

DODGE COUNTY

COMPREHENSIVE PLAN

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Adopted June 21, 2011

1. Issues and Opportunities

1.1 Introduction

The general purpose of the Comprehensive Plan is to guide and accomplish coordinated, adjusted, harmonious development within Dodge County. The *Dodge County Comprehensive Plan* positions the County to guide future land development over the next 20 plus years in a way that preserves the character of the County, protects natural resources, enhances economic and housing opportunities, and provides for efficient service delivery. More specifically, this document recommends how lands within the County should be used. The plan recommendations in this document are based on County trends and public input. County plan recommendations are also based on and consistent with plan goals, objectives, and policies. The recommendations should be used for specific actions and development decisions in the County. Wisconsin Statutes, Section 66.1001, further defines a comprehensive plan and a local unit of government's responsibilities. This legislation requires a local government that enacts land use regulations develop and adopt a comprehensive plan. The plan must contain nine elements as specified in the statutes. It also requires that local subdivision and zoning ordinances be consistent with the community's comprehensive plan. This document will meet the requirements of Wisconsin's comprehensive planning law, Wisconsin Statutes 66.1001.

Wisconsin's Comprehensive Planning legislation identifies nine elements that must be addressed in order for the plan to be in conformance with the law. The elements include:

- ◆ Issues and Opportunities
- ◆ Housing
- ◆ Transportation
- ◆ Utilities and Community Facilities
- ◆ Agricultural, Natural, and Cultural Resources
- ◆ Economic Development
- ◆ Intergovernmental Cooperation
- ◆ Land Use
- ◆ Implementation

Planning for Dodge County's future begins with a basic understanding of the County's current situation. Each element provides a detailed inventory and analysis of the County's situation, which is then used to help create recommendations for future actions. All nine elements contain a list of goals, objectives, policies, recommendations and programs that will be used to guide the future use and development of land within the unincorporated areas of the County over a 20-year planning period.

The location of Dodge County heavily influences the trends and changes that are expected during the next twenty years. The county is strategically located in the middle of the triangle formed by the metropolitan communities of Madison, Milwaukee, and the Fox Cities. As urbanization within these areas continues to grow, many people will be attracted to Dodge County because of its location and the amenities that can be found there. Counties that border Dodge County include Dane, Columbia, Green Lake, Fond du Lac, Washington, Waukesha, and Jefferson. See the Appendix, Map 1-1 for a regional map showing the location of Dodge County.

Dodge County consists of 24 towns, 11 villages, and nine cities. Portions of five municipalities are located in other counties. The largest community entirely within Dodge County is the City of Beaver Dam which had a 2012 population estimate of over 16,000.

Dodge County History

Dodge County was created in 1836 and named in honor of Henry Dodge, then territorial governor of Wisconsin. The Town of Victory was chosen as the County Seat. The Town of Victory was later renamed City of Juneau after Paul Juneau, the son of Solomon Juneau, founder of Milwaukee. In 1845 iron ore was discovered in Mayville and an iron ore works operated here for several decades until competition from mines in the Lake Superior region closed it. Sawmills and gristmills were widely distributed over Dodge County in the 1870s. In 1875, the first brick cheese factory in the United States opened in Watertown, operating until 1943. Dodge County has a rich heritage that includes a unique blend of natural resources, small town charm, and agricultural history.

1.2 Planning Process

The Dodge County Land Resources and Parks Department and County Planning, Development and Parks Committee are assigned the task of maintaining and updating the Dodge County Comprehensive Plan. The update of the adopted Dodge County Year 2030 Comprehensive Plan began in the fall of 2012.

Goals, Objectives, Policies and Recommendations stated in this document reflect the deliberations of the Dodge County Board of Supervisors, Planning, Development and Parks Committee and Dodge County staff, based on the comments and opinions expressed by the people within Dodge County. References made to specific state, county, and other governmental programs do not imply endorsement of such programs, but are presented for background and reference only.

The comprehensive planning process used to update the Dodge County Comprehensive Plan involved public meetings and public hearings as needed to direct and react to the work of County staff on the Comprehensive Plan update.

1.3 Public Participation Efforts

Dodge County adopted a Public Participation Plan for updates to the Comprehensive Plan on June 21, 2011. The Public Participation Plan is intended to foster public participation throughout every step of the planning process. The following core efforts were identified to foster public participation in accordance with the statutory requirements of Wisconsin's Comprehensive Planning law:

- ◆ All meetings will be open to the public;
- ◆ Notices and press releases will be sent to local media outlets identifying the time and location for any public informational meetings and any public hearings;
- ◆ Information about meetings, the Comprehensive Plan, and related materials are available at the Dodge County Land Resources and Parks Department for review by local residents and interested persons.

Information obtained from the public at these meetings has been incorporated into the Plan and was used to help develop the goals, objectives, policies, and recommendations found in the Plan document.

1.4 Population Characteristics

Population change is the primary component in tracking a community's past growth as well as predicting future population trends. Population characteristics relate directly to the county's housing, educational, utility, community, and recreational facility needs, as well as its future economic development.

Tables 1-1 and 1-2 display population trends and changes from 1960 to 2010 for Dodge County. According to Table 1-1, Dodge County had a population of 88,759 persons in 2010, a 3.3% increase from the 2000 population of 85,897. A decade earlier the county experienced a population increase of 12.2%. There has been a significant slowing of population growth between 2000 and 2010 as compared to 1990 to 2000.

Dodge County Key Demographic Trends and Forecasts

- ◆ There has been a significant slowing of population growth between 2000 and 2010 as compared to 1990 to 2000.
- ◆ From 2000 to 2010, villages and towns grew by only 1.2%, while cities increased by 5.4%.
- ◆ The gap between urban and rural populations continues to widen. In 1980, 59.2% of the county population lived in either a city or village. By 2010, that percentage has increased to 62.6%.
- ◆ There will be a need for an additional 1,142 housing units by 2020.
- ◆ There were 2,276 fewer manufacturing jobs in 2011 as compared to 2000.

**Table 1-1:
Population Trends, Dodge County, 1960-2010**

	1960	1970	1980	1990	2000	2010
Population	63,170	69,004	75,064	76,559	85,897	88,759

Source: Wisconsin Department of Administration, 1960, 1970, and 1980. U.S. Bureau of the Census, 1990, 2000, and 2010.

Table 1-2 shows the amount of population change from 1960 to 2010 for Dodge County. The decade between 2000 and 2010 had the second lowest population increase in history, outgaining only the decade from 1980 to 1990. Both of these decades coincide with nationwide economic recession periods.

**Table 1-2:
Population Change, Dodge County, 1960-2010**

	1960 - 1970	1970 -1980	1980 -1990	1990 - 2000	2000 - 2010	Total Change 1960 - 2010
Population Change	5,834	6,060	1,495	9,338	2,862	25,589

Source: Wisconsin Department of Administration, 1970 and 1980. U.S. Bureau of the Census, 1990, 2000 and 2010.

Population change for the communities of Dodge County was much greater for all municipal units from 1990 to 2000 than between 2000 and 2010. Table 1-3 displays the population changes experienced by towns, cities, and villages in the county. Large population increases were experienced by villages between 1990 and 2000 (21.1%). From 2000 to 2010, villages and towns grew by only 1.2%, while cities increased by 5.4%. Towns have been growing at the slowest rate since 1980.

**Table 1-3:
Population Change, Dodge County Municipal Units, 1980-2010**

	1980	1990	2000	2010	1980-90		1990-00		2000-10	
					Number	Percent	Number	Percent	Number	Percent
					Change	Change	Change	Change	Change	Change
Total in Towns	30,648	29,769	32,814	33,211	-879	-2.9%	3,045	10.2%	397	1.2%
Total in Villages	7,582	8,052	9,753	9,869	470	6.2%	1,701	21.1%	116	1.2%
Total in Cities	36,834	38,738	43,330	45,679	1,904	5.2%	4,592	11.9%	2,349	5.4%

Source: U.S. Bureau of the Census, 1980, 1990, 2000, and 2010.

As shown in Table 1-3, population growth based on the number of people added to the county population base indicates that towns and cities have contributed more to the overall county population increases than villages. For example, from 1980 to 2010, the population in towns increased by 2,563 persons and the population in cities increased by 8,845 persons. The population increase in villages was only 2,287 persons for the same time period. The gap between urban and rural populations continues to widen. In 1980, 59.2% of the county population lived in either a city or village. By 2010, that percentage has increased to 62.6%.

Population Estimates

Every year the Wisconsin Department of Administration (WDOA), Demographic Services Center develops population estimates for every municipality and county in the state. The final official population estimates from 2013 reveal that Dodge County actually gained population (116) between 2010 and 2013. It should be noted that six towns, seven villages, and five cities experienced a loss in population from 2010 to 2013. The population loss in certain places is something that may be a result of the economic recession. Regardless, it is a factor to consider in the development of the Comprehensive Plan.

Age Distribution

A shifting age structure affects a variety of services and needs within the county. Wisconsin has an aging population, which is consistent with the national trend. The baby-boomer generation, which is the largest segment of the overall population, is nearing retirement age. As this age group gets older, the demand for services such as health care will increase and a younger workforce will need to take the place of retirees. It is important to recognize these trends and determine how to deal with the effects.

Table 1-4 displays the population by age cohort for Dodge County.

**Table 1-4:
Population by Age Cohort, Dodge County, 2000-2010**

	2000	% of Total	2010	% of Total	# Change	% Change
Under 5	5,098	5.9%	5,020	5.7%	-78	-1.5%
5 to 14	12,095	14.1%	10,986	12.4%	-1,109	-9.2%
15 to 24	11,174	13.0%	10,404	11.7%	-770	-6.9%
25 to 34	11,746	13.7%	11,432	12.9%	-314	-2.7%
35 to 44	15,018	17.5%	12,151	13.7%	-2,867	-19.1%
45 to 54	11,341	13.2%	14,830	16.7%	3,489	30.8%
55 to 64	7,439	8.7%	10,685	12.0%	3,246	43.6%
65+	11,986	14.0%	13,251	14.9%	1,265	10.6%
Total	85,897	100.0%	88,759	100.0%	2,862	3.3%
Source: U.S. Bureau of the Census, 2000 and 2010.						

Table 1-4 indicates the aging of the population since 2000. The County has seen significant growth in the number of persons over 45, while the number of persons under 45 has seen a significant reduction. The age group with the highest rate of growth was 55-64 (43.6%), while the age group with the largest decline was the 35-44 age group (-19.1%). The largest percentage of Dodge County residents is between the ages of 45 to 54 (16.7 percent) and the next largest age cohort is 65 and over (14.9 percent). The largest percentage of Wisconsin residents is also in the 45 to 54 age category (15.4 percent). Dodge County has a larger percentage in the 45 to 54 category as compared to the state (16.7% vs. 15.4%) and a higher 65 and over percentage than the state (14.9% vs. 13.8%). The aging of the population needs to be accounted for in the development of the Plan recommendations.

Educational Attainment

Table 1-5 displays the education attainment level of Dodge County and Wisconsin residents age 25 and over in 2011. The educational attainment level of persons within a community is often an indicator of the overall income, job availability, and economic well-being of the area.

**Table 1-5:
Educational Attainment of Persons Age 25 and Over, Dodge County and Wisconsin, 2011**

	Dodge County	Wisconsin
Attainment Level	Percent	Percent
Less than 9th grade	4.7%	3.4%
9th grade to 12th grade, no diploma	8.7%	6.3%
High school graduate (includes equivalency)	37.8%	33.1%
Some college, no degree	23.1%	21.3%
Associate degree	10.1%	9.6%
Bachelor's degree	10.3%	17.4%
Graduate or professional degree	5.4%	9.0%

Source: U.S. Bureau of the Census, 2011 American Community Survey.

Approximately 86.7% of persons in Dodge County age 25 and older have attained a high school diploma or had some post-secondary education. For Wisconsin, 90.4% of persons age 25 and older have a high school diploma or some post-secondary education. In Dodge County, approximately 10.3% of persons age 25 and over have a Bachelor degree and 5.4% have a graduate or professional degree. For the State of Wisconsin, approximately 17.4% have a Bachelor degree and 9.0% have a graduate or professional degree. Dodge County residents have a lower educational attainment level than the state as a whole.

Income Levels

Table 1-6 displays the 2005 household incomes and median household income for Wisconsin and Dodge County in 2011 as reported by the U.S. Census Bureau, 2005 and 2011 American Community Survey. The Table shows that Dodge County has a higher percentage of persons in the middle income range of \$50,000 to \$100,000, but a lower percentage of persons in the higher range of \$100,000 or more.

**Table 1-6:
Household Income, Dodge County, 2005**

	Dodge County		Wisconsin	
	Number	% of Total	Number	% of Total
Less than \$10,000	1,578	4.7%	152,775	6.9%
\$10,000 to \$14,999	1,852	5.5%	130,800	5.9%
\$15,000 to \$24,999	3,195	9.4%	258,845	11.7%
\$25,000 to \$34,999	4,766	14.1%	267,487	12.1%
\$35,000 to 49,999	5,499	16.2%	358,878	16.2%
\$50,000 to \$74,999	8,659	25.6%	476,880	21.5%
\$75,000 to \$99,999	4,776	14.1%	286,286	12.9%
\$100,000 to \$149,999	2,829	8.4%	196,263	8.8%
\$150,000 or More	711	2.1%	91,357	4.1%
Total	33,865	100.0%	2,219,571	100.0%
Median Household Income: 2011	\$51,948		\$50,395	

Source: U.S. Bureau of the Census, 2005 and 2011 American Community Survey.

The median household income for Dodge County in 2011 was \$51,948, slightly higher than the State’s reported median household income of \$50,395.

The per capita income for Dodge County in 2011 was \$24,779, which is lower than the State’s reported per capita income of \$26,212.

Population Projections

Population projections are based on past and current population trends and are not predictions, rather they extend past growth trends into the future and their reliability depends on the continuation of these past growth trends. Projections should be considered as one of many tools used to help anticipate and predict future needs within the county. Population levels are subject to physical conditions, environmental concerns, land use, zoning restrictions, taxation, annexation, and other political policies that influence business and personal location decisions.

In 2008, the Wisconsin Department of Administration (WDOA) Demographic Services Center prepared baseline population forecasts to the year 2030 for the communities of Wisconsin. The WDOA utilized a projection formula that calculates the annual population change over three varying time spans. From this formula, the average annual numerical population change is calculated, which was used to give communities preliminary population projections for a future date. Table 1-7 displays the WDOA population projections for Dodge County communities.

**Table 1-7:
WDOA Population Projections, Dodge County, 2010-2030**

	2010	Projection					# Change	% Change
	Census	2010	2015	2020	2025	2030	2010-2030	2010-2030
T. Ashippun	2,559	2,581	2,728	2,877	3,017	3,139	580	22.7%
T. Beaver Dam	3,962	3,936	4,144	4,356	4,553	4,723	761	19.2%
T. Burnett	904	938	947	954	960	960	56	6.2%
T. Calamus	1,048	1,052	1,066	1,080	1,091	1,095	47	4.5%
T. Chester	687	934	982	1,032	1,077	1,116	429	62.4%
T. Clyman	774	871	888	905	920	930	156	20.2%
T. Elba	996	1,138	1,167	1,197	1,224	1,244	248	24.9%
T. Emmet	1,302	1,416	1,500	1,583	1,663	1,732	430	33.0%
T. Fox Lake	2,465	2,859	3,080	3,302	3,514	3,704	1,239	50.3%
T. Herman	1,108	1,241	1,262	1,284	1,303	1,313	205	18.5%
T. Hubbard	1,774	1,865	1,964	2,064	2,159	2,241	467	26.3%
T. Hustisford	1,373	1,470	1,518	1,566	1,610	1,644	271	19.7%
T. Lebanon	1,659	1,761	1,804	1,849	1,887	1,914	255	15.4%
T. Leroy	1,002	1,105	1,109	1,114	1,115	1,111	109	10.9%
T. Lomira	1,137	1,231	1,218	1,205	1,188	1,166	29	2.6%
T. Lowell	1,190	1,185	1,191	1,199	1,204	1,202	12	1.0%
T. Oak Grove	1,080	1,093	1,069	1,044	1,016	984	-96	-8.9%
T. Portland	1,079	1,191	1,234	1,278	1,319	1,350	271	25.1%
T. Rubicon	2,207	2,343	2,491	2,639	2,779	2,902	695	31.5%
T. Shields	554	565	571	578	583	585	31	5.6%
T. Theresa	1,075	1,112	1,119	1,128	1,133	1,131	56	5.2%
T. Trenton	1,293	1,300	1,299	1,300	1,297	1,287	-6	-0.5%
T. Westford	1,228	1,481	1,529	1,577	1,621	1,656	428	34.9%
T. Williamstown	755	672	677	683	686	686	-69	-9.1%
V. Brownsville	581	578	599	620	639	655	74	12.7%
V. Clyman	422	386	390	394	397	398	-24	-5.7%
V. Hustisford	1,123	1,183	1,224	1,265	1,304	1,334	211	18.8%
V. Iron Ridge	929	1,019	1,045	1,070	1,094	1,111	182	19.6%
V. Kekoskee	161	160	152	143	134	124	-37	-23.0%
V. Lomira	2,430	2,634	2,860	3,086	3,303	3,499	1,069	44.0%
V. Lowell	340	384	396	408	419	428	88	25.9%
V. Neosho	574	572	562	551	540	526	-48	-8.4%
V. Randolph*	1,339	1,329	1,340	1,352	1,358	1,358	19	1.4%
V. Reeseville	708	714	723	732	739	742	34	4.8%
V. Theresa	1,262	1,418	1,530	1,645	1,752	1,851	589	46.7%
C. Beaver Dam	16,214	15,707	16,011	16,333	16,602	16,781	567	3.5%
C. Columbus*	0	0	0	0	0	0	0	0.0%
C. Fox Lake	1,519	1,515	1,553	1,591	1,625	1,650	131	8.6%
C. Hartford*	0	3	3	3	3	3	3	0.0%
C. Horicon	3,655	3,677	3,649	3,622	3,586	3,531	-124	-3.4%
C. Juneau	2,814	2,744	2,876	3,010	3,133	3,239	425	15.1%
C. Mayville	5,154	5,409	5,647	5,887	6,110	6,297	1,143	22.2%
C. Watertown*	8,459	9,087	9,630	10,176	10,691	11,143	2,684	31.7%
C. Waupun*	7,864	7,353	7,318	7,288	7,237	7,149	-715	-9.1%
Dodge County	88,759	91,212	94,065	96,970	99,585	101,634	12,875	14.5%
Wisconsin	5,686,986	5,772,370	5,988,420	6,202,810	6,390,900	6,541,180	854,194	15.0%

As indicated by the WDOA population forecast, population growth in the county varies greatly depending upon location. There are many communities forecasted to experience significant population growth including the Towns of Chester, Fox Lake, Westford, Emmet, and Rubicon, the Villages of Theresa and Lomira and the Cities of Mayville and Watertown. The population growth in the Towns of Chester and Fox Lake may be affected by the location of state prisons in those towns. In contrast, there are eight communities that are projected to experience declining population by 2030.

Population forecasts were completed for Dodge County to the year 2030 by WDOA. According to the forecast, Dodge County is estimated to have a population of 101,634 by 2030, a 14.5% increase from the 2010 population count. Dodge County is expected to grow at about the same rate as Wisconsin.

It is not anticipated that Dodge County’s future population will fall within the range of the projections provided. Judging from the lower than expected 2010 census numbers as compared to the 2010 projected population in 2008, growth is expected to be slow to moderate over the planning period. Dodge County added only 2,862 persons from 2000 to 2010.

1.5 Housing Characteristics

Table 1-8 displays occupancy and tenure characteristics of housing units for Dodge County in 2000 and 2010. As indicated by the table, there were 37,005 housing units in Dodge County in 2010, a 9.9% increase from 2000.

**Table 1-8:
Housing Occupancy and Tenure, Dodge County, 2000-2010**

	2000	Percent of Total	2010	Percent of Total	# Change 2000-10	% Change 2000-10
Total housing units	33,672	100.0%	37,005	100.0%	3,333	9.9%
Occupied housing units	31,417	93.3%	33,840	91.4%	2,423	7.7%
Owner-occupied	23,067	68.5%	24,617	66.5%	1,550	6.7%
Renter-occupied	8,350	24.8%	9,223	24.9%	873	10.5%
Vacant housing units	2,255	6.7%	3,165	8.6%	910	40.4%
Seasonal units	815	2.4%	1,001	2.7%	186	22.8%

Source: U.S. Bureau of the Census, 2000 and 2010.

In 2010, approximately 91% of the county’s housing units were occupied. Of the total housing units, approximately 67% were occupied by owners and 25% were occupied by individuals renting the housing unit. Vacant units accounted for 8.6% of the total housing supply in 2010, which was a 40.4% increase from the 6.7% in 2000. Only 2.7% of housing units within the county were for seasonal, recreational, or occasional use.

Average Household Size

The average size of households have decreased from years ago, families are having fewer children than the large traditional families. In 2000, the average household size in Dodge County was 2.56, whereas the 2010 average household size in the County was 2.44. In 2010, Dodge County had a slightly higher average household size than the State (2.43 persons).

Housing Unit Projections

Housing unit projections are an important element in preparing the comprehensive plan for a community. Specifically, they are used as a guide to estimate required acreage to accommodate future residential development, as well as prepare for future demands growth may have on public facilities and services throughout the planning period. Similar to population projections, it is important to note that housing projections are based on past and current trends, and therefore should only be used as a guide for planning.

In 2008, the Wisconsin Department of Administration developed housing unit projections for communities throughout Wisconsin. The housing unit projections were developed with known population data and population projections. The housing unit projections are intended to be used as a guide to future housing needs in the community. Table 1-9 displays the projections from 2020 through 2035.

**Table 1-9:
Housing Unit Projections, Dodge County, 2020-2035**

2010 Housing Units (Census)	2020	2025	2030	2035	Percent Change 2010-2035	Total New Units 2010-2035
37,005	38,147	39,638	40,847	41,735	12.8	4,730

Source: Wisconsin Department of Administration, Demographics Services Center, Household Projections for Wisconsin Counties: 2010-2035.

According to the housing unit projections, Dodge County will have 4,730 additional housing units by 2035, a 12.8 percent increase in housing units from 2010 to 2035. There will be a need for an additional 1,142 housing units by 2020. The immediate challenge for the County will be to determine where these new 1,142 housing units will be built and at what density by 2020.

1.6 Employment Characteristics

Employment by industry within an area illustrates the structure of the economy. Historically, Dodge County has had a high concentration of employment in the manufacturing and agricultural sectors of the economy. Recent state and national trends indicate a decreasing concentration of employment in the manufacturing sector while employment within the services sector is increasing. This trend is partly attributed to the aging of the population.

Table 1-10 displays the number and percent of employed persons by industry group in Dodge County as reported by the US Census Bureau, 2011 American Community Survey. The

American Community Survey information is a sample of the County and is subject to sampling variability. However, the survey provides the most recent data available and provides necessary background information.

**Table 1-10:
Employment by Industrial Sector, Dodge County and Wisconsin, 2011**

Industry	Dodge County		Wisconsin	
	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	2,745	6.3%	71,041	2.5%
Construction	3,279	7.6%	157,259	5.6%
Manufacturing	12,083	27.9%	515,928	18.3%
Wholesale trade	573	1.3%	76,057	2.7%
Retail trade	4,160	9.6%	311,347	11.0%
Transportation and warehousing, and utilities	1,591	3.7%	129,496	4.6%
Information	487	1.1%	48,610	1.7%
Finance, insurance, real estate, and rental and leasing	1,263	2.9%	170,725	6.1%
Professional, scientific, management, administrative, and waste management services	2,793	6.4%	229,536	8.1%
Educational, health and social services	8,676	20.0%	651,750	23.1%
Arts, entertainment, recreation, accommodation and food services	2,466	5.7%	237,651	8.4%
Other services (except public administration)	1,858	4.3%	118,002	4.2%
Public administration	1,356	3.1%	102,075	3.6%
Total	43,330	100.0%	2,819,477	100.0%

Source: U.S. Bureau of the Census, 2011 American Community Survey.

In 2000, the greatest percentage of employment for the County was in the manufacturing sector (33.2%), followed by educational, health, and social services (16.0%). In 2011, the manufacturing sector still had the highest percentage of employment, but the percentage dropped to 27.9% of the total. There were 2,276 fewer manufacturing jobs in 2011 as compared to 2000 in Dodge County. Educational, health and social services still had the second largest percentage of employment, but the percentage of employment increased to 20.0% of the total. Dodge County is becoming less dependent on the manufacturing sector. However, Dodge County (27.9%) is still much more dependent on manufacturing than the state as a whole (18.3%). Dodge County does also have a significantly stronger concentration of employment in agriculture, forestry, fishing and hunting, and mining along with construction.

Employment Forecast

In April of 2011, the Wisconsin Department of Workforce Development (WDWD) Office of Economic Advisors released Industry Employment Projections for 2008 to 2018 for the South Central Wisconsin Workforce Development Area. Employment projections are made by industry for the South Central Wisconsin counties of Columbia, Dane, Dodge, Jefferson, Marquette and Sauk.

The four industries that are projected to add the most jobs in the South Central Wisconsin Region from 2008 to 2018 are Education and Health Services, Information, Professional Services, and Other Services, Leisure and Hospitality, and Hospitals. The two fastest growing industries by percentage are Hospitals (12.6%) and Education and Health Services (12.3%).

The two industries with the highest projected job losses and percentage decrease are Manufacturing and Fabricated Metal Product Manufacturing. Manufacturing is projected to lose 5,330 jobs from 2008 to 2018. The good news is that the South Central Region is projected to increase employment by 17,260 or 3.9% over the 10 year period. Most of the increase in jobs can be attributed to the anticipated job growth in the health care field.

1.7 Issues and Opportunities Trends

Identified below are several of the population and demographic trends that can be anticipated over the next 10 to 20 years in Dodge County:

- ◆ The decade between 2000 and 2010 had the second lowest population increase in history, outgaining only the decade from 1980 to 1990. Both of these decades coincide with nationwide economic recession periods and substantial increases in gasoline prices.
- ◆ The gap between urban and rural populations continues to widen. In 1980, 59.2% of the county population lived in either a city or village. By 2010, that percentage has increased to 62.6%.
- ◆ The County has seen significant growth in the number of persons over 45, while the number of persons under 45 has seen a significant reduction.
- ◆ Dodge County has a higher percentage of persons in the middle income range of \$50,000 to \$100,000, but a lower percentage of persons in the higher range of \$100,000 or more.
- ◆ Judging from the lower than expected 2010 census numbers as compared to the 2010 projected population in 2008, growth is expected to be slow to moderate over the planning period. Dodge County added only 2,862 persons from 2000 to 2010.
- ◆ There will be a need for an additional 1,142 housing units by 2020. The immediate challenge for the County will be to determine where these new 1,142 housing units will be built and at what density by 2020.
- ◆ There were 2,276 fewer manufacturing jobs in 2011 as compared to 2000 in Dodge County.
- ◆ The two fastest growing industries by percentage in the region are Hospitals (12.6%) and Education and Health Services (12.3%).

1.8 Comprehensive Plan Goals, Objectives, Policies, and Recommendations

Each element of the comprehensive plan includes a specific set of goals, objectives, policies, and recommendations that the County will use as a guide to future land use, development and preservation decisions over the next 20 years. Goals, objectives, policies and recommendations are defined as follows:

- ◆ **Goals** are broad, value-based statements that express general public priorities and preferences about how the County should address issues over the next 20 years and beyond. Goals address key issues, opportunities and problems that affect the county.
- ◆ **Objectives** are more specific than goals and are measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to the fulfillment of the goal.
- ◆ **Policies** are general rules, principles, strategies or courses of action used to guide decision making and actions as necessary to accomplish goals and objectives. Policies are intended to be used by decision-makers on a regular basis.
- ◆ **Recommendations** are specific actions, projects or activities that are intended to achieve a particular plan goal, objective, or policy.

1.9 Issues and Opportunities Goals and Objectives

Wisconsin Statutes 66.1001 requires a statement of overall goals and objectives to guide the future development and redevelopment of the county over a 20-year planning period. The following are the goals and objectives developed by Dodge County with regard to the Issues and Opportunities element.

Goal: Maintenance, preservation and enhancement of the County's rural character, natural resources and open spaces, and preserve the varied and unique urban and rural communities.

Goal: New development occurring in a well-planned, aesthetically and architecturally pleasing manner.

Goal: A balance between the appropriate land use regulation and the rights of the property owners focusing on the best interests of the community as a whole.

Goal: A well-informed citizenry concerning planning and development issues with ample opportunity for citizen participation.

Objectives:

1. Select appropriate land use patterns which protect and restore natural resources and open spaces, and protect the County's rural character.
2. Preserve the majority of rural areas including good agricultural lands, on which non-farm development would be discouraged, by focusing new areas of growth close or adjacent to existing areas of development and community services.

3. Plan for growth within areas of the County where growth “impacts” are appropriate and expected. These impacts can include the addition of municipal services necessary to support the growth, changes to local character, and impacts on transportation systems and school systems.
4. Assist local communities in the development of a local review process for planning and zoning related issues including the establishment of local plan commissions.
5. Balance local and county roles and responsibilities for growth management, planning, implementation and monitoring.
6. Establish a formal communication system to involve citizens in the planning process.
7. Maintain a positive relationship with local news media to create greater public awareness of planning related matters.
8. Improve cooperation efforts with local government to establish a mutually beneficial decision-making procedure that integrates and is consistent with the county’s comprehensive plan.
9. Improve cooperation efforts with local government to ensure coordinated decision-making and the reduction of incompatible land uses.
10. Create opportunities for citizen participation throughout all stages of planning, ordinance development and policy implementation.
11. Establish a development review process whereby all interested parties are afforded an opportunity to influence the outcome.
12. Maintain “right-to-farm” regulations to encourage the continued use and improvement of agricultural land to support the agricultural industry and preserve rural character.

1.10 Issues and Opportunities Policies and Recommendations

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

Recommendations are specific actions or projects that the county should be prepared to complete within the 20-year planning period. The completion of these actions and projects are consistent with the policies, and therefore will help fulfill the comprehensive plan goals and objectives.

Policies:

1. The Land Resources and Parks Department should assist communities to develop comprehensive plans and provide information on land use issues at regularly scheduled meetings with all interested municipalities.
2. The Land Resources and Parks Department should prepare community comprehensive plans and ordinances on request on a cost basis.
3. The comprehensive plan shall be utilized as a tool to guide decision-making in accordance with state statutes.
4. The Planning, Development and Parks Committee should continue to utilize the exiting development review process that objectively examines the type, location, and quality of the proposed development, and potential long-term impacts on the County.
5. Public notification shall be required as part of the development and/or amendment to any County plan, ordinance, or program.
6. The current rural and agricultural nature of the County should be maintained to the maximum extent possible, particularly by having single family residences as the primary source of housing.

Recommendations:

1. Utilize postcards, newspapers, newsletters, web-site etc. as a means to inform citizens of County activities and encourage public participation.
2. Encourage relationships between the public, non-profit, and private sector to meet the long term goals of the County.
3. Prepare for an aging population and promote the County as a good place to live for young and old.
4. Continue to use the existing system that encourages towns, villages and cities to comment on plan amendments, code revisions and development proposals before the proposals are acted upon, and encourage municipalities to offer the same opportunity to the County.

1.11 Issues and Opportunities Programs

The following general programs are currently available to the County to assist with implementation of the various goals, objectives, policies, and recommendations of the Issues & Opportunities Element of the *Dodge County Comprehensive Plan*.

Wisconsin Department of Administration, Demographic Services Center

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

Wisconsin Department of Administration, Division of Intergovernmental Relations

The Division of Intergovernmental Relations coordinates and provides information with regard to Wisconsin's comprehensive planning statute. The division also assists local governments in developing comprehensive plans. For further information on the division and their programs contact the WDOA or visit their web-site at www.doa.state.wi.us. Their website contains a variety of information including fact sheets, model ordinances, guides for developing the elements of comprehensive plans, and links to a variety of other sources of information for comprehensive planning.

2. Housing

2.1 Introduction

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

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

2.2 Housing Characteristics

Housing Supply

The U.S. Census Bureau classifies housing units as a house, apartment, mobile home or trailer, a group of rooms, or a single room occupied as separate living quarters, or if vacant, intended for occupancy as separate living quarters. Separate living quarters are those in which the occupants live separately from any other individuals in the building and which have direct access from outside the building or through a common hall.

Table 2-1 displays the number of housing units found in Dodge County for 2000 and 2010. The table also includes the number of occupied and vacant homes.

Housing Growth Versus Population Growth

Housing growth does not always correspond with population growth. The communities with the most population growth are not always the communities with the most housing growth. The reason for this is that the number of persons per household is on the decline. On average, fewer people live in one housing unit than did 10 years ago. More homes are being used to house fewer people, so housing often grows faster than the population in some communities. Refer to *Household Size* for more details.

**Table 2-1:
Housing Supply, Occupancy and Tenure, Dodge County, 2000-2010**

Dodge County						
		Percent of		Percent of	# Change	% Change
	2000	Total	2010	Total	2000-10	2000-10
Total housing units	33,672	-	37,005	-	3,333	9.9
Occupied housing units	31,417	93.3	33,840	91.4	2,423	7.7
- Owner-occupied	23,067	68.5	24,617	66.5	1,550	6.7
- Renter-occupied	8,350	24.8	9,223	24.9	873	10.5
Vacant housing units	2,255	6.7	3,165	8.6	910	40.4
- Seasonal units	815	2.4	1,001	2.7	186	22.8

Source: U.S. Bureau of the Census, 2000 and 2010.

In 2010, Dodge County had 37,005 housing units, an increase of 3,333 housing units or a 9.9 percent increase from 2000. In 2010, approximately 91 percent of the county's housing units were occupied. Of this figure, approximately 67 percent were occupied by owners and 25 percent were occupied by individuals renting the housing unit. Vacant units accounted for 8.6 percent of the total housing supply in 2010. This is a larger percentage compared to 2000, when only 6.7 percent were vacant. From 2000 to 2010, the number of vacant housing units in the County increased by 910 units or 40.4 percent. During the same time period, the number of seasonal housing units increased by 186 units or 22.8 percent.

Units in Structure

Table 2-2 displays the most recent number of housing units within structure for Dodge County as reported by the US Census Bureau, 2008-2012 American Community Survey. The American Community Survey information is a sample of the County and is subject to sampling variability. However, the survey provides the most recent data available and provides necessary background information.

Detached housing units are defined as one-unit structures detached from any other house, with open space on four sides. Structures are considered detached even if they have an attached garage or contain a business unit.

**Table 2-2:
Units in Structure, Dodge County**

	Dodge County	
	Number	% of Total
1-unit detached	26,296	71.2
1-unit attached	1,157	3.1
2 units	2,113	5.7
3 or 4 units	1,111	3.0
5 to 9 units	1,780	4.8
10 to 19 units	1,478	4.0
20 or more	1,454	3.9
Mobile home	1,539	4.2
Boat, RV, van, etc.	2	0.0
Total	36,930	99.9

*Percentages may not add up to 100%, due to rounding.

Source: U.S. Census Bureau, 2008-2012 American Community Survey

The majority of the housing structures in County are a one-unit detached structure, making up over 71 percent of all housing structures. Structures with two units come in a distant second at 5.7 percent. Structures with 5 to 9 units come in third, comprising 4.8 percent of the housing structures in the County.

In 2000, one-unit detached structures also accounted for 71.2 percent of all housing structures. Structures with two units accounted for 7.7 percent of the total in 2000. There has been a significant reduction in the number of two unit structures from 2000 – 2012 and an increase in the number of structures with 20 or more units during that time period. There were 1,102 structures with 20 or more units in 2000, compared to 1,454 units in 2012.

Age of Housing Units

An examination of the age of the community’s housing stock will provide an indication of its overall condition. The age of the housing stock is an important element to be analyzed when planning for a future housing supply. If there is a significant amount of older housing units within the housing supply they will most likely need to be replaced, rehabilitated, or abandoned for new development within the planning period. Allowing for a newer housing supply also requires planning regarding infrastructure, land availability, community utilities, transportation routes, and a variety of other things which are affected by new housing development.

Table 2-3 displays the most recent information for the year structures were built in Dodge County as reported by the US Census Bureau, 2008-2012 American Community Survey. The American Community Survey information is a sample of the County and is subject to sampling variability. However, the survey provides the most recent data available and provides necessary background information.

**Table 2-3:
Year Structures Built, Dodge County**

	Dodge County	
	Number	% of Total
Built 2005 or later	1,358	3.7
Built 2000 to 2004	2,678	7.3
Built 1990 to 1999	5,592	15.1
Built 1980 to 1989	2,967	8.0
Built 1970 to 1979	4,716	12.8
Built 1960 to 1969	3,165	8.6
Built 1950 to 1959	3,137	8.5
Built 1940 to 1949	1,944	5.3
Built 1939 or earlier	11,373	30.8
Total	36,930	100.1

*Percentages may not add up to 100%, due to rounding.

Source: U.S. Census Bureau, 2008-2012 American Community Survey

The greatest percentage of Dodge County’s existing housing units were built in 1939 or earlier, accounting for 30.8 percent of the total. This compares to 34.7 percent in 2000. Taking into account the area’s settlement history, it is not surprising that the greatest percentage of the existing housing units in the County were built prior to 1940. The second largest time frame is 1990-1999, with 15.1 percent of the total. The third largest time frame is 1970-1979, with 12.8 percent of the total. In 2000, 14.9 percent of the total housing structures were built from 1970-1979. As expected, the housing supply is becoming newer.

Housing Value

Housing is considered “affordable” if a household spends no more than 30 percent of its income on housing costs, in accordance with a standard established by the U.S. Department of Housing and Urban Development (HUD). For homeowners, housing costs include monthly mortgage payments, property taxes, homeowners and private mortgage insurance, and water, sewer, heating, and electric utilities. A household has a “high housing cost burden” if it spends more than 30 percent of household income on housing costs. Households spending more than 30 percent of their income on housing may lack sufficient income for food, medical care, and other necessities.

Table 2-4 displays the most recent information for housing values of specified owner-occupied units for Dodge County as reported by the US Census Bureau, 2008 – 2012 American Community Survey. The American Community Survey information is a sample of the County and is subject to sampling variability. However, the survey provides the most recent data available and provides necessary background information. A housing unit is owner-occupied if the owner or co-owner lives in the unit even if it is mortgaged or not fully paid for. The U.S. Bureau of the Census determines value by the respondent’s estimate of how much the property (house and lot, mobile home and lot, or condominium unit) would sell for if it were for sale.

**Table 2-4:
Housing Value for Specified Owner-Occupied Units, Dodge County**

	Dodge County	
	Number	% of Total
Less than \$50,000	1,307	5.2
\$50,000 to \$99,999	2,990	11.9
\$100,000 to \$149,999	7,278	29.0
\$150,000 to \$199,999	5,306	21.1
\$200,000 to \$299,999	5,275	21.0
\$300,000 to \$499,999	2,207	8.8
\$500,000 to \$999,999	643	2.6
\$1,000,000 or more	103	0.4
Total	25,109	100.0
Median value	\$157,400	

*Percentages may not add up to 100%, due to rounding.

Source: U.S. Census Bureau, 2008-2012 American Community Survey

Dodge County has a large percentage of homes that are valued at \$150,000 or less, which represents 46.1 percent of the total owner-occupied housing units. This compares to only 40.4 percent of the owner occupied housing units valued at \$150,000 or less for Wisconsin. The County’s median housing value of \$157,400 is well below the Wisconsin median housing value of \$169,000.

2.3 Housing Unit Projections

Housing unit projections are an important element in preparing the comprehensive plan for a community. Specifically, they are used as a guide to estimate required acreage to accommodate future residential development, as well as to prepare for future demands growth may have on public facilities and services throughout the planning period. Similar to population projections, it is important to note that housing projections are based on past and current trends, and therefore should only be used as a guide for planning.

Housing Unit Projection

In 2008, the Wisconsin Department of Administration developed housing unit projections for communities throughout Wisconsin. The housing unit projections were developed with known population data and population projections. The housing unit projections are intended to be used as a guide to future housing needs in the community. Table 2-5 displays the projections from 2010 through 2035.

**Table 2-5:
Housing Unit Projection, Dodge County, 2010-2035**

2010 Housing Units (Census)	2020	2025	2030	2035	Percent Change 2010-2035	Total New Units 2010-2035
37,005	38,147	39,638	40,846	41,735	12.8	4,730

Source: Wisconsin Department of Administration, Demographics Services Center, Household Projections for Wisconsin Municipalities: 2005-2035

According to the housing unit projections in Table 2-5, Dodge County will have 4,730 new housing units by 2035, a 12.8 percent increase in housing units from 2010 to 2035. The need for an additional 1,142 housing units is projected by 2020 or an average of 114 each year from 2010 to 2020.

Based on Wisconsin Department of Administration estimates for housing units produced in October of 2012, the future number of housing units in Table 2-5 may be higher than what will actually occur. The total number of housing units is estimated for each year after the 2010 census. Estimates are provided for April 2011 and 2012. The rate of growth in the two years since the 2010 census is at 0.2 percent each year or an additional 78 housing units each year. If 78 units are added each year on average, there would be an additional 624 housing units by 2020. That is 518 housing units less than what is projected in Table 2-5.

The driving force behind the increase of housing units is the decline in the persons per household. The average household size in 2010 was 2.44 in Dodge County. That number is projected to decline to 2.31 persons per household in 2035. Even with a modest population growth, the number of housing units needed increases due to a smaller average household size and the need to replace an older housing stock.

Dodge County is projected to add 8,211 persons by 2020. Based on the projected 2.38 persons per household for 2020, an additional 3,450 housing units will be needed by 2020. That is an average of 345 new housing units each year from 2010 to 2020. Regardless of what projection is used, the challenge for the County will be to determine where the new housing units will be built and at what density.

2.4 Housing for All Income Levels

Traditionally, most counties, villages and small cities have a high percentage of single-family homes, with few other housing types available. Larger communities generally can support and provide a greater variety of housing types, particularly for different income levels. Every community in Dodge County should assess if the cost of housing in the community matches the ability of residents to pay for it. This is the fundamental question to answer when determining housing affordability and the ability to provide a variety of housing types for various income levels.

Although there are many ways to answer this question, the Department of Housing and Urban Development (HUD) offers a common technique, which involves comparing income to housing costs. According to HUD, housing is considered affordable when it costs no more than 30% of total household income (including utilities). Per HUD standards, people should have the choice of having decent and safe housing for no more than 30% of their household income.

Monthly owner housing costs as percentage of household income is provided for Dodge County in the U.S. Census Bureau, 2008-2012 American Community Survey. If “affordable” housing is a household that spends no more than 30 percent of its income on housing costs, then over one-third of the households with a mortgage, 5,783 households or 34.2 percent, had a high housing cost burden. Nearly 25 percent of those households with a mortgage spent 35 percent or more of their income on housing. Of those households without a mortgage, 16.2 percent spend more than 30 percent of their income on housing.

Dodge County has and will continue to provide a variety of housing types that support all income levels. The County has also recognized that the aging of the population will require a variety of housing types to allow current residents to remain in the community. Housing in the County will continue to include single family homes, duplexes, multi-family units, and mobile homes; which should accommodate all residents. Refer to the Future Land Use Map and associated text for further information on the County’s plans for accommodating housing for all income levels.

2.5 Housing for All Age Groups and Persons with Special Needs

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

The age structure of Dodge County is shifting to older age groups. For Dodge County, the majority of the population was in the 45 to 54 age group followed by the 35 - 44 age group in 2010. The 45 to 54 age group was the fastest growing age group. It is anticipated that there will be a shift from the 45 to 54 age group to the next age group in the near future, requiring the community to further assess its ability of providing housing for all age groups and persons with special needs. Due to the aging population it is anticipated that there will be a need for more specialized living facilities in the future. The County intends on providing housing for all age groups by providing a variety of housing types.

2.6 Promoting Availability of Land for Development/Redevelopment of Low-Income and Moderate-Income Housing

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

2.7 Maintaining and Rehabilitating the Existing Housing Stock

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

2.8 Housing Trends

There were a number of changes in the State of Wisconsin and Dodge County with regard to housing from 2000 to 2012. Housing trends that need to be considered as part of the planning process are identified below:

1. The effect of an increased amount of vacant housing units within the County;
2. Increased need to remodel and rehabilitate the older housing stock in the County;
3. Demographic trends and an aging population will increase the need for more choices relative to elderly housing such as assisted living facilities, nursing homes, and condominiums;
4. The advantages and/or disadvantages of a lower median housing value within the County.
5. Regardless of what housing projection is used, the challenge for the County will be to determine where the new housing units will be built and at what density.

2.9 Housing Goals and Objectives

Wisconsin Statutes 66.1001 requires a statement of overall goals and objectives of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. The following are the goals and objectives developed for Dodge County with regard to the Housing element.

Goal: Allow opportunities for an adequate housing supply that will meet the needs of existing and future residents and provide a range of housing choices including all income levels, age groups, and special housing needs while maintaining the current housing stock.

Goal: Provide for housing development that maintains the characteristics of Dodge County.

Goal: Maintain and encourage rehabilitation of Dodge County's existing housing stock.

Goal: Allow opportunities for an adequate housing supply that will meet the needs of future residents and provide a range of housing choices including all income levels, age groups, and special housing needs while maintaining the current housing stock.

Objectives:

1. Encourage the use of cluster design for rural residential development in those rural areas suitable for limited residential development to minimize impacts on farming areas.
2. Plan for the housing needs of an aging population including small apartments, assisted living facilities and condominiums.
3. Promote an adequate supply of appropriate housing for all those who work in Dodge County.
4. Promote all types of residential development including multi-family, affordable housing and group living quarters in proportion to the demand for such housing.
5. Encourage multi-family and group housing to locate in urban areas where public utilities will be available.

2.10 Housing Policies and Recommendations

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

Policies

1. New multi-family residential development should be limited to designated areas on the Comprehensive Plan Future Land Use Map.
2. Residential in-fill development shall be given priority over the development of areas currently not occupied by residential structures.
3. Residential development should be pursued on lands adjacent to existing developed areas.
4. The County should promote affordable housing to attract young families with children.
5. The County should review the potential impact of new residential developments to ensure adequate services can be provided to the development.

6. New residential developments should provide adequate public amenities (such as open spaces, streetscape features and amenities, sidewalks, terraces, street lights, signage, etc) that contribute to the positive character of the neighborhood.
7. New non-farm residential development in areas not served by central water/sewer systems should be directed away from existing agricultural operations and directed toward those areas that have existing non-farm development.
8. New non-farm residential development should only be allowed in areas not served by central water/sewer if such development is subject to a “nuisance disclaimer”, stringent deed restrictions or other mutual agreement intended to protect the “right-to-farm” of existing and future agricultural operations.
9. The County should discourage the development of major subdivisions (defined as five or more lots) on agricultural zoned land within towns under County zoning jurisdiction.
10. Infill development and new development should be encouraged within areas served by public sanitary sewer.
11. New housing units in areas designated for agriculture should be designed to reduce the impact to natural vegetation, preserve quality farmland, reduce farmland fragmentation, reduce conflict with existing agricultural operations, preserve drainage patterns, and not block potential road extensions.
12. Cluster residential development should be promoted to minimize land use impacts while accommodating development and green space.
13. Any multi-family residential development that abuts established low-density residential areas should be very carefully designed and buffered to minimize potential negative impacts on existing homes.

Recommendations

1. Continue Dodge County’s participation in the Southern Housing Region and Community Development Block Grant (CDBG) program, which provides no interest loans for home improvements for low and moderate income persons.
2. Discourage the construction of housing near heavily traveled highways where traffic noise may become a concern.
3. Discourage the location of new nonfarm residences near farm structures on operating farms.

2.11 Housing Programs

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

Community Development Block Grant (CDBG) – Housing Program

The Wisconsin Community Development Block Grant (CDBG) program for housing, administered by the Wisconsin Department of Administration - Division of Housing, provides grants to regional organizations in Wisconsin for housing programs which principally benefit low- and moderate-income (LMI) households. The CDBG program is a federally funded program through the Department of Housing and Urban Development's Small Cities CDBG Program. CDBG funds can be used for various housing and neighborhood revitalization activities including housing rehabilitation, acquisition, relocation, demolition of dilapidated structures, and handicap accessibility improvements.

Wisconsin Housing and Economic Development Authority (WHEDA)

The Wisconsin Housing and Economic Development Authority serves Wisconsin residents and communities by working with others to provide creative financing resources and information to stimulate and preserve affordable housing, small business, and agribusiness. Visit the web-page at www.wheda.com for further information.

Community Options Program (COP)

Community Options helps people who need long term care to stay in their own homes and communities. Its purpose is to provide cost-effective alternatives to expensive care in institutions and nursing homes. Elderly people and people with serious long-term disabilities receive funds and assistance to find services they are not able to get through other programs. Contact the Wisconsin Department of Health and Family Services for further information.

Local Housing Organization Grants (LHOG)

LHOGs enable community-based organizations and public housing authorities to provide affordable housing opportunities. The program is funded from state general purpose revenue funds. It is administered by the Wisconsin Division of Housing and Intergovernmental Relations (DHIR) and is distributed statewide in response to RFPs on a competitive basis.

Habitat for Humanity

The goal of this program is to eliminate inadequate housing and poverty housing throughout the world. Local affiliates, including dozens in Wisconsin, are responsible for raising funds, recruiting volunteers, identifying project sites, and constructing owner-occupied housing for the benefit of participating low-income families. Visit www.habitat.org.

Wisconsin Home Energy Assistance Program (WHEAP/LIHEAP)

The Energy Services Bureau oversees Wisconsin's Home Energy Assistance Program. This includes the federally funded Low Income Home Energy Assistance Program (LIHEAP) and other related programs. Households with income at or below 150% of the federal poverty level may be eligible for assistance. Many households with income from farms, offices, factories, and other work places receive LIHEAP assistance. Visit the web-site for further information, <http://www.homeenergyplus.wi.gov/>.

Historic Home Owner's Tax Credits

A 25% Wisconsin investment tax credit is available for people who rehabilitate historic non-income producing, personal residences, and who apply for and receive project approval before beginning physical work on their projects. For more information contact the Wisconsin Historical Society.

3. Transportation

3.1 Introduction

A transportation system can be defined as any means used to move people and/or products. The land use pattern of Dodge County, its municipalities, and the region are tied together by the transportation system, which includes roads, multi-use trails, railroads, airports, and any other method of travel used to move people and products. Residents, businesses, agricultural producers, and manufacturers all rely on a dependable transportation system to function and provide linkages to other markets. Dodge County's transportation network plays a major role in the efficiency, safety, and overall desirability of the area as a place to live and work.

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

3.2 Existing Road System

According to the Wisconsin Department of Transportation (WDOT), there is a total of 2,022 miles of highway in Dodge County. This includes 240 miles of state highway, 542 miles of county highway, and 1,240 miles of local roads (See Map 3-1, Appendix A). Map 3-2 displays the Average Annual Daily Traffic Counts for the major highways in the County.

Two major four lane U.S. Highways and a well-developed railway service connect Dodge County to the surrounding region. U.S. Highway 151 runs in a northeast, southwest direction through the northwest portion of the county and provides vehicular access from several cities in Dodge County to Madison, Fond du Lac, and beyond. U.S. Highway 41 runs in a north-south direction through the northeast portion of the county and provides access to Milwaukee, Fond du Lac, Green Bay, and beyond. Interstate Highways 90 and 94 pass to the west and south of Dodge County, respectively.

Dodge County contains an extensive system of State and County highways as well. State highway 26 runs in a north-south direction through the center of the county. State highway 33 runs in an east-west direction through the northern portion of the county, including routes through the Cities of Fox Lake, Beaver Dam, and Horicon. State highway 60 runs in an east-west direction through the southern portion of the county. Several other state highways including 68, 49, 175, 28, 67, 73 and 19 also provide major transportation routes throughout the county.

The extensive system of local roads provides for circulation between and within communities for local residents and provides the link to other transportation routes.

3.3 Functional Classification of Roads

The road system is composed of four levels of government jurisdiction. These levels include the local road system, and county, state, and federal highways. Each roadway within the county can also be classified by function. The function that the road serves in relation to existing traffic patterns, the adjacent land use, land access needs, and the average daily traffic volumes determine its functional classification. There are both urban and rural classification systems, both of which are detailed below. For a map of the functional classification of highways in Dodge County refer to Map 3-1, Appendix A.

Urban Functional Classifications

Urban functional classifications are used for roads in urban areas, i.e., places of 5,000 population or more. Therefore these classifications would be used for the Cities of Mayville, Beaver Dam, Watertown, and Waupun.

- ◆ **Principal Arterials** serve longer intra-urban trip and traffic traveling through urban areas. They carry high traffic volumes and provide linkage to major activity centers. The urban principal arterials are connected to the system of rural principal and minor arterials.
- ◆ **Minor Arterials** provide intra-community continuity and service to trips of moderate length, with more emphasis on land access than principal arterials. The minor arterial system interconnects with the urban arterial system and provides system connections to the rural collectors.
- ◆ **Collectors** provide both land access service and traffic circulation within residential neighborhoods, commercial areas, and industrial areas. These facilities collect traffic from the local streets in residential neighborhoods and channel it onto the arterial system.
- ◆ **Local Streets** comprise all facilities not on one of the higher systems. They primarily provide direct access to adjacent land and access to higher order systems. Local streets offer the lowest level of mobility, and through-traffic movement on this system is usually discouraged.

Rural Functional Classifications

Rural functional classifications are used for all roads outside of urban areas. The majority of Dodge County's transportation system would be classified under the rural functional system.

- ◆ **Principal Arterials** serve interstate and inter-regional trips. These routes generally serve all urban areas greater than 5,000 population.

Principal arterials in Dodge County include USH 151, USH 41, STH 26, and STH 33.

- ◆ **Minor Arterials**, in conjunction with the principal arterials, they serve cities, large communities, and other major traffic generators providing intra-regional and inter-area traffic movements. Minor arterials include STH 49, 68, 28, 67, 33 (north of Beaver Dam), 73, 60, 16, 19, 175, and CTH YY.

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

Major collectors include CTH AW, A, M, H, P, G, D, E, W, S, R, O, T, CW, Y, and J.

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

Minor collectors include CTH F, Z, AY, C, B, V, KW, EE, ME, MM, DJ, K,Q, KK, CP. Lake Emily Road, Pond Road, St. Helena Road, Raasch Hill Road, Crawfish Road, and a portion of CTH I.

- ♦ **Local Roads** provide access to adjacent land and provide for travel over relatively short distances. All roads not classified as arterials or collectors are local function roads.

3.4 Additional Modes of Transport

Trucking

Trucking is an integral part of the Dodge County economy and depends on a safe and efficient highway system as well as adequate local roads and streets. Infrastructure to support trucking is abundant in Dodge County and the surrounding region. All state and U.S. highways, as well as several county trunk highways, within Dodge County are designated official truck routes by the Wisconsin Department of Transportation. There is one state rest area in the county located off STH 41 south of Lomira.

A Transportation System Includes:

- ♦ Roads
- ♦ Transit Services
- ♦ Rail Services
- ♦ Bicycles Lanes, Paths, Trails, and Accommodations
- ♦ Air Travel
- ♦ Pedestrian Accommodations
- ♦ Harbors

Air Service

The Dodge County Airport in Juneau is classified as a Medium General Aviation Airport in the Wisconsin State Airport System Plan. Airports in this classification support most single and multi-engine general aviation aircraft, including those aircraft commonly used by businesses. These airports support regional and in-state air transportation needs.

In 2011, the airport recorded 28,000 aircraft operations and was home to 69 based aircraft. The primary runway (08/26) is 5,060 feet long by 100 feet wide. The Dodge County Highway Committee is responsible for planning and operating the Dodge County Airport.

The Watertown Municipal Airport, located approximately 30 miles south of the Dodge County Airport in the City of Watertown, is also a Medium General Aviation Airport. In 2010, the airport was home to 77 based aircraft. The primary runway (05/23) is 4,429 feet long by 75 feet wide.

The Hartford Municipal Airport is classified as a general utility airport. This airport is intended to serve virtually all small general aviation single and twin engine aircraft with a maximum takeoff weight of 12,500 pounds or less. Waupun also has limited airport service.

Commercial service is available at: General Mitchell International Airport in Milwaukee; Madison's Dane County Airport; and the Austin Straubel International Airport in Green Bay. These facilities have regularly scheduled service with a variety of commercial airlines.

For a map of airport locations serving Dodge County refer to the Appendix, Map 3-1.

Rail Service

At least one rail line passes through every town in the county, except the Towns of Portland, Hustisford, and Leroy. The Dodge County network of railroads includes rail lines operated by the Canadian Pacific Rail System, Union Pacific, Canadian National, and Wisconsin & Southern Railroad Company; refer to Map 3-1 in the Appendix.

Freight service as well as passenger trains traverse the county. Three of the lines travel south toward the Milwaukee area. One line runs south from Clyman Junction while another travels north from Horicon and extends past Oshkosh. This network allows for the easy flow of products throughout the county, with lines connecting Dodge County to Milwaukee, Madison, Fond du Lac, Oshkosh, Green Bay, and beyond. These railroads are important also for attracting industrial uses to the county. Amtrak passenger rail service is available from Columbus with connections to Minneapolis/St. Paul and Chicago.

Water Transportation

There are a number of rivers, streams, and major lakes in Dodge County. Some of these water bodies and waterways are utilized by commercial businesses to provide recreation services such as boat tours and boat rentals. There are no known businesses that utilize Dodge County waterways for strictly commercial or industrial business purposes, such as moving cargo or freight. It is not anticipated that this type of activity will occur in Dodge County during the planning period.

Pedestrian Travel

Walking is one of the most common and elementary forms of transportation. We combine walking with almost every other mode of transportation and trip-making, whether it is to complete a trip made by car to a downtown parking location, or a walk to and from a bus stop. Walking is still an important part of our work-trip commutes. According to the 2008-2012 American Community Survey, 3.1% or 1,344 workers in Dodge County walk to work. This compares to 3.3% of the workers in the State of Wisconsin.

Dodge County has adopted the *Dodge County Bicycle and Pedestrian Improvement Plan* to help guide the development of pedestrian facilities. The following are key recommendations from the plan to enhance walking in Dodge County.

- ◆ Dodge County's top pedestrian priority is to focus its attention on and draw countywide attention to "Walk to School" initiatives for children of all ages. Dodge County will work

with community leaders, decision makers, voters, and citizens to encourage school districts and/or municipalities to:

1. Build new schools in close proximity to homes of the children who will attend so that they can walk to school. Utilize existing neighborhood schools whenever possible.
 2. Complete sidewalk gaps along safe routes to school.
 3. Urge groups of children to walk together.
 4. Encourage parents to walk with their children to school if they have safety concerns, employing effective strategies like “the walking school bus.”
- ◆ Commit to working with local governments to promote an ongoing, countywide educational campaign involving all possible partners to help motorists understand and comply with their legal responsibility to yield to pedestrians. Such an educational campaign would include information about safe speed and traveling distance.
 - ◆ Encourage municipal governments to complete sidewalk gaps on all frequently used walking routes in and through their communities. Focus should be on connections between retail development and multi-family housing.
 - ◆ Encourage individual communities to work together and create partnerships to: (1) develop maps of short, medium, and long walking routes with historical information and points of interest/destinations to promote walking by residents and visitors. (2) promote walking for transportation, recreation, physical fitness (including weight control and heart health), and community enjoyment.

Bicycle

The *Dodge County Bicycle and Pedestrian Improvement Plan* will also be used to promote and improve conditions for bicycling throughout Dodge County. The following are key recommendations from the plan to improve bicycling in Dodge County.

- ◆ Improve bicycle safety around the Horicon Marsh by paving shoulders and adding signage to increase motorists’ awareness of bicyclists.
- ◆ Paved shoulders should be included for County Trunk Highways (CTH) identified in the plan when the highway is resurfaced. This is most important on the recommended routes but bike use should always be considered when repaving county highways to determine if a paved shoulder is needed.
- ◆ Because of the relatively low annual average daily traffic (AADT) and typical traffic speeds, a key recommendation of the plan is to sign popular bike routes whether on town roads or county roads with “Caution Bike” signs to raise motorists’ awareness of bicyclists on the highway.
- ◆ The final mile of a state trunk highway or county trunk highway can be particularly busy with motor traffic approaching or leaving a village or city. The plan recommends paving

the shoulders of the main roads leading out of communities in Dodge County to the first major intersection when other road improvements are made.

Bicyclists have an excellent facility in Dodge County, the Wild Goose State Trail. This 34-mile trail begins in the Town of Clyman, passes through the City of Juneau, and follows an abandoned railroad bed along the edge of Horicon Marsh, before proceeding to the City of Fond du Lac. The trail is surfaced with compacted limestone screening and passes cultivated farm fields, wood lots, prairie remnants, abundant wildlife, and historic small communities. In addition to bicycles, this multi-use trail accommodates hiking and snowmobile riding as well as horseback riding in a section between STH 60 and the City of Juneau. Biking opportunities are also available within the Horicon Marsh Refuge.

Public Transit

Public transportation is usually in the form of bus service. Transit bus service has fixed routes and schedules. Since a certain population size and make-up is needed to provide transit services cost-effectively, Dodge County does not have transit bus service in any of its communities. Publicly funded taxi services are located in Hartford and Watertown.

Transportation for Persons with Disabilities

Paratransit is a specialized transit service to specific segments of the population that require more accessible vehicles and flexible routing. Paratransit services provide transportation to the elderly and disabled, or those individuals with limited transportation alternatives. Providers of the service include municipally owned buses and vans, taxis, limousines, and privately owned buses and vans, including those operated by nursing homes, senior citizen activity centers and hotels. Coordination among the providers is often accomplished through contractual agreements between a provider and various supplemental providers. Paratransit service is provided in Watertown, Beaver Dam, and Waupun as shared-ride taxi service. Shared-ride taxi service is a contracted taxi that may pick up more than one person for routes to separate locations.

The Dodge County Human Services Department provides transportation for the disabled. This department has volunteer drivers who use their own cars, as well as county employed drivers in county owned wheelchair accessible vans that provide transportation to the disabled. These drivers also provide transportation to people who are unable to drive due to a medical condition, are in nursing homes, or receive W-2.

Electric Personal Assistive Mobility Devices

In Wisconsin, electric personal assistive mobility devices are treated the same as bicycles. Please refer to the bicycle subsection above.

3.5 Transportation Plans

Local Plans (Urban and Rural)

A number of communities in Dodge County utilize a Capital Improvement Planning (CIP) process to prioritize transportation projects and necessary expenditures. Often these plans cover a five to ten year period and serve as the primary transportation planning document for the community.

In addition to the Dodge County Comprehensive Plan, the county's Capital Improvement Plan details future highway and bridge projects. The plan also provides information on future projects at the Dodge County Airport.

County Plans

The Dodge County Highway Department completes a 5 year Capital Improvement Plan, which is updated each year. Project details are provided in Section 3.6, Planned Transportation Improvements.

Regional Plans

Dodge County is not a member of a regional planning commission or a Metropolitan Planning Organization (MPO). These organizations often coordinate and plan for transportation systems within a regional context. There are no regional transportation related plans that apply to Dodge County.

State Plans

The Wisconsin Department of Transportation maintains several plans with statewide policies, recommendations, and strategies regarding various aspects of transportation. These plans should be taken into consideration and utilized when transportation decisions or plans are made in Dodge County. The following are current statewide transportation planning documents pertaining to Dodge County:

- ◆ Wisconsin State Highway Plan 2020
- ◆ Wisconsin Bicycle Transportation Plan 2020
- ◆ Wisconsin State Airport System Plan 2020
- ◆ Five Year Airport Improvement Plan
- ◆ Wisconsin Statewide Pedestrian Policy Plan 2020
- ◆ Connections 2030
- ◆ Six-Year Highway Improvement Program
- ◆ Wisconsin State Rail Plan 2030

3.6 Planned Transportation Improvements

Federal and State Highway Projects

STH 26 between CTH Q (north of Watertown) and STH 60 east will be expanded to two lanes in each direction with a grass median. Construction of the 6.5 mile segment will start in 2013 and extend through 2015. North of the city of Watertown, at-grade side road and driveway intersections will remain, although driveways will be combined to a single access point or moved

to a side road where possible. Median crossing points will be widely spaced to improve safety. The interchange of STH 26 with STH16/60 will be rebuilt as a standard diamond and will accommodate traffic in all directions.

USH 151 is being planned for conversion to a freeway facility. This would involve the removal of driveways that access the roadway, at-grade intersections and railroad crossings. Phase 1 of the project has been completed and involved collection of land use plans, environmental resources, and traffic and crash statistics. Phase 2 is an environmental assessment that will determine the environmental impacts of the freeway conversion. Phase 3 (2014-2016) is to prepare the official map in order to preserve the corridor for highway purposes. USH 151 is designated as a Corridors 2020 backbone route, which is an important roadway connecting the south central part of the state with the Fox Valley and Green Bay area.

County Highway Projects

The Dodge County Highway Department has completed a capital improvement plan for 2015 through 2019 which includes the following projects:

2015

- ◆ Rehabilitate and Repave Highways – to be determined
- ◆ CTH V, STH 33 – Mayville, 2.9 miles, reconstruct
- ◆ CTH C, CTH A – Jersey Road (Part 1), 1.5 miles, reconstruct
- ◆ CTH C, Jersey Road – USH 151, 1.5 miles, design and ROW acquisition.
- ◆ Neosho Facility Upgrade Design
- ◆ County Bridge Replacement
- ◆ Truck and Equipment Replacement

2016

- ◆ Rehabilitate and Repave Highways – to be determined
- ◆ Neosho – Build Highway Shop Facility
- ◆ CTH C, Phase 3 design
- ◆ CTH C, Jersey Road – USH 151, Phase 2 (Part 1), 1.5 miles, reconstruct
- ◆ CTH S, Iron Ridge, reconstruct
- ◆ County Bridge Replacement
- ◆ Truck and Equipment Replacement

2017

- ◆ Rehabilitate and Repave Highways – to be determined
- ◆ Build Reeseville Highway Shop
- ◆ CTH C, Jersey Road – USH 151, 1.5 miles, Phase 2 (Part 2), reconstruct
- ◆ CTH C, USH 151 – STH 26, ROW acquisition
- ◆ County Bridge Replacement
- ◆ Truck and Equipment Replacement

2018

- ◆ Rehabilitate and Repave Highways – to be determined

- ◆ CTH C, USH 151 – STH 26 (Phase 3: Part 1)
- ◆ Design CTH Reconstruction Project – to be determined
- ◆ County Bridge Replacement
- ◆ Truck and Equipment Replacement

2019

- ◆ Rehabilitate and Repave Highways – to be determined
- ◆ ROW Acquisition for CTH Project – to be determined
- ◆ CTH C, USH 151 – STH 26, (Phase 3: Part 2)
- ◆ County Bridge Replacement
- ◆ Truck and Equipment Replacement

Dodge County Airport

The Wisconsin Bureau of Aeronautics 5-year Airport Improvement Plan details 10 projects that are planned to be completed at the Dodge County Airport from 2014 to 2019. The total cost for all of the projects would be over \$2.3 million. The county’s share of the total cost would be \$116,218.00. The largest project would cost \$1.4 million to rehabilitate Runway 2/20 in 2019.

Rail System

The Draft Wisconsin Rail Plan 2030 recommends new intercity passenger rail service from Milwaukee to Madison and onto Minneapolis-St. Paul, as well as from Milwaukee to Green Bay. Completion of the Wisconsin Rail Plan 2030 has been postponed until further notice. The passenger train route Amtrak Empire Builder, currently runs through the south western portion of Dodge County and there is a station in Columbus.

Bicycle/Hiking System

A bike/hiking trail is planned within the road right-of-way of the reconstructed STH 26 segment from Watertown to STH16/60. The 6.5 mile paved trail will be separated from motor vehicle traffic. The trail will provide a link to the Wild Goose State Trail located along STH 60 in the Town of Clyman.

3.7 Transportation Goals and Objectives

Wisconsin Statutes 66.1001 requires a statement of overall goals and objectives to guide the future development and redevelopment of the county over a 20-year planning period. The following are the goals and objectives developed by Dodge County with regard to the Transportation element.

Goal: A safe and well-maintained transportation network.

Goal: Support a transportation system which, through its location, capacity, and design, will effectively serve the existing land use development pattern and meet anticipated transportation demand generated by existing and planned land uses.

Objectives:

1. Improve existing safety-deficient roadways in the most economical and efficient manner to reduce accident exposure and maintain and upgrade those existing roads before developing new major highways.
2. Develop a long-term transportation plan which prioritizes roadway improvement projects, preserves a high aesthetic quality and possess a positive visual relation to the urban and rural landscape, and minimizes disruption of natural, historical and cultural resources.
3. Objectively determine the environmental and economic impacts of proposed transportation improvements.
4. Seek opportunities to assist and expand the railroad system operating in Dodge County, including opportunities for expanded AMTRACK or commuter rail service.
5. Maintain a safe, high quality airport to meet air transportation needs of those living and working in Dodge County.
6. Encourage the adoption of adequate town road standards in all the towns and to require developers to build any new town roads to those standards.
7. Encourage DOT to improve existing highways to include passing and turning lanes where appropriate and necessary.
8. Develop an access management plan on arterial and collector highways.
9. Conduct a park and ride study and develop new lots if needed.
10. Review needs and prepare a plan for specialized transit programs throughout the County such as shared ride taxi service to the County's elderly and persons with disabilities.

3.8 Transportation Policies and Recommendations

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

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

Policies:

1. Work to limit new rail crossings and eliminate existing crossings whenever possible to improve safety.
2. Support the jurisdictional transfer of highways in accordance with periodic updating of the functional classification of highways.
3. Implement and preserve access controls along all arterial and collector highways, and consider the need for additional access control for other county trunk highways and some town continuous through roads.
4. Minimize creation of smaller remnant parcels or severance of active agricultural operations in the planning and construction of highway improvements.
5. In cooperation with the County Highway Department and Wisconsin Department of Transportation, plan to preserve abandoned rail corridors as recreational trails so that they are available for future transportation uses if needed.
6. Ensure that major subdivision streets can connect to future streets on abutting properties whenever practical to do so.
7. Require developers to provide access roads which at least meet minimum town road standards.
8. Road development and new driveway accesses on active agricultural land should be limited to the fullest extent possible.
9. Accident exposures should be reduced by improving deficient roadways and intersections by citing such deficiencies during road inspections.
10. All new development projects should accommodate the needs of pedestrians, bicyclists, and the physically challenged.
11. Dead end roads and cul-de-sacs should be avoided whenever possible.
12. New driveways shall be regulated to ensure adequate emergency vehicle access, to maintain safe driveway spacing standards, and to prevent damage to County Highways caused by drainage impacts.
13. Developers should bear all of the costs for improvements and extensions to the road network.

14. New homes that require new individual driveways should be discouraged along federal and state highways.
15. Traffic impact studies shall be required as deemed appropriate by the Planning, Development and Parks Committee.
16. Construct new road connections in accordance with the Comprehensive Plan Future Land Use Map.
17. Support the use of CTH A from STH 26 to USH 151 as a bypass route of the City of Juneau and as the preferred truck route alternate for STH 26 from Juneau to Waupun.
18. Support DOT plans to convert USH 151 to a freeway facility.

Recommendations:

1. Request that the DOT construct on and off ramps at the intersection of USH 151 and CTH C.
2. Limit the development of new homes that require individual driveways along federal and state highways.
3. Work with State DOT to install traffic lights at Western Ave. and Hwy 26 in the City of Juneau.
4. Work with local governments to create bicycle and pedestrian linkages between neighborhoods and subdivisions.
5. Upgrade CTH A from STH 26 to USH 151 in order to serve as the preferred alternate route of STH 26 north to Waupun.
6. Special zoning “overlay” district regulations shall be established in the County Land Use Code as necessary to protect the ongoing function and operation of the Dodge County Airport through the limited use and/or development of land adjoining and within a 3-mile radius of the airport property.
7. Promote the development of a bicycle/pedestrian trail from the City of Waupun to the Wild Goose State Trail.
8. Continue to produce a County Five Year Capital Improvement Plan.

3.9 Transportation Programs

The following general programs are currently available to the County to assist with implementation of the various goals, objectives, policies, and recommendations of the Transportation Element of the *Dodge County Comprehensive Plan*.

Local Bridge Improvement Assistance

The Local Bridge Improvement Assistance program helps rehabilitate and replace, on a cost-shared basis, the most seriously deficient existing local bridges on Wisconsin's local highway systems. Counties, cities, villages, and towns are eligible for rehabilitation funding on bridges with sufficiency ratings less than 80, and replacement funding on bridges with sufficiency ratings less than 50. For further information on the program WDOT should be contacted.

Local Roads Improvement Program (LRIP)

Established in 1991, the Local Roads Improvement Program (LRIP) assists local governments in improving seriously deteriorating county highways, town roads, and city and village streets. A reimbursement program, LRIP pays up to 50 percent of total eligible costs with local governments providing the balance.

The program has three basic components: County Highway Improvement (CHIP); Town Road Improvement (TRIP); and Municipal Street Improvement (MSIP). Three additional discretionary programs (CHIP-D, TRIP-D and MSIP-D) allow municipalities to apply for additional funds for high-cost road projects. For further information on the program WDOT should be contacted.

Adopt-A-Highway Program

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

Transportation Economic Assistance (TEA) Program

The Transportation Economic Assistance program provides 50 percent state grants to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the state. Grants of up to \$1 million are available for transportation improvements that are essential for an economic development project. It must be scheduled to begin within three years, have the local government's endorsement, and benefit the public. For more information about this program contact the WDOT, Division of Transportation Investment Management.

Local Transportation Enhancement Program

Transportation enhancements (TE) are transportation-related activities that are designed to strengthen the cultural, aesthetic, and environmental aspects of transportation systems.

The transportation enhancements program provides for the implementation of a variety of non-traditional projects, with examples ranging from the restoration of historic transportation facilities to bike and pedestrian facilities. Most of the requests and projects awarded in Wisconsin have been for bicycle facilities. Examples of bicycle projects include multi-use trails

(in greenways, former rail trails, etc.), paved shoulders, bike lanes, bicycle route signage, bicycle parking, overpasses/underpasses/bridges, and sidewalks.

Federal regulations restrict the use of funds on trails that allow motorized users, except snowmobiles. TEA 21 expanded the definition of transportation enhancements eligibility to specifically include the provision of safety and educational activities for pedestrians and bicyclists, which had not been clearly eligible under ISTEA.

Capital Improvement Program

The Capital Improvement Program is a tool to assist county government in allocating financial resources. It is a plan or schedule for major capital expenditures each year over the next five year period. The program identifies each project, the estimated cost of the project and the financial resources available to finance it. The program is updated annually to reflect changing needs and priorities and to extend the program another year.

4. Utilities and Community Facilities

4.1 Introduction

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

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

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

Utilities and Community Facilities Include:

- ◆ Administrative facilities and services
- ◆ Police, fire, and emergency medical services
- ◆ Schools
- ◆ Quasi-public facilities (libraries, cemeteries, post offices)
- ◆ Parks and recreation
- ◆ Solid waste and recycling services
- ◆ Communication and power facilities
- ◆ Sanitary sewer services
- ◆ Public water services and supply
- ◆ Stormwater facilities
- ◆ Health and day care facilities

4.2 Administrative Facilities and Services

Dodge County

Dodge County administrative facilities are located in the Administration Building at 127 East Oak Street in the City of Juneau. The Dodge County Board of Supervisors consists of 33 Supervisors, with each supervisor representing approximately 2,700 people. The Board of Supervisors functions as the policy making and legislative branch of County government. There are 38 Committees of the County Board and are also parts of Dodge County government.

Dodge County Public Buildings

Dodge County owns and maintains an extensive number of buildings and facilities, most of which are located in the City of Juneau. The following are facilities currently owned by Dodge County.

- ◆ Dodge County Administration Building – 127 East Oak Street, City of Juneau
- ◆ Dodge County Highway Building – 211 East Center St, City of Juneau
- ◆ Satellite Highway Shops
 - ▶ Mayville Shop, 850 Mallard Drive, City of Mayville
 - ▶ Reeseville Shop, 404 North Main St, Village of Reeseville
 - ▶ Neosho Shop, 271 West Lehman St, Village of Neosho
 - ▶ N8856 CTH A, Town of Trenton
- ◆ Dodge County Justice Facility – 210 West Center St, City of Juneau
- ◆ Dodge County Detention/Jail Facility – 216 West Center St, City of Juneau
- ◆ Clearview - 198 CTH DF, City of Juneau
- ◆ Henry Dodge Office Building – 199 CTH DF, City of Juneau
- ◆ Sheriff’s Department – 124 West Street, City of Juneau
- ◆ Dodge County Airport – N6471 STH 26, Town of Oak Grove
- ◆ Dodge County Parks
 - ▶ Astico Park N3620 CTH TT, Town of Elba
 - ▶ Derge Park N8379 CTH CP, Town of Westford
 - ▶ Ledge Park N7403 Park Road, Town of Williamstown
 - ▶ Harnischfeger Park W3048 Crawfish Road, Town of Lebanon
 - ▶ Nitschke Mounds Park W5934 CTH E, Town of Burnett

4.3 Police Services

Dodge County Sheriff’s Department

The Dodge County Sheriff’s Department serves as the primary law enforcement agency to many communities in the county and also operates the County Jail in Juneau. The Dodge County Sheriff’s Department has 180 employees. The Dodge County Sheriff is elected on a partisan ballot for a two-year term.

The duties and responsibilities of the Dodge County Sheriff are identified and regulated by Wisconsin State Statutes and includes operation of the county jail, serve civil process, sale of foreclosed property, security of the county courts, enforce general orders, safeguarding and rescue within the local waterways, and other duties required by law. Not written in the statutes are the more visible roles of highway safety and enforcement and investigation of crimes. The Sheriff and the Administration Division of the Dodge County Sheriff’s Department also has overall responsibility for the administration of the department in its entirety, inclusive of the Dodge County Detention Center and the Dodge County Huber Center.

The Dodge County Sheriff’s Department, Jail Division, was created in requirements by Wisconsin State Statutes and is regulated by the Wisconsin State Division of Health and Social Services. The Sheriff is charged with the maintenance and upkeep of a county level detention facility. This division confines, supervises, and provides for the welfare of all individuals incarcerated within the Dodge County Jail. New jail and court facilities were completed in 2000. The jail occupies 138,490 square feet and houses up to 356 inmates. The courts portion of the building occupies 115,104 square feet and houses five courtrooms, the Clerk of Courts and all other administrative offices.

4.4 Fire Departments and Emergency Medical Services

Dodge County is adequately served by an extensive system of fire departments and emergency medical service providers. See Map 4-1 and 4-2 located in the Appendix. Some departments in the county provide both of these services. Table 4-1 details the fire service providers serving the county and the square mileage they serve. Table 4-2 details the emergency medical service providers serving the county.

**Table 4-1:
Fire Departments, Dodge County, 2014**

Fire Emergency Service	Square Miles	% of Total
Allentown	9.9	1.1%
Ashippun	35.8	3.9%
Beaver Dam	98.3	10.8%
Brownsville	24.5	2.7%
Burnett	36.5	4.0%
Clyman	35.6	3.9%
Columbus	53.1	5.9%
Fox Lake	51.5	5.7%
Hartford	12.7	1.4%
Horicon	22.9	2.5%
Hustisford	40.8	4.5%
Iron Ridge/Neosho/Woodland	67.9	7.5%
Juneau	30.7	3.4%
Kekoskee	43.0	4.7%
Knowles	24.7	2.7%
Lebanon	48.2	5.3%
Lomira	12.4	1.4%
Lowell/Reeseville	1.0	0.1%
Mayville	3.3	0.4%
Randolph	29.9	3.3%
Reeseville/Lowell	60.1	6.6%
Theresa	36.4	4.0%
Waterloo	24.2	2.7%
Watertown	47.9	5.3%
Waupun	55.9	6.2%
Total	907.2	100.0%

Source: Dodge County Land Resources and Parks Department.

**Table 4-2:
Emergency Medical Service, Dodge County, 2014**

<u>Emergency Medical Service</u>	<u>Square Miles</u>	<u>% of Total</u>
Allenton	24.3	2.7%
Beaver Dam	147.5	16.3%
Columbus/Lifestar	11.4	1.3%
Fond du Lac	0.8	0.1%
Fox Lake	51.0	5.6%
Hartford	48.2	5.3%
Horicon	78.0	8.6%
Juneau	67.4	7.4%
Lebanon	98.9	10.9%
Waupun/Lifestar	109.5	12.1%
Mayville	98.0	10.8%
Oconomowoc	5.9	0.6%
Randolph	29.9	3.3%
Stone Bank	15.1	1.7%
Theresa	48.8	5.4%
Waterloo	24.2	2.7%
Watertown	48.5	5.3%
Total	907.2	100.0

Source: Dodge County Land Resources and Parks Department.

Beaver Dam has the largest service area for both fire protection and emergency medical services. With 17 full-time staff, Beaver Dam is one of the few fire departments in the County to have full time staff. Mayville has a very small fire service area, but has the fourth largest service area for emergency medical services. Iron Ridge, Neosho, and Woodland combined fire departments since 2005 and their service area has become the second largest service area in the County. LifeStar was not involved in providing emergency medical service in 2005, but now has the second largest service area.

4.5 School Facilities

Dodge County is served by 19 school districts, see Map 4-3 located in the Appendix for school district boundaries. Table 4-3 details school districts serving the county as well as their service area in square miles. As indicated by the table, the Beaver Dam School District serves the largest geographic area of Dodge County. The Mayville School District and Waupun School District also serve a large portion of the county. Only five of the school districts are located entirely within Dodge County, Beaver Dam, Dodgeland, Hustisford, Horicon, and Neosho J3.

**Table 4-3:
School Districts, Dodge County, 2005**

School Districts	Square Miles	% of Total
Beaver Dam	116.8	12.9%
Columbus	6.7	5.1%
Dodgeland (Juneau)	85.2	9.4%
Fall River	9.9	1.1%
Hartford J 1	9.3	1.0%
Herman #22	34.9	3.8%
Horicon	52.5	5.8%
Hustisford	51.4	5.7%
Lomira	56.2	6.2%
Markesan	0.7	0.1%
Mayville	97.9	10.8%
Neosho J 3	32.8	3.6%
Oakfield	1.6	0.2%
Oconomowoc Area	22.7	2.5%
Randolph	30.1	3.3%
Rubicon J 6	13.8	1.5%
Waterloo	49.4	5.4%
Watertown	91.0	10.0%
Waupun	104.5	11.5%
Total	907.2	100.0%

Source: Dodge County Land Resources and Parks Department.

School Enrollment

During the 2012-2013 school year, the Oconomowoc Area School District had the largest enrollment (5,131), but has only a small area in Dodge County. The Watertown Unified School District had an enrollment of 3,844, while the Beaver Dam Unified School District had an enrollment of 3,611. Hustisford was the smallest school district in the County with an enrollment of 413. Other districts like Herman #22, Rubicon J6, and Neosho J3 have fewer students than Hustisford, but do not include a high school in their districts.

According to the Wisconsin Department of Public Instruction, only seven of the 19 school districts in the County experienced a drop in school enrollment between the 2009/2010 and 2012/2013 school years. This is somewhat surprising since the population of the County continues to age. The Rubicon J6 District had the largest percentage drop at 13.6 percent, followed by the Herman #22 District at 12.9 percent. The Markesan District had the largest increase at 9.3 percent, followed by Neosho J3 at 7.8 percent.

District Report Cards

The Wisconsin Department of Public Instruction prepares a District Report Card for each school district in the state. An Overall Accountability Score and Rating is given to every school district each year. The only school districts to achieve a rating of “Exceeds Expectations” for the 2012-

2013 school year were the Oconomowoc Area District and Herman #22. All of the remaining districts in the County were given scores in the range of “Meets Expectations”.

Other Schools

In Dodge County, private schools also play an important role in education. Most of the areas within the County contain private religious schools that offer a K-8 education. Wayland Academy is a nondenominational, liberal arts preparatory school located in Beaver Dam and is the oldest continuously coeducational boarding school in America.

Dodge County is also home to higher education facilities. Post-secondary schools such as trade schools and technical colleges are available in Beaver Dam, Hartford, Mayville, Watertown, and Waupun. Moraine Park Technical College is located in Beaver Dam, with branches located in Hartford, Mayville, and Waupun. The Madison Area Technical College and Maranatha Baptist Bible College are located in Watertown.

4.6 Other Public and Quasi Public Facilities

Libraries

Dodge County is served by 15 municipal libraries, indicated as follows.

- ◆ Beaver Dam Community Library
- ◆ Brownsville Public Library
- ◆ Columbus Public Library
- ◆ Fox Lake Public Library
- ◆ Hartford Public Library
- ◆ Horicon Public Library
- ◆ Hustisford Public Library
- ◆ Iron Ridge Library
- ◆ Juneau Public Library
- ◆ Lomira Public Library
- ◆ Theresa Public Library
- ◆ Mayville Public Library
- ◆ Hutchinson Public Library, Randolph
- ◆ Watertown Public Library
- ◆ Waupun Public Library

Dodge County Fairgrounds

The Dodge County Fairgrounds, located along HWY 33 about three miles east of the City of Beaver Dam, covers 62.5 acres and is owned and operated by the Dodge County Fair Association. The fairgrounds are best known as the site of the annual Dodge County Fair in August and stock car racing during summer. The site contains a number of large exhibition buildings, a horse show arena, a racetrack, and other facilities to accommodate other types of events such as horse shows, circuses, rallies, and outdoor conventions. Parking on the site is unimproved with mostly grassed areas used.

Friends of Dodge County Parks

Friends of Dodge County Parks is a non-profit citizens group which raises money through individual and corporate donations to develop and improve Dodge County parks and the Wild Goose State Trail. Local snowmobile clubs, horse clubs, the all-terrain vehicle club and other user groups provide additional financial support and assistance. Local funds used for trail development and facilities are typically supplemented by state and federal grants.

Correctional Institutions

There are four correctional facilities located in Dodge County. The John C. Burke Correctional Center, located in Waupun, consists of 12 acres and has a capacity to hold 162 men. The Dodge County Correctional Institution is a 57-acre intake facility located in Waupun. It has the capacity to hold 1,165 men and 30 women. Fox Lake Correctional Institution, in the Town of Fox Lake, is a minimum-security facility on 85 acres, with an operating capacity of 691 men. The Waupun Correctional Institution is a maximum-security facility located on 20 acres in Waupun, and has a capacity for 882 inmates. Additionally, the Waupun State Prison Farm includes almost 300 acres of agricultural land and farm support buildings. These facilities employ over 1,100 individuals from Dodge and surrounding counties.

Post Offices

The following post offices serve Dodge County.

- ◆ Neosho, Rubicon Street
- ◆ Fox Lake, West State Street
- ◆ Waupun, Franklin Street
- ◆ Mayville, North School Street
- ◆ Theresa, Church Street
- ◆ Horicon, East Lake Street
- ◆ Iron Ridge, North Street
- ◆ Burnett, 2nd Street
- ◆ Lomira, Railroad Ave.
- ◆ Brownsville, Main Street
- ◆ Juneau, East Oak Street
- ◆ Hustisford, East Griffith Street
- ◆ Rubicon, Rome Road
- ◆ Hartford, East Wisconsin Street
- ◆ Beaver Dam, North Spring Street
- ◆ Clyman, Main Street
- ◆ Lebanon, Highway 109
- ◆ Lowell, North River Street
- ◆ Ashippun, Highway 67
- ◆ Reeseville, Main Street
- ◆ Randolph, Stroud Street

Churches and Cemeteries

The following are churches and cemeteries located in communities that participated in the planning process for the Dodge County Comprehensive Plan adopted in 2006. There are many more churches and cemeteries located in such places as the cities of Beaver Dam, Watertown, Waupun, and the villages of Reeseville, Lowell, Kekoskee, and Randolph.

Town of Ashippun

- ◆ St. John's Lutheran Church and Cemetery
- ◆ Zion Lutheran Church
- ◆ St Olof's Church and Cemetery
- ◆ St. Paul's Episcopalian Church and Cemetery
- ◆ There are four abandoned cemeteries located in the town.

Town of Burnett

- ◆ Burnett Union Cemetery
- ◆ Burnett Central Cemetery
- ◆ Stone Cemetery
- ◆ Zion Evangelical Lutheran
- ◆ Emmanuel Evangelical Lutheran

Town of Elba

- ◆ St. Columbhill Catholic Church and cemetery

Town of Fox Lake

- ◆ County Line Lutheran Church
- ◆ Lake Emily Cemetery
- ◆ Grand Prairie Cemetery

Town of Herman

- ◆ Zum Kripplein Christi Lutheran Church and School (Wisconsin Synod)
- ◆ Emmanuel Lutheran Church (Wisconsin Synod)
- ◆ Trinity Evangelical Lutheran Church (Wisconsin Synod)
- ◆ St. Mary's Catholic Church
- ◆ There are nine cemeteries in the town. Two cemeteries located on Goodland Road, while the others are located on Rock Road, W. Iowa Road, N. Astor Road, in Woodland, St. John Road, west of CTH U, north of STH 33.

Town of Hustisford

- ◆ Thorow Cemetery
- ◆ Unnamed cemetery is located on STH 115

Town of LeRoy

- ◆ St. Andrew's Catholic Church and Cemetery
- ◆ Miles Farm Cemetery
- ◆ Kantin Cemetery
- ◆ There are also two unnamed cemeteries and Indian burial grounds are located in the town off CTH Z

Town of Portland

- ◆ Washington Cemetery
- ◆ Van Delavan Cemetery or Gerah Cemetery
- ◆ German Methodist Cemetery
- ◆ Austin Cemetery

Town of Rubicon

- ◆ St. John's Church and Cemetery
- ◆ St. Matthew's Catholic Cemetery
- ◆ St. John's Cemetery
- ◆ Cemetery, STH 60
- ◆ Cemetery, CTH P

Town of Shields

- ◆ Immanuel Lutheran Cemetery
- ◆ St. Mark's Lutheran
- ◆ Apostolic House of Prayer

Town of Trenton

- ◆ Trenton Cemetery
- ◆ Catholic Cemetery
- ◆ Highland Murray Gardens Cemetery

Village of Brownsville

- ◆ St. Paul's Lutheran Church
- ◆ St. Paul's Cemetery
- ◆ Village Cemetery

Village of Iron Ridge

- ◆ St. Matthew's Lutheran Church and Cemetery
- ◆ Our Savior Lutheran Church

Village of Lomira

- ◆ St. John's Evangelical Lutheran Church (Wisconsin Synod)
- ◆ St. Mary's Catholic Church
- ◆ Trinity United Methodist Church

Village of Neosho

- ◆ St. Paul's Lutheran
- ◆ St. Matthew's Catholic Church
- ◆ Woodlawn Cemetery
- ◆ St. Bartholomew Cemetery

Village of Theresa

- ◆ Theresa Union Cemetery
- ◆ St. Theresa's Catholic Cemetery
- ◆ St. Theresa's Catholic Church
- ◆ St. Peter Lutheran Church

Town of Lomira

- ◆ St. Luke's Knowles Lutheran Church and Cemetery
- ◆ St. Paul's Church and Cemetery
- ◆ Town of Lomira Cemetery
- ◆ Ebenezer Cemetery
- ◆ Salem Cemetery

City of Juneau

- ◆ Juneau City Cemetery

City of Mayville

- ◆ St. Mary's Catholic Church
- ◆ Gateway Community Church
- ◆ Christian Life Fellowship
- ◆ St John's Lutheran Church
- ◆ United Methodist Church
- ◆ St. Paul's Lutheran Church.
- ◆ Immanuel Lutheran Church
- ◆ Graceland Cemetery
- ◆ St. John's Cemetery
- ◆ St. Mary's Cemetery
- ◆ Unnamed cemetery located east of High Street

4.7 Parks, Recreation, and Open Space

A wide variety of parks, recreation, and open spaces are provided throughout Dodge County. The following section details the park, recreation, and open spaces resources found in the county. Refer to Map 4-4 in the Appendix for the location of town, county, state, and federal recreation facilities in Dodge County. Additional recreational resources provided by state or federal agencies are detailed in the Agricultural, Natural, and Cultural Resources element. Table 4-4 details the acreage of public land and parks found in the towns of Dodge County.

Additionally, the Rock River has attained national recognition. The river system has been placed in the *National Water Trails System* and is designated as the *Rock River Trail Scenic and Historic Route in Wisconsin*.

**Table 4-4:
Public Lands and Parks, Dodge County Towns, 2005**

	Acres	% of Total
T. Ashippun	15.3	0.0%
T. Beaver Dam	976.1	2.2%
T. Burnett	6,381.1	14.1%
T. Calamus	298.1	0.7%
T. Chester	9,170.4	20.2%
T. Clyman	37.3	0.1%
T. Elba	121.1	0.3%
T. Emmet	0.0	0.0%
T. Fox Lake	800.1	1.8%
T. Herman	0.0	0.0%
T. Hubbard	407.9	0.9%
T. Hustisford	0.0	0.0%
T. Lebanon	183.4	0.4%
T. Leroy	6,862.6	15.1%
T. Lomira	308.6	0.7%
T. Lowell	1,752.7	3.9%
T. Oak Grove	59.7	0.1%
T. Portland	1,706.9	3.8%
T. Rubicon	55.2	0.1%
T. Shields	2,644.5	5.8%
T. Theresa	1,986.1	4.4%
T. Trenton	826.2	1.8%
T. Westford	913.9	2.0%
T. Williamstown	9,881.9	21.8%
Total	45,389.3	100.0%

Source: Dodge County Land Resources and Parks Department.

Dodge County Parks, Recreation and Open Space

Ledge Park

This park is an 82.8 acre campground park located about two miles northeast of the City of Horicon in the Town of Williamstown. It is situated on the “ledge” of the Niagara escarpment which provides a dramatic and scenic change in topography in the park. The park is basically divided into two functional areas: upper ledge and lower ledge. Each area has a single roadway access to it. Lower ledge is primarily a picnicking area with two open shelters, a toilet building, a small playground, a pond with natural stream and some open areas. Some group and individual camping has been permitted on the extreme north end of the lower ledge area. The upper ledge area is primarily wooded with most of its campsites and its trails found there. The park is served by flush toilets and a shower facility. Two large open areas, one with a shelter and picnic facilities, the other with a playground area located to the west and south of the wooded areas. The park contains 45 campsites and is best known for its interesting rock formations and

phenomenal scenic views of the Horicon Marsh along its hiking trails atop the ledge. Ledge Park is open year round to provide winter recreational opportunities such as cross-country skiing.

Astico Park

Astico Park is located about three miles east of the City of Columbus in the Town of Elba. Astico is the county's largest park. This scenic park is located on 100 acres of land bordered on three sides by the Crawfish River and the historic Danville Mill Pond. The park lies on a drumlin; a long narrow hill formed by glaciation, and is predominantly wooded. The park contains 70 campsites, three picnic shelters, three playground areas, hiking trails, large open play fields, and fishing and canoeing access areas. The park features a restroom facility with showers and a sewage tank dump station in addition to other scattered toilet building facilities. Two continually flowing artesian wells in the park have become an attraction for many.

Derge Park

Derge Park is located on the west central shore of Beaver Dam Lake, in the northwest part of Dodge County between Beaver Dam and Randolph. Derge Park covers only 12.4 acres which is very small for a county park facility. Derge Park is mostly wooded; however, a wind storm eliminated numerous trees. The park provides 25 campsites with electric hookups, a boat launch with an unimproved parking area, a playground and picnic areas with shelters. A large enclosed shelter building accommodates and is popular for large group gatherings. This site contains flush toilets, showers and a sewage tank dump station. The park is divided into two functional areas by HWY "CP", with the campsites and shelter buildings located west of the road and the boat launch, parking area, and playground east of the road.

Wild Goose State Trail

Wild Goose State Trail is a 34 mile multi-use recreational trail which runs north to the City of Fond du Lac and south to STH 60, south of the City of Juneau. About 20 miles of the trail are located in Dodge County. The trail is relatively flat as it follows an abandoned railroad grade. The trail skirts the western edge of the Horicon Marsh and traverses a variety of land uses such as woodlands, wetlands, streams, cropland, pasture, and historic railroad communities. Additionally, patches of native prairie vegetation have been identified within the trail corridor in various areas. The trail is state owned, but operated by Dodge and Fond du Lac Counties and is used primarily for quiet recreation such as biking and hiking. Snowmobiles, ATV's, and cross-country skiers use the trail in winter.

Nitschke Mounds Park

Nitschke Mounds Park is located near the center of Dodge County adjacent to the Wild Goose State Trail and just west of the Horicon Marsh. The property is nearly 54 acres in size and contains up to 46 effigy, conical and linear mounds believed to have been constructed between 800AD - 1100AD by the Late Woodland Effigy Mound Culture. The mounds represent one of the best surviving examples of the Mound Builders culture that once occupied the Dodge County area. A one mile wood chipped trail with interpretive signs is available around the mounds and through the park.

Harnischfeger Park

Harnischfeger Park is 132 acres of wooded areas and open space located along the Rock River about one mile west of the unincorporated community of Ashippun in the Town of Lebanon. The park offers a clubhouse, two shelters, miniature golf, volleyball courts, disc golf, hiking and horse trails, play equipment, and canoe/kayak rentals. Nine campsites and an 800 foot long wetland boardwalk trail have been added to the park.

Local Parks, Recreation, and Open Space

Dodge County is also home to a large number of municipally owned parks and recreation facilities that are available to the public.

4.8 Solid Waste Management and Recycling

The majority of towns in Dodge County provide Saturday morning drop-off of solid waste and recyclables, while others contract with private companies for curbside collection of solid waste and recycling services. Commercial and industrial businesses generally arrange for private solid waste collection. According to the DNR, there are 44 responsible units for recycling in the county, indicating that each town, village, and city is responsible for complying with recycling regulations.

There is one privately operated landfill in Dodge County, Advanced Disposal Services - Glacier Ridge Landfill. The landfill is located in the Town of Williamstown. According to the DNR, there is an estimated three years of remaining capacity at the landfill. There are plans to expand the landfill.

Dodge County does not provide any services related to solid waste or recycling. The county does coordinate a Clean Sweep Program.

4.9 Communication and Power Facilities

Telecommunications

AT&T and Verizon North have the two largest service areas for providers of telephone service in the County. Century Tel and Telephone and Data Systems have smaller service areas. Please refer to Map 4-5 in the Appendix for telephone service areas. Cellular telephone service is available throughout the county. Strength of the signal will vary depending on tower locations and topography.

Electricity

Three companies (two private firms and one cooperative) provide electrical services to residential and commercial users in Dodge County; refer to Map 4-6 in the Appendix. Three municipal electric systems also provide service to portions of the county. Alliant Energy primarily serves the northern two-thirds of the county, Wisconsin Electric Power Company serves the far southern and far eastern portions of the county, and the Adams-Columbia Electric Cooperative serves the City of Columbus and far western portions of the county. The City of Juneau has its own system. The City of Waupun also serves portions of the Town of Chester and the Village of Hustisford also serves most of the Town of Hustisford.

Natural Gas

All communities in Dodge County have gas service available. Three companies, Wisconsin Gas Company, Wisconsin Electric Power Company, and Alliant Energy provide natural gas service throughout the County; refer to Map 4-7 in the Appendix. The split service boundaries do not inconvenience local users; however, each of the companies provides different support services to their customers.

Wind Energy Facilities

There are two major wind energy facilities in Dodge County. One facility is located in the Town of Herman and consists of 33 wind turbines, producing 54 megawatts of power. Another facility is located in the Dodge County Towns of Leroy and Lomira as well as two neighboring towns in Fond Du Lac County. The project area consists of approximately 32,400 acres of predominantly agricultural land. The facility includes approximately 133 turbines throughout the project area and produces 200 megawatts of power.

The Dodge County regulations (Wind Energy System Overlay District) are in the Land Use Code and apply in areas subject to County Zoning. The Code also allows for personal wind energy systems of 75 feet in height or less, without the need for a conditional use permit (public hearing). There is several smaller wind energy systems built on private property located throughout the County.

4.10 Sanitary Sewer Service

The majority of Dodge County's municipalities are served by sanitary sewer systems, refer to Map 4-8 in the Appendix. Sanitary districts also operate a few town systems. One village, Neosho and the hamlets of Knowles and Minnesota Junction do not have sanitary sewer systems.

The following is a list of municipal sewer providers and sanitary districts found in Dodge County:

Dodge County Municipal Sewer Providers

- ◆ Village of Brownsville
- ◆ Village of Clyman
- ◆ Village of Hustisford
- ◆ Village of Iron Ridge
- ◆ Village of Lomira
- ◆ Village of Lowell
- ◆ Village of Randolph
- ◆ Village of Reeseville
- ◆ Village of Theresa
- ◆ City of Beaver Dam
- ◆ City of Columbus
- ◆ City of Hartford
- ◆ City of Horicon
- ◆ City of Juneau
- ◆ City of Mayville
- ◆ City of Watertown
- ◆ City of Waupun

Dodge County Sanitary Districts

- ◆ Ashippun Sanitary District
- ◆ Burnett Sanitary District
- ◆ Fox Lake Inland District
- ◆ Herman Sanitary District
- ◆ Hubbard Sanitary District #1
- ◆ Hubbard Sanitary District #2
- ◆ Hustisford Sanitary District
- ◆ Lebanon Sanitary District
- ◆ Portland Sanitary District
- ◆ Rubicon Sanitary District
- ◆ Elba Sanitary District
- ◆ LeRoy Sanitary District

4.11 Private On-site Wastewater Treatment Systems (POWTS)

Private on-site wastewater treatment systems, or POWTS, are systems that receive domestic quality wastewater and either retains it in a holding tank, or treats it and discharges it into the soil, beneath the ground surface. The Dodge County Sanitary Ordinance regulates POWTS in accordance with Wis. Stats. 59.70(5). Any system with a final discharge exposing treated wastewater upon the ground surface, or discharging directly into surface waters of the state, is subject to DNR regulation.

Communities that are not identified in Section 4.10 as having a publicly owned wastewater treatment system or sanitary district utilize private onsite wastewater treatment systems for disposal of wastewater.

4.12 Public Water Supply

Nineteen communities in Dodge County provide public water supply systems, either through a municipal system or one managed by a sanitary district; refer to Map 4-8 in the Appendix. The information contained within this section was obtained from Annual Reports from the listed utility to the Wisconsin Public Service Commission in 2005 as well as from public water system investigations completed by the Wisconsin Department of Natural Resources.

Beaver Dam Water Utility

The Beaver Dam Water Utility was organized in 1889. Sewer service is not rendered via the utility. There are approximately 5,300 residential metered customers served by the system, 580 commercial customers, and 60 industrial customers. Groundwater is the only water source

utilized for water distribution. The Utility utilized four wells, ranging from 365 feet in depth to 585 feet. Storage facilities include: 1) steel elevated tank, built in 1973, with a 500,000 gallon capacity; 2) steel elevated tank, built in 1949, with a 400,000 gallon capacity; and 3) concrete reservoir, built in 1957, 1,000,000 gallon capacity. The utility has approximately 360,000 feet of water main, the majority of which is 6" in diameter. There are also 625 hydrants maintained by the utility, all of which are located within the municipality.

Village of Brownsville Water Utility

The Village of Brownsville Water Utility was organized in 1947. Sewer service is not rendered by the Utility. There are approximately 200 residential metered customers served by the system, 25 commercial customers, and no industrial customers. Groundwater is the only water source utilized for water distribution. There are two wells that provide water to the system, ranging in depth from 975 feet to 1,250 feet. The Utility has two storage facilities, an elevated tank that was constructed in 1948 with a 50,000 gallon capacity, and a 70,000 gallon reservoir. There are approximately 24,000 feet of water main within the system and 46 fire hydrants.

The Wisconsin Department of Natural Resources completed an investigation of the public water system at the Village of Brownsville in 2001. Detailed inspections are completed every five years as part of an inspection program mandated by the US Environmental Protection Agency. The investigation concluded that the Brownsville waterworks system is in good overall condition, but is in need of some improvements. The DNR recommendations included the following:

- ◆ Start planning and budgeting for water treatment to remove the excess radionuclides from the drinking water.
- ◆ Consideration should be given to the addition of fluoride to the water supply.
- ◆ Improvements to each well house to reduce corrosion, maintain conditions, and improve overall appearance.
- ◆ Review and possibly improve security.
- ◆ Establish an equipment replacement fund.
- ◆ Begin planning and budgeting for additional elevated storage.

Clyman Utility Commission

The Clyman Utility Commission provides water and sewer service. The Commission was organized in 1920. There are approximately 150 residential metered customers served by the water system, 12 commercial customers, and 1 industrial customer. Groundwater is the only water source utilized for water distribution. The Commission uses three wells, ranging in depth from 233 feet to 653 feet. There is one storage facility, an elevated tank, built in 1994, with a 250,000 gallon storage capacity. The Commission has approximately 22,000 feet of water main and 42 hydrants.

Columbus Water & Light Department

The Columbus Water & Light Department was formed in 1899. Sewer service is not provided by the Department. There are approximately 1,500 residential metered customers served by the water system, 211 commercial customers, and 13 industrial customers. Groundwater is the only water source utilized for water distribution. Water is supplied through the use of three wells, ranging in depth from 575 feet to 677 feet. Storage facilities include: 1) elevated tank, built in 1971, with a capacity of 250,000 gallons; 2) concrete reservoir, built in 1994, 300,000 gallon capacity; and 3) concrete reservoir, built in 1941, 240,000 gallon capacity. The Department also has approximately 154,000 feet of water main and 248 hydrants. The Light Department (electric) has approximately 2,000 residential customers and 385 commercial and industrial customers. The Department also has three substations.

City of Fox Lake Water Utility

The Utility was organized in 1913. Sewer service is not provided via the utility. There are approximately 565 residential metered customers served by the water system, 65 commercial customers, and 10 industrial customers. Groundwater is the only water source utilized for water distribution. The Utility operates two wells, which range in depth from 444 to 540 feet. The Utility also has one elevated storage tank that was built in 1993 with a capacity of 225,000 gallons. There are approximately 68,000 feet of water mains within the water distribution system as well as 140 hydrants.

City of Hartford Utilities

This Utility was organized in 1895. Sewer service is not provided, however water and electricity are. There are approximately 3,300 residential metered customers served by the water system, 360 commercial customers, and 51 industrial customers. There are also approximately 30 unmetered commercial customers. Groundwater is the only water source utilized for water distribution. There are six wells operated by the Utility, ranging in depth from 40 feet to 704 feet. Storage facilities include: 1) steel reservoir, built in 1933, capacity of 150,000 gallons; 2) steel reservoir, built in 1999, with a capacity of 300,000 gallons; 3) steel reservoir, built in 1997, capacity of 500,000 gallons; 4) concrete reservoir, built in 1961, 150,000 gallon capacity; and 5) concrete reservoir, built in 1923, 150,000 gallon capacity. The Utility also has approximately 370,000 feet of water main and 501 hydrants. There are approximately 4,400 electricity customers served by the utility, and also 680 commercial and 60 industrial customers. The Utility operates seven substations.

City of Horicon – Water Utility

The City of Horicon Water Utility was organized in 1912. Sewer service is not operated via the utility. There are approximately 1,300 residential metered customers served by the water system, 130 commercial customers, and 27 industrial customers. Groundwater is the only water source utilized for water distribution. The Utility operates four wells, ranging in depth from 582 to 786 feet. Storage facilities include: 1) elevated tank, built in 1975, with a 200,000 gallon capacity; 2) reservoir, built in 1912, with a 103,700 gallon capacity; and 3) elevated tank, built in 1912, 106,000 gallon capacity. The Utility has approximately 126,000 feet of water main and 250 hydrants.

Hustisford Utilities

Hustisford Utilities was formed in 1937. Sewer and water service is provided by the utility. There are approximately 380 residential metered customers served by the water system, 60 commercial customers, and 9 industrial customers. Groundwater is the only water source utilized for water distribution. The Utility operates two wells, ranging in depth from 225 to 252 feet. There are two elevated storage tanks used for storage. One was built in 1971 and has a capacity of 200,000 gallons and the other tank was built in 1991 and has a capacity of 200,000 gallons. There are approximately 46,000 feet of water main owned by the utility as well as 85 fire hydrants. Electricity service is utilized by approximately 500 residential, 700 rural residential, and 180 commercial and industrial customers. The Utility operates one substation.

Iron Ridge Water Utility

The Iron Ridge Water Utility was organized in 1922. Sewer service is provided by the utility. There are approximately 260 residential metered customers served by the water system, 21 commercial customers, and 10 industrial customers. Groundwater is the only water source utilized for water distribution. The utility operates two wells, ranging in depth from 500 to 525 feet. The utility also has one standpipe that was built in 1981 with a total capacity of 275,000 gallons. There are approximately 28,000 feet of water main in the system as well as 56 fire hydrants.

The Wisconsin Department of Natural Resources completed an investigation of the public water system at the Village of Iron Ridge in 2000. Detailed inspections are completed every five years as part of an inspection program mandated by the US Environmental Protection Agency. The investigation concluded that the Iron Ridge waterworks system is in good overall condition, but is in need of some improvements. The DNR recommendations included the following:

- ◆ Consideration should be given to the addition of fluoride to the water supply.
- ◆ Installation of a dehumidifier is recommended for each pump house to prevent corrosion.
- ◆ Recommended to establish an equipment replacement fund.

Juneau Utility Commission

The Juneau Utility Commission was organized in 1895. There are approximately 700 residential metered customers served by the water system, 80 commercial customers, and 13 industrial customers. Groundwater is the only water source utilized for water distribution. The Utility operates three wells, ranging in depth from 625 to 680 feet. Storage facilities include one elevated water tower with a storage capacity of 500,000 gallons and one water tower site. The highest daily water usage experienced for one day was 339,000 gallons. The Utility also owns approximately 81,000 feet of water main and 154 fire hydrants.

The Wisconsin Department of Natural Resources completed an investigation of the public water system at the City of Juneau in 2001. Detailed inspections are completed every five years as part

of an inspection program mandated by the US Environmental Protection Agency. The investigation concluded that the Juneau waterworks system is in good overall condition, but is in need of some improvements. The DNR recommendations included the following:

- ◆ Installation of larger dehumidifiers is recommended for each pump house to prevent corrosion.
- ◆ Auxiliary power should be added to the system.

Lomira Water Utility

The Lomira Water Utility was organized in 1940. Sewer service is not rendered via the utility. There are approximately 675 residential metered customers served by the water system, 90 commercial customers, and 11 industrial customers. Groundwater is the only water source utilized for water distribution. The Utility has two wells, ranging in depth from 1,195 to 1,207 feet. Storage facilities include: 1) elevated tank, built in 1939, 50,000 gallon capacity; 2) concrete reservoir, built in 1939, 40,000 gallon capacity; 3) elevated tank, built in 1990, 300,000 gallon capacity. The Utility also has approximately 64,000 feet of water main and 121 fire hydrants.

The Wisconsin Department of Natural Resources completed an investigation of the public water system at the Village of Lomira in 2002. Detailed inspections are completed every five years as part of an inspection program mandated by the US Environmental Protection Agency. The investigation concluded that the Lomira waterworks system is in good overall condition, but is in need of some improvements. The DNR recommendations included the following:

- ◆ The village should consider the addition of another well.
- ◆ Consideration should be given to the addition of fluoride to the water supply.
- ◆ The pump at well #2 may need to be lowered to prevent cavitation.
- ◆ Additional auxiliary power is recommended at well #2.
- ◆ Review and implementation of additional security measures.
- ◆ Installation of a dehumidifier is recommended for each pump house to prevent corrosion.
- ◆ Establishment of an equipment replacement fund.

The village has determined that another well may be needed in the future.

Lowell Municipal Water and Sewer Utility

The utility was organized in 1969. Sewer and water service is rendered via the utility. There are approximately 106 residential metered customers served by the water system, 12 commercial customers, and one industrial customer. Groundwater is the only water source utilized for water

distribution. The utility has one well with a depth of 212 feet and an elevated tank that was built in 1970 with a 50,000 gallon capacity. The utility also has approximately 14,000 feet of water main and 18 fire hydrants. The sewage operation serves approximately 106 residential customers, 12 commercial, and one industrial customer. The utility owns approximately 21,000 feet of sewer main.

Mayville Water Utility

The utility was organized in 1907. There are approximately 1,600 residential metered customers served by the water system, 181 commercial customers, and 33 industrial customers. Industrial users represent nearly 50% of water sales. Water system facilities include four wells, ranging in depth from 760 to 818 feet. Groundwater is the only source of water utilized by the utility. Water storage facilities include: 1) elevated tank, built in 1976 with a 500,000 gallon capacity; 2) standpipe, built in 1962 with a 200,000 gallon capacity. There are approximately 32 miles of water distribution and transmission mains ranging in size up to 16 inches in diameter.

A number of plans and studies have been completed for the city with regard to the water system as follows.

- ◆ Preliminary water distribution plan, 1974
- ◆ Water system plan, 1975
- ◆ Water system plan, 1977
- ◆ Water system plan, 1990
- ◆ WDNR Water System Investigation, 1999
- ◆ Water system study, 2000

The Wisconsin Department of Natural Resources completed an investigation of the public water system at the City of Mayville in 1999. Detailed inspections are completed every five years as part of an inspection program mandated by the US Environmental Protection Agency. The investigation concluded that the Mayville waterworks system is in good overall condition, but is in need of some improvements.

A water system study was completed for the city by Earth Tech, Inc. in 2000. The study evaluated the city's water system needs to the 2020. Changes, improvements, and general policy issues were discussed and recommended.

Town of Portland Sanitary District #1

The District was organized in 1970. Sewer service is not provided by the District. The Town of Portland Sanitary District has a contract until 2009 with the Waterloo Water & Light Commission for the purchase of water. There are approximately 60 residential metered customers served by the water system, seven commercial customers, and no industrial customers. The District has approximately 9,100 feet of water main and four fire hydrants.

Randolph Water Utility

The Randolph Water Utility was organized in 1907. Sewer service is not rendered via the utility. There are approximately 570 residential metered customers served by the water system, 95 commercial customers, and 22 industrial customers. Groundwater is the only water source utilized for water distribution. The utility has three wells, ranging in depth from 385 to 552 feet. Storage facilities include: 1) elevated tank, built in 1906 with a 75,000 gallon capacity; 2) reservoir, built in 1930 with a 75,000 gallon capacity. The utility has approximately 45,000 feet of water main and 96 hydrants.

Reeseville Water Utility

The Reeseville Water Utility was organized in 1924. Sewer service is not rendered by the utility. There are approximately 210 residential metered customers served by the water system, 30 commercial customers, and five industrial customers. Groundwater is the only water source utilized for water distribution. The utility has two wells, ranging in depth from 219 to 350 feet. The utility also has one elevated storage tank that was built in 2001, with a capacity of 200,000 gallons. The utility has approximately 24,000 feet of water main and 48 fire hydrants.

Watertown Water Commission

The Watertown Water Commission was organized in 1895. Sewer service is not rendered by the utility. There are approximately 6,600 residential metered customers served by the water system, 750 commercial customers, and 65 industrial customers. Groundwater is the only water source utilized for water distribution. The utility operates nine wells, ranging in depth from 703 to 1,145 feet. Storage facilities include: 1) elevated tank, built in 1966 with a capacity of 300,000 gallons; 2) elevated tank, built in 1995 with a 300,000 gallon capacity; 3) elevated tank, built in 1996 with a 300,000 gallon capacity; 4) elevated tank, built in 1951 with a 300,000 gallon capacity; 5) reservoir, built in 1966 with a 360,000 gallon capacity; 6) reservoir, built in 1952 with a 324,000 gallon capacity; 7) elevated tank, built in 1985 with a 500,000 gallon capacity; 8) elevated tank, built in 1966 with a 300,000 gallon capacity. The utility has approximately 577,000 feet of water main and 1,060 fire hydrants.

Waupun Utilities

Waupun Utilities was organized in 1894. Sewer service is rendered by the utility. There are approximately 2,800 residential metered customers served by the water system, 330 commercial customers, and 16 industrial customers. Groundwater is the only water source utilized for water distribution. The utility operates five wells, ranging in depth from 611 to 965 feet. Water storage facilities include: 1) elevated tank, built in 1966 with a 250,000 gallon capacity; 2) reservoir, built in 1941 with a 500,000 gallon capacity; 3) reservoir, built in 1972 with a 32,000 gallon capacity; and 4) elevated tank, built in 1992 with a 400,000 gallon capacity. The utility also has approximately 264,000 feet of water main and 378 fire hydrants. Electric operations serve approximately 3,600 residential and 500 industrial and commercial customers. The utility has six substations.

Village of Theresa Municipal Water and Sewer Utility

The utility was organized in 1954. Both sewer and water service are rendered by the utility. There are approximately 480 residential metered customers served by the water system, 25 commercial customers, and 3 industrial customers. Groundwater is the only water source utilized for water distribution. The utility has two wells, ranging in depth from 102 to 875 feet. The source for Well No. 1, which is the main source for drinking water, is a sand and gravel aquifer. A sandstone aquifer is the source for Well No. 2, which serves as a backup system and provides water for fire-fighting. Water storage facilities include one elevated storage tank that was built in 1997 with a 200,000 gallon capacity. The utility also has approximately 43,000 feet of water main and 75 fire hydrants. Sewage operations serve approximately 475 residential, 25 commercial, and 3 industrial customers. The utility has approximately 40,000 feet of sewer main.

The Wisconsin Department of Natural Resources completed an investigation of the public water system at the Village of Theresa in 1998. Detailed inspections are completed every five years as part of an inspection program mandated by the US Environmental Protection Agency. The investigation concluded that the Theresa waterworks system is in good overall condition, but is in need of some improvements. The DNR recommendations included the following:

- ◆ Measures should be taken to reduce the amount of water loss occurring in the system. A water loss study may be needed.
- ◆ Installation of a dehumidifier at each pump house is recommended.
- ◆ Fluoride addition was discontinued in May of 1993. This should be reviewed.
- ◆ The Department recommends that zeolite softeners be installed at well #2.

Water Quantity

The U.S Department of Interior, United States Geological Survey (USGS) has maintained a ground water level test well since 1964 in Dodge County. The well is located south of the City of Beaver Dam near USH 151. The water level is measured by the depth to water level expressed in feet below land surface. The depth to ground water has remained relatively constant since 1964. The highest water level of 14.13 feet was recorded in July of 2010, while the lowest water level of 28.45 feet was recorded in June of 2009. Historically, the water levels do fluctuate significantly on a yearly and seasonal basis, but it appears to be a normal occurrence. The amount of fluctuation seems to be increasing within the past five years however.

4.13 Stormwater Management

The goal of stormwater management is to prevent runoff from delivering pollutants or sediment to lakes, rivers, streams, or wetlands. Commonly applied stormwater management tools include: ditches, culverts, grassed waterways, rock chutes, retention basins or settling ponds, curb and gutter, storm sewer, and construction site erosion control.

State law currently requires certain construction sites, municipalities, and industries to obtain a Stormwater Discharge Permit from the WDNR. Construction sites with more than one acre of

bare soil and non-metallic mine sites of any size must obtain a permit. Incorporated areas with a population of less than 50,000 are not required to obtain a permit. Industrial sites are categorized based on their potential for contamination of stormwater runoff. The highest potential sources of pollution are regulated more strictly than the lowest.

Ditches, culverts, and local topography are the primary stormwater management tools for the majority of towns in Dodge County, while a majority of the incorporated areas address stormwater management by requiring the installation of storm sewer, and curb and gutter as part of all new development. The Dodge County Land Use Code regulates stormwater management in major subdivisions and in environmentally sensitive areas.

Dodge County Drainage Districts

Chapter 88, Wisconsin Statutes, enables the establishment of local drainage districts and drainage boards. The drainage district program is responsible for the systematic drainage of lands for agricultural practices. Primary responsibility for planning for and administering drainage districts resides with the county drainage board. The board also resolves drainage disputes among landowners. Twenty-five counties, including Dodge County, have drainage boards with jurisdiction over about 160 individual drainage districts. The Dodge County Drainage Board oversees 36 separate drainage districts throughout Dodge County.

Drainage boards are responsible for planning to meet specific rule requirements established by the Wisconsin Department of Agriculture, Trade & Consumer Protection (DATCP). DATCP has established standards for the maintenance of district drains and facilities, procedures for assessments of land benefited by drainage, and procedures for investigating districts for compliance. DATCP also reviews and approves construction and restoration plans, provides on-site inspections, and performs other activities that will bring drainage districts into compliance.

In addition, county drainage boards are authorized to assess landowners for the cost associated with making improvements and/or correcting problems when the landowner is the source of adverse impacts on downstream water quality. Landowners must receive drainage board approval before taking any action which could potentially affect a drainage system.

4.14 Health Care Facilities

The availability of adequate health care facilities and services is becoming increasingly important for measuring the attractiveness of a community in which to live and work. Today, health services are seen by most as a right, similar to the right to education, and residents want to be assured that most of their health needs can be taken care of within a reasonable distance. The following hospitals serve Dodge County and its residents:

Beaver Dam Community Hospital

The Beaver Dam Community Hospital provides full inpatient and outpatient services, 24-hour emergency services, medical clinics, cancer care, and a full range of senior services. Construction on a new replacement hospital was started in 2004 and completed in February of 2006. Beaver Dam Community Hospital is the region's only Level III trauma center.

Columbus Community Hospital

Main services that are offered are 24-hour emergency, obstetrics, general surgery, ambulatory surgery, cardiopulmonary, Home Oxygen Therapy, Lifeline, and Swing Bed. Additional services offered include allergy, dermatology, ear/nose/throat, oncology, ophthalmology, orthopedics, plastic surgery, podiatry, urology, and urgent care.

Waupun Memorial Hospital

Waupun Memorial Hospital, a member of Agnesian Healthcare, has been serving the area for over 50 years. Its medical staff physicians provide care in more than 20 medical specialties. A number of medical services and specialties and department can be found at the hospital including a state-of-the-art emergency department, urgent care services, intensive care unit, physical medical services, obstetrics unit, and more.

Watertown Memorial Hospital

The Watertown Memorial Hospital medical staff consists of approximately 60 physicians and mid-level practitioners. The hospital provides an array of services ranging from urgent care and obstetrics to surgery and chronic pain management.

Aurora Medical Center-Hartford

The Aurora Medical Center in Hartford offers a variety of services and departments including adult day care, rehabilitation center, birth day center, cancer services, emergency department, GI services, orthopedics, pain management center, sleep disorders center, wound care, and hyperbaric oxygen therapy.

As the population ages and the baby-boomers move into older age groups there will be increasing demand for long-term care, nursing homes, community based residential facilities, and similar other elder care facilities. According to the Wisconsin Department of Health Services, the following nursing home facilities are currently located in Dodge County:

- ◆ Golden Living Center, Beaver Dam, 90 beds, privately owned facility
- ◆ Hillside Manor, Beaver Dam, 123 beds, Beaver Dam Community Hospital (Nonprofit)
- ◆ Clearview, Juneau, 140 beds, Dodge County owned
- ◆ Clearview Behavioral Health I & II, Juneau, 20 beds, Dodge County owned
- ◆ Clearview Brain Injury Center, Juneau, 30 beds, Dodge County owned
- ◆ Hope Health and Rehabilitation Center, Lomira, 42 beds, privately owned
- ◆ Mayville Nursing and Rehabilitation Center, Mayville, 133 beds, privately owned
- ◆ Golden Living Center-Continental Manor, Randolph, 84 beds, privately owned
- ◆ Golden Living Center, Watertown, 112 beds, privately owned
- ◆ Marquardt Memorial Manor Inc., Watertown, 140 beds, Nonprofit corporation
- ◆ Christian Home and Rehabilitation Center, Waupun, 50 beds, Nonprofit corporation

4.15 Day Care Facilities

Under Wisconsin law, no person may for compensation provide care and supervision for four or more children under the age of seven for less than 24 hours a day unless that person obtains a license to operate a child care center from the Wisconsin Department of Children and Families. This does not include a relative or guardian of a child who provides care and supervision for the child; a public or parochial school; a person employed to come to the home of the child's parent

or guardian for less than 24 hours a day; or a county, city, village, town, school district or library that provides programs primarily intended for recreational or social purposes.

There are 2 different categories of state licensed child care; they depend upon the number of children in care:

- ◆ Licensed Family Child Care Centers provide care for up to 8 children. This care is usually in the provider's home, but it is not required to be located in a residence.
- ◆ Licensed Group Child Care Centers provide care for 9 or more children. These centers are usually located somewhere other than a residence and may be small or large in size.

In 2014, there were approximately 60 child care centers located in Dodge County, according the Wisconsin Department of Children and Families. This is double the number of child care providers as compared to 2005. The child care facilities are concentrated near the population centers in the County. It appears that the number of child care providers is increasing to keep pace with demand.

4.16 Utilities and Community Facilities Trends and Outlook

The following trends are anticipated with regard to planning for future utilities and community facilities:

- ◆ Local government budget constraints will drive the need for intergovernmental cooperation for services and programs.
- ◆ There will be an increased need for communities and other jurisdictions to coordinate the development of trails and other recreational facilities.
- ◆ The demand for health care and child care facilities will increase.
- ◆ Despite the decrease in population of school age children from 2000-2010, 12 of the 19 school districts had enrollment increases between the 2009/2010 and 2012/2013 school years.

4.17 Expansion or Rehabilitation of Existing Utilities and Community Facilities Timetable

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

Each Dodge County Department has identified various utilities, facilities and services that will need expansion, construction, or upgrading over the planning period as part of the Dodge County Capital Improvement Program for 2014-2018. Capital improvement projects of \$25,000 or more are listed below and are identified as short-term (1-4 years) and long-term (5-20 years).

County Owned Buildings

Short Term

- ◆ Repair roof - Justice Facility.
- ◆ Replace air conditioner units - I.T. server room.
- ◆ HVAC system upgrade - Administration Building.
- ◆ Repair interior wall penetrations - Administration Building.
- ◆ Upgrade elevator - Henry Dodge Building.
- ◆ Replace parking lot - Administration Building.
- ◆ HVAC system upgrade – Henry Dodge Building.
- ◆ Replace dishwasher – Justice Facility.
- ◆ Construct sheds – Courthouse parking lot.

Long Term

- ◆ Air conditioner – Henry Dodge Building.
- ◆ Maintenance of all buildings as needed.

Sheriff Services

Short Term

- ◆ Purchase 3 jail transport vans.
- ◆ Replace 8 patrol squads.
- ◆ Upgrade 911 phone system.

Long Term

- ◆ Upgrade detention facility's security system.

Emergency Management Services

Short Term

- ◆ Upgrade County paging channel system to simulcast system – Phase 1.
- ◆ Simulcast expansion – Fire and EMS/DOLAW1 channel.
- ◆ Simulcast expansion – Emergency Management and DOAW channels.
- ◆ Simulcast expansion – Update to microwave infrastructure.

Long Term

- ◆ Simulcast expansion – Improve coverage areas.

Health Care

Short Term

- ◆ Bed replacement – Clearview.
- ◆ Convert mini-vans to Entervans - Clearview.
- ◆ Purchase two mini-vans – Health Department.
- ◆ Purchase one mini-bus – Health Department.

Long Term

- ◆ No recommendation.

Parks and Recreation

Short Term

- ◆ Reconfigure camping area – Astico Park.
- ◆ Property acquisition – Ledge Park.
- ◆ Resurface and rehabilitation – Wild Goose Trail.
- ◆ Basketball/Tennis court and parking area – Harnischfeger Park.
- ◆ Scenic overlook development – Ledge Park.
- ◆ Road and path paving – Astico Park.
- ◆ Gazebo/Stage Area – Harnischfeger Park.
- ◆ River trail/boardwalk development – Harnischfeger Park.
- ◆ Park Shelter and paving improvements – Ledge Park.
- ◆ Canoe-in campsite and facilities development – Astico Park.

Long Term

- ◆ Boat launch parking expansion – Derge Park.
- ◆ Replace park truck.

County Highways and Bridges

Short Term

- ◆ Rehabilitate and repave 66 miles of highway.
- ◆ Design and build facility in Neosho.
- ◆ Design and build facility in Reeseville.
- ◆ CTH S reconstruction.
- ◆ CTH C reconstruction.
- ◆ CYH V reconstruction.
- ◆ County highway bridge replacement.
- ◆ Truck and equipment replacement.

Long Term

- ◆ Rehabilitate and repave 17 miles of highway.
- ◆ ROW acquisition for CTH project to be determined.
- ◆ County highway bridge replacement.
- ◆ Truck and equipment replacement.

4.18 Utilities and Community Facilities Goals and Objectives

Wisconsin Statutes 66.1001 requires a statement of overall goals and objectives to guide the future development and redevelopment of the county over a 20-year planning period. The following are the goals and objectives developed by Dodge County with regard to the Utilities and Community Facilities element.

General

Goal: *Provide a full range of quality, efficient and cost-effective community facilities and services that meet the existing and future demands of residents, land owners, and visitors.*

Goal: *Support the provision of needed public facilities in an economic and efficient manner that accommodates planned growth without adversely affecting farmland or farm operations.*

Stormwater Management

Goal: *Promote stormwater management practices which reduce property and road damage and ensure a high level of water quality.*

Water Supply

Goal: *Protect the quality and quantity of the county's ground and surface water features.*

Goal: *Ensure that the water supply for Dodge County has sufficient capacity, remains drinkable and is available to meet the needs of current and future residents.*

Private Onsite Wastewater Treatment Systems (POWTS) and Sanitary Sewer

Goal: *Ensure proper disposal of private onsite wastewater to ensure public health and protect ground and surface water quality.*

Solid Waste Disposal and Recycling Facilities

Goal: *Promote effective solid waste disposal and recycling services and systems that protect the public health, natural environment, and general appearance of land use within Dodge County.*

Parks and Outdoor Recreation

Goal: *A high quality network of park and recreational lands with safe and accessible facilities meeting the needs and demands of the residents of Dodge County and its visitors.*

Goal: *Provide a planned system of parks and recreation areas that offer a diversity of recreational opportunities.*

Utilities and Communication Services

Goal: *Ensure the provision of reliable, efficient, and well-planned utilities (i.e. gas, electric) and communication services (i.e. telephone, cable, telecommunications) to adequately serve existing and future development.*

Libraries and Schools

Goal: *Promote quality schools and access to educational opportunities for everyone.*

Police, Fire, and Emergency Medical Services and Facilities

Goal: *Ensure a level of police, fire and emergency medical services that meets existing and future demands of residents and development patterns.*

Government Facilities

Goal: Maintain the quality of all Dodge County facilities.

Health and Child Care Services and Facilities

Goal: Ensure that Dodge County residents have reasonable access to health care facilities and child care.

Objectives:

1. Direct more intense, urban forms of development into areas that can provide adequate municipal services including public sewer and public water to support the development.
2. Examine the costs to publicly service proposed new developments including roads, sewer and water services, stormwater management, schools and other costs and determine the economic feasibility of the development.
3. Encourage municipalities, sanitary and lake management districts to adopt five and ten year phasing plans for the expansion of public facilities and development in their service areas.
4. Encourage the installation of public sewer and water systems where appropriate and encourage sanitary districts which provide public sewer systems but not water systems to install public water systems.
5. Promote the extension of energy services to communities that do not presently have these services.
6. Work with the providers of communication services to improve coverage.
7. Provide a full range of emergency services to serve the people of Dodge County.
8. Encourage the expansion and diversification of the health care industry serving Dodge County in anticipation of an aging population.
9. Establish means to utilize input and resources from the public, organizations, municipalities and other agencies in the planning, development and operation of the County Park System.
10. Develop site plans for all County parks, including provision for implementation of recommendations of the Americans with Disabilities Act and identify four possible new sites for large natural resource-oriented parks.
11. Continue to sponsor programs and events in Dodge County's parks to draw public attention to the system.

12. Create permanent snowmobile trails through long-term easement agreements or fee simple acquisition of corridors.
13. Systematically expand the amount of land in the park system to reach the average per capita county parkland ratio for Wisconsin Counties and National Recreation and Parks Association Standards and then maintain periodic land acquisitions to remain at or above the State average and National standards.
14. Establish a Dodge County Parks Coalition of all providers of park and recreational lands and facilities in the County to coordinate opportunities, share information and promote multi-jurisdictional approaches to acquiring, developing and managing parks and recreational lands.
15. Retain tax delinquent land that would be an appropriate addition to the County park and open space program.

4.19 Utilities and Community Facilities Policies and Recommendations

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

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

Policies:

1. Residential growth should only expand as the municipality’s ability to supply municipal services increases.
2. Discourage the construction of schools along arterial highways. Encourage new schools to be located along minor collector roads with adequate buffers from traffic.
3. Assist eligible cities, villages and sanitary districts to obtain grants for needed infrastructure expansion and improvements.
4. Work with the health care industry to provide a full range of services to all age groups in Dodge County.
5. Offer park planning and grant writing assistance to local municipalities.

6. Work with the Wisconsin Department of Natural Resources to receive ideas and grants to provide ADA compliant County parks and facilities.
7. Seek recreation grants for county park projects favored by the Wisconsin Department of Natural Resources, and encourage state purchase and County management of recreational or open space property where appropriate.
8. Allow development in areas identified for future park and recreation use only after a determination by the Planning, Development and Parks Committee that the use of the land for public recreation would be impractical and not in the best interest of the County.
9. Limit rural residential development to sites with soil conditions suitable for a private sanitary system other than a holding tank.
10. Residential growth should only expand as a municipality's ability to supply municipal services increases.
11. Unsewered development should not be allowed if there is a reasonable possibility that the subject property would be served by public sewer within five years.
12. Future schools and other public buildings should only be located where a public sanitary sewer system is available.
13. New major subdivisions should not be approved in a sanitary district with the waste treatment plant operating near its capacity level or if the proposed development would cause the treatment plant to exceed capacity levels.
14. Sanitary districts and Lake Management districts should provide a public water system along with their sanitary sewer systems.
15. Construction of new schools should not be allowed in prime agricultural areas or along arterial highways.
16. Residential, commercial and industrial growth should occur in relation to each municipality's ability to supply additional police and fire protection.
17. Shared police and fire protection services between municipalities should be considered, particularly in urban service areas and other high growth areas.
18. Municipalities should consider sharing library services where appropriate, especially in areas designated for growth.
19. The County should ensure that police, fire, and emergency services adequately meet the existing and future demands of the County by doing an annual review of such services.

20. Storm water management should be addressed as part of the review of all development proposals in order to evaluate the potential to increase storm water runoff to adjacent lands.
21. New on-site private waste water treatment facilities shall not be allowed within a public sanitary sewer district.
22. The amount of park and recreation land should be increased as the need for recreation facilities increase.
23. The County should continue to produce an annual Capital Improvement Program Plan to assess its needs in regard to County facilities.

Recommendations:

1. Continue to produce a Capital Improvement Program Plan annually.
2. Conduct an annual review of police, fire and emergency services offered in the County to ensure that the services adequately meeting the needs of the County.
3. Establish criteria for identifying the primary corridors suitable for permanent trails and obtain snowmobile development grants to purchase long-term rights to trail lands meeting the criteria for permanent trails.
4. Publish a regular electronic parks newsletter with articles identifying accomplishments and opportunities for public involvement for limited distribution to the County Board, the local news media, and to the general public through the Land Resources and Parks Department.
5. Identify recreational needs and criteria for use in identifying high priority future County park sites.
6. Acquire land adjacent to County parks to expand them to at least 100 acres.
7. Obtain listings of tax delinquent land from the County Treasurer and assess its value as part of the County park and open space system.
8. Investigate code amendments that would require all developers to assume the expansion costs of their developments to protect taxpayers from bearing the cost of new development.
9. Introduce a standardized cost-benefit analysis methodology for assessing the cumulative fiscal impact of proposed major developments on the ability of local taxing jurisdictions to service the projected development before approving large-scale rezoning or major subdivisions.

4.20 Utilities and Community Facilities Programs

The following general programs are currently available to the County to assist with implementation of the various goals, objectives, policies, and recommendations of the Utilities & Community Facilities Element of the *Dodge County Comprehensive Plan*.

State Programs

Wisconsin Department of Public Instruction (DPI)

The Wisconsin Department of Public Instruction offers several grants, programs and aid to communities with respect to school facility, services and education improvement. Through the DPI web-site, www.dpi.state.wi.us, a link titled *Grant Information* offers a comprehensive listing (ordered alphabetically with their respective ID number, description and type of grant). Links are provided to pages with grant details, special requirements, and contact information.

Solid and Hazardous Waste Education Center

Solid and Hazardous Waste Education Center enhances Wisconsin's environment and economy by providing education and technical assistance programs to business and communities on source reduction, recycling, solid waste management, and pollution prevention. Visit www.uwex.edu/shwec for further information.

Aids for the Acquisition and Development of Local Parks

Funds are available to assist local communities acquiring and developing public outdoor recreation areas as per s. 23.09 (20), Wis. Stats. Counties, towns, cities, villages and Indian Tribes with an approved Comprehensive Outdoor Recreation Plan are eligible to apply. The program is offered from the WDNR, Bureau of Community Financial Assistance. There is a 50 percent local match required. Awards are granted on a competitive basis. Acquisition and development of public outdoor recreation areas are eligible projects. Priority is given to the acquisition of land where a scarcity of outdoor recreation land exists.

Rural Community Assistance Program

The Rural Community Assistance Program (RCAP) is administered by the Wisconsin Community Action Program Association (WISCAP) to assure safe drinking water and sanitary waste disposal for low- and moderate-income rural Wisconsin communities. The Wisconsin RCAP provides comprehensive services and technical assistance to small, low- to moderate-income rural communities from problem-identification through implementation of acceptable, affordable solutions. RCAP services enable community staff to develop capacity to implement water, wastewater and solid waste projects and assist the community in coordinating efforts with consultants and government agencies. For further information visit the WISCAP webpage.

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

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

Small Cities Community Development Block Grant (CDBG) Emergency Program

The CDBG Emergency Grant Program is an emergency response program to help restore or replace critical infrastructure damaged or destroyed as a result of a natural or man-made catastrophe. Eligible activities include publicly owned utility system improvements, demolition and debris removal, streets, sidewalks, community centers and other community facilities.

Wisconsin Fund

The Wisconsin Fund grant program provides financial incentives to qualified Dodge County residents who replace their failing private onsite wastewater treatment system (POWTS). A failing POWTS is one which causes or results in any of the following conditions:

- ◆ The discharge of sewage into surface water or groundwater.
- ◆ The introduction of sewage into zones of saturation which adversely affects the operation of a private sewage system.
- ◆ The discharge of sewage to a drain tile or into zones of bedrock.
- ◆ The discharge of sewage to the surface of the ground.
- ◆ The failure to accept sewage discharges and back up of sewage into the structure served by the private sewage system.

To qualify for a Wisconsin Fund grant, one must own and occupy a residence in Dodge County with a failing POWTS. After a sanitary permit is obtained, the applicant must complete a simple application and provide evidence of total income.

5. Agricultural, Natural, and Cultural Resources

5.1 Introduction

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

While Wisconsin’s natural resources benefit each community they are also susceptible to internal and external forces. For example, the increasing human demands by a growing state population increase consumption of water, land, and raw materials. Our natural resources generally do not increase to meet this extra demand. Additionally, unplanned or poorly planned development patterns in the last several decades are often the result of a demand for “healthy country living”, which is transforming our rural landscapes. This rural migration along with the expansion of the urban fringe, forces local governments to consider expanding their services to meet the demands – sometimes costing more than will be recovered in new tax base revenues.

There are many state and some federal regulations designated to protect Wisconsin’s natural resources. Some state laws, including those for floodplains, shorelands, and wetlands, establish minimum use and protection standards that must be adopted and administered by local governments. But not all natural resources are protected by state law. Local governments throughout the state have the flexibility to plan for and develop their own local ordinances to deal with the unique land use issues/conflicts in their community and to protect the natural resources that they value most. As population growth, land consumption, and technological improvements continue, communities need to take on the additional role of stewards and protectors of these resources.

Land development patterns are directly linked to the natural, agricultural, and cultural resource bases of each community. Therefore, these features need to be considered before making any decisions concerning future development within the community. Development must be carefully adjusted to coincide with the ability of the agricultural, natural and cultural resource base to support the various forms of urban and rural development. This balance must be maintained to prevent the deterioration of that underlying and sustaining base, because these resources make each community unique.

This element provides an inventory and assessment of the agricultural, natural, and cultural resources of Dodge County. Dodge County has many unique natural features, including the largest freshwater cattail marsh in the United States, the Horicon Marsh. The Marsh provides residents and visitors with a wide variety of recreational opportunities in a beautiful setting. The county’s agricultural, natural, and cultural resources contribute greatly to the quality of life.

5.2 Soils

Soil is composed of varying proportions of sand, gravel, silt, clay, and organic material. The composition of a soil must be evaluated prior to any development, as varying limitations exist for each soil. Dodge County soils are products of the deposits left after the glacier receded about 12,000 years ago. These deposits consisted of sand, gravel, large rocks, clay, limestone fragments, and igneous and metamorphic rocks. The deposits have prompted mineral and sand and gravel extraction throughout the county. The Niagara escarpment is a source of commercial grade stone and crushed lime. Iron deposits were also once mined on the escarpment.

The majority of soils in the county are upland silt loam considered good for agricultural uses. Topsoil generally ranges between 10 and 14 inches in depth. The seven general soil associations found in the county include Fox-Casco-Rodman, McHenry-Pella, Plano-Mendota, Houghton-Pella, St. Charles-LeRoy-Lomira, Theresa-Lamaritine-Hochheim, and St. Charles-Miami-Elburn.

5.3 Prime Agricultural Soils

The soils in Dodge County are classified by the United States Department of Agriculture to represent different levels of agricultural use. Class I, II, and the best Class III soils are all considered good soils for agricultural production. This classification system is based on criteria of production potential, soil conditions and other basic production related criteria. Dodge County has a wide expanse of good agricultural soils. In general, areas of the county that are not classified as Class I, II, or the best Class III soils include the waterbodies and wetland areas, areas of steep slope, and the escarpment areas of the county (refer to Map 5-1, located in the Appendix). Table 5-1 details the acreage of prime soils found in the towns of Dodge County.

**Table 5-1:
Prime Agricultural Soils, Dodge County Towns**

	Acres	% of Total
T. Ashippun	17,556.1	3.8%
T. Beaver Dam	19,173.3	4.1%
T. Burnett	18,399.4	3.9%
T. Calamus	19,975.5	4.3%
T. Chester	16,177.7	3.5%
T. Clyman	20,497.2	4.4%
T. Elba	20,719.5	4.4%
T. Emmet	18,274.7	3.9%
T. Fox Lake	18,657.2	4.0%
T. Herman	19,542.8	4.2%
T. Hubbard	14,971.0	3.2%
T. Hustisford	18,118.6	3.9%
T. Lebanon	19,690.8	4.2%
T. Leroy	18,756.2	4.0%
T. Lomira	19,985.4	4.3%
T. Lowell	30,475.9	6.5%
T. Oak Grove	20,224.2	4.3%
T. Portland	19,930.9	4.3%
T. Rubicon	17,259.6	3.7%
T. Shields	14,796.2	3.2%
T. Theresa	19,031.1	4.1%
T. Trenton	31,255.7	6.7%
T. Westford	18,153.3	3.9%
T. Williamstown	14,701.8	3.2%
Total	466,324.2	100.0%

Source: Dodge County Land Resources and Parks Department.

5.4 Agriculture and Farmland

Agriculture is central to the culture, economy, and landscape of Dodge County. According to the 2007 Census of Agriculture, the amount of land in farms in Dodge County increased 2.2% from 404,054 acres in 2002 to 412,949 acres in 2007. For the same period, the average size of farms increased about 2% from 205 acres in 2002 to 209 acres in 2007. The number of farms decreased 10.7% from 1,968 farms in 2002 to 1,758 farms in 2007. Similar trends can be found in many Wisconsin counties. Refer to Chapter 6, Economic Development, for further detail on the economic impacts of agriculture in Dodge County. The following tables detail some of the key agricultural production statistics from Dodge County.

**Table 5-2:
Agricultural Production, Dodge County, 2013**

Commodity	Annual Production (2012)
Soybeans	3,112,000 bushels
Corn for grain	19,550,000 bushels
Corn for silage	511,000 tons (2011)
Oats	133,000 bushels
Winter wheat	1,160,000 bushels
Alfalfa Hay	57,600 tons
Cattle and calves	105,000 head (2013)

Source: Wisconsin 2013 Agriculture Statistics report (2012 data)

**Table 5-3:
Number of Dairy Cows and Milk Production 2002-2012, Dodge County, Wisconsin**

	2002	2012
Number of cows	42,500	39,000
Milk per cow (pounds)	16,800	21,600
Total milk produced (1,000 pounds)	714,000	842,400

Source: Wisconsin 2013 Agriculture Statistics report (2012 data)

Annual production for soybeans, corn for grain, corn for silage, and winter wheat increased significantly from 2002 to 2012. For the same time period, production decreased for oats, alfalfa hay, and the number of cattle and calves. Dodge County ranked in the top five Wisconsin counties for soybean, corn for grain, and winter wheat production.

Despite the reduction in the number of milk cows from 2002 to 2012, milk production increased by 18.0 percent as shown in Table 5-3. For the same time period, milk production per cow increased by 28.6 percent.

5.5 Forests

There is approximately 18,966 acres of woodland in Dodge County, which is about 3.3% of the county's surface area. The main woodland species are oak, elm, maple, and other hardwoods (refer to Map 5-2, located in the Appendix).

There is limited economic potential from the remaining woodlots since they tend to be small and widely scattered. Many contain residential development or are located in public parks and recreation areas.

5.6 Metallic and Non-Metallic Mineral Resources

Wisconsin Administrative Code NR 135 requires that all counties adopt and enforce a Non-metallic Mining Reclamation Ordinance that establishes performance standards for the reclamation of active and future non-metallic mining sites, but not abandoned sites. It is intended that NR 135 will contribute to environmental protection, stable non-eroding sites,

productive end land use, and the potential to enhance habitat and increase land values and tax revenues.

Dodge County has a Non-Metallic Mining Reclamation Overlay District as part of its adopted Land Use Code. The purpose of this overlay district is to establish a local program to ensure the effective reclamation of non-metallic mining sites on which non-metallic mining takes place in the County. In 2013, there were 31 permitted sites and 744 actively mined acres in Dodge County.

5.7 Wetlands

The hydrology of soils, or the amount of water saturation present, largely determines how the soil develops and the types of plant and animal communities living in and on the soil. Wetlands may support both aquatic and terrestrial species. The prolonged presence of water creates conditions that favor the growth of specially adapted plants (hydrophytes) and promotes the development of characteristic wetland (hydric) soils.

Wetlands may be seasonal or permanent and are commonly referred to as swamps, marshes, fens, or bogs. Wetland plants and soils have the capacity to store and filter pollutants ranging from pesticides to animal wastes. Wetlands can make lakes, rivers, and streams cleaner, and drinking water safer. Wetlands also provide valuable habitat for fish, plants, and animals. In addition, some wetlands can also replenish groundwater supplies. Groundwater discharge from wetlands is common and can be important in maintaining stream flows, especially during dry months.

Local, state, and federal regulations place limitations on the development and use of wetlands and shorelands. The Wisconsin Department of Natural Resources (WDNR) has inventory maps for each community that identifies wetlands two acres and larger. The wetland inventory map should be consulted whenever development proposals are reviewed in order to identify wetlands and to ensure their protection from development. There are approximately 109,000 acres of wetlands found in Dodge County (refer to Map 5-3, located in the Appendix). Table 5-4 details the acreage of wetlands found in Dodge County.

**Table 5-4:
Wetlands, Dodge County**

	Acres	% of Total
T. Ashippun	3,382.6	3.1%
T. Beaver Dam	2,775.9	2.5%
T. Burnett	8,035.6	7.4%
T. Calamus	4,370.4	4.0%
T. Chester	11,320.9	10.4%
T. Clyman	1,924.6	1.8%
T. Elba	2,482.1	2.3%
T. Emmet	1,024.9	0.9%
T. Fox Lake	4,362.0	4.0%
T. Herman	1,915.1	1.8%
T. Hubbard	4,490.5	4.1%
T. Hustisford	5,900.3	5.4%
T. Lebanon	5,132.3	4.7%
T. Leroy	6,175.9	5.7%
T. Lomira	2,379.5	2.2%
T. Lowell	8,160.6	7.5%
T. Oak Grove	1,938.5	1.8%
T. Portland	3,471.4	3.2%
T. Rubicon	1,974.4	1.8%
T. Shields	5,020.2	4.6%
T. Theresa	3,685.0	3.4%
T. Trenton	3,805.6	3.5%
T. Westford	3,807.4	3.5%
T. Williamstown	9,740.7	8.9%
V. Brownsville	7.8	0.0%
V. Clyman	0.0	0.0%
V. Hustisford	132.2	0.1%
V. Iron Ridge	20.7	0.0%
V. Kekoskee	16.8	0.0%
V. Lomira	27.1	0.0%
V. Lowell	152.8	0.1%
V. Neosho	28.5	0.0%
V. Randolph*	1.3	0.0%
V. Reeseville	4.2	0.0%
V. Theresa	21.4	0.0%
C. Beaver Dam	229.8	0.2%
C. Columbus*	0.0	0.0%
C. Fox Lake	166.9	0.2%
C. Hartford*	11.6	0.0%
C. Horicon	440.1	0.4%
C. Juneau	19.4	0.0%
C. Mayville	30.9	0.0%
C. Watertown*	395.6	0.4%
C. Waupun*	22.6	0.0%
Dodge County	109,006.1	100.0%

*Community partially located outside of county, acreage only includes portion in the county.
Source: Dodge County Land Resources and Parks Department.

Horicon National Wildlife Refuge and Horicon Marsh Wildlife Area

These two protected wildlife areas, collectively known as the Horicon Marsh, make up the largest freshwater cattail marsh in the United States. This marsh has been designated as “A Wetland of International Importance” by the Ramsar Convention and accepted as a “Globally Important Bird Area” by the American Bird Conservancy. The Green Bay Lobe of the Wisconsin glacier formed the Horicon Marsh during the last Ice Age more than 10,000 years ago. The glacier left behind a shallow, 50-square mile lake as it receded. Over time, this lake and the deposit of silt and organic materials reduced the depth of the basin. Due to its geological significance, Horicon Marsh has been included as a unit of the Ice Age National Scenic Reserve in cooperation with the National Park Service. The northern two-thirds of the marsh is under the jurisdiction of the U.S. Fish and Wildlife Service and the southern one-third is under the jurisdiction of the Wisconsin Department of Natural Resources.

After many years of damming, ditching, and draining in an attempt to alter the marsh, the Wisconsin Legislature passed the Horicon Marsh Wildlife Refuge Bill in 1927 for the restoration of the Marsh including land acquisition and dam construction to re-flood this drained wetland. Today, the Horicon Marsh covers about 32,000 acres, making it the largest freshwater marsh in the upper Midwest.

5.8 Floodplains

For planning and regulatory purposes, the floodplain is normally defined as those areas, excluding the stream channel, that are subject to inundation by the 100-year recurrence interval flood event. This event has a one percent chance of occurring in any given year. Because of this chance of flooding, development in floodplain should be discouraged and the development of park and open space in these areas encouraged. The floodplain includes the floodway and flood fringe. The floodway is the portion of the floodplain that carries flood water or flood flows, while the flood fringe is the portion of the floodplain outside the floodway, which is covered by waters during a flood event. The flood fringe is generally associated with standing water rather than rapidly flowing water.

Wisconsin Statute 87.30 requires Counties, Cities, and Villages to implement floodplain zoning. In addition, the Federal Emergency Management Agency (FEMA) has developed flood hazard data. Table 5-5 details the acreage of floodplains found in the communities of Dodge County. Refer to Map 5-4 located in the Appendix for floodplains within the county.

5.9 Surface Water Features

Over 21,000 acres of surface water cover parts of Dodge County, including 31 lakes and 50 rivers and streams. Table 5-6 details the amount of surface water found in Dodge County. Map 5-5, Appendix shows Watersheds, Streams, and Surface Waters.

**Table 5-5:
Floodplains, Dodge County**

	Acres	% of Total
T. Ashippun	4,757.2	3.5%
T. Beaver Dam	5,260.0	3.8%
T. Burnett	9,495.9	6.9%
T. Calamus	8,223.4	6.0%
T. Chester	10,243.2	7.5%
T. Clyman	2,977.2	2.2%
T. Elba	5,403.8	4.0%
T. Emmet	2,766.9	2.0%
T. Fox Lake	8,907.2	6.5%
T. Herman	2,232.4	1.6%
T. Hubbard	3,253.8	2.4%
T. Hustisford	9,394.9	6.9%
T. Lebanon	9,314.3	6.8%
T. Leroy	6,048.3	4.4%
T. Lomira	853.9	0.6%
T. Lowell	6,993.3	5.1%
T. Oak Grove	5,519.1	4.0%
T. Portland	7,640.5	5.6%
T. Rubicon	3,546.3	2.6%
T. Shields	4,407.2	3.2%
T. Theresa	1,984.4	1.5%
T. Trenton	1,547.4	1.1%
T. Westford	6,060.4	4.4%
T. Williamstown	9,618.0	7.0%
V. Brownsville	0.0	0.0%
V. Clyman	0.0	0.0%
V. Hustisford	0.0	0.0%
V. Iron Ridge	1.6	0.0%
V. Kekoskee	0.0	0.0%
V. Lomira	0.0	0.0%
V. Lowell	0.0	0.0%
V. Neosho	48.5	0.0%
V. Randolph*	0.0	0.0%
V. Reeseville	0.0	0.0%
V. Theresa	38.3	0.0%
C. Beaver Dam	0.0	0.0%
C. Columbus*	0.0	0.0%
C. Fox Lake	0.0	0.0%
C. Hartford*	0.0	0.0%
C. Horicon	0.0	0.0%
C. Juneau	0.0	0.0%
C. Mayville	177.5	0.1%
C. Watertown*	0.0	0.0%
C. Waupun*	0.0	0.0%
Dodge County	136,714.6	100.0%

*Community partially located outside of county, acreage only includes portion in the county.
Source: Dodge County Land Resources and Parks Department.

**Table 5-6:
Surface Water, Dodge County**

	Acres	% of Total
T. Ashippun	108.8	0.5%
T. Beaver Dam	2,237.4	10.6%
T. Burnett	409.5	1.9%
T. Calamus	329.0	1.6%
T. Chester	998.9	4.7%
T. Clyman	49.1	0.2%
T. Elba	260.1	1.2%
T. Emmet	39.5	0.2%
T. Fox Lake	4,063.8	19.3%
T. Herman	25.9	0.1%
T. Hubbard	1,732.5	8.2%
T. Hustisford	1,219.3	5.8%
T. Lebanon	200.4	1.0%
T. Leroy	717.6	3.4%
T. Lomira	28.7	0.1%
T. Lowell	497.0	2.4%
T. Oak Grove	222.0	1.1%
T. Portland	406.4	1.9%
T. Rubicon	261.9	1.2%
T. Shields	334.2	1.6%
T. Theresa	360.1	1.7%
T. Trenton	499.3	2.4%
T. Westford	3,404.1	16.1%
T. Williamstown	1,236.0	5.9%
V. Brownsville	0.1	0.0%
V. Clyman	0.0	0.0%
V. Hustisford	132.3	0.6%
V. Iron Ridge	2.2	0.0%
V. Kekoskee	11.3	0.1%
V. Lomira	10.0	0.0%
V. Lowell	36.3	0.2%
V. Neosho	21.8	0.1%
V. Randolph*	0.2	0.0%
V. Reeseville	0.5	0.0%
V. Theresa	14.4	0.1%
C. Beaver Dam	874.9	4.1%
C. Columbus*	1.3	0.0%
C. Fox Lake	35.3	0.2%
C. Hartford*	1.3	0.0%
C. Horicon	132.3	0.6%
C. Juneau	0.2	0.0%
C. Mayville	72.4	0.3%
C. Watertown*	0.0	0.0%
C. Waupun*	106.0	0.5%
Dodge County	21,094.1	100.0%

*Community partially located outside of county, acreage only includes portion in the county.
Source: Dodge County Land Resources and Parks Department.

The following is a description of the more prominent lakes, rivers, and streams in Dodge County.

Lakes

The glacial history of Dodge County left a poorly developed drainage system, shallow depressions for lakes, and numerous wetland areas. As a result, there are very few lakes in the county and the existing lakes are very shallow in depth, averaging only about seven feet. The major lakes in the county are highlighted below.

Beaver Dam Lake

Beaver Dam Lake is the largest lake in Dodge County and the 16th largest in Wisconsin. It was formed in 1842 when a 10 foot dam was constructed on the Beaver Dam River to provide water power. The City of Beaver Dam is located on the southeast shore. The lake experienced problems when carp were introduced at the turn of the century. None of the procedures used to reduce the carp population have been entirely successful. Today the lake experiences problems of pollution due to agricultural and urban runoff including industrial cooling water discharge and storm water discharge from the City of Beaver Dam. The shallow depth and resulting turbidity contribute to problems of rough fish, winter fish kills, and shoreline erosion. The fishery consists primarily of buffalo fish, crappie, bullheads, walleye, northern pike, and carp. Despite its problems, the lake is valuable for boating and has many boat launching and parking facilities. Area parks provide shore fishing and picnic areas. Additionally, the lake provides hunting opportunities for waterfowl during the fall migration. Winter uses include snowmobiling, ice fishing, and ice skating. However, open water is a hazard in some locations due to aerators.

Sinissippi Lake

Sinissippi Lake was formed by a 12 foot dam, originally erected in 1845, which flooded a marshy valley of the Rock River. Siltation from the watershed, coupled with deposition from deteriorating marshes, contributes to the shallowness of the lake. The fishery consists mainly of carp, bullheads, and northern pike. A large number of waterfowl visit the lake in the spring. Sinissippi Lake experiences problems of algae blooms during the summer and fish kills in winter.

The Lake Sinissippi Improvement District (LSID) has been formed to help improve and protect the lake and its watershed. LSID is a special unit of government. All residents with deeded access or lake frontage between the Village of Hustisford and County Highway S are included within the LSID boundary.

Fox Lake

Fox Lake was originally a smaller natural lake formed by glacial activity. In 1845 it was greatly increased in size and depth by construction of an 11 foot dam on Mill Creek. The City of Fox Lake is located on the southeast shore of the lake where city parkland with a boat landing provides recreational access. A town park with a boat landing provides access on the north side of the lake. Because Fox Lake is deeper, it is experiencing less pollution than Beaver Dam or Sinissippi Lakes. Fox Lake is heavily used for boating, water skiing, and fishing. Despite stocking and rough fish removal projects, the original game fish population is being reduced by over abundant carp populations. Fox Lake drains toward Beaver Dam Lake via Mill Creek. The

protection of Fox Lake is assisted by the Fox Lake Inland Lake Protection & Rehabilitation District.

Neosho Millpond

The millpond is a shallow impoundment of the Rubicon River created by an 11 foot high dam at Neosho. The fishery is of moderate quality with turbid water and lack of aquatic vegetation. The millpond is largely undeveloped with pasture lands and steep hill sides in the adjacent rural areas. Housing developments are primarily located within the Village of Neosho. The millpond is best suited for fishing, small boats, and hunting. A public boat landing and swimming beach are some of the facilities available in adjacent Neosho Park.

Lake Emily

Lake Emily is a shallow, fertile lake located in the extreme northwest corner of Dodge County. The lake is principally fed by seepage, springs and runoff. A four-foot dam assists in maintaining the water levels. The lake provides a quality fishery primarily of perch, bluegills, largemouth bass, and northern pike and receives heavy usage year round. Much of the lakeshore is developed with cottages and homes, except for the west side which is still undeveloped. A town-owned boat landing provides good fishing and boating access on the southern end of the lake.

Lost Lake

Lost Lake is located in west-central Dodge County. The lake is mainly seepage fed and drains to Beaver Dam Lake. The lake is popular for fishing and hunting although freeze out conditions limit the fishery. Much of the shoreline consists of marshy areas, thus development is limited. Boat ramps exist on the north and south sides of the lake as extensions of the town roads.

In addition to the six lakes described above, Dodge County has 25 other lakes, which are relatively small and shallow. These lakes generally provide recreational opportunities, including hunting and fishing, and are often important as waterfowl habitat.

Rivers and Streams

A total of 387 miles of streams and rivers can be found in Dodge County. The most prominent are the Rock, Beaver Dam, and Crawfish Rivers. Numerous intermittent streams and creeks are scattered throughout Dodge County. Major river and stream features are highlighted below.

Rock River

The Rock River drains Dodge County toward the south, eventually emptying into the Mississippi River. It is located in the eastern half of the county and is generally oriented north-south. The main stem of the Rock River begins in the Horicon Marsh where the east, south, and north branches converge. The east branch begins around Allenton in Washington County and flows in a northwesterly direction through Theresa and Mayville before it reaches the Horicon Marsh. The south branch begins west of Waupun and flows through Waupun while the west branch begins near Brandon in Fond du Lac County, where it flows east a distance before heading south to the Horicon Marsh. Upon exiting the Horicon Marsh, the Rock River flows through the City of Horicon and then into Lake Sinissippi, which was created by a dam in the Village of Hustisford. As it leaves the Village of Hustisford, the Rock River begins a long meandering journey through miles of the flat rural country-side of the Towns of Hustisford and Lebanon and

portions of northeast Jefferson County before it flows north back into Dodge County at the City of Watertown. The fall of the river from the upper federal dam in the Horicon National Wildlife Refuge to the upper Watertown dam is just 34 feet over 58 miles. It meanders a bit through Watertown as it once again heads south flowing through such cities as Fort Atkinson, Janesville, Beloit, and Rockford, Illinois before reaching its ultimate destination – the Mississippi River.

A number of boat landings and park facilities can be found along the Rock. Canoe, kayak, and paddle boat rentals are available at Harnischfeger Park along the Rock River in the Town of Lebanon. Paddlers can travel upstream for 17 miles to Hustisford or downstream 25 miles to Watertown. The Rock River Trail was designated into the National Water Trails System in 2013. The Rock River Trail links counties in both Wisconsin and Illinois along the 320 mile river course. The Rock River Trail is the first national water trail in Wisconsin.

Crawfish River

The Crawfish River is a major tributary of the Rock River, primarily draining the western half of Dodge County. The river flows from Columbia County into Dodge County near the City of Columbus and meanders in an erratic fashion in an easterly and southeasterly direction. The river is impounded at Danville creating a millpond, where an historic mill remains. Astico County Park lies adjacent to the river and millpond providing canoeing and fishing access. After merging with the Beaver Dam River in the Mud Lake Wildlife area in southwestern Dodge County, the Crawfish River continues southward where it empties into the Rock River in the City of Jefferson.

Beaver Dam River

The Beaver Dam River is the major river draining the northwestern portion of Dodge County. From its start at Beaver Dam Lake, it flows southward 31 miles before flowing into the Crawfish River at Mud Lake. Fishing and canoeing opportunities are possible, especially during periods of high flow. A dam at Lowell with some adjacent parkland provides the primary access to the river. According to the Department of Natural Resources, the river is severely affected by polluted runoff from barn yards and soil erosion, leading to degraded water quality and higher populations of rough fish. Designating parkland and environmentally sensitive lands in the City of Beaver Dam along the river, in conjunction with other efforts, could better protect the river and provide recreational access to it.

5.10 Groundwater Resources

The source of all groundwater is precipitation, which percolates down through the soil until it reaches the saturated zone called an aquifer, where it is then contained. Water in an aquifer travels from its source to a discharge point such as a well, wetland, spring, or lake. During periods of increased precipitation or thaw, this vast resource is replenished with water moving by gravity through permeable soils which is called a water table system. In some instances, groundwater moves because of pressure created by a confining layer of impervious rock which is called an artesian system. The availability of groundwater within the county varies locally and should be investigated before any development occurs.

Most groundwater contamination is related to poorly sited land uses. For example, agricultural manure, petroleum, and salt storage in areas of high groundwater tables or fractured bedrock are all potential sources of groundwater pollution. Contamination of groundwater reserves can also result from such sources as percolation of water through improperly placed or maintained landfill sites, private waste disposal (septic effluent), runoff from livestock yards and urban areas, improper application of agricultural pesticide or fertilizers, excessive lawn and garden fertilizers and pesticides, leaks from sewer pipes, and seepage from mining operations. Runoff from leaking petroleum storage tanks and spills can also add organic and chemical contaminants in locations where the water table is near the surface. Once groundwater contamination has occurred, successful remediation is expensive and can take years, or may never occur, depending upon the pollutant. Therefore, when considering specific land uses for an area, it is vital to consider the physical characteristics of the area and the relationships between the land and the proposed/actual use in order to ensure that groundwater contamination does not occur.

Within Dodge County there are areas that have natural occurring and human influenced well contamination. According to studies performed by University of Wisconsin-Extension offices, there are multiple types of contamination in Dodge County. One major contamination is nitrates, which are mainly human influenced and a major concern in parts of Dodge County. The Town of Lomira and areas north of the City of Beaver Dam have higher than average nitrate levels. Also, the land north of the City of Beaver Dam has noticeably higher chloride levels. These two types of contamination may be linked to agricultural practices, shallow bedrock, or uncontrolled spreading of contaminants. Another contamination that raises concern is the higher number of positive bacteria samples in the area. The Town of Fox Lake has a higher number of bacteria samples than any other town in Dodge County. Almost all of the high bacteria samples were found around Fox Lake. Some of these contaminations can be linked to unique bedrock or groundwater features, or current or past land use practices in the area. To help control future well contaminations, individual communities should conduct testing to identify contaminated areas and reduce development in those areas.

5.11 Environmental Corridors/Sensitive Areas

Environmental corridors are continuous systems of open space that often include environmentally sensitive lands including woodlands, wetlands and habitat areas, natural and cultural resources requiring protection from disturbance and development, and lands needed for open space and recreational use (refer to Map 5-6, located in the Appendix). Environmental corridors serve multiple functions. Protection and preservation of environmental corridors contribute to water quality through reduction of non-point source pollution and protection of natural drainage systems. Environmental corridors can also protect and preserve sensitive natural resource areas, such as wetlands, floodplains, woodlands, steep slopes, native grasslands, prairies, prairie savannas, groundwater recharge areas, and other areas that would impair habitat and surface or groundwater quality if disturbed or developed.

The Dodge County Land Use Code includes an Environmental Protection Overlay District. The primary purpose of the Environmental Protection Overlay District is to promote the public health, safety, and general welfare by providing for uses compatible with protecting, preserving, and enhancing significant natural areas within the County. These areas include wooded areas of

environmental importance, significant archaeological sites, slopes in excess of 12 percent, soil depths less than 60 inches, or other areas in which the public has interest in preserving or protecting. Dodge County also has a Shoreland Protection Ordinance that provides additional protection for the County's lakes and rivers.

5.12 Threatened and Endangered Species

The Wisconsin Department of Natural Resources (WDNR) lists species as "endangered" when the continued existence of that species as a viable component of the state's wild animals or wild plants is determined to be in jeopardy on the basis of scientific evidence. "Threatened" species are listed when it appears likely based on scientific evidence that the species may become endangered within the foreseeable future.

Table 5-7 identifies the threatened and endangered species that can be found in Dodge County.

5.13 Wildlife Habitat and State Natural Areas

Wildlife habitat can be simply defined as the presence of enough food, cover, and water to sustain a species. The wildlife habitat of Dodge County is particularly accommodating to waterfowl. In addition to hundreds of thousands of geese that migrate to the Horicon Marsh each spring and fall, the county's numerous marshlands are home to ducks, herons, egrets, and swans. The county also has an excellent pheasant habitat. Dodge County is also home to a variety of song birds and the typical upland animals of southern Wisconsin, including deer, rabbit, fox, raccoon, squirrel, and muskrat.

The Wisconsin Department of Natural Resources identifies State Natural Areas, which are defined as tracts of land in a natural or near natural state and which are managed to serve several purposes including scientific research, teaching of resource management, and preservation of rare native plants and ecological communities. There are four State Natural Areas in Dodge County including Four Mile Island Rookery, Waterloo Prairie, Mayville Ledge Beech-Maple Woods, and Neda Mine.

Four Mile Island Rookery

The Four Mile Island Rookery is located within the Horicon Wildlife Area. The island contains one of the largest heron and egret rookeries in the Midwest. The narrow island is forested with large oaks, basswood, elm, aspen, and cottonwood trees used for nests by great blue herons, black-crowned night herons, and great egrets. The Four Mile Island Rookery is owned by the Wisconsin Department of Natural Resources and was designated a State Natural Area in 1965.

Waterloo Prairie

Waterloo Prairie is located within the Waterloo Wildlife Area. Waterloo Prairie contains two separated units of wet grasslands along Stony Brook and its tributaries. The northern portion features a large, raised calcareous fen and spring complex with numerous wet seepage slopes while a more extensive wet prairie meadow lies to the south. The prairie is owned by the DNR and was designated a State Natural Area in 1968.

Mayville Ledge Beech-Maple Woods

Mayville Ledge is a one-half mile exposure of Niagara dolomite escarpment, ranging from 40 to 60 feet in height. The escarpment slope supports an ungrazed forest of sugar maple, basswood, red oak, and American elm. The level plain above the escarpment supports a variable aged wood of ironwood, American beech, sugar maple, and yellow bud hickory. Mayville Ledge is owned by the University of Wisconsin-Milwaukee and was designated a State Natural Area in 1987.

Neda Mine

Neda Mine is an abandoned iron mine at the base of the Niagara dolomite escarpment that contains one of the largest bat hibernacula in Wisconsin. Both shaft and open pit mining occurred here from the mid-1800s until 1914. Over time the old mine shafts and tunnels collapsed providing “cave” habitat for at least three species of bats. More than 300,000 bats have been estimated hibernating in the maze of mine shafts. Neda Mine is owned by the University of Wisconsin and was designated a State Natural Area in 1978.

**Table 5-7:
Threatened and Endangered Species, Dodge County**

	Status	Taxa
Barn Owl	Endangered	Bird
Forster’s Tern	Endangered	Bird
Great Egret	Threatened	Bird
Red-Shouldered Hawk	Threatened	Bird
River Redhorse	Threatened	Fish
Slender Madtom	Endangered	Fish
Striped Shiner	Endangered	Fish
Redfin Shiner	Threatened	Fish
Blanchard’s Cricket Frog	Endangered	Frog
Ellipse	Threatened	Mussel
Blanding’s Turtle	Threatened	Turtle
American Marten	Endangered	Mammal
Big Brown Bat	Threatened	Mammal
Little Brown Bat	Threatened	Mammal
Northern Long-eared Bat	Threatened	Mammal
Eastern Pipistrelle	Threatened	Mammal
Small White Lady’s-Slipper	Threatened	Plant

Source: Wisconsin Department of Natural Resources.

Wisconsin’s Land Legacy Program

The WDNR has conducted a study of places that may be important in meeting the state’s conservation and recreation needs over the next 50 years. The following areas or features have been identified in Dodge County:

- ◆ Crawfish River – Waterloo Drumlins
- ◆ Glacial Habitat Restoration Area

- ◆ Horicon Marsh
- ◆ Niagara Escarpment
- ◆ Upper Rock River

5.14 Historic Places

State and National Register of Historic Places

The National Register of Historic Places recognizes properties of local, state, and national significance. Properties are listed in the National Register because of their associations with significant persons or events, because they contain important information about our history or prehistory, or because of their architectural or engineering significance. The National Register also lists important groupings of properties as historic districts. In addition, the National Park Service highlights properties that have significance to the nation as a whole by conferring on them the status of National Historic Landmark.

The Wisconsin State Register of Historic Places parallels the National Register. However, it is designed to enable state-level historic preservation protection and benefits. Most of the properties in Wisconsin listed in the National Register are also listed in the State Register.

There are 32 sites in Dodge County that are listed on the State or National Register (refer to Map 5-7, located in the Appendix). They are as follows:

<p>T. Burnett</p> <ul style="list-style-type: none"> ◆ Willard Greenfield, farmstead <p>T. Chester</p> <ul style="list-style-type: none"> ◆ Horicon Site <p>T. Lebanon</p> <ul style="list-style-type: none"> ◆ Schoenicke Barn <p>T. Portland</p> <ul style="list-style-type: none"> ◆ Hensler Petroglyph Site <p>T. Shields</p> <ul style="list-style-type: none"> ◆ St. Joseph’s Roman Catholic Church <p>T. Williamstown</p> <ul style="list-style-type: none"> ◆ Kekoskee Archeological District 	<p>V. Hustisford</p> <ul style="list-style-type: none"> ◆ John Hustis House ◆ Ferdinand Schulze House <p>C. Juneau</p> <ul style="list-style-type: none"> ◆ Dodge County Courthouse <p>V. Lomira</p> <ul style="list-style-type: none"> ◆ Boller, W.H., meat market and residence <p>C. Mayville</p> <ul style="list-style-type: none"> ◆ Beaumont Hotel ◆ Hollenstein Wagon and Carriage Factory ◆ Main Street Historic District ◆ White Limestone School <p>V. Randolph</p> <ul style="list-style-type: none"> ◆ Hutchinson Memorial Library <p>C. Watertown</p> <ul style="list-style-type: none"> ◆ Ferdinand C. Hartwig House
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<p>C. Beaver Dam</p> <ul style="list-style-type: none"> ◆ Dodge County Historical Museum ◆ Hotel Rogers ◆ St. Mark’s Episcopal Church ◆ Swan House and Vita Spring Pavilion ◆ Weyenberg Shoe Factory ◆ Williams Free Library ◆ Fountain Inn ◆ Paramount Knitting Mill <p>C. Fox Lake</p> <ul style="list-style-type: none"> ◆ Fox Lake Railroad Depot ◆ Indian Point Site <p>C. Horicon</p> <ul style="list-style-type: none"> ◆ Daniel C. Van Brunt House 	<p>C. Waupun</p> <ul style="list-style-type: none"> ◆ Central State Hospital Historic District ◆ Marin K. Dahl House ◆ Carnegie Museum ◆ Wisconsin State Prison Historic District <p>T. Emmet</p> <ul style="list-style-type: none"> ● Kliese House Barn
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Wisconsin Architecture & History Inventory

The Wisconsin Architecture & History Inventory (AHI) provided by the Wisconsin Historical Society lists historical and architectural information on properties in Wisconsin. The AHI contains data on buildings, structures, and objects that illustrate Wisconsin’s unique history. The majority of properties listed are privately owned. Listed properties convey no special status, rights, or benefits. Dodge County has numerous properties on this listing.

5.15 Cultural Resources

Cultural Facilities

Cultural amenities enhance the quality of life, encourage residential development, and attract tourism. Such amenities are limited in Dodge County since its communities are small and lack the support populations needed for diverse cultural opportunities. The primary cultural facilities in Dodge County consist of libraries, museums, and historical markers. There are 12 libraries in the county, 13 museums, and four official historical markers. The libraries are all municipally owned. Four of the museums are privately operated.

Libraries, museums, and historical markers available in and around the communities of Dodge County are as follows:

Ashippun

- ◆ Honey Acres (Museum)

Beaver Dam

- ◆ Beaver Dam Community Library
- ◆ Williams Free Library (Dodge County Historical Museum)

Brownsville

- ◆ Brownsville Public Library

Fox Lake

- ◆ Fox Lake Public Library
- ◆ Fox Lake Railroad Depot (Museum – Fox Lake Historical Society)
- ◆ Bunny Berigan Historical Marker

Horicon

- ◆ Horicon Public Library
- ◆ Satterlee Clark House (Museum – Horicon Historical Society)

Hustisford

- ◆ Hustisford Public Library
- ◆ John Hustis House (Museum – Hustisford Historical Society)

Juneau

- ◆ Juneau Public Library
- ◆ Northwestern Hotel (Museum – Dodge Centre Historical Society)
- ◆ Adrian “Addie” Joss (Historical Marker)

Lomira

- ◆ Lomira Public Library

Mayville

- ◆ Mayville Public Library
- ◆ White Limestone School (Museum)
- ◆ Holstein Wagon and Carriage Factory (Museum – Mayville Historical Society)
- ◆ First Iron Smelter (Historical Marker)

Neosho

- ◆ Old Village Hall (Museum – Neosho Historical Society)

Randolph

- ◆ Hutchinson Public Library

Theresa

- ◆ Theresa Public Library
- ◆ Soloman Juneau Homestead Museum (Theresa Historical Society)

Watertown

- ◆ Watertown Public Library
- ◆ Octagon House (Museum – Watertown Historical Society)
- ◆ First Kindergarten Museum

Waupun

- ◆ Waupun Public Library

- ◆ Waupun Heritage Museum
- ◆ Public Sculptures (7)
- ◆ Auto Race: Green Bay to Madison (Historical Marker)

As shorter trips and historical attractions continue to become more popular, local museums will likely be in greater demand as recreational destinations. A present problem with most local museums is the very limited amount of time they are open to the public due to the number of available volunteers and low or non-existent staffing budgets. As demand increases, the museums should be made more convenient and accessible as a local recreation facility.

5.16 Community Design

Community design as a cultural resource helps explain the origins and history of how a given community looks, feels, and functions in the present day. Components of the origin of community design include historic settlement patterns, resource use (like mining, farming, and forestry) in rural areas, the industries and businesses that influenced urban areas, transportation features and traffic flow patterns, natural features like rivers, lakes, and wetlands, and the heritage and values of the people that lived in a community in the past and that live there today. These factors might be expressed through street layout, building architecture, landscaping, preservation of natural features, development density, and other components of development design.

The design of a community as seen today might also be influenced by community decisions including the use of zoning and subdivision controls, the establishment of parks and other community facilities, the use of historic preservation, and in some cases, the use of land use planning. Each community within Dodge County has its own unique community design which, when all taken into consideration, make up the community design of Dodge County.

5.17 Agricultural, Natural and Cultural Resources Goals and Objectives

Wisconsin Statutes 66.1001 requires a statement of overall goals and objectives to guide the future development and redevelopment of the county over a 20-year planning period. The following are the goals and objectives developed by Dodge County with regard to the Agricultural, Natural and Cultural Resources element.

Goal: Protect and preserve the County's best agricultural farm land.

Goal: Protect, preserve and enhance the County's natural, historical and cultural resources.

Objectives:

1. Protect the Horicon Marsh as a valuable natural resource and tourist attraction.
2. Control development in areas that possess valuable natural resource characteristics and wildlife habitats.

3. Require storm water management plans and erosion control efforts to protect the surface and groundwater resources in high growth areas.
4. Designate areas where animal confinement facilities can be operated without conflicting with other forms of development.
5. Provide areas in the rural parts of Dodge County that are suitable for limited residential development and are designed to minimize adverse impacts on agriculture and maintain the rural character.
6. Focus new growth in areas that will not adversely impact prime agricultural areas of the County. Review new proposals for scattered rural development for potential impacts on agriculture and allow it only within areas considered appropriate for rural development.
7. Maintain the integrity of agricultural districts allowing for accepted agricultural practices.
8. Restrict non-farm development on prime agricultural soils, which are defined as Capability Class I, II, and III soils.
9. Maintain agricultural preservation policies for land within urban service areas until such time as sanitary sewer service is available and the land can be rezoned and developed on public sewers or a negotiated boundary agreement redefining the urban service area is entered into between the affected incorporated municipality and town.
10. Assist local historical societies to preserve structures and artifacts that reflect Dodge County's past.
11. Seek grants from the Wisconsin Department of Natural Resources, other state and federal agencies, and investigate new revenue sources such as impact fees for the acquisition and improvement of outdoor recreation sites, open space and conservancy lands.

5.18 Agricultural, Natural and Cultural Resources Policies and Recommendations

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

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

Policies:

1. Apply for tourism grants and other funding sources to acquire sites of historical significance.
2. Provide grant writing and promotional assistance to local historical societies and Chambers of Commerce to help preserve and promote the cultural and historic resources of Dodge County.
3. Land currently under a Farmland Preservation Agreement should not be subdivided for non-agricultural purposes. The Farmland Preservation Program is intended to preserve farmland and should be respected if a landowner has entered it voluntarily.
4. Minimize the severance of agricultural parcels for highway improvement projects.
5. Discourage land divisions in prime agricultural areas which are not in accordance with the applicable residential density standard provisions.
6. Small pockets of untillable land surrounded by agricultural land should not be approved for residential development because future non-agricultural residents may be offended by agricultural practices and cause agriculture to be curtailed.
7. Continue enforcement of the Dodge County Shoreland Protection Ordinance in applicable areas.
8. Protect woodlots of 25 or more acres from development when possible to protect wildlife habitat.
9. Prevent structural development on FEMA 100-year floodplains in order to protect floodwater storage capacity and reduce property damage from floods.
10. Prevent development on archaeological sites containing burials and require deed restrictions on other property containing mapped archaeological sites to protect the archaeological significance of the site when development of such a site is approved.
11. Residential development within agricultural areas should not be approved if recommended for denial by the affected town.
12. General farming, harvesting of wild crops and sustained yield forestry should be permitted in privately owned open space areas.
13. Each request for land division approval, conditional use permit approval and change of zoning should be reviewed for possible conflict with an archaeological site.

14. Erosion control plans should be required for any development on slopes between 12 and 20 percent.
15. Development on slopes in excess of 20 percent should be prohibited.
16. The County should direct growth away from environmentally sensitive areas, such as environmental corridors, wetlands, and floodplains.
17. The County shall control the impact of new residential development in agricultural areas by enforcing density standards within the agricultural zoning districts.
18. The County will continue to encourage prime agricultural zoning in targeted agricultural preservation areas in accordance with the state farmland preservation program.
19. New non-farm residential development should be discouraged on large tracts of productive agricultural land in areas of existing agricultural operations.

Recommendations:

1. Consider funding a study of groundwater quality and quantity in order to identify if there are problem areas where growth should be limited.
2. Continue to enforce a density standard within the agricultural zoning districts in order to control the development of new non-farm residences.
3. Consider establishing an inventory of livestock farm operations, feedlots and manure storage facilities.
4. Use public acquisition, dedication, or conservation easements in areas of critical environmental importance.
5. Develop a historic preservation type document that reflects on the County's past in a nontraditional manner. Create a website map and database of historical sites within the County's geographical information system.
6. Conduct naturalist programs in the parks on a regular basis.
7. Research the possibility of providing incentives for farmers to leave unplowed and unfertilized buffers along waterways ways and wetlands.
8. Require deed restrictions on property containing mapped archaeological sites if development is permitted on the site.
9. Dodge County Land Resources and Parks Department should apply for DNR grants that could be used for shoreland restoration projects, park improvement projects, or other projects that enhance the County's natural resources.

10. Dodge County should evaluate the feasibility of making tax breaks for lake shore owners who comply with established shoreland preservation guidelines, e.g. natural land cover, maintaining a minimum buffer area, etc.
11. The Dodge County Land Resources and Parks Department should apply for grants and assist with the planning and development of new recreational trails, such as the Gold Star Memorial Trail.

5.19 Agricultural, Natural and Cultural Resources Programs

The following general programs are currently available to the County to assist with implementation of the various goals, objectives, policies, and recommendations of the Agricultural, Natural and Cultural Resources Element of the Dodge County Comprehensive Plan.

County Programs

Dodge County Land Conservation Department

The mission of the department is to promote and assist in wise land use decisions that preserve, protect and enhance the natural resources of Dodge County. The department is responsible for providing technical, planning, and financial assistance to landowners of Dodge County in regards to soil and water conservation practices. The department implements state and local conservation programs such as the Farmland Preservation Program, the DNR Priority Watershed Program, the Land and Water Resource Management Program, the Animal Damage and Claims Program, and the Animal Waste Management Ordinance. The department also assists in the implementation of the Shoreland/Wetland/Floodplain Ordinance. It is the responsibility of the Land Conservation Department and Committee to ensure that the county's natural resources are conserved.

State Programs

Lake Organizations

The development of a lake organization is one way to help coordinate and fund protection, education, and improvement efforts for Wisconsin's local lakes. Wisconsin currently has the largest number of lake organizations in the nation. There are currently over 600 organizations in Wisconsin that include both lake associations and lake districts. The number of organizations has increased by 38 percent in the past ten years and continues to grow.

There are three primary types of lake organizations in Wisconsin, the unincorporated lake association, qualified lake association (incorporated), and the public inland lake protection and rehabilitation district. They are described as follows:

- ◆ Unincorporated lake association: This organization is generally informal and has no legal guidelines or formal organizational requirements to govern operations. This type of organization may be desirable if informality is desired, there is a small membership and minimal activities, and if there is a limited budget.

However, an unincorporated lake association cannot hold title to real property nor is the organization eligible for lake planning and protection grants.

- ◆ Qualified lake association (incorporated): This organization is developed under Wis. Stats. 181 as a non-stock corporation. This status allows for the ability to hold a bank account, make contracts, and borrow money. This organization is also eligible for lake planning and protection grants. Formality in operations and organization structures is increased in comparison to an unincorporated association.
- ◆ Lake protection and rehabilitation district: The most significant difference with this type of organization is its ability to tax property owners within its boundaries. A district, circumstances applying, may also regulate the use of the lake and adopt certain powers of sanitary districts. Districts are also eligible for lake planning and protection grants. This type of organization is desirable if an active role in lake protection will be pursued and long term planning is anticipated.

Wisconsin Act 307 – Notification to Nonmetallic Resource Owners

This Act amends portions of the Wisconsin Comprehensive Planning Law to increase communication and notification of local planning with owners of nonmetallic mineral sites. Public participation procedures must now include written procedures describing the methods the local government will use to distribute proposed, alternative, or amended elements of a plan to owners of property, or to persons who have a leasehold interest in property, which may extract nonmetallic mineral resources on the property. This is only required if the comprehensive plan changes the allowable use or intensity of use of the given property. Wisconsin Act 307 also added provisions to the Comprehensive Planning Law detailing that prior to a public hearing written notice shall be provided to property owners or operators with an interest in nonmetallic mineral resources.

County Conservation Aids

Funds are available to carry out program of fish or wildlife management projects as per s.23.09 (12), Wis. Stats. and NR 50, Wis. Adm. Code. Projects related to providing improved fish or wildlife habitat or projects related to hunter/angler facilities are eligible. Projects which enhance fish and wildlife habitat or fishing and hunting facilities have priority. Contact the WDNR for further information.

Non-Point Pollution Abatement Program

Funds are available to improve water quality by limiting or ending sources of nonpoint source (run-off) water pollution by providing financial and technical assistance to landowners, land operators, municipalities, and other governmental units. Governmental units within designated priority watersheds and priority lakes are eligible to apply. Eligible projects are watersheds and lakes where: 1) the water quality improvement or protection will be great in relation to funds expended; 2) the installation of best management practices is feasible to abate water pollution caused by nonpoint source pollution; and 3) the local governmental units and agencies involved are willing to carry out program responsibilities. Efforts are focused statewide in critical watersheds and lakes where nonpoint source related water quality problems are most severe and

control is most feasible. Rural landowners and land operators located in selected priority watersheds and priority lakes can contact their county land conservation departments to explain the program and have the landowner/land operator sign for cost sharing best management practices. Non-rural landowners and land operators can contact their municipal government offices. A watershed or lake project normally has a 10-12 year time frame: two years for planning and eight to ten years to implement best management practices. Contact the WDNR Regional Environmental Grant Specialist for further information.

Conservation Reserve Enhancement Program (CREP)

Purpose is to reduce erosion, increase wildlife habitat, improve water quality, and increase forest land. Landowner sets aside cropland with annual rental payments based on amount bid. Practices include tree planting, grass cover, small wetland restoration, prairie and oak savannah restoration, and others. Eligibility varies by soil type and crop history. Contact the state Department of Agriculture, Trade and Consumer Protection (DATCP) for further information.

Environmental Quality Incentives Program (EQIP)

The purpose of EQIP is to provide technical and financial help to landowners for conservation practices that protect soil and water quality. Nutrient management and prescribed grazing are eligible for cost-sharing statewide. Assistance for other practices is available in selected priority areas. Approved projects are based on environmental value. Five to 10 year contracts are used. Agricultural producers may be eligible for up to 75 percent cost share on agricultural land. Public access is not required. Contact: USDA Natural Resources Conservation Service or Farm Service Agency, or County Land and Water Conservation Department.

Wetlands Reserve Program (WRP)

The purpose of WRP is to restore wetlands previously altered for agricultural use. The main goal is wetland restoration and wildlife habitat establishment. Land which has been owned for one year and can be restored to wetland conditions is eligible. Landowners may restore wetlands with permanent or 30-year easements or 10-year contracts. Permanent easements pay 100 percent of the agricultural value of the land and 100 percent cost-sharing; 30-year easements pay 75 percent of the agricultural value and 75 percent cost sharing; 10-year contracts pay 75 percent cost share only. Permanent or 30-year easements are recorded with a property deed. A 10 year contract is not recorded with deed. Public access is not required. Contact: USDA Natural Resources Conservation Service.

Stewardship Grants for Non-profit Conservation Organizations

Funds are available for the acquisition of land or easements for conservation purposes, and restoration of wildlife habitat. Non-profit conservation organizations are eligible to apply. Priorities include acquisition of wildlife habitat, acquisition of lands with special scientific or ecological value, rare and endangered habitats and species, acquisition of stream corridors, acquisition of land for state trails including the Ice Age Trail and North Country Trail, and restoration of wetlands and grasslands. Eligible types of projects include fee simple and easement acquisitions and habitat restoration projects. Contact the WDNR for further information.

Wisconsin Historical Preservation Tax Credits

One of the benefits of owning a historic property in Wisconsin is the ability to participate in federal and state income tax incentives programs for rehabilitation of historic properties. There are currently three programs available to owners of properties that are either listed in, or determined to be eligible for listing in, the state or national registers of historic places. The three programs are:

1. Federal 20 percent Historic Rehabilitation Credit.
2. Wisconsin 5 percent Supplement to Federal Historic Rehabilitation Credit.
3. Wisconsin 25 percent Historic Rehabilitation Credit.

The State Historical Society of Wisconsin, Division of Historic Preservation should be contacted for further information.

6. Economic Development

6.1 Introduction

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

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

Five General Components of Economic Development Practice

- ◆ Organizational Development
- ◆ Infrastructure Development
- ◆ Business Development
- ◆ Workforce Development
- ◆ Community Cash Flow Development

There are a variety of economic development plans, but successful communities tend to have one thing in common – an articulated, shared vision of where they want to go and of what things residents and businesses value in their community. Successful plans for economic development acknowledge the following:

1. Knowing your region’s economic function in the global economy.
2. Creating a skilled and educated workforce.
3. Investing in an infrastructure for innovation.
4. Creating a great quality of life.
5. Fostering an innovative business climate.
6. Reinventing and digitizing government.
7. Taking regional governance and collaboration seriously.

For these reasons, it is important to the planning process to identify the county’s economic characteristics or resources. These characteristics include: the labor force, employment by industry, unemployment characteristics, and income characteristics. Assessment of these characteristics and resources provides insight into the historical and current economic situation in the county, thereby providing direction for planning the future of the economic base.

This element identifies the economic characteristics and trends in Dodge County. It is intended that this element will help identify deficiencies and opportunities related to the economic base in order to promote the stabilization, retention, and expansion of quality employment opportunities.

6.2 Labor Force and Employment Status

Civilian Labor Force

The labor force, according to the Wisconsin Department of Workforce Development definition, includes those who are either working or looking for work, but does not include individuals who have made a choice to not work. This may include retirees, homemakers, and students. The labor force does not include institutional residents, military personnel, or discouraged job seekers.

**Table 6-1:
Dodge County and Wisconsin, Labor Force Comparisons, 2012**

Characteristics	Dodge County		Wisconsin	
	Number	Percent	Number	Percent
Persons Age 16 or Over	71,775		4,512,525	
Males	37,925	52.8%	2,221,559	49.2%
Females	33,850	47.2%	2,290,966	50.8%
In Labor Force	47,382	66.0%	3,090,671	68.5%
Males	25,609	67.5%	1,607,881	72.7%
Females	21,773	64.3%	1,482,492	64.7%
Civilian Labor Force	47,366	---	3,086,774	---
Employed	43,967	92.8%	2,856,318	92.5%
Unemployed	3,399	7.2%	230,456	7.5%

Source: U.S. Census Bureau, 2008-2012 American Community Survey

Dodge County has a higher percentage of males age 16 and over (52.8%) than the state as a whole (49.2%). However, the percentage of males age 16 and over in the labor force in Dodge County of 67.5 percent, is lower than Wisconsin’s 72.7 percent of males age 16 and over in the labor force. This may be due to a higher percentage of older males in the County who are retired and not in the labor force. The percentage of females in the labor force in Dodge County is very similar to the state’s percentage for the same category. The percentage of unemployed in Dodge County is slightly less than that of the state.

Household Income

Table 6-2 displays the 2012 household incomes and median household income for Wisconsin and Dodge County as reported by the U.S Census Bureau. The median household income for Dodge County was \$53,782, slightly higher than the State’s reported median income of \$52,627.

The highest percentage (23.6 percent) of residents in the County had a household income between \$50,000 to \$74,999. The next largest percentage (15.7 percent) of household income

was \$75,000 to \$99,999. Only 15.0 percent of the households in the County had a household income of \$100,000 or greater. This compares to 18.7 percent for Wisconsin.

**Table 6-2:
Household Income, Dodge County and Wisconsin, 2012**

	Dodge County		Wisconsin	
	Number	% of Total	Number	% of Total
Less than \$10,000	1,483	4.4%	135,623	5.9%
\$10,000 to \$14,999	1,369	4.1%	121,262	5.3%
\$15,000 to \$24,999	3,430	10.2%	247,257	10.8%
\$25,000 to \$34,999	3,839	11.4%	246,322	10.8%
\$35,000 to 49,999	5,301	15.7%	337,849	14.8%
\$50,000 to \$74,999	7,967	23.6%	458,496	20.1%
\$75,000 to \$99,999	5,317	15.7%	311,322	13.6%
\$100,000 to \$149,999	3,702	11.0%	283,280	12.4%
\$150,000 or More	1,358	4.0%	144,928	6.3%
Total	33,766	100.0%	2,286,339	100.0%
Median Household Income	\$53,782		\$52,627	

Source: U.S Census Bureau, 2008-2012 American Community Survey.

Commuting to Work

For most of the general population, the location of their home depends on the location of their work. Knowing the amount of time people are willing to travel to work can serve as an indicator for the future location of housing and economic development. Commuting time to work is also an indicator of what residents are willing to sacrifice for location. Individuals are often willing to allow for longer commute times to live in a particular area.

The average commuting time to work for County residents was 22.1 minutes in 2012. This compares to 21.6 minutes for Wisconsin. Over 82 percent of Dodge County workers drive alone to work. This compares to Wisconsin’s percentage of 79.9 percent. Just over nine percent of Dodge County workers carpool to work, which is about the same as the percentage for the state.

6.3 Economic Base Analysis

Employment by Industrial Sector

Employment by industrial sector illustrates the structure of the economy. Historically, the State of Wisconsin and Dodge County has had a high concentration of employment in the manufacturing and agricultural sectors of the economy. Recent state and national trends indicate a decreasing concentration of employment in the manufacturing sector, while employment within the services sector is increasing. This trend is partly attributed to improved technology, and the aging of the state and county’s population.

Table 6-3 displays the number and percent of employed persons by industry group in Dodge County and the State of Wisconsin for 2012.

**Table 6-3:
Employment by Industrial Sector, Dodge County and Wisconsin, 2012**

Industry	Dodge County		Wisconsin	
	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	1,986	4.5%	69,929	2.5%
Construction	3,173	7.2%	159,488	5.8%
Manufacturing	11,333	25.8%	524,289	18.6%
Wholesale trade	1,103	2.5%	78,915	2.9%
Retail trade	5,042	11.5%	325,089	11.4%
Transportation and warehousing, and utilities	1,909	4.3%	127,572	4.6%
Information	689	1.6%	51,519	1.9%
Finance, insurance, real estate, and rental and leasing	1,388	3.2%	178,649	6.3%
Professional, scientific, management, administrative, and waste management services	2,368	5.4%	225,068	7.8%
Educational, health and social services	8,401	19.1%	653,542	22.4%
Arts, entertainment, recreation, accommodation and food services	2,760	6.3%	242,999	8.5%
Other services (except public administration)	1,974	4.5%	117,852	4.1%
Public administration	1,841	4.2%	101,407	3.6%
Total	43,967	100.0%	2,856,318	100.0%

Source: U.S. Census Bureau, 2008 -2012 American Community Survey.

The greatest percentage of employment for the county was in the manufacturing sector (25.8%), followed by educational, health, and social services (19.1%). Employment by industry for Dodge County is very similar to the state as a whole. However, Dodge County does have a significantly stronger concentration of employment in manufacturing and agriculture, forestry, fishing and hunting, and mining. Dodge County has significantly less concentration of employment in finance, insurance, real estate, and rental and leasing, along with the arts and entertainment sector than Wisconsin.

According to the U.S Census Bureau, Dodge County had 14,359 manufacturing jobs in 2000, which accounted for 33.2 percent of the total jobs. The number of manufacturing jobs has significantly declined since 2000. There were 3,026 fewer jobs in manufacturing in 2012 and the percentage of manufacturing jobs declined from 33.2 percent to 25.8 percent. There were 1,472 more jobs in the educational, health, and social services sector in 2012 as compared to 2000.

Employment by Occupation

The previous section, Employment by Industrial Sector, described employment by the type of business or industry. What people do, or what their occupation is within those sectors, can also reveal factors that influence incomes and overall employment. Table 6-4 displays the number and percent of employed persons by occupation in Dodge County and the State of Wisconsin for 2012.

**Table 6-4:
Employment by Occupation, Dodge County and Wisconsin, 2012**

Occupation	Dodge County		Wisconsin	
	Number	Percent of Total	Number	Percent of Total
Management, professional, and related occupations	12,172	27.7%	961,679	33.7%
Service occupations	7,123	16.2%	475,342	16.6%
Sales and office occupations	9,271	21.1%	683,794	23.9%
Natural Resources, construction, and maintenance occupations	5,172	11.8%	251,171	8.8%
Production, transportation, and material moving occupations	10,229	23.3%	484,332	17.0%
Total	43,967	100.0%	2,856,318	100.0%

Source: U.S. Census Bureau, 2008-2012 American Community Survey.

The occupation with the greatest percentage of employment in Dodge County was in management, professional, and related occupations, accounting for 27.7% of total employment. The occupation with the second highest percentage of employment was in production, transportation, and material moving occupations (23.3%), followed by sales and office occupations (21.1%). In 2000, production, transportation, and material moving occupations had the greatest percentage of employment in Dodge County at 28.2%.

Dodge County had a lower percentage of employment than Wisconsin in three of the five occupation categories. The County did have a significantly greater percentage of employment in production, transportation, and material moving occupations than the state.

Agriculture Industry Analysis

Agriculture and the related food processing industry is a major employer in Dodge County, as well as Wisconsin. This industry is of particular importance when completing a comprehensive plan because land is a major requirement for success. According to the 2007 Census of Agriculture, the amount of land in farms in Dodge County increased 2.2% from 404,054 acres in 2002 to 412,949 acres in 2007. For the same period, the average size of farms increased from 205 acres in 2002 to 209 acres in 2007. The number of farms increased from 1,968 farms in 2002 to 1,979 farms in 2007. The Wisconsin Agricultural Statistics Service defines a farm as any establishment from which \$1,000 or more of agricultural products were sold or would normally be sold during the year.

Dairy production in Dodge County is the largest agriculture related industry. In 2012, Dodge County ranked 9th among Wisconsin counties in milk production. There were 40,000 milk cows in the county in 2010 and 39,000 in 2012. Dodge County ranked tied for sixth in the state for total number of cattle and calves in 2013 with 105,000 head.

Crop production is also a major agricultural industry in the county. According to the Wisconsin Agricultural Statistics Service the following major crops were prevalent in Dodge County in 2012:

- ◆ Approximately 2,300 acres of oats were harvested in 2012, resulting in a production of 133,000 bushels.
- ◆ In 2012, Dodge County harvested 138,300 acres of corn for grain. Dodge County ranked first in the state for production of corn for grain in 2012.
- ◆ Dodge County ranked fourth in the state for winter wheat production in 2012 with 14,000 acres harvested and a production of 1,160,000 bushels.
- ◆ Dodge County ranked eighth in the state in the production of corn for silage in 2011. Approximately 23,300 acres were harvested resulting in a production of 511,000 tons.
- ◆ Approximately 22,900 acres of hay alfalfa were harvested as dry hay in Dodge County in 2012, resulting in a ranking of eighth in the state.
- ◆ Dodge County ranked second in the state in soybean production in 2012 with approximately 66,000 acres harvested and 3.1 million bushels produced.

Agriculture - Economic Impact

The production, sales, and processing of Dodge County's farm products generates employment, economic activity, income, and tax revenue. In 2011, the University of Wisconsin Extension, with 2008 economic supporting data from Steven Deller, supplied information on just how important agriculture is to the overall Dodge County economy. Provided are some of the most notable impacts from agriculture in the county.

- ◆ Agriculture provides jobs for 9,608 Dodge County residents, generates 32 percent of the county's total business sales and accounts for 20 percent of the county's total income.
- ◆ Every new job in agriculture generates an additional 0.84 jobs in Dodge County.
- ◆ On-farm milk production generates \$180 million in business sales. Processing milk into dairy products accounts for another \$1.435 billion.
- ◆ Fourteen plants process dairy products in Dodge County.
- ◆ One dairy cow generates \$3,546 in on-farm sales to producers.
- ◆ Agriculture accounts for \$1.7 billion in economic activity.
- ◆ Every dollar of sales of agricultural products generates an additional \$0.94 of economic activity in other parts of the Dodge County economy.

Tourism

Tourism plays a vital role in Dodge County's economy. Area accommodations, restaurants, retail stores, recreational areas, and attractions help strengthen the local economy and improve the quality of life for residents, as well as visitors. The following information was obtained from the Wisconsin Department of Tourism in regard to the tourism industry in Dodge County for the year 2012.

- ◆ Total business sales as a result of visitor spending in 2012 was \$124.4 million, an increase of 6.47% from 2011.
- ◆ Direct visitor spending resulted in \$64.9 million into the Dodge County economy in 2012, which was an increase of 7.4% from 2011.
- ◆ It is estimated that employees earned \$29.4 million in wages generated from tourist spending, an increase of 3.7% from 2011.
- ◆ Traveler spending in 2012 supported 1,380 full-time equivalent jobs.
- ◆ Local revenues (property taxes, sales taxes, lodging taxes, etc.) collected as a result of travelers amounted to an estimated \$8.2 million in 2012, an increase of nearly 5.0 percent from 2011.

Industrial Parks

New industrial development usually occurs in urban areas to take advantage of utility and transportation services found there. Some fringe areas around traditional urban centers have recently seen development of open land for industrial uses due to the expansion of utilities and transportation networks and the desire for clean ("green field") locations on which to build.

Industrial parks are found in all of the cities in Dodge County. The Villages of Hustisford, Randolph, Iron Ridge, Lomira, and Reeseville also have industrial parks. There are an adequate number of sites available for businesses and industries to locate or expand in Dodge County.

6.4 Attraction of New Business and Industry

Strengths and Weaknesses Analysis

A simple determination of the strengths and weaknesses of Dodge County and its economy provides the basic planning steps for future economic development. Strengths should continue to be promoted and new development that fits these features should be encouraged. Weaknesses should be improved or further analyzed and new development which displays aspects similar to identified weaknesses should be discouraged.

Strengths

- ◆ Location, the triangle between Madison, Milwaukee, Fox Valley.
- ◆ Labor availability, skills, work ethic, and low cost.
- ◆ Quality of life, natural resources, schools, and hospitals.
- ◆ Agricultural diversity supports food processing.
- ◆ Strong manufacturing base.
- ◆ Good supply of available land.
- ◆ Well maintained communities.
- ◆ Airport located centrally within the county.
- ◆ Access to major highways.
- ◆ A county-wide revolving loan fund has been established.
- ◆ Extensive railroad network.
- ◆ Access to technical colleges and general proximity to major universities.
- ◆ Affordable housing opportunities.

Infrastructure and Economic Development

The infrastructure available in a community is closely tied to the level of economic development that a community can support. The availability or lack of infrastructure may also be a major strength or weakness for economic development.

Different types of infrastructure include transportation, communication, utility, and social infrastructure.

See Chapter 4, Utilities and Community Facilities, for an inventory of Dodge County's infrastructure.

Weaknesses

- ◆ Lack of county-wide economic development entity and staff.
- ◆ Dependency on manufacturing.
- ◆ Overall lack of economic diversity.
- ◆ Dollars leaving county, not re-spent in Dodge County.
- ◆ Loss of labor force to other counties.

- ◆ Limited cooperation between governments.
- ◆ Relatively low paying jobs.
- ◆ Lack of cultural, shopping, and recreation opportunities to attract some of the labor force.
- ◆ Aging workforce.
- ◆ Brain drain, graduates leaving the county.
- ◆ High seasonal employment.
- ◆ Limited revenue and financing options for development of new infrastructure to support economic development.
- ◆ County population base that is disbursed among many communities resulting in small urban centers with limited resources.

Environmentally Contaminated Sites for Commercial or Industrial Use

The Environmental Protection Agency (EPA) and the Wisconsin Department of Natural Resources (WDNR) encourage the clean-up and use of environmentally contaminated sites for commercial and industrial use. The WDNR has created the Bureau for Remediation and Redevelopment Tracking System (BRRTS) which identifies environmentally contaminated sites for communities in Wisconsin. The most commonly listed types of sites are the following:

- ◆ Spills; a discharge of a hazardous substance that may adversely impact, or threaten to adversely impact public health, welfare or the environment. Spills are usually cleaned up quickly.
- ◆ LUST; a Leaking Underground Storage Tank that has contaminated soil and/or groundwater with petroleum. Some LUST cleanups are reviewed by DNR and some are reviewed by the Dept. of Commerce.
- ◆ ERP; Environmental Repair Program sites are sites other than LUSTs that have contaminated soil and/or groundwater. Often, these are old historic releases to the environment.
- ◆ VPLE; Voluntary Property Liability Exemptions apply to sites in which a property owner conducts an environmental investigation and cleanup of an entire property and then receives limits on future liability.
- ◆ Superfund; Superfund is a federal program created by Congress in 1980 to finance cleanup of the nation's worst hazardous waste sites. Thirty-nine sites are currently found in Wisconsin.

According to the BRRTS database, there are 921 environmentally contaminated sites in Dodge County. Of the 921 sites, 872 are closed, 47 sites are open, and two sites are conditionally closed. Closed sites have completed all clean up requirements and have received a case closure letter from the DNR. Open sites are in need of clean up or clean-up is underway. Of the 49 open sites or conditionally closed sites, one is a reported spill site, 15 are LUST sites, 31 are ERP sites, and two are VPLE sites.

Opportunities for Redevelopment

In addition to environmentally contaminated sites, vacant or under-utilized buildings and vacant lots represent opportunities for redevelopment. A majority of these opportunities exist in villages and cities. No significant areas of land are in need of redevelopment in the County.

6.5 Employment Forecast

In 2010, the Wisconsin Department of Workforce Development (WDWD) released information on high growth occupations and industries for 2010 - 2020. Projections regarding industries and occupations were made for the state and the south central region, which includes Dodge County. The three industries that are projected to add the most jobs in south central Wisconsin from 2010 to 2020 are Management, Business, and Financial; Construction and Extraction; and Information Technology. The industry with the highest percentage growth is projected to be Installation, Maintenance and Repair.

The top five occupations in Wisconsin with the greatest expected job openings during the 2010 to 2020 time period are Cashiers; Combined Food Preparation and Serving Workers, Including Fast Food; Retail Salespersons; Waiters and Waitresses; and Registered Nurses. The five fastest growing occupations for 2010 to 2020 include Carpenter Helpers; Bicycle Repairers; Cargo and Freight Agents; Glaziers; and Reinforcing Iron and Rebar Workers.

6.6 Desired Business and Industry

Manufacturing, machining, food processing and similar industries would be the most successful in the County and therefore are the desired types of businesses. These types of businesses have had longstanding success in Dodge County due to its strong agricultural base, location, and workforce. Certain types of businesses, such as large grocery stores or shopping complexes, maybe desired by residents however such businesses would most likely not locate in the more rural areas of Dodge County nor would they be successful. Most local residents are also very loyal to local business owners and establishments. Overall, the basic services and products that are needed by residents are adequately being supplied by current businesses. Desired improvements may include providing more retail options, larger facilities, lower prices, and more convenient locations.

Due to the rural nature of Dodge County, desired businesses and industry should include light manufacturing, food processing and similar industries as well as continued support for small retail providers and basic services providers throughout the county as well as the location of any

larger retail, services or shopping facilities to be located in an area of concentrated population yet easily accessible by a major transportation route.

Diversification of the Dodge County economy over the next twenty years will become increasingly important. Over-dependence on the manufacturing and agriculture industry can have detrimental effects. Dodge County should pursue and possibly seek out business and industry which can diversify its overall economy and encourage development of higher skills and thus higher wages of residents of the county.

6.7 Sites for Business and Industrial Development

Having available and desirable business or industrial sites within the county is vital if business recruitment is a goal. Having sites available also allows for existing businesses to expand locally. For specific areas designated for business and industrial development in the County refer to the Land Use element.

Dodge County Industrial Parks

The location of the majority of future industrial development in Dodge County will occur within one of the many industrial parks located in the following cities and villages in Dodge County all of which having sites for further development:

- ◆ City of Beaver Dam
- ◆ City of Mayville
- ◆ City of Hartford
- ◆ City of Watertown
- ◆ City of Juneau
- ◆ City of Horicon
- ◆ City of Waupun
- ◆ City of Fox Lake
- ◆ Village of Hustisford
- ◆ Village of Randolph
- ◆ Village of Reeseville
- ◆ Village of Iron Ridge
- ◆ Village of Lomira

The further development or recruitment of industrial and manufacturing firms in Dodge County will be closely linked to the availability of land within industrial parks, availability of infrastructure, and the availability and access to transportation routes. The County should continue to support the local development of these resources as a means to support local employment and the overall improvement of economic development for the County as a whole.

6.8 Economic Development Trends and Outlook

Agriculture dominated the Dodge County economy until the mid-20th century, at which point, manufacturing became a major source of employment and income. Trade and services have

begun to emerge as major economic components. These trends formed the base of the current Dodge County economy. Over the next twenty years a number of economic trends are anticipated that will affect the existing economic base:

- ◆ The composition of the labor force will change due to continued decreases in family size and the aging of the population.
- ◆ Dodge County will likely continue to depend heavily on the manufacturing sector of the economy. International and national economic trends will continue to affect the manufacturers found in Dodge County. The Education, Health, and Social Services sector will continue to increase in importance.
- ◆ Population disbursement in the county will continue to limit economic development in some areas.
- ◆ Increases in automation and technology in manufacturing will change the existing manufacturing base and affect the labor force.
- ◆ Tourism will likely increase as a factor in the county economy.
- ◆ Dodge County will continue to be a desirable place to live, and transportation improvements will increase the ability of individuals to work outside the county resulting in increased population.
- ◆ The service-based sector of the economy will continue to grow, particularly health-related services, as the population ages.

6.9 Economic Development Goals and Objectives

Wisconsin Statutes 66.1001 requires a statement of overall goals and objectives to guide the future development and redevelopment of the county over a 20-year planning period. The following are the goals and objectives developed by Dodge County with regard to the Economic Development element.

Goal: Balanced land uses within all communities of Dodge County and enhancement of the urban areas necessary to sustain the economic stability of the County.

Goal: Maintain, enhance, and continue to diversify the economy consistent with other county goals and objectives in order to provide a stable economic base.

Goal: Enhance the quality of employment opportunities.

Goal: Identify the productive farmlands in Dodge County and support their preservation and management as an important economic resource.

Objectives:

1. Investigate existing and potential new economic development programs and policies in order to formulate strategies for sustaining and improving the economic stability of the County.
2. Increase efforts to retain existing manufacturers and to attract new ones.
3. Take steps to encourage a broader range of commercial and service businesses in communities throughout the County.
4. Expand the revolving loan program for business and industry.
5. Seek and implement new incentive programs that encourage industrial and commercial expansion.
6. Encourage and promote a healthy and sustainable agricultural economy through existing and new programs designed to support the farm economy.
7. Assist in promoting and attracting agricultural services and related industries to help keep agricultural production a viable business.
8. Promote ongoing dialogue between planning staff and economic development groups to ensure that economic development projects are consistent with plan goals and objectives.
9. Foster tourism that promotes the natural resource base and the unique historical heritage of Dodge County.
10. Encourage downtown revitalization to help enhance community character and business climate.
11. Investigate joining with another economic development organization to provide economic development services not otherwise available through Dodge County government.
12. Develop networking opportunities to assist in transferring the ownership of existing businesses to successors.
13. Encourage local governments to establish or strengthen partnerships with community-based organizations to carry out economic development projects.
14. Cooperate with local Chambers of Commerce in the promotion of their communities.

6.10 Economic Development Policies and Recommendations

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

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

Policies:

1. Focus the Dodge County Revolving Loan Program on job retention and expansion. Attempt to increase the amount of money available for business and industrial expansion through the County Revolving Loan Fund.
2. Encourage and assist industrial and business leaders to consider participation with economic development organizations to recruit new business and industry.
3. Attempt to preserve and expand rail service in Dodge County as an economic development tool.
4. Promote the Dodge County Airport and existing railroads as economic development benefits for manufacturers.
5. Future economic development should be located in and/or directed toward areas within which adequate public facilities and services already exist, are programmed for expansion, or will be provided concurrent with development.
6. Future economic development should include export businesses that produce goods and services within the community but are sold primarily to outside markets.
7. Economic development programs and incentives should focus on development and businesses that include higher quality buildings and facilities, as well as, provide greater job opportunities with relatively high wages.
8. The retention and expansion of existing businesses should be supported through facility improvements and the implementation of increased technology.
9. The County will support economic development that provides services determined to be valuable to the County.

10. The County shall support efforts to maintain agriculture as a major component of the local economy.
11. Industrial and large scale commercial development should be steered to municipalities capable of providing sewer and water services.
12. Future businesses and industrial development in the County shall be reviewed for potential financial, service, and visual impact to surrounding landowners.
13. Commercial and Industrial development should be directed to those areas identified for such uses on the Comprehensive Plan Future Land Use Map.
14. The County should promote cooperation between all of the communities in the County on economic development related issues.

Recommendations:

1. Continue to use the U.W.-Extension office to recognize and resolve economic issues in the County.
2. Consider hiring a County Economic Development Specialist in order to facilitate cooperation among all communities in Dodge County on economic development related issues.
3. Explore the possibility of a program to improve central business districts.
4. Promote and expand the Revolving Loan Program by joining the Capital Area Region Revolving Loan Fund.
5. Distribute tourism information promoting the County.
6. Explore the possibility of a joint venture with the City of Juneau to create an industrial park adjacent to the Dodge County Airport.
7. Continue participation and cooperation with the Madison Region Economic Partnership.
8. Continue participation and cooperation with Discover Dodge.
9. Develop a Dodge County history based document that brings together the fields of historic preservation, economic development, and tourism. Such document would raise awareness of the County's historic resources and promote heritage tourism.

6.11 Economic Development Programs

The following general programs are currently available to the County to assist with implementation of the various goals, objectives, policies, and recommendations of the Economic Development Element of the *Dodge County Comprehensive Plan*.

University of Wisconsin Extension – Dodge County

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

Dodge County Economic Development Revolving Loan Program

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

Wisconsin Department of Agriculture, Trade and Consumer Protection

The Department of Agriculture, Trade and Consumer Protection (DATCP) administers the Farmland Preservation Programs for the state. The Working Lands Initiative provides eligible landowners in Dodge County the opportunity to claim farmland preservation tax credits through participation in the program. Eligible landowners may collect up to \$10.00 an acre in an area zoned for farmland preservation and in an agricultural enterprise area with a signed farmland preservation agreement. DATCP also has numerous agricultural related business development programs available.

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

The CDBG-ED program was designed to assist businesses that will invest private funds and create jobs as they expand or relocate to Wisconsin. The Wisconsin Department of Administration awards the funds to a general-purpose unit of government (community) which then loans the funds to a business. When the business repays the loan, the community may retain the funds to capitalize a local revolving loan fund. This fund can then be utilized to finance additional economic development projects within the community. For more information contact the Wisconsin Department of Administration.

USDA, Wisconsin Rural Development Programs

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

and community facility programs. For more information visit the Wisconsin Rural Development web site at <http://www.rurdev.usda.gov/wi/index.html>.

Wisconsin Economic Development Corporation

The Wisconsin Economic Development Corporation (WEDC) has several programs and services available to communities or businesses within communities. WEDC also offers many more business assistance and financing programs as well as economic development news and statistics. For more information regarding available WEDC services visit their web-site.

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

The Public Facilities for Economic Development (PFED) program is designed to assist communities with expanding or upgrading their infrastructure to accommodate businesses that have made a firm commitment to create jobs and invest in the community. Eligible activities are those improvements to public facilities such as water systems, sewerage systems, and roads that are owned by a general or special purpose unit of government; that will principally benefit one or more businesses; and that as a result will induce businesses to create additional jobs and to invest in the community. The total amount of all CDBG-PFED assistance received by an eligible government may not exceed \$1,000,000 per calendar year. The total amount of CDBG-PFED assistance that can be provided to benefit a single business or related businesses may not exceed \$750,000. For more information contact the Wisconsin Department of Administration.

Wisconsin's Main Street Program

The Main Street Program is a comprehensive revitalization program designed to promote the historical and economic redevelopment of traditional business districts in Wisconsin. The program was established in 1987 to encourage and support the revitalization of downtowns. Each year, the Wisconsin Economic Development Corporation selects communities to join the program. These communities receive technical support and training needed to restore their Main Streets to centers of community activity and commerce. For more information regarding the program contact WEDC.

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

The CDBG-ED program was designed to assist businesses that will invest private funds and create jobs as they expand or relocate to Wisconsin. The Wisconsin Department of Administration awards the funds to a general-purpose unit of government (community) which then loans the funds to a business. When the business repays the loan, the community may retain the funds to capitalize a local revolving loan fund. This fund can then be utilized to finance additional economic development projects within the community. For more information contact the Wisconsin Department of Administration.

Joint Effort Marketing (JEM) Grant Program

The Joint Effort Marketing (JEM) Grant Program provides partnership funding to help non-profit organizations promote tourism and to maintain a strong tourism industry in Wisconsin. JEM is based on state statutes and administrative rules that govern its administration, and permit the department to conduct a matching grant program with local non-profit organizations on a cooperative basis. The program offers Wisconsin's tourism communities a variety of options to assist in the development of marketing initiatives. Contact the Wisconsin Department of Tourism for further information.

7. Intergovernmental Cooperation

7.1 Introduction

This element identifies planning activities in Dodge County and provides a description of Wisconsin's statutes associated with intergovernmental cooperation. The Intergovernmental Cooperation element will also provide information regarding existing plans or agreements, opportunities for the future, existing and potential conflicts, and identify goals, objectives, policies, recommendations, and programs for intergovernmental cooperation.

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

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

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

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

Dodge County has 44 units of government and special purpose districts defined as follows:

1. 24 Towns
2. 9 Cities
3. 11 Villages
4. 19 School districts
5. 10 Sanitary districts
6. 36 Drainage districts
7. 2 Lake Protection districts

Having so many governmental units allows for very local representation and means that Dodge County residents have numerous opportunities to participate in local decision-making. However, the number of governmental units with overlapping decision-making authority presents challenges. More governmental units can make communication, coordination, and effective action more difficult, creating a greater potential for conflict. Instead of communicating ideas

within one jurisdiction, communication needs to move across multiple jurisdictions and involve multiple boards, commissions, committees, executives, administrators, and citizens. Goals between communities may differ and present challenges. More governmental units may also mean unwanted and wasteful duplication in the delivery of community services. Cooperation can help avoid this.

Intergovernmental Cooperation Benefits

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

1. Cost savings – Cooperation can save money by increasing efficiency and avoiding unnecessary duplication. Cooperation can enable some communities to provide their residents with services that would otherwise be too costly.
2. Address regional issues – By communicating and coordinating their actions, and working with county, regional and state jurisdictions, local communities are able to address and resolve issues which are regional in nature.
3. Early identification of issues – Cooperation enables jurisdictions to identify and resolve potential conflicts at an early stage, before affected interests have established rigid positions, before the political stakes have been raised, and before issues have become conflicts or crises.
4. Reduced litigation – Communities that cooperate are able to resolve issues before they become mired in litigation. Reducing the possibility of costly litigation can save a community money, as well as the disappointment and frustration of unwanted outcomes.
5. Consistency – Cooperation can lead to consistency of the goals, objectives, plans, policies, and actions of neighboring communities and other jurisdictions.
6. Predictability – Jurisdictions that cooperate provide greater predictability to residents, developers, businesses, and others. Lack of predictability can result in lost time, money, and opportunity.
7. Understanding – As jurisdictions communicate and collaborate on issues of mutual interest, they become more aware of one another’s needs and priorities. They can better anticipate problems and work to avoid them.
8. Trust – Cooperation can lead to positive experiences and results that build trust between jurisdictions.
9. History of success – When jurisdictions cooperate successfully in one area, the success creates positive feelings and an expectation that other intergovernmental issues can be resolved as well.
10. Service to citizens – The biggest beneficiaries of intergovernmental cooperation are the citizens for whom government was created in the first place. They may not understand,

or even care about, the intricacies of particular intergovernmental issues, but all county residents can appreciate their benefits, such as costs savings, provision of needed services, a healthy environment, and a strong economy.

7.2 Wisconsin Intergovernmental Agreement Statutes

Intergovernmental Cooperation

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

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

Boundary Agreements Pursuant to Approved Cooperative Plan

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

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

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

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

State Statutes require the RPC to perform three major functions:

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

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

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

Municipal Revenue Sharing

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

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

Annexation

Wisconsin Statute, 66.0201, Annexation of Territory, provides three petition methods by which annexation may occur. Annexation involves the transfer of one or more tax parcels from a town to a city or village. Cities and villages cannot annex property without the consent of landowners as required by the following petition procedures:

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

Incorporation

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

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

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

Extraterritorial Zoning

Wisconsin Statute, 62.23(7a), Extraterritorial Zoning, allows a city with a population of 10,000 or more to adopt zoning in town territory, three miles beyond a city’s corporate limits. A city or village with a population less than 10,000 may adopt zoning 1.5 miles beyond its corporate limits. If the extraterritorial area of two municipalities overlaps, jurisdiction is divided between them as provided under s. 66.0105.

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

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

The Cities of Mayville, Watertown, and Hartford utilize extraterritorial zoning jurisdiction in the surrounding towns. The Village of Brownsville utilizes extraterritorial zoning in the Town of Lomira.

Extraterritorial Subdivision Review

Wisconsin Statute, 236.10, allows a city or village to exercise its extraterritorial plat review authority in the same geographic area as defined within the extraterritorial zoning statute. Refer to Map 7-1 in the Appendix for extraterritorial jurisdictions in Dodge County. Extraterritorial

zoning requires town approval of the zoning ordinance, while extraterritorial plat approval applies automatically if the city or village adopts a subdivision ordinance or official map. The town does not approve the subdivision ordinance for the city or village. The city or village may waive its extraterritorial plat approval authority if it does not wish to use it.

The purpose of extraterritorial plat approval jurisdiction is to help cities and villages influence the development pattern of areas outside their boundaries that will likely be annexed to the city or village. Overlapping authority by incorporated municipalities is prohibited. This situation is handled by drawing a line of equal distance from the boundaries of the city and/or village so that not more than one ordinance will apply.

7.3 Inventory of Existing Intergovernmental Agreements

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

In Dodge County there are two formal boundary agreements, one between the city of Watertown and the Town of Emmet and another between the City of Hartford and the Town of Rubicon.

7.4 Analysis of Dodge County's Relationship with School Districts, Local Governmental Units, Other Jurisdictions, Neighboring Counties, Region, and State

Local Governmental Units

There are 44 municipalities located at least partially in Dodge County. The 44 local municipalities consist of nine cities, 11 villages and 24 towns. Five of the municipalities (four cities and one village) are divided between Dodge County and another county.

Relationship

Dodge County's relationship with the local governmental units can be characterized as one of mutual respect. The county is often the neutral party in disputes or issues between municipalities. The county also serves as a source of information that is available to the local governmental units.

Siting and Building Public Facilities

There is no formal process established for siting and building public facilities with local governments.

Sharing Public Services

County Departments such as the Land Resources and Parks Department, Sheriff's Department, and Highway Department offer services to those communities who seek additional assistance beyond the required level of service. Nine towns have adopted the County Land Use Code and the county administers the land use regulations in those towns. The Land Resources and Parks

Department also provides planning services for a fee to any municipality. Many communities have taken advantage of this service over the years.

The County Highway Department installs driveway culverts and road name signs for those towns that choose to pay for such an additional service. The Highway Department also maintains all county highways found throughout the county.

The Dodge County Sheriff's Department provides police protection and services throughout the county. Service is provided to all communities that are not served by a local municipal police department. For an additional fee, the Sheriff's Department can provide primary police protection services to those cities and villages that choose to use the Sheriff's Department in lieu of their own police department.

Other county departments also offer services throughout the county including the Land Information Department and Land Conservation Department.

School Districts

Dodge County is served by a total of 19 school districts.

Relationship

Dodge County's relationship with the school districts can be characterized as limited. The school districts tend to operate rather independently and interaction with the county tends to be minimal.

Siting School Facilities

The siting of new school facilities is mainly conducted by the school districts. The county has historically had little input into the location of new school facilities.

Sharing School Facilities

No formal agreement between the school districts and Dodge County exist for the shared use of school facilities. However, school facilities have, on occasion, been used by the county to hold meetings. School recreation facilities are also often used by residents in proximity to school facilities.

Region

Dodge County is located in the south-central region of the State of Wisconsin. The county is not part of a regional planning commission. Dodge County has limited overall interaction at a regional level, the majority of contacts and relationships are between Dodge County and a single neighboring county. However, Dodge County is part of the 10 County Southern Housing Region which was established in 2013 as a means to distribute CDBG housing funds to each county.

State

Dodge County's relationship with the State of Wisconsin mainly involves administering various state mandates that have been delegated to counties.

Drainage Districts

There are 24 drainage districts within the County and contain a total of 8,865 acres. County staff maintains an inventory of District mapping and works with district officials when development proposals occur within the drainage district.

Other Governmental Units

Dodge County has two official public inland lake protection districts, the Fox Lake Inland Protection and Rehabilitation District and the Lake Sinissippi Improvement District. County staff cooperates with these lake districts, especially when a development proposal occurs within the district.

7.5 Existing or Potential Conflicts and Resolutions

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

Table 7-1: Intergovernmental Conflicts & Potential Resolutions; Dodge County

Potential Conflict	Process to Resolve
1. Concern over unregulated land use in some municipalities negatively impacting other municipalities, landowners, and residents.	<ol style="list-style-type: none"> 1. Meet with local town and municipal officials to encourage local land use planning efforts. 2. Dodge County Land Resources and Parks Department provide assistance to municipalities for planning and ordinance development. 3. Dodge County Land Resources and Parks Department review and provide comments on draft local comprehensive plans.
2. Concern over too much intervention by Dodge County and state relative to local control of land use issues.	<ol style="list-style-type: none"> 1. Encourage municipalities to develop, update, and administer local land use ordinances and programs. 2. Maintain communication between the Dodge County Land Resources and Parks Department and local municipalities on land use issues. 3. Ensure ample opportunities for public involvement during land use planning and ordinance development efforts.
3. Maintain the “Right to Farm”	<ol style="list-style-type: none"> 1. Maintain the comprehensive plan and ordinances with adequate language to protect farming practices and avoid land use compatibility situations. 2. Amend and or adopt ordinances to allow for local input relative to the state’s livestock siting law.
4. Conflicts over land use and development in extraterritorial jurisdiction of cities and villages.	<ol style="list-style-type: none"> 1. Dodge County Land Resources and Parks Department provide assistance to cities, villages, and towns on uses in extraterritorial areas, boundary agreement assistance. 2. Encourage communities to continuously discuss infrastructure and growth needs and plans.

7.6 Intergovernmental Cooperation Trends and Outlook

The following intergovernmental trends are anticipated during the planning period in Dodge County.

- ◆ Intergovernmental cooperation will increase as state, county, and local governments strive to spend less money more efficiently.
- ◆ The sharing of employees, equipment, and facilities will increase locally to meet demand at reduced costs.
- ◆ Comprehensive planning may help communities share information and identify opportunities for shared services and facilities.
- ◆ Given the large number of small cities and villages in Dodge County, annexation and other land use conflicts will continue between towns and incorporated communities.
- ◆ The use of boundary agreements and extraterritorial review tools will increase as development pressures increase near municipal borders.
- ◆ Economic development will further require leveraging the strengths of the county as a region rather than an uncoordinated, individual focus on the community level.
- ◆ Successful intergovernmental cooperation will require sustained commitment and investment by all affected parties to produce value over time.

7.7 Intergovernmental Cooperation Goals and Objectives

Wisconsin Statutes 66.1001 requires a statement of overall goals and objectives to guide the future development and redevelopment of the county over a 20-year planning period. The following are the goals and objectives developed by Dodge County with regard to the Intergovernmental Cooperation element.

Goal: Intergovernmental cooperation among the county, cities, villages and towns.

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

Goal: Coordinate and communicate planning activities with other communities in the county, and state and federal agencies to realize individual and shared visions, goals, and objectives; to address regional issues that cross political boundaries and jurisdictions; to ensure efficient use of resources; and to provide for increased certainty between all levels of government, developers, and landowners.

Goal: Seek opportunities to enhance the provision of coordinated public services and facilities such as police, fire, emergency rescue, waste management, transportation systems (e.g., roads, bike/pedestrian routes, transit, parks, and recreation with other units of government.

Objectives:

1. Promote cooperation by providing the cities, villages and towns opportunities to comment on specific development proposals, comprehensive plan and zoning changes.
2. Encourage incorporated municipalities and towns to enter into boundary agreements to address annexation and development issues within delineated urban service areas and assist these communities in the formation of such agreements.
3. Encourage communities to create intergovernmental cooperative agreements for services, governmental activities and programs wherever deemed appropriate.
4. Sponsor an ongoing forum in which cities, village and towns and the County can constructively discuss land use and zoning issues, especially the current issues facing those communities.
5. Create a more integrated code administration process whereby all affected political jurisdictions are afforded an opportunity to influence the outcome.
6. Provide County planning staff to serve as facilitators and educators to assist municipalities with ordinance administration and local plans to induce cooperation across levels of government.
7. Achieve cooperation and coordination between incorporated municipalities and adjoining towns with respect to long-range planning and land use regulations.
8. Encourage cooperative arrangements with the Wisconsin Department of Natural Resources for mutual benefits.
9. Work with the Wisconsin Department of Transportation (WisDOT) and other agencies to assure that transportation improvements are consistent with the goals and policies of the Comprehensive Plan.
10. Promote cooperative projects with area schools to educate and encourage participation in planning and land use among youth.

7.8 Intergovernmental Cooperation Policies and Recommendations

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

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

Policies:

1. Seek and make use of opportunities for open communication and cooperation among all units of government in the County.
2. Coordinate activities and facilities of the County Park System with private, municipal, state, and federal agencies. Coordinate regular meetings of the representatives of park and recreation providers to exchange information and evaluate information needs and opportunities in the County.
3. The County shall support the development of Cooperative Boundary Agreements between communities in the County.
4. The County should continue to promote future cooperative planning efforts and continue to offer planning services to Dodge County communities.
5. The County will coordinate implementation of its comprehensive plan with the towns, cities and villages to avoid conflicting regulations and to minimize the duplication of services.
6. Before the purchase of new facilities or equipment, or the reinstatement of service agreements, the County should pursue options for trading, renting, sharing, or contracting such items from neighboring jurisdictions in order to provide services efficiently and save taxpayers money.
7. The County should work with the towns, cities, and villages to match land use plans and policies along municipal borders to promote consistency and minimize potential conflicts.
8. The County should encourage the adoption of common environmental protection standards between jurisdictions.

Recommendations:

1. Offer technical assistance to support town and village planning activities.
2. Allow county staff to facilitate the development of cooperative boundary agreements between municipalities.
3. Continue to provide staff reports for town land division requests for those towns who request them for no fee.
4. Propose boundary agreements between municipalities, act as facilitator for municipalities considering boundary agreements, and assist in drafting agreements to

address annexation and development issues in urban service areas and to ensure consistency with the Comprehensive Plan.

5. Make each local government aware of Section 66.023 of the Wisconsin Statutes, regarding cooperative boundary agreements, and Section 66.30, Wisconsin Statutes, regarding cooperative inter-governmental agreements and encourage their use.
6. County shall coordinate the review of land division proposals for land within the extraterritorial platting areas of incorporated villages and cities with all affected municipalities.
7. See Section 7.5, Intergovernmental Conflicts and Potential Resolutions for other potential County actions.

7.9 Intergovernmental Cooperation Programs

The following general programs are currently available to the County to assist with implementation of the various goals, objectives, policies, and recommendations of the Intergovernmental Cooperation Element of the *Dodge County Comprehensive Plan*.

Office of Land Information Services, Municipal Boundary Review

Municipal Boundary Review regulates the transition of unincorporated areas to city or village status through municipal annexation, incorporation, consolidation, or by joint city-village-town activities involving cooperative boundary plans and agreements. Such agreements may change territorial boundaries and may provide for the sharing of municipal services. Staff members are available upon request to meet with local officials and citizens to discuss annexation, incorporation, consolidation and cooperative boundary plans. Contact the Wisconsin Department of Administration, for further information.

UW-Extension Local Government Center

The mission of the Local Government Center is to provide focus, coordination, and leadership to UW System educational programs for local government, and to expand the research and knowledge base for local government education. The Local Government Center maintains an array of information in regard to intergovernmental cooperation. For further information about the Center visit their website at www.uwex.edu/lgc/.

Wisconsin Partnership

The State of Wisconsin offers local government's contract purchasing, technical advice, data, and financial assistance to more efficiently provide government services. The State of Wisconsin offers a website, www.WisconsinPartnership.wi.gov, which is designed to put these state resources in the hands of local governments. The web-site offers a significant amount of information related to intergovernmental cooperation in Wisconsin. The website should be reviewed for further information.

Local Options for Intergovernmental Agreements/Programs

Joint Ownership Agreement Programs

Local governments jointly purchase and share ownership of equipment that would be difficult for a single town or village to justify purchasing individually because of high cost and limited use.

Group Purchasing Agreements

Local governments either buy goods in bulk or combine their bidding efforts to achieve unit discounts on materials and equipment.

Resource Exchange and Sharing Agreements

Local governments rent equipment from one another or purchase services through the use of a per mile maintenance fee; trade equipment or personnel use on an in-kind basis; or share resources to accomplish projects of mutual benefit, such as jointly repairing a stretch of roadway.

8. Land Use

8.1 Introduction

This element provides an analysis of existing land use in Dodge County. Transportation networks, ownership patterns (public and private), natural resources, market forces, existing ordinances, and resource management activities all contribute to the pattern of development that occurs in Dodge County.

8.2 Existing Land Use

Land use is a means of broadly classifying different types of activities relating to how land is used. The type, location, density, and geographic extent of developed and undeveloped lands influence community character, quality of life, public service needs (e.g., roads, utilities, parks, emergency services), tax base, and availability of jobs throughout the county. The maps developed in the planning process (particularly the existing land use map) are used to analyze the current development pattern, and serve as the framework for formulating how land will be used in the future.

A primary function of this Land Use element is to help assess the development pattern and how it potentially impacts future land use. The analysis should result in some perspective as to how the components of land use relate to each other, and develop some ideas on land use management that is compatible and desirable for Dodge County's long term development pattern.

The land use pattern in Dodge County consists of rural towns containing mostly agricultural land and scattered residential development, along with several small incorporated communities providing centers for commerce, services, and cultural resources. The existing land uses in Dodge County are generally described below. Table 8-1 details the existing land uses and acreages of Dodge County outside of cities and villages. Map 8-1 in the Appendix displays the County's existing land use patterns.

Land Use Integration

Land use is highly integrated with all the planning elements. Changes in land use are not isolated; typically changes in land use are the end result of change to another element. Growth in population, development of new housing, and building of a new road all have land use impacts.

**Table 8-1:
Existing Land Use, Dodge County Towns, 2014**

Land Use	Acreage	Percent of Total
Residential	12,996	2.3%
Single family residential	12,736	2.3%
Two family residential	156	0.0%
Multi-family residential	43	0.0%
Mobile home parks	61	0.0%
Commercial	371	0.1%
Industrial and Quarries	1,590	0.3%
Public and quasi-public	790	0.1%
Transportation	11,261	2.0%
Parks and Recreation	43,774	7.8%
Communication and utilities	171	0.0%
Surface water	20,808	3.7%
Agriculture and other Use	467,912	83.6%
Total	559,673	100.1%

Source: Dodge County Land Resources and Parks Department.
Percentages may not add up to 100 percent due to rounding.

Agricultural and Other Use

By far the largest of the land use categories is the combined total for agriculture and undeveloped/vacant land, which is a reflection of the large amount of prime agricultural soils found in the county. This category also includes wetlands and open space areas. The question of how much land is converted to urban uses and where this conversion takes place is a key element of the land use planning process.

Residential

Residential development in Dodge County consists mainly of single family housing, including farmsteads. Limited multi-family housing, manufactured housing, and two family housing units are also present. Residential development is mostly scattered throughout the county, and generally follows transportation corridors. However, small concentrations of residential development can be found along lake shorelines, and adjacent to incorporated municipalities. More intensive residential development, such as duplexes, condominiums, and apartments can be found in the villages and cities in Dodge County.

Commercial

Commercial growth can be witnessed throughout the county. Many of the major roadways attract businesses. In recent years, commercial growth has occurred in Mayville along STH 28 and also on the STH 151 and STH 33 corridors in Beaver Dam. The Beaver Dam area has

captured a substantial number of traditional highway commercial uses such as gasoline stations, fast-food restaurants, and convenience shopping. The City of Waupun has also seen significant commercial development areas along STH 49.

Industrial

Most industrial development can be found in Dodge County's cities and villages, which have the infrastructure (i.e., sewer and water) to support this type of development. Most of the cities and villages have industrial parks. However, some fringe areas around traditional urban centers have recently seen development of open land for industrial uses, due to the expansion of utilities and transportation networks.

Public and Quasi-Public

The residential, commercial, and industrial land use categories account for the majority of the land area devoted to urban uses. Public and Quasi-Public land uses perform a support function to the people living and working in both urban and rural environments. Land uses within this classification include hospitals, schools, cemeteries, and churches, along with government offices, prisons, and public buildings. The amount of land devoted to these uses is not large in comparison to the other land use categories, but these facilities provide critical support and employment opportunities to the population of the county.

Parks and Recreation

Dodge County has many areas that are dedicated for use as parks and recreational land and accounts for the second largest land use category. The effects of a growing county population, growing interest in outdoor activities, and increased mobility will place greater demands on recreational facilities in the county. The preservation of public recreational areas as the county continues to grow is a key element in maintaining the quality of life in Dodge County.

Transportation

Transportation related land use features include local roads, county and state highways, and railroad corridors.

Communication and Utilities

Communication and utilities land use features include power lines, electrical substations, wastewater treatment plants, water towers, solid waste and recycling centers, telecommunication towers.

Surface Water

Surface waters account for 20,808 acres in Dodge County, making it the third largest category. Surface waters are more prevalent in the northern one-half of the County as a result of the waters of Horicon Marsh, Fox Lake, Lake Emily and Beaver Dam Lake.

8.3 Trends

Supply of Land

The supply of land in Dodge County is not variable. Cities and villages, being incorporated municipalities, do have the power to annex land from towns and thereby increase their land area. Within the County and around the boundaries of cities and villages, there is available land to develop if the need for further development arises.

Demand for Land

Demand for land in the County can be classified as low to moderate. However, the demand for agricultural land has seemed to increase as prices for agricultural products increase. The economic recession that has affected the nation has also affected Dodge County. The County's location in the middle of a triangle formed by Milwaukee, Madison, and the Fox River Valley cities make it a desirable place to locate a residence or business. As a result, demand for land in the County will likely to increase as the economy improves. Demand for commercial land may also increase when residential development increases in an effort to provide services to new residential development.

Price of Land

The cost to purchase agricultural land that continues in agricultural use and the cost to purchase agricultural land that is diverted to other uses can provide insight as to the price of land in Dodge County. Table 8-2 displays information on agricultural land sales in Dodge County from 2008 to 2012 as provided by the Wisconsin Agricultural Statistics Service.

**Table 8-2:
Agricultural Land Sales, Dodge County, 2008-2012**

	2008	2009	2010*	2011	2012	# Change 2008-12	% Change 2008-12
Ag Land Continuing in Ag Use							
Number of Transactions	29	32	28	35	46	17	58.6%
Acres Sold	1,892	2,130	2,065	2,302	2,713	821	43.4%
Dollars per Acre	\$5,000	\$4,467	\$4,554	\$4,919	\$6,197	\$1,197	23.9%
Ag Land Being Diverted to Other Uses							
Number of Transactions	3	1	18	1	--	(3)	(100.0%)
Acres Sold	96	3	1,609	39	--	(96)	(100.0%)
Dollars per Acre	\$5,522	\$6,100	\$5,605	\$5,750	\$--	\$(5,522)	(100.0%)
Total of all Ag Land							
Number of Transactions	32	33	46	36	46	14	43.8%
Acres Sold	1,988	2,162	3,674	2,341	2,713	725	36.5%
Dollars per Acre	\$5,025	\$4,491	\$5,014	\$4,933	\$6,197	\$1,172	23.3%

Source: Wisconsin Agricultural Statistics Service, Agricultural Land Sales, 2008-2012.

*2010 numbers were based on agricultural land sales without buildings and agricultural land sales with buildings instead of continuing in agricultural use and diverted to other uses respectively.

As indicated by Table 8-2, the total amount of agricultural land sold in Dodge County has increased moderately since 2008. However, the value of the acres sold has not been increasing at the same rate. In fact, the value of agricultural land sold declined from 2008 to 2011. The value of agricultural land that is sold for other uses continues to be valued higher than agricultural land that continues in agricultural use.

The increase in the number of transactions, number of acres sold, and the value of those acres in 2012 was probably due to significant increases in crop prices. That would also account for the lack of agricultural land being diverted to other uses. In 2012, the price range per acre for land continuing in agricultural use is provided by the Wisconsin Agricultural Statistics Service. That price range has a low of \$2,500 per acre to a high of \$10,720 per acre.

8.4 Opportunities for Redevelopment

Opportunities for redevelopment of land in Dodge County are abundant. Certain areas of many of the downtown areas of cities and villages are in need of redevelopment. Redevelopment of downtown areas would help strengthen the economic vitality of the cities and villages by encouraging new commercial development. In addition, environmentally contaminated sites, vacant or under-utilized buildings and vacant lots represent opportunities for redevelopment. A majority of these opportunities exist in cities and villages. No significant areas of land are in need of redevelopment in the County.

8.5 Existing and Potential Land Use Conflicts

Existing and potential land use conflicts can occur throughout the County. Concern over too much intervention by Dodge County and the state relative to local control of land use issues is one of those conflicts. County and state regulation of shorelands, floodplains, and wetlands often is seen as an intrusion to local land use control.

Conflict between nonfarm residences and farm operations has been and will continue to be a problem in rural areas. Provisions within the County Land Use Code are in place to help lessen the potential for conflict

Conflicts over land use and development in extraterritorial jurisdiction of cities and villages can happen. Cities and villages are allowed to take extraterritorial jurisdiction over land divisions within the surrounding towns. Conflict occurs between the town government and the city or village that is controlling development outside of their existing borders.

8.6 Land Use Projections

Table 8-3 displays estimates for the additional acreage that will be utilized by residential, commercial/industrial, institutional, and agricultural land uses for five year increments through the year 2040 in Dodge County. These future land use demand estimates are largely dependent on population increases and should only be utilized for planning purposes in combination with other indicators of land use demand.

**Table 8-3:
Projected Land Use Demand (additional acres)
Unincorporated Dodge County, 2020-2040**

Year	Residential	Commercial/Industrial	Institutional	Agricultural
2020	441	64	1,802	(2,307)
2025	848	125	3,551	(4,524)
2030	1,169	173	4,933	(6,275)
2035	1,194	177	5,039	(6,410)
2040	969	143	4,072	(5,184)

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

Commercial/Industrial includes all commercial and industrial uses.

Institutional includes public & quasi-public, parks & recreation, communication/utilities and transportation.

Agricultural includes agriculture and open space.

Year 2020 to 2040 acreage calculations were projected by utilizing Wisconsin Department of Administration (WDOA) population projections. Projected demand for residential, commercial/industrial, and institutional land use assume that the ratio of the County's 2014 population of 89,203 to current land area in each land use category will remain the same in the future. In other words, each person will require the same amount of land for each particular land use as they did in 2014 when the existing land use survey was conducted. The projected decline in agricultural land use is based on the projected growth of other land use categories and the assumption that the city and village boundaries remain unchanged.

As indicated by Table 8-3, the County is projected to face increased demands for residential, commercial/industrial, and institutional land uses. Another 969 acres will be used for residential development by the year 2040, according to Table 8-3. Another 143 acres will be needed for commercial/industrial use and another 4,072 acres will be needed for institutional use. That means 5,184 acres will need to be removed from the agricultural category to allow for the new development. Due to a projected decrease in population between 2035 and 2040, the acres needed for each land use actually declines in the last five year period. Where the additional housing units are built and at what density will play a role in determining the actual amount of land used in the future. In-fill development and higher density development can reduce the amount of land used for new development and reduce the amount of agricultural land used for development.

8.7 Future Land Use Plan Map (Classifications)

The future land use map is the primary component of the comprehensive plan that will be used as a guide for officials when considering future development within the County. The map is long-range and will need to be reevaluated periodically to ensure that it remains consistent with changing trends and conditions.

The Future Land Use Plan Map is the primary component of the comprehensive plan that will be used as a guide for County and local officials when considering future development within the community. The Plan is long-range and will need to be reevaluated periodically to ensure that it remains consistent with changing trends and conditions. The future land use plan is comprised

of the Future Land Use Map (see Appendix A, Map 8-2) and the use and development “policies” set forth for each of the following standardized land use categories presented on Map 8-2:

1. Conservancy
2. Agriculture
3. Recreation
4. Single-Family Residential
5. General Residential
6. Commercial
7. Industrial
8. Utility & Community Facilities

Pursuant to the “smart growth” comprehensive planning law, Section 66.1001 Wis. Stats., the Land Use element must specify the general location of future land uses by net density or other categories. To address this requirement, the land use categories described below were developed to allow the County and local officials the opportunity and flexibility to promote a desired pattern and density of land use in their communities and throughout the County consistent with County plans and ordinances for those communities under general County zoning jurisdiction, or, consistent with their own local plans and ordinances in the case of those communities NOT under general County zoning jurisdiction.

The Future Land Use categories are simply designated areas of consistent character, use, and density that share similar goals and objectives for future use, preservation and/or development. The Future Land Use Map and plan goals, objectives, policies, and recommendations will be used as a general guide to assist County and local officials when making decisions regarding the protection and preservation of the County’s agricultural and natural resources and when considering specific development proposals. Decision and actions to allow specific types of development will be further guided by specific County ordinance and/or Land Use Code provisions established to further define and implement the general goals, objectives, policies, and recommendations of the comprehensive plan.

It is important to point out that the Future Land Use Plan Map applies specifically to the unincorporated areas of Dodge County. The type, amount and distribution of land uses by category as depicted on the Future Land Use Plan Map are “driven” by or reflect the same land use type, amount and distribution of land use contained in the applicable local comprehensive plans. This “bottom up” plan building process allowed those local units of government the opportunity to have direct input into determining the pattern and density of future development not only in their own communities, but also for the overall County.

Conservancy (Dark Green)

Intent and Description

These mapped areas include wetlands as designated by the WDNR. Agricultural activities such as crop harvesting and pasturing are recognized as acceptable activities in the Conservancy category. Development should not encroach on these areas other than for recreational purposes as allowed under applicable regulations.

Uses permitted within the Shoreland-Wetland District under the Shoreland Protection Ordinance are considered to be consistent with the Conservancy land use category.

Policies & Recommendations:

1. Agricultural activities such as crop harvesting, pasturing, and tree cutting are recognized as acceptable activities in the Conservancy category.
2. Use of wetland areas are encouraged for the purpose of passive, non-motorized outdoor recreation opportunities, e.g. walking/hiking trails, wildlife movement, and overall character enhancement.
3. Development should not occur within nor encroach on these areas other than for open space preservation, conservation or passive recreational purposes as may be allowed under applicable regulations.

Agriculture (Light Green)

Intent and Description

This category represents those areas where agricultural type uses such as dairy and crop farming are the anticipated predominant land use in the area. The Agriculture category could include a limited amount of residential development, but the predominant land use would be agricultural in nature. Housing for the farm operator and a limited amount of nonfarm residences would be acceptable. A minimal amount of other non-farm land uses, e.g. wind energy systems, wireless communication facilities, dog kennels, veterinary clinics, mineral extraction, farmers markets, and wildlife ponds, etc., may also occur in areas planned for agriculture. Uses identified as either an allowed use or a conditional use within the A-1 Prime Agricultural or A-2 General Agricultural Zoning Districts of the Dodge County Land Use Code are considered to be consistent within the Agriculture land use category.

Preservation of the County’s agricultural areas, natural resources, surface waters, and open spaces was identified by the residents of the County to be a priority issue. Several strategies for achieving this goal have been identified and outlined in this plan. These strategies primarily include strengthening agricultural zoning and directing future development into surrounding areas that are served by sanitary sewer systems. Major subdivisions (those proposing to create five or more lots) and other similar large scale developments are discouraged in these areas.

Uses identified as either an allowed use or a conditional use within the A-1 Prime Agricultural or A-2 General Agricultural Zoning Districts of the Dodge County Land Use Code are considered to be consistent with the Agriculture land use category.

Policies & Recommendations:

1. The proposed density of non-farm, residential development would be based on a “sliding-scale” subject to the following:
2. Single family residences would be considered an allowed use in the A-2 General Agricultural District; however, the density standard must be met. Newly created lots in

the A-1 Prime Agricultural District may need to be rezoned into the A-2 General Agricultural District if the ratio of nonfarm residential acreage to farm acreage does not meet Farmland Preservation Program requirements.

3. Land division approval would be required from the Planning, Development and Parks Committee.
4. The County will require that a restriction be placed on the certified survey map or an affidavit be filed which would specify that no further divisions of the parent parcel or the lots created can take place for a period of 15 years after the maximum allowed density on the parent parcel is reached. The Planning, Development and Parks Committee may modify or remove the restriction from the certified survey map or affidavit after five (5) years if approved by the applicable town and if the purpose and intent of the Code would be better served.
5. No maximum lot size should be imposed.
6. Clustering is recommended for all new lots.
7. A “parent parcel” shall be defined as a continuous quantity of land under one ownership, which has frontage on a public road. Navigable waterways and public roads serve as property dividers (definitions in Land Use Code).
8. The density standards would not apply to land that is located within a public sanitary sewer district.
9. The right to divide land is not assignable or transferable to other property owners.
10. The Planning, Development and Parks Committee may remove a “no further land division restriction” from a property at any time if the land is rezoned out of an agricultural zoning district.
11. A Development Concept Plan may be required by the County for all or part of the subject parent parcel even though further division is not planned at the time. Such Plan shall include future road locations as well as the location, number and size of potential lots allowed in the future under the Land Use Code. A Development Concept Plan is recommended if further development is anticipated. The plan will be useful in determining if the current proposed lot layout would be compatible with future lots and if future road right-of-ways need to be reserved.
12. Site plan requirements are proposed to minimize the potential impact to prime soils and production farmland in the event of land conversions in the agricultural areas.
13. A minimal amount of other land uses, such as but not limited to wind energy systems, wireless communication and utility facilities (but not transmission and distribution systems generating high electromagnetic field (EMF) emissions), veterinary clinics, mineral extraction, farmers markets, wildlife ponds, single family and two family residences, and businesses that primarily serve the agricultural industry may also occur in areas planned for agriculture, assuming all codes and ordinance requirements are met.
14. Utilize existing state and county regulations to manage large commercial dairy or feedlot operations and to address such issues as operations, manure storage and handling, transportation and road impacts, residential conflicts, etc.

Recreation (Dark Blue)

Intent and Description

This category includes existing and future park and recreation land. Local, county, state, and federal recreation areas as well as privately owned recreation areas (golf courses, gun clubs, etc.) are included in this category. Wetlands that are located within a public or private recreation area will be placed in the Recreation category.

Public and private parks, golf courses, gun clubs, wildlife ponds, fairgrounds and their accessory uses are considered to be consistent with the Recreation land use category. Uses allowed within the Shoreland-Wetland District under the Dodge County Shoreland Protection Ordinance are considered to be consistent with the Recreation land use category.

Policies & Recommendations:

1. Existing park and recreation areas should be maintained and enhanced as necessary to contribute to overall community identity and outdoor recreation opportunities.
2. Coordinate existing and planned recreational facilities through Dodge County's Comprehensive Outdoor Recreation Plan.
3. Proposals to develop land identified for future park and recreation land should be evaluated by Land Resources and Parks Department staff. If it is determined that the land is not desired for park and recreation land at that time, the proposed development shall be allowed to proceed.

Single-Family Residential (Yellow)

Intent and Description

This category represents those areas where single-family residential land uses already exist, or, where such uses are planned to be the predominant land use. The density of residential development may vary depending on applicable zoning, but only single-family housing is included in this category. Mobile home parks, attached condominiums, and other multi-family residential uses would not be categorized as single-family residential but as General Residential (see description below). Where agricultural uses occur in these mapped areas, it is anticipated that these areas will become predominantly single-family residential over time.

Uses identified as either an allowed use or a conditional use within the R-1 Single Family Residential Zoning District of the Dodge County Land Use Code are considered to be consistent with the Single Family Residential land use category.

Policies & Recommendations:

1. New single-family residential development should occur exclusively in the planned single-family areas as shown on the Future Land Use Plan Map.
2. Densities will be regulated by the County's Land Use Code under the current R-1 Zoning District provisions where a minimum lot area of 40,000 sq. ft. and a minimum lot width

of 125 feet should be required for parcels outside of or not served by the sanitary sewer district. Lots served by a sanitary sewer system could have a minimum lot area of 10,000 sq. ft. (1/4 acre) and 80 feet of lot width.

3. Single-family residential neighborhoods should contain some form of buffering, e.g. landscaping, berming, screening, and/or additional building setbacks, between the residences and potentially incompatible land uses such as agricultural, commercial or industrial.

General Residential (Orange)

Intent and Description

These areas include all types of residential uses. Multi-family structures including duplexes, attached condominiums, mobile home parks, and group living facilities are included in this category.

Uses identified as either an allowed use or a conditional use within the R-2 Two-Family or R-3 Multi-Family Residential Zoning Districts of the Dodge County Land Use Code are considered to be consistent with the General Residential land use category.

Policies & Recommendations:

1. Densities will be regulated by the County's Land Use Code under the current R-2 and R-3 Zoning District provisions.

Commercial (Red)

Intent and Description

These mapped areas represent where commercial type land uses are anticipated in the future. Examples of uses found in this category include retail sales and services, eating and drinking establishments, financial institutions, professional offices, service and repair businesses, visitor accommodations, entertainment businesses, parking lots and day care facilities.

Uses identified as either an allowed use or a conditional use within the C-1 General Commercial or C-2 Extensive Commercial Zoning Districts of the Dodge County Land Use Code are considered to be consistent with the Commercial land use category.

Policies & Recommendations:

1. New commercial development should occur exclusively in the planned commercial areas as shown on the Future Land Use Plan map. Densities will be regulated by the County's Land Use Code under the current C-1 and C-2 Zoning District provisions.
2. The County should develop minimum design standards which promote quality and aesthetics and do not detract from the community.
3. Intensive commercial activity in close proximity to residential development should be avoided. However, neighborhood convenience stores or services should be allowed in residential areas where precautions such as vegetative buffering are used to ensure that the quality and character of the neighborhood are upheld.

4. Discourage the proliferation of large billboards and off-premises signs associated with commercial development in favor of smaller, less obtrusive signage.

Industrial (Purple)

Intent and Description

These mapped areas represent where industrial type land uses are anticipated. Manufacturing and production facilities, resource extraction and processing, warehousing, transportation terminals, feed mills, and wholesale establishments are some of the examples of uses included in this category.

Uses identified as either an allowed use or a conditional use within the C-2 Extensive Commercial, I-1 Light Industrial or I-2 Industrial Zoning Districts of the Dodge County Land Use Code are considered to be consistent with the Industrial land use category.

Policies & Recommendations:

1. New industrial development should occur exclusively in the planned industrial areas as shown on the Future Land Use Plan map. Densities will be regulated by the County's Land Use Code under the current C-2, I-1 and I-2 Zoning District provisions.
2. New developments should be subject to minimum building and site design, landscaping, signage, and outdoor storage provisions to encourage community character and sustainable developments.
3. Proper access by industries to and from major traffic routes should be provided. Industrial development should also maintain adequate off-road employee parking, loading and unloading facilities, and should be buffered from intensive residential areas to reduce potential land use related conflict.
4. Reuse of existing vacant industrial property should be a priority when assessing new potential industrial uses.
5. Commercial uses may be allowed in the Light Industrial category dependent on the location (lot configuration will not impede future lot layout or development of adjacent lands) and type of proposed use.

Utilities and Community Services (Brown)

Intent and Description

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

Those Utility and Community Service uses and their accessory uses allowed under the Dodge County Land Use Code are considered to be consistent with the Utilities and Community Services land use category.

8.8 Land Use Goals and Objectives

Wisconsin Statutes 66.1001 requires a statement of overall goals and objectives to guide the future development and redevelopment of the county over a 20-year planning period. The following are the goals and objectives developed by Dodge County with regard to the Land Use element.

Goal: Provide for a well-balanced mix of land uses within the County that minimizes potential conflicts between residential, commercial, industrial and agricultural land uses.

Goal: Provide for urban and rural growth in an orderly manner that does not unnecessarily consume farmland or create conflicts with farm operations.

Objectives:

1. Encourage development that promotes open space through site design and which fits within the character of the County as well as the specific location in which the development is proposed.
2. Restrict all forms of structural development or concentrated animal numbers in floodplains based on Federal Emergency Management Administration (FEMA) maps, but encourage other forms of agriculture.
3. Encourage a variety of land uses within the County in order to discourage land use disparities between communities.
4. Define urban growth areas around existing municipalities sufficient to allow reasonable municipal growth.
5. Require natural buffer area between incompatible land uses where such uses adjoin each other.
6. Explore the use of impact fees and other capital cost recovery mechanisms to assure that the cost of new development is not borne by the existing taxpayers.
7. Adopt tools for improving the efficiency and effectiveness of the zoning and development review process.

8.9 Land Use Policies and Recommendations

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

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

Policies:

1. Establish linkages between park facilities and population centers for non-vehicular circulation by means of open space environmental corridors, trails or similar means by encouraging public acquisition of inactive railroad corridors, reviewing proposed highway projects for opportunities to provide extra right-of-way, and considering creating trails within active railroad rights-of-way.
2. Prohibit most structural development in areas identified as wetlands and other environmentally sensitive areas.
3. Prohibit building, road construction or other land disturbances on slopes in excess of 20 percent, and apply construction site erosion control standards and a stormwater management program to non-agricultural development on slopes of 12 to 20 percent to control erosion.
4. Restrict animal confinement facilities outside of the A-1 Prime Agricultural Zoning District or rezone such sites to A-1 District if appropriate.
5. Require driveway access permits from the appropriate jurisdiction prior to considering any subdivision letter of intent, or the issuance of a Conditional Use Permit or Land Use Permit.
6. Limit residential development around the Dodge County Airport, especially in future expansion areas.
7. New non-farm residential structures and lots should not be allowed within 500 feet of operating agricultural facilities.
8. New residential development should be consistent with town land use plans and city or village land use plans; if applicable.
9. The County may consider higher residential density development in areas designated as residential on the Future Land Use Plan Map.
10. A residential subdivision with more than four new lots being created shall not be considered consistent within the Agriculture future land use category within towns under County zoning jurisdiction.
11. The County should not be opposed to large agricultural operations that operate in accordance with the applicable state and county regulations.

12. New residential lots and building sites shall be located and designed to protect wetlands, floodplains and productive farmland.
13. All development proposals shall meet the intent of the Future Land Use Plan Map classifications as described within the Land Use element.
14. Cluster residential development will be promoted to minimize land use impacts while accommodating development and green space.
15. If a Town has adopted density standards within their Land Division Ordinance or Zoning Ordinance that are stricter than the County's, any land division request that does not conform to the Town's density standard should be denied by the Town.
16. Requests for amendments to the County Land Use Code should not be approved if such request is not consistent with the County Comprehensive Plan. Amendments to town zoning ordinances are not subject to being consistent with the County Comprehensive Plan.
17. For all proposed rezoning petitions that will remove land from the A-1 Prime Agricultural Zoning District, the following findings should be made:
 - The land is better suited for a use not allowed in the A-1 Prime Agricultural Zoning District;
 - The rezoning is substantially consistent with the Dodge County Comprehensive Plan and Farmland Preservation 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.
18. If a land use is allowed as either a permitted or conditional use within the zoning district that applies to a subject property but is deemed not consistent with Comprehensive Plan, the subject property should be allowed to be developed as the zoning regulations allow.
19. Minor land divisions and major subdivisions that occur in areas outside of county zoning jurisdiction are not subject to being consistent with the County Comprehensive Plan.

Recommendations:

1. Amend the County Land Use Code as needed to implement the Comprehensive Plan.
2. Provide a zoning map that matches the potential land uses with the characteristics of the land, not limited solely to soil characteristics.
3. Investigate the use of impact fees where appropriate to assist in financing land and water conservation measures resulting from new development.

4. Implement evaluation standards for review of development proposals in agricultural areas.
5. Establish minimum standards for the submission of town zoning amendments to the County Board and provide a system of review by the Planning, Development and Parks Committee prior to inclusion of such amendments on the County Board agenda.
6. Provide buffer areas and screening to protect parks and recreation areas from adjacent development.
7. Consider separating the subdivision regulations and each overlay district from the Land Use Code so that only the zoning regulations remain in the Code. Land Use Code should be renamed Dodge County Zoning Ordinance.

8.10 Land Use Programs

The following general programs are currently available to the County to assist with implementation of the various goals, objectives, policies, and recommendations of the Land Use Element of the *Dodge County Comprehensive Plan*.

State Programs

Division of Intergovernmental Relations, Wisconsin Department of Administration

The Division of Intergovernmental Relations provides staff support and administers the Wisconsin Land Information Program. It also houses Plat Review and Municipal Boundary Review, both of which have statutory authority for approval of specific land use related requests, and the GIS Services, dedicated to the efficient use of geographic information systems. For further information about the division visit the WDOA website at: www.doa.state.wi.us.

UW-Extension Center for Land Use Education

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

Wisconsin Department of Agriculture, Trade and Consumer Protection

The Department of Agriculture, Trade and Consumer Protection (DATCP) administers the Farmland Preservation Programs for the state. The Working Lands Initiative provides eligible landowners in Dodge County the opportunity to claim farmland preservation tax credits through participation in the program. Eligible landowners may collect up to \$10.00 an acre in an area zoned for farmland preservation and in an agricultural enterprise area with a signed farmland preservation agreement. DATCP also has numerous agricultural related business development programs available.

9. Implementation

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

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

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

9.1 Implementation Programs and Specific Actions

Land Use Code (Zoning Ordinance)

Zoning is a mechanism that uses proximity to compatible and/or opposing uses, natural resources, and transportation systems to provide for a variety of land uses and promote orderly growth. The Zoning Map arranges the County into districts such as residential, agriculture, commercial, or industrial. The Land Use Code takes this delineation further and specifies the permitted land uses, the size of buildings, yard/lot dimensions, and other requirements for development and construction. The goal of the Land Use Code is to secure a reasonable development pattern by keeping similar and related uses together and separating dissimilar, unrelated, and incompatible uses.

Along with the authority to create a zoning map and zoning ordinance, the county has the authority to enforce zoning in the unincorporated areas of the county; in towns that have adopted the County's Zoning Ordinance. Refer to Map 9-1 located in the Appendix for information on zoning in the County.

The Dodge County Land Use Code was developed to combine the county's zoning ordinance, subdivision ordinance and other separate ordinances into one code. The code delineates nine "zones" or districts as follows:

- ◆ R-1 Single Family-Residential
- ◆ R-2 Two-Family Residential
- ◆ R-3 Multi-Family Residential

- ◆ C-1 General Commercial
- ◆ C-2 Extensive Commercial
- ◆ I-1 Light Industrial
- ◆ I-2 Industrial
- ◆ A-1 Prime Agricultural
- ◆ A-2 General Agricultural

The zoning districts of the Dodge County Land Use Code are utilized by the county to provide areas consistent with the Comprehensive Plan and to provide public and semi-public land uses to complement residential development. Additionally, the districts allow the county to protect residents from harmful effects such as excessive noise and pollution while protecting property values, as well as ensuring the provision of necessary public services and facilities.

Dodge County Status:

Dodge County has adopted a Land Use Code which contains conventional zoning regulations that apply to nine (9) towns that have adopted “general” county zoning.

Recommendation(s):

Amend the zoning regulations in the Land Use Code to be consistent with and implement the policies and recommendations in the Comprehensive Plan. Consider separating the subdivision regulations and each overlay district from the Land Use Code.

Timeline: Within five years of Plan adoption.

Overlay Zoning Districts

The use of an overlay district allows additional and more stringent provisions than the base-zoning district. These districts are used to prevent negative impacts through restrictions that are specific to the purpose and intent of each overlay. Dodge County has eight overlay districts as follows:

- ◆ *Adult Orientated Establishments Overlay District*

The Dodge County Adult Orientated Establishment Overlay District is not intended to prohibit establishments from operating in Dodge County, but only intend to regulate their location and manner of operation. The regulations are also intended to regulate the proximity of adult orientated establishments to certain sensitive land uses. The jurisdiction of this overlay district includes those towns that have adopted county zoning.

- ◆ *Environmental Protection Overlay District*

The statutory authority for environmental protection in Dodge County is granted through Wisconsin Statutes 59.97, 59.971, 59.99, 87.30, and 144.26

In Dodge County, the Environmental Protection Overlay District applies to those towns which have adopted county zoning. This district provides for uses compatible with protecting,

preserving, and enhancing significant natural areas within the County, such as wooded areas of environmental importance, significant archeological sites, slopes in excess of 12 percent, soil depths less than 60 inches, or other areas in which the public has interest in preserving or protecting.

- ◆ *Highway Setback Overlay District*

The statutory authority for highway setback regulations in Dodge County is granted through Wisconsin Statutes 59.69 and applies in those towns that have adopted the Dodge County Highway Setback Ordinance.

The Highway Setback Overlay District is intended to prevent conflicts between new structures and the provision for new highways by establishing setback lines along all public highways and at the intersections. Structures within 200 feet of the highway must comply with the setback measurements established in the Land Use Code.

- ◆ *Planned Unit Development Overlay District*

The statutory authority for planned development regulations in Dodge County is granted through Wisconsin Statutes 59.97, 59.971, 59.99, 87.30, and 144.26 and applies in those towns that have adopted county zoning.

The Planned Unit Development Overlay District is intended to promote quality urban design and environmentally sensitive development by allowing flexibility in the design standards present in the Code.

- ◆ *Land Spreading and Petroleum Contaminated Soil Overlay District*

The statutory authority for land spreading and petroleum contaminated soil regulations in Dodge County is granted through Wisconsin Statutes 59.69 and applies within those towns that have adopted the overlay district.

The Land Spreading and Petroleum Contaminated Soil Overlay District regulates and restricts the spreading of petroleum contaminated soils on the lands and waters of the County. This results in the protection of spawning grounds and prevention of water pollution.

- ◆ *Wireless Communication Facilities Overlay District*

The statutory authority for wireless communication facilities regulations in Dodge County is granted through Wisconsin Statutes 59.69 and applies in those towns that have adopted county zoning.

The Wireless Communication Facilities Overlay District allows for the creation of new towers while evaluating the impact these towers have on the community. The negative impact on the community is minimized through encouraging non-residential locations, co-location design, and minimal visual impact.

♦ *Wind Energy System Overlay District*

The Wind Energy System Overlay District permits the establishment of wind energy systems while preventing any adverse impacts through the regulation of location, height, aesthetics, lighting, setbacks, noise, signal interference, security fencing, and landscaping. This overlay district applies in those towns that have adopted county zoning.

♦ *Non-Metallic Mining Reclamation Overlay District*

The statutory authority for non-metallic reclamation regulations in Dodge County is granted through Wisconsin Statutes 295.13(1), 59.51, NR 135.32 and applies to all nonmetallic mining operations within the County.

The Non-Metallic Mining Reclamation Overlay District is used to ensure the effective reclamation of non-metallic mining sites on which non-metallic mining takes place in Dodge County. The Code requires a public hearing for new mines and sets standards for the issuance of permits.

Overlay District Recommendations and Timeline

Recommendation:

Consider separating the overlay districts from the Land Use Code.

Timeline:

Within five years of Plan adoption.

Land Division/Subdivision Ordinance

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

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

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

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

Recommendation(s):

Amend the subdivision/land division regulations in the Land Use Code to be consistent with the policies and recommendations in the Comprehensive Plan and state statutes.

Timeline: Ongoing

Official Maps

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

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

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

Recommendation(s):

Not Applicable

Timeline: None

9.2 Integration and Consistency of Comprehensive Plan Elements

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

Over time, the threat of inconsistency between the plan and existing conditions will increase, requiring amendments and/or updates to be made. Additional plans regarding specific features within the County may also be developed (i.e., outdoor recreation plan). The process used to develop any further detailed plans should be consistent with this Comprehensive Plan.

9.3 Measurement of Plan Success

Successful implementation of this Comprehensive Plan can be measured in several ways. The primary means for measuring success of the plan is through regular review and updating of the plan. Through this process, errors, inconsistencies, and aspects of the plan that have not worked on can be evaluated and changes can be made. Success of the plan can also be measured by tracking the number of changes to the plan that is granted by the County Board each year. A large number of changes can indicate a problem with the plan that may need to be addressed. Comparing future population growth and the number of new housing units in the County to the figures and projections presented in this plan can also aid in determining the success of the projections in this Plan.

9.4 Updating the Plan

This plan should be updated as needed to include any significant data changes such as Census data when it becomes available and should be reviewed, updated, or revised at least every 10 years. However, various circumstances and certain opportunities may warrant changes to the plan prior to the next scheduled update or revision. Changes or amendments to this plan require a petition to the Planning, Development and Parks Committee and the County Board. The petition shall specify the change requested and reasons for the change.

The Planning, Development and Parks Committee shall hold a public hearing upon publishing a Class I notice at least 30 days before the hearing is held. When deemed appropriate, written notification of the public hearing shall be sent to user groups, organizations, municipalities, or individuals believed to be directly or adversely affected by the proposed change. After the public hearing and consideration of the comments of the public and the Committee, the County Board shall vote on the proposed change or amendment. The change shall be effective upon passage.