CITY OF ELROY

COMPREHENSIVE PLAN

JUNEAU COUNTY

Adopted
November 2009

Prepared by:

North Central Wisconsin Regional Planning Commission

CITY OF ELROY

City Council

Sharon Knuth, Mayor
Sharon Tyler
Pam Paulsen
George Vukich
Larry Eno
Sandy Myhre
Adam Hammatt, Clerk/Treasurer

Plan Commission

Sharon Knuth, Chair
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Adam Hammatt, Clerk

Photos: NCWRPC

This plan was completed with the assistance of the
North Central Wisconsin Regional Planning Commission (NCWRPC).

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NORTH CENTRAL WISCONSIN
REGIONAL PLANNING COMMISSION

ORDINANCE NO. 374

The Common Council of the City of Elroy, Juneau County, Wisconsin, do ordain as follows:

SECTION I – TITLE/PURPOSE

The title of this ordinance is the City of Elroy Comprehensive Plan Ordinance. The purpose of this ordinance is for the City of Elroy to lawfully adopt a comprehensive plan as required under s. 66.1001 (4) (c), Wis. stats. And creates Title 12 Comprehensive Pan Section of the Elroy Code of Ordinances.

SECTION II – PROVISIONS AS CREATES TITLE 12 COMPREHENSIVE PLAN

A. AUTHORITY

The city council of the City of Elroy has authority under s. 62.04, Wis. stats., its power to appoint a plan commission under ss. 62.23 (1), Wis. stats., and under s. 66.1001 (4), Wis. stats., to adopt this ordinance. The comprehensive plan of the City of Elroy must be in compliance with s. 66.1001 (4) (c), Wis. stats., in order for the City Council to adopt this ordinance.

B. ADOPTION OF ORDINANCE

The City Council of the City of Elroy, by this ordinance, adopted on proper notice with a quorum and roll call vote by a majority of the city council present and voting, provides the authority for the City of Elroy to adopt its comprehensive plan under s. 66.1001 (4), Wis. stats., and provides the authority for the City Council to order its publication.

C. PUBLIC PARTICIPATION

The city council of the City of Elroy has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by s. 66.1001 (4) (a), Wis. stats.

D. CITY PLAN COMMISSION RECOMMENDATION

The Plan Commission of the City of Elroy, by a majority vote of the entire commission, recorded in its official minutes, has adopted a resolution recommending to the city council the adoption of the City of Elroy Comprehensive Plan, which contains all of the elements specified in s. 66.1001 (2), Wis. stats.

E. PUBLIC HEARING

The City of Elroy, has held at least one public hearing on this ordinance, with notice in compliance with the requirements of s. 66.1001 (4) (d), Wis. stats.

F. ADOPTION OF CITY COMPREHENSIVE PLAN

The city council of the City of Elroy, by the enactment of this ordinance, formally adopts the document entitled City of Elroy Comprehensive Plan Ordinance under pursuant to s. 66.1001 (4) (c), Wis. stats.

G. SEVERABILITY

If any provision of this ordinance of its application to any person or circumstance is held invalid, the invalidity does not affect other provisions or applications of this ordinance that can be given effect without the invalid provision of application, and to this end, the provisions of this ordinance are severable.

H. EFFECTIVE DATE

This ordinance shall take effect upon passage and publication of a summary as required by law.

Sharon Knuth

Sharon Knuth, Mayor

Adam M. Hammatt, City Administrator

Introduced: 9/8/09
Passed: 10/13/09
Published after passage: 10/22/09

Drafted by:
William E. Jefferson, Jefferson Law Office
P.O. Box 86, Elroy, WI 53929

66.1001 (4) (b) * Resolution by plan commission to recommend adoption of comprehensive plan.

STATE OF WISCONSIN
City of Elroy
Juneau County

The Plan Commission of the City of Elroy, Juneau County, Wisconsin, by this resolution, adopted on proper notice with a quorum and by a roll call vote of a majority of the city plan commission present and voting resolves and recommends to the City Council of the City of Elroy as follows:

Adoption of the City of Elroy Comprehensive Plan.

The City of Elroy Plan Commission, by this resolution, further resolves and orders as follows:

All maps and other materials noted and attached as exhibits to the City of Elroy Comprehensive Plan are incorporated into and made a part of the City of Elroy Comprehensive Plan.

The vote of the city plan commission in regard to this resolution shall be recorded by the clerk of the city plan commission in the official minutes of the City of Elroy Plan Commission.

The city clerk shall properly post or publish this resolution as required under s. 60.80, Wis. stats.

Adopted this 23rd day of ~~March~~ February 2009.

[*Signatures of plan commission members*]

Sharon E. Knuth
Jessica A. Bashian
Maria Romnes
Alan M. Barnett

Attest: Alan M. Barnett Plan Commission Clerk

CITY OF ELROY

TABLE OF CONTENTS:

SECTIONS:

I Issues & Opportunities 2
1. Overall Plan Introduction
A. Purpose of the Plan 2
B. Vision Statement 2
C. Public Participation 2
D. Meetings 3
2. Community Profile
A. Description 4
B. Demographics 4

II Natural, Agricultural & Cultural Resources 12
1. Natural Resources
A. Physical Geography, Geology, Non-Metallic Mining 12
B. Climate 12
C. Soils 12
D. Surface waters 14
E. Groundwater 16
F. Wetlands 16
G. Floodlands 16
H. Forests 17
I. Rare Species & Natural Communities 18

2. Agricultural Resources
A. Prime Farmland, Cropland, Livestock 18

3. Cultural Resources
A. Brief Community History 18
B. Historical Buildings, Archeological Sites, & Century Farms 19

4. Goals, Objectives & Policies 20
5. Bibliography 21

III Housing 22
1. Background
A. Previous Studies 22
B. Issues 23

1. Housing Stock
A. Total Housing Units 25
B. Year Built 25
C. Building Type 25
D. Tenure 26

E. Value 26
F. Vacant/Seasonal 27

3. Housing Demand
A. Persons Per Household 27
B. Projections 27

4. Housing Programs 28
5. Goals, Objectives & Policies 30
6. Bibliography 30

IV Transportation 32
1. Transportation Facilities
A. Background 32
B. Summary Of Transportation Plans 32
C. Inventory Of Transportation Facilities 33
2. Goals, Objectives & Policies 37
3. Bibliography 37

V Utilities & Community Facilities 39
1. Background
A. Appealing to Nature and Cultural Tourism 39

2. Inventory
A. Water-related Assets 41
B. Solid Waste-related Assets 42
C. Public Works 42
D. Public Safety 43
E. Health-care 43
F. Education, Recreation & Culture 44
G. Energy & Telecommunication 45

3. Goals, Objectives & Policies 46

VI Economic Development 47
1. Background
A. Downtown Revitalization 47
B. Industrial Park & TIF District 48
C. SWOT 48

2. Economic Base
A. Juneau County 49
B. Major Employers 51
C. Employment 52
2. Economic Development Programs 54
3. Goals, Objectives & Policies 56
4. Bibliography 57

VII Land Use 58
1. Land Use
A. Background 58
B. Existing Land Use 2005 58
C. Future Land Use 2005-2025 58
D. Land Use Classifications 60
E. Future Land Use Plan Map Overview 61
2. Land Use Controls
A. Zoning 64
B. Annexation 65
C. Subdivision Ordinance 65
D. Managed Forest Tax Law 65
3. Goals, Objectives & Policies 65

VIII Intergovernmental Cooperation 67
1. Background 67
2. Goals, Objectives & Policies 69

IX Implementation 70

TABLES & FIGURES:

Table 1 Historical Population Trends 4
Table 2 Population Projections, 2005-2025 4

Figure 1 Historical and Projected Population 5
Figure 2 Age Distribution, 1990-2000 5
Figure 3 Juneau County Male & Female Age Distribution, 2000 6
Figure 4 Village of Necedah Male & Female Age Distribution, 2000 6
Figure 5 Educational Attainment, 2000 7

Table 3 Households 8
Table 4 Historical Household Counts & Household Projections 8
Figure 6 Householders by Age 8

Figure 7 Median Household Income 9
Table 5 Household Income 9
Table 6 Income Comparisons, 2000 9

Table 7 Top Employers in Juneau County, 2003 10
Table 8 Wage by Industry, Juneau County, 2002 10
Table 9 Juneau County Labor Force Data 11
Figure 8 Employment by Industry, City of Elroy, 2000 11

Table 10 Age of Structure by Jurisdiction, 2000 25
Table 11 Housing Tenure by Jurisdiction, 2000 26

Table 12 Median Value of Structures by Jurisdiction, 2000 26
Table 13 Population Projections 28

Table 14 Annual Average Daily Traffic at Recorded Sites 34

Table 15 Labor Force and Unemployment Trends, Juneau County, 1980-2000 49
Table 16 Employees and Firms by Industry, Juneau County, 2000 50
Table 17 Annual Average Wage by Industry 50

Figure 9 Distribution of Employment by Industrial Sector, Juneau County, 2000 51
Table 18 Major Employers in Juneau County, 2003 51
Table 19 Resident Occupation, 2000 52
Table 20 Industry by Jurisdiction, 2000 53
Figure 10 Employment by Industry 53

Table 21 Existing Land Use, 2004 58
Table 22 Land Use Projections 63

MAPS:

Map 1 Location Map 1

Map 2 Natural Resources 15

Map 3 Transportation & Community Facilities 38

Map 4 Trails 40

Map 5 Existing Land Use 59

Map 6 Future Land Use 62

Map 7 Area FLUP 68

ATTACHMENT:

A. 2000 Census Summary

B. Public Participation Plan

C. Endangered Species Map

Map 1 Location

I. ISSUES & OPPORTUNITIES ELEMENT

1. Overall Plan Process

A. Purpose of the Plan

The City of Elroy Comprehensive Plan is intended to be the will-of-the-people in writing for land use planning. When the people's desires in this community change, so too should this document. Local officials shall use this document to save time when making land use decisions. The Plan will also assist in development and management issues of public administration by addressing short-range and long-range concerns regarding development, and preservation of the community. Numerous reasons exist for developing a comprehensive plan:

- To identify areas appropriate for development and preservation over the next 20 years;
- For recommending land uses in specific areas of the town;
- To preserve woodlands to retain forestry as a viable industry;
- To direct the appropriate mix of housing opportunities that demographics dictate;
- To guide elected officials with town derived objectives for making land use decisions.

This Comprehensive Plan was prepared under the authority granted to towns that exercise village powers in Wisconsin State Statue 60.22(3), and according to Comprehensive Planning in State Statue 66.1001 for Wisconsin.

B. Vision Statement

Vision Statement

Elroy was the first city in Juneau County, the site of the first rails-to-trails project in the United States, and a prominent center of transportation and manufacturing. The City offers full municipal services, parks, open space, quality schools, a safe, peaceful environment; a special place in which to raise a family. The city's historic Main Street business district, the existence of an extensive recreational tail network centered in Elroy, the manufacturing base, and scenic landscape all provide valuable assets that can be used as a basis for building a bright future for the city. We wish to ensure our small-town tradition, preserve and conserve our most valuable resource of historic architecture, small business, and to protect sensitive and unique areas within the city

C. Public Participation

Wisconsin's State Statute 66.1001 requires municipalities to adopt written procedures that are designed to foster a wide range of public participation throughout the planning process. The main goal is to make all town residents aware of how and when this plan is being created, so residents can make suggestions during this process. The Town formally adopted a Public Participation Plan on June 10, 2008 which provides for several methods that will enlist public input into the planning process, including posting of all meetings, press releases, newsletter articles, and posting the plan on the NCWRPC website.

D. Meetings

Meeting 1 July 25, 2007

- Overview Planning Process
- Review role of the Commission
- Establish meeting dates and timeline
- Discuss Survey and distribution process
- Review 2000 Census data
- Review base map

Meeting 2 October 29, 2007

- Present draft Issues & Opportunities Element
- Present draft Natural Resource Element
- Present draft Transportation Element
- Present draft Economic Development Element
- Issue Identification and Vision
- Existing Land Use Exercise

Meeting 3 January 28, 2008

- Follow-up from last meeting
- Present Survey results
- Present draft Housing Element
- Present draft Utilities and Community Facilities Element
- Review Existing Map and discuss Land Use Issues
- Goal Development

Meeting 4 March 18, 2008

- Follow-up from last meeting
- Present draft Land Use Element
- Present draft Intergovernmental Coordination Element
- Prepare Future Land Use Plan

Meeting 5 OPEN HOUSE June 17, 2008

- Present survey results to public and display draft land use map
- Present draft Implementation recommendations

Meeting 6 February 23, 2009

- Finalize Goals, Objectives & Policies
- Commission recommends approval by Town Board

Meeting 7 PUBLIC HEARING & TOWN BOARD APPROVAL

- Present Plan and take public comment
- Town Board Approves plan.

2. Community Profile

A. Description

The following Community Profile of the City of Elroy consists of background information on the village, including population; age distribution; racial composition; educational attainment; household characteristics; employment statistics; and income levels. This serves as an introduction to the village and a starting point for developing the Village's Comprehensive Plan. In addition, the Community Profile is meant to act as a source of reference information and to be used for deriving many of the key findings and recommendations of the plan. The Community Profile is written in a manner that facilitates quick and easy reference for use during creation of this Plan and during revision of this Plan.

B. Demographics

1. Historical Population

The City of Elroy has experienced only a 4.8 percent population increase since 1960. During this same period the population of the Town of Plymouth increased by 3.4 percent, and the Town of Wonewoc lost 6.3 percent of its population. During that same period the county grew by nearly forty percent.

Table 1 Historical Population Trends

	1960	1970	1980	1990	2000	1990-2000 % Change	1990-2000 Net Change
City of Elroy	1,505	1,513	1,504	1,533	1,578	2.9%	45
Town of Plymouth	618	759	644	601	639	6.3%	38
Town of Wonewoc	836	759	778	770	783	1.7%	13
City of New Lisbon	1,337	1,361	1,390	1,491	1,436	-3.6%	-55
Juneau County	17,490	18,455	21,037	21,650	24,316	12%	2,666

Source: U.S. Census

2. Population Projections

According to population projections prepared by the Department of Administration (DOA), after a three percent drop by 2005 the city's population is expected to peak at 1,572 in 2010 and then decline by six percent over the next fifteen years, to a 2025 population of 1,475.

Table 2 Population Projections 2005-2025

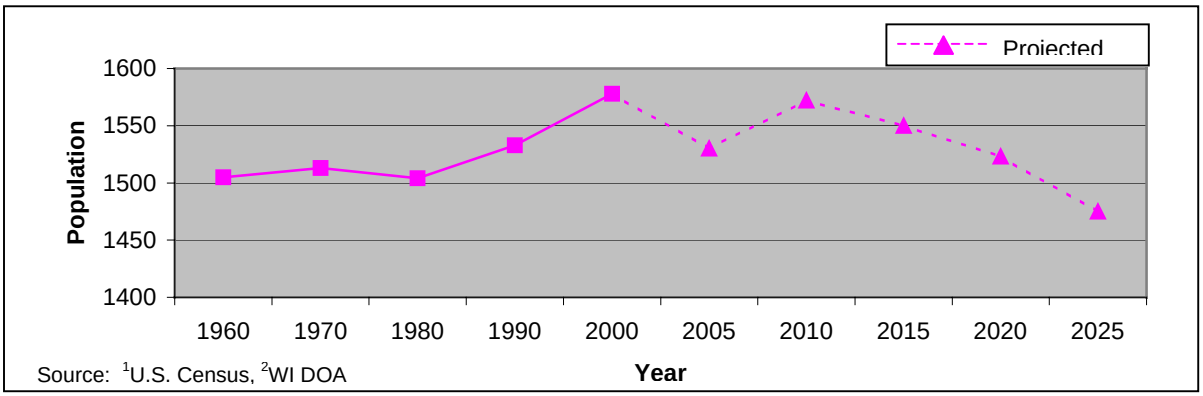
Year	City of Elroy	Juneau County
2005	1,530	25,640
2010	1,572	27,677
2015	1,550	28,635
2020	1,523	29,449
2025	1,475	29,807

Source: Wisconsin Department of Administration

Figure 1 shows population trends in the City of Elroy over a 65-year period starting in 1960. The period of highest growth was between 1980 and 2000. Projections call for a dip in population with a return to near 2000 levels in 2010, followed by a decline through 2025.

Figure 1

CITY OF ELROY
Historic Population[1]: 1960-2000
Projected Population[2]: 2005-2025



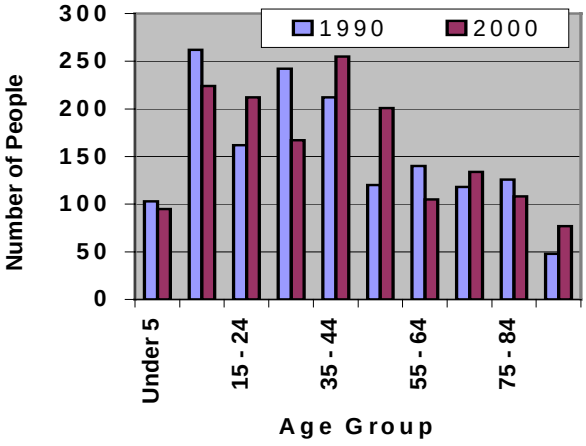
Source: [1]U.S. Census, [2]WI DOA

3. Population Characteristics

In 2000, the City of Elroy had 770 males and 808 females. City residents reported their race in the 2000 U.S. Census as the following: White 98.5%, African American 0.3%, Native American 0.3%, Asian 0.1%, two or more races 0.4%, or some other race 0.4%. The median age of City residents is 39.1 years old. In comparison, Juneau County's median age is 39.4, while the State of Wisconsin's median age is 36.

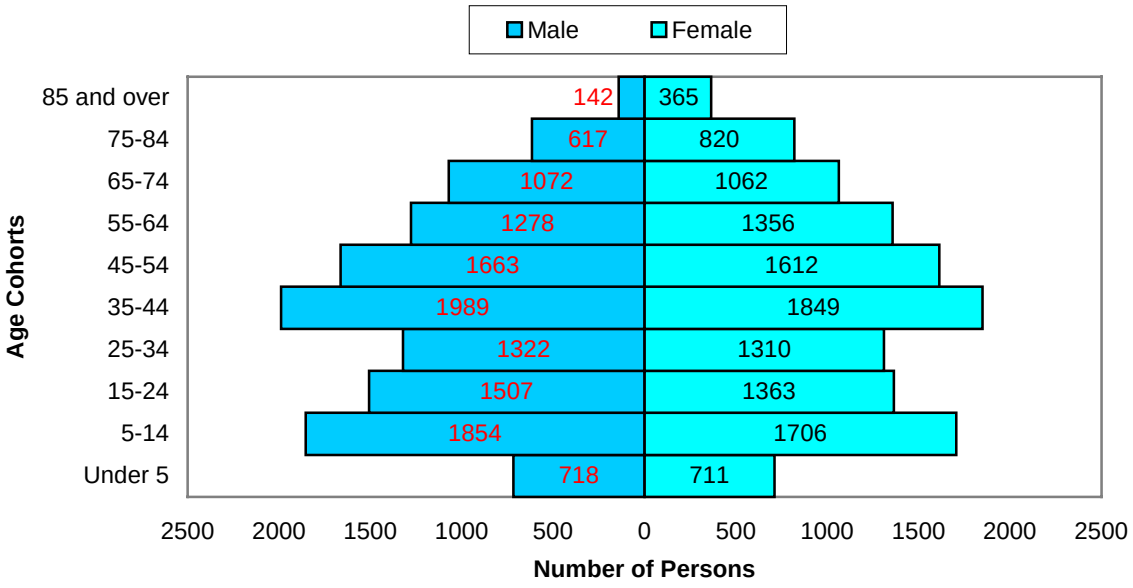
The most significant changes in the age structure in the City of Elroy is a 75 percent increase in the 45 to 54 age group, and a 30 percent increase in those 15 to 24 years of age and a similar thirty percent decrease in those in the 25 to 34 age group between 1990 and 2000. Meanwhile those ages 55 to 64 dropped by a quarter and the 35 to 44 rose by a fifth.

Figure 2
Age Distribution 1990-2000



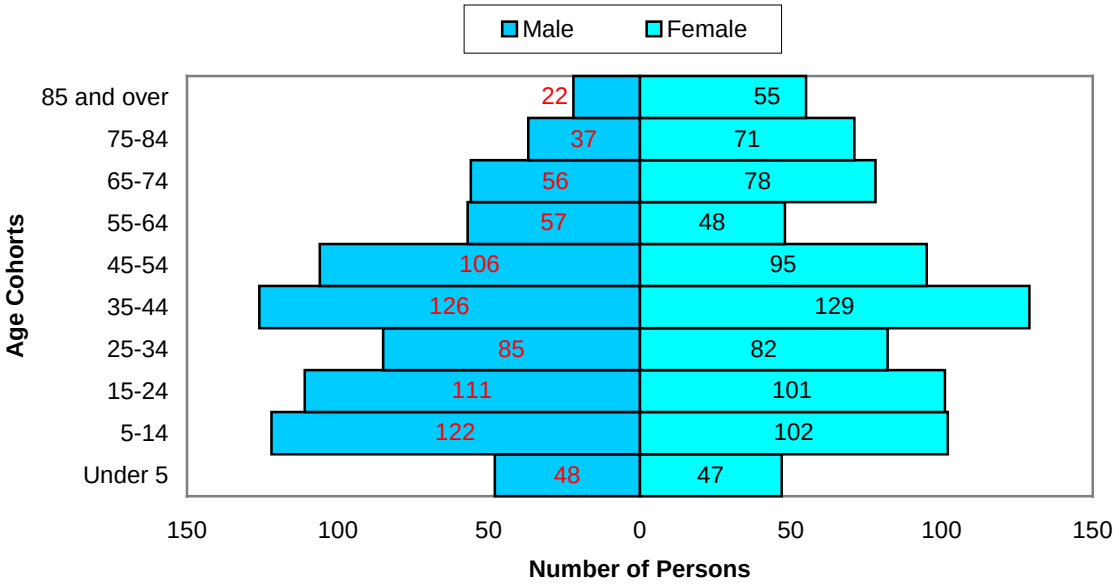
Source: U.S. Census

Figure 3
Juneau County
Male & Female Age Distribution
2000



Source: U.S. Census

Figure 4
City of Elroy
Male & Female Age Distribution
2000



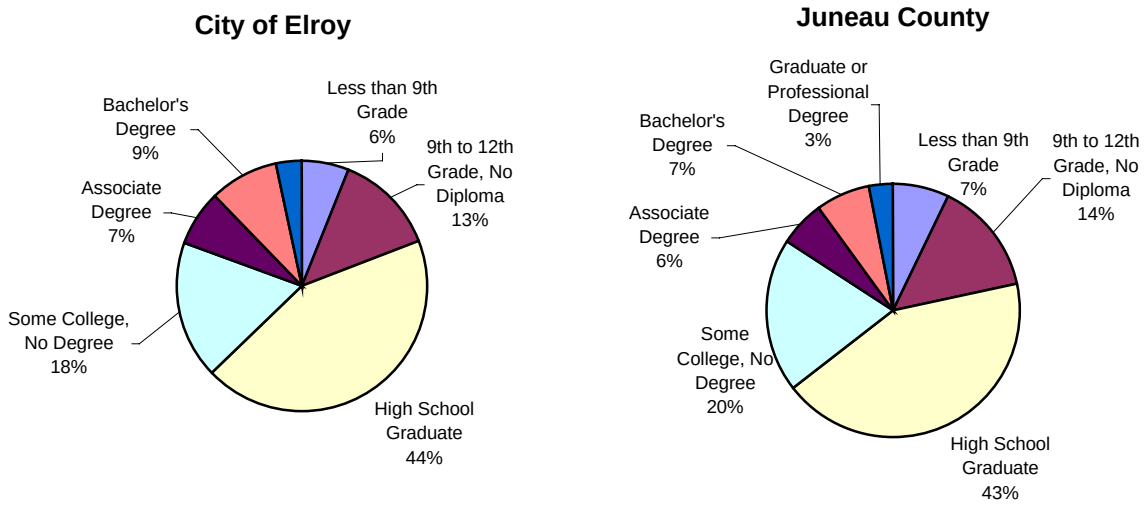
Source: U.S. Census

The population distribution of age and sex illustrated by Figure 3 shows a slight predominance of males Although men outnumber women in the 55-64 group, overall there are 77 percent more women than men in the over 65 age group.

4. Educational Attainment

Education levels in the City of Elroy are generally similar to Juneau County. Over eighty percent of residents over 25 have completed high school, while 78.5 percent of county residents are high school graduates. Of those 25 or older who have four or more years of college, for the state 22.4 percent have a bachelor's degree or more, in Juneau County it's ten percent, and in the City of Elroy over twelve percent of those over 25 have a bachelor's degree or more.

Figure 5
Educational Attainment, 2000
For Population Over 25 Years



Source: U.S. Census, SF-3

5. Household Characteristics

A ***household*** includes all of the people who occupy a housing unit.[U.S. Census]

Occupants may consist of a single family; one person living alone; two or more families living together; or any other group of related or unrelated people who share a housing unit.[U.S. Census]

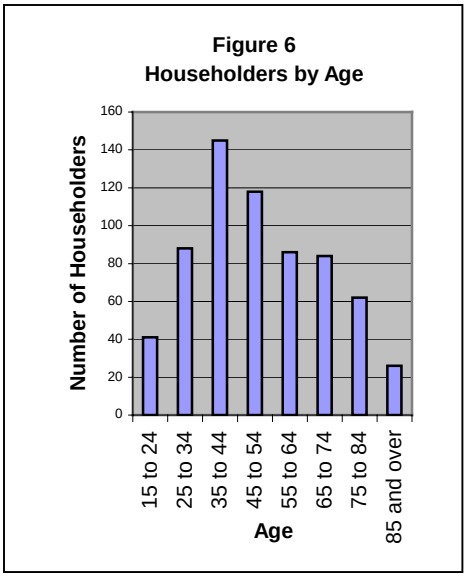
A ***housing unit*** is a house; apartment; mobile home; group of rooms; or single room occupied (or if vacant, intended for occupancy) as separate living quarters.[U.S. Census]

Married couples make up nearly 48.7 percent of all households; couples with children under 18 constitute 22.3 percent of households, while single parent households are 9.5 percent. Single person households are 32 percent of the total. The largest percentage of householders is between 35 and 44 (26%), with 26.5 percent being over 65.

The City of Elroy's average household size in 1990 was 2.57 persons, while in 2000 it was 2.36 persons.

Table 3	**Households**
	City of Elroy
Total Households	632
1. Family households	396
a. Married-couple family	308
i. With own children under 18 years	141
ii. Without own children under 18 years	167
b. Householder without spouse present	60
i. With own children under 18 years	44
ii. Without own children under 18 years	16
2. Nonfamily household	236
a. Householder **living alone**	202
b. Householder **not living alone**	24

Source: U.S. Census



6. Household Projections

As the size of households decreases throughout the nation and in the City of Elroy it means that the number of households will increase at a higher rate than the population. It is expected that the number of households will increase by 14.5 percent over the entire period, with ten-year growth rates of 4.4 percent in the first decade of the century slowing to 1.5 percent in the second decade

Table 4	**Historical Household Count 1980-2000[1]** **Household Projections 2005-2025[2]**							
City of Elroy	1980	1990	2000	2005	2010	2015	2020	2025
Households	566	596	632	623	660	668	670	661

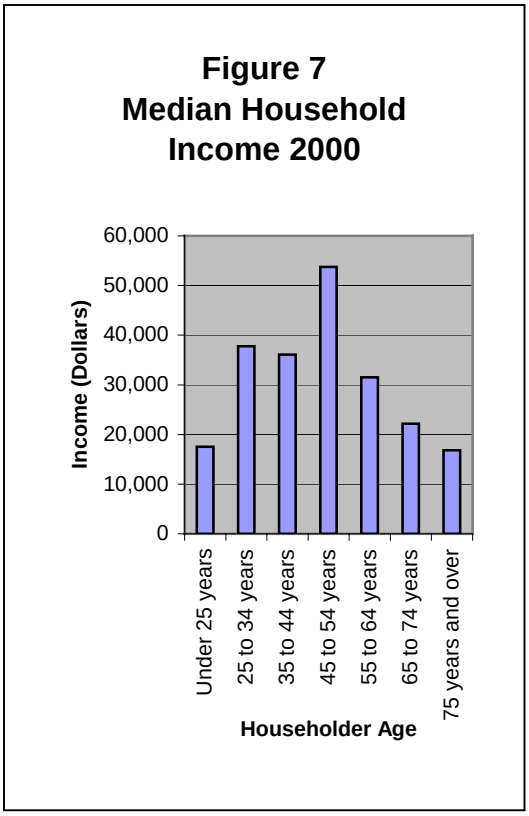
Source: [1]U.S. Census 1980-2000
[2]WI Dept. of Administration Projections

7. Income Statistics

Over thirty-seven percent of Elroy residents make less than $35,000 per year. The highest median income is in households headed by persons between 45 and 54. There is a gradual decline in the income of older households.

Table 5	Household Income, 2000	
Annual Income	Number of Households	Percent of Households
Less than $10,000	91	14.5%
$10,000 - $24,999	144	23%
$25,000 - $34,999	97	15.5%
$35,000 - $49,999	119	19%
$50,000 - $99,999	159	25.4%
$100,000 and over	16	2.6%

Source: U.S. Census, SF-3



Source: U.S. Census, SF-3

Although median household income for the City of Elroy is nearly ten percent below the median for the county on a per capita basis it is 13.2 percent below the county, indicating a predominance of families. The City of Elroy is below both the Towns of Plymouth and Wonewoc in both median household and per capita income. Median income in the City of Elroy is 72.7 percent of the state median, while per capita income is seventy-three percent of the state level. Poverty is notably higher in the City of Elroy than in the Towns, county or state.

Table 6	Income Comparisons, 2000		
	Per Capita Income	Median Household Income	Percent of inhabitants below poverty level
City of Elroy	**$15,529**	**$31,859**	**14.2%**
Town of Plymouth	$21,996	$44,271	8.2%
Town of Wonewoc	$18,666	$37,875	4.5%
City of New Lisbon	$19,165	$34,479	10.6%
Juneau County	$17,892	$35,335	10.1%
Wisconsin	$21,271	$43,791	8.7%

Source: U.S. Census, SF-3

8. Employment Statistics

Of the five largest employers in Juneau County two are governmental, two are non-profit, and one, Walker Stainless Equipment is private.

Table 7 Top Employers in Juneau County, 2003

Employer Name	Product or Service	Employment Size Range
Hess Memorial Hospital	General medical & surgical hospitals	500-999
Walker Stainless Equipment	Plate work manufacturing	250-499
Sandridge Treatment Facility	Psychiatric and substance abuse hospital	250-499
County of Juneau	Executive and General Government	250-499
School Dist. of Mauston	Elementary & secondary schools	250-499
Volk Field	National security	100-249
Necedah Public School	Elementary & secondary schools	100-249
Freudenbergnok (Farnam/Meillor)	Gasket, packing, and sealing device mfg.	100-249
Parker Hannifin	Fluid power valve and hose fitting mfg.	100-249
Brunner Drilling & Mfg.	Bolt, nut, screw, rivet, and washer mfg.	100-249

Source: WI Dept. of Workforce Development, ES-202 special report, First quarter, 2003

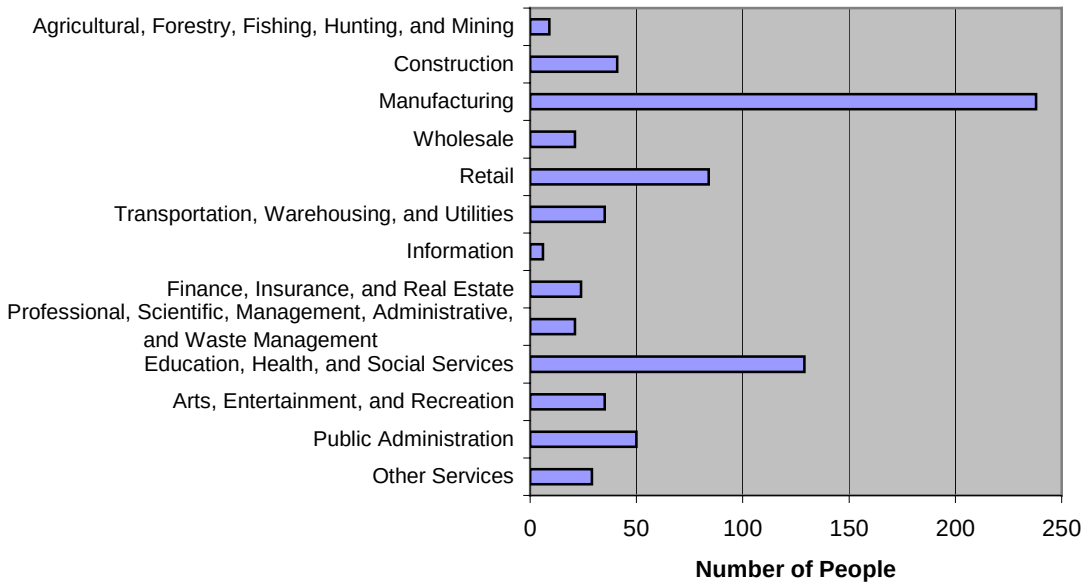
Juneau County wages are below state average in all sectors as shown in Table 8. The County comes the closest to average in agriculture and retail trade. It appears that agricultural wage averages have been declining rapidly in the past five years. Service and transportation / communications sectors wages have grown the most in the five-year period; however, transportation / communication wages are increasing faster than service wages in the last few years.

Table 8 Annual Average Wage by Industry Division Juneau County, 2002

	County Annual Avg. Wage	State Annual Avg. Wage	Percent of State Avg.	1-year Percent Change	5-year Percent Change
All Industries (except mining)	$25,053	$30,922	81.0%	0.9%	20.1%
Agriculture, Forestry, and Fishing	$20,756	$22,565	92.0%	-7.3%	-38.5%
Construction	$27,046	$39,011	69.3%	1.6%	0.6%
Manufacturing	$33,094	$39,739	83.3%	-0.4%	26.5%
Transportation, Comm., and Utilities	$26,637	$36,639	72.7%	10.4%	28.1%
Wholesale Trade	$24,807	$40,521	61.2%	3.4%	21.3%
Retail Trade	$13,444	$14,596	92.1%	3.1%	23.8%
Finance, Insurance, and Real Estate	$22,408	$40,933	54.7%	2.5%	27.0%
Services	$21,221	$28,775	73.7%	6.4%	31.3%
Total Government	$26,267	$33,785	77.7%	3.9%	21.6%

Source: WI DWD 2002 and NCWRPC

Figure 8
Employment by Industry
City of Elroy, 2000



Source: U.S. Census

The largest single job classification in the City of Elroy by a wide margin is manufacturing, followed by education, health and social services. Retail, public administration, and construction also represent a significant part of the Elroy labor force. Arts, entertainment and recreation, transportation, warehousing and utilities, and other services are less important

The number of persons in the labor force continues to grow in the county. This is partially the result of increasing workforce participation, but jobs have kept pace with the increase in the number of workers and over the last twenty years unemployment rates have fallen.

Table 9 Juneau County Labor Force Data

	1980	1990	2000
Labor Force	8,853	10,143	12,068
Employed	8,206	9,478	11,333
Unemployed	647	665	735
Unemployment Rate	7.31%	6.56%	6.09%
Participation Rate	42.08%	46.85%	49.63%

Source: U.S. Census, and NCWRPC

II. NATURAL, AGRICULTURAL, & CULTURAL RESOURCES ELEMENT

1. Natural Resources

A. Physical Geography, Geology, & Non-metallic Mining

Physical Geography & Geology
The City of Elroy lies primarily within physiographic province of the Western Uplands. This unglaciated upland is a thoroughly dissected, hilly area. Steep sandstone escarpments mark the northern and eastern boundaries. At the higher elevations are remnants of the more resistant dolomite bedrock which capped these uplands. The valleys, incised 200 to 350 feet below the ridgetops, are long and V-shaped and have relatively narrow bottoms. The highest elevation is 1,380 feet, at Johnson Hill in Plymouth Township. The drainage pattern is denditic, and most of the area is well drained. All parts of this upland area are drained by streams within the Wisconsin River drainage basin. The Baraboo River is the major tributary in this area.

Non-metallic mining
There is no non-metallic mining within the city.

B. Climate

Winters are very cold, and the short summers are fairly warm. In winter, the average temperature is 19 degrees Fahrenheit and the average daily minimum temperature is 8 degrees. The summer average temperature is 69 degrees. Precipitation is fairly well distributed throughout the year, reaching a slight peak in summer. Total annual precipitation is about 33 inches. In two years out of ten, the rainfall in April through September is less than 18 inches. Thunderstorms occur on about 41 days each year. Snow generally covers the ground much of the time from late fall through early spring.

Growing Season Summary
Median date of last frost in the spring: May 12.
Last frost occurs on or after May 29 in 10% of years.

Median date of first frost in the fall: September 25.
First frost occurs on or before October 12 in 10% of years.

Median growing season: 139 days. Growing Season ranges from 102 to 175 days.

C. Soils

Soils occur in an orderly pattern that is related to the physical geography, climate, and the natural vegetation. Each kind of soil is associated with a particular kind of landscape or with a segment of the landscape. By observing the landscape in an area, reviewing the soil map,

and understanding what is possible with each soil type, relationships can be created to determine most productive use for an area.

Most of the soils in Juneau County formed under forest vegetation. This resulted in a light-colored soil that has a relatively low content of organic matter. Also, because tree roots intercept water at greater depths than grasses, there is more effective leaching. This leaching removes nutrients and allows clay accumulation at greater depths. In addition, there is an abundance of micro flora, such as bacteria and fungi, which play important roles in decomposing organic matter and recycling the nutrients.

Animals in the soil, including earthworms, insects, and rodents, mix the soil and contribute additional organic matter, thereby affecting soil structure, porosity, and content of nutrients. Human activity also affects soil formation by altering and accelerating natural soil processes. Many soils have been altered by draining, clearing, burning, and cultivating. Repeatedly removing plant cover has accelerated erosion. Over cultivation has often contributed to the loss of organic matter and has reduced the infiltration rate. In some areas, over cultivation and the use of heavy equipment have changed the loose, porous surface layer to clods.

The general soil map shows groups of soil types called associations. Each association has a distinctive pattern of soils, relief, and drainage. Each is a unique natural landscape. Typically, an association consists of one or more major soils and some minor soils. It is named for the major soils. The soils making up one association can occur in another association but then would exist in a different pattern. Because of the general soil map's small scale, it is only useful for determining suitability of large areas for general land uses. Soil maps that are located in the Juneau County Soil Survey book are large scale and therefore most appropriate for deciding specific land uses at the section level and subdivision of a section.

Soil Descriptions

Soils are primarily sandy lake deposits, some with silt-loam loess caps.

1. URNE – LA FARGE – ROZETTA association: Moderately deep and deep, gently sloping to very steep, somewhat excessively drained to moderately well drained, loamy and silty soil; on uplands.

Most areas of the gently sloping to moderately steep soils in this association are used for crops or pasture. Water erosion is the main hazard. Soil blowing is a hazard in Urne soils. Crop and forage yields are limited on the Urne and La Farge soils because of the low or moderate available water capacity. Most of the steep and very steep areas of Urne soils are used as pasture or woodland. The main problems in managing forest are slope and rooting depth, and competing vegetation.

The La Farge and Urne soils are poorly suited to septic tank absorption fields because of the depth to bedrock. The gently sloping Rozetta soils are only moderately suited to septic tanks and to dwellings with basements because of perched water table. The moderately steep to very steep soils are poorly suited to dwellings because of the slope.

2. ETTRICK – CURRAN – JACKSON association: Deep, nearly level and gently sloping, moderately well drained to very poorly drained, silty soils; on stream terraces, lake terraces, and flood plains.

This association is on low flats, in drainageways and depressions, on flood plains, on concave foot slopes, and on concave or convex side slopes. Most areas of this association are used for crops, but the cultivated areas of the Ettrick and Curran soils must be drained and protected from flooding. Some areas are undrained and support native vegetation. A few areas are used as woodland. The main problems in managing forest are the water table and competing vegetation.

The major soils in this association are poorly suited to residential development because of the water table. The Ettrick soils are unsuitable for residential development because of flooding. The areas of the Curran soils that are subject to flooding are also unsuitable.

3. WILDALE – NEW GLARUS – REEDSBURG association: Deep and moderately deep, gently sloping and sloping well drained and somewhat poorly drained, silty soils; on uplands.

This association is on convex ridgetops. It makes up about one percent of the county. Most areas of this association are used for crops or pasture. Some areas are used as woodland. The problems in managing forest are rooting depth and competing vegetation. Also the clayey texture limits planting and harvesting on the Wildale soils.

The major soils in this association are poorly suited to septic tank absorption fields because of the slow permeability. The New Glarus soils are also poorly suited to septic tank absorption fields because of the depth to bedrock and the Reedsburg soils because of perched water table. The Wildale soils are poorly suited to dwellings because of shrink-swell potential, and the Reedsburg soils are poorly suited because of the perched water table. The Reedsburg soils are poorly suited to dwellings with basements because of the shrink-swell potential.

D. Surface Water

Baraboo River

Surface water covers about .33 acres, which is 0.03 percent of the land in the city, floodlands cover about 286.75 acres, which is 26.6 percent of the land in the city, and wetlands cover about 169.4 acres, which is 15.5 percent of the land in the city.

The many streams, and rivers in town furnish an abundant supply of surface water. The main uses of surface water are as fish and wildlife habitat, for irrigation, and the enjoyment of anglers, boaters, hunters, and casual observers alike. Surface waters provide for drainage after heavy rains, and habitat for plants, fish, and wildlife. The Baraboo River upstream from STH 80 in Elroy has been designated as trout streams.

Map 2 Natural Resources

E. Groundwater

For most users groundwater is the major source of supply, and is readily available in quantities adequate to meet domestic, agricultural, municipal, and industrial needs (Soil Survey).

Groundwater is at various depths, depending upon the general topography, the elevation above the permanent stream level, and the character of the underlying rock formation. It is in aquifers where water fills all pores and fissures in the bedrock or in unconsolidated material, such as sand. Wells drilled into these aquifers are the source of water for rural users.

The quality of ground water in the county is generally good for most domestic and industrial uses. The water is relatively soft in most of the county. Local differences in the quality of ground water are caused by the composition, solubility, and surface area of particles of soil and rock through which the water moves and the length of time the water is in contact with these materials. Calcium, magnesium, and bicarbonate ions derived from dolomite are present. There are considerable local differences in the quality of groundwater in Plymouth with some residents reporting iron or lime, and others high levels of nitrites, from agricultural runoff. Minor water use problems are caused by hardness and locally by high concentrations of iron. Iron is in localized areas and is mainly produced by reducing conditions (chemical decomposition) in marshes and swamps, although some iron is from bedrock.

E. Wetlands

Every wetland is unique. One wetland on the north edge of town may perform different functions than another on the south edge - even though they may appear at first glance to be very similar. Wetland functional values are determined by a variety of different parameters including physical, chemical, and biological components.

Wetlands in Wisconsin were defined by the State Legislature in 1978. According to this definition, a wetland is: "an area where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophilic (water-loving) vegetation and which has soils indicative of wet conditions." [§ 23.32(1)] Apart from these essential common characteristics, wetlands - and wetland function - vary. Wetland functions depend on many variables (including wetland type, size, and previous physical influences/natural or human-induced) and opportunity (including the location of the wetland in landscape and surrounding land use). Wetlands also change over time and may function differently from year to year or season to season. These are very dynamic ecosystems.

F. Floodlands

The goal of Wisconsin's Floodplain Management Program is to protect people and their property from unwise floodplain development, and to protect society from the costs that are

associated with developed floodplains. Through floodplain zoning, Wisconsin's counties, cities and villages are required to zone their flood-prone areas. The state has set minimum standards for local regulation, but local governments can set more restrictive standards. Floods are the most costly natural disaster. Direct costs from floods include emergency response, clean-up, rebuilding of public utilities and uninsured homes and businesses. Indirect flood costs are lost wages and sales, disruption of daily life, tax base decline if businesses relocate.

Since the floodway area can be very dangerous during a regular flood event, most structural development is not allowed. Certain activities and uses are allowed here provided they meet strict criteria. Most activities and uses are permitted in the floodfringe, provided they meet certain development standards.

G. Forests

The majority of forestlands in town are privately owned. Some private woodlands in the county are enrolled in Managed Forest Law (MFL) and its predecessor programs. This program provides a low annual tax rate per acre and requires a management plan for the property that must include some harvesting along with allowing some public uses. When timber is harvested from MFL properties, a harvest tax is also assessed. This provides an incentive to keep woodlots in active production and allows some community access to the site in exchange for greatly reduced taxes. Enrollment in MFL has increased markedly in the town in recent years.

The county forests originated almost entirely from private lands forfeited for tax delinquency in the 1930's at the time of the Great Depression. Many of these lands had been cutover and burned. Additional forest lands have been acquired by exchange or purchased. All of these lands are entered under the County Forest Law, which provides that the lands be managed for forestry purposes and that the state will furnish technical forestry assistance and financial aid. The state also provides forest fire protection with mutual aid from any nearby communities that provide fire suppression services. County forest lands are open to the public for hunting, fishing, and other recreational use.

Forests play a key role in the protection of environmentally sensitive areas like steep slopes, shorelands, wetlands, and flood plains. Removal of woodland cover can be detrimental to these areas in both ecological functions and visual enjoyment. The health of a forest is measured by its capacity for renewal, for recovery from a wide range of disturbances, and for retention of its ecological diversity. Specific wildlife species depend upon forests to different extents. Some types of species need large blocks of forest habitat exclusively. Other animals are called "edge" species, because they can use small clusters of trees and brush. Deer and raccoons are edge species. Aquatic species benefit from trees that shade shoreland areas of lakes and rivers. Shoreland areas are the most biologically productive areas of lakes and rivers. At the same time forests must produce timber for various consumer uses (lumber, paper, & toothpaste), and meet current and future needs of people for desired levels of values, uses, products, and services. Arguably, invasive exotic species like garlic mustard and multiflora rose present the greatest threat to the long-term health and integrity of the forests.

Invasive plants present a problem for native plants as they invade natural systems, and out-compete native species for nutrients, sunlight, and space. Usually having no natural predators, invasive species alter the food web and physical environment. Invasive species like the Gypsy moth and the Asian long-horned beetle aggressively compete with native insects for habitat.

Development patterns cause disturbances in forest patterns. Land subdivision and subsequent changes in use breaks up the continuity of forest cover, which affects forest sustainability and health. Forest health is determined by the biologic web of life that includes animals, insects, soil fungus, and tree species. Frequently, these parcels are used for seasonal housing and other recreational uses rather than for forestry or farming. Fragmentation of forest cover may become an important issue for Juneau County tourism and aesthetics in the future.

H. Rare Species & Natural Communities

The City of Elroy has no occurrences of aquatic and terrestrial plants, animals, and natural communities from common to critically endangered:

Wisconsin's biodiversity goals are to identify, protect and manage native plants, animals, and natural communities from the very common to critically endangered for present and future generations. Knowledge, appreciation, and stewardship of Wisconsin's native species and ecosystems are critical to their survival.

2. Agricultural Resources

A. Prime Farmland, cropland, livestock

There are no active farms within the City of Elroy.

3. Cultural Resources

A. Brief community history

Jonathon Carter opened a store along the Baraboo River in the Town of Plymouth before the Civil War. John and James Hutchinson established a grain mill and James Brintnall a sawmill nearby. Brintnall's daughter Lydia had a boyfriend named Leroy, she prevailed on her father to petition for a post office named in his honor. The Post Office Department informed them that there was already a Leroy, Wisconsin station, so they switched the first two letters, thus Elroy was born. Leroy and Lydia never

Elroy History Museum

married, in fact Leroy's last name is unknown, but his transposed legacy remains.

The real origins of Elroy are in its location in the broad, flat valley of the Baraboo, which offered a perfect route for the railroad through the hilly landscape of southern Juneau County. The Baraboo Air-Line reached Elroy in 1872. In 1873 the West Wisconsin Line began laying track south from Camp Douglas. The Chicago and North Western acquired the Air-Line and began to extend the line to Sparta. Elroy became an important center of railroad activity. Both the C & NW and the Omaha Railroad (that acquired the West Wisconsin Line) establish round houses in Elroy and section crews for both lines operated from there.

Elroy was incorporated as a village in 1879. The population grew rapidly from 663 in 1880 to 1,450 in 1885, the year it became the first (and largest) city in Juneau County. One of the first actions of the new City was to create a water system that provided a steady flow for the fire department when it was established in 1891. The existence of two railroads in Elroy provided a basis for a wide range of businesses, including the Elroy Creamery, which operated as a co-op until the 1970s. The Elroy Fair Association was founded in 1897.

Elroy attained its greatest population of 2,011 in 1905, a period that brought many changes to the city. The county's first hospital was established in 1903. Telephone and electrical service were provided by 1910, as were the first paved streets. In 1906 the Carnegie Foundation presented the City with a new library. But after World War I the railroad boom came to an end, and by 1930 the population was down to 1,546. The Great Depression was hard on Elroy both banks closed and then the Omaha Railroad roundhouse.

The opening of the Hercules Powder Company, which made casein from local milk, marked a kind of new beginning for the city. Although Hercules eventually closed, when Walker Stainless Equipment Company opened a plant in Elroy in 1956 it continued the shift from railroading to manufacturing. In spite of efforts after World War II to revive the railroads, the last passenger train passed through Elroy in 1953 and the last freight train in 1964. The opening of the Elroy to Sparta bicycle path marked another new beginning for Elroy, and today the city is again a crossroads, this time of rail-to-trail recreation trails.

B. Historical buildings, archeological sites

There are no Buildings or sites on the National Register of Historic Places. There are, however, six buildings on the Architectural History Inventory in the City of Elroy. They are:

- The Chicago & Northwestern Depot – now the visitors center on the Elroy-Sparta bike trail
- Old Log School – located at the Fairgrounds
- Library
- Elroy Municipal Utility building
- Elroy Hotel
- Museum on Main – historical displays on the Elroy area

Lands in town that are adjacent to surface waters may have an abundance of cultural and archeological significance because they were often the location of Native American and early European settlements.

4. Goals, Objectives & Policies

Goals

1. Protect natural areas, including wetlands, floodplains, wildlife habitats, ponds, woodlands, open spaces and groundwater resources.

2. Protect environmentally sensitive areas, including the Baraboo River riverfront and forested lands.

3. Preserve cultural, historic and architectural sites.

Objectives

1. New development in the city should minimize negative impacts on natural resources.

2. Encourage and support the preservation of natural open spaces that minimize flooding such as wetlands and floodplains, and discourage future development in areas vulnerable to flooding

3. Promote development that minimizes groundwater impacts through the extension of utility service to new development within the city limits.

Policies

1. New development should be discouraged from areas shown to be unsafe or unsuitable for development due to flood hazard, potential groundwater contamination, street and highway access problems, incompatibility with neighboring uses, etc.

2. Development proposals should be reviewed relative to the potential impacts to the historical and cultural resources of the city

3. Develop a storm water management plan that will minimized the impact of runoff on the quality of surface and groundwater.

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III. HOUSING ELEMENT

1. Background

A. Previous Studies

"Wisconsin State Consolidated Housing Plan"

The Consolidated Housing Plan is required by the Department of Housing and Urban Development (HUD) in the application process required of the State in accessing formula program funds of Small Cities Community Development Block Grants (CDBG), HOME Investment Partnerships, Emergency Shelter Grants, and Housing Opportunities for Persons With AIDS. "The Consolidated Plan provides the framework for a planning process used by States and localities to identify housing, homeless, community and economic development needs and resources and to tailor a strategic plan for meeting those needs." This is how the Department of Housing and Urban Development (HUD) website (www.HUD.gov) describes the Consolidated Plan, which consists of a 5-year strategic plan, annual action plans, and annual performance reports, the Plan must be updated annually.

The Consolidated Plan has five parts: (1) an overview of the process; (2) a description of public participation; (3) a housing, homeless, community and economic development needs assessment; (4) long-term strategies to meet priority needs; and (5) an action plan. The Division of Housing and Intergovernmental Relations (DHIR) prepares the Consolidated Housing Plan, and is focused on low-income and special needs populations.

The Consolidated Plan, in assessing housing needs, looks at a number of different factors that are significant components of the housing picture. Housing affordability is a primary consideration. According to federal guidelines a family should not have to spend more than thirty percent of its income on housing. Using this standard "an individual in Wisconsin would need to earn $12.22 per hour to afford the fair market rent unit at 30% of income. Households in the low-income range have great difficulty finding adequate housing within their means and that accommodates their needs." This presents a particular problem for the working poor, many of whom earn little more than the federal minimum wage of $5.15 an hour.

Other factors than the construction of new housing units affect the quality and availability of housing as well. Just as the difficulty of providing affordable housing to low-income families can be stated in terms of an hourly wage, there is more involved in a well-housed community than the number of housing units.

"The connection between community housing, public facilities and economic development is important. Without adequate infrastructure, housing quantity and quality suffers. Without adequate infrastructure, economic development is limited. Without adequate housing, infrastructure and economic investment, a community's downtown deteriorates and results in disinvestments, a dwindling labor force due to out migration, and declining tax base make it difficult for localities to thrive."

The State Consolidated Housing Plan (CHP) is primarily focused on how government action can address special needs. "With limited staff and shrinking budgets, knowing how these numerous programs can work together more efficiently and effectively would greatly benefit local governments and organizations"

B. Issues

Affordability

According to the 2000 Census 23.4 percent of Juneau County households reported incomes below $25,000. In the village over 12.6 percent have incomes below $15,000 and 27.3 percent of residents earn less than $25,000 per year. For many of these people this poses a difficulty in paying for decent, safe and sanitary housing. For 42.3 percent of renters and 17.3 percent of homeowners in the village this means that they must spend more than thirty percent of their income on housing. This fits a pattern throughout rural America,

> "…even though many low-income rural homeowners work full time, they may still spend a high percentage of their monthly income on housing and be unable to afford to bring their residences up to code…25 percent of all rural households were 'cost-burdened,' meaning they spent more than 30 percent of their income on housing." (Freidman, p.2)

Although, housing prices rose across the country, they rose faster in non-metropolitan than in urban areas – 59 percent compared to 39 percent. The median home value rose by seventy-five percent in Juneau County during the 1990s and nearly eighty-five percent in the village. Generally low wage rates, the tendency for banking overhead expenses and mortgage interest rates to be marginally higher in rural areas, and the increase in housing values all combine to make housing less affordable for rural, low-income residents.

What can be done to address this problem? A number of programs are available to local governments that offer funding to provide affordable housing units. These are listed below. But there is a need also to seek solutions that will yield an increase in affordable housing units through market-based mechanisms. Multi-family housing or accessory dwelling units can provide housing at a lower cost than single-family units. One of the more persistent objections to multi-family housing, and to accessory dwelling units, is that apartments compromise the property values of single-family dwellings. In recent years evidence has emerged that, rather than diminishing the value of single-family housing, well-designed and maintained multi-family housing can increase the value of nearby neighborhoods.

Local governments can take actions to foster affordable housing. An affordable Housing Trust Fund is one such alternative. Funding can come from special fees, often on real-estate transactions or late property tax payments. A Small Cities CDBG housing grant could form the basis for a revolving loan fund, where as loans to improve the quality of housing are paid back that money could be lent out again to provide more and better quality housing for low- and moderate-income residents.

The Low Income Housing Tax Credit (LIHTC) may be the most prominent new source of funding for affordable housing over the last decade and a half. Investors who allocate a number of units as affordable to low-income families for a certain period (usually 15 years) are allowed to take a credit on their income tax. There are 106 housing units that utilize the LIHTC in the county 24 are located in the village.

Subsidized/Special-needs Housing

There are 488 subsidized housing units in Juneau County this is one unit for every fifty people. By contrast in Adams County there is one unit for every 114 people. Roughly half of these units are designated for the elderly. Slightly less than half are for families and thirteen are designed for the disabled. Whether this is sufficient is a matter of judgment. What is not open to question is that disabled and low-income citizens often require special housing accommodations. How best to meet these needs should be a focus of any planning process that the Village engages in.

Most project-based units in the county were funded under the U.S. Department of Agriculture – Rural Development (USDA-RD) Section 515 program that supports the construction of multi-family housing for low-income residents. Under the program, which has been in operation in Wisconsin since 1969, USDA underwrites fifty-year mortgages at a one percent interest rate in exchange for an agreement to provide housing for low and very low-income residents.

The other major housing subsidy program is the housing choice voucher program, commonly known as Section 8. Administered locally by the Mauston Housing Authority, eligible families are issued vouchers that they can use to secure housing in the private market. Having found a suitable housing unit, which meets minimum health and safety standards, where the owner has agreed to rent under the program, the eligible family uses its voucher to cover the part of the rent beyond the portion it pays, usually 30 percent of its income. The landlord receives a subsidy directly for the portion of the Fair Market Rent not paid by the tenant. The voucher-holder signs a lease for a term of, at least, one year and the landlord signs a contract with the Mauston Housing Authority, running concurrently with the lease. Eligibility for the program is generally limited to families with incomes below 50% of the median for the county in which they reside. The program is open to any housing unit where the owner agrees to participate and where the unit satisfies the standards.

Beyond the need for subsidized units a number of program alternatives are available to meet the needs of range of citizens. USDA-RD is focused on rural areas, and thus may be the most promising source of housing-related funding.

2. Housing Stock

A. Total Housing Units

The housing stock in the City of Elroy is generally adequate for the needs of the community. The 1990 Census indicates that there were 653 housing units in the city. Six of these units lacked complete plumbing facilities, three lack complete kitchen facilities. In 2000, there were 707 housing units in the city, an increase of 54 (8.2%) since 1990. This contrasts to a 2.9 percent increase in population during the decade. This is comparable to the eight percent increase in housing units for the county during the decade. Since 1980 the total number of housing units has increased by 16.6 percent.

B. Year Built

The housing stock in the city is considerably older than the county or state, and somewhat older than New Lisbon. More than 46 percent of buildings are more than 65 years old, double the percentage for either the county or the state. Just over a fifth were built in the 1940s or 1950s. Structures built in the 1960s and 1970s are below the county, state and New Lisbon. Only 32.6 percent of houses in the City of Elroy were built since 1960, compared to nearly half in New Lisbon and almost two-thirds in the county. Less than fifteen percent of houses in the city have been built since 1980, less than half that of the county.

Table 10 — **Age of Structure by Jurisdiction, 2000**

Year built	City of Elroy		City of New Lisbon		Juneau County		State of Wisconsin	
Before 1939	330	46.7%	226	32.6%	2,842	23.0%	543,164	23.4%
1940-1959	147	20.8%	124	18%	1,610	13.0%	470,862	20.3%
1960-1979	128	18.1%	184	26.6%	3,633	29.4%	667,537	28.8%
After 1980	102	14.5%	156	22.7%	4,285	34.6%	639,581	27.5%
Total	707	100%	690	100%	12,370	100%	2,321,144	100%

Source: US Census Bureau & NCWRPC

C. Building Type

Single-family dwellings are the most common type of housing units in the town. At 499, they constitute over seventy percent of the housing stock. Multi-family units include 76 duplexes and 104 units in larger buildings for a total of 25.5 percent of all housing units. Manufactured and mobile homes account for 3.1 percent housing units. The Census lumps the two together under the definition of "a housing unit that was originally constructed to be towed on its own chassis."

Often described as "mobile homes" or "trailer homes", manufactured housing has been subject to regulation by the Federal Government since the implementation of the "Manufactured Home Construction and Safety Standards" or "HUD-Code" in 1976. Manufactured housing has evolved from the "travel trailer", which is built primarily to be towed behind vehicles, they were lightweight and compact, generally metal clad, and intended to be moved repeatedly from place to place.

The passage of the federal legislation mentioned above, which took effect June 15, 1976, established the preeminence of federal authority in the regulation of what have come to be known as manufactured housing. Under this legislation the federal government established standards and inspection mechanisms for all factory-built housing, and dictated that after its effective date all regulation of manufactured housing must conform to those standards. The inspection of the manufacturing process is meant to ensure the quality of housing built "on a chassis". Since adoption of the HUD-Code a series of court rulings have reinforced the preeminence of the federal standards. In many rural areas manufactured housing is the best source of affordable housing.

D. Tenure

Owner occupancy is the (64.7%) norm in the City of Elroy. This is below the rate for the county (78.9%) and for the state (68.4%). More than a third (35.3%) of city residents are renters. Over seventeen percent of residents have lived in the same home for more than thirty years. Generally tenure in the city tends to be slightly longer than the state and county.

Table 11 Housing Tenure by Jurisdiction, 2000

Tenure	City of Elroy		City of New Lisbon		Juneau County		State of Wisconsin	
Over 30 years	111	17.1%	69	10.9%	1,053	10.9%	229,063	11.0%
21 to 30 years ago	88	13.6%	82	13%	1,189	12.3%	222,015	10.7%
11 to 20 years ago	81	12.5%	103	16.3%	1,701	17.5%	323,813	15.5%
10 years or less	369	56.9%	377	59.7%	5,753	59.3%	1,309,653	62.8%
Total	649	100%	631	100%	9,696	100%	2,084,544	100%

Source: US Census Bureau & NCWRPC

E. Value

Median home value in the City of Elroy is below the median value for the county and the Town of Wonewoc, and well below the Town of Plymouth. The indication from the Census is that seventeen percent of homeowners and more than thirty percent of renters spend more than thirty percent of their income on housing. This is a relatively high percentage particularly for renters.

Table 12 Median Value of Structures by Jurisdiction, 2000

Municipality	Median home value	% of state Median value
City of Elroy	**$58,300**	**51.9%**
City of New Lisbon	$62,700	55.9%
Town of Plymouth	$91,400	81.5%
Town of Wonewoc	$74,000	65.9%
Juneau County	$71,200	63.5%
State of Wisconsin	$112,200	100%

Source: US Census Bureau & NCWRPC

The National Low Income Housing Coalition assembles a yearly list of estimates of the income required to afford housing using this "cost-burden" standard for localities across the country. This report focuses on rental housing, but can be broadly applied to owner-occupied housing as well. The report calculates that for the state as a whole a full-time worker must earn $11.63 an hour in order to be able to afford a two-bedroom apartment. For the non-metro areas of the state the comparable figure is $8.93. In Juneau County a full time worker must earn $10.66 per hour to afford the two-bedroom apartment. For a worker earning minimum wage this means working 79 hours every week to afford that apartment.

Although, housing prices rose across the country, they rose faster in non-metropolitan than in urban areas – 59 percent compared to 39 percent. The Median home value rose by 75 percent in Juneau County during the 1990s. Generally low wage rates, the tendency for banking overhead expenses and mortgage interest rates to be marginally higher in rural areas, and the increase in housing values all combine to make housing less affordable for rural, low-income residents.

F. Vacant/Seasonal

Of 693 housing units in the city 632 were occupied, while sixty (8.7%) were vacant. Six units, 0.9 percent, were identified as seasonal. This compares to 16.5 percent of housing units in the county being described as seasonal, and just over six percent for the state. The number of seasonal dwellings in the city has decreased by one unit since 1990. The number of vacant houses is up from 57 units in 1990. By contrast in 1980 there were forty vacant housing units of which only four were for seasonal use.

3. Housing Demand

A. Persons Per Household

Families are getting smaller and more people are living alone, so average household size has been going down for several decades. The most obvious effect of this trend is that demand for housing units is increasing faster than population. In the City of Elroy the average household size in 2000 was 2.36 persons per household. This compares to the average of 2.47 for Juneau County and the average of 2.5 for the state as a whole. In 1990 there were 2.57 persons per household, which indicates a general trend toward smaller households. So it is likely that demand for housing units will increase at a higher rate than population.

B. Projections

An important part of the planning process is the projection of growth trends. There are a number of different methodologies that can be used to determine possible future growth. Any projection is on some level an educated guess, but methods exist to ensure the accuracy of these estimates. The Department of Administration (DOA) of the State government prepares population estimates and projections that are based on birth, death, and age data, and other information available to the State. By aging the existing population and calculating normal life expectancy and birth rates it is possible to project the number of people who are

likely to live in an area in the future. The movement of population into and out of an area can be used in making projections but it is a more speculative form of calculation and DOA generally only adopts well-established immigration trends into their projections.

Where DOA deliberately adopts the most conservative approach to population projections, this method does not anticipate changing circumstances that can affect growth trends. The twenty-year growth trend (1980-2000) for the county has been approximately 15.6 percent. Population growth in the city during the same period was 4.9 percent. The DOA estimate of the 2006 population is 1,544, above their projection but below the 20-year trend.

Table 13: Population Projections

	2000	2005	2010	2015	2020	2025
Dept. of Administration	1,578	1,530	1,572	1,550	1,523	1,475
Twenty-year growth rate	1,578	1,597	1,617	1,636	1,656	1,675

Source: U.S. Census, DOA, NCWRPC

Clearly there is a difference in the result of the two forms of analysis. The DOA projections yield a net loss of 103 people by 2025, while a continuation of the twenty-year growth trend would result in an increase of 97 residents. The implication for City policy is that if the twenty-year growth trend holds through the period it would result in an additional forty-one households in the city by 2025. The population projected by DOA could mean forty-three fewer households. If existing growth persists the number of housing units would increase by 117 over the next twenty years, this would be adequate to accommodate the increase in households under the higher growth trend.

4. Housing Programs

There are a number of programs available to local governments to aid those having trouble affording their housing needs. Based on the 2000 U.S. Census 14.7 percent of homeowners and 21.2 percent of renters spend more than thirty percent of their income on housing, the accepted standard for affordable housing. Below is a partial listing of programs available to localities:

- Section 502 Homeownership Direct Loan Program of the Rural Health Service (RHS) provides loans to help low-income households purchase and prepare sites or purchase, build, repair, renovate, or relocate homes.

- Section 502 Mutual Self-Help Housing Loans are designed to help very-low-income households construct their own homes. Targeted families include those who cannot buy affordable housing through conventional means. Participating families perform approximately 65 percent of the construction under qualified supervision.

- Section 504, the Very-Low-Income Housing Repair Program, provides loans and grants to low-income homeowners to repair, improve, or modernize their homes.

Improvements must make the homes more safe and sanitary or remove health or safety hazards.

- Section 521 Rural Rental Assistance Program provides an additional subsidy for households with incomes too low to pay RHS-subsidized rents.

- Section 533 Rural Housing Preservation Grants are designed to assist sponsoring organizations in the repair or rehabilitation of low-income or very-low-income housing. Assistance is available for landlords or members of a cooperative.

The above programs are all available through USDA-RD to those who meet the income requirements. There are also programs through the Department of Housing and Urban Development (HUD):

- The HUD Self-Help Homeownership Opportunity Program finances land acquisition and site development associated with self-help housing for low-income families. Loans are made to the nonprofit sponsors of development projects and are interest-free. Portions of the loans are forgiven if promised units of housing are completed within a given period. These forgiven "grant conversion" funds may be used to subsidize future development projects.

- The HOME Investment Partnership Program aims to encourage the production and rehabilitation of affordable housing. HOME funds may be used for rental assistance, assistance to homebuyers, new construction, rehabilitation, or acquisition of rental housing.

- The Small Cities Development Block Grant (CDBG) program is the rural component of HUD's Community Development Block Grant program, which is administered by state agencies. The state CDBG program provides assistance for the development of affordable housing and economic development efforts targeted to low- and moderate-income people.

The Low-Income Housing Tax Credit (LIHTC), like HOME, aims to encourage the production and rehabilitation of affordable housing. It provides an incentive for private entities to develop affordable housing. The credit reduces the federal taxes owed by an individual or corporation for an investment made in low-income rental housing. The amount of the tax deduction is tied to the proportion of low-income residents in the housing produced. The credit is paid out over 15 years to investors in the housing project. LIHTC provides funding for the construction of new buildings or the rehabilitation or conversion of existing structures. To qualify, a property must set aside a certain share of its units for low-income households.

5. Goals, Objectives & Policies

Goals

1. Encourage adequate, affordable housing for all individuals consistent with the rural character of the community.

2. Discourage residential development in unsuitable areas.

3. Ensure that the quality of the housing stock in the city is improved and that it fully meets the needs of all sectors of the community, including families and the elderly.

Objectives

1. Ensure that local land use controls and permitting procedures do encourage and support the provision of housing opportunities.

2. Protect traditional design of neighborhoods.

Policies

1. Restrict the location of new development in areas that are shown to be unsuitable for residential use due to flood hazard, road access problems, steep slopes, environmental sensitivity, etc.

2. Pursue a revolving loan fund, such as Small Cities Community Development Block Grant (CDBG) to finance improvements to housing within the city.

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IV. TRANSPORTATION ELEMENT

1. Transportation Facilities

A. Background

The transportation system includes all modes of travel. The local transportation network is an important factor for the safe movement of people and goods, as well as to the physical development of the town. There is no transit or water transportation service within the city. There are no water transportation facilities in the area. The City of Elroy transportation system includes all roadways.

B. Summary of Transportation Plans

1. Corridors 2020

Corridors 2020 was designed to enhance economic development and meet Wisconsin's mobility needs well into the future. The 3,200-mile state highway network is comprised of two main elements: a multilane backbone system and a two-lane connector system. All communities over 5,000 in population are to be linked by the backbone & connector systems.

This focus on highways was altered in 1991 with the passage of the federal Intermodal Surface Transportation Efficiency Act (ISTEA), which mandated that states take a multi-modal approach to transportation planning. Now, bicycle, transit, rail, air, and other modes of travel would make up the multi-modal plan. The Wisconsin Department of Transportation's (WisDOT) response to ISTEA was the two-year planning process in 1994 that created TransLinks 21.

2. TransLinks 21

WisDOT incorporated Corridors 2020 into TransLinks 21, and discussed the impacts of transportation policy decisions on land use. TransLinks 21 is a 25-year statewide multi-modal transportation plan that WisDOT completed in 1994. Within this needs-based plan are the following modal plans:

- State Highways Plan 2020
- Airport System Plan 2020
- Bicycle Transportation Plan 2020
- Wisconsin Pedestrian Policy Plan 2020
- Wisconsin Rail Issues and Opportunities Report
- No plans exists for transit or local roads.

None of the above modal plans have projects that conflict with the City of Elroy Comprehensive Plan.

3. Connections 2030

Connections 2030 will be a 25-year statewide multi-modal transportation plan that is policy-based. The policies will be tied to "tiers" of potential financing levels. One set of policy recommendations will focus on priorities that can be accomplished under current funding levels. Another will identify policy priorities that can be achieved if funding levels increase. Finally, WisDOT may also identify critical priorities that we must maintain if funding were to decrease over the planning horizon of the plan. This plan will not conflict with the City of Elroy Comprehensive Plan, because the policies are based upon the transportation needs outlined in TransLinks 21. There are no TransLinks 21 projects identified in Elroy.

4. State Trails Network Plan

The Wisconsin Department of Natural Resources (DNR) created this plan in 2001, to identify a statewide network of trails and to provide guidance to the DNR for land acquisition and development. Many existing trails are developed and operated in partnership with counties. By agreement the DNR acquires the corridor and the county government(s) develop, operate, and maintain the trail.

C. Inventory of Transportation Facilities

1. Roads

In the City of Elroy, roads play the key role in development by providing both access to land and serving to move people and goods through the area, by car, bicycle, and foot power.

The City of Elroy's minor arterials are State Highways 80, 82 and 71, and CTH O is a major collectors, and the remaining 15.35 miles of roads in the city are local.

The City of Elroy road network consists of roughly 2.92 miles of state highways, .03 miles of county highways, and 15.35 miles of local roads. WisDOT requires all local units of government to submit road condition rating data every two years as part of the Wisconsin Information System for Local Roads (WISLR). The Pavement Surface Evaluation and Rating (PASER) program and WISLR are tools that local governments can use to manage pavements for improved decision making in budgeting and maintenance. Towns can use this information to develop better road budgets and keep track of roads that are in need of repair.

Road Classifications

Principal Arterials – serve interstate and interregional trips. These routes generally serve urban areas with 5,000 people or more.

Minor Arterials – accommodate interregional and county-to-county traffic, often in conjunction with principal arterials.

Major Collectors – provide service to moderate sized communities and other county-level traffic.

Minor Collectors – take traffic from local roads and provide links to all remaining portions of smaller communities and connect to other higher function roads listed above.

Local Roads – provide direct access to residential, commercial, and industrial developments.

Table 14	Annual Average Daily Traffic at Recorded Sites City of Elroy 1980-2004						
	1980	1983	1989	1995	1998	2004	% Change 1980-2004
Site 1	2,290	5,160	5,000	4,900	5,200	5,200	127%
Site 2	1,370	1,400	---	---	1,800	2,000	46%
Site 3	6,000	5,790	5,130	6,100	5,900	5,600	-6.6%
Site 4	830	750	1,080	1,100	1,200	1,300	56.6%

Source: Wisconsin Highway Traffic Volume, Department of Transportation
Site 1: STH 80/82 north of intersection STH 71
Site 2: STH 71 north of intersection STH 80/82
Site 3: Main Street downtown (at Franklin Street)
Site 4: CTH O south of intersection Franklin Street

Annual average daily traffic counts (AADT) are measured and calculated every three years by the Department of Transportation (DOT) for four areas of the city. Monitoring these counts provides a way to gauge how traffic volume is changing in Elroy. Traffic levels in Elroy are generally stable to slowly increasing, but don't follow a clear pattern. The major increase during the period on STH 80/82 in the northern section of the city may be an aberration, as it stays relatively stable from 1983 to 2004, as does traffic through the downtown. Traffic on STH 71 and CTH O has increased over the period.

The interrelationships between land use and the road system makes it necessary for the development of each to be balanced with the other. Types and intensities of land-uses have a direct relationship to the traffic on roadways that serve those land-uses. Intensely developed land often generates high volumes of traffic. If this traffic is not planned for safety can be seriously impaired for both local and through traffic flows.

Traffic generated and attracted by any new land-use can increase congestion on the roadway system. Even without creating new access points, changes in land-uses can alter the capacity of the roadway. The new business may generate more car traffic, or farm implement traffic. Uncontrolled division of land tends to affect highways by increasing the amount of turning traffic into and out from intersecting driveways, therefore impairing safety and impeding traffic movements.

Wisconsin recognizes that a relationship between highway operations and the use of abutting lands exists. Under Chapter 233, the Department of Transportation (WisDOT) was given the authority to establish rules to review subdivision plats abutting or adjoining state trunk highways or connecting highways. Regulations enacted by the WisDOT establish the principles of subdivision review. They require new subdivisions to: (1) have internal street systems; (2) limit direct vehicular access to the highways from individual lots; (3) establish building setbacks; and (4) establish access patterns for remaining unplatted land. This rule has recently been suspended, but the four requirements are still useful in managing traffic flow.

The entire road system in the City of Elroy is also open by state law to pedestrian and bicycle travel, although some traffic volumes may make such travel unsafe.

Juneau County Road Improvement Plan
Annual road improvement plans are created and submitted to the County Board for approval.

2. Bicycling Opportunities

The Elroy area has among the best bicycle trail opportunities in the state of Wisconsin. Four former railroads have been converted to recreation trails—Elroy-Sparta State Trail, 400 State Trail, Hillsboro State Trail, and Omaha County Trail. All four trails lie within the Townships of Plymouth and Wonewoc, and connect the municipalities of Camp Douglas, Hustler, Elroy, Union Center, and Wonewoc. All the trails are surfaced with limestone screenings to provide a smooth surface suitable for walkers and bicyclists from spring through fall and for snowmobilers in winter. Each of the four trails has a unique story.

The Elroy-Sparta State Trail is considered the first rail-to-trail in the United States, and remains one of the most popular trails too. Between Sparta and Elroy the trail passes through the communities of Norwalk, Wilton and Kendall; through wetlands, prairies, farmland, and unglaciated areas. Three century-old railroad tunnels highlight the trail. The tunnels near Kendall and Wilton are each about a quarter-mile long. The tunnel between Norwalk and Sparta is three-quarters of a mile long.

The 400 State Trail was named for the Chicago-Northwestern passenger train that ran on this grade. The train traveled the 400 miles between Chicago and Minneapolis/St. Paul in 400 minutes. Wetlands, wildlife, sandstone bluffs, rolling croplands and pastures are just a few of the sights you can enjoy on the 400 State Trail as it repeatedly crosses the Baraboo River. The entire length of the 22-mile trail follows along the river valley from Elroy to Reedsburg, and it passes through the communities of Union Center, Wonewoc and LaValle. A unique feature of the 400 Trail is a 7-mile horse trail parallel to the bike trail between Wonewoc and LaValle.

Hillsboro State Trail is a 4.2-mile state-owned and county-operated hike, bike, and snowmobile trail between Hillsboro and the 400 Trail in Union Center. The trail crosses the Baraboo River four times.

The Omaha Trail runs north for 13 miles from Elroy to Camp Douglas. This trail has one tunnel, which is 875 feet long. Most of the pathway is straight, flat, and shaded. Northwest of Camp Douglas is Mill Bluff State Park, which is known for its towering sandstone bluffs.

3. Airports

Air Carrier/Air Cargo airports closest to Elroy are the La Crosse Municipal Airport (LSE), the Central Wisconsin Airport (CWA) in Mosinee, and the Dane County Regional Airport (MSN) in Madison.

Transport/Corporate airports are intended to serve corporate jets, small passenger and cargo jet aircraft used in regional service and small airplanes (piston or turboprop) used in

commuter air service. The only difference between a transport/corporate airport and a commercial airport is that the commercial airport has scheduled passenger service.

Utility airports are intended to serve virtually all small general aviation single and twin-engine aircraft, both piston and turboprop, with a maximum takeoff weight of 12,500 pounds or less. These aircraft typically seat from two to six people and are now commonly used for business and some charter flying as well as a wide variety of activities including recreational and sport flying, training, and crop dusting.

Elroy Municipal Airport (60C) has two runways, and is located south of the City of Elroy by about two miles. Runway #6 is 3085 x 100 feet, and has a gravel-turf surface. Runway #24 is 3085 x 100 feet, and also has a gravel-turf surface. This Basic Utility–A (BU-A) airport is designed to accommodate aircraft of less than 6,000 pounds gross weight, with approach speeds below 91 knots and wingspans of less than 49 feet. Such aircraft are typically single-engine piston, or ultralights.

4. Rail

The closest rail service is in the City of New Lisbon, at the intersection of two rail lines: Canadian National owns the former Wisconsin Central that run north-south parallel to the Yellow River to Babcock and from there to Wisconsin Rapids; and the Canadian Pacific runs east-west, from Portage to Tomah, connecting Milwaukee and LaCrosse. There is regular freight service on both lines. Amtrak provides passenger rail service, which has stations in Tomah and Wisconsin Dells.

5. Bus/Transit

There are few transit systems near and within Juneau County. Shared ride taxi service is provided in Mauston. Intercity bus routes exist from Tomah to: Madison; Rockford, IL; & Milwaukee; and Tomah to Eau Claire; and Minneapolis, MN.

6. Transportation Facilities for Disabled

All residents of the county age 60 and over and all ages of handicapped persons are eligible to ride free. Trip priority is given to: 1. Medical trips; 2. Nutrition sites; & 3. Grocery shopping, beauty shop, and other types of trip requests.

There are no fixed routes. Volunteer drivers provide service with their own vehicles on a demand/response basis. Drivers are available Monday through Friday, and by special arrangement on weekends and evenings. The Juneau County Aging Unit has a small bus, and a van. The bus is utilized for wheelchair accessible transportation needs. The van is used four times a week for food delivery, and is available the remaining time for passenger transport. The van has running boards for better accessibility, but is not lift-equipped.

7. Pedestrian Facilities

All roads are available for pedestrian travel. Many streets in the city have sidewalks, and much of the city is easily accessible on foot.

2. Goals, Objectives & Policies

Goals

1. Provide an efficient and road system that will accommodate future growth.

Objectives

1. Cooperate with surrounding Towns to create a connection to the existing trail system linking parks, commercial, residential, natural areas.

Policies

1. Utilize WISLR software to inventory and rate the local roads.

2. Discourage land uses that generate heavy traffic volumes on local roads that have not been constructed or upgraded for such use.

3. Work with surrounding Towns, the County and WisDOT to coordinate transportation planning.

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Map 3 Transportation & Community Facilities

V. UTILITIES & COMMUNITY FACILITIES ELEMENT

1. Background

There are sanitary sewer, storm water systems, water supply, wastewater facilities, and a library in the City of Elroy. There are no power plants or major transmission lines, but there are two health care clinics and an assisted living. The city is the center the Royall School District.

A. Appealing to Recreational, Nature and Cultural Tourism

One of Elroy's most unique assets builds on the same advantage that made the city in the first place: its superior transportation connections. When the Chicago & Northwestern and the Wisconsin Central tracks through Elroy were abandoned in the 1960s they were acquired by the DNR as part of the Rails-to-Trails program and became part of the Elroy to Sparta, 400 and Omaha Trails, all of which converge in Elroy. A series of tunnels several miles east of Elroy are the main attractions on these trails, but the city's location at the center of a network of recreational trails positions it well to capitalize on this asset.

Recently there has been increasing attention to the effects of the sedentary lifestyle on the health of Americans. Obesity has been described as an epidemic. One of the more obvious prescriptions for this condition is to get out and walk more or ride a bike. The infrastructure to support such a cure is clear: sidewalks or trails, and somewhere to go within walking or biking distance. Recreational trails provide a benefit that goes beyond the salutary effect on individuals' health, however. With the growth in the popularity of biking as a sport and increasing interest in nature tourism, trail systems are an important means to drawing visitors to the city. Low cost, outdoor activities that made the most of the area's assets have the potential to open up new markets for the city.

This bridge carries the Omaha Trail over the Baraboo River

The trails have been in place for a number of years and the City has made several significant improvements related to them, most notably creation of the Elroy Commons with its gift shop and associated facilities. The question now is not one of infrastructure as much as how the City can maximize the usage of the trails and the benefit from the trails.

Map 4 Trails Map

2. Inventory

A. Water-related Assets:

1. Drinking water

The City of Elroy maintains two high capacity wells that together are capable of producing 900 and 650 gallons per minute. The distribution system has about fifteen miles of main and two booster stations (where the water pressure is raised to meet state code for service on the hills of Elroy). The City has two storage facilities. One is a small ground reservoir that holds 85,000 gallons and supplies one of the booster stations. The other is the main storage facility that holds 225,000 gallons. Water service is available throughout the city.

2. Waste-water

The City of Elroy has two wastewater treatment facilities. A pre-treatment plant, downstream from an industrial/commercial dump station and the City's main lift station. This plant is designed to pre-treat a mix of domestic, commercial and industrial waste before it is sent on to the main wastewater plant. The capacity of this pre-treatment plant is 100,000 gallons per day, and a thousand pounds of B.O.D. per day.

The main treatment plant serves the city as a whole and is designed to handle an average of 333,000 gallons per day, although the current average turn-over is about 150,000 gallons per day, or about half of capacity. The loading capacity of the main facility is 510 pounds of B.O.D. per day and 450 pounds of suspended solids per day. The treatment plant is located on the east side of Baraboo River south of the downtown area. The current City of Elroy wastewater treatment plant was originally rebuilt in 1982, and has been upgraded three times since then most recently in 1996. Sewer service is available throughout the city.

In 2001 the City of Elroy received an Award of Excellence from the Environmental Protection Agency of the federal government "for outstanding operation and maintenance of the water pollution control facility."

3. Stormwater

The City of Elroy has a stormwater handling systems, which generally drains into the Baraboo River. The majority of the city has stormwater controls. Stormwater handling facilities including curb and gutter, and storm sewers are always included in new projects.

4. Dams

Although the city was built around a grist-mill that existed on a mill pond created from the Baraboo River, the dam was removed early in 20th century. In 2003 the last dams on the Baraboo was removed, making it the first river in Wisconsin to be restored to a free-flowing state.

B. Solid Waste-related Assets:

The City of Elroy contracts with a private hauler to provide curbside garbage pick-up, including recyclables. Juneau County operates its own sanitary landfill that serves the majority of the county, and is used by the City for spring and fall clean-up.

C. Public Works

1. City Hall

The most prominent community facility is the City Hall. The former bank building, located along Main Street in the center of downtown, is owned and maintained by the City of Elroy and contains the City offices, a meeting room and the police station, along with storage space.

The Elroy Commons, located on the site of the former rail yards and roundhouse just off of Main Street, is the site of a number of public facilities, including the electric utility, fire hall, City garage, and Trail Shop. The Trail Shop includes a number of services directed at bicyclists and trail users. The building contains restroom and shower facilities, a gift shop that sells trail passes and information resources. A City employee runs the Shop.

The City has a large detached garage located on the Commons where heavy equipment is stored. The City owns a number of vehicles and heavy equipment: six dump trucks (International 1986, 1989, 1998, 2001, 2007, GMC 2003, and Chevrolet 2000), four pick-up trucks (Ford 1996 1999, 2004, and Dodge 1994), a line truck (GMC 1994), bucket (International 1998), along with various plows and power attachments.

2. Airport

The City of Elroy is a member of the Mauston/New Lisbon Airport located in the along Highway 12/16 halfway between the cities in the Town of Lisbon. This is a utility airport designed to accommodate small, private planes. With a 3,700-foot runway it can handle most small planes. The Cities are currently involved in an expansion project, funded by a grant from the FAA, at the airport that will extend the runway to 5,000 feet. Land has been acquired to accommodate the expansion and it is anticipated that the runway extension will take place soon.

There is also a private airport located just outside the city.

3. Cemeteries

The municipal cemetery was founded in the late 1800s and is located west of the city along CTH O. The historic Fowler Prairie cemetery is located just outside the city on CTH PP. There is also a St. Patrick's Catholic cemetery located on Grove Street on the city's east side.

D. Public Safety

1. Police

The Elroy Police Department provides general law enforcement services to the City of Elroy. In addition to the Chief, the department has two full time officers. The department has three cruisers (Ford, Crown Victoria 2003, 2005, 2006).

2. Fire

Elroy Area Fire & Ambulance Assoc. operates out of this facility near the Commons in downtown Elroy.

The Elroy Area Fire & Ambulance Association, and independent entity serves the city, plus the Town of Plymouth, and parts of the Towns of Wonewoc and Glendale in Monroe County. The Department consists of 26 members, including a chief, an assistant chief, a senior captains, captain and two lieutenants. There are 13 trained EMTs and four drivers in the Department. The Elroy Association maintains two tankers (2,000 & 3,000 gallons), two engines, a grass-fire truck, a six-wheeler at the Fire Hall on the Elroy Commons.

3. Emergency Medical Service

The ambulance service is provided by the Elroy Area Fire & Ambulance Association, which has two ambulances. The City pays a flat fee for membership.

E. Health-care

The City is served by the Hess Memorial Hospital in Mauston, and St. Joseph's Hospital in Hillsboro. Hess Memorial Hospital is a 40-bed acute care facility offering Urgent Care, Emergency Services, Surgery, In-patient Services, a Birthing Center, and Outpatient Services. Active physicians include 18 family practitioners, 3 gynecologists, 2 podiatrists, 2 surgeons, and a pathologist. Consulting physicians represent 23 fields. Other medical professionals include 2 nurse practitioners, and 13 physician assistants. The facility is equipped with cardiac and industrial rehabilitation centers, audiology and speech pathology laboratory, a sports medicine department and an EEG department.

St. Joseph's Memorial Hospital and Nursing Home is a 100-bed facility. The hospital includes two trauma rooms, an operating room suite and two birthing suites. Services include residential nursing home and inpatient care, surgical and emergency room facilities,

physical therapy, as well as cardiac rehabilitation, occupational, respiratory and speech therapies. The nursing home is a skilled nursing facility offering private rooms, 24-hour RN coverage and offering a wide variety of activities. Additional services are available through hospital and nursing home staff.

The Elroy Family Medical Center is associated with Hess Hospital and provides the area with x-ray, laboratory and physician services. The clinic is staffed by a physician, a physician assistant, RN & LPN, CMA, and radiographer. Podiatry and audiology services are available on a regular schedule. The St Joseph's Family Clinic offers adult and pediatric immunizations, colon cancer screening, dermatology, obstetric services, women's health services, and other general practice services. Three Family Practice physicians serve the Elroy clinic.

Elroy Public Library

F. Education, Recreation & Culture

1. Libraries

The Elroy Library serves the city, located on 2nd Main Street where it has been located for many years in a City-owned building. An extensive addition to the library, completed in 2201, doubled the size of the library and allowed for a substantial expansion of programs offered. The Library contains 22,000 volumes, reference works, CDs, videos, and cassettes all available to the public. There are six computers available to the public as Internet stations, and two with card-catalogue reference capabilities. The building also contains a public meeting room available to community groups.

The library also participates in the Inter-Library Loan Program of the Winding River Regional Library System that can place virtually every library book in ten Wisconsin counties in patrons' hands.

2. Parks, Trails & Natural Areas

The City of Elroy and Juneau County provide a wide range of recreational activities on a year-round basis. The City also provides neighborhood and community level recreational facilities for its residents. The primary recreational facility within the city is the E.O. Schultz Park. This 28-acre park is located in the south part of the city, and contains playground equipment, a picnic shelter, baseball fields, restrooms, and parking. There is also a swimming pool with changing facilities, and this is the site of the annual Elroy Fair, held each year in July.

Royal High School has a 13-acre playing field with a baseball diamond and an unfinished track, as well as playground equipment. The Elroy Commons is a one-acre space near the downtown where the Chicago & Northwestern tracks were located. This area contains restrooms, showers, a gift shop and other services directed at users of the bike trails that converge here. The Elroy-Sparta and 400 State Trails and the Juneau County Omaha Trail

all converge in Elroy, making it the hub of one of the state's most extensive recreational trail systems. There is also playground equipment and a basketball court at the Elroy Elementary School.

Allen Thompson Memorial Park is a forty-acre tract owned by DNR just outside the city in the Town of Plymouth, adjacent to the Elroy-Sparta State Trail. It provides restrooms, picnic areas and parking to visitors, as well as thirteen camping spaces.

3. Schools

The City of Elroy is served by the Royall School District. The district has three school buildings. The Elroy Elementary, which serves kindergarten (including four-year olds) through grade three, has an enrollment of 185. Kendall Elementary, located in Kendall (in Monroe County), which contains grades four and five, has an enrollment of 71. Middle school and high school are housed in two wings of a single building, located on the north side of Elroy. There are 172 students in the high school and 122 in the middle school. The District passed a referendum several years ago and extensive renovations were done on the high school and the other buildings, so that today the facilities are up to date and in good condition.

Enrollment has been declining for the last several years at a rate of about six or seven students a year. Several years ago Wilton (also in Monroe County) left the District which led to a large one-time loss of students. Student performance has been

The City of Elroy is within the Western Wisconsin Technical College district, and there is a branch of the College in Mauston.

5. Day Care

There are two licensed day-cares located in the City of Elroy.

G. Energy & Telecommunication

1. Electric – Natural Gas

Municipal Garage also contains electric generating equipment

Elroy has its own municipal utility that provides electricity within the City. The City has three diesel generators, two 2004 Caterpillar and one 1973 Fairbanks, capable of producing 6.8 mega-watts of power. The City owns the distribution grid within the city. The utility purchases electricity for Dairyland Power, and can generate to meet community needs or feed into the system during peak demand periods.

Natural gas service is provided in the city by Madison Gas & Electric.

2. Telecommunication

CenturyTel provides telephone service to the Elroy area, including DSL Internet service. Cable TV service, including broadband Internet, is available from Community Antenna of Hillsboro in the city. Alltel provides wireless phone service.

3. Goals, Objectives & Policies

Goals

1. Provide adequate infrastructure and public services to meet demand for residential, commercial and industrial uses.

2. Continue to provide public safety services to residents.

Objectives

1. Share equipment and services across municipal boundaries, where possible.

2. Provide utility service in the most cost-effective and environmentally friendly manner possible.

Policies

1. Work with the Towns of Plymouth and Wonewoc, the County, the State, and individual landowners to maintain current water quality standards.

2. Encourage recycling by residents.

VI. ECONOMIC DEVELOPMENT ELEMENT

1. Background

Elroy has a mixed economy based on manufacturing and services. With its origins in a grist-mill on the Baraboo River, Elroy became a railroad center after the Civil War. In 1872 the railroad – what eventually became the Chicago & Northwestern – first reached Elroy. A year later what became the Omaha Railroad began to be extended south from Camp Douglas, establishing Elroy as a significant rail center. Elroy was the county's first, and largest, city when it was chartered in 1885.

Over the next seventy years Elroy was dominated by the railroad, but after World War II railroads began to fade in prominence, and in 1964 Elroy saw its last freight train. A new phase for Elroy's economy began in 1956 with the establishment of Walker Stainless Equipment, which went on to become the county's largest private employer. In 1965 the Chicago & Northwestern tracks were purchased by DNR, considered to be the first Rails to Trails acquisitions in the country, to create the Elroy-Sparta State Trail. With the addition of the Omaha and 400 Trails this has continued Elroy's role as a transportation hub for a new kind of economy.

A. Downtown Revitalization

Like many small cities in rural areas the historic, commercial center of Elroy has suffered disinvestments over a number of years. Mauston and Reedsburg offer a broader range of shopping opportunities than are available in Elroy. The increase in mobility and the rise of "big box" retailers have led to a decline of "home town" businesses in many communities in Juneau County and around the country.

It is unlikely that these trends will reverse any time in the foreseeable future. The challenge for Elroy, and similar communities, is to adopt a strategy that will revitalize the existing commercial buildings in the downtown without relying on a major change in retail trends. It is crucial to identify the assets that the downtown has that can be used as the basis for revitalization. The most obvious of these is the stock of historic buildings that line Main Street. Although these buildings do not have the kind of open lay-out or vast expanses of parking available at many of the stores that are attracting shoppers away from downtown, there are distinctive advantages that can be exploited. The most obvious of these are convenience and character.

The Main Street Center at the Trust for Historic Preservation has developed a program for revitalizing historic downtowns in communities around the country. The program is based on a four-part approach: Organization, Design, Economic Restructuring, and Marketing. In addition to preservation of the historic building this approach relies on repositioning commercial districts to serve a different niche than has traditionally been the role of

downtowns. Rather than trying to compete on price, merchants are encouraged to provide personal service or product lines not available at larger stores.

The first step is to identify the unique assets that downtown Elroy has to exploit. The existence of the recreational trails that intersect at the Elroy Commons is just one of these assets. The unique geography of the coulee region, relatively easy access to I-90/94 and proximity to the visitor magnet at Wisconsin Dells all constitute advantages that Elroy can capitalize on to revitalize its downtown.

B. Industrial Park & TIF Districts

The City of Elroy has four Tax Increment Financing (TIF) districts. TIF #2 is located south on STH 80 and includes the Valley Inn. TIF #3 is located on CTH O west of the city on largely undeveloped land that has water and sewer service available. TIF #4 is in the center of the city and includes the Walker Stainless plant.

The City's Industrial Park (TIF #5) is located near the intersection of State Highways 80 & 82 on the north side of the city. The last 17 acres of available land has recently been sold, so at this time the City's ability to accommodate new business development is somewhat limited. Because of its direct access to STH 82, with a relatively flat and straight route to Mauston and the Interstate, this is perhaps the most favorable location in the city for future industrial development. Attempts by the City to acquire land adjacent to the Industrial Park have proven unsuccessful, so to some degree economic development efforts are constrained by the lack of readily available land for development.

C. SWOT

Strengths:

- Stable population
- Abundant recreational opportunities
- Scenic beauty
- Small town environment
- Schools
    - High test scores
    - Modern facilities
- Municipal electric utility
- Bike trails/Commons
- Up-to-date infrastructure
- Hi-quality municipal water
- Competent local government
- Social/civic group involvement
- "Quiet"
- New Library
    - Cutting-edge technology
    - People worked together

Weaknesses:

- Lack of youth activity
- Low-income population
- Community doesn't promote positive image
- Lost population of professionals

2. Economic Base

A. Juneau County

In looking at the prospects for economic development in a rural community it is best to place it in a larger context. It is most useful to look first at Juneau County as a whole in assessing the prospects for economic development in the City of Elroy. In recent years there has been a good deal of change in the economy of Juneau County. Most significant has been the decline in manufacturing that has occurred throughout the nation as well as in the county. In order to reinvigorate the county's economic base diversification away from the traditional reliance on manufacturing will be required in order to better position the county to compete in a changing marketplace. In order to more fully explore the options for restructuring the county's economy Juneau County engaged NCWRPC to prepare an Economic Diversification Study, which looks at the current employment base and examines ways that it can be made more competitive in the future.

Many of the communities in Juneau County are located along the Interstate 90/94 Corridor making them something of a "midpoint" between the larger cities of Madison, Eau Claire, & La Crosse. Perhaps even more important is Juneau County's position between Chicago and Minneapolis. Manufacturers seeking to serve markets in these communities have located in Juneau County. This transportation link works for both employers and employees who take advantage of the county's location to commute as well. Based on Census figures, 200 more workers leave Juneau County to work elsewhere than enter the county to work each day. Many people working in the areas of Tomah and Baraboo reside in Juneau County. Nearly 17 percent of Juneau County's resident labor force leaves the County each day to work. This is offset by the incoming labor force from surrounding counties each day, which amounts to approximately 15 percent of the county's total workforce.

Economic success often hinges on the characteristics of the population. These human resources are key to the diversification of the economy in Juneau County. A diversified community requires more employees with a wider variety of skills than a "one-industry focus" community. These workers must be adaptable to changes in the demand for labor and be capable of quickly retraining in new vocations to meet that demand. The county lags behind the state in educational attainment and the population is slightly older than the state as a whole. In spite of these factors, which could be considered handicaps to economic diversification, there has been steady job growth within the county over the last twenty years.

Table 15: Civilian Labor Force and Unemployment Trends, Juneau County, 1980–2000

	1980	1990	2000	% Change 1980-2000	State 2000
Labor Force	8,853	10,143	12,068	36.32%	26.77%
Employed	8,206	9,478	11,333	38.11%	29.34%
Unemployed	647	665	735	13.60%	-9.82%
Unemployment Rate	7.31%	6.56%	6.09%	-16.69%	-28.79%
Participation Rate	42.08%	46.85%	49.63%	17.94%	11.21%

Source: U.S. Census 1980 to 2000, and NCWRPC

The labor force and participation rates in Juneau County have grown faster than the state, but the number of those employed have increased even faster, leading to a decrease in the

unemployment rate, albeit slower than the decrease in the state unemployment rate. Though total employment has increased over the last twenty years, employment has not increased in every industry sector of the economy. Table 14 provides an inventory of employees by industry in Juneau County.

Table 16: Employees by Sector, Juneau County

Industry Name	1990	2000	% Change
Agriculture, Forestry, Fishing, and Hunting	45	106	135.6%
Construction	258	252	-2.3%
Manufacturing	2,809	3,011	7.2%
Transportation and Public Utilities	249	336	34.9%
Wholesale Trade	318	209	-34.3%
Retail Trade	1,254	1,466	16.9%
Finance, Insurance, and Real Estate	184	212	15.2%
Services	922	1,275	38.3%
Total	6,039	6,867	13.7%

Source: Wisconsin Department of Workforce Development

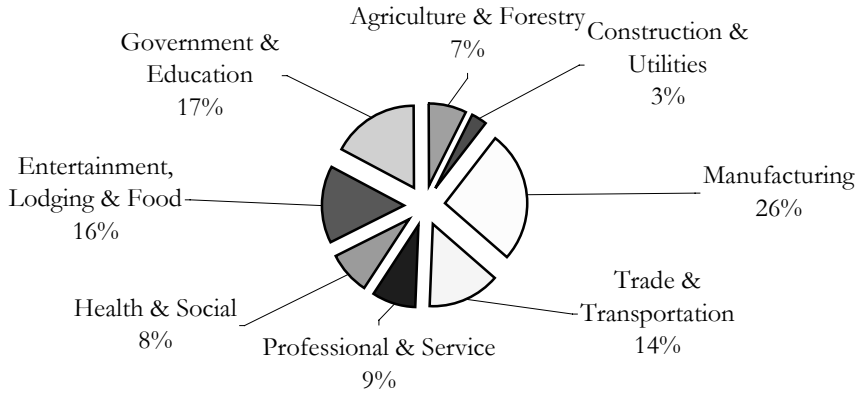
Juneau County's largest source of employment is the manufacturing industry, followed by government, schools and public administration, then accommodation and food services, and retail trade. Industries showing a large number of firms indicate many small businesses or "one-person shops". Farming is, of course, the greatest share of one-operator businesses; construction, retail, and services show large shares of total firms as well. Figure 8 summarizes the allocation of workers in Juneau County by industry. .

Table 17 Annual Average Wage by Industry, Juneau County, 2002

Industry	County Annual Avg. Wage	State Annual Avg. Wage	% of State Avg.	1-year % Change	5-year % Change
All Industries (except mining)	$25,053	$30,922	81.0%	0.9%	20.1%
Agriculture, Forestry, and Fishing	$20,756	$22,565	92.0%	-7.3%	-38.5%
Construction	$27,046	$39,011	69.3%	1.6%	0.6%
Manufacturing	$33,094	$39,739	83.3%	-0.4%	26.5%
Transportation, Comm., and Utilities	$26,637	$36,639	72.7%	10.4%	28.1%
Wholesale Trade	$24,807	$40,521	61.2%	3.4%	21.3%
Retail Trade	$13,444	$14,596	92.1%	3.1%	23.8%
Finance, Insurance, and Real Estate	$22,408	$40,933	54.7%	2.5%	27.0%
Services	$21,221	$28,775	73.7%	6.4%	31.3%
Government	$26,267	$33,785	77.7%	3.9%	21.6%

Source: WI DWD 2002 and NCWRPC

Figure 9: Distribution of Employment by Industry Sector, Juneau County, 2000



Source: County Business Patterns, U.S. Census; and NCWRPC

How this employment mix will change over the coming years is dependent on a number of factors, but it seems likely that the dominance of manufacturing in the county will be reduced and services, health-related and knowledge-based employment will become more prominent.

B. Major Employers

As noted, manufacturing is still the largest single source of employment in Juneau County but a look at the largest employers in the county reveals how the profile of employment is changing. Of the eleven largest employers in the county only three are in manufacturing. Two are involved in health-care. The other six are some form of government enterprise. This is not to say that the trend in employment is toward more people working for the government, but that much of the private employment involves smaller enterprises. Most people are employed by small business. Much of the job growth in the future is likely to be in these industries and in these kinds of small enterprises.

Table 18 Top Employers in Juneau County, 2003

Employer Name	Product or Service	Employment Size Range
Hess Memorial Hospital	General medical & surgical hospitals	500-999
Walker Stainless Equipment	Plate work manufacturing	250-499
Sandridge Treatment Facility	Psychiatric and substance abuse hospital	250-499
County of Juneau	Executive and General Government	250-499
School Dist. of Mauston	Elementary & secondary schools	250-499
Volk Field	National security	100-249
Necedah Public School	Elementary & secondary schools	100-249
Freudenbergnok (Farnam/Meillor)	Gasket, packing, and sealing device mfg.	100-249
Parker Hannifin	Fluid power valve and hose fitting mfg.	100-249
Brunner Drilling & Mfg.	Bolt, nut, screw, rivet, and washer mfg.	100-249

Source: WI Dept. of Workforce Development, ES-202 special report, First quarter, 2003

Hilltop Precision

Growth in services, health-care and information technology will affect the shape of the Juneau County economy in the years to come. Perhaps the greatest single factor in the future of economic development in the county will be the I-90/94 corridor that passes through it. There is certainly potential within the warehousing and transportation sector due to this advantageous location. The position of the county halfway between Chicago and the Twin Cities places it literally at the center of an axis of high-tech growth. This offers great potential for development within the county.

D. Employment

The particulars of the labor force within the City of Elroy can be gleaned from the Census. Three hundred ten (43.3%) residents work in the city, and 405 (56.6%) workers leave the city. Twenty-four percent leave the county for their work. This compares New Lisbon, where 38.8 percent leave the city and a fifth percent of workers leave the county for their jobs.

Fifty-one percent have a commute less than fifteen minutes to get to their jobs. Twenty-nine percent of workers commute between fifteen and thirty minutes and sixteen percent travel between half an hour and an hour to get to work. Less than two percent of workers travel for more than an hour to reach their jobs. Fourteen people work at home. More than twelve percent of workers walk to their jobs.

Table 19 **Resident Occupation, 2000**

Occupation	City of Elroy		City of New Lisbon		Juneau County		State of Wisconsin	
Management/professional	135	18.7%	151	21.1%	2,515	22.2%	857,205	31.3%
Service	125	17.3%	137	19.1%	2,034	17.9%	383,619	14.0%
Farming/forestry	3	0.4%	10	1.4%	179	1.6%	25,365	0.9%
Sales/office	146	20.3%	183	25.5%	2,494	22%	690,360	25.2%
Construction	68	9.4%	57	7.9%	1,110	9.8%	237,086	8.7%
Production/transportation	245	33.9%	179	25%	3,001	26.5%	540,930	19.8%
Total	722	100%	715	100%	11,333	100%	2,734,925	100%

Source: US Census Bureau & NCWRPC

Table 17, above, shows the occupation of workers in the City of Elroy and compares it with those in the City of New Lisbon, Juneau County, and the state as a whole. The percentage of those in management or the professions is significantly lower than the state, and lower than the county or New Lisbon. A lower percentage of workers are in service jobs than in New Lisbon, but similar to the county and higher than the state. The percentage of sales

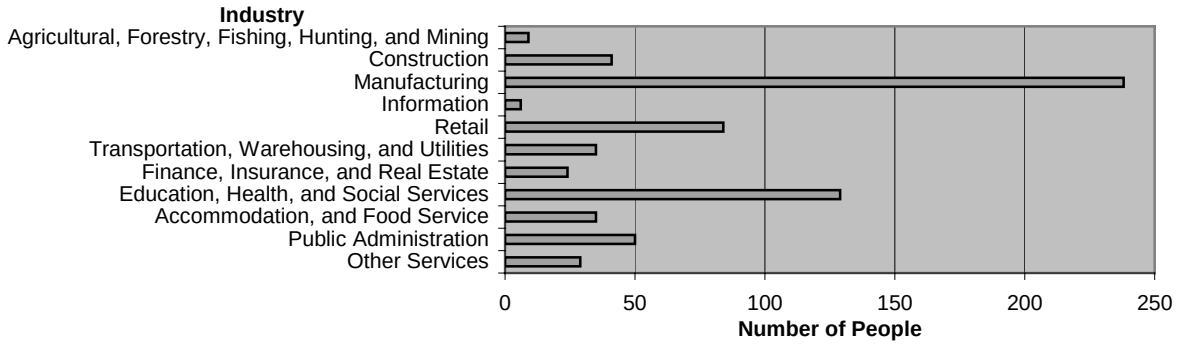
and office workers is lower than the county, New Lisbon, or the state. Construction workers are a higher percentage of the labor force than in New Lisbon or the state, but slightly lower than the county. The percentage of production and transport workers is higher than in New Lisbon or the county, and significantly higher than the level for the state.

Table 20 Industry by Jurisdiction, 2000

Industry	City of Elroy		City of New Lisbon		Juneau County		State of Wisconsin	
Agriculture/forestry/mining	9	1.2%	12	1.7%	602	5.3%	75,418	2.8%
Construction	41	5.7%	31	4.3%	757	6.7%	161,625	5.9%
Manufacturing	238	33%	205	28.9%	2,789	24.6%	606,845	22.2%
Wholesale trade	21	2.9%	17	2.4%	258	2.3%	87,979	3.2%
Retail trade	84	11.6%	95	13.2%	1,423	12.6%	317,881	11.6%
Transport/warehouse/util.	35	4.8%	24	3.3%	623	5.5%	123,657	4.5%
Information	6	0.8%	13	1.8%	90	0.8%	60,142	2.2%
Finance/insur./real estate	24	3.3%	17	2.4%	379	3.3%	168,060	6.1%
Professional/management	21	2.9%	10	1.4%	393	3.5%	179,503	6.6%
Education/health/soc.serv	129	17.9%	149	20.8%	1,702	15.0%	548,111	20.0%
Arts/enter./accom/food	35	4.8%	68	9.5%	1,369	12.1%	198,528	7.3%
Other service	29	4%	27	3.8%	390	3.4%	111,028	4.1%
Public administration	50	6.9%	49	6.8%	558	4.9%	96,148	3.5%
Total	722	100%	717	100%	11,333	100%	2,734,925	100%

Source: US Census Bureau & NCWRPC

Figure 10 Employment by Industry
City of Elroy, 2000



Manufacturing is the most common industry[1] for workers to be involved in. The percentage of workers in manufacturing is above New Lisbon, the county or state. The 17.9 percent of workers in education, health-care and social service work is higher than the county, but lower than the state and or New Lisbon. Retail trade is at exactly the same level as the state, but slightly lower than the county or New Lisbon. Public administration is at a similar level to New Lisbon, but higher than the county and state. Construction is higher than in New

[1] The number of employees in this table varies from the county numbers in Tables 14 and 18. The figures in Table 14 come from the Census Business Profile, which is collected directly from businesses. The other numbers are the result of individuals reporting their own occupation and industry, and are thus different from what businesses report.

Lisbon, but similar to the state and slightly below the county. Arts, entertainment, accommodation and food service workers are below the level for the state, half of the level for New Lisbon and even farther below the level for the county.

3. Economic Development Programs

There are a number of economic development programs available to businesses and local governments in Juneau County. Following is a partial list of those programs.

Local

The Juneau County Economic Development Corporation (JCEDC)

A non-profit organization that promotes the economic development of Juneau County, Wisconsin, and its respective cities, villages, and towns. JCEDC is comprised of area businesspersons, citizens, local government, utility company representatives, state agencies and elected officials, educational institutions and other organizations essential to the growth of Juneau County. JCEDC is prepared to serve the needs of new businesses coming to our area as well as assist existing companies.

Juneau County Development Zone

Juneau County was recently awarded designation as a Wisconsin Development Zone in association with Adams and Marquette Counties. Known as the JAM Zone (Juneau-Adams-Marquette), Juneau County qualifies for special state incentives available to businesses that locate or expand within the Zone. Development Zone Tax Incentives for businesses locating or expanding within Juneau County. A variety of credits are available.

Juneau County Revolving Loan Fund

A Wisconsin Department of Commerce Economic Development Grant was awarded to Juneau County in 1998. This grant enabled Juneau County to establish a revolving loan fund in order to assist local businesses

Regional

North Central Wisconsin Development Corporation

The North Central Wisconsin Development Corporation (NCWDC) manages a revolving loan fund designed to address a gap in private capital markets for long-term, fixed-rate, low down payment, low interest financing. It is targeted at the timber and wood products industry, tourism and other manufacturing and service industries.

Western Wisconsin Technology Zone Tax Credits

Juneau County has been designated a Technology Zone by the Department of Commerce. The Technology Zone program brings $5 million in income tax incentives for high-tech development to the area. The Western Wisconsin Technology Zone offers the potential for high-tech growth in knowledge-based and advanced manufacturing clusters, among others. The zone designation is designed to attract and retain skilled, high-paid workers to the area, foster regional partnerships between business and education to promote high-tech development, and to complement the area's recent regional branding project.

Northwest Wisconsin Manufacturing Outreach Center (NWMOC)
The Northwest Wisconsin Manufacturing Outreach Center provides operations assessments, technology training, and on-site assistance to help firms in western Wisconsin modernize and streamline manufacturing processes.

Alliant Energy
Alliant Energy is a regional utility company that provides technical and consultative economic development assistance to communities within its service area.

State
Rural Economic Development Program
This program administrated by Wisconsin Department of Commerce provides grants and low interest loans for small business (less than 25 employees) start-ups or expansions in rural areas. Funds may be used for "soft costs" only, such as planning, engineering, and marketing assistance.

Wisconsin Small Cities Program
The Wisconsin Department of Commerce provides federal Community Development Block Grant (CDBG) funds to eligible municipalities for approved housing and/or public facility improvements and for economic development projects. Economic Development grants provide loans to businesses for such things as: acquisition of real estate, buildings, or equipment; construction, expansion or remodeling; and working capital for inventory and direct labor.

University of Wisconsin Extension Office
The Center for Community Economic Development, University of Wisconsin Extension, creates, applies and transfers multidisciplinary knowledge to help people understand community change and identify opportunities.

The Wisconsin Innovation Service Center (WISC)
This non-profit organization is located at the University of Wisconsin at Whitewater and specializes in new product and invention assessments and market expansion opportunities for innovative manufacturers, technology businesses, and independent inventors.

Wisconsin Small Business Development Center (SBDC)
The UW SBDC is partially funded by the Small Business Administration and provides a variety of programs and training seminars to assist in the creation of small business in Wisconsin.

Other State Programs
Technology Development grants and loans; Customized Labor Training grants and loans; and Major Economic Development Project grants and loans.

Transportation Economic Assistance (TEA)
This program, administered by the Wisconsin Department of Transportation, provides immediate assistance and funding for the cost of transportation improvements necessary for major economic development projects.

Federal

Economic Development Administration (EDA)

EDA offers a guaranteed loan program as well as public works grant program. These are administered through local units of government for the benefit of the local economy and, indirectly, private enterprise.

US Department of Agriculture – Rural Development (USDA – RD)

The USDA Rural Development program is committed to helping improve the economy and quality of life in all of rural America. Financial programs include support for such essential public facilities and services as water and sewer systems, housing, health clinics, emergency service facilities, and electric and telephone service. USDA-RD promotes economic development by supporting loans to businesses through banks and community-managed lending pools. The program also offers technical assistance and information to help agricultural and other cooperatives get started and improve the effectiveness of their member services.

Small Business Administration (SBA)

SBA provides business and industrial loan programs that will make or guarantee up to 90% of the principal and interest on loans to companies, individuals, or government entities for financing in rural areas. Wisconsin Business Development Finance Corporation acts as an agent for the U.S. Small Business Administration (SBA) programs that provide financing for fixed asset loans and for working capital.

3. Goals, Objectives & Policies

Goals

1. Promote the expansion and stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.

2. Build community identity by encouraging Main Street development.

Objectives

1. Plan for industrial space needs to encourage existing industries to remain and expand in the city, including expansion of the existing industrial park.

2. Ensure that development projects are structured to protect the long-term interests of the City.

Policies

1. Accommodate home-based businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the surrounding areas.

2. Encourage job-training and economic development activities that will foster high-paying jobs for residents and increase skill levels within the local workforce.

3. Use existing TIF districts to foster appropriate development within the city.

4. Work with the County on economic development initiatives.

4. Bibliography

Department of Commerce, County Economic Profile: Juneau County, 2000, Madison

NCWRPC, Economic Diversification Study: Juneau County, Wisconsin, 2003, Wausau

Wisconsin Department of Workforce Development, Juneau County Workforce Profile, 2001, Madison

VII. LAND USE ELEMENT

1. Land Use

A. Background

The City of Elroy covers about 1,090 acres in Juneau County, on the banks of the Baraboo River. The city is at the end of a long flat valley that connects it to the Central Sands area. This is the remnant of Glacial Lake Wisconsin, which occupied this area at the end of the last Ice Age, some 12,000 years ago. The Baraboo valley cuts into the Driftless Area. This unglaciated upland is a thoroughly dissected, hilly area. Steep sandstone escarpments mark the northern and eastern boundaries. Elroy is located at the intersection of STH 82 and 80, which forms the Main Street of the city. Elroy had been a crossroads of railroads as they passed from the flat Central Sands area and passed through a series of tunnels, heading through the Driftless Area toward the Mississippi River. These railroads have been converted to a system of recreational trails.

B. Existing Land Use 2005

Knowing the existing land use patterns within a community is necessary to develop a desired future land use pattern. The Existing Land Use Map was developed using air photos from a countywide flight in 2003, with updates by local residents in 2007. Woodlands represent over a quarter of the area of the city, followed by Open Lands with another quarter, Residential uses at over fifteen percent, and Agriculture with over twelve percent. Commercial represents 6.5 percent, and Industrial more than two percent. Governmental uses account for 4.4 percent of land. Transportation is 3.3 percent and Outdoor Recreation is 1.3 percent. See the Existing Land Use Map.

Table 21 Existing Land Use, 2006

Land Use Type	Acres	Percent
Agriculture	137.6	12.6%
Commercial	70.4	6.5%
Governmental	43.4	4.1%
Industrial	24.4	2.2%
Open Lands	286.6	26.3%
Residential	171.4	15.7%
Outdoor Recreation	14.8	1.3%
Transportation	36.6	3.3%
Water	2	0.2%
Woodlands	303.2	27.8%
Total Acres	1090.4	100%

Source: NCWRPC GIS

C. Future Land Use 2005-2025

The Future Land Use Plan Map represents the long-term land use recommendations for all lands in the city. Although the map is advisory and does not have the authority of zoning, it is intended to reflect community desires and serve as a guide for local officials to coordinate and manage future development of the city.

The Plan groups land uses that are compatible, and separates conflicting uses. To create the Plan, nine basic future land use categories were created. Again, the classifications are not zoning districts and do not have the authority of zoning. However, the preferred land use map and classifications are intended for use as a guide when making land use decisions.

Map 5 Existing Land Use

These land use classifications that are designed to be similar to those embodied in the City's zoning ordinance. A future land use map drawn with the broad categories that can easily be translated into zoning districts. The vision that is embodied in the future land use map can act as a guide for whatever land use controls are implemented.

D. Land Use Classifications

A general description of each land use classification follows:

1. Residential

Identifies areas recommended for residential development typically consisting of smaller lot sizes.

2. Multi-Family Residential

Identifies areas recommended for multi-family residential development, as well as existing multi-family development located throughout the city.

3. Rural Residential

Identifies areas that are recommended for less dense residential development, consisting of larger minimum lot sizes than the residential category. These areas will also allow a mixture of residential uses, and provide a good transition from more dense development to the rural countryside.

4. Commercial

Identifies areas recommended for commercial development, as well as existing commercial establishments located throughout the city.

5. Industrial/ Mixed Use

Identifies areas recommended for industrial development, as well as existing industrial areas located throughout the city.

6. Governmental/Public/Institutional

Identifies existing or planned governmental/public/institutional facilities within the Village, including recreational facilities.

7. Agricultural & Forestry Areas

Identifies areas to be preserved for the purpose of general crop farming or the raising of livestock and areas of large woodlands within the city.

8. Transportation Corridors

Identifies the existing road network along with the recommendations for improved and safe traffic movement in the city, including airports and rail facilities.

9. Preservation & Open Space

Contains sensitive environmental areas, such as 100-year floodplains as defined by the Federal Emergency Management Agency, DNR wetlands, steep slopes of 12 percent or greater, and open water. This could include endangered species habitat or other significant features or areas identified by the city.

Using these categories the Planning Commission participated in a mapping exercise to identify the desired land use. Commission members were asked to indicate their thoughts on a map by drawing shapes or circles to place these different land uses on a map. Specifically, they used their broad knowledge of the city, the series of maps that were prepared as part of the planning process, and their interpretation of the current trends. The goal was to produce a generalized land use plan map to guide the village's growth in the coming decades. The Year 2025 Land Use Plan Map represents the desired arrangement of preferred land uses for the future.

E. Future Land Use Plan Map Overview

The future land use plan map has identified approximately 492 acres in residential and 208 acres for rural residential development, 75 acres in commercial use, and 68 acres in industrial use. Two hundred twenty-six acres of land are set aside for preservation & open space, and 21 acres of land for government/public/institutional development.

The City's Future Land Use Plan (FLUP) envisions a land use pattern within the city limits similar to what currently exists. Most of the floodplain of the Baraboo River and Cleaver Creek through the city is in Preservation & Open Space. There are large concentrations of Residential uses predominate on the north, southwest and southeast sections of the city. There are areas on the southern and western periphery of the city where utility extension is not anticipated that are envisioned for Rural Residential use. Most of the Commercial development is concentrated in the downtown area, with a small Commercial area along STH 80/82 south of Schultz Park, near the junction of 80 and 82; and off of Brooklyn Avenue on the east side of the city. There are three primary industrial areas in the city: around the Walker Stainless plant; east of the intersection of STH 80/82 and STH 71; and near the Hilltop Precision plant east of CTH O.

The Future Land Use Plan also considered the area in the City's extraterritorial area (1.5 miles outside the city limits.) The FLUP shows Preservation & Open Space stretching along the Baraboo River northwest and south of the city, and along the creek to the north of the city. Areas of Rural Residential are along STH 71 and 82 north and west of the city, and a cluster of along STH 80/82 to the south. There is a Residential area surrounding the intersection of STH 71 with CTH PP, and a Commercial area on CTH P between Tracy and Severson Lanes.

Map 6 Future Land Use

Table 22: Land Use Projections

	2000	2005	2010	2015	2020	2025
Residential	171	178	188	197	206	214
Commercial	70	77	89	98	107	118
Industrial	24	27	30	34	37	40

Source: U.S. Census, DOA, NCWRPC

The 493 acres set aside for residential use within the city in the Future Land Use Plan will be double the projected demand by 2020. The 75 acres of land within the city in the FLUP is less than the projected demand for commercial land, however, the 68 acres set aside for industrial use is significantly more than the projected need.

In assessing the sufficiency of land for these land uses it is prudent to look beyond the current boundaries of the city. Overall, in the FLUP there are 285 acres of residential and 675 acres of rural residential in the extraterritorial area of the Towns of Plymouth and Wonewoc and nearly ten acres of commercial. The Towns must absorb their own growth.

In the area of the intersection of STH 80 and 82 north of the city there is a large area of Industrial/Mixed Use intended as an expansion of the City's industrial park. This 160-acre area, because of its ready access to Mauston and the Interstate via STH 82, may be the city's best site for commercial and industrial development. The City has made inquiries about acquiring more land to expand its industrial park in this area, but at this point the property owners have been unwilling to sell. The City is only interested in a willing-seller transaction and has no plans to pursue land acquisition in this area except with the agreement of the property owners.

There is the potential for commercial development in this area as well, especially along the south side of STH 82. Currently in-fill opportunities are available in existing commercial districts, notably along Main Street. Whatever growth in commercial use occurs over the next decade may, in fact, be accommodated largely in underutilized commercial spaces. Although the projections in Table 20 reflect a shortfall of 42-acres for Commercial land use over the next twenty years it is likely that if existing business districts are more fully utilized and land, both inside the city limits and outside, along the State highways north and south of the city are developed it will be more than enough land to accommodate the projected need.

The goal of this land use plan is to balance individual private property rights with the City's need to protect property values community-wide, minimize the conflicts between land uses and keep the cost of local government as low as possible. An essential characteristic of any planning program is that it be ongoing and flexible. Periodic updates to the plan are needed to maintain that it is reflective of current trends.

2. Land Use Controls

A. Zoning

1. City Zoning

The City has general zoning authority. The Zoning Ordinance was adopted in 19__, and the City administers the ordinance. The ordinance provides for a total of six districts, all of these are in use. The Ordinance has three Residential districts, including a Mobile Home Park district, one Business district, an Industrial district, and an Agricultural district.

There is also a Planned Unit Development (PUD) district under which developers or property owners can petition for a zoning change that will allow them to submit a single development plan for a larger tract of land that may contain several structures and land uses. A PUD is "intended to provide for greater flexibility in design and to provide for a combination of uses in a manner compatible to each and to the surrounding environment."

The Ordinance provides for a number of consultations and reviews of a PUD, and criteria that should be used in evaluating these proposals. There are procedures for preliminary and final development plans, time limits for proposal to be completed, and rescinded if not begun in the specified time. If that happens the property reverts to the previous zoning. There are limited circumstances in which the final plan can be modified.

There is also an extensive section on the regulation of adult businesses, which submits these uses to a series of location restrictions, including restriction on the location of any such business in a Residential district, a separation requirements from other specified uses.

The most notable shortcoming is that there is no reference to the City Plan Commission in the Zoning Ordinance. Since the Common Council has the ultimate authority in zoning decisions. One approach to this problem might be to define the role of the Plan Commission in the appropriate section (Sec. 10-5-162) so that references to the Common Council can be interpreted to include the Plan Commission. The duties of the Plan Commission are laid out specifically (Sec. 2-4-5) to conform to the requirements of state statutes.

2. Extraterritorial Zoning

The City of Elroy is surrounded by the Town of Plymouth, with the Town of Wonewoc to the south. Wisconsin statutes grant incorporated municipalities authority to review subdivisions within a one and a half mile extraterritorial area.

The statutes lay out a process by which zoning can be implemented within the extraterritorial area [ss62.23(7a)] that involves the appointment of a joint committee with three representatives from each jurisdiction. Any action by this committee requires a majority vote. Once an agreement is reached, an ordinance covering zoning for the area is adopted. These regulations would be enforced by the City.

B. Annexation

Because the City of Elroy is surrounded by the Towns of Plymouth and Wonewoc, any land annexed by the City will come from the Towns.

Wisconsin's annexation laws generally favors the property owner. Under current law what is called direct annexation [ss60.021(2)(a)] must be initiated by the property owner. From the Town's point of view annexation usually represents a loss of tax-base with no redeeming benefit. Ensuring that the Town's interests are protected in any annexation process is an argument in favor of such an agreement. For the City a boundary agreement can provide for an orderly process.

C. Subdivision Ordinance

The City of Elroy has a Land Divisions Ordinance that was adopted in 19__. The ordinance calls for City approval of all land division. The ordinance also provides for approval procedures, design standards, road dedication, inspections, sureties, and penalties.

The County administers a Road Access and Land Division ordinance, which requires minimum road frontage (40 feet) and a certified survey map for any newly created lot of less than fifteen acres. It also specifies road standards for any road that is to be accepted for dedication as part of any subdivision.

D. Managed Forest Tax Law

Owners of private timberlands can participate in deferred tax programs under Wisconsin tax laws. Voluntary participation in these programs requires that private landowners follow "sound forestry practices" as prescribed in a formal management plan or, as in the case of industrially owned lands, a management commitment. Lands in the Managed Forest Law (MFL) are committed to a management period of 25 or 50 years. Participants in the program have the right to keep some land closed to public use, but some is open to hunting, fishing, cross country skiing, hiking and sightseeing. Some activities not permitted under the law include motorized vehicles, permanent tree stands, picking berries or mushrooms and trapping.

3. Goals, Objectives & Policies

Goals

1. Balance individual property rights with community interests and goals.

2. Plan and develop land uses that create or preserve a varied and unique community.

3. Encourage land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.

4. Promote the redevelopment of land with existing infrastructure and public services and maintain and rehabilitate existing residential, commercial and industrial structures.

5. Promote a quiet and peaceful community with open spaces and scenic landscape.

Objectives

1. Maintain orderly, planned growth which promotes the health, safety and general welfare of residents and makes efficient use of land and of public services, facilities and tax dollars.

2. New development should minimize negative impacts on the natural environment or existing properties.

3. Provide for a mix of land uses within the city.

4. Promote new land development that is consistent with this plan.

Policies

1. Encourage land uses and building locations that minimize the potential for conflicts between existing and proposed land uses.

2. Consider policies incorporating areas of growth or likely annexation into the city.

3. Update existing land use regulations to be consistent with this plan.

VIII. INTERGOVERNMENTAL COOPERATION ELEMENT

1. Background

Elroy City Hall occupies a former bank building on Main Street

Governmental relationships can best be described as "vertical" relationships, such as those between federal, state and local units (county/city/town) and are relatively well established in law. Unfortunately, there is little public policy in Wisconsin law that requires, horizontal governmental relationships such as town to town and municipality to county or town. The result is that towns, municipalities, and counties act more as adversaries than as partners.

Wisconsin Statute s.66.30, entitled "Intergovernmental Cooperation", does enable local governments to jointly do together whatever one can do alone. Typically, intergovernmental cooperation and coordination refers to the management and delivery of public services and facilities. It is also dependent upon a defined geographic area within which cooperation and coordination may be feasible. Often the area is a central city and its surrounding area, or several similar towns. It is a collection of local communities in which the citizens are interdependent in terms of their employment, residence, health, and medical care, education, recreation and culture, shopping and other experiences.

A variety of other factors, some long-standing and some of fairly recent origin, are combining to force citizens and local governments in both urban and rural area to confer, cooperate, and in some cases, to join together in a search for better ways to deliver public services in their respective areas. These factors include:

- population settlement patterns;
- local government structure, finance, and politics;
- high population mobility;
- economic and environmental interdependence; and
- high cost, capital-intensive functions.

Adjoining Units of Government

During the planning process the City of Elroy met jointly with the Towns of Plymouth and Wonewoc. Although this plan was prepared specifically for the City of Elroy, there was an attempt in the plan and in discussions at the joint meetings to emphasize the common interests of the participating local governments. Especially in the matter of Economic

Map 7 Area FLUP

Development the three participating governments saw a common interest in the condition of Elroy's downtown and in the need to protect manufacturing employment in the city.

In preparing a FLUP a map showing the one-and-a-half mile extra-territorial jurisdiction (ETJ) of the City of Elroy was drafted in advance of the joint meeting to give participants an idea of what the City's ideas of land use in the area surrounding the city might be. A map was produced which included the entire area of both townships, and the City of Elroy and the Villages of Wonewoc and Union Center and showing the ETJ of all three incorporated municipalities. It fell to each Town to plan for future land use within its own boundaries, but participants were able to share opinions how land uses should be distributed throughout the area. Although a proposed FLUP that included the ETJ of the City of Elroy was available for them to see, the final decision on future land use within that ETJ was left to the Town that had authority over that area. The FLUP including the city and its ETJ is included in the Plan, as well as a map (Map 7) showing both Towns and all three municipalities.

Future land use for the Village of Wonewoc from the Comprehensive Plan adopted by the Village in 2004 was included. Union Center did not participate, so the area of the village was left blank. In the end the Future Land Use Plan for Plymouth was the product of the Plan Commission members who attended the joint meeting, but it was done with benefit of knowledge of the plans prepared by the City of Elroy and the Town of Wonewoc. Hopefully in the future this will help to foster cooperation between the local governments involved in the joint planning process.

The Elroy Area Fire & Ambulance Association, which also provides ambulance service, is an independent entity providing emergency services to the City, as well as Plymouth and parts of several other Towns.

2. Goals, Objectives & Policies

Goals

1. Encourage coordination & cooperation among nearby units of government.

Objectives

1. Promote communication with other units of government, including the Towns of Plymouth and Wonewoc, the County, the state and federal government.

2. Join together with other units of government to provide services in a more cost-effective manner.

Policies

1. Periodically review existing shared service agreements, and explore additional agreements.

IX IMPLEMENTATION

Background

Implementation of this plan depends on the willingness of local officials, both City and County, to use it as a guide when making decisions that affect growth and development in the City. It is also important that local citizens and developers become aware of the plan.

The tools and techniques recommended to implement the comprehensive plan are as follows:

The City Council should adopt the plan and use it as a guide in decisions that affect development in the City. The City's Plan Commission should become very knowledgeable of the plan and use it when making recommendations to the City Council on development issues.

The City should develop and adopt a town road ordinance concerning minimum acceptable road construction standards as well as a public roadway buffer strip.

The City should encourage citizen awareness of the City's comprehensive plan by making copies available and conducting public informational meetings.

Additional tools and approaches can be utilized by the City to achieve the goals of the plan. These include but are certainly not limited to the following: fee simple land acquisition, easements (purchased or volunteered), deed restrictions, land dedication, and ordinances or programs regulating activities such as impact fees, land division, erosion control, mobile homes, etc.

An essential characteristic of any planning program is that it be ongoing and flexible. Periodic updating of the plan is necessary for continued refinement and course correction in the planning program to insure that it reflects the desires of the Town's citizens.

State law requires that a Comprehensive Plan be updated every ten years. The City should re-examine the Plan, at least every five years, and determine if more complete review is required to bring it into line with changed conditions or altered priorities within the City. Annual amendments to the Plan are one way of ensuring that that changes in local conditions are reflected in the Plan. The release of information from the 2010 Census may provide a useful opportunity to update the data contained in the Plan and assess whether the vision and policies embodied in it are still appropriate to the City's needs. Amendments to the Plan can be enacted as part of that process. In approving amendments to the Plan the same procedure should be followed as in adopting the Plan.

ATTACHMENT A

2000 CENSUS PROFILE

ATTACHMENT B

PUBLIC PARTICIPATION PLAN

ATTACHMENT C

NATURAL HERITAGE INVENTORY MAP