TOWN OF CUTLER
COMPREHENSIVE PLAN

JUNEAU COUNTY

Adopted
May 2008

Town Board

Martin B. Potter, Chair
Curtiss Jorgensen, Supervisor
James Hayward Sr., Supervisor
Pamela Jorgensen, Clerk
Terry Dawn Hayward, Treasurer

Plan Commission

Bob Hayward
Jim Brown
Sharon Langer
Allen Jessen
Curt Jorgensen

Photos
NCWRPC

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

STATE OF WISCONSIN
Town of Cutler, Juneau County

SECTION I – TITLE/PURPOSE

The title of this ordinance is the Town of Cutler Comprehensive Plan Ordinance. The purpose of this ordinance is for the Town of Cutler 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 Cutler has authority under s. 62.04, Wis. stats., its power to appoint a plan commission under ss. 62.23 (1), Wis. stats., and under s. 66.1001 (4), Wis. stats., to adopt this ordinance. The comprehensive plan of the Town of Cutler 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 Cutler, 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 Cutler 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 Cutler 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 – CITY PLAN COMMISSION RECOMMENDATION

The Plan Commission of the Town of Cutler, 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 Cutler Comprehensive Plan, which contains all of the elements specified in s. 66.1001 (2), Wis. stats.

SECTION VI – PUBLIC HEARING

The Town of Cutler, 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 CITY COMPREHENSIVE PLAN

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

SECTION VIII – SEVERABILITY

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

SECTION IX – EFFECTIVE DATE

This ordinance is effective on publication or posting.

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

Adopted this 13th day of May, 2008.

[*Signatures of Town Board*]

Chair

Supervisor

Supervisor

Attest: [*Signature of town clerk*]

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

STATE OF WISCONSIN
Town of Cutler
Juneau County

The Plan Commission of the Town of Cutler, Juneau 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 he Town of Cutler as follows:

Adoption of the Town of Cutler Comprehensive Plan.

The Town of Cutler 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 Cutler Comprehensive Plan are incorporated into and made a part of the Town of Cutler 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 Cutler Plan Commission.

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

Adopted this eighth day of January 2008.

[*Signatures of plan commission members*]

Sharon Tanner

Attest: Sharon Tanner Plan Commission Clerk

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TOWN OF CUTLER

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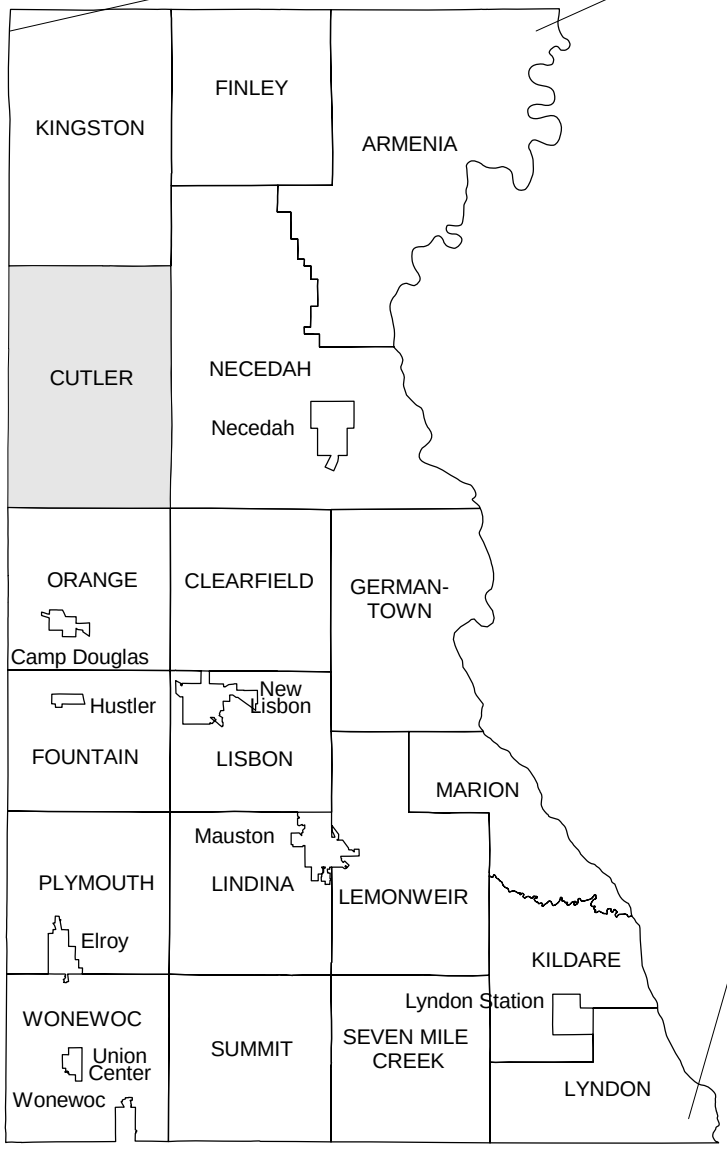
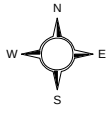
Town of Cutler

Juneau County, Wisconsin

Location

Map 1





Prepared By:

North Central
Wisconsin Regional
Planning Commission

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I. ISSUES & OPPORTUNITIES ELEMENT

1. Overall Plan Introduction

A. Regional Context of the Plan

The Town of Cutler is six-miles by nine-miles with 54 sections, located in the northwest part of Juneau County, Wisconsin. The town is bound by the Town of Kingston to the north, the Town of Necedah to the east, Monroe County to the west, and the Town of Orange to the south. It is one of the nineteen towns in the county. See the locational reference map.

Overall, wetland conifers and lowland hardwood forest types predominate the town, with some agricultural uses especially for cranberry production. Residential development is located in the southern half of the town, and the northern half of town is the Necedah National Wildlife Refuge & Central Wisconsin Conservation Area on soil that is more suited to wildlife habitat than human habitation.

B. Purpose of the Plan

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

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

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

C. Plan Process

Wisconsin's State Statute 66.1001 requires municipalities to adopt written procedures that are designed to foster a wide range of public participation throughout the planning process. The main goal is to make all town residents aware of how and when this plan is being created, so residents can make suggestions during this process.

D. Community Survey

The Town of Cutler mailed out a survey to all property owners in the town. A total of 107 surveys were returned, for a return rate of 38.5 percent.

Asked to name the top three issues facing the Town over thirty percent of responses named preservation of the rural environment and twenty-nine percent mentioned the quality of both surface and groundwater. More than sixteen percent cited the location of residential growth, and the lack of commercial and business growth. Eight percent mentioned the lack of residential sites. On the question of what kind of housing development should be encouraged in Cutler 41 percent of responses favored single family homes, 17.3 percent favored agriculture, 13.5 percent seasonal/recreational houses, 12.2 percent elderly housing, and 6.4 percent favored subdivisions. Manufactured housing parks, apartments and duplexes each garnered less than 3.5 percent of responses.

More than a third of respondent thought land use regulations are adequate, nearly a fifth think they are too weak and 7.2 percent think they're too strong, but nearly forty percent don't know. Asked for their vision of the town in 2020 eighty-five percent favor the current development pattern, which is primarily residential. When asked what types of development should be encouraged nearly seventy-seven percent of respondents favor single family housing, 68.8 percent want to encourage farming, 62 percent forestry, and fifty-nine percent recreation. A third of respondents agree with encouraging commercial and retail while forty-two percent disagree. Manufacturing is supported by 23.4 percent while 56.8 percent disagree, thirty-two percent strongly. Over half of respondents disagree with encouraging government uses. Sixty-nine percent of respondents disagree with encouraging multi-family housing, over forty percent strongly, and only 14.3 percent agree.

In rating services the general consensus was satisfaction with the current level of spending on services. Respondents were asked whether taxes for various services should be increased, decreased or remain the same. More than half of respondents said services should remain the same in all cases except two and in those cases (road maintenance & fire department) 47.3 percent supported the status quo. The highest support for the current level of service was for the Town Hall (75.6%), Town officers (72.3%) and ambulance service (68.2%). Highest support for increase was for road maintenance (32.4%), garbage collection and fire department (25.7%), police protection (24.2%), and ambulance service (20.4%). A decrease in spending was supported for parks & recreation (27.4%), fire department (27%), garbage collection (21.2%), road maintenance (20.2%), police protection (19.3%), Town Hall (18.6%) and Town officers (18.1%).

Eighty-four percent of respondents were over 45 years of age, and over thirty percent were over 65. The Town of Cutler was the primary year-round residence for 43.6 percent of respondents and 31.7 percent were seasonal residents. Just under eight percent had agricultural or business property and 16.6 percent had undeveloped land. Asked to describe where they live 47.5 percent said they live on property over thirty-five acres, a quarter on 6-34 acres, ten percent on about five acres, and 17 percent on property under five acres.

C. Meeting 1 August 23, 2004

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

Meeting 2 November 15, 2004

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

Meeting 3 February 7, 2005

- Follow-up from last meeting
- Present draft Transportation Element
- Present draft Housing Element
- Review Existing Map and discuss Land Use Issues
- Goal Development continued

Meeting 4 April 25, 2005

- Follow-up from last meeting
- Present draft Land Use Element
- Present draft Utilities and Community Facilities Element
- Present draft Economic Development Element
- Future Land Use Plan

Meeting 5 August 7, 2006

- Follow-up from last meeting
- Follow-up on elements previously presented
- Present draft Intergovernmental Coordination Element

Meeting 6 November 8, 2007 OPEN HOUSE

- Present survey results to public and display draft land use map
- Present draft Implementation recommendations
- Committee recommends approval by Town Board

Meeting 8 PUBLIC HEARING & TOWN BOARD APPROVAL

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

2. Community Profile

A. Description

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

B. Demographics

1. Historical Population

The Town of Cutler enjoyed a 25 percent population increase in the 1970s. Since 1980, when the town's population peaked at 369, the population has decreased by 23.5 percent to slightly below 1970 levels.

Table 1: Historical Population Trends

	1960	1970	1980	1990	2000	1990-2000 % Change	1990-2000 Net Change
Town of Cutler	246	294	369	314	282	-10%	-32
Town of Necedah	390	674	1,394	1,601	2,156	35%	555
Town of Clearfield	283	312	538	502	737	47%	235
Town of Orange	468	619	607	581	549	-6%	-32
Town of Byron, Monroe Co.	762	814	1,162	1,250	1,394	12%	144
Juneau County	17,490	18,455	21,037	21,650	24,316	12%	2,666

Source: U.S. Census

2. Population Projections

According to population projections prepared by the Department of Administration, the decline in population in the Town of Cutler is expected to continue through 2005. Population will rise slightly in 2010 and then resume its downward trend.

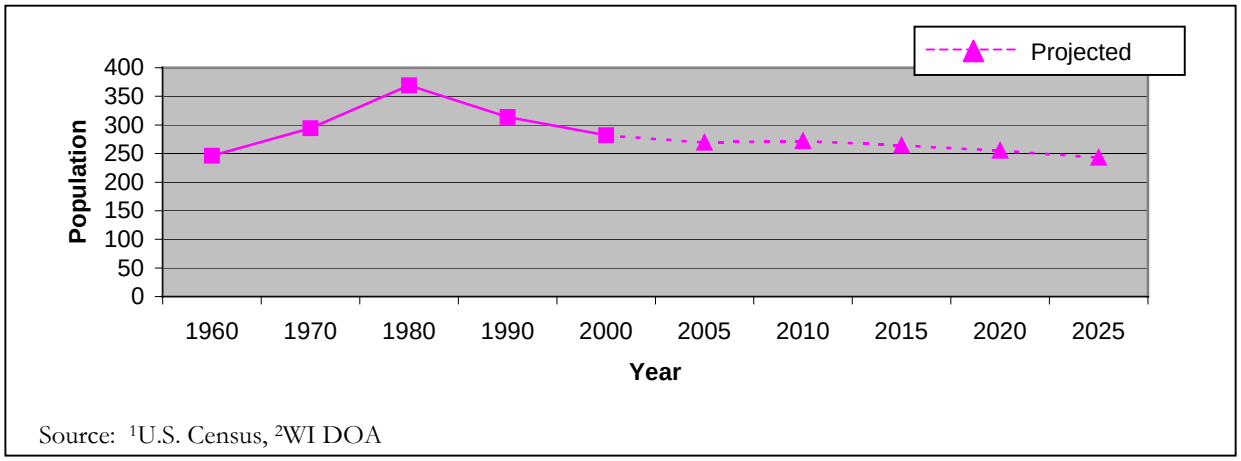
Table 2: Population Projections 2005-2025

Year	Town of Cutler	Juneau County
2005	269	25,640
2010	272	27,677
2015	264	28,635
2020	255	29,449
2025	243	29,807

Source: Wisconsin Department of Administration

Figure 1 shows population trends in the Town of Cutler over a 65-year period starting in 1960. The population hit a peak in 1980. Projections call for a general downtrend over the coming two decades leaving a population in 2025 almost identical to the 1960 population.

Figure 1
Historical Population[1]: 1960-2000
Projected Population[2]: 2005-2025
Town of Cutler



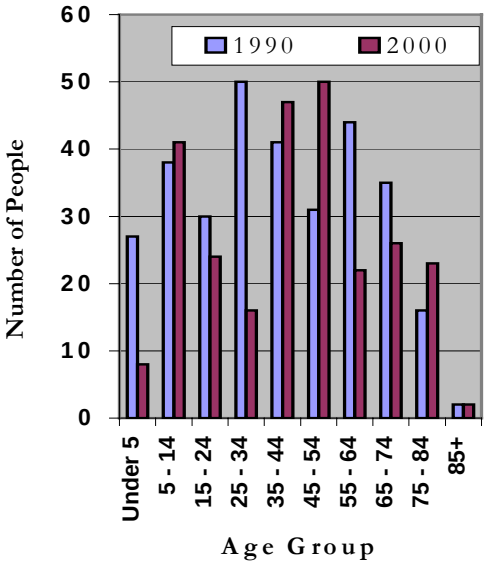
Source: [1]U.S. Census, [2]WI DOA

3. Population Characteristics

In 2000, the Town of Cutler had 132 males and 127 females. Town residents reported their race in the 2000 U.S. Census as the following: White 98.6%, or some other race 1.4%. The median age of Town residents is 41.5 years old. In comparison, Juneau County's median age is 39.4, while the State of Wisconsin's median age is 36.

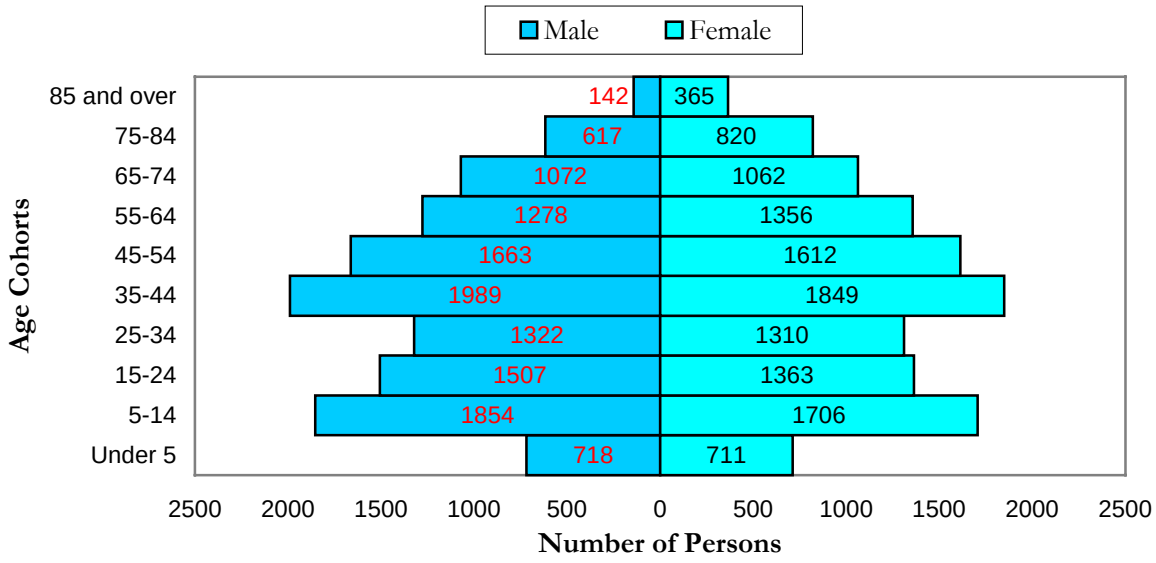
The most significant changes in the age structure in the Town of Cutler is a 68 percent drop in those between the ages of 25 and 34, and a 71 percent drop in those under five years of age between 1990 and 2000. This indicates a loss to the town of families in peak child-rearing years. There was also a fifty percent decrease in those ages 55 to 64. There were some cohorts that increased, including an 18 percent increase in the 45 to 54 age group.

Figure 2
Age Distribution 1990-2000
Town of Cutler



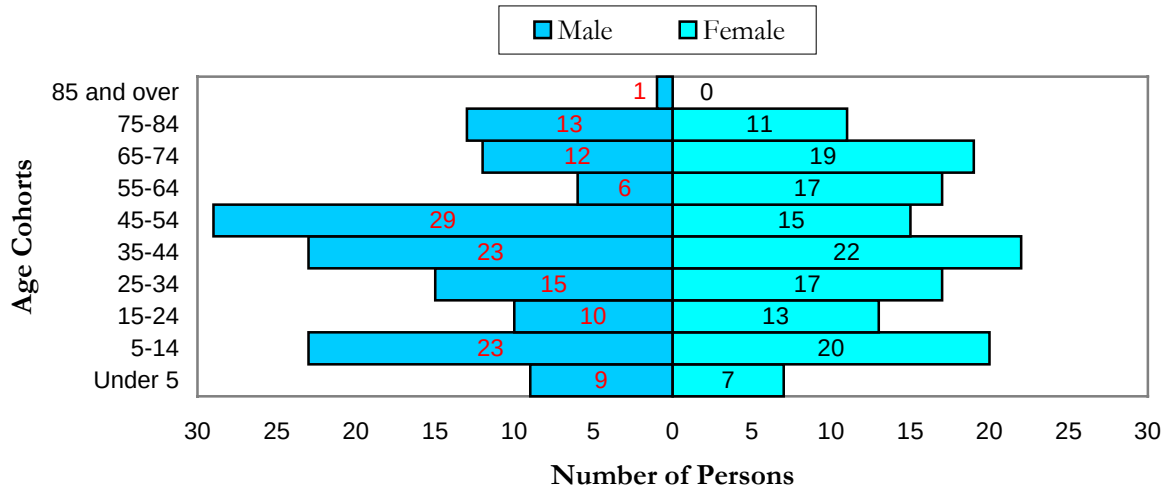
Source: U.S. Census

Figure 3
Juneau County
Male & Female Age Distribution
2000



Source: U.S. Census

Figure 4
Town of Cutler
Male & Female Age Distribution
2000



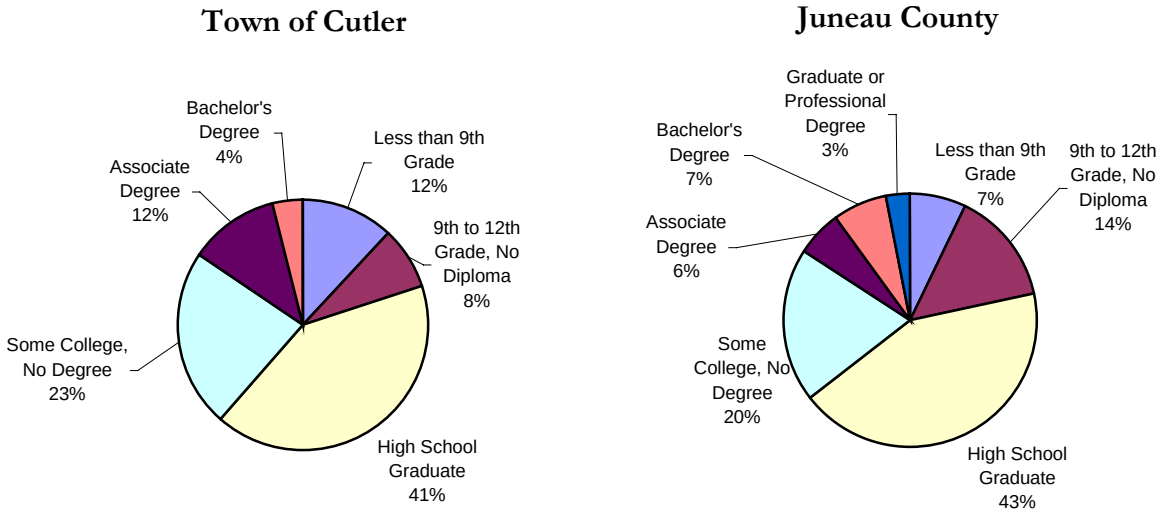
Source: U.S. Census

The population distribution of age and sex illustrated by Figure 3 shows the relatively small number of persons in the 25 to 34 age group. There is an unusual preponderance of men in the 45 to 54 age group, and a strong majority (46 to 27) of women over 55.

4. Educational Attainment

Education levels in the Town of Cutler are generally similar to Juneau County. Eighty percent of residents over 25 have completed high school, while 78.5 percent of county residents are high school graduates. . The disparity is more marked in those 25 or older who have four or more years of college. For the state 22.4 percent have a bachelor's degree or more, in Juneau County it's ten percent, and in the Town of Cutler four percent of those over 25 have a bachelor's degree or more. This is not untypical for a rural town.

Figure 5
Educational Attainment, 2000
For Population Over 25 Years



Source: U.S. Census

5. Household Projections

As the size of households decreases throughout the nation and in the Town of Cutler it means that the number of households will increase at a higher rate than the population. It is expected that the number of households will continue to decline until 2010 where it will level off through 2015, and then resume its decline.

Table 3: Historical Household Count 1980-2000[1]
Household Projections 2005-2025[2]

Town of Cutler	1980	1990	2000	2005	2010	2015	2020	2025
Households	137	127	119	116	120	120	118	115

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

6. Household Characteristics

Married couples make up nearly 60 percent of all households; couples with children under 18 constitute 23.5 percent of households, while single parent households are less than 3 percent. Single person households are 28.6 percent of the total. The largest percentage of householders are between 35 and 54 (43%), with 32 percent being over 65.

The Town of Cutler's average household size in 1990 was 2.47 persons, while in 2000 it was 2.37 persons.

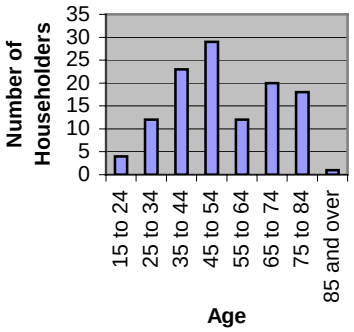
Table 4: Households

	Town of Cutler		
	1990	2000	Net Change
Total Households	127	119	-8
1. Family households	91	82	-9
a. Married-couple family	87	71	-16
i. With own children under 18 years	40	28	-12
ii. Without own children under 18 years	45	43	-2
b. Householder without spouse present	2	11	9
i. With own children under 18 years	0	6	6
ii. Without own children under 18 years	2	5	3
2. Nonfamily household	36	37	1
a. Householder **living alone**	31	34	3
b. Householder **not living alone**	5	16	11

Source: U.S. Census

There were changes in the make-up of households in the Town of Cutler in the 1990s. Family households were down by ten percent, and non-family households were up slightly. Family households with children under 18 dropped by thirty percent during the 1990s, and single parent households with children under 18 increased significantly. It can be anticipated that the trend toward smaller and non-family household will continue. It seems likely that there will be fewer children under 18, but more of them will live in single parent households.

Figure 6
Householders by Age

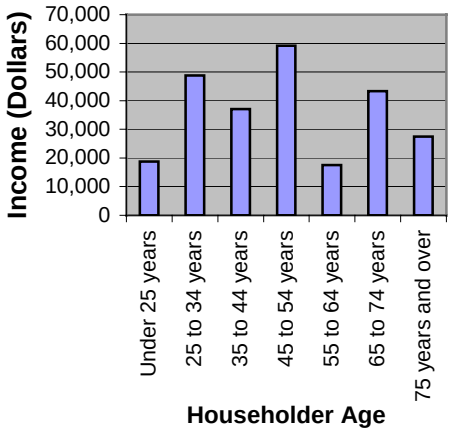


Source: U.S. Census

7. Income

In looking at the income structure of the Town of Cutler some changes become apparent. There has been significant growth in the upper income groups so that in 2000 nearly forty percent of households in the town made over $50,000 per year. Even adjusting for inflation this is a shift from 1990, when more than eighty percent of families made less than $50,000 (in 2000 dollars). Still forty percent of households earn less than $35,000. The highest median income is in households headed by persons between 45 and 54 with incomes dropping sharply in the older age cohorts.

Figure 7
Median Household Income
By Age of Householder 2000



Source: U.S. Census SF-3

The median household income for the Town of Cutler is seven percent above the median for the county, and it is above all the surrounding municipalities, except the Town of Byron in Monroe County. Adjusted for inflation, median income in the town increased by 26.5 percent during the 1990s, compared to a nearly thirteen percent rise for the state and 21.5 percent for the county. That is in the midrange of income growth in all the surrounding communities, which ranged from a 5.8 percent increase in the Town of Lisbon to a nearly forty-six percent increase in the Town of Fountain. Median income in the Town of Cutler is 86.3 percent of the state median, and per capita income is at 82.7 percent of the state level.

Table 5: Household Income

	1990		2000	
Annual Income	Number of Households	Percent of Households	Number of Households	Percent of Households
Less than $10,000	18	15.1%	9	8.3%
$10,000 - $19,999	34	28.6%	12	11.0%
$20,000 - $34,999	44	37.0%	23	21.1%
$35,000 - $49,999	16	13.4%	23	21.1%
$50,000 - $99,999	3	2.5%	42	38.5%
$100,000 and over	4	3.4%	0	0

Source: U.S. Census, SF-3

On a per capita basis Cutler compares favorably to all the surrounding communities. Despite the slow growth in median income, per capita income in Cutler grew faster (63.3%) than in the state (21.6%), the county (31.8%), or most of the surrounding communities. This is an indication of smaller households. Household incomes rose strongly in Cutler and there were fewer people in those households to divide the income among the per capita income rose.

Poverty fell precipitously during the 1990s in Cutler from ten percent to 1.5 percent.

Table 6: Income Comparisons, 1990

	Per Capita Income	Median Household Income	Percent of inhabitants below poverty level
Town of Cutler	**$10,770**	**$22,679**	**10.1%**
Town of Necedah	$10,048	$21,402	18.5%
Town of Clearfield	$10,445	$23,824	13.0%
Town of Orange	$9,400	$25,972	10.1%
Town of Byron, Monroe Co.	$10,089	$25,234	18.2%
Juneau County	$10,304	$22,073	12.8%
Wisconsin	$13,276	$29,442	10.7%

Source: U.S. Census, SF-3

Table 7: Income Comparisons, 2000

	Per Capita Income	Median Household Income	Percent of inhabitants below poverty level
Town of Cutler	**$17,591**	**$37,813**	**1.5%**
Town of Necedah	$15,013	$34,281	10.7%
Town of Clearfield	$17,445	$35,781	13.5%
Town of Orange	$17,788	$35,909	15.2%
Town of Byron, Monroe Co.	$16,707	$40,583	10.3%
Juneau County	$17,892	$35,335	10.1%
Wisconsin	$21,271	$43,791	8.7%

Source: U.S. Census, SF-3

3. Process

A. Public Participation Plan

An important part of any planning process is public involvement. Public involvement provides the citizens of the town an opportunity to express their views, ideas, and opinions on issues that they would like addressed on the future development of their town. Local officials use this input to guide policies and decisions with greater awareness of the public's desires and consensus. See Public Participation Plan in Attachment B.

The Town of Cutler conducted a community survey, held public meetings and an open house meeting to collect public input.

B. Vision Statement

Community Vision Statement

The Town of Cutler offers safe, peaceful, country-style living that provides a special place in which to raise a family or retire. The Town protects its rural environment by conservion of its valuable resources of prime farmland, wetlands, recreational and forest lands.

5. Goals

Agricultural, Natural, and Cultural Resource Goals

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

2. Protect economically productive areas, including farmland and forested areas.

3. Preserve cultural, historic and architectural sites.

Housing Goals

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

2. Discourage residential development in unsuitable areas.

Transportation Goals

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

Utility & Community Facility Goals

1. Provide adequate infrastructure and public services for residential and agricultural uses.

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

Economic Development Goals

1. Encourage the expansion and stabilization of the current economic base.

2. Discourage commercial and industrial development in unsuitable areas.

Land Use Goals

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

2. Plan and develop land uses that create or preserve the rural community.

3. Encourage land uses and regulations that promote efficient development patterns and relatively low Town costs.

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

Intergovernmental Cooperation Goals

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

II. NATURAL, AGRICULTURAL, & CULTURAL RESOURCES ELEMENT

1. Natural Resources

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

Physical Geography & Geology

The Town of Cutler is located in the Central Plain physiographic province of Wisconsin within an area known as the Great Central Wisconsin Swamp, an extensive alluvial lake plain that extends over 2000 square miles. The Town is underlain by a Precambrian Crystalline bedrock complex which surface varies in elevation from approximately 860 feet above sea level at the north end of the Refuge to approximately 760 feet above sea level at the south end. About 30 to 100 feet of late Cambrian sandstone stratum overlies the Precambrian bedrock.

Non-Metallic Mining

Mineral production in the area is of minor extent. At some quarries, dolomite limestone bedrock is blasted and crushed for gravel or ground for agricultural lime. Quartzite bedrock is blasted and crushed for gravel in a quarry at Necedah.

B. Climate

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

Growing Season Summary

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

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

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

Degree Days are defined as the difference in the mean daily temperature (taken as the average of the maximum and the minimum) and a specified base temperature. When the mean daily temperature is *below* a given base value, it is a **Heating Degree Day (HDD)**, and if it is *above* the base value then it is a **Cooling Degree Day (CDD)**. If the mean temperature is the *same* as the base value, the difference is zero and there are no heating or cooling degree days.

Table 8: Climate Normals at Mather Weather Station												
Element	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC
Avg. Daily High °F	22.9	29.5	40.6	55.4	68.9	77.3	81.3	78.9	70.2	58.2	41.5	27.8
Avg. Daily Low °F	2.8	8.4	20.2	32.5	43.4	52.5	57.1	54.9	45.8	35.1	23.4	9.6
Heating Degree Day base 65	1616	1290	1073	633	306	85	25	54	224	569	977	1435
Cooling Degree Day base 65	0	0	0	0	31	81	155	112	14	0	0	0

Source: 1971-2000 NCDC**,** Station: 475164 MATHER 3 NW, WI

On a monthly or annual basis degree days are added to give a cumulative total. For example, let's assume an HDD base of 60°F. If the mean daily temperature on January 1 is 0°F, the HDD would be 60 degree days. If we assume a mean temperature of 10°F on January 2nd, the HDD for this day would be 50, and the two day cumulative HDD is 110.

C. Soils

Soils occur in a pattern that is related to the physical geography, climate, and the natural vegetation. Each kind of soil is associated with a particular kind of landscape or with a segment of the landscape. By observing the landscape in an area, reviewing the soil map, and understanding what is possible with each soil type, relationships can be created to determine most productive use for an area.

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

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

The general soil map shows groups of soil types called associations. Each association has a distinctive pattern of soils, relief, and drainage. Each is a unique natural landscape. Typically, an association consists of one or more major soils and some minor soils. It is named for the major soils. The soils making up one association can occur in another association but then would exist in a different pattern. Because of the general soil map's small scale, it is only useful for determining

suitability of large areas for general land uses. Soil maps that are located in the Juneau County Soil Survey book are large scale and therefore most appropriate for deciding specific land uses at the section level and subdivision of a section.

Soil Descriptions

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

1. NEWSON – MEEHAN – DAWSON association: Deep, nearly level and gently sloping, somewhat poorly drained to very poorly drained, sandy and mucky soils; on outwash plains, on stream terraces, and in basins of glacial lakes.

This association is on low flats, in drainageways and depressions, and on concave foot slopes. Most areas of this association are used as native woodland or support wetland vegetation. Many areas, which were drained and cultivated in the past, now support native vegetation or have been planted to pine. The problems in managing forest are the sandy soil texture, the water table, and competing vegetation.

A few areas have been drained and are used for crops. Some areas are used for unimproved pasture, and some are used for cranberry bogs. If these soils are drained, crop yields are limited by the low available water capacity. Frost and soil blowing are the main hazards. If used for crops, some areas of the Newson soils also require protection from flooding.

The major soils in this association are generally unsuitable as sites for residential development because of the water table, subsidence (sinking) in the Dawson soils, and flooding in some areas of the Newson soils.

2. FRIENDSHIP – PLAINFIELD association: Deep, nearly level to moderately steep, excessively drained and moderately well drained, sandy soils; on outwash plains, on stream terraces, and in basins of glacial lakes.

This association is on flats and convex side slopes. Some areas of this association are used for crops. Soil blowing is the main hazard affecting crop production. Crop yields are limited by the low available water capacity. The major soils are suited to sprinkler irrigation, which can improve productivity. Some areas are used as native woodland, and some have been planted to pine. The main problem in managing forest is the sandy soil texture.

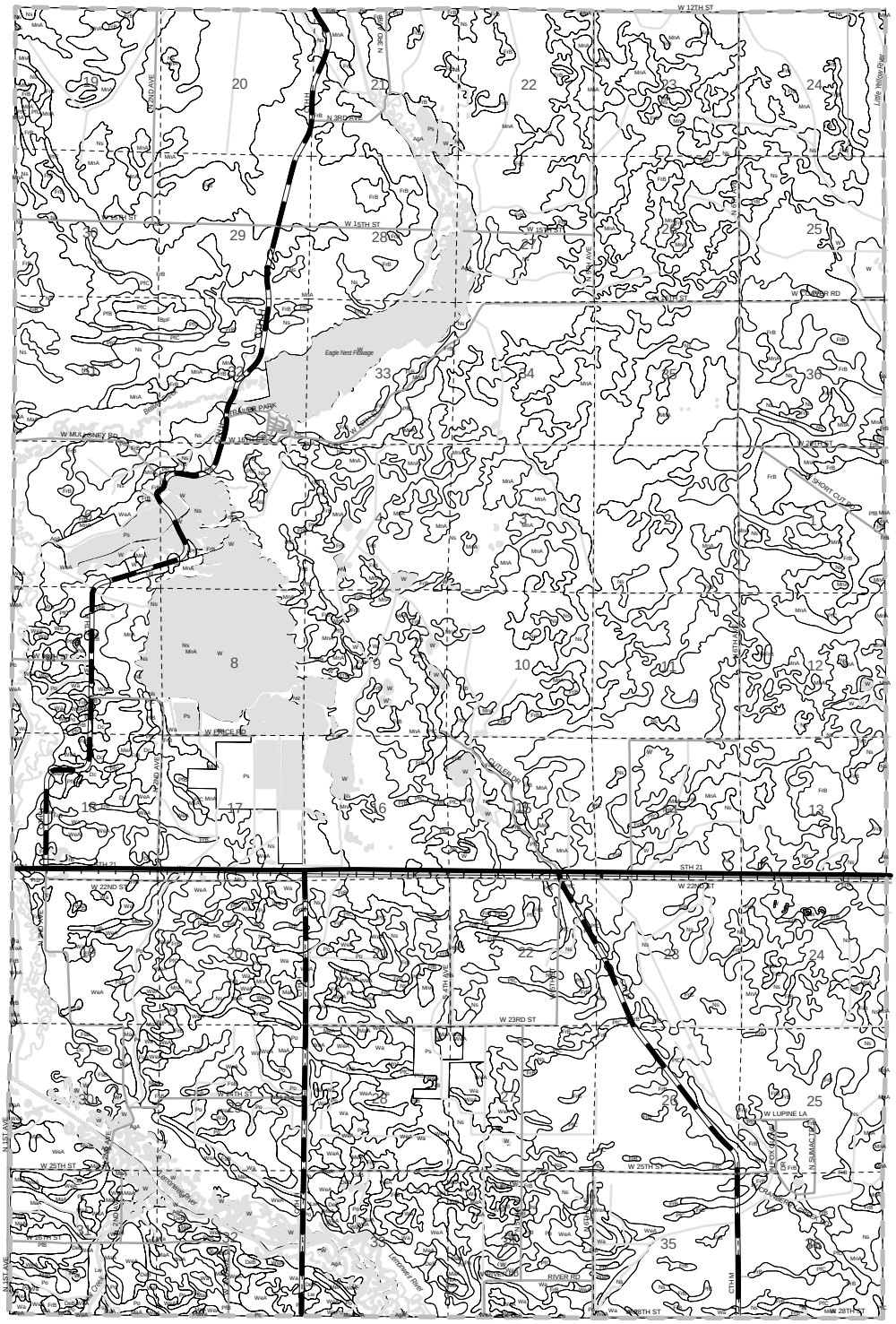
Friendship soils are poorly suited to septic tank absorption fields and only moderately suited to dwellings with basements because of the water table. Moderately steep areas of the Plainfield soils are poorly suited to residential development because of the slope. Nearly level to sloping areas of the Plainfield soils readily absorb, but do not adequately filter the effluent in septic tank absorption fields. The poor filtering capacity can result in the pollution of ground water.

Town of Cutler

Juneau County, Wisconsin

Map 2

Soils



Soils

Water

Minor Civil Division

Section Lines

US & State Highways

County Highways

Local Roads

Private / Other

Railroad

N

W E

S

1 0 1 Miles

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Source: Wisconsin DNR, NRCS, NCWRPC

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North Central Wisconsin Regional Planning Commission

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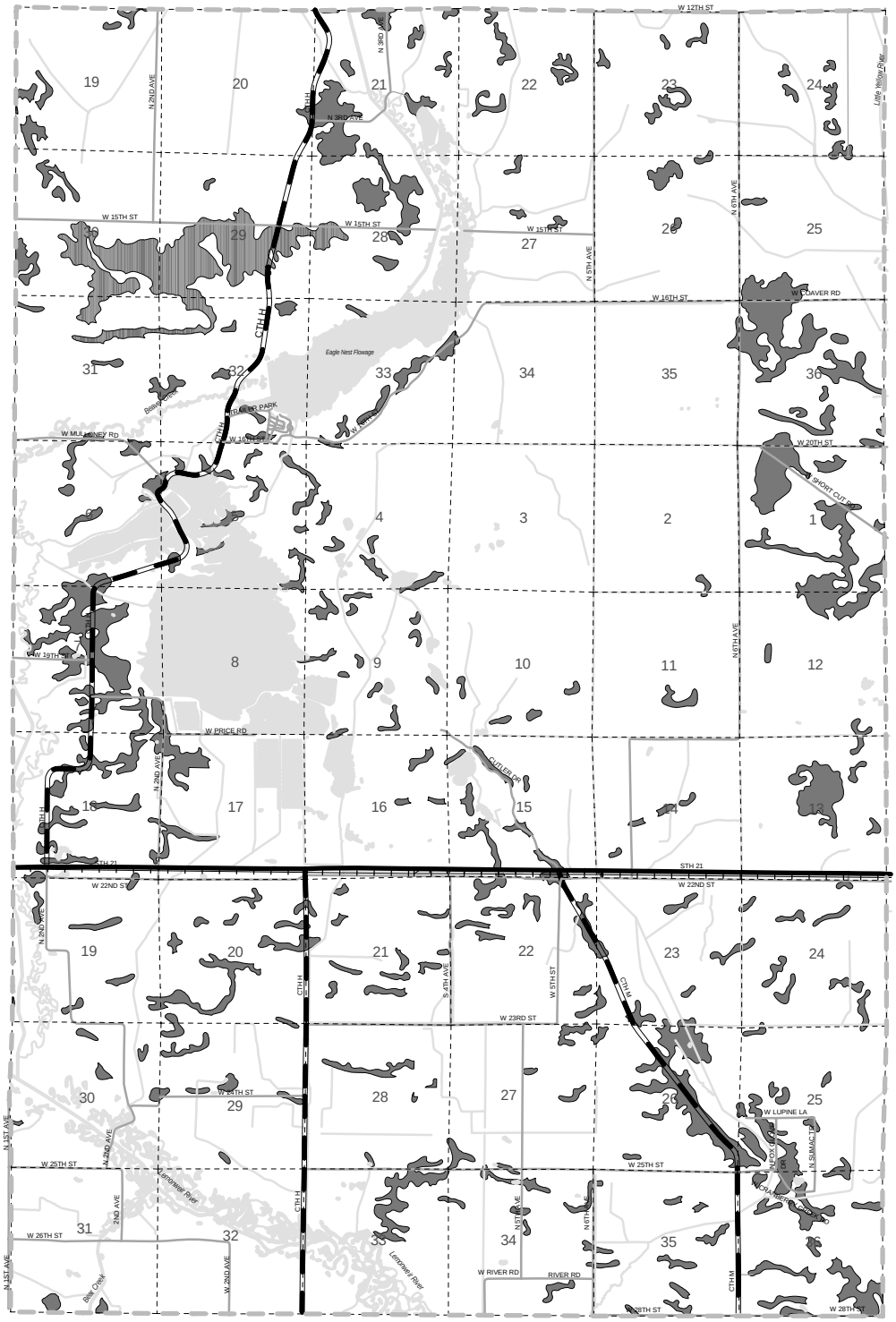
Town of Cutler

Juneau County, Wisconsin

Map 3

Soil Limitations for Buildings



Soils with Moderate Limitations

Water

Minor Civil Division

Section Lines

US & State Highways

County Highways

Local Roads

Private / Other

Railroad

N

W E

S

1 0 1 Miles

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3. ALGANSEE – GLENDORA association: Deep, nearly level and gently sloping, somewhat poorly drained to very poorly drained, loamy soils; on flood plains.

Most areas of this association are used as native woodland. Some are used as unimproved pasture. The main problems in managing forest are the sandy soil texture, flooding, the water table in the Glendora soils, and competing vegetation.

The major soils in this association are generally unsuitable for crops and as sites for residential development because of flooding and the water table.

4. POYGAN – WYEVILLE – WAUTOMA association: Deep, nearly level and gently sloping, somewhat poorly drained to very poorly drained, silty soils; on stream terraces, lake terraces, and flood plains.

This association is on low flats, in drainageways, and depressions, and on concave foot slopes. It makes up about 9 percent of the county. Most areas of this association are drained and are used for crops. A few are used for unimproved pasture. If these soils are drained, crop and forage yields are limited by the low and moderate available water capacity. Soil blowing is a hazard on the Wyeville and Wautoma soils. Flooding is a hazard on the Poygan soils.

Undrained areas support native vegetation. A few of these areas are used as woodland. The main problems in managing forest are the sandy soil texture, the water table, and competing vegetation.

The major soils in this association are generally unsuitable as sites for residential development, because of the water table and the slow permeability. Poygan soils are also generally unsuitable for residential development, because of the shrink-swell potential and flooding.

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

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

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

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

This association is on convex ridgetops and side slopes. Most areas of the gently sloping to moderately steep soils in this association are used for crops or pasture. Water erosion is the main hazard. Soil blowing is a hazard on the Urne soils. Crop and forage yields are limited on the Urne and La Farge soils because of the low or moderate available water capacity.

Most of the steep and very steep areas of Urne soils are used as pasture or woodland. The main problems in managing forest are slope, rooting depth, and competing vegetation.

The La Farge and Urne soils are poorly suited to septic tank absorption fields because of the depth to bedrock. The effluent can seep through cracks in the underlying sandstone. The seepage can result in the pollution of groundwater. The sloping Rozetta soils are only moderately suited to septic tank absorption fields and to dwellings with basements because of a perched water table. The moderate to steep soils are poorly suited to dwellings because of the slope (Soil Survey).

D. Surface Water

- Surface water covers about 1,705 acres, which is 4.9% of the land in town.
- Floodlands covers about 3,754 acres, which is 10.8% of the land in town.
- Wetlands covers about 14,408 acres, which is 41.6% of the land in town.

The Lemonweir River, Beaver Creek, Eagles Nest Flowage, a large impoundment, and all the wetlands (where water is at or near the surface) in town furnish an abundant supply of surface water. The main uses of surface water are as fish and wildlife habitat, for irrigation of cranberry bogs, and the enjoyment of casual observers. Surface waters provide for drainage after heavy rains, and habitat for plants, fish, and wildlife. None of the streams or rivers has been designated as trout streams, outstanding or exceptional waters, or wild/scenic rivers.

E. Groundwater

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

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

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

The quality of ground water in the county is generally good for most domestic and industrial uses. The water is relatively soft in most of the county. Local differences in the quality of ground water are caused by the composition, solubility, and surface area of particles of soil and rock through which the water moves and the length of time the water is in contact with these materials. Calcium,

magnesium, and bicarbonate ions derived from dolomite are present. Minor water use problems are caused by hardness and locally by high concentrations of iron. Iron is in localized areas and is mainly produced by reducing conditions (chemical decomposition) in marshes and swamps, although some iron is from bedrock.

F. Wetlands

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

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

Determining Wetland Value

Standardized assessment methods are used to evaluate the extent to which a specific wetland may perform any given function. The presence or absence of specific characteristics is used to determine the importance of each functional value for the site in question.

The occurrence of various wetland plants gives important, yet subtle, clues about habitat, water quality, and biodiversity. Location of a wetland within the environment can determine water storage capacity, possible water recharge for an aquifer, value to various wildlife species, and water quality protection. The presence of springs may contribute to the maintenance of base flow in streams, rivers, and lakes. These types of observations help us evaluate a wetland's intrinsic value and overall importance to society.

Floral Diversity

Wetlands can support an abundance and variety of plants, ranging from duckweed and orchids to black ash. These plants contribute to the environment's biodiversity and provide food and shelter for many animal species at critical times during their life cycles. Many of the rare and endangered plant species in Wisconsin are found in wetlands.

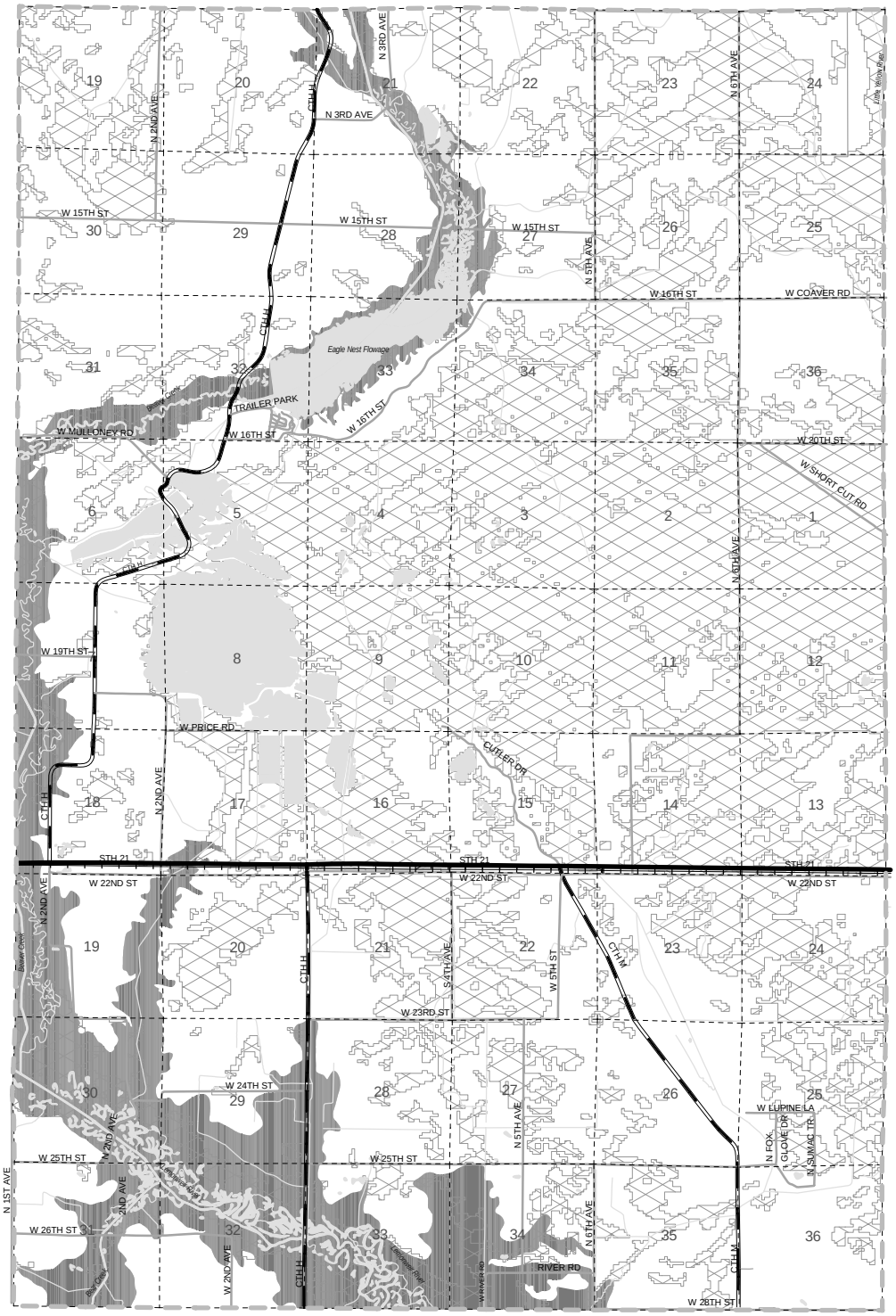
The importance of floral diversity in a particular wetland is usually related to two factors. First, the more valuable wetlands usually support a greater variety of native plants (high diversity), than sites with little variety or large numbers of non-native species. Second, wetlands communities that are regionally scarce are considered particularly valuable.

Town of Cutler

Juneau County, Wisconsin

Map 4

Water Features



Wetlands (WISCLAND)
Flood Way
Water

Minor Civil Division
Section Lines
US & State Highways
County Highways
Local Roads
Private / Other
Railroad

N
W E
S

1 0 1 Miles

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Fish and Wildlife Habitat

Many animals spend their whole lives in wetlands; for others, wetlands are critical habitat for feeding, breeding, resting, nesting, escape cover or travel corridors. Wisconsin wetlands are spawning grounds for northern pike, nurseries for fish and ducklings, critical habitat for shorebirds and songbirds and lifelong habitat for some frogs and turtles. Wetlands also provide essential habitat for smaller aquatic organisms in the food web, including crustaceans, mollusks, insects, and plankton.

Flood Protection

Due to dense vegetation and location within the landscape, wetlands are important for retaining storm water from rain and melting snow rushing toward rivers and lakes, floodwater from rising streams. Wetlands slow storm water runoff and can provide storage areas for floods, thus minimizing harm to downstream areas.

Wetlands located in the mid or lower reaches of a watershed contribute most substantially to flood control since they lie in the path of more water than their upstream counterparts. When several wetland basins perform this function within a watershed, the effect may be a staggered, moderated discharge, reducing flood peaks.

Water Quality Protection

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, our lakes, rivers and streams are cleaner and our drinking water is safer.

Larger wetlands and those that contain dense vegetation are most effective in protecting water quality. If surrounding land uses contribute to soil runoff or introduce manure or other pollutants into a watershed, the value of this function may be especially high.

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.

Shoreline Protection

Shoreland wetlands act as buffers between land and water. They protect against erosion by absorbing the force of waves and currents and by anchoring sediments. Roots of wetland plants bind lakeshores and stream banks, providing further protection. Benefits include the protection of habitat and structures, as well as land that might otherwise be lost to erosion. This function is especially important in waterways where boat traffic, water current and/or wind cause substantial water movement that would otherwise damage the shore.

Groundwater Recharge and Discharge

Groundwater recharge is the process by which water moves into the groundwater system. Although recharge usually occurs at higher elevations, some wetlands can provide a valuable service of replenishing groundwater supplies. The filtering capacity of wetland plants and substrates may also help protect groundwater quality.

Groundwater discharge is the process by which groundwater is discharged to the surface. Groundwater discharge is a more common wetland function and can be important for stabilizing stream flows, especially during dry months. Groundwater discharge through wetlands can enhance the quality of the aquatic life communities in downstream areas. It also can contribute toward high quality water in our lakes, rivers and streams. In some cases, groundwater discharge sites are obvious, through visible springs or by the presence of certain plant species.

Aesthetics, Recreation, Education and Science

Wetlands provide exceptional educational and scientific research opportunities because of their unique combination of terrestrial and aquatic life and physical/chemical processes. Many species of endangered and threatened plants and animals are found in wetlands.

Wetlands located within or near urban settings and those frequently visited by the public are especially valuable for the social and educational opportunities they offer. Open water, diverse vegetation, and lack of pollution also contribute to the value of specific wetlands for recreational and educational purposes and general quality of life.

Wetlands make up a considerable percentage of the Town of Cutler's land area and are crucial to the cranberry industry.

G. Floodlands

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

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

- Residential, commercial, manufacturing, and industrial uses (and related accessory uses);
- Storage of materials;
- Public utilities and infrastructure; and
- Private sewage systems and wells.

What ISN'T allowed in these special areas?

Floodway: All structures intended for human habitation; Storage of materials that are buoyant, flammable, explosive or injurious to human, animal, plant, fish, or other aquatic life; Sewage systems or wells; Solid or hazardous waste disposal facilities; Wastewater treatment pond or facilities except as otherwise permitted by Wisconsin Administrative Code; Filling which would cause an obstruction to flow which is not otherwise permitted. Floodfringe: Solid or hazardous waste disposal facilities.

H. Forests

Most of the soils in town formed under forest vegetation. Today's major species are pine and oak. These woodlands provide pulpwood, lumber, firewood, wildlife habitat, and recreation. Some areas have been planted with conifers such as Scotch pine, red pine, white pine, and several species of fur that are harvested as Christmas trees.

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

Forests play a key role in the protection of environmentally sensitive areas like steep slopes, shorelands, wetlands, and flood plains. Removal of woodland cover can be detrimental to these areas in both ecological functions and visual enjoyment. The health of a forest is measured by its

capacity for renewal, for recovery from a wide range of disturbances, and for retention of its ecological diversity. Specific wildlife species depend upon forests to different extents. Some types of species need large blocks of forest habitat exclusively. Other animals are called "edge" species, because they can use small clusters of trees and brush. Deer and raccoons are edge species. Aquatic species benefit from trees that shade shoreland areas of lakes and rivers. Shoreland areas are the most biologically productive areas of lakes and rivers. At the same time forests must produce timber for various consumer uses (lumber, paper, & toothpaste), and meet current and future needs of people for desired levels of values, uses, products, and services. Arguably, invasive exotic species like garlic mustard and multiflora rose present the greatest threat to the long-term health and integrity of the forests. Invasive plants present a problem for native plants as they invade natural systems, and out-compete native species for nutrients, sunlight, and space. Usually having no natural predators, invasive species alter the food web and physical environment. Invasive species like the Gypsy moth and the Asian long-horned beetle aggressively compete with native insects for habitat.

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

I. Rare Species & Natural Communities

The Town of Cutler has 23 sections with occurrences of aquatic and terrestrial plants, animals, and natural communities from common to critically endangered:

Seven sections with aquatic occurrences
Five sections with terrestrial occurrences
Eleven sections with both aquatic and terrestrial occurrences

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

Original vegetation types for the Town of Cutler were marsh and sedge meadow, wet prairie, lowland shrubs, which came from a map of Finley's Original Vegetation of the Central Sand Plains.

J. Necedah National Wildlife Refuge & Central Wisconsin Conservation Area

The Necedah National Wildlife Refuge is an important wildlife viewing area and destination for nearly 150,000 visitors annually. The Refuge forms part of a sprawling 43,600-acre mix of wetlands, uplands, bottomland forests and grasslands. The refuge boasts more than 230 species of birds and some rare grassland, wetland and forest species, including the Karner blue butterflies, the massasauga rattlesnake and bald eagles. The Refuge is currently enjoying worldwide exposure for an international project trying to establish a breeding population of whooping cranes that will migrate from Necedah to Florida.

The history of the Refuge dates back to the early 1930s when the U.S. Government acquired 114,964 acres of land in Juneau, Wood, Monroe, and Jackson County, Wisconsin, using the authority of the National Industrial Recovery Act of 1933 and the Emergency Relief Appropriation Act of 1935. The purposes for these acquisitions were to assist farmers living within the area and to develop the area for wildlife. On March 14, 1939, Franklin D. Roosevelt signed an executive order authorizing 43,696 acres of this land be set aside as the Necedah Migratory Waterfowl Refuge for the purpose of "a refuge and breeding ground for migratory birds and other wildlife…" (Executive Order 8065) and "…for use as an inviolate sanctuary, or for any other purpose, for migratory birds" (Migratory Bird Conservation Act of 1929). One year later, the Necedah Migratory Waterfowl Refuge became formally known as the Necedah National Wildlife Refuge.

Around this same time, the management of 55,000 acres of this Federal land was transferred to the State of Wisconsin with the signing of a Cooperative and License Agreement. Today this land is known as Necedah Wildlife Management Area, which includes parts of the Central Wisconsin Conservation Area (parts of Meadow Valley State Wildlife Area, parts of Wood County Wildlife Area, and parts of Sandhill State Wildlife area) and scattered parcels in Jackson County. They are part of the National Wildlife Refuge System, but managed cooperatively with the Wisconsin Department of Natural Resources.

Historically, land in and around the refuge was once a vast peat bog with some low wooded islands and savannas. The higher sand ridges were occupied by mature stands of pines and other species. Early 20th century fires burned across the Refuge area, destroying the peat so that now the sandy subsurface is exposed or shallowly covered with silt. Wetlands cover much of the area of the Refuge and are supported by an important hydrological system comprised of natural and manmade waterways, such as the Yellow River and its tributaries. Water control structures within the Refuge regulate drainage. Water contained within certain Refuge pools provide and impact water manipulation capability on other pools. Water is generally stored in Refuge pools during spring runoff and is used to refill pools that are drained and re-flooded during the course of the summer.

Today the refuge consists of 43,696 acres of pine, oak, and aspen forests, grasslands and savannas, and wetlands and open water areas, all of which support a rich diversity of fish and wildlife. The majority (57%) of the area of the Refuge is made up of wetlands. This is the area that supports the migratory waterfowl that are the core of the mission of the Refuge. Some Refuge pools are drawn down for part of the year to promote the production of high-energy waterfowl foods such as millet, smartweed, chufa, beggar ticks, pigweed, sedges, and spikerush. Ditches and streams also provide additional wetland habitat, although to a lesser extent than Refuge pools.

Forests are the second most common habitat available in the Refuge. Currently upland forests comprise 15,047 acres, or 34.4 percent of the total area. Refuge forests provide excellent habitat for many neo-tropical migratory birds such as the scarlet tanager, eastern wood-pewee, and ovenbird.

A smaller part of the Refuge, less than 8 percent, is grasslands and savanna. Some of this land is the remains of inactive farms established early in the last century. Willow-dogwood communities are invading old farm fields and wet meadows in places where disturbance is rare. Refuge grasslands provide important nesting habitat for many migratory birds including ducks, geese, and Sandhill cranes. The savanna areas are also known as barrens, because fire and tree diseases such as oak wilt are more common in the droughty, sandy soils. These disturbances keep the trees small and scattered. Oak savanna has been defined as having at least one tree per acre, but less than 50

percent cover. Refuge savannas/barrens support massasauga rattlesnakes, phlox moths, Blandings turtles, Karner blue butterflies, and over 110 species of birds.

The publicity that the Necedah National Wildlife Refuge has received for its efforts to establish a sustainable colony of endangered whooping cranes by leading them in their migration to Florida with an ultra-light aircraft has raised the profile of the Refuge world-wide. This presents the adjacent communities with a unique opportunity to build on this international awareness of the Refuge and make the most of these natural assets to build a better future.

2. Agricultural Resources

A. Prime Farmland, Cropland, Livestock

According to the *Wisconsin Land Use Databook*, the Town of Cutler is almost 14.5 percent agricultural. According to this document, 8 percent of the town's total land (52.2 square miles) is used for row crops, 2.1 percent is used for foraging, and 4.3 percent is grassland. The report also found that 39.4 percent of the town was in forest cover and 46 percent is wetlands.

In terms of farming trends, the town lost 59.3 percent of farmland acres on tax rolls between 1990 and 1997. According to the report there were eleven farms, one of which was a dairy farm in 1997.

Prime farmland is one of several kinds of important farmland defined by the U.S. Department of Agriculture, and is of major importance in meeting the Nation's short and long-range needs for food and fiber. Prime Farmland is the land that is best suited to food, feed, forage, fiber, and oilseed crops. It may be cultivated land, pasture, woodland, or other land, but it is not urban land or water areas. Prime farmland produces the highest yields with minimal expenditures of energy and economic resources, and farming it results in the least damage to the environment. Adequate and dependable supplies of moisture from precipitation or irrigation are available. The temperature and growing season are favorable, and the level of acidity or alkalinity is acceptable. Prime farmlands have few or no rocks and are permeable to water and air. It is not excessively erodible or saturated with water for long periods and is not frequently flooded during the growing season. The land slope on these lands ranges mainly from 0 to 6 percent.

B. Cranberry Industry

Because of the prevalence of wetlands the northwestern part Juneau County it has become a center of cranberry production. Wisconsin is the number one cranberry producing state in the nation. Since the 1890s the center of the industry has been in the Cranmoor area. Conditions in this area are ideal for cranberry growing. In addition to the high water table important to constructing cranberry beds the area has the sandy, acidic soils that the crop requires.

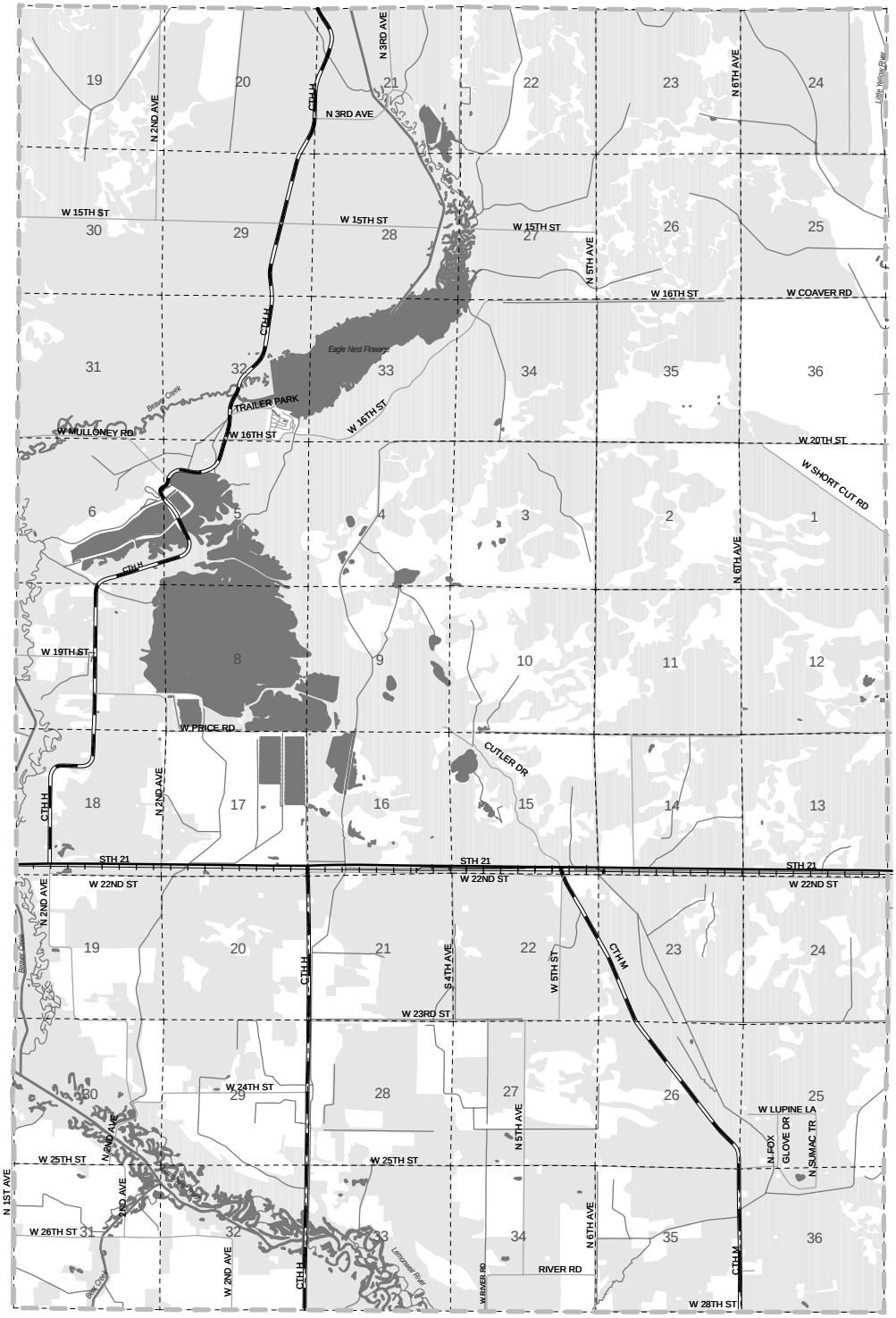
Cranberries are a very capital-intensive crop. Cranberry beds cost $20,000 to $30,000 per acre to construct because of the extensive site preparation required. Overlying soils must be removed, dikes built, inlet and outlet bulkheads constructed, beds leveled to assure proper drainage, and sprinkler systems installed. Additionally, establishing cranberry beds requires approval by the Department of Natural Resources as does some types of maintenance to existing marshes.

Town of Cutler

Juneau County, Wisconsin

Map 5

Woodlands



Woodlands
Water

Minor Civil Division
Section Lines
US & State Highways
County Highways
Local Roads
Private / Other
Railroad

N
W E
S

1 0 1 Miles

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Source: Wisconsin DNR, NCWRPC

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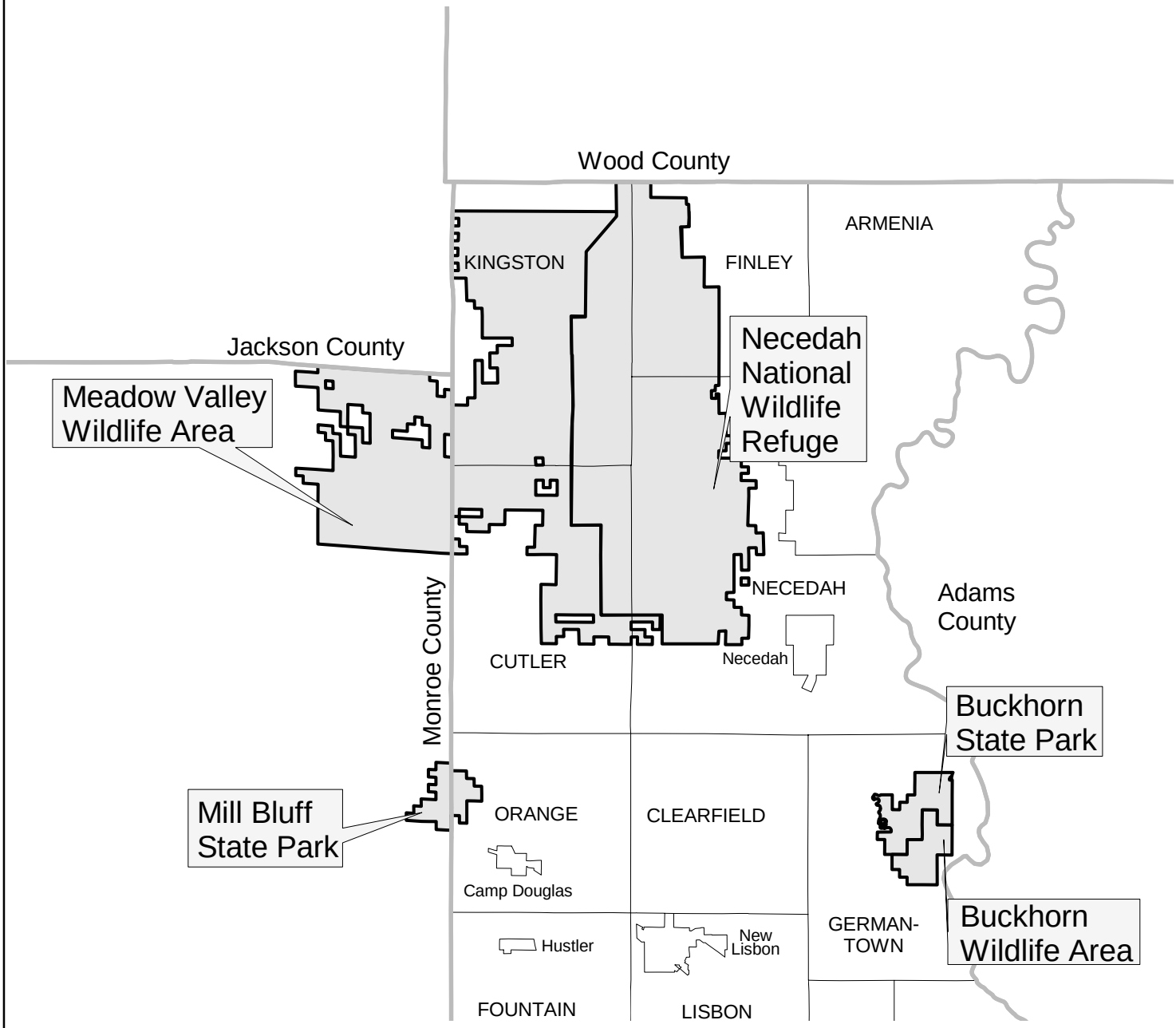
Northern Juneau County

Juneau County, Wisconsin

Map 6

Federal & State Lands



N
W E
S

4 0 4 Miles

Source: Wisconsin DNR, NCWRPC

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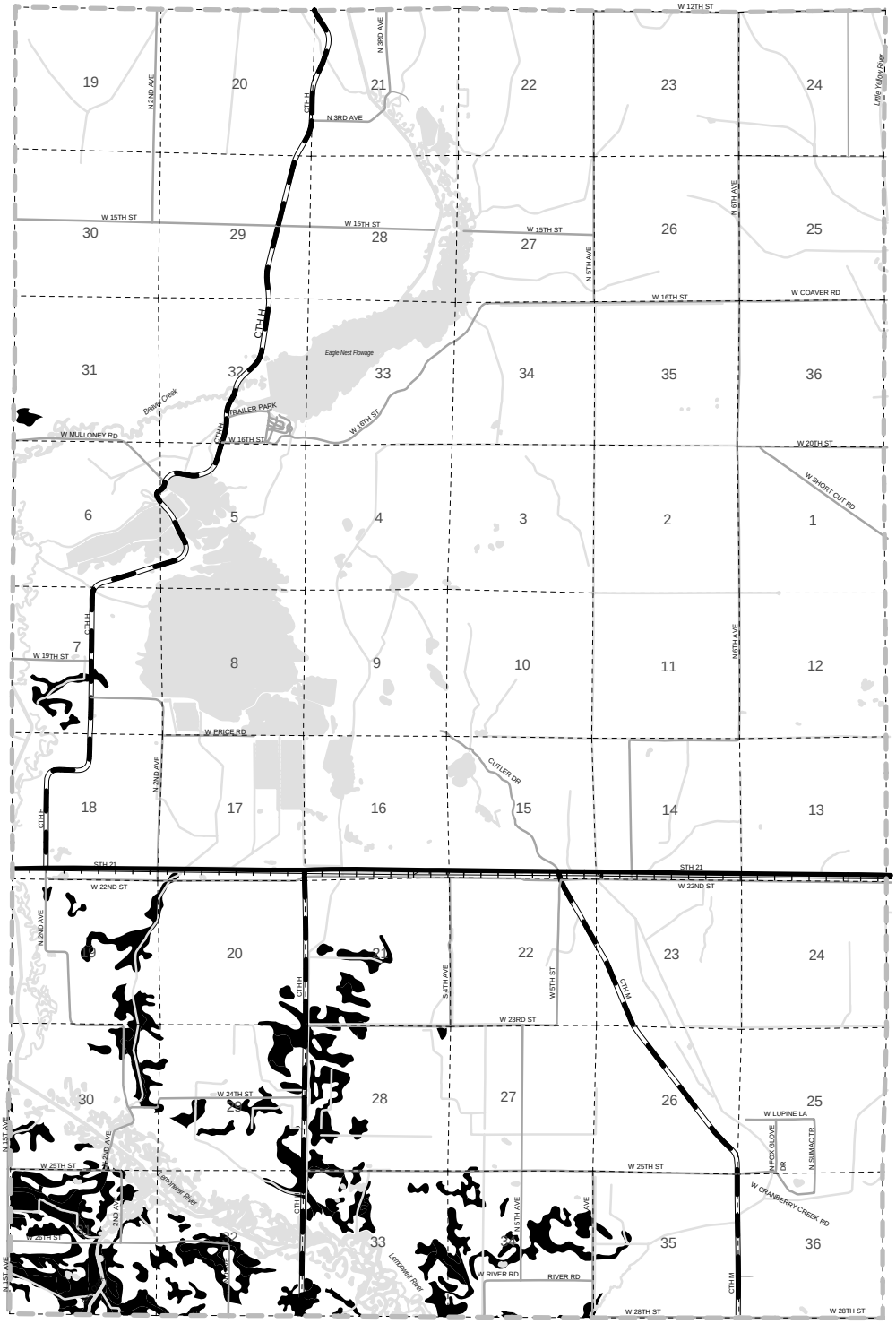
Town of Cutler

Juneau County, Wisconsin

Map 7

Prime Agricultural Soils



Prime Agricultural Soils

Water

Minor Civil Division

Section Lines

US & State Highways

County Highways

Local Roads

Private / Other

Railroad

N

W E

S

1 0 1 Miles

This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. NCWRPC is not responsible for any inaccuracies herein contained.

Source: Wisconsin DNR, NRCS, NCWRPC

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Once the beds are prepared then the vines are planted. High-yield strains have been developed that led to per-acre yields more than doubling in recent years. It can take five to seven years before a bed will reach its maximum production, but once in production they can work for a long time. There are some bogs that have been in production for over 100 years.

Cranberries are Wisconsin's number one fruit crop. Bearing acreage in cranberries more than doubled between 1970 and 1996. Much of this was a result of an increase in cranberry consumption that occurred during the 1980s mostly as a result of research that showed the positive effect of cranberries on the urinary tract. Between the 1950s and the 1990s per capita consumption of processed cranberries in the United States went from 0.3 pounds to 1.6 pounds. This led to prices, which had been $10-15 per barrel in the 1970s, reaching a high of $65 per barrel in 1997. These high prices led to an increase in production capacity.

Because cranberries have a relatively high production costs, estimated at $47 per barrel in 1995 (Jesse, 1997), a high sale price is important. During the early and mid-1990s cranberries had a farm-level value of $150 million. Including production, processing and supporting businesses the cranberry industry supported 7,163 jobs statewide in 1997 and had a total economic impact of $334 million. "For the southern district (which includes Juneau County) cranberry production contributes 3,743 jobs, $48 million in personal income, $78 million in value added and about $147 million in industry output." (p 24) In 1997 Juneau County produced 191,966 barrels of cranberries, the fourth highest total of counties in Wisconsin and 8.4 percent of total output.

High market prices led to increasing acreage dedicated to cranberry production. Though demand had grown during the 1980s and early 1990s, by the mid-1990s it had stabilized and oversupply began to develop. Unlike many other agricultural commodities where it is relatively easy for producers to adjust production to demand cranberry growers found themselves locked into their expanded capacity.

> "…growers and potential growers responded as expected to attractive prices by making large long-term investments in marsh development. In the long period between planting and full harvest, market conditions had deteriorated badly, no longer justifying the decision to plant. But the large investments represented sunk costs, and the annual cultural and harvest costs were still less than the heavily depreciated crop value. So there was no economic incentive to abandon marshes." (Jesse, 2002, p 2)

In 1998 prices fell from $65 to $43 per barrel, and in 1999 they fell to $21 per barrel. Both years saw record harvests. Since then production has been somewhat curtailed. In 2000 and 2001 USDA intervened to suppress production and purchase surplus product. Overall production is down and demand is growing slowly. Working through the Cranberry Institute and the Cranberry Marketing Committee greater emphasis has been placed on health-related research to stimulate demand. Among the findings is research that rate fresh cranberries as containing double the antioxidant phenols, which have been shown to decrease the threat of cancer and heart disease, as other fruits and five times as much as broccoli.

Efforts are also underway to develop cranberry country as a tourist attraction. There is a push to create a Cranberry Highway tour west of Wisconsin Rapids through the heart of the Cranmoor area.

An annual Hogs to Bogs tour, focused on motorcycle riders, coinciding with the harvest and the fall colors and particularly seeks to draw visitor to experience the unique charms of cranberry country.

3. Cultural Resources

A. Brief Community History

The Town of Cutler had its beginnings in the 1890s when the small settlement of Cranberry Center was platted along the route of the Chicago & Northwestern Railroad (C&NW) tracks. The Town was chartered in 1897, and then in1913 it was named for Charles Cutler, Juneau County's first county clerk, a position he held for over thirty years. Cutler had extensive real-estate interests in the county and in the town, and was held in high esteem by residents.

In the 1890s the town was dominated by the lumbering industry centered in Necedah. The railroads were built to haul the timber. The C&NW track ran west through Cutler where they would stop at the depot to load barrels of cranberries for shipment to markets in Milwaukee, Chicago and Minneapolis. After the timber had been cut-off a series of fires swept many of the swampy areas, getting into the peat and in some areas, literally burning up the soils. Agriculture has persisted in the town producing livestock, cucumbers, beans, sweet corn, and wire grass that until the 1950s was used to weave carpet backing, but the primary agricultural crop of the town has been cranberries.

As early as 1874 G.H. Kruschke was growing cranberries. There were a number of cranberry operations in the town in the years around the turn of the 20th century, but it was the arrival of Guy Potter in 1923 that led to the increasing prominence of the town as a cranberry producing area. He established the Cutler Cranberry Company. During his years there he invented several important machines still in use in the cultivation of cranberries. Over the years Potter and his son Rolland, and then Rolland's sons have expanded Cutler Cranberries' operations from the 26 acres he bought from Clark Treat in 1923 to over 500 producing acres. Guy Potter also served as Town chairman for 24 years.

The first school was built near Cranberry Center in 1882 as part of the Town of Necedah schools. Another school was built on Flag Island Road in 1902. Later this building was used as the town hall, until the new town hall and fire department were built in 1989. The Cutler Volunteer Fire Company was first organized in 1983. The town has changed in many ways over the years. Agriculture has declined and today most town residents commute to jobs in nearby cities and return to Cutler for the rural character and intense family ties that have always made it a special place to live.

B. Historical Buildings, Archeological Sites, & Century Farms

There are no historic buildings or sites that have been identified in the Town of Cutler, either on the National Register of Historic Places, or on the Architectural History Inventory. Although there are no identified archeological sites in the town, lands immediately adjacent to surface waters may have an abundance of cultural and archeological significance because they were often the location of Native American and early European settlements.

Four Century Farmsteads exist within the town. A century farmstead has maintained family ownership for at least 100 years. The Wisconsin State Fair recognized the Bessie Batten farmstead

in 1998, the Freddie & Robert Christensen farmsteads in 1981, and the Harold & Hazel Hayward farmstead in 1989, and Richard F. Tatu farmsteads in 1998.

Cutler century farmsteads

- Bessie Batten on 120 acres in T18N R2E Sec 20 was settled in 1885.
- Freddie & Robert Christensen on 240 acres in T18N R2E Sec 31 was settled in 1881.
- Harold & Hazel Hayward on 165.5 acres in T18N R2E Sec 30 was settled in 1889.
- Richard F. Tatu on 120 acres in T18N R2E Sec 21 was settled in 1896.

C. Recreational Resources, Community Design

The Juneau County Outdoor Recreation Plan recommends the creation of a "center Point for Community activities and events" by developing a community park adjacent to the town hall and fire station. It recommends a facility that includes a ball diamond, parking, picnic shelter and grills, lighting and sanitary facilities. In a report prepared for the County by NCWRPC a system of bike paths, that in the Town of Cutler follows CTH-H and West 16th Street, to the Necedah National Wildlife Refuge. Community design in a rural town should center on protecting the aspects of rural character that citizens find particularly attractive.

4. Goals, Objectives & Policies

Goals

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

2. Protect economically productive areas, including farmland and forested areas.

3. Preserve cultural, historic and architectural sites.

Objectives

1. New development in the Town should not negatively impact natural resources.

2. Encourage and support the preservation of natural open spaces that minimize flooding such as wetlands and floodplains.

3. Promote development that minimizes groundwater impacts from on-site septic systems and other sources.

Policies

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

2. Discourage the draining or filling of wetlands.

3. Existing agricultural uses and buildings should be taken into consideration when locating new development to avoid conflicts

4. Preserve productive farmland and cranberry bogs for long-term agricultural uses.

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

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III. HOUSING ELEMENT

1. Housing Stock

A. Total Housing Units

The housing stock in the Town of Cutler is generally adequate for the needs of the community. The 1990 Census indicates that there were 185 housing units in the town. All but fifteen of these units had complete plumbing facilities, fifteen also lack complete kitchen facilities. In 2000, there were 147 housing units in the town, a decrease of over twenty percent since 1990. This decline is double the rate of decline in population during the same period, and compares to an eight percent increase in housing units for the county during the decade. One indicator of what may have happened to these thirty-eight housing units is that in the 2000 Census no units are reported to lack plumbing or kitchen facilities, so it may be that many of the substandard units that had existed in 1990 were removed from service.

B. Year Built

There is a split in the age of housing units in the town. More than a third of buildings are more than 65 years old, significantly higher than for either the county or the state, but just over five percent were built in the 1940s or 1950s. Structures built in the 1960s and 1970s are closer to the county and state percentages. Another third of housing units have been built since 1980, slightly less than for the county but higher than the state or the adjoining Town of Orange. In fact ten percent (14) of housing units have been built since 1995, perhaps reflecting the best years in the cranberry industry.

Table 9: Age of Structure by Jurisdiction, 2000

Year built	Town of Cutler		Town of Orange		Juneau County		State of Wisconsin	
Before 1939	48	34.5%	87	32.9%	2,842	23.0%	543,164	23.4%
1940-1959	8	5.7%	29	10.9%	1,610	13.0%	470,862	20.3%
1960-1979	37	26.6%	83	31.4%	3,633	29.4%	667,537	28.8%
After 1980	46	33.1%	65	24.6%	4,285	34.6%	639,581	27.5%
Total	139	100%	264	100%	12,370	100%	2,321,144	100%

Source: US Census Bureau & NCWRPC

C. Building Type

Single-family dwellings are the most common type of housing units in the town. At ninety-nine, they constitute seventy-one percent of the housing stock. Manufactured and mobile homes account for the remainder of housing units. The Census lumps the two together under the definition of "a housing unit that was originally constructed to be towed on its own chassis." At 28.7 percent of the housing stock this is considerably higher than the percentage for the county (22.3%) and nearly five times the percentage for the state. The number of mobile homes in the town has declined by one third since 1990, when this type of housing constituted 32 percent of all housing units.

Often described as "mobile homes" or "trailer homes", manufactured housing has been subject to regulation by the Federal Government since the implementation of the "Manufactured Home

Construction and Safety Standards" or "HUD-Code" in 1976. Manufactured housing has evolved from the "travel trailer", which is built primarily to be towed behind vehicles, they were lightweight and compact, generally metal clad, and intended to be moved repeatedly from place to place. Over time these structures became larger and often located permanently, either in a mobile-home park or on an individual lot.

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

D. Tenure

Owner occupancy is the overwhelming (86.5%) norm in the Town of Cutler. This is fairly typical for a rural area, and exceeds the rate for the county (78.9%) and for the state (68.4%). There were only sixteen renters in the town in 2000. Residents of Cutler tend to stay in place for an extended period. A third of town residents have lived in the same home for more than twenty years.

Table 10: Housing Tenure by Jurisdiction, 2000

Tenure	Town of Cutler		Town of Orange		Juneau County		State of Wisconsin	
Over 30 years	16	14.7%	30	13.1%	1,053	10.9%	229,063	11.0%
21 to 30 years ago	20	18.3%	48	20.9%	1,189	12.3%	222,015	10.7%
11 to 20 years ago	29	26.6%	33	14.4%	1,701	17.5%	323,813	15.5%
10 years or less	44	40.4%	118	51..3%	5,753	59.3%	1,309,653	62.8%
Total	109	100%	229	100%	9,696	100%	2,084,544	100%

Source: US Census Bureau & NCWRPC

E. Value

Median home value in the Town of Cutler is more than a quarter above the median value for the county, and higher than in most of the surrounding jurisdictions. Although this value could be skewed by the small size of the sample that it is based on, it still indicates a relatively high value housing stock in the town. In spite of this the indication from the Census (again, based on a small sample) is that residents spend a relatively low percentage of their income on housing: two-third of those surveyed spent less than fifteen percent of income on housing.

The National Low Income Housing Coalition assembles a yearly list of estimates of the income required to afford housing using this "cost-burden" standard for localities across the country. This report focuses on rental housing, but can be broadly applied to owner-occupied housing as well. The report calculates that for the state as a whole a full-time worker must earn $11.63 an hour in order to be able to afford a two-bedroom apartment. For the non-metro areas of the state the comparable figure is $8.93. In Juneau County a full time worker must earn $8.40 per hour to afford

the two-bedroom apartment. For a worker earning minimum wage this means working 65 hours every week to afford that apartment.

Table 11: Median Value of Structures by Jurisdiction, 2000		
Municipality	Median home value	% of state Median value
Town of Cutler	$90,000	80.2%
Town of Orange	$73,500	65.5%
Town of Kingston	$68,800	61.3%
Village of Camp Douglas	$63,800	56.9%
Town of Oakdale, Monroe Co.	$96,500	86.0%
Town of Byron, Monroe Co.	$84,100	74.9%
Juneau County	$71,200	63.5%
State of Wisconsin	$112,200	100%

Source: US Census Bureau & NCWRPC

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

F. Vacant/Seasonal

Of 147 housing units in the town one hundred nineteen were occupied, while twenty-eight (19%) were vacant. Twenty-one units, 14.3 percent, were identified as seasonal. This compares to 16.5 percent of housing units in the county being described as seasonal, and just over six percent for the state. The number of seasonal dwellings in the town has decreased by more than half since 1990, when they were 23.7 percent of all housing in the town. The number of vacant houses is down by a similar percentage from 61 in 1990. It is probably significant that the total number of housing units declined by forty units during the same period.

2. Housing Demand

A. Persons Per Household

Families are getting smaller and more people are living alone, so average household size has been going down for several decades. The most obvious effect of this trend is that demand for housing units is increasing faster than population. In the Town of Cutler the average household size in 2000 was 2.37 persons per household. This is below the average of 2.47 for Juneau County and the average of 2.5 for the state as a whole.

B. Projections

In the case of the Town of Cutler, where the population has been in decline and the population is projected to continue declining over the next twenty years this would indicate a loss of eleven housing units over that period. However, there may be other forces at work. The decline in the number of mobile homes and in seasonal residences indicates a shift away from more temporary

housing types. In the 1990s the population of the town declined by ten percent, but the number of housing units went down by 21 percent.

During the period when the population was falling new houses continued to be built. Based on the building permits issued by the Town over the last seven year there has been an average of four building permits for new dwelling units issued in the Town of Cutler over that time. Six of these are in the Cranberry Creek subdivision. Despite projections of negative population growth, it is prudent for the Town to plan for continued growth in the number of housing units based on this trend on new development that has held fairly consistent over the last seven years.

3. Housing Programs

There are a number of programs available to local governments to aid those having trouble affording their housing needs. Based on the 2000 U.S. Census there are no residents who spend more than thirty percent of their income on housing, the accepted standard for affordable housing. Below is a partial listing of programs available to localities:

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

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

- Section 504, the Very-Low-Income Housing Repair Program, provides loans and grants to low-income homeowners to repair, improve, or modernize their homes. Improvements must make the homes more safe and sanitary or remove health or safety hazards.

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

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

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

- The HUD Self-Help Homeownership Opportunity Program finances land acquisition and site development associated with self-help housing for low-income families. Loans are made to the nonprofit sponsors of development projects and are interest-free. Portions of the

loans are forgiven if promised units of housing are completed within a given period. These forgiven "grant conversion" funds may be used to subsidize future development projects.

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

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

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

4. Goals, Objectives & Policies

Goals

1. Provide an adequate supply of affordable housing for individuals of all income levels throughout the community. (SG-9) (Allow adequate, affordable housing for all individuals consistent with the rural character of the community.)

2. Discourage residential development in unsuitable areas.

Objectives

1. Ensure that local land use controls and permitting procedures do not discourage or prevent the provision of affordable housing opportunities.

2. Direct residential development away from existing agricultural uses and buildings to avoid conflicts.

Policies

1. The Town should work with landowners to encourage housing in accordance with the current and future land use maps.

IV. TRANSPORTATION ELEMENT

1. Transportation Facilities

A. Background

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

B. Summary of Transportation Plans

1. Corridors 2020

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

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

2. TransLinks 21

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

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

None of the above modal plans have projects that conflict with the Town of Cutler Comprehensive Plan.

3. Connections 2030

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

4. State Trails Network Plan

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

5. Necedah Area Bicycle Facilities Network Plan

The North Central Wisconsin Regional Planning Commission (NCWRPC) created this plan in 2004 to guide the development of bicycle facilities in northern Juneau County, particularly in and around the Necedah National Wildlife Refuge. The vision of this plan is to increase the mobility of people within the County by making bicycling a more viable and attractive transportation choice. The plan will strengthen the rural character of the County by connecting natural and cultural resource destinations and by connecting communities, which also will have positive economic development from tourism.

C. Inventory of Transportation Facilities

1. Roads

Roads play a key role in development by providing both access to land and serving to move people and goods through the area. In a rural town like Cutler, the transportation system is especially important because of the degree to which families are required to travel for school, work and community activities. The network of town roads in particular is crucial in allowing residents to get around the town by car, bicycle, and foot power.

State Highway 21 is the Town of Cutler's principal arterial, County Highway M is a major collector, County Highway H is a minor collector, and the remaining 53.51 miles of roads in the town are local.

The Town of Cutler road network consists of roughly 6.0 miles of state highway, 13.71 miles of county highway, and 53.51 miles of local roads, of which 27 miles are unpaved. WisDOT requires all local units of government to submit road condition rating data every two years as part of the Wisconsin Information System for Local Roads (WISLR). The Pavement Surface Evaluation and Rating (PASER) program and WISLR are tools that local governments can use to manage pavements for improved decision making in budgeting and maintenance. Towns can use this information to develop better road budgets and keep track of roads that are in need of repair.

Annual average daily traffic counts (AADT) are measured and calculated every three years by the Department of Transportation for six areas in the town. Monitoring these counts provides a way to gauge how traffic volume is changing in Cutler. State Highway 21 between STH 80 & STH 13, has an AADT above 4000, and is listed as moderately congested. Besides traffic volume, other factors like lane widths, shoulder paving, alignment, and adjacent land use also affect congestion.

Road Classifications

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

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

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

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

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

Table 12: Annual Average Daily Traffic at Recorded Sites Town of Cutler 1980-2001

	1980	1983	1989	1995	1998	2001	% Change 1980-2001
Site 1	2860	2410	3350	1700	3100	4600	61%
Site 2	2600	2490	3220	2900	3200	4100	58%
Site 3	2880	2170	3500	3920*	3400	4800	67%
Site 4	350	310	220	200	170	240	-31%
Site 5	370	400	290	260	320	270	-27%
Site 6	---	180	120	140	110	130	-28%

Source: Wisconsin Highway Traffic Volume, Department of Transportation
*1992 AADT

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

Traffic generated and attracted by any new land-use can increase congestion on the roadway system. Even without creating new access points, changes in land-uses can alter the capacity of the roadway. The new business may generate more car traffic, or farm implement traffic. Uncontrolled division

of land tends to affect highways by increasing the amount of turning traffic into and out from attached driveways, thereby impairing safety and impeding traffic movements.

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

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

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

State of Wisconsin Six Year Highway Improvement Program
No state highway work is scheduled on roadways within Cutler from 2004-2009.

2. Bicycling Opportunities

All roads within the town are open to bicycle travel. The Bicycle Federation of Wisconsin along with WisDOT have determined what the bicycling conditions are on all county and state highways. Roads currently suitable for bicycling and roads designated as bicycle routes are shown in the Regional Comprehensive Plan.

The Village of Camp Douglas is the trailhead for the Omaha State Trail. The Omaha trail leads south 13 miles through the Town of Orange to the city of Elroy. From Elroy, a bicyclist may connect with the "400" State Trail and the Hillsboro State Trail to the south, and the Elroy-Sparta State Trail to the northwest.

Many roads around and through the Necedah Wildlife Area have been proposed as bicycle routes in the 2004 Necedah Area Bicycle Facilities Network Plan. A connecting on-road bike route between the Wildlife Refuge and the Omaha trailhead in Camp Douglas is proposed along CTH H through the Town of Cutler.

3. Airports

Air Carrier/Air Cargo airports closest to Cutler are the La Crosse Municipal Airport (LSE), the Chippewa Valley Regional Airport (EAU) in Eau Claire, and the Dane County Regional Airport (MSN) in Madison.

Transport/Corporate airports are intended to serve corporate jets, small passenger and cargo jet aircraft used in regional service and small airplanes (piston or turboprop) used in commuter air service. The only difference between a transport/corporate airport and a commercial airport is that the commercial airport has scheduled passenger service.

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

4. Bus/Transit

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

5. Transportation Facilities for Disabled

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

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

6. Rail

Union Pacific provides commercial rail service through the town. Canadian National owns several tracks nearby. Canadian Pacific Railway is the track that Amtrak uses to provide passenger rail service, which has stations in Tomah, and Wisconsin Dells.

7. Pedestrian Facilities

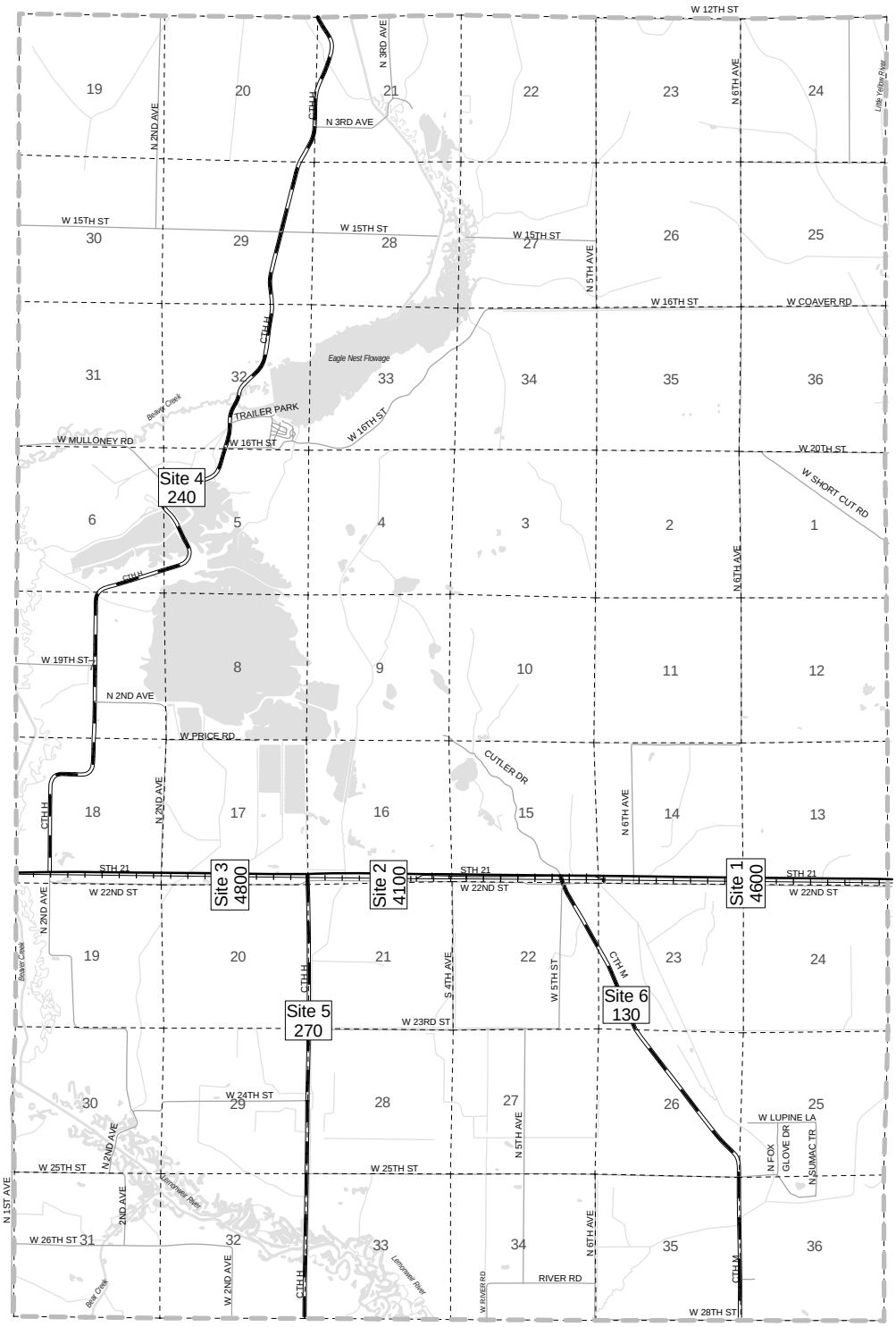
All roads within the town are available for pedestrian travel. Most town roads have limited shoulder areas. A motor vehicle creates a dust hazard for pedestrians on gravel roads. These conditions hamper safe pedestrian travel opportunities. Moreover, given the low-density development pattern of the town and the fact that nearly all goods and services are located several miles away in nearby cities, walking to places of work, shopping, or entertainment is not realistic for most residents. This situation is not anticipated to change over the 20-year planning period. As a result, people without access to motor vehicles must arrange for other transportation.

Town of Cutler

Juneau County, Wisconsin

Map 8

Transportation



Site 1
240
Annual Average Daily Traffic Count, 2001

Water

Minor Civil Division

Section Lines

US & State Highways

County Highways

Local Roads

Private / Other

Railroad

N

W E

S

1 0 1 Miles

This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. NCWRPC is not responsible for any inaccuracies herein contained.

Source: Wisconsin DNR, WisDOT 2001, NCWRPC

Prepared By:
North Central Wisconsin Regional Planning Commission
210 McClellan Street, Suite 210, Wausau, Wisconsin 54403 (715) 849-5510 www.ncwrpc.org

2. Goals, Objectives & Policies

Goals

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

Objectives

1. Support and maintain a safe and efficient Town road system.

2. The Town should work with the County on any County project that affects the Town.

Policies

1. 1. Maintain existing roads before constructing new roads.

2. Land uses which generate heavy traffic volumes should be discouraged on local roads that have not been constructed or upgraded for such use.

3. Roadway access should be spaced along the existing Town road network to increase safety and preserve capacity.

4. Utilize WISLR to inventory and manage local roads

3. Bibliography

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NCWRPC, Necedah Area Bicycle Facilities Network Plan, 2004, Wausau

V. UTILITIES & COMMUNITY FACILITIES ELEMENT

1. Inventory

As a small rural town relatively few utilities exist. There is no sanitary sewer, storm water systems, water supply, wastewater facilities, power plants, major transmission lines, health care facilities, or libraries. The Town of Cutler is served by three different school districts. South of STH 21 and west of CTH H the children are bussed to the Tomah schools. East of County Road H is in the New Lisbon School District. All the children who live north of STH 21 attend the Necedah School District. Town residents are authorized to bring their garbage and recycling to the Juneau County Landfill.

The town has its own volunteer fire department which also provides first responders services. The department has a pumper truck, a water wagon, a rescue unit, a stationary pumper, a brush unit, and a car. The Town of Cutler contracts with Village of Camp Douglas to provide ambulance service to its residents.

Community facilities include a Town Hall, built in 1990, which also offers a community room that is available for rental. The Town Hall is surrounded by a community recreation area, which is used by residents for special events. There is a garage and shop attached to the Town Hall that houses the equipment for the Volunteer Fire Department. The Town contracts for road maintenance services with a private company.

Electric service is provided by Oakdale Electric Co-op, and phone service comes from Lemonwier Valley Telephone Co-op. See the Utilities & Community Facilities Map.

Town Hall and Fire Station

2. Goals, Objectives & Policies

Goals

1. Provide adequate infrastructure and public services for residential and agricultural uses.

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

Objectives

1. Consider the potential impacts of development proposals on groundwater quality and quantity.

2. Share equipment and services across Town boundaries, where possible.

Policies

1. Work with adjoining Towns, the County, the State and federal government, and individual landowners to address known water quality issues.

2. Encourage recycling by residents.

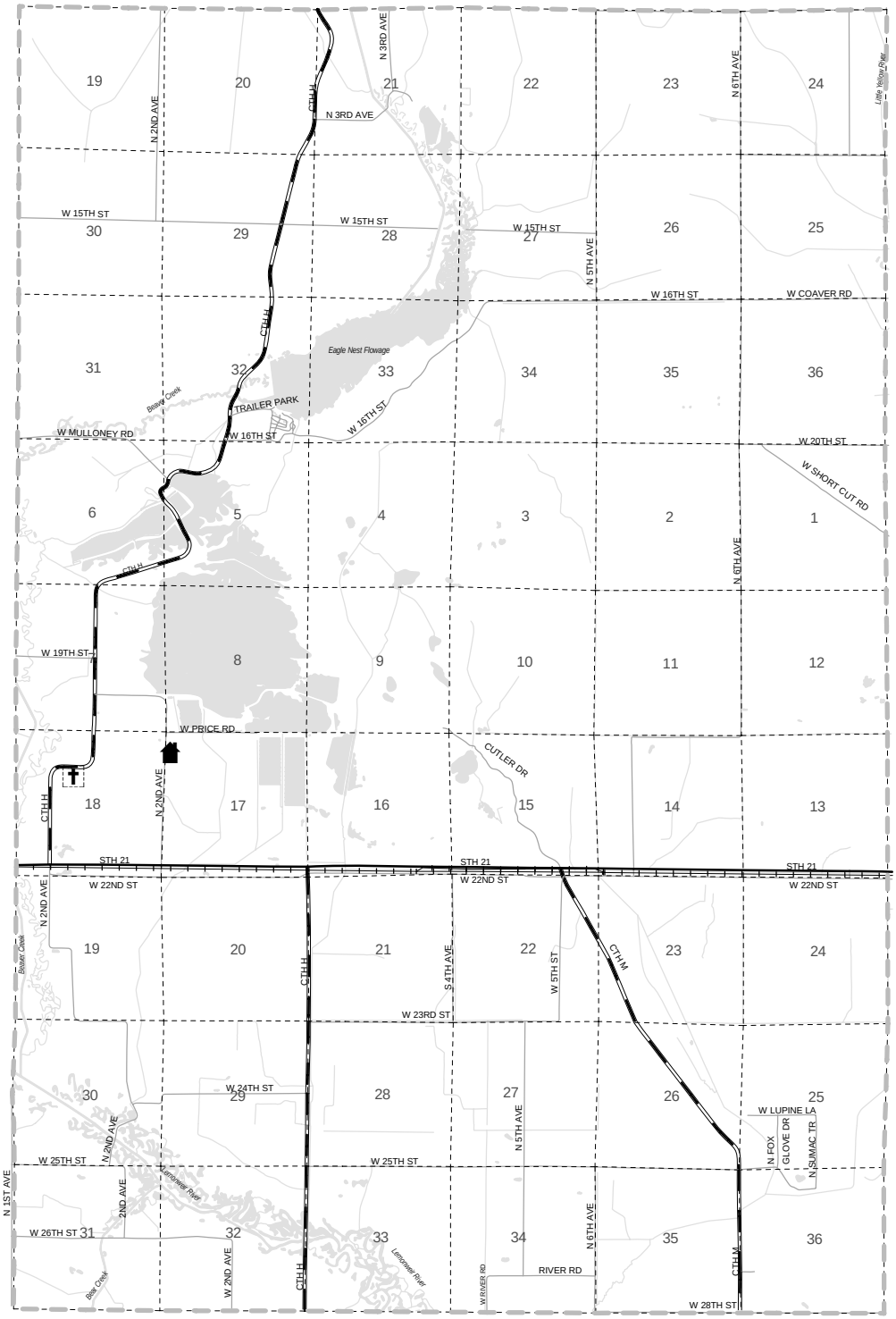
3. Make information available to residents on the proper maintenance of septic systems.

Town of Cutler

Juneau County, Wisconsin

Map 9

Community Facilities



Town Hall

Cemeteries

Water

Minor Civil Division

Section Lines

US & State Highways

County Highways

Local Roads

Private / Other

Railroad

N

W E

S

1 0 1 Miles

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Source: Wisconsin DNR, NCWRPC

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VI. ECONOMIC DEVELOPMENT ELEMENT

1. Economic Base

A. Juneau County

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

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

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

Table 13: Civilian Labor Force and Unemployment Trends, Juneau County, 1980–2000

	1980	1990	2000	Change '80-'00	State change '80-'00
Labor Force	8,853	10,143	12,068	36.32%	26.77%
Employed	8,206	9,478	11,333	38.11%	29.34%
Unemployed	647	665	735	13.60%	-9.82%
Unemployment Rate	7.31%	6.56%	6.09%	-16.69%	-28.79%
Participation Rate	42.08%	46.85%	49.63%	17.94%	11.21%

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

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

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

Table 14: Employees by Industry, Juneau County			
Inbdustry	1990	2000	% Change
Agriculture, Forestry, Fishing, and Hunting	45	106	135.6%
Construction	258	252	-2.3%
Manufacturing	2,809	3,011	7.2%
Transportation and Public Utilities	249	336	34.9%
Wholesale Trade	318	209	-34.3%
Retail Trade	1,254	1,466	16.9%
Finance, Insurance, and Real Estate	184	212	15.2%
Services	922	1,275	38.3%
Total	6,039	6,867	13.7%

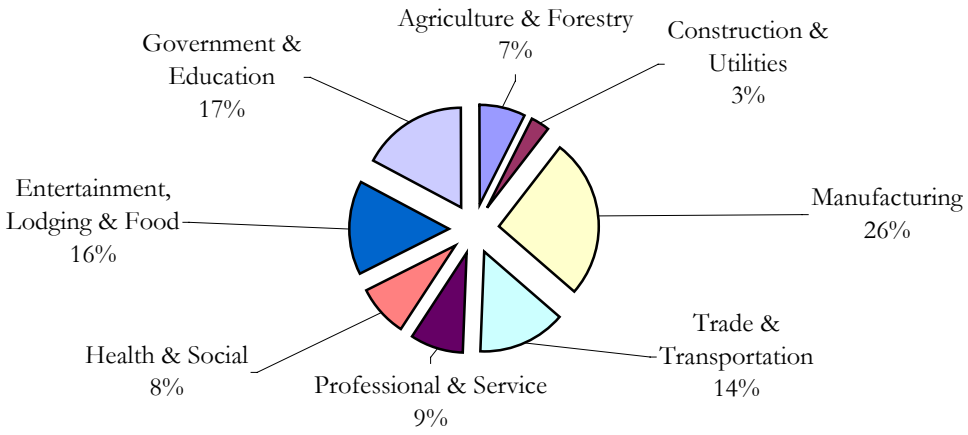
Source: County Business Patterns, U.S. Census; and NCWRPC

Juneau County's largest source of employment is the manufacturing industry, followed by government, schools and public administration, then accommodation and food services, and retail trade. Industries showing a large number of firms are indicative of many small businesses or "one-person shops". Farming is, of course, the greatest share of one-operator businesses; construction, retail, and services show large shares of total firms as well. Figure 10 summarizes the allocation of workers in Juneau County by industry.

Table 15: Annual Average Wage by Industry, Juneau County, 2002					
Industry	County Annual Avg. Wage	State Annual Avg. Wage	% of State Avg.	1-year % Change	5-year % Change
All Industries (except mining)	$25,053	$30,922	81.0%	0.9%	20.1%
Agriculture, Forestry, and Fishing	$20,756	$22,565	92.0%	-7.3%	-38.5%
Construction	$27,046	$39,011	69.3%	1.6%	0.6%
Manufacturing	$33,094	$39,739	83.3%	-0.4%	26.5%
Transportation, Comm., and Utilities	$26,637	$36,639	72.7%	10.4%	28.1%
Wholesale Trade	$24,807	$40,521	61.2%	3.4%	21.3%
Retail Trade	$13,444	$14,596	92.1%	3.1%	23.8%
Finance, Insurance, and Real Estate	$22,408	$40,933	54.7%	2.5%	27.0%
Services	$21,221	$28,775	73.7%	6.4%	31.3%
Government	$26,267	$33,785	77.7%	3.9%	21.6%

Source: WI DWD 2002 and NCWRPC

Figure 8: Distribution of Employment by Industry Sector, Juneau County, 2000



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

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

B. Major Employers

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

Table 16: Top Employers in Juneau County, 2003

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

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

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

C. Volk Field

Encompassing 2,336 acres with a 9,000 foot-long landing strip Volk Field is a full service, military readiness training complex. When considered along with nearby Fort McCoy and Hardwood Air to Ground Gunnery Range located in the Towns of Finley and Armenia and covering over twelve square miles it is one of the most valuable national defense training facilities in the country. Today Volk Field serves as a training site for over two hundred units per year, nearly half of the Air National Guard units. It is also base to the 128th Air Control Squadron, which extends approach control services to eight civilian airports in the area. Volk Field is also site of the Air Combat Maneuvering Instrumentation system computerized three-dimensional tracking and recording system, the most powerful training aid for combat aircrews and one of only twenty such systems in the world.

If the employees of the Department of Defense and the Wisconsin Department of Military affairs are taken together Volk Field/Camp Williams is the second largest employer in Juneau County. There are 132 civilian employees and 252 military personnel that work here. The total impact on the county's economy is estimated to be $15 million, based on $11.5 million annual payroll and $10.3 in private contracts generated. Volk Field is the only Air National Guard Combat Readiness Training Center that allows for 24-hour, 7-day a week operation, because it is not located in conjunction with a commercial airport. It offers a year-round training environment for National Guard units to enhance their combat readiness.

The first military reservation was established in 1888 at a site nearby the symbolically significant Castle Rock, a butte-like formation that resembles a medieval fortress. A Log Cabin was built to house an officers club in 1896. This building currently serves as the Wisconsin National Guard Museum. By 1903 the camp had been expanded to 800 acres with authorization from the state legislature. It was often visited by officials from around the country, as a model training camp for National Guard units. It was from here that in 1917 the famous 32nd "Red Arrow" Division mustered for World War I. It was named Camp Williams in honor of Colonel Charles Williams, who was Chief Quartermaster until his death in 1926. The first hard surface runway was begun in 1935.

Camp Williams is the home of the United States Property & Fiscal Office for the State of Wisconsin, which is accountable for all property used by the Wisconsin National Guard, and to the Army National Guard's Consolidated State Maintenance Facility. The base has had a number of missions over the years. During the Korean War it was the site of training for units from all over the Midwest and other areas of the country. In 1957 it was named Volk Field in honor of the first Army National Guard pilot from Wisconsin killed in Korea.

Volk Field is central to the economic health of Juneau County, the Village of Camp Douglas, and the Town of Orange. With the increasing role in the national defense that has been assumed by

National Guard units in recent years and the broad range of training opportunities that this facility offers there could be increased utilization of these facilities in coming years. However, at the same time there is pressure to consolidate and restructure military forces and assets, so it is difficult to predict with any certainty what the future of Volk Field might be.

What is certain is that the Volk Field/Camp Williams complex has a number of assets that will not go away, ranging from the historic buildings of Camp Williams to the 9,000 feet of runway at Volk Field, rebuilt in 1998. The more than two thousand acres of land that make up the facility have outstanding access to I-90/94, include several spectacular geological features and a large expanse of natural areas. All of these assets have value that can be used to the benefit of the local economy.

D. Employment

The particulars of the labor force within the Town of Cutler can be gleaned from the Census. The most notable fact is that virtually everyone works outside of the town. With the exception of four people who work at home, all workers leave the town and 46 percent leave the county for their work. This compares to the Town of Orange where 83 percent of workers leave the town and 69 percent leave the county, and the Town of Necedah, where 66 percent leave the town and over 26 percent leave the county for their jobs.

Forty percent of workers commute between fifteen and thirty minutes to get to their jobs. Another 37.8 percent have to commute less than fifteen minutes and 19.5 -percent travel between half an hour and an hour to get to work. Six workers travel for more than an hour to reach their jobs.

Table 17: Resident Occupation, 2000

Occupation	Town of Cutler		Town of Orange		Juneau County		State of Wisconsin	
Management/professional	41	31.8%	64	25.4%	2,515	22.2%	857,205	31.3%
Service	16	12.4%	44	17.5%	2,034	17.9%	383,619	14.0%
Farming/forestry	6	4.7%	0	0%	179	1.6%	25,365	0.9%
Sales/office	27	20.9%	51	20.2%	2,494	22%	690,360	25.2%
Construction	16	12.4%	14	5.6%	1,110	9.8%	237,086	8.7%
Production/transportation	23	17.8%	79	31.3%	3,001	26.5%	540,930	19.8%
Total	129	100%	252	100%	11,333	100%	2,734,925	100%

Source: US Census Bureau & NCWRPC

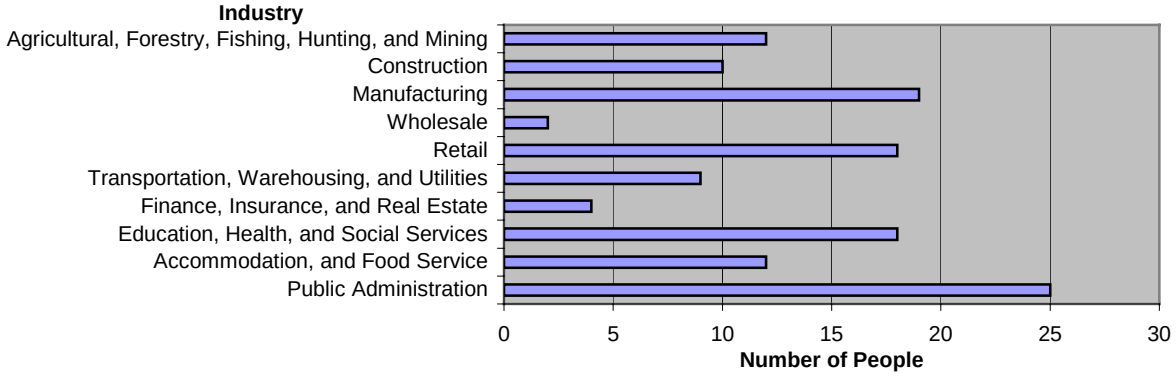
Table 17, above, shows the occupation of workers in the Town of Cutler and compares it with those in the Town of Orange, Juneau County, and the state as a whole. The percentage of those in management or the professions, although roughly at the state level, is higher than the county by nearly ten points. Fewer workers are in service jobs, or sales and office work, than either the state or county. Construction workers are a greater percentage of the labor force than in the state or county, and more than twice the percentage as the Town of Orange. Although the percentage of production and transport workers is only slightly below the level for the state it is significantly lower than the level for the county or for Orange.

Table 18:	Industry by Jurisdiction, 2000							
Industry	Town of Cutler		Town of Orange		Juneau County		State of Wisconsin	
Agriculture/forestry/mining	12	9.3%	24	9.5%	602	5.3%	75,418	2.8%
Construction	10	7.8%	11	4.4%	757	6.7%	161,625	5.9%
Manufacturing	19	14.7%	69	27.4%	2,789	24.6%	606,845	22.2%
Wholesale trade	2	1.6%			258	2.3%	87,979	3.2%
Retail trade	18	14.0%	30	11.9%	1,423	12.6%	317,881	11.6%
Transport/warehouse/util.	9	7.0%	9	3.6%	623	5.5%	123,657	4.5%
Information			1	0.4%	90	0.8%	60,142	2.2%
Finance/insur./real estate	4	3.1%	13	5.2%	379	3.3%	168,060	6.1%
Professional/management			10	4.0%	393	3.5%	179,503	6.6%
Education/health/soc.serv	18	14.0%	36	14.3%	1,702	15.0%	548,111	20.0%
Arts/enter./accom/food serv.	12	9.3%	26	10.3%	1,369	12.1%	198,528	7.3%
Other service			5	2.0%	390	3.4%	111,028	4.1%
Public administration	25	19.4%	18	7.1%	558	4.9%	96,148	3.5%
Total	129	100%	229	100%	11,333	100%	2,734,925	100%

Source: US Census Bureau & NCWRPC

When you look at the industries[1] in which workers are employed, something of an anomaly becomes apparent. The percentage of workers involved in public administration is more than five times the rate for the state and four times the county rate. The most likely explanation for this is that these workers are employed at Volk Field or Camp McCoy. The next three most common industries all account for roughly fourteen percent of workers. This is slightly higher for retail trade than the level for the county and slightly lower for education, health-care and social services, but for manufacturing, this is significantly lower than the level for the country, Orange, or the state as a whole. Employment in the construction industry is higher in the Town of Cutler. Although the

Figure 9: Employment by Industry
Town of Cutler, 2000



Source: U.S. Census

[1] The number of employees in this table varies from the county numbers in Tables 13 and 17. The figures in Table 13 come from the Census Business Profile, which is collected directly from businesses. The other numbers are the result of individuals reporting their own occupation and industry, and are thus different from what businesses report.

percentage of workers in what could be called the hospitality industry (arts, entertainment, accommodation and food service) is above the state, it is still below the level for the county. As would be expected in a rural town, employment in agriculture and forestry is higher than in the state or county as a whole. As previously mentioned, it is clear from Figure 11 that manufacturing comprises a large portion of Cutler's employment.

E. Economic Development Programs

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

Eagles Nest Resort

Local

The Juneau County Economic Development Corporation (JCEDC)

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

Juneau County Development Zone

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

Juneau County Revolving Loan Fund

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

Regional

North Central Wisconsin Development Corporation

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

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

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

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

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

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

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

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

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

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

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

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

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

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

2. Goals, Objectives & Policies

Goals

1. Encourage the expansion and stabilization of the current economic base.

2. Discourage commercial and industrial development in unsuitable areas.

Objectives

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

Policies

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

2. Seek to minimize conflict between agricultural operations and nearby residential areas

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VI. LAND USE ELEMENT

1. Land Use

A. Background

The Town of Cutler covers about 34,500 acres in Juneau County, and is characterized by broad, flat expanses of wetlands. Forty-three percent of the town is wetland. Virtually all the development in the town is to a wide band of slightly higher land along either side of the Lemonwier River, with scattered residential use along State Highway 21. Most agriculture is in the area near the Lemonwier River. There are also several large cranberry growing operations generally associated with large bodies of open water in the west central part of the town.

B. Existing Land Use 2005

Knowing the existing land use patterns within a town is necessary to develop a desired future land use pattern. The Existing Land Use Map was developed using air photos from a countywide flight in 2003, with updates by local residents in 2004. Woodlands are the predominant land use with about 68 percent of the area, followed by Open Grasslands with over seventeen percent and Agriculture accounting for 7.4 percent. Residential occupies less than one percent. See the Existing Land Use Map.

In general, agricultural and residential uses are scattered in a "mixed" pattern in a broad swath on either side of the Lemonwier River in the southwestern section of the town. Residential development is distributed sporadically along the road network primarily in this part of the town. Public lands dominate the town between the Necedah National Wildlife Refuge, the Central Wisconsin Conservation Area, and the Juneau County Forests Land nearly fifty-three percent of the land in the Town of Cutler is publicly owned.

C. Future Land Use 2005-2025

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

Table 19: Existing Land Use, 2004

Land Use Type	Acres	Percent
Agriculture	2,567.33	7.4%
Commercial	14.24	0.04%
Governmental	2.12	0.006%
Open Grassland	5,998.38	17.3%
Residential	328.13	0.9%
Cranberry Bog	536.73	1.5%
Transportation	193.65	0.5%
Water	1,543.87	4.4%
Woodlands	23,402.49	67.6%
Total Acres	34,586.94	100.0%

Source: NCWRPC GIS

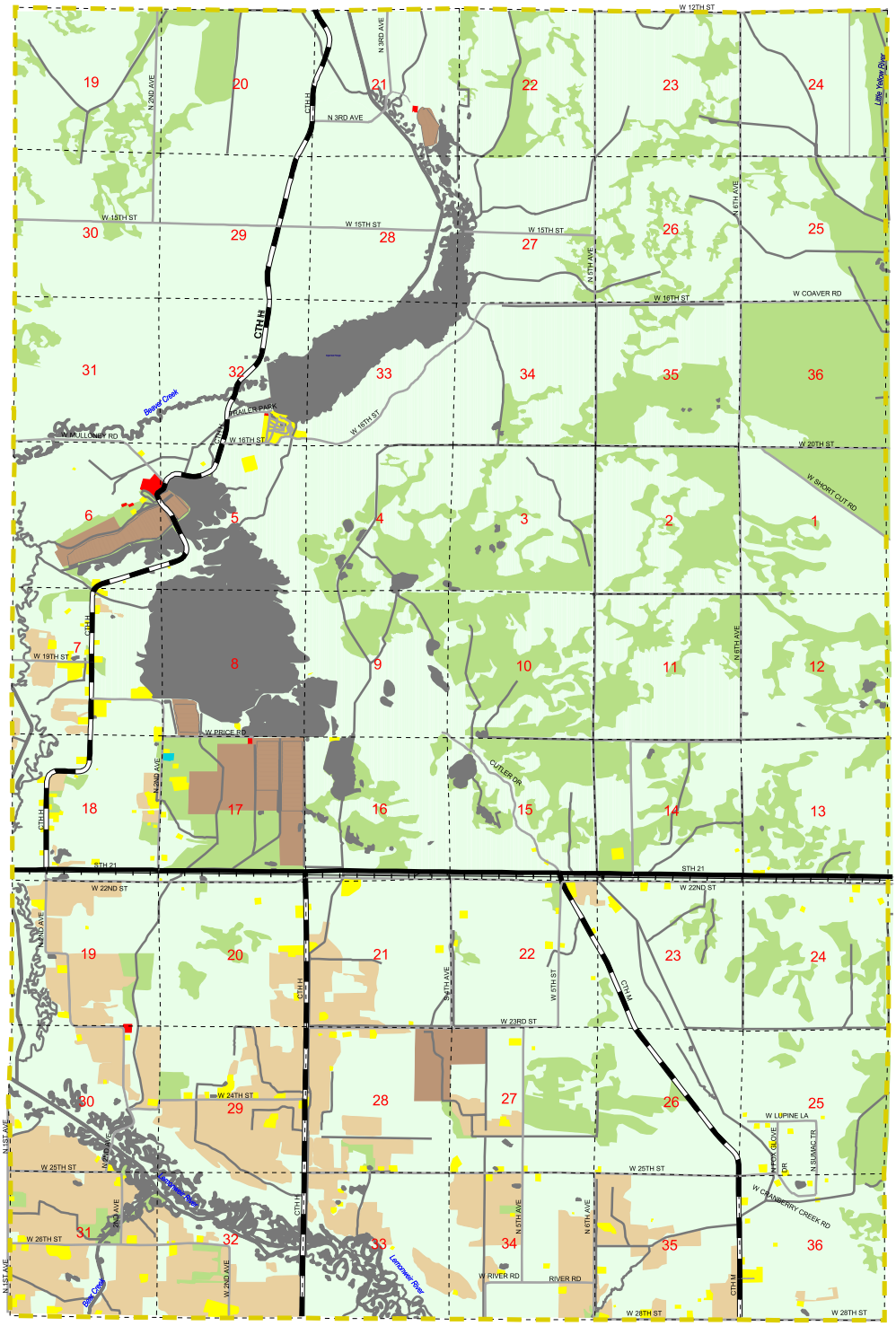
The Plan groups land uses that are compatible and separates conflicting uses. To create the Plan, nine basic future land use categories were created. Again, the classifications are not zoning districts and do not have the authority of zoning. However, the preferred land use map and classifications are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

Town of Cutler

Juneau County, Wisconsin

Map 10

Generalized Existing Land Use



- Agriculture
- Commercial
- Cranberry Bogs
- Governmental
- Industrial
- Open Grass Land
- Outdoor Recreation
- Residential
- Water
- Woodlands

- Minor Civil Division
- Section Lines
- US & State Highways
- County Highways
- Local Roads
- Private / Other
- Railroad

N
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1 0 1 Miles

This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. NCWRPC is not responsible for any inaccuracies herein contained.

Source: Wisconsin DNR, NCWRPC, Land use compiled from 2003 aerial photos, field corrected by town 2004

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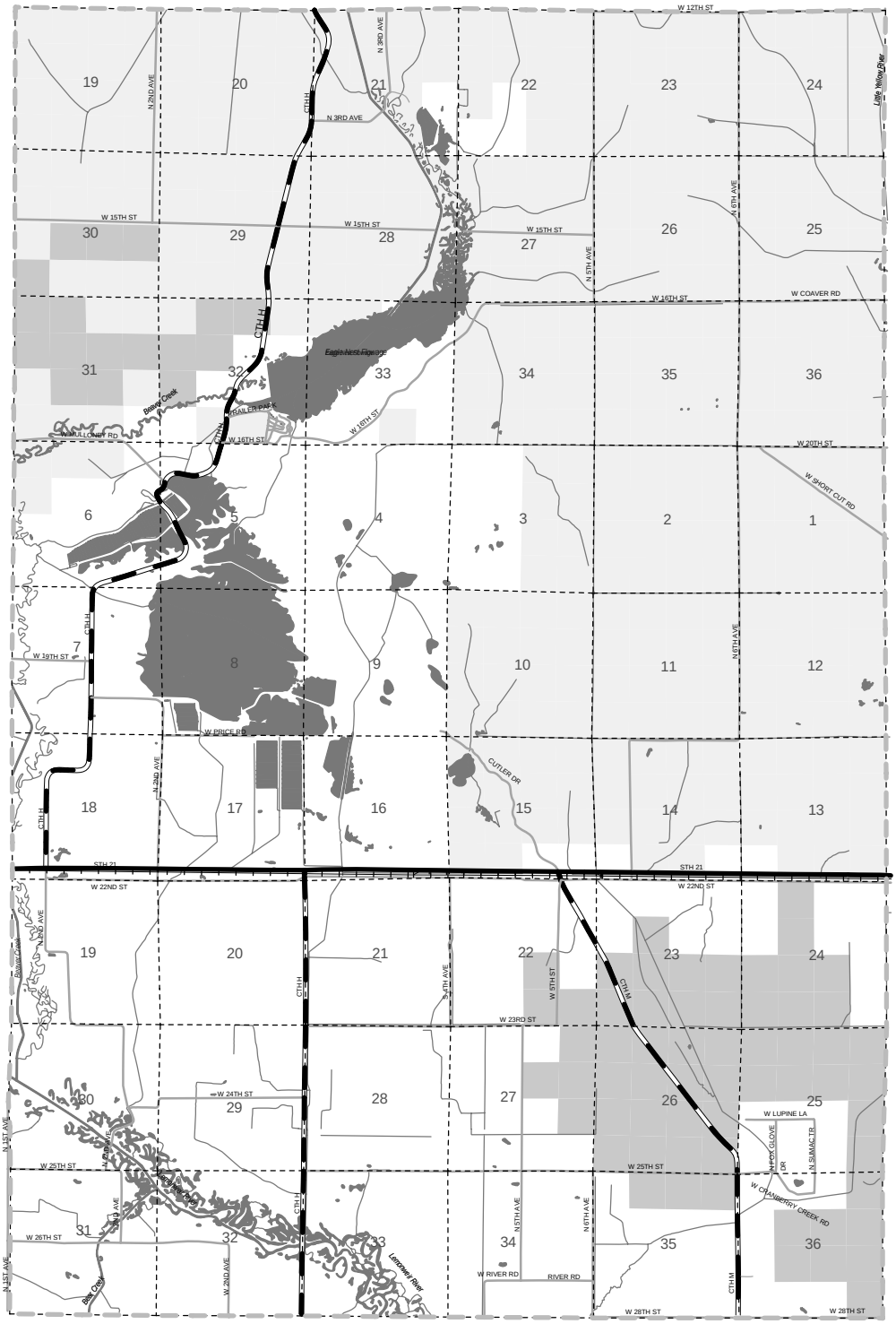
Town of Cutler

Juneau County, Wisconsin

Map 11

Public Ownership



- County
- Federal / State Lands
- Private
- Water

- Minor Civil Division
- Section Lines
- US & State Highways
- County Highways
- Local Roads
- Private / Other
- Railroad

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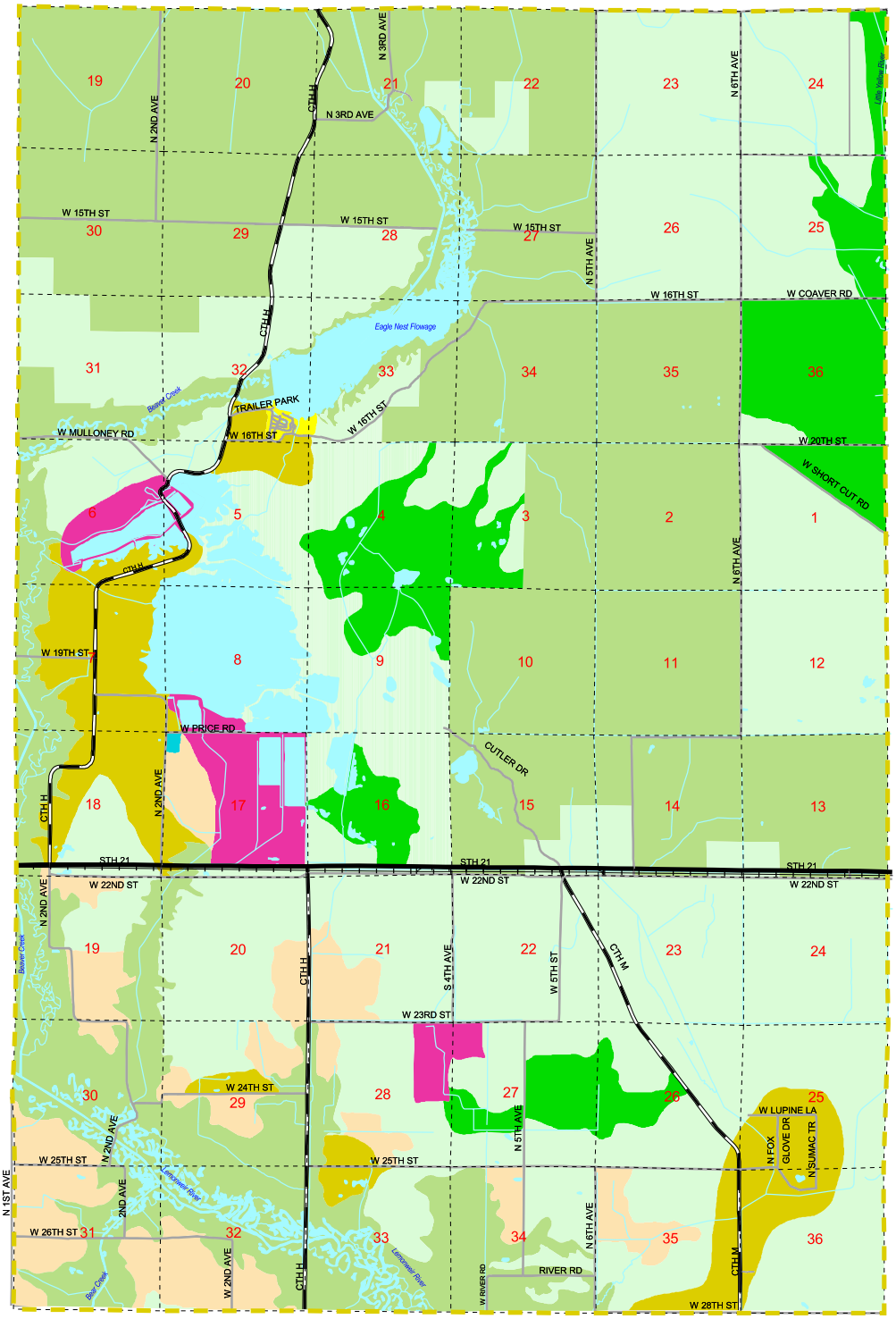
Town of Cutler

Juneau County, Wisconsin

Map 12

Future Land Use Plan



- Minor Civil Division
- Section Lines
- US & State Highways
- County Highways
- Local Roads
- Private / Other
- Railroad
- Agriculture
- Cranberry Bogs
- Governmental
- Grassland
- Preservation / Open Space
- Residential
- Rural Residential
- Water
- Woodlands

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1 0 1 Miles

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Source: Wisconsin DNR, NCWRPC

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Even though Juneau County has no general zoning, it is still useful to look at land use classifications that are similar to those generally embodied in zoning ordinances. A future land use map drawn with the broad categories that can easily be translated into zoning districts provides a starting point if the Town should choose to initiate zoning at some point in the future. Even if zoning is not adopted by the Town or the County, the vision that is embodied in the future land use map can act as a guide for whatever land use controls are implemented.

County Forest is just part of the public land in the Town of Cutler

D. Land Use Classifications

A general description of each land use classification follows:

1. Residential

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

2. Rural Residential

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

3. Commercial

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

4. Industrial

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

5. Governmental/Public/Institutional

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

6. Agricultural Areas

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

7. Forestry Areas

Identifies areas of large woodlands within the Town.

8. Transportation Corridors

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

9. Preservation & Open Space

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

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

E. Future Land Use Plan Map Overview

The future land use plan map has identified approximately 1,586 acres of land for agriculture, 12,846 acres of land for forestry, 13,090 acres of land for preservation & open space, 1,726 acres for rural residential development, eight acres of land for government/public/institutional development, the Plan shows no land for industrial or commercial uses.

The changes envisioned in the Town's Future Land Use Plan are not extensive. Most existing agricultural land is expected to stay in that use. Existing cranberry bogs are expected to remain at

their current size. The primary residential clusters are along CTH N and in the Cranberry Creek development area, and along CTH H near the Eagles Nest resort and between STH 21 and Cutler Cranberry and along North 2nd Avenue around the Town Hall. There are smaller residential areas along West 24th Street and West 25th Street on either side on CTH H.

Table 20: Land Use Projections

	2000	2005	2010	2015	2020	2025
Residential	328	319	331	331	325	317

Source: U.S. Census, DOA, NCWRPC

The more than 1,700 acres set aside for rural residential should be more than adequate to accommodate the demand for residential land over the planning period. As mentioned above there are currently no industrial or commercial uses in the town and none are envisioned during the planning period.

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

2. Land Use Controls

A. Zoning

1. County Shoreline Jurisdiction

All counties are mandated by Wisconsin law to adopt and administer a zoning ordinance that regulates land-use in shoreland/wetland and floodplain areas for the entire area of the county outside of villages and cities. This ordinance supersedes any Town ordinance, unless the Town ordinance is more restrictive. The shoreland/wetland and floodplain area covered under this zoning is the area that lies within 1,000 feet of a lake and within 300 feet of a navigable stream or to the landward side of a floodplain whichever distance is greater.

2. No General Zoning (Shoreland Only)

The Town currently has no general zoning, either with the County or on its own. All water bodies in Cutler are covered under the County's shoreland zoning. Those zoning regulations apply only to areas within 300 feet of a stream or river, and within 1000 feet of a pond or lake.

The Town has other tools that could be used to implement some of the recommendations from the Comprehensive Plan. Those tools include such things as purchase of land, easements or development rights; subdivision ordinance; mobile/manufactured home restrictions; nuisance regulations; design review for commercial and industrial developments, infrastructure improvements (sewer and water, utilities), road construction and maintenance, and public services, among others.

3. Join a Neighboring Town's Zoning

The Town could pass a resolution to join a neighboring Town's zoning. This alternative would involve §66.30, Wis. Stats. Intergovernmental Agreements, to contract with an adjacent Town for zoning administration and enforcement. The advantages of this would be that a zoning map for the town would be established, and the adjacent Town would share the cost for administration. The disadvantage would be that the Town would need to utilize the districts within the County's or neighboring Town's ordinance. At this time none of the towns adjacent to Cutler has zoning.

4. Create Town Zoning

The Town could draft its own zoning ordinance. The advantages of this option include providing the greatest amount of local control over zoning decisions. The zoning districts and other ordinance provisions could be tailored to best achieve the desired future conditions in each land use area. Administration of this option could be achieved in a variety of ways. The Town would fund its own administration.

The obvious disadvantage would be cost. Creating Town enforced zoning would be a more expensive option, as it would require funding zoning administration and enforcement (including legal expenses) at the local level. The Town would likely need to hire at least a part time zoning administrator, and would need to establish a Board of Appeals. There still would be some areas of overlap between the County and Town ordinances for shoreland and floodplain areas.

5. 3-Mile Airport Boundary

The Town of Cutler is at the edge of the three-mile radius around Volk Field where height limitations can be imposed on buildings to ensure that they do not pose a danger to aviation. The restrictions apply mostly to structures over 150 feet. There are currently no such structures in the airport zoning area.

B. Subdivision Ordinance

At this point The Town of Cutler does not have any restrictions of land divisions within the town. The County administers a Road Access and Land Division ordinance, which requires minimum road frontage (40 feet) and a certified survey map for any newly created lot of less than fifteen acres. It also specifies road standards for any road that is to be accepted for dedication as part of any subdivision.

C. Managed Forest Tax Law

Owners of private timberlands can participate in deferred tax programs under Wisconsin tax laws. Voluntary participation in these programs requires that private landowners follow "sound forestry practices" as prescribed in a formal management plan or, as in the case of industrially owned lands, a management commitment. Lands in the Managed Forest Law (MFL) are committed to a management period of 25 or 50 years. Participants in the program have the right to keep some land closed to public use, but most is open to hunting, fishing, cross country skiing, hiking and

sightseeing. Some activities not permitted under the law include motorized vehicles, permanent tree stands, picking berries or mushrooms and trapping.

3. Goals, Objectives & Policies

Goals

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

2. Plan and develop land uses that create or preserve the rural community.

3. Encourage land uses and regulations that promote efficient development patterns and relatively low Town costs.

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

Objectives

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

2. New development should not negatively impact the natural environment or existing property.

3. Encourage a mix of land uses within the town.

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

Policies

1. Encourage land uses and building locations that minimize both the loss of productive agricultural land and the potential for conflicts between existing and proposed land uses.

2. Encourage conservation easements and other tools to protect environmentally sensitive or unique resources.

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

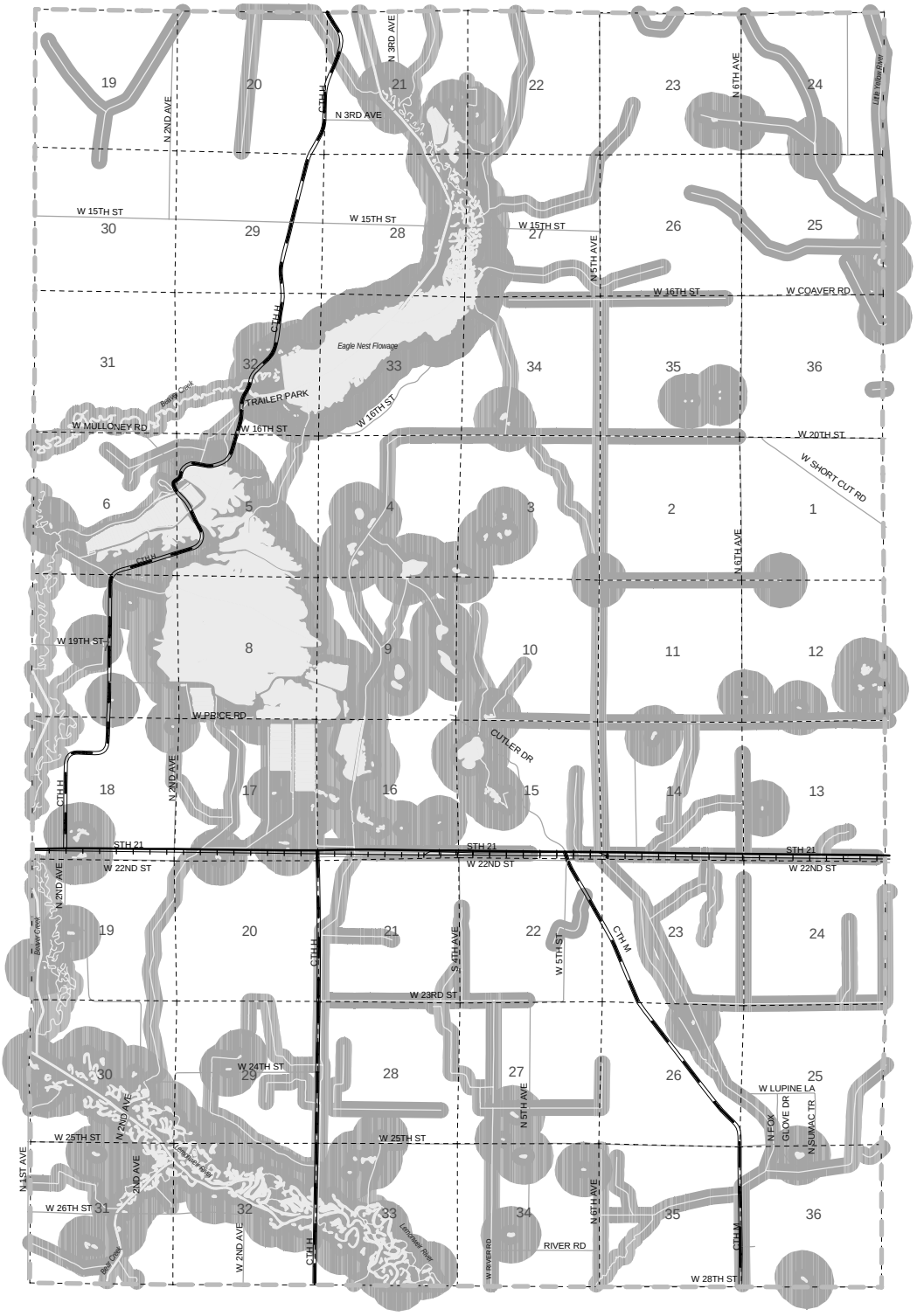
4. Discourage conditions that threaten the health and safety of surrounding residences.

Town of Cutler

Juneau County, Wisconsin

Map 13

Shoreland Zoning



- Possible County Shoreland Zoning, See County Zoning Office
- Water
- Minor Civil Division
- Section Lines
- US & State Highways
- County Highways
- Local Roads
- Private / Other
- Railroad

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Source: Wisconsin DNR, NRCS, NCWRPC

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VIII. INTERGOVERNMENTAL COOPERATION ELEMENT

1. Background

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

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

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

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

Adjoining Units of Government

The Town of Cutler is involved with several surrounding units of government. It contracts ambulance and first responders services from the Village of Camp Douglas. The children in the Town attend schools in two separate districts: children in the western section of the Town go to Tomah, in Monroe County, and in the southeast section they go to New Lisbon.

Throughout the process of creating this Plan Cutler worked closely with the Town of Orange. Virtually all of the meetings leading up to finalizing the Plan were held jointly with Orange. This offered both Towns an opportunity to compare services, issues and approaches to problem solving. By coordinating their planning efforts the two Towns established a basis for future coordination.

Joint Service Agreements

The Town of Cutler contracts with the Village of Camp Douglas for ambulance and first responder services.

2. Goals, Objectives & Policies

Goals

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

Objectives

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

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

Policies

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

IX. IMPLEMENTATION ELEMENT

Background

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

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

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

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

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

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

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

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

ATTACHMENT A

2000 CENSUS SUMMARY

Table DP-1. Profile of General Demographic Characteristics: 2000

Geographic area: Cutler town, Juneau County, Wisconsin

[For information on confidentiality protection, nonsampling error, and definitions, see text]

Subject	Number	Percent
Total population	**282**	**100.0**
SEX AND AGE		
Male	141	50.0
Female	141	50.0
Under 5 years	16	5.7
5 to 9 years	28	9.9
10 to 14 years	15	5.3
15 to 19 years	15	5.3
20 to 24 years	8	2.8
25 to 34 years	32	11.3
35 to 44 years	45	16.0
45 to 54 years	44	15.6
55 to 59 years	11	3.9
60 to 64 years	12	4.3
65 to 74 years	31	11.0
75 to 84 years	24	8.5
85 years and over	1	0.4
Median age (years)	41.5	(X)
18 years and over	215	76.2
Male	107	37.9
Female	108	38.3
21 years and over	208	73.8
62 years and over	63	22.3
65 years and over	56	19.9
Male	26	9.2
Female	30	10.6
RACE		
One race	282	100.0
White	278	98.6
Black or African American	-	-
American Indian and Alaska Native	3	1.1
Asian	-	-
Asian Indian	-	-
Chinese	-	-
Filipino	-	-
Japanese	-	-
Korean	-	-
Vietnamese	-	-
Other Asian [1]	-	-
Native Hawaiian and Other Pacific Islander	-	-
Native Hawaiian	-	-
Guamanian or Chamorro	-	-
Samoan	-	-
Other Pacific Islander [2]	-	-
Some other race	1	0.4
Two or more races	-	-
Race alone or in combination with one or more other races: [3]		
White	278	98.6
Black or African American	-	-
American Indian and Alaska Native	3	1.1
Asian	-	-
Native Hawaiian and Other Pacific Islander	-	-
Some other race	1	0.4

Subject	Number	Percent
HISPANIC OR LATINO AND RACE		
Total population	**282**	**100.0**
Hispanic or Latino (of any race)	1	0.4
Mexican	1	0.4
Puerto Rican	-	-
Cuban	-	-
Other Hispanic or Latino	-	-
Not Hispanic or Latino	281	99.6
White alone	278	98.6
RELATIONSHIP		
Total population	**282**	**100.0**
In households	282	100.0
Householder	119	42.2
Spouse	71	25.2
Child	77	27.3
Own child under 18 years	63	22.3
Other relatives	5	1.8
Under 18 years	-	-
Nonrelatives	10	3.5
Unmarried partner	5	1.8
In group quarters	-	-
Institutionalized population	-	-
Noninstitutionalized population	-	-
HOUSEHOLD BY TYPE		
Total households	**119**	**100.0**
Family households (families)	82	68.9
With own children under 18 years	34	28.6
Married-couple family	71	59.7
With own children under 18 years	28	23.5
Female householder, no husband present	8	6.7
With own children under 18 years	5	4.2
Nonfamily households	37	31.1
Householder living alone	34	28.6
Householder 65 years and over	16	13.4
Households with individuals under 18 years	35	29.4
Households with individuals 65 years and over	40	33.6
Average household size	2.37	(X)
Average family size	2.87	(X)
HOUSING OCCUPANCY		
Total housing units	**147**	**100.0**
Occupied housing units	119	81.0
Vacant housing units	28	19.0
For seasonal, recreational, or occasional use	21	14.3
Homeowner vacancy rate (percent)	-	(X)
Rental vacancy rate (percent)	-	(X)
HOUSING TENURE		
Occupied housing units	**119**	**100.0**
Owner-occupied housing units	103	86.6
Renter-occupied housing units	16	13.4
Average household size of owner-occupied units	2.37	(X)
Average household size of renter-occupied units	2.38	(X)

- Represents zero or rounds to zero. (X) Not applicable.

[1] Other Asian alone, or two or more Asian categories.

[2] Other Pacific Islander alone, or two or more Native Hawaiian and Other Pacific Islander categories.

[3] In combination with one or more of the other races listed. The six numbers may add to more than the total population and the six percentages may add to more than 100 percent because individuals may report more than one race.

Source: U.S. Census Bureau, Census 2000.

Table DP-2. Profile of Selected Social Characteristics: 2000

Geographic area: Cutler town, Juneau County, Wisconsin

[Data based on a sample. For information on confidentiality protection, sampling error, nonsampling error, and definitions, see text]

Subject	Number	Percent
SCHOOL ENROLLMENT		
Population 3 years and over enrolled in school	**68**	**100.0**
Nursery school, preschool	1	1.5
Kindergarten	4	5.9
Elementary school (grades 1-8)	36	52.9
High school (grades 9-12)	12	17.6
College or graduate school	15	22.1
EDUCATIONAL ATTAINMENT		
Population 25 years and over	**186**	**100.0**
Less than 9th grade	22	11.8
9th to 12th grade, no diploma	15	8.1
High school graduate (includes equivalency)	77	41.4
Some college, no degree	43	23.1
Associate degree	22	11.8
Bachelor's degree	7	3.8
Graduate or professional degree	-	-
Percent high school graduate or higher	80.1	(X)
Percent bachelor's degree or higher	3.8	(X)
MARITAL STATUS		
Population 15 years and over	**210**	**100.0**
Never married	29	13.8
Now married, except separated	146	69.5
Separated	4	1.9
Widowed	24	11.4
Female	22	10.5
Divorced	7	3.3
Female	-	-
GRANDPARENTS AS CAREGIVERS		
Grandparent living in household with one or more own grandchildren under 18 years	**-**	**-**
Grandparent responsible for grandchildren	-	-
VETERAN STATUS		
Civilian population 18 years and over	**198**	**100.0**
Civilian veterans	33	16.7
DISABILITY STATUS OF THE CIVILIAN NONINSTITUTIONALIZED POPULATION		
Population 5 to 20 years	**57**	**100.0**
With a disability	2	3.5
Population 21 to 64 years	**138**	**100.0**
With a disability	18	13.0
Percent employed	66.7	(X)
No disability	120	87.0
Percent employed	82.5	(X)
Population 65 years and over	**51**	**100.0**
With a disability	22	43.1
RESIDENCE IN 1995		
Population 5 years and over	**251**	**100.0**
Same house in 1995	197	78.5
Different house in the U.S. in 1995	54	21.5
Same county	21	8.4
Different county	33	13.1
Same state	31	12.4
Different state	2	0.8
Elsewhere in 1995	-	-

Subject	Number	Percent
NATIVITY AND PLACE OF BIRTH		
Total population	**259**	**100.0**
Native	259	100.0
Born in United States	259	100.0
State of residence	211	81.5
Different state	48	18.5
Born outside United States	-	-
Foreign born	-	-
Entered 1990 to March 2000	-	-
Naturalized citizen	-	-
Not a citizen	-	-
REGION OF BIRTH OF FOREIGN BORN		
Total (excluding born at sea)	**-**	**-**
Europe	-	-
Asia	-	-
Africa	-	-
Oceania	-	-
Latin America	-	-
Northern America	-	-
LANGUAGE SPOKEN AT HOME		
Population 5 years and over	**251**	**100.0**
English only	243	96.8
Language other than English	8	3.2
Speak English less than "very well"	1	0.4
Spanish	3	1.2
Speak English less than "very well"	-	-
Other Indo-European languages	5	2.0
Speak English less than "very well"	1	0.4
Asian and Pacific Island languages	-	-
Speak English less than "very well"	-	-
ANCESTRY (single or multiple)		
Total population	**259**	**100.0**
Total ancestries reported	*319*	*123.2*
Arab	-	-
Czech[1]	19	7.3
Danish	17	6.6
Dutch	-	-
English	22	8.5
French (except Basque)[1]	23	8.9
French Canadian[1]	-	-
German	116	44.8
Greek	-	-
Hungarian	3	1.2
Irish[1]	15	5.8
Italian	17	6.6
Lithuanian	2	0.8
Norwegian	22	8.5
Polish	17	6.6
Portuguese	-	-
Russian	-	-
Scotch-Irish	2	0.8
Scottish	2	0.8
Slovak	2	0.8
Subsaharan African	-	-
Swedish	4	1.5
Swiss	5	1.9
Ukrainian	2	0.8
United States or American	11	4.2
Welsh	-	-
West Indian (excluding Hispanic groups)	-	-
Other ancestries	18	6.9

-Represents zero or rounds to zero. (X) Not applicable.

[1]The data represent a combination of two ancestries shown separately in Summary File 3. Czech includes Czechoslovakian. French includes Alsatian. French Canadian includes Acadian/Cajun. Irish includes Celtic.

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

Table DP-3. Profile of Selected Economic Characteristics: 2000

Geographic area: Cutler town, Juneau County, Wisconsin

[Data based on a sample. For information on confidentiality protection, sampling error, nonsampling error, and definitions, see text]

Subject	Number	Percent
EMPLOYMENT STATUS		
Population 16 years and over	**210**	**100.0**
In labor force	141	67.1
Civilian labor force	136	64.8
Employed	129	61.4
Unemployed	7	3.3
Percent of civilian labor force	5.1	(X)
Armed Forces	5	2.4
Not in labor force	69	32.9
Females 16 years and over	**109**	**100.0**
In labor force	60	55.0
Civilian labor force	60	55.0
Employed	57	52.3
Own children under 6 years	**11**	**100.0**
All parents in family in labor force	4	36.4
COMMUTING TO WORK		
Workers 16 years and over	**134**	**100.0**
Car, truck, or van - - drove alone	112	83.6
Car, truck, or van - - carpooled	16	11.9
Public transportation (including taxicab)	-	-
Walked	-	-
Other means	2	1.5
Worked at home	4	3.0
Mean travel time to work (minutes)[1]	26.6	(X)
Employed civilian population 16 years and over	**129**	**100.0**
OCCUPATION		
Management, professional, and related occupations	41	31.8
Service occupations	16	12.4
Sales and office occupations	27	20.9
Farming, fishing, and forestry occupations	6	4.7
Construction, extraction, and maintenance occupations	16	12.4
Production, transportation, and material moving occupations	23	17.8
INDUSTRY		
Agriculture, forestry, fishing and hunting, and mining	12	9.3
Construction	10	7.8
Manufacturing	19	14.7
Wholesale trade	2	1.6
Retail trade	18	14.0
Transportation and warehousing, and utilities	9	7.0
Information	-	-
Finance, insurance, real estate, and rental and leasing	4	3.1
Professional, scientific, management, administrative, and waste management services	-	-
Educational, health and social services	18	14.0
Arts, entertainment, recreation, accommodation and food services	12	9.3
Other services (except public administration)	-	-
Public administration	25	19.4
CLASS OF WORKER		
Private wage and salary workers	82	63.6
Government workers	33	25.6
Self-employed workers in own not incorporated business	12	9.3
Unpaid family workers	2	1.6

Subject	Number	Percent
INCOME IN 1999		
Households	**109**	**100.0**
Less than $10,000	9	8.3
$10,000 to $14,999	6	5.5
$15,000 to $24,999	14	12.8
$25,000 to $34,999	15	13.8
$35,000 to $49,999	23	21.1
$50,000 to $74,999	37	33.9
$75,000 to $99,999	5	4.6
$100,000 to $149,999	-	-
$150,000 to $199,999	-	-
$200,000 or more	-	-
Median household income (dollars)	37,813	(X)
With earnings	91	83.5
Mean earnings (dollars)[1]	38,631	(X)
With Social Security income	39	35.8
Mean Social Security income (dollars)[1]	10,971	(X)
With Supplemental Security Income	1	0.9
Mean Supplemental Security Income (dollars)[1]	12,000	(X)
With public assistance income	4	3.7
Mean public assistance income (dollars)[1]	425	(X)
With retirement income	20	18.3
Mean retirement income (dollars)[1]	10,300	(X)
Families	**77**	**100.0**
Less than $10,000	-	-
$10,000 to $14,999	2	2.6
$15,000 to $24,999	6	7.8
$25,000 to $34,999	8	10.4
$35,000 to $49,999	21	27.3
$50,000 to $74,999	35	45.5
$75,000 to $99,999	5	6.5
$100,000 to $149,999	-	-
$150,000 to $199,999	-	-
$200,000 or more	-	-
Median family income (dollars)	50,938	(X)
Per capita income (dollars)[1]	17,591	(X)
Median earnings (dollars):		
Male full-time, year-round workers	33,125	(X)
Female full-time, year-round workers	26,250	(X)

Subject	Number below poverty level	Percent below poverty level
POVERTY STATUS IN 1999		
Families	**-**	**-**
With related children under 18 years	-	-
With related children under 5 years	-	-
Families with female householder, no husband present	**-**	**-**
With related children under 18 years	-	-
With related children under 5 years	-	-
Individuals	**4**	**1.5**
18 years and over	4	2.0
65 years and over	-	-
Related children under 18 years	-	-
Related children 5 to 17 years	-	-
Unrelated individuals 15 years and over	4	12.5

-Represents zero or rounds to zero. (X) Not applicable.

[1]If the denominator of a mean value or per capita value is less than 30, then that value is calculated using a rounded aggregate in the numerator. See text.

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

Table DP-4. Profile of Selected Housing Characteristics: 2000

Geographic area: Cutler town, Juneau County, Wisconsin

[Data based on a sample. For information on confidentiality protection, sampling error, nonsampling error, and definitions, see text]

Subject	Number	Percent
Total housing units	**139**	**100.0**
UNITS IN STRUCTURE		
1-unit, detached	95	68.3
1-unit, attached	4	2.9
2 units	-	-
3 or 4 units	-	-
5 to 9 units	-	-
10 to 19 units	-	-
20 or more units	-	-
Mobile home	40	28.8
Boat, RV, van, etc	-	-
YEAR STRUCTURE BUILT		
1999 to March 2000	-	-
1995 to 1998	14	10.1
1990 to 1994	5	3.6
1980 to 1989	27	19.4
1970 to 1979	32	23.0
1960 to 1969	5	3.6
1940 to 1959	8	5.8
1939 or earlier	48	34.5
ROOMS		
1 room	-	-
2 rooms	-	-
3 rooms	9	6.5
4 rooms	20	14.4
5 rooms	38	27.3
6 rooms	38	27.3
7 rooms	18	12.9
8 rooms	12	8.6
9 or more rooms	4	2.9
Median (rooms)	5.6	(X)
Occupied housing units	**109**	**100.0**
YEAR HOUSEHOLDER MOVED INTO UNIT		
1999 to March 2000	2	1.8
1995 to 1998	33	30.3
1990 to 1994	9	8.3
1980 to 1989	29	26.6
1970 to 1979	20	18.3
1969 or earlier	16	14.7
VEHICLES AVAILABLE		
None	7	6.4
1	30	27.5
2	50	45.9
3 or more	22	20.2
HOUSE HEATING FUEL		
Utility gas	-	-
Bottled, tank, or LP gas	76	69.7
Electricity	2	1.8
Fuel oil, kerosene, etc	13	11.9
Coal or coke	-	-
Wood	18	16.5
Solar energy	-	-
Other fuel	-	-
No fuel used	-	-
SELECTED CHARACTERISTICS		
Lacking complete plumbing facilities	-	-
Lacking complete kitchen facilities	-	-
No telephone service	2	1.8

Subject	Number	Percent
OCCUPANTS PER ROOM		
Occupied housing units	**109**	**100.0**
1.00 or less	109	100.0
1.01 to 1.50	-	-
1.51 or more	-	-
Specified owner-occupied units	**12**	**100.0**
VALUE		
Less than $50,000	4	33.3
$50,000 to $99,999	8	66.7
$100,000 to $149,999	-	-
$150,000 to $199,999	-	-
$200,000 to $299,999	-	-
$300,000 to $499,999	-	-
$500,000 to $999,999	-	-
$1,000,000 or more	-	-
Median (dollars)	90,000	(X)
MORTGAGE STATUS AND SELECTED MONTHLY OWNER COSTS		
With a mortgage	6	50.0
Less than $300	-	-
$300 to $499	-	-
$500 to $699	2	16.7
$700 to $999	2	16.7
$1,000 to $1,499	2	16.7
$1,500 to $1,999	-	-
$2,000 or more	-	-
Median (dollars)	850	(X)
Not mortgaged	6	50.0
Median (dollars)	275	(X)
SELECTED MONTHLY OWNER COSTS AS A PERCENTAGE OF HOUSEHOLD INCOME IN 1999		
Less than 15.0 percent	8	66.7
15.0 to 19.9 percent	2	16.7
20.0 to 24.9 percent	2	16.7
25.0 to 29.9 percent	-	-
30.0 to 34.9 percent	-	-
35.0 percent or more	-	-
Not computed	-	-
Specified renter-occupied units	**5**	**100.0**
GROSS RENT		
Less than $200	-	-
$200 to $299	-	-
$300 to $499	-	-
$500 to $749	-	-
$750 to $999	-	-
$1,000 to $1,499	-	-
$1,500 or more	-	-
No cash rent	5	100.0
Median (dollars)	-	(X)
GROSS RENT AS A PERCENTAGE OF HOUSEHOLD INCOME IN 1999		
Less than 15.0 percent	-	-
15.0 to 19.9 percent	-	-
20.0 to 24.9 percent	-	-
25.0 to 29.9 percent	-	-
30.0 to 34.9 percent	-	-
35.0 percent or more	-	-
Not computed	5	100.0

-Represents zero or rounds to zero. (X) Not applicable.

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

ATTACHMENT B

PUBLIC PARTICIPATION PLAN

Public Participation Plan

I. Background

The Town of Cutler recognizes the need to engage the public in the planning process. This plan sets forth the techniques the county and it local units of government will use to meet the goal of public participation. Therefore, this Public Participation Plan forms the basic framework for achieving an interactive dialogue between citizens, local decision makers, staff, and the NCWRPC.

The creation of the Public Participation Plan is a task required in meeting the requirements of Wisconsin's Comprehensive Planning Legislation (1999 Wisconsin Act 9 and it technical revisions). The Town of Cutler will comply with the Plan as appropriate to the situation. As the planning process develops, it should be expected that deviations from the plan may occur.

II. Objectives

The following is a list of objectives for public participation that Town of Cutler would like to achieve throughout the development and subsequent adoption of the Town of Cutler Comprehensive Plan and local plans:

- That the residents of Town of Cutler become fully aware of the importance of participating in the development of the Town of Cutler Comprehensive Plan.
- That the public participation process be designed to engage all aspects of the Town.
- That the public have opportunities to provide their input (both formally and informally) to the Town.
- That the public have access to all technical information and any analyses performed throughout the planning process.
- That members of the Town have input from the broadest range of perspectives and interests in the community possible.
- That input is elicited through a variety of means (electronic, printed, and oral) in such a way that it may be carefully considered and responded to.
- That this process of public involvement strengthens the sense of community present in the Town of Cutler.

The goal will be to inform, consult and involve the public and the communities served during each phase of the planning process. Hopefully, this will help balance the issues related to private property rights.

III. Techniques

The public participation plan for the comprehensive planning process will incorporate the following:

1. All meetings for the planning process will be open to the public and posted. An open house will be held near the end of the process.

2. Planning meeting summaries and handouts will be maintained in the office and on the website www.ncwrpc.org/cutler.htm.

3. Via the NCWRPC NEWS newsletter all local units of government, interested parties and adjoining governments will be informed of the planning process.

4. All planning meetings will have comment sheets available. All website comments will be included in the record as well.

Throughout the plan process, the Town will be overseen by the Plan Commission. They will meet to monitor the development of the plan.

TOWN OF CUTLER

RESOLUTION _____

For Adoption of a Public Participation Plan

WHEREAS, the Town of Cutler is required to prepare and adopt a Comprehensive Plan as outlined in Wisconsin Statutes; and

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

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

NOW, THEREFORE, BE IT RESOLVED, that the Town of Cutler does approve and authorize the Public Participation Plan as presented.

ADOPTED on the 11th day of February, 2008.

ATTEST: _____
Pamela Jorgensen, Clerk

The governing body of the Town of Cutler has authorized this Resolution, dated today.

ATTEST: _____
Martin Potter, Chairman