

Transportation

3.1 Introduction

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

3.2 Transportation Programs

PASER Program

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

Dodge County Capital Improvement Program

Dodge County annually updates a Capital Improvement Program. The program prioritizes the allocation of financial resources for various projects over a five-year time frame. In terms of the Town of Elba, the County HWY TT Bridge over the Crawfish River is the only current ongoing proposed project currently listed on Dodge County's Highway Department CIP 2024-2028 Plan.

Town of Elba Land Division Ordinance

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

3.3 State and Regional Transportation Plans

State and regional transportation plans that affect the Town of Elba are the responsibility of the Wisconsin Department of Transportation (DOT). There is a Statewide Transportation Improvement Program (STIP) map to reference all current ongoing projects. The following link [STIP](#) will take you to the DOT page, providing you the latest updated information for the three

state highways in the Town of Elba; State Highway 16/60, State Highway 73, and US Highway 151.

3.4 Functional Classification of Highways

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

Local Roads

Local roads should primarily provide access to adjacent properties but, more often are used by through traffic with the accessibility of navigational systems. Since access is their primary function, through traffic should be discouraged. Due to the current use of navigational systems, traffic volume on local through roads, such as Duffy Road and Behan Road have greatly increased. These conditions have added to the congestion and deterioration of our local roads.

Collector Roads

Collector roads and highways carry vehicular traffic into and out of residential neighborhoods and commercial and industrial areas. These streets gather traffic from the local streets and funnel it to arterial streets. Access to adjacent properties is a secondary function of collector streets. Collector streets are further divided into major or minor collectors depending on the amount of traffic they carry. CTH T and CTH TT are examples of major collector highways in the Town of Elba. Collector roads and highways are seeing an increase in use due to the heavier amounts of traffic from residential areas, and the volume increase of through traffic on local roads.

Arterial Highways

Arterial highways serve primarily to move through traffic. US Highway 151 is considered a principal arterial highway and STH 73 and STH 16/60 are classified as minor arterial highways. Traffic volumes are generally heavy and traffic speeds are generally high.

3.5 Traffic Volumes

Traffic volume is also an important consideration for land use planning. The volume of traffic on a particular roadway and the associated noise, fumes, safety level, and other such concerns are considerations that need to be addressed in deciding how land should be used. **Map 3-1** in the Appendix shows the regional average daily traffic volume of major traffic corridors within the Town of Elba.

3.6 Traffic Safety

Traffic safety and efficiency in the town can also be improved by discouraging the creation of new parcels that require access to county trunk highways or town roads where sight distance is limited. This practice, through driveway permit requirements, restricts the access points to these roadways, thereby reducing accident potential and the need to reduce speed limits to improve safety as speed limit reductions are not as enforceable on township roads. New parcels should be encouraged where access can be provided by an existing town road or where a new town road will be constructed by the subdivider.

3.7 Town Road and County Highway Standards

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

**TABLE 3-1
Dodge County Minimum Street Design Standards**

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

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

**TABLE 3-2
State of Wisconsin Minimum Street Design Standards**

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

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

**TABLE 3-3
Town of Elba Minimum Street Design Standards**

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

3.8 Town Road Deficiencies

The Town of Elba uses the PASER program to evaluate which Town roads are in need of repairs. The roadways in the Town are rated from 1 to 10, with 1 needing the most repairs and 10 being a new road. The Town conducts the review annually and incorporates the findings into its ongoing road improvement program.

Substandard Roadways

All new local roads should be required to meet current right-of-way width standards of 49.5 feet, minimum pavement width of 16 feet, and standard shoulder requirements before they are accepted by the Town of Elba. It should be noted that it may not always be practical or desirable to attempt to widen the right-of-way or shoulder area of substandard roadways currently within the Town of Elba.

3.9 The Transportation System

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

Ports

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

Airports

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

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airline service, but is also an international airport. It is located about 50 miles southeast of the Town.

Railroads

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

There is one rail siding that is located within the City of Columbus. However, there are large areas of land along the railroad that may be suitable for industrial or commercial development. A number of at-grade railroad crossings interrupt traffic on roads in the Town. The crossing at CTH T, near the unincorporated village of Astico, sees the most volume and has crossing gates. CTH BB has been updated to have crossing gates also. The Town of Elba has three additional Town road crossings, Baden Street, O'Conner Road, and South Frank Road. Additionally, there are also agricultural accesses and driveway crossings. The Town of Elba's Road crossings and agricultural and driveway crossings are not equipped with crossing gates and is by signage only. Appendix, **Map 3-1**, shows the location of railroads in the Town of Elba.

Trucking

Trucking on the highway system is the preferred method of transporting freight, particularly for short hauls. Many roads in our township have seen an increase in truck traffic due to online ordering and delivery service becoming a more popular option for consumers.

Public Transit

Lamers provides bus services to Columbus, accessible at the Amtrack Station. There are limited taxi and rideshare services available for the Town of Elba residents. However, this service is not very cost effective for Town residents. Amtrack is available in the City of Columbus, and has recently expanded to add extra service.

Recreational ATV/UTV

Elba township has adopted ordinances for ATV/UTV use on all local roads, as Dodge County has also permitted use on all County Highways.

Bicycles and Pedestrian Traffic

There are several public bicycles and mixed-use trail options in surrounding areas, the closest being Wild Goose State Trail, approximately 9 miles east of the Town. When bicycle events utilize township roads, they share the respective right of way with traffic. Both bicycles and pedestrians share the roadway cautiously with traffic at this time.

Transportation for the Disabled

The Dodge County Specialized Transportation Program is county-wide and primarily serving the elderly and disabled.

3.10 Transportation Trends

The transportation system is affected by a number of factors including demographics, the economy, and overall development volume. The following are possible contributing trends:

- ◆ Reduced funding for transportation projects due to budget constraints.
- ◆ As commutes lengthen, we will see an increase in volume of traffic on our local roadways.
- ◆ Concerns regarding speed due to increased commuter volume.
- ◆ The demand for elderly and disabled transportation will increase as the population ages.
- ◆ The increase of home delivery services is a contributing factor to local road congestion.
- ◆ Concerns raised are likely to center around controlling traffic speeds and intersection safety.
- ◆ Major highway intersections will need increasing safety updates with increased traffic volumes.
- ◆ New driveways onto local roads could add to safety concerns.
- ◆ Large farms' agricultural transportation needs, such as manure and forage hauling, will contribute to safety concerns and concentrated heavy traffic volumes.
- ◆ Conflicts between automobiles and slower farm equipment are likely to increase.
- ◆ Challenges will continue regarding increased use of ATV/UTVs and slower farm equipment on local roads due to overall speed variances.

3.11 Highway Access Management

Access management has been defined as “the process that provides (or manages) access to land development, while simultaneously preserving the flow of traffic on the surrounding road system in terms of safety, capacity, and speed.” This process is achieved through managing the design and location of driveways, median openings, and points of access to the state highway system. The level of highway access control is based on the importance of the highway to regional and statewide travel as determined through a functional classification system.

The State and County highway departments regulate access to the highways that are located in the Town of Elba. Access to town roads is controlled by the Town of Elba, addressed through the Driveway Ordinance and Town Land Division regulations for access control techniques along Town of Elba roads.

3.12 Coordination with Existing Transportation Plans

The Town of Elba has reviewed applicable state, regional, county, and local plans regarding transportation. This plan is currently consistent with existing transportation plans. As the community's transportation system changes over time and as new transportation plans are created, the community should periodically review its comprehensive plan for continued consistency with Town of Elba 3-year Road Plan.

3.13 Incorporation of State, Regional, and Other Transportation Plans

All applicable state, regional, county and local transportation plans have been incorporated in the development of the *Town of Elba Comprehensive Plan* and reflected also in the *Dodge County Comprehensive Plan*.

3.14 Transportation Goals and Objectives

The following are the goals and objectives developed by the Town of Elba regarding transportation.

Goal: Provide a safe and well-maintained transportation network.

Objectives

1. Work with Dodge County to encourage regional bicycle and pedestrian safety needs when new roads are proposed or when major roadway improvements are made.
1. Review/update 3-Year Road Plan Guideline document with proposed improvements to address and identify deficient roadways and intersections.
3. Continue the use of the PASER evaluation rating system for road maintenance and project budgeting purposes.
4. Evaluate the impacts of STH 16-60 by-pass if any plans are proposed.
5. When reviewing development proposals, consider future road connections, setbacks, access points, and other traffic impacts that the proposal may have on the existing transportation network.

3.15 Transportation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies that direct action using the words "will" or "shall" are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word "should" are advisory and intended to serve as a guide.

Policies

1. Accident exposures should be reduced by reviewing deficient roadways and intersections, listing deficiencies observed during the annual road inspection and addressing budget limitations by prioritizing funding for possible improvement during the budgeting process through available grant funding or special tax increase.
2. The Town should use the PASER evaluation rating system for road maintenance and project budgeting purposes by using PASER manuals, software, and guidelines.
3. The Town should work with the City of Columbus, Dodge County, and the DOT to plan to encourage improvement within the Town's transportation system.
4. New driveway construction shall be regulated to ensure adequate emergency vehicle access including concerns from rural fire district/EMT officials.
5. Maintain safe driveway spacing standards onto town roads to prevent damage to our roads caused by drainage issues, and issues affecting safety.
6. Developers shall bear all of the costs for improvements and extensions to the road network as covered in Dodge County Zoning Regulations and Town of Elba Land Division Ordinance regarding major subdivisions.
7. The Town of Elba should work with Dodge County to encourage continued use and improvements of the Dodge County Bike and Pedestrians Plan.

Recommendations

Recommendations are specific actions or projects that the community should be prepared to complete. The completion of these actions and projects is consistent with the community's policies, and therefore will help fulfill the comprehensive plan goals and objectives.

1. Seek and identify funding opportunities from programs or grants to support increased budget limitations. Consider tax increase or special funding approval by the electorate.
2. Support the Dodge County Bike and Pedestrian Plan and improvements as noted in Dodge County comprehensive plan.

3.16 Transportation Programs

Local Roads Improvement Program (LRIP)

Established in 1991, the Local Roads Improvement Program (LRIP) assists local governments in improving seriously deteriorating county highways, town roads, and city and village streets. A reimbursement program, LRIP pays up to 50% of total eligible costs with local governments providing the balance. The program has three basic components: County Highway Improvement (CHIP); Town Road Improvement (TRIP); and Municipal Street Improvement (MSIP). Three additional discretionary programs (CHIP-D, TRIP-D and MSIP-D) allow municipalities to apply for additional funds for high-cost road projects. For more information contact the WDOT.

Pavement Surface Evaluation and Rating (PASER)

PASER is a simple method of rating asphalt and concrete roads on a scale of 1 to 10 and gravel roads on a scale of 1 to 5, based on visual inspection. PASER manuals and a video explain how and why roads deteriorate, and describe proper repair and replacement techniques. PASER ratings can be put into PASERWARE, an easy-to-use pavement management software. PASERWARE helps to inventory roads and keep track of their PASER ratings and maintenance histories. It also helps to prioritize road maintenance and improvement needs, calculate project costs, evaluate the consequences of alternative budgets and project selection strategies, and communicate those consequences to the public and local officials. Both PASER and PASERWARE are available from the University of Wisconsin's Transportation Information Center at no charge. The Center also offers free training courses.

Hazard Elimination Program (HES)

The objective of the Hazard Elimination/Safety Program (HES) is to provide funds up to 90% of the cost of eliminating hazards at locations with safety problems that can be documented. All public thoroughfares are eligible, including bikeways. Projects are selected on the basis of collision history and need. Federal legislation has broadened the project eligibility to include traffic calming projects as well. Applications are solicited in odd years for a four-year cycle. For more information contact the Wisconsin Department of Transportation.

Incidental Improvements

Bicycle and pedestrian projects are broadly eligible for funding from most of the major federal-aid programs. One of the most cost-effective ways of accommodating bicycle and pedestrian accommodations is to incorporate them as part of larger reconstruction, new construction and some repaving projects. Generally, the same source of funding can be used for the bicycle and pedestrian accommodation as is used for the larger highway improvement, if the bike/ped accommodation is "incidental" in scope and cost to the overall project. Overall, most bicycle and pedestrian accommodations within the state are made as incidental improvements. For more information contact the Wisconsin Department of Transportation.

Transportation Economic Assistance (TEA) Program

The Transportation Economic Assistance program provides 50% state grants to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the state. Grants of up to \$1 million are available for transportation improvements that are essential for an

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economic development project. It must be scheduled to begin within three years, have the local government's endorsement, and benefit the public. For more information about this program, contact the Wisconsin Department of Transportation, Division of Transportation Investment Management.

4 Utilities and Community Facilities

4.1 Introduction

Existing utilities and community facilities in the Town of Elba will be described in this section and can be seen in [Map 4-9](#) (Town of Elba Utilities and Community Facilities).

4.2 Administrative Facilities and Services

The Elba Town Hall and administrative facilities are located at N2799 Co. Road T. Town employees include recycling attendants and a general cleaning position. Lawn mowing, snow plowing, and building inspector are contracted services.

Committees, Commissions, and Boards

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

Public Buildings

Publicly owned buildings include the Town hall, a storage building, and a larger storage building that is currently a rental.

4.3 Protective Services

Police Services

The Dodge County Sheriff's Department serves as the primary law enforcement agency to many communities in the county and also operates the county jail in Juneau. There are several major divisions of the department including the administration division, criminal investigation division, jail division, radio communications division, recreational patrol, and traffic division. The Sheriff's Department provides 24-hour service to all communities in the county that do not have their own police department, including the Town of Elba.

Fire Protection and Emergency Medical Services

Fire protection for the Town of Elba is provided by the Columbus Rural Fire Department. The Columbus Rural Fire Group provides service to 33 sections in the Town of Elba. In addition to servicing the Town of Elba, the group also serves another town and a large part of four others, extending into three counties. The remaining three sections in the Town of Elba are protected by the CLR Rural Fire Group. Ambulance services are provided to Elba through a multi-community EMS group (which are currently contracted through LifeStar). [Map 4-1](#), Appendix, displays fire emergency service areas in Dodge County, and [Map 4-2](#), Appendix, displays emergency medical service areas in Dodge County.

4.4 School Facilities

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

Columbus School District

The Columbus School District contains the Columbus Elementary School, the Columbus Middle School, and the Columbus High School. As of the 2023-2024 school year, the Columbus School District had a total of 1,130 students, with 438 students enrolled in the Elementary School, 243 students enrolled in the Middle School, and 370 students enrolled in the High School. The Discovery Charter school has an enrollment of 76 students.

Dodgeland School District

The Dodgeland School District contains two schools that are located in the City of Juneau. As of the 2023-2024 school year, the Dodgeland School District had a total of 713 students enrolled. The Dodgeland Elementary School had 306 students enrolled and the Middle/High School had 407 students enrolled.

Waterloo School District

The Waterloo School District has five school facilities. As of the 2023-2024 school year, the Waterloo School District had a total of 748 students enrolled. The Waterloo Elementary School had 276 students enrolled, the Waterloo Intermediate School had 103 students enrolled, the Waterloo Middle School had 107 students enrolled, the Waterloo High School had 260 students enrolled.

4.5 Quasi-Public Facilities

Libraries

The nearest library is located in the City of Columbus.

Churches and Cemeteries

St. Columbhill Catholic Church and Cemetery, along with O'Keeg Cemetery, Bethel Cemetery, and Elba Cemetery are located within the Town of Elba.

Campgrounds

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

Post Offices

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

Civic Organizations and Other Clubs

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

4.6 Parks, Recreation, and Open Space

Astico Park

Astico Park is located about three miles east of the City of Columbus in the Town of Elba. Astico is the county's largest park. This scenic park is located on 100 acres of land bordered on three sides by the Crawfish River and the historic Danville Mill Pond. The park lies on a drumlin; a long narrow hill formed by glaciations, and is predominantly wooded. The park contains 70 campsites, playground areas, hiking trails, large open play fields, disabled persons fishing access, and canoe/kayak launch and rental (in season). The park features a restroom facility with showers and a sewage tank dump station in addition to other scattered vault toilets. Two continually flowing artesian wells in the park have become an attraction for many. A historic walking bridge river crossing is a unique attraction to the park.

The Elba Veterans Memorial Park is located on STH 16/60, across the Crawfish River from the Astico Park. The wayside park has opportunities for fishing and picnic areas; the town maintains a green space for public use along with tables and grills. The wayside also has porta-potty.

There is also a public park in the Elba Heights Subdivision with no improvements.

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

4.7 Solid Waste Management and Recycling

Solid waste disposal (for a fee per bag) and recycling are available at the Town Hall for residents of The Town of Elba. Some large items can be disposed for a fee, for a list of items and fees, visit the Town of Elba website.

4.8 Communication and Power Facilities

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

Renewable Energy Facilities

State regulations require the allowance of all types and scales of solar energy systems across counties and municipalities as long as they abide by Wisconsin Statute 66.0401 (1m). While there are several private renewable energy systems located throughout the Town of Elba, there are currently no large-scale facilities in operation.

4.9 Sanitary Sewer Service

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

4.10 Private Onsite Wastewater Treatment Systems (POWTS)

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

4.11 Public Water Supply

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

4.12 Stormwater Management

The primary method of stormwater management is through culverts and ditches.

4.13 Health Care Facilities

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

4.14 Day Care Facilities

There is one commercial childcare center in the Town of Elba. Head Start Daycare Facility is located at N4365 State Road 73, Columbus, WI 53925.

4.15 Utilities and Community Facilities Trends

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

- ◆ Local government budget constraints may drive the need for intergovernmental cooperation for services and programs;

- ◆ Increased development in rural areas will create the need for more police and other governmental services;
- ◆ Increasing residential development in rural areas may cause the need for more community resources such as; school transportation (busses and drivers), and increased accessibility to town services.

4.16 Expansion or Rehabilitation of Existing Utilities and Community Facilities Timetable

Wisconsin comprehensive planning statutes require that the utilities and community facilities element of a comprehensive plan identify the need for the expansion, construction, or rehabilitation of existing utilities and facilities.

The Town of Elba has identified that the following utilities and facilities will need expansion, construction, or rehabilitation over the planning period. Projects are identified as short-term (1-5 years) and long-term (6-20 years).

Public Buildings and Administrative Facilities and Services

Short Term

- ◆ No recommendations - Continue to rely on contracted services.

Long Term

- ◆ Review need for additional space or improvements to Town Hall or current facilities by adding office, meeting room space or additional garage space for maintenance vehicles and equipment.

Police Services

Short Term

- ◆ Continue with Dodge County Sheriff's Department services as the primary law enforcement.

Long Term

- ◆ Study need for Town police officer(s) and feasibility of combining police service with neighboring community.

Fire Protection and EMT/Rescue Services

Short Term

- ◆ Continue agreements with surrounding fire departments and multi-community EMS group for contracted service.

Long Term

- ◆ Continue agreements with surrounding fire departments and multi-community EMS group for contracted service.

Libraries, Cemeteries, and Other Quasi-Public Facilities

Short Term

- ◆ We currently manage Bethel Cemetery, and will work with other Cemetery Associations as needed.

Long Term

- ◆ Continue to manage Bethel Cemetery and work with other Cemetery Associations as needed.

Parks and Recreation

Short Term

- ◆ Currently there are no plans for the Elba Heights Park. Picnic tables were purchased for the Elba Veteran's Memorial Park.

Long Term

- ◆ Continue Park maintenance and improvements, consider additional improvements for Elba Heights' Park.

Solid Waste and Recycling

Short Term

- ◆ Continue to encourage recycling.

Long Term

- ◆ Continue to evaluate response to current pilot program and consider additional seasonal hours to possibly expand collection hours.

Sanitary Sewer Service

Short Term

- ◆ Sanitary district's continued improvements and updates.

Long Term

- ◆ Maintain the Town's Sanitary District to accommodate the growth anticipated in the Town.

Private Onsite Wastewater Treatment Systems (POWTS)

Short Term

- ◆ No recommendations.

Long Term

- ◆ No recommendations.

Public Water

Short Term

- ◆ Encourage regular testing of private wells.

Long Term

- ◆ Encourage regular testing of private wells.

Stormwater Management

Short Term

- ◆ Encourage the development of a stormwater management plan, addressing concerns in affected subdivisions.

Long Term

- ◆ Require development of a stormwater management plan as part of future development conditions when sub-divisions or as development plans are proposed.

Health Care and Child Care Facilities

Short Term

- ◆ Encourage small scale health care and child care facilities.

Long Term

- ◆ Encourage small scale health care and child care facilities.

Local Roads and Bridges

Short Term

- ◆ Continue the use of PASER evaluation rating system for road maintenance and project budgeting.
- ◆ Review standards for access control along Town of Elba roads using Driveway Ordinance.

Long Term

- ◆ Continue to review and update standards in Driveway Ordinance to address access concerns along Town of Elba roadways.

Additional Facilities, Programs, or Operations

Short Term

- ◆ No recommendations.

Long Term

- ◆ No recommendations-Review proposals to address needs as arise.

4.17 Future Needs for Government Services

The previous section detailed infrastructure needs the community will deal with during the planning period. We need to continue to review service level needs that may arise in the community. Encourage participation in Town committees involving Land Division, and Comprehensive Planning, and support of the Uniform Dwelling Code.

4.18 Utilities and Community Facilities Goals and Objectives

The following are the goals and objectives developed by the Town of Elba regarding utilities and community facilities.

Goal: Provide community services in an efficient and cost-effective manner.

Objectives

1. Maintain public facilities and services to keep up with existing and anticipated population growth.
2. Evaluate impacts to community facilities and services when reviewing development proposals.
3. Increase cooperation with other agencies and jurisdictions in the planning and coordination of utilities in order to efficiently serve local and regional growth.
4. Ensure proper disposal of wastewater for the protection of public health and to protect quality of ground and surface water following state and federal regulations, guidelines and programs.
5. Work with Dodge County and other jurisdictions to provide a variety of regional recreational opportunities.
6. Review proposals for storm water management to ensure that roads, structures, and other improvements are reasonably protected from flooding.
8. Ensure that police, fire, and emergency services are appropriate to meet existing and future demands of the Town of Elba.
8. Continue to evaluate the Sanitary District, Town Hall, and parks.
9. Work with Dodge County and State regulations to evaluate and address impacts and issues involving communication towers, proposed wind and solar systems and data center projects in the Town of Elba.
10. Encourage broad band communication in the Town, such as access to WIFI.

4.19 Utilities and Community Facilities Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Policies

1. The Town of Elba will increase cooperation in the planning and coordination of utilities with other agencies and jurisdictions by increasing communication efforts in order to efficiently serve local and regional growth.
2. Development should be focused into the Elba Sanitary District to maximize capacity of the utility provided flood plain plans allow expansion in this area.
3. The Sanitary District should be expanded to accommodate the growth anticipated in the Town of Elba if viable expansion possibilities are presented.
4. Encourage Dodge County to continue to provide and expand recreational opportunities at the Astico County Park.
5. The Town should ensure that police, fire, and emergency services adequately meet the existing and future demands of the Town by doing an annual review of such services using WDOA annual population projections to aid in this purpose.
6. Stormwater management should be addressed as part of the review of all development proposals in order to evaluate the potential of increased stormwater runoff to adjacent lands.
7. The Town should pursue opportunities to provide more cost-effective solid waste and recycling services, through annual schedule cost/fee review and available funding grants.

Recommendations

Recommendations are specific actions or projects that the community should be prepared to complete. The completion of these actions and projects are consistent with the community’s policies, and therefore will help fulfill the comprehensive plan goals and objectives.

1. Require developer to create stormwater management plan that follows Dodge County zoning regulations when approving new developments.
2. Evaluate the placement of an impact fee for new development.

4.20 Utilities and Community Facilities Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Community Development Block Grant for Public Facilities (CDBG-PF)

The Wisconsin CDBG Public Facilities Program is designed to assist economically distressed smaller communities with public facility improvements. Eligible activities include, but are not limited to, publicly-owned utility system improvements, streets and sidewalk improvements, development of community centers. Federal grant funds are available annually. Grants are only available up to the amount that is adequately justified and documented with engineering or vendor estimates. For more information, contact the Wisconsin Department of Administration.

Community Development Block Grant Public Facilities for Economic Development (CDBG-PFED)

The CDBG Public Facilities for Economic Development Program helps underwrite the cost of municipal infrastructure necessary for business development that retains or creates employment opportunities. Eligible activities are improvements to public facilities such as water systems, sewerage systems, and roads that are owned by a general or special purpose unit of government, and which will principally benefit businesses, and which as a result will induce businesses to create jobs and invest in the community. The Wisconsin Department of Administration should be contacted for further information.

Public Service Commission of Wisconsin

The Public Service Commission of Wisconsin (PSC) is an independent regulatory agency dedicated to serving the public interest. The agency is responsible for the regulation of Wisconsin public utilities, including those that are municipally-owned. The Public Service Commission of Wisconsin is divided into several divisions and offers consumer information and technical assistance. The PSC can continue to provide the town with information and assistance in dealing with wind energy facility development in the area.

5 Agricultural, Natural, and Cultural Resources

5.1 Introduction

The Town of Elba's agricultural, natural, and cultural resources contribute greatly to its residents' quality of life, and should be assessed and considered before making any decisions concerning future development within the Town.

5.2 Soils

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

5.3 Prime Agricultural Soils

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

According to the 2022 Wisconsin Agricultural Statistics, the number of farms in Wisconsin has decreased by 10% since 2017 while the average size of farms has increased by 7%. It is important to note that while these trends are occurring at the state level, some counties in the state may have experienced more farmland loss and others may have experienced a significant increase in the size of average farms.

In the Town of Elba, 20,702 acres are classified as prime agricultural soils (see [Map 5-1](#)). Farming is still a significant economic contributor in the town with multiple dairy farms still in operation and a substantial amount of crop farming still evident on the landscape.

5.4 Forests

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

5.5 Metallic and Nonmetallic Mineral Resources

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

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

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

5.6 Wetlands

Wetlands may be seasonal or permanent and are commonly referred to as swamps, marshes, fens, or bogs. Wetlands can make lakes, rivers, and streams cleaner, and also provide valuable habitat for fish, plants, and animals. In addition, some wetlands can also replenish groundwater supplies.

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

5.7 Floodplains

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

5.8 Watersheds and Drainage

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

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

- ◆ Water quality impacts and increased runoff quantity from agriculture and urban land uses, such that many of the rivers and streams are not meeting water quality standards.
-

- ◆ Loss of agricultural lands impacts wildlife habitat, recreational usages, the rural landowners, and the economy because it changes the nature of the basin.
- ◆ Loss of critical, sensitive habitat and connection between habitats.
- ◆ Lower urban groundwater levels due to increased use and decreased groundwater infiltration due to more acres of impervious land.

5.9 Animal Waste Management

The Dodge County Land Conservation Department administers the Dodge County Manure Storage Ordinance. This ordinance was adopted in June of 1997, and requires anyone who is planning to build a new manure storage system, or anyone who is planning to modify an existing manure storage system in Dodge County to obtain a permit from the Dodge County Land Conservation Department, and to do this construction work in compliance with construction standards. A nutrient management plan is required every year.

The State of Wisconsin also regulates livestock operations with 1,000 animal units or more and those livestock operations with less than 1,000 animal units that have discharges that significantly affect water quality. Animal waste contains chlorides, nitrogen, and phosphorus, among other pollutants. The WDNR has recently codified statewide performance standards for agricultural operations of various types and sizes. These performance standards include:

- ◆ manure management prohibitions
- ◆ nutrient management
- ◆ manure storage
- ◆ soil loss from riparian fields

Implementation of the standards and prohibitions will occur primarily through the counties, although the department will be the main implementation authority for permitted facilities.

5.10 Surface Water Features

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

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

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

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

Lakes, Rivers, and Streams

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

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

Crawfish River

The Crawfish River is a major tributary of the Rock River that flows from Columbia County into Dodge County through the City of Columbus, and continues in a southeasterly direction. The river is impounded at Danville creating a 37-acre millpond, where a historic mill remains and provides an important recreational atmosphere to the Astico County Park including; canoeing and fishing access. The Crawfish River continues southward where it empties into the Rock River in the City of Jefferson.

5.11 Groundwater Resources

When considering specific land uses for an area, it is vital to consider the physical characteristics of the area and the relationships between the land and the proposed/actual use in order to ensure that groundwater contamination does not occur.

Within Dodge County there are areas that have natural occurring and human influenced well contaminations. Studies performed by University of Wisconsin-Extension offices, list current types of contamination levels in Dodge County. For current statistical reports on ground water quality for the State of Wisconsin visit the link below.

<https://www3.uwsp.edu/cnr-ap/watershed/Pages/WellWaterViewer.aspx>

The availability of groundwater within the Town of Elba should be reviewed prior to development occurring when considering specific land uses for an area.

5.12 Air Quality

The DNR uses both a network of air quality monitors and a series of air pollution control rules that limit emissions from local air pollution sources based on various criteria. There is one air monitoring site in Dodge County, located in the City of Mayville. The eastern portion of Wisconsin often experiences high concentrations of ground-level ozone.

5.13 Environmental Corridors/Sensitive Areas

Environmental corridors serve multiple functions. Protection and preservation of environmental corridors contribute to water quality through reduction of nonpoint source pollution and protection of natural drainage systems. [Map 5-5](#), Appendix, identifies environmental corridors and natural limitations for building site development in the Town.

5.14 Threatened and Endangered Species

The Wisconsin Department of Natural Resources (WDNR) determines current species as "endangered" or "threatened" using scientific evidence. For the most current list of "rare" "endangered" and "threatened" species that may be found in the Town of Elba visit the link below. <https://dnr.wisconsin.gov/topic/EndangeredResources/ETList>

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

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

	Status	Taxa
Barn Owl	Endangered	Bird
Forster's Tern	Endangered	Bird
Great Egret	Threatened	Bird
Red-Shouldered Hawk	Threatened	Bird
River Redhorse	Threatened	Fish
Slender Madom	Endangered	Fish
Striped Shiner	Endangered	Fish
Redfin Shiner	Threatened	Fish
Blanchard's Cricket Frog	Endangered	Frog
Ellipse	Threatened	Mussel
Blanding's Turtle	Threatened	Turtle
American Marten	Endangered	Mammal
Big Brown Bat	Threatened	Mammal
Little Brown Bat	Threatened	Mammal
Northern Long-eared Bat	Threatened	Mammal
Eastern Pipistrelle	Threatened	Mammal
Small White Lady's-Slipper	Threatened	Plant

Source: Wisconsin Department of Natural Resources.

5.15 Wildlife Habitat and Recreational Areas

Wildlife habitat can be simply defined as the presence of enough food, cover, and water to sustain a species. The Town of Elba is particularly accommodating to many types of waterfowl, a variety of song birds, and a variety of upland animals of southern Wisconsin.

5.16 Historic Places

Wisconsin Architecture & History Inventory

The Wisconsin Historical Society lists historical and architectural information on properties in Wisconsin. The majority of properties listed are privately owned and convey no special status, rights, or benefits. According to the AHI, the Town of Elba has sites listed on the Wisconsin Architecture & History Inventory. The Jaeger Rye Mill is the most recognized listed historical site in the Town of Elba. To get a description of the AHI sites in the Town of Elba, see the AHI website: www.wisconsinhistory.org/index.html

5.17 Cultural Resources

While the Town of Elba does not contain any known cultural facilities; the City of Columbus does contain a public library and a museum. **Map 5-6**, Appendix, displays historical, cultural and archaeological resources in Dodge County.

5.18 Community Design

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

5.19 Agricultural, Natural, and Cultural Resources Trends

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

- ◆ Small farms continue to decline;
 - ◆ The size of the average farm will continue to increase;
 - ◆ Pressure to convert farmland will increase;
 - ◆ The number of dairy farms continue to decline;
 - ◆ Dairy herd sizes and production continue to increase;
 - ◆ Increase in animal units will increase the need for CAFO (Confined Animal Feeding Operations)
 - ◆ Large “commercial” type farming has increased;
 - ◆ Interest in farmland preservation programs will decrease due to possible lack of funding;
-

- ◆ Interest in “value-added” businesses to complement small dairy and general farming operations will increase;
- ◆ Challenges to groundwater resources may grow including increasing the number of wells and increasing of potential contamination sources;
- ◆ Highway expansion and increased traffic will have a negative impact on air quality and overall pollution.

5.20 Agricultural, Natural, and Cultural Resources Goals and Objectives

The following are the goals and objectives developed by the Town of Elba regarding agricultural, natural, and cultural resources.

Goal: Conserve environmental areas and open space.

Objectives

1. Direct growth away from environmentally sensitive areas, such as wetlands and floodplains.
2. Increase efforts to enhance and protect wetlands, woodlots, open space, and wildlife.

Goal: Maintain, preserve and enhance Elba’s agricultural, natural, and cultural resources.

Objectives

1. Preserve the rural and agricultural characteristics of the Town.
2. Work cooperatively with Dodge County, local historical societies, land owners, and other appropriate organizations to identify, record, and protect sites and structures that have historical or archaeological significance in the Town.
3. Work with Department of Natural Resources to encourage practices to protect the Town’s surface water and groundwater resources.
4. Utilize the Dodge County Waterway Classifications to encourage waterway restoration projects.

5.21 Agricultural, Natural, and Cultural Resources Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies that direct action using the

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words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Policies

1. The Town shall encourage growth away from environmentally sensitive areas, such as environmental corridors and wetlands, and floodplains following Dodge County Zoning ordinance to ensure their protection.
2. The Town should work with Dodge County and Wisconsin Historical Society to encourage protection of sites and structures that have historical or cultural significance.
3. Extensive areas of the Town shall be designated and maintained for exclusive agricultural use as addressed through density standards in our land division, and Dodge County LAND USE CODE.
4. The Town shall minimize the impacts of new development by reviewing the design, layout, and site plans of all development proposals, ensuring they meet code standards.
5. The Town will continue to encourage prime agricultural zoning in targeted agricultural areas in accordance with the State Farmland Preservation Program.

Recommendations

Recommendations are specific actions or projects that the community should be prepared to complete. The completion of these actions and projects is consistent with the community’s policies, and therefore will help fulfill the comprehensive plan goals and objectives.

1. Update and amend the Elba Land Division ordinance to increase efforts to protect productive agricultural land.
2. Define productive agricultural land and prime agricultural soil as identified in Prime Ag soils and displayed in Map 5.1 and covered in LAND USE CODE.

5.22 Agricultural, Natural, and Cultural Resources Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Wisconsin Historical Society, Office of Preservation Planning (OPP)

Whether you need information concerning state or federal laws and regulations that may be applicable in your case, whether you need information on grassroots strategies for preserving and protecting historic properties, or whether you need information on how you may protect and

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preserve your own historic property the Office of Preservation Planning of the Wisconsin Historical Society can assist.

Wisconsin Farmland Preservation Program

The purpose of the program is to help preserve farmland through local planning and zoning, promote soil and water conservation, and provides tax relief to participating farmers. Farmers qualify if their land is zoned or if they sign an agreement to use their land exclusively for agricultural purposes. Public access is not required. Contact: County Land Conservation Department, Wisconsin Department of Agriculture, or Dodge County Land Resources and Parks Department.

Conservation Reserve Program (CRP)

Purpose is to reduce erosion, increase wildlife habitat, improve water quality, and increase forest land. Landowner sets aside cropland with annual rental payments based on amount bid. Practices include tree planting, grass cover, small wetland restoration, prairie and oak savannah restoration, and others. Eligibility varies by soil type and crop history. Land is accepted into program if bid qualifies. Continuous sign up open for buffers, waterways and environmental practices. Periodic sign-ups announced throughout the year for other practices. Ten year or 15-year contract if planting hardwood trees is required and it is transferable with change in ownership. Public access not required. Contact: USDA Natural Resources Conservation Service or Farm Service Agency, or County Land Conservation Department.

Wisconsin Glacial Habitat Program

This program focuses on establishing a patchwork of restored wetlands and grasslands in combination with croplands to provide all of the elements necessary for the life cycle of waterfowl, wild pheasants and non-game songbirds. The goals of the program are to establish 38,600 acres of permanent grassland nesting cover and restore 11,000 acres of wetlands within Columbia, Dodge, Fond du Lac and Winnebago Counties. In order to achieve these goals, the DNR is purchasing, as well as securing perpetual easements, on properties ranging in size from 10 acres up to a few hundred acres. Only those properties purchased by the state become public property and are open to public hunting.

6 Economic Development

6.1 Introduction

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

Economic issues affect residents within a community are addressed directly or indirectly in the comprehensive plan. Successful plans for economic development acknowledge the importance of:

- 1) Knowing your region’s economic function in the global economy
- 2) Creating a skilled and educated workforce
- 3) Investing in an infrastructure for innovation
- 4) Creating a great quality of life
- 5) Fostering an innovative business climate
- 6) Increased use of technology to increase government efficiency
- 7) Taking regional governance and collaboration seriously

6.2 Labor Force and Employment Status

Civilian Labor Force

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

**Table 6-1
Town of Elba Labor Force Comparisons**

Characteristics	Town of Elba	
	Number	Percent
Persons Age 16 or Over	865	%
Males	427	49.4%
Females	438	50.6%
In Labor Force	619	71.6%
Males	326	52.6%
Females	293	47.4%
Civilian Labor Force	619	---
Employed	609	98.3%
Unemployed	10	1.7%

Source: U.S. Census Bureau, American Community Survey 2022

Household Income

Table 6-2 displays the household income for the Town of Elba. The highest percentage (39.3 percent) of residents in the Town of Elba had a household income between \$100,000 to \$200,000. The next largest percentage (29.3 percent) of household income was \$50,000 to \$100,000. The median household income is \$105,417 and per capita is \$46,674.

Table 6-2: Household Income

Household income (Table B19001) [View table](#)

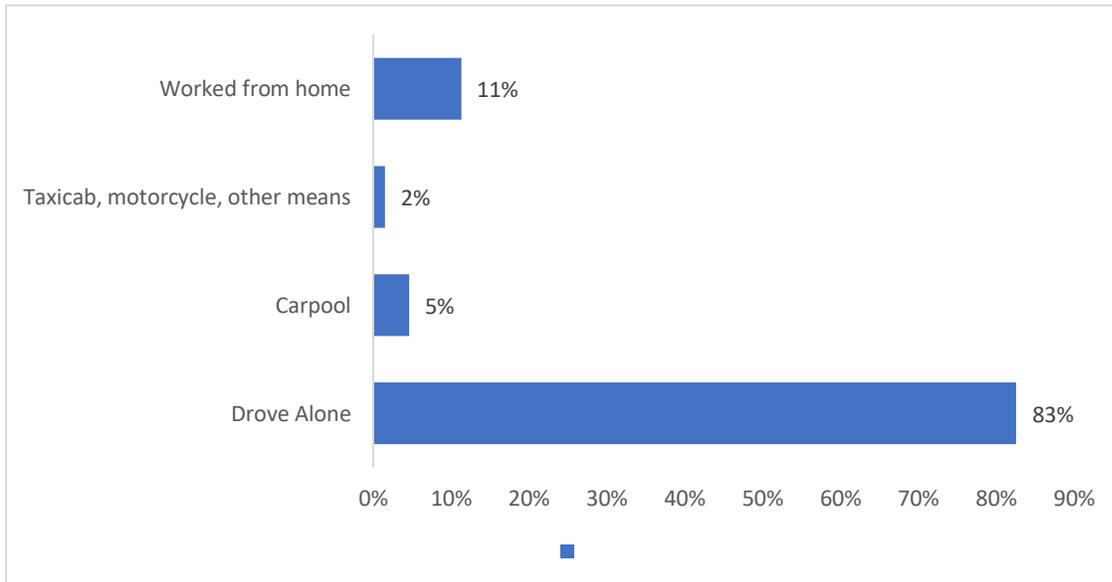
Column	Elba			
Under \$50K	19.2% [†]	±7.2%	83	±33.3
\$50K - \$100K	29.3% [†]	±6.7%	127	±34.4
\$100K - \$200K	39.3% [†]	±9.9%	170	±49.3
Over \$200K	12.2% [†]	±5%	53	±23

Source: U.S. Bureau of the Census, 2022 American Community Survey

Commuting to Work

The mean travel time to work for Town of Elba residents has increased to 31.1 minutes from the previous time of 23 minutes.

Means of Travel for Elba Residents



Source: U.S. Bureau of the Census, 2022 American Community Survey

6.3 Economic Base Analysis

Employment by Industrial Sector

Employment by industry within an area illustrates the structure of the economy. Recent state and national trends indicate a decreasing concentration of employment in the manufacturing sector while employment within the services sector is increasing. Table 6-3 displays the number and percent of employed persons by industry group in the Town of Elba for both 2012 and 2022. The educational, health and social services sector has supplied the most jobs (18.8 percent) and still supplies the most jobs, with the percentage up to 24.5 percent (2022).

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

Industry	T. Elba 2022		T. Elba 2012	
	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	32	5.3%	69	11.7%
Construction	65	10.7%	37	6.3%
Manufacturing	128	21%	93	15.8%
Wholesale trade	27	4.4%	20	3.4%
Retail trade	48	7.9%	63	10.7%
Transportation and warehousing, and utilities	18	3%	38	6.4%
Information	3	.5%	6	1.0%
Finance, insurance, real estate, and rental and leasing	34	5.6%	52	8.8%
Professional, scientific, management, administrative, and waste management services	30	4.9%	22	3.7%
Educational, health and social services	149	24.5%	111	18.8%
Arts, entertainment, recreation, accommodation and food services	10	1.6%	32	5.4%
Other services (except public administration)	34	5.6%	36	6.1%
Public administration	31	5.1%	11	1.9%
Total	609	100.0%	590	100.0%

Source: U.S. Bureau of the Census, 2022 American Community Survey & American Community Survey 2008-2012. Only includes persons age 16 and over.

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

Employment By Occupation

The previous section, Employment by Industrial Sector, described employment by the type of business or industry. Table 6-4 displays the estimated number of employed persons by occupation in Elba Township as of 2023.

Table 6-4: Employment by Occupation, Elba Township, 2023

Label	Estimate
Civilian employed population 16 years and over	643
Management, business, science, and arts occupations:	251
Service occupations:	45
Sales and office occupations:	176
Natural resources, construction, and maintenance occupations:	93
Production, transportation, and material moving occupations:	78

Source: American Community Survey, 5-Year Estimate, 2023

Agriculture Industry Analysis

Agriculture is an important economic force in the Town of Elba which includes many family-owned farms, related businesses, and industries that provide equipment, services, and other products farmers need to process, market, and deliver food and fiber to customers. The Town of Elba and Dodge County consistently rank among the top ten producers in the state for agricultural production. Every community in the county is economically influenced by the agriculture industry and will likely continue to be for the foreseeable future.

The Town of Elba has a long tradition of being recognized as a good agricultural town. Given the productive farm soils and relatively low density in the rural areas of the town, agriculture is considered a very vital component of the town’s local economy. On the other hand, Elba is also in the path of some residential development pressure. Preserving the opportunity for expansion agriculture will require continued tough decisions relative protecting the compatibility between both uses.

Environmentally Contaminated Sites for Commercial or Industrial Use

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

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

According to the BRRTS database, there are 5 environmentally contaminated sites listed in Elba Township. All of which are currently closed and have received a case closure letter from the WDNR.

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

6.4 Economic Development Trends

Over the next 20 years a number of economic trends are anticipated that will affect the existing economic base:

- ◆ The composition of the labor force will change due to a decrease in family size and the aging of the population.
 - ◆ Increases in automation, AI, and technology in manufacturing will change the existing manufacturing base and affect the labor force.
 - ◆ Tourism will likely increase as a factor in the economy.
 - ◆ The Town of Elba will continue to be a desirable place to live, and transportation improvements will increase the ability of individuals to work outside the Township, resulting in increased population.
 - ◆ The service-based sector of the economy will continue to grow, particularly health-related services, as the population ages.
-

6.5 Employment Forecast

An important feature of determining the economic health and future of the Town of Elba to determine the amounts and types of jobs currently available as well as to make predictions.

The Wisconsin Department of Workforce Development (WDWD) released information on the high growth occupations in South Central Wisconsin for the period of 2010-2020. The report shows that the three industries that are projected to add the most jobs from 2010-2020 are Management, Business, and Financial; Construction and Extraction; and Information and Technology. The industry with the highest percentage growth is projected to be Installation, maintenance and Repair.

The top five occupations in Wisconsin with the greatest expected job opening during the 2010-2020 time period are Cashiers; Combine Food Preparation and Serving Workers, Including Fast Food; Retail Salespersons; Waiters and Waitresses; and Registered Nurses. The five fastest growing occupations for 2010-2020 include: Carpenter Helpers; Bicycle Repairers; Cargo and Freight Agents; Glaziers; and Reinforcing Iron and Rebar Workers.

Update information in paragraphs to current information when released from WDWD.

6.6 Desired Business and Industry

Similar to most communities in Dodge County, the Town of Elba would welcome most economic opportunities that do not: (1) significantly alter or sacrifice the town's rural character; (2) require a disproportionate level of community facilities or services; (3) negatively impact the town's natural resources; and (4) complement the existing agricultural economy in the town.

The categories or particular types of new businesses and industries that are desired by the community are generally described in the goals, objectives, and policies. Typically, the supply of goods and services provided in a community is based on the demand created within and around that community. The Town of Elba will need to establish a review procedure that establishes the appropriate context for evaluating whether new commercial and industrial development opportunities are in the town's best interests. As an example, a proposed commercial use may bring new jobs and provide additional tax revenue. However, that same proposal may create a significant amount of run-off that may impact the surface water resources in the town. Consequently, the costs and benefits associated with such an opportunity should be evaluated ensuring all standards are met before any action is taken.

6.7 Strengths and Weaknesses

A determination of the strengths and weaknesses of the Town of Elba and its economy provide the basic planning steps for future economic development. Strengths should continue to be promoted and new development which fits well with these features should be encouraged. Weaknesses should be improved or further analyzed and new development which displays aspects similar to identified weaknesses should be discouraged. The economic strengths and weaknesses of the Town of Elba are as follows:

Strengths

- ◆ Good access to a major four lane highway.
- ◆ Location with direct access to Beaver Dam, Madison, Waupun and Fox Valley Cities.
- ◆ Affordable housing opportunities.
- ◆ Small town quality of life.
- ◆ Land available for economic growth.
- ◆ Strong established agricultural base.
- ◆ Large amount of productive agricultural land.

Weaknesses

- ◆ Limited revenue and financing options to support economic development.
- ◆ The town does not have its own water system to attract new commercial or industrial users who require the services.
- ◆ Lack of private and public partnership for promoting economic development.
- ◆ Decline in the agricultural industry.

6.8 Sites for Business and Industrial Development

Sites for business and industrial development within the Town of Elba are detailed on the *Future Land Use Map* representing Town of Elba and Dodge County. [Propose updates to map with opportunities that align with County Zoning updates.](#) (Appendix, Map 8-2)

6.9 Economic Development Goals and Objectives

The following are the goals and objectives developed by the Town of Elba regarding economic development.

Goal: Enhance and diversify the local economy consistent with other goals and objectives.

Objectives

1. Increase efforts to promote the unique features of the Town
2. Encourage industrial and commercial uses near the existing developed areas of Astico, Danville, and the City of Columbus.

Goal: Retain existing businesses and promote the Town of Elba to new businesses.

Objectives

1. Promote year-round recreational opportunities and tourism related business.
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2. Accommodate home-based businesses that do not significantly increase noise, traffic, odor, lighting, or would otherwise negatively impact the surrounding area, within compliance of county zoning regulations.
3. Increase Town of Elba involvement, where appropriate, in supporting local, county, and regional economic development groups.
4. Encourage the retention and creation of agricultural industry in the Town of Elba.
5. Support efforts that maintain agriculture as a major component of the local economy.

6.10 Economic Development Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Policies

1. Commercial and industrial development should be focused in or adjacent to current commercially zoned areas. Development in sanitary district may be limited due to flood plain restrictions.
 2. The Town of Elba should encourage Dodge County to promote local tourism by providing information about local businesses and area attractions such as the Astico County Park, encouraging local businesses to keep updated information online, i.e. existing food and entertainment facilities, roadside farm-to-table stands, and wedding venues. Social media currently provides easy access to updated information about attractions/businesses in the Town of Elba.
 3. The Town will encourage economic development that provides services determined to be valuable to the town.
 4. The Town should encourage efforts to maintain agriculture as a major component of the local economy.
 5. Future businesses and industrial development in the Town of Elba shall be reviewed to meet the requirements of the Dodge County LAND USE CODE.
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Recommendations

Recommendations are specific actions or projects that the community should be prepared to complete. The completion of these actions and projects is consistent with the community's policies, and therefore will help support the comprehensive plan goals and objectives.

1. Maximize State aids and seek federal and state grants to gain more Town of Elba revenue.
2. Partner with regional government agencies to recognize and resolve economic issues in the Town of Elba.

6.11 Economic Development Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

University of Wisconsin Extension – Dodge County

The purpose of the Community Resource Development Program (CRD), within the Dodge County UW-Extension, is to strengthen the ability of citizens, community and business leaders, and local government officials to identify and resolve crucial community needs and issues in three broad, interrelated areas--communities, natural resources, and economic development. For more information about Extension services visit www.uwex.edu/ces/cty/dodge.

Dodge County Economic Development Revolving Loan Program

The Dodge County Planning and Development Department operates a revolving loan program for local businesses and industry. The Revolving Loan Fund program provides low-interest loans for proposed projects that will create new jobs, help businesses maintain or expand existing operations, and advance the county's economic development goals and objectives. The Fund is intended to provide financial incentive for business and industries to invest in their own growth by providing "leverage". The funds, therefore, are meant to serve an important, secondary role to the private financing available. For further information contact the Dodge County Land Resources and Parks Department.

Wisconsin Agricultural Development Zone Program

An Agricultural Development Zone has been established in five south central Wisconsin counties, including Dodge County. Agricultural related businesses are eligible for tax credits that can be applied against their state income tax liability. These credits are based on the number of new jobs that you create, the wage level, and the benefit package that you offer. Businesses may also be eligible for a 3% capital investment credit for real and personal property and a credit equal to 50% of your eligible environmental remediation costs.

Community Development Block Grant for Economic Development (CDBG-ED)

The Wisconsin Department of Administration awards CDBG-ED funds to local governments which then loan the funds to a business. Funds are used to assist businesses with job creation or

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job retain for individuals with low and moderate incomes. When the business repays the loan, the community may retain the funds. These funds can then be utilized to finance additional economic development projects within the community. For more information contact the Wisconsin Department of Administration.
