

Town of Elba

Inventory and Trends Report

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1. Issues and Opportunities

1.1 Introduction

The Town of Elba is located in the west central portion of Dodge County. Elba is bounded by the Town of Calamus to the north, the Town of Lowell to the east, the Town of Portland to the South and Columbia County to the west. A portion of the City of Columbus is located about two miles from the center of the Town, the Town is approximately 12 miles southwest of the City of Beaver Dam, and about 17 miles from the City of Madison. USH Highway 151 is a four lane expressway providing a direct route to the Madison area. STH 16/60 provides a direct route from the City of Columbus to the east, STH 73 provides a direct route to the north, and STH 151 provides a direct route to the northeast. CTH T is the major north-south transportation route through the Town. Map 1-1 in the Appendix shows the regional setting of the Town of Elba.

1.2 Planning Process

In May of 2014, the Town of Elba signed a Memorandum of Agreement with the Dodge County Land Resources and Parks Department to assist with the update of the Town's Comprehensive Plan. The planning program called for updating the 2030 Comprehensive Plan document, which was adopted by the Town on November 21, 2005. During this planning process, the existing plan will be updated with new demographics. The policies and recommendations within the Plan will be reviewed and updated where necessary. In addition, all required mapping will be updated and the Future Land Use Map will be updated after seeking input from the Plan Commission, Town Board, and the citizens of the Town.

Wisconsin Statutes, Section 62.23 by reference from Section 60.62 provides that it is a function of the Town Plan Commission to make and certify to the Town Board, a plan for the physical development of the Town. The plan's general purpose is in guiding and accomplishing a coordinated, adjusted, and harmonious development...which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity, or the general welfare, as well as efficiency and economy in the process of development. Wisconsin Statutes, Section 66.1001, further defines a comprehensive plan and a local unit of government's responsibilities. This legislation requires that a community that enacts or amends a zoning ordinance and/or a subdivision ordinance adopt a comprehensive plan and that plan be updated no less once every 10 years. The plan must contain nine elements as specified in the statutes. It also requires that ordinances be consistent with the comprehensive plan.

The plan document is divided into two separate reports, the Inventory and Trends Report and the Recommendations Report. The Inventory and Trends Report contains the necessary background information and maps about the Town and points out important trends. The Recommendations Report contains the policies, goals, and objectives of the Town and the recommendations for future action.

Policies, goals, and objectives stated in this document reflect the deliberations of the Town Plan Commission and Town Board, based on the comments and opinions expressed by the people within the Town of Elba. References made to specific state, county, and other governmental

programs do not imply endorsement of such plans, but are presented for background and reference only.

1.3 Public Participation Efforts

The Town of Elba adopted a Public Participation Plan at the beginning of the comprehensive planning process based on input from the Elba Plan Commission. The following core efforts were identified to foster public participation above and beyond the statutory requirements of Wisconsin’s Smart Growth law:

- All meetings will be open to the public;
- Notices and press releases will be sent to local media outlets identifying the time and location of public informational meetings and public hearings;
- Materials will be kept at the Town Hall for review by local residents and interested persons;

In addition, an address to forward written comments shall be provided in meeting notices and news releases. The Commission shall respond to written comments at public meetings.

1.4 Population Characteristics

Population Counts

Population change is the primary component in tracking a community’s past growth as well as predicting future population trends. Population characteristics relate directly to the community’s housing, educational, utility, community, and recreational facility needs, as well as its future economic development. Tables 1-1 and 1-2 display population trends and changes from 1970 to 2013 for the Town of Elba.

Table 1-1: Population Trends, Town of Elba, 1970-2013

	1970	1980	1990	2000	2010	2013
Population	960	1,028	964	1,086	996	991

Source: Wisconsin Department of Administration and U.S. Bureau of the Census.

Table 1-2: Population Change, Town of Elba, 1970-2013

	1970 - 1980	1980 -1990	1990 -2000	2000 - 2010	2010 - 2013	Total Change 1970 - 2013
Population Change	68	(64)	122	(90)	(5)	31

Source: Wisconsin Department of Administration and U.S. Bureau of the Census.

From 1970-2013, the Town of Elba’s population increased by 31 residents; 960 residents in 1970 to 991 in 2013. The rate of population growth has not been steady. Each of the past decades has experienced a different growth rate. The most notable decade of population growth was from 1990 to 2000, when the Town experienced a 12.6 percent increase in population.

Age Distribution

A shifting age structure can affect a variety of services and needs within the community. A shifting age structure is a national trend that is also prevalent in Wisconsin. The baby-boomer generation, which is the largest segment of the overall population, is nearing retirement age. As this age group gets older the demand for services such as health care will increase and a younger workforce will need to take the place of retirees. It will become increasingly important to recognize if these trends are taking place and to determine how to deal with the effects. Table 1-3 displays the population by age cohort for the Town of Elba and Dodge County.

Table 1-3: Population by Age Cohort
Town of Elba and Dodge County, 2010

	Town of Elba		Dodge County	
	Number	% of Total	Number	% of Total
Under 5	42	4.2%	5,020	5.7%
5 to 14	116	11.6%	10,986	12.4%
15 to 24	101	10.1%	10,404	11.7%
25 to 34	90	9.0%	11,432	12.9%
35 to 44	127	12.8%	12,151	13.7%
45 to 54	199	20.0%	14,830	16.7%
55 to 64	170	17.1%	10,685	12.0%
65+	151	15.2%	13,251	14.9%
Total	996	100%	88,759	100.0%
Median Age	46.1		40.7	

Source: U.S. Bureau of the Census, 2010.

The largest percentage (20 percent) of Town of Elba's residents is between the ages of 45 to 54, the next largest age cohort is ages 55 to 64. The largest percentage of Dodge County's residents is in the 45 to 54 age category, 16.7 percent. Also, 11.6 percent of the Town of Elba's population is 5 to 14 years of age, slightly lower than the County's percentage. The Town of Elba's median age is 46.1, which is higher than Dodge County's median age of 40.7.

Educational Attainment

Approximately 44.1 percent of Elba residents have attained a high school level education, comparable to the 40.0 percent in Dodge County with the same education level. The second largest percentage (19.5 percent) of education attainment in the Town of Elba is some college, no degree. The Town of Elba has 13.7 percent of its residents obtaining a bachelor's degree, which is higher than the Dodge County percentage of 11.5. The Town of Elba had a much lower percentage of residents with 12th grade or less and no diploma than the County. Table 1-4 indicates the education levels for the Town of Elba and Dodge County.

Table 1-4: Educational Attainment
Town of Elba and Dodge County

Attainment Level	T. Elba		Dodge County	
	Number	Percent of Total	Number	Percent of Total
Less than 9th grade	6	0.8%	2,521	4.0%
9th grade to 12th grade, no diploma	31	4.2%	5,411	8.7%
High school graduate (includes equivalency)	326	44.1%	24,969	40.0%
Some college, no degree	144	19.5%	13,924	22.3%
Associate degree	72	9.7%	5,635	9.0%
Bachelor's degree	101	13.7%	7,148	11.5%
Graduate or professional degree	59	8.0%	2,746	4.4%
Total Persons 25 and over	739	100.0%	62,354	99.9%

Source: U.S. Bureau of the Census, 2008-2012 American Community Survey.

Only includes persons age 25 and over.

*Percentages may not add up to 100%, due to rounding.

Household Income

Table 1-5 displays the household income and median household income for the Town of Elba and Dodge County. The highest percentage (28.2 percent) of residents in the Town of Elba had a household income between \$50,000 to \$74,999. The next largest percentage (16.8 percent) of household income was \$100,000 to \$149,999, which was higher than the County's percentage of 11.0 percent. Approximately 24.5 percent of the households in the Town of Elba had a household income of \$100,000 or greater. This exceeded the County's 15.0 percent of households that made \$100,000 or more. The median household income for the Town of Elba was \$63,214, whereas the median income for Dodge County was \$53,782.

Table 1-5: Household Income,
Town of Elba and Dodge County

	T. Elba		Dodge County	
	Number	% of Total	Number	% of Total
Less than \$10,000	20	5.0%	1,483	4.4%
\$10,000 to \$14,999	7	1.7%	1,369	4.0%
\$15,000 to \$24,999	25	6.2%	3,430	10.2%
\$25,000 to \$34,999	24	5.9%	3,839	11.4%
\$35,000 to 49,999	56	13.9%	5,301	15.7%
\$50,000 to \$74,999	114	28.2%	7,967	23.6%
\$75,000 to \$99,999	59	14.6%	5,317	15.7%
\$100,000 to \$149,999	68	16.8%	3,702	11.0%
\$150,000 or More	31	7.7%	1,358	4.0%
Total	404	100.0%	33,766	100.0%
Median Household Income	\$63,214		\$53,782	

Source: U.S. Bureau of the Census, 2008-2012 American Community Survey.
*Percentages may not add up to 100%, due to rounding.

Wisconsin Department of Administration, Population Projections

The Wisconsin Department of Administration (WDOA) Demographic Services Center prepared baseline population projections to the year 2040 for the communities and counties of Wisconsin. The WDOA utilized a projection formula that calculates the annual population change over three varying time spans. From this formula, the average annual numerical population change is calculated, which was used to give communities preliminary population projections for a future date. Table 1-6 shows the WDOA population projections for the Town of Elba.

Table 1-6: WDOA Population Projection, Town of Elba, 2015-2040

2013 Population	2015	2020	2025	2030	2035	2040	% Change 2013-2040	Total New Persons 2013-2040
991	980	985	990	985	960	920	(7.1)	(71)

Source: Wisconsin Department of Administration

The Town of Elba will have a 7.1 percent decrease in population from 2013 to 2040. According to the WDOA Population Projections, the Town will have 920 residents in 2040. The WDOA shows the Town of Elba will lose 71 persons by 2040.

1.5 Housing Characteristics

Table 1-7 displays the number of housing units found in the Town of Elba for 2000 and 2010. The table also includes the number of occupied and vacant homes.

The U.S. Census Bureau classifies housing units as a house, apartment, mobile home or trailer, a group of rooms, or a single room occupied as separate living quarters, or if vacant, intended for occupancy as separate living quarters. Separate living quarters are those in which the occupants live separately from any other individuals in the building and which have direct access from outside the building or through a common hall.

Table 1-7: Housing Supply, Occupancy and Tenure
Town of Elba, 2000-2010

T. Elba	Percent of		Percent of		# Change 2000-10	% Change 2000-10
	2000	Total	2010	Total		
Total housing units	397	100%	423	100.0%	26	6.5%
Occupied housing units	385	97.0%	396	93.6%	11	2.9%
Owner-occupied	325	84.4%	344	86.9%	19	5.8%
Renter-occupied	60	15.6%	52	13.1%	(8)	(13.3%)
Vacant housing units	12	3.0%	27	6.4%	15	125.0%
Seasonal units	3	25.0%	8	29.6%	5	166.7%

Source: U.S. Bureau of the Census, 2000 and 2010.
*Percentages may not add up to 100%, due to rounding.

In 2010, the Town of Elba had 423 housing units, a 6.5 percent increase from 2000. In 2010, 93.6 percent of the community’s housing units were occupied. Of this figure, approximately 86.9 percent were occupied by owners and 13.1 percent were occupied by individuals renting the housing unit. Vacant units accounted for 6.4 percent of the total housing supply. Only eight housing units within the community were for seasonal, recreational, or occasional use.

Table 1-8 displays the average household size found in the Town of Elba and Dodge County for 2000 and 2010.

Table 1-8 Average Household Size
Town of Elba and Dodge County, 2000 and 2010

	2000	2010
Town of Elba	2.82	2.52
Dodge County	2.56	2.44

Source: U.S. Bureau of the Census, 2000-2010.

The size of households have decreased from years ago, families are having fewer children than the large traditional families. The Town of Elba's average household size has decreased by approximately .3 persons since 2000. The County's average household size has decreased at a slower rate than the Town. In 2010, the Town of Elba had a higher average household size than the County's 2.44 persons.

Housing Unit Projections

Housing unit projections are an important element in preparing the comprehensive plan for a community. Specifically, they are used as a guide to estimate required acreage to accommodate future residential development, as well as prepare for future demands growth may have on public facilities and services throughout the planning period. Similar to population projections, it is important to note that housing projections are based on past and current trends, and therefore should only be used as a guide for planning.

Please refer to Table 2-4 for housing unit projections for the Town.

1.6 Employment Characteristics

Employment by industry within an area illustrates the structure of the economy. Historically, Dodge County has had a high concentration of employment in the manufacturing and agricultural sectors of the economy. Recent state and national trends indicate a decreasing concentration of employment in the manufacturing sector while employment within the services sector is increasing. This trend is partly attributed to the aging of the population.

Table 1-9 displays the number and percent of employed persons by industry group in Town of Elba and Dodge County.

The educational, health and social services sector supplied the most jobs (18.8 percent) and manufacturing provided the second most jobs (15.8 percent) in the Town of Elba. The greatest percentage of employment for the county was in the manufacturing sector (25.8 percent), followed by the educational, health, and social services (19.1 percent). The agricultural, forestry, fishing and hunting, and mining sector provided 4.5 percent of the employment by industry in the County. However, in the Town of Elba the agricultural, forestry, fishing and hunting, and mining sector claimed 11.7 percent, more than double the County's percentage.

Table 1-9: Employment by Industrial Sector,
Town of Elba and Dodge County

Industry	T. Elba		Dodge County	
	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	69	11.7%	1,986	4.5%
Construction	37	6.3%	3,173	7.2%
Manufacturing	93	15.8%	11,333	25.8%
Wholesale trade	20	3.4%	1,103	2.5%
Retail trade	63	10.7%	5,042	11.5%
Transportation and warehousing, and utilities	38	6.4%	1,909	4.3%
Information	6	1.0%	689	1.5%
Finance, insurance, real estate, and rental and leasing	52	8.8%	1,388	3.1%
Professional, scientific, management, administrative, and waste management services	22	3.7%	2,368	5.4%
Educational, health and social services	111	18.8%	8,401	19.1%
Arts, entertainment, recreation, accommodation and food services	32	5.4%	2,760	6.3%
Other services (except public administration)	36	6.1%	1,974	4.5%
Public administration	11	1.9%	1,841	4.2%
Total	590	100.0%	43,967	99.9%

Source: U.S. Bureau of the Census, 2008-2012 American Community Survey.

Only includes persons age 16 and over.

*Percentages may not add up to 100%, due to rounding.

1.7 Issues and Opportunities Trends

Identified below are some of the population and demographic trends that can be anticipated over the next 30 years in the Town of Elba:

- ◆ School attainment percentages will gradually change, with more of the population attaining education beyond high school.
- ◆ Household income will slowly rise.
- ◆ The 65-plus population will grow dramatically as the baby boomers join the ranks of the elderly.
- ◆ The population aged 85 and over will continue to rise in the Town.

2. Housing

2.1 Introduction

This section contains an inventory of housing characteristics in the Town of Elba. It is intended that this inventory will help identify deficiencies and opportunities relative to meeting the community's housing needs.

2.2 Housing Characteristics

Housing Supply

The U.S. Census Bureau classifies housing units as a house, apartment, mobile home or trailer, a group of rooms, or a single room occupied as separate living quarters, or if vacant, intended for occupancy as separate living quarters. Separate living quarters are those in which the occupants live separately from any other individuals in the building and which have direct access from outside the building or through a common hall.

In 2010, the Town of Elba had 423 housing units, a 6.5 percent increase from 2000. In 2010, approximately 93.6 percent of the community's housing units were occupied. Of this figure, approximately 87 percent were occupied by owners and 13.1 percent were occupied by individuals renting the housing unit. Vacant units accounted for 6.4 percent of the total housing supply. Only eight housing units within the community were for seasonal, recreational, or occasional use. Table 1-7 displays the number of housing units found in the Town of Elba for 2000 and 2010. The table also includes the number of occupied and vacant homes.

Units in Structure

Table 2-1 displays the number of units within structure for the Town of Elba and Dodge County. Detached housing units are defined as one-unit structures detached from any other house, with open space on four sides. Structures are considered detached even if they have an attached garage or contain a business unit.

Table 2-1: Units in Structure
Town of Elba and Dodge County

	Town of Elba		Dodge County	
	Number	% of Total	Number	% of Total
1-unit detached	386	95.5%	26,536	71.7%
1-unit attached	4	1.0%	1,095	3.0%
2 units	0	0.0%	2,199	5.9%
3 or 4 units	8	2.0%	1,048	2.8%
5 to 9 units	3	0.7%	1,606	4.3%
10 to 19 units	0	0.0%	1,414	3.8%
20 or more units	0	0.0%	1,497	4.0%
Mobile home	3	0.7%	1,607	4.3%
Boat, RV, van, etc.	0	0%	2	0.0%
Total	404	99.9%	37,004	99.8%

Source: U.S. Bureau of the Census, American Community Survey 2008-2012

*Percentages may not add up to 100%, due to rounding.

The predominant housing structure in both the Town of Elba and Dodge County is the one-unit detached structure, making up 95.5 percent and 71.7 percent of all housing structures, respectively. Three or four housing units come in a distant second, comprising of two percent of housing structures in Elba.

Age of Housing Units

An examination of the age of the community's housing stock will provide an indication of its overall condition. The age of the housing stock is an important element to be analyzed when planning for a future housing supply. If there is a significant amount of older housing units within the housing supply they will most likely need to be replaced, rehabilitated, or abandoned for new development within the planning period. Allowing for a newer housing supply also requires planning regarding infrastructure, land availability, community utilities, transportation routes, and a variety of other things which are affected by new housing development.

Table 2-2 details the year that structures were built in the Town of Elba and Dodge County.

Table 2-2: Year Structures Built
Town of Elba and Dodge County

	Town of Elba		Dodge County	
	Number	% of Total	Number	% of Total
Built 2010 or Later	0	0.0%	76	0.2%
Built 2000 to 2009	14	3.5%	4,257	11.5%
Built 1990 to 1999	88	21.8%	5,637	15.2%
Built 1980 to 1989	35	8.7%	2,838	7.7%
Built 1970 to 1979	52	12.9%	4,506	12.1%
Built 1960 to 1969	24	5.9%	3,273	8.8%
Built 1950 to 1959	20	5.0%	3,324	9.0%
Built 1940 to 1949	23	5.7%	2,005	5.4%
Built 1939 or earlier	148	36.6%	11,088	30.0%
Total	404	100.1%	37,004	99.9%

Source: U.S. Bureau of the Census, American Community Survey 2008-2012.

*Percentages may not add up to 100%, due to rounding.

Taking into account the area's settlement history, it is not surprising that the greatest percentage of both Elba's and Dodge County's existing housing units were built prior to 1940. Both the Town and the County experienced building spurts during the 1970s when roughly 12.9 percent of current housing stock was erected. More recently, Elba added 21.8 percent of its current housing stock during the period 1990's; Dodge County added 15.2 percent.

Housing Value

Housing costs are typically the single largest expenditure for individuals. It is therefore assumed that a home is the single most valuable asset for homeowners. While many people in Wisconsin enjoy a good housing situation, many are struggling. Households in the low-income range may have great difficulty finding adequate housing within their means that can accommodate their needs. A lack of affordable housing not only affects these individuals, but also has effects on population and migration patterns, economic development, and the local tax base.

Table 2-3 provides housing values of specified owner-occupied units. A housing unit is owner-occupied if the owner or co-owner lives in the unit even if it is mortgaged or not fully paid for. The U.S. Bureau of the Census determines value by the respondent's estimate of how much the property (house and lot, mobile home and lot, or condominium unit) would sell for if it were for sale.

Table 2-3: Housing Value for Specified Owner-Occupied Units,
Town of Elba and Dodge County

	Town of Elba		Dodge County	
	Number	% of Total	Number	% of Total
Less than \$50,000	0	0.0%	1,382	5.5%
\$50,000 to \$99,999	26	7.7%	3,126	12.4%
\$100,000 to \$149,999	13	3.8%	7,214	28.7%
\$150,000 to \$199,999	51	15.1%	5,406	21.5%
\$200,000 to \$299,999	120	35.5%	5,170	20.6%
\$300,000 to \$499,999	108	32.0%	2,144	8.5%
\$500,000 to \$999,999	17	5.0%	572	2.3%
\$1,000,000 or more	3	0.9%	114	0.5%
Total	338	100.0%	25,128	100.0%
Median value	\$259,800		\$156,000	

Source: U.S. Census Bureau, American Community Survey, 2008-2012.

The Town of Elba had a large percentage (35.5 percent) of homes valued between \$200,000 to \$299,999. Whereas Dodge County had the largest percentage (28.7 percent) of its homes valued between \$100,000 and \$149,999. The median value of homes in the Town of Elba is considerably higher than Dodge County's, which may be due to the Town's proximity to the Cities of Columbus, Madison, and Sun Prairie. Attracting affordable housing to the Town may be difficult, since the Town has a higher median housing value than Dodge County.

2.3 Housing Unit Projections

Housing unit projections are an important element in preparing the comprehensive plan for a community. Specifically, they are used as a guide to estimate required acreage to accommodate future residential development, as well as to prepare for future demands growth may have on public facilities and services throughout the planning period. Similar to population projections, it is important to note that housing projections are based on past and current trends, and therefore should only be used as a guide for planning.

Housing Unit Projections

In 2008, the Wisconsin Department of Administration developed housing unit projections for communities throughout Wisconsin. The housing unit projections were developed with known population data and population projections. The housing unit projections are intended to be used as a guide to future housing needs in the community. Table 2-4 displays the projections from 2015 through 2040.

Table 2-4: Housing Unit Projection
Town of Elba, 2015-2040

2010 Housing Units	2015	2020	2025	2030	2035	2040	% Change 2010-2040	Total New Units 2010-2040
396	402	409	417	421	417	405	2.27	9

Source: Wisconsin Department of Administration

According to the housing unit projections, the Town of Elba will have a need for nine new housing units by 2040, a 2.27 percent increase in housing units from 2010 to 2040. It should be noted that housing unit projection increases steadily until 2030, after which the projected housing units decrease. Despite the projected decrease of housing units after 2030, the Town will still need to plan for some new housing units.

2.4 Housing Trends

There were a number of changes in the State of Wisconsin, Dodge County, and Town of Elba with regard to housing from 1990 to 2000. Housing trends that need to be considered as part of the planning process are identified below:

- ◆ Increased pressure to convert farmland to residential use;
- ◆ Increased need to remodel and rehabilitate the older housing stock in the Town;
- ◆ Increased demand to build housing in rural areas;
- ◆ Demographic trends and an aging population will increase the need for more choices relative to elderly housing, rental units, and starter homes;
- ◆ Highway improvements will make commuting easier and increase rural development pressures.

3. Transportation

3.1 Introduction

The transportation system which serves the Town of Elba provides for the transport of goods and people into, out from, and within the Town. The transportation system contains multiple modes involving air, land, and water transport. Many elements of the system are not located in the Town itself; however the Town’s proximity to these elements is an important consideration in evaluating and planning for the Town’s transportation system.

3.2 Transportation Programs

PASER Program

The PASER (Pavement Surface Evaluation and Rating) Program is a system for communities to evaluate and schedule road maintenance on local roads. The program requires Town officials to evaluate the condition of Town roads based on observing characteristics of the road such as the texture of the road surface or the spacing of cracks. The officials then assign a rating on a scale of 1 to 10. These ratings, along with information on traffic volumes, are used to schedule the maintenance and reconstruction of Town roads.

Dodge County Capital Improvement Program

Dodge County annually updates a Capital Improvement Program. The program prioritizes the allocation of financial resources for various projects over a five year time frame. In terms of the Town of Elba, no transportation projects are scheduled to receive funding in the next five years under the program.

Town of Elba Land Division Ordinance

This ordinance regulates the division of land within the Town. It also provides standards for the construction of new roads such as street width and grade requirements. Under the Town’s Land Division Ordinance streets/roads within Elba are classified into three separate categories; Arterial Roads, Collector Roads, and Minor Roads. Paved roads, except cul-de-sacs, are required to have a width of 24 feet. Additionally, four or five feet of shoulder area is mandatory on both sides of the road, unless curb and gutter are required by the Town Board. Additional road construction standards are included within the ordinance.

3.3 State and Regional Transportation Plans

State and regional transportation plans that affect the Town of Elba are the responsibility of the Wisconsin Department of Transportation (DOT). There are three state highways in the Town of Elba; State Highway 16/60, State Highway 73, and US Highway 151. The DOT has capital improvement plans for each county in the state, Highway Improvement Program. The 2014-

2019 Highway Improvement Program does not show any proposed improvements for the three state highways in the Town of Elba.

3.4 Functional Classification of Highways

Vehicular travel on the public highway system is the transportation mode for the vast majority of trips by Town of Elba residents. Road and highway transportation systems primarily serve two basic functions, - to provide access to adjacent properties and to provide for the movement of vehicular traffic. Roads and highways are grouped into three functional classes (local, collector, and arterial streets) which are described below. Map 3-1, Appendix, shows the location of local, collector, and arterial roadways in the Town of Elba.

Local Roads

Local roads primarily provide access to adjacent properties and only secondarily provide for the movement of vehicular traffic. Since access is their primary function, through traffic should be discouraged. Traffic volume is expected to be light and should not interfere with the access function of these streets. Duffy Road and Breyer Road are examples of local roads in the Town of Elba.

Collector Roads

Collector roads and highways carry vehicular traffic into and out of residential neighborhoods and commercial and industrial areas. These streets gather traffic from the local streets and funnel it to arterial streets. Access to adjacent properties is a secondary function of collector streets. Collector streets are further divided into major or minor collectors depending on the amount of traffic they carry. CTH T is an example of a major collector highway in the Town. There are no minor collector highways in the Town of Elba.

Arterial Highways

Arterial highways serve primarily to move through traffic. Traffic volumes are generally heavy and traffic speeds are generally high. Arterial highways are further divided into principal or minor arterials depending on the traffic volume and the amount of access provided. US Highway 151 is considered a principal arterial highway and STH 73 and STH 16/60 are classified as minor arterial highways.

3.5 Traffic Volumes

Traffic volume is also an important consideration for land use planning. The volume of traffic on a particular roadway and the associated noise, fumes, safety level, and other such concerns are considerations that need to be addressed in deciding how land should be used. Map 3-1 in the Appendix shows the average daily traffic counts of major traffic corridors within the Town of Elba. Traffic volumes vary considerably on the different roadways within the Town. US Highway 151 being the major thoroughfare in the Town carrying the largest volume of traffic.

STH 73 and STH 16/60 also carry considerable traffic. The volume of traffic on a particular roadway can be significantly influenced by its intersection with other roadways.

3.6 Traffic Safety

Traffic safety and efficiency in the town can also be improved by discouraging the creation of new parcels that require access to county trunk highways or town roads where sight distance is limited. This practice restricts the access points to these roadways, thereby reducing accident potential and the need to reduce speed limits to improve safety. New parcels should be encouraged only where access can be provided by an existing town road or where a new town road will be constructed by the subdivider.

Safety concerns on heavily traveled highways in the town can also be addressed by examining the role the particular highway plays in the transportation network of the county.

3.7 Town Road and County Highway Standards

Subsection 7.6.3 of the Dodge County Land Use Code shows the street design standards for roadways in the County. The design standards vary among roadways, as different roads serve different functions within the transportation system. These standards are outlined in Table 3-1.

TABLE 3-1
Dodge County Minimum Street Design Standards

Street Type	Right-of-Way Minimum Width	Minimum Pavement Width
Arterial or Highway	120 feet	Dual 24 feet, two 5-foot outside shoulders, 4-foot inside shoulders (20-foot median)
Collector	80 feet	24 feet, two 5-foot outside shoulders
Minor (local)	70 feet	24 feet, two 4-foot outside shoulders

The minimum street design standards, outlined in Table 3-2 below, are those set forth by Wisconsin State Statute 86.26 (1).

TABLE 3-2
State of Wisconsin Minimum Street Design Standards

Street Type	Right-of-Way Minimum Width	Minimum Pavement Width
Arterial or Highway	66 feet	24 feet, two 5-foot outside shoulders
Collector	66 feet	22 feet, two 4-foot outside shoulders
Minor (local)	49.5 feet	16 feet, two 4-foot outside shoulders

The Town of Elba’s minimum street design standards for minor (local) roads, shown below in Table 3-3, are set forth in Section 5.4 of the Town’s Land Division Ordinance.

TABLE 3-3
Town of Elba Minimum Street Design Standards

Street Type	Right-of-Way Minimum Width	Minimum Pavement Width
Minor (local)	66 feet	24 feet, two 3-foot outside shoulders (unless curb & gutter is required)

3.8 Town Road and County Highway Deficiencies

The Town of Elba uses the PASER program to evaluate which roads are in need of repairs in the Town. The roadways in the Town are given a number between 1 to 10, with 1 needing the most repairs and 10 being a new road. Each number rating has specific criteria the road must meet to be assigned that rating. Roads with a rating of 1 to 4 are in need of major repairs and reconstruction, compared to roads rated 5 or higher. The Town conducts the review annually and incorporates the findings into its road improvement program.

Substandard Roadways

Town road and County highway standards are designed to require that roadways be constructed to minimum standards that will provide adequate levels of service based on current transportation needs. The level of service needed on a particular type of road is based on the amount of traffic the road carries as well as other issues. However, many of the existing Town roads and County highways were developed at an earlier time when the levels of service requirements were not as great as today. As a result many roadways within the Town have some form of deficiency when compared to the State of Wisconsin’s minimum street design standards.

One standard that is used to identify deficiencies is right-of-way width. The Wisconsin State Statutes list minimum right-of-way widths of 49.5 feet for local roads, and 66 feet for collector roads. Where it is practical, acquisition of additional right-of-way should be done. It should be noted that it may not always be practical or desirable to attempt to widen the right-of-way of some of the substandard roadways within the Town. All new roads and highways should be required to meet current right-of-way width standards before they are accepted by the Town.

Another standard that can be easily used to identify deficiencies in roadways is pavement width. The Wisconsin State Statutes establish minimum pavement widths of 16 feet for local roads, and 22 feet for collector roads. Where it is practical, road pavement should be widened to the required standard as it is reconstructed. However, it may not be practical or desirable to widen the pavement on all of the roadways. Likewise, the damage done to existing developed areas by widening the pavement would destroy the character of the area. Furthermore, all new Town roads and County highways should be required to meet the current minimum pavement width before they are accepted by the Town.

Shoulder width is a third standard used for identifying roadway deficiencies. The Wisconsin State Statutes list minimum shoulder widths of two four-foot outside shoulders for local roads and collector roads. Road shoulders should be widened to the required standard as they are reconstructed when it is a practical option. However, it may not be practical or desirable to widen the shoulder area on all of the roadways. Likewise, the damage done to existing developed areas by widening the shoulders of the existing roads would destroy the character of the area. It should be required that all new Town roads and County highways meet the current minimum shoulder width before they are accepted by the Town.

3.9 The Transportation System

The transportation system which serves the Town of Elba provides for the transport of goods and people into, out of, and within the Town. While the Town has little direct influence on transportation links outside its boundaries, it may be in its best interest to influence the improvement of these links to better serve the residents of the Town of Elba. The transportation system operates in the air and on land and water. Land based transport includes pedestrian, bicycles, and rail as well as highway.

Seaports

Water born transport of goods is efficient, but the waterway systems in the Town of Elba are not suitable for commercial transportation. The nearest international seaport is the Port of Milwaukee, approximately 58 miles from the Town of Elba.

Airports

Air transportation for both goods and people is very fast. Its use is substantial and increasing. Convenient access to at least a general airport is critical to many businesses. The nearest general airport is the Juneau Airport, located about 10 miles from the Town of Elba. Dane County Regional Airport in Madison provides commercial aviation services. It is approximately 26 miles southwest of the Town of Elba. General Mitchell Field in Milwaukee also offers commercial airline service, but is also an international airport. It is located about 50 miles southeast of the Town.

Railroads

The Canadian Pacific Railroad crosses the Town of Elba in a northwest-southeast direction between Watertown and Columbus areas. Rail transportation is an efficient and inexpensive method of transporting goods long distances. Many manufacturers favor railroad access for their plants.

There is one rail siding in the Town of Elba, however it is located within the City of Columbus. Most of the rail corridor extends through agricultural areas, yet there are areas where it is wet and hilly. There are large areas of land along the railroad that may be suitable for industrial or heavy commercial development. A number of at-grade railroad crossings interrupt traffic on roads in the Town. The most important of these is the crossing at CTH T, near the unincorporated village of Astico. A grade separation at this location is not feasible at this point, but the crossing is well marked. Appendix, Map 3-1, shows the location of railroads in the Town of Elba.

Trucking

Trucking on the highway system is the preferred method of transporting freight, particularly for short hauls. Several trucking companies are located in the area.

Public Transit

The nearest bus services are provided by Greyhound in Fond Du Lac and Madison, and Badger Bus Lines in Madison. The nearest private taxi service exist in the City of Beaver Dam. However, this service is not very cost effective for Town residents.

Bicycles

Bicycle traffic is quite limited in the Town of Elba. Shoulder areas on Town roads are usually narrow and unpaved making bicycle travel difficult. County highways in the Town tend to have wider shoulders, but traffic levels on these roads make bicycle traffic unsafe or undesirable. The Wild Goose State Trail is approximately 9 miles east of the Town and is the closest bicycle transportation facility in Dodge County. The Town of Elba could also designate bike routes throughout the Town on lightly traveled roads. Once designated, shoulder areas on these roads could be widened as the roads are periodically reconstructed.

The *Dodge County Bike and Pedestrian Plan* was designed to promote and improve conditions for bicycling and walking throughout Dodge County. The intention of the Bike and Pedestrian Plan is to increase transportation safety for pedestrians, bicyclists, and motorists. Infrastructure improvements such as designated bikeways, bike lanes, paved shoulders, improved crosswalks, and traffic and informational signs are among the type of facilities being recommended to improve conditions for bicyclists, walkers, and motorists alike.

In the Town of Elba, the *Dodge County Bike and Pedestrian Plan* identifies CTH T as a bicycle route to receive bicycle route improvements.

Pedestrian Transportation

No pedestrian transportation system exists in the Town of Elba. The dispersed nature of the Town prohibits the development of an effective pedestrian transportation system. However, the *Dodge County Bike and Pedestrian Plan* does suggest pedestrian friendly design standards for creating a walkable Dodge County.

Transportation for the Disabled

The Dodge County Human Services Department provides transportation for the disabled in the Town of Elba. This department has volunteer drivers who use their own cars, as well as county employed drivers in county owned wheelchair accessible vans that provide transportation to the disabled. These drivers also provide transportation to people who are unable to drive due to a medical condition, are in nursing homes, or receive W-2. In addition, private taxi services in the City of Beaver Dam provide service to disabled residents of the Town. However, the disabled are unlikely to use this service due to its high cost outside the city limits.

3.10 Transportation Trends

The future transportation system will be affected by a number of factors including demographics, the economy, and overall development patterns. The following are anticipated trends that can affect the transportation system in the Town of Elba over the planning period:

- ◆ Reduced funding for transportation projects is anticipated due to county, state, and federal budget constraints.
- ◆ As vehicle ownership continues to increase and trips become longer, congestion on major roadways is anticipated to increase.
- ◆ The demand for para-transit services will increase as the population ages and the baby-boomers move into older age groups.
- ◆ There will be continued demand for quality trucking routes as manufacturing continues to be a major sector of the economy.
- ◆ Routes between cities and villages are likely to continue to grow in traffic volume.
- ◆ Concerns raised by local residents are likely to center around controlling traffic speeds and intersection safety.
- ◆ Major highway intersections will continue to be target locations for new commercial and industrial development.
- ◆ New driveways onto town and county roads will continue to increase.
- ◆ Issues regarding agricultural transport, such as milk and manure hauling, may increase.
- ◆ Conflicts between automobiles and slower farm equipment are likely to increase.
- ◆ Interest in designating local roads for ATV and snowmobile use is likely to increase.

4. Utilities and Community Facilities

4.1 Introduction

This element contains information about existing utilities and community facilities in the Town of Elba. Facilities discussed in this element include administrative facilities, public buildings, police, fire, and emergency medical services, schools, quasi public facilities, parks, solid waste and recycling, communication and power facilities, sanitary sewer, water, stormwater management, and health and day care facilities. See map 4-9 for Town of Elba Utilities and Community Facilities.

4.2 Administrative Facilities and Services

The Town hall and administrative facilities are located at N 2799 Co. Road T. Town employees include a building inspector, and two maintenance personnel that handle mowing, recycling, and general cleaning and maintenance.

Committees, Commissions, and Boards

The Town of Elba has a Zoning Board of Appeals and Plan Commission.

Public Buildings

Publicly owned buildings include the Town hall and a storage building. The Town also rents a garage for the storage of maintenance equipment.

4.3 Protective Services

Police Services

Dodge County Sheriff

The Dodge County Sheriff's Department serves as the primary law enforcement agency to many communities in the county and also operates the county jail in Juneau. There are several major divisions of the department including the administration division, criminal investigation division, jail division, radio communications division, recreational patrol, and traffic division.

The Sheriff's Department provides 24-hour service to all communities in the county that do not have their own police department. The Sheriff also provides service to communities that do have their own department when requested. The radio communications division dispatches all squads and police personnel within the county with the exception of the City of Waupun, City of Watertown, and the City of Beaver Dam, who have their own full time personnel. In the absence of a dispatcher in the remaining communities, this division provides the police dispatching services. In addition to the police dispatching, this division also dispatches emergency medical services and fire departments.

Fire Protection and Emergency Medical Services

Fire protection for the Town of Elba is provided by the Columbus Rural Fire Group. The Columbus Rural Fire Group provides service to 33 sections in the Town of Elba. In addition to

servicing the Town of Elba, the group also serves another town and a large part of four others, extending into three counties. The remaining three sections in the Town of Elba are protected by the Reeseville Fire Department. Ambulance services are provided to Elba by the City of Columbus. Map 4-1, Appendix, displays fire emergency service areas in Dodge County, and Map 4-2, Appendix, displays emergency medical service areas in Dodge County.

4.4 School Facilities

There are three school districts in the Town of Elba - the Columbus School District, the Dodgeland School District, and the Waterloo School District. Map 4-3, Appendix, shows the school district boundaries in Dodge County.

Columbus School District

The Columbus School District contains the Columbus Elementary School, the Columbus Middle School, and the Columbus High School. As of the 2013-2014 school year, the Columbus School District had a total of 1,256 students, with 474 students enrolled in the Elementary School, 401 students enrolled in the Middle School, and 381 students enrolled in the High School.

Dodgeland School District

The Dodgeland School District contains two schools that are located in the City of Juneau. As of the 2013-2014 school year, the Dodgeland School District had a total of 821 students enrolled. The Dodgeland Elementary School had 367 students enrolled and the Middle/High School had 454 students enrolled.

Waterloo School District

The Waterloo School District has five school facilities. As of the 2013-2014 school year, the Waterloo School District had a total of 853 students enrolled. The Waterloo Elementary School had 433 students enrolled, the Waterloo Middle School had 137 students enrolled, the Waterloo High School had 283 students enrolled.

4.5 Quasi Public Facilities

Libraries

The nearest library is located in the City of Columbus.

Churches and Cemeteries

St. Columbhill Catholic Church and cemetery is located in the Town.

Campgrounds

There is a campground in Astico County Park, which is located in the center of Elba.

Post Offices

Mail delivery services are provided by post offices located in Beaver Dam, Columbus, Reeseville, and Waterloo.

Civic Organizations and Other Clubs

Local clubs include a 4-H Club and the Astico Preservation Club.

4.6 Parks, Recreation, and Open Space

Astico Park

Astico Park is located about three miles east of the City of Columbus in the Town of Elba. Astico is the county's largest park. This scenic park is located on 61.4 acres of land bordered on three sides by the Crawfish River and the historic Danville Mill Pond. The park lies on a drumlin; a long narrow hill formed by glaciations, and is predominantly wooded. The park contains 45 campsites, 3 picnic shelters, 3 playground areas, hiking trails, large open play fields, and fishing and canoeing access areas. The park features a new restroom facility with showers and a sewage tank dump station in addition to other scattered toilet building facilities. Two continually flowing artesian wells in the park have become an attraction for many. Like Ledge Park, a year-round home is located on-site for the park attendant's living quarters and office area.

The Astico Wayside Park is located on STH 16/60, across the Crawfish River from the Astico Park. The wayside park has opportunities for fishing and picnic areas, the town maintains a green space for public use, and the wayside has restroom facilities.

Map 4-4, Appendix, shows the County, State, and Federal Recreation areas in Dodge County.

4.7 Solid Waste Management and Recycling

Badger Disposal, located in Columbus, provides solid waste and recycling services to the Town. The Town is the designated responsible unit for recycling. Badger Disposal provides curbside service for a fee. A drop-off site is also available, in the City of Columbus.

4.8 Communication and Power Facilities

AT&T and Telephone and Data Systems, Inc provide telephone service to the Town. Wisconsin Gas Company provides gas service and Adams-Columbia Electric Cooperative provides electric service to the Town. See Map 4-5, Appendix, for telephone service providers, Map 4-6, Appendix, for electric utilities and cooperatives, and Map 4-7, Appendix, for natural gas service providers.

4.9 Sanitary Sewer Service

Town of Elba sanitary district is located in the west central portion of the Town along the Town and City of Columbus border. The remainder of the Town utilizes private onsite wastewater treatment systems. Map 4-8, Appendix, displays the location of the sewer district and water facilities in the Town.

4.10 Private Onsite Wastewater Treatment Systems (POWTS)

Private onsite wastewater treatment systems, or POWTS, are systems that receive domestic quality wastewater and either retain it in a holding tank, or treat it and discharge it into the soil, beneath the ground surface. The Wisconsin Department of Safety and Professional Services has administrative rules, Comm. 83, for building plumbing and non-municipal sewer lines, and for private onsite wastewater treatment systems. Any system with a final discharge exposing treated wastewater upon the ground surface, or discharging directly into surface waters of the state, is subject to DNR regulation. Additionally, certain POWTS are subject to both Department of Safety and Professional Services and Department of Natural Resources review and regulation.

4.11 Public Water Supply

There are no publicly operated water supply facilities located in the Town. Residents must rely upon private wells for water.

4.12 Stormwater Management

There are no storm sewers located in the Town. The primary method of stormwater management is through culverts and ditches.

4.13 Health Care Facilities

There are no health care facilities located in the Town. A full range of medical services are available in the City of Beaver Dam and Columbus. Regional medical services are available in the City of Madison and Milwaukee.

4.14 Day Care Facilities

There are no commercial day care facilities located in the town.

4.15 Utilities and Community Facilities Trends

The following trends need to be anticipated with regard to planning for future utilities and community facilities in the Town of Elba:

- ◆ Local government budget constraints will drive the need for intergovernmental cooperation for services and programs;
- ◆ There will be an increased need for communities and other jurisdictions to coordinate the development of trails and other recreational facilities;
- ◆ Increased development in rural areas will create the need for more police and other governmental services;
- ◆ Increasing residential development in rural areas may cause the need for more school transportation resources, such as more buses and bus drivers.

5. Agricultural, Natural, and Cultural Resources

5.1 Introduction

This element provides an inventory and assessment of the agricultural, natural, and cultural resources for the Town of Elba. Land development patterns are directly linked to the resource base, therefore, these features need to be considered before making any decisions concerning future development within the Town of Elba. The Town's agricultural, natural, and cultural resources contribute greatly to its residents' quality of life.

5.2 Soils

Soil is composed of varying proportions of sand, gravel, silt, clay, and organic material. The composition of a soil must be evaluated prior to any development, as varying limitations exist for each soil. Dodge County soils are products of the deposits left after the glacier receded about 12,000 years ago. These deposits consisted of sand, gravel, large rocks, clay, limestone fragments, and igneous and metamorphic rocks. The deposits have prompted mineral and sand and gravel extraction throughout some of the communities in Dodge County.

The majority of soils in the Town of Elba are upland silt loam considered good for agricultural uses. Topsoil generally ranges between 10 and 14 inches in depth. The seven general soil associations found in the Town of Elba include Fox-Casco-Rodman, McHenry-Pella, Plano-Mendota, Houghton-Pella, St. Charles-LeRoy-Lomira, Theresa-Lamartine-Hochheim, and St. Charles-Miami-Elburn.

5.3 Prime Agricultural Soils

The soils in Dodge County are classified by the United States Department of Agriculture to represent different levels of agricultural use. Class I, II, or III soils are all considered good soils for agricultural production. This classification system is based on criteria of production potential, soil conditions, and other basic production related criteria. All the soils classified as Class I and Class II are identified as prime agricultural soils. Whereas only some of the Class III soils are considered prime agricultural soils and the remaining soil is considered farmland of statewide importance. Map 5-1, Appendix, shows the prime agricultural soils in the Town of Elba.

5.4 Forests

The Town of Elba is covered by approximately 886 acres of wooded area. Wooded areas have been cleared in the Town of Elba to make room for agricultural fields and residential uses. Only about 3.89 percent of the Town of Elba's surface area is in woodland use. Map 5-2, Appendix, shows the woodlots in the Town.

There is limited economic potential from the remaining woodlots since they tend to be small and widely scattered. Many contain residential development or are located in public parks and recreation areas.

5.5 Metallic and Nonmetallic Mineral Resources

Wisconsin Administrative Code NR 135 requires that all counties adopt and enforce a Nonmetallic Mining Reclamation Ordinance that establishes performance standards for the reclamation of active and future nonmetallic mining sites. It is intended that NR 135 will contribute to environmental protection, stable non-eroding sites, productive end land use, and the potential to enhance habitat and increase land values and tax revenues.

Dodge County has a Nonmetallic Mining Reclamation Overlay District as part of its adopted Land Use Code. The purpose of this overlay district is to establish a local program to ensure the effective reclamation of nonmetallic mining sites in Dodge County.

The Town of Elba currently does not contain any active non-metallic mines.

5.6 Wetlands

According to the United States Environmental Protection Agency, wetlands are areas where water covers the soil, or is present either at or near the surface of the soil all year or for varying periods of time during the year, including during the growing season. Water saturation (hydrology) largely determines how the soil develops and the types of plant and animal communities living in and on the soil. Wetlands may support both aquatic and terrestrial species. The prolonged presence of water creates conditions that favor the growth of specially adapted plants (hydrophytes) and promote the development of characteristic wetland (hydric) soils.

Wetlands may be seasonal or permanent and are commonly referred to as swamps, marshes, fens, or bogs. Wetland plants and soils have the capacity to store and filter pollutants ranging from pesticides to animal wastes. Wetlands can make lakes, rivers, and streams cleaner, and drinking water safer. Wetlands also provide valuable habitat for fish, plants, and animals. In addition, some wetlands can also replenish groundwater supplies. Groundwater discharge from wetlands is common and can be important in maintaining stream flows, especially during dry months.

Local, state, and federal regulations place limitations on the development and use of wetlands and shorelands. The Wisconsin Department of Natural Resources (WDNR) has inventory maps for each community that identify wetlands two acres and larger. The wetland inventory map should be consulted whenever development proposals are reviewed in order to identify wetlands and to ensure their protection from development. Map 5-3, Appendix, displays wetlands, watersheds, streams, and surface water in the Town.

5.7 Floodplains

For planning and regulatory purposes, the floodplain is normally defined as those areas, excluding the stream channel, that are subject to inundation by the 100-year recurrence interval flood event. This event has a one percent chance of occurring in any given year. Because of this

chance of flooding, development in floodplain should be discouraged and the development of park and open space in these areas encouraged. The floodplain includes the floodway and flood fringe. The floodway is the portion of the floodplain that carries flood water or flood flows, while the flood fringe is the portion of the floodplain outside the floodway, which is covered by waters during a flood event. The flood fringe is generally associated with standing water rather than rapidly flowing water.

Wisconsin Statute 87.30 requires Counties, Cities, and Villages to implement floodplain zoning. In addition, the Federal Emergency Management Agency (FEMA) has developed flood hazard data. The floodplain areas are near most of the waterways and wetland areas in the town. The floodplain areas of the Town of Elba are shown on Map 5-4, Appendix.

5.8 Watersheds and Drainage

The Town of Elba is located in the Upper Rock River Basin. This basin includes 13 surface watersheds. The Upper Rock River Basin encompasses about 1,890 square miles. The Rock River Basin covers 3,700 square miles.

A report from the Wisconsin Department of Natural Resources titled *The State of the Rock River Basin* was completed in April of 2002. According to the report, the most serious challenges facing the Basin include:

- ◆ Water quality impacts and increased runoff quantity from agriculture and urban land uses, such that many of the rivers and streams are not meeting water quality standards.
- ◆ Loss of agricultural lands impacts wildlife habitat, recreational usages, the rural landowners, and the economy because it changes the nature of the basin.
- ◆ Loss of critical, sensitive habitat and connection between habitats.
- ◆ Significant groundwater contamination in areas of the Basin.
- ◆ Lower urban groundwater levels due to increased use and decreased groundwater infiltration due to more acres of impervious land.

5.9 Surface Water Features

There are approximately 276 acres of surface water in the Town of Elba, including two small lakes, a river and a creek. The following is a description of the more prominent lakes, rivers, and streams in Elba.

Lakes

The Danville Mill pond is about 37 acres in area and there is one unnamed lake in Elba.

Rivers and Streams

The most prominent waterway is the Crawfish River. Numerous intermittent streams and creeks are scattered throughout the Town as well. Nolan Creek is the only other named waterway in the Town.

Crawfish River

The Crawfish River is a major tributary of the Rock River, primarily draining the western half of Dodge County. The river flows from Columbia County into Dodge County near the City of Columbus and meanders in an erratic fashion in an easterly and southeasterly direction. The river is impounded at Danville creating a millpond, where an historic mill remains. Astico County Park lies adjacent to the river and millpond providing canoeing and fishing access. After merging with the Beaver Dam River in the Mud Lake Wildlife area in southwester Dodge County, the Crawfish River continues southward where it empties into the Rock River in the City of Jefferson.

Waterway Classification

The Dodge County Land Resources and Parks Department completed a waterway classification project in 2003. The goal of the waterway classification project was to provide the County with a method of categorizing or classifying each lake, river, and stream by their unique characteristics. The classification of lakes, rivers, and streams was based on criteria developed by the Wisconsin Department of Natural Resources (WDNR). The Existing Development Criterion was used with the Total Lake or Stream Sensitivity Criteria to develop the final classification of Class 1, 2, or 3 for each waterway. Using this method, a lake, river or streams level of existing development is given the same importance or weight as its sensitivity to future development impacts based on physical characteristics.

A Class 1 waterway is the most sensitive to future development and has a lower level of existing development. A Class 3 waterway is the least sensitive to future development and has a higher level of existing development. The following listing contains the Town of Elba waterways that were classified and their final classification:

Danville Mill Pond – Class 1
Unnamed Lake (Section 26) – Class 1
Crawfish River – Class 3
Nolan Creek – Class 1

5.10 Groundwater Resources

The source of all groundwater is precipitation, which percolates down through the soil until it reaches the saturated zone called an aquifer, where it is then contained. Water in an aquifer travels from a source to a discharge point such as a well, wetland, spring, or lake. During periods of increased precipitation or thaw, this vast resource is replenished with water moving by gravity through permeable soils which is called a water table system. In some instances, groundwater moves because of pressure created by a confining layer of impervious rock which is

called an artesian system. The availability of groundwater within the Town of Elba should be investigated before any development occurs.

Most groundwater contamination is related to poorly sited land uses. For example, agricultural manure, petroleum, and salt storage in areas of high groundwater tables or fractured bedrock are all potential sources of groundwater pollution. Contamination of groundwater reserves can also result from such sources as percolation of water through improperly placed or maintained landfill sites, private waste disposal (septic effluent), runoff from livestock yards and urban areas, improper application of agricultural pesticide or fertilizers, excessive lawn and garden fertilizers and pesticides, leaks from sewer pipes, and seepage from mining operations. Runoff from leaking petroleum storage tanks and spills can also add organic and chemical contaminants in locations where the water table is near the surface. Once groundwater contamination has occurred, successful remediation is expensive and can take years, or may never occur, depending upon the pollutant. Therefore, when considering specific land uses for an area, it is vital to consider the physical characteristics of the area and the relationships between the land and the proposed/actual use in order to ensure that groundwater contamination does not occur.

Within Dodge County there are areas that have natural occurring and human influenced well contaminations. According to studies performed by University of Wisconsin-Extension offices, there are multiple types of contaminations in Dodge County. One major contamination is nitrates, which are mainly human influenced and a major concern in parts of Dodge County. Currently, the Town of Elba has fairly average nitrate levels. Also, the Town has an area where there is a slightly higher chloride level. These two types of contamination may be linked to agricultural practices, shallow bedrock, or uncontrolled spreading of contaminants. Another contamination that raises concern is the high number of positive bacteria samples in an area. The Town has a some what lower number of positive bacteria samples; an area of concern is near Astico Park. Some of these contaminations can be linked to unique bedrock or groundwater features, or current or past land use practices in the area. To help control future well contaminations the Town of Elba should conduct testing to identify contaminated areas and reduce development in those areas.

5.11 Air Quality

Air quality, especially good air quality, is often taken for granted. The eastern portion of Wisconsin experiences high concentrations of ground-level ozone. Ground-level ozone, or smog, forms when pollutants emitted from vehicle exhaust, power plants, factories, and other combustion sources combine in the hot summer sun. In addition, warm weather causes an increase in air conditioner usage, which can increase harmful emissions from these sources.

To manage the state's air quality, the DNR uses both a network of air quality monitors and a series of air pollution control rules that limit emissions from air pollution sources based on various criteria. There is one air monitoring site in Dodge County, located in the City of Mayville.

5.12 Environmental Corridors/Sensitive Areas

Environmental corridors are continuous systems of open space that often include environmentally sensitive lands including woodlands, wetlands and habitat areas, natural and

cultural resources requiring protection from disturbance and development, and lands needed for open space and recreational use. Environmental corridors serve multiple functions. Protection and preservation of environmental corridors contribute to water quality through reduction of nonpoint source pollution and protection of natural drainage systems. Environmental corridors can also protect and preserve sensitive natural resource areas, such as wetlands, floodplains, woodlands, steep slopes, native grasslands, prairies, prairie savannas, groundwater recharge areas and other areas that would impair habitat and surface or groundwater quality if disturbed or developed. Map 5-5, Appendix, identifies environmental corridors and natural limitations for building site development in the Town.

5.13 Threatened and Endangered Species

The Wisconsin Department of Natural Resources (WDNR) lists species as "endangered" when the continued existence of that species as a viable component of the state's wild animals or wild plants is determined to be in jeopardy on the basis of scientific evidence. "Threatened" species are listed when it appears likely based on scientific evidence that the species may become endangered within the foreseeable future. The WDNR also lists species of "special concern" of which some problem of abundance or distribution is suspected but not yet proved; the intent of this classification is to focus attention on certain species before becoming endangered or threatened.

Table 5-1 details the rare, threatened, and endangered species that may be found in the Town of Elba and Dodge County.

Table 5-1: Rare, Threatened, and Endangered Species,
Town of Elba and Dodge County

	Wisconsin Status	Taxa
Plants		
Lesser Fringed Gentian	Special Concern	
Richardson Sedge	Special Concern	
Showy Lady's-Slipper	Special Concern	
Slim-Stem Small-Reedgrass	Special Concern	
Small White Lady's-Slipper	Threatened	
Wafer-Ash	Special Concern	
Yellow Gentian	Threatened	
Animals		
Cantrall's Bog Beetle	Special Concern	Beetle
Giant Carrion Beetle	Endangered	Beetle
Barn Owl	Endangered	Bird
Black-Crowned Night-Heron	Special Concern	Bird
Forster's Tern	Endangered	Bird
Great Egret	Threatened	Bird
Red-Shouldered Hawk	Threatened	Bird
Gorgone Checker Spot	Special Concern	Butterfly
Side-Swimmer	Special Concern	Crustacean
American Eel	Special Concern	Fish
Banded Killfish	Special Concern	Fish
Least Darter	Special Concern	Fish
Pugnose Minnow	Special Concern	Fish
Redfin Shiner	Threatened	Fish
River Redhorse	Threatened	Fish
Slender Madtom	Endangered	Fish
Striped Shiner	Endangered	Fish
Week Shiner	Special Concern	Fish
Blanchard's Cricket Frog	Endangered	Frog
Arctic Shrew	Special Concern	Mammal
Franklin's Ground Squirrel	Special Concern	Mammal
Pigmy Shrew	Special Concern	Mammal
Prairie Vole	Special Concern	Mammal
Ellipse	Threatened	Mussel
Blanding's Turtle	Threatened	Turtle

Source: Wisconsin Department of Natural Resources.

5.14 Wildlife Habitat and Recreational Areas

Wildlife habitat can be simply defined as the presence of enough food, cover, and water to sustain a species. The wetland areas of the Town of Elba are particularly accommodating to many types of waterfowl, such as geese, ducks, herons, egrets, and swans. Town of Elba is also home to a variety of song birds and the typical upland animals of southern Wisconsin, including deer, rabbit, fox, raccoon, squirrel, and muskrat.

The Wisconsin Department of Natural Resources identifies State Natural Areas, which are defined as tracts of land in a natural or near natural state and which are managed to serve several purposes including scientific research, teaching of resource management, and preservation of rare native plants and ecological communities.

Wisconsin's Land Legacy Program

The WDNR has conducted a study of places that may be important in meeting the state's conservation and recreation needs over the next 50 years. The following areas or features have been identified in the Town of Elba.

- ◆ Crawfish River – Waterloo Drumlins

5.15 Historic Places

State and National Register of Historic Places

The National Register of Historic Places recognizes properties of local, state, and national significance. Properties are listed in the National Register because of their associations with significant persons or events, because they contain important information about our history or prehistory, or because of their architectural or engineering significance. The National Register also lists important groupings of properties as historic districts. In addition, the National Park Service highlights properties that have significance to the nation as a whole by conferring on them the status of National Historic Landmark.

The Wisconsin State Register of Historic Places parallels the National Register. However, it is designed to enable state-level historic preservation protection and benefits. Most of the properties in Wisconsin listed in the National Register are also listed in the State Register. There are no sites in the Town of Elba that are listed on the State or National Register.

Wisconsin Architecture & History Inventory

The Wisconsin Architecture & History Inventory (AHI) provided by the Wisconsin Historical Society lists historical and architectural information on properties in Wisconsin. The AHI contains data on buildings, structures, and objects that illustrate Wisconsin's unique history. The majority of properties listed are privately owned. Listed properties convey no special status, rights, or benefits. These sites should be periodically reviewed for possible designation on state or national registers. According to the AHI, the Town of Elba has sites listed on the Wisconsin Architecture & History Inventory. To get a description of the AHI sites in the Town of Elba, see the AHI website: www.wisconsinhistory.org/index.html

5.16 Cultural Resources

Cultural Facilities

Cultural amenities enhance the quality of life, encourage residential development and attract tourism. Such amenities are limited in the Town of Elba since it lacks the support populations needed for diverse cultural opportunities. The Town of Elba does not contain any known cultural facilities; however, the City of Columbus does contain a public library and a museum. Map 5-6, Appendix, displays historical, cultural and archaeological resources in Dodge County.

As shorter trips and historical attractions continue to become more popular, local museums will likely be in greater demand as recreational destinations. A present problem with most local museums is the very limited amount of time they are open to the public due to the number of available volunteers and low or non-existent staffing budgets. As demand increases, the museums should be made more convenient and accessible as a local recreation facility.

5.17 Community Design

The Town of Elba is located in the southwest portion of Dodge County. The Town is approximately 36 square miles in size, and is surrounded by Dodge County to the north, east and south and Columbia County to the west. The Town of Elba has large tracts of agricultural land and open space. The City of Columbus is located to the Town's west edge, along STH 60. The Town has the Crawfish River flowing from the northwest corner to the southeast corner of the Town.

5.18 Agricultural, Natural, and Cultural Resources Trends

The following are anticipated trends in regard to agricultural, natural, and cultural resources in the Town of Elba for the planning period:

- ◆ The number of farms will continue to decline;
- ◆ The size of the average farm will continue to show moderate increases;
- ◆ Pressure to convert farmland to other uses will increase;
- ◆ The number of dairy farms will continue to decline;
- ◆ Dairy herd sizes will continue to increase;
- ◆ Dairy herd production will continue to increase;
- ◆ The number of large “commercial” type farming will increase, especially dairy;
- ◆ Interest in farmland preservation programs will decrease;

- ◆ Interest in cash cropping will increase;
- ◆ Interest in specialty farming will increase;
- ◆ Interest in “value-added” businesses to complement small dairy and general farming operations will increase;
- ◆ Large dairies required to obtain Wisconsin Point Discharge Elimination System (WPDES) permits may increase;
- ◆ Interest in voluntary management programs that supply a property tax break, such as Managed Forest Law (MFL), will increase;
- ◆ The Town’s river fronts, woodlands, and highland areas will be desired as residential building sites;
- ◆ Challenges to groundwater resources will grow including increasing quantity of withdrawal and increasing of potential contamination sources;
- ◆ Highway expansion and increased traffic will have a negative impact on air quality.

6. Economic Development

6.1 Introduction

This section contains an inventory of economic characteristics found in the Town of Elba. Analysis and inventory information contained within this section will help in identifying deficiencies and opportunities for economic development within the community.

6.2 Labor Force and Employment Status

Civilian Labor Force

The labor force, according to the Wisconsin Department of Workforce Development definition, includes those who are either working or looking for work, but does not include individuals who have made a choice to not work. This may include retirees, homemakers, and students. The labor force does not include institutional residents, military personnel, or discouraged job seekers.

Table 6-1
Town of Elba and Dodge County
Labor Force Comparisons

Characteristics	Town of Elba		Dodge County	
	Number	Percent	Number	Percent
Persons Age 16 or Over	837		71,775	
Males	423	50.5%	37,925	52.8%
Females	414	49.5%	33,850	47.2%
In Labor Force	618	74.0%	47,382	66.0%
Males	341	55.2%	25,606	54.0%
Females	277	44.8%	21,776	46.0%
Civilian Labor Force	618	---	47,366	---
Employed	590	95.5%	43,967	92.8%
Unemployed	28	4.5%	3,399	7.1%

Source: U.S. Census Bureau, American Community Survey 2008-2012

The Town of Elba has a higher percentage of those persons age 16 and over that are in labor force as compared to Dodge County. The Town of Elba and Dodge County had a comparable percentage of employed persons.

Income

Table 6-2 displays the household income and median household income for Town of Elba and Dodge County. The highest percentage (28.2 percent) of residents in the Town of Elba had a household income between \$50,000 to \$74,999. The next largest percentage (16.8 percent) of household income was \$100,000 to \$149,999, which was higher than the County's percentage of 11.0 percent. Approximately 7.7 percent of the households in the Town of Elba had a household income of \$150,000 or greater; this exceeded the County's rate of 4.0 percent. The median household income for the Town of Elba was \$63,214. The median income for Dodge County was \$53,782.

Table 6-2: Household Income
Town of Elba and Dodge County

	T. Elba		Dodge County	
	Number	% of Total	Number	% of Total
Less than \$10,000	20	5.0%	1,483	4.4%
\$10,000 to \$14,999	7	1.7%	1,369	4.0%
\$15,000 to \$24,999	25	6.2%	3,430	10.2%
\$25,000 to \$34,999	24	5.9%	3,839	11.4%
\$35,000 to 49,999	56	13.9%	5,301	15.7%
\$50,000 to \$74,999	114	28.2%	7,967	23.6%
\$75,000 to \$99,999	59	14.6%	5,317	15.7%
\$100,000 to \$149,999	68	16.8%	3,702	11.0%
\$150,000 or More	31	7.7%	1,358	4.0%
Total	404	100.0%	33,766	100.0%
Median Household Income	\$63,214		\$53,782	

Source: U.S. Bureau of the Census, 2008-2012 American Community Survey.

*Percentages may not add up to 100%, due to rounding.

Commuting to Work

For most of the general population, the location of their home depends on the location of their work. Knowing the amount of time people are willing to travel to work can serve as an indicator for the future location of housing and economic development. Commuting time to work is also an indicator of what residents are willing to sacrifice for location. Individuals are often willing to allow for longer commute times to live in a particular area.

The mean travel time to work for Town residents was 23 minutes. This compares to 22.1 minutes for Dodge County.

6.3 Economic Base Analysis

Employment by Industrial Sector

Employment by industry within an area illustrates the structure of the economy. Historically, Dodge County has had a high concentration of employment in the manufacturing and agricultural sectors of the economy. Recent state and national trends indicate a decreasing concentration of employment in the manufacturing sector while employment within the services sector is increasing. This trend is partly attributed to the aging of the population. Table 6-3 displays the number and percent of employed persons by industry group in the Town of Elba and Dodge County for 2012.

Table 6-3: Employment by Industrial Sector
Town of Elba and Dodge County

Industry	T. Elba		Dodge County	
	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	69	11.7%	1,986	4.5%
Construction	37	6.3%	3,173	7.2%
Manufacturing	93	15.8%	11,333	25.8%
Wholesale trade	20	3.4%	1,103	2.5%
Retail trade	63	10.7%	5,042	11.5%
Transportation and warehousing, and utilities	38	6.4%	1,909	4.3%
Information	6	1.0%	689	1.5%
Finance, insurance, real estate, and rental and leasing	52	8.8%	1,388	3.1%
Professional, scientific, management, administrative, and waste management services	22	3.7%	2,368	5.4%
Educational, health and social services	111	18.8%	8,401	19.1%
Arts, entertainment, recreation, accommodation and food services	32	5.4%	2,760	6.3%
Other services (except public administration)	36	6.1%	1,974	4.5%
Public administration	11	1.9%	1,841	4.2%
Total	590	100.0%	43,967	99.9%

Source: U.S. Bureau of the Census, 2008-2012 American Community Survey.

Only includes persons age 16 and over.

*Percentages may not add up to 100%, due to rounding.

The educational, health and social services sector supplied the most jobs (18.8 percent) and manufacturing sector provided the second most jobs (15.8 percent) by industry. The greatest percentage of employment for the county was in the manufacturing sector (25.8 percent), followed by the educational, health, and social services (19.1 percent). The agricultural, forestry, fishing and hunting, and mining sector provided 4.5 percent of the employment by industry in the County. However, in the Town of Elba the agricultural, forestry, fishing and hunting, and mining sector claimed 11.7 percent, more than double the County's percentage.

Wages

The wages that are provided by a particular industry in a particular area can offer several insights. For example, higher wages within an industry, when compared to neighboring communities, can indicate a strength in a particular economic segment. That wage can also be used to attract commuters and new residents to the area. A higher than average wage and a dependence on a particular industry can also lead to local recession if there should be a downturn within the industry. Lower than average wages can indicate a lower quality of life in the area or a lack of highly qualified labor.

Table 6-4 displays the annual average wage by industry in the Dodge County and Wisconsin.

Table 6-4
Annual Average Wage by Industry Division
Dodge County and Wisconsin

	Dodge County Annual Average Wage	Wisconsin Annual Average Wage	Percent of State Average	1-Year Percent Change
All industries*	\$37,274	\$39,985	93.2%	3.2%
Natural Resources	\$32,917	\$30,613	107.5%	2.9%
Construction	\$59,144	\$49,135	120.4%	7.7%
Manufacturing	\$45,252	\$50,183	90.2%	5.0%
Trade, Transportation, & Utilities	\$29,331	\$34,132	85.9%	1.6%
Information	\$28,540	\$51,764	55.1%	N/A
Financial Activities	\$34,333	\$53,332	64.4%	6.5%
Professional & Business Services	\$53,745	\$46,516	115.5%	-2.8%
Education & Health	\$36,234	\$42,464	85.3%	0.8%
Leisure & Hospitality	\$9,999	\$14,597	68.5%	4.2%
Other Services	\$16,839	\$22,682	74.2%	2.7%
Public Administration	\$37,633	\$41,653	90.3%	-0.9%

Source: Wisconsin Department of Workforce Development, 2011.

The Construction and Professional & Business Services in Dodge County offered the highest annual average wages in 2011. The only other industry other than Construction and Professional & Business Services to offer an annual average wage greater than the State of Wisconsin as a whole was Natural Resources. The greatest disparity in wages between Dodge County and the state was in the Information industry.

Environmentally Contaminated Sites for Commercial or Industrial Use

The Environmental Protection Agency (EPA) and the Wisconsin Department of Natural Resources (WDNR) encourage the clean-up and use of environmentally contaminated sites for commercial and industrial use. The WDNR has created the Bureau for Remediation and Redevelopment Tracking System (BRRTS) which identifies environmentally contaminated sites for communities in Wisconsin. The most commonly listed types of sites are the following:

- ◆ Spills, a discharge of a hazardous substances that may adversely impact, or threaten to adversely impact, public health, welfare, or the environment. Spills are usually cleaned up quickly.
- ◆ LUST, a Leaking Underground Storage Tank that has contaminated soil and/or groundwater with petroleum. Some LUST cleanups are reviewed by the DNR and some are reviewed by the Dept. of Commerce.
- ◆ ERP, Environmental Repair Program sites are sites other than LUST's that have contaminated soil and/or groundwater. Often, these are old historic releases to the environment.
- ◆ VPLE, Voluntary Property Liability Exemptions apply to sites in which property owners conducts an environmental investigation and cleanup of an entire property and then receives limits on their future liability.
- ◆ Superfund, a federal program created by Congress in 1980 to finance cleanup of the nation's worst hazardous waste sites. Thirty-nine sites are currently found in Wisconsin.

According to the BRRTS database, there are 1,074 environmentally contaminated sites in Dodge County. Of the 1,074 sites, 863 are closed. Closed sites have completed all clean up requirements and have received a case closure letter from the DNR. Open sites or conditionally closed sites are in need of clean up or clean up is underway. Therefore, those sites could have potential for commercial or industrial use. However, some sites will be more adequately suited than others.

For more information, review the available DNR database for sites that are located within the community: <http://dnr.wi.gov/topic/Brownfields/botw.html>.

6.4 Economic Development Trends

Agriculture dominated the Dodge County and Town of Elba economy until the mid-20th century, at which point, manufacturing became a major source of employment and income. Trade and services have begun to emerge as major economic components. These trends formed the base of the current local economy. Over the next 20 years a number of economic trends are anticipated that will affect the existing economic base:

- ◆ The composition of the labor force will change due to continued decreases in family size and the aging of the population.
- ◆ Elba will likely continue to depend heavily on the manufacturing sector of the economy. International and national economic trends will continue to affect the manufacturers found in Dodge County and the Town.
- ◆ Increases in automation and technology in manufacturing will change the existing manufacturing base and affect the labor force.
- ◆ Tourism will likely increase as a factor in the economy.

- ◆ The Town of Elba will continue to be a desirable place to live, and transportation improvements will increase the ability of individuals to work outside the county resulting in increased population.
- ◆ The service-based sector of the economy will continue to grow, particularly health-related services, as the population ages.

7. Intergovernmental Cooperation

7.1 Introduction

This element identifies planning activities in and around the Town of Elba, and provides a description of Wisconsin's statutes associated with intergovernmental cooperation.

In general terms, intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as communicating and sharing information, or it can involve entering into formal intergovernmental agreements and sharing resources such as equipment, buildings, staff, and revenue. It can even involve consolidating services, jurisdictions, or transferring territory.

Many issues cross jurisdictional boundaries, affecting more than one community. For example, air, water, and wildlife pass over the landscape regardless of boundaries so that one jurisdiction's activities with regard to air, water, and wildlife impacts other jurisdictions downwind or downstream.

Today, increased communication technologies and personal mobility mean that people, money, and resources also move across jurisdictions, as quickly and freely as air and water. Persons traveling along roadways use a network of transportation routes, moving between jurisdictions without even realizing it.

Frequently, the action of one governmental unit impacts others. Increasingly, we have come to the realization that many vital issues are regional in nature. Watersheds, economic conditions, commuter patterns, housing, media markets, and effects from growth and change are all issues that spill over municipal boundaries and impact the region as a whole.

Dodge County has 44 units of government, and special purpose districts defined as follows:

- ◆ 24 Towns
- ◆ 9 Cities
- ◆ 11 Villages
- ◆ 19 School districts
- ◆ 10 Sanitary districts
- ◆ 36 Drainage districts
- ◆ 3 Lake protection districts

Having so many governmental units allows for very local representation and means that Dodge County and Town residents have numerous opportunities to participate in local decision-making. However, the number of governmental units with overlapping decision-making authority presents challenges. More governmental units can make communication, coordination, and effective action more difficult, creating a greater potential for conflict. Instead of communicating ideas within one jurisdiction, communication needs to move across multiple jurisdictions and involve multiple boards, commissions, committees, executives, administrators, and citizens. Goals between communities may differ and present challenges. More

governmental units may also mean unwanted and wasteful duplication in the delivery of community services. Cooperation can help avoid this.

Intergovernmental Cooperation Benefits

There are many reasons intergovernmental cooperation makes sense. The following are some examples:

- ◆ Cost savings – Cooperation can save money by increasing efficiency and avoiding unnecessary duplication. Cooperation can enable some communities to provide their residents with services that would otherwise be too costly.
- ◆ Address regional issues – By communicating and coordinating their actions, and working with county, regional and state jurisdictions, local communities are able to address and resolve issues which are regional in nature.
- ◆ Early identification of issues – Cooperation enables jurisdictions to identify and resolve potential conflicts at an early stage, before affected interests have established rigid positions, before the political stakes have been raised, and before issues have become conflicts or crises.
- ◆ Reduced litigation – Communities that cooperate are able to resolve issues before they become mired in litigation. Reducing the possibility of costly litigation can save a community money, as well as the disappointment and frustration of unwanted outcomes.
- ◆ Consistency – Cooperation can lead to consistency of the goals, objectives, plans, policies, and actions of neighboring communities and other jurisdictions.
- ◆ Predictability – Jurisdictions that cooperate provide greater predictability to residents, developers, businesses, and others. Lack of predictability can result in lost time, money, and opportunity.
- ◆ Understanding – As jurisdictions communicate and collaborate on issues of mutual interest, they become more aware of one another's needs and priorities. They can better anticipate problems and work to avoid them.
- ◆ Trust – Cooperation can lead to positive experiences and results that build trust between jurisdictions.
- ◆ History of success – When jurisdictions cooperate successfully in one area, the success creates positive feelings and an expectation that other intergovernmental issues can be resolved as well.
- ◆ Service to citizens – The biggest beneficiaries of intergovernmental cooperation are citizens for whom government was created in the first place. They may not understand, or even care about, the intricacies of particular intergovernmental issues, but all County residents can appreciate their benefits, such as costs savings, provision of needed services, a healthy environment, and a strong economy.

7.2 Multi-Jurisdictional Plan Building Process

In order to facilitate meaningful opportunities for intergovernmental cooperation, the original Town of Elba Comprehensive Plan that was adopted in 2005, was part of a multi-jurisdictional plan building process. This approach grouped the participating communities into one of five regions. The regions were arranged based on: their location in the county, common features such as agriculture, highways and river corridors, and shared service areas for utilities and emergency services.

The regional meeting approach provided an excellent forum for communities to discuss and resolve issues. Each meeting involved three phases. During the first phase, general trends and other information were presented at the beginning of each meeting. The second phase involved “breakout” sessions, whereby each community met with an assigned planner to work through issues and concerns specific to each community. The third phase involved the communities getting back together to present findings and solutions.

7.3 Wisconsin Intergovernmental Agreement Statutes

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, sewer utility districts, Indian tribes or bands, and others.

Intergovernmental agreements prepared in accordance with s. 66.0301, formerly s. 66.30, are the most common form 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.

Boundary Agreements Pursuant to Approved Cooperative Plan

Under 66.0307, Wisconsin Statutes, combinations of municipalities may prepare cooperative boundary plans or agreements. Each city, village, or town that intends to participate in the preparation of a cooperative plan must adopt a resolution authorizing its participation in the planning process.

Cooperative boundary plans or agreements involve decisions regarding the maintenance or change of municipal boundaries for a period of 10 years or more. The cooperative plan must include a plan for the physical development of the territory covered by the plan, a schedule for changes to the boundary, plans for the delivery of services, an evaluation of environmental features, and a description of any adverse environmental consequences that may result from the implementation of the plan. It must also address the need for safe and affordable housing. The

participating communities must hold a public hearing prior to its adoption. Once adopted, the plan must be submitted to the Wisconsin Department of Administration for State approval. Upon approval, the cooperative plan has the force and effect of a contract.

Creation, Organization, Powers, and Duties of a Regional Planning Commission

Wisconsin Statute 66.0309 permits local governments to petition the governor to create a regional planning commission (RPC). If local support for a commission is unanimous, the governor may create it by executive order. The governor may also create a commission if local governments representing over 50% of the population or assessed valuation of the proposed region consent to the creation. Commission members are appointed by either local governments or the governor.

Dodge, Columbia, Jefferson, Rock, and Sauk Counties are the only counties in the state that are not part of a Regional Planning Commission.

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 10 years. The formula or other means for sharing revenue, the date of payment of revenues, and the means by which the agreement was made may be invalidated after the minimum 10-year period.

Annexation

Wisconsin Statute, 66.021, Annexation of Territory, provides three petition methods by which annexation may occur. Annexation involves the transfer of one or more tax parcels from a town to a city or village. Cities and villages cannot annex property without the consent of landowners as required by the following petition procedures:

1. Unanimous approval - A petition is signed by all of the electors residing in the territory and the owners of all of the real property included within the petition.
2. Notice of intent to circulate petition (direct petition for annexation) - The petition must be signed by a majority of electors in the territory and the owners of one-half of the real property either in value or in land area. If no electors reside in the territory, then only the landowners need sign the petition.
3. Annexation by referendum - A petition requesting a referendum election on the question of annexation may be filed with the city or village when signed by at least 20 percent of the electors in the territory.

Incorporation

Wisconsin Statutes, 66.0201, Incorporation of Villages and Cities; Purpose and Definitions, and 66.0211, Incorporation Referendum Procedure, regulate the process of creating new villages and cities from town territory. Wisconsin Statute, 66.0207, Standards to be applied by the department, identifies the criteria that have to be met prior to approval of incorporation.

The incorporation process requires filing an incorporation petition with circuit court. Then, the incorporation must meet certain statutory criteria reviewed by the Municipal Boundary Review Section of the Wisconsin Department of Administration. These criteria include:

- ◆ Minimum standards of homogeneity and compactness, and the presence of a “well developed community center;”
- ◆ Minimum density and assessed valuation standards for territory beyond the core;
- ◆ A review of the budget and tax base in order to determine whether or not the area proposed for incorporation could support itself financially;
- ◆ An analysis of the adequacy of government services compared to those available from neighboring jurisdictions;
- ◆ An analysis of the impact incorporation of a portion of the town would have on the remainder, financially or otherwise; and
- ◆ An analysis of the impact the incorporation would have on the metropolitan region.

Extraterritorial Zoning

Wisconsin Statute, 62.23(7a), Extraterritorial Zoning, allows a city with a population of 10,000 or more to adopt zoning in town territory, three miles beyond a city’s corporate limits. A city or village with a population less than 10,000 may adopt zoning 1.5 miles beyond its corporate limits. If the extraterritorial area of two municipalities overlaps, jurisdiction is divided between them as provided under s. 66.0105.

Under extraterritorial zoning authority, a city or village may enact an interim zoning ordinance that freezes existing zoning, or, if there is no zoning, existing uses while a plan and regulations are developed. The statute provides that the interim ordinance may be for two years.

A joint extraterritorial zoning committee must be established consisting of three city or village plan commission members and three town members. The city or village plan commission works with the joint committee in preparing the plan and regulations. The joint committee must approve the plan and regulations by a majority vote before they take affect.

The City of Columbus does not utilize its extraterritorial zoning jurisdiction in the Town of Elba.

Extraterritorial Subdivision Review

Wisconsin Statute, 236.10, Approvals Necessary, allows a city or village to exercise its extraterritorial plat review authority in the same geographic area as defined within the

extraterritorial zoning statute. However, extraterritorial zoning requires town approval of the zoning ordinance, while extraterritorial plat approval applies automatically if the city or village adopts a subdivision ordinance or official map. The town does not approve the subdivision ordinance for the city or village. The city or village may waive its extraterritorial plat approval authority if it does not wish to use it.

The purpose of extraterritorial plat approval jurisdiction is to help cities and villages influence the development pattern of areas outside their boundaries that will likely be annexed to the city or village. Overlapping authority by incorporated municipalities is prohibited. This situation is handled by drawing a line of equal distance from the boundaries of the city and/or village so that not more than one ordinance will apply.

A portion of Elba is subject to the plat review authority of the City of Columbus (See Map 7-1, Appendix A, Extraterritorial Jurisdiction).

7.4 Inventory of Plans for Adjacent Communities

The City of Columbus is located along the west edge of the Town of Elba; the City of Columbus adopted a Comprehensive Plan in 2010. Also, the towns surrounding the Town of Elba have adopted a Comprehensive Plans that are up to date.

7.5 Inventory of Existing Intergovernmental Agreements

Mutual aid agreements exist between communities throughout the county to address police, fire, and ambulance services. Mutual aid agreements allow communities to share equipment and resources.

Various informal and formal agreements exist between communities throughout the county to address sharing services and facilities such as parks, road maintenance, snowplowing, and library funding.

There is no formal boundary agreement between the City of Columbus and the Town of Elba.

7.6 Analysis of Town of Elba's Relationship with School Districts, Local Governmental Units, Other Jurisdictions, Neighboring Counties, Region, and State

Adjacent Governmental Units

The Town of Elba shares borders with the Town of Calamus to the north, Town of Lowell to the east, Town of Portland to the south, and Columbia County to the west. The City of Columbus is located partially in the Town of Elba.

Relationship

The Town of Elba's relationship with the adjacent towns can be characterized as one of mutual respect. Towns are not incorporated and cannot annex land. Therefore, the borders between the Town of Elba and adjacent towns are fixed and boundary disputes are virtually nonexistent. However, incorporated municipalities can annex land, their borders are not fixed. Since the border between the City of Columbus and the Town of Elba is not fixed, boundary disputes may arise.

The providing of public services such as snow plowing or road maintenance are conducted individually by each Town, however, some cooperation does exist at the borders between towns.

Siting and Building Public Facilities

The Town of Elba does not currently share any public facilities with other governmental units. Likewise no plans exist to jointly site any public facility with another governmental unit.

Sharing Public Services

Currently the Town of Elba has two services provided by neighboring municipalities. Fire service protection as well as ambulance service is provided by the Columbus Fire Department for 33 sections of the Town, and the Reeseville Fire Department provides fire protection for 3 sections of the Town, both through contractual agreements.

County Departments such as Land Resources and Parks and Highway offer services for assistance beyond the required level of service. For towns that have adopted the County Land Use Code, the County administers the land use regulations in those towns. The Land Resources and Parks Department also provides planning services for a fee to any municipality. Many communities have taken advantage of this service over the years.

The County Highway Department maintains the County highway system, a public service all County citizens utilize. The County Highway Department also installs driveway culverts and road name signs for those towns that choose to pay for such an additional service.

The Dodge County Sheriff's Department provides police protection to the Town of Elba, as well as most other municipalities in the County.

Astico Park is a County owned park located in the central portion of the Town of Elba. Astico Park is the largest Dodge County Park and is located along the Danville Mill pond on a bend of the Crawfish River. The park services include camping facilities, hiking trails, playground, picnic areas and open play fields.

School Districts

A majority of the Town of Elba is located within the Columbus School District. However, some of the Town is covered by two other school districts. These districts include the Dodgeland and Waterloo School Districts.

Relationship

The Town of Elba's relationship with the school districts can be characterized as limited. The school districts tend to operate rather independently and interaction with the Town tends to be minimal.

Siting School Facilities

The siting of new school facilities is mainly conducted by the school districts. The Town has historically had little input into the location of new school facilities.

Sharing School Facilities

No formal agreement between the School Districts and the Town exists for the shared use of school facilities. The schools outdoor recreational facilities also provide opportunities to residents of the Town.

Region

The Town of Elba is located in the south-central region of the State of Wisconsin. The Town of Elba is located in the central southwest portion of Dodge County. Dodge County and the Town of Elba are not part of a regional planning commission. Therefore, the Town's relationship with the region is quite limited as there is no regional entity for the Town to be involved with.

State

The Town of Elba's relationship with the State of Wisconsin mainly involves state aids for local roads and the administering of various state mandates to Towns.

7.7 Intergovernmental Cooperation Trends

The following intergovernmental trends are anticipated during the planning period in the Town:

- ◆ Intergovernmental cooperation will increase as state, county, and local governments strive to spend less money more efficiently.
- ◆ Comprehensive planning will help communities share information and identify opportunities for shared services and facilities.
- ◆ The City of Columbus is continuing to grow, therefore annexation and other land use conflicts may occur between the Town and the City.
- ◆ Demand for public services will increase.

8. Land Use

8.1 Introduction

This element provides an analysis of existing land use in the Town of Elba. Transportation networks, ownership patterns (public and private), natural resources, market forces, existing ordinances, and resource management activities all contribute to the pattern of development that occurs in the Town.

8.2 Existing Land Use

Land use is a means of broadly classifying different types of activities relating to how land is used. The type, location, density, and geographic extent of developed and undeveloped lands influence community character, quality of life, public service needs (e.g., roads, utilities, parks, emergency services), tax base, and availability of jobs throughout the Town.

The land use pattern in Elba consists mostly of agricultural land and scattered residential development. The unincorporated villages of Astico and Danville in the Town, which are located near STH 16/60, have a fair amount of residential development. The existing land uses in the Town of Elba are shown on Map 8-1 in the Appendix.

Table 8-1: Existing Land Use, Town of Elba, 2014

Land Use Category	Acreage	% of Total
Single Family Residential	542.8	2.4%
Two Family Residential	0.0	0.0%
Multi-Family Residential	7.0	0.0%
Mobile Home Parks	0.0	0.0%
Commercial	32.0	0.1%
Industrial & Quarries	115.5	0.5%
Public & Quasi-Public	9.1	0.0%
Transportation	325.4	1.4%
Parks & Recreation	205.6	1.0%
Communication & Utilities	0.0	0.0%
Water Features	18.4	0.0%
Agricultural & Other Resource Land	21,510.8	94.5%
Total	22,766.6	99.9%

*Percentages may not add up to 100%, due to rounding.

Agricultural and Other Resource Land

By far the largest of the land use categories is the combined total for agriculture and other resource land, which is a reflection of the large amount of prime agricultural soils found in the

Town. This category also includes wetlands and open space areas. Agriculture and other resource land accounts for 21,510.8 acres of land or 94.5 percent of the Town of Elba 22,766.6 acres. The question of how much land is converted to urban type uses and where this conversion takes place is a key element of the land use planning process.

Residential

Residential development in the Town of Elba consists almost exclusively of single family housing, including farmsteads. Residential development is mostly scattered throughout the Town, and generally follows transportation corridors. However, greater concentrations of residential development can be found in the unincorporated villages of Astico and Danville. Residential land uses account for 549.8 acres of land or 2.4 percent of the land area in the Town.

Commercial

Commercial uses make up only 0.1 percent or 32 acres of the land area in the Town of Elba. There are very few commercial operations located in the Town.

Industrial

Industrial development uses make up only .5 percent or 115.5 acres of land area in the Town. Similar to the commercial land uses in the Town, industrial uses make up a smaller percentage of land uses in the Town.

Public and Quasi-Public

Public and Quasi-Public land uses occupy 9.1 acres in the Town. Public and Quasi-Public land uses perform a support function to the people living and working in both urban and rural environments. Land uses within this classification include hospitals, schools, cemeteries, and churches, along with government offices, prisons, and public buildings. The amount of land devoted to these uses is not large in comparison to the other land use categories, but these facilities provide critical support and employment opportunities to the residents of the Town.

Parks and Recreation

The Town of Elba has 205.6 acres of land that are dedicated for use as parks and recreational land. The Town contains the Astico County Park, which is located along the Crawfish River and provides many outdoor recreational activities. The effects of a growing population, growing interest in outdoor activities, and increased mobility will place greater demands on recreational facilities in the Town. The preservation of public recreational areas as the Town continues to grow is a key element in maintaining the quality of life in Elba.

Transportation

Transportation related land use features include local roads, county and state highways, and railroad corridors. In the Town of Elba, transportation related land uses occupy 325.4 acres of land or 1.4 percent of the total land area.

Communication and Utilities

Communication and utilities land use features include power lines, electrical substations, wastewater treatment plants, water towers, recycling centers and telecommunication towers. In the Town of Elba these facilities utilize a small amount of land.

8.3 Supply, Demand, and Price Trends of Land

Table 8-2 displays information on agricultural land sales in Dodge County from 2009 to 2012.

	2009	2010	2011	2012	# Change 2009-12	% Change 2009-12
<u>Ag Land Continuing in Ag Use</u>						
Number of Transactions	32	28	35	46	14	43.8%
Acres Sold	2,130	2,065	2,302	2,713	583	27.4%
Dollars per Acre	\$4,467	\$4,554	\$4,919	\$6,197	\$1,730	38.7%
<u>Ag Land Being Diverted to Other Uses</u>						
Number of Transactions	1	18	1	---	0	0.0%
Acres Sold	32	1,609	39	---	7	21.9%
Dollars per Acre	\$6,100	\$5,605	\$5,750	---	-350	-5.7%
<u>Total of All Ag Land</u>						
Number of Transactions	33	46	36	46	13	39.4%
Acres Sold	2,162	3,674	2,341	2,713	551	25.5%
Dollars per Acre	\$4,491	\$5,014	\$4,933	\$6,197	\$1,706	38.0%

Source: Wisconsin Agricultural Statistics Service, Agricultural Land Sales, 2009-2012.

As indicated in Table 8-2, the amount of agricultural land sold in Dodge County has been increasing since 2009. Also, the value of the acres sold has been increasing. The value of agricultural land continuing in agricultural use increased from 2009 - 2012, rising 38.7 percent. The overall value of agricultural land has increased significantly since 2001, the average dollars per acre increased from \$2,788 in 2001 to \$6,197 in 2012.

Supply of Land

The supply of land in the Town of Elba is fixed. Unincorporated municipalities such as Towns do not have the power to annex land. However, the Town of Elba is near the City of Columbus that has the power to annex land from the Town. Therefore, the supply of land within the Town may be reduced as development occurs close to that area of the Town. It should be noted, the Town does have a large amount of undeveloped land that is currently being used for agricultural purposes.

Demand for Land

Demand for land in the Town of Elba can be classified as moderate. The Town's location near the City of Columbus and a quiet rural setting make the Town a desirable place to locate a residence. In addition, industrial growth near US-Highway 151, STH 73, and STH 16/60 may result in a significant increase in the demand for industrial or commercial land. New workers that the industrial growth will bring may be looking for rural home sites near their place of employment. Demand for commercial land may also increase in an effort to provide services to new residential development. However, it is likely that any new industrial or commercial land would be annexed into the City of Columbus. The demand for agricultural land will depend on the price farmers receive for their crops. High prices will lead to high demand for farmland; low prices will lead to more farmland being offered for other uses

Price of Land

There is a moderate demand for rural lots in the Town of Elba and the rest of Dodge County as well. Unimproved rural lots usually range between one to three acres in size and do not have public services such as sewer or water. Generally, these unimproved vacant lots have selling price of \$30,000 the Elba area. In addition, agricultural property in the Town of Elba area has seen increased competition among agricultural interests in the area. Recently, agricultural land has been selling for approximately \$6,000 an acre.

Opportunities for Redevelopment

Opportunities for redevelopment of land in the Town of Elba are limited. Little developed land exists that is not currently being utilized in some manner. No significant areas of land are in need of redevelopment in the Town.

8.4 Land Use Programs

Land development and building activity in the Town of Elba is subject to the Town Zoning Ordinance. Development within shoreland-wetland areas in the town are also subject to certain requirements of the Dodge County Land Use Code. The Dodge County Land Use Code is administered by the Dodge County Land Resources and Parks Department.

Town of Elba Zoning Ordinance

The Town of Elba Zoning Ordinance was adopted by the Town Board February 16th, 2011. The ordinance regulates the use and development of all structures, land and water. Furthermore, the Town Zoning Ordinance helps to facilitate the provision of public services and to stabilize and protect property values. The ordinance establishes six primary use districts:

- A-1 - Farmland Preservation
- A-2 – General Agricultural
- C-1 - Commercial
- I-1 - Industrial
- R-1 – Single Family Residential
- R-2 – General Residential
-

The A-1 Prime Agricultural and A-2 General Agricultural Zoning Districts are the largest zoning districts found in the Town. Under the Zoning Ordinance, land development and building activity require the issuance of a Land Use Permit. The application can be filed with the Town Clerk. The current zoning map is located in the appendix, Map 9-1.

For further information on land use programs and regulation for the town refer to the *Town of Elba Recommendations Report*.

8.5 Land and Resource Management

Land and resource management takes place under both private and public land ownership. Public and private land and resource management programs are important in preserving the county's rural character and natural resource base. There are three voluntary management programs, Managed Forest Law (MFL), Conservation Reserve Program (CRP), and the Farmland Preservation Program which occur throughout Dodge County.

Managed Forest Law (MFL)

The MFL program is administered by the WDNR. The purpose of the Managed Forest Law is to promote sound forestry management practices by providing property tax reduction incentives to landowners. Wooded parcels at least 10 acres in size are eligible to be enrolled in the program. At least 80% of the land must be productive forest land in order to be eligible for the program. Lands may be enrolled for either 25 or 50-year periods. This requires a long-term commitment from the property owners, but also provides long term protection from property tax escalations. Preparation of an approved forestry management plan is required, which can be prepared by a WDNR forester at no charge. Practices identified in the plan must be carried out for the duration of the contract period. Mandatory management activities required by the law include cutting mature timber, thinning plantations and natural stands, pine releases, planting, post-harvest treatments, and soil conservation practices. Landowners have the right to close up to 80 acres of their land to the public, otherwise the land is classified as open, and public access is permitted for hunting, fishing, cross-country skiing, sightseeing, and hiking.

Conservation Reserve Program (CRP)

The CRP is the Federal government's largest environmental protection program in existence. Administered by the United States Department of Agriculture (USDA), the purpose of the program is to provide wildlife benefits, tree planting benefits, water quality benefits, and economic benefits. CRP is a voluntary approach to improving the environment using partnerships between government and private landowners. The program provides incentives to farmers for establishing conservation practices, which benefit resources both on and off the farm. Incentives are in the form of annual rental payments and cost-share assistance in return for establishing long-term, resource conserving measures on eligible lands. Rental payments are based on the agricultural rental value of the land, and cost-share assistance is provided in the amount up to 50% of the participant's costs to establish approved practices. The contract duration is from 10-15 years.

Farmland Preservation Program

The Farmland Preservation Program is available to landowners who own land zoned for farmland preservation or land that is located in an Agricultural Enterprise Area, and can show \$6,000 gross farm profits from the land per year. Land must remain in agricultural use and be farmed so that soil erosion rates comply with conservation standards. In Dodge County this program is managed by the Dodge County Land Resources and Parks Department and the Dodge County Land Conservation Department. The Town of Elba participates in the Farmland Preservation Program.

8.6 Existing and Potential Land Use Conflicts

The following list represents existing and potential land use conflicts that need to be considered by the Town of Elba when planning for the future.

- ◆ Annexation conflicts between the Town and the City of Columbus may arise.
- ◆ Intervention by the County and the State relative to local land use issues.
- ◆ Increasing pressure to convert farmland to residential use.
- ◆ An increase in the number of large animal confinement operations may have a negative impact on nearby non-farm residences.
- ◆ The prices of land for residential and recreational uses will outpace the price of land continuing in agriculture.
- ◆ Recreational property demands will continue to increase, placing higher values on woodland and wetland areas.
- ◆ The Town will continue to experience increased traffic volumes on all local, county, and state roads which will in turn require additional local road maintenance and construction costs.

8.7 Land Use Trends

Changes in land use are related to changes in population, housing, transportation, community services, agriculture, natural resources, and economic development. The following land use trends are anticipated in Elba over the next 20 to 25 years.

- ◆ Elba's population and the number of housing units will continue to grow.
- ◆ The number of persons per household will continue to decrease requiring more housing units and more land to accommodate the Town's growing population.
- ◆ The Town's river frontage, woodlands, and highland areas will be desired for residential development.
- ◆ Agriculture will maintain a strong presence in Elba. There will likely be a decreasing number of total farms, but an increasing number of large farms. The number of horse farms and hobby farms will increase.

9. Implementation

9.1 Introduction

The implementation section of this plan outlines the tools that are at the disposal of the Town in its efforts to achieve the goals and objectives stated in this plan. In addition, this section provides a basic description of what each of these tools can achieve for the Town. The manner in which the Town chooses to use each of these implementation tools will determine its effectiveness. Programs and specific actions are listed in this section in their intended order of completion.

9.2 Implementation Programs and Specific Actions

Town of Elba Zoning Ordinance

Zoning is probably the single most commonly used legal device for controlling land uses in a community. A zoning ordinance should be designed to promote the health, safety, morals, prosperity, aesthetics, and general welfare of the community. Each regulation in the zoning ordinance must bear a reasonable relationship to these ends.

Wisconsin State Statute 66.1001 requires any community that enacts or amends an official map, subdivision ordinance, or zoning ordinance to have a comprehensive plan. An enactment or amendment to those ordinances must be consistent with the comprehensive plan.

In an attempt to implement the Elba Future Land Use Map (Map 8-2), the town should utilize this map when acting on amendments to the town zoning map. The review of both maps concurrently will ensure consistency between planning and zoning decisions. Map 9-1, Appendix A, display's the town's existing zoning map.

Town of Elba's Land Division Ordinance

Another method of regulating land uses is through regulating the division of land within the Town. The owner of a property is not allowed to divide or sell land that is not in conformance with the subdivision regulations. These regulations serve a wide range of purposes. In the interest of planning, they serve to control minimum lot sizes in the Town as well as the internal design of each new development so that the pattern of streets, lots, and public facilities will be compatible. The Town has its own Land Division Ordinance. Elba is also subject to the County Subdivision Regulations. Amendments to the Town Land Division Ordinance must be consistent with the recommendations and policies in the Comprehensive Plan.

Design Review Ordinances

The Town of Elba's Land Division Ordinance outlines the required design standards. These standards apply to any street, block, or lot designs which are proposed to be built within the Town of Elba. The design review guidelines are incorporated into the Town's land division regulations, and are reviewed at the same time as a subdivision proposal. Furthermore, Chapter 7 of the Dodge County Land Use Code lays out the design standards that are required by the

County. The third implementation action for the Town would involve reviewing the Town Land Division Ordinance as necessary to ensure consistency with this plan.

Erosion/Storm Water Control Ordinances

Section 7.9 of the Dodge County Land Use Code addresses soil erosion control and storm water management. Section 11 under the Town's Design Standards details construction site erosion control standards as well as storm water control standards.

To help implement this plan, the Town should consider developing a storm water management plan for the area surrounding the City of Columbus to help address current problems and to prevent future storm water problems in newly developed areas.

Site Plan Regulations

All Letters of Intent for Land Divisions require site plan approval by the Town of Elba's Plan Commission. The Town Plan Commission reviews the letter and site plan for conformance with the ordinance and all ordinances, rules, regulations and plans which affect it.

An implementation action in this case may involve amending the site plan regulation section of the Town Land Division Ordinance as necessary to ensure consistency with this plan.

Building Codes

The State of Wisconsin has a uniform dwelling code which must be followed for the construction and inspection of all one and two-family dwellings. Local communities have certain responsibilities for enforcement of this code. The Dodge County Land Use Code does not reference these building codes, however, it does require the submittal of a stamped copy of the State approved building plans for commercial development. The Town of Elba regulates the compliance of building codes in the Town.

Housing Codes

The Dodge County Land Use Code and the Town of Elba's Zoning Ordinance do not address minimum standards for basic equipment, lighting, ventilation, heating, electrical service, or maintenance guidelines. These standards are enforced through the State of Wisconsin's Uniform Dwelling Code and should be consistent with this plan. An inspector for the Town of Elba ensures compliance with the Uniform Dwelling Code.

Sanitary Codes

Dodge County's Sanitary Facilities Overlay District assists in guiding development to lands with appropriate soil conditions. The Sanitary Facilities Overlay District was originally adopted as the County Sanitary Ordinance in 1968 and is a state mandate in effect on all lands within Dodge County. This Overlay District regulates the location, construction, installation, alteration, design, and use of all private sewage disposal systems. Both the Town and the County require connection to public sewer in areas where the service is available.

Mechanical Codes

The Dodge County's Land Use Code, Elba's Zoning Ordinance, and Elba's Land Division Ordinance contain sections pertaining to mechanical codes.

Sign Regulations

Section 8.0 of the Town's Zoning Ordinance outlines the regulations for the placement of signs in the Town. An implementation action in this case would involve the review of each proposal to ensure consistency with this plan.

Historic Preservation Ordinances

In order to promote the use and preservation of historic sites, structures, landmarks, and districts within the County, Subsection 8.10 of the County's Land Use Code was created. There are no historic preservation regulations contained in the Town of Elba's Zoning Ordinance. An implementation action may include the development of a historical preservation provision within the Town's Zoning Ordinance to ensure consistency with both the Dodge County Land Use Code as well as this plan.

Capital Improvement Program

The Capital Improvement Program provides a systematic means for evaluating and scheduling the acquisition and development of community facilities, programs, and utilities over a period of years. The program is implemented through a yearly review and adoption of a one year capital improvement budget. The recommendations specified in this plan should be prioritized. Once priorities have been established, a five year capital improvement program can be developed based on the priorities. This will allow the Town to carry out the activities proposed in this plan in an economically feasible manner.

Official Map

The Town of Elba does not have an official map.

9.3 Integration and Consistency of Plan Elements

Integration and consistency of the plan elements should be considered when reviewing development proposals. The nine elements of this plan should be used in conjunction with one another. A development proposal that may meet the goals and objectives of one element needs to meet the goals and objectives of all the other elements. The nine elements of this plan do not operate independently, but rather complement one another. Any inconsistencies that are discovered between the elements of this plan should be addressed in future updates of the plan.

9.4 Measurement of Plan Success

Successful implementation of this Comprehensive Plan can be measured in several ways. The primary method for measuring success of the plan is through regular review and updating of the plan. Through this process, the errors, inconsistencies, and aspects of the plan that have not worked can be evaluated and changes can be made. Success of the plan can also be measured by tracking the number of changes to the plan that are granted by the Town Board each year. A large number of changes can indicate a problem with the plan that may need to be addressed. Comparing future population growth and the number of new housing units in the Town to the figures and projections presented in this plan can also aid in determining the success of this plan.

9.5 Updating of the Plan

This plan should be updated as needed to include any significant data changes such as Census data when they become available and should be reviewed, updated, or revised at least every ten years. However, various circumstances and certain opportunities may warrant changes to the plan prior to the next scheduled update or revision. Changes or amendments to this plan require a petition to the Town Board. The petition shall specify the change requested and reasons for the change. It should be noted that this plan should only be amended a maximum of two times per year in order to prevent an excessive number of changes to the plan. An excessive number of changes or amendments may lead to undesirable development within the Town.

The Town Board shall hold a public hearing upon publishing a Class I notice at least 30 days prior to the hearing after giving the Town Plan an opportunity to review and comment on the petition. When deemed appropriate by the Town Board, written notification of the public hearing shall be sent to user groups, organizations, municipalities, or individuals believed to be directly or adversely affected by the proposed change.

After the public hearing and consideration of the comments of the Town Plan Commission, the Town Board shall vote on passage of the proposed change or amendment. The change or amendment shall be effective upon passage.