



# **Town of Elderon Comprehensive Plan 2021**



## **Town of Elderon**

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Cover photo sources: Town of Elderon, Google (farm)

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This plan was developed by the Town of Elderon Plan Commission with assistance from the North Central Wisconsin Regional Planning Commission (NCWRPC).

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### **Attachments**

- A. Public Participation Plan & Resolution
- B. Adoption Resolution
- C. Adoption Ordinance

# Chapter 1

## Demographics

This chapter reviews the demographics of the Town of Elderon and identifies the major trends impacting the town over the next few decades. Both Marathon County and the State of Wisconsin are presented for comparison.

### Population and Households

#### Historical Trends

The estimated 2018 population for the Town of Elderon provided by the American Community Survey is 521 people. As shown in **Table 1**, since 1990 the Town has experienced some variability in population. This is in contrast to Marathon County and the State of Wisconsin as a whole which have both experienced steady increases in population from 1990 to 2018. From 1990 to 2010 the Town experienced only a slight overall increase in population (0.17%). The population in Marathon County grew from 115,400 in 1990 to 134,063 in 2010, an increase of 16.17 percent, compared to a 16.26 percent increase in the state. Population growth in Marathon County has been concentrated in the urbanized area surrounding Wausau. Most towns experienced modest percentage growth over the last two decades. Most of the communities with a very high percentage growth also have relatively small populations. Five towns, as well as one city and one village, had population decline between 1990 and 2010.

Table 1: Demographic Change 1990-2018						
Minor Civil Division	1990	2000	2010	2018	1990-2010 % Change	2010-2018 % Change
<b>Total Population</b>						
<b>T. Elderon</b>	605	567	606	521	0.17%	-14.03%
<b>County</b>	115,400	125,834	134,063	135,264	16.17%	0.90%
<b>State</b>	4,891,769	5,363,675	5,686,986	5,778,394	16.26%	1.61%
<b>Total Households</b>						
<b>T. Elderon</b>	192	224	245	236	27.60%	-3.67%
<b>County</b>	41,534	47,402	53,176	55,377	28.03%	4.14%
<b>State</b>	1,822,118	2,084,544	2,279,768	2,343,129	25.12%	2.78%
<b>Average Household Size</b>						
<b>T. Elderon</b>	3.15	2.53	2.47	2.21	-21.59%	-10.53%
<b>County</b>	2.75	2.6	2.49	2.41	-9.45%	-3.21%
<b>State</b>	2.61	2.5	2.43	2.40	-6.90%	-1.23%

Source: U.S. Census, American Community Survey 2014-2018

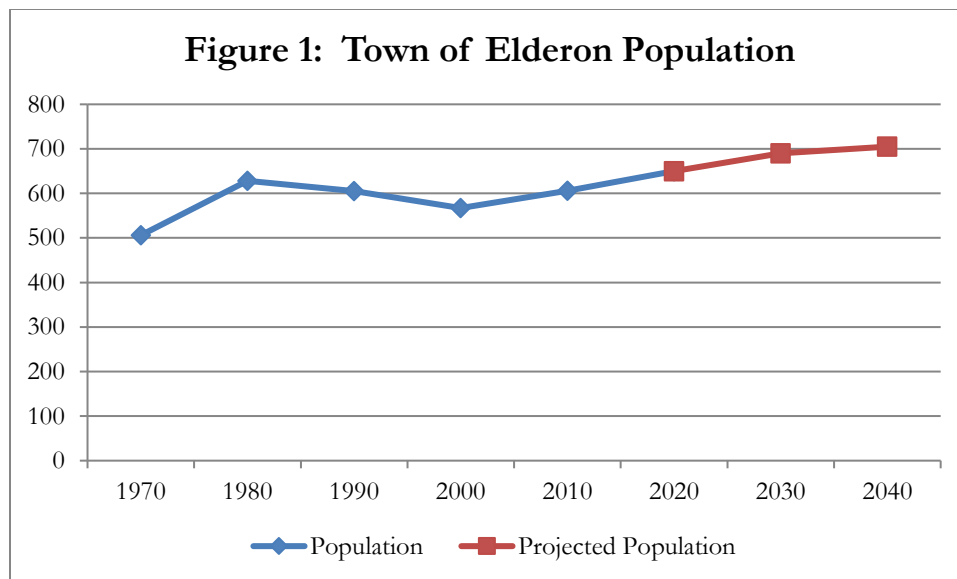


Population growth has slowed dramatically from 2010. This has occurred in the Town of Elderon, Marathon County and the State of Wisconsin as a whole. From 2010 to 2018 the county and state saw very little change in population, with the state population increasing at only a 1.61 percent rate and the county at a 0.90 percent rate. From 2010 to 2018, the Town of Elderon went from 606 to 521 residents, for a net loss of 85 people or 14.03 percent.

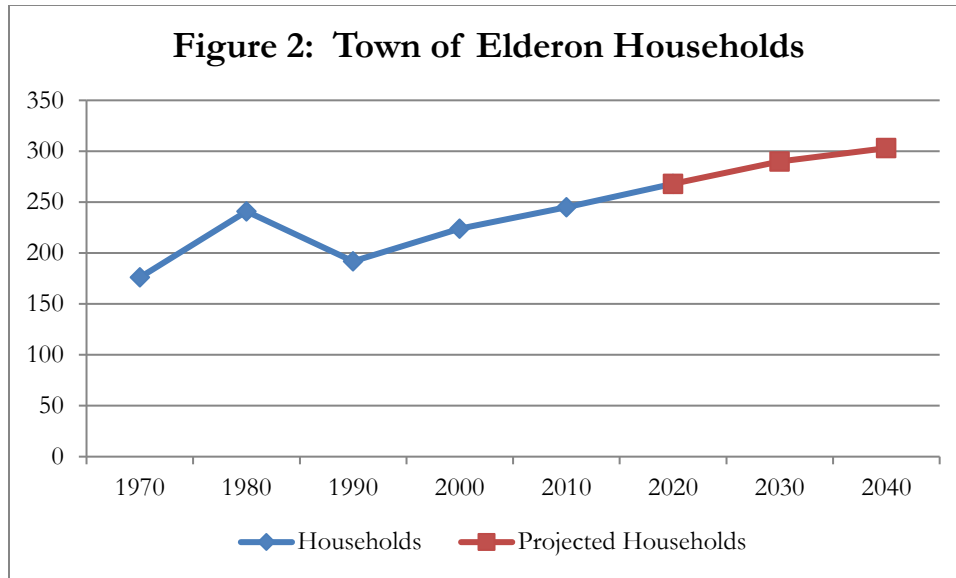
### Projections

**Figure 1** shows population projections for the Town of Elderon and **Table 2** compares projected population in the Town to Marathon County, based on projections made by the Wisconsin Department of Administration (DOA). The Wisconsin DOA population projections are recognized as Wisconsin's official population projections. These projections are based on historical population and household growth in the community, with more recent years given a greater weight. The Town of Elderon is expected to grow at a slightly faster rate than Marathon County through the year 2040.

**Figure 2** and **Table 3** include household projections completed by the WDOA. Projections indicate that although both population and number of households are expected to increase, the number of households is expected to increase at a faster rate. This is consistent with the recent downward trend in household size. The average household size was 2.47 in 2010 and is expected to decrease to 2.33 by 2040. Growth in the number of households is expected to continue for the county and the Town through the year 2040.



*Source: U.S. Census, WI DOA*



*Source: U.S. Census, WI DOA*

**Table 2: Population Projections, 2010-2040**

Total Population by Year								
	2010 Census	2015	2020	2025	2030	2035	2040	% change 2010-2040
<b>T. Elderon</b>	606	625	650	675	690	700	705	16%
<b>County</b>	134,063	136,510	142,200	146,595	150,130	152,120	152,790	14%

*Source: U.S. Census, & WI DOA Population Projections, 2013*

**Table 3: Household Projections, 2010-2040**

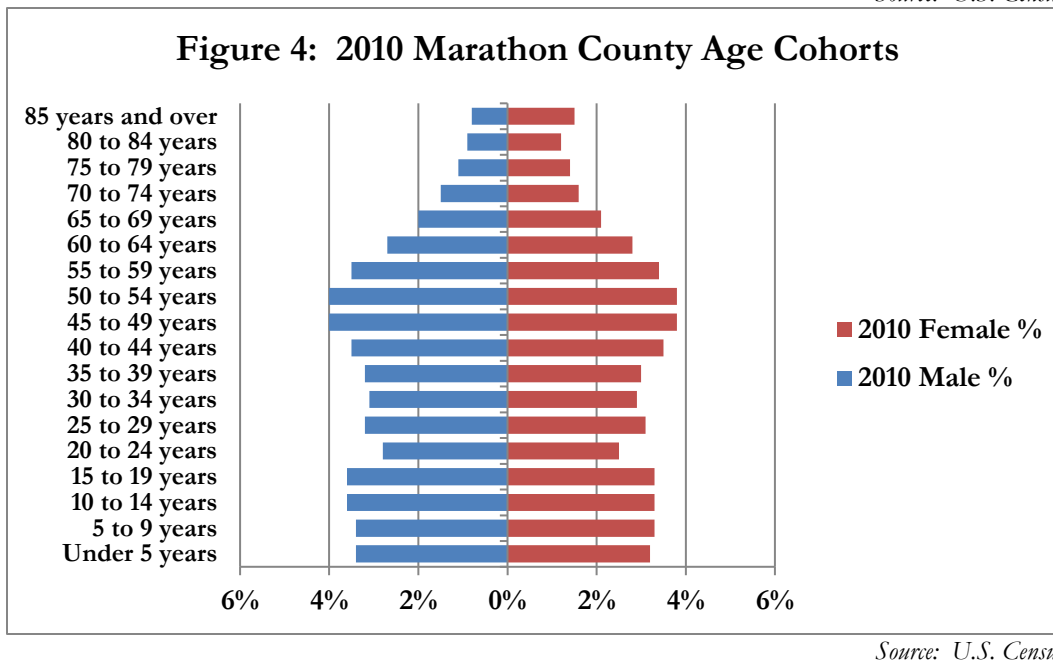
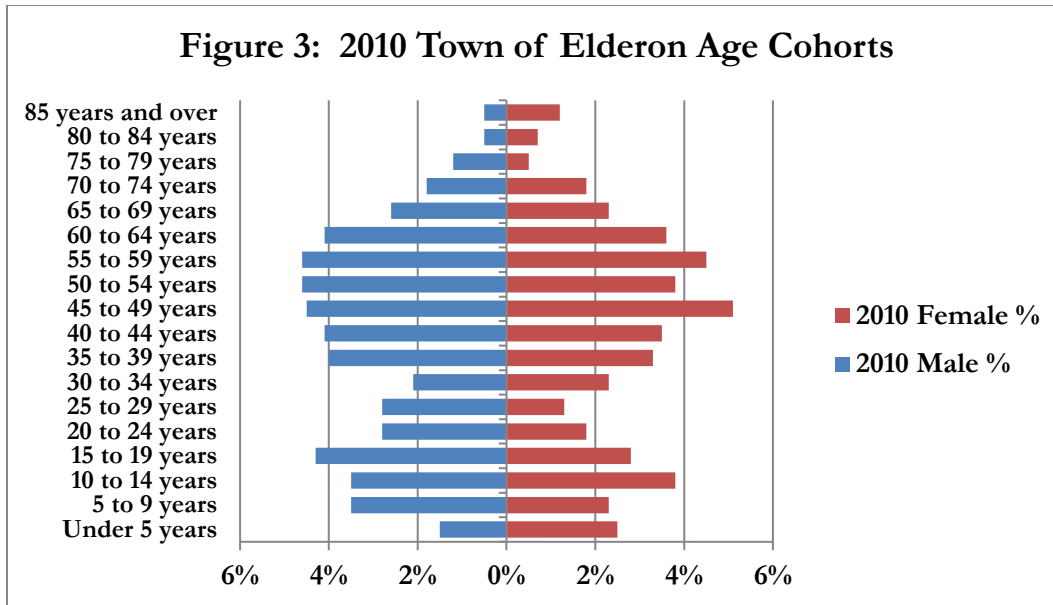
Total Households by Year								
	2010 Census	2015	2020	2025	2030	2035	2040	% change 2010-2040
<b>T. Elderon</b>	245	255	268	281	290	297	303	24%
<b>County</b>	53,176	54,657	57,394	59,611	61,524	62,958	63,730	20%

*Source: U.S. Census, & WI DOA Population Projections, 2013*

## Age

**Figures 3 and 4** compare the distribution of age group for the Town of Elderon and Marathon County. Marathon County's population pyramid is slightly expansive showing slow and stable growth. The Town of Elderon has a highly constrictive population pyramid with far greater numbers in the higher versus lower age ranges. This is indicative of aging populations with slow population growth. However, the Town of Elderon had proportionately more females in the 10-14 year age range and more males in the 15-19 year age range than the county. Most males in the Town are in either the 50-54 age category or the 55 to 59 year old category, and most females are in the 45-49 year old category.

In 2010, the median age in the Town was 43.5 years, up from 40.5 in 2000. The county's median age was 39.4 in 2010. Both the Town and the county had a significantly higher median age than the state which was at 38.5 in 2010.



Population age distribution is important to the planning process (**Figures 3 & 4**). Two age groups are of particular note, those 17 years of age and younger and those 65 years of age or older. These are often referred to as dependent populations, but each have different needs. For example, the younger group requires schools and child care and the older group requires increased levels of medical care.

From 2000 to 2010, the population of 17 and younger group in Elderon declined from 24.3 percent of the population to 21.6 percent of the population. In 2018, the Town's younger than 18 population fell to 17% of the Town's total population.

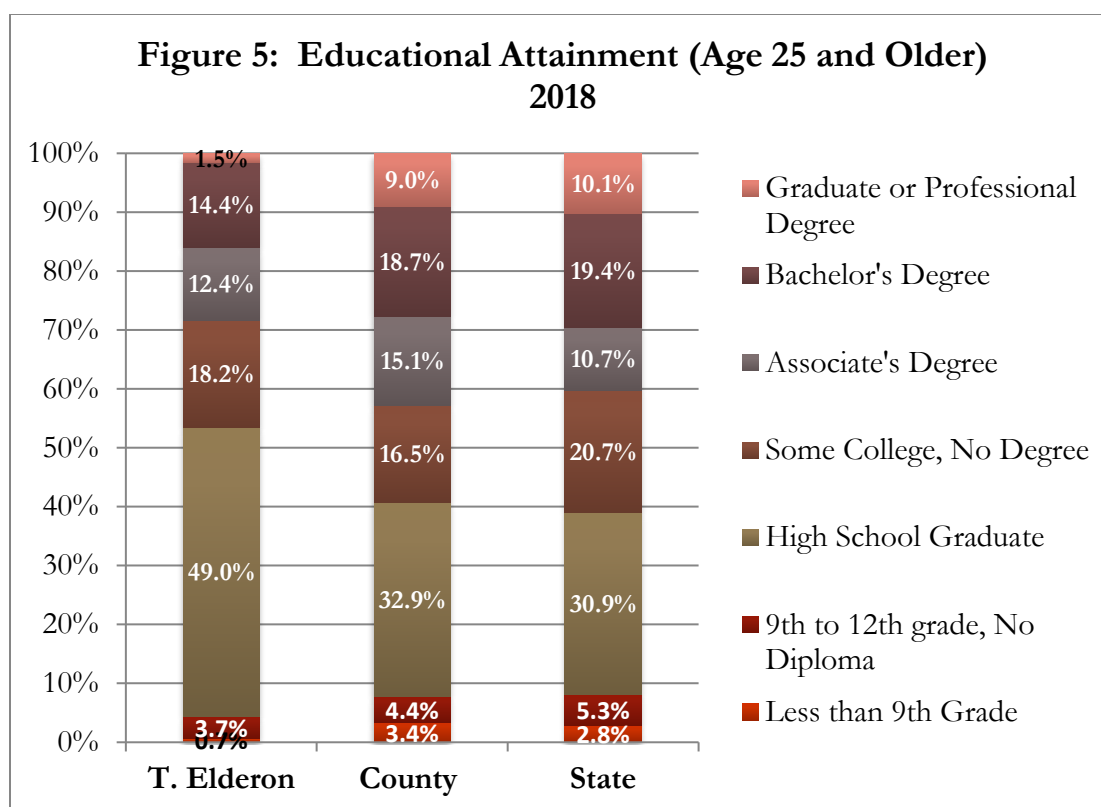
From 2000 to 2010, the population percentage of those in the 65 and older group decreased from 13.2 percent in 2000 to 13.0 percent in 2010. In 2018, the Town's older than 65 population increased to 22.8% of the Town's total population.

Due to longer life expectancy and the size of the Baby Boomer generation, the 65 and older age group is expected to continue to increase in size. The trend is occurring at the state and national levels and to an even greater degree within the rural Wisconsin counties. This population trend whereby older age categories increase significantly while younger age categories decline will impact the future labor supply, school system, and health care industry at the national, state, and local levels.

## Education and Income Levels

### Education

**Figure 5** compares educational attainment of those in the Town of Elderon to the county and the state. In 2018, 95.5 percent of town residents age 25 and older had a high school education or higher. This was 3.8 percent more than the county average and 3.6 percent higher than the state average. Although the Town of Elderon has a higher proportion of people with a high school education, it also has a higher proportion of people with high school education as the highest educational attainment.



Source: American Community Survey, 2018

In 2018, 15.9 percent of Town residents had earned a bachelor's degree or higher. This was substantially less than both the county and the state at 25.6 percent and 29.5 percent respectively. Education and how it relates to economic development will be discussed in the economic development chapter.

## Income

Median household income and per capita income are two commonly used measures of income. Median household income is the income for the middle point of households, meaning half of all households fall below that income, and half are above. Per capita income is the measure of total income per person.

Median household income for Town of Elderon residents was \$56,250 in 2018. **Table 4** shows that this was slightly lower than Marathon County and the State of Wisconsin. The Town of Elderon lagged behind the county and state in 2000 as well, however the gap has narrowed in the past couple of decades.

**Table 5** illustrates that income per capita in the Town of Elderon is higher than the county or the state. In 2000, this was not the case, as per capita income in the Town lagged behind the county and the state. However, from 2000 to 2018 the per capita income has risen significantly at a rate of 42.0% when adjusted for inflation in 2018 dollars.

Table 4: Median Household Income				
Minor Civil Division	2000 [2018 Adjusted \$]	2018	*Net Change	*% Change
T. of Elderon	\$36,667 [\$53,469]	\$56,250	\$2,781	5.2%
Marathon County	\$45,165 [\$65,861]	\$59,543	-\$6,318	-9.6%
Wisconsin	\$43,791 [\$63,857]	\$59,209	-\$4,648	-7.32%

Source: U.S. Census, American Community Survey 2014-2018

\*Adjusted for inflation in 2018 dollars

Table 5: Per Capita Income				
Minor Civil Division	2000 [2018 Adjusted \$]	2018	*Net Change	*% Change
T. of Elderon	\$15,968 [\$23,285]	\$33,064	\$9,779	42.0%
Marathon County	\$20,703 [\$30,190]	\$31,879	\$1,689	5.6%
Wisconsin	\$21,271 [\$31,018]	\$32,018	\$1,000	3.2%

Source: U.S. Census, American Community Survey 2014-2018

\*Adjusted for inflation in 2018 dollars

## Employment Characteristics

**Tables 6 and 7** illustrate the breakdown of the labor force and employed population living in the Town of Elderon in 2000 and 2018. The “employed population” includes those that are 16 and older. There was a decrease of 28 people in the labor force from 2000 to 2018 in the Town. This is likely

due to the rise in median age, whereby more people are entering retirement. This decline was in contrast to the labor force growth seen in both the county and the state.

Labor force participation indicates the percent of those 16 years and over that are in the labor force. The labor force participation rate decreased 7.1 percent in the Town of Elderon from 2000 to 2018. There was a decrease in the county and state during this period also, but to a lesser degree.

<b>Table 6: Labor Force</b>					
	<b>Labor Force</b>			<b>Labor Participation Rate</b>	
<b>Minor Civil Division</b>	<b>2000</b>	<b>2018</b>	<b>2000-2018 % Change</b>	<b>2000</b>	<b>2018</b>
<b>T. of Elderon</b>	310	282	-9.03%	70.8%	63.7%
<b>Marathon County</b>	69,216	73,696	6.47%	71.7%	68.4%
<b>Wisconsin</b>	2,872,104	3,092,330	7.67%	69.1%	66.7%

*Source: U.S. Census, American Community Survey 2014-2018*

In 2000, the Town of Elderon had an employed population of 304 people. This number decreased 35 people, to 269 by 2018. Employment increased in both the county and the state during this time, at a rate of 6.95 percent and 8.40 percent respectively. The U.S. Census classifies individuals as unemployed if they are not working, actively seeking work, and available to accept a job. The unemployment rate in the Town was 4.6 percent in 2018. This was 0.6 percent higher than the state and 1.2 percent higher than the county.

<b>Table 7: Employment</b>				
<b>Minor Civil Division</b>	<b>2000</b>	<b>2018</b>	<b>2000-2018 % Change</b>	<b>Unemployment Rate</b>
<b>T. of Elderon</b>	304	269	-11.51%	4.6%
<b>Marathon County</b>	66,550	71,176	6.95%	3.4%
<b>Wisconsin</b>	2,734,925	2,964,540	8.40%	4.0%

*Source: U.S. Census, American Community Survey 2014-2018*

As shown in **Table 8**, most residents were employed in management, business, science, and arts occupations in 2000 and 2018. The second sector most represented was the area of production, transportation, and material moving, followed by sales and office occupations. From 2000 to 2018, the most significant increase was seen in sales and office positions. The most significant decrease during this time period was observed in service occupations and natural resource, construction, and maintenance occupations.

<b>Table 8: Resident Occupations 2000-2018</b>		
<b>Occupation Sector</b>	<b>2000</b>	<b>2018</b>
<b>Management, business, science, and arts occupations**</b>	95	88
<b>Service occupations</b>	51	32
<b>Sales and office occupations</b>	56	61
<b>Natural resources, construction, and maintenance occupations</b>	37	26
<b>Production, transportation, and material moving occupations</b>	65	62
<b>Total employed*</b>	304	269

Source: U.S. Census, American Community Survey 2014-2018

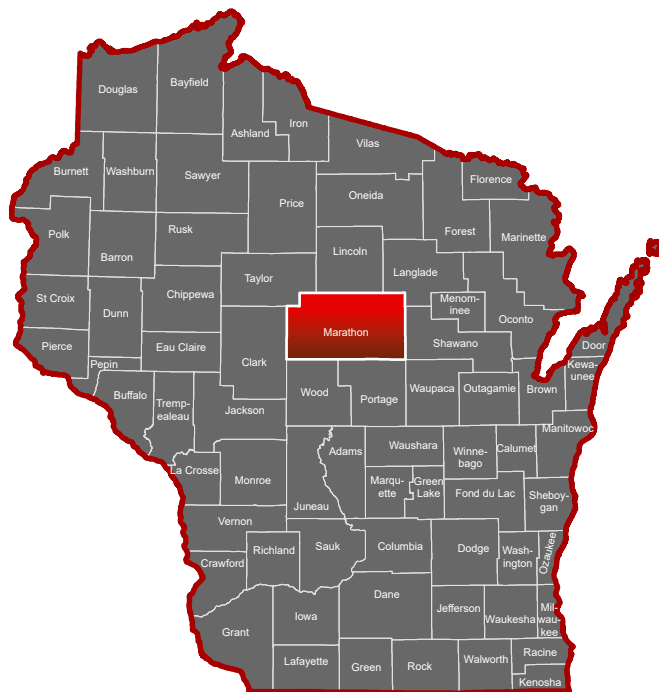
\*Total employed represents employed civilian population 16 years and over

\*\*Some changes may be due to changes in name and categorization of occupations between the 2000 and 2018 Census

## Demographic Snapshot

- The population and number of households have remained relatively stable over the past few decades. There has been a notable decline in household size.
- The Town of Elderon is expected to experience slow, stable growth both in terms of population and in the number of households.
- There are a large number of people in the older age categories and the median age is higher than the county and the state.
- The median age rose 3 years from 40.5 in 2000 to 43.5 in 2010.
- The Town of Elderon has a higher proportion of residents with a high school diploma than the county and state, but a lower proportion of people with any higher education.
- The Town's median household income of \$56,250 is slightly lower than the county and the state. However, the Town's per capita income is slightly higher than both the county and the state and has grown significantly since 2000.
- The Town's labor participation rate is lower than the county or the state, and the unemployment rate of 4.6 percent in 2018 is higher than the state and the county.
- Most people in the Town of Elderon work in the areas of management, business, science, and the arts.





Founded in 1888, The Town of Elderon is laid out in 6 square miles in 36 sections on the eastern most edge of Marathon County.

The Town supports a rural farming community and also has numerous recreational amenities. Recreational amenities available within the Town include an extensive network of roads open for ATV/UTV use, an extensive network of snowmobile trails, and the Elderon County Forest Unit.

There are five named lakes within the Town, the biggest being Pike Lake, Bass Lake, Lily Lake, Lost Lake, and Rice Lake. The South Branch Embarrass River, Rice Lake Creek, Spranger Creek, Comet Creek, and McVay Brook are also within the Town.

State Highway 29, Northcentral Wisconsin's major east-west route, runs through the Town and attracts a high level of traffic, due to the route's status as a major connection between Wausau and Green Bay.



**Population:**  
Total: 521  
Median Age: 43.5



**Income:**  
Median Income: \$56,250  
Per Capita Income: \$33,064



**Recreation:**  
Elderon County Forest Unit  
ATV/UTV Road Network  
Snowmobile Trails



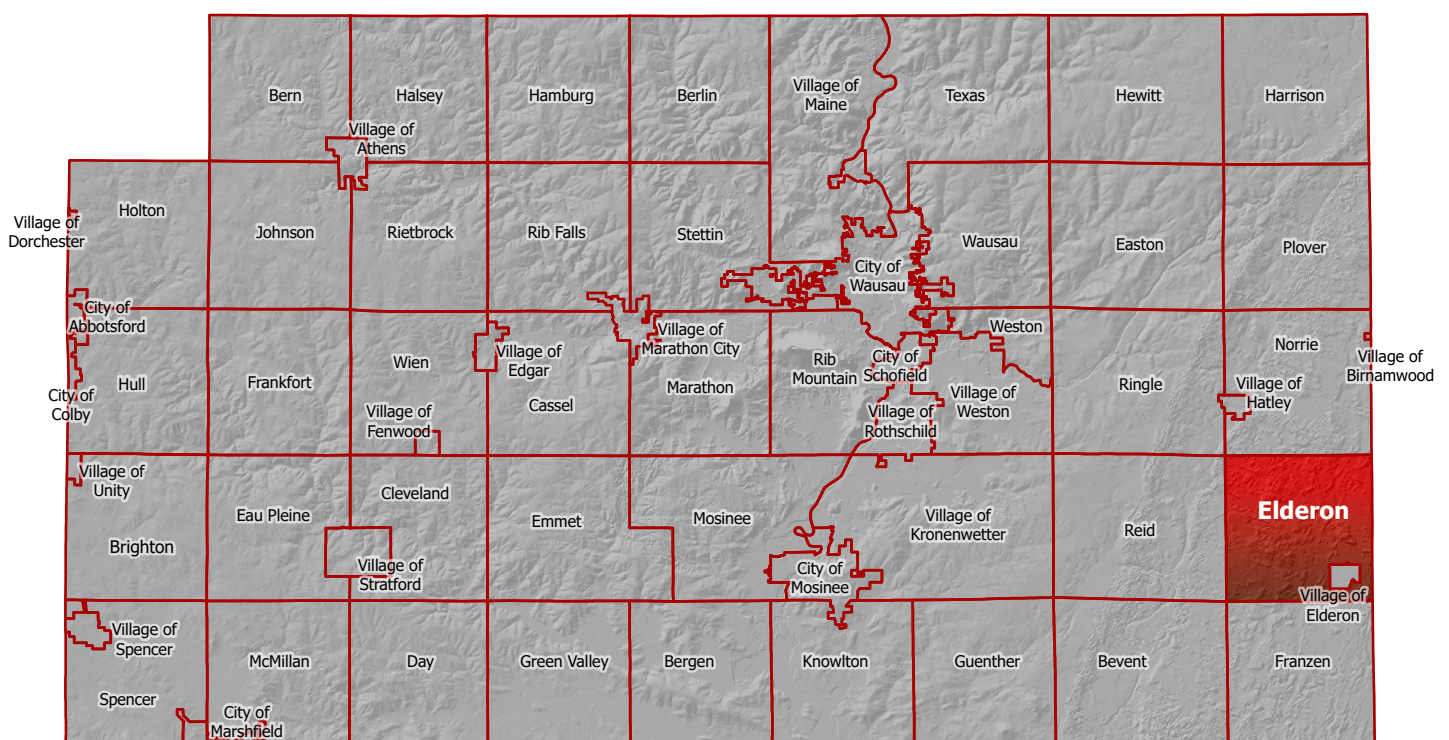
**Housing Units:**  
Total: 307  
Occupied: 236



**Employment Data:**  
Town Labor Force: 282  
Residents Employed: 269  
Unemployment: 4.6%



**Major Roadways:**  
STH 29      CTH II  
STH 49      CTH D  
STH 153      CTH OO



# Chapter 2

## Natural, Agricultural and Cultural Resources

This chapter describes local land and water conditions in detail as well as agricultural resources and cultural heritage. It is important to consider the patterns and interrelations of natural resources on a broader scale because they do not follow geo-political boundaries. In addition, many of the programs for protecting or mitigating impacts to natural resources are administrated at the county, state, or federal level. Thus an overview of recent county-wide natural resource planning efforts is described below. Natural resources covered in this chapter include biology, geology, and geography including terrain, soils, water, forests, wetlands, wildlife, and habitat.

Cultural resources include a community's heritage, archaeological sites and cemeteries, historic buildings and landscapes, historic transportation routes, or traditional cultural properties important to indigenous peoples or other cultural groups. Cultural resources also include arts and the way of life in a community. Cultural resources are those elements around us that signify our heritage and help to evoke the sense of place that makes an area distinct.

### Issue

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- The Town of Elderon strongly opposes planning for or consideration for the placement of any regional sanitary landfill site within the boundaries of the township.

### Previous Plans and Studies

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In the last decade, several plans were prepared by the county specifically to address protection and management of natural resources. These plans may be used as resources to guide local policy and decision making regarding resource management and protection.

#### **Marathon County Land and Water Resource Management Plan, 2010**

The Marathon County Land and Water Resource Management Plan outlines a comprehensive strategy for the implementation of soil and water conservation in Marathon County from 2010 to 2020. The Land Conservation and Zoning Committee identified the following long-term program outcomes for the natural resource protection efforts in Marathon County:

1. Land Use activities are well planned to enhance community development, minimize conflicts, maximize infrastructure investments and protect rural character.
2. Improve and protect the surface and ground water assets to enhance public health and safety, recreational opportunities and economic development.
3. Maintain the soil and water resources as productive assets through topsoil and organic matter conservation.
4. Marathon County agriculture and woodlot producers are economically strong.

### **Marathon County Farmland Preservation Plan, 2013-2028**

The Marathon County Farmland Preservation Plan is required under Chapter 91 of the Wisconsin Statutes. The purpose of this plan is to guide and manage the preservation of farmland and agricultural production capacity. There are an abundance of agricultural areas in the Town, making this program of overall importance to the county in general and may have an impact on Town residents, for example, related to emerging trends such as the local foods movement.

### **Marathon County Forest Fifteen-Year Comprehensive Use Plan, 2006-2020 & 2021-2035**

The Marathon County Forest Fifteen-Year Comprehensive Use Plan is a management guide for the Marathon County Forest and is updated every fifteen years. The mission of the plan is to manage and protect natural resources within the county forest on a sustainable basis for the ecological, economic, educational, recreational, and research needs of present and future residents throughout the county. The report includes a number of recommendations for timber management, wildlife habitat and game management, land acquisition and forest boundary management, biodiversity management, watershed management and tourism.

### **Marathon County Groundwater Protection Guide, 2001**

The Groundwater Protection Guide was an extension of a 1988 groundwater plan. In April 2001, the guide was created to assist county and local officials in setting policy related to groundwater. It also serves as a resource for information about groundwater and strategies to address issues related to groundwater protection. The County is considering a new groundwater planning effort.

### **USGS Protecting Wisconsin's Groundwater through Comprehensive Planning, 2007**

In a joint effort by the Wisconsin Department of Natural Resources, the University of Wisconsin System and the U.S. Geological Survey, a website has been made available with data and information on geology, general hydrology and groundwater quantity and quality. The website was developed to aid government officials and planners in addressing groundwater in their comprehensive plans. The most recent data available for Marathon County was published in 2007. The full Marathon County report is available on the website: <https://wi.water.usgs.gov/gwcomp/find/marathon/index.html>.

## **Natural and Agricultural Resources**

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Examining the natural environment is essential to the planning process. For instance, soils, topography and geology can pose limitations to certain types of development, while an inventory of surface water resources, vegetation types, environmentally significant areas, and historical features identify those resources and areas which should be protected from over-development. This section of the plan identifies both the land and water resources of the town.

## Land Resources

The Town is located in the southeast portion of Marathon County. The Town is bounded by the Town of Norrie to the north, the Town of Reid to the west, the Town of Franzen to the south and Shawano County to the east. The Town of Elderon was created as a 36-section township. The Village of Elderon is in the southeast quadrant of the Town.

### Topography and Geology

Marathon County's terrain is primarily the result of glaciation. The southeastern portion of Marathon County consists mainly of nearly level to steep outwash plains and stream terraces and undulating to very hilly moraines and drumlins. Steep slopes are scattered throughout Elderon. Steep slopes are defined as slopes with gradients over 12 percent.

Most of the soils found in Marathon County are best used for cropland and woodlands. The soils of Marathon County are primarily derived from the weathering of glacial drift, outwash, and bedrock. There are several soil associations in the Town of Elderon. The western half of the Town consists mainly of Kennan-Hatley soils, prominent along the glacial moraine adjacent to the Plover River. There is an area of Mahtomedi-Graycalm-Meehan around Pike Lake. The eastern half of Town is predominantly Chetek-Rosholt-Oesterle, identified as soil on outwash plains and stream terraces.

The primary concerns with regard to soil erosion are the potential loss of productive farm soils and the impact of sediment and nutrient runoff on water quality. To maintain soil productivity, an average soil erosion rate of three to five tons per acre per year for cropland is considered allowable or tolerable ("T" level). The average soil loss rate for Marathon County is two tons per acre per year. To preserve water quality, the county's goal is to keep soil erosion rates below "T" levels, particularly in water quality management areas.

### Forests

Forests are the predominant land cover within the Town of Elderon, covering 12,573 acres; about 56% of the Town's total area. Forests are an important resource in the Town. Forests provide protection for environmentally sensitive areas, such as steep slopes, shorelands, wetlands, and flood plains. In addition, expansive forests provide recreational opportunities aesthetic benefits, and economic development.

Woodlands in the Town are owned by several different entities including private property owners, public owners, and conservation/education organizations. Most of the forestland in the Town of Elderon is privately owned, including approximately 3,702 acres enrolled in Managed Forest Law (MFL) program, as of January 2019. Some, but not all of this land is open to public access. These programs have been established to preserve and protect woodlands through practicing proper management techniques.

Marathon County has ten county forest units, for a total 30,674 acres. One of the county forest units is situated in the Town of Elderon and accounts for 280 acres. The units have diverse features including mixed uplands, marshes, water impoundments, and wildlife. The Elderon Forest Unit includes snowmobile trails, hiking trails, and wetlands.

### **Agricultural Areas**

Agriculture has played a dominant role in the culture and economy of Marathon County over the past century. Cropland accounts for the second land cover category in the Town of Elderon. Many parcels in the Town are designated as 2013 Farmland Preservation Areas. These areas are located outside of sewer service areas, contain productive agricultural soils, are suitable, in use, or are complimentary for farming, consistent with other land use plans, and are expected to remain agricultural.

The agricultural industry in the Town is primarily dairy and beef, with corn and soybean feed grains in cropping rotation with forage crops such as alfalfa hay. Dairy farming is integral to the Town's economy and there are sizable farms operating in the township. There is one Concentrated Animal Feeding Operation (CAFO) within the Town that has over 1,000 animal units, one other large farm with 300 to 1,000 animal units, and five with fewer than 300 animal units.

Agriculture in the Town also includes some irrigated vegetable farming with those activities supporting primarily potato or sweet corn production.

*For more about agriculture in the Town of Elderon, see: "Agricultural Economy" in Chapter 6 of this plan.*

### **Metallic and Non-Metallic Mineral Resources**

There are no active metallic or non-metallic mines in the Town, nor are there any known deposits. There are two closed non-metallic mines.

### **Environmentally Remediated Areas**

Brownfields are commercial or industrial properties that contain or may contain hazardous substances, pollutants, or contaminants. Expansion, redevelopment, or reuse of these properties can be especially difficult. The Bureau for Remediation and Redevelopment Tracking System (BRRTS) is an online database that provides information about contaminated properties and other activities related to the investigation and clean-up of properties with contaminated soil and/or groundwater. Contaminated sites are not uncommon as all communities with commercial and industrial development have the potential for air emissions, groundwater contamination, soil spills, and surface water contamination. Contaminated sites originate when a property is used for such activities as a gas station, industrial processing facility, a landfill, or a laundromat. There are no listed open sites on the BRRT currently in the Town of Elderon.



### Rare Species and Natural Communities

Wisconsin's National Heritage Inventory Program (NHI) is responsible for maintaining data on the locations and status of rare species, natural communities, and natural features throughout the State. The program's database, on the Wisconsin DNR website, identifies species and natural communities that are currently tracked by the NHI. As of April 2019, NHI tracked ten species or communities in the Town of Elderon. The species tracked by NHI include eight communities, the Midwestern Fen Buck Moth, and the Snail-seed Pondweed.

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 and greater benefit to society.



Midwestern Fen Buck Moth

Photo by: Kathryn Kirk, WDNR

### Water Resources

The Town of Elderon, as well as the whole of Marathon County, contains abundant natural surface water features, including rivers, streams, lakes and wetlands. Many have remained in a fairly pristine state and others are in need of focused efforts to improve water quality. This section discusses the characteristics of the major surface water features located within the Town.

#### Watersheds

A watershed is an area of land in which water drains to a common point. In Wisconsin, watersheds vary in scale from major river systems to small creek drainage areas and typically range in size from 100 to 300 square miles. River basins encompass several watersheds. There are 32 river basins in Wisconsin, which range in size from 500 to over 5,000 square miles.

Marathon County is geographically located in the Central Wisconsin Basin, which is a subset of the entire Wisconsin River corridor located in Central Wisconsin. The Central Wisconsin River Basin is comprised of 29 watersheds, 17 of which are all or part in Marathon County. The Town of Elderon is a part of three watersheds. The southern section of Town is part of the Upper Little Wolf River watershed. The western portion of the Town is part of the Plover and Little Plover Rivers watershed. The northeastern section of the Town is included in the Middle and South Branches Embarrass River watershed.

#### Surface Water

Marathon County has 202 lakes with a total surface area of 28,322 acres. Many lakes lie in kettle holes left by the retreat of the glaciers. Seepage lakes are the most common type of lake in the county. These lakes do not have any surface outflow but depend on underground movement of water through highly permeable glacial soils for drainage. Most lakes are quite shallow, with depths ranging from less than one foot to a maximum of 34 feet. The county has 356 rivers and streams with a surface area of 3,748 acres. The interconnected network of rivers and streams that cross Marathon County is

characteristic of a landscape influenced by glacial impacts. The Town of Elderon contains 307 acres of surface water, including lakes and streams which comprise approximately 1.4% of the Town's total land area.

### **Rivers**

The Town of Elderon contains many river systems and creeks that run through the Town. Most notably Spranger Creek, the South Branch of the Embarrass River, and Comet Creek wind through the Town.

### **Lakes**

The Town of Elderon has a number of lakes within or on its boundaries. Lakes include Bass Lake, Muddy Lake, Lost Lake, Rice Lake, Pike Lake, Little Lake, and Lilly Lake (in the Village of Elderon). Pike Lake is 204 acres, with a maximum lake depth of 34 feet, and is located on the Town's western border. The lake has a boat launch and is a popular fishing lake. The lake does contain invasive species including banded mystery snail, curly-leaf pondweed, rusty crayfish, and yellow iris. Pike Lake Sportsmen Club is a lake association that assists with lake health and other relevant issues.

### **Outstanding and Exceptional Resource Waters**

The Wisconsin DNR classifies major surface water resources. These classifications allow water bodies of particular importance to be identified because of their unique resource values and water quality. The DNR has two categories which include Outstanding Resource Waters (ORW) which have the highest quality water and fisheries in the state and are therefore deserving of special protection, and Exceptional Resource Waters (ERW) which have excellent water quality and valued fisheries but receive or may receive water discharges.

Outstanding Resource Waters (ORWs) and Exceptional Resource Waters (ERWs) share many of the same environmental and ecological characteristics. The primary difference between the two is that ORWs typically do not have any direct point sources discharging pollutants directly to the water. In addition, any pollutant load discharged to an ORW must meet background water quality at all times. Exceptions are made for certain types of discharge situations to ERWs to allow pollutant loads that are greater than background water quality when human health would otherwise be compromised. Comet Creek is identified as an ERW. Spranger Creek and the South Branch of the Embarrass River in northeast Elderon are identified as ORW's.

### **Impaired Waters**

Section 303(d) of the federal Clean Water Act requires states to develop a list of impaired waters, commonly referred to as the "303(d) list." A water body is considered impaired if a) the current water quality does not meet the numeric or narrative criteria in a water quality standard or b) the designated use that is described in Wisconsin Administrative Code is not being achieved. A documented methodology is used to articulate the approach used to list waters in Wisconsin. Every two years, states are required to submit a list of impaired waters to EPA for approval.

Lost Lake is the only water body in the Town listed as not meeting the standards set under the U.S. Clean Water Act, Section 303(d). The listing is due to phosphorus levels that overwhelmingly exceed thresholds for recreational use and aquatic life use.



### **Invasive Aquatic Species**

Surface water resources in Marathon County are threatened by the introduction of invasive aquatic species. Invasive species can alter the natural ecological relationships among native species and affect ecosystem function, economic value of ecosystems, and human health. It is recommended that the Town continue to work with the Marathon County Department of Conservation, Planning and Zoning to develop public outreach education strategies. It is also beneficial that lake districts and associations continue to work with the DNR and property owners to manage invasive aquatic species within lakes and waterbodies throughout the Town of Elderon.

### **Wetlands**

Wetlands perform many indispensable roles in the proper function of the hydrologic cycle and local ecological systems. In terms of hazard mitigation, they act as water storage devices in times of high water. Like sponges, wetlands are able to absorb excess water and release it back into the watershed slowly, preventing flooding and minimizing flood damage. As more impermeable surfaces are developed, this excess capacity for water runoff storage becomes increasingly important.

Wetland plants and soils have the capacity to store and filter pollutants ranging from pesticides to animal wastes. Calm wetland waters, with their flat surface and flow characteristics, allow particles of toxins and nutrients to settle out of the water column. Plants take up certain nutrients from the water. Other substances can be stored or transformed to a less toxic state within wetlands. As a result, the lakes, rivers and streams are cleaner.

Wetlands that filter or store sediments or nutrients for extended periods may undergo fundamental changes. Sediments will eventually fill in wetlands and nutrients will eventually modify the vegetation. Such changes may result in the loss of this function over time. Eradication of wetlands can occur through the use of fill material. This can destroy the hydrological function of the site and open the area to improper development. The WDNR has promulgated minimum standards for managing wetlands.

Wetlands in Elderon are located throughout the Town. The majority are forested wetlands, with major sections in the north, central and southwest portions of the Town. Wetlands are associated with both Spranger and Comet Creeks, and found adjacent to some of the lakes in Elderon. There are also some areas of scrub/shrub wetlands that tend to be smaller, adjacent to the forested wetlands. These areas should be protected and development should be encouraged away from these environmentally sensitive areas.

### **Floodplains**

A floodplain is generally defined as land where there is a one percent chance of flooding in any year. The primary value of floodplains is their role in natural flood control. Floodplains represent areas where excess water can be accommodated whether through drainage by streams or through storage by wetlands and other natural detention/retention areas. Specific areas that will be inundated will depend upon the amount of water, the distance and speed that water travels, and the topography of the area. If uninterrupted by development, the areas shown on a map as floodplains should be able to handle the most substantial (regional) flood, i.e. those that have a probability of occurring once every one hundred years.

## **Groundwater**

Groundwater is water found underground in the cracks and spaces in soil, sand, and rock. It is replenished by rain and snow melt that seeps down into cracks and crevices beneath the land's surface. The type of soil and bedrock that a well is drilled into often determines water's pH, saturation index, and the amount of hardness or alkalinity in water. Wells are drilled 20 to 200 feet deep to yield 5 to 50 gallons per minute, but yields of 200 gallons per minute are possible. Shallow wells in these deposits are subject to pollution.

Groundwater is the major source of water consumption in Marathon County. All public and private water supplies and most domestic, industrial, and agricultural water supplies in the county rely on groundwater. As residential development continues to expand in the rural areas of the county and agricultural methods intensify, the concern for groundwater protection grows.

Depth to groundwater in the Town of Elderon ranges from 20 to 50 feet throughout the central portion of the Town to 0 to 20 feet along the eastern and northwestern regions of the Town. Over the past few years, the concern for groundwater quantity has increased. High capacity wells are one or more wells, drill holes, or mine shafts on a property that have a combined approved pump capacity of 70 or more gallons per minute. There are several high capacity wells located within the Town.

Contamination of groundwater typically is the result of land uses associated with modern development. Many land use activities have the potential to impact the quality of groundwater. A landfill may leach contaminants into the ground that end up contaminating groundwater. Gasoline may leak from an underground storage tank into groundwater. Fertilizers and pesticides can seep into the ground from application on farm fields, golf courses, or lawns. Leaking fluids from cars in junkyards, intentional dumping or accidental spills of paint, used motor oil, or other chemicals on the ground can result in contaminated groundwater.

The Wisconsin DNR in conjunction with the University of Wisconsin Extension, Wisconsin Geological and Natural History Survey and USGS, analyzed the ease whereby contaminants can be carried through overlying materials to groundwater. Variables relevant to this are depth to bedrock, type of bedrock, soil characteristics, depth to water table, and characteristics of surficial deposits. Sections of central and eastern Marathon County, including the Town of Elderon, have been identified as being more susceptible to contamination.

## **Historical and Cultural Resources**

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A cultural resource is a broad term that can encompass many aspects of heritage. Cultural resources may include archaeological sites and cemeteries, historic buildings and landscapes, historic transportation routes, or traditional cultural properties important to Native Americans or other cultural groups. Cultural resources are those elements that signify heritage and help to evoke the sense of place that makes an area distinctive. Cultural resources include buildings; sites and landscape that help communities retain their sense of identity in an increasingly homogenized society.

## Community History

The Town of Elderon originally included the Town of Franzen to the south, and began as a center for logging in the 1880's. A branch line of the Milwaukee, Lake Shore and Western Railroad was built into the area with a depot in the Village of Elderon. The Village thrived in the lumbering years and at that time had a hotel, blacksmith and three general stores in its business district.

As potato, corn, grain, and dairy farming gradually replaced logging, a creamery and potato warehouse was built in the village. Elderon farmers had local branches of the County Holstein Association and the County Guernsey Association in the 1920's. Elderon was known for its Norwegian settlers, but the Town also included residents of Polish, German and Scottish heritage.

## Resources

Historic structures and cultural areas provide a sense of place, enhance community pride, and reinforce social and cultural enrichment. The identification of existing historic structures and cultural areas are an important consideration in all town planning efforts, as these features are critical to defining a community's look and character.

There are no properties within the Town on the National or State Register of Historic Places. However, there are several properties that appear on the Wisconsin Architectural History Inventory. A collection of cabins and farmsteads built as early as 1880 demonstrates the historical significance that agriculture had on the early development of the Town. These properties include the following:

- Bailey House – one story brick home built 1900
- Calvin P. Day Cabin – Calvin Day was first community postmaster and justice of the peace built 1880
- Charles Bernke House – built 1910
- Farmstead with 1943 bungalow and three outbuildings – built 1943
- Farmstead with residence and three contributing outbuildings – built 1910

## Natural, Agricultural, and Cultural Resource Programs

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There are a variety of programs available to the Town related to natural, agricultural, and cultural resources. Some of these are identified below. The following list is not all-inclusive. For specific program information, the agency or group that offers the program should be contacted.

### Private Forestry

The WDNR's goal is to motivate private forest landowners to practice sustainable forestry by providing technical forestry assistance, state and federal cost-sharing on management practices, sale of state produced nursery stock for reforestation, enrollment in Wisconsin's Forest Tax Law Programs, advice for the protection of endangered and threatened species, and assistance with forest disease and insect problems. Each county has at least one Department forester assigned to respond to requests for private forestland assistance. These foresters also provide educational programs for landowners, schools, and the general public. Both private and industrial forest landowners have enrolled their lands under the Managed Forest Law.

### **Managed Forest Law (MFL)**

The purpose of the MFL is to promote good forest management through property tax incentives. Management practices are required by way of an approved forest management plan. Landowners with a minimum of 10 contiguous acres (80% must be capable of producing merchantable timber) are eligible and may contract for 25 or 50 years. Open lands must allow hunting, fishing, hiking, cross-country skiing, and sight-seeing; however, up to 80 acres may be closed to public access by the landowner. There is a 5% yield tax applied to any wood products harvested. Contact the WDNR for further information.

### **Parks and Recreation Program**

The WDNR gets its authority for administering the Parks and Recreation Program from Chapter 27 Wisconsin Statutes. This program provides assistance in the development of public parks and recreation facilities. Funding sources include: the general fund, the Stewardship Program, Land and Water Conservation fund (LAWCON), and program revenue funds.

### **Stewardship Grants for Nonprofit Conservation Organizations**

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

### **Nonpoint Source Program (NSP)**

Wisconsin's NPS Program, through a comprehensive network of federal, state and local agencies working in partnership with other organizations and citizens, addresses the significant nonpoint sources in the state. This program combines voluntary and regulatory approaches with financial and technical assistance. Abatement activities include agriculture, urban, forestry, wetlands and hydrologic modifications. The core activities of the program — research, monitoring, data assessment and management, regulation and enforcement, financial and technical assistance, education and outreach and public involvement — work to address current water quality impairments and prevent future threats caused by NPS pollution. Contact the WDNR for more information.

### **Drinking Water and Groundwater Program**

This WDNR program is responsible for assuring safe, high quality drinking water and for protecting groundwater. This is achieved by enforcing minimum well construction and pump installation requirements, conducting surveys and inspections of water systems, the investigation and sampling of drinking water quality problems, and requiring drinking water quality monitoring and reporting. A team of specialists, engineers, hydrogeologists, and a program expert and program assistants staff the program. WDNR staff provide assistance to public and private well owners to help solve water quality complaints and water system problems. They also provide interested citizens with informational or educational materials about drinking water supplies and groundwater.

The Central Wisconsin Groundwater Center allows residents in the Town of Elderon and other areas in central Wisconsin to determine the safety of their well water by providing the opportunity to have

their well water tested. Residents can send in water samples of their well water to any state-certified testing laboratory, including the Water and Environmental Analysis Lab at the University of Wisconsin-Stevens Point, which houses the Central Wisconsin Groundwater Center.

### **Aquatic Habitat Protection Program**

The WDNR provides basic aquatic habitat protection services through their staff. Staff members include Water Management (Regulation) Specialists, Zoning Specialists, Rivers (Federal Energy Regulatory Commission-FERC) Specialists, Lakes Specialists, Water Management Engineers, and their assistants (LTEs). The program assists with water regulation permits, zoning assistance, coordination of rivers, lake management, and engineering.

### **Endangered Resources Program**

The DNR's Endangered Resources staff provides expertise and advice on endangered resources. They manage the Natural Heritage Inventory Program (NHI), which is used to determine the existence and location of native plant and animal communities and Endangered or Threatened Species of Special Concern. The NHI helps identify and prioritize areas suitable for State Natural Area (SNA) designation, provides information needed for feasibility studies and master plans, and maintains the list of endangered and threatened species. All management activities conducted by Wildlife Management and Forestry staff must be reviewed to determine the impact on NHI-designated species. A permit for the incidental take of an Endangered or Threatened species is required under the State Endangered Species Law. The Endangered Resources Program oversees the permit process, reviews applications and makes permit decisions. Funding for the Endangered Species Program comes from a number of sources, including tax checkoff revenue, license plates, general program revenues (GPR), gaming revenue, Natural Heritage Inventory chargebacks, wild rice permits, general gifts and Pittman Robertson grants.

### **Fisheries Management Program**

The WDNR funds this program primarily through the sale of hunting and fishing licenses. The program assists with fishery surveys, fish habitat improvement/protection, and fish community manipulation. This program may also be used to fund public relations events and a variety of permitting and administrative activities involving fisheries.

### **Wildlife Management Program**

The DNR's Bureau of Wildlife Management oversees a complex web of programs that incorporate state, federal and local initiatives primarily directed toward wildlife habitat management and enhancement. Programs include land acquisition, development and maintenance of State Wildlife Areas, and other wild land programs such as State Natural Areas. Wildlife Staff work closely with staff of state and county forests to maintain, enhance, and restore wildlife habitat. Wildlife Management staff conduct wildlife population and habitat surveys, prepare property needs analysis's, develop basin wildlife management plans and collaborate with other DNR planning efforts such as Park, Forestry or Fishery Area Property Master Plans to assure sound habitat management. Funding comes from the federal government in the form of Endangered Species grants and Pittman-Robertson grants and from state government in the form of hunting and trapping license revenues, voluntary income tax contributions, general program revenue and Stewardship funds.

### **NRCS Conservation Programs**

The USDA's Natural Resources Conservation Service's (NRCS) natural resources conservation programs help people reduce soil erosion, enhance water supplies, improve water quality, increase wildlife habitat, and reduce damages caused by floods and other natural disasters. NRCS provides funding opportunities for agricultural producers and other landowners through these programs:

- Agricultural Conservation Easement Program (ACEP)
- Agricultural Management Assistance (AMA)
- Conservation Reserve Program (CRP) by USDA's Farm Service Agency
- Healthy Forests Reserve Program
- Regional Conservation Partnership Program
- Small, Limited, and Beginning Farmer Assistance
- Working Lands for Wildlife

### **Wetlands Reserve Program**

The Wetlands Reserve Program (WRP) is a voluntary program which was established to restore wetlands on lands which were previously altered for agricultural use. The program is administered by the USDA Natural Resource Conservation Service in consultation with the Farm Service Agency and other federal agencies.

Land is eligible for enrollment in the WRP if the landowner has owned that land for at least one year, and the land is restorable and suitable for wildlife benefits. Landowners may choose to restore wetlands with a permanent or 30-year easement, or enter into a cost-share restoration agreement with the USDA. If a permanent easement is established, the landowner will receive payment up to the agricultural value of the land and 100% of the wetland restoration costs. The 30-year easement payment is just 75% of what would be provided for a permanent easement on the same site, and 75% of the restoration costs. Voluntary cost-share restoration agreements are generally for a minimum of 10 years, and 75% of the cost of restoring the land to wetlands is provided. In all instances, landowners continue to control access to their land.

### **Discovery Farms Program**

Discovery Farms is a program administered by UW-Extension that works with over 40 farmers across the state of Wisconsin. The program's mission is to "develop on-farm and related research to determine the economic and environmental effects of agricultural practices on a diverse group of Wisconsin farms; and educates and improves communications among the agricultural community, consumers, researchers and policymakers to better identify and implement effective environmental management practices that are compatible with profitable agriculture." On-Farm projects fall under one the following categories: Nitrogen Use Efficiency, Tile Monitoring, Leachate Collection Systems, Watershed water quality, and Edge-of-Field Runoff Monitoring.

### **Producer-Led Watershed Protection Grants**

The Department of Agriculture, Trade & Consumer Protection (DATCP) provides funding to producer-led groups that focus on nonpoint source pollution abatement activities through the Producer-Led Watershed Protection Grant Program (PLWPG). The goal is to improve Wisconsin's soil and water quality by supporting and advancing producer-led conservation solutions by increasing on the ground practices and farmer participation in these efforts.



### **Wisconsin State Historic Preservation Office (SHPO), Wisconsin Historical Society**

This office is part of the Wisconsin Historical Society and serves as the principal historic preservation agency in the state. In partnership with communities, organizations and individuals, the SHPO works to identify, interpret and preserve historic places for the benefit of present and future generations.

The Marathon County Historical Society is available to assist Town of Elderon residents with preserving their own history, and artifacts that also build upon the history in Marathon County. Their mission is to collect, preserve, and exhibit materials related to the history of Marathon County, and to use those materials to help people learn about North Central Wisconsin, connect with their roots, and explore their own historical connections.

## **Natural, Agricultural and Cultural Resources**

### **Goals, Objectives, and Policies:**

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#### **Goal 1 – Maintain and enhance the aesthetic, ecological quality, function, and other values of the town’s land and water resources.**

##### **Objectives:**

1. Discourage development within environmentally sensitive areas such as wetlands, floodplains, lowlands, and steep slopes.
2. Protect wetlands and control erosion in shoreland areas.
3. Seek to create a balance between economic development, sustainability, and environmental protection.
4. Develop and coordinate partnerships and cooperative efforts to address documented water quality degradation in town lakes and streams.
5. Educate residents on the proper maintenance of septic systems, shoreland areas, and water conservation.
6. Protect water resources including lakes, streams, and wetlands.

##### **Policies:**

1. Work with Marathon County Conservation Planning and Zoning to enforce existing regulations of septic systems to protect groundwater.



## **Goal 2 – Support economically productive farming and forestry.**

### **Objectives:**

1. Support diversification of farming types and practices to maintain agriculture as a viable economic activity.
2. Consider existing agricultural structures and uses when considering new development proposals.
3. Encourage retaining large, contiguous forestry tracts in the town.

### **Policies:**

- Encourage land owners to develop forest management plans.

## **Goal 3 – Preserve cultural and historical sites.**

### **Objective:**

- Promote use of existing historical sites to maintain them.

### **Policy:**

- Work with the Marathon County Historical Society and others to provide guidance in the identification and protection of historic and cultural resources; and to provide resources to maintaining such sites.

# Chapter 3

## Housing

Housing characteristics and trends are important components of comprehensive planning. The physical location of housing can determine the need of many public facilities and services. Furthermore, understanding dynamics in the market likely to affect housing development in the future provides a basis for the formulation of policy to coordinate transportation facilities with a sustainable pattern of residential development. Understanding the factors affecting people's ability to meet their own housing needs provides a basis for reinforcing community ties, fostering economic development and environmental sustainability and improving the quality of life.

### Issues

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- Housing pressure may introduce housing subdivisions that would decrease the rural character of the Town. The Town will not allow any type of housing subdivision (meaning multiple houses in an area of 5-acre or larger lots next to each other) in the township.
- Parents want the ability of deeding some land to their children to build a house. The Town will allow this type of housing subdivision as long as it meets the 5-acre minimum.
- 5-acre minimum housing lots are required in the Town.
- Land parcels smaller than 5-acres cannot be subdivided.

### Previous Housing Plans and Studies

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#### **Wisconsin State Consolidated Housing Plan**

The Consolidated Housing Plan is required by the U.S. Department of Housing and Urban Development (HUD) in the application process required of the states in accessing formula program funds of Small Cities Community Development Block Grants (CDBG), HOME Investment Partnerships, Emergency Shelter Grants and Housing Opportunities for Persons with AIDS (HOPWA).

“The Consolidated Plan provides the Framework for a planning process used by states and localities to identify housing, homeless, community, and economic development needs and resources and to tailor a strategic plan for meeting those needs.”

## Regional Livability Plan, 2015

The 2015 Regional Livability Plan (RLP), written by the North Central Wisconsin Regional Planning Commission (NCWRPC), addresses issues of livability in the areas of housing, transportation, economic development and land use. The RLP identifies a number of issues affecting community livability related to housing:

- Aging Population
- Lack of Housing Options
- Smaller household sizes
- Increase in Housing Costs related to incomes

## Housing Assessment

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### Housing Type and Tenure

In 2018, the Town of Elderon had approximately 236 occupied housing units, 92.8 percent of which were owner occupied, see **Table 9**. The Town of Elderon had a significantly higher percentage of owner-occupied homes than both Marathon County and the State of Wisconsin, at 72.8 percent and 66.9 percent respectively. The average household size of 2.21 was slightly lower than the county (2.41) and the state (2.40). In 25.4 percent of households the householder lived alone and 43.2 percent of households had an individual age 60 or older. The number of households that included someone age 60 or older was slightly higher than both the county at 38.1 percent and the state at 39.7 percent.

**Table 9: Housing Units by Type and Tenure, 2018**

	<b>T. Elderon</b>	<b>Marathon County</b>	<b>Wisconsin</b>
Total occupied housing units	236	55,377	2,343,129
Owner occupied units	219	40,331	1,568,040
Renter occupied units	17	15,046	775,089
Average household size	2.21	2.41	2.40
% owner occupied	92.8%	72.8%	66.9%
% householder living alone	25.4%	27.2%	29.2%
% with individuals 60 or over	43.2%	38.1%	39.7%

Source: 2018 American Community Survey 5-Year Estimates

### Structural Characteristics

**Tables 10 and 11** detail the number and percentage of housing units by type. Housing in the Town of Elderon is overwhelmingly single-family detached housing, with a small amount of single-family attached housing and mobile home units. Marathon County is also comprised mainly of single family housing, but does have a variety of housing types. This is due mainly to a balance of urban and rural communities throughout the county. In Marathon County, single-family detached homes account for 74.2 percent of housing units, followed by apartment style homes with five or more units, which account for 12.1 percent of housing.

It is likely that those seeking more variety in housing styles are relying on nearby urbanized areas such as the Villages of Eland, Elderon, Hatley, or Wittenberg. These villages would be better to accommodate a variety of housing.

### What is a manufactured home?

A manufactured home (formerly known as a mobile home) is built to the Manufactured Home Construction and Safety Standards (HUD Code) and displays a red certification label on the exterior of each transportable section. Manufactured homes are built in the controlled environment of a manufacturing plant and are transported in one or more sections on a permanent chassis. (HUD.gov)

### What is the difference between manufactured and modular homes?

Manufactured homes are constructed according to a code administered by the U.S. Department of Housing and Urban Development (HUD Code). The HUD Code, unlike conventional building codes, requires manufactured homes to be constructed on a permanent chassis. Modular homes are constructed to the same state, local or regional building codes as site-built homes. Other types of systems-built homes include panelized wall systems, log homes, structural insulated panels, and insulating concrete forms. (HUD.gov)

**Table 10: Housing Units by Structural Type, 2018**

	1-Detached	1-Attached	2	3 or 4	5 or more	Mobile Home	Other	Total
T. Elderon	299	2	0	0	0	6	0	307
Marathon County	43,841	2,043	2,994	1,363	7,173	1,652	12	59,078
Wisconsin	1,785,339	113,291	172,688	99,630	416,560	93,043	681	2,681,232

Source: 2018 American Community Survey 5-Year Estimates

**Table 11: Housing Units by Structural Type (Percentage), 2018**

	1-Detached	1-Attached	2	3 or 4	5 or more	Mobile Home	Other	Total
T. Elderon	97.4%	0.7%	0.0%	0.0%	0.0%	2.0%	0.0%	100%
Marathon County	74.2%	3.5%	5.1%	2.3%	12.1%	2.8%	0.0%	100%
Wisconsin	66.6%	4.2%	6.4%	3.7%	15.5%	3.5%	0.0%	100%

Source: 2018 American Community Survey 5-Year Estimates

### Age Characteristics

The age of a community's housing stock typically reflects several important factors including size, offered amenities, and overall maintenance costs. Age of the home often also reflects different regional and national trends in housing development. Housing predating the 1960's for example, was typically smaller and built on smaller lots. In subsequent decades, both average lot and home sizes have increased. For example, average homes constructed in the later part of the previous century and the first decade of the millennium are typically much larger than housing built in previous decades. This can be seen in both the rural and more urban environments of Marathon County. Additional bedrooms, bathrooms, and attached garage space are among the amenities found in newer housing units.

**Tables 12 and 13** outline build dates of housing units throughout the Town, county, and state based on 2018 American Community Survey data. A significant amount of the housing in the Town of Elderon (22.8%) was built prior to 1939. Housing development then dropped off and the second largest span of housing development occurred between 1970 and 1979, when 18.6 percent of homes

were constructed. Home building in the Town was steady through 2010 but dropped off substantially thereafter. This pattern was mirrored similarly in both the county and the state, with some variability.

**Table 12: Year Structure Built, 2018**

	1939 or earlier	1940 to 1949	1950 to 1959	1960 to 1969	1970 to 1979	1980 to 1989	1990 to 1999	2000 to 2009	2010 or later
<b>T. Elderon</b>	70	15	21	14	57	33	50	43	4
<b>Marathon County</b>	10,937	3,230	5,909	4,962	9,555	6,087	8,213	8,462	1,723
<b>Wisconsin</b>	523,371	149,246	293,236	261,113	394,062	266,845	372,967	341,400	78,992

Source: 2018 American Community Survey 5-Year Estimates

**Table 13: Year Structure Built (Percentage), 2018**

	1939 or earlier	1940 to 1949	1950 to 1959	1960 to 1969	1970 to 1979	1980 to 1989	1990 to 1999	2000 to 2009	2010 or later
<b>T. Elderon</b>	22.8%	4.9%	6.8%	4.6%	18.6%	10.7%	16.3%	14.0%	1.3%
<b>Marathon County</b>	18.5%	5.5%	10.0%	8.4%	16.2%	10.3%	13.9%	14.3%	2.9%
<b>Wisconsin</b>	19.5%	5.6%	10.9%	9.7%	14.7%	10.0%	13.9%	12.7%	2.9%

Source: 2018 American Community Survey 5-Year Estimates

### Value Characteristics

**Table 14** details housing values in owner-occupied homes throughout the Town, county and state. In 2018, the median housing value was \$164,200 in the Town of Elderon. This was higher than Marathon County, at \$152,000, but lower than the State of Wisconsin, at \$173,600. When compared to the county the Town had fewer homes in all ranges under \$150,000. It had more homes in all categories \$150,000 and over.

Most homes (24.2%) within the Town are valued between \$150,000 and \$199,999 or between \$200,000 and \$299,999. There is a range of housing across a broad spectrum of valuations in the Town and the County.

**Table 14: Housing Values Owner Occupied, 2018**

	Less than \$50,000	\$50,000 to \$99,999	\$100,000 to \$149,999	\$150,000 to \$199,999	\$200,000 to \$299,999	\$300,000 or more	Median Value
<b>T. Elderon</b>	2.7%	16.9%	19.2%	24.2%	24.2%	12.8%	\$164,200
<b>Marathon County</b>	4.4%	17.5%	27.1%	20.9%	18.2%	12.0%	\$152,000
<b>Wisconsin</b>	5.1%	13.4%	20.6%	19.9%	23.1%	17.9%	\$173,600

Source: American Community Survey 5-Year Estimates

## Summary of Housing Characteristics

The Town of Elderon is both a bedroom community to the larger urbanized Wausau region and a home itself that includes historic properties and farmsteads. The Town has an overriding rural character, and is abundant with natural resources, agricultural resources, and cultural resources. Most housing consists of single-family detached housing that is owner occupied. Housing values fall between the county and state median values. There are a range of homes, including a substantial number of historic properties and newer homes.

In looking at population and household projections, there is a need for additional housing units in upcoming decades. Consistent with the state as a whole, new housing construction over the past decade has stalled. There is a need for construction of additional housing units to accommodate demand.

Housing is available across a range of values. There are a large number of senior residents in the Town. Seniors typically desire housing that is smaller, accessible, and near needed healthcare services and amenities. This need will continue throughout the upcoming decade. These are important considerations when looking at future housing policy and planning.

## Housing Programs

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The following are housing programs available to the Town:

The U.S. Department of Agriculture-Rural Development (USDA-RD) is focused on rural areas. A list of available programs follows:

**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 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 515 Multi-Family Housing Loan** program supports the construction of multi-family housing for low-income residents. Under the program, which has been in operation in Wisconsin since 1969, USDA underwrites fifty-year mortgages at a one percent interest rate in exchange for an agreement to provide housing for low and very low-income residents.

**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 U.S. Department of Housing and Urban Development (HUD) administers the following programs:

**The HUD Self-Help Homeownership Opportunity Program** finances land acquisition and site development associated with self-help housing for low-income families.

**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.

**U.S. Department of Housing and Urban Development Section 8 Housing Choice Vouchers** are administered locally by the Central Wisconsin Community Action Corporation (CWCAC). The program is open to any housing unit where the owner agrees to participate and where the unit satisfies the standards. Congress is considering replacing the current voucher program with a block grant to states. If enacted, eligibility criteria for the program may change.

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



## **Housing Goals, Objectives, and Policies**

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**Goal – Maintain the current level of housing.**

**Objectives:**

1. Limit housing to 5-acre minimum lots.
2. Promote development of high-quality durable housing.
3. Promote maintenance and rehabilitation of existing housing.

**Policies:**

1. Allow a parent to deed some of their land to their children to build a house on.
2. Any allowed land division must be at least 5-acres.
3. Consider re-zoning all existing housing to 5-acre minimums, so substandard parcels cannot be subdivided any further.
4. When residences that do not meet code or are non-livable become noticed, then consider possible assistance to remove these homes.

# Chapter 4

## Utilities and Community Facilities

This section describes the existing conditions and issues relative to utilities and community facilities available to the Town of Elderon, including sewage disposal, water supply, power supply, and telecommunication facilities and services. It also describes existing conditions with regard to surface water management.

### Related Plans and Studies

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#### **Marathon County All Hazard Mitigation Plan**

This document examines general conditions, including an inventory of utilities, community facilities and emergency services, throughout the County. Risk assessment is at the heart of the All-Hazards Mitigation program. In order to mitigate the risks, it's necessary to assess their relative importance. The report looks at a series of mostly weather-related disasters; how they have affected the county in the past and how future instances are likely to affect the County and how local government should respond to such occurrences. The report concludes with suggested mitigation measures that might be taken by local governments to reduce the risk from the identified hazards. Counties and incorporated municipalities are required to adopt such plans with updates every five years, and the Marathon County program includes the Town of Elderon.

### Utilities

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The Town of Elderon does not provide public sewer or water service. All development is on private wells and septic systems.

#### **On-Site Waste Disposal Systems**

Chapter 15 of the General Code of Ordinance for Marathon County requires private sewage systems on all premises intended for human habitation or occupancy that are not served by public sewer. The County Code incorporates by reference rules, regulations, and laws in the Wisconsin Statutes and Wisconsin Administrative Code governing private sewage systems, including:

**Chapter SPS 383** – This refers to Chapter SPS 383 in the Wisconsin Administrative Code under the Department of Safety and Professional Services. It sets standards for regulation of private sewage systems.

**Septic tanks** – Septic tanks can be steel, concrete, fiberglass or plastic, but they all must now be equipped with a filter to prevent the movement of solids out into the soil absorption component. In

addition, rock in drain fields may now be substituted with engineered foam peanuts bound in mesh or plastic chambers.

**On-site waste disposal systems** – On-site systems generally fall into four categories:

- **Conventional Systems** – these systems include an absorption field that is buried under the natural ground level. These systems cannot be built in areas where soils do not allow percolation due to high clay content or bedrock where groundwater is too near the surface, or where soils percolate too rapidly and thus pose problems for groundwater contamination.
- **Mound Systems** – these systems include an absorption field that is constructed above ground, creating a “mound”. This type of system is generally used where clay soils, groundwater, rapid permeability or bed rock prevents construction of conventional systems.
- **Mechanical Treatment Components** – these generally replace or augment the septic tank component and may include aerobic treatment tanks and/or self-contained artificial media or sand filters to clean the effluent prior to its discharge into the soil absorption component.
- **Holding Tanks** – Holding tanks are considered the system of last resort and are only allowed if other types of septic systems cannot be used. Temporary holding tanks (e.g. less than 2 years) are sometimes allowed in areas where public sewer is approved for installation in the near future.

**Permit Requirements** - The Marathon County Department of Conservation, Planning, and Zoning reviews and issues permits for private sewage systems. Soil and site evaluations are required to determine if the proposed septic system is suitable for the specific property and location before a permit will be issued. If deemed necessary, floodplain and/or wetland delineation may also be required prior to permit issuance. In addition, a maintenance agreement must be submitted prior to permit issuance. All septic tanks installed on or after July 1, 1980, are required to be inspected and/or pumped at least once every three years.

All development in the Town of Elderon uses private on-site waste disposal systems. Most are conventional type systems. To date, there have not been many problems with system failures.

## Water Supply

Clean, safe drinking water is one of the most important elements of good health. Testing well water on an annual basis is one of the easiest things a private well owner can do to take care of their health and the health of their loved ones. It's estimated that 20-25% of Wisconsin wells have bacterial contamination, so Marathon County Health Department advises all private well owners to have their well water tested for coliform bacteria. If there are infants under six months of age or women of childbearing age drinking the water, it should also be tested for nitrates.

All development in the Town of Elderon receives water from private wells. To date, water supply has been sufficient for most residential and business use. Depth to groundwater in the Town is mainly 20 to 50 feet, but 1/3rd of the time is may be less than 20 feet. Several high capacity wells

exist in the Town. Yields of 50 to 500 gallons per minute can be expected depending upon the depth of glacial drift above the Cambrian sandstone and crystalline rock layers.

### **Surface Water Management**

Marathon County's Conservation, Planning and Zoning (CPZ) Department provides regulations and standards regarding surface water management. Water quality and soil erosion are managed at the county level through implementation of the *Marathon County Land and Water Resources Management Plan* by Marathon County CPZ.

### **Electrical Utilities and Natural Gas**

Electricity is provided to Town of Elderon customers from Central Wisconsin Electric Cooperative. Most property owners purchase LP gas for their heating needs.

### **Telecommunication Facilities and Services**

Wittenberg Telephone Company / Cirrinity offers DSL internet to the whole Town. Some customers in the northwest area of Town have access to cable internet service from Cirrinity.

The whole Town has 3G cellular phone coverage from Cellcom.

### **Solid Waste Management**

The Town contracts for curbside garbage and recycling for all Town residents. The Town also holds spring and fall clean up days.

The Marathon County Solid Waste Management Department is in charge of waste management for non-hazardous solid waste. It consists of the 575-acre landfill, and household hazardous waste area.

## **Community Facilities**

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Community facilities include an array of services and facilities associated with schools, libraries, public protection, and health care. This section describes the existing community facilities and services located in or used by the Town of Elderon.

### **Town Government Buildings**

Elderon's Town Hall is located at 215401 Black Cherry Drive. The Town Hall has a multi-purpose room to conduct Town business, restrooms, and a kitchenette.

The Town has a large attached garage to the Town Hall where heavy equipment is stored, and a detached garage. The Town owns a variety of equipment to maintain the roads and clear them of snow and ice.

### **Schools**

The Town of Elderon is served by the **Wittenberg-Biramwood School District** for elementary and secondary school resources.

**Northcentral Technical College (NTC)** – NTC, located in Wausau with a branch in Wittenberg, offers several one- and two-year programs and certificates in business, technical, health and industrial fields.

**University of Wisconsin – Stevens Point at Wausau** – UW-Stevens Point at Wausau, located in Wausau, offers courses leading to a baccalaureate degree. A master's degree in business and health administration is available beginning the fall of 2019.

## **Libraries**

The Marathon County Public Library's Hatley Branch serves the Town of Elderon.

## **Child Care**

There is one child care facility located within the Town, see Map 3.

## **Emergency Services**

Police protection in the Town of Elderon is provided by the Marathon County Sheriff's Department.

The Wisconsin State Patrol, located in Wausau, has statewide jurisdiction on all public roads but operates mainly on State and U.S. highways as a matter of general practice to enforce traffic and criminal laws, and help motorists in need. They also help local law enforcement by reconstructing traffic accidents; inspecting trucks, school buses, and ambulances; and helping local agencies with natural disasters and civil disturbances.

Fire protection and rescue services are contracted with the Hatley Area Fire and Ambulance Service, which is owned by the Town of Elderon and 3 other municipalities. The Town of Elderon holds an ISO rating of 9 for fire response. An ISO rating of 1 represents the best protection and 10 represents an essentially unprotected community.

The Marathon County Sheriff's Office Communications Division provides E-911 Dispatch for all Police, Fire, and Emergency Medical Services (EMS) agencies in Marathon County. Since the Town of Elderon is on the border with Shawano County, cellular 911 calls may jump to Shawano County's Sheriff Department.

## **Medical Services**

There are two area hospitals in the area: Aspirus Hospital and Marshfield Medical Center-Weston (formerly: St. Claire's Hospital). The area is also served by two major clinics: Marshfield Clinic and Aspirus.

**North Central Health Care (NCHC)** – In addition to the hospitals and clinics described above, Marathon County is served by NCHC. According to their web site, NCHC offers outpatient, day hospital, community support and inpatient services for mental/emotional problems; vocational, life skill training, early intervention, housing and care management services for the developmentally disabled; and assessment, individual and outpatient group counseling, intensive programming, day hospital, referral for residential and inpatient treatment, and education for alcohol and other drug

problems. Services for detoxification and for persons suffering from problems with gambling addiction are also offered.

NCHC operates a nursing home (Mount View Care Center) that offers skilled nursing services at the main campus in Wausau. This facility serves persons requiring either short term or long term skilled nursing care because of complex physical needs, psychiatric and neurological diseases, dementia, or behavior problems.

## **Cemetery**

Evergreen Rest Cemetery is located on Black Cherry Dr, just south of Elm Road. A cemetery association maintains the property.

## **Parks and Recreation**

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### **Local Parks, Trails, and Open Space**

The Town of Elderon enjoys outdoor recreation operated by the Village of Elderon and Marathon County. All Town roads are open to ATV/UTV use.

### **County or State Parks, Forest, and Trails**

Area county and state facilities include:

- **Elderon Park** – Located in the Village of Elderon, this 12.5-acre former county park has two parts connected by a non-ADA walking trail. Lilly Lake is accessible by a parking lot off of Highland Ave/STH 49. The main part of the park is accessible off of Main Street/STH 153. Elderon Park has a lighted baseball field with dugouts, bleachers, covered park shelters with kitchenettes and picnic tables, pit toilets, horseshoe pits.
- **Elderon County Forest Unit** – This is the third smallest block within the county forest system, at 279 acres. This forest unit sits between the Villages of Hatley and Bevent, just east of Pike Lake. This unit is rolling hills, dominated by oak and hardwoods, with some pine plantations and aspen areas. There are good trails for hiking as well as the snowmobile trail cuts across the unit. There is a parking area on Hightower Road, on the north end of this unit.

## Utilities and Community Facilities

### Goals, Objectives, & Policies

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**Goal – Provide sufficient public services (roads, police, fire & rescue, and garbage & recycling) to meet existing and future market demand for agricultural, residential, commercial, and industrial uses.**

**Objective:**

- Maintain the current provision of community services.

**Policies:**

1. Continue maintaining the Town's roads. See the Transportation Chapter for more details.
2. Continue cooperating with Marathon County Sheriff's Department to provide law enforcement services.
3. Continue cooperating with Hatley Area Fire and Ambulance Service to provide those services for Town residents.
4. Continue contracting to provide garbage and recycling services to Town residents.



# Chapter 5

## Transportation

The transportation system in a community consists of a variety of roads; some are owned and maintained by local officials, others are part of the County or State road systems. In addition to roads, the transportation system consists of facilities for pedestrians, bicyclists, railroads, airports, and in more urban areas, public transit. This section describes the transportation system in the Town of Elderon and related improvements or issues affecting the system.

### Issues

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- State Highway 29 may become a freeway in the future, which would close some intersections.

### Related Plans and Studies

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#### **Freeway Preservation Study**

A freeway preservation study was completed for WIS 29 in Marathon County in 2012 and updated in 2016. The preservation study completed the required environmental documentation in order to allow for designation only of WIS 29 as a freeway.

#### **Regional Livability Plan, 2015**

The 2015 Regional Livability Plan (RLP), written by the North Central Wisconsin Regional Planning Commission, addresses issues of livability in the areas of housing, transportation, economic development, and land use. The RLP identifies three major transportation issues.

- Modes of Transportation to Work – The region’s workforce is extremely dependent on the automobile. In 2012, over 80 percent of the region’s workforce drove alone to work on a daily basis. Another 10 percent carpooled, leaving less than 10 percent for the non-automobile methods such as walking, biking, and using transit. The average commute time in Marathon County, was 18.7 minutes.
- Age of Drivers in the Region – The region is seeing a change in the number of licensed drivers by age groups. Between 2004 and 2013, the region saw a 20 percent decrease in the number of drivers age 17 and age 19. During the same years, the region also had a 20 percent increase in drivers over age 65. These changes mean communities will have a need for multimodal options for the younger ages and options to increase safety as drivers age.
- Transportation Maintenance Cost – It is expensive to maintain the transportation infrastructure in the region. The current reliance on fuel tax and registration fees is inadequate, unstable, and may soon be outmoded. The inability to fund improvements and

maintenance on transportation infrastructure will impact the ability to transport goods and provide safe, reliable, and efficient roads.

### **Connections 2030**

This is Wisconsin's latest long-range, statewide, multimodal transportation plan. It identifies a series of system-level priority corridors that are critical to Wisconsin's travel patterns and the state economy.

### **Locally Developed, Coordinated Public Transit - Human Services Transportation Plan**

This five-year plan analyzes service gaps and needs in public transit and human services transportation then proposes strategies to address the gaps and needs.

### **Regional Bicycle and Pedestrian Plan**

This 2018 plan is a region-wide effort to improve bicycling and walking across communities within North Central Wisconsin. The plan assesses existing conditions related to bicycling and walking, identifies other potential trail and route user groups, identifies routes, and describes policies and programs to assist local governments in improving bicycling and walking to promote connectivity between communities and destinations throughout North Central Wisconsin.

### **State Trails Network Plan**

This 2001 document [revised in 2003] clarifies the Wisconsin Department of Natural Resources (WDNR) role and strategy in the provision of all types of trails. The plan identifies a series of potential trail corridors that would link existing trails, public lands, natural features, and communities. This statewide network of interconnected trails would be owned and maintained by municipalities, private entities, and partnerships of the two. Preserving transportation corridors, such as old rail lines, is specifically discussed as a very important strategy in the creation of recreational and alternative transportation corridors.

## **Road Network**

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The system of connected roads and highways form the physical network for the community. Not only is the road network important for transportation, but various public infrastructure is located within the right-of-way, such as electric and telecommunication lines.

Public highways are generally classified by two different systems, the functional and the jurisdictional. The jurisdictional class refers to which entity owns the facility and holds responsibility for its operations and maintenance. The functional class refers to the role the particular segment plays in moving traffic within the overall system. Each is described in more detail below.

In addition to these main classifications, a road or segment of road may hold a variety of other designations including county forest road, rustic road, emergency route, truck route, etc. There are no county forest roads or rustic roads within the Town of Elderon. Truck routes are discussed at the end of this section, under Trucking.

The highway system within the Town of Elderon is a network of state and county highways together with various local roads and streets. The jurisdictional breakdown is shown in **Table 15**.

<b>Table 15: Road Mileage by Jurisdictional and Functional Class</b>				
Jurisdiction	Functional Classification			Totals
	Arterial	Collector	Local	
State	10.03	3.57	0.00	13.60
County	0.00	7.68	0.00	7.68
Town	0.00	5.19	30.24	35.43
Other	0.00	0.00	0.00	0.00
<b>TOTALS</b>	10.03	16.44	30.24	56.71

*Source: WisDOT & NCWRPC.*

The **Transportation Map** shows how all the state trunk highways (STHs), county trunk highways (CTHs), and Town roads make up a connected street network.

Roadway weight restrictions go into effect during the springtime freezing and thawing period, typically from early March until the second week in May. Only STH 29 does not have springtime weight restrictions, which affect the types of truck traffic that are allowed during spring thaw.

Comparing traffic counts from 2004/2007 to 2019, most locations have increased traffic. One set of locations had a notable decrease in traffic – traffic coming into the Village of Elderon from the east on STH 153 and heading north on STH 49, decreased by 150 vehicles from 2007 to 2019.

The most recent AADT Traffic Counts are displayed on the **Transportation Map**.

## Road Classification

A functional classification system groups streets and highways into classes according to the character of service they provide. This character of service ranges from providing a high degree of travel mobility to providing land access functions.

The current functional classification system used in Wisconsin consists of five classifications that are divided into urban and rural categories. Functional classifications are used to determine eligibility for federal aid. For purposes of functional classification, federal regulations define urban as places of 5,000 or greater population, so the rural classifications apply throughout the Town. **Table 16** summarizes the rural functional classification system.

Table 16: Rural Highway Functional Classification System	
Principal Arterials	Serve interstate and interregional trips. These routes generally serve all urban areas with populations greater than 5,000. The rural principal arterials are further subdivided into 1) Interstate highways and 2) other principal arterials.
Minor Arterials	In conjunction with the principal arterials, they serve cities, large communities, and other major traffic generators providing intra-regional and inter-area traffic movements.
Major Collectors	Provide service to moderate sized communities and other inter-area traffic generators and link those generators to nearby larger population centers or higher function routes.
Minor Collectors	Collect traffic from local roads and provide links to all remaining smaller communities, locally important traffic generators, and higher function roads. All developed areas should be within a reasonable distance of a collector road.
Local Roads	Provide access to adjacent land and provide for travel over relatively short distances. All roads not classified as arterials or collectors are local function roads.

Source: WisDOT

## Road Maintenance

The Town of Elderon uses the Pavement Surface Evaluation Rating (PASER) system, which was designed by the Transportation Information Center of the University of Wisconsin-Madison. The PASER system is the rating system used by most Wisconsin communities. The PASER system rates road surfaces on a scale of 1 to 10.

- “1” and “2” = very poor condition
- “3” = poor condition
- “4” and “5” = fair condition
- “6” and “7” = good condition
- “8” = very good condition
- “9” and “10” = excellent condition

**Table 17** shows a summary of Town road pavement conditions in the Town of Elderon. Town roads exhibiting a surface condition rating at or below “fair” must be examined to determine what type of reconstruction or strengthening is necessary. The roads that display a surface rating of “good” or better will only require minimal preventative maintenance to promote safe travel conditions.

<b>Table 17: Summary of Pavement Conditions, 2019</b>	
<b>Surface Condition Rating</b>	<b>Miles</b>
Very Poor	0.00
Poor	0.17
Fair	2.69
Good	7.19
Very Good	10.77
Excellent	14.61
<b>Total</b>	<b>35.43</b>

*Source: WisDOT 2019*

## **Trucking**

STHs 29, 49, & 153 are all truck routes within the Town as designated by WisDOT. STH 29 is a Designated Long Truck Route, which can accept the largest trucks allowing in the state. STHs 49 and 153 are both 65-foot Restricted Truck Routes.

A few county trunk highways cross into the Town and are shown on the **Transportation Map**.

Local truck routes often branch out from these major corridors to link local industry with the main truck routes as well as for the distribution of commodities with the local area. Mapping these local routes is beyond the scope of this study, and local issues such as safety, weight restrictions, and noise impacts play significant roles in the designation of local truck routes.

## **Transit and Transportation Facilities for the Disabled**

Both the Marathon County Aging and Disability Resource Center and the North Central Health Care (NCHC) provide limited elderly and disabled transport services to Town residents. The services include semi-fixed routes that are scheduled, and demand services available with a 48-hour notice. Demands for these services will increase as the population ages and residents are no longer able to drive themselves.

The nearest intercity bus access is available in downtown Wausau or in Wittenberg, both provided Jefferson Lines and Lamers Bus Lines to Minneapolis, Green Bay, Madison and Milwaukee.

## Land Use and Transportation

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Land use and transportation have a reciprocal relationship. Land use affects the demand for transportation to and from a given geographic area. Likewise, improved transportation facilities can affect land use decisions.

### Access Management

Marathon County issues driveway permits and implements access restrictions on all properties fronting a County road. The *County Trunk Highway Access-Driveway Policy* addresses the requirements regarding culverts, access width, slope, visibility and spacing. The policy is available through the Marathon County Highway Department.

The Town requires that all driveways be permitted by the Town; which includes the culvert size, length, and placement.

## Other Transportation Modes

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### Bicycling and Walking

All roads are available for bicycle and pedestrian travel in the Town of Elderon. No sidewalks exist. Roads that do not have sidewalks may not provide much gravel shoulder to walk on outside of the traffic lanes.

Just north of the Town is the Mountain Bay Trail which allows walking, biking, and snowmobiling.

The Ice Age Trail passes north-south along the west side of Town for hiking.

### Recreational Vehicles

Several snowmobile trails run throughout the township, which also include the use of ATVs during the winter months when the trails are open. The Town allows the use of ATV/UTVs on all their town roads. Some county highways (the ones marked as open) also allow ATV/UTVs.

### Railroads

There is no rail service in proximity to the Elderon area. Shipments needing rail service would have to be trucked to nearby cities with rail access such as Wausau or Stevens Point.

### Airports

The two closest airports serving the Town of Elderon are:

- **Central Wisconsin Airport (CWA)** – The CWA is a joint venture of Marathon and Portage Counties. It is the only airport within Marathon County or neighboring counties that provides scheduled air passenger services. The CWA is located east of Mosinee and accessible via I-39.
- **Wausau Municipal Airport** – The Wausau Municipal Airport, located in the City of Wausau, provides general aviation services and is fully equipped to receive large corporate

jets, charters, and privately owned aircraft. Air charter, flight instruction, aircraft rental, scenic rides, as well as aviation line services such as refueling, transportation, lodging and catering are some of the services available.

## **Transportation Goals, Objectives, & Policies**

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**Goal – Maintain a safe and efficient Town road system.**

**Objectives:**

1. Maintain road capacity for all the traffic and vehicle types expected on Town roads.
2. Provide for annual maintenance of the Town's roads.
3. Carefully monitor road uses that generate heavy truck traffic on local roads that have not been constructed or upgraded for such use.

**Policies:**

1. Consider future road locations, extensions or connections when reviewing development plans and proposals.
2. When farms or other employers become large enough to generate substantial heavy vehicle traffic, then consider using WisDOT's Transportation Economic Assistance program to help pay for road upgrades.
3. Use the Town Driveway Ordinance to address blind spots, increase safety, and to space out appropriate driveways to preserve road capacity.
4. Continue creating and implementing a 5-year Town road improvement plan.
5. Maintain and upgrade Town roads so they continue to accommodate emergency vehicles, school buses, and snow plows.



# Chapter 6

## Economic Development

The condition of the local economy directly influences local growth and development, and therefore must be considered when planning for a community's future. Employment patterns and economic trends generally occur on a regional scale. Residents of one community commonly work in another. Similarly, changes in a major industry can impact jobs and growth far beyond the community where the business is physically located. It is therefore important to understand a local community's economy in light of its regional context.

### Related Plans and Studies

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#### **Comprehensive Economic Development Strategy (CEDS), 2017**

Marathon County is one of ten counties included in the North Central Wisconsin Economic Development District as designated by the U.S. Department of Commerce, Economic Development Administration (EDA). The NCWRPC is the agency responsible for maintaining that designation. As part of the designation, the NCWRPC annually prepares a CEDS. This report summarizes and assesses economic development activities over the past year and presents new and modified strategies to promote growth.

#### **Regional Livability Plan (RLP), 2015**

Economic Development is one of four elements included in the RLP, adopted by the NCWRPC in 2015. The Economic Development Assessment Report within the RLP observes in detail the economic health of the ten-county region and identifies trends and issues facing the local economy. The RLP address three issues: the disparity between the available labor force and employment, the need for a living wage, and broadband access.

The four economic development goals of this plan are as follows:

- *Ensure the future availability of a skilled and flexible workforce.*
- *Support and develop a diverse economic base ensuring economic growth and resiliency.*
- *Support infrastructure needed for economy development.*
- *Develop tourism and knowledge-based economy into leading economic sectors.*

#### **Marathon County Farmland Preservation Plan, 2013**

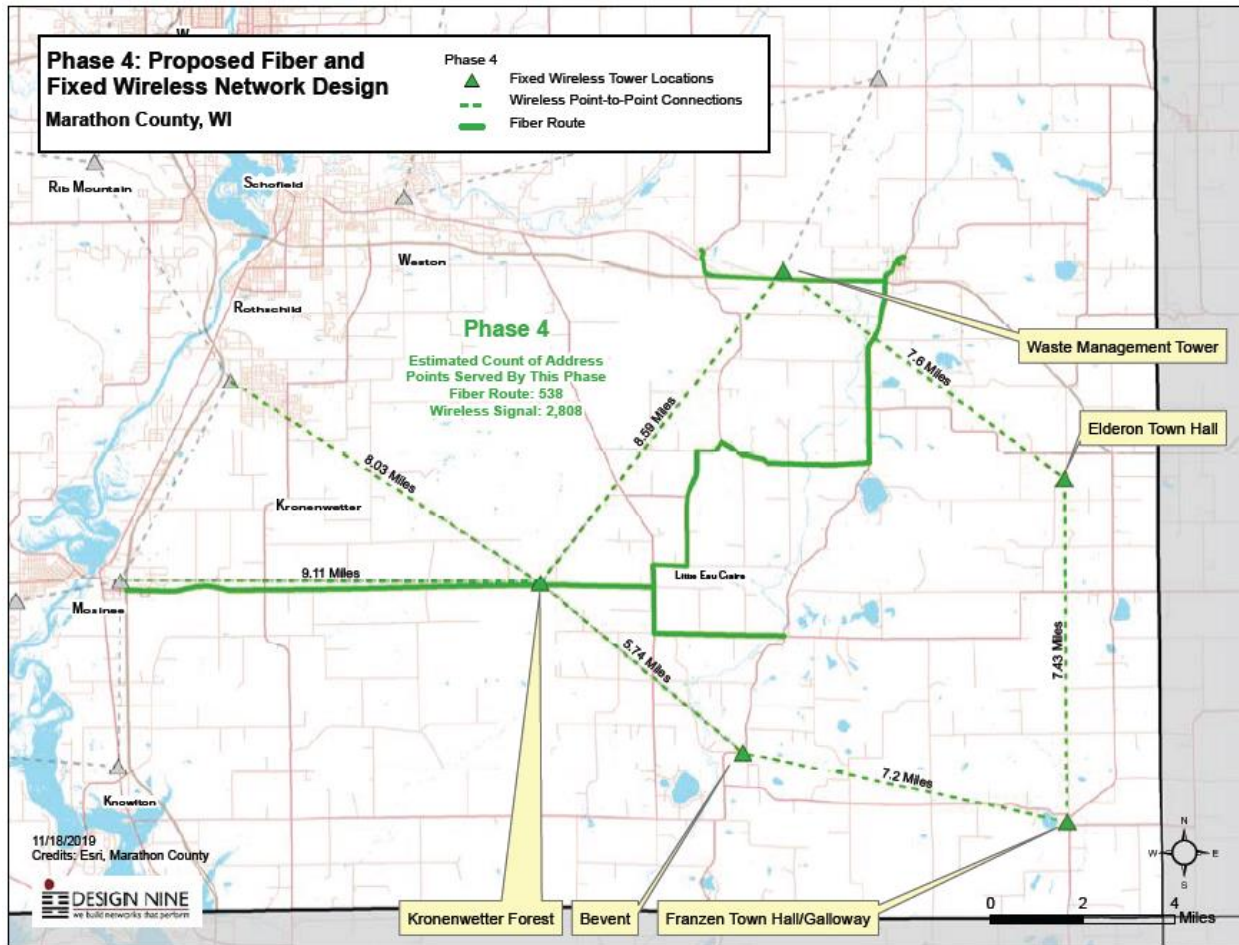
See the plan description under Agricultural Economy on page 47.

## **Broadband For Marathon County** **Broadband Assessment and Plan (2019)**

The Broadband Feasibility Study [*Broadband For Marathon County*] is the latest action Marathon County has taken in proactively planning for high speed internet. In fall of 2018, Marathon County Extension engaged community stakeholders in dialogue about broadband and cellular coverage within the County. Marathon County's consultant completed the Broadband Assessment Study in 2019. See **Figure 7**.

- The Town of Elderon may have a pivotal role to play in completing Phase 4: Proposed Fiber and Fixed Wireless Network Design.

**Figure 7** (Map 9.9: Phase Four Proposed Fiber and Wireless)



## County Economic Environment

Historically, Marathon County's economy was based on forest resources and diversified agriculture. Increased population and infrastructure (railroads, roads and dams for power) enabled the area to evolve beyond simple agricultural and logging operations. Resources that once left the area unprocessed were now transformed into finished products in the County, providing employment opportunities and adding value in forest products and agricultural processing. A number of related manufacturing operations grew up in the area, some based on forest products and agricultural products, others supplying the existing industries with fabricated metal products. As these industries progressed, so did industries such as transportation, communications, public utilities, government, trade, finance, insurance, and real estate. The County now enjoys a well-diversified economy.

### Key Economic Sectors

In 2019, there were 77,780 total jobs in Marathon County, up from 75,290 in 2014. **Table 18** shows the ten industries with the most jobs in Marathon County in 2014 and 2019. In 2019, the Manufacturing Industry (NAICS 31) was the largest employment sector with 17,877 workers. Health Care and Social Assistance (NAICS 62) and Government (NAICS 90) were second and third with 9,754 and 7,835 workers respectively.

Table 18: Jobs by Industry, Marathon County 2019					
NAICS	Description	2014 Jobs	2019 Jobs	2014-2019 Net Change	2014-2019 % Change
31	Manufacturing	15,574	17,877	2,303	15%
62	Health Care and Social Assistance	10,047	9,754	-293	-3%
90	Government	7,902	7,835	-67	-1%
44	Retail Trade	9,334	7,673	-1,661	-8%
52	Finance and Insurance	4,701	5,165	464	10%
72	Accommodation and Food Services	4,787	4,900	113	2%
42	Wholesale Trade	4,230	3,972	-258	-6%
23	Construction	3,047	3,246	199	7%
48	Transportation and Warehousing	2,361	2,840	479	20%
81	Other Services (except Public Administration)	2,998	2,754	-244	-8%

Source: EMSI

In terms of job growth, Management of Companies and Enterprises (NAICS 55) was the fastest growing industry with a growth rate 115 percent, adding 1,252 jobs from 2014 to 2019. The Arts, Entertainment, and Recreation industry (NAICS 71) was second, employing an additional 389 workers, a 44 percent increase. The third fastest industry was Transportation and Warehousing (NAICS 48) increasing 20 percent, or 479 workers. The Manufacturing (2,303 jobs), Management of

Companies and Enterprises (1,252 jobs), and Transportation and Warehousing (479 jobs) Industries added the most jobs overall.

It should be noted that the number of employees in certain sectors, particularly those workers engaged in Crop and Animal production, which includes forestry, may be understated because this information utilizes the Wisconsin Department of Workforce Development data; those who are self-employed or work in family businesses are not reflected in this data.

Eleven industries lost jobs from 2014 to 2019. Most notably, Retail Trade (NAICS 44) lost 1,661 jobs, decreasing 18 percent. Health Care and Social Assistance (NAICS 62) decreased its employment by 3 percent, or 293 jobs. The third most significant decrease was seen in the Wholesale Trade industry (NAICS 42) with a loss of 258 jobs, or 6 percent.

## **Job Growth**

Between 2014 and 2019, Marathon County added 2,490 jobs, an increase of 3 percent. The State of Wisconsin experienced a job growth of 4 percent and the nation which increased 7 percent. Based on National Growth Effect (5,495), an Industry Mix Effect (-442), and the Competitive Effect (-2,563) the region would expect to add 5,053 jobs over the next ten year time period based on a shift share analysis.

While a location quotient analysis provides a snapshot of the economy at a given time, shift-share analysis introduces trend analysis (change over a period of time). This is an analysis technique that examines economic change and incorporates a “what-if” component. The theory behind shift-share is that local economic trends can be determined to be “up” or “down” relative to national trends, called the National Growth Component. It also identifies if the growth is in fast or slow growing industries or sectors, called the Industrial Mix; and finally, it identifies how competitive an area is for attracting different economic sectors, called the Competitive Share. Both models use the same employment data.

The industrial mix effect represents the share of regional industry growth explained by the growth of the specific industry at the national level. The national growth effect explains how much the regional industry’s growth is explained by the overall growth in the national economy. The regional competitiveness effect explains how much of the change in a given industry is due to some unique competitive advantage that the region possesses, because the growth cannot be explained by national trends in that industry or the economy as a whole. As a result of the region’s unique competitiveness, county jobs should continue to grow.

## Town of Elderon Economic Environment

### Economic Sectors of Town residents

These figures in **Table 19** are all based on the number of workers residing in the Town and what they do for employment; not where they are actually employed. Information regarding the number of jobs available in the Town of Elderon itself is not readily available.

See the **Laborshed** section later in this chapter for amount of jobs in the Town.

In 2018, there were 269 people employed in the eleven basic economic sectors in the Town. That is an overall decrease of about 27% jobs since 2010, as shown in **Table 19**.

Between 2010 and 2018 the following employment sectors each lost at least 17 employees who lived in Town: Manufacturing; Retail trade; Professional, scientific, management, and waste management; Education and health care; and Arts, entertainment, recreation & accommodation, and food services.

All other employment sectors gained between 1 and 15 employees each.

Employment in the Town is very diversified. About 56% of Town residents are employed in 3 sectors: Manufacturing; Education and health care; and Finance, insurance and real estate.

Table 19		Employees by Sector Town of Elderon	
	2010	2018	Change
Agriculture, forestry, fishing & hunting, and mining	16	18	2
Construction	15	16	1
Manufacturing	81	64	-17
Wholesale trade	6	12	6
Retail trade	43	21	-22
Transportation & warehousing, and utilities	0	9	9
Information	3	5	2
Finance, insurance, and real estate	23	35	12
Professional, scientific, management, and waste management	38	4	-34
Education and health care	104	51	-53
Arts, entertainment, recreation & accommodation, and food services	38	12	-26
Other services	0	15	15
Public administration	3	7	4
Total	370	269	-101 (-27.3%)

Source: American Community Survey

## Labor Force Analysis

### Labor Force

Labor force is defined as the number of persons, sixteen and over, employed or looking to be employed.

Overall, **Table 20** shows that the Town of Elderon labor force rose from 2000 to 2010, and then declined in 2018 to become lower than in 2000. The Town of Elderon's 2018 labor force is lower than it was in 2000, even though the population 16 and over is greater in 2018. Looking back to the Demographics Chapter of this Plan we see that the Town's older than 65 population in 2018 was 22.8% of the total Town population; so more people in Town have probably retired between 2010 and 2018.

### Unemployment

Unemployment is defined as the difference between the total civilian labor force and total persons employed. Stay-at-home parents, retirees, or persons not searching for employment are not considered unemployed because they are not considered to be part of the labor force.

**Table 20** Shows that the Town of Elderon has always had a low unemployment rate, with a 1.4% rate in 2000, 3.6% in 2010, and 2.9% in 2018. In comparison, Marathon County's 2018 unemployment rate of 2.7% is considerably low for the County historically.

### Workforce Participation

Workforce participation is a measure expressed in terms of a percentage of persons actively seeking employment divided by the total working age population. People not participating in the labor force may not seek employment due to a variety of reasons including retirement, disability, choice to be a homemaker, or simply are not looking for work.

The Town of Elderon's workforce participation was 4% higher in 2010 than in 2000, and unemployment went up 2% over the same decade in Town. Recently in 2018 the participation rate in Town dropped almost 11% from the high in 2010. Countywide, the labor force has experienced an overall slowed growth rate due to baby boomers who are leaving the labor force faster than population is increasing.

Table 20: Town of Elderon Labor Force				
	2000	2010	2018	Percent Change 2000 – 2018
Population 16 years and over	438	522	443	1.1%
Labor Force	310	389	282	-9.0%
Employed	304	370	269	-11.5%
Unemployed	6	19	13	116.7%
Unemployment Rate	1.4%	3.6%	2.9%	107.1%
Participation Rate	70.8%	74.5%	63.7%	-10.0

Source: U.S. Census 2000, & American Community Survey



### Laborshed

A laborshed is an area or region from which an employment center draws its commuting workers. In 2017, only 6 of the 81 (7.4%) jobs throughout the Town of Elderon were filled by residents of the Town. About 75 workers traveled to the Town of Elderon during the average work day. In contrast, 299 Town of Elderon residents commuted to locations outside of the Town for work, indicating that the Town of Elderon's laborshed extends beyond its municipal boundaries. **Figure 8** shows the inflow-outflow patterns of the Town's laborshed.

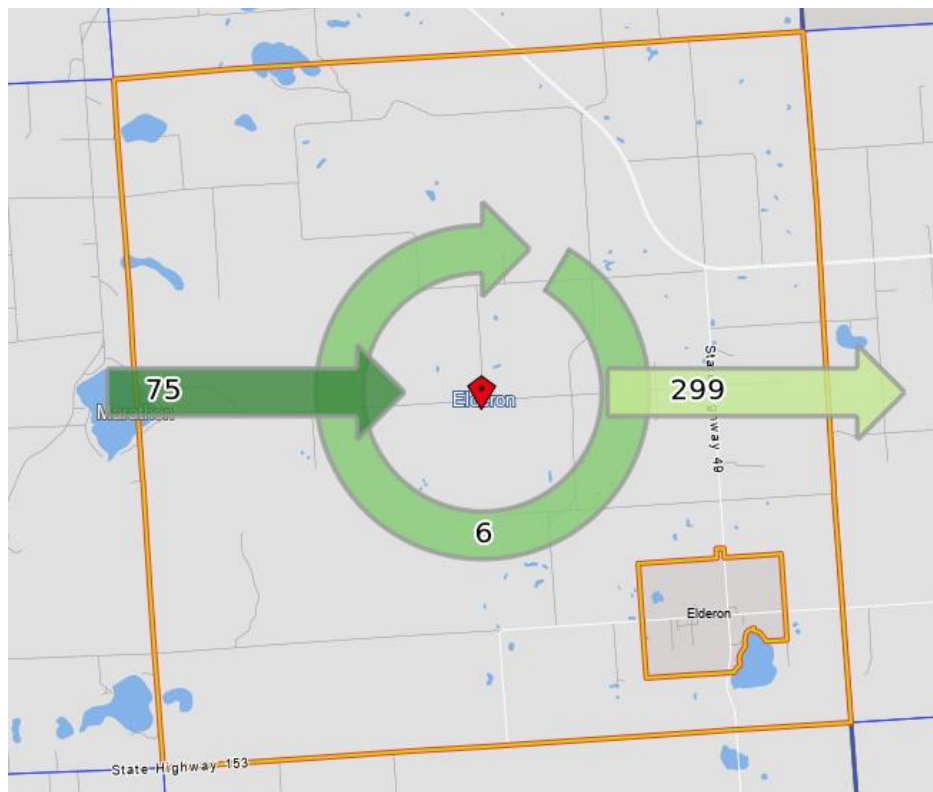
### In-Migration

The majority of in-commuters live in close proximity to the Town of Elderon. The largest percentage of workers commuting into the Town of Elderon comes from the City of Wausau (6.2%).

### Out-Migration

Town of Elderon residents commuting outside of the Town's boundaries travel across Wisconsin. About 299 Town residents are employed outside of the Town's boundaries. Like in-commuters, the majority of employed residents work in nearby communities. The largest percentage of workers leaving the Town of Elderon for work travel to the City of Wausau (18.7%), followed by the Village of Weston (8.9%).

**Figure 8**      **Town of Elderon Laborshed**



Source: U.S. Census on the Map



## Agricultural Economy

Agriculture is at the core of Marathon County's identity and the County is committed to preserving farmland. Approximately 2,545 farms in Marathon County are operated by nearly 4,000 landowners, 99% of which are individuals or families. Agriculture is an important component within the Town of Elderon as well.

The Marathon County Farmland Preservation Plan identifies four farms located within the Town and one that borders the Town with fewer than 300 animal units. There is one larger farming operation within the Town with 300 to 1,000 animal units, and one farm with more than 1,000 animal units. Both of these farms are dairy operations.

In 2013, Marathon County adopted the Farmland Preservation Program (FPP) to help guide farmland preservation and resource conservation activities through 2028. The primary purpose of the program is to minimize the conversion of farmland to other uses and to protect soil and water resources from the impacts of agricultural runoff. Ideally, Marathon County seeks to minimize conversion to no more than 1,500 acres countywide annually.

Most of the farms in the Town of Elderon are within designated 2013 Farmland Preservation Areas. Such a designation is the first step to establish eligibility for Exclusive Agricultural Zoning or Agricultural Enterprise Area (AEA) tax credits; neither of which exists in the eastern half of Marathon County around the Town of Elderon.

Marathon County has eighteen plants that process dairy products for local, domestic, and international markets. On-farm employment accounts for nearly 3,155 jobs and 6,190 processing jobs. Over the past decade the presence of immigrant workers has increased, serving as a reliable source of labor. No agricultural processing jobs exist in the Town of Elderon, but with several dairy farms in all 3 size categories comes on-site employment.

## **Economic Development Goals, Objectives, & Policies**

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**Goal 1 – Support improved wireless and broadband telecommunication coverage of the Town and its neighbors.**

**Objective:**

- Promote extension throughout the Town of high-speed broadband technology and wireless telecommunication coverage to support growth of local farms, businesses, and opportunities for Town residents.

**Policies:**

1. Allow road right-of-way access for potential future telecommunication infrastructure.
2. Encourage coordination between road and utility construction projects, and restrict the frequency of road excavations.

**Goal 2 – Promote expansion of the current agricultural and forest products economic base.**

**Objective:**

- Promote the protection of working farms and forests.

**Policies:**

1. Continue maintaining Town road capacity for all the traffic and vehicle types necessary for working farms and forests.
2. Protect the farmer's right to farm by discouraging conflicting land uses near active farms.
3. Encourage participation in the County's Farmland Preservation Program.
4. Encourage participation in the WDNR's Managed Forest Law program.

# Chapter 7

## Land Use

Land use analysis is a means of broadly classifying how land is used. Each type of use has its own characteristics that can determine compatibility, location and preference to other land uses in the Town. The land use chapter brings together consideration for both the physical development as well as the social characteristics of the town. Land use mapping and related information is used to analyze the current pattern of development, and serves as the framework for formulating how land will be used in the future.

To arrive at an optimum plan that will be both effective and implemented, the plan must account for past development activity as well as current market factors and conditions that shape where and how land will be developed. This chapter discusses uses of land in the Town of Elderon. The existing land use types are defined, current land uses are analyzed, and existing and potential land use conflicts are identified.

### Related Plans and Studies

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#### **Regional Livability Plan, 2015**

Land use is one of the four elements included in the RLP, adopted by NCWRPC in 2015. The Land Use Assessment Report, a component of the plan, looks in detail at the land uses through the ten-county region and identifies issues and trends related to land use: housing density and farmland preservation. The two land use goals of the plan are as follows:

- Preserve and protect the Region's landscape, environmental resources and sensitive lands while encouraging healthy communities.
- Manage and reduce vacant land and structures.

#### **Marathon County Comprehensive Plan, 2016**

The Marathon County Comprehensive Plan chapter on land use analyzes pattern of development, existing land use, and future land use. The plan sets the following land use goals:

- Minimize scattered rural development and preserve rural character.
- Preserve active farming.
- Encourage redevelopment of under-utilized areas.
- Provide tools for managing and coordinating growth.

## Existing Land Use

The Town of Elderon was designed as a 36-section township in Marathon County. The Town is located in the southeast portion of Marathon County. The Town is bounded by the Town of Norrie to the north, the Town of Reid to the west, the Town of Franzen to the south and Shawano County to the east. The Village of Elderon is in the southeast quadrant of the Town. See **Map 1**.

Knowledge of the existing land use patterns within a town is necessary to develop a desired future land use pattern. The Existing Land Use Map (**Map 5**) was developed using air photos from a countywide flight in 2015, with updates by the local residents in 2020. Ten basic categories were used to classify the various existing land uses. The categories include: Agriculture, Commercial, Governmental/Institutional/Utilities, Industrial, Open Lands, Outdoor Recreation, Residential, Transportation, Woodlands, and Water.

Land use classifications are groups of land uses that are compatible, and that separate conflicting uses. The classifications are not zoning districts and do not have the authority of zoning, but are intended for use as a guide when making land use and zoning decisions.

### Existing Land Use Classifications

**Map 5** outlines the existing land use pattern throughout the Town. The intent of an existing land use map is to illustrate the location of existing land use categories within the Town for planning purposes. Land use classifications are grouped by the use most central to each parcel. For example, lands classified as residential may also have a barn or home-based business on site and a lot of mowed land, which in non-residential areas may be classified as open lands.

Existing land use classifications and acreage totals are presented in **Table 21**. The vast majority of land within the Town is utilized for agricultural purposes. Outdoor recreation acreage in the Town comes from the county forest and DNR lands. Residential development is spread throughout the town, mainly in low density, consisting of farms and homes along most roads. There is no industrial development and a limited amount of commercial development scattered throughout the Town.

Table 21: Existing Land Use, 2015		
Land Use Classification	Acres	Percent
Agriculture	6,814	30.45%
Commercial	11	0.05%
Government/Institutional/Utility	9	0.04%
Industrial	0	0%
Open Lands	1,189	5.32%
Outdoor Recreation	425	1.90%
Residential	488	2.18%
Transportation	556	2.49%
Water	307	1.37%
Woodlands	12,573	56.20%
Total	22,373	100.0%

Source: NCWRPC GIS

## MFL & Public Lands

The Managed Forest Law (MFL) program is a landowner incentive program from WDNR that encourages sustainable forestry on private woodland. In exchange for following sound forest management, the landowner pays reduced property taxes. Land enrolled in the MFL program must be managed according to a plan agreed to by the landowner. Enrollment is open to all private landowners with a minimum of 20 acres of contiguous land where at least 80% of that land is productive forest land.

As of January 2019, there were about 3,702 acres enrolled in the Managed Forest Law (MFL) program in the Town of Elderon.

Marathon County's Elderon Forest Unit is 279 acres. This unit is rolling hills, dominated by oak and hardwoods, with some pine plantations and aspen areas. There are good trails for hiking as well as the snowmobile trail cuts across the unit. There is a parking area on Hightower Road, on the north end of this unit.

The WDNR manages two parcels within the Town for public use (respect & obey postings):

- A 38-acre parcel in Section 2 of the Town around Falstad Creek; and
- A 118-acre parcel in Section 10 of the Town around the McVay Brook.

## Land Supply and Demand

The Future Land Use map (**Map 6**) illustrates the anticipated future pattern of land uses.

As shown by the existing land use inventory (**Map 5**), the majority of the Town is woodlands and agriculture, so the supply of land available for agricultural or other development appears to be more than adequate.

Marathon County, through their 15-year county forest plan, would like to expand the Elderon County Forest Unit from willing sellers. Most of this potential expansion is already forested with the remainder in agriculture.

**Table 22** shows the estimated land demand in acres over the next 20 years. An estimate of land needed for future residential development was based on projected new dwelling units to 2040 derived from DOA household projections and the Town requirement of 5-acres per house. Future acres needed for residential development were estimated by multiplying the projected number of households by the 5-acre requirement.

Agricultural land increased about 560 acres between 2000 and 2015 in the Town. Between 2000 and 2008, Marathon County overall lost agricultural land. The overall County trend of converting cropland to other uses is a consistent trend in the County over the past 4 decades. Individual farms throughout

the County are finding success, and some of those are in the Town of Elderon. The 2000-2015 agricultural acreage trend increase in the Town will be projected to continue to 2040.

Within the Town of Elderon either woodlands or open lands decreased for new housing and new farm fields. For **Table 22** projection purposes, all projected new agricultural and residential acreage will come from woodland acreage. No industrial land exists, and none is projected. If a non-metallic mine would be located in the Town, then all of that acreage would convert woodland or agricultural land to industrial. Only 1-acre of additional commercial land was added in the Town between 2000 and 2015, so that trend will be continued. Even under a rapid growth scenario, the supply of land in the Town of Elderon is more than sufficient to accommodate projected demand over the next 20 years.

<b>Table 22: Estimated Land Demand in Acres</b>				
<b>Category</b>	<b>Projected Total Acreage</b>			
	<b>2025</b>	<b>2030</b>	<b>2035</b>	<b>2040</b>
<b>Agricultural</b>	7188	7375	7562	7749
<b>Residential</b>	618	618	698	728
<b>Commercial</b>	9	10	10	11
<b>Industrial</b>	0	0	0	0

*Source: NCWRPC*

## Land Values

**Table 23** displays the assessed land values in the Town of Elderon. It is important to note that exempt lands (such as the State and County lands) are not included in values for **Table 23**. Overall, land value per acre in the Town is valued at about \$3,313 per acre based on assessed land values from Marathon County tax information. Residential properties in the Town have the highest value per acre, followed by other properties, and then commercial properties. The “Other” land classification in Table 24 represents buildings and improvements; including any residence for the farm operator's spouse, children, parents, or grandparents; and the land necessary for the location and convenience of those buildings and improvements [per WI State Statues §70.32(2)(c)1m].

<b>Table 23: Town of Elderon Land Values, 2019</b>			
<b>Land Classification</b>	<b>Total Value of Land and Improvements</b>	<b>Total Acres</b>	<b>Average Value per Acre</b>
Residential	\$42,725,900	544	\$78,540
Commercial	\$1,011,700	25	\$40,468
Manufacturing	0	0	0
Agricultural	\$2,306,400	11,626	\$198
Undeveloped	\$1,701,600	2,838	\$600
Agricultural Forest	\$4,641,200	3,318	\$1,399
Forest Lands	\$3,699,500	1,333	\$2,775
Other	\$9,605,800	145	\$66,247
<b>Total</b>	<b>\$65,692,100</b>	<b>19,829</b>	<b>\$3,313</b>

## Opportunities for Redevelopment

The vast majority of the Town currently consists of woodlands, farmland, and wetlands; all of which has experienced very little development. Hence the need for “redevelopment” is negligible. Some developed areas may not meet current development standards or may have fallen into disrepair since they were developed. Some of these properties may be in need of rehabilitation by property owners rather than needing a comprehensive redevelopment strategy.

## Existing and Potential Land Use Conflicts

Per the Marathon County Farmland Preservation Plan, 2013, there is no projected 15-year growth of the Village of Elderon beyond the Village limits. The Village has a lot of active farmland within its borders.

## Future Land Use

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**Map 6** is the Future Land Use Map, which details the desired arrangement of preferred land uses for the future of the Town of Elderon. The Future Land Use Map is not a zoning map. The Future Land Use Map is general in nature and was developed as a general guide for future development in the Town. Although general, the future land use plan map indicated appropriate future land uses, and as a result shows where rezoning may occur. In many areas the existing zoning districts already reflect the desired future land uses; while in other areas, zoning map or text changes may be required to meet some of the desired future land uses.

The identification of desired future land use types through the map does not imply that an area is immediately appropriate for rezoning. Careful consideration to the timing of zoning decisions is essential. In some places, it may be desirable to rezone land to reflect the planned land use designations as soon as possible. In other cases, it may be appropriate to wait to rezone the area until an actual development proposal is brought forward.

Future land use planning assists local governments with balancing individual property rights and community goals, minimizing conflict between different land uses, and maximizing use of public expenditures. It is essential that future land use planning is ongoing and flexible. Periodic plan updates ensure that the plan continues to reflect future community preferences.

## County Forest Blocking

Since the beginning of the County Forest Program in the State of Wisconsin, counties established boundaries for the purpose of distinguishing between lands that were best suited for forestry and lands best suited for agricultural production. This boundary became referred to as a “Blocking Boundary” and provided public information, assisted long-term planning, and guided management decisions. It is not the deliberate intent of Marathon County to acquire all lands within the blocking boundary.



## **Future Land Use Map Classifications**

### **Agriculture**

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

### **Commercial**

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

### **Conservancy**

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

### **Governmental/Institutional/Utility**

Local governmental buildings, utility structures not in road right-of-ways, religious institutions, and cemeteries are all part of this classification.

### **Industrial**

Gravel pits, manufacturing sites, and storage warehouses are all forms of industrial development.

### **Outdoor Recreation**

Areas of outdoor recreation include developed areas like parks and golf courses, and undeveloped spaces such as county forests and WDNR wildlife areas.

### **Residential**

Identifies areas existing and future residential development.

### **Transportation**

Identifies the existing road network of local, county, and state classifications.

### **Woodlands**

Land that is forested or is intended for reforestation are all woodland areas.

### **Water**

Lakes, rivers, streams, and ponds are all part of the surface water designation.

## Land Use Programs and Tools

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The principle land use program in Wisconsin is the comprehensive planning program. The primary land use tools are zoning, land division ordinance, driveway ordinance, and official mapping.

### Zoning

Under Wisconsin Statutes, counties and local units of government are authorized to adopt zoning ordinances. Zoning is a method for implementing or carrying out the land use plan by predetermining a logical pattern of land use development.

A zoning ordinance consists of a map and written text. The zoning map arranges the community into districts or zones. There may be several zones of a similar land use; for example residential may be divided into R-1 through R-7 zones. Within each of these zones, the zoning ordinance text specifies the permitted land uses, the size of buildings, yard/lot dimensions, and other prerequisites in obtaining permission to develop. The goal of the zoning ordinance is to set a reasonable development pattern by keeping similar and related uses together and separating dissimilar, unrelated and incompatible uses; particularly in relationship to transportation facilities, utilities and public services and facilities.

A county may promulgate a zoning ordinance as described above for the unincorporated areas of the county, that is, outside the corporate boundaries of cities and villages, but it is only effective if a town adopts it for application to its jurisdiction. In the absence of a county zoning ordinance, towns can elect to adopt their own zoning.

The Town of Elderon has agreed to have Marathon County administer the zoning within the Town.

### Shoreland Zoning

All counties are mandated by Wisconsin law to adopt and administer a zoning ordinance that regulates land-use in shoreland and floodplain areas for the entire area of the county outside of villages and cities. This county ordinance supersedes any town ordinance, unless the town ordinance is more restrictive. Marathon County regulates land use within shoreland and floodplain areas throughout the Town of Elderon.

### Farmland Preservation Zoning

Farmland Preservation Zoning is a voluntary zoning classification that is intended to minimize fragmentation of farmland by imposing a minimum lot size of 35 acres in Marathon County. In order to adopt farmland preservation zoning, a municipality must be enrolled in the Farmland Preservation Program. Only towns within the western part of Marathon County are participating in either the county version or their own version of a Farmland Preservation Zoning ordinance.

### Land Division

Subdivision (or land division) regulations provide the procedures and standards for dividing a large parcel of land into smaller parcels, usually to make them ready for sale and development. Communities can control the subdivision of land by requiring a developer to meet certain conditions in exchange for the privilege of recording a plat.

The Marathon County Land Division Ordinance applies to all unincorporated lands within Marathon County. Where a duly adopted town subdivision ordinance is more restrictive than this code, the town's greater restrictions shall apply.

## **Other Tools**

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 driveway ordinance, impact fees, building permits, erosion control, etc.

## **Land Use**

### **Goals, Objectives, and Policies**

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**Goal – Provide orderly growth for the health, safety, and general welfare of Town residents that also makes efficient use of existing tax dollars.**

#### **Objectives:**

1. Maintain the Comprehensive Plan as a guide for future land use and zoning decisions.
2. New development should not adversely affect the property value or livability of neighboring properties.
3. Be aware of potential conversion of State Highway 29 to a freeway (interchange only access).

#### **Policies:**

1. Permit new development based upon consideration of this Comprehensive Plan.
2. Limit development at State Highway 29 intersections due to potentially needing additional land for freeway on and off ramps.
3. All industrial development proposals will be addressed on a case-by-case basis.
4. Permit individual 5-acre residential lots in all agricultural and woodland areas for housing.
5. Consider re-zoning all existing residential lots as a zone that stipulates a 5-acre minimum.
6. Restrict cargo containers in the Town except for agricultural use to maintain the rural aesthetic of the Town.
7. Allow cargo containers as part of the business operations of farms.

# Chapter 8

## Intergovernmental Cooperation

This section describes existing mechanisms that the Town of Elderon uses to coordinate with other units of government, including: Marathon County, adjacent towns, the school district, the State of Wisconsin and the Federal government. The purpose of this analysis is to identify the existing cooperative mechanisms and summarize the major challenges and issues regarding intergovernmental cooperation and regional planning, including:

- Opportunities to reduce or eliminate duplication of services;
- Incompatible goals, policies and development;
- Mechanisms for conflict resolution; and
- Opportunities for joint planning and decision making.

Mechanisms for cooperation and coordination primarily take the form of intergovernmental agreements, leases and contracts, and regulatory authority. These can occur between the Town of Elderon and other local, regional, State or Federal entities. Following is a brief description of the various functional areas and services that require intergovernmental coordination at various levels.

### Local and Regional Level Cooperation

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#### Shared Services and Facilities

##### Fire and Emergency Response

The Town of Elderon and 4 other municipalities own and contract with the Hatley Area Fire and Ambulance Service.

##### Law Enforcement

The Town uses the Marathon County Sheriff's Office for law enforcement and police protection.

#### Relationships to Other Governmental Entities

##### School District

The Town of Elderon is served by the Wittenberg-Birnamwood School District. There are no operating public or private school buildings located in the Town.

##### Marathon County

Marathon County directly and indirectly provides a number of services to the Town and the Town enjoys a good working relationship with many of the responsible departments. These departments include Highways; Sheriff; and Conservation, Planning & Zoning.

The County Highway Department maintains and plows County, state and federal highways within the Town. The County Sheriff provides protective services through period patrols and on-call 911 response. The Sheriff also manages the 911 dispatch center, not only for police protection, but ambulance/EMS response and dispatching the Hatley Area Fire and Ambulance Service. The County Conservation, Planning, & Zoning Department administers zoning in the Town, as well as providing land records and land conservation services.

In many cases where state and federal agencies require area-wide planning for various programs or regulations, the County sponsors a county-wide planning effort to complete these plans and include each individual local unit in the process and resulting final plan. Examples of this include the County Outdoor Recreation plan which maintains the eligibility for WDNR administered park and recreation development funding of each local unit that adopts it, and All Hazard Mitigation Plans which are required by FEMA in order for individual local units of government to qualify for certain types of disaster assistance funding.

### **North Central Wisconsin Regional Planning Commission**

The North Central Wisconsin Regional Planning Commission (NCWRPC) was formed under §60.0309 Wis. Stats. as a voluntary association of governments within a ten county area. Marathon County is a member of the NCWRPC, which qualifies the Town of Elderon for low cost local planning assistance. Typical functions of the NCWRPC include (but are not limited to) comprehensive, transportation, economic development, intergovernmental and geographic information systems (GIS) planning and services.

The NCWRPC has prepared plans for the nearby Village of Hatley, and Town of Ringle; as well as a county-wide economic development strategy, county comprehensive plan, road rating assistance, and various GIS projects and administrative assistance. The NCWRPC has written or assisted with numerous grants for the County and various units. All of these projects will directly include or indirectly affect the Town of Elderon.

### **State and Federal Agencies**

Towns usually have little direct contact with State or Federal agencies. However, State agencies regulate certain activities such as access onto State roads, shoreland, floodplain and wetland oversight, navigable waters protection, compliance with water quality standards, farmland preservation tax credits, and managed forest tax credit programs.

### **Existing or Potential Conflicts**

The following are existing or potential intergovernmental conflicts identified in the Town of Elderon planning area:

- ✓ Potential closure of access to STH 29.

The process for resolving these conflicts will in part be a continuation of past practices as new mechanisms evolve and take shape. The Town of Elderon will continue to meet with governmental entities when significant issues of mutual concern arise.

## **Intergovernmental Cooperation Goals, Objectives, and Policies**

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### **Goal 1 – Seek mutually beneficial cooperation with all levels of government.**

#### **Objective:**

- Maintain open channels of communication with all levels of government.

#### **Policies:**

1. Continue participating in the Eastern Marathon County Towns and Villages Association meetings.
2. Continue cooperating with the other 4 municipalities that own the Hatley Area Fire and Ambulance Service to maintain a service that is mutually beneficial to all those involved.
3. Forward issues of Town-wide concern to elected officials at the County and State levels.
4. Continue cooperating with the various Marathon County departments and elected officials to the benefit of all County residents.
5. Continue providing timely responses to State and Federal agencies and elected officials as needed.

### **Goal 2 – Improve access management along State Highway 29.**

#### **Objective:**

- Work with surrounding communities, the County, and the State to develop access to STH 29 if specific access points to STH 29 are closed.

#### **Policy:**

- Be sure that the Town of Elderon is represented in any meetings held regarding the STH 29 corridor in this portion of Marathon County.
- Encourage WisDOT to assist the Town with long term interim planning to preserve potential on and off ramp land from being developed (possibly at STH 49).

# Chapter 9

## Implementation

The primary reason why a community prepares a comprehensive plan is to provide a vision for the future of the community along with the steps that are needed for everyone to make that vision a reality. Decisions regarding growth management and regulations should be based on the comprehensive plan to provide a level playing field for everyone to implement the community's vision. To be effective, this comprehensive plan should be actively used as a tool to guide decisions concerning:

- The implementation and enforcement of regulatory ordinances based on the goals and objectives identified in this comprehensive plan.
- The development of programs and support systems that further the goals and objectives set forth in this comprehensive plan.
- The implementation of specific community improvements as identified in this comprehensive plan.
- The establishment and support of a continued planning process providing for periodic review and updates to this plan and other land use control measures.

### Implementation Tools

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Having the appropriate tools to implement the recommendations in this comprehensive plan are critical. The most common implementation tools are the Town's official controls or regulatory codes. In particular, the zoning ordinance and subdivision (or land division) ordinance are the principal regulatory tools to protect existing development and guide future growth and development as identified in this comprehensive plan. There are also non-regulatory approaches to implementing the comprehensive plan; these generally involve decisions about how the community will spend its limited funding resources on capital improvements and staffing.

See the various implementation tools in Chapter 7 – Land Use in this comprehensive plan under: [Land Use Programs and Tools](#) for descriptions of the most common tools.

### Plan Adoption, Monitoring, and Amendments

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While this comprehensive plan is intended to provide a long-term framework to guide development and public spending decisions, it must also respond to the continuous stream of changes that occur in the community and/or region that may not have been foreseen when the plan was initially adopted. It is appropriate that some elements of the plan are rarely amended while others are subject to updating on a more regular basis. Plan maps should also be updated periodically. In general, key maps, such as the future land use map, should be reviewed as necessary to make sure they are still current.



## **Plan Adoption**

The first step in implementing this Comprehensive Plan involves adoption of this Plan by local officials. The formal review and adoption process involves Plan review by the Plan Commission (or other planning committee) who must adopt the Plan by resolution of majority vote. The Plan Commission recommendation is forwarded to the Town Board. A public hearing is required to allow public comment on the ordinance prior to final action to adopt the plan by the Town Board. That public hearing must be preceded by a class 1 notice that is published at least 30 days before the hearing is held. The Town Board must adopt the Plan by ordinance (of majority vote). Notice of Plan adoption must be sent to those listed in §66.1001(4)(b) of Wis. Stats.

Adoption formalizes the Plan document as the framework to guide local development decisions over the next 20 years. The adopted Plan should also be recognized as a tool for communicating the community's land use policy and goals and objectives regarding coordination of growth and development.

## **Plan Use, Monitoring, and Evaluation**

The adopted Plan should be used as a tool by the Town of Elderon when making land use and development decisions. Decisions concerning private development proposals, public investments, regulations, incentives, and other actions should be consistent with the goals, objectives, policies, and recommendations outlined in this Plan.

Although this Plan describes policies and actions for future implementation, it is impossible to predict the exact future condition of the Town. As such, the goals, objectives, and actions in this Plan should be monitored on a regular basis to maintain concurrence with changing conditions and respond to unanticipated events.

This Plan should be evaluated at least every 5 years, and updated at least every 10 years. Members of the Town Board, Plan Commission, and any other local decision-making bodies should periodically review this Plan and identify areas that might need to be updated. The evaluation should involve first reviewing the goals and objectives to ensure they are still relevant and reflect current community desires. Then the policies should be reviewed and refined to eliminate completed tasks and identify new approaches if appropriate.

## **Plan Amendments**

The Town of Elderon Comprehensive Plan may be amended at any time by the Town Board following the same process described above for initial Comprehensive Plan adoption, regardless of how minor the proposed amendment or change. Amendments may be appropriate throughout the lifecycle of the plan, particularly if new issues emerge or trends change. These amendments will typically consist of minor changes to the Plan text or maps. Large-scale changes or frequent amendments to meet individual development proposals should be avoided or the Plan loses integrity. A list of criteria to determine the merits of proposed amendments is included in Table 12.

As noted above, proposed amendments must be reviewed by the Plan Commission prior to final action and adoption by the Town Board. The public should be notified of proposed Plan changes and allowed an opportunity for review and comment. For major amendments, the Town might consider soliciting public opinion through surveys and/or community meetings prior to the official public hearing.

## Plan Updates

According to the State comprehensive planning law, comprehensive plans must be updated at least once every ten years. As opposed to the more routine amendments described above, Plan updates often involve re-writing of whole sections of the Plan document and significant changes to supporting maps. A Plan update should include a thorough examination of the community's goals and objectives based on an analysis of current growth trends and major changes that have occurred since the Plan was initially adopted or last amended. Plan updates must be formally adopted following the same procedure described above for initial Plan adoption.

**Table 12: Criteria to Consider When Reviewing Plan Changes**

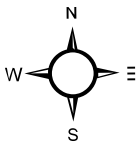
1. The change is consistent with the overall goals and objectives of the Town of Elderon Comprehensive Plan.
2. The change does not create an adverse impact on public facilities and services that cannot be mitigated.
3. Development resulting from the change does not create an undue impact on surrounding properties. Such development should be consistent with the physical character of the surrounding neighborhood or would upgrade or improve its viability.
4. The change allows a more viable transition to the planned uses on adjacent properties than the current land use.
5. The change does not have a significant adverse impact on the natural environment including trees, slopes and groundwater, or the impact could be mitigated by improvements on the site or in the same vicinity.
6. There is a change in Town actions or neighborhood characteristics that would justify a change.
7. The change corrects an error made in the original plan.
8. There is a community or regional need identified in the comprehensive plan for the proposed land use or service.
9. The change does not adversely impact any landmarks or other historically significant structures or properties unless mitigated through relocation, commemoration, or dedication.





Planning Area

- Minor Civil Division
- State Highways
- County Highways
- Local Roads
- Private Roads
- Water



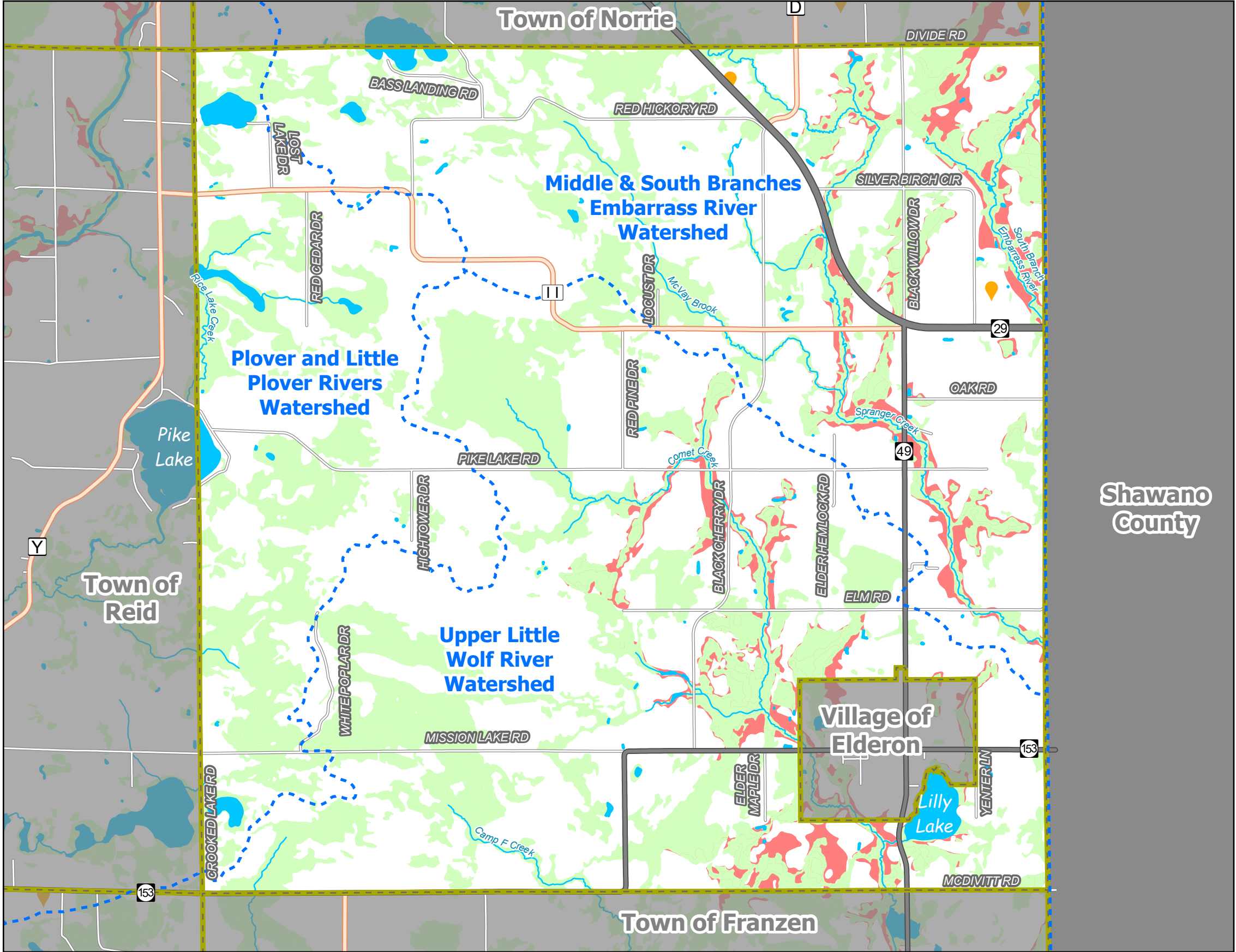
Source: WisDOT, WI DNR, NCWRPC, Marathon Co  
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Wisconsin Regional  
Planning Commission**

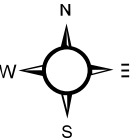
210 McClellan St., Suite 210, Wausau, WI 54403  
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Natural Resources

- Minor Civil Division
- State Highways
- County Highways
- Local Roads
- Private Roads
- Non Metallic Mines
- Floodplain
- Wetlands
- Watershed Boundary
- Water

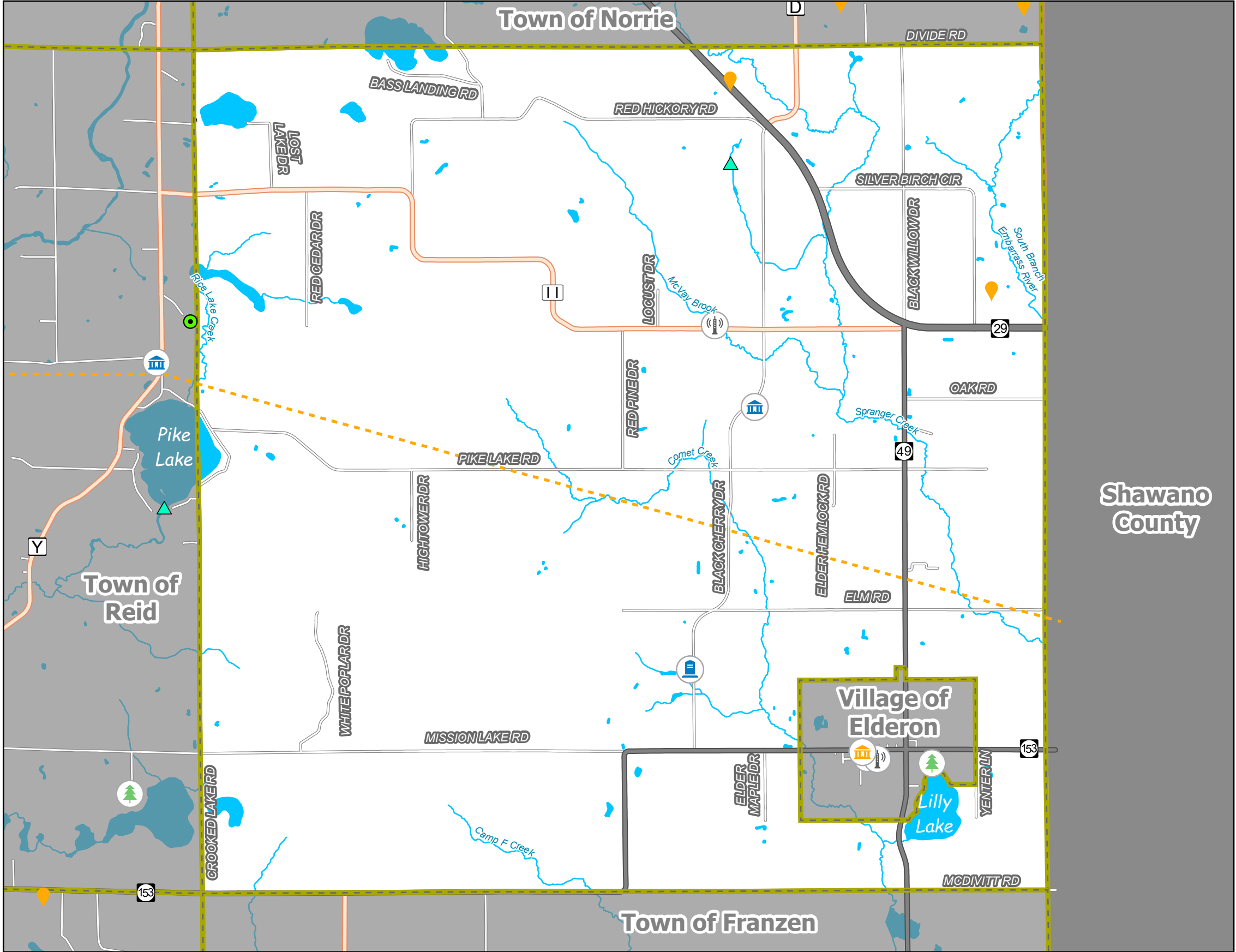


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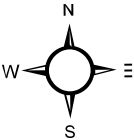
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Utilities & Community Facilities

- Minor Civil Division
- State Highways
- County Highways
- Local Roads
- Private Roads
- Cemetery
- Child Care Facilities
- Non Metallic Mines
- Town Hall
- Village Hall & Fire Department
- High Voltage Powerline
- Parks
- Dams
- Communication Towers
- Water

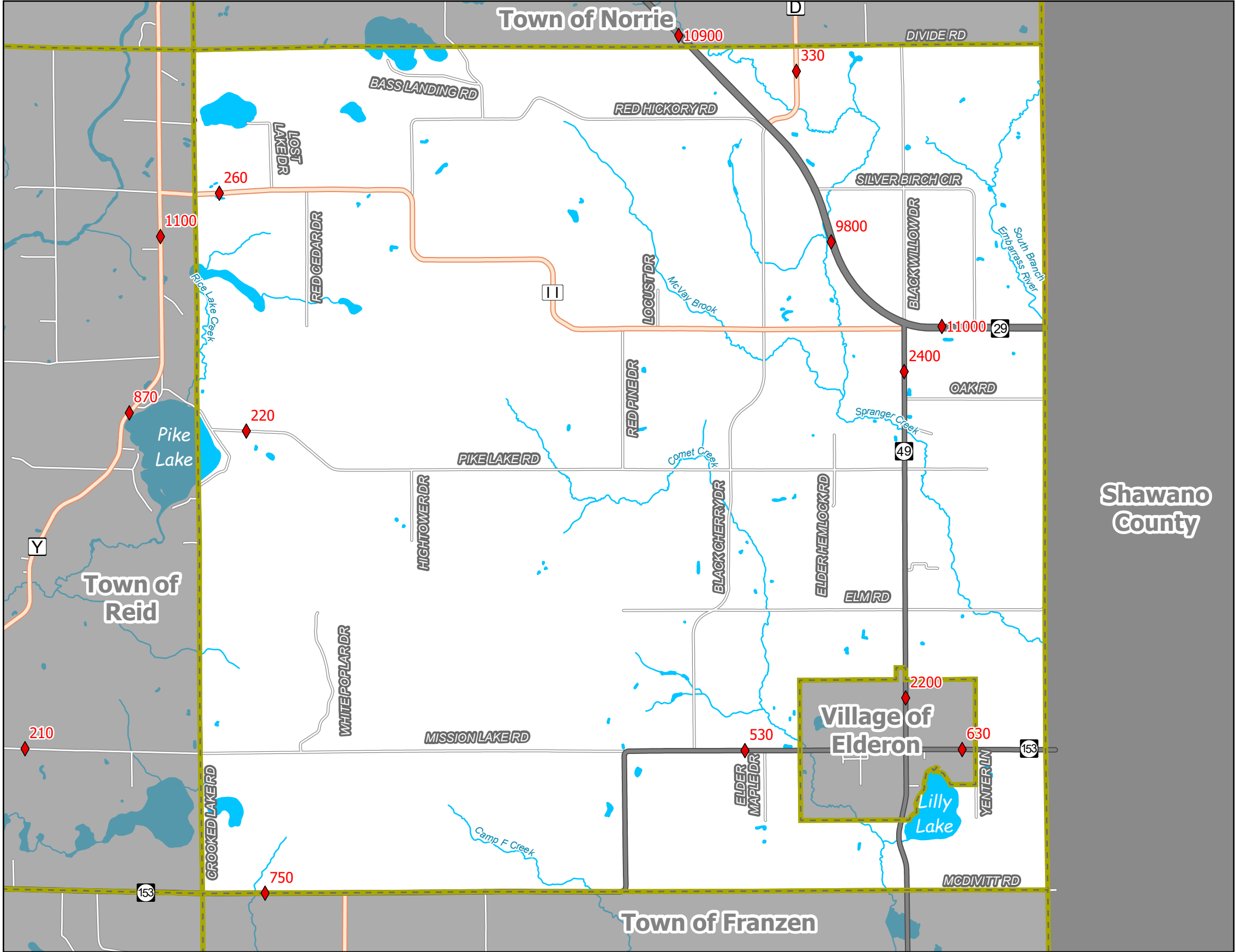


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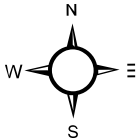
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Transportation

- Minor Civil Division
- State Highways
- County Highways
- Local Roads
- Private Roads
- Traffic Counts
- Water



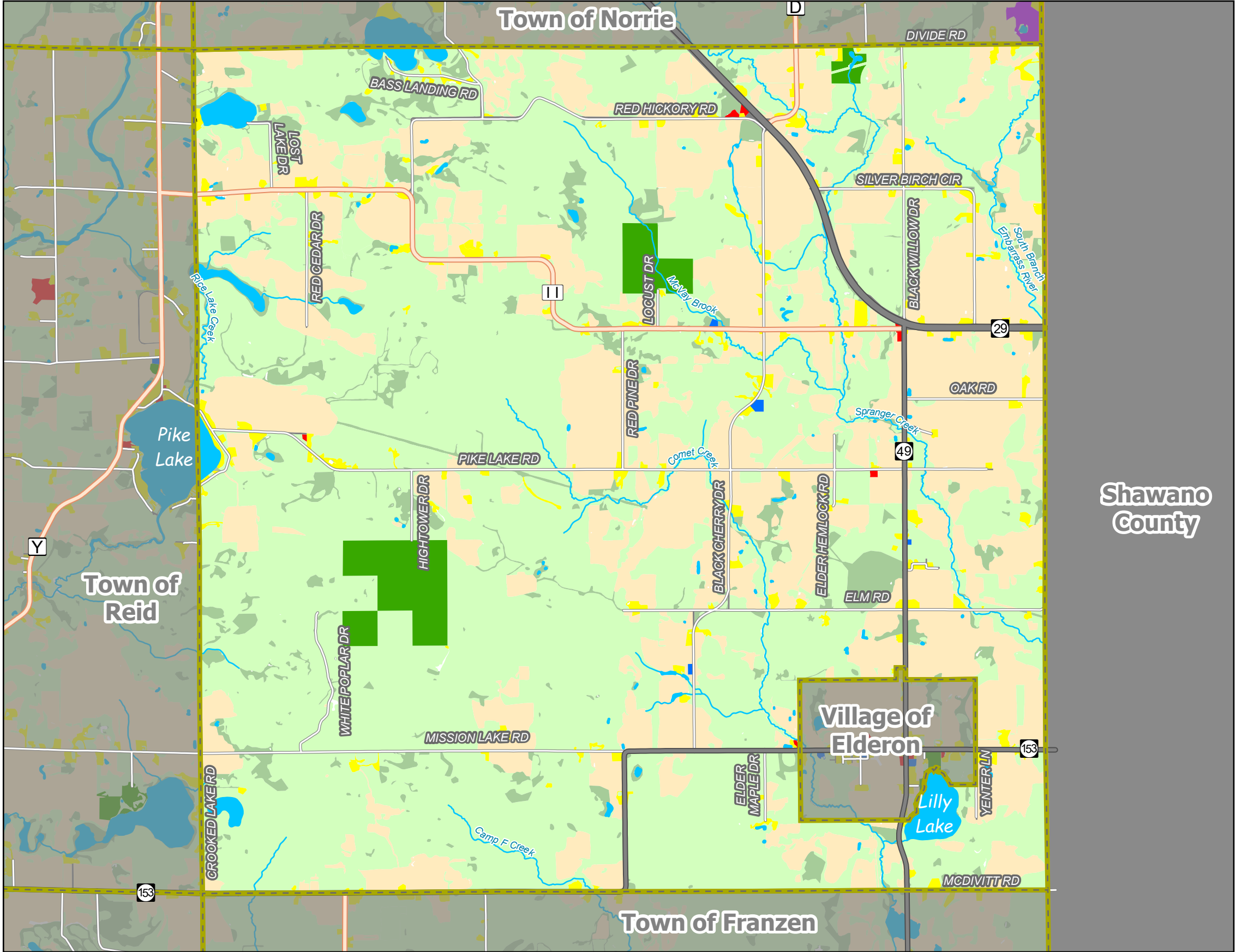
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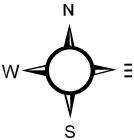
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Existing Land Use

- Minor Civil Division
- State Highways
- County Highways
- Local Roads
- Private Roads
- Agriculture
- Commercial
- Gov./Inst./Utilities
- Industrial
- Open Lands
- Outdoor Recreation
- Residential
- Transportation
- Woodlands
- Water



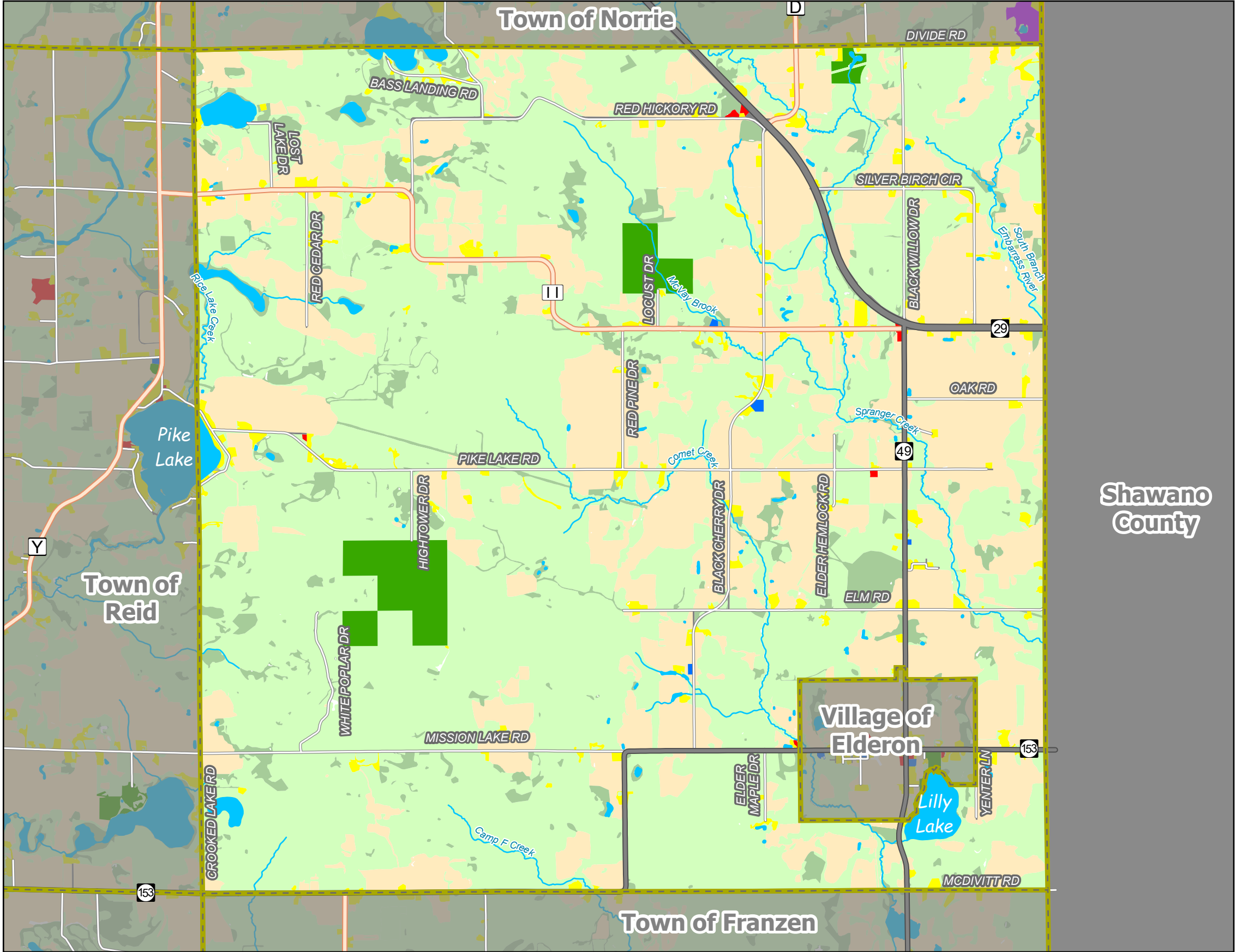
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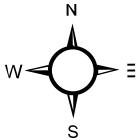
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Future Land Use

- Minor Civil Division
- State Highways
- County Highways
- Local Roads
- Private Roads
- Agriculture
- Commercial
- Gov./Inst./Utilities
- Industrial
- Open Lands
- Outdoor Recreation
- Residential
- Transportation
- Woodlands
- Water



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## **Attachment A**

# **Public Participation Plan & Resolution**

## **Town of Elderon Public Participation Plan (PPP)**

The Town of Elderon recognizes the importance of public participation in the planning process. As such, a goal during the comprehensive planning process will be to inform and involve the public in the planning process.

### **I. Plan Development:**

Throughout the plan process, the Plan Commission will provide oversight for the update of the Comprehensive Plan. The Plan Commission will also recommend adoption of the Public Participation Plan to the Town Board.

The public participation plan will incorporate the following:

1. All meetings for the planning process will be posted and open to the public.
2. Plan related materials will be available at the Town Hall for review by the public.
3. The draft plan and maps will be available on a website for review by the public.
4. A public hearing will be held to solicit comment from the public.
5. The Comprehensive Plan will be distributed as outlined in state statute.

The Plan Commission will review and recommend adoption of the Comprehensive Plan to the Town Board.

### **II. Implementation, Evaluation & Update:**

The Comprehensive Plan will be used as a general guideline for development in the Town. The plan will support the existing zoning and other regulations that the Town has in place.

As with all plans, it is critical for the Comprehensive Plan to be maintained and updated on a regular basis to keep it current as things change.

---

Any planning process is subject to change, and this public participation plan is no different. Over the planning period the process may vary from that presented.

**Resolution for the Adoption of a  
PUBLIC PARTICIPATION PLAN (PPP)**

THE TOWN OF ELDERON DOES HEREBY RESOLVE AS FOLLOWS:

WHEREAS, the Town is updating its Comprehensive Plan as outlined in Wisconsin Statutes; and

WHEREAS, public participation is critical for the development of a plan; and

WHEREAS, it is necessary for the Town Board to approve a process to involve the public in the planning effort; and

NOW, THEREFORE, BE IT RESOLVED, that the Town Board does approve and authorize the Public Participation Plan as attached to this resolution.

I hereby certify that the foregoing resolution was duly adopted at a Town Board meeting, held at the Town Hall on the 10th day of November, 2020, at 7:00 p.m.

  
Clerk

## **Attachment B**

### **Adoption Resolution**

PLAN COMMISSION RESOLUTION  
RESOLUTION # 3-09-21

Town of Elderon, Marathon County, Wisconsin

The Plan Commission of the Town of Elderon, Marathon County, Wisconsin, by this resolution, adopted on proper notice with a quorum and by a roll call vote of a majority of the town plan commission present and voting resolves and recommends to the town board of the Town of Elderon as follows:

Adoption of the Town Comprehensive Plan.

The Town of Elderon Plan Commission, by this resolution, further resolves and orders as follows:

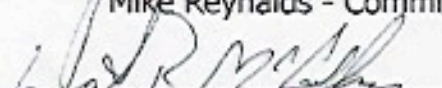
All maps and other materials noted and attached as exhibits to the Town of Elderon Comprehensive Plan are incorporated into and made a part of the Town of Elderon Comprehensive Plan.

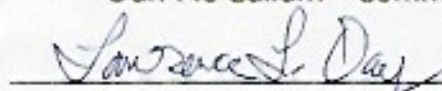
The vote of the town plan commission in regard to this resolution shall be recorded by the clerk of the town plan commission in the official minutes of the Town of Elderon Plan Commission.


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

Adopted this 25th day of January 2021.

  
Mike Reynolds - Commission Member

  
Dan Mc Cullum - Commission Member

  
Lawrence Day - Commission Member

  
Don Aanonsen - Commission Member

# **Attachment C**

## **Adoption Ordinance**



# ORDINANCE FOR COMPREHENSIVE PLAN ADOPTION

## ORDINANCE # 3-23-21

Town of Elderon, Marathon County, Wisconsin

### SECTION I – TITLE/PURPOSE

The title of this ordinance is the Town of Elderon Comprehensive Plan Ordinance. The purpose of this ordinance is for the Town of Elderon 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 Elderon has authority under its village powers under s. 60.22, Wis. stats., its power to appoint a town plan commission under ss. 60.62 (4) and 62.23 (1), Wis. stats., and under s. 66.1001 (4), Wis. stats., to adopt this ordinance. The comprehensive plan of the Town of Elderon 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 Elderon, 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 Elderon 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 Elderon 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 Elderon, 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 Elderon Comprehensive Plan, which contains all of the elements specified in s. 66.1001 (2), Wis. stats.

### SECTION VI – PUBLIC HEARING

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

#### SECTION VIII – SEVERABILITY

If any provision of this ordinance or 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.

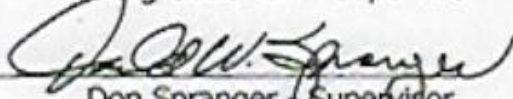
#### SECTION IX – EFFECTIVE DATE

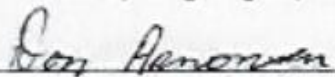
This ordinance is effective on publication or posting.

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

Adopted this 23rd day of March 2021.

  
Craig Ostrowski - Supervisor

  
Don Spranger - Supervisor

  
Don Aanonsen - Chairman

Attest:

  
Mary Ostrowski - Town Clerk