

**Town of Osceola
Fond du Lac County
Comprehensive Plan
2009-2029**

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TOWN OF OSCEOLA

COMPREHENSIVE PLAN 2009 - 2029

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Land Use

Major Findings

1. There are three major land uses in Osceola – agriculture, open lands, and lands for recreation and forestry in the Northern Unit of the Kettle Moraine State Forest. These three account for more than 86% of the 23,194 acres in the town.
2. The percentage of land in the town that is used for agriculture is very small relative to other towns in Fond du Lac County.
3. “Open lands” in Osceola are most likely to be officially designated wetlands, which are undevelopable by law, or land that is too wet to consistently farm. They may also be privately owned open areas or woodlands. A very small percentage of “open land” in Osceola is vacant lots within residential subdivisions.
4. Open lands and water cover 39% of land in the town.
5. Fifteen percent of Osceola is in public ownership, primarily the Northern Unit of the Kettle Moraine State Forest.
6. Only 41% of Osceola is developed or available for future development. Ninety percent of this land is currently in use for agriculture.
7. The Town issued 45 building permits for residential dwellings between 2002 and 2007. All but one of the new dwellings were single-family homes. This is a rather small number relative to other towns in Fond du Lac County, but there is comparatively less land available for development in Osceola.
8. It is projected that an additional 3.5 acres of commercial land, and 1.25 acre of industrial land, will be required in 2025 than there is now.

Recommendations

1. Agricultural uses should be protected in areas most suitable for farming operations.
2. Residential development should be limited to the extent possible to the areas shown as Agricultural Transition on the Land Use Plan.

Goal and Objectives

Note: The following objectives are not the only ones that relate to land use in the Town of Osceola. There are objectives and, in some cases, policies and programs, in the other elements of the Comprehensive Plan that also relate to land use).

Goal #1

- The Town of Osceola will address concerns of the majority of its residents to preserve the rural character of Osceola by directing any future residential, commercial and industrial land to existing clustered areas of development.

Objectives

1. **Contiguous Development:** Future land development of any kind should occur contiguous to like development.
2. **Support Existing Businesses:** The Town of Osceola will support existing commercial businesses, encouraging them to expand at their present locations as opposed to moving to another location that may be outside the town.

3. **Consistency with Plan:** Require all decisions and actions concerning land use development and redevelopment to be consistent with the Comprehensive Plan.
4. **Impacts to Natural Resources:** When evaluating any potential development projects, the Town will consider the potential impact on natural resources, environmental corridors, and habitat areas.

Goal #2

Promote a sustainable land use pattern that maximizes compatibility between neighboring uses and allows the continuation of agriculture, forestry, and open lands.

Objectives

1. **Maximum Lot Creation** Add a bonus density requirement to the Town's Zoning Ordinance that would limit the maximum number of existing and new residential home sites based on a mapped geographic area.
2. **CSM Limitations** Write and adopt a policy that limits the number of lots created by a certified survey map based on the Agricultural Land Use category (defined on page 3) and as shown on the Land Use Plan.
3. **Maximum Buildable Area** Amend the Rural District zoning category that requires a maximum developable area of 1.25 acres with an option of enlarging the developable area for nonresidential out-buildings to 2 acres, subject to a site plan reviewable by the Plan Commission and Town Board.
4. **Preservation of Farmland** Develop ordinances that minimize the consumption of agricultural land in intensive agricultural areas of the town by not allowing non-farm land uses that significantly impair or limit farming operations and support the preservation of these areas in large, contiguous blocks.
5. **Residential Development Standards** Direct new residential development, especially subdivisions, to appropriate locations near the Town's already platted areas, as shown on the Land Use Plan, in order to minimize negative impacts on natural resources and farming operations, minimize lot access onto existing town, county and state roads, and develop as contiguous as possible to like development.

Land Use Plan

Existing and Future Land Uses

For existing land uses see Map 1 in the back of the Plan. The Land Use Plan is on Page 5.

- ❑ The Land Use Plan does not identify individual single-family lots because of uncertainty where they may be proposed. Rather, the "Agriculture" land use will allow a scattering of individual lots (see definition below), subject to any restrictions the Town may include in land use regulations.
- ❑ The following table projects the amount of land that could be absorbed for residential development in five year increments over the next twenty years:

Table 1
Growth by Five Year Increments

Year	Additional Acres	Total Additional Acres
2010-2014	50.4	50.4
2015-2019	48.0	98.4
2020-2024	42.0	140.4
2025-2029	33.6	174.0

Source: Martenson & Eiese.com estimates

- ❑ The Land Use Plan for the Town of Osceola shows future land uses. In some areas, the future land use is the same as the existing land use, while in other areas the land use is projected to change.

Future Land Uses

- ❑ The Town's Land Use Plan shows existing land uses as they are today, with minimal industrial expansion (or reflection of grandfathered non-metallic mining operations).
- ❑ The Land Use Plan does not identify individual single-family lots or conservation subdivisions because of uncertainty where they may be proposed. This means that the merits for allowing newly platted lands (based on goals and objectives contained in this plan) will need to be considered at the time the Town is approached with such land divisions.
- ❑ Land uses shown on the Land Use Plan are generally described as follows:
 - **Low Density Residential:** One- and two-family residences, including mobile homes.
 - **Farmsteads:** One-family home, possibly including a barn and outbuildings.
 - **Medium Density Residential:** Residential duplexes and low density attached or detached condominium units
 - **Mobile Homes:** Individual scattered mobile homes
 - **Commercial:** Retail, food or beverage service, or office uses.
 - **Private Campgrounds:** For-profit campgrounds and non-profit camps
 - **Industrial:** Manufacturing facilities, contractor storage, and office facilities and storage buildings related to industrial operations
 - **Quarries/Mining:** Extraction of non-metallic material
 - **Utilities:** Substations and other facilities associated with public or private utilities
 - **Airports:** Private Landing Strips
 - **Public/Institutional:** Town Hall, Town Garage, private schools, churches and cemeteries.
 - **Cemeteries:** Church related or private cemeteries
 - **Parks and Recreation:** Town, County, and State Parks, Trails, and Forests; State Natural Areas; State Wildlife Areas; public and private nature preserves.

- **State Forest:** Northern Unit of the Kettle Moraine State Forest
- **Agricultural/Transitional** Land in this category is presently a mixture of farming operations having no more than 250 animal units and/or unlimited crop farming, with a scattering of residential subdivisions and residential housing sites. The Town would be receptive to residential development provided density standards are met, a parcel is rezoned out of agricultural, and platting occurs.
- **Agricultural** Land that will allow farm operations provided they do not exceed 500 animal units. Minimal residential development provided density standards are met, a parcel is rezoned out of agricultural, and platting occurs.
- **Intensive Agricultural** Land in this category will allow more intense agricultural siting farm operations with more than 500 units with a special use permit. Minimal residential development provided density standards are met, a parcel is rezoned out of agricultural, and platting occurs.
- **Open Land:** Fallow or unused land, including vacant residential lots in subdivisions
- **Open Water:** Lakes, ponds, and streams
- **Transportation:** Highways, roads, and streets, either public or private.

Land Cover

- The Land Use Plan also shows land coverage features. The objective of showing land coverage is to alert property owners and developers that natural resources or certain setbacks from those resources may restrict use of certain lands. The natural resources may be open water and wetlands, woodlands, or steep slopes, or other topographic or geologic features.
- Woodlands can be developed as residential, but the environmental consequences of doing so – habitat destruction and the loss of air cleansing and cooling benefits of trees – should be considered.

Extraterritorial Platting and Zoning

See Map 2

- No municipalities have extraterritorial review powers in the Town of Osceola.

Land Use and Zoning

Comparison of Land Use Category and Zoning District

Table 2 illustrates the relationship of land use categories on the Land Use Plan to zoning districts in the Town's Zoning Ordinance.

Table 2
Land Use Category and Zoning District Comparison

Land Use Categories	Zoning Categories				
	Exclusive Agriculture	Agricultural Transition	Residential	Business	Industrial
Farmsteads	P	P	P	P	
Low Density Residential	F	F	P	P	
Medium Density Residential			SP	SP	
Mobile Homes/M.H. Parks			P	P	
Commercial				P	P
Private Campgrounds				P	
Industrial					P
Mining/Quarries	SP	SP			SP
Utilities	P	P	P	P	P
Air Strips					
Gov./Education/Institutional	SP	SP	P	P	
Parks and Recreation			P	P	
Agriculture	P	P	P		P
Open Land	NA	NA	NA	NA	NA
Open Water	NA	NA	NA	NA	NA

P = Permitted Use NA = Not Applicable F=Farm related home SP=with Special Use Permit

Source: Martenson & Eisele, Inc. and the Town of Osceola Zoning Ordinance

Consistency Between the Land Use Plan and Zoning

- ❑ Of particular importance is consistency between the Land Use Plan and the Zoning Map (see Map 2). Because zoning reflects the current situation and the land use plan reflects the preferred land use, the two maps are initially not going to be consistent. The objective of the Plan is that these two maps would become consistent over a period of time.
- ❑ The two maps were analyzed for areas that are inconsistent. Table 3 identifies areas where the Town should consider changes to the zoning map (on their own initiative or by a rezoning petition) to be consistent with the Land Use Plan.

Table 3
Comparison of Current Zoning and Land Use Plan

Area	Current Zoning	Existing or Future Land Use Plan
Residential growth shown on both sides of Happy Hollow Road	Exclusive Agricultural & Agriculture Transition	Residential
Residential growth shown east of Mallard La. Extended an south of Lakeview Road	Agricultural Transition	Residential
East of Sheehan Lake Lane	Agricultural Agriculture	Residential
Quarry on south edge of town, west of US 45	Agricultural Transition	Existing Quarry
Quarry on north edge of town, east of Northview Rd.	Exclusive Agricultural	Existing Quarry
Residential property S. of Happy Hollow, N. of 67	Industrial	Residential

Source: Martenson & Eisele, Inc.

Background Information

Land Use Characteristics

- ❑ Map 1 shows the existing land uses in the Town of Osceola. Table 4 shows existing land use categories, including acreage, percentage of acreage by land use, and intensity/density.
- ❑ Intensity is the degree to which a land use impacts the community. Along a scale of intensity, industrial activities are generally more intense than open space. Intensity is considered, however, in two ways: the overall land use, and the specific type of land use at a particular location. An example would be a large feedlot and a small cheese factory. The type of agricultural – a feedlot that covers many acres and may generate odors and noise - would have greater impact on the town than a small industrial land use with limited activity.
- ❑ Density is the degree to which the facilities associated with a general land use cover the land. A mobile home park would obviously have a higher density than a natural area.
- ❑ Table 4 illustrates that there are three major land uses in Osceola – agriculture, open lands, and lands for recreation and forestry in the Northern Unit of the Kettle Moraine State Forest. These three account for more than 86% of the 23,194 acres in the town.
- ❑ “Open lands” in Osceola are most likely to be officially designated as wetlands, which are undevelopable by law, or land that is too wet to consistently farm. They may also be privately owned open areas or woodlands. A very small percentage of “open land” in Osceola is vacant lots within residential subdivisions.
- ❑ Lands in public ownership account for 15% of all lands in the Town of Osceola. Virtually all of this public land is the Northern Unit of the Kettle Moraine State Forest.
- ❑ Because of the wetlands and the State Forest, the amount of agricultural land in Osceola is very small relative to other towns in Fond du Lac County.
- ❑ The amount of open water, 4.2% of the town’s land area, is comparatively high.
- ❑ Assuming all existing land uses except residential and agriculture are undevelopable, only 41% of Osceola is developed or available for future development. Ninety percent of this land is currently in use for agriculture.

Table 4
Existing Land Use

(See the “Existing and Future Land Uses” section on Pages 3-4 for definitions of the land use categories)

Category	Acres	%	Intensity	Density
Low Density Residential	847.4	3.7%	Moderately low	Low
Farmsteads	64.7	0.3%	Moderately low	Low
Medium Density Residential	0.5	<0.1%	Moderately low	Moderately low
Commercial	29.1	0.1%	High	High
Mining/Quarries	177.9	0.8%	High	Low
Industrial	10.1	<0.1%	Moderately high	High
Utilities	1.3	<0.1%	Moderately high	Low
Government, Education and Institutional Facilities	48.1	0.2%	Moderately high	Low
Parks and Recreation (not including State Forest)	33.5	0.1%	Moderately low	Low
Northern Unit Kettle Moraine State Forest	3,433.9	14.8%	Moderately low	Low
Private Campgrounds	310.8	1.3%	Low	Low
Agricultural Land/Pasture	8,632.9	37.2%	Moderately low	Low
Other Open Land	7,956.4	34.3%	Low	Low
Open Water	978.3	4.2%	Low	Low
Transportation	668.9	2.9%	High	High
Total Acres	23,193.8			

Source: East Central Wisconsin Regional Planning Commission, Town of Osceola, Martenson & Eisele, Inc.

Trends in the Supply, Demand, and Price of Land

Agricultural

- ❑ Approximately 8,630 acres in Osceola, or 37% of the land area, is currently used for various agricultural purposes.
- ❑ Agricultural land is the predominant land use, but by a very small margin over other open land.
- ❑ Some of the current agricultural land will eventually transition to more intense land uses, primarily residential.

Residential

- ❑ Table 4 identifies 847 acres, or less than 4% of the town, as residential development.
- ❑ Table 5 shows that building permits were issued by the Town for 55 housing units between 2004 and 2008. This is a rather small number relative to other towns in Fond du Lac County. There is, however, comparatively less land available for development in Osceola.
- ❑ All but one of the permits for new dwellings were single-family homes.
- ❑ Most of the permits for single-family homes were valued less than \$100,000. (Building permit values represent the *cost of construction*, not the *market value* of the total property.)

Table 5
Residential Building Permits and Construction Value

Permits for Units and Buildings by Value (in thousands)					
		<\$100	\$100 - \$150	\$150 - \$200	Total Units
Year	Type	Units	Units	Units	
2004	Single-Family	10			10
	Two-Family				
2005	Single-Family	14			14
	Two-Family				
2006	Single-Family	16			16
	Two-Family	1			2
2007	Single-Family	3			3
	Two-Family		2		4
2008	Single-Family		3	3	6
	Two-Family				
	TOTAL	44	5	3	55
Single-Family					49
Two-Family					6

Source: Town of Osceola

Commercial and Industrial

- ❑ Commercial and industrial lands are widely scattered throughout the town and cover only two-tenths of one percent of the total land area.
- ❑ Quarry operations account for another eight-tenths of a percent.

Conflicts Between Adjacent Land Uses

Within the Town of Osceola

- ❑ Rural residential development can create a conflict between farmers and new residents over agricultural practices that create noise and odor.

Between the Town of Osceola and Adjacent Towns

- ❑ The Town of Osceola is not aware of any conflicts with adjacent towns.

Limitations on Development

These topics are discussed again in the Agricultural, Natural, and Cultural Resources element.

Farmlands

- ❑ Prime farmlands, as depicted on Map 3, should be preserved.

Topography (Map 4)

- ❑ A significant portion of Osceola is either too low (wet) or too hilly for development.

Geology

- ❑ Geologic characteristics within Osceola present no limitations on development.

Soils

- ❑ Soils are a limitation to development in the wetland areas of the town. The high water table makes the soil's bearing capacity low. Soils and groundwater levels are not a problem in the rest of the town.
- ❑ Almost all of Osceola has soils that present severe limitations to the use of septic tanks.

Environmental Characteristics

- ❑ Water-related resources are highly regulated. Local, state and federal regulations and ordinances need to be thoroughly reviewed when development is proposed for property that is in or near any of these resources. This is especially important because wetlands cover about a third of the town.

Land Use Projections

Agricultural

- ❑ The amount of land in the town that is wetlands or State Forest limits the amount of agricultural land in Osceola.
- ❑ As stated above, only 41% of Osceola is currently developed or available for future development. Ninety percent this land is currently in use for agriculture.
- ❑ It is likely that the number of acres used for agricultural production will slowly decrease as land is converted to more intense uses, such as residential, commercial, and industrial.
- ❑ This transition will be most likely in the northwest half of the town, where agricultural lands predominate.
- ❑ Nonetheless, agriculture will continue to be a major business in the town for many years.

Residential

- ❑ Table 6 shows the residential land projections for the Town of Osceola. They are based on population and household projections of the Wisconsin Department of Administration (WDOA). "Households per Acre" is a calculation by Martenson & Eisele, Inc. of the ratio of

households to residential acreage in 2000. That ratio is then used in future years to project residential land area requirements.

Table 6
Residential Land Use Projections

	Population	Percent Change	Households (Hshlds)	Persons/ Hshld	Hshlds/ Acre*	Additional Acres	Running Total Acres
2000 Actual	1,802	--	701	2.57	--	--	--
2008 Est.	1,923	6.7%	741	2.45	1.2	--	--
2010	1,923	0%	786	2.45	1.2	--	--
2015	1,996	3.7%	828	2.41	1.2	50.4	50.4
2020	2,071	3.7%	868	2.39	1.2	48.0	98.4
2025	2,139	3.2%	903	2.38	1.2	42.0	140.4
2030	2,196	2.6%	931	2.36	1.2	33.6	174.0

Source: US Census, WDOA, and Martenson & Eisele, Inc.

*Estimate by Martenson & Eisele, Inc.

- ☐ Based on the projections and calculations in Table 6, 174 acres will be developed for residential use by 2030 in the Town of Osceola.

Commercial

- ☐ A ratio of a community's population to the number of acres currently being used for commercial activities is a way to project how many additional acres of land will be needed.
- ☐ The Town of Osceola had an estimated population of 1,923 in 2008. There are 29 acres of commercial land. The resulting ratio of 0.015 acres per person can be used to calculate the amount of commercial land needed in the future. Based on this ratio and the projected 2025 population of 2,160 from Table 103, an additional 3.5 acres of commercial land will be required in 2030 than there is now.

Industrial

- ☐ Using the same methodology, another 1.25 acre of industrial land will be needed in 2025.

Development and Redevelopment Opportunities

Agricultural *(suggested language to be discussed at a future meeting)*

- ☐ The Town Land Use Plan identifies specific geographic areas where intensive farming operations will be encouraged. This means that land uses other than agriculture will be highly discouraged, but not prohibited. The Town should adopt ordinances that will require non-agricultural land uses to have the absolute minimum impact on farming practices.

Residential

- ☐ Residential development will be encouraged mainly in areas shown on the Land Use Plan. A scattering of individual homes in the largest AT District is Sections 32 and 33 on the west side of USH 45 and south of Happy Hollow Road. Other large AT Districts are in the Kettle Moraine Area. There are several scattered districts in northern Osceola. Residential platting will be highly discouraged in the Intensive Agricultural areas shown on the Land Use Plan.

Commercial and Industrial

- ☐ The Town of Osceola would encourage commercial land uses in the "lakes" area of the Town when associated with tourism. The negative factor for more potential commercial enterprises is the possible increase in crime and the lack of public sewer and water services.

Implementation

Integration and Consistency

- ❑ During the planning process, care was taken to ensure integration of, and consistency between, the goals, objectives, policies, and recommendations contained in each element of the Comprehensive Plan.
- ❑ The Town of Osceola Plan Commission will be responsible for comparing proposals for development that come before it with each element of the Comprehensive Plan. If the review of the development proposal uncovers inconsistencies between the elements, the Plan Commission should consider how the inconsistencies may be resolved and make a recommendation for those changes to the Town Board.

Ordinances and Regulations

Town of Osceola

Consistency Requirement

- ❑ Wisconsin's comprehensive planning legislation *requires* that the Town's Comprehensive Plan be consistent with the following ordinances.

Zoning Ordinance (*Zoning districts are identified on Map 2*)

- Zoning in the Town of Osceola is regulated by the Town of Osceola Zoning Ordinance.

Subdivision Ordinance

- The Town of Osceola has a Subdivision Ordinance via the adoption of the Fond du Lac County Subdivision Ordinance.

Official Map

- The Town of Osceola does not have an Official Map Ordinance. The Town follows the Fond du Lac County Official Map.

Extraterritorial Platting

- Extraterritorial review powers only apply to cities and villages, so this is not applicable to the Town of Osceola.

Shoreland-Wetland Ordinance

- Fond du Lac County has a Shoreland Zoning Ordinance (Chapter 44), that regulates development within shoreline and wetland areas in the Town of Osceola. Information on this ordinance can be viewed at: <http://www.fdlco.wi.gov/Index.aspx?page=285>

Livestock Siting Ordinance

- The Town of Osceola does not have a livestock siting ordinance.

Floodplain Ordinance

- Fond du Lac County has a Floodplain Zoning Ordinance (Chapter 28, Article 2), that regulates development within floodplains in the Town of Osceola. Information on this ordinance can be viewed at: <http://www.fdlco.wi.gov/Index.aspx?page=286>
- ❑ Wisconsin's comprehensive planning legislation *does not require* that the Town's Comprehensive Plan be consistent with the following ordinances.

Erosion Control and Stormwater Management Ordinance

- Fond du Lac County has an Erosion Control and Stormwater Ordinance (Chapter 27) that applies to land development in the Town of Osceola. This ordinance can be viewed at <http://www.municode.com/resources/gateway.asp?sid=49&pid=13059>

Wellhead Protection Ordinance

- The Town of Osceola does not have a municipal well.
- The requirements of Wisconsin's wellhead protection program are found in section NR 811.16(5) of the Wisconsin Administrative Code. If the Town would decide to construct a municipal well (there are no plans at this time), it would have to prepare a wellhead protection plan (WHP) and obtain approval from the Wisconsin Department of Natural Resources (WDNR) before placing the well into service.
- More information can be viewed at www.dnr.state.wi.us/org/water/dwg/gw/wellhead.htm.

Measurement of Progress

- The Town of Osceola Plan Commission will provide a written report to the Town Board on a periodic basis on the progress made in implementing the programs and actions described in the Implementation Element of the Comprehensive Plan.

Plan Update and Amendment Process

- The Town of Osceola will review the goals, objectives, and policies of the Comprehensive Plan on a periodic basis. The entire Comprehensive Plan should be updated every ten years.
- Because the environment in which the Comprehensive Plan is to be implemented is dynamic, it is expected that amendments to the Comprehensive Plan will be needed to address changing conditions and attitudes. For example, the Plan Commission may receive a development proposal for a specific property in the Town of Osceola that is inconsistent with the land use shown on the Land Use Plan. If the Plan Commission determines that the land use shown in the development proposal is appropriate, an amendment to the text and the maps of the Comprehensive Plan will be needed to ensure consistency.
- The process for amending the Comprehensive Plan is the same as that originally used for the adoption of the Comprehensive Plan. The Plan Commission will make a recommendation to the Town Board on the amendment. The Town Board will need to hold a public hearing on the recommended amendment, and adopt the amendment to the ordinance established with the adoption of the original plan.

Five-Year Implementation Plan

- The projections in the Comprehensive Plan for the Town of Osceola are based on a twenty-year timeframe.
- To assist in making the implementation of the Comprehensive Plan more manageable, the Town of Osceola has developed a Five-Year Implementation Plan. The Plan lists the programs or actions the Town will undertake, who will have responsibility for the programs or actions, and in what year the program or action will be undertaken.
- The programs and actions were selected by the Town based on the goals, objectives, policies, and programs contained in the Comprehensive Plan.
- The Five-Year Implementation Plan (Table 6) will be reviewed on an annual basis to determine which programs and actions have been completed and should be removed from the

Five-Year Implementation Plan, which programs and actions should remain in the plan for the next five years, and which programs and actions should be included for the first time.

Table 7
Five-Year Implementation Plan

From the Land Use Element		
Maximum Lot Creation Add a bonus density requirement to the Town's Zoning Ordinance that would limit the maximum number of existing and new residential home sites based on a mapped geographic area.	Town Board and Plan Commission	2009-2010
CSM Limitations Write and adopt a policy that limits the number of lots created by a certified survey map based on the Agricultural Land Use category (defined on page 3) and as shown on the Land Use Plan.	Town Board and Plan Commission	2009-2010
Maximum Buildable Area Amend the Rural District zoning category that requires a maximum developable area of 1.25 acres with an option of enlarging the developable area for nonresidential out-buildings to 2 acres, subject to a site plan reviewable by the Plan Commission and Town Board.	Town Board and Plan Commission	2009-2010
Preservation of Farmland Develop ordinances that minimize the consumption of agricultural land in intensive agricultural areas of the town by not allowing non-farm land uses that significantly impair or limit farming operations and support the preservation of these areas in large, contiguous blocks.	Town Board and Plan Commission	2009-2010
Residential Development Standards Direct new residential development, especially subdivisions, to appropriate locations near the Town's already platted areas, as shown on the Land Use Plan, in order to minimize negative impacts on natural resources and farming operations, minimize lot access onto existing town, county and state roads, and develop as contiguous as possible to like development.	Town Board and Plan Commission	Ongoing
From the Issues and Opportunities Element		
Town Website: For purposes of communication with town residents and tourists, a website should be established to include Board and Committee agendas and minutes, a list of officials that can be contacted regarding town and county services, and links to the local business community.	Town Board	2009-2010
Marketing: Create a committee of interested residents and business owners that would develop marketing materials to promote the town as a good place to do business.	Town Board Appointed Committee	2009-2010
Wind Energy Ordinance: Write a Wind Generation Ordinance to create a minimum setback from residential homes that would minimize any harmful effects of this type of land use.	Town Board and Plan Commission	2009-2010
From the Agricultural, Natural, and Cultural Resources Element		
Agricultural Siting: Amend the Town's Zoning Ordinance to identify areas of Osceola as future concentrations of large farm operations, general farm operations, and a transition of farming operations to rural residential areas and add ag-siting regulations.	Town Board and Plan Commission	2009-2010
From the Transportation Element		
Division Road: The Town needs to upgrade the condition of Division Road in the near future, and seek financial aid from possible alternative sources to help fund improvements.	Town Board	2009-2014

<i>From the Housing Element</i>		
Minimize Farming Impact: Review and amend the Town's Zoning Ordinance to develop standards that minimize new residential development on prime agricultural lands and maintain the efficiency of farm operations	Town Board and Plan Commission	2009-2014
<i>From the Utilities and Community Facilities Element</i>		
Emergency Services: Continue to support local volunteer Fire Departments and First Responder Programs, and seek agreements with other Volunteer Fire Departments to provide fire service to the northeastern edge of the town	Town Board	2009-2014
<i>From the Economic Development Element</i>		
Business Link: Provide an opportunity for local businesses to link onto a future Town website	Town Board and those who are designing a website	2009-2014
<i>From the Intergovernmental Cooperation Element</i>		
Coordination: Continue the coordination of emergency response services with local fire departments and the Fond du Lac County Sheriff's Department	Town Board	Ongoing

Source: Town of Osceola and Martenson & Eisele, Inc.

Issues and Opportunities

Major Findings

1. The population of the Town of Osceola in 2000 was 1,802. This is an increase of over sixty percent since 1970.
2. Osceola's population increased in each decade between 1970 and 2000.
3. The Wisconsin Department of Administration projects that the number of residents of the Town of Osceola will increase by 358 between 2000 to 2025, a 20% increase.
4. In general, the residents of the Town of the Town of Osceola in 2000 were above average in age compared to the county and state. The median age in the Town of Osceola was 40, compared to 36.9 in Fond du Lac County and 36.0 throughout Wisconsin.
5. The number of households in Osceola (households include unrelated persons) is projected to increase by twenty-nine percent.
6. The projected percentage increase of households is higher than the increase in population because the average size of households is projected to decrease. A declining number of persons per household means more housing units will be needed for the population than if the average number of persons per household had remained stable.
7. The highest-paying jobs in Fond du Lac County in 2000 were in the *manufacturing and construction* industries, followed by those in *professional and business services* and *education and health services*.
8. The lowest-paying jobs in Fond du Lac County in 2000 were in the *leisure and hospitality* and *other services* categories. There was no category for agriculture.
9. The highest percentage of employed residents of the Town of Osceola in both 1990 and 2000 were in the manufacturing industry, though the percentage relative to all employed residents in those years declined from 37% in 1990 to 31% in 2000.
10. Between 1990 and 2000, residents employed in the agriculture industry had declined to just over 8% of employed residents, while those in the service industry had risen to almost twenty-three percent.
11. If the number of Osceola residents employed in the manufacturing industry, with its highest wages, continues to decline, and the number employed in the service industry, with its lowest wages, continues to rise, the average weekly wage of residents will likely decline.

Goal and Objectives

Goal

- ☐ Strive to raise the quality of life for town residents by addressing the weaknesses identified in the SWOT Workshop.

Objectives

1. **Formation of a Town Website:** For purposes of communication with town residents and tourists, a website should be established to include Board and Committee agendas and minutes, a list of officials that can be contacted regarding town and county services, and links to the local business community.
2. **Marketing Brochures:** Create a committee of interested residents and business owners that would develop marketing materials to promote the town as a good place to do business.

3. **Commercial Development:** Show appropriate locations for possible commercial development on the Land Use Plan, and encourage businesses to locate in Osceola, especially those that may cater to tourism.
4. **Wind Generation Ordinance:** Write a Wind Generation Ordinance to create a minimum setback from residential homes that would minimize any harmful affects of this type of land use.

Background Information

Visioning Workshop

On January 15, 2009, the Osceola Plan Commission and eighteen town residents participated in a "Strengths, Weaknesses, Opportunities, and Threats" (SWOT) workshop to develop a vision for the town.

- ☐ They created lists that identified:
 - What they like about their community
 - What they felt were some of the weaknesses
 - What they would like to see in their community
 - What challenges they may face in working to achieve the vision
- ☐ The lists (included in the Appendix) were reviewed in preparing the Comprehensive Plan.

NOTE: The following analysis is based on Tables 100 through 115, which can be found in the back of this Plan behind the "Tables" tab. It must be further noted that the statistics upon which the analysis is based are from the 2000 United States Census, the latest available data. Being nine years hence, and after and within a volatile economic climate, some characteristics may have changed dramatically. This, of course, can render the information and subsequent analysis of some areas of information (which ones are unknown) inaccurate relative to the present day.

Population Characteristics

Population Change (Table 100)

- ☐ According to the U.S. Census, the population of the Town of Osceola in 2000 was 1,802. This is almost 700 more than it was in 1970, or an increase of over sixty percent.
- ☐ Of surrounding towns (Auburn, Eden, and Forest), Auburn increased at an even greater rate. The Town of Eden's population went down by 6% from 1970 to 2000, and Forest's remained virtually the same. Osceola's population grew four times that of all of Fond du Lac County, and three times greater than throughout Wisconsin.
- ☐ The majority of Osceola's increase in population occurred in the 1970s, when it increased by more than 450, or forty percent.
- ☐ Osceola's population increased in each decade between 1970 and 2000. Each of the other towns had a decrease in one or more of those decades.
- ☐ It is estimated by Martenson and Eisele, Inc. that the Town of Osceola's population in 2008 is 1,923, a 6.7% increase since 2000. This, again, is less than Auburn but greater than the other two towns and the county and state. If past trends continue, the population of the Town of Eden will decline further.

Population Race (Table 101)

- ❑ In 2000, the Town of the Town of Osceola was 98% white, not including Hispanic or Latino. This compares to all of Fond du Lac County at about 95% white and Wisconsin at 87%.

Population Age and Median Age (Table 102)

- ❑ In general, the residents of the Town of the Town of Osceola in 2000 were above average in age compared to the county and state. The median age in the Town of Osceola was 40, compared to 36.9 in Fond du Lac County and 36.0 throughout Wisconsin.
- ❑ Forty-one percent of Osceola residents in 2000 were between the ages forty and seventy. Another 36% were younger than thirty. The percentages in these age groups were essentially reversed in both the county and state.
- ❑ Less than 9% of town residents in 2000 were in their twenties. In a statistically perfect world, the number of persons in each age category in 1990 would be the same in the next higher age group in 2000, plus or minus the percentage of population growth of the entire community. In other words, if there were 100 people in their **teens** in 1990, and the town's population grew by 10% from 1990 to 2000, there would be 110 people in their **twenties** in 2000. In actual fact, however, in the Town of Osceola the change between these two age groups was a *decline* of 128 persons, a 54% decrease. This means the community is not retaining their children as they become adults, and may, along with other factors, suggest the capacity of business in the town is insufficient for persons entering the work force.

Population Projections

Population Projections (Table 103)

- ❑ The Wisconsin Department of Administration projects that the number of residents of the Town of Osceola will increase by 358 between 2000 to 2025, a 20% increase.
- ❑ The Town of Auburn is projected to increase 32%, while Eden is expected to decline by 8% and Forest rise by eight percent. The population of Fond du Lac County is projected to increase by about 14%, and Wisconsin's by seventeen percent.
- ❑ In all these jurisdictions, the *rate* of growth is projected to have been greatest between 2000 and 2005, then steadily decline in five-year increments until 2025.

Household Projections

Household Projections (Table 104)

- ❑ The number of households in Osceola (households include unrelated persons) is projected by the State to increase by approximately 203 between 2000 and 2025. This is a 29% increase. Once again, this percentage increase is less than in the Town of Auburn, and quite a bit higher than the Town of Forest, Fond du Lac County, and throughout Wisconsin. Not surprisingly given the decrease in population, the number of households in the Town of Eden is projected to decrease, though slightly.
- ❑ While the number of households will increase by 29%, the average number of persons per household will decrease by more than seven percent, from 2.57 to a quite low 2.39 (lower than all the other jurisdictions mentioned above).
- ❑ In Osceola and most other governmental units, including the state and nation, the projected percentage increase of households is higher than the increase in population (20% in Osceola) because the average size of households is projected to decrease. This is due to, among other factors, a high divorce rate and couples waiting longer to have their first child.
- ❑ A declining number of persons per household means more housing units will be needed for the population than if the average number of persons per household had remained stable.

Income Characteristics

Median Income (Table 105)

- ❑ The median income for *households* in the Town of Osceola was \$47,672 in 1999. This is above 5% higher than in Fond du Lac County, and 9% higher than in Wisconsin.
- ❑ The median income for *families* in the Town of Osceola in 2000 was \$54,097. This, too, is slightly higher than in the county and state.
- ❑ Relative to the median family income of \$32,604 in 1989, inflation alone would have produced a median family income of \$43,690 in 1999. At \$47,672, then, the rise in the median income of Town of Osceola families exceeded the rate of inflation.

Household Income (Table 106)

- ❑ The moderately higher average household income in Osceola is further detailed in Table 106. More than 62% of Town of Osceola households in 1999 had incomes between \$35,000 and \$100,000. This compares to 56% in Fond du Lac County and 52% in Wisconsin.

Per Capita Income (Table 107)

- ❑ Per capita income in the Town of Osceola in 1999 (\$20,568) was very similar to that in Fond du Lac County and Wisconsin.
- ❑ The rate of increase in per capita income in Osceola from 1989 to 1999 was significantly higher than in the county and state.

Poverty Status (Table 108)

- ❑ The proportion of individual *persons* in Osceola in 1999 that were officially living in poverty was four percent. This is moderately lower than in Fond du Lac County and much lower than in Wisconsin.
- ❑ The proportion of individual *families* in Osceola in 1999 that were officially living in poverty was 4.4 percent. This is lower than in Fond du Lac County (3.5%) and higher than in Wisconsin (5.6%).
- ❑ Poverty levels for persons and families declined between 1989 and 1999 in all three jurisdictions.

Employment Characteristics

Labor Force (Table 109)

- ❑ The unemployment rates in Fond du Lac County and Wisconsin have a similar history from 1990 to 2006. Both dipped 25 to 40 percent from 1990 to 2000, then returned to near their 1990 level by 2006.
- ❑ The unemployment rate in both the county and state was at 4.7% in 2006.

Employment of Residents by Type of Industry (Table 110)

- ❑ The number of employed Osceola residents age 16 and over (irrespective of their place of employment) increased from 778 in 1990 to 985 in 2000, a 27% increase. Employment in both Fond du Lac County and Wisconsin increased by about fourteen percent in the same time period.
- ❑ The highest percentage of employed residents of the Town of Osceola in both 1990 and 2000 were in the manufacturing industry, though the percentage relative to all employed residents in those years declined from 37% in 1990 to 31% in 2000.
- ❑ In 1990, the number of employed residents in the service and agricultural industry (including forestry, fishing, and mining) was identical. Each accounted for 16% of the total. By 2000,

however, agriculture had declined to just over 8% of employed residents, and the service industry had risen to almost twenty-three percent.

- ❑ The highest percentage of employed residents in Fond du Lac County and Wisconsin in 2000 were in the service industry, with manufacturing second.
- ❑ Of the nine employment categories for the Town of Osceola in Table 110, all but agriculture increased between 1990 and 2000 in their proportion of the total. This means employment opportunities have become more diverse, which is good.

Employment of Residents by Type of Occupation (Table 111)

When analyzing Table 111, it is important to note that between the 1990 and 2000 Censuses the categories for the types of occupations held by the residents of the town, county and state changed significantly. It is, therefore, virtually impossible to make comparisons between the two years. There are also fewer categories in 2000, which makes detailed analysis difficult.

- ❑ In 2000, 30% of employed residents of the town who were age 16 and over had occupations in *production, transportation, and material moving*. The occupations of one-quarter of employed Osceola residents in 2000 were in *management, professional, and related* positions, and another one-fifth in *sales and office* occupations
- ❑ These three occupation categories were also highest in Fond du Lac County and Wisconsin, *Management, professional, and related* occupations were highest in both the county and state, but the order of the other two were reversed.

Industry of Employed Persons (Table 112)

- ❑ Thirty-four percent of employees age 16 and over in Fond du Lac County in 2000 (regardless of their place of residence) worked in the manufacturing industry. Another 34% was almost evenly split between the education and health services and trade, transportation and utilities industries.
- ❑ These same three categories held the greatest percentages of employees in Wisconsin in 2000, but only 22% were in manufacturing.

Average Weekly Wages (Table 113)

- ❑ The highest-paying jobs in Fond du Lac County in 2000 were in the *manufacturing and construction* industries, followed by those in *professional and business services* and *education and health services*.
- ❑ The lowest-paying jobs in Fond du Lac County in 2000 were in the *leisure and hospitality* and *other services* categories. There was no category in Table 113 for agriculture.
- ❑ The manufacturing and construction industries were also the highest paying in Wisconsin. Financial services were sixth-highest in the county, third-highest paying industry in the state.

Travel Time to Work (Table 114)

- ❑ The travel time to work of employed residents of Fond du Lac County and Wisconsin uniformly increased between 1990 and 2000. It was much more variable in Osceola.
- ❑ In 2000, more than 18% of employed Osceola residents drove less than ten minutes to work, compared to less than 17% in 1990, and a lower percentage drove an hour more in 2000 than in 1990.
- ❑ The percentage of workers who traveled forty minutes to an hour increased dramatically from 1990 to 2000.
- ❑ A rough estimate by Martenson & Eisele, Inc. suggests that the average travel time was about 22 minutes in 1990 and 24 minutes in 2000.

Education Characteristics

Educational Attainment (Table 115)

- ❑ Table 115 calculates the educational attainment of residents of the Town of Osceola in 2000 that were age 25 and older. Overall, these residents were generally less educated than those in Fond du Lac County and Wisconsin.
- ❑ More than 17% of Osceola residents had not attained a high school diploma, compared to about 16% of Fond du Lac County residents and 15% of Wisconsin residents.
- ❑ Thirty-four percent of Osceola residents in 2000 had attended college, but only 11% had attended four or more years. These percentages compare to 44% and 17%, respectively, in the county, and 50% and 22% throughout the state.
- ❑ It follows, then, that a higher percentage of Osceola residents in 2000 had graduated high school (49%) than in the county (40%) and the state (35%).
- ❑ These levels of education in Osceola in 2000 were somewhat improved from what they were in 1990.