

# Town of Fox Lake Comprehensive Plan Inventory and Trends Report

## Contents

---

<u>Element</u>	<u>Page</u>
<b>1. Issues and Opportunities</b>	
1.1 Introduction .....	1-1
1.2 Planning Process .....	1-1
1.3 Public Participation Efforts .....	1-2
1.4 Population Characteristics .....	1-2
1.5 Housing Characteristics .....	1-6
1.6 Employment Characteristics .....	1-7
1.7 Issues and Opportunities Trends.....	1-8
<b>2. Housing</b>	
2.1 Introduction .....	2-1
2.2 Housing Characteristics .....	2-1
2.3 Housing Unit Projections.....	2-4
2.4 Housing Trends.....	2-5
<b>3. Transportation</b>	
3.1 Introduction .....	3-1
3.2 Transportation Programs .....	3-1
3.3 State and Regional Transportation Plans .....	3-1
3.4 Functional Classification of Highways.....	3-2
3.5 Traffic Volumes.....	3-2
3.6 Traffic Safety .....	3-3
3.7 Town Road and County Highway Standards .....	3-3
3.8 Town Road and County Highway Deficiencies .....	3-4
3.9 The Transportation System.....	3-5
3.10 Transportation Trends.....	3-6
<b>4. Utilities and Community Facilities</b>	
4.1 Introduction .....	4-1
4.2 Administrative Facilities and Services .....	4-1
4.3 Protective Services .....	4-2
4.4 School Facilities .....	4-3
4.5 Quasi Public Facilities .....	4-3
4.6 Parks, Recreation, and Open Space .....	4-4

---

4.7	Solid Waste Management and Recycling .....	4-5
4.8	Communication and Power Facilities .....	4-6
4.9	Sanitary Sewer Service .....	4-6
4.10	Private Onsite Wastewater Treatment Systems (POWTS).....	4-6
4.11	Public Water Supply .....	4-6
4.12	Stormwater Management.....	4-7
4.13	Health Care Facilities .....	4-7
4.14	Day Care Facilities .....	4-7
4.15	Utilities and Community Facilities Trends and Outlook.....	4-7
<b>5.</b>	<b>Agricultural, Natural, and Cultural Resources</b>	
5.1	Introduction .....	5-1
5.2	Soils .....	5-1
5.3	Prime Agricultural Soils .....	5-1
5.4	Forests.....	5-1
5.5	Metallic and Nonmetallic Mineral Resources .....	5-2
5.6	Wetlands .....	5-2
5.7	Floodplains .....	5-3
5.8	Watersheds and Drainage .....	5-3
5.9	Surface Water Features.....	5-3
5.10	Groundwater Resources.....	5-5
5.11	Air Quality .....	5-6
5.12	Environmental Corridors/Sensitive Areas .....	5-6
5.13	Threatened and Endangered Species .....	5-7
5.14	Wildlife Habitat and Recreational Areas .....	5-9
5.15	Historic Places .....	5-9
5.16	Cultural Resources.....	5-10
5.17	Community Design.....	5-10
5.18	Agricultural, Natural, and Cultural Resources Trends .....	5-10
<b>6.</b>	<b>Economic Development</b>	
6.1	Introduction .....	6-1
6.2	Labor Force and Employment Status .....	6-1
6.3	Economic Base Analysis .....	6-3
6.3	Economic Development Trends .....	6-5
<b>7.</b>	<b>Intergovernmental Cooperation</b>	
7.1	Introduction .....	7-1
7.2	Multi-Jurisdictional Plan Building Process .....	7-3
7.3	Wisconsin Intergovernmental Agreement Statutes .....	7-3
7.4	Inventory of Plans for Adjacent Communities .....	7-6
7.5	Inventory of Existing Intergovernmental Agreements .....	7-6
7.6	Analysis of the Town of Fox Lake’s Relationship with School Districts, Local Governmental Units, Other Jurisdictions, Neighboring Counties, Region, and State	7-6
7.7	Intergovernmental Cooperation Trends.....	7-8

**8. Land Use**

8.1 Introduction ..... 8-1  
8.2 Existing Land Use ..... 8-1  
8.3 Supply, Demand, and Price Trends of Land..... 8-3  
8.4 Land Use Programs ..... 8-4  
8.5 Land and Resource Management ..... 8-5  
8.6 Existing and Potential Land Use Conflicts..... 8-6  
8.7 Land Use Trends and Outlook..... 8-6

**Appendix**

Map 1-1 Regional Setting

Map 3-1 Functional Classification of Highways & Location of Railroads and Airports

Map 4-1 Fire Emergency

Map 4-2 Emergency Medical Service Areas

Map 4-3 School District Boundaries

Map 4-4 County and State Recreation Areas

Map 4-5 Telephone Service Providers

Map 4-6 Electric Utilities Service Areas

Map 4-7 Natural Gas Service Providers

Map 4-8 Public Sewer and Water Facilities

Map 4-9 Utilities and Community Facilities

Map 5-1 Prime Agricultural Soils

Map 5-2 Woodlots

Map 5-3 Wetlands, Watersheds, Streams and Surface Water

Map 5-4 Floodplains

Map 5-5 Environmental Corridors

Map 5-6 Historical, Cultural, and Archeological Resources

Map 8-1 Existing Land Use

Map 8-2 Year 2030 Future Land Use

Map 9-1 Existing Zoning



# 1. Issues and Opportunities

## 1.1 Introduction

The Town of Fox Lake is located in the northwest corner of Dodge County. Fox Lake is bounded by Green Lake County to the north, the Town of Trenton to the east, the Town of Westford to the South, and Columbia County to the west. The City of Fox Lake is located in the southeast corner of the town; also a portion of the Village of Randolph is located in the southwest corner town. STH 33 provides a direct route from the City of Beaver then continues to the west. STH 68 starts in the City of Fox Lake and then continues to the City of Waupun, STH 73 is present in the south west corner of the town. CTH F provides an east-west transportation route through the town, while CTH A provides a north – south transportation route in the town. Map 1-1 in the Appendix shows the regional setting of the Town of Fox Lake.

## 1.2 Planning Process

In September 2013, the Town of Fox Lake signed a Memorandum of Agreement with the Dodge County Land Resources and Parks Department to assist with the update of the Town’s Comprehensive Plan. The planning program called for updating the 2030 Comprehensive Plan document, which was adopted by the Town on August 8, 2005. During this planning process, the existing plan will be updated with new demographics. The policies and recommendations within the Plan will be reviewed and updated where necessary. In addition, all required mapping will be updated and the Future Land Use Map will be updated after seeking input from the Plan Commission, Town Board, and the citizens of the Town.

Wisconsin Statutes, Section 62.23 by reference from Section 60.62 provides that it is a function of the Town Plan Commission to make and certify to the Town Board, a plan for the physical development of the town. The plan’s general purpose is in guiding and accomplishing a coordinated, adjusted, and harmonious development...which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity, or the general welfare, as well as efficiency and economy in the process of development. Wisconsin Statutes, Section 66.1001, further defines a comprehensive plan and a local unit of government’s responsibilities. This legislation requires that a community that enacts or amends a zoning ordinance and/or a subdivision ordinance adopt a comprehensive plan and that plan be updated no less once every 10 years. The plan must contain nine elements as specified in the statutes. It also requires that ordinances be consistent with the comprehensive plan.

The plan document is divided into two separate reports, the Inventory and Trends Report and the Recommendations Report. The Inventory and Trends Report contains the necessary background information and maps about the Town of Fox Lake and points out important trends. The Recommendations Report contains the policies, goals, and objectives of the Town and the recommendations for future action.

Policies, goals, and objectives stated in this document reflect the deliberations of the Town Plan Commission and Town Board, based on the comments and opinions expressed by the people within the Town of Fox Lake. References made to specific state, county, and other

governmental programs do not imply endorsement of such plans, but are presented for background and reference only.

### 1.3 Public Participation Efforts

The Town of Fox Lake adopted a Public Participation Plan at the beginning of the comprehensive planning process based on input from the Town Plan Commission. 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 of public informational meetings and public hearings;
- ◆ Materials will be kept at the Town Hall and the City of Fox Lake library 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 Plan Commission and/or Town Board shall respond to written comments at public meetings.

### 1.4 Population Characteristics

#### Population Counts

Population change is the primary component in tracking a community’s past growth as well as predicting future population trends. Population characteristics relate directly to the community’s housing, educational, utility, community, and recreational facility needs, as well as its future economic development. Tables 1-1 and 1-2 display population trends and changes from 1970 to 2010 for the Town of Fox Lake.

**Table 1-1 Population Trends, Town of Fox Lake, 1970-2013**

	1970	1980	1990	2000	2010	2013
Population	1,501	1,674	1,928	2,402	2,465	2,452

Source: Wisconsin Department of Administration, 1970, and 1980. U.S. Bureau of the Census, 1990, 2000, and 2010. Wisconsin Demographic Services Center Estimate, 2013.

It should be noted that the population numbers are distorted due to the Fox Lake Correctional Institution, since inmates are included in the Town’s population estimate. Within the 2013 population estimate 1,130 persons are considered “resident” or “non-inmate” persons, while the remaining 1,322 persons were resident inmates of the Fox Lake Correctional Institution.

**Table 1-2 Population Change, Town of Fox Lake, 1970-2013**

	1970 - 1980	1980 -1990	1990 -2000	2000 - 2010	2010 - 2013	Total Change 1970 - 2013
Population Change	173	254	474	63	(13)	951

Source: Wisconsin Department of Administration, 1970 and 1980. U.S. Bureau of the Census, 1990, 2000 and 2010. Wisconsin Demographic Services Center Estimate, 2013.

From 1970-2013, the Town of Fox Lake’s population increased by 951 residents; 1,501 residents in 1970 to 2,465 in 2013. The rate of population growth has not been steady. Each of the past decades has experienced a different growth rate. The most notable decade of population growth was from 1990 to 2000, when the Town experienced a 24.6 percent increase in population.

### Age Distribution

A shifting age structure can affect a variety of services and needs within the community. A shifting age structure is a national trend that is also prevalent in Wisconsin. The baby-boomer generation, which is the largest segment of the overall population, is nearing retirement age. As this age group gets older the demand for services such as health care will increase and a younger workforce will need to take the place of retirees. It will become increasingly important to recognize if these trends are taking place and to determine how to deal with the effects. Table 1-3 displays the population by age cohort for the Town of Fox Lake and Dodge County.

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

	Town of Fox Lake		Dodge County	
	Number	% of Total	Number	% of Total
Under 5	43	1.7%	5,020	5.7%
5 to 14	83	3.4%	10,986	12.4%
15 to 24	258	10.5%	10,404	11.7%
25 to 34	604	24.5%	11,432	12.9%
35 to 44	452	18.3%	12,151	13.7%
45 to 54	433	17.6%	14,830	16.7%
55 to 64	304	12.3%	10,685	12.0%
65+	288	11.7%	13,251	14.9%
Total	2,465	100.0%	88,759	100.0%
Median Age	40.3		40.7	

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

The largest percentage (24.5 percent) of Town of Fox Lake residents is between the ages of 25 to 34, the next largest age cohort is ages 35 to 44. The largest percentage of Dodge County’s residents is in the 45 to 54 age category, 16.7 percent. The Town of Fox Lake has considerably more residents in the 25 to 34 age cohort than the county. Unlike many other communities the Town of Fox Lake has a low percentage of residents in the 5 to 14 age cohort. The Town of Fox Lake’s median age is 40.3, which is slightly lower than Dodge County’s median age of 40.7.

## Educational Attainment

Approximately 34.9 percent of Fox Lake residents have attained a high school level education, comparable to the 40 percent in Dodge County with the same education level. The second largest percentage (34.4 percent) of education attainment in the Town of Fox Lake is some college, no degree. The Town of Fox Lake has 8.0 percent of its residents obtaining a bachelor's degree, which is less than the Dodge County percentage of 11.5. The Town had a larger percentage of residents with 12<sup>th</sup> grade or less and no diploma than the county. Table 1-4 indicates the education levels for the Town of Fox Lake and Dodge County.

**Table 1-4: Educational Attainment  
Town of Fox Lake and Dodge County**

Attainment Level	Town of Fox Lake		Dodge County	
	Number	Percent of Total	Number	Percent of Total
Less than 9th grade	29	1.3%	2,521	4.0%
9th grade to 12th grade, no diploma	284	13.0%	5,411	8.7%
High school graduate (includes equivalency)	758	34.9%	24,969	40.0%
Some college, no degree	748	34.4%	13,924	22.3%
Associate degree	123	5.7%	5,635	9.0%
Bachelor's degree	173	8.0%	7,148	11.5%
Graduate or professional degree	59	2.7%	2,746	4.4%
Total Persons 25 and over	2,174	100.0%	62,354	99.9%

Source: U.S. Bureau of the Census, 2008-2012 American Community Survey. Only includes persons age 25 and over.

## Household Income

Table 1-5 displays the household income and median household income for the Town of Fox Lake and Dodge County. The highest percentage (23.7 percent) of residents in the Town of Fox Lake had a household income from \$50,000 to \$74,999. The next largest percentage (16.2 percent) of household income was \$100,000 to \$149,999, which was higher than the county's percentage of 11.0 percent of the same income level. Approximately 6.4 percent of the households in the town had a household income of \$150,000 or greater. This higher than the county's 4.0 percent of households that made \$150,000 or more. The median household income for the Town of Fox Lake was \$57,986, whereas the median income for Dodge County was \$53,782.



**Table 1-5: Household Income  
Town of Fox Lake and Dodge County**

	Town of Fox Lake		Dodge County	
	Number	% of Total	Number	% of Total
Less than \$10,000	23	4.3%	1,483	4.4%
\$10,000 to \$14,999	22	4.1%	1,369	4.0%
\$15,000 to \$24,999	47	8.8%	3,430	10.2%
\$25,000 to \$34,999	52	9.7%	3,839	11.4%
\$35,000 to 49,999	84	15.7%	5,301	15.7%
\$50,000 to \$74,999	127	23.7%	7,967	23.6%
\$75,000 to \$99,999	59	11.0%	5,317	15.7%
\$100,000 to \$149,999	87	16.2%	3,702	11.0%
\$150,000 or More	34	6.4%	1,358	4.0%
<b>Total</b>	<b>535</b>	<b>99.9%</b>	<b>33,766</b>	<b>100.0%</b>
<b>Median Household Income</b>	<b>\$57,986</b>		<b>\$53,782</b>	

Source: U.S. Bureau of the Census, 2008-2012

American Community Survey.

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

### Wisconsin Department of Administration, Population Projections

The Wisconsin Department of Administration (WDOA) Demographic Services Center prepared baseline population projections to the year 2040 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 1-6 shows the WDOA population projection for the Town of Fox Lake.

**Table 1-6: WDOA Population Projections, Town of Fox Lake, 2015-2035**

2010 Population	2015	2020	2025	2030	2035	% Change 2010-2035	Total New Persons 2010-2035
2,465	2,450	2,545	2,625	2,690	2,700	9.5	235

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

The Town of Fox Lake is projected to have an increase of 9.5 percent increase in population from 2010 to 2035. According to the WDOA Population Projections, the Town of Fox Lake will have a population of 2,700 by 2035.

## 1.5 Housing Characteristics

Table 1-7 displays the number of housing units found in the Town 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 1-7: Housing Supply, Occupancy and Tenure  
Town of Fox Lake, 2000-2010**

<b>T. Fox Lake</b>						
	2000	Percent of Total	2010	Percent of Total	# Change 2000-10	% Change 2000-10
Total housing units	897	100%	902	100.0%	5	0.5%
Occupied housing units	477	53.2%	503	55.8%	26	5.5%
Owner-occupied	416	87.2%	423	84.1%	7	1.7%
Renter-occupied	61	12.8%	80	15.9%	19	31.1%
Vacant housing units	420	46.8%	399	44.2%	(21)	(5.0)%
Seasonal units	376	89.5%	361	90.5%	(15)	(4.0)%

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

In 2010, the Town of Fox Lake had 902 housing units, a 0.5 percent increase from 2000. In 2010, approximately 55.8 percent of the community's housing units were occupied. Of this figure, approximately 84.1 percent were occupied by owners and 15.9 percent were occupied by individuals renting the housing unit. Vacant units accounted for 44.2 percent of the total housing supply. 90.5 percent of the housing units within the community were for seasonal, recreational, or occasional use.

Table 1-8 displays the average household size found in the Town of Fox Lake and Dodge County for 2000 and 2010.

**Table 1-8 Average Household Size  
Town of Fox Lake and Dodge County, 2000 and 2010**

	2000	2010
Town of Fox Lake	2.40	2.21
Dodge County	2.56	2.44

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

The size of households have decreased from years ago, families are having fewer children than the large traditional families. The Town of Fox Lake average household size has decreased by approximately .19 persons since 2000. The county’s average household size has decreased at a slower rate than the Town’s. In 2010, the Town of Fox Lake had a lower average household size than the county’s 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 2-4 for housing unit projections for the Town.

**1.6 Employment Characteristics**

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

Table 1-9 displays the number and percent of employed persons by industry group in the Town of Fox Lake and Dodge County.

The manufacturing sector supplied the most jobs (21.2 percent) and educational, health, and social services sector provided the second most jobs (16 percent) in the Town of Fox Lake. The greatest percentage of employment for the county was also in the manufacturing sector (25.8 percent), followed by the educational, health, and social services (19.1 percent). The agricultural, forestry, fishing and hunting, and mining sector provided 4.5 percent of the employment by industry in the county. However, in the Town of Fox Lake the agricultural, forestry, fishing and hunting, and mining sector claimed 13.0 percent.

**Table 1-9: Employment by Industrial Sector  
Town of Fox Lake and Dodge County**

Industry	Town of Fox Lake		Dodge County	
	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	83	13.0%	1,986	4.5%
Construction	74	11.6%	3,173	7.2%
Manufacturing	135	21.2%	11,333	25.8%
Wholesale trade	16	2.5%	1,103	2.5%
Retail trade	65	10.2%	5,042	11.5%
Transportation and warehousing, and utilities	13	2.0%	1,909	4.3%
Information	0	0.0%	689	1.5%
Finance, insurance, real estate, and rental and leasing	15	2.4%	1,388	3.1%
Professional, scientific, management, administrative, and waste management services	24	3.8%	2,368	5.4%
Educational, health, and social services	102	16.0%	8,401	19.1%
Arts, entertainment, recreation, Accommodation, and food services	25	3.9%	2,760	6.3%
Other services (except public administration)	38	6.1%	1,974	4.5%
Public administration	46	7.2%	1,841	4.2%
<b>Total</b>	<b>636</b>	<b>99.9%</b>	<b>43,967</b>	<b>99.9%</b>

Source: U.S. Bureau of the Census, 2008-2012 American Community Survey.

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

## 1.7 Issues and Opportunities Trends

### Population Trends and Outlook

Identified below are some of the population and demographic trends that can be anticipated over the next 30 years in the Town of Fox Lake:

- ◆ Fox Lake’s population is projected to steadily increase according to the WDOA population projections.
- ◆ School attainment percentages will gradually change, with more of the population attaining education beyond high school.
- ◆ Household income will slowly rise.
- ◆ The number of births will continue to support the rise in population, and deaths will rise due to the aging baby boomers generation.
- ◆ The 65-plus population will continue to increase slowly and then grow dramatically as the 45 – 54 age group joins the ranks of the 65 and over.
- ◆ The population aged 85 and over will continue to rise in the town.

## **2. Housing**

### **2.1 Introduction**

This section contains an inventory of housing characteristics in the Town of Fox Lake. It is intended that this inventory will help identify deficiencies and opportunities relative to meeting the community's housing needs.

### **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.

In 2010, the Town of Fox Lake had 902 housing units, a 0.5 percent increase from 2000. In 2010, approximately 55.8 percent of the community's housing units were occupied. Of this figure, approximately 84.1 percent were occupied by owners and 15.9 percent were occupied by individuals renting the housing unit. Vacant units accounted for 44.2 percent of the total housing supply. 90.5 percent of the housing units within the community were for seasonal, recreational, or occasional use. Table 1-7 displays the number of housing units found in the Town of Fox Lake for 2000 and 2010. The table also includes the number of occupied and vacant homes.

#### **Units in Structure**

Table 2-1 displays the number of units within structure for the Town of Fox Lake and Dodge County for 2012. 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 2-1: Units in Structure  
Fox Lake and Dodge County**

	Town of Fox Lake		Dodge County	
	Number	% of Total	Number	% of Total
1-unit detached	761	85.0%	26,536	71.7%
1-unit attached	29	3.2%	1,095	3.0%
2 units	16	1.8%	2,199	5.9%
3 or 4 units	8	0.9%	1,048	2.8%
5 to 9 units	3	0.3%	1,606	4.3%
10 to 19 units	8	0.9%	1,414	3.8%
20 or more units	0	0.0%	1,497	4.0%
Mobile home	72	8.0%	1,607	4.3%
Boat, RV, van, etc.	0	0.0%	2	0.0%
<b>Total</b>	<b>897</b>	<b>100.1%</b>	<b>37,004</b>	<b>99.8%</b>

Source: U.S. Bureau of the Census, American Community Survey 2008-2012.

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

The predominant housing structure in both the Town of Fox Lake and Dodge County is the one-unit detached structure, making up 85 percent and 71.7 percent of all housing structures, respectively. Mobile homes come in a distant second, comprising less than 5 percent of housing structures in the county and 8 percent in Fox Lake.

### **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 2-2 details the year that structures were built in the Town of Fox Lake and Dodge County.

**Table 2-2: Year Structures Built, Fox Lake and Dodge County**

	Town of Fox Lake		Dodge County	
	Number	% of Total	Number	% of Total
Built 2010 or later	6	0.7%	76	0.2%
Built 2000 to 2009	127	14.1%	4,257	11.5%
Built 1990 to 1999	125	14.0%	5,637	15.2%
Built 1980 to 1989	51	5.7%	2,838	7.7%
Built 1970 to 1979	116	13.0%	4,506	12.1%
Built 1960 to 1969	85	9.4%	3,273	8.8%
Built 1950 to 1959	96	10.7%	3,324	9.0%
Built 1940 to 1949	94	10.4%	2,005	5.4%
Built 1939 or earlier	197	22.0%	11,088	30.0%
Total	897	100.0%	37,004	99.9%

Source: U.S. Bureau of the Census, American Community Survey 2008-2012.

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

Taking into account the area’s settlement history, it is not surprising that the greatest percentage of both Fox Lake’s and Dodge County’s existing housing units were built prior to 1940. Both the town and the county experienced building spurts during the 1970s when roughly 13 percent of the Town’s current housing stock was erected. More recently, Fox Lake added 14.1 percent of its current housing stock during the 2000-2009 time period; Dodge County added 11.5 percent.

### **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. Households in the low-income range may 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 2-3 provides housing values of specified owner-occupied units. 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 2-3: Housing Value for Specified Owner-Occupied Units  
Town of Fox Lake and Dodge County**

	Town of Fox Lake		Dodge County	
	Number	% of Total	Number	% of Total
Less than \$50,000	16	3.4%	1,382	5.5%
\$50,000 to \$99,999	15	3.2%	3,126	12.4%
\$100,000 to \$149,999	75	15.9%	7,214	28.7%
\$150,000 to \$199,999	83	17.6%	5,406	21.5%
\$200,000 to \$299,999	176	37.4%	5,170	20.6%
\$300,000 to \$499,999	73	15.5%	2,144	8.5%
\$500,000 to \$999,999	33	7.0%	572	2.3%
\$1,000,000 or more	0	0.0%	114	0.5%
<b>Total</b>	<b>471</b>	<b>100.0%</b>	<b>25,128</b>	<b>100.0%</b>
<b>Median value</b>	<b>\$220,900</b>		<b>\$156,000</b>	

Source: U.S. Census Bureau, American Community Survey, 2008-2012.

The Town of Fox Lake had a large percentage (37.4 percent) of homes valued from \$200,000 to \$299,999. Whereas Dodge County had the largest percentage (28.7 percent) of its homes valued between \$100,000 and \$149,999. The median value of homes in the Town of Fox Lake is noticeably higher than Dodge County's, which may be due to the town's water front properties. Attracting affordable housing to the town may be difficult, since the town has a higher median housing value than Dodge County.

### **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 Projections**

In 2008, 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 2-4 displays the projections from 2010 through 2030.



**Table 2-4  
Housing Unit Projections, Town of Fox Lake, 2010-2030**

2010 Housing Units	2015	2020	2025	2030	% Change 2010-2030	Total New Units 2010-2030
503	592	642	692	736	46.3	233

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

According to the housing unit projections, the Town of Fox Lake will have a need for 233 new housing units by 2030, a 46.3 percent increase in housing units from 2010 to 2030. The need for an additional 139 housing units is projected by 2020. The challenge for the Town will be to determine where these new housing units will be built and at what density.

## **2.4 Housing Trends**

There were a number of changes in the State of Wisconsin, Dodge County, and the Town 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:

- ◆ Increased pressure to convert farmland to residential use;
- ◆ Increased need to remodel and rehabilitate the older housing stock in the town;
- ◆ Increased demand to build housing in rural areas;
- ◆ Demographic trends and an aging population will increase the need for more choices relative to elderly housing, rental units, and starter homes;
- ◆ Highway improvements will make commuting easier and increase rural development pressures.



## **3. Transportation**

### **3.1 Introduction**

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

### **3.2 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 roads. The program requires town officials to evaluate the condition of town roads based on observing characteristics of the road such as the texture of the road surface or the spacing of cracks. The officials then assign a rating on a scale of 1 to 10. These ratings, along with information on traffic volumes, are used to schedule the maintenance and reconstruction of town roads.

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

Dodge County annually updates a Capital Improvement Program. The program prioritizes the allocation of financial resources for various projects over a five year time frame. In terms of the Town of Fox Lake, one transportation project is scheduled to receive funding under the program. This project is the reconstruction for CTH C in 2014 and 2015.

#### **Town of Fox Lake Land Divisions**

The Town of Fox Lake's land divisions are administered by Dodge County Land Resources and Parks Department. The Dodge County Land Use Code regulates the division of land within the town. It also provides standards for the construction of new roads such as street width and grade requirements. Under the county's Land Use Code, streets/roads within Fox Lake are classified into three separate categories; Arterial Streets, Collector Streets, and Minor Streets. Paved roads, except cul-de-sacs, are required to have a width of 24 feet. Additionally, four feet of shoulder area is mandatory on both sides of the road, unless curb and gutter are required. Additional road construction standards are included within the Dodge County Land Use Code.

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

State and regional transportation plans that affect the Town of Fox Lake are the responsibility of the Wisconsin Department of Transportation (DOT). There are three state highways in the Town of Fox Lake; STH 33, STH 68, and STH 73. The DOT has capital improvement plans for each county in the state, Highway Improvement Program. The 2013-2018 Highway Improvement Program does not show any proposed improvements for the three state highways in the Town of Fox Lake.

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

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

#### **Local Roads**

Local roads primarily provide access to adjacent properties and only secondarily provide for the movement of vehicular traffic. Since access is their primary function, through traffic should be discouraged. Traffic volume is expected to be light and should not interfere with the access function of these streets. Chief Kuno Trail and Howard Drive are examples of local roads in the Town of Fox Lake.

#### **Collector Roads**

Collector roads and highways carry vehicular traffic into and out of residential neighborhoods and commercial and industrial areas. These streets gather traffic from the local streets and funnel it to arterial streets. Access to adjacent properties is a secondary function of collector streets. Collector streets are further divided into major or minor collectors depending on the amount of traffic they carry. CTH A and CTH AW are examples of major collector highways in the town and CTH F is an example of a minor collector highway.

#### **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. STH 33 and STH 68 are examples of minor arterial roadways.

### **3.5 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 3-1 in the Appendix shows the average daily traffic volume of major traffic corridors within the town.

Traffic volumes vary considerably on the different roadways within the town. STH 33 being the major thoroughfare in the town, carrying the largest volume of traffic. STH 68 also carries considerable traffic. The volume of traffic on a particular roadway can be significantly influenced by its intersection with other roadways. For example, the average daily traffic volume on STH 33 increases by 1,800 vehicles east of its intersection with CTH A and decreases by 2,700 vehicles south of its intersection with STH 68, CTH's A and C.

### 3.6 Traffic Safety

Traffic safety and efficiency in the town can also be improved by discouraging the creation of new parcels that require access to county trunk highways or town roads where sight distance is limited. This practice restricts the access points to these roadways, thereby reducing accident potential and the need to reduce speed limits to improve safety. New parcels should be encouraged only where access can be provided by an existing town road or where a new town road will be constructed by the subdivider.

Safety concerns on heavily traveled highways in the town can also be addressed by examining the role the particular highway plays in the transportation network of the county.

### 3.7 Town Road and County Highway Standards

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

**Table 3-1  
Dodge County Minimum Street Design Standards**

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

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

**Table 3-2  
State of Wisconsin Minimum Street Design Standards**

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

### **3.8 Town Road and County Highway Deficiencies**

The Town of Fox Lake used the PASER program to evaluate which roads are in need of repairs in the town. The roadways in the town were given a number between 1 to 10, with 1 needing the most repairs and 10 being a new road. Each number rating has specific criteria the road must meet to be assigned that rating. Roads with a rating of 1 to 4 are in need of major repairs and reconstruction, compared to roads rated 5 or higher. The town conducts the review annually and incorporates the findings into its road improvement program.

#### **Substandard Roadways**

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

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

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

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

### **3.9 The Transportation System**

The transportation system which serves the Town of Fox Lake provides for the transport of goods and people into, out of, and within the town. Many elements of the system are not located in the town itself. While the town has little direct influence on transportation links outside its boundaries, it may be in its best interest to influence the improvement of these links to better serve the residents of the Town of 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 waterway systems in the Town of Fox Lake are not suitable for commercial transportation. The nearest international seaport is the Port of Milwaukee, approximately 70 miles from the Town 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 Juneau Airport, located about 10 miles from the Town of Fox Lake. Dane County Regional Airport in Madison provides commercial aviation services. It is approximately 35 miles west of the Town of Fox Lake. General Mitchell Field in Milwaukee also offers commercial airline service, but is also an international airport. It is located about 70 miles southeast of the town.

#### **Railroads**

The Wisconsin & Southern Railroad Company crosses the Town of Fox Lake in an east-west direction between Milwaukee and Minneapolis metropolitan areas. Rail transportation is an efficient and inexpensive method of transporting goods long distances. Many manufacturers favor railroad access for their plants. There are no rail sidings in the Town of Fox Lake. Map 3-1 in the Appendix shows the location of the railroad in the Town of Fox Lake.

#### **Trucking**

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

#### **Public Transit**

The nearest bus services are provided by Greyhound in Madison. The nearest private taxi service exists in the City of Beaver Dam. However, this service is not very cost effective for town residents.

## **Bicycles**

Bicycle traffic is quite limited in the Town of Fox Lake. Shoulder areas on town roads are usually narrow and unpaved making bicycle travel difficult. County highways in the town tend to have wider shoulders, but traffic levels on these roads make bicycle traffic unsafe or undesirable. The Wild Goose State Trail is approximately 10 miles east of the town and is the closest bicycle transportation facility in Dodge County. The Town of Fox Lake could also designate bike routes throughout the town on lightly traveled roads. Once designated, shoulder areas on these roads could be widened as the roads are periodically reconstructed.

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

In the Town of Fox Lake, the Dodge County Bike and Pedestrian Plan identifies STH 33, CTH's C, F, P, and AW as bicycle routes to receive bicycle route improvements.

## **Pedestrian Transportation**

No pedestrian transportation system exists in the Town of Fox Lake. The dispersed nature of the town prohibits the development of an effective pedestrian transportation system. However, the Dodge County Bike and Pedestrian Plan does suggest pedestrian friendly design standards for making Dodge County more "walkable".

## **Transportation for the Disabled**

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

## **3.10 Transportation Trends**

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



- ◆ The demand for para-transit services will increase as the population ages and the baby-boomers move into older age groups.
- ◆ There will be continued demand for quality trucking routes as manufacturing continues to be a major sector of the economy.
- ◆ Routes between cities and villages are likely to continue to grow in traffic volume.
- ◆ Concerns raised by local residents are likely to center on controlling traffic speeds and intersection safety.
- ◆ Major highway intersections will continue to be target locations for new commercial and industrial development.
- ◆ New driveways onto town and county roads will continue to increase.
- ◆ Issues regarding agricultural transport, such as milk and manure hauling, may increase.
- ◆ Conflicts between automobiles and slower farm equipment are likely to increase.
- ◆ Interest in designating local roads for ATV and snowmobile use is likely to increase.



## **4. Utilities and Community Facilities**

### **4.1 Introduction**

This element contains information about existing utilities and community facilities in the Town of Fox Lake. Facilities discussed in this element include administrative facilities, public buildings, police, fire, and emergency medical services, schools, quasi-public facilities, parks, solid waste and recycling, communication and power facilities, sanitary sewer, water, stormwater management, and health and day care facilities.

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

The town hall and administrative facilities are located at W 10543 Co. Road F, Fox Lake. The town hall was formerly an elementary school that was closed due to school district consolidation in the 1960s. The Fox Lake Protection and Rehabilitation District also has offices in the town hall. Map 4-9, located in the Appendix, details the locations of the Town's utilities and community facilities. The town has one part-time employee that mows town ditches. The town contracts with Kopplin and Kinas Construction for snowplowing and road maintenance services.

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

The Town of Fox Lake is governed by a five-member Town Board. Different pairs of Town Board Members make up the following five committees:

- ◆ Plan Commission
- ◆ Parks and Lake Committee
- ◆ Roads Committee
- ◆ Public Safety and Service Committee
- ◆ Intergovernmental Committee
- ◆ Waste Disposal and Recycling Committee

### **Public Buildings**

Publicly owned and operated buildings include the town hall, town garage, and the pavilion at the Fox Lake boat launch.

### **Fox Lake Inland Lake and Rehabilitation District**

Inland lake protection and rehabilitation districts (lake districts) are special purpose units of government administered by a local board of commissioners. Lake districts have the authority to levy taxes, make special assessments, or charge a user fee to finance lake management activities. A lake district can assume responsibilities for ownership, repair, maintenance, and operations of a dam. A lake district may also exercise the same powers as a sanitary district if authorized by the town which created the sanitary district. District voting members make major policy

decisions at annual meetings. There are approximately 80 inland lake protection and rehabilitation districts throughout Wisconsin.

### **4.3 Protective Services**

#### **Police Services**

##### **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, recreational patrol, and traffic division.

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

##### **Fox Lake Police Department**

The department is staffed by one officer-in-charge and two officers. The department's patrol car is a GMC Tahoe. The department provides 30 hours of police service per month from October to March, and 50 hours per month from April to September.

##### **Fox Lake Correctional Institution**

Fox Lake Correctional Institution is located on Lake Emily road in the Town of Fox Lake. It is a medium-security facility, with approximately 1,322 inmates.

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

The Fox Lake Fire Association is an independent organization supported by the Town and City of Fox Lake, Town of Trenton, and Town of Westford. Staff includes 39 members. The Town is also a part of the Randolph Fire Association, which is supported by the Town of Fox Lake, Town of Westford, Town of Randolph, Village of Randolph, and Town of Cortland.

Both associations provide emergency medical services. Map 4-1 in the Appendix displays fire protection boundaries in Dodge County, and Map 4-2 displays emergency medical service boundaries in Dodge County.

## **4.4 School Facilities**

The Town of Fox Lake is served by four school districts- the Beaver Dam School District, the Markesan School District, Randolph School District, and the Waupun School District. Map 4-3 in the Appendix, shows the school district boundaries in Dodge County.

### **Beaver Dam School District**

The Beaver Dam School District contains Jefferson Elementary, Lincoln Elementary, Prairie View Elementary, South Beaver Dam Elementary, Washington Elementary, Wilson Elementary, the Beaver Dam Middle School, the Beaver Dam Charter School, and the Beaver Dam High School. As of the 2013-2014 school year, the Beaver Dam School District had a total of 3,657 students.

### **Markesan School District**

The Markesan School District contains the Markesan Elementary School, the Markesan Middle School, and Markesan High School. As of the 2013-2014 school year, the Markesan School District had a total of 830 students.

### **Randolph School District**

The Randolph School District contains the Randolph Elementary School and the Randolph High School. As of the 2013-2014 school year, the Randolph School District had a total of 550 students.

### **Waupun School District**

The Waupun School District contains Meadow View Primary, Rock River Intermediate, Waupun Junior and Senior High School, and the School for Agriculture and Environmental Studies. As of the 2013-14 school year, the Waupun School District had a total of 1,939 students.

## **4.5 Quasi Public Facilities**

### **Libraries**

There are no libraries located in the Town of Fox Lake. Residents primarily utilize libraries found in the Cities of Beaver Dam, Fox Lake, Waupun, and the Village of Randolph.

### **Churches and Cemeteries**

There is one church located in the town, County Line Lutheran Church. There are two cemeteries located in the town, including Lake Emily Cemetery and Grand Prairie Cemetery. Both cemeteries are maintained by the town.

## **Post Offices**

There are no post offices located in the town. The town has three zip code exchanges with delivery provided by post offices in the City of Fox Lake (53933), Village of Randolph (53956), and the City of Markesan (53946).

## **Civic Organizations and Other Clubs**

- ◆ Fox Lake Preservation Organization, Inc.
- ◆ Lake Emily Fishing Club

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

### **Boat Landings/Public Access**

There are three boat launches located in the town. The Lake Emily boat launch includes one dock, two launches, picnic tables, handicap accessible fishing pier, and bathroom facilities. The Fox Lake boat launch includes two docks, three launches, picnic tables, bathrooms, and a pavilion and shelter. The Beaver Dam Lake boat launch contains one dock and one boat launch.

### **Beaver Dam Lake Fishery Area**

The Beaver Dam Lake Fishery Area consists of five separate sites throughout the Towns of Fox Lake, Trenton, and Westford which are managed to provide public access for recreational use of Beaver Dam Lake, protect wetlands habitat critical for fish spawning, and protect spring heads which provide refuge for fish to survive winter kills. Total acreage covers 152.7 acres with 83.2 acres owned by the WDNR and 69.5 acres under private ownership with a wetland easement agreement. The fire sites include: Fish Camp Public Access, North Access, Puckagee Springs, Hickory Bay Boat Access Parking Lot, and Wetland Easement Area.

The Fish Camp Public Access covers 10.9 acres located in the Town of Trenton north of the Sunset Beach Subdivision area. Originally purchased and used for a rough fish control station, the site has now been developed for public use and access to Beaver Dam Lake. The site consists of two boat ramps with launching piers, restroom facilities, a picnic area, and a parking lot. The site also offers opportunities for bank fishing. Usage of this site is typically heavy, particularly on weekends.

The North Access Site covers 17.9 acres located in the Town of Westford south of the Hickory Hill Subdivision area. The site provides public access to the north end of Beaver Dam Lake with a boat ramp, parking lot, and bank fishing available. The site receives heavy usage from Dodge County residents.

The Puckagee Springs Site covers 53.8 acres located in the Town of Fox Lake south of Spring Road. The property is a wetland area with numerous springs which flow into Beaver Dam Lake, providing a refuge for fish needing fresh water during period of oxygen depletion in the lake. No facilities exist, however parking is available for a limited number of vehicles in lots off of Spring Road and Breezy Point Road.

The Hickory Bay Boat Access Parking Lot covers about .6 acres located in the Town of Fox Lake about one-half mile west of the Puckagee Springs Site. The property consists solely of parking lot for users of the adjacent Hickory Bay Boat Access provided by the Town of Fox Lake.

The Wetland Easement Area covers about 69.5 acres located in the Towns of Fox Lake and Westford. The easement was acquired to protect the wetland area and marshy shoreline which are valuable for northern pike spawning and waterfowl habitat. The land is under private ownership and is not available for public use or access.

### **Fox Lake Fishery Area**

The Fox Lake Fishery Area is part of a wetland complex located on the west end of Fox Lake established primarily to protect critical northern pike spawning habitat. The state owned lands cover 452.4 acres along or near Fox Lake with an additional 18.9 acres to the north acquired to protect critical wintering habitat for pheasant and deer. Wildlife management easements have also been obtained on an additional 282.8 acres of private lands in the area. The state owned lands provide opportunities for fishing, waterfowl hunting, trapping, wildlife watching, nature study, and canoeing.

- ◆ Town of Fox Lake Park
- ◆ Lake Emily Boat Landing
- ◆ Highway A Wayside
- ◆ DNR Parking Lot and Boat Launch north of Highway A south of bridge

Map 4-4 in the Appendix shows the Town, County, State and Federal Recreational Facilities in Dodge County.

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

The Town of Fox Lake contracts with Badger Disposal, located in Columbus, for solid waste and recycling services. The majority of residents receive curb-side pick up once per week. For those located on the lake, pick up is provided twice per week from Labor Day to Memorial Day.

Recyclables are picked up every two weeks. The town is the designated responsible unit for recycling.

Residents are charged \$52 per year for curb-side pick up. Residents may also drop-off waste and recyclables at the town hall on Saturdays. The town also has a waste disposal site, and a leaves and brush drop-off site.

## **4.8 Communication and Power Facilities**

CenturyTel provides telephone service to the town. Alliant Energy provides natural gas service exclusively to the area surrounding Fox Lake and CTH F. Alliant Energy and Adams Columbia Coop provide electric service to the town. There is one electrical substation located in section 36, south of the City of Fox Lake. There are no telecommunication towers in the town. See Map

4-5 in the Appendix for telephone service providers, Map 4-6 for electric utilities service areas, and Map 4-7 for natural gas service providers.

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

The Fox Lake Inland Lake Protection and Rehabilitation District owns and operates a sanitary sewer system with an area of approximately 2,802 acres in total area; including 2,650 acres of Fox Lake, all located within the boundary of the Town of Fox Lake. The District's wastewater collection area begins at DelBern Acres on the north side of Fox Lake and ends at Trailer Island located at the end of Oaks Road east of the City of Fox Lake and excludes the property that is within the city limits. The District's collection system is comprised of 19 lift station sites containing a total of 36 lift pumps and 49 grinder pump sites containing 50 grinder pumps. The District owns approximately 14 miles of mainly PVC sanitary and forcemain sewer piping that carries the wastewater to the treatment facility.

Map 4-8 in the Appendix displays the location of public sewer and water facilities in the Town.

The District, formed in 1981, and the City of Fox Lake constructed the wastewater treatment plant in 1983 and 1984 and established the Fox Lake Wastewater Control Commission. The Commission (FLWCC) Board is comprised of three representatives from each of its two customers, the District and City.

In 2009, the board elected to expand the treatment plant by adding four (4) additional seepage cells by late fall of 2010. New cell usage is controlled in a new structure installed with three adjustable weirs that can be raised or lowered to get the required volumes of effluent running to the old and new cells. The four cell expansion of the treatment plant allows a larger volume for seepage purposes. Capacity at the plant is as follows: Annual average is 312,000 gallons per day (GPD) for 365 days; Extreme averages - 30 day average is 543,000 GPD; 7 day average is 706,000 GPD; 1 day average of 899,000 GPD.

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

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

#### **4.11 Public Water Supply**

There are no publicly operated water supply facilities located in the town. Residents must rely upon private wells for water.



#### **4.12 Stormwater Management**

There are no storm sewers located in the town. The primary method of stormwater management is through culverts and ditches.

#### **4.13 Health Care Facilities**

There are no health care clinics in the town. A full range of medical services are available in the Cities of Beaver Dam and Waupun. Regional medical services are available in the City of Madison.

#### **4.14 Day Care Facilities**

There are no commercial day care facilities located in the town.

#### **4.15 Utilities and Community Facilities Trends and Outlook**

The following trends need to be anticipated with regard to planning for future utilities and community facilities in the Town 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 trails and other recreational facilities;
- ◆ Increased development in rural areas will create the need for more police and other governmental services;
- ◆ The demand for health care facilities will increase;
- ◆ Increasing residential development in rural areas may cause the need for more school transportation resources, such as more buses and bus drivers.



## **5. Agricultural, Natural, and Cultural Resources**

### **5.1 Introduction**

This element provides an inventory and assessment of the agricultural, natural, and cultural resources for the Town of Fox Lake. Land development patterns are directly linked to the resource base; therefore, these features need to be considered before making any decisions concerning future development within the town. The Town of Fox Lake's agricultural, natural, and cultural resources contribute greatly to its residents' quality of life.

### **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.

The majority of soils in the Town of Fox Lake are upland silt loam considered good for agricultural uses. Topsoil generally ranges between 10 and 14 inches in depth. The seven general soil associations found in the Town of Fox Lake include Fox-Casco-Rodman, McHenry-Pella, Plano-Mendota, Houghton-Pella, St. Charles-LeRoy-Lomira, Theresa-Lamartine-Hochheim, and St. Charles-Miami-Elburn.

### **5.3 Prime Agricultural Soils**

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

### **5.4 Forests**

The Town of Fox Lake is covered by approximately 792 acres of wooded area. Wooded areas have been cleared in the town to make room for agricultural fields and residential uses. Only about 3.2 percent of the town's surface area is in woodland use. Map 5-2 in the Appendix shows the woodlots in the Town of Fox Lake.

There is limited economic potential from the remaining woodlots since they tend to be small and widely scattered. Many contain residential development or are located in public parks and recreation areas.

## **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 establish a local program to ensure the effective reclamation of non-metallic mining sites in Dodge County.

The Town of Fox Lake currently has two active nonmetallic mines covering approximately 32 acres. Map 4-9 in the Appendix illustrates the non-metallic mines in the Town of Fox Lake.

## **5.6 Wetlands**

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

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

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

## **5.7 Floodplains**

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

Wisconsin Statute 87.30 requires Counties, Cities, and Villages to implement floodplain zoning. In addition, the Federal Emergency Management Agency (FEMA) has developed flood hazard data. The floodplain areas are near most of the waterways and wetland areas in the town. The floodplain areas of the Town of Fox Lake are shown on Map 5-4 in the Appendix.

## **5.8 Watersheds and Drainage**

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

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

- ◆ Water quality impacts and increased runoff quantity from agriculture and urban land uses, such that many of the rivers and streams are not meeting water quality standards.
- ◆ Loss of agricultural lands impacts wildlife habitat, recreational usages, the rural landowners, and the economy because it changes the nature of the basin.
- ◆ Loss of critical, sensitive habitat and connection between habitats.
- ◆ Significant groundwater contamination in areas of the Basin.
- ◆ Lower urban groundwater levels due to increased use and decreased groundwater infiltration due to more acres of impervious land.

## **5.9 Surface Water Features**

There are approximately 3,519 acres of surface water in the Town of Fox Lake, including three lakes and four named creeks. The following is a description of the more prominent lakes, rivers, and streams in Fox Lake.

## **Lakes**

### **Beaver Dam Lake**

Beaver Dam Lake is the largest lake in Dodge County and the 16<sup>th</sup> largest in Wisconsin. It was formed in 1842 when a 10 foot dam was constructed on the Beaver Dam River to provide water power. The City of Beaver Dam is located on the southeast shore. The lake experienced problems when carp were introduced at the turn of the century. None of the procedures used to reduce the carp population have been entirely successful. Today the lake experiences problems of pollution due to agricultural and urban runoff including industrial cooling water discharge and storm water discharge from the City of Beaver Dam. The shallow depth and resulting turbidity contribute to problems or rough fish, winter fish kills, and shoreline erosion. The fishery consists primarily of buffalo fish, crappie, bullheads, walleye, northern pike and carp. Despite its problems, the lake is valuable for boating and has many boat launching and parking facilities. Area parks provide shore fishing and picnic areas. Additionally, the lake provides hunting opportunities for waterfowl during the fall migration. Winter uses include snowmobiling, ice fishing and ice skating. However, open water is a hazard in some locations due to aerators.

### **Fox Lake**

Fox Lake was originally a smaller natural lake formed by glacial activity. It was greatly increased in size and depth by construction in 1845 of an 11 foot dam on Mill Creek. The City of Fox Lake is located on the southeast shore of the lake where city parkland with a boat landing provides recreational access. A town park with a boat landing provides access on the north side of the lake. Because Fox Lake is deeper, it is experiencing less pollution than Beaver Dam or Sinissippi Lakes. Fox Lake is heavily used for boating, water skiing, and fishing. Despite stocking and rough fish removal projects, the original game fish population is being reduced by over abundant carp populations. Fox Lake outlets toward Beaver Dam Lake via Mill Creek. The protection of Fox Lake is assisted by the Fox Lake Inland Lake Protection & Rehabilitation District. Also, Fox Lake winter uses include snowmobiling, ice fishing and ice skating. Similar to Beaver Dam Lake, open water is a hazard in some locations due to aerators.

### **Lake Emily**

Lake Emily is a shallow, fertile lake located in the extreme northwest corner of Dodge County. The lake is principally fed by seepage, springs and runoff, and a four foot dam assists in maintaining the water levels. The lake provides a quality fishery primarily of perch, bluegills, largemouth bass, and northern pike and receives heavy usage year round. Much of the lakeshore is developed with cottages and homes, except for the west side which is still undeveloped. A town-owned boat landing provides good fishing and boating access on the southern end of the lake.

## **Rivers, Streams and Creeks**

The four named Creeks in Fox Lake are Alto Creek, Cambra Creek, Drew Creek, and Mill Creek. There are also numerous intermittent streams and smaller creeks scattered throughout town.

## **Waterway Classification**

The Dodge County Land Resources and Parks Department completed a waterway classification project in 2003. The goal of the waterway classification project was to provide the county with a method of categorizing or classifying each lake, river and stream by their unique characteristics. The classification of lakes, rivers and streams was based on criteria developed by the Wisconsin Department of Natural Resources (WDNR). The Existing Development Criterion was used with the Total Lake or Stream Sensitivity Criteria to develop the final classification of Class 1, 2, or 3 for each waterway. Using this method, a lake, river, or stream's level of existing development is given the same importance or weight as its sensitivity to future development impacts based on physical characteristics.

A Class 1 waterway is the most sensitive to future development and has a lower level of existing development. A Class 3 waterway is the least sensitive to future development and has a higher level of existing development. The following listing contains the Town of Fox Lake waterways that were classified and their final classification:

Fox Lake – Class 3  
Lake Emily – Class 3  
Drew Creek – Class 2  
Alto Creek – Class 1  
Mill Creek – Class 3  
Cambra Creek – Class 1

## **5.10 Groundwater Resources**

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

Most groundwater contamination is related to poorly sited land uses. For example, agricultural manure, petroleum, and salt storage in areas of high groundwater tables or fractured bedrock are all potential sources of groundwater pollution. Contamination of groundwater reserves can also result from such sources as percolation of water through improperly placed or maintained landfill sites, private waste disposal (septic effluent), runoff from livestock yards and urban areas, improper application of agricultural pesticide or fertilizers, excessive lawn and garden fertilizers and pesticides, leaks from sewer pipes, and seepage from mining operations. Runoff from leaking petroleum storage tanks and spills can also add organic and chemical contaminants in locations where the water table is near the surface. Once groundwater contamination has occurred, successful remediation is expensive and can take years, or may never occur, depending upon the pollutant. Therefore, when considering specific land uses for an area, it is vital to

consider the physical characteristics of the area and the relationships between the land and the proposed/actual use in order to ensure that groundwater contamination does not occur.

Within Dodge County there are areas that have natural occurring and human influenced well contaminations. According to studies performed by University of Wisconsin-Extension offices, there are multiple types of contaminations in Dodge County. One major contamination is nitrates, which are mainly human influenced and a major concern in parts of Dodge County. Currently, the Town of Fox Lake has some areas with higher than average nitrate levels. Also, the town has mostly average chloride levels. These two types of contamination may be linked to agricultural practices, shallow bedrock, or uncontrolled spreading of contaminants. Another contamination that raises concern is the high number of positive bacteria samples in an area. The Town of Fox Lake has a large number of positive bacteria samples, mainly around Fox Lake. Some of these contaminations can be linked to unique bedrock or groundwater features, or current or past land use practices in the area. To help control future well contaminations the Town of Fox Lake should conduct testing to identify contaminated areas and reduce development in those areas.

### **5.11 Air Quality**

Air quality, especially good air quality, is often taken for granted. The eastern portion of Wisconsin experiences high concentrations of ground-level ozone. Ground-level ozone, or smog, forms when pollutants emitted from vehicle exhaust, power plants, factories, and other combustion sources combine in the hot summer sun. In addition, warm weather causes an increase in air conditioner usage, which can increase harmful emissions from these sources.

To manage the state's air quality, the DNR uses both a network of air quality monitors and a series of air pollution control rules that limit emissions from air pollution sources based on various criteria. There is one air monitoring site in Dodge County, located in the City of Mayville.

### **5.12 Environmental Corridors/Sensitive Areas**

Environmental corridors are continuous systems of open space that often include environmentally sensitive lands including woodlands, wetlands and habitat areas, natural and cultural resources requiring protection from disturbance and development, and lands needed for open space and recreational use. Environmental corridors serve multiple functions. Protection and preservation of environmental corridors contribute to water quality through reduction of non-point source pollution and protection of natural drainage systems. Environmental corridors can also protect and preserve sensitive natural resource areas, such as wetlands, floodplains, woodlands, steep slopes, native grasslands, prairies, prairie savannas, groundwater recharge areas, and other areas that would impair habitat and surface or groundwater quality if disturbed or developed. Map 5-5 in the Appendix identifies environmental corridors and natural limitations for building site development in the Town of Fox Lake.



### **5.13 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 the Town of Fox Lake and Dodge County.

**Table 5-1: Rare, Threatened, and Endangered Species  
Town 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.

## **5.14 Wildlife Habitat and Recreational Areas**

Wildlife habitat can be simply defined as the presence of enough food, cover, and water to sustain a species. The wetland areas of the Town of Fox Lake are particularly accommodating to many types of waterfowl, such as geese, ducks, herons, egrets, and swans. The town also has upland habitat areas suited for pheasants. The Town 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 Town of Fox Lake.

## **5.15 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. In addition, the National Park Service highlights properties that have significance to the nation as a whole by conferring on them the status of National Historic Landmark.

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.

There are no sites in the Town of Fox Lake that are listed on the State or National Register

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

The Wisconsin Architecture and 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. These sites should be periodically reviewed for possible designation on state or national registers.

According to the AHI, the Town of Fox Lake has 38 sites on the Wisconsin Architecture & History Inventory.

## **5.16 Cultural Resources**

### **Cultural Facilities**

There are no cultural facilities such as libraries, museums, or historical markers in the Town of Fox Lake. Map 5-6 shows historical and cultural resources in Dodge County.

## **5.17 Community Design**

The Town of Fox Lake is located in the northwest portion of Dodge County. The town is approximately 38 square miles in size, and is surrounded by Dodge County to the east, south, Green Lake and Fond du Lac Counties to the north, and Columbia County to the west. The Town of Fox Lake has large tracts of agricultural land and open space. The Town of Fox Lake contains Fox Lake, Emily Lake and borders Beaver Dam Lake.

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

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

- ◆ The number of farms will continue to decline;
- ◆ The size of the average farm will continue to show moderate increases;
- ◆ Pressure to convert farmland to other uses will increase;
- ◆ The number of dairy farms will continue to decline;
- ◆ Dairy herd sizes will continue to increase;
- ◆ Dairy herd production will continue to increase;
- ◆ The number of large “commercial” type farming will increase, especially dairy;
- ◆ Interest in farmland preservation programs will decrease;
- ◆ Interest in cash cropping will increase;
- ◆ Interest in specialty farming will increase;
- ◆ Interest in “value-added” businesses to complement small dairy and general farming operations will increase;
- ◆ Large dairies required to obtain Wisconsin Point Discharge Elimination System (WPDES) permits will increase;
- ◆ Interest in voluntary management programs that supply a property tax break, such as Managed Forest Law (MFL), will increase;
- ◆ Interest in using lakes for recreational purposes will continue;
- ◆ The town’s water fronts, woodlands, and highland areas will be desired as residential building sites;
- ◆ Challenges to groundwater resources will grow including increasing quantity of withdrawal and increasing of potential contamination sources;
- ◆ Highway expansion and increased traffic will have a negative impact on air quality.

## 6. Economic Development

### 6.1 Introduction

This section contains an inventory of economic characteristics found in the Town of Fox Lake. Analysis and inventory information contained within this section will help in identifying deficiencies and opportunities for economic development within the community.

### 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  
Town of Fox Lake and Dodge County  
Labor Force Comparisons, 2012**

Characteristics	Town of Fox Lake		Dodge County	
	Number	Percent	Number	Percent
Persons Age 16 or Over	2,498		71,775	
Males	1,907	76.3%	37,925	52.8%
Females	591	23.7%	33,850	47.2%
In Labor Force	659	26.4%	47,382	66.0%
Males	366	55.5%	25,606	54.0%
Females	293	44.5%	21,776	46.0%
Civilian Labor Force	659	---	47,366	---
Employed	636	96.5%	43,967	92.8%
Unemployed	23	3.5%	3,399	7.1%

Source: U.S. Census Bureau, American Community Survey 2008-2012

The Town of Fox Lake has a much lower percentage of those persons age 16 and over that are in labor force as compared to Dodge County. The Town of Fox Lake and Dodge County had a comparable percentage of employed persons.

## Income

Table 6-2 displays the 2012 household income and median household income for the Town of Fox Lake and Dodge County. The highest percentage (25.6 percent) of residents in the Town of Fox Lake had a household income from \$50,000 to \$74,999. The next largest percentage (21.2 percent) of household income was \$100,000 to \$149,999, which was higher than the county's percentage of 14.8. Approximately 5.5 percent of the households in the town had a household income of \$150,000 or greater; this is slightly higher than the county's rate of 5.4 percent. The median household income for the Town of Fox Lake was \$63,611. The median income for Dodge County was \$64,771.

**Table 6-2: Household Income  
Town of Fox Lake and Dodge County, 2012**

	Town of Fox Lake		Dodge County	
	Number	% of Total	Number	% of Total
Less than \$10,000	23	4.3%	1,483	4.4%
\$10,000 to \$14,999	22	4.1%	1,369	4.0%
\$15,000 to \$24,999	47	8.8%	3,430	10.2%
\$25,000 to \$34,999	52	9.7%	3,839	11.4%
\$35,000 to 49,999	84	15.7%	5,301	15.7%
\$50,000 to \$74,999	127	23.7%	7,967	23.6%
\$75,000 to \$99,999	59	11.0%	5,317	15.7%
\$100,000 to \$149,999	87	16.2%	3,702	11.0%
\$150,000 or More	34	6.4%	1,358	4.0%
<b>Total</b>	<b>535</b>	<b>99.9%</b>	<b>33,766</b>	<b>100.0%</b>
<b>Median Household Income</b>	<b>\$57,986</b>		<b>\$53,782</b>	

Source: U.S. Bureau of the Census, 2008-2012

American Community Survey.

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

## 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 mean travel time to work for Town residents was 25.9 minutes in 2012. This compares to 22.1 minutes for Dodge County.

## 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 6-3 displays the number and percent of employed persons by industry group in the Town of Fox Lake and Dodge County for 2012.

**Table 6-3: Employment by Industrial Sector  
Town of Fox Lake and Dodge County**

Industry	Town of Fox Lake		Dodge County	
	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	83	13.0%	1,986	4.5%
Construction	74	11.6%	3,173	7.2%
Manufacturing	135	21.2%	11,333	25.8%
Wholesale trade	16	2.5%	1,103	2.5%
Retail trade	65	10.2%	5,042	11.5%
Transportation and warehousing, and utilities	13	2.0%	1,909	4.3%
Information	0	0.0%	689	1.5%
Finance, insurance, real estate, and rental and leasing	15	2.4%	1,388	3.1%
Professional, scientific, management, administrative, and waste management services	24	3.8%	2,368	5.4%
Educational, health, and social services	102	16.0%	8,401	19.1%
Arts, entertainment, recreation, Accommodation, and food services	25	3.9%	2,760	6.3%
Other services (except public administration)	38	6.1%	1,974	4.5%
Public administration	46	7.2%	1,841	4.2%
<b>Total</b>	<b>636</b>	<b>99.9%</b>	<b>43,967</b>	<b>99.9%</b>

Source: U.S. Bureau of the Census, 2008-2012 American Community Survey.

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

The manufacturing sector supplied the most jobs (21.2 percent) and educational, health, and social services sector provided the second most jobs (16.0 percent) in the Town of Fox Lake. The greatest percentage of employment for the county was also in the manufacturing sector (25.8 percent), followed by the educational, health, and social services (19.1 percent). The agricultural, forestry, fishing and hunting, and mining sector provided 4.5 percent of the employment by industry in the county. However, in the Town of Fox Lake the agricultural, forestry, fishing and hunting, and mining sector claimed 13.0 percent.

## Wages

The wages that are provided by a particular industry in a particular area can offer several insights. For example, higher wages within an industry, when compared to neighboring communities, can indicate strength in a particular economic segment. That wage can also be used to attract commuters and new residents to the area. A higher than average wage and a dependence on a particular industry can also lead to local recession if there should be a downturn within the industry. Lower than average wages can indicate a lower quality of life in the area or a lack of highly qualified labor.

Table 6-4 displays the annual average wage by industry in Dodge County and Wisconsin.

**Table 6-4**  
**Annual Average Wage by Industry Division**  
**Dodge County and Wisconsin**

	Dodge County Annual Average Wage	Wisconsin Annual Average Wage	Percent of State Average	1-Year Percent Change
All industries*	\$37,274	\$39,985	93.2%	3.2%
Natural Resources	\$32,917	\$30,613	107.5%	2.9%
Construction	\$59,144	\$49,135	120.4%	7.7%
Manufacturing	\$45,252	\$50,183	90.2%	5.0%
Trade, Transportation, & Utilities	\$29,331	\$34,132	85.9%	1.6%
Information	\$28,540	\$51,764	55.1%	N/A
Financial Activities	\$34,333	\$53,332	64.4%	6.5%
Professional & Business Services	\$53,745	\$46,516	115.5%	-2.8%
Education & Health	\$36,234	\$42,464	85.3%	0.8%
Leisure & Hospitality	\$9,999	\$14,597	68.5%	4.2%
Other Services	\$16,839	\$22,682	74.2%	2.7%
Public Administration	\$37,633	\$41,653	90.3%	-0.9%

Source: Wisconsin Department of Workforce Development, 2011.

The Construction and Professional & Business Services in Dodge County offered the highest annual average wages in 2011. The only other industry other than Construction and Professional & Business Services to offer an annual average wage greater than the State of Wisconsin as a whole was Natural Resources. The greatest disparity in wages between Dodge County and the state was in the Information industry.

## 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 LUST's 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 conducts 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. Thirty-nine sites are currently found in Wisconsin.

According to the BRRTS database, there are 1,074 environmentally contaminated sites in Dodge County. Of the 1,074 sites, 863 are closed. Closed sites have completed all clean up requirements and have received a case closure letter from the DNR. Approximately 51 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.

For more information, review the available DNR database for sites that are located within the community: <http://dnr.wi.gov/topic/Brownfields/botw.html>.

### **6.3 Economic Development Trends**

Agriculture dominated the Dodge County and Town of Fox Lake economy until the mid-20<sup>th</sup> century, at which point, manufacturing became a major source of employment and income. Trade and services have begun to emerge as major economic components. These trends formed the base of the current local economy. Over the next 20 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 town.
- ◆ 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 Town of Fox Lake will continue to be a desirable place to live, and transportation improvements will increase the ability of individuals to work outside the county resulting in increased population.
- ◆ The service-based sector of the economy will continue to grow, particularly health-related services, as the population ages.



# 7. Intergovernmental Cooperation

## 7.1 Introduction

This element identifies planning activities in and around the Town of Fox Lake, and provides a description of Wisconsin's statutes associated with 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 impacts 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 (cities, towns, and villages), and special purpose districts defined as follows:

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

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

jurisdictions and involve multiple boards, commissions, committees, executives, administrators, and citizens. Goals between communities may differ and present challenges. More governmental units may also mean unwanted and wasteful duplication in the delivery of community services. Cooperation can help avoid this.

### **Intergovernmental Cooperation Benefits**

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

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

In order to facilitate meaningful opportunities for intergovernmental cooperation, the original Town of Fox Lake Comprehensive Plan that was adopted in 2005, was part of a multi-jurisdictional plan building process. This approach grouped the participating communities into one of five regions. The regions were arranged based on: their location in the county, common features such as agriculture, highways and river corridors, and shared service areas for utilities and emergency services.

The regional meeting approach provided an excellent forum for communities to discuss and resolve issues. Each meeting involved three phases. During the first phase, general trends and other information were presented at the beginning of each meeting. The second phase involved “breakout” sessions, whereby each community met with an assigned planner to work through issues and concerns specific to each community. The third phase involved the communities getting back together to present findings and solutions.

## **7.3 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, formerly s. 66.30, 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 percent 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.

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 percent 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, Standards to be applied by the department, 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 affect.

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, Approvals Necessary, 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.

A portion of Fox Lake is subject to the plat review authority of the City of Fox Lake and the Village of Randolph.

#### **7.4 Inventory of Plans for Adjacent Communities**

The City of Fox Lake is located within the Town of Fox Lake; the City of Fox Lake adopted a comprehensive plan in 2012. Also, the Village of Randolph is located in the southwest corner of the Town and has adopted a Comprehensive Plan (adopted 2008). Some of the towns surrounding the Town of Fox Lake have adopted Comprehensive Plans.

#### **7.5 Inventory of Existing Intergovernmental Agreements**

Mutual aid agreements exist between communities throughout the county to address police, fire, and ambulance services. Mutual aid agreements allow communities to share equipment and resources.

Various informal and formal agreements exist between communities throughout the county to address sharing services and facilities such as parks, road maintenance, snowplowing, and library funding.

There is no formal boundary agreement between the City of Fox Lake and the Town of Fox Lake.

#### **7.6 Analysis of the Town of Fox Lake's Relationship with School Districts, Local Governmental Units, Other Jurisdictions, Neighboring Counties, Region, and State**

##### **Adjacent Governmental Units**

The Town of Fox Lake shares borders with Green Lake County to the north, Town of Trenton to the east, Town of Westford to the south, and Columbia County to the west. The City of Fox Lake is located in the Town of Fox Lake.



## **Relationship**

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

The Town of Fox Lake's relationship with the City of Fox Lake is respectable. The Town of Fox Lake and City of Fox Lake have joint use of equipment; have an agreement for snow removal on designated streets.

## **Sitting and Building Public Facilities**

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

## **Sharing Public Services**

Currently the Town of Fox Lake shares fire protection and emergency medical services with the City of Fox Lake. Fire protection and emergency medical services are preformed by the Fox Lake Fire Association and part of the town is serviced by the Randolph Fire Association.

County Departments such as Land Resources and Parks Department and Highway Department offer services for assistance beyond the required level of service. For towns that have adopted the county Land Use Code, the county administers the land use regulations in those towns. The Land Resources and Parks Department also provides planning services for a fee to any municipality. Many communities have taken advantage of this service over the years.

The county Highway Department maintains the county highway system, a public service all county citizens utilize. The county Highway Department also installs driveway culverts and road name signs for those towns that choose to pay for such an additional service.

Dodge County Sheriff's Department provides police protection to the Town of Fox Lake, as well as most other municipalities in the county.

## **School Districts**

A majority of the Town of Fox Lake is located within the Waupun School District. However, some of the town is covered by three other school districts. These districts include the Beaver Dam, Markesan, and Randolph School Districts.

## **Relationship**

The school districts tend to operate rather independently and interaction with the town tends to be minimal.

### **Siting School Facilities**

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

### **Sharing School Facilities**

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

### **Region**

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

### **State**

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

## **7.7 Intergovernmental Cooperation Trends**

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

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

## 8. Land Use

### 8.1 Introduction

This element provides an analysis of existing land use in the Town of Fox Lake. Transportation networks, ownership patterns (public and private), natural resources, market forces, existing ordinances, and resource management activities all contribute to the pattern of development that occurs in the town.

### 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 town.

The land use pattern in Fox Lake consists mostly of agricultural land and scattered residential development. Shoreline areas along Fox Lake, except the east shoreline, have the greatest amount of residential development in the town. The existing land uses in the Town of Fox Lake are shown on Map 8-1 in the Appendix. Table 8-1 displays the existing land uses of the Town of Fox Lake.

**Table 8-1: Existing Land Use, Town of Fox Lake, 2014**

Land Use Category	Number	% of Total
Single Family Residential	635.6	2.6%
Two Family Residential	0.7	0.0%
Multi-Family Residential	16.0	0.1%
Mobile Home Parks	17.8	0.1%
Commercial	27.6	0.1%
Industrial & Quarries	129.8	0.5%
Public & Quasi-Public	542.8	2.2%
Transportation	448.1	1.8%
Parks & Recreation	182.9	0.7%
Communication & Utilities	47.2	0.2%
Water Features	3,519.1	14.3%
Agricultural & Other Resource Land	19,081.2	77.4%
Total	24,648.8	100%

Source: Dodge County Land Resources and Parks Department

## **Agricultural and Other Resource Land**

By far the largest of the land use categories is the combined total for agriculture. This is a reflection of the large amount of prime agricultural soils found in the town. Agriculture land accounts for 19,081.2 acres of land or 77.4 percent of the Town of Fox Lake's 24,648.8 acres. The question of how much land is converted to urban type uses and where this conversion takes place is a key element of the land use planning process.

## **Residential**

Residential development in Fox Lake consists almost exclusively of single family housing, including farmsteads. Residential development is mostly around Fox Lake, especially along the Chief Kuno Trail, Howard Drive, and Blackhawk Trail corridors. Also, residential concentrations of residential development can be found along Lake Emily. Residential land uses account for 670.1 acres of land or 2.8 percent of the land area in the town.

## **Commercial**

Commercial uses make up only 0.1 percent or 27.6 acres of the land area in the town. There are few commercial operations located in the Town of Fox Lake.

## **Industrial**

Industrial development uses make up only 0.5 percent or 129.8 acres of land area in the town. There are only some industrial uses located in the town.

## **Public and Quasi-Public**

Public and Quasi-Public land uses occupy 542.8 acres, for 2.2 percent of the land area in the town. Public and Quasi-Public land uses perform a support function to the people living and working in both urban and rural environments. Land uses within this classification include hospitals, schools, cemeteries, and churches, along with government offices, prisons, and public buildings. The amount of land devoted to these uses is not large in comparison to the other land use categories, but these facilities provide critical support and employment opportunities to the residents of the town.

## **Parks and Recreation**

The Town of Fox Lake has 182.9 acres of land that are dedicated for use as parks and recreational land. The Fox Lake Fishery Area is open to the public is located to the west of CTH A and to the south of CTH F. The effects of a growing population, growing interest in outdoor activities, and increased mobility will place greater demands on recreational facilities in the town. The preservation of public recreational areas as the town continues to grow is a key element in maintaining the quality of life in Fox Lake.

## Transportation

Transportation related land use features include local roads, county and state highways, and railroad corridors. In the Town of Fox Lake, transportation related land uses occupy 448.1 acres of land or 1.8 percent of the total land area.

## Communication and Utilities

Communication and utilities land use features include power lines, electrical substations, wastewater treatment plants, water towers, recycling centers and telecommunication towers. In the Town of Fox Lake, communication and utility land uses occupy 47.2 acres of land or 0.2 percent of the total land area.

## Surface Water

In the Town of Fox Lake, 3,519.1 acres of surface in lakes, river, and streams account for approximately 14.3 percent of the total land area.

### 8.3 Supply, Demand, and Price Trends of Land

Table 8-2 displays information on agricultural land sales in Dodge County from 2009 to 2012.

	2009	2010	2011	2012	# Change 2009-12	% Change 2009-12
<u>Ag Land Continuing in Ag Use</u>						
Number of Transactions	32	28	35	46	14	43.8%
Acres Sold	2,130	2,065	2,302	2,713	583	27.4%
Dollars per Acre	\$4,467	\$4,554	\$4,919	\$6,197	\$1,730	38.7%
<u>Ag Land Being Diverted to Other Uses</u>						
Number of Transactions	1	18	1	---	0	0.0%
Acres Sold	32	1,609	39	---	7	21.9%
Dollars per Acre	\$6,100	\$5,605	\$5,750	---	-350	-5.7%
<u>Total of All Ag Land</u>						
Number of Transactions	33	46	36	46	13	39.4%
Acres Sold	2,162	3,674	2,341	2,713	551	25.5%
Dollars per Acre	\$4,491	\$5,014	\$4,933	\$6,197	\$1,706	38.0%

Source: Wisconsin Agricultural Statistics Service, Agricultural Land Sales, 2009-2012.

As indicated in Table 8-2, the amount of agricultural land sold in Dodge County has been increasing since 2009. Also, the value of the acres sold has been increasing. The value of agricultural land continuing in agricultural use increased from 2009 - 2012, rising 38.7 percent.

The overall value of agricultural land has increased significantly since 2001, the average dollars per acre increased from \$2,788 in 2001 to \$6,197 in 2012.

### **Supply of Land**

The supply of land in the Town of Fox Lake is fixed. Unincorporated municipalities such as towns do not have the power to annex land. However, the Town of Fox Lake does contain the City of Fox Lake, which has the power to annex land from the town. If the City of Fox Lake grows and annexes land, the town will be directly affected. Therefore, the supply of land within the town may be reduced as development occurs around that area. It should be noted, the town does have a large amount of undeveloped land that is currently being used for agricultural purposes.

### **Demand for Land**

Demand for land in the Town of Fox Lake can be classified as moderate. The town's location near the Cities of Beaver Dam, Fox Lake, Waupun and a quiet rural setting make the town a desirable place to locate a residence. In addition, future industrial or commercial growth along highway 33, 68, and 73 corridors may result in a significant increase in the demand for residential use. New workers that the industrial or commercial growth will bring may be looking for rural home sites near their places of employment. However, it is likely that any new industrial or commercial land would be annexed into the City of Fox Lake or Village of Randolph. The demand for agricultural land will depend on the price farmers receive for their crops. High prices will lead to high demand for farmland; low prices will lead to more farmland being offered for other uses.

### **Price of Land**

There is a moderate demand for rural lots in the Town of Fox Lake and the rest of Dodge County as well. Unimproved rural lots usually range between one to three acres in size and do not have public services such as sewer or water. Generally, these unimproved vacant lots have selling prices ranging between \$20,000 and \$40,000 in the Fox Lake area. In addition, agricultural property in the Fox Lake area has seen increased competition among agricultural interests in the area. Recently, agricultural land has been selling for approximately \$6,000 an acre.

### **Opportunities for Redevelopment**

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

## **8.4 Land Use Programs**

Land development and building activity in the Town of Fox Lake is subject to the Town Zoning Ordinance. Development within shoreland-wetland areas in the town are also subject to certain requirements of the Dodge County Land Use Code. The Dodge County Land Use Code is administered by the Dodge County Land Resources and Parks Department.

## **Town of Fox Lake Zoning Ordinance**

The Town of Fox Lake Zoning Ordinance was adopted by the Town Board in August, 2013. The ordinance regulates the use and development of all structures, land and water. Furthermore, the Town Zoning Ordinance helps to facilitate the provision of public services and to stabilize and protect property values. The ordinance establishes six primary use districts:

- A-1 - Farmland Preservation
- A-2 – General Agricultural
- C-1 - Commercial
- I-1 - Industrial
- R-1 – Single Family Residential
- R-2 – General Residential
- 

The A-1 Prime Agricultural and A-2 General Agricultural Zoning Districts are the largest zoning districts found in the Town. Under the Zoning Ordinance, land development and building activity require the issuance of a Land Use Permit. The application can be filed with the Town Clerk. The current zoning map is located in the appendix, map 9-1.

For further information on land use programs and regulation for the town refer to the *Town of Fox Lake Recommendations Report*.

## **8.5 Land and Resource Management**

Land and resource management takes place under both private and public land ownership. Public and private land and resource management programs are important in preserving the county's rural character and natural resource base. There are three voluntary management programs, Managed Forest Law (MFL), Conservation Reserve Program (CRP), and the Farmland Preservation Program which occur throughout Dodge County.

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

The MFL program is administered by the WDNR. The purpose of the Managed Forest Law is to promote sound forestry management practices by providing property tax reduction incentives to landowners. Wooded parcels at least 10 acres in size are eligible to be enrolled in the program. At least 80% of the land must be productive forest land in order to be eligible for the program. Lands may be enrolled for either 25 or 50-year periods. This requires a long-term commitment from the property owners, but also provides long term protection from property tax escalations. Preparation of an approved forestry management plan is required, which can be prepared by a WDNR forester at no charge. Practices identified in the plan must be carried out for the duration of the contract period. Mandatory management activities required by the law include cutting mature timber, thinning plantations and natural stands, pine releases, planting, post-harvest treatments, and soil conservation practices. Landowners have the right to close up to 80 acres of their land to the public, otherwise the land is classified as open, and public access is permitted for hunting, fishing, cross-country skiing, sightseeing, and hiking.

## **Conservation Reserve Program (CRP)**

The CRP is the Federal government's largest environmental protection program in existence. Administered by the United States Department of Agriculture (USDA), the purpose of the program is to provide wildlife benefits, tree planting benefits, water quality benefits, and economic benefits. CRP is a voluntary approach to improving the environment using partnerships between government and private landowners. The program provides incentives to farmers for establishing conservation practices, which benefit resources both on and off the farm. Incentives are in the form of annual rental payments and cost-share assistance in return for establishing long-term, resource conserving measures on eligible lands. Rental payments are based on the agricultural rental value of the land, and cost-share assistance is provided in the amount up to 50% of the participant's costs to establish approved practices. The contract duration is from 10-15 years.

## **Farmland Preservation Program**

The Farmland Preservation Program is available to landowners who own land zoned for farmland preservation or land that is located in an Agricultural Enterprise Area, and can show \$6,000 gross farm profits from the land per year. Land must remain in agricultural use and be farmed so that soil erosion rates comply with conservation standards. In Dodge County this program is managed by the Dodge County Land Resources and Parks Department and the Dodge County Land Conservation Department. The Town of Fox Lake participates in the Farmland Preservation Program.

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

The following list represents existing and potential land use conflicts that need to be considered by the Town of Fox Lake when planning for the future.

- ◆ Increasing pressure to convert farmland to residential use is expected.
- ◆ An increase in the number of large animal confinement operations may have a negative impact on nearby non-farm residences.
- ◆ Annexation conflicts between the Town and the City of Fox Lake may arise.
- ◆ Industrial and commercial development along STH 33, STH 68, and STH 73 may conflict with existing and future residential development.

## **8.7 Land Use Trends and Outlook**

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

- ◆ Fox Lake's population and the number of housing units will continue to grow.
- ◆ Increasing amount of seasonal homes being converted to year round residences in the town.
- ◆ The number of persons per household will continue to decrease requiring more housing units and more land to accommodate the town's growing population.



- ◆ The town's lake frontage, woodlands, and highland areas will be desired for residential development.
- ◆ Industrial and commercial development near highways 33, 68, and 73 will impact existing residential development and will increase the demand for housing throughout the town.
- ◆ Agriculture will maintain a strong presence in Fox Lake. There will likely be a decreasing number of total farms, but an increasing number of large farms