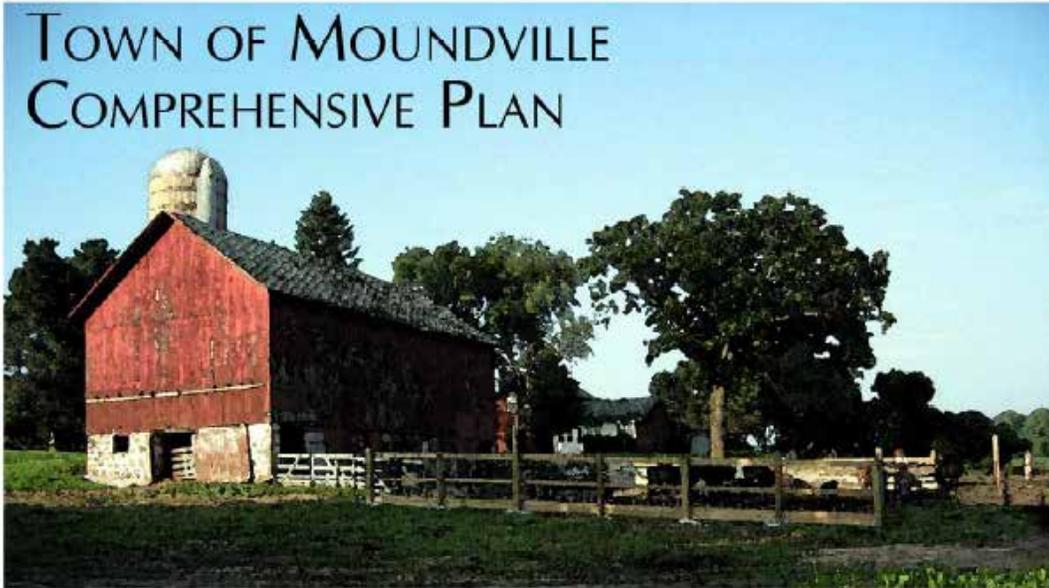


# TOWN OF MOUNDVILLE COMPREHENSIVE PLAN



Original Plan Adoption:

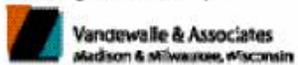
February 21, 2005

Updated: September 27, 2016



2005

Planning Assistance by:



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## INTRODUCTION

The Town of Moundville, located in Marquette County in central Wisconsin, is a rural community of about 587 permanent residents and thousands of seasonal residents and visitors. A tapestry of farm fields, woodlots, lakes, streams, rivers, wetlands and open spaces make up the Town's 22 square miles.

### A. Purpose of this Plan

The purpose of the *Town of Moundville Comprehensive Plan* is to help inform and guide local decision-making by providing direction to some major planning themes, including:

- § Identify areas in the Town appropriate for development and preservation over the next 20 years;
- § Recommend types of land use for specific areas in the Town by involving Town residents in preparing their own individual comprehensive plan;
- § Preserve agricultural lands and open space in the community;
- § Identify needed transportation and community facilities to serve future land uses;
- § Provide detailed strategies to implement plan recommendations.

This Plan was prepared under Wisconsin's "Smart Growth" legislation contained in §66.1001, Wisconsin Statutes. This legislation requires that a comprehensive plan include the following nine elements: 1.) **Intergovernmental Cooperation**, 2.) **Issues and Opportunities**, 3.) **Agricultural, Natural and Cultural Resources**, 4.) **Land Use**, 5.) **Transportation**, 6.) **Utilities and Community Facilities**, 7.) **Housing and Neighborhood Development**, 8.) **Economic Development**, and 9.) **Implementation**. This legislation also describes how a comprehensive plan must be prepared and adopted (see sidebar). Zoning and subdivision decisions undertaken by the Town after 2010 that affects land use will have to be consistent with this Plan, or later amendments.

This Plan is organized in nine chapters containing all of the required elements listed above. Each chapter begins with background information, followed by the Town's goals, objectives and policies related to that element, and ends with detailed recommendations. The final chapter (**Implementation**) provides an "action plan" of recommendations, strategies, and timelines to ensure the implementation of this Plan.

#### Plan Adoption Process

Preparation of a "comprehensive plan" is authorized under § 66.1001, Wisconsin Statutes. Before adoption, a Plan must go through a formal public hearing and review process. The Plan Commission adopts by resolution a public hearing draft of the Plan and recommends that the Town Board enact an ordinance adopting the Plan as the Town's official comprehensive plan. Following Plan Commission and Town Board approval, the Town Board holds a public hearing to discuss the proposed ordinance adopting the Plan. Copies of the public hearing draft of the Plan are forwarded to a list of local and state governments for review. A Class 1 notice must precede the public hearing at least 30 days before the hearing. The notice must include a summary of the Plan and information concerning where the entire document may be inspected or obtained. The Board may then adopt the ordinance approving the Plan as the Town's official comprehensive plan, and forward this Plan to Marquette County for inclusion in the County Plan.

This formal, well-publicized process facilitates broad support of plan goals and recommendations. Consideration by both the Plan Commission and Town Board assures that both bodies understand and endorse the plan's recommendations. Adoption by both the Town and the County assures that both are using the same guidelines when making final decisions affecting the Town.

### B. Early 2000s Planning Process

Marquette County's multi-jurisdictional comprehensive planning process involved work done simultaneously at both the local and county level. Much of the initial public input in the countywide planning process was obtained through an opinion survey conducted in early 2002, with more local input provided during a series of visioning workshops held in each of the participating Towns, Villages and City during 2002 and 2003.

Most of the data collection and inventory mapping for this multi-jurisdictional project was completed at the County level, with supplemental information and more detailed maps prepared for the 17 local participating communities. An opportunities analysis was also conducted at the County level to identify the “big picture” influences in the region from which each local community could advance specific goals or strategies to take advantage of these unique opportunities. Each local community had a chance to review the background data, opportunities analysis, and inventory maps and customize this information in their individual plan document to address specific issues and concerns.

To ensure that each planning document prepared under this process was “speaking the same language,” each community worked from the same menu of land use categories to draft their individual planned land use map. When brought together, these local planned land use maps formed the basis of Marquette County’s planned land use map. Each participating community, as well as the County, distributed a draft and final version of their Comprehensive Plan document to surrounding jurisdictions, and each jurisdiction followed all of the required procedures to formally adopt a comprehensive plan as prescribed in Wisconsin’s comprehensive planning legislation.

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### C. 2016 Plan Update Process

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In early 2016, Marquette County completed an update to the County’s 2005 Comprehensive Plan. The Plan update also incorporated an updated County Farmland Preservation Plan, replacing a 1982 vintage plan. The County Comprehensive /Farmland Preservation planning process took over a year to complete and provided multiple opportunities for public involvement, at the County and Town levels, including six open house events held at strategic intervals during the planning process, town meetings with County Zoning Department staff, and a public hearing before the Marquette County Planning and Zoning Committee.

As part of the County Comprehensive Plan update process, each municipality in Marquette County had the opportunity to review, and if desired, update the Planned Land Use map from its mid-2000s plan. The Town of Moundville participated in this review and returned a revised Town Planned Land Use map for the County to include in the updated Marquette County Comprehensive Plan.

In 2016, Marquette County facilitated a process to assist each interested town update its individual comprehensive plan to reflect the newly updated County Comprehensive Plan. Given limited population and land use changes in the County since adoption of the initial comprehensive plans, the town comprehensive plan update process was more condensed and strategic than the early 2000s planning process described above.

The 2016 Town of Moundville Comprehensive Plan update includes:

- § Updated demographic information contained in Chapter Two: Issues and Opportunities to reflect the latest information available from the U.S. Census and State of Wisconsin.
- § Adjustments to Chapter Four: Land Use to incorporate changes to the Planned Land Use map that have occurred since adoption of the Town’s original Comprehensive Plan, including those made during the County’s recent plan update process, but not yet incorporated into any town plans. Due to limited population growth the remainder of Chapter Four, including population projections, remains unchanged.
- § Revisions Figure 25 in Chapter 9: Implementation to include the Town’s role in implementing initiatives in the updated Marquette County Comprehensive Plan and to remove older initiatives that have been completed or are no longer applicable.

Due to the limited scope of the 2016 Town Comprehensive Plan update and Town input in the County’s recent Comprehensive Plan update, other Plan chapters were generally not updated and public participation was more condensed. The Town of Moundville Plan Commission reviewed and recommended approval of the updated Comprehensive Plan and following a properly noticed public hearing; the Town Board reviewed and approved the recommended Plan update.



## **CHAPTER ONE: INTERGOVERNMENTAL COOPERATION**

# I. Intergovernmental Cooperation

Intergovernmental cooperation is a crucial element of the Town of Moundville local plan process. The Town is one of 19 local jurisdictions in Marquette County. This Plan contains a compilation of background information, goals, objectives, policies and recommended programs for joint planning and decision making between the Town and other jurisdictions, and covers all of the information required under §66.1001, Wisconsin Statutes.

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## A. Existing Regional Framework

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The following is a brief description of the local units of government that surround the Town of Moundville, as well as a description of other regional and state jurisdictions operating within or adjacent to the County. Map 1 shows the boundaries of the various jurisdictions in the region.

### 1. Town of Moundville

The Town of Moundville is one of 14 townships in Marquette County; these towns are local units of government and have elected representatives and the ability to regulate within their borders. The Town is located in the southwestern part of the County and had an estimated 2004 population of 587. Interstate Highway 39 bisects the Town. The Village of Endeavor was incorporated from the Town of Moundville on the shores of Buffalo Lake. The Town has adopted the County's zoning regulations. At the time this plan was written, the Town is not party to any plans or agreements under §66.0307 or §66.0309, Wisconsin Statutes. The Town is party to general cooperative agreements for fire, rescue, road maintenance, and other services with the Village, neighboring towns, and the County under §66.0301.

### 2. Neighboring Towns

The Town of Moundville is bordered by the towns of Douglas, Oxford, Packwaukee, Buffalo, the Village of Endeavor, and the Town of Fort Winnebago in Columbia County. The Town has adopted the County's zoning ordinance. The estimated 2004 populations for the towns of Douglas, Oxford, Packwaukee and Buffalo are 794, 931, 1,296 and 1,151 residents respectively. The Towns of Douglas and Packwaukee have adopted County zoning. The Town of Oxford has not adopted County zoning, nor does it have its own zoning ordinance. The County's floodplain and shoreland zoning ordinance is in effect in all townships. Twelve of the towns began preparing comprehensive plans in 2003 in coordination with other Marquette County communities under the Smart Growth Planning Grant program. There are no apparent existing or potential conflicts between the long-range plans of these communities and Moundville's *Plan*.

### 3. Village of Endeavor

The Village of Endeavor is surrounded by the Town of Moundville at its northern edge and lies along the shores of Buffalo Lake. The Village serves as smaller trade center for the surrounding countryside. Endeavor has an estimated population of 447 residents. The Village began updating its comprehensive plan in 2003 in coordination with other Marquette County communities under the Smart Growth Planning Grant program. Potential land use conflicts between the long-range plans of the Village of Endeavor and this *Plan* are outlined in Chapter Four: Land Use. Processes to resolve land use conflicts are outlined in Section C of this chapter.

### 4. Marquette County

**Marquette County** covers 455 square miles and is located in the south central part of Wisconsin. The County is situated about 50 miles north of Madison, 110 miles northwest of Milwaukee, and 200 miles northwest of Chicago. The County's estimated 2003 population is 14,888 residents. The County is made up of 19 local units of government: 14 towns, 4 villages, and 1 city. All of these local juris-

dictions are populated with less than 2,000 people, with only a few exceeding 1,000 people. The primary traffic artery running north-south through the County is Interstate 39. The County has a sizeable seasonal population, with nearly a quarter of its housing stock listed as “seasonal”. It is also home to several public and private summer camps. The County has an adopted farmland preservation plan, outdoor recreation plan, land and water resources management plan, erosion control plan, zoning ordinance, land division ordinance, an exclusive (prime) agricultural zoning district, and highway access control plan. The County is preparing its first-ever comprehensive plan, in coordination and cooperation with other local units of government and under the Smart Growth Comprehensive Planning Grant program. There are no apparent existing or potential conflicts between the long-range plans of Marquette County and the Town of Moundville’s *Plan*

## 5. Surrounding Counties

The four counties surrounding Marquette County are all more populated and have higher densities of residential development. The County is bordered to the south by **Columbia** County (estimated 2003 pop. 53,862), to the east by **Green Lake** County (estimated 2003 pop. 19,538), to the west by **Adams** County (estimated 2003 pop. 20,452), and to the north by **Waushara** County (estimated 2003 pop. 24,656).

## 6. Regional Planning Jurisdiction

Marquette County is in the **East Central Wisconsin Regional Planning Commission’s** (ECWRPC) planning jurisdiction, although the County is not an official member. The ECWRPC is the comprehensive planning agency for the counties of Calumet, Fond du Lac, Green Lake, Marquette, Menominee, Outagamie, Shawano, Waupaca, Waushara and Winnebago. Planning services provided by the Commission include comprehensive and land use planning; transportation improvement and corridor planning; open space, recreational and environmental planning; economic development; demographic information and projections; technical assistance to local governments; Geographic Information Services and aerial photography distribution. Over the years, the ECWRPC has prepared several plans and studies for Marquette County and its local governments.

In 2001, The ECWRPC began developing a region-wide framework plan for the 10 counties that it represents. This regional planning effort, financed in part by the state’s Smart Growth Planning Grant program, addresses all nine elements specified in the state legislation. The plan’s focus is to identify issues of regional significance and to develop policy and best practice examples to help guide future land use decisions within the region. It is scheduled for completion in 2005. The plan’s inventory information and maps for the region was compiled in the ECWRPC’s *State of the Region Report*, prepared in 2003. Much of the background regional data contained throughout this Comprehensive Plan is based on this ECWRPC report. There are no apparent existing or potential conflicts between the long-range plans of the ECWRPC and this Town *Plan*.

## 7. Important State and Federal Agency Jurisdictions

There were several state agencies that affect planning in Marquette County. The County is located within the Wisconsin **Department of Transportation’s** (WisDOT) District 4 Region, with its regional office located in Wisconsin Rapids. The County is located in the Wisconsin **Department of Natural Resources’** (WisDNR) Northeast Region, with its regional office in Green Bay and its service center office located in Wautoma. The **University of Wisconsin Extension** office is located in the City of Montello and serves as an educational resource for County residents. Since there is a National Wildlife Refuge located within the County, the **U.S. Fish and Wildlife Service** also maintains a presence in the County. The Town recognized the importance of working with this regional, state, and federal agencies during the course of this plan preparation process; particularly in data gathering and discussing specific planning issues. There are no apparent existing or potential conflicts between the long-range plans of these agencies and this Town *Plan*.

## 8. School Districts

The Town of Moundville is served by the **Portage School District**. The District serves the central and southeastern portions of the County, with a total k-12 enrollment of 2,592 children during the 2002/03 school year. The boundaries of the School District are shown on Map 1. There are no apparent existing or potential conflicts between the long-range plans of the school district and this Town *Plan*.

The Town is within the Madison Area Technical College (MATC) District which offers education in liberal studies and over 100 other fields.

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## B. Intergovernmental Cooperation Goal, Objectives, Policies, and Programs

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***Goal: Create and build on mutually beneficial intergovernmental relations with surrounding and overlapping governments.***

### ***Objectives:***

- a. Continue to cooperate with the Village of Endeavor, Marquette County, other area local governments, local school districts (illustrated on Map 1: Jurisdictional Framework), lake organizations, and state agencies on land use, transportation and community development issues of mutual concern.
- b. Cooperate with neighboring governments, school districts, Marquette County and State agencies on providing shared services and planning for future public facility and service needs.
- c. Participate in County- and State-level transportation, land use and economic development efforts.
- d. Work with surrounding communities to encourage an orderly, efficient land use pattern that preserves rural character and minimizes land use conflicts.
- e. Stay informed on activities of the School District to ensure the Town has the opportunity to be involved in decisions that affect Town residents, such as building improvements, tax issues, and transportation.

### ***Policies and Programs:***

- § **Provide copies** of this Comprehensive Plan and future amendments to all surrounding government jurisdictions.
- § **Cooperate with other units of government**, including lake organizations, the County, and WisDNR on preservation of natural resources (as discussed in greater detail in Chapter Two), for instance:
  - Work with the state and lake organizations to obtain support and funding to implement various lake management activities such as access improvements, dredging, or water quality initiatives.
  - Cooperate with the County and WisDNR to **ensure the protection of groundwater** in and around the Town.
- § **Cooperate with WisDOT and the County where applicable on maintaining and improving the Town's transportation system** (as discussed in detail in Chapter Five), including:
  - Street construction and maintenance.
  - Address problem intersections.
  - Establish and implement roadway and signage standards for bicycles.
  - Update design and layout standards for new streets and roads.

- § **Participate with other units of government on joint facility and community utility concerns, including:**
- **Cooperate with the County and other communities to explore opportunities to improve EMS service.**
  - **Cooperate with the Village of Endeavor to explore options to improve fire services.**
  - Consider cooperation with the County on a **Solid Waste Management Grant through USDA** to expand the recycling center.
- § Cooperate with the County to **identify grant sources to rehabilitate housing** and residential areas in the Town. Work with the County to develop and implement property maintenance codes.
- § Participate with Marquette County and other communities on an **economic development initiative to promote a balanced economy—discussed in greater detail in Chapter Eight: Economic Development**—to develop “niche strategies” for the area. This will maximize initiative efforts and help to minimize or remove competing interests for limited opportunities and development.
- § Cooperate with neighboring communities and other units of government to minimize **intergovernmental conflict** and ensure that the policies and recommendations of this Plan are implemented, including:
- **Meet regularly—quarterly or semi-annually—with the Village of Endeavor to discuss future land use decisions.** Engage in and consider dialogue with the Village when major changes in land use are proposed near common boundaries. Where conflicts in the planned land use pattern arise, cooperate to arrive at mutually agreeable resolutions.
  - Provide **input to Portage Community School District** regarding long term district operations and facilities planning. At the time this plan was written, the District is not anticipating significant increased enrollment and therefore there are no new or expanded facilities were announced to be under consideration.

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## C. Process to Resolve Conflicts

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Sometime over the planning period, the Town of Moundville and Village of Endeavor may consider entering into a formal intergovernmental agreement covering community development issues of mutual concern. These issues may include municipal boundaries, extraterritorial rights, economic development, rural development, growth management, sanitary sewer provision, or even shared revenues from new development. An agreement such as this would help the communities minimize competition for development, share both the costs and benefits of economic development, make sure that future development is of high quality, provide all parties with a greater sense of certainty on the future actions of others, and promote municipal efficiency in an era of diminishing government resources.

There are two main formats for intergovernmental agreements under Wisconsin Statutes. The first is available under Section 66.0301, which allows any two or more communities to agree to cooperate for the purpose of furnishing services or the joint exercise of any power or duty authorized under State law. While this is the most commonly used approach, a “66.0301” agreement is limited by the restriction that the municipalities must be able to exercise co-equal powers. Another format for an intergovernmental agreement is a “cooperative plan” under Section 66.0307 of the Wisconsin Statutes. This approach is more labor intensive and ultimately requires State approval of the agreement, but does not have some of the limitations of the “66.0301” agreement format.

The following is a summary of issues that an intergovernmental agreement could cover. Often, intergovernmental agreements are executed after a series of meetings, research, consideration of options, writing, and legal review.

- a. ***Municipal Boundary Changes:*** Intergovernmental agreements between villages and towns frequently suggest limits to long-range municipal annexation, generally in exchange for some compromises from the Town. Such compromises may include the town's agreement not to legally contest any annexation petition that is within the agreed annexation area and/or to limit town development in the possible future annexation area. Where there are annexations, responsibilities for road maintenance and upgrades can be confusing or controversial. Provisions for future maintenance, upgrades, or extensions of roads are often covered in intergovernmental agreements.
- b. ***Utility Service Area Boundaries:*** Some intergovernmental agreements include provisions that define where public sewer services may be extended and where they may not over the term of the agreement. These areas largely define where fairly intensive urban (public sewer) growth may occur or existing rural development areas that might require sewer. Some agreements include provisions that do not allow further intensive development with on-site waste disposal systems in such designated utility service areas. These areas may extend beyond current municipal limits, for example into areas where future municipal boundary changes are agreed to.
- c. ***Future Land Use Recommendations:*** Frequently, intergovernmental agreements include maps or descriptions that specify future land uses or development densities considered acceptable or unacceptable in areas that concern both communities. For example, the agreement may specify certain areas that both communities agree should remain in open space or at least maintain an open space character as limited development occurs. Some agreements also include provisions that the communities will then amend their comprehensive plans to be consistent with the future land use recommendations negotiated in the agreement, or to not amend their comprehensive plans in a manner that would be inconsistent with the agreement.
- d. ***Joint Economic Development Efforts:*** An intergovernmental agreement provides a potential tool to establish joint economic development or marketing efforts to the mutual benefit of each community. Some of the more innovative agreements include provisions on sharing property tax revenue from new development or mitigating tax losses resulting from annexation. For example, an agreement may include a provision specifying that participating communities would share property tax revenue from certain types of new developments (e.g., commercial or industrial). This tends to minimize competition for development, increases development quality, and equalizes municipal "winners and losers" resulting from new development. State annexation law requires a city or village annexing town land to pay the town, for five years, an amount equal to the amount of property taxes the town imposed on that area in the year in which the annexation was final. This requirement does not apply to areas where other agreements, such as a cooperative plan or intergovernmental agreement already exist.
- e. ***Shared Programs or Services:*** The most common types of intergovernmental agreements focus on shared services or programs between communities. Many communities in Marquette County already have such agreements with respect to fire and EMS services. The management of recreational lands and programs is another service that is occasionally shared across municipal boundaries.
- f. ***Agreement Term and Amendments:*** An intergovernmental agreement should specify the length of time that it is applicable. Twenty years is a typical timeframe (e.g., through 2025), as this corresponds with local comprehensive planning time horizons. Occasionally, agreements have provisions for automatic extensions if neither party decides to withdraw. Most agreements also include provisions for periodic review and possible amendments if both parties agree. This keeps the agreement fresh in people's minds and allows adaptability as conditions change.

## Map 1 Jurisdictional Framework



## **CHAPTER TWO: ISSUES AND OPPORTUNITIES**

## II. Issues and Opportunities

This chapter provides the baseline data and information necessary to develop a comprehensive understanding of the changes taking place in the Town of Moundville. As required under §66.1001, Wisconsin Statutes, this chapter includes population, household and employment trends and forecasts, age distribution and education levels, and employment and income characteristics. This chapter also includes a statement on overall goals, objectives and policies to guide the future preservation, development and redevelopment in the Town of Moundville over the 20-year planning period.

### ISSUES & OPPORTUNITIES CHAPTER CONTENTS

The State Comprehensive Planning Law requires that the Issues and Opportunities Chapter contain background information on the local governmental unit that includes demographic trends and forecasts for population, age distribution, educational levels, income levels, and employment characteristics which it will use in developing its comprehensive plan.

### A. Population Trends and Forecasts

The Town of Moundville has experienced strong population growth over the past 50 years. Figure 1 shows the Town's census population from 1960 to 2010, along with the population totals for the County's towns and villages. The Town saw healthy growth during the 1970s, when the entire nation experienced a "**rural renaissance**" as manufacturing firms moved into rural areas and city residents sought out nearby recreation and retirement areas to escape urban problems. The Town of Moundville and Marquette County, with their abundant natural resources and proximity to Chicago, Milwaukee, Madison, the Fox Valley, and other nearby urban areas, took part in this movement. According to the County's *Farmland Preservation Plan* (1982), most of the new migrants moving into the County during the 1970s were not necessarily going into farming or farm-related activities; rather, they were seeking **recreational or retirement home development** along lakeshores or woodlots. During the 1980s Moundville saw a slight decrease, but during the 1990s the Town had its strongest spurt of growth, when the population increased by more than 25 percent. The Town's population also decreased slightly during the 2000s. By 2010, nearly three-quarters of the 14,555 residents in Marquette County lived in one of the rural townships, including the Town of Moundville.

The two components of population change are natural increase (deaths minus births) and net migration (the number of people leaving an area subtracted from the number of people moving into an area). Over the past thirty years, **net migration** has played a larger role in population change in the County than natural increase.

Figure 1: Historic Population, 1960 - 2010

	1960	1970	1980	1990	2000	2010
<b>Town of Moundville</b>	<b>352</b>	<b>399</b>	<b>470</b>	<b>457</b>	<b>574</b>	<b>552</b>
Towns Population	5,380 (63%)	5,733 (65%)	8,219 (70%)	8,668 (70%)	10,512 (72%)	11,146 (72%)
Villages and City Population	3,136 (37%)	3,132 (35%)	3,459 (30%)	3,653 (30%)	4,043(28%)	4,258 (28%)

Source: U.S. Census of Population and Housing, 1960 - 2010

Figure 2 compares the Town of Moundville's population trends over the past 30 years to trends within neighboring towns, the Village of Endeavor, Marquette County, the East Central Region and the State. From 2000 to 2010, the Town's negative growth rate of 3.4 percent was significantly lower than the neighboring Town of Oxford, the Village of Endeavor, but much greater than the Town of Douglas' growth rate. The Town's growth rate was also significantly less than either Marquette County's growth rate or that for the State.

Since the 2010 census, the Town of Moundville has continued to decrease slightly, with an **estimated population of 550 residents in 2013**. Figure 3 shows the projected population in five-year increments for Moundville, neighboring towns and Village of Endeavor, and the County and State over the next 25 years based on

forecasts prepared by the Wisconsin Department of Administration in 2013. According to these forecasts, the Town of Moundville's population is projected to **grow to 580 residents in 2035**.

**Figure 2: Population Trends, 1980 - 2010**

	1980	1990	2000	2010	Pop. Change*	Percent Change*
<b>Town of Moundville</b>	<b>470</b>	<b>457</b>	<b>574</b>	<b>552</b>	<b>-22</b>	<b>-3.4</b>
Town of Douglas	764	684	768	725	-43	-5.6
Town of Oxford	720	637	859	885	+26	+3.0
Town of Buffalo	745	792	1,085	1,221	+136	+13
Village of Endeavor	335	316	440	468	+28	+6.4
Marquette County	11,672	12,321	14,555	15,404	+849	+5.8
East Central Region	511,033	542,712	609,438	651,835	+42,397	+7.0
Wisconsin	4,705,767	4,891,769	5,363,675	5,686,986	+323,311	+6.0

Sources: U.S. Census of Population and Housing, 1980 – 2010

\* 2000 to 2010 population change

\*\* East Central Region includes Calumet, Fond du Lac, Green Lake, Marquette, Menominee, Outagamie, Shawano, Waupaca, Waushara, and Winnebago Counties.

These forecasts will be useful for long-term Town land use, housing, and community facility planning; but the **limitations of these projections** should be recognized. The State bases these projections on historical growth patterns and the composition of the current population base. The reliability of these projections depends on the continuation of the Town's past growth trends. Projecting populations for rural areas such as the Town of Moundville in Marquette County are subject to error, as minor changes in birth, death or migration rates can significantly impact County growth rates.

**Figure 3: Population Forecasts, 2015 – 2035**

	2015	2020	2025	2030	2035	Pop. Change *
<b>Town of Moundville</b>	<b>559</b>	<b>570</b>	<b>585</b>	<b>590</b>	<b>580</b>	<b>+21</b>
Town of Douglas	740	735	750	745	725	-15
Town of Oxford	888	950	990	1,020	1025	+137
Village of Endeavor	480	490	510	520	520	+40
Marquette County	15,431	16,315	16,970	17,325	17,305	+1,874
Wisconsin	5,783,015	6,005,080	6,203,850	6,375,910	6,476,270	+693,255

Sources: Wisconsin Department of Administration, 2013

\* Projected 2015 to 2035 population change

## B. Age and Gender Trends and Forecasts

The Town of Moundville's changing age structure has important implications for education, service, housing and transportation needs. Figure 4 compares the Town's age and sex distribution in 2010 with surrounding towns, the Village of Endeavor, the County and the State. In 2010, the Town's median age of 42.5 years was significantly lower than most of the surrounding towns and the County's median age. The Town's median age

was slightly older than the State's. With prolonged life expectancy and a trend toward declining birth rates, the Town's median age will likely continue to get older over the planning period.

**Figure 4: Age and Gender Characteristics, 2010**

	Median Age	% under 18	% over 65	% Female
<b>Town of Moundville</b>	<b>42.5</b>	<b>24.1</b>	<b>15.0</b>	<b>48.4</b>
Town of Douglas	48.1	19.2	22.2	49.7
Town of Oxford	47.3	17.9	19.1	49.6
Town of Packwaukee	49.6	16.8	22.0	48.7
Village of Endeavor	37.2	17.4	9.2	49.8
Marquette County	48.0	20.0	21.1	49.3
Wisconsin	38.5	23.6	13.7	50.4

Source: U.S. Census of Population and Housing, 2010

As a proportion of the total population, most neighboring counties and the State had a larger proportion of younger people (age 18 and younger) than Marquette County. The percentage of the County's senior population (aged 65 and older) was higher than the State, but comparable to other counties in the region. Figure 5 shows projections for the County's age groups through 2030. According to State projections, the County's **"baby boom" and elderly age cohort will continue to increase** over the planning period. The younger age groups (0 to 19) is projected to decrease during this period.

**Figure 5: County Age Cohort Projections, 2010 to 2030**

	Under 5	5 - 19	20-64	65+
2010	801	2,569	8,788	3,246
2015	780	2,470	9,105	3,645
2020	785	2,405	8,730	4,395
2025	775	2,470	8,325	5,400
2030	760	2,475	7,885	6,205

Source: Wisconsin Department of Administration, 2013

## C. Household Trends and Forecasts

Figure 6 compares selected household characteristics for the Town of Moundville with surrounding towns, the Village of Endeavor, the County and the State. The Town's average household size was higher than the surrounding towns, the County and the State, but comparable to the average household size for the Village of Endeavor. However, the average household size in the Town is projected to decline to: 2.58 in 2015, 2.54 in 2020, 2.49 in 2025, 2.45 in 2030, and 2.39 in 2035.

The County's **average household size has also steadily dropped** over the past thirty years, from 2.65 in 1980, to 2.52 in 1990, to 2.41 in 2000, to 2.32 in 2010. Statewide, the average household size dropped from 2.50 in 2000 to 2.43 in 2010. According to forecasts prepared by the State of Wisconsin Department of Administration, Marquette County's average household size is forecasted to drop to 2.24 in 2015; to 2.21 in

2020; to 2.16 in 2025 and to 2.10 persons per household in 2030. These projected household sizes will be used in projecting future housing unit demand in the County over the next 20 years. More information on the Town's housing and household characteristics is provided in Chapter Seven: Housing and Neighborhood Development.

**Figure 6: Household Characteristic Comparisons, 2010**

	<b>Total Housing Units</b>	<b>Total Households</b>	<b>Average Household Size</b>	<b>% Single-person household</b>
<b>Town of Moundville</b>	<b>255</b>	<b>205</b>	<b>2.67</b>	<b>20.0</b>
Town of Douglas	424	315	2.30	24.4
Town of Oxford	527	371	2.39	21.6
Town of Packwaukee	1,069	638	2.22	26.6
Village of Endeavor	189	175	2.67	20.6
Marquette County	9,896	6,571	2.32	27.3
Wisconsin	2,624,358	2,279,768	2.43	28.2

*Source: U.S. Census of Population and Housing, 2010*

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## D. Education and Income Levels

Educational attainment is the highest degree or level of school completed, and is a variable used when assessing a community's labor force potential. Educational attainment differs by ethnicity, access to higher education, employer expectations and socioeconomic status. According to 2010-2014 American Community Survey data, of the Town's population age 25 and older, **85.3 percent attained a high school level education**. For comparison, the high school graduation rate for Marquette County as a whole was 87.8 and the State was about 90.8 percent. Approximately 10.7 percent of this same age group in the Town had attained a college level education (bachelor's degree or higher).

Another measure of a community's economic well-being is average annual incomes. According to 2010-2014 American Community Survey data, the Town's **median household income was \$55,833**. For comparison, the median household income reported for Marquette County during this period was \$46,875 and for Wisconsin was \$52,738. More information on the Town's income characteristics is provided in Chapter Eight: Economic Development.

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## E. Employment Trends and Forecasts

Overall, many of the **Town residents travel outside of the County for work**. According to American Community Survey 2010-2014 data, **the largest proportion of Town of Moundville residents is employed in the manufacturing sector** (19.4 percent), as illustrated by Figure 7. This was followed by agriculture, forestry fishing and mining occupations (13.8 percent), and education, healthcare, social assistance and retail occupations (both 12 percent).

**Figure 7: Town of Moundville Labor Force Characteristics, 2010-2014 Estimate**

Occupational Group	Percentage of Labor Force
Ag./Forestry/Fishing/Mining	13.8
Professional Services	7.5
Education/Health Care/Social Asst.	12.6
Manufacturing	19.4
Retail	12.3
Wholesale Trade	1.2
Construction	5.5
Finance/Insurance/Real Estate	1.2
Arts/Entertainment/Food Service	11.9
Transportation/Warehousing/Utilities	5.9
Public Administration	5.1
Other Services	3.6

Source: U.S. Census Bureau, 2010-2014 American Community Survey 5-Year Estimates

Additional employment data is available at the County level. The number of jobs in the County decreased by 4% between 2001 and 2013; with a total of 3,653 Marquette County jobs in 2013. The County's job base is centered in the education, health, and manufacturing industries. According to the State's Department of Workforce Development (WisDWD), manufacturing is the largest industry segment within the County. Food Manufacturing comprises the largest industry sub-segment, due to the location of Brakebush Brothers, Inc. within the County. Between 2007 and 2012, the total number of jobs in the Fabricated Metal Product Manufacturing and Animal Production industries increased. Fabricated metal product manufacturing grew by 24 jobs, most likely due to growth of TW Design and Manufacturing in the City of Montello. All other reported industries observed a decrease in number of jobs, likely a result of the "Great Recession" that occurred during this period.

As of 2010, the largest private employers in Marquette County included: Brakebush Brothers, Inc. (poultry processing); Gumz Muck Farms LLC (crop farming); Wisconsin Illinois Senior (nursing care); TW Design and Manufacturing LLC (machining shop); Northland Community Services, Inc (individual and family services); and Arimon Technologies Inc. (electric component manufacturing). Greater than half of the residents in the County commute to other counties for work, indicating that many residents find it necessary to obtain employment outside of the Town or County.

**Figure 8: Jobs in Marquette County, 2011 - 2014**

	2011	2012	2013	2014
Natural Resources & Mining	230	251	262	286
Construction	80	80	77	75
Manufacturing	1,192	1,218	1,206	1,133
Trade, Transportation, Utilities	486	467	501	510

Information	40	41	38	40
Financial Activities	100	102	96	90
Professional & Business Services	133	90	72	74
Education & Health Services	636	666	683	688
Leisure & Hospitality	439	446	419	419
Other Services	93	96	88	86
Public Administration	193	199	183	186
<b>Total</b>	<b>3,621</b>	<b>3,654</b>	<b>3,623</b>	<b>3,587</b>

Source: Wisconsin Department of Workforce Development, 2016

While there is no data available on the total number of jobs in the Town of Moundville, Figure 8 shows the number jobs in Marquette County from 2011 to 2014. Overall, the number of jobs provided in the County decreased slightly over the three-year period. Certain sectors have gained jobs, while other sectors were negatively impacted by the mid-2000s economic down turn, particularly the Professional and Business Services, and Manufacturing sectors.

Employment projections for the County come from the Department of Workforce Development. The WisDWD sees growth for jobs in the “Merchant Wholesalers, Nondurable Goods” 3-digit NAICS code, noticing a growth of 32% in the industry within the County between 2007 and 2012. Another potential area for growth is in animal production, which saw a 10% increase between 2007 and 2012. Gasoline stations, food services, and nursing and residential care facilities saw dramatic decrease – each around 25% - during the same time period.

Additional economic information is available through Economic Modeling Specialists (EMSI), a firm providing comprehensive labor market analysis. EMSI projects that the manufacturing and poultry processing industries will continue to grow between 2013 and 2023, with a total increase of 221 jobs within Marquette County. However, this is somewhat offset by the projected declines in employment in farming, sawmills, and drinking establishments. EMSI projects that the total number of jobs within Marquette County will grow by 8% during this time period. More information on the Town’s employment characteristics is provided in Chapter Eight: Economic Development.

## F. Results of Public Participation Efforts

The Town of Moundville, in cooperation with Marquette County, other County municipalities, and State agencies, completed several public participation events in the mid-2000s to involve and educate public officials and private citizens in the comprehensive planning process. In addition, Town officials and some residents participated in the process to update the Marquette County Comprehensive Plan in 2015, and sought input from Town residents on this Town Plan update in 2016.

The following is a summary of the mid-2000s efforts, which will be used to guide the more detailed recommendations of this comprehensive plan.

1. **Town Opinion Survey**  
In June 2002, the Town participated in a countywide opinion survey. The purpose of the survey was to obtain input from residents and property



owners on local and County land use planning issues and their preferred approaches to addressing those issues. The survey was sent out to 291 property owners in the Town, and 74 were returned. Overall, this resulted in a **response rate of 25 percent**, slightly below the County response rate of 32 percent.

The survey results suggest **that the quality of the natural environment and recreational opportunities are important to how Town residents view their quality of life.** The “small town/rural living” and “quiet and peaceful” character of the Town were the two most highly rated features. Over 90 percent of Town respondents viewed protection lakes, rivers and streams and protecting groundwater, as key planning issues. When asked to select a statement that best expressed their vision for the future, 48% chose “preserve rural landscape with limited new development” while 45% chose “preserve rural landscape with moderate amounts of new development.”

## 2. Town Visioning

In 2002, the Town created a Visioning Committee to coordinate the community’s visioning efforts, working with UW-Extension staff. That Committee was responsible for publicizing and encouraging participation in three visioning sessions held in spring 2002. Local residents were informed of these sessions through a direct mailing to all Town property owners. Press releases, flyers, posters, and word-of-mouth were also utilized.



## 3. Key Planning Issues Exercise

In March 2002, the Committee organized a workshop in which Town participants were asked to identify key planning-related issues in the Town. When asked to identify the “best things” about the Town, ideas and places reflecting the rural atmosphere, natural resources, and recreational opportunities were frequently mentioned. When asked to describe areas in need of improvement, good access to boat landings, dangerous roads and unkempt properties were most often cited. Participants’ vision for the future often included an interest in a larger town hall, a rod and gun club, and more services and facilities for senior citizens.

As a result of two workshops held on April 20<sup>th</sup> 2002, and on May 4<sup>th</sup> 2002, key issues were raised and were then classified according to several required substantive elements of this comprehensive plan, and summarized as follows:

§ *Agricultural, Natural, and Cultural Resources.* **Participants felt strongly about protecting the natural land and open space they now enjoy.** The improvement of existing recreational areas and additional



- recreational opportunities were discussed but it was made clear that participants would like to see private ownership of additional recreational areas.
- § *Land Use.* **Participants valued the open space and rural atmosphere in their community.** A point of concern under this element is the desire to limit growth and development and 40-acre parcels vs. smaller parcels.
  - § *Housing.* Numerous housing issues were identified during the visioning sessions. Many of the issues related specifically to land use patterns and end “solutions” such as 40-acre minimums. Many conflicts relate to limiting development and the number of people moving in the area versus the desire to have diverse housing in the community and providing housing opportunities for different groups of people. The type of housing needed and the location of that housing seem to be the two primary issues for Moundville residents. However, it was clear that **residents do not want urban sprawl or “creeping cities” in their community.**
  - § *Economic Development.* Participants identified numerous businesses that are missing in the Town that would provide additional products, services and/or employment. In addition to the debate about whether certain businesses listed were actually feasible or needed, participants also discussed the best location for those businesses. Participants did indicate that they would **not want a small settlement or hamlet area in their Town.**
  - § *Transportation.* There is relative satisfaction with the local road system. Primary concerns included upkeep of roadways, trash on roadways, addressing safety concerns at particular intersections, notably Highways O and T such as blind corners and curves.
  - § *Utilities and Community Facilities.* The primary issues that developed under this element address the need for additional services and community facilities versus the cost of those amenities. Residents identified a **need for new parks, and services and facilities to serve senior citizens.** Participants also felt that the existing Town Hall could be enlarged and used to provide many of these services. It was also felt that residents could access parks in neighboring areas.

#### 4. Visual Preference Survey

In February of 2002, members of the Town’s Visioning Committee took photos depicting images of landscapes and development that represented four types of rural **land uses that should be preserved in Moundville;**

- § Agricultural land uses.
- § Agriculture supporting industries.
- § Historic resources.
- § Sport and Recreation land uses.

#### 5. Citizen Participation Plan

In August 2003, the Moundville Town Board adopted the Town’s Citizen Participation Plan. This plan was developed to assure that citizens had a variety of opportunities and methods for receiving information about and having input into the planning process and planning related issues. These were carried out through plan commission meetings, an open house, and a public hearing.

- § Monthly Plan Commission Meetings (Fall 2003 – Fall 2004). All Plan Commission meetings to discuss the *Comprehensive Plan* were noticed and held as open public meetings, and provided for a public comment period.
- § Community Open House (Fall 2004). Once complete, the draft comprehensive plan was presented at an open house on November 29, 2004 involving a question and answer period, plan re-

view summaries and displays, and opportunity for oral and written comments. Comments were summarized and made available for public review.

- § Formal Public Hearing (December 2004). The Town Board held a formal public hearing on its comprehensive plan and the adopting ordinance on February 21, 2005. All members of the public had an opportunity to present testimony and offer comments at the public hearing.

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## G. Regional and County Opportunities

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### 1. Regional Opportunities

The Town of Moundville and all of Marquette County are strategically situated within central Wisconsin's larger regional population and recreational base. This location, coupled with the County's wealth of natural resources and rural lands, offer **unique regional opportunities** that will help drive future growth and health. These opportunities are based on proximity to growing urban areas, transportation and communication accessibility, abundant and unspoiled natural resources for recreation and relaxation, and the County's unique history.

#### **Proximity to Metropolitan Areas**

Marquette County and the Town of Moundville are within an "urban field," a term used to describe peripheral rural areas that share a strong flow of people, commodities, money, and information with nearby metropolitan magnets. Rural places in the "urban field" are popular for weekend visits, seasonal recreation, vacation homes, and retirement living. Marquette County lies within a 1-to 4-hour drive from the Madison, Milwaukee, Fox Valley, and Chicago areas. Wausau, Stevens Point, and Wisconsin Rapids are also within an hour.

This flow of people and goods will undoubtedly increase as the surrounding metropolitan areas become more populated and congested. Over the next 30 years, the Chicago seven-county metro area is projected to increase by almost 30% or by 2.4 million people, reaching a projected population of slightly over 10.6 million people. Similarly, the Milwaukee four-county metro area is projected to grow 11% by 2040 to a population of 1.7 million people. Dane County is projected to grow 24% by 2040 to reach a population of 606,620 people. Today, nearly one half of Marquette County's workforce commutes outside of the County for work. This trend will likely continue as job opportunities expand in the Madison and Fox Valley metropolitan areas.

#### **Good Access and Connections**

Interstate 39, with its connections to major urban centers including Madison and Chicago (and Milwaukee and Minneapolis/Saint Paul via Interstate 94), provides excellent access to Marquette County and the Town of Moundville. State Highways 22 and 23 provide access to and from adjacent communities and regional markets such as the Fox Valley area, the Lake Puckaway/Green Lake area, and the Wisconsin Dells/Baraboo area. This access to regional markets supports traditional forms of economic development (e.g., industrial parks), continued tourism growth, and the ability of two-wage earner families to live in Marquette County and each work in a different metro area within an hour's drive.

The County also has excellent access to high-speed internet service, based largely on investments by a rural cooperative. Strong internet access cannot be underestimated as an economic asset. It allows business growth in industries dependent on high-speed data transmission. It also enables telecommuting and good connections for visitors, retirees, and educational service delivery.

#### **Abundant Outdoor Recreation Areas**

Marquette County's open lands, trout streams, lakes, river impoundments and woodlands make it a popular destination for residents, seasonal hunters, fishermen, boaters, hikers, campers, and tourists. The County offers four seasons of outdoor recreational opportunities and greater than 12,000 acres in public ownership available for recreation.

Some of the most popular outdoor activities in the County are hunting and fishing. The economic impact of hunting and fishing in Marquette County is not well measured, but data is available from the Wisconsin Department of Natural Resources. According to the Wisconsin Department of Natural Resources and Wildlife 2011 National Survey of Fishing, Hunting, and Wildlife-Associated Recreation, hunting related expenditures in Wisconsin totaled \$2.5 billion in 2011 and fishing related expenditures totaled \$1.4 billion. In 2011, there were approximately 1.6 million hunters and anglers in Wisconsin, who spent an average of \$29 per day during a fishing or hunting trip. As the region's population base grows over the next 20 to 30 years, use of County lands for fishing and hunting will likely increase, along with increased expenditures in local sporting goods stores, accommodations, restaurants, guides, and other service-related establishments.

hunting and fishing  
 County  
 is available  
 the  
 Survey



activities in the County

The Fox River provides another unique regional opportunity. It enters the County from Columbia County and flows through to Green Lake County. The Fox-Wisconsin Heritage Water Trail has been designated by the National Park Service as a National Recreation Trail. The purpose of this river parkway between Portage and Green Bay is to highlight unique cultural, historical, recreational and natural resources. Along the Upper Fox River portion of the parkway, State and federal plans suggest opportunities to promote designated canoe routes that re-trace the discovery route of Marquette and Joliet, early French explorers. Land-based trail systems along the corridor are also envisioned.

**Unique History**

Marquette County's natural resources also have a unique and colorful history. The boyhood home of John Muir, a naturalist considered the "Father of our National Parks," is located in Marquette County. In 1849, the Muir family moved from Scotland and homesteaded 160 acres in Marquette County. Much of Muir's land ethic and philosophy came from his time spent as a boy near Ennis Lake.

history. The boyhood home of John Muir, a naturalist considered the "Father of our National Parks," is located in Marquette County. In 1849, the Muir family moved from Scotland and homesteaded 160 acres in Marquette County. Much of Muir's land ethic and philosophy came from his time spent as a boy near Ennis Lake.

Marquette County park bearing his name is the entire County could be named in his honor. Conservation related events such as orientation competitions, book festivals, landscape photography exhibits, conservation seminars, Scottish-themed festivals or other similar events honoring Muir's legacy that have taken place in the County.

**2. County and Local Opportunities**

The Town of Moundville and Marquette County's unique assets make it an attractive place to visit or live. Marquette County and the Town of Moundville will recognize, improve, and market the varied resources and amenities found in the Town and County through the following priority initiatives.

**Attract and Retain Residents**

Marquette County and the Town of Moundville have an abundant supply of another resource often overlooked in assessing economic development opportunities: small town atmosphere. Marquette County's communities offer opportunities to live a slower pace, find affordable housing, be within short walking or biking distance to schools and shops, and be in proximity to the recreational and en-

tainment assets of the region. The County will seek to attract new residents, from young families to commuters to “urban refugees” to retirees—all seeking a quality, affordable, living environment.

Marquette County desires to proactively address (and hopefully reverse) the County’s aging demographic and limited population growth, capitalizing on the unique quality of life offered in Marquette County and on new efforts to improve it. A “Marquette Life” theme is advanced throughout the County’s Comprehensive Plan “Marquette Life” encompasses a set of initiatives and programs to improve the quality of life and opportunities for existing residents, prospective residents, and visitors (who sometimes become residents).

### **Grow Tourism**

Tourism is one of Wisconsin’s top three industries. In 2013, travelers spent nearly \$10.6 billion in the state (with an estimated \$20.2 million in Marquette County, an increase of over 4% from 2012). Travelers to Marquette County contributed \$2.5 million in State and local taxes and the County’s tourism industry employed 291 people in 2013. With its proximity to growing metropolitan areas, the County is poised to take advantage of this trend for years to come. With greater access, careful management and thoughtful preservation, the multitude of outdoor activities available – have the capacity to expand the County as a center for nature based-tourism. These include biking, hiking, climbing, canoeing, boating, hunting, camping, nature viewing, and fishing. For example, the County’s blue-ribbon trout streams draw fishermen from across the State and region. There are opportunities to cooperatively develop and market these recreational activities with other counties and cities in the region to a growing, eager market in nearby metro areas.

The tourist entertainment destinations surrounding the County, including the hotels and water parks located in the Dells area, the weekend flea market in Princeton, and the hotels and vacation homes in Green Lake County, provide an opportunity to create a market niche. This niche should complement the events and activities going on around the region and take advantage of the County’s natural assets. The continued growth potential for this niche, if carefully planned, will provide a significant growth opportunity for the County. Finally, the co-marketing of the nature based-tourist activities, cultural destinations, and local festivals in conjunction with the tourist entertainment activities will create a unique tourist destination with the capacity to meet a wide range of needs and interests.

### **Preserve Agriculture as an Economic Activity**

Preservation of the County’s agricultural uses and heritage is an important component of the future growth, both economic and physical. The changing national market for agricultural products, including the demand for local and organic products, value-added agriculture, niche and specialty crop markets, and the role for agriculture in biotechnology, create an opportunity for agriculture-based economic growth. The existence of an economic driver for agricultural preservation creates a secondary, though equally important, result. This is the preservation of the rural character and scenic views, which are valued by residents and visitors alike.

Agricultural tourism provides another opportunity to add value to the local agricultural economy. In conjunction with other heritage-based tourism activities in the area, local farmers’ markets, day-on-the-farm and pick-your-own programs, the Marquette County fair, brat festivals, miniature horse fairs, and other local festivals provide families with a variety a day-tripping activities for both residents and visitors.

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## **H. Statement of Overall Goals, Objectives and Policies**

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Each chapter of this comprehensive plan includes a set of goals, objectives and policies which will provide the vision and policy guidance that the Planning Committee, Town Board, Town residents, and other interested groups and individuals need to guide the future preservation and development of the Town of Moundville over the next 20+ years.

**Goals** are broad statements that express general public priorities about how the Town should approach development issues during the next 20+ years. These goals are based on key issues, opportunities and problems that affect the community.

**Objectives** are more specific than goals and are usually attainable through planning and implementation activities. The accomplishment of an objective contributes to the fulfillment of a goal.

**Policies** are rules or courses of action used to ensure plan implementation and to accomplish the goals and objectives. The policies are intended to be used by decision-makers on a day to day basis.

**Programs** are specific projects or services that are advised to achieve plan goals, objectives, and policies. Programs are sometimes included in the same list as “policies” and are sometimes included in the same section as “recommendations,” depending on the chapter.

Below is an overall statement of goals, objectives and policies to guide the future preservation and development in the Town of Moundville over the 20-year planning period. This Chapter does not discuss specific objectives, policies, and programs which are instead included in subsequent chapters.

### Vision Statement and Goals:

*“The Town of Moundville envisions a future that maintains the best characteristics of a quiet traditional rural atmosphere and diverse natural environment.”*

Goal 1: Maintain a rural atmosphere.

Goal 2: Protect natural areas and rare species of plants and animals.

Goal 3: Protect the water quality of Buffalo Lake and the Fox River.

Goal 4: Preserve the Town’s quiet rural character and natural areas while encouraging a limited amount of small scale commercial and industrial development in the future.

## **CHAPTER THREE: AGRICULTURAL, NATURAL AND CULTURAL RESOURCES**

### III. Agricultural, Natural and Cultural Resources

This chapter contains a compilation of background data, goals, objectives, policies, and recommended programs for agricultural preservation, natural resource conservation, and cultural resource protection, as required by §66.1001, Wisconsin Statutes.

#### A. Agricultural Resource Inventory

The following is a brief overview of the character, location, and viability of farming activity in the Town of Moundville as of the late 1990s and early 2000s.

##### 1. Character of Farming

According to the 2003 land use inventory, approximately 53 percent of the Town is used for farming, including row crops, forage land, and grazing land. As of 1997, there were 23 active farms operating in the Town of Moundville, a decline of 12 farms from 1990. Of the 23 farms, 2 were dairy operations. There were about 7,095 acres of farmland on the Town’s tax rolls in 1997, which amounts to 48 percent of the Town’s land area. Local farmers produce a variety of agricultural commodities including dairy products, alfalfa, corn and soybeans. The Town of Moundville experienced an overall decline in farming in recent decades along with the County, region and state. The region and state experienced an overall decline in the number of full time farm operators and a drop in average farm sizes (see Figure 9). According to the ECWRPC, the number of farms in Marquette County decreased from 540 in 1990 to 530 in 1999. Over that same time period, the average farm size in the County decreased from 278 to 257 acres.

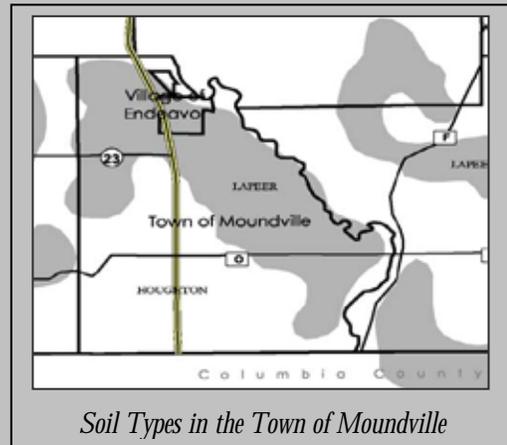


Figure 9: Farm Losses in Marquette County, 1970 to 1999

	# of Farms	Land in Farm Use (acres)	Average Farm Size (acres)	# of Farms Lost*
1970	870	189,000	217	-
1980	590	155,600	264	280
1990	540	150,000	278	50
1999	530	136,000	257	10

Source: East Central Wisconsin Regional Planning Commission, 2003  
 \* Change from previous decade

##### 2. Assessment of Farmland Viability

The U.S. Soil Conservation Service ranks soil suitability for different uses into eight capability classes, with Class I soils being considered prime farmland, and Class VIII soils being useful for recreational purposes or natural habitat areas only. **Class I and II soils cover 50 percent of the Town.** When drained, these soil types are well suited for agricultural uses. Class III and IV soils make up the other 50 percent of the Town’s land area and these soils have moderate to severe limitations which reduce the number and type of crops that can be grown and require special conservation practices to prevent erosion.

### 3. Farmland Preservation Efforts

Town of Moundville farmers can participate in several federal, state, and local programs and initiatives that are intended to **preserve long-term farming activities**. The 2002 Farm Bill reauthorized several federal programs, including the Conservation Reserve Program (CRP) that protects sensitive farmland; the Wetland Reserve Program that restores wetlands, the Wildlife Habitat Incentives Program that improves wildlife and fishery habitat; Grazing Lands Conservation Incentive that provides cost-sharing to improve grazing lands; and the Environmental Quality Incentives Program that cost-shares conservation practices (this program is a partnership between the USDA Farm Service Agency, and the USDA Natural Resource Conservation Service, Wisconsin, and WisDNR).

Since the Town of Moundville has adopted the County's Prime Agricultural Zoning Ordinance, farm operators can enroll in the **State's Farmland Preservation Program**, which provides income tax credits to property owners who agree to keep their land in agricultural use. Approximately 14 percent of the County's property owners eligible for this program claimed credits in their 2001 tax returns. The County's participation rate in this program was the lowest in the region, which was at 37 percent in 2001. The statewide participation rate was also at 37 percent.

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## B. Agricultural Resource Goal, Objectives and Polices

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*Goal: Preserve productive farmlands for continued agricultural use and rural character preservation.*

*Objectives:*

- a. Limit the amount of non-farm uses in productive agricultural areas, and encourage non-farm economic opportunities for residents consistent with the rural, farming character of Moundville.
- b. Guide the siting of homes to minimize loss of farmable land and preserve rural character, and direct new home development to locations near already developed land.

*Policies and Programs:*

- § **Minimize nonagricultural development in productive farming areas**, while still providing opportunities to divide lots.
- § **Promote the continuation of the "family" farm** by supporting the introduction and operation of agriculture-support businesses, and providing families with opportunities for small non-farm businesses to supplement farm income.

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## C. Agricultural Resource Recommendations

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Expanding on the local planning policies listed above, this *Plan* advises the following strategies to preserve the Town's farmland:

### 1. Minimize Nonagricultural Development in Productive Farming Areas

There is a significant portion—over 50 percent—of the Town's land area that contains prime soils (Class I and II) for crop production. This *Plan* recommends that the Town discourage non-farm development around productive farmlands, and encourage the continuation farming operations. Large-tract, low-density development is conducive to the continuation of these activities. Additionally, the intrusion of nonagricultural uses in farming areas brings a sense of impermanence, which discourages further investment by remaining farmers.

The Town has mapped the *Farmland Preservation Area* designation over areas where farming activity is best suited. This designation allows a range of agricultural uses and low housing density (one home per 40 acres). Marquette County's **AG-1 Prime Agricultural zoning district is compatible** to guide development over most of the land designated in the Town's *Farmland Preservation Areas*.

## 2. Promote the Continuation of the "Family" Farm

The County and Town planning processes showed support for the "family" farm, and general reluctance to promote large, corporate farm activities. The Town should encourage local initiatives and County cooperation on a variety of efforts to improve family farm income. These may include:

- § Working with UW-Extension and County staff to increase efficiency in farm operations, provide technical assistance including exploring alternative farming techniques (e.g., grazing), and provide advice on other financial and technical support opportunities.
- § Working to promote specialty agriculture, directed primarily to providing food and products for the local market, working with local stores to promote sales of local products, and helping to develop Farmers Markets. Strategies to promote value-added agriculture, directly market farm products to consumers, participate in the Agricultural Development Zone Program, and promote agriculture-based tourism are provided in Chapter Eight: Economic Development.
- § Support farmland tax credits, use value assessments, reform in federal farm laws, and other programs that encourage the continued use of land for farming and farming related activities.
- § Encourage home occupations, farm family businesses, and cottage industries on farm parcels to **supplement farming income**, following allowable uses and standards in the Marquette County Zoning Ordinance. Work with the County to ensure that County regulations support such activities.




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## D. Natural Resource Inventory

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The Town of Moundville's rural landscape is defined not only by rolling farm fields and farmsteads, but also by its wetlands, lakes, streams, woodlots, hills, and other natural features. Results of the Town's 2002 survey found that residents value the area's natural resources and believe they are critical to ensuring the area's quality of life, recreational opportunities, and economic health. Map 2 depicts the Town's key natural resources, some of which are described in more detail below.

### 1. Landforms/Topography/Nonmetallic Resources

The Town of Moundville's landforms and topography are characterized by several **glacial advances and retreats** that took place over northeastern and central Wisconsin some 15,000 to 25,000 years ago. As a result of this activity, numerous unique geologic and topographic features emerged such as escarpments, outwash plains, lake plains, terminal moraines, ground moraines, and drumlins. Each of

these features has its own unique qualities that relate to land use planning, including: structural suitability, groundwater interaction, and the provision of non-metallic minerals to serve growing development in the region.

The County lies in a very significant region geologically, home to several stone quarries and masonry industries. Underlying bedrock is primarily Upper Cambrian Sandstone, with limestone capping the hills in the northwestern portion of the County. Extensive deposits of sand and gravel are found in several areas of the County.

Under State Statutes (295.20), landowners who want to register their property as a nonmetallic mining deposit are required to notify each county, city, village and/or town that has zoning authority over their property. Registrations must be recorded at the County Register of Deeds in the County where the mineral deposit is located. State law limits the ability of a municipality or a county to rezone or otherwise interfere with the future extraction of a mineral resource from a registered non-metallic mineral deposit. It is important to note that zoning changes prohibiting mining on land registered as a marketable nonmetallic mining deposit cannot take effect during the registration period. Registration is effective for 10 years and renewable for an additional 10 years. In addition, registration on property with active mining operations can be renewed for as long as mining is ongoing. Zoning changes may take affect after the registration has expired.

County zoning allows nonmetallic mining, or quarrying, operations as a conditional use within the following zoning districts: Agricultural – Residential District (AG-3); General Agricultural District (AG-2); Prime Agricultural District (AG-1); General Purpose District (GP), and Rural Center District (RC). Marquette County does not have a register of marketable mineral deposits. However, the County does maintain a list of active and inactive nonmetallic mine sites. Six of these sites are actively mined.

## 2. General Soils Information

Soil suitability is a key factor in determining the best and most cost-effective locations for new development. As defined by the United States Department of Agriculture, the soils in Marquette County are of eight major types *Plainfield-Gotham*, *Houghton-Adrain*, *Oshtemo-Gotham*, *Delton-Briggsville-Mundelein*, *Granby-Tedrow-Moundville*, *Lapeer-Pardeeville-Metea*, *Gotham-Mecan*, and the *Mecan-Metea* associations. The following is a summary of the five most common soil associations found in the Town of Moundville:

- § The *Lapeer-Pardeeville-Metea* association covers about 5 percent of the Town's land area, and includes soils which are loamy underlain by sandy material at about three feet. These soils are well drained. This association is distributed in the eastern part of the Town along the Fox River. The soils in this association occupy areas on gentle to steep slopes on ridges and hills. These soils are generally suitable for development or on-site sewage disposal.
- § The *Gotham-Mecan* association covers about 20 percent of the Town's land area, and includes soils which are loamy underlain by sandy material at about four feet. These soils are well drained. This association is distributed in the eastern and northern portions of the Town, again along the Fox River. These soils in this association occupy areas on hills, ridges, foot slopes and lower lying areas. These soils are generally suitable for development or on-site sewage disposal.
- § The *Houghton-Adrain* association covers about 12 percent of the Town's land area, and includes organic soils underlain by stratified loamy and sandy soils at about three feet. These soils are very poorly drained. This association is distributed mostly in the southern and eastern parts of the County and occupies broad, low lying areas. Most of the areas in this association remain in native vegetation of sedges, grasses and reeds. In some areas the soils have been drained and cultivated. These soils are generally unsuitable for development or on-site sewage disposal.
- § The soils in the *Delton-Briggsville-Mundelein* association cover about 40 percent of the Town's land area, and are generally sandy underlain by silty clay at about three feet. Most of the areas in this

association are well drained and suited for farming. This association is distributed mostly in the western part of the County and occupies hills, foot slopes, terraces and lower lying areas. This soil association poses slight to moderate limitations for development and on-site sewage disposal.

- § The soils found in the *Granby-Tedrow-Moundville* association are poorly drained and include the Yahara and Keowns soils. This association is distributed mostly in the northeastern, central, and eastern parts of the County. It occupies low lying areas and terraces and outwash plains. Much of this association is in woodland and/or permanent pasture with some areas having been cleared for cultivation. About 7 percent of the Town is in this association. This soil association poses moderate to severe limitations for development and on-site sewage disposal.

### 2002 Town Survey Results

*When asked to identify the most important future planning issues facing Marquette County, most respondents chose “protecting lakes, rivers, streams, and groundwater” as their number one choice.*

### 3. Drainage Basins

Marquette County is divided into **seven major watersheds**, all of which lie within the Upper Fox River Basin. The Town of Moundville is located within the Buffalo-Puckaway Watershed. The Fox River and Buffalo Lake form the eastern boundary of Town.

### 4. Groundwater

Groundwater is comprised of the portion of rainfall that does not run off into streams or rivers and that does not evaporate or transpire from plants. This water percolates down through the soil until it reaches the saturated zone of an aquifer. Groundwater supplies nearly all of the water for domestic, commercial and industrial uses in the Town of Moundville. In the County’s rural areas, groundwater is primarily used for rural domestic, irrigation, and stock watering uses.

In general, **groundwater use has increased in the County** and throughout the region as urban areas continue to grow and require significant quantities of water for residential, commercial, and industrial uses. The increase in rural housing developments, each with their own private well, also places demands on the existing aquifer system. According to a recent report by the U.S. Geological Survey, there are 2.5 million gallons of groundwater used every day for municipal, private well domestic and agricultural uses in Marquette County.

The **quality of the County’s groundwater is good**. According to data from the Central Wisconsin Groundwater Center in 2002, of the 560 private wells sampled in Marquette County, 7 percent tested with a nitrate-N level over the health standard of 10 milligrams per liter. This was one of the lower percentage readings in the East Central region. From the same data source, of the 652 private wells sampled for bacteria, 12 percent tested positive—which are results that are similar to surrounding counties in the region. Residents have expressed concern over future groundwater issues as a result of the former chicken farm location on CTH CK.

### 5. Surface Waters

Covering 2,210 acres, **Buffalo Lake is the largest lake in the County**, and is the most prominent surface water feature in the Town of Moundville. Buffalo Lake and the Fox River at Buffalo Lake are the only two water bodies in the County listed on the Federal 303d Impaired Waters List, which identifies waters that are not meeting water quality standards according to the Environmental Protection Agency (EPA). In 2001, the County updated and revised its Shoreland Zoning Ordinance to protect waterfront areas during shoreland development or land disturbing activities. There are both a lake district and lake association that actively manage efforts to protect the water quality of Buffalo Lake. The Buffalo Lake Protection and Rehabilitation District has the power to levy taxes in order to fund lake protection and water quality improvement activities if need be.

The Fox River, or lower Buffalo Lake as it is known in the Town of Moundville, is the main tributary in the County. It enters the County from Columbia County and flows into Buffalo Lake where it continues on and enters Lake Puckaway in Green Lake County. Both upper and lower Buffalo Lake is severely degraded due to non-point source pollution including cropland and streambank soil erosion and animal waste run-off. Ditching and drainage systems for muck farms are abundant. These ditched areas and cropping techniques increase sediment delivery to surface waters. In lower Buffalo Lake (Fox River) several large muck farms have been enrolled in the Federal Wetland Preserve Program which is designed to restore these ditched areas to their original drainage patterns.

**6. Floodplains**

In Wisconsin, **flooding is one of the most common types of natural disasters** and each year Wisconsin communities suffer millions of dollars in flood damages. The Federal Emergency Management Agency (FEMA) designates floodplain areas in the state. These are areas predicted to be inundated with flood waters in the 100-year storm event (e.g., a storm that has a 1% chance of happening in any given year). The State requires County, City and Village regulation of development in floodplains. The National Flood Insurance Program maps produced by the FEMA should be referenced for official delineation and elevations of floodplain boundaries. Development is strongly discouraged in floodplains to avoid both on-site and up- and downstream property damage. Map 2 illustrates the general boundaries of mapped floodplains in the Town of Moundville.

**7. Wetlands**

Wetland areas cover 28 percent of the Town’s land area. These **wetlands are important for aquifer recharge, groundwater and surface water quality improvement, and wildlife habitat**, and serve social functions such as open space, recreation, and aesthetics. Historically, the greatest threats to wetlands in the County, region and state have been agricultural drainage and urban development. Thousands of acres of hydric soils have been drained and converted to farmland or filled for roads and urban development, according to a review of historic USDA soil survey maps conducted by ECWRPC. The larger wetland areas in the Town of Moundville are located in the southeast corner of the Town. Generally, County zoning does not permit development in these areas. All known wetland areas over 2 acres have been identified and mapped by WisDNR through its Wisconsin Wetlands Inventory, which was used to create the wetland layer on Map 2.

**8. Woodlands**

According to the 2003 land use inventory, approximately 17 percent of the Town is covered by woodlands. The uplands contain mostly Oak, Pine and Central Hardwoods; while the lowlands contain mostly tamarack, black spruce and bottomland hardwoods. The majority of the County is made up of poor quality “scrub oak” that has low value as timber. Forest management in the County is difficult due to insects and diseases that take a toll on the resource, and also the impact that uncontrolled development has on the fragmentation of wooded areas which has negative impacts on many species of wildlife.

As of September 2003, there were 375 acres of privately-owned forestland in the Town of Moundville enrolled in either the Forest Crop Law (FCL) or Managed Forest Law (MFL) program. Both are administered by WisDNR (see sidebar). Unlike the FCL program, MFL landowners are not required to keep their land open for public recreational use. There are 52 acres of private forest land open for public use

**STATE FOREST PROGRAMS**

The Forest Crop Law (FCL) program, enacted in 1927, allows private landowners to defer tax payment on timber until after the harvest, or when the contract is terminated. FCL enrolled parcels must be at least 40 acres of contiguous forestland and be open to the public for hunting and fishing. Permanent houses are not allowed on these parcels. New enrollment for this program terminated in 1986.

To qualify for the Managed Forest Law (MFL) program, which was enacted after 1986, forest land must be at least 10 contiguous acres and participating landowners must adopt a forest management plan that includes harvesting at least 80 percent of their forested area. In exchange, their land is assessed for tax purposes at a rate below the state average.

in the Town, including hunting, fishing, cross-country skiing, sight seeing, and hiking.

## 9. Ecological Landscapes

The Town of Moundville lies in an ecological region known as the “**Central Sand Hills.**” This region is located at the eastern edge of the old Glacial Lake Wisconsin and contains a series of glacial moraines and partially covered glacial outwash. Pre-settlement vegetation consisted of oak forests, oak savanna, and a variety of prairie types. According to the County’s 1999 *Outdoor Recreation Plan*, there are two prairie remnants in the County, the Kotek Prairie south of the Village of Endeavor and the Laing Creek Prairie west of the City of Montello. Both remnants are on private lands. There is one oak savanna in the County, the Black Oak Savanna east of the Village of Westfield, which is also located on private land.

## 10. Rare Species Occurrences

WisDNR’s Natural Heritage Inventory program maintains data on the general location and status of rare, threatened, or endangered plant and animal species in the state. This data is obtained through field inventory. Specific locations for rare, threatened or endangered species of plant and animal life in the Town of Moundville are not provided by WisDNR. Occurrences were reported in Sections 19, 22, 27, 28 and 29. More specific information on location and type of specie is available from the WisDNR’s Bureau of Endangered Resources.

## 11. Land Legacy Places

In 2002, WisDNR issued a draft Land Legacy Report that identifies areas across the state that would be critical in meeting Wisconsin’s conservation and recreation needs for the next 50 years. According to the report, these places vary in size, contain both common and rare species, and offer outdoor recreation, conservation and environmental values of varying significance. In Marquette County, eight sites were identified as Land Legacy Places: Comstock-Germania Marshes, Grand River Marsh and Lake Puckaway, Montello Area Coast Plain Marshes, Neenah Creek, **the Portage to Buffalo Lake Corridor which includes the Town of Moundville**, Sand Country Trout Streams, White River Marsh and Uplands, and the Oxford Savanna. The objectives and policies as they relate to Buffalo Lake are outlined in Section E of this Chapter.

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## E. Natural Resource Goal, Objectives and Policies

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*Goal: Preserve natural resources and water quality and quantity.*

### *Objectives:*

- a. Preserve streams, wetlands, wildlife habitat, steep slopes, woodlands, and other natural features.
- b. Protect and enhance surface and groundwater quality and quantity.
- c. Encourage woodland management practices.

### *Policies and Programs:*

- § **Preserve environmental and open space corridors** by strongly discouraging new buildings in wetlands, stream banks, floodplains, shoreland setback areas, and on slopes greater than 20 percent. Strongly discourage placement of new buildings in wet-



- lands and forested areas, depicted on Map 2, and on slopes between 12 and 20 percent.
- § **Protect surface water quality** (e.g., waterways, drainage channels, lakes, ponds, and wetlands) by supporting streambank management, natural shoreline restoration practices, erosion control, proper agricultural practices, stormwater management and use of buffer areas as appropriate practices to protect the Town's water quality.
  - § **Protect groundwater quality** through the proper placement and dispersion of new on-site wastewater systems, appropriate maintenance and replacement of older systems, and preventing excessive irrigation practices.
  - § **Support long-term woodland management efforts**, encourage forest landowners to enroll in the State's Managed Forest Land Program.
  - § Cooperate with other units of government and non-profit land conservation agencies on **natural resource preservation** which are under shared authority or cross government boundaries.

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## F. Natural Resource Recommendations

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### 1. Preserve Environmental and Open Space Corridors

Environmental corridors are, in effect, a composite of important individual elements of the natural resource base. They have immeasurable environmental, ecological, passive recreational, stormwater management, groundwater protection and recharge, erosion control, wildlife, timber, and scenic value. Environmental corridors also have severe limitations for development; therefore, minimizing development in these areas also protects private property. The Town's most sensitive natural areas should be protected by:

- § Protecting areas classified as wetlands on Wisconsin Wetland Inventory Maps, and in more detailed field surveys, from development to preserve the significant natural functions that wetlands provide. These areas are shown on shown on Map 2 of this *Plan*.
- § Protecting areas within the 100-year floodplain as shown on Flood Insurance Rate Maps, and in more detailed surveys, from development to avoid damage to private and public property and the health, safety and welfare of the community.
- § Discouraging building or driveway development on slopes in excess of 20 percent.

Environmental corridors generally occur in a linear (corridor) pattern on the landscape (see Map 2 for *Environmental Corridor* delineations). As mapped within the Town's planning area, environmental corridors generally follow Buffalo Lake and its drainage tributaries, and include the following areas:

- § Wisconsin DNR-identified wetlands as mapped in the Wisconsin Wetlands Inventory and subject to zoning controls. This layer may not include all wetlands that are subject to state and/or federal disturbance rules.
- § Federal Emergency Management Association (FEMA) designated floodplains subject to zoning controls. These general floodplain delineations represent the areas potentially subject to a 100-year flood. All areas of the County subject to flooding are not necessarily reflected in mapped floodplains (or within the environmental corridor delineation).
- § Lands with steep slopes of 20 percent or greater. Due to the instability of these soils and erosion concerns, development on these steep slopes is not advisable.

New development should be strongly discouraged in environmental corridors, and is often very limited by state-mandated zoning regulation. Development types should be limited to those which will not impair resources, and which are compatible with uses on surrounding lands. New homes and

other buildings should not be placed in these areas if other, more appropriate, building sites are available outside the environmental corridor. Sensitivity to surrounding natural resources should be the guiding principle when reviewing the appropriateness of development in mapped environmental corridors. The environmental corridors depicted in Map 2 are necessarily general and should be used to identify general areas where development may not be appropriate. Lands mapped



within that category may be removed or modified under one or more of the following circumstances:

- § More detailed study reveals that the characteristic(s) which resulted in its designation as an environmental corridor no longer exists, never existed, or exists in a different location or configuration;
- § Approvals from appropriate agencies are granted to alter a property so that the characteristic which resulted in its classification as an environmental corridor will no longer exist, or
- § A mapping error has been identified.

## 2. Protect Surface Water Quality

The 1999 *Marquette County Land and Water Resource Management Plan* advocated many recommendations designed to protect and enhance water quality in Marquette County. This management plan recommends the identification of Water Quality Management Areas, which are defined as lands within 300 feet of a stream, 1,000 feet from a lake, and any specific site susceptible for groundwater contamination where certain manure management practices would be prohibited. It also recommended an update to the County's 1994 Animal Waste Storage Ordinance to incorporate updated standards and specifications, and the on-going commitment to promote landowner participation in state and federal grant programs.

Construction site erosion control and ongoing stormwater management are increasingly important issues in Marquette County. Unmanaged construction sites are one of the greatest contributors to off-site sediment runoff. Under a recent change to State law, construction site erosion control plans are required for all sites over one acre in area. The Town and County should also work to promote ongoing stormwater management for large projects. Techniques include natural drainage swales and retention and detention basins. These techniques control the quantity and improve the quality of water run-off during storms. Again, these techniques are critical in shoreland areas and may serve as important groundwater recharge areas.

The Town and County should focus on preserving surface water quality of existing high-quality watersheds and improving water quality in watersheds with the greatest water quality problems. Marquette County should continue to seek funds from State programs designed to assist in efforts to protect and enhance surface water quality in key areas.

### 3. Protect Groundwater Quality and Quantity

Groundwater is the source for all of the Town's drinking water supply. If groundwater is removed from an aquifer more quickly than it is recharged, the amount of water available in the aquifer is reduced. This may be of particular concern where water tables are dropping rapidly resulting from growth-induced groundwater use. Its protection is critical. Moreover, the Town residents have expressed concern over future groundwater issues as a result of the former chicken farm location on CTH CK. This *Plan* supports several efforts to protect groundwater quality and quantity, including the following:

- § Ensure the proper placement and maintenance of on-site waste disposal (septic) systems. Improper placement and maintenance, particularly of both old systems and chemical and biological treatment systems allowed under the new COMM 83 law, can result in groundwater contamination. In addition, an over-concentration of on-site septic systems can increase the probability of groundwater pollution. On-site system recommendations are addressed more completely in Chapter Six: Utilities and Community Facilities.
- § Work with the County to amend the County Subdivision/Land Division Ordinance to include standards that emphasize the use of natural drainage patterns, techniques such as native vegetation plantings, construction site erosion control, and ongoing stormwater management measures that control the quality, quantity, and temperature of water leaving any site when reviewing site plans, subdivisions, and land divisions.

#### FOREST COOPERATIVES

Encouraging land owners to form and participate in forest landowner cooperatives is a way that the Town can promote the preservation of its woodland resources. The objective of forest cooperatives is to help small landowners benefit from their woodlands, while encouraging ecologically sound management principles. Forest cooperatives can facilitate information sharing, cooperative management planning, joint marketing, and promote value-added processing and marketing of forest products.

Forest owner cooperatives are set up as a member-controlled business, carrying out its activities in a manner that returns a net profit to landowners based on their share of the wood harvested and processed. To minimize upfront costs and promote sustainable forest management, these cooperatives can provide the following services to its members: education, identification of forestry professionals to assist with management plans and other forestry services, processing and marketing wood, sawing contracts, and drying and milling information.

There are several resources available to help interested landowners form forest cooperatives including WisDNR, Cooperative Development Services, and the Wisconsin Center for Cooperatives.

### 4. Encourage Long-Term Woodland Management Efforts

The Town should encourage private landowners to participate in the State's Managed Forest Land (MFL) Program as a way to promote the goals and objectives of this *Plan*. Enrollment is open to all private landowners owning 10 or more acres of contiguous forestland. Adhering to a forest management plan—prepared for each piece of MFL-enrolled property—is a requirement of the program. Property owners must allow public access to all but 80 acres of MFL-enrolled lands in a single town for hunting, fishing, cross-country skiing, hiking, and sightseeing. Owners have the option of posting up to 80 acres per town as closed for recreational activities. Landowners with “closed” MFL land pay a higher annual property tax than those who allow their land to be “open” for public recreation. Buildings used or developed for habitable (year-round) residence are not allowed on MFL-enrolled lands. Eight criteria are used to evaluate whether a structure is considered a habitable year-round residence. Landowners wishing to build residences on land entered into the MFL program must withdraw the land from the program first and pay early withdrawal penalties.

The WisDNR administers funding to encourage stewardship and sound management of privately owned forested lands. These include:

- § **Forest Stewardship Grants**, available to assist landowners with active management of their forest and related resources. Awards typically support technical assistance, informational and educational materials.
- § **Forest Stewardship Incentives**, provided to implement practices that protect, maintain, and enhance forest resources including wetlands, lakes and streams through Forest Stewardship Plans, tree planting and stand improvement, soil and water protection, and other habitat enhancements.

As an alternative or in addition to the above strategies, landowners engaged in active forestry practices may also consider creating forestry management cooperatives (See sidebar). The Town may consider promoting such collaborations through: providing information, helping to connect landowners interested in such a program, and using forestry cooperatives to promote local economic development.

## 5. Cooperate With Other Agencies on Natural Resource Preservation

- § Encourage economic development that complements or improves natural resources, such as promotion of low-impact tourism (nature viewing, hiking and walking) on public natural areas.
- § Cooperate with the WisDNR on the **potential connection of natural areas**, emphasizing these connections as a benefit for wildlife and a quality of life amenity for local residents.
- § Promote **natural controls** of pests and weeds to protect surface and groundwater quality.
- § Work with Gathering Waters and other organizations that could potentially assist with the **preservation of land** within the Town through land trust ownership interests.
- § Continue to support efforts to **educate citizens** on the tools, programs, and incentives that protect the natural environment.

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## G. Cultural Resource Inventory

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Marquette County and the entire region was once home to several tribal Native American groups. The three prominent Native American tribes in the region were the Menominee, Chippewa, and the Ho-Chunk (or Winnebago). In 1673 French Jesuit priest Jacques Marquette and explorer Louis Joliet were the first Europeans to travel the entire length of the Fox River from Green Bay to Portage and onward down the Wisconsin River. From these early beginnings until the 1830s, fur trading was the main activity along the river corridor as numerous types of fur bearing animals were found along the waterways and shoreline woodlands. Waves of European immigrants arrived in the region in the mid-1800s, with British and Irish settlers particularly favoring Marquette County. A large influx of German immigrants also settled the County. By 2000, about 45 percent of the County's population reported German ancestry, followed by 12 percent reporting Irish ancestry.

Each succession of ethnic groups and each generation of residents have added to the cultural, religious, and architectural flavor of the region. Preservation of these historic and cultural resources fosters a sense of pride, improves quality of life, and provides an important feeling of social and cultural continuity between the past, present and future. The following sections describe Mar-



*Church Located in the Town of Moundville*

quette County's significant historic and archeological resources.

### 1. Historic Resources

There are no sites within the Town of Moundville listed on either the National or State Register of Historic Places. There are 24 sites within the Town listed on the State's Archeological and Historical Index (AHI). Properties listed on the AHI are not officially designated as having historical significance. Only properties listed on either the National or State registers of historic places are officially recognized as having historic significance, and are eligible for special preservation funding.

### 2. Archeological Resources

According to the State Historical Society, there are **over 20 archeological sites within the Town of Moundville**. These sites include many types of Native American burial mounds including effigy, linear and conical burial mounds, Native American villages and campsites, early farm sites and cemeteries. According to the Wisconsin Historical Society, it is estimated that nearly 80 percent of all archeological sites statewide have been destroyed or severely damaged, primarily by modern land development and farming practices. Many sites have also been damaged or looted. There are federal and state laws to protect archeological sites. The National Historic Preservation Act of 1966 requires federal agencies to ensure that their actions do not adversely affect archeological sites on or eligible for listing on the National Register of Historic Places. Archeological sites can be protected during the course of state agency activities if the sites have been recorded with the Office of the State Archeologist. All human burial sites, including cemeteries and Indian mounds, are protected under state law.

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## H. Cultural Resource Goal, Objectives and Policies

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*GOAL: Preserve the Town's Cultural Resources.*

*Objectives:*

- a. Recognize that the **Town's character is defined by large, open areas of agricultural land** and expanses of wetlands.
- b. Identify and promote the preservation of the Town's cultural, historic, and archeological resources.
- c. Protect scenic views in the Town.

*Policies and Programs:*

- § Encourage **local festivals, fairs, farm tours and breakfasts, and markets** that celebrate the Town's agrarian heritage and rural way of life.
- § Encourage the **preservation** of historically and architecturally significant structures/districts and archeological resources in the Town. Participate in the updating of records and mapping to fully document these resources.
- § **Preserve and promote the scenic landscape** of the Town.

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## I. Cultural Resource Recommendations

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Expanding on the local planning policies listed above, this *Plan* encourages the Town of Moundville to preserve and celebrate its treasured cultural resources by pursuing the following strategies:

### **1. Encourage Heritage Tourism**

The Town should work to encourage tourism opportunities that celebrate and take economic advantage of the area's historic, archeological and scenic resources. "Heritage Tourism," as it is often referred, will become increasingly popular as the baby boom generation eases into retirement. Heritage tourism may focus on museums and cultural centers, vibrant rural communities, historic architecture, historic settlement patterns and the Town's considerable and diverse natural amenities and views. Agricultural tourism highlighting both traditional agriculture and organic farms has also been successful in the region, such as seasonal farm events, "Breakfast on the Farm" events, or tours of organic farms. The Town, along with Marquette County and its Economic Development Corporation, should explore state grant opportunities to study, establish, and fund a heritage tourism program.

### **2. Protect and Rehabilitate Known Historic and Archeological Sites**

This *Plan* identifies historic sites that are listed on the State or National Register of Historic Places and archeological sites that are included in the Wisconsin Archeological Site Inventory (ASI) database. Mapped archeological sites in Moundville are predominantly burial sites. Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from intentional disturbance. This *Plan* advises that the Town make a specific request to the State Historical Society for more detailed information when a specific development proposal is offered on land in an area where a known historic or archeological site has been mapped, if its location is not readily apparent.

### **3. Preserve and Celebrate the Scenic Landscape**

Scenic beauty is a very important cultural resource in the Town, and this region offers a very diverse landscape of glacial hills, lakes, rivers, and agricultural areas. There are numerous local areas that offer stunning views of the landscape, key landmarks (e.g., hills), and bodies of water.

Within and near these areas, the Town could conduct or require viewshed analysis before approving new developments. A viewshed analysis would identify the places from where the new development could be seen from other locations, and the impact of the view that would result if development occurred in the manner proposed. New development should be designed, located, and landscaped in a manner that does not detract from these scenic views. Chapter Seven: Housing and Neighborhood Development provides additional guidance on minimizing the visual impact of development.

State and federal "rustic road" and "scenic byway" programs are also techniques to preserve and celebrate particularly scenic road corridors. State "rustic roads" designations would be best suited for scenic Town roads. To qualify, a roadway must be substantially undeveloped and have outstanding natural features—including native vegetation, abundant wildlife, open areas, or agricultural vistas—that make the area unique. The Town should explore the possibilities, advantages, and disadvantages of these programs.



## Map 2: Natural Areas



## CHAPTER FOUR: LAND USE

## IV. Land Use

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs to guide the future preservation and development of public and private lands in the Town of Moundville. The chapter includes two maps that show existing land uses and recommended future land uses, and provides other related land use data and analysis as required under §66.1001, Wisconsin Statutes.

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### A. Existing Land Use

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An accurate depiction of the Town of Moundville's *existing* land use pattern is the first step in planning for a desired *future* land use pattern. The Town's consultant conducted an inventory of existing land uses in summer 2003 using data from WISCLAND, aerial photography, and spot field checks. Town representatives had an opportunity to review and suggest corrections to existing land use maps before they were finalized.

#### 1. Existing Land Use Map Categories

Map 4 divides existing land uses in the Town of Moundville into several categories. These categories include:

**Agriculture & Rural Lands:** land used primarily for open space, farming, farmsteads, nurseries, and farm-support activities, and limited single-family residential development, generally with densities at or below 1 dwelling unit per 40 acres, and small-scale institutional uses such as cemeteries, churches and town hall buildings. Also includes grasslands, shrubland and sandy or barren land;

**Wetlands:** Wetlands over two acres identified through the Wisconsin DNR "Wisconsin Wetland Inventory";

**Public Open Space:** publicly-owned land designated as state parks and scenic areas; state conservation areas; conservancy land owned by non-profit agencies; county parks and recreation areas; town parks, city parks, or other recreational facilities owned by the public or private utility companies;

**Forest:** privately-owned forest land, in certain cases including private recreational uses or single-family residential development generally with densities at or below 1 dwelling unit per 40 acres, covered with coniferous, broad-leaved deciduous, and mixed deciduous trees;

**Surface Water:** lakes, rivers and perennial streams;

**Single Family Residential – Rural:** groupings of predominantly single family residential development, generally at lower densities (between 1 dwelling unit per acre and 1 dwelling unit per 40 acres), and typically served by on-site waste disposal systems;

**Single Family Residential – Sewered:** Single-family residential development typically served by a public or group sanitary sewer system at densities up to 6 dwelling units per acre;

**Two Family Residential:** groupings of two-family and attached single-family residential development;

**Mixed Residential:** groupings of a variety of residential units (including apartments and mobile home parks);

**Commercial Recreation:** privately-owned lands designated as recreation areas, such as for-profit campgrounds, private golf courses, fish farms, and waterfront businesses;

**General Business:** indoor commercial, office, telecommunication facilities, and occasional outdoor display land uses, generally with moderate landscaping and signage;

**Downtown:** pedestrian-oriented indoor commercial, office, institutional, and residential uses with streetscaping and low-key signage;

**Industrial:** indoor industrial land uses and occasionally outdoor storage areas, generally with moderate landscaping and signage;

**Landfill/Extraction:** sites in active use as a landfill, along with quarries, gravel pits, clay extraction, peat extraction and related land uses;

**Institutional:** large-scale public buildings, hospitals, airports/landing strips, non-profit campgrounds, and special-care facilities. Small institutional uses may be found in areas designated in other land use categories.

## 2. Existing Land Use Pattern

The Town of Moundville’s existing land use pattern is primarily rural, with scattered pockets of farmland, woodlots, and wetlands throughout the entire Town. Large tracts of *Agriculture & Rural Lands* are found throughout the Town, but most prominent in the northern two thirds of the Town. Large *Wetland* and *Forest* areas cover the southern third of the Town, as well as along the Fox River corridor. The Town’s southeastern portion contains most of the *Public Open Space* areas, but a few sites are also located in the south-central part of the Town along Interstate 39. There are large tracts of *Forest* land scattered across the Town.

**2002 Town Survey Results**

*When asked to indicate their support for putting restrictions on different land use activities in Marquette County, most respondents chose “locations of mobile homes” as their top choices.*

There are two pockets of *Single Family Residential Rural* development located just west of the Village of Endeavor along Gem Avenue and also near 7<sup>th</sup> Avenue. Over the past 20 years, residential densities increased throughout the County, region and state. In Marquette County, the residential density in 2000 was 19 homes per square mile, up from 12 homes per square mile back in 1980. The East Central Region’s average residential density in 2000 was 46 homes per square mile, compared to the state’s 43 homes per square mile. Figure 10 provides an estimate of the acreage within each existing land use category in the Town in 2003.

**Figure 10: Town of Moundville Existing Land Use Totals, 2003**

Land Use	Acres	Percent
Agriculture & Rural Lands	7,947.5	54.4%
Wetlands	4,153.1	28.4%
Public Open Space	56.3	<1%
Forest	2,399.2	16.4%
Rural Single Family Residential	50.7	<1%
Suburban Single Family Residential	2.8	<1%
General Business	5.0	<1%
Industrial	1.6	<1%
<b>TOTAL</b>	<b>14,616.2</b>	<b>100.0%</b>

*Source: GIS Inventory, Vandewalle & Associates, 2003*

## 3. Land Development Trends

According to the Marquette County Zoning Department, between 1992 and 2002, there were 35 new parcels created in the Town of Moundville through either subdivisions, plats, or certified survey maps. This means that there were, on average, 3 new parcels created on an annual basis. Much of this land

platting resulted in residential development. From 2000 to 2003 there were 16 zoning permits issued for new single family homes, and 15 new sanitary permits (and 4 reconnections) were issued in the Town.

As new home construction in the County has increased, a decrease in amount of land assessed as “agriculture” is noted. According to the Wisconsin Department of Revenue, the amount of land in the County assessed as “residential” increased by 11 percent between 1990 and 2000 while land assessed as “agriculture” land declined by almost the same amount. However, this decline in acreage cannot be attributed directly to new home construction. Meanwhile, the amount of land assessed as “commercial” dropped by 84 acres and “manufacturing” lands decreased by 10 acres over the decade.

#### 4. Land Market Trends

Town land market trend data is available from the Wisconsin Department of Revenue’s Fielded Sales System. According to data from the Fielded Sales System there were 958 acres of agricultural land sold in the Town of Moundville between 1990 and 1997. On average, agricultural land sold during this period sold for \$515 per acre. Of the 985 acres of agricultural land sold over this seven year period 237 acres were converted to non-agricultural use. After conversion the average price for an acre of land increased to \$721. For agricultural parcels, data is collected at the time of sale and includes those parcels that will remain in agricultural land use, as well as those converted to different uses. It should be noted that the system only tracks the sales of land that exceed a certain size. In 1990, the minimum size included all parcels over 20 acres. In 1997, it included all parcels over 35 acres. As a result, any parcel sold in recent years less than 35 acres in size was not reported in the system. Nonetheless, this data can contribute to analyzing general trends in the land market.

There is no town-level data available for forest land sold, however, according to the Department of Revenue’s Fields Sales System, there were 5,940 acres of forest land sold in Marquette County from 1998 through 2001. The Department of Revenue defines forest land as forested acres that are being managed or set aside to grow tree crops for “industrial wood” or to obtain tree products such as sap, bark or seeds. Areas primarily held for hunting, trapping, and the operation of game preserves are also classified as forest land. Orchards and Christmas tree farms are classified as agricultural. The value of the average acre of forest land sold between 1998 and 2001 was \$1,546. Of the total acreage of forest land sold during this time period—819 acres—about 14 percent of this land area was converted to other uses.

Figure 11 shows the equalized value of all property in Marquette County for 1980, 1990 and 2000. The highest increases in land value occurred in the residential and swamp and wasteland real estate categories. The increase in swamp and wasteland resulted in a change in real estate classification and a change in market perceptions. In 1980, real estate classified as swamp and wasteland was seen as having little market value. However, as a result of an interest—typically by individuals rather than public agencies—in preserving lands for hunting and other recreational purposes, land categorized swamp and wasteland has increased. Additionally, these reclassifications may be attributing to the reduction in lands assessed for agricultural purposes. There is no town-level data for equalized land values.

Figure 11: Equalized Land Values, 1980 - 2000

	Residential	Commercial	Manufacturing	Agricultural	Swamp & Waste & Other	Forest Land	Total
1980	\$51,162,100	\$3,623,200	\$254,400	\$78,933,900	\$8,728,100	\$37,924,800	\$180,626,500
1990	\$64,229,450	\$4,613,020	\$329,100	\$47,300,032	\$8,715,330	\$32,392,135	\$157,579,067
<b>2000</b>	<b>\$154,786,562</b>	<b>\$9,073,275</b>	<b>\$549,600</b>	<b>\$30,318,824</b>	<b>\$30,432,440</b>	<b>\$55,785,770</b>	<b>\$280,396,871</b>

Source: East Central Wisconsin Regional Planning Commission, 2003

## 5. Projected Land Supply and Demand

Consistent with the requirements of Smart Growth, this *Plan* provides projected demand over the 20-year planning period (in five-year increments) for residential, commercial, industrial, and agricultural land uses. Projected demand is then compared to the potential supply of land to accommodate such demand. The supply of land in Moundville is more than sufficient to accommodate projected demand within the next 20 years.

Demand projections for residential land uses within lands in the Town of Moundville boundaries are based on year-round housing unit forecasts for Moundville. Projected year-round rural residential land use demand is presented in Figure 12. Figure 12 does not account for seasonal home development. This table assumes that each new residential unit will be built on an average of a 5-acre parcel.

Figure 12: Projected Single Family Residential Rural Land Use Demand

	2005	2010	2015	2020	2025	Totals
Cumulative demand for additional residential <u>units</u>	5.9	6.5	5.3	2.3	3.2	23.2
Cumulative demand for additional residential <u>acres</u>	29.7	32.5	26.5	11.3	16.2	116.2

The total land area necessary to meet the Town's future commercial demands are quite negligible. To date, each acre of commercial development in the Town accommodates 115 residents. The Town is projected to grow by 40 residents over the next twenty years. While not a requirement, the amount of new land demand for new commercial uses in the Town is expected to be less than one additional acre every five years over the 20-year planning period. This is based on historic trends and lack of expectation for additional public utilities in the Town. The Town is illustrating over 190 additional acres for future commercial development. It is important to note, however, that some future commercial areas planned by the Village of Endeavor, particularly along Interstate 39, are intended to accommodate regional economic growth, which is not directly tied to local population forecasts. Results from the Town and Village's visioning exercises found that residents value the I-39 interchange area as a **long-term economic development opportunity**, and the planned commercial land uses should be viewed as such.

To calculate industrial absorption rates, the current ratio of industrial land use acreage to population in the Town is used, and this value is assumed to remain constant over the planning period. Based on this methodology, the total land area necessary to meet the Town's demands are quite negligible. The Town has approximately one acre of industrial land for every 360 residents. While not a requirement, the amount of new land demand for new industrial uses in the Town is expected to be less than one additional acre every five years over the 20-year planning period. This is based on historic trends and lack of expectation for additional public utilities in the Town. The Town's planned 75 acres of industrial lands will easily accommodate the projected growth of the Town. Also, the adjacent Village of

Endeavor does plan industrial growth at the intersection of I-39 and STH 23. Again, it is important to note that these future industrial areas (shown on Map 4) are intended to accommodate regional economic growth, which is not directly tied to local population forecasts.

According to the Wisconsin Department of Revenue's Fielded Sales System, which tracks sales of agricultural, forest, swamp and waste parcels, 23 parcels totaling 237 acres of agricultural land in the Town were converted out of agricultural use from 1990 to 1997, a loss of approximately 30 acres per year. If this trend continues, the amount of agricultural land in active use will decrease by about 150 acres every five years over the 20-year planning period. However, the Town seeks to address these trends by exploring methods to minimize the amount of farmland conversion to the greatest extent possible.

## 6. Existing and Potential Land Use Conflicts

There are **no significant *existing* land use conflicts in Moundville**. The following potential planned land use conflicts arise between the Town and the adjacent Village of Endeavor:

- § **At the south edge of the Village** on the east side of CTH CX (in Section 8 of the township south of CTH T). The Town illustrates the area for single family residential *rural* development. This translates into a suggested density of one unit per two acres. However, the Village illustrates the lands abutting CX for commercial land use, transitioning to mixed residential, and then single-family residential *sewered* development to the east, which would be developed at higher density.
- § **The lands abutting the west side of I-39** are illustrated in the Town *Plan* to remain agricultural (one dwelling unit per 40 acres), while the Village plans for rural lands (one dwelling unit per 10 acres). This is a very minor inconsistency.

The Town and the Village Plan Commissions have met regarding these issues and at the time of the writing of this document both communities “agree to disagree.” Both have stated that they will revisit this issue again when a development proposal is brought before them. The procedure for addressing areas of disagreement has been articulated in Section C of the Intergovernmental Cooperation Chapter. This plan seeks to avoid potential *future* land use conflicts through thoughtful and comprehensive land use planning.

Conflicts between non-farm residential development and surrounding farms could become increasingly common in the Town of Moundville. Other potential rural land uses that could conflict with neighboring uses include large-scale commercial farm operations, feedlots, nonmetallic mining operations, and rural manufacturing plants. As growth occurs in the area there will likely be increasing land use conflicts. Urban and exurban residential, commercial, and industrial land use development will require the conversion and possible fragmentation of more farmland, woodlots and open fields in the Town. In order to maintain a defined edge between the Town of Moundville and the Village of Endeavor, new large-scale residential, commercial, and industrial developments are encouraged to be located within or adjacent to the Village.

**Map 3: Existing Land Use**



**Map 4: Planned Land Use**



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## B. Land Use Goal, Objectives and Policies

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**Goal:** *Promote future land use patterns that are consistent with the Town's rural character.*

**Objectives:**

- a. Direct most new residential development into Single Family Residential Rural planned land use areas.
- b. Minimize the visual impact of new development on the landscape.
- c. Plan for a sufficient supply of land uses to meet Town objectives.
- d. Promote the conservation and preservation of the Town's natural resources including woodlands, wetlands, lakes, rivers and streams.

**Policies:**

- § When making land use decisions, **follow the land use recommendations** mapped and described in this *Plan* (see Map 4). Assure that **incompatible land uses are not located close to one another** or are buffered through screening. Actively **participate in County zoning review processes** (e.g. rezoning, conditional use permits, ordinance text and map amendments)
- § Follow the development siting standards listed in the Farmland Preservation Area & Rural Lands planned land use area policies, below, to **allow grouping or clustering** of development sites as an option to preserve farmland, protect natural resources, and reduce development visibility. (see Figure 13) **Guide intensive new development** requiring higher levels of municipal utilities and services to nearby villages and cities.
- § Do not allow changes in zoning that would permit development on a parcel of land within the Town without a **specific development proposal** for the parcel. Instead, require the submittal and detailed understanding of a specific development proposal, including details of any planned future development, before approving the rezoning of land to the appropriate development-based zoning district. Approval of the development proposal should be based on the degree to which the project fulfills the goals, objectives, and policies of this *Plan*.
- § Implement the Town's Land Division and other land use related ordinances, and amend them as necessary to carry out the recommendations of this *Plan*.

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## C. Land Use Recommendations and Programs

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The Planned Land Use Map (Map 4) indicates recommended future land uses over the 20-year planning period and their placement within the Town. Changes in land use to implement the recommendations of this Plan will be at the request of property owners. This Plan will not compel property owners to change the use of their land. Instead, the Planned Land Use Map and the policies in this chapter will guide the Town in its review of development proposals. The Planned Land Use Map categories are described below.

In general, Map 4 recommends the continuation of an agricultural land use pattern in the Town of Moundville, focusing on protecting natural resources and wildlife habitat, conserving waterways, wetlands and woodlands, and preserving farmland. An area of commercial and industrial uses is planned adjacent to the interchange of Interstate 39 and STH 23 near the Village of Endeavor. New residential development will be directed to existing residential areas near the Village of Endeavor that include smaller lot sizes, and away from mapped environmental corridors.

Map 4 uses numerous planned land use designations to describe the desired type and future location of different land uses in and around the Village. These planned land use designations were prepared in a joint effort with other towns, villages, cities, and Marquette County working on the multi-jurisdictional planning effort. The following is a **description** of each mapped planned land use designation in Moundville and recommended **programs and policies** for each designation illustrated.

## 1. Farmland Preservation Area

**Description:** The *Farmland Preservation Area* planned land use category is mapped to accommodate primarily agricultural uses or agricultural-related uses (e.g., implement dealerships), and focus on areas actively used for farming, with productive agricultural soils, with topographic conditions suitable for farming, and with long-term (15+ year) farming suitability. This category is also intended to:

- § Preserve productive agricultural lands, rural character, and undeveloped natural resources of lands so designated in the long-term;
- § Protect existing farm operations from encroachment by incompatible uses;
- § Minimize non-farm development, allowing via rezonings away from the County's AG-1 zoning district a maximum residential development density of one residence per 40 acres of land, as further described by the policies and programs below;
- § Accommodate a range of agricultural practices and intensities, forest management, farmsteads, home occupations, family businesses, and other uses compatible with farmland preservation and identified as permitted and special exceptions in implementing zoning districts.
- § Provide equity and fairness to owners of land with similar resource and location characteristics;
- § Maintain farmer eligibility for farmland preservation incentive programs, such as State income tax credits. The *Farmland Preservation Area* is the only planned land use category laid out in this chapter that is intended for certification by the State Department of Agriculture, Trade and Consumer Protection (DATCP).



*Productive Farmland in the Town of Moundville*

### Policies and Programs:

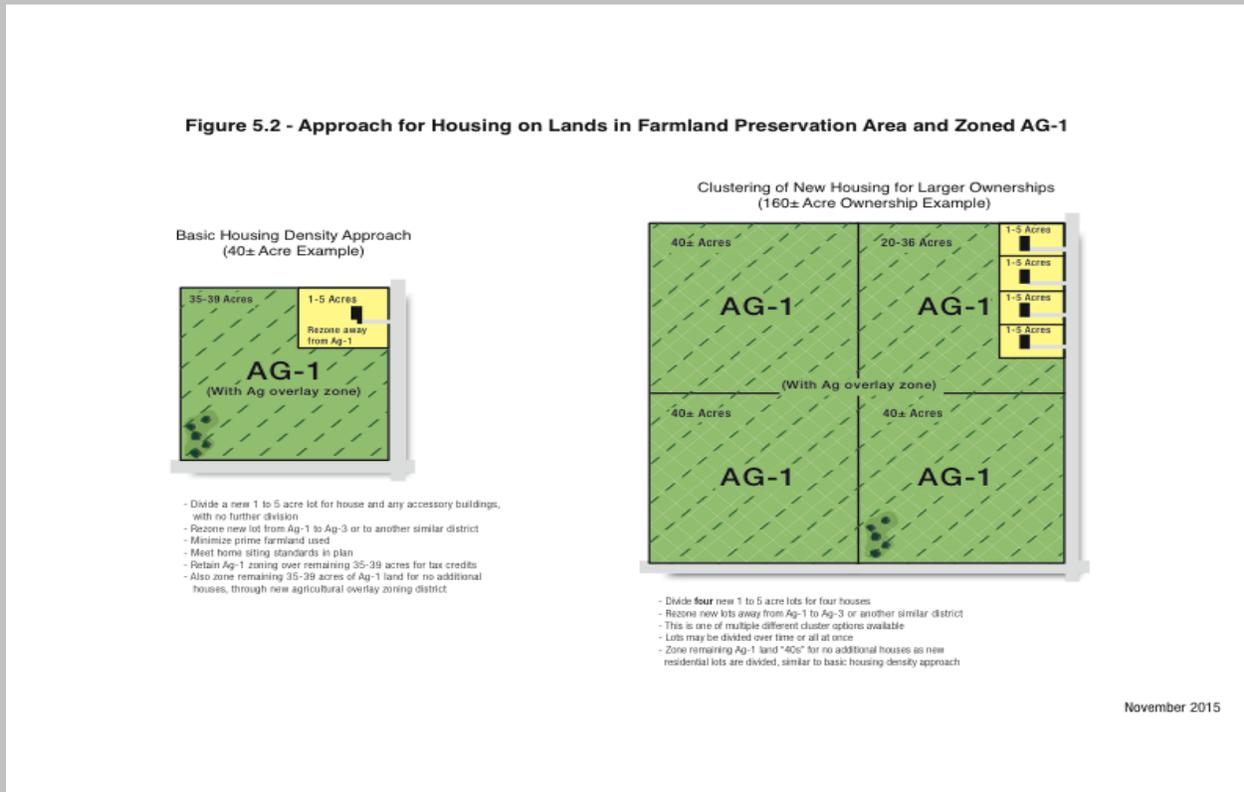
- § *Appropriate Implementing Zoning Districts.* The AG-1 Prime Agricultural zoning district is the preferred zoning district to implement *Farmland Preservation Area* policies. Additional zoning districts that may be used, usually in limited amounts, within *Farmland Preservation Areas* include RP Resource Protection, AG-2 General Agricultural, AG-3 Agricultural-Residential, and REC Recreational (for open space uses). Other zoning districts may be utilized on an occasional basis, particularly based on pre-existing land use and zoning patterns. Further, Marquette County may create a new variation of the AG-3 zoning district (e.g., 4 acres) to limit further division of 4-5 acre lots that are divided in accordance with the density policy below.

- § *Agricultural Use and Related Businesses Encouraged.* Encourage a range of agricultural uses and agricultural-related businesses that support farmers, including farm-scale businesses in the AG-1 zoning district (meeting statutory requirements as applicable) and larger-scale operations by special exception permit or rezoning.
- § *Preexisting Residences May Remain in AG-1 District.* Allow residences legally established before January 1, 2014 (and their replacements) to remain as permitted-by-right uses within the AG-1 zoning district when historically zoned in that manner, except where new land divisions are required or farm consolidations are proposed (see below).
- § *General Rezoning Criteria.* Whenever land is proposed for rezoning from the AG-1 Prime Agricultural district, require that the following criteria are met:
- The land is better suited for a use not allowed in the AG-1 zoning district.
  - The rezoning is consistent with the Town and County comprehensive plans, including  
the farmland preservation plan component of the Marquette County Comprehensive Plan.
  - The rezoning will not substantially impair or limit current or future agricultural use of surrounding parcels of land that are zoned for or legally restricted to agricultural use.
- § *Conversion of Prime Farmland Limited.* Minimize the conversion of prime farmland (Class I-III soils), as shown on Map 4: Soil Suitability for Agriculture of the Marquette County Comprehensive Plan, for residences and other nonfarm development. The Town of Moundville and County Planning and Zoning Committee will consider creation of new residential lots on prime farmland only if they determine that no available non-prime farmland exists on the parcel of record or that placement of lots on prime farmland provides better protection of land, environmental, and habitat resources than a non-prime location. In addition, per Section 91.46(2) of Wisconsin Statutes, new development may not convert prime farmland from agricultural use or convert land previously used as cropland, other than a woodlot, from agricultural use if on the farm there is a reasonable alternative location or size for a nonfarm residential parcel or nonfarm residence; or significantly impair or limit the current or future agricultural use of other protected farmland.
- § *Maximum Residential Development Density.* Within parts of the *Farmland Preservation Area* also zoned in the County's AG-1 Prime Agricultural district, rezonings for single family residences are subject to the following density criteria:
- The owner of each 1/4 1/4 section of land (standard tax parcel of 40± acres), and other parcels that are between 40 and 79 acres, shall be able to rezone AG-1 zoned land for one single family residence, and can maintain any preexisting residence on the parcel (see left panel in Figure 14).
  - The owner of each smaller parcel of land zoned AG-1, if legally created before January 1, 2014, shall be able to rezone such parcel for one single family residence, and can maintain any preexisting residence on the parcel.
  - The owner of at least two contiguous 1/4 1/4 sections of land, and other lands in contiguous common ownership that are at least 80 acres, shall be able to rezone AG-1 zoned land for cluster(s) of single family residential lots at a density of one lot for every 40 full acres, including any preexisting residence (see 160 acre example in right panel of Figure 14). Landowners may develop one or more clusters, if acreage allows. Clusters may be located adjacent to other clusters on adjoining parcels in different ownership.
- § *Rezoning Required for New Residences and Farm Divisions.* The Town and County will require rezoning away from the AG-1 zoning district, along with a new lot created by land division, for all farm divi-

sion residences and new residences. (A “farm division residence” is defined as a residence that existed before January 1, 2014 and all of its accessory buildings, but which is no longer connected to the farm operation as a result of the sale of adjacent lands.) The rezoning will be to AG-2, AG-3, or to another zoning district that allows single family residences. As depicted in Figure 14, the balance of the acreage used to enable the approval of a single family residential lot will be limited to agricultural or open space uses via a new Agricultural Overlay zoning district applied to that balance. The County intends to create this Agricultural Overlay district in 2016. Land in that Agricultural Overlay district cannot be used together with other land not in the overlay district to achieve the acreage normally necessary to build another single family residence. The County may relax the requirement for creation of a new residential lot where the residence is proposed on a sub-40 acre parcel legally created before January 1, 2014.

- § *Residential Lot Size and Siting Standards.* The Town and County will apply the following policies, along with those depicted on Figure 14, for siting new residences in the *Farmland Preservation Area* in conjunction with the rezoning of land away from the AG-1 zoning district
- Each residence must be on a newly divided lot of between one and five acres created by a land division (e.g., CSM), except that the County may relax this requirement where the residence is proposed on a sub-40 acre parcel legally created before January 1, 2014.
  - Each newly created residential lot must abut a public road, or have a suitable access easement.
  - The new residence will not adversely affect agricultural operations in surrounding areas or be situated such that future inhabitants of the residence might be adversely affected by agricultural operations in surrounding areas.
  - The new residence and the new driveway needed to serve the residence will not divide existing farm fields, but instead will be beyond the farm field or towards the edge of a farm field where a location beyond the field is not practical.
  - The proposed location of the new residence is not well suited for agricultural use by virtue of being wooded, having unfavorable topography for farming, an odd shape for farming, unsuitable soil characteristics, or other factors that limit its agricultural suitability.

Figure 13: Approach to Housing in Farmland Preservation Area



§ *Right-to-Farm Notice on Residential Divisions.* Protect the rights of farmers by requiring that the following language be included on new subdivision plats and certified survey maps (CSMs) that enable new residential development in the *Farmland Preservation Area*, to notify future residents of the potential effects of nearby farming activities on their property: “Through Section 823.08 of Wisconsin Statutes, the Wisconsin Legislature has adopted a right to farm law. This statute limits the remedies of owners of later established residential property to seek changes to pre-existing agricultural practices in the vicinity of residential property. Active agricultural operations are now taking place and may continue on lands in the vicinity of this plat/CSM. These active agricultural operations may produce noises, odors, dust, machinery traffic, or other conditions during daytime and evening hours.”

§ *Policy towards Potential Agricultural Enterprise Areas (AEAs).* Support landowner applications to DATCP to establish new Agricultural Enterprise Areas that meet the following criteria:

- The AEA is located within portions of the *Farmland Preservation Area* particularly suited for long-term agricultural enterprise development.
- The AEA is consistent with DATCP criteria for such designation and with this Plan.
- There is sufficient interest among area farmers.

§ *Policies for Lands Also Mapped as Environmental Corridors.* The *Environmental Corridor* includes wetlands, floodplains, and slopes of 20% or greater. See subsection 4 below for additional policies affecting lands that are both in a *Farmland Preservation Area* and *Environmental Corridor*.

## 2. Rural Lands

**Description:** This category includes farmland, privately owned undeveloped lots, small woodlots, grasslands, forestland and open lands, and some existing developed low density residential areas. Continued open space uses (including farming and forestry) are recommended for mapped *Rural Lands* areas, in addition to seasonal and permanent single family homes generally with a density at or less than 1 new residence per 10 gross acres, associated home occupations and small family businesses which do not interfere with the interests of nearby property owners, small-scale forest production and processing, and the keeping of animals in numbers appropriate to the size of the lot. Map 4 of this *Plan* illustrates the lands between Island Drive/Buffalo Lake and CTH T and an area in section 31, southwest of the intersection of I-39 and Grouse Drive for this land use category.

This category does not, however, necessarily promote 10 acre lot sizes; rather this *Plan* advocates smaller residential lot sizes in rural areas. For example, while the *Rural Lands* category allows one home per 10 acres, those **homes could be clustered on small lots**, such as two or three acres (see graphic Figure 14). This clustering concept also advocates guiding available home sites away from productive farm soils—perhaps in an adjacent woodlot, at the edge of a tilled field, or on other soils with low productivity. These techniques avoid the breaking up of large farm parcels, while still providing some non-farm economic return for the landowner.

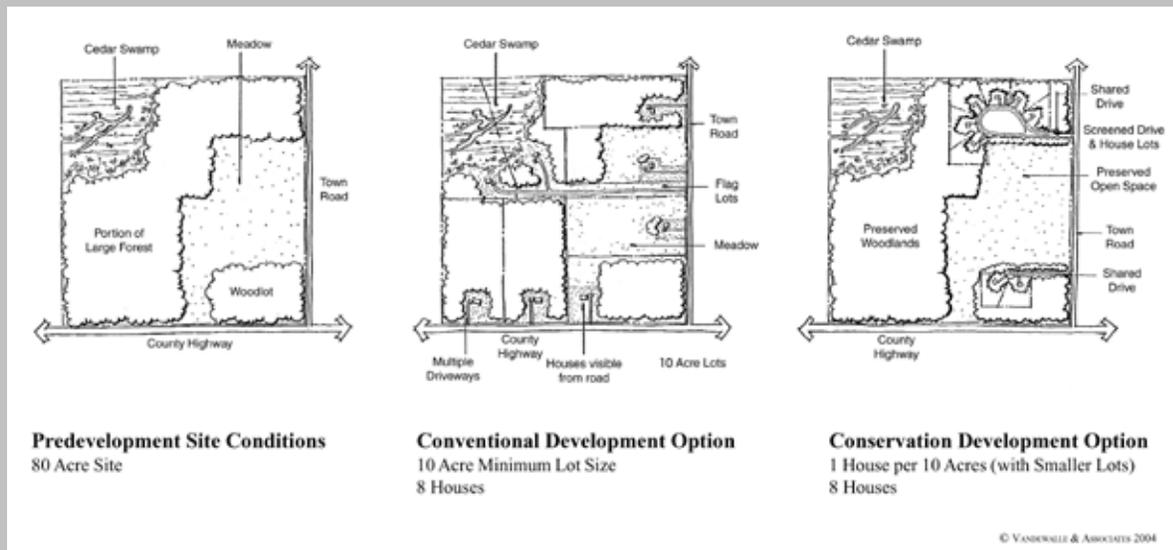
This *Plan* also recommends **limiting commercial and industrial development in *Rural Lands*** areas to only those uses that support farming activities, such as home occupations, implement dealerships, feed operations, greenhouses, garden centers, and the sale or display of farming products.

**Recommended Zoning:** The County zoning district **most compatible with the *Rural Lands* category is the *General Agricultural (AG-2) District***, which presently requires a minimum lot size of 10 acres. Some areas near Buffalo Lake may also be zoned Resource Protection RP.

### Policies and Programs:

- § Allow clustering of homes and preservation of land for open space use within mapped *Rural Lands* areas. This concept is described in the Figure 14.
- § Within *Rural Lands* category, the Town should **discourage the placement of buildings and driveways within mapped *Environmental Corridors*** shown on Map 4.
- § The Town should encourage new development to be **located in a manner that does not detract from the existing rural character**, and which may be easily served by Town and emergency services. Ideas are illustrated in Chapter Six: Housing and Neighborhood Development.
- § **Consider certain types of small-scale non-residential uses** such as churches, day care centers, parks and walking trails as generally appropriate within *Rural Land* areas.
- § **Allow home occupations and home-based businesses** within mapped *Rural Land* areas that do not impact neighboring properties.

Figure 14: Examples of Conventional and Cluster Development (Rural Lands)



### 3. Single Family Residential Rural

**Description:** The Single Family Residential – Rural category is established and shown on Map 4 to identify certain limited lands for development at densities between 1 dwelling unit per 30,000 SF and 1 dwelling unit per 40 acres. New single family development should be directed to the existing areas of Single Family Residential Rural located east of the Village of Endeavor along Island Drive, west of the Village of Endeavor along Gem Avenue, and south of Endeavor on the east side of CTH CX in Section 8 of the township, south of CTH T.

The Town wishes to direct as much development as possible away from the Farmland Preservation Area planned land use category by encouraging development in and around the existing Single Family Residential Rural areas and adjacent to the Village of Endeavor. These areas should be expanded should the Town require more land for new single family residential development in the future that cannot be accommodated in the existing Single Family Residential Rural areas.

**Recommended Zoning:** Appropriate zoning for land in the Single Family Residential Rural Area would be the R-1 *Residential District*.

#### Policies and Programs:

- § The Single Family Residential Rural Area is **planned for predominantly single-family detached dwellings**.
- § Consider allowing lot sizes smaller than 30,000 square feet per dwelling unit (required by the R-1 Residential Zoning District) in the Rural Residential Area provided that: a group waste disposal system is approved, allowing smaller lot sizes.
- § Consider the following types of non-residential uses as **generally appropriate** within the Rural Residential Area:
  - Small-scale institutional uses, such as churches and day care,
  - Small-scale recreational uses, such as parks and walking trails.
  - Wireless telecommunications facilities, but only if the equipment is mounted inconspicuously on, or concealed within, an existing or planned structure, such as a light pole or flagpole.

#### 4. Environmental Corridors

**Description:** Environmental Corridors are established to identify and protect generally continuous environmentally sensitive areas including wetlands, floodplains, and undeveloped shoreland setback areas. Environmental corridors are intended for long-term open space, wildlife habitat, stormwater management, natural areas, and or trail uses.

**Recommended Zoning:** Appropriate base zoning districts for the Environmental Corridors may include the *AG-1 Prime Agricultural District*, the *AG-1 General Agriculture District*, and the *Resource Protection District*. Most of these areas are also subject to County wetland, shoreland, or floodplain overlay zoning.

##### Policies and Programs:

- § Encourage **lands around the Neenah Creek** shown as being within the Environmental Corridors planned land use area on Map 4, to remain in the *AG-1* and *AG-2 Districts*. Encourage lands zoned *AG-3* to rezone to the *RP Resource Protection District*, in order to protect the wetland and floodplain areas along the Neenah Creek from future development.
- § Where development is proposed, determine the **exact boundaries** of the Environmental Corridor or Soils with Building Limitations based on the features that define those areas.
- § Where land included in the Environmental Corridors and Soils with Building Limitations area are adjacent to land in the Farmland Preservation Area planned land use category, such land **shall count toward calculating the number of dwelling units** allowed on the overall parcel, per the Town's density policy in Section 1 above.
- § **Strongly discourage building development** in Environmental Corridors, and strongly discourage building development on slopes of 12-20%.
- § **Permit existing cropping and grazing** within Environmental Corridors with natural resource protection and farmland preservation.

#### 5. General Business Area

**Description:** Identifies land within the Town that is optimally positioned for commercial use. This area is in close proximity to the Village of Endeavor, providing a nearby customer base and access to Interstate 39. The aim of the General Business Area is to promote indoor commercial, office, institutional, telecommunication facilities, and outdoor display land uses, with new development reflecting moderate attention to building design, landscaping, and signage.

**Recommended Zoning:** Appropriate base zoning districts for the General Business category may include the *CM Commercial District*. Rezoning for business uses should be strongly discouraged without the provision of public utilities.

##### Policies and Programs:

- § Encourage a limited amount of small-scale commercial and industrial development in the General Business Area and the General Industrial Area located near the interchange of Interstate 39 and STH 23. There is also the possibility of extending public sewer service from the Village of Endeavor, less than 1-mile away.
- § Cooperate with the County to require a minimum lot size for all new lots proposed as building sites of one acre where public sanitary sewer is not available, unless soil tests or conditions indicate more area is required to provide safe on-site treatment or a group waste disposal system is approved.

- § Discourage development within the Environmental Corridor shown on Map 4. Development is also discouraged in areas with slopes over 20 percent. Require detailed maps showing these features when applicable to a certain development area.
- § Before the rezoning of lands for development, require the property owner or developer to submit a plan showing environmentally sensitive areas that are not conducive to development, including: wetlands, stream banks and shoreline setback areas, floodplains, Hydric soils and soils with low or very low potential for dwellings with basements, and steep slopes (12-20% and 20%+).

## 6. General Industrial Area

**Description:** The General Industrial area is established and mapped on Map 4 to identify a limited area just south of the Village of Endeavor in the Town of Moundville for indoor manufacturing, warehousing, distribution, and office uses, with outdoor storage areas and moderate attention to building design, landscaping, and signage. This mapped General Industrial area is focused around the intersection of Gem Drive and 8<sup>th</sup> Avenue and is directly south of the Endeavor Industrial Park.

**Recommended Zoning:** Appropriate base zoning districts for the General Industrial category may include the *CM Commercial District*. Rezoning for industrial uses should be strongly discouraged without the provision of public utilities.

### Policies and Programs:

- § Encourage a limited amount of small-scale commercial and industrial development in the General Business Area and the General Industrial Area located near the interchange of Interstate 39 and STH 23/CTH CX. There is also the possibility of extending public sewer service from the Village of Endeavor, less than 1-mile away.
- § Cooperate with the County to require a minimum lot size for all new lots proposed as building sites of one acre where public sanitary sewer is not available, unless soil tests or conditions indicate more area is required to provide safe on-site treatment or a group waste disposal system is approved.
- § Strongly discourage development within the Environmental Corridors shown on Map 4. Development is also discouraged in areas with slopes over 20 percent as shown in Map 4. Developers shall submit detailed maps showing these features when applicable to a certain development area.
- § Before the rezoning of lands for development, require the property owner or developer to submit a plan showing environmentally sensitive areas that are not conducive to development, including: wetlands, stream banks and shoreline setback areas, floodplains, Hydric soils and soils with low or very low potential for dwellings with basements, and steep slopes (12-20% and 20%+).

## 7. Single Family Residential - Sewered

**Description:** The designation includes planned single-family detached residential development, generally on  $\frac{3}{4}$  acre lots or less, served by the Village of Endeavor's public sanitary sewer system. Map 4 identifies Single Family Residential – Sewered planned areas northwest of the current Village of Endeavor municipal boundary.

### Policies and Programs:

- § **Discourage incompatible land uses** (e.g., high traffic generators, noisy uses, etc) from locating within or next to existing or planned Single Family Residential - Sewered areas.

- § Develop and **administer property maintenance codes** to maintain neighborhood quality and tax base stability.
- § Thoughtfully locate community facilities such as parks, sidewalks, schools, churches, and libraries that provide convenient access to residential areas.
- § Encourage landscaping activities that promote the rural “feel and texture” of the Endeavor area including vegetative buffers and planting requirements and promoting a variety of lot sizes to avoid cookie-cutter subdivisions.
- § Require connection to sanitary sewer service for all new development in the Single Family Residential – Sewered area.

## 8. Institutional

**Description:** In the Town of Moundville, this designation includes publically owned buildings and religious facilities.

### Policies and Programs:

- § This Plan does not support airports in mapped Institutional areas.
- § Should additional Institutional uses be necessary, thoughtfully locate them (and promote their location) in areas accessible to Town residents.
- § Ensure that all land use decisions related to the Institutional designation are in coordination with the Utility and Community Facility recommendations of this Plan.

## 9. Well Setback Area from Landfill (Boundary)

**Description:** This boundary depicts the 1,200 foot setback area around closed landfills where the installation of a private drinking well is generally prohibited under WisDNR rules, unless a waiver is granted.

### Policies and Programs:

- § Do not plan for any new intensive residential development within this ¼ mile setback area.
- § Work with WisDNR staff to research this landfill in terms of what impact, if any, it is having on groundwater quality in the long term.

## 10. “Smart Growth” Areas

“Smart Growth Areas”, as defined by §66.1001, Wisconsin Statutes, are “areas that will enable the development and redevelopment of lands with existing infrastructure and municipal, state, and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which have relatively low municipal, State governmental, and utility costs.” These areas are designated on Map 4.

The Town anticipates mostly agriculture and residential development, with some commercial and industrial uses located near the Village of Endeavor, around the interchange of Interstate 39 and STH 23. This *Plan* designates the Single Family Residential Rural area directly west and south of the Village of Endeavor as a “Smart Growth” area. The areas west and south of the Village of Endeavor are strategically located to enable new residences to connect to Village sewer service in the future. The focus of this *Plan* is to channel the majority of new residential development desiring a Town location into this area.

Within Single Family Residential Rural areas, the Town will not discourage the use of conservation subdivision techniques. These techniques are included earlier in this chapter.

Finally, the Town advises that most intensive development (e.g. large residential developments, multiple-family residences of 4 units or more, and industrial development) be directed to the Village of Endeavor, where a full range of services are available.

### **11. Opportunities for Redevelopment**

Nearly all land in the Town is undeveloped. This *Plan* promotes a small amount of controlled residential development and a small amount of non-agricultural commercial development. However, this *Plan* supports opportunities for community-sensitive redevelopment of individual sites that serve the community, as it is needed. The Town fully supports redevelopment in the nearby village.



## CHAPTER FIVE: TRANSPORTATION

## V. Transportation

This chapter includes a compilation of background information, goals, objectives, policies, and recommended programs to guide the future development and maintenance of various modes of transportation in The Town of Moundville. Given the Town’s rural setting, the primary focus is on highways and local roads. The chapter compares the Town’s transportation policies and programs to County, state, and regional transportation plans as required under §66.1001, Wisconsin Statutes.

### A. Existing Transportation Network

Access is a key determinant of growth because it facilitates the flow of goods and people. Moundville is well connected to the region through the existing roadway network. Other transportation facilities, such as freight rail and bike and recreational trails are also located in the County. This section describes the Town’s existing transportation facilities.

#### 1. Roadways

The Town of Moundville is served by Interstate 39 and one state trunk highway (STH), both of which link the Town with the region’s major cities and are vital to the Town’s tourism and recreation-based economy, as well as channeling commuter flows within the area. **Interstate 39** serves as the Town’s primary traffic artery running north-south through the Town. As a principal arterial roadway, this four-lane freeway is designed to keep traffic flowing smoothly across the entire state, and connects Wisconsin’s metropolitan areas in the south to the “northwoods” region in the north. Traffic has increased on the interstate highway since the mid-1990s. According to the Wisconsin Department of Transportation (WisDOT), which records average daily traffic volumes (number of cars) for major state roadways, traffic on I-39 increased by about 10 percent from 1996 to 2000.

State Trunk Highways serve as minor arterial roadways, which serve similar functions as principal arterials but usually have less traffic, slower speeds and more frequent stops. **STH 23** connects the Town with I-39 and to the neighboring Town of Douglas.

The County’s rural areas are served by a 238-mile network of county trunk highways (CTHs) and 526 miles of town roads. These are collector roads that serve rural land uses and distribute local traffic to the regional arterial system. They serve an important role in linking the area’s farm and forest resources to the County’s urban centers and major highways. The **major county highways**, CTH O and CX, have both experienced increased traffic volumes in recent years. Between 1996 and 2000, average daily traffic along the segment of CTH O that runs between the

#### ROADWAY FUNCTION CLASSIFICATION SYSTEM

Throughout Wisconsin, all local, county, state and federal transportation routes are classified in categories under the “Roadway Functional Classification” system.

As identified by WisDOT, the functional classification system groups roads and highways according to the character of service they offer, ranging from rapid through access to local land access. The purpose of functional classification is to enhance overall travel efficiency and accommodate traffic patterns and land uses by designing streets to the standards suggested by their functional class. The three main functional classes include:

- § Arterials that provide primary access to and through an area
- § Collectors that disperse traffic within an area, and
- § Local streets that provide access to individual properties.



boundary with the Town of Buffalo to the east and Interstate 39, increased 22 percent. Along CTH CX, south of CTH O, traffic increased 26 percent. Traffic volumes increased by 24 percent along CTH CX south of the interchange between STH 23 and Interstate 39. Other County Trunk Highways in the Town of Moundville include CTH P and CTH T.

Town roads are an important component of the county-wide transportation system. Town roads serve local development, farming and forest areas. They also provide access to many of the County's lake areas. Most of these roads are maintained by the Town, but the County does provide Town road maintenance services under certain agreements. Important Town roads include Grouse Drive, 7<sup>th</sup> and 8<sup>th</sup> Avenues and Glen Avenue. The Countywide roadways, intersection improvements, roadway hierarchy, and facilities are illustrated on the Transportation and Community Facilities Map (Map 5).

## 2. Bridges

There are 36 state-maintained bridges in Marquette County, located either along the Interstate corridor or along state highways. In addition, there are 46 bridges located along county highways and town roads and maintained by either Marquette County or the local townships. There are ten bridges located within the Town of Moundville, though this includes bridges located along Interstate 39.

## 3. Rustic Roads

The **Rustic Road Program** was created by the state legislature in 1973 to help citizens and local units of government preserve scenic, lightly-traveled country roads for the leisurely enjoyment of bikers, hikers, and motorists. The scenic qualities of these roads are protected by agreement with bordering property owners and by controlling roadside maintenance practices so that wildflowers and other native flora are allowed to extend to the edge of the road surface. These designated roads have also been found to have a positive economic benefit for local communities. Marquette County presently has no roads enrolled in the Rustic Roads Program.

### RUSTIC ROADS IN WISCONSIN

- § Have outstanding natural features along its borders: rugged terrain, native vegetation, native wildlife, or include open areas with agricultural vistas.
- § Lightly traveled local access roads that serve the adjacent property owners and those wishing to travel by auto, bicycle, or hiking for purposes of recreational enjoyment of its rustic features.
- § A minimum length of 2 miles and provide a completed closure or loop, or connect to major highways at both ends of the route.

## 4. Airports

There are no airports located in Marquette County. The nearest larger airport is the Portage Municipal Airport in Columbia County, which is classified as a "general utility" airport serving small general aviation single and twin-engine aircrafts. There are also "basic utility" airports used for recreational flying, training, and crop dusting near Wautoma and Friendship. Larger **air carrier and passenger facilities** are located approximately an hour's drive to the south in Madison at the Dane County Regional Airport., and to the east at the Wittman Regional Airport in Oshkosh and Outagamie County airport in Appleton. Portage is also planning to build a new airport within the next 5 years. There is a small landing strip in the Town, located near the intersection of CTH CX and Grouse Road.

## 5. Rail

The **Union Pacific Railroad** runs through the southern part of Marquette County beginning in the Town of Buffalo and runs through the towns of Montello, Packwaukee, and Oxford. This rail line connects the cities of Chicago, Milwaukee and Minneapolis and traverses Wisconsin in a roughly diagonal route. This is freight rail route. There is no passenger rail service serving the County, however, there is Amtrak passenger rail service in the City of Portage in Columbia County. The Town of Moundville has no direct rail service.

## 6. Water and Truck Transportation

There is no waterborne freight movement in the Town of Moundville, Marquette County, or the region. The water bodies are too shallow or encumbered by damming. Most freight shipments in Marquette County occur by truck or rail. Semi-truck shipments are most prevalent along Interstate 39.

## 7. Bicycle Routes

Highly scenic rural roads provide abundant opportunities for bicycling and bike touring. In recognition of this opportunity, a group made up of the Citizens Recreation Committee, County Highway Department, and Marquette County Board cooperatively identified and mapped several **on-road bike route tours** in the County in 1999. The ten identified routes provide approximately 140 miles of bike touring opportunities. A consistent signage program to identify the designated routes is considered a high priority need by the committee. Individual bicycle routes will be highlighted within each of the local community plans. No off-road recreational trails for bicyclists and hikers are available in the Town at the present time. Additionally, there are no roads designated as bicycle routes in the Town of Moundville. The Countywide existing and planned bicycle routes are illustrated on Map 5, Planned Transportation and Community Facilities Map.

## 8. Ice Age Trail

Tracing Wisconsin's rich glacial history, the route of the **Ice Age Trail** passes through Marquette County as it loops through the state some 1,000 miles from Door County to Interstate Park on the St. Croix River. Using a combination of public land, easements across public property, and abandoned rail corridors, the completed trail will be an exceptional resource for persons wishing to hike its entire length or merely a small portion of it. A 10-mile segment of the trail has been designated between Portage and John Muir County Park. The remainder of the trail, which awaits designation, would extend to Montello, Harrisville, Westfield, and north into Waushara County. At this time, the trail is expected to extend through the Town of Moundville, connecting to John Muir State Park in the Town of Buffalo. The Ice Age Trail Foundation will assist in the planning and development of this trail.

## 9. Para-transit

Para-transit is a **specialized transit service** to specific segments of the population that require more accessible vehicles and flexible routing. The County Commission on Aging administers a Para-transit program with limited services to County residents for local trips and longer distance trips. The largest proportion of the population served is the frail elderly who are either living in their own homes, in nursing homes or some type of community based residential facility. The County has four vehicles of varying sizes to serve this transportation need. The program is able to meet the current needs of County residents but will be strained over the next 20 years if new vehicles and staffing levels are not increased beyond current levels, as the County's elderly population grows. There are two programs administered by WisDOT which utilize both federal and state funding for transportation assistance for the elderly and disabled populations.

## 10. Review of County, State, and Regional Transportation Plans

The following is a review of state and regional and local transportation plans and studies relevant to the Town of Moundville. There are no known conflicts between the policies and recommendations outlined in this Town *Plan* and the county, state, and regional transportation plans.

### **Marquette County Transportation Improvement Plan**

Planned transportation improvements to County highways and Town roads under contract include road resurfacing and other relatively minor activities. The Marquette County Transportation Improvement Program 2002 – 2006 includes project listings undertaken in the County. There are no resurfacing or other road improvements scheduled for any of the State, County, or major Town roads in the Town of Moundville.

**East Central Wisconsin Regional Planning Commission Highway Access Control Plan**

This Plan, prepared in 1991, documents the need for access control in Marquette County, analyzes options for regulation, and recommends an access management plan to maintain the safety and protect the carrying capacity of the County’s highway network. The major recommendations are establishment of an access permit system for the County and Town roads and inclusion of driveway spacing and design standards in the County’s ordinances.

**Wisconsin State Highway Improvement Program**

WisDOT also prepares 6-Year Highway Improvement Programs for each county in the state. The 2003-2009 Plan for Marquette County identifies 6 projects, most of which involve pavement reconditioning and resurfacing. None of these projects are in the Town of Moundville.

**Wisconsin State Highway Corridors 2020 Plan**

The Wisconsin State Highway Plan focuses on the 11,800 miles of State Trunk Highway routes in Wisconsin. The plan does not identify specific projects, but broad strategies and policies to improve the state highway system over the next 20 years. The plan identifies Interstate 39 (USH 51) as a major “Corridors 2020 Backbone” to the state highway network. The state’s Corridors 2020 Plan identifies portions of the regional highway system that are expected to be congested if no capacity expansion projects are completed over the next 20 years. STH 23 in Moundville is not among the listed highways.

**Translinks 21: A Multimodal Transportation Plan for Wisconsin’s 21st Century**

The 1995 Plan provides a broad planning “umbrella,” including an overall vision and goals for transportation systems in the state for the next 25 years. The Plan recommends complete construction of the Corridors 2020 “backbone” network by 2005 including Interstate 39), creation of a new state grant program to help local governments prepare transportation corridor management plans, state funding to assist small communities in providing transportation services to elderly and disabled persons, and detailed assessment of local road investment needs. At the time of writing this Comprehensive Plan, WisDOT has indicated that the Translink Plan will be updated in *Connections 2030* in spring 2006.

**Wisconsin Bicycle Transportation Plan 2020**

Wisconsin Bicycle Transportation Plan 2020 presents a blueprint for improving conditions for bicycling, clarifies WisDOT’s role in bicycle transportation, and establishes policies for further integrating bicycling into the transportation system. The plan shows state trails and future “priority corridors and key linkages” for bicycling along the State Trunk Highway system in Wisconsin. **STH 22 from Montello to Wautoma** was listed as a key linkage.

**Wisconsin Pedestrian Plan 2020**

*Wisconsin Pedestrian Policy Plan 2020* outlines measures to increase walking and to promote pedestrian comfort and safety. The plan provides a policy framework addressing pedestrian issues and clarifies WisDOT’s role in meeting pedestrian needs. There are no recommendations related to the Town.

**TRANSPORTATION AND LAND USE PLANNING**

There is a strong relationship between transportation planning and land use planning. Constructing new roads or widening existing roads causes direct impacts on land use decision-making, usually for landowners of adjoining properties. Indirect impacts on land use decisions for a broader area are also caused by new or enhanced transportation facilities.

There are five transportation design characteristics that influence land use decision-making, either separately or in a combination:

- § Location
- § Capacity
- § Travel patterns
- § Traffic control
- § Access management

A change in any one of these transportation design characteristics can dramatically affect a community’s land use pattern.

Ignoring the interaction between transportation and land use may result in undesired development patterns, increased congestion, traffic safety concerns, diminished rural character, and a potentially greater reliance on cars than otherwise necessary.

**Wisconsin State Airport System Plan 2020**

*Wisconsin State Airport System Plan 2020* includes an inventory of airport facilities in the state and provides a framework for a system of public-use airports to meet future aviation needs. There are no recommendations related to the Town.

**Wisconsin Rail Issues and Opportunities Report**

The Report summarizes critical rail transportation issues identified during a public outreach effort. The report serves as a point of departure for the rail component of the upcoming Connections 2030, WisDOT's next multimodal transportation plan set for completion in 2006. There are no critical rail transportation issues related to Marquette County identified in this report.

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## B. Transportation Goal, Objectives, Policies, and Programs

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*Goal: Provide and encourage a safe and efficient transportation system.*

**Objectives:**

- a. Provide for adequate roadway capacities and safe conditions in conjunction with the County and State.
- b. Promote the coordination of transportation-related investments with land use planning and development.
- c. Preserve the scenic value along roadways to protect the Town's character.
- d. Support biking, walking, and other alternative modes of transportation.

**Policies and Programs:**

- § **Support appropriate improvements to existing state and county highways**, local roadways, intersections, and bridges.
- § Cooperate with the County and State to **maintain and, as necessary, upgrade roads and bridges** and to promote safety improvements for rural roadways.
- § Consider cooperation with the County to **update design and layout standards for new Town roads** to promote an interconnected system of roads in planned development areas.
- § **Adopt driveway ordinances** to ensure suitable dimensions and design for emergency vehicles, guide driveway placement, promote access control, and protect rural character.
- § **Promote and accommodate places to bike and walk.**
- § **Support other transportation options** for those without access to an automobile, including the elderly, disabled, and children.
- § **Protect the rural character along scenic roadways.**

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## C. Transportation Recommendations

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To implement safe and efficient movement within Marquette County over the next 20 years and promote a transportation network that is compatible with the County's desired future land use pattern, this Plan recommends the following programs:

### 1. Support Appropriate Improvements to Existing Highways

The Town should communicate with Marquette County to ensure the local needs are not overshadowed in the County transportation system. It is the County's responsibility to coordinate with the Wisconsin Department of Transportation (WisDOT) to ensure that its transportation system is coordinated with surrounding regional systems and that the County's interests are well served when major transportation facilities or programs are proposed. The Town, through the County, should work with WisDOT, ECWRPC and other local governments to develop and implement improvements to existing federal, state and county highways and bridges.

The Town will cooperate with the Village of Endeavor and the County to request that a half-diamond interchange be constructed at I-39 on CTH CX at the north end of the Village. The improvements should include a northbound on-ramp on the east side of the interstate, and a southbound off-ramp on the west. The Town, Village, and County should attempt to have this project included in **WisDOT's 6-Year improvement program**.

For the County highway system, **the CTH O/CTH T intersection should be reviewed**. Town residents feel the intersection is dangerous due to blind corners. The Town should encourage the County to update its six-year Transportation Program on an annual basis, and prioritize unsafe areas for redesign and reconstruction and encourage other safety improvements to existing and planned roadways.

The Town should cooperate with the County to identify and secure federal and state sponsored improvement **programs and funding sources** available to the both the Town and the County for transportation projects. The programs are outlined in greater detail in the Marquette County Comprehensive Plan. Additional information on these programs is also available from the WisDOT District 4 office in Wisconsin Rapids and University of Wisconsin Transportation Information Center.

### 2. Maintain and Upgrade Town Roads and Bridges

The Town should work with the County Highway Department to identify and **maintain a database on the physical condition of all roads and bridges**, as required by Wisconsin legislation. The most commonly used pavement condition rating system is PASER (Pavement Surface Evaluation and Rating). PASER is a method of rating asphalt and concrete roads on a scale of 1 to 10, based on visual inspection.

The Town should also work with the County Highway Department to update and implement five-year **Town Road Improvement Programs (TRIPs)**, to schedule road upgrades, and seek funding. The towns, with County assistance, should maintain road rights-of-way to maintain adequate vision, control noxious weeds, reduce shoulder maintenance, and provide adequate drainage.

Wisconsin statutes allow local governments to **establish vehicle weight limitations** for Class "B" roadways under their jurisdiction. The weight limits can be set year-round or seasonal and must be properly posted. The statutes do not dictate the minimum standards for establishing weight limits on roadways, and the limits established are the sole discretion of the governing body. It is important to note that certain vehicular traffic is exempted from local weight restrictions by statute; specifically agriculture-related hauling traffic, logging traffic, and waste hauling.

### 3. Development to Fund Infrastructure Improvements

When new development occurs, it should be the responsibility of the developer or subdivider to shoulder the cost burden associated with roadway installation. The Town, or the County, will have the long-term maintenance responsibilities associated with the road, but the initial, short-term construction should be borne by the developer as the "price of doing business." It should not be the responsibility of the Town residents to "subsidize" development through the construction of roadways.

#### 4. Update Design and Layout Standards for New Town Roads

Where new development occurs, the Town should strive to complete an interconnected road system for reasons of highway access control, emergency access, and rural character preservation. The Town should cooperate with the County and other Marquette County towns to develop a countywide **Town Road Specifications Manual** to establish minimum roadway construction standards, provide for adequate drainage and stormwater management, and promote a logical and consistent road naming and addressing scheme.

#### 5. Update or Adopt Driveway and Highway Access Ordinances

The Towns should consider adopting **driveway and access ordinances** that specify the placement, repair, construction, improvement and reconstruction of private driveways. The Town ordinance could incorporate some of the recommended highway access management techniques outlined in the Marquette County Comprehensive Plan. The ordinance could also **establish minimum width, surfacing, clearance, and slope standards to ensure emergency vehicle access**. Model driveway and access ordinances are available from the Wisconsin Towns Association.

#### 6. Promote and Accommodate Places to Bike and Walk

Town residents have expressed a desire for a bike route in Town. This Plan recommends paving the shoulders of all state and county highways identified on the mapped bike route. The recommended width of paved shoulders on rural highways intended for bicycling is four feet. Bicycle routes could be established along county trunk highways. The Town should encourage the County to explore grant funding opportunities to **create a consistent signage and marketing program** to identify and promote the designated routes of the countywide bike route.

#### 7. Protect Rural Character Along Scenic Roadways

The Town should cooperate with the County and the State to initiate the process for inclusion in the **Rustic Road Program**. The local planning process has identified that CTH T might be appropriate.

The Town should cooperate with the County and the State to revisit standards for the design of and quantity of signs, billboards, bright lights, and telecommunication tower standards along major roadways. Additionally, Town residents have expressed that greater efforts could be extended to ensure roadways remain attractive and litter-free. The Town may cooperate with the County and local businesses and civic organizations to establish the Adopt-A-Highway program.

#### 8. Support Other Transportation Options

The Town should continue to work with the county, state, and regional jurisdictions to **support other transportation options**, including:

§ **Commuter Facilities.** Each workday, nearly half of the County's workforce leaves the county to work elsewhere. A majority of these commuters work in the Columbia and Dane County areas. Park-and-ride facilities enable commuters to park at a designated location and transfer to a bus or meet a carpool or vanpool. The Town and County further explore the interest in a park-and-ride lot at the STH 82/I-39 interchange area. The Town and County may work with WisDOT on funding options for park-and-ride lot construction.

§ **Para-Transit.** This *Plan* advises continuation and, if needs and funding increases, expansion of para-transit services, particularly to serve the growing elderly population. The Town, Village of Endeavor and County should explore programs administered by WisDOT which utilize both federal and state funding for transportation assistance for the elderly and disabled populations. These are:

- *Specialized Transportation Assistance Program for Counties* program, which provides funding for transportation services, purchasing services from any public or private organization, subsi-

dizing elderly and disabled passengers for their use of services or use of their own personal vehicles, performing or funding management studies on transportation, training and the purchase of equipment. This program requires a 20% local match in funding.

- *Elderly and Disabled Transportation Capital Assistance* program. Eligible applicants include private and non-profit organizations, local public bodies that do not have private or public transportation providers available, local public bodies that are the approved provider of transportation services for the elderly and disabled in their areas. The program provides grants that cover 80% of the cost of eligible equipment.
- *Wisconsin Employment Transportation Assistance Program (WETAP)*. This program supports the development of transportation services to link low-income workers with jobs, training centers and childcare facilities. Applicants to the program must prepare a Regional Job Access Plan that identifies the needs for assistance. Eligible applicants include local units of government, public transit agencies, tribal organizations, non-profit agencies and metropolitan planning organizations.

## **9. Monitor Statewide Long-Range Plans**

**The Town will monitor and may participate in pending statewide long-range plans** (*Connections 2030*) for highways, local roads, air, water, rail, bicycle, pedestrian, and transit systems.



## **Map 5: Planned Transportation and Community Facilities Map**



## **CHAPTER SIX: UTILITIES AND COMMUNITY FACILITIES**

## VI. Utilities and Community Facilities

This chapter of the *Plan* contains a compilation of background information, goals, objectives, policies and recommended programs to guide the future maintenance and development of utilities and community facilities in the Town of Moundville, as required under §66.1001, Wisconsin Statutes.

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### A. Existing Utility and Community Facilities

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#### 1. Town Facilities

The Town of Moundville operates the Town Hall located on CTH O, just west of the intersection of CTH T and CTH O. The Town also has responsibility for maintaining Town roads. Town residents are of different opinions over the future of the Town Hall, whether expansion is necessary or the current facility is adequate.

#### 2. County Facilities

Marquette County's government offices operate out of several buildings in Montello; most located in the County's courthouse building on West Park Street. Other County facilities include the highway department facility, and service center, and the County's Job Center. The County Fairgrounds occupies a 40-acre site in the southwestern portion of the Village of Westfield. Facilities include a softball diamond, horse racing track, a grandstand, restrooms, and several livestock and exposition buildings. The **County fair** is held annually in July.

#### 3. Parks and Recreation Facilities

Marquette County owns **seven public access points** on the County's major lakes and rivers. These access facilities range in size from a ½ acre boat launch on Tuttle Lake to 20 acres of riverfront access along the Mecan River. The Town of Moundville own and operates one access ramp on Buffalo Lake.

Private snowmobile clubs maintain over 100 miles of public snowmobile trails. Most of the public trails are wintertime easements which cross private property. One these trails traverses the Town beginning in the south from Columbia County and running northwest along the western boundary of the Town into the neighboring towns of Douglas and Oxford. There is also a private snowmobile club trail that begins on the western edge of the Village of Endeavor in the north-central part of the Town. The Endeavor Freedom Riders are a local Town snowmobile club that maintains some of the trails. The public snowmobile trail system has a positive impact on the County's economy during the winter months. No public cross country ski trails presently exist in the County or the Town.

Through the public participation process for this Plan, Town residents expressed differing viewpoints and desires for future and open space planning in the Town. Some residents stated that additional park facilities were needed, while others believed that the Town merely needed preserved open space but not necessary improved parkland.

#### 4. Police, Fire, Emergency, Health Care Services and Child Care Facilities

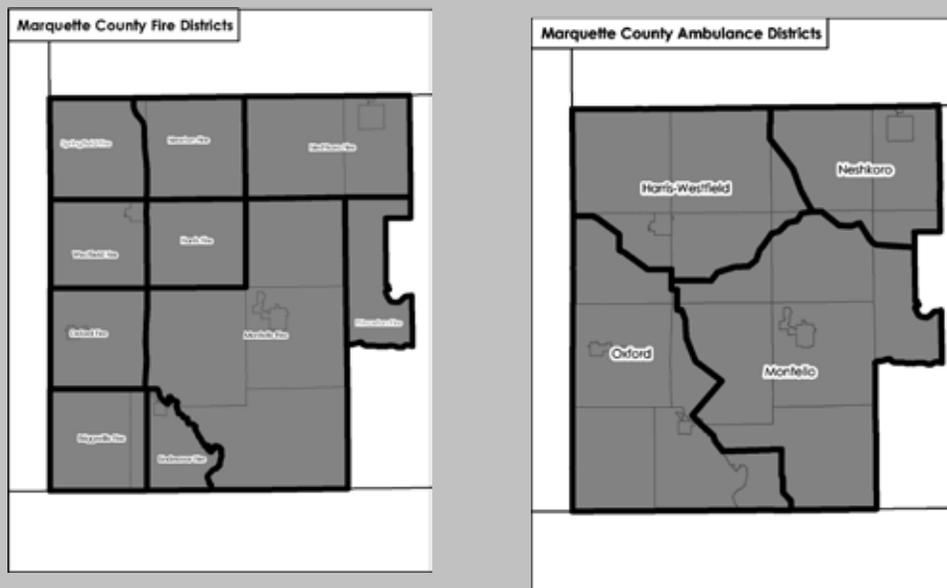
The Marquette County **Sheriff's Department** serves as the primary law enforcement agency for Town residents. The department has 35 full-time officers. Based on the County's 2000 population, the County is providing about 2.5 officers per 1,000 people (which is similar to the state ratio of 2.4, and exceeds the East Central Region ratio of 1.7). The department operates out of the courthouse building in the City of Montello. The County Jail is also located in this building.

There are **ten fire departments** in Marquette County (see Figure 15 for district boundaries). The Town of Moundville and Village of Endeavor operate a joint fire department—approximately 23 volunteers—serving both jurisdictions. The fire department has six total trucks, including three tankers and two pumping trucks. The fire department provides its service area with the best insurance rating available without a full time fire department and public water. The fire department is in need of general equipment replacement—the newest pumping vehicle is twenty-five years old.

There are four **emergency medical service areas** in the County, with the Oxford EMS responsible for providing service to the Town of Moundville. The Town has expressed concerns over response times as it is faster to receive service from the Portage EMS than it is from Oxford.

There are no major hospitals located in the Town, the nearest hospital, the new (2003) Divine Savior Hospital, is located in Portage.

There are day care and **child care facilities** located in the County’s urban areas but not in the Town



Source: Marquette County, 2004

of Moundville.

**Figure 15: Fire and Ambulance District Boundaries, 2003**

**5. Schools**

Town of Moundville school-age kids are served by the Portage School District. The District serves nearly 2,600 with six elementary schools, one junior high, and one high school. Enrollment in the district has fluxuated over the past few years. The boundaries of this school district are shown on Map 1.

**Figure 16: Portage School District Enrollment, 1997 – 2003**

	1997	1998	1999	2000	2001	2002	2003
Portage School District	2,634	2,607	2,629	2,650	2,561	2,542	2,592

Source: Wisconsin Department of Public Instruction, 2003

The Portage School District serves the Village of Endeavor and the towns of Moundville and Douglas. There is one elementary school located in the Village of Endeavor. The Town of Moundville is located in the Madison Area Vocational Technical district.

## 6. Libraries

The Town of Moundville is served by a public library located in the Village of Endeavor. Marquette County participates in the federated library system, which is designed to provide expanded library services to more people without making additional large expenditures. The County is part of the Winnefox Library System which also includes Fond du Lac, Waushara, and Green Lake counties.

## 7. Water Supply

Residents in the Town of Moundville obtain their water supply from private wells. Public water facilities are not available, and are not foreseeable over the planning period. Chapter Three provides more detailed information on the quantity and quality of the groundwater supply in the Town.

## 8. Wastewater Treatment Facilities

In the Town of Moundville the disposal of domestic and commercial wastewater is handled primarily through the use of **private on-site wastewater disposal systems**. These on-site systems, often referred to as septic systems, generally discharge the wastewater to underground drainage fields. There are six types of on-site disposal system designs typically used in rural areas: conventional (underground), mound, pressure distribution, at-grade, holding tank, and sand filter systems. The County regulates septic systems through authority granted by the state. The Wisconsin Department of Commerce (COMM) regulates the siting, design, installation, and inspection of most private on-site sewage systems in the state. In 2000, the state adopted a revised private sewage system code called COMM 83. This revised code allows conventional on-site systems and alternative systems, such as those that employ biological or chemical treatment. In some cases, alternative waste disposal systems can be used in areas where conventional systems are not feasible due to unsuitable soil conditions.

## 9. Telecommunications

Two telephone companies serve the Town of Moundville: Marquette-Adams and Verizon North. Verizon North serves a small area in the southwest corner of the Town, and Marquette-Adams serves the rest of Moundville. There is a growing trend in cellular telephone use throughout the County and, with this demand, come local issues regarding electronic interference, aesthetics, and community impacts associated with this service. As of the writing of this *Plan*, there are **3 cell towers located in the Town** of Moundville, sited along major transportation corridors. High-speed internet access is available in the Town.

## 10. Electric Generation and Power Distribution Systems

The Town is served by two electric power utilities: Alliant-Wisconsin Power and Light, and the Adams-Columbia Electric Cooperative. The west side of the Town is served by Alliant-Wisconsin and the east side is served by Adams-Columbia. There is one electronic transmission line located in the Town of Moundville, which is connected to a substation located at the approximate intersection of I-39 and CTH O. There are three hydropower electrical generating facilities in Marquette County, one in the City of Montello, one in the Town of Harris, and one in the Village of Neshkoro.

## 11. Recycling Facilities

The Town of Moundville maintains a recycling drop-off site located on 7<sup>th</sup> Avenue. The County adopted its *Recycling Plan* in 1991 to establish a framework for the development of an effective recycling program to serve the entire County.

## 12. Cemeteries

There are several public and private cemeteries located throughout Marquette County. The locations of most of these sites are available from County plat books and Town maps, as well as from the County Historic Society. The Internet also provides information on County cemeteries and genealogical records. According to these records, there is one cemetery located within the Town, west of CTH T on CTH O.

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## B. Utilities and Community Facilities Goal, Objectives, Policies and Programs

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*Goal: Promote an effective and efficient supply of utilities, facilities and services that meet the expectations of Town residents.*

### *Objectives:*

- a. Provide the appropriate level of community services and administrative facilities and practices, while striving for a low tax levy.
- b. Coordinate community facilities and utility systems planning with land use, transportation, and natural resource planning.
- c. Protect public and environmental health through proper waste disposal.

### *Policies, Programs, and Programs:*

#### § Provide the appropriate level of community services and administrative facilities and practices.

- **Encourage urban and rural development areas** so that community facilities and services (e.g., school bus routes, snow removal, police/emergency services) can be provided in a cost-effective manner.
- **Promote joint service agreements** as a means to consolidate and coordinate services among the County, towns, city and villages to achieve better services and/or cost savings in fire and EMS services. This type of strategy is also appropriate for improving the area's recycling services.
- **Promote the recommendations of the County's 1999 Outdoor Recreation Plan** to provide quality and accessible parks and recreational facilities, areas, services for all residents, including persons with disabilities and the elderly.
- **Promote greater public access to lakes and streams.** The County should continue to work with the towns and lake organizations to identify, upgrade and improve lake and stream access points for both local residents and visitors. Suggested improvements included expanding parking areas, repairing boat ramp docks and planks, resurfacing or grading boat launching ramps, and improving signage identifying the public access points.
- Encourage efforts to **retain and improve small community schools and educational services** directed to educating the youth and providing continuing education and training to adults. The Town should cooperate with the school district in long-range planning efforts and assist in decision-making.
- Help coordinate and **support local emergency services and facilities** (e.g., police, fire, EMS) through adequate funding, training, facilities, and equipment; and coordinate rural addressing,

- road naming, and driveway construction to ensure safe and adequate emergency response services and times. The National Rural Health Association has two key policy recommendations that should be considered: improving compensation for both full-time and volunteer EMS services, and providing ongoing training, education, and incentives for rural EMTs.
- The Town does not plan for direct government involvement in **health care and child care** over the 20-year planning period, as these services will be provided by private and non-profit entities in town and in nearby communities.
  - The Town does not plan for direct involvement in providing additional or expanded parks, libraries, or cemeteries. The Town expects that **parks, cemeteries, and libraries** in the area will be sufficient to serve Town residents over the planning period, or other county or private entities will provide these facilities.
  - Assist the County in providing opportunities for residents of all ages to congregate, recreate, and participate in the community. The Town should work with the County or an area bus company to establish weekly trips to Portage and Madison.
  - **Support strategies for enhancing telecommunication capabilities**, including the siting of cellular communication facilities and broadband/fiber optics accessibility.

#### § **Coordinate community facilities and utility systems planning**

- Encourage a County-level capital improvement planning program to identify needed expansions or rehabilitations to existing utilities and community facilities, or to identify the need to create new utilities and community facilities over the planning period.
- Stay informed with any plans by the American Transmission Company (ATC) related to the power lines and substation in the town. Because new transmission lines are costly to build and difficult to site, energy providers are increasingly looking to increase capacity along existing routes. This Plan promotes “corridor sharing” or the use of the transmission line’s existing rights-of-way for other facilities. Corridor sharing reduces the impacts by locating linear land uses together, and minimizes the amount of land affected by new easements. It also reduces the proliferation of corridors and easements such roads, pipelines, power lines, and other linear features.

#### § **Protect public and environmental health through proper waste disposal**

- **Work with the County to properly site and monitor private on-site wastewater treatment systems to assure public health and groundwater quality.** Marquette County recently updated its sanitary code to respond to COMM 83. In the future, Marquette County may consider additional updates. The Town should remain informed should these changes occur.
- The Town could cooperate with the County to promote the state’s grant program, called the **Wisconsin Fund**, to help repair or replace failing septic systems. The County could also promote the use of community/group waste treatment systems in existing and planned areas of intensive development, where connection to a public sewer system is not feasible. Proper assurances for joint, ongoing maintenance of such facilities is critical, such as through a lake organization or homeowners association.
- Promote construction site erosion control and ongoing stormwater management for subdivisions and other larger projects. Stormwater management techniques include natural drainage swales and retention and detention basins.

Figure 17: Timetable to Improve or Enhance Utilities and Facilities

Utility or Facility	Timeframe for Improvements	Comments
Water Supply	None anticipated	All water supplied by private wells; expected to continue through the planning period.
Sanitary Sewer System	None anticipated	Public sanitary sewer is available in the adjacent Village of Endeavor. While it is possible that sewer service may be extended into the Town, it is highly likely that the Village would only do so with an accompanying annexation agreement, thereby removing the lands from the Town.
On-Site Wastewater Treatment Technology	Ongoing:	Promote the state's Wisconsin Fund to help repair or replace failing septic systems; promote the use of community/group waste treatment systems in areas of intensive development; participate in County code updates.
Solid Waste Disposal	N/A	All landfills in the Town are closed; No new local landfills expected.
Stormwater Management	Ongoing:	County enforces the Erosion Control and Stormwater Runoff ordinance.
Recycling and Trash Services	2005 – 2010:	Explore improvements / expansions to the Town recycling center and potential funding sources.
Law Enforcement Services	Ongoing:	County provides services and may explore long-range space needs for Sheriff's Department. Town desires an increased enforcement presence to discourage speeding, etc.
Fire Protection	2005 – 2025:	Joint fire services are sufficient to meet current and forecasted needs. Regular equipment upgrades are necessary and should be included in a 5 Year Capital Budget.
EMS Services	2005 – 2010:	Work with the County to consider and implement options to increase full time EMT staff and pay compensations to volunteer EMTs to improve response times.
Medical Facilities	N/A	Medical facilities in nearby communities appear to meet needs.
Library	2005 – 2025:	County libraries meet current and forecasted needs.
Schools	2005 – 2025:	Establish greater/continual communication with the Portage School District.
Park & Recreation Facilities	2005-2010:	Participate in the Countywide update to the 1999 Outdoor Recreation Plan.
Town Hall	2008 – 2011	Explore the future of the Town Hall and site, including: § Historic restoration and/or interior improvements § Updating outdoor open space/recreational facilities to support social gatherings and a possible Farmer's Market
Telecommunication Facilities	2005-2010	Work with the County to explore funding sources, feasibility, and demand for fiber optic/broadband access expansion.
Cemeteries	N/A	No present need to identify future sites or expansions.



## **CHAPTER SEVEN: HOUSING & NEIGHBORHOOD DEVELOPMENT**

## VII. Housing & Neighborhood Development

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs aimed at providing an adequate housing supply that meets existing and forecasted housing demand in the Town. The chapter covers all of the data and analysis as required under §66.1001, Wisconsin Statutes.

### A. Existing Housing Framework

#### 1. Housing Type and Tenure Characteristics

According to the 2000 U.S. Census, there were 249 housing units in the Town of Moundville. As shown in Figure 18, the **Town's housing stock is predominately single-family homes** (76 percent). About 2 percent of the Town's housing stock was comprised of multi-family units, less than the County (3 percent). Mobile homes comprised 21 percent of the Town's housing units which was larger than the County's share (16 percent).

**The pace of housing development in the County has increased in the early part of this decade.** According to WisDOA estimates, the County had 9,031 housing units in 2003, which means that it has added about 120 new units a year since 2000. This pace of development is twice the rate experienced during the 1990s, when the County added about 60 new units a year.

According to the State Demographic Services Center, Annual Housing Unit Survey, there were 36 new housing units constructed in the Town between 1990 and 2003. Consistent with County trends, most new homes were single family dwellings. In addition, new home construction was most active between 2000-2003, with almost half of the dwellings constructed during this period.

Figure 18: Town of Moundville Housing Types, 1990- 2000

Units per Structure	1990 Units	1990 Percent	2000 Units	2000 Percent
Single Family	145	69%	190	76%
Two Family (Duplex)	2	1%	2	1%
Multi-Family	1	0.4%	4	2%
Mobile Home	59	28%	51	21%

Source: U.S. Census of Population and Housing, 2000

Figure 19 compares other 2000 housing stock characteristics for the Town of Moundville with the County, region and state. The Town's percentage of housing units classified as seasonal units was less than the County's, but higher than either the region or the state. Seasonal units are intended for use only in certain seasons or for weekend or other occasional use throughout the year. They include cottages, cabins, time-share units, and temporary work housing for migrant workers on muck farms.

**The median value of an owner-occupied home in the Town of Moundville nearly doubled** from 1990 (\$41,700) to 2000 (\$97,500). About 54 percent of the Town's housing stock in 2000 was valued in the \$50,000 to \$99,000 price range.

Figure 19: Comparison of Housing Stock Characteristics, 2000

	Town of Moundville	Marquette County	East Central Region	Wisconsin
Total Housing Units	249	8,664	257,449	2,321,144
Occupancy Rate	85%	69%	90%	89%
% Vacant (Homeowner)	2.2%	2.1%	1.3%	1.2%
% Vacant (Rental)	-	6.2%	6.7%	5.8%
% Seasonal	10%	26%	5%	6%
% Owner Occupied	87%	82%	73%	68%
Median Housing Value/Owner Occ.	\$97,500	\$87,000	\$92,220	\$112,200

Source: U.S. Census of Population and Housing, 2000

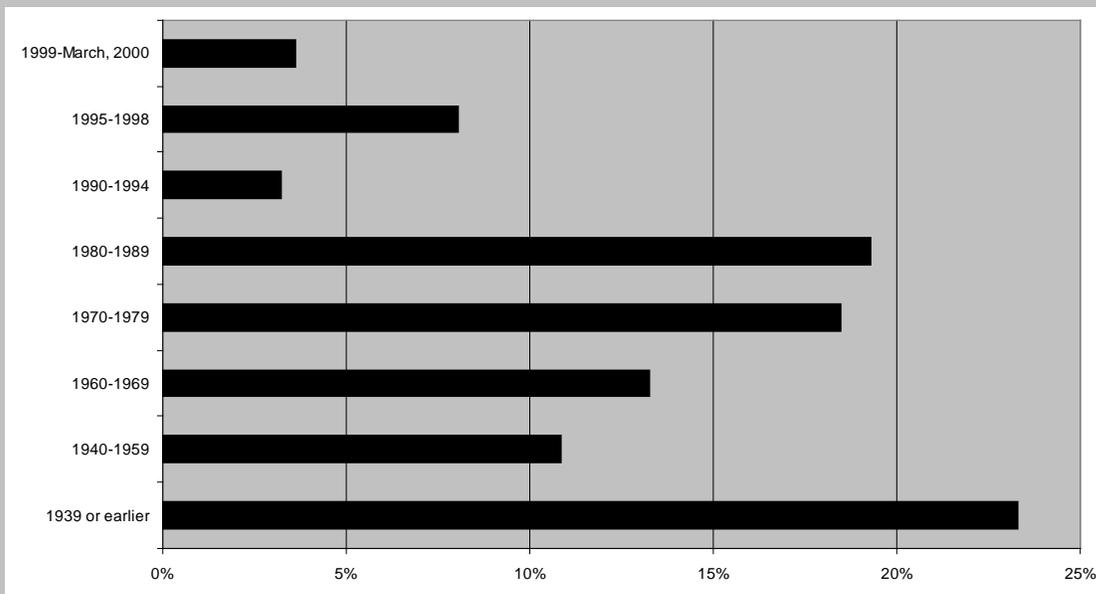
## 2. Housing Age and Structural Characteristics

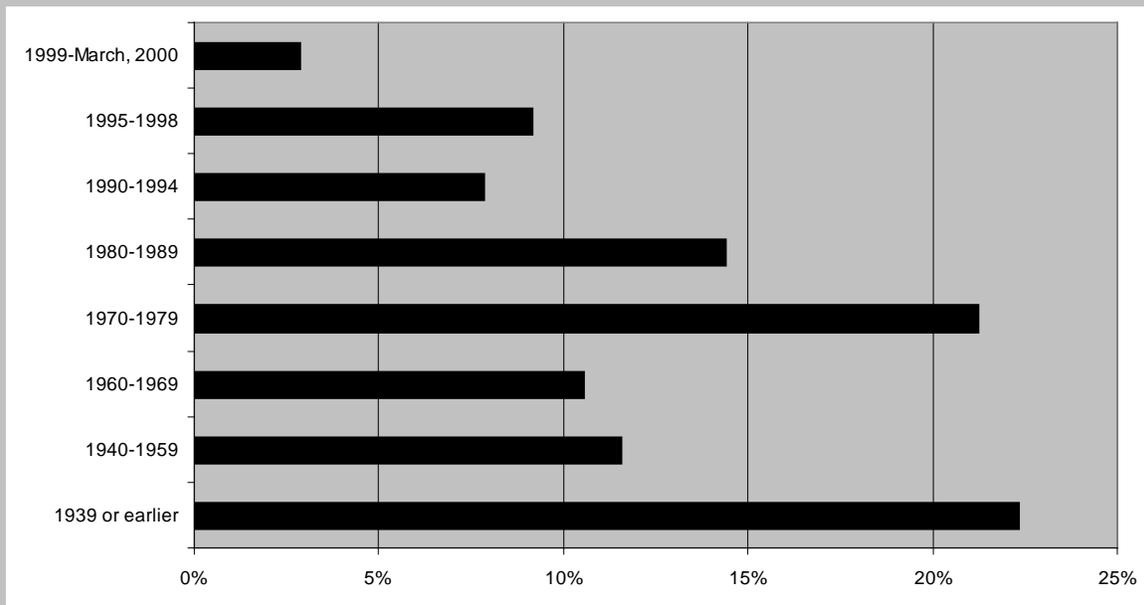
The **overall condition of housing** in Marquette County can be generally assessed through census data, including structural age, presence of complete plumbing facilities, and overcrowding.

As a whole, the age of the **Town’s housing stock** is generally similar to the County. However, nearly twenty percent of the Town’s housing stock was built in the 1980s, as compared to 14 percent of the County’s housing stock. The respective ages of the Town and County housing stocks are compared in Figures 20 and 21.

The County experienced its highest building rate during the 1970s—which parallels the County’s largest population growth period. Nearly 35 percent of the County’s homes were built before 1959 and will probably show signs of wear over the planning period, which could increase the interest in housing rehabilitation resources.

Figure 20: Town of Moundville Distribution of Housing Stock by Age, 2000



**Figure 21: Marquette County Distribution of Housing Stock by Age, 2000**

During the 1990s, the proportion of occupied housing units that lacked hot and cold water, a flush toilet, or a bathtub or shower in Marquette County dropped from 1.3 percent to less than 1 percent. This County trend is similar to both regional and state trends and percentages. There are not many overcrowded—defined as units with more than one person per room—living units in the County. In 2000, about 2 percent of the units in the region and almost 2.5 percent of units in the state were overcrowded, while in Marquette County the figure was 1.75 percent.

### 3. Special Needs Housing

Special needs or subsidized housing is often necessary for individuals who require housing assistance or housing designed to accommodate persons limited by financial difficulties, disabilities, age, domestic violence situations, or drug abuse problems. Throughout Marquette County, several public, private and nonprofit agencies provide some form of housing assistance to meet these types of situations. According to the Wisconsin Housing and Economic Development Authority (WHEDA), there were **116 federally assisted rental units** in the County in 1999. Of these, 91 were elderly units, 21 were family units, and 4 were units for disabled individuals. None of these units were located in the Town of Moundville.

### 4. Housing Needs Analysis

The relationship between housing costs and household incomes is an indicator of **housing affordability**, gauged by the proportion of household income spent for rent or home ownership costs. The national standard for determining whether rent or home ownership costs comprise a disproportionate share of income is set at 30 percent of gross household income. Households spending more than 30 percent of their income for housing may be at risk of losing their housing should they be confronted with unemployment, unexpected bills, or other unexpected events. In 1999, more than 1/5 of homeowners in Marquette County paying a disproportionate share of their income for housing. This was the highest rate in the East Central Region (averaging 15 percent) and higher than the state average of 18 percent. The percentage of renters in Marquette County paying a disproportionate share of their income for housing was 23 percent, which was lower than the regional and state averages.

The ECWRPC compiled ten variables (including age of occupied units, homeowner and rental vacancy rates, owner-occupied housing values, renter and owner-occupied housing affordability and housing conditions) from the 2000 U.S. Census to produce a composite map of the region indicating the level of “housing stress” in each jurisdiction. The levels range from “adequate” to “severe”. According to this composite map, no jurisdictions in Marquette County face “severe” housing stress, but several communities were identified as having a “**substantial**” level of housing stress, including the Town of Moundville.

## 5. Housing Programs

- § U.S. Veterans Administration. Provides low-cost loans and other housing assistance to veterans.
- § Wisconsin Housing and Economic Development Authority (WHEDA) is the most active housing agency in Marquette County and constructed most of the affordable housing for low-income families and seniors. The Wisconsin Department of Administration also provides loans to low and moderate income homebuyers in the County.
- § Community Development Block Grant. The program provides grants to county and local governments for housing rehabilitation programs that primarily benefit low- and moderate-income households to establish rehabilitation loans or grants to assist owner occupants with repairs. Any Wisconsin rural county, city, village or town with a population less than 50,000 residents is eligible to apply for grant funding.
- § Home Investment Partnership Program. The program is intended to expand the supply of affordable housing, especially rental housing, to very low income and low-income families. Grant awards typically fund down payment assistance for home buyers, weatherization related repairs, rental rehabilitation, accessibility improvements and rental housing development.
- § Low Income Energy Assistance Program. This program provides payments to utility companies or individuals to assist with home heating costs in winter. This program is funded by both the state and federal governments, and is only available to individuals below 150 percent of the federal poverty level.
- § Property Tax Deferral Loan Program. This program provides loans to low- and moderate-income elderly homeowners to help pay local property taxes, so that the elderly can afford to stay in their homes. To be eligible, individuals must be at least 65 years old with a spouse that is at least 60 years old, unless one is disabled.
- § Rural Development. A nonprofit agency active in central Wisconsin that also provides housing assistance in the form of low-interest loans to low-income homebuyers.
- § Other agencies providing housing services in the County include religious institutions and social service agencies that provide housing services to persons with disabilities, persons with HIV/AIDS, and seniors.
- § CAP Services, a regional provider of business, housing and social services has a financial assistance program for first-time homebuyers. It provides matching dollars to low-and moderate-income first-time homebuyers for down payment and closing costs. CAP Services also provides housing rehabilitation and weatherization for owner-occupied and rental housing.
- § Habitat for Humanity assists in constructing homes for low-income families.

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## B. Housing Goal, Objectives, Policies, and Programs

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*Goal: Encourage decent, affordable housing opportunities for all Town residents.*

**Objectives:**

- a. Provide for a wide choice of housing types throughout the Town serving persons of different income levels, ages, and needs.
- b. Encourage high quality construction, enforcement, and maintenance standards for new and existing housing.
- c. Encourage neighborhood design and locations that protect residential areas from incompatible land uses, promote connectivity of environmental systems, and preserve rural character.
- d. Encourage home siting that will not result in property or environmental damage, or impair rural character or agricultural operations.

**Policies and Programs:**

- § **Plan for a sufficient supply of developable land** for a range of different housing types—affordable housing and housing for the elderly—in areas consistent with local community wishes, and of densities and types consistent with community service and utility requirements and availability.
- § **Encourage development in areas with existing residential development**, encourage/preserve connectivity of roadway and environmental systems, and encourage the preservation of rural and open space character where practical.
- § **Encourage efforts to maintain housing and residential areas.** Enforce property maintenance standards and building inspection requirements set by the state. Consider creating a Town Committee responsible for identifying properties in disrepair. Coordinate with County, State, or Federal agencies to obtain funding—grants or low-interest loans—to promote repair or clean-up.
- § Cooperate with the County to amend Land Division Ordinance. Encourage **Town Board approval of Subdivision Covenants prior to County approval of development.**
- § **Encourage the County to strengthen site and design guidelines for new manufactured and mobile home** development.

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## C. Housing and Neighborhood Design Recommendations

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### 1. Plan for a Sufficient Supply of Developable Land for Housing

The Town should accommodate at least 20 years of anticipated residential development demand, especially the need for a range of housing types serving persons with different income levels, ages, and needs. This Plan recommends that new housing development be located near areas with existing development.

The recommended Planned Land Use Map for the Town (Map 5) will accommodate significant housing development over the 20 year planning period and beyond, within a variety of residential and rural land use categories. The Plan may need to be amended over time to accommodate additional opportunities as necessary.

## 2. Encourage Efforts to Maintain Housing and Residential Areas

Several state and federal programs and funding sources are available to assist Marquette County, local governments, and residents meet housing objectives. The County and UW-Extension Office should work with state, federal, and non-profit agencies to access and direct these programs.

The Town should cooperate with the County review and continue to enforce their **property maintenance codes** in an effort to improve residential areas and the overall health and safety of the community.

The Town should cooperate with Marquette County to develop a procedure for enforcing the Uniform Dwelling Code imposed by the State for all new single- and two-family homes. The County has provides building inspection services to the Town (and other area communities) by contracting out the inspection work to a private consultant. This Plan recommends that, as part of the building inspection procedure, the Town agree to cooperate with the County to ensure that all permitting activity and addressing rules are in compliance.

## 3. Strengthen Site and Design Guidelines for Mobile/Manufactured Housing

The term “**manufactured housing**” describes housing that was constructed in a factory after 1976 and delivered to the site as a finished product. Since 1976, construction of these factory-built units has been regulated by U.S. Department of Housing and Urban Development (HUD) building codes. Factory-built homes constructed prior to 1976 are commonly referred to as “**mobile homes**” or “**trailer homes.**”

Manufactured housing and mobile homes are another source of affordable housing in Marquette County. Still, the Town has raised concern with the placement, appearance, and maintenance of manufactured and mobile homes, their sites, and developments in which they are often placed.

The Town should encourage amendments to the County zoning ordinance to limit the siting or relocation of all mobile homes or trailer homes built before 1976. Also, provisions to improve the overall appearance of existing mobile or trailer homes could be included. For example, an ordinance could require that certain improvements be made when there is an enlargement or extension of an existing unit. Types of improvements might include the installment of skirting or similar structural enclosure around the entire base of the unit; the removal of all wheels, axles, transportation lights and towing apparatuses; and the construction of permanent steps at all exits.

The Town should encourage the County to consider updating its regulatory approaches and development standards to ensure high-quality design and siting of new manufactured homes (i.e., those built after 1976). Specific standards could be required, including: a minimum width and living space area for each unit, the placement of the unit on a permanent foundation, a shingled, pitched roof on each unit, and/or exterior siding that conforms to any requirements for exterior siding on site-built housing.

Additionally, the County’s zoning ordinance could be amended to establish the following standards for a manufactured or mobile home park: minimum land area for development and maximum density of units, minimum lot area, lot width, lot coverage, unit setback and unit separation requirements, minimum common open space and landscaping requirements, and/or minimum street width, sidewalk and parking requirements.

## 4. Encourage Context Sensitive Neighborhood Design and Locations

This Plan endorses high-quality neighborhood design and layout in all newly planned residential areas in the Town. This includes protecting “environmental corridors” during the platting and construction phase and providing safe and adequate road access. Attentive neighborhood design will create neighborhoods that are more livable, interactive, efficient, and protective of natural resources. Addi-

tionally, productive agricultural lands may be preserved and allow operations to continue. The following guidelines described are merely recommendations, not mandates:

- § Preserve open space, farmland, and natural features that define, sustain, and connect rural neighborhoods and enhance rural character.
- § Utilizing the natural topography, vegetation, and setbacks to conceal development from typical sightlines, thereby preserving rural character by arranging lots and internal subdivision roads behind trees, hills and ridges. The development of highly-visible “frontage lots” along roadways is discouraged, as these have the greatest visual and traffic impacts. It should be noted, however, that while minimizing the visual impact of development, it is critical to maintain safe fire access and appropriate road and driveway markings to ensure efficient emergency response.
- § Arrange individual homes in desirable locations, which should consider topography, privacy, public and private access to open space, and views of open space.
- § Use the road and trail network to connect homes to each other, connect streets to the road network, and connect the development to adjoining open space and/or nearby public lands.
- § Encourage housing on modest sized lots that are clustered in the developable portions of a property; allowing for greater protection of natural features and open space in other portions of the land to permit farming, hunting, or other recreation activities to continue.

Often, conservation subdivisions preserve one-half or more of the land as permanent open space. Who maintains this space is a frequent question. In conservation neighborhoods, the **common open space** may be owned and managed by one or a combination of the following:

- § A private individual who holds fee title to the land and manages the land for open space uses (e.g., farming, hunting) as provided by a conservation easement. This conservation easement could limit any future development in the open space area. This individual could be the original landowner, or a new owner interested in using the land for farming, hunting or other open space uses.
- § A homeowner’s association or lake association made up of private property owners within the development. The homeowner’s association would own and maintain the common open space through a formal declaration of covenants, conditions and restrictions. This method provides residents with the greatest degree of control over the use and management of the open space.
- § A non-profit conservation organization, such as a land trust, which retains or protects the natural, scenic or open space values of real property to assure the availability of this land for agricultural, forest, recreational or open space uses.
- § A governmental agency which might provide the land as a public recreation area.

The Town should cooperate with the County to make **strategic amendments to the County subdivision and zoning ordinances** to encourage conservation/cluster neighborhood design principles as an option. The rules may be written to provide incentives for this type of development, for example, by allowing slightly more lots than otherwise allowed if conservation design principles are not followed.

## CHAPTER EIGHT: ECONOMIC DEVELOPMENT

## VIII. Economic Development

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs to promote the retention and stabilization of the economic base in the Town of Moundville. As required by §66.1001, Wisconsin Statutes, this chapter includes an assessment of new businesses and industries that are desired in the Town, an assessment of the Town's strengths and weaknesses with respect to attracting and retaining businesses and industries, and an inventory of environmentally contaminated sites.

### A. Existing Economic Development Framework

#### 1. Labor Force Trends

In 2000, the Town of Moundville's labor force consisted of about 419 people. Of the Town's 2000 labor force, 251 persons were employed and 14 were unemployed; resulting in an **unemployment rate of 3.3%**. By comparison, the 2001 unemployment rate for the state and nation was just under 5%.

The **labor force** is the portion of the population age 16 and older that is employed or available for work. This includes people who are in the armed forces, employed, unemployed, or actively seeking employment.

#### 2. Local Jobs

The number of jobs in the County grew 9 percent from 1996 to 2001 (with a reported 3,821 jobs). The County's job growth has been centered in the **goods-producing industries** rather than service-producing, which is counter to trends happening throughout the rest of the state and nation. According to the state's Department of Workforce Development (WisDWD), manufacturing employment has not been hit as hard in the early 2000s as other parts of the country because most of its products are non-durable goods (e.g., foods and kindred products) which are less prone to fluctuation in typical businesses cycles. Job growth has also been strong in industries that serve the County's growing in-migration population, many of whom are retired. Finance, insurance and real estate; and construction of new residential properties are the two fastest growing industries in the County.

#### 3. Income Data

According to 2000 Census data, the **median household income** in the Town of Moundville in 1999 was **\$40,893**. By comparison, the median household income in Marquette County was \$35,746. The County ranks 51<sup>st</sup> of 72 counties in median household income and is lower than the state and national median (the state median was \$43,791). Within the County, median household incomes in the 14 towns ranged from \$31,000 to \$43,000, and in the city and four villages from \$30,000 to \$39,000.

#### 4. Commuting Patterns

Approximately half of Marquette County's workforce is employed outside the County, according to 2000 statistics compiled by WisDWD. Of the 3,236 workers commuting outside the County, **43 percent** (1,398 workers) commute to Columbia County to the south. Dane County is the second most common workplace destination, drawing 13 percent of the commuting workforce (423 workers). Nearly 200 or more Marquette County workers commute to one of the other nearby counties: Green Lake, Sauk, Waushara, and Fond du Lac. In contrast, about 1,330 workers commute *into* Marquette County for employment. Substantial numbers drive in from Adams (388 workers), Waushara (317 workers), Columbia (243 workers), and Green Lake (128 workers) counties. The average time a County resident travels to work increased from 23 minutes in 1990 to almost 26 minutes by 2000.

#### 2002 TOWN SURVEY RESULTS

*When asked to identify the most important problem facing Marquette County, most respondents chose "increase in taxes and lack of job opportunities" as their top choices.*

## 5. Economic Development Opportunities

Map 3 illustrates the location of existing economic development activity; focused in the Village of Endeavor and near Interstate 39. These areas are labeled under the *General Business* and *General Industrial* land use categories.

## 6. Environmentally Contaminated Sites

The Wisconsin DNR's Environmental Remediation and Redevelopment Program maintains a list of contaminated sites, or "brownfields," in the state. The DNR defines brownfields as "abandoned or under-utilized commercial or industrial properties where expansion or redevelopment is hindered by real or perceived contamination." Examples of brownfields might include a large abandoned industrial site or a small corner gas station with a leaking underground storage tank. Properties listed in the DNR database are self-reported, and do not necessarily represent a comprehensive listing of possible brownfields in a community. There are three types of sites listed in the BRRTS database; Spills, Leaking Underground Storage Tanks and Environmental Repair Sites.

As of July 2004, there were no sites in the Town of Moundville listed in the Bureau for Remediation and Redevelopment Trading System.

## 7. Economic Development Programs

In addition to local initiatives, the following list of programs and agencies are to or are benefiting the Town and the County. More detailed information on each of these programs and agencies is available in the County Comprehensive Plan.

### **ECWRPC Economic Development Strategy**

The ECWRPC, which includes Marquette County, was designated an Economic Development District in 1984 and is responsible for preparing various economic development strategies for the region. These strategies are described in the 2002 Comprehensive Economic Development Strategy report that is used to distribute Community Development Block Grants (CDBG) for designated projects in each county within the region. In 1999, a grant of \$835,000 was awarded to the Village of Westfield in Marquette County for various capital improvements to its Industrial Park. This project is designed to attract new jobs to the area and increase the County's manufacturing base.

### **Agricultural Development Zone**

The Department of Commerce has established an Agricultural Development Zone Program to attract, promote, retain and encourage the expansion of agricultural businesses in Wisconsin. This program is designed to assist Wisconsin in regaining its prominence in the dairy industry and in dairy processing production. Four zones have been established and Marquette County is grouped with Green Lake, Sauk, Columbia and Dodge counties in the South Central Zone. The zone is effective for 10 years and \$5 million in various types of tax credits have been made available to any new or expanding agricultural business within the zone.

### **Community Assets for People (CAP)**

CAP Services, Inc. was established in the 1960s as a federally designated community action agency for Marquette, Portage and Waushara counties. The agency added Waupaca and Outagamie Counties in following years. It is the only federally-designated Community Development Financial Institution (CDFI) operating in Marquette County. CAP programs are designed to assist low-income residents address the causes of poverty. Examples of these programs include below market rate loans for low to moderate income entrepreneurs wishing to start or expand a business; an income qualified first-time homebuyers program; a Head Start program to provide daycare and childcare services to low and moderate income residents. CAP Services manages 117,000 square feet of business incubator space in seven buildings spread across three counties.

### 8. Economic Development Assessment

The Wisconsin comprehensive planning statute requires that the *Comprehensive Plan* “assess categories or particular types of new businesses and industries that are desired by the local government unit.” According to the 2002 countywide opinion survey and local community visioning efforts, there is desire for small-scale industrial and retail development and tourism development in the County. Figure 22 shows strengths and weaknesses with respect to attracting and retaining businesses and industries in the Town based on input from the Town Planning Committee.

**Figure 22: Town Strengths and Weaknesses for Economic Development**

Strengths	Weaknesses
The interchanges along Interstate 39.	Lack of a sanitary district and other infrastructure to attract new development.
Low concentrations of housing, leaving open land and farmland untouched.	Lack of housing opportunities for prospective residents and workers.
Excellent Roads.	

### 9. Interstate Corridor Economic Development Assessment

In October 2003, an assessment of the physical characteristics of the interstate corridor and economic development potential of lands at the interchange was conducted. A summary of this assessment is provided in Figures 23 and Figure 24. Local communities along the Interstate corridor can use this information to guide local land use and economic development decisions for lands at the major interchanges, and for lands visible from the freeway.

**Figure 23: I-39 Segment Character Analysis**

South County Line to Endeavor/Moundville Exit		
	East	West
<b>Views</b>	Long, some tight Opens up to north	Constrained by trees Opens up near Interchange
<b>Landscape Character</b>	From rolling to flat Many lowlands More rolling croplands to north	From rolling to flat Many lowlands
<b>Land Use/Zoning</b>	Mainly undeveloped	Mainly undeveloped Hunting grounds Substation Cell tower Irrigated cropland Prairie
<b>Billboards</b>	Large – 7 / Small – 1	Large – none / Small – none

Figure 24: I-39 Interchange Land Use/Transportation Analysis

<b>Endeavor/Moundville Interchange (23 West)</b>	
<b>Interchange Type</b>	Diamond
<b>Transportation Access</b>	Good state highway access CTH CX intersection within 1 mile to east CTH P intersection within 1 mile to west
<b>Interstate Daily Traffic Volumes (2002)</b>	7500 southbound 8200 northbound
<b>Cross Hwy Daily Traffic Volumes</b>	1600 west of interstate
<b>Adjacent Land Use/Zoning</b>	Evergreen - tree farm at ramp Stark 221-4000, Terry Dickson
<b>NE</b>	Small diner & gas station Rural lands - single family house Lands for sale Evergreen tree farm near ramp
<b>NW</b>	Cropland
<b>SE</b>	Mature trees Woodland, pasture, farm buildings
<b>SW</b>	Cropland
<b>Development Quality</b>	Fair
<b>Visibility from Interstate</b>	Good in all Quadrants
<b>Availability of Public Services</b>	Nearest public sewer is in Endeavor
<b>Nearest Population Center</b>	Endeavor (1 mile away)
<b>Environmentally Sensitive Areas</b>	Good Earth Creek located immediately southwest of Interchange
<b>Soil Suitability for Development</b>	Majority of area has slight limitations for building with foundations and slight to severe limitations for onsite sewage disposal
<b>Other Development Opportunities</b>	Large unbroken parcels Vacant downtown buildings, underutilized industrial park
<b>Other Development Limitations</b>	No access from I-39 to downtown Endeavor

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## B. Economic Development Goal, Objectives, Policies, and Programs

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*Goal: Encourage high-quality economic development opportunities appropriate to the Town's resources, character, and service level.*

### **Objectives:**

- a. Focus economic development efforts on natural resources, farming, nature and farm-related businesses, and small, community-serving businesses in limited areas.
- b. Allow home-based businesses where there will be no impact on surrounding properties.
- c. Direct commercial development to planned areas identified on Map 4; discourage unplanned, continuous strip commercial development.
- d. Consider only small-scale industrial uses with no environmental impact.
- e. Promote the careful placement and design of mineral extraction sites, wireless telecommunication facilities, and other uses that may have a significant visual, environmental, or neighboring property owner impact.
- f. Accommodate high quality employment opportunities in areas planned for commercial uses on Map 4: Planned Land Use.

### **Policies and Programs:**

- § Plan for a **sufficient supply of developable land** for commercial uses, in areas consistent with the planned land uses shown on Map 4, and of a scale and type consistent with the Town's character and service availability. Based on the analysis presented in Chapter Four, the demand for land in the Town is minimal; however, it is important to make lands available to potential users.
- § Direct larger-scale commercial and industrial uses into the **Village of Endeavor** where public sewer is available and other services are closer. High quality economic development in the Village will benefit Town residents utilizing the Portage School District.
- § Outside of the *General Business* areas shown on Map 4, encourage businesses that are **related to farming and recreation**, including home occupations and "cottage industries" that are compatible with the rural nature of the area. These uses are particularly appropriate in rural areas to supplement household income (e.g., farm families). Home-based businesses and services range from those who supplement their income by selling a craft item, taxidermy, or repairing a lawnmower to those who are employed by a company, but do most of their work from a home office (commonly called telecommuters).
- Support the economic health of **agriculture production** in the Town.
  - Support the exploration of "**non-traditional**" forms of **agriculture**, such as vegetable, fruit and nut farms, and other small-acreage farms; grazing; research farming; community-supported agriculture; equine centers; businesses supporting hunting, fishing, and other outdoor recreational activities; and production of specialty products.
  - Consider ways to **promote and market farm products** and agriculture-related activities, such as seminars, markets, farm days, and festivals.
- § **Focus on a sustainable economic development approach**, anchored in business retention, tourism- and resource-based development that is consistent with the Town's character and capitalizing on its assets—desirable location, natural resource base, and small-town atmosphere. For instance:

- Encourage a range of four-season opportunities that could be crafted into a County-level tourism plan that, once implemented, may provide a stable economic base that is able to weather changes in consumer preferences.
- § Work with the County to enforce the County's performance standards (e.g. collocation, screening, landscaping, camouflaging) when reviewing applications for **wireless communications facilities**.
- § Advocate **special design treatment for development along Interstate 39 Corridor and the interchange at STH 23/CTH CX**. Many residents and visitors make their first and lasting impression of the Village from this "gateway." The Town should cooperate with County, the Village of Endeavor, and the Towns of Douglas, Packwaukee, and Oxford to encourage future development proposals to achieve a desired image and minimum development standards, including:
  - Quality building design for new development; utilizing attractive front facades and are encouraged to face the highway. Development should incorporate architectural design, building materials, and exterior color that enhance the overall image of the corridor.
  - Regulations limiting new development of billboards along the corridor are encouraged, as is controlling the number, height and setback of on-site signage allowed.
  - Preserve existing vegetation and require high quality landscaping treatment for buffer yards, street frontages, paved areas and building foundations. Landscaping should be encouraged around building foundations, in and around paved areas, around areas where screening is appropriate, and in a buffer area between the building and highway.
  - High-quality signage treatment that is based on the area of building frontage, road frontage and façade area. The use of monument signs should be encouraged instead of pole signs.
  - Location of loading docks, dumpsters, mechanical equipment, and outdoor storage areas behind buildings, oriented away from less intensive land uses, and complete screening through use of landscaping, walls, and architectural features.
  - Parking to the sides and rear of buildings wherever possible, rather than having all parking in the front. Parking lots landscaped with perimeter landscaping and/or landscaped islands, along with screening (hedges, berms, trees, and decorative walls) to limit views from streets and adjacent residential uses. Use interconnected parking lots and driveways to facilitate on-site movement.
  - Careful attention to on-site lighting that would include specifications for type, height, brightness, and placement of new exterior lights Use of cut-off, shoebox fixtures to ensure that site lighting does not affect adjacent properties.



## CHAPTER NINE: IMPLEMENTATION

## IX. Implementation

This final chapter provides a roadmap for specific actions necessary to fully implement the *Plan's* recommendations. This chapter generally does not cover day-to-day decisions. Instead, it identifies programs and larger actions that the Town may undertake over the next several years.

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### A. Plan Adoption

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The *Town of Moundville Comprehensive Plan* was adopted following procedures specified by Wisconsin's comprehensive planning legislation. This included extensive public input throughout the process, a Town Plan Commission recommendation, distribution of the recommended *Plan* to affected local, county, and state governments, a formal public hearing, and Town Board adoption of the *Plan* by ordinance. This Town *Plan* has also been incorporated into the County Plan.

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### B. Implementation Recommendations

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Figure 25 provides a detailed list and timeline of the major actions that the Town should pursue to implement the *Comprehensive Plan*. Often, such actions will require substantial cooperation with others, including County government and local property owners. Other Town government priorities, time constraints, and budget constraints may affect the completion of the recommended actions in the timeframes presented.

The table has three different columns of information, described as follows:

- § *Category*. The list of recommended actions is divided into six different categories generally based on the different chapters of this *Plan*.
- § *Recommendation*. The second column lists the actual actions recommended to implement key aspects of the *Comprehensive Plan*. The recommendations are for Town actions that might be included, for example, in an annual work program or as part of the annual budgeting process.
- § *Implementation Timeframe*. The third column responds to the State comprehensive planning statute, which requires implementation actions to be listed in a "stated sequence." The suggested timeframe for the completion of each recommendation reflects the priority attached to the recommendation. Suggested implementation timeframes can be changed at the Town Board's discretion, depending on the ability to coordinate projects with other units of government, other Town priorities, and available budgetary and personnel resources.

Figure 25: Recommended Implementation Actions

Category	Program or Recommended Action	Timeframe
<b>Agricultural, Natural, and Cultural Resources</b>	Work cooperatively with neighboring governments, the County, WisDNR and community stakeholders to protect natural resources.	Ongoing
	Protect surface water quality by working with Marquette County to require stormwater management for new subdivisions and larger development proposals.	Ongoing
	Remain involved in WisDNR decisions relating to possible future high-capacity wells in and near the Town.	Ongoing
	Participate in the update to the Marquette County Multi-Hazard Mitigation Plan, if completed.	2016-2017
	Collaborate with Marquette County to develop and implement a Natural Resource Identification Checklist to help evaluate new development proposals.	2017 and Ongoing
	Encourage Town property owners to pursue grants for natural stormwater management projects through the WisDNR Healthy Lakes grant program.	Ongoing
<b>Land Use</b>	Consider requiring submittal of a site plan or preliminary plat for specific development proposals before approving the rezoning of land to the appropriate development-based zoning district.	Ongoing
<b>Transportation</b>	Work with the County to have all desired town road improvements listed on the County's five year plan.	2016 and Ongoing
	Work with the County and State to address problem intersections in the Town.	2016 - 2017
	Consider updating design and layout standards for Town roads.	2016 – 2017
	Explore locally accepted methods of limiting junk accumulation and preserving views along Town roadways – including consideration of a Town maintenance code.	2016 and Ongoing
	Participate in the County's Bicycle and Pedestrian Planning process to study and improve non-motorized transportation in the Town.	2018 - 2020
	Consider developing and adopting a Town driveway and roadway access ordinance to implement the recommendations of this Comprehensive Plan.	2016 – 2017
	Work with the County on transportation options for those without access to vehicles, and to link residents to programs.	Ongoing
<b>Utilities and Community Facilities</b>	Work with the County and neighboring communities to plan for the future of emergency medical service.	2016
	Cooperate with the County and Buffalo Lake Management District to improve lake accesses.	2018-2019

Category	Program or Recommended Action	Timeframe
<b>Housing, Neighborhood, and Economic Development</b>	Work to connect older residents and others in need of housing assistance with available resources to help them update and stay in their homes.	Ongoing
<b>Intergovernmental Cooperation</b>	Pursue an intergovernmental boundary and land use agreement with the Village of Endeavor.	2018 – 2020
	Provide a copy of this Comprehensive Plan and all subsequent amendments to surrounding local governments.	2016 and as amended
	Stay informed and participate in County-level transportation, zoning, economic development, and comprehensive planning efforts.	2016 and Ongoing

### C. Plan Monitoring, Amendments, and Update

The Town should regularly evaluate its progress towards achieving the recommendations of the Comprehensive Plan, and amend and update the Plan as appropriate. This section suggests recommended criteria and procedures for using, monitoring, amending, and updating the Plan.

#### 1. Plan Monitoring and Use

The Town Plan Commission should, on a regular basis, review its decisions on private development proposals over the previous year against the recommendations of this Plan. This will help keep the Plan a “living document.”

The Town should constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions against the recommendations of this Comprehensive Plan. Before submitting a formal application to the Town and/or County for development approval, the Town urges petitioners to discuss the request conceptually and informally with the Town Plan Commission. Conceptual review almost always results in an improved development product and can save the petitioner time and money.

#### 2. Plan Amendments

Amendments to this Comprehensive Plan may be appropriate in the years following initial Plan adoption and in instances where the Plan becomes irrelevant or contradictory to emerging policy or trends. “Amendments” are generally defined as minor changes to the Plan maps or text. Frequent amendments to accommodate specific development proposals should be avoided.

The State comprehensive planning law requires that the Town use the same basic process to amend, add to, or update the Comprehensive Plan as it used to initially adopt the Plan. This means that the procedures defined under Section 66.1001(4) Wisconsin Statutes need to be followed. Marquette County staff may also be of some assistance.

#### 3. Plan Update

The State comprehensive planning law requires that the Comprehensive Plan be updated at least once every ten years. As opposed to an amendment, an update is often a substantial re-write of the plan document and maps. The Town should complete a full update to its Comprehensive Plan before the year 2026 (i.e., ten years after 2016) at the latest. The Town should continue to monitor any changes to the language or interpretations of the State law over the next several years.

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## D. Consistency Among Plan Elements

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The State comprehensive planning statute requires that the implementation element “describe how each of the elements of the comprehensive plan shall be integrated and made consistent with the other elements of the comprehensive plan.” Preparing the various elements of the *Town of Moundville Comprehensive Plan* simultaneously has ensured that there are no known internal inconsistencies between the different elements of this Plan.