

**TOWN OF FOND DU LAC  
FOND DU LAC COUNTY, WISCONSIN**



***2005 COMPREHENSIVE PLAN***

***December 2005***

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## **INTRODUCTION**

The Town of Fond du Lac began its comprehensive planning process in 1998. Recognizing that the Town was urbanizing and experiencing both residential and commercial growth at rapid rates, the Town Board saw the need for long term planning in the areas of land use, transportation, stormwater management, and public utility infrastructure.

The Town engaged the services of its consulting engineer, Ronald Cunzenheim of Excel Engineering (now associated with REC Engineering LLC) and its legal counsel, John St. Peter and Kathryn M. Bullon of Edgerton, St. Peter, Petak, Massey & Bullon (now Edgerton, St. Peter, Petak & Rosenfeldt), to work with the Town Board, Town residents and planning committees to determine what future development the Town could and should allow. A survey was prepared and circulated among all Town property owners to begin the planning process by seeking input from those who would be directly affected by the outcome. Based upon the initial survey results, various planning committees were formed to address individual aspects of a comprehensive plan.

Shortly after the Town began its planning process, the State of Wisconsin adopted what is commonly referred to as “Smart Growth” legislation. Smart Growth statutes require, among other things, that every municipality adopt a comprehensive plan, with elements as defined by statute, no later than 2010. Rather than face extensive updating and expansion of its plan shortly within a few years after initial completion, the Town decided to immediately address Smart Growth concepts and prepare from the outset a Comprehensive Plan document meeting those requirements.

Not unexpectedly, the planning process extended over a considerable period. As the planning continued, Census 2000 data started to become available and the decision was made to revise and update all portions of the Plan to incorporate the latest available Census data. Once that update was completed, the Town began the approval process for the draft Plan.

The Plan identifies current conditions in the Town and provides a roadmap for future development. It will guide the types and locations of development in the Town, while recognizing the need to preserve existing Town cultural, societal and property values. While the Town has invested considerable time and expense in preparing the Plan, it also recognizes that the Plan must be a living document, adaptable to changing and unforeseen conditions and periodically updated in its entirety.

## **A. ISSUES AND OPPORTUNITIES ELEMENT**

### **1. Objective of Element**

The purpose of the Issues and Opportunities Element of the Town of Fond du Lac's ("the Town") Comprehensive Plan is to identify the Town's overall goals and objectives, its vision for its future, and the background information relevant to the development and implementation of the Comprehensive Plan. Town officials, professional consultants and Town citizens worked together to identify issues, strengths, weaknesses, goals and objectives for the Town and its future.

### **2. Community Involvement**

The Town Board began the process of developing a comprehensive plan in late 1998. As an initial step, Town consultants Excel Engineering, Inc. prepared a survey which was sent to all Town property owners, seeking citizen input in the planning process. The results of the survey indicated that more than 60 percent of all respondents favored reasonable development within the Town. The need to plan for development underscored the need for a comprehensive planning document. A copy of the survey results is presented in Appendix A.

The Town proceeded with the planning process using the survey results as a guide. A number of citizen planning committees worked on different aspects of the planning process. These committees reviewed existing land and resource inventories, evaluated the Town's position in light of its resources, and identified visions, goals, objectives and strategies. The Committees' work is encompassed in this Plan. See Appendix B for a list of the Citizen Planning Committees.

### **3. General Town Overview**

The Town comprises approximately 20.93 square miles and is located in central Fond du Lac County ("the County"). It abuts the City of Fond du Lac ("the City") on the City's east, south and west sides. Part of the eastern boundary of the Town abuts Lake Winnebago. An intergovernmental agreement between the Town and the City identifies growth areas for each of the parties and places much of the eastern portion of the Town within the City's growth area (Intergovernmental Agreement the City of Fond du Lac and the Towns of Fond du Lac, Empire, Taycheedah and Friendship, "the 1996 Agreement"). Undeveloped areas in the western and southern portions of the Town are reserved as Town growth areas, and the Town is focusing its new infrastructure planning and new capital expenditures in these areas.



#### **4. Land Use**

At one time, the Town was primarily agricultural, with most residential development confined to the shores of Lake Winnebago. However, as the City expanded outward, the character of the Town changed dramatically and it is now considered an “urban town,” with large areas of relatively dense residential and commercial development and few large tracts of working farmland. With the annexation of the Mercury Marine manufacturing facility in 2003 pursuant to a prior negotiated court order, the Town has no large manufacturing or industrial facilities within its boundaries. It does have growing commercial/retail areas of development on its West side along the State Highway 23 corridor and along a portion of the frontage road adjacent to the U.S. Highway 41 corridor.

#### **5. Town Population and Trends.**

The Town’s estimated population based upon 2000 census data was 2,027. The Town’s population has shown a decline over the previous twenty years, due in large part to annexations to the City. The Town’s population has begun to show some growth over the past couple of years and is likely to continue to grow as a result of the municipal boundary stability created under the 1996 Agreement. The Town has entered into a similar agreement with the Village of North Fond du Lac (“the 1997 Agreement”), further stabilizing its boundaries and fostering population growth. Historical population trends are summarized in Exhibit 1.

#### **EXHIBIT 1 POPULATION TRENDS 1940 - 2003**

Year	Town of Fond du Lac	City of Fond du Lac	Combined City and Town	Fond du Lac County
1940	1,809	27,209	29,018	62,353
1950	2,741	29,936	32,677	67,829
1960	3,851	32,719	36,570	75,085
1970	3,896	35,515	39,411	84,567
1980	3,001	35,863	38,864	88,964
1990	2,310	37,755	40,065	90,083
2000	2,027	42,203	44,230	97,296
2002	2,113	42,619	44,732	98,589
Percent change 2000-2002	4.24	0.99	5.23	1.33

Source: U.S. Census: 1940, 1950, 1960, 1970, 1980, 1990 and 2000; Official Population Estimates, Wisconsin Department of Administration, 2002.

## **6. Town Population Projections.**

Exhibit 2 contains Fond du Lac County population estimates by MCD beginning with the 2000 census through 2030.

### **EXHIBIT 2 POPULATION PROJECTIONS 2000-2030**

<b>Year</b>	<b>Town of Fond du Lac</b>	<b>City of Fond du Lac</b>	<b>Fond du Lac County</b>
2000	2,027	42,203	97,296
2004	2,306	42,865	99,608
2005	2,337	43,273	100,507
2010	2,457	44,619	103,385
2015	2,578	45,918	106,140
2020	2,700	47,210	108,867
2025	2,813	48,306	111,128
2030	2,917	49,204	112,925

Source: East Central Wisconsin Regional Planning Commission

The projections for the Town, however, are based upon historical figures that display decades of loss of town population to annexations that were brought about in large part by the lack of sewer service and boundary agreements with the City. With its municipal boundaries stabilized and extensive public sewer systems (and in some areas, a public water system) available to serve areas of more dense growth, the Town believes that its future growth rate will more closely mirror that of the City and the County.

## **7. Town Population by Age**

The median age of the Town's population in 1990 was 37.1 years, higher than the median age in the County and State, 33.4 and 32.9 respectively (Exhibit 3). Working age people (ages 20-64) accounted for 62.69%, or more than half, of the Town's population in 1990, and 19.89% were between 5 and 19 years of age. People over age 65 comprised 12.26% of the Town's population in 1990.

**EXHIBIT 3**  
**POPULATION BY AGE**  
**1990**

Age Group	Town of Fond du Lac		Fond du Lac County		Wisconsin	
	Number	Percent	Number	Percent	Number	Percent
Under 5 Years	119	5.16%	6,355	7.05%	360,730	7.37%
5- 19 Years	459	19.89%	20,904	23.21%	1,077,179	22.02%
20-64 Years	1,447	62.69%	50,166	55.69%	2,802,639	57.29%
65+ Years	283	12.26%	12,658	14.05%	651,221	13.31%
Total	2,308	100.00%	90,083	100.00%	4,891,769	100.00%
Median Age	37.1		33.4		32.9	

Source: U.S. Census: 1990.

By 2000, the median age of the population in the Town had advanced by 4.5 years, the County, 3.5 years and the State, 3.1 years (Exhibit 4). The Town's median age continues to be higher than that of either the County or the State.

**EXHIBIT 4**  
**POPULATION BY AGE**  
**2000**

Age Group	Town		County		State	
	Number	Percent	Number	Percent	Number	Percent
Under 5	86	4.2	5,851	6.0	342,340	6.4
5-19	459	22.6	21,748	22.4	1,189,753	22.2
20-64	1,189	58.7	55,755	57.4	3,129,029	58.4
65+	293	14.4	13,942	14.4	702,553	13.1
Total	2,027	100.0	97,296	100.0	5,363,675	100.0
Median	41.6		36.9		36.0	

Source: U.S. Census: 2000.

Between 1990 and 2000, all jurisdictions (Town, County and State) saw a slight decline in their under-5 population, and the County and State saw its remaining population groups remain level as well (generally within 1-2 percentage points). The Town showed a higher increase in its school age population (2.71%, compared to a .81% decrease for the County and a .18% increase for the State) and a significant decrease in its working age population (3.99% decrease, compared to County and State increases of 1.71% and 1.11%, respectively), while its elderly population showed a larger increase at 2.14% than either the County (.35% increase) or the State (.21% decrease).

## 8. Educational Levels

Changes in the form of census data questions and data production make precise comparisons difficult, but on the whole Town residents appear to be slightly better educated than the average County or State resident, and except for a small decrease in the percentage of high school graduates, are somewhat better educated as a population group than they were at the time of the 1990 census. Exhibits 5 and 6 illustrate the educational attainment levels in 1990 and 2000, and the changes that have taken place between those years, at the Town, County and State levels.

### EXHIBIT 5 EDUCATIONAL ATTAINMENT 1990

	Town of Fond du Lac		Fond du Lac County		Wisconsin	
Attainment Level	Number	Percent	Number	Percent	Number	Percent
Less than 9th Grade	157	10.14%	6,416	11.30%	294,862	9.53%
9-12 Grade, No Diploma	178	11.50%	6,352	11.19%	367,210	11.87%
High School Graduate	613	39.60%	24,259	42.74%	1,147,697	37.09%
College						
1 - 3 Years	235	15.18%	12,174	21.45%	735,487	23.77%
4 Years or More	365	23.58%	7,563	13.32%	548,970	17.74%
Total 25 Years and Over	1,548	100.00%	56,764	100.00%	3,094,226	100.00%

Source: U.S. Census: 1990

### EXHIBIT 6 EDUCATIONAL ATTAINMENT 2000

	Town		County		State	
Level	Number	Percent	Number	Percent	Number	Percent
Less than 9 <sup>th</sup> grade	29	2.1	3,635	5.7	186,125	5.4
9-12 <sup>th</sup> , no diploma	114	8.3	6,391	10.1	332,292	9.6
High School Grad	525	38.1	25,479	40.1	1,201,813	34.6
Some college, no diploma	232	16.8	12,097	19.0	715,664	20.6
Associate Degree	227	16.5	5,231	8.2	260,711	7.5
Bachelor's Degree	169	12.3	7,617	12.0	530,268	15.3
Graduate/Prof. Degree	83	6.0	3,048	4.9	249,005	7.2
% High School Grad or higher		89.6		84.2		85.1
% Bachelor's Degree or higher		18.3		16.9		22.4

Source: U.S. Census: 2000.

Five percent more Town residents than County residents as a whole are graduates of high school or beyond, and town residents exceed State residents by over 4 percent in this category. The Town has a slightly higher percentage of college graduates than the County as a whole, but lags behind the State by just over 4 percent.

## 9. Household Income

Like the County and State, the Town's median income levels have been steadily rising over the last several decades. Additionally, the Town's income levels are rising faster and higher than the County and State medians, as illustrated by Exhibit 7.

### EXHIBIT 7 COMPARATIVE INCOME CHARACTERISTICS 1989 AND 1999

		1989			1999	
	Town	County	State	Town	County	State
Median Household Income	\$33,707	\$29,441	\$29,442	\$58,281	\$45,578	\$43,791
Median Family Income	\$39,452	\$34,257	\$35,082	\$65,089	\$53,325	\$52,911
Per Capita Income	\$15,333	\$12,574	\$13,276	\$29,070	\$20,022	\$21,271

Source: U.S. Census: 1990 and 2000.

In 1989, the Town's median household income was 13 percent higher than that of the County or State; by 1999, it had risen to 22 percent higher than the County and 25 percent higher than the State. Similarly, Town per capita income exceed County and State figures by 18 and 14 percent, respectively, in 1989 and those figures rose to 32 and 27 percent, respectively, by 1999.

Between 1989 and 1999, the Town's median household income increased 72 percent to \$58,281. The County and the State experienced slightly slower income growth, increasing 54 percent and 48 percent respectively. On a per capita basis, the Town's income also increased at a faster rate than either the County or the State (89 percent compared to 59 and 60 percent, respectively).

The Town had fewer families and individuals of all ages below the poverty level in 1999 than either the County or the State (Exhibit 8).

**EXHIBIT 8  
POVERTY STATUS  
1999**

	<b>Town</b>		<b>County</b>		<b>State</b>	
	Number	Percent	Number	Percent	Number	Percent
Below Poverty Level						
Families	19	3.4	900	3.5	78,188	5.6
Families with Children under 18	12	4.6	642	5.1	61,837	8.8
Individuals	81	4.1	5,471	5.8	451,538	8.7
Individuals with related children under 18	19	3.9	1,350	5.7	143,963	10.8
Individuals over 65	17	6.2	1,069	8.2	49,245	7.4

Source: U.S. Census: 2000.

## **10. Housing Stock**

According to the 2000 census, there were 840 total housing units in the Town, 789 of which were occupied, 51 were vacant and 8 were seasonal. Owner-occupied housing represented 86.6 percent of the Town's total housing stock, with renter-occupied units comprising 13.4 percent. The vacancy rate for owner-occupied units was 1.3 percent, with a 13.1 percent vacancy for rental units. The average household size was 2.58 persons for owner-occupied housing and 2.49 for renter-occupied units.

## **11. Employment**

The majority of Fond du Lac County residents work in manufacturing, management/professional, sales/office or production/transportation occupations. In 2000, approximately 34 percent of the Town's employed residents worked in management/professional occupations, 25 percent were employed in manufacturing occupations, and 22 percent were employed in production/transportation occupations. Approximately 82 percent of the Town's working residents were employed within Fond du Lac County.

## **12. Transportation**

The Town is well served by both state and federal highways. USH 41 runs north and south through the western portion of the Town; STH 23 runs east to west through the northern portion of the Town; USH 45 runs southeast to northwest through the Town; USH 151 runs in a southwest to northeast direction through the Town; and STH 175 runs in a south to northwest direction through the Town. In addition, the Town has is served by numerous County roads, highway frontage roads, Town rural roads and subdivision roads. The Town has an active annual maintenance program for all roads under its jurisdiction. The Town has no general mass transit system, but specialty transit systems are available for the elderly and the disabled on a for-hire basis.

## **13. Goals and Objectives**

The following goals and objectives were identified during the planning process:

**A. Goal:** Preserve prime farmland.

**Objective:** Maintain the most productive farmland for agricultural production and other agricultural uses.

**Recommendation:** Identify areas of prime agricultural production and utilize zoning and subdivision ordinance controls to minimize development in those areas, working with the landowners to ensure that their wishes and needs are also being addressed.

**B. Goal:** Control the type, amount and location of new development.

**Objective:** Maintain orderly residential development in the Town and minimize land use conflicts.

**Recommendation:** Use the Zoning, Special Use Permit, Variance and Land Use Planning processes to:

Discourage the location of conflicting land uses adjacent to one another;

Control the location of industrial development in the Town; and

Control the location of commercial development.

**C. Goal:** Preserve the integrity of environmental resources in the Town.

**Objective:** Discourage development in wetland and floodplain areas. Protect the Town's water resources.

**Recommendations:** Strictly enforce Town wetland regulations and actively cooperate with enforcement of County and State regulations. Continue to seek and enforce ways to protect Town residents from adverse impacts on Town groundwater supplies and private wells.

**D. Goal:** Encourage cooperation between the Town and the County, adjoining Towns, the Village of North Fond du Lac and the City when making land use decisions.

**Objective:** Promote joint planning of areas along the Town's boundaries. Promote joint planning of county and state facilities within the Town's boundaries.

**Recommendation:** Continue to build upon the foundation created by the existing intergovernmental agreements, and explore the possibility of regular meetings to discuss mutual land use and planning issues.



## **B. HOUSING ELEMENT**

### **1. Objective of Element**

The purpose of the Housing Element is to provide information on the current housing situation in the Town, and to plan for future housing needs based upon the Town's goals, its population trends and projections, and the need to provide suitable housing for varied age and income groups.

### **2. Types of Housing Units**

Single family residential units comprise the vast majority, 83 percent, of the Town's housing stock. This is somewhat higher than the County's 72.7 percent figure for single family housing. The Town has no housing stock of more than 4 residential units. Developer proposals to construct multifamily housing have sometimes met with opposition from neighboring Town residents.

### **EXHIBIT 9 TOTAL DWELLING UNITS BY STRUCTURAL TYPE 2000**

	<b>Town</b>		<b>County</b>	
Structural Type	Number	Percent	Number	Percent
Single Family Units	672	83.0	28,543	72.7
2 Units	52	6.4	2,841	7.2
3 or 4 Units	18	2.2	1,209	3.1
5 to 9 units	0	0	1,850	4.7
10 to 19 units	0	0	1,216	3.1
20 or more units	0	0	1,608	4.1
Mobile Home	68	8.4	1,996	5.1
Boat, RV, van, etc.	0	0	8	0.0
Total Housing Units	810		39,271	

Source: U.S. Census: 2000

### **3. Age of Dwelling Units**

The Town's housing stock is generally somewhat newer than that of the County or the State, with a noticeable decline in new housing units during the 1980's, the height of annexations of Town property to the City.

**EXHIBIT 10**  
**OCCUPIED DWELLING UNITS BY AGE**  
**2000**

	<b>Town</b>		<b>County</b>		<b>State</b>	
Year Built	Number	Percent	Number	Percent	Number	Percent
1999 to March 2000	36	4.4	637	1.6	50,735	2.2
1995 to 1998	71	8.8	3,074	7.8	170,219	7.3
1990 to 1994	42	5.2	2,674	6.8	168,838	7.3
1980 to 1989	38	4.7	3,534	9.0	249,789	10.8
1970 to 1979	173	21.4	6,116	15.6	391,349	16.9
1960 to 1969	127	15.7	4,032	10.3	276,188	11.9
1940 to 1959	197	24.3	7,342	18.7	470,862	20.3
1939 or earlier	126	15.6	11,862	30.2	543,164	23.4
Total Housing Units	810		39,271		2,321,144	

Source: U.S. Census: 2000.

#### **4. Occupancy Status**

Occupancy status reflects the utilization of available housing stock. Among the total number of housing units, there are renter-occupied, owner-occupied and various classes of vacant units, including those available for sale or rent and those that are seasonal, migrant (held for occasional use or others not regularly occupied on a year-round basis). Vacancy rates for both owner-occupied and rental housing have increased slightly over the last decade in the Town and the County, with rental vacancies increasing at a greater rate than owner-occupied housing. Exhibit 11 illustrates changes in occupancy status in the Town and County between 1990 and 2000.

**EXHIBIT 11**  
**1990 - 2000**  
**OCCUPANCY STATUS**

	<b>1990</b>		<b>1990</b>		<b>2000</b>		<b>2000</b>	
	<b>Town</b>		<b>County</b>		<b>Town</b>		<b>County</b>	
<b>Occupancy Status</b>	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Housing Units	876	100.00	34,548	100.00	840	100.0	39,271	100.0
Occupied Units	846	96.58	32,644	94.49	789	93.9	36,931	94.0
Owner-occupied	698	79.68	23,427	67.81	683	86.9	26,940	72.9
Renter-occupied	148	16.89	9,217	26.68	106	13.4	9,991	27.1
<b>Vacant Units</b>	30	3.42	1,904	5.51	51	6.1	2,340	6.0
For Rent	5	0.57	446	1.29	16	1.90	830	2.11
For Sale Only	6	0.68	199	0.58	9	1.07	348	0.88
Seasonal/Recreation	8	0.91	862	2.50	8	0.95	573	1.45
All other vacant	11	1.26	397	1.15	12	1.42	396	1.00
<b>Vacancy Rates</b>								
Homeowner		0.86%		0.85%		1.32%		1.29%
Rental		3.38%		4.84%		15.1%		8.30%

Source: U.S. Census: 1990 and 2000.

Note: The above Town housing unit number conflicts with other housing exhibits due to conflicting data provided by the U.S. Census.

The majority of housing units in the Town are owner-occupied, and that figure increased from 1990 (79.68%) to 2000 (86.9%). The County experienced a similar increase (67.81% to 72.9%), although the Town continues to have a significantly higher percentage of owner-occupied housing than the County averages.

## **5. Vacancy Status**

Vacancy status is an indicator of the availability of housing. Generally, vacancy rates lower than 1.5 percent for owner-occupied units and 5 percent for rental units indicate that housing is in short supply. As shown by Exhibit 11, in 1990 the Town had an inadequate number of housing units for sale and an inadequate number of rental units. By 2000, the number of housing units was closely approaching the adequate mark, and available rental units exceeded the 5 percent benchmark.

## **6. Housing Stock Value**

The median value of the Town's owner-occupied housing is considerably higher than Fond du Lac County as a whole, and the Town also has a greater concentration of units in the higher ranges (\$100,000 and greater).

**EXHIBIT 12**  
**OWNER OCCUPIED HOUSING STOCK VALUE**  
**2000**

	<b>Town</b>		<b>County</b>	
Housing Value	Number	Percent	Number	Percent
Less than \$50,000	6	1.3	781	3.5
\$50,000 to \$99,000	74	15.5	10,068	45.7
100,000 to \$149,000	194	40.6	6,904	31.4
\$150,000 to \$199,000	127	26.6	2,742	12.5
\$200,000 to \$299,000	63	13.2	1,137	5.2
\$300,000 to \$499,000	14	2.9	320	1.5
\$500,000 to \$999,000	1	0.0	46	0.2
\$1,000,000 or more	0	0.0	15	0.1
Median (dollars)	142,100		101,000	

Source: U.S. Census: 2000.

In 2000, the median housing value was \$142,500 for owner-occupied units in the Town (Exhibit 12). This was about 29 percent higher than the \$101,000 County median value. Approximately 16.8 percent of the homes in Town were valued less than \$99,000, compared to 49.2 percent of housing units for the County as a whole. This would indicate a healthy stock of housing with limited depressed housing.

## **7. Housing Conditions**

Housing conditions are generally good within the Town. Census data used for determining housing conditions includes units lacking complete plumbing facilities and overcrowding. Complete plumbing facilities include hot and cold piped water, flush toilet and a bathtub or shower. Housing units are classified as lacking complete plumbing facilities when any of the three facilities are not present. 2000 census data shows only 2 housing units in the Town lacking complete plumbing facilities, and only 8 units lacking complete kitchen facilities. Another measure of housing conditions is occupancy levels. Overcrowding is defined as more than one person per room in a dwelling unit. Again, 2000 census data identifies no housing units with more than 1 occupant per room.

## **8. Household Size**

Household size is a determinant of future demand for housing. Declining household size generally indicates a need for more housing units, even if there is no general growth in population. By 2000, the Town's average household size had dropped to 2.55 and the County's had declined to 2.52 (Exhibit 13). Exhibit 13 shows the number of persons per household in the Town and County. By 2000, the share of one and two person households in the Town had increased somewhat to 60 percent.

**EXHIBIT 13**  
**PERSONS PER HOUSEHOLD – OWNER-OCCUPIED**  
**2000**

	<b>Town</b>		<b>County</b>	
Household Size	Number	Percent	Number	Percent
1 Person	124	18.2	4,849	18.0
2 Person	291	42.6	10,228	37.9
3 Person	93	13.6	4,510	16.7
4 Person	117	17.1	4,519	16.8
5 Person	42	6.1	2,023	7.5
6 Person	14	2.0	622	2.3
7 or more Persons	2	0.3	203	0.8
Total	683		26,954	
Average	2.67		2.71	

Source: U.S. Census: 2000.

The Town's population projections together with the declining persons per household will result in the need for additional housing units in the Town. It is anticipated that the number of needed housing units will increase to between 1,085 and 1,100 by the year 2020.

**EXHIBIT 14**  
**PROJECTED PERSONS PER HOUSEHOLD**  
**2000-2020**

	<b>Historic</b>	<b>Estimate</b>	<b>East Central Projection</b>				
	1990	1995	2000	2005	2010	2015	2020
<b>Town of Fond du Lac</b>	2.73	2.68	2.62	2.56	2.49	2.44	2.22

Source: East Central Wisconsin Regional Planning Commission

### **13. Goals and Objectives**

**A. Goal:** Provide an adequate supply of housing for Town residents.

**Objective:** Encourage housing development in a range of prices and sizes for persons and families of different means.

**Recommendation:** Use the zoning, subdivision and land use processes to encourage developers to plan a broader range of housing development styles and price ranges.

**B. Goal:** Appropriately locate various types of housing.

**Objective:** Preserve values of existing housing, protect values of future housing and provide for adequate and appropriate buffering, transportation, recreation, and land use planning for a mix of housing styles within a single area.

**Recommendation:** Use the zoning, subdivision, special use permit and land use codes and processes to require appropriate buffers as needed between single and multi-family land uses, transportation and park or open space planning for more densely planned subdivisions or multi-family uses, and other planning and land use mechanisms as may be necessary to achieve the objective.

## C. TRANSPORTATION ELEMENT

### 1. Objectives of this Element

The purpose of this Element of the Plan is to identify existing highways and transportation elements within the Town, and plan for future transportation needs in light in anticipated growth and development within the Town and areas surrounding the Town. Planning for the future must take into consideration not only the Town's planned growth and its roadways, but growth of abutting jurisdictions, and other transportation plans that apply to roads.

### 2. Road Classification System

The Town's transportation system consists of principal and minor arterials, major and minor collector streets, and local roads. Streets and highways are classified according to their primary function, either to move vehicles or to serve adjacent land. Arterials accommodate the movement of vehicles, while local roads are designed to provide direct access to individual parcels of land. Collectors serve both local and through traffic by providing a connection between arterials and local roads. Facilities classified under the Federal Aids Secondary System (County trunks and State highways) qualify for federal aid for capital projects involving construction, reconstruction or repair. State highway aids are available to all communities for construction and maintenance on the basis of lane mileage.

### 3. Principal Arterials

USH 41, STH 23, and USH 151 are principal arterials lying within the Town. Traffic volumes on these roadways are as follows:

<b>Arterial</b>	<b>Average Daily Traffic</b>
USH 41	25,000 to 30,000
USH 151	9,00 to 13,000
STH 23	7,000 to 7,500

### 4. Minor Arterials

Minor arterials provide mobility for through traffic. USH 45 and STH 175 are minor arterials. Traffic volumes on these roadways are as follows:

<b>Minor Arterial</b>	<b>Average Daily Traffic</b>
USH 45	2,100 to 4,500
STH 175	1,400 to 4,000

## 5. Major and Minor Collectors

Major and minor collectors typically provide access between local roads and both the principal and minor arterials. The Town contains several major and minor collectors.

CTH T, Esterbrook Road, and CTH V are major collectors within the Town. Traffic volumes on these roadways are as follows:

Major Collectors	Average Daily Traffic
CTH “ T”	2,500 to 3,000
CTH “V”	2,500 to 4,000
Esterbrook Road	1,500 to 2,000

Hickory Road is an example of a minor arterial. The remaining roads in the Town are local roads and provide access to residential, commercial and industrial uses within the Town.

## 6. Airport Facilities

The Town is served by the Fond du Lac County Airport, which is located partly within the Town and partly within the City. The airport is operated by Fond du Lac County and is able to accommodate small corporate jets and private propeller-driven airplanes. In addition, the area is served by Outagamie County Regional Airport located approximately 45 miles to the north in Appleton and Brown County Regional Airport located approximately 65 miles to the north in Green Bay, both of which are served by several commercial airlines and cargo carriers. General Mitchell Field, a major international airport located in Milwaukee, approximately 70 miles to the south, is also available to serve the area. Finally, there is a regional airport (Dane County Regional Airport) located in Madison, approximately 70 miles to the southwest.

The Town has recently amended its subdivision ordinance to require developers to add covenants requiring avigation and noise easements from each new lot created with the Wisconsin DOT—Bureau of Aeronautics height restriction zone.

## 7. Railroad Transportation

The Village of North Fond du Lac (“the Village”), which abuts the Town to the north, is a major hub for the Canadian National Railroad (“CN”). The Village has been a major railroad hub for many decades, with the CN being the latest owner of facilities that have served area since before 1900. Most industries and manufacturers in the area have their own rail sidyards for direct rail service. In addition, the rail industry is a major local employer.



## **8. Mass Transit Facilities**

Currently, there are no accommodations for mass transit in the Town. Transit service is provided by Fond du Lac Area Transit within the City and under contract with the Village. However, no bus lines extend into the Town. There is a rural demand responsive service available throughout Fond du Lac County to all rural residents age 55 and over and to persons of all ages that are disabled. The service is known as Handi-van and is provided by Fond du Lac County Senior Services. Due to the amount of area covered by the Town, it is not likely that it will be economically feasible to provide regularly-scheduled mass transit services in the foreseeable future.

## **9. Pedestrian/Bicycle Facilities**

There are two existing bicycle/pedestrian facilities within the Town. The Wild Goose Trail occupies an abandoned rail line and extends from the south side of the City to Clyman Junction. The Peebles Trail was built by the County along a similar abandoned rail corridor in the northeast portion of the Town. The Peebles Trail will connect Lakeside Park in Fond du Lac with St. Peter in the Town of Taycheedah. A third trail, the Prairie Trail, is planned for inclusion in the USH 151 Bypass project. There is also the former FVW line coming into Fond du Lac from Eden. If this line is abandoned, the County would like to convert it to a recreation trail.

## **10. Other Plans That Apply in the Town**

Other transportation plans that have application in the Town include:

- East Central Wisconsin Regional Planning Commission Regional Transportation Plan, as to regional transportation planning;
- City of Fond du Lac Official Map, as to coordination of future streets and roads in abutting boundary areas;
- Village of North Fond du Lac Official Map, as to coordination of future streets and roads in abutting boundary areas;
- Fond du Lac County Highway Improvement Plans, as to repairs and improvements to County roads located in the Town; and
- Wisconsin State Highway Plan 2020, as to improvements to State highways in the Town.
- Fond du Lac County Airport 6-Year Capital Improvement Plan.
- Metropolitan Planning Organization, which was created to conduct long-range planning regarding transportation and land use projects that receive state and federal funding.



## **12. Goals and Objectives**

**A. Goal:** To maintain the Town's road system in a good and safe driving condition.

**Objective:** Maintain an updated inventory of Town roads and their condition and establish a long-term, rotating maintenance, repair and improvement plan.

**Recommendation:** Continue to use the PASER system to improve the Town's road inventory. Prepare the DOT-sanctioned 5-year capital improvement plan for maintenance and repair of roads.

**B. Goal:** Plan transportation needs to serve future commercial and residential development.

**Objective:** To provide adequate roadways to meet traffic flow and safety needs, including reasonable rural pedestrian traffic needs, for both commercial and residential growth.

**Recommendation:** Use zoning ordinance, land use review and subdivision processes to ensure compliance with the Town's Official Map and carefully review new developments and subdivisions in light of road and traffic needs. Continue to work with City and County on long-range transportation planning.

**C. Goal:** Promote commercial development along the STH 23 corridor.

**Objective:** Avoid unnecessary traffic congestion and developer cost burdens that hamper development along STH 23.

**Recommendation:** Work with the City, County, and State to attempt to find cost-effective solutions to necessary highway improvements that will permit development to occur and at the same time promote the safe flow of through traffic, without unduly burdening any single party with the improvement costs.

## **D. UTILITIES AND COMMUNITY FACILITIES ELEMENT**

### **1. Objectives of this Element**

The purpose of this element is to identify existing utilities and community facilities located within or available to service the Town, and to use this information as a guide to planning for future facilities as needed to serve anticipated growth in the Town.

### **2. Municipal Sanitary Sewer Service**

The most densely developed areas of the Town have municipal sanitary sewer service available through three town sanitary districts: Town of Fond du Lac Sanitary District #2 (“TSD#2”), Town of Fond du Lac Sanitary District #3 (“TSD#3”) and Town of Fond du Lac Sanitary District #4 (“TSD#4”). The Districts provide wastewater collection and billing services for their customers. Wastewater is transported to the City’s Regional Wastewater Treatment Plant for treatment. Pursuant to the 2000 Wastewater Agreement between the City and all Plant-connected entities, the Districts have guaranteed reserved capacity in the Plant and for as long as they are dependent upon the Plant for their treatment needs.

TSD#2 lies along Winnebago Drive (USH 151) in the northeastern portion of the Town. It abuts the Town of Taycheedah on the east, Lake Winnebago on the north, the City on the west and City Growth Area on the south. The Town Board originally formed the District to resolve water quality problems in the low-lying lands adjacent to Lake Winnebago. The District is landlocked and will not experience significant additional growth. Any extension of new sewer lines is primarily for infill of unsewered areas already within the District. A portion of the District lies within City Growth Area under the 1996 Agreement and, therefore, the District cannot expand into these areas. The District is primarily residential, with a few retail businesses.

The District’s interceptor sewer is an integral part of the sanitary sewer system for the entire Lake Winnebago east shore system from the Town of Fond du Lac to the Town of Calumet. The interceptor, and the District’s Luco Road sanitary lift station, provide the main connection to the Regional system connecting to the Treatment Plant. The District is a Category III Designated Management Agency, meaning that it has the right to construct and maintain a sanitary sewer collection system.

TSD#3 lies on the west side of the Town, predominately west of USH 41, south of STH 23 and east of Town Line Road. The Town Board originally formed the Sanitary District to preserve its commercial growth area in the Highways 23/41 corridors. Due to its commercial STH 23 frontage, this District has the highest potential for growth. In addition to the commercial growth, the western portions of the District have recently experienced significant residential growth. This existing and anticipated growth led the Town to provide both sanitary sewer and municipal water service to this area. The District is also a Category III Designated Management Agency.

TSD#4 was originally located along the south and east boundaries of the City. Numerous annexations to the City fragmented the District. Pockets of the District now lie along Pioneer Road, CTH “V”, Division Street and USH 45. Portions of those fragments lie within the City Growth Areas. That portion of the District located along USH 45 can and likely will expand sometime in the future. The District is exclusively residential. It is anticipated that any growth will likewise be predominately residential in nature. The District is a Category III Designated Management Agency.

### **3. Water Supply**

In 1996 the Town constructed a public water supply system to provide municipal water service to the TSD#3 area. The Town entered into an intergovernmental agreement with the Village, which sells the water to the Town at its regular rate plus a 10% surcharge. The Town contracts with the Village for 24-hour on-call emergency services and annual maintenance services. An 8-inch main extends from the Village southerly along Esterbrook Road to STH 23. The main extends both east and west along STH 23, and provides service to Town properties along Rolling Meadows Drive, as well as subdivisions along Esterbrook Road and Forest Avenue. The water system has sufficient volume and pressure to provide for both residential consumption and residential fire flows. However, to provide for an added measure of protection for commercial fire protection needs, the Town has installed a booster pump system to boost pressure for emergency fire flow needs.

Currently, all other water service in the Town is provided by private, onsite wells, although a study completed by Excel Engineering, Inc. indicates that it would be a relatively simple project to provide similar water service to Town residents living in TSD#2. To date there has no been public interest in having such a system available.

#### **4. Stormwater Management**

The Town currently relies on open ditches and natural waterways facilitate drainage. The Town lacks natural topography that lends itself to resolving drainage issues. Therefore, the Town has adopted and strictly enforces a comprehensive stormwater management and erosion control ordinance. The ordinance requires that post-development runoff not exceed predevelopment rates and that all stormwater retention be handled onsite. The ordinance applies to all commercial developments. Similar requirements apply to residential subdivision developments. To date, the present policies and ordinances have served well to manage the Town's growth. However, continuing development pressures will require more sophisticated planning and control measures.

#### **5. Sanitary Waste Disposal**

The Town currently has no Town-wide waste pickup. The Town Board has asked Town residents on more than one occasion whether they would like solid waste collection furnished as a Town service. To date residents have said that they prefer to provide for this service on an individual contracted basis. Since this practice has not produced any known problems the planning committee sees no reason to force an unwanted service on Town residents. The Town does provide recycling pickup.

#### **6. Police Service**

Police service in the Town is provided by the Fond du Lac County's Sheriff's Department. The planning committee considered the existing level of service to be adequate, given the small population of the Town.

#### **7. Fire Department**

The Town of Fond du Lac Volunteer Fire department provides primary fire service. The First Responder Program is a new function for the Fire Department. The purpose of this program is to enhance the response on emergency medical calls. The Town has mutual aid agreements with many of the surrounding Towns, the Village of North Fond du Lac and City of Fond du Lac. Ambulance service is provided through contracts by the City and by the Village, each in certain areas of the Town.

The Town has two fire stations. One is located near Prairie Road and Winnebago Drive, the other at the Town Hall on Pioneer Road. Consideration has been given to the relocation of the existing fire stations. The planning committee deemed the location of the northeasterly station appropriate, however the location of the southerly station was deemed inappropriate.

One concern committee members expressed was the location of the existing station with respect to the airport. It was pointed out that the airport is becoming a more important part of the community. In addition, the area west of USH 41 is the area of the Town that is experiencing significant commercial and residential growth, further underscoring the need for better fire protection services.

## **8. Town Hall**

The Town hall is located at the southeast corner of Pioneer Road at its intersection with Morris Street. This facility is available to all Town residents for meetings. The facility acts as meeting hall, fire station, polling station and Town garage. While the facility meets the needs of present citizens, the building is not well situated in relationship to Town population centers. The building is nearly surrounded by the City. It is apparent that any future growth will happen at some distance from the facility making the location less desirable as the Town grows.

## **9. Schools**

The Town is served by three school districts, Fond du Lac, North Fond du Lac and Oakfield. None of the school districts have school facilities located within the Town. There are no parochial schools located within the Town. School children in the Town are bussed or privately transported to their schools.

## **10. Library**

There is no library in the Town. However, Fond du Lac County is part of the Mid-Wisconsin Federated Library System, and Town residents are therefore able to utilize the City Library located on Sheboygan Street in the City of Fond du Lac.

## **11. Parks and Recreation**

There are no County parks located in the Town. The Town recently purchased a 40-acre tract along the Fond du Lac River and is in the process of developing this into a Town park. A Park Committee has been formed and is working with the Town Board on the development of the park.

## **12. Transit Facilities**

There is no mass transit in the Town. Transit service is provided by Fond du Lac Area Transit within the City of Fond du Lac and under contract with the Village of North Fond du Lac. However, no bus lines extend into the Town.

There is also rural demand responsive service available throughout Fond du Lac County to all rural residents age 55 and over and to persons of all ages that are disabled. The service is known as Handi-van and is provided by Fond du Lac County Senior Services. There is also a 24-hour taxi service that is available to Town residents.

### **13. Health Care Facilities**

There are no health care facilities located within the Town. Town residents are served by two large medical clinics, Fond du Lac Regional Clinic and Aurora Health Center, as well as numerous smaller specialty clinics, all located in the City. Agnesian HealthCare operates St. Agnes Hospital and a regional Cancer Care Center, also located in the City. Both Agnesian and Aurora have recently opened satellite clinic and pharmacy locations in the Village's Business Park located near USH 41 just north of the Town, which will provide a convenient location for some Town residents.

### **14. Electrical and Natural Gas Facilities**

Alliant Energy provides electricity (and natural gas in some areas) to the Town. A natural gas combustion turbine generating station located on River Road in the Town, operated by Alliant and WPPI, generates electricity for other markets during times of peak power consumption.

### **15. Telecommunications Facilities**

SBC provides telephone service to the Town. Charter Communications provides cable television service. Various local and national concerns provide internet access services.

### **16. Cemeteries**

Cemeteries located in the Town are Hawes, 1854, on Highway 151 a quarter mile west of the 4 Mile House, Homiston or Oak Grove Cemetery, 1830, on the south end of Esterbrook Road, Olmstead Cemetery on County Highway V and Esterbrooks Cemetery, 1858, located on Esterbrook Road on the Town's west side. In addition, there are numerous other cemeteries located in adjoining townships and in the City, as well as several mausoleum facilities.

### **17. Child Care**

There are no public child care facilities in the Town. However, there are numerous facilities throughout the Fond du Lac area.



## **18. Goals and Objectives**

**A. Goal:** Maintain property values and enhance future development by ensuring proper management of stormwater issues created by new development.

**Objective:** Develop appropriate controls and mechanisms to work with developers at the earliest stages of development planning to address stormwater management planning.

**Recommendation:** Review and revise existing ordinances and adopt new ordinances and policies, if necessary, to enhance planning and early intervention planning opportunities.

**B. Goal:** Locate a Town Fire Station and Town Hall at a more appropriate location.

**Objective:** Provide better fire protection on the Town's west side (west of USH 41) and move the Town Hall from its present location which is surrounded by the City.

**Recommendation:** Investigate the feasibility of using a portion of the recently purchased Town park site as a location for a new fire station and Town Hall; plan for the cost of construction over a period of years to lessen the tax burden on Town residents.

## **E. AGRICULTURAL, NATURAL AND CULTURAL RESOURCES ELEMENT**

### **1. Objectives of this Element**

The purpose of this Element is to identify the agricultural, natural and cultural resources of the Town so that important and rare resources may be protected and future development directed to avoid damaging irreplaceable Town resources.

### **2. Agricultural Resources**

More than 50 percent of the Town's land is used as cropland. The ratings process used for evaluating agricultural soils in the Town is based on the Land Evaluation and Site Assessment (LESA) system developed by the Natural Resource Conservation Service (NRCS). The ratings consider the land evaluation factors of the LESA system, which includes alfalfa and corn yields per acre and land capability classifications

The LESA system indicates that approximately 91 percent of the soils within the Town have a "very good" or "good" agricultural suitability rating. Unfortunately, much of the prime agricultural soils have been lost to development due to the Town's proximity to the City and its own urbanizing development. It is likely that only those areas farthest from the existing development, namely sections 31 through 36 in the Town, will remain in agricultural production in the long term.

### **3. Topography and Drainage**

The Town lies on a gently sloped plain that generally drains to Lake Winnebago and its tributary waters. These tributary waters are the East and West Branch of the Fond du Lac River, De Neveu Creek, Taycheedah Creek and McDermott Creek. All of the waterways flow northerly to Lake Winnebago and eventually into Green Bay.

### **4. Floodplains**

Areas susceptible to flooding are considered unsuitable for development due to potential health risks and property damage. The Flood Insurance Rate Map for the Town of Fond du Lac Floodplain Areas Map indicates various floodplain areas. Fond du Lac County has adopted a floodplain ordinance requiring certain land use controls in designated flood hazard areas, thus making residents eligible to participate in the federal flood insurance program. Regardless of insurability, development in floodplain areas is discouraged by the Town and the County.

## **5. Wetlands**

Local, state, and federal regulations place limitations on the development and use of wetlands and shorelands. The Wisconsin Department of Natural Resources (DNR) regulates the placement of structures and other alterations below the ordinary high water mark of navigable streams and lakes. The Army Corps of Engineers (COE) has federal authority over the placement of fill materials in virtually all wetlands of five acres or greater. The U.S. Department of Agriculture (USDA) also incorporates wetland preservation criteria into its crop price support programs. Prior to placing fill or altering wetland resources, the appropriate agencies must be contacted for project review and authorization. The Town falls under the jurisdiction of the Fond du Lac County Shoreland/Wetland Ordinance, which regulates use and development within 300 feet of navigable streams and 1,000 feet of lakes.

Wetlands serve as a natural filtering system for nutrients such as phosphorus and nitrates. They also serve as a natural buffer, protecting shorelines and stream banks. Wetlands are also essential in providing wildlife habitat, flood control, and groundwater recharge. They provide a buffer zone protecting shorelines and stream banks. Protection of wetlands within the Town is especially important for stormwater management purposes, habitat and open space planning, making development within wetland areas generally undesirable, even if otherwise permissible.

Exhibit 15 identifies the wetland areas designated by the DNR. Wisconsin Wetland Inventory Maps.

## **6. Woodlands**

Fond du Lac County falls within the southern prairie forest floristic province. These forests occur on a full range of moisture sites, from very wet places along streams and lakes to very dry places on thin soils of exposed hills and bluffs. Various woodlands remain within the Town, with 977 acres (7.5%) classified as woodlands.

## **7. Soils**

Two soil associations are present within the Town. The first and most prevalent association is the Kewaunee-Manawa-Poygan. This large continuous block of soils is located at the south and west end of Lake Winnebago. In the very southeastern corner of the Town a small area of Beecher-Elliott association is present. Kewaunee-Manawa-Poygan soils are well to poorly drained and moderately permeable. Most of this association is used for crops.

The Beecher-Elliott association is somewhat poorly drained and moderately permeable due to its clay content. Like the other associations in the Town, most of the Beecher-Elliott soils are used for cropland, and some areas are used as pasture or woodlots. Prairie grasses and sparse stands of oak and hickory can be found on these soils, as well as marsh grasses and other water tolerant plants.

Exhibit 16 is a map showing the soil classifications for the Town. Soils form the physical base for development and agriculture within an area. Knowledge of their limitations and difficulties is important in evaluating crop production capabilities and other land use alternatives such as residential development. The criteria considered by the NRCS in establishing the severe rating of soils include wetness, shrink-swell potential, bearing strength, susceptibility to flooding, depth to bedrock, slope steepness and frost action. Severe soil limitations do not necessarily mean that areas cannot be developed, but rather indicate more extensive construction measures must be taken to prevent environmental and property damage.

Three soil-related maps within this document, Permeability of Soils (Exhibit 17), Depth to Groundwater (Exhibit 18) and Relative Suitability of Agricultural Soils (Exhibit 19), identify areas within the Town that are suitable for development. The Permeability of Soils map represents the maximum absorption rate of Town soils. This should not be understood as representing soils that will accommodate a particular type of onsite sewer system. The exhibit is merely an indication of the relative absorption rates throughout the Town. In order to determine the type of onsite system suitable in a given area detailed, local soil tests must be performed.

Most Town soils are suitable for basements. Although most areas are suitable for basements, care must be taken during construction to avoid problems. The Town does contain broad areas of high groundwater. Builders should take this into consideration and plan for sump pumps and basements should be backfilled with granular material in lieu of native materials. Compliance with the Uniform Dwelling code is also necessary.

## **8. Groundwater**

There are three main aquifers in the Town. There is an actual groundwater divide that approximately parallels the Niagara Escarpment near the western edge of the eastern one third of the Town. This divide varies seasonally due to precipitation, but east of the divide the groundwater flows toward the escarpment where it discharges at the base as springs.

The escarpment bedrock, composed of Silurian Dolomite, is the prime source of groundwater for much of the Town. It is approximately 100 feet thick in the western part of the Town and thickens eastward where it can be up to 300 feet thick or more. Groundwater in the dolomite flows through a fracture system and shallow wells are common if drilled near one of these surface water-bearing fractures. The existence of shallow wells, the groundwater divide mentioned above, and the rapid movement of

water through the dolomite fracture system presents a great potential for groundwater contamination.

## **9. Unique or Threatened Plant and Animal Life**

There is no known unique plant or animal life, or threatened or endangered species, within the Town of Fond du Lac.

## **10. Historical Resources**

There are no identified archeological resources located within the Town. The State Historical Society identifies no buildings or sites listed on the National Register of Historic Places; however, it does list 39 structures of historic interest on its Architecture and History Inventory (AHI). The Town should be sensitive to the potential for discovery of historical resources and be prepared to preserve the historic sites that it does have.

## **11. Goals and Objectives**

**A. Goal:** Preserve farmland.

**Objective:** Maintain the most productive farmland for agricultural production and other agricultural uses.

**Recommendation:** Utilize zoning and other land use planning methods to set aside prime agricultural land for farming, not development.

**B. Goal:** Preserve the integrity of environmental resources.

**Objective:** Discourage development in wetland and floodplain areas. Protect the Town's water resources.

**Recommendation:** Work with the County to enforce County floodplain, shoreland and wetland ordinances. Discourage encroachment of development on wetland and shoreland areas.

## F. ECONOMIC DEVELOPMENT ELEMENT

### 1. Objectives of this Element

The purpose of this element is to identify the economic base of the Town, and its opportunities for stabilizing or expanding that base, as well as its desire, or lack thereof, to attract new types of business or industry to the Town.

### 2. Labor Force

In the Town in 2000, 98 percent of the total labor force was employed. This was slightly higher than the 95 percent employment rate for both the County and the State. The unemployment rate for females is in all instances equal to or slightly lower than that of males. Overall the Town unemployment rate was significantly less than the County or State rates.

**EXHIBIT 20  
EMPLOYMENT STATUS  
2000**

	<b>Town</b>			<b>County</b>			<b>State</b>		
Employment Status	Male	Female	Total	Male	Female	Total	Male	Female	Total
Total Labor Force	669	509	1,178	28,403	25,314	53,717	1,508,279	1,363,825	2,872,104
Number Employed	658	501	1,159	27,165	24,209	51,374	1,428,493	1,306,432	2,734,925
Percent Employed	98.3%	98.4%	98.3%	95.6%	95.6%	95.6%	94.7%	95.8%	95.2%
Number Unemployed	11	8	19	1,206	1,103	2,309	77,360	56,951	134,311
Percent Unemployed	1.6%	1.6%	1.6%	4.2%	4.3%	4.0%	5.1%	4.2%	4.6%

Source: U.S. Census: 2000

### 3. Employment by Occupation

As of 2000, management and professional occupations had become the single largest category of employment (34.4%) for employed Town residents. The next largest category was production, transportation and material moving at 21.8%. The changing face of the Town is shown dramatically by the fact that only 1.6% of employed Town residents were engaged in farming, fishing or forestry.

**EXHIBIT 21**  
**EMPLOYED PERSONS BY OCCUPATION**  
**2000**

	<b>Town</b>		<b>County</b>	
Occupation	Number	Percent	Number	Percent
Management/Professional	399	34.4%	13,526	26.3%
Service	141	12.2%	7,750	15.1%
Sales and Office	219	18.9%	11,625	22.6%
Farming, Fishing, Forestry	19	1.6%	638	1.2%
Construction, extraction, maintenance	128	11.0%	4,837	9.4%
Production, transportation, material moving	253	21.8%	12,998	25.3%

Source: U.S. Census: 2000

#### **4. Employment by Sector**

Manufacturing and education, health and social service sector, and retail trade positions provide the greatest number of jobs for Town residents. Despite its high percent of residents who define themselves as management or professional persons by occupation, by job classification Town residents lag behind the County in numbers employed in management and professional classifications. This may be a function of census classification systems. Although the number of persons identifying themselves as being occupied in agriculture is declining, the number of persons employed in that sector in the Town actually increased from 3.03% in 1990 (Source: U.S. Census: 1990) to 4.5% in 2000. Overall, Town jobs by sector are generally comparable to those in the County.

**EXHIBIT 22**  
**EMPLOYED PERSONS BY INDUSTRIAL SECTOR**  
**2000**

	<b>Town</b>		<b>County</b>	
Industry	Number	Percent	Number	Percent
Agriculture, forestry, fishing, mining	52	4.5%	2,148	4.2%
Construction	99	8.5%	3,325	6.5%
Manufacturing	289	24.9%	13,935	27.1%
Wholesale trade	43	3.7%	1,365	2.7%
Retail trade	167	14.4%	5,863	11.4%
Transportation, warehousing, utilities	35	3.0%	2,539	4.9%
Information	6	0.5%	773	1.5%
Finance, insurance, real estate, rental	59	5.1%	2,120	4.1%
Professional, scientific, management, administrative, waste management	31	2.7%	2,495	4.9%
Educational, health, social services	223	19.2%	8,930	17.4%
Arts, entertainment, recreation, accommodation, food services	39	3.4%	3,250	6.3%
Other services	52	4.5%	2,307	4.5%
Public administration	64	5.5%	2,324	4.5%

Source: U.S. Census: 2000

## **5. Location of Workplace**

Based upon commute times, it appears that the majority of Town workers are employed within Fond du Lac County and, most likely, the City. In 1990, approximately 85 percent of Town residents worked in the County, with approximately 67% percent employed in the City (Source: U.S. Census: 1990). Wisconsin Department of Workforce Development data, based upon Census 2000 Worker Flow files, indicates that over 72 percent of all employed County residents also work within the County. The next highest county of employment for Fond du Lac County residents is Dodge County, at 8.6%, no doubt due to the presence of the Quad Graphics printing facility there. Exhibit 23 shows the average commute time for Town and County workers.



**EXHIBIT 23**  
**TRAVEL TIME TO WORK**  
**2000**

	<b>Town</b>		<b>County</b>	
Travel Time to Work	Number	Percent	Number	Percent
Less than 10 minutes	267	24.0%	12,873	26.3%
10 to 14 minutes	319	28.7%	10,670	21.8%
15 to 19 minutes	256	23.0%	7,455	15.2%
20 to 24 minutes	77	6.9%	5,754	11.8%
25 to 29 minutes	15	1.4%	2,534	5.2%
30 to 34 minutes	77	6.9%	3,757	7.7%
35 to 44 minutes	28	2.5%	2,082	4.3%
45 to 59 minutes	17	1.5%	1,943	4.0%
60 to 89 minutes	50	4.5%	1,299	2.7%
90 or more minutes	5	0.5%	603	1.2%
Mean travel time to work	16.6		18.7	

Source: U.S. Census: 2000

**6. Largest County Employers**

Exhibit 24 identifies the 10 largest employers in the County.

**EXHIBIT 24**  
**10 LARGEST COUNTY EMPLOYERS**  
**MARCH, 2002**

<b>Employer</b>	<b>Product or service</b>	<b>Employment Size Range</b>
Brunswick Corp.	Internal combustion engines	1,000+
International Paper	Corrugated & solid fiber boxes	1,000+
Agnesian HealthCare, Inc.	Healthcare services	1,000+
Fond du Lac School District	Elementary & secondary schools	1,000+
County of Fond du Lac	Government	1,000+
Alliance Laundry Systems	Household laundry equipment	500-999
Moraine Park Technical Coll	Technical college	500-999
Ripon Foods	Cookies and crackers	500-999
Giddings & Lewis, LLC	Machine tools	500-999
Prescott's Supermarkets	Retail groceries/bakeries	250-499

Source: WI Department of Workforce Development

## **7. Commercial and Industrial Development in the Town**

According to the initial survey sent to Town residents at the beginning of the planning process, approximately 80 percent of Town residents believe that the Town currently has an appropriate amount of commercial development, and approximately 73 percent feel that there is no need for industrial development in the Town. Realistically, the survey results mirror reality, because without a great deal of investment in utility and transportation infrastructure the Town cannot compete with the City or Village for heavy industry or manufacturing facilities. It appears that the majority of Town residents are content with living in the Town and working elsewhere.

With its current tax base and its limited right to form TIF districts under most circumstances, the Town is hampered in its ability to attract or support large scale industrial or manufacturing operations. That appears to comport with the wishes of the majority of Town residents. The Town can continue to work to attract smaller retail operations and light industry that do not require extensive infrastructure support or investment.

## **8. Goals and Objectives**

**A. Goal:** To control commercial and industrial development in the Town.

**Objective:** To limit commercial and industrial development and to ensure that it occurs in appropriate locations.

**Recommendations:** Use existing zoning and land use control ordinances and use permits to control siting for commercial and any proposed light industrial operations in the Town. Limit land use zoning available for heavy industrial or manufacturing uses.

**B. Goal:** Maintain a stable work environment for Town residents.

**Objective:** Ensure that Town residents have a steady source of jobs and income available to them.

**Recommendation:** Work with the State, County, City and Village to attract employers to the area and cooperate with other municipal entities where appropriate and necessary to enhance workplace opportunities for Town residents.

## **G. INTERGOVERNMENTAL COOPERATION ELEMENT**

### **1. Objectives of this Element**

The purpose of this element is to identify other municipal entities whose plans and proximity may impact the Town (and vice versa), to identify intergovernmental agreements already in place that impact the future of the Town, to explore areas of possible conflict with other municipalities, and to plan for future cooperative efforts for the good of the Town and the community-at-large.

### **2. Local Government Entities**

The Town abuts both the City of Fond du Lac and the Village of North Fond du Lac, and is located within Fond du Lac County, all of which have certain statutory powers and authorities that affect the Town. In addition, with Town boundaries abutting both the City and the Village, land use, road and other planning issues are of obvious concern among these three municipal entities. As previously mentioned, the Town does not share any physical facilities (other than shared sewer collection facilities) with the City or Village, but the three entities do have mutual fire aid and first responder agreements and the City and Village contract with the Town for ambulance service. The Town Volunteer Fire Department also works closely with the County HazMat team for training and emergency response.

The Town also shares boundaries with the Towns of Empire, Taycheedah, Byron, Eldorado and Friendship, and shares many of the same concerns that these towns have. Empire, Taycheedah and Friendship are parties to the 1996 Agreement with the City, together with the Town. And Byron and the Town jointly work on issues related to the location of high capacity City wells in their respective townships.

### **3. Regional Planning Commission**

The Town is located within the jurisdiction, and is a member, of the East Central Wisconsin Regional Planning Commission (ECWRPC). Among other things, ECWRPC is charged with initial review of compliance with the EPA “209” sewer plans and the determination of boundaries for the regional Sewer Service Area, and it is in this context that the Town has had most contact with the Commission and its staff. ECWRPC staff has also been of assistance to the Town in various planning matters and the Town has established a strong working relationship with the ECWRPC staff.

#### **4. School Districts**

The Town is located in three school districts. The majority is located in the Fond du Lac School District, with smaller portions located within the North Fond du Lac School District and the Oakfield School District. The isolated nature of the Town does not lend itself to the location of schools for any of these Districts, which draw their primary student population centers from the City, North Fond du Lac, and the Village of Oakfield, respectively. The Town's ordinances permit schools in nearly all zoning districts should any of the school district wish to locate a school within the Town.

#### **5. State Agencies**

The Town frequently deals with the Wisconsin Department of Transportation (DOT) regarding issues related to the state highways that run through the Town, as well as planning for future development along these highways. Most recently, the Town has been working closely with the DOT on road closure and relocation issues related to the USH 151 Bypass route around the City. The Town also deals with the DNR regarding public and private sewer system issues and issues related to shorelands where the Town abuts Lake Winnebago, the Fond du Lac River, or any of the many smaller creeks in the Town. The Town deals with the Department of Commerce regarding private sewer system and building code issues.

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

The Town is a party to several intergovernmental agreements with neighboring municipal entities, as summarized below.

*1996 Intergovernmental Agreement among the City of Fond du Lac and the Towns of Fond du Lac, Empire, Taycheedah and Friendship.* Commonly referred to locally as the "boundary agreement," this Agreement ended many decades of "annexation wars" between the City and Town of Fond du Lac and by identifying areas of future growth for the City and each Town. The Towns agreed not to contest future annexations from areas designated as City Growth Areas and the City is prohibited from annexing lands designated as Town Growth Areas. This Agreement represents a watershed in the relationship between the City and the Town, and has formed the basis for additional cooperation between the parties.

*1997 Intergovernmental Agreement among the Village of North Fond du Lac, the Town of Fond du Lac and Town Sanitary District No. 3 of the Town of Fond du Lac.* This Agreement identified respective Growth Areas for the Village and Town, and secured a source of water for the Town from the Village. Pursuant to the Agreement, the Village sells water to the Town and the Town constructed its own water main transportation system to serve Town customers. (The City was given first option to sell water to the Town, but declined.) Studies showed that purchasing water from the

Village was a more cost effective means of bringing water to the STH 23 corridor than constructing a new system. The Village and Town also entered into an agreement for on call emergency service and annual maintenance service for the Town's water system.

*2000 Wastewater Agreement between the City of Fond du Lac and the Outlying Sewer Group.* This Agreement replaced an earlier agreement governing the rights and responsibilities of the various parties connected to or having the right to connect to the City's Regional Wastewater Treatment Plant. The "Outlying Sewer Group" is comprised of the Village and all Towns and Town Sanitary Districts that are or may in the future be connected to the treatment plant. The Agreement reserves a specific amount of collection system and treatment plant capacity sufficient for 20 years' projected growth for each party.

## **7. Hazard Mitigation Plan**

On January 10, 2005, the Town adopted the County's Hazard Mitigation Plan dated November, 2004. The procedures utilized in this Plan are based on guidance provided by the Federal Emergency Management Agency (FEMA) and the state's Department of Military Affairs, Wisconsin Emergency Management (WEM) and are consistent with the requirements and procedures in the Disaster Mitigation Act of 2000. Hazard mitigation planning is the process of developing a set of actions designed to reduce or eliminate long-term risk to people and property from hazards and their effects. The Town and the County will be cooperating on the continued administration of the Plan.

## **8. Areas of Potential Conflict**

Despite the above agreements, competition for new development among the Town, Village and City is inevitable. Each municipality wants to expand its tax base and attract new business. With State shared revenue cuts looming, this will become even more crucial.

## **9. Goals and Objectives**

**A. Goal:** Maintain the stability of the Town, its municipal boundaries and its future.

**Objective:** Continue the spirit of intergovernmental cooperation with the City, the Village and neighboring Towns to resolve issues of mutual concern.

**Recommendations:** Continue to honor and enforce existing intergovernmental agreements, updating and amending them by mutual agreement if appropriate to meet changing conditions. Meet with neighboring jurisdictions on a regular basis to discuss issues of mutual interest before conflicts arise, so that decisions can be made in a deliberate manner.

## **H. LAND USE ELEMENT**

### **1. Objectives of this Element**

The purpose of this Element is to identify current land uses in the Town, determine trends in land use, and develop guidelines for future land use and development.

### **2. Existing Land Use**

Despite its urbanization, the majority of the Town's land is still used as cropland, although large tracts of it are zoned A-T, Agricultural Transition in anticipation of changing land use. The Town is also fortunate to have large tracts of woodlands, approximately 976 acres or 7.5% of the Town, which although generally unsuitable for development do enhance the atmosphere of the Town and increase the desirability of nearby lands for homesites and other development. Within the past 5 years alone, approximately 200 acres of former cropland has been converted to single family residential subdivision use, the majority of it on the west side of the Town with a significant portion located in areas served by public sewer and water. Exhibit 25 identifies the existing land uses in the Town in detail.

#### **EXHIBIT 25 EXISTING LAND USE 2003**

<b>Land Use</b>	<b>Acres</b>	<b>Percent of Total</b>
Single family residential	1,366.10	10.69%
Multifamily	6.7	0.05%
Farmsteads	334.9	2.58%
Cropland	7,344.0	57.50%
Woodlots	976.8	7.54%
Commercial	261.8	2.05%
Industrial	190.5	1.49%
County Airport	435.2	3.36%
Wetlands	221.4	1.71%
Open space	1,630.30	12.58%
Public	95.6	0.75%

### **3. Existing Zoning**

Reflecting actual use, the majority of the Town is zoned Agricultural (A-1 & A-T). The primary purpose of these zoning classifications is to preserve productive agricultural land for food and fiber production while providing for a transition from exclusive agricultural land use to other uses. Agricultural areas closer to developing areas such as the STH 23 corridor are zoned A-T (Transition), while areas farther from likely development are zoned A-1 (Exclusive Agricultural).

The Town has several residential zoning classifications with varying lot size requirements depending upon whether municipal sewer is or is not available to service the property. All residential classifications permit single family residences. Some also permit duplexes, and some permit multi-family if certain conditions are met and a special use permit is approved. Other uses permitted in most residential districts include churches, convents, schools, municipal buildings and manufactured homes permanently attached to a foundation and connected to utilities.

The Town also has Commercial and Industrial zoning districts, with regulations designed primarily for retail and light industrial development. Areas of Commercial zoning in the Town are generally confined to highway corridors (STH 23, USH 151, USH 41). At the request of the County, the Town zoned an area around the County Airport “Industrial” to provide a buffer between the Airport and any possible future commercial or residential uses in the area. The Town’s Subdivision Ordinance also addresses potential land use conflicts with the County Airport.

The current Town zoning map is shown on Exhibit 26.

The current Town Official Map is shown on Exhibit 27.

### **4. Land Use Trends**

Experience has shown that there is an abundance of land in the Town with willing sellers and buyers. Commercial frontage along the Town’s highway corridors has been steadily developing over the last 10 years. Residential subdivisions are filling in formerly empty spaces in some of the Town’s Sanitary District’s and in newly developing areas formerly devoted to croplands on the Town’s west side. The swiftness with which both raw land and residential subdivision lots have been selling in the Town suggests that a good balance of supply and demand exists at attractive prices. One can assume that the general economy and the recent trend toward lower mortgage rates has had a positive impact on this trend as well.

There are no known land or structures located in the Town in need of redevelopment or environmental remediation.



## **5. Potential Land Use Conflicts**

The Town has defined Growth Areas that abut both City and Village Growth Areas. In some areas, there are currently conflicting zoning classifications (e.g., industrial next to residential). The Town needs to work with these other jurisdictions to resolve potential land use conflicts.

The Town also needs to be mindful of the potential for conflicts between commercial and residential uses of land and the need for appropriate buffering where the two uses are in close proximity.

## **6. Future Land Use**

As previously mentioned, Town residents have indicated little desire for large scale industrial or commercial development in the Town. In light of this, it is unlikely that the Town will seek to develop industrial sites beyond what it has already set aside as a buffer area around the County airport. As the City and County both have substantial investments in industrial parks, most developed in lands formerly located in the Town, there is ample industrial land available in the area without the Town also pursuing development.

Town residents have also indicated little desire for large scale commercial development in the Town. Realistically, however, the major highway corridors will, and should, develop as commercial centers and the Town already has the sewer and water infrastructure in place to support that development.

The majority of development in the Town is expected to continue to be residential, primarily single-family. The Town is encouraging different lot sizes in different platted residential subdivisions (large lot unsewered developments and smaller lot sewer developments). This provides for a mix of lot and house sizes, as well as price ranges for potential home buyers/builders.

The Town's future housing needs based upon its population projections are summarized in Exhibit 28 indicating the need for approximately 244 additional housing units over the next 20 years. At a land use rate of .75 acre per unit (which exceeds the average under the Town's ordinances), this equates to a need for 183 acres for residential development. The Town has sufficient land to meet its housing needs.

Exhibit 29 is the Town's proposed Land Use Plan. By preparing this Plan, the Town is attempting to anticipate development pressures in the Fond du Lac area and surrounding communities while at the same time addressing the citizen input from the survey, public meetings and workshops. The Plan attempts to balance future residential development pressures with the protection of environmentally sensitive areas. The various stakeholders identified in Appendix B as well as local government entities were given various opportunities to comment on the proposed Land Use Plan.

**EXHIBIT 28**  
**ANTICIPATED HOUSING NEEDS**  
**2000-2020**

Year	2000	2005	2010	2015	2020
Population	2,027	2,122	2,217	2,312	2,407
Persons per household unit	2.67	2.56	2.49	2.44	2.22
Household units needed	840 (actual)	829	890	947	1,084

Source: Based on ECWRPC data cited above.

## **7. Goals and Objectives**

**A. Goal:** The majority of future residential development should be served by municipal sewer and water.

**Objective:** Encourage development in those areas of the Town that are already served by municipal sewer and water, or where service can be economically extended, for the good of the Town's natural resources and of Town residents.

**Recommendations:** Residential growth should be encouraged to take place in areas of infill, or areas near existing facilities. Development should be encouraged in areas with sanitary sewer service. Developments at greater distances from sanitary services should be on large lots, outside any sewer planning areas where sanitary sewers are not likely to exist.

**B. Goal:** Have a stock of affordable, multi-family housing in the Town.

**Objective:** Encourage developers to construct and maintain quality, affordable multi-family housing in the Town so that Town residents and potential residents might have a broad range of housing choices available to them.

**Recommendations:** Multi-family residential development should be encouraged in the Town as a logical buffer between commercial/industrial uses and single family housing uses. The Town should use land use controls to ensure single-family homeowners that proper oversight will be exercised to protect their investment in their homes while still accommodating the needs of a diverse population, including low income and elderly persons.

**C. Goal:** Cooperation among local governmental units when making land use decisions regarding abutting lands.

**Objective:** Promote joint planning of areas along the Town's boundaries.

**Recommendations:** Meet with the City and Village on a regular basis to discuss issues related to abutting lands and plan for future development of these lands in ways that are compatible and satisfactory to all jurisdictions.

## I. IMPLEMENTATION ELEMENT

### 1. Objectives of this Element

The purpose of this Element is to identify what steps are need to implement this Plan, how the various Elements of the Plan will be integrated, and the procedures for updating the Plan.

### 2. Implementation of the Plan

**A. Code:** The Town is in the process of completing a codification of its ordinances. As part of that process, the new code should be reviewed for its consistency with the goals and objectives of the Plan and its ability to implement those goals. The Town has already adopted an Official Map, a Zoning Ordinance, a Sign Ordinance, a Stormwater Management Ordinance, a Site and Grading Ordinance, a Subdivision Ordinance, a Water System Ordinance, a Building Code, a Housing Code, an Electrical Code and a Plumbing Code, all of which will be incorporated into the new code. Each Town Sanitary District has adopted a Sewer Use Ordinance governing its sanitary sewer system and connections. The Town should continue to improve its code of ordinances consistent with the elements of this Plan.

**B. Intergovernmental Cooperation:** Part of the success of the Plan depends upon fostering cooperation with the Town's neighbors. The Town should investigate the feasibility of periodic, regular meetings with the Village, City and County to discuss issues of mutual concern and to lay the groundwork for future cooperation, especially with regard to issues such as compatible land use and transportation.

**C. Plan Elements:** The Plan Elements are internally consistent. The Town must be mindful of the Plan to ensure that its decisions are consistent with the Plan, and that any Plan amendments retain consistency among the various Plan Elements.

**D. Future Updates:** By statute, the Plan must be updated every ten years. It is recommended that the comprehensive update process begin at the end of the decade, with final updating completed as soon as the decennial census data becomes available. This will enable the Town to use the latest data to update the Plan. Given the rapid growth and development taking place in some areas of the Town, it is recommended that certain Elements of the Plan (e.g., Land Use) be reviewed every 5 years.

As stipulated in 1999 Wisconsin Act 9, this comprehensive plan must be updated at least once every 10 years. To ensure the Town's plan is an effective managed tool, the Town of Fond du Lac Plan Commission will **review the plan goals and objectives annually** to track those activities that have been completed and add additional objectives as needed to accomplish the stated goals.

The Town of Fond du Lac Plan Commission will initiate **its first major update and revise this plan by 2013**. The 2010 census will be available to update several information tables. This update will also involve a comprehensive review of the inventory information presented in each chapter. Furthermore, the Town Plan

Commission and Town Board will coordinate with all partners identified in the Intergovernmental Element Chapter to understand any external changes that may impact the plan. Finally, the Plan Commission will complete a comprehensive review of all goals, objectives and programs outlined in this plan to evaluate progress and consider additional opportunities.

# TOWN OF FOND DU LAC COMPREHENSIVE PLAN SURVEY 307 SURVEYS RETURNED

## BACKGROUND QUESTIONS

1. Number of people living in your dwelling unit:  

1	38	2	153	3	44	4	32
5	22	6	6	7	2	8 or more	1
2. Is the head of household 62 years of age or over?  
**111 YES**
3. If you have children in your family and they are living at home, how many are in the following age groups?  

36 0-5 years	76 6-13 years	56 14-18 years	144 No children
--------------	---------------	----------------	-----------------
4. How long have you lived in the Town of Fond du Lac?  

58 0-5 years	40 6-10 years	40 11-20 years	56 21-30 years
39 31-40 years	17 41-50 years	12 51-60 years	17 Over 60 years

## ABOUT THE TOWN

5. How do you feel about the Town of Fond du Lac as a place to live?  
**95 Excellent    178 Good    20 Fair    0 Poor**
6. Which of these, if any, are problems in the Town (Check as many as you like)

Dense development without sanitary sewer	55	Drainage problems	77
Lack of planning for industrial/residential conflicts	33	Development's impact on the natural environment	63
Need to preserve open space for public use	49	Lack of industrial planning	23
Location of mobile homes	20	Housing in disrepair	21
Lack of a long range plan	38	Lack of code enforcement	32
Traffic congestion	65	No bike/pedestrian paths	68
Lack of farmland preservation	60		

## HOUSING

7. Do you:  
**296 OWN                      2 RENT**
8. Does your house need major repairs or replacements to any of these elements? Check all that apply.

Roof	20	Windows/Doors	29	Interior Walls/Floors	7
Exterior Siding	24	Storm Windows/Doors	8	Chimney	6
Foundation	6	Insulation, Caulking	15	Electrical System	10
Furnace	9	Water Heater	7	Plumbing System	9

9. Do you receive sewer service from a Town Sanitary District?  
**126 YES**
10. Do you have a septic tank?  
**137 YES**
- If YES, does it work properly?  
**133 YES**
11. Do you have a mound system?  
**36 YES**

If YES, does it work properly?  
**36 YES**

12. Do you have a sump pump?

234 YES

If YES, if the power fails, does your basement fill with water?

53 YES 249 NO

13. In the last year, have you experienced any of the following water problems:

Sudsing of Water

7 YES

IF YES, how often?

Once per year	2	2-3 times a year	1	4-5 times a year	
Monthly	1	Weekly		All of the time	

Low Water Pressure

30 YES

IF YES, how often?

Once per year	4	2-3 times a year	4	4-5 times a year	2
Monthly	4	Weekly	2	All of the time	12

Periods of NO Water

4 YES

IF YES, how often?

Once per year	2	2-3 times a year	1	4-5 times a year	1
Monthly		Weekly		All of the time	

Poor Taste or Smell

83 YES

IF YES, how often?

Once per year	4	2-3 times a year	5	4-5 times a year	11
Monthly	5	Weekly	3	All of the time	44

Discolored Water

47 YES

IF YES, how often?

Once per year	3	2-3 times a year	8	4-5 times a year	9
Monthly	5	Weekly		All of the time	18

14. Did you have your water tested in 1997?

83 YES

If YES, was the water:

81 Safe to drink

☐ Unsafe to drink

15. Did you have your water tested in previous years?

201 YES

If YES, was the water:

201 Safe to drink

☐ Unsafe to drink

16. Would you pay your fair share to install water and/or sewer service to solve your water quality problems?

106 YES

## GROWTH AND DEVELOPMENT ISSUES

17. Do you wish to see commercial growth in the Town?

104 YES

104 NO

70 NO OPINION

If YES, which of the following types of commercial growth do you wish to see?

Contract Construction Service	22	Retail building materials, hardware or farm equipment	36	Automotive, marine, aircraft and accessories	27
Food/grocery	48	General merchandise retail	42	Apparel and accessories	21
Amusement or recreational activities	39	Eating and drinking establishments	44	Insurance or real estate services	20
Professional services	45	Fast food restaurant	21	Banking services	33
Personal services	29	Business Services	28	Repair Services	24
Wholesale trade	25	Furniture/home furnishings	22	Repair Services	

18. Do you wish to see residential growth in the Town?

120 YES

78 NO

81 NO OPINION

If YES, in which of the following areas do you wish to see growth?

43 NW

54 SW

34 E

52 SE

26 NE

19. Do you feel there is or is not currently a need in the Town for new housing of the following types?

	YES		YES
Single Family	102	Condominiums	55
Multi-family	29	Mobile Homes	10
Rooming Houses	7	High Rent	28
Elderly Assisted Living Facility	70	Moderate Rent	56
Elderly Housing	71	Low Rent	10
Nursing Home	34		

20. Should the Town encourage industrial development even if there are no tax advantages to the Town in doing so?

59 YES

164 NO

56 NO OPINION

21. Should there be an industrial park in the Town?

101 YES

106 NO

70 NO OPINION

22. Should the Town buy and develop an industrial park?

70 YES

130 NO

79 NO OPINION

23. Should the Town promote Economic Development?

124 YES

79 NO

75 NO OPINION

24. Should the Town assist local businesses to grow and expand?

110 YES

111 NO

62 NO OPINION

25. Should the Town attempt to attract new industries?

127 YES

95 NO

63 NO OPINION

## ROADS AND TRANSPORTATION

26. How do you rate the quality of roads in the Town of Fond du Lac? Check one

Excellent	Good	Fair	Poor	No opinion
5	144	115	30	1



27. In your opinion, does the Town of Fond du Lac need Intersection Improvements?

124 YES      78 NO      60 NO OPINION

If YES, which of the following intersections need improvements

79	STH "23" & Esterbrook Road
49	Luco Road & STH "151"
55	STH "151" & Esterbrook
38	Prairie Road & STH "151"
30	CTH "D" & STH "151"
25	USH "45" & CTH "K"

28. Do you live on a private road?

29 YES      257 NO      2 DON'T KNOW

If YES, would you be willing to pay for acquisition and construction costs to make it a public road?

6 YES      31 NO      5 NO OPINION

29. In your opinion, does the Town of Fond du Lac need road improvements?

152 YES      64 NO      61 NO OPINION

### GOVERNMENT SERVICES

30. Do residents have an adequate opportunity to express opinions on public issues?

179 YES      46 NO      51 NO OPINION

31. Do you consider the following Town services adequate?

Police Protection	222 YES	21 NO	42 NO OPINION
Fire Protection	243 YES	10 NO	30 NO OPINION
Snow Removal	263 YES	17 NO	9 NO OPINION
Road Repairs/Maintenance	171 YES	88 NO	27 NO OPINION
Garbage/Recycling	245 YES	25 NO	19 NO OPINION
Recreation Facilities for:			
0-5 year olds	39 YES	40 NO	165 NO OPINION
6-13 year olds	41 YES	43 NO	162 NO OPINION
14-18 year olds	37 YES	47 NO	162 NO OPINION
19-64 year olds	39 YES	44 NO	163 NO OPINION
65 and over	39 YES	37 NO	167 NO OPINION

32. Should the Town establish additional services?

41 YES      135 NO      100 NO OPINION

If YES, what? *See attached list*

33. Would you be willing to pay for these additional services?

42 YES      124 NO      67 NO OPINION

### Parks, Open Space and Recreation

34. Is there a Town park near you?

36 YES      215 NO      19 NO OPINION

35. Should the Town work to preserve wetlands and woodlands?

215 YES      25 NO      35 NO OPINION

36. Should the Town further develop its parks system?

96 YES      79 NO      81 NO OPINION

If YES, check up to the five most important items listed below that should be added or expanded by the Town.

Outdoor Swimming Pool	13	Indoor Swimming Pool	9	Volleyball Courts	7
Outdoor Ice Rinks	14	Indoor Ice Arena	4	Sledding Hills	32
Snowmobile Trails	16	Hiking Trails	59	Cross Country Ski Trails	24
Bike Trails	65	Exercise Trails	28	Dog Walking Parks	33
Outdoor Basketball	8	Indoor Basketball Courts	4	Fitness Room	2

Courts					
Picnic Areas	50	Nature Areas	70	Public Gardens	28
Racquetball Courts	2	Tennis Courts	5	Soccer Field	6
Baseball Diamonds	6	Softball Diamonds	3	Little League Diamonds	9
Horseshoe Pits	5	Archery Range	11	Rifle/Shooting Range	18
Public Hunting Grounds	39	Skateboarding and/or Rollerblading Areas	21	Other:	
				Playground	2
				Horse trails	2
				Preserve Takodah Hts	1

## EMPLOYMENT

37. How many adult resident family members are employed? (Includes family farm workers and self employed)  
0 - 64      1 - 58      2 - 125      3 - 15      4 - 4      5 or more - 2

38. How many adult resident members of your family are unemployed because they are unable to find a job?  
0 - 249      1 - 3      2 - 1      3 - 0      4 - 0      5 or more - 0

39. How many adult resident members of your family are seasonal employees?  
0 - 241      1 - 10      2 - 1      3 - 0      4 - 0      5 or more - 0

40. Are you making your living primarily from farming?      8 YES      279 NO

41. Where is (are) the adult wage earner(s) in your household employed?

Self-employed working at home	22	At home but working for someone else	4	Town of Fond du Lac	22	City of Fond du Lac	96
Retired	86	Not applicable	3	Elsewhere in Fond du Lac County	26	Outside of Fond du Lac County	13

42. **All information in this survey is COMPLETELY confidential.** Find your family size in the left hand column. Please indicate with a check mark in the box on the same line as your family size whether your TOTAL family income is BELOW, WITHIN, or ABOVE the range listed for your family size. Please combine all gross incomes of household members over 18 years of age.

Family Size	Income Range	Below Range	Within Range	Above Range
1 person - 35	\$13,200-\$21,100	8	10	16
2 person - 128	\$15,100-\$24,150	10	23	79
3 person - 31	\$16,950-\$27,150	7	3	20
4 person - 35	\$18,850-\$30,150		5	27
5 person - 17	\$20,350-\$32,550		1	16
6 person - 5	\$21,850-\$35,000	1		3
7 person - 1	\$23,350-\$37,400		1	
8 person - 0	\$24,900-\$39,800			

43. Are you on Social Security or other fixed retirement income?      98 YES      NO

## **APPENDIX B**

### **CITIZEN PLANNING COMMITTEES**

#### **Agricultural Committee**

Drew Pattee  
Leroy Schmitz  
Phil Kramer  
Jim Supple  
Leroy Streblow

#### **Parks/Recreation Committee**

Liz Roy  
Jeannette Weber  
Reagan Arndt  
Charles Ahner

#### **Development Committee**

Tim Mathweg  
Richard Kramer  
Diane Vollstedt  
Joanne Draheim

#### **Public Services Committee**

John Cappellari  
Diane Vollstedt  
Patrick Sheridan  
C. Archie Mantz  
Kirk Veit

#### **Historical Committee**

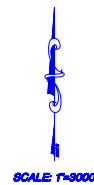
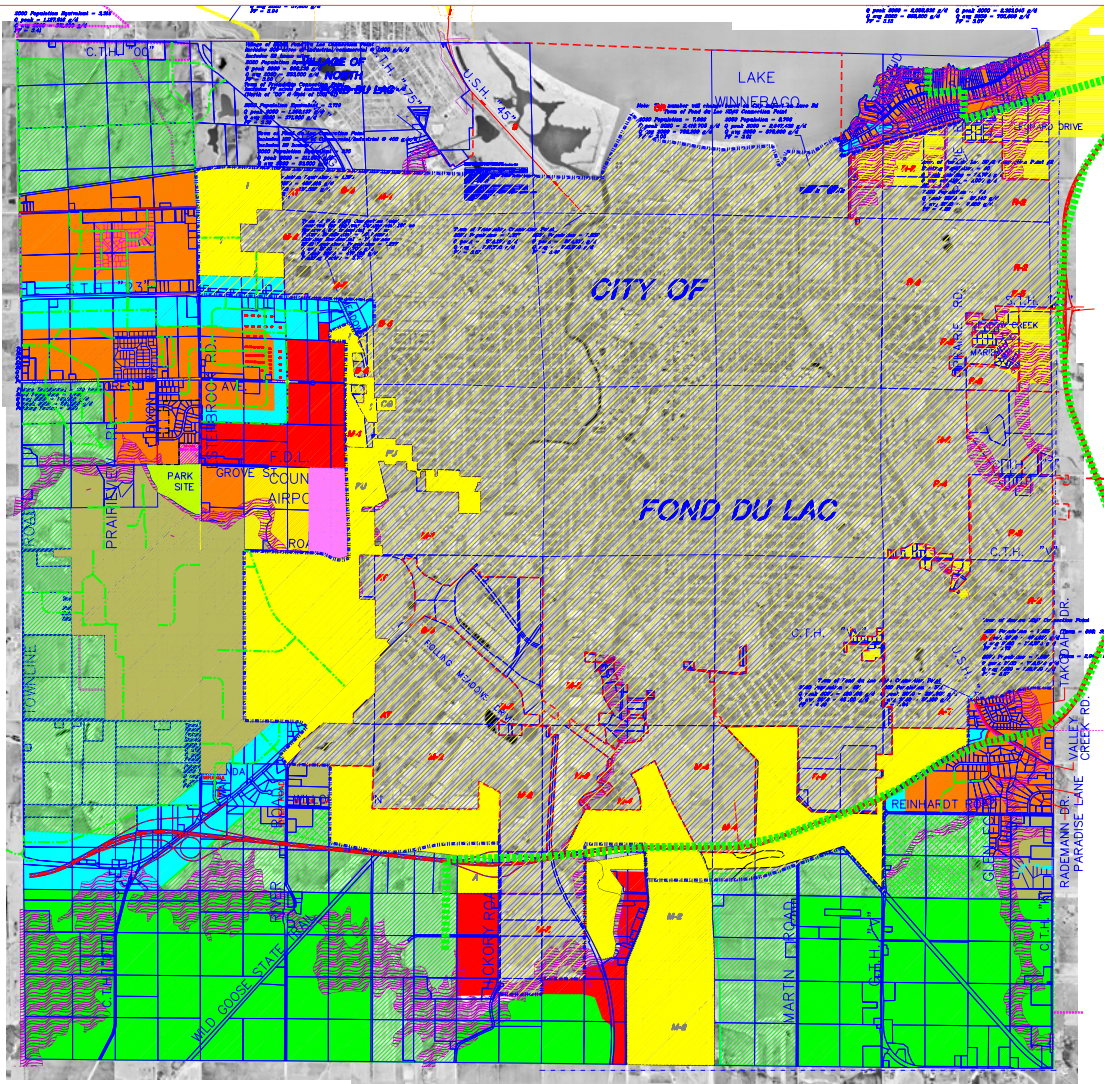
Sharon Thompson  
Brian Tautges  
Charles Ahner  
Arlene Costello  
Alice & Harold Schmitz

#### **Zoning Committee**

Tim Mathweg  
Leroy Schmitz  
Ralph Loehr  
Joanne Draheim  
Jon Flood

#### **Storm Water Management Committee**

Bob Fellman  
Ralph Loehr  
Steve Kinziger  
Kirk Veit



# **Town of Fond du Lac Proposed Land Use Plan**

## **LEGEND:**

- |                     |                           |                                      |
|---------------------|---------------------------|--------------------------------------|
| RESIDENTIAL SEWERED | COMMERCIAL                |                                      |
| RESIDENTIAL RURAL   | INDUSTRIAL                |                                      |
| PARK/PUBLIC LANDS   | CITY GROWTH AREAS         | CITY OF FOND DU LAC CORPORATE LIMITS |
| AGRICULTURAL        | AGRICULTURAL TRANSITION   | OFFICE                               |
| OFFICE              | CITY GROWTH AREA BOUNDARY | NFDL VILLAGE LIMITS                  |
|                     | FLOOD PLAIN               |                                      |