



Town of Clearfield Comprehensive Plan 2022



Town of Clearfield

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Cover photo source: NCWRPC & Town of Clearfield

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

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- A. Public Participation Plan & Resolution
- B. Plan Commission Resolution
- C. Adoption Ordinance
- D. Volk Field ANGB, AICUZ Study figures relating to Land Use

Chapter 1

Demographics

This chapter explores potential issues that may impact the Town over the 20-year planning period. This chapter contains trends and forecasts with jurisdictional comparisons for basic demographics including: population, households, employment, age, education, and income. Although forecasts should typically cover the 20-year planning period, in some cases, the only acceptable sources had lesser time periods for their forecasts. Official sources are used for data and forecasting, including the WDOA Demographic Service Center and the U.S. Census Bureau.

BACKGROUND

The Town of Clearfield is located in central Juneau County. See **Map 1**. The Town is bounded by the Town of Necedah to the north, the Town of Germantown to the east, the Town of Lisbon to the south, and the Town of Orange to the west. Most of the Town consists of woodlands, agriculture on both sides of the Lemonweir River, with scattered development throughout.

The Town's landscape is dominated by woodlands and agricultural fields. The Juneau County Ditch and the Little Yellow River are the primary drainages in the community, flowing generally from the northwest to southeast before entering Castle Rock Lake and the Wisconsin River. The primary highways through the Town are Interstate 90/94 in the far southwest corner, State Highways (STH) 58 and 80, and County Roads (CR) A, C, and M. See **Map 4** for the highway layout.

Planning Process

In the winter of 2021-2022, the Town initiated a process to update its 2009 Plan. The state planning law – 66.1001 – requires that a comprehensive plan be updated every ten years. A variety of Comprehensive Planning Committee meetings were held over the course of 2022 to prepare the plan. A final Comprehensive Planning Committee meeting was held in 2022 to review the final draft and recommend adoption of the plan by the Town Board.

Public Participation

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 regarding 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 the adopted Public Participation Plan in **Appendix A**. The Town of Clearfield posted all Comprehensive Planning Committee meetings to invite the public and held a Public Hearing to collect public input.

DEMOGRAPHICS

Population and Households

Historical Trends

The 2020 Census population for the Town of Clearfield is 702. As shown in **Table 1**, the Town experienced about a 47% increase in the 1990s. From about 2000 on through 2020 the Town has declined by about 4.7% in population. Over the same period, both Juneau County and Wisconsin gained population to varying degrees.

Table 1: Demographic Change 1990-2020						
	1990	2000	2010	2020	2010-2020 % Change	1990-2020 % Change
Total Population						
Town of Clearfield	502	737	728	702	-3.6%	39.8%
County	21,650	24,316	26,664	26,718	0.2%	23.4%
State	4,891,769	5,363,675	5,686,986	5,893,718	3.6%	20.5%
Total Households 2019*						
Town of Clearfield	201	296	311	304*	-2.3%*	51.2%
County	8,256	9,696	11,012	10,752*	-2.4%*	30.2%
State	1,822,118	2,084,544	2,274,611	2,358,156*	3.7%	29.4%
Average Household Size						
Town of Clearfield	2.50	2.49	2.11	2.31	9.5%	-7.6%
County	2.62	2.47	2.41	2.33	-3.3%	-11.1%
State	2.61	2.50	2.41	2.36	-2.1%	-9.6%

Source: U.S. Census, *Total Households in 2019 comes from Census' American Community Survey (ACS).

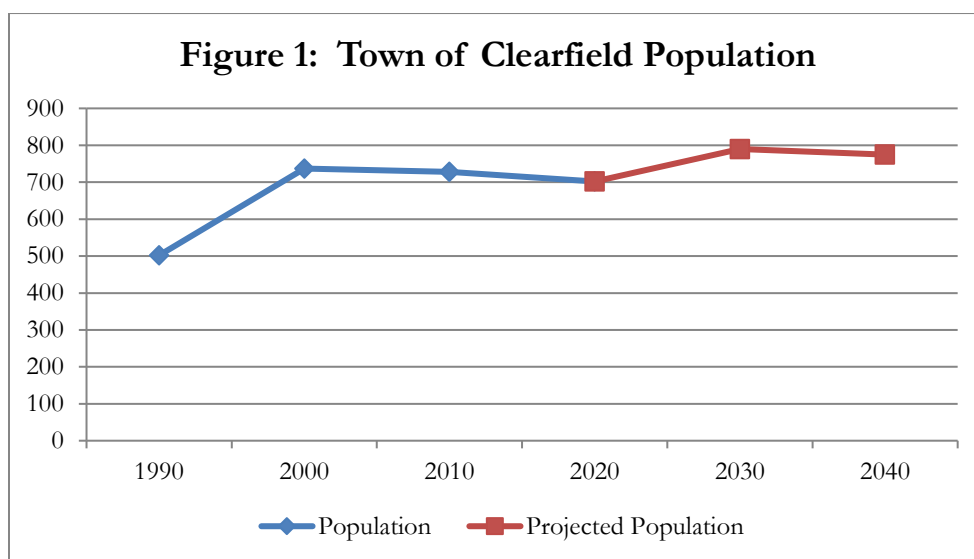
Growth in the number of households has followed a continual, but not steady, increase since 1990. This growth was substantial from 1990 to 2010 at a rate of 47.3%, and then declined somewhat from 2010 to 2019 by about 2.3%. Juneau County followed the same pattern and increased at a rate of 33.4% from 1990 to 2010, with a similar decline of 2.4% from 2010 to 2019. The State also followed with a high rate of increase in the number of households at a rate of 24.8% from 1990 to 2010, and an increase of 3.7% from 2010 to 2019.

The average household size has been decreasing steadily across the state over the past few decades. This is due to a multitude of factors including longer life spans, less people having children, and people having fewer children. In the Town, the average household size has decreased fairly steadily in the past few decades, from 2.50 average people per household in 1990 to 2.31 in 2019, for a slight overall decrease of 0.19 persons per household. This decrease is less than in the County which dropped from 2.62 in

1990 to 2.33 in 2019, for a total of 0.29 persons per household. The State household size also dropped almost the same amount as the County (0.25 persons per household overall from 1990 to 2019).

Projections

Figure 1 shows population projections for the Town of Clearfield and **Table 2** compares projected population in the Town to Juneau County, based on projections made by the Wisconsin Department of Administration (WDOA) in 2013. These projections are based on historical population and household growth in the community, with more recent years given a greater weight. The Town of Clearfield is expected to experience a slight overall increase in population through 2040 (10.4%), which is almost identical to the increase projected for Juneau County through 2040 (10.3%).



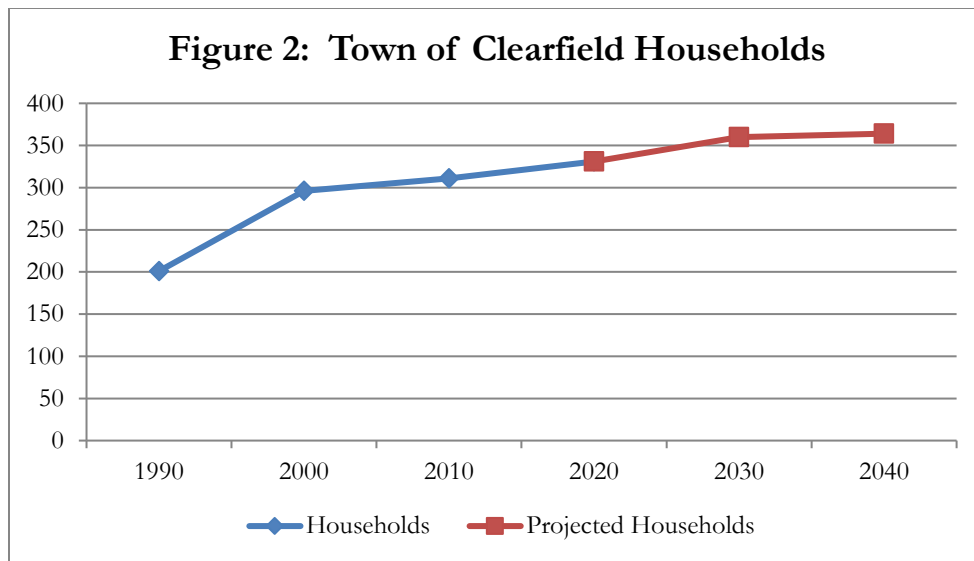
Source: U.S. Census, WI DOA

Table 2: Population Projections, 2010-2040						
Total Population by Year						
	2020 Census	2025	2030	2035	2040	% Change 2020-2040
Town of Clearfield	702	770	790	785	775	10.4%
Juneau County	26,718	29,080	29,790	29,805	29,465	10.3%

Source: U.S. Census 2020, & WI DOA Population Projections, 2013

Figure 2 and **Table 3** include household projections completed by the WDOA. Projections indicate that although both population and number of households are expected to increase through 2040, the number of households is expected to do so to a greater extent. This is likely due to the trend of decreased household size. The number of households in Clearfield are expected to increase 19.7% and 21.7% for Juneau County through 2040.

Household size has been steadily decreasing through the past few decades and this trend is expected to continue. The average household size in Clearfield was 2.31 in 2020 and is expected to decrease to 2.13 by 2040.



Source: U.S. Census, WI DOA

Table 3: Household Projections, 2010-2040						
Total Households by Year						
	2019*	2025	2030	2035	2040	% Change 2010-2040
Town of Clearfield	304*	346	360	363	364	19.7%
Juneau County	10,752*	12,389	12,871	13,059	13,082	21.7%

Source: WI DOA Household Projections, 2013
*2019 ACS

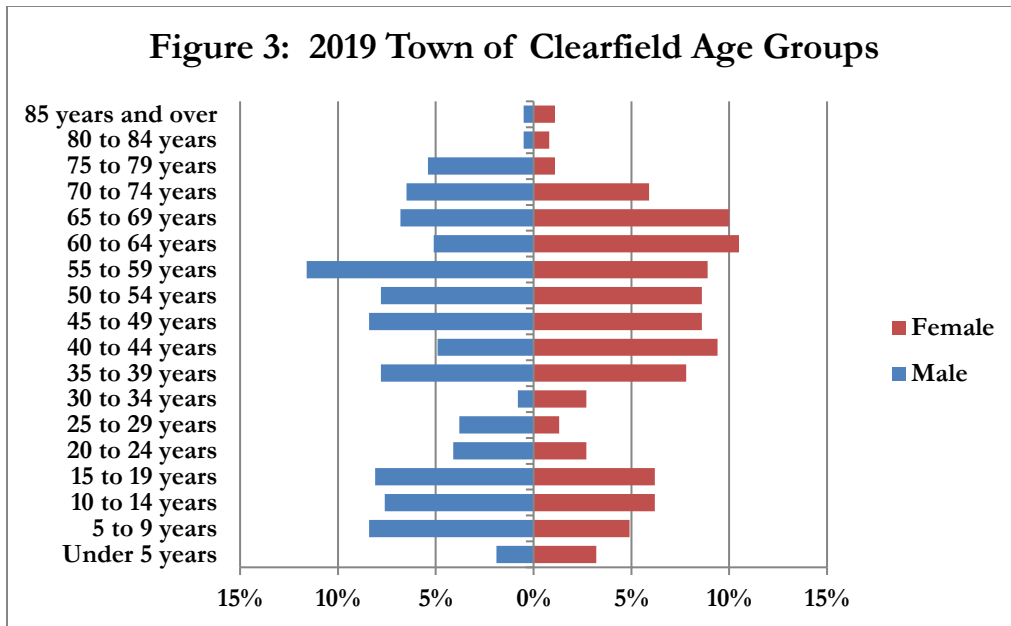
Age

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

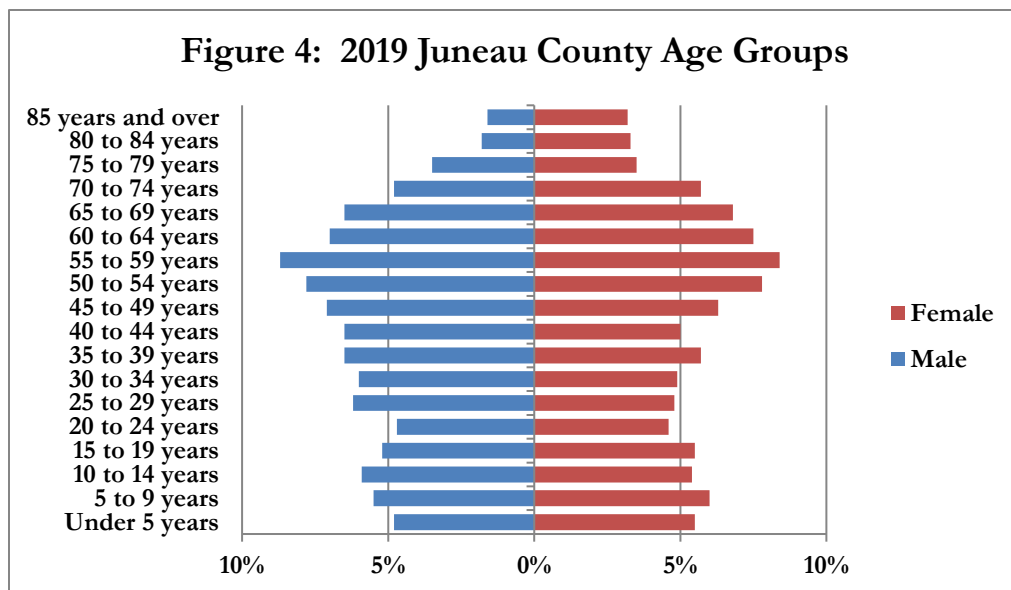
Figures 3 and 4 compare the distribution of age group for the Town of Clearfield and Juneau County. Juneau County’s population pyramid is considered “stationary” with fairly similar numbers across all age ranges. Stationary population pyramids are characteristic of areas with low birth rates and long life

expectancies. This is indicative of slow, steady population growth. In contrast, about 30% of Clearfield’s population is under 18 years old, and about 65% of the Town’s population is Generation X or Baby Boomer (35 to 80 years old). In contrast to Juneau County, there are relatively few Town residents between 18 and 35 years old. Very few residents are older than 80 years in Clearfield.

In 2019, the median age in Clearfield was 48.6 years, down from 49.6 in 2010; so Clearfield’s population got a little younger over the last decade. The County’s median age was 45.4 in 2019. The median age for both the Town and the County was significantly higher than the State which had a median age of 39.5 in 2019.



Source: American Community Survey, 2019 5-year estimates

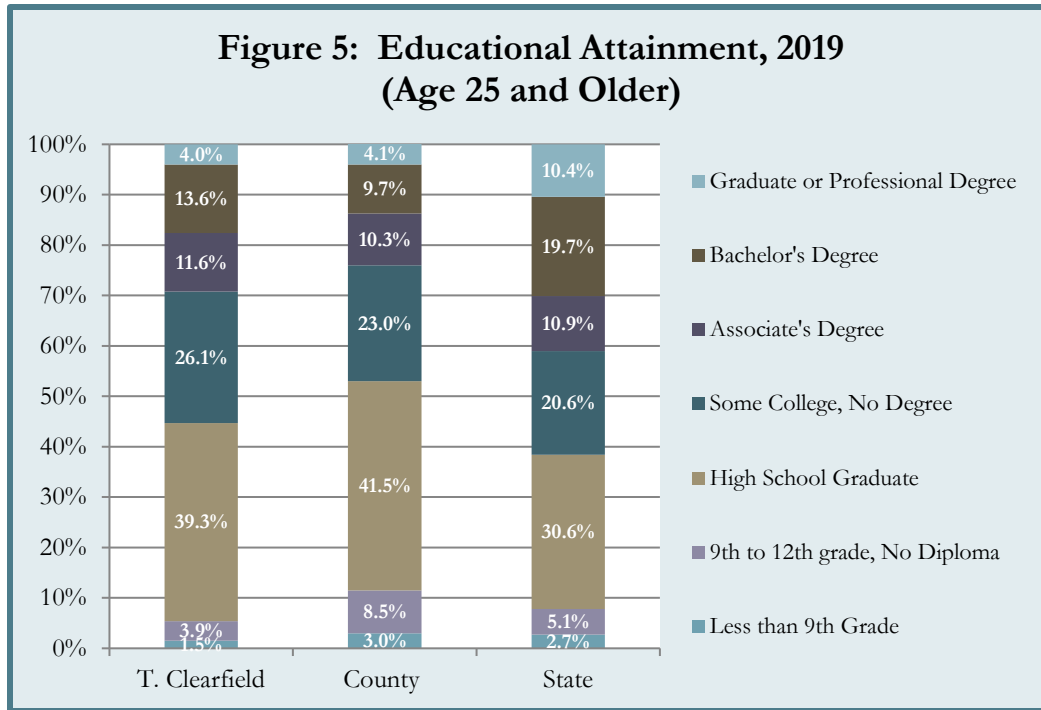


Source: American Community Survey, 2019 5-year estimates

Education and Income Levels

Education

Figure 5 compares educational attainment of those in the Town of Clearfield to the County and the State. In 2019, 94.6% of Town residents who are 25 years old and older had a high school education or higher. This was higher than both the County (88.6%) and the State (92.2%).



Source: American Community Survey, 2019 5-year estimates

In 2019, 17.6% of Town residents who are 25 years old and over had earned a bachelor's degree or higher. This was higher than Juneau County at 13.8%. However, both the Town and the County had much less bachelor degree or higher recipients than the State at 30.1%. Education and how it relates to economic development will be discussed in the Economic Development chapter.

Income

Median household income and per capita income are two commonly used measures of income. Median household income is the amount that divides the income distribution into two equal groups, meaning half of all households have income above that amount, and half have income below that amount. Per capita income is the average income earned per person.

Median household income for Town of Clearfield residents was \$65,250 in 2019. **Table 4** shows that this was higher than both Juneau County and the State of Wisconsin. Back in 2010, the Town of Clearfield's median income was slightly higher than the County, but slightly lower than the State. When adjusted for inflation, the median household income in the Town has risen 10.8% over the past several years. This was not the case in the County, where median income basically held steady over the last several years. Median income statewide rose slightly over the last several years when adjusted for inflation.

Table 5 illustrates that in 2019 income per capita in the Town of Clearfield was \$35,878, which was much higher than the County, and slightly higher than the State. Back in 2010, when adjusted for inflation, per capita income in the Town was higher than the County, but just under the State. Per capita income in the Town has increased 16.1% when adjusting for inflation from 2010 to 2019. This rate of increase is much higher than both the County at 3.3% and the State at 6.9%.

Table 4: Median Household Income				
	2010*	2019	Net Change	% Change
Town of Clearfield	\$58,866	\$65,250	\$6,384	10.8%
Juneau County	\$53,538	\$53,490	-\$48	-0.1%
Wisconsin	\$60,495	\$61,747	\$1,252	2.1%

Source: American Community Survey, 2010, 2018 5-year estimates
*Adjusted for inflation in 2019 dollars

Table 5: Per Capita Income				
	2010*	2019	Net Change	% Change
Town of Clearfield	\$30,906	\$35,878	\$4,972	16.1%
Juneau County	\$26,997	\$27,889	\$892	3.3%
Wisconsin	\$31,215	\$33,375	\$2,160	6.9%

Source: American Community Survey, 2010, 2019 5-year estimates
*Adjusted for inflation in 2019 dollars

Employment Characteristics

Tables 6 and 7 illustrate the breakdown of the labor force and employed population living in the Town of Clearfield in 2010 and 2019. The “employed population” includes those that are 16 and older. In Clearfield, there was an increase of 15 people in the labor force from 2010 to 2019. By contrast, in Juneau County overall there were 9.1% fewer people in the labor force. Throughout Wisconsin the labor force modestly increased 0.6% over roughly the last decade.

Labor force participation indicates the percentage of those 16 years and over who are actively looking for work or are employed. The labor force participation rate decreased 4.5% in the Town of Clearfield from 2010 to 2019. There were participation rate declines in both the County (-10.4%) and the State (-3.6) over the last decade.

Table 6: Labor Force					
	Labor Force			Labor Participation Rate	
	2010	2019	2010-2019 % Change	2010	2019
Town of Clearfield	379	394	4.0%	67.1%	64.1%
Juneau County	13,983	12,705	-9.1%	65.1%	58.3%
Wisconsin	3,078,465	3,097,113	0.6%	69.0%	66.5%

Source: American Community Survey 5-Year Estimates

In 2010, the Town of Clearfield had 325 employed residents. This number increased 55 people to 380 by 2019, for an increase of 16.9%. From 2010 to 2019, the employed population decreased in the County at a rate of 4.4%, and increased 3.9% in the State overall. The U.S. Census classifies individuals as unemployed if they are not working and actively seeking work. The unemployment rate in the Town was 3.6% in 2019, which was equal to the State and about the same at the County. See Table 7.

Table 7: Employment				
	2010	2019	2010-2019 % Change	Unemployment Rate
Town of Clearfield	325	380	16.9%	3.6%
Juneau County	12,745	12,181	-4.4%	3.3%
Wisconsin	2,869,310	2,982,359	3.9%	3.6%

Source: 2010, 2019 American Community Survey 5-Year Estimates

As shown in **Table 8**, in 2019 about 1/3rd of Clearfield residents were employed in Management, business, science, and arts occupation, which is similar to 2010.

Overall, most sectors only saw small changes in where Clearfield residents were employed over the last decade. Between 2010 and 2019, the Natural resources, construction, and maintenance occupations sector saw a 65.5% increase, and the Management, business, science, and arts sector increased 35.3%. Total employment in Clearfield increased by 55 people over the last decade, and all of that gain was in both sectors mentioned above (Natural et. al. & Management et. al.).

Occupation Sector	2010	2019
Management, business, science, and arts	102	138
Service occupations	41	46
Sales and office occupations	93	84
Natural resources, construction, and maintenance occupations	29	48
Production, transportation, and material moving occupations	60	64
Total employed*	325	380

Source: 2010, 2019 American Community Survey 5-Year Estimates
 *Total employed represents employed civilian population 16 years and over

Demographic Snapshot

- The population has decreased each decade since 2000, while the number of households has gone up overall since 2000, with a dip between 2010 and 2019.
- The Town of Clearfield is expected to experience a continued leveling off of the population that may swing up or down a little through 2040. A steady increase in the number of households is expected through 2040.
- There are a large number of people in the under 19 year old category and in the Generation X and Baby Boomer categories, but very few residents older than 79 live in Clearfield. Older residents may be relocating to cities and villages where assisted living facilities exist.
- Clearfield’s population got a bit younger over the last decade. The median age declined 1 year from 49.6 in 2010 to 48.6 in 2019.
- In 2019, 94.6% of Town of Clearfield residents had a high school diploma or higher and 17.6% of residents had a bachelor’s degree or higher. This was higher than Juneau County at 13.8%. However, both the Town and the County had much less bachelor degree or higher recipients than the State at 30.1%.

- The 2019 median household income in Clearfield was \$65,250, which higher than both the County and the State. The 2019 per capita income in Clearfield was \$35,878, which was higher than the County, but just under the State.
- The Town's labor participation rate is 5.8 percentage points higher than Juneau County and about 2.4 percentage points lower than the State.
- About 1/3rd of Clearfield residents were employed in the Management, business, science, and arts occupation.

Chapter 2

Natural, Agricultural, and Cultural Resources

This chapter describes local land and water conditions in detail as well as agricultural resources and cultural heritage. It is important to consider the patterns and interrelations of natural resources on a broader scale because they do not follow geo-political boundaries. In addition, many of the programs for protecting or mitigating impacts to natural resources are administered at the County, State, or Federal level. Thus an overview of recent county-wide natural resource planning efforts is described below, followed by a description of local natural resource conditions. Of particular interest are geographic areas of the landscape encompassing valued natural resource features grouped below by resource type, including soil and biological resources.

Previous Plans and Studies

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

Juneau County Outdoor Recreation Plan

The primary focus of this recreation plan is to provide continued direction in meeting the current and future recreational needs of the county. This plan provides an inventory and analysis of existing outdoor recreational facilities, and provides recommendations to meet identified needs. Specific park and forest parcel improvement lists exist within the plan.

Juneau County Farmland Preservation Plan, 2013-2028

The primary goal of this plan was to establish Farmland Preservation Areas as the basis for potential farmland preservation tax credits. The goal is to preserve farmland that contributes to the economic and cultural importance to the county, while still allowing for necessary growth that leads to a vibrant and diverse community.

Juneau County Forest Fifteen-Year Comprehensive Use Plan, 2021-2035

This county forest management plan is updated every fifteen years to continue to manage and protect natural resources within the county forest on a sustainable basis for the ecological, economic, educational, recreational, and research needs of present and future residents throughout the county. The plan includes a number of recommendations for timber management, wildlife habitat and game management, land acquisition and forest boundary management, biodiversity management, watershed management and tourism.

Juneau County Land and Water Resource Management Plan, 2019

This conservation plan outlines a comprehensive strategy for the implementation of soil and water conservation in Juneau County from 2019 to 2028. A watershed approach will be used to create more detailed and measurable steps toward reaching each goal:

Soil Erosion

1. Reduce or maintain soil erosion from agricultural fields to tolerable soil loss “T” or less.
2. Encourage shoreline and stream bank conservation efforts through demonstrations and targeted watershed projects.
3. Encourage innovative conservation efforts through outreach and education.

Water Quality

1. Target watersheds to do focused conservation efforts that would have a greater opportunity of improving water quality.
2. Develop and participate in monitoring programs to evaluate ground and surface water concerns to determine potential solutions.
3. Develop outreach and demonstration projects to improve communication and increase conservation adoption.

Land Use Management

1. Work in areas prone to flooding to identify potential conservation approaches.
2. Improve nutrient management strategies and education for producers to make informed nutrient application decisions.
3. Offer opportunities for hazardous waste recycling and disposal to reduce risk of undesirable dumping.
4. Implement an Edible Landscapes and Wildlife Escapes program.

NATURAL AND AGRICULTURAL RESOURCES

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

Land Resources

The Town is located in the center of Juneau County, just north of the City of New Lisbon. See **Map 1**. The Town shares a northern boundary with the Town of Necedah, an eastern boundary with the Town of Germantown, a southern boundary with the City of New Lisbon and the Town of Lisbon, and a western boundary with the Town of Orange.

Topography and Geology

The Town of Clearfield is located in the “Central Sand Plains” ecological landscape (Figure 6).

The Central Sands Plains ecological landscape occurs on a flat, sandy lake plain, formed in and around what was once Glacial Lake Wisconsin, which contained glacial melt water extending over 1.1 million acres at its highest stage. Soils are primarily sandy lake deposits, with some silt, loam, loess caps. Sandstone buttes carved by rapid drainage of the glacial lake, or by wave action when they existed as islands in the lake, are distinctive features of the landscape. Historical vegetation was a mix of both forested and open wetland types and dry upland forest, savanna, and prairie.

Forests

Woodlands and forests cover about 80% of the Town of Clearfield. Forests provide protection for environmentally sensitive areas, such as steep slopes, shorelands, wetlands, and flood plains. In addition, expansive forests provide recreational opportunities, aesthetic benefits, and economic development.

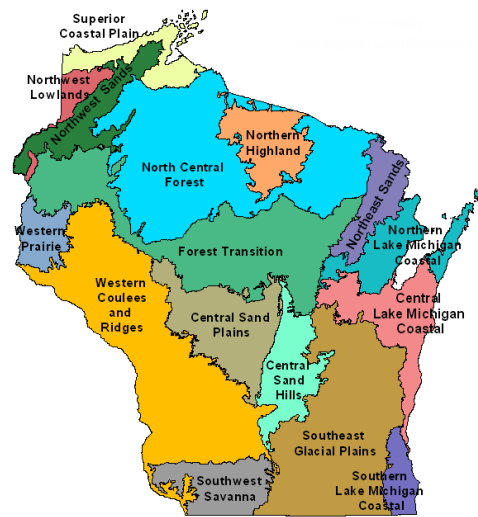
The 1850s composition of vegetation in the Town of Clearfield was a mix of conifer and deciduous tree species that included jack pine, scrub oak forest and barrens.

All forests are dynamic, always changing from one stage to another, influenced by natural forces and human behavior. Changes can be subtle and occur over long period or can happen in shorts spans of time from activities such as timber harvest, a windstorm, or a fire.

Woodlands in the Town are owned by several different entities including the county for the county forest, two school districts for school forests, and many private property owners. Most of the woodland in the Town of Clearfield is privately owned, including over 2,100 acres enrolled in Managed Forest Law (MFL) program, as of January 2021 (See Figure 7). Some, but not all of this land is open to public access. Some, but not all of this land is open to public access. The MFL program was established to preserve and protect woodlands through practicing proper management techniques.

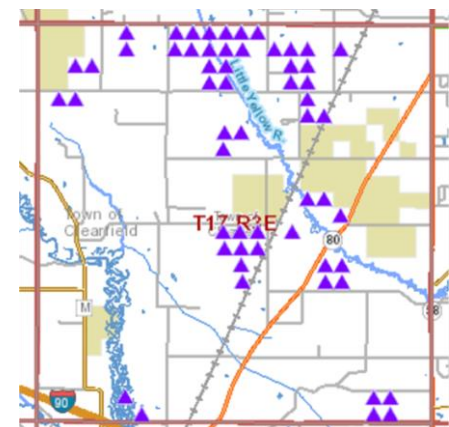
Juneau County has ten county forest & park management units, for a total 17,798 acres. The Clearfield Unit of the county forest is in the Town of Clearfield and accounts for 2,040 acres on two groups of parcels in the Town (See Map 5). One additional group of Clearfield Unit Forest parcels exists in the Town of Necedah.

Figure 6 Wisconsin’s Ecological Landscapes



Source: Wisconsin Department of Natural Resources

Figure 7 MFL Lands in Clearfield



▲ = Usually a 40-acre parcel.

Source: Wisconsin Department of Natural Resources

A school forest is an outdoor classroom on land owned or controlled by a public or private school and is used for environmental education and natural resource management, which is registered through the state community forest program. There are two school forests in Clearfield:

- Necedah School District has a 40-acre school forest in Town (See [Map 5](#)).
- Elroy-Kendall-Wilton School District has an 80-acre school forest in Town (See [Map 5](#)).

Wildfire Risk

The Central Wisconsin Sands fire landscape contains extensive areas of jack and red pine with dry, sandy and organic soils. There are extensive wildland-urban interface areas. There is a great history of and potential for a 10,000+ acre wildfire. There have been five fires greater than 2,500 acres since 1975.

For more about wildfire risk in the Town of Clearfield, see: "Wildfire Risk" in Chapter 5 of this plan.

Soils

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. There is an abundance of microflora, such as bacteria and fungi, which play important roles in decomposing organic matter and recycling the nutrients.

The Town of Clearfield is comprised of four soil associations as shown on [Figure 8](#) and described below.

1 = Newson-Meehan-Dawson soil 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.

2 = Friendship-Plainfield soil 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.

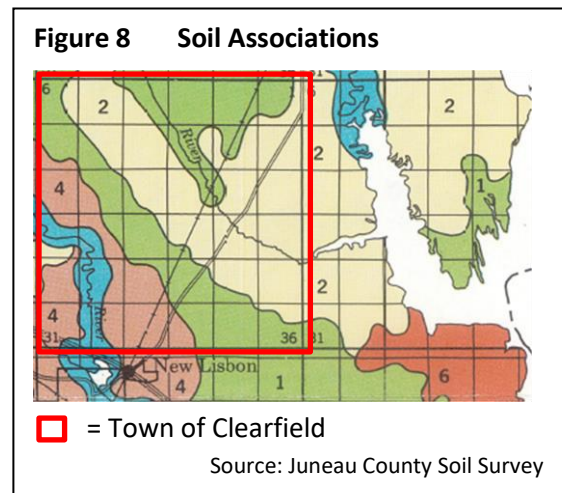
3 = Algansee-Glendora soil association: Deep, nearly level and gently sloping, somewhat poorly drained to very poorly drained, loamy soils; on flood plains.

4 = Poygan-Wyeville-Wautoma soil association: Deep, nearly level and gently sloping, somewhat poorly drained to very poorly drained, silty and sandy soils; on stream terraces and lake terraces.

Within the above soil associations are many soil types. **Prime Farmland** is found in soil associations 1 and 4. See [Map 2 - Natural Resources](#) to see where prime farmland exists in the Town of Clearfield.

Agricultural Areas

Agriculture has been an integral part of the Town of Clearfield since its inception and this continues to be true today. Over 2,500 acres, 11% of the Town is agricultural.



Many parcels in the Town are designated as Farmland Preservation Areas. These areas are located outside of sewer service areas, contain productive agricultural soils, are suitable, in use, or are complimentary for farming, consistent with other land use plans, and are expected to remain agricultural or forested into the future.

Agriculture in Clearfield is predominantly cash crops and small beef farms. One center-pivot irrigation system was installed in about 2020 but has not been used since there has been enough rain.

Prime farmlands are identified by NRCS nationwide as a class of the best soils in the nation to grow food and fiber on. In general, prime farmlands have an adequate and dependable water supply from precipitation or irrigation, a favorable temperature and growing season, acceptable acidity or alkalinity, acceptable salt and sodium content, and few or no rocks. They are permeable to water and air. Prime farmlands are not excessively erodible or saturated with water for a long period of time, and they either do not flood frequently or are protected from flooding. [SSM, USDA Handbook No. 18, October 1993]

See **Map 2 - Natural Resources** to see where prime farmland exists in the Town of Clearfield.

Limitations for Dwellings with Basements

Dwellings for purposes of this section are single-family homes of three stories or less with basements to a depth of about 7-feet. The ratings for dwellings with basements are based on the soil properties that affect the capacity of the soil to support a load without movement and on the properties that affect excavation and construction costs. The properties that affect the load-supporting capacity include depth to a water table, ponding, flooding, subsidence, linear extensibility (shrink-swell potential), and compressibility.

Rating terms indicate the extent to which the soils are limited by all of the soil features. “Not limited” indicates that good performance and very low maintenance can be expected. “Somewhat limited” indicates that the soil has limitations that can be overcome by special planning, and moderate maintenance can be expected. “Very limited” indicates that the limitations generally cannot be overcome without major soil reclamation, special design, or expensive installation procedures. Poor performance and high maintenance can be expected in “very limited” areas.

See **Map 3 – Basement Limitations** to see where houses must be constructed on mounded soils or without basements to keep them out of the groundwater in the Town of Seneca. Areas on the map that are “Not rated” are flooded soils or data was not available.

Non-Metallic Mining

Nonmetallic mining is a widespread activity in Wisconsin. There are no non-metallic mines located in the Town of Clearfield.

Environmentally Remediated Areas

Brownfields are commercial or industrial properties that contain or may contain hazardous substances, pollutants, or contaminants. Expansion, redevelopment, or reuse of these properties can be especially difficult. The Bureau for Remediation and Redevelopment Tracking System (BRRTS) is an online database that provides information about contaminated properties and other activities related to the investigation and clean-up of properties with contaminated soil and/or groundwater. Contaminated sites are not uncommon as all communities with commercial and industrial development have the

potential for air emissions, groundwater contamination, soil spills, and surface water contamination. Contaminated sites originate when a property is used for such activities as a gas station, industrial processing facility, a landfill, or a laundromat.

The BRRTS database lists no action required sites, spills, and LUSTs. Of those actions, spills existed at facilities that are generally still in use, so there is nothing to redevelop. LUST sites may exist at closed businesses, and therefore may provide opportunities for redevelopment.

- Only 1 site with a spill exist in the Town of Clearfield at an existing business, so no redevelopment opportunities exist.

Rare Species and Natural Communities

Wisconsin's National Heritage Inventory Program (NHI) is responsible for maintaining data on the locations and status of rare species, natural communities, and natural features throughout the State. The program's database, on the Wisconsin DNR website, identifies species and natural communities that are currently tracked by the NHI.

As of October 2021, NHI tracked the following threatened or endangered species in Clearfield:

- Woolly Milkweed (Threatened)
- Karner Blue Butterfly (Endangered)
- Salamander Mussel (Threatened)

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.

Water Resources

Surface Water

The Lemonweir and Little Yellow Rivers and the Juneau County Ditch are the primary drainages within the community. Rivers and streams in the Town furnish an abundant supply of surface water. The main uses of surface water are as fish and wildlife habitat, for irrigation, and for the enjoyment of anglers, boaters, hunters, and tourists. The major soil type being porous sand allows for most surface water to leach directly into the ground. Residential development's threats to surface water resources include lawn-applied chemicals, petroleum-based substances and salts from local road runoff. Therefore, care needs to be taken when siting septic systems and other uses that drain into the soil, so they filter pollutants before reaching surface waters.

The Lemonweir River is a shallow, slow-moving, meandering river. Its floodplain is wooded and contains a myriad of sloughs and oxbows providing rich habitat for wildlife. The entire length is open for canoeing and kayaking but has limited capabilities for motorized boating. The Lemonweir drains to the Wisconsin River approximately ten miles southeast of Clearfield. The Little Yellow River is a small perennial stream flowing through the northeast portion of Clearfield. It drains directly to Castle Rock Lake just east of Clearfield in the Town of Germantown. The Juneau County Ditch is a man-made surface conveyance draining the central portion of Clearfield and discharging to the Wisconsin River southeast of the Town.

There are no lakes in the Town of Clearfield, however, New Lisbon Lake lies just south of the community within the stream course of the Lemonweir River in the Town of New Lisbon. Castle Rock Lake, a drainage basin of the Wisconsin River, is located about two miles east of Clearfield.

Outstanding and Exceptional Resource Waters

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

There are no ORWs or ERWs within the Town of Clearfield.

Impaired Waters

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

There is one impaired water within the Town of Clearfield. The Lemonweir River is listed as impaired due to high phosphorus levels. This water is part of the Wisconsin River TMDL, which was approved in 2019.

Invasive Aquatic Species

Surface water resources in Juneau County are threatened by the introduction of invasive aquatic species. Invasive species can alter the natural ecological relationships among native species and affect ecosystem function, economic value of ecosystems, and human health.

Several aquatic invasive species were found in Clearfield and nearby waters. Continuing to work with the Juneau County Land and Water Resources Department to promote outreach education strategies will help minimize their spread.

Wetlands

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

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

Wetlands that filter or store sediments or nutrients for extended periods may undergo fundamental changes. Sediments will eventually fill in wetlands and nutrients will eventually modify the vegetation. Such changes may result in the loss of this function over time. Eradication of wetlands can occur through the use of fill material. This can destroy the hydrological function of the site and open the area to improper development. The DNR has promulgated minimum standards for managing wetlands. See [Map 2 - Natural Resources](#) to see where wetlands are in Clearfield.

Floodplains

A floodplain is generally defined as land where there is a one percent chance of flooding in any year. The primary value of floodplains is their role in natural flood control. Floodplains represent areas where excess water can be accommodated whether through drainage by streams or through storage by wetlands and other natural detention/retention areas. Specific areas that will be inundated will depend upon the amount of water, the distance and speed that water travels, and the topography of the area. If uninterrupted by development, the areas shown on a map as floodplains should be able to handle the most substantial (regional) flood, i.e. those that have a probability of occurring once every one hundred years. Due to the nature of the geography and hydrology of the area, floodplain mapping is also known to have accuracy issues in this area. The presence and exact location of floodplains must be verified by field survey, and applicable permits obtained prior to any land disturbing activity. See [Map 2 - Natural Resources](#) to see where floodplains are in Clearfield.

Groundwater

Groundwater is water found underground in the cracks and spaces in soil, sand, and rock. It is replenished by precipitation that infiltrates into the ground. The type of soil and bedrock that a well is drilled into often determines water's pH, saturation index, and the amount of hardness or alkalinity in water. The type of soil and bedrock in a region also determines how quickly contaminants can reach groundwater.

In Juneau County, the major source of water supply is from groundwater aquifers and is available in adequate quantities for most domestic, agricultural, and industrial needs. The quality of the groundwater throughout Juneau County is generally good for most uses, but treatment may be needed for specific purposes. The water is relatively soft, but local differences in quality are caused by a variety of factors. Calcium, magnesium, and bicarbonate ions derived from dolomite are present. Minor water use problems occur locally by high concentrations of iron produced mainly by reducing conditions in marshes and swamps, although some iron does come from the bedrock. (Soil Survey)

Groundwater quality in Juneau County:

- 87% of 304 private well samples collected in Juneau County from 1990-2006 met the health-based drinking water limit for nitrate-nitrogen.
- A 2002 study estimated that 36% of private drinking water wells in the region of Wisconsin that includes Wood County contained a detectable level of an herbicide or herbicide metabolite. Pesticides occur in groundwater more commonly in agricultural regions, but can occur anywhere pesticides are stored or applied.
- No arsenic data were found for private wells in Juneau County.

Source website: [Protecting Wisconsin's Groundwater Through Comprehensive Planning](#).

Susceptibility of groundwater to pollutants is defined here as the ease with which a contaminant can be transported from the land surface to the top of the groundwater called the water table. Many

materials that overlie the groundwater offer good protection from contaminants that might be transported by infiltrating waters. The amount of protection offered by the overlying material varies, however, depending on the materials. Thus, in some areas, the overlying soil and bedrock materials allow contaminants to reach the groundwater more easily than in other areas of the state.

In order to identify areas sensitive to contamination, the Wisconsin Department of Natural Resources, in cooperation with the University of Wisconsin-Extension, Wisconsin Geological and Natural History Survey and the USGS, has evaluated the physical resource characteristics that influence this sensitivity.

Groundwater contamination susceptibility in the portion of Juneau County that includes the Town of Clearfield is “more susceptible” (the highest level) based upon soil characteristics, surficial deposits, depth to water table, depth to bedrock, and type of bedrock.

The Town of Clearfield is in an area of Juneau County where the depth to groundwater is less than 2 feet in many soils. The “very limited” category on **Map 3 – Basement Limitations** shows where groundwater is less than 2 feet deep. The “somewhat limited” category on Map 3 shows where the groundwater table is about 4 feet deep; and the “not limited” category shows a general depth to the groundwater as greater than 6.5 feet.

HISTORICAL AND CULTURAL RESOURCES

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

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

Inventory

What is now the Town of Clearfield was long occupied by the Ho-Chunk people.

All cemeteries in Clearfield provide some cultural identity for the Town as a whole. See the Utilities & Community Facilities chapter for cemetery descriptions and locations.

The Clearfield Town Hall was built at its current site by the Town of Clearfield as a town hall for \$200 in 1906.

Historic Compatibility with Modernization

There are certainly many historic buildings that don’t currently meet today’s standards for comfort, convenience, and safety. Since the 1990s great strides have been made around the world in the methods of bringing historic buildings into compliance with modern demands without harming their

physical structure or their architectural character. Most components for modernization – water and sewer lines, telephone cables, electric wires, and high-speed computer data transmission lines – can be put in place almost invisibly – often underground and in walls – without jeopardizing the individual historic resources or their important context and interrelationships.

Historic preservation has moved from being an end in itself (save old buildings in order to save old buildings) to being a vehicle of broader ends – downtown revitalization, job creation, small business incubation, housing, tourism, and others.

Utilizing historic preservation as a vehicle of broader ends requires the recognition of certain values:

- Major landmarks and monuments need to be identified and protected, *BUT...*
- Historic resources are far more than monuments and often are functional buildings.
- Groups of buildings rather than individual structures are often what is important.
- The vast majority of buildings of "historic importance" have their importance defined by their local significance, not national or international.
- Adaptive reuse of buildings is central to an effective historic preservation as economic development strategy.
- Authenticity is an important element in sustainable historic preservation based success.

Natural, Agricultural, and Cultural Resources PROGRAMS

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

See the Economic Development chapter in this plan for historic preservation programs.

Private Forestry

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

Parks and Recreation Program

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

Managed Forest Law (MFL)

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

Stewardship Grants for Nonprofit Conservation Organizations

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

Nonpoint Source Program (NSP)

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

Drinking Water and Groundwater Program

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

The Central Wisconsin Groundwater Center allows residents in the Town and other areas in central Wisconsin to determine the safety of their well water by providing the opportunity to have their well water tested. Residents can send in water samples of their well water to any state-certified testing laboratory, including the Water and Environmental Analysis Lab at the University of Wisconsin-Stevens Point, which houses the Central Wisconsin Groundwater Center.

Aquatic Habitat Protection Program

The WDNR provides basic aquatic habitat protection services through their staff. Staff members include Water Management (Regulation) Specialists, Zoning Specialists, Rivers (Federal Energy Regulatory Commission-FERC) Specialists, Lakes Specialists, Water Management Engineers, and

their assistants (LTEs). The program assists with water regulation permits, zoning assistance, coordination of rivers, lake management, and engineering.

Endangered Resources Program

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

NRCS Conservation Programs

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

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

Wildlife Management Program

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

Fisheries Management Program

The WDNR funds this program primarily through the sale of hunting and fishing licenses. The program assists with fishery surveys, fish habitat improvement/protection, and fish community

manipulation. This program may also be used to fund public relations events and a variety of permitting and administrative activities involving fisheries.

Wetlands Reserve Program

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

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

Discovery Farms Program

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

Producer-Led Watershed Protection Grants

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

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

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

The Juneau County Historical Society is available to assist Town of Clearfield residents with preserving their own history, and artifacts that also build upon the history in Juneau County.

Natural, Agricultural and Cultural Resources Goals, Objectives, and Policies:

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

Objectives:

1. Discourage development within environmentally sensitive areas such as wetlands, floodplains, lowlands, and steep slopes.
2. Seek to create a balance between economic development, sustainability, and environmental protection.
3. Cooperate with the Juneau County Land and Water Resources Department to provide information to residents on the proper maintenance of septic systems, shoreland areas, and water conservation.
4. Protect water resources including lakes, streams, and wetlands.

Policies:

1. Direct new development of all kinds to areas designated on the Future Land Use Map.
2. Work with Juneau County Sanitation and Zoning Department to enforce existing regulations of septic systems to protect groundwater.

Goal 2 – Support economically productive farming and forestry.

Objectives:

1. Support diversification of farming types and practices to maintain agriculture as a viable economic activity.
2. Consider existing agricultural structures and uses when considering new development proposals.
3. Promote agro-tourism in its many forms.

Policies:

1. Land divisions on prime and productive farmland should be discouraged.
2. Non-farm development should be located in areas away from agricultural activities in order to minimize conflicts.
3. Encourage land owners to develop forest management plans.
4. Promote non-animal micro-farming operations as complimentary or supplementary use in rural residential areas.
5. Promote agroforestry as a value added land use to owners.

Goal 3 – Preserve cultural and historical sites.

Objective:

- Promote use of existing historical sites to maintain them.

Policy:

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

Chapter 3

Housing

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

Related Plans and Studies

Wisconsin State Consolidated Housing Plan

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

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

Regional Livability Plan, 2015

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

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

Juneau County Housing Study, 2018

The 2018 Juneau County Housing Study, written by the North Central Wisconsin Regional Planning Commission (NCWRPC), issues and opportunities related to housing in Juneau County. The study notes that Juneau County has a higher number of mobile homes and seasonal units than the state. It also notes that cost burdens are increasing particularly among renters. The population of those 60 and older is increasing and is expected to do so. Therefore senior housing and facilitating “aging in place” has become a priority.

Housing Assessment

Housing Type and Occupancy

In 2020, the Town of Clearfield had 464 total housing units; 58.6% of which were owner occupied, see **Table 9**. The Town of Clearfield has a little higher percentage of percentage of owner-occupied homes than Juneau County (54.1%) and basically the same as the State of Wisconsin (58.7%). The Town’s average household size in 2019 of 2.44 was slightly lower than the County (2.28) and the State (2.39). In Clearfield, 19.8% of householders lived alone and 26.6% of households had children under 18 years old living with them.

“Total Vacant” in **Table 9** includes vacancies for the following purposes: for rent, rented but not occupied, for sale, sold but not occupied, for seasonal use, for migrant workers, and other vacant per the U.S. Census.

Table 9: Residential Occupancy Status, 2020					
		Occupancy Status		Vacancy Status	
	Total Housing Units*	Owner Occupied	Renter Occupied	Seasonally Occupied	Total Vacant
Town of Clearfield	464	58.6%	10.2%	27.4%	31.2%
Juneau County	14,441	54.1%	16.9%	20.1%	29%
Wisconsin	2,727,726	58.7%	28.8%	7.1%	12.5%

Source: *2020 Census
2019 ACS 5-Year Estimates for percentages

Seasonal Housing

Juneau County has a larger proportion of vacant housing than Wisconsin or the United States, much of which is seasonal, recreational, and occasional use housing. In the Town of Clearfield, just more than a quarter of the housing stock is used seasonally. As shown in **Table 9**, in 2019, 27.4% of the total housing units were seasonal housing units. This was substantially higher than the statewide average of 7.1%, but only a little higher than the 20.1% in Juneau County.

Structural Characteristics

Housing in the Town of Clearfield is overwhelmingly single-family homes (72.4%), with about 27% of housing in Clearfield is mobile homes; see **Table 10**. Juneau County is also comprised mainly of single family housing, but does have a variety of housing types. This is due mainly to a balance of urban and rural communities throughout the County. In Juneau County, 69.4% of housing units are single-family detached homes, followed by mobile homes, which accounts for 18.8% of housing. There are no apartment buildings in Clearfield per **Table 10**.

Table 10: Housing Units by Structural Type, 2019

	1-unit, detached	1-unit, attached	2 units	3 or 4 units	5 or more units	Mobile Home	Other	Total
Town of Clearfield	320	2	0	0	0	118	2	442
Juneau County	10,518	187	341	277	966	2,854	3	15,146
Wisconsin	1,792,563	112,861	173,453	99,396	423,045	92,487	722	2,694,527

Source: American Community Survey, 5-Year Estimates

Age Characteristics

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

Table 11 outlines build dates of housing units throughout the Town, County, and State based on 2019 American Community Survey data. A majority of the housing in the Town of Clearfield was built since 1970 (77.2%). In Juneau County, 63.6% of the total homes have been constructed since 1970. In the Town of Clearfield, 21% of housing was built in the 1970s and another 21% in the 1990s, with just a bit lower construction in the 2000s. Only 22.9% of homes in the Town were built prior to 1970. This is lower than the County at 36.4% and the State at 45.3%. The housing stock in the Town is comparatively newer than the County and State.

Table 11: Year Structure Built, 2019

	1939 or earlier	1940 to 1949	1950 to 1959	1960 to 1969	1970 to 1979	1980 to 1989	1990 to 1999	2000 to 2009	2010 or later
Town of Clearfield	11.8%	3.6%	2.7%	4.8%	21.3%	10.4%	21.7%	18.1%	5.7%
Juneau County	17.0%	4.4%	6.9%	8.1%	16.2%	12.0%	16.2%	15.4%	3.8%
Wisconsin	19.3%	5.5%	10.8%	9.7%	14.6%	9.9%	13.9%	12.5%	3.8%

Source: American Community Survey, 5-Year Estimates

Value Characteristics

Table 12 details housing values in owner-occupied homes throughout the Town, County and State. In 2019, the median housing value was \$159,100 in the Town of Clearfield. This was higher than Juneau County at \$125,800, but lower than the State of Wisconsin at \$180,600. When compared to the State, there are far fewer homes valued at \$200,000 or greater in the Town of Clearfield and in

Juneau County. Additionally there are far more homes valued under \$100,000 in the Town of Clearfield and Juneau County than in the State.

In Clearfield, about 20% of homes are within each of the following value categories: \$50K-\$99K, \$100K-\$149K, and \$150K-\$200K. There is a range of housing across a broad spectrum of valuations in the Town and the County.

	Less than \$50,000	\$50,000 to \$99,999	\$100,000 to \$149,999	\$150,000 to \$199,999	\$200,000 to \$299,999	\$300,000 or more	Median Value
Town of Clearfield	5.4%	20.5%	20.1%	23.6%	17.8%	12.8%	\$159,100
Juneau County	10.8%	27.5%	22.1%	17.7%	12.6%	9.2%	\$125,800
Wisconsin	4.6%	12.6%	19.6%	19.6%	23.9%	19.7%	\$180,600

Source: American Community Survey, 5-Year Estimates

Housing Affordability

Several factors contribute to the affordability of housing. These factors include rent and mortgage payments, maintenance expenses, lot size, and required or desired amenities for the dwelling. Household size and income are key factors contributing to what housing options are available and accessible to residents.

The U.S. Department of Housing and Urban (HUD) development recommends that housing costs do not exceed 30% of monthly income. If housing costs exceed 30% of monthly income, a household is considered **cost burdened**. HUD also indicates that lenders are more willing to make loans if the scheduled mortgage payment is no greater than 31% of the monthly household income. Low income households that pay more than 30% of their income toward rent may have difficulty affording other household necessities such as food, child care, and healthcare costs. Severely cost-burdened households are at risk of becoming homeless.

Table 13 shows that fewer households in the Town of Clearfield are cost burdened than in the County or the State overall. Homeowners in Clearfield without a mortgage are less than half as likely to be cost burdened than if they still have a mortgage.

Table 14 shows that 40.7% of renters in Clearfield are cost burdened, which is a bit higher than in Juneau County as a whole, but a bit lower than statewide.

Table 13: Owner-Occupied Housing Affordability				
	With mortgage		No Mortgage	
	Median selected owner costs	% Cost burdened	Median selected owner costs	% Cost burdened
Town of Clearfield	\$1,338	23%	\$463	9.6%
Juneau County	\$1,202	29.5%	\$458	15.3%
Wisconsin	\$1,430	22.8%	\$553	13.3%

Source: American Community Survey, 5-Year Estimates

Table 14: Renter-Occupied Housing Affordability		
	Median gross rent	% Cost burdened
Town of Clearfield	\$753	40.7%
Juneau County	\$761	36.8%
Wisconsin	\$856	44%

Source: American Community Survey, 5-Year Estimates

Housing Programs

Various organizations offer a variety of programs to assist with the purchase, rehabilitation, or construction of housing. Many of these programs are listed below:

Housing Repair and Rehabilitation Grant

This program is administered by the Rural Housing Service of the USDA Rural Development Department. Seniors aged 62 and older may obtain a grant for rehabilitating their home provided they are below 50% of the area median income and are unable to procure affordable credit elsewhere.

Housing Repair and Rehabilitation Loan

Also administered by USDA, this program is a loan for rehabilitation provided applicants meet the same standards as the grant above.

Rural Housing Guaranteed Loan

USDA also offers this loan that is used to help low-income individuals or households purchase homes in rural areas. Funds can be used to build, repair, renovate or relocate a home, or to purchase and prepare sites, including providing water and sewage facilities.

Rural Housing Direct Loan

USDA-Rural Development also offers this loan to provide financing at reasonable rates and terms with no down payment. The loan is intended for low-income individuals or households to purchase homes in rural areas. Funds can be used to build, repair, renovate or relocate a home, or to purchase and prepare sites, including providing water and sewage facilities.

Rural Housing Direct Loan

USDA-Rural Development uses this program to help very low- and low-income households construct their own homes. The program is targeted to families who are unable to buy clean, safe housing through conventional methods.

HUD's FHA Loan

This program is administered by the U.S. Housing and Urban Development Department and offers a low down payment of 3% mortgage loan for home purchase or construction for selected applicants under certain income limits.

HUD Insured Loans for Condominiums, Energy Efficiency, Special Credit Risks, and Rehabilitation

These programs are administered by the U.S. Housing and Urban Development Department. HUD will insure selected applicants under certain income limits when procuring loans for rehabilitation or for rehabilitation at the time of purchase.

FHA HUD 203(k) Home Rehabilitation Loan Program

Whereas HUD desires to see current housing stock rehabilitated, this program provides owner occupants of existing homes, or intended owner occupants who are looking to purchase a home, readily available mortgage money to refinance/rehabilitate or purchase/rehabilitate their homes, respectively.

VA Home Loans

These loans, administered by the U.S. Department of Veterans Affairs, are often made without any down payment at all, and frequently offer lower interest rates than ordinarily available with other kinds of loans. These loans may be used for purchase or construction up to \$240,000.

HOME Loans

The Wisconsin Housing and Economic Development Authority (WHEDA) offers federal HOME Investment Partnership Program loans with a low, fixed interest rate to help low- and moderate-income individuals and families buy a home.

Aging and Disability Resource Center (ADRC) of Central Wisconsin

The ADRC supports seniors, caregivers, and adults with disabilities. Services they provide include meals for seniors, benefits identification, community resources identification, caregiver support and education, classes for healthy living, and equipment lending.

Housing Goals, Objectives, and Policies:

Goal 1 – Remain a rural place to raise a family and for people to be here seasonally.

Goal 2 – Promote attractive housing with abundant green spaces and scenic views.

Goal 3 – In addition to promoting single family homes, additional well designed and well constructed alternative housing styles should be constructed to meet the needs of a diversity of residents.

Objectives:

1. Encourage home improvement and development standards that will enhance the overall appearance of housing in the Town.
2. Maintain zoning standards that allow residential development where it will not encroach on prime agricultural lands, but may mix into the agricultural community in appropriate locations.
3. Direct residential development to areas designated on the Future Land Use Map.

Policies:

1. Promote conservation subdivision development as one way of maintaining the Town's rural landscape.
2. Provide adequate areas for the projected need for residential development on the Future Land Use Map.
3. Promote housing programs that assist residents with maintaining or rehabilitating their homes.

Chapter 4

Utilities and Community Facilities

Utilities and community facilities, provided by either public or private entities, are critical for community development. Utilities include things such as electrical service, natural gas, telephone, cable and internet. Community facilities include local government buildings, libraries, educational facilities, and maintenance and storage facilities, as well as services like police, fire protection, and emergency medical services.

Utilities and community facilities play an important role in the economy and livability of a community.

Related Plans and Studies

Juneau County All Hazards Mitigation Plan, 2018

This plan examines general conditions, including an inventory of utilities, community facilities, and emergency services throughout Juneau County. Risk assessment is at the heart of the all-hazards mitigation program. In order to mitigate the risks, it is necessary to assess their relative importance. The report looks at a series of mostly weather-related disasters; how they have affected the county in the past and how future instances are likely to affect the county and how local government should respond to such occurrences.

The report concludes with suggested mitigation measures that might be taken by local governments to reduce the risk from identified hazards. Counties and incorporated municipalities are required to adopt such plans with updates every five years.

Juneau County Outdoor Recreation Plan, 2017-2021

The primary purpose of the Juneau County Outdoor Recreation Plan is to provide continued direction in meeting the current and future recreation needs of Juneau County. This direction takes the form of an inventory and analysis of outdoor recreational facilities followed by establishing recommendations to meet identified needs.

Necedah Area Community Wildfire Protection Plan (CWPP), 2010

Town of Germantown Community Wildfire Protection Plan (CWPP), 2015

Two independent CWPPs were created to address the very high risk to local communities to loss of life or property due to wildfires.

Utilities

Water Service

The Town of Clearfield does not have a public water supply system. Instead, private wells supply the water for public and private facilities within the Town. Most private wells provide a clean, safe supply of water; however, contaminants can pollute private wells, and unfortunately most contaminants cannot be seen, smelled, or tasted. Because of this, Juneau County recommends that individuals should test their water on a regular basis. If you are interested in testing your water, you can pick up a kit at the Juneau County Health Department.

Wastewater

There is no public sewer system in the Town of Clearfield. Therefore, all development in the Town uses on-site septic systems that discharge to underground drainage fields and may include: conventional (underground), mound, pressure distribution, at-grade, holding tank, or sand filter systems. Wisconsin Administrative Code regulates these on-site wastewater treatment systems.

Solid Waste and Recycling

All residents and businesses independently contract for garbage and recycling collection. Many residents take their solid waste and recyclables to the Juneau County Landfill located on County Road B and Ceylon Road, Mauston WI.

Energy and Telecommunications

Electric and Natural Gas

Town of Clearfield electrical needs are serviced by Oakdale Electrical Cooperative, Oakdale WI. Dwellings in Town of Clearfield use natural gas, LP, electrical, or wood for heating purposes. LP can be purchased from Camp Douglas Farmers Co-op (Camp Douglas WI), Wisconsin River Co-op Services (Adams WI), and Tru-Gas (Mauston WI). A natural gas line runs along Hwy 80 in Clearfield.

Telecommunications

Access to communication facilities is very important in the modern economy. Several communication companies provide service to Clearfield. The quality of communication services depends on the capacity of the network (wires, fiber optics, towers, etc.) serving the Town.

Most of Clearfield is covered by Lynxxnet in Camp Douglas with fiber-to-the-home. Speeds up to 1 Gigabyte (GB) are available to provide phone, internet, and TV.

Cellular telephone service providers covering Clearfield include AT&T, T-Mobile, US Cellular, and Verizon.

Current satellite internet service providers include: HughesNet and Viasat Inc.

Community Facilities

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

Town Government Facilities

Town Hall and Town Garage

The Clearfield Town Hall is located at N8111 8th Ave. The Town Garage is on one acre of land at N7843 8th Ave, south of the Town Hall about a mile. The Town of Clearfield owns a Sterling dump truck w/sander, a GMC sidekick dump truck w/sander, a Ford pick-up truck w/dump box, a John Deere mower, and miscellaneous tools.

Map 5 – Utilities & Community Facilities shows where the Town Hall and Town Garage are located.

The local road system is the most significant public facility maintained by the Town and is covered in the Transportation Chapter.

Public Safety

Law Enforcement

The Juneau County Sheriff's Office provides primary law enforcement services to all areas not included within municipal police department boundaries, including the Town of Clearfield. The Sheriff's Department has an office located at the Justice Center in the City of Mauston and provides law enforcement, crime investigation, patrol, traffic supervision, and community programs such as D.A.R.E.

Fire

Town of Clearfield is serviced by New Lisbon Fire Department, Necedah Fire and Rescue, and the DNR's Necedah Fire Response Unit. The New Lisbon Fire Department has 30 volunteer fire fighters serving out of the Fire Station located at 234 W. Pleasant Street in New Lisbon. The Necedah Fire and Rescue station is located at the intersection of STH 21 and STH 80 in Necedah and has 30 volunteer fire fighters. The Department of Natural Resources' fire protect unit that covers Clearfield, the Necedah Fire Response Unit, operates out of the DNR Ranger Station in the Village of Necedah.

Map 5 – District Boundaries shows where each fire department covers Clearfield.

An ISO rating of 1 represents the best protection and 10 represents an essentially unprotected community. The portion of Clearfield in the New Lisbon Fire Department coverage area holds an ISO rating of 8. The portion of Clearfield in the Necedah Fire and Rescue coverage area holds an ISO rating of 10.

No dry hydrants exist in Clearfield.

Wildfire Risk

The DNR has completed a statewide evaluation of fire risk, referred to as the Communities-at-Risk (CAR) assessment. This assessment uses extensive DNR geo-databases to analyze and map hazardous woodland fuel types and the degree of the intermixing of development with wildlands.

Based upon this risk assessment, the entire Town of Clearfield is rated **"very high"** (the highest category) to wildfire in all three categories--hazard, risk, and wildland urban interface (WUI).

Fuels are combustible materials comprised of both living and dead vegetation. The amount of dead vegetation, both standing and on the forest floor, can be increased by natural disturbance events like straight line winds as well as by insects and disease. Dead vegetation accumulates until they decompose naturally or a disturbance event, like a wildfire, occurs. Fuel types vary in the ways they respond to fire, although all plants will burn if exposed to enough heat. Jack pine and red pine are among the most flammable tree species found in the project area.

Hazardous fuels reduction is an important element of reducing wildfire risk. Fuels reduction should be prioritized around high housing density areas on both public and private lands. Fuels reduction may include targeted timber harvests or thinning, chipping projects, or creating buffer zones or buffer strips where forested tracts come in contact with high density housing areas.

Throughout the project area, areas of insect/disease infestation damage or storm damage should be addressed as well as areas that have simply accumulated a significant fuel load over time.

Emergency Medical Services and Medical Facilities

Emergency medical and rescue services in the Town of Clearfield are provided by New Lisbon First Responders, and Mauston EMS. Mutual aid is provided by other nearby rescue services.

The closest hospitals to the Town of Clearview are:

- Mile Bluff Medical Center in Mauston.
- Tomah VA Medical Center in Tomah.
- Tomah Health in Tomah.

Cemeteries

Wisconsin Statute 157.70 provides for the protection of all human burial sites, including all marked and unmarked burials and cemeteries. There are four cemeteries in the Town of Clearfield (See [Map 4](#)).

One Man Cemetery, Vincent Synkiewicz 1861-1938, is located on the north side of 11th Avenue South at the bend in the road per [Map 4](#) and is maintained by the local Lions Club.

The John Kraiss Family Cemetery is located in Section 7 of the Town of Clearfield. Five grandchildren from the Franks, Yest, and Larson Families were buried there between 1911 and 1918.

A lone gravestone of two Native Americans is located on the west side of State Highway 80, just south of 32nd Street. George Salter killed two Native Americans in retaliation for his wife's murder at their Town of Clearfield tavern in 1863.

There is also a cemetery in Section 19 (See [Map 4](#)).

Nearby cemeteries in the City of New Lisbon and adjoining towns meet the future needs of the community.

Child Care Facilities

There are no known daycare providers in Clearfield. In general, people seek childcare providers located near their homes or near their places of employment. Town residents also have informal networks of child care (e.g., family or friends), and some residents may provide licensed childcare from their homes.

Education

Primary and Secondary Schools

The Town of Clearfield is served by the Necedah Area School District and the New Lisbon School District. The majority of Clearfield lies within the New Lisbon District boundaries with a smaller section in the northern part of Clearfield falling within the Necedah District.

Post-Graduate Education

Western Technical College is a public two-year technical college that has six regional locations, including one in Mauston.

Libraries

Juneau County is served by the Winding Rivers Library Systems (WRLS). The WRLS provides services to a seven county library system including Juneau County. Within Juneau County, the WRLS has libraries located in Necedah, New Lisbon, Mauston, Elroy, and Wonewoc. The Necedah and New Lisbon locations are closest to the Town of Clearfield.

Recreation

Park

Kennedy County Park (operated and maintained by Juneau County) provides camping and fishing opportunities for Town residents. See [Map 5](#).

Campgrounds

There are two campgrounds located within the Town:

- Lil' Yellow River Campground
- Cedar Springs Campground

County Forest Management Units

The Juneau County Forestry Department manages 17,798 areas of county forest. The land is managed for multiple uses, and is independently certified as sustainably managed and harvested. Some of the county forest is closed to motorized vehicles. Examples of permitted recreational activities are

hunting, fishing, hiking, snowmobiling, camping, bough cutting, firewood collection, and wildlife observation.

The Clearfield Unit of the county forest is in the Town of Clearfield and accounts for 2,040 acres on two groups of parcels in the Town. See [Map 5](#).

Utilities and Community Facilities

Goals, Objectives, & Policies

Goal 1 – Provide sufficient public services (roads, police, fire & rescue, and garbage & recycling) either through Town efforts or as a partner with other communities to meet existing needs of Town residents and future demand for agricultural, residential, commercial, and industrial uses.

Objective:

1. Maintain the current provision of community services.
2. Provide information to residents on the proper maintenance of septic systems and the benefits of recycling.
3. Share equipment and services across Town boundaries, where possible.
4. Provide the most efficient police, fire, and ambulance services to Town residents at the most cost-effective rates.
5. Direct development that needs municipal services to incorporated communities in Juneau County.

Policies:

1. Continue maintaining the Town's roads. See the Transportation Chapter for more details.
2. Continue cooperating with Juneau County Sheriff's Department to provide law enforcement services.
3. Continue cooperating with nearby services to provide ambulance and fire protection.
4. Continue participating in the County library program.

Goal 2 – Prevent wildfires.

Objective:

- Take action to reduce the likelihood of loss due to wildfires.

Policies:

- Review the tables of mitigation strategies of both local Community Wildfire Protection Plans (Necedah Area and Town of Germantown).

Chapter 5

Transportation

The transportation system in the Town includes all the state, county, and local roads. The local transportation network is an important factor in the safe movement of people and goods, as well as in the physical development of the Town. There is not transit, passenger rail, air, or water transportation service within the Town's jurisdiction.

Related Plans and Studies

Juneau County Bicycle and Pedestrian Plan, 2019

The focus of this plan is to enhance the viability of bicycling and walking as a form of transportation throughout communities, including Clearfield, in Juneau County. This plan focuses on guidelines for planning bicycle facilities, with general design and funding information included. This plan also examines existing conditions for biking and walking countywide and suggests routes and segments on which to prioritize bicycling and walking improvements. Recommendations of this plan focus on policies, programs, and facility treatments intended to improve the safety, convenience, and attractiveness of bicycling and walking for Juneau County residents and visitors. Recommendations specific to Clearfield include:

- **Corridor #12 – New Lisbon to Kennedy to Camp Douglas:** CTH C out of Camp Douglas to 6th Avenue has no shoulders (paved or gravel), so to reduce costs 11-foot lanes and 5-foot paved shoulders are recommended before signing this part of the route.
- **Corridor #18 – New Lisbon to Castle Rock Lake:** This potential route uses STH 80 out of New Lisbon, then local roads to STH 58, and then CTH G or local roads to various destinations.
- **Corridor #22 – Germantown to Necedah:** This potential route uses CTH G at Castle Rock County Park to STH 58 to STH 80 north to Necedah.

Regional Livability Plan, 2015

Transportation is one of the four elements included in the NCWRPC's 2015 RLP. The Transportation Assessment Report, a component of the Plan, looks in detail at the transportation network through the ten-county region and identified trends and issues facing transportation. The RLP addresses three issues: the modes of transportation to work, the age of drivers in the region, and high transportation maintenance costs. The three transportation goals of the Plan are as follows.

- Provide and improve transportation access to people of all ages and abilities to ensure lifelong mobility and accessibility.
- Fund the maintenance and expansion of the transportation system
- Enhance the regional economy by supporting airports and freight rail.

North Central Wisconsin Regional Bicycle and Pedestrian Plan, 2018

This plan is a regional effort to improve bicycling and walking across communities throughout the north central Wisconsin region. The Plan assesses existing conditions related to bicycling and walking, identifying other potential trail and route user groups, identifying routes and describing policies and programs to assist local governments in improving bicycling and walking to promote connectivity between communities and destinations throughout North Central Wisconsin.

Connections 2030

Connections 2030 is the Wisconsin Department of Transportation's (WisDOT) long-range transportation plan for the state. Adopted in 2009, the plan addresses all forms of transportation over a 20-year planning horizon: highways, local roads, air, water, rail, bicycle, pedestrian, and transit. WisDOT is currently in the plan development process to create Connect 2050, which will be an update to this plan.

Locally Developed, Coordinated Public Transit – Human Services Transportation Plan

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

State Trails Network Plan

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

Air Installation Compatibility Use Zone (AICUZ) Study for Volk Field Air National Guard Base (ANGB)

This May 2008 Study is designed to aid in the development of local planning mechanisms, which will protect public safety and health as well as preserve the operational capabilities of Volk Field ANGB.

This study outlines the location of runway clear zones, aircraft accident potential zones, noise contours, height restrictions, runway airspace imaginary surfaces, and recommends compatible land use for areas in the vicinity of the base.

Road Network

The road system in the Town of Clearfield plays a key role in development by providing both access to land and serving to move people and goods through the area. 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. See **Map 4**.

Road Classifications

Functional Classification

A functionally classified road system is one in which streets and highways are grouped into classes according to the character of service they provide, ranging from a high degree of travel mobility to land access functions. At the upper limit of the system (principal arterials, for example), are those facilities that emphasize traffic mobility (long, uninterrupted travel), whereas at the lower limits are those local roads and streets that emphasize access.

Rural functional classifications are shown in **Table 15**. Interstate Highway 90/94 and State Highway 58 are both *principal arterials*, State Highway 80, County Road A are *major collectors*, and County Roads C & M are *minor collectors*. All other roads in Town are local roads.

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

Source: WisDOT

Jurisdictional Classification

Roads are commonly classified in one of two ways: by ownership or by purpose. Jurisdiction refers to a governmental ownership, not necessarily responsibility. For example, some state owned roads are maintained by local jurisdictions. Additionally, the designation of a “Federal aid highway” does not alter its ownership or jurisdiction as a state or local road, only that its service value and importance have made the road eligible for Federal-aid construction and rehabilitation funds. Ownership is divided among the federal, state and local governments. States own over 20 percent of the national road network. The Federal Government has responsibility for about 5 percent, primarily in national parks, forests and Indian reservations. Over 75 percent of the road system is locally controlled.

In some cases, local municipalities are responsible for conducting routine maintenance and minor repairs on state and federal highways within their jurisdictional boundaries. In return, the state generally provides financing to those jurisdictions. However, major repairs and reconstruction are generally still the responsibility of the State Department of Transportation.

Map 4 – Transportation shows how all the state highways, county highways, and Town roads make up a connected street network. **Table 16** shows the jurisdictional mileage breakdown as of January 2022.

Table 16: Road Mileage by Jurisdictional and Functional Class				
Jurisdiction	Arterial	Collector	Local	Totals
Federal	2.17			2.17
State	5.29	6.99		12.28
County		7.68		7.68
Town			44.97	44.97
Totals	7.46	14.67	44.97	

Source: WisDOT

In addition to these main classifications, a road or segment of road may hold a number of other designations, such as forest road, rustic road, emergency or evacuation route, truck route, or bike route.

Road Maintenance

Pavement Condition

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.

The PASER system rates road surfaces on a scale of 1 to 10.

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

Table 17 shows a summary of pavement conditions in the Town of Clearfield. Town roads exhibiting a surface condition rating at or below “fair” must be examined to determine what type of reconstruction or strengthening is necessary. The roads that display a surface rating of “good” or better will only require minimal preventative maintenance to promote safe travel conditions. Most Town roads are in good condition or better (73.1%). About 21.3% of Town roads are rated as “Fair,” and almost no roads are “Poor” or “Very Poor.”

**Table 17: Summary of Pavement Conditions, 2022
Town of Clearfield Roads**

Surface Type	Miles
Unimproved	0
Gravel	0
Sealcoat	26.61
Asphalt	18.36
Total	44.97
Surface Condition Rating	Miles
Very Poor	0
Poor	1.00
Fair	9.57
Good	24.15
Very Good	0
Excellent	8.74
Total	44.97

Source: WisDOT

Traffic and Safety

Traffic Volumes

Annual average daily traffic (AADT) counts are measured and calculated on selected high traffic roads and highways every three, six, or ten years (depending upon functional classification) by the Wisconsin Department of Transportation (WisDOT). Monitoring these counts provides a way to gauge how traffic volume is changing in the Town of Clearfield. **Table 18** provides traffic counts for years 2004, 2010, and 2019 and notes the overall percent change.

Most traffic is mainly traveling through the Town of Clearfield on State Highways 58 and 80, with some cross traffic on County Highway A. County Highways C and M both act like local roads with very low traffic volumes that basically equal residential streets in a city or village (below 500 AADT). Traffic in Clearfield has declined overall from 2004 to 2019.

Table 18: Road Network AADT

Location	2004 AADT	2010 AADT	2019 AADT	2004-2019 % Change
STH 58, north of Dune Rd	2400	2500	2200	-8.3%
STH 58, south of CTH G	3900	3600	3800	-2.6%
STH 58, south of 39 th St E	4200	3900	3700	-11.9%
STH 80, south of 32 nd St	1700	1800	1700	0
STH 80, north of Karmazine Rd	3400	3400	3300	-2.9%
CTH A, west of STH 58	840	930	1100	31.0%

Source: WisDOT

Trucking

Interstate 90/94 and State Highway 80 are designated long truck routes as identified by WisDOT. Designated long truck routes permit the largest trucks to operate in Wisconsin (tractor-semitrailer combinations of up to 75 feet in overall length).

Local truck routes (like State Highway 58) often branch out from these major corridors to link local industry with the main truck routes as well as for the distribution of commodities with the local area. Local issues such as safety, weight restrictions, and noise impacts play significant roles in the designation of local truck routes.

Rail

The Chicago Milwaukee St. Paul and Pacific (CMStP&P) railroad operates a rail line bisecting the Town on a north-south axis. The line connects with the Soo Line Railroad in Wisconsin Dells and travels in a generally northwest direction through Mauston and new Lisbon before veering northeast through the Town of Clearfield. After leaving the Town the line passes through Necedah and joins with a Canadian National line that terminates in the upper peninsula of Michigan.

Map 4 – Transportation shows where the railroad travels through Clearfield.

Air Transportation

The nearest commercial air service is the La Crosse Municipal Airport, located about 50 miles west in La Crosse. The closest air service to Clearfield is at the Necedah Airport in the Village of Necedah. Although there are no airports located in Clearfield there is a small privately-owned airstrip in the Town located on 8th Avenue at about 32nd Street.

Volk Field Air National Guard Base is located near Camp Douglas, due west of the Town of Clearfield. Volk Field is a military airport affiliated with the Wisconsin Air National Guard which also houses Camp Williams. The base operates a single asphalt and concrete paved runway measuring 9,000 ft long. The airfield is able to handle most, if not all, modern military aircraft. The east/west orientation of the runway means the typical flight ingress and egress paths stretch across much of northern Juneau County, Southern Wood County and into Jackson County.

Transportation Services for Specialized Populations

The Aging and Disability Resource Center provides information on transportation services for those that are elderly and for those with disabilities including the Juneau County Transportation Program. The Juneau County Elderly and Disabled Transportation program provides rides to persons over the age of 55, and people who have a disability that prevents them from driving. Rides are provided for shopping, medical appointments, or to other locations as needed. Bus transportation is provided on weekdays and is equipped with a wheelchair lift.

Bicycling and Walking

All roads within the Town are available for bicycle and pedestrian travel, although they may not be safe to travel on without some improvement. The 2019 Juneau County Bicycle and Pedestrian Plan identified on-road bike routes within the Town of Clearfield:

- **Corridor #12 – New Lisbon to Kennedy to Camp Douglas:** CTH C out of Camp Douglas to 6th Avenue has no shoulders (paved or gravel), so to reduce costs 11-foot lanes and 5-foot paved shoulders are recommended before signing this part of the route.
- **Corridor #18 – New Lisbon to Castle Rock Lake:** This potential route uses STH 80 out of New Lisbon, then local roads to STH 58, and then CTH G or local roads to various destinations.
- **Corridor #22 – Germantown to Necedah:** This potential route uses CTH G at Castle Rock County Park to STH 58 to STH 80 north to Necedah.

Recreational Vehicles

There are extensive snowmobile trail and ATV route/trail systems throughout Juneau County that include the Town of Clearfield. The Town of Clearfield allows the use of ATV/UTVs on Town roads. Most county highways also allow ATV/UTV use.

Transportation Goals, Objectives, & Policies

Goal – Maintain a safe and efficient Town road system.

Objectives:

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

Policies:

1. When farms or other employers become large enough to generate substantial heavy vehicle traffic, then consider using WisDOT's Transportation Economic Assistance program to help pay for road upgrades.
2. Use the Town Driveway Ordinance to address blind spots, increase safety, and to space out appropriate driveways to preserve road capacity.
3. Continue creating and implementing a 5-year Town Road Improvement Plan.

4. Promote WisDOT's Tourist Oriented Directional Sign (TODS) Program to provide signs on state highways for qualifying tourist-related businesses, services, or activities that are not on state highways.
5. Maintain and upgrade Town roads so they continue to accommodate emergency vehicles, school buses, and snowplows.

Chapter 6

Economic Development

The economic base of the community serves as an important driver for current and future land use. Economic characteristics include such components as the size of the civilian labor force, comparative employment growth, employment by industry, unemployment rates, and commuting patterns. Employment patterns and economic trends generally occur on a regional scale. Residents of one community often work in another. Similarly, changes in a major industry can impact jobs and growth far beyond the community where the business is physically located. It is therefore important to understand a local community's economy in light of its regional context.

Assessment of these components of the economic base provides an important historical perspective on current land use patterns and provides insights that help to predict possible future directions and opportunities for growth of the local economy.

Related Plans and Studies

Comprehensive Economic Development Strategy (CEDS), 2017

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

Regional Livability Plan (RLP), 2015

Economic Development is one of four elements included in the RLP, adopted by the NCWRPC in 2015. The Economic Development Assessment Report within the RLP observes in detail the economic health of the ten-county region and identifies trends and issues facing the local economy. The RLP addresses three economic development issues:

- Available Labor Force and Employment – Businesses need a workforce with the proper education to meet the demands of an ever changing job market. High labor needs combined with an older workforce preparing for retirement will result in a labor force shortage and inability to meet the workforce needs of area businesses. The future availability of a quality labor force is a major concern for the business community.
- Living Wage – over the past ten years, the region's cost of living (e.g., home prices and rent) have increased faster than per capita and household incomes. Consequently, many working adults must seek public assistance and/or hold multiple jobs in order to meet the basic needs of their families. Occupations paying a living wage provide families resources for savings,

investments, education, and the purchasing of goods which improves the local economy and increases the quality of life of the region's population.

- Broadband – High-speed broadband connections are crucial for government services, healthcare, education, library systems, private businesses, and residents. Improving the region's telecommunication network can assist existing businesses, attract new businesses, and allow residents to access education opportunities.

ALICE: A Study of Financial Hardship in Wisconsin

This report, developed by the United Way, described the 25% of households in Juneau County that are above the federal poverty level, but still struggle to afford basic household necessities, or "ALICE" households (Asset Limited, Income Constrained, Employed). These households are largely employed but do not earn enough in wages to meet the "household survival budget," which does not allow for any savings. The report states that many ALICE households provide vital services, such as retail, health care, child care, and security, but cannot make ends meet on the income provided from these jobs.

- The ALICE report shows that 26% of Clearfield households are either below the federal poverty level or are considered ALICE households.

Juneau County Comprehensive Plan, 2009

The Juneau County Comprehensive Plan covers economic development in both the inventory and plan recommendation sections. The inventory information is a brief overview of labor force, commuting patterns, economic base, environmentally contaminated sites, and economic development programs. Goals, objectives, policies, and recommendations are provided in the plan recommendation section. Some of the recommendations include expanding the economic base, engaging in workforce development and training programs, marketing available sites and buildings, and protecting cultural, agricultural, and social resources of the County and the municipalities located within Juneau County.

Town of Clearfield Economic Environment

Economic development is an organized process to expand the number and types of business, increase employment levels and opportunities, and increase the tax base. A part of the process to prepare for economic development is to identify local strengths and weaknesses and develop strategies to promote strengths and address weaknesses.

Labor Force Analysis

Labor Force

Labor force is defined as the number of persons, sixteen and over, employed or looking to be employed. Overall, the Town population has increased slightly from 2010 to 2019, and the number of people in the labor force has also increased. See **Table 19**. There were 50 more people in the labor force from 2010 to 2019, for a gain of 4%. Juneau County's labor force lost 6.7% between 2010 and 2019, which is a net decline of 930 individuals in the labor force.

Unemployment

Unemployment is defined as the difference between the total civilian labor force and total persons employed, see **Table 19**. Stay-at-home parents, retirees, or persons not searching for employment are not considered unemployed because they are not considered part of the labor force. In 2010, the Town of Clearfield had 12.7% unemployment, which was higher than Juneau County's unemployment rate of 8.1%. By 2019, Clearfield's unemployment rate was down to 3.6%, which is similar to Juneau County's rate of 3.7%.

Workforce Participation

Workforce participation is a measure expressed in terms of a percentage of persons actively seeking employment divided by the total working age population, see **Table 19**. People not participating in the labor force may not seek employment due to a variety of reasons including retirement, disability, choice to be a homemaker, or are simply not looking for work. In 2010, 67.1% of Clearfield's population over the age of 16 was in the labor force. By 2019, that percentage dropped to 64.1%. Juneau County's participation rate was 59.6% in 2019. The labor force participation rate in the Town fell from 2010 to 2019 in large part due to an increase in the size of the retired population (a 28.5% increase). The median age went down slightly from 2010 to 2019, so some other factor affected how many people sought work.

	2010	2019	% Change
Population 16 years and over	565	615	8.8%
Labor Force	379	394	4.0%
Employed	325	380	16.9%
Unemployed	48	14	-70.8%
Unemployment Rate	12.7%	3.6%	-71.7%
Participation Rate	67.1%	64.1%	-4.5%

Source: American Community Survey 5-Year Estimates

Economic Sectors

Table 20 details the occupation of the Town's and the County's employed workers. Occupation is the kind of work a person does to earn a living, while industry is the type of activity at a person's place of work. The overall number of workers in the Town of Clearfield increased substantially from 2010 to 2019, as did the respective economic sectors. There were 380 residents working in 2019, which is up from 325 in 2010. Overall, employment increased by 15.9% during this time, with the Management, Professional, and Related sector adding the most workers (36), while the Sales and Office sector lost the least jobs (9). All other sectors gained jobs.

Table 21 outlines employment in the Town and County by industry sector. In 2019, the largest sectors in the Town were *Manufacturing, Educational Services, Healthcare, & Social Assistance*, and *Construction*. These three sectors accounted for about 61 percent of total employment among Town of Clearfield residents. Between 2010 and 2019, the Retail Trade sector lost 28 workers, but the following three sectors each gained over 20 workers: *Construction, Manufacturing, and Finance, Real Estate, & Leasing*. Most other sectors experienced a gain in employment between 2010 and 2019.

Table 20: Occupation of Employed Workers

Sector	Town of Clearfield			Juneau County		
	2010	2019	% Change	2010	2019	% Change
Management, Professional, and Related	102	138	35.3%	2,899	3,145	8.5%
Service	41	46	12.2%	2,519	2,610	3.6%
Sales and Office	93	84	-9.7	2,970	2,220	-25.3%
Natural Resources, Construction and Maintenance	29	48	65.5%	1,439	1,409	-2.1
Production, Transportation, and Material Moving	60	64	6.7%	2,918	2,797	-4.1
Total	325	380	15.9%	12,745	12,181	-4.4

Source: American Community Survey 5-Year Estimates

Table 21: Employment by Industry Sector

Sector	Town of Clearfield			Juneau County		
	2010	2019	% Change	2010	2019	% Change
Natural Resources & Mining	3	2	-33.3%	497	552	11.1%
Construction	18	42	133.3%	854	798	-6.6%
Manufacturing	81	103	27.2%	2,672	2,239	-16.2%
Wholesale Trade	4	2	-50.0%	223	304	36.3%
Retail Trade	52	24	-53.8%	1,792	1,307	-27.1%
Transportation, Warehousing, & Utilities	7	17	142.9%	666	715	7.4%
Information	0	3	N/A	88	65	-26.1
Finance, Real Estate, & Leasing	8	34	325.0%	438	357	-18.5%
Professional, Scientific, Management, Administrative, & Waste Management	11	13	18.2%	427	579	35.6%
Educational Services, Healthcare, & Social Assistance	74	87	17.6%	2,264	2,551	12.7%
Arts, Leisure, & Hospitality	25	11	-56.0%	1,444	1,325	-8.2%
Other Services	19	17	-10.5%	449	459	2.2%
Public Administration	23	25	8.7%	931	930	-0.1%
Total	325	380	16.9%	12,745	12,181	-4.4%

Source: American Community Survey 5-Year Estimates

Laborshed

A laborshed is an area or region from which an employment center draws its commuting workers, see **Figure 9**. In 2019, approximately 3 of the 36 total jobs within the Town of Clearfield were filled by Clearfield residents. About 33 workers traveled to Clearfield during the average work day. In contrast, 329 Clearfield residents commuted to locations outside of the Town for work, indicating that Clearfield’s laborshed extends beyond its municipal boundaries. **Figure 9** shows the inflow-outflow patterns of the Town of Clearfield’s laborshed.

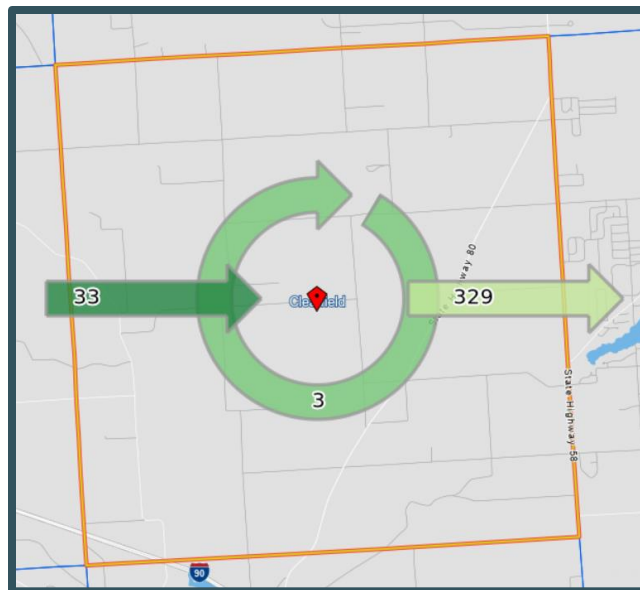
In-Migration

The majority of in-commuters live in close proximity to Clearfield. Workers commute from a variety of locations, most commonly the City of Mauston (13.9%), City of New Lisbon (8.3%), and Village of Camp Douglas (5.6%).

Out-Migration

Town of Clearfield residents commuting outside of the Town’s boundaries travel across Wisconsin. About 329 residents are employed outside of the Town’s boundaries. Like in-commuters, the majority of employed residents work in nearby communities. The largest percentages of workers leaving Clearfield for work travel to the City of Mauston (20.5%), City of Tomah (7.2%), City of New Lisbon (5.7%), Village of Necedah (3.3%), City of Elroy (1.8%), Village of Oakdale (1.8%), City of Reedsburg (1.5%), and many more communities with less than 1.5% each.

Figure 9: Town of Clearfield Inflow/Outflow, 2019



Source: U.S. Census “OnTheMap”

Juneau County Economic Environment

Traditionally, the economy in Juneau County has been largely centered around the manufacturing industry. In recent years there has been a shift away from manufacturing. Therefore, diversification away from the traditional reliance on manufacturing will be required to better position the county to compete in a changing marketplace.

Many of the communities in Juneau County are located along the Interstate 90/94 Corridor making them something of a “midpoint” between the larger cities of Madison and Eau Claire/La Crosse, and between Chicago and Minneapolis. Manufacturers seeking to serve markets in these communities find the location of Juneau County advantageous. The transportation linkage is beneficial to employers and to commuters as well. This creates opportunities within the warehousing and transportation sectors and offers potential for development within Juneau County. Based on Census figures in 2019, about 2,700 more workers leave Juneau County to work elsewhere than enter the county to work each day. Nearly 53% 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 32% of the county’s total workforce.

Economic success often hinges on the characteristics of the population. These human resources are critical 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 detriments to economic diversification, there has been steady job growth within the county over the last twenty years.

Economic Sectors

Table 21 details employment by industry sector for the Town of Clearfield and Juneau County. In 2019, there were 380 persons employed in the thirteen overall industry sectors in Clearfield, up 16.9% since 2010.

From 2010 to 2019, Juneau County lost over 900 jobs in the *Manufacturing* and *Retail Trade* sectors. About 590 of those jobs were absorbed by the remaining sectors that gained employment, with about 325 people out of a job in Juneau County over that time period. Most people in 2019 were employed in the sectors of *Educational Services, Healthcare, & Social Assistance*; followed by *Manufacturing, Arts, Leisure, & Hospitality*; and *Retail Trade*.

Labor Force Analysis

Table 22 displays labor force trends in Juneau County between 2010 and 2019. The labor force is defined as the number of persons, sixteen and over, that are employed or searching for employment. Persons over sixteen who are students, homemakers, retired, institutionalized, unable, or unwilling to seek employment are not considered part of the labor force.

Even though Juneau County’s population 16 years and over rose by 2.0% (429 people) from 2010 to 2019, the County’s labor force declined 6.7% (930 people) over the same time.

Juneau County’s population over 65 years old rose by 15.2% (705 people) from 2010 to 2019—so only 2/3rds of the labor force decline may be attributed to a retiring workforce, unless more early retirements occurred.

	2010	2019	% Change
Population 16 years and over	21,484	21,913	2.0%
Labor Force	13,983	13,053	-6.7%
Employed	12,745	12,420	-2.6%
Unemployed	1,125	486	-56.8%
Unemployment Rate	8.1%	3.7%	-54.1%
Participation Rate	65.1%	59.6%	-8.4%

Source: American Community Survey 5-Year Estimates

Agricultural Economy

Agriculture is a major industry in Juneau County, see **Figure 10**. In 2017, the Census of Agriculture notes that there were 715 farms, averaging 245 acres each, that cover over 175,400 acres of farmland in all of Juneau County. These farms included over 27,200 cattle and calves, over 40,600 acres of corn for grain, almost 32,000 acres of soybeans for beans, and over 20,200 acres of forage crops. Juneau County ranks #4 in the State for the production of fruits, tree nuts, and berries—most of which comes from cranberries.

Figure 10 Agriculture’s Annual Impact in Juneau County



Source: [Agriculture Works Hard For Juneau County](#), Extension, UW-Madison, 2022

In 2013, Juneau County adopted the Farmland Preservation Plan (FPP) to help guide farmland preservation and resource conservation activities through 2028. The primary purpose of the program

is to minimize the conversion of farmland to other uses and to protect soil and water resources from the impacts of agricultural runoff. Most of the farms in the Town of Clearfield are within designated Farmland Preservation Areas. Such a designation is the first step to establish eligibility for Exclusive Agricultural Zoning or Agricultural Enterprise Area (AEA) tax credits; neither of which exists in Juneau County.

Forecasts

The Wisconsin Department of Workforce Development (DWD) prepares statewide long term (2018-2028) workforce projections by industry. See **Table 23**. The industry sectors in Wisconsin that are projected to grow are most industries by thousands of employees. Even though the *Manufacturing* industry is not expected to grow more than 65 people in all of Wisconsin, there will be thousands of jobs available in the *Manufacturing* industry as the Baby Boomers continue to exit the workforce in great numbers.

	2018	Projected 2028	Net Change	% Change
Natural Resources and Mining	42,676	46,092	3,416	8.0%
Construction	122,293	135,294	13,001	10.6%
Manufacturing	478,515	478,580	65	0.0%
Trade, Transportation, and Utilities	555,753	555,749	-4	0.0%
Information	47,156	48,524	1,368	2.9%
Financial Activities	152,825	156,164	3,339	2.2%
Professional and Business Services	327,663	345,642	17,979	5.5%
Education and Health Services	665,133	712,496	47,363	7.1%
Leisure and Hospitality	288,704	303,565	14,861	5.1%
Government	169,768	169,311	-457	-0.3%
Other Services (except Government)	158,175	162,135	3,960	2.5%

Source: American Community Survey 5-Year Estimates

The primary long-term challenge facing Wisconsin's economic future remains workforce quantity. The demographic situation facing the state, other upper-Midwest states, and most of the western economies will advance unaltered in the coming decades. (DWD)

There are four solutions to the macroeconomic labor quantity challenge: 1) offshoring production, 2) immigration, 3) mitigating barriers to employment of the chronically unemployed, and 4) technological advancement. Critical to the technology solution is the concomitant match of labor skills with technologies' sophistication. This is true for designing, building, installing, operating, and maintaining the advanced equipment as well as for development of the infrastructure and facilities needed to support technological progress. (DWD)

Worker skills must align with skills demanded by the position. If you have the talent and not the job, the talent goes elsewhere. If you have the job and not the talent, the job goes elsewhere. For Wisconsin to successfully compete in the global economy, the state needs to attract and retain everybody it can and educate and train everybody to match the requirements of the new technologies. (DWD)

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.

See the Natural, Agricultural, and Cultural Resources chapter in this plan for additional programs related to agriculture and forestry.

Local

The Juneau County Economic Development Corporation (JCEDC)

The Juneau County Economic Development Corporation (JCEDC) is 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.

Regional

North Central Wisconsin Regional Planning Commission

The Town is a member of the North Central Wisconsin Regional Planning Commission, as are all local governments in Juneau County based on county membership. Membership brings with it a variety of planning benefits and service. Benefits include participation in the Economic Development District, including eligibility for a variety of grants administered by the U.S. Department of Commerce Economic Development Administration. In addition, resulting in membership with the NCWRPC, the county is a member of the North Central Wisconsin Development Corporation which 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.

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.

State

Rural Economic Development Program

This program administrated by the Wisconsin Economic Development Corporation (WEDC) 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 Administration 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.

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.

Economic Development Goals, Objectives, & Policies

Goal 1 – Promote the economic base that supports tourism, agriculture, and forestry, while retaining a rural setting.

Objective:

1. Support working farms and working forests.
2. Support light industrial or commercial land uses to support:
 - a. Tourism on Castle Rock Lake (e.g., ship storage & maintenance, general storage, landscaping, etc.),
 - b. Farm supply (e.g., grain and input storage, implement dealers), and
 - c. Forestry services (e.g., implement dealers, and consulting offices).

Policies:

1. Provide area zoned for businesses that supports tourism, farming, and forestry.
2. Protect the farmer's right to farm by discouraging conflicting land uses near active farms.
3. Encourage participation in the WDNR's Managed Forest Law program.
4. Promote non-animal micro-farming operations as complimentary or supplementary use in rural residential areas.
5. Promote agroforestry as a value added land use to owners.
6. Continue maintaining Town road capacity for all the traffic and vehicle types necessary for working farms and forests.

Goal 2 – Direct development that needs municipal services to incorporated communities in Juneau County.

Objective:

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

Policy:

- Refer potential developers to the appropriate County and State agencies who regulate POWTS and well locations.

Chapter 7

Land Use

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

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

RELATED PLANS and STUDIES

Regional Livability Plan, 2015

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

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

Juneau County Comprehensive Plan, 2009

The Juneau County Comprehensive Plan is a policy plan. The Plan describes existing and future land uses, and regulatory tools for land use. The overall goal of the Comprehensive Plan is to provide consistency between official mapping, zoning and subdivision ordinances, local plans, and other implementation tools.

Air Installation Compatibility Use Zone (AICUZ) Study for Volk Field Air National Guard Base (ANGB)

This May 2008 Study is designed to aid in the development of local planning mechanisms, which will protect public safety and health as well as preserve the operational capabilities of Volk Field ANGB.

This study outlines the location of runway clear zones, aircraft accident potential zones, noise contours, height restrictions, runway airspace imaginary surfaces, and recommends compatible land use for areas in the vicinity of the base.

EXISTING LAND USE

The Town of Clearfield was designed as a 36-section township in central Juneau County. The Town is covered primarily by woodlands, with croplands adjacent to the Lemonweir River. Houses are scattered throughout the Town, mainly along Town roads and not in subdivisions.

Knowledge of the existing land use patterns within a town is necessary to develop a desired “future” land use pattern. The Existing Land Use Map (**Map 8**) was developed using air photos from a countywide flight in 2020, with updates by local residents in 2022. The following basic categories were used to classify the various existing land uses: Agriculture, Commercial, Governmental, Industrial, Open Lands, Outdoor Recreation, Residential, Transportation, Water, and Woodlands.

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

Existing Land Use Classifications

Map 8 outlines the existing land use pattern throughout the Town. The intent of an existing land use map is to illustrate the location of existing land use categories within the Town for planning purposes. Land use classifications are grouped by the use most central to each parcel. For example, lands classified as residential may also have a barn or home based business on site.

Land Use Classification	Acres	Percent
Agriculture	2,535	11.1%
Commercial	68	0.3%
Governmental	1.7	0%
Open Lands	687	3.0%
Outdoor Recreation	186	0.8%
Residential	407	1.8%
Transportation	558	2.4%
Water	211	0.9%
Woodlands	18,190	79.6%
Total	22,843.7	100%

Source: NCWRPC GIS

Existing land use classifications and acreage totals are presented in **Table 24**. The vast majority of land within the Town is woodlands (79.6%). Most of the woodlands are in private ownership that are not enrolled in the Managed Forest Law program. County forest is part of the Woodlands classification, while Kennedy Park is the whole Outdoor Recreation classification in Clearfield. Residential development is scattered throughout the Town (1.8%). Most of the new 50 additional acres of housing occurred on previously platted land in Sections 8 & 9. Transportation includes roads, highways, and railroads, covering about 2.4% of the land in Clearfield. Commercial and outdoor recreation have basically not changed since 2009. Most of the hundreds of woodland acres lost became open lands, which may have been added to agriculture since no residential subdivisions were under development in 2020 in Clearfield.

Managed Forest Law (MFL) & Public Lands

As of 2021, there are over 2,100 acres enrolled in the Managed Forest Law (MFL) program in Clearfield, which are subject to a substantial reduction in property taxes. See **Figure 7** (MFL Lands in Clearfield) in Chapter 2 to see a map of where MFL lands are in Clearfield and for a description of the MFL program.

The Clearfield Unit of the Juneau County Forest is in the Town of Clearfield and accounts for 2,040 acres on two groups of parcels in the Town (See **Map 4**). One additional group of Clearfield Unit Forest parcels exists in the Town of Necedah.

Land Supply and Demand

Table 25 shows the estimated land demand in acres over the next 20 years. The Future Land Use map (**Map 9**) illustrates the anticipated future pattern of land uses in Clearfield over this same time.

As shown by the existing land use inventory (**Table 24 and Map 8**), a substantial portion of the Town is woodlands or agriculture, so the supply of land “available” for development appears to be adequate. However, the Town must balance long-term development and growth against priorities for keeping large blocks of agricultural land and woodland whole to maintain working farms and working forests.

Agriculture:

No net loss of agricultural land occurred since 2009, but new lands were created while other lands were converted to woodland. Since farming is strong in Clearfield, with no loss to residential development, then agricultural projections will increase farmland as-if all of the former agricultural lands are put into production in the future through 2040.

Residential:

The Town of Clearfield’s population has been decreasing since its peak in 2000. The number of households has risen a lot since 1990 due to a decrease in the average household size. DOA population and household projections predict a minor upward trend in the Town’s population and continued steady rise in the number of households through 2040. Residential development pressure most likely will come from seasonal housing demand that is not supplied in the Town of Germantown. There is a lot of developable land still available in Germantown, and sanitary sewer service is provided in Germantown. **Figure 8** in Chapter 2 shows where the Friendship-Plainfield soil association exists, which is where residential subdivisions are being built upon in Germantown. Some of the airspace

above Clearfield is used as one of two main approaches/departures to/from Volk Field. To protect aircraft operational capabilities at Volk Field, it is recommended that if housing is built within the approach/departure aircraft accident zone that it only exist on 1-acre or larger lots; and not to build places of assembly (e.g., theaters, churches, schools, restaurants, town halls, campgrounds, etc.) within that zone. With a minor upward trend in the Town’s population and continued steady rise in the number of households through 2040, then some estimated residential land demand was calculated based upon the change in residential acreage from 2009 to 2020.

Commercial:

There are a limited number of commercial uses in Town mainly along STH 58/CTH G. Demand for these businesses comes from the seasonal and permanent residents in Germantown around Castle Rock Lake. It is difficult to predict whether demand for additional commercial businesses will exist over the next decade due to the shock that COVID-19 gave to the economy and the lack of employees for existing businesses. Since the housing market remained strong during the COVID-19 pandemic, then the same amount of commercial acreage that occurred from 2009-2020 will also be projected through 2040 in **Table 25**.

Industrial:

Since there is no industrial land in Clearfield, and the groundwater level is high, which makes any mining much less profitable, then no land will be projected as industrial.

Table 25: Estimated Land Demand in Acres				
Category	Projected Total Acreage			
	2025	2030	2035	2040
Agricultural	2,598	2,660	2,722	2,785
Residential	420	432	444	457
Commercial	70	73	75	78
Industrial	0	0	0	0

Source: NCWRPC

Land Values

Table 26 displays the assessed land values in the Town of Clearfield. It is important to note that lands enrolled in the Managed Forest Law and Forest Crop Law programs and other exempt lands (such as county forest) are not included in values for **Table 26**. The overall land value per acre in Clearfield is valued at about \$4,850 per acre based on assessed land values from the Department of Revenue. Residential properties have the highest value per acre, followed by commercial properties.

Table 26: Town of Clearfield Land Values, 2020

Land Classification	Total Value of Land and Improvements	Total Acres	Average Value per Acre
Residential	\$49,361,500	2,698	\$18,296
Commercial	\$3,924,700	78	\$50,317
Manufacturing	\$0	0	N/A
Agricultural	\$368,000	2,651	\$139
Undeveloped	\$1,096,900	2,049	\$535
Agricultural Forest	\$716,700	758	\$946
Forest Lands	\$11,234,400	5,705	\$1,969
Other	\$1,004,900	22	\$45,677
Total	\$67,707,100	13,961	\$4,850

Source: WI Department of Revenue and NCWRPC

Opportunities for Redevelopment

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

Existing and Potential Land Use Conflicts

A land use consideration is acknowledging the presence of the Volk Field Air National Guard Base and the need to consider the impacts that the flights operating out of the base have on nearby residential and other land uses when making decisions.

Part of the airspace above Clearfield is used as one of two main approaches/departures to/from Volk Field. To protect aircraft operational capabilities at Volk Field, it is recommended that if housing is built within the approach/departure aircraft accident zone that it only exist on 1-acre or larger lots; and not to build places of assembly (e.g., theaters, churches, schools, restaurants, town halls, campgrounds, etc.) within that zone (Figure 3-1 in **Attachment D**). Figure 3-4 in **Attachment D** shows the height limitation zone and the accompanying text notes that state law already requires a state permit if a structure is at least 150 feet tall.

FUTURE LAND USE

The **Future Land Use Map (Map 9)** 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 future development of the Town.

Land use classifications group land uses that are compatible and provide for the separation of conflicting uses. Not all land use classifications are used on both the Existing Land Use Map and Future Land Use Map. The classifications are not zoning districts and do not have the authority of zoning, but are intended for use as a guide. Subdivision, zoning, and official map decisions must be consistent (§66.1001(3) WI Stats.) with the Future Land Use Map.

The identification of desired future land use types through the map does not imply that an area is immediately appropriate for rezoning. Given service demands and a desire for controlled growth, careful consideration to the timing of zoning decisions is essential. In some places, it may be appropriate to rezone land to reflect the planned land use designations, while in other cases, it may be desirable to wait to rezone the area until an actual development proposal is brought forward.

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

Land Use Classifications

Agriculture

Lands that are managed to produce crops or raise livestock and related uses including farmsteads.

Commercial

Identifies areas that sell goods or services to the general public; such as gas stations, stores, restaurants, professional services, hotels, campgrounds, and car dealerships. Higher density residential development may also exist here, along with some storage facilities.

Governmental

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

Industrial

Identifies areas that produce goods or services for distribution to commercial outlets, for example: manufacturers and wholesale distributors. Any uses that directly relate to trucking or mining operations are also located in industrial areas.

Open Lands

Contains land without trees that does not appear to be agricultural. Such lands may include 100-year floodplains as defined by the Federal Emergency Management Agency, DNR wetlands, and steep slopes of 12 percent or greater.

Outdoor Recreation

Land that is or could become parks or trails. Ball fields, outdoor amphitheaters, county parks, and waysides are all included in this designation.

Residential

Identifies areas of residential development, regardless of parcel size.

Transportation

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

Water

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

Woodlands

Areas of land that are covered with trees and hardly any grass. Single family houses, and hunting shacks may exist in this area on large lots. DNR wetlands that contain many trees.

Land Use

PROGRAMS and TOOLS

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

Zoning

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

A zoning ordinance consists of a map and written text. The zoning map arranges the community into districts or zones, agriculture, residential, commercial, industrial, etc. Within each of these districts, the text of zoning ordinance specifies the permitted land uses, the size of buildings, yard/lot dimensions, and other prerequisites in obtaining permission to develop. The goal of the zoning ordinance is to set a reasonable development pattern by keep similar and related uses together and separating dissimilar, unrelated and incompatible uses, particularly in relationship to transportation facilities, utilities and public services and facilities.

The Town of Clearfield has its own zoning ordinance. The Zoning Ordinance outlines zoning districts and provides development guidelines including height restrictions, minimum lot area, and guidelines for accessory uses and structures.

Shoreland Zoning

All counties are mandated by Wisconsin law to adopt and administer a zoning ordinance that regulates development in shoreland and floodplain areas of the county outside of villages and cities in accordance with state shoreland zoning standards. Towns may apply their own zoning in shoreland areas as long as it does not impose requirements on matters regulated by their County. Juneau County Shoreland Zoning regulates land use within shoreland and floodplain areas throughout the Town.

Land Division

Land division within the Town of Clearfield is regulated by Juneau County's Land Subdivision Ordinance. Subdivision regulation relates the way in which land is divided and made ready for development. A community can control the subdivision of land by requiring a developer to meet certain conditions in exchange for the privilege of recording a plat. While imposing conditions restricts the use of private property, the cumulative effect of land subdivision on the health, safety, and welfare of a community is so great as to justify public control of the process.

There is some overlap between zoning and subdivision codes in terms of standards. Both ordinances, for example, can set lot sizes. Both can deal with the suitability of land for development. Implementing important plan techniques such as rural cluster development often requires use of the zoning ordinance and the subdivision ordinance.

A town land division code can provide the town the means to review and regulate new divisions of land to ensure consistency with the vision, goals, objectives, land protection criteria, and other recommendations of an adopted comprehensive plan. The ordinance would require administration and enforcement by the Town. Therefore, local control of divisions of land would require Town funding. It also adds a layer of government involved in regulating proposals for land divisions.

Other Tools

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

Land Use

GOALS, OBJECTIVES, and POLICIES

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

Objectives:

1. Maintain the Comprehensive Plan as a guide for future land use and zoning decisions.
2. Protect and preserve the rural character of Clearfield.
3. Protect prime agricultural lands for working farms or working forests.
4. Be aware that part of the airspace above Clearfield is within the approach/departure aircraft accident zone.

Policies:

1. Permit new development based upon consideration of this Comprehensive Plan.
2. Consider establishing an exclusive agricultural area where working farms and working forests are the main uses.
3. Encourage dense residential development to locate in the Town of Germantown or incorporated communities that provide sanitary sewer service.
4. All industrial development proposals will be addressed on a case-by-case basis.
5. Based upon the Volk Field approach/departure aircraft accident zone, limit residential use in this zone to 1-acre and larger per house development.

Chapter 8

Intergovernmental Cooperation

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

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

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

Intergovernmental Relationships

School Districts

The main form of interaction with both school and college districts are through payment of property taxes, which help to fund both districts' operations. The Town has little participation in issues pertaining to administration or siting of new facilities. All school and college board meetings are open to the public.

Primary and Secondary Schools

The Town of Clearfield is served by the Necedah Area School District and the New Lisbon School District. The majority of Clearfield lies within the New Lisbon District boundaries with a smaller section in the northern part of Clearfield falling within the Necedah District.

Post-Graduate Education

Western Technical College is a public two-year technical college that has six regional locations, including one in Mauston.

Shared Services

Town of Clearfield is serviced by New Lisbon Fire Department, Necedah Fire and Rescue, and the DNR's Necedah Fire Response Unit. Emergency medical and rescue services in the Town of Clearfield are provided by New Lisbon First Responders, and Mauston EMS. Mutual aid is provided by other nearby rescue services.

Adjoining Units of Government

The Town of Clearfield is adjacent to the Town of Necedah to the north, the Town of Germantown to the east, the Town of Lisbon to the south, and the Town of Orange to the west.

Juneau County

Juneau County directly and indirectly provides a number of services to the Town and the Town enjoys a good working relationship with many of the responsible departments. These departments include Treasurer, Highway, Sheriff's Office, and Land, Forestry and Parks. The County Treasurer collects local property tax for the Town. The Juneau County Sheriff's Office provides primary law enforcement services to all areas not included within municipal police department boundaries, including the Town of Clearfield. The Sheriff's Department has an office located at the Justice Center in the City of Mauston and provides law enforcement, crime investigation, patrol, traffic supervision, and community programs such as D.A.R.E. The Land, Forestry and Parks Department is responsible for managing, conserving, and protecting the natural resource base within the county, including Kennedy Park located within the Town of Clearfield.

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

North Central Wisconsin Regional Planning Commission

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

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

State and Federal Government

The Wisconsin departments of Natural Resources and Transportation are the primary agencies the Town might deal with regarding development activities. Many of the goals and objectives of this plan will require continued cooperation and coordination with these agencies.

The Wisconsin Department of Natural Resources (DNR) takes a lead role in wildlife protection and sustainable management of woodlands, wetland, lakes, and other wildlife habitat areas, while Wisconsin Department of Transportation (WisDOT) is responsible for the planning and development of state highways, railways, airports, and other transportation systems. State agencies make a number of grant and aid programs available to local units of government like the Town of Clearfield. Examples include local road aids, the Local Roads Improvement Plan (LRIP) and the Priority Watershed Program. There are also a number of mandates passed down from the state that the Town must comply with, such as the biannual pavement rating submission for the Wisconsin Information System for Local Roads (WISLR) within WisDOT.

Most federal programs are administered by the states, so the Town would be dealing with the responsible state agency with regard to federal programs and regulations.

Volk Field is located in the adjacent Town of Orange to the west of Clearfield. Volk Field and the Hardwood Range are one of four Air National Guard Combat Readiness Training Centers. A Joint Land Use Study for Volk Field Hardwood Range was prepared by the NCWRPC in 2011. The ultimate goal of this study was to reduce potential land use conflicts, accommodate growth and sustain the regional economy. It is recommended that the Town continue to coordinate with Volk Field Air National Guard Base if there are concerns with development proposals and activity within the Approach/Departure Clearance Surface [zone].

Existing or Potential Intergovernmental Conflicts

No existing or potential intergovernmental conflicts were identified in the Town of Clearfield.

The process for resolving any conflicts will in part be a continuation of past practices as new mechanisms evolve. The Town will continue to meet with surrounding towns when significant issues of mutual concern arise.

Intergovernmental PROGRAMS and TOOLS

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

Intergovernmental agreements prepared in accordance with §66.0301, formerly §66.30, are the most common forms of agreement and have been used by communities for years, often in the context of sharing public services such as police, fire, or rescue. This type of agreement can also be used to provide for revenue sharing, determine future land use within a subject area, and to set temporary municipal boundaries. However, the statute does not require planning as a component of any agreement and boundary changes have to be accomplished through the normal annexation process.

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

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

Intergovernmental GOALS, OBJECTIVES, and POLICIES

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

Objective:

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

Policies:

1. Continue participating in the Juneau County Towns Association meetings.
2. Continue cooperating with nearby services to provide ambulance and fire protection.
3. Continue forwarding issues of Town-wide concern to elected officials at the County and State levels.
4. Continue cooperating with the various Juneau County departments and elected officials to the benefit of all County residents.
5. Continue providing timely responses to State and Federal agencies and elected officials as needed.

Chapter 9

Implementation

The primary reason why a community prepares a comprehensive plan is to provide a vision for the future of their community. Decisions regarding land use that are based upon this comprehensive plan provide a level playing field for everyone to implement the community's vision. Subdivision, zoning, and official map decisions must be *consistent with* (§66.1001(3) WI Stats.) the Town's Comprehensive Plan.

Actively using this comprehensive plan by local policy makers assists them with decisions concerning:

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

Implementation Tools

Having the appropriate tools to implement the recommendations in this comprehensive plan is critical. Zoning ordinance and subdivision (or land division) regulations are used to protect existing development and guide future growth and development as identified in this comprehensive plan. There are also non-regulatory approaches to implementing the comprehensive plan. These generally involve decisions about how the community will spend its limited funding resources on capital improvements, staffing, and maintenance. These decisions will affect the development demand and the location of development in the Town.

The State planning law requires certain programs and/or actions that affect land use must be consistent with the locally adopted comprehensive plan. Following the adoption of this comprehensive plan update, the Town of Clearfield should evaluate and update, as necessary, its related ordinances to ensure meeting this requirement

Zoning Ordinance and Map

The Town of Clearfield Zoning Ordinance is the primary land use regulation for the Town. Zoning is used to manage and control how land is used and developed. Zoning ordinances typically establish detailed regulations concerning how land may be developed, including setbacks, the density or intensity of development, and the height and bulk of building and other structures. The general

purpose of zoning is to minimize undesirable externalities from development by segregating and/or buffering incompatible uses and by maintaining standards that ensure development will not negatively impact the community's character or environment. The zoning ordinance also controls the scale and form of development, which heavily influences how people will interact with their environment and their neighbors.

The establishment of zoning districts and the zoning map indicates where specific types of development can and should be located. Zoning districts shown on the zoning map should be coordinated with the Future Land Use Map (**Map 9**). While the zoning map and Future Land Use Map do not need to directly match at the time the Comprehensive Plan is adopted, the intent is that the Future Land Use Map will serve as a guide indicating how property should eventually be zoned. Changes to zoning district boundaries should only be made if they are consistent with the Future Land Use Map in this Comprehensive Plan and the goals of this Comprehensive Plan.

Subdivision (Land Division) Ordinance

The Juneau County Subdivision Ordinance regulates new subdivisions and the expansion of existing subdivisions. Subdivision regulations are an important tool ensuring the orderly development of unplatted and/or undeveloped land. These regulations may regulate lot sizes, road access, street design, public utilities, storm water drainage, parks and open space, and other improvements necessary to ensure that new development will be a public asset.

Capital Improvement Plan (CIP)

This is an ongoing financial planning program that allows local communities to plan ahead for capital expenditures and minimize unplanned expenses. A capital improvement plan consists of a list of proposed projects according to a schedule of priorities over a four-to-six year period. It identifies needed public improvements, estimates their costs, and identifies financing methods and sources. Public improvements or expenditures typically considered in a CIP include:

- Public buildings (i.e., fire stations)
- Park and trail acquisition and development
- Roads and highways (maintenance and new construction/paving)
- Fire and law enforcement protection equipment

A CIP is simply a method of planning for and scheduling expenditures for public improvements over a period of several years in order to maximize the use of limited public funds. Each year the CIP should be reviewed and extended one year to compensate for the previous year that was completed. This keeps the improvement program current and allows for modifications to meet the community's changing needs.

The preparation of a CIP is normally a joint responsibility between the town board, plan commission, staff, and citizen commissions. The preparation of a capital improvement program may vary from community to community depending on local preferences, the local form of government and available staff. The proposed capital improvement plan should be reviewed in light of the priorities outlined in the comprehensive plan.

Annual Operating Budget

The Town prepares a budget each year and it is one of the most important policy documents prepared. It is a statement of the prioritization and allocation of financial resources to achieve certain objectives over a specific time period. The budget is based on the needs of Town residents and priorities set by the Town Board. The budget and the services provided by that budget are instrumental in achieving the goals and objectives of the plan.

Brownfield Redevelopment

Pursuing funding from state agencies for redevelopment of contaminated sites can reduce the uncertainty that otherwise prevents contaminated properties from being redeveloped. Action by the Town to evaluate contaminants or begin remediating the property is often necessary before the private sector is willing to invest in redevelopment. This may require some upfront investment from the community. However, as sites are improved and reused they generate tax base.

Consistency Among Plan Chapters

The State of Wisconsin planning legislation requires that the Implementation Chapter describe how each of the required chapters will be integrated and made consistent with the other chapters of the plan. Since the Town of Clearfield completed all planning chapters simultaneously, no known inconsistencies exist. It is noted that some overlap naturally exists between the nine comprehensive plan chapters. Where deemed appropriate, goals, objectives, and policies have been repeated under all applicable chapters to reinforce their importance.

Plan Adoption, Amendments, Updates, and Monitoring

While this comprehensive plan provides a long-term framework to guide development and public spending decisions, it must also respond to changes that occur in the community and region that were not foreseen when the plan was initially adopted. Some elements of the plan are rarely amended while others need updating on a more regular basis. Plan maps should also be updated periodically. In general, key maps, such as the Future Land Use Map, should be reviewed annually to make sure they are still current.

Plan Adoption

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

is held. The Town Board must adopt the Plan by ordinance (of majority vote) for the Plan to take effect. Notice of Plan adoption must be sent to those listed in §66.1001(4)(b) of Wisconsin Statutes.

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

Plan Amendments

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

The following criteria shall be considered when reviewing Plan amendments:

- The change corrects an error made in the original plan.
- The change is consistent with the overall goals and objectives of the Town of Clearfield Comprehensive Plan.
- The change does not create an adverse impact on public facilities and services that cannot be mitigated.
- Development resulting from the change does not create an undue impact on surrounding properties. Such development shall be consistent with the physical character of the surrounding neighborhood or would upgrade and improve its viability.
- The change allows a more viable transition to the planned uses on adjacent properties than the current land use.
- The change does not have a significant adverse impact on the natural environment that cannot be mitigated by improvements on the site or in the same vicinity.
- There is a change in town actions or neighborhood characteristics that would justify a change.
- There is a community or regional need identified in the comprehensive plan for the proposed land use or service.
- The change does not adversely impact any landmarks or other historically significant structures or properties unless mitigated through relocation, commemoration, or dedication.
- The change does not adversely affect water quality and the overall health of residents.

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

Plan Updates

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

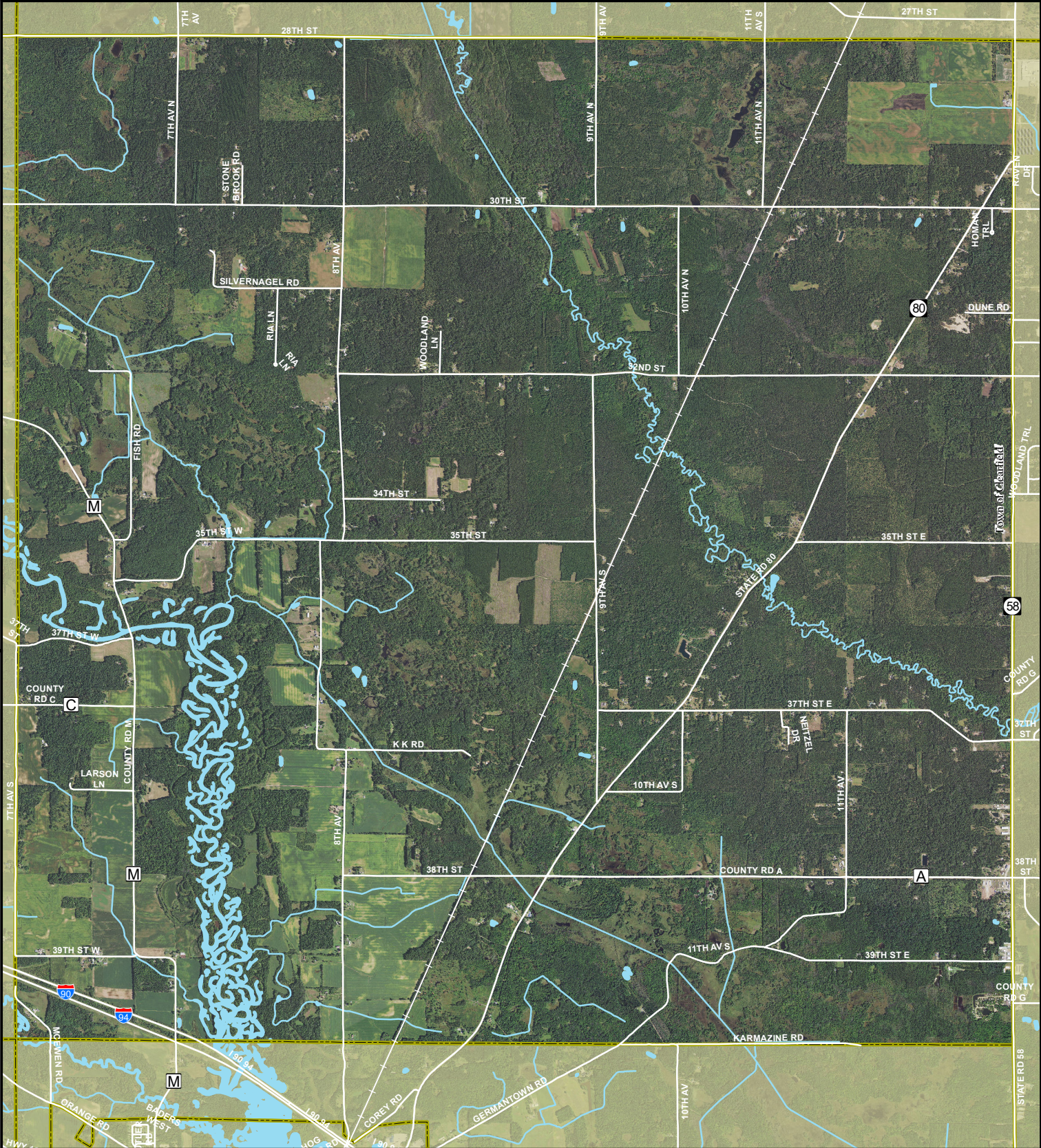
Plan Monitoring

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

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

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

Maps



- Minor Civil Divisions
- Roads
- Railroad
- Water

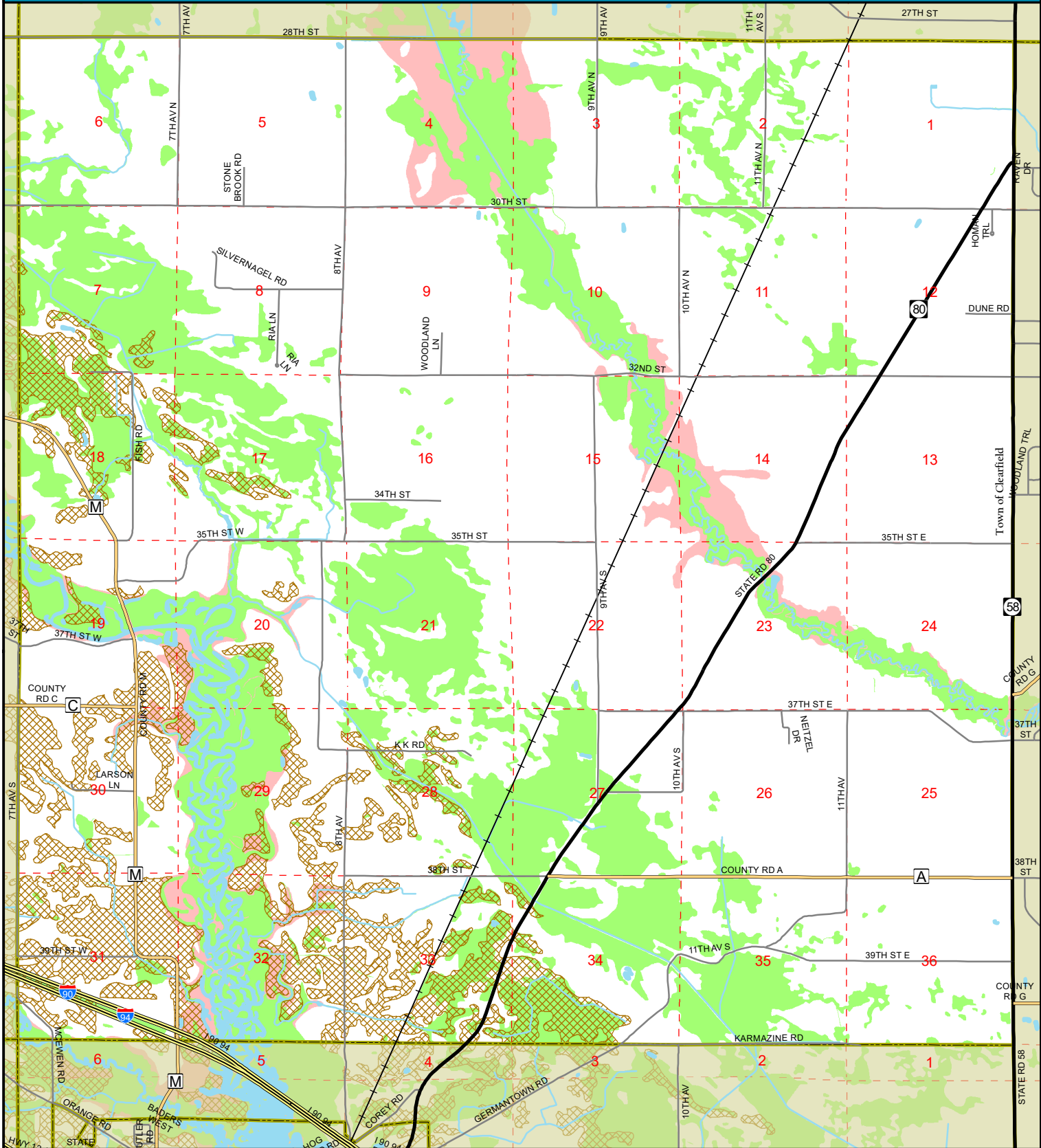


Source: WI DNR, NCWRPC, 2015 Spring Airphoto
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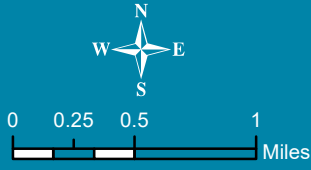


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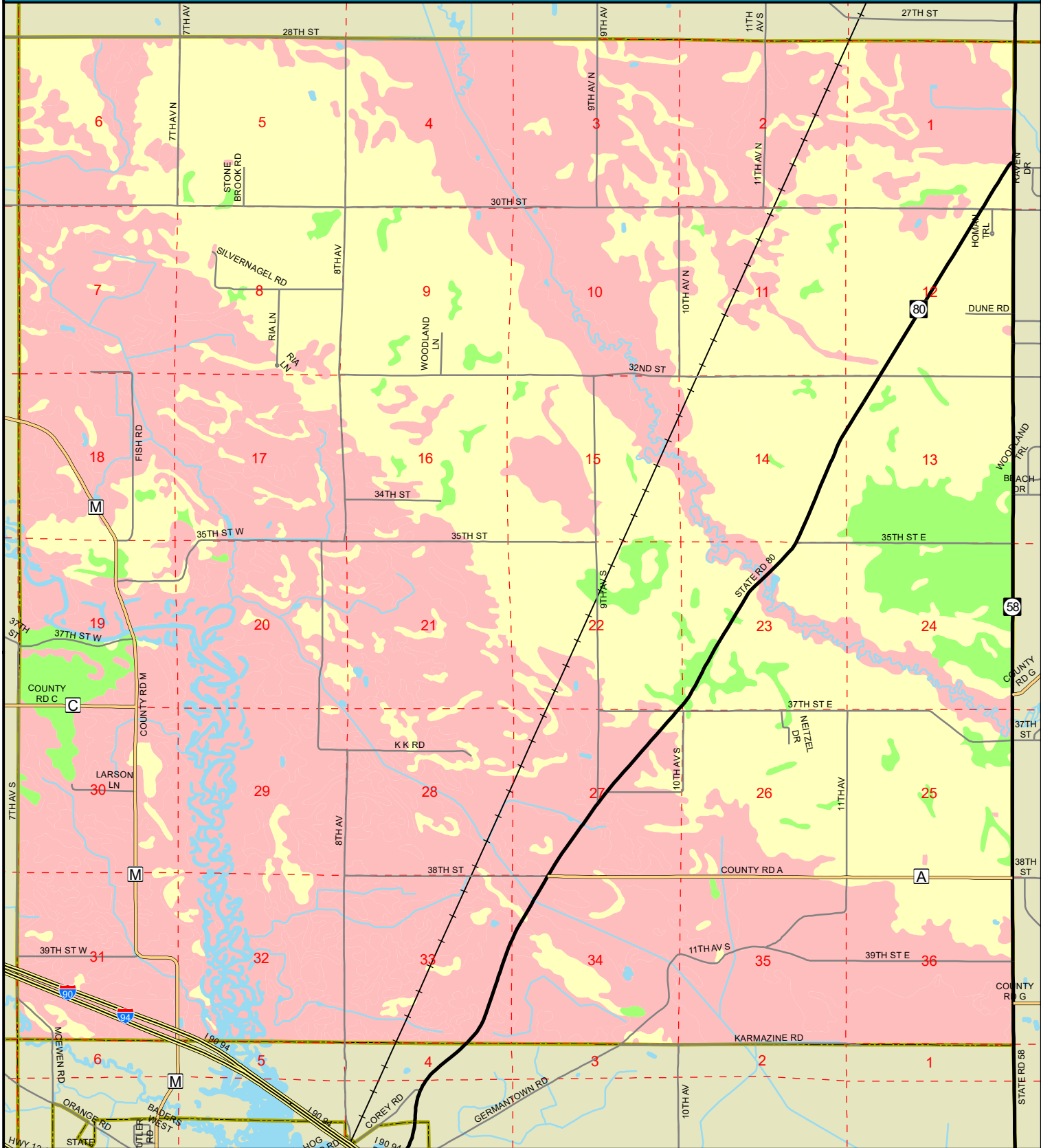
- US Highways
- State Highways
- County Highways
- Local Roads
- Railroad
- Minor Civil Divisions
- Section Lines
- Water
- Wetlands
- Floodplains
- Prime Farmland



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- US Highways
- State Highways
- County Highways
- Local Roads
- Railroad
- Section Lines
- Minor Civil Divisions
- Water
- Not Limited
- Somewhat Limited
- Very Limited

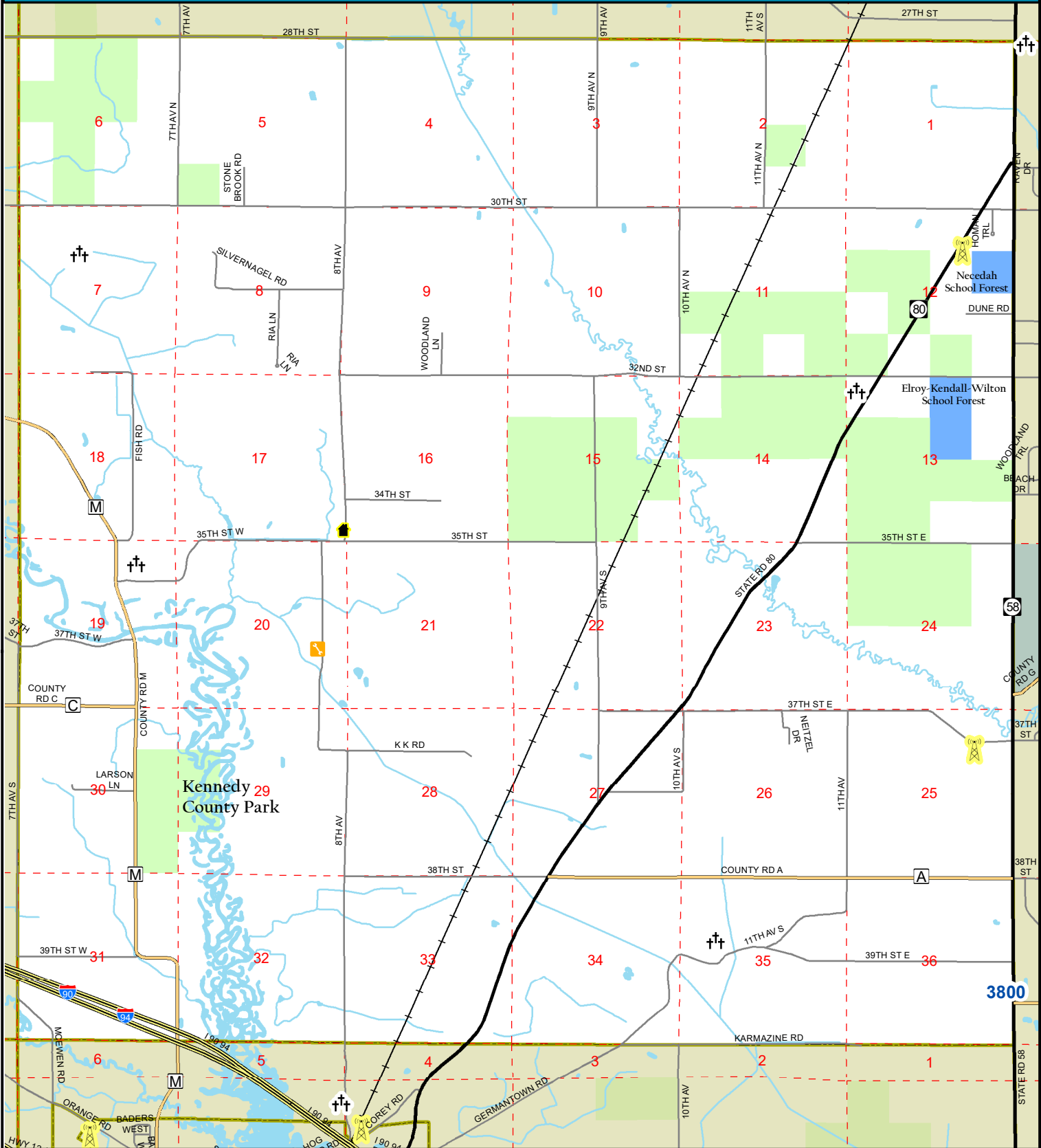


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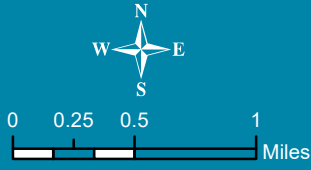


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- US Highways
- State Highways
- County Highways
- Local Roads
- Railroad
- Section Lines
- Minor Civil Divisions
- Communication Tower
- Cemeteries
- Town Garage
- Town Hall
- Juneau County
- School Land
- Water

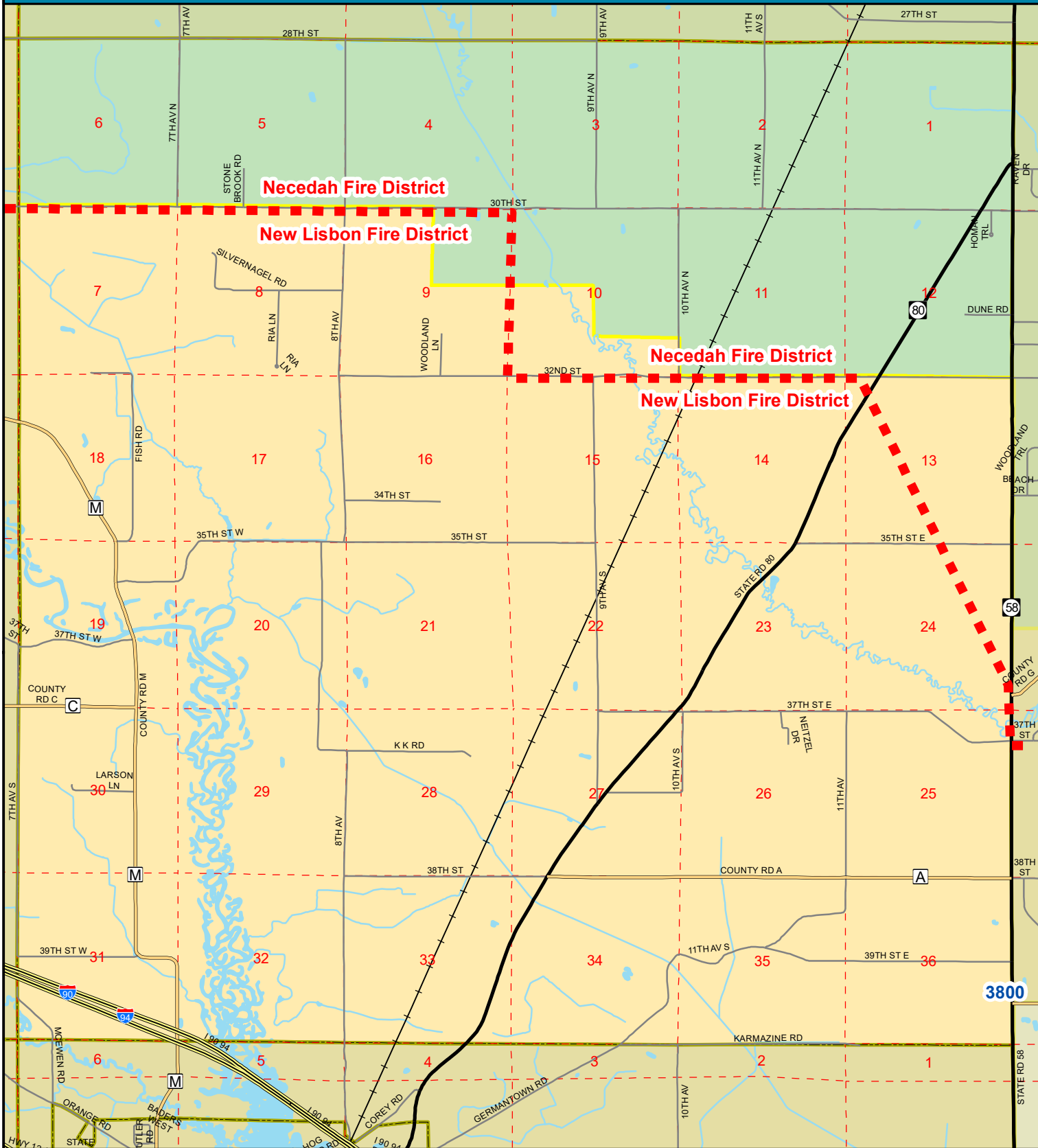


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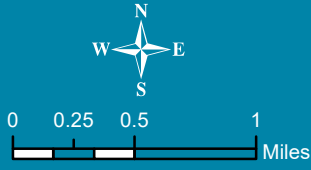


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- US Highways
- State Highways
- County Highways
- Local Roads
- Railroad
- Fire District
- Section Lines
- Minor Civil Divisions
- Water
- School Districts**
- Necedah Area
- New Lisbon

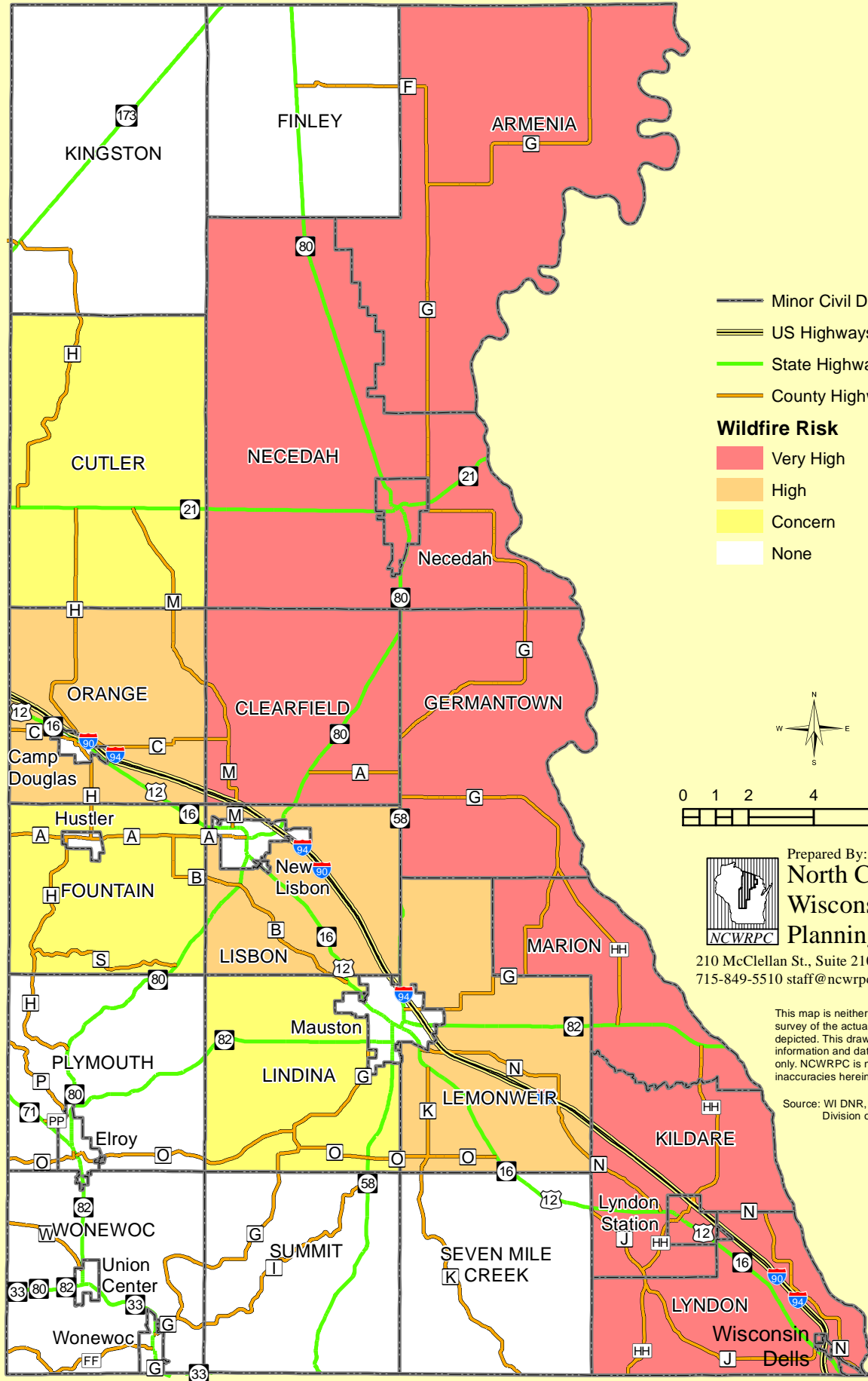


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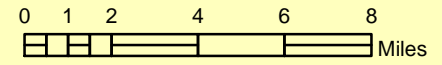


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- Minor Civil Divisions
 - US Highways
 - State Highways
 - County Highways
- Wildfire Risk**
- Very High
 - High
 - Concern
 - None

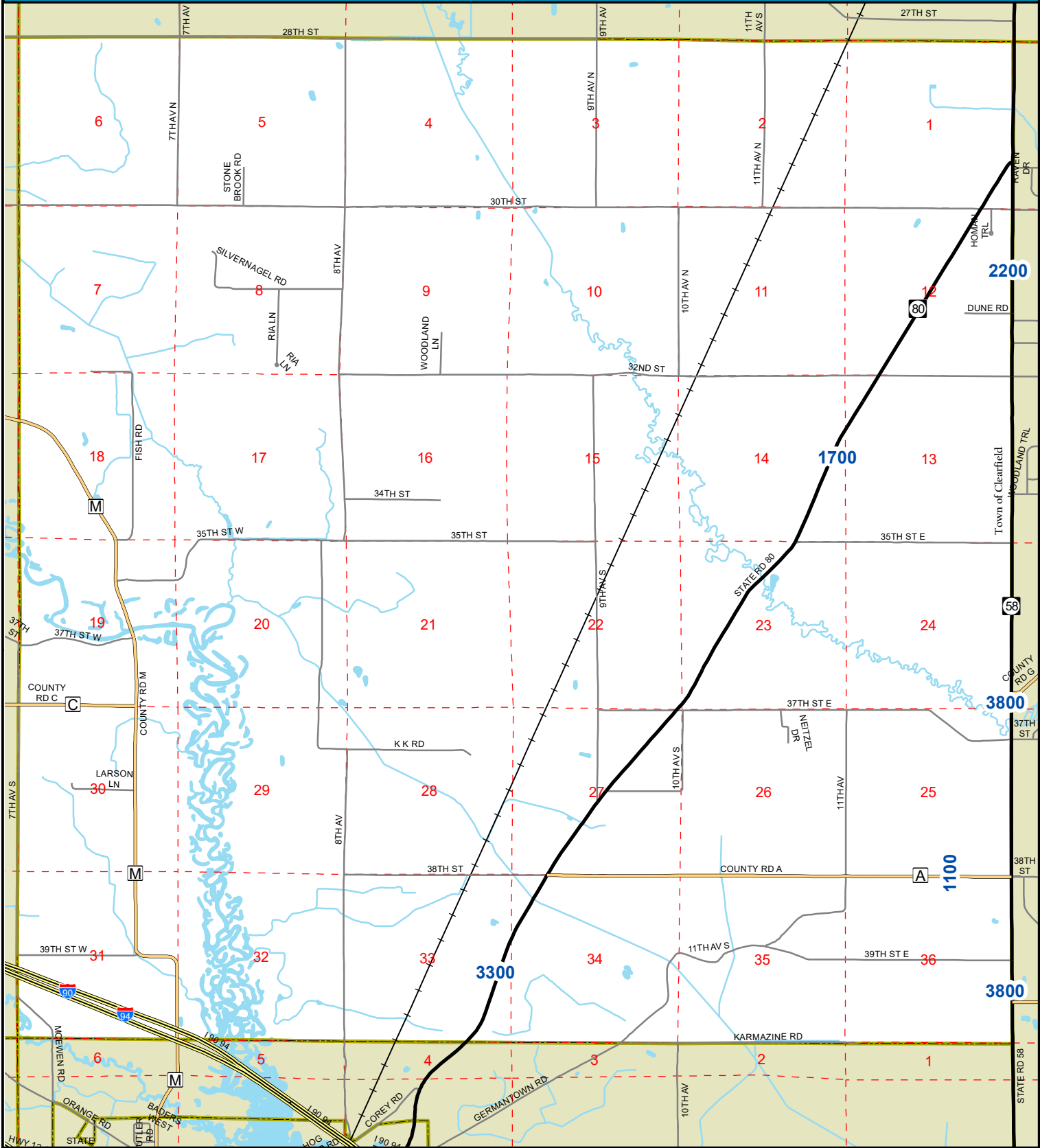


Prepared By:
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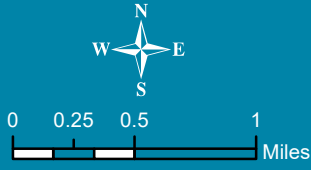
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Source: WI DNR, NCWRPC, Division of Forestry - Sep 2008



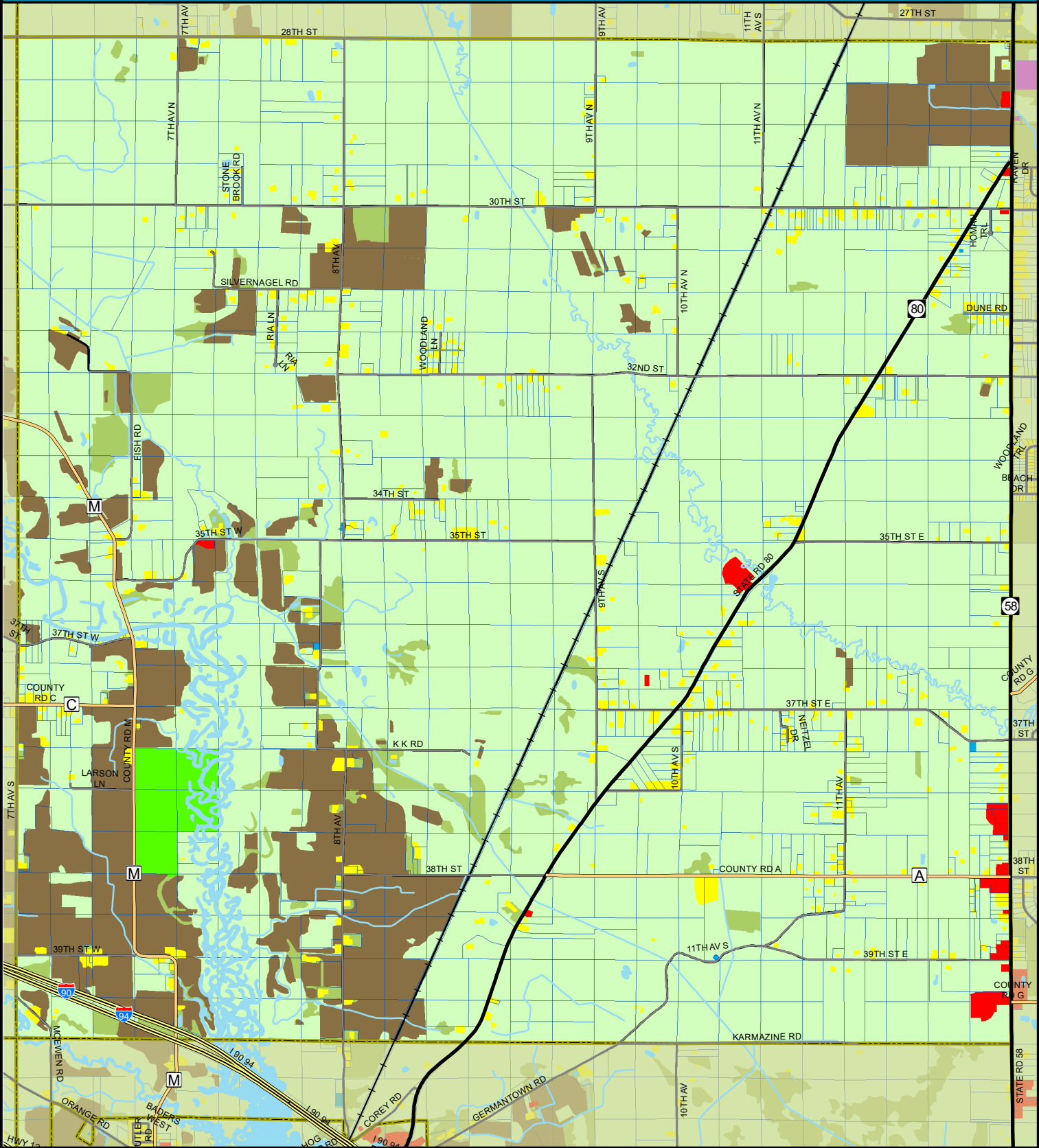
- US Highways
- State Highways
- County Highways
- Local Roads
- Railroad
- Section Lines
- Water
- Average Daily Traffic Counts, Various Years
- Minor Civil Divisions



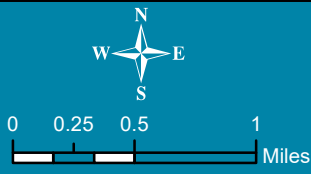
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- | | | |
|-----------------------|--------------|--------------------|
| US Highways | Agriculture | Outdoor Recreation |
| State Highways | Commercial | Residential |
| County Highways | Governmental | Transportation |
| Local Roads | Industrial | Water |
| Railroad | Open Lands | Woodlands |
| Minor Civil Divisions | | Parcel Lines |

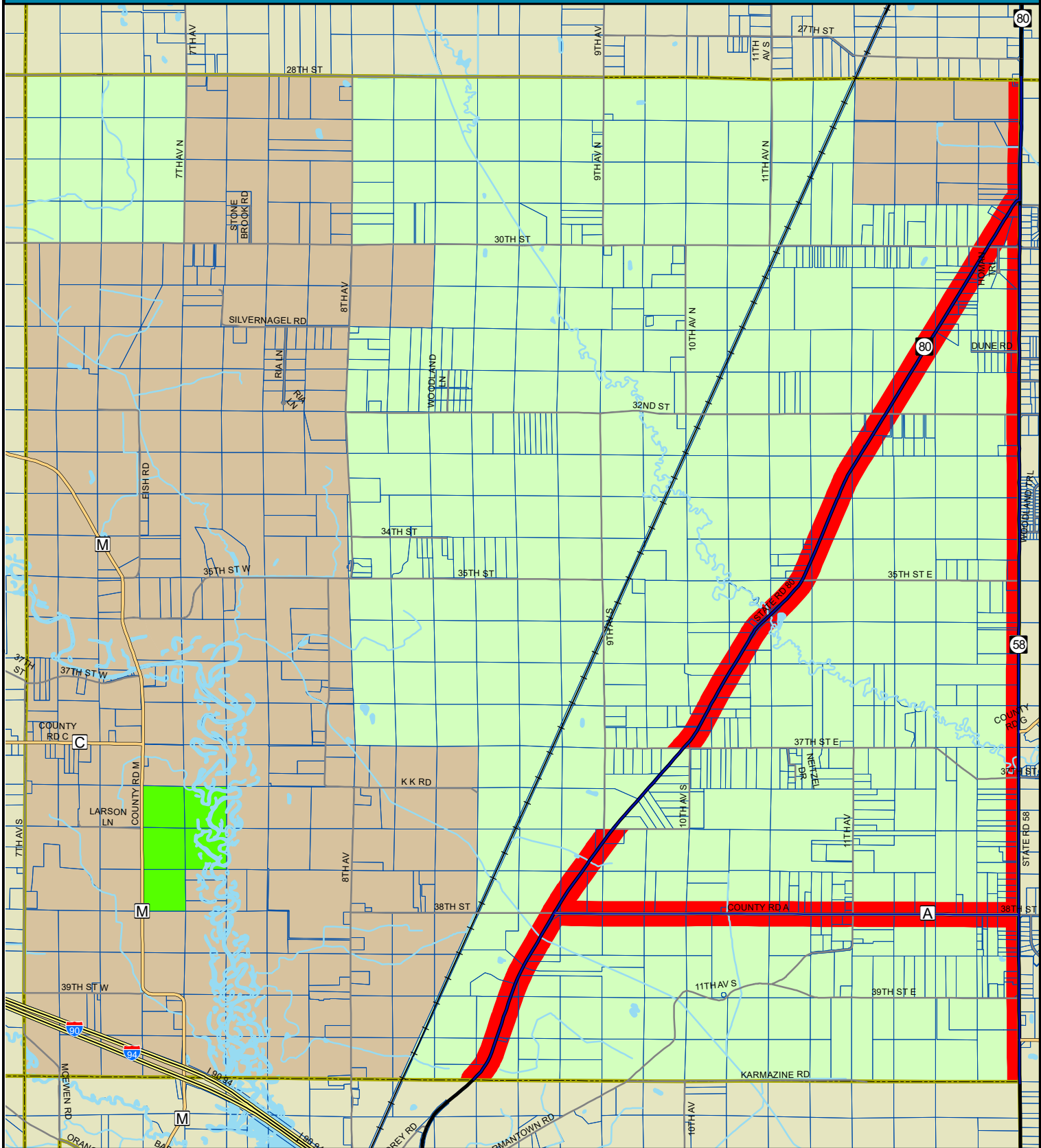


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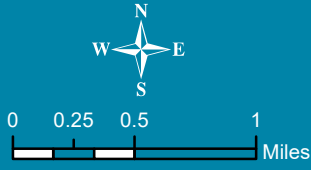


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- US Highways
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- County Highways
- Local Roads
- Railroad
- Minor Civil Divisions
- Agriculture
- Outdoor Recreation
- Woodlands
- Commercial
- Parcel Lines



Source: WI DNR, NCWRPC, 2015 Spring Airphoto
 This map is neither a legally recorded map nor a survey of the actual boundary of any property depicted. This drawing is a compilation of records, information and data used for reference purposes only. NCWRPC is not responsible for any inaccuracies herein contained.



**North Central
 Wisconsin Regional
 Planning Commission**

210 McClellan St., Suite 210, Wausau, WI 54403
 715-849-5510 - staff@ncwrpc.org - www.ncwrpc.org

Attachment A

Public Participation Plan & Resolution

Town of Clearfield
Resolution 019-2022
Public Participation Plan for the Comprehensive Plan

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

I. Plan Development:

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

The Public Participation Plan will incorporate the following:

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

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

II. Implementation, Evaluation & Update:

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

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

Town of Clearfield
Resolution 019-2022
Public Participation Plan for the Comprehensive Plan

THE TOWN OF CLEARFIELD DOES HEREBY RESOLVE AS FOLLOWS:

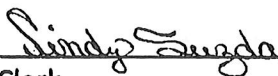
WHEREAS, the Town is updating its Comprehensive Plan as outlined in Wisconsin Statutes; and

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

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

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

I, Cindy Suzda, Clerk, do hereby certify that the foregoing resolution was duly adopted at a Town Board meeting, held at the Town Hall on the 8th day of February 2022, at 7:00 p.m.



Clerk

Attachment B

Plan Commission Resolution

PLAN COMMISSION RESOLUTION

RESOLUTION #020-2022

Town of Clearfield, Juneau County, Wisconsin

The Plan Commission of the Town of Clearfield, 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 the Town of Clearfield as follows:

Adoption of the Town Comprehensive Plan.

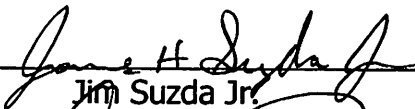
The Town of Clearfield Plan Commission, by this resolution, further resolves and orders as follows:

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

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

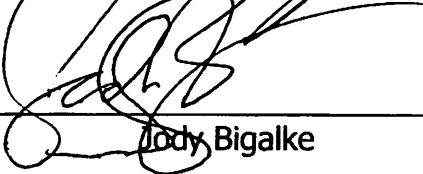
Adopted this 19 day of July 2022.



Jim Suzda Jr.



David Anderson Jr.



Jody Bigalke

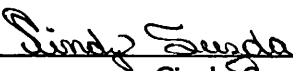


Michael Meixner



Gene Morris

Attest by:



Cindy Suzda, Clerk

Attachment C

Adoption Ordinance

ORDINANCE # 36-2022
Adoption of Comprehensive Plan

Town of Clearfield, Juneau County, Wisconsin

SECTION I – TITLE/PURPOSE

The title of this ordinance is the Town of Clearfield Comprehensive Plan Ordinance. The purpose of this ordinance is for the Town of Clearfield 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 Clearfield has authority under its village powers under s. 60.22, Wis. stats., its power to appoint a town plan commission under ss. 60.62 (4) and 62.23 (1), Wis. stats., and under s. 66.1001 (4), Wis. stats., to adopt this ordinance. The comprehensive plan of the Town of Clearfield 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 Clearfield, 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 Clearfield 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 Clearfield has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by s. 66.1001 (4) (a), Wis. stats.

SECTION V – TOWN PLAN COMMISSION RECOMMENDATION

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

SECTION VI – PUBLIC HEARING

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

SECTION VII – ADOPTION OF TOWN COMPREHENSIVE PLAN

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

SECTION VIII – SEVERABILITY

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

SECTION IX – EFFECTIVE DATE

This ordinance is effective on publication or posting.

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

This ordinance will replace Ordinance No:26-2009 Adoption of Comprehensive Plan.

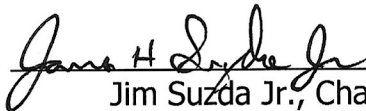
Adopted this 13 day of September 2022.

Board Members: Voice Vote:


Aye 3

Nay 0

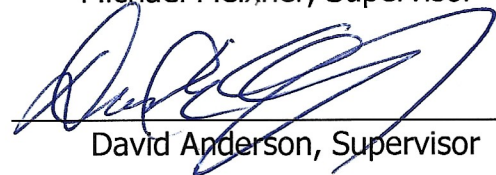
Exc. 0



Jim Suzda Jr., Chairman




Michael Meixner, Supervisor



David Anderson, Supervisor

Certification:

I, Cindy Suzda, Clerk of the Town of Clearfield, hereby certify that the above is a true and correct copy of an ordinance that was adopted on 13 day of September, 2022, by the Town Board of Supervisors.



Cindy Suzda, Clerk, Town of Clearfield.

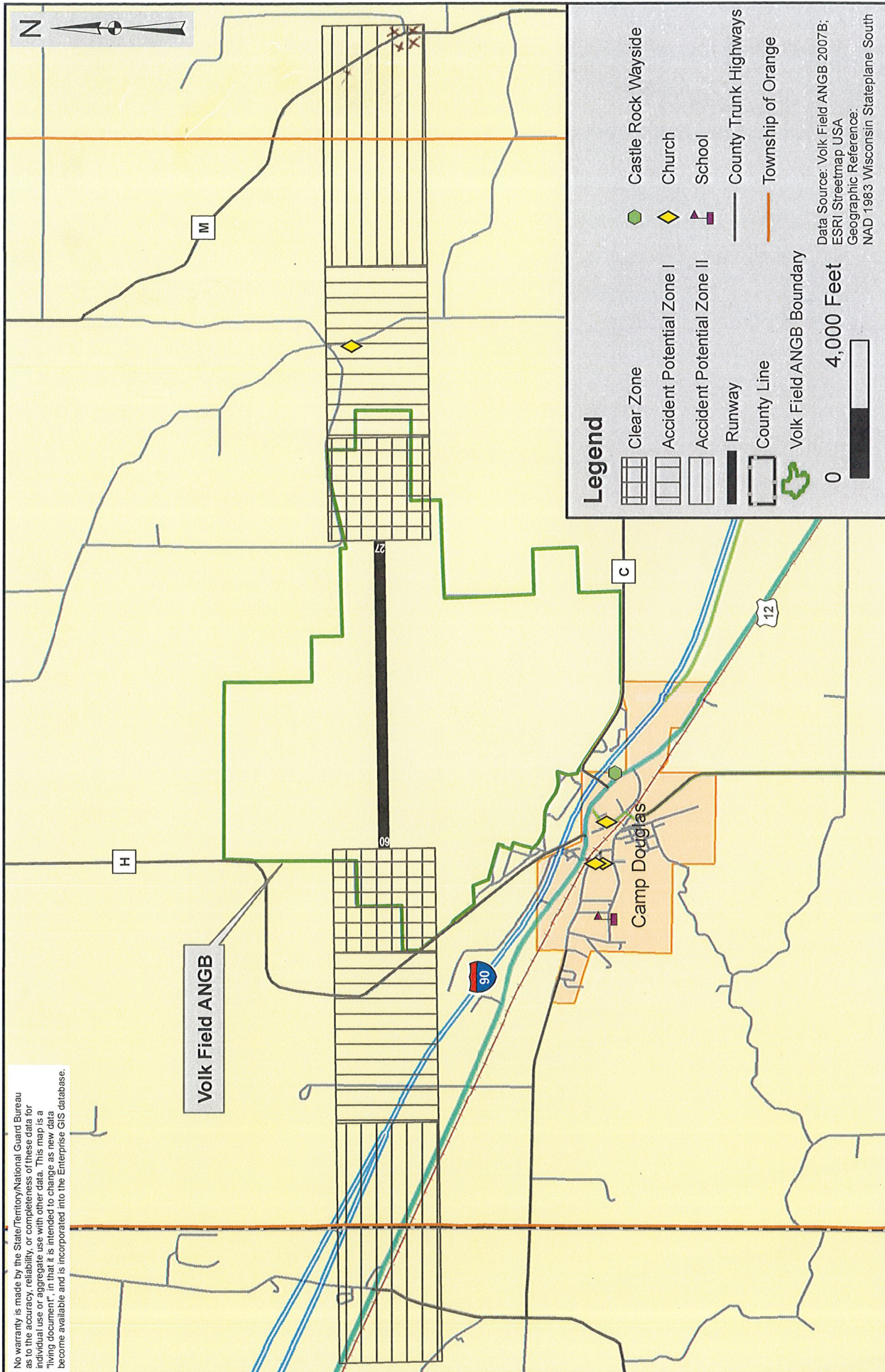
Attachment D

Volk Field ANGB

AICUZ Study figures relating to Land Use

Note: These figures are referenced on page 61 in the Land Use chapter.

No warranty is made by the State/Territory/National Guard Bureau as to the accuracy, reliability, or completeness of these data for individual use or aggregate use with other data. This map is a "living document", in that it is intended to change as new data become available and is incorporated into the Enterprise GIS database.



Legend

- Clear Zone
- Accident Potential Zone I
- Accident Potential Zone II
- Runway
- County Line
- Volk Field ANGB Boundary
- Castle Rock Wayside
- Church
- School
- County Trunk Highways
- Township of Orange

0 4,000 Feet

Data Source: Volk Field ANGB 2007B;
ESRI Streetmap USA
Geographic Reference:
NAD 1983 Wisconsin Stateplane South



**Volk Field ANGB
Air Installation Compatible Use Zone
Clear Zones and Accident Potential Zones**

**FIGURE
3-1**

SECTION 3

BASIS FOR LAND USE COMPATIBILITY/INCOMPATIBILITY

3.1 INTRODUCTION

The DoD developed the AICUZ program for military airfields in 1973. Using this program, the DoD works to protect aircraft operational capabilities at its installations and to assist local government officials in protecting and promoting public health, safety, and quality of life. The primary goal of the AICUZ program is to promote compatible land use and development around military airfields by providing information on accident potential, aircraft noise exposure, height restrictions (including obstacle-free runway airspace imaginary surfaces), and local considerations.

3.2 CLEAR ZONES AND ACCIDENT POTENTIAL ZONES

Areas around airports are exposed to the possibility of aircraft accidents even with well maintained aircraft and highly trained aircrews. Despite stringent maintenance requirements and countless hours of training, past history makes clear that accidents may occur.

The risk of people on the ground being injured or killed by aircraft accidents is remote. However, an aircraft accident is a high-consequence event and, when a crash does occur, the result is often catastrophic. Because of this, the Air Force does not attempt to base its safety standards on accident probabilities. Instead it approaches this safety issue from a land use-planning perspective. Designation of safety zones around the airfield and restriction of incompatible land uses can reduce the public's exposure to safety hazards.

The AICUZ program includes three safety zones in the airfield environment: the CZ, APZ I, and APZ II. These zones were developed from statistical analysis of more than 800 major Air Force accidents that occurred within 10 miles of an Air Force installation between 1968 and 1995. DoD analysis has determined that the areas immediately beyond the ends of the runways and along the approach and departure flight paths have the highest potential for aircraft accidents. Figure B-3 in Appendix B summarizes the location of these accidents.

3.2.1 Clear Zones

The CZ has the highest accident potential of the three zones, as 27 percent of accidents studied occurred in this area. Due to the relatively high accident potential, the Air Force adopted a policy of acquiring real estate interests in the CZ through purchase or easement when feasible.

Accident potential on or adjacent to the runway or within the CZ is so high that the necessary land use restrictions would prohibit reasonable economic use of land. As stated previously, it is Air Force policy to request that Congress authorize and appropriate funds to purchase the real property interests in this area to prevent incompatible land uses.

3.2.2 Accident Potential Zones

APZ I is an area that possesses somewhat less accident potential than the CZ, with 10 percent of the accidents studied occurring in this zone. APZ II has less accident potential than APZ I, with 6 percent of the accidents studied occurring in this zone. While the potential for aircraft accidents in APZs I and II does not warrant land acquisition by the Air Force, land-use planning and controls are strongly encouraged in these areas for the protection of the public.

3.2.2.1 Accident Potential Zone I

APZ I is less critical than the CZ, but still possesses a significant risk factor. This 3,000 foot by 5,000 foot area has land use compatibility guidelines that are sufficiently flexible to allow reasonable economic use of the land, such as industrial/manufacturing, transportation, communication/utilities, wholesale trade, open space, recreation, and agriculture. However, uses that concentrate people in small areas are not acceptable.

3.2.2.2 Accident Potential Zone II

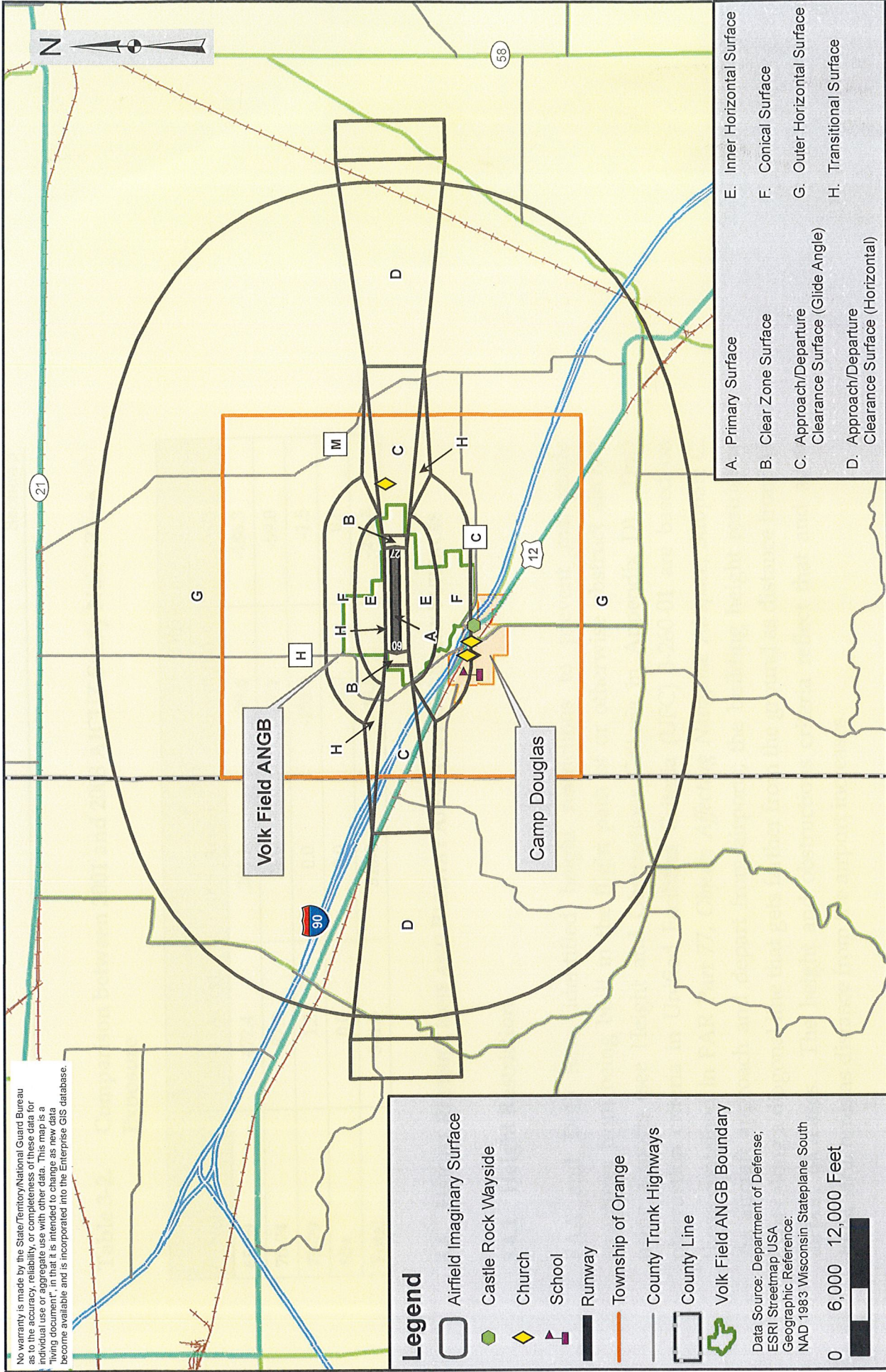
APZ II is less critical than APZ I, but still possesses potential for accidents. APZ II, also 3,000 feet wide, is 7,000 feet long extending to 15,000 feet from the runway threshold. Acceptable uses include those of APZ I, as well as low-density single-

family residential and those personal and business services and commercial/retail trade uses of low intensity or scale of operation. High density functions such as multi-story buildings, places of assembly (e.g., theaters, churches, schools, restaurants, etc.), and high density office uses are not considered appropriate. High people densities should be limited to the maximum extent possible in APZ II. The optimum density recommended for residential usage (where it does not conflict with noise criteria) in APZ II is one dwelling per acre. For most nonresidential usage, buildings should be limited to one story and lot coverage should not exceed 20 percent.

Figure 3-1 depicts the CZs and APZs for Runway 09/27 at Volk Field ANGB. At each end of Runway 09/27, Volk Field ANGB has a CZ that encompasses an area 3,000 feet wide by 3,000 feet long, an APZ I that is 3,000 feet wide by 5,000 feet long, and an APZ II that is 3,000 feet wide by 7,000 feet long. Currently, land use incompatibilities exist within the Runway 27 CZ and APZ I and within the Runway 09 APZ I. Land use incompatibilities are discussed in detail within Section 5.5.1 of this Study. Additional general information on APZs and CZs is contained in Appendix B of this report.

3.3 NOISE

The second development constraint involves noise zones and different sounds have different frequency content. When describing sound and its effect on a human population, A-weighted decibels (dBA) are typically used to account for the response of the human ear. The term "A-weighted" refers to a filtering of the sound signal to emphasize frequencies in the middle of the audible spectrum and to de-emphasize low and high frequencies in a manner corresponding to the way the human ear perceives sound. This filtering network has been established by the American National Standards Institute. The A-weighted noise level has been found to correlate well with people's judgments of the noisiness of different sounds and has been in use for many years as a measure of community noise.



No warranty is made by the State/Territory/National Guard Bureau as to the accuracy, reliability, or completeness of these data for individual use or aggregate use with other data. This map is a "living document", in that it is intended to change as new data become available and is incorporated into the Enterprise GIS database.

Legend

- Airfield Imaginary Surface
- Castle Rock Wayside
- Church
- School
- Runway
- Township of Orange
- County Trunk Highways
- County Line
- Volk Field ANGB Boundary

Data Source: Department of Defense,
 ESRI Streetmap USA
 Geographic Reference:
 NAD 1983 Wisconsin Stateplane South

0 6,000 12,000 Feet

A. Primary Surface	E. Inner Horizontal Surface
B. Clear Zone Surface	F. Conical Surface
C. Approach/Departure Clearance Surface (Glide Angle)	G. Outer Horizontal Surface
D. Approach/Departure Clearance Surface (Horizontal)	H. Transitional Surface



**Volk Field ANGB
 Air Installation Compatible Use Zone
 Runway Airspace Imaginary Surfaces**

**FIGURE
 3-4**

Table 3-2. Comparison between 2001 and 2008 AICUZ Study Noise Zone Exposure

Noise Level	Year		Difference	
	2001 (Acres)	2008 (Acres)	Percent (%)	Acres
65-69	472.4	286.1	-39.4	-186.3
70-74	87.9	28.9	-67.1	-59.0
75-79	1.5	0.0	-155.0	-1.5
80+	0.0	0.0	0.0	0.0
Total	561.8	315.0	-43.9	-246.8

3.4 HEIGHT RESTRICTIONS AND RUNWAY AIRSPACE IMAGINARY SURFACES

3.4.1 Height Restriction

FAA and DoD have identified height restrictions to prevent man-made structures from being built in the flight path of or otherwise obstruct aircraft using airports (see Height and Obstructions Criteria in Appendix D). DoD obstruction criteria in Unified Facilities Criteria (UFC) 3-260-01 are based on those contained in FAR Part 77, *Objects Affecting Navigable Airspace*, Subpart C. As aircraft approach and depart from airports, the building height restriction exists along a diagonal line that gets farther from the ground as distance from the airport increases. The height and obstructions criteria reflect that and allow taller structures as distance from the airport increases.

Restrictions exist in a three-mile radius around Volk Field ANGB where height limitations can be imposed on buildings to ensure that they do not pose a danger to aviation. Any development which meets certain criteria, mostly related to height or transmitting radio frequencies, which could have an effect on the operation of the airfield must submit an application to the Air Force and FAA. There are also restrictions placed in state law. The basic trigger for review is a structure of a certain height above average grade - 200 feet in Federal law, and 150 feet in state law - that requires some form of permit. Any zoning changes, within the three-mile limit around the airfield, must be reviewed by airfield authorities and subsequent changes must be approved by a two-thirds majority of the governing body (Town of Orange 2006).

3.4.2 Runway Airspace Imaginary Surfaces

Runway airspace imaginary surfaces, in graphical form, are the result of the application of obstruction height criteria to Volk Field ANGB. Imaginary surfaces are surfaces in space around airfields in relation to runways. The surfaces are designed to define the obstacle-free airspace at and around the airfield. Obstructions to air navigation are considered to be:

- Natural objects or man-made structures that protrude above the planes or imaginary surfaces, and/or;
- Man-made objects that extend more than 200 feet AGL at the site of the structure.

Refer to UFC 3-260-01, *Airfield and Heliport Planning and Design*, for a more complete description of runway airspace imaginary surfaces for Class B runways. Figure 3-4 depicts the runway airspace imaginary surfaces for the Volk Field ANGB Class B runways. The following paragraphs contain definitions of the obstacle-free runway airspace imaginary surfaces for Air Force class B runways:

Primary Surface— An imaginary surface symmetrically centered on the runway, extending 200 feet beyond each runway end that defines the limits of the obstruction clearance requirements in the vicinity of the landing area. The width of the primary surface is 2,000 feet, or 1,000 feet on each side of the runway centerline.

Approach-Departure Clearance Surface—This imaginary surface is symmetrically centered on the extended runway centerline, beginning as an inclined plane (glide angle) 200 feet beyond each end of the primary surface, and extending for 50,000 feet. The slope of the approach-departure clearance surface is 50:1 until it reaches an elevation of 500 feet above the established airfield elevation. It then continues horizontally at this elevation to a point 50,000 feet from the starting point. The width of this surface at the runway end is 2,000 feet, flaring uniformly to a width of 16,000 feet at the end point.