

# **DUNN COUNTY COMPREHENSIVE LAND USE PLAN 2010-2030**

*Internal Review:*

*Planning, Resources, and Development Committee Review:*

*Revised*

*Revised*

*Issued For Public Hearing*

*Issued To County Board For Adoption*

*Adopted*

*Revised*

*December 31, 2008*

*July 31, 2009*

*September 4, 2009*

*September 7, 2009*

*September 8, 2009*

*November 9, 2009*

*November 10, 2009*

*January 25, 2016*

# TABLE OF CONTENTS

|   |               |
|---|---------------|
| <b>INTRODUCTION .....</b>                               | <b>1</b>      |
| Regional Setting .....                                  | 1             |
| Background and Authority .....                          | 1             |
| Plan Objectives.....                                    | 2             |
| Land Use Planning Process .....                         | 2             |
| Vision .....  | 3             |
| Sustainability and a Sustainability Action Plan.....    | 3             |
| <br><b>INVENTORY .....</b>                              | <br><b>5</b>  |
| Socio-Economic Characteristics/General Trends.....      | 5             |
| Population .....  | 5             |
| Age Characteristics .....                               | 6             |
| Historical Population for Dunn County Communities ..... | 8             |
| Population Projections.....                             | 9             |
| Largest Municipalities in Dunn County .....             | 10            |
| Population Summary.....                                 | 11            |
| Education.....  | 12            |
| Educational Attainment .....                            | 12            |
| Commuting .....   | 12            |
| Labor force.....  | 13            |
| Industry and Employers.....                             | 13            |
| Top 10 Industries in Dunn County.....                   | 13            |
| Top 10 Employers in Dunn County .....                   | 14            |
| Summary .....   | 14            |
| <br><b>HOUSING .....</b>                                | <br><b>15</b> |
| Background.....   | 15            |
| Housing Characteristics.....                            | 16            |
| Housing Stock: Assessment Information.....              | 16            |
| Age Characteristics .....                               | 16            |
| Structural Characteristics .....                        | 16            |
| Occupancy Characteristics .....                         | 18            |
| Income Characteristics .....                            | 18            |
| Value Characteristics.....                              | 19            |
| Household Projections.....                              | 19            |
| Policies and Housing Programs .....                     | 20            |
| Federal Programs.....                                   | 20            |

|  |           |
|--|-----------|
| State Programs .....                       | 20        |
| Local Programs .....                       | 21        |
| Private Programs.....                      | 21        |
| References/Additional Resources.....       | 21        |
| Policies .....                             | 22        |
| Goals, Objectives and Policies .....       | 22        |
| <b>ECONOMY .....</b>                       | <b>23</b> |
| Economic Profile.....                      | 23        |
| West Central Wisconsin .....               | 23        |
| Dunn County .....                          | 24        |
| Socio-Economic Factors.....                | 24        |
| Civilian Labor Force .....                 | 25        |
| Unemployment Rates.....                    | 25        |
| Largest Manufactures.....                  | 25        |
| Employment By Industry .....               | 26        |
| Industrial Park/Sites .....                | 27        |
| Effective Buying Income.....               | 27        |
| Employment Projections .....               | 27        |
| West Central Wisconsin .....               | 27        |
| Dunn County .....                          | 28        |
| Economic Development Programs .....        | 28        |
| Business Planning Assistance.....          | 28        |
| Desired Business.....                      | 29        |
| Business and Industrial Sites .....        | 29        |
| Strengths and Weaknesses.....              | 29        |
| Strengths .....                            | 29        |
| Weaknesses.....                            | 30        |
| Contaminated Sites .....                   | 31        |
| Summary .....                              | 31        |
| Goals, Objectives and Policies .....       | 31        |
| Organizational Development .....           | 33        |
| Infrastructure Development .....           | 33        |
| Business Development.....                  | 33        |
| Workforce Development .....                | 33        |
| Community Cash Flow Development .....      | 33        |
| <b>INTERGOVERNMENTAL COOPERATION .....</b> | <b>34</b> |
| Background.....                            | 34        |
| Consistency .....                          | 35        |
| Predictability .....                       | 35        |

|   |           |
|---|-----------|
| Understanding .....                                       | 35        |
| Trust35   |           |
| Service to citizens .....                                 | 35        |
| Cooperation and Regulations .....                         | 35        |
| Zoning .....  | 36        |
| Land Division Ordinances .....                            | 36        |
| Official Maps.....  | 37        |
| Cooperation and Boundaries.....                           | 37        |
| Annexation .....  | 38        |
| Incorporation .....                                       | 38        |
| Intergovernmental Relationships .....                     | 39        |
| Existing Conflicts .....                                  | 39        |
| Potential Conflicts .....                                 | 39        |
| Dispute Resolution .....                                  | 39        |
| Goals, Objectives and Policies .....                      | 39        |
| <b>UTILITIES AND COMMUNITY FACILITIES.....</b>            | <b>41</b> |
| Introduction .....  | 41        |
| Basic Objectives .....                                    | 41        |
| Inventory of Facilities .....                             | 42        |
| Water Facilities.....                                     | 42        |
| Wastewater Facilities .....                               | 42        |
| Storm Water Management Facilities .....                   | 42        |
| Solid Waste Disposal/Recycling.....                       | 42        |
| Recreation Facilities .....                               | 43        |
| Library Services.....                                     | 43        |
| Police Protection .....                                   | 43        |
| Fire Protection and Emergency Medical Service (EMT) ..... | 43        |
| Buildings and Equipment .....                             | 43        |
| Goals .....   | 44        |
| Objectives .....  | 45        |
| Policy .....  | 47        |
| Programs .....  | 48        |
| Future Needs .....  | 49        |
| <b>TRANSPORTATION .....</b>                               | <b>50</b> |
| Transportation Systems.....                               | 50        |
| Highways - Road Classifications .....                     | 50        |
| Existing Transportation Facilities .....                  | 51        |
| Air Transportation.....                                   | 51        |
| Rail Transportation .....                                 | 51        |
| Bicycle/Walking Trails .....                              | 51        |



|  |           |
|--|-----------|
| Special Transit Facilities .....                                 | 51        |
| Freight Transportation .....                                     | 52        |
| Water Transportation.....  | 52        |
| Transportation Plans .....                                       | 52        |
| Translinks 21 .....  | 52        |
| Wisconsin State Highway Plan-2020 .....                          | 52        |
| Midwest Regional Rail System.....                                | 52        |
| Wisconsin Bicycle Transportation Plan-2020.....                  | 52        |
| State Recreational Trails Network Plan .....                     | 52        |
| Wisconsin State Airport System Plan-2020 .....                   | 52        |
| Comparisons.....   | 53        |
| Goals, Objectives and Policies .....                             | 53        |
| <b>AGRICULTURAL, NATURAL AND CULTURAL RESOURCES .....</b>        | <b>54</b> |
| Agricultural and Natural Resources .....                         | 54        |
| Recent Planning Efforts Related to Natural Resources .....       | 54        |
| Dunn County Land and Water Resource Management Plan (LWRMP)..... | 55        |
| Farmland Preservation .....                                      | 55        |
| Introduction.....  | 55        |
| Purpose and Scope.....   | 55        |
| Existing Farmland Preservation Plan .....                        | 56        |
| Overview .....   | 56        |
| Agricultural Land .....  | 57        |
| Agricultural Operators .....                                     | 57        |
| Agricultural Operations.....                                     | 57        |
| Top Crops:.....  | 57        |
| Agricultural Economy .....                                       | 58        |
| Specialty Agriculture.....                                       | 59        |
| Bio-energy Production.....                                       | 59        |
| Bio-Energy Terms.....  | 59        |
| Waste Management .....   | 60        |
| Local Food .....   | 60        |
| Overview .....   | 60        |
| Non-farm Food Production.....                                    | 60        |
| Community Gardens .....  | 61        |
| Farmer's Markets .....   | 61        |
| Roadside Stands .....  | 61        |
| Food Stores .....  | 62        |
| Emergency Food Resources.....                                    | 62        |
| Implementation Outcomes .....                                    | 63        |
| Farmland Protection Tools .....                                  | 63        |
| Educational Tools.....   | 63        |
| Financing Tools .....  | 63        |
| Managed Forest Law.....  | 64        |
| Planning Tools .....   | 64        |
| Comprehensive Plans .....  | 64        |
| Sewer Service Plan.....  | 65        |
| Regulatory Tools.....  | 65        |
| Traditional Agriculture Zoning .....                             | 65        |

|   |    |
|---|----|
| Working Lands Initiative Agriculture Zoning.....  | 66 |
| State Certified Farmland Zoning .....   | 66 |
| Conservation Subdivision Design .....   | 66 |
| Transfer of Development Rights .....  | 67 |
| Voluntary Tools.....  | 69 |
| Agriculture Enterprise Areas .....  | 69 |
| Federal programs .....  | 70 |
| Sale or Donation of Conservation Easements .....  | 70 |
| Bargain Sales and Property Donations .....  | 70 |
| Implementation .....  | 70 |
| Issues and Opportunities .....  | 71 |
| Organic food.....   | 71 |
| Eat local.....  | 71 |
| Agriculture Analysis.....   | 71 |
| Goals, Objectives, Policies and Activities .....  | 73 |
| Designation of Farmland Preservation Areas.....   | 74 |
| Criteria for Designation of Farmland Preservation Areas (Zoned Exclusive Agriculture). .....                  | 75 |
| Criteria for Designation of Farmland Preservation Areas (Not Zoned or Not Zoned Exclusive Agriculture). ..... | 75 |
| Criteria for Designation of Non Farmland Preservation Plan Certified. ....                                    | 76 |
| Farmland Preservation Certified .....   | 76 |
| Farmland Action Plan .....  | 76 |
| Plan Preparation, Review and Adoption .....   | 77 |
| Supplemental Maps .....   | 77 |
| Sewer Service Area Plan.....  | 78 |
| Dunn County Erosion Control Plan.....   | 78 |
| Water Resources .....   | 78 |
| Streams/Rivers.....   | 78 |
| Floodplains .....   | 78 |
| Wetlands .....  | 79 |
| Lakes.....  | 80 |
| Lake Districts.....   | 80 |
| Groundwater.....  | 80 |
| Availability of Groundwater .....   | 80 |
| Depth to Groundwater .....  | 80 |
| Groundwater Recharge .....  | 80 |
| Water Resource Regulation .....   | 80 |
| Streams/Rivers.....   | 80 |
| Floodplains .....   | 81 |
| Wetlands .....  | 81 |
| Lakes.....  | 81 |
| Groundwater.....  | 81 |
| Factors Affecting Development .....   | 81 |
| Background .....  | 81 |
| Glacial Deposits .....  | 82 |
| Soils .....   | 82 |
| Septic Suitability .....  | 82 |
| Basement Suitability.....   | 82 |
| Flood Plains.....   | 82 |
| Agricultural Land .....   | 83 |

|  |           |
|--|-----------|
| Prime Farmland .....                                       | 83        |
| Productivity for Corn .....                                | 83        |
| Capability Class .....                                     | 83        |
| Steep Slopes .....   | 84        |
| Surface Water .....  | 84        |
| Wildlife and Habitat .....                                 | 84        |
| Endangered Resources .....                                 | 84        |
| Wisconsin's Endangered Species .....                       | 84        |
| Wisconsin's Threatened Species .....                       | 84        |
| Nonmetallic Mining Deposits .....                          | 85        |
| Goals, Objectives and Policies .....                       | 85        |
| <b>LAND USE .....</b>                                      | <b>86</b> |
| Background .....   | 86        |
| Relationship between the County Plan and local Plans ..... | 86        |
| Growth Projections .....                                   | 86        |
| Land Use .....   | 86        |
| Agricultural .....   | 87        |
| Residential .....  | 87        |
| Non Residential (Commercial/Industrial Uses) .....         | 88        |
| Summary .....  | 92        |
| Existing Conditions .....                                  | 92        |
| Land Use Map .....   | 92        |
| Preferred Conditions .....                                 | 93        |
| Land Use Map .....   | 93        |
| Land Use Policies, Programs and Recommendations .....      | 94        |
| Designated Development Areas .....                         | 94        |
| Zoning Ordinance / Comprehensive Revision .....            | 94        |
| Goals, Objectives, and Policies .....                      | 96        |
| <b>IMPLEMENTATION.....</b>                                 | <b>97</b> |
| Overview .....   | 97        |
| Existing Implementation Tools .....                        | 97        |
| Consistency Review .....                                   | 98        |
| Recommended Actions .....                                  | 98        |
| Measuring Plan Progress .....                              | 98        |
| Plan Adoption, Updates and Amendments .....                | 99        |
| Timelines .....  | 99        |
| Long Term .....  | 99        |
| Short Term .....   | 99        |
| Integration .....  | 100       |
| Implementation Schedule .....                              | 100       |
| Conclusion .....   | 105       |

**APPENDIX A ..... 105**

Public Participation Procedures..... 105

**APPENDIX B ..... 107**

Demographics..... 107  
Final Population Projections for Wisconsin Municipalities: 2000 - 2025..... 107

**APPENDIX C ..... 109**

Maps ..... 109  
Existing Land Use ..... 109  
Zoning ..... 109  
Soil Productivity..... 109  
Agriculture Enterprise Area ..... 109  
Slopes ..... 109  
Woodlands ..... 109  
Floodplain and Wet Areas ..... 109  
Public Utility Service Areas ..... 109  
School Districts..... 109  
Preferred Land Use..... 109

Existing Land Use..... **Error! Bookmark not defined.**

Zoning..... **Error! Bookmark not defined.**

Soil Productivity ..... **Error! Bookmark not defined.**

Agriculture Enterprise Area ..... **Error! Bookmark not defined.**

Slopes..... **Error! Bookmark not defined.**

Woodlands..... **Error! Bookmark not defined.**

Floodplain and Wet Areas ..... **Error! Bookmark not defined.**

Public Utility Service Areas..... **Error! Bookmark not defined.**

School Districts..... **Error! Bookmark not defined.**

Preferred Land Use ..... **Error! Bookmark not defined.**

**APPENDIX D ..... 120**

Farmland Preservation Maps ..... 120  
Colfax ..... 121  
DunnEau Galle ..... 121  
DunnEau Galle ..... 122  
Eau Galle..... 123  
Elk Mound ..... 123  
Elk Mound ..... 124  
Grant..... 125  
Hay River..... 125  
Hay River..... 126  
Lucas..... 127  
Menomonie..... 128  
New Haven..... 129

|                   |     |
|-------------------|-----|
| Otter Creek.....  | 130 |
| Peru 131          |     |
| Red Cedar .....   | 132 |
| Rock Creek.....   | 133 |
| Sand Creek .....  | 134 |
| Sheridan .....    | 135 |
| Sherman .....     | 136 |
| Spring Brook..... | 137 |
| Stanton .....     | 138 |
| Tainter .....     | 139 |
| Tiffany.....      | 140 |
| Weston .....      | 141 |
| Wilson.....       | 142 |

# **INTRODUCTION**

## **Regional Setting**

Dunn County is located in west central Wisconsin. The county is bordered to the north by Polk and Barron Counties, to the east by Chippewa and Eau Claire Counties, to the south by Pepin County and to the west by Pierce and St. Croix Counties. Dunn has a combined land and water area of approximately 553,252 acres, or roughly 864 square miles. It is rectangular and is about 24 miles east to west and 36 miles north to south.

According to the Wisconsin DNR Wisconsin Land Study Dunn County has the following land cover; Urban 0.5%, Agriculture 35.5%, Grassland 17.4%, Forest 37.4%, Water 1.4%, Wetland 7.5% and Shrub land 0.2%.

The topography of Dunn County ranges from flat and wide-open fields in the eastern areas to hilly and rough terrain in the west and northern areas. Glaciations and erosion has reduced the landscape to a nearly flat plain in eastern Dunn County with isolated remnants locally called "mounds". Further west the landscape has more relief, the sandstone has been partially dissected by geologic erosion, and slopes are irregular and steep. The elevation ranges from 1000 to 1250 feet above sea level in the northern part of the county and from 750 to 1000 feet above sea level in the southern part of the county.

Throughout most of the county sandstone, bedrock is prevalent. In the higher elevations in the western and southern portions of the county, the sandstone is capped by dolomite. The sandstone is underlain by crystalline rock such as granite. The depth to bedrock ranges from exposed bedrock and very thin soils less than 22 inches thick to deep soils greater than 100 feet in the pre-glacial valleys.

Dunn County consists of 22 unincorporated townships, 7 incorporated villages, and 1 city. The county seat is located in the city of Menomonie, which is also the largest municipality in the county. All of the incorporated jurisdictions in the county are served with public sanitary sewer and water systems. The following four townships have sanitary districts, Dunn, Menomonie, Red Cedar and Sand Creek. The sanitary district in the township of Dunn serves the unincorporated village of Downsville with both sanitary sewer and water services. The town of Menomonie's sanitary district service is provided through the city of Menomonie and serves a large mobile home park (formerly Homer's). The Sand Creek district serves the unincorporated village of Sand Creek with only sanitary sewer service. The township of Red Cedar's unincorporated village of Rusk is served with municipal water from the City of Menomonie.

## **Background and Authority**

Wisconsin statutes outline the relationship of planning and zoning under Sections 60.61 for town government, 62.23 for cities and villages, and 59.69 for counties. Section 59.69(5) (c) provides for a county zoning ordinance to be effective in a township, with town board approval. Of the 22 townships in Dunn County 15 have adopted Dunn County Comprehensive Zoning Ordinances and participate with the county in planning and zoning as authorized under section 60.23(5). While seven townships remain unzoned, Shoreland Zoning and subdivision review apply to all townships in Dunn County.

**If inconsistencies between any section of the Comprehensive Land Use Plan and the Farmland Preservation section of said plan are discovered; the Farmland Preservation section of the Comprehensive Land Use Plan shall supersede.**

## **Plan Objectives**

Over the last 10-15 years, development pressures have escalated to the point that it is necessary to address development differently. This escalation has also affected land prices which have gone from as low as \$800/acre to over \$2,000/acre.

An important implementation tool with respect to planning, are the Dunn County Comprehensive Zoning Ordinance. This ordinance was adopted in 1993. In 2007, revisions to remain compliant with state statutes and some other minor changes were made. The county's comprehensive ordinance has not been substantially revised or amended since originally adopted. Considering the age of these documents and the changes that have occurred, it is unlikely the information base which land use decisions are being made are adequate to meet future challenges. Throughout the plan, several references are made about the need for a comprehensive revision of the zoning ordinance. A copy of the ordinance is available through the Dunn County Zoning Division.

The last major planning effort to occur countywide was the Farmland Preservation Plan completed in 1979. This plan is also in need of review and updating. A copy of this plan is available through the Dunn County Land Conservation Division.

The purpose of this plan is to provide information about the county's people and resources, its existing character, what the county wants look like, and how it intends to get there. The plan is to be used by the county in making decisions regarding its future growth and development.

## **Land Use Planning Process**

Wisconsin's Comprehensive Planning Law (s. 66.1001, Wis. Stats.) was signed into law on October 27, 1999. This legislation defines a comprehensive plan, details land use regulations that must be consistent with a comprehensive plan in 2010, and lists mandatory procedures for a adopting a comprehensive plan. Since its adoption in 1999, the Comprehensive Planning Law has been amended several times. In particular, the consistency requirement was amended to reduce the number of land use regulations that must be consistent to a certain group: zoning, subdivision regulations, and official mapping. The County utilized the following State Statutes to comply with the planning mandate, Chapter 60.61 authorizes and outlines the relationship of planning and zoning.

To address planning in the county on June of 2000 the Dunn County Board of Supervisors passed a resolution to create an eleven member Ad Hoc Comprehensive Land Use Planning Committee. This committee is charged to,

- Develop a countywide comprehensive plan that represents local developed comprehensive plans that follow the planning requirements of the "Smart Growth" legislation.
- Develop an educational/informational campaign to teach local residents about "Smart Growth" legislation and land use issues.
- Assist local units in the formation of their comprehensive plan by providing support in visioning, surveys, demographic data, and mapping to ensure uniformity.
- Bring all municipalities in Dunn County to the table to realize the importance of comprehensive planning.
- Coordinate the county comprehensive plan with neighboring counties.

The Ad Hoc Committee began studying changes, which have occurred around the county, changes that are likely to occur in the future, positive and negative aspects of the county, and what the county should plan for in the future. It soon became evident this committee was ahead of the curve regarding the county's planning schedule and the committee postponed further planning activities until substantial local planning had been completed.

Dunn County made a commitment early on in the planning stages to promote a bottom up approach. The county promoted this idea by providing each local unit of government the opportunity to complete its local comprehensive plan prior to the county developing its plan. Once the county began its planning process it (the county) evaluated each local plan and incorporated as much of the local plans into the Dunn County Comprehensive Plan as possible.

March 2006 the Ad Hoc Comprehensive Planning Committee began meeting again to address the charge given to them back in 2000. The Committee studied existing local planning efforts and additional planning information, evaluated the needs of the local units of government against the needs of the county as a whole. The county involved local units of government and the community at large throughout the planning process. Their involvement followed the Public Participation Procedures (see Appendix A for a copy of the procedures).

## **Vision**

To address the charge given the committee by the Dunn County Board of Supervisors the Ad Hoc Land Use Planning Committee adopted the following Mission Statement **“GUIDING CHANGE TO MEET LOCAL COMMUNITY VISION”**.

## **Sustainability and a Sustainability Action Plan**

In 2002 when the County’s “bottom up” planning approach began, sustainability was not part of the planning process. It has not been until the recent past that this topic has made its way to the forefront of many agendas. Now more than ever citizens, industry, and government are all looking at sustainability practices; Dunn County is no exception. Near the end of the County’s planning efforts the County recognized the importance of sustainability as a primary mode of operation for its daily activities. The County acknowledged its desire to move in a more sustainable direction, where a clean and healthy environment determines the quality of life. As such, March of 2008, the County adopted a “Sustainability Eco-Dunn County Resolution”.

The resolution centers around ideas that the environment can support and sustain the community of Dunn County, and that its citizens are committed to local and regional cooperation through a personal philosophy of stewardship. The resolution endorses the Natural Step Framework and supports the application of the following principles whenever possible in planning and policymaking.

- Reduce dependence upon fossil fuels and extracted underground metals and minerals;
- Reduce dependence on chemicals and other manufactured substances that can accumulate in nature;
- Reduce dependence on activities that harm life-sustaining ecosystems;
- Meet the hierarchy of present and future human needs fairly and efficiently.

The resolution calls for the development of a Sustainability Action Plan. The action plan will establish a foundation for decision-making and guide future County actions without decline either in its operations or in its supporting natural and man-made systems. Once in place, the work of building a sustainable Dunn County can begin. The action plan for a sustainable, “Eco-Dunn County”, will be achieved by;

- Developing a future-oriented vision, this addresses the County’s current needs and recognizes environmental limits to human development.
- Raising public understanding by educating all age groups about the future consequences of current decisions.
- Making decisions in a holistic and fully informed manner that involves the public, private, and non-profit sectors of the community.
- Promoting economic development by fostering projects/activities, which, efficiently and equitably distributes resources and goods, maximizes reusing and recycling waste, and protects natural ecosystems.



- Upholding an ethic of stewardship, which balances individual needs with nature and the public good, by encouraging individuals and organizations to take responsibility for the economic, environmental, and social consequences of their actions.
- Taking a leadership role in drafting and implementing sustainability policies.

In addition to the above, a sustainable Dunn County will be consistent with the following dimensions of sustainability.

- Dunn County wants to sustain its communities as good places to live, while offering economic and other opportunities to its residents.
- Dunn County wants to sustain societal values such as, individual liberty and democracy.
- Dunn County wants to sustain the biodiversity of the natural environment, both for the contribution that it makes to the quality of human life and for its own inherent value.
- Dunn County wants to sustain the ability of natural systems to provide life-supporting services.

Sustainability at the County government level can be far reaching; as such, it is important to note that what happens inside the boundaries of Dunn County is not the only thing that matters. Obviously, what the County does influences its communities/neighbors and what happens in these communities, affects the County. Sustainability (Eco- Dunn County) is an intergovernmental concept, requiring participation between every unit of government in and around the County. An Eco-County designation requires an ongoing process of collaboration with other communities regionally, nationally, and internationally both to learn from others and assist others in their change processes. If Dunn County is to achieve sustainability, it will need to take a leadership role by setting a strong example for all to follow.

To truly be an *Eco-County* requires the development of an action plan that promotes an ecologically, economically, and socially healthy community for the long term, using the Natural Step Framework as a guide, and a democratic, highly participative development process as the method.

It is important to emphasize that this plan (Comprehensive Land Use Plan) is not the County's Sustainability Action Plan. However, several elements of this plan refer to sustainability concepts as part of a goal or as part of an objective. This plan supports the development of a separate plan to deal specifically with sustainability.

# **INVENTORY**

In the plan are the following: socio-economic characteristics, existing natural resource base, existing land use and land cover, identification of factors limiting development; a review of public involvement activities and public input obtained; the proposed land use plan, including a list of goals and objectives and a description of proposed land use patterns; and recommendations for implementing the plan.

## **Socio-Economic Characteristics/General Trends**

An overarching goal of the Dunn County Comprehensive Plan is to create a set of informational resources to assist in managing growth and development. Its purpose is to analyze and provide a foundation of historical, current, and projected data to meet this goal.

There are many factors influencing development issues in the county. This study was conducted to identify the extent of development, the impact of development on the environment, land use, services, infrastructure, and the economy; the options for managing future development; and what measures are reasonable to attain a development framework that will work for the local units of government and the county. The results of this study will be used to project future development and growth patterns.

## **Population**

Population change is the primary component in tracking Dunn County's past growth as well as predicting future growth trends. Population characteristics such as size, distribution, density, and growth trends should be monitored in order to plan for housing, educational, utility, community and recreational facility needs as well as its future economic development.

The proximity of the county to the Minneapolis-St. Paul Metro area, the cities of Chippewa Falls, Eau Claire, and Menomonie has a definite impact on Dunn County. Population growth indicates the magnitude of that impact on the county. From 1980 (population 34,314) to 2000 (population 39,858) Dunn County increased in population by almost 16 %.

Dunn County has kept pace with surrounding counties growth rates. While Eau Claire and Chippewa counties have a substantially larger population base their growth rate has not been markedly different. It is worth noting that since 1985 Chippewa County has slowed its growth rate and Dunn County has been paralleling or out pacing Chippewa County over this reporting period.

## Age Characteristics

|                    | 1990   | 2000   | 2005   | 2010   | 2015   | 2020   |
|--------------------|--------|--------|--------|--------|--------|--------|
| <b>Population</b>  | 35,909 | 39,858 | 42,046 | 43,771 | 45,165 | 47,061 |
| <b>% Increase</b>  | 11.0   | 5.5    | 4.1    | 3.2    | 4.2    |        |
| <b>Male</b>        | 17,898 | 20,094 | 21,260 | 22,245 | 23,038 | 24,098 |
| <b>Female</b>      | 18,011 | 19,764 | 20,786 | 21,526 | 22,127 | 22,963 |
| <b>Age Under 5</b> | 2,352  | 2,285  | 2,441  | 2,551  | 2,673  | 2,818  |
| <b>Age 5-9</b>     | 2,663  | 2,415  | 2,434  | 2,556  | 2,670  | 2,808  |
| <b>Age 10-14</b>   | 2,450  | 2,844  | 2,781  | 2,710  | 2,850  | 3,001  |
| <b>Age 15-19</b>   | 3,468  | 4,175  | 4,243  | 4,127  | 3,894  | 4,089  |
| <b>Age 20-24</b>   | 5,259  | 5,496  | 5,950  | 6,076  | 5,780  | 5,468  |
| <b>Age 25-34</b>   | 5,086  | 4,817  | 4,612  | 4,876  | 5,077  | 5,066  |
| <b>Age 35-44</b>   | 4,783  | 5,444  | 5,344  | 4,784  | 4,514  | 4,801  |
| <b>Age 45-54</b>   | 2,950  | 4,988  | 5,600  | 5,896  | 5,799  | 5,273  |
| <b>Age 55-59</b>   | 1,280  | 1,689  | 2,375  | 2,774  | 2,993  | 3,125  |
| <b>Age 60-64</b>   | 1,302  | 1,230  | 1,662  | 2,331  | 2,729  | 2,976  |
| <b>Age 65-74</b>   | 2,208  | 2,231  | 2,216  | 2,646  | 3,668  | 4,695  |
| <b>Age 75-84</b>   | 1,553  | 1,569  | 1,633  | 1,637  | 1,646  | 2,026  |
| <b>Age 85+</b>     | 555    | 675    | 755    | 807    | 872    | 915    |

*Source: 1990 and 2000 Census; Wisconsin DOA Population Projections.*

Population by age group is an indicator of local population needs. For example, a large school-age population (ages 15 and under) requires schools and recreation facilities for children, while predominately elderly population (ages 62 and older) may need additional health care services, group home/care facilities, and leisure opportunities.

Between 1990 and 2000 Dunn County experienced a small shift in the 0-24 age group while the actual number of people in this category increased from 1990 (16,061) to 2000 (17,215) this actually represented a drop in the total percentage of Dunn County's population. In 1990, this group made up 45% of the population while in 2000 it represents 43% of the total population. The largest increase was in the 55-59 age group. This group showed a 69% increase from 1990-2000, followed by the 60-64 age group with a 32% increase and the 85 and older age group grew by 22%.

Regarding the impact of population on the school system in 2000 the 0-18 age group made up 19% of the total population. In 1990 the under 18 years age group was 8,847 (25% of the total population) and in 2000 the same age group was 9,305 (23% of the total population).

The 25-44 age group includes young parents with growing families. Stable, full time employment opportunities are required to support growing financial demands for permanent housing, day care, medical and transportation costs. In 1990, this group had 9,869 persons (27% of the total population) and in 2000, it had 10,261 persons (26% of the total population).

According to the Wisconsin Department of Administration (WDOA) population projections, by the year 2025 Dunn County can expect a population increase of 9,247 persons. The largest increase in age groups will be the 65-74 and 75-79 years group which, are projected to show a 5% growth rate with the 45-54 age group expected to grow by 3%. For these groups, priorities such as recreation and educational facilities begin to fade. Housing needs for the 45-54 age group continue to focus on single family residential, while the 65-79 age group begin to shift to medical, emergency services and food shopping. As long as health and income concerns do not develop, individuals tend to stay in single-family homes.

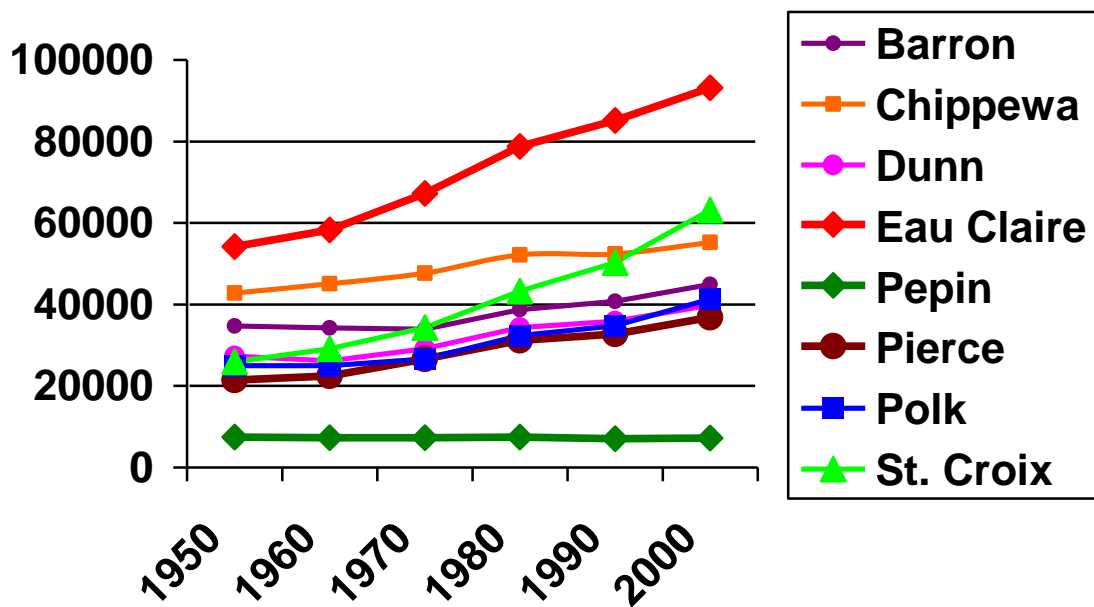


Figure 1

Figure one shows the historical population comparison of the counties surrounding Dunn County. In 1950 St Croix, Dunn, Pierce, Polk and to some extent Barron and Chippewa Counties were essentially the same in terms of population. However, at each ten year reporting period since 1950 St Croix's rate of growth has outpaced all of these counties to the point that it has passed Barron and Chippewa Counties actual population and in terms of its growth rate is second in population to only Eau Claire County.

## Historical Population

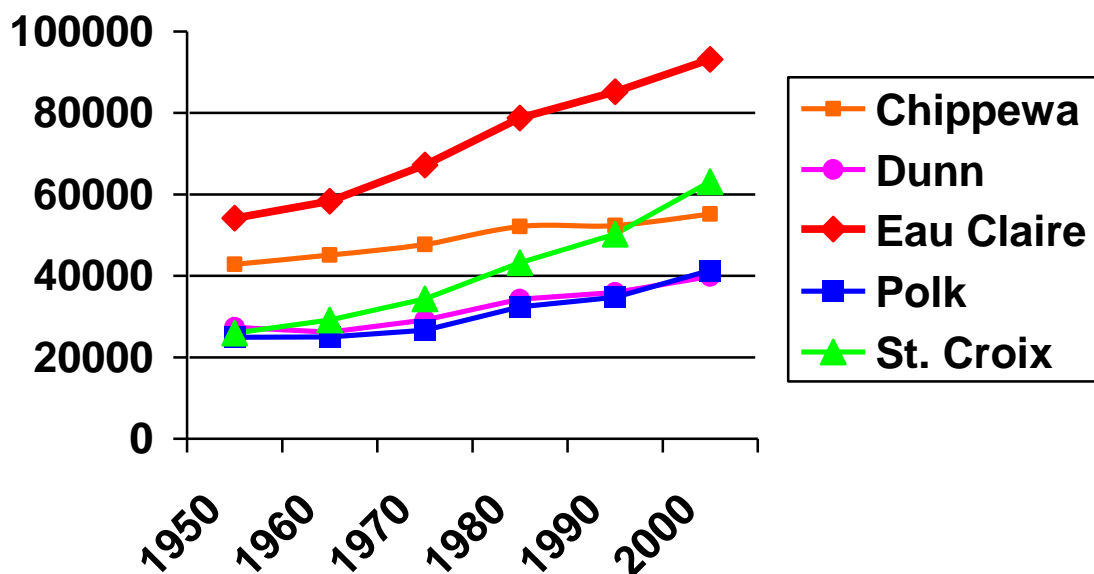


Figure 2

Figure two shows a comparison of Dunn County to the larger populated counties and the faster growing counties. It is worth noting that Dunn County and Polk County are very similar in total population as well as growth patterns.

## Historical Population

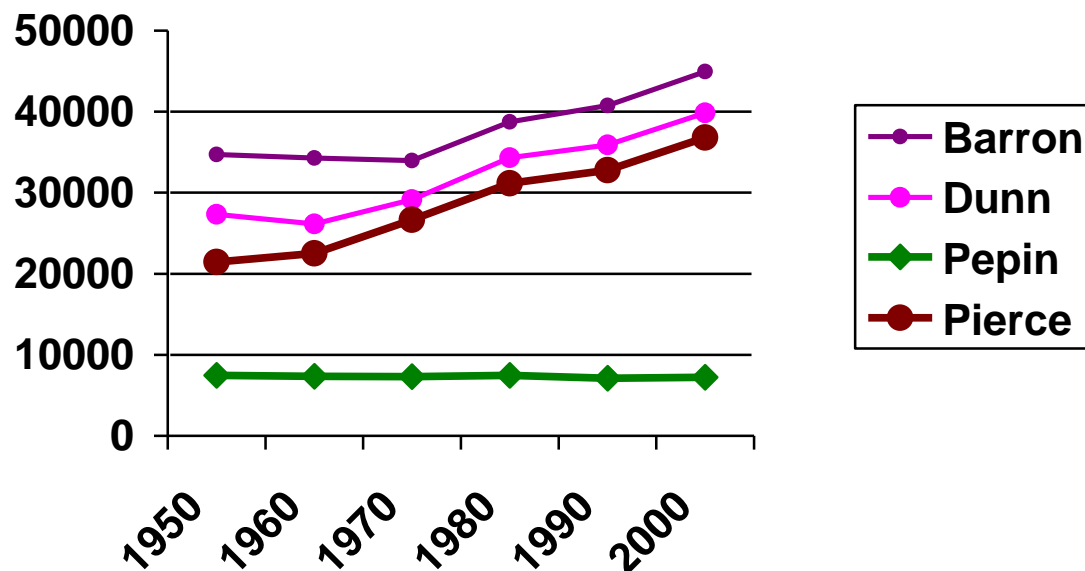


Figure 3

Figure three compares Dunn County with Barron, Pepin and Pierce Counties it is interesting to note that Pepin County has experienced almost no growth over this reporting period. In addition, Dunn County's growth rate over the last 30 years parallels the rate of growth in Chippewa and Barron Counties.

## Historical Population for Dunn County Communities

| TOWNS        | 1980  | 1990  | 2000  | % Change |
|--------------|-------|-------|-------|----------|
| COLFAX       | 660   | 691   | 909   | +38      |
| DUNN         | 1,294 | 1,315 | 1,492 | +15      |
| EAU GALLE    | 944   | 854   | 797   | -18      |
| ELK MOUND    | 668   | 749   | 1,121 | +68      |
| GRANT        | 443   | 412   | 426   | -0.04    |
| HAY RIVER    | 433   | 510   | 546   | +26      |
| LUCAS        | 699   | 644   | 658   | -.06     |
| MENOMONIE    | 2,453 | 2,732 | 3,174 | +29      |
| NEW HAVEN    | 707   | 658   | 656   | -.08     |
| OTTER CREEK  | 337   | 339   | 474   | +41      |
| PERU         | 194   | 203   | 247   | +27      |
| RED CEDAR    | 1,278 | 1,417 | 1,673 | +31      |
| ROCK CREEK   | 668   | 696   | 793   | +19      |
| SAND CREEK   | 575   | 568   | 586   | +0.02    |
| SHERIDAN     | 476   | 468   | 483   | +0.01    |
| SHERMAN      | 666   | 725   | 748   | +12      |
| SPRING BROOK | 1,293 | 1,293 | 1,320 | +0.02    |

|         |       |       |       |       |
|---------|-------|-------|-------|-------|
| STANTON | 553   | 637   | 715   | +29   |
| TAINTER | 1,507 | 1,756 | 2,116 | +40   |
| TIFFANY | 639   | 594   | 633   | -0.01 |
| WESTON  | 654   | 560   | 630   | -0.04 |
| WILSON  | 464   | 490   | 500   | +0.08 |

| VILLAGES   | 1980  | 1990  | 2000  | % Change |
|------------|-------|-------|-------|----------|
| BOYCEVILLE | 862   | 913   | 1,043 | +21      |
| COLFAX     | 1,149 | 1,110 | 1,136 | -0.01    |
| DOWNING    | 242   | 250   | 257   | +0.06    |
| ELK MOUND  | 737   | 765   | 785   | +0.07    |
| KNAPP      | 419   | 419   | 421   | +0.005   |
| RIDGELAND  | 300   | 246   | 265   | -13      |
| WHEELER    | 231   | 348   | 317   | -0.04    |

| CITY      | 1980   | 1990   | 2000   | % Change |
|-----------|--------|--------|--------|----------|
| MENOMONIE | 12,769 | 13,547 | 14,937 | +17      |

| COUNTY      | 1980   | 1990   | 2000   | % Change |
|-------------|--------|--------|--------|----------|
| DUNN COUNTY | 34,314 | 35,909 | 39,858 | +16      |

*Prepared by Demographic Services Center, Wisconsin Department of Administration, January 2004.*

Dunn County experienced a 16% increase in total population over the last 20 years. The following communities grew at or above the growth rate of the county.

City of Menomonie at 17% increase, the village of Boyceville grew by 21%, the Town of Stanton increased by 26%, Rock Creek increased by 19%, Red Cedar increased by 31%, Peru grew by 27%, Otter Creek grew by 41%, Menomonie increased by 29%, Elk Mound saw an increase of 68%, and Colfax posted an increase of 38%.

Of the 30 local units of government in the county only five towns and three villages showed a decrease in population. The largest decrease in population was in the Town of Eau Galle, which has shrunk in population by approximately 18%, and the village of Ridgeland showed a decrease of approximately 13%. The remaining units of government showed a decrease in population over this reporting period of less than a 1%.

## Population Projections

Accurately projecting population change is a difficult task since changes in population are subject to many unpredictable variables. It is important to note that these projections are based on past and current population trends, and should only be used as baseline information.

*(The 2000 Census counts include the latest corrections - November 25, 2003 and may not equal those in the county age by sex projections)*

| TOWNS     | 2010  | 2015  | 2020  | 2025  |
|-----------|-------|-------|-------|-------|
| COLFAX    | 1,066 | 1,130 | 1,206 | 1,286 |
| DUNN      | 1,648 | 1,705 | 1,780 | 1,862 |
| EAU GALLE | 770   | 747   | 734   | 722   |
| ELK MOUND | 1,374 | 1,481 | 1,605 | 1,733 |

|              |       |       |       |       |
|--------------|-------|-------|-------|-------|
| GRANT        | 442   | 445   | 452   | 461   |
| HAY RIVER    | 618   | 646   | 681   | 718   |
| LUCAS        | 690   | 698   | 714   | 731   |
| MENOMONIE    | 3,587 | 3,746 | 3,946 | 4,159 |
| NEW HAVEN    | 678   | 680   | 691   | 703   |
| OTTER CREEK  | 578   | 622   | 673   | 725   |
| PERU         | 274   | 283   | 296   | 310   |
| RED CEDAR    | 1,999 | 2,136 | 2,296 | 2,463 |
| ROCK CREEK   | 860   | 882   | 914   | 950   |
| SAND CREEK   | 625   | 637   | 656   | 677   |
| SHERIDAN     | 505   | 510   | 520   | 533   |
| SHERMAN      | 794   | 808   | 830   | 855   |
| SPRING BROOK | 1,448 | 1,493 | 1,555 | 1,622 |
| STANTON      | 875   | 942   | 1,020 | 1,101 |
| TAINTER      | 2,536 | 2,711 | 2,915 | 3,128 |
| TIFFANY      | 667   | 676   | 692   | 711   |
| WESTON       | 634   | 629   | 631   | 635   |
| WILSON       | 527   | 534   | 548   | 562   |

| VILLAGES   | 2010  | 2015  | 2020  | 2025  |
|------------|-------|-------|-------|-------|
| BOYCEVILLE | 1,137 | 1,170 | 1,216 | 1,265 |
| COLFAX     | 1,181 | 1,189 | 1,211 | 1,236 |
| DOWNING    | 263   | 262   | 265   | 268   |
| ELK MOUND  | 837   | 852   | 877   | 905   |
| KNAPP      | 430   | 429   | 433   | 438   |
| RIDGELAND  | 262   | 257   | 255   | 254   |
| WHEELER    | 313   | 307   | 305   | 304   |

| CITY      | 2010   | 2015   | 2020   | 2025   |
|-----------|--------|--------|--------|--------|
| MENOMONIE | 16,153 | 16,558 | 17,144 | 17,788 |

| COUNTY      | 2010   | 2015   | 2020   | 2025   |
|-------------|--------|--------|--------|--------|
| DUNN COUNTY | 43,771 | 45,165 | 47,061 | 49,105 |

*Prepared by Demographic Services Center, Wisconsin Department of Administration(WDOA), January 2004*

WDOA projections indicate the county will continue to see population growth through 2025. According to the state's projections, Dunn County can expect a 12% increase in population from 2010 through 2025.

All of the municipalities in Dunn County except the Town of Eau Galle and the villages of Ridgeland and Wheeler are projected to increase in population over the next 13 years. All of the municipalities projected to decrease in population were also communities that have shown a decreasing population since 1980.

### **Largest Municipalities in Dunn County**

| Municipality | 2000 Census | 2004 Estimate | Numeric Change | % Change |
|--------------|-------------|---------------|----------------|----------|
|--------------|-------------|---------------|----------------|----------|

|                 |        |        |       |      |
|-----------------|--------|--------|-------|------|
| Dunn County     | 39,858 | 41,737 | 1,879 | 4.7  |
| C. Menomonie    | 14,937 | 15,247 | 310   | 2.1  |
| T. Menomonie    | 3,174  | 3,354  | 180   | 5.7  |
| T. Tainter      | 2,116  | 2,308  | 192   | 9.1  |
| T. Red Cedar    | 1,673  | 1,851  | 178   | 10.6 |
| T. Dunn         | 1,492  | 1,551  | 59    | 4.0  |
| T. Spring Brook | 1,320  | 1,484  | 164   | 12.4 |
| T. Elk Mound    | 1,121  | 1,272  | 151   | 13.5 |
| V. Colfax       | 1,136  | 1,154  | 18    | 1.6  |
| V. Boyceville   | 1,043  | 1,075  | 32    | 3.1  |
| T. Colfax       | 909    | 992    | 83    | 9.1  |

## Population Summary

Dunn County's population has steadily increased from 27,341 persons in 1950 to 39,858 persons in 2000, for an increase of approximately 46% over those 50 years. Comparatively from 1950-2000 Dunn County's population grew faster than most of its neighboring counties and the State but, certainly not as fast as its western neighbor, St Croix County, which more than doubled its population in that same reporting time frame.

However, Dunn County continues to grow at an accelerated pace and is ranked 17th fastest growing among the state's 72 counties. From Census 2000 to January 2004 the population in Dunn County increased 4.7 %, which added 1,879 residents. All but two of the 29 municipalities, the Village of Ridgeland and the Town of Weston, added residents during the four-year period. Six of the ten largest municipalities in the county out-paced the percent increase of the county. These municipalities, as well as the county, are growing fast because they attract new residents who migrate to the area in addition to an increase in population from natural causes (births minus deaths).

The percent increase in county population attributed to net migration, more people moving to the county than leaving the county, exceeded the state increase of 1.6 %. The migration rate in Dunn County is close to that of other non-metropolitan counties where a significant share of in-migration is from residents leaving metropolitan areas or crossing state borders.

New residents who migrate are often older and many times come with families. Still, the number of very young residents is increasing and there are fewer deaths in the county than births. Even though the information suggests increases in residents aged 20-24 years old, this is primarily students attending classes in post-secondary institutions and offers little to long-term growth in county population.

The spike resulting from college students, who generally leave the area after graduation, does not continue with the 20-24 year age group while the (minor) bump created by baby boomers, those currently in the 40 to 59 year old groups, does continue. In the next 20 years, this group (the baby boomers) will dominate changes in the labor market.

Roughly, 15% of the population is currently over 60 years old but by 2030 that share expands to 26%. In contrast, the change in the population under 25 years old will be less dramatic. Currently, 43% of the current population is under 25 years old and that shrinks to 39% by 2030. The group of residents between 25 and 59 years old, those in their primary working years, will shrink from 43% of the population to 34% by 2030. The impact of an aging population is perhaps more obvious in terms of services that they will require. However, aging also influences the availability of labor.

Assuming that 65 years old represents an average age of retirement and that 18 years old represents high school graduation and as residents age, their participation in the labor force declines. Labor force participation rates (LFPR) among the population 25 to 50 years of age in Dunn County generally exceed 85%. However, after 55 years, the LFPR begins to drop and by 60 years, it nears



50%. Although county population growth will slow, it is not projected to decline during the projection period. However, because a greater share of the population will be over 50 years old, an age when labor force participation declines, total labor force growth may stall.

The above information illustrates the county's labor force composition. Most notable are the increasingly larger sections representing workers over 65 years two broad scenarios arise from the disparity in age:

- There will be labor shortages due to retirements and the lack of replacement workers especially in occupations that rely on younger workers or require specialized skills.
- The aging population will affect the economy as an elderly population demands changes in the types of goods and services provided in local communities.

## Education

The 2000 Census identifies 22,644 county residents aged 25 and over; of this age group, 8,353 (36.9 %) have graduated from high school or have an equivalent education. The following table details educational attainment of Dunn County residents.

### Educational Attainment

|   | Dunn County   |              | State            |              |
|---|---------------|--------------|------------------|--------------|
| Subject                                     | Number        | %            | Number           | %            |
| <b>Population 25 years &amp; over</b>       | <b>22,644</b> | <b>100.0</b> | <b>3,475,878</b> | <b>100.0</b> |
| Less than 9 <sup>th</sup> grade             | 1,161         | 5.1          | 186,125          | 5.4          |
| 9-12, no diploma                            | 1,862         | 8.2          | 332,292          | 9.6          |
| High school graduate (includes equivalency) | 8,353         | 36.9         | 1,201,813        | 34.6         |
| Some college, no degree                     | 4,621         | 20.4         | 715,664          | 20.6         |
| Associate degree                            | 1,875         | 8.3          | 260,711          | 7.5          |
| Bachelor's degree                           | 2,120         | 13.8         | 530,268          | 15.3         |
| Graduate or professional degree             | 1,652         | 7.3          | 249,005          | 7.2          |

## Commuting

In Dunn County 7,027 residents, over one-third of the county's workforce (35%), traveled out of the county for a job. Half the workers who left the county headed for destinations in Eau Claire and St. Croix counties and most of those workers had jobs with employers in the City of Eau Claire and the villages of Baldwin and Woodville in St. Croix County. Other neighboring counties in Wisconsin also attracted Dunn county workers, but over 1,000 residents (roughly 14% of the workforce) cross the river to jobs in Minnesota. Even though workers leave the county for jobs, they are included in the local labor force. That is one of the primary reasons that the labor force in Dunn County is greater than the number of jobs with county employers.

Even though nearly 35 % of the workforce leaves the county for a job, employers in Dunn County attract roughly 3,850 workers who travel from neighboring communities to work in local jobs. Most of the inbound workers travel from Eau Claire, Chippewa, Barron, and St. Croix counties. From nearly all directions, the destination for two of every three inbound commuters is the City of Menomonie. The city attracts nearly 2,580 non-county workers to help local employers fill job vacancies.

## **Labor force**

Labor force participation represents the share of population that is 16 years old and older that is employed or unemployed. Participation rates in Wisconsin and the United States in 2006 were 72.9 % and 66.3%, respectively. In Dunn County, the participation rate was 74 %. Essentially 26 % of the population 16 years old and older did not participate. This includes some students and individuals who choose not to work including retirees. As the population ages, more retirees will be included in the non-participating category by choosing not to work and the overall labor force participation rate will decline. There will also be fewer first-time jobs seekers and, consequently, fewer included among the unemployed. This, in turn, will produce lower unemployment rates. Because there were fewer new job seekers to the labor force during the last recession is one of the reasons unemployment rates remained as low as they did. The unemployment rate in Dunn County in 2006 was 4.8 % compared to a 11.9 % unemployment rate following the 1981-82 recession when the baby-boomers were entering the labor force in droves.

Nationwide, about one-quarter of the jobs are with employers that have 250 or more employees compared to roughly 31 % in Wisconsin. Of the estimated 15,280 jobs in the county, nearly 36 % are with employers with 250 or more workers. In stark contrast, the share of employers with 250 or more workers comprises less than one percent of all employers in Dunn County, again very similar to the less than one percent in the nation and in Wisconsin. The greatest share of jobs in the county is with employers in the 20-49 employee range. However, the greatest share of employers, 52 %, has fewer than five workers. The average employer in Dunn County has 16 employees, compared with 17 employees in Wisconsin and 13 in the United States.

## **Industry and Employers**

Those employers that have employment exceeding 250 employees are included in the list of top ten employers in the county. Two of those employers have employment over 999 workers and two more exceed 500 workers. The significance of these two lists is that over half the jobs in Dunn County are with employers in just ten industries and over one-third of the jobs are with just ten employers. Three of those employers are public sector and two represent the largest industry in the county and educational services. Employment with Wal-Mart stores and the distribution center combined makes it the largest employer in the county however, the jobs are distributed between warehousing and general merchandise industry. Some of the data about the top ten industries was suppressed at the request of several employers.

### **Top 10 Industries in Dunn County**

1. Educational services.
2. Warehousing and storage.
3. Food services and drinking establishments.
4. Nursing and residential care.
5. General merchandise stores.
6. Paper manufacturing.
7. Wood product manufacturing.
8. Professional and technical services.
9. Food manufacturing.
10. Merchant wholesalers and nondurable goods.

## Top 10 Employers in Dunn County

| Establishment                  | Product or Service                        | Number of Employees |
|--------------------------------|---|---------------------|
| Wal-Mart Associates            | Discount department stores.               | Over 999            |
| University of Wisconsin Stout  | College and Universities.                 | Over 999            |
| Menomonie Public School        | Elementary and secondary schools.         | 500-999             |
| County of Dunn                 | Other justice and safety activities.      | 500-999             |
| 3M Company                     | Coated and laminated paper manufacturing. | 250-499             |
| Anderson Corp.                 | Wood window and door manufacturing.       | 205-499             |
| Conagra Grocery Products Corp. | Confectionary mfg.                        | 250-499             |
| Myrtle Werth Hospital          | General medical.                          | 250-499             |
| Cardinal Glass Industries Inc. | Flat glass manufacturing.                 | 100-249             |
| Phillips Plastics              | Plastic product manufacturing.            | 100-249             |

## Summary

### Population

Population change is the primary component in tracking Dunn County's past growth as well as predicting future population trends. Population characteristics such as size, distribution, density, and growth trends should be monitored in order to plan for housing, educational, utility, community and recreational facility needs as well as its future economic development.

### Ranking

Dunn County's population has steadily increased from 27,341 persons in 1950 to 39,858 persons in 2000, an increase of approximately 46% over those 50 years. Comparatively from 1950-2000 Dunn County's population grew faster than most of its neighboring counties and the State but, certainly not as fast as its western neighbor, St Croix County. However, Dunn County has grown at such an accelerated pace that it is ranked 17th fastest growing among the state's 72 counties.

### Age

According to the Wisconsin Department of Administration (WDOA) population projections, by the year 2025 Dunn County can expect to see a population increase of approximately 9,247 persons. The largest increase in age groups will be the 65-74 and 75-79 years groups, which are projected to show a 5% growth rate with the 45-54 age group expected to grow by 3%. Most notable are the increasingly larger sections representing workers over 65 years which could lead to two broad scenarios:

- There will be labor shortages due to retirements and the lack of replacement workers especially in occupations that rely on younger workers or require specialized skills.
- The aging population will affect the economy as an elderly population demands changes in the types of goods and services provided in local communities.

### Comparison

With the exception of St. Croix County, Eau Claire County and Pepin County all of Dunn's neighbors have seen a similar growth rate. St Croix County is outpacing all of western Wisconsin and is closing the actual population gap with Eau Claire County, which is the largest population center in the region and second fastest growing county. Pepin County has seen flat to slightly declining population trends over the same reporting period. Dunn County, Polk County, Barron County, and Pierce County are all experiencing similar growth trends.

### Growth

The ten fastest growing municipalities in Dunn County City of Menomonie, Towns, of Menomonie, Tainter, Red Cedar, Dunn, Spring Brook, Elk Mound, and Colfax and the villages of Boyceville and Colfax are outpacing the county in population growth. On the flip side from 1980 through 2000 the Town's of Eau Galle, Grant, Lucas, New Haven, and Weston as well as the Villages of Colfax, Ridgeland and Wheeler all experienced negative population growth. However, from 2000

through 2004 all but two of the 29 municipalities, the Village of Ridgeland and the Town of Weston, added residents during the four-year period.

### **Net Migration**

The percent increase in county population attributed to net migration, more people moving to the county than leaving the county, exceeded the state increase of 1.6 %. The migration rate in Dunn County is close to that of other non-metropolitan counties where a significant share of in-migration is from residents leaving metropolitan areas or crossing state borders.

### **Commuting**

In Dunn County, over one-third of the county's workforce (35%), traveled out of the county for a job. Half the workers who left the county headed for destinations in Eau Claire and St. Croix counties and most of those workers had jobs with employers in the City of Eau Claire and the villages of Baldwin and Woodville in St. Croix County.

### **Industry and Employers**

Over half the jobs in Dunn County are with employers in just ten industries and over one-third of those jobs are with just ten employers.

## **HOUSING**

### **Background**

Housing is important for Dunn County and the people who live here. Housing costs are the single largest expenditure for most county residents. According to the Consumer Expenditure Survey, prepared by the Bureau of Labor Statistics/U.S. Department of Labor (2000), households in the Midwest spend an average of 27% of their annual incomes on housing, compared with 18% for transportation and 12% for food.

More than 69% of Dunn County households are owner-occupied and it is likely that these homes are their owner's most valuable asset and largest investment. Appreciation in home value continues to be the major source of wealth in the U.S. and nearly 60% of a typical homeowner's net worth is in home equity.

Households in the low-income range have great difficulty finding adequate housing that can accommodate their needs within their financial means. The social benefits of housing are important but difficult to quantify. Studies have shown that in addition to being a place to sleep, relax, and keep possessions, decent shelter is important for one's self-respect; people who take responsibility and pride in their homes are also more likely to participate in community and civic activities. However, the federal government has cut back drastically on housing assistance, leaving state and local communities to grapple with these problems.

In addition to its social importance, housing plays a critical role in state, county, and local economies. According to a study entitled "Housing's Contribution to Wisconsin's Economy", prepared by the Wisconsin Realtors Foundation in 2002, the value of the state's housing stock was worth nearly \$1 trillion dollars. The study documented that, in 1990, the construction industry employed 83,000 workers (not including lawyers, real estate, financial, and insurance workers), making it the state's second leading industry in employment. Finally, the study estimated that housing contributed about 12% to the state's gross product.

Housing is also a major source of revenue for many local communities in the form of property taxes. In addition, for many communities, housing is one of the largest land uses and the largest capital asset. By considering housing-related issues now, Dunn County can be better prepared to meet its future housing needs.

There is a need for community housing, public facilities and economic development professionals to give greater weight to the interrelationships between infrastructures. Without

adequate infrastructure, housing quantity and quality suffers. Without adequate infrastructure, economic development is limited. Without adequate housing, infrastructure, and economic investment, the heart of our community, deteriorates and results in disinvestment, a dwindling labor force due to out migration, and declining tax base making it even more difficult for the county to sustain itself.

## Housing Characteristics

According to the U.S. Census Bureau, housing units increased 8.6% between 1950 and 1970 and 50.2% between 1970 and 1990 and another 15.3 % between 1990 and 2000. This trend continues, between 2000 and 2004 with an increase in housing units of 8.4 %. Each of these increases was more than the statewide average occurring at the same time.

This residential growth has led to a change in rural character in the developing towns of the county. Even in towns experiencing limited growth, the loss of rural character is a significant concern. The residential growth in the unincorporated areas has begun to transform rural farm areas into residential areas. There has been a steady decrease in rural farm population over the past 20 years. Yet there has been an increase in total rural population, indicating an increase in rural non-farm residents.

## Housing Stock: Assessment Information

### Age Characteristics

| <b>Year<br/>Structure Built</b> | <b>total</b> |     |
|---------------------------------|--------------|-----|
| 1990 to<br>March 2000           | ,888         | 9.0 |
| 1980 to 1989                    | ,001         | 3.1 |
| 1970 to 1979                    | ,176         | 0.8 |
| 1960 to 1969                    | ,190         | .8  |
| 1940 to 1959                    | ,041         | 3.4 |
| 1939 or<br>earlier              | ,981         | 6.1 |

## Structural Characteristics

### *Units in Structure*

| <b>Housing Type</b> | <b>Total Housing Units</b> | <b>%</b> |
|---------------------|----------------------------|----------|
|                     | 15,277                     | 100.0    |
| 1-unit, detached    | 10,232                     | 67.0     |
| 1-unit, attached    | 206                        | 1.3      |
| 2 units             | 513                        | 3.4      |
| 3 or 4 units        | 614                        | 4.0      |
| 5 to 9 units        | 814                        | 5.3      |
| 10 to 19 units      | 447                        | 2.9      |
| 20 or more units    | 527                        | 3.4      |
| Mobile home         | 1,915                      | 12.5     |

|                     |   |     |
|---------------------|---|-----|
| Boat, RV, van, etc. | 9 | 0.1 |
|---------------------|---|-----|

A structure is a separate building that either has open spaces on all sides or is separated from other structures by dividing walls that extend from ground to roof. In determining the number of units in a structure, all housing units, both occupied and vacant, are counted. Stores and office space are excluded. The statistics represent the number of housing units in structures of specified type and size, not for the number of residential buildings.

***1-unit, detached.***

This is a one-unit structure detached from any other house; that is, with open space on all four sides. Such structures are considered detached even if they have an adjoining shed or garage. A one-family house that contains a business is considered detached as long as the building has open space on all four sides. Mobile homes to which one or more permanent rooms have been added or built also are included.

***1-unit, attached.***

This one-unit structure has one or more walls extending from ground to roof separating it from adjoining structures. In row houses (sometimes called townhouses), double houses, or houses attached to nonresidential structures, each house is a separate, attached structure if the dividing or common wall goes from ground to roof.

***2 or more units.***

These are units in structures containing two or more housing units, further categorized as units in structures with 2, 3 or 4, 5 to 9, 10 to 19, 20 to 49, and 50 or more units.

***Mobile home.***

Both occupied and vacant mobile homes to which no permanent rooms have been added are counted in this category. Mobile homes used only for business purposes or for extra sleeping space and mobile homes for sale on a dealer's lot, at the factory, or in storage are not counted in the housing inventory. In 1990, the category was "mobile home or trailer."

***Boat, RV, van, etc.***

This category is for any living quarters occupied as a housing unit that does not fit in the previous categories. Examples that fit in this category are houseboats, railroad cars, campers, and vans.

***Comparability.***

Data on units in structure have been collected since 1940 and on mobile homes and trailers since 1950. In 1970 and 1980, this data were shown only for year-round housing units. A category of "other" was used in 1990, but this category was greatly overstated. It was replaced by "Boat, RV, van, etc." in Census 2000. A similar category, "Boat, tent, van, etc." was used in 1980. In Census 2000, this question was asked on a sample basis. In 1990 and prior to 1980, the unit in structure question was asked on a 100 % basis. In 1980, data on units at address were collected on a 100 % basis and data on units in structure were collected on a sample basis. The 1980 data on "units at address" should not be used a proxy for "units in structure" because some multiunit buildings had more than one street address.

## Occupancy Characteristics

| <b>Housing Occupancy</b>                        | <b>Total housing units</b>  | <b>%</b> |
|---|-----------------------------|----------|
|   | 50,277                      | 100.0    |
| Occupied housing units                          | 14,337                      | 93.8     |
| Vacant housing units                            | 940                         | 6.2      |
| Seasonal, recreational, or occasional use       | 285                         | 1.9      |
| Homeowner vacancy rate                          |                             | 1.4      |
| Rental vacancy rate                             |                             | 5.6      |
| <b>Housing Tenure</b>                           | <b>Total Occupied units</b> | <b>%</b> |
|   | 14,337                      | 100.0    |
| Owner-occupied housing units                    | 9,900                       | 69.1     |
| Renter-occupied housing units                   | 4,437                       | 30.9     |
|   |                             |          |
| Average household size of owner-occupied units  | 2.72                        |          |
| Average household size of renter-occupied units | 2.25                        |          |

## Income Characteristics

### *Household Income*

| <b>Subject</b>          | <b>Number</b> | <b>%</b> |
|-------------------------|---------------|----------|
| Households              | 14,404        | 100.0    |
| Less than \$10,000      | 1,358         | 9.4      |
| \$10,000-\$14,999       | 925           | 6.4      |
| \$15,000-\$24,999       | 2,185         | 15.2     |
| \$15,000-\$34,999       | 2,052         | 14.2     |
| \$35,000-\$49,000       | 2,756         | 19.1     |
| \$50,000-\$74,999       | 3,093         | 21.5     |
| \$75,000-\$99,999       | 1,209         | 8.4      |
| \$100,000-\$149,999     | 554           | 3.8      |
| \$150,000-\$199,999     | 122           | 0.8      |
| \$200,000 or more       | 150           | 1.0      |
| Median Household Income | \$38,753      |          |
|                         |               |          |
| Families                | 9,414         | 100.0    |
| Less than \$10,000      | 376           |          |
| \$10,000-\$14,999       | 322           |          |
| \$15,000-\$24,999       | 1,088         |          |
| \$15,000-\$34,999       | 1,278         |          |
| \$35,000-\$49,000       | 2,013         |          |
| \$50,000-\$74,999       | 2,562         |          |

|                      |          |  |
|----------------------|----------|--|
| \$75,000-\$99,999    | 1,057    |  |
| \$100,000-\$149,999  | 491      |  |
| \$150,000-\$199,999  | 113      |  |
| \$200,000 or more    | 114      |  |
| Median Family Income | \$47,242 |  |

## Value Characteristics

| Specified owner-occupied units | Total    | %    |
|--------------------------------|----------|------|
|                                | 5,943    | 9.5  |
| <b>Value</b>                   |          |      |
| Less than \$50,000             | 567      | 9.5  |
| \$50,000 to \$99,000           | 2,832    | 47.7 |
| \$100,000 to \$149,000         | 1,787    | 30.1 |
| \$150,000 to \$199,000         | 518      | 8.7  |
| \$200,000 to \$299,000         | 190      | 3.2  |
| \$300,000 to \$499,000         | 43       | 0.7  |
| \$500,000 to \$999,000         | 4        | 0.1  |
| \$1,000,000 or more            | 2        | -    |
| Median value                   | \$92,900 | -    |

## Household Projections

Comparison of Final Population and Household Projections for Wisconsin Counties: 2000 - 2030  
(The 2000 Census counts include the latest corrections - November 25, 2003)

| FIPS STATE<br>COUNTY CODE | DOA<br>CODE | COUNTY NAME | Total Population |                    |                   |                   | 2000 -2030 Rank   |                   | Total Households |                    |                   |                   | 2000 -2030 Rank   |                   |
|---------------------------|-------------|-------------|------------------|--------------------|-------------------|-------------------|-------------------|-------------------|------------------|--------------------|-------------------|-------------------|-------------------|-------------------|
|                           |             |             | 2000<br>Census   | 2030<br>Projection | Numeric<br>Change | Percent<br>Change | Numeric<br>Change | Percent<br>Change | 2000<br>Census   | 2030<br>Projection | Numeric<br>Change | Percent<br>Change | Numeric<br>Change | Percent<br>Change |
| 55001                     | 01          | ADAMS       | 19,920           | 22,506             | 2,586             | 12.98             | 48                | 42                | 7,900            | 10,262             | 2,362             | 29.90             | 47                | 23                |
| 55003                     | 02          | ASHLAND     | 16,866           | 18,371             | 1,505             | 8.92              | 55                | 51                | 6,718            | 8,082              | 1,364             | 20.30             | 59                | 52                |
| 55005                     | 03          | BARRON      | 44,963           | 50,174             | 5,211             | 11.59             | 38                | 46                | 17,851           | 22,567             | 4,716             | 26.42             | 32                | 33                |
| 55007                     | 04          | BAYFIELD    | 15,013           | 16,217             | 1,204             | 8.02              | 61                | 54                | 6,207            | 7,072              | 865               | 13.94             | 67                | 69                |
| 55009                     | 05          | BROWN       | 226,658          | 291,862            | 65,204            | 28.77             | 4                 | 6                 | 87,295           | 120,713            | 33,418            | 38.28             | 4                 | 11                |
| 55011                     | 06          | BUFFALO     | 13,804           | 14,951             | 1,147             | 8.31              | 62                | 53                | 5,511            | 6,419              | 908               | 16.48             | 66                | 65                |
| 55013                     | 07          | BURNETT     | 15,674           | 17,194             | 1,520             | 9.70              | 54                | 49                | 6,613            | 8,313              | 1,700             | 25.71             | 53                | 35                |
| 55015                     | 08          | CALUMET     | 40,631           | 58,966             | 18,335            | 45.13             | 18                | 2                 | 14,910           | 23,234             | 8,324             | 55.83             | 21                | 3                 |
| 55017                     | 09          | CHIPPEWA    | 55,195           | 65,723             | 10,528            | 19.07             | 27                | 29                | 21,356           | 26,991             | 5,635             | 26.39             | 28                | 34                |
| 55019                     | 10          | CLARK       | 33,557           | 40,579             | 7,022             | 20.93             | 32                | 22                | 12,047           | 14,874             | 2,827             | 23.47             | 44                | 44                |
| 55021                     | 11          | COLUMBIA    | 52,468           | 63,177             | 10,709            | 20.41             | 26                | 24                | 20,439           | 26,880             | 6,441             | 31.51             | 25                | 20                |
| 55023                     | 12          | CRAWFORD    | 17,243           | 18,495             | 1,252             | 7.26              | 60                | 56                | 6,677            | 8,114              | 1,437             | 21.52             | 58                | 48                |
| 55025                     | 13          | DANE        | 426,526          | 579,976            | 153,450           | 35.98             | 1                 | 3                 | 173,484          | 243,098            | 69,614            | 40.13             | 1                 | 8                 |
| 55027                     | 14          | DODGE       | 85,897           | 98,215             | 12,318            | 14.34             | 23                | 40                | 31,417           | 39,168             | 7,751             | 24.67             | 22                | 40                |
| 55029                     | 15          | DOOR        | 27,961           | 29,241             | 1,280             | 4.58              | 59                | 63                | 11,828           | 14,461             | 2,633             | 22.26             | 46                | 46                |
| 55031                     | 16          | DOUGLAS     | 43,287           | 47,063             | 3,776             | 8.72              | 41                | 52                | 17,808           | 20,918             | 3,110             | 17.46             | 40                | 59                |
| 55033                     | 17          | DUNN        | 39,858           | 50,656             | 10,798            | 27.09             | 25                | 9                 | 14,337           | 19,558             | 5,221             | 36.42             | 30                | 13                |
| 55035                     | 18          | EAU CLAIRE  | 93,142           | 117,253            | 24,111            | 25.89             | 14                | 13                | 35,822           | 46,519             | 10,697            | 29.86             | 14                | 24                |
| 55037                     | 19          | FLORENCE    | 5,088            | 5,275              | 187               | 3.68              | 70                | 67                | 2,133            | 2,575              | 442               | 20.72             | 71                | 50                |
| 55039                     | 20          | FOND DU LAC | 97,296           | 112,538            | 15,242            | 15.67             | 20                | 36                | 36,931           | 46,319             | 9,388             | 25.42             | 17                | 36                |
| 55041                     | 21          | FOREST      | 10,024           | 10,368             | 344               | 3.43              | 68                | 68                | 4,043            | 4,829              | 786               | 19.44             | 69                | 54                |
| 55043                     | 22          | GRANT       | 49,597           | 52,814             | 3,217             | 6.49              | 43                | 60                | 18,465           | 21,609             | 3,144             | 17.03             | 39                | 61                |
| 55045                     | 23          | GREEN       | 33,647           | 40,505             | 6,858             | 20.38             | 33                | 25                | 13,212           | 16,876             | 3,664             | 27.73             | 36                | 26                |
| 55047                     | 24          | GREEN LAKE  | 19,105           | 19,877             | 772               | 4.04              | 66                | 65                | 7,703            | 8,722              | 1,019             | 13.23             | 63                | 70                |
| 55049                     | 25          | IOWA        | 22,780           | 27,350             | 4,570             | 20.06             | 40                | 27                | 8,764            | 11,479             | 2,715             | 30.98             | 45                | 21                |
| 55051                     | 26          | IRON        | 6,861            | 6,554              | -307              | -4.47             | 71                | 71                | 3,083            | 3,309              | 226               | 7.33              | 72                | 72                |
| 55053                     | 27          | JACKSON     | 19,100           | 22,168             | 3,068             | 16.06             | 45                | 35                | 7,070            | 8,980              | 1,910             | 27.02             | 50                | 31                |
| 55055                     | 28          | JEFFERSON   | 75,767           | 94,259             | 18,492            | 24.41             | 17                | 15                | 28,222           | 37,494             | 9,272             | 32.85             | 18                | 19                |
| 55057                     | 29          | JUNEAU      | 24,316           | 29,940             | 5,624             | 23.13             | 36                | 17                | 9,696            | 13,190             | 3,494             | 36.04             | 37                | 14                |
| 55059                     | 30          | KENOSHA     | 149,577          | 198,258            | 48,681            | 32.55             | 6                 | 5                 | 56,057           | 79,720             | 23,663            | 42.21             | 6                 | 5                 |



## **Policies and Housing Programs**

A number of federal and state housing programs are available to help communities promote the development of housing for individuals with lower incomes and certain special needs. The following is a partial listing of programs. Since programs as well as the funding requirements change, it is recommended that individuals use the contacts listed to verify programs and eligibility requirements.

### **Federal Programs**

Department of Housing & Urban Development (HUD) is the federal agency with primary responsibility for housing programs and community development. It provides subsidized housing through low-income public housing and the Section 8 program that provides subsidies for private property owners renting to low-income households. Both of these programs operate principally through local public housing authorities. To be eligible for these programs and others, a community may want to explore establishing a public housing authority under section 66.1201 of the Wisconsin Statutes. HUD also provides money to communities for a variety of housing purposes. Part of this money is distributed to entitlement jurisdictions that are defined as cities with populations of more than 50,000 or designated urban counties. It provides money to other communities through grants to the states that distribute the money to non-entitlement communities. In Wisconsin, the state agency that serves as the conduit for these funds is the Division of Housing & Intergovernmental Relations (DHIR). It awards these funds through a competitive request for proposals process. Funding from other HUD programs is distributed through national competitions. Phone 414-297-3214, email: <http://www.hud.gov/local/mil/> or the DHIR web site; <http://www.doa.state.wi.us/dhir/>

Rural Development U.S. Department of Agriculture (USDA-RD) provides a variety of housing and community development programs for rural areas. These are generally available in areas with populations of 10,000 or less. It provides support for rental housing development, direct and guaranteed mortgage loans for homebuyers, and support for self-help and cooperative housing development. USDA-RD has district offices serving most parts of Wisconsin. To find out about programs that might be beneficial, look in the phone book in the federal government listings under .Agriculture, Department of Rural Development or call the state office, located in Stevens Point. 715-345-7600 or via email at: <http://www.rurdev.usda.gov/wi/>

### **State Programs**

Division of Housing & Intergovernmental Relations (DHIR) is one of two state agencies that administer housing programs. It administers several programs that are funded by the state and many more that are funded by HUD. State programs funded by general-purpose revenue cannot be used to invest directly in housing development. Instead, these funds are used to help organizations develop the capacity to develop housing or to provide various types of financial assistance to homebuyers or renters through grants to local governments or non-profit agencies. Phone 608-266-0288, or via email at: <http://www.doa.state.wi.us/dhir/>

Wisconsin Housing & Economic Development Authority (WHEDA) is a quasi-governmental agency that helps to develop housing through the sale of bonds. It receives no direct state-tax support. WHEDA provides mortgage financing for first-time homebuyers and financing for multifamily housing as well. Specific programs evolve and change with the needs of the housing market. WHEDA also manages several federal housing programs. One program, the Low-Income Housing Tax Credit Program, encourages housing development by providing private investors with income tax credits when they invest in low-income housing development. Tax credits are allocated to housing projects on a competitive basis. Phone 800-362-2761 or via email at: <http://www.wheda.com/>

## **Local Programs**

Housing Trust Funds are financial resources available for housing projects targeting the needs of mid- or low-income households. Such funds can be used to fill financial gaps to make projects feasible. Trust funds may be replenished yearly or they may be designed to be perpetual and self-sustaining. Revolving funds are sustained by the payments of loan recipients, which are then used to supply additional loan funds. Sources of revenue to begin or replenish housing trust funds include abandoned funds, sale of public land, general obligation bonds, general appropriations, endowments, and grants, and surplus reserve funds. Housing trust funds are particularly well suited to meet the large and long-term capital investment needs of projects. Unlike funds that rely on state or local annual appropriations, a housing trust fund is a permanent dedication of a specified amount for housing. Trust fund money can be used in a number of ways. It may assist in home purchase, down payment assistance, security deposit assistance, housing construction, rehabilitation, maintenance, operation, and technical assistance for housing organizations, homeless shelters, debt, or equity financing, and second mortgages. The City of Stevens Point, in central Wisconsin, is one example of a community that has established a housing trust fund. For information on how this fund was established and is used, contact the Housing Authority of the City of Stevens Point at 715.371.3444

Tax Increment Financing (TIF) is a tool available to cities and villages in Wisconsin under section 66.1105 of the Wisconsin Statutes for development and redevelopment of blighted areas. TIF can be used to cover costs of public works or improvements including costs of demolition, land assembly, public improvements, and new buildings. Under TIF, new private development creates higher property values, thus creating an increased tax base over time (the tax increment). This increment, or a portion of the increment, is set aside for reinvestment in the area. Tax increment financing may assist in the building or rehabilitating of affordable housing for middle- and lower-income households.

## **Private Programs**

Non-Profit Housing Development Corporations are organizations that may qualify for tax-deductible donations, foundation grants, and public funds. To be eligible, the organization must apply for and receive nonprofit status from the IRS. Non-profits build and maintain housing in many areas of Wisconsin. Their projects help communities improve their range of housing opportunities. Non-profits are eligible for state and federal financial resources, making them an important vehicle for the creation of publicly supported housing. They often work in collaboration with local governments, civic organizations, citizens groups, and for-profit developers. These projects can improve communication and coordination in the community and create a positive atmosphere for future projects.

Municipalities too small to have their own housing staff or programs may contract with non-profits to provide services such as housing management and grant writing. They may also be able to pool resources by working with other area communities and non-profits. Non-profits can develop technical expertise and skills with regard to finance, construction, rehabilitation, and project management. Wisconsin is unique in that it has a program that specifically assists nonprofit housing organizations. The program is called the Local Housing Organization Grant (LHOG) Program. It provides grants to nonprofits to increase their capacity. To find out if there is a non-profit housing developer serving your area or about LHOG, contact the Division of Housing & Intergovernmental Relations at 608-266-0288.

## **References/Additional Resources**

Guide to Identifying Public Sources of Housing Financial & Informational Assistance for the Development of Low & Moderate-Income Rental Housing (2002), Div. of Housing & Intergovernmental Relations." <http://www.wiaffordableassistedliving.org>

Community Development Financing: Coming up with the Money. A self-study guide from the Community Affairs Dept. of the Federal Reserve Bank of St. Louis, phone 800-333-0810 or via email at <http://www.stls.frb.org/community/selfstudy/pages/intro.html>

## **Policies**

The County can affect the type and cost of housing available through regulations and policies. While most government regulations are implemented in order to serve specific community health, safety, and welfare needs, they may have unintentional adverse impacts on housing affordability. The following are areas where the County could consider changing its subdivision ordinance to promote affordability of housing without compromising the protection of public health, safety, and welfare.

### ***Standards in Subdivision Ordinances.***

Several jurisdictions have a local subdivision ordinance. Some of these local ordinances include standards for how subdivisions are designed including; minimum lot requirements, land dedication, and location of the structure on the site. The county can review its ordinances to identify provisions that may be conflicting. Old ordinances in particular may be in need of revision to meet current needs. Current neighborhood design practices emphasize sustainable practices such as the social, economic, and environmental aspects and look to create neighborhoods that are more energy efficient and that have a greater range of housing options. The following is some information the County should consider when reviewing its regulations:

- Large setbacks originated as a means of fire protection but they increase housing costs. Instead, regulations can establish maximum front yard setbacks, either in addition to or instead of minimum setbacks. Side-yard setbacks should also be reviewed and may be decreased.
- Lot layout. Conventional platting design has been to site large, one-sized lots without regard to local climate, topography, or hydrology. Current practice emphasizes variety in lot size, shape, and use to increase housing options and street design options within the development.
- Lot design such as, vegetation, siting, and construction to take advantage of local factors like breezes, topography, and capture winter sun, block summer sun may save residents money, over the long-term. When used appropriately, development techniques, such as mixed-use development, zero lot lines, and cluster development (also called conservation subdivisions), can encourage a broader range of housing choices.

## **Goals, Objectives and Policies**

Dunn County is a fast growing county, with access to the interstate and several state highways making it a convenient drive to the Minneapolis metropolitan area as well as to the cities of Eau Claire, Chippewa Falls and Menomonie. Population estimates indicate that most heads of households are 25-44 years of age. More than 52% of the community's housing has been built since 1970, 19% since 1990. Almost 67% of this is single-family detached. According to the last census, the median value of the homes is \$92,900 with a median household income of \$47,242.

Long-term residents have expressed concern that the new subdivisions were once prime farmland and complain that traffic on county and township roads is becoming congested.

**Goal:** Explore sustainable policies encouraging local units of government to develop a range of housing choices.

### **Objectives/Policies:**

- Identify and amend ordinances (ie; zoning and subdivision), removing affordable housing obstacles.

**Goal:** Maintain the environmental qualities of the county.

**Objectives/Policies:**

- Encourage development to locate in “Smart Growth” areas.
- Promote “Cluster Housing”.
- Promote the use of Extraterritorial Zoning in “Smart Growth” areas.
- Promote sanitary districts in extraterritorial zones and in “Smart Growth” areas.

**Goal:** Explore sustainable land use regulations.

**Objectives/Policies:**

- Develop conservation based ordinances.

## **ECONOMY**

Economic development is the process by which the County organizes, analyzes, plans, and then applies its energies to the tasks of improving its economic well-being and quality of life. The nature of economics is cyclical, based on a combination of factors, including product life cycles, applications of technology, government interventions, and a host of other indicators. Because of all this, development will happen whether or not it is planned; Dunn County will experience economic changes whether or not it desires changes.

This section of the plan recognizes the connection between economic development and quality of life. Issues such as new growth and redevelopment should be leveraged to improve the quality of life in the County (our community). There are a variety of local and regional economic development plans, but successful communities tend to have one thing in common, a shared vision of where they want to go and of what things residents and businesses value in the community. Local community visions are diverse but consistently touch on “quality of life” issues. As noted earlier in the plan the County’s vision is to **“GUIDE CHANGE TO MEET LOCAL COMMUNITY VISION**

### **Economic Profile**

#### **West Central Wisconsin**

Dunn County is located in the West Central Wisconsin region. The region has a diverse economy, ranging from mining to lumber, health and education services. The region has experienced growth over the past decade, especially in the Cities of Hudson and Eau Claire. Hudson has experienced the fastest growth rate, increasing 32% in size from 1990 to 2000 and Eau Claire, accounted for 15% of the region’s total growth in the same reporting period. The overall growth rate for the region is slightly above the state average, and equals the U.S. average. The labor force participation rate 72.4% is higher than ten years ago and exceeds the state and national average (Wisconsin Department of Workforce Development). The region tends to have a larger population of older workers, which may limit the labor supply growth in the future.

Job growth in West Central Wisconsin has exceeded the state average during much of the past decade. A majority of the growth was concentrated in the service-producing sector. Retail trade employers are the largest employer in the service-producing sector. The three largest industry groups in terms of total number of jobs are education services, health services, and eating and drinking places.

Although per capita income in the West Central Wisconsin region (\$24,117) is below the national and state average, per capita income grew at a faster rate in the region over the past five years than the state and national average. This growth rate can be attributed partially to the tight

labor market in the region that has put pressure on wages in recent years, especially at the lower end of the wage distribution.

## **Dunn County**

The total population in Dunn County grew by more than three thousand people (8.4%) during the decade of the 1990s, close to the state average of 8.5%. Much of the increase occurred in the City of Menomonie and in the Town of Menomonie. Together, they accounted for 54% of the total county growth.

Population is not the only indicator of growth in the County. The county is growing in many sectors including the labor force. Dunn County has a labor force participation rate of 71.5%, slightly lower than the state average. The unemployment rate for Dunn County has been slightly lower than the state and national average for much of the decade of the 1990s. In July of 2006, the unemployment rate in Dunn County was 4.3%, placing it in the lowest third of Wisconsin counties.

The labor force in Dunn County has grown to approximately 39,000 residents. However, approximately 4,000 workers commute to surrounding counties. Among the commuters, most (1,288) traveled east to Eau Claire County, while many (666) traveled west to Minnesota for work. With fewer workers commuting into the county, the net worker loss is about 2,800 for Dunn County. Over the last decade, several new industries have located in the county because of industrial parks, economic incentives, relatively low land prices, and the county's access to the interstate and state highway systems. However, most of these new jobs are low paying and people commute into Dunn County to work here while residents, who have higher incomes, commute to larger cities. *Commuter data from 1990 Census.*

The largest industries in Dunn County tend to be educational services and general merchandise stores. Of the 874 employers in Dunn County, ten provide over one-third (38%) of the jobs.

The largest employers in Dunn County are Wal-Mart Associates, Inc. and the University of Wisconsin, Stout. Both employ over 1,000 workers.

Data from the Department of Workforce Development reveal that workers in the wholesale trade tend to earn the highest average annual wages in the County. The average annual wage for wholesale trade workers in Dunn County is approximately \$35,400, slightly lower than the state average. Workers in the finance/insurance/real estate industry tend to face the greatest disparity when compared to state averages, earning 60.3% of the state average.

Increases in the employment opportunities within the county also contribute to development occurring in the residential, industrial commercial and retail sectors of Dunn County's economy. Employment increases are welcomed, but the development that accompanies them is having a profound impact on land use and the provision of services and public facilities by the local and county governments.

## **Socio-Economic Factors**

Economic development does not happen in a vacuum. To be successful, economic development must function as a part of the entire socio-economic environment. This environment is constantly evolving and changing. However, the basic components of this environment can be generalized. According to the U.S. Economic Development Administration (EDA), a comprehensive economic development framework "is fundamentally about enhancing the factors of productive capacity - land, labor, capital, and technology - of a national, state, or local economy."

## Civilian Labor Force

| County Totals     | 2000   | 2005   |
|-------------------|--------|--------|
| Total Labor Force | 22,574 | 24,088 |
| Employed          | 21,809 | 23,050 |
| Unemployed        | 765    | 1,038  |

Source: Wisconsin Department of Workforce Development and Bureau of Labor Statistics

## Unemployment Rates

|                    | 000 | 005 |
|--------------------|-----|-----|
| Dunn County        | .4% | .3% |
| State of Wisconsin | .4% | .7% |
| United States      | .0% | .1% |

Source: Wisconsin Department of Workforce Development and Bureau of Labor Statistics

## Largest Manufacturers

| Firm                                   | Location                   | Product                     | Employees |
|--|----------------------------|-----------------------------|-----------|
| Wal-Mart Associates, Inc.              | Menomonie                  | Distribution                | 1,000+    |
| 3M                                     | Menomonie                  | Electrical Tapes            | 500-999   |
| Andersen Corp.                         | Menomonie                  | Windows                     | 250-499   |
| ConAgra Grocery Products               | Menomonie                  | Puddings, Milk Powders      | 250-499   |
| TNT Logistics                          | Menomonie                  | Logistics/Distribution      | 250-499   |
| Cardinal-FG                            | Menomonie                  | Float Glass                 | 100-249   |
| Phillips Origen Center                 | (3 locations)<br>Menomonie | Plastic Products            | 100-249   |
| Silgan Container, Inc.                 | Menomonie                  | Metal Food Cans             | 100-249   |
| All American Manufacturing             | Town of Spring Brook       | Fabricated Textile Products | 100-249   |
| TRAC Industries                        | Menomonie                  | Trucking and Logistics      | 100-249   |
| Ohly                                   | Boyceville                 | Food Preparations           | 50-99     |
| Ford High Velocity Distribution Center | Menomonie                  | Auto Parts Distribution     | 50-99     |
| Badger Iron Works, Inc.                | Menomonie                  | Gray Iron Foundries         | 50-99     |
| Indianhead Enterprises, Inc.           | Menomonie                  | Custom Packaging & Assembly | 50-99     |
| Nedland Industries, Inc.               | Ridgeland                  | Recycling Equipment         | 20-49     |

|                                 |                   |                             |       |
|---------------------------------|-------------------|-----------------------------|-------|
| Schmit Prototypes, Inc.         | Menomonie         | Plastic Products            | 20-49 |
| Banks Hardwoods                 | Menomonie         | Lumber Drying               | 20-49 |
| American Structures Service Co. | Menomonie         | Custom Machining            | 20-49 |
| Brave Harvestore, Inc.          | Menomonie         | Farm Equipment Assembly     | 20-49 |
| Dunn County News                | Menomonie         | Newspaper                   | 20-49 |
| Midwest Stainless, Inc.         | Menomonie         | Stainless Steel Fabrication | 20-49 |
| Wood Run Forest Products        | Colfax            | Lumber Products, Inc.       | 20-49 |
| Ethenol Plant                   | Town of Hay River | Ethanol Production          | 25-50 |

### Employment By Industry

|   | 2004  | 2005  | % Change | % of 2005<br>Total<br>Employment |
|---|-------|-------|----------|----------------------------------|
| Agriculture<br>(derived from<br>2000 Census)      | 1,492 | 1,492 | NA       | 8.5                              |
| Construction,<br>Natural<br>Resources &<br>Mining | 1,014 | 982   | -3.2     | 5.6                              |
| Manufacturing                                     | 2,316 | 2,386 | 3.0      | 13.6                             |
| Trade,<br>Transportation,<br>and Utilities        | 4,350 | 4,398 | 1.1      | 25.1                             |
| Financial<br>Activities                           | 445   | 474   | 6.5      | 2.7                              |
| Education and<br>Health<br>Services               | 4,377 | 4,509 | 3.0      | 25.7                             |
| Information<br>Services                           | 102   | 90    | -11.8    | 0.5                              |
| Professional &<br>Business<br>Services            | 735   | 989   | 34.6     | 5.6                              |
| Leisure and<br>Hospitality<br>Services            | 1,451 | 1,570 | 8.2      | 9.0                              |
| Other Services                                    | 258   | 236   | -8.5     | 1.3                              |
| Public<br>Administration                          | 404   | 407   | 0.7      | 2.3                              |

## Industrial Park/Sites

|                                   | Acres served by Utilities |                 |                 |             | Transportation |                   |                           |                      |
|-----------------------------------|---------------------------|-----------------|-----------------|-------------|----------------|-------------------|---------------------------|----------------------|
|                                   | Available                 | Municipal Water | Municipal Sewer | Natural Gas | Hwy. Access    | Community Airport | Rail Service to Community | Rail Service In Park |
| Boyceville                        | 250                       | 10              | 10              | 10          | Yes            | Yes               | Yes                       | No                   |
| Colfax                            | 14                        | 14              | 14              | 14          | Yes            | No                | Yes                       | No                   |
| Knapp                             | 6                         | 6               | 6               | 0           | Yes            | No                | Yes                       | No                   |
| Menomonie                         | 300                       | 300             | 300             | 300         | Yes            | Yes               | Yes                       | Yes                  |
| Stout Technology Park (Menomonie) | 203                       | 203             | 203             | 203         | Yes            | Yes               | Yes                       |                      |

Source: Dunn County Economic Development Corporation

## Effective Buying Income

Effective buying income (EBI) is total money income minus personal & real estate taxes. (Money income includes income from wages, self-employment, interest, dividends, rent, retirement, unemployment, disability, public assistance, alimony, child support, and other periodic payments)

| Income Range- 2004      | % of Households |          |
|-------------------------|-----------------|----------|
|                         | County          | State    |
| \$0 - \$19,999          | 23.2            | 19.6     |
| \$20,000 - \$34,999     | 25.9            | 23.5     |
| \$35,000 - \$49,999     | 23.3            | 22.9     |
| \$50,000 and Over       | 27.6            | 34.0     |
| Median Household Income | \$35,498        | \$38,991 |

PREPARED BY THE WEST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION

Dunn County is relatively evenly distributed regarding the EBI of its residents. The county has more people living on an EBI range of \$0-\$19,000 than does the state. Almost one quarter of Dunn County residents are in this lower buying income bracket.

## Employment Projections

### West Central Wisconsin

According to the Wisconsin Office of Economic Advisors West Central Wisconsin can expect to see an increase of 20,450 jobs from 2004 through 2014. This represents an 11.8% increase for the region. A complete listing of occupation projections can be found on their website at [www.dwd.wisconsin.gov/eoa/wda/projections/wc.htm](http://www.dwd.wisconsin.gov/eoa/wda/projections/wc.htm).



## Dunn County

The Labor Market Analyst for Northwestern Wisconsin noted there were 3,700 jobs added in the period from 1991-2001. This was an unusually large figure. The report estimated that 2500-3000 new jobs will be created in the area from the period 2001 to 2010.

## Economic Development Programs

### Regional Resources

- State Bar of Wisconsin [www.legalexplorer.com/legal/legal-QA.asp](http://www.legalexplorer.com/legal/legal-QA.asp)
- Wisconsin Business Resource Network: [helpbusiness-wi.com](http://helpbusiness-wi.com)
- Wisconsin Women's Business Initiative Corporation (WWBIC) [www.wwbic.com](http://www.wwbic.com)
- UW-Small Business Development Center [www.uwex.edu/sbdc](http://www.uwex.edu/sbdc)
- Technical Colleges [www.tech.state.wi.us](http://www.tech.state.wi.us)

### Workforce

- Wisconsin Department of Workforce Development [www.dwd.state.wi.us](http://www.dwd.state.wi.us)
- Wisconsin Department of Commerce (Customized Labor Training Grants and Business Employees' Skills Training (BEST) Program) [www.commerce.state.wi.us](http://www.commerce.state.wi.us)
- Wisconsin JobNet [www.dwd.state.wi.us/jobnet](http://www.dwd.state.wi.us/jobnet)
- Wisconsin Job Exchange [www.wisconsinjobexchange.com](http://www.wisconsinjobexchange.com) (under construction)

### Technology Business Resources

- UW-Madison Office of Corporate Relations: [www.corprelations.wisc.edu](http://www.corprelations.wisc.edu)
- Office of Tech Transfer, UW-Milwaukee School of Business Administration [www.cti.sba.uwm.edu/index.html](http://www.cti.sba.uwm.edu/index.html)
- Wisconsin Technology Council [www.wistec.com](http://www.wistec.com)

### Rural Development

- U.S. Department of Agriculture – Rural Development: [www.rurdev.usda.gov/wi](http://www.rurdev.usda.gov/wi)
- Wisconsin Rural Partners, Inc [www.wirural.org](http://www.wirural.org)

### Business Financing

- Wisconsin Dept of Commerce [www.commerce.state.wi.us](http://www.commerce.state.wi.us)
- WI Dept. of Financial Institutions [www.wdfi.org](http://www.wdfi.org)
- U.S. Small Business Administration (SBA) [www.sba.gov](http://www.sba.gov)
- Wisconsin Women's Business Initiative (WWBIC) [www.wwbic.com](http://www.wwbic.com)
- Wisconsin Housing and Economic Development Authority (WHEDA) [www.wheda.com](http://www.wheda.com)
- Wisconsin Bankers Association Economic Development Resources [www.wisbank.com/edr/index.htm](http://www.wisbank.com/edr/index.htm)
- Community Development Block Grant Revolving Loan Funds:  
[www.commerce.state.wi.us/MT/MTFAX-0963.htm](http://www.commerce.state.wi.us/MT/MTFAX-0963.htm)
- Wisconsin Business Development Finance Corporation (WBD) [www.wbd.org](http://www.wbd.org)

### Business Planning Assistance

- Build your Business (Wisconsin.gov) State resources available for entrepreneurs and businesses. [www.wisconsin.gov/state/byb/finance](http://www.wisconsin.gov/state/byb/finance)
- U.S. Small Business Administration [www.sba.gov](http://www.sba.gov)
- National Center for Entrepreneurship [www.ncoe.org](http://www.ncoe.org)
- Wisconsin Dept. of Commerce [www.commerce.wi.state.us](http://www.commerce.wi.state.us)

- Wisconsin Innovation Service Center (WISC) - [www.uww.edu/business](http://www.uww.edu/business)
- Virtual Business Incubator [www.virtualincubate.com](http://www.virtualincubate.com)
- Wisconsin Manufacturing Extension Partnership: [www.wmep.org](http://www.wmep.org)
- Wisconsin Manufacturers & Commerce (WMC): [www.wmc.org](http://www.wmc.org)
- National Federation of Independent Business (NFIB), Wisconsin Chapter: [www.nfib.com](http://www.nfib.com)

## Desired Business

Dunn County has been open-minded when it comes to businesses. While there will certainly be business proposals that do not meet with local or county approval, this does not mean that there is a preconceived notion about desired business. The County evaluates business on its merits, which are weighed against community goals and values such as development and retention of a skilled and educated workforce, innovative business techniques, environmental qualities, scale of operations, and any other factor, which could help in creating a great quality of life.

## Business and Industrial Sites

There is not a shortage of land or potential sites for business or industry in the County. The Dunn County Economic Development Corporation maintains a current listing of available sites by community throughout the county. This information is available by contacting the Dunn County Economic Development Corporation at:

Mailing address; 401 Technology Drive East, Menomonie, WI 54751

Email: [www.dunnedc.com](http://www.dunnedc.com)

## Strengths and Weaknesses

Dunn County is diverse with many strengths and weaknesses, which have allowed the county to become what it is today. It will be these strengths and weaknesses which will be factors influencing what the county will become in the future. Strengths and weaknesses are subjective terms. For this portion of the plan, they are purely an economic perspective. It is safe to say that an economic strength may be a weakness in another portion of the plan and vice versa.

### Strengths

The following is not intended to be an all-encompassing list of attributes nor is this listing intended to be an end point for evaluation and analysis. If at some other point in time any of these become irrelevant or if others become known, the list should be amended to reflect county attributes.

- Geographic location
  - Proximity to the Minneapolis St. Paul Metro Area
  - Proximity to the city of Eau Claire
- Transportation Infrastructure
  - 4 Interstate 94 interchanges
  - 4 state highways
  - Fully developed county road system
  - 2 railroads
    - Several spurs serving industries
  - 2 local airports
  - Proximity to regional airport in Eau Claire
  - Proximity to an International airport in Minneapolis Minn.
- Availability of land
  - Vacant land for sale
  - Affordable price structure
- Variety of Natural Resources

- Clean water supply
  - Clean air
  - Ample supply of productive soils
- Recreational opportunities
  - State parks and bike trails
  - County parks
  - City parks
  - Township parks
  - Network of trails
    - Bike/walking
    - Snowmobile
- Healthy business climate
  - Active business organizations
    - Dunn County Economic Development Corporation
    - Momentum Chippewa Valley
    - Forward Wisconsin
    - Stout Foundation
    - West Central Regional Planning
    - Workforce Development
    - Menomonie Chamber of Commerce
  - Industrial parks
    - City of Menomonie
    - Local Villages
- Utility Infrastructure
  - 2 utility providers, both with expansion capacity
    - Electrical supply
    - Natural gas supply
- Education
  - University of Wisconsin Stout
  - Chippewa Valley Technical Institute
  - Public schools
  - Private schools
- Services
  - County government
  - Local government
  - Professionals
    - Design
    - Legal
- Health Care
  - Local Hospital
  - Out patient clinics
  - Nursing homes
- Housing
  - Adequate supply of existing houses
  - Variety of multi-family homes
  - Elderly/retired housing choices

## **Weaknesses**

- Aging population
- Limited labor pool

- Lack of high paying jobs
- Out flux of workers
  - Approximately 1/3 of the workforce leaves the county for employment
- Concentration of employment opportunities
  - Approximately 1/3 of the jobs are provided by ten employers

## **Contaminated Sites**

When looking at the DNR website the list of contaminated sites in Dunn County is not as daunting as it may first appear. Most of the contaminated sites are small in nature and usually confined to an even smaller area. A majority of these sites are in the process of being cleaned up. Most of the sites were agricultural in nature and will most likely return to an agricultural use. There has not been a demand in the County to provide assistance in the form of funding or resources for contaminated sites. On a final note the county does cooperate with the DNR with respect to promoting the DNR's "Brownfield" program. See DNR website at [www.botw.dnr.state.wi.us/botw/basicsearchaction](http://www.botw.dnr.state.wi.us/botw/basicsearchaction) .

## **Summary**

A good standard of living revolves around a living wage. With 1/3 of the workforce, leaving the County for employment suggests that there is room to improve. If the County could influence an increase in personal income and wealth, it may reduce the number of commuters. By doing so, it should see an increase in its tax base, allowing the County to retain its workforce and to provide the level of services residents expect. Increasing personal income could be achieved through a balanced, economy, which is essential for community well-being. Currently there is a concentration of employment opportunities. Ten employers provide approximately 1/3 of the jobs. A balanced economy would spread the employment opportunities over a larger base of employers. This may require changes in County economic strategies or additional investments in marketing and promoting Dunn County as a sustainable community. Economic development expenditures should be viewed as an investment in the County's future. Influencing and investing in the process of economic development allows the county to determine its future direction and guide appropriate types of development accordingly. Prospering in a proactive economy may require reinventing and digitizing government, investing in an infrastructure of innovation, and striving for regional collaboration. This type of investment may lead to knowing the region's economic function in the global economy, development, and retention of a skilled and educated workforce, and an innovative business climate. All of these things could result in creating a great quality of life.

## **Goals, Objectives and Policies**

Economic development has increasingly become an integral part of decision-making. The recent, longest economic expansion in history has made economic development success seem continual, to the point where it has become assumed and taken for granted. The economic picture of Dunn County looks different than it did a decade ago. To meet future economic demands will require a sustainable and proactive economic development outlook.

A sustainable/proactive approach allows the County to anticipate changes and guide development to the best of its abilities and capacities. To become sustainable while remaining proactive requires a plan and strategies. The following are seven economic development strategies from the National Governor's Association, Center for Best Practices.

- Invest in people
- Build state-of-the-art infrastructure
- Treat citizens as customers
- Streamline taxes and regulations

- Nurture entrepreneurs
- Create hi-tech magnets
- Preserve quality of life

Combining all of the above strategies or some combination with each of the following goals and objectives should help insure that progress made will be measurable and meaningful while meeting the County's future economic needs.

**Goal:** Guide the stabilization and expansion of our economic base.

**Goal:** Promote the development of communications with business and education leaders.

**Goal:** Become sustainable and proactive with local jurisdictions.

#### **Objectives/Policies:**

- Provide Dunn County Economic Development Corporation with financial and staff support to implement their function as the central agency for economic development in the County.
- Identify sustainable development opportunities and best management practices.
- Cooperate/coordinate with local jurisdictions and other Business Councils to:
  - Create and maintain jobs.
  - Support and promote education and training programs to upgrade the skills of workers.
  - Cooperate with all local Business Councils in job retention programs.
  - Facilitate relationships that connect existing employers with federal, state, and local incentive programs.
- Encourage sustainable commercial, agricultural, and industrial development.
- Identify residential, commercial, agricultural, and industrial properties in need of redevelopment.
- Define the amount of land needed for commercial and industrial development.
- Maintain, improve, and sustain the County's social, cultural, and natural resource base.
- Support all local business councils in the county.
- Identify resources to assist with local economic development activities.
- Develop infrastructure to support modern commercial and industrial needs.
- Utilize the Wisconsin Development Fund, Wisconsin Housing and Economic Development Authority, Tax Incremental Financing, Industrial Revenue Bond, Dunn County Loan Pool, and other programs that provide incentives for business development within the County.
- Maintain balance between the value of residential, commercial, agricultural and industrial properties in the County.
- Cooperate/coordinate with regional and state economic development organizations.
- Lobby state legislatures.
- Encourage and support entrepreneurial efforts and programs.
- Participate in activities and programs that promote the county and the region.

To implementing the above goals and objectives, there are five general components, which can influence the quality and effectiveness of economic development.

- Organizational Development
- Infrastructure Development
- Business Development
- Workforce Development
- Community Cash Flow Development

For each of five components, there is an array of strategies to accomplish the County's goals and objectives. For example, business development could be accomplished through business recruitment, business retention and expansion, or entrepreneurial encouragement. The following is a description of each component with examples of how the could be used to implement the economic goals and objectives.

## **Organizational Development**

It's local communities that lay the groundwork for economic development. The county's economic development organization, the Dunn County Economic Development Corporation (DCEDC) is, involved and inclusive locally. Their activities influence the future of the County. DCEDC should continue to utilize its resources, analyzing current economic conditions as part of a strategic planning process, determining strategic goals and objectives that address local needs while working to achieve the overall County vision.

## **Infrastructure Development**

Infrastructure, provided by both government and private business, is the support system needed for producing and delivering goods and services. Traditionally, infrastructure has included all forms of utilities (e.g. water, sewer, gas, electric, telephone), transportation services (e.g. roads, parking, airports, ports, rail), schools, hospitals and other public services sometimes referred to as "social infrastructure". Communications infrastructure is becoming increasingly important as businesses and residents rely on advanced data, voice, and video transmissions. In addition, the County should consider infrastructure investments in business and industrial parks and should develop an inventory of sites and buildings.

## **Business Development**

Business development should be the cornerstone of the County's economic development strategies. The county's business development strategies should include a mix of three primary strategies: retention and expansion of existing businesses, entrepreneurial development, and business attraction. Within these strategies, the County should seek to target certain types of businesses. The County should also consider focusing its efforts on the development or redevelopment of its downtowns and rural business districts through some sort of capitol resource or business loan program.

## **Workforce Development**

Local communities need a workforce development program to stay competitive, to keep existing businesses strong, to keep young people in the community, and to raise residents' standard of living. Workforce development strategies should include developing approaches to enhance the skills of workers so that all residents can become contributing members of the local economy. These strategies involve partnerships with educational institutions, employers, unions and state and local workforce development agencies and organizations.

## **Community Cash Flow Development**

The County should be looking to bring new dollars into communities to ensure a balance of economic activity (or "community cash flow"). The County can look at two sources of new dollars: those brought in by individuals, and those brought in by entities [organizations, businesses, and government]. There are two types of individual dollars that come into a community: earned income (wage and salary income) and transfer income (non-wage income or generated wealth). New dollars brought into a community by entities or institutions cover a wide range of sources, including tourism, expanding markets, pursuing outside investments, government contracts, or grants, and developing

support sectors. A proactive strategy may develop and maintain public-private partnerships that focus on serving the growing sectors in the economy.

## **INTERGOVERNMENTAL COOPERATION**

### **Background**

The Intergovernmental Cooperation Element creates an opportunity for the County to coordinate with other communities and governmental units to promote consistency between plans. According to the law by the year 2010, decisions and actions of each community must be based on its adopted plan. If each community's plan is going in different a direction, the County and neighboring communities may experience problems. This section of the plan addresses the importance of cooperation between jurisdictions.

In general, intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions communicate visions and 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.

Many issues cross-jurisdictional boundaries, affecting more than one community. For example, air and water pass over the landscape regardless of boundaries so that one jurisdiction's activity with regard to air and water affects 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 influences others. Increasingly, we have come to the realization that many vital issues are regional in nature. Watersheds and other ecosystems, economic conditions, land use, commuter patterns, and housing. The effects from growth and change are all issues that spill over municipal boundaries and affect the region as a whole. The health of the County, our communities and the health of our region are interconnected. Recognizing these interconnections is not enough; working towards strengthening them is a direction to pursue. Coordinating cooperative efforts is a large task because there are so many jurisdictions to consider.

Wisconsin has over 2,500 units of government and ranks thirteenth nationwide in total number of governmental units and third nationwide in governmental units per capita. Intergovernmental cooperation is important in the State and especially at the County and local levels. In Dunn County alone, there are thirty other governmental units. This does not include sanitary districts, lake protection districts or other such entities in the County. Having so many governmental units allows for local representation and means that County residents have numerous opportunities to participate in local decision-making.

However, the sheer 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. Instead of one community's vision, there may be multiple visions, some of which may conflict. More governmental units may also mean unwanted and wasteful duplication in the delivery of community services. Cooperation can help to avoid this. Cooperation between jurisdictions or intergovernmental cooperation can foster the following.

## **Consistency**

Cooperation can lead to consistency of the goals, objectives, plans, policies, and actions of neighboring communities and other jurisdictions. Consistency between plans is especially important because the Comprehensive Planning Law did not change the relationships between, or authorities of, local governments. This means the County cannot force its plan onto another community to achieve consistency. The County, its surrounding jurisdictions and neighbors need to cooperate.

**If inconsistencies between any section of the Comprehensive Land Use Plan and the Farmland Preservation section of said plan are discovered; the Farmland Preservation section of the Comprehensive Land Use Plan shall supersede.**

## **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.

## **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 a particular intergovernmental issue, but all County residents can appreciate the benefits, such as cost savings, provision of needed services, a healthy environment, and a strong economy.

Because each community is unique, each will have different issues. Frequently policies, goals, and objectives of one plan element relate to other elements. For example, a multi-jurisdictional bike trail system could be addressed both in the Transportation Element and in the Intergovernmental Cooperation Element. In this case, the Transportation Element could look at the specifics of the biking system while the Intergovernmental Cooperation Element could identify it as an area of jurisdictional cooperation, and ensure that conflicts between other jurisdictions are resolved and that plans are consistent. It is important to keep in mind that the Intergovernmental Cooperation Element need not be limited to just boundary issues; it can be an effective tool to address other intergovernmental areas and jurisdictions.

Jurisdictions are made up of people. Like people everywhere, Dunn County residents have ideas, hopes, and dreams about their own future and that of their community. The County recognizes that planning takes all kinds of people and personalities – leaders, followers, dreamers, big-picture people, detail-oriented people, one-issue people, promoters, optimists, and pessimists (pessimists are good at spotting trouble points).

## **Cooperation and Regulations**

Cities, villages, towns, counties, the state, and the federal government may all create and administer laws and regulations. The kinds of regulations will vary. For example, cities, villages, towns, and counties may develop ordinances while the state has statutes and administrative rules. Other jurisdictions' laws and regulations may affect the issues that Dunn County faces and the courses of action that are available.



The county's ordinances are important because they play a key role in helping to implement this plan. How county ordinances relate to those of neighboring communities and to the laws of other jurisdictions could influence whether or not this plan is implemented.

Keep in mind that developing and administering ordinances can be expensive. The county expends time and resources drafting code language, answering questions, issuing permits, and investigating and enforcing violations. It also requires office space and equipment, some of which may need to be specialized such as survey and mapping equipment. It can be thought of as a service to the community as a whole. As with other services, cooperation can help the county administer its ordinances more cost effectively.

- Local land use authority in the county is often overlapping in nature with other jurisdictions.

This section of the Intergovernmental element focuses on three major regulations:

- General zoning ordinances
- Land division ordinances
- Official mapping.

These are the ordinances whose application overlaps (or is reciprocally shared) to the greatest degree with other jurisdictions. They are also ordinances required by the Comprehensive Planning Law to be consistent with the county's plan by 2010.

## **Zoning**

Zoning is a regulatory mechanism that indicates how a parcel of land may be used. For example, zoning may indicate that land is used for residential, agricultural, commercial, forestry, conservation, or other specified purposes. A zoning ordinance includes text that describes the land uses permitted within various zoning districts and a map that shows the application of these districts to the community. Zoning can apply to incorporated areas (cities and villages) and unincorporated area (towns).

City and village zoning authority can extend beyond their boundaries into unincorporated lands. These are extraterritorial zoning jurisdiction areas. The city of Menomonie is a third class city and can extend its jurisdiction 3 miles beyond its corporate limits. Currently the city of Menomonie has chosen to limit its authority to 1 ½ miles. All of the villages in the county are fourth class and can extend their jurisdiction 1½ miles beyond their respective corporate limits.

Zoning is frequently confused with planning. Zoning is actually a tool, among many different tools, used to implement a plan. A zoning code is limited to describing the uses that will be permitted for various districts, while a plan is much broader and expresses community goals, objectives, and visions. The plan is what guides a zoning code. Authority for zoning is found in the Wisconsin Statutes at:

- \_ Chapter 62 (Cities)
- \_ Chapter 61 (Villages)
- \_ Chapter 60 (Towns)
- \_ Chapter 59 (Counties)

For more information about zoning in Wisconsin, see Community Guide to Planning (1998), by UW-Extension. The guide is available at: (608) 266-2098 or [www.wisc.edu/urpl/people/ohm/index.html](http://www.wisc.edu/urpl/people/ohm/index.html)

## **Land Division Ordinances**

Land division ordinances (also known as subdivision regulations) regulate the division of larger tracts of land into smaller parcels for development and conveyance. They generally seek to accomplish two main goals:

- Set forth technical survey and mapping requirements so that lots within a platted subdivision can be conveyed by a lot number instead of by cumbersome metes and bounds descriptions.

- Set forth layout and improvement requirements that articulate public policy and planning concerns related to development that usually accompanies land division.

A typical land division ordinance might provide for the following:

- Size of parcels, depending on their intended type and use.
- Location of open space.
- Street widths and improvement standards.
- Required public dedications or easements for such things as sidewalks, neighborhood parks, utilities, street lighting, environmental trails, protection of environmentally sensitive areas, and stormwater management facilities.

Cities, villages, towns, counties, and the state all have authority over land divisions. This means that like zoning, multiple jurisdictions may be involved. However, unlike zoning, the ordinances, rules, and statutes of multiple jurisdictions apply simultaneously to a parcel of land. For example, land located in an extraterritorial area could be subject to requirements from the city or village, town, county, and state. The most restrictive requirements will control. The simultaneous nature of land division authority means that cooperation is critical if ordinances are to work effectively.

## **Official Maps**

An Official Map is a map showing a jurisdiction's public facilities - both existing and proposed. Official maps can show streets, highways, historic districts, parks, parkways, playgrounds, railroad rights-of-way, waterways, and public transit facilities.

The purpose of an official map is to protect a community's investment in public facilities by identifying and reserving land for public purposes. An official map ensures that no improvements will be made to land designated for future public use that might add to future costs. Official maps can be used to implement the recommendations of comprehensive plans, and plans for stormwater management, transit, streets and highways, parks and open space, drainage ways, flood lands, wetlands, and historic areas.

Cities, villages, and towns may adopt official maps. Counties and the Wisconsin Department of Transportation (WisDOT) may adopt modified official maps that identify transportation facilities. As with land division ordinances, the official maps of multiple jurisdictions may potentially apply to an area. For example, the city of Menomonie, Dunn County, the Towns of Dunn, Red Cedar and Menomonie and the Wisconsin Department of Transportation are working on two alternate routes around the city of Menomonie. If this map is adopted, enforcement may become a shared responsibility of any or all of these players. This overlapping authority means that cooperation with jurisdictions is critical if this proposed Official Mapped public improvement proposed is to be implemented.

Official maps are sometimes confused with other maps used by municipalities, such as zoning maps, land use maps, maps from street and highway system plans, and others. While these maps may be designated as 'official', they lack the legal significance of an official map. An official map is required to be much more accurate in detail and scale and involves notice, adoption, and amendment procedures that are set forth in §62.23(6), Wis.Stats.

## **Cooperation and Boundaries**

To some, the idea of municipal boundaries may seem provincial, even irrelevant. In today's world, business has become global, 'cyber' transactions occur instantaneously, and our daily travel can take us well beyond our home communities. However, boundaries still matter. They continue to affect our lives, impacting land uses and development, services, taxation, political accountability, revenue, transportation, agricultural systems, natural resources, and economic opportunity. Boundaries may be the most challenging of all intergovernmental issues.

Boundary changes occur as a result of several legal mechanisms. The most common are; annexation and incorporation. Annexation is the process of transferring parcels of land from unincorporated areas to adjacent cities or villages. It involves at least one landowner, a town, a city or village, and, counties with 50,000 or more persons. Dunn County will be approaching the Municipal Boundary Review threshold over the course of the next 20 years.

Incorporation is the process of creating a new village or city from unincorporated territory. Currently in the county there are 8 incorporated jurisdictions. Incorporation is important to keep in mind since there are several unincorporated villages, which may someday benefit by incorporating.

## **Annexation**

Annexation in Wisconsin is a landowner driven process. A landowner may petition a city or village to annex a parcel of land because they desire a higher level of service than what is provided by the town, or for other reasons. Cities and villages may only react to annexation petitions. They cannot initiate them.

Towns and counties have even less of a statutory role. Because communities can only react to them, annexations can make planning difficult. This is problematic because the places where annexation occurs, at the periphery of cities and villages, is where planning is often most important. Although at first blush they may not seem like it, annexations can function as “gateways” to good things. They can be a lead to a boundary agreement, a revenue sharing agreement, an extraterritorial agreement, or any number of positive outcomes.

Authority for annexation is found in §§66.0217-66.0223, Wis. Stats. For more information,

### **Contact Information**

Municipal Boundary Review (MBR). MBR reviews annexations in counties with populations of 50,000 or more and issues advisory opinions about whether or not the annexation conforms to statutory requirements. Contact MBR at: (608) 266-0683 or [www.doa.state.wi.us/olis](http://www.doa.state.wi.us/olis)  
UW-Extension Local Government Center  
See the Center’s Annexation Fact Sheet (1995)  
(608) 262-9960 or [www.uwex.edu/lgc](http://www.uwex.edu/lgc)

### **Contact League of Wisconsin Municipalities**

See the League’s Annexation of Territory to Wisconsin’s Cities and Villages (1998)  
(608) 267-2380 or [www.lwm-info.org](http://www.lwm-info.org)

### **Contact Wisconsin Town’s Association**

(715) 526-3157 or [www.wisctowns.com](http://www.wisctowns.com)

## **Incorporation**

Like annexation, incorporation is driven by landowners and residents in the unincorporated territory, rather than by the town or county, although a town will sometimes support or initiate an incorporation petition. There are three major parts to incorporation proceedings:

- Circuit court review of the incorporation petition to ensure that certain minimum population and area standards are met.
- Municipal Boundary Review
- A referendum vote of area residents

Area residents incorporate for a number of different reasons, including:

- Improved services that a town and county don’t provide.
- Better protection for a particular natural resource.
- To undertake a certain public project.

- The desire to “lock in” their boundaries so that other landowners in their community cannot petition adjacent cities and villages for annexation (incorporating an area has the effect of permanently fixing boundaries because only unincorporated areas can be annexed).

Because incorporation petitions are sometimes pursued in response to fears of annexation, there are opportunities and benefits to be gained by addressing boundary-altering mechanisms through intergovernmental agreements.

### ***Intergovernmental Agreements.***

Intergovernmental agreements provide an alternative to the traditional mechanisms for altering boundaries. While annexation and incorporation tend to pit jurisdictions against one another, intergovernmental agreements provide points of agreement, and solutions that can benefit everyone. While none exist in the County Intergovernmental Agreements can enable communities to be proactive with issues rather than reactive.

## **Intergovernmental Relationships**

See Policy Statement in the Utilities and Community Facilities Element.

## **Existing Conflicts**

Currently there are no Land Use conflicts between the County and other jurisdictions.

## **Potential Conflicts**

Dunn County is a large and growing county with thirty other units of government the potential for Land Use conflict is real. Even more reason to look towards implementing goals that foster intergovernmental cooperation.

## **Dispute Resolution**

As the county addresses land use issues, it may find different visions and ideas than those of neighboring jurisdictions. While conflicting viewpoints are often considered destructive, they can also have a positive side because responding to conflict in a rational and courteous manner can increase communication, provide an opportunity for learning, and broaden perspectives and solutions.

The County’s process to resolve conflicts is tied to open communication and willingness of elected officials to maintain clear and responsive channels of communications in matters of conflict. The Dunn County Environmental Services Department and the Planning, Resources and Development Committee are committed to proactively working with local jurisdictions to insure effective cooperation between all government units.

## **Goals, Objectives and Policies**

**Goal: Achieve Consistency between other jurisdictional plans.**

**County.**

**Objectives/Policies:**

- Work with units of government to clarify policies and ordinances.
- Amend or revise the County Zoning and Subdivision ordinances.
- Share the County’s Comprehensive Plan with community school districts and libraries.

**Local Jurisdictions.**

- Help to establish mutually beneficial intergovernmental relations.
- Assist to educate local jurisdictions about extraterritorial rights.
- Help establish intergovernmental land use policies within the extraterritorial jurisdiction areas.

- Define and monitor growth areas.
- Facilitate intergovernmental agreements.

#### **Transportation Facilities.**

- Encourage local jurisdictions to meet on transportation related issues.
- Develop educational materials about WisDOT design standards.
- Develop a comprehensive bike/pedestrian pathway system.
- Educate surrounding jurisdictions on the benefits of sharing equipment, VendorNet <http://vendornet.state.wi.us/vendornet> is Wisconsin's electronic purchasing system. It provides a purchasing forum for governmental units. For more information contact Wisconsin Association of Public Purchasers (WAPP), [www.wapp.org](http://www.wapp.org).

#### **Transit.**

- Conduct a feasibility study of a regional transit system to the County.

#### **Goal: Create multi jurisdictional planning areas.**

#### **Objectives/Policies:**

#### **Solid Waste and Recycling.**

- Promote a countywide program.
- Expand recycling services to be more comprehensive.

#### **Protect the Aquifer.**

- Encourage incorporated and unincorporated jurisdictions with a sanitary sewer system to promote the use of their sanitary service areas to surrounding jurisdictions.
- Promote denser development in these areas.
- Facilitate cooperative agreements.

#### **Stormwater Management.**

- Develop storm water review, standards.
- Work cooperatively with the DNR.
- Develop process to eliminate duplicate review efforts.
- Create or amend County policies, standards, and/or ordinances.

#### **Environmental Corridors.**

- Adopt a Dunn County definition of "Environmental Corridor".
- Map "Environmental Corridors".
- Incorporate "Environmental Corridors", into the Riverway Corridor Plan.

#### **Farmland Preservation.**

- Revise the County Farmland Preservation Plan.

#### **Wellhead Protection.**

- Facilitate the creation of Intergovernmental land use policies within the wellhead protection areas.
- Assist mapping wellhead protection areas.
- Facilitate intergovernmental agreements.

#### **Groundwater and Recharge Protection.**

- Facilitate the development of intergovernmental land use policies within the sensitive groundwater recharge areas.
- Facilitate the development of intergovernmental agreements.
- Amend county ordinances.

#### **Emergency Services.**

- Maintain a standardized address / 911 systems.

#### **Ideas and Values.**

- Participate in joint planning forums.
- Create a library of planning materials.

- Develop an electronic library of the Comprehensive Plans.
- Post materials on the Dunn County Web site.

**Goal: Develop consistency regarding the vision for Dunn County.**

**Objectives/Policies:**

**Dunn County Vision**-The County's vision statement reflects the County's desire to lead while respecting the needs and desires of the entire county.

- Compare and align local visions and the Dunn County Community Vision with the County's vision **"GUIDING CHANGE TO MEET LOCAL COMMUNITY VISION"**

## **UTILITIES AND COMMUNITY FACILITIES**

### **Introduction**

Residents of Dunn County utilize community services and facilities to support their lifestyle. Concerns about safety, health, mobility, education, and recreation are met, for the most part locally or through County services and infrastructure.

Community facilities cover a wide range of services but generally fit into one of the following categories; health and safety, education, and political. This element examines the services that allow residents to enjoy the quality of life, which make Dunn County attractive to businesses, and residents.

### **Basic Objectives**

The intent of this element is to provide information on the facilities and services currently available in and around the County. This information will help to determine whether additional facilities and services are needed to maintain the quality of life communities in the County desires. The structure and content of this element is based on the following:

- Identify and describe the range of community services currently provided in Dunn County.
- Identify the capacity of community services currently provided.
- Identify what public facilities need to be expanded.

## **Inventory of Facilities**

### **Water Facilities**

Dunn County does not provide municipal water service. For the most part residents water needs are met through privately owned wells. However, two sanitary districts exist which provide domestic water to residents in these districts. The unincorporated Village of Rusk is served by the City of Menomonie, the unincorporated Village of Downsville is served by the Downsville Sanitary District.

### **Wastewater Facilities**

The County does not provide sanitary sewer service. For the most part rural wastewater needs are met through privately owned septic systems. However, three sanitary districts exist which provide domestic wastewater service to residents in these districts. Birch Terrace, a mobile home park south of the City of Menomonie is served the City of Menomonie, the Downsville Sanitary District serves the unincorporated Village of Downsville, and the Sand Creek Sanitary District serves the unincorporated Village of Sand Creek.

The Wisconsin Department of Commerce regulates the siting, design, installation, and inspection of most private on-site sewage systems in the state. In 2000, the state adopted a revised private sewage system code, COMM 83. This revised code allows conventional on-site systems and alternative systems, such as those that employ biological or chemical treatment. There are six types of on-site disposal system designs authorized for use today: conventional (underground), mound, pressure distribution, at-grade, holding tank, and sand filter systems. In some cases, alternative waste disposal systems can be used in areas where conventional systems are not feasible due to unsuitable soil conditions. In Dunn County, the Zoning Division administers the county's private sewage system ordinance. County ordinance requires owners of all septic systems to have the systems inspected and, if necessary, pumped every three years. Information about the county's ordinance can be obtained by contacting the Dunn County Zoning Office 715-231-6520 or through the Dunn County Website at [www.co.dunn.wi.us](http://www.co.dunn.wi.us).

### **Storm Water Management Facilities**

The Dunn County and the Wisconsin Department of Natural Resources (DNR) regulate storm water and erosion control. Dunn County regulates storm water through its Comprehensive Zoning Ordinance and the Wisconsin DNR requires an erosion control plan and permit for all projects that disturb one or more acres of land. These storm water management requirements and practices apply to new development throughout the county. Dunn County Environmental Services Department which houses the Zoning and Land Conservation Divisions offers programs and technical assistance regarding these issues. Information can be obtained by contacting the Dunn County Environmental Services Department 715-231-6531 or through the Dunn County Website at [www.co.dunn.wi.us](http://www.co.dunn.wi.us).

### **Solid Waste Disposal/Recycling**

Solid waste disposal sites, or landfills, are potential sources of groundwater pollution in Dunn County. To protect drinking water quality, WisDNR requires a separation of 1,200 feet (a little less than ¼ mile) between open or closed landfills and new private water supply wells. In 1985, the County had 21 Solid waste sites (dumps) and 1 construction demolition landfill operational landfill sites. With the passage of stringent federal regulations in the late 1980s, town landfills closed.

Dunn County Solid Waste/Recycling program. Dunn County operates one Transfer Station, located in the Town of Menomonie and seven satellite collection sites throughout the county. Each site also serves as recycling centers. Solid waste from participating units of government is collected and taken to the Transfer Station where it is currently being shipped to the 7 Mile Creek Landfill in Eau Claire County. Recyclables are taken from each site to the Transfer Station where they are

processed and shipped to private buyers. Information can be obtained by contacting the Dunn County Solid Waste Division 715-232-4017 or through the Dunn County Website at [www.co.dunn.wi.us](http://www.co.dunn.wi.us).

## **Recreation Facilities**

Numerous outdoor recreation activities are available in the area. These include hunting, fishing, hiking, golf, cross country skiing, and snowmobiling. A complete listing of parks and recreation facilities is in the Dunn County Outdoor Recreation Plan. The county's Outdoor Recreation Plan is on a 5-year update schedule and as such is open for review and changes in 2008. Information can be obtained by contacting the Dunn County Planning Division 715-231-6547 or through the Dunn County Website at [www.co.dunn.wi.us](http://www.co.dunn.wi.us).

## **Library Services**

The Dunn County Community Resources and Tourism Committee is charged with maintaining the county's library system. The Committee uses the Dunn County Library Services Plan as a tool regarding Library issues. The plan is reviewed on a three year timeline and was recently amended in 2007. The Library Services Plan contains detailed information about the county's library system. In general there are four public libraries in Dunn County; Boyceville, Colfax, Menomonie, and Sand Creek. Dunn County is a member of Indianhead Federated Library System (IFLS) a multi-county system that provides library services to all residents within the system. The service includes full access to public libraries participating in the system as well as books by mail and a bookmobile. As members of IFLS the four libraries have access to library consultants who provide information services such as reference, interlibrary loan service, and support for children's services and services for special needs. All four libraries are governed by municipal boards that meet monthly and are appointed by their municipality. Information can be obtained through the Dunn County Website at [www.co.dunn.wi.us](http://www.co.dunn.wi.us).

## **Police Protection**

The Dunn County Sheriff's Department provides public safety services to the Township as part of their overall protection responsibility for the county. These services include 24-hour law enforcement, process service, court security, and jail facilities.

## **Fire Protection and Emergency Medical Service (EMT)**

There is no County owned/operated fire protection system. Fire protection is provided by volunteer and municipal fire departments, and through Mutual Aid Agreements. Fire Departments are located in the City of Menomonie, the Villages of Boyceville, Colfax, Elk Mound, Elmwood (Pierce County) and in the unincorporated Villages of Rock Creek and Sand Creek. Facility expansions or changes are the responsibility of the community housing the service.

There is no County owned/operated Emergency Medical Service (EMS) or Ambulance service. Ambulance and EMS service is provided to county residents through local agreements. Ambulance and/or EMS services are located in the City of Menomonie, the Villages of Colfax and Boyceville and in the unincorporated Villages of Rock Creek and Sand Creek. Facility expansions or changes are the responsibility of the community housing the service.

## **Buildings and Equipment**

Dunn County owns operates and maintains a variety of buildings and equipment. Buildings and equipment are the responsibility of the Facilities, Highway, and/or Health Care Departments. Expansion/consolidation of county services has and probably always will influence decisions



regarding government facilities. November 2007 Dunn County conducted a Space Needs Study. The general findings are that, most County Departments are or will be in need of additional space. The county's buildings are in excellent condition and are energy efficient. By not having a centralized County Campus there are inefficiencies such as staff travel time to various locations and possible duplication of staffing. The report details options, which range from remodeling/relocating Departments to building one or more new facilities. The Dunn County Facilities Committee is currently analyzing the Space Needs Study and is collecting additional data as the Committee works towards recommendations. Since recommendations and decisions about future space needs will not be in place prior to adoption of this plan, specific goals cannot be determined. However, this section of the plan recommends that when the future of the county's space needs has been determined that this plan be amended to reflect such decisions. Information about county facilities can be obtained by contacting the Dunn County Facilities Department 715-232-1581 or through the Dunn County website at [www.co.dunn.wi.us](http://www.co.dunn.wi.us).

## Goals

The following table references those goals, which pertain to a specific county facility. Not all of the inventoried facilities fall under county jurisdiction. Therefore, a "Dunn County" goal may not apply to each facility. However, the County recognizes there are impacts regarding facilities outside of county jurisdiction and that communication/cooperation may be in everyone's best interest therefore, a general "Policy Statement", about cooperation is included as part of this element.

| <b>Utility/Community Facility</b>   | <b>Goal</b>                                 | <b>Comment</b>  |
|-------------------------------------|---|---|
| Sanitary Sewer Service              | None  | None  |
| Storm Water Management              | Create multi jurisdictional planning areas. | This goal is in the Intergovernmental Cooperation Element.  |
| Water Supply                        | Create multi jurisdictional planning areas. | This goal is in the Intergovernmental Cooperation Element.  |
| Solid Waste Disposal                | Create multi jurisdictional planning areas. | This goal is in the Intergovernmental Cooperation Element.. |
| On-Site Waste water Treatment Tech. | None  | None  |
| Recycling Facilities                | Create multi jurisdictional planning areas. | This goal is in the Intergovernmental Cooperation Element.  |
| Parks                               | None  | None  |

|                                   |   |  |
|-----------------------------------|---|--|
| Telecom. Facilities               | None  | Not under County jurisdiction                              |
| Power Plants & Transmission Lines | None  | Under a different jurisdiction                             |
| Cemeteries                        | None  | Not under County jurisdiction                              |
| Health Care Facilities            | None  | None   |
| Child Care Facilities             | None  | Not under County jurisdiction                              |
| Police                            | Create multi jurisdictional planning areas. | This goal is in the Intergovernmental Cooperation Element. |
| Fire                              | Create multi jurisdictional planning areas. | This goal is in the Intergovernmental Cooperation Element. |
| Rescue                            | Create multi jurisdictional planning areas. | This goal is in the Intergovernmental Cooperation Element. |
| Libraries                         | Create a library of planning materials.     | This goal is in the Intergovernmental Cooperation Element  |
| Schools                           | Create multi jurisdictional planning areas. | This goal is in the Intergovernmental Cooperation Element  |
| Other Governmental Facilities     | None  | None   |

## Objectives

The following table references those objectives, which pertain to a specific Dunn County facility. However, the County recognizes there are impacts regarding all of these facilities and that communication/cooperation may be in everyone's best interest therefore, a general "Policy Statement", about cooperation is included as part of this element.

| <b>Utility/Community Facility</b> | <b>Objective</b>  | <b>Comment</b>  |
|-----------------------------------|---|---|
| Sanitary Sewer Service            | None  | None  |
| Storm Water Management            | <p>Work with the state and surrounding jurisdictions to improve storm water management in the county.</p> <p>Short term timeline 2010-2015 formalize these efforts by setting or amending County policies, standards, and/or ordinances regarding stormwater.</p> | <p>This is under the create multi-jurisdictional planning areas goal, in the Intergovernmental Cooperation Element</p> <p>This is under the create multi-jurisdictional planning areas goal, in the Intergovernmental Cooperation Element</p> |
| Water Supply                      | Incorporated and unincorporated jurisdictions with a sanitary sewer system will be encouraged to promote  | This is under the create multi-jurisdictional planning areas goal, in the Intergovernmental   |

|                                     |   |   |
|-------------------------------------|---|---|
|                                     | <p>the use of their sanitary service areas to surrounding jurisdictions.</p> <p>Promote denser development in these areas.</p>  | <p>Cooperation Element</p> <p>This is under the create multi-jurisdictional planning areas goal, in the Intergovernmental Cooperation Element</p> |
| Solid Waste Disposal                | Utilize/coordinate existing County Committee structure and resources to assess the feasibility of consolidating services into an all county wide solid waste and recycling program.   | This is under the create multi-jurisdictional planning areas goal, in the Intergovernmental Cooperation Element                                   |
| On-Site Waste water Treatment Tech. | None  | Under a different jurisdiction  |
| Recycling Facilities                | <p>Expand recycling services to be more comprehensive.</p> <p>Develop a recycling program that deals with more of the common household items such as fluorescents, latex paint, pharmaceuticals, and general household chemicals.</p> | This is under the create multi-jurisdictional planning areas goal, in the Intergovernmental Cooperation Element                                   |
| Parks                               | None  | None  |
| Telecom. Facilities                 | None  | Not under County jurisdiction   |
| Power Plants & Transmission Lines   | None  | Not under County jurisdiction   |
| Cemeteries                          | None  | Not under County jurisdiction   |
| Health Care Facilities              | None  | None  |
| Child Care Facilities               | None  | Not under County jurisdiction   |
| Police                              | Utilize/coordinate existing County Committee structure and resources to analyze the assets and liabilities of consolidating these types of services.  | This is under the create multi-jurisdictional planning areas goal, in the Intergovernmental Cooperation Element                                   |
| Fire                                | Utilize/coordinate existing County Committee structure and resources to analyze the assets and liabilities of consolidating these types of services.  | This is under the create multi-jurisdictional planning areas goal, in the Intergovernmental Cooperation Element                                   |
| Rescue                              | Utilize/coordinate existing County Committee structure and resources to analyze the assets and liabilities of consolidating these types of services.  | This is under the create multi-jurisdictional planning areas goal, in the Intergovernmental Cooperation Element                                   |
| Libraries                           | In the short term timeline, provide the Libraries in the County with access to electronic and hard copy of planning   | This is under create a library of planning materials goal, in the Intergovernmental   |

|                               |  |  |
|-------------------------------|--|--|
|                               | information.   | Cooperation Element  |
| Schools                       | Continue to participate in joint planning forums.<br><br>Cooperate with the joint planning committee; includes County, City Village, Town, and School representatives. | This is under the create multi-jurisdictional planning areas goal, in the Intergovernmental Cooperation Element<br><br>This is under the create multi-jurisdictional planning areas goal, in the Intergovernmental Cooperation Element |
| Other Governmental Facilities | None   | None   |

## Policy

Dunn County does not have specific policies regarding every utility or community facility in the county. However, the County does have an unwritten policy to cooperate to the greatest extent practical in so far that such cooperation does not have a substantial negative fiscal impact and so long as the cooperative effort does not stress county resources to the point that daily operations are compromised.

The following table references only County policies, which pertain to a specific utility or facility. Not all of the inventoried utilities or facilities fall under county jurisdiction.

| Utility/Community Facility          | Policy   | Comment                            |
|-------------------------------------|--|------------------------------------|
| Sanitary Sewer Service              | None   |                                    |
| Storm Water Management              | None   |                                    |
| Water Supply                        | None   |                                    |
| Solid Waste Disposal                | The Solid Waste Division will continue to recycle all non-Freon appliances at no charge. |                                    |
| On-Site Waste water Treatment Tech. | None   | See policy (above) in this Element |
| Recycling Facilities                | See Solid Waste  |                                    |
| Parks                               | None   | None                               |
| Telecom. Facilities                 | None   | See policy (above) in this         |

|                                   |      |                                    |
|-----------------------------------|------|------------------------------------|
|                                   |      | Element                            |
| Power Plants & Transmission Lines | None | See policy (above) in this Element |
| Cemeteries                        | None | See policy (above) in this Element |
| Health Care Facilities            | None | None                               |
| Child Care Facilities             | None | See policy (above) in this Element |
| Police                            | None | None                               |
| Fire                              | None | See policy (above) in this Element |
| Rescue                            | None | See policy (above) in this Element |
| Libraries                         | None | None                               |
| Schools                           | None | See policy (above) in this Element |
| Other Governmental Facilities     | None | None                               |

## Programs

The following table references only County programs, which pertain to a specific facility. Not all of the inventoried facilities fall under county jurisdiction.

| <b>Utility/Community Facility</b>   | <b>Program</b>                      | <b>Comment</b>  |
|-------------------------------------|-------------------------------------|---|
| Sanitary Sewer Service              | Dunn County Comprehensive Ordinance | Dunn County through the Wisconsin Administrative Code Chapter 145 issues sanitary permits and enforces the State Statutes regarding Sewage System Construction.   |
| Storm Water Management              | Dunn County Comprehensive Ordinance | The County's Ordinance regarding Storm Water Drainage does not have specific design/review standards. The county relies on the state to provide and enforce these types of standards. The county does cooperate with the DNR by reviewing and commenting to DNR regarding storm water issues. |
| Water Supply                        | None                                |   |
| Solid Waste Disposal                | Medication Collection Program.      | This program is scheduled to start in 2008  |
| On-Site Waste water Treatment Tech. | None                                | Under private jurisdiction  |
| Recycling Facilities                | Dunn County Solid Waste and         |   |

|                                   |                                  |                            |
|-----------------------------------|----------------------------------|----------------------------|
|                                   | Recycling                        |                            |
| Parks                             | Outdoor Recreation Plan          |                            |
| Telecom. Facilities               | None                             | Under private jurisdiction |
| Power Plants & Transmission Lines | None                             | Under private jurisdiction |
| Cemeteries                        | None                             | Under private jurisdiction |
| Health Care Facilities            | Dunn County Health Care          |                            |
| Child Care Facilities             | None                             | Under private jurisdiction |
| Police                            | Dunn County Sheriff Department   |                            |
| Fire                              | None                             | Under private jurisdiction |
| Rescue                            | None                             | Under private jurisdiction |
| Libraries                         | Dunn County Library Service Plan |                            |
| Schools                           | None                             | Under private jurisdiction |
| Other Governmental Facilities     |                                  |                            |

## Future Needs

The following table represents an inventory of facilities in the county. Most of the inventoried facilities fall under another jurisdiction. The listings included are for reference and/or to meet the requirements of Chapter 66.1001. The following table references only County facilities, which are expected to be reconstructed or expanded within the 20-year planning horizon.

| Utility/Community Facility | Expansion / Rehabilitation   | Timeline   |
|----------------------------|--|--|
| Sanitary Sewer Service     | N/A  | The County enforces “private systems” additional private systems are expected but there is not a “County system” that will be constructed or expanded. |
| Storm Water Management     |  | Under a different jurisdiction   |
| Water Supply               | N/A  | The County enforces “private systems” additional private systems are expected but there is not a “County system” that will be constructed or expanded. |
| Solid Waste Disposal       | Develop a Solid Waste Pandemic plan. Prepare a vision for the Solid Waste Division’s Area Collection Stations. |  |

|                                     |  |   |
|-------------------------------------|--|---|
|                                     | Study Storage and space needs at the Transfer Station.     |   |
| On-Site Waste water Treatment Tech. | N/A  | The only on-site treatments are associated with private sanitary systems. There are no "County systems" to construct or expand. |
| Recycling Facilities                | See Solid Waste  | N/A   |
| Parks                               | Rewrite/ amend the Dunn County Outdoor Recreation Plan     |   |
| Telecom. Facilities                 | N/A  | Under private jurisdiction  |
| Power Plants & Transmission Lines   | N/A  | Under private jurisdiction  |
| Cemeteries                          | N/A  | Under private jurisdiction  |
| Health Care Facilities              | N/A  |   |
| Child Care Facilities               | N/A  | Under private jurisdiction  |
| Fire                                | N/A  | Under a different jurisdiction  |
| Rescue                              | N/A  | Under a different jurisdiction  |
| Libraries                           | Update/amend the Dunn County Plan of Library Services Plan | Next update scheduled for 2010  |
| Schools                             | N/A  | Under private jurisdiction  |
| Other Governmental Facilities       | N/A  |   |

## **TRANSPORTATION**

The county's transportation system has a significant influence on the growth and development patterns of Dunn County. The highway network plays an important role in the movement of people and goods and by necessity receives a substantial share of public investment in its maintenance and operational budget. The current level of funding attests to the importance of the highway system as it relates to the local and regional economy. Portions of Dunn County are transitioning from rural to urban and suburban and the relationship of transportation in this development pattern is significant. Historically there has been a cycle of "transportation improvements promoting development, requiring more transportation improvements, promoting more development", which has to reach a balance point in order for both to operate cost effectively. As Dunn County continues to grow, managing growth will undoubtedly require use of best management practices for both public transportation systems and the developments served by those systems.

### **Transportation Systems**

#### **Highways - Road Classifications**

##### **Principle Arterials**

Serve intra-urban trips and/or carry high traffic volumes (interstates and freeways). Interstate 94 runs east west through the county providing connections to large other transportation systems cities in Wisconsin such as Eau Claire and Madison but also to cities and transportation systems out of state.

### **Minor Arterials**

Serve cities, large communities and other large traffic generators. The State Highway system could be defined as such, but their function in Dunn County is generally of a major collector function. There are sections of State Trunk Highway (STH) 12, 25, 29, 64, 85, and 170 in Dunn County that can be classified as minor arterial roads.

### **Major Collectors**

Provide services to moderate sized communities and links them to nearby population centers and higher function routes. STH 12, 25, 40, and 79 run through the county, connecting it with areas such as the City of Menomonie, Village of Boyceville, Village of Colfax, Village of Elk Mound, Village of Ridgeland, Village of Wheeler, and Village of Downing as well as connecting to higher functioning roads such as Interstate 94.

### **Minor Collectors**

Collect traffic from local roads and provide links to all smaller communities, locally important traffic generators, and higher function roads. Minor collectors in the township are the county road system. These roads connect either to other county roads, state roads or local roads to serve all destinations within the town and allow access to higher function roads throughout the county.

### **Local Roads**

All roads not classified as arterial or collector are locally functioning roads.

## **Existing Transportation Facilities**

### **Air Transportation**

Two light aircraft airports are nearby, Menomonie and Boyceville. The Chippewa Valley Airport is located on the north side of Eau Claire, just off USH 53. The major airport in the region is the Minneapolis/St. Paul International Airport, which is located approximately 70 miles from Menomonie.

### **Rail Transportation**

Two rail lines, Union Pacific Railroad (UP) and the Canadian National Railway Company (CN), cross the county running East and West. The UP runs through Elk Mound and Colfax, while the CN goes through Colfax, Wheeler, and Boyceville. Currently these two lines are freight hauling and do not provide any passenger train service to the County.

### **Bicycle/Walking Trails**

The Red Cedar State Trail begins at the Menomonie Depot where STH 29 crosses the Red Cedar River. The trail runs near the Red Cedar River for about 14 1/2 miles, and connects to the Chippewa River State Trail. The City of Menomonie has an intercity bike system which connects to the Red Cedar Trail and there are a variety of semi public trails which accommodate walking, bicycling, and cross country skiing throughout the county. A complete listing of facilities in the county can be found in the Dunn County Outdoor Recreation Plan as well as in recreation portion of the Facilities and Community Facilities element.

### **Special Transit Facilities**

Disabled Elderly Transportation (DET) "is a private non-profit organization. DET's specialized service is available to elderly and disabled individuals throughout Dunn County who require



transportation." DET coordinates volunteer drivers with passengers in rural areas. All requests for volunteer drivers require a 48-hour advance notice and appropriate authorization. Information on DET can be obtained through the Dunn County Office on Aging.

## **Freight Transportation**

Despite having good access to rail links, freight movement in the region is dominated by trucking. As fuel costs continue to rise, there will almost definitely be a push to find the most economical and efficient mode for transporting goods. This may increase the use of the rail system or using aircraft to transport freight. The closest trucking companies are located in Eau Claire, Menomonie, Knapp, and the Twin Cities. The Union Pacific and Canadian National currently serve the county with rail service.

## **Water Transportation**

There are no water transportation facilities in Dunn County. The nearest facilities exist to the west along the Mississippi River, with the closest being the Nelson and Alma areas.

## **Transportation Plans**

### **Translinks 21**

Translinks 21 is a Department of Transportation program that provides policy level guidance for the preparation of individual plans for highways, airports, railroads, bikeways, and transit systems. Of particular importance are the Country Roads Program "to maintain less-traveled state highways and provide habitat and landscape improvements to enhance the scenic, historic, and other attractions surrounding the highway" and the Local Road Improvement Program "to help local communities pay for needed improvements on local routes."

### **Wisconsin State Highway Plan-2020**

The State Highway Plan 2020 sets forth investment needs and priorities for the state's trunk highways. Backbone and collector routes have been identified in this plan.

### **Midwest Regional Rail System**

The Midwest Regional Rail System is a plan to improve the rail network in the Midwest. Passenger service could become available between Eau Claire and Minneapolis/St. Paul in the future.

### **Wisconsin Bicycle Transportation Plan-2020**

The Wisconsin State Bicycle Transportation Plan - 2020 promotes bicycling between communities throughout Wisconsin.

### **State Recreational Trails Network Plan**

The State Trails Network Plan (DNR) encourages communities to develop additional trails linking to the statewide trail system. Planners could work with the DNR and the DOT's Bicycle Transportation Plan to establish such trails.

### **Wisconsin State Airport System Plan-2020**

The Wisconsin State Airport System Plan - 2020 seeks to preserve and improve the 100 public use airports that are part of the system.

## Comparisons

In comparing Dunn County's transportation goals, objectives and policies to those of WIS DOT and against other regional transportation plans indicates there are not inconsistencies in these jurisdictional plans regarding general direction, schedules and goals. Dunn County's highway system along with those in the region are well-developed and maintained, and serves automobile users particularly well, though traffic volumes are increasing over much of Dunn County. In Dunn County and in the region the availability of other modes of transportation such as transit, bicycle, and pedestrian facilities may not be meeting needs as more people use these modes out of necessity, environmental concerns, convenience, or for health reasons. Key to the future of transportation in and around Dunn County over the next several decades are increasing commuter traffic, aging of the population, the rising cost of operating a vehicle, and changing technology.

## Goals, Objectives and Policies

**Goal:** Continue to collect, analyze, and monitor data from the County Trunk Highway System.

**Objectives/Policies:**

- Purchase traffic counting devices.

**Goal:** Promote a unified "standard" for local jurisdictional road projects.

**Objectives/Policies:**

- Develop educational materials about WisDOT design standards.

**Goal:** Improve the Awareness, Safety, and Condition of Railroad Crossings

**Objectives/Policies:**

- Inventory all crossings
- Analyze and compare results with the Office of the Commissioner of Railroads (OCR) and Federal Railroad Administration (FRA) standards.
- Develop an education program
- Strengthen/improve communication between the public, OCR, Union Pacific Railroad, Canadian National Railway Company, FRA and Dunn County.

**Goal:** Promote and Support Efficient Transportation Systems

**Objectives/Policies:**

- Provide additional choices and/or uses within County Right Of Ways.
- Integrate pedestrians and bicycles into the county road system as much as possible.
- Apply for enhancement grant money.
- Research areas to locate additional Park and Ride lots including bicycles.
- Coordinate with WisDOT regarding grant money.
- Develop an education about the benefits and location of Park and Ride facilities.
- Participate in local, regional and state wide mass transit informational/educational programs.

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

### **Agricultural and Natural Resources**

Dunn County is graced with abundant natural resources. These resources are highly valued for their natural beauty, wildlife habitat, the recreational opportunities they provide, and their contribution to the economy of Dunn County. Of particular interest are Environmentally Sensitive Areas (ESAs), which include geographic areas of the landscape encompassing high quality or environmentally important resource features such as lakes, rivers, streams, wetlands, and their associated undeveloped shorelands, floodplains and areas of steep slopes. Environmentally significant resources have been mapped using the following factors: productive farmland, slopes greater than 20%, wetlands (hydric soils), areas that are occasionally and frequently flooded, water quality management areas (within 300 feet of a stream and 1,000 feet from a lake), woodlands greater than 10 acres, and contiguous woodlands greater than 400 acres.

These areas are particularly vulnerable to degradation or destruction from development and other impacts and therefore should be protected from intensive disturbances. The ESA's within Dunn County are grouped and described later in this section by resource.

### **Recent Planning Efforts Related to Natural Resources**

In the last few decades, several plans were prepared and/or adopted by Dunn County specifically to address protection and management of natural resources. These plans may be used as resources to guide local policy and decision making regarding resource management and protection. They include the Dunn County Land and Water Resource Management Plan, Preserving Farmland in Dunn County (Dunn County Farmland Preservation Plan), Sewer Service Area Plan, and Dunn County Erosion Control Plan.

## **Dunn County Land and Water Resource Management Plan (LWRMP)**

In 2000, Dunn County adopted a LWRMP in accordance with Wisconsin Statutes (Wisconsin Act 27, Chapter 92.10). This plan was recently updated in 2006. The primary intent of this plan is to identify a vision for natural resource management in Dunn County and outline strategies to protect the quality and quantity of soil and water resources. Dunn County encompasses portions of 8 watersheds. The County Land Conservation Division (LCD) works with the WDNR to implement the LWRMP. DNR and County staff work with landowners to install “best management practices” (BMPs) to achieve the program objectives.

## **Farmland Preservation**

### **Introduction**

Agriculture is a vital part of Wisconsin’s economy and cultural identity. Agriculture constitutes a multi-billion dollar industry in Wisconsin. Despite its importance, agriculture faces many challenges. Farmland around the country is being lost at an alarming rate, and once it is gone, it is essentially gone forever. As documented in *Farming on the Edge*, published by the American Farmland Trust, it is estimated that one acre of farmland in the United States is lost every minute. In Wisconsin, this translates into the loss of approximately 22,500 acres of productive farmland a year to development. Because of the economic importance of agriculture in Wisconsin and the potential for the continued loss of our agricultural land base, farmland preservation planning is crucial to preserve the remaining agricultural land in the State. Although the County’s farmland preservation efforts may not necessarily restrict the rate of land development, they can help to redirect development towards more appropriate areas, preserve prime farmlands, promote balanced growth, and keep infrastructure costs low, while strengthening local economies and protecting the environment.

This section defines farmland preservation planning activities in Dunn County, past and present, and provides a selection of activities and priorities to preserve farmland. The first, and current, farmland preservation plan was adopted in 1979, and like many farmland preservation plans has become outdated. With the adoption of the Dunn County Comprehensive Land Use Plan in 2009, another step towards updating land use policies and preserving farmland in the County was completed. Another important step occurred June 29, 2009 when the Wisconsin Working Lands Initiative was adopted. The Working Lands Initiative became effective July 1, 2009. One priority of the Working Lands Initiative is for every county in the state to update its farmland preservation plan. Under the new law, the Dunn County farmland preservation plan was scheduled to be updated by December 31, 2011. However, due to unforeseen circumstances the completion date was extended to December 31, 2015.

### **Purpose and Scope**

The purpose for drafting, adopting, and implementing a farmland preservation plan is to gather and document the public’s input, document an appropriate process for mapping areas for preservation, and identify tools to implement a holistic approach to farmland preservation. Upon completion of the initial portions of public input, the steering committee will develop plan goals, objectives, and criteria for mapping farmland preservation areas.

In the past, agricultural land has been treated in many land use plans as a holding area for eventual developed uses. Where planning has occurred for local agriculture, too frequently the plan treats the farm economy as an interim use, eventually making way for other uses. Agricultural land often lacks a legal underpinning to protect it, even relative to wetlands and other natural areas, which are often explicitly protected under federal or state law. The mapping of appropriate farmland preservation areas will place a significantly higher emphasis on the preservation of these areas. This farmland preservation plan does not intend to prevent non-agricultural development. Rather, planning and farmland preservation activities are used to limit non-agricultural development in areas with

favorable conditions for agricultural enterprises, and target other areas for non-agricultural development. Planning for long-term farmland preservation and for the economic development of agriculture can help identify and preserve a sufficient land and infrastructure base needed to support agriculture. Planning for agriculture can also contribute to other goals, such as preserving wildlife habitat areas and maintaining groundwater recharge areas.

The Farmland Preservation section of this plan (Comprehensive Land Use Plan) is intended to guide local efforts related to farmland protection and the promotion of the agriculture sector of the Dunn County economy while the Comprehensive Land Use Plan is valid for twenty years (2014 through 2034) the “Farmland Preservation” portion of the Comprehensive Land Use Plan is valid for ten years from its certification date. As such, to maintain its eligibility the Farmland Preservation portion of this plan shall be recertified on a ten year cycle. Revisions in this plan will be adopted by Dunn County to address new issues and opportunities that will likely arise or to comply with new legislation.

If inconsistencies between any section of the Comprehensive Land Use Plan and the Farmland Preservation section of said plan are discovered; the Farmland Preservation section of the Comprehensive Land Use Plan shall supersede.

## **Existing Farmland Preservation Plan**

The existing Dunn County Farmland Preservation Plan was adopted in 1979. The plan sought to:

- protect agricultural land by describing policies necessary for its preservation,
- reduce the cost of suburban and urban growth by directing these types of development towards existing population and infrastructure,
- augment other land use tools designed to protect other significant natural and cultural resources,
- increase the farmland preservation tax credits for eligible farmers, and
- serve as a model for towns seeking to further preserve their agricultural resources.

The Dunn County Zoning and Development Committee with assistance from a Technical Advisory Committee and a Citizen Advisory Committee developed the plan in 1979. Public meetings provided the opportunity to introduce the farmland preservation program and to understand the needs and future visions of County citizens. The Citizen Advisory Committee, comprised of fourteen township representatives, provided regular commentary. The Technical Advisory Committee membership included staff from Dunn County, regional and State of Wisconsin agencies. These members provided general assistance in preparing the technical aspects of the report. As a result Dunn County received certification from the Department of Agriculture for their zoning ordinances, which became the major tool for preserving farmland in Dunn County.

## **Overview**

With the completion of each section of this farmland preservation plan, the foundation for the decisions becomes increasingly stronger, which ultimately will implement the plan. It is important to understand the agricultural context of Dunn County. Historic farmland conversion trends, economic impacts, and land owner/ resident perceptions of agriculture continue to affect the means to preserve farmland.

## Agricultural Land

According to the 2010 census of agriculture, there were 1,001 farms in Dunn County in, compared to 963 in 2000 representing an increase of 4 percent. Although the number of farms increased during this period, the number of acres of farmland declined from 170,404 in 2002 to 164,014. This translates into a 7 percent decline in the average farm size – from 177 acres in 2000 to 164 acres.

This trend of more farms and fewer acres in agriculture is also occurring in the surrounding counties.

## Agricultural Operators

More than one half of all farms are operated by those who have another primary occupation. This suggests that farming is becoming less of a means of financial support as it is a way of life. As is generally true in other areas of the state and the country as a whole, the average age of farm operators in the county is older than the general population. Operators in Dunn are predominantly male and white.

## Agricultural Operations

It becomes more important to refine the analysis of agricultural land uses in the county. This analysis should include not only the number, size and locations of farms in the county, but also the type of farm operations, and their economic linkages to other farms, markets and farm infrastructure. This involves not only the type of crops, whether conventional or specialty, but how the farms depend on feed operations and other input sources, custom work, contracting, later processing stages and ultimate markets. Larger trends in agricultural economics and agricultural land use at the international and regional scale would also be a useful part of the planning discussion as these trends may impact the future nature, scope, location and focus of local agricultural production. Examples of trends might include farm consolidation, product type and processing chains, input types and sources, changes in ownership and the age of operators, and competition of other uses for farm acreage.

Identification and analysis of the economic generators in the county, including information on employment, wage rates and average per capita income by industry sector, can help to outline economic conditions in the county. As a part of this analysis, consider information about planned or potential areas for agricultural related business development, not just all commercial uses. Look at existing commercial and industrial areas to assess where and how to focus further development in order to best avoid farmland preservation areas and cluster ag-related businesses near to farmland.

It is also useful to consider off-farm employment and commuting patterns as these may contribute heavily to decisions of what type of farming is engaged in and are often a major source of farm family income and health and retirement benefits. An inventory of trends in the number, composition, skill levels, seasonality, and wage levels of jobs in the regional labor market is also relevant to the discussion of maintaining farm operations and growing agricultural businesses.

From the data below you will be able to see that the agricultural economy is very important to Dunn County. The information below is not necessarily typical of the top tier of agricultural production in the state of Wisconsin. This highlights the need to preserve the already limited areas of agricultural production for the economy and for the additional environmental protection that these agricultural areas provide for the important natural resources in Dunn County.

### Top Crops:

(2012) Source: 2010 Census of Agriculture

| Item (acres)       | Rank among Wisconsin Counties |
|--------------------|-------------------------------|
| Corn for grain     | 7                             |
| Soybeans for beans | 6                             |
| Forage land        | 19                            |

Corn for silage 31

**Top Livestock Inventory: (2012)** *Source: 2010 Census of Agriculture*

**Examples:**

| Item (animal unit) | Rank among Wisconsin Counties |
|--------------------|-------------------------------|
| Turkey             | 2                             |
| Cattle and calves  | 22                            |
| Sheep and lamb     | 12                            |
| Hogs and pigs      | 20                            |

**Market Value of Agricultural Products Sold: (2012)** *Source: 2010 Census of Agriculture*

**Example:**

| Item (\$1,000)                             | Rank among Wisconsin Counties |
|--|-------------------------------|
| Total Value                                | 16                            |
| Crops including nursery and greenhouses    | 6                             |
| Livestock, poultry and their products sold | 23                            |

## **Agricultural Economy**

Because the agricultural land use within Dunn County is in close proximity to important surface waters and other natural resources, it is important to both preserve the agriculture for its ability to buffer these natural resource areas, and implement conservation compliance standards to ensure that the practice of agricultural land use is always sensitive to these important natural resources. What this means is that farmers in Dunn County must do more with less land. The best way to accomplish this is by adding value to their products, or collaborating with other operations to seek out economies of scale. Value added should work well in Dunn County because of its proximity to large urban centers such as Eau Claire and the Minneapolis Metropolitan Area. These agricultural lands keep the agricultural land use in close proximity to the urban population, bringing a lot of eyes and ears into the rural areas. All of which can become critics, or supporters, but especially markets for agriculture. All of which make it very important for agriculture to be preserved in a positive manner while providing locally demanded commodities. By creating rural agri-business partnerships, the agricultural economy in Dunn County should continue to flourish. A case in point is the recently approved Town of Grant Agriculture Enterprise Areas (AEA). This AEA combined with existing regional and/or future AEA's should enhance the value added, and collaboration of the county's agriculture economy.

## **Agriculture Economics**

Agriculture provides 3,890 jobs which is about 17% of the county's workforce of 23,404.

Agriculture generates \$800 million in economic activity which accounts for \$225 million of the county's total income or 14.8 % of the total.

Dunn County farms and ag-related business generates \$10.6 million in local and state taxes.

*Source: "Value & Economic Impact of Agriculture, Dunn County 2013" University of Wisconsin-Extension*

Historically good transportation routes have been the most important infrastructure for agriculture. Dunn County has continued to repair, maintain, rebuild and install good highways for commercial and agricultural travel. There continues to be a deterioration of other available infrastructure in the form of creameries, implement dealers and such because of the reduction of farm acres and farm numbers. It becomes a longer travel time to find these sources of infrastructure, which will continue to deteriorate if farmland is not preserved in Dunn County.

Infrastructure will continually change and adapt as the markets and use of agricultural land continue to change. With the proliferation of custom operators, machinery is maintained and sold on a more regional basis. While the storage of agriculture products and equipment (corn, grains, etc. and farm machinery), occurs on site, at the local level, as farms expand and/or consolidate storage

facilities may become an issue to address as a future plan amendment. Of note, much of the mapped agricultural infrastructure is within the urbanized areas of Dunn County. This important relationship between urban and rural land use must be acknowledged, supported, and even further developed to continue to improve the economy for agriculture in Dunn County.

## **Specialty Agriculture**

Diversity in agriculture can provide a community with added value in agribusiness with more choices for consumers, greater economic sustainability due to more resiliency to market and environmental fluctuations, and growth potential due to diversification and differentiation in the market. The following are examples of specialty agriculture markets:

- Christmas tree farms
- Pumpkins, gourds, etc.
- Ginseng
- Organics
- Specialty grains
- Floriculture
- Wildlife and fish farming
- Specialty fruits and vegetables
- Specialty meats and cheeses

The Wisconsin Department of Agriculture Trade and Consumer Protection (DATCP) provide a Specialty Crop Block Grant (SCBG) program, designed to increase Wisconsin's competitiveness in the global marketplace. According to the DATCP, The Farm, Conservation, and Energy Act of 2008 (Farm Bill) authorized the U.S. Department of Agriculture (USDA) to provide these grants to benefit the specialty crop industry.

## **Bio-energy Production**

West Wisconsin Energy is the only ethanol plant operating the county. It is located adjacent to the Canadian National main rail in the Town of Hay River, north of the City of Menomonie and east of the Village of Boyceville on 370<sup>th</sup> Street and just north of State Highway 79. The plant began producing ethanol fuel in August of 2006. Currently it can store approximately 2 million bushels of grain on site as it consumes 20 million bushels of corn per year to produce 57 million gallons of ethanol. In December of 2013 the plant was permitted an expansion to produce 250 ton per day liquid CO<sub>2</sub>. This expansion will reduce the plant's CO<sub>2</sub> emissions while creating another high quality by-product. The expansion is scheduled to be complete in the spring of 2014. Once operational the plants listing of byproducts will include, 250 gallons per day of liquid CO<sub>2</sub>, 175, 000 tons per year of distillers grain for livestock feed and approximately 7 million pounds per year of industrial corn oil.

## **Bio-Energy Terms**

**Biomass** – An organic matter used as a source of energy such as; plant material, vegetation, agricultural waste, and forestry waste.

**Biofuels** – Liquid, solid or gaseous fuels produced by conversion of biomass. Examples include bio-ethanol from corn or sugarcane; anaerobic bio-gas (absence of air) from the decomposition of wastes; and biodiesel from materials such as corn and soybean oil.

**Biorefinery** – A facility that uses plant matter to produce transportation fuels and high-value chemicals instead of petroleum base matter.



**Feedstock** - Any material which is converted to another form or product. It is the raw material required for an industrial purpose. Biomass feedstock includes materials such as; soybeans, corn, prairie grasses and trees.

**Energy Crop** – Any crop grown specifically for its value as a fuel, such as; corn, sugarcane and switchgrass.

**Ethanol** – A liquid fuel which is produced by fermenting plant sugars. Currently, one bushel of field corn will yield 2.7gallons of ethanol fuel.

**Biodiesel** – An alternative to petroleum diesel is made from vegetable oils and animal fats. Biodiesel can be used as a pure fuel or blended with petroleum and can be used in any diesel engine with little to no engine modifications.

*Source: Wisconsin Office of Energy Independence*

## **Waste Management**

Dunn County assists local municipalities in operating their recycling programs; provides education and information to the public; manages, disperses funds and completes reporting on grant programs; and holds special collections throughout the year for household and agricultural hazardous waste, tires, appliances, electronics, toner cartridges and cell phones. Additional information regarding waste management in the County can be found on the County website.

## **Local Food**

### **Overview**

Expansion of farmers markets and local food sale continues as the trend towards sustainability continues. Food systems are drawing the attention of planners and policy makers from around the U.S. The traditional focus of planners on public resources has seldom focused on the private nature of food markets, however, the acknowledgement of the public health, economic, and environmental effects of food systems is on the cutting edge of modern planning to create healthier and economically sustainable communities.

Consider the movement away from local markets in the past 100 years to giant conglomerates and the vertical integration of producers who ship food from long distances to a more centralized big box store. Questions emerge about transportation costs, environmental impacts, effects on vulnerable populations and the financial independence and security of populations being able to fend for themselves.

This section provides policy guidance on this important topic in considering a stronger, more economically vital and self-reliant system of providing locally grown products for the population.

### **Non-farm Food Production**

The growing average age of the American farmer along with the consolidation of farms and the emergence of large commercial farms, raises questions about the future of locally available foods and the biodiversity of crops produced. Non-farm food production provides valuable opportunities for communities to supplement food supplies and lower costs for the delivery and distribution of products. Local regulations, however, can create impediments to non-farm food production. Careful consideration of the public impacts of certain regulations is needed to address benefits and costs of public policy decisions.

The following is a list of non-farm food production ideas for communities along with considerations for supportive policies for implementation:

- **Gardens.** Support local gardening with Master Gardener lectures, programs and training. Encourage home composting to reduce food wastes and disposal costs. Foster neighborhood interaction, the sharing of diverse, locally grown foods.

- **Poultry.** Identify opportunities for land use regulations that support small scale poultry production. Hold public workshops to identify tolerances for land use adjacencies and conditions required for permitting.
- **Community Agriculture.** Look for suburban locations for farmstead preservation where a co-op may exist, providing space for gardening and farm enthusiasts to interact and produce convenient produce stands.

## Community Gardens

Vacant, underutilized or temporarily undeveloped lands can offer great opportunities for community gardens. Synergistic land use relationships such as a corporate headquarters with a grove of fruit trees that offers produce to workers or the temporary donation of land on a medical or senior housing campus can create a win-win situation for partners.

There are many prospective user groups that can be engaged to create community gardens from local gardening or master gardener clubs, to ethnic and culturally diverse groups to school programs and business interest such as a local seed supplier. New opportunities for community gardens can emerge from community workshops or lectures by locally successful organizers of existing gardens.

Beneficial community gardens can be all sizes and configurations from larger suburban plots to small square foot urban gardening.

The City of Menomonie Community Gardens is the only community garden in the County. It was developed by a wide variety of governmental and non-governmental partners.

The Dunn County Correctional Center Garden is provided by the County Sheriff Department.

- Dunn Correctional Center provides general maintenance of the garden site
- Dunn Correctional Center provides general maintenance of the garden site.
- City of Menomonie provides the land for gardening.
- Dunn County UW-Extension provides leadership for garden registration, educational programs, and gardener support.
- Dunn County Master Gardeners provides educational programs and demonstration garden plots to the City of Menomonie garden site.
- Dunn County Public Works Department has provided equipment used to install stakes and signs and equipment to deliver water.

## Farmer's Markets

According to reports from USDA's Agricultural Marketing Service (AMS), farm markets in the United States continue to grow. Farmers markets provide a great opportunity for local growers to converge and offer a greater diversity of products to the public. The public benefits from the social aspects of farmers markets as a community event, often combined with local music, arts and instructive presentations.

As farmers markets grow, attention should be given to the logistics of creating rewarding environments for both the consumer and producer. Ideas for continued growth of farmers markets include; effective programming, integration of music, sales or coupon events, promotions and synergistic markets such as arts and crafts. In 2015 there was one farmers market operating in Dunn County.

## Roadside Stands

During the months of April through October several roadside stands are set up around the county. Some operators establish a fixed location with regular hours while others operate intermittently from various locations, such as from the back of a pickup truck parked in a parking lot or on a vacant parcel of land.

## Food Stores

Local food stores can also contribute to local food systems by working with local as well as national producers and considering convenience to all segments of the population. The recent trends of big box food stores moving to suburban locations can leave poorer areas of metropolitan areas with fewer choices, and often higher priced and less nutritious choices.

Land use planning that encourages urban infill over suburban sprawl can keep commercial nodes backfilled when stores go dark, promoting dense compact development patterns that provide good centralized locations for food stores.

Additional models in food stores are emerging with smaller convenience sized prototypes in urban centers to the public market concept whereby centralized stores are offered an opportunity to lease smaller booth type configurations with other local food stores, offering the consumer an Asian-style dense market with a large variety of choices in both indoor and outdoor locations.

## Emergency Food Resources

According to the American Planning Association's "Policy Guide on Community and Regional Food planning" published in 2007, hunger and food insecurity are prevalent in the United States. APA's Policy Guide references the U.S. Department of Agriculture's Economic Research Service indicates, 11 percent of all U.S. households were "food insecure" because of a lack of sufficient food.

Centralization of food producers, transport costs and convenience in local markets may exacerbate the problem, making communities more and more reliant on outside sources.

In order to address this growing threat to local sustainability and self-sufficiency, consideration may be given to the realm of opportunities listed in this section for local food production, public education on topics such as food preservation, canning techniques and local resources such as community gardens.

Assessing a region's local food needs during a crisis such as a major natural disaster, terrorist attack or disease can assist planners and policy makers in understanding what emergency food resources may be needed in a calamity, but may also create less reliance on outside food sources through the implementation of various local food systems planning objectives.

Table1 lists the community meal centers in the county along with food pantries and food banks. The vast majority of these are operated by faith-based organizations that are typically open during certain times during the week. A significant number of these organizations are reporting record number of people requiring assistance, including the proportion of families with children. These are, for the most part, located in more urban areas of the county, which could potentially create an under-served rural population. In addition to the resources listed, each of the local school districts provides free or low-cost meals to students who qualify based on their family income.

**Table 1: FOOD PANTRY**

| <b>Pantry Name</b>  | <b>Areas of Service</b>  |
|---|--|
| <b>Caring Ministries Food Pantry</b><br>United Methodist Church, Colfax, WI | Colfax School District<br><b>Emergency Food Pantry</b>   |
| <b>Stepping Stones Food Pantry</b><br>1602 Stout Road, Menomonie, WI 54751  | Dunn County Residents that do not go to<br>West CAP's Pantry in Boyceville<br><b>TEFAP Food Pantry</b> |
| <b>Shepherd's Shelf</b><br>Elk Mound, WI                                    | <b>Emergency Food Pantry</b>   |
| <b>West CAP's Food Access &amp; Resources Center</b>                        | Serving all of Boyceville & Glenwood City<br>School District Residents                                 |

|  |   |
|--|---|
| 823 Main Street, Boyceville, WI                              | <b>TEFAP Food Pantry</b>                        |
| <b>Knapp Community Food Pantry</b><br>508 Hwy, 12, Knapp, WI | Knapp Residents<br><b>Emergency Food Pantry</b> |

## Implementation Outcomes

A variety of implementation tools related to food systems planning are available to local units of government for consideration. Typical implementation tools include zoning ordinances, master planning, promotion and marketing, public-private partnerships and collaborative agreements. Zoning regulations, for example, could allow:

- Flexible zoning districts such as planned unit developments or conservation developments allowing urban agriculture or home-based business
- Backyard chickens in residential settings
- Conditional uses for a variety of agricultural uses
- Permitted temporary uses for produce stands or farm markets

Promotion and marketing may be subsidized by local units of government that wish to promote buy local programs or local food based businesses or events supporting local agriculture. Public private partnerships may involve leveraging public assets such as land or public parking lots for events such as farmers markets, truck farmer parking, or community gardens. Municipalities can offer public land for various agricultural uses in exchange for private maintenance of public spaces or lease revenue. Other collaborative agreements may invite local producers to use community facilities for winter events or the sharing of public equipment in the maintenance of community gardens.

## Farmland Protection Tools

This section describes those tools that are intended to help protect farmland from incompatible land development. Some of the tools are unique to Wisconsin, while others have been used in various parts of the United States.

The tools are grouped into broad categories for organizational purposes. The last part of this section presents a summary of those tools that the towns and the county can use to help protect farmland. Benefits and limitations are described along with funding requirements' and availability and status of current implementation.

## Educational Tools

### “Options for Developers”

The County could request (or require) property owners who wish to develop their property to meet with government institutions or non-government (conservation) organizations to discuss farmland and open space preservation alternatives. This may require additional government resources to manage such as design consultants, design review committees or a landscape architect who can advise property owners on land development scenarios.

## Financing Tools

### Use Value assessment

In 1974 the Wisconsin Legislature amended the Rule of Uniform Taxation (Article VIII, Section 1) in the Wisconsin Constitution to permit the preferential treatment of agricultural land. The 1995-1997 Budget Act changed the standard for assessing agricultural land in Wisconsin from market value to use value. The goal of this legislation, known as 'use value assessment', was to protect Wisconsin's farm economy and curb urban sprawl by assessing farmland based upon its agricultural productivity, rather than its potential for development. Specifically, the value of agricultural land for assessment purposes was changed from market value to use value.

In a use value assessment system, the use of the land is the most important factor in determining its assessed value. Use value in Wisconsin is specific to land only. The use value legislation passed in 1995 requires that the assessed value of farmland be based on the income that could be generated from its rental for agricultural use. Income and rental from farming are a function of agricultural capability. Because any land could theoretically be used for agricultural purposes, statutes and administrative rules limit the benefit of use value assessment to only those lands that qualify as 'land devoted primarily to agricultural use.'

The implementation of use-value assessment in Wisconsin has helped farmers maintain lower property taxes on their agricultural land.

## **Managed Forest Law**

Wisconsin's Managed Forest Law promotes sustainable forestry practices on private property by providing significant tax savings to property owners. Parcels with at least 10 acres of forestland used for wood products are eligible.

The goal of the Managed Forest Law (MFL) program is to encourage long-term sound forest management. MFL is a tax incentive program for industrial and non-industrial private woodland owners who manage their woodlands for forest products while also managing for water quality protection, wildlife habitat, and public recreation. In return for following an approved management plan, property taxes are set at a lower rate than normal.

## **Planning Tools**

### **Comprehensive Plans**

Comprehensive Planning is an essential method of defining a long range, citizen driven vision for land use planning. Although the planning process is involved and can take a year or more to complete, depending on the size of the jurisdiction, a comprehensive, citizen driven plan that articulates a vision and the objectives required to implement the vision can be a very effective tool in shaping local land use policy and regulation. In addition, comprehensive plans can serve to assure granting agencies, conservation organizations and other potential partners in a publicly supported vision, resulting in a greater likelihood of participation by potential partners in farmland preservation. Comprehensive plans can also provide support to local decision making bodies when difficult land use decisions need to be made.

Under Wisconsin's Comprehensive Planning Law, Wisconsin Statute Section 66.1001, nine elements must be included in a comprehensive plan: (issues and opportunities; housing; economic development; transportation; utilities and community facilities; agriculture, natural and cultural resources; land use; intergovernmental cooperation; and implementation. These nine elements offer an organized method of comprehensively addressing and analyzing farmland preservation impacts on the community.

The Wisconsin Department of Administration commissioned the creation of element guides after the comprehensive planning legislation was passed in order to provide guidance on each section of the comprehensive plan. The 'Guide to Planning for Agriculture in Wisconsin, 2002' is available online at the Department of Administration's website. This element guide provides excellent guidance on farmland preservation inventory techniques and implementation strategies.

The land use element of a comprehensive plan typically includes an inventory of the planning area's resources. Modern Geographic Information Systems (GIS) provide a valuable tool for analyzing land information data in layers to best understand where valuable agricultural resources exist.

Typically the implementation element of a comprehensive plan will offer short, medium and long range objectives and an action plan to accomplish each objective which can articulate the tools needed by community officials to accomplish the objective. This section is particularly helpful in

setting annual priorities for the community and a quick reference for officials to understand the tools available to accomplish planning objectives.

## **Sewer Service Plan**

Chapter NR 121, Wisconsin Administrative Code, establishes the requirements for sewer service area (SSA) planning in order to provide structure to wastewater treatment for both individual communities and communities sharing wastewater treatment facilities. The WDNR is responsible for working with local agencies to develop Sewer Service Area plans that guide publicly sewered growth to protect water quality. Sewer service area planning helps protect communities from adverse water quality impacts by anticipating growth patterns in the planning area and making recommendations on growth patterns that best serve water quality goals. A sewer service area plan identifies land most suitable for new development and land use planning options that can mitigate adverse water quality impacts on the community. Plans typically identify environmentally sensitive areas where development would have an adverse impact upon water quality that may be considered for farmland preservation initiatives. Geographic information systems can be a useful tool in analyzing layers of geographic data that can serve both farmland preservation initiatives and water quality preservation goals. Appendix C has a map of the Sewer Service Area.

## **Regulatory Tools**

### **Traditional Agriculture Zoning**

Agricultural protection zoning designates agriculture as the preferred primary land use. Its defining characteristic is the extent to which it permits new non-agricultural development. It keeps agricultural land contiguous, maintains a sense of rural character, and prevents large-scale residential developments whose residents may find agricultural activities to be a nuisance. It usually establishes a large minimum requirement for parcel sizes, usually around 35 acres. This type of zoning, however, does not permanently preserve agricultural land and does not protect it from annexation.

Helps prevent agricultural land from becoming fragmented by residential development

- Clearly identifies agriculture as primary land use
- Easily implemented by municipalities
- Able to protect large areas of agricultural land
- Does not permanently preserve agricultural land
- Does not protect agricultural land from annexation

Large lot zoning, also known as low-density residential zoning, is a zoning technique creating lot sizes 40 acres or more. The perceived effectiveness of large lot zoning is based on the theory that limiting development density will preserve the open space and agricultural character of an area. The premise of large lot zoning is to select a minimum lot size that is large enough to prevent fragmentation of agriculture and to discourage non-farm homebuyers from purchasing land to build on in the country. Lot sizes ranging from three to ten acre-lots have proven ineffective in preventing non-farm homebuyers from purchasing agricultural land for residential development. In areas where farmland preservation is particularly important to the community, individual lot sizes of 40 to 160 acres may be applicable. Minimum lot sizes in this range may be utilized by niche agricultural industries such as gardening and greenhouses.

Large lot zoning, however, is generally not considered to be an effective farmland preservation tool since low density development patterns create parcel sizes which are “too big to mow, but too little to plow.” In areas of marginal farming production, this technique can have a detrimental effect by requiring large lots for individual homes and taking large parcels out of production for that purpose. This technique may be effective in maintaining rural character, but not farmland. Maintenance of rural

character is enhanced if low residential densities are combined with conservation subdivision design in communities that wish to accommodate residential development.

## **Working Lands Initiative Agriculture Zoning**

In an effort to address the deficiencies of “Traditional Agriculture Zoning” (WLI) created a sample Agricultural Zoning ordinance which helps to preserve agricultural land and maintains land owner rights by harmonizing agricultural preservation and land development. It helps to minimize current and future conflicts among agricultural practices, infrastructure needs and land uses through tax incentives for farmers to maximize their incomes and save taxes while protecting farmland through soil and water conservation practices.

This district allows for Non-farm single/two family residence providing:  
The ratio of non-farm residential acreage to farm acreage in the base farm tract will not exceed 1:20. There will not be more than 4 non-farm residences, nor more than 5 residences of any kind, in the base farm tract. Neither the non-farm residence, nor the parcel on which the non-farm residence is located, will convert prime farmland, or cropland other than a woodlot, from agricultural use if there is a reasonable alternative available to the permit applicant or significantly impair or limit the current or future agricultural use of any other protected farmland. It also encourages conservation subdivision principles such that non-farm residential clusters for single family / two family residences creating two or more lots can be approved in a single action providing, all residences are constructed, according to the above detailed provisions. Dunn County created two Agriculture Preservation Districts, Intensive Agriculture (IA) and Primary Agriculture (PA). The primary differences between IA and PA are; PA follows the requiems as stated above while IA allows 2 non-farm residences and no more than 5 residences of any king in the base farm tract. Another difference is that IA is designed to accommodate farms with 500 or more animal units while PA sets the limit to be less than 500 animal units. WLI Agriculture Zoning can be strengthened through a certification process.

## **State Certified Farmland Zoning**

Local governments may choose to adopt and have certified a farmland preservation zoning ordinance to ensure that landowners covered by the ordinance are eligible to claim farmland preservation tax credits (ch. 91, Wis. Stats.). Certification of a local farmland preservation zoning ordinance must be obtained through application to the department. A farmland preservation zoning ordinance does not qualify for certification under s. 91.36, if the farmland preservation zoning ordinance allows a land use in a farmland preservation zoning district other than the following:

1. Agricultural uses.
2. Accessory uses.
3. Agriculture related uses.
4. Nonfarm residences constructed in a rural residential cluster.
5. Undeveloped natural resource and open space areas.
6. Transportation, utility, communication, or other use.
7. Other uses identified by the department by rule.

## **Conservation Subdivision Design**

Conservation or cluster development is a development pattern for residential, commercial, industrial, or institutional uses, or a combination of these uses, in which buildings are grouped together rather than evenly spread over the land as in a conventional development. The intent of conservation development is to concentrate structures in those areas most suitable for building while preserving natural or cultural features. Residential conservation subdivisions cluster houses on

smaller parcels of land while additional land that would have been allocated to individual lots is preserved as open space.

Conservation developments can keep land available for agricultural use, but generally the land is kept as open space. In a typical conservation subdivision, each homeowner has access to all of the open space areas, which may be permanently preserved by a conservation easement. To provide maximum protection of subdivision open space, the conservation easement should be assigned to organizations such as a homeowner's association, a government agency, or a land trust. This tool can achieve a variety of comprehensive planning objectives such as reducing the visual impacts of development, preserving rural character, natural features, environmentally sensitive lands, permanent open space or agricultural land, creating opportunities for nonpublic ownership of open space, and increasing the efficiency of infrastructure development.

Figure 5-1 illustrates how conservation/cluster zoning can accommodate development and conserve natural resources and open space. Although not commonly done in eastern Wisconsin to date, conservation subdivisions can also reserve areas for farming within the subdivision as shown in Figure 5-2.

It is important that when implementing a conservation/cluster ordinance that a community incorporates design principles for rural character preservation such as preserving open space adjacent to existing perimeter roadways, clustering houses, separating cluster groups and providing open space adjacent to each lot. If design principles are not taken into account, developments may look more like a conventional subdivision layout and will not likely achieve the goal of preserving rural character. The Town of Caledonia in Racine County provides a good example of a conservation subdivision ordinance. Conservation subdivisions can also be accommodated through a local zoning ordinance.

#### Benefits and Limitations

- Helps maintain a rural character of an area
- Provides permanent open space protection for a community
- Protects best natural resources of an area
- Developers may experience greater profits by selling parcels next to open space
- Reduces impact of development on watersheds
- Less expensive to provide municipal public services to development depending on how clustering can be accomplished
- Maintenance costs of created open space
- Limited accessibility to low-income households
- Protected land is typically owned by homeowners association – little to no public access
- Improper implementation of tool may create conventional subdivisions
- Minimum lot sizes may not be small enough to offset costs of land preservation
- Limits, but does not stop residential development in agricultural areas

Dunn County is undergoing a comprehensive rewrite of its subdivision ordinance to include Conservation Subdivision as a land division option. The amendment is scheduled to be complete in 2015

## **Transfer of Development Rights**

The County could establish a program that allows individuals to shift a “bundle” of development rights from a parcel in a defined “sending” area to a parcel in a defined “receiving” area, an area designated as appropriate for development. This allows a community to preserve natural features and agricultural land, while at the same time, helps it to concentrate development around existing population centers and infrastructure. The process is managed through dual zoning that provides



property owners a choice whether or not to participate. Owners who sell development rights are properly compensated without having to endure complications of actually developing the site. They can also continue to generate income from agricultural, forestry, or other natural land uses. The County should note that this requires additional government resources to manage, can be complex, and is only feasible in areas where there is pressure for more urban development.

The Transfer of Development Rights (TDR) is a tool that establishes areas within a community, called zones, that define areas for preservation (sending zones), and areas for more growth (receiving zones). Sending zones can be areas of agricultural land, open space, historic properties or any other properties that are important to the community.

Receiving zones are areas that the community has designated as appropriate for development. Often these areas are selected because they are located close to existing development, jobs, shopping, schools, transportation, infrastructure and other urban services.

In a traditional TDR program, sending area properties are rezoned to a form of dual zoning that gives the property owners a choice. The owners can choose not to participate in the TDR program and instead use and develop their land as allowed under the baseline zoning. Alternatively, they can voluntarily elect to use the TDR option. Under the TDR option, the sending site owner enters into a deed restriction that spells out the amount of future development and the types of land use activities that can occur on the property. When that deed restriction is recorded, the sending site owner is able to sell a commodity created by the community's TDR ordinance called a transferable development right or a "TDR". By selling their TDRs, sending site owners often are fully compensated for the development potential of their property without having to endure the expense and uncertainty of actually trying to develop it. Also, when the sending sites have income-producing potential from non-urban uses, such as farming or forestry, the owners can continue to receive that income.

A traditional TDR ordinance creates a form of dual zoning for receiving areas as well. Developers can elect not to use the TDR option provided under this dual zoning. Under the baseline option, they do not have to acquire TDR's, but they also are limited to a lower, less-profitable level of development. Under the TDR option, developers buy and retire a specified number of TDRs in order to achieve a higher, more-profitable level of development. The price of TDRs is typically freely negotiated between willing buyers and sellers. The TDR ordinance can influence the price through the number of TDRs that the sending site owners are allowed to sell. When TDRs remain affordable, developers are able to achieve higher profits through the extra development allowed under the TDR option despite the additional cost of the TDRs.

- Permanently protects land from development pressures
- Landowner is paid to protect their land
- Local government can target locations effectively
- Low cost to local unit of government
- Utilizes free market mechanisms
- Land remains in private ownership and on tax roll
- Can be complex to manage
- Receiving area must be willing to accept higher densities
- Difficult program to establish, especially in areas without County zoning
- Program will not work in rural areas where there is little to no development pressure on the area to be preserved
- Limited to Cities/Villages/Towns, no statutory authorization in Wisconsin for countywide program
- May require cooperative agreements among several local governments to establish sending and receiving zones

As of the writing of this plan Dunn County has investigated using TDR but has yet to finalize or adopt such policy.

## Right-to-Farm Laws

The County should be proactive in distributing information on policies that protect agricultural activities from overly restrictive land-use regulations. These state laws protect agricultural activities from threat of nuisance-based lawsuits. The County may consider requiring those selling property near farms to disclose information about these laws.

Right-to-farm laws are a state policy that states commercial agriculture is an important activity. The statutes help support the economic viability of farming by discouraging neighbors from filing lawsuits against agricultural operations. Twenty-three right-to-farm laws also prohibit local governments from enacting ordinances that would impose unreasonable restrictions on agriculture.

Wisconsin's "Right-to-Farm Law" (Sec. 823.08 Wis. Stats.) was enacted in 1981 to protect farmers from lawsuits, or the threat of lawsuits, where a plaintiff alleges that a normal farming practice poses a nuisance. The law was designed to protect farm operations, which use good management practices from nuisance lawsuits that challenge acceptable farming practices and the ability of farmers to responsibly continue producing food and fiber. The "Right-to-Farm Law" was strengthened in 1995 to provide recourse for farmers to collect on expenses they incurred from frivolous nuisance lawsuits brought against their operations.

Local communities may supplement the protection provided by the State with their own, more protective ordinance. Local ordinances may require that buyers of land in agricultural areas be provided with an Agricultural Nuisance Notice. Such notices inform buyers of agricultural land that agriculture is the primary economic activity of the area and that the buyer may experience inconvenience or discomfort arising from accepted agricultural practices. In some cases, the notice may be recorded on the deeds to new homes. Such notices may help to ensure that people who purchase houses in agricultural areas will recognize, and be more tolerant of, the sometimes inconvenient impacts of agricultural activities.

## Voluntary Tools

### Agriculture Enterprise Areas

An agricultural enterprise area (AEA) is a significant prong of the 2009 Working Lands Initiation. By definition, an AEA is a contiguous land area devoted primarily to agricultural use and locally targeted for agricultural preservation and agri-business development. In 2009 a pilot program was authorized to establish 15 AEAs in the state of no more than 200,000 acres. The pilot program is to run two years.

If successful, the state will allow up to 1,000,000 acres to be placed in AEAs statewide. If land is in an AEA, subject to a farmland preservation agreement, and meets eligibility and conservation requirements, the farmer can receive a tax credit of \$5 per acre. Land in an AEA is not required to be within a certified farmland preservation zoning district. However, if it is, the tax credit can go up to \$10 per acre. The designation of an AEA is voluntary and can be initiated by land owners by filing a petition with the Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP). Petitions filed with DATCP must meet minimum criteria, but additional evaluation criteria may be used to review competing petitions. As a minimum, the land subject of the petition must be identified as being in a farmland preservation area in the county's farmland preservation plan, be a contiguous land area, and primarily be used for agriculture. There must be a minimum of five separate landowners who sign the petition. Petitioners must also gain support from the local political subdivisions, (towns/ villages.) Once an AEA is accepted and established, the landowners will sign a farmland preservation agreement, in order to collect the tax credits, and continue to promote agricultural land use within the AEA.

#### Purposes

- The preservation of valuable agricultural land use
- Promotion of agri-business

- Cooperation between the AEA landowners
- Additional tax credits to landowners to infuse capital into the local agricultural economy

Dunn County has one AEA of 25,908 acres, it spans two counties (Chippewa and Dunn) and includes all or parts of seven townships (Grant, Colfax, Sand Creek, Otter Creek, Auburn and Cooks Valley). The AEA was petitioned by and is primarily located in the Town of Grant.

**In 2020 the Grant AEA was expanded where 5,090 acres of land, all in the Town of Otter Creek, Dunn County was added to the Grant AEA. The Town of Grant AEA Boundary Map in Appendix C (page 113) was changed to reflect the new AEA boundary.**

## **Federal programs**

The Farm and Ranch Land Protection Program (FRPP) provides matching funds to help purchase development rights to keep productive farm and ranchland in agricultural uses. Working through existing programs, USDA partners with State, or local governments and non-governmental organizations to acquire conservation easements or other interests in land from landowners. USDA provides up to 50 percent of the fair market easement value of the conservation easement.

To qualify, farmland must: be part of a pending offer from a State, or local farmland protection program; be privately owned; have a conservation plan for highly erodible land; be large enough to sustain agricultural production; be accessible to markets for what the land produces; have adequate infrastructure and agricultural support services; and have surrounding parcels of land that can support long-term agricultural production. Depending on funding availability, proposals must be submitted by the eligible entities to the appropriate NRCS State Office during the application window.

## **Sale or Donation of Conservation Easements**

Conservation easements are legally-binding (recorded on the property deed), voluntary agreements between a property owner and government institution that places restrictions on the use and development of that property. They are usually structured in perpetuity, but may be for a predefined term. Easements may also only include parts of property instead of the entire parcel. Property owners may benefit from tax incentives.

## **Bargain Sales and Property Donations**

If there is a willing seller, a government institution or non-government (conservation) organization may consider permanent protection by purchasing full title to property, which includes the full “bundle of development rights” that come with it. The parties may also structure transaction as a “bargain sale” where owner sells at a below-market price, and contributes the remaining value as a charitable gift, which the owner can claim as an income tax deduction. The buyer can also consider leasing land back to previous owner to generate rent. Fee-simple purchase work best in time-sensitive situations or where there is a vision of community use for the land. The buyer should consider the increased costs of owning land and government institutions should note that a purchase may lower value of parcel, thereby reducing tax revenues. This loss may be offset, however, as it may increase the property values of adjoining parcels.

There may be instances where a property owner seeks to transfer his/her land title to government institution or non-government (conservation) organization as a charitable gift (or to benefit from tax incentives). This donation may take place immediately, or be a reserved life estate, where owner continues to own and live on property until death. The recipient should consider that more resources may be needed for continued operation and maintenance of the property.

## **Implementation**

Of all of the chapters in this plan, this chapter is by far the most important. It lists key issues that were identified by the steering committee and through the regional meetings that were conducted.

Goals, objectives, and policies intended to protect farmland from development are provided. Criteria used to map the farmland preservation areas in the county are described and the maps are presented. Finally, an action plan describes various activities that will need to be initiated over the next 5 years following plan adoption.

## Issues and Opportunities

Throughout the planning process a range of issues and opportunities were identified and are described in this section. Most of these relate specifically to agriculture, while some relate to the state's farmland preservation program and its implementation.

### Organic food

In recent years, the demand for organic food has been steadily increasing. While some consumers have always been interested in eating a healthy diet, the number has been growing. In recent years, commercial food stores have begun stocking and promoting a growing variety of organic foods.

### Eat local

Eating locally grown food is also a relatively new trend. While consumer motives vary from person to person, many believe eating locally grown food strengthens the local economy and reduces transportation costs. Others simply like to know where their food comes from and others believe locally grown food is fresher and more nutritious than store bought food. Food services of some school districts are often quite supportive of buying locally.

Buying local or directly from a farmer helps to keep money in the community. More than 90¢ of every dollar you spend goes to the farmer, thus preserving farming as a livelihood and farmland. This is important because as mergers in the food industry have increased, the portion of your food dollar paid to farmers has decreased. Vegetable farmers, for example, earn only 21¢ of your dollar; the other 79¢ goes to pay for marketing, distribution, and other costs.

### Agriculture Analysis

The steering committee identified various strengths, weakness, opportunities, and threats that need to be specifically addressed in the plan or kept in mind as the plan is being drafted and reviewed. Near the end of the planning process, the committee reviewed the initial results and made revisions based on public input that was obtained over the course of the project.

- **Food as medicine** Although we all eat food for sustenance, research is showing that certain foods have exceptional medicinal health benefits.
- **Distrust of state programs** Some farmers in the county harbor a strong distrust of state programs and regulator controls. In order to overcome this and ensure participation, this plan will need to fully and transparently inform landowners of the programs components. Even then, some landowners will remain distrustful.
- **Conservation compliance** Under the Working Lands Program, farmers who claim a farmland preservation tax credit must comply with state soil and water conservation standards. These include the preparation and implementation of a nutrient management plan and a conservation plan and implementation of appropriate conservation practices. Some farmers view conservation compliance as cost prohibitive and an unwelcomed intrusion in how they run their farming operation.

- **Incentives too low** Many landowners believe the incentive to participate in these programs is not sufficient to offset compliance costs and perceived risks. This will continue to be a difficult discussion, due to the current economic conditions and the resulting lack of political support for increased incentive levels.
- **Wait and see attitude** Some farmers providing input regarding the designation of farmland preservation areas indicated that they would prefer to wait to see how farmland preservation is implemented at the county level and how state requirements actually work out in practice. During the meetings, county staff and the consultant reiterated that getting in after the plan is adopted is not necessarily that easy. The mapped farmland preservation areas will need to be redrawn based on revised criteria, the drafting of which is no small task.
- **Extraterritorial jurisdiction of cities and villages** Once a positive tool for planning development in Wisconsin, extraterritorial review authority of cities and villages has increasingly become a divisive wedge creating animosity between towns and incorporated municipalities. Under Wisconsin's comprehensive planning legislation, cities and villages can "plan" beyond their borders and potentially undermine any plans that surrounding towns may have prepared and adopted for the same area. In addition, proposed subdivisions that lie within the extraterritorial area of a city or village must be authorized by that jurisdiction. The farmland preservation planning process should encourage additional boundary agreement discussions, and the importance of mutual respect between municipalities and the importance of continued farmland preservation, even in extra-territorial jurisdictions.
- **Local control.** Throughout the preparation, review, and adoption of this plan, there was one common theme – retain local control and input. The county's comprehensive plan was built on the direct input from the towns and the future land use maps were prepared at the local level from the bottom up.
- **Declining numbers of farmers and farm workers.** Since the industrial revolution in the United States, the proportion of those earning their livelihood from agriculture has been declining. In the past 40 years, the United States has lost 800,000 farmers and ranchers.
- **Aging of farm operators.** The average age of farms is increasing older than the overall population. From 2002 to 2007, the average age of a farmer increased from age 55 to 57. And the number of farmers aged 75 years or older increased by 20 percent over the same period; meanwhile, the number of operators under 25 years of age decreased by 30 percent.
- **Size of operations.** As is true in many economic sectors, farm operations are growing in scale as expressed in acres in an operation. Farm consolidation has been an ongoing trend. Many operations have expanded in size to take advantage of economies of scale. Although there is a clear trend for operations to get larger, there have been an increasing number of small operations that do not require a large land base. Those growing a specialty crop are prime examples.
- **Specialization.** Farming operations in Wisconsin have historically been diversified. It was not uncommon for a farming to raise a variety of crops and animals. Increasingly the norm is to specialize in a particular area. For example, those in the dairy industry may specialize as a calving operation. Mega dairies and milk processing facilities have also seen a strong increase over the past 10 years. Foremost Farms USA, a dairy cooperative headquartered in Wisconsin, recently received \$3.1 million from the state of Wisconsin through a competitive Special Agricultural Facility Grant in support of a \$47.2 million expansion of its facilities in Appleton. This project is expected to increase milk processing capacity by 1.5 million pounds per day.

- **Commodity prices.** In the past two years, cash receipts for crops statewide rose 34 percent with corn up 46 percent and soybeans up 24 percent. This significant rise in crop prices has resulted in a slowing of the number of acres being diverted from agriculture to development. Statewide, the number of acres being diverted from agriculture decreased 43 percent and the value of agricultural land rose 12 percent. However, we cannot expect this trend to continue and should use this short reprieve to put in place appropriate measures to protect farmland.
- **International trading policies.** Agricultural export opportunities are hindered by daunting MRL challenges due to confusing and burdensome import regulations on pesticide residue levels for U.S. ag exports. Agricultural trade operates in a global market and is subject to the capricious nature of governments, weather, and evolving trade agreements. Economic development policies for agriculture in Dunn County should explore the ever-changing landscape of commodity markets and offer insight in ways to take advantage of international trade.
- **Perceived decline in agriculture's role in economic structure of Dunn County.** As the importance of other economic sectors has grown in scale and influence in the county and region, the role of the agricultural sector in the local economy has diminished. Although somewhat declining, agriculture is still a significant component of the local and regional economy and it needs to play an important role in the county's overall economic strategy.

## Goals, Objectives, Policies and Activities

Under Section 91.01 of the Working Lands Initiative (Wis. Statutes), a farmland preservation plan must include (1) goals for agricultural development in the county, including goals related to the development of enterprise related to agriculture; (2) actions that the county will take to preserve farmland and to promote agricultural development; (3) policies, goals, strategies, and proposed actions to increase housing density in areas that are not designated as farmland preservation areas; (4) key land use issues related to preserving farmland and to promoting agricultural development and plans for addressing those issues; and (5) programs and actions that the county and local government units within the county may use to preserve farmland preservation areas.

Given the strong emphasis placed on agriculture and preservation of the rural character of the county in the 2005 Comprehensive Plan, many of the required components have already been addressed countywide. A listing of the goals, objectives, and policies in the existing comprehensive plan that address agriculture are included in Appendix F.

Goals, objectives, policies, and strategies in a comprehensive plan are intended to form a blueprint for action. Sometimes that action occurs in a proactive manner, and other times it is reactive, for example, when a project is proposed. They are intended to guide decision makers and those county officials, committees, and departments charged with implementing the vision of the plan.

The goals, objectives, and policies listed below are intended to supplement the 2005 Comprehensive Plan. They were initially developed by the steering committee with input of town officials and residents and county staff.

### Goals

1. Sustain the Agricultural Way of Life.
2. Certify the County's Exclusive Agricultural Districts

### Actions

1. Collaborate with surrounding jurisdictions and agri-businesses to;
  - a. Identify new ag-markets
  - b. Identify new uses for ag-products
  - c. Identify new uses for ag-byproducts
2. Work with the agri-community to develop agriculture business plans

3. Promote new AEA's and/or amend the existing AEA to be more inclusive of farmers wishing to participate.
4. Promote farmland preservation agreements and soil/water conservation plans as a means to protect against non-farm uses.
5. Promote and develop agriculture infrastructure such as ag-related businesses, farmland and human resources (farmers).
6. Develop an agriculture succession plan to identify and eliminate barriers for the expansion of existing agr-businesses, infrastructure and start up agri-businesses.

### **Policies**

1. Conduct an annual review of County ordinances against farm practices and emerging agri-trends as an effort to change/amend such documents thereby allowing/promoting agriculture to expand in Dunn County.
2. Implement stronger land use protections such as exclusive agricultural districts.
3. Develop an AEA model petition (streamlined).

### **Programs**

Make effective use of the current AEA

## **Designation of Farmland Preservation Areas**

One of the central objectives of a farmland preservation plan is the designation of farmland preservation areas. To be eligible for tax credits farmland preservation zoning districts (exclusive agriculture zoning) and Agricultural Enterprise Areas (AEA's) must be located within certified farmland preservation areas.

As required by state statutes, farmland preservation areas shall be based on fact-based criteria, consistently applied to the planning area. Lands identified in the farmland preservation area must either be devoted to primarily agricultural use, and/or primarily agriculture-related uses. However, contiguous natural resources and open space areas may also be included.

Development of the mapping criteria in Dunn County occurred over a six-month period. The steering committee identified key considerations and through a series of iterative mapping sessions developed a set of criteria to meet the needs of the County and the requirements in the Working Lands Initiative.

Upon determination of the criteria, it became evident that a method to evaluate the importance of each individual criterion, and a weighted decision making method for designating farmland preservation areas was needed. The group met and discussed the mapping process. In the end they agreed on the process of utilizing maps, spreadsheets with data, staff expertise and surveys of landowners.

Following is a brief description of the steps taken to designate Farmland Preservation.

1. Dunn County Planning and Zoning staff conducted regional meetings at various town halls to present the new Farmland Preservation Program to land owners and town officials.
2. Dunn County formed a steering committee which included Town representatives from Towns.
3. Each steering committee member was requested to meet with their town officials/constituents to assess the desire to participate in the new State Farmland Preservation Program.

4. The steering committee members conveyed to County staff that there was little local political support to place land owners in Farmland Preservation programs who did not wish to participate. The message was that landowners were receptive to their lands being designated "Farmland Preservation Areas" but felt that participation in programs should be on a voluntary basis.

5. Via Town, City, Village and County Comprehensive Plans, parcels were confirmed as being in agricultural use and were to planned to continue in agricultural use for at least the next 15 years. When environmental areas were included it was confirmed that these areas were connected to the agricultural parcels pursuant to Chapter 91, State Statutes. These parcels are shown as Farmland Preservation Areas, and likewise shall be eligible for State Farmland Preservation Tax Credits.

Based on steering committee meetings a significant weight to the criteria was given to landowners who participated in past programs (Exclusive Agriculture Zoning, Farmland Preservation Contracts).

They felt that soil productivity, contiguous ownership, and areas planned for agricultural use should also be weighted, but less than those previously mentioned.

Staff analyzed soil surveys, future land use maps, the current zoning map, real property data and the most current GIS parcel layer to identify areas of farmland significance.

It was further determined that parcels, not zoned, zoned General Agriculture, Conservancy and/or which were not connected to a comprehensive land use plan but had productive soils, should be eligible to participate in the future. Therefore, to minimize significant amendments to the plan, the committee weighted these likely areas.

### **Criteria for Designation of Farmland Preservation Areas (Zoned Exclusive Agriculture).**

In a Town where a minimum of 40% of the total land area is zoned Exclusive Agriculture and where a parcel receives a minimum of 10 points from the following criteria such parcel shall be eligible to be Farmland Preservation Certified (FPP Certified).

1. Zoned Exclusive Agriculture = 10 points
  - a. Intensive Agriculture (IA)
  - b. Primary Agriculture (PA)
2. Under an Agriculture Enterprise Area = 10 points
3. Under an unexpired Farmland Preservation Agreement = 10 points
4. In a Comprehensive Land Use Plan (local and/or county) where the Planned Land Use is agriculture = 5 points

After the plan is adopted it is anticipated that circumstances may change whereas landowners under this heading whose land is deemed Non Farmland Preservation Plan Certified (Non FPP Certified) may wish to participate in Farmland Preservation programs. In such cases landowners shall petition the County to rezone their land to either IA or PA. If the rezone request is approved the Farmland Preservation Plan will be amended and the rezoned lands shall be eligible to be Farmland Preservation Certified (FPP Certified).

### **Criteria for Designation of Farmland Preservation Areas (Not Zoned or Not Zoned Exclusive Agriculture).**

Parcels under this heading which receives a minimum of 10 points from the following criteria shall be eligible to be Farmland Preservation Certified (FPP Certified).

1. Under an Agriculture Enterprise Area = 10 points
2. Under an unexpired Farmland Preservation Agreement = 10 points
3. Zoned General Agriculture = 5 Points
4. Zoned Conservancy = 5 Points
5. Where 60% of the parcel is productive soils = 5 Points
6. In a Comprehensive Land Use Plan (local and/or county) where the Planned Land Use is agriculture = 5 points



After the plan is adopted it is anticipated that circumstances may change whereas landowners under this heading whose land is deemed Non Farmland Preservation Plan Certified (Non FPP Certified) may wish to participate in Farmland Preservation programs. In such cases landowners shall submit an Agriculture Enterprise Area application (AEA). If the AEA is approved the Farmland Preservation Plan will be amended and the AEA shall be eligible to be Farmland Preservation Certified (FPP Certified).

### **Criteria for Designation of Non Farmland Preservation Plan Certified.**

A parcel meeting the following criteria shall be designated Non Farmland Preservation Plan Certified (Non FPP Certified), regardless of points received.

1. Zoned non-agriculture
  - a. Heavy Industrial
  - b. Light Industrial
  - c. Non-Metallic Overlay
  - d. General Commercial
  - e. Limited Commercial
2. Listed in a Comprehensive Land Use Plan (local and/or County) where the Planned Land Use is non- agriculture
3. Within a platted subdivision
4. Where a non-agricultural development pattern and/or non-agriculture use exists.
  - a. Ariel photography and the GIS data base were used to locate/confirm these parcels

### **Farmland Preservation Certified**

All farmland preservation program incentives, including income tax credits shall be made available on a voluntary basis to qualified landowners within Farmland Preservation Plan Certified (FPP Certified) areas. All qualified landowners within FPP Certified areas which are not zoned Exclusive Agriculture may apply for limited tax credits if designated as an Agricultural Enterprise Area.

Permitted land uses within FPP Certified area include all agricultural uses, farmsteads, agri-business, agricultural buildings, primary agriculture residences, limited residential uses, wetlands, open water, open space and all other areas not planned for development other than agriculture and agri-business. There is no minimum size for a farmland preservation parcel and all unincorporated jurisdictions (zoned or unzoned) are included in the plan.

### **Farmland Action Plan**

The following table lists the various implementation activities that will need to be accomplished in the coming years.

#### **Action Plan: 2015-2035**

| <b>Activity</b>  | <b>Responsible Party</b>                      | <b>Schedule</b>           |
|--|---|---------------------------|
| Adopt certified zoning ordinance                             | County or Town Board                          | December 31, 2015         |
| Adopt certified farmland preservation plan                   | County Board                                  | December 31, 2015         |
| Assist in the development of cooperative boundary agreements | County, City, Village and Town Planning staff | As needed                 |
| Update County subdivision regulations                        | County Planning and Zoning Committee          | 2016                      |
| Develop standards to review plan implementation              | County staff                                  | Annually starting in 2016 |

progress

|  |  |  |
|--|--|--|
| Develop standards to judge consistency of land use decisions with adopted comprehensive plan | County staff   | Annually starting in 2016                            |
| Develop a model petition for establishment of an agriculture enterprise area                 | County staff   | To be completed by December 31, 2016                 |
| Keep Farmland Preservation Plan Current  | County Staff, Planning, Resources and Development Committee and County Board | Review and amend the plan at least every five years. |

## **Plan Preparation, Review and Adoption**

In 2010, the Dunn County Planning Division applied for and received a grant to update its Farmland Preservation Plan (FPP).

In any planning process Public Participation is important. s part of the comprehensive land use planning process on May 28, 2008 Dunn County adopted a public participation plan which describes the opportunities in which the public and local units of government would be involved in the preparation, review, and approval of the plan and future updates. This process was used in the development of the FPP. A copy of the public participation plan is included as Appendix A.

Key elements include: a project website, publication of all meeting agendas, numerous public meetings held throughout the county, press releases, and numerous opportunities for submitting comments and suggestions.

Municipalities in the county were involved in the drafting of this plan in a number of ways and were kept abreast of the plan's progress. Initially, letters were sent to each municipality inviting them to designate an individual who would serve as a point of contact and a liaison. Many of these contacts also agreed to serve on the Farmland Preservation Steering Committee. The membership of this advisory committee included local farmers, elected and appointed officials, and local administrative staff. The committee met regularly to provide direction to the staff as the plan was being drafted.

On INSERT DATE the Dunn County Planning, Resources and Development Committee (PR&D) recommended approval of the plan document to the Dunn County Board of Supervisors for its consideration.

On INSERT DATE, the Dunn County Board of Supervisors adopted The Dunn County Farmland Preservation Plan by ordinance, a copy of which is included in Appendix D. The plan was submitted to the State of Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP) for review and approval. The certification letter from DATCP is included as Appendix D.

## **Supplemental Maps**

1. Public Utility Service Areas (See Appendix C)
2. Soil Productivity (See Appendix C)
5. Existing Zoning: 2015 (See Appendix C)
6. Agriculture Enterprise Area (Appendix C)
7. Public Participation Plan (See Appendix A)
8. Adoption Ordinance
9. 2011 DATCP Certification (See Appendix D)

## **Sewer Service Area Plan**

Sewer service area planning is a water pollution planning process required by the Federal Clean Water Act for all communities with populations over 10,000. The City of Menomonie Sewer Service Area Plan is a 20-year plan to guide sewer development and reduce water pollution (See Map in Appendix C). The plan designates lands that are most suitable for development and that can be served by a public wastewater collection and treatment system around the City of Menomonie. To protect water resources, the plan designates “environmentally sensitive areas” where development is prohibited. The plan designates the Dunn County Land Conservation Division as the local agency responsible to determine if a proposed development lies within an environmentally sensitive area.

## **Dunn County Erosion Control Plan**

The Dunn County Land Conservation Division completed the Dunn County Erosion Control Plan in 1986 under the authority of Wisconsin Administrative Rule, Ag. 160. The purpose of the plan was to identify soil erosion problems within the county and provide a plan for solving them. The goal was to reduce cropland erosion to “T”, or the tolerable limit, by the year 2000. The tolerable soil loss rate, commonly referred to as “T”, is defined as the maximum average annual rate of soil erosion for each soil type that will permit a high level of crop productivity to be sustained economically and indefinitely (ATCP 50.01(16)).

## **Water Resources**

Water resources are prominent in Dunn County, which contains several lakes, many streams and rivers. Most lakes in Dunn County suffer from excessive nutrient enrichment and severe algal blooms caused by nonpoint source runoff from agricultural and urban land. Dunn County lies completely within the Lower Chippewa River Basin – making up sixteen % of the basin’s 5,349 square miles. The county is divided into eight major watersheds, four draining into the Red Cedar River before it empties into the Chippewa River and four draining directly into the Chippewa River. There are also significant amounts of wetlands and floodplain, although some were drained during the twentieth century to accommodate farming. Maintaining excellent water quality is fundamental to the high quality of life in Dunn County. As such, protecting the County’s water resources is a high priority for Dunn County.

## **Streams/Rivers**

The interconnected network of streams and rivers that cross Dunn County is characteristic of a landscape influenced by glacial impacts. The four rivers in Dunn County include: the Red Cedar River, which flows north-south through the County and empties into the Chippewa River, the Chippewa River which flows east west, and is located generally along the southern portion of the County, the Eau Galle River which flows generally north south and empties into Lake Eau Galle, and the Hay River which flows east west and empties into Tainter Lake. Dunn County’s 93 trout streams total 312.1 miles. Of these, 39.1 miles are Class 1 streams, 248.2 miles are Class 2 streams, and 24.8 are Class 3 streams. Coldwater trout stream resources in Dunn County are generally improving in recent years, however most streams contain low densities of naturally reproducing populations. The primary factor limiting trout populations from developing moderate to high densities is lack of habitat. In stream sedimentation and bank erosion need to be reduced on a large scale to improve coldwater fishery resources.

## **Floodplains**

Floodplains are formally designated areas that experience flooding during a 100-year storm event. As defined in the County Zoning code, the floodplain consists of the “floodway” and “flood fringe”. The “floodway” is defined as the channel of a river or stream and those portions of the

floodplain adjoining the channel required to carry the regional flood discharge. "Flood fringe" is defined as that portion of the floodplain outside of the floodway covered by floodwaters during the regional flood and generally associated with standing water rather than rapidly flowing water. In Dunn County, areas within the 100-year floodplain are typically located immediately adjacent to rivers, streams, and creeks. In some flatter areas, the floodplain extends some distance from the water's edge. Likewise, floodplains usually do not exist along river segments with steep or high banks, although these areas experience greater flood depths due to constricted flow. Because these areas are subject to potential flooding and/or intermittent wetness, they are not generally appropriate for development. However, like wetlands, floodplains provide areas where water from swollen rivers and streams can overflow. They also provide valuable wildlife habitat. For the purpose of this plan floodplain includes areas which are subject to occasional or frequently flooded soils as defined in the 2005 NRCS soil survey. This information in conjunction with FEMA maps was used to identify floodplains in the County.

## **Wetlands**

Wetlands consist of transitional areas between uplands and open water and perform important ecological functions such as flood retention and water quality improvements. Wetlands filter sediment and nutrients, and serve as groundwater recharge areas. They provide valuable wildlife habitat as well as recreational opportunities. In Dunn County, wetlands were severely impacted or destroyed by agricultural activities from the late 1940s through the 1970s. Many were drained for cropland through the creation of "w" ditches, which consist of a narrow, raised field with a ditch on either side. Many of these ditches still exist.

Programs in three levels of government - local, state and federal - regulate activities in wetlands. Permits are required for activities that impact wetlands, such as land and road development. In some cases wetland replacement or mitigation is required. While the State policy does not mandate wetland mitigation on non-federal wetlands, it does encourage efforts to minimize loss through the use of "best management practices" (BMPs), which include a variety of techniques and approaches aimed at minimizing the impacts of construction and development on the natural environment.

Wetlands in Wisconsin were defined by the State Legislature in 1978 as: "an area where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophytic (water-loving) vegetation and which has soils indicative of wet conditions." There are dozens of wetland types in Wisconsin, characterized by vegetation, soil type and degree of saturation or water cover. Some of the more prominent wetland types are:

Aquatic Bed wetlands contain plants growing entirely on or in a water body no deeper than 6-feet. Plants may include pond-weed, duckweed, lotus and water-lilies. Marshes are characterized by standing water and dominated by cattails, bulrushes, pickerelweed, lake sedges, and/or giant bur-reed. Sedge or "Wet" Meadows wetlands may have saturated soils, rather than standing water, more often than not. Sedges, grasses and reeds are dominant, but look also for blue flag iris, marsh milkweed, sneeze-weed, mint and several species of goldenrod and aster. Scrub/Shrub wetlands include bogs and alder thickets and are characterized by woody shrubs and small trees such as tag alder, bog birch, willow, and dogwood. Forested wetlands include bogs and forested floodplain complexes. They are characterized by trees 20 feet or more in height such as tamarack, white cedar, black spruce, elm, black ash, green ash and silver maple. Wetlands that remain in the County are generally located adjacent to rivers, creeks, and floodplains. For the purpose of this plan DNR Wetlands in conjunction with hydric soils as identified in the 2005 version of the United States Department of Agriculture (USDA) Natural Resources Conservation Service (NRCS) soil survey were used to represent wetlands in the County.

## **Lakes**

There are four lakes in Dunn County, Lake Eau Galle, Elk Lake, Lake Menomoin, and Lake Tainter (upper and lower). All of the lakes in Dunn County are man made impoundments. These impoundments are created by dams of which two operate as hydro-electric (Menomin and Tainter). Like other water resources, lakes provide flood retention, wildlife habitat, recreational opportunities, and scenic amenities.

## **Lake Districts**

In 1974, Chapter 33 of the Wisconsin State Statutes was passed allowing for the creation of lake districts. A lake district is a special purpose unit of government established to maintain, protect, and improve the quality of a lake and its watershed. Lake districts can be established as unincorporated associations, qualified or incorporated associations, or public inland lake protection and rehabilitation districts. Elk Lake is the only lake district organization in Dunn County

## **Groundwater**

Groundwater is the source of water for most domestic, industrial, and agricultural uses in Dunn County. Each year in the County, over eleven billion gallons of groundwater are used by residents, businesses and agriculture. Much of the groundwater reserves in the County are held in the sandstone aquifer underlying the County. This aquifer is composed of sand and gravel that allow rapid percolation and flow of groundwater in most areas of the County.

## **Availability of Groundwater**

Availability of groundwater varies throughout the County. Groundwater is generally available in sufficient volumes to support industrial, agricultural and domestic uses.

## **Depth to Groundwater**

Depth to groundwater varies throughout most of the County from zero to 200 feet. There are areas around the County where groundwater is located more than 200-feet below the surface. This can affect groundwater availability and thus present constraints on domestic, agricultural and industrial uses. The Depth to Groundwater map illustrates general depth to groundwater throughout Dunn County (See Appendix C).

## **Groundwater Recharge**

Access to a clean groundwater supply is both a health and economic issue. Therefore, protecting and maintaining a good supply of clean groundwater is a high priority of local, County, and State officials. Groundwater contamination largely results from human activities. Groundwater contamination has occurred at various locations in the County, including, landfills, chemical spills and leaching, and high nitrate levels in wells. Because clean-up of polluted groundwater can be costly and take a long time, prevention, through groundwater protection measures is the most cost-effective way to minimize the potential for contamination. These areas rank the ability of the area to recharge groundwater and the aquifer from excellent to poor.

## **Water Resource Regulation**

### **Streams/Rivers**

Development along streams and rivers are regulated via shoreland, wetland and floodplain regulations, and storm water regulations. Most are intended to establish buffers and minimize runoff. Dunn County enforces shoreland zoning in unincorporated areas and the WDNR maintains oversight responsibilities. Incorporated villages and cities are required to adopt and enforce their own

shoreland zoning. Shoreland zoning applies within 1,000 feet of the ordinary high water level of navigable lakes, ponds, and flowages and within 300 feet of navigable rivers and streams.

## **Floodplains**

Floodplains are regulated in accordance with the Shoreland Zoning Chapter in the Dunn County Comprehensive Zoning Ordinances

## **Wetlands**

The WDNR manages the most extensive wetland regions of the County for wildlife. Like floodplains, wetlands are regulated in accordance with a negligible impact policy.

## **Lakes**

Lakes are regulated and managed by the WDNR for fisheries, wildlife and water quality. The WDNR provides a variety of assistance from planning grants, research demonstration projects, education, and technical assistance through the Wisconsin Lakes Program.

## **Groundwater**

Under the Jurisdiction of Dunn County there are several programs that specifically address measures to protect the quantity and quality of groundwater resources. Some of these include:

- Animal Waste and Manure Management which includes regulations to prevent animal waste material from entering water bodies. This program is permitted through the Dunn County Land Conservation Division.
- Zoning Code, which includes development restrictions in shoreland and wetland areas.
- Wellhead protection overlay district that encompasses recharge areas for municipal water supply wells. These are regulated by municipal governmental entities.
- Non-metallic Mining which includes requirements for reclamation that minimize impacts on groundwater quantity and quality. These regulations are found in Chapter 295 of the Wisconsin statutes and in NR 135 of the Wisconsin administrative Code. The Dunn County Land Conservation Division reviews plans and applications and issues permits.

## **Factors Affecting Development**

### **Background**

Most of Dunn County is composed of land known as Western Coulees and Ridges, "characterized by highly eroded, driftless (unglaciated) topography, relatively extensive forested landscape, and big rivers and a wide river valley. This includes the Mississippi and Chippewa. Some areas contain cold streams fed by springs. Silt loam (loess) and sandy loam soils cover sandstone resting on top of dolomite. "Vegetation consists of bluff prairie, oak-forest, oak savanna, and some mesic forest." Relic conifer forests are present.... There are floodplains with connected wetlands. Agriculture, including dairy and beef farms, is the primary use of land on the ridge tops and stream valleys. Some croplands and pasture lands are set aside in the Crop Reserve Program (CRP). "Wooded slopes are often managed for oak-hardwood production."

Dunn County occupies 870 square miles near the Mississippi in the region of the older drift and driftless area." The major soils are Knox silt loam and Marshall silt loam, made largely of loess wind-borne to this region.

Dunn County lies within a roughly S-shaped transition belt known as "the tension zone" where Northern Forests and Southern Forests meet. "Early forest surveys indicate that Northern forests consisted of a mosaic of young, mature, and 'old growth' forests composed of pines, maples, oaks, birch, hemlock, and other hardwood and conifer species." "Southern Forests are distinct from the Northern forests because of the predominance of oaks and general absence of conifers. They are

relatively open or have a park-like appearance, created by the lack of small trees and shrubs. Examples of southern Forest biological communities are found within southern Dunn County."

There are man-made and natural barriers acting as constraints to development such as water, topography, soil conditions, and regulatory controls. In many situations it is possible to overcome these barriers through costly development methods. However, the purpose of analyzing and identifying areas according to their development limitations is not intended to restrict development but rather to warn residents, of potential problems that may be costly to overcome.

## **Glacial Deposits**

The most extensive glacial-lake deposits in the Lower Chippewa basin consists of interlayered silts and clays in the Chippewa and Red Cedar Valleys that were deposited when the margins of a glacier located in Minnesota and Iowa blocked drainage in western Wisconsin roughly 460,000 - 770,000 years ago.

## **Soils**

Soils in the County have been mapped, analyzed and categorized as to their development suitability. Soil characteristics within the first few feet of the surface play an important role in the amount and quality of water entering the groundwater. Specific development limitation information can help decision makers determine the suitability of specific areas for particular types of development. Some limitations can be overcome, or their effects minimized, if proper measures are taken. The County should encourage development where public services can be maximized and where the limiting factors can be avoided. In areas with severe limitations questions regarding the economic and environmental feasibility of such development should be posed. It is also important to note that the following information is generalized for planning purposes and does not replace the need for site-specific evaluation.

The following sections identify areas with limitations for developing septic systems and buildings with basements, as identified by the Natural Resource Conservation Service (NRCS). The class of limitations in which a soil type is placed is dependent on depth to bedrock, slope, depth to water table, shrink-swell potential, corrosivity, likelihood of flooding, and potential for use as a foundation base.

### **Septic Suitability**

Soils place limitations on the construction and function of septic systems. The entire County has some soil conditions unsuited to septic development due to predominance of soils that are well or excessively drained, steep topography, or soils with shallow depth to groundwater or bedrock. In areas with shallow soils that are excessively drained, concentration of septic systems could threaten groundwater quality. Current septic system regulations only require a minimal soil depth, sufficient water infiltration into soil, and minimal separation between wells and drain fields. These regulations may not fully address the potential impacts of unsewered developments.

### **Basement Suitability**

Soil limitations affecting basement construction are mostly due to friable soils and shallow depths to bedrock or groundwater. Basements can be built where friable soils exist, but usually result in higher excavation, backfilling and erosion control costs. Basements often cannot be built on shallow bedrock or in areas with a shallow groundwater depth.

### **Flood Plains**

Dunn County has a number of areas adjacent to rivers and streams where water fluctuations can cause flooding. To protect property and public investments, Wisconsin Statutes 87.30(1) requires counties, cities and villages to implement Floodplain Zoning. Dunn County is responsible for

administering the Flood plain Management Program. Floodplain is described in detail earlier in this section.

## **Agricultural Land**

This land is necessary for the continuation of the production of food or fiber and was defined strictly by soil productivity. It did not reflect whether the land is currently being cropped or has a history of cropping. For planning purposes, soils are considered to be of high or medium production if they meet the following three criteria:

## **Prime Farmland**

Prime farmland is defined in the USDA-NRCS-Wisconsin Technical Guide, Section 2, Dunn County Cropland Interpretations-Prime Farmland, Pages 1-2, Dated 11/22/95, as land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and that is also available for these uses (the land could be cropland, pastureland, rangeland, forest land, or other land but not urban or built-up land or water areas). It has the soil quality, growing season, and moisture supply needed to produce sustained high yields of crops in an economic manner when treated and managed, including water, according to acceptable farming methods.

## **Productivity for Corn**

According to the USDA-NRCS-Wisconsin Technical Guide, Section 2, Dunn County Cropland Interpretations-Yields Per Acre, Pages 1-13, dated 11/22/96, production for corn is determined by a ten year average on soil test plots using high-level management. All soils are assigned a relative yield based on the most productive soil. In Dunn County the relative yield is 150 bushels per acre.

## **Capability Class**

According to the USDA-NRCS-Wisconsin Technical Guide, Section 2, Dunn County Soil Descriptions Non-Technical, Pages 1-26, dated 11/22/95, there are 8-land capability classes, which are practical groupings of soil limitations. The limitations are based on characteristics such as erosion hazard, droughtiness, wetness, stoniness, and response to management. Each class reflects the land's relative suitability for crops, grazing, forestry, and wildlife. Class 1 soils are best suited for agriculture and class 8 soils are least suited. For planning purposes, soil classes were combined and mapped. See Soil Productivity map in Appendix C. Class 1 and 2 soils are combined into soils of high agricultural importance, class 3 soils considered to be of medium importance and class 4-8 are considered to be poorly suited for agriculture production. The County does not have an abundance of prime farmland. See Soil Productivity and Preferred Land Use maps in Appendix C. However, the land identified as prime farmland may have to be preserved for the purposes of agricultural-economic benefits and for protecting the rural character of the County. While prime farmland does not pose a direct obstacle to development, it should carry significant weight when determining areas better suited for development. If the County wishes to maintain the viability of agriculture, efforts will have to be made to limit development in these areas.

These factors were evaluated using the LESA program (Land Evaluation and Site Assessment). It is a numerical rating system designed to take into account both soil quality and other factors affecting a site's worth for agriculture. Soil quality factors are grouped under land Evaluation (LE). The other factors are grouped under Site Assessment (SA.) The SA factors are of three types: non-soil factors related to the agricultural use of the site, factors related to development pressures, and other public values of the site. For the purpose of this plan only the LE portion of the program was utilized.



## **Steep Slopes**

Steep slopes are any area where the slope of the land is greater than 12%. Areas having steep slopes can be categorized into three categories 0-12%, slight, 13%-19%, moderate and 20% and greater, severe limitations. Development on slopes 0-12% should consider the effect of direct runoff to receiving waters or wetlands and may need to follow state approved construction site erosion controls. Land with slopes 13%-19% should also consider the effect of direct runoff to receiving waters or wetlands, follow state approved construction site erosion controls, and institute best management practices to control on site runoff and pollution. Land with slopes of 20% or greater represents a significant threat of severe erosion, which results in negative impacts to surface and ground waters as well as higher construction costs. Development on slopes 20% or greater should be highly discouraged or strongly regulated.

## **Surface Water**

Surface water resources include water that is standing still or flowing, navigable or intermittent, which collects and channels overland runoff. Rivers and streams are the primary components that make up surface waters in the County and of primary concern is shoreland protection. Shore lands provide habitat for both aquatic and terrestrial animals and vegetation. Shore lands act as buffers to protect the water quality of these resources. However, shore lands are also prime areas for residential development and are receiving increased exposure to contamination from residential development and recreation use. The State of Wisconsin requires counties to prevent the loss and erosion of these resources by adopting and enforcing a shoreland ordinance.

## **Wildlife and Habitat**

All land and water, whether cropland, woodland, wetlands, rivers and streams, floodplains, and even residential yards, supports wildlife. The following types of wildlife are common in the County: Big game such as deer and black bear; small game such as rabbits and squirrels. Upland birds such as turkeys and ruffed grouse; a large variety of songbirds and waterfowl; birds of prey such as owls, red - tailed hawks, and eagles. Fur bearing animals are also abundant such as raccoon, opossum, beaver, mink, red and gray fox, and coyote.

## **Endangered Resources**

The Endangered Resources Program works to conserve Wisconsin's biodiversity for present and future generation. The State's goal is to identify, protect, and manage native plants, animals, and natural communities from the very common to the critically endangered. They desire to work with others to promote knowledge, appreciation, and stewardship of Wisconsin's native species and ecosystems.

## **Wisconsin's Endangered Species**

These are any species whose continued existence as a viable component of this State's wild animals or wild plants is determined by the Department of Natural Resources to be in jeopardy on the basis of scientific evidence.

## **Wisconsin's Threatened Species**

These are any species which appears likely within the foreseeable future, on the basis of scientific evidence, to become endangered. No threatened or endangered species are known to exist within the County. For additional information on these resources contact any local DNR representative. Information regarding Threatened and Endangered Species is available through the Wisconsin Department of Natural Resources.

## **Nonmetallic Mining Deposits**

Dunn County has significant sand and gravel deposits. In the past these deposits have been mined for construction related projects and activities. In 2007 the scope of mining expanded as Dunn County issued its first conditional use permit allowing the commercial mining of silica sand. Non-metallic mining is regulated through the County's Zoning Ordinance and is considered a conditional use in most districts. The Dunn County Board of Adjustments authorizes conditional use permits. Restoration of mining activities is regulated as per the Wisconsin State Statutes, Chapter 295 and in NR 135 of the Wisconsin administrative Code.

## **Goals, Objectives and Policies**

**Goal:** Promote and Support Efficient Transportation Systems

**Objectives/Policies:**

- Encourage Agricultural Education Programs
- Cooperate with local school districts on agricultural related course work and career alternatives.

**Goal:** Create an Environmentally Sensitive Areas Policy.

- Define and map Environmentally Sensitive Areas.

**Goal:** Improve water quality in Dunn County

**Objectives/Policies:**

**Surface Waters:**

- Provide information and educational material to raise awareness regarding water quality.
- Implement the Dunn County Land and Water Resource Management Plan (LWRMP)
- Develop a Dunn County Stormwater/Erosion Control Ordinance

**Groundwater:**

- Utilize/coordinate existing County Committee structures and resources to educate landowners on the assets and liabilities of groundwater protection options.
- Create development standards for groundwater recharge areas.
- Amend county ordinance to include groundwater protection standards.

**Goal:** Update the County's Farmland Preservation Plan.

To date the county's efforts to preserve farmland has been achieved for the most part through the enforcement of its A1 zoning (Exclusive Agriculture District). The idea of preserving farmland is generally accepted countywide, missing are the mechanisms to implement such an idea. The County's policy is to maintain a multi-jurisdictional approach, focusing its efforts to preserve farmland and farm economies where they will be most successful. For example, state and county farmland preservation efforts should be coordinated with town efforts. The City of Menomonie and the seven villages should also be involved - agriculture is not just a rural issue. The incorporated jurisdictions can coordinate with towns and the County to protect productive agricultural lands from annexation and/or development, and minimize conflicts with farming operations.

**Objectives/Policies:**

- Revise the County Farmland Preservation Plan.
- Facilitate the development of intergovernmental agreements.

**Goal:** Update the Sewer Service Area Plan

**Objectives/Policies:**

- Coordinate a review/amendment process with the City of Menomonie.

**Goal:** Implement the Dunn County Erosion Control Plan

**Objectives/Policies:**

- Meet cropland erosion goal by 2015.

## **Land Use**

### **Background**

This element contains goals, objectives, and actions to guide future development and redevelopment of public and private property in Dunn County. This chapter also explains future land use designations and delineates these uses on the Preferred Land Use Map.

### **Relationship between the County Plan and local Plans**

There is a direct relationship between the County's plan and local plans. To accommodate minor differences in classifications among local jurisdictional plans, broad categories were developed to "collapse" similar uses. The intent is that the broad County plan will generally depict the planned growth pattern, while local plans will describe in detail the type, amount, and intensity of preferred development.

### **Growth Projections**

#### **Land Use**

Total acres in the County is 553,525

| <b>Real Estate<br/>Classes</b> | <b>Total<br/>Parcels</b> | <b>Improved<br/>Parcels</b> | <b>Total<br/>Acres</b> | <b>Adjusted<br/>Average Lot<br/>Size in acres<br/>*</b> |
|--------------------------------|--------------------------|-----------------------------|------------------------|---|
| <b>Residential</b>             | 14,540                   | 12,183                      | 20,907                 | 1.44  |
| <b>Commercial</b>              | 1,354                    | 1,096                       | 2,434                  | 1.79  |

|                      |        |        |         |       |
|----------------------|--------|--------|---------|-------|
| <b>Manufacturing</b> | 77     | 58     | 881     | 12.87 |
| <b>Agricultural</b>  | 13,182 | 0      | 293,620 |       |
| <b>Undeveloped</b>   | 7,046  | 0      | 33,466  |       |
| <b>Ag Forest</b>     | 5,481  | 0      | 70,606  |       |
| <b>Forest</b>        | 2,131  | 0      | 37,144  |       |
| <b>Other</b>         | 1,854  | 1,833  | 3,529   |       |
| <b>Total</b>         | 45,665 | 15,170 | 462,587 |       |

\*The above data represents a compilation from the Dunn County 2007 Statement of Assessments. Note: due to methods used in converting traditional historical (paper) files to an electronic format, an exact count on the number of parcels and their respective acreage cannot be reported.

Even though the above chart is not an exact representation, it still has value as a planning tool. It is possible to draw some general conclusions.

## Agricultural

Non-agricultural land use projections directly affect the availability of agricultural land. Because of the composition of land uses around the County, there is almost a direct (one to one) correlation between increases in acreage of non-agricultural land uses and reductions in acreage of agricultural land uses. Therefore, the assumptions of the following tables also represent the amount of agricultural land, which could be lost accordingly.

In general, Dunn County is a rural community, industrial and commercial uses make up a small percentage of the land uses, while residential uses represent the bulk of development within the County. Historically this development trend has shaped the landscape of the County, as such opportunities for redevelopment is limited, and for the most part is not an issue.

## Residential

The number of housing starts between 1997 and 2006 was 2,208 or an average of 221 starts per year, with an adjusted average lot size for each housing start being 1.44 acres.

The following tables assume the next 20 years will reflect past trends. For this report, the trends of the last 10 years was used as the basis for each of the following scenarios.

### *Housing Demand Projections 0% Additional Growth*

|                                    | Reported | Estimated |           | Projected |           |           |           |                 |
|------------------------------------|----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------------|
|                                    | 2000     | 2000      | 2000-2010 | 2010-2015 | 2015-2020 | 2020-2025 | 2025-2030 | Total Projected |
| <b>New Housing Starts</b>          | 197      |           | 2,210     | 1,105     | 1,105     | 1,105     | 1,105     | 4,420           |
| <b>Housing Land Demand (acres)</b> |          | 284       | 3,182     | 1,591     | 1,591     | 1,591     | 1,591     | 6,365           |

### *Housing Demand Projections 5% Additional Growth*

|  | Reported | Estimated |       | Projected |       |       |       |       |
|--|----------|-----------|-------|-----------|-------|-------|-------|-------|
|  | 2000     | 2000      | 2000- | 2010-     | 2015- | 2020- | 2025- | Total |

|                                    |     |     | 2010          | 2015          | 2020          | 2025          | 2030          | Projected     |
|------------------------------------|-----|-----|---------------|---------------|---------------|---------------|---------------|---------------|
| <b>New Housing Starts</b>          | 197 |     | 2,320<br>2210 | 1,218<br>1160 | 1,297<br>1218 | 1,343<br>1279 | 1,410<br>1343 | 5,268<br>5000 |
| <b>Housing Land Demand (acres)</b> |     | 284 | 3,341<br>3182 | 1,754<br>1371 | 1,868<br>1754 | 1,934<br>1842 | 2,030<br>1934 | 7,586<br>7201 |

#### ***Housing Demand Projections 8% Additional Growth***

|                                    | Reported | Estimated |               | Projected     |               |               |               |                 |
|------------------------------------|----------|-----------|---------------|---------------|---------------|---------------|---------------|-----------------|
|                                    | 2000     | 2000      | 2000-2010     | 2010-2015     | 2015-2020     | 2020-2025     | 2025-2030     | Total Projected |
| <b>New Housing Starts</b>          | 197      |           | 2,387<br>2210 | 1,289<br>1193 | 1,392<br>1289 | 1,503<br>1392 | 1,623<br>1503 | 5,870<br>5377   |
| <b>Housing Land Demand (acres)</b> |          | 284       | 3,437<br>3182 | 1,856<br>1718 | 2,004<br>1856 | 2,164<br>2004 | 2,337<br>2165 | 8,362<br>7743   |

### **Non Residential (Commercial/Industrial Uses)**

The following summarizes industrial and commercial development within Dunn County by jurisdiction. While the data refers only to incorporated jurisdictions it is important to realize that industrial and commercial development occurs in the rural areas of the county too. However, statistical data for the most part is limited to only the incorporated areas of the County. In general, large-scale commercial and industrial development would be encouraged to locate in areas where there is adequate supporting infrastructure.

#### ***Menomonie Industrial Park***

The original park, developed in the 1960's and early 1970's, and consisted of approximately 1,200 acres. Of which, approximately 300 acres was designated for commercial use, and 900 for industrial use. By 2004, approximately 700 of the 900 acres (78%) of industrial land was developed. Approximately 200 of the 300 acres (67%) of commercial land was developed. In 2006, the city expanded the park by adding another 150 acres of industrial land. As of 2008, approximately 220 of the 300 acres (73%) of the commercial land was developed, and approximately 700 of the 1,050 acres (67%) of the industrial land was developed.

#### **Assumptions**

1970-2008 = 38 years

**Industrial development:** 700 acres of industrial land has been developed, over a 38-year period, this means on average, 18.42 acres of industrial land is developed per year.

**Commercial development:** 220 acres of commercial land has been developed, over a 38-year period, this means on average, 5.79 acres of commercial land is developed per year.

#### **Menomonie Industrial Park**

|  | <b>Reported</b> |                | <b>Projected</b> |      |      |      |      |              |         |
|--|-----------------|----------------|------------------|------|------|------|------|--------------|---------|
| All values are expressed in acres        | Available land  | Developed Land | 2010             | 2015 | 2020 | 2025 | 2030 | Total Needed | Balance |
| <b>Original Park (1970's) Commercial</b> | 300             | 220            | 12               | 29   | 29   | 29   | 29   | 348          | -48     |
| <b>Original Park (1970's) Industrial</b> | 900             | 700            | 37               | 92   | 71   |      |      | 900          | 0       |
| <b>2006 Expansion Industrial</b>         | 150             |                |                  |      | 21   | 92   | 92   | 205          | -55     |

Source: Dunn County Economic Development Corporation

### **Summary**

The above information suggest that if nothing else changes, the Menomonie Industrial Park could experience a shortfall of 48 acres of commercial land, and on the Industrial side there could a shortage of 55 acres.

### ***Stout Technology Park***

The Stout Technology Park was originally formed in the 1980's, and created approximately 175 acres of developable land. Of the 175 acres, approximately 50 acres was set aside for commercial use, and 125 acres set aside for industrial use. By 2000, approximately 40 acres of the 50 acres (80%) set aside for commercial use was developed, and approximately 90 acres of the 125 acres (72%) set aside for industrial use was developed. In 2001, an additional 180 acres was purchased, of which approximately 40 acres was designated for commercial use, and 140 acres designated for industrial use. As of 2008, 90 acres (89%) of commercial land has been developed and 65 acres (25%) of the industrial land has been developed.

### **Assumptions**

1980-2008 = 28 years

**Industrial development:** 65 acres of industrial land has been developed, over a 28-year period, this means on average, 2.32 acres of industrial land is developed per year.

**Commercial development:** 90 acres of commercial land has been developed, over a 38-year period, this means on average 3.21, acres of commercial land is developed per year.

### **Stout Technology Park**

|  | <i>Reported</i> |                | <i>Projected</i> |      |      |      |      |              |         |
|--|-----------------|----------------|------------------|------|------|------|------|--------------|---------|
| All values are expressed in acres        | Available land  | Developed Land | 2010             | 2015 | 2020 | 2025 | 2030 | Total Needed | Balance |
| <b>Original Park (1980's) Commercial</b> | 50              | 40             | 6                | 4    |      |      |      | 50           | 0       |
| <b>Original Park (1970's) Industrial</b> | 125             | 90             | 5                | 12   | 12   | 6    |      | 125          | 0       |
| <b>2006 Expansion Commercial</b>         | 40              |                |                  | 12   | 16   | 16   | 16   | 60           | -20     |
| <b>2006 Expansion Industrial</b>         | 140             |                |                  |      |      | 6    | 12   | 18           | 122     |

Source: Dunn County Economic Development Corporation

### Summary

The above information suggest that if nothing else changes, the Stout Technology Park could have a shortfall of 20 acres of commercial land by the year 2030, while on the Industrial side there could a surplus of 122 acres.

### **Boyceville Industrial Park**

In the 1970's the Boyceville Industrial Park was formed, creating 80 acres of land for development. Of those 80 acres, approximately 10 acres was dedicated as commercial use, and 70 acres was dedicated as industrial use. As of 2008, approximately 5 of the 10 acres (50%) of the commercial land was developed, and approximately 10 of the 70 acres (14%) of the industrial land was developed.

### Assumptions

1970-2008 = 38 years

**Industrial development:** 10 acres of industrial land has been developed, over a 38-year period, this means on average, 0.26 acres of industrial land is developed per year.

**Commercial development:** 5 acres of commercial land has been developed, over a 38-year period, this means on average, 0.13 acres of commercial land is developed per year.

### **Boyceville Industrial Park**

|                                   | <i>Reported</i> |                | <i>Projected</i> |      |      |      |      |              |         |
|-----------------------------------|-----------------|----------------|------------------|------|------|------|------|--------------|---------|
| All values are expressed in acres | Available land  | Developed Land | 2010             | 2015 | 2020 | 2025 | 2030 | Total Needed | Balance |
| <b>Original Park (1970's)</b>     | 10              | 5              | 0.26             | 0.65 | 0.65 | 0.65 | 0.65 | 2.86         | 2.14    |

|  |    |    |      |     |     |     |     |      |      |
|--|----|----|------|-----|-----|-----|-----|------|------|
| <b>Commercial</b>                        |    |    |      |     |     |     |     |      |      |
| <b>Original Park (1970's) Industrial</b> | 70 | 10 | 0.52 | 1.3 | 1.3 | 1.3 | 1.3 | 5.72 | 54.3 |

Source: Dunn County Economic Development Corporation

### Summary

The above information suggest that if nothing else changes, the Boyceville Industrial Park could experience a surplus of approximately 2 acres of commercial land by the year 2025, while on the Industrial side there could a surplus of about 54 acres.

### **Colfax Industrial Park**

The Colfax Industrial Park was formed in the early 1970's, and created about 45 acres of developable land. Of the 45 acres, approximately 15 acres was set aside for commercial use, and 30 acres set aside for industrial use. As of 2008, approximately 10 of the 15 acres (67%) of the commercial land was developed, and approximately 25 of the 30 acres (83%) of the industrial land was developed.

### Assumptions

1970-2008 = 38 years

**Industrial development:** 25 acres of industrial land has been developed, over a 38-year period, this means on average 0.66 acres of industrial land is developed per year.

**Commercial development:** 10 acres of commercial land has been developed, over a 38-year period, this means on average 0.26 acres of commercial land is developed per year.

### **Colfax Industrial Park**

|                                   | <b>Reported</b>       |                       | <b>Projected</b> |             |             |             |             |                     |                |
|-----------------------------------|-----------------------|-----------------------|------------------|-------------|-------------|-------------|-------------|---------------------|----------------|
| All values are expressed in acres | <b>Available land</b> | <b>Developed Land</b> | <b>2010</b>      | <b>2015</b> | <b>2020</b> | <b>2025</b> | <b>2030</b> | <b>Total Needed</b> | <b>Balance</b> |
| <b>Original Park (1970's)</b>     | 15                    | 10                    | 1                | 1           | 1           | 1           | 1           | 15                  | 0              |



|  |    |    |   |   |   |   |   |    |    |
|--|----|----|---|---|---|---|---|----|----|
| <b>Commercial</b>                                |    |    |   |   |   |   |   |    |    |
| <b>Original Park<br/>(1970's)<br/>Industrial</b> | 30 | 25 | 1 | 3 | 3 | 4 | 3 | 39 | -9 |

*Source: Dunn County Economic Development Corporation*

### **Summary**

The above information suggest that if nothing else changes, the Colfax Industrial Park could deplete its commercial land by the year 2025, while on the Industrial side there could have a shortfall of 12 acres.

### ***Other Rural Communities***

#### **Elk Mound**

Has no defined industrial park land. It has commercial downtown properties and land available, sufficient for the next 20 years.

*Source: Dunn County Economic Development Corporation*

#### **Ridgeland**

Has no defined industrial park land. It has numerous commercial properties and available downtown land for commercial development. Ridgeland may need 10 acres of land for industrial use over the next 20 years.

*Source: Dunn County Economic Development Corporation*

#### **Knapp**

Has no defined industrial park, however it is estimated that the Village currently has 25 acres of land within the community dedicated to industrial development, and another 20 acres dedicate to commercial development. There has been some discussions regarding the development of an industrial park. Knapp could use 25 acres for industrial development and 10 acres for commercial development, over the next 20 years.

*Source: Dunn County Economic Development Corporation*

### **Summary**

Future land use projections represent generalized growth scenarios based on State projections and local information adjusted for development densities. The projections indicate the County could see between 9,546 and 11,798 additional acres move from ag. related uses to residential uses and approximately 800 acres could be needed to meet commercial and industrial demands over the next 20 years.

When preparing a broad plan at this scale, it is often necessary to account for growth areas that exceed the generalized projections. This technique, often referred as a “market adjustment” is done to identify minor changes in market conditions which affect the immediate availability of land designated for development purposes. “Market adjustment” do not necessarily require immediate plan amendment.

## **Existing Conditions**

### **Land Use Map**

The Existing Land Use map is a compilation of local land use plans. Local plans were not based on assessment data but instead were generated by combining local knowledge with

demographic data related to development. The County's map depicts existing land uses of those jurisdictions, which have completed their comprehensive plans. Other jurisdictional plans will be incorporated into the County's plan upon completion and adoption. County and local jurisdictions Existing Land Use Maps are based on the following broad categories;

- **Industrial.** Parcel of land zoned industrial or its primary use is industrial in nature.
- **Commercial.** Parcel of land zoned commercial or its primary use is commercial in nature.
- **Residential.** Parcel of land 10 acres or smaller with a primary use as residential, includes vacant lots.
- **Residential-Woods.** Parcel of land greater than 10 acres, is predominantly wooded and contains a private residence.
- **Residential-Ag.** Parcel of farmland greater than 10 acres and contains a private residence.
- **Farmland.** Parcel of land containing a combination of cropland, CRP land, pastures, woodlands, wetlands, or open water and is predominantly agricultural in nature.
- **Farmland-Woods.** Parcel of farmland with a minimum of 10 wooded acres.
- **Farmstead.** Parcel of farmland containing a farm residence and/or Ag-related residential unit(s).
- **Mixed.** Parcel of land greater than 10 acres which, is not, residential, cropland, commercial, or industrial in nature but does contain woods, woodland programs, open water, or wetlands (or some combination).
- **Public Recreation.** Parcel of land owned by the county, state, or federal government and open to the public for recreational use.
- **Public.** Parcel of land owned by local, county, state, or federal government or by other tax-exempt organization.
- **Residential-Commercial.** Parcel of land with a dual use of commerce and residential.
- **Farmland-Irrigated.** A parcel or multiple parcels of Farmland which contains an irrigation system such as a center pivot.

## Preferred Conditions

### Land Use Map

The Preferred Land Use map is a compilation of local land use maps. Local plans were not based on zoning districts but instead were generated by combining local knowledge with demographic data related to development. The County's map depicts preferred land uses of those jurisdictions, which have completed their comprehensive plans. Other jurisdictional plans will be incorporated into the County's plan upon completion and adoption. County and local jurisdictions Preferred Land Use Maps are based on the following;

- The map combines the future land use recommendations of those jurisdictions which have completed their comprehensive plans. Other jurisdictional plans will be incorporated into the County's plan upon completion and adoption.
- The map is based on land uses as determined at the local level. Three broad categories, Residential, Non Residential and Agricultural, were used in determining the preferred land use map. The map outlines the future land use districts for Dunn County, which are depicted on the Preferred Land Use Map.

## **Land Use Policies, Programs and Recommendations**

### **Designated Development Areas**

A cooperative planning effort between County and local jurisdictions should be organized to assist jurisdictions to supplement their general land use plans with more detailed “neighborhood” or “sub areas” plans. These more detailed plans are especially important in areas adjacent to sensitive environmental features, highway interchanges, or adjacent to incorporated jurisdictions, which have municipal utility systems (sewer and water).

Designated development areas should indicate areas in which studies should occur. Study areas could develop recommendations on street patterns, soils, drainage, and other information deemed appropriate by local officials. Plan maps could be developed to indicate the relationship of surrounding features such as, transportation corridors, bike/pedestrian trails, public facilities, railroads, wetlands, floodplains, historic sites and surrounding land uses.

### **Zoning Ordinance / Comprehensive Revision**

There is a direct relationship between local plans and the County’s plan. To accommodate minor differences in classifications among local jurisdictional plans within Dunn County, broad categories were developed to “collapse” similar uses. The intent is that the broad County plan will generally depict the planned growth pattern, while local plans will describe in greater detail the type, amount and intensity of preferred development.

A recommendation of this plan is for the County to undergo a comprehensive revision of its zoning ordinance. As previously mentioned broad categories were developed to collapse similar uses. The following describes these three broad zoning categories as well as recommended uses for the County to consider in the rewrite process.

#### ***Residential***

A residential district includes land uses where the predominant use is housing. Residential, may include single family housing, duplex housing, multi-family housing or mobile homes. Residential zoning may permit some services or work opportunities or may totally exclude business and industry. Local jurisdictions identified a need to have more variety with respect to residential districts.

- A variety of housing choices
  - Single-family
  - Twin Homes (zero lot line setback)
  - Duplex
  - Multi-family
- More choices for minimum lot sizes.
- Density Based Zoning. This idea creates flexibility in the zoning code which provides landowners the option to create smaller lots than would be allowed according to the underlying zoning. Density based zoning does not increase the net density of development. In simple terms, density based zoning could be the “mechanism” to allow for cluster housing. Benefits of this type of zoning include a possible reduction in land consumption (if lots are grouped together) and reducing the cost per lot for infrastructure. In return, property owners are required to place the remaining property under a non-development easement. In developing this type of zoning the County and participating communities will need to consider several key issues including,
  - Calculation methods for the number of lots
  - Deed restriction standards

- Definition of the maximum number of lots which could be clustered

### ***Non Residential***

Non residential district include uses that are business related, including commercial, retail, or industrial. Zoning for these areas is established to provide separation from incompatible uses, which may include residential neighborhoods. Local jurisdictions identified a need to have more variety with respect to non-residential districts.

- **General Commercial.** This district could include areas dedicated to the sale of goods or merchandise for personal or household consumption. Structures include neighborhood stores, or designated shopping areas.
- **Highway Commercial.** This district could be dedicated to the sale of goods or merchandise for personal or household consumption in which the uses are dependant on both large volumes of traffic and convenient access. Structures may include motels, restaurants, automobile and machinery sales and services, or areas of intense transportation access, such as interchange areas of highways and interstates.
- **Neighborhood Commercial.** This could include a mixed use development of residential, commercial, and industrial uses.
- **Heavy Industrial.** All industrial uses could be allowed in this district including assembly plants, manufacturing plants, industrial machinery, shipping and trucking.
- **Light Industrial.** This district is usually a less intensive use than “Heavy Industrial”, and is more consumer oriented than business oriented (i.e., most light industry products are produced for end users rather than for use by other industries). Light industrial normally has less environmental impact than heavy industrial.
- **Mineral Extraction.** This district could be dedicated to regulating mining and mineral extraction. It could categorize mining operations by size or volume so that evaluation and justification could be given accordingly while remaining fair and equitable.
- **Adult Entertainment.** This district could be dedicated to standards and regulations that should be met to allow this use while acknowledging surrounding uses.

### ***Agricultural.***

There is a countywide concern about the loss of farmland and a general desire to protect/preserve it. Agricultural Districts are intended to be used for areas in which agricultural and certain compatible low intensity uses are encouraged as the principle uses.

To date the county’s efforts to preserve farmland has been achieved through enforcement of the A1 zoning (Exclusive Agriculture District).

- **Exclusive Agricultural** The purpose of this district is to preserve agricultural land for food and fiber production; protect productive farmers by preventing conflicts between incompatible uses; maintain a viable agricultural base to support agricultural processing and service industries; reduce cost of providing services to scattered non-farm uses; promote orderly urban growth; implement the provisions of the County Farmland Preservation Plan, when adopted and periodically revised; and comply with the provisions of the Farmland Preservation Law to permit eligible landowners to receive tax credits under ss. 71.09(11), Wis. Stats. The A1 district restricts residential development to a minimum lot size of 35 acres.

While there is a need to maintain the A1 district, A1 does not seem to be the preferred mechanism to preserve additional farmland. Landowners believe that farmland should be protected but a significant number feel that A1 is too restrictive. They agree that non-farm development could occur in ag-preservation areas on lots significantly smaller than 35 acres. Landowners may consider farmland preservation appropriate if more options were offered such as,

- More Farmland Preservation choices
  - Variety of lot sizes.
    - Minimum lot sizes
    - Minimum and maximum lot size designation.
  - Possibly limitations as to the number of land splits in these districts.

Another concern of landowners is that once a district is created, it will always remain. Clearly, an educational component with existing and any new ordinances could prove beneficial. While rezones are not the preferred method for determining land use they will always be an option. Any rezone request should have a set of criteria, which if met, should justify rezones on an equitable basis. For example, if a developer or landowner wishes to remove property from an Exclusive Agricultural District they could be required to provide adequate evidence to Town and County governments that the proposal meets criteria such as,

- The development proposal is consistent with locally adopted land use plan map and related policies.
- Land proposed for rezoning does not have a history of productive activities or is not viable for long-term agricultural uses.
- Land is too small to be economically used for agricultural purposes or is inaccessible to the farm machinery needed to produce and harvest agricultural products.
- The land is located such that there would be minimal conflicts with surrounding agricultural uses.
- The lay of the land will allow for construction of a road or driveway that is suitable for emergency vehicle travel. Safe access from the road or driveway onto existing roadways shall be required.
- A need for additional non-farm development can be demonstrated in the community.
- Consideration for development of lands outside of a sanitary district, shall be limited to lands which are comprised of soils that are suitable for on-site septic systems.

Exclusive agriculture districts will not meet all of the agricultural needs within Dunn County. There is also a need for General Agricultural districts. Some landowners want to live in the rural parts of the County and allowed to use their land for agricultural related uses. General Agricultural districts could allow higher housing densities and indicate other rural and agricultural uses that are not designated or planned for exclusive agriculture areas. Development in these districts should be limited in density while offering a variety of choices such as,

- **Primary Agricultural.** New residential development should be limited to a lot size significantly less than one home per 35 acres.
- **Agricultural.** New residential development should be limited to a lot size less than the primary Agricultural district yet larger than lot sizes in the Agricultural Residential District.
- **Agricultural Residential.** This district should allow for the highest density of any of the agricultural district but lot sizes should be larger than lot sizes in any of the Residential Districts

## Goals, Objectives, and Policies

**Goal:** Rewrite Zoning Ordinance

**Objectives/Policies:**

- Update codes, ordinances, and other County programs, to implement recommendations of the County's plan.

**Goal:** Work in partnership with area communities to manage and guide future growth.

**Objectives/Policies:**

- Promote redevelopment and urban infill.

- Guide growth to “Smart Growth” areas where public facilities and services can be economically provided.

**Goal:** Encourage sustainability standards on future land use activities to account for the environmental, social, and financial impacts of land uses.

**Objectives/Policies:**

- Work with local and surrounding jurisdictions to resolve inconsistencies between local land use plans over the 20 year planning horizon.
- Identify a sufficient supply of developable land for a range of land uses consistent with local jurisdictional needs.
- Guide development requiring higher levels of municipal utilities and services to those areas where such services are available.
- Encourage the preservation of cultural, historic, archeological sites and environmentally sensitive areas.
- Encourage the protection of economically productive areas including farmland and forests.
- Encourage the use of conservation design neighborhood design for rural residential development in appropriate areas and where consistent with local requirements.
- Support innovative approaches to land development to increase flexibility while achieving the goals of this plan.

## **Implementation**

### **Overview**

Dunn County’s Comprehensive Plan provides a general direction for rural and urban development. It has specific goals and objectives to guide its direction. This element outlines a variety of actions necessary to implement the plan. The element also describes how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and includes a mechanism to measure the progress toward achieving and updating the comprehensive plan.

The County Comprehensive Plan, along with the adopted local comprehensive plans, is intended to help guide growth and development in Dunn County.

### **Existing Implementation Tools**

There are three basic implementation tools that the county can use to implement this comprehensive plan.

- General & Shoreland Zoning
- Land Division Ordinance
- Official Mapping.

These tools apply to different degrees in different areas of the county. General zoning applies only to those towns that have adopted county zoning, while Shoreland zoning applies to the entire county outside of the incorporated areas of the county. Meanwhile, the land division ordinance applies to the entire county (outside of the city and village) unless a town has adopted a more

restrictive ordinance. Official mapping applies throughout the entire county, but is a very limited tool. These tools are detailed in the intergovernmental cooperation element.

## **Consistency Review**

The comprehensive planning process utilized in this effort, required the development of local plans first, followed by the creation of the county plan. Using this bottom up approach, with an oversight Ad-Hoc Planning Committee as well as review by the Planning, Resources, and Development Committee has ensured that each element is consistent with the others; and based on that analysis, there are no known inconsistencies among the planning elements.

In the future, as plan amendments occur, it is important that the Planning, Resources, and Development Committee and county staff conduct consistency reviews. These reviews will ensure that the plan is up-to-date. It is also critical that as towns make comprehensive plan amendments, those amendments are forwarded to the county for inclusion in the County's Plan. This should ensure that the county decision makers are using the most current information available.

Recognizing that land use plans should not be static documents, the County's comprehensive plan provides for an amendment process, which allows for consideration of the comprehensive plan amendments on at least a ten year basis or as needed. While the majority of amendments over time are anticipated to be property-specific, some amendments take a more comprehensive form. The incorporation of the farmland preservation plan is the first such comprehensive amendment to the 2009 Plan.

The preferred land use map of the Dunn County Comprehensive Land Use Plan depicts the county's recommended land use as of the date of plan adoption September 15, 2009. This land use map is maintained and updated on the County's website.

The Dunn County Farmland Preservation Plan will be included as an amendment to the Agriculture, Natural and Cultural Resources Chapter of the Dunn County Comprehensive Land Use Plan

## **Recommended Actions**

The overall intent of this element is to provide a strategy to implement the goals, objectives, and policies, contained in all the elements of this plan. For this plan to be implemented, the recommendations made throughout this plan need to be supported by the towns, villages, city and county.

## **Measuring Plan Progress**

As part of the comprehensive planning process, a number of goals, objectives, and policies were developed. When implemented these are intended to provide direction to county staff and its committees, as well as the board of supervisors.

To measure progress a variety of actions need to take place, as outlined in each goal, objective, or policy throughout this plan. Therefore, the task to measure plan progress, is as simple as determining if any action was taken or not. These "targets" will provide guidance to the county board when specific actions are to be initiated. Based on the targets, measures of progress in achieving implementation of the comprehensive plan can be examined.

It should be noted that many of the policies identified in the plan are continuous or on going and should be monitored to measure the plan's overall success. In addition, many of the objectives and their related actions might be accomplished in the short term, say 1 to 5 years. However, some could take longer to accomplish, say 6 to 20 or more years. It is critical that a "County Plan Status" report be prepared to summarize the progress toward implementation.

## **Plan Adoption, Updates and Amendments**

Section 66.1001, Wisconsin Statutes requires that an adopted plan be reviewed and updated at least once every ten years. However, to ensure that the document remains a viable planning tool, it should be reviewed every five years and following a significant change in land use in Dunn County. County staff and members of the PR&D Committee should review statistics related to land use, review any major shifts in land use policy and economic shifts in how the land is utilized to prepare for necessary plan amendments.

Each November, the Planning Division should review this plan, monitor activities and suggest amendments to the PR&D Committee. As part of this review, staff should contact each of the participating municipalities to give them the opportunity to suggest changes or comment on activities. During this annual review, most of the focus should be on the Implementation Section, which lists the goals, objectives, policies, and activities. The review will include the analysis of demographic shifts that have occurred in the past year in Dunn County.

To determine whether amendments are needed, the following considerations should be reviewed:

- General development trends
- Farmland conversion rates
- Farmland preservation activities compared to stated goals and objectives
- Completed implementation activities and their effectiveness
- Implementation strategies
- Available resources for future projects
- Public input
- Input from other stakeholders

A history of adoption and amendments is included as Appendix D. It lists when this comprehensive plan element was first adopted and the various amendments which have taken place.

## **Timelines**

Implementation of goals, objective and policies in this Plan fall under one of the two following timelines:

### **Long Term**

Goals, objectives and policies under this timeline are considered to be ongoing and are to be completed throughout the life of this Plan, through daily collective actions and interactions of Dunn County elected officials, standing committees, departments and staff.

### **Short Term**

Goals, objectives and policies under this timeline are to be completed by December 31, 2014. As this Plan will be updated at least every five years, beginning in 2014, a five-year timeline (2010-2015) has been proposed.

The PR&D Committee will prioritize implementation of goals, objectives and policies with a 2010-2015 timeline through formulation of a County Plan Status report, ensuring incremental and consistent implementation throughout the five-year period.

It is important to note that all goals, objectives and policy timelines presented in this Plan are intended to serve as a guide, providing only an indication of the possible future implementation dates. These timelines cannot account for future factors, including but not limited to, additional workload, resource limitations, new and unforeseen planning issues, opportunities, trends, and concepts, and



political and public sentiment, that will affect implementation of this Plan’s goals, objectives and policies.

## Integration

In order to meet the goals and objectives laid out in the plan, portions of other planning elements may overlap. While some goals are specific to a particular element, others may not be. The driving force behind this planning process has been a comprehensive analysis of the county. Therefore, achieving a particular goal may require a much broader approach. As the county implements its plan, it should assess the impact of each implementation effort against the rest of the plan.

## Implementation Schedule

- ❖ = Goal
- = Objective/policy
- = Objective

| Recommended Action   | Timeline             |
|--|----------------------|
| <b>Housing</b>   |                      |
| <ul style="list-style-type: none"> <li>❖ Explore sustainable policies encouraging local units of government to develop a range housing choices. <ul style="list-style-type: none"> <li>• Amend County subdivision ordinances and policies, removing affordable housing obstacles.</li> </ul> </li> </ul>                                   | Short Term 2010-2015 |
| <ul style="list-style-type: none"> <li>❖ Explore sustainable land use regulations <ul style="list-style-type: none"> <li>• Develop conservation based ordinances.</li> </ul> </li> </ul>   | Short Term 2010-2015 |
| <ul style="list-style-type: none"> <li>❖ Maintain the environmental qualities of the county. <ul style="list-style-type: none"> <li>• Encourage development to locate in “Smart Growth” areas.</li> <li>• Promote “Cluster Housing”.</li> <li>• Promote the use of Extraterritorial Zoning in “Smart Growth” areas.</li> </ul> </li> </ul> | Long Term 2010-203   |

|   |                      |
|---|----------------------|
| <ul style="list-style-type: none"> <li>Promote sanitary districts in extraterritorial zones and in “Smart Growth” areas.</li> </ul>   |                      |
| <b>Economy</b>  |                      |
| <ul style="list-style-type: none"> <li>❖ Guide the stabilization and expansion of our economic base.</li> <li>❖ Promote the development of communications with business and education leaders.</li> <li>❖ Become sustainable and proactive with local jurisdictions.</li> <li>• Provide Dunn County Economic Development Corporation with financial and staff support to implement their function as the central agency for economic development in the County.</li> <li>• Identify sustainable development opportunities and best management practices.</li> <li>• Cooperate/coordinate with local jurisdictions and other Business Councils to:               <ul style="list-style-type: none"> <li>○ Create and maintain jobs.</li> <li>○ Support and promote education and training programs to upgrade the skills of workers.</li> <li>○ Cooperate with all local Business Councils in job retention programs.</li> <li>○ Facilitate relationships that connect existing employers with federal, state, and local incentive programs.</li> </ul> </li> <li>• Encourage sustainable commercial, agricultural, and industrial development.</li> <li>• Identify residential, commercial, agricultural, and industrial properties in need of redevelopment.</li> <li>• Define the amount of land needed for commercial and industrial development.</li> <li>• Maintain, improve and sustain the County’s social, cultural and natural resource base.</li> <li>• Support all local business councils in the county.</li> <li>• Identify resources to assist with local economic development activities.</li> <li>• Develop infrastructure to support modern commercial and industrial needs.</li> <li>• Utilize the Wisconsin Development Fund, Wisconsin Housing and Economic Development Authority, Tax Incremental Financing, Industrial Revenue Bond, Dunn County Loan Pool, and other programs that provide incentives for business development within the County.</li> <li>• Maintain balance between the value of residential, commercial, agricultural and industrial properties in the County.</li> <li>• Cooperate/coordinate with regional and state economic development organizations.</li> <li>• Lobby state legislatures.</li> <li>• Encourage and support entrepreneurial efforts and programs.</li> <li>• Participate in activities and programs that promote the county and the region.</li> </ul> | Long Term 2010-2030  |
| <b>Intergovernmental Cooperation</b>  |                      |
| <ul style="list-style-type: none"> <li>❖ Achieve consistency between other jurisdictional plans.</li> </ul>   | Short Term 2010-2015 |

|  |                      |
|--|----------------------|
| <p><b>County</b></p> <ul style="list-style-type: none"> <li>• Work with units of government to clarify policies and ordinances.</li> <li>• Amend or revise the County Zoning and Subdivision ordinances.</li> <li>• Share the County's Comprehensive Plan with community school districts and libraries.</li> </ul> <p><b>Transportation Facilities</b></p> <ul style="list-style-type: none"> <li>• Encourage local jurisdictions to meet on transportation related issues.</li> <li>• Develop educational materials about WisDOT design standards.</li> <li>• Develop a comprehensive bike/pedestrian pathway system.</li> <li>• Educate surrounding jurisdictions on the benefits of sharing equipment,<br/>VendorNet<br/><a href="http://vendornet.state.wi.us/vendornet">http://vendornet.state.wi.us/vendornet</a> is Wisconsin's electronic purchasing system. It provides a purchasing forum for governmental units. For more information contact Wisconsin Association of Public Purchasers (WAPP), <a href="http://www.wapp.org">www.wapp.org</a></li> </ul> <p><b>Transit.</b></p> <ul style="list-style-type: none"> <li>• Conduct a feasibility study for a County regional transit system</li> </ul> |                      |
| <p>❖ Achieve consistency between other jurisdictional plans.</p> <p><b>Local Jurisdictions</b></p> <ul style="list-style-type: none"> <li>• Help to establish mutually beneficial intergovernmental relations.</li> <li>• Assist to educate local jurisdictions about extraterritorial rights.</li> <li>• Help establish intergovernmental land use policies within the extraterritorial jurisdiction areas.</li> <li>• Define and monitor growth areas.</li> <li>• Facilitate intergovernmental agreements.</li> </ul>  | Long Term 2010-2030  |
| <p>❖ Create multi jurisdictional planning areas.</p> <p><b>Stormwater Management</b></p> <ul style="list-style-type: none"> <li>• Develop storm water review, standards.</li> <li>• Work cooperatively with the DNR.</li> <li>• Develop process to eliminate duplicate review efforts.</li> <li>• Create or amend County policies, standards, and/or ordinances.</li> </ul> <p><b>Environmental Corridors</b></p> <ul style="list-style-type: none"> <li>• Adopt a Dunn County definition of "Environmental Corridor".</li> <li>• Map "Environmental Corridors".</li> <li>• Incorporate "Environmental Corridors", into the Riverway Corridor Plan.</li> </ul> <p><b>Farmland Preservation</b></p> <ul style="list-style-type: none"> <li>• Revise the County Farmland Preservation Plan.</li> </ul> <p><b>Groundwater and Recharge Protection</b></p> <ul style="list-style-type: none"> <li>• Facilitate the development of intergovernmental land use policies within the sensitive groundwater recharge areas.</li> <li>• Facilitate the development of intergovernmental agreements.</li> <li>• Amend county ordinances.</li> </ul>   | Short Term 2010-2015 |

|  |                      |
|--|----------------------|
| <ul style="list-style-type: none"> <li>❖ Create multi jurisdictional planning areas.</li> </ul> <p><b>Solid Waste and Recycling</b></p> <ul style="list-style-type: none"> <li>• Promote a countywide program.</li> <li>• Expand recycling services to be more comprehensive.</li> </ul> <p><b>Protect the Aquifer</b></p> <ul style="list-style-type: none"> <li>• Encourage incorporated and unincorporated jurisdictions with a sanitary sewer system to promote the use of their sanitary service areas to surrounding jurisdictions.</li> <li>• Promote denser development in these areas.</li> <li>• Facilitate cooperative agreements.</li> </ul> <p><b>Wellhead Protection</b></p> <ul style="list-style-type: none"> <li>• Facilitate the creation of Intergovernmental land use policies within the wellhead protection areas.</li> <li>• Assist mapping wellhead protection areas.</li> <li>• Facilitate intergovernmental agreements.</li> </ul> | Long Term 2010-2030  |
| <ul style="list-style-type: none"> <li>❖ Create a library of planning materials</li> <li>• Develop an electronic library of the Comprehensive Plans.</li> <li>• Post materials on the Dunn County Web site.</li> </ul>   | Short Term 2010-2015 |
| <ul style="list-style-type: none"> <li>❖ Develop consistency regarding the vision for Dunn County</li> <li>• Compare local visions and the Dunn County Community Vision with the County's vision "GUIDING CHANGE TO MEET LOCAL COMMUNITY VISION"</li> </ul>  | Short Term 2010-2015 |
| <b>Transportation</b>  |                      |
| <ul style="list-style-type: none"> <li>❖ Continue to collect, analyze, and monitor data from the County Trunk Highway System.</li> <li>• Purchase traffic counting devices.</li> </ul>   | Short Term 2010-2015 |
| <ul style="list-style-type: none"> <li>❖ Promote a unified "standard" for local jurisdictional road projects.</li> <li>• Develop educational materials about WisDOT design standards.</li> </ul>   | Short Term 2010-2015 |
| <ul style="list-style-type: none"> <li>❖ Improve the Awareness, Safety, and Condition of Railroad Crossings</li> <li>• Inventory all crossings</li> <li>• Analyze and compare results with the Office of the Commissioner of Railroads (OCR) and Federal Railroad Administration (FRA) standards.</li> <li>• Develop an education program</li> <li>• Strengthen/improve communication between the public, OCR, Union Pacific Railroad, Canadian National Railway Company, FRA and Dunn County.</li> </ul>  | Short Term 2010-2015 |
| <ul style="list-style-type: none"> <li>❖ Promote and Support Efficient Transportation Systems</li> <li>• Provide additional choices and/or uses within County Right Of Ways. <ul style="list-style-type: none"> <li>○ Integrate pedestrians and bicycles into the county road system as much as possible.</li> <li>○ Apply for enhancement grant money.</li> <li>○ Research areas to locate additional Park and Ride lots including bicycles.</li> </ul> </li> <li>• Coordinate with WisDOT regarding grant money.</li> <li>• Develop an education about the benefits and location of</li> </ul>   | Short Term 2010-2015 |

|   |                      |
|---|----------------------|
| Park and Ride facilities.   |                      |
| <ul style="list-style-type: none"> <li>❖ <b>Promote and Support Efficient Transportation Systems</b> <ul style="list-style-type: none"> <li>• Participate in local, regional and state wide mass transit informational/educational programs.</li> </ul> </li> </ul>   | Long Term 2010-2030  |
| <b>Agricultural Natural &amp; Cultural Resources</b>  |                      |
| <ul style="list-style-type: none"> <li>❖ <b>Encourage Agricultural Education Programs</b> <ul style="list-style-type: none"> <li>• Cooperate with local school districts on agricultural related course work and career alternatives.</li> </ul> </li> </ul>  | Short Term 2010-2015 |
| <ul style="list-style-type: none"> <li>❖ <b>Create an Environmentally Sensitive Areas Policy.</b> <ul style="list-style-type: none"> <li>• Define and map Environmentally Sensitive Areas.</li> </ul> </li> </ul>   | Short Term 2010-2015 |
| <ul style="list-style-type: none"> <li>❖ <b>Improve water quality in Dunn County.</b></li> </ul> <p><b>Surface Waters</b></p> <ul style="list-style-type: none"> <li>• Provide information and educational material to raise awareness regarding water quality.</li> <li>• Implement the Dunn County Land and Water Resource Management Plan (LWRMP)</li> <li>• Develop a Dunn County Stormwater/Erosion Control Ordinance</li> </ul> <p><b>Groundwater</b></p> <ul style="list-style-type: none"> <li>• Utilize/coordinate existing County Committee structures and resources to educate landowners on the assets and liabilities of groundwater protection options.</li> <li>• Create development standards for groundwater recharge areas.</li> <li>• Amend county ordinance to include groundwater protection standards.</li> </ul> | Long Term 2010-2030  |
| <ul style="list-style-type: none"> <li>❖ <b>Update the County's Farmland Preservation Plan.</b> <ul style="list-style-type: none"> <li>• Revise the County Farmland Preservation Plan.</li> <li>• Facilitate the development of intergovernmental agreements.</li> </ul> </li> </ul>  | Short Term 2010-2015 |
| <ul style="list-style-type: none"> <li>❖ <b>Update the Sewer Service Area Plan.</b> <ul style="list-style-type: none"> <li>• Coordinate a review/amendment process with the City of Menomonie.</li> </ul> </li> </ul>   | Short Term 2010-2015 |
| <ul style="list-style-type: none"> <li>❖ <b>Implement the Dunn County Erosion Control Plan</b> <ul style="list-style-type: none"> <li>• Meet cropland erosion goal by 2015.</li> </ul> </li> </ul>  | Short Term 2010-2015 |
| <b>Land Use</b>   |                      |
| <ul style="list-style-type: none"> <li>❖ <b>Rewrite Zoning Ordinance</b> <ul style="list-style-type: none"> <li>• Update codes, ordinances, and other County programs, to implement recommendations of the County's plan.</li> </ul> </li> </ul>  | Short Term 2010-2015 |
| <ul style="list-style-type: none"> <li>❖ <b>Work in partnership with area communities to manage and guide future growth.</b> <ul style="list-style-type: none"> <li>• Promote redevelopment and urban infill.</li> <li>• Guide growth to "Smart Growth" areas where public facilities and services can be economically provided.</li> </ul> </li> </ul>   | Long Term 2010-2030  |
| <ul style="list-style-type: none"> <li>❖ <b>Encourage sustainability standards on future land use activities to account for the environmental, social, and financial impacts of land uses.</b> <ul style="list-style-type: none"> <li>• Work with local and surrounding jurisdictions to resolve inconsistencies between local land use plans over the 20 year planning horizon</li> </ul> </li> </ul>  | Long Term 2010-2030  |

|  |  |
|--|--|
| <ul style="list-style-type: none"><li>• Encourage the preservation of cultural, historic, archeological sites and environmentally sensitive areas.</li><li>• Encourage the protection of economically productive areas including farmland and forests.</li><li>• Encourage the use of conservation design neighborhood design for rural residential development in appropriate areas and where consistent with local requirements.</li><li>• Support innovative approaches to land development to increase flexibility while achieving the goals of this plan.</li><li>• Identify a sufficient supply of developable land for a range of land uses consistent with local jurisdictional needs.</li><li>• Guide development requiring higher levels of municipal utilities and services to those areas where such services are available.</li></ul> |  |
|--|--|

**Conclusion**

The Dunn County Comprehensive Plan is intended to be a “living” document. Periodic revisions and updates of the plan are critical to ensure that it is accurate and consistent with the needs and desires of the county.

Plan recommendations in this document and in the local comprehensive plans provide the basis for evaluation of development proposals and give the county a means for achieving community vision. The specific action statements are meant to serve as the mechanisms for achieving the goals and objectives, which were defined throughout the planning process. Ultimately, the success of the planning process will be measured by the future quality of life experienced by both residents and visitors to Dunn County.

**Appendix A**

**Public Participation Procedures**

Dunn County does hereby adopt the following procedures to foster public participation.

RESOLUTION NO. \_\_\_\_

**RESOLUTION TO ADOPT A PUBLIC PARTICIPATION PLAN FOR COMPREHENSIVE PLANNING**

WHEREAS, Dunn County, through the Dunn County Planning, Resources, and Development Committee, is in the process of preparing a Comprehensive Plan in accordance with Wis. Stats. §§ 66.1001 and 59.69; and

WHEREAS, the Dunn County Board of Supervisors must adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services and public meetings in every stage of the preparation of a comprehensive plan; and

WHEREAS, the written procedures shall provide for wide distribution of proposed, alternative or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the Planning, Resources, and Development Committee and for the Planning, Resources, and Development Committee to respond to such written comments; and

WHEREAS, the written procedures shall describe the methods the Planning, Resources, and Development Committee will use to distribute proposed, alternative, or amended elements of a comprehensive plan to owners of property, or to persons who have a leasehold interest in property pursuant to which the persons may extract nonmetallic mineral resources in or on property, in which the allowable use or intensity of use of the property is changed by the comprehensive plan;

NOW, THEREFORE BE IT RESOLVED that the following procedures are adopted as the official public participation procedures of Dunn County for the preparation and adoption of the County's Comprehensive Plan:

- ☐ All Planning, Resources, and Development Committee meetings shall be open to the public and shall be officially posted to notify the public as required by law. A period for public comment will be provided.
- ☐ The governmental units of adjacent or overlapping jurisdiction shall be notified of Dunn County's undertaking of the preparation of the Comprehensive Plan and their input sought on interjurisdictional issues concerning land use, municipal boundaries and service provision.
- ☐ The Planning, Resources, and Development Committee shall receive periodic reports from the County Planner during the preparation of the plan and shall have the opportunity to review and comment on materials developed for incorporation into the Comprehensive Plan.
- ☐ Draft copies of the recommended Comprehensive Plan will be available at the Environmental Services Department and other public places for the public to review and to submit written comments.
- ☐ At least 30 days before the public hearing described in Wis. Stats. § 66.1001(4)(d) is held, Dunn County shall provide written notice to all of the following:
  1. An operator who has obtained, or made application for, a permit that is described under Wis. Stats. § 295.12 (3) (d).
  2. A person who has registered a marketable nonmetallic mineral deposit under Wis. Stats. § 295.20.
  3. Any other property owner or leaseholder who has an interest in property pursuant to which the person may extract nonmetallic mineral resources, if the property owner or leaseholder requests in writing that the local governmental unit provide the property owner or leaseholder notice of the hearing described in Wis. State. § 66.1001(4)(d).
- ☐ The Planning, Resources, and Development Committee shall conduct a "Public Hearing" on the recommended Comprehensive Plan prior to County Board of Supervisor's adoption and enacting the plan by ordinance. The Public Hearing shall be preceded by a Class 1 notice under Chapter 985, Wisconsin Statutes, published at least 30 days before the hearing is held. A press release shall be issued and the public invited to comment and submit written comments.
- ☐ The County Board, through the Planning, Resources and Development Committee, shall consider and respond to written comments regarding the plan before enacting it by ordinance.
- ☐ As per Wis. Stats. § 66.1001(b), the adopted comprehensive plan will be distributed to:
  1. Every governmental body that is located in whole or in part within the boundaries of Dunn County.

2. The clerk of every local governmental unit that is adjacent to Dunn County, which is the subject of the plan.
3. The Wisconsin Department of Administration.
4. The West Central Regional Planning Commission.
5. The public libraries that serve Dunn County.

Dated the 21<sup>st</sup> day of May, 2008, at Menomonie, Wisconsin.

OFFERED BY PLANNING, RESOURCES &  
DEVELOPMENT COMMITTEE

Budget Impact

\_\_\_\_\_  
Daniel J. Fedderly, Chair

\_\_\_\_\_  
Richard H. Johnson, Vice Chair

ADOPTED ON: \_\_\_\_\_

\_\_\_\_\_  
Richard Creaser

ATTEST:

\_\_\_\_\_  
Ellen Ochs

\_\_\_\_\_  
Marilyn Hoyt, County Clerk

\_\_\_\_\_  
Joe Plouff

## **Appendix B**

### **Demographics**

#### **Final Population Projections for Wisconsin Municipalities: 2000 - 2025**

| <b>Municipality</b> |       | <b>1980</b> | <b>1990</b> | <b>2000</b> | <b>2005</b> | <b>2010</b> | <b>2015</b> | <b>2020</b> | <b>2025</b> |
|---------------------|-------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
| T COLFAX            | 660   | 691         | 909         | 993         | 1,066       | 1,130       | 1,206       | 1,286       |             |
| T DUNN              | 1,294 | 1,315       | 1,492       | 1,579       | 1,648       | 1,705       | 1,780       | 1,862       |             |
| T EAU GALLE         |       | 944         | 854         | 797         | 788         | 770         | 747         | 734         | 722         |
| T ELK MOUND         |       | 668         | 749         | 1,121       | 1,254       | 1,374       | 1,481       | 1,605       | 1,733       |
| T GRANT             | 443   | 412         | 426         | 436         | 442         | 445         | 452         | 461         |             |
| T HAY RIVER         |       | 433         | 510         | 546         | 585         | 618         | 646         | 681         | 718         |
| T LUCAS             | 699   | 644         | 658         | 678         | 690         | 698         | 714         | 731         |             |
| T MENOMONIE         | 2,453 | 2,732       | 3,174       |             | 3,399       | 3,587       | 3,746       | 3,946       | 4,159       |
| T NEW HAVEN         |       | 707         | 658         | 656         | 671         | 678         | 680         | 691         | 703         |
| T OTTER CREEK       | 337   | 339         | 474         | 529         | 578         | 622         | 673         | 725         |             |
| T PERU              | 194   | 203         | 247         | 262         | 274         | 283         | 296         | 310         |             |



|                |        |       |        |       |        |       |        |       |        |        |
|----------------|--------|-------|--------|-------|--------|-------|--------|-------|--------|--------|
| T RED CEDAR    |        | 1,278 | 1,417  | 1,673 | 1,845  | 1,999 | 2,136  | 2,296 | 2,463  |        |
| T ROCK CREEK   | 668    | 696   | 793    | 831   | 860    | 882   | 914    | 950   |        |        |
| T SAND CREEK   | 575    | 568   | 586    | 609   | 625    | 637   | 656    | 677   |        |        |
| T SHERIDAN     |        | 476   | 468    | 483   | 497    | 505   | 510    | 520   | 533    |        |
| T SHERMAN      |        | 666   | 725    | 748   | 775    | 794   | 808    | 830   | 855    |        |
| T SPRING BROOK | 1,293  | 1,293 | 1,320  | 1,392 | 1,448  | 1,493 | 1,555  | 1,622 |        |        |
| T STANTON      | 553    | 637   | 715    | 799   | 875    | 942   | 1,020  | 1,101 |        |        |
| T TAINTER      | 1,507  | 1,756 | 2,116  | 2,339 | 2,536  | 2,711 | 2,915  | 3,128 |        |        |
| T TIFFANY      | 639    | 594   | 633    | 654   | 667    | 676   | 692    | 711   |        |        |
| T WESTON       | 654    | 560   | 630    | 636   | 634    | 629   | 631    | 635   |        |        |
| T WILSON       | 464    | 490   | 500    | 516   | 527    | 534   | 548    | 562   |        |        |
| V BOYCEVILLE   | 862    | 913   | 1,043  | 1,096 | 1,137  | 1,170 | 1,216  | 1,265 |        |        |
| V COLFAX       | 1,149  | 1,110 | 1,136  | 1,165 | 1,181  | 1,189 | 1,211  | 1,236 |        |        |
| V DOWNING      |        | 242   | 250    | 257   | 261    | 263   | 262    | 265   | 268    |        |
| V ELK MOUND    |        | 737   | 765    | 785   | 815    | 837   | 852    | 877   | 905    |        |
| V KNAPP        | 419    | 419   | 421    | 428   | 430    | 429   | 433    | 438   |        |        |
| V RIDGELAND    |        | 300   | 246    | 265   | 265    | 262   | 257    | 255   | 254    |        |
| V WHEELER      |        | 231   | 348    | 317   | 317    | 313   | 307    | 305   | 304    |        |
| C MENOMONIE    | 12,769 |       | 13,547 |       | 14,937 |       | 15,632 |       | 16,153 | 16,558 |
| 17,144         | 17,788 |       |        |       |        |       |        |       |        |        |
| DUNN COUNTY    | 34,314 |       | 35,909 |       | 39,858 |       | 42,046 |       | 43,771 | 45,165 |
| 47,061         | 49,105 |       |        |       |        |       |        |       |        |        |

## **Appendix C**

**Maps**

**Existing Land Use**

**Zoning**

**Soil Productivity**

**Agriculture Enterprise Area**

**Slopes**

**Woodlands**

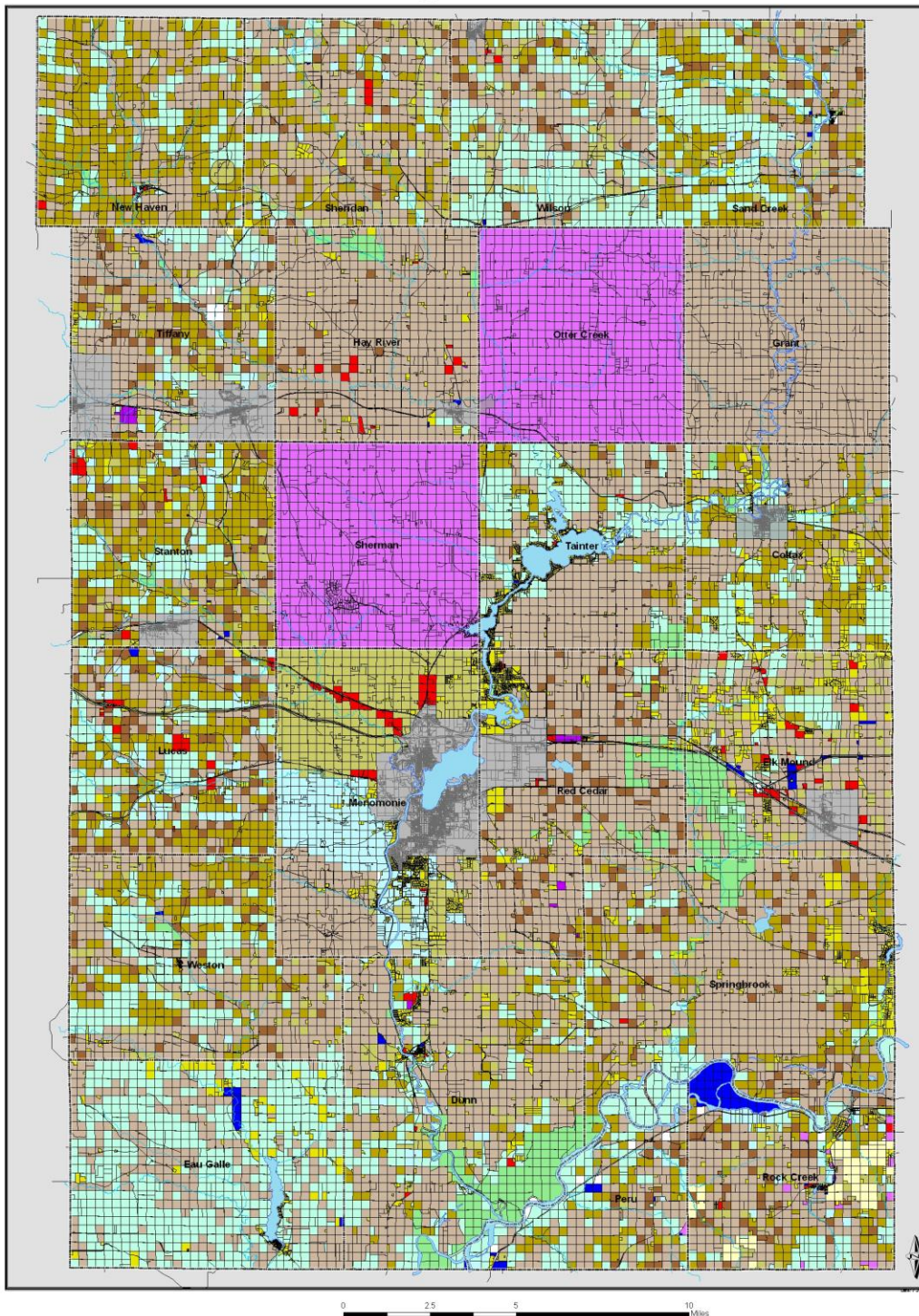
**Floodplain and Wet Areas**

**Public Utility Service Areas**

**School Districts**

**Preferred Land Use**

# Dunn County Existing Land Use

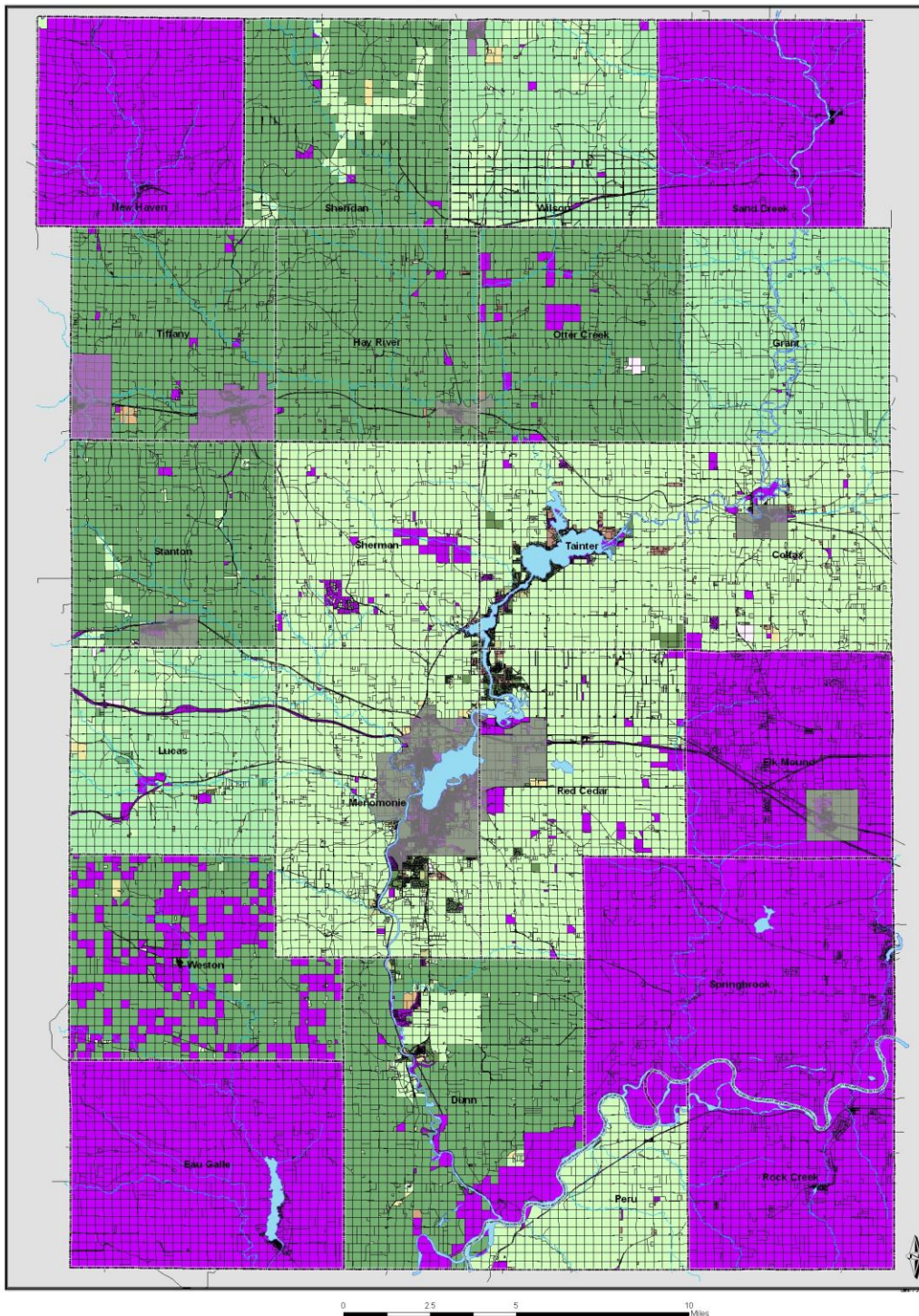


## Legend

|             |                   |                   |                     |
|-------------|-------------------|-------------------|---------------------|
| Industrial  | Residential-Woods | Farmstead         | Information Pending |
| Commercial  | Residential-Ag    | Mixed             | Irrigated           |
| Residential | Farmland          | Public Recreation |                     |
|             | Farmland-Woods    | Public            |                     |



# Dunn County Zoning Districts



NOTE: Information on this map is generalized for planning purposes which does not replace the need for site-specific evaluation and verification. In the legend, under the category "no zoning data" shows areas in the County where either: Land has been split and zoning data for the parent parcel and the newly created lot was not available at the time the map was generated. Land has been rezoned and the zoning data was not available at the time the map was generated. Or, The jurisdiction is not regulated under the County's Zoning Ordinance (Unzoned).

## Legend

### Zoning

### ZONE1

### No zoning data

### A1

A2

A3

C

I

NT

R1

R2

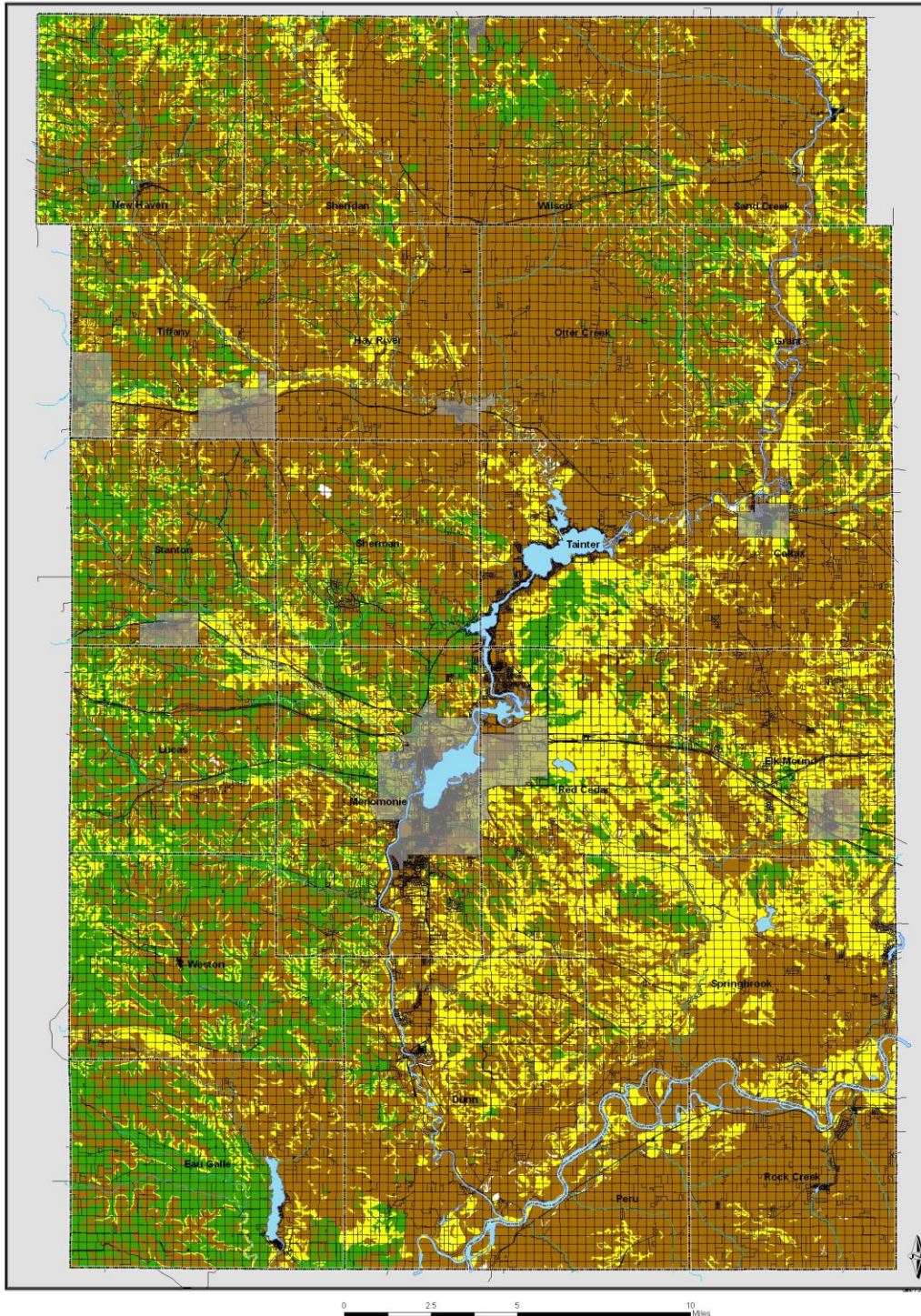
RC

RH

SR



# Dunn County Soil Productivity



NOTE: Information on this map is generalized for planning purposes which does not replace the need for site-specific evaluation and verification.

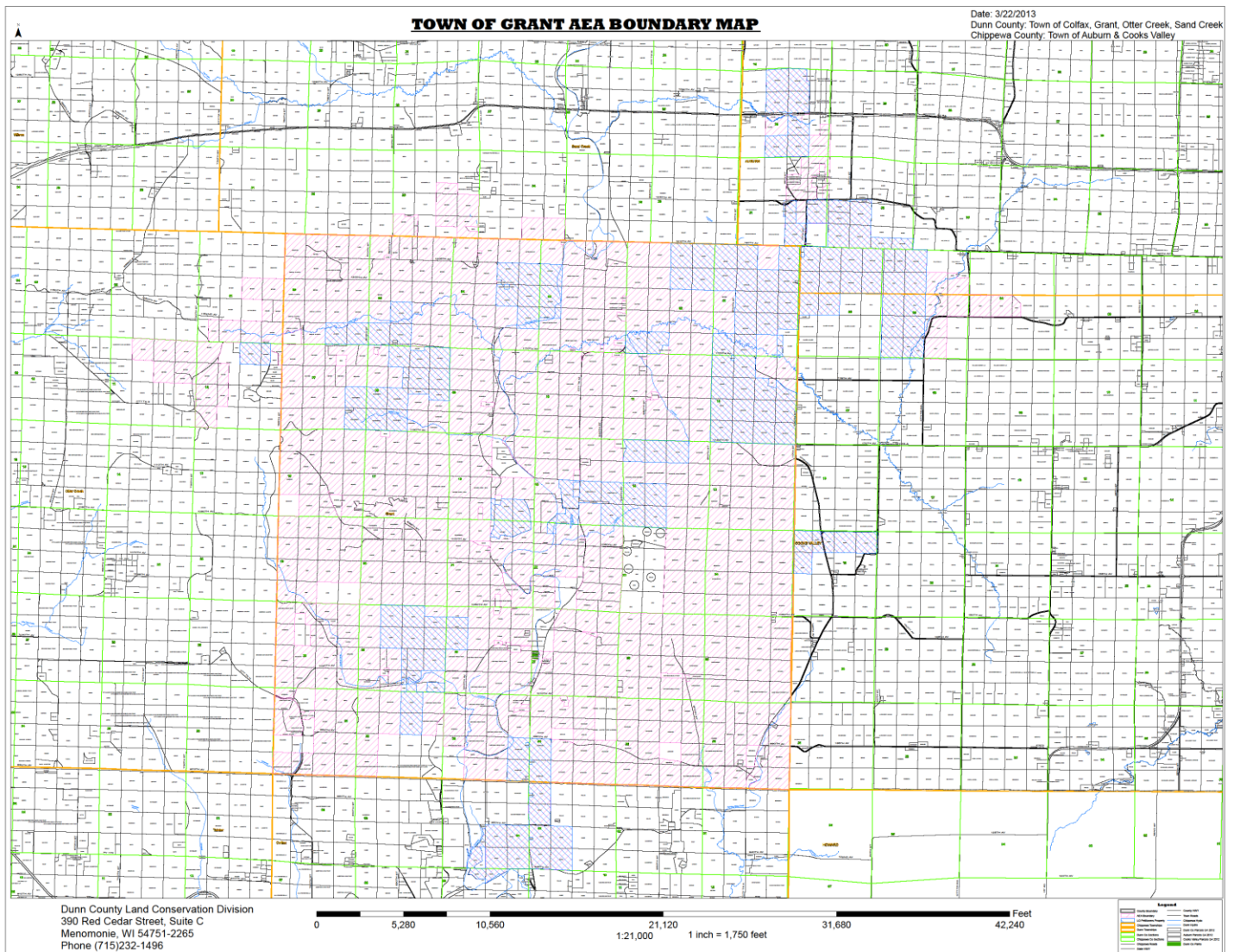
This map identifies soil productivity according to the 8 land capability classes as defined by the USDA-NRCS-Wisconsin Technical Guide. Each class reflects the land's relative suitability for crops, grazing, forestry and wildlife. Class 1 and 2 soils were combined and classified as soils of High Agricultural Importance, class 3 soils were classified as soils of Medium Agricultural Importance and class 4-8 soils were combined and classified as soils of Low Agricultural Importance.

Soil Productivity on this map does not show soils being irrigated. Irrigation of class 3-8 soils could significantly improve the classification of those soils with respect to their importance for agricultural uses.

## Legend

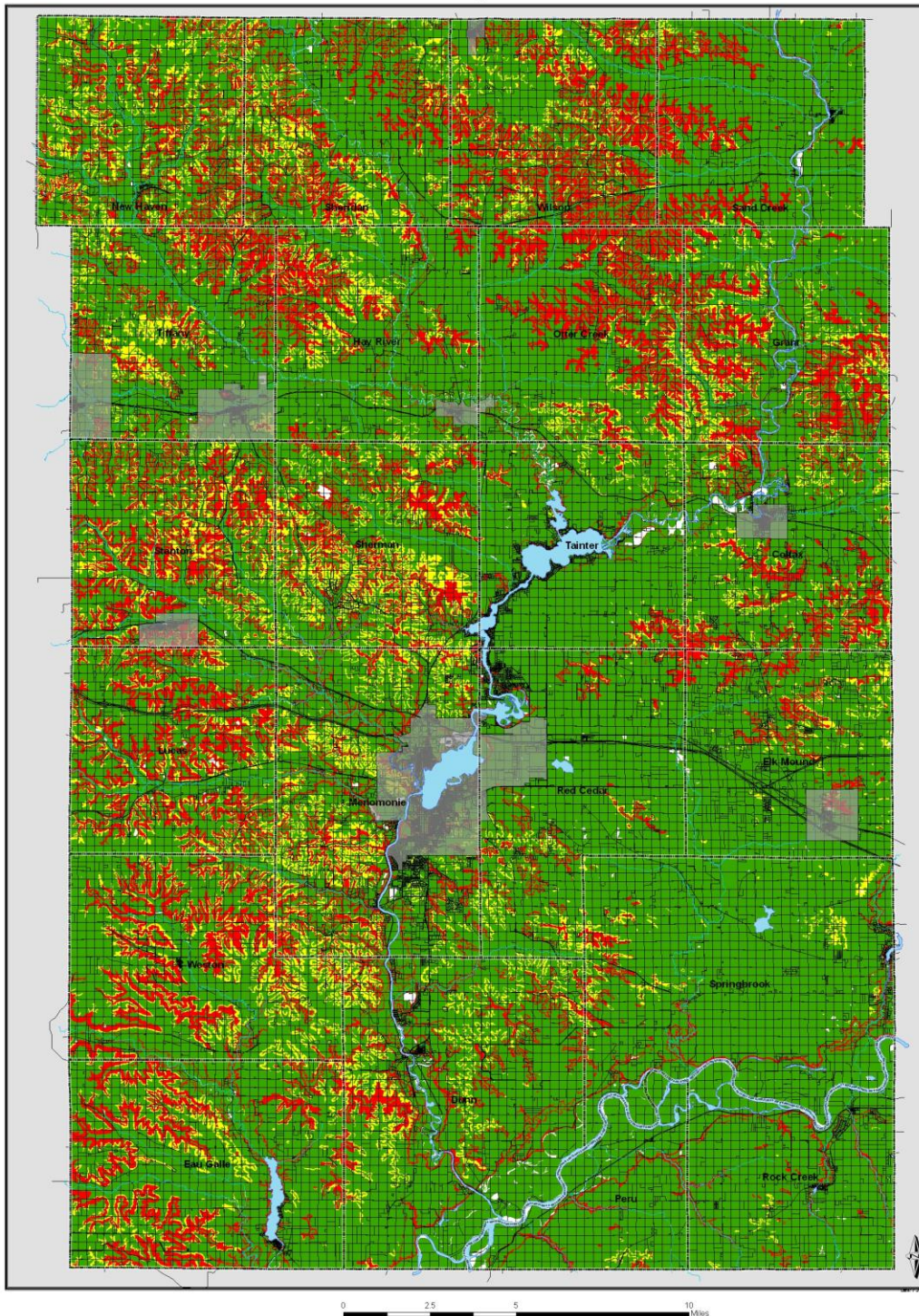
- High Agricultural Importance
- Medium Agricultural Importance
- Low Agricultural Importance







# Dunn County Slopes



NOTE: Information on this map is generalized for planning purposes which does not replace the need for site-specific evaluation and verification.

Slopes are categorized into three areas:  
 Areas with slopes of 0-12%, Slight Limitations.  
 Areas with slopes of 13%-19%, Moderate Limitations.  
 Areas with slopes 20% and greater, Severe Limitations.

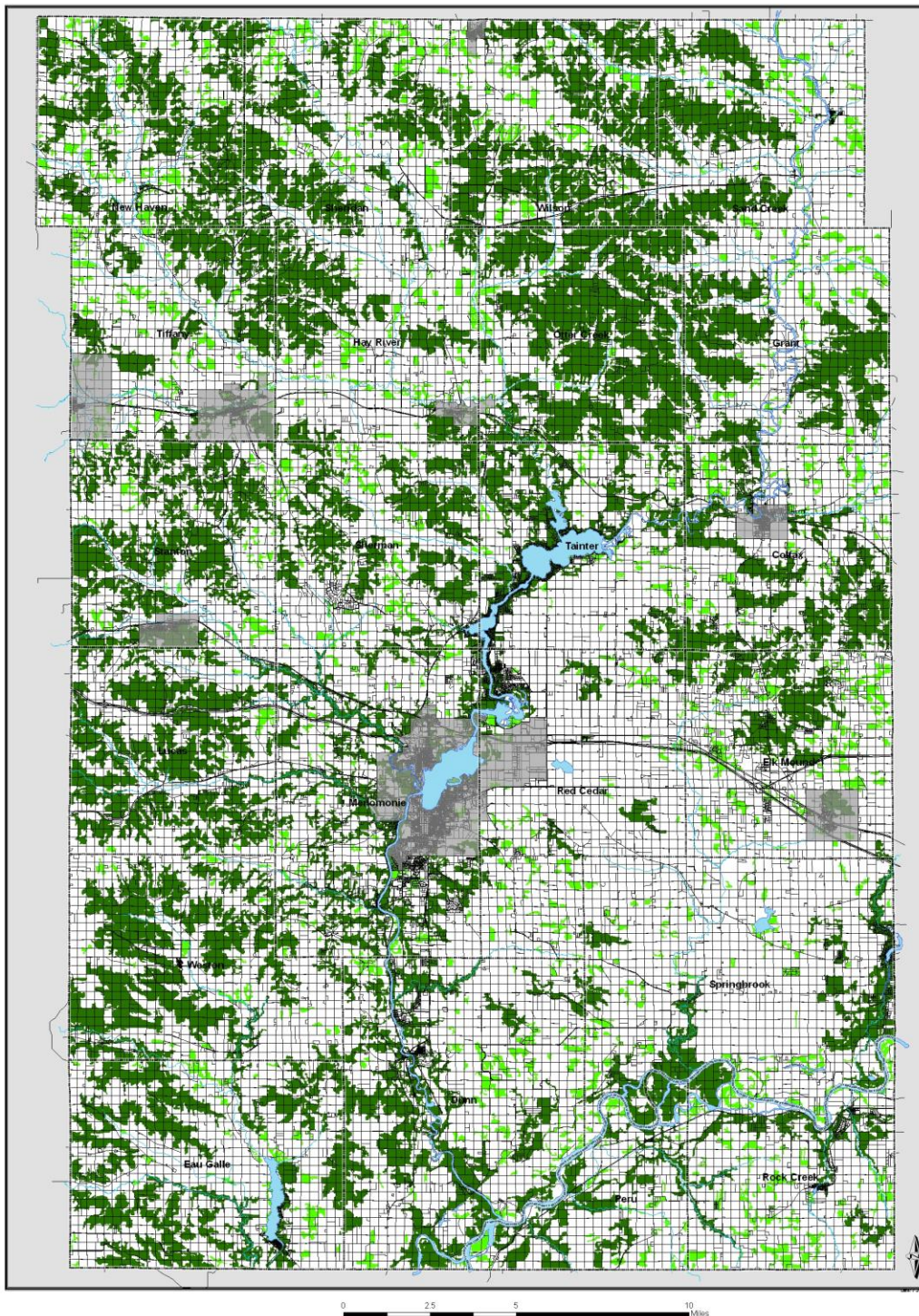
For the purpose of this plan (map) Steep Slopes are any area where the slope of the land is greater than 12%. Limitations represent the effect of direct runoff to receiving waters or wetlands. Development on slopes should follow state approved construction site erosion controls, and implement best management practices to control on site runoff, erosion and pollution. Development on slopes with severe limitations should be highly discouraged or strongly regulated.

## Legend

- Slight Limitations
- Moderate Limitations
- Severe Limitations



# Dunn County Woodlands



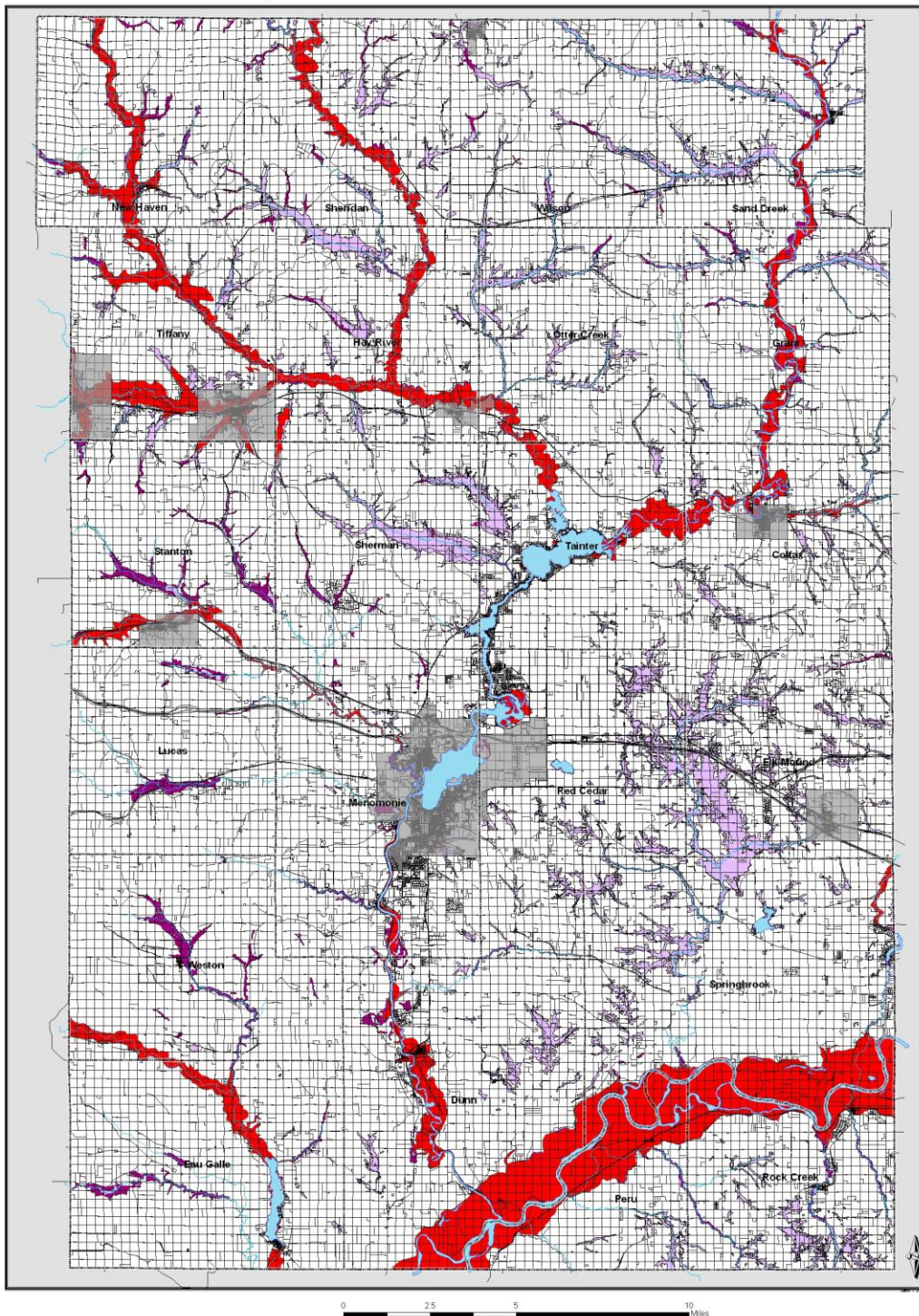
NOTE: Information on this map is generalized for planning purposes which does not replace the need for site-specific evaluation and verification. For the purpose of this map woodlands are contiguous wooded areas, divided into two categories. Woodlands greater than 200 acres shows the minimum area needed to sustain the biodiversity of plant and animal species. Woodlands 10 acres or greater shows areas that could qualify for enrollment in the State's Managed Forest Program.

## Legend

- Woodlands Greater than 200 Acres
- Woodlands 10 Acres or Greater



# Dunn County Floodplain and Wet Areas



NOTE: Information on this map is generalized for planning purposes which does not replace the need for site-specific evaluation and verification.

Flood areas are divided into two categories;  
100 Year Floodplain are areas subject to flooding as delineated by Federal Emergency Management Agency (FEMA).

Frequently Flooded are areas identified in the 2000 Natural Resources Conservation Services (NRCS) digital soil survey where flooding has occurred.

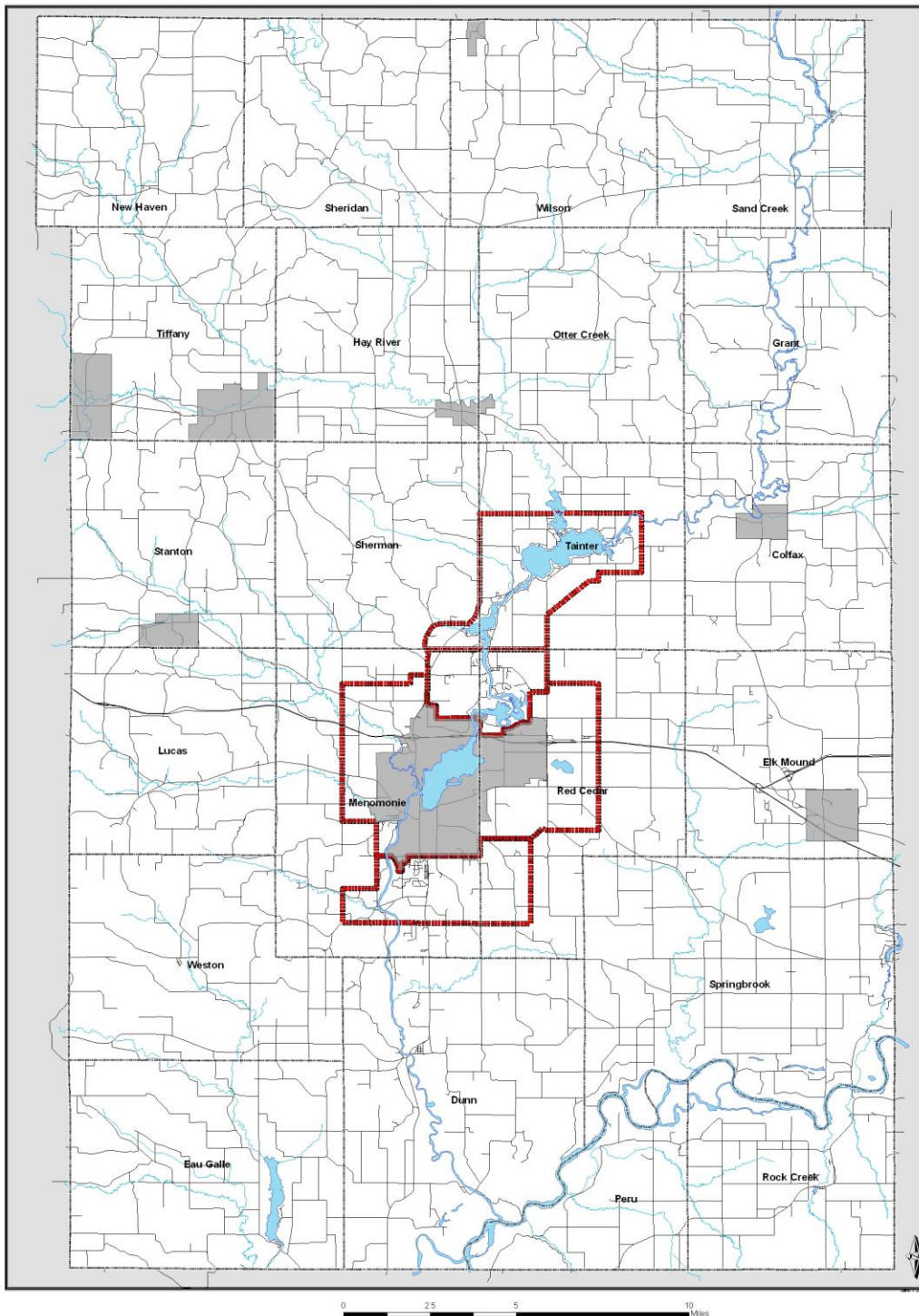
Wet Areas are not State mapped wetlands but are areas identified in the 2000 Natural Resources Conservation Services (NRCS) digital soil survey as Hydric soils areas. Hydric soils are a strong indicator of Wetlands.

## Legend

- 100 Year Floodplain
- Frequently Flooded
- Wet Areas

# Dunn County

## Public Utility Service Areas



NOTE: Information on this map is generalized for planning purposes which does not replace the need for site-specific evaluation and verification.

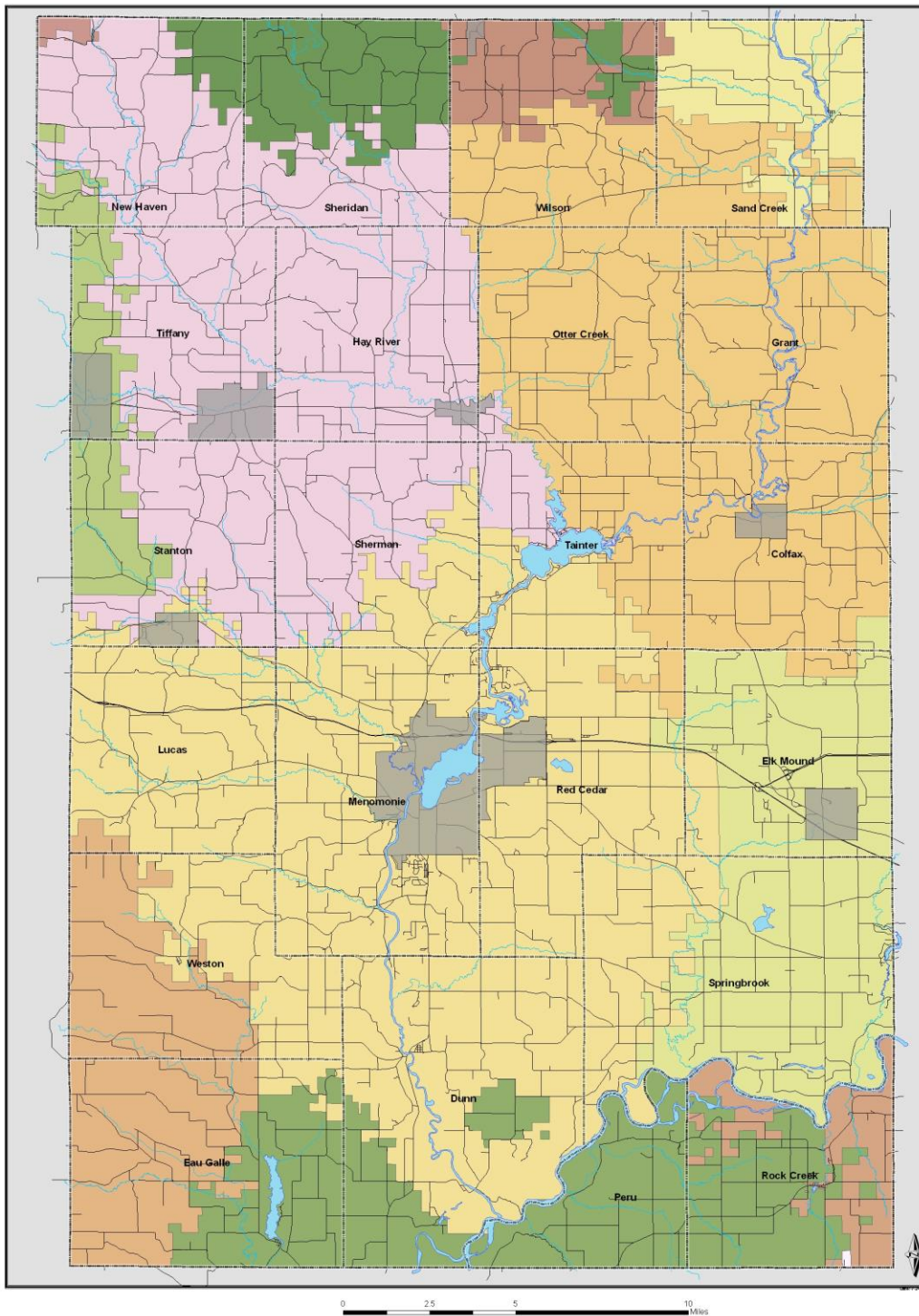
The only jurisdiction with a Public Utility Service Area greater than its corporate boundary is the City of Menomonee. The area shown as "San Sewer Service Area" represents the area that the city has system capacity to serve and is an area where sanitary sewer service could be extended.

**Legend**  
 San Sewer Service



# Dunn County

## School Districts

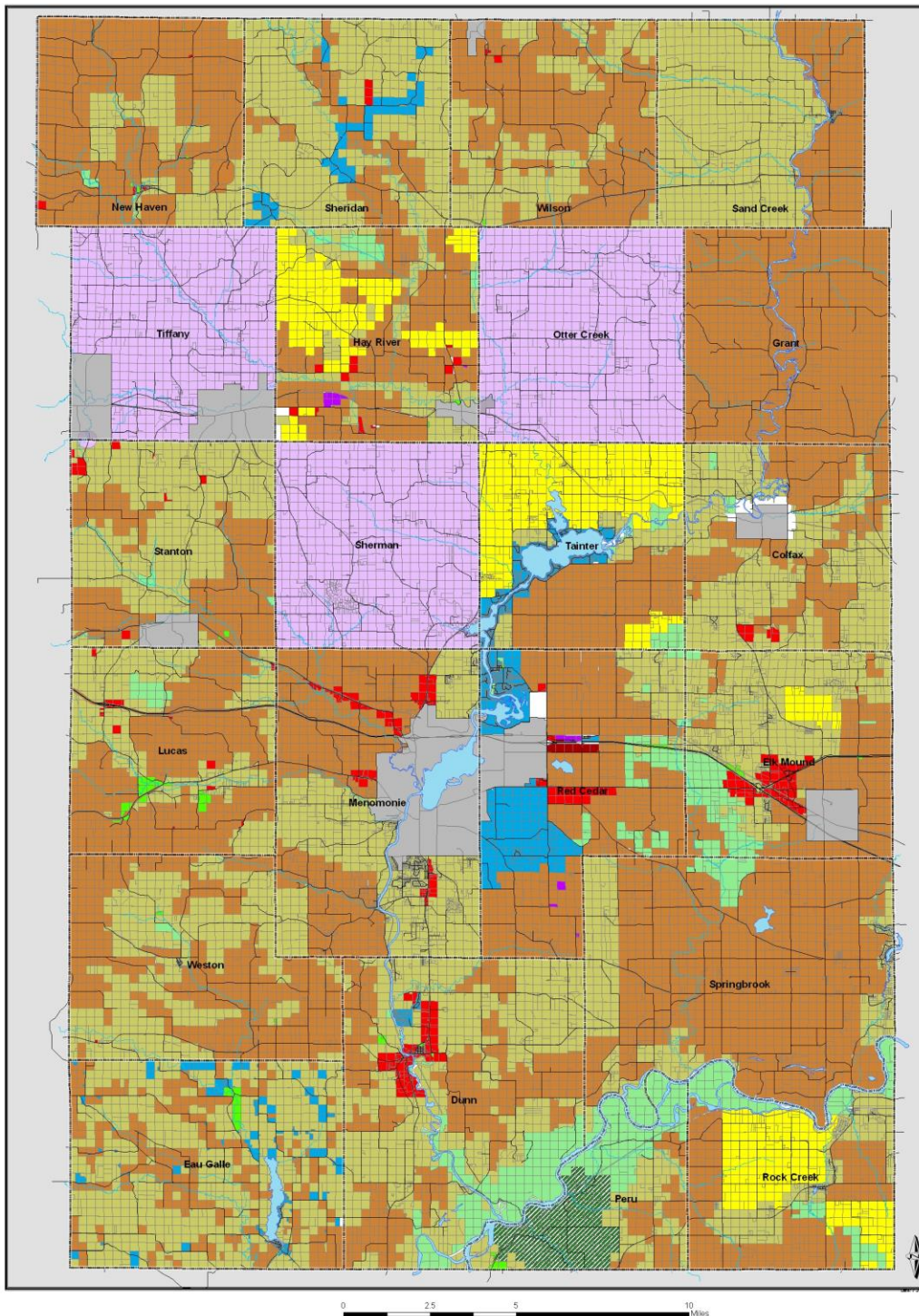


### Legend

|            |            |            |               |              |
|------------|------------|------------|---------------|--------------|
| Barron     | Chetek     | Durand     | Elmwood       | Mondovi      |
| Bloomer    | Clear Lake | Eau Claire | Glenwood City | Prairie Farm |
| Boyceville | Colfax     | Elk Mound  | Menomonie     |              |



# Dunn County Preferred Land Use



## Legend

|                |                         |                     |
|----------------|-------------------------|---------------------|
| Industrial     | Farmland                | Highway Commercial  |
| Commercial     | Public Recreation       | Conservancy         |
| Residential    | Public                  | Information Pending |
| Residential-Ag | Low Density Residential |                     |

NOTE: Information on this map is generalized for planning purposes which does not replace the need for site-specific evaluation and verification.  
 This map is a compilation of local and county land use maps and is based on the following:  
 \* Recognizes the future land uses from local comprehensive plans  
 \* Preferred land uses are divided into three major categories:  
 - Residential  
 - Non Residential  
 - Agriculture

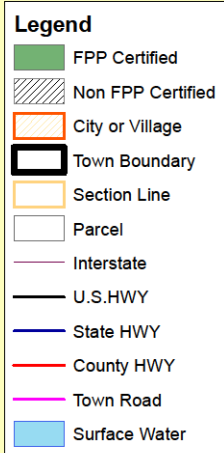
## **Appendix D**

### **Farmland Preservation Maps**

**Colfax**

# Farmland Preservation Plan Map for Town of Colfax Dunn County, WI

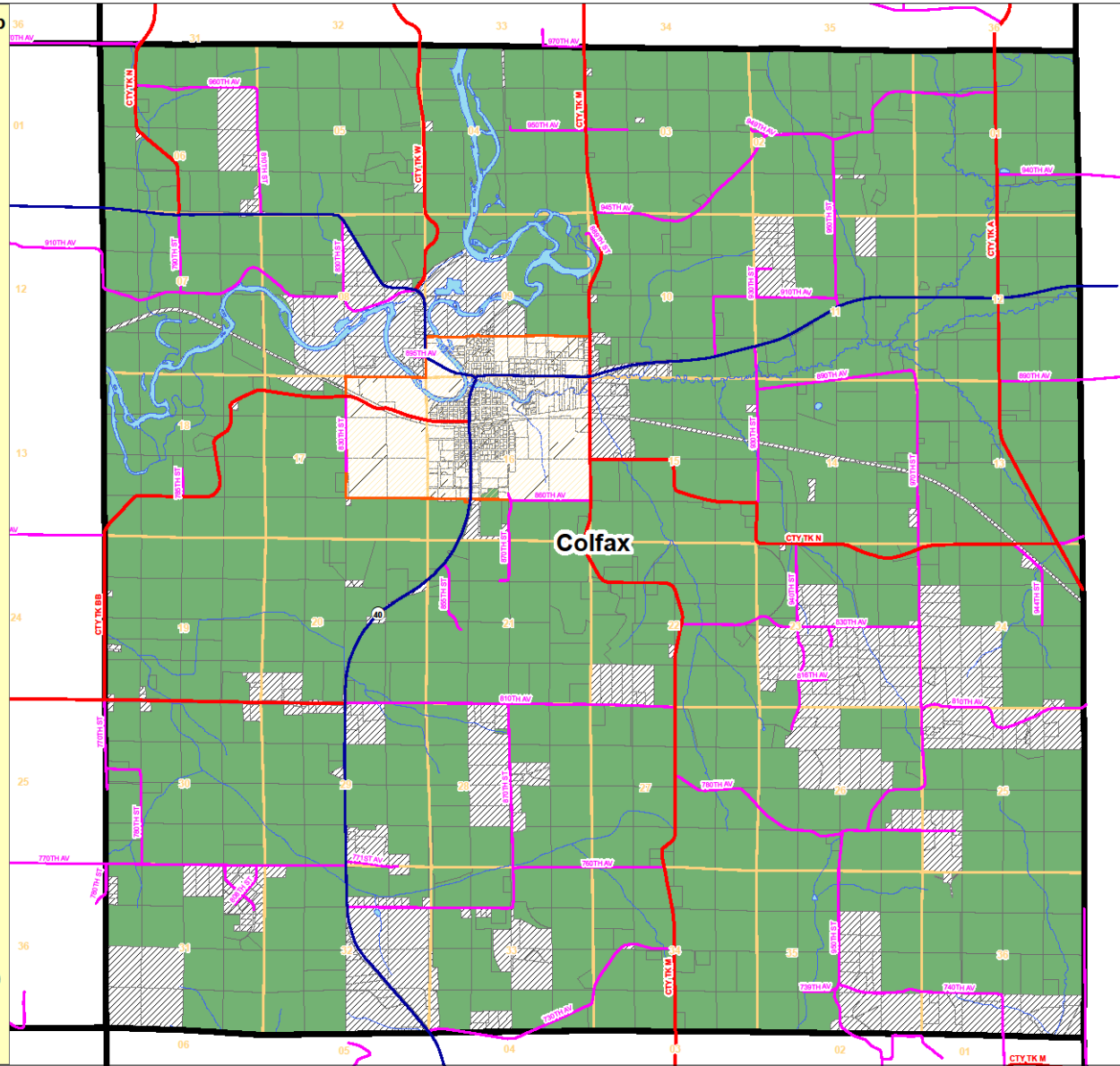
In the event of any conflict between the language or interpretation with the Dunn County Preferred Land Use Map and this Farmland Preservation Plan Map, this map shall supersede all other future land use classifications on the Preferred Land Use Map.



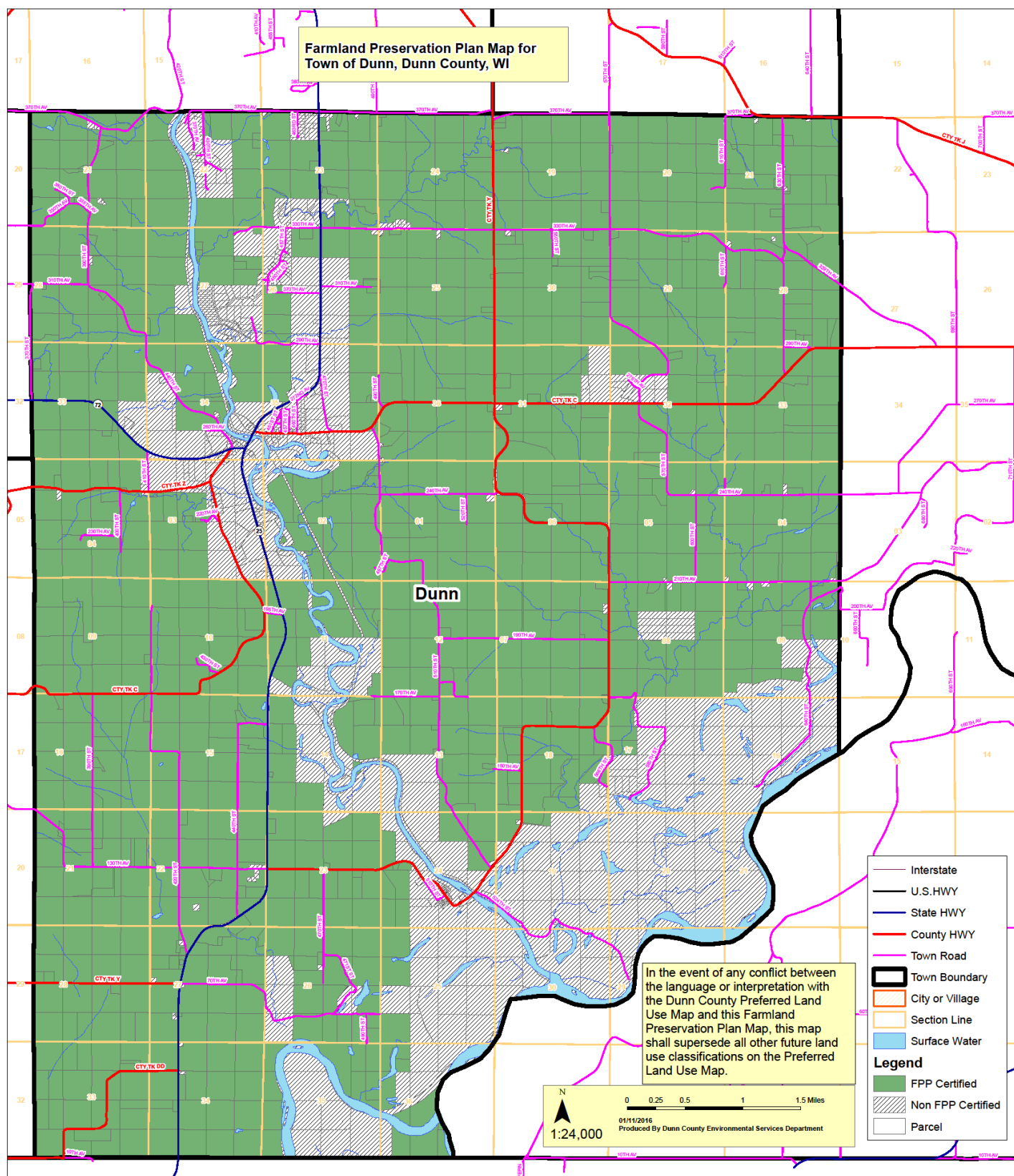
1:24,000

0 0.25 0.5 1 1.5 Miles

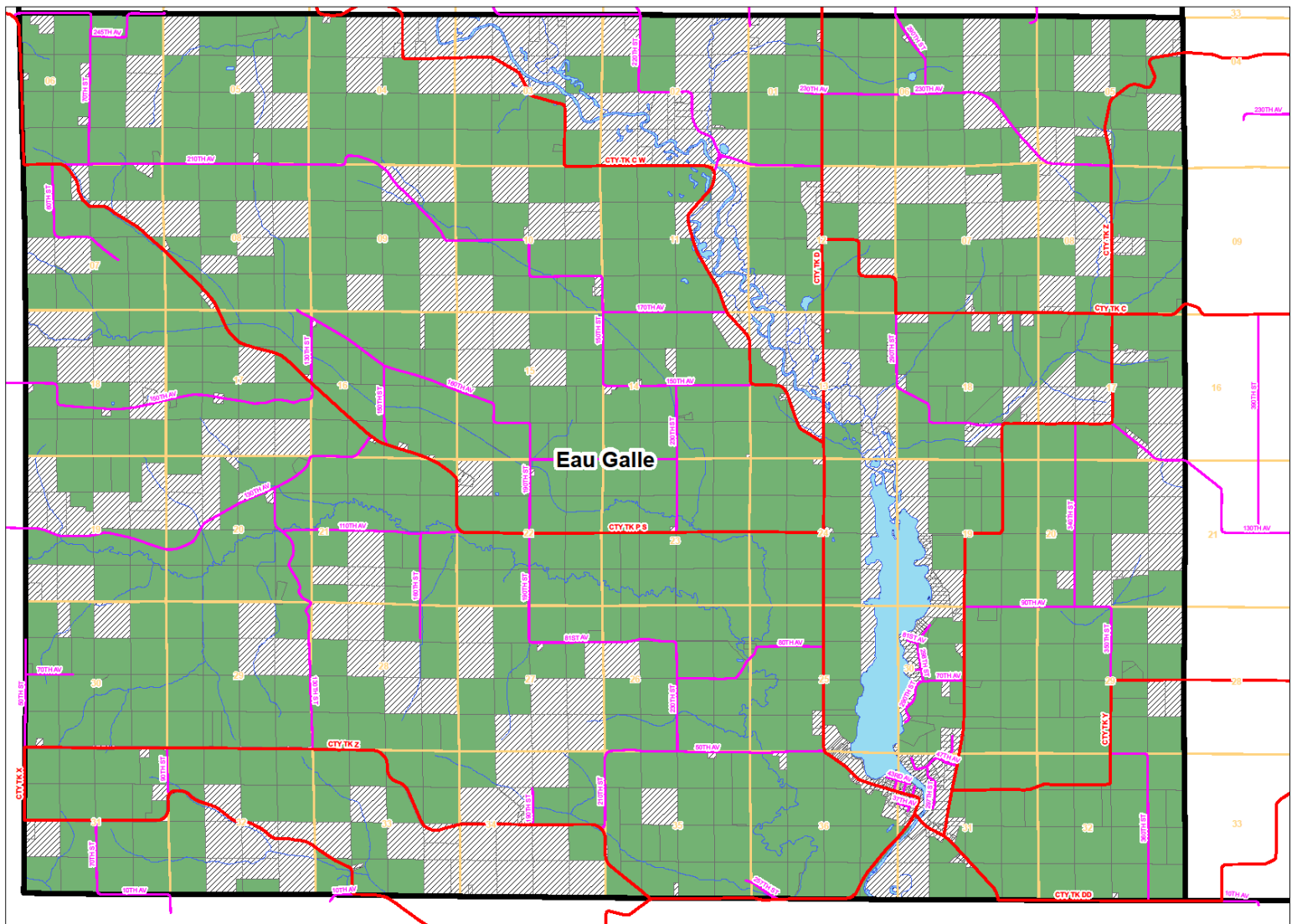
01/11/2016  
Produced By Dunn County Environmental Services Department







# Eau Galle



- Interstate
- U.S.HWY
- State HWY
- County HWY
- Town Road
- ▬ Town Boundary
- ▬ City or Village
- ▬ Section Line
- ▬ Surface Water
- Legend**
- FPP Certified
- ▨ Non FPP Certified
- Parcel

In the event of any conflict between the language or interpretation with the Dunn County Preferred Land Use Map and this Farmland Preservation Plan Map, this map shall supersede all other future land use classifications on the Preferred Land Use Map.



0 0.25 0.5 1 1.5 Miles  
01/11/2016  
Produced By Dunn County Environmental Services Department

**Farmland Preservation Plan Map for  
Town of Eau Galle, Dunn County, WI**



# Elk Mound

## Farmland Preservation Plan Map for Town of Colfax Dunn County, WI

In the event of any conflict between the language or interpretation with the Dunn County Preferred Land Use Map and this Farmland Preservation Plan Map, this map shall supersede all other future land use classifications on the Preferred Land Use Map.

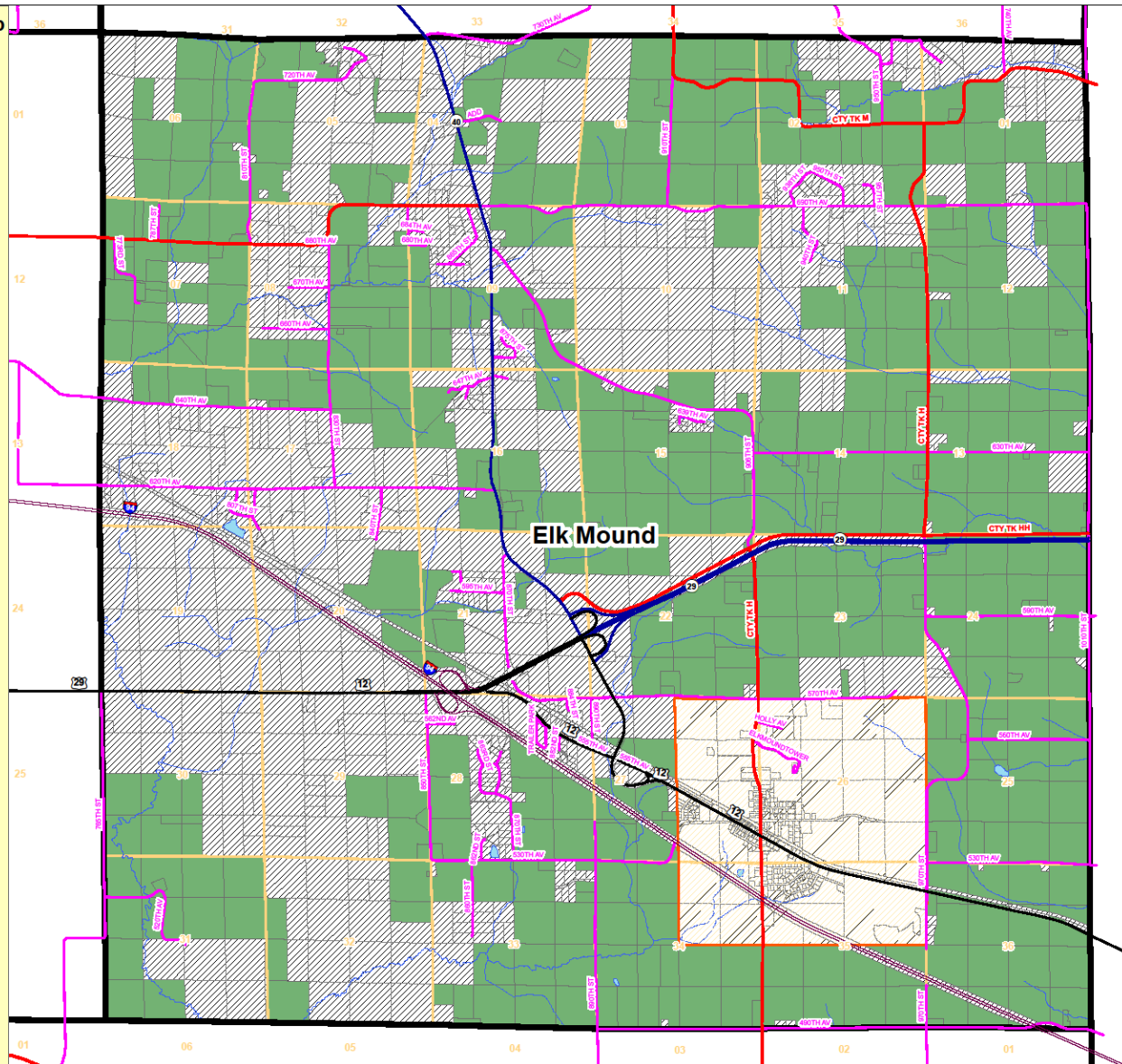
### Legend

- FPP Certified
- Non FPP Certified
- City or Village
- Town Boundary
- Section Line
- Parcel
- Interstate
- U.S.HWY
- State HWY
- County HWY
- Town Road
- Surface Water

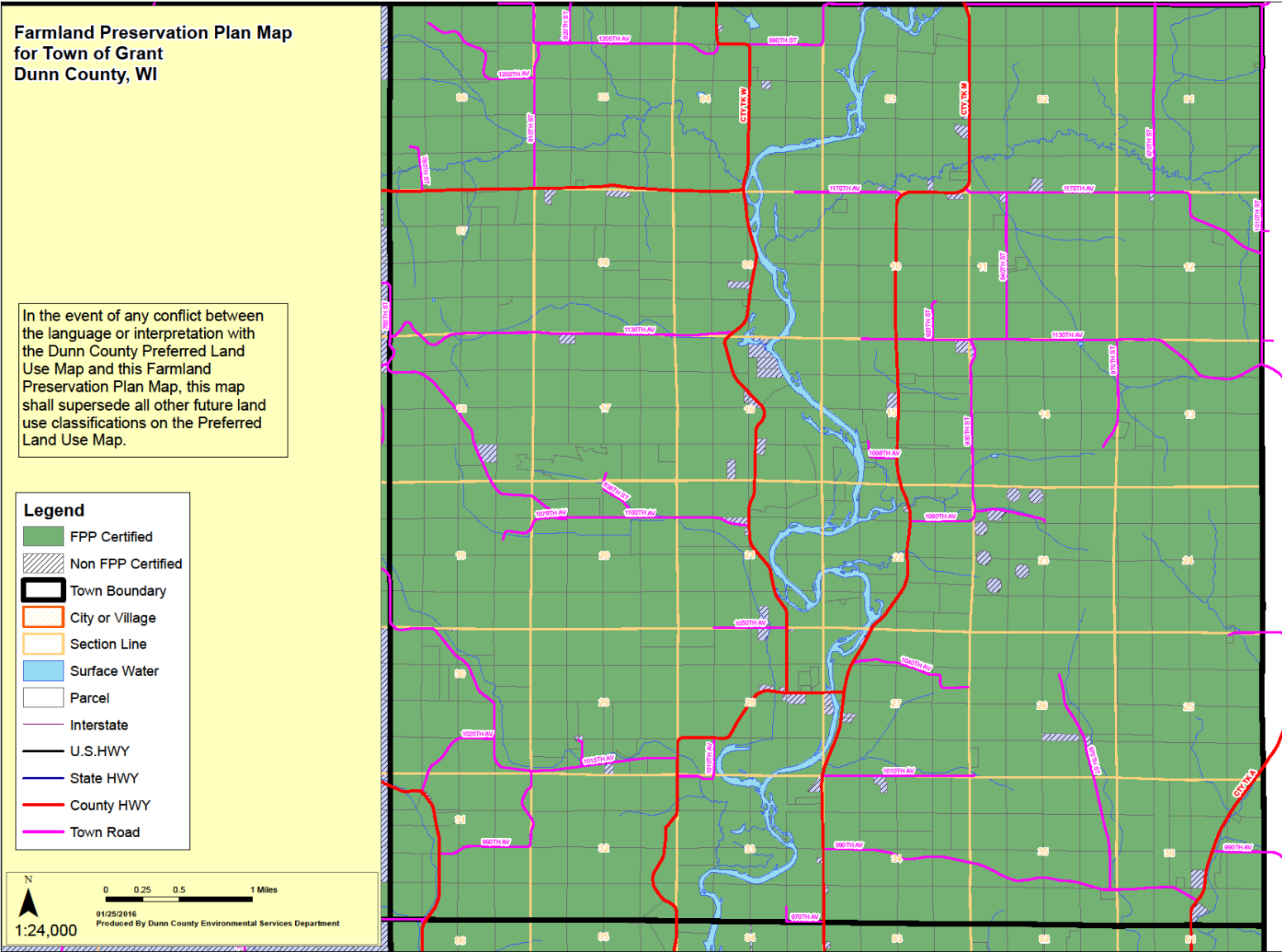
N  
1:24,000

0 0.25 0.5 1 1.5 Miles

01/11/2016  
Produced By Dunn County Environmental Services Department



Grant



# Hay River

## Farmland Preservation Plan Map for Town of Hay River Dunn County, WI

In the event of any conflict between the language or interpretation with the Dunn County Preferred Land Use Map and this Farmland Preservation Plan Map, this map shall supersede all other future land use classifications on the Preferred Land Use Map.

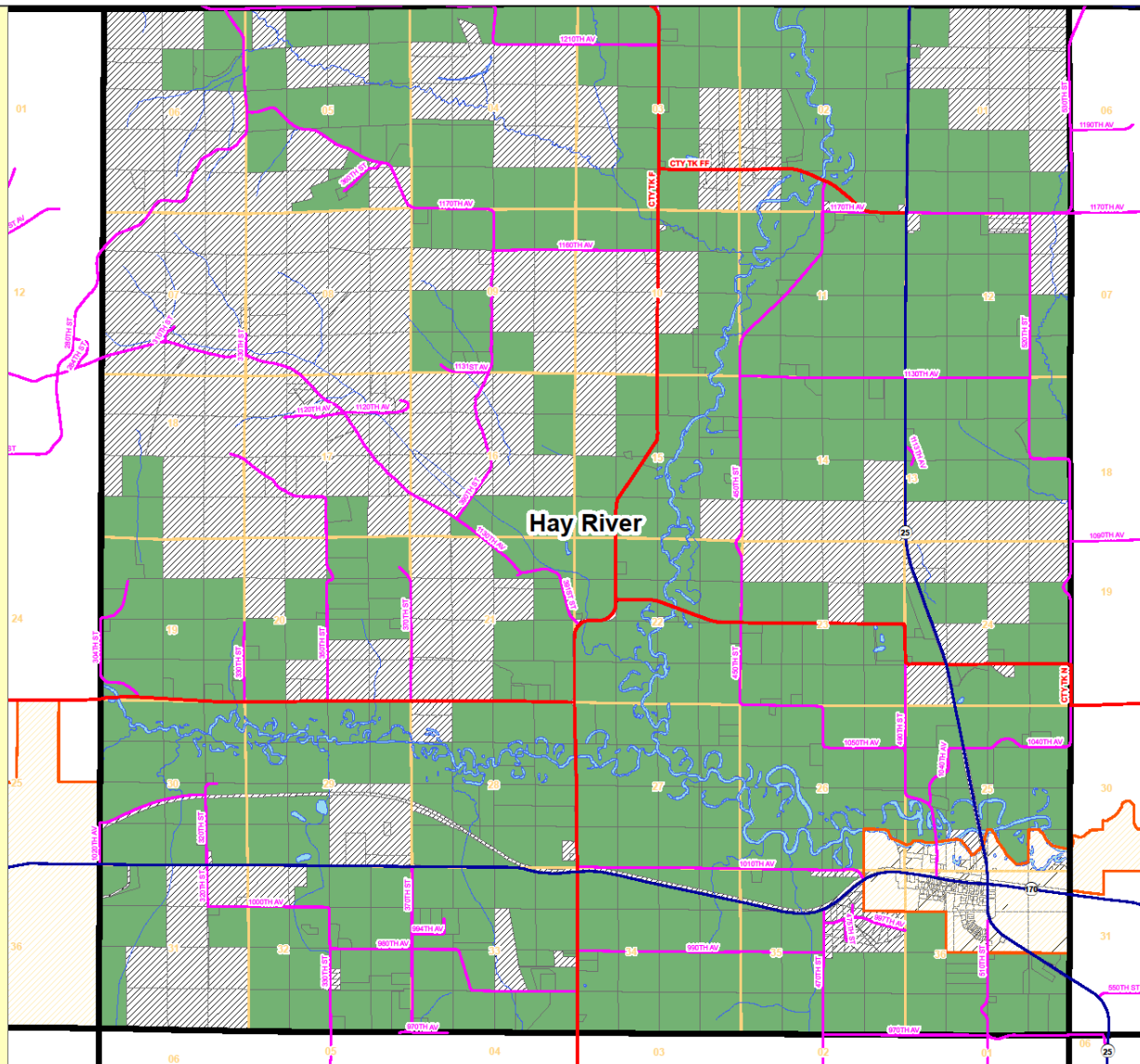
### Legend

- FPP Certified
- Non FPP Certified
- City or Village
- Town Boundary
- Section Line
- Parcel
- Interstate
- U.S.HWY
- State HWY
- County HWY
- Town Road
- Surface Water

N  
1:24,000

0 0.25 0.5 1 1.5 Miles

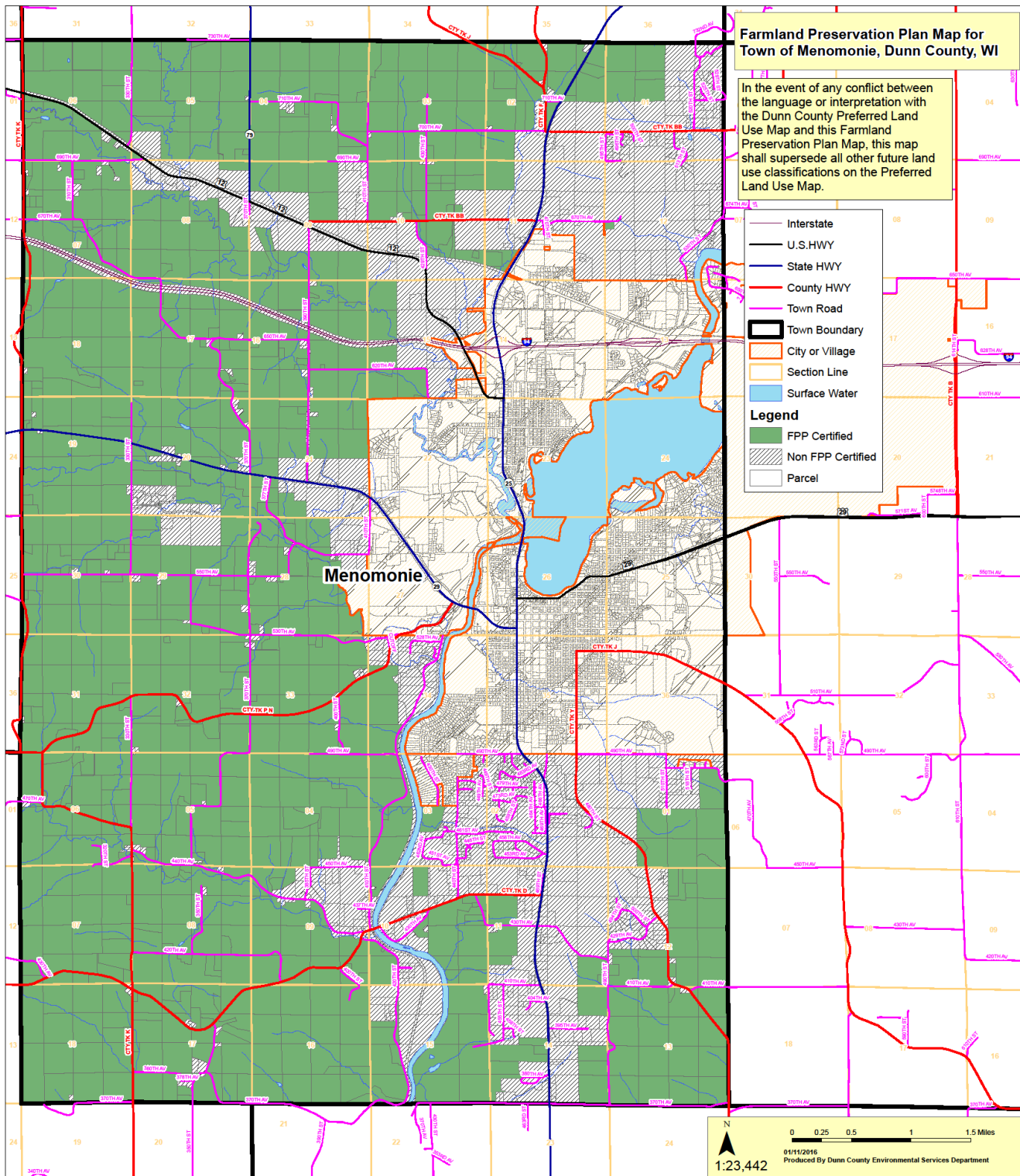
01/11/2016  
Produced By Dunn County Environmental Services Department



**Lucas**



# Menomonie



# New Haven

## Farmland Preservation Plan Map for Town of New Haven Dunn County, WI

In the event of any conflict between the language or interpretation with the Dunn County Preferred Land Use Map and this Farmland Preservation Plan Map, this map shall supersede all other future land use classifications on the Preferred Land Use Map.

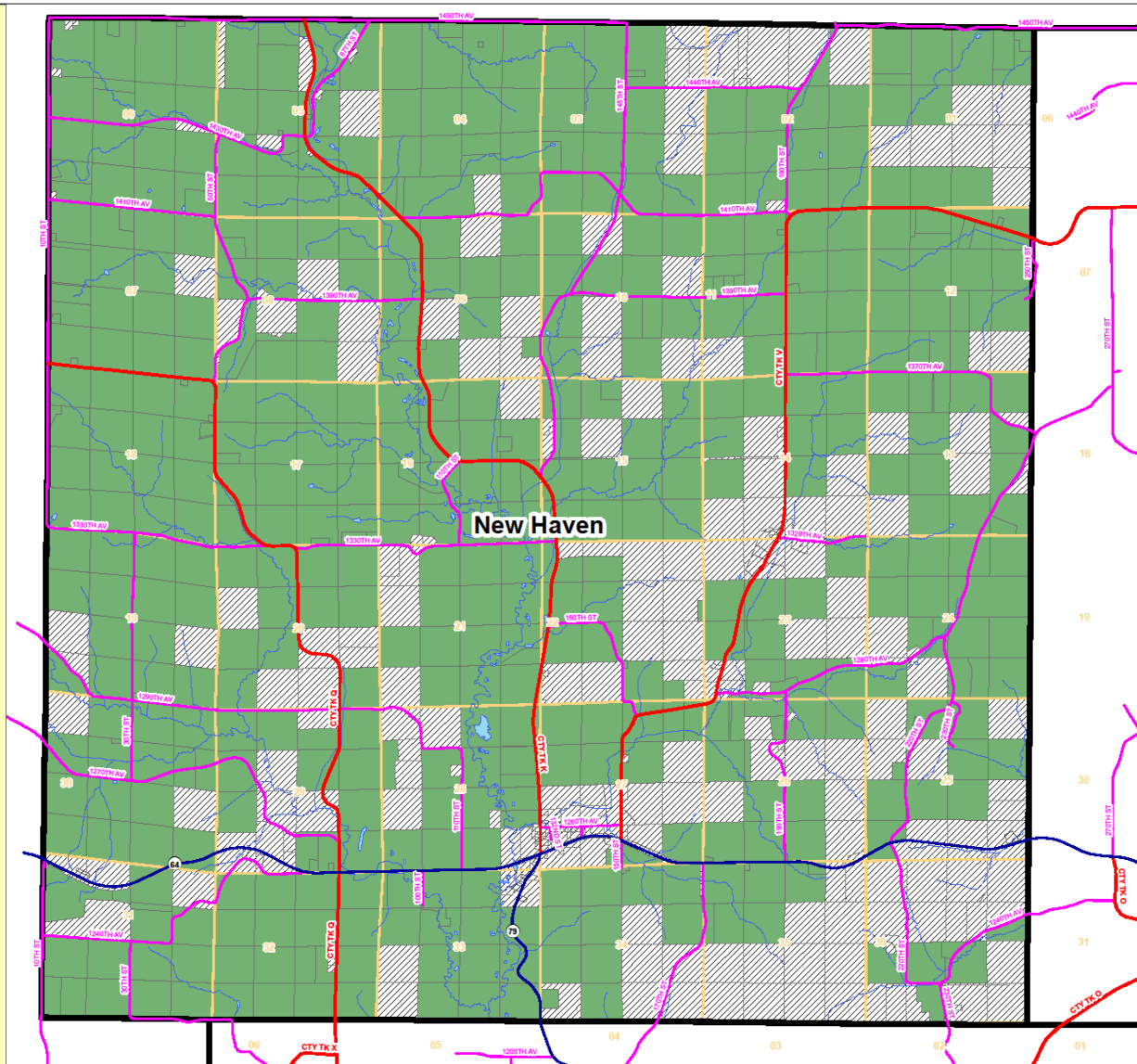
### Legend

- FPP Certified
- Non FPP Certified
- City or Village
- Town Boundary
- Section Line
- Parcel
- Interstate
- U.S.HWY
- State HWY
- County HWY
- Town Road
- Surface Water

N  
1:24,000

0 0.25 0.5 1 1.5 Miles

01/06/2016  
Produced By Dunn County Environmental Services Department



# Otter Creek

## Farmland Preservation Plan Map for Town of Otter Creek Dunn County, WI

In the event of any conflict between the language or interpretation with the Dunn County Preferred Land Use Map and this Farmland Preservation Plan Map, this map shall supersede all other future land use classifications on the Preferred Land Use Map.

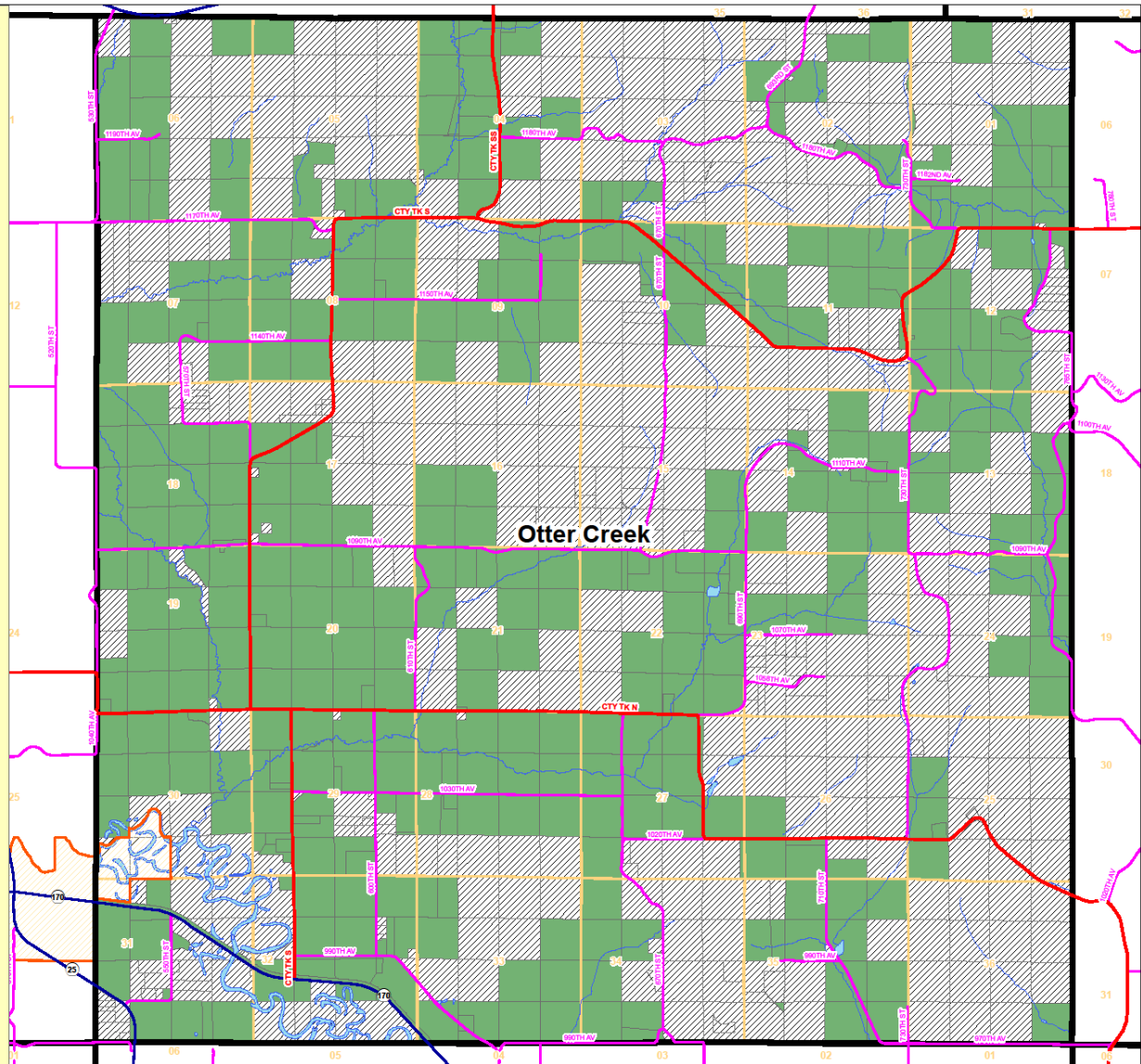
### Legend

- FPP Certified
- Non FPP Certified
- City or Village
- Town Boundary
- Section Line
- Parcel
- Interstate
- U.S.HWY
- State HWY
- County HWY
- Town Road
- Surface Water

N  
1:24,000

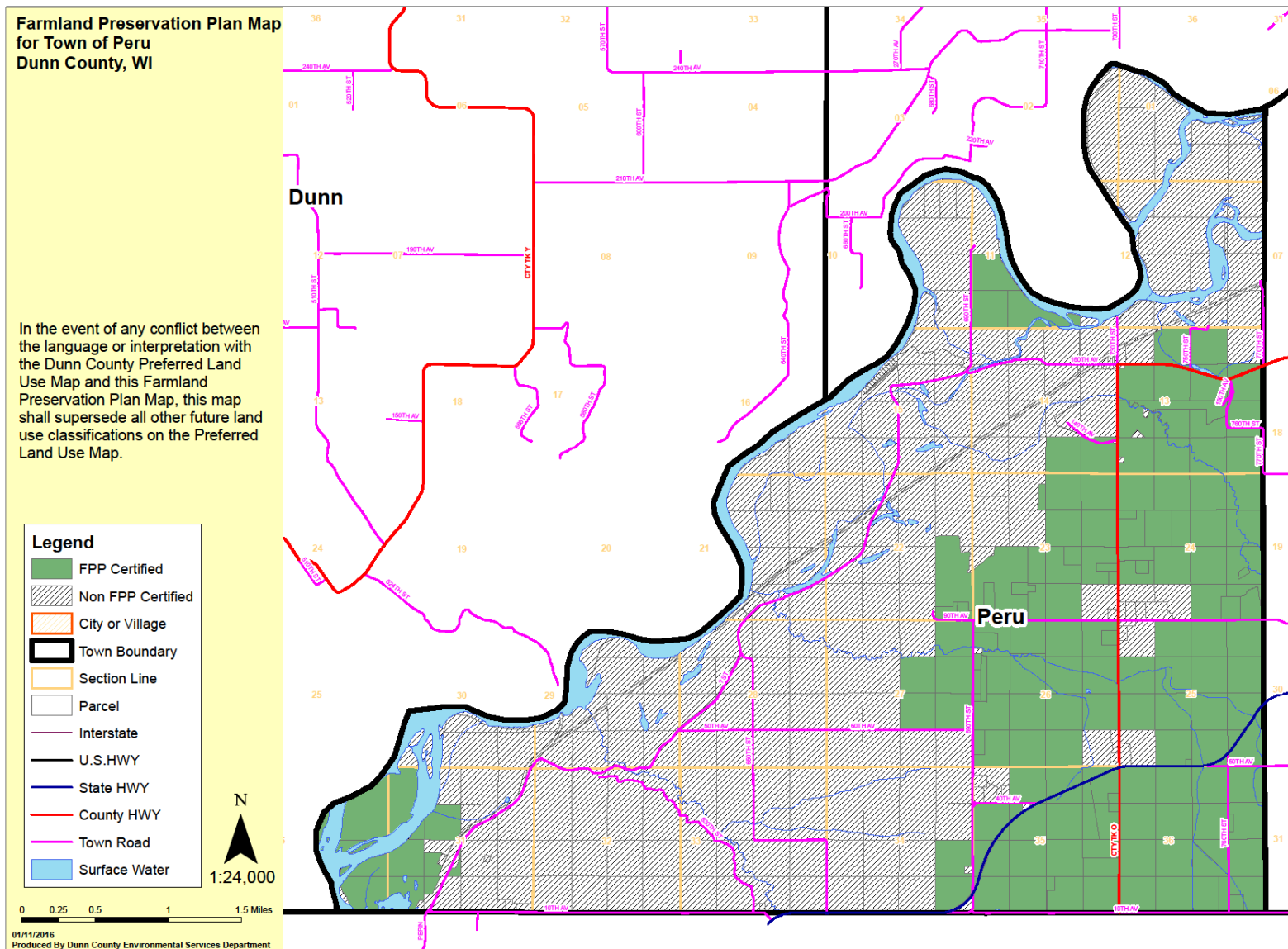
0 0.25 0.5 1 1.5 Miles

01/11/2016  
Produced By Dunn County Environmental Services Department



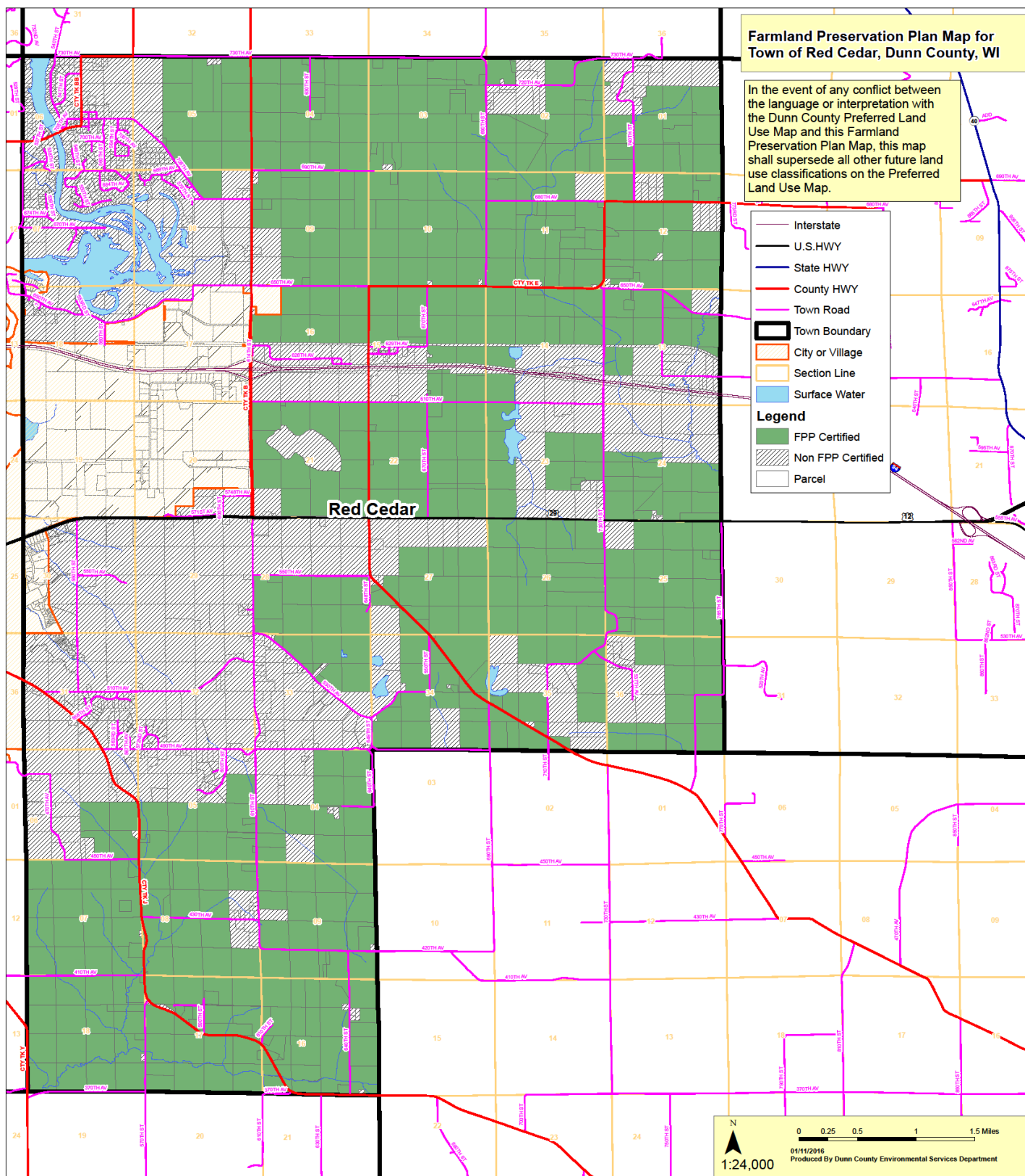


# Peru





# Red Cedar



# Rock Creek

## Farmland Preservation Plan Map for Town of Rock Creek Dunn County, WI

In the event of any conflict between the language or interpretation with the Dunn County Preferred Land Use Map and this Farmland Preservation Plan Map, this map shall supersede all other future land use classifications on the Preferred Land Use Map.

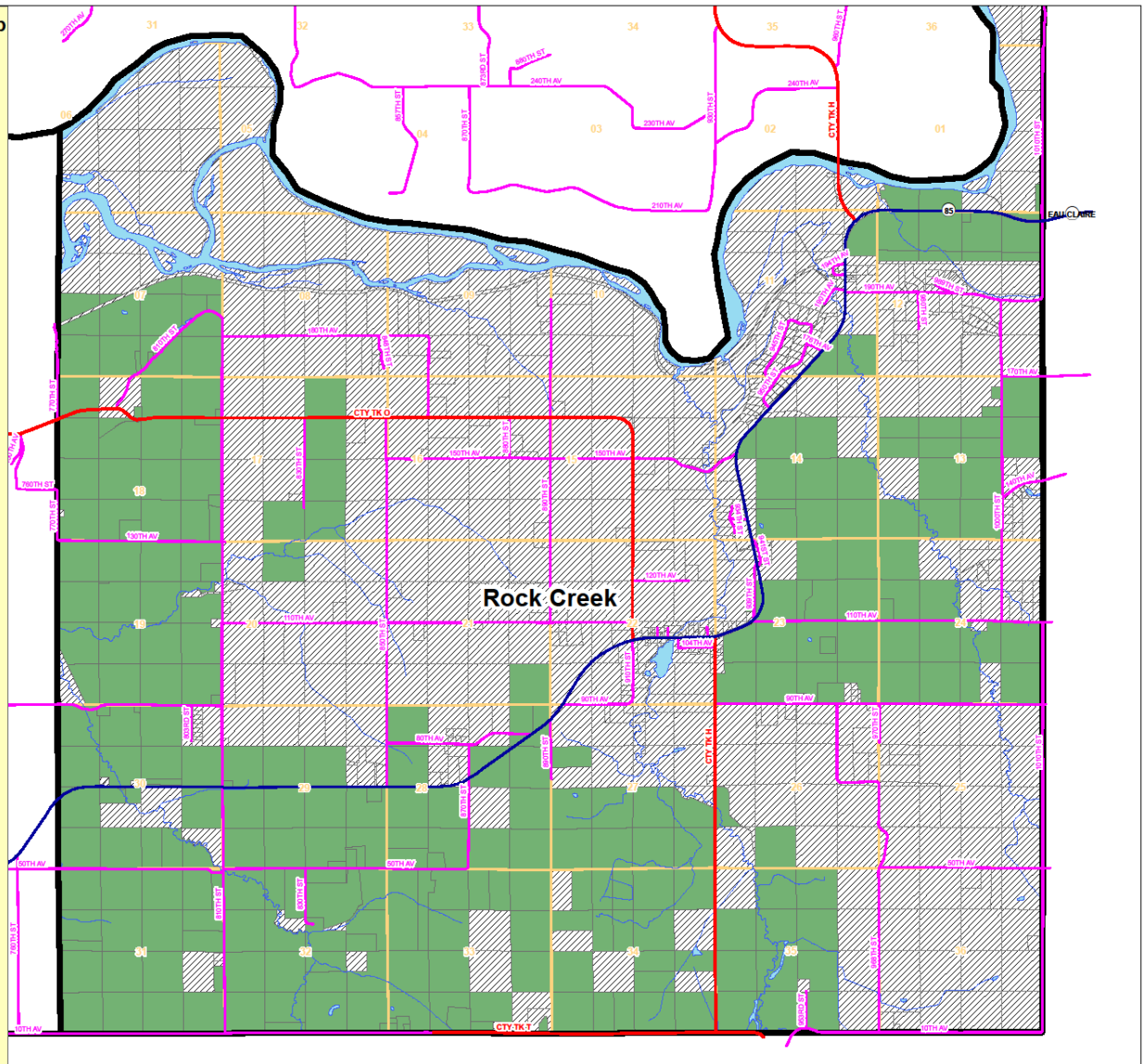
### Legend

- FPP Certified
- Non FPP Certified
- City or Village
- Town Boundary
- Section Line
- Parcel
- Interstate
- U.S.HWY
- State HWY
- County HWY
- Town Road
- Surface Water

N  
1:24,000

0 0.25 0.5 1 1.5 Miles

01/11/2016  
Produced By Dunn County Environmental Services Department



# Sand Creek

## Farmland Preservation Plan Map for Town of Sand Creek Dunn County, WI

In the event of any conflict between the language or interpretation with the Dunn County Preferred Land Use Map and this Farmland Preservation Plan Map, this map shall supersede all other future land use classifications on the Preferred Land Use Map.

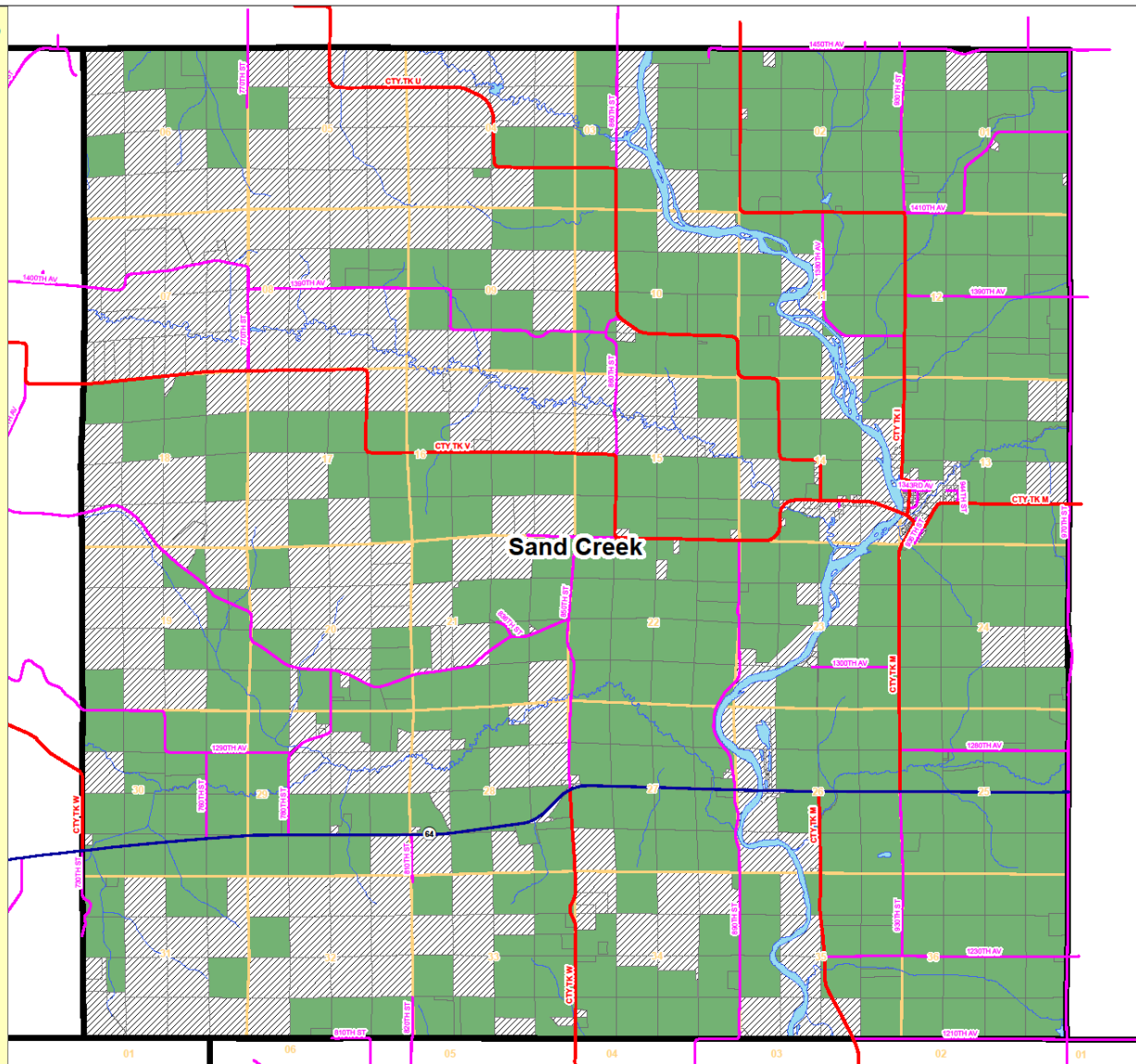
### Legend

- FPP Certified
- Non FPP Certified
- City or Village
- Town Boundary
- Section Line
- Parcel
- Interstate
- U.S.HWY
- State HWY
- County HWY
- Town Road
- Surface Water

N  
1:24,000

0 0.25 0.5 1 1.5 Miles

01/11/2016  
Produced By Dunn County Environmental Services Department





# Sheridan

## Farmland Preservation Plan Map for Town of Sheridan Dunn County, WI

In the event of any conflict between the language or interpretation with the Dunn County Preferred Land Use Map and this Farmland Preservation Plan Map, this map shall supersede all other future land use classifications on the Preferred Land Use Map.

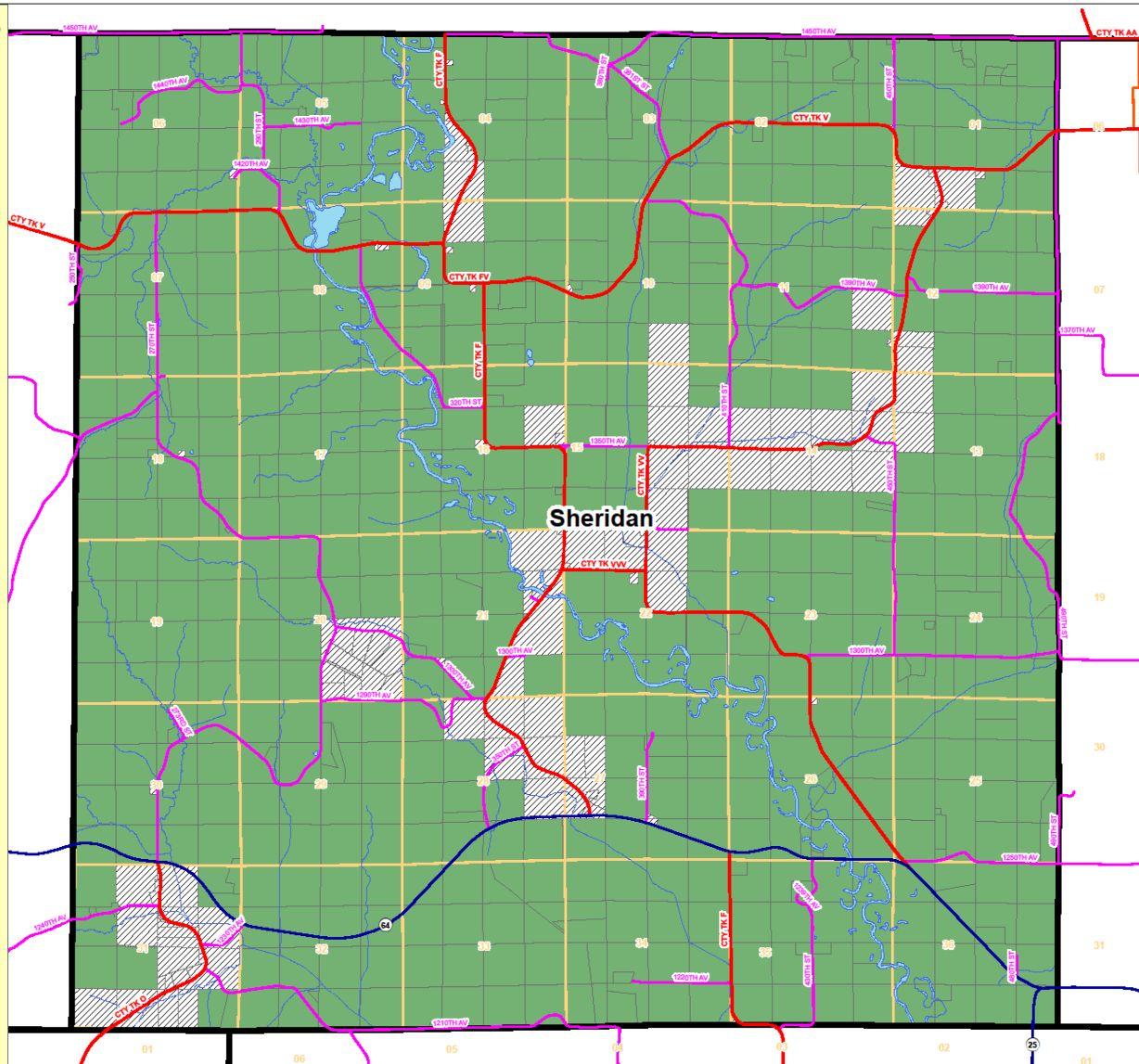
### Legend

- FPP Certified
- Non FPP Certified
- City or Village
- Town Boundary
- Section Line
- Parcel
- Interstate
- U.S.HWY
- State HWY
- County HWY
- Town Road
- Surface Water

N  
1:24,000

0 0.25 0.5 1 1.5 Miles

01/11/2016  
Produced By Dunn County Environmental Services Department



# Sherman

## Farmland Preservation Plan Map for Town of Sherman Dunn County, WI

In the event of any conflict between the language or interpretation with the Dunn County Preferred Land Use Map and this Farmland Preservation Plan Map, this map shall supersede all other future land use classifications on the Preferred Land Use Map.

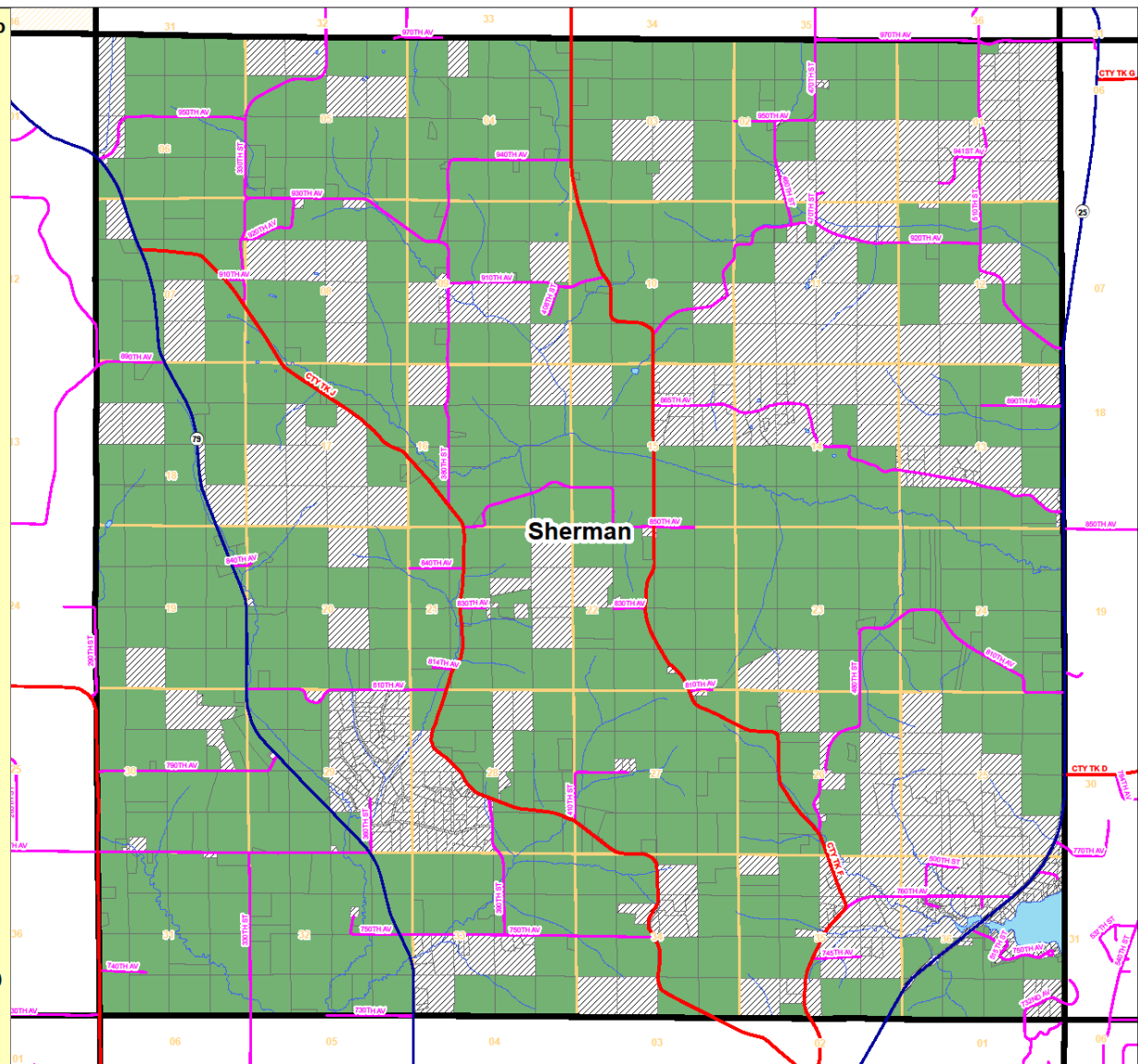
### Legend

- FPP Certified
- Non FPP Certified
- City or Village
- Town Boundary
- Section Line
- Parcel
- Interstate
- U.S.HWY
- State HWY
- County HWY
- Town Road
- Surface Water

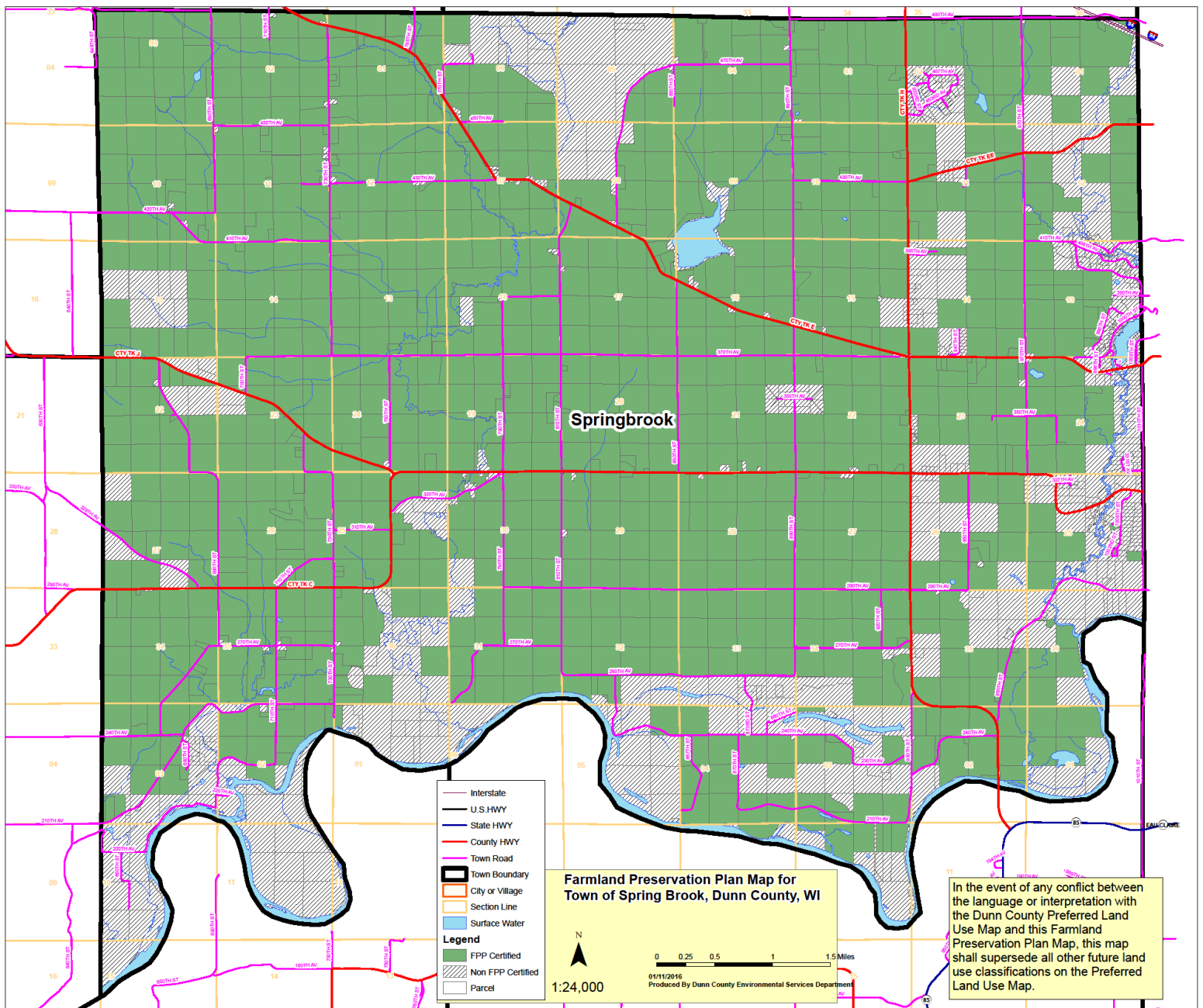
N  
1:24,000

0 0.25 0.5 1 1.5 Miles

01/11/2016  
Produced By Dunn County Environmental Services Department



# Spring Brook



# Stanton

## Farmland Preservation Plan Map for Town of Stanton Dunn County, WI

In the event of any conflict between the language or interpretation with the Dunn County Preferred Land Use Map and this Farmland Preservation Plan Map, this map shall supersede all other future land use classifications on the Preferred Land Use Map.

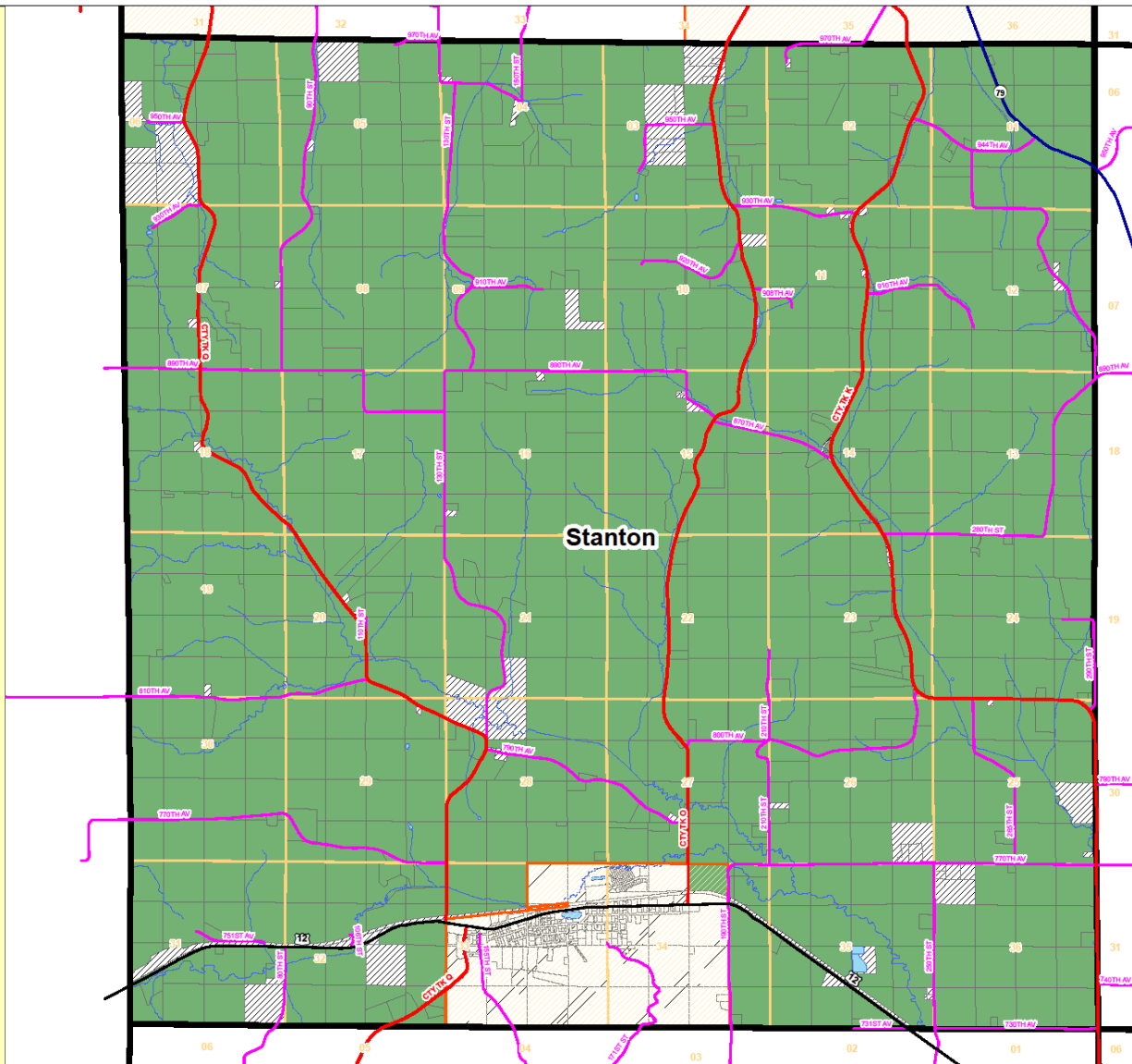
### Legend

- FPP Certified
- Non FPP Certified
- City or Village
- Town Boundary
- Section Line
- Parcel
- Interstate
- U.S.HWY
- State HWY
- County HWY
- Town Road
- Surface Water

N  
1:24,000

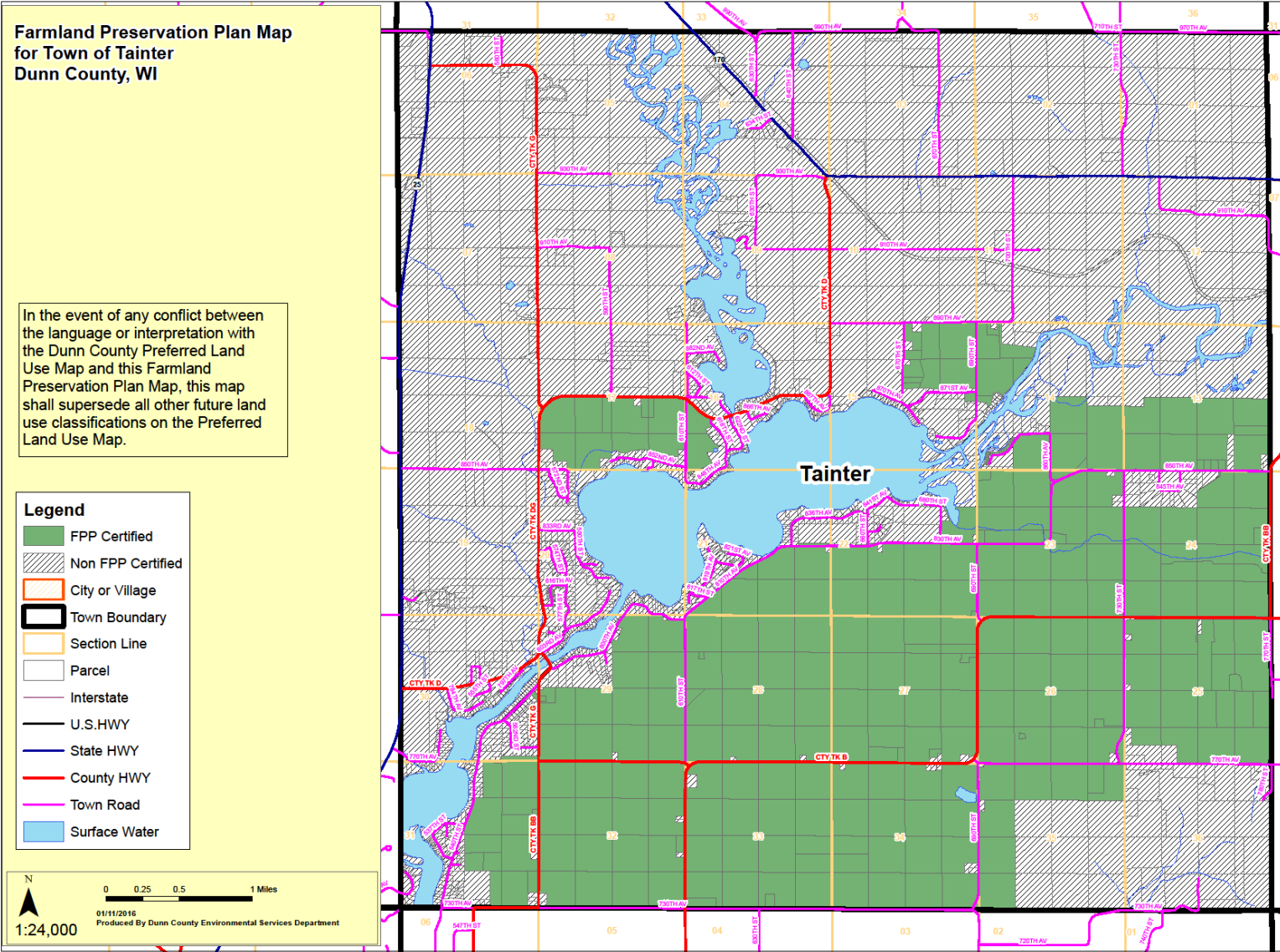
0 0.25 0.5 1 1.5 Miles

01/11/2016  
Produced By Dunn County Environmental Services Department





# Tainter





# Tiffany

## Farmland Preservation Plan Map for Town of Tiffany Dunn County, WI

In the event of any conflict between the language or interpretation with the Dunn County Preferred Land Use Map and this Farmland Preservation Plan Map, this map shall supersede all other future land use classifications on the Preferred Land Use Map.

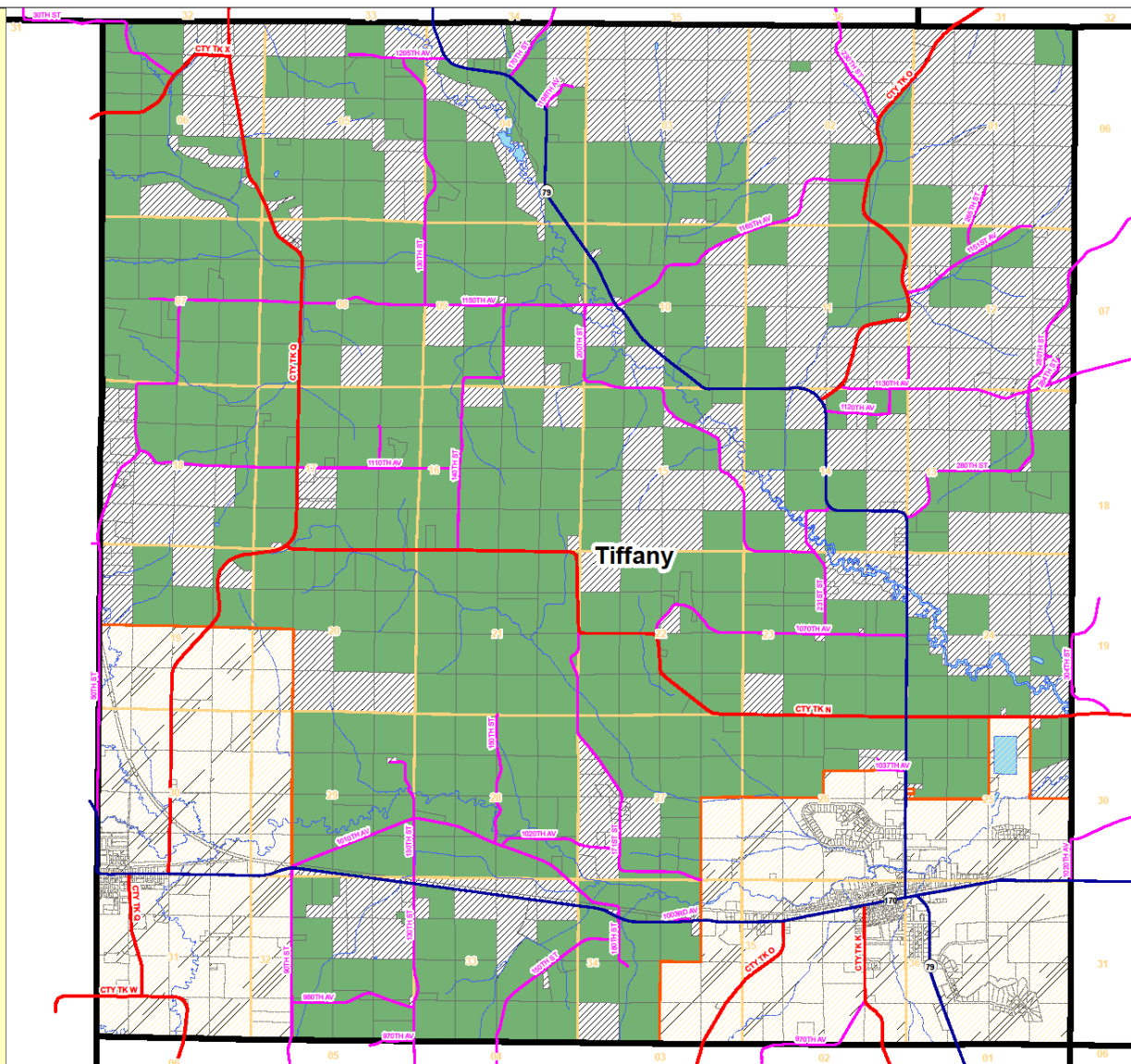
### Legend

- FPP Certified
- Non FPP Certified
- City or Village
- Town Boundary
- Section Line
- Parcel
- Interstate
- U.S.HWY
- State HWY
- County HWY
- Town Road
- Surface Water

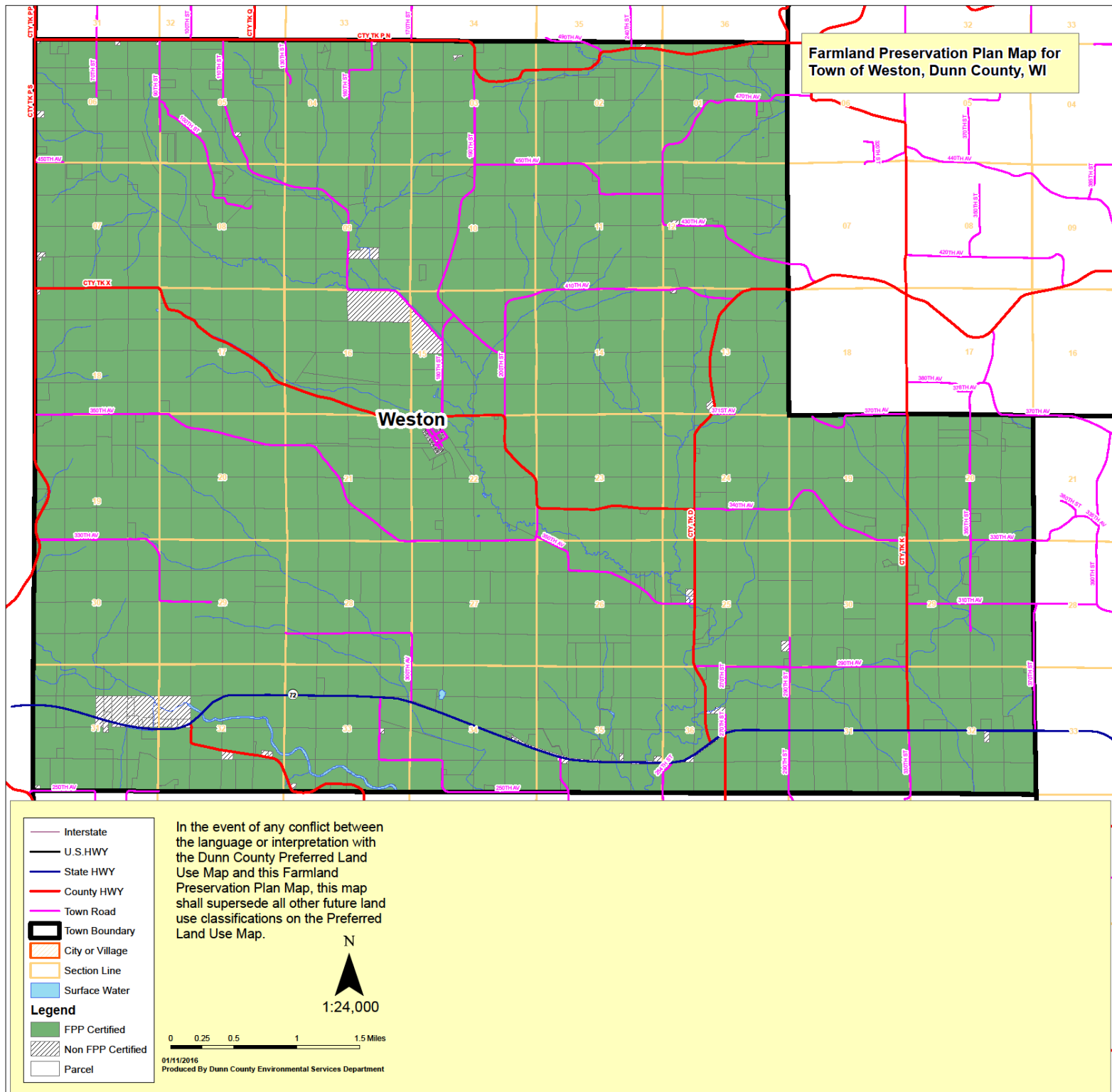
N  
1:24,000

0 0.25 0.5 1 1.5 Miles

01/11/2016  
Produced By Dunn County Environmental Services Department



# Weston



# Wilson

