cultural sites that are present in the state. It includes only those sites that have been reported to the Wisconsin Historical Society. It is estimated that less than one percent of the archaeological sites in the state have been identified. The ASI is a compilation of information derived from a variety of sources over the last 150 years. The information available for each entry varies widely and not all of the information has been verified. Few of the sites have been evaluated for their importance and additional archaeological fieldwork may need to be completed. Sites listed on the State and National Register of Historic Places are also identified in the ASI. Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from intentional disturbance. The discovery of any suspected Native American burial mounds or an unmarked or marked burials are required to be reported to the Burial Sites Preservation Office at the Wisconsin Historical Society.

In Columbia County, approximately 442 archaeological sites are included in the Wisconsin State Historical Society's ASI. Of these 442 sites, 198 are cemeteries or burials and 79 are Native

American mounds. Several of these sites are located in the Town of Fort Winnebago and it is highly likely that additional undocumented sites exist within the Town. Therefore, when evaluating development proposals it is important to consider the likelihood that an archaeological site may exist within the development site. It is estimated that nearly 80 percent of the archaeological sites that once existed in the state have been destroyed or severely damaged, primarily by modern land practices such as development and farming. Many sites have also been damaged by looting. These archaeological sites represent some of the last remaining links to local history. Archaeological sites **are** non-renewable resources. If an archaeological site is destroyed, it is lost forever. Map 5-11 in Appendix I illustrates the generalized locations of archeological sites in the Town of Fort Winnebago.

5.4.13.5 Museums, Historical Markers, and Historical Societies

Columbia County has a number of museums, historical markers, and historical societies that provide insight into the historical and cultural resources of the County. Table 5-7 lists the museums, historical markers, and historical societies located within Columbia County by community. One of these resources, the Potter's Emigration Society Historical Marker, is located within the Town of Fort Winnebago. In addition several museums and historical markers are located nearby in adjacent towns and in the City of Portage. The museums included on the list consist mainly of non-profit organizations that focus on a particular aspect of the County's history. The historical markers listed in the table document an important event in history and include markers installed by the State as well as those installed by local historical societies. The County's historical societies often maintain important historical records and objects and are often involved with local museums. Many of these facilities and organizations are open year round, however some require appointments. The location of the historical marker located in the Town of Fort Winnebago is included on Map 5-11 in Appendix I.

TABLE 5-7
Museums, Historical Markers, and Historical Societies by Community
Columbia County, 2005

Location	Resource	Description
Town of Arlington	John Muir View	Historical Marker
Town of Fort Winnebago	Potters' Emigration Society	Historical Marker
Town of Dekorra	Aliens and Oddities of Nature	Museum
	The Circus	Historical Marker
	Logging History Museum	Museum
	Rest Areas on the I-Roads	Historical Marker
	Wisconsin Conservation Wardens Museum	Museum
Town of Leeds	Leeds Center Cemetery Civil War Memorial	Historical Marker
	Empire Prairie Historical Marker	Historical Marker
Town of Pacific	Fort Winnebago	Historical Marker
	Marquette	Historical Marker
	Surgeon's Quarters of Fort Winnebago	Museum
Town of Newport	Kingsley Bend Indian Mounds	Historical Marker
Town of West Point	Merrimac Ferry	Historical Marker
Town of Wyocena	Wyona Park	Historical Marker
Village of Cambria	Cambria-Friesland Historical Society	Historical Society
Village of Pardeeville	Columbia County Historical Society	Historical Society
	Belmont Hotel	Historical Marker
	Columbia County Museum	Museum
	Historic Pardeeville	Historical Marker
Village of Poynette	Poynette Area Historical Society	Historical Society
	Poynette Museum	Museum
Village of Wyocena	Major Elbert Dickason	Historical Marker
	Dickason's "Hotel"	Historical Marker
City of Columbus	Christopher Columbus Museum	Museum
	Governor James Taylor Lewis	Historical Marker
City of Lodi	Lodi Valley Historical Society	Historical Society
City of Portage	Frederick Jackson Turner	Historical Marker
	Ketchum's Point	Historical Marker
	Indian Agency House	Museum
	Museum at the Portage	Museum
	Portage Historical Society	Historical Society
	Society Hill Historic District	Historical Marker
	Zona Gale Center for the Arts	Museum
City of Wisconsin Dells	Dells Country Historical Society	Historical Society
	HH Bennett Studio and History Center	Museum
	Stroud Bank	Historical Marker

Source: Wisconsin Historical Society and Columbia County Planning and Zoning

5.4.13.6 Cultural Events

A number of cultural events are held annually in communities throughout Columbia County although none are directly located within the Town of Fort Winnebago. These events encourage residential development, attract local tourism, and boost local economies. Many of these events have a component that celebrates local history and helps to increase the sense of community in the area. These events are often sponsored by local chambers of commerce or other community groups. July and August are the most active months for community events in Columbia County. Table 5-8 lists the major cultural events by community in Columbia County.

TABLE 5-8
Cultural Events in Columbia County

Location	Event	Month of Event
Town of Dekorra	Mid-Summer Night Festival	July
Village of Cambria	Park Days	August
Village of Fall River	Fall River Chamber - Musical Extravaganza	October
Village of Friesland	Band Concerts and Pie Social	June thru August
Village of Pardeeville	Band Concerts and Pie Social	June thru August
	Pardeeville's 4th of July Celebration	July
	Pardeeville Watermelon Festival	September
Village of Randolph	Randolph Alumni FFA Toy Show and Sale	April
	Randolph Kiwanis Korn Karnival	September
	Randolph Christian Holiday Craft Sale	November
	Randolph Craft Show and Sale	November
Village of Rio	Rio Street Dance	August
City of Columbus	Redbud Festival	May
	Columbus Carriage Classic	June
	Classic Night	June
	4th of July Celebration	July
	Columbus Chamber Harvest Days	October
	Columbus Christmas Parade	November
	Holiday Home Tour	December
City of Lodi	Lodi Art Club's Annual Art in the Park	July
	Lodi Agricultural Fair	July
	Susie the Duck Day Celebration	August
	Rotary Summer Parade	August
	Holiday Open House Weekend	November
City of Portage	Portage's Festival of Flowers	April
	Portage Canal Days	June
	Downtown Art Walk	July
	Concert in the Park	July
	YesterFest	August
	Friendship Village Celebrates Zona Gale	August
	Taste of Portage Market Fair	August
	Pumpkinfest	October
	Holiday Parade and Tree Lighting	November
	Citywide Cookie Walk	December
	Living Windows	December
	Historic Home Tour	December
City of Wisconsin Dells	Flake Out Festival	January
	Automotion	May
	Wo-Zha-Wa Days Fall Festival	September
	Autumn Harvest Fest	October
Columbia County	Columbia County Fair	July

Source: Columbia County Tourism Committee

5.4.14 Community Design

The Town of Fort Winnebago is a Civil Town in Columbia County, Wisconsin. Civil Towns are local units of government in rural areas of the State of Wisconsin. Such Towns have elected representatives and the power to tax and regulate within their borders. The Town of Fort Winnebago is 33.5 square miles in area and approximately six miles wide and six miles long. The ‘community design’ of the Town of Fort Winnebago can be characterized as rural in nature with generally scattered low density residential development related to agricultural operations. The Town does not have a downtown commercial district, however some highway related commercial uses exist within the Town along major highways.

6.0 **ECONOMIC DEVELOPMENT**

This element identifies the economic characteristics and trends in the Town of Fort Winnebago. The intent of this element is to identify opportunities as well as deficiencies in the Town's economic base in an effort to promote the stabilization, retention, and expansion of the Town's economy. The Town's economy, the manner in which residents support themselves and the services provided to residents, are critical to future development. Without a viable and competitive economy, residents will relocate to better circumstances in other locations. Assessing the current economy and setting direction for change are an important part of the planning process.

6.1 **ECONOMIC DEVELOPMENT VISION**

- ◆ A commitment to economic prosperity through properly located commerce, industry, agriculture, and tourism economic activity areas while mitigating the impacts of incompatible land uses and the degradation of residential areas and the natural environment.

6.2 **ECONOMIC DEVELOPMENT GOALS AND OBJECTIVES**

Goal 1: An improved and diversified economy.

- Objective 1:* Assist existing businesses and industry to improve their efficiency and ability to stay competitive.
- Objective 2:* Encourage new business formation.
- Objective 3:* Encourage the development of a broader range of commercial and service businesses to meet the needs of Town residents.
- Objective 4:* Promote ongoing dialog between the Town, the County, and the Columbia County Economic Development Corporation to ensure that economic development projects are consistent with the goals and objectives of the Town's Comprehensive Plan.
- Objective 5:* Develop basic design standards for all non-residential uses to assure a high value, lasting development pattern.
- Objective 6:* Encourage intergovernmental cooperation in the siting of new business opportunities and retaining existing businesses.

Goal 2: Support the Town's agricultural economy by ensuring prime farmland is permanently retained for agricultural uses.

- Objective 1:* Restrict subdivision and non-farm development on prime farmland.
- Objective 2:* Retain property assessments of farmland consistent with their intended use.
- Objective 3:* Encourage participation in the farmland preservation program.
- Objective 4:* Discourage the rezoning of land zoned agricultural.
- Objective 5:* Discourage the sale of prime farmland to non-agricultural interests.
- Objective 6:* Direct rural, non-farm uses to those areas least suitable for cultivation.
- Objective 7:* Prohibit isolated commercial and industrial uses in agricultural, residential and open space areas.
- Objective 8:* Investigate the use of grant monies to purchase development rights.
- Objective 9:* Consider adopting a right to farm ordinance.

Goal 3: Protect and enhance the Town's scenic and environmental character as an economic asset to the Town and the region.

- Objective 1:* Promote economic development that has little or no environmental impact.
- Objective 2:* Explore options to sustain and possibly increase tourism and recreation businesses in the Town, such as bed and breakfasts, parks, cross country ski trails, biking trails, walking trails and/or nature sanctuaries, provided that these businesses do not negatively impact the rural character of the Town, nor harm the Town's outstanding natural resources.

Goal 4: Recognize agriculture and tourism as important economic resources and support the preservation and enhancement of these resources.

- Objective 1:* Assist in the promotion and attraction of agricultural related services and industries to maintain agriculture as a viable business.
- Objective 2:* Where consistent with local plans, allow small, low-impact non-farm businesses on farm properties where there will be no negative impacts on surrounding properties.
- Objective 3:* Foster tourism that promotes the natural resource base and the unique historical heritage of the Town.
- Objective 4:* Capitalize on the Town's recreational resources (lakes, rivers, trails, etc). for siting of appropriate retail and service businesses that do not conflict with resource protection.

Goal 5: Limit expansion and improve the appearance of commercial areas in the Town.

- Objective 1:* Accommodate new commercial businesses and the expansion of existing business where appropriate.
- Objective 2:* Encourage removal of dilapidates, unsafe buildings.
- Objective 3:* Encourage commercial storefront improvements
- Objective 4:* Promote landscaping and beautification projects.
- Objective 5:* Encourage clustering of commercial uses in compact areas (i.e. existing unincorporated hamlets) to maximize consumer safety and convenience, improve traffic safety and enhance economic viability, where appropriate.
- Objective 6:* Avoid strip commercial areas along roads and highways that conflict with surrounding land uses.
- Objective 7:* Prohibit "strip" commercial development along roadways.
- Objective 8:* Consider creating development standards for business development to promote high-quality site design, building design, signage and landscaping for all new nonresidential developments.

Goal 6: Limit industrial and manufacturing uses.

- Objective 1:* Allow light industrial uses in designated areas when appropriate.
- Objective 2:* Limit the amount of undeveloped land zoned for industrial or manufacturing uses in the Town.
- Objective 3:* Prohibit the creation or development of additional manufacturing, commercial, business and industrial sites.
- Objective 4:* Locate industrial areas so they are visually and functionally compatible with surrounding land uses.
- Objective 5:* Restrict business development to the "service areas" where public sewer and water are available.
- Objective 6:* Encourage industrial uses to locate in nearby cities or villages before rezoning more land in the Town for industrial or manufacturing purposes.

Goal 7: Promote a unified approach involving the town, city/village, county, state and private entities for economic development of the area.

- Objective 1:* Participate in Columbia County, city/village and state economic development activities.
- Objective 2:* Encourage the expansion of commercial and industrial uses where municipal services are available.
- Objective 3:* Communicate with adjoining municipalities in the planning, siting and appearance of commercial and industrial development proposed along shared borders.

Goal 8: Tax rates stabilized to the extent possible.

- Objective 1:* Use state and federal grant programs to supplement local tax revenue whenever practical and advantageous.
- Objective 2:* Institute user fees for some town municipal services.
- Objective 3:* Institute a Town land division ordinance and collect park fees from new land divisions.
- Objective 4:* Insist that new land development pay for its own improvements.

6.3 ECONOMIC DEVELOPMENT PROGRAMS

6.3.1 Columbia County Economic Development Corporation

The Columbia County Economic Development Corporation (CCEDC) is a non-profit corporation established to coordinate economic development throughout Columbia County. The Corporation is staffed by a full-time economic development professional and an administrative assistant and governed by a Board of Directors. The Corporation is funded by participating municipalities on a per capita basis and by Columbia County. Each participating community has one representative and one alternate on the board of directors and communities with over 4,000 people have two representatives. Columbia County also has two representatives on the Board. The Corporation is funded through contributions from participating communities on a per capita basis. The Columbia County Board of Supervisors then matches the funds received from the participating communities.

6.3.2 Revolving Loan Fund (RLF)

Two types of revolving loan funds are available within the Town of Fort Winnebago as described below.

6.3.2.1 *Columbia County Revolving Loan Fund*

The Columbia County Revolving Loan Fund program provides loans to businesses in Columbia County for proposed projects that create jobs, help businesses maintain or expand existing operations, and advance the County's economic development goals. The revolving loan fund encourages businesses and industries to invest in their own growth by providing direct business loans on a companion basis with other financing sources, thereby allowing businesses to "leverage" funds for a large economic impact. The revolving loan fund is meant as an important secondary role to private financing options.

Revolving Loan Funds are available to any business or industry located in Columbia County, including start-up businesses, and to any business moving to Columbia County. The funds can be used for any of the following purposes:

- Acquisition of land, buildings, and equipment
- Building renovation, rehabilitation, or equipment installation
- Payment of assessments for public utilities
- Working capital for inventory and direct labor

In Columbia County, the Revolving Loan Fund is administered in the County's Accounting Office.

6.3.2.2 Columbia County Economic Development Corporation Revolving Loan Fund

The Columbia County Economic Development Corporation acquired a \$99,150 grant from the United States Department of Agriculture (USDA) for use as a revolving loan fund. The goals of the fund are similar to the Columbia County RLF. This RLF provides funds for the gap that is unfulfilled by the Columbia County program. The minimum an applicant can apply for under the County's RLF is \$25,000. The Columbia County Economic Development Corporation's RLF provides loans below the \$25,000 limit in the County fund.

6.3.3 Community Profiles

The Columbia County Economic Development Corporation maintains community profiles for each participating municipality in the County. These profiles detail a community's demographics, government style, business climate, etc. for use by businesses and industries that are considering relocating to or expanding in Columbia County. Community profiles are available from the Columbia County Economic Development Corporation for three cities: Columbus, Lodi, and Portage; nine villages: Arlington, Cambria, Fall River, Friesland, Pardeeville, Poynette, Randolph, Rio, and Wyocena; and four towns: Courtland, Dekorra, Lowville, and Randolph.

6.3.4 Land and Building Inventory

The Columbia County Economic Development Corporation maintains a land and building inventory for each participating municipality in the County. The inventory lists the available buildings and building sites for business and industry. The inventory is available through the Columbia County Economic Development Corporation.

6.3.5 Technical College Programs

Madison Area Technical College (MATC) has a campus located in the City of Portage and provides a number of employment training opportunities for County residents. MATC's activities are closely related to economic development because the school trains technicians needed by employers to maintain and grow their businesses. MATC works closely with the K-12 school systems to provide career planning to students. MATC is also an intake center for the WEN network to assist entrepreneurs and inventors.

6.3.6 Wisconsin Department of Tourism

The Wisconsin Department of Tourism administers numerous grants, programs, and marketing campaigns to promote tourism in the State which benefit tourism in Columbia County.

6.3.7 Columbia County Tourism Committee

The Columbia County Tourism Committee (CCTC) was formed in 1999. Members of the committee represent area tourism-related organizations and are appointed by the Columbia County Board. Each member has responsibility for certain areas of the county. With assistance of the Wisconsin Department of Tourism, the committee has participated in a Tourism Assessment process. The assessment process analyzed current marketing and promotional programs and suggested opportunities to develop a stronger tourism marketing campaign for Columbia County.

The CCTC was also awarded a \$20,000 Tourism Diversification Planning Grant to develop a Tourism Plan for the county. Columbia County and the Columbia County Economic Development Corporation jointly provided the 25 percent match for the grant. As a result of the plan, the CCTC has decided to pursue the development of a Columbia County Visitors Bureau.

6.3.8 Wisconsin Agricultural Development Zone Program

An agricultural development zone has been established in south-central Wisconsin encompassing five counties including Columbia County. Agricultural related businesses are eligible for tax credits that can be applied against their state income tax liability. The credits are based upon the number of new jobs created, 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.

6.3.9 Wisconsin Department of Commerce

The Wisconsin Department of Commerce (WDOC) has several grant programs and services available to communities or businesses within communities. The federally funded Community Development Block Grant (CDBG) program can be used for housing, economic development, and public facility improvements. WDOC also offers many more business assistance and financing programs as well as economic development news and statistics.

6.3.10 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.

6.3.11 USDA, Wisconsin Rural Development Programs

The Wisconsin Rural Development Program has many services that are available to rural communities and their residents. Some programs and services available include: community development programs, business and community programs, rural housing and utilities services, and community facility programs.

6.3.12 WDNR – Brownfields Grant Program

Brownfields are abandoned, idle or underused commercial or industrial properties, where the expansion or redevelopment is hindered by real or perceived contamination. Brownfields vary in size, location, age, and past use -- they can be anything from a five-hundred acre automobile assembly plant to a small, abandoned corner gas station. In Wisconsin, there are an estimated 10,000 brownfields, of which 1,500

are believed to be tax delinquent. These properties present public health, economic, environmental and social challenges to the rural and urban communities in which they are located.

Since June of 1998, the Brownfields Grant Program has awarded a total of \$36.9 million that resulted in grants being awarded to 89 projects across Wisconsin. These projects will have a significant impact for communities, both economically and environmentally including:

- The return of 1,090 acres of abandoned or under-used environmentally contaminated sites into clean, viable properties.
- An increase of over \$607 million in taxable property values.
- The creation of over 4,000 new jobs.

6.3.13 Tax Incremental Financing (TIF) and the Tax Incremental District (TID)

Tax Incremental Financing (TIF) is an economic development tool that helps promote economic development by using property tax revenue to fund site improvements to attract new business or eliminate blight. TIF allows a municipality to invest in infrastructure and other improvements and pay for these investments by capturing property tax revenue from newly developed property. An area is identified (the tax incremental district, or TID) as appropriate for a certain type of development, and projects are identified to encourage and facilitate the desired development. As property values in the TID rise, the portion of the property tax paid on the new private development is used by the municipality to pay for the projects. After the costs of the project are paid off, the TID is closed and the value of all new development is distributed among all taxing entities.

In Wisconsin, cities, villages, and towns can utilize TIF and create TIDs. In Columbia County, the Cities of Columbus and Portage as well as the Villages of Arlington, Fall River, Friesland, Pardeeville, Poynette, Randolph, and Rio are among the communities that currently utilize TIF or have utilized TIF in the past. No towns have utilized TIF at this time.

6.4 ECONOMY

6.4.1 Personal Income

Personal income can be measured in two ways, per capita income and household income. The trends in these forms of personal income are discussed below.

6.4.1.1 Per Capita Income

The Wisconsin Department of Revenue shows the Town of Fort Winnebago's per capita adjusted gross income overall is just slightly below that of the County. The per capita adjusted gross income in the Town of Fort Winnebago was below the average for the County during all of the 11 years between 1990 and 2001. Over the 11 year period, the Town's per capita adjusted gross income has grown at approximately the same rate as the County. The Town of Fort Winnebago's per capita adjusted gross income increased \$7,415 or 66.59 percent compared to Columbia County's increase of \$7,784 or 67.64 percent during the same time period. Table 6-1 compares the per capita adjusted gross income of the Town of Fort Winnebago with Columbia County.

TABLE 6-1
Per Capita Adjusted Gross Income
Town of Fort Winnebago and Columbia County, 1990-2001

Year	Town of Fort Winnebago		Columbia County
	Income	% of County	
1990	\$11,135	96.76%	\$11,508
1991	\$11,900	99.85%	\$11,918
1992	\$12,225	98.78%	\$12,376
1993	\$12,291	93.87%	\$13,093
1994	\$13,911	98.39%	\$14,138
1995	\$13,721	92.29%	\$14,868
1996	\$13,817	90.94%	\$15,193
1997	\$14,983	91.66%	\$16,347
1998	\$15,432	88.72%	\$17,394
1999	\$17,366	90.47%	\$19,195
2000	\$16,765	83.52%	\$20,072
2001	\$18,550	96.15%	\$19,292
Change 1990 to 2001:	\$7,415	95.26%	\$7,784

Source: Wisconsin Department of Revenue

The per capita income in the Town of Fort Winnebago is shown to have increased in real numbers every year since 1990 with the exceptions of 1995 and 2000. This increase in income is the result of either smaller numbers of children in the Town in relation to the number of working adults or from actual increases in income earned by the working portion of the population. Population information discussed earlier in this element indicated that the number of children in the Town was decreasing. Therefore, it is more likely that the increases in per capita adjusted gross income are the result of actual increases in the income of working adults in the Town. Rising income levels can increase housing values, encourage business expansion and new businesses, and encourage the more affluent to move to the Town of Fort Winnebago.

6.4.1.2 Household Income

Median household income in the Town of Fort Winnebago exceeded the County in 1999. Over 48 percent of the households in the Town had incomes of \$30,000 to \$74,999, compared to 52 percent for the County. However, Town of Fort Winnebago significantly exceeded the County in households with incomes between \$75,000 and \$125,000. Table 6-2 compares household income in Town of Fort Winnebago with the County.

TABLE 6-2
Household Income, Town of Fort Winnebago and Columbia County, 1999

Household Income	Town of Fort Winnebago		Columbia County	
	Number	Percent	Number	Percent
Less than \$10,000	15	4.50%	1,189	5.82%
\$10,000 to \$29,999	62	18.62%	4,847	23.74%
\$30,000 to \$49,999	73	21.92%	5,347	26.19%
\$50,000 to \$74,999	90	27.03%	5,327	26.09%
\$75,000 to \$124,999	85	25.53%	2,976	14.58%
\$125,000 to \$199,999	4	1.20%	475	2.33%
\$200,000 or more	4	1.20%	253	1.24%
Total Households	333	100.00%	20,414	100.00%
1999 Median Household Income	\$55,673		\$45,064	

Source: U.S. Census

6.4.2 Labor Force and Employment Status

An examination of the labor force and employment status of a community can provide insight into the economy of a community as well as provide guidance on the types of economic development strategies that might work within that community. The sections below examine the civilian labor force, unemployment rates, travel time to work, place of employment, and commuting.

6.4.2.1 *Civilian Labor Force*

The Wisconsin Department of Workforce Development defines the labor force as those individuals who are either working or looking for work. This definition does not include individuals who have made a choice not to work such as retirees, homemakers, and students. Furthermore, the definition of labor force does not include military personnel, institutional residents, or discouraged job seekers. The following compares the labor force of Columbia County, including the Town of Fort Winnebago, to the State of Wisconsin. In Columbia County, the labor force has increased by 1,709 persons, or 5.7 percent over the period between 2000 and 2004. In comparison, the State of Wisconsin's labor force increased by 78,929 persons, or 2.6 percent during the same period, indicating that the County's labor force is growing at a faster rate than the State. However, the number of unemployed persons in the labor force has also increased during the five-year period. In Columbia County, the number of unemployed has increased by 378 persons, a 35.2 percent increase. For the State of Wisconsin, the number of unemployed has increased by 50,966 persons, a 50.5 percent increase. Table 6-3 compares the civilian labor force statistics for Columbia County and the State of Wisconsin.

TABLE 6-3
Civilian Labor Force Annual Averages
Columbia County and Wisconsin, 2000 - 2004

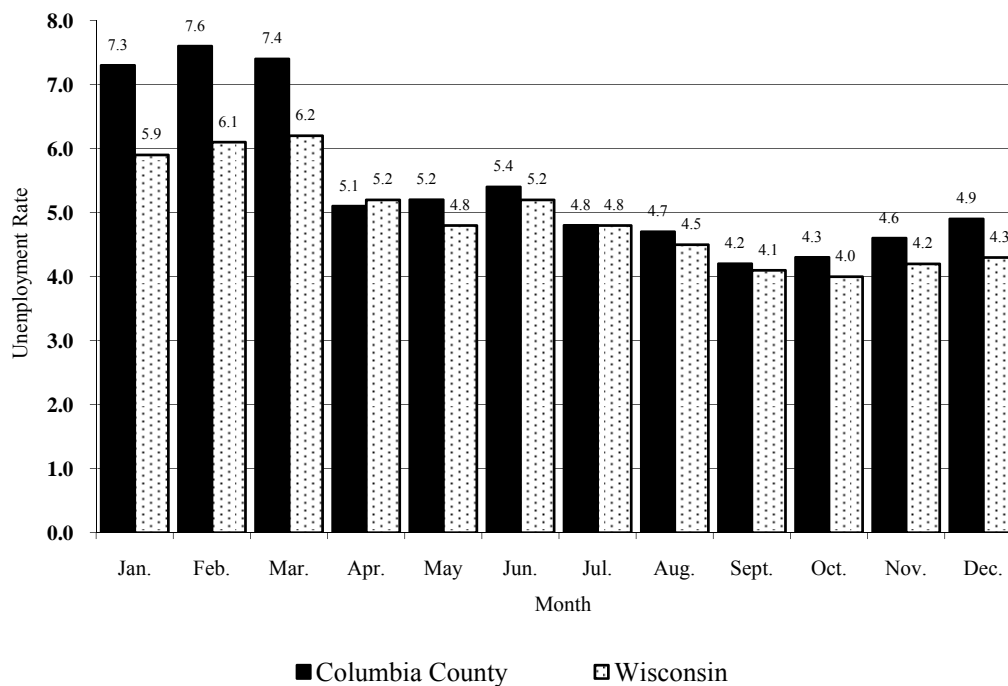
	2000	2001	2002	2003	2004	# Change 2000- 04	% Change 2000- 04
Columbia County							
Labor Force	29,900	30,740	30,900	31,275	31,609	1,709	5.7%
Employment	28,827	29,410	29,316	29,543	30,158	1,331	4.6%
Unemployment	1,073	1,330	1,584	1,732	1,451	378	35.2%
Unemployment Rate	3.6	4.3	5.1	5.5	4.6	1.0	27.8%
Wisconsin							
Labor Force	2,992,250	3,032,130	3,037,928	3,068,739	3,071,179	78,929	2.6%
Employment	2,891,238	2,898,949	2,877,047	2,896,670	2,919,201	27,963	1.0%
Unemployment	101,012	133,181	160,881	172,069	151,978	50,966	50.5%
Unemployment Rate	3.4	4.4	5.3	5.6	4.9	1.5	44.1%

Source: Wisconsin Department of Workforce Development, Bureau of Workforce Information, Local Area Unemployment Statistics, 2000-2004

6.4.2.2 *Unemployment Rates*

Monthly unemployment rates for 2004 in Columbia County, including the Town of Fort Winnebago, closely mirror those of the State of Wisconsin. However, unemployment in the County is somewhat higher in the winter months due to a number of seasonal jobs in tourism, agriculture, and construction. Figure 6-1 illustrates the monthly unemployment rates for Columbia County and the State of Wisconsin for 2004. The number of unemployed includes those receiving unemployment benefits as well as those who actively looked for a job and did not find one.

FIGURE 6-1
Monthly Unemployment Rates
Columbia County and Wisconsin, 2004



Source: Wisconsin Department of Workforce Development, Bureau of Workforce Information, Local Area Unemployment Statistics, 2004

6.4.2.3 Travel Time to Work

The location of person's job is often a major determining factor in the location of that person's home. Understanding the amount of time people are willing to travel to work can provide insight into the suitable locations for future housing and employment centers. However, some people are willing to travel greater distances to live in a particular location. Therefore, travel time to work is also an indication of what residents are willing to sacrifice for location.

Table 6-4 illustrates the travel time to work for residents of the Town of Fort Winnebago and Columbia County. In the Town of Fort Winnebago, the largest percentage of residents, 26.9 percent, travel 10 to 14 minutes to work. This travel time is similar to the County as a whole, where the largest percentage of residents, 17.7 percent, traveled 10 to 14 minutes to work. A total of 43 Town residents, 8.7 percent, reported traveling over an hour to work while 46 Town residents, 9.4 percent, worked from home.

TABLE 6-4
Travel Time to Work, Town of Fort Winnebago and Columbia County, 2000

Travel Time	Town of Fort Winnebago		Columbia County	
	Number	% of Total	Number	% of Total
Less than 5 minutes	3	0.6%	1,799	5.0%
5 to 9 minutes	62	12.6%	4,162	14.8%
10 to 14 minutes	132	26.9%	3,178	17.7%
15 to 19 minutes	73	14.9%	2,633	16.4%
20 to 24 minutes	17	3.5%	2,590	13.8%
25 to 29 minutes	18	3.7%	1,524	5.9%
30 to 34 minutes	19	3.9%	3,018	9.2%
35 to 39 minutes	9	1.8%	1,193	2.2%
40 to 44 minutes	18	3.7%	1,259	2.3%
45 to 59 minutes	51	10.4%	2,623	4.5%
60 to 89 minutes	31	6.3%	1,063	2.5%
90 or more minutes	12	2.4%	480	1.7%
Worked at home	46	9.4%	1,469	3.9%
Total:	491	100.0%	26,991	100.0%

Source: US Census

6.4.2.4 Place of Employment

Examining the place of employment for the Town of Fort Winnebago's residents provides insight into the employment opportunities available within the Town. Due to the Town's location and easy access to major population and economic centers many residents are leaving the area for work. In the Town of Fort Winnebago, 27.3 percent of the workers over age 16 worked outside the County. In comparison, 47 percent of workers in the County as a whole work outside the County. This trend reflects the fact that better paying job opportunities exist outside the Town and that the Town's employment base does not provide enough jobs with adequate salaries for all residents who choose to live in the Town. The trend of having a large percentage of residents working outside the Town is expected to continue. Table 6-5 illustrates the place of employment for residents of the Town of Fort Winnebago and Columbia County.

TABLE 6-5
Place of Employment for Workers Age 16 and Over
Town of Fort Winnebago and Columbia County, 2000

Place of Work	Town of Fort Winnebago		Columbia County	
	Number	% of Total	Number	% of Total
Worked in state of residence:	491	100.0%	26,862	99.5%
Worked in county of residence	357	72.7%	14,163	52.5%
Worked outside county of residence	134	27.3%	12,699	47.0%
Worked outside state of residence	0	0.0%	129	0.5%
Total:	491	100.0%	26,991	100.0%

Source: US Census

6.4.2.5 *Commuting Patterns*

Table 6-6 illustrates the commuting patterns for Columbia County, including the Town of Fort Winnebago, as reported by the 2000 US Census. Approximately 5,750 more workers travel out of the County for work than those that commute into the County for work. The largest number of commuters travel to Dane County (8,929), followed by Sauk County (1,692), and Dodge County (1,001). For those commuters that come to Columbia County for work the majority commute from Dane County (1,581), followed by Marquette County (1,398), and Dodge County (1,115)

TABLE 6-6
Commuting Patterns, Columbia County, 2000

County	Live in Columbia County, Work In:	Travel to Columbia County from:	Net Commute
Dane Co. WI	8,929	1,581	(7,348)
Sauk Co. WI	1,692	1,013	(679)
Dodge Co. WI	1,001	1,115	114
Marquette Co. WI	243	1,398	1,155
Jefferson Co. WI	211	53	(158)
Green Lake Co. WI	79	198	119
Waukesha Co. WI	70	38	(32)
Juneau Co. WI	66	255	189
Adams Co. WI	60	748	688
Fond du Lac Co. WI	53	65	12
Milwaukee Co. WI	46	19	(27)
Rock Co. WI	35	72	37
Columbia Co. WI	14,163	14,163	0
Elsewhere	343	523	180
Total:	26,991	21,241	(5,750)

Source: US Census, 2000

6.4.3 Analysis of Economic Base

An examination of the economic base of a community also can provide insight into the economy of a community. The sections below examine employment by industry group, employment by occupation, wages by industry division, principal employers, Agricultural Industry Analysis, Recreation and Tourism Industry Analysis, Economic Base and Location Quotient Analysis, and Industrial Parks

6.4.3.1 *Employment by Industry Group*

Employment by industry group provides insight into the structure of the Town's economy. Table 6-7 illustrates the number and percent of employed persons by industry group for the Town of Fort Winnebago and Columbia County. Historically, the Town and the County have had high concentrations of employment in manufacturing and agriculture. Recent trends have shown a decrease in these areas with increases in employment in service industries. In the Town of Fort Winnebago, the largest percentage of employment is in manufacturing, 16.8 percent, followed by education and health, 13.7 percent. Employment by industry group in the Town of Fort Winnebago is very similar to Columbia County as a whole. However, the Town of Fort Winnebago does have a somewhat stronger concentration of employment in construction as well as transportation, warehousing, & utilities and public administration.

TABLE 6-7
Town of Fort Winnebago and Columbia County, Employment of Industry Group, 2000

Industry Group	Town of Fort Winnebago		Columbia County	
	Number Employed	Percent of Total	Number Employed	Percent of Total
Agriculture & Mining	29	5.7%	1,282	4.69%
Construction	56	11.1%	2,268	8.30%
Manufacturing	85	16.8%	5,834	21.35%
Wholesale Trade	24	4.8%	985	3.60%
Retail Trade	67	13.3%	3,083	11.28%
Transportation, Warehousing, & Utilities	39	7.7%	1,350	4.94%
Information	11	2.2%	553	2.02%
Insurance, Real Estate, Finance, Rental & Leasing	18	3.6%	1,469	5.38%
Professional, Management, Administrative, & Scientific	22	4.4%	1,510	5.53%
Education & Health	69	13.7%	4,730	17.31%
Arts, Entertainment, Recreation	33	6.5%	1,866	6.83%
Other Services	16	3.2%	911	3.33%
Public Administration	36	7.1%	1,483	5.43%
Totals	505	100.0%	27,324	100.00%

Source: U.S. Census

6.4.3.2 *Employment by Occupation*

Employment by Occupation provides insight into the types of occupations that are held by Town residents. Examining what Town residents do for a living can help reveal some of the factors that influence income and overall employment in the Town. Table 6-8 illustrates the number and percent of employed persons by occupation in the Town of Fort Winnebago and Columbia County for the year 2000. In the Town of Fort Winnebago, the occupation category with the largest number and percentage of employment was sales and office occupations accounting for 138 persons, or 27.3 percent of total employment. The occupation with the second largest number and percentage of employment in the Town was executives, professionals, & managers accounting for 109 persons, or 21.6 percent of total employment. The percent of employment in each occupation category in the Town of Fort Winnebago was very similar to those of the County as a whole with the County's two largest categories also being executives, professionals, and managers and sales and office occupations with percentages of 28.2 and 24.9 respectively.

TABLE 6-8
Town of Fort Winnebago and Columbia County
Employment by Occupation, 2000

Occupation	Town of Fort Winnebago		Columbia County	
	Number Employed	Percent of Total	Number Employed	Percent of Total
Executives, Professionals, & Managers	109	21.6%	7,698	28.2%
Service Occupations	70	13.9%	3,647	13.4%
Sales & Office Occupations	138	27.3%	6,802	24.9%
Farming, Fishing, & Forestry	7	1.4%	314	1.2%
Construction, Extraction, & Maintenance	76	15.0%	3,177	11.6%
Production & Transportation	105	20.8%	5,686	20.8%
Totals:	505	100.0%	27,324	100.00%

Source: U.S. Census

6.4.3.3 *Wages by Industry Division*

The wages paid by a particular industry in a particular area offers insight into the economy of that area. For example, an area with higher wages in a particular industry, when compared to neighboring communities, can be an indication of strength in that particular economic sector. Higher wages also act to attract commuters and new residents to an area. However, higher than average wages coupled with a dependency on a particular industry can lead to a local recession if there is a downturn in that industry. Lower than average wages can indicate a lower quality of life in the area or a lack of highly qualified labor. Table 6-9 illustrates the annual average wage by industry division for Columbia County, including the Town of Fort Winnebago, and the State of Wisconsin.

TABLE 6-9
Annual Average Wage By Industry Division
Columbia County and Wisconsin 2004

Industry Division	Columbia County Annual Average Wage	Wisconsin Annual Average Wage	Percent of State Average	1-year Change in Percent of State Average	5-year Change in Percent of State Average
All Industries	\$28,409	\$34,749	81.8%	0.90%	2.20%
Ag, Natural Resources, & Mining	\$26,169	\$27,399	95.5%	(7.70%)	(4.00%)
Construction	\$35,664	\$41,258	86.4%	0.70%	5.10%
Manufacturing	\$39,002	\$44,145	88.3%	1.60%	3.70%
Trade, Transportation, Utilities	\$25,828	\$30,088	85.8%	1.70%	6.50%
Information	\$23,552	\$41,759	56.4%	(3.20%)	6.90%
Financial Activities	\$26,744	\$45,103	59.3%	2.50%	(2.10%)
Professional & Business Services	\$27,029	\$39,580	68.3%	1.60%	0.90%
Education & Health Services	\$28,883	\$36,408	79.3%	1.50%	0.90%
Leisure & Hospitality	\$9,639	\$12,295	78.4%	1.00%	0.00%
Services	\$19,636	\$20,207	97.2%	0.90%	1.70%
Public Administration	\$30,619	\$36,347	84.2%	(2.30%)	(7.10%)
Total Government	\$29,835	\$36,933	80.8%	0.20%	(3.60%)

Source: Wisconsin Department of Workforce Development, Bureau of Workforce Information - Labor Market Information

The manufacturing and construction industries had the highest annual average wages in Columbia County in 2004. Services and Agriculture, Natural Resources, and Mining had average annual wages closest to the State of Wisconsin with these two industries being 97.2 and 95.5 percent of the State average respectively. None of the industry groups exceeded the State's annual average wage. The greatest disparity in wages between Columbia County and the State was in the information industry division where the County average annual wage was only 56.4 percent of the State.

6.4.3.4 *Principal Employers*

Columbia County has a variety of major employers that provide job opportunities to residents in the Town of Fort Winnebago. Table 6-10 illustrates the major employers in the County with at least 100 employees in 2004. Also included in the table are the number of employees working for County government and the school districts serving the County.

TABLE 6-10
Principal Employers, Columbia County, 2004

Type	Employer Name	Nature of Business	# of Employees
PRIVATE SECTOR	Divine Savior Healthcare	Hospital	610
	Associated Milk Producers, Inc.	Dairy Products	425
	Penda Corporation	Auto Parts Manufacturing	400
	TriEnda, A Wilbert Company	Plastic Components	340
	Wal-Mart	Discount & Variety Retail	300
	Cascade Mountain	Ski & Snowboard – Recreation	300
	Columbia Correctional Institution	Prison	329
	Capital Newspapers	Newspaper Publishing	274
	Cardinal FG	Glass Products	250
	CESA 5	Educational Service Agency	250
	Saint Gobain	Plastic & Fiber Manufacturing	225
	Columbus Community Hospital, Inc.	Hospital	220
	Alkar Rapidpak, Inc.	Food Processing Equipment	200
	American Packaging Corporation	Commercial Printing	200
	Busse/Arrowhead/SJI	Packaging Machinery	200
	Rayovac Corporation	Primary Batteries	200
	J.W. Jung Seed Company	Retail Nursery	180
	Fall River Foundry Group	Copper Foundry	175
	Seneca Foods Corporation	Canned Fruits & Vegetables	160
	Columbia Health Care Center	Skilled Nursing Care Facility	155
	Goetz Companies, Inc.	Service Station	152
	Enerpac-An Actuant Co.	Industrial Machinery and Equipment Manufacturing	150
	Spartech Plastics	Plastic & Fiber Manufacturing	142
	Continental Manor of Randolph	Skilled Nursing Care Facility	140
	Alliant Energy – Columbia Generating	Electric Power Generation	138
	Robbins Manufacturing, Inc.	Fabricated Metal Products	130
	Columbus Nursing & Rehab. Center	Skilled Nursing Facility	125
	Alsum Produce, Inc.	Fruit & Vegetable Distribution	110
	Northwoods Inc. of Wisconsin	Administration of Social & Manpower Program	105
	Sta-Care, Inc.	Wood Partitions	102
	Adesa Corporation	Auction	100
	Maysteel LLC	Sheet Metal Work	100
	Pick'n Save	Grocery Store	100
Private Sector Total:			7,637

Type	Employer Name	Nature of Business	# of Employees
PUBLIC SECTOR	Columbia County - Highway Department	Public Works	89
	Sheriff Department	General Services and Public Safety	94
	Health and Human Services	Social Services, Mental and Public Health, Aging	84
	Courthouse and Solid Waste	General Services	136
	Health Care Center	Skilled Nursing Home	157
	Subtotal:		560
	Columbus School District	Education	160
	Cambria-Friesland School District	Education	72
	Fall River School District	Education	78
	Lodi School District	Education	237
	Pardeeville Area School District	Education	120
	Portage Community School District	Education	385
	Poynette School District	Education	148
	Randolph School District	Education	76
	Rio Community School District	Education	68
	Wisconsin Dells School District	Education	80
	Subtotal:		1,424
Public Sector Total:			1,984

Source: Columbia County Economic Development Corporation & Columbia County Planning and Zoning

6.4.3.5 *Agricultural Industry Analysis*

The Columbia County UW Extension Office has provided the following information regarding the agricultural industry in the County including the Town of Fort Winnebago.

Agriculture is an important economic force in Columbia County. It 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 consumers. The production, sales and processing of Columbia County's farm products generates employment, economic activity, income, and tax revenue. Columbia County agriculture is diverse. Its 1,526 farms include 211 dairy farms, over 400 beef, sheep and hog farms, plus everything from large cash grain operations of 500 to 1,000 acres to small, 5 to 10 acre fresh market vegetable producers. Columbia County farmers produce a variety of products. Grains, dairy, cattle and calves, poultry, eggs, and vegetables are the main commodities. Sand and muck soils associated with the Wisconsin and Fox Rivers support commercial vegetable and mint production. High quality prairie soils in the southern and northeastern parts of the county put it in the top 10 for corn and soybean production. Local farmers organized the United Wisconsin Grain Producers, Inc. to help build Wisconsin's fourth ethanol plant near Cambria.

Columbia County agriculture provides 5,312 jobs, 18 percent of Columbia County's total workforce of more than 28,850 people. The jobs provided by agriculture are diverse and include farm owners, on-farm employees, veterinarians, crop and livestock consultants, feed and fuel suppliers, food processors, farm machinery manufacturers and dealers, barn builders and agricultural lenders. Every new job in agriculture generates an additional 0.7 jobs in Columbia County. In addition, agriculture pays over \$17.0 million in taxes not including property taxes paid to local schools.

Columbia County agriculture generates more than \$666.4 million in economic activity, accounting for over 27 percent of Columbia County's total economic activity. Every dollar of sales from agricultural products generates an additional \$0.45 of economic activity in other parts of the Columbia County economy. Agriculture accounts for \$166.1 million, or 14.5 percent, of Columbia County's total income. This includes wages, salaries, benefits and profits of farmers and workers in agriculture-related businesses. Every dollar of agricultural income generates an additional \$1.07 of the county's total income.

Columbia County farmers own and manage the resources on 348,369 acres of land amounting to 70 percent of all land in the county. This includes pastures, cropland and tree farms. Farmers implement various conservation practices to protect environmental resources and provide habitat for wildlife. Farms in Columbia County are predominantly owned by individuals or families, with 88.3 percent of the farms owned by this group. Ownership of remaining farms consists of family partnerships owning 8.3 percent of the farms, family-owned corporations owning 2.6 percent of the farms, and non-family corporations owning 0.9% of the farms.

Dairy is the largest part of Columbia County's agriculture in terms of combined on-farm value and processing value. In 2000, Columbia County milk producers and the dairy industry contributed \$393.9 million to the county's economy. The on-farm production and sale of milk accounted for \$41.1 million in economic activity. The processing of milk into dairy products accounted for another \$352.8 million. Grain production is also important. In 2002, the market value of corn, soybeans and other grain crops was about \$40 million, roughly 38 percent of the total market value of all agricultural products sold in the county. There are over 106,000 acres of corn grown for grain and almost 48,000 acres of soybeans raised in Columbia County. About 25 percent of the corn is fed on farm to dairy cattle and livestock. Each dairy cow generates more than \$15,000 to \$17,000 of

economic activity. Columbia County's on-farm milk production and dairy processing account for 1,956 jobs.

The production of landscape trees and plants as well as landscape and grounds maintenance are rapidly growing segments of Columbia County's agricultural industry. Greenhouses, tree farms, nurseries and other horticultural businesses add to the diversity of agriculture in the county. Horticulture generates \$5.4 million in county economic activity, providing 148 full-time jobs and many seasonal jobs.

6.4.3.6 Tourism Industry Analysis

Tourism is an important component of the economy of Columbia County and the Town of Fort Winnebago. Area attractions, recreational areas, restaurants, retail stores, and traveler accommodations play a vital role in strengthen the local economy and improving the quality of life for area residents as well as visitors to the area. The Wisconsin Department of Tourism has provided the following information regarding the tourism industry and traveler expenditures in Columbia County in 2004. Travelers are defined as Wisconsin residents and out-of-state visitors traveling for pleasure, business, or a combination of reasons.

- Columbia County ranks 19th in the state for traveler spending.
- Travelers spent an estimated \$151 million in Columbia County in 2004.
- Summer is the biggest season tourism in the County and generated traveler expenditures of almost \$66 million. Fall travelers spent \$32 million; Spring travelers spent \$30 million; Winter travelers spent \$23 million.
- Estimates indicate that employees in Columbia County earned over \$93 million in wages in 2004 generated from tourist spending, an increase of 4.7 percent from 2003.
- Travelers spending in 2004 supported 3,984 full-time equivalent jobs, compared to 3,904 in 2003.
- Local revenues (property taxes, sales taxes, lodging taxes, etc.) collected as a result of travelers amounted to over \$6 million, an increase of 11.2 percent from 2003.
- Travelers in Columbia County generated over \$19 million in state revenues (lodging, sales and meal taxes, etc.), an increase of 3.3 percent from 2003.

6.4.3.7 Economic Base and Location Quotient Analysis

In order to fully comprehend the economic future of Columbia County and the Town of Fort Winnebago, it is necessary to understand how the County's economy relates not only to the State of Wisconsin's economy but to the United States economy as well. The Economic Base Analysis is a technique used to divide Columbia County's economy into basic and non-basic sectors. The basic sector is made up of local businesses that are dependent on external factors outside of the local economy for their success. For example, manufacturing and resource extracting firms (logging, mining) are often considered to be basic sector because the firm's success depends largely on non-local factors and they usually export their goods. In comparison, the non-basic sector is made up of firms that depend on local business conditions for their success such as firms in the service sector. Economic Base Theory states that the way to strengthen and grow the local economy is to develop and enhance of the basic sector portion of the local economy.

There are nine industry sectors used for Economic Base Analysis, four goods producing sectors and five service producing sectors. The four goods producing sectors are: agriculture, forestry, and fishing; mining; construction; and manufacturing. The five service producing sectors are: transportation and public utilities; wholesale trade; finance, insurance, and real estate; and services.

The Location Quotient Analysis is a technique for comparing non-farm employment in the Columbia County economy to non-farm employment in the United States economy using the nine sectors listed in the Economic Base Analysis. Non-farm employment consists of all workers **not** engaged in the direct production of agricultural commodities, either livestock or crops, including sole proprietors, partners, or hired laborer. It should also be noted that government employment is not included in the analysis despite it being a major employer in Columbia County. Government is a non-profit entity that should not be expanded for economic purposes. Table 6-11 illustrates the Location Quotient Analysis for Non-Farm Employment in Columbia County in the years 1990 and 2000.

The Location Quotient Analysis technique identifies areas of specialization in the Columbia County economy. The Location Quotient is calculated in the following manner. Columbia County employment within a certain industry sector in a given year is divided by the Columbia County total employment in a given year. The total is then divided by the result of taking the United States employment in the same industry sector in a given year and dividing by the total United States employment for the given year. The results will be one of the following:

- **A Location Quotient (LQ) of less than 1.0** – local employment in the industry group is not meeting local demand for a given good or service and is considered non-basic.
- **A LQ equal to 1.0** – local employment in the industry group is exactly sufficient to meet the local demand for a given good or service. This employment is also considered non-basic because none of the goods or services are exported to non-local areas.
- **A LQ greater than 1.0** – local employment produces more goods and services than the local economy can use, therefore these goods and services are exported to non-local areas. This employment is considered a basic sector employment.

TABLE 6-11
Location Quotient Analysis for Non-Farm Employment
Columbia County, 1990 and 2000

Industry Sector	1990 Employment	% of Total	2000 Employment	% of Total	% Change 1990 - 2000	LQ 1990	LQ 2000
Ag, Forestry, Fishing**	212	0.9%	197*	0.7%	(7.1%)	0.8	0.5
Mining	58	0.2%	62*	0.2%	6.9%	0.3	0.5
Construction	1,300	5.4%	1,796	6.2%	38.2%	1.0	1.1
Manufacturing	4,442	18.3%	5,235	18.1%	17.9%	1.3	1.6
Transportation, Public Utilities	1,134	4.7%	1,187	4.1%	4.7%	1.0	0.8
Wholesale Trade	966	4.0%	980	3.4%	1.4%	0.8	0.7
Retail Trade	4,640	19.1%	5,388	18.6%	16.1%	1.2	1.1
Finance, Insurance, Real Estate	1,061	4.4%	1,359	4.7%	28.1%	0.6	0.6
Services	5,081	21.0%	6,896	23.8%	35.7%	0.8	0.7
Total Employment	24,231	100.0%	28,954	100.0%	19.5%	1.0	1.0

Source: U.S. Department of Commerce, Bureau of Economic Analysis, Regional Accounts Data, 1990 and 2000 & Columbia County Planning and Zoning.

* 2002 Data – 2000 Data suppressed to avoid disclosure of confidential information.

** Non-farm employment in the agriculture, forestry, and fishing industry sector includes workers employed in areas such as soil preparation services, crop services, veterinary and other animal services, landscape and horticultural services, the operation of tree farms and forest nurseries, the operation of fish hatcheries and fish and game preserves, commercial hunting and trapping, and game propagation.

Three sectors within the 2000 Columbia County economy have Location Quotients greater than 1.0 and can therefore be considered basic sector employment: construction, manufacturing, and retail trade. These areas of the County's economy produce more goods and services than the County's economy can consume. Basic sector employment is important because it suggests that if a downturn in the local economy occurs, these sectors of the economy will not be strongly affected because they are dependent on non-local economies. Having strong basic sector employment and industry within the County strengthens the County's economy as well as the economies of the municipalities within the County.

The remaining six sectors of the County's economy have Location Quotients equal to or less than 1.0 and are therefore considered non-basic employment sectors. These areas of the County's economy do not meet local demand for goods and services and could be expanded. The sectors with Location Quotients close to 1.0 indicate that local demand for goods and services from that industry is close to being met and may be met in the future.

6.4.3.8 Industrial Parks

New industrial development generally occurs in urban areas to utilize the available utilities and transportation infrastructure available in these areas. As a result, industrial parks are found in all of the cities and villages in Columbia County with the exceptions of the Villages of Doylestown and Wyocena. In addition, many communities have other available industrial sites outside of industrial parks. The industrial parks closest to the Town of Fort Winnebago are located in the City of Portage and the Village of Pardeeville. The Columbia County Economic Development Corporation maintains a listing of available industrial sites in the County. This list is described in more detail in the Economic Development Programs section of this element. Table 6-12 below contains a list of the industrial parks in Columbia County.

TABLE 6-12
Industrial Parks, Columbia County

Industrial Park	Municipality	Total Acres	Available Acres
Arlington Prairie Industrial Park	Village of Arlington	210	165
Highland Industrial Subdivision	Village of Cambria	15.5	14
Columbus Industrial Park	City of Columbus	N/A	N/A
Fall River Industrial Park	Village of Fall River	95	20
Friesland Industrial Park	Village of Friesland	N/A	N/A
Lodi Industrial Park	City of Lodi	N/A	N/A
Pardeeville Industrial Park	Village of Pardeeville	163.5	0
Portage Industrial Park	City of Portage	650	66
Poynette Industrial Park	Village of Poynette	128	1.8
Randolph Industrial Park	Village of Randolph	43	23
Rio Industrial Park	Village of Rio	13.3	0
Wisconsin Dells Industrial Park	City of Wisconsin Dells	N/A	N/A

Source: Columbia County Economic Development Corp.

6.5 ATTRACTION OF NEW BUSINESS AND INDUSTRY

6.5.1 Desired Types of Businesses and Industries

An important consideration in economic development for the Town of Fort Winnebago is the attraction of the right types of businesses and industries. The current economy of the Town is dependent on agriculture with some small businesses. The Town of Fort Winnebago would like to see the attraction of more farm related businesses to support the agricultural industry in the Town. While it is important to continue to support and develop this sector of the economy, providing balance to the local economy by expanding other sectors of the economy is also important. The Town of Fort Winnebago would also like home-based businesses that generate low amounts of traffic and light manufacturing that does not require municipal services. In summary, the desired types of business and industry for the Town of Fort Winnebago include support for agricultural related businesses, low impact home-based businesses, and light manufacturing.

6.5.2 Strengths and Weaknesses for Attracting Desired Businesses and Industries

An evaluation of the strengths and weaknesses of the Town of Fort Winnebago's ability to attract business and industry provides basic information to help plan for future economic development in the Town. Identified strengths should continue to be promoted to attract business and industry that can utilize these strengths. Identified weaknesses should be further analyzed to determine if improvements can be made. Business and industry displaying aspects similar to identified weaknesses should be discouraged.

6.5.2.1 Fort Winnebago's Strengths In Attracting Desired New Business And Industry

Below are the Town of Fort Winnebago's strengths in attracting desired new business and industry as identified during this planning process.

- Excellent access to major highways, including county highways, state roads, and the interstate.
- Proximity to the City of Portage.
- High quality of life.
- Excellent access to electric and natural gas utilities.

6.5.2.2 Fort Winnebago's Weaknesses In Attracting Desired New Business And Industry

Below are the Town of Fort Winnebago's weaknesses in attracting desired new business and industry as identified during this planning process.

- Lack of access to sewer and water utilities.
- Limited number of suitable and available sites or land.
- Lack of an employee base.
- Close proximity to a city that can offer businesses and industries needed services.

6.5.3 Designated Business and Industrial Sites

The Town of Fort Winnebago has a limited number of sites designated and available for business and industrial development and does not have an industrial park. Two existing commercial areas exist in the Town and are located on County Highway CX just north of the City of Portage and on State Highway 33 just east of the City. The Town of Fort Winnebago would prefer to see new commercial and light industrial business development take place in or adjacent to these existing areas. Scattered businesses along highways in the Town should be discouraged. Furthermore, if a proposed new business cannot obtain the appropriate utilities and facilities from the Town the business should be located in the city were

services can be provided. Heavy industrial development is not desired by the Town and should be located in city and village industrial parks. New business development should not be located on productive agricultural lands.

6.5.4 Use of Environmentally Contaminated Sites

Environmentally contaminated sites are tracked and regulated by the US Environmental Protection Agency (EPA) and the Wisconsin Department of Natural Resources (WDNR). These agencies monitor and encourage the clean up and reuse of environmentally contaminated sites. The WDNR maintains a tracking system for contaminated sites called the Bureau for Remediation and Redevelopment Tracking System (BRRTS). The BRRTS database contains 665 environmentally contaminated sites in Columbia County. The majority of these sites are located within cities and villages throughout the County, however several contaminated sites are located in unincorporated towns. Of the 656 contaminated sites in the County, 331 have been cleaned up and are considered closed. The remaining 334 sites are classified as open sites. A closed site has completed all requirements for clean up and has received a letter from the WDNR indicating the case has been closed. An open site is one in need of a clean up or one in which a cleanup is underway.

The system tracks several types of contaminated sites, the most common of which are listed below.

- Spills – a Spill is a discharge of a hazardous substance that may adversely impact, or threaten to adversely impact public health, welfare, or the environment. There are 347 listed spills in Columbia County 229 are historic releases that require no further action, 120 of the sites have been cleaned up and closed, and one site remains open pending clean up
- Leaking Underground Storage Tank (LUST) – a LUST is an underground tank that has contaminated soil and/or groundwater with petroleum. Some LUST sites are reviewed by the WDNR and others by the WI Department of Commerce. There are 243 LUST sites in Columbia County, 188 are closed and have been cleaned up and 55 sites remain open or are conditionally closed.
- Environmental Repair Program (ERP) – ERP sites are sites other than LUST sites that have contaminated soil and/or groundwater. Often, these are old historic releases to the environment. There are 74 ERP sites in Columbia County, 27 are closed sites that have been cleaned up and 47 are open sites.
- Voluntary Property Liability Exemptions (VPLE) – a VPLE site is a site where the property owner conducts an environmental investigation and cleanup of an entire property and then receives limits on future liability of the contaminated site. There are two VPLE sites in Columbia County, one is an open site and one is conditionally closed.
- Super Fund – Superfund is a federal program created by Congress in 1980 to finance cleanup of the nation's worst contaminated hazardous waste sites. As of September 2004, 38 sites were located in Wisconsin. No Super Fund sites exist in Columbia County.

Most of the 656 identified contaminated sites in the County have been cleaned up or require no further action. In fact, only 105 sites remain in need of clean up with most of these sites being leaking underground storage tanks. Some of these sites contain existing businesses and industries that will continue operations on the sites through the cleanup process. Other sites where no business or industrial operations currently exist offer possible opportunities for future business and industry upon the cleanup of the site. Timely clean up and reuse of contaminated sites throughout the County should be strongly encouraged.

7.0 INTERGOVERNMENTAL COOPERATION

This element identifies activities in Town of Fort Winnebago associated with intergovernmental cooperation. Intergovernmental cooperation is generally considered to be any arrangement through which any two governmental jurisdictions coordinate plans, policies, and programs to address and resolve a mutual issue of interest. Intergovernmental cooperation is a necessity for all levels of government to operate in a cost effective and efficient manner while providing required services to citizens. The Town's relationship with neighboring and overlapping governmental units such as the state, county, cities and villages, towns, school districts, technical colleges, and other governmental districts can directly impact planning, the provision of services, and the siting of public facilities. This element examines these relationships, identifies real or potential conflicts, and provides suggestions for addressing issues in a productive manner.

7.1 INTERGOVERNMENTAL COOPERATION VISION

- ◆ Intergovernmental cooperation opportunities between Columbia County, local municipalities, the region, the state, tribal governments, and other adjacent governmental units utilized to the fullest extent possible.

7.2 INTERGOVERNMENTAL COOPERATION GOALS AND OBJECTIVES

Goal 1: Establish mutually beneficial intergovernmental relations with other units of government.

- Objective 1:* Develop intergovernmental cooperative agreements for governmental services, activities and programs whenever appropriate.
- Objective 2:* Encourage the City of Portage to enter into boundary agreements with the Town to address annexation and development issues.
- Objective 3:* Promote cooperative projects with area school districts to educate and encourage participation in local government among youth.
- Objective 4:* Work to achieve cooperation and coordination between Columbia County, City of Portage and the Town on issues related to long-range planning and land use regulations.
- Objective 5:* Work to raise local government awareness of Wisconsin Statutes regarding intergovernmental cooperation and encourage their use.
- Objective 6:* Work with other local governments, state agencies and school districts on land use and community development issues of mutual concern. (i.e. siting of public facilities).

Goal 2: Seek coordination and communication on planning activities between the Town of Fort Winnebago, adjacent municipalities, county, regional, state and federal agencies.

- Objective 1:* Encourage the creation of and participate in an ongoing forum in which the county, cities, villages and towns can discuss land use and zoning issues on a regular basis.
- Objective 2:* Encourage the creation of and participate in a process to resolve conflicts between the Town's plan and the plans of other overlapping governmental jurisdictions.
- Objective 3:* Work with adjacent towns, villages, and cities to match land use plans and policies along municipal borders to promote consistency and minimize potential conflicts.
- Objective 4:* Utilize County planning staff to act as facilitators and educators to assist the Town with plan and ordinance administration.

- Objective 5:* Encourage Columbia County to develop a more consistent, integrated and efficient code administration process that provides all affected municipal jurisdictions an opportunity to influence the outcome.
- Objective 6:* Continue to participate in cooperative planning efforts and zoning administration with Columbia County.
- Objective 7:* Encourage and support cooperative efforts between Columbia County and surrounding counties to address basin-wide water resource management planning, regional transportation planning and other regional planning issues that cross county boundaries.

Goal 3: Seek opportunities to maintain and improve the provision of shared public services and facilities such as police, fire, emergency rescue, parks, solid waste management, and transportation.

- Objective 1:* Whenever possible, encourage increased sharing of police, fire, and emergency rescue facilities and services to improve efficiency and coordination.
- Objective 2:* Continue to utilize the County composting and recycling center.
- Objective 3:* Continue to utilize the services of the County Highway Department for local road maintenance.
- Objective 4:* Work with the County Highway Department and the Wisconsin DOT to coordinate highway improvements with planned development to minimize the impacts of land use changes on transportation facilities.
- Objective 5:* Prior to purchasing new facilities or equipment, examine the possibilities of trading, renting, sharing, or contracting such items with neighboring jurisdictions.
- Objective 6:* Work with county and state agencies to coordinate the provision of park and recreation facilities and activities within the Town.
- Objective 7:* Work with the Wisconsin Department of Transportation and other agencies to assure that transportation improvements are consistent with the goals and objectives of this plan.
- Objective 8:* Encourage cooperative agreements with the Wisconsin Department of Natural Resources (WDNR) that are mutually beneficial to the Town and the WDNR.

7.3 INTERGOVERNMENTAL COOPERATION PROGRAMS AND RESOURCES

7.3.1 UW-Extension Local Government Center

The Local Government Center's mission 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 Local Government Center maintains a collection of information on intergovernmental cooperation.

7.3.2 Wisconsin Partnership

The State of Wisconsin offer's local government's contract purchasing, technical advice, data, and financial assistance to more efficiently provide government services. Through it's website, www.wisconsinpartnership.wi.gov the State of Wisconsin allows local governments to access these resources. The website also offers significant information related to intergovernmental cooperation in Wisconsin.

7.3.3 Wisconsin Counties Association (WCA)

The Wisconsin Counties Association (WCA) is an association of county governments assembled for the purpose of serving or representing counties. The direction of this organization is determined by the membership and the WCA Board of Directors consistent with the WCA Constitution. The organization provides up to date information on issues affecting counties in Wisconsin and offers opportunities for counties to share information.

7.3.4 Wisconsin Town Association (WTA)

Wisconsin Towns Association (WTA) is a non-profit, non-partisan statewide organization created to protect the interests of the 1,264 towns in the State of Wisconsin and to improve town government. The association is organized into six districts and is headquartered in Shawano. WTA activities include regular district meetings, an annual statewide convention, publications, participation in cooperative training programs, and other efforts.

7.3.5 League of WI Municipalities

The League of Wisconsin Municipalities is a voluntary non-profit association of Wisconsin cities and villages working to advance local government. The League was first established in 1898 and provides a variety of services and resources to members including legal resources, the league conference, training opportunities, sample ordinances, legislation review, a variety of publications and handbooks, and others.

7.3.6 State of Wisconsin

The State of Wisconsin has a number of statutes and related programs that deal with intergovernmental cooperation. For more information see section 7.5 of this element.

7.4 INTERGOVERNMENTAL COOPERATION

7.4.1 Town of Fort Winnebago and Adjacent Governmental Units

The Town of Fort Winnebago shares borders with several other governmental units. The Town's involvement with these other units of government is described below.

7.4.1.1 Adjacent Governmental Units

The Town of Fort Winnebago is located within Columbia County and shares a border with the Towns of Lewiston, Pacific, Wyocena, and Marcellon as well as the City of Portage. The Town also shares a border with Marquette County and the Towns of Douglas, Moundville, and Buffalo within Marquette County.

7.4.1.2 Relationship

Town of Fort Winnebago's relationship with the adjacent Towns can be characterized as one of mutual respect with limited opportunities for shared resources and services. Towns are not incorporated and cannot annex land. Therefore, the borders between the Town of Fort Winnebago and the adjacent towns are fixed and boundary disputes are virtually nonexistent.

The Town of Fort Winnebago's relationship with the City of Portage can be characterized as one of general agreement and respect, however periodic conflicts do occur. The City of Portage being an incorporated municipality, has the power to annex land from the Town. The ability of the City to annex land from the Town of Fort Winnebago and the City's unwillingness to enter into a boundary agreement has on occasion led to conflicts. However, the Town and City overall have a good working relationship.

Town of Fort Winnebago's relationship with Columbia and Marquette Counties can be characterized as one of mutual respect. The Town of Fort Winnebago's interactions with Marquette County are limited whereas the Town's relationship with Columbia County is more complex. The Town is located within Columbia County and therefore the County has some jurisdiction within the Town. In particular, the County administers several land use related regulations within the Town of Fort Winnebago regarding zoning, land division, private sanitary systems, floodplains, shorelands, wireless communication facilities, and nonmetallic mining. The County Sheriff's Department also has law enforcement jurisdiction within the Town and the County Highway Department also has jurisdiction over certain roads. In those areas where the County has jurisdiction within the Town, the County attempts to get input from the Town before making decisions affecting the Town. Likewise, the Town has attempted to maintain open communication with the County.

7.4.1.3 Siting Public Facilities

Town of Fort Winnebago does not currently share any public facilities with other units of local government (with the exception of the Town Hall which is discussed in Section 7.4.2). The Town of Fort Winnebago has no formal process established for siting and building public facilities with other local units of government, rather these types of projects are handled on a case by case basis.

7.4.1.4 Sharing Public Services

The Town of Fort Winnebago currently shares fire protection services with the City of Portage through a contractual agreement. The Town also contracts with the County Solid Waste Department to process solid waste and recyclables and the County Highway Department for the plowing and maintenance of town roads. Schools, parks, and the library in the City of Portage and a school and county park located within the Town are also utilized by Town residents. The Town of Fort Winnebago has no formal process established for sharing public services with other local units of government, rather these types of agreements are handled on a case by case basis.

7.4.1.5 Town of Fort Winnebago and Local School Districts

The Town of Fort Winnebago is served by the Portage School Districts. The Town's involvement with this school district is described below. More details about school districts are located in the Utilities and Community Facilities Element of this plan.

7.4.1.6 Relationship

Town of Fort Winnebago's relationship with the school districts serving the Town can be characterized as good. The school districts tend to operate rather independently and interaction with the Town tends to be minimal. The Town has expressed concern that, due to budget issues, there is a possibility the Portage School District would need to close the Fort Winnebago Elementary School located within the Town. The Town has always been supportive of the school and has worked to keep the school open.

7.4.1.7 Siting School Facilities

The siting of new school facilities is mainly conducted by the school districts, however the Town of Fort Winnebago does have a limited history of providing input into the location of new schools. In 1961, the Town built the current Fort Winnebago Elementary School, consolidating four one-room schools into the new facility, and in the 1970's deeded the school to the Portage School District.

7.4.1.8 Sharing School Facilities

The Town of Fort Winnebago and the Portage School District have a formal agreement for use of the Fort Winnebago School. The school facility was deeded to the Portage School District by the Town of Fort Winnebago in the 1970's and, as part of this transaction, an agreement was made that stated the Town could use the school facility as its Town Hall. The agreement further indicated that that if the school were to be closed, ownership of the school building and grounds would revert back to the Town. The school building currently serves as both an elementary school and the Town of Fort Winnebago Town Hall and is available for conducting Town business and holding meetings. The sharing of the school facility has worked well for the Town and the school district and has allowed the Town to have a quality and easily accessible building at a low cost to taxpayers. An additional example of sharing the school facilities is that the school's recreational facilities are available for use by town residents.

7.4.2 Region

Town of Fort Winnebago is located in the south-central region of the State of Wisconsin. Columbia County and the Town of Fort Winnebago are not part of a regional planning commission. As a result, the Town's interactions and contacts within the region are limited as there is no regional entity to be involved with.

7.4.3 State

Town of Fort Winnebago's relationship with the state mainly involves state aid for local roads and the administration of various state mandates. In regards to comprehensive planning, coordination with several state agencies occurred as part of the Town of Fort Winnebago Comprehensive Plan development process. The relationship with these state agencies and their assistance with the Town Comprehensive Plan development process includes, but is not limited to the following:

- ◆ Wisconsin Department of Administration (WDOA)

The WDOA awards and administers comprehensive planning grants. While the Town of Fort Winnebago did not utilize these grants as part of the Town's planning effort these grants remain an important resource for future planning efforts.

In addition to grant awards and administration, the WDOA also provides population and demographic estimates and projections for planning purposes. The WDOA is also responsible for the administration of various programs often utilized for plan implementation. The WDOA is also the state contact for land information modernization activities.

- ◆ Wisconsin Department of Transportation (WDOT)

The WDOT maintains several plans with statewide policies and recommendations regarding various aspects of transportation. Plan recommendations were consulted and incorporated into the Town of Fort Winnebago Comprehensive Plan where applicable. These plans are covered in more detail in the Transportation Element of this plan.

◆ Wisconsin Department of Natural Resources (WDNR)

The WDNR has provided a number of resources to the Town of Fort Winnebago comprehensive planning process. These resources include information on natural resources such as wetlands, surface waters, groundwater, air quality, threatened and endangered species, wildlife habitat, and recreational uses and activities including hunting and fishing. In addition, the WDNR provided information through programs the department maintains regarding shoreland management, nonmetallic mining reclamation, stormwater, public sewer and water systems, solid waste management, and dam permitting. As a result, opportunities to work collaboratively with the WDNR are numerous

◆ Wisconsin Historical Society

The Wisconsin Historical Society provided data for the Town of Fort Winnebago planning effort through its Wisconsin Architecture and History Inventory (AHI) and Archaeological Sites Inventory (ASI).

◆ Other State Agencies

In addition to the above, the following state agencies also contributed data and other trend information towards the Town of Fort Winnebago comprehensive planning process:

- Wisconsin Department of Public Instruction (school enrollments and district information)
- Wisconsin Department of Commerce (economic information)
- Wisconsin Public Service Commission (information on public utilities)

7.4.4 Other Governmental Units

Several other governmental units, such as lake districts, sanitary districts, utility districts, drainage districts etc., exist within Columbia County and may encompass territory within the Town of Fort Winnebago. These governmental units tend to operate rather independently and interaction with the Town tends to be minimal.

7.5 WISCONSIN INTERGOVERNMENTAL COOPERATION STATUTES

7.5.1 Intergovernmental Agreements

Wisconsin Statute, 66.0301 permits local agreements between the state, cities, villages, towns, counties, regional planning commissions, and certain special districts, including school districts, public library systems, public inland lake protection and rehabilitation districts, sanitary districts, farm drainage districts, metropolitan sewerage districts, sewer utility districts, Indian tribes or bands, and others.

Intergovernmental agreements prepared in accordance with s. 66.0301, formerly s. 66.30, are the most common form of agreement and have been used by communities for years, often in the contest of sharing public services such as police, fire, or rescue. This type of agreement can also be used to provide for revenue sharing, determine future land use within a subject area, and to set temporary municipal boundaries. However, the statute does not require planning as a component of any agreement and boundary changes have to be accomplished through the normal annexation process.

7.5.2 Boundary Agreements Pursuant to Approved Cooperative Plan

Under 66.0307, Wisconsin Statutes, combinations of municipalities may prepare cooperative boundary plans or agreements. Each city, village, or town that intends to participate in the preparation of a cooperative plan must adopt a resolution authorizing its participation in the planning process.

Cooperative boundary plans or agreements involve decisions regarding the maintenance or change of municipal boundaries for a period of 10 years or more. The cooperative plan must include a plan for the physical development of the territory covered by the plan, a schedule for changes to the boundary, plans for the delivery of services, an evaluation of environmental features and a description of any adverse environmental consequences that may result from the implementation of the plan, and it must address the need for safe and affordable housing. The participating communities must hold a public hearing prior to its adoption. Once adopted, the plan must be submitted to the Wisconsin Department of Administration for State approval. Upon approval, the cooperative plan has the force and effect of a contract.

7.5.3 Creation, Organization, Powers and Duties of a Regional Planning Commission

Wisconsin Statute 66.0309 permits local governments to petition the governor to create a regional planning commission (RPC). If local support for a commission is unanimous, the governor may create it by executive order. The governor may also create a commission if local governments representing over 50% of the population or assessed valuation of the proposed region consent to the creation. Commission members are appointed by either local governments or the governor.

State Statutes require the RPC to perform three major functions:

- Make and adopt a comprehensive plan for the physical development of the region.
- If requested by a local unit, report recommendations to that local unit on the location of or acquisition of land for any of the items or facilities, which are included in the adopted regional comprehensive plan.
- Make an annual report of its activities to the legislative bodies of the local governmental units within the region.

RPC's are also authorized to perform several other functions; however, by law they serve a strictly advisory role.

Columbia, Dane, Dodge, Jefferson, Rock, and Sauk Counties are the only counties in the state that are not part of a Regional Planning Commission.

7.5.4 Municipal Revenue Sharing

Wisconsin Statute, 66.0305, Municipal Revenue Sharing, gives authority to cities, villages and towns to enter into agreements to share revenue from taxes and special charges with each other. The agreements may also address other matters, including agreements regarding services to be provided or the location of municipal boundaries.

Boundaries of the shared revenue area must be specified in the agreement and the term of the agreement must be for at least 10 years. The formula or other means for sharing revenue, the date of payment of revenues, and the means by which the agreement was made may be invalidated after the minimum 10-year period.

7.5.5 Annexation

Wisconsin Statute, 66.021, Annexation of Territory, provides three petition methods by which annexation may occur. Annexation involves the transfer of one or more tax parcels from a town to a city or village. Cities and villages cannot annex property without the consent of landowners as required by the following petition procedures:

- Unanimous approval - A petition is signed by all of the electors residing in the territory and the owners of all of the real property included within the petition.
- Notice of intent to circulate petition (direct petition for annexation) - The petition must be signed by a majority of electors in the territory and the owners of one-half of the real property either in value or in land area. If no electors reside in the territory, then only the landowners need sign the petition.
- Annexation by referendum - A petition requesting a referendum election on the question of annexation may be filed with the city or village when signed by at least 20 percent of the electors in the territory.

7.5.6 Incorporation

Wisconsin Statutes, 66.0201 - Incorporation of Villages and Cities; Purpose and Definitions, and 66.0211 - Incorporation Referendum Procedure, regulate the process of creating new villages and cities from town territory. Wisconsin Statute, 66.0207 - Standards to be applied by the department, identifies the criteria that have to be met prior to approval of incorporation.

The incorporation process requires filing an incorporation petition with circuit court. Then, the incorporation must meet certain statutory criteria reviewed by the Municipal Boundary Review Section of the Wisconsin Department of Administration. These criteria include:

- Minimum standards of homogeneity and compactness, and the presence of a "well developed community center".
- Minimum density and assessed valuation standards for territory beyond the core.
- A review of the budget and tax base in order to determine whether or not the area proposed for incorporation could support itself financially.
- An analysis of the adequacy of government services compared to those available from neighboring jurisdictions.
- An analysis of the impact incorporation of a portion of the town would have on the remainder, financially or otherwise.
- An analysis of the impact the incorporation would have on the metropolitan region.

7.5.7 Extraterritorial Zoning

Wisconsin Statute, 62.23(7a), Extraterritorial Zoning, allows a city with a population of 10,000 or more to adopt zoning in town territory, three miles beyond a city's corporate limits. A city or village with a population less than 10,000 may adopt zoning 1.5 miles beyond its corporate limits. In Columbia County, all cities and villages had populations less than 10,000 during the 2000 US Census and therefore have the potential to exercise extra-territorial zoning authority up to one and one-half miles. If the extraterritorial area of two municipalities overlaps, jurisdiction is divided between them as provided under s. 66.0105.

Under extraterritorial zoning authority, a city or village may enact an interim zoning ordinance that freezes existing zoning, or, if there is no zoning, existing uses while a plan and regulations are developed. The statute provides that the interim ordinance may be for two years.

A joint extraterritorial zoning committee must be established consisting of three city or village plan commission members and three town members. The city or village plan commission works with the joint committee in preparing the plan and regulations. The joint committee must approve the plan and regulations by a majority vote before they take effect.

The City of Portage has exercised its extra-territorial zoning authority over the Town of Fort Winnebago in the past. In 1994, the City of Portage exercised its extraterritorial zoning authority on unincorporated lands within 1.5 miles of the City including portions of the Towns of Fort Winnebago. This effort ended in 1996 when the City and affected Towns were unable to develop a plan and zoning ordinance within the required two year timeframe.

7.5.8 Extraterritorial Subdivision Review

Wisconsin Statute, 236.10, Approvals Necessary, allows a city with a population of 10,000 or more to adopt zoning in town territory, three miles beyond a city's corporate limits. A city or village with a population less than 10,000 may adopt zoning 1.5 miles beyond its corporate limits. However, unlike extraterritorial zoning that requires town approval of the zoning ordinance, extraterritorial plat approval applies automatically if the city or village adopts a subdivision ordinance or official map. The town does not approve the subdivision ordinance for the city or village. All cities and villages in Columbia County had populations less than 10,000 during the 2000 US Census and therefore have the potential to exercise extra-territorial plat review authority up to one and one-half miles. A city or village may waive its extraterritorial plat approval authority if it does not wish to use it.

The purpose of extraterritorial plat approval jurisdiction is to help cities and villages influence the development pattern of areas outside their boundaries that will likely be annexed to the city or village. Overlapping authority by incorporated municipalities is handled by drawing a line of equal distance from the boundaries of the city and/or village so that not more than one ordinance will apply. Map 7-1 illustrates the potential extent of city and village extra-territorial subdivision regulation within Columbia County including the Town of Fort Winnebago. The Town of Fort Winnebago along with the Towns of Lewiston, Pacific, and Caledonia have worked with the City of Portage to develop an agreed upon boundary for area covered by the City's extraterritorial subdivision review authority. The boundary attempts to follow parcel boundaries to create a more manageable and easily understood boundary.

7.6 PLANNING IN COLUMBIA COUNTY

In Columbia County, 15 of the 21 towns, including Arlington, Caledonia, Columbus, Fort Winnebago, Fountain Prairie, Hampden, Leeds, Lewiston, Lodi, Newport, Otsego, Pacific, Randolph, and West Point, have developed comprehensive plans, compliant with Wisconsin Statue 66.1001, in cooperation with the Columbia County Comprehensive Planning Program. Three other towns, Dekorra (2005), Lowville (2004), and Courtland (2002), have developed comprehensive plans, compliant with Wisconsin Statue 66.1001, through the assistance of private consultants. The remaining three towns, Marcellon, Scott, and Wyocena have not yet prepared plans.

Two villages in Columbia County, Arlington (2003) and Poynette (2005), have prepared comprehensive plans in compliance with Wisconsin Statue 66.1001. The other eight villages have not yet prepared plans.

Two of the four cities, Columbus (2001) and Wisconsin Dells (2004) have prepared comprehensive plans compliant with Wisconsin Statue 66.1001. The City of Lodi is in the process of preparing a comprehensive plan and the City of Portage has not yet prepared a plan.

A number of other plans also exist that apply within Columbia County. These planning documents include the Agricultural Preservation Plan (1977, updated 1988), the Erosion Control Plan (1987), the Land and Water Resource Management Plan (2006), the Columbia County Comprehensive Development Plan (1970), the Solid Waste Management Plan (1980, updated 1990), the Outdoor Recreation Plan (1968), the Park, Open Space, and Outdoor Recreation Plan (1975), the Outdoor Recreation Plan (1981), and the Comprehensive Outdoor Recreation Plan (1997). These documents and others from adjacent

counties and state agencies were consulted and reviewed as appropriate during the development of this plan.

7.7 INTERGOVERNMENTAL CONFLICTS AND OPPORTUNITIES

7.7.1 Existing or Potential Conflicts with other Governmental Units

Several existing and potential conflicts between units of government will likely need to be addressed during the course of the planning period. Existing and potential conflicts are summarized in Table 7-1.

7.7.2 Opportunities for the Resolution of Conflicts with other Governmental Units

Conflicts are most effectively addressed in a proactive manner by pursuing opportunities that will reduce or altogether prevent future conflicts. Table 7-1 also summarizes potential opportunities that can be explored to address the identified existing or potential conflicts.

TABLE 7-1
Intergovernmental Conflicts and Opportunities for Resolution
Town of Fort Winnebago

Existing or Potential Conflict	Opportunities for Resolution
Concern over annexations by the City of Portage and the lack of a boundary agreement.	Petition the City of Portage to work with the town on boundary issues.
Concern over the unwillingness of the City of Portage to share city services (i.e. sewer and water) with the Town.	Petition the City of Portage to work with the town on the sharing of city services.
Concern that Columbia County's land use regulations are not administered fairly.	All towns need to work together with the Columbia County Board to develop workable and fair ordinances and enforcement policies.
Concerns over incompatible land uses in one municipality negatively impacting landowners and residents in adjacent municipalities.	Columbia County Planning and Zoning Department should work with local municipalities to modify or add land use regulations that address local concerns. Columbia County Planning and Zoning Department should encourage municipalities to develop, update, and properly administer local land use ordinances and programs.
Conflicts and inconsistencies between town, village, city, and county plans and ordinances.	Columbia County Planning and Zoning Department should work with municipalities on procedures for the review of development proposals. Columbia County Planning and Zoning Department should provide assistance to municipalities in the development of plans and ordinances. Columbia County Planning and Zoning Department should review and provide comments on drafts of local comprehensive plan and ordinances.
Conflicts over land use and development issues in the extraterritorial jurisdictions of cities and villages.	Columbia County Planning and Zoning Department should provide assistance with extraterritorial and boundary agreement issues.
Concern that local control in land use issues is subject to too much intervention by Columbia County and the State.	Ensure ample opportunity for public involvement during land use planning and ordinance development. Maintain and encourage communication between the Columbia County Planning and Zoning Department and local municipalities on land use issues.
Concern that County's land use regulations are not adequate to address today's land use issues.	Review and revise land use ordinances as necessary to address current land use issues.

Source: Columbia County Planning and Zoning & the Town of Fort Winnebago

8.0 **LAND USE**

The land use element examines existing and future land uses within the Town of Fort Winnebago. The examination and analysis of existing land use trends within the Town provides a means to forecast how land will likely be used in the future. The main function of the land use element is to guide future land uses in a manner that is compatible with the goals and objectives expressed within this plan.

8.1 **LAND USE VISION**

- ◆ Well-balanced and orderly development in both urban and rural areas of the Town that minimizes potential conflicts between residential, commercial, industrial and agricultural uses.

8.2 **LAND USE GOALS AND OBJECTIVES**

Goal 1: New development occurring in a well planned, sustainable, aesthetically and architecturally pleasing manner compatible with the local character.

- Objective 1:* Designate areas in the rural portions of the Town of Fort Winnebago that are intended to remain agricultural in nature but are also suitable for limited and controlled residential development that minimizes adverse impacts on agriculture and maintains rural character.
- Objective 2:* Designate areas within the Town of Fort Winnebago that are suitable for more dense residential development (e.g. subdivisions) and develop standards for these areas that ensures quality development which complements the surrounding area.
- Objective 3:* Encourage conservation subdivision design principles for new subdivisions where appropriate.
- Objective 4:* Designate areas within the Town of Fort Winnebago that are suitable for commercial and industrial uses and develop standards that encourage the separation and screening of these uses from other incompatible land uses.
- Objective 5:* Encourage natural buffers between incompatible land uses where such uses adjoin one another.

Goal 2: Provide tools for managing and coordinating development consistent with the goals and objectives of the Comprehensive Plan while ensuring a balance between private property rights and the best interests of the community as a whole.

- Objective 1:* Update and integrate the land use related sections of the Town Code of Ordinances to reflect the new goals and policies of the Comprehensive Plan.
- Objective 2:* Create a development review process related to the Comprehensive Plan that objectively examines the quality of a proposed development and the long-term positive and negative impacts on the Town of Fort Winnebago.
- Objective 3:* Develop a site plan review process for rural areas of the Town of Fort Winnebago that reviews the location of structures, roads and driveways to minimize the impacts on prime agricultural land and environmental features.
- Objective 4:* Consider clustered residential development as the preferred type of new rural residential growth in areas suitable for such development.

- Objective 5:* Encourage new residential lots and building sites to be located and designed in a manner that protects environmental corridors including wetlands, floodplains and productive farmland.
- Objective 6:* New development should be consistent with town plans, where applicable.

Goal 3: Balanced and appropriate land uses within the Town of Fort Winnebago that enhance and sustain the economic stability of the Town.

- Objective 1:* Direct more intense, urban forms of development into areas that can provide adequate municipal services to support the development.
- Objective 2:* Assist in the development of urban growth areas around all existing incorporated municipalities to allow for reasonable municipal growth.
- Objective 3:* Encourage the redevelopment and adaptive reuse of underutilized agricultural, commercial, and industrial structures, where consistent with designated future land uses.
- Objective 4:* Explore the use of impact fees and other capital cost recovery mechanisms to assure that the costs of new development are not borne by existing taxpayers.

8.3 LAND USE PROGRAMS

8.3.1 Town of Fort Winnebago Ordinances

The Town of Fort Winnebago has adopted ordinances to regulate various activities within the Town. One of these ordinances, the Uniform Dwelling Code, regulates the use of land within the Town. This Town of Fort Winnebago ordinance is discussed in more detail below.

8.3.1.1 Uniform Development Code

The Town of Fort Winnebago's Uniform Development Code regulates the building of one and two-family homes within the Town. The intent of the Code is to exercise the Town's jurisdiction over the construction and inspection of new one-family and two-family dwellings, provide plan review and on-site inspections, establish standard building permit forms, establish and collect fees, and to provide remedies and penalties for violations of the Ordinance. The ordinance is administered by the Town of Fort Winnebago Planning Commission and Town Board. The ordinance requires a building permit from the Town building inspector for all new one-family and two-family structures as well as all additions or alterations to all existing one and two-family residential buildings and structures, and to all accessory buildings. The building permit covers excavations, soil erosion, construction, heating, ventilating, electrical and plumbing.

8.3.2 Columbia County Code of Ordinances

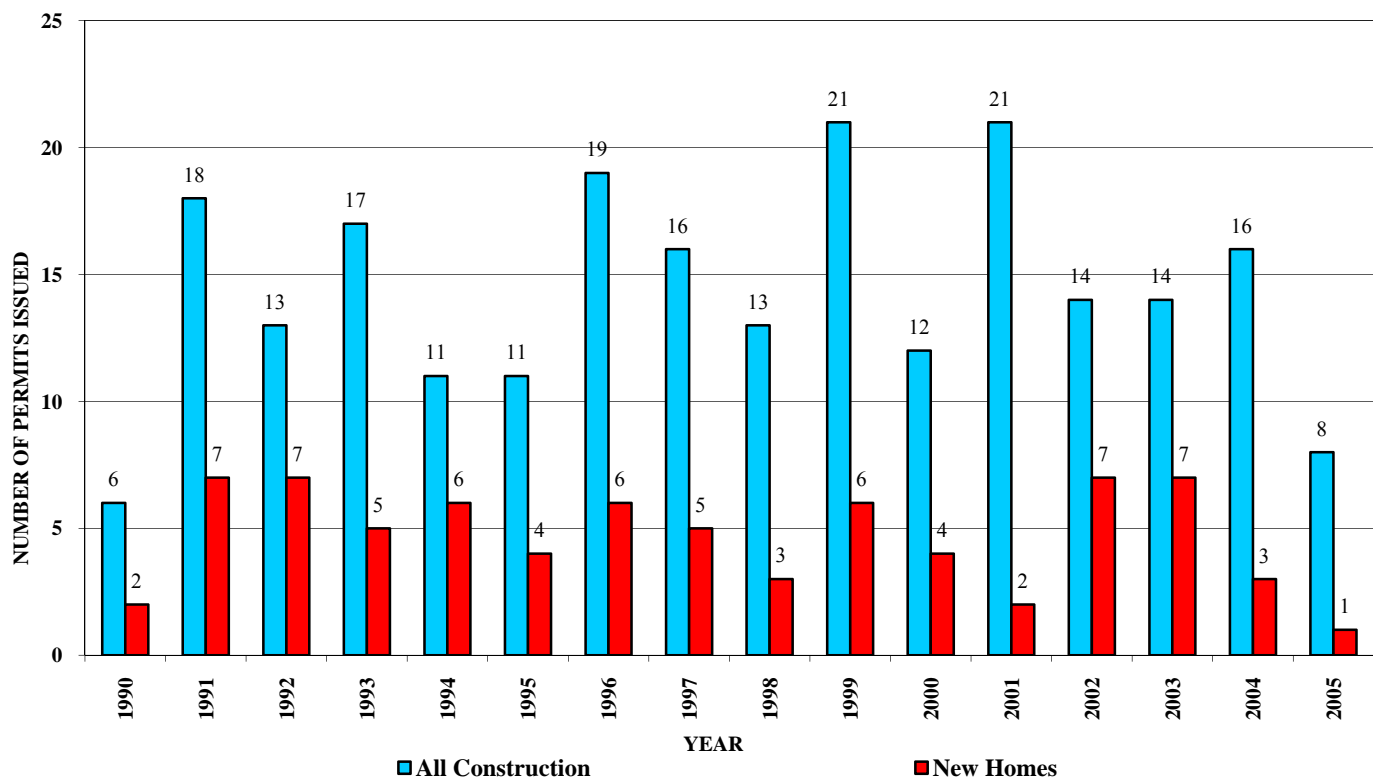
Most land development and building activity in the unincorporated areas of Columbia County, including the Town of Fort Winnebago, is subject to Columbia County regulations. Land use within the County is regulated by the Columbia County Code of Ordinances. The primary section of the Code of Ordinance that regulates land use within the County is Title 16. Title 16 includes seven chapters providing regulation regarding Zoning, Land Division and Subdivision, Private Sewage Systems, Floodplain Zoning, Shoreland Wetland Protection, Wireless Communication Facilities, and Nonmetallic Mining Reclamation. Other sections of the Columbia County Code of Ordinances that regulate land use include Title 12, Chapter 4 - Highway Access Control, that regulates property access from County highways and Title 15, Animal Waste Management, that regulates the placement and use of animal waste and manure storage facilities. The County's land use regulations are discussed in more detail in the sections below.

8.3.2.1 *Zoning Ordinance*

The Columbia County Zoning Ordinance, originally adopted in 1961, regulates the use of land and is in effect within 19 of the 21 unincorporated Towns including the Town of Fort Winnebago. The intent of the ordinance is to promote public health, safety, and general welfare through regulating the location of land uses and structures within the County. The ordinance is administered by the Columbia County Planning and Zoning Department and establishes 10 primary use districts and two overlay districts. In 2006, the primary use zoning district that encompassed the largest amount of area in the Town of Fort Winnebago was the Agricultural Zoning District (96.28%) followed by the Highway Interchange (1.67%) and the Single Family (0.89%) Zoning Districts. Four other primary use zoning districts Agricultural II (0.53%), Recreational (0.49%), Commercial (0.13%), and Multiple Family (0.01) are also mapped and in use within the Town of Fort Winnebago but encompass smaller amounts of the zoned area of the Town. The Rural Residential, Marina, and Industrial primary use zoning districts have not been utilized within the Town of Fort Winnebago. The Columbia County Zoning Ordinance also includes two overlay zoning districts the Agricultural Overlay District and the Planned Residential Development Overlay District. The intent of the overlay districts is to add an additional layer of regulation to the land or to provide flexibility within the primary zoning district while providing additional protections to certain land features. These overlay districts have not been utilized within the Town of Fort Winnebago.

Under the Columbia County Zoning Ordinance, all land development and building activity in the Town of Fort Winnebago requires the issuance of a Zoning Permit. The issuing of a Zoning Permits indicates that the proposed development is an approved use under the current zoning of the subject property. Applications for a Zoning Permit are filed with the Zoning Administrator in the Planning and Zoning Department. Figure 8-1 illustrates the Zoning Permit activity for the Town of Fort Winnebago from 1990 to 2005. Over the 16 year period, an average of 14.4 Zoning Permits were issued per year for all types of construction, with an average of 4.7 Zoning Permits issued per year for new home construction. Over the most recent five year period from 2001-2005, Zoning Permits for all construction averaged 14.6, a 1.4 percent increase over the 16 year average. Over the same five year period, permits for new homes in the Town of Fort Winnebago averaged 4.0 per year, a 14.9 percent decrease from the 16 year average.

FIGURE 8-1
Zoning Permit Trends, All Construction and New Homes
Town of Fort Winnebago, 1990-2005



Source: Columbia County Planning and Zoning Department

8.3.2.2 Land Division and Subdivision Ordinance

The Columbia County Land Division and Subdivision Ordinance, originally adopted in 1966, regulates the division of land within the County and is in effect in all 21 of the unincorporated Towns including the Town of Fort Winnebago. The intent of the ordinance is to regulate and control the division of land in the unincorporated areas of the County in order to promote orderly layout and use of land; protect the health and safety of county residents; ensure the adequate provision of public infrastructure; and to provide adequate legal descriptions and monumentation of subdivided land. The ordinance is administered by the Columbia County Planning and Zoning Department. The Land Division and Subdivision Ordinance requires an approved certified survey map (CSM) be recorded in the Register of Deeds Office for any minor land division that is less than 35 acres in size and is comprised of fewer than five lots. Major subdivisions comprised of five or more lots are subject to state platting requirements in addition to requirements in the Columbia County Land Division and Subdivision Ordinance. Lands in Columbia County are also divided through several other legal means outside the review of the Land Division and Subdivision Ordinance, however these divisions are required to meet the requirements of the ordinance prior to the issuance of any permits for construction. Table 8-1 illustrates the number of approved certified survey maps and major subdivision plats along with the total number of lots created by these divisions within Town of Fort Winnebago during the 10 year period between 1996-2005. Since 1996, a total of 53 approved CSMs with a total of 87 lots were recorded, an annual average of 5.3 CSMs with an annual average of 8.7 lots. During the same ten-year period, no subdivision plats were recorded with all new lots being created through CSM.

TABLE 8-1
Land Divisions, Town of Fort Winnebago, 1996-2005

Year	Number of CSMs	Total Number of Lots	Number of Subdivision Plats	Total Number of Lots
1996	3	4	0	0
1997	4	4	0	0
1998	4	5	0	0
1999	7	8	0	0
2000	6	8	0	0
2001	11	16	0	0
2002	5	10	0	0
2003	5	13	0	0
2004	3	4	0	0
2005	5	15	0	0
Totals:	53	87	0	0

Source: Columbia County Planning and Zoning Department

8.3.2.3 *Private Sewage Systems Ordinance*

The Columbia County Private Sewage Systems Ordinance, originally adopted in 1967, regulates the construction of private sewage systems within the county and is in effect within all the incorporated and unincorporated municipalities of the County including the Town of Fort Winnebago. The intent of the ordinance is to promote and protect public health and safety by assuring the proper siting, design, installation, inspection, and management of private sewage systems and non-plumbing sanitation systems (e.g. a privy). The ordinance is mandated by the State of Wisconsin and administered by the Columbia County Planning and Zoning Department. Table 8-2 illustrates the number of sanitary permits issued for new and replacement systems within the Town of Fort Winnebago during the ten-year period between 1996 and 2005. During the ten year period between 1996 and 2005, conventional septic systems accounted for 90, or 89.1 percent, of the permits for new or replacement systems within the Town followed by mound type sanitary systems that accounted for eight, or 7.9 percent, of the permits for new or replacement systems. A total of three holding tanks were permitted during the 10 year period accounting for 3.0 percent of all new or replacement systems. No sanitary permits were issued for other items such as reconnection to an existing sanitary system or for the use of a privy during the 10 year period.

TABLE 8-2
Sanitary Permits, Town of Fort Winnebago, 1996-2005

Year	Holding Tanks	Mound	Conventional	Other	Total of All System Types
1996	1	1	9	0	11
1997	1	0	11	0	12
1998	1	5	7	0	13
1999	0	0	14	0	14
2000	0	0	8	0	8
2001	0	0	7	0	7
2002	0	0	13	0	13
2003	0	1	10	0	11
2004	0	1	6	0	7
2005	0	0	5	0	5
Totals:	3	8	90	0	101

Source: Columbia County Planning and Zoning Department

8.3.2.4 Floodplain Zoning Ordinance

The Columbia County Floodplain Zoning Ordinance, originally adopted in 1983, regulates development and uses within the 100 year floodplain areas of the county as identified on the Flood Insurance Rate Maps (FIRM) developed by the Federal Emergency Management Agency (FEMA). The ordinance is in effect in all FEMA designated 100 year floodplain areas in the unincorporated portions of the County including the Town of Fort Winnebago. The intent of the ordinance is to protect life, health, and property; minimize public expenses related to flood control projects, rescue and relief efforts, and the damage of public infrastructure; prevent future blight areas; and protect business and homeowners. The ordinance is mandated by the State of Wisconsin and administered by the Columbia County Planning and Zoning Department.

8.3.2.5 Shoreland Wetland Protection Ordinance

The Columbia County Shoreland Wetland Protection Ordinance, originally adopted in 1985, regulates the use and development of shoreland areas within the county and is in effect in all areas of the County including the Town of Fort Winnebago. The ordinance is in effect within 1,000 feet of a navigable lake, pond, or flowage; within 300 feet of a navigable river or stream; or within floodplain areas. The intent of the ordinance is to maintain safe and healthful conditions; prevent and control water pollution; protect spawning grounds, fish and aquatic life; control building sites, place of structures, and land uses; and to preserve shore cover and natural beauty. The ordinance is mandated by the State of Wisconsin and administered by the Columbia County Planning and Zoning Department.

8.3.2.6 Wireless Communication Facilities Ordinance

The Columbia County Wireless Communication Facilities Protection Ordinance, originally adopted in 1998, regulates the placement and height of towers and antennas within the county and is in effect in the 13 Towns that have adopted the ordinance including the Town of Fort Winnebago. The intent of the ordinance is to protect the public health, safety, and general welfare; facilitate the provision of wireless communication facilities through careful siting and design standards; minimize adverse

visual effects of wireless communication facilities; avoid potential damage to adjacent properties from the construction and operation of wireless communication facilities; and maximize the use of existing and approved towers, buildings, or structures to accommodate new wireless communication antennas. The ordinance administered by the Columbia County Planning and Zoning Department.

8.3.2.7 Nonmetallic Mining Reclamation Ordinance

The Columbia County Nonmetallic Mining Reclamation Ordinance, originally adopted in 2001, regulates the reclamation of nonmetallic mining sites within the County and is in effect in all areas of the County not covered by a local nonmetallic mining ordinance including the Town of Fort Winnebago. The intent of the ordinance is to ensure that nonmetallic mining sites are effectively reclaimed after the nonmetallic mining of the site ends. The ordinance is mandated by the State of Wisconsin and administered by the Columbia County Planning and Zoning Department.

8.3.2.8 Highway Access Control Ordinance

The Columbia County Highway Access Control Ordinance, originally adopted in 1995, regulates access onto county highways within the County and is in effect in all areas of the County including the Town of Fort Winnebago. The intent of the ordinance is to restrict and regulate access onto county highways in order to promote public safety, convenience, general welfare, economic viability, and to protect the public investment in existing and proposed highways by preventing costly road improvements, premature obsolescence, and to provide for safe and efficient ingress and egress to Columbia County Highways. The ordinance is administered by the Columbia County Highway Department.

8.3.2.9 Animal Waste Management Ordinance

The Columbia Animal Waste Management Ordinance, originally adopted in 1998, regulates the placement and construction of animal waste and manure storage facilities within the County and is in effect in all areas of the County including the Town of Fort Winnebago. The intent of the ordinance is to regulate the location, design, construction, installation, alteration, operation, maintenance, abandonment, and use of animal waste and manure storage facilities and the application of waste and manure from these facilities. The ordinance aims to prevent water pollution, protect public health, prevent the spread of disease, ensure the appropriate use and conservation of land and water resources, and promote prosperity, aesthetics, and the general welfare of County citizens. The ordinance is administered by the Columbia County Land and Water Conservation Department.

8.4 EXISTING LAND USE

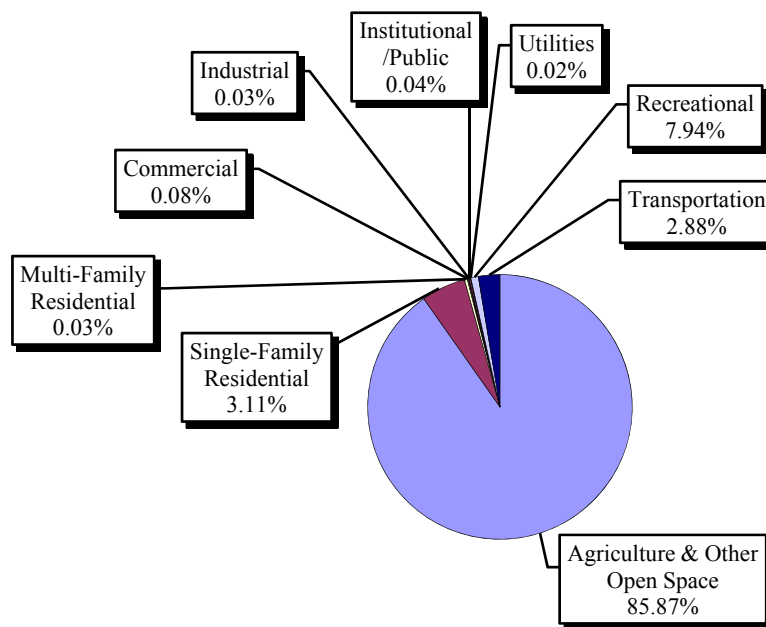
The Existing Land Use section of this plan examines how land is currently being used within the Town. Land uses within the Town of Fort Winnebago were inventoried and recorded in 2005 with verifications of the land uses made by members of the Town Board and Planning Commission. Land uses were assigned to one of nine primary categories: Agricultural or Other Open Space, Single-Family Residential, Multi-Family Residential, Commercial, Industrial, Institutional/Public, Utilities, Recreational, and Transportation. In addition, the Single-Family Residential land use category is further divided into two subcategories: Non-Farm Single-Family Residential and Farm Residential. Table 8-3 shows the acreage and the percentage of area used by each land use category in The Town of Fort Winnebago in 2005. Figure 8-2 graphically illustrates the percentage of area used by each land use category. The locations of the different land uses within the Town of Fort Winnebago are illustrated on Map 8-1 in Appendix I. The following sections describe in more detail the characteristics of the existing land uses within the Town of Fort Winnebago.

TABLE 8-3
Existing Land Use, Town of Fort Winnebago, 2005

Land Use	Acreage	Percent of Total
Agricultural or Other Open Space	18,421.0	85.87%
Single-Family Residential	667.7	3.11%
Non-farm Single-Family Residential	627.7	2.93%
Farm Residential	40.0	0.19%
Multi-Family Residential	6.1	0.03%
Commercial	17.8	0.08%
Industrial	6.3	0.03%
Institutional/Public	8.3	0.04%
Utilities	5.0	0.02%
Recreational	1,704.0	7.94%
Transportation	616.8	2.88%
Total Town Area:	21,453.0	100.00%

Source: Columbia County Planning and Zoning

FIGURE 8-2
Existing Land Use, Town of Fort Winnebago, 2005



Source: Columbia County Planning and Zoning

8.4.1 Agriculture or Other Open Space

The Agriculture or Other Open Space land use category occupies the majority of land area in the Town of Fort Winnebago encompassing approximately 18,421.0 acres or 85.87 percent of the total land area of the Town. The majority of the lands in the Agriculture or Other Open Space land use category are productive farmlands, pastures, and woodlands that provide the Town of Fort Winnebago with its rural character and agricultural heritage. These lands are also the most susceptible to development pressures. Many of these lands also contain physical features such as floodplains, wetlands, and water bodies that place limits on the amount of development that is possible. The amount of land in the Agriculture or Other Open Space land use category being converted for development purposes and the locations where this conversion is taking place are the key planning issues within this land use category. Overall, the amount of land devoted to agriculture or other open space use is high within the Town of Fort Winnebago. The ratio of Agriculture or Other Open Space land use in the Town of Fort Winnebago amounts to one acre out of every 1.2 total acres being devoted to agriculture or other open space use.

During the land use inventory conducted as part of this planning process, lands assigned to the Agriculture or Other Lands category were identified as having the following characteristics:

- The Agricultural or Other Open Space land use category includes lands used predominantly for agricultural purposes or other undeveloped open space purposes such as pastures or the raising and storage of crops and livestock. All lands not designated under the definitions of the other land uses categories were classified as Agricultural or Other Open Space.

8.4.2 Single-Family Residential

Single-Family Residential land uses in the Town of Fort Winnebago account for approximately 667.7 acres or 3.11 percent of the total land area of the Town. Single-Family Residential land uses are comprised of two subcategories: Non-Farm Single-Family Residential and Farm Residential. The Non-Farm Single-Family Residential land use category accounts for the majority of Single-Family Residential land use with approximately 627.7 acres, or 94.0 percent of the Single-Family Residential land uses. The Farm Residential land use category accounts for approximately 40.0 acres, or 6.0 percent of the single-family residential land uses. Single-Family Residential land uses are the one of the more common land uses within the Town of Fort Winnebago. Only the Agriculture or Other Open Space and Recreational land use categories contain more area than the Single-Family Residential land use category. Overall, the amount of residential land use is relatively high within the Town of Fort Winnebago. The ratio of Single-Family Residential land use in the Town of Fort Winnebago amounts to one acre out of every 32 total acres being devoted to single-family residential use.

During the land use inventory conducted as part of this planning process, lands assigned to the two subcategories of single-family residential land use were identified as having the following characteristics:

- The Non-Farm Single-Family Residential land use subcategory includes lands that contain a one-family residence not associated with an “active farm”. In occurrences where a non-farm single-family residence was located on a parcel of land 10 acres or less in size, the entire parcel was assigned to the Non-Farm Single-Family Residential land use subcategory for area determination purposes. In occurrences where a non-farm single-family residence was located on a parcel greater than 10 acres in size, a one acre area was assigned to the Non-Farm Single-Family Residential land use category for area determination purposes.
- The Farm Residential land use category includes lands that contain a single-family residence that is associated with an “active farm”. In occurrences where an “active farm” residence was located on a parcel of land 10 acres or less, the entire parcel was included in the Farm Residential Land Use Category for area determination purposes. In occurrences where an “active farm” residence was located on a parcel of land greater than 10 acres in size, a one acre area was assigned to the Farm Residential Land Use Category for area determination purposes.

In order to distinguish and further clarify whether a single-family residence with a set of farm outbuildings was an “active farm” (e.g. a farm residence) or a “non-active hobby farm” (e.g. a non-farm single-family residence) the following criteria were used during the land use inventory:

Characteristics of an “Active Farm” (Classified as Farm Residential)

- Large agricultural buildings visibly being used to house farm related animals.
- Large numbers of agricultural related animals (e.g. cows, steer, pigs, chickens, etc.)
- Dairy facilities (e.g. active milk house or collection tanks, presence of milk collection trucks, dairy producer signs).
- Numerous pieces of large scale farm equipment and implements visible.
- Presence of actively used silos, grain storage facilities, or corn dryers.
- Other obvious large-scale farming related activities.

Characteristics of a “Non-Active Hobby Farm”(Classified as a Non-Farm Single-Family Residence)

- Smaller agricultural buildings visibly being used to house a limited number of hobby farm related animals.
- A limited number of hobby farm related animals (e.g. cows, chickens, goats, horses, sheep, etc.)
- Few if any large pieces of farm equipment, equipment usually smaller in scale.

- Absence of large active grain storage facilities or silos.

8.4.3 Multi-Family Residential

Multi-Family Residential land uses in The Town of Fort Winnebago account for approximately 6.1 acres or 0.03 percent of the total land area of the Town. The multi-family residential land uses that exist in the Town of Fort Winnebago consist mainly of duplex rental units. None of the multi-family residential land uses in the Town of Fort Winnebago is located within areas where public sewer service is available. Overall, the amount of multi-family residential land use in the Town of Fort Winnebago is quite low. The ratio of Multi-Family Residential land use in the Town of Fort Winnebago amounts to one acre out of every 3,517 total acres being devoted to multi-family residential use.

During the land use inventory conducted as part of this planning process, lands assigned to the Multi-Family Residential land use category were identified as having the following characteristics:

- The Multi-Family Residential land use category includes lands that contain two or more residences. This category includes duplexes, condominiums, mobile home parks, group homes, assisted living facilities and apartment complexes. In most cases the entire parcel that contained the multi-family land use was included in Multi-Family land use category for area determination purposes.

8.4.4 Commercial

Commercial land uses in The Town of Fort Winnebago account for approximately 17.8 acres or 0.08 percent of the total land area of the Town. The commercial uses that exist in the Town of Fort Winnebago generally consist of service based retail trade establishments such as a convenience store/gas station, mini warehouse storage, and automobile repair. Most commercial development in the Town of Fort Winnebago is located along major highways or near the City of Portage. Overall, the amount of commercial land use in the Town of Fort Winnebago is relatively low. The ratio of Commercial land use in the Town of Fort Winnebago amounts one acre out of every 1,192 total acres being devoted to commercial use.

During the land use inventory conducted as part of this planning process, lands assigned to the Commercial land use category were identified as having the following characteristics:

- The Commercial land use category includes lands used primarily for retail/wholesale trade or service activities that sell goods and services directly to the public. In most cases, the portion of the lot or parcel that contains the commercial building and the associated parking lots and storage areas were included in the commercial land use classification for area determination purposes.

8.4.5 Industrial

Industrial land uses in The Town of Fort Winnebago account for approximately 6.3 acres or 0.03 percent of the total land area of the Town. Industrial land uses in the Town generally consist of extractive types of uses (e.g. gravel pits) with some limited manufacturing uses. Overall, the amount of industrial land use in the Town of Fort Winnebago is relatively low. The ratio of Industrial land use in the Town of Fort Winnebago amounts to one acre out of every 3,405 total acres being devoted to industrial use.

During the land use inventory conducted as part of this planning process, lands assigned to the Industrial land use category were identified as having the following characteristics:

- The Industrial land use category includes lands used for producing an industrial or manufacturing product or for providing an industrial or manufacturing service. In most cases, the portion of the lot or parcel that contains the industrial building and any associated parking lots, storage areas, or raw

material extraction sites was included in the industrial land use classification for area determination purposes. Many of the industrial land uses consist of sand and gravel extraction sites. In these cases, the current boundary of the extraction site was used in defining the extent of the industrial use.

8.4.6 Institutional/Public

Institutional/Public land uses in The Town of Fort Winnebago account for approximately 8.3 acres or 0.04 percent of the total land area of the Town. Institutional/Public land uses in the Town generally consist of government facilities and other institutions that are open to the general public in some capacity. Overall, the amount of Institutional/Public land use in the Town of Fort Winnebago is relatively low. The ratio of Institutional/Public land use in the Town of Fort Winnebago amounts to one acre out of every 2,585 total acres being devoted to Institutional/Public use.

During the land use inventory conducted as part of this planning process, lands assigned to the Institutional/Public land use category were identified as having the following characteristics:

- The Institutional/Public land use category includes lands that have facilities or institutions that are open to the public in some capacity and provide a public or semi-public service. These include churches, fire stations, libraries, town halls, hospitals, cemeteries and schools. In most cases, the portion of the parcel that contains the public or semi-public facility and the associated parking lots and storage areas were included in the Institutional/Public land use classification for area determination purposes.

8.4.7 Utilities

Utility land uses in The Town of Fort Winnebago account for approximately 5.0 acres or 0.02 percent of the total land area of the Town. Utility land uses in the Town generally consist of lands and facilities used to provide public utilities. Overall, the amount of Utility land use in the Town of Fort Winnebago is relatively low. The ratio of Utility land use in the Town of Fort Winnebago amounts to one acre out of every 4,291 total acres being devoted to Utility use.

During the land use inventory conducted as part of this planning process, lands assigned to the Utilities land use category were identified as having the following characteristics:

- The Utilities land use category includes lands that contain a public utility facility or are used to provide service from a public utility. These includes water towers, wastewater treatment facilities, electric substations, gas and electric generating or processing plants, and radio or cellular towers. In most cases, only the portion of the parcel being actively used for utility purposes was included in the Utilities land use classification for area determination purposes.

8.4.8 Recreational Areas

Recreational Area land uses in The Town of Fort Winnebago account for approximately 1,704.0 acres or 7.94 percent of the total land area of the Town. Recreational Area land uses in the Town generally consist of public hunting grounds and other public recreation areas. Recreational land uses are the one of the more common land uses in the Town. Only the Agriculture or Other Open Space land use category contains more area than the Recreational land use category. Overall, the amount of Recreational Area land use in the Town of Fort Winnebago is quite high. The ratio of Recreational Area land use in the Town of Fort Winnebago amounts to one acre out of every 13 total acres being devoted to Recreational Area use.

During the land use inventory conducted as part of this planning process, lands assigned to the Recreational Area land use category were identified as having the following characteristics:

- The Recreational Areas lands use category contains lands open to the public in some capacity for use in recreational activities. These areas include parks, boat landings, public hunting grounds, animal refuges, sportsman clubs, golf courses. In most cases, the entire parcel containing the recreational land use was included in the Recreational Areas land use classification for area determination purposes.

8.4.9 Transportation

Transportation land uses in The Town of Fort Winnebago account for approximately 616.8 acres or 2.88 percent of the total land area of the Town. Transportation land uses in the Town generally consist of road and railroad right-of-ways. Transportation land uses are the one of the more common land uses in the Town. Only the Agriculture or Other Open Space, the Recreational, and the Single-Family Residential land use categories contain more area than the Transportation land use category. As a result of being a common land use type, the amount of Transportation land use is relatively high. The ratio of Transportation land use in the Town of Fort Winnebago amounts to one acre out of every 35 total acres being devoted to Transportation use.

During the land use inventory conducted as part of this planning process, lands assigned to the Transportation land use category were identified as having the following characteristics:

- The Transportation land use category contains lands used for right-of-ways purposes for roads and railroads as well as lands used in commercial airports and private landing strips. Where a public right-of-way exists and is mapped, the area of the right-of-way was used for area determination purposes. In other areas where the right-of-way does not exist or is not mapped, a width of 66 feet was assigned to the right-of-way for area determination purposes. For commercial airports, the entire airport parcel was classified as a Transportation use for area determination purposes. For private landing strips, only the portion of the parcel used for private landing strip purposes was classified as a Transportation use for area determination purposes.

8.5 TRENDS

The Trends section of this plan element examines the characteristics and changes that are taking place in regards to the supply, demand, and price of land in the Town of Fort Winnebago. This section also examines the opportunities for the redevelopment of underutilized land, discusses existing and potential land use conflicts, and examines land use trends and projected acreage needed.

8.5.1 Supply, Demand, and Price of Land

An examination of the supply, demand, and price of land in Columbia County including the Town of Fort Winnebago can provide insight into the trends in land use that are taking place within the County and the Town. A number of sources of information are available that help to measure the trends supply, demand, and price of land within the County. Town level data is not available for many of these data sources, therefore County level data has been substituted for trend analysis purposes. The following section uses this information to provide more detail about the supply, demand, and price of land within the County and the Town.

8.5.1.1 Agricultural Land Sales

Table 8-4 illustrates information on agricultural land sales in Columbia County from the Wisconsin Agricultural Statistics Service over the five year period between 2000 and 2004. During this period,

the total acres of agricultural land sold annually has decreased over 19 percent, while the value of the agricultural land sold has increased over 64 percent. The amount of land sold for continued agricultural use has declined over the five year period by more than 35 percent, while the amount of agricultural land sold for other uses has increased by over 70 percent. During three years out of the five year period, the price received for agricultural land being diverted to other uses was higher than the price received for agricultural land continuing in agricultural use.

TABLE 8-4
Agricultural Land Sales, Columbia County, 2000-2004

	2000	2001	2002	2003	2004	# Change 2000- 2004	% Change 2000- 2004
Ag Land Continuing in AG Use							
Number of Transactions	26	36	33	38	22	(4)	(15.4)%
Acres Sold	2,121	2,249	1,872	2,830	1,374	(747)	(35.2)%
Dollars per Acre	\$2,083	\$2,328	\$2,730	\$3,149	\$3,755	\$1,672	80.3%
Ag Land Being Diverted to Other Uses							
Number of Transactions	9	10	28	26	20	11	122.2%
Acres Sold	381	521	1,256	980	649	268	70.3%
Dollars per Acre	\$2,832	\$1,874	\$3,560	\$4,310	\$3,330	\$498	17.6%
Total of All AG Land							
Number of Transactions	35	46	61	64	42	7	20%
Acres Sold	2,502	2,770	3,128	3,810	2,023	(479)	(19.2)%
Dollars per Acre	\$2,197	\$2,242	\$3,063	\$3,447	\$3,619	\$1,422	64.7%

Source: Wisconsin Agricultural Statistics Service, Agricultural Land Sales, 2000-2004.

8.5.1.2 Forest Land Sales

Table 8-5 illustrates information on forest land sales in Columbia County from the Wisconsin Agricultural Statistics Service over the four year period between 1998 and 2001. (This information is the most current available.) During this period, the total acres of forest land sold annually has decreased over 49 percent, while the value of the forest land sold has increased over 80 percent. The amount of land sold for continued forest use has declined slightly over the four year period, just over nine percent, while the amount of forest land sold for other uses has decreased significantly, over 85 percent, during the same period. Both the price paid for forest land continuing in forest use and for forest land being diverted to other uses increased during the four year period. However the price paid for forest land continuing in forest use increased considerably more than the price paid for forest land being diverted to other uses, 192.2 percent and 1.4 percent respectively.

TABLE 8-5
Forest Land Sales, Columbia County, 1998-2001

	1998	1999	2000	2001	# Change 1998- 2001	% Change 1998- 2001
Forest Land Continuing in Forest Use						
Number of Transactions	19	28	17	24	5	26.3%
Acres Sold	316	560	389	312	(4)	(9.6)%
Dollars per Acre	\$802	\$1,409	\$1,470	\$2,343	\$1,541	192.2%
Forest Land Being Diverted to Other Uses						
Number of Transactions	23	16	6	5	(18)	(78.3)%
Acres Sold	420	285	89	61	(359)	(85.5)%
Dollars per Acre	\$1,551	\$2,323	\$2,232	\$1,572	\$21	1.4%
Total of All Forest Land						
Number of Transactions	42	44	23	29	(13)	(31.0)%
Acres Sold	736	845	478	373	(363)	(49.3)%
Dollars per Acre	\$1,229	\$1,717	\$1,612	\$2,217	\$988	80.4%

Source: Wisconsin Agricultural Statistics Service, Forest Land Sales, 1998-2001.

8.5.1.3 Average Selling Price of Vacant Land

Table 8-6 illustrates information on the average price per acre and the average selling price for residential and agricultural land in Columbia County based upon information from the South-Central Wisconsin Multiple Listing Service. During the 16 year period from 1990 thru 2005, the average selling price for vacant residential land, 10 acres or less in size, increased \$31,791 or 109.1 percent, while the average price per acre for vacant residential land increased \$14,135 or 130.1 percent. Likewise, the average selling price for vacant agricultural land, 35 acres or larger in size, increased \$203,592 or 506.6 percent during the 16 year period while the average price per acre for a vacant agricultural land increased \$2,966 or 348.5 percent.

TABLE 8-6
Average Selling Price and Price Per Acre
Vacant Residential and Agricultural Land
Columbia County, 1990-2005

Year	Average Selling Price		Average Price per Acre	
	Vacant Residential Land <i>10 Acres or Less</i>	Vacant Agricultural Land <i>35 Acres or More</i>	Vacant Residential Land <i>10 Acres or Less</i>	Vacant Agricultural Land <i>35 Acres or More</i>
1990	\$29,148	\$40,187	\$10,865	\$851
1995	\$32,684	\$78,435	\$17,883	\$1,399
2000	\$45,055	\$88,696	\$25,946	\$2,154
2001	\$45,418	\$117,791	\$21,492	\$2,311
2002	\$53,679	\$131,650	\$29,702	\$3,041
2003	\$52,608	\$125,285	\$21,825	\$2,746
2004	\$54,705	\$175,637	\$19,724	\$4,066
2005	\$60,939	\$243,779	\$24,999	\$3,817
# Change 1990-2005	\$31,791	\$203,592	\$14,135	\$2,966
% Change 1990-2005	109.1%	506.6%	130.1%	348.5%

Source: South Central Wisconsin Multiple Listing Service

8.5.1.4 Equalized Values

Table 8-7 illustrates the equalized values of different property types in Columbia County based upon information from the Wisconsin Department of Revenue over the five year period from 2001 thru 2005. Equalized values are based upon the full market value of all taxable property, with the exception of agricultural land. Agricultural land values are based upon the State's policy of use value assessment that values agricultural land based upon its agricultural productivity rather than development potential. The concept behind this policy is to protect the farm economy and discourage the conversion of agricultural land to other uses.

Increases in the equalized value of taxable property in Columbia County provide additional tax revenues to fund public facilities and services and, therefore, are critical in the ability of the County to provide these amenities. The total equalized value of real estate in the County increased by \$1,162,118,200 or approximately 34 percent between 2001 and 2005. In 2005, residential development represented the largest portion of the County's total equalized value at 73 percent, up from 70 percent in 2001. Equalized values on agricultural land decreased by 61 percent over the five

year period due mainly to the implementation of the State's policy of use value assessment. In 2001, equalized values for agricultural lands in Columbia County were \$153,022,900 or 4.9 percent of the total equalized value. In 2005, the equalized value of agricultural lands in Columbia County had dropped to \$59,747,800 or 1.4 percent of the total equalized value.

TABLE 8-7
Equalized Values in Dollars, Columbia County, 2001-2005

2001	Residential	Commercial	Manufacturing	Agricultural	Forest	Other	Total
Total in Towns	1,279,157,800	64,145,100	11,158,100	150,510,500	71,388,300	229,245,100	1,805,604,900
Total in Villages	328,194,700	61,201,800	35,183,000	1,542,300	294,000	3,546,100	429,961,900
Total in Cities	594,827,600	250,178,500	58,735,700	970,100	0	808,000	905,519,900
Columbia County	2,202,180,100	375,525,400	105,076,800	153,022,900	71,682,300	233,599,200	3,141,086,700
2002	Residential	Commercial	Manufacturing	Agricultural	Forest	Other	Total
Total in Towns	1,387,434,300	66,977,100	10,603,100	78,739,700	93,869,200	270,694,200	1,908,317,600
Total in Villages	340,805,800	64,283,800	35,147,700	914,800	345,200	3,811,300	445,308,600
Total in Cities	643,813,900	273,636,600	60,318,700	467,000	0	950,400	979,186,600
Columbia County	2,372,054,000	404,897,500	106,069,500	80,121,500	94,214,400	275,455,900	3,332,812,800
2003	Residential	Commercial	Manufacturing	Agricultural	Forest	Other	Total
Total in Towns	1,470,001,100	69,725,900	11,279,100	59,951,700	102,472,300	292,687,000	2,006,117,100
Total in Villages	364,538,900	69,607,700	36,881,900	687,500	449,000	3,815,300	475,980,300
Total in Cities	686,117,600	295,160,900	63,095,900	384,800	0	942,900	1,045,702,100
Columbia County	2,520,657,600	434,494,500	111,256,900	61,024,000	102,921,300	297,445,200	3,527,799,500
2004	Residential	Commercial	Manufacturing	Agricultural	Forest	Other	Total
Total in Towns	1,652,831,100	82,042,700	11,215,100	57,110,400	133,004,300	294,104,200	2,230,307,800
Total in Villages	406,225,000	78,266,700	38,468,300	811,100	510,400	4,049,100	528,330,600
Total in Cities	750,211,300	305,602,700	64,299,800	356,600	179,200	1,025,700	1,121,675,300
Columbia County	2,809,267,400	465,912,100	113,983,200	58,278,100	133,693,900	299,179,000	3,880,313,700
2005	Residential	Commercial	Manufacturing	Agricultural	Forest	Other	Total
Total in Towns	1,877,527,100	89,364,100	25,415,000	58,573,000	84,060,400	364,280,900	2,499,220,500
Total in Villages	454,345,400	86,325,600	42,290,000	746,200	374,600	4,106,600	588,188,400
Total in Cities	814,699,000	331,421,700	67,809,500	428,600	343,000	1,094,200	1,215,796,000
Columbia County	3,146,571,500	507,111,400	135,514,500	59,747,800	84,778,000	369,481,700	4,303,204,900
# Change 2001-2005	Residential	Commercial	Manufacturing	Agricultural	Forest	Other	Total
Towns	598,369,300	25,219,000	14,256,900	(91,937,500)	12,672,100	135,035,800	693,615,600
Villages	126,150,700	25,123,800	7,107,000	(796,100)	80,600	560,500	158,226,500
Cities	219,871,400	81,243,200	9,073,800	(541,500)	343,000	286,200	310,276,100
Columbia County	944,391,400	131,586,000	30,437,700	(93,275,100)	13,095,700	135,882,500	1,162,118,200
% Change 2001-2005	Residential	Commercial	Manufacturing	Agricultural	Forest	Other	Total
Towns	46.8%	39.3%	127.8%	(61.1)%	17.8%	58.9%	38.4%
Villages	38.4%	41.1%	20.2%	(51.6)%	27.4%	15.8%	36.8%
Cities	37.0%	32.5%	15.4%	(55.8)%	100.0%	35.4%	34.3%
Columbia County	42.9%	35.0%	29.0%	(61.0)%	18.3%	58.2%	37.0%

Source: Wisconsin Department of Revenue, Statement of Equalized Values 2001- 2005.

“Other” includes swamp, waste, and undeveloped lands.

8.5.2 Opportunities for Redevelopment

Opportunities for the redevelopment of underutilized properties exist in many areas of The Town of Fort Winnebago. Underutilized agricultural structures provide opportunities for reuse and redevelopment. New uses for underutilized agricultural structures that are no longer part of an active farm operation should be explored. Furthermore, former sand and gravel operations also offer an opportunity for redevelopment within the Town. Many of these former sand and gravel operations are no longer suitable for use in agriculture but offer some potential for conversion to other uses. Where appropriate opportunities exist, efforts should be made to steer development towards the areas in need of redevelopment before approving new sites for development.

Some of the existing commercial and industrial sites within the Town may also be underutilized and offer opportunities for reuse and redevelopment. Appropriate redevelopment of these sites should be encouraged. However it is possible that some of these sites may contain environmental contamination issues to address before redevelopment can occur. Efforts should be made to utilize funding from state programs to aid in the cleanup and redevelopment of these sites. The location of potentially contaminated sites within the Town is discussed in more detail in the Economic Development element of this plan.

It is the intent of this plan to recognize that opportunities for redevelopment of existing properties exist within the Town. The following opportunities for redevelopment exist within the Town of Fort Winnebago.

8.5.3 Existing and Potential Land Use Conflicts

A number existing or potential land use conflicts will need to be considered by The Town of Fort Winnebago when planning future uses of land. The following list contains many of the existing or potential land use conflicts that will need to be considered:

- Increasing pressure to convert agricultural land to other uses, mainly residential. The increasing number of residential uses within agricultural areas leads to conflicts between farmers and non-farm residents. New non-farm residents may complain about farm odors, slow machinery on roads, and late hours of operation in fields. Such conflicts can lead to the end of farming in that area.
- Increased pressure to allow traditional (hydro power plant expansion) and alternative energy systems (wind, solar, ethanol production, manure digesters, etc.) to be located within the Town. These facilities will have an impact on existing and future residential developments.
- Increased pressure to locate or expand large animal confinement facilities within the Town. These facilities may negatively impact nearby residential areas.
- Incompatible land uses along the border of other Towns. Development in one town can spill over into an adjacent Town and create undesirable land uses.

8.5.4 Development Potential and Trends

An understanding of development potential and trends in the unincorporated areas of The Town of Fort Winnebago can be developed by looking at areas where development has taken place and area with development potential. Map 8-2 in Appendix I illustrates the location of tax parcels that contain a residence built before 1980 and the location of tax parcels with residences built between 1980 and 2005. The locations of existing tax parcels that do not contain a residence are also illustrated. The map shows that residential development within the unincorporated areas has mainly occurred on tax parcels along or

very close to existing roads. Also indicated by the map is the large number of 35 acre or larger tax parcels that have the potential for residential development. Current County Ordinance standards allow for the development of a residence on any tax parcel 35 acres or greater. Therefore, all tax parcel 35 acres or larger without an existing residence, as illustrated on Map 8-2 in Appendix I, are potentially open for residential development. In 2005, there were 258 existing tax parcels 35 acres or larger.

8.5.5 Projected Future Acreage Needs

An examination of the current trends among the land uses in The Town of Fort Winnebago can provide some insight into the amount of land that will be needed for future land uses. Information from The Town of Fort Winnebago Existing Land Use Map, Map 8-1 in Appendix I, indicates that the average home in the unincorporated areas of The Town of Fort Winnebago utilizes approximately 1.8 acres of land for residential purposes. The Issues and Opportunities Element of this plan provided four housing projections for the Town of Fort Winnebago, one based upon zoning permits and three based upon population projections. Using these housing projections and the average amount of land per home, the projected acreage of land needed for residential purposes in the Town of Fort Winnebago can be determined. Table 8-8 compares the estimated acreage needed for new residential development in the unincorporated areas of the County based upon the four housing projections from the Issues and Opportunities Element.

TABLE 8-8
Estimated Acreage Needed for Residential Development by 2030
The Town of Fort Winnebago

	2000-2030			2005-2030
	WI DOA	Current Population Trends	Historic Population Trends	Zoning Permit Trends
Estimated New Homes Needed by 2030	0	0	66	118
Average Acreage Used by a Home	1.8	1.8	1.8	1.8
Estimated Acreage Needed for Residential Development by 2030	0	0	119	212

Source: Columbia County Planning and Zoning

Upon examination of the information presented in Table 8-8, a decision was made to use the housing projection based upon zoning permit trends in the development of the Future Land Use Map for The Town of Fort Winnebago. This decision was made because it is believed that permit trends are a more accurate reflection of the building activity that is currently taking place and is likely to take place in the future.

The amount of land utilized by other land use categories such as agricultural, commercial and industrial will also change over the planning period. For example, agricultural land will continue to be converted to other uses thereby reducing the overall amount of agricultural lands. Commercial and industrial lands will likely continue to be developed at current rates, however these uses will most likely take place in nearby cities and villages as has been the case in the past. As a result, the Town of Fort Winnebago will not likely require any additional amounts of commercial and industrial future land uses. Table 8-9 illustrates the projected demand for residential, commercial, industrial, and agricultural land uses in the Town of Fort Winnebago.

TABLE 8-9
Projected Future Land Use Demand in Five Year Increments
The Town of Fort Winnebago, 2005-2030

Year	Residential*	Commercial	Industrial	Agriculture
2005	674	18	6	18,421
2010	716	18	6	18,379
2015	759	18	6	18,336
2020	801	18	6	18,294
2025	844	18	6	18,251
2030	886	18	6	18,209
Projected Change in Acres:				
	212	0	0	(212)

Source: Columbia County Planning and Zoning

* Includes single-family and multi-family.

8.6 FUTURE LAND USE

The Future Land Use section of this plan describes how future development is intended to take place as the provisions of this plan are implemented. Map 8-3 in Appendix I, the Town of Fort Winnebago Future Land Use Map, illustrates the planned future land uses throughout the Town.

Below are descriptions of the future land use categories as designated on Map 8-3 in Appendix I, the Town of Fort Winnebago Future Land Use Map. These descriptions provide information on the purpose and intent of each future land use category and provide examples of the uses that can be expected within each category. The future land use categories include: agricultural and other open space, single-family residential, multi-family residential, commercial, industrial, institutional/public, recreational, transportation, and environmental corridors.

8.6.1 Agricultural and Other Open Space

DESCRIPTION: The Agricultural and Other Open Space future land use category represents locations where agricultural or other open space types of land use and development are encouraged. The Agricultural or Other Open Space land use category includes lands that are predominantly intended for agricultural purposes or other undeveloped open space purposes such as pastures or the raising and

storage of crops and livestock. This category will also allow for agricultural related uses either as conditional uses or in an appropriate agricultural zoning district, which would not require a plan amendment. Non-agriculture resource based uses such as non-metallic mining will be acceptable either as conditional uses or in an appropriate resource based zoning district. Likewise, other facilities such as minor utility infrastructure (e.g. electrical and natural gas substations), private aircraft landing strips, and wireless communication towers can be sited in Agricultural or Other Open Space designated areas subject to County ordinances.

Low-density residential development is also allowed in Agricultural or Other Open Space designated areas subject to certain requirements, but major subdivisions are prohibited. The minimum density standard in this district is one residence per 35 acres. In order to guide the development of low-density residential development within the Agricultural and Other Open Space designated areas, the “Residential Development within the Agricultural and Other Open Space Designated Areas” requirements listed below were created within this comprehensive plan. It is the intent of this comprehensive plan that the development requirements described below be followed when reviewing and approving single-family residential development within the Agricultural and Other Open Space designated areas. The rezoning to a residential district of either existing or new development to accommodate the “Residential Development within the Agricultural and Other Open Space Designated Areas” requirements listed below will not require amendments to the future land use map. The town may require deed restrictions, covenants and/or similar notations to be included on certified survey maps, plats or other documents recorded in the Columbia County Register of Deeds.

RESIDENTIAL DEVELOPMENT **WITHIN THE AGRICULTURAL AND OTHER OPEN SPACE DESIGNATED AREAS**

DEFINITIONS

“Contiguous Ownership” For Determining Right To Develop: All contiguous lands zoned Agricultural and currently under the same ownership. “Contiguous Ownership” may include one or more tax parcels, “40’s”, or lots with lots defined as a parcel designated in a recorded plat or certified survey map, or described in a conveyance recorded in the office of the Register of Deeds. A public road, railroad, navigable waterway, or connection at only one point does not break up contiguity.

Cluster: Three or more contiguous residential lots.

DEVELOPMENT OPTION #1

Landowners with 35 acres or more of “Contiguous Ownership” as defined above are able to develop a single-family residence in the Agricultural or Other Open Space designated areas subject to the requirements listed below and approval from the local town board.

- ◆ Allowed only in areas designated as “Agricultural or Other Open Space” on the Town of Fort Winnebago Future Land Use Map.
- ◆ A landowner is allowed one development right per 35 acres of “Contiguous Ownership.”
 - Ownership and acreage verification may be required.
 - An existing house counts as a development right.
 - A landowner can buy additional land from adjacent landowners to assemble the necessary “Contiguous Ownership” acres.
 - The new house must remain with 35 acres

DEVELOPMENT OPTION #2

Landowners with less than 35 Acres of “Contiguous Ownership” as defined above may in very limited circumstances be able to develop a single-family residence in the Agricultural or Other Open Space designated areas subject to the requirements below and approval from the local town board.

- ◆ Allowed only in areas designated as “Agricultural or Other Open Space” on the Town of Fort Winnebago Future Land Use Map.
- ◆ Applies only to a “Contiguous Ownership” parcel less than 35 acres.
- ◆ The “Contiguous Ownership” parcel must abut a public road.
- ◆ Landowner has the potential to develop a maximum of one residence on the “Contiguous Ownership” parcels.
- ◆ All structural development on the “Contiguous Ownership” parcel is encouraged to take place per siting standards.
- ◆ All portions of the “Contiguous Ownership” parcel are permanently restricted to agricultural or open space uses and cannot be used to determine additional development rights.
- ◆ Once a residence is developed on the “Contiguous Ownership” parcel it is prohibited from further division.
- ◆ “Contiguous Ownership” parcels less than 35 acres in size with an existing house have used their development right and no further development is allowed.
- ◆ The subject parcel shall be a valid parcel created legally under the Columbia County and Town of Fort Winnebago Land Division and Subdivision Ordinances.

**SITING STANDARDS FOR RESIDENTIAL DEVELOPMENT
WITHIN THE AGRICULTURAL AND OTHER OPEN SPACE AREAS**

The following are siting standards established for use when evaluating the location of “Residential Development within the Agricultural and Other Open Space Designated Areas” as listed above. When evaluating these residential development proposals the following determinations should be made:

- 1) The proposed residential site(s) will not adversely affect agricultural operations in surrounding areas or be situated such that future inhabitants of such residence might be adversely affected by agricultural operations in surrounding areas. In considering whether this general standard is achieved, the Committee shall evaluate the following factors:
 - The proposed lot(s) are located in a manner as to minimize the amount of agricultural land converted to nonagricultural use.
 - The proposed lot(s) are not located within 500 feet of operating agricultural facilities.
 - A new road or driveway needed to serve the site does not severely impact existing farm fields.
- 2) The proposed residential site(s) is not well suited for agricultural use by virtue of wooded areas, topography, shape of parcel, soil characteristics, and similar factors. In considering whether this general standard is achieved, the Committee shall evaluate the following factors:
 - The site is not enrolled in a land program (e.g. CRP, CREP, Farmland Preservation, etc.)
 - The site(s) is not of a size or shape to be efficiently worked for farming.
 - Not more than 70 percent of the soils on the proposed site are rated as National Prime Farmland.
 - Isolated small pockets of uncultivable land in the middle of agricultural land should not be approved for residential development.
 - Slopes in excess of 12 percent but not more than 20 percent may be developed only in accordance with an approved erosion control plan.
- 3) The proposed residential site(s) is particularly well suited for residential use, as indicated by rolling topography, wooded areas, soil types, vistas, proximity to lakes or streams, or similar factors, proximity to school bus routes, traffic access and egress, established transportation routes and adequacy of area schools to accommodate increased enrollment that might result from such development. In considering whether this general standard is achieved, the Committee shall evaluate the following additional factors:
 - The site has soils that are able to support a septic system other than a holding tank.
 - Unsewered development should not be allowed if there is a reasonable possibility that the subject property will be served by a public sanitary sewer within five (5) years.
 - Soils on the site afford sound structural support for buildings.
- 4) The proposed residential use will not be on a public sewer system, will be located on a parcel of not less than one acre in area, and shall abut a public road for at least 66 feet. In addition, the following should be true:
 - The creation of lots by a land owner shall not exceed four in any five year period.
 - Proposed development has adequate access to existing town roads or, the developer shall provide such a road built to town road standards at the developer's expense.

- Proposed access points shall meet minimum spacing requirements as established by Town and County ordinances.
 - Any residential development involving more than one new lot should be encouraged to group the lots adjacent to each other.
- 5) The proposed residential development is consistent with the Town of Fort Winnebago Comprehensive Plan and the Columbia County comprehensive plan.
- 6) The residential site(s) relates positively to the natural resources, beauty, and rural character of the area. In considering whether this general standard is achieved, the Committee shall evaluate the following specific factors:
- The site(s) is not on land prone to flooding.
 - The site(s) is not detrimental to the natural resource components within the Environmental Corridors.
 - The site(s) is not on slopes exceeding 20 percent.
 - The site(s) is not on land considered to be of archaeological, cultural, historical, or religious significance.

8.6.2 Single-Family Residential

DESCRIPTION: The Single-Family Residential future land use category represents locations where single-family types of land use and development are encouraged. The Single-Family Residential future land use category includes lands that are intended for the development of single-family residences and duplexes including major subdivisions and/or conservation subdivisions and for the development of planned residential developments (PRD).

The following standards have been established within this comprehensive plan for residential development in single-family residential designated areas on the future land use map.

- Both minor (less than five lots) and major (more than five lots) subdivisions are allowed.
- Sewered lots shall have a minimum lot size of ½ acre and unsewered lots shall have a minimum lot size of one acre.
- Landowner can develop any size parcel that at least meets the minimum lot size listed above, unless modified by a PRD.

8.6.3 Multi-Family Residential

DESCRIPTION: The Multi-Family Residential future land use category represents locations where dense multi-family types of land use and development are encouraged. The Multi-Family Residential future land use category includes lands that are intended for the development of multi-family apartment type complexes, any developments with multiple dwelling units on a single parcel, and planned residential developments (PRD).

The need for multi-family residential areas is not anticipated during the planning period and as a result no such areas have been planned.

8.6.4 Commercial

DESCRIPTION: The Commercial future land use category represents locations where commercial types of land use and development are encouraged. The Commercial future land use category includes lands that will be used for retail/wholesale trade or service activities that sell goods and services directly to the public such as gas stations, restaurants, chain stores, video stores, car washes, marinas, strip malls, etc. This comprehensive plan calls for the creation of new commercial zoning districts that further divide commercial uses based on the intensity of the commercial use. For example, a light commercial district would include smaller scale retail development such as a gas station while an extensive commercial district would include larger scale retail development such as a strip mall.

8.6.5 Industrial

DESCRIPTION: The Industrial future land use category represents locations where industrial and manufacturing types of land use and development are encouraged. The Industrial future land use category includes lands that will be used for producing an industrial or manufacturing product or for providing an industrial or manufacturing service. This comprehensive plan calls for the creation of new industrial zoning districts that further divides industrial uses based upon the external impacts of the industrial use. For example, a light industrial district would include industrial and manufacturing uses that do not produce offensive noise, smoke, odors, health hazards, frequent traffic congestion, and other similar conditions while a heavy industrial district would allow for industrial and manufacturing uses that may produce these external impacts. An additional example of an industrial district would be an industrial power generation district for power plants.

8.6.6 Institutional/Public

DESCRIPTION: The Institutional/Public future land use category represents locations where institutional and public types of land use and development are encouraged. The Institutional/Public future land use category includes lands that have facilities or institutions that are open to the public in some capacity and/or provide a public or semi-public service. These include uses such as churches, fire stations, police stations, libraries, town halls, hospitals, clinics, cemeteries, public and private schools, colleges and universities, municipal wells, water towers, wastewater treatment facilities, etc.

8.6.7 Recreational

DESCRIPTION: The Recreational future land use category represents locations where recreational types of land use and development are encouraged. The Recreational future land use category contains lands open to the public in some capacity for use in recreational activities. These areas include public and private parks, boat landings, public hunting grounds, wildlife refuges, sportsman clubs, shooting ranges, group camps/retreats, campgrounds and camping resorts, ski hills, golf courses, etc.

8.6.8 Transportation

DESCRIPTION: The Transportation future land use category represents locations where new additions or significant changes to the transportation system are proposed. The Transportation future land use category contains proposed right-of-ways for new roads, railroads and trails as well as areas for new or expanded airports.

8.6.9 Environmental Corridors

DESCRIPTION: The Environmental Corridors are mapped areas that represent locations which contain unique natural resource components. The Environmental Corridors future land use category includes many of the most environmentally sensitive lands and provides a continuous linear system of open space. These land areas are also most susceptible to seriously impact from intense development.

The Environmental Corridors include the following areas:

- Floodplains
- Wetlands
- 35 Foot Buffers Along All Lakes, Ponds, Rivers, Streams, and Drainage Ways
- Publicly Owned Lands and Parks
- Steep Slopes Over 12%
- Shallow Soils to Bedrock
- Woodlots 20 Acres or Greater

Environmental corridors overlay portions of all other mapped future land use categories and land uses of many types are contained with these other mapped categories. Development that takes place under one of these other mapped future land use categories can have impacts on the natural resource components within the environmental corridors. As a result, this comprehensive plan calls for the implementation of basic protections to the natural resource components of the environmental corridors. The intent of these protections should be to mitigate the impacts development may have on the components of the environmental corridors. These protections should provide specific criteria that indicate the protections necessary for each natural resource component.

8.7 CONSISTENCY BETWEEN FUTURE LAND USE AND ZONING

Future land use and zoning designations are related, but not necessarily identical. Future land use categories tend to be fairly general, whereas zoning districts regulate to specific land uses and development requirements. Because future land use categories are general, it is common for more than one zoning district to correspond to each land use category. It is also possible that some zoning districts might be consistent with more than one future land use designation.

Achieving consistency between the future land use map and zoning is required by State Statutes. This generally occurs when a community is considering a zoning change. The decision to approve a zoning change must be based on the adopted comprehensive plan, and specifically, the future land use map. Generally, if the requested zoning is consistent with the future land use designation on the property it should be approved, unless unique circumstances illustrate the rezoning would negatively impact surrounding properties or the community. If a rezoning is not consistent with the land use designation, the community should consider denying the rezoning request.

In situations where a rezoning request is not consistent with the land use designation – but the community believes the requested zoning is appropriate in the specific location and would benefit the community – the zoning change can be approved, however, the future land use map should be amended accordingly to establish future land use and zoning consistency. The process for amending the future land use map is discussed in greater detail in the Implementation Element.

9.0 **IMPLEMENTATION**

The Implementation Element of this plan outlines the programs, tools, and specific actions that will be used to guide the implementation of the comprehensive plan and achieve the desired outcomes. The Implementation Element does not work independently of the other plan elements, rather the Implementation Element is intended to integrate the other plan elements and achieve the goals and objectives of the plan. Any action taken to implement the plan can have direct and indirect effects on the other elements in the plan. The manner in which the implementation of this plan is conducted will directly impact the effectiveness of this plan and the ability of this plan to produce the desired results.

9.1 **IMPLEMENTATION VISION**

- ◆ A compilation of clear and defined actions necessary to implement all plan elements, summarize and track progress, and describe the procedures for amendments and revisions.

9.2 **IMPLEMENTATION PROGRAMS, TOOLS, AND SPECIFIC ACTIONS**

A variety of implementation programs and tools exist and are available for use by the Town of Fort Winnebago in implementing this comprehensive plan. These programs and tools can be divided into two categories regulatory and non-regulatory. Regulatory programs and tools are mainly in the form of ordinances that the Town of Fort Winnebago can choose to adopt and enforce. Non-regulatory programs and tools are mainly acquisitions (e.g. buy land) and fiscal actions (e.g. impact fees) that the Town of Fort Winnebago can choose to use in order to achieve a desired outcome. The following section provides a brief description of many of the available implementation programs and tools.

9.2.1 **Regulatory Implementation Programs and Tools**

- ◆ **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. Under conventional zoning, base 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.

- ◆ **Overlay Zoning**

Overlay zoning creates a special zoning district, placed over an existing base zone(s), that identifies special provisions in addition to those in the underlying base zone. The overlay district can share common boundaries with the base zone or cut across base zone boundaries. Regulations or incentives are attached to the overlay district to protect a specific resource or guide development within a special area. 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.

◆ Planned Developments (PDs)

Planned developments 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. PDs require flexibility from both the developer and local government.

◆ Performance Standards

Performance Standards provide 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, air quality, or lighting level standards.

◆ Design/Site Review

Design/Site review involves the review and regulation of the design of buildings and their sites. Design/Site review standards are often, included as part of zoning and subdivision ordinances. It seeks 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.

◆ Historic Preservation Ordinance

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.

◆ Uniform Dwelling Code (UDC)

Uniform Dwelling Code is a uniform statewide code that sets minimum standards for safety; structural strength; energy conservation; erosion control; heating; plumbing and electrical systems; and general health and safety in dwellings. UDC covers new one and two family dwellings built since June 1, 1980 and all additions and alterations to these dwellings.

◆ Land Division/Subdivision Ordinance

A land division ordinance is a tool to control how, when, and if land 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 provisions 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 an

effective tool to realize plan goals to maintain agriculture as a strong part of the local economy, protect natural resources, and retain rural character.

A land division/subdivision ordinance can 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.

◆ Wireless Communications Ordinance

Wireless Communications 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 wireless communications ordinance is that it provides decision-making consistency and decreases the chances of discrimination against a particular company. Wireless communication ordinances seek to balance business and industry needs with community character, aesthetics and resident needs.

◆ Wind Energy Systems Ordinance

Wind Energy Systems Ordinance can be used to direct the placement of Wind Energy Systems (WES) located within wind farms as well as some individual WES. The ordinance seeks to prevent adverse impacts by regulating location, height, aesthetics, lighting, setbacks, noise, signal interference, security fencing, and landscaping.

◆ Nonmetallic Mining Reclamation Ordinance

A Nonmetallic Mining Reclamation Ordinance regulates the reclamation of nonmetallic mining sites to ensure that the sites are effectively reclaimed after the mining of the site ends. Under the ordinance, a nonmetallic mining operation developed after the effective date of the ordinance must have a reclamation plan for the site that includes a post-mining land use for the site and ensures that the final reclamation of the mining site is consistent with uniform reclamation standards. The reclamation standards address environmental protection measures including topsoil salvage and storage, surface and groundwater protection, and contemporaneous reclamation to minimize the acreage exposed to wind and water erosion. Nonmetallic mine operators are also required to submit annual fees for inspection of the site for compliance with the plan and to have an acceptable financing mechanism to ensure completion of the reclamation plan.

◆ Erosion Control Ordinance

Erosion control ordinances are developed to protect the environment from erosion and sedimentation problems that occur during development projects. Often the most environmentally sensitive period of development is the initial construction phase when land is cleared of vegetation and graded to create a proper surface for construction. The removal of natural vegetation and topsoil makes the exposed area particularly susceptible to erosion, causing the transformation of existing drainage areas and the disturbance of sensitive areas. Eroded soil endangers water resources by reducing water quality and causing the siltation of aquatic habitat for fish and other desirable species. Eroded soil also necessitates

repair of sewers and ditches and the dredging of lakes. In addition, clearing and grading during construction cause the loss of native vegetation necessary for terrestrial and aquatic habitat.

◆ Storm Water Control Ordinance

Storm Water Runoff Ordinances are developed to protect water quality and minimize the amount of sediment and other pollutants carried by runoff to lakes, streams, and wetlands during a storm event. These ordinances primarily focus on maintaining storm water best management practices including the design, routine maintenance, and inspection of storm water management structures and facilities.

◆ Private Sewerage System Ordinance

Private Sewerage System ordinances are developed to promote and protect public health and safety by assuring the proper siting, design, installation, inspection, and management of private sewage systems and non-plumbing sanitation systems (e.g. a privy).

◆ Driveway Ordinance

Driveway ordinances are developed to establish standards for driveways that regulate the siting, construction, and maintenance of driveways as well as provide for safe and adequate access from private development to public right-of-ways. 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 or which connects or will connect with any public roadway. The ordinance typically only impacts new driveways which are required as a result of a land use modifications. A driveway ordinance provides an opportunity for review of driveway construction to ensure that the goals and objectives of the comprehensive plan are being met.

◆ Access Control Ordinance

Access Control Ordinances are developed to establish standards for private access points on public right-of-ways. The ordinance also establishes standards to maintain appropriate access spacing, require appropriate access design, and control the total number of access points to public right-of-way. An access control ordinance provides an opportunity for review of access points on public right-of ways to ensure that the goals and objectives of the comprehensive plan are being met.

◆ 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.

◆ 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.

◆ 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.

◆ 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.

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.

Under current annexation statutes, 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. Cities and villages are also required 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. An exemption from this payment exists for cities and villages that have boundary agreements with the neighboring towns.

◆ 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 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.

◆ Transfer of Development Rights (TDR)

Transfer of Development Rights (TDR) is a voluntary, incentive based program that allows landowners to sell development rights from their land to a developer or other interested party who then can use these rights to increase the density of development at another designated location. While the seller of the development rights continues to own and use the land, an easement is placed on the property that prevents further development. The purpose of a TDR program is to protect land resources at the same time providing additional income to both the landowner and the holder of the development rights.

◆ 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, and 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 community.

◆ Livestock Facilities Siting Ordinance

Livestock Facilities Siting Ordinances are designed to create a standardized set of requirements for farmers across the state to follow when planning to establish a new facility or expand an existing facility that will have over 500 animal units. It has become important for producers to plan and manage expansions well to avoid potential conflicts and the expenses to both the producer and to local government caused by such conflicts. For facilities planned to have greater than the 500 animal units, the ordinance sets rules regarding property line setbacks, water quality setbacks, waste and manure management and storage, runoff management from animal lots and feed storage facilities (e.g. silage), mortality management, and odor management.

◆ 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.

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 broad areas. They include:

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

9.2.2 Non-Regulatory Implementation 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.

◆ 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.

◆ 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.

◆ Land Trusts

A land trust is a private, nonprofit organization with a mission to conserve land and its resources. Landowners may work with a land trust when they wish to permanently protect the ecological, agricultural, scenic, historic, or recreational qualities of their land from inappropriate development.

◆ 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 over the next few years, usually 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.

◆ 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.

◆ Tax Increment Financing Districts (TIF)

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, improved rail connections, and more 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.

◆ Additional Planning Efforts

The updating or development of other planning documents can aid in the implementation of a comprehensive plan. Other planning documents can help with access to available funding sources and provide additional support to achieving the goals and objectives of a comprehensive plan. In addition, keeping this comprehensive plan up to date ensures that the plan is a useful tool in creating and maintaining desired land use types.

Table 9-1 below provides a list of the programs and tools described above along with recommended changes or specific actions to be taken regarding the implementation of the Town of Fort Winnebago Comprehensive Plan. The table also recommends the groups that should be involved in making the change or taking the action and provides a recommended timeline for these activities to be completed in order to implement.

KEY for Table 9-1		
Groups Involved	P&Z = Planning and Zoning	LWC = Land and Water Conservation
	LIO = Land Information Office	HWY = Highway Department
	RD = Register of Deeds Office	CVT = Cities, Villages, and Towns
	WHS = Wisconsin Historical Society	Town = Town of Fort Winnebago
	Sheriff = Sheriff's Department	
	WDOT = Wisconsin Department of Transportation	

TABLE 9-1
Recommended Implementation Programs, Tools, and Specific Actions
Town of Fort Winnebago, 2007-2030

Program or Tool	Recommended Changes or Specific Actions	Groups Involved	Timeline
Zoning (Conventional and Overlay)	<ul style="list-style-type: none"> ◆ Encourage Columbia County to incorporate the “Residential Development in Agricultural and Other Open Space Designated Areas” requirements within the zoning ordinance including the following: <ul style="list-style-type: none"> ○ Amend “Agricultural District” to implement new standards for residential development in agricultural and open space areas. ○ Amend Rural Residential District or create new residential district to be used in conjunction with new residential development policy. ○ Eliminate the “farm consolidation” references in the Agricultural District. ○ Revise and update the Agricultural No. 2 District by removing date and referencing or including siting criteria. 	Town, P&Z	2007
	◆ Encourage Columbia County to create a 35 acre minimum lots size within the Agricultural Zoning District.	Town, P&Z	2007
	◆ Encourage Columbia County to create new “residential farmstead” district for land divisions on existing farms.	Town, P&Z	2007
	◆ Encourage Columbia County to consider new Agriculture Business District for “agriculturally related business”.	Town, P&Z	2007-2008
	◆ Encourage Columbia County to create new Commercial Districts that are more reflective of community values.	Town, P&Z	2007-2008
	◆ Encourage Columbia County to evaluate the need for separate Single Family Districts to address development with public or shared sewer service and development with no public or shared sewer service.	Town, P&Z	2007-2008
	◆ Encourage Columbia County to create new Industrial Districts that are more reflective of community values.	Town, P&Z	2007-2008
	◆ Encourage Columbia County to revise and update the Recreational District to remove residential uses.	Town, P&Z	2007-2008

Program or Tool	Recommended Changes or Specific Actions	Groups Involved	Timeline
	◆ Encourage Columbia County to consider the development of a Conservation District that provides protection to the features included in the environmental corridors.	Town, P&Z	2007-2008
	◆ Encourage Columbia County to consider the development of an Airport District that provides for additional land use controls around airports.	Town, P&Z	2007-2009
	◆ Encourage Columbia County to review Floodplain Zoning District for consistency with the comprehensive plan	Town, P&Z	2008-2009
	◆ Encourage Columbia County to review Shoreland Wetland Protection Zoning District for consistency with the comprehensive plan	Town, P&Z	2007-2009
	◆ Encourage Columbia County to evaluate and amend the zoning ordinance as needed to implement the comprehensive plan.	Town, P&Z	Ongoing
Planned Developments (PDs)	◆ Encourage Columbia County to conduct a review of the PD provisions within the zoning ordinance and determine if changes are need to make PD's a more effective land use tool.	P&Z, Towns	2007-2008
Performance Standards	◆ Encourage Columbia County to evaluate current performance standards within the Columbia County Zoning Ordinance and make any necessary changes.	P&Z, Towns	2007-2008
Design/Site Review	◆ Encourage Columbia County to develop a design/site review process that provides basic standards for the design of buildings and building sites.	Town, P&Z	2007-2009
Historic Preservation Ordinance	◆ Conduct a comprehensive inventory of historic buildings and places within the Town of Fort Winnebago.	Towns, WHS	Ongoing
	◆ Develop a historic preservation ordinance that provides minimal protections for historic buildings and places within the Town of Fort Winnebago.	Towns, WHS	Ongoing
	◆ Pursue grants and other funding sources to use in the protection of historic buildings and places.	Town	Ongoing
Uniform Dwelling Code (UDC)	◆ Participate in joint efforts with Columbia County to standardize and streamline the administration of UDC within Columbia County.	Town, P&Z	Ongoing
Land Division and Subdivision Ordinance	◆ Encourage Columbia County to amend the Land Division and Subdivision Ordinance to require CSM's for all land divisions 80 acres or less.	Town	2008-2010

Program or Tool	Recommended Changes or Specific Actions	Groups Involved	Timeline
	♦ Create a Town Land Division and Subdivision Ordinance to implement the comprehensive plan.	Town	2008-2010
	♦ Develop conservation design standards within the Town Land Division and Subdivision Ordinance.	Town	Ongoing
	♦ Incorporate the “Residential Development in Agricultural Designated Areas” requirements within the Town Land Division and Subdivision Ordinance.	Town	2008-2009
Wireless Communication Facilities Ordinance	♦ Encourage Columbia County to conduct a review of the existing wireless communications facilities ordinance and determine if changes are need to make the ordinance more effective and consistent with other ordinances.	Town, P&Z	Ongoing
Wind Energy Systems Ordinance (WES)	♦ Encourage Columbia County to evaluate the merits of developing a Wind Energy Systems Ordinance for Columbia County to regulate placement and construction of these facilities.	Town, P&Z	Ongoing
Nonmetallic Mining Reclamation Ordinance	♦ Encourage Columbia County to conduct a review of the existing nonmetallic mining reclamation ordinance and determine if changes are need to make the ordinance more effective and consistent with other county ordinances.	Town, P&Z	Ongoing
Erosion Control Ordinance	♦ Encourage the County to develop an erosion control ordinance.	Town, LWC	Ongoing
Storm Water Control Ordinance	♦ Encourage the County to develop a storm water control ordinance.	Town, P&Z	Ongoing
Private Sewerage System Ordinance	♦ Encourage Columbia County to conduct a review of the existing private sewerage system ordinance and determine if changes are needed to make the ordinance more effective and consistent with other county ordinances and this comprehensive plan.	Town, P&Z	2008-2009
Driveway Ordinance	♦ Work with Columbia County to ensure that the Town of Fort Winnebago’s driveways are consistent with Town and County plans.	Town, P&Z, HWY	Ongoing
Access Control Ordinance	♦ Conduct a review of the Town of Fort Winnebago access control ordinance and determine if changes are needed to make the ordinance more effective and consistent with	Town, P&Z, HWY	Ongoing

Program or Tool	Recommended Changes or Specific Actions	Groups Involved	Timeline
	other county ordinances.		
	<ul style="list-style-type: none"> Coordinate access control efforts between the state, county, and towns to streamline the permitting process and reduce confusion among the public. 	Town, P&Z, HWY, WDOT	Ongoing
Sign Ordinance	<ul style="list-style-type: none"> Encourage Columbia County to develop sign regulations within the Columbia County zoning ordinance. 	Town, P&Z	2008-2009
Official Maps	<ul style="list-style-type: none"> Develop an official map for the Town of Fort Winnebago that preserves locations for future roads, parks, waterways, etc. 	Town	2010
Cooperative Boundary Agreements	<ul style="list-style-type: none"> Work with adjacent cities and villages that choose to utilize this tool to develop a process that is fair to all sides and allows for orderly growth and development along municipal borders. 	CVT	Ongoing
Extraterritorial Zoning	<ul style="list-style-type: none"> Work with adjacent cities and villages that choose to utilize this tool to develop a process that is fair to all sides and allows for orderly growth and development along municipal borders. 	CVT	Ongoing
Extraterritorial Plat Review	<ul style="list-style-type: none"> Work with adjacent cities and villages that choose to utilize this tool to develop a process that is fair to all sides and allows for orderly growth and development along municipal borders. 	CVT	Ongoing
Transfer of Development Rights (TDR) Program	<ul style="list-style-type: none"> Encourage Columbia County to consider the development of a TDR district within the Columbia County Zoning Ordinance. 	Town, P&Z	2008-2010
Right-To-Farm Ordinance	<ul style="list-style-type: none"> Evaluate the merits of developing a right to farm ordinance for the Town of Fort Winnebago. 	Towns	2008-2010
Livestock Facilities Siting Ordinance	<ul style="list-style-type: none"> Encourage Columbia County to evaluate the merits of developing a livestock facilities siting ordinance for Columbia County. 	Town, P&Z, LWC	2007-2010
Nuisance Ordinance	<ul style="list-style-type: none"> Evaluate the merits of developing a nuisance ordinance for the Town of Fort Winnebago. 	Town, HHS, Sheriff	2008-2010
	<ul style="list-style-type: none"> Encourage Columbia County to evaluate existing junk regulations and recommend changes. 	Town, P&Z	2008-2009

Program or Tool	Recommended Changes or Specific Actions	Groups Involved	Timeline
Land Acquisition	♦ Promote the use of land acquisition to achieve the goals and objectives of the comprehensive plan, as appropriate.	Town	Ongoing
Conservation Easements	♦ Promote the use of conservation easements to achieve the goals and objectives of the comprehensive plan, as appropriate.	Town	Ongoing
Purchase of Development Rights (PDR)	♦ Develop an inventory of appropriate lands within the Town to be preserved through a PDR program.	Town, P&Z	Ongoing
	♦ Pursue funding from federal, state, and county sources to purchase development rights in targeted areas.	Town, P&Z	Ongoing
Land Trusts	♦ Consider the development of a land trust to aid in the protection of the county's natural resources.	Town, P&Z	Ongoing
Capital Improvements Program (CIP)	♦ Develop and implement a CIP that lists and prioritizes large capital expenditures within town government over a five year period.	Town	Ongoing
Impact Fees	♦ Evaluate the feasibility of using impact fees to implement the goals and objectives of the comprehensive plan.	Town	2010
Tax Increment Financing Districts (TIF)	♦ Work with towns, villages, and cities to promote the appropriate use of TIF districts for redevelopment and economic development purposes.	Town	Ongoing
Additional Planning Efforts	♦ Update of the Columbia County Park, Open Space, and Outdoor Recreation Plan to reflect the recommendations of this plan and local comprehensive plans. Utilize the updated plan to obtain grants.	Town, P&Z, LWC	2008-2010
	♦ Update the Columbia County Agricultural Preservation Plan to reflect the goals and objectives of this comprehensive plan.	Town, P&Z, LWC	2008
	♦ Regularly update and amend this comprehensive plan.	Town	Ongoing

9.3 INTEGRATION AND CONSISTENCY OF PLAN ELEMENTS

The State of Wisconsin's comprehensive planning statutes require 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 approach used to produce the Town of Fort Winnebago Comprehensive Plan was conducted in such a manner that all nine of the plan elements were developed through the same planning process. Each element was developed with the other elements in mind, thereby eliminating the threat of inconsistencies among the elements. In addition, the plan development process was overseen by the Town of Fort Winnebago Plan Commission who further scrutinized the plan for inconsistencies. As a result of this plan development process, there are no known inconsistencies among the plan elements.

Over time, as plan amendments occur the threat of inconsistencies will increase. It is important that Town of Fort Winnebago Plan Commission conduct consistency reviews to ensure that the plan is up to date and consistent among the nine elements of the Town of Fort Winnebago Comprehensive Plan. It is also important to attempt to maintain consistency between the Town of Fort Winnebago Comprehensive Plan and the Columbia County Comprehensive Plan. Amendments to either a town plan or the county plan can introduce inconsistencies and should be reviewed carefully.

9.4 MEASUREMENT OF PLAN PROGRESS

The State of Wisconsin's comprehensive planning statutes require that the implementation element provide a mechanism to measure the progress toward achieving all aspects of the comprehensive plan. Measurement of comprehensive plan progress can be achieved in two ways:

- Review of the goals and objectives of this plan.
- Review of the Implementation Programs, Tools, and Specific Actions section of this element.

Goals and objectives are included in each element of the comprehensive plan and provide direction for the implementation of the plan. The measurement of plan progress can be accomplished through a review of these goals and objectives over time. Goals should be evaluated and measured to determine if they are still valid and that the intended purpose of the goal is being achieved. Likewise, objectives should be measured to determine if progress has been made toward achieving the objective and whether the objective is still relevant to achieving the goal. Measuring the progress of an objective can be as simple as determining whether the objective has been implemented or not. Each goal and objective in the plan should be periodically reviewed to determine the amount of progress that has been made and the effectiveness of the goal or objective in achieving the intended results.

The Implementation Programs, Tools, and Specific Actions section of this element spells out the recommended changes or additions to the ordinances as well as other planning related activities that should be carried out to implement the plan. This section also provides a recommended timeline for accomplishing the recommended actions. The measurement of plan progress can be determined by a review of this section to determine if the recommended activities have been implemented.

In an effort to insure the plan is achieving the intended and desired results, a review of the comprehensive plan's progress shall be conducted by the Town of Fort Winnebago Plan Commission and reported to the Town of Fort Winnebago Town Board at least once every five years, or more frequently at the request of the Board.

9.5 AMENDING OF THE PLAN

The Town of Fort Winnebago Comprehensive Plan should be evaluated as needed to gauge the progress made towards achieving the goals and objectives of the plan. Unforeseen circumstances or opportunities in the future may warrant that amendments to the plan are needed to maintain the effectiveness and consistency of the plan. Amendments should be minor changes to the overall plan and should be done after careful evaluation in a non-accommodating manner to maintain the plan as a planning tool upon which decisions are based.

It is the intent of this comprehensive plan to have proposed amendments reviewed on an as needed basis. Changes and amendments to the plan shall follow a process that requires a petition to the Town of Fort Winnebago Plan Commission. The petition shall specify the change requested and the reasons for the change. The same process used to initially adopt the plan under the State of Wisconsin's comprehensive planning statutes shall also be used when adopting amendments to the plan. Furthermore, state statutes should be monitored to determine if any changes have been made that would affect the amendment process.

9.6 UPDATING OF THE PLAN

The State of Wisconsin's comprehensive planning statutes require that a comprehensive plan be updated at least once every ten years. An update of the plan requires a revisiting of the entire planning document. Unlike an amendment, an update is often a substantial re-write of the text, updating of the inventory and tables, and substantial changes to the maps. The plan update process should follow a similar process as the one used in the initial creation of this plan including similar time and funding allotments. State statutes should be monitored to determine if any changes have been made that would affect the updating process.