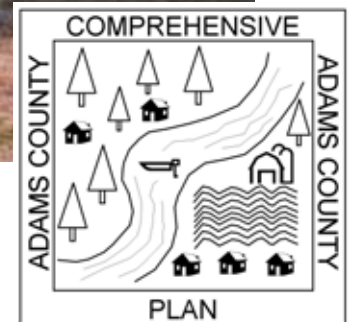


TOWN OF LEOLA
COMPREHENSIVE PLAN

ADOPTED 2006



Prepared by:

North Central Wisconsin Regional Planning Commission

TOWN OF LEOLA

Town Board

Kenneth Zimbeck, Chair

Orin W Nigh, Supervisor

Ted Jansen, Supervisor

Sue Prince, Clerk

Plan Commission

Karl Klingforth, Chair

Keith Adsit

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Photo Credits: Town Plan Commission

Draft August 2004
Revised Draft February 2005
Final Plan May 2006
Adopted July 2006

This plan was funded by a grant from the
Wisconsin Department of Administration and Adams County

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AUG 8 2006

TOWN OF LEOLA

Ordinance No. 4-2006

NORTH CENTRAL WISCONSIN
REGIONAL PLANNING COMMISSION

ORDINANCE TO ADOPT COMPREHENSIVE PLAN

STATE OF WISCONSIN
Town of Leola, Adams County

SECTION I – TITLE/PURPOSE

The title of this ordinance is the Town of Leola Comprehensive Plan Ordinance. The purpose of this ordinance is for the Town of Leola to lawfully adopt a comprehensive plan as required under s. 66.1001 (4) (c), Wis. stats.

SECTION II – AUTHORITY

The town board of the Town of Leola has authority under its village powers under s. 60.22, Wis. stats., its power to appoint a town plan commission under ss. 60.62 (4) and 62.23 (1), Wis. stats., and under s. 66.1001 (4), Wis. stats., to adopt this ordinance. The comprehensive plan of the Town of Leola must be in compliance with s. 66.1001 (4) (c), Wis. stats., in order for the town board to adopt this ordinance.

SECTION III – ADOPTION OF ORDINANCE

The town board of the Town of Leola, by this ordinance, adopted on proper notice with a quorum and roll call vote by a majority of the town board present and voting, provides the authority for the Town of Leola to adopt its comprehensive plan under s. 66.1001 (4), Wis. stats., and provides the authority for the town board to order its publication.

SECTION IV – PUBLIC PARTICIPATION

The town board of the Town of Leola has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by s. 66.1001 (4) (a), Wis. stats.

SECTION V – TOWN PLAN COMMISSION RECOMMENDATION

The Plan Commission of the Town of Leola, by a majority vote of the entire commission, recorded in its official minutes, has adopted a resolution recommending to the town board the adoption of the Town of Leola Comprehensive Plan, which contains all of the elements specified in s. 66.1001 (2), Wis. stats.

(2)

SECTION VI – PUBLIC HEARING

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

SECTION VII – ADOPTION OF TOWN COMPREHENSIVE PLAN

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

SECTION VIII – SEVERABILITY

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

SECTION IX – EFFECTIVE DATE

This ordinance is effective on publication or posting.

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

Adopted this 19th day of July 2006.

BY THE TOWN BOARD:

Kevin Weigelt
Chairman SUPERVISOR

Richard Jansen
Supervisor

Kenneth Jembek
Supervisor CHAIRMAN

ATTEST: *Ann Driscoll*
Clerk

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

STATE OF WISCONSIN
Town of Leola,
Adams County

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

Adoption of the Town of Leola Comprehensive Plan.

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

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

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

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

Adopted this 23 day of May, 2006.

Plan Commission Members

Keith Adsit



Ted Jensen:

Ken Zimbeck:



Joe Russo:



Karl Klingforth:



RECEIVED

MAY 25 2006

NORTH CENTRAL WISCONSIN
REGIONAL PLANNING COMMISSION

TOWN OF LEOLA
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ATTACHMENTS:

- A. Adams County Plan Process
- B. Public Participation Plan
- C. Community Survey
- D. 2000 Census Summary
- E. Leola Drainage District Map
- F. Population, Household, Employment, & Land Use Projections
 - Maps: School Districts, Fire Service, & Bike Routes
- G. Addendum to Town of Leola Comprehensive Plan
 - Map: Adams County Endangered Resources

Map 1 Location Map

1. ISSUES AND OPPORTUNITIES

Background

The Town of Leola is a traditional six-mile by six-mile town with 36 sections, located in the northeast corner of Adams County, Wisconsin. The town is bounded by Portage County to the north, Waushara County to the east, the Town of Rome to the west, and the Town of Colburn to the south. It is one of the seventeen towns in the county. See the locational reference map.

Over the years the town has been dominated by swampland conifers and lowland hardwood forest types, and some agricultural uses. Scattered residential development also has been locating in the town.

The town would not have farmable or buildable land if it did not have the drainage ditches. Years ago, this area of Adams County was referred to as the Leola Marsh. More information about drainage districts exists in the Issues & Opportunities element of the Adams County Comprehensive Plan.

See the Adams County Comprehensive Plan for more detailed information.

The Planning Process

The Town of Leola joined with all the local units and Adams County to apply for funding to complete a comprehensive plan. An application was prepared and submitted in 2002 and approved in 2003. The North Central Wisconsin Regional Planning Commission has coordinated this effort and is assisting with the development of these plans.

A Planning Committee was created to oversee the development of the plan. The working group met to analyze and discuss information that was gathered and presented by the NCWRPC.

A three-phase process over a three-year period was developed for the completion of the Adams County Comprehensive Plan and all of the local unit plans (except for the Town of Rome, which completed a plan in 2002). Phase one was the inventory stage where data was collected, information was reviewed and maps were prepared. The second phase was the development of the 18 local unit plans, including this one. Finally, phase three was the creation of the County Comprehensive Plan, where the local unit plans were merged together to form a county level plan.

Draft local plans were provided to all local units in August 2004. North Central Wisconsin Regional Planning Commission staff met with each local unit over the fall and winter to review the draft text and maps. Revised drafts were prepared and distributed to the Towns in February 2005. See Attachment A for more detailed information.

Public Participation

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

Community Survey

The Leola Land Use Committee conducted a survey of all of its landowners and residents in July 2004. The Land Use Committee mailed 298 surveys asking for opinions on services and infrastructure, development, and then some general information questions on the greatest areas of concern, or needs, about life in the Town of Leola. Ninety-eight completed surveys were returned for a response rate of 32.8 percent. See Community Survey in Attachment C.

The demographic characteristics of the survey respondents were:

- 33.7% have children under the age of 18,
- 49.0% were over the age of 64,
- 57.6% are permanent residents of the Town of Leola,
- 53.0% have lived or owned property in the Town of Leola for 15 years or more.

Questions were asked in the following categories on a scaled basis from strongly agree with the given statement to strongly disagree.

Services and Infrastructure

The consensus is in the mid range for water quality, plenty of parks and open spaces and road maintenance. The feeling is more on the "agree" side towards fire protection, quality of schools and electrical services.

Development

Agreement was strongest for making preservation of forestry, soil, water, wetlands, and open spaces a priority. Those surveyed agree that there should be more zoning and subdivision controls to limit land development. The desire to remain the same and resist population growth was more prevalent. Respondents are against development projects that have a cost to the taxpayer. There is a neutral feeling on designating sites for commercial and industrial development. The feeling is that single-family housing is not needed and strongest against making tourism a top priority.

General

There is consensus in agreement that taxes are too high and that low population density and widely dispersed development is more desirable. Citizens also agree that the town has adequate town buildings and that there is a great deal of community pride.

Most Liked in Leola

Peace and quiet, rural atmosphere, country living, centrally located, low traffic, no snowmobile or ATV trails, private, natural resources, lack of development, nice people, friendly town board, community pride, and one that said nothing since the cranberry marshes took over.

Least Liked

High taxes, road maintenance, level of police and fire protection, vandalism, drainage district, need of zoning, snow removal (grader is great, truck is lousy), lack of garbage pickup, lack of ATV and bike trails, lack of respect for ecology and preservation of wildlife, junk cars in yards, moles and mosquitoes, elected officials not responsive enough, nothing we love it here.

Biggest Challenges

Property taxes, preservation of natural resources, limiting development, finding a compromise between row croppers and cranberry growers and drainage commission and property owners, maintaining agricultural land while encouraging industrial and commercial development.

Relationship to County Plan

As mentioned earlier, this plan is part of a county-wide planning effort. The Adams County Comprehensive Plan contains much of the detailed background information that is briefly mentioned throughout this document. Although this plan refers to the County Plan, there is no change in the existing relationship between the Town of Leola and Adams County.

Town Demographics

A. Population

The Town's population has grown slowly over the last ten years according to the Census. As displayed in Table 1, the Town experienced a 22 percent increase between 1990 & 2000. Meanwhile the county grew at 27 percent over the same time period. All of the surrounding towns grew at greater rates, with the exception of Colburn, which grew by 18 percent. Between 1990 and 2000, Leola added 48 persons. The town is about 1 percent of the total population of the county.

Annually, the Wisconsin Department of Administration publishes population estimates for all minor civil divisions. These numbers vary slightly from the U.S. Census information. For the 2003 estimates, all of the towns, including the county were expected to grow.

Minor Civil Division	1990	2000	2003	1990 - 2000 % Change	1990 - 2000 Net Change
Leola	217	265	273	22%	48
Big Flats	731	946	1,006	29%	215
Colburn	154	181	185	18%	27
Rome	1,674	2,656	2,836	59%	982
Adams County	15,682	19,920	20,452	27%	4,238

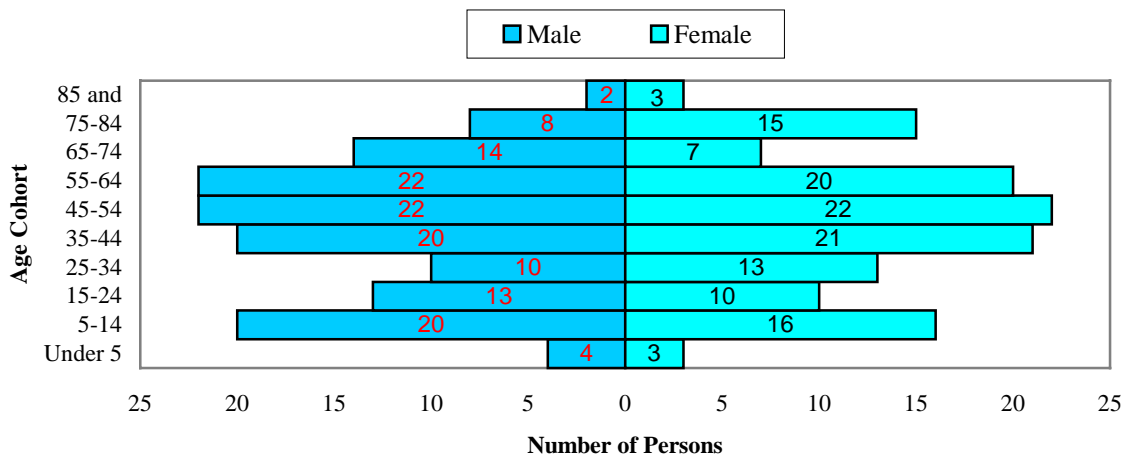
Source: U.S. Census, DOA 2003 estimate

If the ten-year growth trend were maintained, the town would expect about a 22 percent increase in population over the next ten years. Thus, 58 additional persons would reside in the town. However, if the town grew at the same pace as the county it would expect about 72 additional residents.

B. Age

The number of people aged 65 and older that lived in the community increased from 46 in 1990, to 49 in 2000, an increase of 6.5 percent. Meanwhile the number of persons 5 and under decreased by over 53 percent that same period from 15 to 7. Both are an indication of an aging population in the town and a factor in the increase of Leola’s median age. According to the U.S. Census in 1990, Leola’s median age was 36 and in 2000 the median age was 45. Compared to Adams County, in 1990 the median age was 40 and in 2000 the median age was 44. Over the decade, Leola’s median age increased by nine years and in 1990 was four years younger than the county’s median age and in 2000 it surpassed the county’s median age by one year. Display 1 shows the “top heavy” appearance of the population in 2000 to be in the ages of 35 to over 64. The pyramid base of juveniles helps bring the median age down, but with a decrease in persons 5 and under, the median age will only increase in the years to come.

Display 1: 2000 Age Cohorts



Source: U.S. Census

C. Race

In 1990, 95.9 percent of the town’s residents were White and 4.1 percent were Filipino. Racial composition of Leola’s population has changed very little in the last decade. In 2000, 97 percent of the town’s residents listed White on the Census form, along with 0.004 percent listed African American, 0.015 percent listed American Indian, 0.004 percent listed Filipino, and 0.008 percent listed themselves belonging to some other race.

D. Educational Level

Educational levels in 1990 showed that 84 had completed high school and of those 84, 11 had some college, 5 had associate degrees and 0 had completed 4 years of college. The 2000 Census showed that 162 had completed high school and of those 162, 28 had some college, 12 had associate degrees, 16 had bachelor degrees and 5 had graduate or professional degrees. Only those 25 years of age and older are reflected in these statistics. Table 2 provides a summary of educational attainment in Leola, Adams County, and the State.

Table 2: Educational Attainment, Persons Age 25 and Older, 2000

Educational Attainment Level	Town of Leola	Adams County	State of Wisconsin
Less than 9 th Grade	8.2%	7.0%	5.4%
9 th to 12 th Grade, no diploma	13.5%	16.4%	9.6%
High School Graduate	48.8%	41.9%	34.6%
Some College, no degree	13.5%	19.9%	20.6%
Associate Degree	5.8%	4.9%	7.5%
Bachelor’s Degree	7.7%	6.5%	15.3%
Graduate or Professional	2.4%	3.4%	7.2%

Source: U.S. Census

The Town of Leola has a high percentage of high school graduates as a level of educational attainment compared to the county and state. It also has the highest percentage of persons with less than a 9th grade education, which could be a factor from having such a large percentage of residents over 64, since they are the bulk of this category. However, the town has a higher percentage of persons with both an associate degree and a bachelor’s degree than the county.

E. Households

The number of households in the town has grown by 25.9 percent, from 85 in 1990 to 107 in 2000. Of the 107 total households, in 2000, 75.7 percent were family households, while the other 24.3 percent were non-family households. Almost seventy percent of family households were married couple households.

Thirty-two percent of all households included someone 65 years old or older, while twenty-eight percent included someone 18 or younger. The average household size was 2.48.

F. Employment

Between 1990 and 2000 the town's employed residents increased 41.9 percent, from 86 to 122. The two employment sectors with the most employed in 1990 were Manufacturing and Agriculture & Forestry, which stayed the same in 2000. Educational, Health, and Social Services had the highest percentage increase, 143%, in employees from 7 in 1990 to 17 in 2000. Another benefit to the employment sector in Leola is that the number of unemployed went down. In 1990, 9 people reported they were unemployed, for a 9.5 percent of unemployed and in 2000 only 7 people reported they were unemployed, for a 5.4 percent of civilian labor force unemployed.

Table 3: Total Employed

Minor Civil Division	1990	2000	1990-2000 % Change
Leola	86	122	41.9%
Big Flats	254	370	45.7%
Colburn	32	93	190.6%
Rome	695	1,096	57.7%
Adams County	5,640	7,847	39.1%

Source: U.S. Census

G. Household Income

The 1999 median household income in the town was \$36,607, which was greater than Adams County, but less than the State, which were \$33,408 and \$43,791 respectively.

Of the 111 households in the town, only 25 reported incomes less than \$24,999 and 2 had incomes above \$100,000. The 2000 Census indicates that poverty is concentrated among individuals 18 and older, but less than 65 years. Seven percent of this population is below the poverty rate.

Table 4: Median Household Income

Minor Civil Division	1990	2000	Adj. Net Change*	% Change*
Leola	\$23,125	\$36,607	\$6,140	20.2%
Big Flats	\$18,289	\$27,800	\$3,705	15.4%
Colburn	\$12,143	\$35,250	\$19,252	120.3%
Rome	\$30,652	\$44,000	\$3,616	9.0%
Adams County	\$21,548	\$33,408	\$5,019	17.7%

Source: U.S. Census & NCWRPC. *Adjusted for inflation

Table 5: Per Capita Income

Minor Civil Division	1990	2000	Adj. Net Change*	% Change*
Leola	\$9,211	\$15,699	\$3,564	29.4%
Big Flats	\$9,411	\$14,629	\$2,230	18.0%
Colburn	\$5,586	\$21,440	\$14,080	191.3%
Rome	\$14,781	\$23,901	\$4,427	22.7%
Adams County	\$11,945	\$17,777	\$2,039	13.0%

Source: U.S. Census & NCWRPC. *Adjusted for inflation

Table 6: Poverty Rate (%)

Minor Civil Division	1990 Poverty Rate (%)	2000 Poverty Rate (%)
Town of Leola	16.6%	10.5%
Adams County	14.4%	10.4%
State of Wisconsin	10.7%	8.7%

Source: U.S. Census

H. Community Issues

There are a variety of influences in the town, from population growth, to residential development, to the future of farming. These issues are critical to the long-term success of the town. A four page summary from the U.S. Census is included as Attachment D.

The following sections of the document examine the many issues that impact the town.

2. NATURAL, AGRICULTURAL & CULTURAL RESOURCES

A. NATURAL

The town lies in the mid-latitude continental climatic zone, which is characterized by long, snowy winters and short, warm summers. Spring and fall are often short with rapid changes from summer to winter and winter to summer. Annual precipitation, throughout the area, averages about 32 inches. About one-half to two-thirds of the annual precipitation falls between May and September. Snowfalls range between 45 and 80 inches annually, with a continuous snow cover from November to early April.

In terms of the physical landscape, the protection of certain natural features is necessary for the environment and for future generations. Certain environmental features and assets have more than merely aesthetic and leisure-time activity values. They are essential to long-term human survival and the preservation of life, health, and general welfare. As such, the protection and/or management of these environmental features and assets clearly are in the public's best interest.

See the Adams County Comprehensive Plan, Natural, Agricultural, & Cultural Resources element for more detailed information on this topic.

The environmental features and assets that were examined in this plan include soils, wetlands, floodplains, water and woodlands.

1) Water, Wetlands & Floodplains

Together the ponds, lakes, streams, drainage ditches, and wetlands total about 3,708 acres in the town or 15.6 percent of the total acres. The major water body is the Big Roche a Cri Creek with its tributaries, and the drainage ditches. See the Water Features Map.

Under natural conditions, aquifers receive water from rainfall that percolates through the soil. Contamination of groundwater can result from landfill liquids percolating through improperly designed landfills, private effluent disposal located near the water table, and petroleum products from leaking underground storage tanks, among other possibilities. Runoff from livestock yards and urban areas and improper application of agricultural pesticides or fertilizers can also add organic and chemical contaminants in locations where the water table is near the surface. Protection of these groundwater reserves is necessary to ensure adequate water for domestic, agricultural, and commercial uses. If groundwater is not protected, contamination could result; thus, endangering the quality and supply of the water in town.

Map 2 Water Features

Wetlands perform many indispensable roles in the proper function of the hydrologic cycle, and local ecological systems. In a natural condition, they control floodwater by moderating peak flows, and some may act as groundwater recharge sites. All wetlands have valuable water purification capabilities and make significant contributions to surface and groundwater quality. They act as settling areas for inflowing streams, and reduce nutrient pollution of water through uptake of these compounds into plant tissues. They also have a buffering affect on water acidity or alkalinity and are helpful in the elimination of harmful bacteria, which may be found in surface or groundwater. They also serve as breeding and nesting grounds for waterfowl and many other animals that depend on aquatic habitats; they are an important recreational, education, and aesthetic resource. In many instances, wetlands serve as the combined roles of flood moderation, water purification, and aquatic habitat. Wetlands are important to the maintenance of downstream habitats as well. See the Water Features Map.

Wetlands generally occur in areas where water stands near, at, or above the soil surface during a significant portion of most years. Vegetation is generally aquatic in nature and may vary from water lilies and rushes in marsh areas to alder and tamarack in lowland forest. Swamps, bogs, marshes, potholes, wet meadows, and sloughs are all terms that describe wetland types. The soils in these areas are usually saturated during the growing season within a few inches of the surface.

When drainage of wetlands occurs, the water table is locally lowered and soils are exposed to oxidation at depths previously saturated. Nutrients held in the wetland soils can then be leached away, and constant fertilization is necessary to keep the root zone of those soils productive for agriculture. Wildlife population and habitat in drained areas and downstream locations may negatively affect the recreational and aesthetic value of an area. Eradication of wetlands can also occur in urban locations through the use of fill material. This can destroy the hydrologic function of the site and open the area to improper development. The Wisconsin Department of Natural Resources (WDNR) has delineated the location of wetlands and has standards for managing wetlands.

The Leola Drainage District is approximately 17,765 acres in the Town of Leola, Adams County, the Town of Rome, Adams County, the Town of Grant, Portage County, and the Town of Plainfield, Waushara County. The ditch network contains approximately 136,500 feet of District operated ditches, and 43,500 feet of private ditches. A WDNR Maintenance Dredging Agreement and ATCP 48 of the Wisconsin Administrative code under the Wisconsin Department of Agriculture, Trade, and Consumer Protection regulate the construction and maintenance of District operated ditches. A drainage district map is located in Appendix E.

The Big Roche a Cri Creek runs through town in an east to west direction, and many drainage ditches also exist. There are no lakes in the Town

Floodplains are a natural feature not conducive to development. Inappropriate location of roadways in floodplains can result in serious flood damage. Periodic roadbed saturation and embankment washing eventually lead to an increase in road

maintenance costs. In addition to roads, floodwaters can create a number of problems by damaging foundations of homes, electrical equipment, heating units, etc. Basements constructed on permeable sands and silts of floodplains are especially susceptible to damage resulting from seepage through walls. Thus, it is advisable to restrict development in such areas. In the town, the areas that are designated as floodplains by the Federal Emergency Management Agency (FEMA) are mainly adjacent to the Big Roche a Cri Creek. See the Water Features Map.

2) Soils

As with most areas in Central Wisconsin, the Town of Leola has a variety of soil types within the town. According to the 1984 USDA Soil Survey of Adams County, the soil patterns include scattered areas of Adrian Muck (Ad), which is in most of the areas classified as DNR Wetlands and along the Big Roche a Cri Creek. Newson Loamy Sand (Ne) is also scattered in these same areas and normally borders the Adrian Muck. Scattered between the creek and wetland areas are some significant areas of poor soils, which cannot be used for cultivating crops or construction of houses, include Boone Rock Outcrop Complex (BpF), Houghton Muck (Hm), and Plainfield Sand [(PfB), (PfC), and (PfD)]. Some soils that potentially can be used as farmland include Brems Loamy Sand (BrA), Brems Newson Loamy Sand (BsA), Coloma Sand (CoB), Leola Loamy Sand (Le), and Meehan Loamy Sand (MoA). Brems Loamy Sand and Coloma Sand are also suitable for construction of houses and with special precaution, can also be suitable for private onsite waste water treatment systems. See the Soils Map.

Soils are an important natural resource. Knowledge of the potential uses and/or limitations of soil types is necessary to evaluate crop production capabilities or when considering construction of buildings, installation of utilities, or other uses of land. Problems that limit development on certain soils include poor filtration, slow percolation, flooding or ponding, wetness, slope, and subsidence. A "severe" limitation indicates that one or more soil properties or site features are so unfavorable or difficult to overcome that a major increase in construction effort, special design, or intensive maintenance is required. For some soils rated severe, such costly measures may not be feasible. See the Soils with Limitations Map.



Sandhill cranes – Town of Leola

Map 3 Soils

Map 4 Soil Limitations for Septic Tank Absorption Fields

Map 5 Woodlands

3) Woodlands

Forest cover provides many vital functions, which are diverse in nature; forested lands provide for recreational opportunities, scenic beauty, economic commodity (timber products), and wildlife habitat as well as protection of sensitive environmental areas. From the *Wisconsin Land Use Databook*, of the 23,804 acres of land in Leola, 21.8 percent or 5,190 acres are forests. Tree cover is essential for erosion control, wildlife habitat, and to reduce effluent and nutrient flows into surface waters. See the Woodlands Map.

Some woodlands in the town are being maintained through the Managed Forest Law (MFL) program and the Forest Crop Law (FCL). This tax assessment program is available to landowners willing to manage their forest plot according to sound forestry practices as specified in a management plan. More information exists in the Natural, Agricultural, & Cultural Resources element of the Adams County Comprehensive Plan.

Goals:

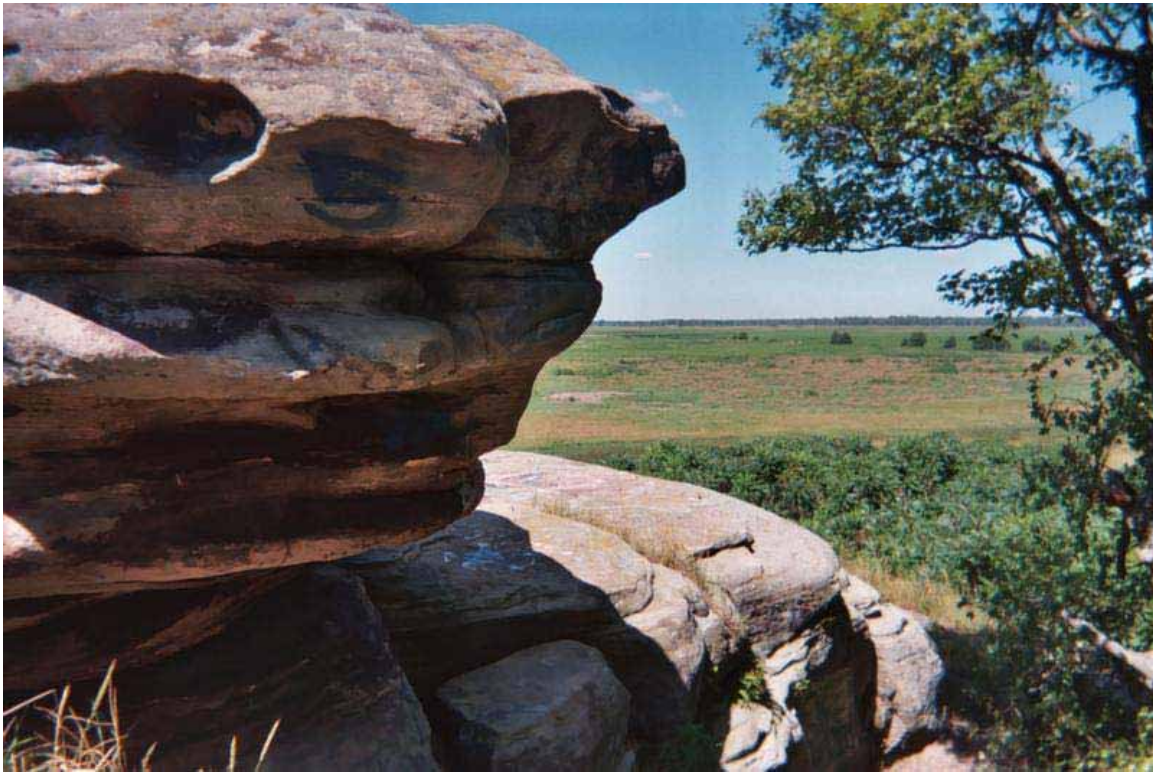
1. Protection of natural areas, including wetlands, wildlife habitats, ponds, woodlands, open spaces and groundwater resources.
2. Protect economically productive areas, including farmland and forests, from development.
3. All new development in the town must not negatively impact environmental resources or adjoining property values.
4. Agriculture shall be discouraged in forested lands.

Objectives:

1. New development in the Town should not negatively impact natural resources.
2. Minimize impacts to the Town's natural resources from non-metallic mineral mining.
3. Encourage and support the preservation of natural open spaces that minimize flooding such as wetlands and floodplains.
4. Promote development that minimizes groundwater impacts from on-site septic systems and other sources.

Policies:

1. New development shall be discouraged from areas shown to be unsafe or unsuitable for development due to flood hazard, potential groundwater contamination, loss of farmland, highway access problems, incompatibility with neighboring uses, etc.
2. Expansion of existing non-metallic mining operations or development of new sites should be allowed only on lands where the expansion will not conflict with preexisting development.
3. Reclamation of non-metallic mining sites shall conform to the Future Land Use Map in regard to the reclaimed use.
4. Discourage the draining or filling of wetlands.
5. Establish a relationship with the Drainage District to discuss common issues related to the Town.



Owens Rock – Town of Leola

B. AGRICULTURAL

According to the *Wisconsin Land Use Databook*, the Town of Leola between 1991-1993 was almost 47 percent agricultural, 21.8 percent forested, and 28.5 percent wetlands. The town's total land area is 37.2 square miles. Of the almost 47 percent of town land in agriculture, 24.7 percent was used for row crops, 2.6 percent was used for foraging, and 19.2 percent was grassland.

In terms of farming trends, the town has lost 12.7 percent of farmland acreage on tax rolls between 1990 and 1997. According to the *Wisconsin Land Use Databook* there were 8 active farms in 1997; one of those farms was a dairy farm. Prime farmland produces the highest yields with minimal inputs and results in the least damage to the environment. None of the town's land is classified as prime farmland. See the Prime Farmlands Map.

See the Adams County Comprehensive Plan, Natural, Agricultural, & Cultural Resources element for more detailed information on this topic.

Goals:

1. Protect economically productive areas of farmlands and commercial forests.
2. Discourage agricultural expansion in woodland areas.

Objectives:

1. Support diversification of farming types and practices to maintain agriculture as a viable economic activity.
2. Existing agricultural uses and buildings shall be taken into consideration when locating new development to avoid conflicts.
3. Preserve productive farmland for long-term agricultural uses.

Policies:

1. Non-farm development, particularly subdivisions, will be encouraged in areas away from intensive agricultural activities, in order to minimize farm & non-farm conflicts due to noise, odors, nitrates in well water, pesticides, farm/vehicle conflicts on roadways, late night plowing, etc.
2. Consider the use of such tools to protect sensitive areas, such as transfer of development rights (TDR) or purchase of development rights (PDR).
3. Encourage landowners to develop forest management plans and enroll in the managed forest law program.
4. Inconveniences, such as aerial spraying, irrigation, dust, noise, odors, vehicles traffic, etc. that result from agricultural operations that are not a major threat to public health of safety, should not be considered a nuisance.

Map 6 Prime Agricultural Soils

Map 7 Farmland Preservation Areas

C. CULTURAL

The Town Hall, built in the 1800's, is one of the oldest structures in town and was originally called Pole Bridge School. There are several original farm homes and farm buildings in the town, but there have been no historical examinations of these structures for inclusion on the Historic Registry. Cemeteries are identified on Map 9 in the Utilities & Community Facilities section of this comprehensive plan.

Lands immediately adjacent to surface waters, but not man-made drainage ditches, may have an abundance of cultural and archeological significance because they were often the location of Native American and early European settlements.

In celebration of Wisconsin's agricultural heritage, long time farm and home owners are encouraged to register for Century Farm status. To qualify as a Century Farm the property must be proven to have been in continuous family ownership for the past 100 or 150 years. No farms are listed as Century Farms in Leola.

See the Adams County Comprehensive Plan, Natural, Agricultural, & Cultural Resources element for more detailed information on this topic.

Goal:

- Preservation of cultural, historic, and architectural sites.

Objective:

- Work with the Adams County Historical Society and others to provide guidance in the identification and protection of historic and cultural resources.

Policy:

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



Colburn Leola Cemetery – Town of Leola

3. HOUSING

Background

The 1990 Census indicates that there were 176 housing units in the town. Eighty-five of these housing units were occupied, 2 were vacant for sale or rent, 72 were vacant for occasional use, and 17 were other vacant housing units. About 92 percent of all occupied housing units in the town were owner-occupied. The average household size was 2.55 people.

In 2000, there were 177 housing units in the town. One hundred seven of these housing units were occupied, 1 was vacant for sale or rent, 63 were vacant for occasional use, and 6 were other vacant housing units. About 90 percent of all occupied housing units in the town were owner-occupied. The average household size was 2.48 people.

As a result of the projected 39-person population increase, the town might need to add an additional 16 housing units to accommodate population growth. However, as the persons per household drops the overall number of new units will increase. It is expected that there will be about 1 new housing unit per year for the next several years. The amount of land consumed by future residential development would vary depending on where the development would take place.

See the Adams County Comprehensive Plan, Housing element for more detailed information on this topic.

Goals:

1. Discourage residential development in prime farmland areas.
2. Allow adequate affordable housing for all individuals of all income levels consistent with the rural character of the community.

Objectives:

1. Ensure that local land use controls and permitting procedures do not discourage or prevent the provision of affordable housing opportunities.
2. Support development of senior and special needs housing within the Town.
3. Direct residential development away from existing agricultural uses and buildings to avoid conflicts.

Policy:

- The Town should work with developers to provide a variety of housing types for all income and age groups.

4. TRANSPORTATION

Background

The transportation system in the town includes all the state, county and local roads. The local transportation network is an important factor for the safe movement of people and goods, as well as to the physical development of the town. There is no transit, rail, air or water transportation service within the town's jurisdiction.

State and Regional Transportation Plans:

1. State Plans

Corridors 2020 was completed in 1989. The plan was designed to meet Wisconsin's mobility needs for the future. The 3,200-mile state highway network was comprised of two elements: a multilane backbone system and a two-lane connector system. The backbone system is a 1,650-mile network of multilane divided highways interconnecting the major population and economic centers in the state and tying them to the national transportation network. The connector system is 1,550 miles of high-quality highways that link other significant economic and tourism centers to the backbone network. All communities over 5,000 in population are to be connected to the backbone system via the connector network. Within Adams County, STH 21 is a Corridors 2020 connector route, and the only highway in the County designated as part of the Corridors 2020 system.

Another state plan was *Translinks 21*, completed in 1994. This effort began developing more detailed modal plans that include in-depth analysis of a specific mode and its relationship to the other modes. Completed plans include the *Wisconsin State Highway Plan 2020*, the *Wisconsin Bicycle Transportation Plan 2020*, the *Wisconsin State Airport System Plan 2020*, the *Wisconsin Pedestrian Policy Plan 2020* and the *Wisconsin Rail Issues and Opportunities Report*. Each modal plan includes extensive analysis of land use related issues.

Another state level plan related to the highway system is the *Wisconsin Access Management System Plan*. This is a plan for managing access on portions of the State Trunk Highway System that designates 5,300 miles of state highways on which access will be managed through the purchase of access rights or the designation of "controlled access highways". It shows where WisDOT intends to control access points as new development occurs and to consolidate or eliminate existing access as necessary and feasible.

The access management plan is composed of two tiers. Tier 1 consists of the routes that make up the Corridors 2020 system, including STH 21 in Adams County. Access management on these routes is seen as essential to maintaining the required high level of service. Because these highways are generally the main routes between communities and have higher traffic volumes than other state highways, they tend to experience the greatest development pressure. Tier 2 is comprised of other State Trunk Highways that meet specified criteria, including STH 13 and STH 73 in Adams County. These routes are roadways where limiting access is seen as a cost-effective strategy to improve safety, reduce congestion, facilitate planned access to developing land, and delay or avoid future construction expenditures.

2. Regional Plan

The Regional Comprehensive Plan: A Framework for the Future, 2002 – 2020 was adopted by the North Central Wisconsin Regional Planning Commission (NCWRPC) in 2003. The RCP looks at transportation in all ten counties that make up the North Central Region, including Adams. It looks at general trends within the Region and recommends how county and local government can address transportation issues.

The RCP identifies a number of transportation issues including growing traffic volumes and congestion. Moderate levels of congestion, see MAP 4 are expected by the year 2020 on STH 13 in Adams/Friendship and north of the lakes area in the Town of Rome as well as STH 21 west of STH 13, assuming no capacity improvements. Moderate congestion indicates that speeds and distance between vehicles are reduced, constricting traffic flow. Freedom of drivers to maneuver within the traffic stream or enter the highway is noticeably limited. Minor incidents can result in traffic jams because the traffic stream has little space to absorb disruptions. Traffic volumes continue to swell, especially in summer months due to the local tourism and seasonal housing growth. The RCP shows 72 to 77 percent increase in average daily traffic on major routes in Adams County between 1980 and 2000.

The RCP addresses other modes of travel as well as highways, including bicycle transportation. The North Central Wisconsin Regional Bicycle Facilities Network Plan is incorporated in the RCP by reference. The plan envisions development of a regional system of new interconnected bicycle facilities for the ten county area including Adams. The proposed network will encompass routes on bicycle paths, bicycle lanes, paved shoulders and wide curb lanes which will link existing and potential traffic generation sites and points of interest, as outlined in the plan, to make bicycling a more attractive and safer transportation alternative. A map displaying highway suitability for bike routes is included in the attachments.

The goals of the regional bike plan are to generate public interest in using existing and developing new bike trails across the Region and state and to provide county and municipal officials with guidance in planning and establishing bike facilities at the local level.

The nearest transit system is in the City of Wisconsin Rapids. Union Pacific provides commercial rail service. Amtrak passenger rail service is available in Wisconsin Dells. The nearest commercial air service is at the Central Wisconsin Airport (CWA) in the City of Mosinee, and in Madison at Dane County Regional Airport (MSN). There are no water transportation facilities in the area.

See the Adams County Comprehensive Plan, Transportation element for more detailed information on this topic.

Road Network

The road system in the Town of Leola plays a key role in development by providing both access to land and serving to move people and goods through the area. The interrelationships between land use and the road system makes it necessary for the

development of each to be balanced with the other. Types and intensities of land-uses have a direct relationship to the traffic on roadways that serve those land-uses. Intensely developed land often generates high volumes of traffic. If this traffic is not planned for, safety can be seriously impaired for both local and through traffic flows. See the Transportation Map.

The Town of Leola road network consists of roughly 3.42 miles of state highway, 18.89 miles of county highway, and 49.44 miles of local roads with 66 foot right-of-ways. WisDOT requires all local units of government to submit road condition rating data every two years as part of the Wisconsin Information System for Local Roads (WISLR). The Pavement Surface Evaluation and Rating (PASER) program and WISLR are tools that local governments can use to manage pavements for improved decision making in budgeting and maintenance. Towns can use this information to develop better road budgets and keep track of roads that are in need of repair.

Traffic generated and attracted by any new land-use can increase the volume throughout the highway system and increase congestion on the roadway system keeping property from reaching its full potential value. Even without the creation of new access points, changes in land-uses can alter the capacity of the roadway because more, and possibly different, kinds of vehicles than before, enter, leave, and add to the traffic flow. Uncontrolled division of land tends to affect highways by intensifying the use of abutting lands, which impairs safety and impedes traffic movements.

Traffic volumes are provided by the Wisconsin Department of Transportation annual average daily traffic (AADT) counts. In 2001, Highway 73 between 5th and 6th Avenues had an AADT count of 2,400; on Highway 73 between CTH G and CTH D the AADT count was 2,700; on CTH G between STH 73 and CTH D the AADT count was 220; on CTH G between Apache Court and Aniwa Lane the AADT count was 540; and on County D ¼ mile west of CTH G the AADT count was 520. Monitoring these counts is one way to gauge the increase of traffic in the town. Two state highway segments in Adams County are shown as moderately congested. Both highway segments have AADTs above 4000. Other factors also affect congestion such as lane widths, shoulder paving, alignment, and adjacent land use.

Wisconsin was one of the first states to recognize this relationship between highway operations and the use of abutting lands. Under Chapter 233, the Wisconsin Department of Transportation (WisDOT) was given the authority to establish rules to review subdivision plats abutting or adjoining state trunk highways or connecting highways. Regulations enacted by WisDOT establish the principles of subdivision review. They require new subdivisions to: (1) have internal street systems; (2) limit direct vehicular access to the highways from individual lots; (3) establish building setbacks; and (4) establish access patterns for remaining unplatted land. This rule has recently been suspended.

As development continues and land use changes, the cost of maintaining the road system increases. More traffic requires more maintenance and expansion of the local road system.

Goals

1. Encourage neighborhood designs that support a range of transportation choices.
2. Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety to meet the needs of all town residents.
3. Utilize PASER software to inventory and rate the local roads.
4. Widen and improve existing roads before constructing new roads.
5. Limit both town and private road development until existing infrastructure is brought up to a common level.

Objectives:

1. Support and maintain a safe and efficient Town road system.
2. Promote the development of multi-use trails, trail linkages, or wide shoulders as part of new development proposals, where appropriate.
3. Support the Adams County Transit System.

Policies:

1. Prepare and update a 5-year Road Improvement Plan.
2. The Town should work with the county on any project that affects the Town.
3. Land uses which generate heavy traffic volumes will be discouraged on local roads that have not been constructed or upgraded for such use.
4. Roadway access will be better spaced along the existing Town road network to increase safety and preserve capacity.
5. Future road locations, extensions or connections will be considered when reviewing development plans and proposals.
6. All Town roads must accommodate access requirements for emergency services (fire, EMS, ambulance, etc.) as well as school bus and snowplows.
7. Widen and improve existing roads before constructing new roads.

Map 8 Transportation

5. UTILITIES & COMMUNITY FACILITIES

Background

As a small rural town relatively few public utilities exist. There are no sanitary sewers, storm water systems, municipal water supplies, municipal wastewater facilities, parks, power plants, major transmission lines, health care facilities, child care facilities, schools, or libraries. The town does not provide for curbside refuse collection; however, that service is made available with private firms who offer curbside refuse and recycling collection for a fee. The town maintains a 2-acre park used to access Big Roche a Cri Creek.

The Town of Leola has an agreement with the Plainfield Fire Department to provide volunteer fire department services, and the town has an agreement with Waushara County to provide ambulance service. A map displaying the fire service areas is included in the attachments.

The Adams County Highway Department owns and operates the Seven Sisters gravel pit located roughly in the northwest quarter of the northwest quarter of section 31 in the Town of Leola. At the same site is an Adams County communications tower.

Two independent cemeteries exist in town. One cemetery is located on Aspen Avenue halfway between 5th and 6th Avenues, and the other is on CTH O just east of 2nd Drive.

The Town Hall building is owned and maintained by the Leola, and functions as a multi-purpose building. A solid waste transfer site exists next to Town Hall.

See the Adams County Comprehensive Plan, Utilities & Community Facilities element for more detailed information on this topic.

See the Utilities & Community Facilities Map.



Telecommunications Tower

Goals:

1. Providing adequate infrastructure and public services to meet existing and future market demand for residential, forestry, and agricultural uses.
2. Continue to contract with adjacent municipalities for ambulance, volunteer fire and first responder services provided to Leola residents.
3. Encourage recycling and use of the solid waste transfer site by residents.

Objectives:

1. Make information available to residents on the proper maintenance of septic systems.
2. Consider the potential impacts of development proposals on groundwater quality and quantity.
3. Explore opportunities to develop integrated, multi-use trail systems and recreational facilities.
4. Share equipment and services across Town boundaries, where possible.

Policies:

1. Work with adjoining towns, the county, the state, and individual landowners to address known water quality issues.
2. Major developments shall consider the feasibility of wastewater collection and treatment systems on water quality.
3. Develop and maintain a Capital Improvements Plan for major equipment purchases.
4. Ensure the best ambulance, volunteer fire and first responder services are provided to residents.
5. Encourage recycling by residents.

Map 9 Utilities & Community Facilities

6. ECONOMIC DEVELOPMENT

Background

As discussed in previous sections, the town has been an agriculturally based community for generations. Farming is still the dominant economic sector occurring in the town. Nearly 47 percent of the total land is used for agriculture. According to the *Wisconsin Town Land Use Databook*, there were 8 active farms in Leola in 1997; one of which was a dairy farm.

Scattered throughout the town there are about a dozen small businesses, other than farms, that employ a few people. Most of the town's residents commute to employment areas outside of the town. There are several industrial parks nearby in the Cities of Wisconsin Rapids, Stevens Point, and Adams, as well as the Village of Friendship, and the Town of Rome that provide employment opportunities.

There are a variety of county, regional, state and federal economic development programs available to businesses in the Town. These programs range from grants to loans, to general assistance.

1. County:

Adams County Rural & Industrial Development Corporation (ACRIDC)

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

JAM Development Zone

Adams County was awarded designation as a Wisconsin Development Zone in association with Juneau and Marquette Counties. Known as the JAM Zone (Juneau-Adams-Marquette), Adams County qualifies for special state incentives available to businesses that locate or expand within the Zone. The extent of the credits for any given business is determined during the certification process. This program is administered by the ACRIDC.

Adams County Revolving Loan Fund

A Wisconsin Department of Commerce Economic Development Grant was awarded to Adams County in 1996. This grant enabled Adams County to establish a revolving loan fund in order to assist local businesses and is administered by the ACRIDC.

Adams County Chamber of Commerce

The Adams County Chamber of Commerce is dedicated to the development of the business community in Adams County. The Chamber offers information on local business and industry and also provides a variety of programs designed to assist business development.

Adams - Columbia Electric Coop (ACEC) Revolving Loan Fund

The ACEC established a USDA - Rural Development IRP revolving loan fund designed to address a gap in private capital markets for long-term, fixed-rate, low down payment, low interest financing. It is targeted at the timber and wood products industry, tourism and other manufacturing and service industries.

2. Regional:

North Central Wisconsin Development Corporation

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

North Central Advantage Technology Zone Tax Credits

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

3. State:

Rural Economic Development Program

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

Wisconsin Small Cities Program

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

Wisconsin Small Business Development Center (SBDC)

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

Transportation Economic Assistance (TEA)

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

Other State Programs

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

4. Federal:

U.S. Dept. of Commerce - Economic Development Administration (EDA)

EDA offers a public works grant program. These are administered through local units of government for the benefit of the local economy and, indirectly, private enterprise.

U.S. Department of Agriculture - Rural Development (USDA – RD)

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

Small Business Administration (SBA)

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

There are no major redevelopment areas in the town.

See the Adams County Comprehensive Plan, Economic Development element for more detailed information on this topic.



Road building helps economic development.

Goals:

1. Building of community identity by revitalizing community character and enforcing building standards.
2. Promote the stabilization of the current economic base.
3. Discourage retail commercial use that may create excessive traffic flow through the town.
4. Encourage new retail, commercial & industrial development to locate adjacent to county or state highways.
5. Industrial development must not negatively impact environmental resources or adjoining property values.
6. Encourage new ordinances that establish minimum aesthetic standards to eliminate commercial, industrial, and agricultural property with excessive debris, blighted property, and dilapidated buildings.

Objectives:

1. Encourage new retail, commercial & industrial development to locate in designated areas and adjacent to county or highways.
2. Encourage businesses that are compatible in a rural setting.

Policies:

1. Accommodate home-based businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the surrounding areas.
2. Review the costs and benefits of a proposed development project prior to approval.
3. Commercial and industrial development shall be directed to designated planned areas consistent with the Future Land Use Map.
4. Intensive industrial uses shall be steered to areas that have the service capability to support that development.

7. LAND USE

Background

The Town of Leola covers about 23,804 acres in Adams County, and is characterized by thin till and pitted outwash. The typical terrain is rolling and covered with hardwoods or open for agricultural use with a general north to south drainage pattern. The natural resource base of the area is dominated by timber. Agricultural uses of the land are prominent.

See the Adams County Comprehensive Plan, Land Use element for more detailed information on this topic.

Existing Land Use 2004

Knowing the existing land use patterns within a town is necessary to develop a desired future land use pattern. The Existing Land Use Map was developed using air photos from a countywide flight in 1992/1998, with updates by local residents in 2004. Agriculture dominates about 57 percent of the area, followed by Woodlands with 38 percent and Transportation follows with about 3 percent, just above Residential with 2 percent. See the Existing Land Use Map.

In general, agricultural, forest lands and residential uses are scattered in a “mixed” pattern. Residential development is distributed sporadically along the road network. Public land associated with the Leola Marsh Wildlife Area is located throughout the town in large blocks for greater prairie chicken (*Tympanuchus cupido*) habitat. The large blocks of land complement agricultural uses on nearby private land by providing nest-brood cover that agricultural lands do not provide.

The Leola Marsh Wildlife Area is 1,860 acres of state-owned land that provides a grassland habitat popular with birdwatchers and hikers. These large parcels of grassland primarily support greater prairie chickens and require prescribed burns, cuttings, and summer cattle grazing as part of routine maintenance to prevent forestation of the grassland habitat.

Future Land Use 2005-2025

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

The Plan groups land uses that are compatible and to separate conflicting uses.

Table 7: Existing Land Use, 2004

Land Use Type	Acres	Percent
Agriculture	13,534	56.9
Commercial	15	0.1
Governmental	2	0.0
Industrial	3	0.0
Open Grassland	16	0.1
Outdoor Recreation	0	0.0
Residential	527	2.2
Transportation	682	2.9
Water	18	0.1
Woodlands	9,007	37.8%
Total Acres	23,804	100.0%

Source: NCWRPC GIS

To create the Plan, nine basic future land use categories were created. The majority of the classifications generally correspond to the districts within the Adams County Zoning Ordinance, to ease future implementation of the plan. Again, the classifications are not zoning districts and do not have the authority of zoning. However, the preferred land use map and classifications are intended to be used as a guide when reviewing lot splits, re-zoning requests, and revisions to the town zoning map or official map if one exists.

A general description of each land use classification follows:

1. Residential

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

2. Rural Residential

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

3. Commercial

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

4. Industrial

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

5. Governmental/Public/Institutional

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

6. Agricultural Areas

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

7. Forestry Areas

Identifies areas of large woodlands within the Town.

8. Transportation Corridors

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

9. Preservation & Open Space

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

The Plan Commission participated in a mapping exercise to identify the desired future land use map by using these categories. Commission members used their broad knowledge of the town to draw shapes on a map representing different land uses. Specifically, they created a future land use map that shows their interpretation of the current trends. The goal was to produce a generalized land use plan map to guide the town's growth.

Map 10 Existing Land Use

Map 11 Future Land Use

Future Land Use Plan Map Overview

The future land use plan map has identified approximately 10,231 acres of land for agriculture, 6,082 acres of land for forestry, 6,153 acres of land for preservation & open space, 540 acres for rural residential development, 1 acre of land for government/public/institutional development, 32 acres of land for industrial development, and 66 acres of land for commercial uses.

Commercial development on a small scale will be allowed in two nodes in the northeast area of town. One commercial node is centered on the intersection of CTH G and STH 73. Development could be visible from CTH 73 but shall have direct vehicular access from CTH G for better traffic flow. The second commercial node is located at STH 73 and Akron Drive. Development could be visible from STH 73, but shall have direct vehicular access from Akron Drive and Akron Court.

Government/Public/Institutional development consists of mapped cemeteries, and the Town Hall.

Preservation & Open Space consists of the STH 73 wayside, and the floodway of the Big Roche a Cri Creek.

Farming on a grand scale and locally owned are both encouraged in agricultural areas located throughout the town.

Forestry is viewed as a commodity for use and as wildlife habitat. Active management of forestry areas in town using approved management plans and placed in Managed Forest Law are encouraged.

Preservation & open space areas generally buffer the Big Roche a Cri Creek, and exist in large blocks throughout the town.

Rural residential development is allowed in two areas. One housing area is in the north central part of town, located along Akron Drive and CTH W. Large rural lots of 5, 10, 20, or 40 acres each shall have houses located on either side of Akron Drive. Driveway lengths will be staggered to provide each house with natural vegetation and physical distance between each lot to provide isolation to all houses. Generally if a house is to be located on a 40-acre parcel in this rural residential area, then the house shall be built on the front third of the lot that has frontage on Akron Drive or CTH W. The second rural residential area is located along Big Roche a Cri Creek and generally northwest of and including frontage on Aspen Drive. This area may take advantage of collectively viewing and owning land on Big Roche a Cri Creek if a cluster subdivision were established. Large lot developments separated by space and natural vegetation shall exist in the rural housing area in section 31.

Industrial development shall remain limited to those services directly consumed for the greater good of Adams County. One county highway gravel pit exists in section 31, and is the only area approved for industrial development in the Town of Leola.

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

Zoning

County Shoreline Jurisdiction

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

No General Zoning (Shoreland Only)

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

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

If there was a need to create general zoning, the Town could join County Zoning, or join and adjacent town with individual zoning, or create its own zoning. All three choices have advantages and disadvantages.

Join County Zoning, or a Neighboring Town's Zoning

The Town could pass a resolution to join County Zoning, or a neighboring town's zoning. The advantages of this would be that a zoning map for the town would be established, and the County or adjacent town would share the cost for administration. The disadvantage would be that the Town would need to utilize the districts within the County's or neighboring town's ordinance.

Create Own Zoning

The Town could draft its own zoning ordinance. This would require establishment of village powers by a referendum vote, and County Board approval. Also, the County Board would continue to have "veto" power over future amendments to the Town's ordinance [§60.62(2),

Wis. Stats.]. The advantages of this option include providing the greatest amount of local control over zoning decisions. The zoning districts and other ordinance provisions could be tailored to best achieve the desired future conditions in each land use area. Administration of this option could be achieved in a variety of ways. The Town could fund its own administration. The County and Town could jointly administer this ordinance by having a Town zoning administrator that is also a County deputy zoning administrator. Another alternative could involve §66.30, Wis. Stats., intergovernmental agreements to contract with the County or an adjacent town for zoning administration and enforcement.

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

Land Use Vision

The Town of Leola boasts a safe, peaceful, rural environment to raise a family. The Town's wish is to ensure that our farming tradition continues. Protection of sensitive and unique areas, such as our sandstone buttes, is very important within the town. The Big Roche a Cri Creek shall forever remain natural and free as a navigable waterway within the Town of Leola.



View from Owens Rock

Map 12 Existing Zoning

Goals:

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, agricultural, commercial and industrial structures.
2. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
3. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, agricultural, commercial and industrial uses.
4. Balancing individual property rights with community interests and goals.
5. Planning and development of land uses that create or preserve the urban and rural community.

Objectives:

1. Maintain orderly, planned growth which promotes the health, safety and general welfare of residents and makes efficient use of land and efficient use of public services, facilities and tax dollars.
2. New development should not negatively impact the natural environment or existing property.
3. Provide for a mix of land uses within the Town.
4. Promote new land development that is consistent with this plan.

Policies:

1. The Town will maintain this comprehensive plan, which will serve as a guide for future land use decisions. New development will be permitted based on consideration of this Plan, as well as other Town, County, Regional, and state plans and other regulations.
2. Land uses and building locations that minimize both the loss of productive farmland and the potential for conflicts between existing and proposed land uses will be encouraged.
3. Land uses and building locations that minimize fragmentation of large contiguous forest tracts forests will be encouraged.
4. Encourage conservation easements and other tools to protect environmentally sensitive or unique resources.
5. Update existing land use regulations to be consistent with this plan.

8. INTERGOVERNMENTAL COOPERATION

Background

Governmental relationships can best be described as “vertical” relationships, such as between federal, state and local units (county/city/town) are relatively well established in law. Unfortunately, there is little public policy in Wisconsin law that requires, horizontal governmental relationships such as town to town and municipality to county or town. The result is that towns, municipalities, and counties act more as adversaries than as partners. Comprehensive planning is one effort that has as its goal encouraging intergovernmental cooperation.

School districts are one of the most common intergovernmental organizations since they cross-traditional local municipal boundaries. Adams County is served by five school districts. A school district map is included in the attachments.

See the Adams County Comprehensive Plan, Intergovernmental Cooperation element for more detailed information on this topic.

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

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

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

Adjoining Units of Government

The Town of Rome completed its comprehensive plan in 2000, and the Towns of Big Flats and Colburn are in the same stage of completing their own comprehensive plans. Portage County is in the process of developing a comprehensive plan for the Town of Grant. Waushara County is just beginning the process for the Town of Plainfield. No conflicts have been identified.

Goal:

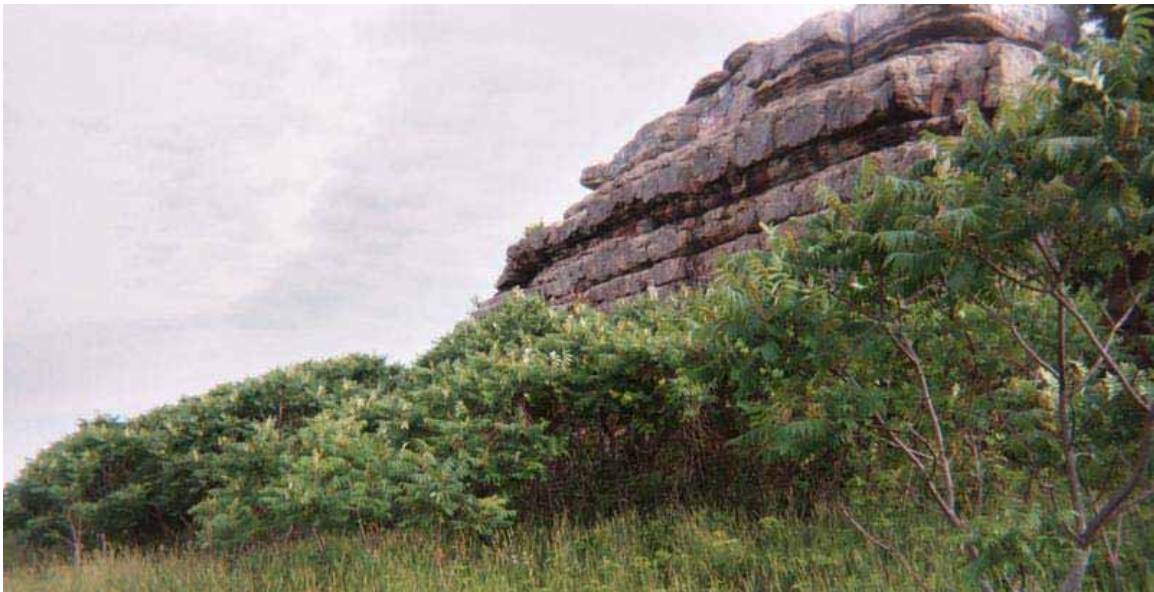
- Encourage coordination & cooperation among nearby units of governments.

Objectives:

1. Promote communication with other units of government, including adjoining towns, the county, the state, and federal government.
2. Cooperate with other units of government to provide services in a more cost-effective manner.

Policies:

1. Pursue cooperative agreements regarding boundary agreements, annexation, expansion of public sewer and water services, and growth management between the City/Village and the Town.
2. Identify alternative solutions to existing or potential land use, administration or policy conflicts that may hinder intergovernmental cooperation.
3. Regularly meet with adjoining unit of government to discuss issues of mutual concern.
4. Periodically review existing shared service agreements, and explore additional agreements.



Sandstone outcropping in the Town of Leola

9. IMPLEMENTATION

Implementation of this Comprehensive Plan depends on local officials. It is also important that local citizens and others become aware of this plan.

Some steps have already been accomplished toward implementing this plan, such as the adoption of written public participation guidelines, the formation of a Plan Commission, hosting an open house meeting, passing a Plan Commission resolution recommending Plan adoption by the Town Board, holding a formal public hearing, and approval of the Plan by ordinance by the Town Board.

The following recommendations are made to further implement this Comprehensive Plan:

Recommendation 1:

The Town Board should use this plan as a guide when making decisions, especially those that relate to growth and development. The Planning Commission and any other official committee of the Town should also use this plan in their efforts as well.

Recommendation 2:

The Town should encourage citizen awareness of the comprehensive plan by making copies available, making reference to at public meetings and Town newsletters, and displaying a copy of the future land use plan map in the Town Hall. Neighboring local units of government and others will receive copies of the plan. A website should be established to allow Internet access to the plan document and maps.

Recommendation 3:

The Town currently has no zoning, except for the shoreland areas covered under county zoning. Beyond that, there are some additional tools and approaches that can be utilized by the Town to achieve the goals of the plan. These include but are certainly not limited to the following: land division, official mapping, fee simple land acquisition, easements, deed restrictions, land dedication, and ordinances or programs regulating activities such as building permits, erosion control, or septic pumping, etc. The Town should consider these tools as needed.

Recommendation 4:

Amendments to this Plan may include minor changes to the plan text or maps, and or major changes resulting from periodic review. Wisconsin Law requires that the same process used to adopt the plan will be used to make any amendments. The steps are outlined below:

- An amendment or change may be initiated by either the Town Board or Plan Commission, a request from a resident, or may result from a regular review of the plan.

- The Plan Commission prepares the specific text or map amendment being considered, holds a public meeting and votes to recommend approval or disapproval of the proposed amendment, by resolution to the Town Board.
- A copy of the proposed Plan amendment is sent to all affected government units, including Adams County.
- Town Clerk publishes a 30-day Class 1 notice announcing a Town board public hearing on the proposed changes.
- The Town Board conducts the public hearing and votes to either approve, disapprove or approve with changes, by ordinance.

Any approved changes are sent to affected government units, including Adams County. Frequent minor changes to accommodate specific development proposals should be avoided.

Recommendation 5:

Periodic updating of the plan is necessary to insure that it reflects the desires of the Town's residents. The Plan Commission should review the plan on an annual basis, and conduct an in-depth review of the plan every five years. At a minimum the plan must be updated every ten years.

The annual review should compare how decisions, especially land use related, made during the year relate to the goals, objectives, and policies of the plan. If decisions are inconsistent with plan, changes need to be made.

The update should consider the following to maintain consistency in the land development process:

- Revision should be made to bring decision-making back in line with Plan's goals, objectives, and policies.
- The goals, objectives, and policies should be reviewed to ensure they are still relevant and worthwhile in the Town.
- New implementation tools should be considered to gain more control over decisions.

The above recommendations provide a general process for the Town to best implement the findings of this plan. The process to develop the plan consisted of countless hours of time from elected, non-elected staff and the general public; however, the ability to implement the plan lies with the Town Board.

Consistency Among Plan Elements

The comprehensive planning law requires that the implementation element describe how each of the elements of the Comprehensive Plan shall be integrated and made consistent with the other elements of the comprehensive Plan. The nine sections (elements) of this Plan were prepared simultaneously to achieve integration and eliminate any inconsistencies between the different sections.

In the end, it is the Town Board's responsibility to uphold and promote this plan.



Tree covered road – Town of Leola

ATTACHMENT A
ADAMS COUNTY PLAN PROCESS

ATTACHMENT B
PUBLIC PARTICIPATION PLAN

ATTACHMENT C
COMMUNITY SURVEY

ATTACHMENT D
2000 CENSUS SUMMARY

ATTACHMENT E
LEOLA DRAINAGE DISTRICT

ATTACHMENT F

POPULATION, HOUSEHOLD, EMPLOYMENT, & LAND USE PROJECTIONS

ATTACHMENT G

ADDENDUM TO TOWN OF LEOLA COMPREHENSIVE PLAN