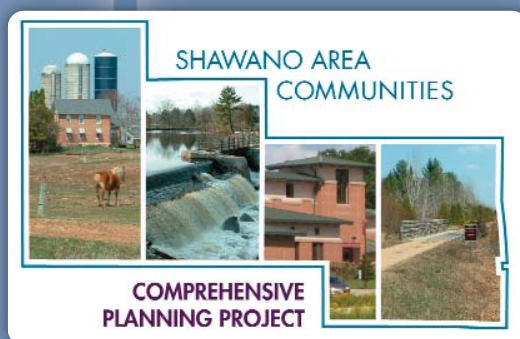


Village of Wittenberg Comprehensive Plan



PLAN COMMISSION RECOMMENDED: October 13, 2008

VILLAGE BOARD ADOPTION: December 1, 2008



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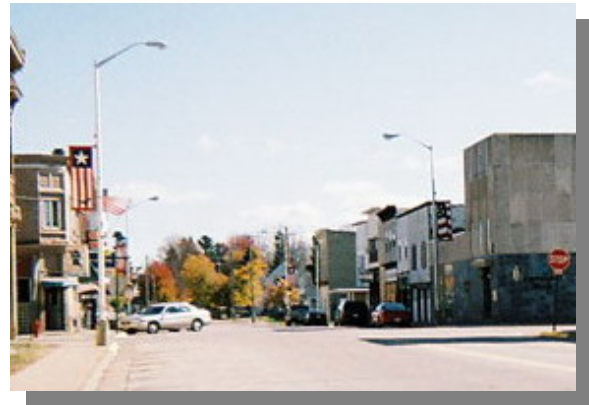
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Introduction

Located in rural west-central Shawano County, the Village of Wittenberg is a small, close-knit community. Evidence of the Village's history can be found in its traditional streetscapes, historic buildings, and rural surroundings. The Village's parks, public buildings and services, local businesses, and civic events reflect an ongoing commitment to remaining a desirable place to live, work, and play. The Village has experienced only modest growth over the past 10 years, but has taken steps to improve its economic base and residents' quality of life. The Village has secured land and improvements for the Wittenberg Business Park County Highway Q east of the recently reconfigured State Highway 29 bypass. This and other recent developments and regional trends will provide the Village both greater opportunities and challenges over the next 20 years. The Village recognizes that actively planning for development in a controlled and predictable manner will help the Village retain its character, protect its natural resources, avoid land use conflicts, provide housing and appropriate employment opportunities, sustain and make the best use of public services, and continue to foster a greater sense of community.



Purpose of this Plan

This *Village of Wittenberg Comprehensive Plan* will guide Village short-range and long-range growth, development, and preservation. The purposes of the *Comprehensive Plan* are to:

- ◆ Identify areas appropriate for development and preservation over the next 20 years;
- ◆ Recommend types of land use for specific areas in the Village;
- ◆ Preserve agricultural and forest lands and natural resources near the community;
- ◆ Identify needed transportation and community facilities to serve future land uses;
- ◆ Direct private housing and other investment in the Village; and
- ◆ Provide detailed strategies to implement plan recommendations.

This *Comprehensive Plan* is being prepared under the State of Wisconsin's comprehensive planning law, adopted in 1999 and contained in §66.1001, Wisconsin Statutes. This *Plan* meets all of the statutory elements and requirements of the law. After 2010, only those plans that contain the nine required elements and were adopted under the prescribed procedures will have legal standing for guiding zoning and land division decisions made by the Village.

The remainder of this *Comprehensive Plan* is organized in nine chapters containing all of the required elements listed above. Each chapter begins with background information on the element (e.g., land use, transportation, economic development), followed by an outline of the Village's policy desires related to that element, and ends with detailed recommendations for the element. The final chapter (Implementation) provides recommendations, strategies, and timelines to ensure the implementation of this *Plan*.

General Regional Context

Map 1 shows the relationship of the Village to neighboring communities in the region. The Village is bordered on all sides by the Town of Wittenberg. The nearest villages include Eland to the northwest, Bowler to the northeast, and Tigerton to the southeast. The Town of Wittenberg is bordered by the Town of Birnamwood on the north, the Town of Morris to the east, the Town of Germania to the south, the Town of

Elderon in Marathon County to the west. The Village lies 29 miles west of the City of Shawano, 28 miles east of Wausau, and 25 miles south of Antigo.

The Village is located roughly 65 miles northwest of Green Bay; and 60 miles northwest of Appleton, the largest and of the Fox Valley Cities.

Selection of the Planning Area

The Village of Wittenberg encompasses approximately 1.6 square miles. The planning area has been selected as to generally include all lands in which the Village has both a short-term and long-term interest in planning and development activity. The planning area includes all of the incorporated land within the Village and land within the 1 ½ mile Extraterritorial Jurisdiction Limit (ETJ) of the Village, with particular focus on lands within 1 mile of the Village.

Regional Planning Effort

This *Comprehensive Plan* was prepared concurrently with 25 other neighboring communities in Shawano County as part of a State-funded multi-jurisdictional planning process. In order to facilitate this process, participating communities in Shawano County were organized into three clusters for planning purposes. The Village of Wittenberg is part of the Western Cluster, which is also comprised of the towns of Almon, Aniwa, Birnamwood, Germania, Hutchins, Morris, and Wittenberg, as well as the Villages of Aniwa, Bowler, Eland, and Tigerton. A County-wide comprehensive plan was also prepared as part of this planning effort.

Map 1: Jurisdictional Boundaries

Chapter One: Issues and Opportunities

This chapter of the *Plan* provides an overview of demographic trends and background information necessary to develop an understanding of the changes taking place in the Village of Wittenberg. This chapter includes data on population, household and employment trends and forecasts, age distribution, educational attainment levels, and employment and income characteristics. It also includes overall goals and objectives to guide future preservation, development, and redevelopment over the 20-year planning period.

SUMMARY OF KEY ISSUES AND OPPORTUNITIES

- ◆ Business retention and attraction in the downtown, business park, and other suitable sites.
- ◆ Providing housing opportunities for younger families.
- ◆ Provide appropriate community facilities to support all residents.

Population Trends and Forecasts

The Village of Wittenberg experienced an overall increase in population of 35 percent between 1950 and 2000, from 874 residents to 1,177. This increase was greater than the percentage of population growth experienced by the County (25 percent), but less than the State (56 percent) and the East Central Region (Counties of Calumet, Fond du Lac, Green Lake, Marquette, Menominee, Outagamie, Shawano, Waupaca, Waushara and Winnebago) (66 percent) over the same time period. The growth trend for Wittenberg since the 1970s (32 percent) is greater than the region (28 percent), the County (25 percent) and the State (21 percent).

Figure 2 indicates that recent Village growth between 1990 and 2000 (3 percent) was moderate compared with nearby villages, growing faster than Aniwa, Bowler, Eland, and Tigerton, but not as rapidly as Birnamwood. The Village also grew more slowly than five out of the nine comparison towns, the County, the region, and the State, though recent population growth in the nearby towns of Wittenberg, Elderon, Germania, and Morris has been much slower than the Village's.

Figures 1 and 2 indicate a slight shift in overall County population moving away from towns and into villages or cities, but also reveals that growth rates among towns and among villages can vary greatly. Generally, towns near growing villages with substantial municipal services and/or convenient highway access to other major employment and population centers have grown more quickly than more remote towns in the last decade. This reflects the recent state-wide trend toward non-farming households moving to locations in rural settings with lower taxes yet close to village amenities, employment and shopping.

Figure 1: Historic Population of Area Communities, 1950 – 2000

	1950	1960	1970	1980	1990	2000
Village of Wittenberg	874	892	895	997	1,145	1,177
City of Shawano	5,894	6,103	6,488	7,013	7,598	8,298
Village of Birnamwood	561	568	632	688	687	785
Village of Bowler	344	274	272	339	279	343
Village of Eland	232	213	229	230	247	251
Village of Tigerton	827	781	742	865	815	764
Town of Wittenberg	830	728	723	829	877	894
Town of Almon	737	602	505	632	557	591
Town of Birnamwood	604	516	484	570	632	711
Town of Elderon	*	*	506	628	605	567
Town of Fairbanks	678	581	631	608	600	687
Town of Franzen	*	*	535	571	532	505
Town of Germania	380	411	389	392	410	339
Town of Morris	556	489	411	447	453	485
Town of Norrie	*	*	682	808	874	967
Shawano County	32,576	32,006	32,650	35,928	37,157	40,664
East Central Region**	366,887	413,397	475,090	511,033	542,712	609,438
Wisconsin	3,434,575	3,951,777	4,417,731	4,705,767	4,891,769	5,363,675
<i>Shawano County Town Population</i>	<i>21,553</i> <i>(66%)</i>	<i>20,805</i> <i>(65%)</i>	<i>20,970</i> <i>(64%)</i>	<i>23,002</i> <i>(64%)</i>	<i>23,608</i> <i>(64%)</i>	<i>25,805</i> <i>(63%)</i>
<i>Shawano County City and Village Population</i>	<i>11,063</i> <i>(34%)</i>	<i>11,204</i> <i>(35%)</i>	<i>11,680</i> <i>(36%)</i>	<i>12,926</i> <i>(36%)</i>	<i>13,549</i> <i>(36%)</i>	<i>14,859</i> <i>(37%)</i>

* Information unavailable

** The East Central Region includes Calumet, Fond du Lac, Green Lake, Marquette, Menominee, Outagamie, Shawano, Waupaca, Waushara, and Winnebago Counties

Sources: U.S. Census of Population and Housing, 1950 – 2000; East Central Wisconsin Regional Planning Commission, 2004

Figure 2: Population Change (%), 1950 – 2000

	1950- 1960	1960- 1970	1970- 1980	1980- 1990	1990- 2000	1950- 2000	1970- 2000
Village of Wittenberg	2.1	0.3	11.4	14.8	2.8	34.7	31.5
City of Shawano	3.5	6.3	8.1	8.3	9.2	40.8	27.9
Village of Birnamwood	1.2	11.3	8.9	-0.1	14.3	39.9	24.2
Village of Bowler	-20.3	-0.7	24.6	-17.7	22.9	-0.3	26.1
Village of Eland	-8.2	7.5	0.4	7.4	1.6	8.2	9.6
Village of Tigerton	-5.6	-5.0	16.6	-5.8	-6.3	-7.6	3.0
Town of Wittenberg	-12.3	-0.7	14.7	5.8	1.9	7.7	23.7
Town of Almon	-18.3	-16.1	25.1	-11.9	6.1	-19.8	17.0
Town of Birnamwood	-14.6	-6.2	17.8	10.9	12.5	17.7	46.9
Town of Elderon	*	*	24.1	-3.7	-6.3	*	12.1
Town of Fairbanks	-14.3	8.6	-3.6	-1.3	14.5	1.3	8.9
Town of Franzen	*	*	6.7	-6.8	-5.1	*	-5.6
Town of Germania	8.2	-5.4	0.8	4.6	-17.3	-10.8	-12.9
Town of Morris	-12.1	-16.0	8.8	1.3	7.1	-12.8	18.0
Town of Norrie	*	*	18.5	8.2	10.6	*	41.8
Shawano County	-1.7	2.0	10.0	3.4	9.4	24.8	24.5
East Central Region	12.7	14.9	7.6	6.2	12.3	66.1	28.3
Wisconsin	15.1	11.8	6.5	4.0	9.6	56.2	21.4

* Information unavailable

Source: Wisconsin Department of Administration, U.S. Census of Population and Housing, 1950-2000

Figure 3 indicates that the Village of Wittenberg's population is projected to increase over the next 25 years by 25 residents (2.1 percent) between 2005 and 2025. Actual future population change will depend on market conditions, attitudes about growth, and development regulations. DOA population projections for 2030 were not available during the drafting of this plan, but will be added during future updates of this *Plan*.

Figure 3: Population Forecasts, 2005 - 2025

	2005	2010	2015	2020	2025
Village of Wittenberg	1,152*	1,180	1,181	1,179	1,177
City of Shawano	8,488	8,526	8,632	8,722	8,799
Village of Birnamwood	811*	853	880	905	929
Village of Bowler	342*	359	366	372	379
Village of Eland	242*	251	250	250	249
Village of Tigerton	737*	691	655	618	582
Town of Wittenberg	880*	1,007	1,062	1,113	1,162
Town of Almon	593*	591	590	588	586
Town of Birnamwood	762*	799	841	880	919
Town of Elderon	584*	544	533	522	512
Town of Fairbanks	706*	731	752	771	790
Town of Franzen	517*	503	502	502	502
Town of Germania	348*	310	295	280	266
Town of Morris	502*	518	533	548	561
Town of Norrie	1,039	1,060	1,107	1,155	1,201
Shawano County	42,029*	42,987	44,077	45,058	45,995
East Central Region	638,699*	667,636**	691,308**	714,939**	737,521**
Wisconsin	5,580,757*	5,751,470	5,931,386	6,110,878	6,274,867

* Estimates are from Wisconsin Department of Administration, 2005

** Estimates are from the East Central Wisconsin Regional Planning Commission, 2003

Source: Wisconsin Department of Administration, 2004

Demographic Trends

Figure 4 shows trends in the Village of Wittenberg's age and sex distribution from 1990 to 2000, and compares these trends with the surrounding communities, the County and the State. The Homme Home and other retirement housing facilities house approximately 150 retired residents (about 13% of the Village's population). As a result, the population over 65 years of age is much higher than other communities. The percentage of the Village population over 65 in 1990 (33 percent) and 2000 (29 percent) was substantially greater than all comparison villages, towns, the County and the State.

The relatively high percentage of elderly also skews the percentage of females (who tend to live longer), and lowers the percentage of people in other age groups. In 2000, the percentage of the Village's population less than 18 years old (25 percent) was slightly less than Shawano County's (26 percent) and the State's (26 percent). The 2000 percentage of population less than 18 was also lower than most comparison towns and villages. Still, the data shows that the Village continues to thrive as a balanced community serving all age groups. Contrary to national trends, the average age of Wittenberg's population *decreased* in the past thirty years. The percentage of population 18 and under increased from 23.0% in 1990 to 25 in 2000. The Village median age decreased from 43.2 to 39.8 between 1990 and 2000. By comparison, Shawano County's median age increased from 35.3 to 38.5 during the same time period. However, despite Wittenberg's recent decrease in median age, the trend toward prolonged life expectancy and declining birth rate make it possible that the Village's median age will begin rising again over the 20 year planning period.

Figure 4: Age and Gender Distribution, 2000

	Median Age (2000)	Under 18 (1990), (%)	Under 18 (2000), (%)	Over 65 (1990), (%)	Over 65 (2000), (%)	Female (1990), (%)	Female (2000), (%)
Village of Wittenberg	39.8	23.0	24.8	33.0	28.7	56.3	53.3
City of Shawano	38.3	24.5	24.0	23.9	20.5	54.4	52.3
Village of Birnamwood	36.9	26.8	29.2	22.4	20.8	52.2	52.8
Village of Bowler	33.9	29.4	33.2	17.9	12.8	49.1	55.4
Village of Eland	36.3	31.2	33.1	13.8	12.7	51.4	48.6
Village of Tigerton	39.5	26.7	23.3	19.9	21.3	52.8	54.6
Town of Wittenberg	34.4	36.6	33.6	10.5	13.4	47.1	44.7
Town of Almon	38.6	26.9	26.7	16.2	14.2	48.7	47.2
Town of Birnamwood	35.0	32.3	27.7	10.4	10.3	48.1	48.4
Town of Elderon	40.5	31.7	24.3	11.2	13.2	47.6	47.8
Town of Fairbanks	38.6	28.7	29.5	14.7	15.0	49.3	49.5
Town of Franzen	36.8	33.8	27.7	10.9	15.0	47.7	48.3
Town of Germania	44.6	29.5	21.2	13.4	16.5	47.1	47.5
Town of Morris	38.6	27.8	25.4	17.9	13.4	46.6	46.8
Town of Norrie	36.4	29.5	29.0	11.0	11.5	49.1	46.9
Shawano County	38.5	26.9	25.7	18.0	16.8	50.1	50.1
Wisconsin	36	26.4	25.5	13.3	13.1	50.6	50.6

Source: U.S. Census of Population and Housing, 1990, 2000

As shown in Figure 5, the Wisconsin Department of Administration has predicted that the average age of Shawano County residents will continue to increase. The percentage of people aged 65 and older has been projected to increase from 16.8 percent in 2000 to 24.5 percent in 2030. Although a slight increase is predicted until 2010 for the segment of the population between the ages of 20 and 64, the overall percentage of the population in all age categories under 65 is projected to decrease by 2030. When compared to 2000 data, the population of people aged 65 or older is projected to almost double by 2030 while the other age groups will either decrease or increase at a more moderate rate. This data is not available at the Village level.

Figure 5: Shawano County Age Cohort Forecasts, 2000 to 2030

Year	Under 5	5-19	20-64	65+
2000	2,500 (6.1%)	8,863 (21.8%)	22,454 (55.2%)	6,847 (16.8%)
2005	2,465 (5.9%)	8,729 (20.9%)	23,779 (56.9%)	6,842 (16.4%)
2010	2,530 (5.9%)	8,330 (19.4%)	24,909 (57.9%)	7,218 (16.8%)
2015	2,605 (5.9%)	8,185 (18.6%)	25,405 (57.6%)	7,882 (17.9%)
2020	2,658 (5.9%)	8,129 (18.0%)	25,488 (56.6%)	8,783 (19.5%)
2025	2,636 (5.7%)	8,261 (18.0%)	25,032 (54.4%)	10,069 (21.9%)
2030	2,564 (5.5%)	8,337 (17.9%)	24,297 (52.1%)	11,423 (24.5%)

Source: Wisconsin Department of Administration, 2004

Household Trends and Forecasts

Figure 6 compares selected household characteristics in 2000 for the Village of Wittenberg with nearby towns, the County, and the State. Following national trends, the average household size declined from 2.39 in 1990 to 2.37 in 2000. The average household size in all of Shawano County in 2000 was 2.57, a decrease from 2.64 in 1990. The Village's average household size is forecast to decrease to 2.35 by 2020. The projected household size is used to project future housing unit demand in the community over the next 20 years.

Figure 6: Household Characteristic Comparisons, 2000

	Total Housing Units	Total House- holds	Average House- hold Size	% Single-person Household
Village of Wittenberg	471	436	2.37	33.3
City of Shawano	3,587	3,432	2.27	34.7
Village of Birnamwood	328	309	2.48	31.4
Village of Bowler	135	126	2.62	24.6
Village of Eland	96	93	2.70	23.7
Village of Tigerton	383	349	2.19	40.1
Town of Wittenberg	331	298	2.72	16.8
Town of Almon	271	224	2.64	18.3
Town of Birnamwood	328	309	2.48	31.4
Town of Elderon	260	224	2.53	23.2
Town of Fairbanks	268	235	2.92	19.1
Town of Franzen	212	193	2.62	20.7
Town of Germania	142	134	2.53	20.1
Town of Morris	217	181	2.68	20.4
Town of Norrie	385	342	2.82	16.7
Shawano County	18,317	15,815	2.57	24.9
Wisconsin	2,321,144	2,084,544	2.57	26.8

Source: U.S. Census of Population and Housing, 2000

Employment Trends

According to 2000 Census data, the largest portion of the 492 employed persons *living* in the Village of Wittenberg work in either education, health and social services (25.3 percent) or the manufacturing sector (24.9 percent), followed by retail trade (10.4 percent), arts, entertainment, recreation, accommodation and food services industries (9.5 percent), and finance, insurance, real estate, rental and leasing (6.1 percent). The percentage of the Village's labor force employed in each sector in 2000 is shown below:

Figure 7: Village of Wittenberg Labor Force Characteristics, 2000

Occupational Group	% of Labor Force
Education, Health, Social Services	25.3
Manufacturing	24.9
Retail Trade	10.4
Arts, Entertainment, Recreation, Accommodation, Food Services	9.5
Finance, Insurance, Real Estate, Rental, Leasing	6.1
Construction	3.9
Transportation, Warehousing, Utilities	3.7
Professional, Scientific, Management, Administrative, Waste Management	2.8
Public Administration	2.4
Information	2.2
Agriculture, Forestry, Fishing, Hunting, Mining	1.5
Wholesale Trade	1.5

Source: U.S. Census of Population and Housing, 2000

More current employment data is available at the County level. According to Wisconsin's Department of Workforce Development, the unemployment rate for Shawano County has increased from 3.5 in 2000 to 5.0 in 2004. Jobs in services increased the most from 1996 to 2001, increasing from 8,865 jobs in 1996 to 9,711 jobs in 2001. The County also experienced a significant amount of growth in government-related jobs and a small amount of growth in goods producing services such as construction, mining, and durable goods manufacturing. More recently, in 2002 Shawano County experienced an overall decrease in employment caused mostly by declines in professional and business services, manufacturing, and trade, transportation and utilities. In 2003 an overall increase in employment was driven primarily by increases in financial activities, trade, transportation, and utilities, and education and health.

Overall, the total number of jobs provided in the County has remained fairly steady from 1997 to 2004, although a lack of consistent data reporting makes analysis uncertain.

Employment Projections

Forecasting employment growth for establishments located *within* the Village of Wittenberg is difficult because of the community's small number of employers. Shawano County employment projections provided by Woods & Poole Economics, Inc. - a regional economic and demographics analysis firm - predicts the County's total employment to grow at a rate of 1.25 percent through the year 2030, as shown in Figure 8. The most significant expected increase in employment during this period is in government jobs which are predicted to grow from 12 percent in the year 2000 to 29 percent by 2030. During this time frame the percentage of County employment in manufacturing, services, and farming is expected to decline slightly (by 3 to 4%), as shown in Figure 9.

Figure 8: Jobs in Shawano County, 1997 – 2004

	1997	1998	1999	2000	2001	2002	2003	2004
Manufacturing	2,423	2,426	2,302	2,383	2,275	2,189	2,200	2,329
Education, Health, Social Services	2,117	2,175	2,127	2,013	2,154	2,175	2,197	2,213
Retail Trade	1,572	1,576	1,611	1,598	1,556	1,491	1,562	1,572
Arts, Entertainment, Recreation, Accommodation, Food Services	1,826	1,884	1,980	1,923	1,935	1,952	1,879	1,840
Construction	*	471	495	487	513	522	523	508
Transportation, Warehousing, Utilities	613	604	522	517	512	482	446	290*
Finance, Insurance, Real Estate, Rental, Leasing	389	382	379	323	311	376	440	438
Public Administration	968	1,019	1,073	1,118	1,182	1,207	1,134	1,202
Professional, Scientific, Management, Administrative, Waste Management	451	523	568	297*	693	502	520	515
Wholesale Trade	437	432	451	454	419	442	437	612
Information	*	*	236	259	260	261	275	*
Total Jobs	10,796	11,492	11,744	11,372	11,813	11,599	11,613	11,519

* Incomplete or unavailable data

Source: Wisconsin Department of Workforce Development Annual Census of Employment and Wages

Figure 9: Projected Employment, 2000 – 2030

	Percent of Jobs in 2000	Percent of Jobs in 2015	Percent of Jobs in 2030
Manufacturing	13.98%	11.15%	9.73%
Services	27.86%	22.13%	24.08%
Farming	9.32%	7.30%	5.53%
Government	12.48%	26.83%	29.23%

Source: Woods and Poole Economics, Inc., 2004 State Profile

Education and Income Levels

Educational attainment is the highest degree or level of school completed and is one component used to assess a community's labor force potential. Educational attainment often differs by generation, ethnicity, access to higher education, employer expectations and socioeconomic status. Figure 10 compares the educational attainment of Wittenberg residents to those from surrounding communities, the County and the State. According to the 2000 Census, 71 percent of the Village's population age 25 and older had attained a high school level education or higher. This level is less than the State, the County, and all comparison towns and villages. Approximately 14 percent of this same population had attained a college level education (bachelor's degree or higher). This is higher than most comparison towns, villages and the County average (13 percent), but lower than the State (22 percent). The percentage of the population with graduate or professional degrees (2.5 percent) was close to the median income among comparison communities but less than the County average (3.9 percent) and the State (7.2 percent).

Both educational attainment figures and incomes (see Figures 10 and 11) are again skewed by the high percentage of retired elderly residing in the Village. Total elderly population was nearly 17% of the population. Pre- "baby boom" generations typically received less formal education, and retirement incomes are typically much lower than those of working households.

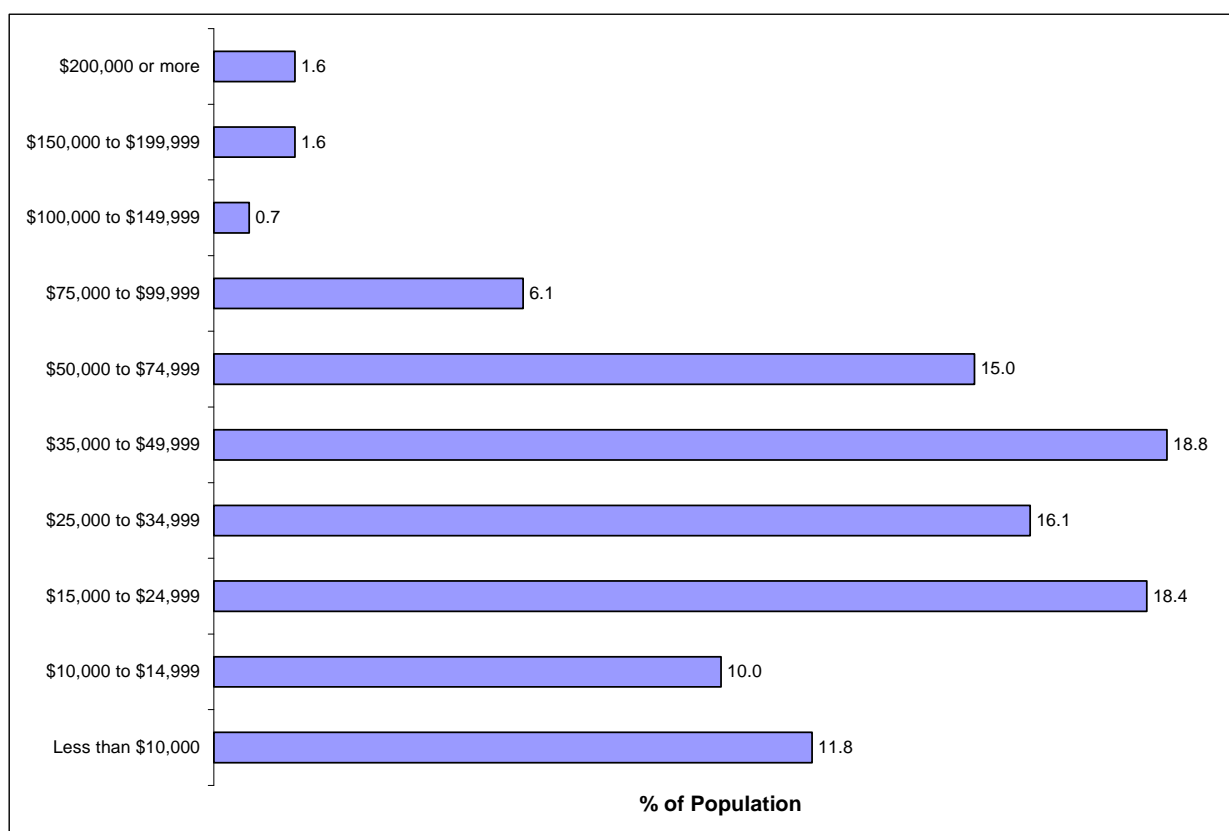
Figure 10: Educational Attainment and Median Income Comparisons

	High School Graduate or Higher (%)	Bachelor's Degree or Higher (%)	Graduate or Professional Degree (%)	1989 Median Household Income (\$)	1999 Median Household Income (\$)
Village of Wittenberg	70.5	14.1	2.5	21,078	29,926
City of Shawano	80.4	18.5	6.0	21,610	31,546
Village of Birnamwood	80.4	10.6	5.3	21,953	37,813
Village of Bowler	77.4	14.9	6.2	19,375	34,167
Village of Eland	82.4	5.9	0.0	27,813	37,917
Village of Tigerton	73.8	8.3	3.1	17,798	25,278
Town of Wittenberg	82.9	15.4	4.5	24,868	42,841
Town of Almon	78.3	7.2	3.9	19,583	37,663
Town of Birnamwood	80.3	6.0	1.3	19,881	40,469
Town of Elderon	81.2	11.4	2.9	26,490	36,667
Town of Fairbanks	72.4	9.4	1.4	22,273	39,432
Town of Franzen	74.8	6.2	1.2	25,000	41,442
Town of Germania	71.6	7.3	1.9	19,000	38,542
Town of Morris	80.6	11.0	3.4	22,361	36,875
Town of Norrie	78.9	15.2	1.9	27,450	48,472
Shawano County	81.5	12.6	3.9	23,841	38,069
Wisconsin	85.1	22.4	7.2	29,442	43,791

Source: U.S. Census of Population and Housing, 1990, 2000

Another measure of a community's economic well being is the median annual income. Per 2000 Census data, the 1999 median household income in the Village of Wittenberg was \$29,926. This figure is less than the County, the State, all towns, and the majority of comparison villages. The reported median household income in the Village increased by 42 percent from 1989 to 1999, while median income in the State increased by 49 percent and the County increased by roughly 60 percent. This increase was slightly more than the rate of inflation or cost of living index, as measured by the Consumer Price Index from the U.S. Department of Labor, for the State and the Midwest Region (about 33 percent). As shown in Figure 11, the majority of households in the Village reported an income between \$35,000 and \$49,999 (19 percent), followed by \$15,000 to \$24,999 (18 percent), \$25,000 to \$34,999 (16 percent), \$50,000 to \$74,999 (15 percent), with the next highest percentage of Village residents (12 percent) earning less than \$10,000. More information on Village income characteristics can be found in Chapter Seven: Economic Development. Note: Homme Home residents are included in the census data.

Figure 11: Village of Wittenberg 1999 Earned Income Distribution by Household



Source: U.S. Census of Population and Housing, 2000

Summary of Public Participation

The Village's planning process was guided by several participation events and tools, in addition to regular meetings of the Village's Plan Commission. The following is a summary of those activities.

In order to facilitate large public meetings, participating communities in Shawano County were organized into three clusters. The Village of Wittenberg was part of the Western Cluster, which was also comprised of the towns of Almon, Aniwa, Birnamwood, Germania, Hutchins, Morris, and Wittenberg, as well as the Villages of Aniwa, Bowler, Eland, and Tigerton. The following is a description of the results for the Village of Wittenberg from each of the cluster workshops.

Cluster Meeting: "Guiding Your Community Plan Direction"

Several representatives from the Village participated in the March 4, 2006 western cluster workshop – "Guiding Your Community Plan Direction." The purpose of this workshop was intended to help provide initial direction for the planning process.

Participants in the workshop were asked to summarize what they most value about their community, the most crucial trends affecting the Village, and individual "Hopes and Dreams" for the future of the community. The group used this information to establish key plan directions. Attendees also worked together to provide information on a questionnaire to guide the preparation of all nine comprehensive planning elements.

Cluster Meeting: Visioning Session

The western cluster Vision workshop was held on October 9, 2006. The group developed the following vision statement: Western Shawano County is a rural area of natural beauty. It contains vibrant towns and villages. They have maintained their natural resources and agricultural lands, and trails. Regular communication and coordinated planning between towns, villages, and the county have encouraged planned, managed growth, and quality essential services, including education, healthcare, and viable businesses.

Cluster Meeting: "Building Community Goals"

The western cluster workshop – "Building Community Goals" - was held on December 13, 2006. Participants from the Village developed goals statements for each element of this *Plan* as well as ideas for accomplishing the goals. Goals included protecting agricultural, natural, and historical resources; updating local land use regulations; transportation improvements; adding parking for the downtown and the Wiouwash State Recreation Trail and other parks; upgrading basic services such as sewer and water; adding a range of private sector housing; improving the economic base in both the downtown and the Village business park; and working with the Town of Wittenberg to improve both communities. These ideas were incorporated into the programs and recommendations of this *Plan*.

Cluster Workshop: Sharing Future Land Use Maps

The Western Cluster workshop "Sharing Future Land Use Maps" was held on October 16, 2007. Participants from each of the Western Cluster towns and villages compared their draft of the Future Land Use Maps with those prepared by other Western Cluster communities participating in the Shawano County multi-jurisdictional planning process. Representatives from the Village of Wittenberg also gained additional understanding of methods implementing comprehensive plans and shared planning concerns for Shawano County. The Village of Wittenberg representatives identified several opportunities for collaboration as well as differences with the Town over development within the Village's 1.5 mile extraterritorial jurisdiction. Representatives from both the Village and Town of Wittenberg participated in a discussion concerning the possibility of entering into an intergovernmental agreement to reconcile differences. This discussion led to a follow-up meeting 2007 between the representative of the two communities in December 2007 (See Page 25).

Special Places Photo Exercise

In the early fall of 2006, members of the Plan Commission completed a “special places” photo survey to capture the Village’s defining character as seen from the eyes of residents. Commission members photographed the “special places” that capture this character. These photographs suggest places that Commission members wish to preserve or see more of in the future. Members also photographed places that they felt hurt the character and appearance of the community, or types of places elsewhere that they did not wish to see in the community.

Of the 17 photos taken in Wittenberg, most of the “good” or “special” places fall into two categories:

1. Public buildings, natural open space, and community projects including the Wittenberg library, the Village bandshell, and the Walls of Wittenberg art murals all represent the community’s civic pride and a willingness to enhance Wittenberg’s public spaces.



2. Businesses in Wittenberg that provide much needed services such as the Marshfield Clinic, Homme Home, Nueske’s, and the North Central Technical College are seen as a positive influence on the community.

Photos of places that Commission members felt hurt the character of Wittenberg mainly included poorly maintained and vacant properties in need of clean up, a change of ownership, or repair (e.g., vacant downtown lots, empty storefronts, and closed businesses).

County Survey

A County-wide survey was conducted as part of the Shawano Area Communities Comprehensive Planning Project. In the fall of 2006, 9,993 surveys were sent out to a representative sampling of the 16,312 total households in the County. A total of 1,014 surveys were returned. This response rate, coupled with the large percentage of County households who received the survey, provides a significant result. Statistically speaking, the response rate yields a 95% certainty that if every household in the County had responded to a given question, the responses would have varied by less than 3% from the results that were obtained through this survey.

The following is a brief list of key survey results. For a complete summary of survey results, see the Shawano County Comprehensive Plan.

- ♦ 68 percent of respondents considered the 1980 to 2005 County growth rate to be “just right”.
- ♦ Top responses for important “key future directions” included: maintaining rural character, promotion of business and industrial development, use of sign and other appearance regulations to preserve scenery, and the continuance of farming.
- ♦ 84 percent of respondents thought that new development should be planned by community with property owner input.
- ♦ Nearly half of respondents would like new recreational natural areas (trails, wildlife viewing, nature centers) in their community.
- ♦ When asked why they chose to live in Shawano County, over one-quarter of respondents selected “near family or friends”.

The survey results were also analyzed by cluster (eastern, central, and western). The outcome of this analysis showed a remarkable consistency in responses. The top answers to each question were very similar no matter where in the county the respondent resided. One small difference noted was a difference in importance placed on preservation of farmland and forestland. Respondents in the eastern and central clusters tended to place more value on farmland, while preservation of forestland was more emphasized in the western cluster.

The survey revealed that small town character, being close to outdoor recreational opportunities such as fishing and hunting, and natural beauty are important to residents of the Western Cluster. Nearly eight of ten though rated preservation of forest land, and surface waters such as lakes, rivers and streams as “Very Important. Nearly seven of ten respondents rated preservation of farmland and wildlife habitat as “Very Important”. Over 7 in ten strongly agreed that maintaining rural character was important and over half strongly agree that their community should actively seek to protect the environment. When asked the top three reasons for living in western Shawano County, “Small town character” edged out living near family and friends as the most common response, while living close to outdoor recreational opportunities and natural beauty ranked third and fourth, ahead of living near jobs and low taxes.

According to Western Cluster respondents, concerns over increased taxes and the lack of businesses, shopping, and services in the area were the two most common responses when asked for the top three problems facing the area. Low wages, a shortage of jobs, and a lack of opportunities for youth were next most common responses.

Eighty-three percent of respondents thought that new development in their community should be thought out and planned by the community with proper input from the property owner.

Planning for Community Character Event

This awareness and education event, held January 30, 2007, was intended to help the County and local communities begin to consider the types of strategies related to land use and community character that they might like to include in their comprehensive plans. The presentation described proven strategies to help protect and retain small-town or community character in a rural setting. This event provided ideas in advance of the local community Land Use Workshops that were scheduled for February and March; some summary ideas from this event are also included in the Land Use Chapter.

Local Land Use Workshop

A meeting was held on February 13, 2007 to develop the Village's future land use map. This meeting included a discussion of the differences between zoning and land use planning as well as an overview of the trends that are influencing land use in the County. The workshop results were as a basis for Map 5 Future Land Use included in this *Plan*.

On July 17, 2007 the Village conducted a follow-up meeting to discuss a draft of Land Use Chapter of the Village's comprehensive plan. The meeting focused on policies for different future land use categories and where these categories would apply. Particular attention was paid to issues pertaining to the Highway 29 and Highway 45 corridors, differing visions of land use between the Town and Village in these areas, and challenges to downtown redevelopment. The meeting also discussed zoning and other implementation tools, and how the chapter will relate to other chapters of the plan.

Intergovernmental Meeting between Village and Town

The County sponsored an intergovernmental meeting between the Village and Town of Wittenberg in December 2007 to discuss the potential for a municipal boundary and land use agreement. The discussion was advanced by a pending development proposal near the edges of the two communities. The ideas presented at that meeting are reflected in the Intergovernmental Cooperation chapter of this *Plan*.

Open House and Public Hearing

Once the public review draft of this *Plan* is completed, the Village solicited local public comment. This included a formal public hearing, held before the Board, in advance of Board adoption of this *Plan*.

Regional Context and Influences

It is useful to step back and understand the forces and factors that shape the area's physical, economic, and social environment. This "Regional Influences" analysis, considers both the assets and challenges of the County related to its position in the broader region. This analysis considers the County's proximity to growing metropolitan areas, commuting patterns, transportation, recreational resources, and the physical landscape as the key regional influences. These factors are illustrated on the Regional Influences Map in the Shawano County Comprehensive Plan and described in the Text of the County's Comprehensive Plan.

WITTENBERG'S OPPORTUNITIES

- ◆ Located at Junction of State Highway 29 and US Highway 45.
- ◆ Business Park and TIF District
- ◆ Partnership with school district to enhance educational opportunities and attract new residents
- ◆ Strong investment in economic development, community services, and parks.

Statement of Overall Goals

Each chapter of this *Comprehensive Plan* includes a set of goals, objectives and policies which will provide the vision and policy guidance that the Plan Commission, Village Board, Village residents, and other interested groups and individuals need to guide the future preservation and development of the Village of Wittenberg over the next 20+ years.

Goals, objectives and policies are defined below:

- ♦ **Goals** are broad statements that express general public priorities about how the Village should approach development issues during the next 20+ years. These goals are based on key issues, opportunities and problems that affect the community.
- ♦ **Objectives** are more specific than goals and are usually attainable through planning and implementation activities. The accomplishment of an objective contributes to the fulfillment of a goal.
- ♦ **Policies** are rules or courses of action used to ensure *Plan* implementation and to accomplish the goals and objectives. The policies are intended to be used by decision-makers on a day to day basis.
- ♦ **Programs** are specific projects or services that are advised to achieve plan goals, objectives, and policies. Programs are sometimes included in the same list as “policies” and are sometimes included in the same section as “recommendations,” depending on the chapter.

Below is a list of goals to guide the future preservation and development in the Village of Wittenberg over the 20-year planning period. Objectives, policies, and recommendations/programs that forward these goals relevant to each element of this *Plan* are presented in subsequent chapters.

VILLAGE OF WITTENBERG OVERALL GOALS

- ♦ Protect agricultural lands in areas in the Village’s planning area, except in places advised by this *Plan* for future Village development.
- ♦ Protect the valued and sensitive natural features including as ground water, wetlands, streams, lakes, woodlands, prairies, and sensitive wildlife habitats in and near the Village of Wittenberg.
- ♦ Preserve the Village’s historic buildings, character, archeological sites, and cultural identity.
- ♦ Promote an efficient future Village land use pattern comprised of a mix of uses, housing, and densities.
- ♦ Manage the extent, pace, character, and type of new development in a manner that preserves and enhances the quality of life for residents within the Village.
- ♦ Provide a safe, efficient transportation system that serves multiple users.
- ♦ Preserve the Village’s sense of community and quality of life through maintaining and enhancing access to public services and utilities.
- ♦ Coordinate utility and community facility systems planning with land use, transportation, natural resource, and recreation planning.
- ♦ Plan for neighborhoods that contain a range of housing types, densities, and costs, but which also maintain the Village’s mostly single-family character.
- ♦ Encourage the provision of an adequate supply of housing to meet current and future needs.
- ♦ Achieve a balanced economy in Wittenberg that features good jobs, services and shopping, commercial recreation opportunities, and a healthy tax base.
- ♦ Promote mutually beneficial intergovernmental relations with nearby and overlapping governments, and with the Wittenberg Birnamwood School District.

Chapter Two: Agricultural, Natural, and Cultural Resources

This chapter of the *Comprehensive Plan* contains background data, goals, objectives, policies, and recommended programs for agricultural preservation, natural resource conservation, and cultural resource protection.

Agricultural Resource Inventory

Character of Farming

Farming is an important activity in the countryside surrounding the Village of Wittenberg. According to the 2006 land use inventory, farmland covers approximately about 17 percent of the surrounding Town of Wittenberg. Tracts of land identified as highly suitable for agriculture are interspersed throughout the surrounding Town of Wittenberg, including several areas immediately adjacent to the Village's southern boundary. Farming has been a significant land use activity throughout the Village's local history. Over the past 20 years, local trends in farming mirrored the region and the state, with an overall decline in the number of full time farm operators and a drop in average farm sizes (see Figure 12).

Overall during this time period over the past two decades, the County experienced a decline in the number of full time farm operators and a drop in average farm sizes. While these statistics indicate a decline in agriculture in the County overall, some inconsistencies in the data suggest that differences in methodology or the criteria use to classify "farm use" may lead to under-reporting actual farmland acreage losses. For instance, while the acreage of active agricultural land has declined as a whole, the acreage of land in smaller "hobby" farms may be increasing. The market value of agricultural products sold per farm increased from \$81,188 in 1997 to \$88,816 in 2002.

AGRICULTURAL RESOURCES RECOMMENDATIONS SUMMARY

- ♦ Minimize development of agricultural land by directing development into and immediately around the Village.
- ♦ Protect large, contiguous tracts of farm and forest land outside of the Village's planned growth areas.
- ♦ Work with surrounding jurisdictions to support local farms and farm land preservation.

Figure 12: Farm Changes in Shawano County, 1987-2002

	Number of Farms	Number of Farms Lost / Gained	Land in Farm Use (Acres)	Average Farm Size (Acres)
1987	1,631 ^a	-	326,323 ^a	200 ^a
1992	1,437 ^a	-194	297,984 ^a	207 ^a
1997	1,337 ^a 1,604 ^b	-100 ^c	297,840 ^a 270,478 ^b	223 ^a 169 ^b
2002	1,465 ^b	-139 ^d	270,534 ^b	185 ^b

^a Non-adjusted figure: this figure represents the old methodology for counting farms.

^b Adjusted figure: in 1997, the USDA revised its methodology for counting farms. The new methodology is more accurate and, as a result, is able to count small farms that would not be counted using the old methodology.

^c Calculated by comparing the non-adjusted figures from 1992 and 1997.

^d Calculated by comparing the adjusted figures from 1997 and 2002.

Source: USDA Census of Agriculture, 1987-2002

Assessment of Farmland Viability

The Natural Resources Conservation Service groups soils based on their capability to produce common cultivated crops and pasture plants without deteriorating over a long period of time. These capability classifications are based on numerous criteria that include, but are not limited to, the soil's salinity, capacity to hold moisture, potential for erosion, depth, and texture and structure, as well as local climatic limitations (e.g. temperature and rainfall). Under this system of classification, soils are separated into eight classes. Generally, Class I and Class II soils are the best suited for the cultivation of crops.

Class I soils have few limitations that restrict their use. These soils can sustain a wide variety of plants and are well suited for cultivated crops, pasture plants, range lands, and woodlands. Class II soils have moderate limitations that restrict the types of plants that can be grown or that require simple conservation practices or soil management techniques to prevent deterioration over time. However, these practices are generally easy to apply, and, therefore, these soils are still able to sustain cultivated crops, pasture plants, range lands, and woodlands.

Soils in Class III have severe limitations that, under natural circumstances, restrict the types of plants that can be grown, and/or that alter the timing of planting, tillage, and harvesting. However, with the application and careful management of special conservation practices, these soils may still be used for cultivated crops, pasture plants, woodlands, and range lands.

Soils in capability classes IV through VIII present increasingly severe limitations to the cultivation of crops. Soils in Class VIII have limitations that entirely preclude their use for commercial plant production.

Map 4 depicts the locations of soils in these various capability classes in and around the Village of Wittenberg. Generally, Class II and III soils are located in the developed portions of the Village and in the largely undeveloped Business Park north of County Highway Q. Large areas of the Village having soils with capability classes of IV through VIII are largely undevelopable for various environmental reasons and limit the opportunity for infill development. Class II and Class III soils immediately outside of the Village limits are primarily concentrated south of the Village and south of State Highway 29, and coincide with some of the most promising developable land. This *Plan* acknowledges that future Village growth will likely entail some loss of II-III soils, but plans to limit the loss of resources and impact on farming through an efficient development pattern.

Farmland Preservation Efforts

Local farmers can participate in several federal, State, and Countywide programs and initiatives that are intended to preserve long-term farming activities. The 2002 Farm Bill reauthorized several federal programs, including:

- ♦ The **Conservation Reserve Program (CRP)**, which provides technical and financial assistance to eligible farmers and ranchers to address soil, water, and related natural resource concerns on their lands in an environmentally beneficial and cost-effective manner.
- ♦ The **Wetland Reserve Program**, which provides technical and financial support to help landowners with their wetland restoration efforts.
- ♦ The **Wildlife Habitat Incentives Program**, which provides both technical assistance and up to 75 percent cost-share assistance to landowners to establish and improve fish and wildlife habitat on their property.
- ♦ The **Grazing Lands Conservation Initiative**, which focuses on providing technical assistance to help new grazers begin using rotational grazing methods. Trained grazing specialists work one-on-one with farmers, developing grazing plans, including seeding recommendations, fencing and watering plans.
- ♦ The **Environmental Quality Incentives Program (EQIP)**, which provides a voluntary conservation program for farmers and ranchers that promotes agricultural production and environmental quality as compatible national goals. EQIP offers financial and technical help to assist eligible participants install or implement structural and management practices on eligible agricultural land.

In addition, the Wisconsin Department of Revenue offers two important farmland preservation programs, the Farmland Preservation Credit Program and the Farmland Tax Relief Credit Program.

The Farmland Preservation Credit Program strives to preserve Wisconsin farmland by means of local land use planning and soil conservation practices and provides property tax relief to farmland owners. To qualify for the credit, farmland must be 35 acres or more and zoned for exclusive agricultural use or be subject to a preservation agreement between the farmland owner and the State. In addition, all program participants must comply with soil and water conservation standards set by the State Land Conservation Board. The Village of Wittenberg does not have exclusive agriculture zoning; however, in 2005 there was 1 claim for this credit in the Village. It should be noted that claims for both of the Farmland Preservation Credit and the Farmland Tax Relief Credit are documented for the municipality in which the claimant lives, which may not be where the farm is actually located. County-wide, this program has a 31 percent participation rate.

The Farmland Tax Relief Credit Program provides direct benefits to all farmland owners with 35 or more acres. The credit is computed as a percentage of up to \$10,000 of property taxes, with the maximum credit of \$1,500. In 2005, there were 6 claims for this credit in the Village, constituting a total of \$1,106 and an average credit of \$184.

Agricultural Resource Goals, Objectives and Policies

Goal:

1. Protect agricultural lands in areas in the Village's planning area, except in places advised by this *Plan* for future Village development.

Objectives:

1. Maintain agriculture as a significant economic activity within Wittenberg's extraterritorial planning area.
2. Recognize the economic, recreational, aesthetic, and social value of farm and forest lands near the Village limits.
3. Protect farm and timber operations from incompatible land uses and activities that may adversely affect the capital investment in agricultural land, improvements, and equipment.
4. Work with surrounding jurisdictions to preserve farming as a viable occupation.



Policies:

1. Carefully consider the location of productive agricultural lands before making decisions on the expansion of Village services or growth.
2. Work with the Town Wittenberg, other towns and Shawano County to encourage a compact, orderly, efficient development pattern that minimizes conflicts between farming operations and non-farming operations, particularly residential development.
3. Consider using extraterritorial land division review and extraterritorial zoning in support of this adopted *Plan* to limit intensive development in productive farming areas.

Agricultural Resource Recommendations and Programs

The Village recognizes the importance of agricultural activities to the Wittenberg area's local economy and character and seeks to preserve the integrity of this resource in the Village's peripheral areas. To this end, the Village encourages the preservation of existing farmlands in areas designated as *Open Space, Agriculture, and Residential (10-35)* in the Town of Wittenberg on Map 5, by pursuing the following recommendations:

1. The Village will support County and Town planning efforts that allow only very low density non-farm development in mapped *Open Space, Agriculture, and Residential (10-35)* areas on Map 5 Future Land Use.
2. The Village will consider exercising its 1½-mile extraterritorial jurisdiction (ETJ) subdivision review authority as established by State statutes to discourage rural housing development within this extraterritorial area. Specific steps to implement this recommendation are provided in Chapter Nine: Implementation.
3. The Village will promote the continuation of the local family farm and the growing of specialty-agricultural products by continuing to support and host markets, parades, festivals, fairs, auctions, and other farming related events such as the annual FFA Corn Roast and “Dairy Days” within the community; as well as supporting the local use of locally grown products, in cooperation with the Town of Wittenberg, Wittenberg-Birnamwood School District, and the County.
4. The Village will continue to provide suitable locations for agriculture and timber supporting businesses and industries such as equipment dealers and value-added processing or manufacturing.
5. The Village will support County, Regional, and State efforts to support new uses for agricultural and forestry related products, including potential “bio-based” industries (see call-out box below).

THE WISCONSIN CONSORTIUM ON BIO-BASED INDUSTRY

The term bio-economy is used to refer to the production of products, chemicals, and energy from renewable bio-mass (crops, crop waste, wood) that are currently produced primarily from non-renewable fossil fuels, such as petroleum. Ethanol from corn and bio-diesel from crop waste are well known examples of fuels created from biomass. Research is underway to unlock the potentially much higher energy yields from other organic sources such as grasses, legumes and timber, all of which are readily grown in Wisconsin. However, the potential for bio-mass is not limited to fuels. Many products that can be made from petroleum, such as plastics and lubricants, can also be made from bio-mass.

Growing concerns over rising energy costs, dependency on foreign sources of petroleum, global climate change, and environmental degradation, have been matched by growing interest in the emerging bio-economy. By virtue of its natural resources, strong agricultural and forestry economies, and research facilities, the State of Wisconsin is in a strong position to develop and expand its bio-economy and bio-based industries.

In recognition of these assets and trends, Governor Doyle issued Executive Order #101 in 2005 establishing the Wisconsin Consortium on Bio-based Industry. The Consortium consists of six working groups (economics, education & outreach, regulatory issues, organizations & institutions, technology & science, and environment) to focus on improving each of these necessary aspects of biomass economy. The members were chosen from both the private and public spheres for their expertise in the relevant areas. The stated purposes of the consortium include making recommendations on how best to coordinate state, federal, and private initiatives to foster growth of the bio industry in an environmentally sound manner. More information is available on-line at <http://bioeconomy.wi.gov>

Map 2: Soil Suitability for Agriculture

Natural Resource Inventory

Understanding the extent and location of the Village's natural features suggests possible advantages for particular land uses. It is also essential to understand the location of environmentally sensitive areas where development is not appropriate. This will prevent severe developmental or environmental problems that may be difficult or costly to correct in the future. Maintenance of these natural features is also important for community health and appearance and for the natural functions they perform for both natural and human communities. Map 3 depicts the Village's environmentally sensitive areas and key natural resource areas, some of which are described in more detail below.

NATURAL RESOURCES RECOMMENDATIONS SUMMARY

- ◆ Identify and protect environmental corridors as key open space and recreational features that define the community
- ◆ Protect and improve surface water quality, especially Tiger Creek and the Middle Branch of the Embarrass River
- ◆ Build on the Village's natural resources to promote recreation-based tourism

Topography

The topography in the Village of Wittenberg was shaped over 10,000 years ago by Wisconsin's most recent period of glacial activity. The landscape is characterized by gently rolling moraines and drumlins that were formed by material deposited along the edges of the ice sheet during the glacier's retreat. These landscape features are most prominent in the western half of the County where the Village is located. Elevations in the Village range from 1,160 feet about sea level in the wet, low-lying areas of the Village to 1,230 feet above sea level in the northeastern and southwestern portions of the Village.

Metallic and Non-Metallic Minerals

Glacial deposits consist of soil, subsoil, sediment, sand, gravel, and/or stone and are characterized by a variety of depths and patterns throughout the Village. Furthermore, the Village's glacial deposits provide valuable non-metallic minerals such as sand and gravel that are used for road construction, housing, and commercial developments. No active non-metallic mining operations are located in the Village of Wittenberg. Currently, there are no active metallic mining activities anywhere in Shawano County because metallic minerals are not present in high quantities. However, there are some limited deposits of copper and other base metals in the northwestern portion of Shawano County.

Groundwater

Groundwater is comprised of the portion of rainfall that does not run off to streams or rivers and that does not evaporate or transpire from plants. This water percolates down through the soil until it reaches the saturated zone of an aquifer. Groundwater supplies all of the water for domestic, commercial and industrial uses in the Village of Wittenberg.

The quality of groundwater in the Village is generally good. However, groundwater contamination is of concern due to the characteristics of the bedrock and surficial geology found in some parts of the Village. Areas with permeable soils and a high water table are the most susceptible to contamination from specific land uses. The majority of the Village's underlying aquifer is moderately susceptible to contamination. However, the Village's groundwater supply is also affected by the horizontal movement of water beneath the surface. To be sure, areas located south and east of the Village are more highly susceptible to groundwater contamination.

In urban and rural areas, a common groundwater contaminant is nitrate-nitrogen, which can come from improperly functioning on-site wastewater systems, animal feedlots, livestock waste facilities, sludge and septage application, lawn and agricultural fertilizers, and decaying plant debris. A 2002 report by the Central Wisconsin Groundwater Center found that 8.9 percent of private wells tested in Shawano County have levels of nitrate-nitrogen over the health standard (10 mg/liter). Nitrate-nitrogen is a potential human health threat, particularly for infants. This contaminant has been known to cause the condition methemoglobinemia, which interferes with the blood's ability to carry oxygen. This same report indicated that 15.3 percent of private

wells sampled in Shawano County tested positive for fecal coliform bacteria, which indicates that fecal wastes may be contaminating the water and that pathogenic organisms could be present. In addition, arsenic has been identified in groundwater, particularly in the eastern part of Shawano County.

Watersheds and Surface Waters

The Village of Wittenberg is located within the Middle and South Branch Embarrass River Watershed in the Wolf River Basin, which empties into Lake Michigan. Water in the Village generally flows in the north-northwest to south-southeast direction, flowing into the Embarrass River or Little Wolf River via existing ditches, wetland areas, and streams.

Tiger Creek originates in Wittenberg and flows in a southeasterly direction toward Tigerton. Homme Pond, created by a dam on the Middle Branch of the Embarrass River, is located north of Village. Wilson Lake, Lilly Lake, and the South Branch of the Embarrass River are also located near the Village. Many surface water bodies in western Shawano County provide valuable habitat to trout and other native aquatic species.



Floodplains

The Federal Emergency Management Agency (FEMA) designates floodplains. These are areas predicted to be inundated with flood waters in the 100-year storm event (e.g., a storm that has a 1 percent chance of happening in any given year). Development within floodplains is strongly discouraged so as to property damage.

Map 3 shows the 118 acres of land in the Village classified as floodplain, comprising 11 percent of the Village's total land area. Floodplain areas in the Village are located along Tiger Creek, west and south of the water treatment plant, and south of STH 29. Program maps produced by the FEMA should be referenced for official delineation and elevations of floodplain boundaries.

Wetlands

According to the Wisconsin DNR's Wetland Inventory Maps, wetland habitats comprise approximately 33 percent (226.9 acres) of the Village's total land area, not including small tracts of wetland that are less than five acres. These ecosystems play significant roles in maintaining the quality of groundwater and surface water and provide valuable habitats for fish, birds, and other wildlife. Several large tracts of wetland are located along Tiger Creek in the northwest portion of the Village.

Ecological Landscapes

An ecological landscape is defined as a region characterized by a unique combination of physical and biological attributes, such as climate, geology, soils, water, or vegetation. Different ecological landscapes offer distinct management opportunities based upon their levels of biological productivity, habitat suitability for wildlife, and presence of rare species and natural communities. The Village of Wittenberg is within the Forest Transition Landscape. Understanding the distinct attributes of this landscape will be important when identifying future land management and land use goals.

Woodlands

The Village of Wittenberg is located in Wisconsin's northern forest zone, which is characterized by a mixture of coniferous and deciduous forest types. Typical tree species include Hemlock, Beech, Spruce, Cedar, Tamarack, Sugar Maple, Yellow Birch, and White and Red Pine. Dense hardwood forests and timber stands are characteristic of the western portion of Shawano County. Upland forests are located in the northeastern and southwestern portions of the Village.

Steep Slopes

As shown on Map 3, steep slopes exceeding a 12 percent grade are located at scattered locations around the Village, particularly near boundaries of the wetland and surface water features north, south and west of the Village. Generally, slopes that have between 12 and 20 percent grade present challenges for building site development, and slopes that exceed a 20 percent grade are not recommended for any disturbance or development.

Environmentally Sensitive Areas

Environmentally Sensitive Areas have been defined by the East Central Wisconsin Regional Planning Commission as those geographic areas consisting of all lakes and streams shown on USGS quadrangle maps and their adjacent shoreland buffer areas. Also, all wetlands shown on the Wisconsin Wetland Inventory Maps and floodways as delineated on the official Federal Emergency Management Administration Flood Boundary and Floodway Maps are considered environmentally sensitive. The purpose of designated environmentally sensitive areas is to preserve these lands from sewered development.

Rare Species Occurrences/Natural Areas

WisDNR's Natural Heritage Inventory program maintains data on the general location and status of threatened or endangered plant and animal species and natural communities and species and communities of special concern. This information is not available at the Village level; however, the Town of Wittenberg has 1 animal species and two natural communities that are either threatened or endangered. More specific information on location and type of species is available from the State's Bureau of Endangered Resources.

State Natural Areas/Wildlife Areas

There are no State Natural Areas or Wildlife Areas located in the Village of Wittenberg.

Natural Resource Goals, Objectives and Policies

Goal:

1. Protect the valued and sensitive natural features including as groundwater, wetlands, streams, lakes, woodlands, prairies, and sensitive wildlife habitats in and near the Village of Wittenberg.

Objectives:

1. Preserve Homme Pond, Tiger Creek, other area rivers and associated wetlands and shorelands; woodlands, and other valued natural open spaces particularly those that constitute sensitive and/or endangered wildlife habitat within the Village's planning area.
2. Protect and improve groundwater and surface water quality, and maintain consistent water levels and seasonal variations of the Village's streams and ponds.
3. Direct development away from environmentally sensitive areas, including shorelands, floodplains, wetlands, and steep slopes (shown on Map 3).
4. Pursue opportunities that combine natural resource protection with nature-based recreation and local economic development.

Policies:

1. Protect and improve surface water quality (e.g. lakes and wetlands) by supporting streambank management, natural shoreline restoration, erosion control, clean-up initiative, proper agricultural practices, stormwater management, water level monitoring, and use of vegetative buffers.
2. Consider the preservation of natural features of a site and natural resources in the area when development proposals are offered.
3. Work to protect endangered or rare species and wildlife habitat areas, such as trout streams.

4. Cooperate with other units of government and non-profit land conservation agencies on preservation of natural resources which are under shared authority or cross government boundaries
5. Build on the Village's natural resources to promote tourism and local economic development.
6. Encourage programs that help to educate citizens on the tools, programs, and incentives that protect the natural environment.
7. Carefully review proposals for metallic and non-metallic mineral extraction operations, requiring the submittal and careful review of site plans, and reclamation plans and the protection of adjacent property owners, natural resources, and roads.

Natural Resource Recommendations and Programs

Expanding on the policies listed above, this section provides specific recommendations for conserving the Village's natural areas.

Protect Environmental Corridors

Environmental corridors are, in effect, a composite of important individual elements of the natural resource base. They have immeasurable environmental, ecological, passive recreational, stormwater management, groundwater protection and recharge, erosion control, wildlife, timber, and scenic value. Environmental corridors also have severe limitations for development; therefore, minimizing development in these areas also protects private property. Environmental corridors generally occur in a linear (corridor) pattern on the landscape (see Map 5 for *Environmental Corridor* delineations). Environmental corridors include the following areas:



- ◆ Wisconsin DNR-identified wetlands as mapped in the Wisconsin Wetlands Inventory and subject to existing zoning control. This layer may not include all wetlands that are subject to State and/or federal disturbance rules. Protection from development should be provided to these areas (also shown on Map 3) as well as those identified through more detailed field surveys to preserve the significant natural functions that wetlands provide.
- ◆ Federal Emergency Management Association (FEMA) designated floodplains subject to existing zoning control. These general floodplain delineations represent the areas potentially subject to the 100-year flood. All areas subject to flooding are not necessarily reflected in mapped floodplains (or within the environmental corridor delineation). The Village should protect areas within the 100-year floodplain as shown on Flood Insurance Rate Maps and more detailed surveys from development to avoid damage to property and the health, safety and welfare of the community.
- ◆ Lands with steep slopes of 12 percent or greater. Due to the instability of these soils and erosion concerns, development (including buildings and driveways) on these steep slopes is not advisable.

New development should generally be discouraged in environmental corridors. Development types should be limited to those which will not impair the resource, and which are compatible to existing and proposed uses on surrounding lands. New homes and other buildings should not be placed in these areas if other, more appropriate, building sites are available outside the environmental corridor. Sensitivity to surrounding natural resources should be the guiding principal when reviewing the appropriateness of development in mapped environmental corridors. The Village encourages developers to minimize the "footprint" of any construction near corridor areas.

The *Environmental Corridors* depicted in Map 5 are necessarily general and should be used to identify general areas where development may not be appropriate. Lands within that designation may be removed under one or more of the following circumstances:

- ◆ More detailed study reveals that the characteristic(s) which originally resulted in its designation as an environmental corridor no longer exists, never existed, or exists in a different location or configuration on the site, or
- ◆ Approvals from appropriate agencies are granted to alter a property so that the characteristic which resulted in its classification as an environmental corridor will no longer exist, or
- ◆ A mapping error has been identified.

Protect Surface Water Quantity and Quality

Tiger Creek, the Middle Branch of the Embarrass River, and Homme Pond are key natural features in and near the Village, forming the backdrop for much of the development and activity in the community. General recommendations designed to support the objectives of protecting the quality of the Village's water resources are offered below.

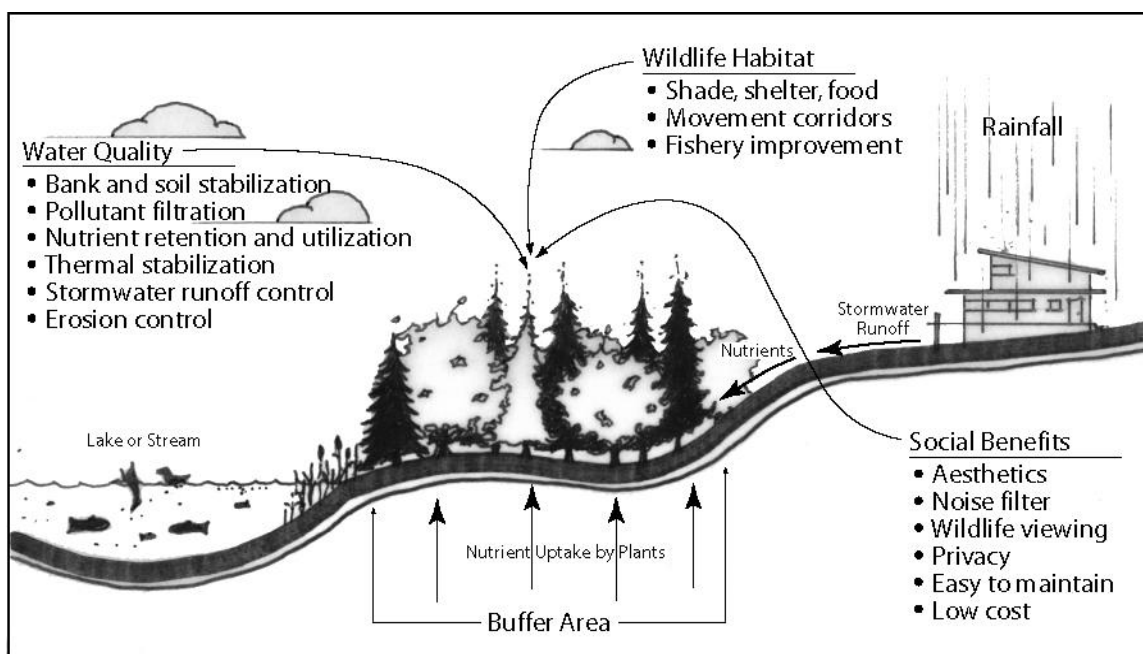
Vegetative Buffers

Vegetative buffers between developed areas and water bodies provide many benefits, including the protection of water quality, flood control, stream bank stabilization, water temperature control, and room for lateral movement of stream channels. Trees and shrubs retained in buffer areas provide the benefit of buffering noise from watercraft, providing privacy to residents, and serving as nesting areas for songbirds.

The buffering techniques described below and illustrated in Figure 13 can maximize water quality protection, habitat, and erosion control benefits in buffer areas around lakes and rivers in the Village. The Village will consider incorporating these standards, including a recommended shoreline building setback (75 feet is a commonly use standard) for new development in its zoning ordinance:

- ◆ Landscaping with native sedges and grasses, broadleaf groundcover plants, shrubs, subcanopy, and canopy trees, instead of mowed lawns. A complete buffer contains a canopy tree layer, a mid-canopy layer (smaller or younger trees such as ironwoods, hazels, or willows), and a ground layer of shrubs, ferns, forbs, and native grasses.
- ◆ Encouraging wide buffer areas of natural vegetation. A good minimum standard for buffer area width is 35 feet. Wide buffer areas generally increase water quality, wildlife habitat, and erosion control.

Minimizing use of pesticides and fertilizers in the buffer area. These chemicals can leach into the lake, compromising the water quality and killing insects that are important food for the fish, birds, and other wildlife.

Figure 13: Example of Vegetative Buffer

Erosion Control and Stormwater Management Plans

Unmanaged construction sites are one of the greatest contributors to off-site sediment runoff. Under a recent change to State law, erosion control plans are required for all construction sites over 1 acre in area. The Village should help ensure erosion control and stormwater management techniques for protection and continued improvement of its water quality. In particular, stormwater management and erosion control systems should be components of planned new development areas, including subdivisions and commercial projects. Erosion control techniques include silt fencing, minimizing disturbed areas, and quickly reestablishing vegetation. Stormwater management techniques include natural drainage swales and retention and detention basins. These techniques control the quantity and improve the quality of water run-off during storms and enhance groundwater recharge, which is particularly critical near sensitive waters such as the Tiger Creek and Middle Branch of the Embarrass River.

Monitor Area Dam Management, Maintenance and Repair Proposals

Though no dams lie within the Village, changes in the water levels of lakes and ponds in the Village's planning area due to dam removal or alternative management strategies could have significant impacts not only the water resource, but also surrounding land uses and the enjoyment of area resources by residents and visitors. Several area dams, including the dam creating the Homme Pond and the Tigerton Dam, have potentially significant impacts on surface water bodies and their immediate environs within the Village's planning areas. The Village intends to be kept notified and involved in any decisions involving dam repair or removal in the planning area. Over the planning period, the Village will work closely with local communities and the WisDNR to consider dam management options, should issues with the dams arise. Decisions to remove or repair dams in the Village's planning area should be based on a careful analysis of economic, social, and environmental factors. The Village has no major issues with area dams at the time this *Plan* was prepared



Protect Groundwater Quantity and Quality

Groundwater is the source for all of the Village's drinking water supply. If groundwater is removed from an aquifer more quickly than it is recharged, the amount of water available in the aquifer is reduced. This may be of particular concern where water tables are dropping from groundwater use in portions of the Village with high concentrations of dwelling units. In addition, groundwater recharges local rivers and streams. For these reasons, groundwater protection is critical. The Village supports several efforts to protect groundwater quality and quantity, including the following:

- ♦ *Remain informed and involved in decisions pertaining to high-capacity wells.* Permits for high capacity wells (those withdrawing more than 100,000 gallons per day) must be registered with and permitted by WisDNR. The DNR will not approve wells that impair public water utility supplies. Wells drawing more than 2 million gallons per day are evaluated in terms of whether they impair public water rights, future water use plans, or cause adverse groundwater effects. The DNR also has authority to deny a request for a high-capacity well should it assess the environmental impacts as significant to outweigh the benefit. Should potential new sites be proposed in the Wittenberg area over the planning period, the Village should remain informed and involved in any WisDNR decisions regarding high-capacity well decisions. One way to stay involved in through regular communication and providing public comment during Environmental Impact Statement review periods. The Village will also consider participating in cooperative groundwater management plans with municipalities, industries, local and regional planning agencies, and State agencies where appropriate, should special groundwater protection priority areas be delineated in the future.
- ♦ *Carefully consider and study new development in areas susceptible to groundwater contamination.* The Village intends to limit the location of additional commercial and industrial uses with the potential to emit pollutants into the soil or groundwater in portions of the Village more highly susceptible to groundwater contamination. In particular, precautions should be used in siting gas stations or other uses that store fuel or other potential contaminants. The Village will consider working with existing business owners on plans to minimize the potential and severity of spills that may otherwise cause future contamination.
- ♦ *Consider adopting a Wellhead Protection Ordinance.* Wellhead Protection ordinances are enacted to protect groundwater and municipal drinking water supplies by limiting the type and intensity of uses near an active municipal well. Groundwater near wells are particularly susceptible to ground contamination because wells tend to draw contaminants that are otherwise suspended in moist soils toward the well and the groundwater reservoir it is drawing from. Wellhead Protection Ordinances are often incorporated into a communities zoning ordinance as an overlay district.
- ♦ *Partner with property owners in the identification, assessment, remediation, and reuse of "brownfield" sites.* These sites have the potential to contaminate groundwater. Significant State and federal dollars are now available for brownfield assessment, planning, and clean-up in advance of redevelopment. The Village will continue to be active in identifying and helping to clean up and restore to economic use those sites that contain soil contamination. See Chapter Seven: Economic Development, for more specific strategies.

Protect Rare Species and Wildlife Habitat Areas

Preservation of wildlife habitat and rare plant and animal species has many benefits. Not only does protecting wildlife and its habitat benefit the environment, but it enhances the quality of residents' lives, preserves rural character, increases pride and stewardship in private land ownership, and enhances recreation and tourism. Preserving habitat and protecting rare species at the local level may also minimize the potential that a species will officially become "threatened" or "endangered," requiring federal intervention under the Endangered Species Act.

The WisDNR—Bureau of Endangered Resources maintains a database entitled the Wisconsin Natural Heritage Inventory (NHI). One rare species have been identified in the Wittenberg area. Because rare species are vulnerable to collection and intentional destruction, the exact locations and type of rare species is not made readily accessible. However, this data is available through submittal of a "Wisconsin Natural Heritage Inventory Request Form," which the Village will require whenever a new subdivision or major development proposal is offered within a section of land where a rare species has been identified. As suggested in the policies in the following chapter, specific measures should be taken to minimize the effects of development on rare

species and their habitat. Strategies include encouraging developers to minimize the “footprint” of development, utilizing vegetative buffers to provide connectivity between habitat areas and create a more sensitive land use transition, encouraging natural landscaping, and directing development outside of environmental corridors.

Build on the Wittenberg Area’s Natural Resources to Promote Recreation Tourism



The possibility for expanding the Wittenberg area’s role in a nature-based tourism economy provides the opportunity for area residents to enjoy financial benefits of increased economic development while simultaneously preserving the area’s environment.

The Wiouwash State Trail bicycle trail (described in greater detail in Chapter 4: Transportation) provides one local example of tying the Village’s natural and cultural resources to outdoor recreation and tourism, and provides economic and recreational incentives to protect the Village’s natural assets.

Other opportunities for nature based recreation include hunting, fishing (especially trout fishing), paddling on the area’s lakes and streams, and hiking and nature watching (such as “birding” in the areas

woodlands and wetland areas. Wittenberg intends to promote this and other opportunities for tourists and locals alike to explore and enjoy natural resources, and encourage businesses that cater to these types of activities in partnership with area towns and Shawano County. There are many types of businesses that respond to the market of tourists attracted to the area for its outdoor recreation opportunities, including restaurants, nature stores, (e.g. wildlife-related items, gift shops, and art galleries), and a sporting goods store. The Village is also an appropriate location for tours lodging such as a bed and breakfast or a small inn (4-6 rooms). These activities not only provide an economic incentive to preserve and open existing natural resource areas to the general public, but can, in turn, stimulate additional interest in -and develop constituencies for - even greater resource protection.

Map 3: Natural Features

Cultural Resource Inventory

The Village of Wittenberg and the entire region was once home to the Menominee and Chippewa Native American tribes. They hunted and fished the rivers and lakes of this region for hundreds of years prior to the arrival of the Europeans. In 1673 French Jesuit priest Jacques Marquette and Jean Nicolet journeyed through the County, but did not settle. Samuel Farnsworth came to the region in 1843 via the Wolf River and realized the potential for lumbering. A year later Charles Wescott established a sawmill at the junction of the Wolf River and Shawano Lake. On the November 10, 1845, the first steam-powered boat, *The Manchester*, arrived at what is now the City of Shawano on the Wolf River.

By 1851 logging had spread out from the Shawano area to other rivers that flowed into the Wolf. In 1853 the population of the region had grown to 254 inhabitants and “Shawanaw” County was established as a separate County from sections of Oconto and Outagamie Counties. The name Shawanaw comes from the Native American Sha-wa-Nah-Pay-Sa which meant “lake to the south” in Menominee and Chippewa; the current spelling was adopted in 1864. As the community grew and the land was cut-over, Germans came in large numbers to clear the land of stumps, drain the swamps, and establish farms that remain to this day. Joining these European pioneers were also Bohemians, Norwegians, Irish, and, to a lesser degree, English and French immigrants. While lumbering still played a small part in the economy after 1900, economic activity increasingly shifted toward dairy farming and associated industries.

While the Village of Wittenberg’s history has been deeply influenced by this larger settlement pattern and its



early role as a railroad stop, it is also unique owing to the profound influence of one man. Reverend E.J. Homme moved to the area in 1879 to found a quiet community focusing on service to the aged, young, and Native Americans. Reverend Homme was responsible for convincing the railroad to change the name of the early railroad station to Wittenberg and recruiting the aspiring community’s first major influx of white settlers. The Village’s current Homme Home and nearby Homme Youth and Family facilities are direct descendents of the old age home and orphanage he founded, and Homme Pond was created when Rev. Homme dammed the Embarrass River for a sawmill.

Each subsequent generation of residents has added to the cultural, religious, and architectural flavor of the Village and region. Preservation of these historic and cultural resources fosters a sense of pride, improves quality of life, and provides an important feeling of social and cultural continuity between the past, present, and future. The following sections describe the Village of Wittenberg’s significant historic and archeological resources.

CULTURAL RESOURCES RECOMMENDATIONS SUMMARY

- ♦ Continue historic renovations to existing buildings that enhance the character of the downtown
- ♦ Protect the remaining historic character of the downtown through design guidelines on new and rehabilitated buildings
- ♦ Establish unified entry features at the State Highway 29 Interchanges and wayfinding signage system, indicating directions to important Village destinations throughout the Village
- ♦ Promote community events as a way to build pride and attract visitors

Historic Resources

The Wisconsin Historical Society's Architecture and History Inventory (AHI) contains data on a wide range of historic properties throughout the State – such as round barns, cast iron bridges, commercial buildings, school houses, and turn-of-the-century homes – that create Wisconsin's distinct cultural landscape. The AHI identifies two documented properties in the Village of Wittenberg including the Wittenberg Band Shell and the Wittenberg Area Historical Museum. There are no properties in the Town listed on the National or State Historic Registers.

The Wittenberg Area Historical Society and Historical Museum is located in the former St. Paul Lutheran Parochial School. The Shawano County Historical Society Heritage Park Museum, located in the City of Shawano, seeks to preserve and promote these types of historic resources. The six-building museum compound and its exhibits bring to life the history of immigrants, lumberjacks and early farmers who settled this area of Wisconsin.



Archeological Resources

The Bethany Cemetery is the only archeological sites within the Village of Wittenberg as designated by the Wisconsin State Historical Society. These sites include cemeteries/burial sites, effigy mounds, and campsites/villages. All human burial sites, including cemeteries and Indian mounds, are protected under State law. The National Historic Preservation Act of 1966 requires federal agencies to insure that their actions do not adversely affect archeological sites on or eligible for listing on the National Register of Historic Places. Archeological sites can be protected during the course of State agency activities if the sites have been recorded with the Office of the State Archeologist.

Local Cultural Opportunities

In addition to historic and archeological resources, Village groups and residents host cultural and social events that reflect and promote the community's culture, history, and economy. Events and organizations include the following:

- ◆ The "Walls of Wittenberg" Inc. is a non-profit organization founded by Lois Smith to commemorate the Village's history and beautify community buildings such as the Homme Home for the Aging and the local Elementary School by sponsoring creation of outdoor murals. Contributing artists range from guest and local artists to local school.
- ◆ Wittenberg Days. Held annually every June, festivities include a parade, games, and local arts and crafts and food stands.
- ◆ "Take a Step Back in Time": a historically-themed antiquing and sales event hosted by Nueske's Meats.
- ◆ The Future Farmers of America Alumni Annual Corn Roast.
- ◆ Dairy Days.
- ◆ Homme Home Strawberry Fest.
- ◆ The Fish and Game Club's annual smelt fry to kick-off the Trout Fishing season.
- ◆ Wittenberg Custom Car Club Annual Car Show.
- ◆ The Wittenberg Area Chamber.
- ◆ The American Legion and Auxiliary, Wittenberg Area Lion's Club, and similar groups.
- ◆ The Wittenberg Area Historical Society and Museum is located in the former St. Paul Lutheran Church.
- ◆ The Wittenberg/Birnamwood Nature Center, a student/citizen organization to promote nature preservation and appreciation.
- ◆ High School: athletics, band/choir concerts, Homecoming Week, and alumni events.



Cultural Resource Goals, Objectives and Policies

Goal:

1. Preserve the Village's historic buildings, character, archeological sites, and cultural identity.

Objectives:

1. Identify and promote the preservation of the Village's cultural, historic, and archeological resources.
2. Cooperate with the Town, School District, Historical Society, Shawano County businesses and civic groups to promote the historic and cultural character of the Wittenberg area.

Policies:

1. Support the efforts of the Wittenberg Area Historical Society and the Walls of Wittenberg, Inc., including historic building restoration and preservation of locally significant artifacts and information.
2. Emphasize the value of historic buildings as community focal points.
3. Encourage private landowners to protect and rehabilitate historic and archeological sites, and incorporate them into the planning of new development areas where appropriate.
4. Require new development to reflect the desired historic character and context of valued Village landmarks and neighborhoods.
5. Continue local cultural and recreational events and endeavors, partnering with local organizations and the School District.
6. Coordinate with other communities and the County to expand local events into County- and Region-wide events to increase awareness and participation.

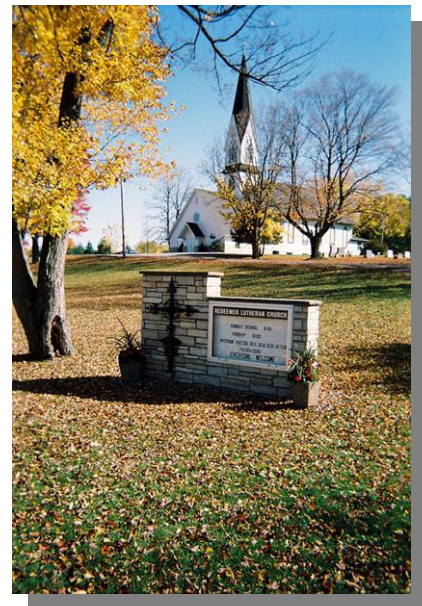
Cultural Resource Recommendations and Programs

Expanding on the local planning policies listed above, through this *Plan*, the Village endeavors to work with the Wittenberg Area Historical Society to preserve and celebrate the Village's treasured cultural resources by pursuing the following strategies:

Preserve Historically and Culturally Significant Buildings

The Village will coordinate with Walls of Wittenberg, Inc; Wittenberg Area Historical Society, and property owners to clearly mark existing buildings and sites that are listed on the State or National Register of Historic Places, and to nominate other buildings sites that may be appropriate for historical designation. The Village will also attempt to make property owners aware of resources to assist with historically-sensitive remodeling projects, including the following:

- ◆ Property owners can qualify for a 20% federal Investment Tax Credit (ITC) to rehabilitate their historic commercial, industrial, and rental residential properties. Preservation tax incentives are available for buildings that the Secretary of Interior has listed on the National Register of Historic Places. In Wisconsin, owners of historic properties can claim an additional 5% ITC from the State against the approved costs of the rehabilitation of their building. All work must comply with federal guidelines established in the Secretary of Interior's Standards for Historic Building Rehabilitation.
- ◆ At the state level, another tax relief program provides a 25% Wisconsin ITC for the rehabilitation of owner-occupied structures that either contribute to a National Register-listed historic district or that are individually listed—or eligible for listing—with the National or State



Register. To qualify, rehabilitation expenditures must exceed \$10,000 and the State Historical Society must certify that the work is compatible with the historic character of the building. All applications must be made to the State's Division of Historic Preservation, where required forms and additional information can be obtained.

- ♦ Historic property owners can apply for grant funding from the Wisconsin Humanities Council's Historic Preservation grant program. The program provided grants for projects that enhance the appreciation of important historic buildings or decorative art works. Preference is given to significant preservation projects in small towns with populations less than 30,000. All applications must be made to the Wisconsin Humanities Council, where additional information can be obtained.

Historic Renovations

Many structures, through incremental renovations over the years, no longer retain many internal or in some cases even exterior features from original construction. However, many of these structures are still valued for the character of their exteriors and the contribution that these facades make in establishing the character of the downtown or nearby neighborhoods. The Village will work to balance regulatory approaches such as architectural standards (described in greater detail below) with incentives and partnerships with private developer's and property owner's to encourage renovations of valued historic structures -particularly older homes and commercial buildings in the historic downtown. The goal is to retain historic character and appeal while allowing installation of modern levels of amenities. Various tax incentives and other programs to finance historic renovations exist to assist interested parties in achieving this goal.

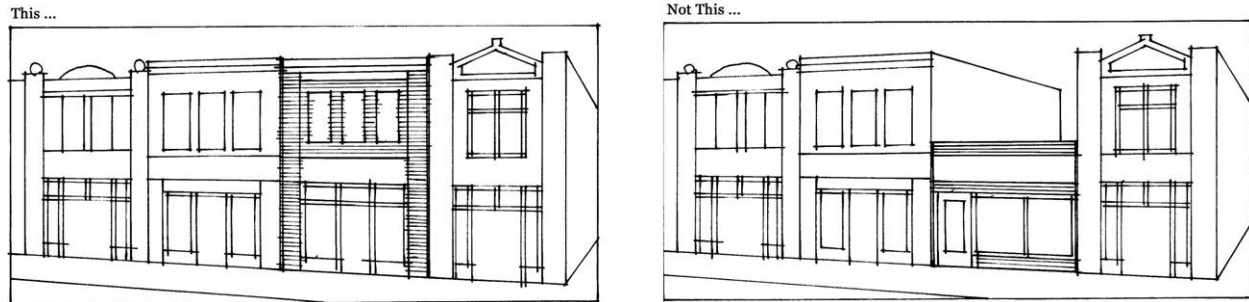


The recent renovation of this historic commercial building in downtown Wittenberg successfully preserved and restored the best elements of original building's traditional exterior.

Adopt and Implement Downtown Design Guidelines

Wittenberg residents recognize and value the Village's historic commercial downtown. Yet the design of some recently constructed buildings are not consistent with the historical pattern. The Village intends to adopt and enforce design standards when considering new downtown projects. Infill, redevelopment, and rehabilitation projects in the downtown should be regulated so as to maintain the character and image of this area of the Village. The Village would benefit from special, illustrated design standards to guide rehabilitation and redevelopment projects, such as Figure 14. Criteria may cover issues such as building height, width, setbacks, proportion of openings, horizontal rhythms, roof form, materials, color sidewalk coverings, and signs. Special issues such as consideration of surrounding historic character and treatment of historic buildings will be considered. Design guidelines may be incorporated into downtown planning efforts and documents. The Village will develop these guidelines.

Figure 14: Conceptual Example of Downtown Design Guidelines for New Construction



Collaborate on Community Branding and Signage Program

At the time of adoption of this *Plan*, the Wittenberg communities and the Wittenberg Development Corporation were working together to identify a community logo and design theme for entryway and wayfinding signage. A unified design theme will help enhance the community's sense of place and character. The installation of wayfinding signage will also help direct people to key destinations in the area, such as the downtown, schools, business park, and recreational parks. In conjunction with these projects, the group is also exploring different options for a community symbol that can be used on marketing materials and signage. The Village is supportive of these efforts.



Information boards or kiosks near public gathering places or points of interest such as a Wiouwash State Trail parking lot/trail head would provide additional benefits.

Continue to Support and Sponsor Village Events

The Village sponsors or hosts events that bolster the community's pride, cohesiveness, and sense of place by supporting and sponsoring local events that celebrate the history, culture, and values of Village residents. The Village will continue to coordinate with Walls of Wittenberg, Inc., the School Districts, the Chamber of Commerce, the Historical Society, churches, and other community groups to help organize these events. The Wittenberg area currently hosts events and is supported by a number of events and organizations such as those listed in "Local Cultural Opportunities" earlier in this chapter.

Some other ideas to be explored include the following:

- ◆ Support and work with existing Farmers Markets to identify future opportunities: As discussed in the Agricultural Resource Recommendations section of this *Plan*, hosting a farmers market in downtown Wittenberg would create an attraction for residents of the Village and the surrounding area, bring the community together, celebrate local agriculture, and encourage people to spend time and money at other downtown establishments.

- ♦ Bicycling events: In cooperation with other Wiouwash State Trail communities, the Village could sponsor an annual ride or events as a way of bringing bicyclists and outdoor enthusiasts to the community and raise awareness of other area attractions.

Protect and Rehabilitate Known Historic and Archeological Sites

This *Plan* identifies known historic and archeological sites that are included in the Wisconsin Archeological Site Inventory (ASI) and the State Historic Society databases. Currently, though only known archaeological site is the Bethany Cemetery. Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from intentional disturbance. The Village intends to make specific requests to the State Historical Society for more detailed information when development proposal is offered on land in an area where a historic or archeological site has been identified, or require that developers make such a request and provide information to the Village.

Chapter Three: Land Use

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs to guide the future preservation and development of public and private lands in the Village of Wittenberg. It includes maps showing existing land uses and recommended future land uses, and provides land use data and analysis.

Land Use Map Categories

Map 4 divides existing land uses in the community into several categories. These categories are representative of existing land use and do not necessarily reflect the current zoning designations. This set of categories was used to prepare existing and future land use maps over the entire County. The Village of Wittenberg may not have each of the categories listed here represented within the community.

LAND USE RECOMMENDATIONS SUMMARY

- ♦ Maintain a hard edge between farmland and planned Village development areas.
- ♦ Require that all new development in the Village connect to sanitary sewer and public water systems.
- ♦ Promote traditional compact residential neighborhoods to better manage the rate of community expansion, preserve farmland, and protect natural resources.
- ♦ Promote a mix of compatible uses in all new development areas.
- ♦ Adopt and use high-quality standards for building, site, landscape, signage, and lighting design in new development projects.

Public Open Space and Recreation: Publicly-owned land designated as State parks, scenic areas, or conservation areas; County parks or recreation areas; town, city, or village parks; or other recreational facilities open to the public and owned by public entities, non-profit agencies, or private owners (e.g. golf courses, campgrounds).

Agriculture: Agricultural and related uses; associated home occupations and small family businesses which do not interfere with the interests of adjacent property owners; agricultural related businesses such as implement dealerships; and housing at a maximum density of one residence per 35 acres.

Open Space and Forestry: Forestry and related uses; conservation of natural resources - swamps, marshlands, river and lakeshore, wildlife preserves; associated home occupations and small family businesses which do not interfere with the interests of adjacent property owners; and housing at a maximum density of one residence per 35 acres.

Residential (Unsewered): Mainly single-family housing, served by individual on-site waste treatment (septic) systems.

Residential (Sewered): Mainly single-family housing, potentially with groupings of two or more duplexes, generally at a density greater than 1 residence per acre, and served by a public sanitary sewer system or a group on-site waste treatment system.

Mixed Residential: Variety of residential units, including single-family, duplex and multiple-family housing (3+ unit buildings), manufactured home parks, and mobile home parks, served by a public sanitary sewer system or group on-site waste treatment system.

Commercial: Indoor commercial, retail, service, tourism-oriented, office, and institutional, uses, excluding manufacturing, warehousing, and distribution.

Downtown: Pedestrian-oriented commercial, office, institutional, and residential uses in a “downtown” setting.

Industrial: Indoor manufacturing, warehousing, distribution, and office uses, sometimes with outdoor storage areas.

Mineral Extraction: Current use as a quarry, gravel pit, clay extraction, peat extraction, and related land uses.

Community Facilities: Large-scale public buildings, hospitals, airports, power substations, and special-care facilities.

Existing Land Use Pattern

An accurate depiction of the Village's *existing* land use pattern is the first step in planning for a desired *future* land use pattern. The existing (2006) land use pattern is shown in Map 4.

The land use pattern in Wittenberg shows a range of land uses. Residential uses constitute the largest developed area within the Village. *Community Facilities* such as the Homme Home and schools are another significant use. *Commercial* uses are centrally located at the Village's historic core, along Grand Avenue (the old State Highway 29 corridor), and North Genesee Street. *Industrial* uses are located primarily at the eastern end of the Village. As Figure 15 indicates, much of the land area in the Village remains undeveloped. This is partly due to the large amount of land in the Wittenberg Business Park that has not yet been developed and in part to environmental constraints to development elsewhere in the Village. The total area in public right-of-way is unusually large owing to the presence of State Highway 29 and the Village's two interchanges associated with State Highway 29.

Figure 15: Existing Land Use Totals, 2006

Land Use	Acres	Percent
Public Open Space and Recreation	15	1
Agriculture	105	10
Open Space and Forestry	489	46
Residential (Unsewered)	0	0
Residential (Sewered)	122	12
Mixed Residential	9	1
Commercial	13	1
Downtown	7	1
Industrial	46	4
Mineral Extraction	9	1
Community Facilities	71	7
Surface Water	2	< 1
Right-of-Way	165	16
TOTAL	1055	100.00

Source: GIS Inventory, Vandeville & Associates, 2006

Land Development Trends

There were two Land Use Permits between the years of 2000 and 2005 for new single family residences in the Village of Wittenberg. The average rate of new home construction was therefore .33 dwelling units per year. Only 2 permits for new non residential structures were issued during this time frame.

Land Market Trends

State of Wisconsin housing statistics provided by the Wisconsin Realtors Association's Multiple Listing Service show 2,865 home sales in Shawano County between the years of 1997 and 2005, with an average of 318 sales per year. Figure 16 shows the median sale price of a home in the County grew from \$72,300 in 1997 to \$101,200 in 2005. These figures show almost a 40 percent increase in the median sale price of homes in Shawano County from 1997 through 2005.

Figure 16: County Home Sales

Year	Number of Home Sales	Median Sale Price
1997	245	\$72,300
1998	306	\$77,800
1999	339	\$81,000
2000	311	\$85,200
2001	305	\$89,200
2002	312	\$89,200
2003	325	\$98,600
2004	339	\$101,800
2005	383	\$101,200

Source Wisconsin Realtors Association Consumer Resources

Figure 17 shows the equalized value of all property in the Village of Wittenberg and Shawano County from 1998 to 2004. Village land values have increased at a slightly slower rate than the County during the period shown. Total equalized land value during this seven-year period has increased by 39 percent in the Village and by 57 percent in the County. The Village experienced the most substantial increase in land value during the year 2000 (10 percent), with gradually declining rates of increase from 2000 (10 percent) to 2004 (1. percent).

Figure 17: Equalized Land Values

Year	Village Equalized Land Value	Percent Increase	County Equalized Land Value	Percent Increase
1998	24,420,500	--	1,540,174,900	--
1999	26,143,400	7.1%	1,669,034,500	8.4%
2000	28,697,400	9.8%	1,816,665,000	8.8%
2001	31,359,900	9.3%	1,994,393,100	9.8%
2002	32,800,700	4.6%	2,108,200,300	5.7%
2003	33,618,300	2.5%	2,257,868,900	7.1%
2004	34,037,900	1.2%	2,423,871,800	7.4%

Source Wisconsin Department of Revenue, 1998-2004

Existing and Potential Land Use Conflicts

Within the Village, potential land use conflicts exist or potentially exist between residential and non-residential land uses, particularly at locations where older commercial and industrial uses were constructed

prior to stricter requirements for architectural standards, landscaping and buffering, and performance standards.

The Village of Wittenberg has few significant land use conflicts with the Town of Wittenberg or other governmental jurisdictions. Potential conflicts could occur over the growth of the Village, particularly along STH 29 and USH 45 and near the interchanges of these two highways. The Village and Town may feel compelled to compete for revenue-producing development along these corridors to capture the property tax benefit of any new development. The Village and Town residents may also disagree over the character and acceptable development standards for proposed new development and over the impact of future development in the Town on the Village's ability to grow. Conversely, Town residents wishing to remain rural may feel threatened by any growth and annexation of the Village. Recommendations on how to address these concerns are dealt with in greater detail in Chapter 8: Intergovernmental Cooperation

Given the relatively low rates of growth projected for the Village, and the Village's intent to require that new residential and non-residential growth occur mostly within the Village with municipal sewer and water, the Village intends to avoid or minimize any land use conflicts arising from haphazard development in surrounding agricultural and forest lands. The Village endeavors to work cooperatively with the Town to limit or prevent unsewered development in the Town and to direct more intensive development requiring greater levels of municipal service (such as sanitary sewer) to the Village's planned growth area. This will preserve the rural character outside of the Village and allow the Village to more efficiently serve future neighborhoods, businesses, and industry with municipal services as the Village grows.

Projected Land Use Supply and Demand

This *Plan* includes projections of land demand for residential, commercial, industrial, and agricultural uses through 2030. Various land demand projection scenarios were prepared for the purposes of this *Plan*. Given certain assumptions about Village growth over the planning period, one projection was selected to suggest how much land would be needed to accommodate future development under certain assumptions. Both projections are shown in Figure 18 and described as follows.

The projections are based on the following data and assumptions:

- ♦ **New dwelling units per year:** Based on historic development trends from the year 2000 through 2006, an average of .33 dwelling units were developed in the Village each year.
- ♦ **Growth factor:** A 50 percent growth multiplier was added to the Village's development trend to account for future County-wide efforts to direct growth into existing cities, villages and hamlets, where it can be served with public utilities and where it will have less impact on rural character and community services.
- ♦ **Residential density:** Describes how many homes can be accommodated on a given area of land, usually measured as an average number of dwelling units per acre. In 2006, residential densities in the Village were roughly 3.66 dwelling units/acre, or a net area of 0.3 acres per unit. This density of development was projected out into the future.
- ♦ **Non-residential development ratio:** It was assumed that in the future 33 percent of land uses in the Village will be non-residential (and 66 percent will be residential).
- ♦ **Flexibility factor:** Because the market for land is not only driven by demand, but is also dictated by the motivations and desires of land owners and developers, it is important to factor in an allowance for uncertainty. In other words, a given parcel of land may not be available for development when the market is ripe for development. Therefore, incorporating a flexibility factor into the projection ensures that the supply of land area designated as appropriate for development will actually accommodate future demand. The projections utilized a 100% flexibility factor (i.e. total projected land area needs were doubled).

Figure 18: Projected Land Use Demand

	2005- 2010	2010- 2015	2015- 2020	2020- 2025	2025- 2030	Total Demand (acres) 2005-2030
Projection Assumption: Development Continues at Existing Densities (3.66 dwellings/acre)						
Projected Residential Land Use Acreage Demand	2.1	2.1	2.1	2.1	2.1	10.5
Projected Non-Residential Land Use Demand	1.1	1.1	1.1	1.1	1.1	5.5
Total Base Land Use Acreage Demand	3.2	3.2	3.2	3.2	3.2	16
Total Land Use Demand w/ Flexibility Factor	6.4	6.4	6.4	6.4	6.4	32

Source: East Central Wisconsin Regional Planning Commission, Vandewalle & Associates

Based on the projection, land demand over the next 25 years will be roughly 32 acres. Currently, the Village has 594 acres of undeveloped land already within its municipal boundaries. Of this total 105 acres are agricultural land annexed for the industrial park at the northeast end of the Village and another 376 acres is in *Open Space and Forestry lands*, much of it associated with *Environmental Corridor* and soils on which it is difficult to develop. Therefore, while there appears to be sufficient land within Village lands to accommodate some projected growth within the Village's existing boundary over the next 20+ years, the Village has planned a growth area including land more suitable for development, primarily to the south and east of the current Village boundary.

Over the planning period, agricultural land uses are projected to decrease within the Village as land becomes developed. Since most development will occur on agricultural lands, it is reasonable to project that the amount of agricultural land in the Village will decrease by an amount that only somewhat lower than of projected residential and non-residential development during each 5-year period. Depending on the density of future development, the amount of agricultural land for residential development is projected to decrease by 2.1 acres per five-year period. Total agricultural land lost to both residential and non-residential development is projected to be 3.2 acres per 5 year period.

Future non-residential development in the Village is expected to include both commercial and industrial development over the planning period. Industrial and commercial development in the Village of Wittenberg is expected to occur at roughly the same rate (.55 acres for each category per five year period).

Land Use Goals, Objectives and Policies

Goals:

1. Promote an efficient future Village land use pattern comprised of a mix of uses, housing, and densities.
2. Manage the extent, pace, character, and type of new development in a manner that preserves and enhances the quality of life for residents within the Village.

Objectives:

1. Ensure that the Village has adequate available and developable land for growth in a fiscally and environmentally sustainable pattern.
2. Plan for a sufficient supply of land for a variety of land uses, including residential (single-family, two-family, and multi-family), commercial, industrial and community facilities.
3. Ensure a compatible mix of land uses consistent with the Village's character and connected to one another.

4. Guide incompatible land uses away from one another.
5. Direct new development to areas easily served by sanitary sewer and public water service and adjacent to existing development.
6. Promote redevelopment and compact new developments that utilize existing infrastructure and utilities wherever practical.
7. Promote high-quality building design that corresponds with and complements the character of existing buildings and homes.
8. Maintain and enhance the visual appearance of the Village.

Policies:

1. Maintain a hard edge between undeveloped open spaces (farmland, woods, etc.) and planned Village development areas, as opposed to scattered and leap frog development patterns.
2. Require that all new development in the Village connect to sanitary sewer and public water systems; discourage development until sewer and water services are available.
3. Guide new development to “infill” areas, areas adjacent to existing development, and where logical extensions to streets, sewer lines, and water lines may occur. Avoid extending sewer lines farther than 0.25 mile to serve new development where possible.
4. Use intergovernmental discussions and potentially extraterritorial zoning and land division authorities to direct intensive new development such as subdivisions, commercial development and industrial into the Village.
5. Promote compact residential neighborhoods to better manage the rate of community expansion, preserve farmland, and protect natural resources. To the extent possible, strive to direct residential development within a 0.5-mile development radius around the downtown or other shopping, school and recreation uses so that all residents are within a comfortable walking distance of at least some Village amenities.
6. Follow the land use recommendations that are mapped and described in this *Plan* when revising Village ordinances and the Village zoning map and when reviewing new rezoning requests and other land use decisions. Modify Village ordinances to include and enforce high-quality standards for building, site, parking, driveways, landscape, signage, and lighting design, stormwater detentions, environmental protection, performance standards, streets in new development projects.
7. When considering changes of zoning or land divisions for residential purposes, require the submittal of a conceptual neighborhood plan or subdivision plan with supporting technical data before considering granting approvals.
8. When changes in zoning are proposed that would permit non-residential development on a parcel of land, require the submittal of a specific development proposal (comprised of a detailed site plan) before approving the rezoning. Approval of the development proposal should be based on the degree to which the project fulfills the goals, objectives, and policies of this *Plan*.
9. Maintain distinct separation between incompatible uses such as residential areas and high traffic commercial or heavy industrial areas, and require adequate buffering between incompatible land uses.
10. Promote a mix of compatible uses in all new development areas (e.g. allow small businesses near housing), rather than segregating all land uses into different areas of the Village.
11. Extend new streets from the existing grid street pattern to maintain interconnectivity within the Village. Provide sidewalks or pedestrian paths where necessary to ensure safe and convenient alternatives to driving.
12. Require that street trees be planted along all new Village streets. Work to maintain the health and beauty of existing and mature street trees.
13. Work to eliminate or severely restrict new billboards and retire old billboards in the Village’s planning area.

14. Ensure that new development projects are sustainable and have a positive impact on the community from a fiscal, economic, and environmental perspective, and also with respect to transportation and building quality.

Land Use Recommendations, Specific Policies, and Programs

PRESERVING AND ENHANCING ELEMENTS OF VILLAGE CHARACTER



“Community Character” is a term often used to describe the way a community looks, feels, and functions. It is much more than where land uses are located. Rather, a community’s character is a function of the relationships between the built environment, the natural environment, and the people who live in, work in, or visit the community.

As Wittenberg continues to grow and develop into the future, it will be important for the Village to establish and enforce standards that help ensure that new development and redevelopment projects have a positive impact on the way the community looks and feels to residents and visitors.

The Village of Wittenberg will strive to maintain and strengthen the following characteristics:

- ◆ Development designed to promote interaction between people and a sense of community:
 - Community gathering places (parks, plazas, community-oriented businesses or institutions etc.) incorporated into new developments whenever possible;
 - Walkable, pedestrian-friendly environment, with paths and sidewalks provided in all new developments;
 - In the downtown area and other commercial areas, buildings oriented toward people and arranged to promote pedestrian access;
 - Benches, landscaping, sitting areas, and quality lighting provided in all commercial developments, particularly the downtown;
- ◆ A vibrant downtown area as the major civic and community commercial center of the Village of Wittenberg;
- ◆ Interconnected streets creating small blocks and maintaining a development radius that permits and encourages walking and biking—generally 1/2 mile to key destinations such as the downtown or schools;
- ◆ Opportunities for residents to meet most daily needs without leaving the Village;
- ◆ Balanced development: commercial/residential balance, open space/development balance, balance of different housing types to meet different people’s needs;
- ◆ Uniform public signage theme throughout the Village, with signs constructed of appropriate materials and compatible with private development;
- ◆ Maintain a “hard-edge” between the Village and the countryside. Preservation of open space and agricultural lands outside the Village as a focus.

Future Land Use Recommendations

This section of the *Plan* is intended to guide land use and development in the Village over the next 25 years. Map 5, the Future Land Use Map, presented in this chapter, was based on an analysis of a variety of factors, including overall development trends, location and availability of vacant land in the Village, location of areas logical for future development based on existing development, and environmental constraints (soils, topography, drainage, etc.). The Future Land Use Map and the following detailed recommendations also reflect citizen input that was received at public meetings and events described in Chapter One: Issues and Opportunities.

Wisconsin Statutes specifically allow villages to prepare plans for lands both inside and outside their municipal boundaries. These areas outside village boundaries are often called the village's "extraterritorial jurisdiction," which under Wisconsin law extends 1 ½ mile from the village limits. The specific authorities and responsibilities vested within the extraterritorial jurisdiction are explained in more detail in Chapter Eight: Intergovernmental Cooperation. To effectively manage growth, this *Plan* identifies desirable land use patterns within the existing Village limits and in unincorporated areas around the Village, with the recognition that the Village's growth will be facilitated or impeded by the patterns of growth and preservation in the adjacent unincorporated area. Some additional land areas may be annexed into the Village over the course of the planning period. As a result, implementing many of the land use recommendations of this *Plan* will be greatly aided by intergovernmental coordination and cooperation. Specific strategies and opportunities for cooperation with the Town of Wittenberg are described in Chapter Eight: Intergovernmental Cooperation.

The areas shown on Map 5 within the Village's extraterritorial jurisdiction can be classified within two main levels of interest to the Village:

- a. Areas anticipated or possible for Village growth/expansion over the 20-25 year planning period, from the Village's perspective. These types of areas are designated in one or more of the development-oriented Future Land Use categories that are described in the section above.
- b. Areas not anticipated for Village growth or expansion over the 20-25 year planning period, but still within the Village's 1 ½ mile Extraterritorial Jurisdiction (ETJ). In general, most of these areas are planned for agricultural, resource protection, and very limited development over the planning period.

Although the following land use recommendations cover a large geographic area, it is not assumed that all areas depicted on the Future Land Use Map will develop during the next 20-25 years. Rather, the Future Land Use Map shows those areas in and around the Village that are the most logical development locations for new Village growth, regardless of the absolute timing of development. The Village advocates the development of a land use pattern that focuses growth in areas that can most efficiently be served by roads, public sanitary sewer, and water.

The Future Land Use Map (Map 5) described below will be used as a basis to update the Village's regulatory land use tools, such as the zoning map. It will also be used as a basis for all public and private sector development decisions. These include annexations, rezonings, conditional use permits, subdivisions, extension of municipal utilities, and other public or private investments. Not all land shown for development on Map 5 will be immediately appropriate for rezoning and other land use approvals following adoption of this *Plan*. Changes in land use to implement the recommendations of this *Plan* will generally be initiated by property owners and private developers. In other words, this *Plan* does not automatically compel property owners to change the use of their land.

Future land use categories shown on Map 5 are described below, along with descriptions of where these land uses should be promoted in the Village, policies related to each future land category, and approaches for preserving and enhancing overall Village character.

Residential Land Use Categories

Residential (Sewered)

Description: This future land use category is intended for mainly single-family housing, potentially with groupings of two or more duplexes, at a density greater than 1 residence per acre. As depicted on Map 5, it is recommended that most existing *Residential (Sewered)* remain except for some areas adjacent to North Genesee Street and the downtown, where commercial redevelopment may be desirable. New *Residential (Sewered)* development is also recommended for vacant lots adjacent to existing similar housing. Other areas for single family housing are included in the *Planned Neighborhood* land use category described elsewhere in this *Plan*.

Policies and Programs:

The following policies and programs are recommended for this future land use category in areas on Map 5 where this category is shown:

1. Ensure Village single family zoning districts includes standards that will implement the policies and recommendations of this *Plan*.
2. Encourage residential development at gross densities of 3 to 5 homes per acre. Consider adopting a single-family residential zoning district that allows modest (8,000 square foot) lot sizes in appropriate areas and requires more modest setbacks to achieve a traditional neighborhood pattern of development and expand single family housing options.
3. Require connection to sanitary sewer service for all new development in *Residential (Sewered)* future land use category.
4. Encourage the construction of narrower streets in neighborhoods, where possible, and require sidewalks on both sides of all streets. This increases the safety of neighborhoods for pedestrians and children.
5. Plan for interconnected road and open space networks within and between residential subdivisions and neighborhoods.
6. Continue to locate single family homes in close proximity to community facilities such as paths, parks, schools, and churches in order to provide convenient access to residential areas.
7. Minimize the potential for incompatible land uses (e.g. commercial and industrial uses that generate high levels of noise, odor, glare, dust, traffic, etc.) within or next to *Residential (Sewered)* land uses. Where such uses do occur in close proximity, the Village should encourage the use of landscape buffers.
8. Establish and enforce property maintenance codes to maintain property values and neighborhood appearance.



Mixed Residential

Description: The *Mixed Residential* future land use category is intended to allow a variety of residential units, including single-family detached homes and single-family attached dwellings (e.g. townhomes); duplexes and multiple-family housing (3+ unit buildings), including condominiums, apartments, and senior housing developments; and manufactured home parks or mobile home parks, all served by the Village of Wittenberg sanitary sewer system. *Mixed Residential* is mapped on Map 5 in areas where these types of development existed at the time this *Plan* was prepared. New *Mixed Residential* areas are also recommended within the *Planned Neighborhood* future land use category.

Policies and Programs:

The following policies and programs are recommended for this future land use category in areas on Map 5 where this category is shown:

1. Disperse future *Mixed Residential* development at appropriate locations throughout the Village, rather than creating large concentrations of this type of development in a just a few areas.
2. Ensure the zoning ordinance to clearly include a multi-family residential zoning district and that the multi-family zoning district includes requirements that ensure multi-family residential development will include high quality building and site design features that will make it compatible with single family residential development and meet the minimum design standards presented in Chapter Six: Housing and Neighborhood Development of this *Plan*.
3. Require connections to sanitary sewer for all new development in *Mixed Residential* areas.
4. Require that all proposed projects submit a detailed site plan, building elevations, landscape plan, lighting plan, grading/stormwater management plan, and signage plan prior to changes to zoning, land division, and other development approvals.
5. New building sizes should generally be limited to 8 to 10 units each to maintain the existing small-community character of the Village. Larger multi-family structures should only be considered only to meet special needs (i.e. senior housing) as a conditional use in the multi-family zoning district, or as an institutional/community facility use.
6. Establish and enforce appropriate requirements all new manufactured/mobile home parks in accordance with the recommendations of Chapter 6: Housing and Neighborhood Development.



Example of Mixed Residential development.

Planned Neighborhoods

Description: *Planned Neighborhoods* are mapped as larger areas such as the area south of the Village that should be carefully planned as a unified mixture of certain of the future land use categories described in this section. All development in *Planned Neighborhoods* in the Village should be served by public sanitary sewer service.

The predominant land use in terms of area would be single family homes on municipal sewer, combined with *Mixed Residential*, *Public Open Space and Recreation*, small-scale *Community Facilities* (churches, specialized housing, etc.), and possibly small scale *Community Commercial* land uses.

As the name implies, *Planned Neighborhoods* are not merely an assemblage of uses in a random uses in an improvised pattern. A variety of housing types (single-, two-, and multifamily) should be included in each *Planned Neighborhood* area and the specific amount and location of the different types should take the surrounding geography and the Village's housing goals. Non-residential uses such as parks, community facilities, and possibly small-scale shopping and service areas should be planned to serve and be accessible to all neighborhood residents while minimizing negative impacts such as excessive vehicular through-traffic from outside of the neighborhood.

Map 5 shows many of the new residential areas in and around existing development in the Village are shown as *Planned Neighborhoods* areas. *Planned Neighborhood* uses are indicated by the yellow and orange cross-hatching on the maps. It is recommended that the mix of new housing development in these areas remain similar to

the current mix of residential uses Village-wide. This planning strategy will help to disperse different types of development and different housing types throughout the Village and will limit the concentration of any one type of development in any one area.

Policies and Programs:

The following policies and programs are recommended for this future land use category in areas on Map 5 where this category is shown:

1. Maintain a balance of housing types within each *Planned Neighborhood* that emphasized single family homes. Require single-family homes to comprise a minimum of 65% of dwelling units; limit two-family or duplex units to a maximum of 15% of dwelling units, and multi-family structures to a maximum of 20% of total dwelling units.
2. Establish a minimum net density standard of 5 dwelling units per acre for Planned Neighborhood areas, with a minimum of between 3 - 5 dwelling units per acre for single-family components of these neighborhoods.
3. Create buffers between incompatible land uses when necessary, utilizing existing natural features and landscaping where possible.
4. Encourage *Planned Neighborhood* design principles for new neighborhood development as detailed in Chapter 6 Housing and Neighborhood Development.
5. Allow relatively small residential lot sizes and requires more modest setbacks for application as requested in *Planned Neighborhood* areas.
6. Follow the policy recommendations listed for *Mixed Residential* future land use category in this Chapter when reviewing and approving duplex, townhouse, and multiple-family residential developments.
7. Limit or prevent new *Community Commercial* (but not home occupations) within one-half mile of the existing downtown in order to encourage downtown revitalization and redevelopment of other existing commercial property. Ensure that any commercial development in the *Planned Neighborhood* category is small scale (typically 5,000 square feet or less) and generally compatible with residential uses (i.e. small scale indoor offices, services, and goods in buildings with a scale and style compatible with residences).
8. Follow the policies for the *Community Commercial* future land use category in this Chapter when reviewing proposed commercial and office developments in this land use category.
9. Ensure *Public Open Space and Recreation* uses within *Planned Neighborhoods* include areas for active recreation and social interaction and are readily accessible to residents of various ages and ability groups.
10. Adopt a Planned Unit Development (PUD) district that permits flexibility in the design of new developments in order to best fulfill the intent of the *Planned Neighborhood* future land use category. Such a district should explicitly allow for the mixing of residential and non-residential development, as long as development follows well-defined guidelines. The district should also permit increases in the total net density of residential development, when and where appropriate as determined by the Village.



Example of a Planned Neighborhood, organized around public parkland

Non-Residential Land Use Categories

Community Commercial

Description: This category is intended for areas appropriate for indoor commercial, retail, service, tourism-oriented, office, and community facility uses, excluding manufacturing, warehousing, and distribution uses. These commercial use areas are characterized by generous landscaping, screened storage areas, modest lighting and signage, and compliance with design standards. New *Community Commercial* areas are planned primarily for the east and west side of North Genesee Street south of Highway 29; along the east and west frontage of US Highway 45 north of State Highway 29; along Grand Avenue east of North Genesee Street; and on both sides of Grand Avenue/County Highway Q east of the State Highway 29 interchange. The *Community Commercial* category also includes small, neighborhood scale (typically 5,000 square feet or less) commercial uses which are not mapped but can be located at appropriate locations within existing neighborhoods and the *Planned Neighborhood* land use category.

Policies and Programs:

The following policies and programs are recommended for this future land use category in areas on Map 5 where this category is shown:

1. Ensure that the Village zoning code includes a commercial district or districts that correspond to the uses and design recommendations in this *Plan* pertaining to this land use category (See also Chapter 7: Economic Development.).
2. Update the Village's zoning ordinance to require conditional use permits for buildings over 10,000 square feet and multi-building developments.
3. Discourage *Community Commercial* uses in new *Planned Neighborhoods* and other residential areas within one half mile of the *Downtown* in order to focus economic development on existing commercial areas.
4. Require that all proposed commercial projects submit a detailed site plan, building elevations, lighting plan, grading/stormwater management plan, and signage plan prior to development approval. Require the use of high-quality building materials, attractive lighting, and other design standards for commercial development projects specified in Chapter 7: Economic Development. Require neighborhood-scale community commercial uses within residential areas and not associated with larger commercial areas to have architecture and scale compatible with the surrounding residential uses.
5. Ensure that future *Community Commercial* development is adequately buffered from residential development areas.
6. Control the number and spacing of new driveways onto major arterial and collector streets such North Genesee Street and Grand Avenue (County Highway Q) to increase traffic efficiency and safety. Where practical promote or require cross-access between individual developments, shared driveways, shared parking, and/or driveway access onto new local streets intersecting arterial streets.
7. Avoid new extensive, uninterrupted areas of strip commercial development along major streets and highways.
8. Limit unattractive commercial uses (often those requiring extensive outdoor storage or display of merchandise) to the *General Commercial* future land use category and screen such uses in high-visibility areas, such as major intersections and community entryways.



Nueske's two locations provide good examples of structures suitable in the Community Commercial land use category. Though markedly different in style, both include desirable elements such as interesting building facades constructed of high quality materials and windows, orientation of the building toward the street, limiting the appearance of parking, attractive landscaping, quality signage, and unobtrusive exterior lighting.

Downtown

Description: The *Downtown* future land use category is intended for pedestrian-oriented commercial, office, institutional, and residential uses in the Village's historic "downtown", primarily mapped for an areas around and bound by South Prouty Street, West School Street, South Howard Street, and West Reed Street. The *Plan* emphasizes improvements and infill development rather than expansion of the *Downtown* area.

Policies and Programs:

The following policies and programs are recommended for this future land use category in areas on Map 5 where this category is shown:

1. Preserve and enhance the character of the downtown by encouraging new development, infill development, and redevelopment in a manner compatible with pre-World War II commercial districts.
2. Update the Village's zoning ordinance to include a "downtown" or "central" commercial district that establishes unique requirements for businesses located in the downtown setting (e.g. mixed uses, no required setbacks; bulk, sign and design standards consistent with the recommendations for downtown development in the Cultural Resources section of Chapter Two: Agricultural, Natural, and Cultural Resources and in Chapter Seven: Economic Development).
3. Require new development and redevelopment of vacant downtown property and major redevelopment / renovations/replacements of existing out-of-character structures in the downtown comply to the extent practical with the *Downtown* future land use category and potential zoning district through the zoning and site plan review process.
4. Continue to work with downtown property owners and businesses to preserve and renovate historically significant buildings for modern commercial use.



Downtown Wittenberg

5. Continue to promote the downtown as a commercial, civic, and social center. Specific strategies are discussed in detail in Chapter 2: Agricultural, Natural, and Cultural Resources and Chapter Seven: Economic Development.
6. Use marketing, investment, and incentive strategies to promote and retain specialty retail, dining, and entertainment business and services in the downtown.
7. Promote the use of second story space for housing.
8. Seek downtown revitalization assistance through the Main Street Program, historic preservation programs or other initiatives. See Chapter 2: Agricultural, Natural, and Cultural Resources and Chapter Seven: Economic Development for more details.

General Commercial

Description: This category is intended for broad range of commercial, retail, service, and office uses including those with extensive outdoor display and sales (cars, boats, RV's, log and manufactured home etc.); low intensity warehousing and distribution; and small scale, accessory light industrial uses. These commercial use areas are typically those with need for extensive outdoor space, pose greater challenges to compatibility with residential areas, and derive less direct benefit from being located in the immediate vicinity of residential areas. Nevertheless, new or renovated property in this future land use category are expected to meet architectural and site layout standards appropriate to the business operations and surroundings, through generous landscaping, screened storage areas, modest lighting and signage, and compliance with building design standards for principal structures similar to those recommended by this *Plan* for the *Community Commercial* future land use category. New *General Commercial* areas are planned primarily east of the Village between south of east Grand Avenue/County Highway Q and State Highway 29 and between County Highway Q and US Highway 45 north of Highway 29.

Policies and Programs:

The following policies and programs are recommended for this future land use category in areas on Map 5 where this category is shown:

1. Update the zoning code as necessary to include a commercial district that corresponds to the uses and design recommendations in this *Plan* pertaining to this land use category and that the regulations for the appropriate district implement the recommendations of this *Plan*. Consider requiring conditional use permits for large-scale commercial buildings and multi-building developments.
2. Require that all proposed commercial projects submit a detailed site plan, building elevations, lighting plan, grading/stormwater management plan, landscaping plan, signage plan and plan of operations prior to development approval. Review each new development and redevelopment proposal to ensure the use of appropriate high quality building materials, decorative and screening landscaping, reasonable and attractive signage and lighting, attractive arrangement of outdoor merchandise, and other design standards for commercial development projects in accordance with the recommendations in Chapter 7: Economic Development.
3. Control the number and spacing of new driveways onto major arterial streets and roads to increase traffic efficiency and safety. Where practical promote or require cross-access between individual developments, shared driveways, shared parking, and/or driveway access onto new local streets intersecting arterial streets.
4. Avoid new extensive, uninterrupted areas of strip commercial development along major arterial road and streets.
5. Keep unattractive commercial uses out of high-visibility areas, such as major intersections and community entryways.

Light Industrial

Description: This future land use category includes indoor manufacturing, warehousing, distribution, and office uses, some allowing for screened outdoor storage areas. New development should adhere to high-quality building design, generous landscaping, modest lighting, screened storage areas, and limited and attractive signage. In Wittenberg, this designation is mapped over the Village's existing industry and the industrial/business park use areas in the Wittenberg Business Park.



Example of Light Industrial development

Policies and Programs:

The following policies and programs are recommended for this future land use category:

1. When considering future rezoning requests, the Village should require zoning to the appropriate district.
2. Extend Village utilities and services to future industrial use areas to allow them to be intensively developed and generally of higher assessed value, requiring annexation to get such services if land is not already in the Village.
3. Ensure that future industrial development is appropriately buffered from existing and planned residential development areas.
4. Require that all proposed industrial projects submit a detailed site plan, building elevations, landscape plan, lighting plan, grading/stormwater management plan and signage plan prior to development approval. Recommended design standards for industrial development projects are provided in Chapter Seven of this *Plan*. The Village will consider including many of these requirements in the zoning code.
5. Encourage vehicle access control to and from US Highway 45, State Highway 29, and other arterial and major collector roads. Fewer, widely spaced driveways and intersections can improve transportation safety and efficiency. Parking and loading standards should also be in place to improve safety and efficiency both on-site and on local streets. Shared access drives and interconnected local access roads are promoted.

General Industrial

Description: This future land use category includes indoor manufacturing, warehousing, distribution, and office uses, often with significant outdoor storage or processing of materials. New development should adhere to high-quality building design, generous landscaping, modest lighting, screened storage and processing areas, and limited and attractive signage. These areas should be located near arterial roads and away from existing or planned residential areas and high visibility community gateways whenever possible. In the Village of Wittenberg, this category is mapped for areas south of State Highway 29 in the vicinity of the Village wastewater treatment plant.



Example of General Industrial

Policies and Programs:

The following policies and programs are recommended for this future land use category:

1. When considering future rezoning requests, the Village should require zoning to the appropriate district.
2. Require that all proposed industrial projects submit a detailed site plan, building elevations, landscape plan, lighting plan, grading/stormwater management plan and signage plan prior to development approval. Recommended design standards for industrial development projects are provided in Chapter Seven of this *Plan*. The Village will consider including many of these requirements in the zoning code.
3. Ensure Performance Standards are established and enforced to limit the impact of *General Industrial* land uses on adjacent and nearby property. These standards should place enforceable limits on excessive, noise, odor, glare, vibration, storage of hazardous and/or waste materials, and emanations of solid, liquid, and gaseous waste products.
4. Extend Village utilities and services to future industrial use areas to allow them to be intensively developed and generally of higher assessed value, requiring annexation to get such services if land is not already in the Village.
5. Ensure that future industrial development is appropriately separated or buffered from existing and planned residential development areas.
6. Encourage vehicle access control to and from adjacent arterial and major collector roads such as Highway 29 and Grand Avenue to improve traffic safety and efficiency. Shared access drives and interconnected local access roads rather than numerous direct access points are promoted.

Community Facilities

Description: This future land use category generally includes larger-scale public buildings, including the Village Hall, Village Community Center, public schools, emergency services, utility uses, hospitals, private institutional uses such churches and parochial schools, and specialized housing and care facilities such as the Homme Home. Some of the Village existing and planned community facilities have been identified with this land use category on Map 5. Small-scale *Community Facilities* may also be included in other land use categories such as in the downtown or as part of *Planned Neighborhoods*.

Policies and Programs:

The following policies and programs are recommended for this future land use category:

1. Integrate community facilities into new neighborhoods and residential areas, and provide an adequate distribution of community facilities throughout the Village.
2. Ensure that land use decisions and future growth are consistent with the community facility recommendations in Chapter 5: Utilities and Community Facilities of this *Plan*.
3. Amend this *Plan* as necessary to accommodate future utility and community facility locations.

Environmental/Rural Land Use Categories

Public Open Space and Recreation

Description: This category generally includes all publicly-owned land designated as state parks, scenic areas, conservation areas, village parks, or other recreational facilities owned by public or non-profit agencies. In



addition to those areas currently designated in the Village as *Public Open Space and Recreation* future land use category, the *Plan* recommends that additional public parks and other preserved open space reserved within *Planned Neighborhood* future land use category in accordance with the recommendations for parks found in Chapter 5: Utilities and Community Facilities. *Public Open Space and Recreation* areas may also be accommodated within other land use categories.

Policies and Programs:

The following policies and programs are recommended for this future land use category in areas on Map 5 where this category is shown:

1. Include appropriate districts and/or regulations to preserve and develop a range of outdoor recreation and open space uses in the Village Zoning Ordinance.
2. Include requirements that new residential development provide public park and recreational facilities, or fees in lieu of such facilities in the Village Subdivision Ordinance.
3. Ensure that the Village subdivision ordinance prevents a developer from meeting the parkland dedication requirement through dedication of lands unsuitable for active-use park or development purposes, such as wetlands, stormwater detention facilities, steep slopes, or are otherwise unsuitable for development or active recreational uses.
4. Design future planned neighborhoods around and with access to environmental corridors and Public Open Spaces and Recreation areas without negatively affecting them from an environmental standpoint.
5. Ensure all residential areas are adequately provided with active use (i.e. playgrounds, picnic areas, playing fields) as well as protected natural and environmental open spaces in accordance with Chapter 5: Utilities and Community Facilities of this *Plan*.

Environmental Corridor

Description: The *Environmental Corridor* category includes generally continuous open space systems based on lands that have sensitive natural resources and limitations for development. This designation includes Wisconsin DNR identified wetlands subject to existing State-mandated zoning, FEMA designated floodplains, shoreland setback areas, and slopes of 12% or greater. Much of the undeveloped land within the Village boundary south of Highway 29 falls within the *Environmental Corridor* land use category.



Policies and Programs:

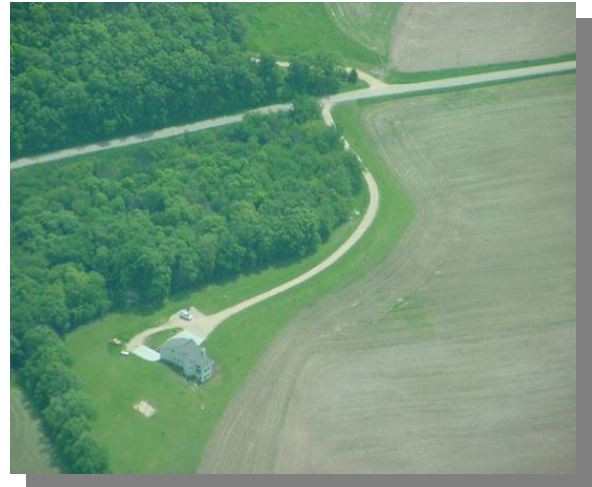
In addition to applying the recommendations for the underlying future land use category, the following policies and programs are recommended for this future land use category (with the most restrictive recommendations taking precedent in most instances):

1. Development in mapped *Environmental Corridor* areas should be generally prohibited.
2. If proposed development lies within or adjacent to areas mapped as *Environmental Corridors*, the Village will require that the landowner or developer conduct or pay for a professional delineation to determine the exact boundaries of the *Environmental Corridor* to determine the wetland, floodplain, steep slope, or other natural feature(s) that comprise the *corridor*. The Village may adjust the boundary of the environmental corridor based said delineation.
3. Continue to allow existing agricultural uses (cropping, grazing, or other preexisting agricultural uses) within *Environmental Corridors*.
4. Encourage conservation subdivision design principles when developing lands that include *Environmental Corridor* to prevent fragmentation and disturbance of natural resources within the corridors.

Open Lands, Agriculture, and Residential (10-35)

Description: This future land use category includes farmland, privately owned undeveloped lots, small woodlots, grasslands, forest land, and open lands in agriculture, aqua culture, commercial forestry use; and housing at a maximum density of between 1 new residence per 10 gross acres and 1 per 35 acres. In addition to agricultural and forestry uses, small-scale forest production and processing, seasonal and permanent single family homes, associated home occupations and small family businesses which do not interfere with the interests of nearby property owners would generally be allowed.

This future land use category is the predominant land use for areas outside of the Village and within the Village's 1.5 miles Extraterritorial Jurisdiction (ETJ). The Village recommends that those areas mapped in this land use category and those areas in the remainder of the Village's ETJ remain in this future land use category.



Policies and Programs:

The following policies and programs are recommended for this future land use category, in areas on Map 5 where the category is shown:

1. Support development in this area only where consistent with the description above and housing (or other non-farm use) density is not greater than one residence (or other non-farm use) per 10 acres, and as otherwise specified by Village Ordinance, Intergovernmental Agreement, or overlay land use category (see recommendations for *Environmental Corridor* and *Agricultural Transition* future land use categories in this section).
2. Consider enacting the ability to act as an approval authority on proposed land divisions within the Village's 1.5 mile extraterritorial jurisdiction to help assure the implementation of this desired future land use designation.
3. If the Village chooses to exercise its extraterritorial review authority, establish a maximum density of not more than 1 residential unit per 10 acres and as low as 1 residential unit per 35 acres. Also establish a minimum lot size of 1-2 acres and allow the use of "cluster" and "conservation subdivision design to reduce the amount of agricultural and forest land consumed and fragmented within the *Open Lands, Agriculture, and Residential (10-35)* future land use category. At minimum, the Village explicitly seeks to limit residential density to one dwelling unit or less per 35 acres within the *Agricultural Transition* future land use category.
4. Do not extend sanitary sewer service or public water service into area planned for *Open Lands, Agriculture, and Residential (10-35)* land uses outside of the Village.
5. Work with the affected towns and Shawano County to achieve these policies and programs in a cooperative manner.

Residential (2.5 - 10)

Description: This future land use category includes mainly unsewered single family detached residential development, generally at densities between 1 dwelling unit per 2.5 acres to 1 dwelling unit per 10 acres, and served by individual on-site waste treatment (septic) systems. This future land use category is intended only for areas outside of the Village where



this land use pattern has already been established or in very limited areas where the Village has agreed to acknowledge the Town of Wittenberg's intent to allow expansion of rural residential subdivisions. Map 5 shows these areas northwest of the Highway 29/US Highway 45 interchange. The land use pattern allowed in this category is much less efficient to serve with municipal sanitary sewer, water, and other services and can create effective barriers to efficient growth of the Village in the future. It should therefore be prohibited within the Village and in areas outside of the Village other than as indicated in Map 5.

Policies and Programs:

The following policies and programs are recommended for this future land use category, in areas on Map 5 where the category is shown:

1. Prohibit unsewered residential development of this type within the Village.
2. Use the Village's *Comprehensive Plan* to discourage allowing additional residential development described in this future land use category in areas within the Village's 1.5 mile radius Extraterritorial Jurisdiction (ETJ) other than those depicted on Map 5 of this *Plan*.
3. Encourage a maximum density of development of one housing unit per every 2.5 acres of land with some examples of flexibility in achieving this density based on conservation subdivision design and other approaches described in Chapter Six: Housing and Neighborhood Development.
4. Encourage the Town of Wittenberg to accept a 2-acre minimum lot size for residential development in this future land use category to provide flexibility in lot sizes and to allow for permanently preserved open space within these areas.
5. Work with the Town of Wittenberg, Town of Almon, and Shawano County to prevent additional areas within the Village's 1.5 mile radius Extraterritorial Jurisdiction from being planned or converted to the *Residential (2.5-10)* future land use category. In the event that Shawano County and the Town of Wittenberg would allow additional areas to develop as *Residential (2.5-10)*, consider enacting an ordinance for the Village to exercise its extraterritorial review authority to enforce a lower density within the Village's ETJ.
6. Work with the Town to assure that individual neighborhoods provide for appropriate land use transitions and road, open space, and possible trail connections to adjacent existing and future developments.

Residential (1 - 2.5)

Description: This category includes mainly single family detached residential development, generally at densities between 1 dwelling unit per acre and 1 dwelling unit per 2.5 acres, and served by individual on-site waste treatment (septic) systems. Map 5 shows future *Residential (1-2.5)* areas mainly surrounding the Maple Hills Golf Course near the exiting Town "Hamlet." This future land use category is intended only for areas outside of the Village where this land use pattern has already been established or in very limited areas where the Village has agreed to acknowledge the Town of Wittenberg's intent to allow expansion of rural residential subdivisions as shown on Map 5.



Policies and Programs:

The following policies and programs are recommended for this future land use category, in areas on Map 5 where the category is shown:

1. Prohibit unsewered development of this type in the Village.

2. Use the Village's *Comprehensive Plan* to discourage allowing additional residential development described in this future land use category in areas within the Village's 1.5 mile radius Extraterritorial Jurisdiction (ETJ) other than those depicted on Map 5 of this *Plan*.
3. Encourage a maximum density of development of one housing unit per every 1 acre of land with some examples of flexibility in achieving this density based on conservation subdivision design and other approaches described in Chapter Six: Housing and Neighborhood Development.
4. Work with the Town of Wittenberg, Town of Almon, and Shawano County to prevent additional areas within the Village's 1.5 mile radius Extraterritorial Jurisdiction from being planned or converted to the *Residential (2.5-10)* future land use category. In the event that Shawano County and the Town of Wittenberg would allow additional areas to develop as *Residential (1.5-2.5)*, consider enacting an ordinance for the Village to exercise its extraterritorial review authority to enforce a lower density within the Village's ETJ.
5. Work with the Town to assure that individual neighborhoods provide for appropriate land use transitions and road, open space, and possible trail connections to adjacent existing and future developments.

Agricultural Transition

Description: This future land use overlay category is designed to identify certain lands in proximity to developed areas, to be preserved in mainly agricultural and open space uses until such time as more intensive development may be appropriate. The area shown on Map 5 in this category is east of the Village, between the Village boundary and US Highway 45 south of State Highway 29. The *Agricultural Transition* land is mostly in farming and open lands (including woodlots, farmsteads, and other agricultural-related uses). The *Open Space, Agriculture, and Residential* category is the underlying category in this area. However, the Village will further limit development within *Agricultural Transition* based on the policies described below.

Policies and Programs:

The following policies and programs are recommended for this future land use category, in areas on Map 5 where the category is shown:

1. Within the *Agricultural Transition* overlay category, new non-residential development and uses should be limited in accordance with all policies of the *Open Space, Agriculture, and Residential (10-35)* until such time that the area is identified as appropriate for more intensive development.
2. Within the *Agricultural Transition* overlay category, the Village will limit the maximum residential density to 1 dwelling unit per 35 acres not to approve any new residential development or driveways within 500 feet of County Highway Q and/or State Highway 29.
3. All non-farm development projects approved within the *Agricultural Transition* future land use category shall be designed and laid out in such a manner to not impede the orderly future development of the surrounding area, at such time when the area is identified as appropriate for more intensive development.
4. For land within the *Agricultural Transition* overlay category, more intensive development should be delayed until an amendment to this *Comprehensive Plan* is adopted to identify specific future land uses for the area, and until public sewer and water service is extended to new development in the area.
5. The Village will consider amending its subdivision ordinance establish and enforce these policies within the *Agricultural Transition* area.
6. The Village will attempt to coordinate its policies for areas designated as the *Agricultural Transition* future land use category with the Town of Wittenberg through an intergovernmental agreement. See Chapter 8: Intergovernmental Cooperation for more information and recommendations.

Opportunities for Redevelopment

Opportunities for redevelopment and infill development exist in the downtown and at several other locations. Properties include those with blighted or vacant buildings, vacant parcels, and some commercial industrial developments that are not in character with the older structures. Redevelopment in these areas may involve the remediation of brownfields, rehabilitation or renovation of valued historic buildings, additions to existing structures to facilitate reuse, and construction of new buildings on infill vacant lots or wholesale replacement of buildings where rehabilitation is impractical or undesirable. All of these potential activities will be balanced against historic preservation interests.

“Smart Growth” Areas

“Smart Growth” Areas are defined by the State of Wisconsin as “areas that will enable the development and redevelopment of lands with existing infrastructure and municipal, State, and utility services, where practical, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which will have relatively low municipal, State governmental, and utility costs.”

In the Village of Wittenberg, Smart Growth areas are located within and immediately surrounding the downtown, including the areas immediately south of the Village (outside of *Environmental Corridor*). Other areas with the potential for efficient development include the Wittenberg Business Park, which is projected to be able to accommodate projected industrial growth through 2030, and the US Highway 45 Corridor north of State Highway 29 where Village water and sanitary sewer and water services have already been extended.



Downtown Redevelopment Opportunity

Map 4: Existing Land Use

Map 5: Future Land Use

Chapter Four: Transportation

This chapter includes background information, goals, objectives, policies, and recommended programs to guide the future development and maintenance of various modes of transportation in the Village of Wittenberg over the 20-year planning period. Given the Village's rural surroundings, the primary focus is on highways and local roads. The chapter compares the Village's transportation policies and programs to State and regional transportation plans.

ECONOMIC DEVELOPMENT RECOMMENDATIONS SUMMARY

- ◆ Plan for interconnected streets connecting new neighborhoods to the older parts of the Village.
- ◆ Expand bicycling and walking opportunities in and near the Village, including completion of the Wiouwash State Trail and safe connections to the schools.
- ◆ Take actions to protect the function and usefulness of the main routes through the Village—Highways 45/North Genessee Street, Grand Avenue/County Highway Q, and County Highway M.
- ◆ Amend the Village's subdivision and zoning ordinances accordingly to implement transportation recommendations in this *Plan*.

Existing Transportation Network

The Village is relatively well connected to the region through the existing roadway network. This section describes the Village's existing transportation facilities.

Roadways

The Village of Wittenberg is served by United States Highway (USH) 45, State Trunk Highway (STH) 29, and County Trunk Highway (CTH) M, all of which intersect in the Village and link the Village with the region's major cities and villages. These links channel commuter flows and provide excellent access for residents.

USH 45 functions as a major north-south artery for the western side of Shawano County. According to the Wisconsin Department of Transportation (WisDOT), which records average daily traffic volumes (number of cars) for major State roadways, traffic on USH 45 north of the Village remained about the same from 1996 to 2002.

STH 29 serves as the County's primary east-west traffic artery. This four-lane limited access highway is designed to keep traffic flowing smoothly across the entire State. The highway was upgraded from 1998 to 1999 as part of a corridor project that ran from Green Bay to Chippewa Falls. Traffic on STH 29/USH 45 decreased only 4 percent from 1996 to 2002.

WisDOT is in the process of developing a plan to preserve right of way along 61 miles of STH 29 to address future expansion needs.

County Truck Highways are usually collector roads that serve rural land uses and distribute traffic to the regional arterial system.

ROADWAY FUNCTIONAL CLASSIFICATION SYSTEM

Throughout Wisconsin, all local, county, state and federal transportation routes are classified in categories under the "Roadway Functional Classification" system.

As identified by WisDOT, the functional classification system groups roads and highways according to the character of service they offer, ranging from rapid through access to local land access. The purpose of functional classification is to enhance overall travel efficiency and accommodate traffic patterns and land uses by designing streets to the standards suggested by their functional class. The three main rural roadway functional classes include:

- ◆ **Arterials** that provide primary access to and through an area (USH 45 and STH 29)
- ◆ **Collectors** that disperse traffic within an area (CTH Q, CTH M)
- ◆ **Local** streets that provide access to individual properties.

Traffic on CTH M in the Village decreased by 25 percent from 1996 to 2002. CTH Q (formerly STH 29) runs east west through the Village and continues to serve as a major traffic carrier for local use.

Village roads serve local residents, commercial and industrial areas, and are maintained by the Village

Bridges

There are four state-maintained bridges in the Village of Wittenberg, located on STH 29 and USH 45. In addition, there is one bridge along CTH M and CTH Q that is maintained by Shawano County. The State and County maintain condition reports for bridges.

Airports

Village residents are served by several airports in the region. The Central Wisconsin Airport in Mosinee provides regular commuter flights and is easily reached by western Shawano County residents. Village residents are also served by the Shawano Municipal Airport. The Shawano Municipal Airport has two paved runways in good condition; the main runway is 3,900 feet long and the smaller runway is 2,225 feet long. The airport is open to the public and mainly serves local aviation needs. Located southeast of Shawano Lake, the airport also acts as a seaplane base.

Austin Straubel International in Green Bay, Wittman Regional Airport in Oshkosh, and General Mitchell International Airport in Milwaukee also serve the region.

Water and Truck Transportation

There is no waterborne freight movement in the County and none is anticipated. Most freight shipments in the Village of Wittenberg occur by truck. Semi-truck shipments are most prevalent along State Trunk Highway 29 and United States Highway 45.

Rail

Founded in part as a rail road stop, the Village no longer is served by rail. The abandoned rail line has been converted to a multi purpose recreational trail (see the following section). The City only active rail line in the County runs from the Fox River Valley north to the City of Shawano. The abandoned portion of this line continues from the City of Shawano northwest through the Towns of Wescott, Washington, Richmond, and Red Springs. This line is owned by Canadian National.

Recreational Trails

Acquisition of abandoned railroad rights-of-way by the Wisconsin Department of Natural Resources (WisDNR) and conversion to regionally significant multi-use recreational trails has provided new opportunities for linear recreation in Shawano County as well as elsewhere throughout the State. Although ownership of the right-of-way is retained by WisDNR, under a Letter of Agreement, Shawano County maintains the two State-designated recreational trails which pass through the County. Permitted users on the Shawano County trail segments include hikers, bicyclists, motorized wheel chairs, equestrians, horse drawn vehicles and, during the winter snowmobiles and ATV's.

The Wiouwash State Trail, which will ultimately extend from Oshkosh northward through Langlade County, enters Shawano County near Split Rock and passes through the Village of Wittenberg. This County-operated



State Highway 29 north of Wittenberg



trail was named for Winnebago, Outagamie, Waupaca, and Shawano counties. Although several gaps remain before a continuous trail is in place (including the pedestrian and trail over or underpass of State Highway 29) and from Highway Z north of Birnamwood through Aniwa to the Langlade County line), ongoing efforts are being made to acquire right-of-way or obtain the necessary easements to complete the trail. Once completed, the Shawano County portion of the Wiouwash State Trail will be approximately 30 miles in length.

Paratransit

Paratransit is specialized transit service to specific segments of the population that require more accessible vehicles and flexible routing. While the Village does not have its own paratransit service, Shawano County has several paratransit providers who serve the elderly and disabled including Workshop Transportation run by Shawano County Department of Community Programs. Some counties provide flexible fixed route services with buses or minibuses, to give elderly and disabled persons in rural areas an opportunity to travel to larger communities for shopping, nutrition, or other appointments. One example of this type of flexible fixed route service is provided in Shawano County, picking up persons in a different area of the County one day each week, into the City of Shawano, and occasionally to larger shopping areas in Appleton or Green Bay.

Review of State and Regional Transportation Plans

The following are State and regional transportation plans and studies relevant to this plan. There are no conflicts between these State and regional plans and this Village *Plan*.

- ♦ **Shawano County Transportation Improvement Plan.** The Shawano County Highway Department maintains an ongoing list of transportation improvements, both short term (5 years or less) and longer term (up to 15 years). The plan calls for resurfacing/reconstructing ½ mile of CTH M near the Village.
- ♦ **Highway 29 Preservation Plan.** The Wisconsin Department of Transportation (WisDOT) has undertaken a process to preserve the right of way that will be needed to keep drivers safe and STH 29 functional long into the future. As part of the right of way preservation effort in Shawano County, the project team examined existing conditions and identified future needs along the STH 29 corridor. WisDOT worked with communities to identify the locations of future interchanges, overpasses and local road modifications. These solutions are intended to maintain safe and efficient traffic operation on STH 29 well into the future. Recommendations that apply to the Wittenberg area include possible closing of existing access to Highway 29 at Meadowlark Road, a new bridge (no access at Nightingale Road, new frontage roads on either side of State Highway 29 between Killdeer Road and Nightingale Road, a bicycle pedestrian crossing for the Wiouwash State Trail, completion of an all direction interchange at CTH Q and State Highway 29; and a bridge over or under Robin Road. In general the Village favors these changes with the exception of the Nightingale Road crossing. The Village would instead prefer to see a crossing at Killdeer Road closer to the Village.
- ♦ **North Central Region Six Year Highway Improvement Plan.** Transportation improvements to the County's highways include relatively minor activities such as resurfacing. Projects related to the Village include:

Project Title	Year	Project Description
USH 45: Wittenberg – North County Line (Town of Wittenberg, Village of Eland, Town and Village of Birnamwood, Town of Village of Aniwa)	2008	Full depth pavement replacement with minor intersection modifications, also add passing lanes

- ♦ **Wisconsin State Highway Plan 2020.** This plan focuses on the 11,800 miles of State Trunk Highway routes in Wisconsin. The plan does not identify specific projects, but broad strategies and policies to improve the State highway system over the next 20 years. Given its focus, the plan does not identify improvement needs on roads under local jurisdiction. The plan includes three main areas of emphasis: pavement and bridge preservation, traffic movement, and safety. There are no recommendations related to the Village.

- ♦ **Translinks 21: A Multimodal Transportation Plan for Wisconsin's 21st Century.** This plan provides a broad planning “umbrella” including an overall vision and goals for transportation systems in the State for the next 25 years. This 1995 plan recommends complete construction of the Corridors 2020 “back-bone” network by 2005, the creation of a new State grant program to help local governments prepare transportation corridor management plans to deal effectively with growth, the provision of State funding to assist small communities in providing transportation services to elderly and disabled persons, and the development of a detailed assessment of local road investment needs. At the time of writing this Comprehensive Plan, WisDOT is in the process of updating the Translink Plan in *Connections 2030*.
- ♦ **Wisconsin Bicycle Transportation Plan 2020.** This plan presents a blueprint for improving conditions for bicycling, clarifies the Wisconsin Department of Transportation's role in bicycle transportation, and establishes policies for further integrating bicycling into the current transportation system. The plan reports that, according to a University of Wisconsin survey conducted in August of 1998, more than one-third of all Wisconsin households included someone who took at least one bike trip in the previous week. There are no recommendations related to the Village.
- ♦ **Wisconsin Pedestrian Plan 2020.** This plan outlines Statewide and local measures to increase walking and to promote pedestrian comfort and safety. The plan provides a policy framework addressing pedestrian issues and clarifies WisDOT's role in meeting pedestrian needs. Pedestrian facilities include sidewalks, walkways, streetscapes, crosswalks, traffic controls signals, overpasses and underpasses, bridges, multi-use paths, curb cuts and ramps, transit stops, and paved shoulders. Many of these types of facilities are found in the Village.
- ♦ **Wisconsin State Airport System Plan 2020.** This plan includes a general inventory of existing airport facilities in the State and provides a framework for the preservation and enhancement of a system of public-use airports to meet the current and future aviation needs of the State. It includes recommendations to upgrade existing facilities through runway extensions and replacements and facility improvements, but does not identify any new locations for airports to meet future needs. There are no recommendations related to the Shawano Municipal Airport.
- ♦ **Wisconsin Rail Issues and Opportunities Report.** This report summarizes critical rail transportation issues identified during a public outreach effort. The report serves as a point of departure for the rail component of the upcoming Connections 2030, WisDOT's next multimodal transportation plan set for completion in 2006. The report identifies the existing rail line in Shawano County as “light density” carrying less than 3 million gross tons annually. These “light density” lines could require financial assistance in order to preserve rail service and avoid abandonment of track.

Transportation Goals, Objectives and Policies

Goal:

1. Provide a safe, efficient transportation system that serves multiple users.

Objectives:

1. Provide for adequate roadway capacities and safe conditions in conjunction with the County and State.
2. Ensure that transportation system improvements are coordinated with future land development, existing land uses, and community appearance objectives.
3. Provide for adequate on- and off-street parking facilities.
4. Facilitate convenient navigation between arterial highways and Village destinations such as the Downtown by visitor and tourist traffic.
5. Support safe biking and walking routes that serve neighborhoods, schools, parks, playgrounds and activity centers.

Policies:

1. Review and, as appropriate, amend the Village's subdivision ordinance to reflect the recommendations in this *Plan*. The subdivision ordinance should include standards to ensure street interconnectivity and

proper design and placement of new roads, sidewalks, and paths in association with future subdivision plats.

2. Provide a continuous interconnected network of local streets, sidewalks, bicycle routes, and paths for planned neighborhood growth areas that result in safe and convenient access between neighborhoods, employment centers, schools, service centers, and recreational centers. This is key to achieving quality *Planned Neighborhood* design, as outlined in Chapter 3: Land Use and Chapter 6: Housing and Neighborhood Development of this *Plan*.
3. Take advantage of road upgrades and improvements to establish bike paths and routes on local streets throughout the Village to connect neighborhoods with schools, parks, jobs, and shopping.
4. Coordinate with Shawano County and WisDOT on transportation improvements depicted on Maps 5 and 6, including possible relocation of a planned new over or under pass of State Highway 29 from Meadowlark Road to Killdeer Road (instead of or in addition to the crossing at Nightingale Road), and a Wiouwash State Trail crossing of State Highway 29.
5. Work with Shawano County and private providers to continue and expand transportation options to those who require them, such as the elderly, disabled, and children.
6. Continue to expand bicycling and walking opportunities in the Village.
7. Establish an attractive, community-themed system of way finding signage to guide visitors to non-highway destinations in the Village.
8. Ensure maintenance and upgrades of existing roads are performed in a cost-effective manner through a local transportation improvement program and through the Village's five year capital improvements program.

Transportation Recommendations and Programs

This section builds from the policies identified above, and suggests particular actions, positions, and programs that the Village intends to undertake over the next 20 years.

1. Maintain, upgrade, and ensure safety on roadways that serve the Village by:
 - ♦ Discouraging the use of local Village streets for through and truck traffic by designating weight limits on certain local streets and/or designating truck routes.
 - ♦ Ensuring maintenance of roads to meet acceptable standards for safe cycling, such as by removing obstacles and providing bike lanes where appropriate (e.g., CTHs M and Q).
 - ♦ Supporting applications to federal and state programs and funding sources, such as the Transportation Enhancement Grant program, available to the County and the Village for transportation projects. Additional information on these programs is available in the Shawano County Comprehensive Plan, from the WisDOT North Central Region office in Wisconsin Rapids, and from the University of Wisconsin Transportation Information Center.
2. Plan for an interconnected local street pattern to serve new development areas. The Future Land Use Map (Map 5) shows conceptual alignments of new proposed streets to serve future planned development areas. Determining actual layouts and construction of these roads would occur with new subdivision development. Planning for pedestrian sidewalks, bike lanes and/or paths is an integral part of the planning for new local streets and subdivisions.
3. In general, the Village will require a street system that provides multiple routes to most destinations; minimizes potential conflicts between residential and non-residential land uses and traffic; and minimizes traffic congestion. An interconnected system also facilitates bike and pedestrian access, police and fire service, street maintenance, and snow plowing. All new subdivisions should be designed with road connections to future planned subdivisions. Cul-de-sacs should be avoided unless natural features (e.g., topography, wetlands) prevent the extension of a looping or through-road.

4. Review and, as appropriate, amend the Village's subdivision ordinance. Following adoption of this *Plan*, the Village will review the subdivision ordinance to ensure that it includes standards for proper design and placement of new roads, sidewalks, and paths, and require roads be stubbed to allow for future development, in association with future subdivision plats. Before the Village approves any certified survey map, preliminary plat, or final plat, it should ensure that the proposed subdivision is consistent with all subdivision ordinance standards, applicable zoning ordinance standards, and this *Comprehensive Plan*.
5. Expand bicycling and walking opportunities in and near the Village. Biking and walking are a growing recreational activity for residents and visitors. In addition to providing a safe, interconnected street network, the following recommendations will help improve the environment for cycling and walking in the Wittenberg area:
 - ♦ Create and maintain sidewalks or multi-use paths that provide safe routes between schools, parks, other community facilities, and between neighborhoods. The State and Federal government have a new grant program, called "safe roads to schools", to assist in this endeavor.
 - ♦ Encourage the provision of separate bike paths along major highways (US Highway 45 and State Highway 29) and designated on-street bicycle lanes along other major arterials and collector streets.
 - ♦ Work with Shawano County and the DNR to designate and improve signage for the official on-street portion of the Wiouwash State Trail through the Village.
 - ♦ Work with WisDOT, WisDNR, and property owners to establish a long-term off-street trail to fill the gap in the Wiouwash State Trail created by State Highway 29. State and federal grants covering 50% to 80% of project costs are available for this purpose.
 - ♦ Include additional recreational trail ideas in a community-wide park and open space plan, suggested in Chapter Five.
6. Ensure adequate downtown parking and off-street parking for new developments to prevent congestion of public rights-of-way. The Village will review current parking requirements in the zoning code.
7. Complete and maintain the transportation enhancements that are associated with the Highway 45 and Highway 29 projects. Monitor and participate in pending state-wide long-range plans (Connections 2030) for highways and local roads.
8. Work with the Town of Wittenberg and Shawano County, to convince WisDOT to relocate a proposed over or underpass of State Highway 29 from Meadowlark Road to Killdeer Road.
9. Cooperate with affected property owners, neighboring jurisdictions and affected agencies to complete the proposed pedestrian/bicycle crossing of State Highway 29 to provide a safe, direct connection to the existing north and south segments of the Wiouwash State Recreation trail.
10. Coordinate with the towns of Wittenberg, Germania, and Fairbanks, Shawano County, and WisDOT on establishing a common vision and policies for the County Highway M Rustic Road
11. Coordinate with other units of government on other forms of transportation, such as transit, rail, air, trucks, and water.
12. Continue to work with the County to support other transportation options, including commuter facilities, para-transit for the growing elderly and disabled populations and transportation services for lower income workers. Available programs include:
 - ♦ *Specialized Transportation Assistance Program for Counties* program, which provides funding for transportation services, purchasing services from any public or private organization, subsidizing elderly and disabled passengers for their use of services or use of their own personal vehicles, performing or funding management studies on transportation, training and the purchase of equipment. This program requires a 20% local match in funding.
 - ♦ *Elderly and Disabled Transportation Capital Assistance* program. Eligible applicants include private and non-profit organizations, local public bodies that do not have private or public transportation providers available, and local public bodies that are approved providers of transportation services for the elderly and disabled. The program covers 80% of the cost of eligible equipment.

- ♦ *Wisconsin Employment Transportation Assistance Program (WETAP)*. This program supports transportation services to link low-income workers with jobs, training centers and childcare facilities. Applicants must prepare a Regional Job Access Plan that identifies the needs for assistance. Eligible applicants include local governments and non-profit agencies.

Map 6: Existing and Planned Transportation and Community Facilities

Chapter Five: Utilities and Community Facilities

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs to guide the future maintenance and development of utilities and community facilities in the Village of Wittenberg.

UTILITIES AND COMMUNITY FACILITIES RECOMMENDATIONS SUMMARY

- ◆ Coordinate future land development in areas that can be serviced by public sanitary sewer and water systems
- ◆ Cooperate with the Wittenberg-Birnamwood School District in retaining and improving schools in the Village.
- ◆ Adopt a Village park and open space plan to ensure eligibility for State grants and ensure appropriate levels of park services.

Existing Utilities and Community Facilities

Water Supply

The Village of Wittenberg obtains its water from two municipal wells. Water is stored in two 150,000 gallon elevated storage tanks. The distribution system consists of roughly 51 miles of water mains. The Village pumps an average of 0.129 million gallons of water per day from the two wells. The Village also provides water service for the Ho Chunk Casino in the Town of Wittenberg.

Sanitary Waste Disposal Facilities

Public sanitary sewer service is available to all households within the Village of Wittenberg's current municipal limits. The Village has the authority to extend its sanitary sewer service to all properties within its Sewer Service Area (SSA). The Village also provides sanitary sewer service for the Ho Chunk Casino in the Town of Wittenberg. Water is treated at the Village's wastewater treatment plant and is discharged into the Tiger Creek drainageway.

The plant was upgraded in 2005 and uses an aerated lagoon treatment system combined with a chemical phosphorus removal system and an ultraviolet disinfection system. The plant has a design capacity of 0.245 million gallons per day (mgd).



Solid Waste Disposal and Recycling

Garbage collection in the Village of Wittenberg is provided by private haulers. Recyclables are also collected. Shawano County is party to a tri-County agreement with Portage and Marathon counties wherein waste is hauled to the City of Shawano (where the landfill is soon to reach its design capacity) and then transported to

Marathon County. Shawano County's current landfill is located east of the Town in the City of Shawano. The landfill is partially closed.

Recycling in the County is handled through a contract with One Source, which was building a facility in Howard, Wisconsin at the time this *Plan* was written. Hazardous waste is handled through an agreement with Brown County Port and Solid Waste. Shawano County residents can deposit their hazardous waste at the Brown County Household Hazardous Waste Site.

The County has a County Solid Waste Management Plan, however this plan was out of date at the time this *Comprehensive Plan* was prepared.

Stormwater Management

Stormwater management has become a significant aspect of comprehensive planning in recent years due to concerns about flooding, property damage, and surface and groundwater quality issues. Many communities around the State are adopting stormwater management rules to control run-off from both urban and rural land uses. Shawano County has a Land and Water Resource Management Plan, a Pensaukee River Watershed Plan, and an Animal Waste Management Ordinance, all of which contribute to the management of stormwater throughout the County. The Village adopts a stormwater management ordinance reflecting current best practices and will review stormwater management plans for new development to ensure run-off meets Wisconsin DNR and county requirements.

Village Facilities and Services

- ♦ **Village Hall.** The Village Hall is located on Vinal Street. This facility is open to all Village residents for meetings. It is expected to continue to serve the Village's needs throughout this planning period, but may be expanded
- ♦ **Law Enforcement and Protection.** The Wittenberg Village contracts with Shawano County for law enforcement services. The Village is considering expanding the Village Hall in part to accommodate law enforcement functions.
- ♦ **Fire Protection.** The Village of Wittenberg provides fire protection service to some surrounding areas. The fire station is located next to the Village Hall. The department has two pumper trucks, two combination pumper/tankers and a large emergency equipment van. The department is comprised of a 25-member volunteer force.
- ♦ **Emergency Medical Services.** The Village of Wittenberg provides ambulance service to some surrounding areas. These services are expected to adequately serve the Village throughout the duration of the planning period.
- ♦ **Library.** Village residents are served by the Wittenberg Public Library, which is a branch of the Shawano Public Library. The library is a member of the Nicolet Federated Library System, which is a State funded organization assisting 42 member public libraries in providing better services to the people of northeastern Wisconsin. The Shawano library has four branches other than the one located in Wittenberg. These are located in the Villages of Birnamwood, Bonduel, Tigerton, and Mattoon.



Telecommunication and Power Facilities

Telephone, internet, and cable services are provided to the Village by the Wittenberg Telephone Company.

Electric power is provided by Alliant Energy and Central Wisconsin Electric Corporation. Gas power is provided to the Village by the Wisconsin Public Service Corp. No power facilities are located within the Village. However, five hydroelectric facilities are located in Shawano County. High voltage electric transmission lines are provided by the American Transmission Company.

Schools

The Village of Wittenberg is located entirely within the Wittenberg-Birnamwood School District, which serves students in the towns of Aniwa, Birnamwood, Almon, Morris, Wittenberg, and Germania and the Villages of Birnamwood, Eland, and Wittenberg. The District operates one high school, one elementary/middle school, and one elementary school and had a K-12 enrollment of 1,346 during the 2005/06 school year.



The southeast campus of North Central Technical College is located in the Village.

Parks and Recreation Facilities

The Village currently maintains four parks and two special use areas. Washington Park is located in the downtown and includes two picnic shelters, restrooms, a playground, two unlighted tennis courts, and a band-shell. Pond Park is located south of Vinal Street and includes a small fishing pond, picnic tables, a playground, sandbox, small basketball court, and a shelter/restroom building. The Village also maintains a skating pond in the open area behind the Community Center.



Ball Park is located just south of the Village and includes a baseball diamond, complete with dugouts, a grandstand, bleachers, a concession stand, and restrooms. A softball diamond is located on the eastern half of the Village's former wastewater treatment plant site.

The Village is home to the Darwin E. Smith Community Aquatic Center. Located on the public High School grounds, the aquatic center is available for use by the general public.

There is one County park located in the neighboring Town of Wittenberg. Voelz Memorial County Park (also known as Wilson Lake County Park) is located on Wilson Lake, two miles west of the Village and a half mile south of STH 29. Facilities at this park include a picnic area, shelter, a small beach, changing rooms, a boat landing, and a 1.5 mile trail system.

Health and Child Care Facilities

Several private health care services are available in the Village of Wittenberg, including the Marshfield Clinic family practice. In 2008, the Marshfield clinic opened a new 5,000 square-foot facility in the Wittenberg Business Park just off of CTH Q, and Aspirus Clinics were constructing a new 2,500 square-foot clinic adjacent to US Highway 45 north of State Highway 29.

The Shawano Medical Center in the City of Shawano and is the only general hospital located in the County. Most Village residents look to Wausau or Antigo for hospital and other health care including the Aspirus Wausau Hospital, St. Claire's Hospital in Weston, and the Langlade Memorial Hospital in Antigo.

Several child care facilities are located in the Village of Wittenberg and 32 County or State licensed child care facilities are located within Shawano County.

Cemeteries

There are three cemeteries located in or near the Village of Wittenberg: Bethany Lutheran Cemetery (STH 29), Saint Paul's Lutheran Cemetery, and Redeemer Lutheran Cemetery. In addition, the Holy Family-St. William Catholic Church and Forest Home Cemetery are within approximately 3 miles of the Village.

Utilities and Community Facilities Goals, Objectives and Policies

Goals:

1. Preserve the Village's sense of community and quality of life through maintaining and enhancing access to public services and utilities.
2. Coordinate utility and community facility systems planning with land use, transportation, natural resource, and recreation planning.

Objectives:

1. Discourage unsewered development in unincorporated areas within the Village's planning areas.
2. Encourage logical, cost-efficient expansion of public facilities to serve compact development patterns.
3. Ensure that basic public services, such as adequate police and fire protection, street services, sanitary sewer services, and education, are made available to all residents.
4. Provide quality accessible park, recreation, library, and open space facilities and services to meet the needs of all age groups in Wittenberg.
5. Maximize the use of existing utilities and facilities within the Village, and plan for an orderly extension of municipal utilities and facilities in the planned growth areas (shown on Map 5).

Policies:

1. Require annexation and development in accordance with the land use recommendations of this *Plan* as a condition providing Village sanitary sewer and municipal water, except for those specific areas that the Village has agreed to serve without annexation in accordance with a formal intergovernmental agreement with the Town of Wittenberg.
2. Discourage extensions of municipal sanitary sewer service and municipal water to isolated developments, and promote compact land use pattern that increases the efficiency of utility and community services.
3. Prepare and annually update a 5-Year Capital Improvement Program to set priorities and budget for maintaining and improving public facility needs such as roads, municipal wells, sanitary sewer treatment, and other utilities.
4. Work to maintain high standards of excellence in the provision of public safety services, including police, fire, and EMS.
5. Explore instituting impact fees to help cover the public facility and utility costs of new development.
6. Ensure adequate provision of public open space and recreation facilities to ensure residents of all ages have adequate outdoor and recreational opportunities.
7. Require that all proposed residential developments dedicate land for public parks or pay a fee-in-lieu of land dedication.
8. Require all new large-scale development in the Village to make provisions for handling stormwater. Such facilities shall be constructed prior to the commencement of development.
9. Continue to cooperate with the private sector to provide access to senior housing, garbage and recycling pick-up, health care and child care facilities, and cemeteries.
10. Work with the School District to provide quality accessible school facilities and services to meet the needs of all age groups the Village.
11. Cooperate with Shawano County efforts to prepare an update to the Shawano County Solid Waste Management Plan.

Utilities and Community Facilities Recommendations and Programs

The following programs will help ensure that the Wittenberg area continues to provide a high-quality of life for its residents through its public utilities and community facilities.

1. Work with the Town of Wittenberg to coordinate future land development with planned extensions to the public sanitary sewer and water systems, guiding urban development into areas in and close to the Village. This includes residential uses planned for south of the current municipal boundary of the Village (see Map 5). This approach will maximize the considerable investment that has already been made into public utilities and result in more compact, higher value commercial, industrial, and residential uses.
2. Explore avenues to assure a high-quality and abundant supply of groundwater. The Village's current municipal water system will meet the needs of residents through the planning period. However, the Village should consider the following steps to protect its groundwater resource:
 - ♦ Continue to work to clean-up and promote the clean-up of remaining contaminated sites (brown-fields) in the Village.
 - ♦ Identify and protect the land around the Village that re-charges (through infiltration) the municipal well(s) through the establishment of a Village Wellhead Protection Ordinance. Recharge areas around actively pumping municipal wells can allow contaminants to enter the subsurface. Underground storage tanks, landfills, and certain industrial and commercial activities are of particular concern within a municipal well re-charge area. Wittenberg can identify and define the recharge area for each municipal well with assistance from WisDNR.
 - ♦ Limit the types of land uses and activities within recharge areas and areas particularly susceptible to groundwater contamination. Uses that should be prohibited or restricted include such uses as chemical storage facilities, road salt usage and storage, animal feedlots, fertilizer and pesticide use, septic tanks and drain fields, underground storage tanks, underground pipelines and sewers, landfills, and quarries.
 - ♦ Develop contamination contingency plans for accidental spills. Wisconsin statutes require that spills of hazardous materials be immediately reported and cleaned up to protect Wisconsin citizens and resources. WisDNR Regional Spill coordinators work with local emergency planning agencies and fire departments on spill response issues.
 - ♦ Minimize impervious surfaces (e.g., rooftops, paved areas) and promote water infiltration (e.g., stormwater basins, bioretention areas, drainage swales) in groundwater recharge areas.
 - ♦ Limit the use of salt on roads, and locate and manage snow and salt storage areas to avoid groundwater and stream pollution.
3. Encourage erosion control practices during site construction and ongoing stormwater management after construction for subdivisions and other larger projects to protect water quality and prevent flooding. Progressive stormwater management practices, such as infiltration and retention ponds, should be incorporated into development proposals to address the water quantity impacts to area waterways and "downstream" property owners. Post-development stormwater run-off should not exceed pre-development conditions.
4. Work with the County and neighboring communities on forming and revisiting joint service agreements for such services as fire, emergency services, recycling, etc., as a means to consolidate and coordinate services, to achieve better services and/or cost savings.
5. Develop Open Space and Recreation Plan to meet the standards of a Comprehensive Outdoor Recreation Plan (CORP) which provides an assessment of community recreation services and projected needs; provides guidance for maintaining and improving existing parks and adding parks as desired to meet the



future recreational goals, establishes the means to realize these improvements. Among other requirements, the Village's CORP must be updated a minimum of once every five years and include projected park and open space needs for 10 and 20 year periods. A State-compliant CORP would make the Village eligible for state and federal park and recreation grants and programs. The Plan should include such recommendations as:

- ♦ Planning for new neighborhood parks in conjunction with new subdivision developments. In general, park siting should provide for a combination of active and passive features in the same park. Where possible, neighborhood parks should locate adjacent to environmental corridors (which ultimately may carry trail facilities). All residents should ideally be within a 10-minute walk (at most ½ mile) from a park.
 - ♦ Require parkland dedication or collect fees in-lieu-of dedication with new subdivisions. In addition to a land dedication or fee-in-lieu amount, many communities are also now requiring payment of a park improvement fee. These fees are used by the communities to develop parks with appropriate facilities.
 - ♦ Plan to provide a Wiouwash State Trail crossing of State Highway 29 in cooperation with WisDOT, WisDNR, and Shawano County (including obtaining state or federal grants for this project)
 - ♦ Upgrade the trail head in the Village Downtown to include parking, information kiosks with trail and community information, and directional signage in coordination with WisDOT, WisDNR, and Shawano County.
 - ♦ Continue to provide “lifetime” recreational activities and winter recreational programs and facilities to better serve the recreational needs and desires of all Wittenberg residents, not just local traditional sports organizations. Particular focus will be on facilities and programs for seniors and youth.
 - ♦ Obtain State and federal recreation grants for projects like the construction of the Wiouwash State Trail improvements through and near the Village and the expansion/improvements to the Village's existing parks depicted on Map 5 Future Land Use. An outdoor recreation plan could also detail out a preferred bike route system in the Village.
6. Work with the Aspirus and Marshfield Clinics and other area health care providers to ensure critical health care services are available to area residents.
 7. Encourage efforts to retain the Wittenberg-Birnamwood School District and keep the schools in the Village. To make sure they have a voice in school district decision-making, the Village should cooperate with the School District in long-range planning and decision-making district-wide. Strategies that involve bolstering attendance at the School may be useful. This may be accomplished through ideas like:
 - ♦ Amending district boundaries to add students currently in other school districts.
 - ♦ Promoting the high school as a venue for countywide and district-wide events.
 - ♦ Coordinating with the School District on joint community programming and facilities such as the Darwin E. Smith Community Aquatic Center and collaborating on future space acquisition/allocation should the School District or the Village need upgraded space.
 - ♦ Marketing the unique attributes of the schools and the district's communities to increase the area's student population. The school's assets include small class sizes and exceptional test scores. The schools' curriculum could also be tailored to the unique aspects of the region, enhancing the schools' technological capacities, and providing special educational opportunities. The school should also be considered an economic development amenity.



- ◆ Retain the local branch of North Central Technical College.
- ◆ Expanding the range of housing and employment options available to potential Wittenberg residents. One innovative approach to this was explored in an Iowa community where a homesteading program made land available to families at an affordable price, thus creating opportunities and increasing the local student population.

Figure 18: Timetable to Expand, Rehabilitate, or Create New Community Utilities or Facilities

Town Utilities & Community Facilities	Timeframe	Comments
Water Supply	Ongoing	Undertake various measures various efforts described in this <i>Plan</i> to protect groundwater quality Complete new municipal well.
Sanitary Wastewater Disposal	Ongoing	Upgrade sewer lines and treatment plant capacity and design as needed
Solid Waste & Recycling	N/A	Continue to contract with private companies for waste disposal and recycling
	Ongoing	Participate in Shawano County solid waste management plan.
Stormwater Management	2008-2010	Ensure that subdivision and zoning ordinances contain erosion and stormwater management standards for new subdivisions; enforce those standards
	Ongoing	
Village Buildings	Ongoing	Maintain existing facilities. Expand Village Hall for additional administrative and law enforcement space.
Parks	2009-2011	Write a Village Comprehensive Outdoor Recreation Plan (Park and Open Space Plan)
	2009-2011	Apply for grant(s) to complete Wiowash Trail, crossing of State Highway 29, and trail head improvements
Telecommunication Facilities	2007-2010	Update the Village zoning ordinance to include standards related to telecommunication facilities
Power Plants/Transmission	Ongoing	Continue to stay informed on any plans by ATC for improvements to and location of power lines/transmission stations
Child Care Facilities	N/A	Future needs will be met by private providers
Health Care Facilities	Ongoing	Support efforts to retain the Aspirus and Marshfield Clinic and other private health care providers in the Village.
Senior Center/Care Facilities	Ongoing	Cooperate with Homme Home and other private facilities to meet needs of elderly and coordinate land use and health care planning in the downtown.
Schools	Ongoing	Work with School District on retaining and improving schools, including the North Central Technical College within the Village and cooperating on joint services such

		as the aquatic center.
Library	2008 - Ongoing	Maintain existing facility. Conduct study to assess future demand for services in cooperation with library system. Emphasize retention and expansion of existing library facility if expansion is undertaken.
Police	2008-2011	Assess projected police service needs and plan capacity accordingly
Fire and EMS	2008- Ongoing	Maintain and expand services to meet changing needs. Seek efficiencies through cooperation with neighboring communities
Cemeteries	N/A	Future needs will be met by private parties

Chapter Six: Housing & Neighborhood Development

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs aimed at providing an adequate housing supply that meets existing and forecasted housing demand in the Village of Wittenberg. It also provides standards for neighborhood and subdivision development where appropriate.

Existing Housing Framework

This section describes Wittenberg's housing stock characteristics such as type, value, occupancy status, age and structural condition. This section also provides projected housing demand information in Wittenberg and describes housing development and rehabilitation programs available to residents. According to 2000 Census data, the 462 housing units in the Village were predominately single-family detached homes (see Figure 19). In comparison, the County had 80 percent, the region had 75 percent and the State had 69 percent single family homes.

HOUSING & NEIGHBORHOOD DEVELOPMENT RECOMMENDATIONS SUMMARY

- ◆ Plan for a range of housing with emphasis on market rate, median income housing to boost area economic opportunities and school enrollment
- ◆ Encourage "planned neighborhood design" that incorporates street connections, natural area and recreational space, community facilities, and pedestrian facilities
- ◆ Require high-quality designs for multiple family developments and mobile/manufactured housing

Figure 19: Housing Types, 2000

Units per Structure	2000 Units	2000 Percent
Single Family	288	62.3
Two Family (Duplex)	53	11.5
Multi-Family	77	16.7
Mobile Home or Other	50*	9.5

Source: U.S. Census of Population & Housing, 2000

**Village of Wittenberg*

Figure 20 compares some of Wittenberg's year 2000 housing stock characteristics with surrounding communities, the County and the State. Of Wittenberg's 35 vacant housing units, 6 percent were vacant for seasonal, recreational or occasional use. Total housing occupancy was 93 percent. Of these occupied units, 58 percent were owner-occupied. The median housing value in the Village of Wittenberg increased 86 percent from 1990 to 2000. This percent increase represented the median value for comparison villages, and was less than the increases experienced by seven of the eight comparison townships. The median sale price for a home in Shawano County increased 85 percent from 1990 (\$45,500) to 2000 (\$84,000), and the median sale price for a home in Wisconsin increased 80 percent from 1990 (\$62,500) to 2000 (\$112,200), according to U.S. Census data.

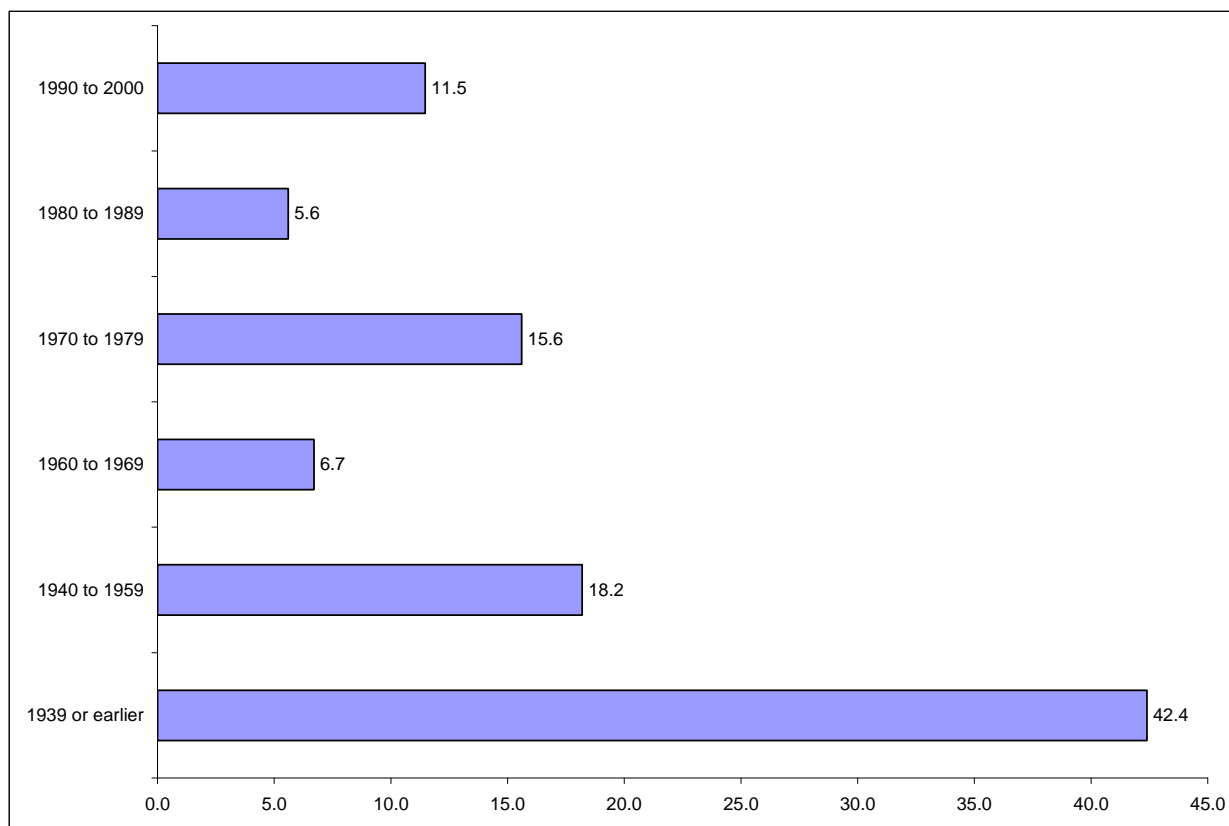
Figure 20: Housing Stock Characteristics, 2000

	Total Housing Units	Seasonal, Recreational, or Occasional Use Housing Units	% Vacant (Home- owner)	% Vacant (Rental)	% Owner Occu- pied	Median Housing Value (\$)	% Median Housing Value In- crease from 1990
Village of Wittenberg	462	2	1.6	42.9	57.6	68,600	85.9
City of Shawano	3,587	25	0.9	42.6	60.5	78,900	68.2
Village of Birnamwood	315	2	3.6	26.3	68.9	61,100	66.5
Village of Bowler	129	4	4.9	11.1	61.1	63,000	125.0
Village of Eland	99	2	0.0	0.0	86.0	58,800	117.8
Village of Tigerton	377	7	2.4	35.3	59.3	53,100	55.3
Town of Almon	286	39	1.0	0.0	86.6	74,600	129.5
Town of Birnamwood	309	40	0.4	0.0	85.7	88,600	166.1
Town of Elderon	251	28	1.5	0.0	88.8	85,400	91.1
Town of Fairbanks	272	24	0.5	3.0	91.1	59,100	66.5
Town of Franzen	216	15	1.2	0.0	87.0	83,800	97.2
Town of Germania	145	6	0.8	0.0	94.8	73,300	160.9
Town of Morris	220	28	0.6	0.0	86.2	92,000	133.5
Town of Wittenberg	339	17	1.5	0.0	86.6	84,700	96.5
Shawano County	18,317	1,793	1.2	9.8	78.2	84,000	84.6
Wisconsin	2,321,144	142,313	1.2	16.4	68.4	112,200	79.5

Source: U.S. Census of Population and Housing, 2000

Figure 21 illustrates the age of Wittenberg's housing stock based on the 2000 Census data. The age of a community's housing stock is sometimes used as a measure of the general condition of the community's housing supply. Wittenberg has a relatively old housing stock, with periods of increased construction interspersed with periods of less housing construction, gradually decreasing over time. In particular, the Village experienced a moderate increase in new housing construction during the 1970s, and a smaller increase during the 1990s. About 42 percent of the Village's homes were built before 1940. Over the planning period, owners of these older homes will likely be interested in rehabilitation efforts.

Figure 21: Age of Housing as a Percent of the Total 2000 Housing Stock



Source: U.S. Census of Population and Housing, 2000

New Residential Construction 2000-2005

The Village has had little new residential construction in the last 6 years preceding the adoption of this *Plan* (2000-2005). Two Single-Family Permits were issued during the entire period. This does not include permits issued for additions and other improvements.

Housing Affordability

In 1999, the percentage of homeowners in the Village of Wittenberg paying 30 percent or more of their income for housing was 14 percent, compared to Shawano County's 16 percent and the State's 18 percent. The percentage of Wittenberg renters paying 30 percent or more of their income for housing was 37 percent, compared to Shawano County's 26 percent and the State's 32 percent.

The East Central Wisconsin Regional Planning Commission compiled ten variables (including age of occupied units, homeowner and rental vacancy rates, owner-occupied housing values, renter and owner-occupied housing affordability and housing conditions) from the 2000 Census to produce a composite map of the region indicating the level of "housing stress" in each jurisdiction. The levels range from "adequate" to "moderate" to "severe." It is important to note that this compilation did not include household incomes or household wealth, which could alleviate individual "housing stress" conditions through the region. According to this composite map (ECWRP 2003 State of the Region Report, page 27); Wittenberg was identified as having a "moderate" level of housing stress.

HOUSING AFFORDABILITY

Housing affordability may be measured by the proportion of household income spent for rent or home ownership costs. The national standard for determining whether rent or home ownerships costs comprise a disproportionate share of income is set at 30 percent of gross household income. Households spending more than 30 percent of their income for housing may be at risk of losing their housing should they be confronted with unemployment, unexpected bills, or other unexpected events.

Housing and Neighborhood Development Programs

Throughout Shawano County, several governmental, private and nonprofit agencies provide some form of assistance to meet the needs of individuals who lack adequate housing due to financial difficulties, disabilities, age, domestic violence situations, or drug abuse problems. According to the Wisconsin Housing and Economic Development Authority (WHEDA), there were 567 federally assisted rental units in the County in 1999. Of these, 356 were elderly units, 198 were family units, and 13 were units for disabled individuals.

Housing affordability may be measured by the proportion of household income spent for rent or home ownership costs. The national standard for determining whether rent or home ownerships costs comprise a disproportionate share of income is set at 30 percent of gross household income. Households spending more than 30 percent of their income for housing may be at risk of losing their housing should they be confronted with unemployment, unexpected bills, or other unexpected events.

The following housing providers and programs are available to Shawano County, its communities and/or its residents:

- ◆ The U.S. Veterans Administration provides low-cost loans and other housing assistance to veterans in the County.
- ◆ WHEDA is the most active housing agency in Shawano County and has constructed most of the affordable housing for low-income families and seniors.
- ◆ The Wisconsin Department of Administration provides loans to low and moderate income homebuyers in the County.
- ◆ The Shawano County Community Development Block Grant (CDBG) Housing Rehabilitation Program provides no-interest loans and down payment assistance to homeowners and landlords for housing rehabilitation projects.
- ◆ Rural Development is a nonprofit agency active in central Wisconsin that provides housing assistance in the form of low-interest loans to low-income homebuyers.
- ◆ Habitat for Humanity offers homeownership opportunities to people of moderate or low incomes in Shawano County. Habitat for Humanity asks able-bodied purchasers to help build their new home and, in return, receive low interest loans.

- ♦ County of Shawano Housing Authority provides housing of various types to low-income individuals and families, based on income and need.
- ♦ Other agencies providing housing services in the County include religious institutions and social service agencies that provide housing services to persons with disabilities, persons with HIV/AIDS, and seniors.

Housing and Neighborhood Development Goals, Objectives and Policies

Goal:

1. Plan for neighborhoods that contain a range of housing types, densities, and costs, but which also maintain the Village's mostly single-family character.
2. Encourage the provision of an adequate supply of housing to meet current and future needs.

Objectives:

1. Support a range of housing opportunities to meet the needs of persons of all income levels, age groups, and special needs, while maintaining single family housing as the most numerous type.
2. Encourage high quality new housing construction and maintenance of the existing housing stock.
3. Make lands available for new moderate-income housing.
4. Encourage neighborhood designs and locations that protect residential areas from incompatible land uses; promote connected street, path, and environmental systems, and preserve the Village's historic development character.
5. Phase new residential development in a manner consistent with public facility and service capacity.

Policies:

1. Guide new housing to areas of the Village with convenient access to public sanitary sewer service, parks and recreational facilities, roads, shopping, jobs, and other facilities and services.
2. Promote restoration of residential uses near and in the upper stories of Downtown buildings in an effort to increase affordability and enhance the vitality of the Downtown area.
3. For *Planned Neighborhood* areas depicted on Map 5, incorporate design standards described in the "Recommendations and Programs" and illustrated in Figure 22 below (See also recommendations for *Planned Neighborhoods* in Chapter 3: Land Use).
4. Encourage initiatives that strengthen existing neighborhoods through maintenance of the housing stock, creative reuse of vacant or under-utilized buildings, infill development, and maintenance and improvement of parks.
5. Promote affordable housing for all residents through maintaining an available supply of lots, small lot sizes, revisiting certain public improvement requirements (e.g., street widths), appropriately planned and located attached and multi-family and manufactured housing, and promotion of upper story downtown spaces for housing.
6. Plan for multi-family and manufactured housing in parts of the Village where streets and sidewalks can handle increased amounts of traffic; there are adequate parks, open spaces, shopping, and civic facilities existing or planned nearby; and the utility system and schools in the area have sufficient capacity. Disperse such developments in smaller projects throughout the Village, rather than larger projects in isolated areas.



Downtown Apartments

Housing and Neighborhood Development Recommendations and Programs

Expanding on the planning policies listed above, this section of the *Plan* provides specific recommendations related to ensuring an adequate supply of affordable, safe and attractive housing in the Village:

1. Plan for a sufficient supply of developable land for a range of different housing types, in areas consistent with Village land use goals, and of densities and types consistent with community service and utility availability. The recommended Future Land Use Map for the Village of Wittenberg (Map 5) will accommodate expected housing demand over the 20 year planning period and beyond, within a variety of residential designations. Redevelopment opportunities for housing will also be available, particularly in and near the downtown.
2. Promote quality neighborhood design and layout in new residential areas. Within the *Planned Neighborhood* areas shown on Map 5, the Village will promote the following concepts of neighborhood design in addition to those depicted in Figure 22:
 - ◆ Ensure a mix of housing types, lot sizes and densities served by municipal sanitary sewer.
 - ◆ Use clustered development layouts where projects are adjacent to natural areas.
 - ◆ Focus homes toward the street, and incorporate site and building design strategies like decreased set-backs on minor streets, front porches, balconies, and other interesting architectural features that help create a safe, pleasant walking environment.
 - ◆ Minimize the appearance of garages on streetscapes by requiring or encouraging set back garages from the main body of the house or orienting garage doors away from streets wherever possible.
 - ◆ Locate housing and design neighborhoods around community gathering places such as parks, public squares, schools, churches, and other community facilities.
 - ◆ Preserve environmental features and, where appropriate, integrate them into neighborhoods and subdivisions as active or passive public recreation spaces (i.e. greenways etc).
 - ◆ Use of natural approaches to stormwater management (buffer yards, natural vegetation, etc.) to control water quality and quantity where possible.
 - ◆ Require construction of adequate storm water facilities where natural stormwater systems are insufficient.
 - ◆ Provide adequate vegetated buffers between development and natural features.
 - ◆ Encourage restoration of degraded environmental features, such as wetlands and stream banks.
 - ◆ Allow neighborhood-scale commercial uses, office uses, and other small-scale community facilities in appropriate locations (generally along busier streets and intersections at least one-half mile from the existing downtown to draw on a broader market and focus economic activity in the existing downtown.).
 - ◆ Create an interconnected network of streets sized to correspond to traffic volumes. Extend the existing street grid pattern wherever practical. Create through-streets, prevent permanent dead-ends, and minimize the creation of cul-de-sacs to where environmental features and odd property configurations require them.
 - ◆ Design the neighborhood to facilitate pedestrian movement within the neighborhood and between the neighborhood and other nearby destinations (parks, schools, the downtown, adjacent existing or planned neighborhoods) through a system of interconnect streets with sidewalks and/or separate pedestrian and bike paths.



Specialize Housing

- ♦ Accommodate on-street parking and promote narrower streets (maximum 32 feet for minor streets) to calm traffic and increase pedestrian safety. Consider other traffic calming approaches on a case-by-case basis.
 - ♦ Require street trees to be planted along all new streets.
3. Encourage efforts to maintain existing housing and residential areas by:
 - ♦ Encouraging owners of historic homes or buildings to pursue State and federal programs to assist in rehabilitation efforts. See Chapter Two: Agricultural, Natural, and Cultural Resources for more detailed recommendations related to protecting and rehabilitating historic properties.
 - ♦ Enforcing the Village property maintenance code to address issues of basic house and lot maintenance, and updating it as necessary.
 - ♦ Working with the County or others to identify sources of funding to rehabilitate housing that has deteriorated in condition. Using CDBG funds, communities may establish rehabilitation loans or grants to assist owner-occupants with repairs.
 4. Support the private market in developing and sustaining rental housing, affordable housing (low and moderate income) and housing for the elderly and those with special needs. Several State and federal programs and funding sources are available to assist private developers, local governments, and residents meet housing objectives. Examples of these are described earlier in this chapter.
 5. Promote infill housing development. The Village could encourage infill development on vacant lots or under-utilized buildings within the built-up area of Wittenberg as a means to promote affordable housing. This *Plan* identifies some of these vacant or underutilized parcels inside the Village limits as “Smart Growth” areas. See Chapter Three: Land Use for more discussion on Smart Growth areas in Wittenberg.
 6. Strengthen site and design guidelines for mobile/manufactured housing. Manufactured housing and mobile homes are another source of affordable housing in the Village. A review of the Village’s current zoning code revealed some concerns about the placement, appearance, and maintenance of manufactured and mobile homes, their sites, and developments in which they are often placed. The term “manufactured housing” describes housing that was constructed in a factory after 1976 and delivered to the site as a finished product. Since 1976, construction of these factory-built units has been regulated by U.S. Department of Housing and Urban Development (HUD) building codes. Factory-built homes constructed prior to 1976 are commonly referred to as “mobile homes” or “trailer homes.” The factory-built homes placed on sites in the Village generally are of this variety. According to the Village, there were 50 mobile homes in the Village (comprising about 10% of the total housing stock).



Manufactured/Mobile Homes

Through its zoning ordinance, Wittenberg could limit the siting or relocation of all mobile homes or trailer homes built before 1976. Local governments also have this authority under Wisconsin law. The Village may also consider including provisions in its ordinances to improve the overall appearance of existing mobile or trailer homes. For example, the ordinance could require that certain improvements be made when there is an enlargement or extension of an existing unit. Types of improvements might include the installment of skirting or similar structural enclosure around the entire base of the unit; the removal of all wheels, axles, transportation lights and towing apparatuses; and the construction of permanent steps at all exits.

The Village will consider updating its regulatory approaches and development standards to ensure high-quality design and siting of new manufactured homes (i.e., those built after 1976). For example, the following types of standards could be locally applied to manufactured home development, some of which are already included in the Village’s zoning code:

- ♦ A minimum width and living space area for each unit.
 - ♦ The placement of the unit on a permanent foundation.
 - ♦ A shingled, pitched roof on each unit.
 - ♦ Exterior siding that conforms to any requirements for exterior siding on site-built housing.
 - ♦ Minimum land area for park development and maximum density of units.
 - ♦ Minimum lot area, lot width, lot coverage, unit setback and unit separation requirements.
 - ♦ Provision of common opens space.
 - ♦ Minimum street width, sidewalk and parking requirements.
 - ♦ Adequate stormwater detention facilities.
 - ♦ Landscaping and buffer yards for manufactured home parks
7. Require high-quality designs for multiple family developments. Multiple family housing is an important component of the community to provide options for the elderly, younger residents, and employees for Wittenberg area businesses. New areas where multi-family residential development would be appropriate for the Village are planned for in this *Comprehensive Plan*, and shown on Map 5. It is, however, important that the design and scale of these types of residential projects fit within the historic fabric of the community. The Village intends to review proposals for multi-family residential developments against the guidelines listed below (and as illustrated in Figure 23). The Village zoning ordinance requires at least Plan Commission review of such projects before they get built.
- ♦ Incorporate architectural design that fits the context of the surrounding neighborhood, and Wittenberg's overall character. Encourage layouts where buildings appear as a grouping of smaller residences. Within and near the downtown, promote building materials, designs, scale, and setbacks that are compatible with the surrounding historic character.
 - ♦ Avoid monotonous facades and box-like buildings. Incorporate balconies, porches, garden walls, varied building and facade setbacks, varied roof designs, and bay windows.
 - ♦ Orient buildings to the street with modest front yard setbacks, bringing street-oriented entries close to streets to increase pedestrian activity. Include private sidewalk connections.
 - ♦ Locate parking, dumpsters, and other unattractive uses behind buildings.
 - ♦ For parking lots and garages, (a) locate garage doors and parking lots so they are not the dominant visual element; (b) screen parking areas from public view; (c) break up large parking lots with landscaped islands and similar features; (d) large parking garages are undesirable, but where necessary, break up facades with landscaping, varied facade setbacks, and recessed garage doors.
 - ♦ Provide generous landscaping of sufficient size at time of planting. Emphasize landscaping (a) along all public and private street frontages; (b) along the perimeter of all paved areas and in islands in larger parking lots; (c) along all building foundations; (d) along yards separating land uses which differ in intensity, density or character; (e) around all outdoor storage areas such as trash receptacles and recycling bins (also include screening walls in these areas).
 - ♦ Provide on-site recreational and open space areas to serve resident needs. Whenever possible, develop contiguous rear yards as a unit to encourage use by residents and guests.

Figure 22: Planned Neighborhood Design Guidelines

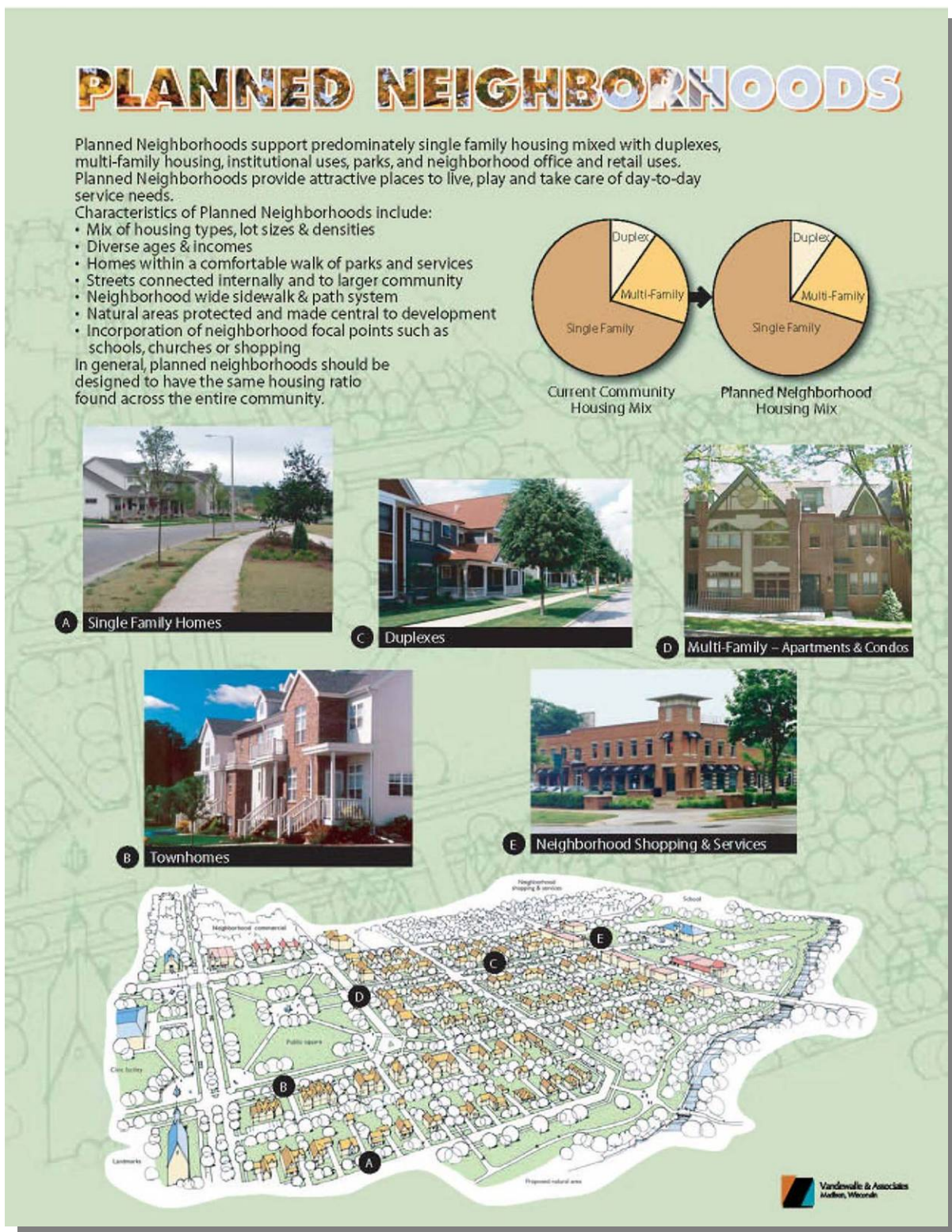
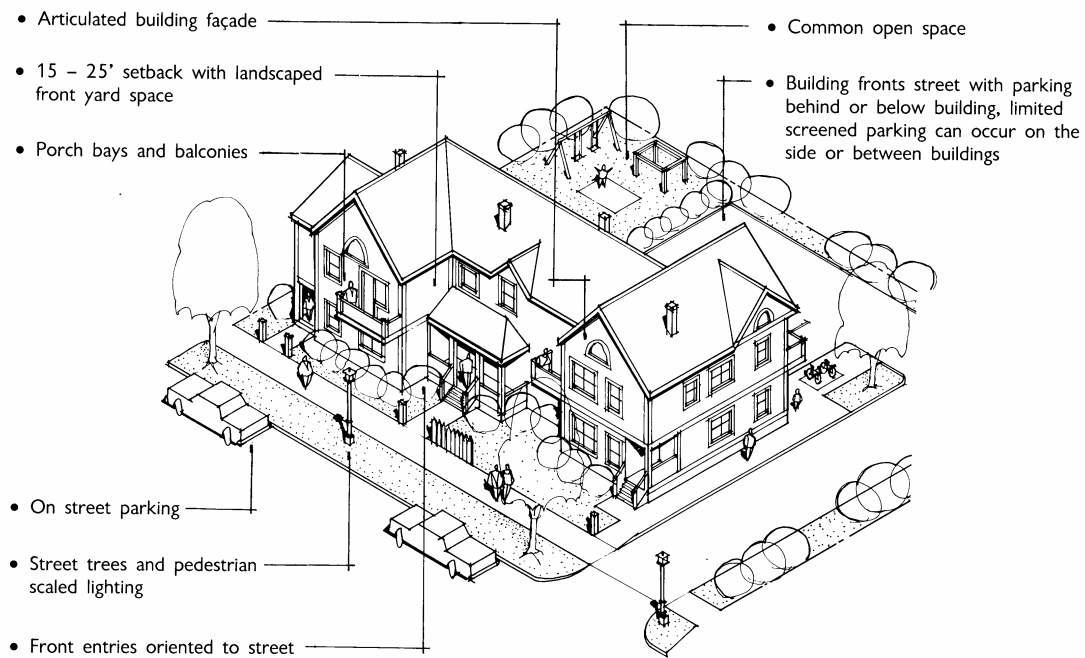


Figure 23: Desired Multiple Family Housing Layout

Chapter Seven: Economic Development

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs to promote the retention and stabilization of the economic base in the Village of Wittenberg. This chapter includes an assessment of new businesses and industries that are desired in the Village, an assessment of the Village's strengths and weaknesses with respect to attracting and retaining businesses and industries, and an inventory of environmentally contaminated sites.

ECONOMIC DEVELOPMENT RECOMMENDATIONS SUMMARY

- ◆ Encourage new and expanded businesses, particularly in the downtown and the Wittenberg Business Park
- ◆ Collaborate with the Wittenberg Area Development Corporation and other organizations to further economic health of the Village
- ◆ Maintain and further the vital services and functions of the Downtown area as a commercial, service, and civic center
- ◆ Lead efforts to bring new residents and entrepreneurs to the Wittenberg area.

Existing Economic Development Framework

This section details labor force trends, educational attainment, employment forecasts, income data and other economic development characteristics of the Village. The economic base of lands within the Village primarily consists of manufacturing, government, service, and retail job.

Labor Force Trends

The Village's labor force is the portion of the population that is employed or available for work. The labor force includes people who are in the armed forces, employed, unemployed, or actively seeking employment. According to 2000 Census data, 492 Village residents age 16 or older are in the labor force (56.0 percent of the population over age 16). Of those in the labor force, 462 are employed. The Village's unemployment rate in 2000 was 6.1 percent. Detailed information regarding County labor force trends is included in Chapter One: Issues and Opportunities.

Educational Attainment

Educational attainment is another component of a community's labor force. According to the 2000 Census, more than 70 percent of the Village's population age 25 and older had attained a high school level education or higher. Approximately 14 percent of this same population had attained a college level education (bachelor's degree or higher).

ECONOMIC STRENGTH

POLICOM Corporation-an independent economic research firm specializing in analyzing local and state economies-annually ranks the local economies of the 361 Metropolitan and 577 Micropolitan Statistical Areas in the United States. Metropolitan Statistical Areas have at least one urbanized area of 50,000 or more population, plus any adjacent territory that is economically and socially tied to the urbanized core, as evidenced by workforce commuting patterns. Micropolitan areas must have an urbanized area of at least 10,000 population but less than 50,000 population and must include at least one county. The rankings are based on the area's level of consistent quality growth over an extended period of time, using various data sectors such as the growth of workers' earnings, overall economic stability, and per capita income maintenance (welfare). Although Shawano County is not part of a "Metro" or "Micro" area, the adjacent Metro areas of Green Bay (ranked 48 in 2006), Oshkosh (107), Appleton (99), and Wausau (82); as well as the Micro areas of Stevens Point (43), Marshfield/Wisconsin Rapids (25), and Merrill (115) are represented. These economic health rankings show that all neighboring Metro economies were in the top 1/3 of the national rankings, and all neighboring Micro economies were in the top 1/5. The greater east-central region of the State has a high level of economic health when compared on a national level.

Income Data

According to 2000 Census data, the 1999 median household income in the Village of Wittenberg was \$29,226. Over eighteen percent of households reported an income between \$35,000 and \$49,999 as well as \$15,000 and \$24,999, with the next highest percentage of Village residents (16.1 percent) earning from \$25,000 to \$34,999. Figure 24 compares the Village's median household income and per capita income with neighboring communities. Note: Homme Home residents are included in the census data.

Figure 24: Median Household Incomes

	Median Household Income (\$)	Per capita Income (\$)
Village of Wittenberg	29,926	17,695
Town of Wittenberg	42,841	15,410
Town of Germania	38,542	17,820
Town of Morris	36,875	14,627
Town of Birnamwood	40,469	18,782
Village of Eland	37,917	15,909
Village of Tigerton	25,278	14,707
City of Shawano	31,546	17,380
Shawano County	38,069	17,991
Wisconsin	43,791	21,271

Source: U.S. Census of Population and Housing, 2000

Commuting Patterns

Approximately half of Shawano County's workforce is employed outside the County, according to 2000 statistics compiled by WisDWD. Of the 8,024 workers commuting to places outside the County, 36 percent (2,910 workers) commute to Brown County to the southeast. Waupaca County and Marathon County are the second and third most common workplace destinations, drawing 15 and 13 percent of the commuting workforce respectively (1,199 and 1,066 workers). The fourth most common workplace destination was Outagamie County with approximately 10 percent of commuters or 812 workers. Nearly 300 or more Shawano County workers commute to one of the other nearby counties: Outagamie, Menominee, Langlade, Oconto, and Winnebago. In contrast, about 2,505 workers commute into Shawano County for employment. Substantial numbers drive in from Waupaca (464 workers), Oconto (436 workers), Marathon (391 workers), and Brown (381 workers) counties. The average time a County resident travels to work increased from 19 minutes in 1990 to almost 23 minutes in 2000, suggesting that many are taking jobs even further away.

Location of Economic Development Activity

Map 4 shows the location of current economic development activity in the Village of Wittenberg. These areas are labeled

COMMUTER CHALLENGES

Many communities in rural areas lose a large percentage of their workforce to neighboring metro areas. The communities of Shawano County face difficult commuter related challenges due to the county's geographic position. Located between Green Bay, the Fox Valley, and Wausau, nearly half of all workers commute outside Shawano County. Common concerns for heavy commuter counties include increased fuel consumption, the loss of a valuable labor source, and a disproportionate share of the tax base dedicated to maintaining local roadways.

Communities facing these challenges need to find innovative ways to promote local assets. New businesses can benefit from superior existing infrastructure. Significant advances in technology now make telecommuting a viable option. Losing workers via inter-county commuting is an important issue that many rural communities will need to address in the future.

under *Downtown, General Commercial, and General Industrial* land use categories on the map.

Most existing commercial and industry activity developed in the downtown area along the former rail line (now the Wiouwasa State Trail), or major highway corridors such Grand Avenue/County Highway Q (the old State Highway 29) that runs directly east-west through the Village. These nodes of economic activity remain major contributors to the Village's community identity and economy and present opportunities for development and redevelopment. The Village has created the Wittenberg Business on Highway Q east of State Highway 29 and has established a Tax Increment District (TID) to finance infrastructure improvements to and within the park as a way of attracting new business. In 2007, the Central Wisconsin Electric Coop began constructing the first building in the business park. This "Spec" Building will be available industrial tenants when completed. Land near the recently completed improvements to the USH 45/STH 29/County Highway Q corridors and interchanges remain relatively undeveloped but are also obvious areas of interest for potential future economic activity. In addition, a Ho Chunk Casino was developed in 2008 along Highway 45 on trust lands in the Town of Wittenberg, which provides additional employment and economic opportunities for nearby communities.

Environmentally Contaminated Sites

The Wisconsin DNR's Environmental Remediation and Redevelopment Program maintains a list of contaminated sites, or "brownfields," in the State. WisDNR defines brownfields as "abandoned or under-utilized commercial or industrial properties where expansion or redevelopment is hindered by real or perceived contamination." Examples of brownfields might include a large abandoned industrial site or a small corner gas station. Properties listed in the WisDNR database are self-reported, and do not necessarily represent a comprehensive listing of possible brownfields in a community.

As of September 2007, there were two sites in the Village listed in WisDNR's system. There are three types of contamination sites listed in the database: Spills, Leaking Underground Storage Tanks (LUST), and Environmental Repair Sites. Below is a list of the sites in the Village:

Site Description & Location	Type
Wittenberg Village Bulk Plant, Park & Howard	ERP
One-Stop, E. Grand Avenue	LUST

Brownfield redevelopment programs seek to return abandoned or underused industrial and/or commercial sites to active use through cleaning up environmental contamination and encouraging redevelopment of the sites. The Wisconsin Department of Commerce and WisDNR work together to administer a grant program that funds brownfields cleanup. This program provides funds for environmental studies that determine the nature and extent of contamination as well as for the actual remediation of contaminated sites. More information on the requirements a community must meet to receive these grants is available through the Department of Commerce and WisDNR.

Economic Development Programs and Agencies

The following list provides information on programs designed to stimulate economic development in developed areas.

- ♦ **Wittenberg Area Chamber of Commerce**
- ♦ **Wittenberg Area Development Corporation**
- ♦ **Shawano County Economic Progress, Inc. (SCEPI)** is a non-profit corporation dedicated to the mission of promoting economic vitality throughout Shawano County by acting as a technical resource and facilitator for communities and business partners. SCEPI is dedicated to assisting our business partners by providing services that address their top priorities: business start-ups, business expansions, new business development, relocation, technical and financial assistance, planning, research and application preparation, government liaison, and technology zone tax credits. Other organizations that assist businesses

seeking to relocate to the Shawano area include: the Shawano Area Chamber of Commerce, the City of Shawano Industrial and Economic Development Commission, Wittenberg Area Development Corp, and Shawano Improvement, Inc.

- ◆ Shawano County's **Revolving Fund Loan Program** provides assistance to business and industry seeking to relocate in Shawano County.
- ◆ The State's **Community Based Economic Development Program** (CBED) provides funding assistance to local governments and community-based organizations that undertake planning, development and technical assistance projects that support business development. Any Wisconsin municipality or community-based organization is eligible to apply for funding. Funds are available on an annual basis through a competitive application process. Application materials are available from the Wisconsin Department of Commerce.
- ◆ The **U.S. Small Business Administration's Certified Development Company (504) Loan Program** provides growing businesses with long-term, fixed-rate financing for major fixed assets, such as land and buildings. 504 loans can be used to fund land purchases and improvements, grading, street improvements, utilities, parking lots and landscaping, construction of new facilities, or modernizing, renovating or converting existing facilities.
- ◆ The **Wisconsin Department of Commerce** administers several financial assistance programs to communities to promote economic development by linking them to applicable programs within the Department of Commerce or other agencies.
- ◆ The **State Infrastructure Bank Program** is administered through the Wisconsin Department of Transportation to provide revolving loans used by communities for transportation infrastructure improvements to preserve, promote, and encourage economic development and transportation efficiency, safety, and mobility.

Assessment of Desired Economic Development Focus

The Wisconsin comprehensive planning statute requires that this *Plan* "assess categories or particular types of new businesses and industries that are desired by the local government unit." This information will be obtained during Plan Commission meetings and through public input. Further information regarding economic development is provided in the Shawano County Comprehensive Plan. Table 25 considers strengths and weaknesses for economic development in the Village of Wittenberg. Based on these strengths and weaknesses, the Village's desired economic focus is reflected in the goals, objectives, policies, and recommendations below.

Figure 25: Village of Wittenberg Strengths and Weaknesses for Economic Development

Strengths	Weaknesses
<ul style="list-style-type: none"> ◆ Location at junction of major traffic arterials. ◆ Wittenberg Business Park, TID district. ◆ Wittenberg Development Corporation ◆ Full range of urban services available including sanitary sewer services, water, and other utilities ◆ Historic Downtown relatively compact and intact provides potential for destination shopping, day tourism, entertainment and services. ◆ Walls of Wittenberg, Inc. to revitalize and enhance the Downtown area. ◆ Homme Home and other senior facilities provides unique basis for increasingly important health and senior care services. ◆ Well established local businesses. ◆ Potential for existing and new business that process and market the area's agricultural and wood products. ◆ Small community character attractive to potential employees and employers. 	<ul style="list-style-type: none"> ◆ Nearby communities such as Wausau, Antigo, and Shawano compete to attract residents and economic activity. ◆ New economic development opportunities near interchanges with STH 29 and USH 45 compete with existing Downtown businesses. ◆ Many Downtown properties in need of rehabilitation. ◆ Lack of incentives to invest in the Downtown area. ◆ Slow local population growth ◆ Lack of diversity in economic activity. ◆ Lack of coordinated marketing of Business Park.

Economic Development Goals, Objectives and Policies

Goal:

1. Achieve a balanced economy in Wittenberg that features good jobs, services and shopping, commercial recreation opportunities, and a healthy tax base.

Objectives:

1. Promote a vital and healthy downtown through approaches like encouraging the redevelopment and re-use of vacant and/or contaminated buildings and sites, beautification projects, and the Main Street Program.
2. Diversify economic opportunities – including encouraging more tourism, retail, commercial services, office, medical services, and industrial development in the Wittenberg area.
3. Ensure that the zoning ordinance provides appropriate non-residential zoning districts based on the desired type, scale, layout, and character of different planned areas of development, with special attention to “special character” places such as the downtown and highway corridors.
4. Encourage housing and community development as a way to attract new residents and increase economic activity.

Policies:

1. Maintain an adequate supply of improved land in the Village for new industrial, commercial, and residential development, per the Future Land Use Map (Map 5).
2. Provide and support infrastructure improvements that foster the desired types of economic activity in the Wittenberg area, including high-speed telecommunications services to promote information-based business development, public improvements, and incentives to promote downtown revitalization.

3. Prioritize economic development by implementing creative approaches for economic development, and collaborate with existing economic development interests such as the Wittenberg Area Development Corporation and the Shawano County Economic Progress, Inc.
4. Support a vital and healthy downtown through approaches like encouraging the redevelopment and reuse of vacant buildings, redevelopment of contaminated or blighted sites, and beautification projects, in collaboration with the Main Street Program, local banks, and other civic groups.
5. Build on the area's historic, natural, and cultural heritage to promote day-trip tourism. Efforts may include developing and marketing a "brand" for the Wittenberg area, restoring historic buildings, developing historic walking tours, establishing a wayfinding signage system, and promoting events that celebrate the Village's past and present.
6. Support efforts to maintain and expand the Village's niche as western Shawano County's primary location for the growing sectors of medical care and special needs housing.
7. Discourage unplanned, continuous strip commercial development, and limit commercial signage along major roadways such as State Highway 29, US Highway 45, and County Highways Q and M.
8. Support efforts that enhance opportunities for local entrepreneurs to start and grow small businesses in Wittenberg, particularly those that provide jobs or services that do not currently exist in the area.
9. Support proposals that provide a range of new commercial development opportunities, particularly focused around County Highway Q/Grand Avenue and US Highway 45, while considering the importance of preserving the area's character, existing locally owned businesses, and the downtown.
10. Incorporate standards for commercial and industrial building and site design in the Village's zoning ordinance, with an emphasis on commercial buildings. Amend exterior lighting and signage ordinances as necessary to emphasize monument signs and not allow new billboards.
11. Support the economic health of western Shawano County's production agriculture, farm family businesses, forestry, and nature based sports and recreation, and the development and expansion of markets for new agricultural and forest products from the emerging bio-based economy.
12. Partner with local and regional educational institutions like the Wittenberg-Birnamwood School District and technical college system to provide appropriate workforce and entrepreneurial training opportunities.

Economic Development Recommendations and Programs

Expanding on the policies listed above, the following are more detailed economic development recommendations for the Village of Wittenberg. The Village intends to collaborate with local, County, and State organizations to further consider, refine, and implement the recommendations outlined below.

1. Maintain and further the vital services and functions of the downtown area as a commercial, service, and social center. The middle school, library, community center, parks, and Village Hall serve as vital Village focal points and bring activity to the downtown. The Village will make retaining these core civic functions in the downtown a priority.
2. Continue to use marketing, investment, and incentive strategies to promote and retain specialty retail, financial, offices, retail, entertainment business and services. The Village and Main Street Program have demonstrated commitment to retaining and enhancing the downtown as the hub of commerce for the Wittenberg area. A range of opportunities and assistance programs exist to retain existing businesses, expand opportunities for local entrepreneurs, and recruit additional firms to the downtown area and other redevelopment sites, including brownfields.
3. Continue supporting quality elderly housing and niche housing such as second story dwelling units. The Village recognizes the value of past and present housing in and near the downtown as a compliment to the downtown's economic and civic life.

4. Foster entrepreneurship and innovation. Innovation and an entrepreneurial mindset can keep existing businesses vital and competitive in addition to creating wholly new services, products, employment, and firms. Challenges facing would-be entrepreneurs include access to start up capital, availability of affordable sites and equipment, access to information on starting and running small businesses, and aversion to investing in high-risk research and development.

The Village's zoning code currently allows for home occupations in all residential districts that provide the individual entrepreneur with an opportunity to minimize overhead costs associated with purchasing or leasing commercial real estate.

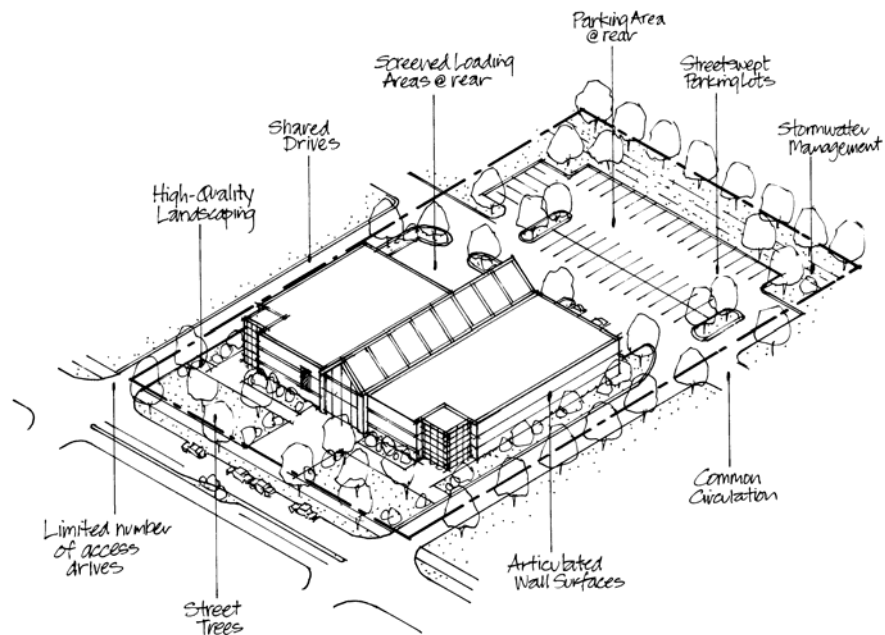
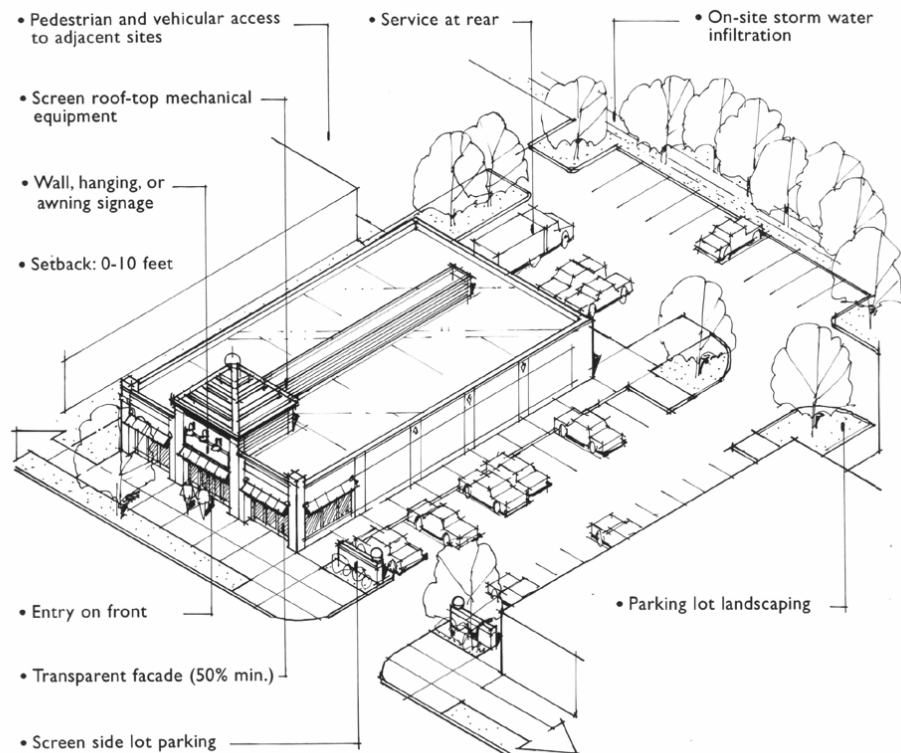
To encourage small businesses with little capital but that still require dedicated commercial or industrial facility, the Village can encourage the establishment of business incubators. These usually consist of a general purpose office or industrial space that is typically owned by a governmental or private, non-profit economic development agency and leased to start up or small businesses on very favorable terms. The goal is to facilitate local business growth and expansion until the business is able to move to a permanent, market rate site in the community, thereby enhancing the local tax and employment base.

Numerous County, Regional, State and Federal programs, agencies, and private organizations exist to provide would-be entrepreneurs with information and financial assistance on an array of issues including training, grants, and on research on specific products and services. SCEPI and the Northeast Wisconsin Regional Economic Partnership (NEWREP) are but a few examples of organizations that provide staff capable of matching interested individuals with links to these numerous and varied resources. The Village will work with the County to continue efforts to improve, and where possible streamline these efforts.

5. Consider pursuing one or more State authorized economic incentive or grant programs, possible including the following:
 - ♦ Establish Business Improvement District (BID). Typically, business properties included in a BID contribute to programs designed to promote, manage, maintain, develop, and beautify the district. Special assessments on businesses within the BID raise the funds to implement a variety of programs to improve the business climate.
 - ♦ Support clean-up of brownfield sites. The Village intends to proactively support clean-up of contaminated sites, and make sure to require proper environmental assessment and any required clean-up before offering final approval of a development proposal on any property identified as possibly having environmental contamination. This is a critical first step in ultimately reusing brownfields. Several State and federal grant programs are available to assist with environmental assessments. After the site assessment process, private property owners should prepare a unique redevelopment strategy for the site.
 - ♦ Continue use of Tax Increment Financing (TIF) districts. In addition to promoting development on "Greenfield" sites such as the Wittenberg Business Park, TIF may be used to create incentives for downtown and other redevelopment. TIF provides for up-front public expenditures for land, infrastructure for development, and other creative uses like building demolition or site clean-up. The resulting new development and investments pay for such initial expenditures over time through dedicated property tax revenue. The Village may also consider amendments to the existing TIF district, or creating new TIFs to promote development where it otherwise would not occur.
6. Explore other programs for workforce development and retention, and business recruitment including many of those listed earlier in this chapter. For example, the Village may choose to work with the County, local businesses, governments, and educational institutions, in an effort to retain younger workers in Shawano County. Educational institutions, like the Wittenberg/Birnamwood High School and North Central Technical College, should direct their programs to training needs of local workers and businesses. The types of customized programs needed in the County include computer skill training, supervisor training, and workplace safety.
7. Ensure that the Village zoning ordinance includes commercial and industrial districts that achieve the goals of the non-residential land use categories shown on Map 5, in particular the *Downtown, Community*

Commercial, Light Industrial and other non-residential future land use categories. The zoning map should also be prepared in a manner that corresponds with the categories designated on Map 5 to carry out the recommendations of this *Plan*.

8. Enhance site plan review provisions in the Village's zoning ordinance. When reviewing applications and site plans for new commercial or industrial development projects, refer to the policies for *Community Commercial, General Commercial, Downtown, Light Industrial, and General Industrial* areas in Chapter Three: Land Use (with additional standards for the *Downtown* future land use category found in Chapter 2), Figures 26 and 27; and the following:
 - ♦ High-quality building materials and architectural details, such as masonry and/or high quality wood or simulated wood siding, canopies, generous ground story windows, and articulations in facades and roofs.
 - ♦ Require parking lots landscaped with perimeter landscaping and/or landscaped islands, along with screening (hedges, berms, decorative walls) to limit views from streets and adjacent uses. Locate parking to the sides and rear of buildings wherever possible, rather than having all parking in the front.
 - ♦ Locate driveways on local access roads rather than major arterials or collectors. Where driveway and road access are limited, provide for interconnected parking lots and driveways to facilitate movement between sites.
 - ♦ Location of loading docks, dumpsters, mechanical equipment, and outdoor storage areas behind buildings and complete screening through use of landscaping, walls, and architectural features. Require screening in the form of hedges, evergreen trees, berms, decorative fences or a combination where intensive uses abut residential or high-profile areas,
 - ♦ Encourage retention of existing vegetation and require high quality landscaping treatment of buffer-yards, street frontages, paved areas and building foundations.
 - ♦ Limited use of chain-link and other non-decorative fencing.
 - ♦ Limit amount of signage and require high quality design for signs on a given structure or property.
 - ♦ Prohibit or severely limit creation of new billboards, and encourage removal of existing billboards.
 - ♦ Limit intensity of outdoor illumination and ensure that light is not directed onto adjacent property or into the sky.
 - ♦ Establish performance standards for mitigating run-off, noise, vibration, odor, glare, and other nuisances.

Figure 26: Desired Industrial Layout Concept**Figure 27: Desired Commercial Layout Concept**

9. Cooperate in a countywide effort to create and support a healthy rural economy. The Village and the surrounding area's resources provide opportunities for production, tourism, and other nature-based economic development activities. The Village will work with SCEPI and neighboring communities to seek economic development strategies that capitalize on the area's natural resource base, such as:
 - ♦ Exploring options for strengthening the connection between the Wiouwash State Trail and the rest of the Village, providing opportunities for spin-off commercial development, such as outfitters, lodging, retailers, and entertainment.
 - ♦ Encouraging businesses that cater to natural resource recreation, tourism, or outdoor enthusiasts in the downtown area. These would include outfitters, nature-based shops, and restaurants, cafes, accommodations and other businesses catering to tourism. The downtown is also an appropriate location for lodging facilities such as bed and breakfast establishments, a small inn (4-6 rooms), or rental homes.
 - ♦ Coordinating with the County and local communities to market the County, not only as a tourist destination, but also and as a smart place to do business and a desirable place to live. The Village and County should continue to explore ways to simultaneously market specific attractions to appropriate audiences and market the County as a whole as a place with multiple attractions and activities that will appeal to tourists and prospective residents alike.
 - ♦ Continuing and expanding the promotion and marketing of farm products and agriculture-related activities, such as through seminars, markets, farm days, and festivals (See also Chapter 2: Agricultural, Natural and Cultural Resources).
 - ♦ Exploring opportunities to grow bio-based industry in the Village and region to capture a share of the growth in this economic sector. This will likely be a major economic initiative described in the Shawano County Comprehensive Plan.

10. Work to implement a collaborative Wittenberg area economic development strategy: The Village desires to work with the Wittenberg Development Corporation, Wittenberg Chamber of Commerce, the Town of Wittenberg, SCEPI, and the Ho Chunk Nation to develop and implement an economic development strategy for the Village's planning area. That strategy should be multi-faceted, and include the following components:
 - ♦ Industrial development focused within the Wittenberg Business Park, including the potential for targeting certain industries and growing business incubator space there.
 - ♦ Commercial retail and service development focused near the two interchanges of Highways 29 and 45, served by municipal water and sewer service wherever possible and in line with intergovernmental agreements.
 - ♦ A long-range vision and implementation plan for land use and economic growth along Highway 45, in tandem with the Ho Chunk Nation and Homme Youth and Family—the two major landowners in this area.
 - ♦ A long-range vision and implementation plan for land use economic growth along Highway Q, between the current Village limits and the eastern 29/45 interchange, reflecting the desires of property owners and the need for additional development lands within or beyond the 20-year planning period. These lands are identified as *Agricultural Transition* areas on the Future Land Use map (Map 5) to reflect their status of not yet being ripe for development.
 - ♦ Redevelopment of key parcels, particularly in the Village's downtown area.
 - ♦ Unified standards related to the quality of new commercial and industrial development, whether within the Village or Town, and including such aspects as building design, signage, landscaping, lighting, and site design and improvement levels.

Chapter Eight: Intergovernmental Cooperation

This chapter of the *Plan* contains a compilation of background information, goals, objectives, policies and recommended programs for joint planning and decision making for the Village of Wittenberg with other jurisdictions. It also incorporates by reference all plans and agreements to which the Village is a party to.

INTERGOVERNMENTAL COOPERATION RECOMMENDATIONS SUMMARY

- ◆ Continue to work with the Wittenberg Birnamwood School District and the North Central Technical College on retention and collaborative services and facility usage
- ◆ Continue intergovernmental and shared service agreements for public facilities and services with the Ho Chunk Nation
- ◆ Work with the Town of Wittenberg toward mutually agreeable outcomes to intergovernmental issues when needs arise
- ◆ Collaborate with local, county, and regional economic development and business associations

Existing Regional Framework

The following are other local and State jurisdictions operating within or adjacent to the Village:

Town of Wittenberg

The Village of Wittenberg is located near the center of the Town of Wittenberg. The Town's population was 894 in 2000, which is a 1.9 percent increase from 1990. The Town prepared the *Town of Wittenberg Comprehensive Plan* concurrently with the Village as part of the Shawano area communities' comprehensive planning project. Through various opportunities to compare its Plan with the Town's throughout the plan development process, the Village has identified several areas in which the two plans are compatible and other areas that are potential sources of conflict. The Town's *Plan* recommends Open Space, Agriculture, and Residential (10-35) uses for much of its land area but with significant exceptions for and new commercial development along major highway corridors (US Highway 45, State Highway 29) and rural residential subdivisions. Most potential differences revolve around jurisdiction and revenue sharing in areas of new development and the intensity of residential development in the Town. The Village recommends working with the Town on such issues as standards, timing, and provision of services to non-residential development along the State Highway 29 corridor and to resolve potential conflicts through continued discussions, plan amendments and a possible intergovernmental agreement. (as described in greater detail in the "Recommendations and Programs" below). In March of 2007, the Village enacted extraterritorial zoning authority over a portion of the Town within its 1.5 mile ETJ area (See Map 1: Jurisdictional Map) in an effort to manage growth outside of its municipal boundary. In order for the Village to enact extraterritorial zoning on a permanent basis, the Village must do so jointly with the Town and with the Town's consent.

Shawano County

Over the past fifty years, Shawano County has experienced less than average population growth when compared to the State and region. Little or no population growth occurred during the 1950s and 1960s. However, since the 1970s, Shawano County has grown at a rate slightly greater than the State average, and slightly below the regional rate. The County's population in 2000 was 40,664, an increase of 9.4 percent from 1990. In 2000, 63 percent of the County's population was located in towns, and 37 percent in cities and villages, a rate that has remained almost constant since 1950.

According to the DOA, the estimated 2005 population is 42,029, and the projected 2030 population is 46,621. In recognition of continued future growth and the stress it will place on both natural and human systems, Shawano County applied for and received a grant to complete a comprehensive plan for the County and 22 of its municipalities. This Village of Wittenberg Comprehensive Plan was prepared as part of the Shawano Area Communities comprehensive plan process.

Regional Planning Jurisdictions

The Village of Wittenberg is located within the jurisdiction of the East Central Wisconsin Regional Planning Commission (ECWRPC). The East Central Wisconsin Regional Planning Commission is the official comprehensive planning agency for the East Central Wisconsin Counties of Calumet, Fond du Lac, Green Lake, Marquette, Menominee, Outagamie, Shawano, Waupaca, Waushara and Winnebago. Services provided by the Commission include Comprehensive and Land Use Planning; Transportation Improvement and Corridor Planning; Open Space, Recreational and Environmental Planning; Economic Development; Demographic Information and Projections; Technical Assistance to Local Governments; Geographic Information Services and Aerial Photography Distribution. The ECWRPC prepared land use and development plans for many of the Shawano County communities in the mid-to late-1990's. Within the state Administrative Code for Water Quality Management, ECWRPC is the responsible agency for sewer service area delineation and administration in Shawano County. ECWRPC has prepared water quality plans, delineation and amendment of sewer service areas, and delineation and amendment of environmental corridors in coordination with WisDNR. ECWRPC also administers the County's Non-Metallic Mining Ordinance.

Important State Agency Jurisdictions

The Wisconsin Department of Transportation's (WisDOT) North Central Region main office, located in Rhinelander, and its second office in Wisconsin Rapids, serves all of Shawano County. The Wisconsin Department of Natural Resources (WisDNR) Northeast Region provides service to Shawano County residents with offices in Green Bay, Oshkosh, and Peshtigo. The Department of Agriculture, Trade and Consumer Protection (DATCP) is the State agency which administers the State's Farmland Preservation Program. There are no apparent conflicts between State plans and policies and this *Plan*.

School Districts

The Village of Wittenberg is located entirely within the Wittenberg-Birnamwood School District. These district boundaries are shown on Map 1. There are no conflicts between School District plans and this *Plan*.

The Village of Wittenberg is located in the southeastern corner of the North Central Technical College District. There are no conflicts between this *Plan* and the future growth plans for the North Central Technical College District.

Intergovernmental Cooperation Goals, Objectives and Policies

Goal:

1. Promote mutually beneficial intergovernmental relations with nearby and overlapping governments, the Ho Chunk Nation, the Wittenberg Birnamwood School District, and the North Central Technical College District.

Objectives:

1. Work with the Town of Wittenberg, Town of Birnamwood, and other nearby local governments, Shawano County, the School District, and State agencies on land use, natural resource, transportation, and community development issues of mutual concern.
2. Continue close communication with the Town of Wittenberg on matters of mutual interest.

3. Cooperate with neighboring governments, the School District, the Technical College District, Shawano County and State agencies on providing shared services and facilities, in particular efforts to retain local schools.
4. Participate in County-level transportation, land use, and economic development efforts.
5. Stay informed on activities of the School District to ensure the Village has the opportunity to be involved in decisions that affect Village residents, such as building improvements, tax issues, and transportation.

Policies:

1. Provide copies of this *Comprehensive Plan* and future amendments to surrounding governments.
2. Continue intergovernmental and shared service agreements for public facilities and services and consider additional joint services and facilities where consolidating, coordinating, or sharing services or facilities will result in better services or cost savings.
3. Work with the Wittenberg-Birnamwood School District on pursuing specific opportunities and challenges identified in this *Plan*, including school retention, long-term facility needs, appropriate training for local workers, and logical use and management of open space and recreational lands and facilities.
4. Work with the North Central Technical College on pursuing specific opportunities and challenges identified in this *Plan*, including school retention, long-term facility needs, and appropriate training for local workers.
5. Work with the Town of Wittenberg on future comprehensive planning efforts, with a goal of achieving full consistency between future town plans and this *Village of Wittenberg Comprehensive Plan*.
6. Continue to work with Shawano County in areas related to growth management, farmland preservation, plan implementation, grant opportunities, and local and County ordinance development.
7. Work with agencies like the Shawano County Economic Development, Inc. and ECWRPC to help advance the economic viability of the agriculture, forestry, and business economies of the Wittenberg area. Where appropriate, invite neighboring towns into the discussions.

Intergovernmental Cooperation Recommendations and Programs

Intergovernmental communication, coordination, and cooperation are critical in implementing many of the recommendations in this *Plan*. This section attempts to coordinate recommendations for adjacent and overlapping jurisdictions, avoid inefficient or conflicting development patterns, and promote intergovernmental cooperation.

The State comprehensive planning law requires that this *Plan* identify existing and potential conflicts between the Village and other governmental units, and describe processes to resolve such conflicts. This planning process has been designed to avoid and minimize potential conflicts, yet some still exist. The following subsections address remaining or potential conflicts areas and potential resolution processes.

Between the Village Plan and County Plans

This *Plan* is generally consistent with existing Shawano County plans and policies. Preparing the Village's and the County's plans concurrently minimized potential conflicts by providing a forum for resolution.

Recommendations for Intergovernmental Agreement between the Village of Wittenberg and the Town of Wittenberg

During development of the Village and Town of Wittenberg comprehensive plans, several issues and areas of mutual concern were identified. Some of these areas involved slightly different visions for the future while others represent opportunities for closer cooperation. Many of these issues and opportunities were resolved or discussed during this planning process, with the resolutions reflected in the respective plans.

A formal intergovernmental agreement between the Village and Town of Wittenberg covering issues areas of mutual concern could provide benefits to both communities by minimizing harmful forms of competition for development, making sure that future development is of high quality, providing all parties with a greater sense of certainty of the future actions of others, promoting municipal efficiency in an era of diminishing government resources, and sharing both the costs and the benefits of economic development. Specific issues often addressed in intergovernmental agreements include municipal boundaries, exercise of extraterritorial rights, rural development, sanitary sewer and water provision, road and public facilities maintenance and upgrades, growth management, development design standards, and revenue sharing.

The following sections contain three sets of recommendations for a possible intergovernmental agreement between the Town and Village of Wittenberg: a) an organizational and procedural approach for exploring and creating an intergovernmental agreement; b) a draft outline of the specific geographic areas and issues that an intergovernmental agreement between the Village and Town might address; and c) other general issues that the Village and Town may want to address through an agreement.

A. Organizational and Procedural Approach for Creating an Intergovernmental Agreement.

1. Creation of an Intergovernmental Steering Committee with equal membership from both communities (we recommend three members from each community) is recommended. Each contingent should be made up of community representatives appointed by the respective Village or Town Board. Direct participation by sitting elected and appointed officials should be limited so as not to create a quorum of the respective Board or Plan Commission. The Steering Committee would hold an initial meeting to identify issues and areas of mutual concern.
2. Following the development of individual community positions, the Intergovernmental Steering Committee would hold a series of facilitated working sessions to negotiate possible terms for the agreement.
3. Once the Intergovernmental Steering Committee completed terms of a draft agreement, the individual Village and Town Plan Commissions and Boards would review and make recommendations for revisions to the draft agreement terms.

INTERGOVERNMENTAL AGREEMENTS

UNDER WISCONSIN LAW

There are two main formats for intergovernmental agreements under Wisconsin Statutes.

The first is available under Section 66.0301, which allows any two or more communities to agree to cooperate for the purpose of furnishing services or the joint exercise of any power or duty authorized under State law. While this is the most commonly used approach, a “66.0301” agreement is limited by the restriction that the municipalities must be able to exercise co-equal powers. For example, attorneys sometimes do not recommend this agreement format when future municipal boundary changes are involved, because cities and towns do not have co-equal powers with respect to annexation.

Another format for an intergovernmental agreement is a “cooperative (boundary) plan” under Section 66.0307 of the Wisconsin Statutes. This approach is more labor intensive and ultimately requires State approval of the agreement, but the “66.0307” approach does not have some of the limitations of the “66.0301” agreement format.

An increasingly common approach is for communities to first enter into a “66.0301” intergovernmental agreement, which in part directs the communities to then prepare a “66.0307” cooperative plan covering issues such as boundary changes.

4. The Village and Town would then begin to jointly prepare a formal agreement and adoption tools in accordance with applicable State Statutes (depending on the specific form of the agreement). Municipal attorneys would need to place any agreement in a proper legal format prior to adoption by the respective Boards.

B. Outline of Possible Areas and Issues Covered by a Village of Wittenberg and Town of Wittenberg Intergovernmental Agreement.

Intergovernmental Agreement Boundaries: Intergovernmental agreements between villages and towns typically define the specific geographic areas to be covered by the agreement. Intergovernmental agreements then often address topics such as limits on or acceptable areas for village annexations or areas where municipal services and utilities may be extended. Agreements often include specific rules governing territory covered by the agreement, including mutually acceptable land uses prior to and following annexation; provision of and responsibility for public services; and property tax revenue sharing between the communities from future development in certain areas.

Based on input from both the Village and the Town of Wittenberg during development of their respective comprehensive plans, five primary geographic areas were identified. The primary areas (hereafter referred to as Areas A, B, C, D, and E as depicted on Map 7).

The following paragraphs include possible directions for an intergovernmental agreement covering each area.

Within Area A on Map 7:

- ♦ The Town would agree not to contest annexations initiated by property owners within this Area.
- ♦ New uses within this area without annexation would be limited to uses compatible with agriculture, forestry, and open space uses consistent with *Open Space, Agriculture, and Residential (10-35)* future land use category in the Village and Town comprehensive plans.
- ♦ The Village and Town would agree that any new residential, commercial, or manufacturing uses would require annexation by the Village and connection to Village sanitary sewer and water services.
- ♦ The Town would acknowledge that the Village will require annexation of any existing Town development within Area A seeking to connect to Village sanitary sewer and/or water services. In cases where the Village cannot legally annex a property at the time of the request for sewer and water services, the Town would acknowledge and would not contest the Village's requirement for a pre-annexation agreement with the property owner stating that the Village will annex the property as soon as legally possible in exchange for immediate provision of municipal sanitary sewer and water services.
- ♦ The Town would not be entitled to property tax revenue sharing in Area A occurring within the Village as a result of annexation.

Within Area B on Map 7:

- ♦ The Village would annex some or all new development within this area as a requirement for extension of Village sanitary sewer, water, and other services, with an agreement between the Village and Town to share property tax revenue generated by all new development. Alternatively, the Village could agree to serve new development in this area with Village sanitary sewer and water without annexation in exchange for the Village and the Town sharing property tax revenue generated by new development connecting to Village sewer and water. The terms/shares/percentages of the revenue sharing would need to be determined.
- ♦ The Village and Town would agree to allow only development consistent with the recommendations of the adopted Village and Town Comprehensive Plans at the time of the agreement.

- ♦ The Village and Town would agree to require and support public dedication of sanitary and sewer water mains, and where necessary, easements in order to maintain these services, and to establish appropriate fee structures for the extension and maintenance of these lines and services.
- ♦ The Village and Town would jointly support approval of such extension/connection of sewer and water services from any other entity with the authority to approve such services.

Within Area C on Map 7

- ♦ New uses within this area without annexation would be limited to uses compatible with agriculture, forestry, and open space uses consistent with *Open Space, Agriculture, and Residential (10-35)* future land use category in the Village and Town comprehensive plans. New residential uses in the Town would not be allowed.
- ♦ The Village and Town would agree that any new commercial or industrial uses beyond what *Open Space, Agriculture, and Residential (10-35)* future land use category allows would require annexation by the Village and connection to Village sanitary sewer and water services.
- ♦ The Town would acknowledge that the Village will require annexation of any existing development in Area C seeking to connect to Village sanitary sewer and/or water services. In cases where the Village cannot legally annex a property at the time of the request for sewer and water services, the Town would acknowledge and would not contest the Village's requirement for a pre-annexation agreement with the property owner stating that the Village will annex the property as soon as legally possible in exchange for immediate provision of municipal sanitary sewer and water services.
- ♦ For any property annexed, revenue sharing would be in accordance with State requirements unless otherwise agreed to by both the Village and Town.

Within Area D on Map 7

- ♦ For the duration of the agreement (perhaps 10 to 20 years), the Village and the Town would agree not to approve any new residential development within 500 feet of County Highway Q and/or State Highway 29 and limit new residential uses within Area D to 1 dwelling unit per 35 acres.
- ♦ Any new non-residential uses would be limited to those consistent with the *Open Space, Agriculture, and Residential (10-35)* future land use category as defined in both the Village and Town comprehensive plans.

Within Area E on Map 7

- ♦ For the duration of the agreement, the Village would agree not oppose future development proposals consistent with the Towns recommendations for *Community Facilities, Community Commercial, Residential (1 -2.5)*, and *Residential (2.5- 10)* future land use categories as described and mapped in both the Village and Town adopted comprehensive plans that serve as the basis for the intergovernmental agreement.

C. Tentative Directions for Other Aspects of an Intergovernmental Agreement

Future Land Use Recommendations Confidence in each other's future land use vision is important to the success of an intergovernmental agreement. The Village and Town agree to acknowledge each other's future land use recommendations as described and mapped in the adopted comprehensive plans of both community's in place at the time of approval of the intergovernmental agreement as the foundation of said intergovernmental agreement, and acknowledge that subsequent changes to either comprehensive plan may be cause for the other community to reconsider the agreement.

Consistent Design Standards

Consistent design standards enhance all affected communities regardless of where the development takes place and prevents communities from competing with one another on the basis of lower development standards. An agreement between the Town and the Village could include minimum standards that all or certain types (e.g. commercial, industrial) would need to follow, regardless of which community the development occurred within. The agreement could limit these common standards to the specific geographic areas (A through E) outlined above. Areas crucial to the community character and economic development of both communities are the State Highway 29 and/or US Highway 45 corridors. The common design standards should address design aspects such as landscaping; green space preservation; orientation of structures, parking areas, and roads as they relate to the highway; architectural standards, particularly for facades visible from the highway; and signage.

Transportation and Road Maintenance

The Village and Town have both expressed a common interest of convincing the State of Wisconsin to create an overpass or underpass under State Highway 29 at Killdeer Road rather than the planned Meadowlark Road location. The two communities could agree to present a united position to the County and State on this matter. An agreement between the Village and Town could also address road jurisdiction, maintenance, and upgrades that can become controversial and confusing in areas where municipal boundaries change.

“Permanent” Intergovernmental Planning Committee

Communities participating in intergovernmental agreements often appoint an ad hoc committee to help administer the agreement, resolve issues not addressed in the agreement, engage in joint planning or implementation efforts, and recommend possible amendments or updates to the agreement. This may be the same group as the intergovernmental steering committee described above.

Agreement Term

The agreement should specify the length of time that is applicable. Twenty years is a typical time frame, and corresponds well with the time frame of the comprehensive plan. Occasionally, agreements have provisions for automatic extensions if neither party decides to withdraw.

Amendments and Updates

Agreements frequently include provisions that specify that communities will agree to formally discuss, consider, and as necessary jointly adopt amendments and updates to the agreement no less than every five or ten years following the date of its execution. Changes in other policies proposed by one or both communities that would affect the agreement (such as a unilateral change to the future land use recommendations in respective comprehensive plans within the geographic areas covered by the agreement) could also be identified as conditions that also would require review and possible amendment to the Agreement. Scheduled review and updates serve to remind long-time local officials and educate newer ones about the terms and underlying assumptions of the agreements, and provide an opportunity to adapt to changing conditions.

Map 7: Intergovernmental Areas of Mutual Concern

Chapter Nine: Implementation

Few of the recommendations of this *Comprehensive Plan* will be implemented without additional follow up measures. Specific actions will be required for the *Plan* to become reality. This final chapter is intended to provide the Village of Wittenberg with a roadmap for these implementation actions.

Plan Adoption

A first step in implementing the 2008 *Village of Wittenberg Comprehensive Plan* is making sure that it is adopted in a manner which supports its future use for more detailed decision making. The Village included all necessary elements for this *Plan* to be adopted under the State's comprehensive planning statute. Section 66.1001(4), Wisconsin Statutes, establishes the procedures for the adoption of a comprehensive plan. The Village followed this process in adopting this *Plan*.

Implementation Recommendations

Figure 29 provides a detailed list and timeline of the major actions that the Village intends to complete to implement the *Comprehensive Plan*. Often, such actions will require substantial cooperation with others, including county government and local property owners. The table has three different columns of information, described as follows:

- ♦ **Category:** The list of recommendations is divided into six different categories—loosely based on the different chapters of this *Plan*.
- ♦ **Program/Recommended Action:** The second column lists the actual steps, strategies, and actions recommended to implement key aspects of the *Comprehensive Plan*. The recommendations are for Village actions, recognizing that many of these actions may not occur without cooperation from others.
- ♦ **Implementation Timeframe:** The third column responds to the state comprehensive planning statute, which requires implementation actions to be listed in a “stated sequence.” The suggested timeframe for the completion of each recommendation reflects the priority attached to the recommendation. Suggested implementation timeframes span the next 10 years, because the *Plan* will have to be updated by 2018.

Figure 29: Implementation Strategies Timetable

Category	Program/Recommended Action	Implementation Timeframe
Agricultural, Natural, and Cultural Resources	Revise Village zoning ordinance and subdivision regulations to include provisions to implement the recommendations for agricultural, natural resource, and cultural preservation in this <i>Plan</i> (e.g. adopt extraterritorial zoning and/or land division authority to limit the maximum residential density of 1 dwelling unit per 10-35 acres in the Village ETJ, require conservation zoning for environmental corridors, design standards, etc.)	2008-2010
	Ensure that appropriate erosion control, stormwater management and groundwater protections (i.e. wellhead protection ordinance, etc.) are in place.	Ongoing
Land Use	Revise the zoning ordinance and zoning map as necessary to implement the recommendations of this <i>Plan</i> (e.g. appropriate zoning districts for future land use categories, design standards and development review processes for non residential and mixed residential developments, etc). The two documents should work hand-in-hand.	2008 - 2010
	Revise the Village's subdivision ordinance to carry out the recommendations of this <i>Plan</i> (e.g. subdivision design and review procedures, maximum densities and minimum lot sizes for ETJ, etc.).	2008 - 2010
Transportation	Maintain a Local Road Improvement Program to ensure efficient and cost effective maintenance of Village streets	2008 and annually
	Provide input to the County on the County's highway improvement plan, requesting particular projects that are important to the Village.	2008 and annually
	Work with the County on transportation options for those without access to vehicles and connect residents with those programs.	Ongoing
	Through the County, work with WisDOT to move future State Highway 29 crossing from Meadowlark Lane to Killdeer Road	2008 - Ongoing
Utilities and Community Facilities (see also figure in Chapter Five: Utilities and Community Facilities)	Prepare a Comprehensive Outdoor Recreation Plan to assure the Village is positioned for State funding for parks and recreation projects. Update the plan every 5 years to keep it current.	2008, 2013, 2018
	Maintain and improve Fire, EMS, and other vital services.	Ongoing
	Ensure 5 Year Capital Improvements Program is in place to program and finance necessary upgrades to Village services in an efficient manner	Ongoing

Category	Program/Recommended Action	Implementation Timeframe
	Continue to cooperate with School District on facilities planning, growth management, vocational training, and joint use of recreational facilities such as the aquatic center.	Ongoing
	Improve Wiouswash Recreational Trail Head and seek outside funding to assist implementing the improvements	Ongoing
Housing & Neighborhood Development	Update the Village's subdivision ordinance to incorporate principles of conservation subdivision design and planned neighborhoods.	2008 - 2011
	Update the Village's zoning ordinance to implement recommendations for multi-family and manufactured housing developments.	2008-2011
Economic Development	Implement design guidelines for <i>Community Commercial</i> , <i>General Commercial</i> , <i>Light Industrial</i> , <i>General Industrial</i> , and <i>Downtown</i> development.	2008 - 2010
	Continue to cross promote the community as a multi-purpose destination for shopping, recreation, employment, and tourism.	Ongoing
	Through private-public partnerships, continue efforts to market and develop both the Wittenberg business park and the Downtown.	
Intergovernmental Cooperation	Consider entering into an Intergovernmental Agreement with the Town of Wittenberg	2008-2010

Ordinance and Code Updates

Figure 30 provides a list of potential ordinances and codes, indicating generally for each how or if the Village of Wittenberg will update to implement this *Comprehensive Plan*.

Figure 30: Ordinance and Code Updates

Code or Ordinance	Programs or Specific Actions
Zoning ordinance	The Village will revise the zoning ordinance and zoning map to implement the recommendations of this <i>Plan</i> .
Official Map	The Village will consider adopting an official map over the planning period.
Sign regulations	The Village intends to enhance sign regulations in the Village's zoning ordinance.
Erosion Control / Stormwater Management Ordinances	Work with the County and State on administration of existing requirements. Incorporate stormwater management standards in land division ordinance.
Historic Preservation Ordinance	Village does not have a Historic Preservation Ordinance.
Site Plan Regulations	The Village intends to enhance site plan review provisions in the Village's zoning ordinance.
Design Review Ordinances	The Village intends to enhance design review provisions in the Village's zoning ordinance.
Building Codes	Village adopted UDC, administered by the Village; no further recommendations
Mechanical Codes	Village adopted UDC, administered by the Village; no further recommendations
Housing Codes	The Village intends to adopt a housing code.
Sanitary Codes	Administered by County, no Village recommendations.
Subdivision/Land Division Ordinance	The Village intends to review and, as appropriate, amend the Village's subdivision ordinance to reflect the recommendations in this <i>Plan</i> .

Plan Monitoring, Amendments, and Update

The Village should regularly evaluate its progress towards achieving the recommendations of the *Comprehensive Plan*, and amend and update the *Plan* as appropriate. This section suggests recommended criteria and procedures for monitoring, amending, and updating the *Plan*.

Plan Monitoring

The Village should constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions against the recommendations of this *Comprehensive Plan*.

Plan Amendments

Amendments to this *Comprehensive Plan* may be appropriate in the years following initial plan adoption and in instances where the *Plan* becomes irrelevant or contradictory to emerging policy or trends. “Amendments” are generally defined as minor changes to the *Plan* maps or text. In general, this *Plan* should be specifically evaluated for potential amendments every three years. Frequent amendments to accommodate specific development proposals should be avoided.

The State comprehensive planning law requires that the Village use the same basic process to amend, add to, or update this *Comprehensive Plan* as it used to initially adopt the *Plan*. This does not mean that new vision forums need to be held, old committees need to be reformed, or recent relationships with nearby communities need to be reestablished. It does mean that the procedures defined under Section 66.1001(4) and Chapter 91, Wisconsin Statutes, need to be followed. Specifically, the Village should use the following procedure to amend, add to, or update the *Comprehensive Plan*:

- a. Either the Village Board or Plan Commission initiates the proposed *Comprehensive Plan* amendment. This may occur as a result of a regular Plan Commission review of the *Plan*, or may be initiated at the request of a property owner or developer.
- b. The Village Board adopts a resolution outlining the procedures that will be undertaken to ensure public participation during the *Plan* amendment process (see Section 66.1001(4)a of Statutes and model resolution included in this *Comprehensive Plan*).
- c. The Village Plan Commission prepares or directs the preparation of the specific text or map amendment to the *Comprehensive Plan*.
- d. The Village Plan Commission holds one or more public meetings on the proposed *Comprehensive Plan* amendment. Following the public meeting(s), the Plan Commission makes a recommendation by resolution to the Village Board by majority vote of the entire Commission (see Section 66.1001(4)b of Statutes and model resolution in this *Plan*).
- e. The Village Clerk sends a copy of the recommended *Plan* amendment (not the entire comprehensive plan) to all adjacent and surrounding government jurisdictions and the County as required under Section 66.1001(4)b, Wisconsin Statutes. These governments should have at least 30 days to review and comment on the recommended *Plan* amendment. Nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing must be informed through this notice procedure. These governments and individuals should have at least 30 days to review and comment on the recommended *Plan* amendment.
- f. The Village Clerk directs the publishing of a Class 1 notice, with such notice published at least 30 days before a Village Board public hearing and containing information required under Section 66.1001(4)d, Wisconsin Statutes.
- g. The Village Board holds the formal public hearing on an ordinance that would incorporate the proposed *Plan* amendment into the *Comprehensive Plan*.

- h. Following the public hearing, the Village Board approves (or denies) the ordinance adopting the proposed *Plan* amendment. Adoption must be by a majority vote of all members. The Village Board may require changes from the Plan Commission recommended version of the proposed *Plan* amendment.
- i. The Village Clerk sends a copy of the adopted ordinance and *Plan* amendment (not the entire Comprehensive Plan) to all adjacent and surrounding government jurisdictions, nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing as required under Sections 66.1001(4)b and c, Wisconsin Statutes.
- j. The Village Clerk sends copies of the adopted *Plan* amendment to the Shawano County Planning and Development Department for County for incorporation in the Farmland Preservation Plan and County *Comprehensive Plan*.

Plan Update

The State comprehensive planning law requires that this *Comprehensive Plan* be updated at least once every ten years. As opposed to an amendment, an update is often a substantial re-write of the *Plan* document and maps. Further, on January 1, 2010, all decisions related to zoning, subdivisions, and official maps will need to be consistent with this *Comprehensive Plan*. Based on these two deadlines, the Village intends to update its *Comprehensive Plan* before the year 2018 (i.e., ten years after 2008), at the latest. The Village will continue to monitor any changes to the language or interpretations of the State law over the next several years.

Consistency Among Plan Elements

The State comprehensive planning statute 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.” Because the various elements of the *Village of Wittenberg Comprehensive Plan* were prepared simultaneously, there are no known internal inconsistencies between the different elements of chapters of this *Plan*. The *Plan* was carefully written to balance the various goals and interests in the Village.

PLAN COMMISSION RESOLUTION 2008-_____
ADOPTING AND RECOMMENDING THE COMPREHENSIVE PLAN
FOR THE VILLAGE OF WITTENBERG IN SHAWANO COUNTY, WISCONSIN

WHEREAS, section 66.1001(4), Wisconsin Statutes, establishes the required procedure for a local government to adopt a comprehensive plan, and section 66.1001(2) identifies the required elements of a comprehensive plan; and

WHEREAS, the Village of Wittenberg Plan Commission has the authority to recommend that the Village Board adopt a “comprehensive plan” under section 66.1001(4)(b); and

WHEREAS, the Village has prepared the attached document (named *Village of Wittenberg Comprehensive Plan*), containing all maps and other descriptive materials, to be the comprehensive plan for the Village under section 66.1001, Wisconsin Statutes; and

NOW, THEREFORE, BE IT RESOLVED that the Plan Commission of the Village of Wittenberg hereby adopts the attached *Comprehensive Plan* as the Village’s comprehensive plan under section 66.1001(4), Wisconsin Statutes; and

BE IT FURTHER RESOLVED that the Secretary of the Plan Commission certifies a copy of the attached *Comprehensive Plan* to the Village Board; and

BE IT FINALLY RESOLVED that the Plan Commission hereby recommends that, following a public hearing, the Village Board adopt an ordinance to constitute official Town approval of the *Village of Wittenberg Comprehensive Plan* as the Village comprehensive plan under section 66.1001, Wisconsin Statutes.

Adopted this _____ day of _____, 2008.

Plan Commission Chair

Attest:

Plan Commission Secretary

ORDINANCE NO. 2008-____
AN ORDINANCE TO ADOPT THE COMPREHENSIVE PLAN
OF THE VILLAGE OF WITTENBERG, WISCONSIN.

The Village Board of the Village of Wittenberg, Wisconsin, does ordain as follows:

SECTION 1. Pursuant to sections 60.22(3) and 62.23(2) and (3) of Wisconsin Statutes, the Village of Wittenberg is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2) of Wisconsin Statutes.

SECTION 2. The Village Board of the Village of Wittenberg has adopted and followed written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of Wisconsin Statutes.

SECTION 3. The Plan Commission of the Village of Wittenberg, 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 document entitled "VILLAGE OF WITTENBERG COMPREHENSIVE PLAN," containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

SECTION 4. The Village of Wittenberg has held at least one public hearing on this ordinance, in compliance with the requirements of section 66.1001(4)(d) of Wisconsin Statutes, and provided numerous other opportunities for public involvement per its adopted public participation strategy and procedures.

SECTION 5: The Town Board of the Village of Wittenberg, Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled, "VILLAGE OF WITTENBERG COMPREHENSIVE PLAN," pursuant to section 66.1001(4)(c) of Wisconsin Statutes.

SECTION 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Village Board and publication/posting as required by law.

Adopted this _____ day of _____, 2008.

Village Chair

Attest:

Village Clerk

Published/Posted on: _____, 2008.