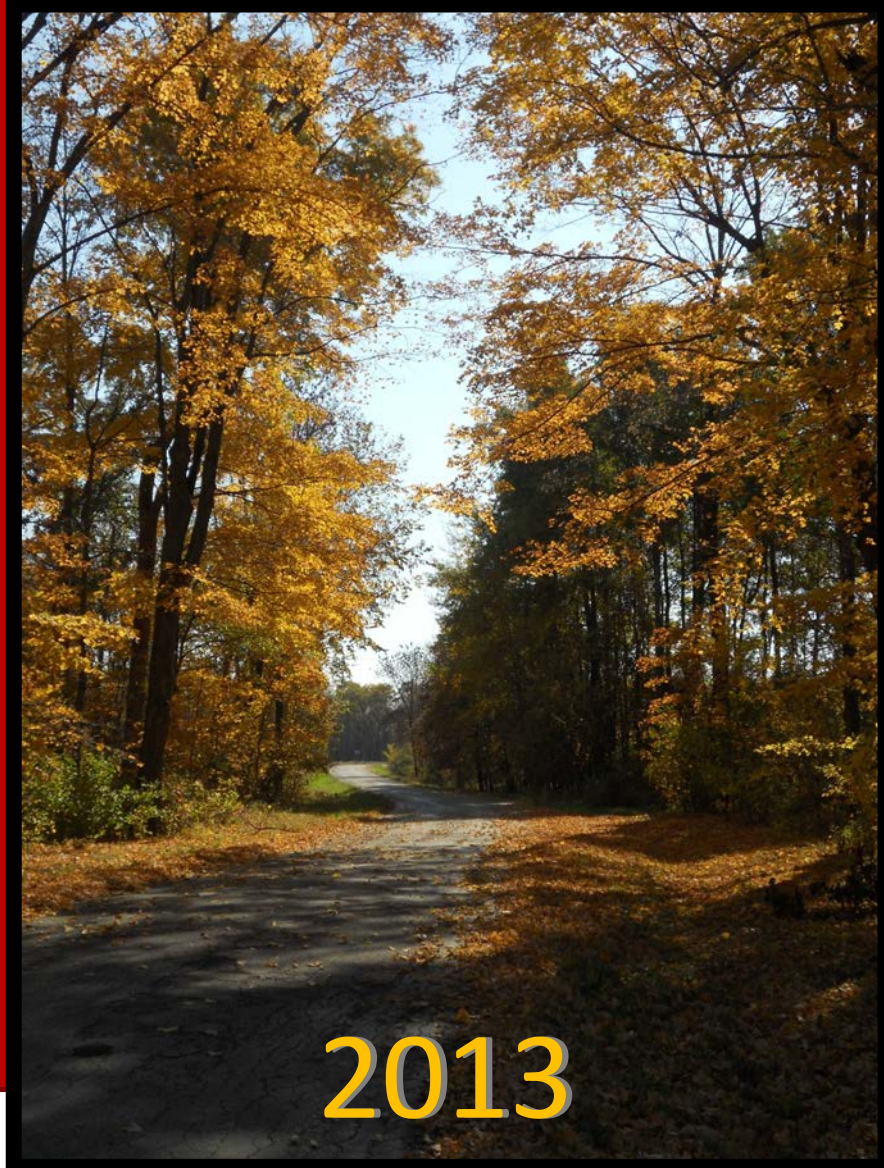




# Town of Lebanon Comprehensive Plan



**TOWN OF LEBANON  
DODGE COUNTY, WISCONSIN**

**COMPREHENSIVE PLAN**

Adopted July 8, 2013

**Town Board**

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This plan was prepared for the Town of Lebanon under the Community Services Planning Program of the Dodge County Land Resources and Parks Department

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# Town of Lebanon Comprehensive Plan

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# 1.0 Issues and Opportunities

## 1.1 Introduction

The general purpose of the Comprehensive Plan is to guide and accomplish coordinated, adjusted, harmonious development within the Town of Lebanon. The Town of Lebanon *Comprehensive Plan* positions the community to guide future land development over the next 20 plus years in a way that preserves the character of the community, protects natural resources, enhances economic and housing opportunities, and provides for efficient service delivery. More specifically, this document recommends how lands within the community should be used. The plan recommendations in this document are based on public input and involvement. Community goals, objectives, and policies are also based on and consistent with the recommendations. The recommendations should be used for specific actions and development decisions in the community. Wisconsin Statutes, Section 66.1001, further defines a comprehensive plan and a local unit of government's responsibilities. This legislation requires that a community that enacts land use regulations develop and adopt a comprehensive plan. The plan must contain nine elements as specified in the statutes. It also requires that local subdivision and zoning ordinances be consistent with the community's comprehensive plan. This document will meet the requirements of Wisconsin's Comprehensive Planning Law, Wisconsin Statutes 66.1001.

The Town of Lebanon is located in the southeast portion of Dodge County, Wisconsin. The unincorporated communities of Lebanon, Old Lebanon and Sugar Island are located within the Town. There are no incorporated cities or villages within the Town of Lebanon. The City of Watertown is located only two miles from the southwest corner of the Town and the Village of Neosho is located two miles from the northeast corner of the Town. Downtown Milwaukee is about 36 miles southeast of the Town of Lebanon. The City of Madison is located about 40 miles to the west and the City of Fond du Lac is about 37 miles to the north. County Highway R is the major north-south transportation route through the Town. County Highways MM and O are the major east-west road corridors. Map 1-1 shows the regional setting of the Town of Lebanon.

## 1.2 Planning Process

On October 4<sup>th</sup>, 2012, the Town of Lebanon signed a Memorandum of Agreement with the Dodge County Land Resources and Parks Department to assist with the updating of the Town of Lebanon Comprehensive Plan. The agreement outlined the process and terms for updating the 2003 Comprehensive Plan document. The comprehensive planning project began in January, 2013.

Goals, Objectives, Policies and Recommendations stated in this document reflect the deliberations of the Town Plan Commission and Town Board, based on the comments and opinions expressed by the people within the Town of Lebanon. References made to specific state, county, and other governmental programs do not imply endorsement of such programs, but are presented for background and reference only.

### 1.3 Public Participation Efforts

The Town of Lebanon adopted a Public Participation Plan at the beginning of the comprehensive planning process. The following core efforts were identified to foster public participation above and beyond the statutory requirements of Wisconsin’s Comprehensive Planning Law:

- ◆ All meetings will be open to the public;
- ◆ Notices and press releases will be sent to local media outlets identifying the time and location for any public informational meetings and any public hearings;
- ◆ Information about meetings, the Comprehensive Plan, and related materials are available at the Town Hall for review by local residents and interested persons.

In addition, an address to forward written comments shall be provided in meeting notices and news releases. The Committee and/or Town Board shall respond to written comments at public meetings.

### 1.4 Population Characteristics

#### Population Counts

Population change is the primary component in tracking a community’s past growth as well as predicting future population trends. Population characteristics relate directly to the community’s housing, educational, utility, community, and recreational facility needs, as well as its future economic development. Tables 1-1 and 1-2 display population trends and changes from 1960 to 2010 for the Town of Lebanon.

Table 1-1  
Population Trends, Town of Lebanon, 1960-2010

	1960	1970	1980	1990	2000	2010
Population	1,212	1,278	1,518	1,630	1,664	1,659

Source: Wisconsin Department of Administration, 1960, 1970, and 1980. U.S. Bureau of the Census, 1990, 2000, and 2010.

Table 1-2  
Population Change, Town of Lebanon, 1960-2010

	1960 - 1970	1970 -1980	1980 -1990	1990 - 2000	2000 - 2010	Total Change 1960 - 2010
Population Change	66	240	112	34	(5)	447

Source: Wisconsin Department of Administration, 1970 and 1980. U.S. Bureau of the Census, 1990, 2000 and 2010.

From 1960-2010, the Town of Lebanon’s population increased by 447 residents; 1,212 residents in 1960 to 1,659 in 2010. The rate of population growth has not been steady the past 50 years. Each of the past decades has experienced a different growth rate. The most notable decade of



population growth was from 1970 to 1980, the Town experienced a 18.7 percent increase in population. From 2000 to 2010, the Town actually lost population, declining by 0.3 percent.

### Age Distribution

A shifting age structure can affect a variety of services and needs within the community. A shifting age structure is a national trend that is also prevalent in Wisconsin. The baby-boomer generation, which is the largest segment of the overall population, is nearing retirement age. As this age group gets older the demand for services such as health care will increase and a younger workforce will need to take the place of retirees. It will become increasingly important to recognize if these trends are taking place and to determine how to deal with the effects.

Table 1-3 displays the population by age cohort for the Town of Lebanon and Dodge County.

Table 1-3  
Population by Age Cohort,  
Town of Lebanon and Dodge County, 2010

	Town of Lebanon		Dodge County	
	Number	% of Total	Number	% of Total
Under 5	88	5.3	5,020	5.7
5 to 14	182	11.0	10,986	12.4
15 to 24	184	11.0	10,404	11.7
25 to 34	164	9.9	11,432	12.9
35 to 44	226	13.6	12,151	13.7
45 to 54	313	18.9	14,830	16.7
55 to 64	226	13.6	10,685	12.0
65+	276	16.6	13,251	14.9
Total	1,659	99.9	88,759	100.0
Median Age	44.4		40.7	

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

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

The largest percentage of Town of Lebanon residents is between the ages of 45 to 54 (18.9 percent) and the next largest age cohort is 65 and over (16.6 percent). The largest percentage of Dodge County's residents is in the 45 to 54 age category (16.7 percent). The Town of Lebanon is similar since 18.9 percent of its residents are in the same age category. Also, 11.0 percent of the Town's population is 5 to 14 years of age, which is lower than the county's percentage of 12.4 percent. Similarly, the Town's under 5 population is 5.3 percent compared to the County's 5.7 percent. The Town of Lebanon's median age is 44.4, which is higher than Dodge County's median age of 40.7.

### Educational Attainment

Table 1-4 displays the most recent educational attainment information for the Town of Lebanon, as reported by the US Census Bureau, 2007 – 2011 American Community Survey. The

American Community Survey information is a sample of the Town and is subject to sampling variability. However, the survey provides the most recent data available and provides necessary background information.

Table 1-4  
Educational Attainment  
Town of Lebanon

Attainment Level	T. of Lebanon	
	Number	Percent of Total
Less than 9th grade	48	4.2
9th grade to 12th grade, no diploma	71	6.1
High school graduate (includes equivalency)	488	42.3
Some college, no degree	259	22.5
Associate degree	127	11.0
Bachelor's degree	99	8.6
Graduate or professional degree	61	5.3
<b>Total Persons 25 and over</b>	<b>1,153</b>	<b>100.0%</b>

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

Source: U.S. Census Bureau, 2007-2011 American Community Survey

Approximately 89.6 percent of Lebanon's residents have attained at least a high school level education, which is higher than the 86.4 percent for Dodge County. The largest single category by percentage is High School graduate at 42.3 percent. The second largest percentage (22.5 percent) of education attainment in the Town is some college, no degree. The Town of Lebanon has 8.6 percent of its residents obtaining a bachelor's degree, which is less than the 10.8 percent for Dodge County. The Town of Lebanon has a fair amount of residents with 12<sup>th</sup> grade education or less (10.3 percent).

### Household Income

Table 1-5 displays the most recent household income and median household income information for the Town of Lebanon, as reported by the US Census Bureau, 2007 – 2011 American Community Survey. American Community Survey information is a sample of the Town and is subject to sampling variability. However, the survey provides the most recent data available and provides necessary background information.

Table 1-5  
Household Income  
Town of Lebanon

	T. of Lebanon	
	Number	% of Total
Less than \$10,000	36	5.7
\$10,000 to \$14,999	22	3.5
\$15,000 to \$24,999	76	12.0
\$25,000 to \$34,999	83	13.1
\$35,000 to 49,999	100	15.8
\$50,000 to \$74,999	165	26.0
\$75,000 to \$99,999	59	9.3
\$100,000 to \$149,999	63	10.0
\$150,000 or More	29	4.6
<b>Total</b>	<b>633</b>	<b>100.0%</b>
<b>Median Household Income</b>	<b>\$49,931</b>	

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

Source: U.S. Census Bureau, 2007-2011 American Community Survey

The highest percentage (26.0 percent) of residents in the Town of Lebanon had a household income between \$50,000 to \$74,999. The next largest percentage (15.8 percent) of household income was \$35,000 to \$49,999. The median household income for the Town of Lebanon was \$49,931. This is lower than the Dodge County median household income of \$53,589.

### Population Projections

Population projections are based on past and current population trends and are not predictions, rather they extend past growth trends into the future and their reliability depends on the continuation of these past growth 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 and predict change within the community.

Table 1-6 displays the population trends in the Town of Lebanon, Dodge County, and Wisconsin for 2000 through 2012.

Table 1-6  
Population Trends  
Town of Lebanon, Dodge County, and Wisconsin 2000-2012

Year	Town of Lebanon		Dodge County		Wisconsin	
	Population	% Change	Population	% Change	Population	% Change
2000	1,664	-	85,897	-	5,363,675	-
2001	1,692	1.7	86,476	0.7	5,400,004	0.7
2002	1,711	1.1	87,083	0.7	5,453,896	1.0
2003	1,715	0.2	87,599	0.6	5,490,718	0.7
2004	1,726	0.6	88,285	0.8	5,532,955	0.8
2005	1,728	0.1	88,748	0.5	5,580,757	0.9
2006	1,728	0.0	89,063	0.4	5,617,744	0.7
2007	1,744	0.9	89,225	0.2	5,648,124	0.5
2008	1,743	(0.05)	89,810	0.7	5,675,156	0.5
2009	1,740	(0.1)	90,022	0.2	5,688,040	0.2
2010	1,659	(4.6)	88,759	(1.4)	5,686,986	(0.01)
2011	1,660	0.0	88,789	0.0	5,694,236	0.1
2012	1,658	(0.1)	88,692	(0.1)	5,703,525	0.2
Total Change	(6)	(0.3)	2,795	3.2	339,850	6.3

Source: Official Population Estimates, Demographic Services Center, Wisconsin Department of Administration and 2000 / 2010 Census

In the year's 2000 and 2010 the Town of Lebanon's population was verified by a census, the other years listed are estimates by the Wisconsin Department of Administration. In 2010, the Town's population decreased from the 2009 estimate, similarly Dodge County and Wisconsin's 2010 population was lower than the 2009 population estimate. Overall, the Town of Lebanon's population has decreased by 0.3 percent from 2000 to 2012, whereas Dodge County and Wisconsin's population has increased by 3.2 percent and 6.3 percent, respectively.

### **Wisconsin Department of Administration, Population Projections**

The Wisconsin Department of Administration (WDOA) Demographic Services Center prepared baseline population projections to the year 2030 for the communities and counties of Wisconsin. The WDOA utilized a projection formula that calculates the annual population change over three varying time spans. From this formula, the average annual numerical population change is calculated, which was used to give communities preliminary population projections for a future date. Table 1-7 shows the population projections for the Town of Lebanon.

Table 1-7  
Population Projections  
Town of Lebanon, 2010-2035

2010 Population	2015	2020	2025	2030	2035	% Change 2010-2035	Total New Persons 2010-2035
1,659	1,804	1,849	1,887	1,914	1,926	16.1	267

Source: Wisconsin Department of Administration, Demographics Services Center, Population Projections for Wisconsin Municipalities: 2010-2030. The 2035 population projection is based on 2010-2030 population projection trends.

The Town of Lebanon is projected to have a 16.1 percent increase in population from 2010 to 2035. According to the population projections, the Town of Lebanon will have a population of 1,926 persons by 2035, a gain of 267 new persons.

## 1.5 Housing Characteristics

Table 1-8 displays the number of housing units found in the Town of Lebanon for 2000 and 2010. The table also includes the number of occupied and vacant homes.

The U.S. Census Bureau classifies housing units as a house, apartment, mobile home or trailer, a group of rooms, or a single room occupied as separate living quarters, or if vacant, intended for occupancy as separate living quarters. Separate living quarters are those in which the occupants live separately from any other individuals in the building and which have direct access from outside the building or through a common hall.

Table 1-8  
Housing Supply, Occupancy and Tenure,  
Town of Lebanon, 2000-2010

	<b>Town of Lebanon</b>					
	2000	Percent of Total	2010	Percent of Total	# Change 2000-10	% Change 2000-10
Total housing units	631	-	686	-	55	8.7
Occupied housing units	610	97.0	653	95.1	43	7.0
- Owner-occupied	516	85.0	555	85.0	39	7.5
- Renter-occupied	94	15.0	98	15.0	4	4.2
Vacant housing units	21	3.0	33	4.8	12	57.1
- Seasonal units	4	19.0	3	9.0	(1)	(0.25)

Source: U.S. Bureau of the Census, 2000 and 2010.

In 2010, the Town of Lebanon had 686 housing units, a 8.7 percent increase from 2000. In 2010, approximately 95.1 percent of the community's housing units were occupied. Of this figure,

approximately 85 percent were occupied by owners and 15 percent were occupied by individuals renting the housing unit. Vacant units accounted for 4.8 percent of the total housing supply in 2010. This is an increase compared to 2000, when 3.0 percent were vacant. In 2010, 9.0 percent of the vacant housing units within the Town were for seasonal, recreational, or occasional use.

### **Average Household Size**

The average size of households have decreased from years ago, families are having fewer children than the large traditional families. In 2000, the average household size in the Town of Lebanon was 2.73, whereas the 2010 average household size in the Town was 2.54. In 2010, the Town of Lebanon had a higher average household size than Dodge County (2.44 persons).

### **Housing Unit Projections**

Housing unit projections are an important element in preparing the comprehensive plan for a community. Specifically, they are used as a guide to estimate required acreage to accommodate future residential development, as well as prepare for future demands growth may have on public facilities and services throughout the planning period. Similar to population projections, it is important to note that housing projections are based on past and current trends, and therefore should only be used as a guide for planning.

Please refer to section 2.3 for housing unit projections.

## **1.6 Employment Characteristics**

Employment by industry within an area illustrates the structure of the economy. Historically, Dodge County has had a high concentration of employment in the manufacturing and agricultural sectors of the economy. Recent state and national trends indicate a decreasing concentration of employment in the manufacturing sector while employment within the services sector is increasing. This trend is partly attributed to the aging of the population.

Table 1-9 displays the number and percent of employed persons by industry group in the Town of Lebanon as reported by the US Census Bureau, 2007 – 2011 American Community Survey. The American Community Survey information is a sample of the Town and is subject to sampling variability. However, the survey provides the most recent data available and provides necessary background information.

Table 1-9  
Employment by Industrial Sector,  
Town of Lebanon

Industry	Town of Lebanon	
	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	79	9.5
Construction	64	7.7
Manufacturing	167	20.0
Wholesale trade	41	4.9
Retail trade	92	11.0
Transportation and warehousing, and utilities	37	4.4
Information	9	1.0
Finance, insurance, real estate, and rental and leasing	38	4.6
Professional, scientific, management, administrative, and waste management services	34	4.1
Educational services, health care, and social assistance	159	19.1
Arts, entertainment, recreation, accommodation, and food services	52	6.3
Other services (except public administration)	32	3.9
Public administration	27	3.2
<b>Total</b>	<b>831</b>	<b>99.7%</b>

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

Source: U.S. Census Bureau, 2007-2011 American Community Survey

Similar to Dodge County and the State of Wisconsin, the Town of Lebanon has a high number of residents in the manufacturing sector. The manufacturing sector supplies the most jobs in the Town, accounting for 20 percent. The second highest employment sector is the education services, health care, and social assistance sector, which provides 19.1 percent of the jobs in the Town. The retail trade sector also employs a significant number of people (11.0 percent)

## 1.7 Employment Forecast

An important feature of determining the economic health and future of Dodge County and its communities is to determine the amounts and types of jobs currently available as well as to make predictions. Dodge County has unique economic features as well as similarities to the region in which it is located. The county not only has ties locally, but statewide and nationwide. Trends that occur in the United States or internationally will affect the State of Wisconsin and the Town of Lebanon.

In April of 2011, the Wisconsin Department of Workforce Development (WDWD) released a report titled *South Central Wisconsin Workforce Development Area Industry Employment Projections, 2008-2018*. The report covers employment projections for 15 industry sectors in Columbia, Dane, Dodge, Jefferson, Marquette and Sauk counties. This report can be used to project employment growth in certain industry sectors for the Town of Lebanon.

Overall, the number of jobs in South Central Wisconsin is expected to grow by 17,260 or 3.9 percent. Most sectors of the manufacturing industry are expected to decline in employment. Only employment in food manufacturing is projected to increase, but only by 0.1 percent. The sectors with the highest projected highest growth are Hospitals (12.6%) and Education and Health Services (12.3%). Other growth industries include Information/Professional Services/Other Services (7.3%) and Leisure and Hospitality (5.9%).

## 1.8 Issues and Opportunities Trends

Identified below are some of the population and demographic trends that can be anticipated over the next 10 to 20 years in the Town of Lebanon:

- ◆ The Town of Lebanon's population is projected to raise steadily according to the population projections, adding another 255 people by 2030;
- ◆ The number of births will continue to support the rise in population, and deaths will rise due to the aging baby boomers generation;
- ◆ School attainment percentages will gradually change, with more of the population attaining education beyond high school;
- ◆ The 65-plus population will grow dramatically as the baby boomers age.

## 1.9 Issues and Opportunities Goals and Objectives

Wisconsin Statutes 66.1001 requires a statement of overall goals and objectives of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. The following are the goals and objectives developed by the Town of Lebanon with regard to the Issues and Opportunities element.

***Goal: Maintain and preserve the town's rural atmosphere, natural resources and open spaces, and protect the town's overall sense of community.***

***Goal: Achieve a balance between the appropriate land use regulation and the rights of the property owners focusing on the best interests of the town as a whole.***

### ***Objectives***

1. Preserve the Town's rural areas by encouraging residential development in areas served by public sanitary sewer.



2. Utilize the town's comprehensive plan as a tool to guide future development and guide town decision making.
3. Continue to provide opportunities for citizen participation throughout all stages of plan and ordinance development, amendments, and implementation.
4. Encourage citizen participation and input in the decision-making process for new developments and Town services.
5. Continue to support the Wisconsin Towns Association and be active in local, district, and state meetings.

## 1.10 Issues and Opportunities Policies and Recommendations

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

### ***Policies***

1. The comprehensive plan shall be utilized as a tool to guide Town decision-making.
2. Review of the comprehensive plan will be done in committee format with public involvement including citizens, landowners, town officials and staff to evaluate the plan in an un-biased manner.
3. All future town policies, ordinances, programs, and actions will be developed and implemented in a manner that is consistent with the comprehensive plan.
4. The Town should continue to utilize and update the Town's web site to inform residents about local events, plans, regulations, and general information.

### ***Recommendations***

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

1. Create a system to review potential grant and loan programs available to the Town, such a system would help the Town obtain its Comprehensive Plan goals.
2. Develop creative opportunities for increased public involvement in town government through means such as special public meetings, informational flyers, newsletters, and web-site announcements.
3. Create a town newsletter and maintain the web site to announce town meetings, activities, development projects, programs, and issues.

## 1.11 Issues and Opportunities Programs

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

### Wisconsin Department of Administration, Demographic Services Center

The Demographic Services Center primary responsibility is to develop annual total population estimates for all Wisconsin Cities, villages, and cities. It also makes annual estimates of the voting age population for all municipalities and total population estimates for Zip Code Areas. In addition, the Demographic Services Center develops population projections by age and sex for the counties, population projections of total population for all municipalities, and estimates of total housing units and households for all counties. For further information on the Service Center contact the WDOA or visit its web-site at [www.doa.state.wi.us](http://www.doa.state.wi.us).

### Wisconsin Department of Administration, Division of Intergovernmental Relations

The Division of Intergovernmental Relations coordinates and provides information with regard to Wisconsin's comprehensive planning statute. Their website contains a variety of information for developing the elements of comprehensive plans and links to a variety of other sources of information for comprehensive planning. For further information on the division and their programs contact the WDOA or visit their web-site at [www.doa.state.wi.us](http://www.doa.state.wi.us).

## 2.0 Housing

### 2.1 Introduction

Housing is very important for Wisconsin and its communities. Housing costs are the single largest expenditure for most Wisconsin residents. For homeowners, their home is likely their most valuable asset and largest investment. Housing also plays a critical role in state and local economies. The housing in a community may be its largest asset. The construction industry and other occupations that support housing are a major portion of the economy. Residential development is also a major source of revenue for local communities in the form of property taxes. Beyond the financial aspects of housing, there are also social effects that are not so easily measured. People develop a sense a pride in their homes, which in turn creates a sense of community and a likely increase in participation in community activities.

Wisconsin's comprehensive planning law requires that a comprehensive plan include a housing element. The comprehensive planning process necessitates that each community analyze the impact of the local, state, and federal policies and regulations on the development of various types of housing. The analysis is intended to take into account the current and projected housing needs in the community. The analysis should result in policies that provide opportunities for the development of the types and amounts of housing expected to be needed for the next 20 years and beyond.

### 2.2 Housing Characteristics

#### **Housing Supply**

The U.S. Census Bureau classifies housing units as a house, apartment, mobile home or trailer, a group of rooms, or a single room occupied as separate living quarters, or if vacant, intended for occupancy as separate living quarters. Separate living quarters are those in which the occupants live separately from any other individuals in the building and which have direct access from outside the building or through a common hall.

Table 2-1 displays the number of housing units found in the Town of Lebanon for 2000 and 2010. The table also includes the number of occupied and vacant homes.

Table 2-1  
Housing Supply, Occupancy and Tenure,  
Town of Lebanon, 2000-2010

<b>Town of Lebanon</b>							
		Percent of		Percent of		# Change	
	2000	Total	2010	Total	2000-10	% Change	
Total housing units	631	-	686	-	55	8.7	
Occupied housing units	610	97.0	653	95.1	43	7.0	
- Owner-occupied	516	85.0	555	85.0	39	7.5	
- Renter-occupied	94	15.0	98	15.0	4	4.2	
Vacant housing units	21	3.0	33	4.8	12	57.1	
- Seasonal units	4	19.0	3	9.0	(1)	(0.25)	

Source: U.S. Bureau of the Census, 2000 and 2010.

In 2010, the Town of Lebanon had 686 housing units, an 8.7 percent increase from 2000. In 2010, approximately 95.1 percent of the community's housing units were occupied. Of this figure, approximately 85 percent were occupied by owners and 15 percent were occupied by individuals renting the housing unit. Vacant units accounted for 4.8 percent of the total housing supply in 2010. In 2000, 19 percent of the vacant housing units within the Town were for seasonal use. Whereas in 2010, seasonal units accounted for 9.0 percent of the total vacant housing units.

### Units in Structure

Table 2-2 displays the most recent number of units within structure for the Town of Lebanon as reported by the US Census Bureau, 2007 – 2011 American Community Survey. The American Community Survey information is a sample of the Town and is subject to sampling variability. However, the survey provides the most recent data available and provides necessary background information.

Detached housing units are defined as one-unit structures detached from any other house, with open space on four sides. Structures are considered detached even if they have an attached garage or contain a business unit.

Table 2-2  
Units in Structure, Town of Lebanon

	T. of Lebanon	
	Number	% of Total
1-unit detached	498	75.0
1-unit attached	7	1.0
2 units	29	4.3
3 or 4 units	9	1.3
5 to 9 units	0	0
10 to 19 units	0	0
20 or more	0	0
Mobile home	123	18.5
Boat, RV, van, etc.	0	0
Total	666	100.1%

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

Source: U.S. Census Bureau, 2007-2011 American Community Survey

The majority of the housing structures in the Town of Lebanon are a one-unit detached structure, making up 75 percent of all housing structures. Mobile home structures come in a distant second at 18.5.0 percent. For Dodge County as a whole, 70.5 percent of the total housing units are 1-unit detached.

### Age of Housing Units

An examination of the age of the community's housing stock will provide an indication of its overall condition. The age of the housing stock is an important element to be analyzed when planning for a future housing supply. If there is a significant amount of older housing units within the housing supply they will most likely need to be replaced, rehabilitated, or abandoned for new development within the planning period. Allowing for a newer housing supply also requires planning regarding infrastructure, land availability, community utilities, transportation routes, and a variety of other things which are affected by new housing development.

Table 2-3 displays the most recent information for the year structures were built in the Town of Lebanon as reported by the US Census Bureau, 2007 – 2011 American Community Survey. The American Community Survey information is a sample of the Town and is subject to sampling variability. However, the survey provides the most recent data available and provides necessary background information.

Table 2-3  
Year Structures Built, Town of Lebanon

	Town of Lebanon	
	Number	% of Total
Built 2005 or later	9	1.3
Built 2000 to 2004	50	7.5
Built 1990 to 1999	107	16.0
Built 1980 to 1989	56	8.4
Built 1970 to 1979	158	24.0
Built 1960 to 1969	22	3.3
Built 1950 to 1959	21	3.1
Built 1940 to 1949	0	0
Built 1939 or earlier	243	36.5
<b>Total</b>	<b>666</b>	<b>100.1</b>

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

Source: U.S. Census Bureau, 2007-2011 American Community Survey

The greatest percentage of the Town of Lebanon’s existing housing units were built in 1939 or earlier, 36.5 percent. Taking into account the area’s settlement history, it is not surprising that the greatest percentage of the existing housing units in the Town were built prior to 1940. The second largest time frame is 1970-1979, with 24 percent of the total.

### **Housing Value**

Housing costs are typically the single largest expenditure for individuals. It is therefore assumed that a home is the single most valuable asset for homeowners. While many people in Wisconsin enjoy a good housing situation, many are struggling. According to the State of Wisconsin’s *2000 Consolidated Plan: For the State’s Housing and Community Development Needs*, households in the low-income range have great difficulty finding adequate housing within their means that can accommodate their needs. A lack of affordable housing not only affects these individuals, but also has effects on population and migration patterns, economic development, and the local tax base.

Table 2-4 displays the most recent information for housing values of owner-occupied units for the Town of Lebanon as reported by the US Census Bureau, 2007 – 2011 American Community Survey. The American Community Survey information is a sample of the Town and is subject to sampling variability. However, the survey provides the most recent data available and provides necessary background information. A housing unit is owner-occupied if the owner or co-owner lives in the unit even if it is mortgaged or not fully paid for. The U.S. Bureau of the Census determines value by the respondent’s estimate of how much the property (house and lot, mobile home and lot, or condominium unit) would sell for if it were for sale.

Table 2-4  
Housing Value for Specified Owner-Occupied Units,  
Town of Lebanon

	Town of Lebanon	
	Number	% of Total
Less than \$50,000	39	7.0
\$50,000 to \$99,999	94	16.7
\$100,000 to \$149,999	54	9.6
\$150,000 to \$199,999	66	11.7
\$200,000 to \$299,999	151	27.0
\$300,000 to \$499,999	91	16.2
\$500,000 to \$999,999	66	11.7
\$1,000,000 or more	0	0
<b>Total</b>	<b>561</b>	<b>99.9%</b>
<b>Median value</b>	<b>\$220,800</b>	

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

Source: U.S. Census Bureau, 2007-2011 American Community Survey

The Town has a large percentage (27.0 percent) of homes that are valued at \$200,000 to \$299,999; this is further shown by the median home value of \$220,800. The Town's median value is quite a bit higher than the Dodge County median value of \$157,400. Approximately 16.7 percent of the owner-occupied housing units in the Town of Lebanon are valued at \$50,000 to \$99,999, which is higher than the Dodge County percentage of 11.9 percent. Also, the Town has a large percentage (16.2 percent) of homes valued at \$300,000 to \$999,999.

### 2.3 Housing Unit Projections

Housing unit projections are an important element in preparing the comprehensive plan for a community. Specifically, they are used as a guide to estimate required acreage to accommodate future residential development, as well as to prepare for future demands growth may have on public facilities and services throughout the planning period. Similar to population projections, it is important to note that housing projections are based on past and current trends, and therefore should only be used as a guide for planning.

#### **Housing Unit Projection**

In 2005, the Wisconsin Department of Administration developed housing unit projections for communities throughout Wisconsin. The housing unit projections were developed with known population data and population projections. The housing unit projections are intended to be used as a guide to future housing needs in the community. Table 2-5 displays the projections from 2010 through 2030.

Table 2-5  
Housing Unit Projection, Town of Lebanon, 2010-2030

2010 Housing Units (Census)	2015	2020	2025	2030	Percent Change 2010-2030	Total New Units 2010-2030
686	704	731	755	773	12.6	87

Source: Wisconsin Department of Administration, Demographics Services Center, Household Projections for Wisconsin Municipalities: 2005-2030

According to the housing unit projections, the Town of Lebanon will have 87 new housing units by 2030, a 12.6 percent increase in housing units from 2010 to 2030. The challenge for the Town will be to determine where these new 87 housing units will be built and at what density.

## 2.4 Housing for All Income Levels

Traditionally, most towns, villages and small cities have a high percentage of single-family homes, with few other housing types available. Larger communities generally can support and provide a greater variety of housing types, particularly for different income levels. Every community in Dodge County should assess if the cost of housing in the community matches the ability of residents to pay for it. This is the fundamental question to answer when determining housing affordability and the ability to provide a variety of housing types for various income levels.

Although there are many ways to answer this question, the Department of Housing and Urban Development (HUD) offers a common technique, which involves comparing income to housing costs. According to HUD, housing is considered affordable when it costs no more than 30% of total household income (including utilities). Per HUD standards, people should have the choice of having decent and safe housing for no more than 30% of their household income.

The Town of Lebanon has and will continue to provide a variety of housing types that support all income levels. The Town has also recognized that the aging of the population will require a variety of housing types to allow current residents to remain in the community. Housing in the Town will continue to include single family homes, duplexes, multi-family units, and mobile homes; which should accommodate all Town residents. If a Town resident cannot find adequate housing in the Town, the City of Watertown is near to the Town and has a variety of housing options. Refer to the Future Land Use Map and associated text for further information on the Town's plans for accommodating housing for all income levels in the community.

## 2.5 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. Many of these issues are already 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 has been long-time residents, where there is a desire for these residents to remain in the area during their retirement years.

The age structure of Dodge County and the Town of Lebanon is shifting to older age groups. For the Town of Lebanon the majority of the population was in the 45 to 54 age group followed by the 65 and older age group in 2010. It is anticipated that there will be a shift for the 45 to 54 age group to the next age group in the near future, requiring the community to further assess its ability of providing housing for all age groups and persons with special needs. Due to the aging population it is anticipated that there will be a need for more specialized living facilities in the future. Overall, the Town intends on providing housing for all age groups by providing a variety of housing types.

## 2.6 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. The community needs to ensure there is an adequate supply of land that is planned or zoned for housing at higher density or for multi-family housing should demand warrant the need for such housing in the future. The community should also use this plan in coordination with developed goals, objectives, and policies to promote the availability of such housing if a need is present.

## 2.7 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 while not sacrificing land to development. Over the course of the planning period, the Town should continually monitor local housing stock characteristics including, but not limited to, price, aesthetics, safety, cleanliness, and overall suitability with community character. The monitoring process will become important to ensure that steps are taken to preserve the current housing supply before allowing for new development, which has far greater impacts on community resources.

## 2.8 Housing Trends

There were a number of changes in the State of Wisconsin, Dodge County, and the Town of Lebanon with regard to housing from 2000 to 2010. Housing trends that need to be considered as part of the planning process are identified below:

- ◆ Increased need to remodel and rehabilitate the older housing stock in the town;
- ◆ Increased demand to build housing in rural areas;
- ◆ Highway improvements will make commuting easier and increase rural development pressures;
- ◆ Demographic trends and an aging population will increase the need for more choices relative to elderly housing such as assisted living facilities, nursing homes, and condominiums.

## 2.9 Housing Goals and Objectives

Wisconsin Statutes 66.1001 requires a statement of overall goals and objectives of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. The following are the goals and objectives developed by the Town of Lebanon with regard to the Housing element.

***Goal: Provide for planned and orderly housing development.***

***Goal: Encourage housing opportunities for current and future residents of the town.***

### ***Objectives***

1. Promote single-family homes as the preferred type of housing supply in the town.
2. Encourage the use of cluster design for rural residential development in those rural areas suitable for limited residential development to minimize impacts on agricultural and natural areas.
3. Encourage subdivision design without cul-de-sacs.
4. Encourage rehabilitation and proper maintenance of older homes.
5. Discourage residential development on prime agricultural lands or near existing farmsteads.
6. Encourage residential development within areas served by public sanitary sewer.

## 2.10 Housing Policies and Recommendations

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

### ***Policies***

1. New housing in rural areas should be placed on the landscape in a fashion that reduces the impacts to natural vegetation, preserves quality farmland, reduces farmland fragmentation, preserves drainage patterns, and does not block potential road extensions.
2. Major subdivisions and multi-family residential developments should be limited to designated areas on the Comprehensive Plan’s Future Land Use Map.
3. The Town will encourage the conservation of land by promoting the use of Conservation Design subdivisions.
4. Residential in-fill development shall be given priority over the development of areas currently not occupied by residential structures.
5. Residential development should be pursued on lands adjacent to existing developed areas.
6. The Town should promote affordable housing to attract young families with children.
7. The Town should review the potential impact of new residential developments to ensure adequate services can be provided to the development.

8. New residential developments shall provide adequate public amenities (such as open spaces, streetscape features and amenities, sidewalks, terraces, street lights, signage, etc) that contribute to the positive character of the neighborhood.

### ***Recommendations***

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

1. Work with Dodge County to notify town residents of the Dodge County Housing Rehabilitation Program, which provides zero percent interest loans for home improvements for low and moderate income persons.

## 2.11 Housing Programs

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

### Community Development Block Grant (CDBG) – Housing Program

The Wisconsin Community Development Block Grant (CDBG) program for housing, administered by the Wisconsin Department of Administration, provides grants to general purpose units of local government for housing programs which principally benefit low- and moderate-income (LMI) households. The CDBG program is a federally funded program through the Department of Housing and Urban Development's Small Cities CDBG Program. CDBG funds can be used for various housing and neighborhood revitalization activities including housing rehabilitation, acquisition, relocation, demolition of dilapidated structures, and handicap accessibility improvements. For more information on this program contact the Dodge County Land Resources and Parks Department.

### Wisconsin Housing and Economic Development Authority (WHEDA)

The Wisconsin Housing and Economic Development Authority serves Wisconsin residents and communities by working with others to provide creative financing resources and information to stimulate and preserve affordable housing, small business, and agribusiness. Visit the web-page at [www.wheda.com](http://www.wheda.com) for further information.

### Community Options Program (COP)

Community Options helps people who need long term care to stay in their own homes and communities. Its purpose is to provide cost-effective alternatives to expensive care in institutions and nursing homes. Elderly people and people with serious long-term disabilities receive funds and assistance to find services they are not able to get through other programs. Contact the Wisconsin Department of Health and Family Services for further information.

### Local Housing Organization Grants (LHOG)

LHOGs enable community-based organizations and public housing authorities to provide affordable housing opportunities. The program is funded from state general purpose revenue funds. It is administered by the Wisconsin Division of Housing and Intergovernmental Relations (DHIR) and is distributed statewide in response to RFPs on a competitive basis.

### Habitat for Humanity

The goal of this program is to eliminate inadequate housing and poverty housing throughout the world. Local affiliates, including dozens in Wisconsin, are responsible for raising funds, recruiting volunteers, identifying project sites, and constructing owner-occupied housing for the benefit of participating low-income families. Visit [www.habitat.org](http://www.habitat.org).

### Wisconsin Home Energy Assistance Program (WHEAP)

The Wisconsin Division of Energy Services oversees the Wisconsin's Home Energy Assistance Program (WHEAP). Households with gross income at or below the 60 percent of the state's median income may be eligible for assistance. Visit the web-site for further information, <http://www.homeenergyplus.wi.gov/>.

### Historic Home Owner's Tax Credits

A 25% Wisconsin investment tax credit is available for people who rehabilitate historic non-income producing, personal residences, and who apply for and receive project approval before beginning physical work on their projects. For more information contact the Wisconsin Historical Society.

# 3.0 Transportation

## 3.1 Introduction

The transportation system which serves the Town of Lebanon provides for the transport of goods and people into, out of, and within the community. A community relies on its transportation system daily to transport people and goods effectively and efficiently. It should also have the ability to link the community to neighboring communities and beyond. Additionally, the system should be able to accommodate a variety of transportation modes.

Roads and highways account for the majority of a transportation system and are probably the most common paths, however, are not the only component. Therefore rail lines, waterways, airways, and trails are all additional opportunities that contribute to the entire transportation system. Taken together, these individual transportation options create a community's transportation system.

## 3.2 Transportation Programs

### **PASER Program**

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

### **Dodge County Capital Improvement Program**

Dodge County annually updates a Capital Improvement Program. The program prioritizes the allocation of financial resources for various projects over a five year time frame. No projects are planned for the Town of Lebanon at this time.

### **Town of Lebanon Land Division Ordinance**

This ordinance regulates the division of land within the Town. It also provides standards for the construction of new roads such as road width and grade requirements. Under the Town's Land Division Ordinance roads within Lebanon are classified and have a recommended design standard. The Town of Lebanon has ranging pavement widths for the new construction of the roads. Additional road construction standards are included within the ordinance.

## 3.3 State and Regional Transportation Plans

State and regional transportation plans that affect the Town of Lebanon are the responsibility of the Wisconsin Department of Transportation. The DOT has highway improvement plans for each county in the state. The 2012 – 2015 State Transportation Improvement Plan does not

indicate any highway improvement projects for the Town of Lebanon. Dodge County is not served by a Regional Planning Commission.

### 3.4 Functional Classification of Highways

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

#### **Local Streets**

Local roads primarily provide access to adjacent properties and only secondarily provide for the movement of vehicular traffic. Since access is their primary function, through traffic should be discouraged. Traffic volume is expected to be light and should not interfere with the access function of these streets. Morningside Road is an example of a local road in the Town.

#### **Collector Streets**

Collector roads and highways carry vehicular traffic into and out of residential neighborhoods, commercial and industrial areas. These roads gather traffic from the local streets and funnel it to arterial roads. Access to adjacent properties is a secondary function of collector roads. Collector roads are further divided into major or minor collectors depending on the amount of traffic they carry. County Highway R is an example of a major collector and County Highway MM is an example of a minor collector.

#### **Arterial Highways**

Arterial highways serve primarily to move through traffic. Traffic volumes are generally heavy and traffic speeds are generally high. Arterial highways are further divided into principal or minor arterials depending on the traffic volume and the amount of access provided. There are no principal or minor arterial highways in the Town.

### 3.5 Traffic Safety

Traffic safety and efficiency in the Town can be improved by discouraging the creation of new parcels that require access to arterial or collector roadways. Access could be allowed onto local roads, where sight distance is not limited. This practice restricts the access points to these roads, thereby reducing accident potential and the need to reduce speed limits to improve safety. New parcels should be encouraged only where access can be provided by an existing local road or where a new local road will be constructed by the subdivider.

Traffic safety at particular intersections or areas can be a concern within the Town of Lebanon. The accident listings from the Dodge County Sheriffs office can be utilized to identify high accident areas. Proper action should then be taken to increase safety at those high accident areas.

### 3.6 Traffic Volumes

Traffic volume is also an important consideration for land use planning. The volume of traffic on a particular roadway and the associated noise, fumes, safety level, and other such concerns are considerations that need to be addressed in deciding how land should be used. Traffic volumes vary considerably on the different roadways within the Town. CTH R, being a major thoroughfare in the Town had an average annual daily traffic (AADT) count of 1,800 in 2008, whereas CTH MM has an average daily count of 490 vehicles.

Map 3-1 displays the average daily traffic volume of major traffic corridors within the Town.

### 3.7 Road and Highway Standards

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

TABLE 3-1  
Dodge County Minimum Street Design Standards

Street Type	Right-of-Way Minimum Width	Minimum Pavement Width
<b>Arterial or Highway</b>	120 feet	Dual 24 feet, two 5-foot outside shoulders, 4-foot inside shoulders (20-foot median)
<b>Collector</b>	80 feet	24 feet, two 5-foot outside shoulders
<b>Minor (local)</b>	66 feet	24 feet, two 4-foot outside shoulders

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

TABLE 3-2  
State of Wisconsin Minimum Street Design Standards

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

The Town of Lebanon’s minimum street design standards for local roads (town roads), shown below in Table 3-3, are set forth in the Design Standards of the Town’s Land Division Ordinance.

TABLE 3-3  
Town of Lebanon’s Minimum Street Design Standards

Street Type	Right-of-Way Minimum Width	Minimum Pavement Width
<b>Local (Town Roads)</b>	66 feet	24 feet, two 3-foot outside shoulders (unless curb & gutter is required)

### 3.8 Road Deficiencies

The Town of Lebanon used the PASER program to evaluate which roads are in need of repairs in the Town. The roadways in the Town were given a number between 1 to 10, with 1 needing the most repairs and 10 being a new road. Each number rating has specific criteria the road must meet to be assigned that rating. Roads with a rating of 1 to 4 are in need of major repairs and reconstruction, compared to roads rated 5 or higher. Below is a list of roads in the Town that qualify for ratings 1 through 4.

Roads assigned a rating of 1 are roads in that have failed and have severe loss of surface integrity. There are no road sections that have been assigned a rating of 1 in the Town of Lebanon.

Deteriorated roads that are in need of being reconstructed are assigned a rating of 2. There are no road sections that have been assigned a rating of 2 in the Town of Lebanon.

Roads that are rated as a 3 will need structural improvements. The following are roads with segments that were rated 3 in the Town:

- ♦ Evergreen Road
- ♦ Morningside Road
- ♦ Thrush Road

Roads that receive the rating of 4 are showing signs of needing strengthening. The following are roads with segments that were rated 4 in the Town:

- ♦ Crawfish Road
- ♦ Monroe Road
- ♦ Wren Road
- ♦ Hoard Road
- ♦ Randall Road
- ♦ Kildeer Road
- ♦ Scofield Road

The following are gravel roads that were rated 4 in the Town:

- ♦ Braasch Road
- ♦ Kohler Road
- ♦ Robin Road
- ♦ Deer Road
- ♦ Lannon Road
- ♦ Swift Road
- ♦ Fargo Road
- ♦ Phillip Road
- ♦ Venus Road
- ♦ Hoard Road
- ♦ Redwing Road



## **Substandard Roadways**

Town road and County highway standards are designed to require that roadways be constructed to minimum standards that will provide adequate levels of service based on current transportation needs. The level of service needed on a particular type of road is based on the amount of traffic the road receives as well as other issues. However, many of the existing Town roads and County highways were developed at an earlier time when the levels of service requirements were not as great as today. As a result many roadways within the Town have some form of deficiency when compared to the State of Wisconsin's minimum street design standards.

One standard that is used to identify deficiencies is right-of-way width. The Wisconsin State Statutes list minimum right-of-way widths of 49.5 feet for local roads, and 66 feet for collector roads. Where it is practical, acquisition of additional right-of-way should be done. It should be noted that it may not always be practical or desirable to attempt to widen the right-of-way of some of the substandard roadways within the Town. All new roads and highways should be required to meet current right-of-way width standards before they are accepted by the Town.

Another standard that can be easily used to identify deficiencies in roadways is pavement width. The Wisconsin State Statutes establish minimum pavement widths of 16 feet for local roads, and 22 feet for collector roads. Where it is practical, road pavement should be widened to the required standard as they are reconstructed. However, it may not be practical or desirable to widen the pavement on all of the roadways. Likewise, the damage done to existing developed areas by widening the pavement would destroy the character of the area. Furthermore, all new Town Roads and County Highways should be required to meet the current minimum pavement width before they are accepted by the Town.

Shoulder width is a third standard used for identifying roadway deficiencies. The Wisconsin State Statutes list minimum shoulder widths of two 4-foot outside shoulders for local roads and collector roads. Road shoulders should be widened to the required standard as they are reconstructed when it is a practical option. However, it may not be practical or desirable to widen the shoulder area on all of the roadways. Likewise, the damage done to existing developed areas by widening the shoulders of the existing road would destroy the character of the area. It should be required that all new Town Roads and County Highways meet the current minimum shoulder width before they are accepted by the Town.

### **3.9 The Transportation System**

The transportation system which serves the Town of Lebanon provides for the transport of goods and people into, out of, and within the community. Many elements of the system are not located in the Town itself. While the Town has little direct influence on transportation links outside its boundaries, it may be in its best interest to influence the improvement of these links to better serve the residents of the Town of Lebanon. The transportation system operates in the air and on land and water. Land based transport includes pedestrian, bicycles, and rail as well as highway.

## **Seaports**

Water born transport of goods is efficient, but the Town does not have a waterway suitable for commercial transportation. The nearest international seaport is the Port of Milwaukee, approximately 50 miles from the Town of Lebanon.

## **Airports**

Air transportation for both goods and people is very fast. Its use is substantial and increasing. Convenient access to at least a general airport is critical to many businesses. The nearest general airport is the Dodge County Airport, located about 10 miles from the Town. The Dane County Regional Airport in Madison provides commercial aviation services. It is approximately 40 miles southwest of the Town. General Mitchell Field in Milwaukee also offers commercial airline service, but is also an international airport. It is located about 50 miles southeast of the Town.

## **Railroads**

Rail transportation is an efficient and inexpensive method of transporting goods long distances. Many manufacturers favor railroad access for their plants. The Union Pacific Railroad line runs in a northwest-southeast direction through the Town. There is one rail siding in the Town, it serves the Universal Cooperative facility in unincorporated area of Lebanon. Most of the rail corridor extends through agricultural areas. There are large areas of land along the railroad that may be suitable for industrial or heavy commercial development.

A number of at-grade railroad crossings interrupt traffic on roads in the Town. The most important of these is the crossing at CTH R. Map 3-1, shows the location of the railroad line in the Town.

## **Trucking**

Trucking on the highway system is the preferred method of transporting freight, particularly for short hauls. Several trucking companies are located in the area.

## **Public Transit**

There is no public transportation service in the Town of Lebanon.

## **Bicycles**

Bicycle traffic is quite limited in the Town. Shoulder areas on Town roads are usually narrow and unpaved making bicycle travel difficult. County highways in the Town tend to have wider shoulders, but traffic levels on these roads make bicycle traffic unsafe or undesirable. The Wild Goose State Trail is approximately 4 miles northwest of the Town and is the closest bicycle transportation facility in Dodge County. The Town of Lebanon could also designate bike routes throughout the Town on lightly traveled roads. Once designated, shoulder areas on these roads could be widened as the roads are periodically reconstructed.

The *Dodge County Bike and Pedestrian Plan* was designed to promote and improve conditions for bicycling and walking throughout Dodge County. The intention of the Bike and Pedestrian Plan is to increase transportation safety for pedestrians, bicyclists, and motorists. Infrastructure improvements such as designated bikeways, bike lanes, paved shoulders, improved crosswalks, and traffic and informational signs are among the type of facilities being recommended to improve conditions for bicyclists, walkers, and motorists alike.

There are various roads in the Town of Lebanon that are identified as potential bike routes, see the *Dodge County Bike and Pedestrian Plan* for specific bike route recommendations.

### **Pedestrian Transportation**

No pedestrian trail system exists in the Town. The dispersed nature of the Town prohibits the development of an effective pedestrian transportation system. However, the *Dodge County Bike and Pedestrian Plan* does suggest pedestrian friendly design standards for creating a walkable Dodge County.

### **Transportation for the Disabled**

The Dodge County Human Services Department provides transportation for the disabled in the Town. This department has volunteer drivers who use their own cars, as well as county employed drivers in county owned wheelchair accessible vans that provide transportation for the disabled. These drivers also provide transportation to people who are unable to drive due to a medical condition, are in nursing homes, or receive W-2.

## 3.10 Highway Access Management

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

The Wisconsin Department of Transportation and the Dodge County Highway Department regulate access to county, state and US highways around the Town. Access to local roads is controlled by the Town.

## 3.11 Coordination with Existing Transportation Plans

The Town has reviewed applicable state, regional, county, and local plans regarding transportation. This plan is currently consistent with existing transportation plans. As the

Town's transportation system changes over time and as new transportation plans are created, the Town should periodically review its comprehensive plan for continued consistency.

### 3.12 Incorporation of State, Regional, and Other Transportation Plans

All applicable state, regional, county and local transportation plans have been incorporated in the development of the Town of Lebanon Comprehensive Plan.

### 3.13 Transportation Trends

The future transportation system will be affected by a number of factors including demographics, the economy, and overall development patterns. The following are anticipated trends that can affect the transportation system in the Town over the planning period:

- ◆ Reduced funding for transportation projects is anticipated due to county, state, and federal budget constraints;
- ◆ As vehicle ownership continues to increase and trips become longer, congestion on major roadways is anticipated to increase;
- ◆ There will be continued demand for quality trucking routes as manufacturing continues to be a major sector of the economy;
- ◆ Routes through the Town that lead to the City of Watertown are likely to continue to grow in traffic volume;
- ◆ Conflicts between automobiles and slower farm equipment are likely to increase.

### 3.14 Transportation Goals and Objectives

Wisconsin Statutes 66.1001 requires a statement of overall goals and objectives of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. The following are the goals and objectives developed by the Town of Lebanon with regarding transportation.

***Goal: A safe, well-maintained system of integrated roads and highways.***

***Goal: Restricted access to collector highways to protect traffic-carrying capacity.***

***Goal: Preserve and/or improve any through-Town road corridor.***

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

#### ***Objectives***

1. When reviewing development proposals, consider future road connections, setbacks, access points, and other traffic impacts that the proposal may have on the existing transportation network.

2. Implement and preserve access controls along all town roadways.
3. Maintain adequate town road standards and require developers to build any new town roads or access roads to those standards.
4. Ensure that major subdivision streets can connect to future streets on abutting properties wherever practical to do so.
5. Encourage the Wisconsin Department of Transportation to improve existing highways to include passing and turning lanes where appropriate and necessary.
6. Preserve and protect the corridors from encroachment that would limit the roadway's ability to carry traffic volumes in the future.
7. Deny inappropriate land division requests that would require unsafe additional access points to a highway.
8. Work with the County Highway Department to improve the highways under their responsibility.
9. Restrict new access points along major and minor collector highways.
10. Preserve and protect the Scofield Road, Poplar Grove Road, Morningside Road, Wiley Road and Davidson Road corridors from encroachment that would limit the roadway's ability to carry traffic volumes in the future.

### 3.15 Transportation Policies and Recommendations

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

#### *Policies*

1. Developers shall bear an equitable share of the costs for improvements and extensions to the existing transportation network.
2. The Town shall actively pursue all available funding, especially federal and state sources, for needed transportation improvements.
3. Proper ditch location, grading practices, and shape will be pursued to ensure road runoff is adequately given an outlet.
4. Bicycle and pedestrian safety needs should be considered when new roads are proposed, or when major roadway improvements are made by doing site reviews of these projects. Consider widening roadways to accommodate safe zones for bicycles and pedestrians.
5. When reviewing development proposals, the town may require the submittal of an area development plan in order to consider future road connections, setbacks, access points, and other traffic impacts that the proposal may have on the existing transportation network.
6. Dead end roads and cul-de-sacs should be avoided whenever possible.
7. Transportation issues that have effects on neighboring jurisdictions should be jointly discussed and evaluated with that jurisdiction and the Wisconsin Department of Transportation if necessary.

8. The construction and modification of driveways shall be reviewed to ensure adequate emergency vehicle access, to maintain safe travel on town roads, to maintain safe entrance onto town roads, and to prevent damage to town roads caused by drainage impacts.

### ***Recommendations***

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

1. Identify high accident areas within the Town and work with proper jurisdictions to improve the safety at those areas.
2. Utilize the PASER system to develop a Capital Improvement Plan that identifies funding for future transportation improvements, the plan should span five years and be annually updated after the annual PASER evaluation and completed transportation projects.

### 3.16 Transportation Programs

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

#### Local Roads Improvement Program (LRIP)

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

#### Pavement Surface Evaluation and Rating (PASER)

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

### Transportation Economic Assistance (TEA) Program

The Transportation Economic Assistance program provides 50% state grants to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the state. Grants of up to \$1 million are available for transportation improvements that are essential for an economic development project. It must be scheduled to begin within three years, have the local government's endorsement, and benefit the public. For more information about this program, contact the Wisconsin Department of Transportation, Division of Transportation Investment Management.

### Freight Railroad Programs

The Wisconsin Department of Transportation offers two programs to help preserve and improve Wisconsin's freight rail service: The Freight Railroad Preservation Program (FRPP) and the Freight Railroad Infrastructure Improvement Program (FRIIP). These programs provide local units of government, industries, and railroads with the assistance they need to preserve essential rail lines and encourage improvements to existing rail lines. Typical projects include track rehabilitation, spur construction, track acquisition and storage facility construction. For further information contact the Bureau of Railroads and Harbors of the WDOT.

### Incidental Improvements

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





# 4.0 Utilities and Community Facilities

## 4.1 Introduction

Addressing community service needs is becoming even more challenging for local governments. In this age of budget deficits and shrinking revenues, municipal governments are constantly looking for ways to provide needed and expected services with fewer resources. In order to facilitate wise decisions and policies, it is valuable to estimate the future utility and community facility needs of the community.

Not only do service provisions need to meet resident demands, the type and cost of community facilities and services affect property values and taxes, they contribute to many aspects of the quality of life within a community. Quality of life is further attributed to local features such as parks, schools, utilities, and protective services. These services require substantial investment supported by local tax bases or user fees. The level of service is generally influenced by the users’ ability or interest in paying for the service.

This element includes a summary of existing facilities and services and details future needs for services and facilities. Goals, objectives, policies, recommendations, and programs are also provided.

## 4.2 Administrative Facilities and Services

The Town Hall and administrative facilities are located at N 1738 County Highway R. The Town Board consists of three elected supervisors, elected clerk, and elected treasurer. All terms are for a two year period. The Town employs two people, a highway superintendent and a highway/park maintenance person.

### **Committees, Commissions, and Boards**

The Town of Lebanon has a Park Committee and a Plan Committee.

### **Public Buildings**

The Town of Lebanon also maintains a Town Garage on the corner of CTH O and CTH R. This facility is used for the storage of snowplows, as well as other miscellaneous items.

## 4.3 Protective Services

### **Police Services**

#### **Town of Lebanon Police**

The Town of Lebanon contracts jointly with the Town of Emmet to provide part-time police protection services. The Dodge County Sheriff’s Department provides additional police protection and patrols. Additional population growth may require the addition of full or part-time officers during the 20 year planning period.

## **Dodge County Sheriff**

The Dodge County Sheriff's Department serves as the primary law enforcement agency to many communities in the county and also operates the County Jail in Juneau. There are several major divisions of the department including the administration division, criminal investigation division, jail division, radio communications division, snowmobile patrol, and traffic division.

The Sheriff's Department provides 24-hour service to all communities in the county that do not have their own police department. The Sheriff also provides service to communities that do have their own department when requested. The radio communications division dispatches all squads and police personnel within the county with the exception of the City of Waupun, City of Watertown, and the City of Beaver Dam, who have their own full time personnel. In the absence of a dispatcher in the remaining communities, this division would provide the police dispatching services. In addition to the police dispatching, this division also dispatches emergency medical services and fire departments.

## **Fire Protection and Emergency Medical Services**

Fire and Rescue services are provided in and around the Town through its own Fire Department. The Town of Lebanon also has mutual aide agreements with several neighboring Towns, as well as fire protection service contracts with the Towns of Emmet, and Ashippun. Additionally, Lebanon has a fire service contract with the Wisconsin Department of Natural Resources to provide service to state owned lands in sections 34 and 35 of the Town. The department currently has a staff of 37 volunteer fire fighters. The Lebanon Fire Department is located within the Town Hall building. This building is anticipated to meet the needs of the department for the duration of this plan. The Town of Lebanon currently has six trucks in service. It also has the "jaws of life" for use in certain situations. The Town should also work with the fire department to improve storage space availability and should investigate the feasibility of providing exercise equipment.

Map 4-1 displays fire emergency and emergency medical service areas in Dodge County.

## **4.4 School Facilities**

There are four school districts in the Town of Lebanon; Hustisford School District, Neosho/Hartford High School District, Oconomowoc School District, and Watertown School District. Additionally, there is a private school in the Town, the Lebanon Lutheran School.

Map 4-2 shows the school district boundaries in Dodge County.

## **4.5 Quasi Public Facilities**

### **Libraries**

The nearest library is located in the City of Watertown.

## **Cemeteries**

Eight cemeteries are located in the Town of Lebanon. Three cemeteries are located adjacent to each other on a 6.4 acre parcel. The other five are small rural cemeteries such as the one located off CTH O in section 27 of the Town. Adequate space is available in these existing cemeteries.

## **Post Office**

Mail delivery services are provided by a post office located in the unincorporated area of Lebanon and surrounding post offices.

## **Civic Organizations and Other Clubs**

There are a variety of organizations and clubs in the Town of Lebanon, they include:

Lebanon Fire Department	Lebanon Sportsmen's Club	Lebanon Historical Society
Lebanon EMS	Sugar Island Sportsmen's Club	Lebanon Band
Lebanon Lions		Lebanon Luckies

Map 4-7 displays utilities and community facilities located in the Town.

### 4.6 Parks, Recreation, and Open Space

The Town of Lebanon operates its own park system, which consists of two parks located within the Town. Fireman's Park is a 17.0 acre park located in the northwest portion of the Town, along Highway "R". This park provides a variety of activities including picnicking, sports facilities, and playgrounds. Trechel Community Park is a 9.0 acre park located along the railroad corridor in the unincorporated Village of Lebanon. Facilities at this park include a nature trail, observation deck, a pond, and a shelter. Additionally, there are parks located at local elementary schools and provide Town residents with open play fields and playground equipment. Each school maintains their own recreational facilities.

Also, Dodge County's Harnischfeger Park is located along the Rock River in the southeast corner of the Town. The 132 acre county park contains a variety of terrain, vegetation and facilities that provide park visitors with a multitude of recreational opportunities in a scenic setting. Park amenities include a clubhouse, horseback riding trail, wetland boardwalk trail, canoe/kayak rentals, mini-golf, disc golf course, playgrounds, and limited camping. Map 4-3 shows the locations of county and state recreation areas in the Town.

Additionally, the Rock River has attained national recognition. The river system has been placed in the *National Water Trails System* and is designated as the *Rock River Trail Scenic and Historic Route in Wisconsin*.

### 4.7 Solid Waste Management and Recycling

Solid waste collection in the Town of Lebanon is provided on a weekly basis at the Town Shop. The Town contracts solid waste pickup and disposal with Advanced Disposal Services. Waste from the Town is taken to and disposed of in the Hartland landfill.

## 4.8 Communication and Power Facilities

AT&T and Verizon provide telephone service in the Town, see map 4-4 for service areas. Wisconsin Electric Power Company provides electric utilities to the Town; map 4-5 shows the electric utilities in Dodge County. Wisconsin Gas Company provides natural gas service in the Town, map 4-6 displays the natural gas service area in Dodge County.

## 4.9 Sanitary Sewer Service

The Town of Lebanon has two sanitary sewer districts. The two areas served by public sanitary sewer are the unincorporated Village of Lebanon and two subdivisions in the southwestern part of the Town, Hidden Meadows and Summer Hill. There are no plans for any major expansions of either sanitary sewer district. Map 4-7 shows the service area boundaries for the sanitary districts.

## 4.10 Private Onsite Wastewater Treatment Systems (POWTS)

Private onsite wastewater treatment systems, or POWTS, are systems that receive domestic quality wastewater and either retains it in a holding tank, or treats it and discharges it into the soil, beneath the ground surface. The Wisconsin Department of Commerce has administrative rules, Comm 83, for building plumbing and nonmunicipal sewer lines, and for private onsite wastewater treatment systems. Any system with a final discharge exposing treated wastewater upon the ground surface, or discharging directly into surface waters of the state, is subject to DNR regulation. Additionally, certain POWTS are subject to both Department of Commerce and Department of Natural Resources review and regulation.

The Dodge County Land Resources and Parks Department administers the Dodge County Sanitary Ordinance in the Town of Lebanon. The Sanitary Ordinance regulates the location, construction, installation, alteration, design, maintenance and use of all Private Onsite Wastewater Treatment Systems (POWTS). The Sanitary Ordinance helps protect the public's health, assure safety from disease and pestilence, to prevent and control further pollution of surface and subsurface waters, and to further the appropriate use and conservation of lands and water resources.

## 4.11 Public Water Supply

Water supplies in the Town of Lebanon are in the form of private wells at individual residences.

## 4.12 Storm Water Management

In the Town of Lebanon, storm water management is handled on a site by site basis using regulations from both the Dodge County Land Use Code as well as the Town's Land Division Ordinance. Under the Dodge County Land Use Code, any land division that creates five separate parcels of five acres or less is required to submit a storm water management plan for review and approval. No Storm Water Management Plan exists for the Town. Such a plan may not be necessary since a majority of the Town is rural in nature with scattered residences and large tracts of agricultural land and open space.

#### 4.13 Health Care Facilities

No health care facilities are located in the Town. The closest facilities are located in the City of Watertown where a full range of medical services are available including several health care clinics and a hospital. Additional services are available in Oconomowoc which is 15 miles to the southeast.

#### 4.14 Day Care Facilities

Child care facilities are available at the Lebanon Lutheran School Day Care, located in the unincorporated Village of Lebanon. Other facilities are located in the City of Watertown. Child care appears to be adequate for the 20 year planning timeframe.

#### 4.15 Utilities and Community Facilities Trends

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

- ◆ Local government budget constraints will drive the need for intergovernmental cooperation for services and programs;
- ◆ There will be an increased need for communities and other jurisdictions to coordinate the development of various recreational facilities;
- ◆ Increasing residential development may cause the need for more town resources, such as snow plowing, school transportation, and infrastructure improvements.

#### 4.16 Expansion or Rehabilitation of Existing Utilities and Community Facilities Timetable

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

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

#### **Public Buildings and Administrative Facilities and Services**

##### Short Term

- ◆ Expand and/or upgrade the Recycling Center and salt/sand storage facilities.

##### Long Term

- ◆ Work with Dodge County to address storage needs for vehicles and equipment, opportunities may exist to share storage facilities.

- ◆ Evaluate Town staff needs.
- ◆ Evaluate the need to expand the Town Hall and Fire Department facility.
- ◆ Replace the Town garage and shop.

### **Police Services**

#### Short Term

- ◆ Continue joint police protection with the Town of Emmet.

#### Long Term

- ◆ Develop methods to increase service coverage, contact surrounding towns to explore joint police protection opportunities.
- ◆ Work with Dodge County Sheriff Department to ensure adequate 911 services.

### **Fire Protection and EMT/Rescue Services**

#### Short Term

- ◆ Continue to recruit volunteers for the Fire Department.

#### Long Term

- ◆ Review the need for full time positions with the Fire Department and EMS.
- ◆ Consider joint purchasing of fire trucks and equipment with neighboring towns.
- ◆ Coordinate personnel with other towns, increase the range of volunteers.

### **Libraries, Cemeteries, and Other Quasi Public Facilities**

#### Short Term

- ◆ Identify availability of Union Cemetery for unaffiliated people.

#### Long Term

- ◆ No recommendations.

### **Snow Plowing**

#### Short Term

- ◆ No Recommendation.

#### Long Term

- ◆ Continue to follow Town's existing long term replacement plan.

### **Parks and Recreation**

#### Short Term

- ◆ Replace the hamburger stand at Fireman's Park.
- ◆ Upgrade the restrooms in the park hall at Fireman's Park.
- ◆ Develop a method to control the invasive plant species in the Town's parks.
- ◆ Create a tree planting and management plan for Fireman's Park.

### Long Term

- ◆ Work with Watertown School District for the development of baseball and/or soccer fields in the Town, possibly at the Lebanon school on County Highways O and R.

### **Solid Waste and Recycling**

#### Short Term

- ◆ Improve collection and disposal of non-hazardous and hazardous materials.
- ◆ Work with Dodge County to offer a Clean Sweep drop off location in the Town.

#### Long Term

- ◆ Maintain the existing services currently offered to all residents.

### **Sanitary Sewer Service**

#### Short Term

- ◆ No recommendations.

#### Long Term

- ◆ Monitor volume based on future growth and usage.
- ◆ Update facility per WDNR requirements.
- ◆ Consider expanding sewer district coverage.

### **Private Onsite Wastewater Treatment Systems (POWTS)**

#### Short Term

- ◆ Work with the Dodge County Land Resources and Parks Department to identify POWTS requirements and information that could be passed on to existing and potential Town residents.

#### Long Term

- ◆ No recommendations.

### **Public Water**

#### Short Term

- ◆ Encourage Town citizens to utilize UW-Extension's water testing program.

#### Long Term

- ◆ Identify sites for water storage if growth becomes significant.

### **Stormwater Management**

#### Short Term

- ◆ Review the need for a Town stormwater management plan.

#### Long Term

- ◆ Work with other communities in the Rock River watershed to address flooding issues.

## **Health Care and Child Care Facilities**

### Short Term

- ◆ No recommendation.

### Long Term

- ◆ Encourage a small health care facility in the Town or surrounding area.

## **Local Roads and Bridges**

### Short Term

- ◆ Continue the use of PASER evaluation rating system for road maintenance and project budgeting.

### Long Term

- ◆ Determine new funding methods for major road and bridge replacement, due to excessive costs for rural road infrastructure.

## **Additional Facilities, Programs, or Operations**

### Short Term

- ◆ Continue to upgrade and utilize the town's web site to inform residents about town events, plans, regulations, and general information.

### Long Term

- ◆ No Recommendation.

## 4.17 Utilities and Community Facilities Goals and Objectives

Wisconsin Statutes 66.1001 requires a statement of overall goals and objectives of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. The following are the goals and objectives developed by the Town of Lebanon with regarding utilities and community facilities.

***Goal: Maintain and improve Town services***

***Goal: Make sure public facilities meet the needs of the Town residents.***

***Goal: Ensure adequate park and recreational opportunities.***

### ***Objectives***

1. Coordinate efforts between the Town and the local school districts to make sure the schools meeting the needs of town residents.
2. Encourage expansion and improvement of the schools located in Town of Lebanon when justified.
3. Encourage public utilities to be provided according to long-range needs and in proper locations with adequate space for the future.



4. Ensure planned developments include adequate utilities.
5. Maintain an up to date Town park, recreation and open space plan to make the Town eligible for grants from the WDNR.
6. Direct public services into areas planned for development.
7. Encourage public services to be provided according to current needs and according to planned growth and development needs and in proper locations with adequate space for the future.
8. Notify appropriate School Board Officials of major residential developments within the Town to prevent unexpected large enrollment increases.
9. Develop and follow a improvement/replacement schedule for Town equipment.
10. Review planned developments to ensure adequate utilities can and will be provided according to long-range needs within the Town.
11. Meet with other units of government to coordinate the provision of public utilities to accommodate future development within the Town.
12. Explore the need and feasibility of additional park and recreational facilities
13. Encourage the State Department of Natural Resources to acquire additional wetlands and buffer areas adjacent to the Rock River.
14. Apply for State grants to help improve or replace existing park facilities and equipment.
15. Regularly meet with both of the Town's sanitary sewer district representatives to coordinate development plans..

#### 4.18 Utilities and Community Facilities Policies and Recommendations

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

##### **Policies**

1. Abandonment of existing private wells shall be in accordance with state regulations.
2. The town shall address stormwater management as a requirement of all development proposal reviews.
3. New development shall use best management practices for construction site erosion control.
4. The town shall pursue, when appropriate, opportunities to provide more cost-effective solid waste and recycling services.
5. Public infrastructure (e.g., utilities, roads, etc.) should be located and constructed to prevent negative impacts on agriculture such as limiting or interfering with access to fields or the effectiveness and efficiency of the farmer and farm equipment. Utilities serving new development should be placed underground whenever possible.
6. The provision of necessary improvements should be provided concurrent with the development of the proposed project. Developments with requirements beyond existing

levels of service related to police and fire protection, schools, roads, and utilities should not be allowed until such services can be adequately provided and maintained.

## **Recommendations**

Recommendations are specific actions or projects that the community should be prepared to complete. The completion of these actions and projects are consistent with the community's policies, and therefore will help fulfill the comprehensive plan goals and objectives. For a complete list of recommendations refer to section 4.16 of this chapter.

### 4.19 Utilities and Community Facilities Programs

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

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

The Wisconsin CDBG Public Facilities Program is designed to assist economically distressed smaller communities with public facility improvements. Eligible activities include, but are not limited to, publicly-owned utility system improvements, streets and sidewalk improvements, development of community centers. Federal grant funds are available annually. For more information on this program contact the Wisconsin Economic Development Corporation.

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

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

#### Public Service Commission of Wisconsin

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

#### Town Road Improvement Program (TRIP)

The Local Roads Improvement Program (LRIP) was established in 1991 to assist local units of government in improving seriously deteriorating county highways, municipal streets in cities and villages, and town roads. The program has three entitlement components that provide funding for road improvements, towns are eligible for funding through the Town Road Improvement

Program (TRIP). The LRIP is a reimbursement program, which may pay up to 50% of total eligible project costs, with the balance of funding matched by the local unit of government. All applicable projects are locally let and reimbursed by WisDOT upon project completion. Only work on existing town roads under the authority of the local unit of government are eligible for funding. Eligible projects include the following categories: Reconstruction, Resurfacing, Reconditioning, and Structure projects. Eligible project costs are the costs eligible to be reimbursed by the department for an eligible LRIP project, and may include feasibility studies, design, right-of-way acquisition, any items that are an integral part of street and road reconstruction, and related engineering costs.



# 5.0 Agricultural, Natural, and Cultural Resources

## 5.1 Introduction

The natural resources of a community offer a clean and abundant supply of groundwater and surface water, assure safe air to breathe, and provide a natural landscape of terrestrial and aquatic habitats such as forest, prairies, and wetlands. Natural resources include the parks, trails, scenic areas, and other outdoor places people rely on for recreation. Natural resources are essential to a vibrant economy – measured in tourism revenues, enhanced property values, sustainable agriculture and wood products, low cost raw materials (such as sand, gravel, and stone), available water for manufacturing processes, etc.

There are many state and some federal regulations designated to protect Wisconsin’s natural resources. Some state laws, including those for floodplains, shorelands, and wetlands, establish minimum use and protection standards that must be adopted and administered by local governments. But not all natural resources are protected by state law. Local governments throughout the state have the flexibility to plan for and develop their own local ordinances to deal with the unique land use issues/conflicts in their communities and to protect the natural resources they value most.

Development must 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. This balance must be maintained to prevent the deterioration of that underlying and sustaining base, because these resources make each community unique. These features promote civic pride and often create a sense of place.

This element provides an inventory and assessment of the agricultural, natural, and cultural resources for the Town of Lebanon, as well as goals, objectives, policies, recommendations, and programs.

## 5.2 Soils

Soil is composed of varying proportions of sand, gravel, silt, clay, and organic material. The composition of a soil must be evaluated prior to any development, as varying limitations exist for each soil. Dodge County soils are products of the deposits left after the glacier receded about 12,000 years ago. These deposits consisted of sand, gravel, large rocks, clay, limestone fragments, and igneous and metamorphic rocks. The deposits have prompted mineral extraction throughout some of the communities in Dodge County.

The majority of soils in the Town of Lebanon are upland silt loam considered good for agricultural uses. Topsoil depths in the Town generally range between 8 and 14 inches. The general soil associations found in the Town include Houghton-Pella, Theresa-Lamartine-Hochheim, and St. Charles-Miami-Elburn. In addition to soil type, certain soil conditions, including wetness, slope, percent organic matter, nutrient content, stoniness and so on, determine the suitability of soils for agriculture.

### 5.3 Prime Agricultural Soils

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

### 5.4 Forests

The Town of Lebanon is covered by approximately 2,031 acres of wooded area. Wooded areas have been cleared in the Town to make room for agricultural fields and residential uses. There is limited economic potential from the remaining woodlots since they tend to be small and widely scattered. Many contain residential development or are located in public parks and recreation areas. Map 5-2 shows the woodlots in the Town of Lebanon.

### 5.5 Metallic and Nonmetallic Mineral Resources

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

Dodge County has a Nonmetallic Mining Reclamation Overlay District as part of its adopted Land Use Code. The purpose of this overlay district is to comply with NR 135 and ensure the effective reclamation of nonmetallic mining sites in Dodge County. The Dodge County Nonmetallic Mining Reclamation Overlay District is enforced in all Dodge County towns, including the Town of Lebanon.

There are no active nonmetallic mine sites in the Town of Lebanon.

### 5.6 Wetlands

According to the United States Environmental Protection Agency, wetlands are areas where water covers the soil, or is present either at or near the surface of the soil all year or for varying periods of time during the year, including during the growing season. Water saturation (hydrology) largely determines how the soil develops and the types of plant and animal communities living in and on the soil. Wetlands may support both aquatic and terrestrial species. The prolonged presence of water creates conditions that favor the growth of specially adapted plants (hydrophytes) and promote the development of characteristic wetland (hydric) soils.

Wetlands may be seasonal or permanent and are commonly referred to as swamps, marshes, fens, or bogs. Wetland plants and soils have the capacity to store and filter pollutants ranging

from pesticides to animal wastes. Wetlands can make lakes, rivers, and streams cleaner, and drinking water safer. Wetlands also provide valuable habitat for fish, plants, and animals. In addition, some wetlands can also replenish groundwater supplies. Groundwater discharge from wetlands is common and can be important in maintaining stream flows, especially during dry months.

Local, state, and federal regulations place limitations on the development and use of wetlands and shorelands. The Wisconsin Department of Natural Resources (WDNR) has inventory maps for each community that identify wetlands two acres and larger. According to the wetland inventory map, the Town of Lebanon has 5,672 acres of wetland. The wetland inventory map should be consulted whenever development proposals are reviewed in order to identify wetlands and to ensure their protection from development. Map 5-3 displays wetlands, watersheds, streams, and surface water in the Town.

## 5.7 Floodplains

For planning and regulatory purposes, the floodplain is normally defined as those areas, excluding the stream channel, that are subject to inundation by the 100-year recurrence interval flood event. This event has a one percent chance of occurring in any given year. Because of this chance of flooding, development in floodplain should be discouraged and the development of park and open space in these areas encouraged. The floodplain includes the floodway and flood fringe. The floodway is the portion of the floodplain that carries flood water or flood flows, while the flood fringe is the portion of the floodplain outside the floodway, which is covered by waters during a flood event. The flood fringe is generally associated with standing water rather than rapidly flowing water.

Structures are undesirable in floodplains because they reduce water storage capacity, retard the flow of floodwater, and can be damaged or destroyed by floods. Floodplains can be used for parks, recreation, and agriculture as well as a variety of other uses that do not involve structures. There are approximately 7,215 acres of floodplains in the Town of Lebanon. The Dodge County Land Resources and Parks Department enforces the Floodplain Zoning Ordinance in the Town of Lebanon, as authorized by state statute. Map 5-4 displays the mapped floodplains in the Town.

## 5.8 Watersheds and Drainage

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

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

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

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

## 5.9 Surface Water Features

The Town of Lebanon contains many small stream corridors, which are located throughout the Town. The largest of the stream corridors is the Rock River which runs the full length of the eastern half of the Town. Additionally, several agricultural ditches are classified, by the Department of Natural Resources, as navigable waterways. Most of the streams in the Town are significantly impacted by sediment and nutrient runoff from agricultural operations. Scattered throughout the Town are many small ponds which make up the remainder of the surface water.

There are approximately 215 acres of surface water in the Town of Lebanon, surface water accounts for only 0.9 percent of total land area.

Dodge County completed a waterway classification project in 2003. The goal of the waterway classification project was to provide the County with a method of categorizing or classifying each lake, river, and stream by their unique characteristics. The classification of lakes, rivers, and streams was based on criteria developed by the Wisconsin Department of Natural Resources (WDNR). The Existing Development Criterion was used with the Total Lake or Stream Sensitivity Criteria to develop the final classification of Class 1, 2, or 3 for each waterway. Using this method, a lake, river, or stream's level of existing development is given the same importance or weight as its sensitivity to future development, based on physical characteristics. A Class 1 waterway is the most sensitive to future development and has a lower level of existing development. A Class 3 waterway is the least sensitive to future development and has a higher level of existing development. The Rock River received a class 3 classification in the waterway project. Map 5-3 displays the streams and surface water in the Town Lebanon.

## 5.10 Groundwater Resources

The source of all groundwater is precipitation, which percolates down through the soil until it reaches the saturated zone called an aquifer, where it is then contained. Water in an aquifer travels from its source to a discharge point such as a well, wetland, spring, or lake. During periods of increased precipitation or thaw, this vast resource is replenished with water moving by gravity through permeable soils which is called a water table system. In some instances, groundwater moves because of pressure created by a confining layer of impervious rock which is called an artesian system. The availability of groundwater within the county varies locally and should be investigated before any development occurs.



Most groundwater contamination is related to poorly sited land uses and land use activities. For example, agricultural manure, petroleum, and salt storage in areas of high groundwater tables or fractured bedrock are all potential sources of groundwater pollution. Contamination of groundwater reserves can also result from such sources as percolation of water through improperly placed or maintained landfill sites, private waste disposal (septic effluent), runoff from livestock yards and urban areas, improper application of agricultural pesticide or fertilizers, excessive lawn and garden fertilizers and pesticides, leaks from sewer pipes, and seepage from mining operations. Runoff from leaking petroleum storage tanks and spills can also add organic and chemical contaminants in locations where the water table is near the surface. Once groundwater contamination has occurred, successful remediation is expensive and can take years, or may never occur, depending upon the pollutant. Therefore, when considering specific land uses for an area, it is vital to consider the physical characteristics of the area and the relationships between the land and the proposed/actual use in order to ensure that groundwater contamination does not occur.

### Groundwater Terms

Precipitation percolates through the soil and bedrock where it eventually reaches a saturated zone known as an aquifer. It is from these aquifers that wells draw their water.

The process of precipitation moving through the soil and bedrock and into an aquifer is known as groundwater recharge. Groundwater recharge maintains the quantity of water in an aquifer.

The natural process of recharge can be altered by land use and development. Impervious surfaces, or surfaces that prevent precipitation from soaking into the ground like buildings and pavement, affect the rate of recharge and quantity of available groundwater. Certain human uses of the land can carry harmful substances to a groundwater aquifer leading to groundwater contamination. There are many potential sources of contamination including manure, yard and agricultural fertilizers, road salt, failing septic systems, leaking underground storage tanks, and vehicle emissions.

Within Dodge County there are areas that have natural occurring and human influenced well contamination. According to studies performed by University of Wisconsin-Extension offices, there are multiple types of contamination in Dodge County. To help control future well contaminations, individual communities should conduct testing to identify contaminated areas and reduce development in those areas.

## 5.11 Environmentally Sensitive Areas

Environmentally sensitive areas or environmental corridors are continuous systems of open space that often include environmentally sensitive lands including woodlands, wetlands, floodplains, natural areas, and steep sloped areas. Environmental corridors serve multiple functions; hence they require protection from disturbance and development. Protection and preservation of environmental corridors contribute to water quality through reduction of nonpoint source pollution and protection of natural drainage systems. Environmental corridors can protect a community's sensitive natural habitat areas, as well as provide a buffer between natural undeveloped areas and developed areas. Map 5-5 identifies environmental corridors in the Town of Lebanon.

## 5.12 Threatened and Endangered Species

The Wisconsin Department of Natural Resources (WDNR) lists species as "endangered" when the continued existence of that species as a viable component of the state's wild animals or wild plants is determined to be in jeopardy on the basis of scientific evidence. "Threatened" species are listed when it appears likely based on scientific evidence that the species may become endangered within the foreseeable future. The WDNR also lists species of "special concern" of which some problem of abundance or distribution is suspected but not yet proved; the intent of this classification is to focus attention on certain species before becoming endangered or threatened. Table 5-1 shows the rare, threatened, and endangered species that may be found in or near the Town of Lebanon and Dodge County.

Table 5-1  
Rare, Threatened, and Endangered Species,  
Town of Lebanon and Dodge County

	Wisconsin Status	Taxa
<b>Plants</b>		
Lesser Fringed Gentian	Special Concern	
Richardson Sedge	Special Concern	
Showy Lady's-Slipper	Special Concern	
Slim-Stem Small-Reedgrass	Special Concern	
Small White Lady's-Slipper	Threatened	
Wafer-Ash	Special Concern	
Yellow Gentian	Threatened	
<b>Animals</b>		
Cantrall's Bog Beetle	Special Concern	Beetle
Giant Carrion Beetle	Endangered	Beetle
Barn Owl	Endangered	Bird
Black-Crowned Night-Heron	Special Concern	Bird
Forster's Tern	Endangered	Bird
Great Egret	Threatened	Bird
Red-Shouldered Hawk	Threatened	Bird
Gorgone Checker Spot	Special Concern	Butterfly
Side-Swimmer	Special Concern	Crustacean
American Eel	Special Concern	Fish
Banded Killfish	Special Concern	Fish
Least Darter	Special Concern	Fish
Pugnose Minnow	Special Concern	Fish
Redfin Shiner	Threatened	Fish
River Redhorse	Threatened	Fish
Slender Madtom	Endangered	Fish
Striped Shiner	Endangered	Fish
Week Shiner	Special Concern	Fish
Blanchard's Cricket Frog	Endangered	Frog
Arctic Shrew	Special Concern	Mammal
Franklin's Ground Squirrel	Special Concern	Mammal
Pigmy Shrew	Special Concern	Mammal
Prairie Vole	Special Concern	Mammal
Ellipse	Threatened	Mussel
Blanding's Turtle	Threatened	Turtle

Source: Wisconsin Department of Natural Resources.

### 5.13 Wildlife Habitat and Recreational Areas

Wildlife habitat can be simply defined as the presence of enough food, cover, and water to sustain a species. The wetland areas of the Town of Lebanon are accommodating to many types of birds, such as bald eagles, ducks, egrets, geese, herons, and swans. The Town also has upland habitat areas suited for sandhill cranes, pheasants and turkeys. The Town of Lebanon is also home to a variety of song birds and the typical upland animals of southern Wisconsin, including deer, rabbit, fox, raccoon, squirrel, and muskrat. The Wisconsin Department of Natural Resources identifies State Natural Areas, which are defined as tracts of land in a natural or near natural state and which are managed to serve several purposes including scientific research, teaching of resource management, and preservation of rare native plants and ecological communities. There are no State Natural Areas in the Town.

### 5.14 Historic Places

#### **State and National Register of Historic Places**

The National Register of Historic Places recognizes properties of local, state, and national significance. Properties are listed in the National Register because of their associations with significant persons or events, because they contain important information about our history or prehistory, or because of their architectural or engineering significance. The National Register also lists important groupings of properties as historic districts.

The Wisconsin State Register of Historic Places parallels the National Register. However, it is designed to enable state-level historic preservation protection and benefits. Most of the properties in Wisconsin listed in the National Register are also listed in the State Register. The Schoenicke Barn is listed on the Wisconsin National Register of Historic Places.

#### **Wisconsin Architecture & History Inventory**

The Wisconsin Architecture & History Inventory (AHI) provided by the Wisconsin Historical Society lists historical and architectural information on properties in Wisconsin. The AHI contains data on buildings, structures, and objects that illustrate Wisconsin's unique history. The majority of properties listed are privately owned. Listed properties convey no special status, rights, or benefits. According to the AHI, the Town of Lebanon has 20 sites in the Wisconsin Architecture & History Inventory. Numerous other historical features are located throughout the Town.

#### **Town of Lebanon Historical Society**

The society's purpose is to record local history, collect pictures, memorabilia and artifacts and preserve much of the area's past history. The historic preservation work is done by volunteer members of the Society. The Lebanon Historical Society has worked on many projects to help preserve the local history, such as placing a series of plaques that mark various historically significant sites throughout the Town. These sites include the Trechel Cheese Factory, the hitching posts in the Village of Lebanon, the Band Shell in Firemen's Park commemorating the Town of Lebanon Band, as well as several other sites. Support of the Lebanon Historical Society and its activities can help to preserve the local history of the Town. Map 5-6 displays historical, cultural, and archaeological resources in the Town.

## 5.15 Cultural Resources

### **Cultural Facilities**

Cultural amenities enhance the quality of life, encourage residential development and attract tourism. Such amenities are limited in the Town since it lacks the support populations needed for diverse cultural opportunities. However, the City of Watertown does have various cultural facilities that are available to Town residents.

## 5.16 Community Design

The Town of Lebanon is a Civil Town in Dodge County, Wisconsin. Civil Towns are local units of government in rural areas of the State of Wisconsin. Such Towns have elected representatives and the power to tax and regulate within their borders. The Town of Lebanon is 36 square miles in area. Being square in shape, the Town is six miles long, north and south, and six miles wide, east and west. The Town can be characterized as rural in nature with generally scattered low density residential development, residential subdivisions are also present. The Town has a small commercial area within the unincorporated Village of Lebanon.

## 5.17 Agricultural, Natural, and Cultural Resources Trends

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

- ◆ The size of the average farm will continue to show moderate increases;
- ◆ Pressure to convert farmland to other uses will increase;
- ◆ Interest in cash cropping and specialty farming will increase;
- ◆ The Town's woodlands and highland areas will be desired as residential building sites;
- ◆ Challenges to groundwater resources will grow including increasing quantity of withdrawal and increasing of potential contamination sources;
- ◆ Highway expansion and increased traffic will have a negative impact on adjacent lands, traffic congestion, noise, and air quality.

## 5.18 Agricultural, Natural, and Cultural Resources Goals and Objectives

Wisconsin Statutes 66.1001 requires a statement of overall goals and objectives of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. The following are the goals and objectives developed by the Town of Lebanon with regard to agricultural, natural, and cultural resources.

***Goal: Preserve cultural, historic and archeological sites throughout the Town.***

***Goal: Maintain, preserve, and enhance the town's agricultural, natural, and cultural resources.***

***Goal: Maintain, preserve, and enhance the town's rural atmosphere, scenic views, and unique natural features which contribute to the town's quality of life.***

## ***Objectives***

1. Promote participation in conservation programs.
2. Protect lands with excessive slope (12% or greater) by requiring erosion control measures and re-establishment of natural vegetation.
3. Establish educational workshops to encourage land owners to participate in historic preservation tax credit programs..
4. Apply for grants to develop a comprehensive inventory of historic and culturally significant sights within the Town.
5. Encourage the activities of the Lebanon Historical Society to preserve the local history of the Town.
6. Maintain appropriate land use patterns which protect and restore natural resources and open spaces, and protect the town's overall sense of community.
7. Encourage development which promotes open space through site design and which fits within the character of the town as well as the specific location in which the development is proposed.
8. Support stormwater management plans and erosion control efforts to protect the surface and groundwater resources.

## 5.19 Agricultural, Natural, and Cultural Resources Policies and Recommendations

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

## ***Policies***

1. New, non-farm residential development in areas not served by sanitary sewer should be directed away from existing agricultural operations on large tracts of undeveloped land and directed toward those areas that have existing non-farm development.
2. Manure storage facilities should be sited as far away from neighboring residents as possible.
3. New growth should be directed to areas that will not adversely impact prime agricultural areas of the Town.
4. All new rural development proposals should be reviewed for potential impacts on scenic views, agriculture, and open space and allow them only within areas considered appropriate for rural development.
5. The Town shall support the efforts of volunteer organizations which have as their goal, the protection of natural resources within the Rock River Basin.

## ***Recommendations***

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

1. Hold at least one public informational meeting annually (at the Annual Meeting) on the status of nonfarm residential development in the Town, specifically reviewing any problematic areas.
2. New non-farm, residential development should be subject to a "nuisance disclaimer", stringent deed restrictions, or other mutual agreement intended to protect the "right-to-farm" of existing and future agricultural operations.
3. The Town should coordinate efforts with any local, county or regional historical societies to better inventory historical and cultural resources in the Town. These efforts should help owners of the properties to garner financial assistance to preserve these features.
4. The Town should pursue any water quality program designed to protect surface water quality.
5. Develop a historic preservation provision of the Town's Land Division Ordinance

### 5.20 Agricultural, Natural, and Cultural Resources Programs

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

#### Wisconsin Historical Society, Office of Preservation Planning (OPP)

Whether you need information concerning state or federal laws and regulations that may be applicable in your case, whether you need information on grassroots strategies for preserving and protecting historic properties, or whether you need information on how you may protect and preserve your own historic property the Office of Preservation Planning of the Wisconsin Historical Society can assist.

#### Wisconsin Glacial Habitat Program

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

*The Dodge County Farmland Preservation Plan contains a comprehensive list of available agricultural programs; see the Farmland Preservation Plan for an extensive list of agricultural related resources.*

*The following conservation programs are administered by Dodge County, for more information contact the Dodge County Land Resources and Parks Department or the Dodge County Land Conservation Department.*

## **County Programs**

### **Farmland Preservation Program**

The purpose of this program is to help preserve farmland and promote soil and water conservation practices. Landowners that participate in the program are eligible for state tax credits. In order to be eligible for the program, land must be located in a certified farmland preservation zoning district or in a designated agricultural enterprise area. For more information, contact the Dodge County Land Resources and Parks Department, Dodge County Land Conservation Department, or the Wisconsin Department of Agriculture, Trade, Consumer Protection.

### **Land & Water Resource Management Plan Implementation**

The purpose of this program is to control soil erosion and reduce nonpoint source water pollution. The program provides a cost share and technical assistance to landowners to install soil and water conservation practices. The following agricultural conservation practices may be utilized; grass waterways, diversions, critical area stabilization, terraces, grade stabilization structure, sediment basin, barnyard runoff control practices, rural well abandonment, manure storage abandonment and roof runoff system. For more information, contact the Dodge County Land Conservation Department.

### **Tree Sales and Tree Planting**

The Dodge County Land Conservation Office administers an annual tree sale program. Various deciduous and evergreen trees are sold in packets of 25. Two tree planters are available to landowners that are planting a large volume of trees.

### **Wisconsin Nonpoint Runoff Rule Implementation**

This program provides technical and financial assistance to landowners that do not meet nonpoint pollution control rules. Farms are evaluated to determine if they are compliant with the rules. If they are found to be out of compliance, technical and financial assistance may be available.

*The following are state and federal conservation programs, for more information contact the USDA Natural Resources Conservation Service or Farm Service Agency, or the County Land Conservation Department.*

## **State and Federal Conservation Programs**

### **Managed Forest Law (MFL)**

The purpose of this program is to promote good forest management; property tax incentives/reduction is available to participating landowners. In order to participate, a landowner must follow an approved management plan (plan is free) and must own 10 contiguous acres (80% must be capable of producing merchantable timber).



Conservation Reserve Program (CRP) and Conservation Reserve Enhancement Program (CREP)

The purpose of these programs is to reduce erosion, increase wildlife habitat, improve water quality, and increase forestland. Landowners that set aside agricultural land to conduct program practices are eligible for annual land rental payments. Program practices may include tree planting, grass cover, small wetland restoration and prairie/oak savannah restoration.

Conservation Security Program (CSP)

The purpose of this program is to promote good land stewardship and implement conservation practices. Agricultural operations in select watersheds are eligible to receive payments for program participation. Payments to agricultural operations are based on the amount of participation and enhancements.

Environmental Quality Incentives Program (EQIP)

The purpose of EQIP is to provide technical and financial help to landowners that install or implement structural and management practices on agricultural lands. Landowners that participate in the program may be eligible for cost sharing.



# 6.0 Economic Development

## 6.1 Introduction

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. This can be done by addressing issues such as enhancing a community's competitiveness, establishing industrial policy, encouraging sustainable development, creating jobs, increasing wages and enhancing worker training, and improving overall quality of life. All of these issues affect residents within a community and are addressed directly or indirectly in the comprehensive plan.

The reason to plan for economic development is straight-forward - economic development helps pay the bills. 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, county, or state can provide the level of services residents expect. A balanced, healthy economy is essential for community well-being. 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:

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

This section contains an inventory of economic characteristics found in the Town of Lebanon. Analysis and inventory information contained within this section will help in identifying deficiencies and opportunities for economic development within the community. This element also provides a summary of economic characteristics of the Town, provides further detail about future economic development, and identifies goals, objectives, policies, recommendations, and programs with regard to economic development.

## 6.2 Labor Force and Employment Status

### **Labor Force**

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

labor force does not include institutional residents, military personnel, or discouraged job seekers.

Table: 6-1  
Civilian Labor Force Annual Averages, Dodge County and Wisconsin, 2008-2011

	2008	2009	2010	2011	# Change 2007-10	% Change 2007-10
<b>Dodge County</b>						
Labor Force	47,176	47,512	46,426	46,471	(705)	(1.5%)
Employment	44,808	42,855	42,187	42,838	(1,970)	(4.4%)
Unemployment	2,368	4,657	4,239	3,633	1,265	53.4%
Unemployment Rate	5.0	9.8	9.1	7.8	2.8	56.0%
<b>Wisconsin</b>						
Labor Force	3,089,376	3,115,357	3,082,676	3,062,259	(27,117)	(0.9%)
Employment	2,939,773	2,842,916	2,821,803	2,833,431	(106,342)	(3.6%)
Unemployment	149,603	272,441	260,873	228,828	79,225	53.0%
Unemployment Rate	4.8	8.7	8.5	7.5	2.7	56.2%

Source: Wisconsin Department of Workforce Development, Bureau of Workforce Information, Local Area Unemployment Statistics, 2008-2011.

Table: 6-2  
Town of Lebanon and Dodge County  
Labor Force Comparisons

Characteristics	Town of Lebanon		Dodge County	
	Number	Percent	Number	Percent
Persons Age 16 or Over	1,327		71,711	
Civilian Labor Force	901	---	47,817	---
Employed	831	92.2%	44,428	93.0%
Unemployed	70	7.8%	3,389	7.0%

Source: U.S. Census Bureau, 2007-2011 American Community Survey

Due to the economic recession unemployment rates are up across the country. In the Town of Lebanon, recent information indicates the unemployment rate is 7.8 percent in the Town. Whereas the same data indicates the County's unemployment rate is 7.0 percent.

According to Table 6-1, the labor force of Dodge County has decreased by 1,970 persons (1.5 percent) since 2008, likewise Wisconsin's labor force decreased by 27,117 persons (0.9 percent). The decrease in labor force may be due to fewer people working and fewer people actively looking for employment. Similar to the labor force figures, employment figures decreased from 2008 to 2011 for Dodge County and Wisconsin, 4.4 percent and 3.6 percent respectively.

## Income

Table 6-3 displays the most recent household income and median household income information for the Town of Lebanon as reported by the US Census Bureau, 2007 – 2011 American Community Survey. American Community Survey information is a sample of the Town and is subject to sampling variability. However, the survey provides the most recent data available and provides necessary background information.

Table 6-3  
Household Income  
Town of Lebanon

Income \$	T. Lebanon	
	Number	% of Total
Less than \$10,000	36	5.7
\$10,000 to \$14,999	22	3.8
\$15,000 to \$24,999	76	12.0
\$25,000 to \$34,999	83	13.1
\$35,000 to 49,999	100	15.8
\$50,000 to \$74,999	165	26.0
\$75,000 to \$99,999	59	9.3
\$100,000 to \$149,999	63	10.0
\$150,000 or More	29	4.6
Total	633	100.3%
Median Household Income	\$49,931	

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

Source: U.S. Census Bureau, 2007-2011 American Community Survey

The highest percentage (26.0 percent) of residents in the Town of Lebanon had a household income between \$50,000 to \$74,999. The next largest percentage (15.8 percent) of household income was \$35,000 to \$49,999. 14.6 percent of the households in the Town had a household income of \$100,000 or greater. The median household income for the Town is \$49,931. The median household income for Dodge County is \$53,589.

## Commuting to Work

For most of the general population, the location of their home depends on the location of their work. Knowing the amount of time people are willing to travel to work can serve as an indicator for the future location of housing and economic development. Commuting time to work is also an indicator of what residents are willing to sacrifice for location. Individuals are often willing to allow for longer commute times to live in a particular area. The average commuting time to work for Town residents was 26 minutes, compared to 22.1 minutes for Dodge County residents.

## 6.3 Economic Base Analysis

### Employment by Industrial Sector

Employment by industry within an area illustrates the structure of the economy. Historically, Dodge County has had a high concentration of employment in the manufacturing and agricultural sectors of the economy. Recent state and national trends indicate a decreasing concentration of employment in the manufacturing sector while employment within the services sector is increasing. This trend is partly attributed to the aging of the population.

Table 6-4 displays the number and percent of employed persons by industry group in the Town of Lebanon as reported by the US Census Bureau, 2007 – 2011 American Community Survey. The American Community Survey information is a sample of the Town and is subject to sampling variability. However, the survey provides the most recent data available and provides necessary background information.

Table 6-4  
Employment by Industrial Sector,  
Town of Lebanon

Industry	Town of Lebanon	
	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	79	9.5
Construction	64	7.7
Manufacturing	167	20.1
Wholesale trade	41	4.9
Retail trade	92	11.0
Transportation and warehousing, and utilities	37	4.5
Information	9	1.1
Finance, insurance, real estate, and rental and leasing	38	4.6
Professional, scientific, management, administrative, and waste management services	34	4.1
Educational, health, and social services	159	19.1
Arts, entertainment, recreation, accommodation, and food services	52	6.3
Other services (except public administration)	32	3.9
Public administration	27	3.2
<b>Total</b>	<b>831</b>	<b>100.0%</b>

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

Source: U.S. Census Bureau, 2007-2011 American Community Survey

Similar to Dodge County and the State of Wisconsin, the Town of Lebanon has a high number of residents in the manufacturing sector. The manufacturing sector supplied the most jobs in the

Town, accounting for 20.1 percent. 26.1 percent of County residents are employed in the manufacturing sector. The second highest employment sector is the educational, health, and social services, which accounts for 19.1 percent of the jobs. The retail trade sector is the third highest sector, with 12.7 percent of the jobs. .

### 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, can also reveal factors that influence incomes and overall employment.

Table 6-5 displays the number and percent of employed persons by occupation in the Town of Lebanon as reported by the US Census Bureau, 2007 – 2011 American Community Survey. The American Community Survey information is a sample of the City and is subject to sampling variability. However, the survey provides the most recent data available and provides necessary background information.

Table 6-5  
Employment by Occupation  
Town of Lebanon

Occupation	Town of Lebanon	
	Number	Percent of Total
Management, professional, and related occupations	270	32.5
Service occupations	118	14.2
Sales and office occupations	194	23.3
Natural Resources, Construction, and maintenance occupations	86	10.3
Production, transportation, and material moving occupations	163	19.6
<b>Total</b>	<b>831</b>	<b>99.9</b>

Source: U.S. Census Bureau, 2007-2011 American Community Survey

The management, professional, and related occupations category accounted for 32.5 percent of employment by occupation in the Town of Lebanon, which is over one-quarter of the employment occupations in the Town. That category’s high percentage is probably due to the Town’s proximity to the City of Watertown and the greater Milwaukee area. The sales and office occupations accounted for the second highest percentage of employment with 23.3 percent.

## **Environmentally Contaminated Sites for Commercial or Industrial Use**

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

- ◆ Spills, a discharge of a hazardous substances that may adversely impact, or threaten to adversely impact, public health, welfare, or the environment. Spills are usually cleaned up quickly.
- ◆ LUST, a Leaking Underground Storage Tank that has contaminated soil and/or groundwater with petroleum. Some LUST cleanups are reviewed by the DNR and some are reviewed by the Dept. of Commerce.
- ◆ ERP, Environmental Repair Program sites are sites other than LUSTs that have contaminated soil and/or groundwater. Often, these are old historic releases to the environment.
- ◆ VPLE, Voluntary Property Liability Exemptions apply to sites in which property owners conduct an environmental investigation and cleanup of an entire property and then receives limits on their future liability.
- ◆ Superfund, a federal program created by Congress in 1980 to finance cleanup of the nation's worst hazardous waste sites. 31 sites are currently found in Wisconsin

According to the BRRTS database, there are 1,055 environmentally contaminated sites in Dodge County. Of the 1,055 sites, 829 are closed. Closed sites have completed all clean up requirements and have received a case closure letter from the DNR. Approximately 55 sites are open sites or conditionally closed sites. These sites are in need of clean up or clean up is underway. Therefore, those sites could have potential for commercial or industrial use. However, some sites will be more adequately suited than others.

The Town of Lebanon has nine sites listed in the BRRTS database. All of the sites are listed as closed. For the most up to date information on environmentally contaminated sites in the Town, see the DNR's BRRTS database at: <http://dnr.wi.gov/topic/Brownfields/botw.html>

### **6.4 Desired Business and Industry**

Similar to most communities in Dodge County, the Town of Lebanon 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.

The Town desires to maintain its small community character, but also desires more business in industrial and commercial zoned areas. Additional industrial and commercial development would also be desired to support the local tax base assuming development is consistent with



other goals and objectives and general community character. Refer to the Town's Future Land Use Map for desired future locations of business and industry in the Town of Lebanon.

## 6.5 Strengths and Weaknesses

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

### **Strengths**

- ◆ Small town quality of life;
- ◆ Adjacent to established infrastructure and existing commercial and industrial facilities in the City of Watertown;
- ◆ Affordable housing opportunities;
- ◆ Land available for economic growth;
- ◆ Strong established agricultural base and large amount of productive agricultural land;
- ◆ Union Pacific Railroad passes through the Town;
- ◆ Sanitary sewer service;

### **Weaknesses**

- ◆ Lack of county-wide economic development entity and staff;
- ◆ Overall lack of economic diversity;
- ◆ Limited revenue and financing options for development of new infrastructure to support economic development;
- ◆ Lack of private and public partnership for promoting economic development;
- ◆ Agricultural economy – historically low prices of agricultural products limits expansion potential.

## 6.6 Sites for Business and Industrial Development

Sites for business and industrial development within the Town of Lebanon are detailed on the Future Land Use Map (Map 8-2). Most commercial and industrial areas are located near developed areas along major roadways.

## 6.8 Economic Development Trends

Agriculture dominated the Dodge County and Town of Lebanon economy until the mid-20<sup>th</sup> century, at which point, manufacturing became a major source of employment and income. Trade and services have begun to emerge as major economic components. These trends formed the base of the current local economy. Over the next 20 - 30 years a number of economic trends are anticipated that will affect the existing economic base:

- ◆ The composition of the labor force will change due to continued decreases in family size and the aging of the population;
- ◆ Dodge County and Lebanon likely continue to depend heavily on the manufacturing sector of the economy. International and national economic trends will continue to affect the manufacturers found in the County and the Town;
- ◆ Increases in automation and technology in manufacturing will change the existing manufacturing base and affect the labor force;
- ◆ The Town of Lebanon will continue to be a desirable place to live, and transportation improvements will increase the ability of individuals to work outside the county resulting in increased population;
- ◆ The service-based sector of the economy will continue to grow, particularly health-related services, as the population ages.

## 6.9 Economic Development Goals and Objectives

Wisconsin Statutes 66.1001 requires a statement of overall goals and objectives of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. The following are the goals and objectives developed by the Town of Lebanon regarding economic development.

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

***Goal: Promote a strong local economy.***

***Goal: Strengthen the economic vitality and improve the appearance of the commercial area in the unincorporated Village of Lebanon.***

***Goal: Promote a unified approach involving the Town, County, State and private entities for stabilization and expansion of the current economic base in the area.***

***Goal: Tax rates stabilized to the extent possible.***

### ***Objectives***

1. Assist in promoting and attracting agricultural services and related industries to help keep agricultural production a viable business.
2. Encourage clustered commercial and light industrial development in planned areas.
3. Accommodate new commercial businesses and the expansion of existing business where appropriate.

4. Consider the use of impact fees.
5. Direct rural, non-farm uses to those areas least suitable for cultivation..
6. Strengthen the agricultural industry by encouraging new agriculturally related industries at suitable locations.
7. Encourage removal of dilapidated, unsafe buildings..
8. Promote landscaping and beautification projects including a tree planting program along CTH R.
9. Encourage clustering of commercial uses in compact areas to maximize consumer safety and convenience, improve traffic safety and enhance economic viability.
10. Avoid strip commercial areas along roads and highways in other parts of the Town.
11. Organize activities such as festivals centered on the downtown area or Fireman's Park.
12. Locate industrial areas so they are visually and functionally compatible with surrounding land uses.
13. Encourage industrial uses to locate in the portion of Lebanon that is served by public sanitary sewer service.
14. Participate in Dodge County and state economic development activities.
15. Encourage the expansion of commercial and industrial uses currently operating in the Town.
16. Use state and federal grant programs to supplement local tax revenue whenever practical and advantageous.
17. Institute user fees for some municipal services.
18. Insist that new land development pay for its own improvements.

## 6.10 Economic Development Policies and Recommendations

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

### ***Policies***

1. Commercial and industrial development shall be steered to designated areas consistent with the Future Land Use Plan Map and associated recommendations.
2. Future commercial and industrial development in the Town shall be reviewed for potential financial, service, and visual impacts to surrounding landowners.
3. Future economic development should be located in and/or directed toward areas within which adequate public facilities and services already exist, are programmed for expansion, or will be provided concurrent with development.
4. Home-based businesses that have outward characteristics of a business should be allowed only when consideration (e.g., limitations on outdoor advertising, screening of operations) is made for the rural character of the surrounding neighborhood.

5. Encourage clustering of commercial uses in compact areas to maximize consumer safety and convenience, improve traffic safety and enhance economic viability, where appropriate.

### ***Recommendations***

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

1. Further develop an identity or image for the Town of Lebanon. Promote that image through signs, the Town's website and in promotional material for events. Consideration should be given to developing the German heritage of the community and its sister city status. The Town of Lebanon Band is also a unique aspect of the Town and should be promoted.
2. Work with Dodge County staff and economic development groups to promote desirable economic development projects in the Town, and ensure such projects are consistent with the Town's goals and rural culture.

## 6.11 Economic Development Programs

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

### University of Wisconsin Extension – Dodge County

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

### Dodge County Economic Development Revolving Loan Program

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

### Wisconsin Agricultural Development Zone Program

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

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

The CDBG-ED program was designed to assist businesses that will invest private funds and create jobs as they expand or relocate to Wisconsin. The Wisconsin Economic Development Corporation awards the funds to a general-purpose unit of government (community) which then loans the funds to a business. When the business repays the loan, the community may retain the funds to capitalize a local revolving loan fund. This fund can then be utilized to finance additional economic development projects within the community. For more information contact the Wisconsin Economic Development Corporation.



# 7.0 Intergovernmental Cooperation

## 7.1 Introduction

This element identifies planning activities in and around the Town of Lebanon, and provides a description of Wisconsin’s statutes associated with intergovernmental cooperation. The Intergovernmental Cooperation element will also provide information regarding existing plans or agreements, opportunities for the future, existing and potential conflicts, and identify goals, objectives, policies, recommendations, and programs for intergovernmental cooperation.

In general terms, 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 and sharing resources such as equipment, buildings, staff, and revenue. It can even involve consolidating services, jurisdictions, or transferring territory.

Many issues cross jurisdictional boundaries, affecting more than one community. For example, air, water, and wildlife pass over the landscape regardless of boundaries so that one jurisdiction’s activities with regard to air, water, and wildlife impact other jurisdictions downwind or downstream.

Today, increased communication technologies and personal mobility mean that people, money, and resources also move across jurisdictions, as quickly and freely as air and water. Persons traveling along roadways use a network of transportation routes, moving between jurisdictions without even realizing it.

Frequently, the action of one governmental unit impacts others. Increasingly, we have come to the realization that many vital issues are regional in nature. Watersheds, economic conditions, commuter patterns, housing, media markets, and effects from growth and change are all issues that spill over municipal boundaries and impact the region as a whole.

Dodge County has 44 units of government and special purpose districts defined as follows:

- ◆ 24 Towns
- ◆ 9 Cities
- ◆ 11 Villages
- ◆ 19 School districts
- ◆ 10 Sanitary districts
- ◆ 36 Drainage districts
- ◆ 2 Lake Protection districts

Having so many governmental units allows for very local representation and means that Dodge County and Town residents have numerous opportunities to participate in local decision-making. However, the number of governmental units with overlapping decision-making authority presents challenges. More governmental units can make communication, coordination, and effective action more difficult, creating a greater potential for conflict. Instead of communicating ideas within one jurisdiction, communication needs to move across multiple jurisdictions and involve multiple boards, commissions, committees, executives, administrators, and citizens. Goals between communities may differ and present challenges. More

governmental units may also mean unwanted and wasteful duplication in the delivery of community services. Cooperation can help avoid this.

### **Intergovernmental Cooperation Benefits**

There are many reasons intergovernmental cooperation makes sense. The following are some examples:

- ◆ Cost savings – Cooperation can save money by increasing efficiency and avoiding unnecessary duplication. Cooperation can enable some communities to provide their residents with services that would otherwise be too costly.
- ◆ Address regional issues – By communicating and coordinating their actions, and working with county, regional and state jurisdictions, local communities are able to address and resolve issues which are regional in nature.
- ◆ Early identification of issues – Cooperation enables jurisdictions to identify and resolve potential conflicts at an early stage, before affected interests have established rigid positions, before the political stakes have been raised, and before issues have become conflicts or crises.
- ◆ Reduced litigation – Communities that cooperate are able to resolve issues before they become mired in litigation. Reducing the possibility of costly litigation can save a community money, as well as the disappointment and frustration of unwanted outcomes.
- ◆ Consistency – Cooperation can lead to consistency of the goals, objectives, plans, policies, and actions of neighboring communities and other jurisdictions.
- ◆ Predictability – Jurisdictions that cooperate provide greater predictability to residents, developers, businesses, and others. Lack of predictability can result in lost time, money, and opportunity.
- ◆ Understanding – As jurisdictions communicate and collaborate on issues of mutual interest, they become more aware of one another's needs and priorities. They can better anticipate problems and work to avoid them.
- ◆ Trust – Cooperation can lead to positive experiences and results that build trust between jurisdictions.
- ◆ History of success – When jurisdictions cooperate successfully in one area, the success creates positive feelings and an expectation that other intergovernmental issues can be resolved as well.
- ◆ Service to citizens – The biggest beneficiaries of intergovernmental cooperation are the citizens for whom government was created in the first place. They may not understand, or even care about, the intricacies of particular intergovernmental issues, but all county residents can appreciate their benefits, such as costs savings, provision of needed services, a healthy environment, and a strong economy.



## 7.2 Wisconsin Intergovernmental Agreement Statutes

### **Intergovernmental Cooperation**

Wisconsin Statute, 66.0301 permits local agreements between the state, cities, villages, towns, counties, regional planning commissions, and certain special districts, including school districts, public library systems, public inland lake protection and rehabilitation districts, sanitary districts, farm drainage districts, metropolitan sewerage districts, sewer utility districts, Indian tribes or bands, and others.

Intergovernmental agreements prepared in accordance with s. 66.0301, are the most common form of agreement and have been used by communities for years, often in the context of sharing public services such as police, fire, or rescue. This type of agreement can also be used to provide for revenue sharing, determine future land use within a subject area, and to set temporary municipal boundaries. However, the statute does not require planning as a component of any agreement and boundary changes have to be accomplished through the normal annexation process.

### **Boundary Agreements Pursuant to Approved Cooperative Plan**

Under 66.0307, Wisconsin Statutes, combinations of municipalities may prepare cooperative boundary plans or agreements. Each city, village, or town that intends to participate in the preparation of a cooperative plan must adopt a resolution authorizing its participation in the planning process.

Cooperative boundary plans or agreements involve decisions regarding the maintenance or change of municipal boundaries for a period of 10 years or more. The cooperative plan must include a plan for the physical development of the territory covered by the plan, a schedule for changes to the boundary, plans for the delivery of services, an evaluation of environmental features, and a description of any adverse environmental consequences that may result from the implementation of the plan. It must also address the need for safe and affordable housing. The participating communities must hold a public hearing prior to its adoption. Once adopted, the plan must be submitted to the Wisconsin Department of Commerce for State approval. Upon approval, the cooperative plan has the force and effect of a contract.

### **Creation, Organization, Powers, and Duties of a Regional Planning Commission**

Wisconsin Statute 66.0309 permits local governments to petition the governor to create a regional planning commission (RPC). If local support for a commission is unanimous, the governor may create it by executive order. The governor may also create a commission if local governments representing over 50% of the population or assessed valuation of the proposed region consent to the creation. Commission members are appointed by either local governments or the governor.

State Statutes require the RPC to perform three major functions:

- ◆ Make and adopt a comprehensive plan for the physical development of the region.

- ◆ If requested by a local unit, report recommendations to that local unit on the location or acquisition of land for any of the items or facilities which are included in the adopted regional comprehensive plan.
- ◆ Make an annual report of its activities to the legislative bodies of the local governmental units within the region.

RPCs are also authorized to perform several other functions, however, by law; they serve a strictly advisory role. Dodge, Columbia, Jefferson, Rock, and Sauk Counties are the only counties in the state that are not part of a Regional Planning Commission.

### **Municipal Revenue Sharing**

Wisconsin Statute, 66.0305, Municipal Revenue Sharing, gives authority to cities, villages, and towns to enter into agreements to share revenue from taxes and special charges with each other. The agreements may also address other matters, including agreements regarding services to be provided or the location of municipal boundaries.

Boundaries of the shared revenue area must be specified in the agreement and the term of the agreement must be for at least 10 years. The formula or other means for sharing revenue, the date of payment of revenues, and the means by which the agreement was made may be invalidated after the minimum 10-year period.

### **Annexation**

Wisconsin Statute, 66.021, Annexation of Territory, provides three petition methods by which annexation may occur. Annexation involves the transfer of one or more tax parcels from a town to a city or village. Cities and villages cannot annex property without the consent of landowners as required by the following petition procedures:

1. Unanimous approval - A petition is signed by all of the electors residing in the territory and the owners of all of the real property included within the petition.
2. Notice of intent to circulate petition (direct petition for annexation) - The petition must be signed by a majority of electors in the territory and the owners of one-half of the real property either in value or in land area. If no electors reside in the territory, then only the landowners need sign the petition.
3. Annexation by referendum - A petition requesting a referendum election on the question of annexation may be filed with the city or village when signed by at least 20% of the electors in the territory.

### **Incorporation**

Wisconsin Statutes, 66.0201, Incorporation of Villages and Cities; Purpose and Definitions, and 66.0211, Incorporation Referendum Procedure, regulate the process of creating new villages and cities from town territory. Wisconsin Statute, 66.0207, identifies the criteria that have to be met prior to approval of incorporation.

The incorporation process requires filing an incorporation petition with circuit court. Then, the incorporation must meet certain statutory criteria reviewed by the Municipal Boundary Review Section of the Wisconsin Department of Administration. These criteria include:

- ◆ Minimum standards of homogeneity and compactness, and the presence of a “well developed community center;”
- ◆ Minimum density and assessed valuation standards for territory beyond the core;
- ◆ A review of the budget and tax base in order to determine whether or not the area proposed for incorporation could support itself financially;
- ◆ An analysis of the adequacy of government services compared to those available from neighboring jurisdictions;
- ◆ An analysis of the impact incorporation of a portion of the town would have on the remainder, financially or otherwise; and
- ◆ An analysis of the impact the incorporation would have on the metropolitan region.

### **Extraterritorial Zoning**

Wisconsin Statute, 62.23(7a), Extraterritorial Zoning, allows a city with a population of 10,000 or more to adopt zoning in town territory, three miles beyond a city’s corporate limits. A city or village with a population less than 10,000 may adopt zoning 1.5 miles beyond its corporate limits. If the extraterritorial area of two municipalities overlaps, jurisdiction is divided between them as provided under s. 66.0105.

Under extraterritorial zoning authority, a city or village may enact an interim zoning ordinance that freezes existing zoning, or, if there is no zoning, existing uses while a plan and regulations are developed. The statute provides that the interim ordinance may be for two years.

A joint extraterritorial zoning committee must be established consisting of three city or village plan commission members and three town members. The city or village plan commission works with the joint committee in preparing the plan and regulations. The joint committee must approve the plan and regulations by a majority vote before they take effect.

The City of Watertown does not utilize its extraterritorial zoning jurisdiction in the Town of Lebanon.

### **Extraterritorial Plat Review**

Wisconsin Statute, 236.10, allows a city or village to exercise its extraterritorial plat review authority in the same geographic area as defined within the extraterritorial zoning statute. However, extraterritorial zoning requires town approval of the zoning ordinance, while extraterritorial plat approval applies automatically if the city or village adopts a subdivision ordinance or official map. The town does not approve the subdivision ordinance for the city or village. The city or village may waive its extraterritorial plat approval authority if it does not wish to use it.

The purpose of extraterritorial plat approval jurisdiction is to help cities and villages influence the development pattern of areas outside their boundaries that will likely be annexed to the city or village. Overlapping authority by incorporated municipalities is prohibited. This situation is

handled by drawing a line of equal distance from the boundaries of the city and/or village so that not more than one ordinance will apply.

The City of Watertown does not exercise extraterritorial plat review in the Town of Lebanon.

### 7.3 Inventory of Existing Intergovernmental Agreements

Mutual aid agreements exist between communities throughout the county to address police, fire, and ambulance services. Mutual aid agreements allow communities to share equipment and resources. Various informal and formal agreements exist between communities throughout the county to address sharing services and facilities such as parks, road maintenance, snowplowing, and library funding.

The Town of Lebanon has some formal agreements with adjacent towns and nearby communities. They are as follows:

1. Fire protection agreement with the Town of Emmet
2. Medical emergency service agreement with the Towns of Ashippun, Emmet, Hustisford, and Village of Hustisford.
3. Road maintenance (snow plowing / road repairs) agreement with the Towns of Ashippun, Emmet, Hustisford, and Ixonia.

### 7.4 Analysis of the Town of Lebanon Relationship with School Districts, Drainage Districts, Adjacent Local Governmental Units, the Region, the State, and Other Governmental Units

#### **School Districts**

The Town of Lebanon is located within four school districts, the Hustisford School District, Neosho/Hartford High School District, Oconomowoc School District, and Watertown School District.

#### *Relationship*

The Town of Lebanon's relationship with the school districts can be characterized as limited. The school districts tend to operate rather independently and interaction with the Town tends to be minimal.

#### *Siting School Facilities*

The siting of new school facilities is mainly conducted by the school district. The Town has historically had little input into the location of new school facilities.

### *Sharing School Facilities*

No formal agreement between the School Districts and the Town exists for the shared use of school facilities. The schools outdoor recreational facilities also provide opportunities to residents of the Town.

### **Drainage Districts**

The Town of Lebanon has one drainage district; however, the Town has little communication with the drainage district.

### **Adjacent Governmental Units**

The Town of Lebanon shares borders with the Towns of: Hustisford to the north, Ashippun to the east, Jefferson County to the south, and Emmet to the west. The City of Watertown is located two miles from the southwest portion of the Town.

### *Relationship*

The Town of Lebanon's relationship with the adjacent towns can be characterized as one of mutual respect. Towns are not incorporated and cannot annex land. Therefore, the borders between the Town of Lebanon and adjacent towns are fixed and boundary disputes are virtually nonexistent. The providing of public services such as snow plowing or road maintenance are conducted individually by each Town, however, some cooperation does exist at the borders between towns.

### *Siting and Building Public Facilities*

The Town of Lebanon does not currently share any public facilities with other governmental units. Likewise no plans exists to jointly site any public facility with another governmental unit.

### *Sharing Public Services*

The Town of Lebanon cooperates with the surrounding communities to provide road maintenance and emergency services.

The Town works with the Town of Emmet to provide part time police protection, in addition to the services the Dodge County Sheriff's Department provides. The County Highway Department maintains the County highway system, a public service all County citizens utilize. The County Highway Department also installs driveway culverts and road name signs for those towns that choose to pay for such an additional service.

County Departments such as the Land Resources and Parks Department can offer services for assistance beyond the required level of service. The Land Resources and Parks Department provides planning services for a fee to any municipality. Many communities have taken advantage of this service over the years.

## **Region**

Dodge County is located in the south-central region of the State of Wisconsin. The Town of Lebanon is located in the southeast portion of Dodge County. Dodge County and the Town of Lebanon are not part of a regional planning commission. Therefore, the Town's relationship with the region is quite limited as there is no regional entity for the Town to be involved with.

## **State**

The Town of Lebanon's relationship with the State of Wisconsin mainly involves state aids for local roads and the administering of various state mandates to Towns.

## **Other Governmental Units**

The relationship between the Town of Lebanon and Dodge County can be characterized as one of general agreement and respect. Dodge County has zoning and land division jurisdiction in the Town, the County attempts to get input from the Town before making decisions affecting the Town. Likewise the Town has attempted to maintain open communication with the County.

### 7.5 Existing or Potential Conflicts with Other Governmental Units and Strategies for Conflict Resolution

<u>Potential Conflict</u>	<u>Process to Resolve</u>
1. Concern over too much intervention by Dodge County and the State relative to local control of land use issues.	Town maintains and uses a comprehensive plan.  Town maintains and regularly updates local ordinances and programs.  Maintain communication with the Dodge County Land Resources and Parks Department on land use issues.  Town provides ample opportunities for public involvement during land use planning and ordinance development efforts.  Assist lobbying and political groups in opposition to new state regulations that will result in burdensome regulations.
2. Concern over conflicts between agricultural operations and new nonfarm residences.	Town amends Land Division ordinance to reduce nonfarm development in agricultural areas. The Town should also review the use of other local ordinances to minimize potential land use conflicts.

## 7.6 Intergovernmental Cooperation Trends

The following intergovernmental trends are anticipated during the planning period in the Town:

- ◆ Intergovernmental cooperation will increase as state, county, and local governments strive to spend less money more efficiently;
- ◆ Comprehensive planning will help communities share information and identify opportunities for shared services and facilities;
- ◆ The Town of Lebanon and Dodge County are going to continue to grow, therefore land use conflicts may occur in and near the Town;
- ◆ Demand for public services will increase, as the amount of tax revenue decreases.

## 7.7 Intergovernmental Cooperation Goals and Objectives

Wisconsin Statutes 66.1001 requires a statement of overall goals and objectives of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. The following are the goals and objectives developed by the Town of Lebanon regarding intergovernmental cooperation.

***Goal: Establish mutually beneficial intergovernmental relations with other units of government.***

***Goal: Maintain communications with neighboring communities, Dodge County, and state and federal agencies relative to land use issues, services, and programs.***

### ***Objectives***

1. Continue the cooperative working relationships the town has established with neighboring communities and the county.
2. Increase cooperation with neighboring communities and Dodge County to provide efficient and effective emergency services, road maintenance, and other services when appropriate.
3. Notify adjacent municipalities of proposed developments near a shared boundary.
4. Regularly meet with representatives from both of the Town's sanitary sewer districts to coordinate development plans..
5. Communicate with Dodge County staff to help ensure land use decisions are consistent with both the Town's and the County's Comprehensive Plan.
6. Meet with the State Department of Natural Resources regarding the acquisition of parklands, wetlands and buffer areas adjacent to the Rock River.
7. Meet with State of Wisconsin officials as needed to address any issues of mutual concern.
8. Utilize information and assistance from the county to assist the Town with ordinance administration.

## 7.8 Intergovernmental Cooperation Policies and Recommendations

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

### *Policies*

1. The town should work with neighboring communities to match land use plans and policies along municipal boundaries to promote consistency and minimize potential conflicts.
2. Any and all intergovernmental agreements or arrangements shall be in writing and the statutory authority for such agreements will be identified.
3. Town facilities which have available capacity shall be considered for joint use with a neighboring community or group for equitable compensation.
4. In order to provide services more efficiently, the town should increase communication efforts and cooperative planning efforts with neighboring communities, the county, and other appropriate jurisdictions.
5. Before the purchase of new town facilities or equipment, or the reinstatement of service agreements, the town should pursue options for trading, renting, sharing, or contracting such items from neighboring jurisdictions in order to provide services efficiently and save taxpayers' money.
6. The Town should coordinate ordinances and review procedures to be as consistent as possible with the county to minimize confusion on land use policies and regulatory practices.

### **Recommendations**

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

1. Meet with Dodge County Department staff and neighboring community officials to explore opportunities for the cooperative administration of services and programs.
2. Utilize county technical assistance to support town planning efforts and other intergovernmental discussions.



## 7.9 Intergovernmental Cooperation Programs

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

### UW-Extension Local Government Center

The mission of the Local Government Center is to provide focus, coordination, and leadership to UW System educational programs for local government, and to expand the research and knowledge base for local government education. The Center conducts and coordinates educational programming in general local government, local government finance, growth management, and community planning and design. Educational programs are delivered through the two-way audio Educational Telecommunications Network (ETN), satellite television, and state-wide and regional workshops. A variety of resources regarding intergovernmental cooperation are available through the Local Government Center. For further information visit its web-site at [www.uwex.edu/lgc/](http://www.uwex.edu/lgc/).

### Office of Land Information Services, Municipal Boundary Review

Municipal Boundary Review regulates the transition of unincorporated areas to city or village status through municipal annexation, incorporation, consolidation, or by joint city-village-town activities involving cooperative boundary plans and agreements. Such agreements may change territorial boundaries and may provide for the sharing of municipal services. Staff members are available upon request to meet with local officials and citizens to discuss annexation, incorporation, consolidation and cooperative boundary plans. Contact the Wisconsin Department of Administration, Office of Land Information Services for further information.

### Wisconsin Towns Association (WTA)

Wisconsin Towns Association (WTA) is a non-profit, non-partisan, statewide organization created under s. 60.23(14) of the Wisconsin Statutes to protect the interests of the state's 1,264 towns and to improve town government. In 2012, WTA celebrated it's 65th year of service to town governments and the state's town residents. The association is organized into six districts and is headquartered in Shawano. WTA relies on regular district meetings, an annual statewide convention, publications, participation in cooperative training programs, and other means to support the goal of keeping grassroots government strong and efficient in Wisconsin. For further information on the WTA, visit its website at [www.wisctowns.com](http://www.wisctowns.com).



## 8.0 Land Use

### 8.1 Introduction

Land use is a means of broadly classifying how land is used and how it could be used in the future. Each type of use has its own characteristic that can determine compatibility, location, and preference to other land uses. The maps, especially existing land use, are used to analyze the current pattern of development, and serve as the framework for formulating how land will be used in the future. Land use regulations, private market demands, ownership patterns, and resource management programs all contribute to the character of the community as it is known today.

A primary function of this land use element is to help guide future land use in a way that is compatible, desirable, and accepted by the local community. This requires the consideration of a range of ideas and opinions relative to land use, property rights, and community values. The community can effectively manage land use through sensible land use controls and policies. Because land use is a people-oriented process, personal opinions, desires, and attitudes, and legal and political considerations all have land use impacts.

### 8.2 Existing Land Use

Land use is a means of broadly classifying different types of activities relating to how land is used. The type, location, density, and geographic extent of developed and undeveloped lands influence community character, quality of life, public service needs, and tax base. An inventory of existing land uses in the Town was conducted by the Town Planning Committee in 2013. As expected, the land use pattern in Lebanon consists mostly of agricultural land and scattered residential development. Existing land uses are shown on map 8-1 and in Table 8-1 below:

Table 8-1  
Existing Land Use, Town of Lebanon

Land Use Category	Acreage	% of Total
Residential	536	2.3
Commercial	4	0.01
Industrial	64	0.3
Public & Quasi-Public	37	0.2
Transportation	190	0.8
Parks & Recreation	253	1.0
Communication & Utility	16	0.07
Water	10	0.04
Agriculture or Open Space	22,235	95.3
Total	23,345	100.0

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

Source: Dodge County Land Resources and Parks Department.

## **Agricultural and Other Resource Land**

By far the largest of the land use categories is the combined total for agriculture and other resource land, which is a reflection of the large amount of agricultural land in the Town. Agriculture and other resource land accounts for 22,235 acres of land or 95.3 percent of the Town's land base. The question of how much land is converted to urban type uses and where this conversion takes place is a key element of the land use planning process.

## **Residential**

Residential development in the Town of Lebanon consists of single family housing (including farmsteads), multi-family units, and a mobile home park. Residential areas are concentrated in the unincorporated Village of Lebanon, Old Lebanon area, and the mobile home park in the south portion of the Town. Also, single family housing is scattered throughout the Town. Residential land uses account for 536 acres of land or 2.3 percent of the land area in the Town.

## **Commercial**

Commercial uses cover only four acres of land in the Town. There are some commercial operations located in the unincorporated Village of Lebanon and along CTH R.

## **Industrial**

Industrial development uses make up only 64 percent of the total land area or 0.3 acres of land in the Town. Similar to commercial land uses, most industrial areas are located near the major transportation routes in the Town.

## **Public and Quasi-Public**

Public and Quasi-Public land uses occupy 37 acres, or 0.2 percent of the land area in the Town. Generally, these uses include government facilities and other institutions. In Lebanon, the majority of land in this category is occupied by the sewage treatment plant in the northwest portion of the Town. The remainder of uses in this category includes churches, schools, cemetery, and utility facilities, as well as other uses such as the Town/Fire hall and Town garage.

## **Parks and Recreation**

The Town of Lebanon has 253 acres of land that are dedicated for use as parks and recreational land. The effects of a growing population, growing interest in outdoor activities, and increased mobility will place greater demands on recreational facilities in the Town. The preservation of public recreational areas as the Town continues to grow is a key element in maintaining the quality of life in the Town of Lebanon.

## **Transportation**

Transportation related land use features include local roads, county and state highways, and railroad corridors. In the Town of Lebanon, transportation related land uses occupy 190 acres of land or 0.8 percent of the total land area.

## **Communication and Utilities**

Communication and utilities land use features include power lines, electrical substations, and telecommunication towers. In the Town of Lebanon, communication and utility land uses occupy only 16 acres of land.

### **8.3 Analysis of the Town of Lebanon's Supply of Land, Demand for Land, Price of Land, and Opportunities for Redevelopment**

#### **Supply of Land**

The supply of land in the Town of Lebanon is fixed. Unincorporated municipalities such as Towns do not have the power to annex land. However, if the unincorporated Village of Lebanon decided to incorporate, it would have the power to annex land from the town. Therefore, the supply of land within the town could possibly be reduced in the future. The Town does have a large amount of undeveloped land that is currently being used for agricultural and open space purposes.

#### **Demand for Land**

Demand for land in the Town of Lebanon can be high. The Town's location near the City of Watertown and a quiet rural setting make the Town a desirable place to locate a residence. In addition, the existence of the unincorporated Village of Lebanon and county highways may result in an increase in the demand for industrial or commercial land. New workers that the industrial or commercial growth will bring may be looking for rural home sites near their places of employment; demand for residential land may increase. Also, the demand for agricultural land will depend on the price farmers receive for their crops. High prices will lead to high demand for farmland; low prices will lead to more farmland being offered for other uses.

#### **Price of Land**

There is a moderate demand for rural lots in the Town of Lebanon and the rest of Dodge County as well. Unimproved rural lots usually range between one to three acres in size and do not have public services such as sewer or water. Generally, these unimproved vacant lots have selling prices ranging between \$25,000 and \$40,000 in the area. In addition, agricultural property in the Lebanon area has seen increased competition among agricultural interests in the area. Recently, agricultural land has been selling for approximately \$6,000 an acre.

#### **Opportunities for Redevelopment**

Opportunities for redevelopment of land in the Town of Lebanon are limited. Little developed land exists that is not currently being utilized in some manner. No significant areas of land are in need of redevelopment in the Town.

## 8.4 Existing and Potential Land Use Conflicts

The following list represents existing and potential land use conflicts in the Town of Lebanon:

- ◆ Increasing pressure to convert rural farmland to nonfarm residential land uses.
- ◆ If the unincorporated village of Lebanon decided to incorporate; boundary issues between the Town and the Village could arise.
- ◆ An increase in the number of large animal confinement operations may have a negative impact on nearby non-farm residences.
- ◆ Intervention by the County and the State relative to local land use issues.

Resolutions to existing and potential land use conflicts are discussed throughout Chapter 9, the Implementation element.

## 8.5 Land Use Projections

Table 8-2 displays estimates for the total acreage that will be utilized by residential, commercial/industrial, institutional, and agricultural land uses for five year increments through the year 2035 in the Town of Lebanon. These future land use demand estimates are largely dependent on population increases and should only be utilized for planning purposes in combination with other indicators of land use demand.

Table 8-2  
Land Use Projections (acres)  
Town of Lebanon, 2015-2035

Year	Residential	Commercial/Industrial	Institutional	Agricultural
2015	583	74	522	22,140
2020	597	76	535	22,111
2025	610	77	546	22,086
2030	618	78	554	22,068
2035	622	79	557	22,061

Residential includes single family, two family, multi-family, and mobile home parks.

Commercial/Industrial includes all commercial and industrial uses.

Institutional includes public & quasi-public, parks & recreation, and transportation.

Agricultural includes agriculture and open space.

Year 2015 to 2035 acreage calculations were projected by utilizing Wisconsin Department of Administration (WDOA) population projections. Projected demand for residential, commercial/industrial, and institutional land use assume that the ratio of the community's 2010 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 they did in 2013 when the existing land use survey was conducted. The projected decline in agricultural land use is based on the projected growth of other land use categories.

Table 8-2 indicates that residential, commercial/industrial, and institutional land use needs will show small increases during the planning period. It is anticipated that demand for residential, commercial, industrial, and institutional land will increase due to development pressure from the City of Watertown and other relatively close metropolitan markets. The growth will come at the loss of some agricultural land. The projected decline in the agricultural land base is determined by the increase in residential, commercial/industrial, and institutional land base.

## 8.6 Future Land Use Plan (Classifications)

The future land use map is the primary component of the comprehensive plan that will be used as a guide for Town officials when considering future development within the community. The map is long-range and will need to be reevaluated periodically to ensure that it remains consistent with changing trends and conditions.

Pursuant to the comprehensive planning law, Section 66.1001 Wis. Stats., the Land Use element must specify the general location of future land uses by net density or other categories. To address this requirement, the Future Land Use Map and the land use categories described below were developed to allow Town officials the opportunity and flexibility to promote a desired pattern and density of land use in their community and throughout the Town.

The Future Land Use Map categories are simply designated areas of consistent character, use, and density that share similar goals and objectives for future use, preservation and/or development. The Future Land Use Map will be used as a general guide to assist Town officials when making decisions regarding the protection and preservation of the Town's agricultural and natural resources and when considering specific development proposals. Decision and actions to allow specific types of development will be further guided by specific Town ordinance provisions established to further define and implement the general goals, objectives, policies, and recommendations of the comprehensive plan. See the future land use categories below and the future land use map, map 8-2.

### **Conservancy (Dark Green)**

#### **Intent and Description**

These mapped areas include wetlands as designated by the WDNR. Agricultural activities such as crop harvesting and pasturing are recognized as acceptable activities in the Conservancy category. Development should not encroach on these areas other than for recreational purposes as allowed under applicable regulations.

### **Agriculture (Light Green)**

#### **Intent and Description**

This category represents those areas where agricultural type uses such as dairy and crop farming are the anticipated predominant land use in the area. The Agriculture category could include a limited amount of residential development, but the predominant land use would be agricultural in nature. Housing for a farm operator or the son or daughter of the farm operator would be

acceptable. A minimal amount of other non-farm land uses, e.g. wind energy systems, wireless communication facilities, dog kennels, veterinary clinics, mineral extraction, farmers markets, and wildlife ponds, etc., may also occur in areas planned for agriculture.

Uses identified as either an allowed use or a conditional use within the A-1 Prime Agricultural or A-2 General Agricultural Zoning Districts of the Dodge County Land Use Code are considered to be consistent with the Agriculture land use category.

Preservation of the Town's agricultural areas, natural resources, surface waters, and open spaces is important to the Town. Various strategies for achieving this goal have been identified and outlined in this plan. These strategies primarily include strengthening agricultural preservation methods and directing future development into surrounding areas that are served by sanitary sewer systems. Major subdivisions (those proposing to create five or more lots) and other similar large scale developments are prohibited in these areas.

### **Recreation (Dark Blue)**

#### **Intent and Description**

This category includes existing / future park and recreation land. Local, county, state, and federal recreation areas as well as privately owned recreation areas (golf courses, gun clubs, etc.) are included in this category. Wetlands that are located within a public or private recreation area will be placed in the Recreation category.

### **Single-Family Residential (Yellow)**

#### **Intent and Description**

This category represents those areas where single-family residential land uses already exist, or, where such uses are planned to be the predominant land use. The density of residential development may vary depending on applicable zoning and land division regulations, but only single-family housing is included in this category. Mobile home parks, attached condominiums, and other multi-family residential uses would not be categorized as single-family residential but as General Residential (see description below). Where agricultural uses occur in these mapped areas, it is anticipated that these areas will become predominantly single-family residential over time.

Uses identified as either an allowed use or a conditional use within the R-1 Single Family Residential Zoning District of the Dodge County Land Use Code are considered to be consistent with the Single Family Residential land use category.



### **General Residential (Orange)**

#### **Intent and Description**

These areas include all types of residential uses. Multi-family structures including attached condominiums, duplexes, group living facilities, and mobile home parks are included in this category. Single-family residential uses are also allowed in this category.

Uses identified as either an allowed use or a conditional use within the R-2 Two-Family or R-3 Multi-Family Zoning Districts of the Dodge County Land Use Code are considered to be consistent with the General Residential land use category.

### **Commercial (Red)**

#### **Intent and Description**

These mapped areas represent where commercial type land uses are anticipated in the future. Examples of uses found in this category include retail sales and services, eating and drinking establishments, financial institutions, professional offices, service and repair businesses, visitor accommodations, entertainment businesses, parking lots and day care facilities.

Uses identified as either an allowed use or a conditional use within the C-1 General Commercial or C-2 Extensive Commercial Zoning Districts of the Dodge County Land Use Code are considered to be consistent with the Commercial land use category.

### **Industrial (Purple)**

#### **Intent and Description**

These mapped areas represent where industrial type land uses are anticipated. Manufacturing and production facilities, resource extraction and processing, warehousing, transportation terminals, feed mills, and wholesale establishments are some of the examples of uses included in this category.

Uses identified as either an allowed use or a conditional use within the C-2 Extensive Commercial, I-1 Light Industrial or I-2 Industrial Zoning Districts of the Dodge County Land Use Code are considered to be consistent with the Industrial land use category.

### **Utilities and Community Services (Brown)**

#### **Intent and Description**

This category includes all public and private utility facilities as well as those uses which provide a service to the community except parks. Land uses such as churches, cemeteries, post offices, libraries, nursing homes, assisted living facilities, prisons, airports, hospitals, town halls, police and fire stations, museums, and schools are some examples of community services. Utilities would include uses such as electrical substations, water wells, water towers, natural gas regulator stations, and waste water treatment facilities.

## 8.7 Land Use Trends

Changes in land use are related to changes in population, housing, transportation, community services, agriculture, natural resources, and economic development. The following land use trends are anticipated in the Town of Lebanon over the next 20 to 25 years.

- ◆ Lebanon's population and the number of housing units will increase; hence increasing pressure to convert farmland to residential use.
- ◆ The number of persons per household will continue to decrease requiring more housing units and more land to accommodate the Town and County's growing population.
- ◆ The Town's woodlands and highland areas will be desired for residential development.
- ◆ Agriculture will maintain a strong presence in the Town. There will likely be a decreasing number of total farms, but an increasing number of large farms.

## 8.8 Land Use Goals and Objectives

Wisconsin Statutes 66.1001 requires a statement of overall goals and objectives of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. The following are the goals and objectives developed by the Town of Lebanon regarding land use.

***Goal: Encourage planned growth that enhances the local economy, while protecting natural resources, recreational opportunities, and the rural character of the town.***

***Goal: Minimize conflicts between residential, commercial, industrial, and agricultural land uses.***

***Goal: Limit new development to areas easily served by public services***

### ***Objectives***

1. Explore the use of impact fees and other capital cost recovery mechanisms to assure that the cost of new development is not borne by the existing taxpayers.
2. Utilize design guidelines and specific development standards for commercial, industrial, and public structures in order to direct development's appearance and function including the landscaping, open space, building scale, and building materials and adopt these standards and guidelines as part of the Town zoning ordinance.
3. Plan for growth within areas of the town where growth impacts are appropriate and expected. These impacts can include the addition of services necessary to support the growth, changes to local character, and impacts on transportation systems.
4. Encourage commercial, industrial, agricultural, and residential developments to fit within the character of the area in their site designs, building character, scale, and long-term economic feasibility.
5. Encourage new residential development to be buffered substantially from surrounding agricultural land.
6. Locate new (non-established) animal confinement facilities in areas which do not conflict with other forms of development.

7. Balance appropriate land use regulation and the rights of the property owners which focus on the best interests of the town as a whole.
8. Preserve natural environments and environmentally sensitive areas.
9. Encourage use of the Town Comprehensive Plan as a public and private decision-making tool.
10. Encourage redevelopment of lands with existing infrastructure and public services as well as the maintenance and rehabilitation of existing structures.
11. Encourage development where potential pollution hazards are least.

## 8.9 Land Use Policies and Recommendations

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

### ***Policies***

1. If a land use is allowed as either a permitted or conditional use within the zoning district that applies to a subject property but is deemed not consistent with Comprehensive Plan, the subject property should be allowed to be developed as the zoning regulations allow.
2. The current rural nature of the town shall be maintained to the maximum extent possible, particularly by having single family residences as the primary source of housing and farming and agriculture as the primary economic base.
3. All development proposals shall meet the intent of the Future Land Use Plan classifications as described in the Land Use element.
4. The Town should consider adopting the State of Wisconsin model conservation subdivision design ordinance and other similar existing models, within the Subdivision Ordinance.
5. New commercial and industrial development should be located in those areas shown on the Future Land use Map.
6. Cluster residential development will be promoted to minimize land use impacts while accommodating development and green space.
7. The Town should encourage residential infill within the established residential areas over the construction of new residential areas or divisions of land in other areas of the town.

### ***Recommendations***

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

1. Provide informational handouts that explain the zoning and subdivision regulation processes and provide checklists for information which needs to be submitted.

2. The Town should develop a review process that objectively examines the quality of proposed developments and the potential long-term positive and negative impacts on the town.
3. Provide educational materials to new town residents on town services and the responsibilities of rural lifestyles.
4. Review the State's Farmland Preservation Program; determine if the Town should participate in the program. If the Town wants to participate in the program, work with Dodge County staff to make the Town eligible for the program.

### 8.10 Land Use Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified. In addition to the programs listed below, see the Agricultural, Natural and Cultural Resources element and the Dodge County Farmland Preservation Plan for additional land use programs.

#### Office of Land Information Services (OLIS), Wisconsin Department of Administration

OLIS provides staff support to the Wisconsin Land Council, and it administers the Wisconsin Land Information Program in conjunction with the Wisconsin Land Information Board. It also houses Plat Review and Municipal Boundary Review, both of which have statutory authority for approval of specific land use related requests, and the GIS Services, dedicated to the efficient use of geographic information systems. For further information about OLIS visit its web-site via the WDOA web-site at: [www.doa.state.wi.us](http://www.doa.state.wi.us).

#### UW-Extension Center for Land Use Education

The Center for Land Use Education (CLUE) uses a team-based approach to accomplish its dual missions in campus based undergraduate and graduate education and Extension outreach teaching related to: land use planning, plan and ordinance administration, project impact and regional trends analysis, and public involvement in local land use policy development. For more information on the Center for Land Use Education visit its web-site at [www.uwsp.edu/cnr/landcenter/](http://www.uwsp.edu/cnr/landcenter/).

# 9.0 Implementation

## 9.1 Introduction

Just as the comprehensive plan does not work independently of other community documents, the implementation element does not work independently of the other elements in the plan. In fact, the implementation element is one of the best ways to demonstrate the integration of all the elements. Through implementation, the connectivity among community issues and opportunities, housing, transportation, utilities and community facilities, agricultural, natural, and cultural resources, economic development, intergovernmental cooperation, and land use is realized. Decisions should be made based on the knowledge that one decision can affect all the elements involved and there are direct and indirect effects of all actions.

The Implementation element includes a compilation of programs and specific actions to be completed in a stated sequence. These programs and specific actions will be used to implement the goals, objectives, policies, and recommendations contained within the earlier elements of this plan.

The Implementation element also includes a section on mechanisms to measure progress that will allow the community to determine if it is successfully implementing its comprehensive plan. In addition, this element also describes how all of the plan elements will be integrated and made consistent, as well as amendment and comprehensive plan update procedures.

## 9.2 Implementation Programs and Specific Actions

### **Conventional Zoning**

Under Wisconsin Statutes, counties, cities, villages, and towns with village powers are authorized to adopt zoning ordinances. Zoning is one method of implementing or carrying out the comprehensive plan. Zoning regulates the use of land, lot size, density, and the height and size of structures. A conventional zoning ordinance is probably the most commonly used land use implementation tool. Under conventional zoning, districts (defined areas of consistent use and density) are established which typically follow parcel boundaries and legal descriptions. Each district or zoning category contains a list of permitted and conditional uses which define “rights” within the district. In Wisconsin, towns are either “under” their respective county’s zoning ordinance, administer their own zoning ordinance, or do not administer zoning.

#### Town of Lebanon Status/Recommendation(s)

**Status:** Adopted Dodge County Zoning, see map 9-1 for the current zoning map.

**Recommendation(s):** Continue to utilize Dodge County Zoning.

**Timeline:** N/A

### **Subdivision Ordinance**

Achieving the goals, objectives, and policies of the comprehensive plan will be significantly influenced by how land will be divided and developed in the future. Pursuant to Section 236 of the Wisconsin Statutes, a community, by ordinance, could review the subdivision of land within its corporate limits. A subdivision ordinance is a tool to control how, when, and if rural farmland, woodlands, and open spaces will be divided and developed while protecting the needs and welfare of the community. It also regulates how new lots will be made ready for future development, such as providing for adequate access (required roads, driveways), wastewater treatment, and water supply.

The impact of subdivision regulations is more permanent than zoning (which regulates the type of development that takes place on a parcel) because once land is divided into lots and streets are laid out, development patterns are set. Local review and regulation of future divisions of land can therefore be effective tools to realize plan goals of maintaining agriculture as a strong part of the local economy, protecting natural resources, and retaining rural character.

A community can require a new land division be in conformance with its comprehensive plan as a basis of approval. The key to implementing this objective is twofold. First, the ordinance should clearly state that consistency with the community's comprehensive plan is a criterion of approval. Secondly, the ordinance should contain a provision requiring the proponent for a land division to submit a clear and concise letter of intent as part of the land division application. The letter of intent submitted as part of the application record can be used to decide if the lot proposed to be created will adequately accommodate the future use of the property.

Development of a local subdivision ordinance could also incorporate "conservation design guidelines and standards" to help implement the plan goals, objectives, and policies supporting protection of the community's agricultural lands and open spaces. Conservation subdivisions are intended to be an alternative approach to the conventional lot-by-lot division of land in rural areas which spreads development evenly throughout a tract of land without regard to the natural features of the area. Communities must remember a land division ordinance only affects new development, which requires a land division. New uses on existing parcels remain unregulated.

### **Town of Lebanon Status/Recommendation(s)**

**Status:** The Town of Lebanon has adopted its own Land Division Ordinance. The county subdivision regulations also apply within the Town.

**Recommendation(s):** Review, and if applicable amend the land division regulations to be compatible with the Comprehensive Plan.

**Timeline:** Within two years of adoption of the Comprehensive Plan.

### **Official Map**

Cities, villages, and towns may adopt official maps. These maps, adopted by ordinance or resolution, may show existing and planned streets, highways, historic districts, parkways, parks, playgrounds, railroad rights of way, waterways and public transit facilities. The map also may include a waterway only if it is included in a comprehensive surface water drainage plan. No building permit may be issued to construct or enlarge any building within the limits of these mapped areas except pursuant to conditions identified in the law. Counties have limited official mapping powers. Official maps are not used frequently because few communities plan anything but major thoroughfares and parks in detail in advance of the imminent development of a neighborhood.

#### **Town of Lebanon Status/Recommendation(s)**

**Status:** The Town of Lebanon has not adopted an official map.

**Recommendations:** No recommendation

**Timeline:** N/A

### **Driveway Ordinance**

Driveway ordinances are developed to establish standards for driveways that will provide for safe and adequate access from private development to public right-of-ways, and also to maintain appropriate access spacing, access-point 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 such uses as a single-family residence which is consistent with the 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 which connects or will connect with any public roadway. The ordinance typically only impacts new driveways or driveways which 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.

#### **Town of Lebanon Status/Recommendation(s)**

**Status:** The Town of Lebanon has adopted a Driveway Ordinance.

**Recommendation(s):** Driveway provisions should be assessed to ensure the design standards are adequate.

**Timeline:** Within two years of adoption of the Comprehensive Plan.

### **Right-To-Farm Ordinance**

Right-to-farm laws are designed to accomplish one or both of the following objectives: 1) to strengthen the legal position of farmers when neighbors sue them for a private nuisance; and 2) to protect farmers from anti-nuisance ordinances and unreasonable controls on farming operations. Most laws include a number of additional protections. Right-to-farm provisions may also be included in state zoning enabling laws, and farmers with land enrolled in an agricultural

district may have stronger right-to-farm protection than other farmers. A growing number of counties and towns are passing their own right-to-farm legislation to supplement the protection provided by state law. The common law of nuisances forbids individuals from using their property in a way that causes harm to others. A private nuisance refers to an activity that interferes with an individual's reasonable use or enjoyment of his or her property. A public nuisance is an activity that threatens the public health, safety or welfare, or damages community resources, such as public roads, parks, and water supplies.

Right-to-farm laws are intended to discourage neighbors from suing farmers. They help established farmers who use good management practices prevail in private nuisance lawsuits. They document the importance of farming to the state or locality and put non-farm rural residents on notice that generally accepted agricultural practices are reasonable activities to expect in farming areas. Some of these laws also limit the ability of newcomers to change the local rules that govern farming. Local right-to-farm laws often serve an additional purpose: They provide farm families with a psychological sense of security that farming is a valued and accepted activity in their town.

#### Town of Lebanon Status/Recommendation(s)

**Status:** Dodge County has adopted Right-To-Farm provisions, within the Dodge County Land Use Code. The Town of Lebanon has not adopted its own right-to-farm ordinance.

**Recommendation(s):** The Town should determine if the County's Right-To-Farm provisions are sufficient and determine if the Town needs to adopt its own Right-To-Farm Ordinance.

**Timeline:** N/A

#### Capital Improvement Program

The Capital Improvement Program provides a systematic means for evaluating and scheduling the acquisition and development of community facilities, programs, and utilities over a period of years. The program is implemented through a yearly review and adoption of a one year capital improvement budget.

The recommendations specified in this plan should be prioritized. Once priorities have been established, a five year capital improvement plan can be developed based on the priorities. This will allow the Town to carry out the activities proposed in this plan in an economically feasible manner. The Town is encouraged to apply for state and federal grant money available for certain programs.

#### Town of Lebanon Status/Recommendation(s)

**Status:** The Town does not create a Capital Improvement Plan.

**Recommendation(s):** Consider developing a Capital Improvement Plan.

**Timeline:** Within one year of Plan adoption.



## **Cooperative Boundary Agreements**

Cooperative boundary agreements can reduce some of the conflict regarding boundary issues, including annexation, that often arise between towns and their incorporated neighbors (cities and villages). The Legislature has provided express enabling authority for these agreements. The communities involved in such agreements undertake cooperative preparation of a plan for the areas concerned. The plan for changing or maintaining boundaries, and for controlling land use and services is sent to the Department of Administration. If the plan is approved, a contract binding the parties to it is put into effect.

### **Town of Lebanon Status/Recommendation(s)**

**Status:** The City of Watertown does not have plans to grow towards the Town of Lebanon.

**Recommendation(s):** If the City of Watertown decides to grow towards or in to the Town of Lebanon, the Town should pursue a cooperative boundary agreement with the City.

**Timeline:** N/A.

## 9.3 Integration and Consistency of Comprehensive Plan Elements

Comprehensive planning legislation requires that the Implementation element describe how each of the nine elements of the comprehensive plan will be integrated and made consistent with the other elements of the plan. The planning process that was used to update the Town of Lebanon's Comprehensive Plan required all elements of the plan to be revised in a simultaneous manner. No elements were created independently from the other elements of the plan, therefore eliminating the threat of inconsistency. There are no known inconsistencies within the plan or individual elements or between goals, objectives, policies, and recommendations.

Over time, the threat of inconsistency between the plan and existing conditions will increase, requiring amendments and/or updates to be made. Additional plans regarding specific features within the community may also be developed (i.e., outdoor recreation plan). The process used to develop any further detailed plans should be consistent with this Town of Lebanon Comprehensive Plan.

## 9.4 Measurement of Plan Success

Successful implementation of this Comprehensive Plan can be measured in several ways. The primary means for measuring success of the plan is through regular review and updating of the plan. Through this process, errors, inconsistencies, and aspects of the plan that have not worked on can be evaluated and changes can be made. Success of the plan can also be measured by tracking the number of changes to the plan that are granted by the Town each year. A large number of changes can indicate a problem with the plan that may need to be addressed. Comparing future population growth and the number of new housing units in the Town to the figures and projections presented in this plan can also aid in determining the success of the projections in this Plan.

## 9.5 Updating the Comprehensive Plan

This plan should be updated as needed to include any significant data changes such as Census data when it becomes available and should be reviewed, updated, or revised at least every 10 years. A yearly review of this plan by the Town Planning Committee is highly recommended. However, various circumstances and certain opportunities may warrant changes to the plan prior to the next scheduled update or revision. Changes or amendments to this plan require a petition to the Town Board. The petition shall specify the change requested and reasons for the change.

The Town Board shall hold a public hearing upon publishing a Class I notice and upon giving the Town Planning Committee 30 days to review and comment on the petition. When deemed appropriate by the Town Board, written notification of the public hearing shall be sent to user groups, organizations, municipalities, or individuals believed to be directly or adversely affected by the proposed change. After the public hearing and consideration of the comments of the Planning Committee, the Town Board shall vote on the proposed change or amendment. The change shall be effective upon passage.

## 9.6 Implementation Goals and Objectives

Wisconsin Statutes 66.1001 requires a statement of overall goals and objectives of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. The following are the goals and objectives developed by the Town of Lebanon regarding implementation.

***Goal: Balance individual property rights with community interests and goals.***

***Goal: Promote consistency between the Comprehensive Plan, Town ordinances, and other land use policies/regulations.***

### ***Objectives***

1. Utilize the talents of the town's citizenry such as private corporations, area businesses, local civic organizations, and groups to help coordinate community events and implement town/community projects.
2. Place as much of the town's comprehensive plan, ordinances, and code administration information as practical on the town's web site.
3. Maintain a positive relationship with local news media to create greater public awareness of land use related matters.
4. Work with the County during the review process of proposed developments to ensure consistency with both the Town's and County's Comprehensive Plan.
5. Review Town procedures and make improvements if necessary.

## 9.7 Implementation Policies and Recommendations

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

### *Policies*

1. The Town should provide written findings for each Town action involving a decision to show how the request is either consistent or not consistent with the applicable ordinance and Comprehensive Plan.
2. All proposed developments should be reviewed for consistency with the comprehensive plan.
3. New or amended land use controls shall be consistent with the Comprehensive Plan.
4. To ensure his/her knowledge of the comprehensive plan, areas of the plan which are likely to be disputed or litigated in the future should be reviewed by the town attorney, who can then offer suggestions to reduce conflict.
5. The Town should update the Town’s Land Division Ordinance to ensure it is consistent with the Comprehensive Plan.
6. The Town should utilize the County’s GIS system to provide town officials and individuals with accurate maps and data for development proposals.
7. The town will encourage citizen input in the decision-making process by continuously considering alternatives to traditional posting methods, such as a newsletter or official town website.
8. The Town should develop an annual “Action Plan” to identify and prioritize short and long term work tasks that will contribute to the fulfillment of the Town’s Comprehensive Plan.

### *Recommendations*

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

1. Refer to prior Section 9.1 of this element for specific recommendations.

## 9.8 Implementation Programs

Various programs are listed throughout the Town of Lebanon’s Comprehensive Plan. These programs are available to implement the identified goals, objectives, policies, and recommendations.