

## ROCK COUNTY - WISCONSIN



## TOWN OF CENTER COMPREHENSIVE PLAN 2035



**ADOPTED: October 19, 2015**

Prepared by:

North Is Up Planning Solutions, L.L.C.



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The *Town of Center Comprehensive Plan 2035* was prepared by North Is Up Planning Solutions, L.L.C. (as listed below), with guidance and oversight provided by the following:

**Town of Center Board**

Leonard Heath - Chair

Greg Swanson  
Dick Zanzinger

**Town of Center Planning and Zoning Committee**

Jo Miller - Chair

Dan Ballmer  
Char Mair  
Jim Slinde  
Greg Swanson  
Dick Zanzinger

**Other Town of Center Officials**

Devona Udulutch - Clerk  
Janet McKeown - Treasurer

North Is Up Planning Solutions, L.L.C. would like to gratefully acknowledge and thank the aforementioned, as well as all other participating stakeholders, including Town residents and officials, and other interested parties, in particular Devona Udulutch, Town of Center Clerk, for their time, effort, and role in preparation and adoption of this *Plan*.

**North Is Up Planning Solutions, L.L.C.**

Wade Thompson - Principal

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RESOLUTION 09-15 ...  
TOWN OF CENTER - PLAN COMMISSION

THE PURPOSE OF THIS RESOLUTION IS TO APPROVE THE AMENDED TOWN OF CENTER COMPREHENSIVE PLAN (10-YEAR UPDATE), WITH RECOMMENDATION FOR ADOPTION TO TOWN BOARD

WHEREAS, pursuant to Section 66.1001, Wis. Stats., the Town of Center Board (hereafter "Board") adopted the *Town of Center Comprehensive Plan* (hereafter "Plan"), on October 24, 2005; and,

WHEREAS, to ensure consistency with Section 66.1001, Wis. Stats., and Plan 10-year update requirements therein, the Town of Center (hereafter "Town") has proposed an amendment to the Plan; and,

WHEREAS, per Section 66.1001, Wis. Stats., the Town developed the Plan amendment in accordance with its *Citizen Participation Plan for Update of the Town of Center Comprehensive Plan - 2015*; and,

WHEREAS, the Town held seven Public Meetings, from February, 2015 to August, 2015, in which major issues of the Plan amendment were discussed, with said Meetings offering opportunities for interested and affected parties to provide input on said major issues; and,

WHEREAS, the Town twice notified specific parties interested in and affected by the Plan amendment, via written correspondence in July and August, 2015, of the rationale for the Plan amendment, major issues addressed in the amendment, and the date, time, and location of one Public Open House and two Public Hearings at which the Plan amendment would be discussed; and,

WHEREAS, the Town held a Public Open House on August 5, 2015, in which the Town provided relevant information on the Plan amendment to all interested and affected parties, and offered said parties an opportunity to review and comment on the amendment; and,

WHEREAS, the Town Plan Commission (hereafter "Commission") held a Public Hearing on September 10, 2015 which offered another opportunity for interested and affected parties to review and comment on the Plan amendment; and,

WHEREAS, the aforementioned Public Meetings, Public Open House, and Public Hearing were noticed appropriately and in accordance with legal requirements in media outlets throughout the Town, including the official Town newspaper, the *Evansville Review*; and,

WHEREAS, comments and input received from interested and affected parties, as gathered through the Public Meetings, Public Open House, and Public Hearing, have been considered and, when appropriate, incorporated into Plan amendment; and,

**NOW, THEREFORE**, the Town of Center Plan Commission duly assembled this 10th day of September, do resolve to recommend the following to the Town of Center Board:

I. Adoption of the amended *Town of Center Comprehensive Plan*, as previously placed on file with the Town of Center Clerk in accordance with Section. 66.1001, Wis. Stats.

Motion made by:

*Don Ballmer*

Seconded by:

*Dick Zanginger*

Passed by a unanimous vote of the Town of Center Plan Commission on the 10th day of September, 2015.

Certified by:

*Jo Miller, Ch.*

Jo Miller, Plan Commission Chair

Attested to:

*Devona Udulutch, Clerk*

Devona Udulutch, Clerk

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*ORDINANCE NO.10-15  
AMENDMENT (10-YEAR UPDATE)  
OF THE TOWN OF CENTER  
COMPREHENSIVE PLAN*

**WHEREAS**, pursuant to Section 66.1001, Wis. Stats., the Town of Center Board (hereafter "Board") adopted the *Town of Center Comprehensive Plan* (hereafter "Plan"), on October 24, 2005; and,

**WHEREAS**, to ensure consistency with Section 66.1001, Wis. Stats., and Plan 10-year update requirements therein, the Town of Center (hereafter "Town") has proposed an amendment to the Plan; and,

**WHEREAS**, per Section 66.1001, Wis. Stats., the Town developed the Plan amendment in accordance with its *Citizen Participation Plan for Update of the Town of Center Comprehensive Plan - 2015*; and,

**WHEREAS**, the Town held seven Public Meetings, from February, 2015 to August, 2015, in which major issues of the Plan amendment were discussed, with said Meetings offering opportunities for interested and affected parties to provide input on said major issues; and,

**WHEREAS**, the Town twice notified specific parties interested in and affected by the Plan amendment, via written correspondence in July and August, 2015, of the rationale for the Plan amendment, major issues addressed in the amendment, and the date, time, and location of one Public Open House and two Public Hearings at which the Plan amendment would be discussed; and,

**WHEREAS**, the Town held a Public Open House on August 5, 2015, in which the Town provided relevant information on the Plan amendment to all interested and affected parties, and offered said parties an opportunity to review and comment on the amendment; and,

**WHEREAS**, the Town Plan Commission (hereafter "Commission") held a Public Hearing on September 10, 2015 which offered another opportunity for interested and affected parties to review and comment on the Plan amendment, and subsequently took action at the Hearing, recommending a draft of the amended Plan to the Board for adoption; and,

**WHEREAS**, the Town Board held a Public Hearing on October 19, 2015 which offered an additional opportunity for interested and affected parties to review and comment on the Plan amendment; and,

**WHEREAS**, the aforementioned Public Meetings, Public Open House, and Public Hearings were noticed appropriately and in accordance with legal requirements in media outlets throughout the Town, including the official Town newspaper, the *Evansville Review*; and,

**WHEREAS**, comments and input received from interested and affected parties, as gathered through the Public Meetings, Public Open House, and Public Hearings, have been considered and, when appropriate, incorporated into the Plan amendment; and,

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**NOW, THEREFORE**, the Town of Center Board duly assembled this 19<sup>th</sup> day of October, do resolve as follows:

I. The *Town of Center Comprehensive Plan* is hereby amended, as previously on file with the Clerk in accordance with Section 66.1001 Wis. Stats.

II. If a court of competent jurisdiction adjudges any section, clause, provision or portion of this Ordinance unconstitutional or invalid, the remainder of this Ordinance shall not be affected thereby.

III. This Ordinance shall be in effect upon publication and shall be further published in book or pamphlet form.

Motion made by:

*Deck Langinger*

Seconded by:

*Greg Salmon*

Passed by an unanimous vote of the Town Board of Center on the ~~19<sup>th</sup>~~ day of October, 2015.

Certified by:

*Leonard Heath*  
Leonard Heath, Town Board Chair

Attested to:

*Devona Udulutch*  
Devona Udulutch, Clerk



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**List of Abbreviations**

ADT - Average Daily Traffic Count  
AHI - Architecture and History Inventory (State of Wisconsin Historical Society)  
ALS - Arrowhead Library System (Rock County)  
ASI - Archaeological Sites Inventory (State of Wisconsin Historical Society)  
ATC - American Transmission Company  
ATU - Aerobic Treatment Unit (Septic System)  
CDGB - Community Development Block Grants (United States Department of Housing and Urban Development)  
COCS - Cost of Community Services  
DATCP - State of Wisconsin Department of Agriculture, Trade, and Consumer Protection  
DOL - United States Department of Labor  
EDA - United States Economic Development Administration  
EPA - United States Environmental Protection Agency  
ETJ - Extra-Territorial Jurisdiction  
GIS - Geographic Information System  
HUD - United States Department of Housing and Urban Development  
LEED - Leadership in Energy and Environmental Design  
MFL - Managed Forest Law (State of Wisconsin Department of Natural Resources)  
NIUPS - North Is Up Planning Solutions  
NHI - Natural Heritage Inventory (State of Wisconsin Historical Society)  
PCC - Highway Possible Contributing Circumstances  
POROS - *Rock County Parks, Outdoor Recreation, and Open Space Plan: 2015-2020*  
REC - Rock Energy Cooperative  
RCLUI - Rock County Land Use Inventory - 2010  
RIDES - Volunteer Driver Escort Program  
SNA - State Natural Area (State of Wisconsin Department of Natural Resources)  
TDR - Transfer of Development Rights  
TIF - Tax Incremental Financing  
TNC - Transient Non-Community (Well)  
USBC - United States Bureau of the Census  
USDA - United States Department of Agriculture  
USFWS - United States Fish and Wildlife Service  
WDNR - State of Wisconsin Department of Natural Resources  
WDOA - State of Wisconsin Department of Administration  
WDOR - State of Wisconsin Department of Revenue  
WHEDA - Wisconsin Housing and Economic Development Authority  
WHS - State of Wisconsin Historical Society  
WisDOT - State of Wisconsin Department of Transportation  
WISLR - Wisconsin Information System for Local Roads

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***TOWN OF CENTER  
COMPREHENSIVE PLAN 2035***

**SECTION I -  
EXECUTIVE SUMMARY**

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This Section provides an introduction and overview of the Town of Center's Comprehensive Plan (*Plan*). Part I identifies the Town of Center (Town) Vision Statement, the foundation upon which this *Plan* is built. Part II identifies the enabling legislation providing the impetus for this *Plan*. Part III states this *Plan's* purpose, intent, and use, whereas Part IV states its structure and content. Part V identifies the process utilized to develop this *Plan*, whereas Part VI outlines *Plan* future directions.

## I. Town Vision Statement

The Town of Center will remain a vibrant, diverse, stable, and sustainable community comprised of attractive rural settlements, appropriate and viable commercial enterprises, and productive agricultural and environmentally sensitive open space lands. The Town of Center will preserve its agricultural and open space lands, maintaining its rural identity, while concurrently supporting responsible residential, commercial and associated growth and development in appropriate, designated areas. To ensure adequate preservation and responsible growth and development, the Town of Center will utilize sound, consistent, and innovative planning principles, reliant on intergovernmental cooperation and citizen participation.





## II. *Plan* Enabling Legislation

State of Wisconsin Statute 66.1001 - Comprehensive Planning mandates local government units (County, City, Village, and Town) prepare and adopt comprehensive plans to guide the unit's planning and development through the year 2035. Per State of Wisconsin Statute 62.23 - Master Plan (3)(a), a local government unit's comprehensive plan is to be made:

*"With the general purpose of 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."*

The Town has developed this *Plan* for a 20-year planning horizon, 2015 to 2035, per the aforementioned Statutes.

## III. *Plan* Purpose, Intent, and Use

This *Plan's* purpose and intent is to:

- Conform to State of Wisconsin Statute 66.1001 - Comprehensive Planning, promoting coordinated and consistent planning and development across government boundaries and through government layers, ensuring the following Town actions are consistent with this *Plan*:
  - Official mapping
  - Zoning ordinance development or amendment
  - Land division regulation
  - Shoreland and wetland/shoreland zoning
- Inventory and analyze historical, existing, and potential future conditions in the Town, and identify Town planning and development issues
- State goals (including Town Vision Statement), objectives, and policies to guide Town planning and development over the next 20 years, from 2015 to 2035, and identify policy tools, timelines, and indicators to implement policies and achieve goals and objectives

This *Plan* should be utilized:

- As a policy document, providing clear and consistent direction in which to specifically guide the Town's day-to-day planning and development activities from 2015 to 2035, including but not limited to, program maintenance, expansion, and development, ordinance development and revision, and rezone, land division, and other development proposal review
- As a visionary document, providing clear and consistent direction in which to broadly guide the Town's planning and development activities from 2015 to 2035

#### IV. *Plan Structure and Content*

State of Wisconsin Statute 66.1001 - Comprehensive Planning mandates that nine Elements, as listed in the following (1.-9.), must be identified and addressed in a local government unit's comprehensive plan. It is appropriate that other relevant Plans, as listed in the following (10.-13.), be a component of, and consistent with, a local government unit's comprehensive plan.

- |  |  |
|--|--|
| 1. Issues and opportunities                      | 8. Intergovernmental cooperation                       |
| 2. Land use                                      | 9. Implementation                                      |
| 3. Agricultural, natural, and cultural resources | 10. Farmland Preservation Plan                         |
| 4. Housing                                       | 11. Land Records Modernization Plan                    |
| 5. Transportation                                | 12. Natural Hazard Mitigation Planning Manual and Plan |
| 6. Utilities and community facilities            |  |
| 7. Economic development                          | 13. Park and Outdoor Recreation Plan                   |

This *Plan* is organized per Statute 66.1001, containing four Sections as follows:

- *Section I - Executive Summary*

This Section provides an introduction and overview of the *Plan* including the Town's Vision Statement and *Plan* enabling legislation, purpose, intent and use, structure and content, development process, and future directions.

- *Section II - Inventory Report*

This Section contains Chapters 1-9, covering the Elements and existing, relevant plans all as stated in the aforementioned (1.-13.). The information presented in these Chapters was utilized to develop this *Plan's* goals, objectives, policies, timelines, and indicators, as stated in Section III - Goals, Objectives, and Policies. The following provides an abstract of each Chapter in Section II:

- *Chapter 1 - Issues:* This Chapter provides a profile of the Town utilizing Geography, History, Existing Population and Demographics, Population and Demographic Trends, and Population Projections as profile categories. Analysis of this information allowed for formulation of Town planning issues, also stated in this Chapter. Planning issues provide an answer to the question "What are we planning for?"
- *Chapter 2 - Land Use:* This Chapter provides an inventory of land use conditions in the Town utilizing Existing Land Use, Land Use Trends, and Land Use Projections as inventory categories. Land use aspects identified in this inventory include land use categories, zoning, ownership, total equalized value, and sales. Analysis of this inventory allowed for formulation of Town land use issues, also stated in this Chapter.
- *Chapter 3 - Agricultural, Natural, and Cultural Resources:* This Chapter provides an inventory of agricultural, natural, and cultural resource conditions in the Town. Analysis of this inventory allowed for formulation of Town agricultural, natural, and cultural resource issues, also stated in this Chapter.
- *Chapter 4 - Housing:* This Chapter provides an inventory of housing conditions in the Town utilizing Existing Housing, Housing Trends, and Housing Projections as inventory categories. Housing aspects identified in this inventory include general composition, location, housing units/households and persons per

household, occupancy and vacancy (including occupant type), structural type, age, value, affordability, and sales. Analysis of this inventory allowed for formulation of Town housing issues, also stated in this Chapter.

- *Chapter 5 - Transportation System:* This Chapter provides an inventory of transportation system conditions in the Town utilizing Roads, Rail, Air, Water, and Trails as inventory categories. The majority of this inventory is devoted to the Roads category, identifying aspects including functional classification, jurisdiction type, use, safety, volume, and maintenance and repair. Analysis of this inventory allowed for formulation of Town transportation system issues, also stated in this Chapter.
- *Chapter 6 - Utilities and Community Facilities:* This Chapter provides an inventory of utilities and community facilities conditions in the Town utilizing Water and Wastewater, Stormwater, Energy, Care, Police/Law Enforcement, Fire/Rescue and Emergency Medical, Emergency, Education, Solid Waste, Communications and Media, and Recreation and Gathering Areas as inventory categories. Analysis of this inventory allowed for formulation of Town utilities and community facilities issues, also stated in this Chapter.
- *Chapter 7 - Economic Development:* This Chapter provides an inventory of economic development conditions in the Town utilizing Existing Economic Development and Economic Development Trends as inventory categories. Economic development aspects identified in this inventory include the employment status, household income, industry, and commuting method of the Town's work force, as well as existing business and industry in the Town. Analysis of this inventory allowed for formulation of Town economic development issues, also stated in this Chapter.
- *Chapter 8 - Inter-government Relations:* This Chapter provides an inventory of inter-government relations in the Town utilizing General-Purpose Districts (Town, County, and City), Special-Purpose Districts (School and Other), State, and Federal as inventory categories. Governments identified in this inventory include the Town Board and Planning and Zoning Committee, Rock County, the State of Wisconsin Department's of Natural Resources (WDNR), Transportation (WisDOT), Agricultural, Trade, and Consumer Protection (DATCP), and the United States Department of Agriculture (USDA). Analysis of this inventory allowed for formulation of Town inter-government relations issues, also stated in this Chapter.
- *Chapter 9 - Implementation:* This Chapter provides an inventory of *Plan* implementation, utilizing Policy Tools, Policy Timelines and Indicators, and *Plan* Adoption, Updates, and Amendments as inventory categories. Tools are the means by which a plan's policies can be implemented so as to achieve its goals and objectives. This Chapter groups *Plan* policy tools into five categories:
  - Existing Government Agencies/Departments, Programs, and Plans
  - Potential Government Agencies/Departments, Programs, and Plans
  - Existing Government Regulations
  - Potential Government Regulations
  - Government and Non-Government Partnerships

Timelines delineate a specified time period in which a policy should be implemented, providing for an objective evaluation of *Plan* implementation.

Indicators gauge progress towards policy implementation and achievement of goals and objectives. This Chapter identifies the two types of policy timelines to be utilized in this *Plan*, Ongoing, 2010-2035 and 2010-2015.

This Chapter also identifies the statutory requirements for *Plan* updates, amendments and adoption.

- *Section III - Goals, Objectives, and Policies*

This Section states this *Plan's* goals (including Town Vision Statement), objectives, and policies, along with corresponding policy timelines and indicators, as well as the consistency and integration of this *Plan's* goals, objectives, and policies with the following Rock County Plans:

- o *Parks, Outdoor Recreation and Open Space (POROS) Plan: 2015-2020*
- o *Agricultural Preservation Plan: 2013 Update*
- o *Natural Hazard Mitigation Planning Manual and Plan*
- o *Land Records Modernization Plan: 2010-2015*

Goals, objectives, and policies provide this *Plan* with its ultimate worth. This *Plan's* goals provide an end in which to direct the planning process. This *Plan's* objectives are more specific than goals, providing detailed direction towards goal achievement. This *Plan's* policies consist of rules or courses of action utilized to ensure *Plan* implementation through achievement of goals and objectives. This *Plan's* goals, objectives, and policies, and policy timelines and indicators, were formulated to address the issues presented in Section II of this *Plan*.

It is important to note that all policy timelines and indicators presented in this Section are intended to serve as a guide, providing only an indication of the possible future date of and progress towards policy implementation. These timelines and indicators cannot account for the myriad of future factors, including but not limited to, additional workload, resource limitations, new and unforeseen issues, trends, and concepts, and political and public sentiment, that will affect implementation of this *Plan's* policies.

- *Section IV - Appendices*

This Section contains appendices to this *Plan* including the Citizen Participation Plan, Visioning Sessions - Questions and Attendee Responses, Meeting and Workshop Schedule, Projection Sources and Formulation Methodologies, and State of Wisconsin Statute 66.1001 - Comprehensive Planning.

## **V. *Plan* Development Process**

In 2005, Rock County (County), in conjunction with thirteen other County municipalities including the Town, was awarded a Multi-Jurisdictional Comprehensive Planning Grant (Appendix A) from the State of Wisconsin Department of Administration (WDOA) Comprehensive Planning Grant program to aid in *Plan* development, subject to State of Wisconsin Statute 16.965 - Planning Grants to Local Governments Units.

The Town adopted its Comprehensive Plan, in accordance with Wisconsin Statute 66.1001, in October 2005. The 2005 plan was a multi-jurisdictional plan, developed in conjunction with Rock County Towns of Porter, Magnolia, Spring Valley, Plymouth, Avon, and Newark. Statute 66.1001 requires a update to a comprehensive plan every 10 years. The Town decided to develop a single-jurisdictional plan for the 10-year update. The Consultant and the Town

determined how the *Plan* was to be amended, compliant with State of Wisconsin Statutes 66.1001.

The quality and value of a comprehensive plan is dependent on citizen participation and input throughout the plan development process. As a comprehensive plan is a blueprint for a community's development pace and pattern, it is essential that the opinions of its citizens are voiced throughout the plan development process and formulated in the plan document. This *Plan's Citizen Participation Plan* (Appendix B) was developed by the Town to guide the *Plan* development process, ensure input and participation from stakeholders, including Town residents and officials, and other interested parties. Key elements of the *Citizen Participation Plan* included:

- *Issues Identification and Visioning*  
Issues identification and visioning process provides a comprehensive planning process with focus and direction. The Consultant held one visioning session, open to all stakeholders, in March of 2015. The input gathered from these sessions (Appendix C) established the Town Vision Statement, the framework upon which this *Plan* is based.
- *Meetings and Workshops*  
Meetings and workshops offer stakeholders an opportunity to review and comment on a comprehensive plan in its formative stages, ultimately shaping the plan's content and structure. Multiple meetings and workshops were held (Appendix C), consisting of the Consultant presenting *Plan* information and drafts to stakeholders for review and comment.
- *Open Houses*  
Open Houses are another method in which to ensure stakeholder input during the comprehensive plan development process. The Town held an Open House (August 5, 2015) at which the *Plan's* status and drafts were presented for stakeholder review and comment.

## VI. *Plan* Future Directions

Completion of this *Plan* update, and adoption by the Town Board, is not the end of the Town planning process. This *Plan* will be updated again within ten years of adoption, in 2025, and thereafter once every ten years, in accordance with State Statute 66.1001. This periodic updating ensures Town planning will continue to evolve and adapt to unforeseen issues, new trends and concepts, and political and public sentiment.

***TOWN OF CENTER  
COMPREHENSIVE PLAN 2035***

**SECTION II -  
INVENTORY REPORT**

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## Chapter 1 - Issues

Per State of Wisconsin Statute 66.1001 - Comprehensive Planning (2)(a), the Issues and Opportunities Element of a community's comprehensive plan is to provide:

*"Background information on the local governmental unit and a statement of overall objectives, policies, goals and programs of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. Background information shall include population, household and employment forecasts that the local governmental unit uses in developing its comprehensive plan, and demographic trends, age distribution, educational levels, income levels and employment characteristics that exist within the local governmental unit".*

This Chapter provides information on the Town's planning issues. 1.1. provides a rationale for identification of planning issues, whereas 1.2. provides a profile of the Town, containing vital planning information. Overall Town issues to be addressed in this *Plan* are derived from this information, as well as from *Citizen Participation Plan* activities, and identified in 1.3.

### 1.1. Issues Planning

As stated in Section I of this *Plan*, a comprehensive plan is formulated with the general purpose of guiding development to best promote a community's general welfare. To achieve this end, a planning context needs to be established, centering on the essential question of "What are we planning for?". Identification of planning issues creates a planning context, providing the answer to this question. Thus, a comprehensive plan aims to rectify a community's planning issues.

The Town, similar to any community, has various planning issues that will present challenges as it develops over the next 20 years.

### 1.2. A Town Profile

Profiling a community is vital in identifying its planning issues. The following provides a profile of the Town utilizing the following categories:

- **Geography**
- **History**
- **Existing Population and Demographics**
- **Population and Demographic Trends**
- **Population Projections**

#### Geography

The approximately 35.7-square mile Town is located in Center Township (36-square mile, geographical entity), in west-central Rock County, Wisconsin.

The Town is surrounded by rural communities but is also in close proximity to burgeoning urban areas. The Town is one of two municipalities in Center Township, the other being the Village of Footville, with a 2010 population of 808, lying in the south-central portion of the Township. The Town is bordered on the north, south, east, and west by the Rock County Towns of Porter, Plymouth, Janesville, and Magnolia, respectively. The Village of Evansville, with a 2010 population of 5,012, lies 0.5 miles to the Town's northwest. The Village of Orfordville, with a 2010 population of 1,442, lies 3 miles to the Town's southwest. The Rock County seat, the City of Janesville, located two miles from the Town's southern boundary, had an estimated population of approximately 63,575 in 2010.

The rapidly growing Wisconsin State capital, the City of Madison, with an estimated population of approximately 233,209 in 2010, is approximately 25 miles to the Town's northwest. Wisconsin's largest city, Milwaukee, with a metropolitan area containing over 2,025,898 inhabitants in 2010, lies approximately 80 miles east of the Town and Rockford, Illinois' third largest city with an estimated population of approximately 152,871 in 2010, lies approximately 35 miles south. The Town is connected to the aforementioned urban areas, and other regional, State, and national locations, by a vast road network including U.S Highway 14, State of Wisconsin Highway 11, and Rock County Highways A and B.

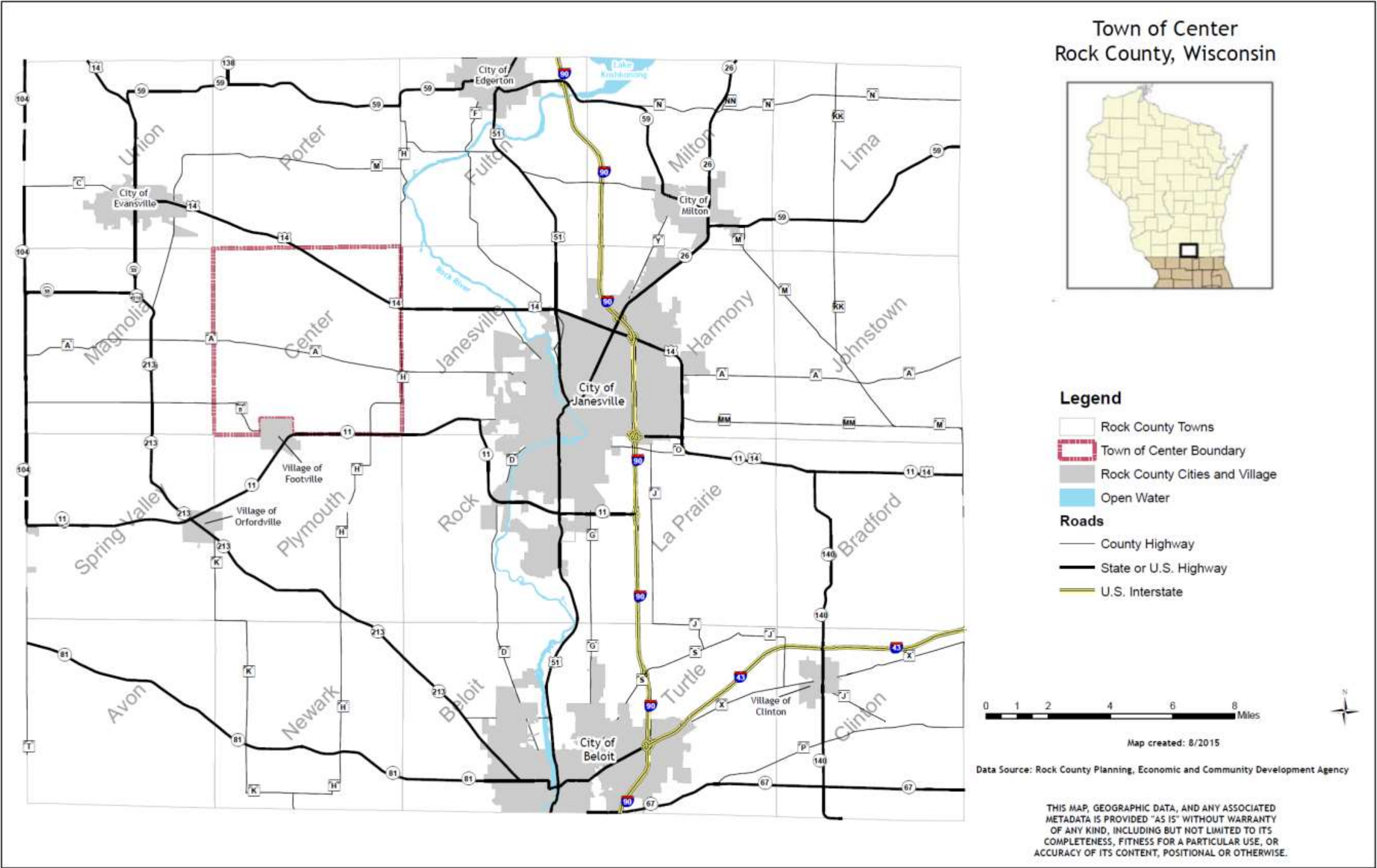
The Town's physical geography is varied. The Town's most prominent water bodies, Marsh Creek and Stevens Creek, run east-west through the Town, both north and south of County Highway A respectively, with Bass Creek running north-south in the southwest corner of the Town. The Town is located in two base watersheds, Marsh Creek and Bass Creek. These watersheds are components of the Lower Rock Basin, which in turn is a component of the Mississippi River Basin. The Town's defining geologic feature is the end moraine, a remnant of the last glacial advance (Wisconsin Glaciation), roughly 10,000 years ago. The Town's landscape is characterized by varying topography and drainage patterns, including relatively flat prairie and rolling hills and ridges.

Land use variety in the Town is fairly limited. Agriculture, both large (35 acres and greater) and small (3-35 acres) scale, predominates, reflective of the highly productive agricultural soils prevalent in the Town. Consequently, the Town has few woodlands. Residential land uses are limited to farmsteads and two small subdivisions located on the Town's northeastern border.

Maps 1.1 and 1.2 show the Town's vicinity and location.

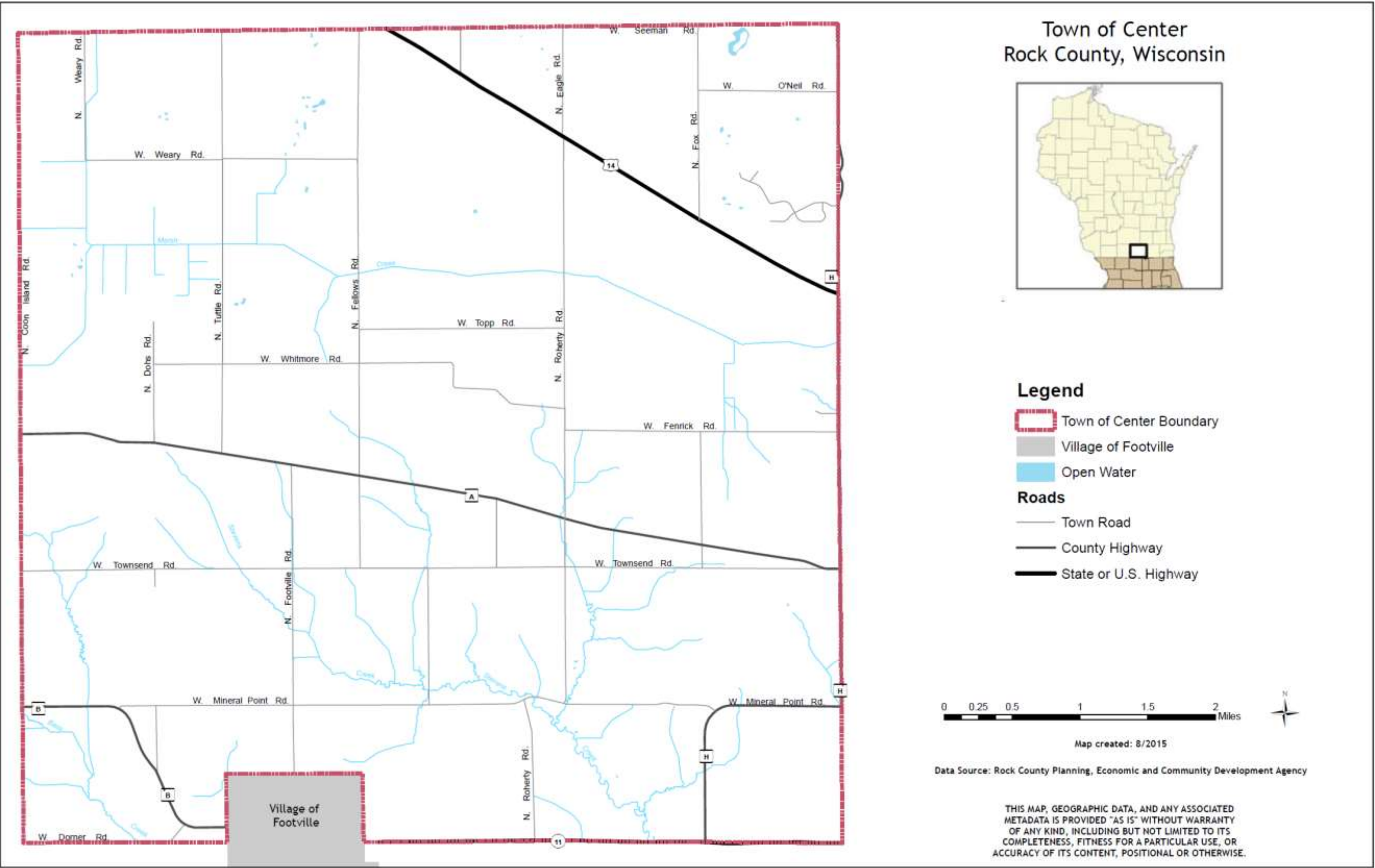


Map 1.1:  
Vicinity



Source: North Is Up Planning Solutions, L.L.C. and Rock County Planning, Economic & Community Development Agency - 2015

Map 1.2:  
Location



Source: North Is Up Planning Solutions, L.L.C. and Rock County Planning, Economic & Community Development Agency - 2015



## History

The Town has a rich history. The Public Land Survey was completed in the area in 1835 designating the area in to various Townships. The Town of Center was formalized by an act of the Wisconsin legislature on February 17, 1842 and included portions of the current Rock County Towns of Plymouth, Spring Valley, Magnolia, and Janesville west of the Rock River. Andrew Stevens, the Town's first settler of European descent, settled at Black-Oak Grove in October, 1843, with his nearest neighbor five miles away. The 1847-48 Wisconsin legislative session formed the Town of Center in the manner that it exists today. The 1850 U.S. Census indicates 626 residents in the Town, including 158 farmers, 5 carpenters, 4 blacksmiths, 1 clerk, 1 cooper, 2 Congregational ministers, 1 physician and 1 shoemaker. The first post office was opened in the Town in 1850.

The Town was slowly settled over the following decades. The gently undulating, bucolic landscape, including prairies, oak savannas, and lowlands suitable for pasturage, quality agricultural soils, and large-growth timber prime for sawing and building, attracted additional settlers to the Town.

The 1880's saw an influx of German immigrants to the Town, with these immigrants initially working on Yankee-owned farms, then buying their own farms from earlier settlers who were retiring and moving into nearby cities and villages. Rail played a prominent role in development of the Town, with Fellows Station, a stop on the Chicago and Northwestern Railroad between the Cities of Evansville and Janesville, built in 1886 approximately 10 miles west of Janesville. Immigrants from Ireland arrived with the onset of the railroad. Similarly, dairy farming played a prominent role in development of the Town, with the Franer Cheese Factory, consisting of creamery/cheese factory located south of County Highway A, between N. Church Road and N. Fellows Road (west of the Old Center Store), operating from the 1880's to 1935.

The Old Center Store served as a focal point of social life in the Town in its early years, and included horse hitching posts and a lantern out front to attract customers. The store provided for the necessities of early settler life, including flour, coffee beans, kerosene, and tobacco sold by the plug. Local farmers would congregate in the store in front of the pot-bellied stove and pass the time discussing issues of day as they waited for their mail. These social sessions would often last until 12 or 1 in the morning, at which point the coffee grinder would be put to use and cheese and crackers would be served. As the years passed, a gasoline pump replaced the hitching posts and the lantern was replaced with electric lighting. The store fixtures, such as the counters were disposed during the housing shortage of WWII when it was used for living quarters. The store closed in the 1940's, with the building razed in the 1960's.

Places of worship also served as a focal point of Town social life in its early days, with the following churches serving Town residents:

1. Methodist Episcopal Church built in 1856;
2. Congregational Church (Grove Church), built in 1854-1855;
3. Church of Christ (Campellite Church) built in 1861;
4. Church of Christ, built in 1875;
5. Zion Church of Center Township, built sometime in the late 19<sup>th</sup> century;
6. Roman Catholic Church, St. Augustine, built in 1869;
7. Zion Lutheran Church, built in 1885;

This Zion Lutheran Church is still in use today and is currently the only church in the Town, located in Section 22, just off of County Highway A on Church Road, in the south-central portion of the Town. Additionally, the Zion Church of Center Township is still in use as well,

but was moved from its original location in the late 1920's. It now sits on County Trunk C, in the northwest portion of the Town and is called Peace Church.

Rural schoolhouses, remnants of a bygone era, were also prominent in the Town's early day. The first school in the Town was located in a log house on E.A. Foot's property, ½ mile north of the Village of Footville, with Julius Gilbert serving as the first teacher in the Town in 1848. A year later, a new school building was built and subsequently moved to the Village of Footville, serving until the Methodist Church was built in the Village, at which point the church basement served as a school. The church burned in 1875 and a new schoolhouse was erected on the present-day Footville school site. This school served grades 1 - 10 until the district was combined with Orfordville. This schoolhouse, now the Footville Elementary School, is the only surviving school that formerly served the Town.

In its early days, the Town had five schools within its boundaries, as follows:

1. Union School, known as East Center or Crall School, established in 1848 in Section 23;
2. West Center School, established in 1873 in Section 22;
3. Barrett School, established in 1858 in Section 2;
4. Bog School, established in 1867, in Section 30;
5. Brown School, established in 1858, in Section 24;

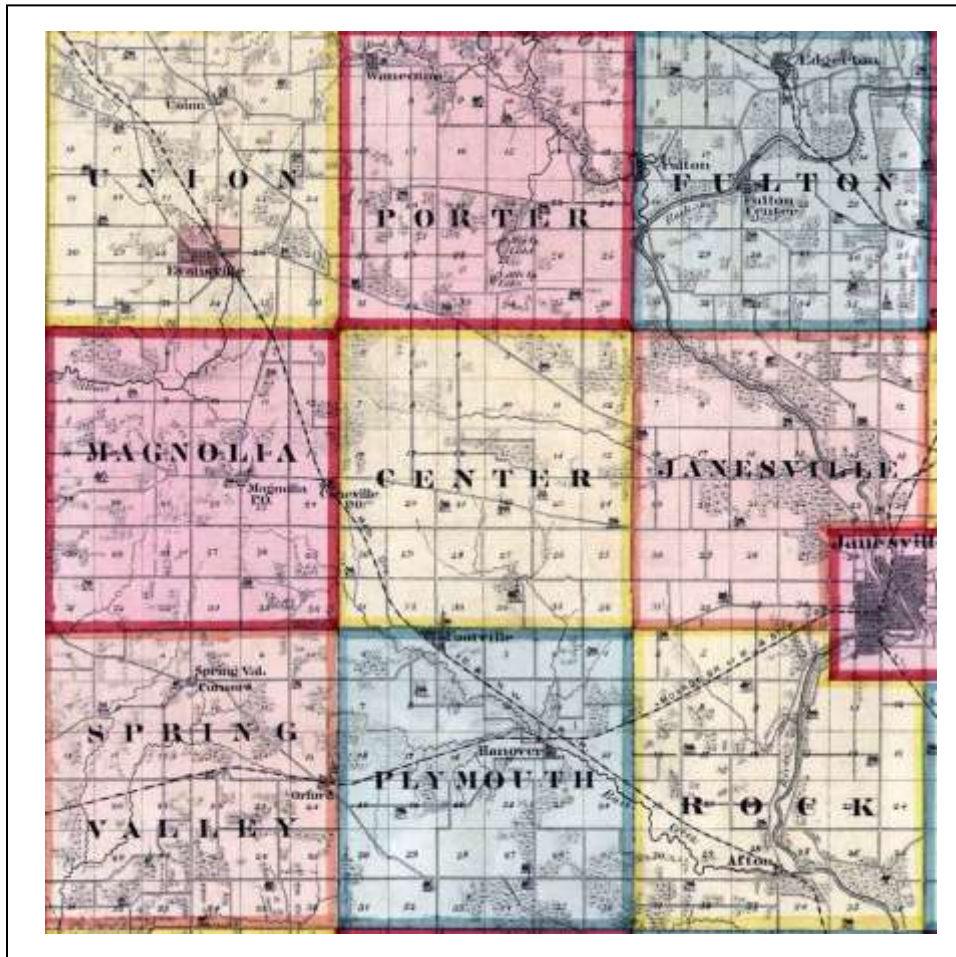
Most of these school buildings still stand and were sold to private parties and remodeled as residences.

The Center Grange Hall, housing official Town matters, was built east of Bethel Cemetery in 1887 on the south side of present day County Highway A, on a lot formerly housing the Church of Christ, which had been destroyed by fire in 1906. The Center Grange Hall was subsequently moved to the north side of the road, and the Town of Center bought the lot and building from the Center Grange in 1915 for \$1,275. This building was used as a Town Hall until 1959-60 when a new hall was erected on the same location.

"Lone Rock" or "Old Maid Rock" is and was a prominent natural landscape feature in the Town, located in the northeast corner of Section 31, in a triangle between Mineral Point Road, County Highway B and Lone Rock Road. At the turn of the 20th century, the rock was a favorite picnic spot for families in the area, and was often featured on postcards of the era. The rock rises 20 to 25 feet above the surrounding prairie, with a general consensus that its formation resulted from erosion after the recession of the most recent glacial event.

Figure 1.1 displays land ownership in the Town in 1873, whereas Figures 1.2 and 1.3 display scenes from the Town's earlier days.

Figure 1.1:  
Rock County Plat Map: 1873



Source: WIRock Group - 2008

The Town continued to grow and develop throughout the 20<sup>th</sup> and 21<sup>st</sup> century, retaining its agricultural character while concurrently seeing the emergence of scattered residential subdivisions.

The increasing influence of growing urban areas, including the Cities of Janesville, Evansville, and Madison, have contributed to growth and development in the Town. These factors and other additional factors will contribute to the Town's future growth and development as well.



## Existing Population and Demographics

Figure 1.4 displays the Town's population in comparison to other relevant communities in 2010.

**Figure 1.4:  
Population: 2010**

Community	Population
Town of Center	1,066
Town of Porter	945
Town of Plymouth	1,235
Town of Janesville	3,434
Town of Magnolia	767
Village of Footville	808
Village of Orfordville	1,442
City of Evansville	5,012
City of Janesville	63,575
Rock County	160,331

*Source: United States Census Bureau - 2010*

Figure 1.4 indicates the Town had 1,066 residents in 2010, a number comparable to many adjacent Towns.

Figure 1.5 displays the age distribution of the Town's population and its median age in 2010.

**Figure 1.5:  
Age Distribution: 2010**

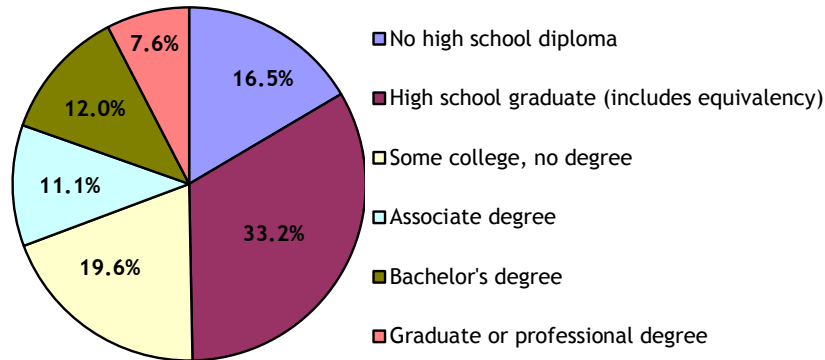
Age Group	Number	Percent
Under 5	50	4.7%
5 to 14	124	11.6%
15 to 24	122	11.4%
25 to 34	87	8.2%
35 to 44	134	12.5%
45 to 54	232	21.8%
55 to 64	168	15.7%
65 and over	149	13.9%
<b>TOWN TOTAL</b>	<b>1,066</b>	<b>100.0%</b>
<b>MEDIAN AGE</b>	<b>45.5</b>	

*Source: United States Bureau of the Census - 2010*

Figure 1.5 indicates approximately 22% of the Town's population in 2010 was between the ages of 45 and 54, and approximately 16% was between the ages of 55 and 64. The Town's median age in 2010 was 45.5.

Figure 1.6 displays the education level of the Town's population age twenty-five years and older in 2013.

**Figure 1.6:**  
**Education Level: Population Age 25 Years and Older: 2013**



Source: United States Bureau of the Census - 2013

Figure 1.6 indicates 83.5% of Town residents have at least a high school degree and 50.3% have some education beyond high school.

### Population and Demographic Trends

Figure 1.7 displays the Town's population in comparison to other relevant communities from 1990 to 2010.

**Figure 1.7:**  
**Population: 1990 - 2010**

Community	1990	2000	2010	Change: 1990-2010	
				Number	Percent
Town of Center	861	1,005	1,066	205	23.8%
Town of Porter	953	925	945	-8	-1.0%
Town of Plymouth	1,189	1,270	1,235	46	3.9%
Town of Janesville	3,121	3,048	3,434	313	10.0%
Town of Magnolia	717	854	767	50	7.0%
Village of Footville	764	788	808	44	5.8%
Village of Ordfordville	1,219	1,272	1,442	223	18.3%
City of Evansville	3,174	4,039	5,012	1,838	57.9%
City of Janesville	52,210	60,200	63,575	11,365	21.8%
Rock County	139,510	152,307	160,331	20,821	14.9%

Source: United States Bureau of the Census - 1990, 2000, and 2010

Figure 1.7 indicates the Town's population number increase (205) is in the upper tier of the Towns displayed, and the Town's percent of population growth (23.8%) is the second highest of all the communities displayed, behind the City of Evansville (57.9%), from 1990 to 2010.

Figure 1.8 displays the age distribution of the Town's population from 1990 to 2010.

**Figure 1.8:**  
**Age Distribution: 1990 - 2010**

Age Group	1990		2000		2010		Change: 1990-2010	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Under 5	58	6.9%	58	5.8%	50	4.7%	-8	-13.8%
5 to 14	126	14.9%	134	13.3%	124	11.6%	-2	-1.5%
15 to 24	110	13.0%	121	12.0%	122	11.4%	12	10.9%
25 to 34	143	16.9%	105	10.5%	87	8.1%	56	39.2%
35 to 44	116	13.7%	216	21.5%	134	12.6%	18	15.5%
45 to 54	98	11.7%	161	16.0%	232	21.8%	134	136.7%
55 to 64	105	12.4%	92	9.2%	168	15.8%	63	60.0%
65 and over	89	10.5%	118	11.7%	149	14.0%	60	67.4%
<b>TOWN TOTAL</b>	<b>845</b>	<b>100.0%</b>	<b>1,005</b>	<b>100.0%</b>	<b>1,066</b>	<b>100.0%</b>	<b>N/A</b>	<b>N/A</b>

*Source: United States Bureau of the Census - 1990, 2000, and 2010*

Figure 1.8 indicates that portion of the Town's population in the 45 to 54 and 55 to 64 age groups have seen the highest increases in numbers (134 and 63), whereas the 45 to 54 and 65 and over age groups have seen the highest percent increases (136.7% and 67.4%), from 1990 to 2010. Figure 1.8 also indicates the Under 5 and 5 to 14 age groups exhibited the highest decreases in numbers (-8 and -2) and percent (-13.8% and -1.5%) from 1990 to 2010.

Figure 1.8 displays the education level of the Town's population age 25 years and older from 2000 to 2013.

**Figure 1.9:**  
**Education Level: Population Age 25 Years and Older: 2000 - 2013**

Education Level	2000	2013	Change: 2000-2013
No high school diploma	12.8%	16.5%	3.7%
High school graduate (includes equivalency)	42.7%	33.2%	-9.5%
Some college, no degree	23.0%	19.6%	-3.4%
Associate degree	9.0%	11.1%	2.1%
Bachelor's degree	8.8%	12.0%	3.2%
Graduate or professional degree	3.7%	7.6%	3.9%
<b>TOWN TOTAL</b>	<b>100.0%</b>	<b>100.0%</b>	<b>N/A</b>

*Source: United States Bureau of the Census - 1990, 2000, and 2013*

Figure 1.9 indicates the Town has seen an increase in the education level of its population age 25 years and older from 2000 to 2013, including a combined drop of -5.8% of those residents who do not have a high school diploma and a combined increase of 5.8% of residents who have some education beyond a high school diploma.

## Population Projections\*

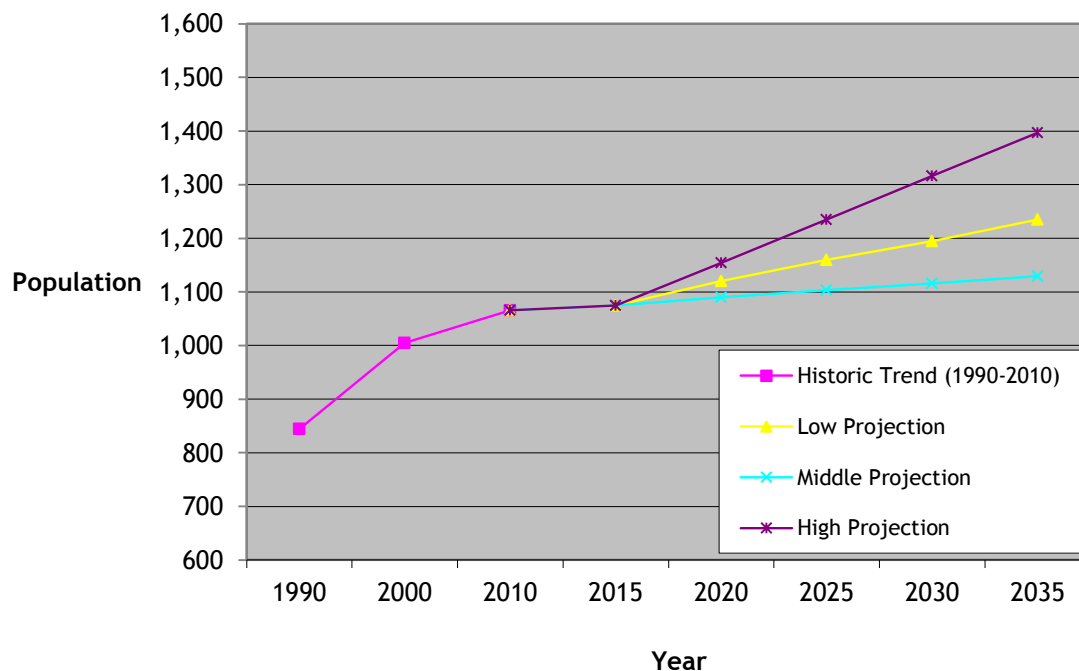
Figures 1.10 and 1.11 illustrate Town population projection scenarios. Three projection scenarios, a High, Middle, and Low are presented to illustrate various, possible future Town populations from 2010 to 2035.

**Figure 1.10:  
Population: 2015 - 2035**

Projection	2015	2020	2025	2030	2035	Change: 2010-2035	
						Number	Percent
High	1,075	1,155	1,235	1,316	1,397	322	30.0%
Middle	1,075	1,120	1,160	1,195	1,235	160	14.9%
Low	1,075	1,095	1,116	1,136	1,156	81	7.5%

Source: State of Wisconsin Department of Administration - 2015  
North Is Up Planning Solutions - 2015

**Figure 1.11:  
Population: 2015 - 2035**



Source: State of Wisconsin Department of Administration - 2015  
North Is Up Planning Solutions - 2015

Figures 1.10 and 1.11 indicate the High population projection scenario would add 322 Town residents above the 2015 population estimate, whereas the Low projection adds 54. For the purposes of this *Plan*, the Middle projection, adding 160 residents, will be utilized.

\*These Projections are presented to serve as a guide for planning purposes, providing only an indication of possible future Town population and cannot account for the myriad of factors that may influence future Town population. For a detailed explanation regarding Projection methodology, please see Appendix D.

### 1.3. Issues

Identifying issues provides a planning context, providing answers to the essential question of “What are we planning for?”. The following identifies the Town’s planning issues derived from both analysis of the Town’s profile as provided in 1.2. and *Citizen Participation Plan* activities.

#### Town Profile

- The Town is a growth community.
  - The Town’s geography has and will contribute to growth given its proximity to U.S. Highway 14 and various growing urban areas, including the Cities of Evansville, Janesville, and Madison.
  - The Town’s population trends and projections indicate minimal growth through 2035. Population trends and projections for neighboring communities such as the City of Evansville and the City of Janesville exhibit higher growth rates.
- The dynamic of the Town’s population is changing.
  - The Town’s age distribution trends and projections indicate an aging population.
  - The education of the Town’s population age 25 years and older will likely continue its recent trend, exhibiting increases in residents with high school educations and beyond.
- Growth and a changing population dynamic will have various implications for the Town.
  - An aging Town population has specific service needs that will need to be considered.
  - Productive agricultural land in the Town will need to be converted to other uses to accommodate additional residential and associated (i.e. transportation, utilities and community facilities, economic, etc.) development.
  - New residential and associated development should be responsible, ensuring preservation of the Town’s agricultural, natural, and cultural resources. Residential development in the Town should entail quality, diverse, affordable, and attractive units located in appropriate, designated locations. The Town’s transportation system should consist of a safe, affordable, regional, diverse, efficient, and highly-connected system. Utilities and community facilities, and associated services, should be provided in the Town at adequate levels and in appropriate, designated locations, in a timely, efficient, and affordable manner. Finally, economic development in the Town should capitalize on the Town’s strengths, ensuring diverse, viable development in appropriate, designated locations.
  - Increased efforts, including inter-governmental cooperation and planning, will need to be put forth by the Town government to maintain and expand current levels of service to Town residents.

## Chapter 2 - Land Use

Per State of Wisconsin Statute 66.1001 - Comprehensive Planning (2)(h), the Land Use Element of a community's comprehensive plan is to be:

*"A compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. The element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the local governmental unit, such as agricultural, residential, commercial, industrial and other public and private uses. The element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land-use conflicts. The element shall contain projections, based on the background information specified in par. (a), for 20 years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that shows current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities, as those terms are used in par. (d), will be provided in the future, consistent with the timetable described in par. (d), and the general location of future land uses by net density or other classifications."*

This Chapter provides information on the Town's land use. 2.1. introduces the concept of land use planning. 2.2. inventories the Town's land use, utilizing Existing Land Use, Land Use Trends, and Land Use Projections as inventory categories. 2.3. identifies Town land use issues.

### 2.1. Land Use Planning

The degree to which a rural community balances residential and associated (commercial, transportation, utilities and community facilities, etc.) development with preservation of agricultural and open space lands ultimately determines that community's quality of life. Comprehensive and thoughtful land use planning, which respects private property rights but also recognizes the importance of the community's collective well-being, allows for responsible development in appropriate, designated locations while concurrently preserving agricultural and open space lands.

The Town's agricultural lands provide the community with a socio-economic identity and a high quality of life. Population growth, though necessary and inevitable if the Town is to remain vibrant and dynamic, can also have negative effects. These effects, particularly in the form of scattered and sprawling residential development, pose a threat to the Town's agricultural lands. Thus, preservation of agricultural lands and responsible residential development in appropriate, designated locations is central in planning for the Town's future land use, and preservation of its identity and high quality of life.

### 2.2. Land Use Inventory

Inventoring a community's land use provides valuable insight into its present land use conditions and historic trends, vital in determining its desired future land use. The following inventories the Town's land use, utilizing the following categories:

- Existing Land Use
- Land Use Trends
- Land Use Projections

## Existing Land Use

Existing use of the Town's land is varied. Large (35 acres and greater) and small (3-35 acres) scale agriculture use predominates, although residential use is also evident with farmsteads and subdivisions scattered throughout the Town. Two concentrations of low, rural density (1 housing unit/1 to 3 acres) residential land uses are located on the north western border of the Town.

The Rock County Planning and Economic and Community Development Agency, with the cooperation of County Towns, completed the Rock County Land Use Inventory (RCLUI) in 2010, identifying all land uses in the County's Towns. The Town's existing land use is classified into seven categories as follows, per the RCLUI:

- *Agriculture and Resource Extraction (RCLUI #1291, 1292,1301,1303, and 1304)*  
Lands and related improvements, devoted primarily to agriculture, resource extraction, and other supporting activities;
- *Residential (RCLUI #1110, 1120, and 1130)*  
Lands and related improvements devoted primarily to dwelling units;
- *Commercial (RCLUI #1250 and 1280)*  
Lands and related improvements devoted primarily to commercial operations, including but not limited to, dining, lodging, and retail sales establishments;
- *Recreation, Open Space, or Vacant (RCLUI #1320, 1610, 1620, 1620,1630, and 1640)*  
Lands and related improvements devoted primarily to recreation or open space (woodlands and vegetation), or lands that have no identified use;
- *Other - Utilities, Communication, Religion, Cemeteries, and Institutional (RCLUI #1310, 1400, and 2211)*  
Lands and related improvements devoted primarily to utilities, communication facilities, places of worship, cemeteries, and institutional use;
- *Transportation (RCLUI #1560, 2510,2520, 2530, and 2540)*  
Lands devoted primarily to transportation corridors, including roads and rail.
- *Open Water (RCLUI #1291, 1292,1301,1303, and 1304)*  
Lands containing wetland and lakes, ponds, rivers, streams, and creeks;

Figure 2.1 displays the Town's land use by the aforementioned categories in 2010.

**Figure 2.1:**  
**Land Use Category: 2010**

Land Use Category	Acres	Percent
Agriculture and Resource Extraction (Logging and Mining)	20,288.0	84.8%
Residential	729.3	3.0%
Commercial	10.8	0.1%
Woodland and Other Vegetation	1,087.0	4.5%
Wetland and Water	403.3	1.7%
Transportation (Roads and Rail)	1,388.8	5.8%
Other (Cemeteries, Recreation, and Utilities)	16.2	0.1%
<b>TOWN TOTAL</b>	<b>23,923.4</b>	<b>100.0%</b>

*Source: Rock County Planning, Economic & Community Development Agency - 2015*

Figure 2.1 indicates the vast majority of the Town's land (approximately 20,288 acres and 84.8%) was categorized as Agriculture and Resource Extraction (Logging and Mining). The Residential category comprised approximately 729.3 acres and 3.0% of the Town's land use in 2008.

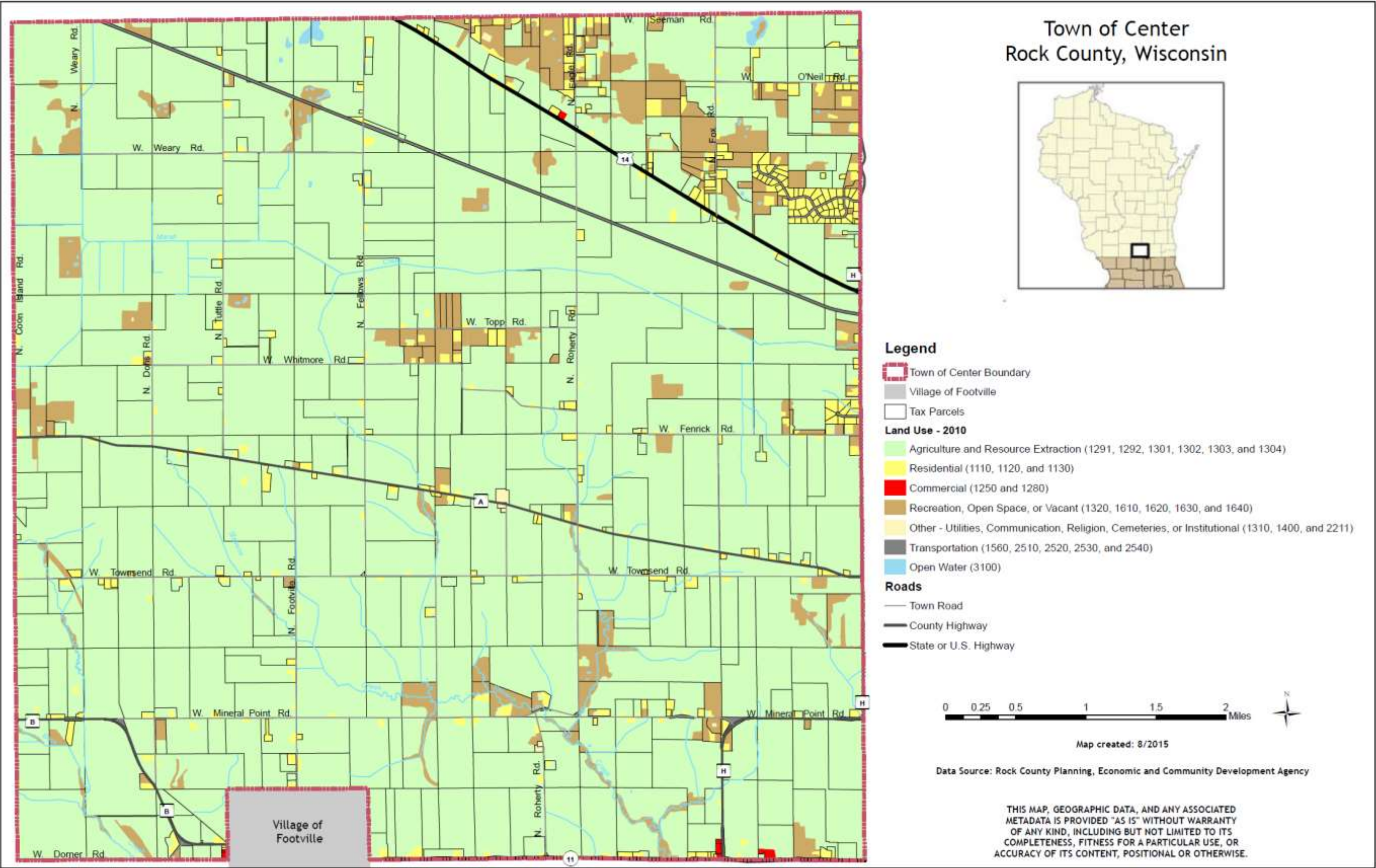
The Town also has no open (ongoing cleanup) brownfield sites within its borders, according to the WDNR's Brownfield Remediation and Redevelopment Program. The Town does have one closed (completed cleanup) brownfield site within its borders, the Weis Farm Estate Property, located on the north side of County Highway B, at the western border of the Town. Brownfields are abandoned or underutilized commercial or industrial properties whose expansion or redevelopment is hindered by real or perceived environmental contamination. Brownfields include abandoned gas stations, mining sites, and dilapidated and/or vacant industrial properties.

Map 2.1 displays existing land use in the Town according to the categories utilized in Figure 2.1, as well as closed brownfield sites.





Map 2.1:  
Existing Land Use



Source: North Is Up Planning Solutions and Rock County Planning, Economic & Community Development Agency - 2015

The Town's land use is regulated predominately by the Town of Center Zoning Ordinance. The Town's Zoning Ordinance identifies zoning districts, stipulating allowable uses on lands in the Town including agricultural, residential, business/commercial, special and unique, and environmentally sensitive/open space area preservation. Additionally, the County has land use regulation authority through its Zoning Ordinance (Chapter 4.2 - Code of Ordinances of the County of Rock), applicable to shorelands and lowlands/wetlands, and its Land Division Ordinance (Chapter 4.1 - Code of Ordinances of the County of Rock) applicable to creation of all new lots created thorough land division, and regulating applicable building site locations, in unincorporated areas of the County, including the Town.

Figure 2.2 displays Town zoning districts per the Town's and County's Zoning Ordinances.

**Figure 2.2:  
Zoning Districts: 2015**

Zoning District	Primary Use	Minimum/Maximum Lot Size	Housing Units Per Lot
Agricultural (A-1)	Large-scale agriculture	35 acres/None	1
Agricultural (A-2)	Small-scale agriculture	10 acres/35 acres	1
Agricultural (A-3)	Low-density residential and small-scale agriculture	3 acres/10 acres	1
Rural Residential (R-R)	Low-density residential	40,000 sq. ft./3 acres	1
Special Purpose (SP)	Special and unique	5 acres/None	None
Lowland Conservancy Overlay (C-1)	Restrict development in flood-prone areas	35 acres (A-1 only)/None	1*
Highland Conservation Overlay (C-2)	Restrict development of environmentally sensitive areas	15 acres/None	1
Tower and Antenna Overlay (ANT)	Communication towers and antennas	3 acres/None	None
Shoreland Overlay (SO) - County	Restrict development of environmentally sensitive areas and in flood-prone areas	None/None	0

\*Allowed if meeting locational requirements.

Source: Town of Center Zoning Ordinance  
Rock County Zoning Ordinance - Chapter 4.2 - Code of Ordinances of the County of Rock

The Town's Agricultural (A-1) zoning district, consisting of the largest minimum lot size and lowest housing unit density of all the Town's zoning districts, is thus the district most conducive to large-scale agricultural activities. This district is certified by the Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP) as a Farmland Preservation District, ensuring that agricultural landowners within this district are eligible for the State of Wisconsin Farmland Preservation Tax Credit. Conversely, the Rural Residential (R-R) zoning district is designated strictly for residential uses at dwelling unit density of 1 unit/3 acres. The Lowland Conservancy (C-1) and Highland Conservation (C-2) districts, formulated to restrict development in flood-prone and environmentally sensitive areas respectively, are overlay districts indicating a zoning district that is superimposed over an underlying, broader district. The Tower and Antenna (ANT) district is also an overlay district, designed to accommodate communication towers and antennas in the A-1, A-2, A-3, and SP districts. The County's Shoreland Overlay District (SO) applies to all lands in the Town within 1,000 feet of the ordinary high-

water mark of navigable lakes, ponds, or flowages, or within 300 feet of the ordinary high-water mark of navigable rivers or streams or to the landward side of the floodplain, whichever is greater, per Chapter 4.2 - Code of Ordinance of the County of Rock.

Figure 2.3 identifies the Town's land use by zoning district in 2015, as well as the number of lots and average lot size for each district.

**Figure 2.3:  
Zoning: 2015**

Zoning District	Acres	Percent	Parcels	Average Parcel Size (Acres)
Agricultural (A-1)	21,538.5	93.9%	629	34.2
Agricultural (A-2)	329.0	1.3%	18	18.3
Agricultural (A-3)	493.0	2.1%	94	5.3
Highland Conservation(C-2)	135.0	0.9%	12	11.3
Rural Residential (R-R)	215.6	0.9%	99	2.2
Special Purpose (SP)	159.7	0.9%	3	53.2
<b>TOWN TOTAL</b>	<b>22,870.8</b>	<b>100.0%</b>	<b>855</b>	<b>26.8</b>

*Source: Rock County Planning, Economic & Community Development Agency - 2008*

Figure 2.3 indicates the majority (21,538.5 acres, 93.9%) of the Town's land was zoned Agricultural (A-1), whereas the Agricultural (A-3) zoning district comprised the next largest portion of the Town's zoned land (493 acres, 2.1%), in 2015. The combined, predominately residential (A-3 and R-R) zoning districts totaled 708.6 acres and 3.0% of the Town's land use in 2015. The Town had 855 parcels, with average parcel size of 26.8 acres, in 2015. The average size of a parcel in the predominately residential (A-3 and R-R) zoning districts was 3.7 acres in 2015.





Figure 2.4 displays ownership of lands in the Town in 2015.

**Figure 2.4:  
Land Ownership: 2015**

Type	Acres	Percent
Private	22,533.0	99.9%
Public	1.6	0.1%
Federal	0.0	0.0%
State	0.0	0.0%
County	0.0	0.0%
Town/Other	1.6	0.1%
<b>TOTAL</b>	<b>22,534.6*</b>	<b>100.0%</b>

Source: Source: Rock County Planning, Economic & Community Development Agency - 2015

\*Does not include 1,388.8 acres of roads and rail in the Town.

Figure 2.4 indicates, as of 2015, the vast majority (99.9%) of land in the Town was in Private ownership.

Figure 2.5 displays the Town's total equalized value in 2013, utilizing land use categories as determined by WDOR\*. Total equalized value represents the full (fair) market value (most probable selling price) or the ability to generate income from use, of the Town's land and improvements. Property taxes are apportioned to the Town on the basis of equalized value.

**Figure 2.5:  
Total Equalized Value: 2013**

Land Use Category	Land	Improvements	Total Equalized Value	Percent
Agricultural	\$4,814,000	\$0	\$4,814,000	5.1%
Agricultural Forest and Forest	\$1,078,800	\$0	\$1,078,800	1.1%
Residential	\$16,033,900	\$50,354,100	\$66,388,000	70.4%
Commercial	\$534,900	\$701,500	\$1,236,400	1.3%
Undeveloped	\$292,100	\$0	\$292,100	0.4%
Other	\$5,195,000	15,283,100	20,478,100	21.7%
<b>TOWN TOTAL</b>	<b>\$27,948,700</b>	<b>\$66,338,700</b>	<b>\$94,287,400</b>	<b>100.0%</b>

Source: State of Wisconsin Department of Revenue Statement of Equalized Values - 2015

Figure 2.5 indicates the Residential land use category entails the largest total equalized value and percent ((\$66,388,000 and 70.4%) of all the Town's land use categories, whereas the Undeveloped land use category entails the smallest (\$292,100 and 0.4%).

\*WDOR utilizes land use categories, as stated in Figures 2.5, 2.6, 2.7, and 2.8, for property tax assessment purposes. WDOR land use categories are separate and distinct from those land use categories utilized in Figures 2.1, 2.9, 2.10 and Map 2.1.

## Land Use Trends

Figure 2.6 displays the Town's total equalized value by WDOR land use categories from 2003 to 2013.

**Figure 2.6:**  
**Total Equalized Value: 2003 - 2013**

Land Use Category	2003		2013		Change: 2003-2013	
	Total Equalized Value	Percent	Total Equalized Value	Percent	Total Equalized Value	Percent
Agricultural	\$4,501,400	6.7%	\$4,814,000	5.1%	\$312,600	6.9%
Agricultural Forest and Forest	\$606,000	0.1%	\$1,078,800	1.1%	\$472,800	78.0%
Residential	\$45,587,100	67.3%	\$66,388,000	70.4%	\$20,800,900	45.6%
Commercial	\$1,844,900	2.7%	\$1,236,400	1.3%	-\$608,500	-33.1%
Undeveloped	\$0	0.0%	\$292,100	0.4%	\$292,100	292.1 <sup>3</sup> %
Other	\$15,679,500	23.2%	20,478,100	21.7%	\$4,798,600	30.6%
<b>TOWN TOTAL</b>	<b>\$68,218,900</b>	<b>100.0%</b>	<b>\$94,287,400</b>	<b>100.0%</b>	<b>\$26,068,500</b>	<b>N/A</b>

Source: State of Wisconsin Department of Revenue Statement of Changes in Equalized Value (Report 2) - 2015

Figure 2.6 indicates the Residential land use category has seen the highest increase in total equalized value (\$20,800,900), with the Undeveloped category experiencing the highest percent increase (292,000%) from 2003 to 2013. The Commercial land use category has seen the highest decrease in total equalized value and percent (-\$608,500 and -33.1%), during this same time period.

Figure 2.7 displays sales of land in WDOR's Agricultural, and Agricultural Forest and Forest land use categories in the Town from 2002 to 2006.

**Figure 2.7:**  
**Agricultural Land Sales: 2010 - 2014**

Totals	2010	2011	2012	2013	2014	2010-2014	
						Total	Average
Sales	4*	8*	14*	9	5	40	8
Acres	492.1	814.9	1,403.6	970.7	651.2	4,332.5	866.5
Value	\$851,255	\$3,534,500	\$3,334,800	\$ 3,960,165	\$3,712,375	\$15,393,095	\$3,078,619
Value per acre	\$1,730	\$4,337	\$2,376	\$4,080	\$5,701	N/A	\$3,645

Source: State of Wisconsin Department of Revenue Real Estate Transfer Data Website - 2015

\*Included 2 sales with buildings in 2010, 5 in 2011, 7 in 2012.

Figure 2.7 indicates an average of 8 Agricultural land sales totaling approximately 867 acres, valued at \$3,078,619, and \$3,645 an acre, took place in the Town from 2010 to 2014.

Figure 2.8 displays sales of land in WDOR's Residential land use category in the Town from 2010 to 2014.

**Figure 2.8:  
Residential Land Sales: 2010 - 2014**

Totals	2010	2011	2012	2013	2014	2010-2014	
						Total	Average
Sales	20	18	25	16	20	99	19.8
Vacant lots	1	1	2	1	1	6	1.2

*Source: State of Wisconsin Department of Revenue Real Estate Transfer Data Website - 2015*

Figure 2.8 indicates an average of approximately 20 residential land sales, approximately 1.2 of those being vacant lots, took place in the Town annually from 2010 to 2014.

### Land Use Projections\*

Figure 2.9 displays a projection of total agricultural land use acreage in the Town from 2015 to 2035.

**Figure 2.9:  
Total Agricultural Land Use Acreage: 2015 - 2035**

2015	2020	2025	2030	2035
20,288*	20,236	20,190	20,148	20,122

*\*Utilizes acreage identified in 2010 Rock County Land Use Inventory.*

*Source: North Is Up Planning Solutions and Rock County Planning, Economic & Community Development Agency - 2015*

Figure 2.9 indicates the Town will lose approximately 160 acres of agricultural land from 2015 to 2035.

Figure 2.10 displays a projection of additional residential land use acreage (per Figure 4.13 of this *Plan*) utilizing a 2-acre average housing unit lot size, in the Town from 2015 to 2035.

**Figure 2.10:  
Additional Residential (per Figure 4.13 of this *Plan*)  
Land Use Acreage: 2015 - 2035**

	2015-2020	2020-2025	2025-2030	2030-2035	Total: 2010-2035
<b>Residential</b>	52.0	46.0	42.0	26.0	160.0

*Source: North Is Up Planning Solutions and Rock County Planning, Economic & Community Development Agency - 2015*

Figure 2.10 indicates the Town will need approximately 160.0 acres for residential land uses, from 2015 to 2035.

*\*These Projections are presented to serve as a guide for planning purposes, providing only an indication of possible future Town land use and cannot account for the myriad of future factors that may influence future Town land use. For a detailed explanation regarding Projection methodology, please see Appendix F.*

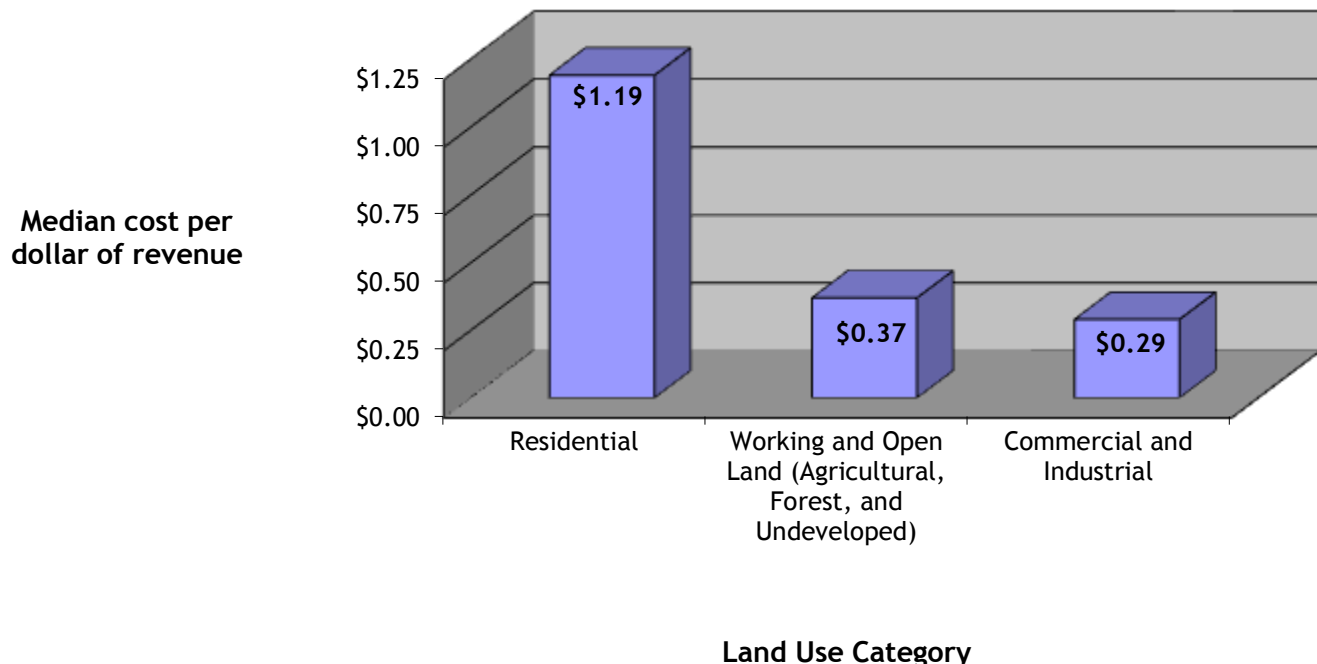
### 2.3. Land Use Issues

The following identifies the Town's land use issues derived from both analysis of the land use inventory as provided in 2.2. and *Citizen Participation Plan* activities.

- The proximity of growing urban areas, major transportation corridors, and the Town's existing development influence the Town's land use.
  - The Village of Footville is projected to have an additional 254 (approximate) residents by the year 2035, per the *Village of Footville Smart Growth Comprehensive Plan (2004-2025)* (The number of village residents from 2025 to 2035 (127) was calculated by NIUPS using a similar percent of population growth as identified in the Plan from 2004 to 2025). The Village's Land Use Plan Map - J3 plans for various uses on vacant Village land adjacent to Town land, in the Town's south-central portion.
  - The City of Evansville is projected to have an additional 1,745 (approximate) residents from 2015 to 2025 (this number is calculated from the 2015 DOA population estimate for the City (5,255) subtracted from the *City of Evansville Smart Growth Plan: 2005* population estimate for 2035(7,000)). The City's Future Land Use Plan (January 25, 2011) identifies various future City uses on current Town of Union lands just to the northwest of the Town's border.
  - The growing Cities of Janesville and Madison exert regional influence on the Town's land use as does U.S. Highway 14. These urban areas and transportation corridor offer the potential for continued residential and commercial development within the Town.
- The vast majority of the Town's land is privately owned and this ownership pattern will not restrict the Town's potential for future residential and commercial development.
- Agriculture is the dominant land use category designation in the Town. Small amounts of these lands are being converted to other land use categories, particularly residential, at a slow, steady rate.
- The Town's current zoning ordinance, particularly its Agricultural Two (A-2) and Three (A-3) zoning districts, has the potential to exacerbate the conversion of productive, large-scale agriculture lands to other uses. These two districts were originally formulated to permit predominately small-scale agriculture land uses, although A-3 district's lots, and smaller lots in the A-2 district, are often not conducive to these uses. Thus, much of the land in these zoning districts is residential.
- The Town will need to ensure consistency between its Zoning Map and Future Land Use (Map III.I) Maps, per State of Wisconsin Statute 66.1001. Additionally, the State of Wisconsin Department of Agriculture (DATCP) requires 80% consistency of the Town's Zoning Map with the Town's Farmland Preservation Plan map, as contained in the *Rock County Agriculture Plan: 2013 Update*, to ensure Town's agricultural landowners in the A-1 district are eligible for DATCP's Farmland Preservation State Tax Credit Program.
- The Town's historical and current land use data is incomplete.

- The Village of Footville's and the City of Evansville's ETJ Area (extending 1.5 miles out from the Village's and City's boundaries respectively) allows the Village and City development review authority over any proposed Town development within these areas. The Village's ETJ area (Map 2.1) extends into the Town's south-central portion, and the City's ETJ area (Map 2.1) extends into the Town's northwest portion.
- Lands in the Town currently categorized as agriculture will be converted to residential categories.
- There is potential for land use conflicts in the Town given existing and potential residential land uses in close proximity to lands utilized for agriculture.
- A boundary line agreement between the Town and the Village of Footville, and/or the City of Evansville, may minimize potential future annexation of Town land by the Village and/or City, thereby aiding in preservation of the Town's productive agricultural lands.
- Residential development is often viewed as an opportunity to increase a community's tax revenue. Cost of community services (COCS) studies examine cost (public services) incurred versus revenue (taxes) generated for various land uses. Figure 2.11 displays the median cost incurred per dollar of revenue generated for various land uses of 121 COCS studies conducted for various municipalities from 1989 to 2006.

**Figure 2.11:**  
**Cost of Community Services: 1989 - 2006**



Source: Fact Sheet Cost of Community Studies - American Farmland Trust 2006

Figure 2.11 indicates Residential land uses incur more cost than revenue generated, while Working and Open Lands, and Commercial and Industrial land uses incur less cost than revenue generated. It is important to note that Residential land uses indirectly generate revenue that is not captured in COCS studies (e.g. Commercial land uses are often dependent on large populations indicative of Residential land uses).



- The Town's Residential land use category entails by far the largest total equalized value, and has historically exhibited the largest increases in total equalized value of all land use categories, as determined by WDOR. However, these values and the subsequent tax revenue gained must be weighed against data presented in COCS studies, as per Figure 2.11, and the Town's desire to retain its rural character.
- The majority of non-farm residences in the Town are located on large (1-15 acres) non-agricultural lots, located in relative isolation from other compatible land uses. New development trends and techniques, utilizing smaller lot sizes in closer proximity to other compatible uses, should be considered in new residential development to aid in reducing environmental degradation and more efficiently and effectively manage the Town's resources and provide services.
- The Ice Age Scenic Trail has identified County Highway A, as it runs through the Town, as an "unofficial trail connection".
- The Town has no open (ongoing cleanup) brownfield sites within its borders.

## Chapter 3 - Agricultural, Natural, and Cultural Resources

Per State of Wisconsin Statute 66.1001 - Comprehensive Planning (2)(e), the Agricultural, Natural, and Cultural Resources element of a community's comprehensive plan is to be:

*"A compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and non-metallic mineral resources consistent with zoning limitations under s.295.20 (2), parks, open spaces, historical and cultural resources, community design, recreational resources, and other natural resources".*

This Chapter provides information on the Town's agricultural, natural, and cultural resources.

3.1. introduces the concept of agricultural, natural, and cultural resources planning. 3.2. inventories the Town's agricultural, natural, and cultural resources, whereas 3.3. identifies resource issues.

### 3.1. Agricultural, Natural, and Cultural Resources Planning

Agricultural, natural, and cultural resources provide a rural community with an identity and many of the intangibles vital for a high quality of life. Productive agricultural and wooded lands, lakes and rivers, abundant wildlife, and significant cultural sites are all amenities of vibrant, diverse, and stable rural communities. Planning for responsible management of agricultural, natural, and cultural resources is necessary if a rural community is to maintain its identity and high quality of life.

The Town is a rural community, containing an abundance of agricultural, natural, and cultural resources. Development within its borders, and encroaching development of nearby urban areas, is threatening these resources. Thoughtful and comprehensive resource planning will allow the Town to maintain its agricultural, natural, and cultural resource base, while concurrently reaping the benefits of development.

### 3.2. Agricultural, Natural, and Cultural Resources Inventory

Inventoried a rural community's agricultural, natural, and cultural resources is a vital initial step in ensuring protection, preservation, and responsible management of these resources. The following identifies the Town's agricultural, natural, and cultural resources.

#### Agricultural Resources

Agricultural resources, in the form of productive agricultural lands, and more specifically soils, are vital to a rural community providing it with a socio-economic identity.

The Town's agricultural resources, its soils, are categorized in this *Plan* according to the Land Evaluation system developed by the United States Department of Agriculture. The Land Evaluation system utilizes three components:

- Prime Farmland Class  
This component rates a soil type's major physical and chemical properties affecting agriculture utilization.
- Land Capability Class  
This component rates a soil type's risk of environmental damage (e.g. erosion, etc.), the degree of management concerns, and its limitations for agriculture utilization.

- *Agricultural Productivity Index*

This component rates a soil type's potential yield of agricultural crops.

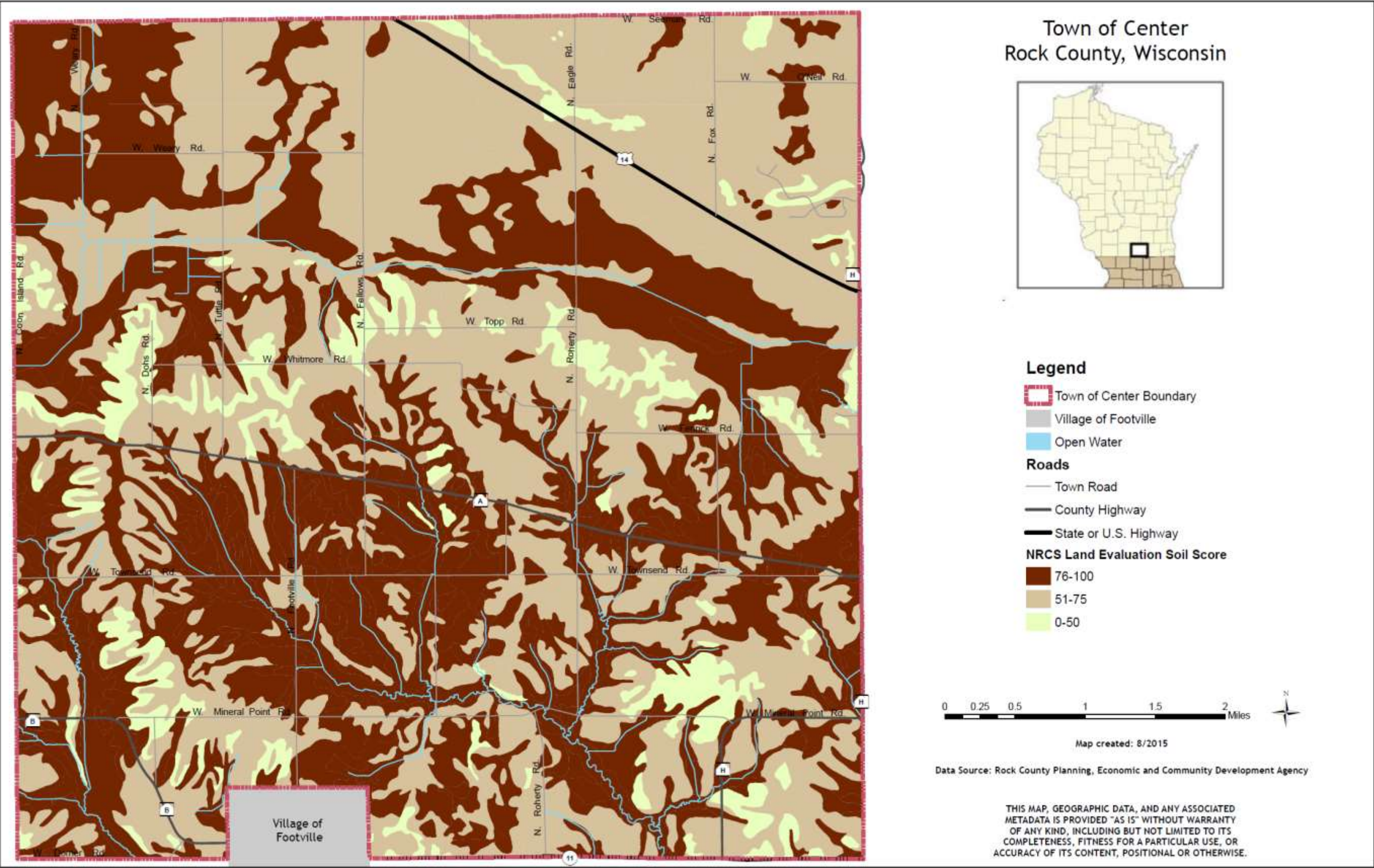
A Land Evaluation score is produced for a soil type by summing a soil type's prime farmland score (0-100 multiplied by .15), its land capability class score (0-100 multiplied by .30), and its agricultural productivity index score (0-100 multiplied by .55). A Land Evaluation score of 100 represents a soil type most conducive to agricultural utilization, with decreasing scores representing soil types less conducive to agricultural utilization.

Map 3.1 identifies the Town's agricultural resources (soil types) according to the Land Evaluation system. The Land Evaluation scores for Town soil types, as displayed in Map 3.1, were normalized from scores relative to all soil types in the State of Wisconsin to scores relative to only those soil types located in Rock County.





Map 3.1:  
Agricultural Resources



Source: North Is Up Planning Solutions and Rock County Planning, Economic & Community Development Agency - 2015

## Natural Resources

Natural resources vary, ranging from extractable commodities such as timber and minerals, to features offering outdoor recreational opportunities including wetlands and woodlands, to components of the physical environment that are necessary to sustain life such as fresh water, to areas sensitive to development including floodplains and steep slopes. For the purposes of this *Plan*, natural resources are identified as follows:

- *Surface Water*  
These features, including lakes, ponds, rivers, streams, and creeks, are areas in which large amounts of water collect on the earth's surface. These features provide a water supply for various applications required to sustain life and offer various outdoor recreational opportunities. The Town's most prominent water bodies, Marsh Creek and Stevens Creek, run east-west through the Town, both north and south of County Highway A respectively, with Bass Creek running north-south in the southwest corner of the Town. The Town is located in two base watersheds, Marsh Creek and Bass Creek. These watersheds are components of the Lower Rock Basin, which in turn is a component of the Mississippi River Basin.
- *Ground Water*  
This feature is water located below the surface, in soil pores or rock fractures. This feature also provides a water supply for various applications required to sustain life. Prominent areas in the Town where groundwater is particularly susceptible to contamination, due to its proximity to the surface, include areas in the northwest quarter of the Town, adjacent to Marsh Creek and its tributaries, and in the southeast quarter of the Town near the County Highway H and W. Mineral Point Road intersection.
- *Shorelands*  
These features are areas within 1,000 feet of the ordinary high-water mark of a navigable water body (surface water features). Shorelands provide habitat for unique, rare, threatened, and/or endangered vegetation and wildlife, offer outdoor recreational opportunities, and require development restrictions to ensure mitigation of social costs resulting from development. Prominent shoreland areas in the Town run adjacent to the Marsh Creek, Stevens Creek, and Bass Creek, and various ponds scattered throughout the Town.
- *Floodplains*  
These features are areas adjacent to surface water features, particularly rivers, subject to periodic, recurring inundation by surface water. Floodplains provide habitat for unique, rare, threatened, and/or endangered vegetation and wildlife, offer outdoor recreational opportunities, and require development restrictions to ensure mitigation of social costs resulting from development. Prominent floodplain areas in the Town run adjacent to Marsh Creek, except for its far westerly portions, the southern portion of Stevens Creek, and Bass Creek, except for its far northerly portions.
- *Wetlands*  
These features, including swamps, marshes, and bogs, are areas inundated or saturated by surface or ground water at a frequency and duration sufficient to support the growth and regeneration of aquatic vegetation. Wetlands perform many functions vital to overall ecosystem system health, including water storage, nutrient cycling, and providing for unique, rare, threatened, and/or endangered vegetative and wildlife habitat, in addition to offering various outdoor recreational opportunities. Prominent



wetland areas in the Town are located along the southern portion of Stevens Creek, and in various locations north of Marsh Creek.

- Hydric Soils**  
These features are areas of soils containing anaerobic conditions in their upper layers, sufficient to support the growth and regeneration of aquatic vegetation. Hydric soils provide many of the same benefits as wetlands, including water storage and nutrient cycling. Prominent hydric soil areas in the Town are located in its northern and northwest portions adjacent to Marsh Creek and its tributaries, adjacent to Stevens Creek and its tributaries in the south-central portion of the Town, and adjacent to Bass Creek and its tributaries in the southwest portion of the Town.
- Steep Slopes (12% and greater)**  
These features are areas in which the topography is relatively steep. Steep slopes require development restrictions to ensure mitigation of social costs resulting from development. Prominent steep slope areas in the Town are located north of U.S. Highway 14 in the northeast corner of the Town and in the southeast quarter of the Town near the County Highway H and W. Mineral Point Road intersection.
- Woodlands**  
These features are areas of relatively dense and contiguous deciduous and/or coniferous vegetation. Woodlands provide habitat for unique, rare, threatened, and/or endangered vegetation and wildlife, serve to sequester carbon dioxide, provide various commodities, including lumber and paper, and offer various outdoor recreational opportunities. Prominent woodland areas in the Town are located north of U.S. Highway 14 in the northeast corner of the Town and in the Town's central portion along W. Topp Road.
- Vegetation and Wildlife**  
These features, including prairie grasses, deer, turkey, and coyote, are plants and animals. Healthy and diverse vegetative and wildlife communities are often indicative of overall ecosystem health, in addition to offering various outdoor recreational opportunities. The County undertook a *Natural Areas Survey* in 2001, identifying areas containing significant vegetation demonstrative of native ecology. These areas, beyond supporting unique, rare, threatened, and/or endangered vegetation and wildlife, offer a glimpse into the ecological past, and provide various outdoor recreational opportunities. According to the *Survey*, 8 natural areas are located in the Town.

Additionally, the WDNR maintains a Natural Heritage Inventory for the State of Wisconsin, listing all vegetation and wildlife designated by Federal/State agencies as unique, rare, threatened, and/or endangered. Figure 3.1 identifies all vegetation and wildlife in the Inventory located in the Town.

**Figure 3.1:  
WDNR Natural Heritage Inventory**

Common Name (Scientific Name)	Type	State Status	Federal Status
Woolly Milkweed ( <i>Asclepias Lanuginosa</i> )	Plant	Threatened	N/A
Dry-mesic Prairie (Dry-mesic Prairie)	Community	N/A	N/A
Azure Bluets ( <i>Houstonia Caerulea</i> )	Plant	Special Concern	N/A

Source: State of Wisconsin Department of Natural Resources Natural Heritage Inventory Program - 2015

- **Non-Metallic Minerals**

These features, including gravel and limestone, are rocks, minerals, or sediments (not including metal ores, fossil fuels, and gemstones). Non-metallic minerals are a commodity having a quantifiable market value, and are often utilized in construction projects, including road-building. No active non-metallic mineral mining sites, nor active non-metallic mineral mining reclamation areas, are located in the Town's eastern half.

Various governmental levels including Federal/State, County, and Town provide oversight, through management and regulation, of the Town's natural resources. Government oversight of the Town's natural resources may be provided by one governmental level, or in concert by various levels. Figure 3.2 identifies the Town's natural resources and those governmental levels responsible for oversight.

**Figure 3.2:  
Government Oversight (Management/Regulation)**

Natural Resource	Government Oversight (Management/Regulation)			
	Federal/State	County	Town	None
Surface Water	x			
Ground Water	x	x		
Shorelands		x	x	
Floodplains		x	x	
Wetlands	x		x	
Hydric Soils		x *	x	
Steep Slopes (12% and greater)		x *	x *	
Woodlands	x *	x *		
Vegetation and Wildlife	x	x *		
Non-Metallic Minerals	x	x	x	

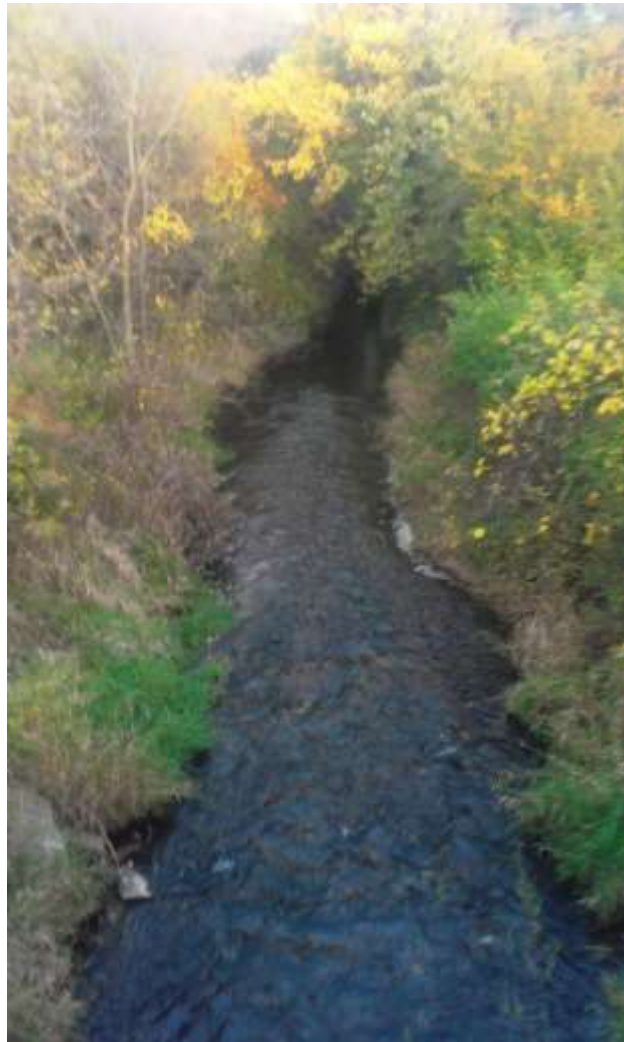
*\*Indicates limited oversight by governmental level.*

Figure 3.2 indicates Federal/State agencies are responsible for complete oversight of the following natural resources, Surface Water, Ground Water, Wetlands, Vegetation and Wildlife, and Non-Metallic Minerals. Federal/State agencies also have limited oversight of Woodlands. Oversight of these natural resources at the Federal/State level is provided through various agencies, including but not limited to, the United States Environmental Protection Agency (EPA) and the WDNR.

Figure 3.2 indicates the County is responsible for complete oversight of the following natural resources, Ground Water, Shorelands, Floodplains, and Non-Metallic Minerals. The County also has limited oversight of Hydric Soils, Steep Slopes (12% and greater), Woodlands, and Vegetation and Wildlife. Oversight of these natural resources at the County level is provided through the County's Zoning (Chapter 4, Subchapter 1, Parts 2-5 - Code of Ordinances, Rock County) and Non-Metallic Mining Reclamation (Chapter 28-Municipal Code of the County of Rock) Ordinances, among other regulations.

Figure 3.2 indicates the Town is responsible for oversight of the following natural resources, Shorelands, Floodplains, Wetlands, Hydric Soils, and Non-Metallic Minerals. Oversight of these natural resources at the Town level is provided through the Town's Zoning Ordinance, specifically its C-1 Lowland Conservancy (Overlay) district, among other regulations.

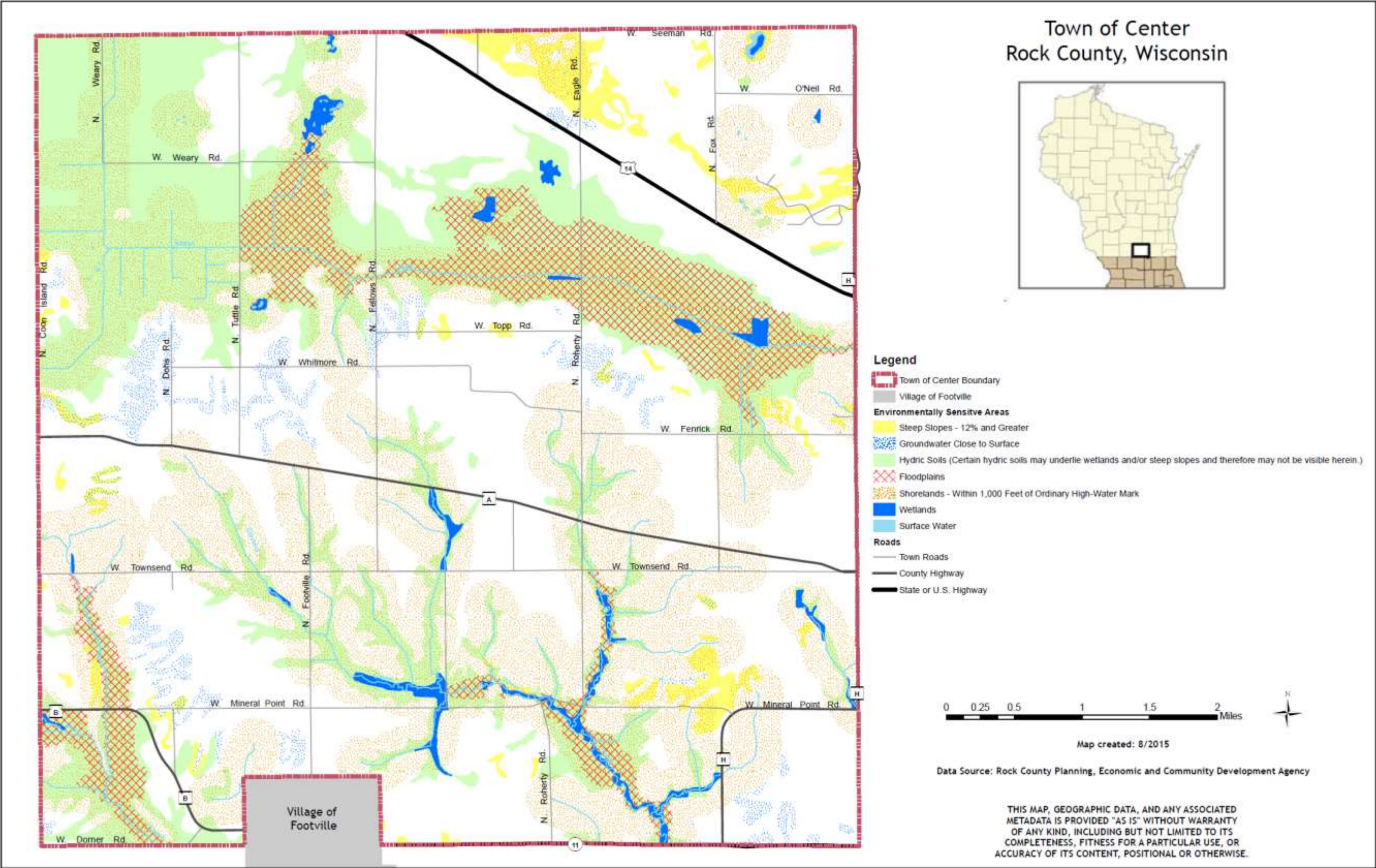
Map 3.2 displays the location of natural resources in the Town that are subject to complete government oversight by various governmental levels, including Federal/State, County, and Town. Map 3.3 displays the location of those natural resources located in the Town that are subject only to limited or no government oversight.







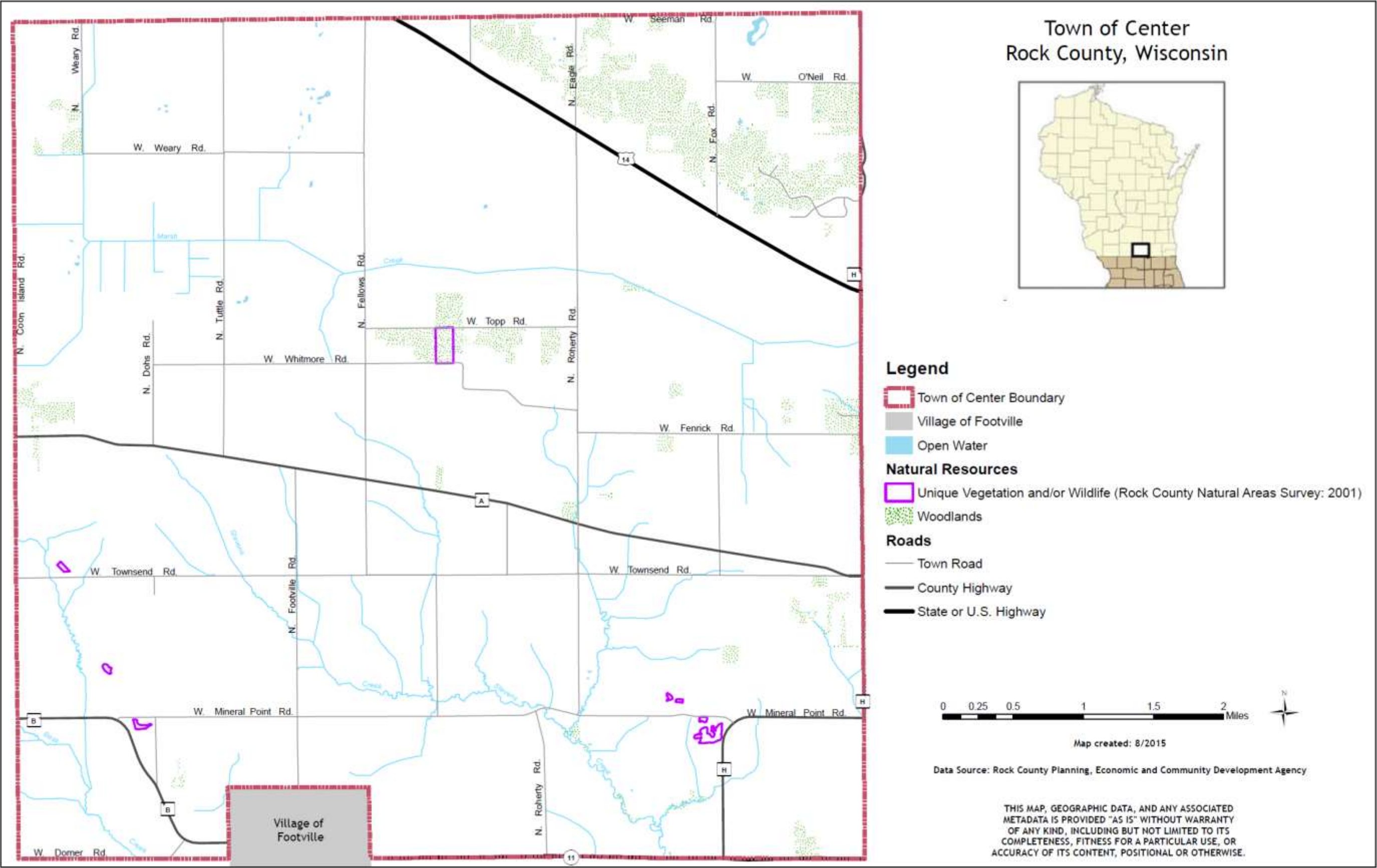
Map 3.2:  
Natural Resources: Complete Government Oversight (Management/Regulation)



Source: North Is Up Planning Solutions and Rock County Planning, Economic & Community Development Agency - 2015



Map 3.3:  
Natural Resources: Limited or No Government Oversight (Management/Regulation)



Source: North Is Up Planning Solutions and Rock County Planning, Economic & Community Development Agency - 2015

## Cultural Resources

Cultural resources offer insight into a community's past, providing a link to the present and a path to its future. These resources, similar to natural resources, are also varied ranging from historic buildings, including barns and homesteads, to housed collections of antiquated machinery, to areas of archeological significance such as effigy mounds. The State of Wisconsin Historical Society (WHS) administers various cultural resources programs vital in the preservation and interpretation of the Town's history, including:

- *Architecture and History Inventory (AHI) Program*  
This Program inventories buildings, structures, and objects that illustrate the State's unique history. However, the Program is not comprehensive and its information dated, as some properties in the Inventory may be altered or no longer exist.
- *Archaeological Sites Inventory (ASI) Program*  
This Program lists archaeological and cultural sites, including effigy mounds and cemeteries. This Program includes only sites that have been reported to WHS. WHS estimates that less than 1% of ASI sites Statewide have been identified.

The Town's cultural resources include the 35 AHI properties, 2 ASI sites, and three archaeological survey sites. Prominent cultural resources in the Town include:

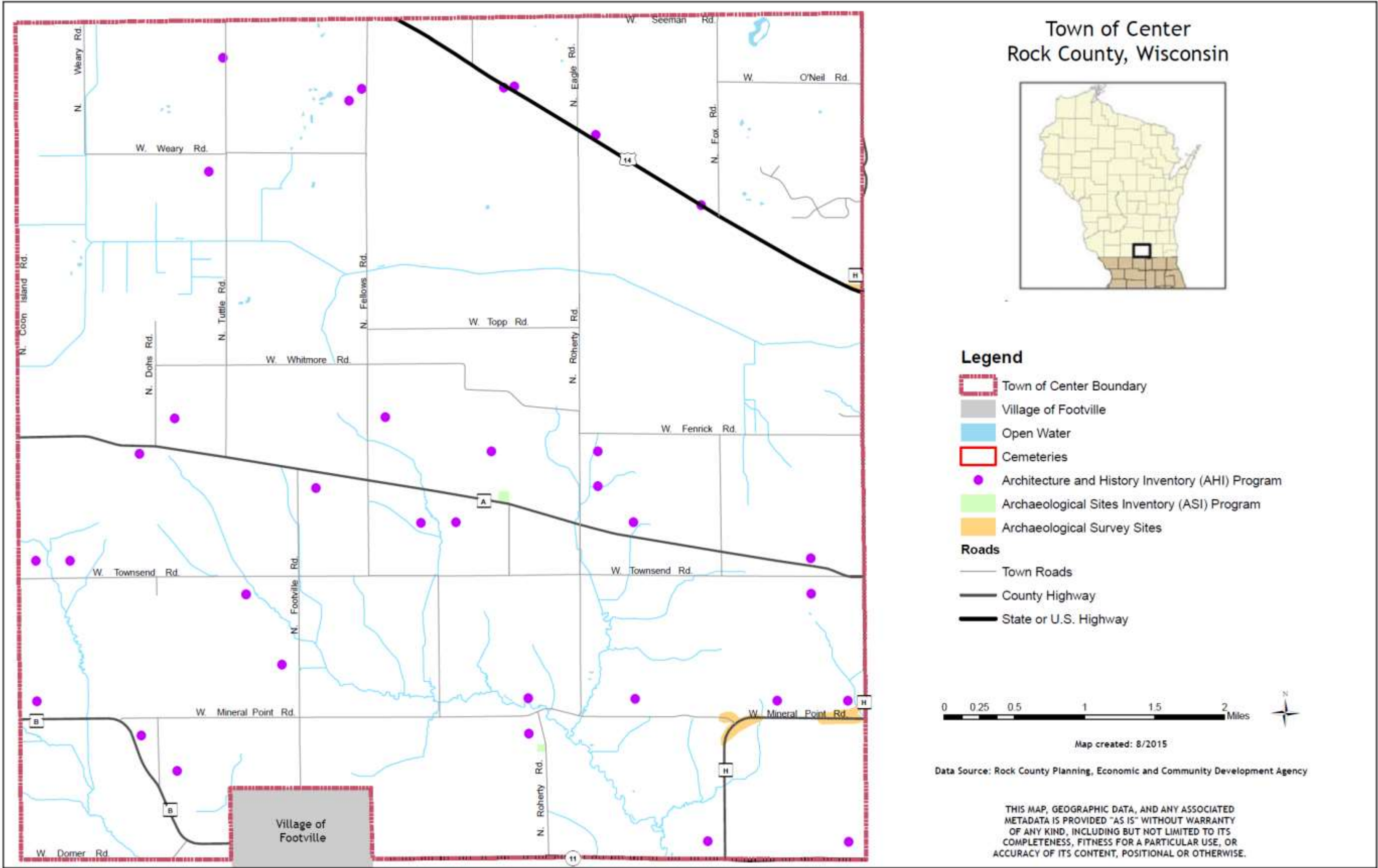
- *Bethel and Grove Cemeteries*  
These ASI sites contain headstones dating from the 19<sup>th</sup> century, with Bethel Cemetery having its origins in 1852, and Grove Cemetery having its origins in 1847. Bethel Cemetery is located on the north side of County Highway A, across from the Town of Center Hall in the central portion of the Town, and Grove Cemetery is located on the west side of N. Roherty Road, south of W. Mineral Point Road. Both cemeteries are still in use.

Map 3.4 displays the location of cultural resources in the Town.





Map 3.4:  
Cultural Resources

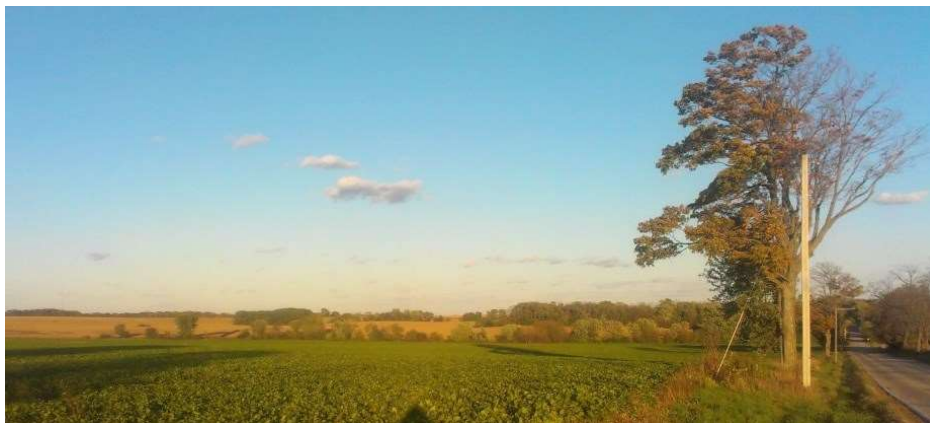


Source: North Is Up Planning Solutions and Rock County Planning, Economic & Community Development Agency - 2015

### 3.3. Agricultural, Natural, and Cultural Resource Issues

The following identifies the Town's agricultural, natural, and cultural resource issues, derived from both analysis of the agricultural, natural, and cultural resource inventory as provided in 3.2. and *Citizen Participation Plan* activities.

- Some of the Town's agricultural resources have been lost through conversion to land uses other than agriculture, particularly residential development.
- The Town's natural resources, particularly those entailing constraints to development and not adequately regulated by any governmental level (Town, County, Federal/State), may be degraded through residential and associated (commercial, transportation, etc.) development.
- The Town's cultural resources, particularly its historic buildings, are not thoroughly inventoried and therefore, in danger of degradation and loss.
- Continued agricultural, natural, and cultural resource conversion, degradation, and loss may alter the Town's rural character and identity.
- The Town's current zoning ordinance, particularly its Agricultural (A-2) and (A-3) zoning districts, has the potential to exacerbate the conversion of productive, large-scale agriculture resources to other uses. These two districts were originally formulated to permit small-scale agriculture land uses, although A-3 district's lots, and smaller lots in the A-2 district, are often not conducive to these uses. Thus, much of the land in these zoning districts is not utilized for agriculture.
- The majority of non-farm residences in the Town are located on large (1-15 acres) non-agricultural lots, located in relative isolation from other, compatible land uses. New development trends and techniques, utilizing smaller lot sizes in closer proximity to other compatible uses, should be considered in new residential development to aid in reducing environmental degradation and more efficiently and effectively manage the Town's resources and provide services.
- The WDNR's *State Trails Network Plan (2003)* has identified County Highway A, as it runs through the Town, as an "unofficial trail connection" for the Ice Age Scenic Trail.



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## Chapter 4 - Housing

Per State of Wisconsin Statute 66.1001 - Comprehensive Planning (2)(b), the Housing Element of a community's comprehensive plan is to be:

*"A compilation of objectives, policies, goals, maps and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit. The element shall assess the age, structural, value and occupancy characteristics of the local governmental unit's housing stock. The element shall also identify specific policies and programs that promote the development of housing for residents of the local governmental unit and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs, policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate-income housing, and policies and programs to maintain or rehabilitate the local governmental unit's existing housing stock".*

This Chapter provides information on housing in the Town. 4.1. introduces the concept of housing planning. 4.2. inventories housing in the Town, whereas 4.3. identifies Town housing issues.

### 4.1. Housing Planning

Housing, beyond fulfilling a basic need, aids a community in achieving a desired growth pace and pattern. Important land use choices that shape and define a community's identity are often dictated by existing or potential housing.

The housing planning and development pattern prevalent in the United States since the early 1950's has consisted predominately of single-family homes on relatively large lots, often segregated from differing though compatible land uses. Recently, the benefits of locating varying housing types on smaller lots and in close proximity to other compatible land uses, including commercial, governmental/institutional, and open space, have been recognized. Planning and developing housing in this manner aids in reducing environmental degradation and government services cost.

A community undertakes housing planning with the aim of ensuring its residents quality, affordable, diverse, and suitably-located housing. Responsible and comprehensive housing planning consists of utilizing existing programs and services, and new and innovative trends and techniques, to encourage the orderly development of new housing and the maintenance and rehabilitation of existing housing, to satisfy current and projected housing demand.

In planning for the future, a rural community is tasked with preserving its agricultural resources while concurrently allowing for responsible, appropriate growth, most often characterized in new housing development. Projected Town growth through 2035 will require thoughtful and comprehensive housing planning, utilizing existing programs and services, as well as new and innovate trends and techniques, to ensure quality, affordable, and diverse housing in a range of locations for its growing population.

### 4.2. Housing Inventory

Inventorying a community's housing provides valuable insight into its present housing conditions and historic housing trends, vital in determining its desired future housing conditions. The following inventories housing in the Town, utilizing the following categories:



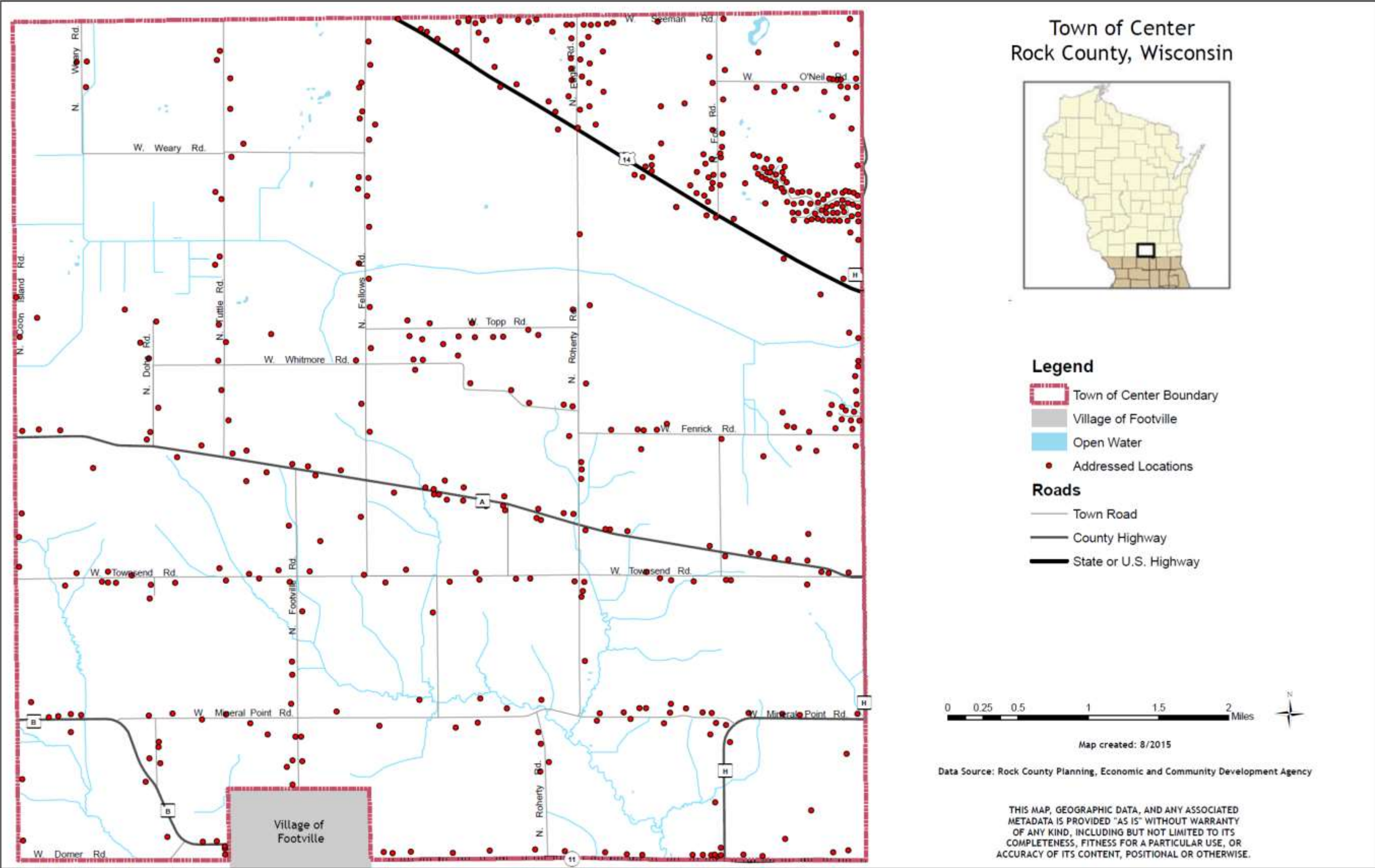
- Existing Housing
- Housing Trends
- Housing Projections

The majority of housing in the Town consists of single-family unit structures of varying age and value located on both small residential lots and large agricultural parcels in relative isolation from other compatible land uses. Housing in the Town has historically consisted predominately of scattered farmsteads and the Woodridge Estates sub-division, a cluster of rural residential lots (1 to 3 acres) located in the northwestern portion of the Town. Additional non-farm residences have emerged in recent years, particularly single-family unit structures on large non-agricultural (1 to 15 acre) lots.

Map 4.1 displays the location of addressed locations in the Town in 2015, the majority of which are houses.



Map 4.1:  
Housing: Addressed Locations



For the purposes of this *Plan*, a housing unit is defined as any structure capable of serving as a residence and a household is defined as any housing unit occupied or otherwise inhabited. A housing unit is classified as unoccupied if it is in the process of being sold or rented, is a seasonal/vacation home, or is abandoned or otherwise uninhabitable. Figure 4.1 displays housing units, households, and persons per household in the Town in 2010.

**Figure 4.1:**  
**Housing Units, Households, and Persons Per Household: 2010**

<b>Housing Units</b>	436
<b>Households</b>	418
<b>Persons Per Household</b>	2.6

*Source: United States Bureau of the Census - 2010*

Figure 4.1 indicates the Town had 436 housing units, 418 households, and 2.6 persons per household in 2000.

Figure 4.2 displays occupancy and vacancy of housing, and occupant type, in the Town in 2000.

**Figure 4.2:**  
**Occupancy and Vacancy: 2010**

Occupancy and Vacancy	Housing Units	
	Number	Percent
Occupied (Households)	418	95.9%
Homeowner	365	87.3%
Renter	53	12.7%
Vacant	18	4.1%
<b>TOWN TOTAL</b>	<b>436</b>	<b>100.0%</b>

Vacancy Rate	
Homeowner	1.6%
Rental	7.0%
Overall (Homeowner and Renter)	4.1%

*Source: United States Bureau of the Census - 2010*

Figure 4.2 displays 95.9% (418) of the Town's housing units were occupied in 2010 indicating a vacancy rate of 4.1% (18). Figure 4.2 indicates the majority (365 and 87.3%) of the Town's occupied housing units were occupied by a Homeowner in 2010. Figure 4.2 indicates the Town's overall vacancy rate was 4.1%, with Homeowner at 1.6% and Renter at 7.0% in 2010.

Figure 4.3 displays housing in the Town by structural type in 2013.

**Figure 4.3:**  
**Structural Type: 2013**

Structural Type	Housing Units	
	Number	Percent
1 Unit (Detached)	445	98.7%
1 Unit (Attached)	0	0.0%
2 Units	6	1.3%
3 or 4 Units	0	0.0%
5 to 9 Units	0	0.0%
10 to 19 Units	0	0.0%
20 or More Units	0	0.0%
Mobile Home	0	0.0%
Other	0	0.0%
<b>TOWN TOTAL</b>	<b>451</b>	<b>100.0%</b>

*Source: United States Bureau of the Census - 2013*

Figure 4.3 indicates the large majority (445 and 98.7%) of housing units in the Town are 1 Unit (Detached) indicating a single-family housing unit separate from any other building or dwelling unit.

Figure 4.4 displays the age of housing in the Town in 2013.

**Figure 4.4:**  
**Age: 2013**

Age	Housing Units	
	Number	Percent
15 years or less	72	16.0%
16 to 25 years	78	17.3%
26 to 45 years	94	20.8%
46 to 75 years	75	16.6%
76 years or more	132	29.3%
<b>TOWN TOTAL</b>	<b>451</b>	<b>100.0%</b>

*Source: United States Bureau of the Census - 2013*

Figure 4.4 indicates the largest number (132) and percent (29.3%) of housing units in the Town were aged 76 years or more in 2013.

Figure 4.5 displays the value of specified homeowner households in the Town in 2010.

**Figure 4.5:**  
**Value: 2010**

Value	Specified Homeowner Households	
	Number	Percent
\$49,999 and less	9	2.4%
\$50,000 to \$99,999	23	6.2%
\$100,000 to \$149,999	57	15.4%
\$150,000 to \$199,999	72	19.5%
\$200,000 to \$299,999	119	32.1%
\$300,000 to \$499,999	72	19.5%
\$500,000 to \$999,999	18	4.9%
\$1,000,000 or more	0	0.0%
<b>TOWN TOTAL</b>	<b>370</b>	<b>100.0%</b>
<b>MEDIAN VALUE</b>	<b>\$218,200</b>	

Source: United States Bureau of the Census - 2010

Figure 4.5 indicates the largest number (119) and percent (32.1%) of specified homeowner households in the Town were valued between \$150,000 to \$199,999 in 2010. Figure 4.5 also indicates the median value of specified homeowner households in the Town in 2010 was \$218,200.

Figure 4.6 displays housing affordability in the County and Town in 2013. Figure 4.6 displays the median home sale price, median household income, and median household income as percent of median home sale price in the Town and the County in 2013, comparing it to neighboring counties.

**Figure 4.6:**  
**Affordability: Housing Price and Income: 2013**

Community	Median Home Sale Price	Median Household Income	Median Household Income as Percent of Median Home Sale Price
Town of Center	\$174,016	\$72,841	41.9%
Rock County	\$108,000	\$49,435	45.8%
Dane County	\$211,000	\$61,721	29.3%
Walworth County	\$156,750	\$54,020	34.5%
Green County	\$130,000	\$55,584	42.7%
Jefferson County	\$155,000	\$53,454	34.5%

Source: United States Bureau of the Census - 2013

Source: State of Wisconsin Department of Revenue Real Estate Transfer Data Website - 2015

Figure 4.6 indicates that in 2013 the median household income in the County as a percent of median home sale price was 45.8%, higher than all neighboring Counties. Figure 4.6 also indicates that median household income in the Town as a percent of median home sale price was 41.9%, approximately 3.9% higher than the County's in 2013.

Figure 4.7 also displays housing affordability in the Town in 2010. Figure 4.7 displays monthly homeowner costs and rent (gross) as a percent of household income for specified households, in the Town in 2013.

**Figure 4.7:**  
**Affordability: Housing Costs and Income: 2013**

Monthly Homeowner Costs As Percent of Household Income	Specified Homeowner Households	
	Number	Percent
19.9% or less	168	45.4%
20.0 - 29.0%	75	20.3%
30.0% or more	127	34.3%
<b>TOWN TOTAL</b>	<b>370</b>	<b>100.0%</b>

Rent (Gross) As Percent of Household Income	Specified Renter Households	
	Number	Percent
19.9% or less	33	71.8%
20.0 - 29.0%	9	19.5%
30.0% or more	0	0.0%
No cash rent	4	8.7%
<b>TOWN TOTAL</b>	<b>46</b>	<b>100.0%</b>

Source: United States Bureau of the Census - 2013

Figure 4.7 indicates 45.4% (168) of specified homeowner households in the Town paid 19.9% or less of their income towards housing costs, whereas 34.3% (127) paid 30.0% or more, in 2013. Figure 4.7 also indicates 71.8% (33) of specified renter households in the Town paid 19.9% or less of their income towards rent in 2013.

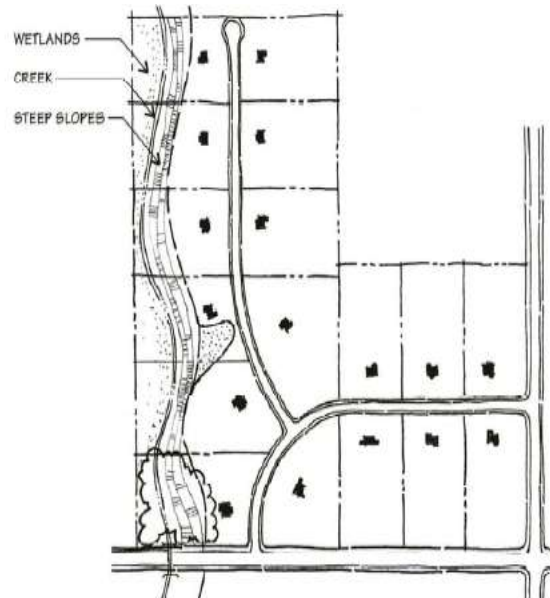
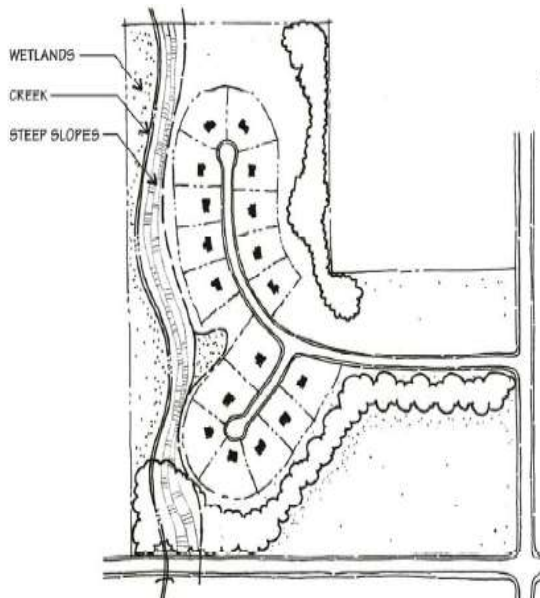


Figure 4.8 displays home sales and the ratio of home sales to population in the Town and County in 2013, in comparison to neighboring communities.

**Figure 4.8:  
Sales: 2013**

Community	Home Sales	Home Sales: Population
Town of Center	16	1 : 68
Rock County	1,920	1 : 84
Dane County	7,641	1 : 65
Walworth County	1,480	1 : 69
Green County	468	1 : 79
Jefferson County	1,015	1 : 83

*Source: United States Bureau of the Census - 2013  
Wisconsin Realtors Association - 2008*

Figure 4.8 indicates the Town had 16 home sales, a Home Sales : Population ratio of 1 : 68 in 2013, a rate slightly lower (more home sales per person) than the County.

### Housing Trends

Figure 4.9 displays housing units, households, and persons per household in the Town from 1990 to 2010.

**Figure 4.9:  
Housing Units, Households, and Persons Per Household: 1990 - 2010**

	1990	2000	2010	Change: 1990-2010	
				Number	Percent
Housing Units	329	384	436	107	32.5%
Households	311	374	418	107	34.4%
Persons Per Household	2.5	2.7	2.6	0.1	4.0%

*Source: United States Bureau of the Census - 1990, 2000, and 2010*

Figure 4.9 indicates the Town has seen an additional 107 housing units and 107 households, an increase of 32.5% and 34.4% respectively, from 1990 to 2010. Figure 4.9 also indicates the Town has seen an increase (0.1 and 4.0%) in persons per household during this same time period.

Figure 4.10 displays occupancy and vacancy of housing, and occupant type, in the Town from 1990 to 2010.



**Figure 4.10:  
Occupancy and Vacancy: 1990 - 2010**

Occupancy and Vacancy	Housing Units							
	1990		2000		2010		Change: 1990-2010	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Occupied (Households)	311	94.5%	374	97.4%	418	95.9%	107	1.4%
Homeowner	233	74.9%	310	82.9%	365	87.3%	132	12.4%
Renter	78	25.1%	64	17.1%	53	12.1%	-25	-13.0%
Vacant	18	5.5%	10	2.6%	18	4.1%	0	-1.4%
<b>TOWN TOTAL</b>	<b>329</b>	<b>100.0%</b>	<b>384</b>	<b>100.0%</b>	<b>436</b>	<b>100.0%</b>	<b>N/A</b>	<b>N/A</b>

Vacancy Rate Type	1990	2000	2010	Change: 1990-2010
Homeowner	1.3%	0.3%	1.6%	0.3%
Renter	4.9%	1.5%	7.0%	2.1%
Overall (Homeowner and Renter)	5.5%	2.6%	4.1%	-1.4%

*Source: United States Bureau of the Census - 1990, 2000, and 2010*

Figure 4.10 indicates the Town has seen a 1.4% decrease in the housing vacancy rate from 1990 to 2010. Figure 4.10 also indicates the Renter) vacancy rate has increased by 2.1% from 1990 to 2010.





Figure 4.11 displays monthly homeowner costs and rent (gross) as a percent of household income for specified households in the Town from 1990 to 2013.

**Figure 4.11:**  
**Affordability: 1990 - 2013**

Monthly Homeowner Costs As Percent of Household Income	Specified Homeowner Households		
	2000	2013	Change: 1990-2013
19.9% or less	51.5%	45.4%	-6.1%
20.0 - 29.0%	33.2%	20.3%	-12.9%
30.0% or more	15.3%	34.3%	19.0%
<b>TOWN TOTAL</b>		<b>100.0%</b>	<b>N/A</b>

Rent (Gross) As Percent of Household Income	Specified Renter Households		
	2000	2013	Change: 1990-2013
19.9% or less	62.3%	71.8%	9.5%
20.0 - 29.0%	17.8%	19.5%	1.7%
30.0% or more	6.6%	0.0%	-6.6%
No information available	13.3%	8.7%	-4.6%
<b>TOWN TOTAL</b>		<b>100.0%</b>	<b>N/A</b>

Source: United States Bureau of the Census - 1990, 2000, and 2013

Figure 4.11 indicates specified homeowner households in the Town who pay 30.0% or more of their monthly income towards homeowner costs experienced the largest increase (19.0%) from 2000 to 2013. Figure 4.11 also indicates specified renter households in the Town who pay 19.9% or less of their income towards rent (gross) saw the largest increase (9.5%) from 1990 to 2000.

Figure 4.12 displays home sales and the home sales to population ratio in the Town from 2000 to 2005.

**Figure 4.12:**  
**Sales: 2010 - 2014**

Year	Home Sales	Home Sales : Population
2010	20	1 : 53
2011	18	1 : 59
2012	25	1 : 43
2013	16	1 : 68
2014	20	1 : 53
<b>TOWN TOTAL</b>	<b>99</b>	<b>N/A</b>
<b>ANNUAL AVERAGE</b>	<b>19.8</b>	<b>1 : 55</b>

Source: Source: State of Wisconsin Department of Revenue Real Estate Transfer Data Website - 2015

Figure 4.12 indicates the Town has seen a total of 99 home sales from 2010 to 2014, an average of 19.8 per year. Figure 4.12 also indicates the average Town's Home Sales : Population ratio over this same time period is 1 : 55.

## Housing Projections\*

Figure 4.13 displays a projection of Town housing units, households, and persons per households from 2015 to 2035.

**Figure 4.13:**  
**Housing Units, Households, and Persons Per Household: 2015 - 2035**

	2015	2020	2025	2030	2035	Change: 2015-2035	
						Number	Percent
<b>Housing Units</b>	452	478	501	522	535	83	18.4%
<b>Households</b>	434	459	481	501	514	80	18.4%
<b>Persons Per Household</b>	2.48	2.44	2.41	2.39	2.36	-0.12	-4.8%

Source: State of Wisconsin Department of Administration - 2014  
North Is Up Planning Solutions - 2015

Figure 4.13 indicates the Town will see an additional 83 housing units and 80 households from 2015 to 2035. Figure 4.13 also indicates the Town will have 2.36 persons per household in 2035, a decrease of 0.12 from 2015.



\*These Projections are presented to serve as a guide for planning purposes, providing only an indication of possible future Town housing conditions and cannot account for the myriad of future factors that may influence future Town housing. For a detailed explanation regarding Projection methodology, please see Appendix D.

### 4.3. Housing Issues

The following identifies the Town's housing issues, derived from both analysis of the housing inventory as provided in 4.2. and *Citizen Participation Plan* activities.

- Trends and projections indicate the Town will experience growth in housing units and households. The location, type, quality, value, and cost of these additional housing units/households will aid in determining the Town's growth pace and pattern, and its quality of life.
- The majority of non-farm housing in the Town has historically been located in the Town's northwest portion. This trend is likely to continue.
- The majority of non-farm housing in the Town is located on large (1-15 acres) non-agricultural lots located in relative isolation from other compatible land uses. New development trends and techniques, utilizing smaller lot sizes in closer proximity to other compatible uses, should be considered in new housing development in order to most efficiently and effectively manage the Town's resources and provide services.
- The Department of Housing and Urban Development (HUD) recommends an optimal overall vacancy rate of 3% (1.5% - Homeowner and 5.0% - Renter) to ensure a stable housing market and allow for adequate housing choices. The Town's homeowner vacancy rate is near optimal levels as stated by H.U.D, with the rental vacancy rate higher than said level. Near optimal vacancy rates in the Town should be strived for to ensure both adequate choice for consumers and to stave off the negative effects of high vacancy rates, including decreased economic development, and blight.
- Single-family unit structures are the predominant housing type located in the Town. Increasing the variety of housing unit types will likely aid in ensuring the Town a stable, diverse, and dynamic population.
- Almost a third of housing in the Town was aged 76 years or more in 2013. Federal, State, and County housing programs and services offering maintenance and rehabilitation should be utilized, and gradual turnover to appropriate and responsible new housing, as provided by new development, should be encouraged.
- Housing affordability is a key concern to many Town residents. Although data indicates homeownership in the County and Town is relatively affordable in comparison to surrounding counties, trends indicate that owning and renting a home in the Town is becoming increasingly costly in terms of income versus homeowner/renter costs. HUD purports the average household can afford to pay 30% of their gross income for housing costs including utilities, insurance, taxes, and maintenance, with 70% of that spent on mortgage payment/rent. Additionally, increasing home prices in Dane County and the recent mortgage crisis are likely to increase barriers to owning a home in the Town. A sufficient supply of affordable housing and rental units needs to be available in the Town to ensure a stable and robust housing market.
- Housing sales per person in the County indicate a fairly robust housing market, in comparison to other counties. Town housing sales numbers are similar to those of the County. Maintaining quality housing units of varying age, structure, value, cost, and location will ensure continued desirable housing sales numbers and stabilization of the Town's housing market.

- 
- The Town has historically experienced a slow, steady rate of decline in persons per household. This trend is likely to continue, with a projected 2.36 persons per household in the Town in 2035. For those households on public water and sewer, an average of approximately 2.5 persons per household is the minimum size at which the household is likely able to afford required homeowner/renter costs, increasing to 3.0 for those households with septic/wells.
  - The environmental and socio-economic cost of contemporary new housing construction, maintenance/rehabilitation, and energy usage is increasing at an alarming rate.

## Chapter 5 - Transportation System

Per State of Wisconsin Statute 66.1001 - Comprehensive Planning (2)(c), the Transportation Element of a community's comprehensive plan is to be:

*"A compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, electric personal assistive mobility devices, walking, railroads, air transportation, trucking and water transportation." In addition, the statute stresses the importance of comparing the community's "objectives, policies, goals, and programs to state and regional transportation plans. The element shall also identify highways within the local governmental unit by function and incorporate state, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in the community."*

This Chapter provides information on the Town's transportation system. 5.1. introduces the concept of transportation system planning. 5.2. inventories the Town's transportation system, whereas 5.3. identifies the Town's transportation system issues.

### 5.1. Transportation System Planning

A community's character is defined by its land use, which in turn is often predicated on the location and type of its transportation system. The land extensive, low-density development pattern prevalent in the United States in the mid to late 20<sup>th</sup> century illustrates this as population and infrastructure growth was often fueled by the accessibility and connectivity provided by an increasingly extensive road network. Development pressures were evident in areas where road networks were improved and expanded.

Planning for transportation is planning for land-use, one cannot be done without consideration for the other. A well-planned transportation system, composed of an adequate road network *and* other transportation options and infrastructure, can provide various socio-economic and environmental benefits. A poorly planned transportation system, heavily reliant on a single transportation mode, can produce unwanted, negative impacts and distribute them in a disproportionate manner.

The Town's transportation system is dominated by roads and singularly occupied automobiles. The socio-economic cost of reliance on singularly occupied automobiles is increasing at an alarming rate. In addition to maintenance and expansion of the Town's existing road network, the Town will benefit from diversifying its transportation system, including increasing opportunities for alternative transportation modes.

### 5.2. Transportation System Inventory

Inventorying a community's existing transportation system provides valuable insight, vital in determining its desired future transportation system. The following inventories the Town's transportation system, utilizing the following categories:

- Roads
- Rail
- Air
- Water
- Trails

## Roads

- Functional Classification, Jurisdiction Type, and Use

WisDOT uses a hierarchical functional classification system to identify roads according to their capacity to provide access and/or mobility to users. The following, from WisDOT's Facilities Development Manual Procedure 4-1-15, defines the functional classifications of roads in the Town:

- Principal Arterials  
Serving corridor movements having trip length and travel density characteristics of an interstate or an interregional nature, generally all urban areas with a population greater than 50,000 inhabitants
- Minor Arterials  
Serving cities, large communities, and other major traffic generators, providing interregional and inter-area traffic movement
- Major Collectors  
Serving moderately sized communities, and other inter-area traffic generators, and linking those generators to nearby larger population centers or roads of higher functional classification
- Minor Collectors  
Serving all remaining smaller communities, linking locally important traffic generators with the rural hinterland, spaced consistent with population density so as to collect traffic from roads of lower functional classification and bring all developed areas within a reasonable distance to a collector road
- Local Roads  
Providing access to adjacent land and for travel over relatively short distances on an inter-township or intra-township basis (All roads not functionally classified as arterials or collectors are designated local roads.)

Roads in the Town are also categorized by jurisdictional type, indicating management responsibility, and include:

- Federal  
U.S. Highway 14, functionally classified as a principal arterial through the Town, runs east-west, from Chicago, Illinois to Yellowstone National Park in Wyoming. Metropolitan areas in relatively close proximity to the Town, connected to the Town via this Highway, include the Cities of Janesville, and the City of Madison, Wisconsin to the north.
- State  
State Highway 11, functionally classified as a principal arterial, runs east-west and provides the Town with regional access to the City of Janesville, as well as statewide access.
- County  
County Highway A, functionally classified as a major collector, runs east-west and provides regional access to the City of Janesville. County Highway B, functionally classified as a major collector, also runs east-west and provides the Town with regional access to the Village of Footville. County Highway H,

also classified as a major collector, runs north-south along the Town's eastern border and also provides regional access.

- Town  
N. Tuttle Road and N. Footville Road, both running north-south, are functionally classified as minor collectors, connecting the Town with the County's urban areas. All other Town roads are functionally classified as local, experiencing heavy local and agricultural traffic.

The Town's Federal, State, and County highways accommodate truck traffic. WisDOT designates official truck routes, with multiple routes located in the Town. County highways in the Town are not officially designated WisDOT truck routes, although truck traffic is permitted.

Specialized transportation/transit services also utilize roads in the Town. These services include:

- Volunteer Driver Escort Program (RIDES)  
This County government program, a component of the County's Council on Aging located in the City of Janesville, utilizes volunteer drivers to provide transportation outside of the County, to the Cities of Madison, Milwaukee, and Monroe, Wisconsin and Rockford, Illinois.
- Rock County Specialized Transit  
This County government program also a component of the County's Council on Aging, provides specialized transportation services for elderly or disabled persons to all areas within the County.
- Mr. Taxi  
This private service, located in the City of Janesville, provides service in the City of Janesville and outlying areas.
- State Vanpool Rideshare Program  
This State government program, based in the City of Madison, provides transportation for commuters to and from the City of Janesville area.
- Van Galder  
This private regional bus line travels between the Cities of Madison and Chicago, Illinois, making a stop in the City of Janesville, and also offers charter services for group travel, tour packages, or other special events.
- Greyhound  
This private national bus line has a terminal in the City of Beloit, Wisconsin and provides transportation to locations throughout the nation.

Bicycle and/or pedestrian options are limited on roads in the Town. No roads in the Town have dedicated bicycling lanes although County bicycling routes do exist, per the County's *Parks, Outdoor Recreation, and Open Space (POROS) Plan: 2015-2020*. Pedestrian options are restricted to lightly trafficked Town roads.

- Safety  
Automobile crashes are an indicator of overall road safety. WisDOT utilizes a Possible Contributing Circumstances (PCC) system, composed of three types, Vehicle, Driver, and Highway, when determining crash causes. Highway is the most relevant PCC type



when analyzing the safety of roads in the Town as it conveys information regarding existing road conditions that contribute to crashes. Figure 5.1 displays automobile crashes and *Highway PCC's* in the State of Wisconsin in 2005.

**Figure 5.1:**  
**Automobile Crashes and Highway Possible Contributing Circumstances (PCC): 2012:**  
**State of Wisconsin**

Highway PCCs	Crash Severity									Total Highway PCCs		
	Fatal Crashes			Injury Crashes			Property Damage Crashes					
	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	Total
Snow/ice/wet	64	23	87	3,004	3,480	6,484	8,866	10,146	19,012	11,934	13,649	25,583
Construction zone	3	1	4	202	235	437	369	465	834	574	701	1,275
Visibility obscured	3	0	3	148	279	427	260	366	626	411	645	1,056
Loose gravel	3	0	3	223	39	262	195	39	234	421	78	499
Other debris	1	0	1	51	31	82	236	118	354	288	149	437
Narrow shoulder	1	0	1	63	19	82	94	28	122	158	47	205
Rough pavement	1	0	1	29	23	52	33	22	55	63	45	108
Soft shoulder	1	0	1	24	2	26	54	7	61	79	9	88
Debris from prior crash	1	0	1	15	8	23	34	25	59	50	33	83
Low shoulder	2	0	2	39	0	39	36	3	39	77	3	80
Sign obscured or missing	0	0	0	5	12	17	14	15	29	19	27	46
Narrow bridge	0	0	0	0	0	0	8	0	8	8	0	8
Other	5	4	9	141	91	232	258	238	496	404	333	737
TOTAL	85	28	113	3,944	4,219	8,163	10,457	11,472	21,929	14,486	15,719	30,205

The numbers in this table represent the number of times a given highway PCC was cited as a possible contributing circumstance for a vehicle in a crash. These numbers do not represent numbers of crashes.

Source: State of Wisconsin Department of Transportation - 2012 Crash Facts

Figure 5.1 indicates that weather (snow/ice/wet) was the leading Highway PCC in Rural automobile crashes and Construction zone the second leading cause in the State in 2012.

Figure 5.2 compares the volume, location, and severity of automobile crashes in the County to other counties in the State with similar demographics in 2012.

**Figure 5.2:**  
**Automobile Crash Volume, Location, and Severity: 2012**  
**Rock and Other Wisconsin Counties**

			Local Street/Road				County Highway				State Highway				Interstate System				Total			
County	RV	LD	F	I	PD	T	F	I	PD	T	F	I	PD	T	F	I	PD	T	F	I	PD	T
Rock	154,623	113,936	4	391	1,111	1,506	2	65	111	178	8	287	603	898	2	80	178	260	16	823	2,003	2,842
Washington	130,380	98,722	6	268	812	1,086	1	79	273	353	10	281	1,065	1,356	0	0	0	0	17	628	2,150	2,795
Marathon	145,991	97,954	3	274	873	1,150	5	88	308	401	7	247	903	1,157	0	6	88	94	15	615	2,172	2,802
Winnebago	159,861	118,424	1	480	1,282	1,763	2	77	286	365	4	463	1,193	1,660	0	0	0	0	7	1,020	2,761	3,788
Kenosha	137,634	115,108	3	481	923	1,407	7	149	313	469	6	400	671	1,077	1	35	185	221	17	1,065	2,092	3,174

RV = Registered vehicles      LD = Licensed drivers      F = Fatalities      I = Injuries      PD = Property damage      T = Total

Source: State of Wisconsin Department of Transportation - 2012 Crash Facts

Figure 5.2 indicates the County is on par with other Wisconsin counties with similar demographics regarding automobile crash volume, location, and severity. Of the counties

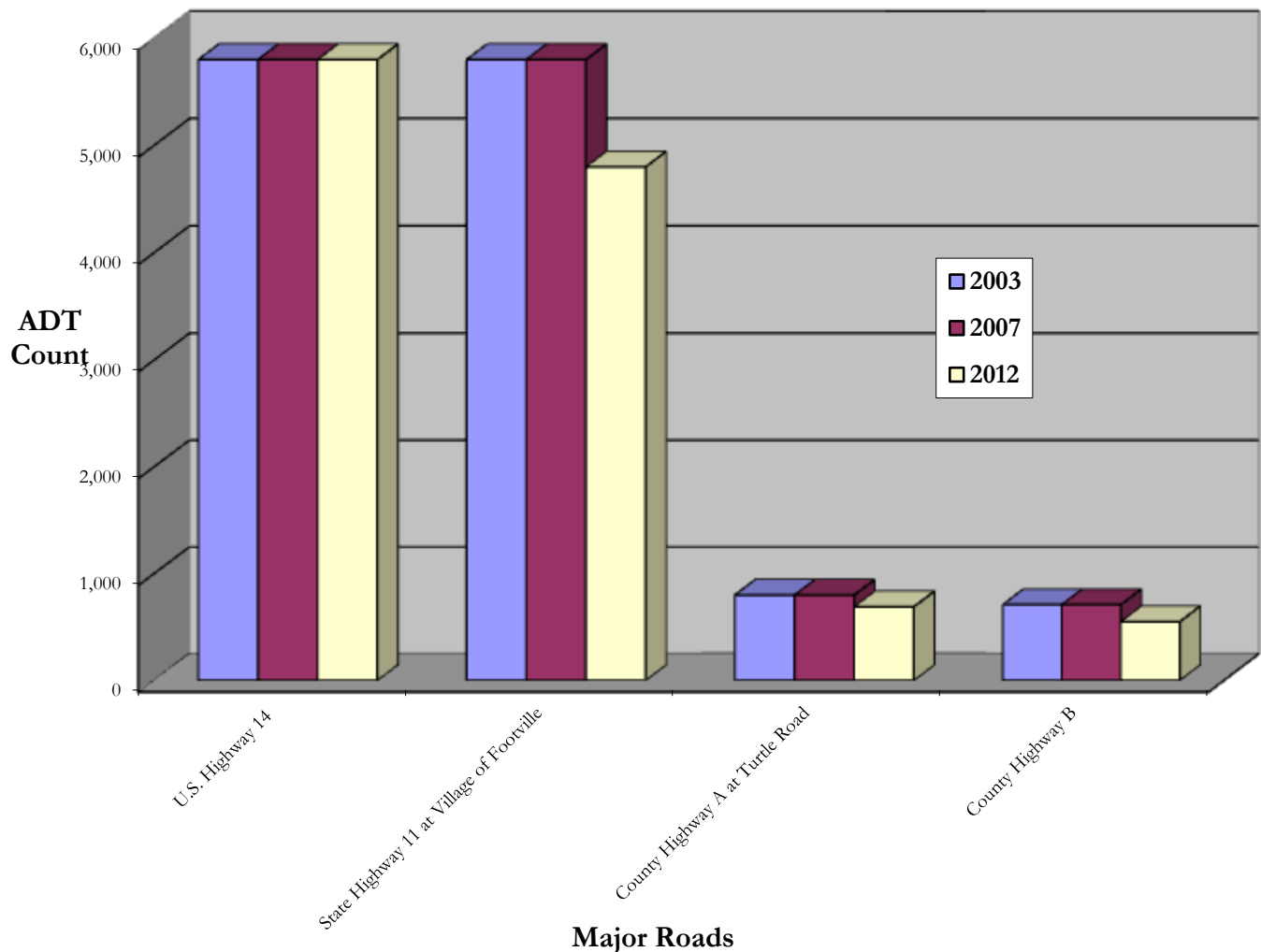
listed in Figure 5.2, the County had the highest automobile crash totals in the Local Street/Road category.

Additionally, the U.S. Highway 14/County H intersection on the Town's northeastern border, and the County Highway A/County Highway A intersection on the Town's southeastern border have been identified as "trouble spots" given the number of accidents that take place at these intersections.

- Volume

Figure 5.4 displays ADT on U.S., State, and County highways running through the Town from 1993 to 2003.

**Figure 5.4:**  
**Average Daily Traffic (ADT) Count:**  
**State and County Highways: 2003-2012**



Source: State of Wisconsin Department of Transportation - Highway Traffic Volume Data, 2003, 2007, and 2012

Figure 5.4 indicates the Town is experiencing relatively static or decreasing traffic volume on its major auto transportation corridors.

- **Maintenance and Repair**

A majority of maintenance/repair of Town roads is provided through contract with the County Department of Public Works. Additionally, the Town employs a part-time road maintenance/repair worker, with truck, to undertake minor maintenance/repair tasks on Town roads. Maintenance and repair of County, State, and Federal roads is also provided by this Department.

## **Rail**

Passenger rail does not service the Town, although the Wisconsin and Southern Railroad (WSOR) and Union Pacific Railroad (UP) do transport freight through the Town. WSOR and UP are both privately owned and managed, and operates in the southern half of Wisconsin and northeastern Illinois. The closest passenger rail station, Amtrak, is located in the City of Columbus, Wisconsin, approximately 55 miles north of the Town.

## **Air**

The Town has no airport facilities, although multiple public airports, offering a full range of services and facilities, are located in close proximity. The Southern Wisconsin Regional Airport, located in the City of Janesville, is designated as an air carrier/cargo facility indicating the airport can accommodate all aircraft, including wide body jets and large military transports. The airport is one of ten in the State carrying this designation and was its eighth busiest in 2000, according to the *Wisconsin State Airport System Plan 2020*. Dane County Regional Airport, in the City of Madison, is the nearest full service passenger facility.

## **Water**

The Town has several navigable waterways, including the Marsh, Stevens, and Bass Creeks, although they are not utilized for transportation purposes.

## **Trails (Bicycle/Pedestrian and Snowmobile)**

There are currently no bicycle and/or pedestrian trails in the Town. The Town does have approximately 12 miles of snowmobile trails, a component of the larger 225-mile County-wide system.

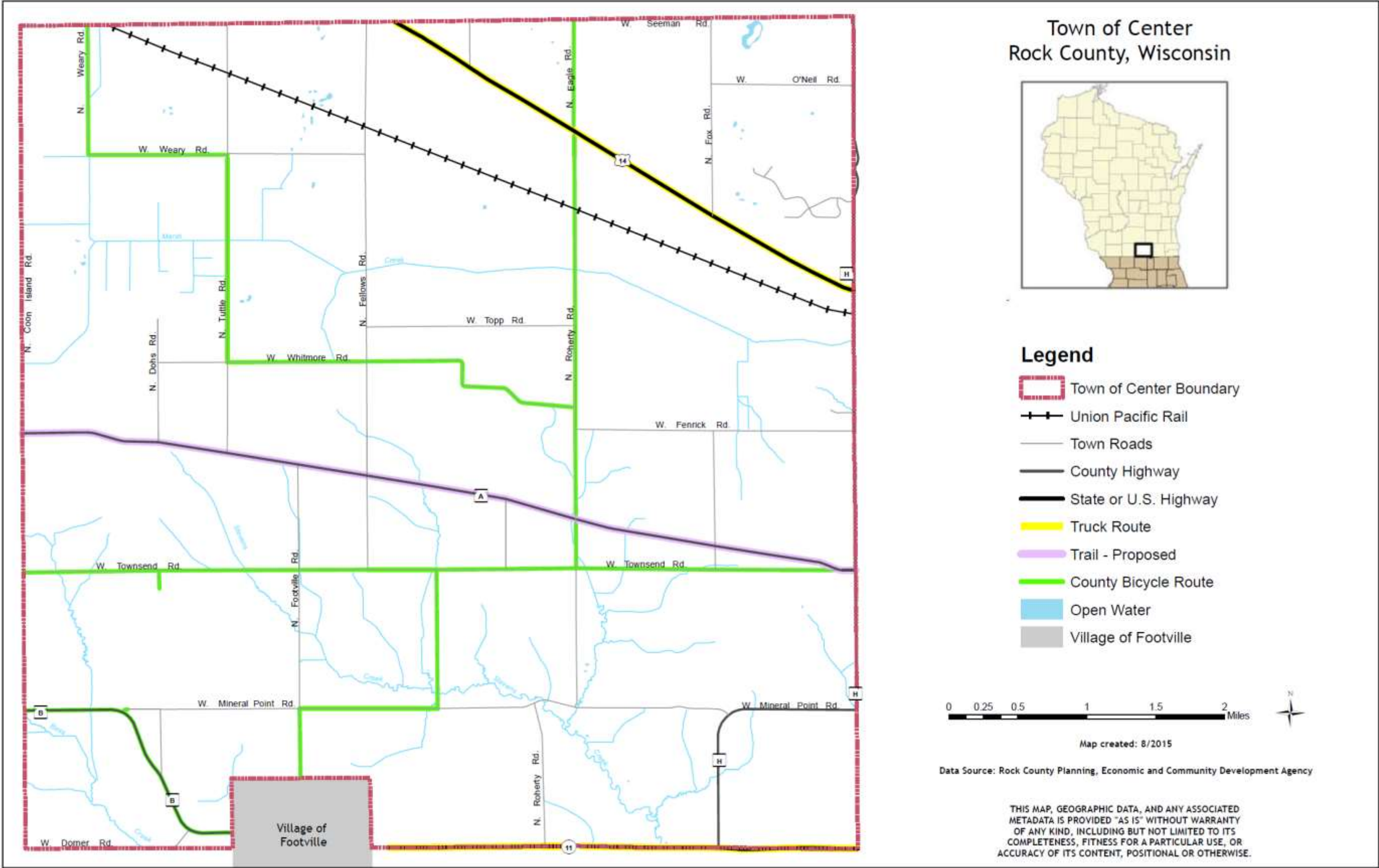
The POROS Plan identifies the following as County bicycle routes:

- N. Footville Road in Village of Footville, to W. Mineral Point Road, to N. Synder Road, to W. Townsend Road
- W. County Highway B in Village of Footville to N. Coon Island Road
- W. Townsend Road, from County Highway H to N. Coon Island Road
- N. Roherty Road, north of W. Townsend Road, to N. Eagle Road
- W. Whitmore Road, west of N. Roherty Road, to N. Tuttle Road, to W. Weary Road, to N. Weary Road

Additionally, the POROS Plan identifies County Highway A through the Town as a proposed off-road trail. Additionally, County Highway A, as it runs through the Town, has been identified as an “unofficial Ice Age Scenic Trail connection” in the WDNR’s *State Trails Network Plan (2003)*.

Map 5.1 displays the Town’s roads, rail, and trails.

Map 5.1:  
Transportation System



Source: North Is Up Planning Solutions and Rock County Planning, Economic & Community Development Agency - 2015

### 5.3. Transportation System Issues

The following identifies the Town's transportation system issues, derived from both analysis of the transportation system inventory as provided in 5.2. and *Citizen Participation Plan* activities.

- The Town's transportation system is dominated by singularly occupied automobiles utilizing an extensive road network. Other transportation options, including pedestrian/bicycle trails, are non-existent or extremely limited.
- Safety is a concern on Town/Local roads in the County due to the high number of automobile crashes taking place on these roads, in comparison to other Counties with similar demographics.
- Increased road traffic volumes and accompanying development pressures along U.S. Highway 14 in the Town may minimize the Town's rural character, create safety concerns, and increase maintenance and repair costs of Town roads.
- The U.S. Highway 14/County H intersection and the County Highway A/County Highway A intersection have been identified as "trouble spots" given the number of accidents that take place at these intersections.
- The Town is well positioned to incur potential economic development stemming from land uses adjacent to U.S. Highway 14.
- Town road maintenance and repair is among the Town's largest single expenses.
- There is potential for automobile and agricultural traffic conflicts in the Town given existing and potential residential land uses in close proximity to lands utilized for agriculture.
- The Town has an extensive Federal, State, and County highway system within its borders. WisDOT maintenance, improvement, and expansion projects on these highways will have a drastic impact on the pace and pattern of Town development.
- The WDNR's *State Trails Network Plan (2003)* has identified County Highway A, as it runs through the Town, as an "unofficial trail connection" for the Ice Age Scenic Trail.



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## Chapter 6 - Utilities and Community Facilities

Per State of Wisconsin Statute 66.1001 - Comprehensive Planning (2)(d), the Utilities and Community Facilities Element of a community's comprehensive plan is to be:

*"A compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools and other governmental facilities. The element shall describe the location, use and capacity of existing public utilities and community facilities that serve the local governmental unit, shall include an approximate timetable that forecasts the need in the local governmental unit to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities and shall assess future needs for government services in the local governmental unit that are related to such utilities and facilities."*

This Chapter provides information on the Town's utilities and community facilities. 6.1. introduces the concept of utilities and community facilities planning. 6.2. inventories the Town's existing utilities and community facilities, whereas 6.3. identifies utilities and community facilities issues.

### 6.1. Utilities and Community Facilities Planning

A community's utilities and facilities, and the associated services they provide, fill the basic, vital needs of a community's residents. A clean water supply, sufficient healthcare options, reliable energy supplies and emergency services, quality educational institutions, and adequate recreational areas are some of the many amenities provided by a community's utilities and facilities.

The existing and potential location and capacity of a community's utilities and facilities have vast implications for the pattern and pace of its future development. Understanding the utility and community facility needs of a community, in concert with suitable siting, will aid in achieving a desirable community development pace and pattern.

The Town's utilities and community facilities, including those managed by the Town, the County, and various other private entities, are of high quality and vital to the high standard of life enjoyed by Town residents. However, projected Town growth through 2035 will require thoughtful and comprehensive utilities and community facilities planning that addresses normal and reasonable maintenance, improvement, and expansion, ensuring adequate utilities and community facilities for all Town residents.

### 6.2. Utilities and Community Facilities Inventory

Inventoried a community's existing utilities and community facilities provides valuable insight, vital in determining the desired characteristics of its future utilities and community facilities. The following inventories the Town's existing utilities and community facilities utilizing the following categories:

- Water and Wastewater
- Stormwater
- Energy
- Care
- Police and Law Enforcement
- Fire/Rescue and Emergency Medical
- Emergency
- Education
- Solid Waste
- Communications and Media
- Recreation and Gathering Areas



## Water and Wastewater

The Town's water is supplied by two different well types, including:

- Transient Non-Community (TNC)  
Serving at least 25 individuals for a minimum of 60 days per year, but not the same 25 individuals for over 6 months of the year (2 - Town of Center Hall and Zion Evangelical Lutheran Church)
- Private  
Serving residential property owners

Wastewater in the Town is managed by on-site waste disposal (septic) systems.

The State of Wisconsin adopted a revised private on-site disposal system policy in 2000, COMM 83, renamed SPS 383 in 2011, allowing for conventional (underground) systems and alternative (above-ground) system. Per COMM 83, soil characteristics determine suitability for conventional and alternative on-site wastewater disposal (septic) systems. Septic systems in the Town include the following types:

- Conventional  
This system utilizes a tank to gravitationally distribute effluent to a below-ground drain field.
- Pressure Dosing  
This system utilizes a tank with a pump to distribute effluent through a pressurized pipe system to a below-ground drain field.
- Aerobic Treatment Unit (ATU)  
This system utilizes a tank with a pump to distribute effluent through a pressured pipe system to either an above or below-ground drain field, via an aerobic tank in which effluent is exposed to air.
- At-Grade  
This system utilizes a tank with a pump to distribute effluent through a pressurized pipe system to a drain field located just below the surface.
- Mound (Wisconsin Mound, Single Pass Sand Filter)  
This system utilizes a tank with a pump to distribute effluent through a pressurized pipe system to an above-ground drain field.

## Stormwater

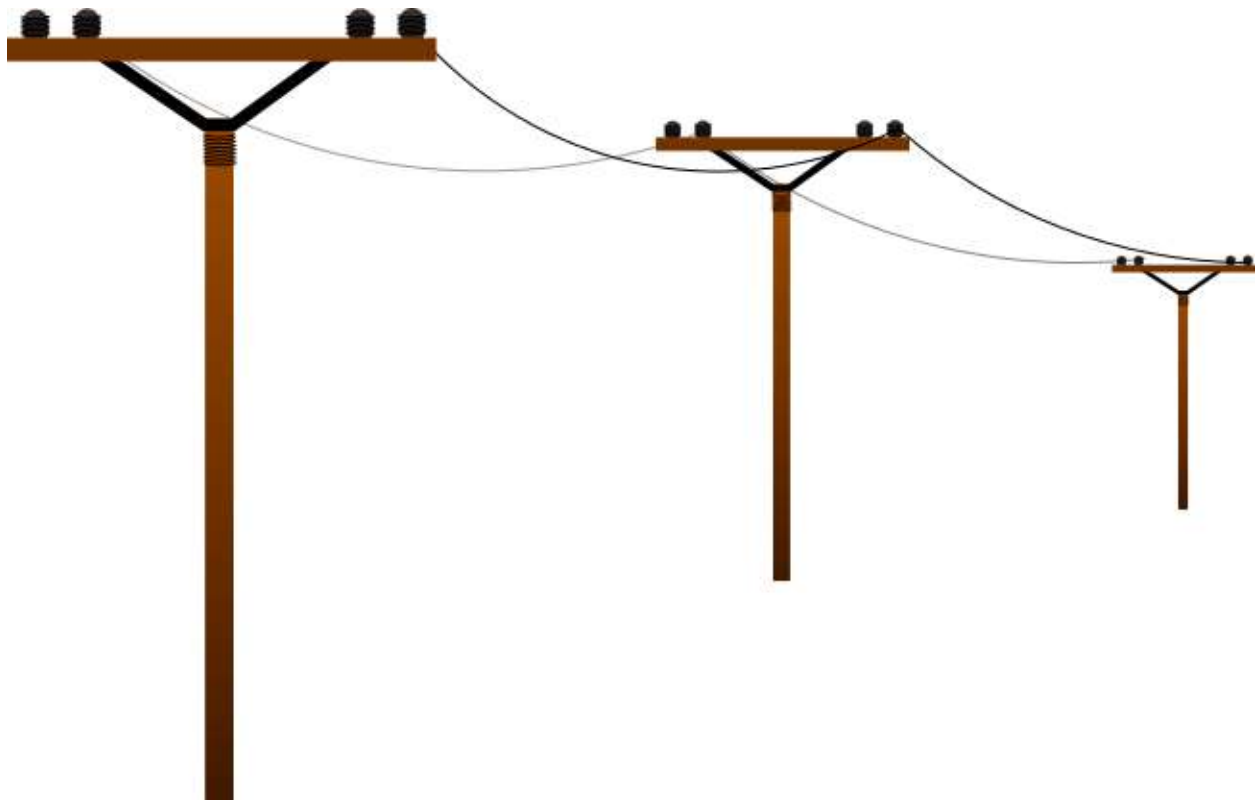
Stormwater in the Town is managed through the efforts of the County and Town, in addition to State and Federal agencies. The Town does not have a municipal stormwater system. The County's Land Conservation Department manages stormwater in the Town through application of the County's Storm Water Management Ordinance (Chapter 28 - Municipal Code of the County of Rock). This Ordinance establishes long-term, post-construction stormwater runoff management requirements to reduce post-construction stormwater, and associated pollutant, runoff. Additional agencies, including the WDNR (DNR Administrative Code Chapter NR 216 - Stormwater Discharge Permits) and the Environmental Protection Agency (EPA Stormwater Phase II - Final Rule), regulate stormwater in the Town by requiring permits/management plans on large land-disturbing projects or those taking place in environmentally sensitive areas.

## Energy

Various entities generate and deliver energy (electricity and natural gas) in the Town, including:

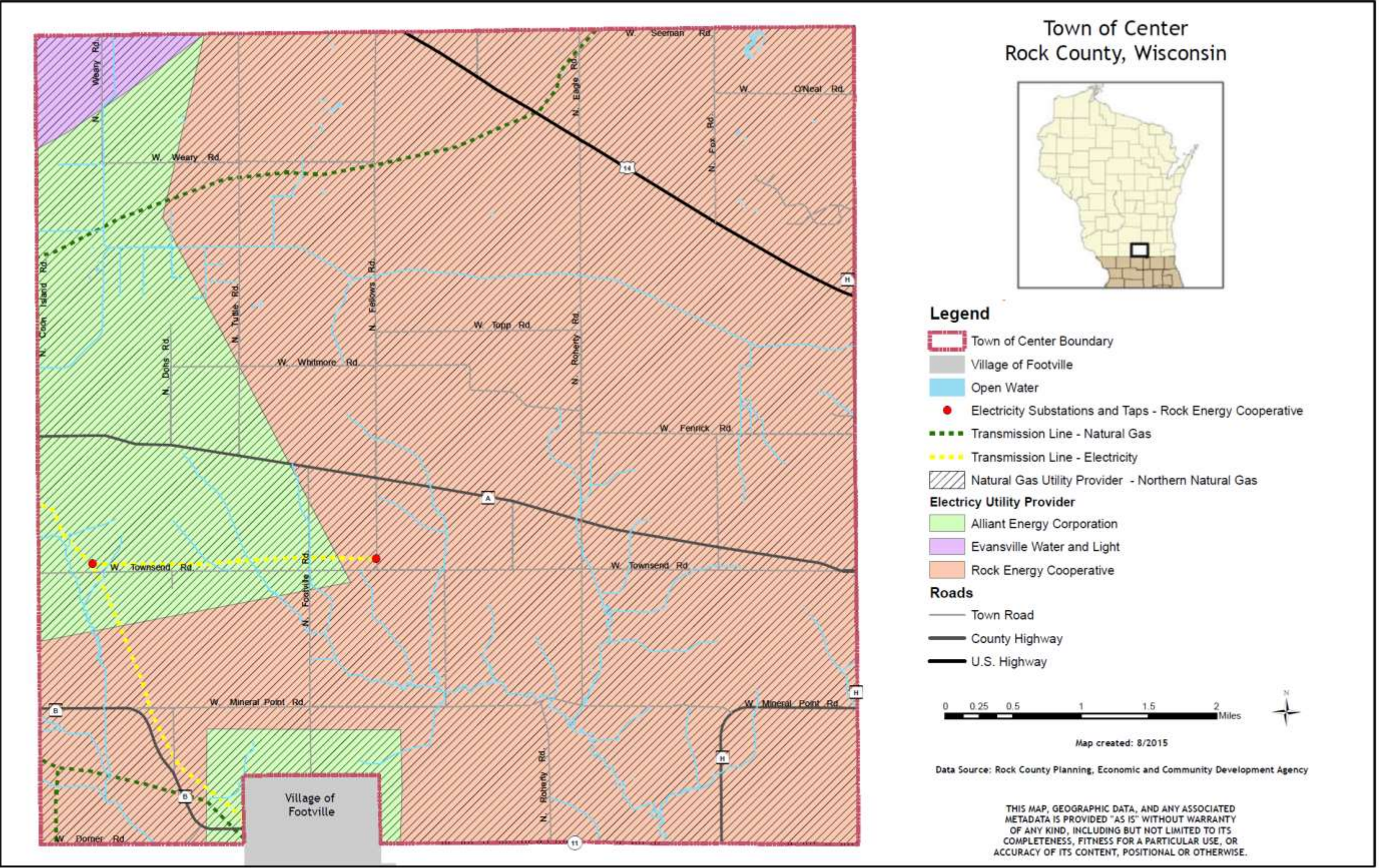
- Alliant Energy Corporation (Wisconsin Power and Light)  
This entity generates and delivers electricity and natural gas in the Town.
- Rock Energy Cooperative (REC)  
This entity, a member of the nationwide Touchstone Energy alliance, purchases and delivers electricity to RCEC members in the Town.
- Evansville Water and Light  
This entity generates and delivers electricity in the Town.
- American Transmission Company (ATC)  
This entity delivers electricity in the Town.
- Northern Natural Gas  
This entity delivers natural gas in the Town.

Map 6.1 displays the various energy entities servicing the Town, including their service territories, facilities, and infrastructure.





Map 6.1:  
Energy



Source: North Is Up Planning Solutions and Rock County Planning, Economic & Community Development Agency - 2015



## Care

No care facilities are located in the Town, although many, in both the public and private sector, are located in close proximity.

The County's Health Department, with offices in the Cities of Janesville and Beloit, aims to promote, protect, and enhance the County's collective health and environment by providing various health-related services. The Department is designated a Level III agency by the State of Wisconsin Division of Public Health, the highest level of State designation for a local health department.

Rock Haven Skilled Nursing Home, operated by the County and located in the City Janesville, provides services and treatments to County residents including the elderly, as well as those in need of rehabilitation, with developmental disabilities, or behavioral, emotional, and psychiatric needs. Rock Haven has three resident care units certified for Medicare and Medical Assistance, including:

- Meadow Place  
This unit provides rehabilitative care, complex medical care, and traditional long-term care, including intensive and skilled nursing care for frail and medically needy adults.
- Harbor Way  
This unit provides structured group activities, psychiatric and behavior interventions, and psychiatric/skilled nursing care for persons with gero-psychiatric disorders or severe and persistent mental illness requiring specialized services.
- Glen Lane  
This unit provides intermediate and skilled nursing care for persons with Alzheimer's Disease or other dementias, activity socialization and life enrichment programs, safety systems, and assistance with living activities.

Private health care facilities are also located in close proximity to the Town, including the following clinics and hospitals offering emergency room and urgent care services:

- |   |   |
|---|---|
| • <u>St. Mary's Hospital</u><br>City of Janesville        | • <u>Mercy Health Mall and Clinic</u><br>City of Janesville |
| • <u>Mercy Hospital</u><br>City of Janesville             | • <u>Dean Clinic East</u><br>City of Janesville             |
| • <u>Health Net of Janesville</u><br>City of Janesville   | • <u>Dean Clinic Riverview</u><br>City of Janesville        |
| • <u>Mercy Clinic East</u><br>City of Janesville          | • <u>Mercy Medical Center</u><br>City of Evansville         |
| • <u>Mercy Michael Berry Clinic</u><br>City of Janesville | • <u>Dean Clinic</u><br>City of Evansville                  |

## Police and Law Enforcement

Police and law enforcement service in the Town is provided through the Rock County. The County Sheriff's Department, with a main and remote office located in the City of Janesville, has jurisdiction over the entire County, including the Town, and employs approximately 90

full-time officers. The Department also manages the County Jail, located in the County Courthouse in the City of Janesville.

### **Fire/Rescue and Emergency Medical**

The voluntary Footville Fire Department, located in Footville, provides the Footville Fire Protection District, in which the Town is located, with fire/rescue and emergency medical services.

### **Emergency**

The County provides for emergency management in the Town through its Emergency Management Agency and Telecommunications Center. The County's Emergency Management Agency, located in the City of Janesville, coordinates County-wide response in support of local governments, to major disasters and emergencies. This agency prepares other governmental entities, volunteer organizations, private business, and citizens to respond to and recover from major emergencies and disasters. The County's Telecommunications Center, located in the City of Janesville, provides 24-hour dispatching services for all County police and law enforcement, and fire/rescue and emergency medical services.

### **Education**

Although no education facilities are located in the Town, the Town is served by quality facilities, including those primary and secondary (K-12<sup>th</sup> grade), post-secondary, and providing library services.

Public secondary education is provided in the Town by two school districts. The southern and southeastern portions of the Town are within the Parkview School District, while the remainder of the Town is in the Evansville School District. The Parkview School District has one primary, one elementary, and one junior/senior high school. The Evansville School District has an elementary, intermediate, middle, and high school.

Post-secondary institutions are also located in close proximity to the Town, including:

- *Blackhawk Technical College*  
This two-year public technical college, located in the City of Janesville, offers comprehensive occupational skills training through Associate Degree, Technical Diploma, Certificate, and Apprenticeship programs. This College offers a wide range of services that assist and support students in fulfilling educational and occupational life goals.
- *University of Wisconsin - Rock County*  
This two year liberal arts transfer campus, located in the City of Janesville, is one of 13 such campuses in the University of Wisconsin system. In addition to offering an Associates degree, this institution offers students the opportunity to begin studies and then transfer to four-year colleges and universities in the State of Wisconsin and throughout the country.
- *University of Wisconsin Extension - Rock County*  
This agency, located in the City of Janesville, extends the knowledge and resources of the University of Wisconsin system in the areas of agriculture, agribusiness, natural resources, family living, and youth development system, to County residents. Extension specialists are University of Wisconsin faculty and/or staff who develop

practical educational programs tailored to local needs based on university knowledge and research.

- University of Wisconsin - Whitewater

This four-year university, located in the City of Whitewater, is one of eleven such campuses in the University of Wisconsin system. This institution offers various undergraduate and graduate (masters) majors and is particularly renowned for its Business program.

Other educational facilities and services available to Town residents include the Arrowhead Library System (ALS), which coordinates the County's public library services. Member libraries are located in the Cities of Evansville and Janesville, and the Village of Orfordville. ALS is a member of the Statewide library system, with access to materials from other State library systems. ALS offers interlibrary loan transactions, nursing home/assisted living collections and jail library services, computer training and technology support, public relations consulting, and collaboration with County 4-H Fair and City of Janesville and Stateline Literary Councils.

### Communications and Media

Multiple communication and media facilities and services are present in the Town, including cellular/land-line tele-communication, internet, cable television, and radio, as follows:

- Tele-Communication (Landline and Cellular)

Landline service is provided by CenturyTel. Multiple cellular tele-communications towers, managed by various providers, are located throughout the Town, providing complete cellular tele-communication coverage.

- Internet (High Speed and Dial Up)

This service is provided by various entities, including Charter Communications and Verizon. The Town does have "dead spot" areas in which high-speed internet service is not available.

- Television

Cable television service is not currently provided in the Town, although satellite television service, including DISH Network and DirectTV, is available.

- Radio

Stations broadcasting from the Cities of Janesville, Madison, and Milwaukee, Wisconsin and Rockford, Illinois, among others, are accessible in the Town.

### Solid Waste

Solid waste management in the Town, including disposal and recycling, is provided by multiple public and private entities, including:

- Rock Disposal

This private entity is contracted by the Town, providing weekly trash disposal and recycling pick-up services.

- The City of Janesville-Rock County Demolition and Sanitary Landfill

This landfill is located in, and owned and operated by, the City of Janesville. The landfill is available to all residential, commercial, and industrial waste generators in the County, and also offers drop-off recycling services. This landfill reached capacity in 2005 and was expanded to ensure continued service to County residents.

## Recreation and Gathering Areas

The Town has limited recreation and gathering areas located within its borders including properties and facilities owned/managed by the Town and other entities, offering a variety of outdoor recreational, educational, and gathering opportunities. These recreational and gathering areas include:

- *The Town of Center Hall*

This structure, located on a 1.6 acre parcel, is used primarily to hold Town and Town-related meetings, as well as providing office space for Town officials.

- *Places of Worship and Cemeteries*

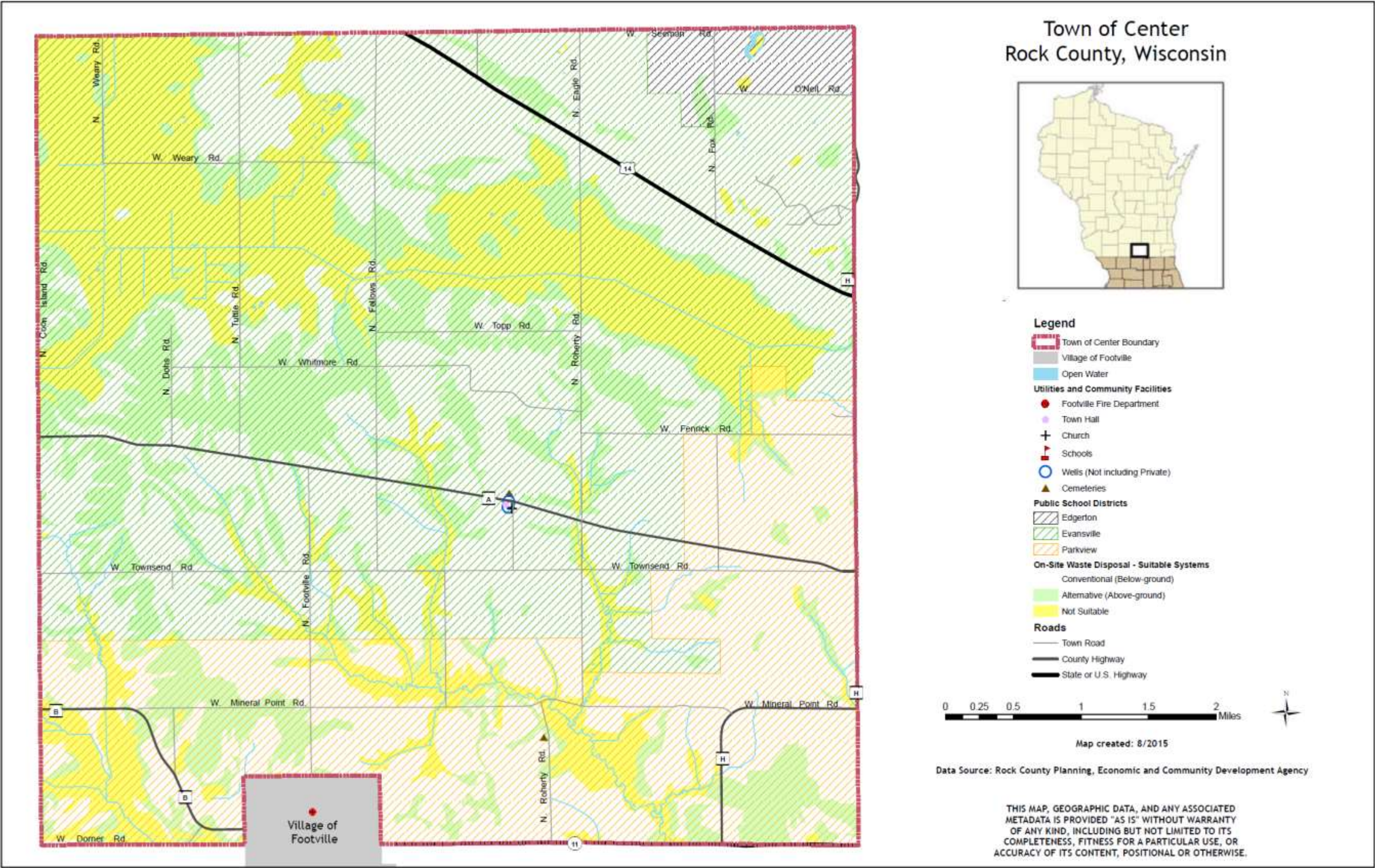
Zion Evangelical Lutheran Church is located in the Town. Additionally, the Cities of Evansville, Footville, Orfordville, and Janesville have various churches and places of worship. Bethel Cemetery, located across County Highway A from the Town Hall, is also located in the Town.

Map 6.2 displays the location of various utilities and community facilities in the Town.





Map 6.2:  
Various Community Facilities



Source: North Is Up Planning Solutions and Rock County Planning, Economic & Community Development Agency - 2015



### 6.3. Utilities and Community Facilities Issues

The following identifies the Town's utilities and community facilities planning issues derived from both analysis of the utilities and community facilities inventory as provided in 6.2. and *Citizen Participation Plan* activities.

- Regional and Town growth will require maintenance, improvement, and/or expansion of all utilities and community facilities in all categories to maintain adequate levels through 2035.
- The majority of utilities and community facilities in the Town are adequate at present levels.
- Adequate public school facilities and sufficient allocation of education resources is a constant issue in growth communities. Public school districts servicing the Town will need to improve and expand current facilities and resources to ensure continued, sufficient levels of educational services to Town students.
- Renewable, alternative energy sources and associated infrastructure are becoming increasingly integrated into the national energy system. Wind and solar energy are popular renewable energy sources due to their relatively low infrastructure development costs and environmental impact.
- Town growth and development will require new wells and on-site waste disposal (septic) systems. The Town has areas that are suitable for new wells and various types of on-site waste disposal (septic) systems, as well as areas that are not suitable. The suitability of an area for a well and on-site waste disposal systems will have implications for the location and type of development in the Town.
- Increasing energy efficiency in the day-to-day operations of government is becoming paramount, due to environmental and socio-economic costs of contemporary dominant sources.
- The WDNR's *State Trails Network Plan (2003)* has identified County Highway A, as it runs through the Town, as an "unofficial trail connection" for the Ice Age Scenic Trail.

Figure 6.1 displays the present conditions of utilities and community facilities in the Town, in addition to future issues and opportunities through 2035.



Figure 6.1:  
  
Community and Utility Facilities -  
Present Conditions and Future Issues and Opportunities (2015-2035)

Utilities and Community Facilities	Present Conditions	Future Issues: 2015-2035
Water and Wastewater		
• Municipal Wells	Adequate	• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
• Transient Non-Community (TNC) Wells	Adequate	• Utilize the Town of Center’s Future Land Use Map (Map III.1) in determining siting of new wells
• Private Wells	Adequate	• Utilize the Town of Center’s Future Land Use Map (Map III.1) in determining siting of new wells
• On-Site Waste Disposal (Septic) Systems	Adequate	• Utilize the Town of Center’s Future Land Use Map (Map III.1) in determining siting of new systems
Stormwater		
Rock County Storm Water Management Ordinance (Chapter 28 - Municipal Code of the County of Rock)	Adequate	• Support revision and administration of Storm Water Management Ordinance (Chapter 4, Subchapter 2, Part 8 - Code of Ordinances, Rock County) as needed to maintain present conditions
Energy		
• Alliant Energy Corporation	Improvement needed	• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
• Rock Energy Cooperative (REC)	Adequate	• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
• American Transmission Company (ATC)	Improvement needed	• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
• ANR Pipeline Company	Adequate	• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
• Northern Natural Gas	Adequate	• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Care		
• County	Adequate	• Normal and reasonable maintenance, investment for expansion intended within planning period
• Private	Adequate	• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Police and Law Enforcement		
• Rock County Sheriff’s Department	Adequate	• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Fire/Rescue and Emergency Medical Services		
• Footville Fire Department	Adequate	• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Emergency		
• Rock County Emergency Management Agency and Telecommunications Center	Adequate	• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Education		
• Evansville Public School District		• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
• Orfordville Parkview Public School District	Adequate	• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
• Post-secondary institutions	Adequate	• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
• Public library	Adequate	• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Solid Waste		
• City/County landfill	Adequate	• Normal and reasonable maintenance, Improvement, and/or expansion to maintain present conditions
• Pick-up services	Adequate	• Contract with applicable private entity to maintain adequate service levels
Communications and Media		
• Tele-Communication (Landline and cellular)	Adequate	• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
• Internet (High speed and dial up)	Improvement needed	• Additional investment to maintain adequate service levels
• Television and radio	Adequate	• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Recreation and Gathering Areas		
• Outdoor recreation areas	Improvement needed	• Support implementation of <i>The Rock County Outdoor Recreation and Open Space (POROS) Plan: 2010-2015</i> and the Village of Footville and City of Evansville’s parks plans and initiatives
• Town of Center Hall	Adequate	• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
• Places of worship and cemeteries	Adequate	• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions

## Chapter 7 - Economic Development

Per State of Wisconsin Statute 66.1001 - Comprehensive Planning (2)(f), the Economic Development Element of a community's comprehensive plan is to be:

*"A compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the local governmental unit, including an analysis of the labor force and economic base of the local governmental unit. The element shall assess categories or particular types of new businesses and industries that are desired by the local governmental unit. The element shall assess the local governmental unit's strengths and weaknesses with respect to attracting and retaining businesses and industries, and shall designate an adequate number of sites for such businesses and industries. The element shall also evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The element shall also identify county, regional and state economic development programs that apply to the local governmental unit."*

This Chapter provides information on economic development in the Town. 7.1. introduces the concept of economic development planning. 7.2. inventories economic development in the Town, whereas 7.3. identifies Town economic development issues.

### 7.1. Economic Development Planning

Economic development creates jobs in a community, increasing both the community's tax base and its resident's incomes, ultimately improving its quality of life.

Planning for economic development is vitally important in assuring a community remains vibrant. In simplest terms, economic development, in the form of jobs and commercial, industrial, and working (agriculture and natural resource extraction) land uses, pays the bills. Various studies have shown that commercial, industrial, and working land uses often generate more tax revenue for a community than they cost the community to provide services. An increased tax base ensures a community is able to provide vital, high-quality services to its residents.

A community's residents desire quality goods, services, and jobs in close proximity to where they live. A community needs to recognize elements that attract business/industry and utilization of working lands, including location, existing and potential facilities, operating costs, climate, work force characteristics, resources, and quality of life, as well as those that offer opportunities to retain and expand business/industry and utilization of working lands, including operating costs and markets, and clustering of similar business/industrial sectors.

In planning for economic development, a rural community is essentially tasked with preserving its working lands, while concurrently allowing for responsible, appropriate business/industrial growth and development. Projected Town growth through 2035 will require thoughtful and comprehensive economic development planning to ensure continued community vibrancy.

### 7.2. Economic Development Inventory

Inventoried a community's economic development provides valuable insight into its present economic development conditions and economic development trends, vital in determining its desired future economic development conditions. The following inventories economic development conditions in the Town, utilizing the following categories:

- Existing Economic Development
- Economic Development Trends

## Existing Economic Development

- Work Force**

For the purposes of this *Plan*, work force shall be defined as those members of the Town's population age 16 years or older employed or seeking employment. Figure 7.1 displays the employment status of the Town's population age 16 years and older in 2013.

**Figure 7.1:**  
**Employment Status of Work Force: 2000**

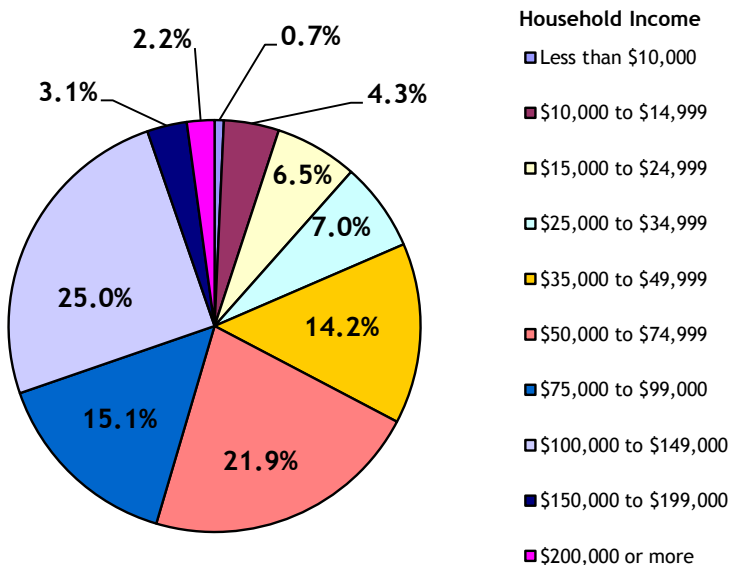
Employment Status	Population Age 16 Years and Older	
	Number	Percent
Civilian Work Force	636	68.8%
Employed	623	98.0%
Unemployed	13	2.0%
Armed Forces	0	0.0%
Not In Work Force	288	31.2%
<b>TOWN TOTAL</b>	<b>924</b>	<b>100.0%</b>

Source: United States Bureau of the Census - 2013

Figure 7.1 indicates 68.8% (636) of the Town's population age 16 years and older in 2013 was in the Civilian Work Force, with 98.0% (623) Employed. Figure 7.1 also indicates the Town's unemployment rate in 2013 was 2.0%.

Figure 7.2 categorizes household income in the Town in 2013, as well as displaying the Town's median household income in comparison to other relevant communities.

**Figure 7.2:**  
**Household Income: 2013**



Community	Median Household Income
Town of Center	\$72,841
Town of Porter	\$64,583
Town of Plymouth	\$63,824
Town of Janesville	\$81,591
Town of Magnolia	\$51,000
Village of Footville	\$44,583
Village of Ordfordville	\$54,286
City of Evansville	\$61,802
City of Janesville	\$49,020
Rock County	\$49,435
State of Wisconsin	\$52,413

Source: United States Bureau of the Census - 2013

Figure 7.2 indicates the largest percent (25.0%) of households in the Town earned \$100,000 to \$149,000 in 2013, whereas almost a third (32.7%) earned \$49,999 or less. Figure 7.2 also indicates the Town's median household income (\$72,841) in 2013 was the second highest of all communities identified.

Figure 7.3 displays the Town's employed work force by industry in 2013.

**Figure 7.3:**  
**Industry of Employed Work Force: 2013**

Industry	Employed Work Force	
	Number	Percent
Construction, Mining, and Natural Resources	126	20.2%
Manufacturing	97	15.6%
Transportation and Utilities	53	8.5%
Wholesale and Retail Trade	76	12.2%
Finance, Insurance, and Real Estate	28	4.5%
Services	243	39.0%
<b>TOWN TOTAL</b>	<b>623</b>	<b>100.0%</b>

Source: United States Bureau of the Census - 2013

Figure 7.3 indicates the Services industry category employed the largest (243 and 39.0%) segment of the Town's employed work force, whereas the Manufacturing category employed the second largest (126 and 20.2%) segment, in 2013.

Figure 7.4 displays the commuting method of the Town's employed work force and mean commuting time in 2013.

**Figure 7.4:**  
**Commuting Method of Employed Work Force  
and Mean Commuting Time: 2013**

Commuting Method	Employed Work Force	
	Number	Percent
Car, Truck, or Van - Singularly Occupied	433	70.4%
Car, Truck, or Van - Carpool	96	15.6%
Public Transit	0	0.0%
Walk	0	0.0%
Work at Home	77	12.5%
Taxi, motorcycle, or other means	9	1.5%
<b>TOWN TOTAL</b>	<b>615</b>	<b>100%</b>
<b>MEAN COMMUTING TIME (MINUTES)</b>	<b>25.8</b>	

Source: United States Bureau of the Census - 2013

Figure 7.4 indicates the largest segment (433 and 70.4%) of the Town's employed work force utilized a Car, Truck, or Van - Singularly Occupied to commute to work in 2013. Figure 7.4 also indicates that the mean commuting time for the Town's employed work force in 2010 was 25.8 minutes.

- *Business and Industry*

The Town has limited business (largely home occupations and a few quarries and construction yards), and no industry, given its small population and agricultural land base.





## Economic Development Trends

- Work Force

Figure 7.6 displays the Town's work force by employment status from 1990 to 2013.

**Figure 7.6:**  
**Employment Status of Work Force: 1990-2013**

Employment Status	Population Age 16 Years and Older							
	1990		2000		2013		Change: 1990-2013	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Civilian Work Force	486	74.3%	629	77.9%	636	68.8%	150	-5.5%
Employed	465	95.7%	616	97.9%	623	98.0%	158	2.3%
Unemployed	21	4.3%	13	2.1%	13	2.0%	-8	-2.3
Armed Forces	N/A	N/A	0	0.0%	0	0.0%	N/A	N/A
Not In Work Force	168	34.6%	178	22.1%	288	31.2%	120	3.4%
<b>TOWN TOTAL</b>	<b>654</b>	<b>100.0%</b>	<b>807</b>	<b>100.0%</b>	<b>924</b>	<b>100.0%</b>	<b>N/A</b>	<b>N/A</b>

Source: United States Bureau of the Census - 1990, 2000, and 2013

Figure 7.6 indicates the percent of the Town's population age 16 years and older in the Civilian Work Force has increased in number (150), but decreased in percent (-5.5%) of total Town population age 16 year and older, from 1990 to 2013. Figure 7.6 also indicates the unemployment rate in the Town has decreased (-2.3%) from 1990 to 2013.

Figure 7.7 displays the median household income in the Town in comparison to other relevant communities from 1990 to 2013.

**Figure 7.7:**  
**Median Household Income: 1990-2013**

Community	1990	2000	2013	Change: 1990-2013	
				Number	Percent
Town of Center	\$34,423	\$59,479	\$72,841	\$34,418	100.0%
Town of Porter	\$34,118	\$51,250	\$64,583	\$30,465	89.3%
Town of Plymouth	\$37,763	\$57,969	\$63,824	\$26,061	69.0%
Town of Janesville	\$46,471	\$68,567	\$81,591	\$35,120	75.6%
Town of Magnolia	\$27,333	\$45,924	\$51,000	\$23,667	86.6%
Village of Footville	\$28,676	\$46,875	\$44,583	\$15,907	55.5%
Village of Orfordville	\$29,185	\$46,875	\$54,286	\$25,101	86.0%
City of Evansville	\$24,854	\$44,229	\$61,802	\$36,948	148.7%
City of Janesville	\$31,583	\$45,961	\$49,020	\$17,437	55.2%
Rock County	\$30,632	\$40,551	\$49,435	\$18,803	61.4%
State of Wisconsin	\$29,442	\$43,791	\$52,413	\$22,971	78.0%

Source: United States Bureau of the Census - 1990, 2000, and 2013

Figure 7.8 indicates the Town is in the upper range in both number (\$34,418) and percent (100.0%) increase in median household income in comparison to other relevant communities from 1990 to 2013.

Figure 7.8 displays the Town's employed work force by industry from 1990 to 2013.

**Figure 7.8:**  
**Industry of Employed Work Force: 1990-2013**

Industry	Employed Work Force					
	2000		2013		Change: 2000-2013	
	Number	Percent	Number	Percent	Number	Percent
Construction, Mining, and Natural Resources	109	17.7%	126	20.2%	17	2.5%
Manufacturing	147	23.9%	97	15.6%	-50	-8.3%
Transportation and Utilities	47	7.6%	53	8.5%	6	0.9%
Wholesale and Retail Trade	88	14.3%	76	12.2%	-12	-2.1%
Finance, Insurance, and Real Estate	30	4.9%	28	4.5%	-2	-0.4%
Services	195	31.6%	243	39.0%	48	7.4%
<b>TOWN TOTAL</b>	<b>616</b>	<b>100.0%</b>	<b>623</b>	<b>100.0%</b>	<b>625</b>	<b>N/A</b>

Source: United States Bureau of the Census - 1990, 2000, and 2013

Figure 7.8 indicates the Services industry experienced the largest number (48) and percent (7.4%) increase in workers of all industry categories from 2000 to 2013. Figure 7.8 also indicates those Town workers employed in the Manufacturing industry experienced the largest percent decrease (-8.3%) of all industry categories during this same time period.

Figure 7.9 displays the commuting method of the Town's employed work force from 1990 to 2013.

**Figure 7.9:**  
**Commuting Method of Employed Work Force: 2000-2013**

Commuting Method	Employed Work Force					
	2000		2013		Change: 2000-2013	
	Number	Percent	Number	Percent	Number	Percent
Car, Truck, or Van - Singalarly Occupied	504	83.2%	433	70.4%	93	11.7%
Car, Truck, or Van - Carpool	46	7.6%	96	15.6%	24	4.4%
Public Transit	0	0.0%	0	0.0%	0	0.0%
Walk	11	1.8%	0	0.0%	-11	-1.8%
Work at Home	36	5.9%	77	12.5%	41	6.6%
Taxi, motorcycle, or other means	9	1.5%	9	1.5%	0	0.0%
<b>TOWN TOTAL</b>	<b>606</b>	<b>100.0%</b>	<b>615</b>	<b>100.0%</b>	<b>N/A</b>	<b>N/A</b>

Source: United States Bureau of the Census - 1990, 2000, and 2013

Figure 7.9 indicates that segment of the Town's employed work force that commutes by a Car, Truck, or Van - Singularly Occupied experienced the largest increase (93 and 11.7%) from 2000 to 2013. Figure 7.9 also indicates those workers in the Town who Walk to work experienced the largest percent decrease (-1.8%) during this same time period.

### 7.3. Economic Development Issues

The following identifies the Town's economic development issues derived from both analysis of the economic development inventory as provided in 7.2. and Citizen Participation Plan activities.

- The Town's geography has and will contribute to slow economic growth and development, given its proximity to U.S. Highway 14 and various growing urban areas including the Cities of Janesville and Evansville. Given its geography, the Town should promote and encourage new economic development opportunities that focus on local businesses and local food production and distribution (restaurants and retail).
- The Town currently has an extremely limited commercial base, given its small population and agricultural land base. This trend is likely to continue.
- The Town's population trends and projections indicate extremely slow growth through 2035. Population trends and projections for neighboring communities such as the Village of Footville and City of Janesville exhibit similar growth rates, whereas the City of Evansville exhibits higher growth rates. Increasing population in the Town, and Cities and Village, will similarly increase the size and diversity of the Town's work force.
- The Town's unemployment rate has dropped dramatically over the past 20 years, indicating an increasingly stable work force.
- The Town's median household income has historically been in the upper tier in comparison to other relevant communities, as has its historical income increase. These trends indicate an increasingly affluent community, a major factor in attracting and retaining retail/service business.
- The Town's existing distribution of household incomes is fairly balanced, indicating a stable work force with adequate employment opportunities.
- The majority of the Town's employed work force has historically been in the Construction, Mining, and Natural Resources, Manufacturing, or Services industry. However, given recent regional trends, it is likely that the segment of the Town's employed work force in the Services industry will continue to increase, the segment in the Construction, Mining, and Natural Resources industry will stay relatively steady, and the segment in the Manufacturing industry will continue to decrease.
- The vast majority of the Town's employed work force commutes utilizing a Car, Truck, or Van - Singularly Occupied. This trend is increasing and is likely to continue and will have various implications for the location of any new businesses in the Town. The Town will likely influence this trend through its future land use planning.
- The Town has no open (ongoing cleanup) brownfield sites within its borders.

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## Chapter 8 - Inter-government Relations

Per State of Wisconsin Statute 66.1001 - Comprehensive Planning (2)(g), the Intergovernmental Cooperation Element of a community's comprehensive plan is to be:

*"A compilation of objectives, policies, goals, maps, and programs for joint planning and decision making with other jurisdictions, including school districts, drainage districts, and adjacent local governmental units, for siting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts, drainage districts, and adjacent local governmental units, and to the region, the state and other governmental units. The element shall consider, to the greatest extent possible, the maps and plans of any military base or installation, with at least 200 assigned military personnel or that contains at least 2,000 acres, with which the local governmental unit shares common territory. The element shall incorporate any plans or agreements to which the local governmental unit is a party under s. 66.0301, 66.0307 or 66.0309. The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts."*

This Chapter provides information on the Town's relations with other relevant government units. 8.1. introduces the concept of inter-government relations planning. 8.2. inventories government units providing services within or in close proximity to the Town. 8.3. identifies the Town's inter-government relations issues.

### 8.1. Inter-government Relations Planning

The primary goal of a governmental unit is to best serve the interests of its constituents in the most responsible, efficient, and economical manner. The contemporary governing model in the United States, in which a broad array of overlapping governmental units provide varying levels of service, requires a cooperative, constructive relationship between these units to ensure achievement of this goal.

However, cooperative, constructive relations between government units is often difficult as these units likely have disparate opinions and methods as to how to most responsibly, efficiently, and economically serve their constituents. Furthermore, impediments to cooperative, constructive inter-government relations are often exacerbated when overlapping government units, such as a County and a Town, provide different services to the same constituents.

Thus, given this contemporary governing model, compromise and communication between government units is vital to ensure constructive, cooperative inter-government relations so as to ultimately achieve government's goal of serving all constituents in the most responsible, efficient, and economical manner.

The Town, in addition to providing vital services to its residents, also relies on various other government and quasi-government entities, including the County, to provide services. The Town must maintain and improve its relations with these entities, working cooperatively and constructively, to ensure vital services are provided to Town residents at adequate levels in a timely, efficient, equitable, and affordable manner.

### 8.2. Inter-government Relations Inventory

Various and diverse government units, and quasi-government entities, provide services vital to the Town and its residents. The following inventories the government units and entities providing these services utilizing the following categories:

- General-Purpose Districts - Town (5), County (1), and Village (1)
- Special-Purpose Districts - School (2) and Other (1)
- State (7)
- Federal (6)

### General-Purpose Districts - Town, County, and City

General-purpose districts provide a wide array of vital services, including but not limited to, police and law enforcement, street repair and maintenance, and water management, to residents living within their borders. These districts, termed local government units, conform to municipal boundaries and include Towns, Counties, and Cities. General-purpose districts are organized, with powers and duties granted, per State of Wisconsin Statutes, Chapters 59, 60, 62, and 66. These Statutes designate Counties and Towns as unincorporated local government units, generally providing a narrower array of services to a predominately rural population, and Cities as incorporated government units, generally providing a broader array of services to a predominately urban population. The Town is served directly by two general-purpose districts (Town of Center and Rock County) and shares a border with, or is in close proximity to, six other general-purpose districts (four Towns and two Cities). The following identifies these districts:

- *Town of Center*  
The Town is governed by a Board, comprised of five elected supervisors, with one serving as Chair. The Board oversees the daily operations of Town services and sets the Town's long-term policies by administering, creating, modifying, and/or repealing Town ordinances, approving the Town budget, and appointing a five-member Planning and Zoning Committee. This Committee hears planning and development proposals, and provides recommendations regarding the proposals to the Board. The Town has fixed boundaries and its long-range planning interests include preservation of productive agricultural and environmentally sensitive open space lands, and responsible housing and associated development in appropriate, designated locations
- *Town of Porter*  
This Town is governed by a Board, comprised of five elected supervisors, with one serving as Chair. The Board oversees the daily operations of Town services and sets the Town's long-term policies by administering, creating, modifying, and/or repealing Town ordinances, approving the Town budget, and appointing a five-member Planning and Zoning Committee. This Committee hears planning and development proposals, providing a recommendation regarding the proposal to the Board. This Town borders the Town of Center to the north. This Town has fixed boundaries and its long-range planning interests include preservation of productive agricultural environmentally sensitive open space lands, and responsible housing and associated development in appropriate, designated locations.
- *Town of Plymouth*  
This Town is governed by a Board, comprised of five elected supervisors, with one serving as Chair. The Board oversees the daily operations of Town services and sets the Town's long-term policies by administering, creating, modifying, and/or repealing Town ordinances, approving the Town budget, and appointing a five-member Town Planning and Zoning Committee. This Committee hears planning and development proposals, providing a recommendation regarding the proposal to the Board. This Town borders the Town of Center to the south. This Town has fixed boundaries and its long-range planning interests include preservation of productive agricultural and environmentally sensitive lands, and responsible housing and associated development in appropriate, designated locations.

- *Town of Janesville*  
This Town is governed by a Board, comprised of five elected supervisors, with one serving as Chair. The Board oversees the daily operations of Town services and sets the Town's long-term policies by administering, creating, modifying, and/or repealing Town ordinances, approving the Town budget, and appointing a three-member Planning and Zoning Committee. This Committee hears planning and development proposals, providing a recommendation regarding the proposal to the Board. This Town borders the Town of Center to the east. This Town has fixed boundaries and its long-range planning interests include preservation of productive agricultural and environmentally sensitive open space lands, and responsible housing and associated development in appropriate, designated locations.
- *Town of Magnolia*  
This Town is governed by a Board, comprised of five elected supervisors, with one serving as Chair. The Board oversees the daily operations of Town services and sets the Town's long-term policies by administering, creating, modifying, and/or repealing Town ordinances, approving the Town budget, and appointing a five-member Planning and Zoning Committee. This Committee hears planning and development proposals, providing a recommendation regarding the proposal to the Board. This Town borders the Town of Center to the west. This Town has fixed boundaries and its long-range planning interests include preservation of productive agricultural and environmentally sensitive lands, and responsible housing and associated development in appropriate, designated locations.
- *Rock County*  
The County is comprised of 20 Towns, three Villages, and six Cities, and is governed by a Board of Supervisors, consisting of 29 elected members representing the County's various geographical regions. The Board of Supervisors, headed by a Chair, sets the County's long-term policies by administering, creating, modifying, and/or repealing County ordinances, approving the County budget, and staffing various committees governing the County's services. The Board of Supervisors also appoints a County Administrator, responsible for overseeing the daily operations of County services. The Town is within the County. The County has fixed boundaries and its long-range planning interests include preservation of productive agricultural and environmentally sensitive open space lands, and responsible housing, commercial, industrial, and associated development in appropriate, designated locations.
- *Village of Footville*  
This Village is governed by a Board of Trustees, comprised of six Trustees, with one Trustee serving as President. The Board sets the Village's long-term policies by administering, creating, modifying, and/or repealing Village ordinances, approving the Village budget, and staffing various committees governing the Village's services. This Village is located in the south-central portion of Center Township (a 36-square mile, geographical entity), surrounded by the Town on its east, west, and south. The Village has fluctuating, expanding boundaries and its long-range planning interests include responsible housing, commercial, industrial, and associated development in appropriate, designated locations, and protection of environmentally sensitive open space lands.
- *City of Evansville*  
This City is governed by a Common Council, comprised of eight Alders and a Mayor, with one Alder serving as President. The Council sets the City's long-term policies by administering, creating, modifying, and/or repealing City ordinances, approving the City budget, and staffing various committees governing the City's services. This City is



approximately 0.5 miles from the Town's northwest corner. The City has fluctuating, expanding boundaries and its long-range planning interests include responsible housing, commercial, industrial, and associated development in appropriate, designated locations, and protection of environmentally sensitive open space lands.

### Special-Purpose Districts - School and Other

Special-purpose districts differ from general-purpose districts in providing a single or a few focused services, including but not limited to, public education, fire protection, and sewer service/water management, to residents living within their borders. These districts often cross general-purpose district boundaries, and are organized, with powers and duties granted, per State of Wisconsin Statute, Chapter 60 and 120. The Town is served by two types of special-purpose districts, School and Other. The following identifies these districts:

- *Evansville School District*  
This District provides public secondary (kindergarten through 12<sup>th</sup> grade) education to students living within its borders. This District is governed by a School Board consisting of seven elected members that also appoint a Superintendent to oversee the District's daily operations. The whole of the Town, except its southern and southeastern portions, is within this District.
- *Parkview School District*  
This District also provides public secondary (kindergarten through 12<sup>th</sup> grade) education to students living within its borders. This District is governed by a School Board consisting of seven elected members that also appoint a Superintendent to oversee the District's daily operations. The southern and southeastern portions of the Town are within this District.
- *Footville Fire Protection District*  
This Fire District is governed by a body composing officials from those municipalities served by the District. The Town Board chair serves as the Town's representative on this governing body.

### State

State governments wield all governmental powers reserved to them, per the United States Constitution. The State of Wisconsin's Constitution dictates the structure of the State government, delineating three branches, the Executive, Legislative and Judicial. The State's Constitution is carried out through various statutes, administrative codes, and legislative acts. Administration and enforcement of these statutes, codes, and acts is undertaken by State agencies. The Town is served by various State agencies, including but not limited to, the following:

- *Department of Transportation (WisDOT)*  
This Department promotes and financially supports automobile, air, rail, and water transportation, as well as bicycle and pedestrian facilities in the State of Wisconsin, including planning, building, and maintaining the State's highways and Interstate highway system, and sharing the costs of building and operating County and local government transportation systems. WisDOT has a central office in the City of Madison. The Town is also in the Department's Southwest Region, with offices located in the City of LaCrosse and Madison.

- *Department of Natural Resources (WDNR)*  
This Department is dedicated to the preservation, protection, management, and maintenance of the State of Wisconsin's natural resources. WDNR has a central office in the City of Madison. The Town is in the Department's South-central Region, with an office located in the City of Janesville.
- *Department of Agriculture, Trade and Consumer Protection (DATCP)*  
This Department is responsible for protecting water and soil, and animal and plant health, ensuring the viability of the State's agriculture industry both domestically and internationally. DATCP has a central office located in the City of Madison. The Town is also in the Department's Madison Region, with an office located in the City of Madison.
- *Wisconsin Housing and Economic Development Authority (WHEDA)*  
This Authority links State of Wisconsin residents and communities to affordable housing and economic development opportunities by providing construction, rehabilitation, and permanent mortgage loans to eligible sponsors of housing projects for low and moderate-income households. The Town is served by a WHEDA office located in the City of Madison.
- *State of Wisconsin Historical Society (WHS)*  
This Society, both a State of Wisconsin Agency and a private membership organization, helps people connect to the past by collecting, preserving, and sharing information vital in the telling and interpretation of the State of Wisconsin's history. The Town is served by this Society's central office located in the City of Madison.
- *Wisconsin Economic Development Corporation*  
This Corporation promotes safe and healthy communities by ensuring the State of Wisconsin is a viable place in which to live and do business. This Corporation strives to retain and create quality jobs in the State by providing development assistance in areas such as marketing, business and community finance, exporting, small business advocacy, and manufacturing assessments. The Town is served by this Corporation's central office located in the City of Madison.
- *Department of Workforce Development*  
This Department is charged with building and strengthening the State of Wisconsin's workforce, by providing job services, including training and assistance to both employers, employees, and the unemployed. The Town is served by this Department's central office located in the City of Madison. Additionally, the Rock County Job Center, located in the City of Janesville and administered by the Department, also services the Town.

## Federal

The United States Government is organized on principles put forth in its Constitution. The United States Constitution delineates three branches of government, the Executive, Legislative, and Judicial, and reserves numerous rights for States. The Constitution is carried out through various laws, regulations, and legislative acts. Administration and enforcement of these laws, regulations, and acts is undertaken by Federal agencies. The Town is served by various Federal agencies, including:

- *Department of Agriculture (USDA)*  
This Department manages the Nation's agricultural resources by expanding markets, both domestically and internationally, for agricultural products, providing financing to

expand rural housing, utilities, infrastructure, and job opportunities, reducing foodborne hazards, improving health through food assistance and nutrition education, and managing agricultural lands cooperatively with other levels of government and the private sector. The Town is served by a USDA field office located in the City of Janesville.

- *Housing and Urban Development Agency (HUD)*

This Agency is responsible for policy and programs that address the Nation's housing needs, thereby improving and developing the Nation's communities. The Town is in HUD's Region 5, with an office located in the City of Milwaukee.

- *Environmental Protection Agency (EPA)*

This Agency implements Federal regulatory laws, through enforcement and by setting national standards that States enforce through their own regulations, to protect human health and the environment. Almost half of this Agency's budget goes towards grants to State environmental programs, various non-profits organizations, and other entities. Additionally, this Agency works with various partners, including State and local governments to conserve water and energy, minimize greenhouse gases, and re-use solid waste. The Town is in EPA's Region 5, with an office located in the City of Chicago, Illinois.

- *Fish and Wildlife Service (USFW)*

This Service conserves, protects, and enhances the Nation's fish and wildlife resources, by enforcing Federal wildlife laws, conserving and restoring wildlife habitat such as wetlands and fisheries, providing educational and outreach opportunities, and distributing aid to State fish and wildlife agencies. The Town is in the Service's Leopold Wetland Management District, with an office located west of the City of Portage, Wisconsin.

- *Department of Labor (DOL)*

This Department fosters and promotes the welfare of the Nation's job seekers, wage earners, and retirees by improving working conditions, advancing opportunities for profitable employment, protecting retirement and health care benefits, helping employers find workers, strengthening free collective bargaining, and tracking changes in employment, prices, and other national economic measurements. This Department administers a variety of Federal labor laws including those that guarantee workers' rights to safe and healthful working conditions, a minimum hourly wage and overtime pay, freedom from discrimination, unemployment insurance, and other income support. The Town is served by this Department's state office located in the City of Madison.

- *Economic Development Administration (EDA)*

This Administration works to promote innovation and competitiveness in the Nation's economic development, preparing it for growth and success in the worldwide economy. This Administration works to generate jobs, retain existing jobs, and stimulate industrial and commercial growth in economically distressed areas experiencing high unemployment, low income, or other severe economic distress. This Administration works in partnership with state and local governments, regional economic development districts, public and private nonprofit organizations, empowering them to develop and implement economic development and revitalization strategies. The Town is in the Administration's Chicago Region, with an office located in the City of Chicago, Illinois.

### 8.3. Inter-government Relations Issues

The following identifies the Town's inter-government relations issues derived from both analysis of the inter-governmental relations inventory as provided in 8.2 and *Citizen Participation Plan* activities.

- The Village of Footville, the City of Evansville, and the Town have both similar and differing long-term planning and development interests.
- The Village of Footville's and the City of Evansville's ETJ Areas (extending 1.5 miles out from the Village's and City's boundaries respectively) allows the Village and City development review authority over any proposed Town development within these areas. The Village's ETJ area (Map 2.1) extends into the Town's south-central portion, and the City's ETJ area (Map 2.1) extends into the Town's northwest portion.
- The WDNR's *State Trails Network Plan (2003)* has identified County Highway A, as it runs through the Town, as an "unofficial trail connection" for the Ice Age Scenic Trail.



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## Chapter 9 - Implementation

Per State of Wisconsin Statute 66.1001 - Comprehensive Planning (2)(i), the Implementation Element of a community's comprehensive plan is to be:

*"A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in pars. (a) to (h). The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. A comprehensive plan under this subsection shall be updated no less than once every 10 years."*

This Chapter provides information on *Plan* implementation. 9.1. provides a rationale for planning for implementation, whereas 9.2. inventories *Plan* implementation mechanisms and procedures.

### 9.1. Implementation Planning

A plan must be implemented for it to have an effect. Simply stated, an unimplemented plan is an unused plan. In addition to various other factors, plan implementation often falters due to the plan's failure to clearly delineate a framework for implementation. Plan development often becomes the end of the planning process, rather than achievement of the plan goals and objectives through policy implementation. Planning for policy implementation is a key to ensure achievement of a plan's goals and objectives.

Identification of policy tools, timelines, indicators, and the process for plan adoption, updates, and amendments, offers a path towards developing an implementation framework, ultimately ensuring full, timely, and efficient plan implementation. Policy tools, in the form of government agencies/departments, plans, and programs, government regulations, and government-non government partnerships, are the means by which a plan's policies can be implemented. Timelines delineate a specified time period in which a policy should be implemented, providing for an objective evaluation of plan implementation, whereas indicators gauge progress towards policy implementation and achievement of goals and objectives. Plan adoption provides a legal basis for plan implementation, whereas plan updates and amendments ensure the plan will continue to evolve and adapt to unforeseen issues, new trends and concepts, and public and political sentiment.

### 9.2. Implementation Inventory

An implementation inventory identifies the mechanisms and procedures that provide a framework and path towards full, timely, and efficient implementation of a plan. The following inventories information vital to ensure this *Plan's* implementation, utilizing the following categories:

- **Policy Tools**
- **Policy Timelines and Indicators**
- ***Plan* Adoption, Updates, and Amendments**

## Policy Tools\*

Policy tools are grouped into five categories, as follows:

1. Existing Government Agencies/Departments, Programs, and Plans
2. Potential Government Agencies/Departments, Programs, and Plans
3. Existing Government Regulations
4. Potential Government Regulations
5. Government and Non-Government Partnerships

All policy tools are codified indicating the tool's category (as stated above), jurisdiction level (Town, County, Regional, State, or Federal), the applicable Agency/Department, Program, or Plan, and, if relevant, the Agency/Department Division. As an example, the existing Economic Development Division of the County's Planning, Economic, and Community Development Agency would be codified as 1.1.A.c.

### 1. Existing Government Agencies/Departments, Programs, and Plans

#### 1.1. Town

- 1.1.A. *Board*: This Board is composed of three elected members responsible for governing the Town.
- 1.1.B. *Planning and Zoning Committee*: This Committee is composed of five members appointed by the Town Board to provide recommendations to the Board regarding planning, zoning, and development issues in the Town.
- 1.1.C. *Administrative/Support Staff*: This Staff is composed of an elected Clerk, Deputy Clerk, and Treasurer, and Building Inspector, Police Chief, and Fire Chief, responsible for various services vital to the Town.

#### 1.2. County

- 1.2.A. *Planning, Economic & Community Development Agency*: This Agency provides technical assistance and oversight on various planning and development activities in the County. This Agency is comprised of five service Divisions, including:
  - a. *Strategic and Comprehensive Planning Division*: This Division formulates, or assists in the formulation, of plans, programs, policies, and ordinances to ensure orderly and sustainable development for County residents and municipalities. The *County's Agriculture Plan - 2013 Update*, *Comprehensive Plans* for various County municipalities, and the *2010 Rock County Land Use Inventory* were developed by this Division.
  - b. *Development Review, Land Divisions, and Enforcement Division*: This Division administers and enforces plans, policies, and ordinances to ensure orderly and sustainable development for County residents and municipalities. The County's Zoning and Access Control Ordinances (Chapter 4, Subchapter 1, Parts 2-5 - Code of Ordinances, Rock County) and Land Division and Management Ordinance (Chapter 4, Subchapter 1, Part 1 - Code of Ordinances, Rock County) are all administered and enforced by this Division.

\*This policy tool inventory is not intended to be exhaustive or reflective of every tool that could potentially be utilized to implement this Plan's policies. Rather, this inventory reflects those tools identified as most relevant and prevalent in ensuring implementation of this Plan's policies.



- c. *Economic Development Division:* This Division provides consultative services to County municipalities, promoting activities and programs that position and prepare the municipalities for economic development opportunities. *The Rock County Economic Development Plan - 2020*, to be completed by this Division in 2011, will provide a comprehensive framework in which to guide the County's economic development, and this Division's work plan, to the year 2020.
  - d. *Housing and Community Development Division:* This Division administers the County's housing programs and loan portfolio (Federal Community Development Block Grants) to ensure the provision of quality and affordable housing for County residents, including aiding those individuals and/or families in the County with low to moderate income in the purchase or maintenance/rehabilitation of housing.
  - e. *Administrative, Engineering, and Geo-spatial Support Services Division:* This Division provides various products and services vital to planning and development activities in the County, including transportation and municipal water quality service area development planning, Geographic Information System (GIS) mapping and data development, and administrative support.
- 1.2.B. *Land Conservation Department:* This Department works to conserve the County's soil and wildlife habitat, ensure a quality water supply, and provide invasive species abatement and hazardous chemical collection. This Department achieves these ends by administering and enforcing the County's Construction Site Erosion Control (Chapter 4, Subchapter 2, Part 11 - Code of Ordinances, Rock County Storm Water Management (Chapter 4, Subchapter 2, Part 8 - Code of Ordinances, Rock County), Non-Metallic Mining Reclamation (Chapter 4, Subchapter 2, Part 10 - Code of Ordinances, Rock County), and Animal Waste Management (Chapter 4, Subchapter 2, Part 9 - Code of Ordinances, Rock County) Ordinances, various Federal and State regulations, and providing technical assistance, education, and outreach. This Department also oversees the County's Purchase of Agricultural Conservation Easements (PACE) Program.
- 1.2.C. *Public Works Department:* This Department oversees the management of various services and infrastructure vital to County residents. This Department is comprised of three service Divisions, including:
- a. *Highways Division:* This Division maintains all Federal, State, and County highways, in addition to Town roads in which the Division is contracted, by performing routine (snow-plowing, grass cutting, etc.) and major (road repair and expansion, etc.) maintenance. This Division annually lists current and future County road and bridge projects.
  - b. *Parks Division:* This Division manages all County park properties, ensuring adequate and diverse outdoor recreational opportunities for County residents and visitors. This Division manages these properties according to the County's *Parks, Outdoor Recreation, and Open Space (POROS) Plan: 2015-2020*.
  - c. *Airport Division:* This Division manages the Southern Wisconsin Regional Airport. This Division ensures the air transport needs of the area's existing and potential businesses are met, a service vital in providing the opportunity for continued economic development opportunities in the County.

- 1.2.D. *Agricultural Preservation Plan: 2013 Update*: This Plan, updated in 2013, aims to ensure preservation, and continued utilization, of productive agricultural lands in the County. A County Agricultural Preservation Plan, certified by DATCP, is a requirement of the State's Farmland Preservation Program, offering tax credits to County agricultural landowners enrolled in the Program.
- 1.2.E. *Parks, Outdoor Recreation, and Open Space (POROS) Plan - 2015-2020*: This Plan, updated in 2015, outlines policies to ensure the effective and efficient management of the County's park properties, ensuring diverse outdoor recreational opportunities.
- 1.2.F. *Natural Hazard Mitigation Planning Manual and Plan*: This Plan, completed in 2004, outlines policies designed to protect the County's residents, critical facilities, infrastructure, private property, and its environment in the event of a natural disaster, including but not limited to, floods, high winds, extreme winter weather events, and agricultural drought.
- 1.2.G. *Lands Records Modernization Plan - 2010-2015*: This Plan, updated in 2010, is designed to guide the process of land records modernization in the County, including development and maintenance of a fully functional Geographic Information System (GIS).

### 1.3. State

- 1.3.A. *Department of Natural Resources (WDNR)*: This Department is dedicated to the preservation, protection, management, and maintenance of the State of Wisconsin's natural resources. WDNR plans and programs relevant to this *Plan* include, but are not limited to, the following:
  - a. *Managed Forest Law (MFL) Program*: This Program is designed to encourage sustainable forestry on private lands by providing property tax incentives to forest landowners. Lands entered in this Program are required to have a written management plan, prepared by a certified plan writer or WDNR forester.
  - b. *Brownfield Remediation and Redevelopment Program*: This Program offers a wide range of financial and liability tools to assist local governments or private entities in the redevelopment of brownfields, often consisting of a mixture of higher-density residential, commercial, and public uses.
  - c. *Wisconsin State Trails Network Plan*: This Plan, completed in 2003, provides a long-term, big-picture vision for establishing a comprehensive state trail network. This Plan identifies existing and proposed trails and connections that would serve as the main corridors for a Statewide system, focusing on abandoned rail corridors, utility corridors, critical road connections, and natural feature corridors such as the Ice Age National and State Scenic Trail.
  - d. *Land and Water Conservation Fund, Federal Recreation Trails, and Stewardship Local Assistance Grant Program*: These Programs, administered by both the National Parks Service and WDNR, offer up to 50% match grants to State and local governments to acquire land for State and local recreation areas, trails, urban green space, river and stream corridors, flowages and lakeshores, and develop and improve visitor amenities at State and local parks and recreation areas.

- e. *State Natural Areas (SNA) Program*: This Program protects outstanding examples of the State's native landscape of natural communities, and significant geological formations and archeological sites. Areas are included in the Program by several methods, including land acquisition, donations, conservation easements, and cooperative agreements. Areas owned by other government agencies, educational institutions, and private conservation organizations are brought into the Program by formal agreements between the WDNR and the landowner.
  - f. *Natural Heritage Inventory (NHI) Program*: This Program conducts field surveys for rare species and natural communities throughout the State that provide, or potentially provide, critical landscape functions, including movement corridors, undisturbed habitat, and ecosystem support. This Program initially inventories sites to determine their ecological significance. Some sites determined to be ecologically significant are designated as State Natural Areas while others are purchased by private land trusts or conserved through State and local government planning efforts.
- 1.3.B. *Department of Transportation (WisDOT)*: This Department promotes and financially supports automobile, air, rail, and water transportation, as well as bicycle and pedestrian facilities in the State of Wisconsin including planning, building, and maintaining the State's highways and Interstate highway system, and sharing the costs of building and operating County and local government transportation systems. WisDOT plans and programs relevant to the *Plan* include but are not limited to, the following:
- a. *Corridor Management Plan - U.S. 14 Corridor Study* - This Plan, completed in July 2014, identifies various improvements and initiatives for U.S. Highway 14 as it runs through the Town, including those related to access control, pavement, geometric (intersection design), and safety.
  - b. *Translink 21: A Multi-Modal Transportation Plan for Wisconsin's 21<sup>st</sup> Century*: This Plan, completed in 1994, provides policies for State transportation planning, including automobile, rail, air, water, transit, bicycle, and pedestrian, through 2020. This Plan calls for the creation of a State grant program to aid local government transportation plan development, the provision of State funds to small communities to assist in providing transportation services to elderly and disabled persons, and development of a methodology to assess local/regional government transportation needs.
  - c. *Connections 2030 Plan*: This Plan, currently being developed as a successor to the *Translink 21* plan, is a multi-modal policy plan addressing long-range transportation issues, including highways, local roads, and air, water, rail, bicycle/pedestrian, and public transit options. This Plan's policies pertain to specific transportation corridors throughout the State, one of which, the South Central Connection Corridor - Beloit to Madison, incorporates portions of the Town.
  - d. *Wisconsin State Highway Plan 2020*: This Plan, completed in 1999, focuses on State-managed highways and bridges, developing policies for improvement over the next 20 years. This Plan identifies Interstate 90/39 as a "Corridors 2020 Backbone route," classifying it as a connector of major population and

economic centers, providing economic links to national and international markets.

- e. *Rustic Roads Program*: This Program, created by the State of Wisconsin Legislature in 1973, aids citizens and local governments in preserving the State's scenic, lightly-traveled country roads. These roads allow for vehicular, bicycle, and pedestrian travel in a leisurely manner. Rustic roads have a scenic, aesthetic appeal, can be linked with off-road bicycling/ pedestrian trails, creating a regional trail network, stimulating economic development from homebuyers, tourists, and recreational users.
  - f. *Wisconsin Rail Issues and Opportunities Report*: This Plan, completed in 2004, inventories State rail infrastructure and identifies rail transportation issues and opportunities. This Plan is intended to direct the rail element of the *Connections 2030 Plan*.
  - g. *Wisconsin State Airport System Plan 2020*: This Plan, completed in 2000, inventories State airport facilities and identifies air transportation issues and opportunities.
  - h. *Wisconsin Bicycle Transportation Plan 2020*: This Plan, completed in 1998, aims to "establish bicycling as a viable, convenient, and safe transportation choice throughout Wisconsin." A map identifying existing County bicycling conditions is a component of this Plan.
  - i. *Wisconsin Pedestrian Policy Plan 2020*: This Plan, completed in 2002, outlines State and local government measures to increase walking as a viable transportation mode, including promoting pedestrian safety.
  - j. *Wisconsin Information System for Local Roads (WISLR)*: This Internet-accessible System aids local governments and WisDOT in managing local road data, ultimately improving decision-making and meeting State statute requirements. This System combines local road data with interactive mapping functionality, allowing users to produce maps and tables specifying the location of road-related data, identifying trends in road use and volume. A key component of WISLR is the Pavement Surface Evaluation Rating (PASER). PASER is a visual inspection system designed to develop a condition rating for local roads. PASER provides an indication of road conditions, identifying areas for maintenance and rehabilitation. Surface defects, cracking, potholes, and drainage are all examined during a PASER evaluation.
  - k. *Local Government Programs*: WisDOT provides a myriad of programs designed to aid local governments in maintaining and developing their transportation systems. The Programs are grouped into five categories, including Highways and Bridges, Public Transportation, Specialized Transit, Transportation Coordination, and Other Aid. Additionally, the Local Roads and Streets Council is an advisory body of local officials, tasked with addressing the continuing impact of Federal and State policy changes on local government transportation.
- 1.3.C. *Department of Agriculture, Trade, and Consumer Protection (DATCP)*: This Department is responsible for protecting water and soil, and animal and plant health, ensuring the viability of the State of Wisconsin's agriculture industry both

domestically and internationally. DATCP programs relevant to this *Plan* include, but are not limited to, the following:

- a. *Farmland Preservation Program*: This Program, created by the State of Wisconsin Legislature in 1977, assists in preserving the State's valuable farmland by supporting its Counties efforts to manage growth. Counties must have an Agricultural Preservation Plan, meeting standards set forth in State of Wisconsin Statute, *Chapter 91* to participate in the Program. Farmland owners are eligible to enroll in the Program, and receive State income tax credits, if they own farmland in a County with an Agricultural Preservation Plan certified by the State, and meet other Program requirements, including soil and water conservation standards, and utilization of the land for agriculture use only.
  - b. *Grant/Loan/Technical Assistance Programs*: DATCP provides a myriad of programs designed to aid local governments in preserving agricultural lands and bolstering the State's agricultural industry.
- 1.3.D. *Wisconsin Housing and Economic Development Authority (WHEDA)*: This Authority links State of Wisconsin residents and communities to affordable housing and economic development opportunities, by providing construction, rehabilitation, and permanent mortgage loans to eligible sponsors of housing projects for low and moderate-income households. WHEDA programs relevant to this *Plan* include, but are not limited to, the following:
- a. *Grant/Loan/Technical Assistance Programs*: WHEDA provides a myriad of programs designed to aid local governments in maintaining existing, and developing new, housing.
- 1.3.E. *Wisconsin Economic Development Corporation*: This Corporation promotes safe and healthy communities by ensuring the State of Wisconsin is a viable place in which to live and do business. This Corporation strives to retain and create quality jobs in the State by providing development assistance in areas such as marketing, business and community finance, exporting, small business advocacy, and manufacturing assessments. Corporation programs relevant to this *Plan* include, but are not limited to, the following:
- a. *Blight Elimination and Redevelopment Program*: This Program offers a wide range of financial and liability tools to assist local governments or private entities in the redevelopment of brownfields, often consisting of a mixture of higher-density residential, commercial, and public uses.
  - b. *Grant/Loan/Technical Assistance Programs*: This Department provides a myriad of programs designed to aid local governments in encouraging and promoting economic development.
- 1.3.F. *Department of Workforce Development*: This Department is charged with building and strengthening the State of Wisconsin's workforce, by providing job services, including training and assistance to both employers, employees, and the unemployed. Department programs relevant to this *Plan* include, but are not limited to, the following:

- a. *Grant/Loan/Technical Assistance Programs*: This Department provides a myriad of programs designed to aid local governments in supporting, maintaining, and expanding work force.

#### 1.4. *Federal*

1.4.A. *Housing and Urban Development Agency (HUD)*: This Agency is responsible for policy and programs that address the Nation's housing needs, thereby improving and developing the Nation's communities. HUD programs relevant to this *Plan* include, but are not limited to, the following:

- a. *Grant/Loan/Technical Assistance Programs*: HUD provides a myriad of programs, including Community Development Block Grants (CDBG), designed to aid local governments in maintaining existing, and developing new, housing.

1.4.B. *Environmental Protection Agency (EPA)*: This Agency implements Federal regulatory laws, through enforcement and by setting national standards that States enforce through their own regulations, to protect human health and the environment. Almost half of this Agency's budget goes towards grants to State environmental programs, various non-profits organizations, and other entities. Additionally, this Agency works with various partners, including State and local governments, to conserve water and energy, minimize greenhouse gases, and re-use solid waste. EPA programs relevant to this *Plan* include, but are not limited to, the following:

- a. *Grant/Loan/Technical Assistance Programs*: EPA provides a myriad of programs designed to aid local governments in maintaining and improving environmental health.

1.4.C. *Fish and Wildlife Service (USFW)*: This Service conserves, protects, and enhances the Nation's fish and wildlife resources by enforcing Federal wildlife laws, conserving and restoring wildlife habitat such as wetlands and fisheries, providing educational and outreach opportunities, and distributing aid to State fish and wildlife agencies. USFW programs relevant to this *Plan* include, but are not limited to, the following:

- a. *Grant/Loan/Technical Assistance Programs*: USFW provides a myriad of programs designed to aid local governments in maintaining and improving fish and wildlife resources.

1.4.D. *United States Department of Agriculture (USDA)*: This Department manages the Nation's agricultural resources by expanding markets, both domestically and internationally, for agricultural products, providing financing to expand rural housing, utilities, infrastructure, and job opportunities, reducing foodborne hazards, improving health through food assistance and nutrition education, and managing agricultural lands cooperatively with other levels of government and the private sector. USDA programs relevant to this *Plan* include, but are not limited to, the following:

- a. *Grant/Loan/Technical Assistance Programs*: USDA provides a myriad of programs designed to aid local governments in maintaining and improving agricultural resources.



1.4.E. *Department of Labor (DOL)*: This Department fosters and promotes the welfare of the Nation's job seekers, wage earners, and retirees by improving working conditions, advancing opportunities for profitable employment, protecting retirement and health care benefits, helping employers find workers, strengthening free collective bargaining, and tracking changes in employment, prices, and other national economic measurements. This Department administers a variety of Federal labor laws including those that guarantee workers' rights to safe and healthful working conditions, a minimum hourly wage and overtime pay, freedom from discrimination, unemployment insurance, and other income support. DOL programs relevant to this *Plan* include, but are not limited to, the following:

- a. *Grant/Loan/Technical Assistance Programs*: DOL provides a myriad of programs designed to aid local governments in supporting, maintaining, and expanding work force.

1.4.F. *Economic Development Administration (EDA)*: This Administration works to promote innovation and competitiveness in the Nation's economic development, preparing it for growth and success in the worldwide economy. This Administration works to generate jobs, retain existing jobs, and stimulate industrial and commercial growth in economically distressed areas experiencing high unemployment, low income, or other severe economic distress. This Administration works in partnership with state and local governments, regional economic development districts, public and private nonprofit organizations, empowering them to develop and implement economic development and revitalization strategies. EDA programs relevant to this *Plan* include, but are not limited to, the following:

- a. *Grant/Loan/Technical Assistance Programs*: EDA provides a myriad of programs designed to aid local governments in encouraging and promoting economic development.

## 2. Potential Government Agencies/Departments, Programs, and Plans

### 2.1. *Town and/or County*

2.1.A. *Consulting Services Program*: This County Program provides planning and development services to County municipalities that may lack planning and development technical expertise and resources, ensuring municipal planning and development activities benefit both municipalities and the region as a whole. Services offered by the Program would include, but would not be limited to:

- Comprehensive Plan updates
- Comprehensive, strategic, and site-planning
- Educational workshops
- Ordinance development and revision
- Geographic Information System (GIS) mapping and database development
- Boundary line agreement mediation and development
- New Program administration

2.1.B. *Boundary Line Agreements*: These agreements, formulated between neighboring municipalities, delineate boundaries into which the municipalities can grow and develop for a specified time period, usually 20 years. These agreements reduce

land use conflicts while encouraging intergovernmental cooperation and appropriate, orderly, and responsible growth and development.

- 2.1.C. *Annual Reports*: These reports, offering an inventory and analysis of a government unit at a regular interval, are vital in assuring that the government unit stay vibrant, efficient, and productive. These reports inventory accomplishments, aiding in goal-setting, identify staff/resource needs, and develop work plans and budgets for future years.
- 2.1.D. *Land Evaluation and Site Assessment (LESA) Program*: This program categorizes land parcels by evaluating suitability for specific uses, including agriculture, development, or recreational. This program utilizes a comprehensive, objective methodology to develop a LESA Score for all land parcels, evaluating suitability for the aforementioned uses. A land parcel's LESA Score can then be utilized in land use decisions pertaining to that parcel.
- 2.1.E. *Purchase of Development Rights (PDR) Program*: This program preserves land for open space uses, including agricultural, forestry, or recreational. This program utilizes land protection agreements, legally binding documents that transfer (through sale or donation) a land parcel's development rights from the landowner to another entity, often a land conservation organization or governmental agency. The landowner is bound to the agreement terms and the organization/agency is required to monitor land uses to ensure agreement terms are being met.
- 2.1.F. *Infill and Brownfield Development Program*: This program offers an alternative to annexation, allowing for City/Village growth and preservation of Town land. Infill development utilizes vacant land or restores/rehabilitates existing infrastructure in areas with existing public services. Infill development, consisting of housing and/or a variety of compatible uses, often attracts significant public and private sector investment, and often has the effect of reducing governmental service costs. Brownfield redevelopment can also be utilized to stimulate infill development. Brownfields, often located in Cities and Villages, are abandoned, idle, or underused commercial or industrial properties whose expansion or redevelopment is hindered by contamination. Various Federal and State programs offer funds to local governments to assist in the redevelopment of brownfields, often resulting in a mixture of higher-density residential, commercial, and public uses.
- 2.1.G. *Green Building Program*: This program promotes and encourages green building practices, formalized in Leadership in Energy and Environmental Design (LEED) principles. LEED principles guide new building construction (including housing, commercial, industrial, and institutional) and maintenance/rehabilitation in a manner that conserves energy usage and increases energy efficiency. These principles are increasingly utilized in new building construction and maintenance/rehabilitation, due to the environmental and socio-economic costs of traditional building energy usage.
- 2.1.H. *Regional Planning Body/Coalition*: These entities provide basic information and planning services necessary to address planning issues that transcend the boundaries, technical expertise, and fiscal capabilities of local governmental units, including public works systems (highways, transit, sewerage, water supply, and park/open space facilities) and environmental issues (flooding, air and water pollution, natural resource conservation, and land use).

- 2.1.I. *Transfer of Development Rights (PDR) Program*: This program preserves land for open space, while also allowing for responsible development. This program, separates a parcel of land from its development rights, then sells these development rights on the open market, in the process transferring them from designated “sending areas” to designated “receiving areas.” Land developers buy these development rights, utilizing them to build at higher densities in “receiving” areas.
- 2.1.J. *Impact Fee Programs*: This program imposes a fee on new development, utilized to aid in paying for the cost of public services, including parks, schools, roads, sewer, water treatment, utilities, libraries, and public safety buildings. as required by the new development.
- 2.1.K. *Tax Incremental Financing (TIF) Programs*: This program utilizes future gains in tax revenue to pay for current development that will create those gains, within a designated geographic area (district).

### 3. Existing Government Regulations

#### 3.1. Town

- 3.1.A. *Town of Center Zoning Ordinance*: This Ordinance identifies zoning districts, stipulating allowable uses on lands in the Town, including agricultural, residential, business/commercial, light industrial, special and unique, and environmentally sensitive/open space area preservation. The Town’s Agricultural (A-1) zoning districts, consisting of the largest minimum lot size and lowest housing unit density of all the Town zoning districts, is thus the district most conducive to large-scale, productive agricultural activities. Conversely, districts such as Rural Residential (R-R) are designated strictly for residential uses, at dwelling unit densities of 1 unit/3 acres. Lowland Conservancy (C-1) and Highland Conservation (C-2) districts, restrict development in flood-prone and environmentally sensitive areas respectively. Town shorelands, and other environmentally sensitive areas, are included in the County’s Shoreland (SO) Overlay zoning district.

#### 3.2. County

- 3.2.A. *Zoning and Access Control Ordinances (Chapter 4, Subchapter 1, Parts 2-5 - Code of Ordinances, Rock County)*: This Ordinance regulates land use in specific areas of the County, including its shorelands, lowlands/wetlands, and County-owned property, including the Southern Wisconsin Regional Airport. The County’s Shoreland (SO) Overlay Zoning District (SO) regulates the use or alteration of shorelands, those lands within 1,000 feet of the ordinary high-water mark of any navigable lake, pond, or flowage, or within 300 feet of the ordinary high-water mark of any navigable river or stream. This Ordinance also regulates access points on to select roadways.
- 3.2.B. *Land Division and Management Ordinance (Chapter 4, Subchapter 1, Part 1 - Code of Ordinances, Rock County)*: This Ordinance regulates any land division creating a parcel of land less than 15 acres in the County, requiring a preliminary application and an approved certified survey map, subdivision or condominium plat.

- 3.2.C. *Storm Water Management Ordinance (Chapter 4, Subchapter 2, Part 8 - Code of Ordinances, Rock County)*: This Ordinance manages stormwater in the County's unincorporated areas by establishing long-term requirements to reduce post-construction storm water and associated pollutants. This Ordinance requires a permit for any activity disturbing more than one acre of land.
- 3.2.D. *Non-Metallic Mining Reclamation Ordinance (Chapter 4, Subchapter 2, Part 10 - Code of Ordinances, Rock County)*: This Ordinance regulates all active non-metallic mine sites in the County, requiring compliance with standards relating to re-grading, re-vegetating, and post-mining land use conversion.
- 3.2.E. *Construction Site Erosion Control Ordinance (Chapter 4, Subchapter 2, Part 11 - Code of Ordinances, Rock County)*: This Ordinance manages erosion on construction sites in the County's unincorporated areas by establishing requirements to minimize the runoff of sediment and other pollutants, resulting from land disturbing activities, to waterways or adjacent properties.

### 3.3. State

- 3.3.A. *State of Wisconsin Department of Natural Resources (WDNR) Administrative Code Chapter NR 216 - Stormwater Discharge Permits*: This Rule regulates stormwater in the State of Wisconsin by requiring permits/management plans on large land-disturbing projects, or those taking place in environmentally sensitive areas.
- 3.3.B. *State of Wisconsin Statute Chapter 295 and State of Wisconsin Administrative Code NR 135*: This Statute establishes the framework for Statewide regulation of non-metallic mining reclamation, with any site beginning operations after August 2001 required to have an approved reclamation plan and permit. This Statute delegates regulation of non-metallic mining reclamation to Counties (The County regulates non-metallic mining reclamation within its borders through administration/enforcement of the aforementioned Non-Metallic Mining Reclamation Ordinance (Chapter 31 - Municipal Code of the County of Rock)).

### 3.4. Federal

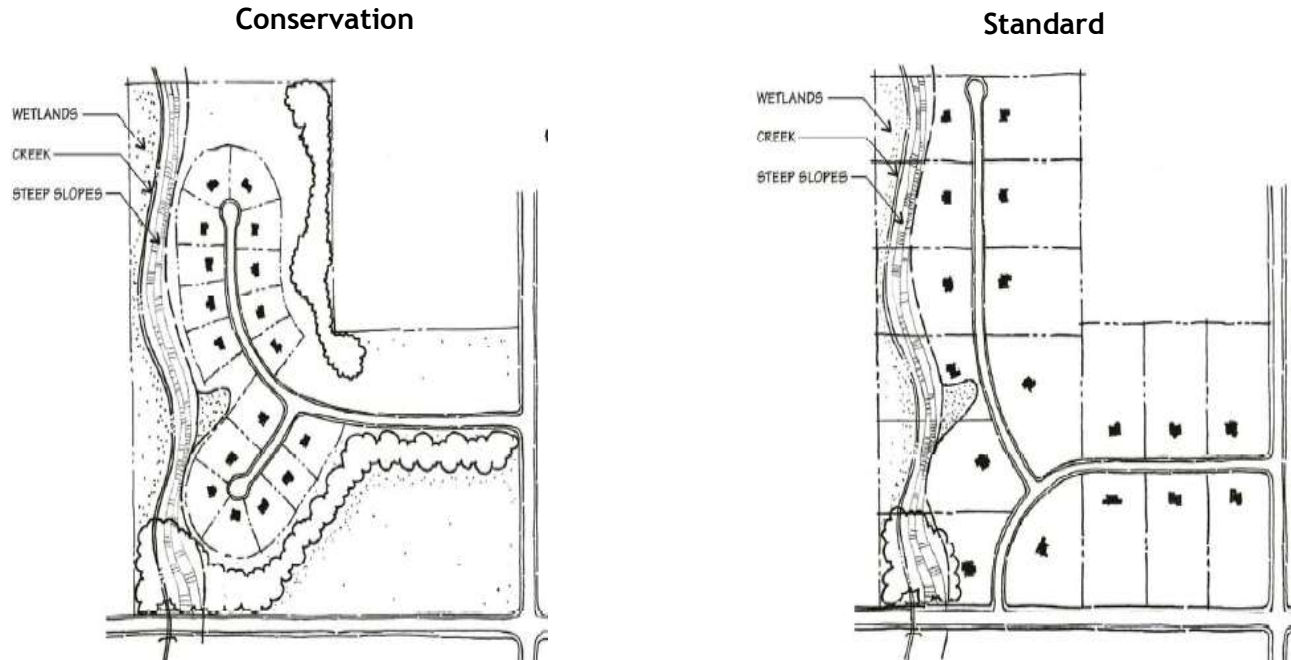
- 3.4.A. *Environmental Protection Agency (EPA) Stormwater Phase II - Final Rule*: This Rule regulates stormwater by requiring permits/management plans on large land-disturbing projects, or those taking place in environmentally sensitive areas.

## 4. Potential Government Regulations

### 4.1. Town

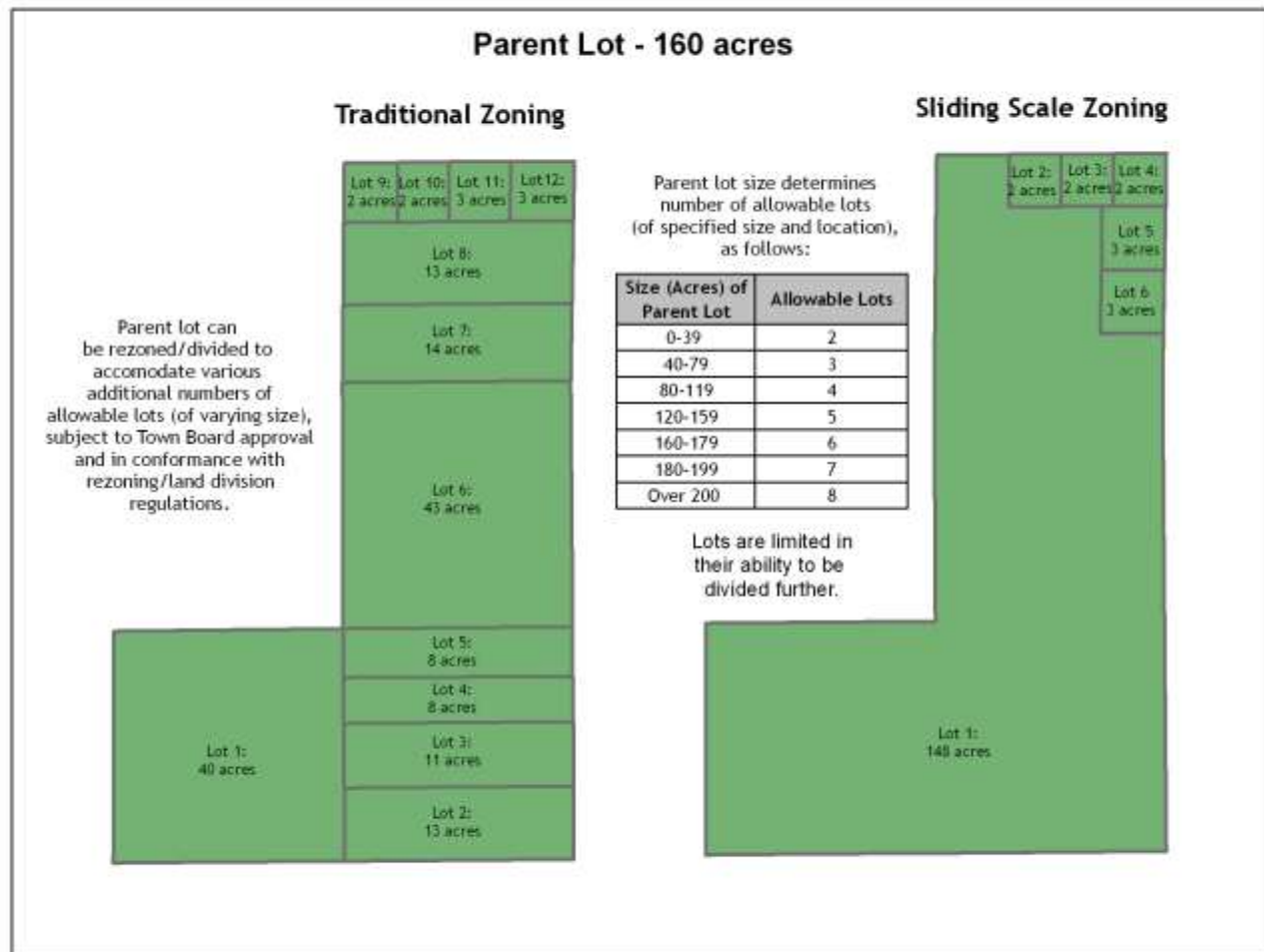
- 4.1.A. *Subdivision - Design Standards*: Subdivision design standards, including, conservation, can be utilized to offer an alternative to low-intensity, land-extensive residential development. Conservation design, often utilized in rural areas or the urban fringes, clusters residential development with smaller lot sizes and curvilinear and cul-de-sac road patterns, thereby developing less land. Figure 9.1 displays an example of conservation design, in comparison to standard design.

**Figure 9.1:**  
**Conservation and Standard Design**



**4.1.B. Zoning District - Sliding Scale:** This zoning district can be applied to Agricultural (A-1) districts to allow for housing development and protection of valuable agricultural lands. This district limits the number of times an agricultural parent lot (a lot existing at the time of zoning district adoption) can be divided (split), based on the size of the lot. This district stipulates the larger the agricultural parent lot, the more splits it is entitled. As an example, a 40-acre agricultural lot may be allowed two splits, with an additional split being allowed for each additional 40 acres. As such, an 80 acre lot would be allowed three splits, a 120 acre lot four splits, and so on. This zoning district also stipulates the newly created lots (splits) are to be of a certain size (often 1 to 5 acres) and in a specified location and configuration. The remainder of the parent agricultural lot, and the newly created lots, are then restricted from further land division. Figure 9.2 provides a conceptual overview of sliding scale zoning in comparison to traditional zoning.

**Figure 9.2:  
Sliding Scale Zoning**



- 4.1.C. Zoning - Incentive, Performance, and Overlay:** These zoning tools can be utilized to achieve various land use goals. Incentive zoning provides incentives to developers (higher densities, larger units, etc.) in exchange for community-wide amenities such as open space. Performance zoning regulates land use impacts rather than land use types, setting general outlines for the desired impact of land parcels and permitting various land uses as long as the general outlines are achieved. An overlay zoning district is one that is superimposed over another, broader zoning district.
- 4.1.D. Eco-Municipality Resolutions:** These resolutions state a local government unit's commitment to long-term socio-economic and ecological health and sustainability. These resolutions often focus on implementing sustainability measures in the day-to-day operations of the local government ranging from energy consumption to building construction practices. The State of Wisconsin is a leader in the Eco-Municipality movement, with approximately 20 State communities having adopted eco-municipality resolutions.

## 5. Government and Non-Government Partnerships

### 5.1. *County*

- 5.1.A. *Rock County Historical Society*: This non-profit Organization offers programs and houses various materials vital in the telling and interpretation of the County's history.
- 5.1.B. *Chamber of Commerce*: These non-profit Organizations are business fellowships designed to foster new business growth, support the business community, and promote and preserve local resources, to enhance an area's quality of life. These Organizations encourage and foster collaboration by supporting member networking and relationship building to promote business growth, providing information on issues vital to the area to existing residents and newcomers, promoting tourism, new business and cultural opportunities. The Cities of Evansville and Janesville both have Chamber of Commerce serving the municipality and surrounding areas.
- 5.1.C. *4-H*: This non-profit youth Organization is administered by the Cooperative Extension System of the United States Department of Agriculture, providing opportunities for young people to gain leadership, citizenship, and life skills through experiential learning programs located throughout the County.
- 5.1.D. *Rock County Economic Development Alliance*: This Alliance consists of local economic development professionals working to promote development efforts throughout the County. The Alliance works to address and finance various industry, marketing, research, and workforce initiatives.

### 5.2. *State*

- 5.2.A. *Land Trusts and Conservation Organizations*: These non-profit Organizations work to protect vegetation, wildlife, and land and water resources. Land trusts may own land or hold land protection agreements. The National Heritage Land Trust and The Prairie Enthusiasts, both operating out of Dane County, have a presence in the County. Additionally, Gathering Waters Conservancy, located in Madison, is a clearing-house for State of Wisconsin land trusts, providing resources and training.
- 5.2.B. *State of Wisconsin Historical Society*: This non-profit Organization offers programs and houses various materials vital in the telling and interpretation of the Town's history. The Society continually gathers data on sites and buildings of historical significance. The Society's Architectural Heritage Inventory (AHI) identifies buildings and structures of important architectural or vernacular style, while the Archeological Sites Inventory (ASI) identifies important landforms, burial sites, campgrounds, and various other significant man-made and natural features. The State of Wisconsin Historical Markers Program, administered by the Society's Historical Preservation Division, consists of more than 470 official State markers carrying approved historical inscriptions commemorating sites, individuals, buildings, or events of local, State, or national significance. Private individuals and local governments are eligible to submit an application for a location to be considered for a marker.



## Policy Timelines and Indicators

This *Plan's* policy timelines vary, dependent on each individual policy. All policies in this *Plan* contain one of two timelines:

- Ongoing, 2015-2035  
Implementation to be completed throughout the life of this *Plan* through collective actions and interactions with Town customers on a daily basis;
- 2015-2020  
Implementation to be completed by December 31, 2019;

The Town will prioritize implementation of those policies with a 2010-2015 timeline through formulation of a Town workplan, ensuring incremental and consistent implementation of these policies throughout the five-year period. The Town has set a benchmark of implementation of 80% of those policies with a 2015-2020 timeline by December 31, 2019.

Policy indicators will also vary, dependent on each individual policy. Some indicators will be open-ended and ambiguous, whereas others will be direct and specific.

It is important to note that all policy timelines and indicators presented in this *Plan* (Section III - Goals, Objectives and Policies) are intended to serve as a guide, providing only an indication of the possible future date of and progress towards policy implementation. These timelines cannot account for the myriad of future factors, including but not limited to, additional workload, resource limitations, new and unforeseen planning issues, trends, and concepts, and political and public sentiment, that will affect implementation of this *Plan's* policies.

## *Plan* Adoption, Updates and Amendments

*Plan* adoption, in accordance with State of Wisconsin Statute 66.1001 - Comprehensive Planning (4), is the initial step towards *Plan* implementation. The adoption process includes enacting an ordinance of *Plan* adoption, supported by the majority vote of the Town Board, requiring at least one public hearing at which the proposed ordinance is discussed.

*Plan* updates and amendments, also subject to State of Wisconsin Statute 66.1001 (4), ensure a comprehensive plan will continue to evolve and adapt to unforeseen planning issues, new trends and concepts, and public and political sentiment. The Statute requires this *Plan* to be updated once in every 10-year period after adoption. As such, the next *Plan* update will be completed in 2025. The *Plan* amendment process requires enacting an ordinance of *Plan* amendment, supported by the majority vote of the Town Board, requiring at least one public hearing at which the proposed ordinance is discussed. *Plan* amendments will be required if, at a date subsequent to the adoption of this *Plan*, the Town desires land uses that are substantially inconsistent with those delineated on Map III.1: Future Land Use as contained herein, or otherwise wishes to substantially modify or change the intent or content of this *Plan*, including but not limited to, this *Plan's* goals, objectives, and policies. Appendix H (State of Wisconsin Statute 66.1001) details the process for *Plan* adoption, updates, and amendments.

***TOWN OF CENTER  
COMPREHENSIVE PLAN 2035***

**SECTION III -  
GOALS, OBJECTIVES, AND POLICIES**

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This Section contains this *Plan's* goals (including Town Vision Statement), objectives, and policies, and associated information. Part I provides general information on a comprehensive plan's goals, objectives, policies, and associated information, including the process utilized to develop these vital components for this *Plan*, as well as the integration of this *Plan's* goals, objectives, and policies with various other relevant plans, policies, and regulatory measures. Part II states this *Plan's* goals, objectives, policies, timelines, and indicators.

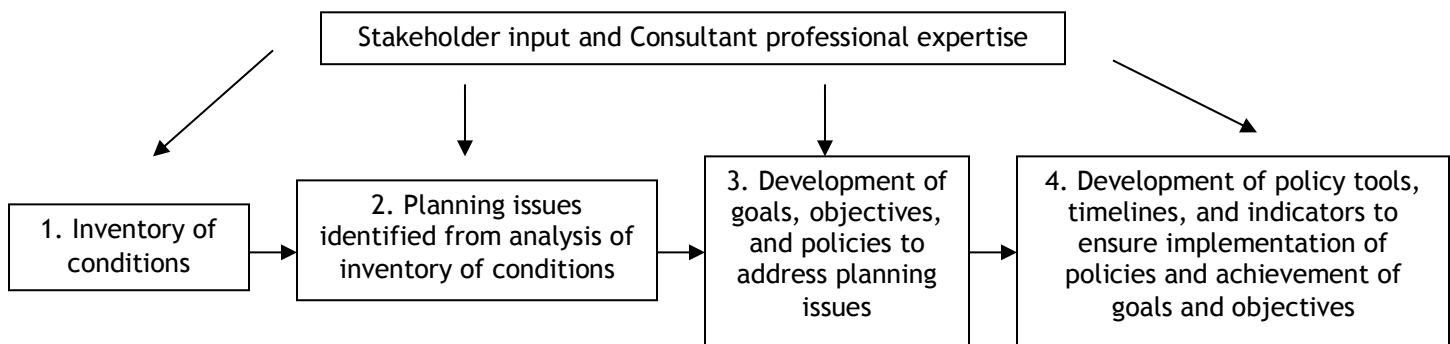
## I. Goal, Objective, Policy, Timeline, and Indicator Development

Development of goals, objectives, policies, timelines, and indicators is vital in both providing a plan with direction and focus, and ensuring plan implementation. The following provides information on *Plan* goal, objective, policy, timeline, and indicator development.

Goals, objectives, and policies provide a comprehensive plan with its ultimate worth. Goals address major, essential issues and are ideas and values in the public interest that provide an end in which to direct the planning process. Objectives are more specific, providing detailed direction towards achievement of goals. Policies consist of rules or courses of action utilized to ensure plan implementation through achievement of goals and objectives. Timelines delineate a specified time period in which a policy should be implemented, whereas indicators gauge progress towards policy implementation and achievement of goals and objectives.

Figure I displays the process utilized to develop this *Plan's* goals, objectives, policies, timelines, and indicators. This process utilized input gathered from stakeholders, including Town residents and elected officials, and other interested parties, per the *Citizen Participation Plan*, in addition to the professional expertise of Agency staff.

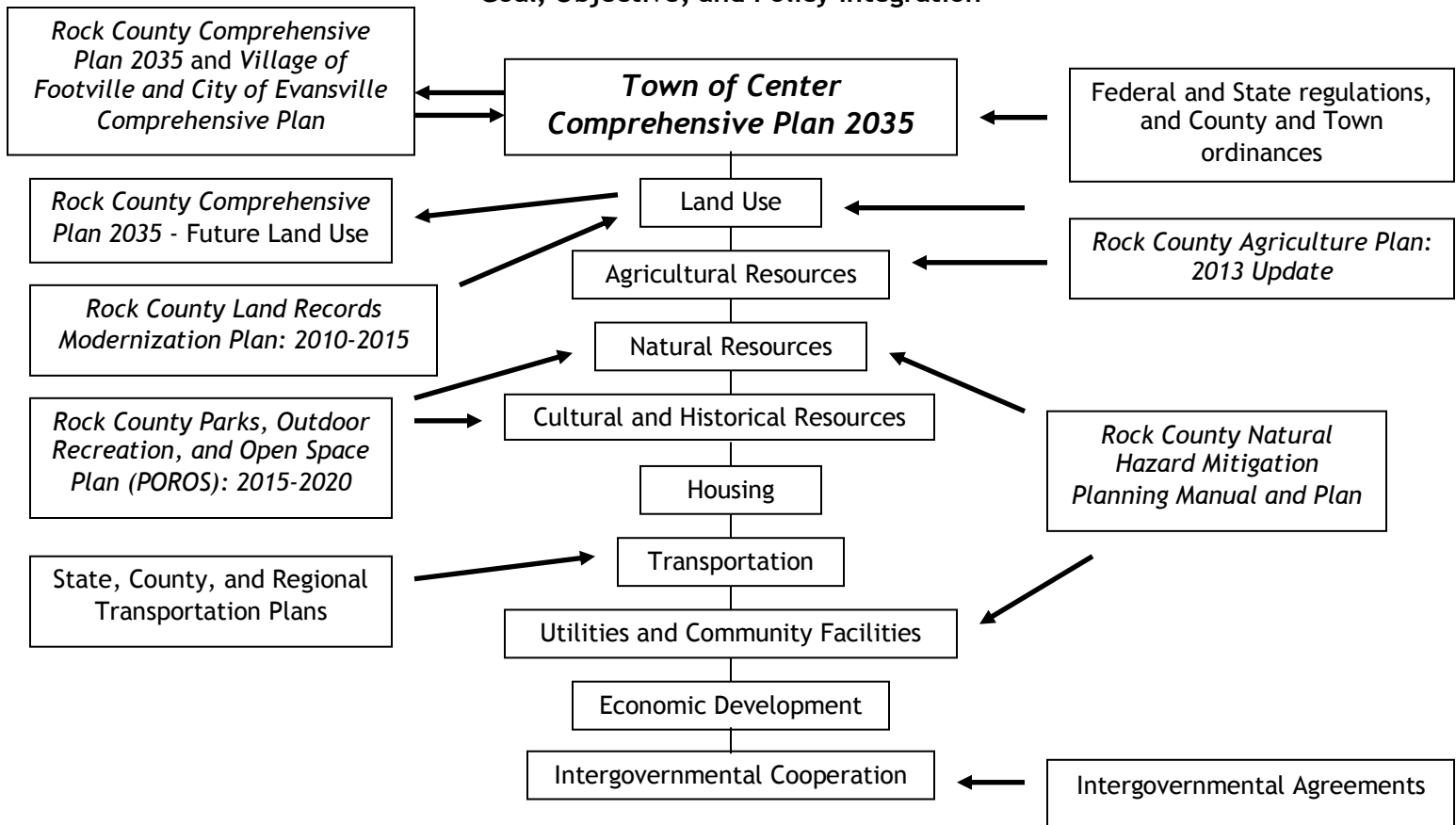
**Figure I:  
Goal, Objective, Policy, Timeline, and Indicator Development**



An underlying principle of State of Wisconsin Statute 66.1001 - Comprehensive Planning recognizes all aspects of a community's planning and development are interrelated and interdependent. Economic development is reliant on prudent land use, just as preservation of agricultural resources is dependent on the careful siting of new housing. Thus, this *Plan* too recognizes that the various goals, objectives, and policies stated herein must be internally consistent, that is consistent with each other, in laying the framework for the Town's future planning and development. This *Plan's* goal, objective, and policy consistency, and the necessary interrelationships and interdependency of a community's planning and development as espoused in Statute 66.1001, is evidenced in the replication of many of this *Plan's* policies for differing goals and objectives.

Furthermore, the goals, objectives, and policies stated in this *Plan* are consistent with goals, objectives, and policies stated in various other planning documents and regulatory measures at the Federal, State, County, and City/Village/Town level. Figure II provides a conceptual overview of the integration of this *Plan*'s goals, objectives, and policies with these various other planning documents and regulatory measures.

**Figure II:  
Goal, Objective, and Policy Integration**



This *Plan*'s goals, objectives, and policies also reflect fourteen goals as stated in State of Wisconsin Statute 16.965 - Planning Grants to Local Government Units (4)(b), as follows:

1. Promotion of redevelopment of lands with existing infrastructures and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial areas
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources
4. Protection of economically productive areas, including farmland and forests
5. Encouragement of land uses, densities and regulations that promote efficient development patterns and low costs
6. Preservation of cultural, historic and archaeological sites
7. Encouragement of cooperation and coordination among nearby units of government
8. Building community identity by revitalizing main streets and enforcing design standards
9. Providing an adequate supply of affordable housing for all income levels within the community
10. Providing infrastructure, services and developable land adequate to meet existing and future market demand for residential, commercial and industrial uses
11. Promoting expansion or stabilization of the economic base and job creation
12. Balancing individual property rights with community interests and goals

13. *Planning and developing land uses that create or preserve unique urban and rural communities*
14. *Providing an integrated, efficient, and economical transportation system that meets the needs of all citizens*

## **II. *Plan* Goals, Objectives, Policies, Timelines, and Indicators**

The following states this *Plan*'s goals, objectives, policies, timelines, and indicators. Goals, objectives, policies, timelines, and indicators are stated only for Elements covered in Section II-Chapters 2-10 of this *Plan*, as these Chapters represent this *Plan*'s "working" Elements. Goals, objectives, and policies were not formulated for Section I - Chapter 1 - Issues as this Chapter serves only to provide a conceptual planning framework, nor for Section II - Chapter 11 - Implementation as this Chapter serves only to identify tools, concepts, and methodologies to ensure implementation and achievement of this *Plan*'s goals, objectives, and policies. As previously stated, the Town has set a benchmark of implementation of 80% of those policies with a 2015-2020 timeline by December 31, 2019.

It is important to note that all policy timelines and indicators presented in this Section are intended to serve as a guide, providing only an indication of the possible future date of policy implementation. These timelines cannot account for the myriad of future factors, including but not limited to, additional workload, resource limitations, new and unforeseen planning issues, trends, and concepts, and political and public sentiment, that will affect implementation of this *Plan*'s policies.

## GOAL 1 - TOWN VISION STATEMENT

The Town of Center will remain a vibrant, diverse, stable, and sustainable community comprised of attractive rural settlements, appropriate and viable commercial enterprises, and productive agricultural and environmentally sensitive open space lands. The Town of Center will preserve its agricultural and open space lands, maintaining its rural identity, while concurrently supporting responsible residential, commercial and associated growth and development in appropriate, designated areas. To ensure adequate preservation and responsible growth and development, the Town of Center will utilize sound, consistent, and innovative planning principles, reliant on intergovernmental cooperation and citizen participation.



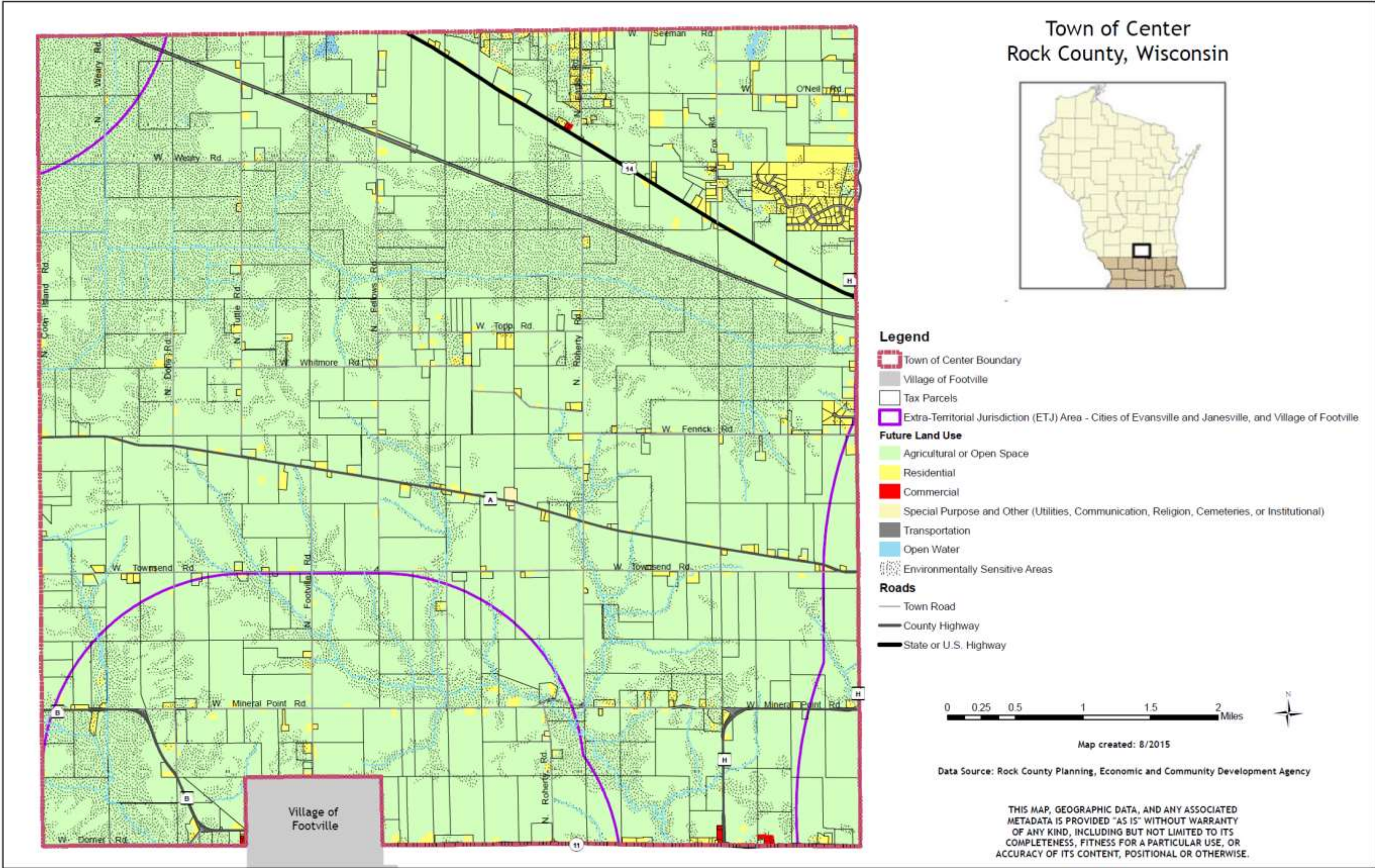


<p><b>GOAL 2 - LAND USE</b></p> <p><b>Ensure diverse and responsible land uses in appropriate, designated locations</b></p>			
OBJECTIVE	POLICY	TIMELINE	INDICATOR
<p><b>2.1.</b> Promote and encourage diverse land uses that provide for orderly and affordable growth, preservation of productive agricultural and open space lands, and balance the rights of property owners with collective interests</p>			
	2.1.a. Utilize the Town of Center's Future Land Use Map (Map III.1) in review and evaluation of all conditional use, rezone, land-division, and other development proposals, with approval of proposals dependent on consistency with the Map	Ongoing, 2015-2035	Amendments to the Town's Future Land Use Map to take place at a maximum of once every two years
	2.1.b. Utilize the Rock County Purchase of Agricultural Conservation Easements (PACE) Program	Ongoing, 2015-2035	Provide feedback, technical expertise, and support as needed
	2.1.c. Utilize the Rock County Land Use Inventory - 2010 (RCLUI), as needed	2015-2020	Develop uniform and consistent procedures and criteria by 2017 to provide accurate Town land use data to the Rock County Planning, Economic & Community Development Agency
	2.1.d. Develop a comprehensive development review process, reliant on uniform and consistent procedures and criteria, including but not limited to, consultation with Rock County	2015-2020	Consult with Rock County Planning, Economic & Community Development Agency Staff by 2016 to identify development review process issues
	2.1.e. Consider development of revisions and updates to the Town of Center Zoning Ordinance, rectifying any inconsistencies or outstanding issues	2015-2020	Complete zoning revision, amendment, and update study by 2016
	2.1.f. Consider development of a boundary line agreement with the Village of Footville	2015-2020	Initiate boundary line agreement discussions with the Village by 2018
	2.1.g. Work with Rock County to ensure consistent and uniform administration, enforcement, and revision of the following County ordinances: <ul style="list-style-type: none"> <li>• Zoning and Access Control (Chapter 4, Subchapter 1, Parts 2-5 - Code of Ordinances, Rock County):</li> <li>• Land Division and Management (Chapter 4, Subchapter 1, Part 1 - Code of Ordinances, Rock County):</li> <li>• Storm Water Management (Chapter 4, Subchapter 2, Part 8 - Code of Ordinances, Rock County)</li> <li>• Construction Site Erosion Control(Chapter 4, Subchapter 2, Part 11 - Code of Ordinances, Rock County)</li> <li>• Non-Metallic Mining Reclamation (Chapter 4, Subchapter 2, Part 10 - Code of Ordinances, Rock County)</li> </ul>	Ongoing, 2015-2035	Consult with Rock County Planning, Economic & Community Development Agency Staff by 2016 to identify any County ordinance issues
	2.1.h. Work with Rock County to ensure consistent and standardized procedures for issuing land use permits, including but not limited to, zoning, building, driveway and sanitary	2015-2020	Consult with Rock County Planning, Economic & Community Development Agency Staff by 2016 to identify land use permitting issues
	2.1.i. Monitor Village of Footville and City of Evansville annexations and development in or in close proximity to the Town of Center, and development in close proximity to the Town of Center in the adjacent Towns of Porter, Magnolia, Plymouth, and Janesville to ensure consistency with the aforementioned municipalities Future Land Use Maps	Ongoing, 2015-2035	Develop an annual Town/Village/City workgroup schedule by 2019, ensuring the opportunity to meet with all surrounding Towns and adjacent Villages/Cities once a year to identify and discuss any issues
	2.1.j. Consider developing methods to minimize conversion of lands to the Agricultural Two (A-2) and (A-3) zoning districts, including but not limited to, developing a quota system limiting annual conversions of land to these districts	2015-2020	Complete zoning revision, amendment, and update study by 2016

GOAL 2 - LAND USE			
Ensure diverse and responsible land uses in appropriate, designated locations			
OBJECTIVE	POLICY	TIMELINE	INDICATOR
2.1. Promote and encourage diverse land uses that provide for orderly and affordable growth, preservation of productive agricultural and open space lands, and balance the rights of property owners with collective interests			
	2.1.k. Consider development of a “Right to Farm” Ordinance	2015-2020	Complete zoning revision, amendment, and update study by 2016
	2.1.l. Consider creation of a Town of Center Land Division Ordinance, to include regulations stipulating sub-division design based on traditional neighborhood, conservation, and/or fused grid design principles	2015-2020	Consult with Rock County Planning, Economic & Community Development Agency Staff by 2016 to identify land division ordinance issues
	2.1.m. Consider incorporating a sliding scale zoning district, developed by Rock County, into the Town of Center Zoning Ordinance	2015-2020	Complete zoning revision, amendment, and update study by 2016
	2.1.o. Support Rock County in revision of its processes to identify and regulate natural resource elements currently known as Environmentally Sensitive Areas (ESA)	2015-2020	Provide technical expertise and support as needed



Map III.1:  
Future Land Use



Source: North Is Up Planning Solutions and Rock County Planning, Economic & Community Development Agency - 2015



The following further details the Land Use Areas as delineated on Map III.1:

- *Agricultural or Open Space*  
These Areas are designated for continued large-scale intensive or small-scale agricultural utilization, or open space. These Areas are productive agricultural lands of 10 acres or greater or currently designated within the Town's A-1 or A-2 Agricultural zoning districts (10+ acres), or small hobby farms, open space lands, or larger residential lots currently designated within the Town's A-3 Agricultural zoning district (3-10 acres). Rezoning of these Areas, or allowances of uses incompatible with the aforementioned uses, is discouraged.
- *Residential*  
These Areas are designated for continued rural residences. These Areas are smaller residential lots currently designated within the Town's R-R Rural Residential zoning district (1-3 acres).
- *Commercial*  
These Areas are designated for continued commercial utilization. These Areas are currently designated within the Town's A-1, A-2, A-3, and SP zoning districts.
- *Special Purpose and Other*  
These Areas are designated for continued special purpose uses. These Areas are currently designated within the Town's SP Special Purpose zoning district.
- *Environmentally Sensitive Areas*  
These Areas are particularly sensitive to development, requiring restrictions to ensure mitigation of social costs resulting from development. These Areas include:
  - Floodplains
  - Shorelands
  - Wetlands
  - Hydric Soils
  - Steep Slopes (12% and Greater)
  - Groundwater Close to the Surface

These Areas are currently within the Town's C-1 Lowland Conservancy and C-2 Highland Conservation zoning districts.

- *Transportation*  
These Areas are devoted primarily to transportation corridors, including roads and rail.
- *Open Water*  
These Areas contain lakes, ponds, rivers, streams, and creeks;

GOAL 3 - AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES			
Ensure protection, preservation, and enhancement of agricultural, natural, and cultural resources			
OBJECTIVE	POLICY	TIMELINE	INDICATOR
3.1. Promote and encourage protection, preservation, and enhancement of agricultural resources			
	3.1.a. Utilize the Town of Center’s Future Land Use Map (Map III.1) in review and evaluation of all conditional use, rezone, land-division, and other development proposals, with approval of proposals dependent on consistency with the Map	Ongoing, 2015-2035	Amendments to the Town’s Future Land Use Map to take place at a maximum of once every two years
	3.1.b. Utilize the Rock County Purchase of Agricultural Conservation Easements (PACE) Program	Ongoing, 2015-2035	Provide feedback, technical expertise, and support as needed
	3.1.c. Utilize the Rock County Land Use Inventory - 2010 (RCLUI), as needed	2015-2020	Develop uniform and consistent procedures and criteria by 2017 to provide accurate Town land use data to the Rock County Planning, Economic & Community Development Agency
	3.1.d. Consider development of revisions and updates to the Town of Center Zoning Ordinance, rectifying any inconsistencies or outstanding issues	2015-2020	Complete zoning revision, amendment, and update study by 2016
	3.1.e. Consider development of a boundary line agreement with the Village of Footville	2015-2020	Initiate boundary line agreement discussions with the Village by 2018
	3.1.f. Develop a comprehensive development review process reliant on uniform and consistent procedures and criteria, including but not limited to, consultation with Rock County	2015-2020	Consult with Rock County Planning, Economic & Community Development Agency Staff by 2016 to identify development review process issues
	3.1.g. Work with Rock County to ensure consistent and uniform administration, enforcement and revision of the following County ordinances: <ul style="list-style-type: none"><li>• Zoning and Access Control (Chapter 4, Subchapter 1, Parts 2-5 - Code of Ordinances, Rock County):</li><li>• Land Division and Management (Chapter 4, Subchapter 1, Part 1 - Code of Ordinances, Rock County):</li><li>• Storm Water Management (Chapter 4, Subchapter 2, Part 8 - Code of Ordinances, Rock County)</li><li>• Construction Site Erosion Control(Chapter 4, Subchapter 2, Part 11 - Code of Ordinances, Rock County)</li><li>• Non-Metallic Mining Reclamation (Chapter 4, Subchapter 2, Part 10 - Code of Ordinances, Rock County)</li></ul>	Ongoing, 2015-2035	Consult with Rock County Planning, Economic & Community Development Agency Staff by 2016 to identify any County ordinance issues
	3.1.h. Monitor Village of Footville and City of Evansville annexations and development in or in close proximity to the Town of Center, and development in close proximity to the Town of Center in the adjacent Towns of Porter, Magnolia, Plymouth, and Janesville to ensure consistency with the aforementioned municipalities Future Land Use Maps	Ongoing, 2015-2035	Develop an annual Town/Village/City workgroup schedule by 2019, ensuring the opportunity to meet with all surrounding Towns and adjacent Villages/ Cities once a year to identify and discuss any issues
	3.1.i. Consider developing methods to minimize conversion of lands to the Agricultural Two (A-2) and (A-3) zoning districts, including but not limited to, developing a quota system limiting annual conversions of land to these districts	2015-2020	Complete zoning revision, amendment, and update study by 2016
	3.1.j. Consider creating the Town of Center Land Division Ordinance, to include regulations stipulating sub-division design based on traditional neighborhood, conservation, and/or fused grid design principles	2015-2020	Consult with Rock County Planning, Economic & Community Development Agency Staff by 2016 to identify land division ordinance issues
	3.1.k. Consider incorporating a sliding scale zoning district, developed by Rock County, into the Town of Center Zoning Ordinance	2015-2020	Complete zoning revision, amendment, and update study by 2016
	3.1.l. Consider developing a “Right to Farm” Ordinance	2015-2020	Complete zoning revision, amendment, and update study by 2016

GOAL 3 - AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES			
Ensure protection, preservation, and enhancement of agricultural, natural, and cultural resources			
OBJECTIVE	POLICY	TIMELINE	INDICATOR
3.2. Promote and encourage protection, preservation, and enhancement of natural resources			
	3.2.a. Utilize the Town of Center’s Future Land Use Map (Map III.1) in review and evaluation of all conditional use, rezone, land-division, and other development proposals, with approval of proposals dependent on consistency with the Map	Ongoing, 2015-2035	Amendments to the Town’s Future Land Use Map to take place at a maximum of once every two years
	3.2.b. Utilize the Rock County Purchase of Agricultural Conservation Easements (PACE) Program	Ongoing, 2015-2035	Provide feedback, technical expertise, and support as needed
	3.2.c. Utilize the 2010 Rock County Land Use Inventory - 2010 (RCLUI), as needed	2015-2020	Develop uniform and consistent procedures and criteria by 2017 to provide accurate Town land use data to the Rock County Planning, Economic & Community Development Agency
	3.2.d. Consider development of revisions and updates to the Town of Center Zoning Ordinance, rectifying any inconsistencies or outstanding issues	2015-2020	Complete zoning revision, amendment, and update study by 2016
	3.1.e. Consider development of a boundary line agreement with the Village of Footville and/or City of Evansville	2015-2020	Initiate boundary line agreement discussions with the Village by 2018
	3.1.f. Develop a comprehensive development review process reliant on uniform and consistent procedures and criteria, including but not limited to, consultation with Rock County	2015-2020	Consult with Rock County Planning, Economic & Community Development Agency Staff by 2016 to identify development review process issues
	3.2.g. Work with Rock County to ensure consistent and uniform administration, enforcement and revision of the following County ordinances: <ul style="list-style-type: none"><li>• Zoning and Access Control (Chapter 4, Subchapter 1, Parts 2-5 - Code of Ordinances, Rock County):</li><li>• Land Division and Management (Chapter 4, Subchapter 1, Part 1 - Code of Ordinances, Rock County):</li><li>• Storm Water Management (Chapter 4, Subchapter 2, Part 8 - Code of Ordinances, Rock County)</li><li>• Construction Site Erosion Control(Chapter 4, Subchapter 2, Part 11 - Code of Ordinances, Rock County)</li><li>• Non-Metallic Mining Reclamation (Chapter 4, Subchapter 2, Part 10 - Code of Ordinances, Rock County)</li></ul>	Ongoing, 2015-2035	Consult with Rock County Planning, Economic & Community Development Agency Staff by 2016 to identify any County ordinance issues
	3.2.h. Maintain and expand the Town’s cooperative and productive relationship with the State of Wisconsin Department of Natural Resources (WDNR) to ensure Town involvement and representation on natural resource management and various planned or potential WDNR projects, including but not limited to, the <i>State Trails Network Plan</i> (Ice Age Trail)	Ongoing, 2015-2035	Provide feedback, technical expertise, and support as needed
	3.2.i. Monitor Village of Footville and City of Evansville annexations and development in or in close proximity to the Town of Center, and development in close proximity to the Town of Center in the adjacent Towns of Porter, Magnolia, Plymouth, and Janesville to ensure consistency with the aforementioned municipalities Future Land Use Maps	Ongoing, 2015-2035	Develop an annual Town/Village/City workgroup schedule by 2019, ensuring the opportunity to meet with all surrounding Towns and adjacent Cities once a year to identify and discuss any issues
	3.2.j. Consider developing methods to minimize conversion of lands to the Agricultural Two (A-2) and (A-3) zoning districts, including but not limited to, developing a quota system limiting annual conversions of land to these districts	2015-2020	Complete zoning revision, amendment, and update study by 2016
	3.2.k. Consider creating the Town of Center Land Division Ordinance, to include regulations stipulating sub-division design based on traditional neighborhood, conservation, and/or fused grid design principles	2015-2020	Consult with Rock County Planning, Economic & Community Development Agency Staff by 2016 to identify land division ordinance issues

GOAL 3 - AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES			
Ensure protection, preservation, and enhancement of agricultural, natural, and cultural resources			
OBJECTIVE	POLICY	TIMELINE	INDICATOR
3.2. Promote and encourage protection, preservation, and enhancement of <b>natural resources</b>			
	3.2.l. Consider incorporating a sliding scale zoning district, developed by Rock County, into the Town of Center Zoning Ordinance	2015-2020	Complete zoning revision, amendment, and update study by 2016
	3.2.m. Support Rock County in revision of processes to identify and regulate natural resource elements currently known as Environmentally Sensitive Areas (ESA)	2015-2020	Provide feedback, technical expertise, and support as needed
3.3. Promote and encourage protection, preservation, and enhancement of <b>cultural resources</b>			
	3.3.a. Utilize the Town of Center’s Future Land Use Map (Map III.1) in review and evaluation of all conditional use, rezone, land-division, and other development proposals, with approval of proposals dependent on consistency with the Map	Ongoing, 2015-2035	Amendments to the Town’s Future Land Use Map to take place at a maximum of once every two years
	3.3.b. Develop a comprehensive development review process reliant on uniform and consistent procedures and criteria, including but not limited to, consultation with Rock County	2015-2020	Consult with Rock County Planning, Economic & Community Development Agency Staff by 2016 to identify development review process issues
	3.3.c. Maintain and expand relationship with the Rock County and State of Wisconsin (WSHS) Historical Societies to develop a plan to fully inventory Architecture and History (AHI) and Archaeological Sites (ASI), as designated by WSHS	Ongoing, 2015-2035	Develop a biennial Historical Society workgroup schedule by 2019, ensuring the opportunity to meet with relevant Historical Societies once every two years to identify and discuss any issues
	3.3.d. Consider acquiring more Rustic Roads designations on Town roads	Ongoing, 2015-2035	Complete transportation study/plan by 2019
	3.3.e. Consider developing a seasonal weekly, bi-weekly, or monthly Farmer’s Market held at a centralized location in which local produce and other goods are marketed and sold	2015-2020	Complete cultural resources study by 2019
	3.3.f. Support 4-H, Future Farmers of America (F.F.A.) programs with Town of Center resources and facilities	Ongoing, 2015-2035	Provide support and facilities as needed



GOAL 4 - HOUSING			
Ensure diverse, affordable, attractive, quality, and responsible housing in appropriate, designated locations			
OBJECTIVE	POLICY	TIMELINE	INDICATOR
4.1. Promote and encourage housing development that provides for orderly and affordable growth and preserves natural, agricultural, and cultural resources, in appropriate, designated locations			
	4.1.a. Utilize the Town of Center’s Future Land Use Map (Map III.1) in review and evaluation of all conditional use, rezone, land-division, and other development proposals, with approval of proposals dependent on consistency with the Map	Ongoing, 2015-2035	Amendments to the Town’s Future Land Use Map to take place at a maximum of once every two years
	4.1.b. Utilize the Rock County Purchase of Agricultural Conservation Easements (PACE) Program	Ongoing, 2015-2035	Provide feedback, technical expertise, and support as needed
	4.1.c. Utilize the 2010 Rock County Town Land Use Inventory, as needed	Ongoing, 2015-2035	Develop uniform and consistent procedures and criteria by 2017 to provide accurate Town land use data to the Rock County Planning, Economic & Community Development Agency
	4.1.d. Consider development of revisions and updates to the Town of Center Zoning Ordinance, rectifying any inconsistencies or outstanding issues	2015-2020	Complete zoning revision, amendment, and update study by 2016
	4.1.e. Develop a comprehensive development review process reliant on uniform and consistent procedures and criteria, including but not limited to, consultation with Rock County	2015-2020	Consult with Rock County Planning, Economic & Community Development Agency Staff by 2016, to identify development review process issues
	4.1.f. Consider developing methods to minimize conversion of lands to the Agricultural Two (A-2) and (A-3) zoning districts, including but not limited to, developing a quota system limiting annual conversions of land to these districts	2015-2020	Complete zoning revision, amendment, and update study by 2016
	4.1.g. Consider creating the Town of Center Land Division Ordinance, to include regulations stipulating sub-division design based on traditional neighborhood, conservation, and/or fused grid design principles	2015-2020	Consult with Rock County Planning, Economic & Community Development Agency Staff by 2016 to identify land division ordinance issues
	4.1.h. Consider developing a “Right to Farm” Ordinance	2015-2020	Complete zoning revision, amendment, and update study by 2016

GOAL 4 - HOUSING			
Ensure diverse, affordable, attractive, quality, and responsible housing in appropriate, designated locations			
OBJECTIVE	POLICY	TIMELINE	INDICATOR
4.2. Promote and encourage quality, attractive, affordable housing of varying age, and diversity in housing occupant and structural type			
	4.2.a. Undertake consistent and uniform application and enforcement of existing zoning and building codes, and revision of codes to include specific, uniform, and consistent architectural standards for specified new housing development	Ongoing, 2015-2035	Develop a formal assessment and evaluation procedure by 2019
	4.2.b. Utilize existing programs offered and services provided by the County’s Housing and Community Development Program, and County Housing Authority, aimed at meeting the housing needs of that portion of the County’s population with low-incomes, including: <ul style="list-style-type: none"><li>• Low-interest loans for housing purchase and maintenance/rehabilitation</li><li>• Emergency rental assistance</li><li>• Education, training, and counseling to potential homeowners</li></ul>	Ongoing, 2015-2035	Develop an annual housing workgroup schedule by 2019, ensuring the opportunity to meet with Rock County Planning, Economic & Community Development Agency staff once a year to identify and discuss any issues

GOAL 5 - TRANSPORTATION SYSTEM			
Ensure a safe, affordable, regional, diverse, efficient, highly-connected, and responsible transportation system			
OBJECTIVE	POLICY	TIMELINE	INDICATOR
5.1. Promote and encourage a safe, affordable, and regional transportation system, comprised of a variety of transportation options, containing high levels of connectivity, and conducive to efficient traffic flow, that minimizes loss of agricultural and open space lands			
	5.1.a. Utilize the Town of Center’s Future Land Use Map (Map III.1) in review and evaluation of all conditional use, rezone, land-division, and other development proposals, with approval of proposals dependent on consistency with the Map	Ongoing, 2015-2035	Amendments to the Town’s Future Land Use Map to take place at a maximum of once every two years
	5.1.b. Develop a road maintenance and safety improvement plan utilizing the Wisconsin Information System for Local Roads (WISLR)	2015-2020	Complete transportation study/plan by 2019
	5.1.c. Develop a Transportation Aid Program to identify Federal and State transportation aid for which the Town is eligible, and formulate an aid application workplan devising a strategy to apply for aid	2015-2020	Complete transportation study/plan by 2019
	5.1.d. Create a brochure available for distribution at the Town Hall educating new residents as to the necessity of agricultural traffic	2015-2020	Create brochure ready for distribution by 2017
	5.1.e. Maintain and expand relationship with the State of Wisconsin Department of Transportation (WisDOT) to ensure involvement and representation on various planned or potential WisDOT projects, and safety concerns on Highway 14 intersections	Ongoing, 2015-2035	Provide feedback, technical expertise, and support as needed
	5.1.f. Consider developing a road maintenance contract with County Public Works and review annually to assure quality and affordability	2015-2035	Consult with Rock County Public Works by 2018 to explore potential of developing contract
	5.1.g. Consider creating a Town of Center Subdivision of Land Ordinance, to include regulations stipulating sub-division design based on traditional neighborhood, conservation, and/or fused grid design principles	2015-2020	Consult with Rock County Planning, Economic & Community Development Agency Staff by 2016 to identify land division ordinance issues
	5.2.h. Consider acquiring more Rustic Roads designations on Town roads	Ongoing, 2015-2035	Complete transportation study/plan by 2019
	5.1.i. Support Rock County in development, administration, and enforcement of a County-wide driveway ordinance regulating road access and driveway placement, width, length, and slope	Ongoing, 2015-2035	Provide feedback, technical expertise, and support as needed
	5.1.j. Support the findings of the South Central Wisconsin Commuter Study, exploring mass transit options (bus and rail) between the City of Chicago metropolitan area, the Cities of Janesville/Beloit metropolitan area, and the City of Madison metropolitan area	Ongoing, 2015-2035	Provide feedback, technical expertise, and support as needed
	5.1.k. Support implementation of various governmental entities parks and open space plans that delineate regional bicycle/pedestrian route, lane, and trail networks, including but not limited to: <ul style="list-style-type: none"><li>• Rock County Parks, Outdoor Recreation, and Open Space Plan: 2015-2020</li><li>• Village of Footville and City of Evansville parks and open space plans and initiatives</li><li>• State Trails Network Plan (Ice Age Trail)</li></ul>	Ongoing, 2015-2035	Provide feedback, technical expertise and support as needed, and develop workgroup schedules by 2019, ensuring the opportunity to meet with the County, adjacent Cities, and applicable Agencies, at various intervals, to identify and discuss any issues

GOAL 6 - UTILITIES AND COMMUNITY FACILITIES			
Ensure efficient, adequate, and affordable utilities and community facilities in appropriate, designated locations			
OBJECTIVE	POLICY	TIMELINE	INDICATOR
6.1. Promote and encourage the providing of utilities and community facilities, and associated services, at adequate levels and in appropriate, designated locations, in a timely, efficient, and affordable manner	6.1.a. Utilize the Town of Center’s Future Land Use Map (Map III.1) in review and evaluation of all conditional use, rezone, land-division, and other development proposals, with approval of proposals dependent on consistency with the Map	Ongoing, 2015-2035	Amendments to the Town’s Future Land Use Map to take place at a maximum of once every two years
	6.1.b. Review and assess annually the services provided by the Town of Center website, Rock County Sheriff and Footville Fire/Emergency Medical Services Department	Ongoing (Annual), 2015-2035	Develop a formal assessment and evaluation procedure by 2019
	6.1.e. Consider developing a seasonal weekly, bi-weekly, or monthly Farmer’s Market held at a centralized location in which local produce and other goods are marketed and sold	2015-2020	Complete cultural resources study by 2019
	6.1.f. Support 4-H, Future Farmers of America (F.F.A.) programs and other agricultural/community organizations with Town of Center resources and facilities	Ongoing, 2015-2035	Provide support and facilities as needed
6.2. Promote and encourage the providing of utilities and community facilities, and associated services, by other governmental and private entities at adequate levels and in appropriate, designated locations, in a timely, efficient, and affordable manner	6.2.a. Utilize the Town of Center’s Future Land Use Map (Map III.1) in review and evaluation of all conditional use, rezone, land-division, and other development proposals, with approval of proposals dependent on consistency with the Map	Ongoing, 2015-2035	Amendments to the Town’s Future Land Use Map to take place at a maximum of once every two years
	6.2.b. Contract with applicable private entity to ensure continued reliable and affordable trash and recycling pick-up service	Ongoing, 2015-2035	Develop a formal assessment and evaluation procedure by 2019
	6.2.c. Review and assess annually the services provided by the County Sheriff’s Department, Public Works Department, Telecommunications Center, the Footville Fire Department, and trash/recycling pick-up service	Ongoing (Annual), 2015-2035	Develop a formal assessment and evaluation procedure by 2019
	6.2.d. Support Rock County in application, enforcement, and revision of the County’s Storm Water Management Ordinance (Chapter 4, Subchapter 2, Part 8 - Code of Ordinances, Rock County)	Ongoing, 2015-2035	Provide technical expertise and support as needed
	6.2.f. Support the Parkview and Evansville school district in their efforts to provide quality, efficient, and affordable public education	Ongoing, 2015-2035	Provide technical expertise and support as needed
	6.2.g. Support energy (electricity and natural gas), communication (television, radio, internet, and print) and care (health and child) entities in their efforts to provide quality, efficient, and affordable services	Ongoing, 2015-2035	Provide technical expertise and support as needed
	6.2.h. Support implementation of various parks and open space plans, including but not limited to: <ul style="list-style-type: none"><li>• Rock County Parks, Outdoor Recreation, and Open Space Plan: 2015-2020</li><li>• Village of Footville and City of Evansville parks and open space plans and initiatives</li><li>• WDNR State Trails Network Plan (Ice Age Trail)</li></ul>	Ongoing, 2015-2035	Provide feedback, technical expertise, and support as needed, and develop a workgroup schedules by 2019, ensuring the opportunity to meet with the County, all surrounding Towns, Village of Footville, City of Evansville and applicable agencies, at various intervals, to identify and discuss any issues

GOAL 7 - ECONOMIC DEVELOPMENT			
Ensure diverse, viable, and responsible economic development in appropriate, designated locations			
OBJECTIVE	POLICY	TIMELINE	INDICATOR
7.1. Promote and encourage existing, viable business, industry, and workforce, and attraction of new, viable business and industry, and associated workforce, in appropriate, designated locations	7.1.a. Utilize the Town of Center’s Future Land Use Map (Map III.1) in review and evaluation of all conditional use, rezone, land-division, and other development proposals, with approval of proposals dependent on consistency with the Map	Ongoing, 2015-2035	Amendments to the Town’s Future Land Use Map to take place at a maximum of once every two years
	7.1.b. Utilize existing programs offered and services provided by the County’s Economic Development Agency to develop: <ul style="list-style-type: none"><li>A Town marketing workplan and strategy, emphasizing the Town’s various economic development attributes, including proximity and access to major urban markets, existing infrastructure and development, and target industries, including recreation, commercial, distribution, agriculture, and local</li><li>An Economic Development Aid Program to identify Federal and State economic development aid for which the Town is eligible, and formulate an aid application workplan devising a strategy to apply for aid</li></ul>	2015-2020	Develop an annual Economic Development workgroup schedule by 2019, ensuring the opportunity to meet with Rock County Planning, Economic & Community Development Agency staff once a year to identify and discuss any issues
	7.1.c. Maintain and expand the Town’s cooperative and productive relationship with the City of Evansville and City of Janesville Chamber of Commerce	Ongoing, 2015-2035	Develop an annual Economic Development workgroup schedule by 2019, ensuring the opportunity to meet with the City of Evansville and City of Janesville Chamber of Commerce staff once a year to identify and discuss any issues
	7.1.d. Consider developing a seasonal weekly, bi-weekly, or monthly Farmer’s Market held at a centralized location in which local produce and other goods are marketed and sold	2015-2020	Complete cultural resources study by 2019
	7.1.e. Support Rock County in development and implementation of the County’s 2020 <i>Economic Development Plan</i>	Ongoing, 2015-2035	Provide feedback, technical expertise, and support as needed

GOAL 8 - INTER-GOVERNMENT RELATIONS			
Ensure cooperative and productive relations with other governmental and/or quasi-governmental entities			
OBJECTIVE	POLICY	TIMELINE	INDICATOR
8.1. Promote and encourage cooperative and productive relations with Rock County	8.1.a. Utilize the Town of Center’s Future Land Use Map (Map III.1) in review and evaluation of all conditional use, rezone, land-division, and other development proposals, with approval of proposals dependent on consistency with the Map	Ongoing, 2015-2035	Amendments to the Town’s Future Land Use Map to take place at a maximum of once every two years
	8.1.b. Review and assess annually the services provided by the County Sheriff’s Department, Public Works Department, and the Telecommunications Center	Ongoing (Annual), 2015-2035	Develop a formal assessment and evaluation procedure by 2019
	8.1.c. Undertake a comprehensive study for Town Board of Center review examining cost, efficiency, and duplication of services	2015-2020	Complete government cost and efficiency study by 2019
	8.1.d. Work with Rock County to ensure consistent and uniform administration, enforcement and revision of the following County ordinances: <ul style="list-style-type: none"><li>• Zoning and Access Control (Chapter 4, Subchapter 1, Parts 2-5 - Code of Ordinances, Rock County):</li><li>• Land Division and Management (Chapter 4, Subchapter 1, Part 1 - Code of Ordinances, Rock County):</li><li>• Storm Water Management (Chapter 4, Subchapter 2, Part 8 - Code of Ordinances, Rock County)</li><li>• Construction Site Erosion Control(Chapter 4, Subchapter 2, Part 11 - Code of Ordinances, Rock County)</li><li>• Non-Metallic Mining Reclamation (Chapter 4, Subchapter 2, Part 10 - Code of Ordinances, Rock County)</li></ul>	Ongoing, 2015-2035	Consult with Rock County Planning, Economic & Community Development Agency Staff by 2016 to identify County ordinance issues
	8.1.e. Work with Rock County to ensure consistent and uniform procedures for issuing land use permits including zoning, building, driveway, and sanitary	2015-2020	Consult with Rock County Planning, Economic & Community Development Agency Staff by 2016, to identify land use permitting issues
	8.1.f. Consider developing a road maintenance contract with County Public Works and review annually to assure quality and affordability	2015-2020	Consult with Rock County Public Works by 2018 to explore potential of developing contract
	8.1.g. Support Rock County in implementation of the <i>Rock County Parks, Outdoor Recreation, and Open Space Plan: 2015-2020</i>	Ongoing, 2015-2035	Provide feedback, technical expertise, and support as needed
	8.1.h. Utilize and support existing and potential programs to be offered and services to be provided by Rock County, including but not limited to, development, administration, utilization, and/or enforcement of the following: <ul style="list-style-type: none"><li>• Purchase of Agricultural Conservation Easements (PACE Program)</li><li>• Sub-Division Design Regulation</li><li>• Model Ordinance Development</li><li>• Low-interest loans for housing purchase and maintenance/rehabilitation</li><li>• Emergency rental assistance</li><li>• Education, training, and counseling to potential homeowners</li></ul>	Ongoing, 2015-2035	Utilize one product developed, and/or one service provided, by the Rock County Planning Economic & Community Development Agency by 2017
8.2. Promote and encourage cooperative and productive relations with the Village of Footville and the City of Evansville			
	8.2.a. Utilize the Town of Center’s Future Land Use Map (Map III.1) in review and evaluation of all conditional use, rezone, land-division, and other development proposals, with approval of proposals dependent on consistency with the Map	Ongoing, 2015-2035	Amendments to the Town’s Future Land Use Map to take place at a maximum of once every two years
	8.2.c. Review and assess annually the services provided by the Footville Fire Department	Ongoing (Annual), 2015-2035	Develop a formal assessment and evaluation procedure by 2019
	8.2.d. Undertake a comprehensive study, for Town Board review, examining cost, efficiency, and duplication of services provided in the Town	2015-2020	Complete government cost and efficiency study by 2019

GOAL 8 - INTER-GOVERNMENT RELATIONS			
Ensure cooperative and productive relations with other governmental and/or quasi-governmental entities			
OBJECTIVE	POLICY	TIMELINE	INDICATOR
8.2. Promote and encourage cooperative and productive relations with the Village of Footville and the City of Evansville			
	8.2.e. Monitor the Village of Footville’s and City of Evansville’s annexations and development to ensure consistency with the Village’s and City’s Future Land Use Maps	Ongoing, 2015-2035	Develop an annual Town/Village and Town/City work group schedule by 2019, ensuring the opportunity to meet with the Village of Footville and City of Evansville to identify and discuss any issues
	8.2.f. Support implementation of the Village of Footville’s and City of Evansville’s parks and open space plans and initiatives	Ongoing, 2015-2035	Develop an annual Town/Village and Town/City work group schedule by 2019, ensuring the opportunity to meet with the Village of Footville and City of Evansville to identify and discuss any issues
8.3. Promote and encourage cooperative and productive relations with State of Wisconsin agencies and various other governmental and/or quasi-governmental entities			
	8.3.a. Utilize the Town of Center’s Future Land Use Map (Map III.1) in review and evaluation of all conditional use, rezone, land-division, and other development proposals, with approval of proposals dependent on consistency with the Map	Ongoing, 2015-2035	Amendments to the Town’s Future Land Use Map to take place at a maximum of once every two years
	8.3.b. Maintain and expand relationship with the State of Wisconsin Department of Natural Resources (WDNR) to ensure Town involvement and representation on various planned or potential WDNR projects, including but not limited to, the State Trails Network Plan (Ice Age Trail)	Ongoing, 2015-2035	Provide feedback, technical expertise, and support as needed
	8.3.c. Maintain and expand relationship with the State of Wisconsin Department of Transportation (WisDOT) to ensure Town involvement and representation on various planned or potential WisDOT projects	Ongoing, 2015-2035	Provide feedback, technical expertise, and support as needed
	8.3.e. Monitor adjacent Towns, including Porter, Magnolia, Plymouth, and Janesville development in close proximity to the Town of Center to ensure consistency with the various Town’s Future Land Use Maps	Ongoing, 2015-2035	Develop an annual Town workgroup schedule by 2019, ensuring the opportunity to meet once a year with all surrounding Towns to identify and discuss any issues
	8.3.f. Support the Parkview and Evansville school districts in their efforts to provide a quality, efficient, and affordable public education	Ongoing, 2015-2035	Provide feedback, technical expertise, and support as needed
	5.1.g. Support the findings of the South Central Wisconsin Commuter Study, exploring mass transit options (bus and rail) between the City of Chicago metropolitan area, the Cities of Janesville/Beloit metropolitan area, and the City of Madison metropolitan area	Ongoing, 2015-2035	Provide feedback, technical expertise, and support as needed



***TOWN OF CENTER  
COMPREHENSIVE PLAN 2035***

**SECTION IV -  
APPENDICES**

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## Appendix A

### Citizen Participation Plan

#### ADOPTION OF CITIZEN PARTICIPATION PLAN FOR UPDATE OF TOWN OF CENTER (ROCK COUNTY) COMPREHENSIVE PLAN - 2015

RESOLUTION # 2015-01

**WHEREAS**, Section 66.1001(4), Wisconsin Statutes, establishes certain standards for citizen participation as a vital component of the Comprehensive Plan development and update process, and,

**WHEREAS**, prior to beginning the Comprehensive Plan update process, communities are required to adopt written procedures to foster public participation throughout said process, per said Statute.

**NOW THEREFORE, BE IT RESOLVED**, the Town of Center, Rock County (hereafter "Town"), on this 16<sup>th</sup> day of February, 2015, hereby direct the Comprehensive Plan 2015 update process (hereafter "Update") utilize the following principles, 1. – 8., which shall constitute the Update Citizen Participation Plan:

1. Public meetings and workshops shall be held at which the Update will be discussed, with said meetings consisting of an open discussion between Town officials, citizens, and planning consultants, providing opportunity for all interested parties to provide input, feedback, and comments on the Update and its process;
2. Advance public notice shall be provided for all Update public meetings and workshops;
3. Opportunities for written input, feedback, and comments on the Update and its process shall also be provided;
4. An Update draft shall be available for review at the Town Hall and on its website, prior to bringing it to the Town for adoption via ordinance at a public hearing;
5. The Update draft shall be distributed to all of the following, a. – e., prior to bringing it to the Town for adoption via ordinance at a public hearing:
  - a. Owners of property, or to persons who have a leasehold interest in property pursuant to which the persons may extract nonmetallic mineral resources in or on property, in which the allowable use or intensity of use of the property is changed by the Update;
  - b. Every governmental body that is located in whole or in part within the boundaries of the Town;
  - c. The clerk of every local governmental unit that is adjacent to the Town;
  - d. Wisconsin Department of Administration;
  - e. Public libraries serving the Town;
6. The Town shall not adopt the Update via ordinance unless it holds at least one (1) public hearing at which the Update draft is discussed. The hearing must be preceded by a Class I Notice, in accordance with Section 985, Wisconsin Statutes, published at least thirty (30) days prior to the

hearing. The Town may also provide notice of the hearing by any other means it considers appropriate. The Class I Notice shall contain all of the following information, a. – d.:

- a. Date, time, and place of the hearing;
  - b. A summary, which may include a map, of the proposed Update;
  - c. The name of the consultant employed by the Town who may provide additional information regarding the Update;
  - d. Information relating to where and when the Update may be viewed prior to the hearing, and how a copy of the Update may be obtained;
7. At least thirty (30) days prior to the holding of the hearing identified in 6. herein, the Town shall provide written notice of the hearing to all of the following, a. – c.:
- a. An operator who has obtained, or made application for, a nonmetallic mining permit in the Town;
  - b. A person who has registered a marketable nonmetallic mining deposit in the Town;
  - c. Any other property owner or leaseholder who has an interest in property pursuant to which the person may extract nonmetallic mining resources, if the property owner or leaseholder requests in writing that the Town provide the property owner or leaseholder notice of the hearing;
  - d. Any person who submits a written request to receive notice of the Update, if the Update affects the allowable use of the property owned by the person.

The written notice shall include information on where to view the Update, and shall be by mail or in any reasonable form that is agreed to by the person and the Town. The Town may charge each person on the list who receives a notice a fee that does not exceed the approximate cost of providing the notice to the person.

8. One copy of the final Update adopted by the Town via ordinance shall be sent to all of the following, a. – d.:
- a. Every governmental body that is located in whole or in part within the boundaries of the Town;
  - b. The clerk of every local governmental unit that is adjacent to the Town;
  - c. Wisconsin Department of Administration;
  - d. Public libraries that serve the Town;

The town clerk shall properly post or publish this resolution as required under x 60.80, Wis. Stats.

Adopted this 16<sup>th</sup> day of Feb, 2015.

W. J. Lohr

Chairperson

Dennis Kruse

Supervisor 1

Ted Phalen

Supervisor 2

Attest: Dennis Kruse

Clerk

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## **Appendix B**

### **Meeting and Workshop Schedule**

(All meeting and workshops were held at  
Town of Center Hall, 9119 County Trunk A, Evansville, WI 53536.)

Plan Development Process and Kick Off  
February 12, 2015 - 7:00 p.m.

Issues Identification and Presentation of Plan Structure and Content  
March 9, 2015 - 7:00 p.m.

Land Use  
March 23, 2015 - 7:00 p.m.

Land Use  
April 9, 2015 - 7:00 p.m.

Goals, Objectives, and Policies  
June 11, 2015 - 7:00 p.m.

Draft Review  
July 8, 2015 - 7:00 p.m.

Public Open House - Presentation of Draft  
August 5, 2015 - 7:00 p.m.

Draft Review  
August 12, 2015 - 7:00 p.m.

Public Hearing - Plan Commission Recommendation of Adoption  
September 10, 2015 - 7:00 p.m.

Public Hearing - Town Board Adoption  
October 19, 2015 - 7:00 p.m.



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## Appendix C

### Projection Sources and Formulation Methodologies

In developing and presenting this Plan, the Agency has formulated various projections utilizing multiple methodologies integrating the best available information and data. This *Plan* utilized United States Bureau of the Census (USBC) and WDOA projections where available as these projections were formulated by non-partisan, professional demographers. In those cases where USBC and/or WDOA projections were not available, projections were formulated by North Is Up Planning Solutions (NIUPS) or Rock County Planning, Economic & Community Development Agency (Agency) staff, utilizing best available information and data, and Agency expertise, with the best interest of all Town resources and residents in mind.

The following delineates the projections utilized in this *Plan*, as well as projection sources (i.e. USBC, WDOA, and Agency) and projection formulation methodologies.

- Figure 1.10 and 1.11: Population: 2015 - 2035 (page 18)  
These figures display three Town population projection scenarios, High, Middle, and Low, illustrating possible future Town population from 2015 to 2035. The Middle projection was developed by WDOA in 2014 (*Methodology for Developing Minor Civil Divisions*) for the years 2015-2035. The High projection scenario was developed by NIUPS utilizing a 30.0% cumulative (2015-2035) growth rate, approximately doubling the Middle projection scenario growth rate of 14.9%. The Low projection scenario was developed by NIUPS utilizing a 7.5% cumulative (2015-2035) growth rate, approximately halving the Middle projection scenario growth rate of 14.9%.
- Figure 2.9: Total Agricultural Land Use Acreage: 2015-2035 (page 29)  
This figure displays a Town total agricultural land use acreage projection from 2015 to 2035. This projection was developed by NIUPS utilizing the Residential, Commercial, and Industrial Land Use Acreage projections as stated in Figure 2.10 of this *Plan*, subtracted from the Large-Scale Agricultural acreage as stated in Figure 2.1 of this *Plan*.
- Figure 2.10: Additional Residential (per Figure 4.13 of this Plan) Commercial, and Industrial Land Use Acreage: 2015 - 2035 (page 29)  
This figure displays a Town additional residential, commercial, and industrial land use acreage projection from 2015 to 2035. The Residential projection was developed by NIUPS utilizing the Housing Unit projection (Figure 4.13 of this *Plan*) assuming an average 2-acre residential lot size.
- Figure 4.13: Housing Units, Households, and Persons Per Household: 2015- 2035 (page 57)  
This figure displays a Town housing unit, household, and persons per household projection from 2015 to 2035. The Household and Persons Per Household projection was developed by the WDOA in 2014 (*Methodology for Developing Minor Civil Divisions*) for the years 2015-2035. The Housing Units projection was developed by the NIUPS utilizing the Town overall average housing vacancy rate from 1990-2010 (4.1%), applied to the aforementioned Household projection.

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## Appendix D

### State of Wisconsin Statute 66.1001 - Comprehensive Planning

#### WISCONSIN STATE STATUTES CHAPTER 66: GENERAL MUNICIPALITY LAW -SUBCHAPTER X: PLANNING, HOUSING AND TRANSPORTATION

#### 66.1001 - Comprehensive Planning

##### (1) DEFINITIONS.

In this section:

- (a) “Comprehensive plan” means:
  - 1. For a county, a development plan that is prepared or amended under s. 59.69 (2) or (3).
  - 2. For a city or a village, or for a town that exercises village powers under s. 60.22 (3), a master plan that is adopted or amended under s. 62.23 (2) or (3).
  - 3. For a regional planning commission, a master plan that is adopted or amended under s. 66.0309 (8), (9) or (10). (*note: previously, s. 66.945(8), (9) or (10)*)
- (b) “Local governmental unit” means a city, village, town, county or regional planning commission that may adopt, prepare or amend a comprehensive plan.
- (c) “Political subdivision” means a city, village, town, or county that may adopt, prepare, or amend a comprehensive plan.

##### (2) CONTENTS OF A COMPREHENSIVE PLAN.

A comprehensive plan shall contain all of the following elements:

- (a) *Issues and opportunities element.* Background information on the local governmental unit and a statement of overall objectives, policies, goals and programs of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. Background information shall include population, household and employment forecasts that the local governmental unit uses in developing its comprehensive plan, and demographic trends, age distribution, educational levels, income levels and employment characteristics that exist within the local governmental unit.
- (b) *Housing element.* A compilation of objectives, policies, goals, maps and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit. The element shall assess the , structural, value and occupancy characteristics of the local governmental unit’s housing stock. The element shall also identify specific policies and programs that promote the development of housing for residents of the local governmental unit

- (c) and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs, policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate-income housing, and policies and programs to maintain or rehabilitate the local governmental unit's existing housing stock.
- (d) *Transportation element.* A compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, electric personal assistive mobility devices, walking, railroads, air transportation, trucking and water transportation. The element shall compare the local governmental unit's objectives, policies, goals and programs to state and regional transportation plans. The element shall also identify highways within the local governmental unit by function and incorporate state, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in the local governmental unit.
- (e) *Utilities and community facilities element.* A compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools and other governmental facilities. The element shall describe the location, use and capacity of existing public utilities and community facilities that serve the local governmental unit, shall include an approximate timetable that forecasts the need in the local governmental unit to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities and shall assess future needs for government services in the local governmental unit that are related to such utilities and facilities.
- (f) *Agricultural, natural and cultural resources element.* A compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources consistent with zoning limitations under s. 295.20 (2), parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.
- (g) *Economic development element.* A compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the local governmental unit, including an analysis of the labor force and economic base of the local governmental unit. The element shall assess categories or particular types of new businesses and industries that are desired by the local governmental unit. The element shall assess the local governmental unit's strengths and weaknesses with respect to attracting and retaining businesses and industries, and shall designate an adequate number of sites for such businesses and industries. The element shall also evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The element shall also identify county, regional and state economic development programs that apply to the local governmental unit.

- (h) *Intergovernmental cooperation element.* A compilation of objectives, policies, goals, maps and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for siting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts and adjacent local governmental units, and to the region, the state and other governmental units. The element shall consider, to the greatest extent possible, the maps and plans of any military base or installation, with at 200 assigned military personnel or that contains at least 2,000 acres, with which the local governmental unit shares common territory. The element shall incorporate any plans or agreements to which the local governmental unit is a party under s. 66.0301, 66.0307 or 66.0309. The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.
- (i) *Land-use element.* A compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. The element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the local governmental unit, such as agricultural, residential, commercial, industrial and other public and private uses. The element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land-use conflicts. The element shall contain projections, based on the background information specified in par. (a), for 20 years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that shows current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities, as those terms are used in par. (d), will be provided in the future, consistent with the timetable described in par. (d), and the general location of future land uses by net density or other classifications.
- (j) *Implementation element.* A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in pars. (a) to (h). The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. A comprehensive plan under this subsection shall be updated no less than once every 10 years.

### **(3) ACTIONS, PROCEDURES THAT MUST BE CONSISTENT WITH COMPREHENSIVE PLANS.**

Beginning on January 1, 2010, if a local governmental unit engages in any of the following actions, those actions shall be consistent with that local governmental unit's comprehensive plan:

- (a) Official mapping established or amended under s. 62.23 (6).
- (b) Local subdivision regulation under s. 236.45 or 236.46.
- (c) County zoning ordinances enacted or amended under s. 59.69.

- (d) City or village zoning ordinances enacted or amended under s. 62.23 (7).
- (e) Town zoning ordinances enacted or amended under s. 60.61 or 60.62.
- (f) Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231.

#### **(4) PROCEDURES FOR ADOPTING COMPREHENSIVE PLANS**

A local governmental unit shall comply with all of the following before its comprehensive plan may take effect:

- (a) The governing body of a local governmental unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for wide distribution of proposed, alternative or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments. The written procedures shall describe the methods the governing body of a local governmental unit will use to distribute proposed, alternative, or amended elements of a comprehensive plan to owners of property, or to persons who have a leasehold interest in property pursuant to which the persons may extract nonmetallic mineral resources in or on property, in which the allowable use or intensity of use of the property is changed by the comprehensive plan.
- (b) The plan commission or other body of a local governmental unit that is authorized to prepare or amend a comprehensive plan may recommend the adoption or amendment of a comprehensive plan only by adopting a resolution by a majority vote of the entire commission. The vote shall be recorded in the official minutes of the plan commission or other body. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of a comprehensive plan. One copy of an adopted comprehensive plan, or of an amendment to such a plan, shall be sent to all of the following:
  - 1. Every governmental body that is located in whole or in part within the boundaries of the local governmental unit.
  - 2. The clerk of every local governmental unit that is adjacent to the local governmental unit that is the subject of the plan that is adopted or amended as described in par. (b) (intro.).
  - 3. The department of administration.
  - 4. The regional planning commission in which the local governmental unit is located.
  - 5. The public library that serves the area in which the local governmental unit is located.
- (c) No comprehensive plan that is recommended for adoption or amendment under par. (b) may take effect until the political subdivision enacts an ordinance or the regional planning commission adopts a resolution that adopts the plan or amendment. The political subdivision may not enact an ordinance or the regional planning commission



may not adopt a resolution under this paragraph unless the comprehensive plan contains all of the elements specified in sub. (2). An ordinance may be enacted or a resolution may be adopted under this paragraph only by a majority vote of the members-elect, as defined in s. 59.001 (2m), of the governing body. An ordinance that is enacted or a resolution that is adopted under this paragraph, and the plan to which it relates, shall be filed with at least all of the entities specified under par. (b).

(d) No political subdivision may enact an ordinance or no regional planning commission may adopt a resolution under par. (c) unless the political subdivision or regional planning commission holds at least one public hearing at which the proposed ordinance or resolution is discussed. That hearing must be preceded by a class 1 notice under ch. 985 that is published at least 30 days before the hearing is held. The political subdivision or regional planning commission may also provide notice of the hearing by any other means it considers appropriate. The class 1 notice shall contain at least the following information:

1. The date, time and place of the hearing.
2. A summary, which may include a map, of the proposed comprehensive plan or amendment to such a plan.
3. The name of an individual employed by the local governmental unit who may provide additional information regarding the proposed ordinance.
4. Information relating to where and when the proposed comprehensive plan or amendment to such a plan may be inspected before the hearing, and how a copy of the plan or amendment may be obtained.

(e) At least 30 days before the hearing described in par. (d) is held, a local governmental unit shall provide written notice to all of the following:

1. An operator who has obtained, or made application for, a permit that is described under s. 295.12 (3) (d).
2. A person who has registered a marketable nonmetallic mineral deposit under s. 295.20.
3. Any other property owner or leaseholder who has an interest in property pursuant to which the person may extract nonmetallic mineral resources, if the property owner or leaseholder requests in writing that the local governmental unit provide the property owner or leaseholder notice of the hearing described in par. (d).

(f) A political subdivision shall maintain a list of persons who submit a written request to receive notice of any proposed ordinance, described under par. (c), that affects the allowable use of the property owned by the person. At least 30 days before the hearing described in par. (d) is held a political subdivision shall provide written notice, including a copy of the proposed ordinance, to all such persons. The notice shall be by mail or in any reasonable form that is agreed to by the person and the political subdivision. The political subdivision may charge each person on the list who receives a notice a fee that does not exceed the approximate cost of providing the notice to the person.

**(5) APPLICABILITY OF A REGIONAL PLANNING COMMISSION'S PLAN**

A regional planning commission's comprehensive plan is only advisory in its applicability to a political subdivision and a political subdivision's comprehensive plan.

**(6) COMPREHENSIVE PLAN MAY TAKE EFFECT**

Notwithstanding sub. (4), a comprehensive plan, or an amendment of a comprehensive plan, may take effect even if a local governmental unit fails to provide the notice that is required under sub. (4) (e) or (f), unless the local governmental unit intentionally fails to provide the notice.