

Town of Harrison Year 2030 Comprehensive Plan

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Element Abbreviations

IO	Issues and Opportunities
H	Population and Housing
T	Transportation
UCF	Utilities and Community Facilities
ANC	Agricultural, Natural, and Cultural Resources
ED	Economic Development
IC	Intergovernmental Cooperation
LU	Land Use
I	Implementation

1. Issues and Opportunities

1.1 Introduction

The Town of Harrison is defined by the people who live and work there, the houses and businesses, the parks and natural features, its past, its present, and its future. No matter the location, change is the one certainty that visits all places. No community is immune to its effects. How a community changes, how that change is perceived, and how change is managed are the subjects of community comprehensive planning. An understanding of both the town's history and its vision for the future is essential to making sound decisions. The foundation of comprehensive planning relies on a balance between the past, present, and future by addressing four fundamental questions:

1. Where is the community now?
2. How did the community get here?
3. Where does the community want to be in the future?
4. How does the community get to where it wants to be?

The *Town of Harrison Year 2040 Comprehensive Plan* will guide community decision making in the Town of Harrison for the next 20 to 25 years. The town's complete comprehensive plan is composed of two documents. This *Plan Recommendations Report* contains the results of the town's decision making process as expressed by goals, objectives, policies, and recommendations. The *Inventory and Trends Report* is the second component of the comprehensive plan and contains all of the background data for Waupaca County and the Town of Harrison. Both documents follow the same basic structure by addressing nine comprehensive planning elements as chapters one through nine -

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

Waupaca County began a multi-jurisdictional planning effort in 2003 after being awarded a Comprehensive Planning Grant by the Wisconsin Department of Administration. The Town of Harrison joined Waupaca County in this effort along with 20 other towns, six cities, and six villages for a total of 34 participating units of government. For more information on the multi-jurisdictional planning process, please refer to Chapter 1 of the *Inventory and Trends Report*.

The *Town of Harrison Year 2040 Comprehensive Plan* meets the requirements of Wisconsin's Comprehensive Planning law, Wisconsin Statutes 66.1001. This law requires all municipalities (counties, cities, towns, and villages) to adopt a comprehensive plan by the year 2010 if they wish to make certain land use decisions. After the year 2010, any municipality that regulates land use must make their zoning, land division, shoreland and floodplain zoning, and official mapping decisions in a manner that is consistent with the community's comprehensive plan.

The Town of Harrison developed this comprehensive plan in response to the issues it must address and the opportunities it wishes to pursue. The Issues and Opportunities element of the comprehensive plan provides perspective on the planning process, public participation, trends and forecasts, and the overall goals of the community.

1.2 Plan Summary

The Town of Harrison is an unincorporated, rural town located in northwest Waupaca County. The town is bordered by Shawano County and Portage County to its north and west, respectively. The Towns of Iola and Wyoming share its other borders. The town's landscape is dominated by forests and woodlands. A number of high-quality rivers, lakes, and wetlands are also a dominant landscape feature, contributing to the town's attractive recreational and scenic beauty. Hunting, fishing, trail riding, wildlife viewing, and other outdoor recreational pursuits are abundant. Agriculture also plays a significant role in the local landscape. The town's farmland includes a mix of dairy farms, cropland, and smaller hobby farms. Development is dispersed throughout the town with concentrations occurring around the town's lakes and rivers, along County Road C, and near the rural crossroads areas of Northland and Norske. Commercial land use is sparse and located primarily along County Road C. Slowly declining population is projected that equates to a long-term decrease of about a dozen people. Recreational housing, improvements to existing homes, and a few new homes are the primary form of projected future development. Very little commercial or industrial development is expected.

Public participation during the planning process was used to identify the town's primary concerns and areas to be addressed by its comprehensive plan. Top issues identified by the planning committee centered on improvements needed to the town's emergency response system, potential conflicts between agricultural uses and adjacent residential uses, and lack of regulations addressing the subdivision of land. Top opportunities cited by the committee included the town's desirable rural character, abundant public lands, and a well-maintained road system. The planning committee also considered citizen input gathered from a planning process survey. Resident's strongest areas of consensus included the following:

- ◆ Protecting natural resources including water quality, woodlands, and wildlife habitat
- ◆ Protecting farmland from development
- ◆ Protecting rural character
- ◆ Striking a balance between private property rights and land use regulations

The goals, objectives, policies, and recommendations included in this plan are intended to prevent potential land use conflicts and to guide the town's decision making over the next 20 to 25 years. The town's plan for implementation focuses on updating the town's zoning ordinance, working with Waupaca County to update the county land division ordinance, incorporating provisions for conservation land division design, and creating new driveway access and road construction standards.

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Map 1-1 Regional Setting

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1.3 Town of Harrison 2040 Vision

The Town of Harrison's vision for the future is expressed in its goal statements for each of the comprehensive planning elements. The town's planning goals are broad statements of community values and public preferences for the long term (20 years or more). Implementation of this comprehensive plan will result in the achievement of these goals by the year 2030. For further detail on these goals, including related objectives, refer to the respective element of this comprehensive plan.

Housing Goals

Goal: Encourage the maintenance of an adequate housing supply that will meet the needs of current and future residents and promote a range of housing choices for anticipated income levels, age groups, and persons with special housing needs.

Goal: Provide for housing development that maintains the attractiveness and rural character of the town.

Goal: Support the maintenance and rehabilitation of the community's existing housing stock.

Transportation Goals

Goal: Provide a safe, efficient, and cost effective transportation system for the movement of people and goods.

Goal: Develop a transportation system that effectively serves existing land uses and meets anticipated demand.

Utilities and Community Facilities Goals

Goal: Maintain and improve the quality and efficiency of town government, facilities, services, and utilities.

Goal: Promote a variety of recreational opportunities within the community.

Goal: Ensure proper disposal of wastewater to protect groundwater and surface water resources.

Goal: Ensure that roads, structures, and other improvements are reasonably protected from flooding.

Agricultural, Natural, and Cultural Resources Goals

Goal: Maintain the viability, operational efficiency, and productivity of the town's agricultural resources for current and future generations.

Goal: Balance future development and private property rights with the protection of natural resources.

Goal: Protect groundwater quality and quantity.

Goal: Preserve surface water quality including lakes, ponds, flowages, rivers, streams, and wetlands.

Goal: Preserve open space areas for the purpose of protecting related natural resources including wildlife habitat, wetlands, and water quality.

Goal: Preserve and protect woodlands and forest resources for their economic, aesthetic, and environmental values.

Goal: Preserve rural character as defined by scenic beauty, a variety of landscapes, curved roads, attractive design of buildings and landscaping, undeveloped lands, farms, small businesses, and quiet enjoyment of these surroundings.

Goal: Preserve significant historical and cultural lands, sites, and structures that contribute to community identity and character.

Economic Development Goals

Goal: Maintain, enhance, and diversify the economy consistent with other community goals and objectives in order to provide a stable economic base.

Intergovernmental Cooperation Goals

Goal: Foster the growth of mutually beneficial intergovernmental relations with other units of government.

Goal: Seek opportunities with other units of government to reduce the cost and enhance the provision of coordinated public services and facilities.

Land Use Goals

Goal: Plan for land use in order to achieve the town's desired future.

Goal: Seek a desirable pattern of land use that contributes to the realization of the town's goals and objectives.

Implementation Goals

Goal: Promote consistent integration of the comprehensive plan policies and recommendations with the ordinances and implementation tools that affect the town.

Goal: Balance appropriate land use regulations and individual property rights with community interests and goals.

1.4 Comprehensive Plan Development Process and Public Participation

The Wisconsin Comprehensive Planning legislation specifies that the governing body for a unit of government must prepare and adopt written procedures to foster public participation in the comprehensive planning process. This includes open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. Public participation includes wide distribution of proposed drafts, plan alternatives, and proposed amendments of the comprehensive plan. Public participation includes opportunities for members of the public to send written comments on the plan to the applicable governing body, and a process for the governing body to respond. The Town of Harrison has adopted a *Public Participation and Education Plan* in order to comply with the requirements of Section 66.1001(4)(a) of the Wisconsin Statutes. The town's adopted *Public Participation and Education Plan* is found in Appendix B.

The Waupaca County comprehensive planning process was designed to encourage extensive grassroots, citizen-based input. Not only were public outreach tools and events utilized, but citizens were directly involved in writing their own local comprehensive plans, as well as the county comprehensive plan. Please refer to Sections 1.3 through 1.5 of the *Waupaca County Inventory and Trends Report* for further details on the plan development and public participation processes.

In addition to the public participation process described in the *Waupaca County Inventory and Trends Report*, the process of adopting the *Town of Harrison Year 2040 Comprehensive Plan* included several public participation activities. These include a public informational meeting, Plan Commission and Town Board action, a public hearing, and the distribution of recommended and final plan documents.

Public Informational Meeting

On November 1, 2006, a public informational meeting was held on the draft *Town of Harrison Year 2030 Comprehensive Plan* at the Northland Lutheran Church. The draft of the comprehensive plan was presented for public review and feedback.

Plan Commission and Town Board Action

On March 24, 2007 the Town of Harrison Plan Commission discussed the draft comprehensive plan and passed resolution number 0202 recommending approval of the plan to the Town Board. After completion of the public hearing, the Town of Harrison Town Board discussed and adopted the comprehensive plan by passing ordinance number 103 on May 14, 2007.

Public Hearing

On May 14, 2007, a public hearing was held on the recommended *Town of Harrison Year 2030 Comprehensive Plan*. The hearing was preceded by Class 1 notice and public comments were accepted for 30 days prior to the hearing. Written comments were received from the Wisconsin

Department of Administration and Wisconsin Department of Transportation. These comments were reviewed and incorporated into the plan as appropriate.

Distribution of Plan Documents

Both the recommended draft and final plan documents were provided to adjacent and overlapping units of government, the local library, and the Wisconsin Department of Administration in accordance with the *Public Participation and Education Plan* found in Appendix B.

1.5 Town of Harrison Issues and Opportunities

The initial direction for the comprehensive planning process was set by identifying community issues, opportunities, and desires. Issues were defined as challenges, conflicts, or problems that a community is currently facing or is likely to face in the future. Opportunities were defined as the positive aspects of a community that residents are proud of and value about their community. These could either be current positive aspects of a community, or have the potential to be created in the future. Desires were defined as aspects of a community that residents want to create, change or preserve in the future. They help define the community's vision for the future by identifying which issues are most important for the community to resolve, and which opportunities are most important to pursue over the long term.

In the March 2004 cluster meeting, Town of Harrison citizens identified issues and opportunities. Participant took turns sharing the issues and opportunities that they felt were important in the community. After the full list was developed, each participant voted on the statements to establish a sense of priority. The following issues and opportunities were identified.

Issues

- ♦ Communication system needed for emergency response (4 votes)
- ♦ Potential for nuclear waste site in county (4 votes)
- ♦ High response time for sheriff (2 votes)
- ♦ No regulations on farming – consider waste production (2 votes)
- ♦ Who and how will green space and corridors be determined? (1 vote)
- ♦ Little control over subdivision of land – consider lot size, house size, sewer and water (1 vote)
- ♦ Public access areas are not posted or known to public (1 vote).
- ♦ Potential for unwanted industry (1 vote)

Opportunities

- ♦ Well maintained road system (2 votes)
- ♦ Rural character (forests, farms, rolling hills, creeks, etc.) (2 votes)
- ♦ DNR is large landowner – consider intergovernmental cooperation (2 votes)
- ♦ Great place to raise a family (1 vote)
- ♦ Preserve what we have for future generations (1 vote)
- ♦ Availability of horse trails

- ♦ Great hunting and fishing with public access

Participants were then asked to identify community desires. Desire statements were not voted on or prioritized. The following desire statements were identified.

Desires

What do you want to change in your community?

- ♦ Have people more involved and care about land around them.
- ♦ Get help with communication for emergency calls.
- ♦ I'd like Waupaca County to strongly oppose a nuclear waste dump.

What do you want to preserve in your community?

- ♦ Preserve open spaces, nice woods and waterways.
- ♦ Preserve 1) quality of roads, 2) ground water quality, 3) lake and river quality, 4) woodlands, 5) wildlife.
- ♦ Preserve country living – great place for family life.
- ♦ Preserve open space.

What do you want to create in your community?

- ♦ Create better emergency/police services to remote areas.
- ♦ Create better emergency response service.
- ♦ Create 1) housing and development group of interested citizens, and 2) a way to bring in desired businesses.
- ♦ Create a preservation program to keep the good points and improve the bad.
- ♦ Create a public interest in this small group process which would include the most people possible.
- ♦ Initiate a strong force to go beyond recycling (example: insist on containers which degrade, support products which do not require plastic and styrofoam, etc.)

1.6 Issues and Opportunities Policies

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Policies: Town Directive

- IO1 The town shall conduct all business related to land use decision making by utilizing an open public process and by giving due consideration to its comprehensive plan (Source: Basic Policies).

- IO2 Public participation shall continue to be encouraged for all aspects of town governance (Source: Basic Policies).

2. Population and Housing

2.1 Population and Housing Plan

Population and housing are two key indicators that will help the Town of Harrison plan ahead for future growth and change. Because they are key indicators of potential future conditions, this element of the comprehensive plan provides a brief summary of population and housing data along with projections for the future. For further detail on population and housing in the Town of Harrison and Waupaca County, please refer to Chapter 2 of the *Inventory and Trends Report*.

The Town of Harrison's plan for population and housing reflects its limited housing options and a desire to retain the rural character of the town as the population slowly declines into the future. Due to its rural nature, the town anticipates that single family, owner-occupied homes will continue to dominate the housing stock, with a smaller proportion of mobile and manufactured homes. The town's relatively large stock of seasonal homes may experience a conversion to year round living as people decide to retire and move to the area permanently. Conversely, as the aging segment of the population continues to grow, it is expected that some individuals may desire to live closer to larger urban centers with more accessible medical services and urban amenities; and also transition from year-round resident to "snowbird" retirees living in warmer climates for a majority of the year and returning to their old homes in Wisconsin for the summer. The Town of Harrison does not expect that municipal sewer, water, or other urban services required to support a full range of housing choices will be provided within its borders over the next 20 to 25 years. Therefore, the town will look to the surrounding region and incorporated cities like Iola, Waupaca, and Stevens Point to accomplish some of its housing goals and objectives.

The town's plan for population and housing is focused on maintaining and improving the existing housing stock so that future residents will be attracted to the community. In addition, the town has planned for adequate lands to accommodate new construction. Over 850 acres are identified on the preferred land use map as Rural Residential (RR). Scattered farm, seasonal, and other low-density rural residential development can be accommodated in Agriculture Retention (AR) and Private Recreation and Forestry (PVRF) areas. Based on projected housing growth and preferred land use allocations, it is estimated that over 1,700 acres are available for residential development – more than two times the projected demand (see Section 8.3 Projected Supply and Demand of Land Uses).

2.2 Population Characteristics Summary

2010 Census

A significant amount of information, particularly with regard to population, housing, and economic development, was obtained from the U.S. Bureau of the Census. There are two methodologies for data collection employed by the Census, STF-1 (short form) and STF-3 (long form). STF-1 data were collected through a household by household census and represent responses from every household in the country. To get more detailed information, the U.S. Census Bureau also randomly distributes a long form questionnaire to one in six households throughout the nation. Tables that use these sample data are indicated as STF-3 data. It should

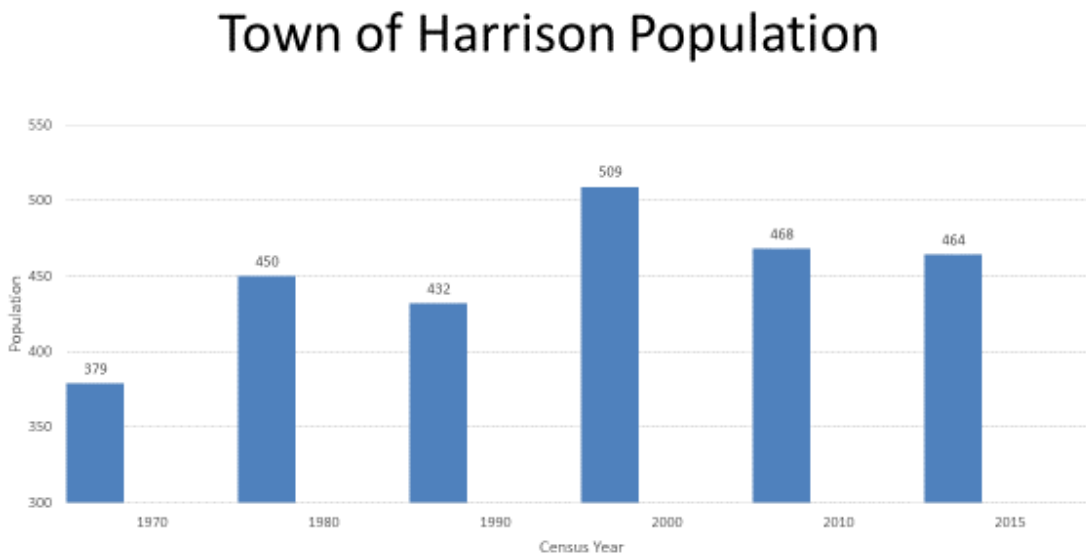
be noted that STF-1 and STF-3 data may differ for similar statistics, due to survey limitations, non-response, or other attributes unique to each form of data collection.

It should also be noted that some STF-3 based statistics represent estimates for a given population, and statistical estimation errors may be readily apparent in data for smaller populations. For example, the total number of housing units will be identical for both STF-1 statistics and STF-3 statistics when looking at the county as a whole – a larger population. However, the total number of housing units may be slightly different between STF-1 statistics and STF-3 statistics when looking at a single community within Waupaca County – a smaller population.

Population Counts

Population counts provide information both for examining historic change and for anticipating future community trends. Figure 2-1 displays the population counts of the Town of Harrison for 1970 through 2015 according to the U.S. Census.

Figure 2-1
Population, Town of Harrison, 1970-2015



Source: U.S. Bureau of the Census, 1970-2015.

As displayed by Figure 2-1, the Town of Harrison experienced a fluctuating population over the 45 year period. There was a 30 year period of uneven population growth from 1970 to 2000, followed by 15 years of slow population decline through 2015. There appears to be an overall trend of continued slow decline in population.

Table 2-1 displays the population trends of Waupaca County, its municipalities, and the State of Wisconsin from 1970 to 2000 according to the U.S. Census.

Table 2-1**Population Counts, Waupaca County, 1970-2014**

	1970	1980	1990	2000	2010	2014	# Change 1970-80	% Change 1970-80	# Change 1980-90	% Change 1980-90	# Change 1990-00	% Change 1990-00	# Change 2000-2014	% Change 2000-2014
C. Clintonville	4,600	4,567	4,423	4,736	4,559	4,535	-33	-0.7%	-144	-3.2%	313	7.1%	-201	-4.2%
C. Manawa	1,105	1,205	1,169	1,330	1,371	1,332	100	9.0%	-36	-3.0%	161	13.8%	2	0.2%
C. Marion (pt.)	1,218	1,348	1,242	1,296	1,235	1,232	130	10.7%	-106	-7.9%	54	4.3%	-64	-4.9%
C. New London (pt.)	4,433	4,941	5,321	5,618	5,685	5,690	508	11.5%	380	7.7%	297	5.6%	72	1.3%
C. Waupaca	4,342	4,472	4,946	5,676	6,069	6,076	130	3.0%	474	10.6%	730	14.8%	400	7.0%
C. Weyauwega	1,377	1,549	1,665	1,806	1,900	1,914	172	12.5%	116	7.5%	141	8.5%	108	6.0%
V. Big Falls	112	107	75	85	61	59	-5	-4.5%	-32	-29.9%	10	13.3%	-26	-30.6%
V. Embarrass	472	496	461	487	404	396	24	5.1%	-35	-7.1%	26	5.6%	-91	-18.7%
V. Fremont	598	510	632	666	679	677	-88	-14.7%	122	23.9%	34	5.4%	11	1.7%
V. Iola	900	957	1,125	1,298	1,301	1,287	57	6.3%	168	17.6%	173	15.4%	-11	-0.8%
V. Ogdensburg	206	214	220	224	185	179	8	3.9%	6	2.8%	4	1.8%	-45	-20.1%
V. Scandinavia	268	292	298	349	363	363	24	9.0%	6	2.1%	51	17.1%	14	4.0%
T. Bear Creek	861	820	787	838	823	814	-41	-4.8%	-33	-4.0%	51	6.5%	-24	-2.9%
T. Caledonia	882	1,040	1,177	1,466	1,627	1,654	158	17.9%	137	13.2%	289	24.6%	188	12.8%
T. Dayton	979	1,514	1,992	2,734	2,748	2,757	535	54.6%	478	31.6%	742	37.2%	23	0.8%
T. Dupont	645	615	634	741	738	734	-30	-4.7%	19	3.1%	107	16.9%	-7	-0.9%
T. Farmington	2,242	2,959	3,602	4,148	3,974	4,009	717	32.0%	643	21.7%	546	15.2%	-139	-3.4%
T. Fremont	514	618	561	632	597	588	104	20.2%	-57	-9.2%	71	12.7%	-44	-7.0%
T. Harrison	379	450	432	509	468	469	71	18.7%	-18	-4.0%	77	17.8%	-40	-7.9%
T. Helvetia	401	568	587	649	636	630	167	41.6%	19	3.3%	62	10.6%	-19	-2.9%
T. Iola	549	702	637	818	971	982	153	27.9%	-65	-9.3%	181	28.4%	164	20.0%
T. Larrabee	1,295	1,254	1,316	1,301	1,381	1,377	-41	-3.2%	62	4.9%	-15	-1.1%	76	5.8%
T. Lebanon	906	1,168	1,290	1,648	1,665	1,680	262	28.9%	122	10.4%	358	27.8%	32	1.9%
T. Lind	787	1,038	1,159	1,381	1,579	1,591	251	31.9%	121	11.7%	222	19.2%	210	15.2%
T. Little Wolf	1,089	1,138	1,326	1,430	1,424	1,424	49	4.5%	188	16.5%	104	7.8%	-6	-0.4%
T. Matteson	737	844	889	956	936	929	107	14.5%	45	5.3%	67	7.5%	-27	-2.8%
T. Mukwa	1,208	1,946	2,304	2,773	2,930	2,956	738	61.1%	358	18.4%	469	20.4%	183	6.6%
T. Royalton	1,205	1,432	1,456	1,544	1,434	1,441	227	18.8%	24	1.7%	88	6.0%	-103	-6.7%
T. St. Lawrence	517	608	697	740	710	706	91	17.6%	89	14.6%	43	6.2%	-34	-4.6%
T. Scandinavia	519	772	890	1,075	1,066	1,064	253	48.7%	118	15.3%	185	20.8%	-11	-1.0%
T. Union	774	784	733	804	806	811	10	1.3%	-51	-6.5%	71	9.7%	7	0.9%
T. Waupaca	830	1,040	1,122	1,155	1,173	1,186	210	25.3%	82	7.9%	33	2.9%	31	2.7%
T. Weyauwega	538	559	653	627	583	570	21	3.9%	94	16.8%	-26	-4.0%	-57	-9.1%
T. Wyoming	292	304	283	285	329	319	12	4.1%	-21	-6.9%	2	0.7%	34	11.9%
Waupaca County	37,780	42,831	46,104	51,825	52,410	52,431	5,051	13.4%	3,273	7.6%	5,721	12.4%	606	1.2%
Wisconsin	4,417,731	4,705,642	4,891,769	5,363,715	5,686,986	5,732,981	287,911	6.5%	186,127	4.0%	471,946	9.6%	369,266	6.9%

Source: U.S. Census: 1970 - 2010 and Department of Administration of WI for 2014 data

*Municipality crosses county line, data are for entire municipality. However, population for Waupaca County does not include those portions of New London and Marion that cross the county line.

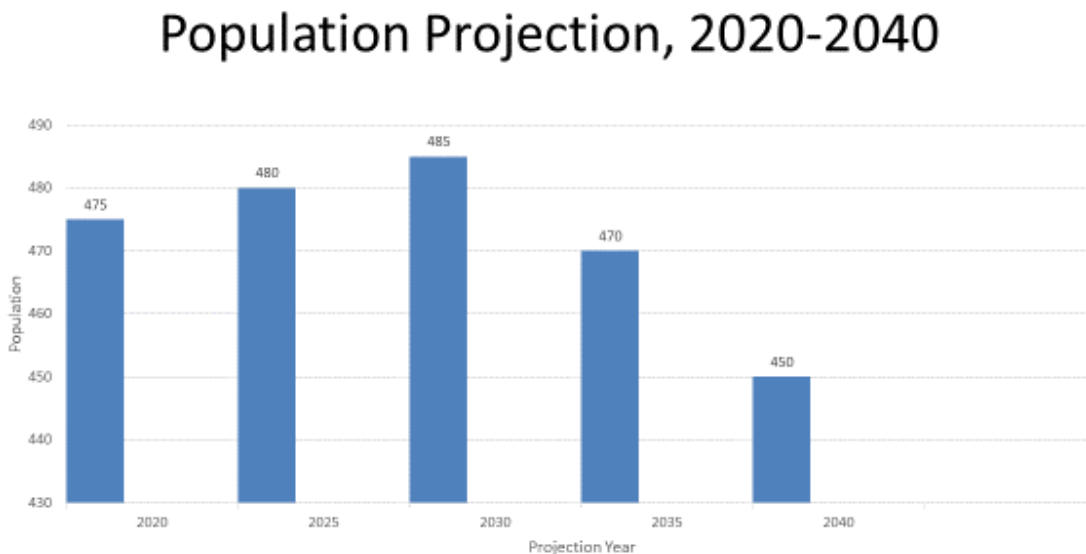
Source: U.S. Bureau of the Census, 1970-2000, STF-1.

Population Forecasts

Population forecasts are based on past and current population trends. They are not predictions, but rather they extend past trends into the future, and their reliability depends on the continuation of these trends. Projections are therefore most accurate in periods of relative socio-economic and cultural stability. Projections should be considered as one of many tools used to help anticipate future needs in the Town of Harrison.

The Wisconsin Department of Administration is the official state projection authority.

Figure 2-2
Population Projection, 2020-2040
Town of Harrison Population Forecasts



Source: Wisconsin Department of Administration Population and Household Projections for Wisconsin Minor Civil Divisions: 2010-2040, Produced in 2013 based on 2010 Census.

Population projection for the Town of Harrison for the 20 year period between 2020 and 2040 estimates an initial period of slow growth followed by slow population decline. . While the town's population level has fluctuated in the past, there is a high degree of confidence the population will range between 450 and 480 in the future. The town's attractive natural amenities support the likelihood that the town will continue to support strong representation of non-resident property owners desiring seasonal, hunting, and weekend getaway housing.

2.3 Housing Characteristics Summary

Housing Supply, Occupancy, and Tenure

Tables 2-2 and 2-3 display the occupancy and tenure characteristics of housing units for Waupaca County and the Town of Harrison in 1990 and 2000.

Table 2-2**Housing Supply, Occupancy, and Tenure, Town of Harrison,
2000 and 2010**

	Percent of		Percent of		# Change 2000-2010	% Change 2000-2010
	2000	Total	2010	Total		
Total housing units	303	100.0%	347	100.0%	44	14.5%
Occupied housing units	206	68.0%	204	58.8%	-2	-1.0%
Owner-occupied	180	59.4%	180	51.9%	0	0.0%
Renter-occupied	26	8.6%	24	6.9%	-2	-7.7%
Vacant housing units	97	32.0%	143	41.2%	46	47.4%
Seasonal units	90	29.7%	135	38.9%	45	50.0%

Source: U.S. Census Bureau, 2000-2010

Table 2-3**Housing Supply, Occupancy, and Tenure, Waupaca County,
2000 and 2010**

	Percent of		Percent of		# Change 2000-2010	% Change 2000-2010
	2000	Total	2010	Total		
Total housing units	22,508	100.0%	25,396	100.0%	2,888	12.8%
Occupied housing units	19,863	88.2%	21,387	84.2%	1,524	7.7%
Owner-occupied	15,287	67.9%	16,160	63.6%	873	5.7%
Renter-occupied	4,576	20.3%	5,227	20.6%	651	14.2%
Vacant housing units	2,645	11.8%	4,009	15.8%	1,364	51.6%
Seasonal units	1,681	7.5%	2,387	9.4%	706	42.0%

Source: U.S. Census Bureau, 2000-2010

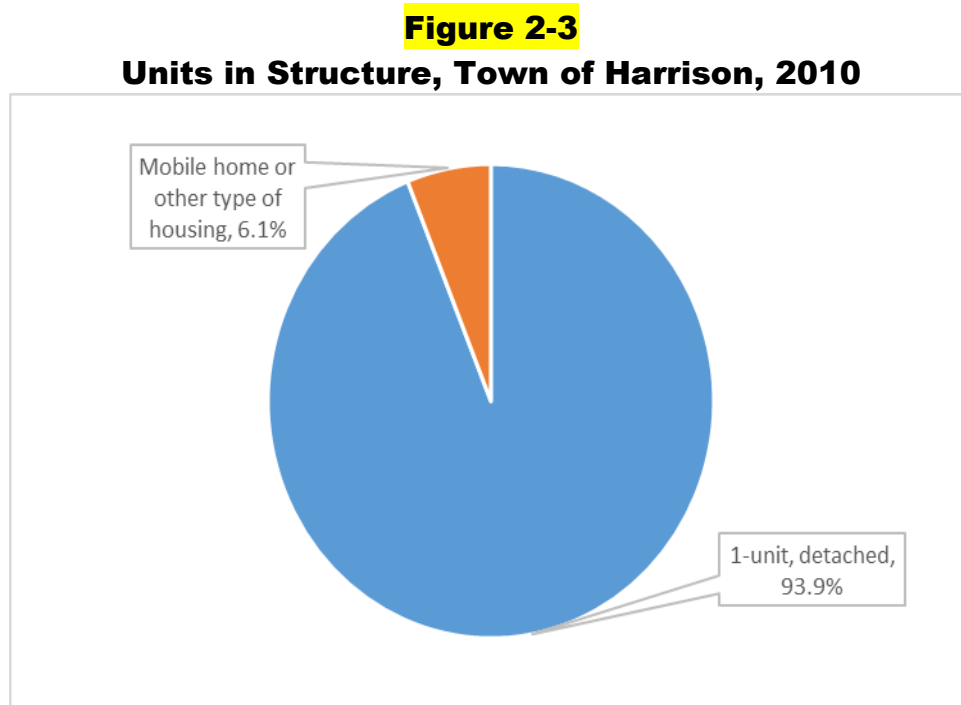
The housing supply in the Town of Harrison consists mainly of owner-occupied, year round homes, but a significant share is also composed of seasonal homes. In 2000, there was a total of 303 housing units in the town. Compared to Waupaca County as a whole, there was a smaller proportion of rental units in the town, but a substantially larger proportion of vacant and seasonal units. These data reflect the fact that the Town of Harrison has one of the county's largest concentrations of seasonal housing units, most likely represented by seasonal cabins and cottages dispersed among the town's many waterways and outdoor recreational areas. These data also suggest that the housing supply is relatively more difficult to access in terms of rental housing, but is similar to the county as a whole with respect to availability and sales of vacant housing units.

Between 1990 and 2000, the town experienced trends notably different than Waupaca County. Compared to the county as a whole, the Town of Harrison experienced higher rates of growth in occupied housing units, but these were offset by a sharp drop in seasonal housing units. This resulted in a net decline in total housing units in the town. Recent trends to convert seasonal homes to year round residences likely had a strong impact in the Town of Harrison over the 10

year period. The town may also be experiencing a trend toward increased renter occupied housing.

Housing Units in Structure

Figure 2-3 displays the breakdown of housing units by type of structure (“units in structure”) for the Town of Harrison on a percentage basis for 2000.



Source: U.S. Bureau of the Census, 2010.

These data show that the housing supply in the Town of Harrison is very homogeneous. The housing supply is composed almost entirely of one-unit detached structures and mobile homes. A lack of multiple unit homes is common in remote rural areas that lack municipal sewer and water and other urban services. The occurrence of boats and recreational vehicles as housing units is likely related to the predominance of outdoor recreational lands in the town.

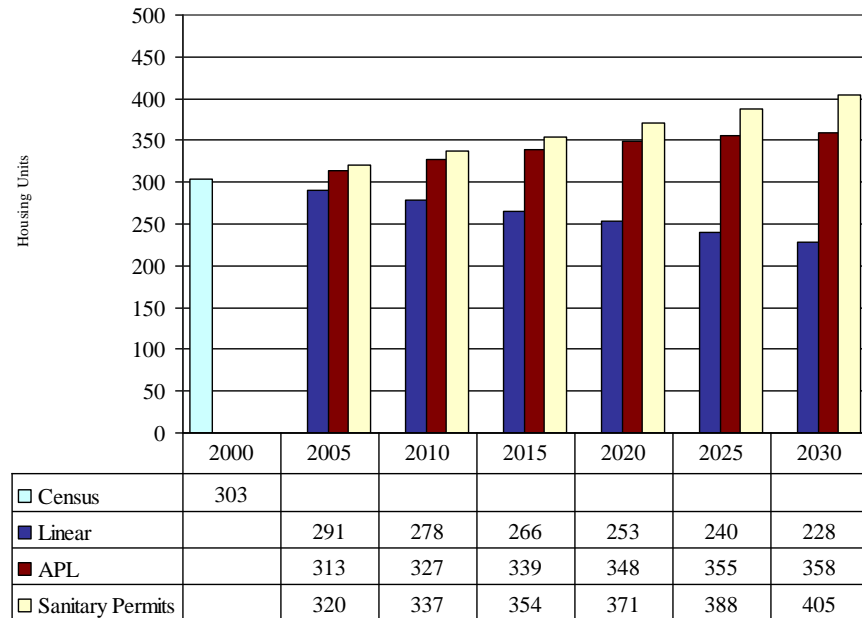
Housing Forecasts

Similar to population forecasts, housing projections are based on past and current housing trends. They are not predictions, but rather they extend past trends into the future, and their reliability depends on the continuation of these trends. Projections are therefore most accurate in periods of relative socio-economic and cultural stability. Projections should be considered as one of many tools used to help anticipate future needs in the town.

Figure 2-4 displays three housing forecasts for the Town of Harrison. The Linear projection assumes a continuation of growth trends since 1990. Census housing unit counts from 1990 and 2000 were utilized to create a linear trend by extending forward to 2030 the percent change between the census counts. The Applied Population Lab (APL) projection is a non-linear projection that takes into account such factors as births, deaths, in-migration, and out-migration.

State wide trends in these areas are assumed to have a similar impact on Waupaca County. Sanitary permit projections are based on information as provided by the Waupaca County Zoning Department.

**Figure 2-4
Comparative Housing Forecast, 2000-2030
Town of Harrison Population Forecasts**



Source: Applied Population Laboratory, UW-Madison/Extension, 2004. U.S. Bureau of the Census, 2000, STF-1. Linear Trend Projection, 2005-2030. Waupaca County Zoning Department.

Housing unit projections for the Town of Harrison vary from a projected decrease of 75 units to a projected increase of 102 units. Based on local opinion, the sanitary permit projection seems to be the most likely scenario, which projects an increase of 102 housing units (roughly three to four homes per year). Similar to projected population increases, the town believes housing growth in the town will continue on an upward trend, providing both seasonal and year-round options.

2.4 Population and Housing Trends and Outlook

Of the population and housing trends identified for Waupaca County and the State of Wisconsin (refer to Section 2.4 of the *Inventory and Trends Report*), the following are likely to be experienced in the Town of Harrison over the next 20 to 25 years.

- ◆ Expect continued interest in seasonal structures, especially hunting cabins.
- ◆ People will continue to desire an “acre or two in the country,” and pressure to convert farmland and woodland to subdivisions and lots will increase.

- ♦ Interest in modular and mobile home development will continue as driven by the need for affordable housing.
- ♦ The aging population is growing, and people over 65 are projected to comprise a significant portion of the total population by 2030.
- ♦ An excess of vacant housing units may result from the aging population choosing other options like assisted living, condominiums, and the like.

2.5 Housing for All Income Levels

The housing stock in rural Wisconsin communities typically has a high proportion of single-family homes, with few other housing types available. While a range of housing costs can be found in single-family homes, larger communities are generally relied upon to provide a greater variety of housing types and a larger range of costs. It is a benefit to a community to have a housing stock that matches the ability of residents to afford the associated costs. This is the fundamental issue when determining housing affordability and the ability to provide a variety of housing types for various income levels.

The Department of Housing and Urban Development (HUD) defines housing affordability by comparing income levels to housing costs. According to HUD, housing is affordable when it costs no more than 30% of total household income. For renters, HUD defined housing costs include utilities paid by the tenant.

According to the U.S. Census, housing in the Town of Harrison appears to be affordable on the average. The median household income in the town in 1999 was \$36,635 per year, or \$3,053 per month. The median monthly owner cost for a mortgaged housing unit in the town was \$717, and the median monthly gross rent in the town was \$475. The term “gross rent” includes the average estimated monthly cost of utilities paid by the renter. According to the HUD definition of affordable housing, the average home owner in the Town of Harrison spends about 23% of household income on housing costs, and therefore has affordable housing. Due to the limited number of renters in the Town of Harrison conclusions should not be drawn regarding average rental unit affordability. This simple calculation based on median income and median housing cost does not rule out individual cases where households do not have affordable housing. In fact, in 1999, 8.5% of homeowners and 15% of renters in the Town of Harrison paid 30% or more of their household income on housing costs.

The Town of Harrison has addressed the issue of housing for all income levels. Refer to the following goals, objectives, policies, and recommendations for the town's approach to this issue.

- ♦ Housing goal 1 and supporting objectives 1.a., 1.b. and 1.d.
- ♦ Housing goal 2 and supporting objective 2.b.

2.6 Housing for All Age Groups and Persons with Special Needs

As the general population ages, affordability, security, accessibility, proximity to services, transportation, and medical facilities will all become increasingly important. Regardless of age, many of these issues are also important to those with disabilities or other special needs. As new

residents move into the area and the population ages, other types of housing must be considered to meet all resident needs. This is particularly true in communities where a large proportion of the population includes long-time residents with a desire to remain in the area during their retirement years.

The Wisconsin Department of Administration has projected that a significant shift in Waupaca County's age structure will take place by 2030. More than 13,000 Waupaca County residents are expected to be age 65 and older by that time, growing from 13% of the 2005 estimated population to 23% of the projected 2030 population. As this shift in the age structure takes place, communities may find it necessary to further assess the availability of housing for all age groups and persons with special needs.

The Town of Harrison has addressed the issue of housing for all age groups and persons with special needs. Refer to the following goals, objectives, policies, and recommendations for the town's approach to this issue.

- ◆ Goal H1 and supporting objectives 1.c. and 1.d.

2.7 Promoting Availability of Land for Development/Redevelopment of Low-Income and Moderate-Income Housing

Promoting the availability of underdeveloped or underused land is one way to meet the needs of low- and moderate-income individuals. One way to accomplish this is to plan for an adequate supply of land that will be zoned for housing at higher densities or for multi-family housing. Another option is to adopt housing policies requiring that a proportion of units in new housing developments or lots in new subdivisions meet a standard for affordability. Two elements of comprehensive planning are important in this equation. In the Housing element, a community can set its goals, objectives, and policies for affordable housing. In the Land Use element, a community can identify potential development and redevelopment areas.

The Town of Harrison plan for preferred land use provides for some limited availability of land for the development or redevelopment of low-income and moderate-income housing. A minimum lot size of five acres is required in most of the town, which is generally too large of a lot to be affordable for low- to moderate-income households. Smaller, one acre lots may be allowed with the use of conservation design. Areas of the town planned for Rural Residential (RR) may allow for the development of limited multiple family dwellings where appropriate. The town also contains an above average number of mobile and modular homes, which provide additional options for low- to moderate-income households.

Also refer to the following goals, objectives, policies, and recommendations for the town's approach to the issue of availability of land for the development and redevelopment of low- to moderate-income housing.

- ◆ Goal H1 and supporting objectives 1.a. and 1.b.
 - ◆ Goal H2 and supporting objective 2.b.
 - ◆ Goal H3 and supporting objective 3.c.
-

2.8 Maintaining and Rehabilitating the Existing Housing Stock

The maintenance and rehabilitation of the existing housing stock within the community is one of the most effective ways to ensure safe and generally affordable housing without sacrificing land to new development. To manage housing stock maintenance and rehabilitation, a community can monitor characteristics including, price, aesthetics, safety, cleanliness, and overall suitability with community character. The goal of ongoing monitoring is to preserve the quality of the current housing supply with the hope of reducing the need for new development, which has far greater impacts on community resources.

The Town of Harrison has addressed the issue of housing stock maintenance and rehabilitation. Refer to the following goals, objectives, policies, and recommendations for the town's approach to this issue.

- ♦ Goal H3 and supporting objectives 3.a., 3.b. and 3.c.

2.9 Population and Housing Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Encourage the maintenance of an adequate housing supply that will meet the needs of current and future residents and promote a range of housing choices for anticipated income levels, age groups, and persons with special housing needs.

Objectives

- 1.a. Encourage residential development that provides a balance of low-income, moderate-income, and high-income housing.
- 1.b. Allow for residential development that provides an appropriate mix of single-family and two-family housing.
- 1.c. Coordinate with Waupaca County and neighboring communities to plan for the aging population's housing needs.
- 1.d. Support the improvement of local and regional efforts to create quality housing with rents affordable to working families, the elderly, and special-need individuals.

Goal 2 Provide for housing development that maintains the attractiveness and rural character of the town.

Objectives

- 2.a. Direct residential subdivision development to planned growth areas in order to prevent conflicts between residential development and productive land uses like agriculture and forestry.
-

- 2.b. Promote the development of low to moderate-income housing that is consistent in quality, character, and location with the town’s comprehensive plan.
- 2.c. Encourage the use of creative development designs that preserve rural character, agricultural lands, productive forests, and natural resources.

Goal 3 Support the maintenance and rehabilitation of the community’s existing housing stock.

Objectives

- 3.a. Support efforts to enforce zoning, nuisance abatement, and building code requirements on blighted residential properties.
- 3.b. Increase citizen education about unsafe or unsanitary housing conditions including lead paint, radon, improperly installed heating systems, faulty wiring, private well contamination, failing septic systems, and broken or missing smoke detectors.
- 3.c. Encourage the preservation, maintenance, and rehabilitation of historically significant homes.

2.10 Population and Housing Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

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

Policies: Development Review Criteria

- H1 Siting and construction of new housing should be consistent with the purpose, intent, and preferred density established in the applicable preferred land use classification and meet the applicable review criteria established by other planning element policies (Source: Basic Policies).
-

- H2 Mobile homes permitted in the town should meet the following criteria:
- ◆ Placed on a foundation;
 - ◆ Anchored to the foundation;
 - ◆ Skirted to provide a finished appearance between the building and foundation;
 - ◆ Pitched roof;
 - ◆ Sided with conventional house siding or simulated wood;
 - ◆ Compliant with HUD regulations and built after June 14, 1976 (Source: Strategy H3).
- H3 Manufactured homes shall feature designs similar to “stick-built” homes (Source: Strategy H3).

Recommendations

- ◆ Continue to enforce a town building code that includes the requirements of the Uniform Dwelling Code and state commercial building codes (Source: Basic Recommendations).
- ◆ Modify applicable zoning, land division, and building code ordinances to implement community policies for mobile homes, manufactured homes, and mobile home parks (Source: Strategy H3).

2.11 Population and Housing Programs

For descriptions of housing programs potentially available to the community, refer to the *Population and Housing* element of the *Waupaca County Inventory and Trends Report*.

3. Transportation

3.1 Transportation Plan

The land use patterns of the Town of Harrison, Waupaca County, and the surrounding region are tied together by the transportation system, including roadways, railroads, and trails. Households, businesses, farms, industries, schools, government, and many others all rely on a dependable transportation system to function and to provide linkages to areas beyond their immediate locations. The Town of Harrison's transportation network plays a major role in the efficiency, safety, and overall desirability of the area as a place to live and work. For further detail on transportation in the Town of Harrison and Waupaca County, please refer to Chapter 3 of the *Inventory and Trends Report*.

The Town of Harrison does not anticipate a great deal of change to its existing transportation system over the next 20 years. Its plan is to maintain the existing the road system and to be prepared to respond to potential development proposals. The town's primary responsibilities with respect to transportation are to manage the cost of town road maintenance and construction, and to maintain an overall high level of safety. The town's transportation policies and recommendations reflect these priorities. Key components of the town's transportation plan include maintaining a set of up-to-date road construction and driveway access standards, and maintaining a five-year road improvement plan.

3.2 Planned Transportation Improvements

The Town of Harrison has a five-year road improvement plan that is updated on an annual basis. The town's road improvement plan prioritizes local road construction and repairs that will be made on an annual basis subject to available funding. Future updates to the road improvement plan will be based on road conditions as identified by the PASER system and local site visits, expected volumes and uses of roads, local priorities, and the guidance set forth in this plan.

3.3 Comparison with County, State, and Regional Transportation Plans

State, regional, and county transportation plans have been reviewed for their applicability to the Town of Harrison, and no state or regional plans include improvements that impact the town. Several projects planned by Waupaca County impact the town.

As identified in the Waupaca County Five-Year Financial Management Plan, the county is planning to reclaim, shape, and pave County Highway J from County Highway G in the Town of Iola to County Highway C in the Town of Harrison in 2008. The county is also planning to reclaim, shape, and pave County Highway P from State Highway 49 to the northern county line in 2010. Reconstruction projects planned by the county for the town include the eastern portion of County Highway C in 2007 and the western portion in 2010. The town has planned for a variety of preferred land uses along these highway corridors, including Agriculture Retention (AR), Private Recreation and Forestry Enterprise (PVRF), and Rural Residential (RR). Potential

land use conflicts along these corridors should be monitored, as these highway improvements may increase the mobility of the road and the desirability of the adjacent lands as building sites. These forces may compete with the town's desire to keep lands planned as AR or PVRF primarily in agricultural or forestry use. On the other hand, these highway improvements will support the town's desire to direct growth to areas planned as RR.

3.4 Transportation Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Provide a safe, efficient, and cost effective transportation system for the movement of people and goods.

Objectives

- 1.a. Balance competing community desires (e.g., scenic beauty, abundant wildlife, direct highway access, etc.) with the need to provide for safe roads, intersections, rail crossings, and other transportation features.
- 1.b. Reduce accident exposure by improving deficient roadways.
- 1.c. Manage driveway access location and design to ensure traffic safety, provide adequate emergency vehicle access, and prevent damage to roadways and ditches.
- 1.d. Require developers to bear an equitable share of the costs for the improvement or construction of roads needed to serve new development.
- 1.e. Guide new growth to existing road systems so that new development does not burden the community financially or make inefficient use of tax dollars.
- 1.f. Monitor the effectiveness of existing, and opportunities for new, shared service agreements for providing local road maintenance.
- 1.g. Work with the Wisconsin Department of Transportation to determine appropriate locations for access along and in the vicinity of State Highway 49 to ensure a safe and mobile facility, particularly in regards to proposed accesses to commercial, industrial, or high-density residential land uses.

Goal 2 Develop a transportation system that effectively serves existing land uses and meets anticipated demand.

Objectives

- 2.a. Work to achieve a traffic circulation network that conforms to the planned functional classification of roadways.
- 2.b. Direct future residential, commercial, and industrial development to roadways capable of accommodating resulting traffic.
- 2.c. Allow for bicycling and walking to be viable, convenient, and safe transportation choices in the community.

3.5 Transportation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

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

Policies: Town Position

- T1 Roads that provide access to multiple improved properties should be built to town standards as a condition of approval for new development (Source: Strategy T1).
- T2 Developers shall bear an equitable share of the cost of constructing new roads to town standards before they are accepted as town roads (Source: Strategy T1).

Policies: Town Directive

- T3 A five-year road improvement plan shall be maintained and annually updated to identify and prioritize road improvement projects as well as to identify potential funding sources (Source: Strategy T5).
- T4 The community should consider bicycle and pedestrian safety needs when new roads are proposed or when roadway improvements are made (Source: Strategy T7).

Policies: Development Review Criteria

- T5 The development of new or improved access points to local roads should meet town standards for:
 - ♦ Minimum driveway surface width and construction materials;
 - ♦ Minimum clearance width and height;
 - ♦ Maximum driveway length;

- ◆ Minimum turnaround areas for longer driveways. (Source: Strategy T3)

T6 Residential subdivisions and non-residential development proposals should be designed to include:

- ◆ A safe and efficient system of internal circulation for vehicles and pedestrians;
- ◆ Safe and efficient external collector streets where appropriate;
- ◆ Safe and efficient connections to arterial roads and highways where applicable;
- ◆ Connectivity of the street network with adjacent developments;
- ◆ Cul-de-sacs or dead-ends, only where connections to other streets are not possible or temporarily where the right-of-way has been developed to the edge of the property for a future connection to adjacent development (Source: Strategy T6).

Recommendations

- ◆ Modify the town road construction specifications to include modern requirements for road base, surfacing, and drainage construction. Construction specifications should be adjustable based on the planned functional classification or expected traffic flow of a roadway (Source: Strategy T1).
- ◆ Utilize the PASER system to update the road improvement plan (Source: Strategy T5).
- ◆ Work with the Wisconsin Department of Transportation, Waupaca County, and surrounding communities to coordinate short and long range transportation planning efforts.
- ◆ Work with the Wisconsin Department of Transportation to ensure that the town's short and long range land use plans for areas along and in the vicinity of State Highway 49 are consistent with the state's short and long range plans for the highway.

3.6 Transportation Programs

For descriptions of transportation programs potentially available to the community, refer to the *Transportation* element of the *Waupaca County Inventory and Trends Report*. The following programs are highlighted because they will likely be essential for implementing the *Town of Harrison Comprehensive Plan*. Programs are also listed here that might include potential funding sources for town transportation improvements.

Driveway or Access Ordinance

Driveway ordinances are developed to establish standards for driveways that will provide for safe and adequate access from private development to public rights-of-way. This is accomplished by setting standards for appropriate access spacing, access-point and driveway design, and total number of access points to public roads. In addition, a driveway ordinance provides an opportunity for local review to ensure that the driveway is providing proper access for a given land use in a fashion that is consistent with a community's comprehensive plan. The term "driveway" is generally defined to mean private driveway, road, field road, or other means of travel through any part of a private parcel of land or that connects or will connect with any public roadway. The ordinance typically only impacts new driveways or driveways that serve

major land use modifications. Use of a driveway or access ordinance to regulate land use is limited, but a significant number of towns throughout the state, due to the requirement to service existing development for emergency purposes (i.e., fire, ambulance), have adopted driveway ordinances.

Street and Highway Construction Specifications

Minimum standards for the construction of new streets and highways can be established by ordinance. Such ordinances help to ensure that new streets and highways are built to a consistent standard, and that developers share in the cost burden of providing transportation features. Road construction specifications typically include requirements for base course, blacktop, shoulders, ditches, and other design features. Communities may require financial assurance for the construction of roads in approved developments, and may require new roads to be inspected by an engineer prior to acceptance as a public way.

Transportation Economic Assistance Program

The Transportation Economic Assistance (TEA) Program is a rapid response grant program designed to create new employment, to retain existing employment, and to encourage private investment in Wisconsin. Communities can apply for TEA funds to encourage new businesses or business expansions in their regions by building such transportation improvements as access roads, highway improvements, or rail spurs. The program covers up to 50% of the total cost of eligible projects.

Local Roads Improvement Program

Established in 1991, the Local Roads Improvement Program (LRIP) assists local governments in improving seriously deteriorating county highways, town roads, and city and village streets. A reimbursement program, LRIP pays up to 50% of total eligible costs with local governments providing the balance.

Statewide Multi-modal Improvement Program (SMIP)

As part of the federal Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 as reauthorized in 1998 under the Transportation Equity Act for the 21st Century (TEA-21), the Wisconsin Department of Transportation (WisDOT) receives federal funds to provide a variety of improvement programs, including the Local Transportation Enhancements (TE) program. The program is designed to fund projects that increase multi-modal transportation alternatives and enhance communities and the environment.

Local Bridge Improvement Assistance Program

The Local Bridge Improvement Assistance program helps rehabilitate and replace, on a cost-shared basis, the most seriously deficient existing local bridges on Wisconsin's local highway systems. Counties, cities, villages, and towns are eligible for rehabilitation funding on bridges with sufficiency ratings less than 80, and replacement funding on bridges with sufficiency ratings less than 50.

Safe Routes to School Program

The 2005 revised federal transportation act (SAFETEA-LU) provides funding to state departments of transportation to create and administer Safe Routes to School (SRTS) programs. SRTS programs encourage children ages K-8 to walk and bike to school by creating safer

walking and biking routes. SRTS programs improve walking and biking travel options, promote healthier lifestyles in children at an early age, and decrease auto-related emissions near schools. Funds will be awarded through a competitive state-wide grant process. Projects eligible for SRTS funding must be within two miles of an elementary or middle school (kindergarten through eighth grade) and may include sidewalks, trails, bike paths, and land use planning. Initial indications from WDOT are that the grant program will be funded at \$2 million per year.

Other Potential Funding Sources

The following transportation related funding program options may be available for communities within Waupaca County: General Transportation Aids (GTA), Surface Transportation Program (STP-Urban and STP-Rural), County Elderly and Disabled Transportation Assistance, Elderly and Disabled Capital Assistance, Local Transportation Enhancement (TE), and Surface Transportation Discretionary Program (STP-D).

4. Utilities and Community Facilities

4.1 Utilities and Community Facilities Plan

Efficient provision of high quality community facilities and services impacts property values, taxes, and economic opportunities, and contributes to the quality of life in the Town of Harrison. Local features such as parks, schools, utilities, and protective services help define a community. These facilities and services require substantial investment as supported by the local tax base, user fees, and impact fees. As a result, their availability is determined both by public demand for those facilities and services, and by a community's ability to pay for them. Therefore, potential impacts on the cost and quality of utilities and community facilities need to be considered when making decisions concerning the future conservation and development of the Town of Harrison.

For further detail on existing utilities and community facilities in the Town of Harrison and Waupaca County, please refer to Chapter 4 of the *Inventory and Trends Report*. Map 4-13 displays the locations of existing community facilities and services found in the town.

The Town of Harrison's plan for utilities and community facilities is to maintain its limited local services and facilities, and to continue to rely on the surrounding region for other essential services (such as police, fire, ambulance, parks, libraries, etc.). Generally, town residents believe that existing facilities and services are adequate. However, as identified in the town's issues and opportunities statements, the town's emergency communication system and emergency service response times are in need of improvement. Over the long term, the town plans to add additional first responders. As growth takes place and the need warrants, the town will also support improvements to local facilities and services, such as solid waste and recycling services, emergency services, recreational facilities, and public education.

Like all communities, the town's primary challenge in this area is to maintain the existing level of services and facilities without creating undue burden on local taxpayers. The policies and recommendations of this plan are intended to help ensure that new development pays directly for its associated costs. If future growth warrants the need for new or expanded facilities, the town will also consider the need for cost-sharing or intergovernmental arrangements to complement what is already in place.

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Map 4-13 Community Facilities and Services

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4.2 Planned Utility and Community Facility Improvements

Comprehensive planning includes identifying the need for expansion, construction, or rehabilitation of utilities and community facilities. In addition to infrastructure needs, there are also service level needs that may arise in the community. For example, additional police service, need for a building inspector, or additional park and recreation services may become necessary.

The Town of Harrison reviewed the following utilities, facilities, and services and considered whether they will need expansion, construction, rehabilitation, or other improvement over the planning period. Most existing facilities and services were found to be adequate to meet the needs of the town over the planning period. Recommended improvement projects are identified as short-term (1-5 years) and long-term (6-20 years), and if associated with a specific location in the community, are shown on Map 4-37.

Administrative Facilities and Services

Refer to Section 4.2 of *Appendix UCF of the Inventory and Trends Report* for information on existing administrative facilities and services in the Town of Harrison. No short term or long term needs have been identified. Existing administrative facilities and services are anticipated to be adequate to meet the needs of the town over the planning period.

Police Services

Refer to Section 4.3 of *Appendix UCF of the Inventory and Trends Report* for information on existing police services in the Town of Harrison. No short term or long term needs have been identified. Existing police services are anticipated to be adequate to meet the needs of the town over the planning period.

Fire Protection and EMT/Rescue Services

Refer to Section 4.3 of the *Inventory and Trends Report* for information on existing fire and emergency medical/rescue services. With the exception of the following recommendations, existing fire protection and EMT/rescue facilities and services are anticipated to be adequate to meet the needs of the town over the planning period.

Long Term

- ◆ There is a need for additional first responders.
- ◆ Improve the emergency communication system by adding a communication tower.

Schools

Refer to Section 4.4 of the *Inventory and Trends Report* for information on the schools that serve the Town of Harrison. No short term or long term needs have been identified. Existing school facilities and services are anticipated to be adequate to meet the needs of the town over the planning period.

Libraries, Cemeteries, and Other Quasi-Public Facilities

Refer to Section 4.5 of the *Inventory and Trends Report* for information on existing libraries, post offices, and private recreational facilities in Waupaca County. Refer to Section 4.5 of *Appendix UCF* of the *Inventory and Trends Report* for information on churches and cemeteries in the Town of Harrison. No short term or long term needs have been identified. Existing facilities and services are anticipated to be adequate to meet the needs of the town over the planning period.

Parks and Recreation

Refer to Section 4.6 of *Appendix UCF* of the *Inventory and Trends Report* for information on existing park and recreational facilities in the Town of Harrison. No short term or long term needs have been identified. Existing park and recreation facilities and services are anticipated to be adequate to meet the needs of the town over the planning period.

Solid Waste and Recycling

Refer to Section 4.7 of *Appendix UCF* of the *Inventory and Trends Report* for information on existing solid waste and recycling service in the Town of Harrison. No short term or long term needs have been identified. Existing solid waste and recycling facilities and services are anticipated to be adequate to meet the needs of the town over the planning period.

Communication and Power Facilities

Refer to Section 4.8 of the *Inventory and Trends Report* for information on the communication and power facilities that serve the Town of Harrison. No short term or long term needs have been identified. Existing communication and power facilities are anticipated to be adequate to meet the needs of the town over the planning period.

Sanitary Sewer Service

Refer to Section 4.9 of the *Inventory and Trends Report* for information on sanitary sewer service in Waupaca County. The Town of Harrison does not provide sanitary sewer service. It is anticipated that private onsite waste treatment systems will continue to be adequate over the planning period.

Private On-Site Wastewater Treatment Systems (POWTS)

Refer to Section 4.10 of the *Inventory and Trends Report* for information on private on-site wastewater treatment systems (POWTS) in Waupaca County. No short term or long term needs have been identified. Existing POWTS regulation services provided by Waupaca County are anticipated to be adequate to meet the needs of the town over the planning period.

Public Water

Refer to Section 4.11 of the *Inventory and Trends Report* for information on public water supply in Waupaca County. Public water service is not provided in the Town of Harrison. It is anticipated that private wells will continue to be adequate over the planning period.

Stormwater Management

Refer to Section 4.12 of the *Inventory and Trends Report* for information on stormwater management in the Town of Harrison. No short term or long term needs have been identified. Existing stormwater management facilities are anticipated to be adequate to meet the needs of the town over the planning period.

Health Care and Child Care Facilities

Refer to Sections 4.14 and 4.15 of the *Inventory and Trends Report* for information on health care and child care facilities in Waupaca County. No short term or long term needs have been identified. Existing health care and child care facilities are anticipated to be adequate to meet the needs of the town over the planning period.

Local Roads and Bridges

Refer to the *Transportation* element of this plan and the *Transportation* element of the *Inventory and Trends Report* for information on roads and bridges in Waupaca County. No short term or long term needs have been identified. Existing local roads and bridges are anticipated to be adequate to meet the needs of the town over the planning period.

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Map 4-37 Planned Community Facility and Transportation Improvements

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4.3 Utilities and Community Facilities Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Maintain and improve the quality and efficiency of town government, facilities, services, and utilities.

Objectives

- 1.a. Monitor the adequacy of public utilities to accommodate anticipated future growth and desired economic development.
- 1.b. Consider the potential impacts of development proposals on the cost and quality of community facilities and services, and balance the need for community growth with the cost of providing services.
- 1.c. Improve the efficiency of the delivery of community services and operation of community facilities.
- 1.d. Ensure that fire and emergency service levels are appropriate for the existing and future needs and demands of the town and its land uses.
- 1.e. Seek increased levels of police and other law enforcement in the town.
- 1.f. Explore opportunities with neighboring communities to provide or improve town facilities, equipment, and services cooperatively.
- 1.g. Improve availability and reliability of communications infrastructure for emergency response.

Goal 2 Promote a variety of recreational opportunities within the community.

Objectives

- 2.a. Monitor the adequacy of park and recreational facilities to accommodate existing residents and anticipated future growth.
- 2.b. Explore opportunities to work with service clubs and organizations for the maintenance and development of recreational facilities and activities.
- 2.c. Maintain and improve existing public access to waterways and public hunting areas.
- 2.d. Consider the continued viability and quality of recreational pursuits when reviewing development proposals and making land use decisions.
- 2.e. Support efforts to acquire additional public recreational lands and create additional public recreational trails when they are consistent with the town's comprehensive plan.

Goal 3 Ensure proper disposal of wastewater to protect groundwater and surface water resources.

Objectives

- 3.a. Consider the potential impacts to groundwater and the capacity of the soil to treat wastewater when reviewing a proposed development.
- 3.b. Explore alternative wastewater treatment options (e.g., new technologies, group sanitary systems, public sewer, etc.) where appropriate.

Goal 4 Ensure that roads, structures, and other improvements are reasonably protected from flooding.

Objectives

- 4.a. Support the preservation of natural open spaces, such as wetlands and floodplains, that minimize flooding.
- 4.b. Consider the potential impacts of development proposals on the adequacy of existing and proposed stormwater management features including stormwater storage areas, culverts, ditches, and bridges.
- 4.c. Prevent increased runoff from new developments to reduce potential flooding and flood damage.
- 4.d. Encourage the use of stormwater management practices to abate non-point source pollution and address water quality.

4.4 Utilities and Community Facilities Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

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

Policies: Town Position

- UCF1 A proportional share of the cost of improvement, extension, or construction of public facilities shall be borne by those whose land development and redevelopment actions made such improvement, extension, or construction necessary (Source: Strategy UCF1).
- UCF2 New utility systems shall be required to locate in existing rights-of-way whenever possible (Source: Strategy UCF1).
- UCF3 All unsewered subdivisions shall be designed to protect the immediate groundwater supply through the proper placement and operation of private wells and on-site wastewater treatment systems (Source: Strategy ANC4).

Policies: Town Directive

- UCF4 The town shall support emergency service staffing, training, space, and equipment in order to achieve desired response times and increase the quality of service as growth takes place and need warrants (Source: Strategy UCF4).
- UCF5 The town should improve solid waste management and recycling services as growth takes place and need warrants (Source: Strategy UCF4).
- UCF6 The town shall support efforts of the local school districts to maintain educational services and facilities appropriate to changes in local demographics (Source: Strategy UCF5).
- UCF7 In locations consistent with the comprehensive plan, the town should support efforts to expand public recreational resources such as parks, trails, waterway access, public hunting and fishing areas, wildlife viewing areas, and the like (Source: Strategy UCF7).

Policies: Development Review Criteria

- UCF8 New development shall not be approved unless it is first determined that adequate public facilities and services are currently available, are planned for the future, or are proposed for expansion or improvement as part of the development (Source: Strategy UCF2).
- UCF9 Planned utilities, public facilities, and roads shall be designed to limit the potential negative impacts to natural resources such as shoreline areas, wetlands, floodplains, wildlife habitat, woodlands, existing vegetation, and existing topography (Source: Strategy ANC4).
- UCF10 Telecommunication, wind energy, and other utility towers should be designed to be as visually unobtrusive as possible, support multi-use and reuse, and be safe to adjacent properties (Source: Strategy UCF8).

Recommendations

- ♦ Work with the county to modify the applicable land division ordinance to require the execution of a development agreement whenever public infrastructure is included in a development. Create a standard development agreement that includes provisions for financial assurance, construction warranties, construction inspections, and completion of construction by the town under failure to do so by the developer (Source: Strategy UCF1).

4.5 Utilities and Community Facilities Programs

For descriptions of utilities and community facilities programs potentially available to the community, refer to the *Utilities and Community Facilities* element of the *Waupaca County Inventory and Trends Report*.

5. Agricultural, Natural, and Cultural Resources

5.1 Agricultural, Natural, and Cultural Resources Plan

Land development patterns are directly linked to the agricultural, natural, and cultural resource base of a community. This resource base has limitations with respect to the potential impacts of development activities. Development should be carefully adjusted to coincide with the ability of the agricultural, natural, and cultural resource base to support the various forms of urban and rural development. If a balance is not maintained, the underlying resource base may deteriorate in quality. Therefore, these features need to be considered when making decisions concerning the future conservation and development of the Town of Harrison. For further detail on agricultural, natural, and cultural resources in the Town of Harrison and Waupaca County, please refer to Chapter 5 of the *Inventory and Trends Report*.

Agricultural Resources

The Town of Harrison's plan for agricultural resources is to protect active farms and the right to farm while also allowing reasonable options for residential development of rural lands. In 2004, there were just over 4,000 acres of farmland in the town and nearly 8,500 acres of prime soils for crops as defined by the Natural Resources Conservation Service (see Section 5.3 of the *Inventory and Trends Report*). There were also six dairy farms located in the town. While agriculture does not comprise a dominant portion of the local landscape, residents believe agriculture will continue as an important aspect of the town. This sentiment is reflected in the preferred land use plan for the Town of Harrison. Approximately 25% of the town, or just over 6,000 acres, is mapped as Agriculture Retention (AR) areas (Map 8-51). The purpose of the AR classification is to promote a full range of agricultural uses and retain land for that use. Non-farm residential and seasonal development can be accommodated in these areas with a minimum lot size of five acres. However, new housing should be placed on the landscape in a fashion that minimizes conflicts between agricultural uses and residential uses. Key agricultural recommendations include the use of conservation design (refer to Appendix A) for all major subdivisions, participation in a county-wide purchase or transfer of development rights program, and review of the town zoning ordinance to address requirements of the Livestock Facility Siting law (Wisconsin Act 235).

Natural and Cultural Resources

The Town of Harrison's plan for natural and cultural resources is to balance the preservation of natural resources and rural character with the potential for future development. Natural resources are abundant in the town and are highly valued by the town's residents. The town includes nearly 17,000 acres of woodlands, 10,000 of which are enrolled in the Managed Forest Law or Forest Crop Law programs (see Section 8.3 of the *Inventory and Trends Report*). The majority of the town is located in the Upper Little Wolf River Watershed and includes waters classified by the state as Outstanding Resource Waters (Jackson Creek) and Exceptional Resource Waters (Little Wolf River, Flume Creek, and Comet Creek). Numerous small lakes,

ponds, and flowages are also located in the town. In total, the town contains nearly 400 acres of surface waters and over 5,000 acres of regulatory wetlands and floodplains. The town is also home to 644 acres of state-owned lands, the most significant of which is the Little Wolf River State Natural Area. In addition, portions of the Comet Creek and Woodlands Land Legacy Place are located in the town and have been identified by the state as a resource worthy of future protection (see Section 5.15 of the *Inventory and Trends Report*). Key recommendations for natural and cultural resources include the use of conservation design for all major subdivisions, density bonuses for conservation subdivisions that incorporate natural features, participation in a county-wide purchase or transfer of development rights program, and review of the county land division ordinance to better address protection of natural resources and rural character.

5.2 Agricultural, Natural, and Cultural Resources Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

***Goal 1* Maintain the viability, operational efficiency, and productivity of the town’s agricultural resources for current and future generations.**

Objectives

- 1.a. Protect productive farmland from fragmentation and conflicts with non-agricultural uses.
- 1.b. Allow for farming expansion in areas where conflict with existing residential land uses can be prevented.
- 1.c. Protect the investments made, in both public infrastructure (roads) and private lands and improvements, that support the agriculture industry.
- 1.d. Allow for the opportunity to accommodate creative and unique forms of agriculture.
- 1.e. Increase awareness relative to the importance of protecting the viability of the local agricultural industry.
- 1.f. Strive to reduce the rate of productive farmland being converted to non-agricultural development.
- 1.g. Explore opportunities to allow farmers and farmland owners to secure financial benefits for the preservation of farmland.
- 1.h. Encourage farmers to follow Best Management Practices to minimize erosion, groundwater, and surface water contamination.

Goal 2 Balance future development and private property rights with the protection of natural resources.

Objectives

- 2.a. Consider the potential impacts of development proposals on groundwater quality and quantity, surface water quality, open space, wildlife habitat, and woodlands.
- 2.b. Direct future growth away from wetlands, floodplains, steep slopes, and areas of exposed bedrock.
- 2.c. Promote the utilization of public and non-profit resource conservation and protection programs such as Managed Forest Law (MFL), Conservation Reserve Program (CRP), and conservation easements.
- 2.d. Prevent the siting of a toxic or hazardous waste handling or deposit facility in the town.

Goal 3 Protect groundwater quality and quantity.

Objectives

- 3.a. Decrease sources of point source and non-point source water pollution.

Goal 4 Preserve surface water quality including lakes, ponds, flowages, rivers, streams, and wetlands.

Objectives

- 4.a. Decrease sources of point source and non-point source water pollution.
- 4.b. Encourage the preservation of natural buffers and building setbacks between intensive land uses and surface water features.
- 4.c. Develop partnerships with other communities, Waupaca County, lake and river organizations, and state agencies to address surface water quality degradation.

Goal 5 Preserve open space areas for the purpose of protecting related natural resources including wildlife habitat, wetlands, and water quality.

Objectives

- 5.a. Encourage the protection of large, interconnected, open space corridors.
- 5.b. Encourage the protection of small, isolated open spaces with aesthetic qualities that contribute to community character.

Goal 6 Preserve and protect woodlands and forest resources for their economic, aesthetic, and environmental values.

Objectives

- 6.a. Conserve large, contiguous, wooded tracts in order to reduce forest fragmentation, maximize woodland interiors, and reduce the edge/area ratio.
- 6.b. Consider the use of conservation land division design, which reduces further forest fragmentation.

Goal 7 Preserve rural character as defined by scenic beauty, a variety of landscapes, curved roads, attractive design of buildings and landscaping, undeveloped lands, farms, small businesses, and quiet enjoyment of these surroundings.

Objectives

- 7.a. Consider the potential impacts of development proposals on those features that the town values as a part of its character and identity.
- 7.b. Discourage rural blight including the accumulation of junk vehicles, poorly maintained properties, and roadside litter.

Goal 8 Preserve significant historical and cultural lands, sites, and structures that contribute to community identity and character.

Objectives

- 8.a. Work cooperatively with historical societies to identify, record, and protect community features with historical or archaeological significance.
- 8.b. Consider the potential impacts of development proposals on historical and archeological resources.
- 8.c. Encourage efforts that promote the history, culture, and heritage of the town.

5.3 Agricultural, Natural, and Cultural Resources Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

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

Policies: Town Position

ANC1 Conservation design shall be utilized in proposed major land divisions to minimize the negative impacts to rural character including natural resources, green space, farmland, woodlands, and scenic beauty while accommodating residential development (Source: Strategy ANC5).

Policies: Development Review Criteria

ANC2 New, non-farm, residential development should be placed on the landscape in a fashion that prevents conflicts between agricultural and residential land uses (Source: Strategy ANC2).

ANC3 New development should be placed on the landscape in a fashion that minimizes potential negative impacts to natural resources such as shoreline areas, wetlands, floodplains, wildlife habitat, woodlands, existing vegetation, and existing topography (Source: Strategy ANC4).

ANC4 New development should be placed on the landscape in a fashion that minimizes potential negative impacts to rural character as defined by locally significant landmarks, scenic views and vistas, rolling terrain, undeveloped lands, farmlands and woodlands, aesthetically pleasing landscapes and buildings, limited light pollution, and quiet enjoyment of these surroundings (Source: Strategy ANC5).

ANC5 Development occurring within or near natural resources shall incorporate those resources into the development rather than harm or destroy them (Source: Strategy ANC4).

Recommendations

- ◆ Work with the county to modify the county land division ordinance to better achieve the protection of natural resources, green space, and rural character.
- ◆ Require all major land divisions to utilize conservation design for the protection of natural resources and rural character.
- ◆ Offer a density bonus to major land divisions that utilize conservation design for the protection of natural resources and green space.
- ◆ Work with Waupaca County to create a county wide purchase or transfer of development rights program.
- ◆ Review and update the town zoning ordinance to address requirements of the livestock facility siting law (Act 235).

5.4 Agriculture, Natural, and Cultural Resources Programs

For descriptions of agricultural, natural and cultural resources programs potentially available to the community, refer to the *Agricultural, Natural and Cultural Resources* element of the *Waupaca County Inventory and Trends Report*. The following programs are highlighted because they will likely be essential for implementing the *Town of Harrison Comprehensive Plan*.

Purchase of Development Rights (PDR)

Purchase of Development Rights (PDR) is a land conservation tool that communities can use to protect important natural resources such as farmland, hillsides, and wetlands. Under a PDR program, a unit of government (city, village, town, county, or state) or a nonprofit conservation organization (such as a land trust), can purchase or receive conservation easements. PDR programs can be funded through bonds, dedicated tax revenues, real estate transfer fees, or a variety of other means.

In order to implement a PDR program, a community must set aside funds to purchase development rights from willing sellers in areas that are targeted for green space or natural features protection. Determining the value of development rights requires an appraisal of the land's current value in an undeveloped state and an estimate of the market value of the land if it was developed. The difference between these two values would become the price for a PDR purchase. The development rights purchased are recorded in a conservation easement. PDR programs are voluntary and participants retain ownership of their land. They can sell or transfer their property at any time; but, because of the easement, the land is permanently protected from certain types of development.

Transfer of Development Rights (TDR)

A Transfer of Development Rights (TDR) program establishes a unit of government as the broker of a fixed quantity of development rights for a given area. Where TDR programs have been utilized, they begin by establishing development rights "sending" areas where the preservation of green space is desired, and development rights "receiving" areas where future growth is desired. A density bonus is offered in planned growth areas for those developers that purchased the development rights from a TDR sending area. The end result is similar to PDR, as the owners of green space are compensated for development rights, and the unit of government receives a conservation easement for those lands. The primary difference is a matter of timing. Development must accompany a TDR, while PDR can be used at any time that funds and a willing seller are available.

TDR programs work best when very low density zoning and a high rate of growth are both present. This creates a desire to obtain a density bonus and an increased profit from the sale of additional building sites. TDR is not currently in use in the State of Wisconsin.

Conservation Land Division

Conservation land division (refer to Appendix A) is a form of residential development that preserves open space while permitting development to take place through the use of careful site planning and design. It may require the use of densities that exceed what is permitted under conventional land division requirements. Developments built under conservation design

concentrate the permitted number of lots on a small portion of the tract, leaving the remaining portion in open space. This concentration of lots is made possible by reducing the minimum lot size.

Implementation of a conservation land division will generally follow four steps:

1. Identification of areas suitable for conservation land division development in the land use element of the comprehensive plan.
2. Adoption of cluster development regulations in the local zoning ordinance.
3. Adoption of cluster development regulations in the local land division control ordinance.
4. Delineation on the local official map of possible street and lot layouts showing desirable locations for street connections between tracts, open space areas, and environmental preservation areas.

6. Economic Development

6.1 Economic Development Plan

Economic development planning is the process by which a community organizes, analyzes, plans, and then applies its energies to the tasks of improving the economic well-being and quality of life for those in the community. Issues and opportunities in the Town of Harrison related to economic development include enhancing the community's competitiveness for attracting and retaining businesses, establishing commercial and industrial development policies, encouraging sustainable development, creating jobs, increasing wages, enhancing worker training, and improving overall quality of life. All of these issues affect residents of the Town of Harrison and are addressed directly or indirectly in the comprehensive plan.

The reason to plan for economic development is straight-forward - economic development provides income for individuals, households, farms, businesses, and units of government. It requires working together to maintain a strong economy by creating and retaining desirable jobs which provide a good standard of living for individuals. Increased personal income and wealth increases the tax base, so a community can provide the level of services residents expect. A balanced, healthy economy is essential for community well-being. Well planned economic development expenditures are a community investment. They leverage new growth and redevelopment to improve the area. Influencing and investing in the process of economic development allows community members to determine future direction and guide appropriate types of development according to their values.

Successful plans for economic development acknowledge the importance of:

- ◆ Knowing the region's economic function in the global economy.
- ◆ Creating a skilled and educated workforce.
- ◆ Investing in an infrastructure for innovation.
- ◆ Creating a great quality of life.
- ◆ Fostering an innovative business climate.
- ◆ Increased use of technology and cooperation to increase government efficiency.
- ◆ Taking regional governance and collaboration seriously.

The Town of Harrison's plan for economic development reflects the town's desire to retain its small town quality of life. Employment, business development, and other economic opportunities are primarily supplied by the surrounding urban areas, so the town is not anticipating the need to actively pursue business retention or recruitment activities. Over the next 20 to 25 years, minimal business development is anticipated in the town as shown in the land use demand projections (Section 8.3). The town has not specifically mapped any areas for future commercial or industrial development. Home-based businesses and periodic industrial activities such as logging are expected to continue throughout rural areas of the town.

6.2 Economic Characteristics Summary

This section provides detail on educational attainment and employment in the Town of Harrison. For further information on economic development in the Town of Harrison and Waupaca County, please refer to Chapter 6 of the *Inventory and Trends Report*.

Educational Attainment

Table 6-1 displays the educational attainment level of Waupaca County and Town of Harrison residents who were age 25 and older in 2000. The educational attainment level of persons within a community can provide insight into household income, job availability, and the economic well being of the community. Lower educational attainment levels in a community can be a hindrance to attracting certain types of businesses, typically those that require highly specialized technical skills and upper management positions.

Table 6-1
Educational Attainment of Persons Age 25 and Over, Waupaca County and Town of Harrison, 2014

Attainment Level	T. Harrison		Waupaca County	
	Number	Percent of total	Number	Percent of total
Less than 9 th grade	28	7.6%	1,189	3.2%
9 th grade to 12 th grade, no diploma	20	5.4%	2,452	6.6%
High school graduate (includes equivalency)	165	44.8%	16,348	44.0%
Some college, no degree	66	17.9%	7,505	20.2%
Associate degree	25	6.8%	3,530	9.5%
Bachelor's degree	37	10.1%	4,459	12.0%
Graduate or professional degree	27	7.3%	1,672	4.5%
Total Persons 25 and over	368	100.0%	37,155	100.0%

Source: American Community Survey Population Estimates, 2014

Educational attainment for the Town of Harrison as measured in 2000 was similar to that of the county. Compared to Waupaca County as a whole, a slightly larger proportion of people in the town have high school diplomas, but a smaller proportion have college degrees. These data suggest that Town of Harrison residents are equipped to participate in all levels of the local and regional workforce.

Employment by Industry

The employment by industry within an area illustrates the structure of the economy. Historically, the State of Wisconsin has had a high concentration of employment in manufacturing and agricultural sectors of the economy. More recent state and national trends indicate a decreasing concentration of employment in the manufacturing sector while employment within the services sector is increasing. This trend can be partly attributed to the aging of the population and increases in technology.

Table 6-2 displays the number and percent of employed persons by industry group in the Town of Harrison, Waupaca County, and the State of Wisconsin for 2000.

Table 6-2
Employment by Industry, Town of Harrison, Waupaca County, and Wisconsin, 2014

Industry	T. Harrison		Waupaca County	
	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	7	4.0%	1,299	5.0%
Construction	17	9.8%	1,569	6.1%
Manufacturing	46	26.4%	7,375	29.0%
Wholesale Trade	0	0%	566	2.2%
Retail Trade	8	4.6%	2,194	8.6%
Transportation and warehousing, and utilities	9	5.1%	1,143	4.5%
Information	5	3.0%	477	1.9%
Finance, insurance, real estate, and rental and leasing	15	8.6%	999	4.0%
Professional, scientific, management, administrative, and waste management svcs	8	4.6%	1,327	5.2%
Educational, health and social services	37	21.2%	4,908	19.2%
Arts, entertainment, and recreation, and accommodation and food services	7	4.0%	1,831	7.2%
Other services (except public administration)	12	7.0%	1,081	4.2%
Public administration	3	1.7%	756	2.9%
Total	174	100.0%	25,525	100.0%

Source: Source: American Community Survey Population Estimates, 2014

Of the 224 Town of Harrison residents employed in 2000, most worked in the manufacturing and educational, health and social services sectors. The breakdown of employment by industry sector in the town is similar to that of Waupaca County as a whole, but has some key distinctions. A substantially larger share of town employment occurs in the agriculture, forestry, fishing and hunting, and mining, the wholesale trade, and the information sectors. These are a reflection of the unique forest resource base and area employers found in the northwest region of Waupaca County.

Employment by Occupation

The previous section, employment by industry, described employment by the type of business or industry, or sector of commerce. What people do, or what their occupation is within those sectors provides additional insight into the local and county economy. This information is displayed in Table 6-3.

**Table 6-3
Employment by Occupation, Town of Harrison, Waupaca County, and
Wisconsin, 2014**

Occupation	T. Harrison		Waupaca County	
	Number	Percent of Total	Number	Percent of Total
Management, business, science and arts	65	37.3%	6,427	25.2%
Service	13	7.5%	4,438	17.4%
Sales and office	33	19.0%	5,046	19.8%
Natural Resources, construction, and maintenance	36	20.7%	2,835	11.1%
Production, transportation, and material moving	27	15.5%	6,779	26.6%
Total	174	100.0%	25,525	100.0%

Source: American Community Survey Population Estimates, 2014.

Overall, employment by occupation in the Town of Harrison is similar to that of Waupaca County. Compared to the county as a whole, a notably smaller proportion of the town is employed in service occupations and a larger proportion is employed in production, transportation, and material moving occupations. These differences are logical given the local variations in employment by industry.

6.3 Strengths and Weaknesses Analysis

A determination of the strengths and weaknesses of the Town of Harrison and its economy provide some initial direction for future economic development planning. Strengths should be promoted, and new development that fits well with these features should be encouraged. Weaknesses should be improved upon or further analyzed, and new development that would exacerbate weaknesses should be discouraged. Because the economy of the Town of Harrison is intrinsically connected to that of Waupaca County as a whole, its strengths and weaknesses reflect a county-wide perspective. The economic strengths and weaknesses of Waupaca County and the town are as follows:

Strengths

- ◆ Natural Resources
- ◆ Elementary and Secondary Schools
- ◆ Industrial Parks
- ◆ U.S., State, County and Local Road Networks
- ◆ Central Wisconsin Railroad
- ◆ Regional and Local Airports
- ◆ Fox Valley Technical College Campuses
- ◆ Fox Valley Workforce Development

- ◆ Chambers of Commerce
- ◆ Skilled and Experienced Workforce
- ◆ Sewer and Water Infrastructure
- ◆ Electric and Gas Infrastructure
- ◆ Communications Infrastructure
- ◆ Waupaca County Economic Development Corp.
- ◆ Small Business Development Centers
- ◆ WI Department of Commerce Programs
- ◆ WI Department of Transportation Programs
- ◆ Regional and Local Financial Institutions
- ◆ County and Local Governments
- ◆ Revolving Loan Funds
- ◆ Tax Incremental Finance Districts
- ◆ Manufacturing Industry
- ◆ Tourism Industry
- ◆ Dairy Industry

Weaknesses

- ◆ Lack of Population Diversity
- ◆ Lack of Business Diversity
- ◆ Risk Averse Nature of Residents
- ◆ Lack of Capital/Financial Network for Entrepreneurs
- ◆ Perception of Tax Climate
- ◆ Lack of Collaborative Efforts Between Governments
- ◆ Lack of Available Employment Opportunities for College Graduates
- ◆ Small Percentage of Workforce with Bachelors or Graduate Degrees
- ◆ Corporate Headquarters Located Outside County/Region for Several Major Employers
- ◆ Aging Workforce

6.4 Desired Business and Industry

Similar to most communities in Waupaca County, the Town of Harrison would welcome most economic opportunities that do not sacrifice community character or require a disproportionate level of community services per taxes gained. The categories or particular types of new businesses and industries that are desired by the community are generally described in the goals, objectives, and policies, and more specifically with the following. Desired types of business and industry in the Town of Harrison include, but are not necessarily limited to:

- ◆ Business and light industry that retain the rural character of the community.
- ◆ Business and light industry that utilize high quality and attractive building and landscape design.
- ◆ Business and light industry that utilize well planned site design and traffic circulation.
- ◆ Businesses that provide essential services that are otherwise not available within the community, such as retail stores, personal services, and professional services.
- ◆ Home based businesses that blend in with residential land use and do not harm the surrounding neighborhood.

- ◆ Business and light industry that provide quality employment for local citizens.
- ◆ Business and light industry that support existing employers with value adding services or processes.
- ◆ Business and light industry that bring new cash flow into the community.
- ◆ Business and light industry that capitalize on community strengths.
- ◆ Business and light industry that do not exacerbate community weaknesses.

6.5 Sites for Business and Industrial Development

The Town of Harrison did not specifically map sites appropriate for business or industrial development on its preferred land use map (Map 8-51). However, there are areas of existing commercial development along County Highway C near Northland and Schmidt Corner. These and other areas of the town that are suitable for commercial or industrial development may be approved for such use upon town adoption of a preferred land use plan amendment. Home based businesses may also be suitable throughout the rural areas of the town.

Environmentally Contaminated Sites

Brownfields, or environmentally contaminated sites, may also be good candidates for clean-up and reuse for business or industrial development. The WDNR's Bureau of Remediation and Redevelopment Tracking System (BRRTS) has been reviewed for contaminated sites that may be candidates for redevelopment in the community. For the Town of Harrison, as of March 2007, there were no sites identified by BRRTS as being located within the town and as being open or conditionally closed (indicating that further remediation may be necessary).

6.6 Economic Development Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

***Goal 1* Maintain, enhance, and diversify the economy consistent with other community goals and objectives in order to provide a stable economic base.**

Objectives

- 1.a. Maintain and support agriculture, manufacturing, tourism, and related support services as strong components of the local economy.
- 1.b. Accommodate home-based businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the surrounding area.
- 1.c. Encourage efforts that distinguish and promote features unique to the town in order to compete with neighboring communities.
- 1.d. Promote the economic development of the region as a whole by supporting the efforts of the Waupaca County Economic Development Corporation.

- 1.e. Support business retention, expansion, and recruitment efforts that are consistent with the town's comprehensive plan.
- 1.f. Support local employment of area citizens, especially efforts that create opportunities for local youth.

6.7 Economic Development Policies and Recommendations

The Town of Harrison has not adopted *Economic Development* element policies or recommendations at this time.

6.8 Economic Development Programs

For descriptions of economic development programs potentially available to the community, refer to the *Economic Development* element of the *Waupaca County Inventory and Trends Report*.

7. Intergovernmental Cooperation

7.1 Intergovernmental Cooperation Plan

From cooperative road maintenance, to fire protection service districts, to shared government buildings, Waupaca County and its communities have a long history of intergovernmental cooperation. As social, economic, and geographic pressures affect change in the Town of Harrison, the community will increasingly look to cooperative strategies for creative and cost-effective solutions to the problems of providing public services and facilities.

Intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as communicating and sharing information, or it can involve entering into formal intergovernmental agreements to share resources such as equipment, buildings, staff, and revenue. Intergovernmental cooperation can even involve consolidating services, consolidating jurisdictions, modifying community boundaries, or transferring territory. For further detail on intergovernmental cooperation in the Town of Harrison and Waupaca County, please refer to Chapter 7 of the *Inventory and Trends Report*.

The Town of Harrison’s plan for intergovernmental cooperation is to utilize cooperative tools for the efficient delivery of community services and to maintain or improve intergovernmental communications with neighboring communities. As part of the planning process, the town participated in regional planning and education sessions with communities located in the “northwest cluster” of the county, including the towns of Wyoming, Helvetia, Iola and Scandinavia and the Villages of Big Falls, Iola, and Scandinavia. The town also met specifically with the Town of Wyoming and Village of Big Falls, located to the east, to discuss potential opportunities for intergovernmental cooperation. During that session, participants recognized the opportunity to work cooperatively on plan implementation with communities in the northwest cluster. This might entail creating joint ordinances or sharing financial resources to do so. The town is also located adjacent to the Town of Alban and Village of Rosholt in Portage County to the west, the Town of Franzen in Marathon County to the northwest, and the Town of Germania in Shawano County to the north. Although the town did not specifically meet with these communities as part of the planning process, it may wish to do so as it considers future opportunities for intergovernmental cooperation.

7.2 Inventory of Existing Intergovernmental Agreements

The Town of Harrison does not currently have any recorded intergovernmental agreements in place. The town does utilize cooperative arrangements for community services, but these are not written agreements. For example, fire protection and ambulance service are provided by the Iola Fire Department and Iola Ambulance Service.

7.3 Analysis of the Relationship with School Districts and Adjacent Local Governmental Units

School Districts

The Town of Harrison is located within the Iola-Scandinavia and Rosholt School Districts. Waupaca County and its communities maintain cooperative relationships with its school districts. Partnership between the county, municipalities, and schools is evidenced in the Waupaca County Charter School. Several school districts coordinate together in partnership with the Waupaca County Health and Human Services Department to provide this facility. Partnership between communities and schools is seen in the use of school athletic facilities that are open for use by community members. School districts have played a key role in the comprehensive planning project by allowing the use of their facilities. The county's high schools contained some of the only public spaces large enough to host the regional cluster meetings.

Adjacent Local Governments

Shared fire and ambulance agreements are in place with the Iola Fire Department and Ambulance Service. The towns of Scandinavia, Iola, Helvetia, Wyoming, St. Lawrence, and New Hope, and the Villages of Iola and Scandinavia participate in one or both of these services. Opportunities for additional cooperative efforts will likely stem from the multi-jurisdictional comprehensive planning process, particularly with the communities in the northwest cluster. Intergovernmental relationships are straightforward for the town, as it does not share its boundaries with any incorporated communities. Annexation of lands by cities or villages will not be an issue for the town.

The Town of Harrison is unique in Waupaca County, as it is the only town that does not utilize the county administered zoning regulations. The town generally has a good relationship with the county, and other county land use ordinances apply to the town. Opportunities for increased cooperation with Waupaca County might also stem from the comprehensive planning process. The town plans to explore the potential use of county zoning as one possible alternative to implement its plan.

7.4 Intergovernmental Opportunities, Conflicts, and Resolutions

Intergovernmental cooperation opportunities and potential conflicts were addressed as part of the comprehensive plan development process. The entire structure of the multi-jurisdictional planning process was established to support improved communication between communities and increased levels of intergovernmental coordination. Communities met together in regional clusters to develop their comprehensive plans in a process described in Chapter 1 of the *Inventory and Trends Report*.

The intent of identifying the intergovernmental opportunities and conflicts shown below is to stimulate creative thinking and problem solving over the long term. Not all of the opportunities shown are ready for immediate action, and not all of the conflicts shown are of immediate concern. Rather, these opportunities and conflicts may further develop over the course of the

next 20 to 25 years, and this section is intended to provide community guidance at such time. The recommendation statements found in each element of this plan specify the projects and tasks that have been identified by the community as high priorities for action.

Opportunities

Opportunity	Potential Cooperating Units of Government
♦ Develop plan implementation ordinances and other tools simultaneously	Waupaca County Town of Wyoming Town of Helvetia Town of Iola Town of Scandinavia Village of Big Falls Village of Iola Village of Scandinavia
♦ Utilize a coordinated process to update and amend the comprehensive plan	Waupaca County Town of Wyoming Town of Helvetia Town of Iola Town of Scandinavia Village of Big Falls Village of Iola Village of Scandinavia
♦ Assistance in rating and posting local roads for road maintenance and road improvement planning	Waupaca County
♦ Work with the school district to anticipate future growth, facility, and busing needs	Iola-Scandinavia School District Rosholt School District
♦ Share the use of school district recreational and athletic facilities	Iola-Scandinavia School District Rosholt School District
♦ Share excess space at the town hall or town garage	Town of Wyoming Town of Helvetia Town of Iola Village of Big Falls Village of Iola
♦ Share community staff	Town of Wyoming Town of Helvetia Town of Iola Village of Big Falls Village of Iola

Opportunity	Potential Cooperating Units of Government
♦ Share office equipment	Town of Wyoming Town of Helvetia Town of Iola Village of Big Falls Village of Iola
♦ Share construction and maintenance equipment	Town of Wyoming Town of Helvetia Town of Iola Village of Big Falls Village of Iola
♦ Coordinate shared services or contracting for services such as police protection, solid waste and recycling, recreation programs, etc.	Town of Wyoming Town of Helvetia Town of Iola Town of Scandinavia Village of Big Falls Village of Iola Village of Scandinavia
♦ Reduce conflict over boundary issues through cooperative planning	Town of Wyoming Town of Iola Town of Germania (Shawano County) Town of Alban (Portage County)
♦ Reduce development pressure on productive lands and rural character by directing growth to urban areas	Village of Big Falls Village of Iola Village of Rosholt (Portage County)
♦ Improve the attractiveness of community entrance points	Waupaca County Town of Wyoming Town of Iola Town of Germania (Shawano County) Town of Alban (Portage County)

Potential Conflicts and Resolutions

Potential Conflict	Process to Resolve
♦ Concern over too much intervention by Waupaca County and the state relative to local control of land use issues.	Adopt a local comprehensive plan Take responsibility to develop, update, and administer local land use ordinances and programs Maintain communication with Waupaca County on land use issues Provide ample opportunities for public involvement during land use planning and ordinance development efforts

Potential Conflict	Process to Resolve
<ul style="list-style-type: none"> ◆ Concern over the ability or willingness of Waupaca County to implement the recommendations of town plans 	<p>Distribution of plans and plan amendments to adjacent and overlapping governments</p> <p>Continued meetings of the Core Planning Committee with representation from every Waupaca County community</p> <p>After plan adoption, a locally driven process to develop revisions to the county zoning and land division ordinances</p>
<ul style="list-style-type: none"> ◆ Vastly different zoning and land division regulations from one town to the next 	<p>Distribution of plans and plan amendments to adjacent and overlapping governments</p> <p>After plan adoption, a locally driven process to develop revisions to the county zoning and land division ordinances</p> <p>Continued meetings of the Core Planning Committee with representation from every Waupaca County community</p>
<ul style="list-style-type: none"> ◆ Residential development planned adjacent to agriculture or forestry enterprise areas across a town boundary 	<p>Distribution of plans and plan amendments to adjacent and overlapping governments</p> <p>Establishment of local Plan Commissions in every Waupaca County community - joint community Plan Commission meetings</p> <p>Continued meetings of the Core Planning Committee with representation from every Waupaca County community</p>
<ul style="list-style-type: none"> ◆ Concern over poor communication between the town and the school district 	<p>Distribution of plans and plan amendments to adjacent and overlapping governments</p>

7.5 Intergovernmental Cooperation Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Foster the growth of mutually beneficial intergovernmental relations with other units of government.

Objectives

- 1.a. Continue communicating and meeting with other local governmental units to encourage discussion and action on shared issues and opportunities.
- 1.b. Work cooperatively with surrounding communities in the comprehensive plan development, adoption, and amendment processes to encourage an orderly, efficient development pattern that preserves valued community features and minimizes conflicts between land uses along community boundaries.
- 1.c. Pursue opportunities for cooperative agreements with neighboring towns regarding annexation, expansion of public facilities, sharing of services, and density management.

Goal 2 Seek opportunities with other units of government to reduce the cost and enhance the provision of coordinated public services and facilities.

Objectives

- 2.a. Continue the use of joint purchasing and shared service arrangements with county and local governments to lower the unit cost of materials and supplies for such things as office supplies, road salt, fuel, roadwork supplies, and machinery.
- 2.b. Seek mutually beneficial opportunities with neighboring communities for joint equipment and facility ownership.
- 2.c. Monitor opportunities to improve the delivery of community services by cooperating with other units of government.

7.6 Intergovernmental Cooperation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

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

Policies: Town Directive

- IC1 The town should work toward recording all intergovernmental agreements in writing, including joint road maintenance agreements (Source: Basic Policies).
- IC2 The town shall work to maintain ongoing communication and positive relationships with neighboring communities, school districts, Waupaca County, state and federal agencies, and other overlapping units of government (Source: Strategy IC3).
- IC3 The town shall support the consolidation or shared provision of community services where the desired level of service can be maintained, where the public supports such action, and where sustainable cost savings can be realized (Source: Strategy UCF3).
- IC4 The town shall consider intergovernmental and other cooperative options before establishing, reinstating, expanding, or rehabilitating community facilities, utilities, or services (Source: Strategy UCF8).
- IC5 The town should participate in county-initiated efforts to inventory and assess existing and future needs for public facilities and services as part of an overall program to increase cost-effectiveness and efficiency through consolidation and other cooperative opportunities (Source: Strategy IC1).

Recommendations

- ◆ Regularly review intergovernmental agreements for their effectiveness and efficiency (Source: Strategy IC1).
- ◆ Work with the Wisconsin Department of Transportation to ensure that the town's short and long range transportation and land use plans are consistent with the state's short and long range transportation plans.
- ◆ Work with the Wisconsin Department of Transportation to help keep State Highway 49 safe and operating sufficiently.

7.7 Intergovernmental Cooperation Programs

For descriptions of intergovernmental cooperation programs potentially available to the community, refer to the *Intergovernmental Cooperation* element of the *Waupaca County Inventory and Trends Report*.

8. Land Use

8.1 Introduction

Land use is central to the process of comprehensive planning and includes both an assessment of existing conditions and a plan for the future. Land use is integrated with all elements of the comprehensive planning process. Changes in land use are not isolated, but rather are often the end result of a change in another element. For example, development patterns evolve over time as a result of population growth, the development of new housing, the development of new commercial or industrial sites, the extension of utilities or services, or the construction of a new road.

This chapter of the comprehensive plan includes local information for both existing and planned land use in the Town of Harrison. For further detail on existing land use in Waupaca County, please refer to Chapter 8 of the *Inventory and Trends Report*.

8.2 Existing Land Use

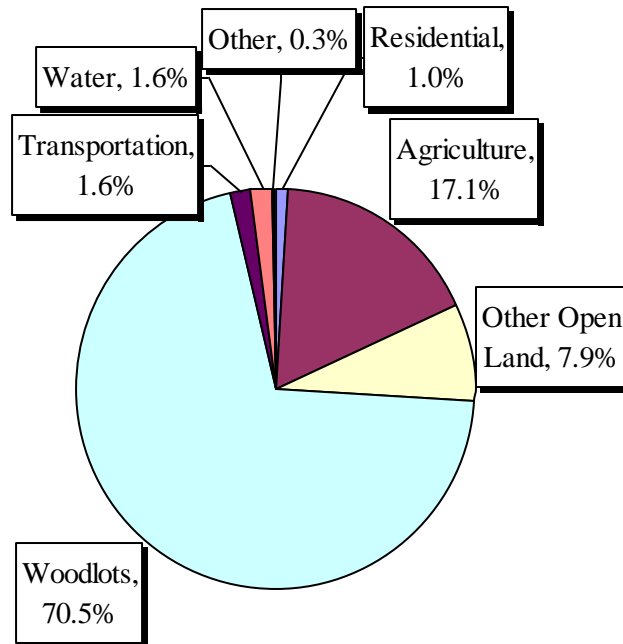
Evaluating land use entails broadly classifying how land is presently used. Each type of land use has its own characteristics that can determine compatibility, location, and preference relative to other land uses. Land use analysis then proceeds by assessing the community development impacts of land ownership patterns, land management programs, and the market forces that drive development. Mapping data are essential to the process of analyzing existing development patterns, and will serve as the framework for formulating how land will be used in the future. Map 8-13, Table 8-1, and Figure 8-1 together provide the picture of existing land use for the Town of Harrison.

Table 8-1
Existing Land Use, Town of Harrison, 2004

Existing Land Use Classification	Acres	Percent of Total
<u>Intensive Land Use</u>		
Residential	242	1.0%
Multi-Family Housing	0	0.0%
Mobile Home Parks	0	0.0%
Farmsteads	49	0.2%
Group Quarters and Elder Care	0	0.0%
Commercial	6	0.0%
Utilities	0	0.0%
Institutional	4	0.0%
Industrial	5	0.0%
Mines/Quarries	0	0.0%
<u>Passive Land Use</u>		
Agriculture	4,043	17.1%
Other Open Land	1,860	7.9%
Woodlots	16,665	70.5%
Parks and Recreation	0	0.0%
<u>Base Features</u>		
Transportation	375	1.6%
Water	383	1.6%
Total	23,630	100.0%

Source: East Central Wisconsin Regional Planning Commission and Waupaca County, 2004.

**Figure 8-1
Existing Land Use, Town of Harrison, 2004**



Source: East Central Wisconsin Regional Planning Commission and Waupaca County, 2004. Other includes land uses which contribute less than 1% to total land use.

The Town of Harrison is a typical six mile square town that includes over 23,000 acres. The town is primarily undeveloped with woodlands comprising 70% of the landscape. Many of the town's woodland acres are also floodplain or wetland areas, both significant features of the landscape. Wetlands and floodplains occupy about 22% of the town, with surface waters such as lakes and rivers taking up another 1.6%. The town's larger water resources include portions of the Little Wolf River, Flume Creek, Comet Creek, Jackson Creek, and Jackson Lake. Agriculture is another predominant land use, comprising about 17% of the town. Existing agricultural lands include dairy farms, crop fields, and smaller hobby farms.

Development is dispersed throughout the town with concentrations occurring in the rural crossroads areas of Northland and Norske, and around the town's lakes and rivers. The predominant developed use is residential, and includes single-family homes, seasonal cottages, and farmsteads. A few commercial uses are also present, mainly along County Road C. Growth and change in recent years have been composed primarily of residential development. New homes and the conversion of seasonal cottages to year-round residences are beginning to impact the town's shoreland areas.

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Map 8-13 Existing Land Use

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8.3 Projected Supply and Demand of Land Uses

The following table displays estimates for the total acreage that will be utilized by residential, commercial, industrial, institutional, and resource land uses for five year increments through 2030. These future land use demand estimates are largely dependent on population and housing projections and should only be utilized for planning purposes in combination with other indicators of land use demand.

The sanitary permit housing unit projection provides the projected number of new residential units for the residential land demand projection. Refer to the *Population and Housing* element for more details on housing projections. The residential land use demand projection then assumes that development will take place at the residential lot sizes identified by the preferred land use plan (found in Section 8.5). The plan specifies a preferred minimum lot size of five acres for most residential development, therefore each projected housing unit will occupy an additional five acres of the town.

Projected demand for commercial, industrial, and institutional land use assumes that the ratio of the town's 2000 population to current land area in each use will remain the same in the future. In other words, each person will require the same amount of land for each particular land use as he or she does today. These land use demand projections rely on the linear population projection. Refer to the *Population and Housing* element for more details on population projections. It should be noted that the industrial land use demand projection includes the mining and quarry existing land use.

Projected resource land use acreages are calculated based on the assumption that the amount will decrease over time. Agriculture, woodlots, and other open land are the existing land uses that can be converted to other uses to accommodate new development. The amount of resource lands consumed in each five year increment is based on the average amount of land use demand for each of the developed uses over the 30 year period. In other words, a total of 17.1 acres per year is projected to be consumed by residential, commercial, industrial, and institutional development in the Town of Harrison, so resource lands are reduced by 17.1 acres per year.

Table 8-2
Projected Land Use Demand (acres)
Town of Harrison 2000-2030

Year	Residential ¹	Commercial ²	Industrial ³	Institutional ⁴	Resource Lands ⁵
2000	290.4	6.0	5.1	3.8	22,567.2
2005	375.4	6.1	5.2	3.8	22,481.7
2010	460.4	6.3	5.4	3.9	22,396.2
2015	545.4	6.5	5.6	4.1	22,310.7
2020	630.4	6.7	5.7	4.2	22,225.3
2025	715.4	7.0	5.9	4.4	22,139.8
2030	800.4	7.2	6.1	4.5	22,054.3
# Change	510.0	1.2	1.0	0.7	-512.9
% Change	175.6%	19.8%	19.8%	19.8%	-2.3%

¹Residential includes residential, multi-family, mobile home parks, farmsteads, and group quarters and elder care.

²Commercial includes commercial only.

³Industrial includes industrial, mines, and quarries.

⁴Institutional includes institutional, utilities, and parks and recreation.

⁵Resource Lands include agriculture, other open land, and woodlots.

Table 8-3 and Figure 8-2 provide a comparison of land supply and demand for the Town of Harrison. Land use demand is based on the previous calculations, and land supply is based on the preferred land use plan described in Section 8.4.

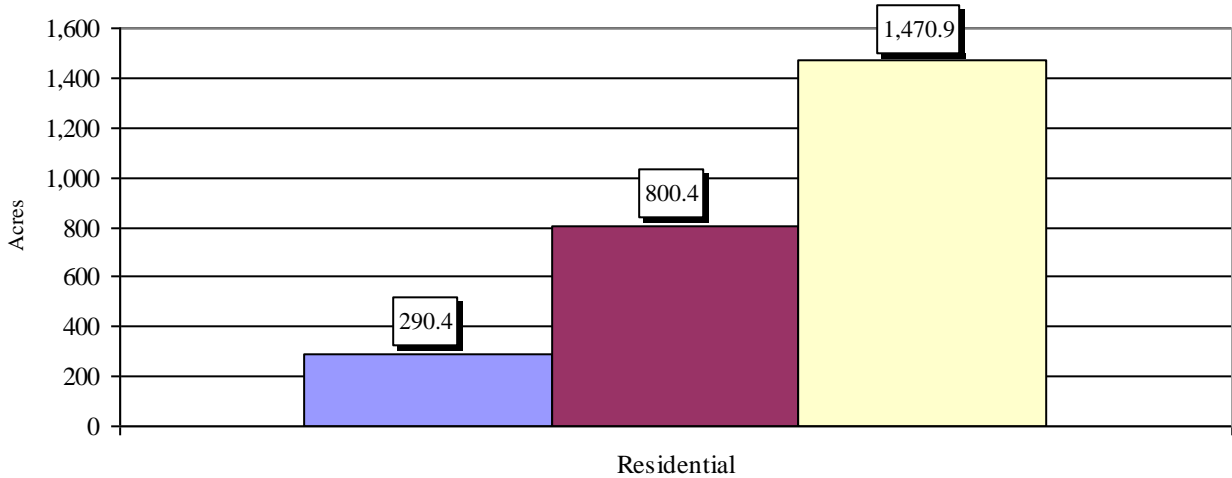
Table 8-3
Land Supply and Demand Comparison
Town of Harrison

	Residential	Commercial	Industrial
Existing Land Use	290.4	6.0	5.1
Year 2030 Land Use Projection ¹ (Demand)	800.4	7.2	6.1
Preferred Land Use ² (Supply)	1,470.9	0.0	0.0

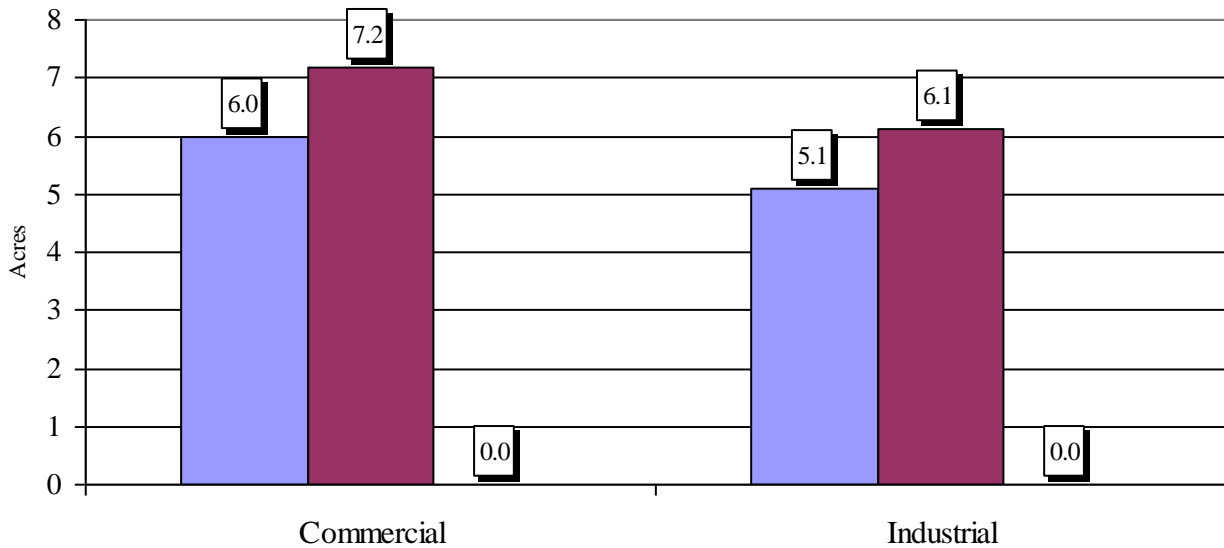
¹ Amount of land projected to be needed in the year 2030 to meet demand based on population and housing projections.

² Residential includes Rural Residential, 10% of Agriculture Retention, and Agriculture and Woodland Transition. Commercial includes 50% of Rural Commercial/Industrial and 30% of Rural Crossroads-Mixed Use. Industrial includes 50% of Rural Commercial/Industrial and 10% of Rural Crossroads-Mixed Use.

**Figure 8-2
Land Supply and Demand Comparison
Town of Harrison**



■ Existing Land Use ■ Year 2030 Land Use Projection (Demand) ■ Preferred Land Use (Supply)



■ Existing Land Use ■ Year 2030 Land Use Projection (Demand) ■ Preferred Land Use (Supply)

The Town of Harrison has planned for a sufficient supply of residential land based on the projected demand. About 870 acres of land are available for residential development in the Rural Residential (RR) classification. Land is also available in Agriculture Retention (AR) and Private Recreation and Forestry (PVRF) areas for scattered, low-density housing. In total, about 1.8 times the projected demand for residential use is available. Due to the low projected demand for commercial and industrial use (only 13.3 acres by 2030), the town decided not to map

preferred Rural Commercial/Industrial (RCI) areas, but rather to approve these uses as they are proposed.

8.4 Preferred Land Use Plan

The preferred land use plan is one of the central components of the comprehensive plan that can be used as a guide for local officials when considering community development and redevelopment proposals. When considering the role of the preferred land use plan in community decision making, it is important to keep the following characteristics in mind.

- ◆ A land use plan is an expression of a preferred or ideal future – a vision for the future of the community.
- ◆ A land use plan is not the same as zoning. Zoning is authorized and governed by a set of statutes that are separate from those that govern planning. And while it may make sense to match portions of the land use plan map with the zoning map immediately after plan adoption, other portions of the zoning map may achieve consistency with the land use plan incrementally over time.
- ◆ A land use plan is not implemented exclusively through zoning. It can be implemented through a number of fiscal tools, regulatory tools, and non-regulatory tools including voluntary land management and community development programs.
- ◆ A land use plan is long range and will need to be reevaluated periodically to ensure that it remains applicable to changing trends and conditions. The plan is not static. It can be amended when a situation arises that was not anticipated during the initial plan development process.
- ◆ A land use plan is neither a prediction nor a guaranty. Some components of the future vision may take the full 20 to 25 years to materialize, while some components may never come to fruition within the planning period.

The primary components of the preferred land use plan include the Preferred Land Use Map (Map 8-51) and the Preferred Land Use Classifications. These components work together with the Implementation element to provide policy guidance for decision makers in the town.

The Town of Harrison's plan for preferred land use was shaped by objective data and local public input. The town considered the locations of natural features, agricultural features, existing roads, land ownership patterns, and existing land use patterns to measure suitability of lands for various land uses. The maps and data provided in the *Inventory and Trends Report* document the objective data sources that were used in this analysis. Members of the town's planning committee combined these data with their knowledge of the community to produce a draft map that was reviewed by the public. Changes to the draft plan requested by town citizens were evaluated by the planning commission and Town Board, and accepted changes were incorporated into the plan.

The town's desire to maintain its strong base of natural and recreational resources is reflected in the fact that most of the town is mapped Private Recreation and Forestry Enterprise (PVRF). The intent of PVRF areas is to encourage the continuation of large tracts of productive forests and woodlands and to allow for quality outdoor recreation such as hunting, fishing, trail riding, and general wildlife viewing. Dispersed residential and seasonal home development is appropriate in these areas.

The town also recognizes the importance of its agricultural resources through the use of Agriculture Retention (AR) areas. The intent of AR areas is to promote the viability of existing agricultural operations and prevent the conversion of agricultural land to uses that are not consistent with agriculture. Farmsteads and limited non-farm residential development are appropriate in these areas.

Rural Residential (RR) areas are mapped to recognize existing concentrations of residential development and areas that are suitable for future residential development. The town's overall plan for residential growth is to direct future residential uses to these areas, or to accommodate significant new developments in other areas of the town deemed suitable with the use of conservation land division design. To encourage clustering of residential uses, the town will require all major subdivisions to utilize conservation land division design. Conservation subdivisions are required to protect existing natural or agricultural features and may utilize a smaller minimum lot size of one acre. To maintain an overall pattern of dispersed growth outside of these areas, the town will maintain a minimum lot size of five acres that applies in all areas of the town.

Throughout the remainder of the town, a number of areas are recognized where development is discouraged or not allowed. Public Recreation and Forestry (PURF) areas include publicly-owned lands that are off limits to private development. Resource Protection (RP) areas include the general locations of regulatory wetlands (five acres and larger) and floodplains. Regulations are already in place that restrict development in these areas, and this plan recognizes those limitations.

Preferred areas for future commercial or industrial development are not mapped due to low projected demand for these uses (see *Section 8.3 Projected Supply and Demand of Land Uses*).

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Map 8-51 Preferred Land Use

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8.5 Preferred Land Use Classifications

The following Preferred Land Use Classifications (PLUCs) have been utilized on the town's Preferred Land Use Map. These descriptions give meaning to the map by describing (as applicable) the purpose, primary goal, preferred development density, preferred uses, and discouraged uses for each classification. They may also include policy statements that are specific to areas of the community mapped under a particular PLUC. Any such policies carry the same weight and serve the same function as policies found elsewhere in this plan.

Agriculture Retention (AR)

- ◆ Purpose: To preserve and promote a full range of agricultural uses and retain land for that use.
- ◆ Primary Goal: To prevent conversion of land identified as a valuable agricultural resource to uses that are not consistent with agriculture while optimizing agricultural production. Also, to encourage livestock and other agricultural uses in areas where soil and other conditions are best suited to these agricultural pursuits.
- ◆ Preferred Housing Density: Non-farm residential or seasonal development could be accommodated at a density rate of one unit per 10 acres. Existing lots of record could be exempt from this provision. Minimum residential lot size of five acres. The use of conservation land division design is required for all major subdivisions in which case, a minimum lot size of one acre may be allowed.
- ◆ Preferred Use: Land for livestock production, cash cropping, and specialty farming. All agricultural uses. Large animal feeding operations should be reviewed for appropriateness.
- ◆ Discouraged Uses: The AR classification is not intended to be applied near moderately to densely populated areas.

Private Recreation and Forestry Enterprise (PVRF)

- ◆ Purpose: To preserve forest and woodland and allow for recreational opportunities.
- ◆ Primary Goal: To encourage the continuation of large tracts of forest and woodland areas which are managed to produce sustainable forest products and to provide quality outdoor recreation experiences such as hunting, trail riding, and general wildlife viewing.
- ◆ Preferred Housing Density: One unit per 10 acres at a minimum. Note that 10 acres is the minimum enrollment for the MFL program. Minimum residential lot size of five acres. The use of conservation land division design is required for all major subdivisions, in which case, a minimum lot size of one acre may be allowed.
- ◆ Preferred Use: PVRF areas are comprised exclusively of private land. Single family residential development and seasonal dwellings (hunting cabins) may be accommodated. Limited commercial and light industrial activity associated with primary residences (home based business) may also be accommodated in the PVRF. Voluntary landowner resource protection programs such as the Managed Forest Land, Conservation Reserve Program, and Wetland Reserve Program are encouraged.
- ◆ Discouraged Uses: Uses which are not compatible with or detract from forestry or outdoor recreation activities.

Public Recreation and Forestry (PURF)

- ◆ Purpose: To accommodate large, existing, publicly owned tracts of property for the purpose of resource management and recreation.
- ◆ Primary Goal: To maintain public ownership of property to the benefit of fish and wildlife habitats, surface water quality, groundwater recharge, and public outdoor recreation.
- ◆ Preferred Housing Density: No standard required.
- ◆ Preferred Use: Public forest and public recreation. Land within the PURF may also be used for the purpose of education and research. Support facilities such as boat launches, parking lots, shelters, etc. to accommodate the public are encouraged to enhance public use and enjoyment.
- ◆ Discouraged Uses: Uses that detract from public outdoor recreation experiences and forestry.

Rural Residential (RR)

- ◆ Purpose: To include existing and planned residential development that relies on private on-site wastewater treatment systems and private wells.
- ◆ Primary Goal: To cluster residential development for the purpose of concentrating local services while minimizing the consumption of agricultural and forested land.
- ◆ Preferred Housing Density: Minimum residential lot size of five acres. The use of conservation land division design is required for all major subdivisions in which case, a minimum lot size of one acre may be allowed.
- ◆ Preferred Use: Clustered residential development. Developments can include major subdivisions located in rural settings. Home based business could be allowed.
- ◆ Discouraged Uses: Instances that may contribute to residential and farming operation conflict or farmland/woodland fragmentation.

Resource Protection (RP)

- ◆ Purpose: To identify lands that have limited development potential due to the presence of natural hazards, natural resources, or cultural resources. In the Town of Harrison, this classification includes the general locations of regulatory wetlands (five acres and larger) and floodplains.
- ◆ Primary Goal: To preserve valued natural and cultural resources by preventing development that would negatively impact the quality of those resources.
- ◆ Preferred Housing Density: No housing development.
- ◆ Preferred Use: Public or private greenspace, outdoor recreational uses, trails, natural resource management activities.
- ◆ Discouraged Uses: Uses prohibited by wetland or floodplain zoning, or by other applicable regulations. Uses that would negatively impact the quality of the valued natural or cultural resource.

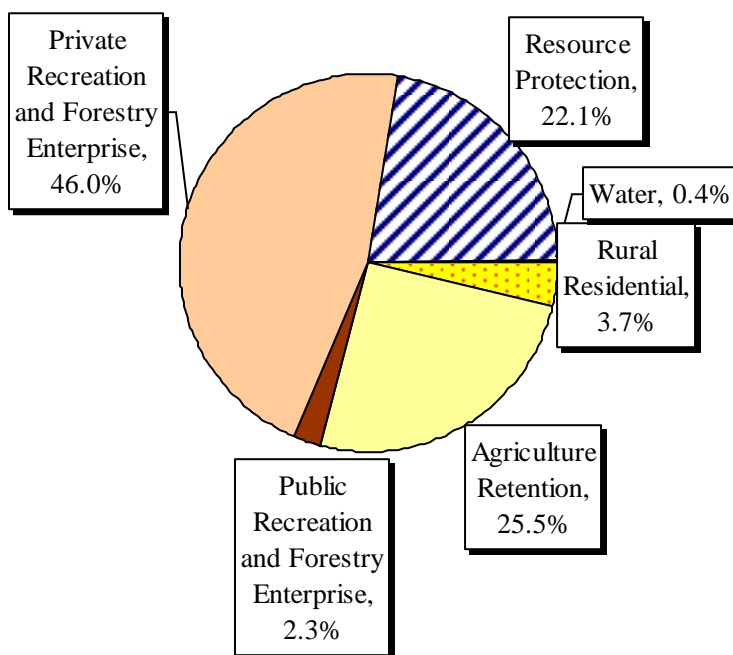
Table 8-4 and Figure 8-3 display the distribution of each Preferred Land Use Classification as shown on the Preferred Land Use Map.

Table 8-4
Preferred Land Use, Town of Harrison, 2006

Preferred Land Use Classification	Percent of	
	Acres	Total
Rural Residential	867.7	3.7%
Agriculture Retention	6,032.1	25.5%
Public Recreation and Forestry Enterprise	535.2	2.3%
Private Recreation and Forestry Enterprise	10,875.5	46.0%
Resource Protection	5,225.8	22.1%
Water	94.8	0.4%
Total	23,631.0	100.0%

Source: Town of Harrison, 2006.

Figure 8-3
Preferred Land Use, Town of Harrison, 2006



Source: Town of Harrison, 2006.

8.6 Existing and Potential Land Use Conflicts

The following existing and potential unresolved land use conflicts have been identified by the Town of Harrison. While the multi-jurisdictional planning process was designed to provide maximum opportunities for the resolution of both internal and external land use conflicts, some issues may remain. Due to their complexity, the long range nature of comprehensive planning, and the uncertainty of related assumptions, these conflicts remain unresolved and should be monitored during plan implementation.

Existing Land Use Conflicts

- ◆ Storage of junk vehicles
- ◆ Lack of property and building maintenance
- ◆ Dilapidated mobile homes

Potential Land Use Conflicts

- ◆ Land spreading of animal wastes
- ◆ Residential development next to high intensity agricultural land use and threats to the right-to-farm (such as RR areas directly adjacent to AR areas)
- ◆ The over-consumption of rural lands by large lot subdivisions

- ◆ The loss of rural character in some locations
- ◆ Meeting the service needs of newly developed areas

8.7 Opportunities for Redevelopment

In every instance where development is considered in the *Town of Harrison Year 2030 Comprehensive Plan*, redevelopment is also considered as an equally valid option. Opportunities for redevelopment are addressed in several of the goals, objectives, and policies of this plan.

- ◆ Goal H3 and supporting objectives 3.a. and 3.c.
- ◆ Goal T1 and supporting objective 1.e.
- ◆ Goal LU2 and supporting objective 2.b.
- ◆ Policy UCF8.

8.8 Land Use Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Plan for land use in order to achieve the town’s desired future.

Objectives

- 1.a. Establish preferred land use classifications and assign them to areas of the town in order to increase compatibility between existing land uses and avoid future land use conflicts.
- 1.b. Establish preferred lot sizes and development densities for each preferred land use classification.
- 1.c. Establish land use decision making policies and procedures that ensure a balance between appropriate land use planning and the rights of property owners.

Goal 2 Seek a desirable pattern of land use that contributes to the realization of the town’s goals and objectives.

Objectives

- 2.a. Seek a pattern of land use that will preserve natural resources, active agricultural areas, and productive forestry areas.
- 2.b. Focus areas of substantial new growth within or near existing areas of development where adequate public facilities and services can be cost-effectively provided or expanded.
- 2.c. Utilize the existing road network to accommodate most future development.
- 2.d. When new roads are necessary, encourage designs that provide functional connectivity with the existing road network.

- 2.e. Utilize a variety of planning tools such as area development plans and land division regulations to minimize land use conflicts.
- 2.f. Encourage land division layouts that incorporate the preservation of valued community features, that fit within the character of the community, and that are suited to the specific location in which the development is proposed.
- 2.g. Explore alternatives for the management of potentially controversial land uses such as mineral extraction, land spreading of waste products, wind energy towers, telecommunications towers, major power transmission lines, adult entertainment establishments, and solid or hazardous waste facilities.

8.9 Land Use Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

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

Policies: Town Position

- LU1 The existing road network and existing public facilities and services shall be utilized to accommodate new development to the maximum extent possible (Source: Strategy T1).
- LU2 The town shall maintain a minimum lot size requirement of five acres or greater in order to retain a dispersed pattern of growth (Source: Strategy LU5).
- LU3 A minimum lot size of one acre will be allowed with the use of conservation land division design.
- LU4 At a minimum, the following characteristics should be used to define a conservation design development:
 - a. Residential lots or building sites are concentrated and grouped.

- b. There are residual lands that are preserved as green space for the purpose of protecting valued community features such as agriculture, natural resources, or cultural resources.
- c. The lot size is reduced from what is normally required.
- d. Within a cluster group, the lots or building sites are directly adjacent to each other (Source: Strategy ANC4).

Policies: Town Directive

LU5 Town zoning, subdivision, and other land use ordinances should be maintained and updated as needed to implement the Preferred Land Use Plan (Source: Basic Policies).

Recommendations

- ◆ Review and update the town zoning ordinance to reflect preferred land uses and lot size policies established in the comprehensive plan.
- ◆ Work with Waupaca County to modify county land division ordinances to better achieve the town's desired development pattern (Source: Strategy LU5).
- ◆ Work with the Wisconsin Department of Transportation to prevent future conflicts between the state's short and long range transportation plans and the town's short and long range land use plans.

8.10 Land Use Programs

For descriptions of land use programs potentially available to the community, refer to the *Land Use* element of the *Waupaca County Inventory and Trends Report*. The following Waupaca County programs are identified here, because implementation of the Town of Harrison's land use plan will require continued cooperation with the county. Revisions to the county land division ordinance are a likely outgrowth of the comprehensive planning process, which has also been identified as an intergovernmental cooperation opportunity in Section 7.4. Potential tracking of development density over time will require cooperation with county land information systems.

Additional Programs

Waupaca County Zoning Department

The Waupaca County Zoning Department provides zoning administration, issuance of zoning and land use permits, and houses information and maps of zoning districts, floodplains, shorelands, and wetlands. The Zoning Department issues all sanitary permits for the county and inspects all systems for compliance with state codes. The department also administers the Wisconsin Fund Grant Program which provides funding assistance for failing private sanitary systems. It also enforces a Subdivision Ordinance which regulates division of land parcels.

Waupaca County Land Information Office

The Land Information Office was established within the Property Listing Office and is under the direction of the Land Information Office Coordinator. The coordinator's responsibilities include assuring the efficient integration of the land information system and the cooperation between federal and state Agencies, local governmental units, county departments, public and private utilities and the private sector.

9. Implementation

9.1 Action Plan

In order for plans to be meaningful, they must be implemented, so the Town of Harrison's comprehensive plan was developed with implementation in mind. Not only can useful policy guidance for local decision making be found in each planning element, but an action plan is also provided containing specific programs and recommended actions.

An action plan is intended to jump start the implementation process and to provide continued focus over the long term. During the comprehensive planning process, a detailed framework for implementation was created which will serve to guide the many steps that must be taken to put the plan in motion. This action plan outlines those steps and recommends a timeline for their completion. Further detail on each task can be found in the policies and recommendations of the related planning element as noted in the *Task* statement. Recommended actions have been identified in the following four areas:

- ◆ Plan Adoption and Update Actions
- ◆ Intergovernmental Cooperation Actions
- ◆ Ordinance Development and Update Actions
- ◆ Strategic Planning Actions

The recommended actions are listed in priority order within each of the four implementation areas as noted in the *Timing* component. Highest priority actions are listed first, followed by medium and long term actions, and ongoing or periodic actions are listed last.

Plan Adoption and Update Actions

Priority (Short-Term) Actions

1. Task: Pass a resolution recommending adoption of the comprehensive plan by the Town Board (*Implementation* element).
Responsible Party: Plan Commission
Timing: Late 2006
2. Task: Adopt the comprehensive plan by ordinance (*Implementation* element).
Responsible Party: Town Board
Timing: Late 2006/Early 2007

Periodic Actions

3. Task: Review the comprehensive plan for performance in conjunction with the budgeting process (*Implementation* element).
Responsible Party: Plan Commission
Timing: Annually

4. Task: Conduct a comprehensive plan update (*Implementation* element).
Responsible Party: Plan Commission, Town Board
Timing: Every five years

Intergovernmental Cooperation Actions

Periodic Actions

1. Task: Meet as needed with neighboring communities to review and record existing intergovernmental agreements or pursue additional cooperative agreements (*Intergovernmental Cooperation* element).
Responsible Party: Town Board
Timing: As necessary
2. Task: Maintain communication with the Wisconsin Department of Transportation to ensure consistency between town and state short and long range planning efforts (*Transportation; Land Use* elements).
Responsible Party: Town Board and Plan Commission
Timing: Annually
3. Task: Work with the Wisconsin Department of Transportation to determine appropriate locations for access along and in the vicinity of State Highway 49 to ensure a safe and mobile facility (*Transportation; Land Use* elements).
Responsible Party: Town Board and Plan Commission
Timing: As necessary

Ordinance Development and Update Actions

Priority (Short-Term) Actions

1. Task: Adopt a driveway ordinance (*Transportation* element).
Responsible Party: Town Board
Timing: 2007
2. Task: Work with Waupaca County to revise the county land division ordinance (*Agricultural, Natural and Cultural Resources; Land Use* elements).
Responsible Party: Plan Commission, Town Board
Timing: 2008

Periodic Actions

3. Task: Review and consider revisions to the town zoning ordinance (*Agricultural, Natural and Cultural Resources; Land Use* elements).
Responsible Party: Town Board
Timing: Annually

4. Task: Create a town code of ordinances (*Implementation* element).
Responsible Party: Town Board
Timing: As necessary
5. Task: Develop town road construction standards (*Transportation* element).
Responsible Party: Town Board
Timing: As necessary

Strategic Planning Actions

Periodic Actions

1. Task: Continue to maintain and update the five-year road improvement plan (*Transportation* element).
Responsible Party: Town Board
Timing: Annually
2. Task: As the need warrants, consider the use of impact fees or other tools to assess developers for a proportional share of the cost of new development (*Utilities and Community Facilities* element).
Responsible Party: Plan Commission, Town Board
Timing: As necessary

9.2 Status and Changes to Land Use Programs and Regulations

The following provides an inventory of the land use regulations that are in affect in the Town of Harrison and summarizes recommended changes to each of these ordinance types. For basic information on regulatory plan implementation tools, please refer to Section 9.1 of the *Inventory and Trends Report*. For further detail on the status of each type of implementation ordinance in Waupaca County, please refer to Section 9.3 of the *Inventory and Trends Report*.

Code of Ordinances

Current Status

The Town of Harrison has not adopted its ordinances as a code of ordinances.

Recommended Changes

The town should follow the statutory procedure to create a code of ordinances. All existing and future ordinances should be adopted as part of a municipal code. This will save the town money in ordinance publication costs.

Zoning

Current Status

Although the Town of Harrison has not adopted the Waupaca County Zoning Ordinance, certain county administered land use regulations are applicable in the town. This includes

Intent: This mixed-use district provides for all potential land uses. Permitted uses include agriculture, general farming, single family homes, and two family homes. All other land uses not specified as permitted may be authorized as conditional uses.

Minimum Lot Size: Five acres for residential lots, no minimum lot size specified for non-residential uses.

Minimum Building Size: 1,000 square feet for single family dwellings, two family dwellings, and mobile homes.

county shoreland zoning and floodplain zoning regulations. Refer to Section 9.3 of the *Inventory and Trends Report* for details on existing county ordinances.

The Town of Harrison Zoning Ordinance (2002) establishes the town's basic land use, lot size, and building location requirements. The entire town is located within one zoning district, the General Agricultural District, described as follows.

The Zoning Ordinance also contains provisions specific to salvage yards and junk dealers, gravel pits, sewage and waste disposal operations, and commercial and industrial land uses.

Recommended Changes

The Town of Harrison Zoning Ordinance will be one of the key tools for implementing the town's plan. The town should review the current zoning ordinance and update it to better reflect the goals, objectives, policies, and recommendations of this plan. Specifically, the town should revise the zoning map and district regulations to reflect preferred land uses and lot size preferences established in the comprehensive plan.

The zoning ordinance should also be updated to include provision for impacts assessment. Land divisions, conditional uses, and other substantial development projects should be required to include an assessment of potential impacts to natural resources, agricultural resources, and rural character. Multiple site development alternatives should be required in these instances. In addition, the adequacy of public facilities and services, and impacts to the cost of community services should be assessed.

As an alternative to updating the town Zoning Ordinance, the town may wish to engage in discussions with the Waupaca County Zoning Department to discuss the feasibility and appropriateness of adopting the County Zoning Ordinance. In making this decision, the town should consider whether potential revisions to the County Zoning Ordinance would be adequate to meet the town's needs and consider the fiscal and administrative strengths and weaknesses of each approach.

Land Division Regulations

Current Status

The Waupaca County Subdivision Ordinance applies to the town and requires county approval of land divisions that result in the creation of one or more parcels of five acres or less in size. Refer to Section 9.3 of the *Inventory and Trends Report* for details on existing county ordinances.

Recommended Changes

The Waupaca County subdivision ordinance will be another key tool for implementing the town's preferred land use plan, so the town will need to work closely with the county after plan adoption. The revised ordinance should include provisions for conservation land division design and a density bonus for developers that protect natural resources, green space, farmland, woodlands, and scenic beauty. Site plan review provisions and submittal of alternative design options should also be included to limit impacts on natural and agricultural resources.

Finally, execution of a development agreement should be required when public roads or other infrastructure is included in a development. The standard agreement should include provisions for financial assurance, construction warranties, construction inspections, and completion of construction by the town under failure to do so by the developer. Potential road connections to adjacent future development should be laid out in these plans.

As an alternative to working with the County to update the county land division ordinance, the town may wish to adopt its own land division ordinance, in which case the recommendations included above should be considered.

Site Plan and Design Review

Current Status

Site plan and design review standards are not currently administered by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related Waupaca County ordinances.

Recommended Changes

Revisions to the town zoning ordinance and county land division ordinance should include requirements for site plan review to assess the potential impacts of proposed developments on natural resources, agricultural resources, and rural character. They should also include review of proposed road circulation patterns to ensure safe and efficient internal circulation, use of existing roads where possible, safe connections to collector roads and highways, connectivity with adjacent developments, and minimal use of cul-de-sacs or dead-ends.

Official Map Regulations

Current Status

An official map is not currently administered by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related Waupaca County ordinances.

Recommended Changes

The town does not anticipate the need for an official map during the planning period.

Sign Regulations

Current Status

Sign regulations are not currently administered by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related Waupaca County ordinances.

Recommended Changes

No specific recommended changes have been brought forward in the area of sign regulations.

Erosion Control and Stormwater Management

Current Status

Erosion control and stormwater management ordinances are not currently administered by the town. Erosion control and stormwater management are addressed by the Waupaca County Subdivision, Shoreland Zoning, and Non-Metallic Mining Reclamation Ordinances, which are in effect in the Town of Harrison. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related Waupaca County ordinances.

Recommended Changes

No specific recommended changes have been brought forward in the area of erosion control and stormwater management regulations.

Historic Preservation

Current Status

Historic preservation ordinances are not currently administered by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related Waupaca County ordinances.

Recommended Changes

No specific recommended changes have been brought forward in the area of historic preservation ordinances.

Building, Housing, and Mechanical Codes

Current Status

The Zoning Ordinance contains provisions typically found in a building code. The ordinance establishes the duties of the building inspector and requires building permits for the construction, reconstruction, remodeling, or moving of any building where the fair market value of such activity is more than \$1,000. The building inspector may deem a dilapidated building as unsafe and order the removal of such a hazardous structure. The ordinance does not specifically adopt the Uniform Dwelling Code.

Recommended Changes

Consider revising the zoning ordinance to reference and adopt provisions of the Uniform Dwelling Code.

Sanitary Codes

Current Status

The Waupaca County Sanitary Ordinance applies to the town for the regulation of POWTS. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related Waupaca County ordinances.

Recommended Changes

No specific recommended changes have been brought forward in the area of sanitary codes.

Driveway and Access Controls

Current Status

Driveway and access controls are not currently administered by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related Waupaca County ordinances.

Recommended Changes

Adopt a driveway ordinance specifying minimum standards for driveway surface width, construction materials, clearance width and height, driveway length, turnaround areas for longer driveways, and other emergency vehicle access features.

Road Construction Specifications

Current Status

Road construction specifications are not currently administered by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related Waupaca County ordinances.

Recommended Changes

Adopt a set of town road construction specifications that include minimum requirements for road base, surfacing, drainage, pedestrian features, and other design features, as well as financial assurances, inspection requirements, and other approvals required prior to town adoption.

9.3 Non-Regulatory Land Use Management Tools

While ordinances and other regulatory tools are often central in plan implementation, they are not the only means available to a community. Non-regulatory implementation tools include more detailed planning efforts (such as park planning, neighborhood planning, or road improvement planning), public participation tools, intergovernmental agreements, land acquisition, and various fiscal tools (such as capital improvement planning, impact fees, grant funding, and annual budgeting). For basic information on non-regulatory plan implementation tools, please refer to Section 9.2 of the *Inventory and Trends Report*.

The *Town of Harrison Comprehensive Plan* includes recommendations for the use of non-regulatory implementation tools including the following:

- ◆ Public participation throughout the development of the comprehensive plan and related implementation tools (*Issues and Opportunities* element).
- ◆ Road improvement planning (*Transportation* element).
- ◆ Monitoring of the adequacy of community facilities and services (*Utilities and Community Facilities* element).
- ◆ Intergovernmental agreements (*Intergovernmental Cooperation and Utilities and Community Facilities* elements).
- ◆ Purchase or transfer of development rights program (*Agricultural, Natural and Cultural Resources* element).
- ◆ Comprehensive plan evaluations and updates (*Implementation* element).

9.4 Comprehensive Plan Amendments and Updates

Adoption and Amendments

The Town of Harrison should regularly evaluate its progress toward achieving the goals, objectives, policies, and recommendations of its comprehensive plan. It may be determined that amendments are needed to maintain the effectiveness and consistency of the plan. Amendments are minor changes to the overall plan and should be done after careful evaluation to maintain the plan as an effective tool upon which community decisions are based.

According to Wisconsin's Comprehensive Planning law (Wis. Stats. 66.1001), the same process that was used to initially adopt the plan shall also be used when amendments are made. The town should be aware that laws regarding the amendment procedure may be clarified or changed as more comprehensive plans are adopted, and should therefore be monitored over time. Under current law, adopting and amending the town's comprehensive plan must comply with the following steps:

- ◆ **Public Participation Procedures.** The established public participation procedures must be followed and must provide an opportunity for written comments to be submitted by members of the public to the Town Board and for the Town Board to respond to such comments.
- ◆ **Plan Commission Recommendation.** The Plan Commission recommends its proposed comprehensive plan or amendment to the Town Board by adopting a resolution by a majority vote of the entire Plan Commission. The vote shall be recorded in the minutes of the Plan Commission. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of the comprehensive plan.
- ◆ **Recommended Draft Distribution.** One copy of the comprehensive plan or amendment adopted by the Plan Commission for recommendation to the Town Board is required to be sent to: (a) every governmental body that is located in whole or in part within the

boundaries of the town, including any school district, sanitary district, public inland lake protection and rehabilitation district, or other special district; (b) the clerk of every city, village, town, county, and regional planning commission that is adjacent to the town; (c) the Wisconsin Land Council; (d) the Department of Administration; (e) the Regional Planning Commission in which the town is located; (f) the public library that serves the area in which the town is located; and (g) persons who have leasehold interest in an affected property for the extraction of non-metallic minerals. After adoption by the Town Board, one copy of the adopted comprehensive plan or amendment must also be sent to (a) through (f) above.

- ◆ **Public Notification.** At least 30 days before the public hearing on a plan adopting or amending ordinance, persons that have requested to receive notice must be provided with notice of the public hearing and a copy of the adopting ordinance. This only applies if the proposed plan or amendment affects the allowable use of their property. The town is responsible for maintaining the list of persons who have requested to receive notice, and may charge a fee to recover the cost of providing the notice.
- ◆ **Ordinance Adoption and Final Distribution.** Following publication of a Class I notice, a public hearing must be held to consider an ordinance to adopt or amend the comprehensive plan. Ordinance approval requires a majority vote of the Town Board. The final plan report or amendment and adopting ordinance must then be filed with (a) through (f) of the distribution list above that received the recommended comprehensive plan or amendment.

Updates

Comprehensive planning statutes require that a comprehensive plan be updated at least once every 10 years. However, it is advisable to conduct a plan update at a five year interval. An update requires revisiting the entire planning document. Unlike an amendment, an update is often a substantial re-write of the text, updating of the inventory and tables, and substantial changes to maps, if necessary. The plan update process should be planned for in a similar manner as was allowed for the initial creation of this plan including similar time and funding allotments. State statutes should also be monitored for any modified language.

9.5 Integration and Consistency of Planning Elements

Implementation Strategies for Planning Element Integration

While this comprehensive plan is divided into nine elements, in reality, community planning issues are not confined to these divisions. Planning issues will cross these element boundaries. Because this is the case, the policies and recommendations of this plan were considered by the Town of Harrison in the light of overall implementation strategies. The following implementation strategies were available for consideration.

Housing

1. Create a range of housing options
2. Create opportunities for quality affordable housing
3. Change the treatment of mobile and manufactured homes

Transportation

1. Create efficiencies in the cost of building and maintaining roads (control taxes)
2. Preserve the mobility of collector and/or arterial roads
3. Create safe emergency vehicle access to developed properties
4. Create improved intersection safety
5. Create more detailed plans for transportation improvements
6. Create road connectivity
7. Create a range of viable transportation choices

Utilities and Community Facilities

1. Create efficiencies in the cost of providing services and facilities (control taxes)
2. Create more detailed plans for facility and service improvements
3. Create intergovernmental efficiencies for providing services and facilities
4. Create improved community facilities and services
5. Preserve the existing level and quality of community facilities and services
6. Preserve the quality of outdoor recreational pursuits
7. Create additional public recreation facilities
8. Create opportunities to maximize the use of existing infrastructure

Agricultural, Natural, and Cultural Resources

1. Preserve agricultural lands
2. Preserve the right to farm
3. Preserve active farms
4. Preserve natural resources and/or green space
5. Preserve rural character
6. Create targeted areas for farming expansion
7. Create targeted areas for forestry expansion
8. Preserve historic places and features

Economic Development

1. Change community conditions for attracting business and job growth
2. Change community conditions for retaining existing businesses and jobs
3. Create additional tax base by requiring quality development and construction
4. Create more specific plans for economic development

Intergovernmental Cooperation

1. Create intergovernmental efficiencies for providing services and facilities
2. Create a cooperative approach for planning and regulating development along community boundaries
3. Preserve intergovernmental communication

Land Use

1. Preserve the existing landscape by limiting growth
2. Preserve valued features of the landscape through site planning
3. Preserve development rights
4. Create development guidelines using selected criteria from *What If* suitability mapping
5. Create an overall pattern of growth that is dispersed
6. Create an overall pattern of growth that is clustered
7. Create an overall pattern of growth that is concentrated
8. Preserve the influence of market forces to drive the type and location of development
9. Create a system of development review that prevents land use conflicts
10. Create a system of development review that manages the location and design of non-residential development

These overall strategies are grouped by element, but are associated with policies and recommendations in multiple elements. These associations are noted on each policy and recommendations statement. For example, policy UCF3 is associated with strategy Utilities and Community Facilities 1 (Create efficiencies in the cost of providing services and facilities - control taxes) and strategy Agricultural, Natural, and Cultural Resources 3 (Preserve community character and small town atmosphere).

UCF3 New utility systems shall be required to locate in existing rights-of-way whenever possible (Source: Strategy UCF1, ANC3).

Wisconsin's Comprehensive Planning law requires that the *Implementation* element describe how each of the nine elements of the comprehensive plan will be integrated with the other elements of the plan. The implementation strategies provide planning element integration by grouping associated policies and recommendations in multiple elements with coherent, overarching themes.

The Town of Harrison selected from the available strategies to generate its policies and recommendations. The selected implementation strategies reflect the town's highest priorities for implementation, and areas where the town is willing to take direct implementation responsibility. The following strategies were selected and utilized to develop this plan:

- ◆ H3: Change the treatment of mobile and manufactured homes.
- ◆ T1: Create efficiencies in the cost of building and maintaining roads (control taxes).
- ◆ T5: Create more detailed plans for transportation improvements.
- ◆ T6: Create road connectivity.
- ◆ T7: Create a range of viable transportation choices.
- ◆ UCF1: Create efficiencies in the cost of providing services and facilities (control taxes).
- ◆ UCF2: Create more detailed plans for facility and service improvements.
- ◆ UCF3: Create intergovernmental efficiencies for providing services and facilities.
- ◆ UCF4: Create improved community facilities and services.
- ◆ UCF5: Preserve the existing level and quality of community facilities and services.
- ◆ UCF7: Create additional public recreation facilities.
- ◆ UCF8: Create opportunities to maximize the use of existing infrastructure.
- ◆ ANC2: Preserve the right to farm.
- ◆ ANC4: Preserve natural resources and/or green space.
- ◆ ANC5: Preserve rural character.
- ◆ IC1: Create intergovernmental efficiencies for providing services and facilities.
- ◆ IC3: Preserve intergovernmental communication.
- ◆ LU5: Create an overall pattern of growth that is dispersed.

The strategies that were not selected by the town may still be of importance, but were not identified as top priorities or areas where direct action by the town was deemed appropriate.

Planning Element Consistency

Wisconsin's Comprehensive Planning law requires that the *Implementation* element describe how each of the nine elements of the comprehensive plan will be made consistent with the other elements of the plan. The planning process that was used to create the *Town of Harrison Year 2030 Comprehensive Plan* required all elements of the plan to be produced in a simultaneous manner. No elements were created independently from the other elements of the plan, therefore reducing the threat of inconsistency.

There may be inconsistencies between the goals and objectives between elements or even within an individual element. This is the nature of goals and objectives. Because these are statements of community values, they may very well compete with one another in certain situations. The mechanism for resolving any such inconsistency is the policy statement. Where goals or objectives express competing values, the town should look to the related policies to provide decision making guidance. The policies established by this plan have been designed with this function in mind, and no known policy inconsistencies are present between elements or within an individual element.

Over time, the threat of inconsistency between the plan and existing conditions will increase, requiring amendments or updates to be made. Over time, additional plans regarding specific features within the community may also be developed (e.g., outdoor recreation plan, downtown development plan, etc.). The process used to develop any further detailed plans should be consistent with this *Town of Harrison Year 2030 Comprehensive Plan*.

9.6 Measurement of Plan Progress

Wisconsin's Comprehensive Planning law requires that the *Implementation* element provide a mechanism to measure community progress toward achieving all aspects of the comprehensive plan. An acceptable method is to evaluate two primary components of the plan, policies and recommendations, which are found in each plan element.

To measure the effectiveness of an adopted policy, the community must determine if the policy has met the intended purpose. For example, the Town of Harrison has established a Transportation element policy that states, "Roads that provide access to multiple improved properties should be built to town standards as a condition of approval for new development." To determine whether the policy is achieving the community's intention a "measure" must be established. In the case of this policy, the measure is simply how many roads have been built to town standards that provide access to multiple improved properties and was this a condition of approval for development. Each policy statement should be reviewed periodically to determine the plan's effectiveness.

Likewise, recommendations listed within each element can be measured. For recommendations, the ability to "measure" progress toward achievement is very straight forward in that the recommendations have either been implemented or not.

To ensure the plan is achieving intended results, periodic reviews should be conducted by the Plan Commission and results reported to the governing body and the public.

9.7 Implementation Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Promote consistent integration of the comprehensive plan policies and recommendations with the ordinances and implementation tools that affect the town.

Objectives

- 1.a. Update the comprehensive plan on a regular schedule to ensure that the plan remains a useful guide for land use decision making.
- 1.b. Require that administration, enforcement, and implementation of land use regulations are consistent with the town’s comprehensive plan.
- 1.c. Develop and update as needed an “Action Plan” as a mechanism to assist the Plan Commission and Town Board with the administration of the comprehensive plan.

Goal 2 Balance appropriate land use regulations and individual property rights with community interests and goals.

Objectives

- 2.a. Create opportunities for citizen participation throughout all stages of planning, ordinance development, and policy implementation.
- 2.b. Maintain a development review process whereby all interested parties are afforded an opportunity to influence the outcome.

9.8 Implementation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

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

Policies: Town Directive

- I1 The town shall maintain the comprehensive plan as an effective tool for the guidance of town governance, and will update the plan as needed to maintain consistency with state comprehensive planning requirements (Source: Basic Policies).
- I2 Town policies, ordinances, and decisions shall be made in conformance with the comprehensive plan to the fullest extent possible (Source: Basic Policies).
- I3 Areas of the plan that are likely to be disputed or litigated in the future should be reviewed by the town attorney to ensure his or her knowledge of the plan and to offer suggestions to reduce conflict (Source: Basic Policies).

Recommendations

- ◆ Develop and maintain an action plan that identifies specific projects that are to be completed toward the implementation of the comprehensive plan. An action plan identifies an estimated time frame and responsible parties for each project or action (Source: Basic Recommendations).
- ◆ Review the comprehensive plan regularly (in conjunction with the town budgeting process) for performance on goals, objectives, policies, and recommendations, for availability of updated data, and to provide an opportunity for public feedback. This review does not need to be as formal as the comprehensive review required at least every 10 years by Ch. 66.1001, Wisconsin Statutes (Source: Basic Recommendations).
- ◆ Conduct a comprehensive plan update at least every five years (Ch. 66.1001, Wisconsin Statutes require such a review at least every 10 years). All components of the plan should be reviewed for applicability and validity (Source: Basic Recommendations).