

# TOWN OF WONEWOC

## COMPREHENSIVE PLAN

JUNEAU COUNTY



**Adopted  
December 2009**

**Prepared by:**

**North Central Wisconsin Regional Planning Commission**

## **TOWN OF WONEWOC**

### Town Board

Tim Hartford, Chair  
Evan Roloff, Supervisor  
Richard Lange, Supervisor  
Diane Kelley, Treasurer  
Kathy Retzlaff, Clerk

### Plan Committee

Tim Hartford, Chair  
Evan Roloff  
Bev Larson  
Tom Weber

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

STATE OF WISCONSIN  
Town of Wonewoc, Juneau County

#### SECTION I – TITLE/PURPOSE

The title of this ordinance is the Town of Wonewoc Comprehensive Plan Ordinance. The purpose of this ordinance is for the Town of Wonewoc to lawfully adopt a comprehensive plan as required under s. 66.1001 (4) (c), Wis. stats.

#### SECTION II – AUTHORITY

The town board of the Town of Wonewoc 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 Town of Wonewoc must be in compliance with s. 66.1001 (4) (c), Wis. stats., in order for the Town Board to adopt this ordinance.

#### SECTION III – ADOPTION OF ORDINANCE

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

#### SECTION IV – PUBLIC PARTICIPATION

The town board of the Town of Wonewoc 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.

#### SECTION V – TOWN PLAN COMMISSION RECOMMENDATION

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

#### SECTION VI – PUBLIC HEARING

The Town of Wonewoc 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.

SECTION VII – ADOPTION OF TOWN COMPREHENSIVE PLAN

The town board of the Town of Wonewoc, by the enactment of this ordinance, formally adopts the document entitled Town of Wonewoc Comprehensive Plan Ordinance under pursuant to s. 66.1001 (4) (c), Wis. stats.

SECTION VIII – 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.

SECTION IX – EFFECTIVE DATE

This ordinance is effective on publication or posting.

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

Adopted this 21<sup>st</sup> day of December, 2009.

*[Signatures of Town Board]*

Tom Weber  
Lorely Larson  
Jim Hartford  
Evan E. Rodoff  
Marilyn Hartig

Attest: Katrina Rodoff *[Signature of town clerk]*

# TOWN OF WONEWOC

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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 Town of Wonewoc 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 Statute 60.22(3), and according to Comprehensive Planning in State Statute 66.1001 for Wisconsin.

### **B. 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 October 8, 2007 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.

### **C. Vision Statement**

## **Community Vision Statement**

The Town of Wonewoc offers safe, peaceful, country-style living that provides a special place in which to raise a family. The Town values the uniqueness of its environment: the hills and valleys, the farms and forests that provide residents with a living and a home. The Town of Wonewoc is committed to protecting its agricultural heritage, but supports continuing growth that protects its uniqueness and quality of life.

## **D. Meetings**

### **Meeting 1                      August 27, 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    May 4, 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 Town of Wonewoc consists of background information on the town, including population; age distribution; racial composition; educational attainment; household characteristics; employment statistics; and income levels. This serves as an introduction to the town and a starting point for developing the Town'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

Since 1960 the population of the Town of Wonewoc has decreased by 6.3 percent. The population has increased after a decline of 9.2 percent during the 1960s, rising by over 1.7 percent during the 1990s. The population for the county has increased during this period, growing by over twelve percent during the 1990s.

	1960	1970	1980	1990	2000	1990-2000 % Change	1990-2000 Net Change
<b>Town of Wonewoc</b>	836	759	778	770	783	1.7%	13
City of Elroy	1,505	1,513	1,504	1,533	1,578	2.9%	45
Village of Wonewoc	878	835	842	805	834	3.6%	29
Town of Plymouth	618	759	644	601	639	6.3%	38
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 DOA, the growth trend in the Town of Wonewoc is expected to continue until 2020 when the population is expected to peak at 816. Meanwhile, the county is projected to continue increasing at its current rate until 2015 when the growth rate is expected to slow to four percent per decade.

Year	Town of Wonewoc	Juneau County
2005	774	25,640
2010	811	27,677
2015	815	28,635
2020	816	29,449
2025	804	29,807

Source: Wisconsin Department of Administration

**Figure 1**  
**TOWN OF WONEWOC**  
 Historic Population<sup>1</sup>: 1960-2000  
 Projected Population<sup>2</sup>: 2005-2025

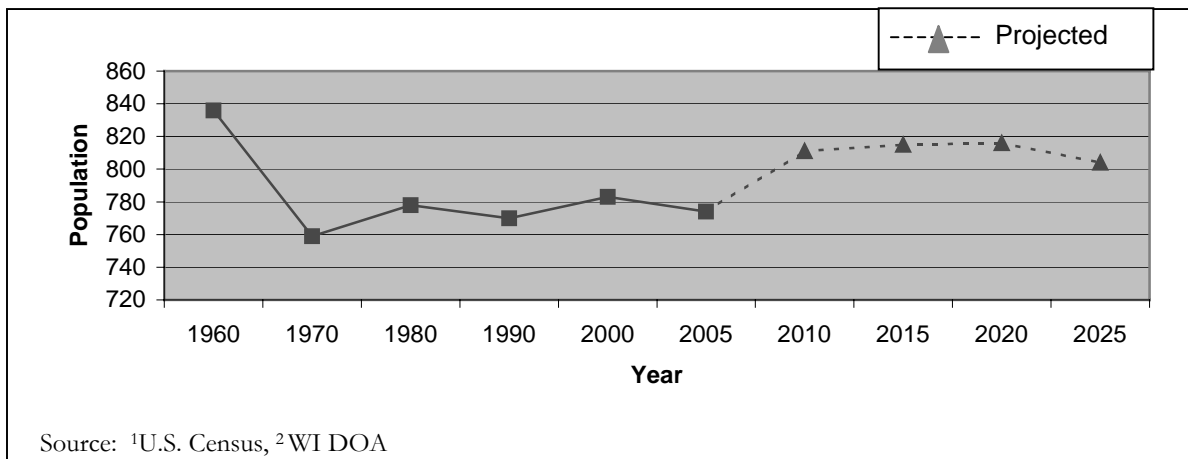


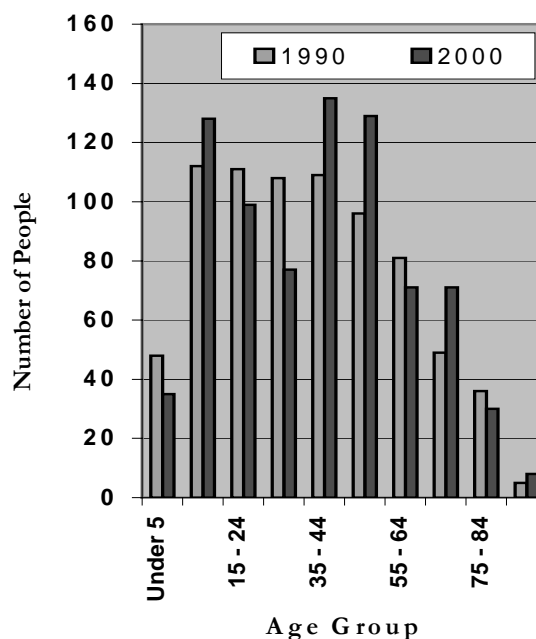
Figure 1 shows population trends in the Town of Wonewoc over a 65-year period starting in 1960. After a sharp population drop during the decade of the 1960s, population began a slow recovery through 2000. After a drop in 2005 there is a projected jump in population by 2010, and then it plateaus through 2020 and declines slightly to 804 persons by 2025.

### 3. Population Characteristics

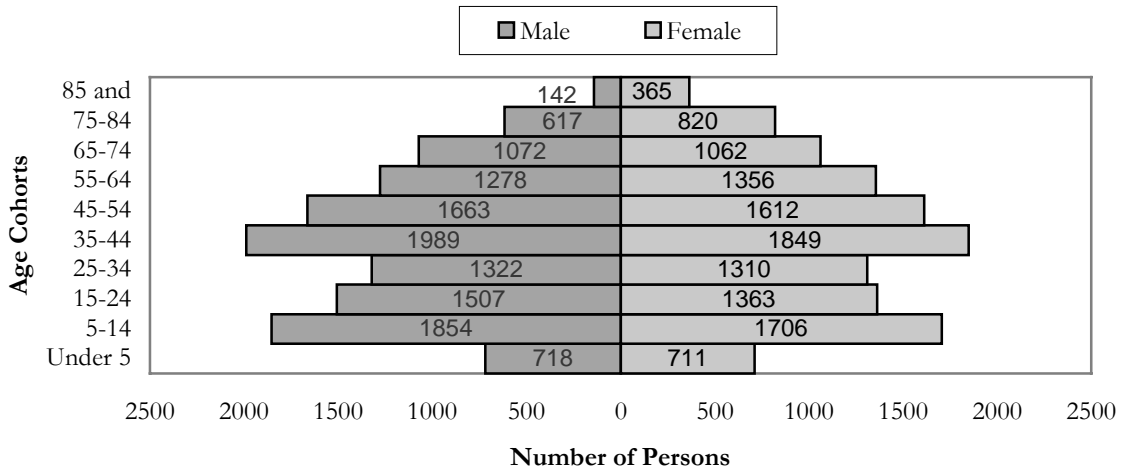
In 2000, the Town of Wonewoc had 397 males and 386 females. In the 2000 U.S. Census all but one person described themselves as white. The median age of Town residents is 38.8 years old. In comparison, Juneau County's median age is 39.4, while the State of Wisconsin's median age is 36.

The dominant image that comes from comparing the numbers of people in the various age cohorts between 1990 and 2000 is the decline in the 25 to 34 age group. Although there was a rise in the 5 to 14 age groups and a small decline in those 15 to 25, those 25 to 34 declined by nearly 29 percent. This likely indicates that a large number of town residents are leaving after receiving their education. Age cohorts between 35 and 44 increased by almost a quarter and those 45 to 54 increased by more than a third, with those 65 to 74 up by 45 percent.

**Figure 2**  
**Age Distribution 1990-2000**

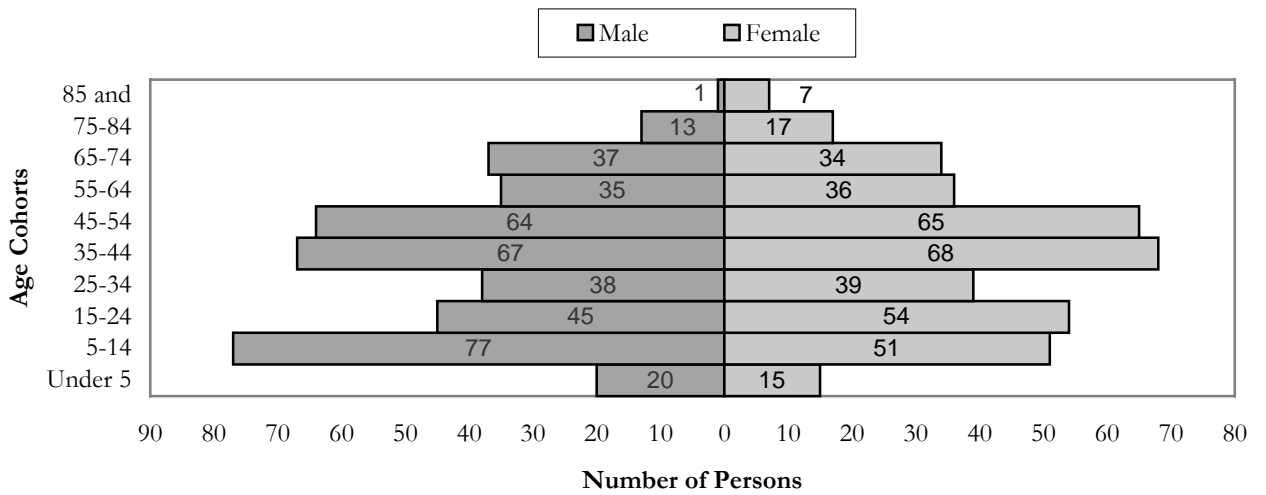


**Figure 3**  
**Juneau County**  
**Male & Female Age Distribution**  
**2000**



Source: U.S. Census

**Figure 4**  
**Town of Wonewoc**  
**Male & Female Age Distribution**  
**2000**



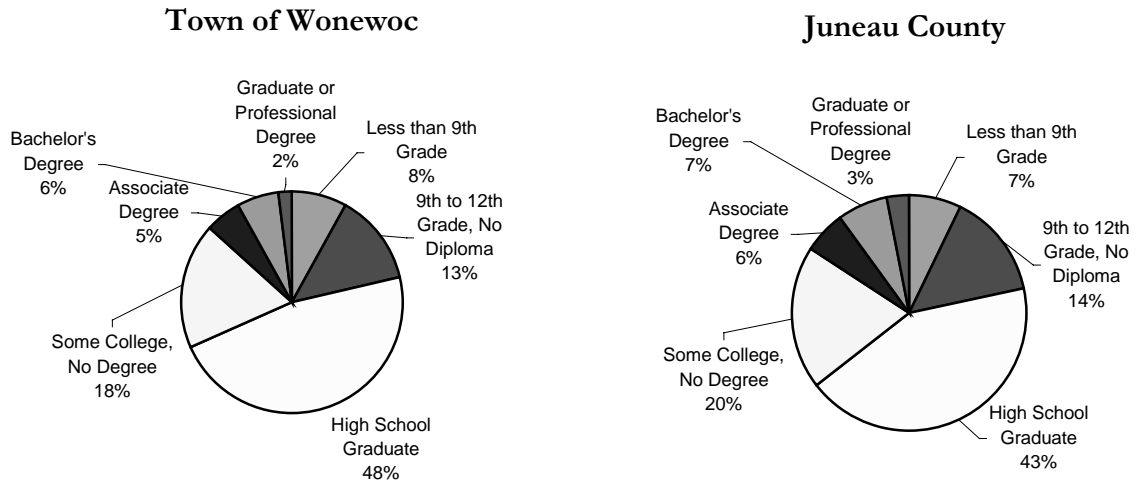
Source: U.S. Census

The population distribution of age and sex illustrated by Figure 4 shows the relatively small number of persons in the 25 to 34 age group. The most notable anomalies is the predominance of males in the 5 to 14 age group.

#### 4. Educational Attainment

Education levels in the Town of Wonewoc are generally similar to Juneau County. Eighty-four percent of residents over 25 have completed high school, while 78.5 percent of county residents are high school graduates. The state rate is 85 percent. For the state 22.4 percent have a bachelor's degree or more, in Juneau County it's ten percent, and in the Town of Wonewoc eight 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

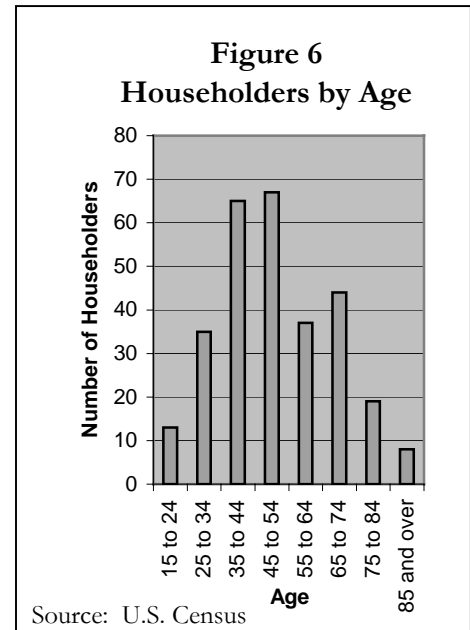
#### 5. Household Characteristics

Married couples make up seventy percent of all households; couples with children under 18 constitute 26.7 percent of households, while single parent households are 7.6 percent. Single person households are 14.6 percent of the total. Over fifty-four percent of householders are between 35 and 64, with the largest concentrations being in the 35 to 44 age group (21.6%) and the 45 to 54 cohort (19.8%). There is also 19.8 percent of householder between 65 and 74 years of age.

The Town of Wonewoc's average household size in 1990 was 2.79 persons, while in 2000 it was 2.72 persons.

<b>Table 3</b>	<b>Households</b>
	Town of Woneuoc
<b>Total Households</b>	288
<b>1. Family households</b>	229
<b>a. Married-couple family</b>	202
<b>i. With</b> own children under 18 years	93
<b>ii. Without</b> own children under 18 years	109
<b>b. Householder without spouse present</b>	22
<b>i. With</b> own children under 18 years	14
<b>ii. Without</b> own children under 18 years	8
<b>2. Nonfamily household</b>	59
<b>a. Householder living alone</b>	42
<b>b. Householder not living alone</b>	17

Source: U.S. Census



## 5. Household Projections

As the size of households decreases throughout the nation and in the Town of Woneuoc it means that the number of households will increase at a higher rate than the population. The number of households is projected to increase by 11.4 percent in the years between 2005 and 2015, more than double the rate of increase during the 1990s. The rate of increase will slow to 5.7 percent during the 2010 to 2020 decade, and continue to grow slowly.

<b>Table 4</b>	<b>Historical Household Count 1980-2000<sup>1</sup></b>							
	<b>Household Projections 2005-2025<sup>2</sup></b>							
Town of Woneuoc	1980	1990	2000	2005	2010	2015	2020	2025
Households	241	276	288	290	313	323	331	332

Source: <sup>1</sup>U.S. Census 1980-2000

<sup>2</sup>WI Dept. of Administration

## 7. Income

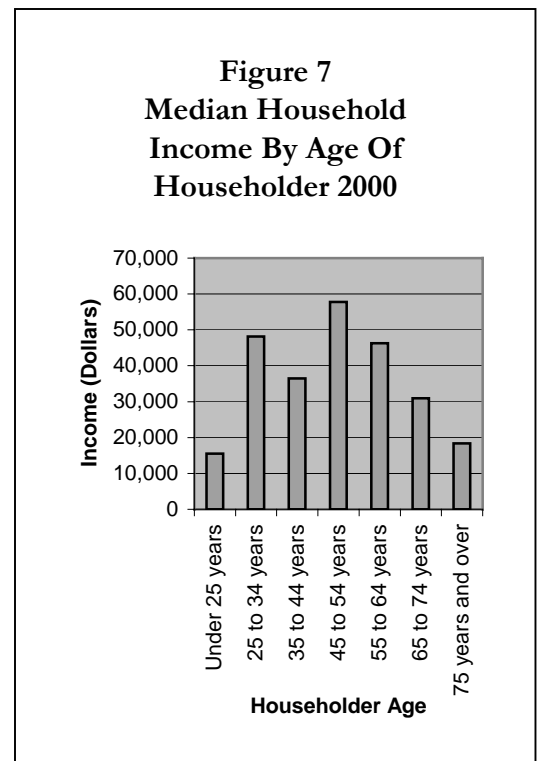
In looking at the income structure of the Town of Woneuoc in 2000 38.6 percent of households in the town made over \$50,000 per year. Still over forty percent of households earn less than \$35,000. The highest median income is in households headed by persons between 45 and 54 with incomes dropping in the older age cohorts.

Median household income for the Town of Woneuoc is slightly higher than the county and most of the surrounding municipalities except Plymouth, but below the median for the state. Interestingly the per capita income in the town is exactly that same as in the Village of Woneuoc, but the median household income is nearly ten thousand dollars higher, indicating larger households and a predominance of families in the Town of Woneuoc.

Annual Income	Households	
Less than \$10,000	21	7.3%
\$10,000 - \$24,999	52	18.1%
\$25,000 - \$34,999	46	16%
\$35,000 - \$49,999	49	17.1%
\$50,000 - \$99,999	91	31.7%
\$100,000 and over	20	6.9%

Source: U.S. Census, SF-3

On a per capita basis Wonewoc compares favorably to all the surrounding communities. Poverty in the Town of Wonewoc is less than half the rate for the county and less than a third the level in the City of Elroy.



Source: U.S. Census, SF-3

	Per Capita Income	Median Household Income	Percent of inhabitants below poverty level
<b>Town of Wonewoc</b>	<b>\$18,666</b>	<b>\$37, 875</b>	<b>4.5%</b>
City of Elroy	\$15,529	\$31,859	14.2%
Village of Wonewoc	\$18,666	\$28,393	9.6%
Town of Plymouth	\$21,996	\$44,271	8.2%
Juneau County	\$17,892	\$35,335	10.1%
Wisconsin	\$21,271	\$43,791	8.7%

## 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

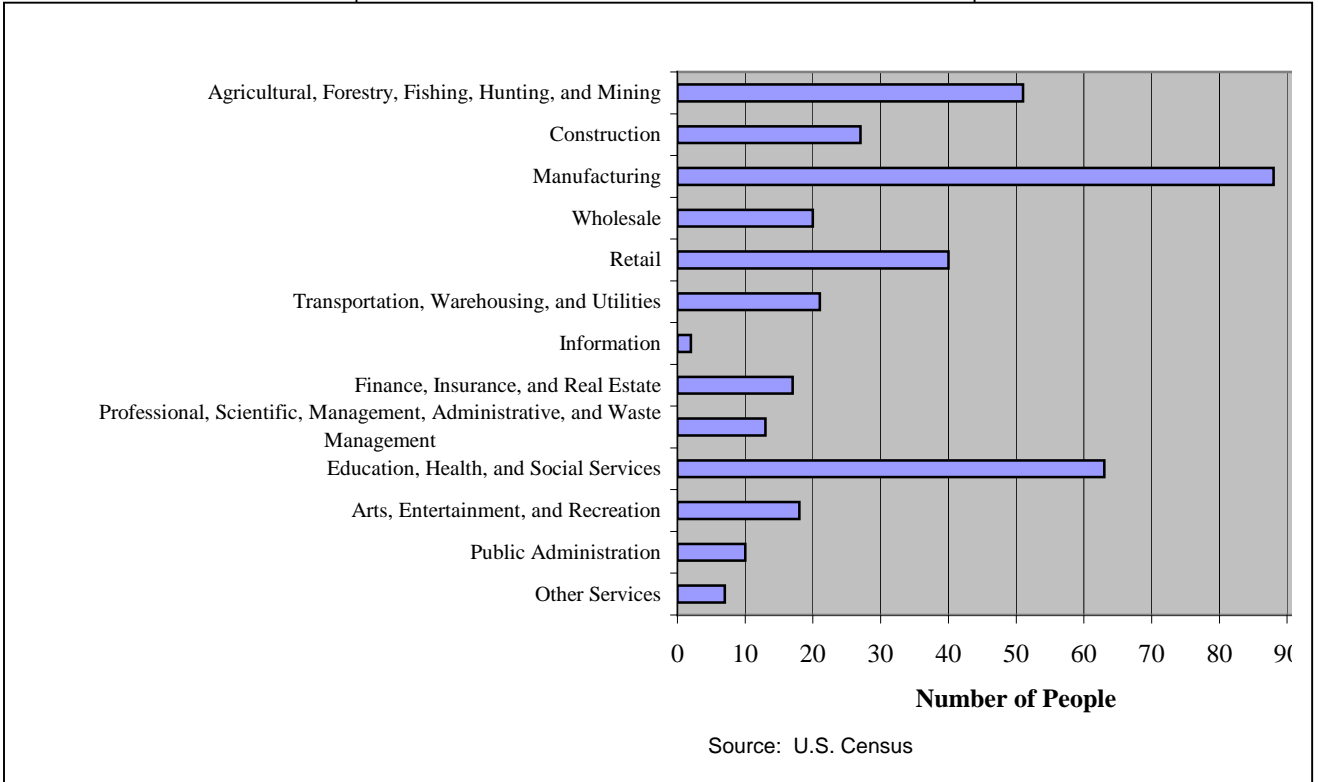
Juneau County wages are below state average in all sectors as shown in Table 8. The County comes the closest to average in agriculture and retail trade. It appears that agricultural wage averages have been declining rapidly in the past five years. Service and transportation / communications sectors wages 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  
Town of Wonewoc, 2000**



The largest single job classification in the Town of Wonewoc is manufacturing, followed by education, health and social services, agriculture, and retail. Construction, transportation, warehousing and utilities, and wholesale are all represented as significant parts of the Wonewoc labor force.

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.

	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 Town of Wonewoc 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 that 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 dendritic, 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 are no non-metallic mining sites in the Town of Wonewoc. At some quarries, dolomite limestone bedrock is blasted and crushed for gravel or ground for agricultural lime.

#### 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.

#### **D. Surface Water**

Surface water covers about 94.7 acres, which is 0.4 percent of the land in town, floodlands cover about 2785.9 acres, which is 12.2 percent of the land in town, and wetlands cover about 2426.6 acres, which is 10.6 percent of the land in town.

The 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. None of the streams or rivers has been designated as trout streams, outstanding or exceptional waters, or wild/scenic rivers.

#### **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.

Map 2 Natural Resources

Glacial lake and outwash deposits make up an aquifer that is the major source of ground water for private water supplies in the northern two-thirds of Juneau County. This aquifer is thickest (50-100 feet) along the Wisconsin River. In this area yields of about 500-1,000 gallons per minute can be expected. West of the Wisconsin River in a band several miles wide, yields of between 50-500 gallons per minute could be expected. (USGS 1971).

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 Wonewoc 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.

## **F. 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.

## **G. 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.

## **H. 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 needs 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.

## I. Rare Species & Natural Communities

The Town of Wonewoc has five sections with occurrences of terrestrial plants, animals, and natural communities from common to critically endangered:

Five sections with terrestrial occurrences

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

According to the *Wisconsin Land Use Databook*, the Town of Wonewoc is almost 63.1 percent agricultural. According to this document, 10.7 percent of the town's total land (35.8 square miles) is used for row crops, 40.8 percent is used for foraging, and 11.5 percent is grassland. The report also found that 27.1 percent of the town was in forest cover and 9.3 percent is wetlands.



In terms of farming trends, the town lost 2.3 percent of farmland acres on tax rolls between 1990 and 1997. According to the report there were 86 farms, 35 of which were dairy farms in 1997. Since then, although little land has gone out of agriculture, there has been consolidation of operations. There are currently only about four dairy farms operating, and most of the cash-cropping is done by three or four large operators on rented land.

Prime farmland is one of several kinds of important farmland defined by the U.S. Department of Agriculture, and is of major importance in meeting the Nation's short and long range needs for food and fiber. Prime Farmland is the land that is best suited to food, feed, forage, fiber, and oilseed crops. It may be cultivated land, pasture, woodland, or other land, but it is not urban land or water areas. Prime farmland produces the highest yields with minimal expenditures of energy and economic resources, and farming it results in the least damage to the environment. Adequate and dependable supplies of moisture from precipitation or irrigation are available. The temperature and growing season are favorable,

and the level of acidity or alkalinity is acceptable. Prime farmlands have few or no rocks and are permeable to water and air. It is not excessively erodible or saturated with water for long periods and is not frequently flooded during the growing season. The land slope on these lands ranges mainly from 0 to 6 percent.

The Town of Wonewoc has 5545.2 acres of prime farmland, which is 24.3 percent of the total land area of the town.

### **3. Cultural Resources**

#### **A. Brief community history**

Until 1853 Wonewoc was part of Sauk County. The Town of Wonewoc was organized in 1856. In 1859 Wonewoc was the birthplace of Belle Case LaFollette, wife of Governor and Senator Robert M. LaFollette Sr. and mother of Governor Phillip LaFollette and Senator Robert M. LaFollette Jr. A year later Dode Fisk was born in Wonewoc. He went on to become a famous circus animal trainer. George Willard built a dam and lumber mill on the Baraboo River, around which grew the village of Wonewoc. Dalando Pratt bought the dam and mill and constructed a grist mill nearby. This was later joined by a flour mill.

The coming of the railroad in 1872 changed life in the town. Daily service to Elroy and Baraboo removed the need for travel by boat, which was complicated by the proliferation of milldams on area streams. This also opened up a transportation outlet for the towns agricultural output. Throughout its history Wonewoc has been a rich environment for farming, as evidenced by the number of Century Farms, including the 160 acres acquired by Micaja Bell in 1855, recognized as one of the few sesquicentennial farms in Juneau County.

#### **B. Historical buildings, archeological sites**

There are no Buildings or sites on the National Register of Historic Places in the Town of Wonewoc. However there is one on the Architectural History Inventory, Millard's Prairie Community Church.

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.

There are eleven Century Farms in Wonewoc:

- Micajah Bell, N504 Bell Loop Road
- Everette & Eleanor Brockman, RR 2 Box 161
- Mary Henry, RFD 2 Box 74
- Richard & Donna Rick, W10135 Rick Road
- Ring Brothers, W9471 Hastings Road
- James & Selma Rogers, RR 2

- Thomas & Ramona Rogers
- Roland & Deborah Schultz, R 2 Box 121

In celebration of Wisconsin's agricultural heritage, long time farm and homeowners are encouraged to register for Century Farm status. To qualify as a Century Farm the property must be proven to have been in continuous family ownership for the past 150 or 100 years. No farms are listed as Century Farms in town.

#### **4. Goals, Objectives & Policies**

##### **Goals:**

1. Protect natural areas, including wetlands, floodplains, wildlife habitats, ponds, woodlands, open spaces and groundwater resources.
2. Protect economically productive areas, including farmland and forested areas.
3. Preserve cultural, historic and architectural sites.

##### **Objectives:**

1. New development in the Town should not negatively impact natural resources.
2. Minimize impacts to the Town's natural resources from non-metallic mining.
3. Encourage and support the preservation of natural open spaces that minimize flooding in lowland valleys.
4. Promote development that minimizes groundwater impacts from on-site septic systems and other sources.

##### **Policies:**

1. New development should be discouraged from areas shown to be unsafe or unsuitable for development due to flood hazard, potential groundwater contamination, loss of farmland, highway access problems, incompatibility with neighboring uses, etc.
2. Discourage the draining or filling of wetlands.
3. Existing agricultural uses and buildings should be taken into consideration when locating new development to avoid conflicts
4. Preserve productive farmland for long-term agricultural uses.

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

## 5. Bibliography

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### III. HOUSING ELEMENT

#### 1. Housing Stock

##### A. Total Housing Units

The housing stock in the Town of Wonewoc is generally adequate for the needs of the community. The 1990 Census indicates that there were 306 housing units in the town. All but four of these units had complete plumbing facilities, and none lacked complete kitchen facilities. Five units lacked plumbing and two lacked kitchen facilities by 2000. In 2000, there were 312 housing units in the town, an increase of six since 1990, a less than two percent increase. This compares to a 1.7 percent increase in population in the town and an eight percent increase in housing units for the county during the decade.

##### B. Year Built

The housing stock in is Wonewoc significantly older than the county’s or the state’s, comparable to the housing stock in Plymouth. Nearly half of buildings are more than 45 years old, higher than for either the county (36%) or the state (43.7%). Eight percent were built in the 1940s or 1950s. Structures built in the 1960s and 1970s are below Plymouth, the county and state percentages. Nearly thirty percent of housing units have been built since 1980, less than for the county but more than the state. The 1990s were a period of the growth, when 73 housing units were built.

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

Year built	Town of Wonewoc		Town of Plymouth		Juneau County		State of Wisconsin	
Before 1939	129	41.3%	117	39.5%	2,842	23.0%	543,164	23.4%
1940-1959	25	8%	36	12.2%	1,610	13.0%	470,862	20.3%
1960-1979	65	20.8%	82	27.7%	3,633	29.4%	667,537	28.8%
After 1980	93	29.8%	61	20.7%	4,285	34.6%	639,581	27.5%
Total	312	100%	296	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 252 they constitute 80.8 percent of the housing stock. Manufactured and mobile homes account for sixteen percent of housing units, lower than the percentage for the county (22.3%) and more than double the percentage for the state. 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. Over time these structures became larger and often located permanently, either in a mobile-home park or on an individual lot.

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 overwhelming (84%) norm in the Town of Wonewoc. This is fairly typical for a rural area, and exceeds the rate for the county (78.9%) and for the state (68.4%). There were only 46 renters in the town in 2000. Residents of Wonewoc tend move at slower rate as others in Juneau County. Approximately 38 percent of town residents have lived in the same home for more than twenty years, similar to the Town of Plymouth, but higher than the county and state.

**Table 11 Housing Tenure by Jurisdiction, 2000**

Tenure	Town of Wonewoc		Town of Plymouth		Juneau County		State of Wisconsin	
Over 30 years	48	16.7%	44	18.6%	1,053	10.9%	229,063	11.0%
21 to 30 years ago	61	21.2%	41	17.9%	1,189	12.3%	222,015	10.7%
11 to 20 years ago	36	12.5%	56	23.7%	1,701	17.5%	323,813	15.5%
10 years or less	143	49.7%	95	40.2%	5,753	59.3%	1,309,653	62.8%
Total	288	100%	236	100%	9,696	100%	2,084,544	100%

Source: US Census Bureau & NCWRPC

#### E. Value

**Table 12 Median Value of Structures by Jurisdiction, 2000**

Municipality	Median home value	% of state Median value
<b>Town of Wonewoc</b>	<b>\$74,000</b>	<b>65.9%</b>
Town of Plymouth	\$91,400	81.5%
City of Elroy	\$58,300	51.9%
Juneau County	\$71,200	63.5%
State of Wisconsin	\$112,200	100%

Source: US Census Bureau & NCWRPC

Median home value in the Town of Wonewoc is higher than the median value for the county, but lower than the Town of Plymouth. The indication from the Census are that 13.4 percent of homeowners and nearly thirteen percent of renters spend more than thirty percentage of their income on housing, compared to 17.1 percent of homeowners and 28.5 percent of renters in the county and seven percent of homeowners and 32.3 percent of renters for the state.

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 \$8.40 per hour to afford the two-bedroom apartment. For a worker earning minimum wage this means working 65 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 312 housing units in the town 288 were occupied, while 30 (9.4%) were vacant. Seventeen units, 5.3 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 town has increased by 14 since 1990. The number of vacant houses is up from 27 in 1990.

## **2. 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 Town of Wonewoc the average household size in 2000 was 2.72 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.

### **B. Projections**

Population growth in the Town of Wonewoc declined sharply (by 9.2%) during the 1960s then grew by 3.1 percent over the next thirty years. DOA projects that Wonewoc will grow by 21 residents, or 2.7 percent, by 2025. At current household size this would lead to eight

new housing units in the town. In an estimate of the 2006 population of the town DOA says there are currently 797 residents, higher than the projection for 2005 by 23. If the twenty-year growth trend (1980-2000) is projected forward this would yield an increase of six by 2025. Based on current household size this would mean two new housing units. If the fifteen-year trend from 1990 through the estimated 2005 population is projected to 2025 it would yield an increase of 51, or 6.5 percent. This would mean nineteen new housing units in the town.

	2000	2005	2010	2015	2020	2025
Dept. of Administration	783	774	811	815	816	804
Twenty-year growth rate	783	784	786	787	788	789
15-year trend (1990-2005)	783	<b>797</b>	806	815	825	834

Source: U.S. Census, DOA, NCWRPC

It seems unlikely that the slow growth rate of the last twenty years will continue. Although the estimated population for 2005 is higher than what is projected by DOA for that year in 2015 both projection produce the same population. It seems likely that the DOA projection is accurate.

### **3. 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.

#### **4. Goals, Objectives & Policies**

##### **Goals:**

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

2. Discourage residential development in unsuitable areas.

**Objectives:**

1. Ensure that local land use controls and permitting procedures do not discourage or prevent the provision of housing opportunities consistent with the rural character of the community.
2. Direct residential development away from existing agricultural uses and buildings to avoid conflicts.

**Policies:**

1. Restrict the location of new development in areas that are shown to be unsuitable for specific uses due to septic limitations, flood hazard, groundwater pollution, highway access problems, etc.
2. The Town should work with landowners to encourage housing in accordance with this plan.

## **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, air, or water transportation service within the township. There are no water transportation facilities in the area. The Town of Wonewoc 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 Town of Wonewoc 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 Town of Wonewoc Comprehensive Plan, because the policies are based upon the transportation needs outlined in TransLinks 21. There are no TransLinks 21 projects identified in Wonewoc.

### 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 Town of Wonewoc, 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 Town of Wonewoc’s minor arterials are State Highways 80, 82 and 33, and CTH G and FF are major collectors, and the remaining 53.9 miles of roads in the town are local.

The Town of Wonewoc road network consists of roughly 10.9 miles of state highways, 12.72 miles of county highways, and 53.87 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  
Town of Wonewoc 1980-2004

	1980	1983	1989	1995	1998	2004	% Change 1980-2004
Site 1	2,370	3,350	3,900	4,600	5,800	3,500	47.7%
Site 2	2,680	2,800	3,280	5,000	3,900	4,100	53%
Site 3	2,530	2,950	2,920	3,500	3,700	2,500	-1.1%
Site 4	230	270	100	460	420	---	82.6%*
Site 5	520	460	300	360	360	470	-9.6%

Source: Wisconsin Highway Traffic Volume, Department of Transportation

Site 1: STH 80/82 south of Elroy

Site 2: STH 80/82/33 west of Union Center

Site 3: STH 33 west of the Village of Wonewoc

Site 4: CTH G \* 1980-1998

Site 5: CTH FF

Annual average daily traffic counts (AADT) are measured and calculated every three years by the Department of Transportation (DOT) for five areas of the town. Monitoring these counts provides a way to gauge how traffic volume is changing in Wonewoc. Traffic levels in Wonewoc don't follow a clear pattern. The greatest increase in traffic has been on CTH G, while traffic on state highways south of Elroy and west of Union Center has increased. Traffic on STH 33 near the Village of Wonewoc actually decreased slightly over the period, although between 1980 and 1998 there was a 46 percent increase in traffic.



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 Town of Wonewoc 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 Town of Wonewoc is at the center of one of the state's most concentrated areas of bicycle paths. 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 Wonewoc 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. There are several private landing strips in the town.

Three Castles Airpark (4D1) has two runways, is located one mile north-west of the Village of Wonewoc, and is open to the public. Runway #10 is 2740 x 90 feet, and has a turf surface. Runway #28 is 2740 x 90 feet, and also has a 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 Town of Wonewoc, 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.

## **2. Goals, Objectives & Policies**

### **Goals:**

1. Provide an efficient and economical transportation system that affords mobility, convenience and safety.

### **Objectives:**

1. Support and maintain a safe and efficient Town road system.
2. The Town should work with the County on any projects that affect the town.

### **Policies**

1. Utilize WISLR application 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. Control roadway access along the existing Town road network to increase safety and preserve capacity.
4. Widen and improve existing roads before constructing new roads.

## **3. Bibliography**

WDOT – Bureau of Planning, Corridors 2020, 1988, Madison, WI

WDOT – Bureau of Planning, TransLinks 21, 1994, Madison, WI

WDOT – Bureau of Planning, Connections 2030, *in process*, Madison, WI

WDNR – Bureau of Parks and Recreation, State Trails Network Plan, 2001, Madison, WI

Map 3      Transportation & Community Facilities

## V. UTILITIES & COMMUNITY FACILITIES ELEMENT

### 1. Inventory

As a primarily rural town relatively few utilities exist. There is no sanitary sewer, storm water systems, water supply, wastewater facilities, power plants, health care facilities, or libraries. The Town is located in the Wonewoc-Union Center School District, although some students attend the Royall School District, and a few are in the Hillsboro School District. The Town is in the Western Wisconsin Technical College District.

The Town is a member of three fire association: Elroy, Hillsboro and Wonewoc. Parts of the town call on the Elroy and Hillsboro departments, but the bulk of the town is served by the Wonewoc Fire & Ambulance Association, which provides fire and ambulance service. There is a chief and twenty-three volunteers in that department and sixteen EMTs operate the ambulance. The Fire Association owns four fire engines, and one pick-up truck, all of which, including the ambulance are based at the Village of Wonewoc Fire Hall.

Community facilities include a Town Hall. There is a shop attached to the Town Hall that houses the equipment for road maintenance, as well as a garage adjacent where heavy equipment is stored. The Town owns the following road equipment: two dump trucks (International, 2000), two tractors (John Deere, 2003 & 2005) and a grader (Motor Grader, 2002).



*Town Hall & Garage*

Residents can bring their garbage to the County Landfill and there is a transfer station at the town hall that town residents can use for garbage disposal and recycling. A dumpster is provided at the town hall for a spring clean-up.

Electric service is provided by Alliant, with some outlying areas served by Oakdale Electric Co-op. Phone service in most of the town comes from CenturyTel. Limited DSL Internet lines are available depending on the distance from the City of Elroy. See the Transportation & Community Facilities Map 3.

### 2. Goals, Objectives & Policies

#### Goals:

1. Continue to provide ambulance, volunteer fire and first responder services to residents.

## **Objectives**

1. Consider the potential impacts of development proposals on groundwater quality and quantity.
2. Share equipment and services across Town boundaries, where possible.

## **Policies:**

1. Work with adjoining Towns, the County, the State, and individual landowners to maintain current water quality standards.
2. Encourage recycling by residents.
3. Encourage the County and State to maintain and improve recreational trails within the town.

## VI. ECONOMIC DEVELOPMENT ELEMENT

### 1. 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 Town of Wonewoc. 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.

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 Madison and 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 historically found Juneau County's location to their liking. But this transportation linkage has not only impacted employers, but the ability of employees to commute as well.

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 and a wider variety of skills than a "one-industry focus" community. Furthermore, 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 growth in the total number of jobs within the county over the last twenty years.

**Table 15: Labor Force and Unemployment Trends, Juneau County, 1980 to 2000**

	1980	1990	2000	Change 80-00	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: US Census

Despite progress in creation of new jobs and expanding the labor force from 1980 to 2000, the number of the unemployed is growing. Juneau County has a higher unemployment rate than the state's rate of 4.7 percent. Though total employment has increased over the last twenty years, employment has not increased in every industry sector of the economy. Table

16 provides an inventory of the types of industry in Juneau County and their respective numbers of employees and firms.<sup>1</sup>

**Table 16: Employees and Firms by Industry, Juneau County, 2000**

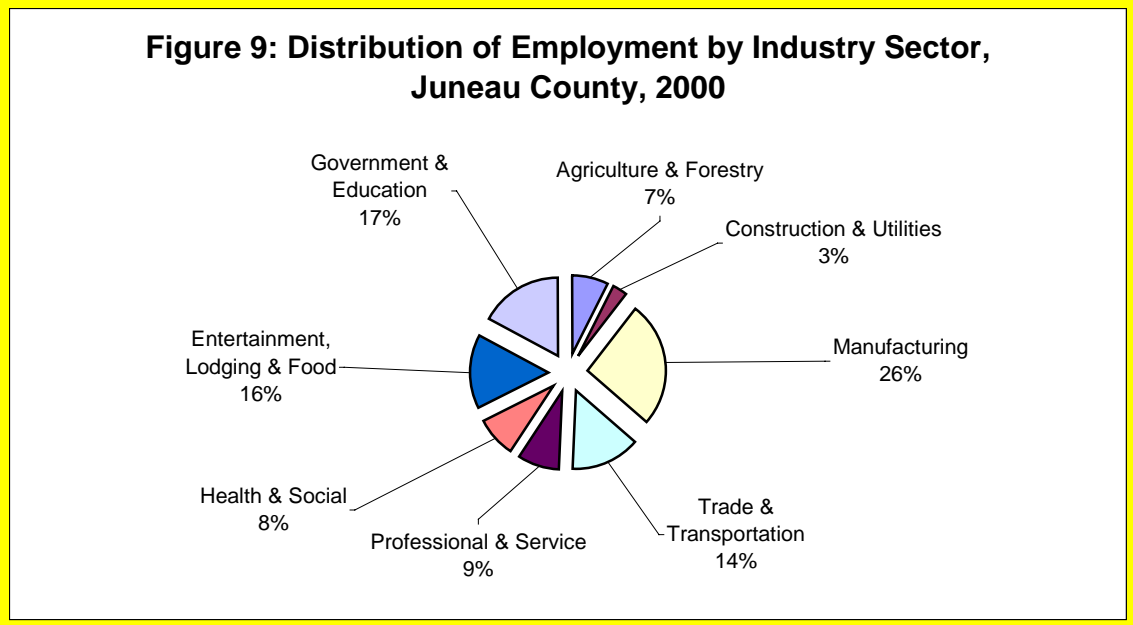
Industry Name	Employees	Firms	Percentage of Total
Agriculture, Forestry, Fishing, and Hunting	842	658	7.43
Mining	10	2	0.09
Utilities	3	1	0.03
Construction	340	73	3.00
Manufacturing	2,671	47	23.57
Wholesale Trade	156	17	1.38
Retail Trade	1,116	99	9.85
Transportation and Warehousing	333	39	2.94
Information	69	11	0.61
Finance and Insurance	184	29	1.62
Real Estate and Rental and Leasing	36	13	0.32
Professional, Scientific, and Technical Services	195	31	1.72
Management of Companies and Enterprises	16	5	0.14
Administrative and Support and Waste Management and Remediation Services	125	25	1.10
Educational Services	6	2	0.05
Health Care and Social Assistance	925	47	8.16
Arts, Entertainment, and Recreation	96	15	0.85
Accommodation and Food Services	1,665	96	14.69
Other Services (except Public Administration)	350	77	3.09
Government, Schools, Public Administration	2,195	NA	19.37
Total	11,333	1,288	100

Source: US Census, County Business Patterns

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 are indicative of 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 9 summarizes the allocation of workers in Juneau County by industry. It is clear that manufacturing comprises a substantial portion of Juneau County's employment.

<sup>1</sup> The number of employees in this table varies from the county numbers in Tables 18 and 19. The figures in Table 16 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.

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



Source: US Census

Areas of rapid employment growth in the US during the 1980 to 2000 period include: forestry, water transportation, transportation services, non-durable goods, building materials, hardware stores, garden supply, manufactured home dealers, home furniture & equipment stores, miscellaneous retail, security & commodity brokers, holding & investment offices, hotels, camps, lodging, business services, auto repair, miscellaneous repair shops, amusement & recreation, educational & social services, museums & art galleries, and legal services. Areas of employment decline during the same period include: leather products, membership organizations, insurance agents, brokers, eating and drinking places, general merchandise stores, apparel & other finished products made from fabric, and metal & coal mining.

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 involved 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.

Most people are employed by small business. It is significant that the third, fourth and fifth largest employment categories (as shown in Table 17) are occupations that involve a large

number of firms. Much of the job growth in the future is likely to be in these industries and in these kinds of small enterprises.

**Table 17: Major Employers; Firms with 250 or More Employees, Juneau County, 2003**

Employer Name	Industry
Hess Memorial Hospital	Health-care
Walker Stainless Equipment	Manufacturing
Sandridge Treatment Facility	Health-care
Mauston Public Schools	Education
County of Juneau	General Government
New Lisbon Correctional Institution	Prison
Parker Hannifin	Manufacturing
Necedah Public School	Education
Freudenbergnok (Farnum/Meillor)	Manufacturing
Wisconsin Dept. of Military Affairs	Volk Field
U.S. Department of Defense	Volk Field

Source: Department of Workforce Development



*The Merrick Company, although located within the boundaries of Union Center, is adjacent to the Wonewoc Town Hall and is an economic driver in the Town.*

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.

### **C. Employment**

The particulars of the labor force within the Town of Wonewoc can be gleaned from the Census. The most notable fact is that most residents work outside of the town. Eighty-one people work in the town, and 284 (78%) workers leave the town. Nearly forty-two percent leave the county for their work. Ten percent of resident work at home. This compares to the Town of Plymouth where 77.3 percent of workers leave the town and 15.3 percent leave the county, and 9.6 percent work at home. In the Village of Union Center 71 percent leave the village and 38.5 percent of workers leave the county for their jobs.

More than a quarter of workers, who do not work at home, commute between fifteen and thirty minutes to get to their jobs. Nearly half have a commute less than fifteen minutes and

Map 4 Trails Map

twenty-one percent travel between half an hour and an hour to get to work. Ten workers travel for more than an hour to reach their jobs.

**Table 18: Resident Occupation 2000**

Occupation	Town of Wonevoc		Town of Plymouth		Juneau County		State of Wisconsin	
	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage
Management/professional	101	26.8%	106	32.4%	2,515	22.2%	857,205	31.3%
Service	49	13%	37	11.3%	2,034	17.9%	383,619	14%
Farming/forestry	8	2.1%	15	4.6%	179	1.6%	25,365	0.9%
Sales/office	78	20.7%	59	18%	2,494	22%	690,360	25.2%
Construction	34	9%	27	8.3%	1,110	9.8%	237,086	8.7%
Production/transportation	107	28.4%	83	25.4%	3,001	26.5%	540,930	19.8%
Total	377	100%	327	100%	11,333	100%	2,734,925	100%

Source: US Census Bureau & NCWRPC

Table 18, above, shows the occupation of workers in the Town of Wonevoc and compares it with those in the Town of Plymouth, Juneau County, and the state as a whole. The percentage of those in management or the professions is lower than Plymouth and the state, but higher than the county. The percentage of workers in service jobs is slightly higher than in Plymouth and slightly lower than the state, but considerably lower than the county. The percentage of workers in agriculture & forestry is half of Plymouth, but above the county and double the rate for the state. The percentage of sales and office workers is higher than Plymouth, but lower than the county or the state. Construction workers are a higher percentage of the labor force than in Plymouth or the state, but lower than the county. The percentage of production and transport workers is only slightly above the level for the county or for Plymouth, and significantly higher than the level of the state.

**Table 19: Industry by Jurisdiction, 2000**

Industry	Town of Wonevoc		Town of Plymouth		Juneau County		State of Wisconsin	
	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage
Agriculture/forestry/mining	51	13.5%	50	15.3%	602	5.3%	75,418	2.8%
Construction	27	7.2%	22	6.7%	757	6.7%	161,625	5.9%
Manufacturing	88	23.3%	87	26.6%	2,789	24.6%	606,845	22.2%
Wholesale trade	20	5.3%	4	1.2%	258	2.3%	87,979	3.2%
Retail trade	40	10.6%	24	7.3%	1,423	12.6%	317,881	11.6%
Transport/warehouse/util.	21	5.6%	12	3.7%	623	5.5%	123,657	4.5%
Information	2	0.5%	9	2.8%	90	0.8%	60,142	2.2%
Finance/insur./real estate	17	4.5%	11	3.4%	379	3.3%	168,060	6.1%
Professional/management	13	3.4%	15	4.6%	393	3.5%	179,503	6.6%
Education/health/soc.serv	63	16.7%	49	15%	1,702	15%	548,111	20%
Arts/enter./accom/food serv.	18	4.8%	13	4%	1,369	12.1%	198,528	7.3%
Other service	7	1.9%	20	6.1%	390	3.4%	111,028	4.1%
Public administration	10	2.7%	11	3.4%	558	4.9%	96,148	3.5%
Total	377	100%	327	100%	11,333	100%	2,734,925	100%

Source: US Census Bureau & NCWRPC

Manufacturing is the most common industry in which workers are involved. The percentage of workers in manufacturing is lower than the level in Plymouth and the county, but higher than the state. Workers in education, health-care and social service are a higher percentage of the workforce than in Plymouth and the county, but lower than the state. Employment in agriculture and forestry is lower than Plymouth, but more than double the level for the county, and four-time the state, as might be expected in a rural town. Retail trade occupies a higher percentage of the workforce than Plymouth, but lower than the county or state. Construction employment is higher than in Plymouth, the county or state. The five percent of workers in wholesale trade is higher than the state, double the county, and more than four-time the level in Plymouth. Arts, entertainment, accommodation and food service employment is higher than in Plymouth, but lower than the state level, and less than half the county level. Professional and management jobs are roughly the same as the county, but lower than Plymouth or the state.

#### **D. SWOT**

##### **Strengths:**

- Good farmland
- Natural beauty
- Rural character – strong agricultural tradition
- Outdoor Learning Center
- Green space – recreational opportunities
- Pleasant Ridge

##### **Weaknesses:**

- Declining school enrollment
- Limited job opportunities
- Lack of nearby shopping

## **2. 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, such as Wonewoc. 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. Encourage the expansion and stabilization of the current economic base.
2. Discourage commercial and industrial development in unsuitable areas.

### **Objectives:**

1. Encourage businesses that are compatible in a rural setting.

### **Policies:**

1. Accommodate home-based businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the surrounding areas.
2. Seek to minimize conflict between agricultural operations and nearby residential uses.

## **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 Town of Wonewoc covers about 28,851 acres in Juneau County. The Town encompasses roughly one township, although the Villages of Union Center and Wonewoc both occupy part of the town. Wonewoc is located on the northeastern edge of the Driftless Area, a part of the state that has never been glaciated.

#### B. Existing Land Use 2005

Knowing the existing land use patterns within a town 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 43.3 percent of the area, and Agriculture occupies 43.5 percent of the land area of the town. Open Lands are ten percent, and Commercial, Governmental, Outdoor Recreation and Industrial are all under one percent of the total each. Residential uses are 1.6 percent. See the Existing Land Use Map.

In general, woodlands are scattered through most of the town. Because of the deeply incised landscape agriculture tends to exist on hilltops and valley bottoms while woodlands occupy many of the steeper slopes.

Residential development tends to be widely scattered, distributed along the major roadways, and located near the Villages of Union Center and Wonewoc and the City of Elroy.

#### C. Future Land Use 2005-2025

The Future Land Use Plan Map (FLUP) represents the long-term land use recommendations for all lands in the town. 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 town.

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.

<b>Land Use Type</b>	<b>Acres</b>	<b>Percent</b>
Agriculture	9,927.7	43.5%
Commercial	12.5	0.05%
Governmental	5.3	0.03%
Industrial	16.3	0.07%
Residential	375.3	1.6%
Outdoor Recreation	16.29	0.07%
Transportation	181.9	0.8%
Scattered Woodlands	958.9	4.2%
Open Lands	2,325.8	10.2%
Woodlands	8,912.3	39.1%
Water	71.8	0.4%
<b>Total Acres</b>	<b>22,804.8</b>	<b>100%</b>

Source: NCWRPC GIS

Map 4 Existing Land Use

These land use classifications that are designed to be similar to those embodied in the Town'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. 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.

**3. Commercial**

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

**4. Industrial**

Identifies areas recommended for industrial development

**5. Governmental/Public/Institutional**

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

**6. Agricultural Areas**

Identifies areas to be preserved for the purpose of general crop farming or the raising of livestock.

**7. Forestry Areas**

Identifies areas of large woodlands within the Town.

## 8. Transportation Corridors

Identifies the existing road network along with the recommendations for improved and safe traffic movement in the town, 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 Town.

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 town, 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 town'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 18,090 acres of land for agriculture, 2,720 acres of land for preservation & open space, 1,741 acres for rural residential development, and 182 acres in commercial use. Of the total area of the township 72 acres are water.

The overwhelming majority of the town is designated for Agriculture. Areas of Preservation & Open Space follow the course of the Baraboo River and Seymour and Gardner Creeks. There are areas of Rural Residential along STH 80/82 and 33, around Bobcat Lake and along Overgaard Road in the northeast corner of the town.

**Table 21: Land Use Projections**

	2000	2005	2010	2015	2020	2025
Residential	375	386	402	417	431	443
Commercial	12	13	15	17	18	20
Industrial	16	18	20	22	24	27

Source: U.S. Census, DOA, NCWRPC

The 18,090 acres set aside for rural residential use in the Future Land Use Plan is more than sufficient to accommodate the likely demand for residential land, based on the twenty-years growth trend. No commercial or industrial development is envisioned in the town.

Map 5 Future Land Use

The goal of this land use plan is to balance individual private property rights with the Town'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/Subdivision**

#### **1. Town Land Use Ordinance**

The Town of Wonevok adopted a Land Use Ordinance in 1998. This ordinance establishes the requirement for building permits, minimum lot size, road and driveway standards, nuisance and junkyard standards, and camper and mobile home regulations. The ordinance establishes a three-acre minimum lot size, and a 100-foot frontage requirement on a public road. There is a provision that certain kinds of buildings (commercial, industrial, recreational, and multi-family) require specific approval by the Town Board.

This special permit requirement constitutes something of a hybrid. Because it involves a review process more extensive for certain kinds of buildings, based on use, the ordinance mixes the function of building permit/subdivision regulations with the kind of land use regulation associated with zoning. The ordinance allows the Town Board "wide discretion in determining the size and area necessary to properly provide for the conduct of the proposed use," which includes the ability to waive the five-acre minimum lot size for specified commercial buildings. The Town Board also "may grant" approval to a multi-family residential project if it "provides a reasonable area" for such use, although the three-acre minimum lot size must be honored.

What is not clear is whether the Town Board has the power to reject such applications, and if so what the criteria for such a rejection might be. In the case of commercial<sup>2</sup> uses the discretion is whether to allow a waiver of the three-acre minimum. Although this special permit may be intended as a method for giving the Town Board the ability to review site plans for certain kinds of uses before subdivision approval is granted, the lack of any clear criteria for what would constitute grounds for rejection puts the Town in a difficult position. Because the Board is given "wide discretion" on what constitutes "a reasonable area for the use" it is unclear what the basis for a denial of such a permit would be or even whether such a denial is within the power of the Board.

Also problematic is the way the ordinance deals with mobile homes. These are defined as "a manufactured home that is HUD certified." Substantial case law exists to support the position that mobile/manufactured housing must be dealt with in a similar manner to site-

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<sup>2</sup> The actual ordinance language is, "Business, farm, commercial, industrial, recreational or public use buildings" is here summarized under the title commercial for simplicity sake. In the same way "condominiums, apartments, or other multi-family units" are referred to simply as multi-family.

built housing. The primary requirement is that mobile home be placed on a permanent foundation and have skirting installed. Although similar construction would be implicitly required of site-built housing, the singling out of mobile homes could be in violation of the federal statutes.

The Town Board is given the right to grant variances to the provisions of the ordinance, but no criteria for granting such variances is given. This risks the granting of such variances as being seen as arbitrary and capricious.

## **2. County Shoreline Jurisdiction**

All water bodies in Wonewoc are covered under the County's shoreland zoning. Those zoning regulations apply only to areas within 300 feet of a stream or river, and within 1000 feet of a pond or lake.

### **B. County Subdivision Ordinance**

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.

### **C. 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. There are nearly 1,275 acres of land in the Town of Wonewoc that fall under the Managed Forest Tax Law. Of this total 189 acres are open and 1,153 acres are closed.

## **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 the rural community.
3. Encourage land uses, densities and regulations that promote efficient development patterns and relatively low municipal and utility costs.

4. 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, public services, facilities and tax dollars.
2. New development should not negatively impact the natural environment or existing properties.
3. Encourage new land development that is consistent with this plan.

**Policies:**

1. Allow land uses and building locations that minimize both the loss of productive farmland and the potential for conflicts between existing and proposed land uses.
2. Allow conservation easements and other tools to protect environmentally sensitive or unique resources.
3. Update existing land use regulations to be consistent with this plan.
4. Continue to work with the Villages of Wonewoc and Union Center, and the City of Elroy to monitor “boundary” issues and to plan for the future.
5. Discourage conditions that threaten the health and safety of surrounding residences.

## VIII. INTERGOVERNMENTAL COOPERATION ELEMENT

### 1. Background

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 Town of Wonewoc met jointly with the Town of Plymouth and the City of Elroy. Although this plan was prepared specifically for the Town of Wonewoc, 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 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, the City of Elroy and the

Villages of Wonewoc and Union Center and showing the ETJ of all three incorporated municipalities. Because of overlapping extra-territorial jurisdictions of the three municipalities, nearly the entire area of the Town was covered by one ETJ or another. It fell to each Town to plan for future land use within its own boundaries, but participants were able to share opinions on 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 showing both Towns and all three municipalities included as well (Map 6).

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. The ETJs of Union Center and the Village of Wonewoc as well as Elroy were delineated on the map. Because of the location of these three municipalities virtually the entire area of Wonewoc township is within the ETJ of one of the villages or the city.

In the end the Future Land Use Plan for Wonewoc 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 Plymouth. Hopefully, in the future this will help to foster cooperation between the local governments involved in the joint planning process.

The Town of Wonewoc is served by three school districts. Wonewoc-Union Center includes most of the town, but some students go to the Royall District and some to Hillsboro. Similarly, the Town contracts with three departments for fire protection. The Wonewoc Fire and Ambulance Association serves the bulk of the town, but some areas are service from Elroy and some from Hillsboro.

## **2. Goals, Objectives & Policies**

### **Goals:**

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

### **Objectives:**

1. Promote communication with other units of government, including adjoining Towns, the City of Elroy, the Villages of Union Center 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.

Map 6

Area FLUP

## **IX IMPLEMENTATION**

### **Background**

Implementation of this plan depends on the willingness of local officials, both Town and County, to use it as a guide when making decisions that affect growth and development in the Town. 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 Town Board should adopt the plan and use it as a guide in decisions that affect development in the Town. The Town's Plan Commission should become very knowledgeable of the plan and use it when making recommendations to the Town Board on development issues.

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

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

Additional tools and approaches can be utilized by the Town 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 Town 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 Town. 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 Town'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