

# City of Fox Lake



2012

## Comprehensive Plan

# **CITY OF FOX LAKE DODGE COUNTY, WISCONSIN COMPREHENSIVE PLAN**

July 3, 2012

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This plan was prepared for the City of Fox Lake under the Community Services Planning Program of the Dodge County Land Resources and Parks Department

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# City of Fox Lake

## Comprehensive Plan, 2012

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# **1.0 Issues and Opportunities**

## **1.1 Introduction**

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

The City of Fox Lake is located in the northwest portion of Dodge County, approximately six miles Northwest of the City of Beaver Dam, along the south shore of Fox Lake. The City of Waupun is located approximately eight miles to the northeast of the City. Dodge County and thus the City of Fox Lake are located within 50 - 70 miles of rapidly urbanizing Dane County to the southwest, the Milwaukee metropolitan area to the southeast, and the Fox Valley metropolitan area to the north. The City of Fond du Lac is located about 26 miles northeast of Fox Lake. State Highway 33 is the primary east-west highway route into and through the City. Highway 68 provides a direct link to the City of Waupun, eight miles to the northeast. Highway A is heavily used by travelers from the south and southeast. Map 1-1, Appendix A shows the regional setting of the City of Fox Lake.

## **1.2 Planning Process**

On April 6, 2011, the City of Fox Lake signed a Memorandum of Agreement with the Dodge County Land Resources and Parks Department to assist with the updating of the City of Fox Lake Comprehensive Plan. The agreement outlined the process and terms for updating the 2002 Comprehensive Plan document. The comprehensive planning project began in the fall of 2011.

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

### 1.3 Public Participation Efforts

The City of Fox Lake adopted a Public Participation Plan at the beginning of the comprehensive planning process. The following core efforts were identified to foster public participation above and beyond the statutory requirements of Wisconsin's Smart Growth law:

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

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

### 1.4 Population Characteristics

#### Population Counts

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

**Table 1-1**  
**Population Trends, City of Fox Lake, 1960-2010**

	1960	1970	1980	1990	2000	2010
Population	1,181	1,242	1,373	1,269	1,454	1,519

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

**Table 1-2**  
**Population Change, City of Fox Lake, 1960-2010**

	1960 - 1970	1970 -1980	1980 -1990	1990 - 2000	2000 - 2010	Total Change 1960 - 2010
Population Change	61	131	(104)	185	65	338

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



From 1960-2010, the City of Fox Lake's population increased by 338 residents; 1,181 residents in 1960 to 1,519 in 2010. The rate of population growth has not been steady the past 50 years. Each of the past decades has experienced a different growth rate. The most notable decade of population growth was from 1990 to 2000, the City experienced a 14.6 percent increase in population. From 1980 to 1990, the City Actually lost population, declining by 7.6 percent. This slower growth rate could be attributed to a down economy during that time period.

## Age Distribution

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

Table 1-3 displays the population by age cohort for the City of Fox Lake and Dodge County.

**Table 1-3**  
**Population by Age Cohort,**  
**City of Fox Lake and Dodge County, 2010**

	City of Fox Lake		Dodge County	
	Number	% of Total	Number	% of Total
Under 5	106	7.0	5,020	5.7
5 to 14	158	10.4	10,986	12.4
15 to 24	162	10.6	10,404	11.7
25 to 34	195	12.8	11,432	12.9
35 to 44	189	12.5	12,151	13.7
45 to 54	274	18.0	14,830	16.7
55 to 64	182	12.0	10,685	12.0
65+	253	16.7	13,251	14.9
Total	1,519	100.0	88,759	100.0
Median Age	42.5		40.7	

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

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

The largest percentage of City of Fox Lake residents is between the ages of 45 to 54 (18.0 percent) and the next largest age cohort is 65 and over (16.7 percent). The largest percentage of Dodge County's residents is in the 45 to 54 age category (16.7 percent). The City of Fox Lake is similar since 18.0 percent of its residents are in the same age category. Also, 10.4 percent of the City's population is 5 to 14 years of age, which is lower than the county's percentage of 12.4 percent. However, the City's under 5 population is 7.0 percent compared to the County's 5.7

percent. This could be an indication that the City has attracted families with very young children. This would be despite closing of the Fox Lake Elementary school. However, since the census was taken in 2010, the school was only closed for a short time before that and the families may have already been located in the City due to the existence of the school. The number of children under 5 did increase from 81 in 2000 to 106 in 2010. The City of Fox Lake's median age is 44.3, which is higher than Dodge County's median age of 40.7. This can be expected for cities.

## **Educational Attainment**

Table 1-4 displays the most recent educational attainment information for the City of Fox Lake, as reported by the US Census Bureau, 2005 – 2009 American Community Survey. The American Community Survey information is a sample of the City and is subject to sampling variability. However, the survey provides the most recent data available and provides necessary background information.

**Table 1-4**  
**Educational Attainment**  
**City of Fox Lake**

	City of Fox Lake	
Attainment Level	Number	Percent of Total
Less than 9th grade	35	3.5
9th grade to 12th grade, no diploma	111	11.0
High school graduate (includes equivalency)	431	42.5
Some college, no degree	241	23.8
Associate degree	97	9.6
Bachelor's degree	84	8.3
Graduate or professional degree	14	1.4
Total Persons 25 and over	1,013	100.1

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

Source: U.S. Census Bureau, 2005-2009 American Community Survey

Approximately 85.5 percent of Fox Lake's residents have attained a high school level education, which is slightly below that of the 86.4 percent for Dodge County. The largest single category by percentage is High School graduate at 42.5 percent. The second largest percentage (23.8 percent) of education attainment in the City is some college, no degree. The City of Fox Lake has 8.3 percent of its residents obtaining a bachelor's degree, which is less than the 10.8 percent for Dodge County. The City of Fox Lake has a fairly large percentage (14.5 percent) of residents with 12<sup>th</sup> grade education or less.

## Household Income

Table 1-5 displays the most recent household income and median household income information for the City of Fox Lake in 2009 inflation-adjusted dollars as reported by the US Census Bureau, 2005 – 2009 American Community Survey. American Community Survey information is a sample of the City and is subject to sampling variability. However, the survey provides the most recent data available and provides necessary background information.

**Table 1-5**  
**Household Income**  
**City of Fox Lake**

	C. Fox Lake	
	Number	% of Total
Less than \$10,000	71	10.5
\$10,000 to \$14,999	41	6.0
\$15,000 to \$24,999	85	12.5
\$25,000 to \$34,999	52	7.7
\$35,000 to \$49,999	119	17.5
\$50,000 to \$74,999	168	24.7
\$75,000 to \$99,999	82	12.1
\$100,000 to \$149,999	54	8.0
\$150,000 or More	7	1.0
Total	679	100.0
Median Household Income	\$46,528	

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

Source: U.S. Census Bureau, 2005-2009 American Community Survey

The highest percentage (24.7 percent) of residents in the City of Fox Lake had a household income between \$50,000 to \$74,999. This compares to 24.2 percent for Dodge County. The next largest percentage (17.5 percent) of household income was \$35,000 to \$49,999. This compares to 16.3 percent for Dodge County. The median household income for the City of Fox Lake was \$46,528. This is lower than the median household income of \$52,658 for Dodge County.

## Population Projections

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

Table 1-6 displays the population trends in the City of Fox Lake, Dodge County, and Wisconsin for 1999 through 2010.

**Table 1-6**  
**Population Trends**  
**City of Fox Lake, Dodge County, and Wisconsin 1999-2010**

Year	City of Fox Lake		Dodge County		Wisconsin	
	Population	% Change	Population	% Change	Population	% Change
1999	1,442		84,312		5,274,827	
2000	1,454	0.8	85,897	1.9	5,363,675	1.7
2001	1,461	0.5	86,476	0.7	5,400,004	0.7
2002	1,476	1.0	87,083	0.7	5,453,896	1.0
2003	1,474	(0.1)	87,599	0.6	5,490,718	0.7
2004	1,477	0.2	88,285	0.8	5,532,955	0.8
2005	1,482	0.3	88,748	0.5	5,580,757	0.9
2006	1,493	0.7	89,063	0.4	5,617,744	0.7
2007	1,512	1.3	89,225	0.2	5,648,124	0.5
2008	1,509	(0.2)	89,810	0.7	5,675,156	0.5
2009	1,508	(0.1)	90,022	0.2	5,688,040	0.2
2010	1,519	0.7	88,759	(1.4)	5,686,986	(0.01)
Total Change	77	5.3	4,447	5.2	412,159	7.8

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

In the year's 2000 and 2010 the City of Fox Lake's population was verified by a census, the other years listed are estimates by the Wisconsin Department of Administration. In 2010, the City of Fox Lake's population increased from the 2009 estimate, whereas Dodge County and Wisconsin's 2010 population was lower than the 2009 population estimate. Overall, the City of Fox Lake has had an increase in population of 77 from 1999 to 2010. Compared to Dodge County, the City of Fox Lake has had a slightly higher percentage change in its population during the referenced time frame.

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

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

**Table 1-7**  
**WDOA Population Projections, City of Fox Lake, 2010-2030**

2010 Population	2015	2020	2025	2030	% Change 2010-2030	Total New Persons 2010-2030
1,519	1,553	1,591	1,625	1,650	8.6	131

Source: Wisconsin Department of Administration, Demographics Services Center, Population Projections for Wisconsin Municipalities: 2010-2030.

The City of Fox Lake is projected to have an 8.6% increase in population from 2010 to 2030. According to the WDOA Population Projection, the City of Fox Lake will have a population of 1,650 by 2030. The WDOA projects the City will gain 131 new persons by 2030.

## 1.5 Housing Characteristics

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

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

**Table 1-8**  
**Housing Supply, Occupancy and Tenure,**  
**City of Fox Lake, 2000-2010**

City of Fox Lake						
	2000	Percent of Total	2010	Percent of Total	# Change 2000-10	% Change 2000-10
Total housing units	695	-	801	-	106	15.3
Occupied housing units	615	88.4	663	82.8	48	7.8
- Owner-occupied	421	68.5	462	69.7	41	9.7
- Renter-occupied	194	31.5	201	30.3	7	3.6
Vacant housing units	80	11.5	138	17.2	58	72.5
- Seasonal units	17	2.4	52	6.5	35	205.9

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

In 2010, the City of Fox Lake had 801 housing units, a 15.3 percent increase from 2000. In 2010, approximately 83 percent of the community's housing units were occupied. Of this figure, approximately 70 percent were occupied by owners and 30 percent were occupied by individuals renting the housing unit. Vacant units accounted for 17.2 percent of the total housing supply in

2010. This is a large percentage increase compared to 2000, when only 11.5 percent were vacant. In 2000, only 2.4 percent of the vacant housing units within the City were for seasonal, recreational, or occasional use. In 2010, that figure increased by over 205 percent and seasonal units now account for 6.5 percent of the total vacant housing units.

### **Average Household Size**

The average size of households have decreased from years ago, families are having fewer children than the large traditional families. In 2000, the average household size in the City of Fox Lake was 2.34, whereas the 2010 average household size in the City was 2.28. In 2010, the City of Fox Lake had a lower average household size than Dodge County (2.44 persons).

### **Housing Unit Projections**

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

Please refer to Table 2-5 for housing unit projections.

## **1.6 Employment Characteristics**

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

Table 1-9 displays the number and percent of employed persons by industry group in the City of Fox Lake as reported by the US Census Bureau, 2005 – 2009 American Community Survey. The American Community Survey information is a sample of the City and is subject to sampling variability. However, the survey provides the most recent data available and provides necessary background information.

**Table 1-9**  
**Employment by Industrial Sector,**  
**City of Fox Lake**

Industry	City of Fox Lake	
	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	14	1.7
Construction	56	6.9
Manufacturing	267	33.0
Wholesale trade	28	3.5
Retail trade	75	9.3
Transportation and warehousing, and utilities	26	3.2
Information	11	1.4
Finance, insurance, real estate, and rental and leasing	15	1.9
Professional, scientific, management, administrative, and waste management services	32	4.0
Educational, health, and social services	103	12.7
Arts, entertainment, recreation, accommodation, and food services	118	14.6
Other services (except public administration)	15	1.9
Public administration	49	6.1
Total	809	100.2

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

Source: U.S. Census Bureau, 2005-2009 American Community Survey

Similar to Dodge County and the State of Wisconsin, the City of Fox Lake has a high number of residents in the manufacturing sector. The manufacturing sector supplied the most jobs in the City of Fox Lake, accounting for 33 percent. The second highest employment sector is the arts, entertainment, recreation, accommodations, and food services sector, which provides 14.6 percent of the jobs in the City. The education, health, and social services sector also employs a significant number of people (12.7%).

## **1.7 Issues and Opportunities Trends**

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

- ♦ The City of Fox Lake's population is projected to raise steadily according to the population projections, adding another 131 people by 2030;
- ♦ The challenge for the City will be to determine where the new 106 housing units needed by 2030 will be built and at what density;

- ♦ The arts, entertainment, recreation, accommodation, and food services sector along with other job sectors in the City will become even more important as the number of manufacturing jobs may decline in the current weak economy;
- ♦ The 65 and over population will continue to grow as the baby boomers age and the City may also have a larger number of persons under the age of 10.

## **1.8 Smart Growth Local Comprehensive Planning Goals**

Wisconsin's comprehensive planning law (smart growth) established 14 local comprehensive planning goals to guide state land use actions and local planning efforts. Specifically, local units of government and state agencies are encouraged to design their programs, policies, infrastructure, and investments to strike a balance between their individual missions and the local comprehensive planning goals. The following 14 local comprehensive planning goals were considered throughout the planning process.

1. Promote the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
2. Encourage neighborhood designs that support a range of transportation choices.
3. Protect natural areas, including wetlands, wildlife habitats, lakes and woodlands, open spaces, and groundwater resources.
4. Protect economically productive areas, including farmland and forests.
5. Encourage land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs.
6. Preserve cultural, historic, and archaeological sites.
7. Encourage coordination and cooperation among nearby units of government.
8. Build community identity by revitalizing main streets and enforcing design standards.
9. Provide an adequate supply of affordable housing for all income levels throughout each community.
10. Provide adequate infrastructure and public services and a supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
11. Promote the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.
12. Balance individual property rights with community interests and goals.
13. Plan and develop land uses that create or preserve varied and unique urban and rural communities.
14. Provide an integrated, efficient, and economical transportation system that provides mobility, convenience, and safety and meets the needs of all citizens including transit-dependent and disabled.



## **1.9 Issues and Opportunities Goals and Objectives**

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

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

### **Goal 2: Increased opportunities for young people to remain in the City.**

*Objective 1:* Provide local activities for youth.

*Objective 2:* Increase local employment opportunities.

*Objective 3:* Continue to provide opportunities for citizen participation throughout all stages of plan and ordinance development, amendment, and implementation.

## **1.10 Issues and Opportunities Policies and Recommendations**

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

### ***Policies***

1. The comprehensive plan will be utilized as a tool to guide City decision-making in accordance with state statutes.
2. Public participation shall be required prior to the development and/or amendment to any City plans, ordinances, or programs.
3. Review of the comprehensive plan will be done in committee format with public involvement including citizens, landowners, City officials and staff to evaluate the plan in an un-biased manner.
4. All future City policies, ordinances, programs, and actions should be developed and implemented in a manner that is consistent and accommodating to the goals and objectives identified within the comprehensive plan.

### ***Recommendations***

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

1. Utilize postcards, newspapers, newsletters, web-site etc. as a means to inform citizens on activities in the City and encourage public participation.

2. Encourage relationships between the public, non-profit, and private sector to meet the long term goals of the City.
3. Create a system to review potential grant and loan programs available to the City. Such a system would help the City obtain its Comprehensive Plan Goals, Objectives and Policies.
4. Prepare for an aging population and promote the city as a good place to live for young and old.

### **1.11 Issues and Opportunities Programs**

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

#### Wisconsin Department of Administration, Demographic Services Center

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

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

The Division of Intergovernmental Relations coordinates and provides information with regard to Wisconsin's comprehensive planning statute. The division also administers the grant program that assists local governments in developing comprehensive plans. For further information on the division and their programs contact the WDOA or visit their web-site at [www.doa.state.wi.us](http://www.doa.state.wi.us). Their website contains a variety of information including fact sheets, grant information, model ordinances, guides for developing the elements of comprehensive plans, and links to a variety of other sources of information for comprehensive planning.

## **2.0 Housing**

### **2.1 Introduction**

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

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

### **2.2 Housing Characteristics**

#### **Housing Supply**

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

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

**Table 2-1**  
**Housing Supply, Occupancy and Tenure,**  
**City of Fox Lake, 2000-2010**

City of Fox Lake						
	2000	Percent of Total	2010	Percent of Total	# Change 2000-10	% Change 2000-10
Total housing units	695	-	801	-	106	15.3
Occupied housing units	615	88.4	663	82.8	48	7.8
- Owner-occupied	421	68.5	462	69.7	41	9.7
- Renter-occupied	194	31.5	201	30.3	7	3.6
Vacant housing units	80	11.5	138	17.2	58	72.5
- Seasonal units	17	2.4	52	6.5	35	205.9

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

In 2010, the City of Fox Lake had 801 housing units, a 15.3 percent increase from 2000. In 2010, approximately 83 percent of the community's housing units were occupied. Of this figure, approximately 70 percent were occupied by owners and 30 percent were occupied by individuals renting the housing unit. Vacant units accounted for 17.2 percent of the total housing supply in 2010. This is a large percentage increase compared to 2000, when only 11.5 percent were vacant. In 2000, only 2.4 percent of the vacant housing units within the City were for seasonal, recreational, or occasional use. In 2010, that figure increased by over 205 percent and seasonal units now account for 6.5 percent of the total vacant housing units.

### Units in Structure

Table 2-2 displays the most recent number of units within structure for the City of Fox Lake as reported by the US Census Bureau, 2005 – 2009 American Community Survey. The American Community Survey information is a sample of the City and is subject to sampling variability. However, the survey provides the most recent data available and provides necessary background information.

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

**Table 2-2**  
**Units in Structure, City of Fox Lake**

	City of Fox Lake	
	Number	% of Total
1-unit detached	508	68.0
1-unit attached	27	3.6
2 units	52	7.0
3 or 4 units	13	1.7
5 to 9 units	13	1.7
10 to 19 units	76	10.2
20 or more	6	0.8
Mobile home	52	7.0
Boat, RV, van, etc.	0	0.0
Total	747	100.0

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

Source: U.S. Census Bureau, 2005-2009 American Community Survey

The majority of the housing structures in the City of Fox Lake are a one-unit detached structure, making up 68 percent of all housing structures. Structures with 10-19 units come in a distant second at 10.2 percent. Mobile home structures and duplexes come in tied for third, each comprising 7.0 percent of the housing structures in the City of Fox Lake.

For Dodge County as a whole, 70.5% of the total housing units are 1-unit detached. Structures with 10-19 units are at 3.6%, which is a significantly lower percentage than Fox Lake. However, cities will typically have a larger percentage of multi-family housing than a county.

### **Age of Housing Units**

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

Table 2-3 displays the most recent information for the year structures were built in the City of Fox Lake as reported by the US Census Bureau, 2005 – 2009 American Community Survey. The American Community Survey information is a sample of the City and is subject to sampling variability. However, the survey provides the most recent data available and provides necessary background information.

**Table 2-3**  
**Year Structures Built, City of Fox Lake**

	City of Fox Lake	
	Number	% of Total
Built 2005 or later	15	2.0
Built 2000 to 2004	25	3.3
Built 1990 to 1999	81	10.8
Built 1980 to 1989	106	14.2
Built 1970 to 1979	72	9.6
Built 1960 to 1969	57	7.6
Built 1950 to 1959	69	9.2
Built 1940 to 1949	41	5.5
Built 1939 or earlier	281	37.6
Total	747	99.8

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

Source: U.S. Census Bureau, 2005-2009 American Community Survey

The greatest percentage of the City of Fox Lake's existing housing units was built from in 1939 or earlier, 37.6 percent. This compares to Dodge County's percentage of 30.6 percent. Taking into account the area's settlement history, it is not surprising that the greatest percentage of the existing housing units in the City were built prior to 1940. The second largest time frame is 1980-1989, with 14.2 percent of the total. This compares to only 8.5 percent of the housing for Dodge County during the same time period.

### **Housing Value**

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

Table 2-4 displays the most recent information for housing values of specified owner-occupied units for 2010 in the City of Fox Lake as reported by the US Census Bureau, 2005 – 2009 American Community Survey. The American Community Survey information is a sample of the City and is subject to sampling variability. However, the survey provides the most recent data available and provides necessary background information. A housing unit is owner-occupied if the owner or co-owner lives in the unit even if it is mortgaged or not fully paid for. The U.S. Bureau of the Census determines value by the respondent's estimate of how much the property (house and lot, mobile home and lot, or condominium unit) would sell for if it were for sale.

**Table 2-4**  
**Housing Value for Specified Owner-Occupied Units,**  
**City of Fox Lake**

	City of Fox Lake	
	Number	% of Total
Less than \$50,000	44	8.9
\$50,000 to \$99,999	187	37.9
\$100,000 to \$149,999	165	33.5
\$150,000 to \$199,999	49	9.9
\$200,000 to \$299,999	38	7.7
\$300,000 to \$499,999	7	1.4
\$500,000 to \$999,999	0	0.0
\$1,000,000 or more	3	0.6
Total	493	99.9
Median value	\$104,000	

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

Source: U.S. Census Bureau, 2005-2009 American Community Survey

The City of Fox Lake has a large percentage of homes that are valued at \$150,000 or less, which represents 80.3 percent of the total owner-occupied housing units. This compares to only 47.9 percent of the owner occupied housing units valued at \$150,000 or less for Dodge County. In the County, 41.3 percent of the houses were valued at between \$150,000 and \$299,999. Only 17.6 percent of houses in the City are valued at between \$150,000 and \$299,999. The City's median value of \$104,000 is also far below the Dodge County median value of \$153,700.

## 2.3 Housing Unit Projections

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

### Housing Unit Projection

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

**Table 2-5**  
**Housing Unit Projection, City of Fox Lake, 2010-2030**

2010 Housing Units (Census)	2015	2020	2025	2030	Percent Change 2010-2030	Total New Units 2010-2030
663	700	726	750	769	16.0	106

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

According to the housing unit projections, the City of Fox Lake will have 106 new housing units by 2030, a 16 percent increase in housing units from 2010 to 2030. The need for an additional 37 housing units is projected by 2015. The challenge for the City will be to determine where these new 106 housing units will be built and at what density.

## **2.4 Housing for All Income Levels**

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

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

The City of Fox Lake has and will continue to provide a variety of housing types that support all income levels. The City has also recognized that the aging of the population will require a variety of housing types to allow current residents to remain in the community. Housing in the City will continue to include single family homes, duplexes, multi-family units, and mobile homes; which should accommodate all City residents. Refer to the Future Land Use Map and associated text for further information on the City's plans for accommodating housing for all income levels in the community.

## **2.5 Housing for All Age Groups and Persons with Special Needs**

As the general population ages, affordability, security, accessibility, proximity to services, transportation, and medical facilities will all become increasingly important. Many of these issues are already important to those with disabilities or other special needs. As new residents move into the area and the population ages, other types of housing must be considered to meet all resident needs. This is particularly true in communities where a large proportion of the population has been long-time residents, where there is a desire for these residents to remain in the area during their retirement years.



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

## **2.6 Promoting Availability of Land for Development/Redevelopment of Low-Income and Moderate-Income Housing**

Promoting the availability of underdeveloped or underused land is one way to meet the needs of low and moderate income individuals. The community needs to ensure there is an adequate supply of land that is planned or zoned for housing at higher density or for multi-family housing should demand warrant the need for such housing in the future. The City does currently have a rather large supply of available land within the City boundaries. The community should also use this plan in coordination with developed goals, objectives, and policies to promote the availability of such housing if a need is present.

## **2.7 Maintaining and Rehabilitating the Existing Housing Stock**

The maintenance and rehabilitation of the existing housing stock within the community is one of the most effective ways to ensure safe and generally affordable housing while not sacrificing land to development. Over the course of the planning period, the City should continually monitor local housing stock characteristics including, but not limited to, price, aesthetics, safety, cleanliness, and overall suitability with community character. The monitoring process will become important to ensure that steps are taken to preserve the current housing supply before allowing for new development, which has far greater impacts on community resources.

## **2.8 Housing Trends**

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

- ♦ The effect of an increased amount of vacant housing units within the City;
- ♦ Increased need to remodel and rehabilitate the older housing stock in the City;
- ♦ Demographic trends and an aging population will increase the need for more choices relative to elderly housing such as assisted living facilities, nursing homes, and condominiums;
- ♦ The advantages and/or disadvantages of a lower median housing value within the City.

## 2.9 Housing Goals and Objectives

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

### **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:* Limit and control the use of mobile homes and the development of additional mobile home parks.
- Objective 4:* Encourage subdivision design without cul-de-sacs.
- Objective 5:* Encourage sound design and construction standards for housing.

## 2.10 Housing Policies and Recommendations

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

### **Policies**

1. An inventory of historically significant structures should be developed to ensure that these structures are accurately identified and to promote and target preservation and/or rehabilitation efforts.
2. New single-family and multi-family residential development should be limited to designated areas on the Comprehensive Plan Future Land Use Map.
3. Local land use controls and related administration (e.g. fees) shall consider the impact on affordable housing.
4. Residential in-fill development shall be given priority over the development of areas currently not occupied by residential structures.
5. Residential development should be pursued on lands adjacent to existing developed areas.
6. The City should promote affordable housing to attract young families with children.
7. The City should review the potential impact of new residential developments to ensure adequate services can be provided to the development.
8. New residential developments shall provide adequate public amenities (such as open spaces, streetscape features and amenities, sidewalks, terraces, street lights, signage, etc) that contribute to the positive character of the neighborhood.

## ***Recommendations***

1. Work with Dodge County or a consultant to apply for the Community Development Block Grant (CDBG) – Housing Program, which provides no interest loans for home improvements for low and moderate income persons.
2. Develop a database of all platted subdivision parcels that are vacant. The vacant parcel information should be documented and subsequently mapped. The information would be used to promote infill development and utilize land available for development. The vacant parcel information should be made available to all private and public agencies that have an interest in the City’s housing market.
3. Recruit operators of assisted living facilities and nursing homes to locate new facilities in Fox Lake.

## **2.11 Housing Programs**

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

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

The Wisconsin Community Development Block Grant (CDBG) program for housing, administered by the Wisconsin Department of Commerce, provides grants to general purpose units of local government for housing programs which principally benefit low- and moderate-income (LMI) households. The CDBG program is a federally funded program through the Department of Housing and Urban Development’s Small Cities CDBG Program. CDBG funds can be used for various housing and neighborhood revitalization activities including housing rehabilitation, acquisition, relocation, demolition of dilapidated structures, and handicap accessibility improvements. The maximum grant to an applicant is \$650,000. Approximately 15 communities are awarded funds yearly in Wisconsin. For more information on this program contact the Wisconsin Department of Commerce, Bureau of Housing.

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

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

### Community Options Program (COP)

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

### Local Housing Organization Grants (LHOG)

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

### Habitat for Humanity

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

### Wisconsin Home Energy Assistance Program (WHEAP/LIHEAP)

The Energy Services Bureau oversees Wisconsin's Home Energy Assistance Program. This includes the federally funded Low Income Home Energy Assistance Program (LIHEAP) and other related programs. Households with income at or below 150% of the federal poverty level may be eligible for assistance. Many households with income from farms, offices, factories, and other work places receive LIHEAP assistance. Visit the web-site for further information, <http://www.homeenergyplus.wi.gov/>.

### Historic Home Owner's Tax Credits

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

## **3.0 Transportation**

### **3.1 Introduction**

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

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

### **3.2 Transportation Programs**

#### **PASER Program**

The PASER (Pavement Surface Evaluation and Rating) Program is a system for communities to evaluate and schedule road maintenance on local streets. The program requires City officials to evaluate the condition of streets 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 City roads.

#### **City of Fox Lake Capital Improvement Program**

The City of Fox Lake maintains a capital improvement program for improvement of City infrastructure. The program prioritizes the allocation of financial resources for various street and utility projects over a continuing time frame. In terms of transportation projects, Second Street is due for reconstruction in 2012. That is the only project scheduled to receive funding at this time.

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

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

#### **City of Fox Lake Subdivision Regulations**

The City of Fox Lake subdivision and platting regulations establish minimum standards for City street right-of-way and pavement widths which are intended to ensure that roadways will provide the proper level of service as development along these corridors occurs and traffic volumes increase. City street and highway standards vary depending on the type of street and are outlined in Table 3-1.

**TABLE 3-1**  
**City of Fox Lake Street and Highway Minimum Standards, 2011**

<b>Street Type</b>	<b>Right-of-Way Minimum Width</b>	<b>Minimum Pavement Width</b>
<b>Arterial or Highway</b>	120 feet	42 feet
<b>Collector</b>	80 feet	38 feet
<b>Minor (local)</b>	66 feet	34 feet

Traditional Neighborhood Design (TND) standards can allow for some City streets, in appropriate locations, to be developed with pavement and right-of-way widths below typical minimum standards. The City of Fox Lake does not currently have these standards in its Code of Ordinances. Adoption of TND standards is encouraged by the State of Wisconsin’s “smart growth” legislation; however Fox Lake is not required to adopt these standards due to its size. Nonetheless, consideration should be given to incorporating TND standards that allow for reduced pavement and right-of-way widths in developing residential areas of the City.

### **3.3 State and Regional Transportation Plans**

State and regional transportation plans that affect the City of Fox Lake are the responsibility of the Wisconsin Department of Transportation. The DOT has highway improvement plans for each county in the state. The 2011 – 2014 State Transportation Improvement Plan does not indicate any highway improvement projects for the City of Fox Lake.

Dodge County is not served by a Regional Planning Commission.

### **3.4 Functional Classification of Highways**

Vehicular travel on the public street system is the transportation mode for the vast majority of trips by City residents. Street and highway transportation systems primarily serve two basic functions, - to provide access to adjacent properties and to provide for the movement of vehicular traffic. Streets and highways are grouped into three functional classes (local, collector, and arterial streets) which are described below. Map 3-1, Appendix A shows the location of local, collector, and arterial streets in the City of Fox Lake.

#### **Local Streets**

Local streets 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. Cherry Street is an example of a local street in the City of Fox Lake.

#### **Collector Streets**

Collector streets 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. Trenton Street (CTH P) is an example of a major collector and Weed Street (CTH C) is an example of a minor collector.

### **Arterial Highways**

Arterial highways serve primarily to move through traffic. Traffic volumes are generally heavy and traffic speeds are generally high. Arterial highways are further divided into principal or minor arterials depending on the traffic volume and the amount of access provided. State Street and Spring Street (STH 33) in the City of Fox Lake is considered a minor arterial highway.

## **3.5 Traffic Safety**

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

Traffic safety at particular intersections or areas can be a concern within the City of Fox Lake. The accident listings from the Dodge County Sheriffs office and the from the City of Fox Lake's Police Department can be utilized to identify high accident areas. Proper action should then be taken to increase safety at those high accident areas.

## **3.6 Traffic Volumes**

Traffic volume is also an important consideration for land use planning. The volume of traffic on a particular roadway and the associated noise, fumes, safety level, and other such concerns are considerations that need to be addressed in deciding how land should be used. Map 3-2, Appendix A shows the average daily traffic volume of major traffic corridors within the City.

Traffic volumes vary considerably on the different roadways within the City. STH 33, being the major thoroughfare in the City had an average annual daily traffic (AADT) count of 7,617 in 2011. This compares to a 9,900 AADT in 2008. This is a significant drop in traffic volume and was not due to road construction on STH 33. Two possible reasons for the drop in traffic volume could be that people are driving less due to higher gas prices and the relocation of Kwik Trip from the east side of the City to the west side of the City. As STH 33 turns to the south towards Beaver Dam, the traffic count drops significantly. The AADT for this segment of STH 33 in the City was at 2,369 in 2011. This compares to a 3,400 AADT in 2008 for the same segment. STH 33, east of Spring Street showed an increase in traffic volume from 2008, while Trenton Street (CTH P) showed a reduction in traffic volumes from 2008 to 2011.

## **3.7 Street Deficiencies**

The City of Fox Lake uses the PASER program to evaluate which streets are in need of repairs in the City. The streets in the City were given a number between 1 to 10, with 1 needing the most repairs and 10 being a new street. Each number rating has specific criteria the street must meet to

be assigned that rating. Streets with a rating of 1 to 4 are in need of major repairs and reconstruction, compared to streets rated 5 or higher. Below is a list of streets in the City that qualify for ratings 1 through 4.

Streets assigned a rating of 1 are streets in that have failed and have severe loss of surface integrity. There is one street section that has been assigned a rating of 1 in the City of Fox Lake: We Go Circle from We Go Trail to terminus.

Deteriorated streets that are in need of being reconstructed are assigned a rating of 2. The following is a list of streets, with segments that have been assigned a rating of 2 in the City of Fox Lake:

- ♦ Depot Street: E.State St. – Hamilton St.
- ♦ Edgelawn Dr.: E. State St. – Hamilton St.
- ♦ Jay St.: Rosedale Ave. – Warehouse St.
- ♦ Wells St.: Cordelia St. – Crocker St.
- ♦ Wells St.: Crocker St. – Cherry St.

Streets that are rated as a 3 will need structural improvements. The following are streets with segments that were rated 3 in the City of Fox Lake:

- ♦ Na Wata Circle: We Go Trail – Terminus.
- ♦ Oh-Kay Dr.: W.State St. – We Go Trail.
- ♦ Second Street: Three Segments.
- ♦ Third Street: Two Segments.
- ♦ We Go Trail: Two Segments.

Streets that receive the rating of 4 are showing signs of needing strengthening. There are 11 street segments with a rating of 4 in the City of Fox Lake.

### **3.8 The Transportation System**

The transportation system which serves the City of Fox Lake provides for the transport of goods and people into, out of, and within the community. Many elements of the system are not located in the City itself. While the City 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 City of Fox Lake. The transportation system operates in the air and on land and water. Land based transport includes pedestrian, bicycles, and rail as well as highway.

#### **Seaports**

Water born transport of goods is efficient, but the City does not have a waterway suitable for commercial transportation. The nearest international seaport is the Port of Milwaukee, approximately 80 miles from the City of Fox Lake.



## **Airports**

Air transportation for both goods and people is very fast. Its use is substantial and increasing. Convenient access to at least a general airport is critical to many businesses. The nearest general airport is the Dodge County Airport, located about 15 miles from the City. The Dane County Regional Airport in Madison provides commercial aviation services. It is approximately 40 miles south west of the City. General Mitchell Field in Milwaukee also offers commercial airline service, but is also an international airport. It is located about 80 miles southeast of the City.

## **Railroads**

Rail transportation is an efficient and inexpensive method of transporting goods long distances. Many manufacturers favor railroad access for their plants. The Wisconsin and Southern Railroad line runs in a northwest-southeast direction approximately 1.5 miles south of the City. A rail spur runs off the main line to the southern edge of the City and is used mainly for the temporary parking of rail cars. No railroad crossings exist within the City.

## **Trucking**

Trucking on the highway system is the only method of transporting freight outside of the City.

## **Public Transit**

There is no public transportation service in the City of Fox Lake.

## **Bicycles**

Bicycle traffic is quite limited in the City of Fox Lake. Shoulder areas on City streets are usually narrow and unpaved making bicycle travel difficult. County highways in the City tend to have wider shoulders, but traffic levels on these roads make bicycle traffic unsafe or undesirable. The City of Fox Lake could designate more bike routes throughout the City on lightly traveled roads. Once designated, shoulder areas on these roads could be widened as the streets are periodically reconstructed.

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

There are various roads in the City of Fox Lake that are identified as potential bike routes in the *Dodge County Bike and Pedestrian Plan*; these include Mill Road, Trenton Street, Spring Street and State Street.

## **Pedestrian Transportation**

No pedestrian trail system exists in the City of Fox Lake. However, much of the City is served by a sidewalk network that can be used by pedestrians. The *Dodge County Bike and Pedestrian Plan* does suggest pedestrian friendly design standards for creating a walkable community.

## **Transportation for the Disabled**

The Dodge County Human Services Department provides transportation for the disabled in the City of Fox Lake. 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.

## **3.9 Highway Access Management**

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

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

## **3.10 Coordination with Existing Transportation Plans**

The City of Fox Lake has reviewed applicable state, regional, county, and local plans regarding transportation. This plan is currently consistent with existing transportation plans. As the City’s transportation system changes over time and as new transportation plans are created, the City should periodically review its comprehensive plan for continued consistency.

## **3.11 Incorporation of State, Regional, and Other Transportation Plans**

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

## **3.12 Transportation Trends**

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

- ♦ Reduced funding for transportation projects is anticipated due to county, state, and federal budget constraints;
- ♦ As vehicle ownership continues to increase and trips become longer, congestion on major roadways is anticipated to increase;
- ♦ There will be continued demand for quality trucking routes as manufacturing continues to be a major sector of the economy;
- ♦ Major traffic routes through the City are likely to continue to grow in traffic volume;
- ♦ Conflicts between automobile traffic and pedestrian and bicycle traffic are likely to continue.

### **3.13 Transportation Goals and Objectives**

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

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

*Objective 1:* Work with the State Department of Transportation and County Highway Department to improve the highways under their responsibility.

*Objective 2:* Assess proper jurisdiction of streets within the City.

*Objective 3:* Promote safe, modern highways connecting the City of Fox Lake with the rest of Dodge County.

*Objective 4:* Annually assess all roads in the City for maintenance and safety issues.

*Objective 5:* Consider the adoption of Traditional Neighborhood Design Standards for City streets.

#### **Goal 2: Preserve and/or improve through-City street corridors.**

*Objective 1:* Preserve and protect the corridors from encroachment that would limit the roadway's ability to carry traffic volumes in the future.

*Objective 2:* Restrict new access points to the highways through subdivision control.

*Objective 3:* Deny inappropriate requests for rezoning and conditional use permits that would require unsafe additional access points to a highway.

#### **Goal 3: All City streets to meet minimum standards for right-of-way pavement and shoulder widths.**

*Objective 1:* Review and modify (as necessary) current standards for existing streets.

*Objective 2:* Utilize the Pacer program to its fullest, including capital improvements, to schedule road maintenance and/or reconstruction.

*Objective 3:* Ensure that all streets in new platted subdivisions meet minimum standards by enforcement of the City's subdivision and platting regulations.

**Goal 4: An efficient system of pedestrian and bicycle transportation routes throughout the City.**

*Objective 1:* Develop a bicycle and pedestrian and transportation plan for the City.

*Objective 2:* Encourage the installation of sidewalks where feasible.

**3.14 Transportation Policies and Recommendations**

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

***Policies***

1. Developers shall bear an equitable share of the costs for improvements and extensions to the existing transportation network.
2. The City shall actively pursue all available funding, especially federal and state sources, for needed transportation improvements.
3. Bicycle and pedestrian safety needs should be considered when new roads are proposed, or when major roadway improvements are made by doing site reviews of these projects. Consider widening roadways to accommodate safe zones for bicycles and pedestrians.
4. When reviewing development proposals, the City may require the submittal of an area development plan in order to consider future road connections, setbacks, access points, and other traffic impacts that the proposal may have on the existing transportation network.
5. Dead end roads and cul-de-sacs should be avoided whenever possible.
6. Transportation issues that have effects on neighboring jurisdictions should be jointly discussed and evaluated with that jurisdiction and the Wisconsin Department of Transportation if necessary.
7. The construction and modification of driveways shall be reviewed to ensure adequate emergency vehicle access, to maintain safe travel on City streets, to maintain safe entrance onto City streets, and to prevent damage to City roads caused by drainage impacts.

***Recommendations***

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

1. Identify high accident areas within the City and work with proper jurisdictions to improve the safety at those areas.
2. Create and maintain an open communication with the DOT to address the future of the STH 33 corridor and work to mitigate any problematic intersections.
3. Utilize the PASER system to develop a Capital Improvement Plan that identifies funding for future transportation improvements, the plan should span five years and be annually updated after the annual PASER evaluation and completed transportation projects. Streets below a 4 rating should be a priority.
4. Extend rail service to the industrial park when financially feasible.
5. Designate additional bike routes through the City, avoiding STH 33 when possible.

### **3.15 Transportation Programs**

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

#### Local Roads Improvement Program (LRIP)

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

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

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

### Transportation Economic Assistance (TEA) Program

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

### Freight Railroad Programs

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

### Incidental Improvements

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

## **4.0 Utilities and Community Facilities**

### **4.1 Introduction**

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

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

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

### **4.2 Administrative Facilities and Services**

The city hall and administrative facilities are located at 248 E. State Street. The City Council consists of six alderpersons and a mayor. City employees include a city administrator, clerk, treasurer, chief of police, public works director, utility director and maintenance personnel that handle mowing, plowing, recycling, and general cleaning and maintenance.

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

The City of Fox Lake has a Zoning Board of Appeals, Planning Commission, Beautification Committee, Historical Board, Library Board, Old Age Housing, Police Commissioner Committee, and a Redevelopment Authority.

#### **Public Buildings**

The City of Fox Lake maintains a city hall and community center. This facility also houses the police and fire departments. The building was constructed in 1995 and is seen as adequate for space needs for at least the next 10 years.

The City recently acquired three buildings for equipment storage and office space for the public works department. The existing street sweeper will need to be replaced.

The City's water treatment plant is located at 202 Davis Street. The city also owns and operates an aquatic center, which is located near the municipal building.

## **4.3 Protective Services**

### **Police Services**

#### **City of Fox Lake Police**

The City of Fox Lake Police Department is located in the City Municipal Building. Currently, the department has three full-time officers and three part-time officers. The department has two patrol vehicles-a standard squad car and a sport utility vehicle. City police service is not currently available on a 24 hour basis and is supplemented by the sheriff's department.

Over the course of the planning period it is anticipated that additional officers and equipment may be needed to accommodate current demands as well as the demands of anticipated population growth. A current trend in policing is consolidation of services between smaller departments. The City of Fox Lake is surrounded by the Town of Fox Lake. The Town of Fox Lake has a small, part-time police force. Options for consolidation or contracting should be considered as a viable option due to current budget constraints. These options would also increase officer safety, as scheduling would allow two officers to be on duty at the same time during hours that generally see more complaints.

By consolidating or contracting, space needs could be met by allowing officers to use the Town office as well as the City Police Department.

Currently, there is only one part-time secretary. If consolidation or contracting becomes an option, the status of the secretary should go to full-time to handle the increased workload.

#### **Dodge County Sheriff**

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

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

Fire and rescue services in the City of Fox Lake are provided by the Community Fire Association. The Fire Association is located in the same complex that houses the City hall, police department, and community center. Space at the fire department is anticipated to be adequate for the planning period. The hydrant and water system for fire fighting has been updated to address water pressure and flow issues and is considered adequate at this time. No additional updates are anticipated. The City has also been spending \$18,000 - \$20,000 per year on updating and adding equipment for firefighters and has provided various training opportunities. This level of spending and training should continue to ensure Community firefighters have the latest equipment and experience to provide adequate fire fighting ability in



the City. Map 4-1, Appendix A, displays fire emergency service areas in Dodge County. Map 4-2, Appendix A, displays emergency medical service areas in Dodge County.

The only need for space during the planning period would be for a handicap accessible meeting and training room at an approximate cost of \$100,000. Pieces of equipment that would need to be replaced are a 1980 pumper truck with an approximate cost of \$290,000; a 1996 Suburban with an approximate cost of \$9,000; and a 1997 tanker truck with an approximate cost of \$200,000.

#### **4.4 School Facilities**

The City of Fox Lake is located entirely within the Waupun School District. The Waupun School District currently has three schools, none of which are located in the City of Fox Lake. The district had a total enrollment of 1,844 students during the 2011-2012 school year. Table 28 illustrates the current enrollment by school for the Waupun School District. Enrollment projections according to the School Enrollment Projection Series produced by the Waupun School District show a steady decline in enrollment through 2021. Enrollment in the school district is projected to decline from the current 1,844 students to 1,661 students by the 2020-2021 school year. That is a decrease in enrollment of nearly 10 percent. The only anticipated building project in the district is for new athletic facilities at the high school. The current school facilities are believed to have sufficient capacity for the foreseeable future, since enrollment is projected to decline. Map 4-3, located in Appendix A, shows the school district boundaries in Dodge County.

A Charter school will open in September of 2012 using the former Fox Lake Elementary School. A school for agricultural and environmental studies will be offered for grades K-6 in the first year of operation.

St. John's Lutheran Church also operates a private school in the City. The school provides education for pre-school through 8<sup>th</sup> grade and has an enrollment of 66 students during the 2011 – 2012 school year. Enrollment has declined from the 92 students in the 2001-2002 school year. The capacity of the school is 120. There are no plans to expand the school at this time.

**TABLE 28**  
**Waupun School District, Enrollment by School**  
**2011-2012 School Year**

<b>Community</b>	<b>School</b>	<b>Enrollment 2011-2012</b>	<b>Grades</b>
Waupun	Meadow View Primary	408	K-2
Waupun	Rock River Intermediate	539	3-6
Waupun	Waupun Area Jr/Sr H.S.	897	7-12

## **4.5 Quasi Public Facilities**

### **Libraries**

Library services are available to City and Town residents at the Fox Lake Public Library. The Library currently holds over 17,000 items and circulates approximately 24,500 items per year. The library offers a highly regarded Summer Reading Program for ages pre-school through late middle school. It offers various classes for the public, library clubs, and a Friends organization. The basement of the library also houses the Harriet O'Connell Historical Room containing genealogical and other historical data about the City. The library belongs to a library automation consortium called SHARE, which includes Beaver Dam, Waupun, and Randolph.

The existing Fox Lake Public Library provides approximately 1,300 square feet of space on the first floor with approximately the same amount of space in the basement. The building does not contain an elevator and is not completely ADA compliant. The Library continues to experience a shortage of space. Earlier estimates presented the need for 8,000 additional square feet. There is some room on the library's property to meet a portion of the expansion needs.

The focus of any library expansion project should concentrate on improving and expanding the existing site downtown. Libraries and other public buildings attract people and create activity in the downtown area which is a benefit to local businesses and the community as a whole. The goal should be to keep any updated library facility in the downtown area.

### **Cemeteries**

One cemetery is located in the northern portion of the City of Fox Lake along Hamilton Street and is approximately seven acres in size. Space in the cemetery appears adequate for the planning period.

### **Post Office**

Mail delivery services are provided by a post office located in City of Fox Lake. It would be in the City's best interest to continue to have a post office located in the City.

### **Civic Organizations and Other Clubs**

Local clubs include a Kiwanis Club, Lions Club, an American Legion Post, and the Fox Lake Inland Lake Protection District.

## **4.6 Parks, Recreation, and Open Space**

The City of Fox Lake operates a park system with 12 City owned facilities. Three other privately owned facilities also provide recreational opportunities to residents of the City. In total, the City has over 156 acres of public and private park and recreation land including a 105 acre golf course just outside the City limits. City park and recreation facilities provide a variety of recreational opportunities including swimming, boating, fishing, picnicking, sports facilities, and playgrounds.

The City of Fox Lake Park, Outdoor Recreation, and Open Space Plan provides a detailed analysis of park facilities in the City. The plan provides projections of future recreational needs in the City along with recommendations for improving the City's parks. The plan also recommends the location for future parks in developing areas of the City. The plan is updated every five years and makes the City eligible for grants from the WDNR. Map 4-4, Appendix A illustrates the locations of existing park and recreation facilities located in the City.

#### **4.7 Solid Waste Management and Recycling**

The City of Fox Lake contracts with Veolia Environmental Services to provide solid waste and recyclable collection and disposal. Solid waste disposal is provided on a weekly basis and recycling services are provided on an every other week basis. The landfill site near the City of Mayville is expected to have an adequate capacity to accept city wastes during the planning period.

#### **4.8 Communication and Power Facilities**

Charter Cable Services provides internet services and cable TV in the City. There is a cellular telephone tower located near the City, which provides adequate cellular telephone coverage. Century Link provides land line telephone service to the City.

Electric power is provided to the City of Fox Lake by Alliant Energy. Electric service is available in all parts of the City. Power generating and high voltage transmission facilities are adequate for the planning period.

Natural Gas service in the City of Fox Lake is provided by Alliant Energy. Gas service is available in all areas of Fox Lake. Two areas of the City could require upgrades to the gas distribution system if demand increases. One of these areas is in the industrial park on the south side of the City. Current service is adequate to meet customer demands. However, if a new industrial facility with high gas demands were to locate in the park it is likely an additional gas line would need to be run to the park. The other area that may require an upgrade in gas service is the area west of the City along the lake. Current service in this area is adequate; however substantial increases in development could require upgrades to the natural gas service.

#### **4.9 Sanitary Sewer Service**

The City of Fox Lake shares a sanitary sewer system with the Fox Lake Inland Lake and Rehabilitation District. The system serves both the City and Sanitary District that surrounds Fox Lake. The waste water treatment facility, recently upgraded, provides for the combined requirements of both the City and the District. The City currently owns 65% of the waste water treatment facility designed for an average daily flow of 530,000 gallons per day (gpd). The Fox Lake sewer system has approximately 12,500 feet of force main, 51,500 linear feet (LF) of sanitary main and four lift stations within the City. The primary pumping station within the City is located on Trenton Street and pumps the majority of City waste to the waste water treatment facility. Pumping Station #4, on STH 33, pumps the balance of sanitary waste to the treatment facility West of Mill Creek. Current City flow levels are between 225,000 and 275,000 gpd.

Sanitary waste treatment facilities and aerated lagoon system with seepage cells are located approximately 2.5 miles northwest of the City on CTH AA. Total capacity of the treatment facility is 530,000 gpd.

Recently the City of Fox Lake has undertaken significant upgrades to the waste water collection and treatment system. In order to eliminate bypassing and limit infiltration/inflow to the sanitary sewer system, the City has undertaken an expansion project. Primary elements completed in 2010 include the following:

- Construction of a 7 million gallon waste water equalization basin.
- Reconstruction and extension of the Rosedale Street interceptor sewer.
- Reconstruction of the Spring Street/STH 33 trunk sewer.
- Expansion for FWLPCC waste water system to 530,000 gpd (addition of six new effluent seepage cells).

The City has in place, a compliance monitoring system to insure that clear water entering into the sanitary sewer system is maintained at the lowest level possible. Initiatives undertaken by City administration and staff include the following:

- Conducted a system wide smoke testing study in 2010 to identify points of clear water entry (inflow) into the system.
- Enactment of an ordinance requiring private laterals that have been identified as deficient or causing clear water entry into the sewer system to be replaced on an as needed basis.
- Continue inspection of buildings within the Fox Lake Sewer District concurrent with water meter replacement schedule.
- Target specific sanitary sewer reaches for replacement and/or lining in conjunction with future street and utility improvement projects.

Recent upgrades to the sanitary sewer system have provided more than enough capacity to serve the future needs of the City.

#### **4.10 Public Water Supply**

The City of Fox Lake's water supply is provided by the City's public water system. The City's water system consists of two wells, one water tower, and 12.9 miles of water main. The water system provides service to 640 customers, which are six more customers than in 2002. City well #1 is located on Davis Street and is 440 feet deep. City well #2 is located near Jay and Warehouse Streets and is 540 feet deep. The City's water tower is located on Davis Street adjacent to well #1. The tower 160 feet tall and has a capacity of 225,000 gallons. Water treatments include chlorination, fluoridation, and iron removal.

The City of Fox Lake has been on a water meter replacement program. Approximately 60 water meters are replaced on an annual basis in order to insure proper meter readings. City staff continues to monitor fluctuations in water usage and has previously utilized 'leak detection technology in order to identify potential water main breaks and leaking valves.

Map 4-5, Appendix A, displays the location of the public utilities within the City.

## **4.11 Storm Water Management**

The City of Fox Lake has not adopted a formal storm water management ordinance. However, the City has enacted a storm water management policy, which has been in place since 2000 and has served as a benchmark to guide all development projects undertaken since that time. The policy requires that the runoff from a 25 year post development storm event be reduced to a 10 year predevelopment storm event. Moreover, the policy provides that total suspended solids within the runoff be reduced by 80%. Other requirements as mirrored within Wisconsin Administrative Code NR151 are incorporated by reference.

Currently, the storm sewer system network is inspected and maintained by City staff on an annual basis. Moreover, storm water improvements are undertaken in concert with street and utility reconstruction projects in order to ensure that the future integrity of the storm sewer system remains compliant with current regulations and is able to accommodate future City growth.

## **4.12 Health Care Facilities**

The only health care facility in Fox Lake is a health care center affiliated with Agnesian Health Care based out of Fond du Lac. Other health care facilities are located in the cities of Beaver Dam and Waupun which are located seven and ten miles respectively from the City of Fox Lake. A full range of medical services are available in these cities including several health care clinics and two hospitals. Additional services are available in Madison which is 45 miles to the southwest. Health care facilities appear adequate for the planning time period.

## **4.13 Day Care Facilities**

One commercial child care facility is located in the City. Other child care facilities are located in the nearby cities of Beaver Dam and Waupun. Child care appears to be adequate for the planning timeframe.

## **4.14 Utilities and Community Facilities Trends**

The following trends need to be anticipated with regard to planning for future utilities and community facilities in the City of Fox Lake.

- ♦ Local government budget constraints will drive the need for intergovernmental cooperation for services and programs;
- ♦ There will be an increased need for communities and other jurisdictions to coordinate the development of various recreational facilities;
- ♦ Due to investments made in the sanitary sewer system and the public water system, the City's utilities are more than adequate to handle future growth and no major improvements are needed during the planning period.

## **4.15 Expansion or Rehabilitation of Existing Utilities and Community Facilities Timetable**

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

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

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

#### Short Term

- ◆ Study the feasibility and need to expand the Municipal Building in order to provide the Police Department more office space.

#### Long Term

- ◆ No recommendations.

### **Police Services**

#### Short Term

- ◆ Consider the consolidation of police services with the Town of Fox Lake, in order to provide better service and increase officer safety.
- ◆ If consolidation of police services occurs, the current part-time secretary position should be expanded to a full-time position.

#### Long Term

- ◆ No recommendation.

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

#### Short Term

- ◆ Replace a 1997 pumper truck.

#### Long Term

- ◆ No recommendation.

### **School Facilities**

#### Short Term

- ◆ Support the Charter school program in the City of Fox Lake.

#### Long Term

- ◆ No recommendation.

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

### Short Term

- ◆ The library should be made fully handicap accessible.
- ◆ Expand the library at its current location by at least 8,000 square feet or move to another downtown location with adequate space.

### Long Term

- ◆ No recommendation.

## **Parks and Recreation**

### Short Term

- ◆ Explore the need and feasibility of additional pedestrian and bike trails.

### Long Term

- ◆ Encourage the State Department of Natural Resources to properly manage Fox Lake in an effort to maintain and improve water quality, fishing, and recreational opportunities.

## **Solid Waste and Recycling**

### Short Term

- ◆ No recommendation

### Long Term

- ◆ No recommendation

## **Sanitary Sewer Service**

### Short Term

- ◆ Continue inspection of buildings within the sewer district concurrent with the water meter replacement schedule.

### Long Term

- ◆ Target specific sanitary sewer reaches for replacement and/or lining in conjunction with future street and utility improvement projects.

## **Public Water**

### Short Term

- ◆ Continue water meter replacement program.

### Long Term

- ◆ No recommendation.

## **Storm Water Management**

### Short Term

- ◆ Continue to enforce the storm water management policy.

### Long Term

- ◆ Improvements to storm water management facilities should be done in concert with street and utility reconstruction projects.

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

### Short Term

- ◆ No recommendation beyond what private enterprise has provided.

### Long Term

- ◆ No recommendations beyond what private enterprise has provided.

## **Local Roads and Bridges**

### Short Term

- ◆ Replace street sweeper.

### Long Term

- ◆ No recommendation.

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

### Short Term

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

### Long Term

- ◆ No recommendation.

## **4.16 Utilities and Community Facilities Goals and Objectives**

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

### Goal 1: Maintain and improve City services

- 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: Coordinate the provision of public services with other units of government.
- Objective 3: Direct public services into areas planned for development.

Goal 2: Ensure that public facilities meet the needs of the City residents.

- Objective 1: Ensure adequate public facilities for planned growth and development in proper locations with adequate space for the future.
- Objective 2: Coordinate the provision of public facilities with other units of government.
- Objective 3: Coordinate efforts between the City of Fox Lake and the Waupun School Board to make sure schools meet the needs of City residents.

Goal 3: Make sure modern and adequate utilities are provided for residential, commercial, and industrial users.

- Objective 1: Encourage public utilities to be provided according to long-range needs and in proper locations with adequate space for the future.
- Objective 2: Coordinate the provision of public utilities with other units of government.
- Objective 3: Ensure planned developments include adequate utilities.

Goal 4: Ensure adequate park and recreational opportunities.

- Objective 1: Explore the need and feasibility of additional:
  - bike trails
  - cross-country ski trails
  - sledding hill
  - boat launches
  - picnic areas
  - parks
  - nature preserve
- Objective 3: Maintain an up to date City park, recreation and open space plan to make the City eligible for grants from the WDNR.
- Objective 4: Encourage the State Department of Natural Resources to properly manage Fox Lake in an effort to maintain and improve water quality, fishing, and recreational opportunities.

#### **4.17 Utilities and Community Facilities Policies and Recommendations**

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of

the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

### **Policies**

1. The City should consider the consolidation of services with the Town of Fox Lake prior to the expansion of any city service.
2. The Charter school program within the City of Fox Lake will be supported by the City.
3. The City shall address storm water management as a requirement of all development proposal reviews.
4. New development shall use best management practices for construction site erosion control.
5. Expansion of the library at its current location or moving the library to another downtown location should be supported by the City.
6. The provision of necessary improvements should be provided concurrent with the development of the proposed project. Developments with requirements beyond existing levels of service related to police and fire protection, schools, roads, and utilities should not be allowed until such services can be adequately provided and maintained.
7. The City should continue to utilize and update the City’s web site to inform residents about city events, plans, regulations, and general information.

### ***Recommendations***

Recommendations are specific actions or projects that the community should be prepared to complete. The completion of these actions and projects are consistent with the community’s policies, and therefore will help fulfill the comprehensive plan goals and objectives. For a complete list of recommendations refer to section 4.15 of this chapter.

## **4.18 Utilities and Community Facilities Programs**

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

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

The Wisconsin CDBG Public Facilities Program is designed to assist economically distressed smaller communities with public facility improvements. Eligible activities include, but are not limited to, publicly-owned utility system improvements, streets and sidewalk improvements, development of community centers. Federal grant funds are available annually. The maximum grant for any single applicant is \$750,000. Grants are only available up to the amount that is adequately justified and documented with engineering or vendor estimates. For more

information on this program contact the Wisconsin Department of Commerce, Division of Community Development.

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

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

#### Public Service Commission of Wisconsin

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

#### Local Road Improvement Program (LRIP)

The Local Roads Improvement Program (LRIP) was established in 1991 to assist local units of government in improving seriously deteriorating county highways, municipal streets in cities and villages. The program has three entitlement components that provide funding for road improvements. Cities are eligible for funding through the Local Road Improvement Program (LRIP). The LRIP is a reimbursement program, which may pay up to 50% of total eligible project costs, with the balance of funding matched by the local unit of government. All applicable projects are locally let and reimbursed by WisDOT upon project completion.

Only work on existing roads under the authority of the local unit of government is eligible for funding. Eligible projects include the following categories: Reconstruction, Resurfacing, Reconditioning, and Structure projects. Eligible project costs are the costs eligible to be reimbursed by the department for an eligible LRIP project, and may include feasibility studies, design, right-of-way acquisition, any items that are an integral part of street and road reconstruction, and related engineering costs.

## **5.0 Agricultural, Natural, and Cultural Resources**

### **5.1 Introduction**

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

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

Development must be carefully adjusted to coincide with the ability of the agricultural, natural, and cultural resource base to support the various forms of urban and rural development. This balance must be maintained to prevent the deterioration of that underlying and sustaining base, because these resources make each community unique. These features promote civic pride and often create a sense of place.

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

### **5.2 Soils**

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

Most of the City and areas to the west and south are characterized by the St. Charles-LeRoy-Lomira soil association. These soils are deep, nearly level to steep, well drained to moderately well drained soils. Soils in the eastern and northeastern portions of the City are of the Plano-Mendota soil association. These soils are deep, nearly level to sloping, well drained to moderately well drained. Topsoil depths in the City 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 and for development. The evaluation of soil should be an important consideration when examining land use decisions.

### **5.3 Prime Agricultural Soils**

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

Most of the soil in and around the City of Fox Lake is upland silt loam of good agricultural quality. Protection of the best remaining farmland for agricultural enterprises should be considered as the City grows. The intrusion of non-farm uses continues to threaten the supply of the best agricultural soils. Orderly, well thought out, development can help minimize the amount of agricultural land taken out of production as new development occurs around the City. Map 5-1, Appendix A shows the prime agricultural soils in the City of Fox Lake.

### **5.4 Forests**

Few sizable forested areas exist in or around the City of Fox Lake. Most of the small wooded areas in the City are contained within wetland areas and consist of wetland species. These areas are located along Fox Lake and in the wetland areas south of the City. Other small wooded areas exist along former fence rows and within the residential neighborhoods of the City. Likewise, few wooded areas exist in the areas adjacent to the City. Most of these areas were cleared long ago to make way for agriculture.

Nonetheless, woodlands do provide economic and ecological value the City. The primary economic advantage of the remaining forested areas in the City of Fox Lake may be as recreational areas. Woodlands containing desirable species of trees take a very long time to grow. It would be advantageous to preserve as many of the remaining woodlots as possible. Map 5-2, Appendix A shows the location of wooded areas in and around the City.

### **5.5 Metallic and Nonmetallic Mineral Resources**

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

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

Nonmetallic Mining Reclamation Overlay District is enforced throughout Dodge County, including the City of Fox Lake. Though the nonmetallic mining overlay district is enforced in the City of Fox Lake, the City still has zoning control over mining operations. The City of Fox Lake does not have a nonmetallic mine site.

## **5.6 Wetlands**

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

Wetlands may be seasonal or permanent and are commonly referred to as swamps, marshes, fens, or bogs. Wetland plants and soils have the capacity to store and filter pollutants ranging from pesticides to animal wastes. Wetlands can make lakes, rivers, and streams cleaner, and drinking water safer. Wetlands also provide valuable habitat for fish, plants, and animals. In addition, some wetlands can also replenish groundwater supplies. Groundwater discharge from wetlands is common and can be important in maintaining stream flows, especially during dry months.

There are approximately 140 acres of wetlands in the City of Fox Lake, according to the Wisconsin Department of Natural Resources. Wetlands areas in the City are located mainly along the shores of Fox Lake and Mill Creek however a significant wetland area also exists in the south and southeastern portion of the City. Map 5-3, Appendix A displays wetlands and surface water in the City.

## **5.7 Floodplains**

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

There are approximately 129 acres of floodplains in the City of Fox Lake. This represents approximately 13 percent of the area of the City. Map 5-4, Appendix A shows the floodplains in the City of Fox Lake. Structures are undesirable in floodplains because they reduce water storage capacity, retard the flow of floodwater, and can be damaged or destroyed by floods. Floodplains can be used for parks, recreation, and agriculture as well as a variety of other uses that do not involve structures.

## **5.8 Surface Water Features**

The City of Fox Lake contains two stream corridors. The largest of these stream corridors is Mill Creek which flows from Fox Lake southeast through the City and eventually empties into Beaver Dam Lake. A dam located on the creek was originally constructed to run a grist mill but now regulates water levels in Fox Lake. The total length of the creek is 4.1 miles of which approximately half is located within the City limits. The only other stream corridor located within the City limits is a small unnamed stream in the southeastern portion of the City. This stream flows in a southeasterly direction through a wetland area and empties into Beaver Dam Lake. Both of the streams in the City face some degree of siltation and pollution from agricultural operations and urban runoff.

The largest and most significant surface water body in the City is Fox Lake. The lake was originally a small glacial lake that was enlarged by a dam on Mill Creek in the City of Fox Lake. The lake covers approximately 2,625 acres and is one of the deeper lakes in the County, with a maximum depth of 19 feet. Water quality in the lake is impacted by sediment and nutrient runoff from agriculture operations and urban-run off from the City of Fox Lake. However, the lake is a popular and valuable recreational resource, providing swimming, boating, and fishing opportunities. The lake attracts fisherman in pursuit of the walleye, muskie, northern pike, bass, and panfish found in the lake. Map 5-5, Appendix A illustrates stream corridors and surface water in the City.

## **5.9 Groundwater Resources**

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

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

## **5.10 Environmentally Sensitive Areas**

Environmentally sensitive areas or environmental corridors are continuous systems of open space that often include environmentally sensitive lands including woodlands, wetlands, floodplains, natural areas, and steep sloped areas. Environmental corridors serve multiple functions; hence they require protection from disturbance and development. Protection and preservation of environmental corridors contribute to water quality through reduction of nonpoint source pollution and protection of natural drainage systems. Environmental corridors can protect a community's sensitive natural habitat areas, as well as provide a buffer between natural undeveloped areas and developed areas. Map 5-6, Appendix A identifies environmental corridors and natural limitations for building site development in the City of Fox Lake.

## **5.11 Threatened and Endangered Species**

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



**Table 5-1**  
**Rare, Threatened, and Endangered Species,**  
**City of Fox Lake and Dodge County**

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

Source: Wisconsin Department of Natural Resources.

## **5.12 Wildlife Habitat and Recreational Areas**

Wildlife habitat can be simply defined as the presence of enough food, cover, and water to sustain a species. The wetland areas of the City and the lake are accommodating for many types of waterfowl, such as geese, ducks, herons, egrets, and swans. The City of Fox Lake is also home to a variety of song birds and the typical upland animals of southern Wisconsin, including deer, rabbit, fox, raccoon, squirrel, and muskrat.

The Wisconsin Department of Natural Resources identifies State Natural Areas, which are defined as tracts of land in a natural or near natural state and which are managed to serve several purposes including scientific research, teaching of resource management, and preservation of rare native plants and ecological communities. There are no State Natural Areas in the City of Fox Lake.

## **5.13 Historic Places**

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

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

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

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

The Wisconsin Architecture & History Inventory (AHI) provided by the Wisconsin Historical Society lists historical and architectural information on properties in Wisconsin. The AHI contains data on buildings, structures, and objects that illustrate Wisconsin's unique history. The majority of properties listed are privately owned. Listed properties convey no special status, rights, or benefits. According to the AHI, the City of Fox Lake has 45 sites in the Wisconsin Architecture & History Inventory.

## **5.14 Cultural Resources**

### **Cultural Facilities**

Cultural amenities such as libraries, museums, and historical markers, enhance the quality of life, encourage residential development and attract tourism. Such amenities are limited in the City of Fox Lake since it lacks the support populations needed for diverse cultural opportunities. However, the City does have a public library and the Bernard "Bunny" Berigan historical marker located in Adams Spring Park.

## **5.15 Community Design**

The City of Fox Lake is located in the northwest portion of Dodge County, along the southern shore of Fox Lake. The City covers over 1,000 acres in area with vacant/agricultural land accounting for the largest land use. The City of Fox Lake has a large amount of undeveloped land along Fox Lake.

## **5.16 Agricultural, Natural, and Cultural Resources Trends**

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

- ◆ Interest in using Fox Lake and Mill Creek for recreational purposes will continue;
- ◆ The City's woodlands and highland areas will be desired as residential building sites;
- ◆ Challenges to groundwater resources will grow including increasing quantity of withdrawal and increasing of potential contamination sources;
- ◆ Undeveloped land along the lake will experience increased pressure to develop the land;
- ◆ The library will need to move to a new location or be remodeled.

## **5.17 Agricultural, Natural, and Cultural Resources Goals and Objectives**

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

### **Goal 1: Protect and enhance the unique identity of the City of Fox Lake.**

- Objective 1:* Promote participation in conservation programs offered by the state.
- Objective 2:* Provide protective zoning on distinct natural features in the community.

### **Goal 2: The preservation of historic structures and places within the City.**

- Objective 1:* Encourage participation in historic preservation tax credit programs.
- Objective 2:* Obtain grants and develop a comprehensive inventory of historic properties in the City of Fox Lake.
- Objective 3:* Develop a historic preservation ordinance for the City.
- Objective 4:* Encourage the listing of historic properties on the state and national registers of historic places.

### **Goal 3: The remaining wetlands protected in their natural state.**

- Objective 1:* Prevent further draining of wetlands.
- Objective 2:* Provide conservancy zoning for wetlands and floodplains.

*Objective 3:* Protect wetlands from siltation and runoff by requiring a development buffer area around all DNR designated wetlands.

**Goal 4: No structural development (except for possible stream improvements) on FEMA 100 year floodplains.**

*Objective 1:* Prevent the rebuilding of structures in floodplains that are seriously deteriorated, damaged or destroyed.

*Objective 2:* Prevent the construction of structures in the floodplain by enforcement of zoning and land development regulations.

**Goal 5: An increased number of trees throughout the City.**

*Objective 1:* Discourage the cutting of existing mature trees.

*Objective 2:* Encourage tree planting throughout the City especially along City streets and in residential and recreational areas.

## **5.18 Agricultural, Natural, and Cultural Resources Policies and Recommendations**

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

### ***Policies***

1. The remaining wetland and floodplain areas of the City should not be developed.
2. The environmental corridor along Mill Creek should be protected.
3. Protect the view of Mill Creek from Mill Road.
4. Restrict development which would result in an excessive amount of run-off reaching the City’s waterways.
5. The preservation of historic places and structures should be a priority in order to preserve the historic character of the City.

### ***Recommendations***

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

1. Consider the adoption of a Historic Preservation Ordinance.
2. Update the City's Zoning Ordinance to be consistent with the Comprehensive Plan.
3. Develop strict erosion control standards in order to prevent an excessive amount of run-off from reaching waterways within the City.
4. Create an inventory of historic places and structures within the City and provide for recognition of those places.

## **5.19 Agricultural, Natural, and Cultural Resources Programs**

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

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

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

### Wisconsin Glacial Habitat Program

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

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

## **County Programs**

### Land & Water Resource Management Plan Implementation

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

### Tree Sales and Tree Planting

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

### Wisconsin Nonpoint Runoff Rule Implementation

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

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

## **State and Federal Conservation Programs**

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

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

### Conservation Security Program (CSP)

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

### Environmental Quality Incentives Program (EQIP)

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

## **6.0 Economic Development**

### **6.1 Introduction**

Economic development planning is the process by which a community organizes, analyzes, plans, and then applies its energies to the tasks of improving the economic well-being and quality of life for those in the community. This can be done by addressing issues such as enhancing a community's competitiveness, establishing industrial policy, encouraging sustainable development, creating jobs, increasing wages and enhancing worker training, and improving overall quality of life. All of these issues affect residents within a community and are addressed directly or indirectly in the comprehensive plan.

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

Successful plans for economic development acknowledge the importance of:

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

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

## 6.2 Labor Force and Employment Status

### Civilian Labor Force

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

**Table: 6-1**  
**City of Fox Lake and Dodge County, Labor Force Comparisons,**  
**2009**

Characteristics	City of Fox Lake		Dodge County	
	Number	Percent	Number	Percent
Persons Age 16 or Over	1,241		70,935	
Males	642	51.7%	37,807	53.3%
Females	599	48.3%	33,128	46.7%
In Labor Force	896	72.2%	46,398	65.4%
Males	498	55.0%	25,000	53.9%
Females	398	45.0%	21,398	46.1%
Civilian Labor Force	896	---	46,385	---
Employed	809	90.3%	43,974	94.8%
Unemployed	87	9.7%	2,411	5.2%

Source: U.S. Census Bureau, 2005-2009 American Community Survey

**Table: 6-2**  
**Civilian Labor Force Annual Averages, Dodge County and Wisconsin,**  
**2007-2010**

	2007	2008	2009	2010	# Change 2007-10	% Change 2007-10
<b>Dodge County</b>						
Labor Force	47,090	47,145	47,286	46,134	(956)	(2.0%)
Employment	44,752	44,762	42,651	42,016	(2,736)	(6.1%)
Unemployment	2,338	2,383	4,635	4,118	1,780	76.1%
Unemployment Rate	5.0	5.1	9.8	8.9	3.9	78.0%
<b>Wisconsin</b>						
Labor Force	3,099,456	3,087,331	3,100,503	3,062,636	(36,820)	(1.2%)
Employment	2,951,001	2,936,749	2,829,348	2,807,301	(143,700)	(4.7%)
Unemployment	148,455	150,582	271,155	255,335	106,880	72.0%
Unemployment Rate	4.8	4.9	8.7	8.3	3.5	72.9%

Source: Wisconsin Department of Workforce Development, Bureau of Workforce Information, Local Area Unemployment Statistics, 2007-2010.



The City of Fox Lake has a significantly larger percentage of those persons age 16 and over that are in labor force as compared to Dodge County. However, of those in the labor force, the City has a higher unemployment rate as compared to Dodge County. According to Table 6-2, the labor force of Dodge County has decreased by two percent (956 persons) since 2007, likewise Wisconsin's labor force decreased by 1.2 percent (36,820). The decrease in labor force may be due to fewer people working and fewer people actively looking for employment. Similar to the labor force figures, employment figures decreased from 2007 to 2010 for Dodge County and Wisconsin, 6.1 percent and 4.7 percent respectively.

Due to the economic recession unemployment rates are up across the country. In Dodge County, the unemployment rate was at 8.9 percent in 2010, a 3.9 percent increase from 2007 (5.0 percent). Since 2007, unemployment has increased by 1,780 persons in Dodge County and 106,880 in Wisconsin.

## Income

Table 6-3 displays the most recent household income and median household income information for the City of Fox Lake as reported by the US Census Bureau, 2005 – 2009 American Community Survey. American Community Survey information is a sample of the City and is subject to sampling variability. However, the survey provides the most recent data available and provides necessary background information.

**Table 6-3**  
**Household Income**  
**City of Fox Lake**

Income \$	C. Fox Lake	
	Number	% of Total
Less than \$10,000	71	10.5
\$10,000 to \$14,999	41	6.0
\$15,000 to \$24,999	85	12.5
\$25,000 to \$34,999	52	7.7
\$35,000 to 49,999	119	17.5
\$50,000 to \$74,999	168	24.7
\$75,000 to \$99,999	82	12.1
\$100,000 to \$149,999	54	8.0
\$150,000 or More	7	1.0
Total	679	100.0
Median Household Income	\$46,528	

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

Source: U.S. Census Bureau, 2005-2009 American Community Survey

The highest percentage (24.7 percent) of residents in the City of Fox Lake had a household income between \$50,000 to \$74,999. The next largest percentage (17.5 percent) of household income was \$35,000 to \$49,999. Only 9.0 percent of the households in the City of Fox Lake had a household income of \$100,000 or greater. The median household income for the City of Fox Lake is \$46,528. The median household income for Dodge County is \$52,658.

### **Commuting to Work**

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

The average commuting time to work for City residents was 21.2 minutes in 2009. This compares to 22.4 minutes for Dodge County. A higher percentage of City residents (5.7%) walk to work than County residents (3.4%). This can be expected in cities as compared to counties.

## **6.3 Economic Base Analysis**

### **Employment by Industrial Sector**

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

Table 6-4 displays the number and percent of employed persons by industry group in the City of Fox Lake as reported by the US Census Bureau, 2005 – 2009 American Community Survey. The American Community Survey information is a sample of the City and is subject to sampling variability. However, the survey provides the most recent data available and provides necessary background information.

**Table 6-4**  
**Employment by Industrial Sector,**  
**City of Fox Lake**

Industry	City of Fox Lake	
	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	14	1.7
Construction	56	6.9
Manufacturing	267	33.0
Wholesale trade	28	3.5
Retail trade	75	9.3
Transportation and warehousing, and utilities	26	3.2
Information	11	1.4
Finance, insurance, real estate, and rental and leasing	15	1.9
Professional, scientific, management, administrative, and waste management services	32	4.0
Educational, health, and social services	103	12.7
Arts, entertainment, recreation, accommodation, and food services	118	14.6
Other services (except public administration)	15	1.9
Public administration	49	6.1
Total	809	100.2

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

Source: U.S. Census Bureau, 2005-2009 American Community Survey

Similar to Dodge County and the State of Wisconsin, the City of Fox Lake has a high number of residents in the manufacturing sector. The manufacturing sector supplied the most jobs in the City of Fox Lake, accounting for 33.0 percent. Only 27.2 percent of County residents are employed in the manufacturing sector. The second highest employment sector is the arts, entertainment, recreation, accommodation, and food services, which provides 14.6 percent of the jobs in the City. The educational, health, and social services account for 12.7 percent of the jobs in the City. In comparison, almost 18 percent of County residents are employed in the educational, health, and social services sector.

### **Employment by Occupation**

The previous section, Employment by Industry, described employment by the type of business or industry, or sector, of commerce. What people do, or what their occupation is within those sectors, can also reveal factors that influence incomes and overall employment.

Table 6-5 displays the number and percent of employed persons by occupation in the City of Fox Lake as reported by the US Census Bureau, 2005 – 2009 American Community Survey. The American Community Survey information is a sample of the City and is subject to sampling variability. However, the survey provides the most recent data available and provides necessary background information.

**Table 6-5**  
**Employment by Occupation**  
**City of Fox Lake**

Occupation	City of Fox Lake	
	Number	Percent of Total
Management, professional, and related occupations	125	15.5
Service occupations	200	24.7
Sales and office occupations	162	20.0
Farming, fishing, and forestry occupations	14	1.7
Construction, extraction, and maintenance occupations	80	9.9
Production, transportation, and material moving occupations	228	28.2
Total	809	100.0

Source: U.S. Census Bureau, 2005-2009 American Community Survey

Production, Transportation, and Material Moving Operations accounts for the largest occupational category in the City with 28.2 percent. This compares to 25.0 percent in the County for the same category. The importance of the manufacturing sector is again displayed for Fox Lake. The second largest category is Service Occupations with 24.7 percent. This compares to only 14.7 percent in the County for the same category. The service related occupations are very important for the City of Fox Lake, employing 200 residents.

Another category where there is a large percentage difference between the City and the County are Management, Professional, and Related Occupations. In the County, 26.7 percent of the occupations are in this category, while in the City only 15.5 percent of the occupations are in this category. Evidently, Fox Lake does not have the type of businesses that require a large number of management and professional personnel.

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

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

- ♦ Spills, a discharge of a hazardous substances that may adversely impact, or threaten to adversely impact, public health, welfare, or the environment. Spills are usually cleaned up quickly.
- ♦ LUST, a Leaking Underground Storage Tank that has contaminated soil and/or groundwater with petroleum. Some LUST cleanups are reviewed by the DNR and some are reviewed by the Dept. of Commerce.
- ♦ ERP, Environmental Repair Program sites are sites other than LUSTs that have contaminated soil and/or groundwater. Often, these are old historic releases to the environment.
- ♦ VPLE, Voluntary Property Liability Exemptions apply to sites in which property owners conduct an environmental investigation and cleanup of an entire property and then receives limits on their future liability.
- ♦ Superfund, a federal program created by Congress in 1980 to finance cleanup of the nation's worst hazardous waste sites. 39 sites are currently found in Wisconsin

According to the BRRTS database, there are 1,028 environmentally contaminated sites in Dodge County. Of the 1,028 sites, 652 are closed. Closed sites have completed all clean up requirements and have received a case closure letter from the DNR. Approximately 229 sites are open sites or conditionally closed sites. These sites are in need of clean up or clean up is underway. Therefore, those sites could have potential for commercial or industrial use. However, some sites will be more adequately suited than others. Of the 229 open or conditionally closed sites, 167 are reported spill sites, 25 are LUST sites, 35 are ERP sites, and 2 are VPLE sites.

The City of Fox Lake has 12 sites listed in the BRRTS database. All of the sites are listed as closed. For the most up to date information on environmentally contaminated sites in the City of Fox Lake, see the DNR's BRRTS database at: <http://www.dnr.state.wi.us/org/aw/rr/brrts/index.htm>.

## **6.4 Employment Forecast**

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

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

Overall, the number of jobs in South Central Wisconsin is expected to grow by 17,260 or 3.9 percent. Most sectors of the manufacturing industry are expected to decline in employment. Only employment in food manufacturing is projected to increase, but only by 0.1 percent. The sectors with the highest projected highest growth are Hospitals (12.6%) and Education and Health Services (12.3%). Other growth industries include Information/Professional Services/Other Services (7.3%) and Leisure and Hospitality (5.9%). It seems that the City should try to diversify its employment base by recruiting businesses related to health services and depend less on manufacturing. Leisure and Hospitality could also be a growth area for the City.

## **6.5 Desired Business and Industry**

An important consideration in economic development for the City of Fox Lake is the attraction of the right types of businesses and industries. The community opinion survey conducted as part of the planning process to develop the 2002 Fox Lake Comprehensive Plan indicated a very strong positive response to attracting new businesses and manufacturing to Fox Lake. The survey asked the question “What retail items or services not now available in Fox Lake should be offered by existing or new businesses?” The top ten responses with the corresponding number of responses are listed below:

1. Hardware store (85)
2. Drug store (69)
3. Doctor/Medical clinic (43)
4. Car Wash (41)
5. Grocery store (40)
6. Discount store (38)
7. Fast food restaurant (33)
8. Restaurant (24)
9. Clothing store (20)
10. Motel/Hotel (11)

Since the survey was conducted, a new medical clinic has opened in the City and a grocery store and a hardware store has opened and closed. The listing provides a valuable guide to City officials as to what businesses to actively pursue.

A type of industry that should be pursued in Fox Lake is the tourism industry. Due to the existence of Fox Lake and two other area lakes, the tourism industry is an important industry now and in the future. A cooperative marketing effort with nearby communities should be undertaken. Improvement of the downtown area would help attract more visitors to the area. Another area of potential future growth could be health services.

The City has been successful in recruiting new industries to the City in the past. The City should continue to actively pursue manufacturing facilities, but possibly those in nontraditional areas of manufacturing should be given priority. Manufacturing operations that provide higher than average wages should also be given priority.

## **6.6 Strengths and Weaknesses**

The City of Fox Lake's proximity to a lake is a strength for attracting business and industry to the City. Fox Lake provides recreational opportunities and improves the quality of life in the City. Being a small city that is not adjacent to a major metropolitan area, the cost of land for development is relatively low. In addition, the labor costs are also relatively low for the same reasons. The City also has a high quality industrial park and a downtown area that contains several historic buildings. Another strength would be state highways and county highways that provide good transportation routes in every direction and easy access to a four-lane highway.

The downtown area of Fox Lake is not as economically vital as it once was. The lack of retail shopping and the general appearance of the downtown could be seen as a weakness, although improvements have been made to the downtown. The large number of trucks and other traffic driving through the downtown area contributes to an unfriendly atmosphere for shoppers and pedestrians. The relatively small population of the City does not provide a large enough market for certain retail businesses. Residents can travel to the nearby larger cities of Beaver Dam and Waupun for shopping. A weakness for attracting industries is not being located directly along a four-lane highway. Another weakness would be not having the availability of railroad service to the community.

## **6.7 Sites for Business and Industrial Development**

Commercial development in Fox Lake is concentrated along STH 33 (State Street) in about a three block area. There are also several businesses west of Mill Creek along State Street. New businesses should be encouraged to locate within or adjacent to these existing commercial areas.

The City has a high quality industrial park to serve as the designated site for industries. The industrial park has enough available land to serve the immediate needs of the City. However, depending on the success in finding new tenants, the City may need to expand the availability of development ready sites adjacent to the existing industrial park. Industrial development outside of the industrial park should be discouraged.

The Land Use Element and the associated Future Land Use Map (Map 8-1) identifies desired future locations of business and industrial development within the City.

## **6.8 Economic Development Trends**

Manufacturing is a major source of employment and income in the City of Fox Lake. Sales and Service occupations are also major economic components as well. These trends form the base of the current local economy. Over the next 20 years a number of economic trends are anticipated that will affect the existing economic base:

- ◆ The composition of the labor force will change due to continued decreases in family size and the aging of the population.
- ◆ Fox Lake will likely continue to depend heavily on the manufacturing sector of the economy. International and national economic trends will continue to affect the manufacturers found in Dodge County and the City.
- ◆ Increases in automation and technology in manufacturing will change the existing manufacturing base and affect the labor force.
- ◆ Tourism will likely increase as a factor in the economy.
- ◆ The service-based sector of the economy will continue to grow, particularly recreation and health-related services, as the population ages.

## 6.9 Economic Development Goals and Objectives

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

### **Goal 1: Strengthen the economic vitality of the downtown area.**

- Objective 1:* Delineate the boundaries of what will be considered “Downtown” Fox Lake, so as to concentrate efforts on improvements.
- Objective 2:* Develop a common theme and signage for the Fox Lake Area in conjunction with Town Officials. The inclusion of Beaver Dam Lake, Lake Emily and the appropriate municipalities should be considered.
- Objective 3:* Apply for a Destination Marketing JEM Grant to create a new theme for Fox Lake and to promote it.
- Objective 4:* Consider the possibility of promoting the fishing aspect of Fox Lake. Use a fishing theme for signs in the City and for promotion of the area. Make the City and surrounding area very fisherman friendly.
- Objective 5:* Establish a City Register of Historic Places. Develop a brochure and common signage to identify locations. Include Indian heritage tours.
- Objective 6:* Apply to be a Main Street Program City.
- Objective 7:* Discourage new commercial zoning outside of the Downtown Area.
- Objective 8:* Organize activities such as festivals and fishing tournaments centered on the downtown area.
- Objective 9:* Encourage multiple uses of existing buildings. Amend zoning ordinance and map to allow mixed uses.
- Objective 10:* Support the development of small downtown parking lots, when needed. In addition, support and coordinate the use of shared parking lots.



*Objective 12:* Research what type of businesses would be successful downtown and actively pursue such businesses. Consideration should be given to a hardware store, restaurant, bed and breakfast or microbrewery.

*Objective 13:* Establish a cooperative Main Street program with the Village of Randolph and City of Waupun to share a full-time Main Street Program Director.

**Goal 2: Improve appearance of commercial areas in the City.**

*Objective 1:* Accommodate new commercial businesses and the expansion of existing business where appropriate.

*Objective 2:* Promote landscaping and beautification projects including a tree planting program along State Street.

*Objective 3:* Encourage clustering of commercial uses in compact areas to maximize consumer safety and convenience, improve traffic safety and enhance economic viability, where appropriate.

*Objective 4:* Avoid strip commercial areas along streets and highways that conflict with surrounding land uses.

**Goal 3: Promote industrial and manufacturing uses.**

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

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

*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 City of Fox lake Industrial Park before rezoning more land in the City for industrial/manufacturing purposes.

*Objective 5:* Offer limited incentives based on a percentage of the project cost.

**Goal 4: Promote a unified approach involving the City, County, state and private entities for economic development of the area.**

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

*Objective 2:* Encourage the expansion of commercial and industrial uses in appropriate areas where City services are available.

*Objective 3:* Cooperate with the Village of Randolph and the City of Waupun to establish an economic development program.

**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:* Insist that new land development pay for its own improvements.
- Objective 4:* Recruit commercial and industrial uses to locate in the City or at least within the Waupun School District boundaries. Additional taxes paid within the school district will lower the taxes for City residents.
- Objective 5:* Consider the use of impact fees.

## **6.10 Economic Development Policies and Recommendations**

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

### ***Policies***

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

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

### ***Recommendations***

1. Recruit health service businesses and nontraditional manufacturers.
2. Expand industrial park to include more development ready sites.

## **6.11 Economic Development Programs**

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

### University of Wisconsin Extension – Dodge County

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

### Dodge County Economic Development Revolving Loan Program

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

### Wisconsin Agricultural Development Zone Program

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

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

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

### Moraine Park Technical College

Moraine Park Technical College (MPTC), located in the City of Beaver Dam, provides a number of employment training opportunities to residents of the City of Fox Lake.

### Wisconsin Department of Tourism

The Wisconsin Department of Tourism offers assistance to municipalities in the form of grant programs or in consulting services. The Joint Effort Marketing Grant Program (JEM) provides partnership funding to help non-profit organizations and municipalities promote tourism. The objective of the Destination Marketing option of the JEM Grant is to create a brand image for your area that highlights the area's best features, provides an economic impact to the area, and assists in the creation and development of regional partnerships.

The Wisconsin Department of Tourism also offers consultant services. One of the services the consultant can provide is the Community Tourism Analysis that is used to assess the community's tourism development options.

### Wisconsin Main Street Program

The Wisconsin Main Street Program is designed to promote the historic and economic redevelopment of traditional business districts in Wisconsin. The program was established in 1987 to encourage and support the revitalization of downtowns in Wisconsin. Each year, the Wisconsin Economic Development Corporation selects communities to join the program. These communities receive technical support and training needed to restore their Main Streets to centers of community activity and commerce.

## **7.0 Intergovernmental Cooperation**

### **7.1 Introduction**

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

In general terms, intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as communicating and sharing information, or it can involve entering into formal intergovernmental agreements and sharing resources such as equipment, buildings, staff, and revenue. It can even involve consolidating services, jurisdictions, or transferring territory.

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

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

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

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

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

Having so many governmental units allows for very local representation and means that Dodge County and City residents have numerous opportunities to participate in local decision-making. However, the number of governmental units with overlapping decision-making authority presents challenges. More governmental units can make communication, coordination, and effective action more difficult, creating a greater potential for conflict. Instead of

communicating ideas within one jurisdiction, communication needs to move across multiple jurisdictions and involve multiple boards, commissions, committees, executives, administrators, and citizens. Goals between communities may differ and present challenges. More governmental units may also mean unwanted and wasteful duplication in the delivery of community services. Cooperation can help avoid this.

### **Intergovernmental Cooperation Benefits**

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

- ♦ Cost savings – Cooperation can save money by increasing efficiency and avoiding unnecessary duplication. Cooperation can enable some communities to provide their residents with services that would otherwise be too costly.
- ♦ Address regional issues – By communicating and coordinating their actions, and working with county, regional and state jurisdictions, local communities are able to address and resolve issues which are regional in nature.
- ♦ Early identification of issues – Cooperation enables jurisdictions to identify and resolve potential conflicts at an early stage, before affected interests have established rigid positions, before the political stakes have been raised, and before issues have become conflicts or crises.
- ♦ Reduced litigation – Communities that cooperate are able to resolve issues before they become mired in litigation. Reducing the possibility of costly litigation can save a community money, as well as the disappointment and frustration of unwanted outcomes.
- ♦ Consistency – Cooperation can lead to consistency of the goals, objectives, plans, policies, and actions of neighboring communities and other jurisdictions.
- ♦ Predictability – Jurisdictions that cooperate provide greater predictability to residents, developers, businesses, and others. Lack of predictability can result in lost time, money, and opportunity.
- ♦ Understanding – As jurisdictions communicate and collaborate on issues of mutual interest, they become more aware of one another's needs and priorities. They can better anticipate problems and work to avoid them.
- ♦ Trust – Cooperation can lead to positive experiences and results that build trust between jurisdictions.
- ♦ History of success – When jurisdictions cooperate successfully in one area, the success creates positive feelings and an expectation that other intergovernmental issues can be resolved as well.

- ♦ Service to citizens – The biggest beneficiaries of intergovernmental cooperation are the citizens for whom government was created in the first place. They may not understand, or even care about, the intricacies of particular intergovernmental issues, but all county residents can appreciate their benefits, such as costs savings, provision of needed services, a healthy environment, and a strong economy.

## **7.2 Wisconsin Intergovernmental Agreement Statutes**

### **Intergovernmental Cooperation**

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

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

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

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

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

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

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

region consent to the creation. Commission members are appointed by either local governments or the governor.

State Statutes require the RPC to perform three major functions:

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

RPCs are also authorized to perform several other functions, however, by law; they serve a strictly advisory role.

Dodge, Columbia, Jefferson, Rock, and Sauk Counties are the only counties in the state that are not part of a Regional Planning Commission.

### **Municipal Revenue Sharing**

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

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

### **Annexation**

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

1. Unanimous approval - A petition is signed by all of the electors residing in the territory and the owners of all of the real property included within the petition.
2. Notice of intent to circulate petition (direct petition for annexation) - The petition must be signed by a majority of electors in the territory and the owners of one-half of the real property either in value or in land area. If no electors reside in the territory, then only the landowners need sign the petition.



3. Annexation by referendum - A petition requesting a referendum election on the question of annexation may be filed with the city or village when signed by at least 20% of the electors in the territory.

## **Incorporation**

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

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

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

## **Extraterritorial Zoning**

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

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

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

The City of Fox Lake does not utilize its extraterritorial zoning jurisdiction in the Town of Fox Lake.

## **Extraterritorial Subdivision Review**

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

The purpose of extraterritorial plat approval jurisdiction is to help cities and villages influence the development pattern of areas outside their boundaries that will likely be annexed to the city or village. Overlapping authority by incorporated municipalities is prohibited. This situation is handled by drawing a line of equal distance from the boundaries of the city and/or village so that not more than one ordinance will apply.

The City of Fox Lake does exercise extraterritorial plat review in the Town of Fox Lake. The area subject to extraterritorial plat review is shown on Map 7-1.

## **7.3 Inventory of Existing Intergovernmental Agreements**

Mutual aid agreements exist between communities throughout the county to address police, fire, and ambulance services. Mutual aid agreements allow communities to share equipment and resources. Mutual aid agreements for police, fire, and ambulance services are in place between the City and the surrounding communities.

The City has a memorandum of understanding with the Fox Lake Inland Lake Protection and Rehabilitation District for sanitary sewer service. The City also has a road maintenance agreement with the Town of Fox Lake.

The dam on Mill Creek, which is located in the City, is a joint ownership project between the City and the Town of Fox Lake.

## **7.4 Analysis of the City of Fox Lake Relationship with School Districts, Drainage Districts, Adjacent Local Governmental Units, the Region, the State, and Other Governmental Units**

### School Districts

The City of Fox Lake is located at the western end of the Waupun School District. There are no public schools located in the City. The Randolph School District is located just to the west of the City and the Beaver Dam School District is to the south.

### *Relationship*

The City of Fox Lake's relationship with the school district can be characterized as challenged. The school district tends to operate rather independently and interaction with the City tends to be

minimal. The School District closed the Fox lake Elementary School, but will reopen as a Charter School in September of 2012.

### *Siting School Facilities*

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

### *Sharing School Facilities*

No formal agreement between the School District and the City exists for the shared use of school facilities. The Charter School's outdoor recreational facilities provide recreational opportunities to residents of the City.

### Drainage Districts

The City of Fox Lake is not located within a drainage district. A small portion of the City is located within the Fox Lake Inland lake Protection and Rehabilitation District.

### Adjacent Governmental Units

The City of Fox Lake is surrounded by the Town of Fox Lake. The Town of Trenton lies to the east, Columbia County to the west, and Green Lake County is to the north.

### *Relationship*

The City of Fox Lake's relationship with the Town of Fox Lake can be characterized as one of general agreement and respect. The City of Fox Lake, being an incorporated municipality, has the power to annex land from the Town. This power can strain relations between the City and Town. The City and Town do cooperate in providing some services.

### *Sitting and Building Public Facilities*

The City of Fox Lake currently shares the wastewater treatment plant facilities and its services with a portion of the Town. City facilities such as parks, the pool, and the library are used by town residents.

### *Sharing Public Services*

Currently, the City of Fox Lake shares fire and ambulance service with the Towns of Fox Lake, Trenton, and Westford. Additionally, the City has mutual assistance for police protection with the Dodge County Sheriff's Department. The County Highway Department maintains the County highway system, a public service all County citizens utilize. Several County Highways serve city residents. County Departments such as the Land Resources and Parks Department can offer services for assistance beyond the required level of service. The Land Resources and Parks Department provides planning services for a fee to any municipality. Many communities have taken advantage of this service over the years.

## Region

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

## State

The City of Fox Lake's relationship with the State of Wisconsin mainly involves state aids for local roads and the administering of various state mandates to Cities. However, the state does operate a prison in the Town of Fox Lake, about three miles north of the City. The Wisconsin Department of Natural Resources also owns land in the Town of Fox Lake.

## Other Governmental Units

The relationship between the City of Fox Lake and Dodge County can be characterized as one of general agreement and respect. In those areas where the County has jurisdiction near the City, such as land divisions, the County attempts to get input from the City before making decisions affecting the City. Likewise the City has attempted to maintain open communication with the county.

The relationship between the City and the Fox lake Inland Protection and Rehabilitation District can be characterized as good. The City and the Lake District work together as much as possible to improve the condition of the Lake.

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

<u>Potential Conflict</u>	<u>Process to Resolve</u>
1. Concern over too much intervention by the state relative to public services such as sanitary sewer and water.	Maintain open communication with the responsible state agencies.  The City should be prepared to be in position to apply for grants, if state intervention requires additional funds.  Assist lobbying and political groups in opposition to new state regulations that will result in burdensome regulations.
2. Annexation of Town land by the City of Fox Lake.	Develop a cooperative boundary agreement with the Town of Fox Lake.  Inform town officials of a landowners desire to annex prior to taking action.

## 7.6 Intergovernmental Cooperation Trends

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

- ◆ Intergovernmental cooperation will increase as state, county, and local governments strive to spend less money more efficiently.
- ◆ Comprehensive planning will help communities share information and identify opportunities for shared services and facilities.
- ◆ The City of Fox Lake is going to continue to grow, therefore annexation and other land use conflicts may occur between the City and the Town.
- ◆ Demand for public services will increase, as the amount of tax revenue decreases.

## 7.7 Intergovernmental Cooperation Goals and Objectives

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

### **Goal 1: Establish mutually beneficial intergovernmental relations with other units of government.**

- Objective 1:* Continue the cooperative working relationships the City has established with neighboring communities, the school district, and the county.
- Objective 2:* Increase cooperation with neighboring communities and Dodge County to provide efficient and effective emergency services, road maintenance, and other services when appropriate.
- Objective 3:* Utilize county technical assistance to support City planning efforts.

### **Goal 2: Maintain communications with neighboring communities, Dodge County, and state and federal agencies relative to land use issues, services, and programs.**

- Objective 1:* Coordinate ordinances and review procedures to be as consistent as possible with the Town of Fox Lake and Dodge County to minimize confusion on land use policies and regulatory practices.
- Objective 2:* Utilize information and assistance from the county to assist the City with ordinance administration and creation.
- Objective 3:* Promote cooperation and coordination between adjacent communities and the county with respect to the delivery of public services.

## **7.8 Intergovernmental Cooperation Policies and Recommendations**

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

### **Policies**

1. The City should work with the Town of Fox Lake to match land use plans and policies along municipal boundaries to promote consistency and minimize potential conflicts.
2. Any and all intergovernmental agreements or arrangements shall be in writing and the statutory authority for such agreements will be identified.
3. In order to provide services more efficiently, the City should increase communication efforts and cooperative planning efforts with neighboring communities, the county, and other appropriate jurisdictions.
4. Before the purchase or construction of new facilities or equipment, the City should pursue options for trading, renting, sharing, or contracting such items or services from neighboring jurisdictions in order to provide services efficiently and save taxpayers' money.
5. Consider a cooperative boundary agreement with the Town of Fox Lake, if such an agreement is presented by the Town.
6. When annexations do take place, work towards including annexations that reach to the centerline of roadways, rather than stopping at property lines adjacent to road right-of-ways.

### **Recommendations**

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

1. Create an advisory committee to review specific proposals and expectations for the sharing of public services with neighboring jurisdictions.
2. Consider the consolidation of police services with the Town of Fox Lake, in order to provide better service and increase officer safety.

## **7.9 Intergovernmental Cooperation Programs**

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

### UW-Extension Local Government Center

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

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

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

### League of Wisconsin Municipalities

The League of Wisconsin Municipalities, of which the City of Fox Lake is a member, is a statewide organization created to protect the interests of the state's cities and villages and to improve government. Its members include 190 cities and 392 villages in Wisconsin. The League provides many services to municipalities such as legal resources, conferences, training workshops, sample ordinances, legislation updates, and publications. For further information on the organization, visit its website at [www.lwm-info.org](http://www.lwm-info.org).

## **8.0 Land Use**

### **8.1 Introduction**

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

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

### **8.2 Existing Land Use**

Land use is a means of broadly classifying different types of activities relating to how land is used. The type, location, density, and geographic extent of developed and undeveloped lands influence community character, quality of life, public service needs (e.g., roads, utilities, parks, emergency services), tax base, and availability of jobs throughout the City.

The land use pattern in Fox Lake consists mostly of residential land and scattered commercial and industrial development. A land use inventory of existing land uses in the City of Fox Lake was conducted by the City of Fox Lake Plan Commission in the fall of 2011. Land use on each parcel of land was identified and mapped using the Existing Land Use Map from the 2002 Comprehensive Plan as a base map. The amount of acreage in each land use category was then determined. The existing land uses in the City of Fox Lake are shown on Map 8-1, Appendix A and in Table 8-1 below:



**Table 8-1**  
**Existing Land Use, City of Fox Lake**

Land Use Category	Acreage	% of Total
Residential	219.4	21.1
Commercial	22.5	2.2
Industrial	69.6	6.7
Public & Quasi-Public	103.6	10.0
Transportation	124.0	11.9
Parks & Recreation	30.3	2.9
Agriculture or Open Space	471.7	45.3
Total	1,041.1	100.1

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

Source: Dodge County Land Resources and Parks Department.

### **Residential**

The 219.4 acres of residential land accounts for 21.1 percent of the City of Fox Lake's total of 1,041.1 acres. Residential use in the City of Fox Lake is the most common land use in the City other than agriculture and open space, having 801 housing units in 2010. The density of residential development in the City of Fox Lake equals one unit for every 1.3 acres of the City. Residential land uses in the City are divided into four categories, single family residential, two-family residential, multi-family, and mobile home parks. Two family and multi-family residences make up a small portion of residential land use in the City. Residential development is evenly distributed throughout much of Fox Lake except for the southern-most portions of the City.

### **Commercial**

Commercial uses make up 22.5 acres or 2.2 percent of the land area in the City. Commercial uses in the City are somewhat limited with approximately 40 establishments and, as a result, the density of commercial uses is moderate. These uses generally include commercial services, retail trade, and wholesale trade uses. In the City of Fox Lake, these uses include a gas station, retail stores, and taverns. Most commercial development in the City is located along State Street in the downtown area.

### **Industrial**

Industrial uses make up approximately 6.7 percent or 69.6 acres of the land area in the City. Industrial development is rather limited in the City with only 12 establishments and, therefore, has a low density level. In the City of Fox Lake, a majority of the industrial uses are manufacturing facilities and located in the industrial park.

## **Public, Quasi-Public**

Public and Quasi-Public land uses occupy 103.6 acres, for 10.0 percent of the land area in the City. These uses in the City of Fox Lake are also limited in number with only 11 such institutions. Generally, these uses include government facilities and other institutions. In the City of Fox Lake, the majority of land in this category is occupied by the sewage treatment plant on the south side of the City. The remainder of uses in this category includes churches, two schools, a cemetery, and utility facilities, as well as other uses such as the City Hall and the library.

## **Transportation Uses**

Transportation uses occupy 124.0 acres or 11.9 percent of the total land area in the City. Transportation uses in the City of Fox Lake serve all areas of the City. The density of transportation uses indicates how many acres of the City are served by the City's 14 miles of road right-of-way. In the City of Fox Lake, 74 acres of land are served by each mile of road right-of-way in the City. Transportation uses include roads, railroads, and airports. In the City of Fox Lake, this category covers lands devoted to the highway and City road network and railroad right-of-way. Public road and railroad areas were determined using the existing land use map for the City produced during the land use inventory.

## **Parks and Recreation**

Parks and recreation areas encompass 30.3 acres or 2.9 percent of the total land area in the City. There are 13 parks and recreation areas in the City of Fox Lake. Even though the City has a substantial amount of park acreage; the park land is not evenly distributed throughout the City's residential areas. Much of the park land is located on the north or east side of the City. Land uses in this category generally include parks, trails, preserves and recreational establishments. The most prominent example of this land use within the City is the 7.2 acre Fireman's Park. Other examples include Clausen Park, the Fox Lake Golf Club, the Community Pool Park, Milbank Park, and the Railroad Depot Museum.

## **Agriculture or Open Space**

Agricultural land or open space encompasses all lands that are not designated under another use. This land use category is the most common land use in the City encompassing 471.7 acres or 45.3 percent of the total land area in the City. A large amount of land devoted to agriculture and open space means a high density of this land use. These are the lands that are the most susceptible to development pressures. A significant amount of these lands contain physical features such as floodplains, wetlands, and water bodies which place limits on the amount of development that is possible.

## **8.3 Trends**

### **Supply of Land**

The supply of land in the City of Fox Lake, generally speaking, is variable. The City of Fox Lake, being an incorporated municipality, does have the power to annex land from the town and thereby increase the City's land area. However, the City does have a large amount of undeveloped land that is currently being used for agricultural purposes. In addition, there are numerous undeveloped residential lots available within the City limits.

### **Demand for Land**

Demand for land in the City of Fox Lake can be classified as low to moderate. The economic recession that has affected the nation has also affected Fox Lake. The City's location adjacent to natural amenities such as Mill Creek and Fox Lake make it a desirable place to locate a residence. As a result, demand for land in the City of Fox Lake will likely to increase as the economy improves. Demand for commercial land may also increase when residential development increases in an effort to provide services to new residential development. Demand for industrial land in the City has also declined due to the economic recession.

### **Price of Land**

There are vacant residential lots available within the City of Fox Lake. Generally, these vacant lots sell for \$15,000 or more per acre.

## **8.4 Opportunities for Redevelopment**

Opportunities for redevelopment of land in the City of Fox Lake are abundant. Certain areas of downtown are in need of redevelopment. Redevelopment of the downtown area would help strengthen the economic vitality of the City by encouraging new commercial development. In addition, an industrial area west of Spring Street and south of Cordelia Street would be available for redevelopment.

## **8.5 Existing and Potential Land Use Conflicts**

The most significant example of an existing land use conflict in the City of Fox Lake is the conflict between residential land uses and the environmentally sensitive areas along Mill Creek and Fox Lake. As the City adds more residences and becomes more developed, conflicts with surrounding agricultural uses could also develop. New residents complain of the additional restrictions, and regulations that accompany ownership of property with water frontage. Potential conflicts also exist in the City 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 City can help reduce potential conflicts.

## 8.6 Land Use Projections

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

Table 8-2  
Land Use Projections (acres)  
City of Fox Lake, 2015-2035

Year	Residential	Commercial/Industrial	Institutional	Agricultural
2015	223.2	93.7	262.3	461.9
2020	227.0	95.3	266.8	452.0
2025	230.9	96.9	271.4	441.9
2030	234.9	98.6	276.1	431.5
2035	238.9	100.3	280.8	421.1

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

Commercial/Industrial includes all commercial and industrial uses.

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

Agricultural includes agriculture and open space.

Year 2015 to 2035 acreage calculations were projected by utilizing Wisconsin Department of Administration (WDOA) population projections. Projected demand for residential, commercial/industrial, and institutional land use assume that the ratio of the community's 2010 population to current land area in each use will remain the same in the future. In other words, each person will require the same amount of land for each particular land use as they did in 2011 when the existing land use survey was conducted. The projected decline in agricultural land use is based on the projected growth of other land use categories and the assumption that the City boundaries remain unchanged.

As indicated by Table 8-2, the City is projected to face increased demands for residential, commercial/industrial, and institutional land uses. It should be noted that the projected increase in acres is influenced by the amount of land currently located in the City. It is possible that a substantial increase in the amount of land through annexation may occur.

## 8.7 Future Land Use Plan (Classifications)

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

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

The Future Land Use Map categories are simply designated areas of consistent character, use, and density that share similar goals and objectives for future use, preservation and/or development. The Future Land Use Map will be used as a general guide to assist City officials when making decisions regarding future land uses in the City. Decisions and actions to allow specific types of development will be further guided by specific City ordinance provisions established to further define and implement the general goals, objectives, policies, and recommendations of the comprehensive plan. The City of Fox Lake Future Land Use Map (Map 8-2) is located in the appendix.

### ***Agriculture and Open Space (Light Green)***

#### **Intent and Description**

This category represents those areas where agricultural type uses such as crop farming and undeveloped areas are the anticipated predominant land use in the area. The Agriculture and Open Space category could include a limited amount of low density residential development, but the predominant land use would be agricultural in nature. Housing for a farm operator or the son or daughter of the farm operator would be acceptable or houses on larger parcels. A minimal amount of other non-farm land uses, e.g. wireless communication facilities, veterinary clinics, wetlands, floodplains, farmers markets, and wildlife ponds, etc., may also occur in areas planned for agriculture. The Agriculture and Open Space category can be used as a transition category or holding area. Land that does not need to be fully developed at the time of the request would be placed into this category. Future development should be directed into surrounding areas that are served by the sanitary sewer system, until the time is right for development. Major subdivisions (those proposing to create five or more lots) and other similar large scale developments should not occur in these areas.

Uses identified as either an allowed use or a conditional use within the A-1 Agricultural Zoning District of the City of Fox Lake Zoning Ordinance are considered to be consistent with the Agriculture and Open Space land use category.

### ***Recreation (Dark Green)***

#### **Intent and Description**

This category includes existing and future park and recreation land. Local, county, state, and federal recreation areas as well as privately owned recreation areas are included in this category. Public parks, golf courses, playgrounds, etc. and their accessory uses are considered to be consistent with the Recreation land use category.

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

#### **Intent and Description**

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

Uses identified as either an allowed use or a conditional use within the R-1 One-Family Residence or R-2 Two-Family Residence Zoning Districts are considered to be consistent with the Single Family and Two-Family Residential land use category.

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

#### **Intent and Description**

These areas include all types of residential uses, other than single-family or two-family residential. Multi-family structures including apartments, attached condominiums, mobile home parks, and group living facilities are included in this category.

Uses identified as either an allowed use or a conditional use within the R-3 Multiple-Family Residence Zoning District of the City of Fox Lake Zoning Ordinance are considered to be consistent with the General Residential land use category.

### ***Commercial (Red)***

#### **Intent and Description**

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

Uses identified as either an allowed use or a conditional use within the B-1 General Business Zoning District are considered to be consistent with the Commercial land use category.

### ***Industrial (Purple)***

#### **Intent and Description**

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

Uses identified as either an allowed use or a conditional use within the I-1 Light Industrial Zoning District or I-2 Heavy Industrial District are considered to be consistent with the Industrial land use category.

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

#### **Intent and Description**

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

## **8.8 Designation of Smart Growth Areas**

A Smart Growth Area is defined as “An area that will enable the development and redevelopment of lands with existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development at densities which have relatively low municipal, state governmental and utility costs.”

The arrangement of incorporated municipalities scattered throughout Dodge County’s rural landscape creates the perfect situation to practice “Smart Growth” (Directing growth into areas served with adequate utility and service infrastructures.) The *City of Fox Lake’s Comprehensive Plan* is based on the following six principles as identified by the American Planning Association:

### **Principle 1: Efficient Use of Land Resources**

Smart development supports the preservation of land and natural resources. Development is not allowed in environmentally sensitive areas.

### **Principle 2: Full Use of Urban Services**

Smart development means creating neighborhoods where more people will use existing services like water lines and sewers, streets, emergency services, and schools. The planning process has identified areas within the City to accommodate growth and development. Urban services will be available throughout the City of Fox Lake.

### **Principle 3: Mix of Uses**

Compact neighborhoods that contain a mix of residential, commercial, and recreation spaces within walking distance of each other promote a reduction in auto use, community identity, a variety of housing types and a safe environment for all age groups.

#### **Principle 4: Transportation Options**

A well designed transportation network promotes safety, alternative modes of transport, and less traffic congestion and air pollution.

Fox Lake's small population base does not contain the density to support a wide variety of specialized alternative modes of transportation such as public busing. However, Fox Lake has a number of major highways that pass through the City as well as a complete local road network that creates an effective road transportation network.

#### **Principle 5: Detailed, Human Scale Design**

In human-scale neighborhoods, a wide mix of housing types are clustered around one or more well-defined neighborhood centers which support jobs, commercial activity, and a range of services.

This principle was of limited importance in the City of Fox Lake planning process due to the smaller size of Fox Lake. However, this principle can be utilized when creating small areas of clustered residential development.

#### **Principle 6: Implementation**

A community's ability to adopt smart development principles will, of necessity, require intergovernmental cooperation to apply the principles. This plan has worked to avoid the duplication of services and the creation of additional layers of government by coordinating the development of its comprehensive plan and administration of various ordinances.

This plan recommends continued discussions and cooperation relative to land use planning between the City of Fox Lake and the Town of Fox Lake.

### **8.9 Land Use Goals and Objectives**

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

#### **Goal 1: A continued pleasant living environment.**

- Objective 1:* Promote measures that would ensure the maintenance and/or improvement of the City's streets, roads and highways.
- Objective 2:* Encourage improvements to existing parks and open space areas that are consistent with the City's Park, Outdoor Recreation, and Open Space Plan.
- Objective 3:* Preserve natural environments and environmentally sensitive areas along the shores of Fox Lake and Mill Creek.



- Objective 4:* Encourage use of the City Comprehensive Plan as a public and private decision-making tool.
- Objective 5:* Encourage new residential and commercial development in appropriate areas.
- Objective 6:* Promote pedestrian and bicycle routes throughout the City.

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

- Objective 1:* Discourage scattered development without discouraging desirable development.
- Objective 2:* Encourage residential development on existing vacant lots.
- Objective 3:* Promote clustered residential development in areas where there are no existing vacant lots available.
- Objective 4:* Prohibit development in wetlands and where flood hazard exists.
- Objective 5:* Encourage development within the industrial park.

## **8.10 Land Use Policies and Recommendations**

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

### ***Policies***

1. If a land use is allowed as either a permitted or conditional use within the zoning district that applies to a subject property but is deemed not consistent with Comprehensive Plan, the subject property should be allowed to be developed as the zoning regulations allow.
2. Requests for amendments to the City Zoning Ordinance and Zoning Map should not be approved if such request is not consistent with the Comprehensive Plan.
3. All development proposals shall meet the intent of the Future Land Use Plan classifications as described in the Land Use element.
4. Limit new commercial and industrial development to those established areas shown on the Future Land use Map.
5. Encourage residential infill within the established residential areas, over the construction of new residential areas or divisions of land in other areas of the City.

### ***Recommendations***

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

Recommendations with regard to land use are also contained in the Implementation element, Chapter 9.

1. Develop informational handouts clearly explain the zoning and subdivision regulation processes and provide checklists for information which needs to be submitted.
2. Update the Zoning Ordinance and Zoning Map to achieve consistency with the Comprehensive Plan.

## **8.11 Land Use Programs**

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

### City of Fox Lake Code of Ordinances

The City of Fox Lake Code of Ordinances, Title 13, establishes 8 primary use districts. The R-1 One-Family Residence, I-1 Light Industrial, and the C-1 Conservancy District comprise the three largest zoning districts found in the City. The R-3 Multiple-Family District and the B-1 General Business District also comprise a large area of the City. In addition to the primary use districts the City's code also outlines general ordinances which help to guide and promote the democratic and efficient administration of the government and affairs of the City of Fox Lake.

Title 14 of the City of Fox Lake Code of Ordinances outlines the regulations regarding the creation of new lots, recording of certified surveys, and plat reviews. Overall design standards for City streets, lots, blocks, drainage, and grading are also included under this section of the Code.

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

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

### UW-Extension Center for Land Use Education

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

## 9.0 Implementation

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

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

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

### 9.1 IMPLEMENTATION PROGRAMS AND SPECIFIC ACTIONS

#### Zoning Ordinance (Title 13 of Code of Ordinances)

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. In order to accomplish this, the zoning ordinance needs to be based on the adopted Comprehensive Plan for the City. Therefore, the adoption of an updated zoning ordinance along with a revised zoning map should follow the adoption of this Plan. The updated zoning map should be consistent with the recommendations and policies in the Comprehensive Plan.

The City's zoning map should be based upon the future land use map and existing land use patterns. The preferred future land uses in the City are illustrated on Map 8-2, Appendix A. All future amendments (rezoning) to the zoning map should be in conformance with the future land use map and the recommendations and policies set forth in this plan.

Changes to the Wisconsin State Statutes also have the potential to impact the City's zoning ordinance. State Statute 66.1001(3) requires the City's zoning ordinance to be consistent with the comprehensive plan. As of January 1, 2010, all land use decisions, including rezoning, made by the City must be consistent with the comprehensive plan. Any decision inconsistent with the comprehensive plan may not be considered legally defensible under the statutes.

**Recommendation:** Continue to enforce zoning ordinance and update the zoning ordinance and map for consistency with the Comprehensive Plan.

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

### **Subdivision Ordinance (Title 14 of Code of Ordinances)**

Another method of implementing the land use plan is through regulating the division of land within the City. 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 the internal design of each new development so that the pattern of streets, lots and public facilities will be compatible.

Title 14 of the City's Code of Ordinances sets forth the subdivision regulations which govern land divisions, certified survey maps and platting. The subdivision regulations contained in the Code of Ordinances should be consistent with the recommendations and policies in the Comprehensive Plan.

**Recommendation:** Continue to enforce City Subdivision Ordinance and amend as necessary to be consistent with Comprehensive Plan.

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

### **Erosion/Storm Water Control Ordinances**

Title 15, Chapter 2 of the City's Code of Ordinances details construction site erosion control standards as well as storm water control standards. However, the City should consider developing a storm water management plan to help address current problems and to prevent future storm water problems in newly developed areas.

**Recommendation:** Continue to enforce Erosion Control Ordinance and consider stricter standards to protect waterways.

**Timeline:** Within 1.5 years of Plan adoption.

### **Building Codes**

Section 15-1-1 of the City's Code of Ordinances establishes the Building Code of the City of Fox Lake. The State of Wisconsin's Uniform Dwelling Codes as well as its Construction Standards have been adopted by the City of Fox Lake.

**Recommendation:** Continue to enforce Building Code.

**Timeline:** Ongoing.

### **Housing Related Codes**

Minimum standards for basic equipment, lighting, ventilation, heating, electrical service, and maintenance guidelines are outlined in Title 15 of the City's Code of Ordinances.

**Recommendation:** Continue to enforce housing related codes.

**Timeline:** Ongoing.

### **Sanitary Codes**

Connection to sewer and water service is required whenever these services become available to a property. Section 8-1-9 also prohibits the use of any privy, cesspool or waterless toilet after a building has been connected to public sewer. A deferred payment option, to cover the public sewer installation and connection costs incurred upon the land owner, is also explained under this Section.

**Recommendation:** Continue to enforce Sanitary Code.

**Timeline:** Ongoing

### **Sign Regulations**

Section 13-1-140 of the City's Code outlines the regulations pertaining to signs, canopies, and awnings.

**Recommendation:** The City should consider using a common color scheme and/or logo on all official City signage.

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

### **Historic Preservation Ordinances**

In order to promote the use and preservation of historic sites, structures, landmarks, and districts within the City, Chapter 7 of Title 15 of the City's Code was created. This section defines the power and duties of the Historic Preservation Committee, as well as the procedures for the designation of sites and structures.

**Recommendation:** Create or update the register of historic sites, structures and landmarks and develop brochure.

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

### **Capital Improvement Program**

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

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

**Recommendation:** Develop Capital Improvement Plan.

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

### **Official Map**

The official maps, including amendments, for the City of Fox Lake are on file in the City Clerk's Office. Additionally, a certificate showing that the official map has been established is on file with the Dodge County Register of Deeds.

**Recommendation:** Consider the creation of an Official Map.

**Timeline:** N/A

### **Cooperative Boundary Agreements**

Cooperative boundary agreements can reduce some of the conflict regarding boundary issues, including annexation, that often arise between towns and their incorporated neighbors (cities and villages). The Legislature has provided express enabling authority for these agreements. The communities involved in such agreements undertake cooperative preparation of a plan for the areas concerned. The plan for changing or maintaining boundaries, and for controlling land use and services is sent to the Department of Administration. If the plan is approved, a contract binding the parties to it is put into effect. The City does not currently have a cooperative boundary agreement with the Town of Fox Lake.

**Recommendation(s):** Consider a cooperative boundary agreement with the Town of Fox Lake, if such an agreement is presented by the Town.

**Timeline:** N/A.

### **Annexation**

Cities and villages have the power to annex given to them by the state. The power to extend municipal boundaries into adjacent unincorporated (town) lands allows a community to control development on its periphery.

Contrary to popular belief, annexation occurs at the request of town residents, not at the request of the incorporated municipality. Petitions for annexation are filed by the town landowners and the village or city acts upon the annexation petition.

#### Wisconsin Act 317 – Revisions to Annexation Procedures

Under this Act which was enacted in April of 2004, no city or village may annex any territory if none of the city's or village's territory is in the same county as the territory to be annexed. The Act also requires cities and villages to make payments for five years to towns that lose territory due to annexations. Cities and villages will have to pay to the town from which the land is annexed the amount of the town tax for the annexed property. The Act gives an exemption from this payment for cities and villages that have boundary agreements with the neighboring towns.

**Recommendation(s):** Consider accepting annexation requests that are in conformance with any boundary agreement with the Town of Fox Lake or any other annexation if in the best interest of the City.

**Timeline:** As annexation requests occur.

## **9.2 Integration and Consistency of Comprehensive Plan Elements**

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

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

## **9.3 Measurement of Plan Success**

Successful implementation of this Comprehensive Plan can be measured in several ways. The primary means for measuring success of the plan is through regular review and updating of the plan. Through this process, errors, inconsistencies, and aspects of the plan that have not worked on can be evaluated and changes can be made. Success of the plan can also be measured by tracking the number of changes to the plan that are granted by the City Council 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 City to the figures and projections presented in this plan can also aid in determining the success of the projections in this Plan.

## **9.4 Updating the Plan**

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

The City Council shall hold a public hearing upon publishing a Class I notice and upon giving the City Plan Commission 30 days to review and comment on the petition. When deemed appropriate by the City Council, 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 Plan Commission, the City Council shall vote on the proposed change or amendment. The change shall be effective upon passage.