

# **TOWN OF LEBANON DODGE COUNTY, WISCONSIN**

## **COMPREHENSIVE PLAN**

Adopted October 2, 2003

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# TOWN OF LEBANON 2003 COMPREHENSIVE PLAN

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## 1.0 ISSUES AND OPPORTUNITIES

### 1.1 INTRODUCTION - THE PLANNING PROGRAM

In the summer of 1999, the Town of Lebanon signed a Memorandum of Agreement with the Dodge County Planning and Development Department to assist with the completion of a community opinion survey. The agreement called for a public opinion survey and a summary of the results of the community opinion survey. Six Hundred and Four copies of the survey were mailed out in August of 2000 (See Appendix II for the final results of the Community Opinion Survey). Two Hundred and Fifty Three of the surveys were returned, for a return rate of 42 percent. In order to gain additional public input, a public meeting was held in the fall of 1999 in order to present the results of the community opinion survey and to hear additional comments from Town residents.

In November of 2000, the Dodge County Planning and Development Department prepared a Comprehensive Planning Grant application on behalf of the Town. In early 2001, the Town was informed by the state that the Town of Lebanon was awarded a \$10,000 comprehensive planning grant. On March 26, 2001, the Town signed a contract with the Wisconsin Department of Administration to produce a comprehensive plan document within 30 months.

In March of 2001, the Town signed a Memorandum of Agreement with the Dodge County Planning and Development Department to assist with the development of a Town Comprehensive Planning Program. The planning program called for a Comprehensive Plan document, a current land use map, future land use maps, and an updated Town zoning map. Mapping for the planning program involved the recording, classifying and analyzing of current land uses in the Town. From this information, a base map with property lines was developed along with an existing land use map and a future land use map. Policies, goals and objectives stated in this document reflect the deliberations of the Town Planning Committee, 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 plans, but are presented for background and reference only.

### 1.2 THE PURPOSE OF PLANNING

Development in a Town such as Lebanon consists of hundreds of decisions each year by unrelated individuals about how the land is to be used. Generally these decisions conform to tradition, but each has the potential to conflict with neighboring uses and each represents a step toward the land use pattern for the future. Without a plan, landowners have no guidance in making land use decisions and property owners have no protection from decisions that may not be in their best interest.

Wisconsin Statutes, Section 62.23 by reference from Section 60.62 provides that it is a function of the Town Plan Commission to make and certify to the Town board, a plan for the physical development of the Town. The plans general purpose is in guiding and accomplishing a coordinated, adjusted and harmonious development...which will in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity, or the general welfare, as well as efficiency and economy in the process of development. 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 engages in land use regulations develop and adopt a comprehensive plan. The plan must contain nine elements as specified in the statutes. It also requires that all land use decisions be consistent with the comprehensive plan.

Land and the public services provided to the people who live on the land, are too expensive to use them unwisely. Limited resources must be used in the most beneficial and least wasteful manner. Planning attempts to apply a rational process of analysis and forethought to the development process. It attempts to guide the use of Town's resources in an efficient, convenient, and healthful manner.

The planning process is advisory. The plan is a guide to public and private decisions concerning land. It is not an ultimate design, but represents thought and analysis at a point in time. Therefore, it requires periodic reconsideration and updating. The plan is long range and general, not something to be imposed in a narrow and rigid manner.

### 1.3 OVERALL MISSION, POLICIES, GOALS, AND OBJECTIVES

The mission, policies, goals, and objectives direct the plan implementation activities and development of the Town of Lebanon. They are the core of the Town Comprehensive Plan. They reflect the deliberations of the Town Planning Committee based on the comments and opinions of the people of Town of Lebanon.

The mission is the purpose for which planning is done and the direction to guide all future decisions. Policies are general statements that guide the planning process in generally accepted directions. Goals are statements of conditions intended to be maintained or achieved at some time in the future. Goals do not have specific time frames and usually cannot be specifically measured. Objectives are actions which need to be taken in order to achieve one or more goals. Objectives usually have an associated time frame and frequently must occur in a defined sequence. Objectives are normally measurable, and should be regularly reviewed to assess progress in implementing the plan.

Policies rarely change unless the philosophy of the population changes. Goals seldom change unless they have been achieved, and then usually only to maintain the condition that has been achieved. Objectives change frequently. Objectives are regularly achieved, and then are removed. Completion of some objectives often suggests new objectives that were not originally considered, and these should be added. Attempts to implement objectives sometimes reveals that they cannot be achieved, or that achieving them would not have the desired result. In these cases, these objectives should be modified or replaced. A thorough review of the goals and objectives should be conducted annually.

#### 1.3.1 Overall Mission

To preserve and enhance the rural and agricultural characteristics of Lebanon and to provide for planned growth consistent with the community's desires and concerns.

#### 1.3.2 Overall Policies

1. Residences set in attractive, healthy, safe, and convenient environments.

2. A safe, efficient, and well-planned transportation systems that incorporates multiple modes of travel.
3. Adequate utilities and community facilities to meet the needs of Town Residents.
4. Development providing for its own infrastructure needs so as not to burden existing taxpayers.
5. Public and institutional development serving the largest number of residents and enhancing the quality of life in efficient, safe, and convenient locations.
6. Development which is orderly and harmonious with Town of Lebanon's unique natural amenities.
7. The air, land and water regarded as irreplaceable resources to be protected for future generations with the most suitable land for cultivation preserved for agriculture.
8. Historic and cultural amenities protected for future generations.
9. Commerce, industry and agriculture located to function efficiently, economically, conveniently and safely without encroachment from incompatible land uses and without degrading natural and residential environments.
10. Cooperation between the Town, adjacent municipalities, county and state.
11. All land uses promoting public health, safety, morals, convenience, prosperity, efficiency, economy and the general welfare.
12. A system of efficient and well thought out Town Land Use Regulations that serve all Town residents in a fair and equal manner.
13. Public participation in the planning process.

### 1.3.3 Overall Goals, and Objectives

#### 1.3.3.1 *Population*

##### **Goal 1: Slow, steady population growth.**

*Objective 1:* Discourage major subdivisions in areas not served by public sanitary sewer.

*Objective 2:* Discourage residential development on prime agricultural soils

*Objective 3:* Enforce Town Land Division Ordinance in a manner consistent with the Town Comprehensive Plan.

*Objective 4:* Encourage residential development in areas served by public sanitary sewer.

##### **Goal 2: Provide opportunities to encourage young people to remain in the Town.**

- Objective 1:* Provide local activities for youth.
- Objective 2:* Increase local employment opportunities.
- Objective 3:* Allow expansion of existing agricultural operations and allow new agricultural operations.
- Objective 4:* Encourage expansion and improvement of the schools located in Town of Lebanon when justified.

### 1.3.3.2 Housing

#### **Goal 1: Provide for planned and orderly housing development.**

- Objective 1:* Encourage rehabilitation and proper maintenance of older homes
- Objective 2:* Encourage in fill of vacant lots in existing subdivisions
- Objective 3:* Growth encouraged to be single-family homes placed in appropriate areas.
- Objective 4:* Limit the number of duplexes and multi-unit housing, except for elderly housing.
- Objective 5:* Limit and control the use of mobile homes and the development of additional mobile home parks
- Objective 6:* Consider amending the Town Land Division Ordinance to decrease the minimum lot size for lots not served by public sanitary sewer and increase the minimum lot size for lots served by public sanitary sewer
- Objective 7:* Allow clustered residential development in appropriate areas
- Objective 8:* Review the Town Building Code to ensure sound design and construction standards for housing.
- Objective 9:* Review the Dodge County Land Use Code and recommend necessary changes to implement.
- Objective 10:* Discourage residential development on prime agricultural lands or near existing farmsteads
- Objective 11:* Encourage residential development within areas served by public sanitary sewer.
- Objective 12:* Prohibit major subdivisions (five or more lots) in areas not served by public sanitary sewer.
- Objective 13:* New parcels requiring access onto State and County Trunk Highways should be discouraged.

#### **Goal 2: A unified approach involving the Town, county, state and private entities to meet the needs for future housing.**

- Objective 1:* Regularly meet with County officials and neighboring municipalities to coordinate housing needs and plans.
- Objective 2:* Seek input of appropriate property owners in areas of housing development plans.
- Objective 3:* Meet with State officials as needed.

### 1.3.3.3 Transportation

#### **Goal 1: A safe, well-maintained system of roads and highways.**

- Objective 1:* Work with the County Highway Department to improve the highways under their responsibility.

- Objective 2:* Annually assess all roads in the Town for maintenance and safety issue.
- Objective 3:* Assess proper jurisdiction of roads within the Town.
- Objective 4:* Plan for new roads, including a minor collector highway through the northwest part of the Town.

**Goal 2: Restricted access to collector highways to protect traffic-carrying capacity.**

- Objective 1:* Restrict new access points along major and minor collector highways.
- Objective 2:* Deny inappropriate requests for rezonings and conditional use permits that would require additional access points along collector highways.

**Goal 3: Preserve and/or improve any through-Town road corridor.**

- Objective 1:* Preserve and protect the Scofield Road, Poplar Grove Road, Morningside Road, Willey Road and Davidson Road corridors from encroachment that would limit the roadway's ability to carry traffic volumes in the future.
- Objective 2:* Limit access points along designated Town roads.

**Goal 4: All Town roads to meet minimum standards for right-of-way pavement and shoulder widths.**

- Objective 1:* Review and modify (as necessary) current standards for existing roads.
- Objective 2:* Utilize the Pacer program to its fullest, including capital improvements, to schedule road maintenance and/or reconstruction.
- Objective 3:* Review new platted subdivisions to ensure that all roads meet minimum standards.
- Objective 4:* No private driveways accepted as part of the Town road system.
- Objective 5:* Town Roads classified as private driveways turned over to the adjacent land owner

**Goal 5: Promote a unified approach involving the Town, City, County, and private entities for road development to meet the needs for future commercial, and residential expansion.**

- Objective 1:* Regularly meet with county officials to coordinate development plans.
- Objective 2:* Seek input of appropriate property owners in areas of development plans.

#### 1.3.3.4 Utilities and Community Facilities

**Goal 1: Maintain and improve Town services (solid waste & recycling; fire, police & rescue; snow plowing of Town roads; storm water management, etc.)**

- Objective 1:* 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.
- Objective 2:* Annually review the police protection services contract with the Town of Emmet, and Dodge County.
- Objective 3:* Annually meet with the neighboring Towns, Cities, and Villages to review the fire protection and ambulance service mutual aid and/or contractual agreements.
- Objective 4:* Annually review the solid waste disposal and recycling services contract.
- Objective 5:* Develop a Storm-Water Management Plan for the unincorporated Village of Lebanon that will address current and future development.
- Objective 6:* Develop a policy that establishes acceptable driveway standards for emergency vehicle access.

**Goal 2: Make sure public facilities meet the needs of the Town residents. (Schools; libraries; cemeteries; hospitals; Town hall, etc.)**

- Objective 1:* Meet with other public and private officials to coordinate the provision of public facilities, such as libraries, hospitals, and cemeteries to accommodate future development within the Town.
- Objective 2:* Meet with the appropriate School Board Officials to make sure schools meet the needs of Town residents.
- Objective 3:* Notify appropriate School Board Officials of major residential developments within the Town to prevent unexpected large enrollment increases.
- Objective 4:* Develop and follow an equipment improvement/replacement schedule for the Town Fire Department and Ambulance services.
- Objective 5:* Develop and follow a improvement/replacement schedule for Town equipment.
- Objective 6:* Plan for the future expansion of the Town garage to accommodate year round storage of all of the Town's equipment.

**Goal 3: Make sure modern and adequate utilities are provided for residential and commercial use. (gas; electrical; phone; cable; sewer & water)**

- Objective 1:* Review planned developments to ensure adequate utilities can and will be provided according to long-range needs within the Town.
- Objective 2:* Meet with other units of government to coordinate the provision of public utilities to accommodate future development within the Town.
- Objective 3:* Encourage private and/or public sanitary sewer districts where appropriate.
- Objective 4:* Annually assess the facilities of each of the sanitary districts to ensure they can accommodate future development.
- Objective 5:* Research the need and feasibility of providing public water service.



**Goal 4: Ensure adequate park and recreational opportunities.**

- Objective 1:* Explore the need and feasibility of additional:
- parks
  - picnic areas
  - biking/hiking trails
  - sledding
  - nature preserve for hunting
  - fishing area
  - softball diamond
  - basketball court
- Objective 2:* Encourage the County Board and/or State Department of Natural Resources to acquire land in the Town for nature preserves.
- Objective 3:* Encourage the County Board to pursue the purchase of the semi-private Harnischfeger Employees Park, if the property becomes available.
- Objective 4:* Deny inappropriate requests for rezoning and/or development of natural areas designated as a park protection area.
- Objective 5:* Encourage the State Department of Natural Resources to acquire additional wetlands and buffer areas adjacent to the Rock River.
- Objective 6:* Apply for State stewardship grants to help purchase and land for nature preserves, and park use.
- Objective 7:* Apply for State grants to help improve or replace existing park facilities and equipment.
- Objective 8:* Distribute the creation of new park and recreational facilities evenly throughout the Town.
- Objective 9:* Update the Town Park and Recreation Plan to re-evaluate the goals and objectives set forth in the existing plan.

**Goal 5: Promote a unified approach involving the Town, County, State and private entities for utilities, facilities and services development to meet the needs for future commercial, industrial and residential expansion.**

- Objective 1:* Regularly meet with neighboring municipalities and County officials to coordinate development plans.
- Objective 2:* Seek input of appropriate property owners in areas of development plans.
- Objective 3:* Regularly meet with both of the Town's sanitary sewer district representatives to coordinate development plans.
- Objective 4:* Meet with State of Wisconsin officials as needed

### 1.3.3.5 Agricultural, Natural, and Cultural Resources

#### **Goal 1: Protection of environmentally sensitive land.**

- Objective 1:* Protect wetlands from siltation and runoff by requiring a buffer area around all DNR designated wetlands.
- Objective 2:* Protect lands with excessive slope (12% or greater) by requiring erosion control measures and re-establishment of natural vegetation
- Objective 3:* Establish educational workshops to encourage land owners to participate in government funded natural resource protection programs.
- Objective 4:* Prevent the rebuilding of existing structures in flood plains that are seriously deteriorated, damaged or destroyed.
- Objective 5:* Prevent the development (except for possible stream improvements) in the floodplain by enforcement of land development ordinances.

#### **Goal 2: Lower-density residential development on land with prime agricultural soils.**

- Objective 1:* Develop standards in the Town Subdivision ordinance to reduce the density of development in such areas
- Objective 2:* Limit the development of new nonfarm residences adjacent to land enrolled in the Farmland Preservation Program

#### **Goal 3: Preservation of cultural resources throughout the Town.**

- Objective 1:* Establish educational workshops to encourage land owners to participate in historic preservation tax credit programs.
- Objective 2:* Develop a historic preservation provision of the Town's Land Division Ordinance
- Objective 3:* Apply for grants to develop a comprehensive inventory of historic and culturally significant sights within the Town.
- Objective 4:* Encourage the activities of the Lebanon Historical Society to preserve the local history of the Town.

### 1.3.3.6 Economic Development

#### **Goal 1: Prime farmland permanently retained for agriculture.**

- Objective 1:* Restrict major subdivisions and non-farm development on land designated "Agricultural Area to be Preserved".
- Objective 2:* Retain property assessments of farmland consistent with their intended use.
- Objective 3:* Encourage participation in the farmland preservation program.
- Objective 4:* Discourage the rezoning of land zoned A-1 Prime Agricultural or designated Agricultural Area to be Preserved.
- Objective 5:* Direct rural, non-farm uses to those areas least suitable for cultivation.

*Objective 6:* Prevent isolated commercial and industrial uses in agricultural, residential and open space areas.

*Objective 7:* Strengthen the agricultural industry by encouraging new agriculturally related industries and the expansion of existing agricultural industries at suitable locations within the Town.

**Goal 2: Strengthen the economic vitality and improve the appearance of the commercial area in the unincorporated Village of Lebanon.**

*Objective 1:* Delineate the boundaries of what will be considered “Downtown Lebanon, so as to concentrate efforts on improvements.

*Objective 2:* Encourage removal of dilapidated, unsafe buildings.

*Objective 3:* Encourage storefront improvements by establishing a Revolving Loan Fund for building façade improvements.

*Objective 4:* Promote landscaping and beautification projects including a tree planting program along CTH R.

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

*Objective 6:* Avoid strip commercial areas along roads and highways in other parts of the Town.

*Objective 7:* 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 it’s sister city status. The Town of Lebanon Band is also a unique aspect of the Town and should be promoted.

*Objective 8:* Establish a Town Register of Historic Places. Develop a brochure and common signage to identify locations. Coordinate activities with the Lebanon Historical Society.

*Objective 9:* Organize activities such as festivals centered on the downtown area or Fireman’s Park.

*Objective 10:* Encourage multiple uses of existing buildings. Amend the Land Use Code and Zoning Map as needed to allow mixed uses.

*Objective 11:* Research what type of businesses would be successful in the downtown area and actively pursue such businesses. Consideration should be given to a convenience store with gasoline sales and a restaurant.

**Goal 3: Allow for the possibility of industrial and manufacturing uses.**

*Objective 1:* Allow light industrial uses in designated areas when appropriate.

*Objective 2:* Limit the amount of undeveloped land zoned for industrial/manufacturing uses in the Town.

*Objective 3:* Locate industrial areas so they are visually and functionally compatible with surrounding land uses.

*Objective 4:* Encourage industrial uses to locate in the portion of Lebanon that is served by public sanitary sewer service.

**Goal 4: Promote a unified approach involving the Town, County, State and private entities for stabilization and expansion of the current economic base in the area.**

*Objective 1:* Participate in Dodge County and state economic development activities.

*Objective 2:* Encourage the expansion of commercial and industrial uses currently operating in the Town.

**Goal 5: Tax rates stabilized to the extent possible.**

*Objective 1:* Use state and federal grant programs to supplement local tax revenue whenever practical and advantageous.

*Objective 2:* Institute user fees for some municipal services.

*Objective 3:* Continue to collect park fees from new land divisions and consider the use of other impact fees.

*Objective 4:* Insist that new land development pay for its own improvements.

*1.3.3.7 Intergovernmental Cooperation*

**Goal 1: Encouragement of coordination and cooperation among nearby Towns, Cities, Villages, and Sanitary Districts**

Objective 1: Notify adjacent municipalities of proposed developments near a shared boundary.

Objective 2: Annually review the emergency service mutual aid and/or contractual agreements with neighboring municipalities.

Objective 3: Meet with School Board Officials as needed to address common issues.

Objective 4: Regularly meet with representatives from both of the Town's sanitary sewer districts to coordinate development plans.

**Goal 2: Maintain a working relationship with the State and the County**

Objective 1: Regularly meet with County officials to address any potential conflicts.

Objective 2: Communicate with Dodge County Planning and Development Department staff to help ensure land use decisions are consistent with both the Town's and the County's Comprehensive Plan.

Objective 3: Meet with the State Department of Natural Resources regarding the acquisition of parklands, wetlands and buffer areas adjacent to the Rock River.

Objective 4: Meet with State of Wisconsin officials as needed to address any issues of mutual concern.

### 1.3.3.8 Land Use

#### **Goal 1: Land uses that create or preserve the varied and unique rural community.**

- Objective 1:* Retain prime farmland and open space by reducing the Town's minimum lot size, for lots not served by public sewer, from three acres down to two acres.
- Objective 2:* Preserve natural environments and environmentally sensitive areas.
- Objective 3:* Encourage use of the Town Comprehensive Plan as a public and private decision-making tool.
- Objective 4:* Encourage residential and commercial development that will not conflict with current surrounding land uses.
- Objective 5:* Promote clustered residential development.
- Objective 6:* Create a provision in the Town Land Division Ordinance that establishes density standards for residential development.
- Objective 7:* Develop and maintain an active running record of land divisions and/or Certified Survey Maps at the Town level.
- Objective 8:* Encourage use of the Future Land Use Map and the policies of each of the land use categories as a public and private decision-making tool.

#### **Goal 2: Limit new development to areas easily served by public services**

- Objective 1:* Discourage scattered development without discouraging desirable development.
- Objective 2:* Encourage redevelopment of lands with existing infrastructure and public services as well as the maintenance and rehabilitation of existing structures.
- Objective 3:* Encourage development where potential pollution hazards are least.
- Objective 4:* Prohibit development in wetlands and where flood hazard exists.
- Objective 5:* Relate residential development to existing employment, community facilities and transportation.

### 1.3.3.9 Implementation

#### **Goal 1: Cooperation with adjacent and nearby municipalities.**

- Objective 1:* Work with the County during the review process of proposed developments to ensure consistency with both the Town's and County's Comprehensive Plan.
- Objective 2:* Maintain open communication with adjacent and nearby municipalities.
- Objective 3:* Request that the County amend the Town of Lebanon zoning map as necessary to conform with the Town's future land use map.

#### **Goal 2: A quick and efficient review process for rezoning, land division and Conditional Use Permits (CUPs).**

- Objective 1:* Review Town procedures and make improvements if necessary.  
*Objective 2:* Amend the Town Land Division Ordinance as needed to ensure consistency with the Town's Comprehensive Plan.  
*Objective 3:* Develop and maintain an active running record of land divisions and/or Certified Survey Maps at the Town level.

**Goal 3: Develop a five-year capital improvement plan to assist the Town of Lebanon in meeting its development goals.**

**Goal 4: Balance individual property rights with community interests and goals.**

## 1.4 OVERALL PROGRAMS

The overall programs discussed in this section represent efforts taken by the local units of government to implement the mission, policies, goals, and objectives of this plan. Each program has a specific problem or issue it is attempting to address. It is the intent of these programs to provide assistance, guidance, and regulation in addressing the particular problem or issue. The programs available within the Town of Lebanon are:

- Pacer Program
- Dodge County Capital Improvement Program
- Farmland Preservation Program
- Conservation Reserve Program
- Managed Forest Law
- Rock River Project
- Historic Preservation
- Archeological Sites Property Tax Exemption Program
- Wisconsin Bankers Association TEAM NETWORK
- Dodge County Business Retention Program
- County Revolving Loan Fund
- County Land and Building Inventory
- Madison Area Technical College
- Town of Lebanon Land Division Ordinance
- Dodge County Land Use Code
- Town review and approval of major subdivisions

Detailed descriptions of each of these programs are located within the individual plan elements.

## 1.5 BACKGROUND INFORMATION

### 1.5.1 Population

#### 1.5.1.1 *Setting*

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 shows the regional setting of the Town of Lebanon (All maps are shown in Appendix I).

#### 1.5.1.2 *History*

Two books provide some information about the history of the Town of Lebanon. Western Historical Company published the first, The History of Dodge County, Wisconsin, in 1880. The second, Dodge County, Wisconsin, Past and Present, was written by Homer Bishop Hubbell in 1913.

Before the arrival of European settlers in 1843, that portion of the Town of Lebanon lying east of the Rock River was occupied by the Menomonee Indian nation and the portion west of the Rock by the Winnebagos. The Moldenhauer family, with 10 children, arrived in Lebanon from Hamburg, Germany, in 1843. Several other German families arrived soon after. Germans largely settled the Town, but at least one English family is included with the early pioneers. Reverend Erdman Pankow is reported to have bought 80 acres of government land on Sugar Island by 1845.

The Town's economy remained exclusively farming with no settlements beyond 1880. Land use in 1879 showed 3,767 acres of wheat, 992 acres of grasses, 903 acres of oats, 778 acres of corn, 524 acres of barley, 228 acres of rye, 112 acres of potatoes and 68 acres of apple orchards. This left about 15,112 acres, or two thirds of the Town unaccounted for. Henry Moldenhauer, the oldest son of the founder, took possession of the family homestead in 1857 and built the first store in Lebanon in 1878. He was named the first postmaster in the same year.

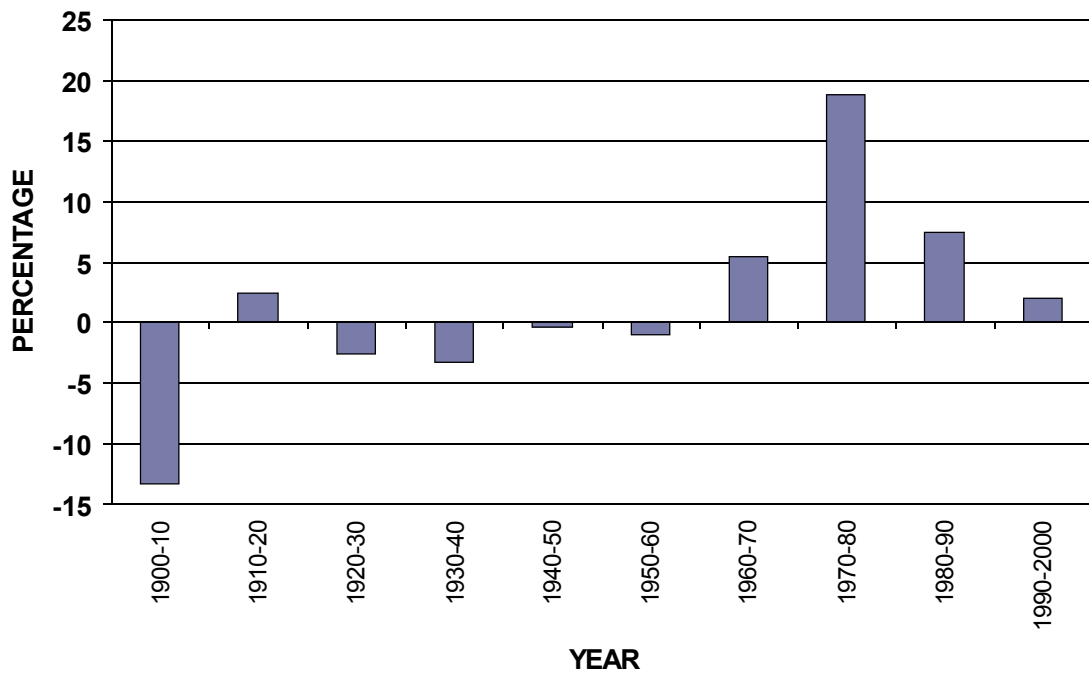
The Milwaukee, Sparta and Northwestern Railroad crossed the Town in its early years. Lebanon was also known for its many churches and schoolhouses. Lutheran churches were built in the Town in 1845, 1850 and 1854. A Baptist church was built in 1849. The agricultural economy supported large families and the Town's population grew rapidly. The population in 1870 was 1,621, a level not reached again until 1990. The unincorporated community of Lebanon existed as a small hamlet in 1913 and contained a post office.

### 1.5.1.3 Population Trends

From 1900-1960, the Town of Lebanon had lost population in every decade, except from 1910 to 1920. Since 1960, the Town has gained population in every decade. Figure 1 illustrates the percentage of population change during the past decades.

Lebanon's population grew after 1960 as shown in Table 1. The period of the highest percentage growth occurred between 1970 and 1980, reaching an increase of 18.78 percent. This rapid population increase was due to the addition of Hidden Meadows Mobile Home Park into the Town. The next highest percentage increase of 7.38 percent, occurred between 1980-1990. The total population change for the Town over the last century was quite lower than the State's and County's trend over the same period. The Town even lost population during the largest growth period for the State and County from 1950-1960. The Town's population trends follow traditional growth levels associated with an area dominated by agriculture.

**FIGURE 1**  
**Town of Lebanon, Long Term Population Trends**





**TABLE 1**  
**Long Term Population Trends, Town of Lebanon, 1900-2000**

Year	Town of Lebanon		Dodge County		Wisconsin	
	Population	% Change	Population	% Change	Population	% Change
1900	1,469	---	46,784	---	2,069,042	---
1910	1,273	(13.34)	47,375	1.26	2,333,860	12.81
1920	1,304	2.44	49,619	4.74	2,632,067	12.78
1930	1,270	(2.61)	52,173	5.15	2,939,006	11.66
1940	1,229	(3.23)	54,279	4.04	3,137,587	6.76
1950	1,225	(0.33)	57,618	6.15	3,434,575	9.47
1960	1,212	(1.06)	63,169	9.63	3,951,777	15.06
1970	1,278	5.45	69,004	9.24	4,417,821	11.79
1980	1,518	18.78	75,064	8.78	4,705,642	6.51
1990	1,630	7.38	76,559	1.99	4,891,769	3.96
2000	1,664	2.09	85,897	12.20	5,363,675	9.65
<b>Total Change</b>	<b>195</b>	<b>13.27</b>	<b>39,113</b>	<b>83.60</b>	<b>3,294,633</b>	<b>159.23</b>

Source: U.S. Census of Population

Table 2 compares the population trends of the Town from 1990 to 2002, with Dodge County and the State of Wisconsin. The population of the Town has grown at a significantly slower rate over the last 11 years than the State or the County. The population increase has not been consistent over the 11 year period, averaging 0.35 percent annually. The Town population actually decreased during three of the years. The largest increase of the 11-year period took place in 2001 and the largest decrease in population occurred in 2000. It should be noted that the Town grew at a faster rate than either the state or the county during 2001 and 2002.

**TABLE 2**  
**Recent Population Trends, Town of Lebanon, 1990-2002**

Year	Town of Lebanon		Dodge County		Wisconsin	
	Population	% Change	Population	% Change	Population	% Change
1990	1,630	---	76,559	---	4,891,769	---
1991	1,641	0.67	76,884	0.42	4,920,507	0.59
1992	1,652	0.67	78,032	1.49	4,968,224	0.97
1993	1,642	(0.61)	78,738	0.90	5,020,994	1.06
1994	1,655	0.79	78,945	0.06	5,061,451	0.81
1995	1,667	0.73	79,915	1.23	5,101,581	0.79
1996	1,664	(0.18)	80,839	1.16	5,142,999	0.81
1997	1,676	0.72	82,147	1.62	5,192,298	0.96
1998	1,688	0.72	83,348	1.46	5,234,350	0.81
1999	1,692	0.24	84,312	1.16	5,274,827	0.77
2000	1,664	(1.65)	85,897	1.88	5,363,675	1.68
2001	1,692	1.68	86,476	0.67	5,400,004	0.68
2002	1,711	1.12	87,083	0.70	5,453,896	0.99
<b>Total Change</b>	81	4.9	10,524	13.7	562,127	11.5

Source: Official Population Estimates, Demographic Services Center, Wisconsin Department of Administration

### 1.5.2 Population Characteristics

Populations reflect certain characteristics that may change over time. These include age, gender, race and national origin. These characteristics are considered in the following paragraphs.

#### 1.5.2.1 *Gender*

The Town of Lebanon population is fairly evenly distributed between male and female. However, both in 1990 and 2000 the Town contained more males than females. In 2000, the most current year for which data is available, males were more prevalent among children age five to nine and age 10 to 14. Among adults, males are more prevalent in the age groups between 30 to 44. There were more females in 1990 than males in age groups between 15 to 19, 25 to 29, 45 to 54, and over age 65. In the age of family formation from age 20 to 34, there were 127 males and 117 females. Table 3 illustrates the number of males and females in the Town of Lebanon by age group.

**TABLE 3**  
**Gender Distribution By Age, Town of Lebanon, 1990-2000**

Age	Males			Females		
	1990	2000	Change	1990	2000	Change
Under 5	61	41	(20)	46	41	(5)
5 – 9	55	64	9	68	56	(12)
10 – 14	67	80	13	60	66	6
15 – 19	62	64	2	58	74	16
20 – 24	48	32	(16)	54	19	(35)
25 – 29	78	34	(44)	58	39	(19)
30 – 34	65	61	(4)	59	59	0
35 – 44	104	156	52	99	133	34
45 – 54	89	112	23	91	122	31
55 – 64	85	89	4	87	83	(4)
65 – 74	73	67	(6)	64	70	6
75 – and Over	46	42	(4)	53	60	7
<b>Totals</b>	<b>833</b>	<b>842</b>	<b>9</b>	<b>797</b>	<b>822</b>	<b>25</b>

Source: U.S. Census of Population

#### 1.5.2.2 Marital Status

The Town of Lebanon contains more single males than females. However, the number of single males has decreased while the number of single females has remained the same as shown in Table 4. The number of married, separated and divorced persons are fairly balanced along gender lines, but the number of widowed females far exceeds the number of widowed males.

**TABLE 4**  
**Marital Status By Gender of Persons Over Age 15**  
**Town of Lebanon, 1990-2000**

Marital Status	Males			Females		
	1990	2000	Change	1990	2000	Change
Single	198	172	(26)	129	129	0
Married	399	430	31	406	433	27
Separated	0	6	6	0	0	0
Widowed	15	8	(7)	54	49	(5)
Divorced	37	40	3	26	50	24
<b>Totals</b>	<b>649</b>	<b>656</b>	<b>7</b>	<b>615</b>	<b>661</b>	<b>46</b>

Source: U.S. Census of Population

Over 52 percent of the Lebanon population over age 15 was married in 2000, on the other hand 18 percent are single. Widowed persons represent just over three percent of the population while divorced persons represented just over five percent. From 1990 to 2000, married persons increased by 91 persons or 3.5 percent. Single persons decreased by 26 people or just over one and a half percent. Divorced persons increased

by 27, or 1.6 percent. Married people comprised a much larger share of Lebanon's population in 2000 than they did in 1990.

*1.5.2.3 Racial Composition*

Nearly all of the Town of Lebanon's residents are white. Twenty-four persons, or 1.4 percent were of a minority race in 2000 as shown in Table 5. These include six American Indians, two Asians, four blacks and 12 others. The number of residents of minority races increased from six in 1990 to 24 in 2000.

**TABLE 5**  
**Racial Distribution, Town of Lebanon, 1990-2000**

Race	Number		Change	
	1990	2000	Number	Percent
White	1,624	1,640	16	1.0
Black	0	4	4	----
American Indian	2	6	4	200.0
Asian and Pacific	1	2	1	100.0
Other	3	12	9	300.0
<b>Totals</b>	1,630	1,664	34	2.1

Source: U.S. Census of Population

#### 1.5.2.4 National Origin

In 2000, nearly 60 percent of the population was of German ancestry. No other nationality, with the exception of Irish, Polish and English, represents even five percent of Lebanon's population. Table 6 shows 26 different national origins represented among the Town's population.

**TABLE 6**  
**National Origin, Town of Lebanon, 2000**

<b>Ancestry</b>	<b>Number</b>	<b>Percent</b>
American	77	4.6
Arab	11	0.7
Czechoslovakian	17	1.0
Danish	22	1.3
Dutch	29	1.7
English	104	6.2
French	58	3.5
French Canadian	12	0.7
German	999	59.9
Greek	19	1.1
Hungarian	19	1.1
Irish	144	8.6
Italian	20	1.2
Lithuanian	0	0.0
Norwegian	92	5.5
Polish	88	5.3
Portuguese	0	0.0
Russian	3	0.2
Scotch-Irish	8	0.5
Scottish	2	0.1
Slovak	0	0.0
Swedish	29	1.7
Swiss	13	0.8
Ukranian	5	0.3
Welsh	13	0.8
West Indian	0	0.0
Other	93	5.6
<b>Totals</b>	<b>1877</b>	

Source: U.S. Census of Population

#### 1.6 Density

The Town of Lebanon contains 36 square miles, of which 35.8 square miles are considered land area. Density of development is quite low for a Town. In 2000, there were 46.5 persons per square mile in Lebanon compared with an average of 96.3 persons per square mile in Dodge County. The average number of housing units per square mile in 2000 was 17.6 in the Town of Lebanon and 37.7 in Dodge County.

## 1.7 Migration

There are two sources of population change, natural increase or decrease, and migration. Natural increase or decrease is the number of births compared with the number of deaths among residents of the Town. The increasing number of people age 35 and over along with the leveling off or declining number of children in the Town of Lebanon suggests that natural increase will not be a dependable source of population growth for the immediate future.

Migration is the movement of people into or out of a community. Table 7 shows that migration into the Town of Lebanon slightly increased between 1990 and 2000. Among persons five years old or older, 29.0 percent of Town of Lebanon's population in 1990 had moved in from another location within the preceding five years. In 2000, approximately 30.7 percent had moved in since 1995.

**TABLE 7**  
**Population Migration of Persons Five Years or Older**  
**Town of Lebanon, 1990-2000**

Place of Residence	1990		2000	
	Number	Percent	Number	Percent
Same House as 5 Years Before	1,080	71.0	1,097	69.3
Different House:				
Same Town	N/A	N/A	0	0
Same County	100	6.6	208	13.1
Other Wisconsin	305	20.0	265	16.8
Other State	37	2.4	11	0.7
Other Country	0	0	1	0.1
<b>Totals</b>	<b>1,522</b>	<b>100</b>	<b>1,582</b>	<b>100</b>

Source: U.S. Census of Population

The number of people moving to the Town of Lebanon from other parts of Dodge County increased by 43 people between the 1985-1990 and the 1995-2000 periods, or an increase of 7.1 percent. The number of people moving to the Town of Lebanon from parts of Wisconsin other than Dodge County decreased by 40 people or 2.6 percent. There was a 1.7 percent decrease in the number of people moving to the Town of Lebanon from other states and the people moving from other countries decreased from 37 to 11.

It should be noted that the data presented from 1990 reflects the economic recession of the 1980's rather than the period of economic prosperity experienced in the 1990's. As a result, the numbers provided are probably low and, in fact, could be the opposite of current trends. The increase in population in the Town of 34 people between 1990 and 2000 is most likely the result of migration to the Town rather than natural increase.

## 1.8 Age Distribution

The population of the Town of Lebanon is becoming older, with fewer children and more elderly. Table 8 shows changes in the age composition from 1990 to 2000. There are fewer people in half of the age ranges under 34, with only a 2.1 percent increase in total population. The number of persons age 35 to 44 showed the highest increase. Persons age 20-24 had the largest percentage decrease at 50.0 percent, which may be due to the fact that young people leave to find jobs or for college. Persons age 35-44 had the largest percentage increase at 39.6 percent. As a result of these trends, the median age in the Town of Lebanon increased from 34.0 years in 1990 to 38.4 years in 2000.

**TABLE 8**  
**Age Distribution, Town of Lebanon, 1990-2000**

Age	Population		Change	
	1990	2000	Number	Percent
Under 5	107	82	(25)	(23.4)
5 - 9	108	120	12	11.1
10 - 14	142	146	4	2.8
15 - 19	120	138	18	15.0
20 - 24	102	51	(51)	(50.0)
25 - 34	260	193	(67)	(25.8)
35 - 44	207	289	82	39.6
45 - 54	176	234	58	33.0
55 - 64	172	172	0	0.0
65 - 74	137	137	0	0.0
75 and Over	99	102	3	3.0
<b>Totals</b>	1630	1664	34	2.1
<b>Median Age</b>	34.0	38.4		

Source: U.S. Census of Population

The Town of Lebanon and Dodge County have almost an equal percentage of children under age 19. A smaller percentage of Town's population is age 20 to 44 compared with the county. The Town has more people in the upper middle ages from 45 to 64, and also has a higher proportion of residents age 65 through 84 than the county. Dodge County has a larger share of those over age 85. The Town of Lebanon's age distribution is compared with Dodge County in Table 9.

**TABLE 9**  
**Age Distribution, Town of Lebanon and Dodge County, 2000**

Age	Town of Lebanon		Dodge County	
	Number	Percent	Number	Percent
Under 5	82	4.9	5,098	5.9
5 – 9	120	7.2	5,616	6.5
10 – 14	146	8.8	6,479	7.5
15 – 19	138	8.3	6,309	7.3
20 – 24	51	3.1	4,865	5.7
25 – 44	482	29.0	26,764	31.2
45 – 54	234	14.1	11,341	13.2
55 – 59	97	5.8	3,958	4.6
60 – 64	75	4.5	3,481	4.1
65 – 74	137	8.2	5,812	6.8
75 – 84	88	5.3	4,364	5.1
85 and Over	14	0.8	1,810	2.1
<b>Totals</b>	1,664	100.00	85,897	100.00
<b>Median Age</b>	38.4		37.0	

Source: U.S. Census of Population

### 1.9 Educational Levels

The total number of persons enrolled in school from the Town of Lebanon increased from 1990 to 2000. There was enrollment increase in each of the school levels, with the largest proportionate increase among those enrolled in college. The number of persons enrolled in college increased 61.3 percent between 1990-2000, as shown in Table 10.

**TABLE 10**  
**School Enrollment by Persons Three Years Old and Over**  
**Town of Lebanon, 1990-2000**

School	Students		Change	
	1990	2000	Number	Percent
Preschool	26	31	5	19.2
Elementary or High School	297	339	42	14.1
Subtotal	323	370	47	14.6
College	31	50	19	61.3
<b>Totals</b>	354	420	66	18.6

Source: U.S. Census of Population

Among Town of Lebanon's population age 25 or older, 19.7 percent had less than a high school education in 2000. The number with less than a high school education decreased by about 13 percent from 1990 to 2000. Residents with a high school diploma and that had some education beyond high school increased by large numbers after 1990. These people represented 17.8 percent of Town of Lebanon's population age 25



and older in 2000. The number of people with a bachelors degree or more represent about 17.5 percent of those 25 and older, an increase of over 80.0 percent between 1990 and 2000. Table 11 shows years of school completed by Town of Lebanon residents.

**TABLE 11**  
**Years of School Completed by Persons 25 Years or Older**  
**Town of Lebanon, 1990-2000**

Years of School Completed	Persons		Change	
	1990	2000	Number	Percent
Less than 9	203	99	(102)	(50.2)
9 – 11	143	123	(20)	(14.0)
12 (High School Diploma)	456	507	51	11.2
13 - 15	139	201	62	44.6
16 or more	110	198	88	80.0
<b>Totals</b>	1051	1128	79	7.5

Source: U.S. Census of Population

#### 1.10 *Income Levels*

The median annual household income in the Town of Lebanon is higher than in Dodge County as a whole. In 1999, the median annual household income in the Town of Lebanon was \$45,897 compared with \$45,190 for the County.

Table 12 shows the annual household income in the Town of Lebanon and Dodge County in 1999. The Town of Lebanon had a higher percentage of households in the \$25,000 – \$49,999 annual income group, as well as the \$100,000 - \$149,999 and \$200,000 or more groups. Dodge County had a higher percentage of households in each of the remaining six income groups, however the Town of Lebanon and Dodge County have almost exactly the same percentage of households in the \$50,000 – \$74,999 annual income group with 26.3 percent and 26.4 percent respectively.

**TABLE 12**  
**Annual Household Income**  
**Town of Lebanon and Dodge County, 1999**

Annual Income	Town of Lebanon		Dodge County	
	Number of Households	Percent	Number of Households	Percent
Less the \$10,000	26	4.2	1,659	5.3
\$10,000 - \$14,999	20	3.2	1,627	5.2
\$15,000 - \$24,999	65	10.6	3,579	11.4
\$25,000 - \$34,999	104	16.9	4,434	14.1
\$35,000 - \$49,999	140	22.7	6,420	20.4
\$50,000 - \$74,999	162	26.3	8,326	26.4
\$75,000 - \$99,999	53	8.6	3,305	10.5
\$100,000 - \$149,999	33	5.4	1,605	5.1
\$150,000 - \$199,999	5	0.8	338	1.1
\$200,000 or more	8	1.3	220	0.7
<b>Totals</b>	616	100.0	31,513	100.0
<b>Median Income</b>	<b>\$45,897</b>		<b>\$45,190</b>	

Source: U.S. Census of Population

Higher income levels can increase housing values, encourage business expansion and new businesses, and encourage the more affluent to move to the Town of Lebanon.

#### 1.11 Population Forecasts

Population projections are important in the planning process so that appropriate amounts of land can be identified for the needs of future populations. Natural increase has not provided major changes in the Town of Lebanon's population in recent years. However, it is anticipated that the Town's proximity to the Cities of Watertown and Oconomowoc will increase migration to the area. However, it is also assumed that local ordinances designed to protect the environment and quality of life will prevent dramatic population increases in the Town for the foreseeable future.

One source that provides projections of the future population for the Town of Lebanon is the Demographic Services Section of the State Department of Administration. This Agency publishes official population estimates annually and periodically projects the population for communities throughout the state.

##### *1.11.1 Department of Administration Projection*

Department of Administration projections of population growth estimate an 11.5 percent increase in population within the Town of Lebanon over the 25 years between 2000 and 2025. This growth will add 192 new residents to the Town. Population projections for the Town of Lebanon provided by the Department of Administration are illustrated in Table 13 below.

**TABLE 13**  
**DOA Population Projections, Town of Lebanon**

**2000-2025**

<b>2000 Census</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>% Change 2000-2025</b>	<b>Total New Persons 2000-2025</b>
<b>1,664</b>	1,772	1,795	1,814	1,835	1,856	11.5%	<b>192</b>

Source: DOA Demographic Services

*1.11.2 Alternative Projections*

Current population estimates for the Town of Lebanon indicate that the Town's population growth is following the projected increase quite closely, having an estimated 1,692 people in 2001. However, projecting recent population growth over the last eleven years provides an alternate view of future population growth. The Town of Lebanon has added 5.6 additional people each year over the 11 years between 1990 and 2001. Table 14 below demonstrates how the Town's population will grow if the level of increase experienced over the last eleven years continues through 2025.

**TABLE 14**  
**Population Projections Based Upon 1990-2001 Estimates**  
**Town of Lebanon**

<b>2001 Population Estimate</b>	<b>2005</b>	<b>20010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>% Change 2000-2025</b>	<b>Total New Persons 2000-2025</b>
<b>1,692</b>	1,714	1,742	1,770	1,798	1,826	7.9%	<b>134</b>

Source: DOA Demographic Services

Population projections based upon recent population estimates show less population increase by 2025 than the DOA projections for the same period. Projections based on recent population estimates assume current trends will continue over the next 24 years. However these numbers may be over inflated because they do not anticipate downturns in the population cycle.

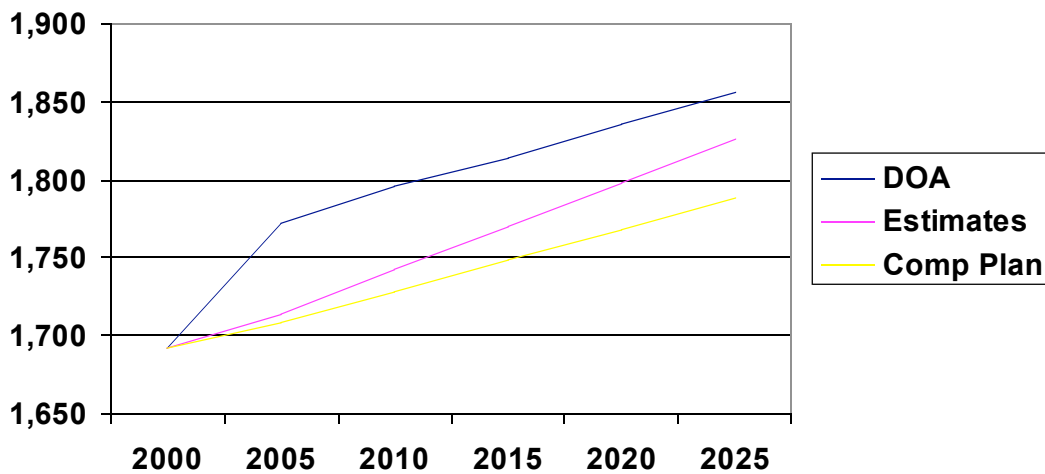
The Dodge County Comprehensive Plan also provides a population projection for the Town of Lebanon through the year 2025. This population projection calls for a population increase smaller than both the DOA and the projection based on recent population estimates. The County Comprehensive plan estimates the Town of Lebanon will add approximately four people per year over the 24 years between 2001 and 2025. This projection estimates an additional 96 people between 2000 and 2025, a 5.7 percent increase. Table 15 below demonstrates future population growth in the Town based on figures from the Dodge County Comprehensive Plan. Figure 2 illustrates the three population projections for the Town.

**TABLE 15**  
**Population Projection, Dodge County Comprehensive Plan**  
**Town of Lebanon**

2001 Population Estimate	2005	2010	2015	2020	2025	% Change 2000-2025	Total New Persons 2000-2025
<b>1,692</b>	1,708	1,728	1,748	1,768	1,788	5.6%	<b>96</b>

Source: Dodge County Planning and Development Department

**FIGURE 2**  
**Population Projections, Town of Lebanon, 2000-2025**



1.12 Households

The number of housing units and the size of households impact the future demand for housing in the Town of Lebanon. An adequate supply of housing units is important to population growth and influences the type of people who will choose to live in the Town.

*1.12.1 Household Size*

There was a moderate increase in the number of housing units in the Town of Lebanon between 1990 and 2000. In turn, there was a decrease in the average household size in the Town. In 1990, the average household size in the Town of Lebanon was 3.02 persons. In 2000, the average number of persons per household decreased to 2.73, an decrease of 9.6 percent. Likewise, the number of persons per household in Dodge County also decreased, from 2.71 in 1990 to 2.56 in 2000, a reduction of 5.5 percent. The 2000 statewide average of 2.50 persons per household, was lower than both the Town of Lebanon and Dodge County averages.

Table 16 below shows that the most common occupancy of households in the Town of Lebanon is by two person families. More than a third of all households are so occupied. Families of three to five members are also quite common. There were five households

with families and zero non-family households that contained seven or more members. Most non-family households are a single person, but nearly 13 percent of the non-family households contain two persons. Only six non-family households contain more than two persons.

**TABLE 16**  
**Town of Lebanon, Household Size By Family Status, 2000**

Size of Household	Number of Households		
	Family	Non-Family	Totals
1 Person	N/A	112	112
2 Person	206	18	224
3 Person	97	1	98
4 Person	101	4	105
5 Person	43	1	44
6 Person	22	0	22
7 or More	5	0	5
<b>Totals</b>	<b>474</b>	<b>136</b>	<b>610</b>

Source: U.S. Census of Population

### 1.12.2 Housing Unit Trends

The housing supply in the Town of Lebanon has grown moderately over the 10 years between 1990 and 2000. Total housing units in the Town increased from 562 units in 1990 to 631 units in 2000, an increase of 69 units. The increase in housing over the 10 year period amounts to a growth rate of 12.3 percent. This rate of growth in housing units is lower than the county's growth rate of 17.2 percent and the state's growth rate of 12.9 percent for the same period. The number of occupied housing units also increased from 540 in 1990 to 610 in 2000, an increase of 13.0 percent.

### 1.12.3 Household Forecast

Projected need for future additional housing units in the Town is based upon projected population growth. Department of Administration projections indicate that approximately 192 additional residents will reside in the Town between 2000 and 2025. The amount of housing needed for this population is dependent upon the density level the Town chooses to pursue. In order to maintain the 2.73 persons per housing unit that existed in 2000, about 70 new units will be needed by 2025. Furthermore, if the Town chooses to reduce or increase the number of persons per housing unit, thus reducing or increasing the density, the amount of new housing needed will have to be increased or decreased accordingly.

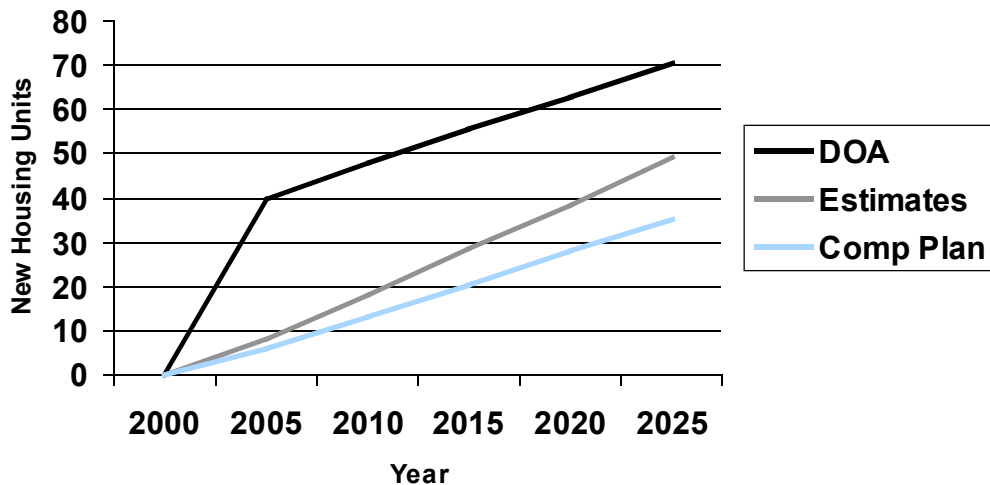
Using the population projection figures based upon the 1990-2001 population estimates, the number of housing units needed will be somewhat smaller. This projection calls for an additional 134 residents in the Town between 2000 and 2025. Using the figures from this projection and maintaining the 2000 level of persons per housing unit, the number of new units needed would be 49. Again, this number is subject to increase or decrease depending on the desired density level.

The population projection from the County Comprehensive Plan estimates an even smaller population increase than both of the previous projections, calling for 96 additional residents between 2000 and 2025. Housing this additional population at the 2000 level of persons per housing unit will require only 35 new housing units between 2000 and 2025. This figure would again be subject to increase or decrease depending on density. All three of the projections are subject to change from external forces such as the economy or public perceptions of desirable places to live. Table 17 below compares the three population projections and the estimated number of housing units. Figure 3 illustrates the three housing unit projections.

**TABLE 17**  
**Estimated Additional Housing Units, Town of Lebanon, 2000-2025**

	DOA	1990-2001 Estimates	County Comprehensive Plan
<b>Projected Additional Population 2000 - 2025</b>	192	134	96
<b>Persons Per Housing Unit 2000</b>	2.73	2.73	2.73
<b>Estimated Additional Housing Units Needed by 2025</b>	70	49	35

**FIGURE 3**  
**Projected Housing Units, Town of Lebanon, 2000-2025**



1.13 Employment

1.13.1 *Labor Force*

In the Town of Lebanon in 2000, 72.2 percent of the population age 16 and over was in the labor force. This was higher than the 66.5 percent for Dodge County as a whole, but the County figures would include inmates at state prisons. Among persons age 16 and older, 47.3 percent of women are in the labor force, which is higher than the Dodge County average of 45.6 percent respectively. However, the percentage (52.7) of Town of Lebanon men age 16 and older in the labor force is lower than the County average of 54.4 percent. Table 18 provides labor force comparisons for 2000.

**TABLE 18**  
**Town of Lebanon and Dodge County, Labor Force Comparisons, 2000**

Characteristics	Town of Lebanon		Dodge County	
	Number	Percent	Number	Percent
Total Population	1664	---	85,897	---
Persons Age 16 or Over	1285	---	67,223	---
Males	635	49.4	35,378	52.6
Females	650	50.6	31,845	47.4
In Labor Force	928	---	44,704	---
Males	489	52.7	24,307	54.4
Females	439	47.3	20,397	45.6
Civilian Labor Force	928	---	44,684	---
Employed	907	97.7	43,197	96.7
Unemployed	21	2.3	1,487	3.3

Source: U.S. Census of Housing

### *1.13.2 Employment Trends*

Of the 13 industry groups in which employed persons in the Town of Lebanon, eight showed increases in employment between 1990 and 2000 and five showed declines. The declining industries were Agriculture and Mining; Retail Trade; Manufacturing; Transportation, Warehousing, and Utilities; and Wholesale Trade. Manufacturing was the leading source of employment in 1990, employing 31.1 percent of the labor force and remained the leader in 2000, though slipping slightly to 26.7 percent of the labor force. The second largest source of employment in 1990 was Agriculture at 16.6 percent. However, in 2000, Agriculture employed 11.8 percent of the Town of Lebanon's workers, down almost five percent from 1990. Table 19 shows the Town of Lebanon employment by industry group.

**TABLE 19**  
**Town of Lebanon, Employment of Industry Group, 1990-2000**

Industry Group	Number Employed		Change	
	1990	2000	Number	Percent
Agriculture & Mining	144	107	(37)	(25.7)
Construction	63	71	8	12.7
Manufacturing	269	243	(26)	(9.7)
Wholesale Trade	17	16	(1)	(5.9)
Retail Trade	131	79	(52)	(39.7)
Transportation, Warehousing, & Utilities	44	40	(4)	(9.1)
Information	0	4	4	400.0
Insurance, Real Estate, Finance, Rental & Leasing	24	32	8	33.3
Professional, Management, Administrative, & Scientific	43	52	9	20.9
Educational, & Health	98	163	65	66.3
Arts, Entertainment, Recreation	6	39	33	550.0
Other Services	27	38	11	40.7
Public Administration	0	23	23	2300.0
<b>Totals</b>	<b>866</b>	<b>907</b>	<b>41</b>	<b>4.7</b>

Source: U.S. Census of Population

Industries showing the largest proportionate employment gains between 1990 and 2000 were education and health (66.3%); other services (40.7%); Insurance, Real Estate, Finance, Rental & Leasing (33.3%); and Professional, Management, Administrative, & Scientific (20.9%). Industries which employed large numbers of Town workers in 2000, other than manufacturing and education/healthcare included agriculture and mining (11.8%), retail trade (8.7%), and construction (7.8%).

Within each industry group, Town of Lebanon workers practice a variety of occupations. Table 20 presents employment by occupation in 1990 and 2000 for the Town of Lebanon. Two occupation categories showed a declined from 1990 to 2000, those occupations included farming, fishing, and forestry; and construction, extraction, maintenance. The largest employment gain during this period was in executive, professional, manager occupations. That particular occupation group more than doubled in size. There was also a significant increase in the proportion of service occupations (41.4%).



**TABLE 20**  
**Town of Lebanon, Employment by Occupation, 1990-2000**

Occupation	Number Employed		Change	
	1990	2000	Number	Percent
Executive, Professional, Manager	107	249	142	132.7
Service Occupations	99	140	41	41.4
Sales & Office Occupations	183	193	10	5.5
Farming, Fishing, Forestry	134	103	(31)	(23.1)
Construction, Extraction, & Maintenance	167	87	(80)	(47.9)
Production, & Transportation	176	223	47	26.7
<b>Totals</b>	<b>866</b>	<b>995</b>	<b>129</b>	<b>14.9</b>

Source: U.S. Census of Population

Sales and office occupations was the leading occupation category in the Town in 1990, employing 183 persons or 21.1 percent. Production and transportation accounted for 176 workers or 20.3 percent. There were 167 persons involved in construction, extraction, and maintenance, or 19.3 percent of the employed persons in the Town of Lebanon. Other important occupations of the Town of Lebanon's work force were farming, fishing, forestry (134 persons or 15.5%); and executive, professional, manager (107 persons or 12.4%)

### *1.13.3 Employment Forecast*

Future trends in employment in the Town of Lebanon are closely tied to the employment opportunities in other nearby communities. Due to the creation of a new Industrial Park in the City of Watertown as well as the available space in Oconomowoc, the availability of manufacturing jobs will likely be high for residents of the Town for the foreseeable future. Retail establishment in Watertown will also increase due to the efforts of the Main Street Project. As a result, the manufacturing and retail trade will continue to be the largest industry groups and will likely increase in size in the future.

## 2.0 HOUSING

Housing considers the number of units available for residents of the Town of Lebanon and some conditions of that housing supply which may affect its suitability for the future. An adequate supply of the type of housing needed by the Town's population is critical to population growth and can influence the type of people who choose to live in the Town.

### 2.1 HOUSING POLICY

- ◆ Residences set in attractive, healthy, safe, and appropriate environments.

### 2.2 HOUSING GOALS, AND OBJECTIVES

#### **Goal 1: Provide for affordable, planned and orderly housing development.**

- Objective 1:* Encourage rehabilitation and proper maintenance of older homes.
- Objective 2:* Encourage in fill of vacant lots in existing subdivisions.
- Objective 3:* Growth encouraged to be single-family homes placed in appropriate areas.
- Objective 4:* Limit the number of duplexes and multi-unit housing, except for elderly housing.
- Objective 5:* Limit and control the use of mobile homes and the development of additional mobile home parks.
- Objective 6:* Consider amending the Town Land Division Ordinance to decrease the minimum lot size for lots not served by public sanitary sewer and increase the minimum lot size for lots served by public sanitary sewer.
- Objective 7:* Encourage clustered residential development in appropriate areas.
- Objective 8:* Review the Town Building Code to ensure sound design and construction standards for housing.
- Objective 9:* Review the Dodge County Land Use Code and recommend necessary changes to implement plan.
- Objective 10:* Discourage residential development on prime agricultural lands or near existing farmsteads.
- Objective 11:* Encourage residential development within areas served by public sanitary sewer.
- Objective 12:* Prohibit major subdivisions in areas not served by public sanitary sewer.
- Objective 13:* New parcels requiring access onto State and County Trunk Highways should be discouraged.

#### **Goal 2: A unified approach involving the Town, county, state and private entities to meet the needs for future housing.**

- Objective 1:* Regularly meet with County officials and neighboring municipalities to coordinate housing needs and plans.
- Objective 2:* Seek input of appropriate property owners in areas of housing development plans.
- Objective 3:* Meet with State officials as needed.

### 2.3 HOUSING PROGRAMS

### 2.3.1 Dodge County Land Use Code

The Town of Lebanon adopted county zoning on April 3, 1969. The Dodge County Land Use Code establishes 10 primary use districts of which nine allow non-farm residential uses as either a permitted or conditional use. Additionally, there are three overlay zoning districts of which two allow non-farm residential uses. The eleven districts allow for construction of a variety of housing types from single family to multifamily as well as the maintenance of existing residential structures. These eleven districts allow for lots down to 40,000 square feet in size in areas not served by public sanitary sewer and a minimum lot size of 10,000 square feet in sewered areas. The Dodge County land Use Code also allows for density bonuses for clustered residential development in appropriate areas. Appendix III lays out the purpose, requirements and standards for clustered residential development.

### 2.3.2 Town of Lebanon Land Division Ordinance

The Town of Lebanon adopted a Land Division Ordinance on February 6, 1968 in order to regulate the division of land within the Town. The Town's land division ordinance has a minimum lot size of three acres with at least three hundred feet of width at the building setback line in unsewered areas. In areas served by public sewer the minimum lot size allowed is 15,000 square feet with at least eighty feet of width at the building setback line.

## 2.4 HOUSING CHARACTERISTICS

### 2.4.1 Age of Housing Supply

Table 21 illustrates the age of the Town of Lebanon's housing units in 2000. The largest percentage of housing units in the Town, 40.2 percent, were built in 1939 or earlier. The majority of these housing units were owner occupied in 2000. Homes built between 1970 - 1979 represent a significant percentage of the housing supply at 24.7 percent, which is due to the establishment of Hidden Meadows Subdivision in 1974. The lowest percentage of rental housing is among the housing units built between 1940 and 1949. The median year a structure was built in the Town of Lebanon is 1964.

**TABLE 21**  
**Town of Lebanon, Age of Housing Supply, 2000**

Year Structure Built	Owner Occupied		Renter Occupied		Vacant		Totals
	Number	%	Number	%	Number	%	
1939 or Earlier	198	76.4	53	20.5	8	3.1	259
1940 - 1949	10	58.8	7	41.2	0	0	17
1950 - 1959	31	86.1	5	13.9	0	0	36
1960 - 1969	24	85.7	2	7.1	2	7.1	28
1970 - 1979	135	84.9	21	13.2	3	1.9	159
1980 - 1989	56	80.0	6	8.6	8	11.4	70
1990 - 1998	44	75.8	11	19.0	3	5.2	58
1999 - March 2000	15	88.2	0	0	2	11.8	17
<b>Total:</b>							<b>644</b>

Source: U.S. Census of Housing

#### 2.4.2 Units in Structure

Single family detached homes represented 430 of the Town's housing units in 2000, or 66.8 percent of the total. Such homes made up 87.4 percent of the owner occupied housing and 11.4 percent of the rental housing as shown in Table 22.

**TABLE 22**  
**Number of Housing Units In Structure, Town of Lebanon, 2000**

Units in Structure	Owner Occupied	Renter Occupied	Vacant	Total
1, Detached	376	49	5	430
1, Attached	8	8	4	20
2	4	31	7	42
3 or 4	2	4	0	6
5 to 9	0	0	0	0
10 to 19	0	0	0	0
Mobile Home	121	13	10	144
Other	2	0	0	2
<b>Totals</b>	<b>513</b>	<b>105</b>	<b>26</b>	<b>644</b>

Source: U.S. Census of Housing

Mobile homes are the next most common type of housing unit in the Town of Lebanon. There were 144 mobile homes in the Town in 2000, or 22.4 percent of all available housing. Owners occupied 84 percent of the mobile homes, renters 9 percent, and 7 percent were vacant.

There were 42 duplex housing units in 2000, or 6.5 percent of the housing supply. Of these, 31 or 73.8 percent were occupied by renters. Duplexes represent 29.5 percent of

the rental housing units in the Town of Lebanon. Only four structures contained more than two housing units in 2000.

#### 2.4.3 Value of Owner Occupied Housing

A sample of owner occupied housing provides an estimate of the range of value of such homes as shown in Table 23. The number of homes valued between \$20,000 - \$29,999 declined from four, or 2.8 percent in 1990, to zero in 2000. The high number of mobile homes contributes to the number of remaining lower value homes. There were still seven homes valued below \$20,000 in the year 2000.

The median value of owner occupied homes in the Town of Lebanon increased from \$65,500 in 1990, to \$117,300 in 2000. The number of owner occupied homes valued at \$50,000 or more increased from 116, or 81.1 percent in 1990, to 474, or 92.4 percent in 2000. The number of homes in the Town valued at more than \$200,000 greatly increased over the ten years. Increased housing values result more from inflation than from the construction of new, larger homes.

**TABLE 23**  
**Town of Lebanon, Value of Owner Occupied Housing, 1990-2000**

Housing Value	Number of Homes		Change	
	1990	2000	Number	Percent
Less than \$20,000	4	7	3	75
\$20,000 - \$29,999	4	0	(4)	(100)
\$30,000 - \$49,999	19	32	13	68
\$50,000 - \$99,999	99	178	79	80
\$100,000 - \$149,999	15	120	105	700
\$150,000 - \$199,999	2	77	75	375
\$200,000 or More	0	99	99	-
<b>Totals</b>	143	513	370	-

Source: U.S. Census of Housing

#### 2.4.4 Rent For Non-Farm Housing

In 1990, 15 housing units in the Town of Lebanon rented for more than \$500 per month. By 2000, 45 units rented for more than \$500 per month. The number of rental units available for less than \$400 per month had nearly disappeared from the Town by 2000, although in 1990, just over 30 percent of all rentals were in this rent range. The number of units for which no cash rent is charged, increased 64% between 1990 and 2000. Table 24 shows the range of rent for non-farm housing in the Town of Lebanon.

Median cash rents in the Town of Lebanon increased from \$423 per month in 1990, to \$660 in 2000, an increase of \$237 or 56 percent. Due to these rapid increases, the number of renter occupied housing units decreased between 1990 and 2000. Economic conditions made it possible for some young people to consider home ownership and encouraged home purchases for many others.

**TABLE 24**  
**Town of Lebanon, Rent For Non-farm Housing Units, 1990-2000**

Monthly Rent	Number of Housing Units		Change	
	1990	2000	Number	Percent
Less than \$100	0	0	0	0
\$100 - \$149	2	0	(2)	(100)
\$150 - \$199	0	0	0	0
\$200 - \$249	2	0	(2)	(100)
\$250 - \$299	6	2	(4)	(67)
\$300 - \$399	15	9	(6)	(40)
\$400 - \$499	32	8	(24)	(75)
\$500 or more	15	45	30	200
No Cash Rent	11	18	7	64
<b>Totals</b>	<b>83</b>	<b>82</b>	<b>(1)</b>	<b>(1)</b>

Source: U.S. Census of Housing

## 2.5 OCCUPANCY CHARACTERISTICS

Table 25 shows that there were 562 housing units in the Town of Lebanon in 1990. That number increased by 69 units or 12.3 percent, to 631 units in 2000. This rate of growth in housing units was higher than the state's growth rate of 11.4 percent. However, it was lower than the county's growth rate of 14.7 percent for the same time period. One hundred of the new housing units were owner occupied, bringing the number of owner occupied housing units in the Town of Lebanon to 516 in 2000, or 81.8 percent of the total supply. The number of people living in owner occupied housing in the Town of Lebanon increased from 1,262 to 1,432 during the 1990's.

**TABLE 25**  
**Number of Housing Units by Occupancy Status**  
**Town of Lebanon, 1990-2000**

Housing Unit Status	Housing Units		Change	
	1990	2000	Number	Percent
Owner Occupied	416	516	100	24.0
Renter Occupied	124	94	(30)	(24.2)
Vacant:	22	21	(1)	(4.5)
For Sale	7	5	(2)	(28.6)
For Rent	3	6	3	100.0
Rented or Sold	2	0	(2)	(100.0)
Seasonal	4	4	0	0
Other	6	6	0	0
<b>Totals</b>	<b>562</b>	<b>631</b>	<b>69</b>	<b>12.3</b>

Source: U.S. Census of Housing

Renter occupied housing decreased between 1990 and 2000. There were 124 renter occupied housing units in 1990, or 22.1 percent of the total supply. Thirty rental housing units were removed during the 1990's, resulting in 94 rental units in 2000, or 14.9 percent of all housing. The number of people living in rental housing in the Town of Lebanon decreased from 368 in 1990 to 232 in 2000 according to the U.S. Census of Housing.

The number of vacant housing units for sale decreased while the number of units rented increased between 1990 and 2000, suggesting an increasing demand for owner occupied housing in the Town. In addition, the number of seasonal homes as well as those vacant for other reasons remained the same during the 1990's.

### 3.0 TRANSPORTATION

The transportation system which serves the Town of Lebanon provides for the transport of goods and people into, out from, and within the Town. The transportation system contains multiple modes involving air, land, and water transport. Many elements of the system are not located in the Town itself, however the Town's proximity to these elements is an important consideration in evaluating and planning for the Town's transportation system.

#### 3.1 TRANSPORTATION POLICY

- ◆ A safe, efficient, and well planned transportation system that incorporates multiple modes of travel.

#### 3.2 TRANSPORTATION GOALS, OBJECTIVES, AND IMPLEMENTATION METHODS

##### **Goal 1: A safe, well-maintained system of integrated roads and highways.**

- Objective 1:* Work with the County Highway Department to improve the highways under their responsibility.
- Objective 2:* Annually assess all roads in the Town for maintenance and safety issues.
- Objective 3:* Assess proper jurisdiction of roads within the Town.
- Objective 4:* Plan for new roads, including a minor collector highway through the northwest part of the Town.

##### **Goal 2: Restricted access to collector highways to protect traffic-carrying capacity.**

- Objective 1:* Restrict new access points along major and minor collector highways.
- Objective 2:* Deny inappropriate requests for rezonings and conditional use permits that would require additional access points along collector highways.

##### **Goal 3: Preserve and/or improve any through-Town road corridor.**

- Objective 1:* Preserve and protect the Scofield Road, Poplar Grove Road, Morningside Road, Willey Road and Davidson Road corridors from encroachment that would limit the roadway's ability to carry traffic volumes in the future.
- Objective 2:* Limit access points along designated Town roads.

##### **Goal 4: All Town roads to meet minimum standards for right-of-way pavement and shoulder widths.**

- Objective 1:* Review and modify (as necessary) current standards for existing roads.
- Objective 2:* Utilize the Pacer program to its fullest, including capital improvements, to schedule road maintenance and/or reconstruction.
- Objective 3:* Review new platted subdivisions to ensure that all roads meet minimum standards.



- Objective 4:* No private driveways accepted as part of the Town road system.  
*Objective 5:* Town Roads classified as private driveways turned over to the adjacent land owner.

**Goal 5: Promote a unified approach involving the Town, city, county, and private entities for road development to meet the needs for future commercial, and residential expansion.**

- Objective 1:* Regularly meet with county officials to coordinate development plans.  
*Objective 2:* Seek input of appropriate property owners in areas of development plans.

### 3.3 TRANSPORTATION PROGRAMS

#### 3.3.1 Pacer Program

The Pacer Program is a system for Towns to evaluate and schedule road maintenance on Town roads. The program requires Town officials to evaluate the condition of Town 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. The Town of Lebanon maintains a computer database of the rating on Town roads and regularly reevaluates its road maintenance schedule using the Pacer Program.

#### 3.3.2 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. In terms of the Town of Lebanon, one transportation project is scheduled to receive funding under the program. This project is the reconstruction of the CTH O between CTH R and STH 67 in 2003 and 2004.

#### 3.3.3 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 street width and grade requirements. Under the Town's Land Division Ordinance streets/roads within Lebanon are classified into three separate categories; Arterial Streets, Collector Streets, and Minor Streets. Paved roads, except cul-de-sacs, are required to have a width of twenty four feet. Additionally, three feet of shoulder area is mandatory on both sides of the road, unless curb and gutter is required by the Town Board. Additional road construction standards are included within the ordinance.

### 3.4 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 capital improvement plans for each county in the state. There are no state highways located within the Town of Lebanon. Scheduled projects primarily include resurfacing and bridge repair projects.

However, it should be noted that the **Dodge County Comprehensive Plan** calls for some changes to the classification of road ways in the Town of Lebanon. In particular, the Dodge County Plan calls for the construction of a collector road through the northwestern part of the Town. This new road would parallel the existing railroad corridor by running northwest from the intersection of CTH MM and CTH R on the north side of the Village of Lebanon. The proposed roadway would connect with CTH DJ to provide a northwesterly access into the Town. In addition, the plan calls for CTH SC to be upgraded to a major collector. This is already occurring to some degree now as people use this highway to reach CTH CW from CTH R. Map 4, Appendix 1 shows the proposed functional classification for highways in the Town of Lebanon based on the Dodge County Comprehensive Plan.

### 3.5 FUNCTIONAL CLASSIFICATION OF HIGHWAYS

Vehicular travel on the public highway system is the transportation mode for the vast majority of trips by Town of Lebanon residents. Road and highway transportation systems primarily serve two basic functions. One function being to provide access to adjacent properties and the other function is to provide for the movement of vehicular traffic. Roads and highways are grouped into three functional classes (local, collector and arterial streets) which are described below.

#### 3.5.1 Local Roads

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. Poplar Grove Road and Scofield Road are examples of local roads in the Town of Lebanon.

#### 3.5.2 Collector Roads

Collector roads and highways carry vehicular traffic into and out of residential neighborhoods and commercial and industrial areas. These streets gather traffic from the local streets and funnel it to arterial streets. Access to adjacent properties is a secondary function of collector streets. Collector streets are further divided into major or minor collectors depending on the amount of traffic they carry. County Trunk Highways R and O are examples of major collector highways in the Town. The section of CTH MM east of CTH R is an example of a minor collector highway.

#### 3.5.3 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. The Town of Lebanon does not contain any arterial highways. Map 2, Appendix 1 shows the location of local, and collector roadways in the Town.

### 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. Map 3 , Appendix 1 shows the average daily traffic volume of major traffic corridors within the Town.

Traffic volumes vary considerably on the different roadways within the Town. County Trunk Highway R being the major thoroughfare in the Town, carries the largest volume of traffic. CTH CW also carries considerable traffic volumes. The volume of traffic on a particular roadway can be significantly influenced by its intersection with other roadways. For example, the average daily traffic volume on CTH R increases by 600 vehicles south of its intersection with CTH MM and by another 400 vehicles south of its intersection with CTH O.

### 3.7 TRAFFIC SAFETY

Traffic safety at particular intersections can be a concern within the Town of Lebanon. No particular intersection was listed on the Dodge County High Accident Listing, however a total of 160 accidents occurred within the Town between January 1994 and June of 2001. Over that seven and a half year period, there was an average of 21.3 automobile accidents per year. The Town may wish to address these issues through contacting County highway officials about improving safety at intersections and increasing the level of speed limit enforcement. An intersection to consider improving would be the intersection of County Highways CW and SC.

Traffic safety and efficiency in the Town can also be improved by discouraging the creation of new parcels that require access to County Trunk Highways or Town roads where sight distance is limited. This practice restricts the access points to these roadways 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 Town road or where a new Town road will be constructed by the subdivider.

Safety concerns on heavily traveled highways in the Town can also be addressed by examining the role the particular highway plays in the transportation network of the County. For instance, the **Dodge County Comprehensive Plan** calls for some changes to the classification of road ways in the Town of Lebanon. In particular, the Dodge County Plan calls for the construction of a collector road through the northwestern part of the Town. This new road would parallel the existing railroad corridor by running northwest from the intersection of CTH MM and CTH R on the north side of the Village of Lebanon. The proposed roadway would connect with CTH DJ to provide a northwesterly access into the Town. In addition, the plan calls for CTH SC to be upgraded to a major collector. This is already occurring to some degree now as people use this highway to reach CTH CW

from CTH R. Map 4, Appendix 1 shows the proposed functional classification for highways in the Town of Lebanon based on the Dodge County Comprehensive Plan.

### 3.8 DESCRIPTION OF EXISTING TOWN ROADS AND COUNTY HIGHWAYS

Table 26 provides detailed information about the Town of Lebanon’s road and highway network. The length of each roadway segment, the width of right-of-way, pavement and shoulder widths, average daily traffic, and function are included in the summary.

**TABLE 26**  
**Description of the Town of Lebanon Highway and Road System, 1999**

Road Segment	Length (miles)	Right-of-Way (feet)	Pavement Width (feet)	Shoulder Width (feet)	Estimated Average Daily Traffic (number)	Function
LOVERS LANE	0.07	66	20	2	15	Local Road
RANDALL ROAD	0.25	50	12	3	15	Local Road
CTH “EM”	0.38	50	22	4	225	Local Road
	1.40	50	22	4	225	
	0.36	50	22	4	150	
	0.84	50	22	4	150	
	Total:	2.98				
SCOFIELD ROAD	0.42	66	20	3	15	Local Road
	0.77	66	20	3	35	
	1.02	66	20	3	35	
	0.50	66	20	4	35	
	0.50	66	20	3	35	
	0.50	66	20	3	35	
Total:	3.71					
BLAINE ROAD	0.27	33	12	1	15	Local Road
	0.05	33	12	1	15	
Total:	0.32					
CTH “SC”	1.02	66	22	5	150	Local Road
WREN ROAD	0.25	66	10	3	15	Local Road
RUSK ROAD	0.28	50	16	1	5	Private Ent.
PHILLIP ROAD	0.32	33	12	1	15	Local Road
BLUEBIRD ROAD	1.41	66	20	3	300	Local Road
DEER ROAD	0.37	33	10	2	5	Private Ent.
SWIFT ROAD	0.23	33	12	1	5	Local Road
	0.20	33	12	1	5	Private Ent.
	0.43					

DEWEY ROAD	1.00	50	22	4	35	Local Road
POPLAR GROVE ROAD	0.52	66	20	3	75	Local Road
	0.92	66	20	3	75	
	1.00	66	20	3	150	
	0.52	66	20	3	75	
	1.00	66	20	3	75	
	0.20	66	20	3	35	
	0.51	66	20	3	35	
Total:	4.67					
S. RIVERVIEW	0.50	66	20	3	35	Local Road
VENUS ROAD	0.51	33	12	4	5	Private Ent.
WILEY ROAD	1.00	66	20	3	150	Local Road
	1.00	66	20	3	150	
	Total:	2.00				
UPHAM ROAD	0.86	66	20	3	50	Local Road
	0.86	66	16	3	50	
	Total:	1.72				
CRAWFISH ROAD	1.64	66	20	4	35	Local Road
	0.25	66	12	1	5	
	Total:	1.89				
FARGO ROAD	0.50	33	14	2	15	Local Road
HOARD ROAD	0.34	50	12	2	25	Local Road
	0.56	66	16	2	25	
	Total:	0.90				
MONROE ROAD	0.43	66	18	2	35	Local Road
	0.50	66	18	2	35	
	0.62	50	16	2	35	
	0.75	66	20	2	35	
	0.55	66	18	2	35	
	Total:	2.85				
HARVEY ROAD	1.00	66	20	3	15	Local Road
HIGHVIEW ROAD	1.00	66	20	3	75	Local Road
	0.79	66	20	3	75	
	Total:	1.79				
REDWING ROAD	0.31	30	14	2	15	Local Road
	0.15	30	14	2	15	
	Total:	0.46				
KOHLEER ROAD	0.50	66	20	3	15	Local Road
	0.50	66	22	3	15	
	Total:	1.00				
PLOVER ROAD	0.09	50	14	2	15	Local Road
SCOTT LANE	0.08	66	24	3	5	Local Road

CTH "E"	0.22	66	22	3	270	Minor Collector
	0.12	100	22	3	270	
	Total:	0.34				
CTH "ME"	0.20	100	22	3	275	Minor Collector
	0.68	100	22	3	310	
	Total:	0.88				
INDIAN ROAD	0.25	50	18	2	15	Local Road
	0.25	66	20	3	15	
	Total:	0.50				
DAVIDSON ROAD	0.96	66	20	3	150	Local Road
	0.50	66	20	3	35	
	0.97	66	22	3	35	
	0.74	66	20	3	35	
	Total:	3.17				
TRESTLE ROAD	0.35	66	20	3	15	Local Road
	1.32	66	20	3	15	
	Total:	1.67				
CTH "MM"	4.94	66	22	5	270	Minor Coll.
	0.34	66	22	6	150	Local Road
	1.14	66	22	6	150	
	Total:	6.42				
SMITH ROAD	0.74	50	20	3	300	Local Road
LA FOLLETTE ROAD	0.43	33	14	2	15	Local Road
	0.75	66	18	3	15	
	Total:	1.18				
LANNON ROAD	0.27	33	12	3	5	Private Entrance
	0.05	33	12	3	5	
	Total:	0.32				
THRUSH ROAD	0.56	66	20	3	75	Local Road
	1.35	66	20	3	35	
	Total:	1.91				
BANON ROAD	0.50	66	20	2	25	Local Road
	0.76	66	20	3	25	
	Total:	1.26				
CTH "O"	4.91	80	22	5	570	Major Coll.
MORNINGSIDE ROAD	2.33	66	20	2	150	Local Road
CTH "CW"	0.24	80	22	5	620	Major Collector
	0.46	80	22	5	950	
	0.73	66	24	6	1020	
	Total:	1.43				

EVERGREEN RD	0.32	60	20	2	25	Local Road
CANA	0.13	50	12	2	5	Local Road
TWAIN	0.48	33	12	2	35	Private Ent.
IVY	0.07	33	24	1	35	Local Road
GREENDALE	0.14	70	24	4	20	Local Road
SCOFIELD ROAD	0.43	66	18	2	20	Local Road
	0.15	66	14	2	20	
Total:	0.58					
KOHLER ROAD	0.25	33	10	1	5	Local Road
TURKE LANE	0.05	66	22	3	15	Local Road
CENTER	0.07	70	20	3	35	Local Road
	0.08	70	24	3	35	
Total:	0.15					
BRAASCH ROAD	0.28	50	10	2	15	Local Road
ELK ROAD	0.26	66	12	2	15	Local Road
VIEW ROAD	0.04	66	10	5	15	Local Road
	0.20	66	20	5	15	
Total:	0.24					
KILLDEER ROAD	0.10	66	16	2	590	Local Road
	0.17	66	18	4	5	
Total:	0.27					
LIESNER ROAD	0.10	50	16	3	15	Local Road
ROBIN ROAD	0.47	50	16	3	15	Local Road
OAK ROAD	0.11	66	20	4	15	Local Road
STEWART DRIVE	0.04	66	20	4	15	Local Road
WEST STREET	0.15	66	24	3	35	Local Road
	0.08	66	24	0	15	
	0.08	66	24	3	15	
Total:	0.31					
IVY	0.07	20	10	1	35	Local Road
ROOSEVELT RD.	0.11	33	20	2	75	Local Road
DEWEY LANE	0.15	33	12	3	10	Local Road
SHORT STREET	0.03	50	28	0	10	Local Road
MAPLE LANE	0.16	33	10	1	10	Local Road
MIDWAY LANE	0.24	33	16	1	10	Local Road
PARK ROADS	1.00	66	16	0	35	Local Road
SUMMERHILL CT	0.24	33	24	3	10	Local Road



CTH "R"	1.12	66	24	6	300	Major Collector
	0.10	66	51	0	300	
	0.17	66	29	6	300	
	0.84	66	36	0	300	
	2.05	66	22	6	300	
	0.40	66	38	0	300	
	1.89	66	22	6	300	
Total:	6.57					

SOURCE: Wisconsin Department of Transportation

### 3.9 TOWN ROAD AND COUNTY HIGHWAY STANDARDS

Subsection 7.6.3 of the Dodge County Land Use Code shows the street design standards for roadways in those areas subject to full county zoning jurisdiction, such as the Town of Lebanon. The design standards vary among roadways, as different roads serve different functions within the transportation system. These standards are outlined in Table 27.

**TABLE 27**  
**Dodge County Minimum Street Design Standards**

Street Type	Right-of-Way Minimum Width	Minimum Pavement Width
Arterial or Highway	120 feet	Dual 24 feet, two 5-foot outside shoulders, 4-foot inside shoulders (20-foot median)
Collector	80 feet	24 feet, two 5-foot outside shoulders
Minor (local)	70 feet	24 feet, two 4-foot outside shoulders

The minimum street design standards, outlined in Table 28 below, are those set forth by Wisconsin State Statute 86.26 (1).

**TABLE 28**  
**State of Wisconsin Minimum Street Design Standards**

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

The Town of Lebanon’s minimum street design standards for minor (local) roads, shown below in Table 29, are set forth in Section 9.05.040 of the Town’s Land Division Ordinance.

**TABLE 29**  
**Town of Lebanon Minimum Street Design Standards**

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

### 3.10 TOWN ROAD AND COUNTY HIGHWAY DEFICIENCIES

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 can be 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. Map 5, Appendix 1 illustrates the roadways within the Town that do not provide enough right-of-way width. Town roads such as, Summerhill Court and a portion of La Follette Road do not have the proper amount of right-of-way based on the standards listed in the State Statutes. Approximately one-third of the roadways that have substandard right-of-way width are classified as private entrances. 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. Where it is practical, acquisition of additional right-of-way should be done. In the unincorporated Village of Lebanon, acquiring additional right-of-way would be cost prohibitive and would cause more harm to the character of these areas than any benefit derived from a widened street. Therefore, acquisition within the village should be discouraged. 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. Map 6, Appendix 1 illustrates roadways within the Town of Lebanon that do not have the proper pavement width. Examples include Scofield Road and Poplar Grove Road. These roads are identified because they do not have the proper amount of pavement width based on the function each road serves in the transportation network. 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. Map 7, Appendix 1 illustrates substandard shoulder widths along Town roads and County highways in Lebanon. For example, Davidson Road and Morningside Road do not have the required amount of shoulder width based on the standards set forth in the Wisconsin State Statutes. 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.

### 3.11 THE TRANSPORTATION SYSTEM

The transportation system which serves the Town of Lebanon provides for the transport of goods and people into, out from, and within the Town. Many elements of the system are not located in Lebanon 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.

#### 3.11.1 Seaports

Water born transport of goods is efficient, but the river systems in the Town of Lebanon are not suitable for commercial transportation. The nearest international seaport is the Port of Milwaukee, approximately 48 miles from Lebanon.

#### 3.11.2 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 Watertown Municipal Airport, located approximately 10 miles from the Town of Elba. Dane County Regional Airport in Madison provides commercial aviation services. It is approximately 26 miles southwest of the Town of Elba. 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.

### 3.11.3 Railroads

The Union Pacific Railroad crosses the Town of Lebanon in a northwest-southeast direction between Milwaukee and Minneapolis metropolitan areas. Rail transportation is an efficient and inexpensive method of transporting goods long distances. Many manufacturers favor railroad access for their plants.

There is one rail siding in the Town of Lebanon at Universal Coop in the unincorporated Village of Lebanon. While much of the rail corridor is wet and hilly, there are large areas of land along the railroad that would be suitable for industrial or heavy commercial development.

High-speed rail passenger service has been proposed between Milwaukee and Madison. The train would make a stop in Watertown to drop off or pick-up passengers. This could create an impact on residential development in the Town.

A number of at-grade railroad crossings interrupt traffic on roads and highways in the Town. The most important of these is the crossing at County Trunk Highway R in the Village of Lebanon. A grade separation at this location is not feasible at this point, but the crossing is well marked.

### 3.11.4 Trucking

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

### 3.11.5 Public Transit

The nearest bus services are provided by Greyhound in Oconomowoc and Badger Bus Lines in Johnson Creek. The nearest private taxi service exists in the City of Watertown. However, this service is not very cost effective for Town residents.

### 3.11.6 Bicycles

Bicycle traffic is quite limited in the Town of Lebanon. Shoulder areas on Town roads are usually narrow and unpaved making bicycle travel difficult as illustrated on Map 7, Appendix I. County highways in the Town tend to have wider shoulders, but traffic levels on these roads make bicycle traffic unsafe or undesirable, as seen on Map 3, Appendix I. The Wild Goose State Trail, approximately five miles northwest of the Town, is the closest bicycle transportation facility. Potential exists for the Town of Lebanon to develop a bicycle trail connection to a point near the trail head of the Wild Goose using the existing rail corridor. Should the corridor be abandoned the Town could encourage the development of a bike trail using the Rails to Trails Program. Even if the corridor is not abandoned, the Rails with Trails Program could provide the Town with an opportunity to develop a trail along the corridor. 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.

### 3.11.7 Pedestrian Transportation

No pedestrian transportation system exists in the Town of Lebanon. The dispersed nature of the Town prohibits the development of an effective pedestrian transportation system. However, there is a paved walkway from the Village of Lebanon to Fireman's Park along the west side of County Trunk Highway R.

### 3.11.8 Transportation for the Disabled

The Dodge County Human Services Department provides transportation for the disabled in the Town of Lebanon. 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 to 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. In addition, private taxi services in the City of Watertown provide service to disabled residents of the Town. However, the disabled are unlikely to use this service due to its high cost outside the city limits.

## 4.0 UTILITIES AND COMMUNITY FACILITIES

This element contains information about existing utilities and community facilities in the Town of Lebanon. Facilities discussed in this element include sewer and water, storm water management, solid waste & recycling, parks, utilities, cemeteries, health and child care facilities, police, fire and rescue, libraries, schools, and other facilities such as the Town hall and garage.

### 4.1 UTILITIES AND COMMUNITY FACILITIES POLICIES

- ◆ Adequate utilities and community facilities to meet the needs of Town Residents.
- ◆ Development providing for its own infrastructural needs so as not to burden existing taxpayers.
- ◆ Public and institutional development serving the largest number of residents and enhancing the quality of life in efficient, safe, and convenient locations.

### 4.2 UTILITIES AND COMMUNITY FACILITIES GOALS AND OBJECTIVES

#### **Goal 1: Maintain and improve Town services (solid waste & recycling; fire, police & rescue; snow plowing of Town roads; storm water management, etc.)**

- Objective 1:* 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.
- Objective 2:* Annually review the police protection services contract with the Town of Emmet, and Dodge County.
- Objective 3:* Annually meet with the neighboring Towns, Cities, and Villages to review the fire protection and ambulance service mutual aid and/or contractual agreements.
- Objective 4:* Annually review the solid waste disposal and recycling services contract.
- Objective 5:* Develop a Storm-Water Management Plan for the unincorporated Village of Lebanon that will address current and future development.
- Objective 6:* Develop a policy that establishes acceptable driveway standards for emergency vehicle access.

#### **Goal 2: Make sure public facilities meet the needs of the Town residents. (Schools; libraries; cemeteries; hospitals; Town hall, etc.)**

- Objective 1:* Meet with other public and private officials to coordinate the provision of public facilities, such as libraries, hospitals, and cemeteries to accommodate future development within the Town.
- Objective 2:* Meet with the appropriate School Board Officials to make sure schools meet the needs of Town residents.
- Objective 3:* Notify appropriate School Board Officials of major residential developments within the Town to prevent unexpected large enrollment increases.
- Objective 4:* Develop and follow an equipment improvement/replacement schedule for the Town Fire Department and Ambulance services.

- Objective 5:* Develop and follow a improvement/replacement schedule for Town equipment.
- Objective 6:* Plan for the future expansion of the Town garage to accommodate year round storage of all of the Town's equipment.

**Goal 3: Make sure modern and adequate utilities are provided for residential and commercial use. (gas; electrical; phone; cable; sewer & water)**

- Objective 1:* Review planned developments to ensure adequate utilities can and will be provided according to long-range needs within the Town.
- Objective 2:* Meet with other units of government to coordinate the provision of public utilities to accommodate future development within the Town.
- Objective 3:* Encourage private and/or public sanitary sewer districts where appropriate.
- Objective 4:* Annually assess the facilities of each of the sanitary districts to ensure they can accommodate future development.
- Objective 5:* Research the need and feasibility of providing public water service.

**Goal 4: Ensure adequate park and recreational opportunities.**

- Objective 1:* Explore the need and feasibility of additional:
- parks
  - picnic areas
  - biking/hiking trails
  - sledding
  - nature preserve for hunting
  - fishing area
  - softball diamond
  - basketball court
- Objective 2:* Encourage the County Board and/or State Department of Natural Resources to acquire land in the Town for nature preserves.
- Objective 3:* Encourage the County Board to pursue the purchase of the semi-private Harnischfeger Employees Park, if the property becomes available.
- Objective 4:* Deny inappropriate requests for rezoning and/or development of natural areas designated as a park protection area.
- Objective 5:* Encourage the State Department of Natural Resources to acquire additional wetlands and buffer areas adjacent to the Rock River.
- Objective 6:* Apply for State stewardship grants to help purchase land for nature preserves, and park use.
- Objective 7:* Apply for State grants to help improve or replace existing park facilities and equipment.
- Objective 8:* Distribute the creation of new park and recreational facilities evenly throughout the Town.
- Objective 9:* Update the Town Park and Recreation Plan to re-evaluate the goals and objectives set forth in the existing plan.

**Goal 5: Promote a unified approach involving the Town, County, State and private entities for utilities, facilities and services development to meet the needs for future commercial, industrial and residential expansion.**

- Objective 1:* Regularly meet with neighboring municipalities and County officials to coordinate development plans.
- Objective 2:* Seek input of appropriate property owners in areas of development plans.
- Objective 3:* Regularly meet with both of the Town's sanitary sewer district representatives to coordinate development plans.
- Objective 4:* Meet with State of Wisconsin officials as needed

#### 4.3 UTILITIES AND COMMUNITY FACILITIES PROGRAMS

There are currently no programs in the Town of Lebanon related to utilities or community facilities.

#### 2.4 UTILITIES AND COMMUNITY FACILITIES

##### 4.4.1 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, as shown on Map 9, Appendix I. Map 9 also shows the service area boundaries for the sanitary sewer facilities. The design capacity for the Village's wastewater treatment plant can adequately serve a population of 170 people whereas the design capacity, of the facility serving the two subdivisions, can accommodate service for 380 people. There are no plans for any major expansions of either sanitary sewer district. The sewage treatment plants are currently being assessed by an engineer to determine if the facilities are adequate.

##### 4.4.2 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. However, creation of Storm Water Management Plan for the Village of Lebanon should be considered in order to address future development.

##### 4.4.3 Water Supply

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

##### 4.4.4 Solid Waste Disposal

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 Tri-County Waste Management. Waste from the Town is taken to and disposed of in the Deertrak Landfill



near Johnson Creek. The site is expected to have an adequate capacity to accept Town wastes well into the future.

#### 4.4.5 On-Site Wastewater Treatment Technologies

On-Site Wastewater Treatment is the predominant method of treating waste water in the Town of Lebanon. Three main types of on-site treatment facilities, conventional systems, mound systems, and at-grade systems are currently used in the Town. In some rare exceptions, holding tanks have been used. Between 1990 and 2001, 98 permits were issued for new on-site sanitary systems in the Town of Lebanon. The US Census indicates that there were 427 existing on-site sanitary systems in the Town in 1990. Table 30 illustrates the number of permits issued for different types of on-site sanitary systems over the eleven years between 1990 and 2001.

**TABLE 30**  
**Number of Permits Issued for On-Site Sanitary Systems by Year**  
**Town of Lebanon, 1990-2001**

<b>YEAR</b>	<b>Conventional</b>	<b>At-Grade</b>	<b>Mound</b>	<b>Holding Tank</b>	<b>Other</b>	<b>Total</b>
<b>2001</b>	0	0	7	0	1	<b>8</b>
<b>2000</b>	0	1	8	0	2	<b>11</b>
<b>1999</b>	1	2	4	0	0	<b>7</b>
<b>1998</b>	2	0	5	0	2	<b>9</b>
<b>1997</b>	0	0	8	0	0	<b>8</b>
<b>1996</b>	2	0	2	1	0	<b>5</b>
<b>1995</b>	1	0	12	0	1	<b>14</b>
<b>1994</b>	0	0	6	0	0	<b>6</b>
<b>1993</b>	2	0	5	1	0	<b>8</b>
<b>1992</b>	0	0	3	0	0	<b>3</b>
<b>1991</b>	3	0	4	1	0	<b>8</b>
<b>1990</b>	1	0	9	0	1	<b>11</b>

Source: Dodge County Planning and Development

#### 4.4.6 Recycling Facilities

The Town of Lebanon contracts with Tri-County Waste Management for recycling services. The co-mingled recyclables are picked up with regular waste every week at the Town Shop.

#### 4.4.7 Parks

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 north of the Village of Lebanon 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 Village. Facilities at this park are currently being expanded to include a nature trail, observation deck, a pond, and a shelter.

Additionally, there are three other parks within the Town. These parks are located at local elementary schools and provide Town residents with open play fields and playground equipment. Each school maintains their own recreational facilities. A majority of residents who responded to the Community Opinion Survey indicated they would like to see the Town expand its park and recreation system. Map 8, Appendix 1 illustrates the locations of the existing parks located in the Town as well as the proposed parks. The areas indicated as proposed parks are generally floodplain or wetland areas which are unsuitable for development and should be used for open space purposes.

#### 4.4.8 Telecommunications Facilities

Telecommunication services for the Town of Lebanon are provided by Verizon. Telecommunication services are available in all parts of the Town.

#### 4.4.9 Power Generating Plants and Transmission Lines

Electric power is provided for the Town by WE Energies. Electric service is available in all parts of the Town. There is no power generating plants in the Town of Lebanon.

#### 4.4.10 Natural Gas Utilities

Natural Gas service in the Town of Lebanon is also provided by WE Energies. Map 9, Appendix 1 illustrates the areas of the Town served or potentially served by natural gas.

#### 4.4.11 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.

#### 4.4.12 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. Health care facilities appear adequate for the 20 year planning time period.

#### 4.4.13 Child 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, however the community opinion survey showed a majority of residents were in favor of expanding the child care facilities within the Town.

#### 4.4.14 Other Public Facilities

##### 4.4.14.1 *Police*

The Town of Lebanon contracts jointly with the Town of Emmet to provide part-time police protection services. The contract provides for two part-time officers averaging a total of 50 hours of patrol time per month in the town. 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. However, the community opinion survey indicated that Town of Lebanon's residents were satisfied with the police protection services provided in the area.

##### 4.4.14.2 *Fire and Rescue Facilities*

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 department anticipates that it will need to replace a water tanker truck, a pumper truck, a grass fire truck, as well as an ambulance at some point during the twenty year planning period. 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.

##### 4.4.14.3 *Libraries*

Library services are available to Town residents in the City of Watertown, and in the Village of Hustisford. These existing libraries are adequate to meet the Town's needs.

##### 4.4.14.4 *Schools*

A majority of the Town of Lebanon is located within the Watertown School District. However, the remainder of the Town is covered by three different school districts. These districts include; Oconomowoc School District, Hustisford School District, and Neosho/Hartford High School District. Map 10, Appendix 1 illustrates the school district boundaries and elementary school locations within the Town. The Town of Lebanon currently has two private elementary schools and a public elementary school within its boundaries; Immanuel Lutheran School,

Saint Peter's Lutheran School, and Lebanon School. All of these schools are located within boundary of the Watertown School District. The total enrollment of these schools was 126 students during the 2001-2002 school year. Table 27 illustrates the current enrollment by school for all of the schools within the Town. The projected enrollment for these three schools is to remain steady with possible minor increases in the future. Saint Peter's Lutheran School has a construction project in process, however there are no current plans for any projects at the other two schools in the Town. The current facilities are believed to have sufficient capacity for the foreseeable future.

**TABLE 31**  
**Town of Lebanon, Enrollment by School**  
**2001-2002 School Year**

<b>District</b>	<b>School</b>	<b>Enrollment 2001-2002</b>	<b>Grades</b>
<b>Private</b>	<b>Saint Peter's Lutheran</b>	<b>24</b>	<b>K – 2</b>
<b>Private</b>	<b>Emmanuel Lutheran</b>	<b>46</b>	<b>3 – 8</b>
<b>Watertown School District</b>	<b>Lebanon Elementary</b>	<b>56</b>	<b>K – 6</b>

Source: Dodge County Planning and Development

4.5.15 Other Governmental Facilities

The Town of Lebanon also maintains a Town Garage. This facility is used for the storage of the Town's grader, lawn mower, trucks, plows, as well as other miscellaneous items. This facility is inadequate for the Town needs, as additional storage space is currently being rented. The building should be expanded to handle the storage of all of the equipment through out the whole year. Money should be set aside in a separate account each year for the eventual upgrade or replacement of the facility.

## 5.0 AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

This element contains information on the natural, cultural, and agricultural resources in the Town. Items covered in this element include ground water, woodlands, prime agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors and surface water, floodplains, wetlands, wildlife habitat, mineral resources, parks, open spaces, recreational areas, historical and cultural resources, and community design.

### 5.1 AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES POLICIES

- ◆ The air, land and water regarded as irreplaceable resources to be protected for future generations with the most suitable land for cultivation preserved for agriculture.
- ◆ Development which is orderly and harmonious with Town of Lebanon's unique natural amenities.
- ◆ Historic and cultural amenities protected for future generations.

### 5.2 AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES GOALS AND OBJECTIVES

#### **Goal 1: Protect environmentally sensitive land.**

- Objective 1:* Protect wetlands from siltation and runoff by requiring a buffer area around all DNR designated wetlands.
- Objective 2:* Protect lands with excessive slope (12% or greater) by requiring erosion control measures and re-establishment of natural vegetation
- Objective 3:* Establish educational workshops to encourage land owners to participate in government funded natural resource protection programs.
- Objective 4:* Prevent the rebuilding of existing structures in flood plains that are seriously deteriorated, damaged or destroyed.
- Objective 5:* Prevent the development (except for possible stream improvements) in the floodplain by enforcement of land development ordinances.

#### **Goal 2: Lower-density residential development on land with prime agricultural soils.**

- Objective 1:* Develop standards in the Town Subdivision ordinance to reduce the density of development in such areas
- Objective 2:* Limit the development of new nonfarm residences adjacent to land enrolled in the Farmland Preservation Program

#### **Goal 3: Preserve cultural, historic and archeological sites throughout the Town.**

- Objective 1:* Establish educational workshops to encourage land owners to participate in historic preservation tax credit programs.
- Objective 2:* Develop a historic preservation provision of the Town's Land Division Ordinance
- Objective 3:* Apply for grants to develop a comprehensive inventory of historic and culturally significant sights within the Town.
- Objective 4:* Encourage the activities of the Lebanon Historical Society to preserve the local history of the Town.

### 5.3 AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES PROGRAMS

#### 5.3.1 Farmland Preservation

The Farmland Preservation Program is a state program to aid local governments that want to preserve farmland through local planning and zoning and to provide tax relief to farmers who participate. Farmers can participate either through a zoning certificate if the Town's Zoning Ordinance is certified by the state or through a Farmland Preservation Agreement between the land owner and the State. The Town of Lebanon does not contain state certified exclusive agricultural zoning. Therefore, the only method for a farmer to participate in the program is through a Farmland Preservation Agreement. Under an agreement, farmers with parcels of 35 acres or greater can qualify for tax credit if they sign a contract agreeing not to develop their land during the contract period. In addition, the land being entered into the agreement must be designated as an Agricultural Area to be Preserved in the County Farmland Preservation Plan in order to be eligible.

In the Town of Lebanon, 23 farms currently participate in the Farmland Preservation Program encompassing approximately 3,183 acres. One way in which the Town can attempt to preserve its rural character and agricultural heritage is to encourage more of the Town's farmers to participate in the Farmland Preservation Program. Map 11, Appendix 1 shows the lands in the Town of Lebanon that are enrolled in the Farmland Preservation Program.

#### 5.3.2 Conservation Reserve Program (CRP)

The Conservation Reserve Program (CRP) is the Federal Government's largest environmental improvement program in existence. Administered by the U.S.D.A., the purpose of the program is to reduce erosion, increase wildlife habitat, improve water quality, and increase forest land. CRP is a voluntary approach to improving the environment using partnerships between government and private landowners. The program provides incentives to farmers (and ranchers) for establishing conservation practices which benefit resources both on and off the farm. Incentives are in the form of annual rental payments and cost-share assistance in return for establishing long-term resource-conserving cover on eligible lands. Rental payments are based on the agricultural rental value of the land, and cost-share assistance is provided in an amount up to 50 percent of the participant's costs to establish approved practices. The contract duration is from ten years up to 15 years (if planting hardwood trees, restoring cropped wetlands, etc.), and is transferable with a change in ownership. To be eligible, land must:

- have been planted or considered to be planted for two years of the five most recent crop years,
- be marginal pasture land that is either enrolled in the Water Bank Program or is suitable for use as a riparian buffer to be planted to trees.

In addition, the cropland must meet at least one of the following conditions:

- be highly erodible
- cropped wetland
- subject to scour erosion
- located in a national or state CRP conservation priority area (all of Dodge County)
- cropland associated with non-cropped wetlands.

### 5.3.3 Managed Forest Law and Forest Crop Law

The Wisconsin Managed Forest Law was created in 1985 from the combination of two previous laws, the Forest Crop Law and the Woodland Tax Law. The Managed Forest Law is designed to give tax credit to owners of forest lands at least ten acres in size to prevent premature cutting of timber for short run economic gain. In exchange for the tax credit, the landowner agrees not to burn or graze the land and to only harvest the timber under the direction of a trained forester. The landowner can also agree to open the land to public hunting, fishing, and other outdoor recreation in exchange for a larger tax credit. The idea behind the Managed Forest Law is to encourage the growth of future commercial crops through sound forestry practices. At the same time, the program takes into account the individual property owners' objectives and society's needs for compatible recreational activities, forest aesthetics, wildlife habitat, erosion control, and protection of endangered resources.

The Forest Crop Law, enacted in 1927, was the precursor to the Managed Forest Law. The guidelines of the two programs are very similar to one another except that the Forest Crop Law was directed toward land owners with large forested parcels. The Forest Crop Law Program is no longer open to new participants, except through purchase of land which is currently under contract. As the contracts expire land owners may switch over to the Managed Forest Law Program.

In the Town of Lebanon, six landowners participate in the Managed Forest Law Program. Approximately 137.3 acres of woodlands in the Town of Lebanon are enrolled under this program. Encouragement of the Managed Forest Law program is another way the Town can help to preserve its rural character. It should be noted that one property in the Town, approximately 43 acres, is still under a fifty year Forest Crop Law contract. Map 12, Appendix 1 shows the location of the parcels with woodlands enrolled under these programs.

### 5.3.4 Rock River Project

All of the Town of Lebanon is located within the Rock River Project area, which is made up of the drainage area into the Rock River. The Rock River Project is a regional approach to improve water quality and restore wildlife habitat. Additionally, it is meant as an enhancement to the Conservation Reserve Program. The goal of this project is to establish 13,500 acres of riparian buffer to reduce pollutants entering the Rock River, its

tributaries and down stream waters. These restored wetlands and grasslands provide favorable conditions for waterfowl, wild pheasants, and non-game songbirds.

This program is a joint effort between the United States Department of Agriculture, Farm Service Agency and the Wisconsin Department of Agriculture. Land owners may choose to enroll in a ten, or a fifteen year land rental contract. Eligibility requirements are similar to those of the Conservation Reserve Program. Additionally, properties which are enrolled in the program are not required to allow public access.

### 5.3.5 Historic Preservation

Identifying and preserving historical structures and cultural areas in the Town are important considerations in developing a comprehensive plan for the Town. These features help to define the Town's historic character and cultural heritage. The State Historical Society administers the National Register of Historic Places and State Register of Historic Places which help to identify and preserve historic architecture and cultural sites in the Town.

The National Register of Historic Places is the official national list of historic properties in America worthy of preservation and is maintained by the National Park Service in the U.S. Department of the Interior. The State Register of Historic Places is Wisconsin's official listing of state properties determined to be significant to Wisconsin's heritage and is maintained by the Division of Historic Preservation at the State Historical Society of Wisconsin. Both listings include sites, buildings, structures, objects and districts that are significant in national, state or local history, architecture, archeology, engineering and culture.

These programs give honorary recognition to properties that retain their historic character and are important to understanding local, state, or federal history. Listing provides tangible benefits to private property owners and helps assist them in preserving their properties. The principal benefit to the property owner is the knowledge that they are helping to preserve local, state and national heritage. To assist the property owner, the state and federal governments also provide a number of more tangible benefits as listed below:

- eligibility for state and federal income tax credits for rehabilitating historic properties.
- eligibility for federal grants, when available.
- consideration in the planning of federally assisted and state assisted projects, as well as projects of local governments and school boards, when those projects affect the property.
- eligibility to use the state's Historic Building Code, which may facilitate rehabilitation.
- qualification for state and federal charitable income tax deductions for the donation of historic preservation easements.
- eligibility for official State Register of Historic Places plaques.

Listing a property in the registers does not impose restrictions on the private property owner. The private owner is free to sell, alter or demolish the property. However, if the property owner is utilizing any public federal or state funding or assistance, the proposed



projects are reviewed to ensure that historic values of the property are taken into consideration. One property in the Town is listed on both of the registers. It is the Schoenicke barn located in Section 15 along Venus Road. It should be noted that this structure was destroyed in a recent wind storm, illustrating the fact that the State and Federal historic inventories are not updated on a regular basis, and may be inaccurate.

#### 5.3.6 Archeological Sites Property Tax Exemption Program

The State of Wisconsin's Archeological Sites Property Tax Exemption Program was created in 1989 and is administered through the State Historical Society of Wisconsin. The program provides property tax exemption for owners of archaeological sites listed in the National Register of Historic Places or the State Register of Historic Places. A site not included on one of these lists can be evaluated for inclusion on a list at the owners request.

The purpose of the program is to provide an incentive for landowners to protect significant archaeological sites on their land. In exchange for the tax exemption, the land owners must agree to place a permanent protective covenant on the area of land that contains the archaeological site. The covenant does not discourage all uses of the land containing the archaeological site, but rather encourages the land owner to plan the use of the land to avoid disturbing the site area. No landowners in the Town currently participate in the program, however encouragement of this program can help to preserve open spaces and the cultural heritage of the Town by preventing development on these lands.

### 5.4 AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES AREAS

#### 5.4.1 Ground Water

Dodge County has a large untapped supply of good quality groundwater found in layers of porous bedrock known as aquifers. The County has four such aquifers. The water in an aquifer travels underground from its source to a discharge point such as a well, wetland, spring or lake. These aquifers supply the water to Town residents through private wells.

Land use decisions can have impacts on ground water, as anything that is spilled or spread on the ground can impact the quality of the ground water. Some testing of wells in the Town of Lebanon was conducted by the County UW-Extension Office in February of 1996. The results of the study found that most wells in the Town are within acceptable levels for water quality. However testing on a few wells within the Town have shown significant levels of nitrate or bacteria. These findings may warrant further testing to determine the extent of the problem.

#### 5.4.2 Woodlands

Woodlands cover about 2,138 acres of the Town of Lebanon, or about 9.3 percent of the total area. A large portion of the woodlands in the Town are contained within wetland areas and consist of wetland species, but a number are also on higher ground. Various sized woodlands are generally scattered around the Town with larger wooded areas located along the Rock River. Significant woodlands in the Town of Lebanon, those over five acres in size, are shown on Map 13, Appendix 1.

Woodlands can provide economic and ecological value as well as a recreational resource. As with surface water, woodlands attract residential and recreational development. Some timber in the Town may have commercial value, but the primary economic advantage of the remaining woodlands in the Town of Lebanon may be as a setting for residential development. Recreational areas are also desirable in wooded areas. However, much of the original timber in the Town was cleared to make the land available for agriculture. Woodlands containing desirable species of trees take a very long time to grow. It would be advantageous to preserve as many of the remaining woodlands as possible.

#### 5.4.3 Productive Agricultural Areas

Soil type is the largest determining factor in the productivity of agricultural areas. Most of the soil in Town of Lebanon is upland silt loam of good agricultural quality. Three main soil associations are present in the Town. The central portion of the Town is characterized by the Houghton-Pella association. These soils are deep, nearly level to steep, poorly drained organic soils. Soils in the southeastern and northeastern corners of the Town are of the Theresa-Lamartine-Hocheim association. These soils are deep, nearly level to steep sloping, with well drained and somewhat poorly drained areas. Soils in the vast majority of the Town are of the St. Charles-Miami-Elburn association. These soils are deep, nearly level to steep, well drained to somewhat poorly drained soils. Topsoil depths in the Town generally range from 8 to 14 inches. 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. The evaluation of soil should be an important consideration when examining land use decisions.

Protection of the best remaining farmland for agricultural enterprises was shown to be of high importance to Town residents as indicated in the Community Opinion Survey. The intrusion of non-farm uses continues to threaten the supply of the best agricultural soils. The Dodge County Comprehensive Plan, which was adopted in 1999, identifies areas containing the best agricultural soils, Class I, II, and the best of Class III based on crop yields of 100 bushels of corn per acre, as Agricultural Areas to be Preserved. Map 14, Appendix 1 shows the prime agricultural soils in the Town of Lebanon.

#### 5.4.4 Environmentally Sensitive Areas

Environmentally Sensitive Areas or Environmental Corridors are areas that contain unique natural resource components that can be seriously impacted by intense development and should be preserved and protected. The preservation of these areas is intended to protect the health, safety, and welfare of the general public; to protect surface and groundwater quality; to reduce the potential damage from floods and stormwater runoff; and to maintain important wildlife habitats or recreational areas. The Dodge County Comprehensive Plan provides a map of environmental corridors in Dodge County including the Town of Lebanon. The corridors mapped in the County plan include the following areas:

- wetlands
- steep slopes over 12%, shallow soils (less than 60 inches to bedrock)
- 35 foot buffers along all lakes, ponds, rivers, streams, and drainageways
- select woodlots (those adjacent to other corridor features)
- select archeological sites (those adjacent to other corridor features)

- publicly owned lands and parks

These corridors are illustrated on Map 15, Appendix 1.

#### 5.4.5 Threatened and Endangered Species

Dodge County contains many threatened and endangered species of plants and animals as well as a number of rare natural communities. Both the U.S. Fish and Wildlife Service and the Wisconsin DNR maintain lists of threatened and endangered species. The U.S. Fish and Wildlife Service classifies a species as “endangered “ when there is a danger of extinction within the foreseeable future throughout all or a significant portion of its range. A species is “threatened” when they are likely to become endangered in the foreseeable future. The Wisconsin DNR’s Bureau of Endangered Resources list’s species as “endangered” when the continued existence of that species as a viable component of the State’s wild animals or plants is determined to be in jeopardy based on scientific evidence. A species is considered “threatened” when it appears likely, based on scientific information, that the species may become endangered in the foreseeable future. The DNR also lists species of special concern that are suspected to have some problem of abundance or distribution.

The U.S. Fish and Wildlife Service does not list any endanger or threatened species that are permanent inhabitants of Dodge County or the Town of Lebanon. However, several threatened and endangered species, including the bald eagle and peregrine falcon, do use portions of the County during part of the year. The Wisconsin DNR lists several threatened and endangered plants and animals as well as some rare natural communities that exist in Dodge County. Table 28 lists the plants and animals as well as the rare natural communities that exist in Dodge County.

**TABLE 32**  
**Rare, Threatened, and Endangered Species and Natural Communities**  
**Dodge County**

<b>PLANTS</b>		
<b>Common Name</b>	<b>Species Name</b>	<b>Wisconsin Status<sup>1</sup></b>
Lesser Fringed Gentian	<i>Gentianopsis procera</i>	Special Concern
Richardson Sedge	<i>Carex richardsonii</i>	Special Concern
Showy Lady's-Slipper	<i>Cypripedium reginae</i>	Special Concern
Slim-Stem Small-Reedgrass	<i>Calamagrostis stricta</i>	Special Concern
Small White Lady's-Slipper	<i>Cypripedium candidum</i>	Threatened
Wafer-Ash	<i>Ptelea trifoliata</i>	Special Concern
Yellow Gentian	<i>Gentiana alba</i>	Threatened

<b>ANIMALS</b>			
<b>Common Name</b>	<b>Species Name</b>	<b>Wisconsin Status<sup>1</sup></b>	<b>Taxa</b>
Cantrall's Bog Beetle	<i>Liodessus cantralli</i>	Special Concern	Beetle
Giant Carrion Beetle	<i>Nicrophorus americanus</i>	Endangered**	Beetle
Barn Owl	<i>Tyto alba</i>	Endangered	Bird
Black-Crowned Night-Heron	<i>Nycticorax nycticorax</i>	Special Concern	Bird
Forster's Tern	<i>Sterna forsteri</i>	Endangered	Bird
Great Egret	<i>Casmerodius albus</i>	Threatened	Bird
Red-Shouldered Hawk	<i>Buteo lineatus</i>	Threatened	Bird
Gorgone Checker Spot	<i>Chlosyne gorgone</i>	Special Concern	Butterfly
A Side-Swimmer	<i>Cranonyx gracilis</i>	Special Concern	Crustacean
American Eel	<i>Anguilla rostrata</i>	Special Concern	Fish
Banded Killifish	<i>Fundulus diaphanus</i>	Special Concern	Fish
Least Darter	<i>Etheostoma microperca</i>	Special Concern	Fish
Pugnose Minnow	<i>Opsopoeodus emiliae</i>	Special Concern	Fish
Redfin Shiner	<i>Lythrurus umbratilis</i>	Threatened	Fish
River Redhorse	<i>Moxostoma carinatum</i>	Threatened	Fish
Slender Madtom	<i>Noturus exilis</i>	Endangered	Fish
Striped Shiner	<i>Luxilus chrysocephalus</i>	Endangered	Fish
Weed Shiner	<i>Notropis texanus</i>	Special Concern	Fish
Blanchard's Cricket Frog	<i>Acris crepitans blanchardi</i>	Endangered	Frog
Arctic Shrew	<i>Sorex arcticus</i>	Special Concern	Mammal
Franklin's Ground Squirrel	<i>Spermophilus franklinii</i>	Special Concern	Mammal
Pigmy Shrew	<i>Sorex hoyi</i>	Special Concern	Mammal
Prairie Vole	<i>Microtus ochrogaster</i>	Special Concern	Mammal
Ellipse	<i>Venustaconcha ellipsiformis</i>	Threatened	Mussel
Blanding's Turtle	<i>Emydoidea blandingii</i>	Threatened*	Turtle

<b>NATURAL COMMUNITIES</b>		
Important examples of the following natural community types have been found in Dodge County. Although communities are not legally protected, they are critical components of Wisconsin's biodiversity and may provide the habitat for rare, threatened, and endangered species.		
Bat Hibernaculum Bird Rookery Calcareous Fen Emergent Aquatic	Lake--Shallow, Hard, Seepage Mesic Prairie Northern Wet Forest Shrub-Carr	Southern Dry-Mesic Forest Southern Mesic Forest Southern Sedge Meadow Wet-Mesic Prairie

**Wisconsin Status:**  
 Endangered: continued existence in Wisconsin is in jeopardy.  
 Threatened: appears likely, within the foreseeable future, to become endangered.  
 Special Concern: species for which some problem of abundance or distribution is suspected but not yet proven.  
 Rule: protected or regulated by state or federal legislation or policy; neither endangered nor threatened.  
 \* indicates: A candidate for federal listing.  
 \*\* indicates: Federally Endangered or Threatened.

#### 5.4.6 Stream Corridors and Surface Water

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. Map 16, Appendix 1 illustrates stream corridors and surface water in the Town.

#### 5.4.7 Floodplains

Floodplains include streams, rivers, and wetlands, and lands that are adjacent to these water resources that are periodically inundated by floodwater. This is both a real phenomena and a legal standard; the Federal Emergency Management Agency (FEMA) has produced maps of Dodge County that show the areas of 100-year flood. A 100-year flood is defined in the Dodge County Land Use Code as a regional flood "determined to be representative of large floods known to have occurred in Wisconsin or which may be expected to occur on a particular lake, river or stream once in every 100 years" (Dodge County Land Use Code, Sec. 12.2). Lands within the legal floodplain, as designated by the FEMA maps, are within the regulatory authority of the Dodge County Land Use Code. There are approximately 9,314 acres of floodplains in the Town of Lebanon. This represents approximately 40.4 percent of the surface of the Town. Map 17, Appendix 1 shows the floodplains in the Town of Lebanon.

Structures are undesirable in floodplains because they reduce water storage capacity, retard the flow of floodwater, and can be damaged or destroyed by floods. In a large flood, too, chemicals normally and safely stored in homes and business can escape to cause damage to land and water resources downstream. Floodplains may contain, however, rich agricultural soil and can be valuable as farmland. They can also be used for parks and recreation, and a variety of other uses that do not involve structures.

#### 5.4.8 Wetlands

Dodge County is rich in the number and quality of its wetlands. Wetlands are areas with sufficient surface moisture to support marshland and aquatic vegetation. These areas are generally associated with wet spongy conditions due to standing water and a high water table. There are approximately 5,127 acres of wetlands in the Town of Lebanon, according to the Wisconsin Department of Natural Resources. Wetlands are concentrated in the eastern half of the Town along the shore of the Rock River. However the central portion of the Town also contains a large section of wetlands. Map 18, Appendix 1 shows the location of wetlands in the Town of Lebanon. Map 17 combined with Map 18, provides a map of natural limitations for building site development.

Wetlands are the most productive and beneficial habitat for wildlife. In agricultural areas, wetlands often represent the last remaining stable wildlife cover. They provide areas for hunting, trapping, fishing, biking, bird watching, and other forms of recreation.

Wetlands are important for retaining storm water from rain and melting snow. Wetlands slow the movement of storm water run-off and can provide storage areas for floodwaters, thus minimizing adverse impacts to downstream areas. Preservation of wetlands can prevent needless expenses for flood and storm water control projects such as dikes, levees, concrete lined channels and detention basins.

It is now known too, that wetlands help to maintain water quality. Wetland plants and soils have the capacity to store and filter pollutants ranging from pesticides to animal wastes. Calm wetland waters, with their flat surface and flow characteristics, allow particles of toxins and nutrients to settle out of the water.

Some wetlands can provide a valuable service of replenishing groundwater supplies. The filtering capacity of wetland plants and substrates may also help protect groundwater quality. Groundwater discharge is the process by which groundwater is discharged to the surface. Groundwater discharge is a more common wetland function and can be important for stabilizing and maintaining stream flow, especially during dry months. This can result in an enhancement of the aquatic life communities in the downstream areas. Groundwater discharged through wetlands can contribute toward high quality water in lakes, rivers, and streams.

#### 5.4.9 Wildlife Habitat

Woodlands, wetlands, and the shorelines of waterways comprise the largest areas of wildlife habitat in the Town of Lebanon often containing the last remaining stable areas of wildlife cover. Three small parcels of land, owned by the Department of Natural Resources, also provide natural habitat for a variety of birds, and mammals. The Town should encourage the DNR to acquire and provide additional natural areas and open space.

#### 5.4.10 Metallic and Nonmetallic Mineral Resources

Metallic minerals are important sources for metals such as zinc, lead, copper, iron, and gold. No known metallic mineral deposits exist in the Town of Lebanon. No metals are currently being mined in the State of Wisconsin.

Non-metallic minerals are important sources of building stone, lime, industrial sand, and construction aggregates. Like ground water, forests, and agricultural land, non-metallic minerals resources exists where nature put them, not always where they are needed. Planning for these resources is needed in order to ensure abundant supplies of inexpensive aggregate in the future. There are no mining operations currently active in the Town of Lebanon, however there is an active operation just north of the town boundary in the Town of Hustisford. Additional non-metallic mineral resources have not been mapped in the Town of Lebanon.

#### 5.4.11 Parks, Open Spaces, and Recreational Resources

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 north of the Village of Lebanon 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 Village. Facilities at this park are currently being expanded to include a nature trail, observation deck, a pond, and a shelter.

Additionally, there are three other parks within the Town. These parks are located at local elementary schools and provide Town residents with open play fields and playground equipment. Each school maintains their own recreational facilities.

A majority of residents who responded to the Community Opinion Survey indicated they would like to see the Town expand its park and recreation system. Likewise, the survey supported the collection of a park impact fee from new residential parcels created in the Town. No existing or proposed county parks are located in the Town of Lebanon. Open spaces in the Town of Lebanon, excluding parks, consist of three DNR owned parcels in the southeast portion of the Town, and a semi-private park owned by Harnischfeger Employees Benefit Association. These areas provide additional, although limited, recreational opportunities in the Town. Map 19, Appendix 1 shows the location of parks, open spaces, and recreational resources and their service areas within the Town of Lebanon.

#### 5.4.12 Historical and Cultural Resources

The State Historical Society maintains the Architecture and History Inventory, or AHI. The AHI is a collection of information on historic buildings, structures, sites, objects, and historic districts on approximately 130,000 properties in Wisconsin. The AHI contains data on buildings, structures and objects that illustrate Wisconsin's unique history. The AHI documents a wide range of historic properties. It is a permanent record maintained by the State Historical Society of Wisconsin. Inclusion in the Architecture and History Inventory conveys no special status or advantage; this inventory is merely a record of the property. Many properties are included merely for comparative purposes. Such included properties are not automatically eligible for any funding or other assistance.

Table 29 lists the sites in the Town of Lebanon that are included in the AHI. These sites include several examples of significant architectural styles. Most properties become part of the Inventory as a result of a systematic architectural and historical survey conducted by the State Historical Society. However, the State's survey is incomplete in many instances due to the lack of updates at the state level. The Town of Lebanon should consider obtaining grants from the State Historical Society in order to develop a comprehensive historical inventory of its own. This inventory would help in the identifying and preservation of historic properties throughout the Town.

**TABLE 33**  
**Sites Included on the Wisconsin Architecture & History Inventory**  
**Town of Lebanon**

NAME	DATE OF CONSTRUCTION	SECTION NUMBER	ADDRESS
Zastrow House	1862	16	Poplar Grove Rd.
Thomas Baker Farmstead	1864	4	CTH "R"
Old Parsonage	Unknown	8	Not Recorded
Side Gabled House	Unknown	9	Poplar Grove Rd.
Maas Half-Timbered House	Unknown	10	CTH "MM"
Maas Half-Timbered Barn	Unknown	10	CTH "MM"
Schoenicke Barn	1855	15	Venus Rd.
W. Dittbonner Farmstead	1847	20	CTH "R"
Side Gabled House	Unknown	28	CTH "O"
Board & Batten Outbuildings	Unknown	28	CTH "O"
Kuenzi Barn	1850	30	Banon Rd.
Gabeled Ell House	Unknown	33	CTH "CW"
Henry Jaeckel Cottage	1934	29	CTH "R"
Leinerhirt Commercial Building	1909	8	CTH "R"
Uttech Hardware Store	1908	8	CTH "R"
Wilhelm Woltmann Farm	Unknown	29	CTH "R"
Schlos Kolberg House	Unknown	7	Scofield Rd.
Italianate House	Unknown	10	CTH "MM"
Greek Revival House	Unknown	29	CTH "R"
Wagner Hop Barn/Granery	1868	Not Recorded	Not Recorded

Source: State of Wisconsin Historical Society

#### 5.4.12.1 Town of Lebanon Historical Society

On October 3, 1997 the Lebanon Historical Society was officially incorporated by the State of Wisconsin and with the Dodge County Register of Deeds under the provisions of the Wisconsin State Statutes. Its 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. The Society is also in the process of renovating the "old" town hall into a historical museum, located at Trechel Park. Support of the Lebanon Historical Society and its activities can help to preserve the local history of the Town.

#### 5.4.13 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. All of these characteristics can be observed on Map 20, Appendix I.

## 6.0 ECONOMIC DEVELOPMENT

The Town of Lebanon's economy, the way its residents support themselves and the services provided to the residents are critical to future development. Without a viable and competitive economy, people will leave to better their circumstances in other locations. Assessing the current economy and setting direction for change are an important part of the planning process.

### 6.1 ECONOMIC DEVELOPMENT POLICY

- ◆ Commerce, industry and agriculture located to function efficiently, economically, conveniently and safely without encroachment from incompatible land uses and without degrading natural and residential environments.

### 6.2 ECONOMIC DEVELOPMENT GOALS AND OBJECTIVES

#### **Goal 1: Prime farmland permanently retained for agriculture.**

- Objective 1:* Restrict major subdivisions and non-farm development on land designated "Agricultural Area to be Preserved".
- Objective 2:* Retain property assessments of farmland consistent with their intended use.
- Objective 3:* Encourage participation in the farmland preservation program.
- Objective 4:* Discourage the rezoning of land zoned A-1 Prime Agricultural or designated Agricultural Area to be Preserved.
- Objective 5:* Direct rural, non-farm uses to those areas least suitable for cultivation.
- Objective 6:* Prevent isolated commercial and industrial uses in agricultural, residential and open space areas.
- Objective 7:* Strengthen the agricultural industry by encouraging new agriculturally related industries such as ethanol plants and large farm operations and by promoting the expansion of existing agricultural industries at suitable locations within the Town.

#### **Goal 2: Strengthen the economic vitality and improve the appearance of the commercial area in the unincorporated Village of Lebanon.**

- Objective 1:* Delineate the boundaries of what will be considered "Downtown Lebanon, so as to concentrate efforts on improvements.
- Objective 2:* Encourage removal of dilapidated, unsafe buildings.
- Objective 3:* Encourage storefront improvements by establishing a Revolving Loan Fund for building façade improvements.
- Objective 4:* Promote landscaping and beautification projects including a tree planting program along CTH R.
- Objective 5:* Encourage clustering of commercial uses in compact areas to maximize consumer safety and convenience, improve traffic safety and enhance economic viability.
- Objective 6:* Avoid strip commercial areas along roads and highways in other parts of the Town.
- Objective 7:* 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.

- Objective 8:* Establish a Town Register of Historic Places. Develop a brochure and common signage to identify locations. Coordinate activities with the Lebanon Historical Society.
- Objective 9:* Organize activities such as festivals centered on the downtown area or Fireman's Park.
- Objective 10:* Encourage multiple uses of existing buildings. Amend the Land Use Code and Zoning Map as needed to allow mixed uses.
- Objective 11:* Research what type of businesses would be successful in the downtown area and actively pursue such businesses. Consideration should be given to a convenience store with gasoline sales and a restaurant.

**Goal 3: Allow for the possibility of industrial and manufacturing uses.**

- Objective 1:* Allow light industrial uses in designated areas when appropriate.
- Objective 2:* Limit the amount of undeveloped land zoned for industrial/manufacturing uses in the Town.
- Objective 3:* Locate industrial areas so they are visually and functionally compatible with surrounding land uses.
- Objective 4:* Encourage industrial uses to locate in the portion of Lebanon that is served by public sanitary sewer service.

**Goal 4: Promote a unified approach involving the Town, County, State and private entities for stabilization and expansion of the current economic base in the area.**

- Objective 1:* Participate in Dodge County and state economic development activities.
- Objective 2:* Encourage the expansion of commercial and industrial uses currently operating in the Town.

**Goal 5: Tax rates stabilized to the extent possible.**

- Objective 1:* Use state and federal grant programs to supplement local tax revenue whenever practical and advantageous.
- Objective 2:* Institute user fees for some municipal services.
- Objective 3:* Continue to collect park fees from new land divisions and consider the use of other impact fees.
- Objective 4:* Insist that new land development pay for its own improvements.

## 6.3 ECONOMIC DEVELOPMENT PROGRAMS

### 6.3.1 Wisconsin Bankers Association TEAM NETWORK

The Wisconsin Bankers Association (WBA) *TEAM NETWORK* is a program designed to assist business loan applicants in Dodge County. The program works with businesses in the early stages of creation or expansion. The WBA developed *TEAM NETWORK* to assist entrepreneurs through the commercial loan process. The *TEAM* program provides a number of services:

- An evaluation, by a qualified specialists, of the loan request and supporting materials.
- Review of the business plan by *TEAM* professionals.
- Referrals for technical assistance if the business proposal needs enhancement.
- Identification of government financing resources.
- Access to information of the funding status, eligibility criteria, and rules of hundreds of specialized commercial financing programs.
- A recommended financing package that typically combines traditional bank financing with government funded programs.
- Optional loan packaging services that include completion of all necessary program paperwork and credit analysis for the selected program.

Dodge County Planning and Development is a WBA *TEAM NETWORK* member and will pay some of the costs associated with using the network services.

### 6.3.2 Dodge County Business Retention Program

The Dodge County Business Retention Program provides businesses more extensive assistance than is provided under the *TEAM NETWORK* program. The Business Retention Program assists businesses in obtaining grant funding for certain “soft costs” of business expansion or development. Items that can be funded through this program include:

- Feasibility studies
- Market research
- Attorney and accountant fees
- Business planning
- Engineering studies
- Developing training programs

Under certain circumstances, Dodge County will pay a portion of the cost of grant application development or part of the cost of implementing the desired program.

### 6.3.3 Dodge County Revolving Loan Fund

The Dodge County 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 provides a financial incentive for businesses and industries to invest in their own growth by providing “leverage”. The funds are meant to serve as an important secondary role to the private financing available.

Revolving Loan funds are available to any business or industry located in Dodge County, including start-ups business or any business or industry moving to Dodge County. The funds can be used for any of the following purposes:

- Acquisition of land, buildings, and equipment
- Building renovation, rehabilitation, or equipment installation
- Payment of assessments for public utilities
- Working capital for inventory and direct labor

6.3.4 Dodge County Land and Building Inventory

The Dodge County Planning and Development Department maintains a listing of land and buildings that are available for business and industry in Dodge County. Locations, physical descriptions, and amenities of available land and buildings are listed in the inventory.

6.3.5 Madison Area Technical College

Madison Area Technical College (MATC) located in the City of Watertown, provides a number of employment training opportunities to residents of the Town of Lebanon.

6.4 ECONOMY

6.4.1 Per Capita Income

6.4.1.1 *Per Capita Income*

The per capita income in the Town of Lebanon is lower than in Dodge County as a whole. In 2000, the per capita income in the Town of Lebanon was \$19,063 compared with \$19,574 for the County.

6.4.1.2 *Household Income*

The Town of Lebanon's median household income was higher than the rest of the County, according to the 2000 Census. The median household income in the Town of Lebanon was \$50,250 compared with \$45,190 for the County. Table 30 compares the household incomes of Lebanon and Dodge County.

**TABLE 34**  
**Household Income**  
**Town of Lebanon and Dodge County, 1999**

Income (dollars)	Town of Lebanon		Dodge County	
	Number	Percent	Number	Percent

Less than 10,000	26	4.2	1,659	5.3
10,000 - 14,999	20	3.2	1,627	5.2
15,000 - 24,999	65	10.6	3,579	11.4
25,000 - 34,999	104	16.9	4,434	14.1
35,000 - 49,999	140	22.7	6,420	20.4
50,000 - 74,999	162	26.3	8,326	26.4
75,000 - 99,999	53	8.6	3,305	10.5
100,000 - 149,999	33	5.4	1,605	5.1
150,000 - 199,000	5	0.8	338	1.1
200,000 or more	8	1.3	220	0.7
<b>Change:</b>	616	100.0	31,513	100.0

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

The Town of Lebanon had a lower percentage of households in the lower income brackets than the County. The Town also had a higher percentage of households in the income range of \$25,000 to \$49,999 than the County. Lebanon seems to have a larger middle class and a smaller lower income class than the County as a whole. Rising income levels can increase housing values, encourage business expansion and new businesses, and encourage the more affluent to move to the Town of Lebanon.

#### 6.4.2 Poverty Status

The percentage of families below the poverty level income for the Town in 1999 was 3.3 percent. This compares to 3.7 percent in the County. However, the percentage of individuals below the poverty level in Lebanon, 5.6 percent, was higher than the County percentage of 5.3 percent. Both indicators point to about average rates of poverty when compared to the County.

#### 6.4.3 Labor Force

In the Town of Lebanon in 2000, 72.2 percent of the population age 16 and over was in the labor force. This was higher than the 66.5 percent for Dodge County as a whole, but the County figures would include inmates at state prisons. Among persons age 16 and older, 67.5 percent of women and 77.0 percent of men are in the labor force, both of which are higher than the Dodge County averages of 64.1 percent and 68.7 respectively. Table 31 provides labor force comparisons for 2000.

**TABLE 35**  
**Town of Lebanon and Dodge County**  
**Labor Force Comparisons, 2000**

<b>Characteristics</b>	<b>Town of Lebanon</b>		<b>Dodge County</b>	
	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>
Total Population	1,664	---	85,897	---
Persons Age 16 or Over	1,285	---	67,223	---

Males	635	49.4	35,378	52.6
Females	650	50.6	31,845	47.4
In Labor Force	928	72.2	44,704	66.5
Males	489	77.0	24,307	68.7
Females	439	67.5	20,397	64.1
Civilian Labor Force	928	72.2	44,684	66.5
Employed	907	70.6	43,197	64.3
Unemployed	21	1.6	1,487	2.2

Source: U.S. Census Bureau - 2000

#### 6.4.4 Employment by Industry Group

Of the 12 industry groups that employed persons in the Town of Lebanon, seven showed increases in employment between 1990 and 2000 and four showed declines. One industry group had no change. The declining industries were Manufacturing; Agriculture; Retail Trade and Wholesale Trade. Education and Health Care was the leading source of new employment in 2000, while Manufacturing continued to employ the largest number of people, despite declining by 9.7 percent. The second largest source of employment in 1990 was Agriculture, but slipped to the third largest source behind Education and Health Care in 2000. Retail Trade had the largest loss of employment between 1990 and 2000 in both percentage and in numbers, but that may be due to reclassifying Accommodation and Food Services under Entertainment. Public Administration employment gained 23. Table 32 shows the Town of Lebanon employment by industry group.

**TABLE 36**  
**Town of Lebanon, Employment by Industry Group, 1990-2000**

Industry Group	Number Employed		Change	
	1990	2000	Number	Percent
Agriculture and Mining	144	107	(37)	(25.7)
Construction	63	71	8	12.7
Manufacturing	269	243	(26)	(9.7)
Transport., Information, Utilities	44	44	---	---
Wholesale Trade	17	16	(1)	(5.9)
Retail Trade	131	79	(52)	(39.7)
Finance, Insurance, Real Estate	24	32	8	33.3
Professional Services	43	52	9	20.9
Entertainment, Recreation	6	39	33	550.0
Education and Health	98	163	65	66.3
Other Services	27	38	11	40.7
Public Administration	0	23	23	---
<b>Totals</b>	<b>866</b>	<b>907</b>	<b>41</b>	<b>4.7</b>

Source: U.S. Census Bureau - 2000

#### 6.4.5 Employment by Occupation

Within each industry group, Town of Lebanon workers practice a variety of occupations. Table 33 presents employment by occupation in 1990 and 2000 for the Town of Lebanon. Two occupation categories showed a decline from 1990 to 2000, those occupations included Farming and Construction and Maintenance. The largest employment gains during this period were in Management and Professional (102.4%) and Service Occupations (41.4%). There was also a significant increase in the proportion of Production and Transportation (26.7%).

**TABLE 37**  
**Town of Lebanon, Employment by Occupation, 1990-2000**

Occupation	Number Employed		Change	
	1990	2000	Number	Percent
Management and Professional	123	249	126	102.4
Sales and Office occupations	167	193	26	15.6
Service occupations	99	140	41	41.4
Farming, Fishing and Forestry	134	15	(119)	(88.8)
Construction and Maintenance	167	87	(80)	(47.9)
Production and Transportation	176	223	47	26.7
<b>Totals</b>	<b>866</b>	<b>907</b>	<b>41</b>	<b>4.7</b>

Source: U.S. Census Bureau - 2000

Sales and Office occupations was the leading occupation category in the Town in 1990, employing 176 persons. In 2000, Management and Professional occupations became the leading category, employing 249 persons. Large declines in Farming and Construc-



tion and Maintenance may be due in part to the reclassifying of some occupations between the census years. However, declines in Farming employment were expected to be shown in the 2000 Census.

#### 6.4.6 Place of Employment

The Community Opinion Survey conducted as part of this planning process gives some insight as to where residents of the Town of Lebanon earn their income. Almost 16 percent of the respondents to the survey indicated they were employed in the City of Watertown. The City of Oconomowoc and the Town of Lebanon each provide the place of employment for about eight percent of the residents. Just over 20 percent of the respondents indicated that they were retired. A significant number of respondents to the survey indicated the Cities of Milwaukee and Waukesha along with other places to the southeast of Lebanon as their place of employment (18.2%). Farming in Lebanon was indicated as the place of employment for 10.7 percent. A copy of the Community Opinion Survey can be found in the appendix of this plan document.

The Town's proximity to the City of Watertown coupled with the continued decline in agriculture will make it likely that the City will continue to be the major place of employment for residents in the Town. Other surrounding municipalities will also provide employment opportunities for Town residents. Employment opportunities in the Milwaukee Metropolitan area are important to Town residents.

#### 6.4.7 Commuting to Work

The typical Town of Lebanon resident spends more time commuting to work than the typical County resident. The mean travel time to work for a Town of Lebanon resident in 2000 was 26.2 minutes. The mean travel time for a Dodge County resident in 2000 was 20.2 minutes. This difference in commuting time to work is due to the lack of employment opportunities within the Town and the willingness of residents to drive a greater distance to work in order to live in a rural area. Towns in rural areas do not typically offer many job opportunities outside of the agricultural industry. In order for the Town to lower the mean travel time to work, more quality job opportunities will need to be created in Lebanon or in the nearby City of Watertown.

#### 6.4.8 Value of Real Estate

The amount of land in the Town of Lebanon cannot be increased, and its value depends on how it's used. In 1993, real estate in the Town of Lebanon was valued at \$41,995,300 with agricultural land valued at \$20,670,800 or 49.2 percent. Residential land was valued at \$20,114,800 or 47.9.3 percent in 1993. Commercial development represented 2.5 percent of development and industrial, 0.4 percent. Table 34 traces land values in the Town of Lebanon from 1993 to 2002.

**TABLE 38**  
**Town of Lebanon, Equalized Value of Development, 1993-2002**

<b>Year</b>	<b>Agricultural</b>	<b>Residential</b>	<b>Commercial</b>	<b>Industrial</b>	<b>Totals</b>
1993	20,670,800	20,114,800	1,057,100	152,600	41,995,300
1994	21,971,800	21,823,000	1,073,600	147,600	45,016,000
1995	23,751,700	25,264,900	1,085,300	147,400	50,249,300
1996	12,405,900	28,109,100	1,085,300	147,800	41,748,100
1997	12,406,000	33,998,300	1,320,700	149,600	47,874,600
1998	11,726,100	34,528,300	1,420,700	157,300	47,832,400
1999	9,362,500	36,238,100	1,563,000	164,100	47,327,700
2000	7,630,100	43,882,900	1,477,400	174,000	53,164,400
2001	7,690,100	46,282,400	1,477,400	157,100	55,607,000
2002	4,424,000	59,781,000	2,527,400	161,700	66,894,100
<b>Change:</b>					
Number	\$(16,246,800)	\$39,666,200	\$1,470,300	\$9,100	\$24,898,800
Percent	(78.6)	197.2	139.1	6.0	59.3

Source: Wisconsin Department of Revenue

The value of agricultural land in the Town increased annually through 1995. However in 1996 the effects of the State's Use Value Taxation program began to take hold resulting in a drop in the equalized value of agricultural land. As a result, despite the increases in value through 1995, agricultural land values fell by 78.6 percent between 1993 and 2002. During this period, residential values increased by 197.2 percent and commercial values by 139.1 percent. Industrial land values also increased by 6.0 percent. The increases in residential, commercial, and industrial values have been more than sufficient to overcome the major declines in agricultural development values as a result of Use Value Taxation. The Town of Lebanon's 2002 equalized value was over 33 percent higher than the equalized value before the Use Value Taxation took effect in 1995. In fact, the Town's equalized valuation increased by 59.3 percent between 1993 and 2002, an increase of \$24,898,800.

In 2002, residential land values had risen to over 13 times that of agricultural land. Agricultural land was valued at \$4,424,000 or 6.6 percent of the total. In 1995, prior to use value taxation, agricultural land was valued at 47.3 percent of the total. In 2002, residential land and developments were valued at \$59,781,000 or 89.4 percent. In 1995, residential development accounted for 50.3 percent of the total. The Town of Lebanon is heavily dependent on residential development for its tax base.

As a result of the use value taxation policy on agricultural land, the value of swamp and waste land and forest land has increased dramatically since 1993. Swamp and waste land has risen from \$539,900 in 1993 to \$5,811,200 in 2002. Forest land has increased from \$289,500 in 1993 to \$1,570,000 in 2002.

In 1996, a category titled "Other" was added to the real estate classes by the state. These totals are not included in the table or the totals to maintain consistency.

## 6.5 ATTRACTION OF NEW BUSINESS AND INDUSTRY

The attraction of new businesses and industry to the Town of Lebanon is important in terms of both the additional tax revenue and the jobs created. Attracting the right types of business and industry that fit the character of the Town is an important consideration. This section examines the types or categories of businesses and industries that are desired by the Town as well as the strengths and weaknesses of the Town in attracting these businesses.

#### 6.5.1 Types or Categories of Businesses and Industries

An important consideration in economic development for the Town of Lebanon is the attraction of the right types of businesses and industries. Being located near to the City of Watertown, the Town does not have a critical need for any one particular business or industry type. However, the community opinion survey conducted as part of this planning process indicated that the majority of Town residents wanted to attract more commercial and retail type businesses, but that residents were not interested in attracting more manufacturing type industrial uses. The attraction of commercial and retail businesses to the Town would fit within the character of existing commercial areas in the Town. Commercial/retail and service type businesses, such as a convenience store and a restaurant, are the preferred type of businesses for the Town of Lebanon and should be encouraged. Additional manufacturing and industrial types of businesses would be difficult to attract to the Town. However, existing manufacturing and industrial businesses should be encouraged to remain in the Town and expand their operations if so desired.

#### 6.5.2 Strengths and Weaknesses of Attracting Businesses and Industries

The Town of Lebanon's proximity to the City of Watertown is both a strength and weakness in terms of attracting business and industry to the Town. The City of Watertown provides the necessary population concentration needed to attract businesses and industry to the area. The Town has benefited from the businesses that have chosen to locate in the Town due to its proximity to the City. The Union Pacific Railroad crosses the Town in a northwest-southeast direction and can be considered a strength. Another strength is that the Town of Lebanon does have its own sanitary sewer service in the unincorporated village area of the Town. However, the sewer service only covers a relatively small portion of the Town. On the other hand, the Town does not have a public water supply or an industrial park, putting the Town at a disadvantage in attracting businesses and industries. Business and industry needing these services would most likely locate in the City of Watertown. Another weakness could be considered not being located near an interstate highway. Only CTH R that runs north-south through the Town can be considered as providing an efficient highway connection to other areas.

#### 6.5.3 Designated Business and Industrial Sites

The Town of Lebanon currently has two commercial areas that contain a small number of retail and service types of businesses. These areas are located within the unincorporated Village of Lebanon and at the intersection of CTH R and CTH O. These commercial areas are illustrated on the Future Land Use Maps. New businesses should be encouraged to locate within or adjacent to these existing commercial areas. Scattered commercial uses along highways and Town roads should be discouraged, as

these types of developments tend to reduce the efficiency of the roadways requiring costly upgrading of the roads.

The Community Opinion Survey conducted as part of this planning process indicated that residents of the Town did not desire additional manufacturing and industrial type uses. As a result, additional areas for these uses should not be designated. Only existing manufacturing and industrial uses should be designated as such.

#### 6.5.4 Use of Environmentally Contaminated Sites

The Town of Lebanon does not contain a known contaminated site. The Wisconsin DNR Bureau of Remediation lists sites with significant contamination in a report and Redevelopment called the "Wisconsin Remedial Response Site Evaluation Report". This report contains three lists: The Inventory of Sites Which May Cause or Threaten to Cause Environmental Pollution, the High Priority Hazardous Substance Spill List, and the High and Medium Priority Leaking Underground Storage Tank List. No sites contained on these lists are located in the Town of Lebanon.

### 6.6 OTHER ECONOMIC DEVELOPMENT PLANS

#### 6.6.1 County

The Dodge County Overall Economic Development Program Plan was originally developed in 1986 to allow the County and municipalities in the County to qualify for various financial assistance programs from the U.S. Department of Commerce, Economic Development Administration (EDA). The Plan was updated in 1991 and 1997 with annual reports being produced for the years in between.

The basic plan elements upon which the document is organized are specified by the EDA. A chapter is devoted to assessing the current economic situation to provide a starting point for planning. Potentials for constraints on the economy and development efforts are identified. Longer-term goals and intermediate objectives provide direction and a basis for evaluating progress. Strategies for achieving objectives and reaching the goals are presented as activities and programs.

The Dodge County Comprehensive Plan adopted in 1999 contains economic development related information and has taken the place of the Overall Economic Development Program Plan. The Dodge County Comprehensive Plan will be updated regularly and will provide guidance in economic development issues throughout the County,

#### 6.6.2 Region and State

Dodge County is not part of a regional planning commission; therefore no regional economic development plan exists for the County or the Town of Lebanon. Likewise, no state economic development plans exist for the County or the Town.

## 7.0 **INTERGOVERNMENTAL COOPERATION**

The Town of Lebanon's relationship with neighboring municipalities, the county and the state, can impact Town residents in terms of planning, the provision of services, and the siting of public facilities. An examination of these relationships and the identification of potential conflicts can help the Town address these situations in a productive manner.

## 7.1 INTERGOVERNMENTAL COOPERATION POLICY

- ◆ Cooperation between adjacent municipalities, county and state.

## 7.2 INTERGOVERNMENTAL COOPERATION GOALS AND OBJECTIVES

### **Goal 1: Encouragement of coordination and cooperation among nearby Towns, Cities, Villages, and Sanitary Districts**

- Objective 1: Notify adjacent municipalities of proposed developments near a shared boundary.
- Objective 2: Annually review the emergency service mutual aid and/or contractual agreements with neighboring municipalities.
- Objective 3: Meet with School Board Officials as needed to address common issues.
- Objective 4: Regularly meet with representatives from both of the Town's sanitary sewer districts to coordinate development plans.

### **Goal 2: Maintain a working relationship with the State and the County**

- Objective 1: Regularly meet with County officials to address any potential conflicts.
- Objective 2: Communicate with Dodge County Planning and Development Department staff to help ensure land use decisions are consistent with both the Town's and the County's Comprehensive Plan.
- Objective 3: Meet with the State Department of Natural Resources regarding the acquisition of parklands, wetlands and buffer areas adjacent to the Rock River.
- Objective 4: Meet with State of Wisconsin officials as needed to address any issues of mutual concern.

## 7.3 INTERGOVERNMENTAL COOPERATION PROGRAMS

There are currently no programs in the Town of Lebanon related to intergovernmental cooperation.

## 7.4 INTERGOVERNMENTAL COOPERATION

### 7.4.1 Adjacent Governmental Units

The Town of Lebanon shares borders with five other Dodge County Towns as well as the Town of Ixonia in Jefferson County. The five Towns include Emmet, Clyman, Hustisford, Rubicon, and Ashippun. There are no incorporated municipalities that share a border with the Town of Lebanon.

#### *7.4.1.1 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.

#### *7.4.1.2 Siting 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.

#### *7.4.1.3 Sharing Public Services*

Currently the Town of Lebanon shares fire service protection as well as ambulance service with neighboring municipalities through both contractual agreements and mutual aid agreements. Additionally, a fire suppression agreement exists between the Town of Lebanon and the State of Wisconsin Department of Natural Resources to protect state owned property in sections 34 and 35 of the Town. Police service is provided to the Town through agreements with the Town of Emmet and the Dodge County Sheriff's Department. No other formal agreements for shared services exist between the Town and any other governmental unit.

### 7.4.2 School Districts

A majority of the Town of Lebanon is located within the Watertown School District. However, the remainder of the Town is covered by three different school districts. These districts include; Oconomowoc School District, Hustisford School District, and Neosho/Hartford High School District.

#### *7.4.2.1 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.

#### *7.4.2.2 Siting School Facilities*

The siting of new school facilities is mainly conducted by the School Districts. The Town has historically had little input into the location of new school facilities. However, the Town may wish to attempt to become involved in the siting of future schools to ensure that the goals and objectives of this plan can be met.

#### 7.4.2.3 *Sharing School Facilities*

No formal agreement between the School Districts and the Town exists for the shared use of the school facilities. However, school facilities have, on occasion, been used by the Town to hold meetings. The school's outdoor recreational facilities also provide opportunities to residents of the Town.

#### 7.4.3 Region

The Town of Lebanon is located in the south-central region of the State of Wisconsin. 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.

#### 7.4.4 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.

#### 7.4.5 Other Governmental Units

The Town of Lebanon is located in Dodge County and has adopted full County zoning jurisdiction within the Town. In particular, the county has jurisdiction in the Town over land divisions, on-site sanitary systems, and zoning. The relationship between the Town and the County can be characterized as one of general agreement and respect. Since the County has full zoning jurisdiction in the Town, the County attempts to get input from the Town before making decisions affecting the Town. Likewise the Town has attempted maintain open communication with the County.

### 7.5 INTERGOVERNMENTAL AGREEMENTS AND PLANS

#### 7.5.1 Boundary Agreements

State Statutes 66.023 and 66.30 allow municipalities to enter into agreements regarding the location of municipal boundaries. The Town of Lebanon does not participate in a Cooperative Boundary Agreement as it does not share a boundary with an incorporated municipality.

#### 7.5.2 Extra-territorial subdivision regulation

State Statutes allow an incorporated village or city to extend Extra Territorial Plat Review over surrounding unincorporated areas. The extra territorial area extends for one and

one-half miles for villages and cities under 10,000. For cities over 10,000 the area extends to three miles. The City of Watertown, having a population of more than 10,000, has a right to exercise extra territorial plat review jurisdictions and thereby influence the division of land within three miles of its border. This jurisdiction covers Sections 30, 31 and the western half of Section 19 in the Town of Lebanon. The City of Watertown does not exercise its extra territorial plat review in the Town of Lebanon at this time.

### 7.5.3 Extra-Territorial Zoning

State Statutes also allow an incorporated village or city to extend Extra Territorial Zoning over surrounding unincorporated areas. The extra territorial area extends for one and one-half miles for villages and cities under 10,000. For cities over 10,000, such as the City of Watertown, the area extends to three miles, however the entire jurisdiction does not need to be included in the zoning. Extra Territorial Zoning requires a joint effort between the Town and the City to develop a plan for the area to be zoned. The extra-territorial zoning is then established according to the developed plan. The City of Watertown extra-territorial zoning is not currently being administered in the Town of Lebanon at this time. If extra-territorial zoning would be enforced, the city's jurisdiction would cover Sections 30, 31 and the western half of Section 19 in the Town of Lebanon.

## 7.6 CONFLICTS

### 7.6.1 Existing or Potential Conflicts with other Governmental Units

The most significant existing conflict is the Town of Lebanon's concern for the future development trends of the Town of Emmet. The future land use map for the Town of Emmet shows areas designated as residential along County Highways "CW" and "EM", just west of the Town's shared border. Furthermore, the Town of Emmet Land Use Plan has a density standard of 1 housing unit per 10 acres in areas designated for agricultural use, which may lead to undesirable non-farm residential development. The Town of Lebanon is concerned with the possible encroachment of non-farm residential land uses into prime agricultural lands along the shared border with Emmet.

There are two potential conflicts that concern the Town of Lebanon. A potential conflict may arise between the Town of Lebanon and the City of Watertown over extra-territorial regulations and future annexations taken by the City within the Town. Currently the City of Watertown does not enforce any extra-territorial jurisdiction within the Town, but this may change as the City's population increases. Secondly, the lack of communication between the Town and the school districts within the Town may lead to a potential conflict over the future siting of school facilities, and the availability of school bus service for Town residents.

### 7.6.2 Resolutions to Conflicts

A potential solution to the above-mentioned conflict is for the Town of Lebanon to take a pro-active approach with the nearby municipalities by initiating open communications regarding the possible residential encroachment. Moreover, the Town should consider establishing a buffer area, along the western border of the Town, on its future land use



map to help protect existing farmland by discouraging residential development in agricultural areas.

## 8.0 LAND USE

Consideration of the existing land use in the Town of Lebanon is necessary in completing a sound and realistic long-range comprehensive plan. A land use inventory of existing land uses in the Town of Lebanon was conducted by the Dodge County Planning and Development Department in 2001. Land use on each parcel of land was identified, coded, mapped and the amount of acreage in each land use category was then determined. Map 20, Appendix 1 illustrates the existing land uses in the Town of Lebanon as recorded during the land use inventory of 2001.

### 8.1 LAND USE POLICY

- ◆ All land uses promoting public health, safety, morals, order, convenience, prosperity, efficiency, economy and the general welfare.
- ◆ The most suitable land for cultivation preserved for agriculture.
- ◆ Keep new development away from wetlands, floodplains, hydric soils, soils with low or very low potential for dwellings with basements, soils least suitable for on-site waste disposal systems, and slopes greater than 20%.

### 8.2 LAND USE GOALS AND OBJECTIVES

#### **Goal 1: Land uses that create or preserve the varied and unique rural community.**

- Objective 1:* Retain prime farmland and open space by reducing the Town's minimum lot size, for lots not served by public sewer, from three acres down to two acres.
- Objective 2:* Preserve natural environments and environmentally sensitive areas.
- Objective 3:* Encourage use of the Town Comprehensive Plan as a public and private decision-making tool.
- Objective 4:* Encourage residential and commercial development that will not conflict with current surrounding land uses.
- Objective 5:* Promote clustered residential development.
- Objective 6:* Create a provision in the Town Land Division Ordinance that establishes density standards for residential development.
- Objective 7:* Develop and maintain an active running record of land divisions and/or Certified Survey Maps at the Town level.
- Objective 8:* Encourage use of the Future Land Use Map and the policies of each of the land use categories as a public and private decision-making tool.

#### **Goal 2: Limit new development to areas easily served by public services**

- Objective 1:* Discourage scattered development without discouraging desirable development.
- Objective 2:* Encourage redevelopment of lands with existing infrastructure and public services as well as the maintenance and rehabilitation of existing structures.

- Objective 3:* Encourage development where potential pollution hazards are least.
- Objective 4:* Prohibit development in wetlands and where flood hazard exists.
- Objective 5:* Relate residential development to existing employment, community facilities and transportation.

### 8.3 LAND USE PROGRAMS

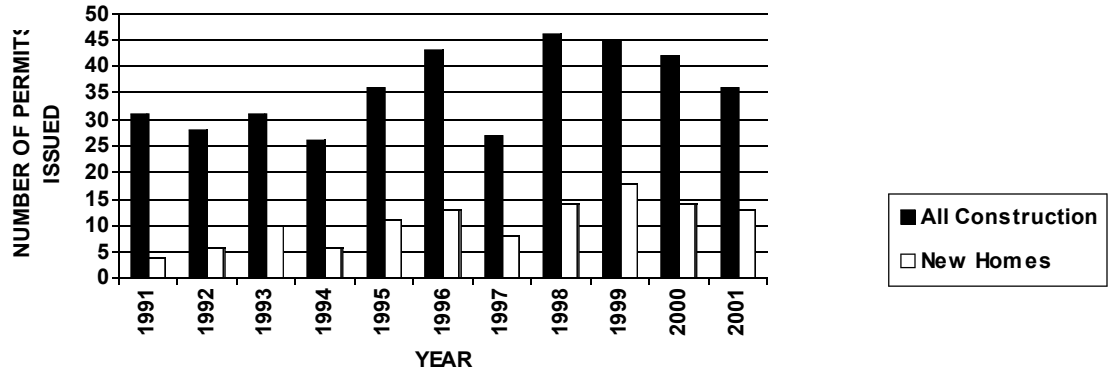
Land development and building activity in the Town of Lebanon is subject to both Town and County regulations. Land use within the Town is regulated by the Town of Lebanon Land Division Ordinance as well as The Dodge County Land Use Code. The land division ordinance is administered by the Town of Lebanon and the Dodge County Land Use Code is administered by the Dodge County Planning and Development Department. All of the County Land Use Code provisions apply within the Town of Lebanon, as the Town has adopted full county zoning. The Town and County land use regulations are described in more detail below.

#### 8.3.1 Dodge County Land Use Code

The Dodge County Land Use Code was adopted by the Dodge County Board in March of 2000. The Code establishes 10 primary use districts, as well as 7 overlay districts. The A-2 General Agricultural, Wetland, and Floodplain Overlay Districts comprise the three largest zoning districts found in the Town. The R-1 Single Family Residential District and the A-1 Prime Agricultural District also comprise large areas of the Town. The Airport Height Limitation Overlay district is not currently used in the Town of Lebanon. All other sections of the Land Use Code apply in the Town of Lebanon and are described below.

Under the Dodge County Land Use Code, land development and building activity require the issuance of a Land Use Permit. The application can be filed with the County Land Use Administrator. Figure 4 shows the Land Use Permit activity in the Town of Lebanon from 1991 to 2001. Over this 11 year period, an average of 35.5 Land Use Permits were issued for all types of construction, of which an average of 10.6 were for new home construction. Over the past five years (1997-2001) permits for all construction averaged 39.2 permits per year, notably higher than the 12 year average in the Town. Furthermore, over the same five year period, permits for new homes in the Town of Lebanon averaged 13.4 per year, approximately 1.3 times the 11 year average.

**FIGURE 4**  
**Land Use Permits for All Construction and New Homes**  
**Town of Lebanon 1991-2001**



Source: Dodge County Planning and Development Department

**8.3.1.1 Floodplain Overlay District**

The Floodplain Overlay District was originally adopted as the Floodplain Ordinance by the Dodge County Board in 1981 in response to a mandate by the state. The Floodplain Overlay District is in effect within the 100 year floodplain as identified on the Flood Insurance Rate Map developed by the Federal Emergency Management Agency. The Floodplain Overlay District sets up guidelines, restrictions and criteria for development within the 100 year floodplain.

**8.3.1.2 County Shoreland-Wetland Overlay District**

The County Shoreland-Wetland Overlay District was originally adopted as the Shoreland-Wetland Ordinance by the Dodge County Board in 1984, also in response to a mandate by the state. The Shoreland-Wetland Overlay District is in effect within 1,000 feet of a navigable lake, pond or flowage; within 300 feet of a navigable river or stream; or within floodplain areas. Wetlands documented in the Wisconsin Wetland Inventory of 1982 and located within a shoreland area are protected, with few exceptions, from draining, filling and grading under the Shoreland-Wetland Overlay District. The State of Wisconsin is currently in the process of updating their wetland inventory, which may effect the boundaries of the Shoreland-Wetland District.

**8.3.1.3 Subdivision Design and Improvement Regulations**

The Subdivision Design and Improvement Regulations were originally adopted as the Subdivision Control Ordinance by the Dodge County Board in 1968 and were revised in 1973. These regulations control the divisions of land within unincorporated areas for the purpose of; facilitating provision of public services,

facilitating orderly divisions and developments, and to restrict building sites in environmentally sensitive areas or on lands poorly suited for development.

Under these regulations, the County requires the recording of approved certified survey maps for minor subdivisions which create less than five parcels. Minor subdivision approval begins with the filing of a letter of intent. The County Planning and Development Committee decides whether to grant or deny the proposal. Upon approval by the Committee, a certified survey map is submitted for final approval and recorded. Table 38 shows the land divisions for the past five years in the Town of Lebanon. Since 1996, there have been a total of 25 letters of intent, an average of 5.0 per year. A total of 21 certified survey maps have been approved since 1996, an average of 4.2 approvals per year.

Major subdivisions resulting in five or more lots are also regulated under the Land Use Code. Chapter 236 of the Wisconsin Statutes, requires platting when there are five or more lots of 1.5 acres or less. The County Subdivision Design and Improvement Regulations within the Land Use Code go beyond the requirements of Chapter 236 in requiring platting when five or more lots are created regardless of their size. However, the County Planning and Development Committee can waive the additional platting requirement.

**TABLE 38**  
**Letters of Intent and Certified Survey Maps**  
**Town of Lebanon, 1996-2000**

<b>Year</b>	<b>Letters of Intent</b>	<b>Certified Survey Maps</b>
1996	5	5
1997	2	3
1998	6	2
1999	8	5
2000	4	6
<b>Total</b>	<b>25</b>	<b>21</b>

Source: Dodge County Planning and Development Department

#### *8.3.1.4 Sanitary Facilities Overlay District*

The Sanitary Facilities Overlay District assists in guiding development to lands with appropriate soil conditions. The Sanitary Facilities Overlay District was originally adopted as the County Sanitary Ordinance in 1968 and is a state mandate in effect on all lands within Dodge County. This Overlay District regulates the location, construction, installation, alteration, design and use of all private sewage disposal systems. Table 39 summarizes the number of permits issued for new and replacement private sanitary systems within the Town of Lebanon over the past eleven years. Mound systems have accounted for about 73.6 percent of the new and replacement systems since 1995, while conventional systems have accounted for about 12.6 percent.

**TABLE 39**  
**Number of Permits Issued for On-Site Sanitary Systems by Year**

### Town of Lebanon, 1990-2001

<b>YEAR</b>	<b>Conventional</b>	<b>At-Grade</b>	<b>Mound</b>	<b>Holding Tank</b>	<b>Other</b>	<b>Total</b>
<b>2001</b>	0	0	7	0	1	<b>8</b>
<b>2000</b>	0	1	8	0	2	<b>11</b>
<b>1999</b>	1	2	4	0	0	<b>7</b>
<b>1998</b>	2	0	5	0	2	<b>9</b>
<b>1997</b>	0	0	8	0	0	<b>8</b>
<b>1996</b>	2	0	2	1	0	<b>5</b>
<b>1995</b>	1	0	12	0	1	<b>14</b>
<b>1994</b>	0	0	6	0	0	<b>6</b>
<b>1993</b>	2	0	5	1	0	<b>8</b>
<b>1992</b>	0	0	3	0	0	<b>3</b>
<b>1991</b>	3	0	4	1	0	<b>8</b>
<b>1990</b>	1	0	9	0	1	<b>11</b>

Source: Dodge County Planning and Development

#### 8.3.2 Town of Lebanon Land Division Ordinance

The Town of Lebanon Land Division Ordinance was adopted by the Town Board on March 3, 1994. The ordinance regulates the division of land to promote the public health, safety, morals, prosperity, aesthetics and general welfare within the Town. Furthermore, the Town Land Division Ordinance helps to facilitate the provision of public services, and to restrict building sites in environmentally sensitive areas or on lands poorly suited for development.

The minor subdivision process, for the creation of less than five parcels, begins with the filing of a Letter of Intent and a sketch map of the proposal. The Town Planning Committee reviews the proposal for conformance with the Town's ordinances, and then gives its recommendation to the Town Board. The Town Board decides whether to approve or deny the proposal. As a condition of approval the Town may require the recording of an approved certified survey map with the Dodge County Register of Deeds.

Major subdivisions resulting in five or more new parcels are also regulated under the Town's Land Division Ordinance. A preliminary plat of the proposed lots as well as a final plat must be reviewed and approved by both the Town Planning Committee and the Town Board. The final Plat is then recorded with the Dodge County Register of Deeds.

## 8.4 EXISTING LAND USE

### 8.4.1 Residential

The 449.8 acres of residential land account for approximately 1.9 percent of the Town of Lebanon's 23,040 acres. Residential use in the Town of Lebanon is the most common land use in the Town other than agriculture, having 631 housing units in 2000. As a result, the density of residential development in the Town is fairly low. The density of residential development in the Town of Lebanon equals one unit for every 36.5 acres of the Town. In comparison, the 2000 residential density of all Towns in Dodge County, excluding Cities

and Villages, was one unit per 47.5 acres. Residential land uses in the Town are divided into three categories, single family residential, farmsteads, and trailer parks. For single family residences on parcels of up to 10 acres, such as a rural non-farm residence, the entire area of the parcel was included in the residential use category. For single family residences on parcels in excess of 10 acres in area, one acre of land was assigned to the residential use category for area determination purposes. Likewise for farmsteads an area of one acre was assigned to determine the amount of land devoted to residential purposes. For trailer parks, the entire acreage of the parks was included in the residential use category. There are very few multi-family residences in the Town, and they are all within the Village. Residential development was identified in every section of the Town, however, most residential development is concentrated in three areas; the unincorporated Village of Lebanon, the Sugar Island area along CTH O, and the residential subdivisions along CTH CW. This plan encourages both clustered residential development in the rural areas and future residential development within a “smart growth area” around the unincorporated Village of Lebanon. Future development within the “smart growth area” could easily be served by public utilities such as natural gas and public sanitary sewer.

#### 8.4.2 Commercial

Commercial uses make up 33.3 acres or 0.1 percent of the land area in the Town. Commercial uses in the Town are limited with approximately six establishments and, as a result, the density of commercial uses is low. The density of commercial establishments equals one establishment for every 3,840 acres in the Town. These uses generally include commercial services, retail trade, and wholesale trade uses. In the Town of Lebanon, these uses include a gas station, taverns, and a supper club. Most commercial development in the Town is located along County Highway “R”.

#### 8.4.3 Industrial

Industrial uses make up 0.04 percent or 9.5 acres of the land area in the Town. Industrial development is rather limited in the Town with only three establishments and, therefore, has a low density level. Industrial density within the Town of Lebanon equals one establishment for every 7,680 acres. In the Town of Lebanon, industrial uses include an agricultural cooperative, a metal fabrication facility, and a small welding shop.

#### 8.4.4 Public, Quasi-Public

Public and Quasi-Public land uses occupy 33.6 acres, for 0.1 percent of the land area in the Town. These uses in the Town of Lebanon are also limited in number with only eight such institutions. With such a low number of institutions the density of public and quasi-public development in the Town is quite low. The density of public and quasi-public institutions equals one acre for every 2,880 acres in the Town. Generally, these uses include government facilities and other institutions. In the Town of Lebanon, the majority of land in this category is occupied by cemeteries. The remainder of uses in this category includes churches, schools, utility facilities, as well as other uses such as the Town Hall and garage.

#### 8.4.5 Transportation Uses

Transportation uses in the Town of Lebanon serve all areas of the Town. The density of transportation uses indicates how many acres of the Town are served by each of the

Town's 72.25 miles of road right-of-way. In the Town of Lebanon, 318 acres of land are served by each mile of road right-of way in the Town. Additionally, each of the 6.94 miles of railroad right-of-way serves approximately 3,320 acres of the Town.

#### 8.4.6 Parks and Recreation Areas

Parks and recreation areas encompass 82.4 acres or 0.4 percent of the total land area in the Town. Parks and recreation areas in the Town of Lebanon are also fairly limited in number with only nine such areas. A low number of areas means the density of parks and recreation areas in the Town is quite low. The density of parks and recreation areas equals one acre for every 279.6 acres in the Town. Land uses in this category generally include parks, trails, preserves and recreational establishments. The most prominent example of this land use within the Town is the 17 acre Firemen's Park. Other examples include Trechel Park, play areas at local elementary schools, and three DNR owned parcels. Service areas for Firemen's Park, Trechel Park, and the local elementary schools' play areas are illustrated on Map 19, Appendix I. The DNR properties and the semi-public recreation lands do not have a specific service area. The community opinion survey indicated that there is significant amount of support from Town residents to expand the Town Park and Recreation System.

#### 8.4.7 Agriculture or Open Space

Agricultural or Open Space land encompasses all lands that are not designated under another use. This land use category occupies the majority of the land area of the Town encompassing approximately 22,431 acres or 97.3 percent of the total land area in the Town. A large amount of land devoted to agriculture and open space means a high density of this land use. The density of agriculture and open space uses amounts to one acre out of every 1.01 acres devoted to agriculture and open space. Much of these areas are productive farmlands, pastures, and woodlands providing the Town of Lebanon with its rural character and agricultural heritage. These are also the lands that are the most susceptible to development pressures. A significant amount of these lands contain physical features such as floodplains, wetlands, and waterways which place limits on the amount of development that is possible.

### 8.5 TRENDS

#### 8.5.1 Supply of Land

The supply of land in the Town of Lebanon, generally speaking, is fixed. Unincorporated municipalities such as Towns do not have the power to annex land. Furthermore, the Town of Lebanon does not contain or abut an incorporated municipality that has the power to annex land from the Town. It should be noted, the Town does have a large amount of undeveloped land that is currently being used for agricultural purposes.

#### 8.5.2 Demand for Land

Demand for land in the Town of Lebanon can be classified as moderate. The Town's location near the Cities of Watertown and Oconomowoc, and a quiet rural setting make the Town a desirable place to locate a residence. As a result, demand for land in the Town of Lebanon will continue to be significant for residential use. Demand for commercial land may also increase in an effort to provide services to new residential



development. Demand for industrial land in the Town is likely to be low due to the Town's close proximity to the industrial park opportunities in nearby cities. 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.

#### 8.5.3 Price of Land

There is a heavy 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 \$30,000 and \$50,000 in the Lebanon 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 \$2,000 an acre.

#### 8.5.4 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.

#### 8.5.5 Existing and Potential Land Use Conflicts

The most significant example of an existing land use conflict in the Town of Lebanon is the conflict between residential and agricultural land uses in the Town. As the Town adds more residences and becomes more developed conflicts with surrounding agricultural uses develop. New residents complain of farm odors, slow machinery on roads, and late hours of operation in the fields. These conflicts often lead to the end of farming in that area. Potential conflicts also exist in the Town between residential development and commercial and industrial land uses. Noise, traffic, odors, and other byproducts of commercial and industrial uses can lead to conflicts with residential uses. Careful consideration of the placement of commercial and industrial uses in the Town can help reduce potential conflicts.

### 8.6 LAND USE PROJECTIONS

The purpose of this section of the plan is to provide a description of how land uses under each land use category are intended to take shape in the future. This section encompasses the mission, goals, and objectives described in the plan, as well as input from the citizens of the Town. Furthermore, this section outlines the intended outcome of this Comprehensive Plan. Maps 21 - 24 show the future land use of the Town in five year increments based upon the proposals and recommendations presented in this plan. It should be noted that natural limitations such as woodlots, wetlands, floodplain, and surface water can effect how a particular land use may develop. The boundaries of these natural limitations are illustrated on Maps 13, 16, 17, and 18 in Appendix I.

### 8.6.1 Five Year Projection

Future land uses in the Town of Lebanon for the years 2003 – 2008 are illustrated on Map 21 located in Appendix II.

#### *8.6.1.1 Residential*

The composition and density of residential land uses in the Town of Lebanon is an area of land use that was clearly defined by the residents of the Town in the Community Opinion Survey. Town residents widely agreed that single-family homes are the desired form of residential land use in the Town. Multifamily and other higher density residential developments are firmly opposed by Town residents with the possible exception of duplexes.

During the first five year planning period the main focus of the plan is for the majority of residential development to take place on vacant residential lots within the unincorporated Village of Lebanon. The total land area that will be needed for future residential development is dependent on the how much the Town's population grows and the number of persons who live in each housing unit. Using the figures from Table 17 in the Issues and Opportunities element of this plan 49 housing units will be needed over the next 20 years. This figure divided into four, five year planning periods amounts to an estimated 12 housing units being needed in a given five year period. The existing vacant residential parcels within the Town appear adequate to accommodate the expected growth in housing units over the five years between 2003 and 2008.

Clustered residential development could provide an alternative development option for some of the estimated residential development over the next five years. Clustered residential development was identified by Town residents as the preferred type of residential development in the Community Opinion Survey. Cluster type subdivision developments allow a land owner to create a specific number of lots and group, or cluster, them in one area in exchange for the remaining land being left as permanent open space or agricultural lands. Appendix III lays out the purpose, requirements and standards for clustered residential development.

Using cluster type subdivision developments will have a number of benefits for the Town. First, cluster type subdivision developments will help to preserve the open space and rural character desired by Town residents. The amount of land consumed by a clustered development will be significantly less than the same number of homes in a traditional residential development. Second, the use of cluster type subdivision developments will preserve the best agricultural areas for agricultural purposes.

#### *8.6.1.2 Agricultural and Open Space*

Preservation of the Town of Lebanon's agricultural areas and open spaces was identified by the residents of the Town to be a high priority issue. Several strategies for achieving this goal have been identified and outlined in this comprehensive plan. These strategies include the use of cluster type residential

developments, and the encouragement of Town resident participation in conservation programs. Additionally, to help preserve the areas of possible park expansion from unwanted development, this plan establishes “Park Protection Areas” around existing recreational lands. Success in achieving the goal of preserving agricultural areas and open spaces rests solely on the ability and willingness of the Town to pursue the proposed avenues that will result in the long term preservation of this type of land use.

An additional open space issue that was a high priority for the Town was the expansion of the Town’s park and recreational facilities. Many Town residents feel that additional facilities are needed in the Town. In addition to the recreational value a park and recreational area would provide, such a facility would serve to provide open space and help to preserve rural character in the Town. By actively pursuing the acquisition and development of a park and recreation area in the Town, two goals would be achieved.

The future land use map for the five years between 2003 and 2008 shows most of the agricultural and open space areas of the Town remaining in their current state. Additionally, the future land use map delineates the “Park Protection Areas” around Firemen’s Park and Harnischfeger Employees Park. Most of the development in the Town during this time period is intended to be infill of vacant residential parcels or development adjacent to existing developed areas. Clustered residential development is also a possibility. This type of development would provide permanent agricultural land and open space in the Town

#### *8.6.1.3 Commercial*

A small majority of Town residents support some additional commercial development in the Town. During the five years between 2003 and 2008, the intent of this plan is for limited commercial development to be located within existing vacant commercial properties. The continued use of existing commercial properties in the Town is also a priority. Unplanned scattered commercial developments along Town roads and highways is discouraged by this plan.

#### *8.6.1.4 Industrial*

Additional industrial development in the Town was opposed by a small majority of Town residents in the community opinion survey. It is the intent of this plan that between 2003 and 2008 existing industrial development be encouraged to continue operation and to expand operations on existing sites. New industrial development in the Town should be discouraged.

### 8.6.2 Ten Year Projection

Future land uses in the Town of Lebanon for the years 2008 – 2013 are illustrated on Map 22 located in Appendix II.

#### *8.6.2.1 Residential*

During the 2008 - 2013 planning period, the intent of the plan is to continue to focus residential development in and around the unincorporated Village of Lebanon. It is the intent of this plan that most new housing in the Town be developed in this area. Like the previous planning period, an estimated 12 new housing units will be needed for the five year period. Assuming these homes will be located on one to three acre lots, a range of approximately 12 to 36 acres of land will be needed to accommodate the new residences. Additional land may be needed for roads, utilities, and other similar facilities. An alternative development option would be clustered residential development in appropriate areas of the Town. Clustered residential development can reduce the amount of land needed for this expected development by 50 percent or more. Clustered residential development should be encouraged.

#### *8.6.2.2 Agricultural and Open Space*

The future land use map, for the five years between 2008 and 2013, shows agricultural and open space areas adjacent to existing residential areas being developed for residential use. The remaining agricultural and open spaces in the Town are intended to remain in their current state with the exception of clustered residential development. Clustered residential development would be allowed where agricultural or open space land is permanently preserved as part of the development.

The expansion of Firemen's park, located on the north end of the village, is also proposed during this planning period. The Park Protection Area established around Harnischfeger Employees Park would remain as is. The Town may want to consider establishing new Park Protection Areas around the newly expanded Firemen's Park and Trechel Park, in order to preserve additional land for future expansion.

#### *8.6.2.3 Commercial*

Commercial development during the 2008 – 2013 planning period is intended to remain very similar to the previous period. Commercial development is intended to take place within or directly adjacent to existing commercial areas.

#### *8.6.2.4 Industrial*

During the five year period between 2008 and 2013 it is the intent of this plan that existing industrial development be encouraged to continue operation and to expand operations on existing sites, but that new industrial development continue to be discouraged.

### 8.6.3 Fifteen Year Projection

Future land uses in the Town of Lebanon for the years 2013 – 2018 are illustrated on Map 23 located in Appendix II.

#### *8.6.3.1 Residential*

During the 2013 - 2018 planning period, the intent of the plan is for continued expansion of residential areas onto adjacent land. Like the previous planning period, the estimated number of new housing units needed is approximately 12 for the five year period. Again these homes will require approximately 12 to 36 acres of land under conventional development standards. A continued effort should be made to encourage clustered residential development in appropriate areas of the Town. The continued utilization of clustered residential development can reduce the amount of land needed for the expected development and provide permanent agricultural land and open space in the Town.

#### *8.6.3.2 Agricultural and Open Space*

The future land use map, for the five years between 2013 and 2018, shows additional development of agricultural and open space areas adjacent to existing residential areas. Agricultural and open spaces in the remainder of the Town are intended to remain undeveloped for use in farming or as open areas. However, clustered residential development in appropriate areas should continue to be permitted in the Town.

#### *8.6.3.3 Commercial*

Commercial development during the 2013 – 2018 planning period is intended again to remain very similar to the previous period. Commercial development is intended to take place within or directly adjacent to existing commercial areas.

#### *8.6.3.4 Industrial*

During the five year period between 2013 and 2018 it is the intent of this plan that existing industrial development be encouraged to continue operation and to expand operations on existing sites, but that new industrial development continue to be discouraged.

#### 8.6.4 Twenty Year Projection

Future land uses in the Town of Lebanon for the years 2018 – 2023 are illustrated on Map 24 located in Appendix II.

##### *8.6.4.1 Residential*

During the 2018 - 2023 planning period, the intent of the plan is for continued expansion of residential areas in and around the unincorporated Village of Lebanon. Like the three previous planning period, the estimated number of additional housing units is approximately 12 for the five year period. These homes will again require an additional 12 to 36 acres of land. A continued effort should be made to encourage clustered residential development in appropriate areas of the Town. The continued utilization of clustered residential development should be encouraged to help minimize the impacts of these developments and preserve agricultural lands, open space, and the rural character of the Town.

##### *8.6.4.2 Agricultural and Open Space*

The future land use map, for the five years between 2018 and 2023, shows a continued expansion of existing residential areas into adjacent agricultural and open space areas. The remaining agricultural and open spaces in the Town are intended to remain undeveloped, but clustered residential development in appropriate areas should continue to be permitted.

An effort should be made to acquire Harnischfeger Employees Park for use as a Town or County Park, if the site is available.

##### *8.6.4.3 Commercial*

Commercial development during the 2018 – 2023 planning period is intended again to remain very similar to the previous period. Commercial development is intended to take place within or directly adjacent to existing commercial areas..

##### *8.6.4.4 Industrial*

During the five year period between 2018 and 2023 it is the intent of this plan that existing industrial development be encouraged to continue operation and to expand operations on existing sites, but that new industrial development continue to be discouraged.

## 8.7 GUIDELINES FOR LAND USE CATEGORIES

As a part of the Town of Lebanon's Comprehensive Plan, the following guidelines have been established for each of the land use categories illustrated on the 2023 Future Land Use Map. These guidelines should be used to direct land use activities as well as development within the Town of Lebanon. The overall land use category guidelines along with specific examples of consistent land uses and developments are defined below:

### *8.7.1 Residential*

1. Direct new residential development to areas identified as residential on the future land use map.
2. Encourage clustered residential developments in areas identified for residential use on the future land use map.
3. Discourage incompatible land uses (i.e. commercial or industrial) in areas identified for residential use on the future land use map.
4. Encourage lot sizes between 15,000 and 20,000 square feet for lots served by public sanitary sewer in areas identified for residential use on the future land use map.
5. Encourage lot sizes between 1 and 2 acres for lots not served by public sanitary sewer in areas identified for residential use on the future land use map.

Specific examples of the types of development that would be consistent within the areas identified as Residential on the Future Land Use Map include; single-family residences, duplexes, multi-family developments, accessory structures, and parks.

### *8.7.2 General Agricultural*

1. Allow non-farm related residential development, when not in conflict with agricultural land use, as a conditional use within areas identified for general agricultural on the future land use map.
2. Allow properly located clustered residential development in general agricultural areas where not in conflict with agricultural land uses.
3. Encourage the establishment of buffer strips/screening between residential and agricultural land uses.

Developments and land uses that would be consistent within areas designated as General Agricultural on the Future Land Use Map include; general farming, accessory structures, roadside stands under 250 square feet in size, green houses, nurseries, communication towers, and wildlife ponds. Appropriately located non-farm residences may be allowed as a conditional use.

### *8.7.3 Agricultural Area to be Preserved*

1. Do not allow non-farm related development in areas identified as Agricultural Areas to be Preserved on the Future Land Use Map.
2. Allow properly located clustered residential development in Agricultural Areas to be Preserved where not in conflict with agricultural land uses.
3. Encourage the establishment of buffer strips/screening between residential and agricultural land uses.

Specific examples of land uses and developments that would be consistent within the areas designated as Agricultural Area to be Preserved include; general farming, accessory structures, greenhouses, nurseries, roadside stands under 250 square feet in size, aquatic species raising, and wildlife ponds.

#### *8.7.4 Environmental Corridor*

1. Prevent development, except for possible waterway improvements or wetland restoration projects, in areas identified as an Environmental Corridor.
2. Require the establishment of a buffer strip around a proposed development, if the development is located adjacent to an area identified as an environmental corridor.

Specific examples of land uses and developments that would be consistent within the areas designated as an Environmental Corridor include; general farming (no structures), nature and hunting preserves, parks, trails, and wildlife ponds.

#### *8.7.5 Commercial*

1. Discourage incompatible land uses (i.e. residential or industrial) in areas identified for Commercial land use.
2. Encourage the maintenance and/or expansion of existing commercial sites.
3. Site design and buffering should be addressed so as mitigate or offset negative impacts on the adjacent land uses.

Developments and land uses that would be consistent with areas designated as Commercial on the Future Land Use Map include; general retail and service establishments (excluding car repair), parking and loading areas, banks, restaurants, medical and dental clinics, and offices.

#### *8.7.6 Industrial*

1. Discourage incompatible land uses (i.e. residential or commercial) in areas identified for Industrial land use.
2. Encourage the maintenance and/or expansion of existing industrial sites.
3. Site design and buffering should be addressed so as mitigate or offset negative impacts on the adjacent land uses.

Specific examples of land uses and developments that would be consistent within the areas designated as Industrial include; animal feed preparation, contractor's yard, self-service storage, recyclables collection, service and repair businesses, gas stations, wholesale sales, printing and publishing shops, and equipment repair.

#### *8.7.7 Public and Quasi-Public*

1. Encourage the maintenance and/or expansion of existing sites identified on the future land use map to meet the needs of the Town's residents.

Specific examples of land uses and developments that would be consistent within the areas designated as Public and Quasi-Public include; fire stations, government establishments, libraries, schools, parks, and public works facilities.



#### *8.7.8 Park and Recreational*

1. Buffering should be addressed so as help preserve the parks natural character and to mitigate or offset negative impacts from adjacent land uses.
2. Prevent development, except for possible improvements or park expansion projects within areas identified as Park and Recreational on the Future Land Use Map.

Specific examples of land uses and developments that would be consistent within the areas designated as Park and Recreational include; general farming, nature and hunting preserves, parks, trails, and open space.

#### *8.7.9 Park Protection Areas*

1. Within park protection areas on the future land use map, new homes are only to be allowed on existing lots of record.
2. Enforce a density standard of 1 housing unit per 35 acres for new residential development on lands identified as a park protection area on the future land use map.

Specific examples of land uses and developments that would be consistent within the regions designated as a Park Protection Area on the Future Land Use Map include; general farming, nature and hunting preserves, parks, trails, and open space. Appropriately located single-family residences on existing lots may be allowed if the proposal is consistent with the density standard and would not interfere with any future park expansions.

## 9.0 IMPLEMENTATION

The implementation section of this plan outlines the tools that are at the disposal of the Town in its efforts to achieve the goals and objectives stated in this plan. In addition, this section provides a basic description of what each of these tools can achieve for the Town. The manner in which the Town chooses to use each of these implementation tools will determine its effectiveness. Programs and specific actions are listed in this section in their intended order of completion.

### 9.1 IMPLEMENTATION POLICY

- ◆ A system of efficient and well thought out Town Land Use Regulations that serve all Town residents in fair and equal manner.

### 9.2 IMPLEMENTATION GOALS AND OBJECTIVES

#### **Goal 1: Cooperation with adjacent and nearby municipalities.**

- Objective 1:* Work with the County during the review process of proposed developments to ensure consistency with both the Town's and County's Comprehensive Plan.
- Objective 2:* Maintain open communication with adjacent and nearby municipalities.
- Objective 3:* Request that the County amend the Town of Lebanon zoning map as necessary to conform with the Town's future land use map.

#### **Goal 2: A quick and efficient review process for rezoning, land division and Conditional Use Permits (CUPs).**

- Objective 1:* Review Town procedures and make improvements if necessary.
- Objective 2:* Amend the Town Land Division Ordinance as needed to ensure consistency with the Town's Comprehensive Plan.
- Objective 3:* Develop and maintain an active running record of land divisions and/or Certified Survey Maps at the Town level.

#### **Goal 3: Develop a five-year capital improvement plan to assist the Town of Lebanon in meeting its development goals.**

#### **Goal 4: Balance individual property rights with community interests and goals.**

### 9.3 IMPLEMENTATION PROGRAMS AND SPECIFIC ACTIONS

#### 9.3.1 Dodge County Land Use Code

Zoning is probably the single most commonly used legal device for implementing the land use plans of a community. A zoning ordinance should be designed to promote the health, safety, morals, prosperity, aesthetics, and general welfare of the community. Each regulation in the zoning ordinance must bear a reasonable relationship to these

ends. The recommendations and policies set forth in this Plan have been prepared in a manner that is consistent with the Dodge County Land Use Code.

Recent changes to the Wisconsin State Statutes also have the potential to impact the County's Land Use Code. State Statute 66.0295 requires any community that engages in land use regulations, including zoning, must have an adopted comprehensive plan as defined by the State of Wisconsin by January 1, 2010. This Comprehensive Plan satisfies the State's requirements. As of January 1, 2010, all land use decisions, including rezonings must be consistent with the comprehensive plan. Any decision inconsistent with the comprehensive plan may not be considered legally defensible under the statutes.

The first implementation action would involve requesting the County to amend the Town of Lebanon Zoning Map to be consistent with the Town's future Land Use Map that is included in this plan.

### 9.3.2 Town of Lebanon Land Division Ordinance

Another method of implementing the land use plan is through regulating the division of land within the Town. The owner of the property is not allowed to divide or sell land that is not in conformance with the subdivision regulations. These regulations serve a wide range of purposes. In the interest of planning, they serve to control minimum lot sizes in the Town as well as the internal design of each new development so that the pattern of streets, lots and public facilities will be compatible.

Currently the Town has its own Subdivision Ordinance. Lebanon is also subject to the County Subdivision Regulations. The regulations contained in the Town Land Division Ordinance must be consistent with the recommendations and policies in the Comprehensive Plan. Therefore the second implementation action for the Town would involve amending the Town Land Division Ordinance as necessary to ensure consistency with this plan.

### 9.3.3 Design Review Ordinances

Article V of the Town's Land Division Ordinance outlines the required design standards. These standards apply to any street, block, or lot designs which are proposed to be built within the Town of Lebanon. The design review guidelines are incorporated into the Town's land division regulations, and are reviewed at the same time as a subdivision proposal. Furthermore, Chapter 7 of the Dodge County Land Use Code lays out the designed standards that are required by the County.

The third implementation action for the Town would involve amending the Town Land Division Ordinance as necessary to ensure consistency with this plan.

### 9.3.4 Erosion/Storm Water Control Ordinances

Subsection 7.9 of the Dodge County Land Use Code addresses soil erosion control and storm water management. Subsection 9.05.120 of the Town's Land Division Ordinance details construction site erosion control standards as well as storm water control standards.

To help implement this plan, the Town should consider developing a storm water management plan for the unincorporated Village of Lebanon to help address current problems and to prevent future storm water problems in newly developed areas.

#### 9.3.5 Site Plan Regulations

All Letters of Intent for Land Divisions require site plan approval by the Town of Lebanon Planning Committee in accordance with the requirements of Subsection 9.03.020 B) of the Town's Land Division Ordinance.

Contained within Section 2.3 of the Dodge County Land Use Code are the site plan requirements for submittal of rezoning requests, Land Use Permits, Conditional Use Permits, Planned Unit Developments, as well as land divisions.

An implementation action for the Town would involve amending the site plan regulation section of the Town Land Division Ordinance as necessary to ensure consistency with both the County's Land Use Code and this plan.

#### 9.3.6 Building Codes

The State of Wisconsin has a uniform dwelling code which must be followed for the construction and inspection of all one and two-family dwellings. Local communities have certain responsibilities for enforcement of this code. The Dodge County Land Use Code does not reference these building codes, however it does require the submittal of a stamped copy of the State approved building plans for commercial development. However, The Town of Lebanon regulates the building codes through the issuance of Occupancy Permits.

#### 9.3.7 Housing Codes

Neither the Dodge County Land Use Code nor Lebanon's Land Division Ordinance address minimum standards for basic equipment, lighting, ventilation, heating, electrical service, or maintenance guidelines. These standards are enforced through the State of Wisconsin's Uniform Dwelling Code and should be consistent with this plan. An inspector for the Town of Lebanon ensures compliance with the Uniform Dwelling Code.

#### 9.3.8 Sanitary Codes

Dodge County's Sanitary Facilities Overlay District assists in guiding development to lands with appropriate soil conditions. The Sanitary Facilities Overlay District was originally adopted as the County Sanitary Ordinance in 1968 and is a state mandate in effect on all lands within Dodge County. This Overlay District regulates the location, construction, installation, alteration, design and use of all private sewage disposal systems.

Both the Town and the County require connection to public sewer in areas where the service is available. Therefore, an implementation action for the Town would involve amending the applicable section of the Town Land Division Ordinance as necessary to ensure consistency with both the County's Land Use Code and this plan.

### 9.3.9 Mechanical Codes

Neither Dodge County's Land Use Code nor Lebanon's Land Division Ordinance contain sections pertaining to mechanical codes.

### 9.3.10 Sign Regulations

Subsection 9.05.050 of the Town's Land Division Ordinance outlines the regulations pertaining to street signs, and traffic control signs. Whereas, Subsection 8.9 of the Dodge County Land Use Code outlines the regulations for the placement of signs.

An implementation action in this case would involve the review of each proposal to ensure consistency with the Dodge County Code and this plan.

### 9.3.11 Historic Preservation Ordinances

In order to promote the use and preservation of historic sites, structures, landmarks, and districts within the County, Subsection 8.10 of the County's Land Use Code was created. There are no historic preservation regulations contained in the Town of Lebanon's Land Division Ordinance.

An implementation action may include the development of a historical preservation provision within the Town's Land Division Ordinance to ensure consistency with both the Dodge County Land Use Code as well as this plan.

### 9.3.12 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 capitol improvement program 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. Furthermore, The Town is encouraged to apply for state and federal grant money available for certain programs such as the purchase of park land.

### 9.3.13 Official Map

The official maps, including amendments, for the Town of Lebanon are on file in the Dodge County Planning and Development Department. Additionally, a certificate showing that the official map has been established is on file with the Dodge County Register of Deeds.

To ensure consistency with the Town's future land use map, the Town should request that the County amend the Town of Lebanon zoning map as necessary.

## 9.4 INTEGRATION AND CONSISTENCY OF PLAN ELEMENTS

Integration and consistency of the plan elements should be considered when reviewing development proposals. The nine elements of this plan should be used in conjunction with one another. A development proposal that may meet the goals and objectives of one element needs to meet the goals and objectives of the all the other elements. The nine elements of this plan do not operate independently, but rather complement one another. Any inconsistencies that are discovered between the elements of this plan should be addressed in future updates of the plan.

## 9.5 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, the errors, inconsistencies, and aspects of the plan that have not worked 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 Board 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 this plan.

## 9.6 UPDATING OF THE PLAN

This plan should be updated as needed to include any significant data changes such as Census data when it become available and should be reviewed, updated, or revised at least every five years. 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. It should be noted that this plan can only be amended a maximum of two times per year in order to prevent an excessive number of changes to the plan. An excessive number of changes or amendments may lead to undesirable development within the Town.

The Town Board shall hold a public hearing upon publishing a Class I notice at least 30 days prior to the hearing after giving the Town Planning Committee an opportunity 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 Town Planning Committee, the Town Board shall vote on passage of the proposed change or amendment. The change or amendment shall be effective upon passage.