

CHAPTER 21: COMPREHENSIVE PLAN

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SUBCHAPTER 1: GENERAL PROVISIONS

CHAPTER 21: COMPREHENSIVE PLAN**SUBCHAPTER 1: GENERAL PROVISIONS****21.100 TITLE**

This Chapter shall be known, cited, and referred to as the “Town of Lyndon Comprehensive Plan” or the “Comprehensive Plan Ordinance,” except as referred to herein, where it shall be known as Athis Chapter.”

21.101 AUTHORITY

This Chapter is enacted pursuant to the authority granted to Towns that exercise “village powers” pursuant to §§ 60.10(2)(c) and 60.22(3) Wis. Stats. and pursuant to § 66.1001 Wis. Stats. Additional specific statutory references are provided within the body of this Chapter solely as a means of assisting the reader. Such references are not to be considered as all inclusive and shall in no manner be construed to limit the application or interpretation of this Chapter.

21.102 PURPOSE

The Wisconsin Comprehensive Planning Law (§ 66.1001 Wis. Stats.) requires all Wisconsin governmental units, especially those who wish to engage in official mapping, subdivision regulation, and zoning, to develop a “comprehensive plan” to provide those communities with information and policies that will guide future planning and community decisions. In the past, some mapping, zoning, and subdivision decisions were made without adequate consideration of (i) the wishes of Town residents and property owners, or (ii) the long-range development of the Town, or (iii) the overall impact which such decisions might have on the goals of the Town. This plan is intended to represent the will-of-the-people regarding land use planning and, therefore, this plan provides guidance to Town officials when making decisions regarding land use, zoning, mapping, development, and subdivisions.

21.103 GENERAL APPLICATION OF THIS CHAPTER

All planning, zoning, mapping, subdividing, and development in the Town shall be consistent with the goals, objectives and policies of this Chapter, in addition to all other ordinances of the Town which may be applicable.

21.104 PUBLIC PARTICIPATION

Pursuant to § 66.101(4)(a), the Town adopted written procedures designed to foster public participation at every stage in the preparation of this Comprehensive Plan. The development of this Plan has been based on input received from the public through the following:

- (1) **PREVIOUS PLAN:** This is the third Plan prepared by the Town. The first was adopted in 1999 and the second was adopted in 2009. This Plan attempts to build on the first two Plans.
- (2) **PUBLIC MEETINGS:** This Plan has been reviewed and studied by the Plan Commission, which has discussed it at meetings noticed to the Public. All meetings of the Plan Commission and Town Board regarding this Plan were properly posted and were open to the public. In addition, public hearings were conducted on the Plan, at which public comment was encouraged and incorporated.

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21.105 ORGANIZATION

Consistent with the Smart Growth initiative, it is the responsibility of the Plan Commission to prepare a Comprehensive Plan for the Town, and to refer the Plan to the Town Board for adoption by ordinance. As prescribed by Wisconsin's Smart Growth legislation, §66.1001, this Plan addresses the following nine (9) required Plan Elements:

1. Issues & Opportunities
2. Agricultural, Natural & Cultural Resources
3. Housing
4. Economic Development
5. Utilities & Community Facilities
6. Transportation
7. Land Use
8. Intergovernmental Cooperation
9. Implementation

SUBCHAPTER 2: ISSUES AND OPPORTUNITIES

SUBCHAPTER 2: ISSUES AND OPPORTUNITIES**21.200 PURPOSE**

The purpose of this Subchapter is to comply with §66.1001(2)(a), which requires this Plan to contain background information on the local government unit and a statement of overall objectives, policies, goals and programs of the unit to guide the future development and redevelopment of the Town over a 20-year planning period. Background information should include population, household and employment forecasts that the Town used in developing this Plan, and demographic trends, age distribution, educational levels, income levels and employment characteristics that exist within the Town.

21.201 GOVERNMENT ORGANIZATION

The Town of Lyndon is a body corporate and politic. It is organized and operated pursuant to Chapter 60 Wis. Stats., utilizing a Town Board form of government, with three (3) Board members, one of whom is elected Chairman. The Town has adopted "Village Powers" pursuant to §60.10(2)(c) and §60.22(3), and pursuant thereto, it has created a Plan Commission and adopted a Zoning Ordinance.

21.202 LOCATION

The Town is located in south-central Wisconsin, in Juneau County (pop. 24,316), between the Village of Lyndon Station (pop. 458) and the City of Wisconsin Dells (pop. 2,418) and its sister municipality, the Village of Lake Delton (pop. 344). The Town is located on the Wisconsin River, the State's largest internal waterway. The Town is dissected by Interstate Highways 90 & 94, as well as the Canadian Pacific Railway. It is situated approximately halfway between Madison and La Crosse, and halfway between Minneapolis and Chicago.

21.203 HISTORICAL INFORMATION

- (1) **NATIVE AMERICANS:** The cultural history of the Dells area is thought to span several thousand years. Native Americans ranging from early Paleo-Indians to the more recent Ho-Chunk (formerly Winnebago), Sac (Sauk) and Menominee were attracted to the scenic Dells waterway, and left archeological evidence including effigy and burial mounds. In 1634, when the French explorer Jean Nicolet waded ashore at Red Banks, people of the Ho-Chunk Nation welcomed him. For some 360 years, the French labeled this nation as the Winnebago Tribe. In November 1994, the official results of the Ho-Chunk Nation secretarial Election was published, approving the revised Constitution and the proper name of the nation reverting to the Ho-Chunk Sovereign Nation (People of the Big Voice), which they have always called themselves. Hence today the Winnebago are the Ho-Chunk Nation and Red Banks is better known as Green Bay. The exact size of the total Ho-Chunk Nation was not known at that time. However, their territory extended from Green Bay beyond Lake Winnebago to the Wisconsin River and to the Rock River in Illinois.

While most people think of Native Americans as hunters or gatherers, the Ho-Chunk were also farmers. For example, their history tells of corn fields south of Wisconsin Dells that were as large as the distance covered when you shoot an arrow three times. They appreciated the bounty of the land we now call Wisconsin. Their story is the story of a people who loved the land of Wisconsin. In the last 170 years they faced tremendous hardship and overcame long odds to live here.

Their troubles began in the late 1820's when lead miners began to come into southwestern Wisconsin. At that time, the U.S. Government recognized the Ho-Chunk as a Sovereign Nation. The U.S. Government recognized the Ho-Chunk held title to more than seven million acres of some of the finest land in America. Treaty commissioners, speaking for the United States, promised they would punish any whites going on recognized Ho-Chunk lands. However, the lure of lead and good farmland proved too

SUBCHAPTER 2: ISSUES AND OPPORTUNITIES

great. Within ten years, the U.S. government reversed its position. The Ho-Chunk were forced to sell their remaining lands at a fraction of their worth and were removed from Wisconsin.

First, the Ho-Chunk people were moved to Northeastern Iowa. Within ten years (1846), they were moved to a wooded region of Northern Minnesota. They were placed there as a barrier between warring Sioux and Chippewa. As a result, the Ho-Chunk were victims of raids by both. At their request, they were to be moved to better land near the Mississippi River. Whites objected and before they could move, the U.S. Senate moved them further West. Within four years of their arrival (1859), the Government reduced their reservation from 18 square miles to 9 square miles. Four years later (1863), they were moved to a desolate reservation in South Dakota surrounded by Sioux. The U.S. Government allowed the Ho-Chunk to exchange their South Dakota reservation for lands near the more friendly Omaha's of Nebraska, in 1865. Throughout this time many Ho-Chunk refused to live on the increasingly poor area away from their abundant homelands in Wisconsin. Many returned to Wisconsin.

Today, the Wisconsin Ho-Chunk do not have lands reserved (a reservation) in Wisconsin. Instead, all Wisconsin Ho-Chunk tribal lands are lands they once owned but they have had to repurchase. As of December 27, 2001, the 6,159 members of the Wisconsin Ho-Chunk Sovereign Nation hold title to 2,000 acres of land. The largest concentrations of Ho-Chunk tribal members are in Jackson, Monroe, Milwaukee, Sauk, Shawano, and Wood counties. The Ho-Chunk Nation owns approximately 203 acres in the Town.

- (2) **WISCONSIN RIVER:** During the 17th century, European traders, trappers, and missionaries discovered the Wisconsin River as a primary transportation route. By the 1830's, timber resources in northern Wisconsin brought lumbermen who harvested old-growth forest and floated logs down the River. The Wisconsin River brought early opportunities for local economic growth. Damming of the River began in 1856 to generate waterpower for the new settlement. The present Kilbourn Dam (in Wisconsin Dells) was completed in 1909 and continues to serve the area with electric power today. However, the dam has reportedly raised the water level sixteen feet, submerging important geologic features and landmarks in the Upper Dells. According to the DNR, the difference in water levels between the Upper and Lower Dells is twenty-one feet. In a 1909 report, renowned landscape architect John Nolen recommended park status for the Dells. However, the State Park Board chose not to acquire the Dells of the Wisconsin River due to the extent of damage and development that had already occurred. About this time, tourism began to flourish in the Dells. Recognizing that tourism activity could endanger the scenic beauty of the Dells, H.H. Bennett's son-in-law, George Crandall, gradually acquired ownership of as much riverfront property as possible. He reforested many acres of cutover land adjacent to the River and created a plantation of 140,000 red pines that remain today. After Crandall's death, his daughters donated the property to the Wisconsin Alumni Research Foundation (WARF). Since that time, the Dells have been protected by Dells Boat Tours, LLC, a subsidiary of WARF.
- (3) **WISCONSIN DELLS:** The City of Wisconsin Dells has long been considered one of the premier family resort and recreation destinations in the State of Wisconsin and the Midwest. The beauty and splendor of the area began attracting tourists not long after the founding of Kilbourn – now Wisconsin Dells – in 1855. Early tours of the area were conducted by rowboat until the first steamboat began offering tours through the Dells in 1873. Intrigued by the images of landscape photographer H.H. Bennett, more and more visitors flocked to the area. By the 1890s, souvenir shops, more steamers, boat landings, and other tourist attractions were well established, foreshadowing the City's future as a mecca for family recreation and sightseeing. A century later, in 1999, it was estimated that the greater Wisconsin Dells community benefited from almost \$600 million in tourism-related expenditures by visitors to the area.

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- (4) **TOWN HISTORY:** The Town is named after the hometown of an early settler, James Cope, who came from Lindon, Vermont. With the creation of Juneau County, there was a battle between Mauston and New Lisbon regarding placement of the County Seat. Town of Waucedah County Supervisor, A.E. Avery, introduced a resolution to divide his own Town to maintain the balance of power on the County Board between these two factions. Hence, the Town of Waucedah was dissolved, the Town of Kildare was modified, and the Towns of Lyndon and Marion were created.

21.204 STATISTICAL INFORMATION

It is only through a clear understanding of the present community and the past events and trends that have helped shape the current community that we can effectively plan for the future. One way to help gain this understanding is through an analysis of demographic and development statistics over time. The following is an analysis of population, housing, employment, income, and economic trends experienced in the community over the last several decades, as well as projections for the future should these trends continue. A good understanding of these trends will help with the formulation of goals and objectives for the various Plan Elements aimed at continuing, altering, and/or accelerating these trends over the next several decades.

- (1) **POPULATION:** The Town's population has steadily increased over the last 40 years, according to the census information displayed in the table below. Due to Town and County ordinances which require minimum lot sizes for home building, the population is disbursed. There are several areas where the density of dwelling units is higher than normal. Most of these areas were established before land use regulations were imposed. The Town encompasses approximately 29.6 square miles, and so population density is low, with only around 50 people per square mile.

	1970	1980	1990	2000	2010	2020	TOTALS
Town of Lyndon	405	701 +73%	790 +12.7%	1,217 +54%	1,384 +13.7%	1419 +10.2%	+1,120 276.5%
Juneau County	18,445	21,037 +14%	21,650 +3%	24,316 +12%	26,664 +9.7%	28,130 +5.5%	+9,685 +52.5%
Village of Lake Delton	1,059	1,158 +9%	1,466 +26%	1,982 +35%	2,914 +47%	3,375 +15.8%	+2,316 218.7%
Village of Lyndon Station	533	375 -30%	474 +26%	458 -3%	500 +9.2%	515 +3%	-18 -3.4%
Town of Kildare Juneau County	335	465 +39%	491 +6%	557 +13%	681 +22.3%	770 +13%	+435 +129.9%
Town of Delton Sauk County	846	1,426 +68%	1,599 +12%	2,024 +27%	2,391 +18.1%	2,725 +14%	+1,879 +222%
Wis. Dells	2,401	2,521 +5%	2,398 -4.9%	2,418 +0.8%	2678 +10.8%	2845 +6.2%	+444 +18.5%

- (2) **SEASONAL POPULATION:** Any analysis of population figures for the Town must recognize not only permanent Town residents as reflected in U.S. Census data, but also the presence of a seasonal population consisting of tourists and a temporary workforce that is not reflected in the census figures. At any point in time during the peak season, the number of people within the Wisconsin Dells/Lake Delton tourism area may be upwards of 20 times greater than the official population figures for the community. Even though this seasonal population does not call the Dells their home, their presence impacts surrounding communities, including the Town, and the facilities and services of the Town.
- (3) **POPULATION PROJECTIONS:** According to the WI Department of Administration, population projections for the Town and County are as follows:

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	2020	2025	2030	2035	2040	CHANGE
Town	1,525	1,620	1,705	1,750	1,770	+245 +16%
County	28,130	29,080	29,790	29,805	29,465	+1,335 +4.5%

- (4) **HOUSEHOLDS:** According to the WI DOA, there were 630 households in the Town in 2020, up from 541 in 2010 (a 16% increase). The average household size was 2.42 persons, down from 2.77 in 2000.
- (5) **SEX AND AGE:** According to the 2019 American Community Survey, the makeup of the population is 56.4% male (up from 51.4% in 2000), and 43.6% female (down from 48.6% in 2000). The median age is 48.6 years (up from 35.4 in 2000), distributed as follows:
- | | |
|--------------------|-------|
| Under 18 years: | 16.7% |
| 18 years and over: | 83.3% |
| 21 years and over: | 81.2% |
| 62 years and over: | 25.8% |
| 65 years and over: | 22.4% |
- (6) **EDUCATION:** The following table is a summary of the educational level of Town residents age 25 and over, according to 2019 American Community Survey data, compared to the County and State:

EDUCATIONAL ATTAINMENT LEVEL	TOWN	COUNTY	STATE
Less than 9 th Grade	3.7%	3.0%	2.7%
9 th to 12 th Grade (no diploma)	11.1%	8.5%	5.1%
High School Graduate (or equivalency)	39.4%	41.5%	30.6%
Some college, no degree	20.4%	23.0%	20.6%
Associate Degree	11.7%	10.3%	10.9%
Bachelor's Degree	10.8%	9.7%	19.7%
Graduate or Professional Degree	2.8%	4.1%	10.4%

- (7) **EMPLOYMENT:** According to the 2019 American Community Survey, 53.8% of those 16 years and older were employed. The workforce was spread across the industries shown in the following table:

INDUSTRY	PERCENT
Agriculture, forestry, fishing and hunting, and mining	3.2%
Construction	3.9%
Manufacturing	6.7%
Wholesale trade	0.5%
Retail trade	3.7%
Transportation and warehousing, and utilities	2.4%
Information	0.0%
Finance, insurance, real estate, and rental and leasing	1.4%
Prof., scientific, management, admin., & waste management services	4.5%
Educational, health and social services	9.3%
Arts, entertainment, recreation, accommodation and food services	11.4%
Other services (except public administration)	3.0%
Public administration	3.8%

The Town has been an agriculturally based community for generations, but more recently the dominant industry has become the service industry due to the Town's proximity to the

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Dells and Lake Delton. Most of the Town's residents commute to employment areas outside of the Town in Wisconsin Dells, Mauston, and Reedsburg. The largest businesses in the Town focus on tourism and are campgrounds and taverns.

- (8) **INCOME:** According to the 2019 American Community Survey, full-time, year-round workers in the Town earned \$39,323.00 (male) and \$38,977.00 (female). The median household income was \$56,406.

21.205 GOALS, OBJECTIVES AND POLICIES

- (1) **PLANNED GROWTH:** Due to the Town's geographic location on the Interstate, near the Wisconsin Dells/Lake Delton tourism area, and adjacent to the Wisconsin River and other scenic natural resources, the Town has experienced development pressure, which the Town wishes to control. The Town is not resistant to growth. Instead, the Town wants to ensure that growth is well planned, so that it improves the tax base, preserves natural resources, and enhances the rural quality of life in the Town.
- (2) **ORDINANCES:** The Town is in the process of updating its zoning ordinance to establish and clarify standards and procedures to handle future development.

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21.300 PURPOSE

The purpose of this Subchapter is to comply with §66.1001(2)(e), Wis. Stats., which requires this Plan to contain a compilation of objectives and programs for the conservation and promotion of the effective management of natural resources such as groundwater, forest, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wild life habitat, metallic and non-metallic mineral resources consistent with zoning limitations under §295.20(2), parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.

21.301 INVENTORY OF NATURAL RESOURCES

- (1) **ECOLOGICAL LANDSCAPES:** The Town is located in central Wisconsin where two ecological landscapes meet. The Northeast portion of the Town is contained in the “Central Sand Plains” ecological landscape and the Southwest portion in the “Western Coulee and Ridges” ecological landscape.

The Central Sand Plains ecological landscape occurs on a flat, sandy lake plain, formed in and around what was once Glacial Lake Wisconsin, which contained glacial melt water extending over 1.1 million acres at its highest stage. Soils are primarily sandy lake deposits, with some silt, loam, loess caps. Sandstone buttes carved by rapid drainage of the glacial lake, or by wave action when they existed as islands in the lake, are distinctive features of this landscape. The historic vegetation of the area includes extensive wetlands of many types. Prairies, forests, savannahs, and barrens also occur. The Wisconsin River is the largest river that flows through this landscape.

The Western Coulee and Ridges ecological landscape is characterized by its highly eroded, driftless topography, and extensive forested landscape. Soils are silt, loam (loess) and sandy loams over sandstone residuum over dolomite. The historical vegetation consists of southern hardwood forests, oak savannah, scattered prairies, and floodplain forests and marshes along the major rivers. Current vegetation is a mix of forest, agriculture and grassland, with some wetlands in the river valleys.

Map No. 1 attached hereto shows the land cover for the Town.

- (2) **THE DELLS:** The unique combination of geological and biological features found in the Dells is unusual in the Midwest and rare nationally. Sandstone cliffs in the Kickapoo River valley in Vernon and Crawford counties are geologically comparable to the Dells, and the Dalles of the St. Croix River between Wisconsin and Minnesota are somewhat similar. However, the Dalles of the St. Croix River were formed under different circumstances and are composed of different rock types. In addition, some of the native plant communities found in the Dells of the Wisconsin River State Natural Area are uncommon in the state. Some communities such as northern dry-mesic forest with red and white pines are typically found farther north. Of special significance are the shaded and exposed cliffs, which harbor several species of rare plants. While similar cliffs are found in Sauk County, the diversity of the cliffs and cliff flora in the Dells is unmatched. The Dells contain the most significant populations of some rare plant species in the state.
- (3) **SURFACE WATER:** Rivers and streams in the Town furnish an abundant supply of surface water. The main uses of surface water are as fish and wildlife habitat, for irrigation, and for the enjoyment of anglers, boaters, hunters and tourists. The major soil type being porous sand allows for most surface water to leach directly into the ground.

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Other waters travel from small wetlands, ponds and lakes along small creeks and streams, draining into the Wisconsin River along our eastern boundary. The Town has some trout streams classified under NR-20, including Gilmore Creek with 2 miles of class 1 and 1.5 miles of class 2, and Lyndon Creek with 6 miles of class 3 of which approximately ¼ mile is in Lyndon. (See Map No. 2 regarding “Water, Wetlands & Floodplains”).

- (4) **GROUNDWATER:** In Juneau County, the major source of water supply is from groundwater aquifers and is available in adequate quantities for most domestic, agricultural, and business needs. The quality of the groundwater throughout Juneau County is generally good for most uses, but treatment may be needed for specific purposes. The water is relatively soft, but local differences in quality are caused by a variety of factors. Calcium, magnesium, and bicarbonate ions derived from dolomite are present. Minor water problems occur locally due to high concentrations of iron produced mainly by reducing conditions in marshes and swamps, although some iron does come from the bedrock.
- (5) **WETLANDS:** Wetlands serve several important environmental functions including flood control, water quality improvement and groundwater recharge as well as providing habitat for fish and wildlife. Wetlands shown reflect wetlands mapped by the DNR on its digital Wisconsin Wetland Inventory Maps and may not reflect all areas considered wetlands by the United States Department of Agriculture (USDS) or the US Army Corps of Engineers. A complex set of local, state, and federal regulations place limitations on the development and use of wetlands. The Shoreland Zoning Ordinance adopted by Juneau County regulates shoreline use and development within 300 feet of navigable streams and 1,000 feet of lakes. The Department of Natural Resources regulates the placement of structures and other alterations below the ordinary high-water mark of navigable streams and lakes. The Army Corps of Engineers has authority over the placement of fill materials in virtually all wetlands. The USDA incorporates wetland preservation criteria into its crop price support programs. Prior to placing fill or altering wetland resources, the appropriate agencies should be contacted to receive authorization. Wetlands are scattered throughout the Town. There are approximately 879 acres of wetland comprising 4.85% of the Town’s land area. These wetlands exhibit great diversity in hydrologic and vegetative characteristics. The majority of the wetlands are forested areas with wet soils. These lowland areas support mixed hardwood and needle-leaved coniferous/deciduous plant communities. Wetter areas support scrub/shrub and emergent vegetation types. (See Map No. 2 regarding “Water, Wetlands & Floodplains”).
- (6) **WISCONSIN RIVER:** The eastern boundary of the Town is the Wisconsin River, the largest river in the State, providing habitat for a wide variety of fish and wildlife. The river is used extensively by anglers, boaters, hunters and tourists. This portion of the river is commonly known as the “upper Dells” because it is located above the dam in the heart of Wisconsin Dells. The “upper Dells” enjoys unusual rock formations and unparalleled scenic beauty, which served as the catalyst for the development of the tourism industry of Wisconsin Dells and which has been enjoyed by tourists for over 100 years. A significant portion of the Town’s shoreline along the Wisconsin River is owned by the State of Wisconsin and the University of Wisconsin, both of which are committed to preserving its natural beauty.
- (7) **SMALL STREAMS:** The Town has the following small streams, plus several smaller creeks which are un-named:
- (a) Lyndon Creek
 - (b) Dell Creek
 - (c) Gillmor Creek

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- (8) **LAKES:** The Town has a variety of small lakes and ponds, most of which are unnamed. Trout Lake is one of the larger bodies of water.
- (9) **WOODLANDS:** Woodlands and forests cover a significant portion of the Town, with over 51% of the Town forested. Map No. 3 shows the "Woodland" in the Town. The vast majority of this land is in private ownership. Some woodlands in the Town are managed through the Managed Forest Law (MFL) and the Forest Crop Law (FCL). These tax assessment programs are available to landowners willing to manage their woodlands according to sound forestry practices specified in a management plan.

The primary function of woodlands is to provide wildlife habitat and enhance scenic beauty. Woodlands also serve to protect important water resources, drainage and hydrologic functions, control pollution and provide an inviting recreational setting and educational opportunities to residents and visitors. The DNR conducted a comprehensive forest reconnaissance in 1995 for the Dells of the Wisconsin River State Natural Area. According to the Master Plan, forest types were delineated and mapped, and forest management recommendations prepared. Nearly 90 percent of the land within the Dells Natural Area is forested. Oak trees make-up roughly 49 percent of the timber in the area. White pine accounts for approximately 31 percent, red pine about nine percent and eight percent is jack pine. Prior to settlement, the Dells area was vegetated by plant communities influenced by frequent fires. As a result, fire-sensitive species such as maples were found only in the most fire-protected sites. Today, most of the forest can be classified as dry-mesic northern forest. Typical species include mixtures of pin oak, black oak, white oak, jack pine, white pine and red pine. Some sites with more moisture have red and white oak mixed with red maples and black cherry.

- (10) **SOILS:** Soils occur in an orderly pattern that is related to the physical geography, climate, and the natural vegetation. Each kind of soil is associated with a particular kind of landscape or with a segment of the landscape. By observing the landscape in an area, by reviewing the soil map, and by understanding what is possible with each soil type, relationships can be created to determine the most productive use for an area. Most of the soils in Juneau County formed under forest vegetation. This resulted in a light-colored soil that has a relatively low content of organic matter. Also, because tree roots intercept water at greater depths than grasses, there is more effective leaching. This leaching removes nutrients and allows clay accumulation at greater depths. In addition, there is an abundance of microflora, such as bacteria and fungi, which play important roles in decomposing organic matter and recycling the nutrients. Animals in the soil, including earth worms, insects, and rodents, mix the soil and contribute to additional organic matter, thereby affecting soil structure, porosity, and content of nutrients. Human activity also affects soil formation by altering and accelerating natural soil processes. Many soils have been altered by draining, clearing, burning, and cultivating. Repeatedly removing plant cover has accelerated erosion. Over-cultivation has often contributed to the loss of organic matter and has reduced the infiltration rate. Map No. 4 shows groups of soil types called associations. Each association has a distinctive pattern of soils, relief and drainage. Each is a unique natural landscape. Typically, an association consists of one or more major soils and some minor soils. It is named for the major soils. The soils making up one association can occur in another association, but then would exist in a different pattern. Because of the general soil map's small scale, it is only useful for determining suitability of large areas for general land uses. Soil maps located in the Juneau County Soil Survey Book are printed in a large scale and, therefore, are helpful in deciding land uses in specific sections.
- (11) **NON-METALLIC MINING:** Nonmetallic mining is a widespread activity in Wisconsin. In the Town there are currently no operating nonmetallic mining operations, and no registered marketable non-metallic mineral deposits. The variety of geologic

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environments provides for a diverse industry. Statewide, an estimated 2,000 mines provide aggregate for construction, sand, gravel and crushed stone (limestone and dolomite) for road building and maintenance as well as for agricultural use as lime. A smaller number of sites provide dimension stone for monuments, volcanic andesite for shingles, peat for horticulture and landscaping, industrial sand for export for the oil industry and a considerable variety of materials for other uses.

Chapter 295, Wisconsin Statutes, enabled the DNR to establish rules, such as Chapter NR 135, Wis. Adm. Code, to implement a nonmetallic mining reclamation program. The overall goal of NR 135 is to provide a framework for statewide regulation of nonmetallic mining reclamation. The rule does this by establishing uniform reclamation standards and setting up a locally administered reclamation permit program. In order to facilitate this process, the DNR published a model ordinance for use/adoption by counties and interested municipal governments. The ordinance established a reclamation program that issues reclamation permits in order to ensure compliance with the uniform reclamation standards contained in the rule. All counties were required to adopt an ordinance by June 1, 2001. Cities, towns and villages may choose to adopt an ordinance and administer a program within their jurisdiction at any time. A reclamation plan must be approved prior to operating a new mine, or no later than September 1, 2004 for existing mines. The purpose of the reclamation plan is to achieve acceptable final site reclamation to an approved post-mining land use in compliance with the uniform reclamation standards. The reclamation standards address environmental protection measures including topsoil salvage and storage, surface and groundwater protection, and contemporaneous reclamation to minimize the acreage exposed to wind and water erosion. Chapter NR 135 also requires that mine operators submit annual fees, as specified by the local regulatory authority, and an acceptable financial assurance instrument to ensure completion of the reclamation plan. Reclamation of nonmetallic mines according to approved plans will achieve approved post-mining land uses. This results in environmental protection, stable non-eroding sites, productive end land uses and potential to enhance habitat and increase land values and tax revenues.

- (12) **CLIMATE:** Winters are very cold, and short summers are fairly warm. In the winter, the average temperature is 19 degrees Fahrenheit and the average daily minimum temperature is 8 degrees. Summer average temperature is 69 degrees. Precipitation is fairly well distributed throughout the year, reaching a slight peak in the summer. Total annual precipitation is about 33 inches. Snow generally covers the ground much of the time from late fall through early spring.

21.302 INVENTORY OF AGRICULTURAL RESOURCES

- (1) **LAND USE:** According to the 2021 assessment roll, the Town is almost 27.4% agricultural. An additional 12.6% is ag forest land, and another 7.6% is managed forest lands. Map No. 8 shows "Current Land Use".
- (2) **PRIME FARMLAND:** Prime farmland is one of several kinds of important farmland defined by the US Department of Agricultural and is of major importance in meeting the nation's food needs. Prime farmland is land that is best suited to food, feed, forage, fiber and oil seed crops. It may be cultivated land, pasture, woodland or other land, but it is not urban land or water areas. Prime farmland produces the highest yields with minimal expenditures of energy and economic resources, and with the least damage to the environment. Adequate and dependable sources of moisture from precipitation or irrigation are available. The temperature and growing season are favorable, and the level of acidity or alkalinity is acceptable. Prime farmlands have few or no rocks and are permeable to water and air. It is not excessively erodible or saturated with water for long

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periods and is not frequently flooded during the growing season. The land slope on these lands ranges mainly from 0% – 6%.

The Town has a small amount of prime farmland, approximately 2,783 acres, spread across the Town, as shown on the attached map. Map No. 5 shows the location of "Prime Ag Land Soils."

- (3) **FARMING OPERATIONS:** The Town has been an agriculture-based community since its inception. However, like most rural areas, the Town has seen family farms gradually go out of business. In 1960 there were thirty farms in the Town, twenty-four of which were dairy farms. Currently, there are thirteen farms, two of which are dairy farms. Although little land has gone out of agriculture, there has been a consolidation of operations.

21.303 INVENTORY OF CULTURAL RESOURCES

- (1) **THE HO-CHUNK NATION:** As noted above (§21.203), the Wisconsin Ho-Chunk do not have lands reserved (a reservation) in Wisconsin. Today, all Wisconsin Ho-Chunk tribal lands are lands they once owned but they have had to repurchase. As of December 27, 2001, the 6,159 members of the Wisconsin Ho-Chunk Sovereign Nation held title to 2,000 acres of land. The largest concentrations of Ho-Chunk tribal members are in Jackson, Monroe, Milwaukee, Sauk, Shawano, and Wood counties. The Ho-Chunk Nation owns approximately 203 acres in the Town.
- (2) **ROCKY ARBOR STATE PARK:** In the southeastern corner of the Town is the 244 – acre Rocky Arbor State Park. It has 89 wooded campsites nestled into the pine trees and sandstone bluffs. The park has a 1-mile self-guided nature trail, and has camping facilities such as showers, flush toilets, electricity, and a playground.
- (3) **UPHAM WOODS OUTDOOR LEARNING CENTER:** Upham Woods is the result of an amazingly far-sighted vision of two sisters from the Upham family. In 1941, when the United States was growing rapidly at the expense of its natural resources, Elizabeth and Caroline Upham decided to save their beloved childhood summer home from the hands of developers forever. These sisters laid the philosophical groundwork for Upham Woods with their stipulations of the land's use. They wrote: *"These lands are to be used as an outdoor laboratory and camp for youth, such as 4-H clubs and other people cooperating with the University of Wisconsin in the advancement of conservation, of agriculture and rural culture."* Since 1941, Upham Woods has been a place where people gather to explore and experience the natural world. Early on, programs with Ranger Mac and Marvin Hanson introduced 4-H and school groups to the unique geology and forest communities of the area. Nature study was a main component of the program. Today, the emphasis continues with even greater focus, as environmental issues have grown on a local and global scale. The activities at Upham Woods are designed to encourage youth leaders to address environmental issues with the goal being the development of caring and responsible stewards of the natural world and its inhabitants. Upham Woods' programming focuses on both the natural and cultural history of the Wisconsin River, with topics ranging from the French Voyageurs of the Fur Trade, to finding archeological artifacts from the 1800's Dell House, to exploring the sandstone caves of the Dells. Through Upham Woods' educational programming, youth obtain a unique view on how Wisconsin has changed ecologically and culturally. Youth are encouraged to explore Wisconsin's past to discover valuable lessons that will enable each of us to better plan for the future of Wisconsin and the world.

Today, as you visit Upham Woods you will find a model residential environmental education center, operated by the University of Wisconsin-Extension. The center sits on a

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prime location on the Wisconsin River, two miles north of the Wisconsin Dells, offering an excellent "river classroom" to study the both the natural and cultural history of Wisconsin. The center rests on 310 total acres of forested land, including a 210-acre island called "Blackhawk Island." This island has been designated a state natural area and offers a beautiful example of a mature mixed forest featuring flora not commonly found in the area. The island also has tremendous sandstone caves formed during the ice age. It's definitely a "different view" when you climb through them! The facility consists of 14 buildings including a fully equipped nature center and a raptor enclosure housing educational birds of prey. The center supplies lodging for 146 people, meals, and environmental education year-round for youth and youth leaders, including environmental lesson plans, summer camp programming, leadership workshops and other conferences. Upham Woods has three full-time teaching naturalists that live on-site in spring, winter and fall and a total of five teaching naturalists in the summer.

- (4) **WISCONSIN ALUMNI RESEARCH FOUNDATION (WARF):** As noted above (§21.203) the Wisconsin Alumni Research Foundation (WARF), and its subsidiary Dells Boat Tours, LLC, owns and protects a significant portion of the shoreline.
- (5) **DELLS OF THE WISCONSIN RIVER STATE NATURAL AREA**
The Dells of the Wisconsin River encompasses over 5 miles of Wisconsin River corridor with a spectacular gorge, cliffs, tributary canyons, and rock formations carved into Cambrian sandstone. Formed between 510-520 million years ago, some cliffs rise over one hundred feet above the water and have been shaped by the erosive processes of water and wind. With a variety of exposures and moisture regimes, the cliffs afford many different niches for plants, some of which are very rare in Wisconsin. One species is known from only 2 places on Earth - here and in the Kickapoo Valley, and grows on protected rock ledges. Other rarities are also present. This area contains a mosaic of plant communities including northern and southern oak/pine forests, oak savanna, and moist and dry cliffs. Rare animals include six dragonfly species, six rare mussels and numerous birds. While set aside to protect the rare plants and animals, the Dells also has an important cultural history that spans several thousand years. Various Native Americans, ranging from early Paleo-Indian people to the more recent Ho-Chunk, Sac, and Menominee, were attracted to the scenic waterway, and left behind archeological evidence such as effigy and burial mounds, camps and village sites, garden beds and rock art. Dells of the Wisconsin is owned by the DNR and was designated a State Natural Area in 1994.
- (6) **COUNTY PARKS:** There are no county parks in the Town.
- (7) **TOWN PARKS:** There are no town parks.
- (8) **WONEWOC SCHOOL FOREST:** The School District of Wonewoc owns 120 acres of forest land in the Town.
- (9) **OTHER CULTURAL RESOURCES:** (None)

21.304 GOALS, OBJECTIVES AND POLICIES

- (1) **CONSERVATION:** The Town should conserve its major environmental and recreational resources, including floodplains, wildlife habitat, wetlands, woodlands, open spaces, surface water and groundwater surfaces. New development in the Town should (i) not negatively impact these natural resources, (ii) encourage and support the conservation of undeveloped lands that serve to minimize flooding, such as wetlands and flood plains, (iii) incorporate site design techniques that minimize impervious surfaces and filter and

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infiltrate rainwater, and (iv) minimize impact to the Town's natural resources from non-metallic mineral mining.

- (2) **AGRICULTURE:** The Town should protect and support agriculture as an important economic activity and land use within the Town. Land divisions on prime and productive farmland should be discouraged. Existing agricultural uses should be taken into consideration when locating new development to avoid conflicts. Non-farm development should be located in areas away from agricultural activities in order to minimize conflicts.
- (3) **CULTURAL RESOURCES:** The Town should preserve and protect cultural resources. Development proposals should be reviewed for potential impacts to these resources.
- (4) **SCENIC BEAUTY:** The Town will place a high priority on the preservation of scenic beauty and the aesthetic features of the Town which give the community its unique, rural character. The Town will adopt ordinances which protect scenic beauty and encourage the clean-up and maintenance of properties. The Town will encourage higher standards for architectural and landscape design for commercial development, and the Town will regulate nuisances so that residents have recourse against nuisance properties.

SUBCHAPTER 4: HOUSING

SUBCHAPTER 4: HOUSING**21.400 PURPOSE**

The purpose of this Subchapter is to comply with §66.1001(2)(b) which requires this Plan to contain a compilation of programs and specific actions to provide an adequate housing supply that meets existing and forecasted housing demand in the Town. This Section should assess the age, structural value and occupancy characteristics of the Town's housing stock. It should also identify specific policies and programs that promote the development of housing for residents in the Town, and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups, and persons with special needs. It should also identify policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate-income housing, and policies and programs to maintain or rehabilitate the Town's existing housing stock. The data included below is from the 2019 American Community Survey and the Wisconsin Department of Administration.

21.401 HOUSING STOCK

(1) **OCCUPANCY:** According to the WI DOA, there were 630 households in the Town in 2020, up from 541 in 2010 (a 16% increase). 83% of these units were owner-occupied, while 17% were renter-occupied. The average household size was 2.42 persons.

(2) **YEAR BUILT:** Housing stock in Lyndon was built as shown in the following table:

YEAR STRUCTURE BUILT	UNITS	PERCENTAGE
2014 or later	8	1.5
2010 to 2013	6	1.2
2000 to 2009	110	21.2
1980 to 1999	242	46.7
1960 to 1979	71	13.7
1940 to 1959	23	4.4
1939 or earlier	58	11.2

(3) **BUILDING TYPE:** The Town had a total of 524 housing units, divided into the following types of structures:

UNITS IN STRUCTURE	UNITS	PERCENTAGE
1-unit, detached	364	70.3
1-unit, attached	0	0.0
2 units	3	0.6
3 or 4 units	7	1.4
5 to 9 units	32	6.2
10 or more units	3	0.6
Mobile home or other	109	21

(4) **HOUSING TENURE:** Over 36% of the Town's residents were living in the same house in 2000 as in 2019. Residents had occupied their housing units as follows:

YEAR HOUSEHOLDER MOVED INTO UNIT	UNITS	PERCENTAGE
Moved in 2017 or later	42	8.1
Moved in 2015 to 2016	58	11.2
Moved in 2010 to 2014	81	15.6
Moved in 2000 to 2009	188	36.3
Moved in 1990 to 1999	90	17.4
Moved in 1989 or earlier	59	11.4

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- (5) **VALUE:** The median home values for the Town , County and State are shown in the following table:

MUNICIPALITY	MEDIAN VALUE
Town of Lyndon	\$161,000
Juneau County	\$125,800
State of Wisconsin	\$187,900

21.402 HOUSING DEMAND

Families are getting smaller and more people are living alone. Therefore, the average household size has been decreasing for several decades. The most obvious effect of this trend is that the demand for housing units has increased faster than population. The average household size in the Town in 2020 was 2.42 persons, down from 2.56 in 2010, which compares to 2.25 for Juneau County and 2.35 for the State in 2020.

Future Household Projections

	2010	2015	2020	2025	2030	2035	2040	CHANGE
Town	541	581	630	681	728	758	778	+237 + 44%
County	10,527	11,187	11,774	12,389	12,871	13,059	13,082	+2,555 + 24%

21.403 HOUSING POLICIES AND PROGRAMS

(1) **FEDERAL GOVERNMENT:**

- (a) **U.S. Department of Agriculture-Rural Development (USDA-RD):** The USDA- RD is focused on rural areas, and thus may be the most promising source of housing-related funding through the following programs:

1. Section 502 Home Ownership Direct Loan program of the Rural Health Service (RHS) provides loans to help low income households purchase and prepare sites or purchase, build, repair, renovate or relocate homes.
2. Section 502 Mutual Self-Help Housing Loans are designed to help very low-income households construct their own homes. Targeted families include those who cannot buy affordable housing through conventional means. Participating families perform approximately 65% of the construction under qualified supervision.
3. Section 504 Very-Low-Income Housing Repair program provides loans and grants to low income homeowners to repair, improve, or modernize their homes. Improvements must make the homes safer and more sanitary or remove health or safety hazards.
4. Section 533 Rural Housing Preservation Grants are designed to assist sponsoring organizations in the repair or rehabilitation of low income or very low-income housing. Assistance is available for landlords or members of a cooperative.

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(b) Department of Housing and Urban Development (HUD):

1. The HUD Self-Help Home Ownership Opportunity Program finances land acquisition and site development associated with self-help housing for low income families.
2. The HOME Investment Partnership Program aims to encourage the production and rehabilitation of affordable housing. HOME funds may be used for rental assistance, assistance to home buyers, new construction, rehabilitation, or acquisition of rental housing.
3. U.S. Department of Housing and Urban Development Section 8 Housing Choice Vouchers are administered locally by the Central Wisconsin Community Action Corporation (CWCAC). The program is open to any housing unit where the owner agrees to participate and where the unit satisfies the standards. Congress is considering replacing the current voucher program with a block grant to states. If enacted, eligibility criteria for the program may change.
4. The Small Cities Development Block Grant (CDBG) program is the rural component of HUD's Community Development Block Grant Program, which is administered by the State of Wisconsin, Department of Administration. The state CDBG program provides assistance for the development of affordable housing and economic development efforts targeted to low- and moderate-income people.

- (2) STATE GOVERNMENT:** The State does not provide any programs independent of the above-described federal programs. However, most Federal programs are administered by and through the State.
- (3) JUNEAU COUNTY:** Pursuant to § 66.1201, *et seq.*, Juneau County has established a Housing Authority which provides a variety of services. The Juneau County Housing Authority owns over 100 apartments, scattered throughout the county, which are rented to low income and/or elderly people who meet certain qualifications. In addition, the Housing Authority administers Community Development Block Grants, which are earmarked for the improvement of housing for low income and elderly people throughout the county. These programs are designed to maintain or rehabilitate existing housing stock.
- (4) TOWN OF LYNDON:** The Town of Lyndon, like most small, rural townships, does not have any housing programs or programs to own, operate, or rehabilitate existing housing stock. For a variety of financial and administrative reasons, the Town does not have the capacity to independently create, fund, and administer such programs.

21.404 GOALS, OBJECTIVES AND POLICIES

The Town hereby adopts the following goals, objectives and policies, based upon the foregoing data and the in-put of residents and landowners, regarding housing in the Town:

- (1) PRESERVE RURAL CHARACTER:** All housing should be consistent with the rural character of the community. Residential development should be directed away from existing agricultural uses to avoid conflicts. Multi-family residential development should be directed toward Lyndon Station and Wisconsin Dells, both of which have municipal sewerage systems, and other public utilities and services, which can handle intensive residential development.
- (2) PRESERVE FARMLAND:** The Town should discourage the conversion of good, sustainable, financially viable farmland into residential development.

SUBCHAPTER 4: HOUSING

- (3) **AFFORDABLE HOUSING:** Community-wide housing development should include a wide mix of housing types, sizes, and price points that meet resident and employee needs. The Town should allow the development of affordable housing for all incomes, ages and abilities. y and support quality, affordable housing initiatives that leverage outside financing.
- (4) **QUALITY HOUSING:** The Town should work to improve the quality of housing in the Town.
- (5) **BUILDING PROCEDURES:** The Town should work to ensure that zoning regulations and permitting procedures do not create an unreasonable burden on the development of housing consistent with the rural character of the community.
- (6) **UNSUITABLE AREAS:** The Town should discourage residential development in areas which are unsuitable for the long-term, safe, efficient, and economically-viable development of housing (e.g. housing should be discouraged in swampy or low-lying areas, or in drainage ways, or on steep slopes, or in areas which present ingress-egress obstacles, etc.).
- (7) **ORDERLY GROWTH:** The Town should provide for orderly growth and development by limiting residential development to densities and locations that are best suited to preserving the scenic, recreational, and environmental qualities of the area. The Town should review and approve housing development proposals based on consistency with the Land Use chapter of this Plan, including the Future Land Use Map and associated policies.

SUBCHAPTER 5: TRANSPORTATION

SUBCHAPTER 5: TRANSPORTATION**21.500 PURPOSE**

The purpose of this Subchapter is to comply with §66.1001(2)(c), Wis. Stats., which requires this Plan to contain a compilation of objectives and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, electric personal assistive mobility devices, walking, railroads, air transportation, trucking and water transportation. It should also identify highways within the Town by function, and incorporate other transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, rural area transportation plans, airport master plans, and rail plans that apply to the Town.

21.501 INVENTORY OF TRANSPORTATION FACILITIES

- (1) **ROADS:** Map No. 7 shows the “Transportation” system in the Town.
 - (a) **Federal Highways:** The Town enjoys two federal highways. Interstate Highways 90 & 94 dissect the Town, including an interchange in the southeast quadrant of the Town in Section 32. In addition, Federal Highway 12 runs parallel to the I-90/94 and provides numerous access points and intersections with county highways, town roads, and private drives
 - (b) **State Highways:** State Highway 16 shares the transportation corridor of Federal Highway 12.
 - (c) **County Highways:** The Town is serviced by County Highways J, N, and HH, which serve as major collectors throughout the Town.
 - (d) **Town Roads:** The Town road network consists of roughly 40 miles of town roads, all of which are paved.
- (2) **AIR:** The nearest commercial air service is located in Madison at the Dane County Airport, approximately 60 miles away via I-90/94. The Baraboo/Wisconsin Dells Airport is located approximately 10 miles away and provides air cargo service and some charter passenger service. There is no air service within the Town, nor is there likely to be in the next 20 years.
- (3) **RAIL:** The Canadian-Pacific Railway dissects the Town commencing at the Southeast corner and traveling in a Northwest direction. The railway provides commercial rail service and Amtrak passenger rail service, with the nearest Amtrak railway station located about 2 miles south of the Town in the City of Wisconsin Dells.
- (4) **TRUCKING:** I-90/94 is a major trucking route, carrying a heavy load of semi truck traffic. Because Juneau County is located halfway between Chicago and Minneapolis, the trucking industry has a significant presence in Juneau County, with major trucking firms located in Mauston, and with a small trucking firm located in the Southwest quadrant of the interchange in the Town.
- (5) **TAXI:** There is taxi service in Wisconsin Dells, which provides service to the Town, for a fee, when the demand for service in Wisconsin Dells allows the taxi to travel into the Town.
- (6) **TRANSPORTATION FACILITIES FOR DISABLED:** Handicapped persons and residents age 60 and over are eligible for free transportation, provided by the Aging and Disability Resource Center, which serves Crawford, Juneau, Richland and Sauk Counties.

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- (7) **BICYCLING:** All roads, except I-90/94, are available for bicycle travel, but none provide dedicated bicycle lanes. The Bicycle Federation of Wisconsin, along with the DOT, identifies which roads are suitable for bicycling (See, *Department of Transportation website: <https://wisconsin.dot.gov/Pages/travel/bike/bike-maps/default.aspx>*).
- (8) **PEDESTRIAN FACILITIES:** All roads, except I-90/94, are available for pedestrian travel, but none provide dedicated off-road pedestrian walkways. The State did recently install pedestrian crosswalks on Hwy 12 & 16. Most town roads have limited shoulder areas, and gravel roads create a dust hazard for pedestrians. These conditions hamper safe pedestrian travel in some areas. Given the low-density development pattern of the Town, and the fact that nearly all goods and services are located several miles away in nearby municipalities, walking to places of work, shopping, or entertainment is not realistic for most residents. Hence, most walking is for fitness and recreation.
- (9) **SNOWMOBILE TRAILS AND ROUTES:** The Town does not maintain any of its own snowmobile trails. Juneau County maintains a network of snowmobile trails, including trails in the Town. See the Juneau County website for updated trail maps. In addition, there are some private club trails in the Town. The use of road right-of-way is permitted in certain circumstances to provide snowmobilers with access from their residence to the closest established trail.
- (10) **ATV TRAIL AND ROUTES:** There are no public ATV trails or routes in the Town. Town ordinances do not allow ATV's to use Town Roads.

21.502 SUMMARY OF TRANSPORTATION PLANS

- (1) **FEDERAL PLANS:** Although the Federal Government provides significant funding for transportation, most planning is left to the states.
- (2) **STATE PLANS:**
 - (a) **BICYCLE TRANSPORTATION PLAN 2020:** The Wisconsin Department of Transportation (WisDOT) encourages planning for bicyclists at the local level and is responsible for developing long-range, statewide bicycle plans. Guidelines for accommodating travel by bicycles when roadways are reconstructed, or new roads are built, are available and their use is encouraged.
 - (b) **CONNECT 2050:** Connect 2050 is Wisconsin's statewide, long-range transportation policy plan. WisDOT periodically updates its statewide, long-range, multimodal plan. Connect 2050 sets a fresh vision and updates goals based on issues, trends, and public comments. The plan will guide WisDOT's decision-making about changes to and investments in our statewide system for the next roughly 30 years.
 - (c) **STATE FREIGHT PLAN:** Enhancing freight mobility is a top priority for the Wisconsin Department of Transportation (WisDOT). The State Freight Plan (SFP) provides a vision for multimodal freight transportation and positions the state to remain competitive in the global marketplace. The SFP was approved by the U.S. Department of Transportation on March 19, 2018.
 - (d) **WISCONSIN PEDESTRIAN POLICY PLAN 2020:** The Wisconsin Department of Transportation (WisDOT) developed the Wisconsin Pedestrian Policy Plan 2020 to provide a long-range vision addressing Wisconsin pedestrian needs. The Pedestrian Plan provides a basic description of existing and emerging pedestrian needs through 2020, with a set of recommendations to meet those needs. WisDOT's efforts ensure that this plan complements both existing and future long-range transportation plans.
 - (e) **WISCONSIN RAIL PLAN 2050:** Wisconsin Rail Plan 2050 will replace Wisconsin Rail Plan 2030 as the statewide long-range rail transportation plan. The entire planning process is scheduled to be completed by January 2022.

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- (3) **WISCONSIN INFORMATION SYSTEM FOR LOCAL ROADS (WISLR);** The DOT has developed an internet system that helps local governments and the DOT manage local road data to improve decision-making and to meet state statute requirements. WISLR users can produce maps that show the location of road related data and see trends that might otherwise go unnoticed. WISLR is a receptacle for local road information, such as width, surface type, shoulder, curb, road category, functional classification, and pavement condition ratings.
- (4) **COUNTY PLANS:** The Juneau County Highway Department maintains a road improvement program using WISLR.
- (5) **TOWN PLANS:** The Town does not engage in long-range transportation planning because it lacks the financial, administrative resources and expertise to do so. The Town utilizes its limited resources to maintain town roads. New roads, when necessary, are usually constructed by private development, pursuant to Town standards, and then dedicated to the Town.

21.503 GOALS, OBJECTIVES AND POLICIES

The Town hereby adopts the following goals, objectives and policies based upon the foregoing data, and the in-put of the residents of the Town regarding their wishes for housing:

- (1) **INTERGOVERNMENTAL COOPERATION:** The Town should cooperate with the WI DOT and the County on transportation projects that affect the Town.
- (2) **WISLR/PASER SYSTEM:** The Town should utilize the WISCL/PASER Internet Database to inventory and rate local roads, and to evaluate maintenance needs on local roads.
- (3) **DEVELOPMENT IMPACTS:** All proposed development in the Town should be evaluated to determine the impact of such development on road usage and traffic volumes. Land uses, which generate heavy traffic volumes, or which employ heavy vehicles, will be discouraged on local roads that have not been constructed or upgraded for such use. The placement of road access (i.e. driveways) should be spaced and constructed to maintain safety and preserve capacity.
- (4) **TRANSPORTATION PRIORITIES:** The Town should maintain, widen, and improve existing roads where possible before constructing new roads. All town roads should have an improved hard surface, and should accommodate access requirements for emergency services, as well as school bus and snow removal equipment.
- (5) **NEW ROADS:** The Town should establish clear standards for the design and construction of new roads, both public and private. Road locations, extensions, and connections should be carefully evaluated when reviewing plans and proposals for new development.
- (6) **BIKE & PEDESTRIAN IMPROVEMENTS:** Move toward a road network that is safe, convenient, and attractive for everyone regardless of age, ability or mode of transportation. Seek to minimize conflicts between motorized and non-motorized traffic by improving street crossings, using off-street paths, and implementing protected lanes where appropriate.

SUBCHAPTER 6: UTILITIES AND COMMUNITY FACILITIES

SUBCHAPTER 6: UTILITIES AND COMMUNITY FACILITIES**21.600 PURPOSE**

The purpose of this Subchapter is to comply with §66.1001(2)(d), Wis. Stats., which requires this Plan to contain a compilation of objectives and programs to guide the future development of utilities and community facilities in the Town such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site waste water treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities, and other public facilities, such as police, fire and rescue facilities, libraries, schools and other governmental facilities. This Section should describe the location, use and capacity of existing public utilities and community facilities that serve the Town and should provide a timetable for the expansion or rehabilitation of existing facilities or the construction of new utilities or facilities. It should also assist future needs for government services in the Town that are related to such utilities and facilities.

21.601 INVENTORY OF EXISTING PUBLIC UTILITIES

- (1) **WATER & SEWER UTILITIES:** The Town does not own or operate a water utility or a sanitary sewerage system. The Village of Lyndon Station and the City of Wisconsin Dells both have public water and sewer adjacent to the Town.
- (2) **STORM WATER SYSTEMS:** The Town is responsible for stormwater conveyance via culverts and ditches as part of the Town road system but does not own or maintain any other stormwater management facilities.
- (3) **SOLID WASTE DISPOSAL:** The Town does not own or operate a garbage truck or other garbage/dump facilities. However, the Town contracts with a private firm to provide weekly curbside trash/recycling pickup to residential dwelling units in the Town. All garbage collected in the Town is dumped at approved sites located outside the Town. Trash/recycling pickup is not provided by the Town to commercial, retail, industrial, educational, religious or governmental facilities.
- (4) **ELECTRIC UTILITIES:** The Town does not own or operate an electric utility. There are no power-generating plants in the Town. However, the Town is fully electrified, with electric service provided by Alliant Energy and Oakdale Electric Cooperative.
- (5) **GAS UTILITIES:** The Town does not own or operate a gas utility. A natural gas line does not run through the Town. Residents who wish to use gas must use propane gas (LP), which is available from several vendors in the area.

21.602 INVENTORY OF GOVERNMENT FACILITIES

- (1) **TOWN HALL:** The Town owns a modern town hall located at W1797 Co. J, Wisconsin Dells, Wisconsin. This building has a meeting hall, kitchen facilities, offices, and bathrooms, and it houses polling equipment. (See, Map No. 6)
- (2) **PUBLIC WORKS BUILDING:** The Town uses the old Town Hall for storage of public works equipment. The Town has a very small public works department. The Town uses private contractors to do most of its work (e.g. plowing, mowing, road repair, etc.).
- (3) **CEMETERIES:** There is one cemetery in the Town, commonly known as "Indian Baptist Church Cemetery," which is owned and maintained by the Wisconsin State Baptist Convention. There are no cemeteries owned or maintained by the Town.

SUBCHAPTER 6: UTILITIES AND COMMUNITY FACILITIES

- (4) **HEALTH CARE FACILITIES:** There are no health care facilities in the Town. Mile Bluff Medical Center is available in Mauston (10 miles away). There are SSM Health Clinics located in Wisconsin Dells (3 miles away), and the Lake Delton (6 miles away). The Reedsburg Area Medical Center is located in Reedsburg (10 miles away).
- (5) **EDUCATION:** Students living in the Town are split between the Mauston school district (including Lyndon Station Elementary), the Wisconsin Dells school district, and the Reedsburg School District. College classes and adult continuing education classes are available at University of Wisconsin Extension (UW-Extension) and Western Wisconsin Technical College (WWTC) in Mauston, and at Madison Area Technical College in Reedsburg.
- (6) **POLICE PROTECTION:** The Town does not currently own or operate its own police department or other law enforcement agency. The Town is serviced by the Juneau County Sheriff's Department. Lyndon Station has a small part-time police department, and the City of Wisconsin Dells has a fulltime police department.
- (7) **FIRE FIGHTING FACILITIES:** The Town does not own or operate a fire department. The Town contracts with the City of Wisconsin Dells and the Village of Lyndon Station to provide fire protection. The DNR in Wisconsin Dells handles forest/wildfire protection.
- (8) **AMBULANCE FACILITIES:** The Town does not own or operate an ambulance service. The Town contracts with the Dells-Delton EMS Commission and the Reedsburg Area Ambulance Service, Inc., to provide ambulance service.
- (9) **PARK FACILITIES:** The Town owns and operates no parks. The Town owns and operates a public boat ramp and public parking area on the Wisconsin River.

21.603 GOALS, OBJECTIVES AND POLICIES

The Town hereby adopts the following goals, objectives and policies, based upon the foregoing data and the in-put of residents and landowners, regarding housing in the Town:

- (1) **FIRE AND RESCUE SERVICE:** The Town will continue to provide fire and rescue service by contracting with adjacent municipalities and other service providers.
- (2) **RECREATION:** The Town will continue to maintain its boat launch.
- (3) **GARBAGE:** The Town will continue to provide garbage/recycling pickup for dwelling units. The Town will also enforce ordinances prohibiting the dumping and/or accumulation of junk, garbage and waste at sites which are not approved by the Town.
- (4) **UTILITIES:** The Town will continue to work with utility providers to supply services to Town residents and businesses. At this time, the Town does not contemplate the creation or construction of any new Town utilities or community facilities. However, the Town will cooperate with other governmental entities and providers, who wish to construct or expand such utilities and community facilities in the Town.

SUBCHAPTER 7: ECONOMIC DEVELOPMENT

SUBCHAPTER 7: ECONOMIC DEVELOPMENT**21.700 PURPOSE**

The purpose of this Subchapter is to comply with §66.1001(2)(f), Wis. Stats., which requires this Plan to contain a compilation of objectives and programs to promote the stabilization, retention, or expansion of the economic base and quality employment opportunities in the Town, including an analysis of the labor force and economic base of the Town. It should assess categories or particular types of new businesses and industries that are desired by the Town. It should assess the Town's strengths and weaknesses with respect to attracting and retaining businesses and industries and should designate a number of sites for such businesses and industries. It should also evaluate and promote the use of environmentally contaminated sites (if any) for commercial or industrial uses. Finally, it should identify county, regional and state economic development programs that apply to the Town.

21.701 HISTORY

One of the oldest sites to appear on maps of the western Great Lakes region is the "dalles" of the Wisconsin River. It was identified as a convenient reference point by French explorers in the 1700's. The name stuck after the French explorers left Wisconsin, with the spelling and pronunciation Anglicized as the "dells."

When the railroad arrived in 1857, a new Village was established at the point where the tracks crossed the Wisconsin River, named "Kilbourn City" in honor of the railroad's President. Ever since, Wisconsin Dells has been a resort area, focused on the natural beauty of the area.

A significant portion of the "dells" scenic area is located along the eastern edge of the Town, in and around the Wisconsin River.

Despite the Town's close proximity to Wisconsin Dells, the Town has captured very little of the economic development resulting from the tourism industry. The primary longstanding industry in the Town is agriculture. However, in the last 20-30 years there has been a modest development of campgrounds, motels, and taverns which service some of the "spillover" from Wisconsin Dells. However, the Town has not experienced the rapid commercial growth that other Townships adjacent to the Dells have experienced.

At least part of the reason for the Town's failure to share in this growth is primarily due to several natural characteristics. The Town is separated from the heart of Wisconsin Dells by the Wisconsin River, a state park, and other publicly owned lands, all of which act as a natural barrier to the extension of typical municipal services (sewer, water, streets, etc.). The lack of these services has been a blessing and a curse. On the one hand, the lack of these municipal services has stifled economic development in the Town, but on the other hand, the extension of such services is usually accompanied by annexation. The Town has been able to preserve most of its boundary, and its tax base, from annexation.

21.702 ECONOMIC BASE

In looking at the prospects for economic development in a rural community it is best to place it in a larger context. It is useful to compare the Town to the County and State in assessing the prospects for economic development.

(1) EMPLOYMENT AND LABOR STATISTICS

- (a) Manufacturing in Decline:** In recent years there has been a good deal of change in the economy of Juneau County. Most significant has been the decline in manufacturing that has occurred throughout the nation as well as in the county. In order to reinvigorate the county's economic base, diversification away from the

SUBCHAPTER 7: ECONOMIC DEVELOPMENT

traditional reliance on manufacturing will be required in order to better position the county to compete in a changing marketplace.

- (b) **Transportation:** Many of the communities in Juneau County are located along the Interstate 90/94 Corridor making them something of a “midpoint” between the larger cities Madison and Eau Claire/La Crosse, and between Chicago and Minneapolis. Manufacturers seeking to serve markets in these communities have historically found Juneau County’s location to their liking. But this transportation linkage has not only impacted employers, but the ability of employees to commute as well. There is certainly potential within the warehousing and transportation sector due to this advantageous location. The position of the county halfway between Chicago and the Twin Cities places it literally at the center of an axis of high-tech growth. This offers great potential for development within the county.
- (c) **Labor Force:** Economic success often hinges on the characteristics of the population. These human resources are key to the diversification of the economy in Juneau County. A diversified community requires more employees and a wider variety of skills than a “one-industry focus” community. Furthermore, these workers must be adaptable to changes in the demand for labor and be capable of quickly retraining in new vocations to meet that demand. The Town lags behind the state in educational attainment, with only 13.6% of the population having a bachelor’s or graduate degree, as compared to 30.1% of the State(See, § 21.204(6) above). The population is also slightly older than the State: the median age in the Town is 48.6 years, while the State’s is 39.5 years. In spite of these factors, the unemployment rate in the Town is lower than that of the County and State (see below).

Labor Force & Unemployment 2019

	Town 2019	County 2019	State 2019
Population	1,525	21,788	4,659,582
Employment Rate	62.6%	55.9%	64%
Unemployment Rate	2.2%	3.4%	3.6%
Participation Rate	64.1%	58.3%	66.5%

Source: US Census

- (d) **Employment by Industry:** Juneau County’s largest two sources of employment are the manufacturing and education, health and social services industries. The Town’s largest industries are education, health and social services and arts, entertainment, recreation, accommodation and food services. The table below summarizes the allocation of workers in Juneau County and the Town by industry. Both the Town and County have seen major growth in the healthcare industry over the past two decades. According to the US Census, prior to 2000, manufacturing was the dominant source of employment in the County, at 26%; it is now at 10%. The Town has a higher percentage of workers in the arts, entertainment, recreation, accommodation and food services industry due to its proximity to Wisconsin Dells. As would be expected in a rural town, employment in agriculture and forestry is about the same as the county as a whole.

SUBCHAPTER 7: ECONOMIC DEVELOPMENT

Distribution of Employment by Industry Sector, Town and Juneau County, 2019

Industry	Percent, Town	Percent, County
Agriculture, forestry, fishing and hunting, and mining	3.2%	3%
Construction	3.9%	4%
Manufacturing	6.7%	10%
Wholesale trade	0.5%	1%
Retail trade	3.7%	6%
Transportation and warehousing, and utilities	2.4%	3%
Information	0.0%	0%
Finance, insurance, real estate, and rental and leasing	1.4%	2%
Prof., scientific, management, admin., & waste management services	4.5%	3%
Educational, health and social services	9.3%	12%
Arts, entertainment, recreation, accommodation and food services	11.4%	6%
Other services (except public administration)	3.0%	2%
Public administration	3.8%	4%

Source: US Census

- (e) **Major Employers:** As noted, healthcare has joined manufacturing as a dominant industry in the County. Of the eleven largest employers in the county, four are involved in manufacturing and three are involved in health care and social services.

Major Employers with 250+ Employees, Juneau County, 2020

Employer Name	Description
Mile Bluff Medical Center	Healthcare
Walker Stainless Equipment	Manufacturing
Sandridge Treatment Facility	Healthcare
MVP Warehousing	Professional Offices
US Army National Guard	Camp Douglas
Parker Refrigeration	Manufacturing
Festival Foods	Grocery
Leer, Inc.	Wholesale
Mastermold	Manufacturing
Freudenberg	Manufacturing
Community Sharing Pantry	Social Services

Source: Department of Workforce Development

21.703 ECONOMIC DEVELOPMENT PROGRAMS

There are a number of economic development programs available to businesses and local governments in Juneau County. Following is a partial list of those programs.

(1) LOCAL

- (a) **The Juneau County Economic Development Corporation (JCEDC):** A non-profit organization that promotes the economic development of Juneau County, Wisconsin, and its respective cities, villages, and towns. JCEDC is comprised of area businesspersons, citizens, local government, utility company representatives, state agencies and elected officials, educational institutions and other organizations essential to the growth of Juneau County. JCEDC is prepared to serve the needs of new businesses coming to our area as well as assist existing companies.

SUBCHAPTER 7: ECONOMIC DEVELOPMENT

- (b) **Juneau County Revolving Loan Fund:** A Wisconsin Department of Commerce Economic Development Grant was awarded to Juneau County in 1998. This grant enabled Juneau County to establish a revolving loan fund in order to assist local businesses. Loans are available from this fund as other loans are paid back.

(2) REGIONAL

- (a) **North Central Wisconsin Development Corporation:** The North Central Wisconsin Development Corporation (NCWDC) manages a revolving loan fund designed to address a gap in private capital markets for long-term, fixed-rate, low down payment, low interest financing. It is targeted at the timber and wood products industry, tourism and other manufacturing and service industries.
- (b) **Northwest Wisconsin Manufacturing Outreach Center (NWMOC):** The Northwest Wisconsin Manufacturing Outreach Center provides operations assessments, technology training, and on-site assistance to help firms in western Wisconsin modernize and streamline manufacturing processes.
- (c) **Alliant Energy:** Alliant Energy is a regional utility company that provides technical and consultative economic development assistance to communities within its service area.

(3) STATE

- (a) **Rural Business Development Grants:** These programs are administered by the State office of the USDA. This program is designed to provide technical assistance and training for small rural businesses. Small means that the business has fewer than 50 new workers and less than \$1 million in gross revenue. Rural Business Development Grant money must be used for projects that benefit rural areas or towns outside the urbanized periphery of any city with a population of 50,000 or more.
- (b) **University of Wisconsin Extension Office:** The Center for Community Economic Development, University of Wisconsin Extension, creates, applies and transfers multidisciplinary knowledge to help people understand community change and identify opportunities.
- (c) **The Wisconsin Innovation Service Center (WISC):** This non-profit organization is located at the University of Wisconsin at Whitewater and specializes in new product and invention assessments and market expansion opportunities for innovative manufacturers, technology businesses, and independent inventors.
- (d) **Wisconsin Small Business Development Center (SBDC):** The UW SBDC is partially funded by the Small Business Administration and provides a variety of programs and training seminars to assist in the creation of small business in Wisconsin.
- (e) **Transportation Economic Assistance (TEA):** This program, administered by the Wisconsin Department of Transportation, provides immediate assistance and funding for the cost of transportation improvements necessary for major economic development projects.

21.704 GOALS, OBJECTIVES AND POLICIES

- (1) **ENCOURAGE CONTROLLED DEVELOPMENT:** Although the Town does not have the resources to actively recruit business into the Town, the Town should cooperate with

SUBCHAPTER 7: ECONOMIC DEVELOPMENT

other agencies and groups to encourage business development which does not conflict with the quiet, rural character of the Town.

- (2) **TRANSPORTATION:** Businesses should be encouraged to locate in business corridors, along Highways 12 & 16, and away from County Trunk Highways and Town roads.
- (3) **AGRICULTURE:** Development should not conflict with existing agriculture, and should avoid using prime, sustainable farmland.
- (4) **AESTHETICS:** Businesses should conform with high standards for design, landscaping, lighting, etc. to ensure high quality development in the Town.

SUBCHAPTER 8: LAND USE

SUBCHAPTER 8: LAND USE**21.800 PURPOSE**

The purpose of this Subchapter is to comply with §66.1001(2)(h) which requires this Plan to contain a compilation of objectives and programs to guide the future development and redevelopment of public and private property. It should contain a listing of the amount, type, intensity and net density of existing uses of land in the Town, such as agricultural, residential, commercial, industrial and other public and private uses. It should analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land use conflicts. It should contain projections for twenty years, in five-year increments, of future residential, agricultural, commercial and industrial land uses, including the assumptions of net densities or other special assumptions upon which the projections are based. It should also include a series of maps that show current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries or barriers serviced by public utilities and community facilities and the general location of future land uses by net density and other classifications.

21.801 OVERVIEW

The Town of Lyndon covers about 17,933 acres in Juneau County, in an "L" shaped configuration, bisected by the I-90/94 corridor. The Village of Lyndon Station lies to the Northwest, and the City of Wisconsin Dells lies to the Southeast. The Eastern edge of the Town is the Wisconsin River. The Northwest portion of the Town is generally flat, with scattered rocky outcroppings and fairly extensive forest and scrubland. The Southwesterly portion of the Town is rolling hills and valleys, with extensive cropland.

21.802 EXISTING LAND USES

(1) **TYPES OF USES:** According to North Central Wisconsin Regional Planning Commission land use data from 2015, the following chart itemizes the types of land use in the Town:

Land Use	Percentage
Agriculture	23.58%
Commercial	1.62%
Governmental / Institutional	0.10%
Open Lands	2.59%
Outdoor Recreation	1.07%
Quarry	0.02%
Railroad	0.14%
Residential	3.61%
Transportation	3.57%
Utility	0.00%
Water	4.09%
Woodlands	59.61%
Total	100.00%

SUBCHAPTER 8: LAND USE

- (2) **INTENSITY OF NON-RESIDENTIAL DEVELOPMENT:** Commercial, industrial and other non-residential development is generally disbursed throughout the Town, with the majority of development existing along the Highway 12/16 corridor. None of this development is very intense, especially when compared to the intensity of non-residential development typically seen in cities and villages. The most intense development is located closest to the City of Wisconsin Dells, and the I-90/94 interchange.
- (3) **DENSITY OF RESIDENTIAL DEVELOPMENT:** Residential development is spread throughout the Town, mostly in low density, consisting of farms and secluded homes. However, the Town has several residential developments in which density is much higher:
 - (a) Arbor Lake Estates
 - (b) North Addition to Arbor Lake Estates
 - (c) Mariposa Acres
 - (d) Amherst Acres a/k/a Lyndon-Kildare Assessor’s Plat
 - (e) Oak Glen Circle
 - (f) Hendrickson Subdivision
 - (g) Whitetail Acres
 - (h) Indian Heights
 - (i) The Evergreens
- (4) **CAMPGROUNDS:** Campgrounds are addressed separately herein because they are a unique combination of commercial land use and residential land use. The Town currently has the following campgrounds:

(a)	Arrowhead Campground	159.42 Acres
(b)	Bass Lake Campground	21.52 Acres
(c)	Eagle Flats Campground	45.19 Acres
(d)	Edge O Dells Campground	25.8 Acres
(e)	In the Pines Campground	25 Acres
(f)	River Bay Campground	97.2 Acres
(g)	Stand Rock Campground	115.83 Acres
(i)	Shangri-La Campground	68.21 Acres
- (5) **MAP:** Map No. 8 shows the “Current Land Use” in the Town.

21.803 TRENDS AND PROJECTIONS

- (1) **POPULATION:** As noted above in section §21.204(1), the Town has experienced dramatic population growth, well above the state and county average. This growth is due primarily to the growth of the Wisconsin Dells tourism area and the natural resources of the Town. Over the past 20 years, the Wisconsin Dells area has been transformed from a seasonal destination (summers only) to a year-round destination. As a result of this transformation, the permanent population of the Wisconsin Dells area is rapidly expanding, along with the summertime population.
- (2) **HOUSEHOLD PROJECTIONS:** As noted above in section §21.402 the demand for housing is expected to increase. Furthermore, since the average household size in the Town is larger than the average for Juneau County and the State, the demand for housing units is likely to increase faster than the population.
- (3) **2020 EQUALIZED VALUES:**

	<u>Real Estate Classes</u>	<u>Lyndon</u>	<u>County</u>
1.	Residential	\$101,698,700	\$1,766,786,500
2.	Commercial	\$16,929,000	\$230,240,300

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3.	Manufacturing	-0-	\$59,585,100
4.	Agricultural	\$631,200	\$18,658,500
5.	Undeveloped	\$807,200	\$27,482,900
6.	Ag Forest	\$2,823,800	\$44,213,800
7.	Forest	\$7,145,100	\$131,380,600
8.	Other	<u>\$4,849,900</u>	<u>\$82,936,400</u>
		\$134,884,900	\$2,361,284,100

Source: Wis. Dept. of Revenue

(4) OPPORTUNITIES FOR REDEVELOPMENT: The vast majority of the Town currently consists of open farmland, forestland, scrubland, and wetlands, all of which has experienced very little development. Hence, the need for “redevelopment” is negligible. Some developed areas were not initially “planned” or “designed” up to current standards. These areas may benefit from some modest improvement, but complete redevelopment would not be necessary or financially possible. Other developed areas suffer from a lack of proper maintenance but, again, these areas do not need complete redevelopment.

(5) LAND USE CONFLICTS: The Town suffers from the same use conflicts experienced by other rural communities which are adjacent to growing cities, or which enjoy significant natural resources. Farmland in Wisconsin has been under increasing pressure because a relatively poor agricultural economy has prompted farmers to sell land and a robust non-farm economy has enabled many to realize their dream of living in the country. As a result, the number of farms has been reduced, even while the population of the Town increases. Some farmland has been taken out of production, while other land has been consolidated into larger operations. At the same time, more and more people are establishing residences on attractive landscapes in rural areas.

This trend has pitted advocates of farmland preservation against advocates of development. Everyone recognizes the vital role which agriculture plays in our economy and in our sustenance. It is important to recognize a balance between preservation and development.

From the perspective of farmers and other landowners, development pressure is both a blessing and a curse. High land prices make it more difficult to enter farming or to expand existing farms. However, high land prices also enable older or exiting farmers to realize significant financial gains when they sell their farmland assets. Proceeds from selling farmland is often the only source of retirement funds for older farm families.

The trend of consolidating many farms into a few large farms creates other problems. Large farming operations often concentrate large amounts of livestock into small areas, thereby creating a greater potential for noise, dust, odor and other pollutants, which can be offensive to non-farming neighbors who have moved into the countryside for peace and quiet.

Finally, many types of development prefer access to municipal services (e.g. municipal sewer and water systems). As a result, as more and more development occurs, there will be efforts by landowners and others to annex land from the Town into adjoining municipalities which offer these services. This potential must be considered when designing zoning for areas adjacent to municipalities, and when evaluating development adjacent to municipalities.

(6) MAP: Map No. 9 shows the “Future Land Use” for the Town.

SUBCHAPTER 8: LAND USE

21.804 GOALS, OBJECTIVES AND POLICIES

- (1) **COMPREHENSIVE PLAN:** Require consistency with this Comprehensive Plan in all zoning and land division decisions. Maintaining consistency with this plan is required by state law and serves to make the development process more predictable for all participants. There will be times that uses are proposed that do not align with the plan, but that most participants see as reasonable and appropriate. In such cases the vision and goals of the plan should still be applied, but the plan can be amended to allow the desired use.
- (2) **ZONING ORDINANCE:** The Town will adopt a new, up-to-date, zoning ordinance which incorporates this Plan and which gives the Town better control over development in the Town, especially commercial development, so that growth in the Town is orderly and consistent with this Plan and the wishes of the people.
- (3) **NATURAL RESOURCES:** Protect and respect natural resources and systems in all development decisions.

SUBCHAPTER 9: INTERGOVERNMENTAL COOPERATION

SUBCHAPTER 9: INTERGOVERNMENTAL COOPERATION**21.900 PURPOSE**

The purpose of this Subchapter is to comply with §66.1001(2)(g), Wis. Stats., which requires this Plan to contain a compilation of objectives and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent governmental units, for locating and building public facilities and sharing public services. It should analyze the relationship of the Town to school districts, adjacent municipalities, the state and the region. It should consider, to the extent possible, the maps and plans of any military base or installation. It should incorporate any plans or agreements to which the Town is a party. It should identify existing or potential conflicts between the Town and other municipalities and describe processes to resolve such conflicts.

21.901 INVENTORY OF EXISTING RELATIONSHIPS

Some governmental relationships are “vertical” relationships, such as those between the federal, state and local units (i.e. federal, state, county, city, village, town). In a “vertical” relationship, one entity has authority over another (i.e. state laws trump county ordinances). Other governmental relationships are “horizontal” relationships, such as town-to-town, town-to-school district, town-to-county, and town-to-municipality. In “horizontal” relationships, one entity has no authority over another.

- (1) **FEDERAL:** The Town has no special relationship with the federal government. There are no federal installations located in the Town, except for the federal highways (I-90/94 and USH 12).
- (2) **STATE:** The Town does have a special relationship with the State of Wisconsin in several respects:
 - (a) **Wisconsin Department of Natural Resources (DNR):** The DNR has a wide range of statewide responsibilities for environmental quality, state parks, and recreation. From an organization standpoint, the DNR is divided into five regions. The Town is located in the West Central Region. The DNR operates and/or administers the following:
 1. Rocky Arbor State Park
 2. Approximately 163 acres in the southwest corner of the Town as part of the Hulbert Creek Fishery.
 3. Dells of the Wisconsin River
 - (b) **WI Department of Transportation (DOT):** The DOT is divided into eight districts for administrative and programmatic purposes. The Town is located in District 1, with headquarters in Madison. The DOT is responsible for STH 16, as well as the federal highways.
 - (c) **Wisconsin Alumni Research Foundation (WARF):** WARF owns approximately 300 acres along the Wisconsin River. The official mission of this private, non-profit organization is to support scientific research at the UW-Madison. WARF accomplishes this by patenting inventions arising from university research, licensing the technologies to companies for commercialization, and returning the licensing income to the UW-Madison to support further scientific endeavor.
 - (d) **Department of Safety and Professional Services (DSPS):** DSPS is another state agency with regulatory responsibility. The Department administers and enforces state laws and rules relating to building construction and safety and health. Plan review and site inspection is part of the Department’s role in protecting the health and welfare of people in constructed environments. DSPS

SUBCHAPTER 9: INTERGOVERNMENTAL COOPERATION

- administers the State Building Code on all structures in the Town except for 1 and 2 family dwellings.
- (e) **Department of Agriculture, Trade and Consumer Protection (DATCP):** The DATCP has regulatory duties concerning the Farmland Preservation Program and certain agricultural practices.
 - (f) **Department of Revenue (DOR):** The DOR is responsible for assessing real estate under its purview. Because of its role, there is little interaction between DOR and the Town.
 - (g) **Department of Administration (DOA):** The DOA fulfills a number of functions. It reviews annexation requests, incorporations, and cooperative boundary Plans. Additionally, the Land Information Office (LIO) within DOA is charged with identifying ways to enhance and facilitate Planning of local governments and improve coordination and cooperation of state agencies in their land use activities. LIO also provides technical assistance and advice to state agencies and local governments with land information responsibilities, among other things. LIO will review this Comprehensive Plan to ensure consistency with the state's "Smart Growth" legislation. Along with regulating local activities, all of these agencies provide information, education and training and maintain funding programs to assist local governments in development efforts and maintaining a basic level of health and safety.
 - (h) **Wisconsin Emergency Management (WEM):** WEM is an agency charged with a wide range of responsibilities for disaster mitigation, planning, response, and education. It administers a number of grants to local communities and is responsible for preparing and administering several statewide policy plans. The current State Hazard Mitigation Plan was published in October 2016. In accordance with FEMA requirements, the next update of the Plan is scheduled for 2021. Regional directors are located in each of the six regional offices throughout the state. They work directly with municipal and county programs in planning, training exercising, response and recovery activities, as well as the coordination of administrative activities between the Agency and local governments. When disasters and emergencies strike, they are the Agency's initial responders and serve as field liaisons with the state. The Town is located in the Southwest Region, whose headquarters is located in Madison.
- (3) **JUNEAU COUNTY:** There are no County facilities located in the Town except for:
 - (a) Juneau County is the owner of approximately 235 acres, consisting of county highways and lands acquired by tax deed.
 - (b) Juneau County owns, controls, and maintains County Trunk Highways J, N and HH in the Town.
 - (c) Juneau County exercises jurisdiction in the Town regarding a variety of ordinances, including the regulation of sanitary systems, zoning for shore land-wetland and flood plain areas, among others.
 - (4) **SAUK COUNTY:** The Town shares a southern boundary with Sauk County. However, the Town has no meaningful contacts or relationships with Sauk County.
 - (5) **SCHOOL DISTRICTS:** The Town is serviced by the Mauston school district, the Wisconsin Dells school district, and the Reedsburg School District. There are no school district facilities located in the Town, nor does the Town have any special contractual relationship with either school district.
 - (6) **LYNDON STATION:** The Town shares a boundary with the Village of Lyndon Station and, in general, has enjoyed a good working relationship with the Village.
 - (7) **CITY OF WISCONSIN DELLS:** The Town shares a short boundary line with the City of Wisconsin Dells. The City annexed a small portion of the Town in 2003 and 2006. The

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City of Wisconsin Dells appears to have a substantial interest in geographic growth. To date, Rocky Arbor State Park, and Upham Woods have acted as a barrier to City expansion. Most landowners are only interested in annexation if the City can provide sewer and water utility service. The location of Rocky Arbor State Park has, to date, made it financially difficult for the extension of sewer and water into the Town.

The Town currently receives fire protection and ambulance service from the Dells-Delton Ambulance Service, pursuant to separate contracts.

- (8) **CITY OF REEDSBURG:** The Town receives ambulance and fire service from the City of Reedsburg, pursuant to contract, for the westerly six sections of the Town
- (9) **TOWN OF KILDARE:** The Town enjoys a typical relationship with the neighboring town of Kildare. At one point, the Towns jointly created the "Assessor's Plat of Lyndon-Kildare" in 1997, for the purpose of clearing up ownership and boundary line issues in an area of small tracks of land which crossed the boundary line between the two Townships.
- (10) **TOWN OF SEVEN MILE CREEK:** The Town shares its western boundary with the Town of Seven Mile Creek. These two Towns have a typical town-to-town relationship.
- (11) **NATIVE AMERICAN LANDS:** The Ho-Chunk Nation owns approximately 203 acres in the Town. There are no special contracts or agreements between the Town and the Nation. The U.S. Government holds 81.5 acres in trust for the Winnebago Tribe.
- (12) **REGIONAL PLANNING COMMISSION (RPC):** There are eight regional planning commissions within Wisconsin created pursuant to §66.0309, Wis. Stats. The governor, with consent of local governing bodies, creates them. RPCs are formed to provide a wide range of services to local units of government within its geographic boundary, including (but not limited to) planning services on regional issues, consulting services regarding state and federal programs, advisory services on regional Planning problems, coordination services for programs and activities, and planning and development services to local governments. The Town is part of North Central WI Regional Planning Commission.
- (13) **OTHER INTERGOVERNMENTAL AGREEMENTS:** Sec. 66.0301 Wis. Stats. permits the Town to enter into agreements with other municipalities for the receipt or furnishing of services, or for the joint exercise of any power or duty required or authorized by law. At this time, the Town has not entered into any such contracts, except for fire protection and ambulance service as noted above.

21.902 NONGOVERNMENTAL ORGANIZATIONS

In addition to governmental organizations, there are other types of organizations that can affect the daily lives of City residents. These may include a chamber of commerce, nonprofit organizations, and similar organizations that are actively working to promote the quality of life in the area. It is imperative that governmental and nongovernmental organizations work together for the good of all residents. The following section briefly describes some of these organizations and how they are organized and their purpose.

- (1) **FORWARD WISCONSIN:** Forward Wisconsin, Inc., is a public-private statewide marketing and business recruitment organization. It was created in 1984 as a not-for-profit corporation. Its job is marketing outside Wisconsin to attract new businesses, jobs, and increased economic activity to the state. It is governed by a board of directors, which reflects the public-private partnership. The Governor is chairman of the board. Private sector representation includes Wisconsin's utilities, banks, educational institutions, investment firms, law firms, and manufacturers. Public sector representation includes four state legislators and the Secretary of the Department of Commerce. Funding for Forward Wisconsin comes from private sector contributors and from the state through a contract

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with the Wisconsin Department of Commerce. Forward Wisconsin is headquartered in Madison and has offices in Eau Claire, Milwaukee, and Chicago.

- (2) **INTERNATIONAL TRADE, BUSINESS & ECONOMIC DEVELOPMENT COUNCILS (ITBECs):** Since 1992, five regional ITBECs have been created in Wisconsin to expand economic development in the state by promoting tourism from foreign lands and the exporting of Wisconsin products to other countries. Currently, Juneau County is an at-large member of the Southwest WI ITBEC.
- (3) **RESOURCE CONSERVATION & DEVELOPMENT COUNCILS (RC&DS):** RC&Ds are private, non-profit organizations created pursuant to state enabling legislation to improve the social, economic, and environmental opportunities of the area. Nationally, there are more than 200 districts and there are five in Wisconsin. The Town is located in the Golden Sands RC&D, headquartered in Stevens Point. RC&D councils have broad authority to seek help from a variety of sources including federal or state agencies, local government, community organizations, and private industry. Help may be technical or financial assistance in the form of donations, loans, grants, or cost-sharing programs. The Golden Sands RC&D strives to improve the local economy by wise development and use of local resources.

21.903 EXTRATERRITORIAL ZONING

At this time, there is no extraterritorial zoning within the Town by either the Village of Lyndon Station or the City of Wisconsin Dells.

21.904 GOALS, OBJECTIVES AND POLICIES

- (1) **GOVERNMENTAL COOPERATION:** The Town shall encourage coordination and cooperation by and between units of government.
- (2) **WISCONSIN DELLS:** The Town shall maintain an open line of communication with the City of Wisconsin Dells regarding all issues of mutual interest. The Town will work with the City of Wisconsin Dells to monitor boundary issues and to plan for the future.
- (3) **SHARED SERVICE AGREEMENTS:** The Town will periodically review and update shared service agreements, and explore additional agreements with other service providers, in an effort to provide the best, cost-effective services to Town residents.

SUBCHAPTER 10: IMPLEMENTATION

SUBCHAPTER 10: IMPLEMENTATION**21.1000 PURPOSE**

The purpose of this Subchapter is to comply with §66.1001(2)(i), Wis. Stats., which requires this Plan to contain a compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in the Plan. This Section is intended to describe how each of the elements of the Plan will be integrated and made consistent with the other elements of the Plan, and shall include a mechanism to measure the Town's progress toward achieving all aspects of the Plan.

21.1001 TOWN ROLES & RESPONSIBILITIES

Responsibility for implementing this plan lies primarily with the Town Board and the Plan Commission.

- (1) **Town Board:** Town Board sets priorities, controls budgets and tax rates, and typically has the final say on key aspects of public and private development projects. Each Board member should know where to find this plan and should be familiar with the major goals described herein. Town Board should expect and require that staff recommendations and actions both reference and remain consistent with this plan.
- (2) **Town Plan Commission:** Land use and development recommendations are a core component of this plan, and the Plan Commission has a major role in guiding those decisions. Plan Commission members must each have access to this plan and must be familiar with its content. It is the responsibility of Plan Commission to determine whether proposed projects are consistent with this plan, and to make decisions and recommendations that are consistent with this plan. In cases where actions that are inconsistent with this plan are believed to be in the best interest of the Town, the Plan Commission should seek public feedback before recommending amendments to the Plan.

21.1002 IMPLEMENTATION PLANS AND SEQUENCE

The following sequence of events shall be followed in implementing this Comprehensive Plan.

- (1) **ADOPTION;** This Plan shall be adopted in conformity with the procedures established by § 66.1001(4), Wis. Stats. and the Community Participation Plan which was previously adopted.
- (2) **COPIES DELIVERED:** One copy of the adopted Plan shall be sent to the entities identified in § 66.1001(4)(b), Wis. Stats.
- (3) **ORDINANCE AMENDMENTS:** This Plan shall be considered whenever an Ordinance is being amended, especially amendments to the Zoning and Subdivision Ordinances, including the Zoning Map.
- (4) **UPDATES:** The Town Board and the Plan Commission shall regularly re-examine the Plan, especially whenever considering issues addressed by the Plan. Furthermore, pursuant to § 66.1001(2)(i), this Plan shall be formally reviewed and updated no less than once every ten years.

21.1003 AMENDMENTS TO PLAN

The procedure for amending this Plan is contained in § 66.1001(4), Wis. Stats. All amendments shall first be reviewed by the Plan Commission before presentation to the Town Board for public hearing and formal action.

SUBCHAPTER 10: IMPLEMENTATION

21.1004 LINK TO ANNUAL BUDGET PROCESS

The most important opportunity for this plan to influence the growth and improvement of the Town is through the annual budgeting and capital planning processes. These existing annual efforts determine what projects will and will not be pursued by the Town, and so it is very important to integrate this plan into those processes every year.