

VILLAGE OF MERRILLAN

JACKSON COUNTY

WISCONSIN

COMPREHENSIVE PLAN 2010-2030

Adopted August 10, 2010



Prepared by
MSA PROFESSIONAL SERVICES, INC.

WITH ASSISTANCE FROM THE JACKSON COUNTY PLANNING, ZONING, AND POWTS DEPARTMENT

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Ordinance No. 08-2010

An Ordinance to Adopt the Comprehensive Plan of the Village of Merrillan, Wisconsin.

The Village Board of the Village of Merrillan, Wisconsin, do ordain as follows:

Section 1. Pursuant to section [59.69(2) and (3)(for counties)/62.23(2) and (3)(for cities, and Villages exercising Village powers under 60.22(3))] of the Wisconsin Statutes, the Village of Merrillan, is authorized to prepare and adopt a comprehensive plan as defined in section 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

Section 2. The Village Board of the Village of Merrillan, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of the Wisconsin Statutes.

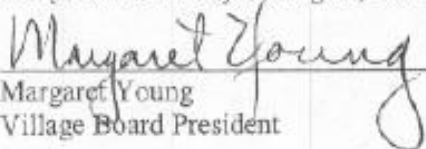
Section 3. The plan commission of the Village of Merrillan, by a majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to Village Board the adoption of the document entitled "Village of Merrillan, Jackson County, Wisconsin, Comprehensive Plan 2010-2030," containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.


Section 4. The Village has held at least one public hearing on the draft comprehensive plan, in compliance with the requirements of section 66.1001(4) (d) of the Wisconsin Statutes.

Section 5. The Village Board of the Village of Merrillan, Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled, "Village of Merrillan, Jackson County, Wisconsin, Comprehensive Plan 2010-2030," pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

Section 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Village Board and [publication/posting] as required by law.

Adopted this 10 day of August, 2010


Margaret Young
Village Board President

Attest: 
Debra Green
Village Clerk

(Published/Posted): August 11, 2010

Approved: Roll call vote: Aye, all. No, none.

Plan Amendments

This plan may be amended in the years between major updates. See Section 4.2 Plan Adoption and Amendment Procedures. Amendments should be noted here.

AMENDMENT DATE

PAGE #

DESCRIPTION

VILLAGE OF MERRILLAN BOARD

Margaret Young	President
Penny Danielson	Trustee
Doreen Demaskie	Trustee
Genny Eddy	Trustee
Kenneth Lindner	Trustee
Andrew Bourdo	Trustee
Todd Anthony	Trustee
Debra Green	Clerk/Treasurer

Village of Merrilan Plan Commission

Ray Ranson	Chairperson
Pam Dimmitt	Commission Member
Debra Green	Secretary
Deb Horan	Commission Member
Earl Johnson	Commission Member
Al Lunderville	Commission Member
Richard Gilbertson	Commission Member

**Partial funding support for this planning effort was provided by the
Wisconsin Department of Administration**



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EXECUTIVE SUMMARY

In 2008, Jackson County received a grant from the Wisconsin Department of Administration (WI DOA) to complete a County-wide Comprehensive Plan that complies with Wisconsin's "Smart Growth" requirements, State Statute 66.1001. There were 24 local units of government, including the Village of Merrillan, who elected to create a local plan as part of the more comprehensive County process. MSA Professional Services assisted with the creation of the County Plan, as well as all 24 community plans.

This Plan is a guidebook for managing change and development in and around the Village of Merrillan. The Plan provides the most recent available statistics, documents the important issues of concern identified by Village residents, and sets forth goals, objectives, policies, and actions to be pursued by the Village in the coming years. Land use guidance is provided throughout the Village and in an area extending 1.5 miles from the current Village limits (See Map 1: Planning Area). The Plan covers topics mandated by Wisconsin State Statute 66.1001, but the content of the Plan reflects local concerns. This Plan looks forward to the year 2030, but it should be reviewed annually and fully updated every ten years.

As required by statute, copies of this adopted plan were distributed to the Town of Alma, Jackson County, the Black River Falls and Taylor Memorial Public Libraries, the Alma Center School District, the Mississippi River RPC, and the Wisconsin Department of Administration.

Residents were consulted in the development of this plan through public meetings near the beginning and end of the planning process and a formal public hearing held prior to adoption. All Plan Commission working sessions were also open to public attendance and comment. Several key themes emerged from this input:

- ❖ Maintain and preserve the Village of Merrillan's "small-town" character.
- ❖ Protect sensitive natural resources, including Hall's Creek, within and around the Village of Merrillan.

This Plan is organized into five chapters:

- **Chapter 1: Introduction** – describes Wisconsin's Comprehensive Planning requirements and the planning process used to complete this Plan.
- **Chapter 2: Vision, Goals, Objectives, and Policies** – describes the community vision, goals, objectives, and policies for each element of the comprehensive plan.
- **Chapter 3: Future Land Use** – a summary of the future land use plan for the Village of Merrillan.
- **Chapter 4: Implementation** – a compilation of recommendations and specific actions to be completed in a stated sequence to implement the goals, objectives, and policies contained in Chapter 2 and 3.
- **Chapter 5: Existing Conditions** – summarizes background information as required for the nine planning elements to be included in comprehensive plans (as per Wisconsin Statute

66.1001). This information provides a basis for creating goals, objectives, policies, maps, and actions guiding future development in the Village of Merrillan.

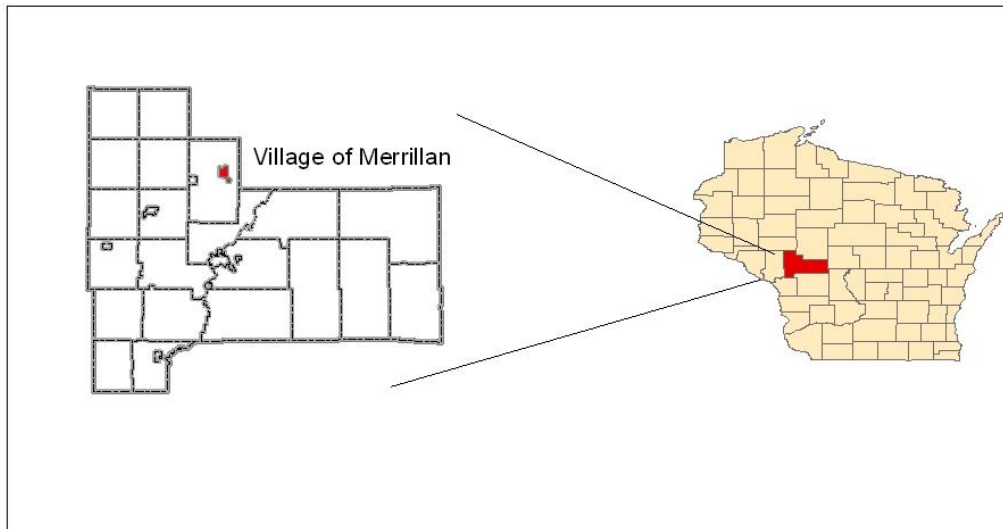
CHAPTER 1 - INTRODUCTION

1.1 REGIONAL CONTEXT

The Village of Merrillan is located in west central Wisconsin (Jackson County). The Village is located in the east central portion of the Town of Alma. The Village is approximately 847 acres in size (1.3 square miles). The population for the Village is 576 people¹.

The population density of the Village is estimated to be approximately 439.4 persons per square mile², slightly less than the population density of the neighboring Villages of Alma Center (454.7 persons per square mile) and Hixton (537.8 persons per square mile). The population density of the Village is significantly less than the population density for the average Wisconsin village (984 persons per square mile) but still significantly more than the average population density in Jackson County (19.7 persons per square mile).

Figure 1.1: Regional Context



Jackson County was established in 1853 and is bordered on the west by Trempealeau County, on the south by Monroe County, on the east by Wood County, and on the north by Clark and Eau Claire Counties. The county is approximately 639,542 acres, or 999 square miles. Twenty-one towns, five villages, and one city make up the county. Black River Falls (pop. 3,591), located in the central part of the county, is the largest city.

¹ 2008 population estimate from the WI DOA

² Density calculations for Wisconsin communities are based on 2004 data, using the latest available WDNR Geospatial data for town, village and city areas, and corresponding WI DOA 2004 population estimates.

1.2 WISCONSIN COMPREHENSIVE PLANNING LAW

Wisconsin's "Smart Growth" planning law [s. 66.1001 Wis. Stats.] was adopted in October of 1999. The law requires that, beginning January 1, 2010, the following activities must be consistent with a comprehensive plan:

- Official mapping established or amended under s. 62.23 (6)
- Local subdivision regulations under s. 236.45 or 236.46
- County zoning ordinances enacted or amended under s. 62.23 (7)
- Town, village, or city zoning ordinances enacted or amended under s. 60.61, 60.62, 60.23 (7)
- Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231

The law defines a Comprehensive Plan as containing nine required elements:

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

The Comprehensive Planning Law in Wisconsin requires public participation at every stage of the comprehensive planning process and adoption of a document that describes the public participation process that will be used. "Public participation" includes, at minimum, the opportunity for all stakeholders (residents, business owners, neighboring jurisdictions, etc.) to review and comment on draft plans, the holding of a public hearing prior to plan adoption, and public notices about draft review and hearing opportunities. The law requires that copies of the adopted plans be sent to adjacent communities, the Wisconsin Department of Administration, the regional planning commission and public library serving the area, and all other area jurisdictions located entirely or partially within the boundaries of the community.

The Comprehensive Planning Law standardizes the procedure for adopting a comprehensive plan. The plan commission must submit a recommendation on the comprehensive plan to the local elected governing body. The local governing body may then adopt and enact the plan by ordinance.

Required Comprehensive Planning Goals ~ Planning Grant Recipients

Listed below are the fourteen local comprehensive planning goals as described in s. 16.965(4), Wis.Stats. All communities who receive grant funds from the Wisconsin Department of Administration (WIDOA) to complete a comprehensive plan must address these fourteen goals. The Village of Merrillan did receive WIDOA funds and the content of this plan compliments these fourteen goals.

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choices.

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

The Role of a Comprehensive Plan for the Village of Merrillan

This planning document is intended to be a “living” guide for the future overall development of the Village of Merrillan. It serves the following purposes:

- ✓ The plan acts as a benchmark to where the community is now in terms of current strengths, weaknesses, opportunities and threats to quality of life.
- ✓ It provides a means of measuring progress for existing and future Village leaders.
- ✓ It clearly defines areas appropriate for development, redevelopment, and preservation.
- ✓ It identifies opportunities to update and strengthen the Village of Merrillan’s land use implementation tools.
- ✓ It provides supporting documentation for Village policies and regulations as well as grant funding requests for public and private projects.

The most important function the plan will serve is as a resource manual assisting in the evaluation of land use and development requests. It establishes a standard for all land use decisions in the Village of Merrillan. Communities who consistently make land use decisions based on their comprehensive plan reduce their exposure to legal action, increase their opportunities to save money and improve the quality and compatibility of new development.

1.3 PLANNING PROCESS

In 2008, the Village of Merrillan elected to participate in the Jackson County Comprehensive Planning process. The County engaged MSA Professional Services, Inc. to assist in the completion of a Comprehensive Plan complying with Wisconsin's "Smart Growth" requirements, State Statute 66.1001. The Village of Merrillan was one of 24 municipalities within Jackson County that participated in the County's Smart Growth Planning effort.

As required by SS 66.1001, every community must adopt a public participation plan at the beginning of the planning process. The purpose of the public participation plan is to define procedures for public involvement during every stage of the planning process (*See Appendix A for the complete Public Participation Plan*). Some key components of the public participation process were:

Figure 1.2: MSA Planning Model



- **Kick-off Meeting (October 2008):** This public meeting included members of the Plan Commissions from all participating communities, as well as officials from non-participating communities, representatives from other units of government, and the public. This meeting allowed the public to voice their ideas, opinions, and concerns in the development of the Plan.
- **Planning Commission Cluster Meetings – Issues Identification (November 2008):** The Village of Merrillan Plan Commission met along with the Plan Commissions from the Towns of Alma, Garfield, Cleveland, Northfield, Garden Valley, and the Villages of Alma Center and Hixton. One of the advantages of the cluster format was to encourage intergovernmental dialogue and cooperation. This initial cluster meeting involved discussions on the assets and liabilities found in each community.
- **Planning Commission Cluster Meetings – Existing Conditions (March/April 2009):** Two cluster meetings were held to present, discuss, and refine the existing conditions portion of the Plan (please see Chapter 5). A portion of the second meeting also addressed the community opinion survey questions.
- **Community Survey (April – July):** With input from the Plan Commission and MSA, the County developed a community survey to gather opinions from members of the public. A hard-copy of the survey was distributed to all land-owners, and an electronic version was available for renters. There were 47 respondents from the Village of Merrillan, including 36 year-round resident owners, 6 seasonal resident owners, and 5 non-resident owners. Fifty-seven percent of the survey respondents had lived in the Village for more than 15 years. The survey gathered information regarding the nine different elements addressed within the Comprehensive Plan. Results from the

survey are incorporated into the Comprehensive Plan (also see Appendix B for full survey results).

- **Planning Commission Cluster Meeting – Survey Review and Draft Vision (July 2009):** One cluster meeting was held to review survey findings and develop a draft vision.
- **Planning Commission Cluster Meetings – GOPs and Future Land Use (August 2009 thru March 2010):** Four cluster meetings were held to develop and discuss the Plan’s goals, objectives, and policies, and the community’s Future Land Use map. The meetings focused on developing policies, programs, actions, and land use alternatives that will implement the community-defined vision. (Please see Chapters 2 and 3).
- **Planning Commission Cluster Meetings – Implementation and draft review (May 2010):** An additional cluster meeting was held to address specific implementation items, as well as to complete a full-draft review.
- **Public Hearing and Final Adoption (June thru September 2010):** A joint public information meeting and public hearing was held on the proposed Comprehensive Plan, and a recommendation by the Plan Commission and adoption by the Village Board is detailed in Chapter 4.
- **County Steering Committee:** Throughout the Planning Process, a County Steering Committee comprised of county staff as well as the standing Planning and Zoning committee members provided guidance for the County-wide process. The Steering Committee embraced a “bottom-up approach” to build the County Plan, whereby the planning decisions made by local Plan Commissions would be used as the basis for creation of the County’s Plan. To facilitate this approach, the County Steering Committee lagged one or more months behind the Plan Commission Cluster meetings.
- **Website:** Throughout the Planning Process, the County maintained a publicly accessible website which published meeting notices, and made draft planning documents available for public review.
- **Press Coverage:** Throughout the Planning Process, *The Jackson County Chronicle* periodically published articles to further communicate the progress of the Planning Process.
- **Meeting Notices:** Notices of public meetings were published and posted in accordance with Town procedure and State law.

Note: All Plan Commission working sessions were open to public attendance and comment.

1.4 SELECTION OF THE PLANNING AREA

The study area for this Plan includes all lands in which the Village has both a short and long term interest in planning and development activity. The Planning Area includes all lands within the current municipal limits and within the Village’s potential 1-1/2 mile extraterritorial jurisdiction (ETJ). (See Map 1: Planning Area).

1.5 COMMUNITY ASSETS & LIABILITIES ANALYSIS

A Community Assets and Liabilities exercise was conducted at a public meeting on November 24, 2008 to gather initial data from Village residents on their opinions of the Village. The assets and liabilities of the Village of Merrilan are listed in Table 1.1, organized by plan element.

Table 1.1: Community Assets and Liabilities

Element	Assets	Liabilities
Housing	<ul style="list-style-type: none"> • Senior housing (2) • Subsidized housing • Affordable home costs 	<ul style="list-style-type: none"> • Some private housing needs improvements • Some areas without sewer and water • Older mobile home area needs maintenance
Transportation	<ul style="list-style-type: none"> • Railroads (2) • Major highway intersect (2) • Good Village streets • Jackson Co Mini Bus 	<ul style="list-style-type: none"> • Inadequate public transportation • No share-a-ride availability
Utilities and Community Facilities	<ul style="list-style-type: none"> • Power plant and Hydro • Village Hall • Good water and sewer system 	<ul style="list-style-type: none"> • No day care • No youth organization • Village Hall could use a kitchen
Agricultural, Natural and Cultural Resources	<ul style="list-style-type: none"> • Trow and Oakwood Lakes • Lake Arbutus • Hals Creek • Ski Hills (Bruce and Levis Mounds) • Cemetery 	<ul style="list-style-type: none"> • Aging out of membership of local service organizations (Lions, Fire Department, etc.)
Economic Development	<ul style="list-style-type: none"> • Bank • Post Office • 2 major railroads • 2 major roads • Multiple small businesses 	<ul style="list-style-type: none"> • No industrial park • Poor cell phone reception • Few employment opportunities • No organized business group
Intergovernmental Cooperation	<ul style="list-style-type: none"> • County Sheriff/Village Police • Volunteer Fire • Volunteer First Responders • Village Board and Employees 	<ul style="list-style-type: none"> • Bordering Townships – no zoning
Land Use	<ul style="list-style-type: none"> • Gile Park • Dam Park • Lower Lake Beach Park • Circle Park • Trails 	<ul style="list-style-type: none"> • Older playground • Outdated restrooms in parks

CHAPTER 2 - VISION, GOALS, OBJECTIVES, & POLICIES

In the summer of 2009, MSA held a meeting with the Plan Commission to discuss assets and liabilities and help develop a vision statement for the community. A vision statement identifies where an organization (the Village of Merrillan) intends to be in the future and how to meet the future needs of its stakeholders: citizens. The vision statement incorporates a shared understanding of the nature and purpose of the organization and uses this understanding to move towards a greater purpose together. The vision statement, written in present tense, describes an ideal future condition.

VISION STATEMENT

The Village of Merrillan is...

...situated on Halls Creek in northern Jackson County. Flush with recreation opportunities and surrounded by thick forests this family-friendly Village offers residents excellent facilities and services.

Residents are accustomed to well maintained roads, recreational trails, and options for public transportation to Black River Falls. The community supports a healthy and attractive downtown business district and new businesses locating in the Village offer more employment opportunities for residents.

The Village maintains strong public infrastructure, and local leaders continue to work with adjoining Towns and Jackson County to manage development and the delivery of services for the betterment of the region.

General Goals

Each chapter of this plan contains goals specific to one of the nine elements of the comprehensive plan. The following three goals are general in nature, and along with the vision statement, are intended to guide actions the Village of Merrillan makes in the future. If there is a question regarding a land use decision that is not clearly conveyed in the details of this comprehensive plan, then the decision shall be based on the intent of the vision statement and the general goals. The essence of these recommendations, reflected in the Vision statement and throughout the entire plan, is to create a sustainable future for the Village of Merrillan. A sustainable community is one where economic prosperity, ecological integrity and social and cultural vibrancy live in balance. For the Village of Merrillan, a sustainable future will create conditions that:

- **Protect and improve the health, safety, and welfare of residents in the Village of Merrillan.**
- **Preserve and enhance the quality of life for the residents of the Village of Merrillan.**
- **Protect and reinforce the community character of the Village of Merrillan.**



Each element of the comprehensive plan contains goals, objectives, and policies established during the planning process based on the information contained in Chapter 5, Existing Conditions. This section defines goals, objectives, and policies as follows:

Goal: A goal is a long-term target that states what the community wants to accomplish. Written in general terms, the statement offers a desired condition.

Objective: An objective is a statement that identifies a course of action to achieve a goal. They are more specific than goals and are usually attainable through planning and implementation activities.

Policy: A policy is a specific course of action or rule of conduct that should be followed in order to achieve the goals and objectives of the plan. Policies are written as actions that can be implemented, or as specific rules to be followed by decision-makers. Policies that direct action using the words “shall” or “will” are mandatory aspects of the implementation of the Village of Merrillan Comprehensive Plan. Those policies using the words “should,” “encourage,” “discourage,” or “may” are advisory and intended to serve as a guide.

2.1 HOUSING

2.1.1 Issues and Opportunities Identified During the Planning Process

During the assets and liabilities exercise, the Plan Commission stated that there are some residential areas in the Village that are not on Village sewer and water. Another note by the Plan Commission was that they would like to further encourage residential housing improvements and maintenance.

2.1.2 Goals, Objectives, and Policies

GOAL 1

Plan for safe, attractive, and affordable housing to meet existing and forecasted housing demands for all Merrillan residents.

Objectives:

1. Create attractive and safe neighborhoods to protect the public health and a stable tax base.
2. Ensure that residential developments are built and maintained according to levels deemed safe by industry standards.

More than 65% of the survey respondents felt that the Village ought to focus on improving existing housing quality.

Policies:

1. The Village encourages development of a range of housing types to meet the needs of residents of various income, age, and health status.
2. The Village supports infill and redevelopment practices to reinvigorate older portions of the community.
3. The Village encourages high quality development that would attract professionals, entrepreneurs and families.

4. The Village will maintain a comprehensive building code that requires inspection of new structures and repair of unsafe and unsanitary housing conditions.
5. The Village supports programs that maintain or rehabilitate the local housing stock. The Village encourages voluntary efforts by private homeowners to maintain, rehabilitate, update or otherwise make improvements to their homes. The Village discourages the use of properties for the accumulation of “junk” materials.

“Junk” – Any worn out or discarded materials including but not necessarily limited to scrap metal, inoperable motor vehicles and parts, construction material, household wastes, including garbage and discarded appliances.

GOAL 2

Maintain housing types and densities that reinforce the traditional character of the Village

Objectives:

1. Design mixed use neighborhoods that provide a range of housing types, densities, and costs and that are contiguous with existing residential neighborhoods.
2. Recognize the importance of environmentally sensitive areas when considering residential development in the Village.
3. Encourage the preservation and use of native vegetation and trees in new developments.

Policies:

1. The Village encourages the integration of varied housing types and lot sizes within the community. This may include a blend of single-family, two-family, multiple family, or senior housing choices within the same development.
2. In appropriate areas, the Village will encourage creative development or redevelopment that includes a mix of residential units, small businesses, and civic spaces.
3. The Village will consider the following factors when planning for multiple-family developments: streets and sidewalks can handle increased amounts of traffic; there are adequate parks, open spaces, shopping, and civic facilities existing or planned nearby; and the utility system and schools in the area have sufficient capacity. The Village will disperse such developments in smaller projects throughout the Village, rather than larger projects in isolated area.
4. The Village will maintain site and design guidelines for new residences that aim to reinforce traditional neighborhood design principles and protection of environmentally sensitive areas (refer to Section 2.8).
5. All new residential developments should have sidewalks or safe and efficient alternative handicapped-accessible pathways that are built at the time the subdivisions are platted.
6. All residential developers should be required to dedicate land or fees-in-lieu-of-land for neighborhood parks.

7. New residential subdivisions adjacent to the Village limits should be annexed to the Village prior to being connected to the Village's public water and sanitary sewer systems.
8. All new residential developments should protect existing trees, replace trees when lost and incorporate landscaping that support the natural ecosystem.
9. Conserve forests of local significance, such as productive forests, forest that provide wildlife habitat and corridors, recreational opportunities, historical or cultural significance, and scenic vistas when developing site plans.

GOAL 3**Limit or restrict development in fire prone areas**Objective:

1. Prevent fire damage to residential areas along the wildland urban interface.

Policies:

1. Prohibit residential developments within areas that have been identified as high risk for fires.
2. When designing new developments require design standards to accommodate fire response vehicles in size, weight and turning radius.
3. Develop fire education programs in conjunction with surrounding municipalities within and close to the wildland urban interface.
4. Ensure the sequential patterns of road identification and ensure that all residential, commercial and public street signs and fire numbers are made from non-combustible, reflective materials that are easily visible from the street.

2.2 TRANSPORTATION

2.2.1 Issues and Opportunities Identified During the Planning Process

During the assets and liabilities exercise the Plan Commission noted the lack of public transportation or ride-share program is a liability to residents. On the positive side the Plan Commission stated that having two railroads and two major highways intersect is a definite asset to the Village.

More than 70% of the survey respondents felt that roads in Jackson County are average or fair. Less than 10% of the respondents felt that the roads were in poor condition.

2.2.2 Goals, Objectives, and Policies

GOAL 1

Provide a safe, efficient, multi-modal, and well-maintained transportation network for all residents, businesses, and emergency vehicles

Objectives:

1. Ensure a diverse transportation system to meets the needs of multiple users.
2. Manage access and design of the transportation network in order to effectively maintain the safe and functional integrity of Village streets.
3. Maintain the Village's transportation network at a level of service desired by Village residents and businesses.
4. Coordinate major transportation projects with land development, neighboring communities, Jackson County, and the WisDOT.



Policies:

1. New Roads and Driveways – The Village supports the use of the existing road network to the greatest extent possible before creating additional streets to accommodate future development. The Village will utilize its official mapping powers to coordinate long-term facility planning in its extraterritorial area. New roads shall be built according to Village standards and inspected before accepting for dedication. The Village will maintain site and design requirements for new roads and driveways that aim to reinforce traditional neighborhood design principles and safe transportation facilities. The Village encourages the use of grid-like street patterns as opposed to multiple cul-de-sacs and will consider the use of transportation calming devices and alternative designs to provide a safe and fluid street network (refer to Section 2.8).
2. Transportation Alternatives for Disabled and Elderly Residents – The Village will collaborate with Jackson County and private vendors in the region to provide transportation services for disabled and elderly residents.
3. Incorporation of Pedestrian and Bicycle Planning – The Village encourages the (re)development of neighborhoods that are oriented towards pedestrians and well-served by sidewalks, bicycle routes, and other non-motorized transportation facilities. Bicycle and pedestrian ways, including sidewalks within developments shall be designed to connect to adjacent developments, schools, parks, shopping areas, and existing or planned pedestrian or bicycle facilities.
4. Protection of Village Streets – The Village may require intergovernmental agreements that define the responsibilities of the Village, the developer and neighboring communities regarding any required improvements to Village streets and funding of such improvements. The Village may also require that the property owner, or their agent, fund the preparation of a traffic

impact analysis by an independent professional prior to approving new development. Where appropriate, the Village may designate weight restrictions and truck routes, to protect local streets.

5. Maintain Condition Standards for Village Roadways – The Village will strive to maintain an average PASER rating of 7 for all Village streets (considering budgetary constraints), and establish and prioritize future road projects based on the applicable PASER scores, ADT data, current and future land use plans.
6. Coordination of Improvements to County and State Highways – Keep informed of WisDOT and Jackson County’s efforts to maintain and improve State and County highways. The Village will coordinate improvements to adjacent local roads whenever feasible.
7. Joint Planning of Roads that Cross Jurisdictions – The Village will work with the Town of Alma and Jackson County to plan, construct and maintain those roadways that cross jurisdictions, including cost sharing where appropriate.

PASER – Pavement Surface Evaluation and Rating. The WisDOT recommends municipalities maintain an average rating of “7” for all roads.

GOAL 2

Be prepared to address other transportation-related policies required by Wisconsin’s Comprehensive Planning law

Objectives:

1. Be prepared to plan for and discuss transportation options that are not available to the Village at this time.

Policies:

1. Future Cooperation and Planning – The Village will actively participate in any discussions and planning for any form of public transit, passenger rail, public air transportation or water transportation should any of these transportation alternatives become feasible in the Village in the future.

2.3 AGRICULTURAL, NATURAL, & CULTURAL RESOURCES

2.3.1 Issues and Opportunities Identified During the Planning Process

During the assets and liabilities exercise, the Plan Commission noted the need to protect the local lakes and creeks from phosphorus runoff, as well as protect surrounding forests from tree disease. In addition, the Plan Commission noted the importance of the Village’s area lakes and ski hills.



2.3.2 Goals, Objectives, and Policies

GOAL 1

Reinforce the character of the Village and surrounding landscape by preserving sensitive environmental areas, wildlife habitat, rural vistas, and local cultural resources

Objectives:

1. Avoid fragmentation of significant natural areas.
2. Avoid detrimental impacts that new development could have on natural resources, environmental corridors, or habitat areas.
3. Avoid detrimental impacts that new development could have on local historical and cultural resources.
4. Avoid land use conflicts between urban and rural uses along the periphery of the Village.
5. Preserve and protect the farms and prime agricultural soil resources in the plan area.
6. Promote the sustainable use of forest resources.
7. Discourage forest parcelization and isolation to minimize the ability for pests and wildfire to negatively impact forest health.

Policies:

1. The Village will not allow development in areas that have documented threatened and endangered species, or have severe limitations due to steep slopes, soils not suitable for building, or sensitive environmental areas such as wetlands, floodplains, and streams in order to protect the benefits and functions they provide. The Village shall require these natural resources features to be depicted on all site plans, preliminary plats, and certified survey maps in order to facilitate preservation of natural resources (refer to Section 2.8 and Chapter 3).
2. The Village will support programs to prevent the spread of exotic species and to restore natural areas to their native state, including efforts to reduce non-point and point source pollution into local waterways.
3. The Village encourages maintenance and rehabilitation of historic areas and buildings and will support community events and programs that celebrate the history and culture of Merrillan. The Village will ensure that any known cemeteries, human burials or archaeological sites are protected from encroachment by roads or other development activities. Construction activities on a development site shall cease when unidentifiable archaeological artifacts are uncovered during either land preparation or construction. The developer shall notify the Village of such potential discovery.
4. The Village will use its zoning, subdivision, and official mapping powers to protect waterways, shorelines, wetlands, steep slopes, and floodplain areas within the Village's extraterritorial area.

5. Discourage further development on prime agricultural soils and protect these areas as farmland preservation districts.
6. The Village will work with surrounding communities to encourage an orderly, efficient development pattern that preserves natural resources and creates a tight edge between Village and rural development to minimize conflicts between urban and rural uses.
7. The Village encourages all farming or forestry operations to incorporate the most current “Best Management Practices” or “Generally Accepted Agricultural and Management Practices” (GAAMPS) as identified by but not limited to the following agencies:
 - a. Jackson County
 - b. University of Wisconsin Extension
 - c. Wisconsin Department of Agriculture, Trade and Consumer Protection
 - d. Wisconsin Department of Natural Resources
 - e. National Resource Conservation Service

2.4 ENERGY, UTILITY, & COMMUNITY FACILITIES

2.4.1 Issues and Opportunities Identified During the Planning Process

During the assets and liabilities exercise the Plan Commission noted the lack of a local day care facility, youth organization, and kitchen facility in Village Hall were concerns for residents. Good water and sewer systems and the hydro power plant were listed as assets.



2.4.2 Goals, Objectives, and Policies

GOAL 1

Maintain high quality services, utilities, and facilities.

Objectives:

1. Ensure that public and private utilities and facilities are constructed and maintained according to professional and governmental standards to protect the public health, minimize disruption to the natural environment, and to reinforce the traditional character of the Village (refer to Section 2.8).
2. Phase new development in a manner consistent with future land use plans, public facility and service capacities, and community expectations.
3. Ensure that public facilities continue to meet the needs of residents.
4. Monitor satisfaction with public and private utility and service providers, and seek adjustments as necessary to maintain adequate service levels.

Policies:

1. Utility Services and Extensions – The Village encourages logical, cost-efficient expansion of utilities to serve compact development patterns. The Village will generally require all development that relies on municipal services to be located within the Village of Merrillan's corporate limits. Development permits shall not be issued unless there is adequate provision for necessary public facilities to serve such developments.
2. Sanitary Sewer – The adequacy and capacity of the system will be closely monitored to ensure that it continues to meet the needs of development across the Village. The Village will plan for sanitary sewer facilities on a system basis, rather than as a series of individual projects. Require that developers locate and size utilities with enough capacity to serve future extensions. If utilities must be oversized to serve an area that is not within the current development, development agreements will be used to recapture the additional costs to the initial developer. In areas not served by municipal sewer, the Village requires adherence to the *Wisconsin Sanitary Code* and *Jackson County Sanitary Code*.
3. Water Supply - The quality and quantity of water from the Village's wells should be closely monitored to ensure that they continue to meet the needs of development across the Village. The Village encourages programs that support water conservation within the region.
4. Stormwater Management – The Village will work with the WDNR to minimize stormwater quality and quantity impacts from development. Natural drainage patterns, including existing drainage corridors, streams, floodplains, and wetlands will be preserved and protected whenever possible. Developers will be responsible for erosion control and stormwater quality and quantity control both during and after site preparation and construction activities in accordance with local regulations. The use of Best Management Practices (BMPs) is highly encouraged.
5. Solid Waste and Recycling – The Village will review annually levels of service provided by the contracted solid waste disposal and recycling services and meet with them to address any concerns raised by residents or local businesses. The Village will encourage participation in recycling and clean sweep programs for the disposal of hazardous materials.
6. Parks – The Village will maintain a Five Year Park, Recreation and Open Space Plan to coordinate and prioritize long-term park and recreation improvements. The Village encourages the connectivity of local park and recreational facilities with regional facilities, via bicycle trails or marked routes on existing roads. The Village will require all proposed residential subdivision developments to dedicate land, or pay a fee in lieu thereof, for public parks, recreation, and open space acquisition and development (in accordance with State Statute).



National Recreation and Park Association recommends that most residents should be within a ten-minute walk or 1/3 mile from a public park or open space area and communities should maintain an average of 12 acres of park and recreational land per 1,000 residents.

7. Power Plants, Transmission Lines, and Telecommunication Facilities – The Village will actively participate in the planning and siting of any major transmission lines, facilities, natural gas lines, or wind towers, or telecommunication towers. If such facilities are proposed, they should be located in an area safely away from existing residential uses and should avoid environmentally sensitive areas. Underground placement and co-location (or corridor sharing) of new utilities is encouraged.
8. Energy Conservation – The Village will support the efforts of energy providers, government agencies and programs, and others to inform residents about energy conservation measures. The use of energy-efficient materials or designs is highly encouraged, including LEED certification. The Village will consider the use of energy efficient alternatives when upgrading local buildings or equipment.

Leadership in Energy and Environmental Design (LEED) is a rating system developed by the U.S. Green Building Council that provides a suite of standards for environmentally sustainable construction.
9. Renewable Energy Facilities – Work with energy providers and neighboring jurisdictions to support appropriate applications of renewable energy and utilization of onsite distributed energy generation (e.g., solar, wind, geo-thermal, biomass, solid waste) as a means of reducing protecting the Village against future fluctuations in energy costs:

WI State Statute 66.0401: Solar and Wind Systems
 No county, village, town or village may place any restriction, either directly or in effect, on the installation or use of a solar energy system (as defined in s.13.48(2)(h)1.g.), or a wind energy system (as defined in s.66.0415 (1)(m)), unless the restriction satisfies one of the following conditions:

 - (a) Serves to preserve or protect public health or safety.
 - (b) Does not significantly increase the cost of the system or significantly decrease its efficiency.
 - (c) Allows for an alternative system of comparable cost and efficiency.

 - a. Allow the installation of solar and wind energy systems in line with WI State Statute 66.0401: Regulation relating to solar and wind energy systems.
 - b. Consider the adoption of a Small Wind Energy Ordinance to facilitate the safe permitting of small wind energy systems.
 - c. Encourage the use of bio-fuels using biomass and other products for power generation.
10. Cemeteries – The Village will collaborate with local church associations regarding the need for additional or expanded cemeteries.
11. Special Needs Facilities – The Village will work with Jackson County and adjacent communities to maintain and improve access to special needs facilities (i.e. health care, childcare) for area residents. Actively participate in the planning and siting of any new special needs facility.
12. Emergency Services – The Village will work with the Jackson County Sheriff Department, the Merrillan Police Department, the Merrillan Fire Department, and its ambulance service to maintain adequate provision of emergency services (i.e. fire, police, EMS) for Village residents and businesses, and will review service provision levels with the appropriate agencies annually. The Village encourages opportunities for intergovernmental cooperation on emergency services.
13. Schools – The Village will collaborate with the Alma Center School District and post-secondary institutions to provide high quality educational facilities and opportunities for Village residents. The Village will actively participate in the planning and siting of any new school facility.

14. Libraries – The Village will work with Village of Alma Center and Black River Falls Public Libraries to maintain and improve access to public library facilities for Village residents, as well as residents from area Towns as applicable.
15. Village Facilities - The Village will annually evaluate the condition of the Village facilities and associated equipment to ensure that it will continue to meet Village needs. Upgrades for handicap accessibility will be considered for all village facilities (including parks) whenever changes are made to those facilities. The Village will continue to use its Five Year Capital Improvement Plan to coordinate and prioritize long-term public needs.
16. Village Fees - The Village may require developer agreements or fees to recoup the costs associated with processing, reviewing, or inspecting land use proposals and permits, including pass through fees of consultants hired by the Village. The Village may also assess impact fees to recoup the measurable capital costs necessary to support new developments (in accordance with State Statutes).

2.5 ECONOMIC DEVELOPMENT

2.5.1 Issues and Opportunities Identified During the Planning Process

During the assets and liabilities exercise the Plan Commission noted the need for an industrial park and a group day care facility in the Village. In addition, poor cell phone reception and few employment opportunities were listed by the Commission as well. The multiple small businesses in the community were recognized as assets to Village residents.



2.5.2 Goals, Objectives, and Policies

GOAL 1

Attract and retain businesses that strengthen and diversify the local economy

Objectives:

1. Seek businesses that strengthen and diversify the economic base, expand and enhance the tax base, improve wage and salary levels, and utilize the resident labor force. Specifically encourage the expansion of forest and agricultural based industries and businesses.
2. Develop a long-term area strategy to promote sustainable economic development, with a special emphasis on promoting existing businesses, vacant land or commercial buildings within the Village.

More than 70% of the survey respondents felt there are not enough job opportunities in Jackson County.

Policies:

1. The Village encourages tourism, light manufacturing, transport industrial, high technology manufacturing, and agriculture-related businesses as the major economic development types in Merrillan. In designated areas, the Village supports the development of retail businesses, professional services, and restaurants to better serve the needs of residents and visitors.
2. The Village encourages public-private partnerships as a way to promote investment in local economic development.
3. The Village will collaborate with neighboring municipalities, Jackson County, and local economic development organizations to develop a long-term area strategy to promote sustainable economic development.
4. The Village supports the development of farm-based businesses and cottage industries within its extraterritorial area to assist farm families with a second income.

A cottage industry is generally defined as a small business located entirely within a dwelling, or as an accessory structure located on the same lot or tract as a dwelling, which complies with the requirements of local code. The use is clearly incidental and secondary to the use of the property and is compatible with adjacent land uses. Cottage industries generally employ less than five full time employees, generate low traffic volumes, and have little or no noise, smoke, odor, dust, glare, or vibration detectable at any property line.

GOAL 2**Plan efficient, well-designed business and employment centers**Objectives:

1. Identify strategic locations for business development.
2. Avoid land use conflicts between business and non-business use.
3. Maintain standards and limitations for home occupations and home-based businesses in residential areas to minimize noise, traffic, and other disturbances.

Policies:

1. The Village will promote its downtown business district while allowing for some business development at the edge of the Village or as part of new traditional neighborhood developments or planned business parks.
2. The Village encourages the creation of highly planned mixed-use activity centers that include employment, shopping, housing, and recreation opportunities in a compact, pedestrian-oriented setting. The Village will focus neighborhood-oriented commercial development in areas that will conveniently serve existing and planned residential areas.
3. The Village will require large-scale industrial and commercial businesses (those that generate large volumes of traffic or wastewater, or have a high water demand) to locate where a full range of utilities, services, roads, and other infrastructure is available to adequately support such developments.

4. The Village encourages brownfield or infill (re)development and expansion of existing business and industry parks in the region before considering creating new business or industry parks.
5. The Village will work with private landowners and State agencies to clean up and redevelop contaminated sites that threaten the public health, safety, and welfare.
6. The Village will maintain design guidelines for businesses to address landscaping, aesthetics, lighting, noise, parking, and access (refer to Section 2.8).
7. The Village will investigate opportunities to expand the industrial and commercial tax base of Merrillan, including possible acquisition of land.
8. The Village will prohibit home based businesses within residential subdivisions, or groups of residences, which would cause safety, public health, or land use conflicts with adjacent uses due to such things as increased noise, traffic, and lighting, unless these detrimental affects can be sufficiently addressed.

Brownfield development refers to the redevelopment of blighted or contaminated commercial or industrial parcels.

Infill development refers to developing vacant sites within built up areas or redeveloping existing parcels.

Home occupations refer to office types of uses that do not alter the residential character of a home and its neighborhood.

Home-based businesses are selected types of small businesses that can include buildings, yards, and vehicles, that have the physical appearance of a business rather than a home, located on the same parcel of land as the residence. Examples may include veterinary, animal boarding, hair styling, or woodworking businesses.

2.6 INTERGOVERNMENTAL COOPERATION

2.6.1 Issues and Opportunities Identified During the Planning Process

During the assets and liabilities exercise the Plan Commission highlighted the need to work closely with the Town of Alma to coordinate Village growth and development, particularly coordinating zoning with the Town on the surrounding Village borders.

2.5.2 Goals, Objectives, and Policies

GOAL 1

Maintain mutually beneficial relationships with neighboring municipalities, Jackson County, State and Federal agencies, and the schools serving Merrillan residents

Objectives:

1. Coordinate with Jackson County and the Town of Alma to jointly plan boundary areas and coordinate their long-term growth plans with the Village Comprehensive Plan.
2. Coordinate Village planning efforts with the Alma Center School District as necessary to allow the district to properly plan for facility needs.
3. Identify opportunities for shared services or other cooperative planning efforts with appropriate units of government.

4. Improve communication and levels of transparency with Town of Alma officials regarding shared development goals and objectives and development proposals in the extraterritorial area.
5. Identify existing and potential conflicts between neighboring municipalities and establish procedures to address them.

Policies:

1. The Village encourages an efficient and compatible land use pattern that minimizes conflicts between land uses across municipal boundaries and preserves natural resources in mutually agreed areas. To the extent possible, coordinate the Village's Comprehensive Plan with Jackson County's, the Town of Alma's Comprehensive Plan.
2. Where intergovernmental cooperation efforts do not yield desirable results, the Village will utilize its zoning, subdivision, official mapping, and extraterritorial powers where necessary to protect Village interests and coordinate development in the Planning Area with the Village's Comprehensive Plan.
3. Prior to the adoption of the Merrilan Comprehensive Plan, and for subsequent updates, the Village will request comments from Alma Center School District officials, neighboring municipalities, and Jackson County.
4. The Village will request that School District official's keep the Village informed of any plans for new facilities and will coordinate land use planning to encourage compatible uses and safe routes to schools.
5. The Village will actively participate, review, monitor, and comment on pending plans from neighboring municipalities, Jackson County, and State or Federal agencies on land use or planning activities that would affect Merrilan.
6. The Village will continue to work with neighboring municipalities and Jackson County to identify opportunities for shared services or other cooperative planning efforts.

2.7 LAND USE

2.7.1 Issues and Opportunities During the Planning Process

During the assets and liabilities exercise the Plan Commission acknowledged that the Village has had some growth over the recent years and that continued growth is needed for the Village to sustain itself.

2.7.2 Goals, Objectives, and Policies

GOAL 1

Ensure that a desirable balance and distribution of land uses is achieved which enhances the Village's unique community character and sense of place

Objectives:

1. Maintain a comprehensive future land use plan and map that ensures a desirable and compatible mix of land uses.

2. Develop detailed neighborhood and corridor plans and policies for areas planned for new growth or redevelopment.

Policies:

1. The Village will map sensitive environmental features requiring protection including steep slopes, wetlands and floodplains (refer to Map 5 and 8 in the Appendix). The Village will prepare a description of these areas that designates them for conservation or protection where development is severely limited (refer to Chapter 3).
2. The Village will map areas in agricultural use or that have highly productive soils for agricultural use (refer to Map 3 and 4 in the Appendix). When development occurs on the urban fringe, the Village will encourage site designs that aim to limit conflicts between new urban land uses and existing farm operations.
3. The Village will map the location of residential land uses throughout the Planning Area (refer to Map 6 and 7 in the Appendix). Using this information, and considering other factors including the potential for land use conflicts with other existing land uses, soil conditions, and topography, the Village will identify areas suitable for future residential development and will develop one or more descriptions for the type and density of residential development appropriate for these areas (refer to Chapter 3).
4. The Village will map existing commercial and/or industrial uses that are found in the Planning Area (refer to Map 6 and 7 in the Appendix). Using this information, and considering other factors including the potential for land use conflicts with other existing land uses, soil conditions, and topography, the Village will identify areas suitable for future business development and will develop one or more descriptions for the type and density of commercial or industrial development appropriate for these areas (refer to Chapter 3).
5. The Village will map existing public or recreational uses (refer to Map 7 in the Appendix). The Village will delineate areas having these features on the Future Land Use Map and prepare a description of these areas that designates them as areas for public or recreational use.
6. The Village may require detailed development plans, neighborhood plans, or corridor plans prior to the platting and development of land. These detailed plans should include the proposed land use pattern of the area, recommended zoning for the area, recommended lot pattern, location of necessary municipal utilities, locations of parks, open space, civic or institutional buildings, and the proposed street system that will serve the area. The plans should also provide a development-phasing timetable so the Village can coordinate capital improvements with the development of the area. New development plans, neighborhood plans, and corridor plans shall be adopted as appendices to the Comprehensive Plan.

GOAL 2**Balance land use regulations and individual property rights with community interests**Objectives:

1. Maintain policies for considering amendments to the Future Land Use Map if and when requested by eligible petitioners.
2. Provide flexibility in development options/tools to create win-win outcomes between landowner desires and community interests.
3. Maintain policies for interpreting mapping boundaries.
 - Boundaries indicated as approximately following the centerlines of streets, highways, or alleys will be construed to follow such centerlines.
 - Boundaries indicated as approximately following platted lot lines or U.S. Public Land Survey lines will be construed as following such lot lines.
 - Boundaries indicated as approximately following municipal boundaries will be construed as following such boundaries.
 - Boundaries indicated as following railroad lines will be construed to be midway between the main tracks.
 - Boundaries indicated as following shorelines and floodplains, will be construed to follow such shorelines and floodplains, and in the event of change in the shorelines and floodplains, it will be construed as moving the mapped boundary.
 - Boundaries indicated as following the centerlines of streams, rivers, canals, or other bodies of water will be construed to follow such centerlines.
 - Boundaries indicated as parallel to extension of features indicated in the preceding above will be so construed. The scale of the map will determine distances not specifically indicated on the map.

Policies:

1. Amending the Future Land Use Map³: A property owner may petition for a change to the Future Land Use Map (refer to Section 3.4).
2. Planned Unit Development: A subdivider may elect to apply for approval of a plat employing a planned unit development (PUD) design.
3. Conservation Subdivision Development⁴: The Village may consider implementing a procedure for conservation subdivisions. Once in place, a subdivider may elect to apply for approval of a plat employing a conservation subdivision design (refer to Section 2.8).
4. Transfer of Development Rights⁵: The Village may consider the use of transfer of development rights to increase the allowable density of new development, if Jackson County develops this program.

A Planned Unit Development (PUD) refers to a parcel of land planned as a single unit, rather than as an aggregate of individual lots, with design flexibility from traditional siting regulations. Within a PUD, variations of densities, setbacks, streets widths, and other requirements are allowed. The variety of development that is possible using PUDs creates opportunities for creativity and innovation within developments. Since there is some latitude in the design of PUDs, the approval process provides opportunities for cooperative planning between the developer, reviewing boards, and other interested parties.

Conservation Subdivisions allow for an adjustment in the location of residential dwelling units on a parcel of land so long as the total number of dwelling units does not exceed the number of units otherwise permitted in the zoning district or comprehensive plan. The dwelling units are grouped or “clustered” on only a portion of a parcel of land. The remainder of the site is permanently preserved as open space or farmland held in common or private ownership. Sometimes additional dwelling units may be permitted if certain objectives are achieved. Conservation subdivisions enable a developer to concentrate units on the most buildable portion of a site, preserving natural drainage systems, open space, and environmentally and culturally sensitive areas.

2.8 COMMUNITY DESIGN PRINCIPLES

2.1.1 Issues and Opportunities Identified During the Planning Process

In general, Plan Commission thought development should strive to enhance the community’s character, minimize impacts to adjacent uses, and reflect sound architectural, planning and engineering principles.

2.1.2 Goals, Objectives, and Policies

GOAL 1

Promote high quality site and building designs within the community to uphold property values and reinforce the character of the Village.

Objectives:

1. Maintain site and building design guidelines for all new development, which reinforces traditional neighborhood design and new urbanism principles.

³ Petitions to change future land use classifications may only be submitted by landowners (or their agents) within the Planning Area, by Village Officials, or by officials from adjacent municipalities.

⁴ The *Merrillan Zoning Code* did not provide procedures for the allowance of conservation subdivision developments at the time this plan was completed.

⁵ No such program existed when this plan was completed.

Policies:

1. Sites, buildings and facilities shall be designed in accordance with the policies outlined below:
 - a. **Building Locations in the Extraterritorial Area** - Lots and buildings shall be arranged for potential re-subdivision into Village-sized lots to facilitate higher density development once the property has been annexed, including reduced setbacks to allow an efficient and economical connection to Village water and sanitary sewer systems at the time of annexation.
 - b. **Environmentally Sensitive Areas** - Avoid fragmentation and isolation of remaining natural areas and corridors. Lots and buildings shall be configured to retain large tracts of undeveloped land. Developers shall strive to connect undeveloped lands with existing undeveloped areas to maintain environmental corridors. No buildings shall be allowed in areas with slopes greater than 20% and building development shall be severely limited in areas designated as wetlands, floodplains, and areas with slopes between 12-20%. To the extent possible, developers shall preserve existing woodlands and mature trees during and after development. The Village encourages the use of conservation subdivisions, rather than the conventional lot-by-lot division of land in areas containing environmentally sensitive resources (see Figure 2.1 and 2.2).

Figure 2.1: Conventional vs. Conservation Subdivision Design

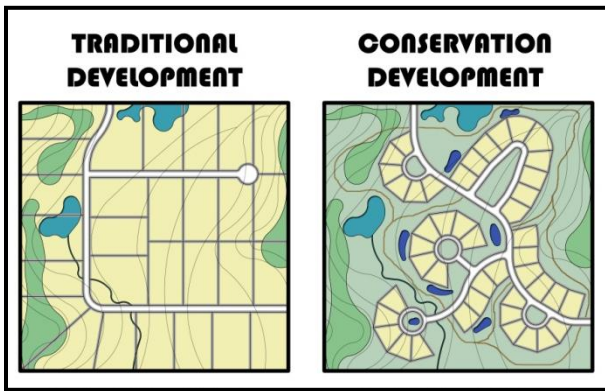
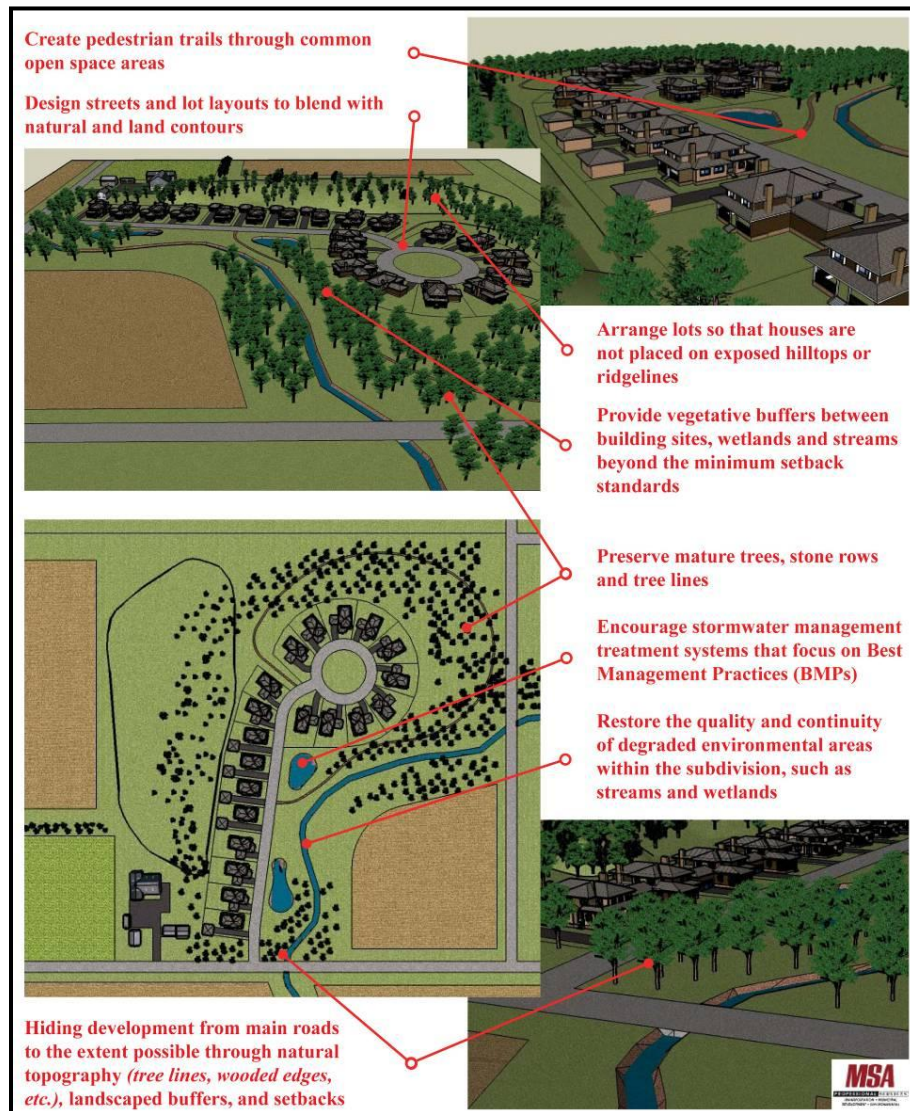


Figure 2.2: Conservation Subdivision Design Principles



- c. **Single-Family Areas** - The Village encourages well-designed neighborhoods that reflect traditional neighborhood design principles, including the elements listed below and illustrated in Figure 2.3.

Figure 2.3: Desired Single-Family Development

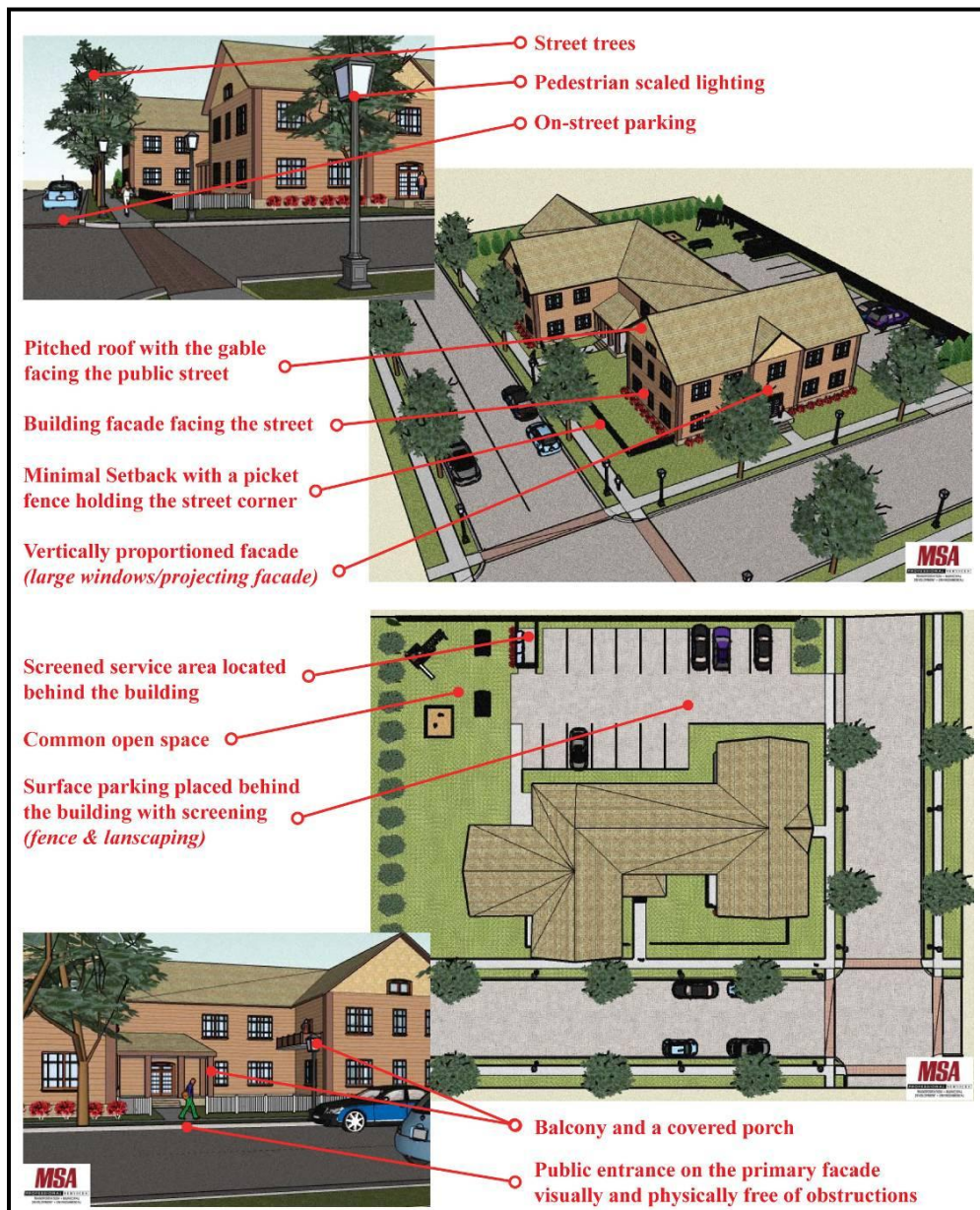


- **Relationship to the Street:** Design the building such that the primary building façade is orientated towards the street. Place the building within close proximity to the sidewalk (usually within twenty feet of the public right-of-way, or as close as applicable zoning allows), or incorporate a garden wall and/or a fence line (picket, wrought iron, etc.) that can maintain the existing street wall. A gable facing the street is strongly encouraged.
- **Architectural Character:** Incorporate elements that provides visual interest and human scale and that relate to the surrounding neighborhood context and the Village's overall character.
- **Building Materials:** Use high-quality, long-lasting exterior finish materials such as kiln-fired brick, stucco, and wood. All exposed sides of the building should have similar materials as used on the front façade.

- **Building Projections:** Provide balconies, covered porches, and bay windows, especially on facades facing public streets.
 - **Garages:** Place the garage at least 6 feet behind the primary façade and front door of the home or in the rear yard to avoid a “garage-scape” street appearance.
 - **Landscaping:** Provide generous landscaping, with an emphasis on native plant species, especially along street frontages.
 - **Lighting:** All exterior lights should be full-cut-off fixtures that are directed to the ground to minimize glare and light pollution.
 - **Neighborhood Diversity:** Vary the lot sizes, building heights, building exterior colors, and housing floor plans within any given street block.
- d. **Multi-Family Areas** - The Village encourages high-quality multi-family housing designed to blend in with traditional neighborhoods. The general guidelines listed below and Figure 2.4 will provide assistance in guiding future multi-family development:
- **Relationship to the Street:** Design the building such that the primary building façade is orientated towards the street. Provide a public entrance on the primary building façade that is visually and functionally free of obstruction. Place the building within close proximity to the sidewalk (usually within twenty feet of the street’s right-of-way), or incorporate a garden wall and/or a fence line (picket, wrought iron, etc.) that can maintain the existing street wall.
 - **Architectural Character:** Design the building using architectural elements that provides visual interest and human scale that relates to the surrounding neighborhood context and the Village’s overall character. This can be accomplished by using, but is not limited to, the following techniques: expression of structural bays, variation in materials, variation in building plane, articulation of the roofline or cornice, use of vertically-proportioned windows, pitched roof with the gable(s) facing the street, etc.
 - **Building Materials:** Use high-quality, long-lasting exterior finish materials such as kiln-fired brick, stucco, wood, and fiber cement siding. All exposed sides of the building should have similar or complementary materials as used on the front façade.
 - **Building Projections:** Provide balconies, covered porches, and bay windows, especially on facades facing public streets.
 - **Parking and Buffering:** Fit the parking below the building or place surface parking behind the building. Provide landscaping of sufficient size to screen out unsightly parking areas from the street and neighboring properties. Insert landscape islands in parking lots with more than eighteen consecutive stalls.
 - **Service Areas:** Trash containers, recycling containers, street-level mechanical, and rooftop mechanical should be located or screened so that they are not visible from a public street. Screening should be compatible with building architecture and other site features.

- **Common Open Space:** Provide gardens, grass areas, and play areas to serve the needs of the residents. The use of contiguous back yards to create a larger network of open space is encouraged.
- **Landscaping:** Provide generous landscaping, with an emphasis on native plant species, especially along street frontages.
- **Lighting:** All exterior lights should be full-cut-off fixtures that are directed to the ground to minimize glare and light pollution.

Figure 2.4: Multi-Family Design Guidelines



- e. **Commercial and Industrial Areas** - Commercial and industrial uses provide the Village with economic stability and provides goods, services, and jobs for its residents. However, the buildings designed for these uses are often not adaptable for another use after the initial user leaves. To ensure high-quality and long-lasting projects the following guidelines and illustrations (Figures 2.5-2.7) will provide assistance in guiding future business development:

Figure 2.5: Business Design Guidelines



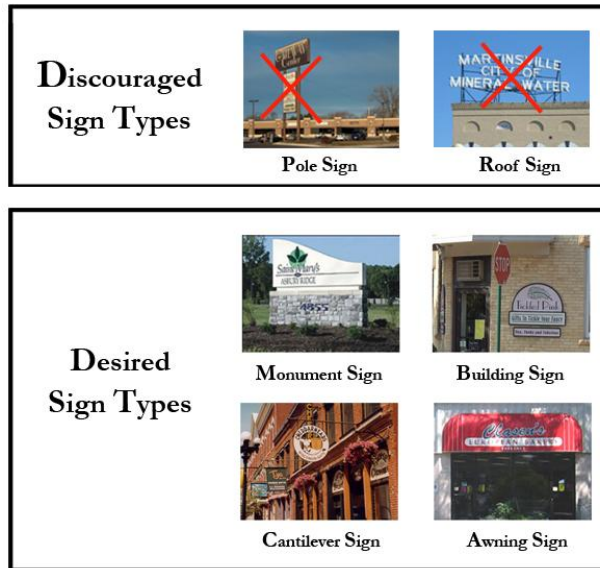
- **Relationship to the Street:** Design the building such that the primary building façade is orientated towards the street. Provide a public entrance on the primary façade that is visually and functionally free of obstruction.
- **Architectural Character:** Design the building using architectural elements that provides visual interest and human scale that relates to the surrounding neighborhood context and the Village's overall character. This can be accomplished by using, but is not limited to, the following techniques: expression of structural bays, variation in materials,

variation in building plane, articulation of the roofline or cornice, use of vertically-proportioned windows, pitched roof with the gable(s) facing the street, etc.

- **Building Materials:** Use high-quality, long-lasting finish materials such as kiln-fired brick, stucco, and wood. All exposed sides of the building should have similar or complementary materials as used on the front façade.
- **Building Projections:** Canopies, awnings, and/or gable-roof projections should be provided along facades that give access to the building.

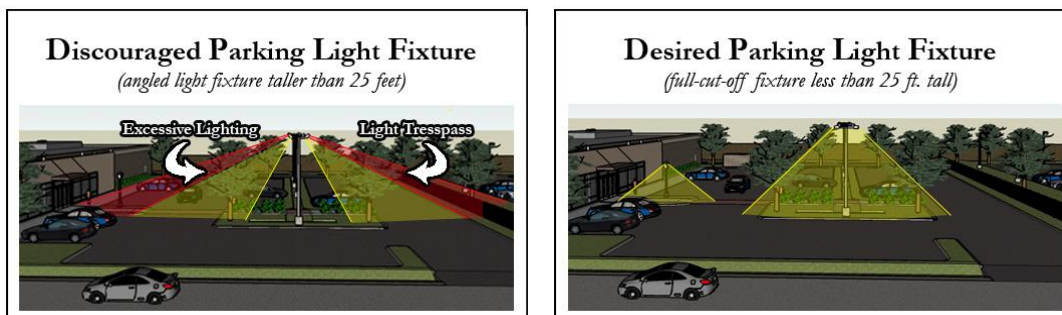
Figure 2.6: Desired Sign Types

- **Signage:** Use pedestrian-scaled sign types: building-mounted, window, projecting, monument, and awning. Signs should not be excessive in height or square footage.



- **Parking:** Fit the parking below the building or place it on the side/back of the building, wherever feasible. Provide shared parking and access between properties to minimize the number of curb cuts. Provide vegetative buffers between pedestrian circulation routes and vehicular parking/circulation. Access drive lanes should have adequate throat depths to allow for proper vehicle stacking.
- **Landscaping and Lighting:** Provide generous landscaping, with an emphasis on native plant species. Landscaping should be placed along street frontages, between incompatible land uses, along parking areas, and in islands of larger parking lots. Exterior lights should be full-cut-off fixtures that are directed towards the ground to minimize glare and light pollution.

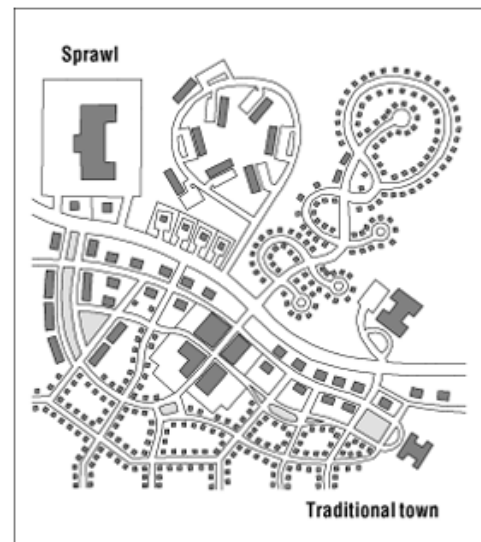
Figure 2.7: Desired Outdoor Lighting



- **Stormwater:** Use rain gardens and bio-retention basins on-site (i.e. in parking islands) in order to filter pollutants and infiltrate runoff, wherever feasible.

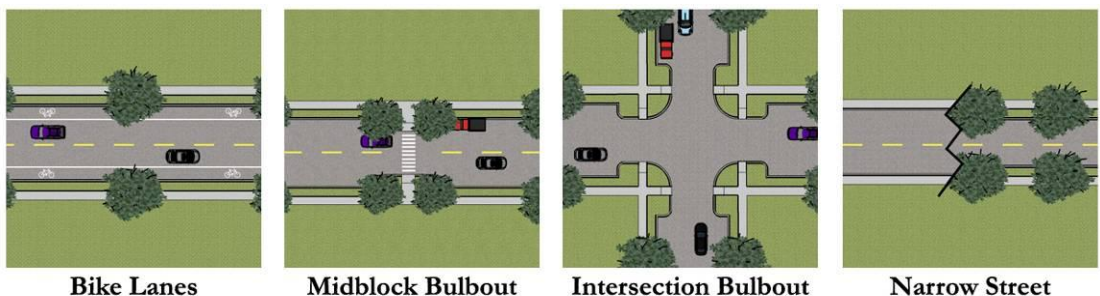
- **Service Areas:** Trash and recycling containers/dumpsters, street-level mechanical, rooftop mechanical, outdoor storage, and loading docks should be located or screened so that they are not visible from a public street. Screening should be compatible with building architecture and other site features.
- f. **Transportation Facilities** - Transportation facilities for new developments shall be constructed according to their functional classification and local ordinances. Direct access to arterial and collector streets will be discouraged. Most lots shall take access from local streets to minimize the impacts to existing transportation facilities and new facilities shall address future connectivity to surrounding properties.

Figure 2.8: Traditional v. Cul-de-Sac Design



- **Street Design:** Streets should be designed to the minimum width that will reasonably satisfy safety and maintenance needs. Local streets should not be as wide as collector streets, or “micro-freeways,” which encourages higher travel speeds. Streets should be laid out in a manner that takes advantage of the natural topography and aligns with existing facilities. The use of traditional or modified grid-like street patterns, as opposed to multiple cul-de-sacs and dead end roads, is strongly encouraged.
- **Traffic-Calming Devices:** Traffic-calming devices and designs are encouraged. Specific measures may include: curb extensions/intersection bump outs, roundabouts, teardrop islands, speed bumps and speed tables, median and refuge islands, or turning circles.
- **Pedestrian and Bicycle Improvements:** are strongly encouraged, especially in areas near existing facilities. Specific measures include sidewalks, on-street bike lanes, bicycle route markers, off-street trails, and mid-block foot paths. Some local streets may be safe for walking and biking without the need for sidewalks; however, collector or arterial streets should feature sidewalks for walking and off-street bike paths or marked bike lanes for biking. Bicycle and pedestrian ways shall be designed to connect to adjacent developments, schools, parks, shopping areas, and existing or planned pedestrian or bicycle facilities.

Figure 2.9: Alternative Transportation Designs



CHAPTER 3 – FUTURE LAND USE

This chapter summarizes the future land use alternatives for the Village of Merrilan and contains information required under SS66.1001. The information is intended to provide a written explanation of the Village of Merrilan Future Land Use Map (*see Appendix E*), which depicts the desired pattern of land use in the Village of Merrilan and establishes the Village's vision and intent for the future through their descriptions and related objectives and policies (Chapter 2). The Future Land Use Plan identifies areas of similar character, use, and density. These land use areas are not zoning districts, as they do not legally set performance criteria for land uses (i.e. setbacks, height restrictions, etc.); however, they do identify those zoning districts from the *Village of Merrilan Zoning Code* appropriate for approval within each future land use classification.

The future land use plan is neither a prediction nor a guaranty. The Future Land Use Map was developed by the Plan Commission based on evaluations of future growth and the suitability of undeveloped land to accommodate that growth. The Village does not assume that all growth areas depicted on the map will develop during the next 20 years. Instead, the Future Land Use Map depicts those areas that are the most logical development areas based on the goals and policies of this plan, overall development trends, environmental constraints, proximity to existing development, and the ability to provide services. **The Village does not support the rezoning or development of all the lands identified on the maps immediately following adoption of this Plan.** Other factors will have to be considered, such as the quality of the proposed development, the ability to provide services to the site, and the phasing of development.

The following chapter provides a detailed description of each future land use classification and their related policies as they appear on the adopted Future Land Use Map. The Future Land Use Plan, in conjunction with the other chapters of this plan (in particular Chapter 2), should be used by Village staff and officials to guide recommendations and decisions on rezoning and other development requests.

The *Jackson County Comprehensive Plan* details other future land use classifications, such as Recreational Commercial and Industrial, which do not appear on the Village of Merrilan's Future Land Use Map. For future reference, descriptions and the policies related to other future land use classifications may be found in the *Jackson County Comprehensive Plan*.

3.1 URBAN LAND USE CATEGORIES

3.1.1 Low Density Residential (LDR)

This land use category is intended for existing and planned neighborhoods featuring predominately single-family homes and limited duplex housing. These neighborhoods will be served by municipal sanitary sewer and water systems. Municipal and institutional land uses (parks, schools, churches, and stormwater facilities) may be built within this district area. The preferred density range is 1-4 units per acre. Currently this land use category includes the majority of the existing residential development within the Village.

There are many areas designated as LDR on the Future Land Use map; these areas shall be developed as neighborhoods. Specifically the village would like to see current housing stock improved where needed and infill development occurring first. Then, as new neighborhoods are ready to develop the Village would like the west side neighborhoods to develop first, with the neighborhood near STH 95 and CTH K developing second.

Appropriate Zoning Districts

The most appropriate zoning for single-family residences that have sewer and water connections is the Village's *R-1 Residential District*; the most appropriate zoning for single-family residents that do not have sewer and water connections is the Village's *R-2 Residential District*.

Policies

1. The Village strongly encourages the use of contiguous building site development that is adjacent to existing public infrastructure (sanitary sewer, municipal water, etc.).
2. Natural areas, including wetlands, wildlife habitats, woodland and unique open spaces, will be protected to the greatest extent possible.
3. The Village encourages park and open space areas within the neighborhood that are sized and located to provide convenient access from all the neighborhood residents.
4. Community Design Principles (Section 2.8) will be considered when new development is proposed.

3.1.2 Med-High Density Residential (MDR)

This land use category is intended for planned neighborhoods of that feature a mix of housing types. The preferred density range is 4-10 units per acre. This type of development will be served by municipal sanitary sewer and water systems. Municipal and institutional land use (parks, schools, churches, and stormwater facilities) may be built within this area. As mapped, there are several areas of medium density residential development, including small areas within the center of the Village, and a larger area in the southern portion of the village, along South Hayden Street. These areas are primarily comprised of existing residential development.

Appropriate Zoning Districts

The most appropriate zoning for two-family residences is the Village's *R-1 Residential District*, and for the existing mobile home park, the Village's *R-M Mobile Home District*.

Policies

1. The Village strongly encourages new development to reinforce the existing character of surrounding neighborhood.

2. Natural areas, including wetlands, wildlife habitats, woodland and unique open spaces, will be protected to the greatest extent possible.
3. Community Design Principles (Section 2.8) will be considered when new development is proposed.

3.1.3 Village Center (VC)

Located within the downtown area, primarily near Main Street in the heart of the Village, this land use category is intended for pedestrian-oriented commercial, office, entertainment, institutional, and residential uses in a “traditional downtown setting” with on-street parking and minimal building setbacks. This area will remain as the Village’s focal point and activity center. Businesses that are encouraged for this area include restaurants, small grocery or specialty food shops, laundromats, hairdressers/barbers, jewelers, hardware stores, small professional/business offices uses that reinforce the Center’s “small-town” character. Several parcels within this area are under utilized or are in disrepair and are candidates for redevelopment. The Village should actively promote the rehabilitation or redevelopment of these parcels for commercial, civic, or mixed uses.

Appropriate Zoning Districts

The most consistent zoning district is *B-1 Business District*; residential uses are only permitted as an accessory use if part of a principal business structure.

Policies

1. In order to maintain the Village Center’s small-town character, the Village will direct larger businesses and uses requiring extensive parking to areas along Washington Street or STH 95.
2. The Village strongly encourages new development to complement and reinforce the existing neighborhood, placing emphasis on creating an integrated business street, rather than several separated, individual business sites.
3. The Village will provide high levels of pedestrian amenities, including street trees, street furniture, and specialty lighting.
4. Infill and redevelopment of existing properties in the Village Center is strongly encouraged.

3.1.4 Community Business (CB)

This land use category is intended for office and retail that need large tracts of land unavailable within the small-scale Village Center, but which can be integrated with residential neighborhoods. Community Businesses may include bowling alleys, supermarkets, furniture stores, banks, larger professional/business offices and similar commercial uses. These uses are located primarily along Washington Street where there is good access and visibility. This development will be served by municipal sanitary sewer and water systems.

Appropriate Zoning Districts

The Village’s *B-1 and B-2 Business Districts* are appropriate for areas within this future land use category.

Policies

1. The Village strongly encourages new development to reinforce the existing character of the surrounding neighborhood.
2. The Village will require new development along Washington Street to adhere to established standards for highway access control, shared driveways and cross access.

3. The Village encourages commercial uses that fit the “small-town” character of the Village Center to develop or remain in the Village Center.
4. Community Design Principles (Section 2.8) will be considered when new development is proposed.

3.1.5 Highway Business (HB)

This land use category accommodates large-scale commercial and office uses with locational requirements and operational characteristics not suitable within Community Business or the Village Center. Highway Businesses may include hotels/motels, high-volume restaurants and drive-thru establishments, gas stations, and other high-traffic uses. As mapped, there is a HB area to the east of the Village along STH 95.

Appropriate Zoning Districts

The Village’s *B-2 Business District* is the most appropriate for this future land use category.

Policies

1. New “strip” retail development and long linear corridors of purely commercial growth are discouraged. The Community Design Principles (section 2.8) will be considered when development is proposed in this area.
2. The Village strongly encourages new development to reinforce the existing character of the surrounding neighborhood.
3. The Village will require new development along STH 95 to adhere to established standards for highway access control, shared driveways and cross access.
4. The Village encourages commercial uses that fit the “small-town” character of the Village Center to develop or remain in the Village Center.

3.1.6 Public/Institutional (P)

This land use category includes properties owned by the Village, the school district, and religious institutions. These uses are planned to remain at their present locations. The school and Village Hall are in the center of the downtown, easily accessible by Village residents.

Appropriate Zoning Districts

Institutional buildings are allowed as a conditional use in the both Village’s residential zoning districts (R-1 and R-2) and in the conservancy district.

Policies

1. The Village will work with institutions and the surrounding neighborhood when discussing potential expansions or new facilities and how these plans would impact the area.
2. The Village does not intend to require an amendment to the Future Land Use Map prior to the approval of a proposed public or institutional use in an area that is currently mapped as another future land use.

3.1.7 Park and Recreation (PR)

This land use category includes property where active recreation is the primary activity and where there is typically no commercial or residential use. The Village, County, or State usually owns these properties. Some stormwater management or other utility/institutional uses (e.g., water towers)

maybe located within these areas. As mapped, the Village plans to maintain existing park and recreation areas.

Appropriate Zoning Districts

Parks and Recreation is allowed as a conditional use in the Village's residential zoning districts (R-1, R-1, R-2, and R-M) and *C-1 Conservancy District*.

Policies

1. The Village intends to provide sufficient parkland and recreation facilities to meet the recreation demand of Village of Merrillan residents.

The Village does not intend to require an amendment to the Future Land Use Map prior to the approval of a publicly owned park or recreational use in an area that is currently mapped as another future land use; however, privately owned recreational uses will require an amendment to the Future Land Use Map to either a park, recreation, or commercial designation.

3.2 RURAL / ENVIRONMENTAL LAND USE CATEGORIES

3.2.1 Natural Resource Protection (NRP)

This classification is intended to function as an overlay zone, that is, the underlying future land use classification (Low Density Residential, Industrial, etc.) remains in place, but the overlay classification warns the Village and property owner of the likely presence of features and buffer zones around those features that are subject to protection under County or State law. The primary intent of these areas is to protect resources, including wildlife, water bodies, and soils, that are vulnerable to the negative effects of development. These areas are generally appropriate for recreation purposes and may be considered prime candidates for land conservation programs. Mapped NRP areas include all land that meet one or more of the following conditions:

1. Water bodies and wetlands mapped as part of the WDNR Wetland Inventory⁶, or
2. 100-Year Floodplains based on FEMA maps, or
3. Areas with steep slopes greater than 20%, or
4. Areas within 1,000 feet of the ordinary high water mark of navigable lakes, ponds or flowages; or within 300 feet of the ordinary high water mark of navigable⁷ rivers or streams, or to the landward side of the floodplain, whichever distance is greater.

⁶ The WDNR Wetland Inventory for Jackson County was derived from 1996 aerial photography and only includes wetlands which are larger than two (2)) acres. Wetlands smaller than two (2) acres may exist within the Planning Area and will be subject to the same development restrictions as lands designated NRP.

⁷ Determination of navigability shall be made in accordance to the standards set forth in the *Jackson County Zoning Code*.

Appropriate Zoning Districts

NRP lands may be zoned as described by the underlying land use classification, but are subject to erosion control, building development, or vegetation clearing restrictions defined by the Wisconsin DNR, Federal Emergency Management Agency, Jackson County, and the Village of Merrillan.

Policies

1. Landowners are advised that land within NRP areas may be restricted from building development, site grading, or vegetation clearing under the Jackson County Shoreland Overlay District (Chapter 16), Jackson County Floodplain Overlay District (Chapter 20), and any other additional stormwater management and erosion control ordinances enacted by Jackson County and the Village of Merrillan.
2. Agricultural and silviculture (forestry) operations, and recreational uses, may be permitted in NRP areas in accordance with the previous ordinances. Best Management Practices are highly encouraged in these areas.

3.2.2 Rural Lands (RL)

This land use category is intended for lands within the Village's extraterritorial jurisdiction that will be preserved for farming, farmsteads, forestry, open space, farm family businesses, or other agriculture-related businesses. The majority of these lands are undeveloped; however they may contain farmsteads or residential developments generally with a minimum lot size of 1.5 acres. Developments within this category are served by private wells and on-site waste treatment (septic) systems. The RL represents areas that are vital to the region's agricultural and forestry economy and are key components of the rural character and image of the area. Areas included in Rural Lands could potentially represent prime candidates for "sending areas" under a county-wide transfer of development rights program, purchase of development rights program, agricultural enterprise areas, or other land conservation programs.

Appropriate Zoning Districts

The Village's A-1 Agricultural zoning district is most appropriate for areas within this future land use category, though the Village does not intend to annex lands designated as rural lands.

Policies

1. Non-farm commercial and industrial uses are discouraged in areas planned for Rural Land. Such developments should occur in areas mapped as Village Center, Community Business, or Highway Business.
2. Protection of natural resources and water quality with new development is required, including assurance that concentrations of on-site waste treatment systems will not negatively affect groundwater quality.
3. Land use planning for these areas will be coordinated with the Town of Alma.
4. Should residential development occur in the RL area, conservation subdivision design is strongly encouraged.

3.2.3 Rural Transition (RT)

The primary intent of this classification is to identify certain lands in proximity to developed areas, to be preserved in mainly agricultural and open space uses until such time as more intensive development may be appropriate. As mapped, this designation includes farmland, scattered open lands, woodlots, agricultural-related uses, farmsteads, and limited single-family residential

development. Within the next 20 years, future development within the majority of RT areas is expected to be consistent with the existing pattern of development; however, it is anticipated that long term these lands may transition to more intensive development. Lands within the Plan Area that are designated as RT ought to be annexed before more intensive development occurs.

Appropriate Zoning Districts

The most appropriate zoning for this future land use category is the Village's *A-1 Agricultural District*. While zoned as A-1, these areas have a minimum lot size of 5 acres. If and when the development of these areas is warranted, the land shall be rezoned to the appropriate district in order to accommodate the proposed development.

Policies

1. Within the RT classification, new development will be limited in accordance with all policies applicable to the Rural Lands classification, until such time when the Village identifies that particular mapped area as appropriate for more intensive development, using the following criteria:
 - a. When considering new residential subdivisions within an RT area, the Village may limit the development until 75% of the lots within all existing improved residential subdivisions are developed, calculated at the time a development request is submitted. Improved lots are those which are ready to be built on, served by public road, and connected to electrical services.
 - b. When considering commercial and industrial uses, the Town may limit the development to areas where the parcel is adjacent to existing business development.
2. If and when it is determined that land with the RT classification is appropriate for development not permitted under the Rural Lands policies, the Village will require an amendment to the Future Land Use Map.

3.2.4 Conservancy (C)⁸

This land use category includes areas that the Village wishes to protect because they are vital to the region's ecosystem and/or they are considered an important part of the Village's character and culture. Conservation areas may include land that is restricted from development due to slope or wetland characteristics, generally identified with the NRP overlay in this plan. Conservancy areas may also include land that is otherwise developable but which the Village chooses to protect by preventing such development. Conservancy areas also include land that is owned by the State and the County. The intended use for Conservancy land is passive recreation (bike and walking paths, cross country ski trails, etc.). As mapped, a conservancy area consisting of publically-owned land falls along the eastern border of the Plan Area.

Appropriate Zoning Districts

The most appropriate zoning district is the Village's *C-1 Conservancy District*; however, the Village does not intend to annex land designated as Conservancy.

⁸ It should be noted that conservancy delineations are shown only for local land use planning purposes and do not indicate any additional County, State or Federal regulations that would affect a landowner's ability to utilize the property for agricultural or development purposes.

Policies

1. The Village does not intend to require an amendment to the Future Land Use Map prior to the approval of a conservation area from another future land use.
2. Recreational development and activities which are compatible with natural resource protection are permitted.
3. In general, building development is prohibited, unless the primary use is for storing materials to maintain the land or to support passive recreational uses.

3.3 AMENDING THE FUTURE LAND USE MAP

The Village of Merrilan recognizes that from time to time it may be necessary to amend the future land use map to account for changes in the current planning environment that were not anticipated. A property owner may petition⁹ for a change to the Future Land Use Map¹⁰. The Village will consider petitions based on the following criteria:

1. Agricultural Criteria: The land does not have a history of productive farming activities or is not viable for long-term agricultural use. The land is too small to be economically used for agricultural purposes, or is inaccessible to the machinery needed to produce and harvest products.
2. Compatibility Criteria: The proposed development will not have a substantial adverse effect upon adjacent property or the character of the area, with a particular emphasis on existing agricultural operations. A petitioner may indicate approaches that will minimize incompatibilities between uses.
3. Natural Resources Criteria: The land does not include important natural features such as wetlands, floodplains, steep slopes, scenic vistas or significant woodlands, which will be adversely affected by the proposed development. The proposed building envelope is not located within the setback of Shoreland and Floodplain zones (raised above regional flood line). The proposed development will not result in undue water, air, light, or noise pollution. Petitioner may indicate approaches that will preserve or enhance the most important and sensitive natural features of the proposed site.
4. Emergency Vehicle Access Criteria: The lay of the land will allow for construction of appropriate roads and/or driveways that are suitable for travel or access by emergency vehicles.
5. Ability to Provide Services Criteria: Provision of public facilities and services will not place an unreasonable burden on the ability of the Village to provide and fund those facilities and services. Petitioners may demonstrate to the Village that the current level of services in the Village, including but not limited to school capacity, transportation system capacity, emergency services capacity (police, fire, EMS), parks and recreation, library services, and potentially water and/or sewer services, are adequate to serve the proposed use.

⁹ Petitions to change future land use classifications may only be submitted by landowners (or their agents) within the Village, by Village Officials, or by officials from adjacent municipalities.

¹⁰ Changes in the Future Land Use Map, and associated policies, shall require a recommendation from the Village Plan Commission, a public hearing, and Village Board approval.

Petitioners may also demonstrate how they will assist the Village with any shortcomings in public services or facilities.

6. Public Need Criteria: There is a clear public need for the proposed change or unanticipated circumstances have resulted in a need for the change. The proposed development is likely to have a positive fiscal impact on the Village. The Village may require that the property owner, or their agent, fund the preparation of a fiscal impact analysis by an independent professional.
7. Adherence to Other Portions of this Plan: The proposed development is consistent with the general vision for the Village, and the other goals, objectives, and policies of this Plan.

Refer to Section 4.2 and 4.4 for additional information regarding procedures for amending the Comprehensive Plan and its Future Land Use map.

CHAPTER 4 – IMPLEMENTATION

The implementation chapter describes the implementation tools available to the community, including an assessment of current use and future intention for the use of these tools. It also provides information on the local actions necessary to achieve the goals and objectives of this Comprehensive Plan. A consolidated list of actions, including the proposed timeframe and responsible party, appears at the end of this chapter. This chapter addresses the issue of consistency, including how this plan is consistent with existing policies that affect the Village and how local decisions must be consistent with this plan. Finally, this chapter describes the process for reviewing implementation progress and amending the plan in future years.

4.1 IMPLEMENTATION TOOLS

Local codes and ordinances are an important means of implementing the policies of a comprehensive plan. The zoning ordinance and subdivision regulations comprise the principal regulatory devices used to protect existing development and guide future growth as prescribed by the comprehensive plan. The Village Board is responsible for amending and adopting these local ordinances.

4.1.1 Zoning Ordinance

Zoning is used to regulate the use of land and the design and placement of structures. A zoning ordinance establishes how lots may be developed, including setbacks and separation for structures, the height and bulk of those structures, and density. The general purpose for zoning is to avoid undesirable side effects of development by segregating incompatible uses and by setting standards for individual uses. It is also one of the important legal tools that a community can use to control development and growth.

- Zoning is controlled through the Village of Merrilan Zoning Code. The Village intends to use this plan along with the Village's Zoning Ordinance to guide future development.

4.1.2 Official Maps

An official map shows areas identified as necessary for future public streets, recreation areas, and other public grounds. By showing the area on the Official Map, the municipality puts the property owner on notice that the property has been reserved for future dedication for a public facility or purpose. The municipality may refuse to issue a permit for any building or development on the designated parcel; however, the municipality has one year to purchase the property upon notice by the owner of the intended development.

- The Village does not currently utilize an official map as authorized to do so by state statute 61.35 (via 62.23 (6)), and there are no immediate plans to create one.

4.1.3 Sign Regulations

Local governments may adopt regulations, such as sign ordinances, to limit the height and other dimensional characteristics of advertising and identification signs. The purpose of these regulations is to promote the well-being of the community by ensuring that signs do not compromise the rights of Village residents to a safe, healthful and attractive environment.

- Sign requirements are regulated under the Village’s Zoning Code. This Plan includes several policies relating to sign development and the Village of Merrillan should work to make sure they are addressed during development review.

4.1.4 Erosion/Stormwater Control Ordinances

The purpose of stormwater or erosion control ordinances is to establish rules that will prevent or reduce water pollution caused by the development or redevelopment of land. Local stormwater ordinances may be adopted to supplement existing Jackson County and Wisconsin Department of Natural Resources permit requirements.

- The Village is subject to and meets the provisions of Wisconsin Administrative Code NR216, Stormwater Management.

4.1.5 Historic Preservation Ordinances

An historic preservation ordinance is established to protect, enhance, and perpetuate buildings of special character or the special historic or aesthetic interest of districts that represent a community's cultural, social, economic, political, and architectural history. The jurisdiction's governing body may create a landmarks commission to designate historic landmarks and establish historic districts.

In accordance with Wisconsin Statutes 101.121 and 44.44, a municipality (city, town or county) may request the State Historical Society of Wisconsin to certify a local historic preservation ordinance in order to establish a “certified municipal register of historic property” to qualify locally designated historic buildings for the Wisconsin Historic Building Code. The purpose of the Wisconsin Historic Building Code, which has been developed by the Department of Commerce, is to facilitate the preservation or restoration of designated historic buildings through the provision of alternative building standards. Owners of qualified historic buildings are permitted to elect to be subject to the Historic Building code in lieu of any other state or municipal building codes.

- Historic preservation is regulated under the Village’s zoning code.

4.1.6 Site Plan Regulations

A site plan is a detailed plan of a lot indicating all proposed improvements. Some communities have regulations requiring site plans prepared by an engineer, surveyor, or architect. Site plan regulations may require specific inclusions like: General Layout, Drainage and Grading, Utilities, Erosion Control, Landscaping and Lighting, and Building Elevations.

- Site plan regulations are regulated through the Village’s zoning code.

4.1.7 Design Review Ordinances

Design Review Ordinances are used to protect the character of a community by regulating aesthetic design issues. They include guidelines that can address a wide range of building and site design criteria, and they are typically implemented by a design review committee that reviews all proposed development within a designated area for consistency with the guidelines. Areas designated for application of a design review ordinance are called overlay districts, and they do not change the underlying zoning regulations.

- The Village will regulate design review through their zoning code and the Village has established specific site and design principals in Section 2.8 of this plan.

4.1.8 Building Codes and Housing Codes

The Uniform Dwelling Code (UDC) is the statewide building code for one- and two-family dwellings built since June 1, 1980. As of January 1, 2005, there is enforcement of the UDC in all Wisconsin municipalities. Municipal or county building inspectors who must be state-certified primarily enforce the UDC. In lieu of local enforcement, municipalities have the option to have the state provide enforcement through state-certified inspection agencies for just new homes. Permit requirements for alterations and additions will vary by municipality. Regardless of permit requirements, state statutes require compliance with the UDC rules by owners and builders even if there is no enforcement.

- The Village requires adherence to the Uniform Dwelling Code, including building permit and inspection requirements.

4.1.9 Mechanical Codes

In the State of Wisconsin, the 2000 International Mechanical Code (IMC) and 2000 International Energy Conservation Code (IECC) have been adopted with Wisconsin amendments for application to commercial buildings.

- The Village requires adherence to all state mechanical codes.

4.1.10 Sanitary Codes

The Wisconsin Sanitary Code (WSC), which is usually enforced by a county, provides local regulation for communities that do not have municipal sanitary service. The WSC establishes rules for the proper siting, design, installation, inspection and management of private sewage systems and non-plumbing sanitation systems.

- The Village requires adherence to the Wisconsin Sanitary Code and Jackson County Sanitary Code.

4.1.11 Renewable Energy Ordinances

Renewable energy ordinances can be established to oversee the permitting of renewable energy systems (wind, solar, bio-fuels) to preserve and protect public health and safety without significantly increasing the cost or decreasing the efficiency of a renewable energy system.

- The Village's Zoning Ordinance addresses renewable energy.

4.1.12 Land Division and Subdivision Ordinance

Land division regulations serve an important function by ensuring the orderly growth and development of unplatted and undeveloped land. These regulations are intended to protect the community and occupants of the proposed subdivision by setting forth reasonable regulations for public utilities, storm water drainage, lot sizes, street & open space design, and other improvements necessary to ensure that new development will be an asset to the Village. The Village Board makes the final decisions on the content of the land division ordinance. These decisions are preceded by public hearings and recommendations of the plan commission.

- The division of land in the Village is governed by the Wisconsin Statutes and the Village's Subdivision Regulations. This Plan includes recommendations to create subdivisions in the future using conservation subdivision design principles.

4.2 PLAN ADOPTION AND AMENDMENT PROCEDURES

The procedures for comprehensive plan adoption or amendment are established by Wisconsin's Comprehensive Planning Law (66.1001, Stats.). This comprehensive plan and any future amendments must be adopted by the Village Board in the form of an adoption ordinance approved by a majority vote. Two important steps must occur before the Village Board may adopt or amend the plan: the Plan Commission must recommend adoption and the Village must hold an official public hearing.

Draft Distribution and Public Hearing Notifications

The Village is required to provide direct notice of the public hearing to any owner, leaseholder or operator of a nonmetallic mineral deposit (i.e. a gravel pit). The Village should send a copy of the public hearing notice at least 30 days prior to the hearing to any known mining operations in the Village and to anyone that has submitted a written request for such notification.

The Village is also required to maintain a list of any individuals who request, in writing, notification of the proposed comprehensive plan. Each such individual must be sent a notice of the public hearing and a copy of the plan at least 30 days prior to the public hearing. The Village may charge a fee equal to the cost of providing such notice and copy.

Public Hearing

Prior to adopting the Plan, the Village (either Village Board or Plan Commission) must hold at least one public hearing to discuss the proposed plan. At least 30 days prior to the hearing a Class 1 notice must be published that contains, at minimum, the following:

- The date, time and location of the hearing,
- A summary of the proposed plan or plan amendment,
- The local government staff who may be contacted for additional information,
- Where to inspect and how to obtain a copy of the proposed plan or amendment before the hearing.

The notice should also provide a method for submitting written comments, and those comments should be read or summarized at the public hearing.

Plan Commission Recommendation

The Plan Commission recommends adoption or amendment by passing a resolution that very briefly summarizes the plan and its various components. The resolution should also reference the reasons for creating the plan and the public involvement process used during the planning process. The resolution must pass by a majority vote of the Commission, and the approved resolution should be included in the adopted plan document.

Plan Adoption/Amendment

This plan and any future amendments become official Village policy when the Village Board passes, by a majority vote of all elected members, an adoption ordinance. The Board may choose to revise the plan after it has been recommended by the Plan Commission and after the public hearing. It is not a legal requirement to consult with the Plan Commission on such changes prior to adoption, but, depending on the significance of the revision, such consultation may be advisable.

Adopted Plan Distribution

Following final adoption of this plan, and again following any amendments to the plan, a copy of the plan or amendment must be sent to each of the following:

1. Every governmental body that is located in whole or in part within the boundaries of the Town, including any school district, sanitary district, or other special district.
2. The clerk of every town, city, village, and county that borders the Town.
3. The regional planning commission in which the Town is located.
4. The public library that serves the area in which the Town is located.
5. The Comprehensive Planning Program at the Department of Administration.

4.3 CONSISTENCY AMONG PLAN ELEMENTS

Once formally adopted, the Plan becomes a tool for communicating the community's land use policy and for coordinating legislative decisions. Per the requirements of Wisconsin's Comprehensive Planning Law, beginning on January 1, 2010 if the Village of Merrillan engages in any of the actions listed below, those actions will be consistent with its comprehensive plan:

- Official mapping established or amended under s. 62.23 (6)
- Local subdivision regulations under s. 236.45 or 236.46
- County zoning ordinances enacted or amended under s. 62.23 (7)
- Village, city or town zoning ordinances enacted or amended under s. 60.61, 60.62, 60.23 (7)
- Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231

An action will be deemed consistent if:

1. It furthers, or at least does not interfere with, the goals, objectives, and policies of this plan,
2. It is compatible with the proposed future land uses and densities/intensities contained in this plan,
3. It carries out, as applicable, any specific proposals for community facilities, including transportation facilities, other specific public actions, or actions proposed by nonprofit and for-profit organizations that are contained in the plan.

The State of Wisconsin planning legislation requires that the implementation element describe how each of the nine-elements will be integrated and made consistent with the other elements of the plan. Prior to adoption of the plan the Village of Merrillan reviewed, updated, and completed all elements of this plan together, and no inconsistencies were found.

4.4 PLAN MONITORING, AMENDING, & UPDATING

Although this Plan is intended to guide decisions and action by the Village over a 20-year period, it is impossible to predict future conditions in the Village. Amendments may be appropriate following original adoption, particularly if emerging issues or trends render aspects of the plan irrelevant or

inappropriate. To monitor consistency with the Comprehensive Plan the Village will review its content prior to any important decisions, especially those that will affect land use. From time to time the Village may be faced with an opportunity, such as a development proposal, that does not fit the plan but is widely viewed to be appropriate for the Village. Should the Village wish to approve such an opportunity, it must first amend the plan so that the decision is consistent with the plan. Such amendments should be carefully considered and should not become the standard response to proposals that do not fit the plan. Frequent amendments to meet individual development proposals threaten the integrity of the plan and the planning process and should be avoided.

Any change to the plan text or maps constitutes an amendment to the plan and must follow the adoption/amendment process described in Section 4.2. Amendments may be proposed by either the Village Board or the Plan Commission, and each will need to approve the change per the statutory process. Amendments may be made at any time using this process, however in most cases the Village should not amend the plan more than once per year. A common and recommended approach is to establish a consistent annual schedule for consideration of amendments. This process can begin with a joint meeting of the Plan Commission and Village Board (January), followed by Plan Commission recommendation (February), then the 30-day public notice procedures leading to a public hearing and vote on adoption by Village Board (March or April).

Wisconsin's comprehensive planning statute (66.1001) requires that this plan be updated at least once every 10 years. Unlike an amendment, the plan update is a major re-write of the plan document and supporting maps. The purpose of the update is to incorporate new data and ensure that the plan remains relevant to current conditions and decisions. The availability of new Census or mapping data and/or a series of significant changes in the community may justify an update after less than 10 years. Frequent requests for amendments to the plan should signal the need for a comprehensive update.

4.5 SEVERABILITY

If any provision of this Comprehensive Plan will be found to be invalid or unconstitutional, or if the application of this Comprehensive Plan to any person or circumstances is found to be invalid or unconstitutional, such invalidity or unconstitutionality will not affect the other provisions or applications of this Comprehensive Plan, which can be given effect without the invalid or unconstitutional provision or application.

4.6 ACTION PLAN

There are many actions that the Village should pursue to achieve the goals and objectives of this plan. Because each of these different possible actions requires the active leadership of elected officials and/or Village staff, and because many of the actions will have a monetary cost to the Village, it becomes complicated to chart out 20 years of **specific** action commitments. At the end of this chapter, there is a short-term list of actions intended to realize and reinforce the goals, objectives, and policies described in Chapter 2. These actions are divided into three basic categories: short-term, mid-term, and long-term. Short-term actions will be implemented in 0-2 years; mid-term actions will be implemented in 3-5 years; and long-term actions will be implemented more than 6 years from now.

The Village will revisit this list of actions at least once every five years. Completed actions should be celebrated and removed, while those actions not yet carried out should be given new deadlines (if

appropriate) and assigned to specific individuals, boards, or committees for completion per the new schedule. When updating the Action Plan, the Village may choose to pursue actions not on the list, and it may choose not to pursue actions on the list; however, if the updated action is consistent with the goals, objectives, and policies of the comprehensive plan, updating the action plan should not require an amendment to the plan and can be approved simply by a resolution by the Village Board.

Table 4.1: Action Plan

ACTION PLAN	TIMEFRAME	RESPONSIBLE PARTY
Housing: Plan for sewer and water extensions to un-sewered/watered parts of the Village to allow for future housing development.	Short Term	Village Board
Transportation: Continue to work closely with WisDOT on the upgrade of STH's 12 and 27.	Short/Mid Term	Village Board
Utilities & Community Facilities 1: Pursue grants to extend sewer and water to un-sewered/watered parts of the Village.	Short Term	Village Board
Intergovernmental Cooperation: Work with the Town of Alma on a land exchange.	Mid Term	Village Board
ADDITIONAL RECOMMENDED ACTIONS	TIMEFRAME	RESPONSIBLE PARTY
Housing: Support County efforts to obtain grant program funds for first time homebuyers and/or affordable housing.	Continual	Village Board
Transportation: Continue to schedule and budget for street and other maintenance expenditures with a Capital Improvement Plan, updated annually.	Continual	Village Board
Utilities and Community Facilities: Continue to update the Comprehensive Outdoor Recreational Plan. As part of the plan identify and protect greenway corridors and establish connected paths in and around the Village.	Mid-Term	Plan Commission
Ag, Nat., Cult, Resource: Adopt a tree planting program for enhanced beautification of the Village	Mid Term	Village Board
Economic Development 1: Prepare a Downtown Revitalization Plan with the assistance from the CDBG Community Planning Grant Program.	Mid Term	Village Board
Economic Development 2: Encourage Jackson County to establish an Economic Development Corporation to assist with County wide economic development.	Mid Term	Village Board
Intergovernmental Cooperation 1: Coordinate growth plans with the Town of Alma, the Village of Alma Center, and Jackson County.	Long Term	Plan Commission, Village Board
Land Use 1: Review and consider amendments to the Village Zoning Ordinance to establish consistency with this Plan, including consideration of recommendations in Chapter 3—Future Land Use.	Short Term	Plan Commission, Village Board
Land Use 2: Adopt an Extraterritorial zoning ordinance with the Town of Alma and the Village of Alma Center.	Long Term	Plan Commission, Village Board
Land Use 3: Establish & adopt design guidelines or standards to regulate the character of new development.	Long Term	Plan Commission, Village Board
Implementation: Update this Action Plan every five years, as stated in the Implementation Chapter of this Plan.	Mid-Term	Plan Commission and Village Board

CHAPTER 5 - EXISTING CONDITIONS

The following chapter summarizes background information as required for the nine planning elements to be included in comprehensive plans (as per Wisconsin Statute 66.1001). The information was collection in years 2008 and 2009 and is thus subject to changes that may have occurred since then. The information is compiled at the County and municipal level to the extent that such data is available or can be synthesized from standard data sources. Much of the data comes from secondary sources, consisting primarily of the U.S. Census. Caution should be given as a majority of the data that the U.S. Census collects is from a sample of the total population; and therefore, is subject to both sampling errors (deviations from the true population) and nonsampling errors (human and processing errors).

5.1 ISSUES & OPPORTUNITIES

This element provides a baseline assessment of the Village of Merrillan past, current, and projected population statistics and includes the information required under 5566.1001. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future development in the Village of Merrillan.

5.1.1 Population Statistics & Projections

The following displays the population statistics and projections that were prepared as part of the requirements of the Comprehensive Planning legislation. Other demographic data and statistics, such as employment and housing characteristics, are in their corresponding sections.

Table 5.1: Population & Age Distribution

Population	Village of Merrillan Number	Village of Merrillan Percent	Jackson County Number	Jackson County Percent	Wisconsin Number	Wisconsin Percent
Total Population (1970)	612	100.0%	15,325	100.0%	4,417,821	100.0%
Total Population (1980)	587	100.0%	16,831	100.0%	4,705,642	100.0%
Total Population (1990)	553	100.0%	16,588	100.0%	4,891,769	100.0%
Total Population (2000)	585	100.0%	19,100	100.0%	5,363,675	100.0%
Total Population (2008)*	576	100.0%	19,710	100.0%	5,580,757	100.0%
SEX AND AGE (2000)						
Male	293	50.1%	10,198	53.4%	2,649,041	49.4%
Female	292	49.9%	8,902	46.6%	2,714,634	50.6%
Under 5 years	37	6.3%	1,078	5.6%	342,340	6.4%
5 to 9 years	39	6.7%	1,255	6.6%	379,484	7.1%
10 to 14 years	34	5.8%	1,440	7.5%	403,074	7.5%
15 to 19 years	42	7.2%	1,309	6.9%	407,195	7.6%
20 to 24 years	31	5.3%	1,208	6.3%	357,292	6.7%
25 to 34 years	77	13.2%	2,513	13.2%	706,168	13.2%
35 to 44 years	73	12.5%	3,097	16.2%	875,522	16.3%
45 to 54 years	81	13.8%	2,510	13.1%	732,306	13.7%
55 to 59 years	40	6.8%	1,002	5.2%	252,742	4.7%
60 to 64 years	32	5.5%	844	4.4%	204,999	3.8%
65 to 74 years	46	7.9%	1,426	7.5%	355,307	6.6%
75 to 84 years	37	6.3%	1,011	5.3%	251,621	4.7%
85 years and over	16	2.7%	407	2.1%	95,625	1.8%
Median Age (2000)	39.3		37.6		36.0	

Source: US Census, *WIDOA Estimate

Table 5.2: Jackson County Population History and Estimates

Municipality	Jackson County Population History and Projections										% Growth (2000- 2030)
	1970	1980	1990	2000	2005	2010	2015	2020	2025	2030	
State of Wisconsin	4,417,821	4,705,642	4,891,769	5,363,675	5,589,937	5,772,372	5,988,455	6,202,825	6,390,939	6,541,222	22.0%
Jackson County	15,325	16,831	16,588	19,100	19,865	20,533	21,339	22,151	22,860	23,438	22.7%
T. Adams	980	1,300	1,167	1,208	1,334	1,399	1,473	1,546	1,613	1,670	38.2%
T. Albion	914	976	904	1,093	1,143	1,199	1,264	1,329	1,387	1,439	31.7%
T. Alma	668	696	831	983	1,047	1,115	1,190	1,266	1,337	1,400	42.4%
T. Bear Bluff	116	133	149	128	114	111	108	106	103	99	-22.7%
T. Brockway	978	1,053	1,222	2,580	2,696	2,837	2,997	3,159	3,306	3,435	33.1%
T. City Point	180	196	193	189	182	178	175	172	167	163	-13.8%
T. Cleveland	411	422	452	438	473	491	513	534	554	570	30.1%
T. Curran	360	410	351	366	390	402	416	430	443	453	23.8%
T. Franklin	414	417	431	325	347	341	337	333	326	319	-1.8%
T. Garden Valley	435	421	386	406	409	413	419	424	428	430	5.9%
T. Garfield	369	423	421	529	625	677	735	792	847	896	69.4%
T. Hixton	558	646	652	611	640	644	652	660	664	665	8.8%
T. Irving	489	618	565	602	668	706	749	791	831	867	44.0%
T. Knapp	155	201	257	275	298	317	338	360	381	398	44.7%
T. Komensky	283	449	292	462	487	521	557	595	629	661	43.1%
T. Manchester	442	590	563	680	732	779	831	884	932	976	43.5%
T. Melrose	355	338	357	402	421	441	463	486	507	525	30.6%
T. Millston	157	202	154	136	139	135	132	129	125	121	-11.0%
T. North Bend	498	546	419	397	410	411	415	418	419	418	5.3%
T. Northfield	587	652	572	586	579	574	571	570	564	556	-5.1%
T. Springfield	469	475	476	567	618	661	710	758	803	844	48.9%
V. Alma Center	495	454	416	446	459	469	482	495	507	515	15.5%
V. Hixton	300	364	345	446	454	481	511	541	568	593	33.0%
V. Melrose	505	507	551	529	516	509	506	502	496	486	-8.1%
V. Merrillan	612	587	553	585	583	589	599	609	616	619	5.8%
V. Taylor	322	411	419	513	507	522	540	559	575	588	14.6%
C. Black River Falls	3,273	3,434	3,490	3,618	3,594	3,611	3,656	3,703	3,732	3,732	3.2%

Source: US Census, Projection WIDOA 2008

The Village of Merrillan 2008 estimated population is 576, ranking 254 out of 403 Wisconsin villages in population. From the year 1970 to 2000, the population for the Village of Merrillan decreased by 4.4%, compared to a 24.6% increase for the County and a 21.4% increase for the State.

During the 2000 Census, the age group with the highest population in the Village was those 45 to 54 years old (13.8%). The median age was 39.3, which is higher than the County and State median age. Approximately 22.4% of the population is at or near retirement age (60+), which is higher than the County (19.3%) and the State (16.9%) average.

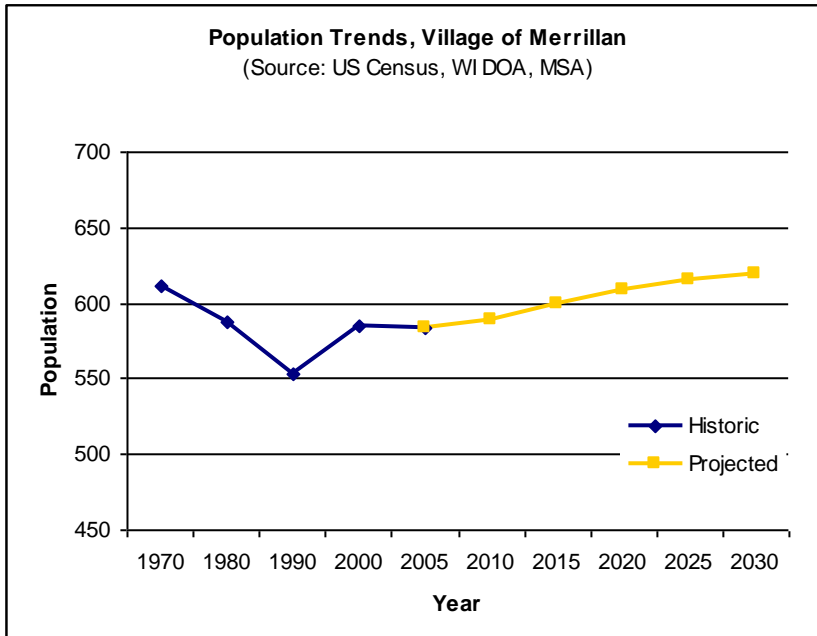
Population projections allow a community to anticipate and plan for future growth needs. In year 2008, the Wisconsin Department of Administration released population projections to year 2030 for every municipality in Wisconsin, and projections to year 2035 for counties. The WIDOA projected the Village of Merrillan population will increase to 619 by year 2030, comprising about 2.6% of the Jackson County total for that year. The WIDOA projects the population in Jackson County will increase to 23,438 by year 2030. The Village Plan Commission estimates the Village population increase to be 631 by year 2030 with a 7.9% change from 2000.

Table 5.3: Population Projections

Population	Village of Merrillan	Jackson County	Wisconsin
Total Population (1970)	612	15,325	4,417,821
Total Population (1980)	587	16,831	4,705,642
Total Population (1990)	553	16,588	4,891,769
Total Population (2000)	585	19,100	5,363,675
Total Population (2005)	583	19,865	5,589,937
WIDOA Projection			
Total Population (2005)	583	19,865	5,589,937
Total Population (2010)	589	20,533	5,772,372
Total Population (2015)	599	21,339	5,988,455
Total Population (2020)	609	22,151	6,202,825
Total Population (2025)	616	22,860	6,390,939
Total Population (2030)	619	23,438	6,541,222
Percent Growth (2000-2030)	5.8%	22.7%	22.0%

Source: US Census, Projection WIDOA 2008

Figure 5.1: Population Trends



5.2 HOUSING

This element provides a baseline assessment of the Village of Merrillan current housing stock and includes the information required under S66.1001. Information includes: past and projected number of households, age and structural characteristics, occupancy and tenure characteristics, and value and affordability characteristics. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future development and maintenance of housing in the Village of Merrillan.

5.2.1 Households & Housing Units: Past, Present, and Future

In year 2000, there were 253 households in the Village of Merrillan, an increase of 27.1% since 1970. During the same period, total households increased by 48.7% and 56.9%, respectively, for all of Jackson County and the State. The larger increase in households (27.1%) vs. the slight population decrease (-4.4%), from year 1970 to 2000, can be attributed to the *decrease* in the average household size. Since 1970, the number of persons per household has been decreasing in Wisconsin. In Merrillan, the number of persons per household has decreased from 3.1 to 2.3, a trend that can be attributed to smaller family sizes and increases in life expectancy.

Table 5.4: Jackson County Household History and Projections

Municipality	Jackson County Household History and Projections										% Growth (2000-2030)
	1970	1980	1990	2000	2005	2010	2015	2020	2025	2030	
State of Wisconsin	1,328,804	1,652,261	1,822,118	2,084,556	2,208,571	2,322,062	2,442,354	2,557,504	2,654,905	2,738,477	31.4%
Jackson County	4,753	6,073	6,253	7,070	7,544	7,884	8,318	8,738	9,107	9,443	33.6%
T. Adams	293	450	424	485	547	582	624	664	701	735	51.5%
T. Albion	250	331	333	413	441	469	503	537	567	596	44.3%
T. Alma	197	249	271	344	375	406	441	476	507	538	56.4%
T. Bear Bluff	31	42	50	49	44	44	43	43	42	41	-16.3%
T. Brockway	323	414	457	613	677	722	777	830	879	925	50.9%
T. City Point	56	76	76	83	81	81	80	81	80	79	-4.8%
T. Cleveland	120	147	164	169	186	196	208	221	231	241	42.6%
T. Curran	109	128	118	127	138	145	152	159	166	173	36.2%
T. Franklin	112	133	153	129	140	141	141	141	140	138	7.0%
T. Garden Valley	122	136	124	147	151	155	160	164	167	171	16.3%
T. Garfield	109	143	147	180	220	241	267	291	315	337	87.2%
T. Hixton	155	214	222	214	229	234	240	247	251	256	19.6%
T. Irving	143	193	189	216	245	262	283	303	323	341	57.9%
T. Knapp	55	79	96	113	125	135	146	158	169	179	58.4%
T. Komensky	47	101	68	108	115	124	136	147	157	168	55.6%
T. Manchester	136	189	208	265	292	314	341	368	392	417	57.4%
T. Melrose	107	130	127	153	163	174	186	197	209	219	43.1%
T. Millston	55	80	73	69	72	71	70	70	69	68	-1.4%
T. North Bend	140	140	149	145	153	156	160	163	165	168	15.9%
T. Northfield	189	230	208	224	235	235	238	241	242	241	7.6%
T. Springfield	133	150	164	187	208	226	246	267	286	305	63.1%
V. Alma Center	156	171	170	191	200	208	217	227	235	241	26.2%
V. Hixton	108	160	161	203	211	227	245	263	279	296	45.8%
V. Melrose	187	232	238	218	218	217	219	221	221	219	0.5%
V. Merrillan	199	223	220	253	258	264	273	281	289	294	16.2%
V. Taylor	116	165	171	209	211	220	231	244	253	263	25.8%
C. Black River Falls	1,105	1,367	1,472	1,563	1,609	1,635	1,691	1,734	1,772	1,794	14.8%

Source: US Census, Projection W/DQA, 2008

Table 5.5: Households & Housing Units

Housing	Village of Merrillan	Jackson County	Wisconsin
Total Households (1970)	199	4,753	1,328,804
Total Households (1980)	223	6,073	1,652,261
Total Households (1990)	220	6,253	1,822,118
Total Households (2000)	253	7,070	2,084,544
People per Household (1970)	3.08	3.22	3.32
People per Household (1980)	2.63	2.77	2.85
People per Household (1990)	2.51	2.65	2.68
People per Household (2000)	2.31	2.49	2.57
Housing Units (1970)	230	5,649	1,482,322
Housing Units (1980)	267	6,975	1,863,857
Housing Units (1990)	265	7,627	2,055,774
Housing Units (2000)	289	8,029	2,321,144

Source: US Census, *WIDOA Estimate

*Total Households include any unit that is occupied.**Housing units are all those available, including occupied and vacant units or seasonal units.

Household projections allow a community to begin to anticipate future land use needs. WIDOA and MSA household figures are derived from their population projections; therefore, they have the same limitations.

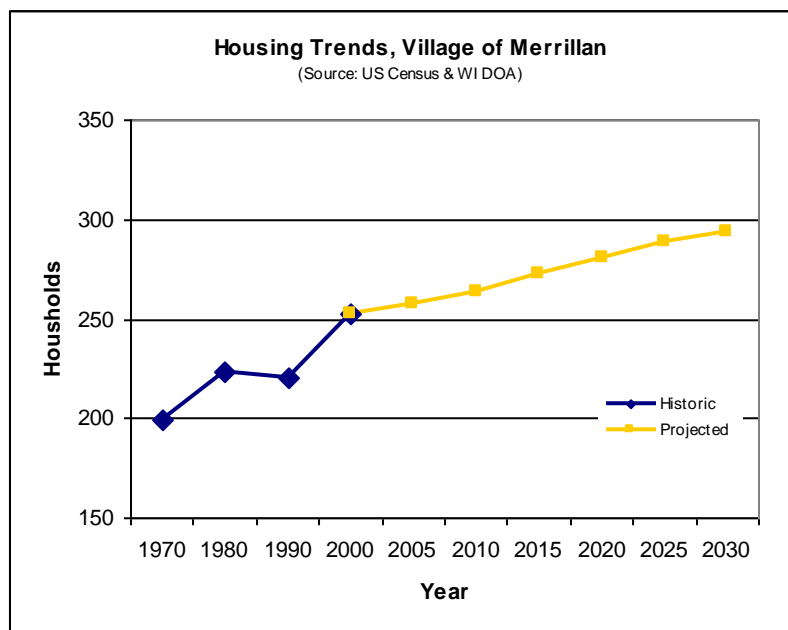
Household projections were derived using a report from the Wisconsin Department of Administration (2008). The WIDOA projected the Village of Merrillan total households will increase to 294 by year 2030, comprising 3.1% of the Jackson County total. The WIDOA projected that there will be 9,443 households in Jackson County by year 2030.

Table 5.6: Projected Households

Household Projections	Village of Merrillan	Jackson County	Wisconsin
Total Households (2005)	258	7,544	2,208,571
Total Households (2010)	264	7,884	2,322,062
Total Households (2015)	273	8,318	2,442,354
Total Households (2020)	281	8,738	2,557,504
Total Households (2025)	289	9,107	2,654,905
Total Households (2030)	294	9,443	2,738,477
Percent Growth (2000-2030)	16.2%	33.6%	31.4%

Source: US Census, Projection WIDOA 2008

Figure 5.2: Housing Trends



5.2.2 Age & Structural Characteristics

The age of a home is a simplistic measure for the likelihood of problems or repair needs. Older homes, even when well cared for, are generally less energy efficient than more recently-built homes and are more likely to have components now known to be unsafe, such as lead pipes, lead paint, and asbestos products. Of the Village of Merrillan's 301 housing units, 66.4% were built before 1970 and 36.5% were built before 1940. In comparison 52.9% of the houses in Jackson County were built before 1970, and 30.9% were built before 1940.

Table 5.7: Housing Age Characteristics

Year Structure Built	Number	Percent
1939 or Earlier	110	36.5%
1940 to 1959	61	20.3%
1960 to 1969	29	9.6%
1970 to 1979	38	12.6%
1980 to 1989	16	5.3%
1990 to 1994	30	10.0%
1995 to 1998	15	5.0%
1999 to March 2000	2	0.7%
Total	301	100.0%

Source: US Census, Village of Merrillan

Beginning in 2005, Wisconsin State Statutes require all municipalities to adopt and enforce the requirements of the Uniform Dwelling Code (UDC) for one and two family dwellings. This requirement will ensure that new residential buildings are built to safe standards, which will lead to an improvement in the housing stock of communities. The UDC is administered by the Wisconsin Department of Commerce.

Figure 5.3: Housing Unit Types

As of the 2000 US Census, 68% of the Village of Merrillan's housing units were single-family homes, 7% of the housing units were within buildings with 2-4 units, and 14% of the units were in multifamily residential buildings with at least five units. Another 11% were mobile homes.

5.2.3 Occupancy & Tenure Characteristics

According to the 2000 Census, the Village of Merrillan had 253 occupied housing units. Of these, 73% were owner occupied at the time of the Census. This represents a decrease in the percentage of occupied housing units which were owner-occupied. In 2000, there were 36 vacant housing units (12.5% of total housing units). Of these, 15 were for seasonal, recreational, or occasional use. Economists and urban planners consider a vacancy rate of 5% to be the ideal balance between the interests of a seller and buyer, or landlord and tenant.

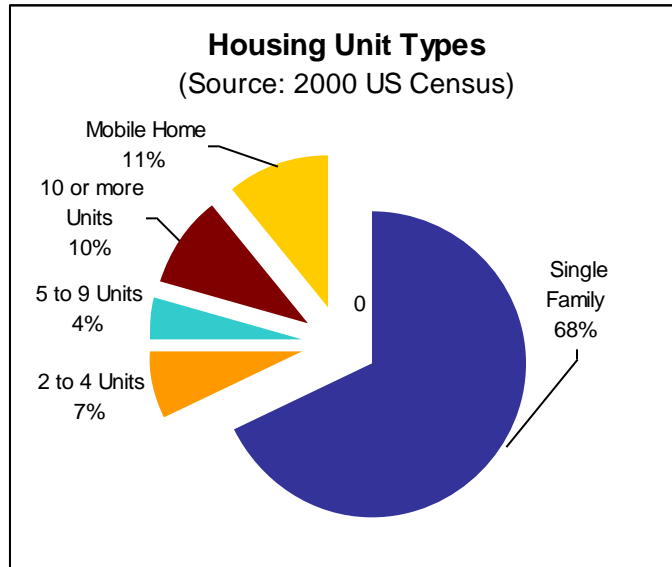


Table 5.8: Housing Occupancy Characteristics

Occupancy	1990 Number	1990 Percent	2000 Number	2000 Percent
Owner Occupied Housing Units	167	63.0%	185	64.0%
Renter Occupied Housing Units	53	20.0%	68	23.5%
Vacant Housing Units	45	17.0%	36	12.5%
Homeowner Vacancy Rate	-	2.3%	-	1.6%
Rental Vacancy Rate	-	13.1%	-	8.1%

Source: US Census, Village of Merrillan

Of the owner-occupied housing units in year 2000, 45.4% had been living in by the same householder for five or fewer years (1995-2000) and 63.2% for 10 or fewer years (1990-2000). Of the population five years of age and older, 52.3% lived in a different house in 1995; 25.9% were living outside of Jackson County. This shows that households moving to the Village from 1995 to 2000 arrived in roughly equal proportions from inside and outside of the County.

Table 5.9: Housing Tenure & Residency

Year Head of Household Moved into Unit	Percent of Housing Units	Residence in 1995	Percent of Population 5 years and older
1969 or earlier	10.6%	Same House in 1995	52.3%
1970 to 1979	15.9%	Different House in US in 1995	47.7%
1980 to 1989	10.2%	Same County	21.9%
1990 to 1994	17.8%	Different County	25.9%
1995 to 2000	45.4%	Same State	16.7%
		Different State	9.2%

Source: US Census, Village of Merrillan

5.2.4 Value & Affordability Characteristics

In year 2000, the median value for a home in the Village of Merrilan was \$59,500, compared to \$76,800 for Jackson County and \$112,200 for Wisconsin. The median value increased 105.8% from 1990, the County and State increased 95% and 81% respectively. Nearly the entire Village's housing stock is valued under \$199,999 (1.5% is within the \$300,000-\$499,999 range). The median monthly rent in the Village was \$281, compared to \$397 for Jackson County and \$540 for Wisconsin. The Village Plan Commission states that median rent is closer to \$450-500 in 2009.

Table 5.10: Home Value and Rental Statistics

Value of Owner-Occupied Units	1990 Percent	2000 Percent	Gross Rent for Occupied Units	1990 Percent	2000 Percent
Less than \$50,000	83.3%	35.8%	Less than \$200	12.8%	29.9%
\$50,000 to \$99,999	16.7%	51.5%	\$200 to \$299	34.0%	16.9%
\$100,000 to \$149,999	0.0%	6.7%	\$300 to \$499	34.0%	40.3%
\$150,000 to \$199,999	0.0%	4.5%	\$500 to \$749	0.0%	2.6%
\$200,000 to \$299,999	0.0%	0.0%	\$750 to \$999	10.6%	0.0%
\$300,000 to \$499,999	0.0%	1.5%	\$1,000 to \$1,499	0.0%	0.0%
\$500,000 to \$999,999	0.0%	0.0%	\$1,500 or more	0.0%	0.0%
\$1,000,000 or more	0.0%	0.0%	No cash rent	19.1%	10.4%
Median Value	\$28,900	\$59,500	Median Rent	\$219	\$281

Source: US Census, Village of Merrilan

In the Village of Merrilan, affordable housing opportunities are often provided through the sale of older housing units located throughout the Village. According to the U.S. Department of Housing and Urban Development (HUD), housing is generally considered affordable when the owner or renter's monthly costs do not exceed 30% of their total gross monthly income. Among households that own their homes, 17.9% exceeded the "affordable" threshold in year 2000. In year 2000, the median percentage of household income spent on owner occupied units with a mortgage was 17.3%, and 17.7% for renter occupied units. These figures are below the 30% threshold established by HUD, indicating that housing is affordable for the majority of Village residents, regardless of whether they own or rent their homes.

Table 5.11: Home Costs Compared to Income

Selected Monthly Owner Costs as a Percentage of Household Income	Percent	Gross Rent as a Percentage of Household Income	Percent
Less than 15%	51.5%	Less than 15%	24.7%
15% to 19.9%	16.4%	15% to 19.9%	28.6%
20% to 24.9%	10.4%	20% to 24.9%	7.8%
25% to 29.9%	3.7%	25% to 29.9%	5.2%
30% to 34.9%	1.5%	30% to 34.9%	5.2%
35% or more	16.4%	35% or more	9.1%
Not computed	0.0%	Not computed	19.5%
Median (1990) with mortgage	26.3%	Median (1990)	26.7%
Median (2000) with mortgage	17.3%	Median (2000)	17.7%

Source: US Census, Village of Merrilan

5.3 TRANSPORTATION

This element provides a baseline assessment of the Village of Merrillan transportation facilities and includes the information required under SS66.1001. Information includes: commuting patterns, traffic counts, transit service, transportation facilities for the disabled, pedestrian and bicycle transportation, rail road service, aviation service, trucking, water transportation, maintenance and improvements, and state and regional transportation plans. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future development and maintenance of transportation facilities in the Village of Merrillan.

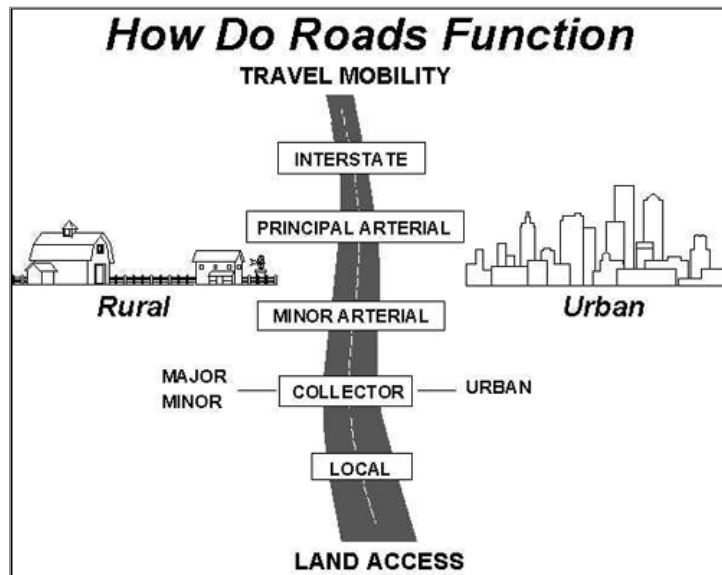
5.3.1 Existing Transportation Facilities

Highways and the Local Street Network

All federal, state, county, and local roads are classified into categories under the “Roadway Functional Classification System.” Functional classification is the process by which the nation's network of streets and highways are ranked according to the type of service they provide. It determines how travel is “channelized” within the roadway network by defining the part that any road or street should play in serving the flow of trips through a roadway network. In general, roadways with a higher functional classification should be designed with limited access and higher speed traffic. (Refer to the Village of Merrillan Transportation Facilities Map)

Figure 5.4: Functional Classifications

- **Arterials** –accommodate interstate and interregional trips with severe limitation on land access. Arterials are designed for high-speed traffic.
- **Collectors** – serve the dual function of providing for both traffic mobility and limited land access. The primary function is to collect traffic from local streets and convey it to arterial roadways. Collectors are designed for moderate speed traffic.
- **Local Roads** – provide direct access to residential, commercial, and industrial development. Local roads are designed for low speed traffic.



Commuting Patterns

Table 5.12 shows commuting choices for resident workers over age 16. Approximately 90.4% of local workers use automobiles to commute to work, and about 17.6% percent report carpooling. 5.4% of residents worked at home and did not commute to work (County average is 7.3%). The average commute time for Village residents is 26.1 minutes, which is slightly lower than the overall average for the State of Wisconsin, 21 min.

Table 5.12: Commuting Methods

Commuting Methods, Residents 16 Years or Older	Number	Percent
Car, Truck, Van (alone)	190	72.8%
Car, Truck, Van (carpooled)	46	17.6%
Public Transportation (including taxi)	0	0.0%
Walked	4	1.5%
Other Means	7	2.7%
Worked at Home	14	5.4%
Mean Travel Time to Work (minutes)	26.1	X
Total (Workers 16 Years or Over)	261	100.0%

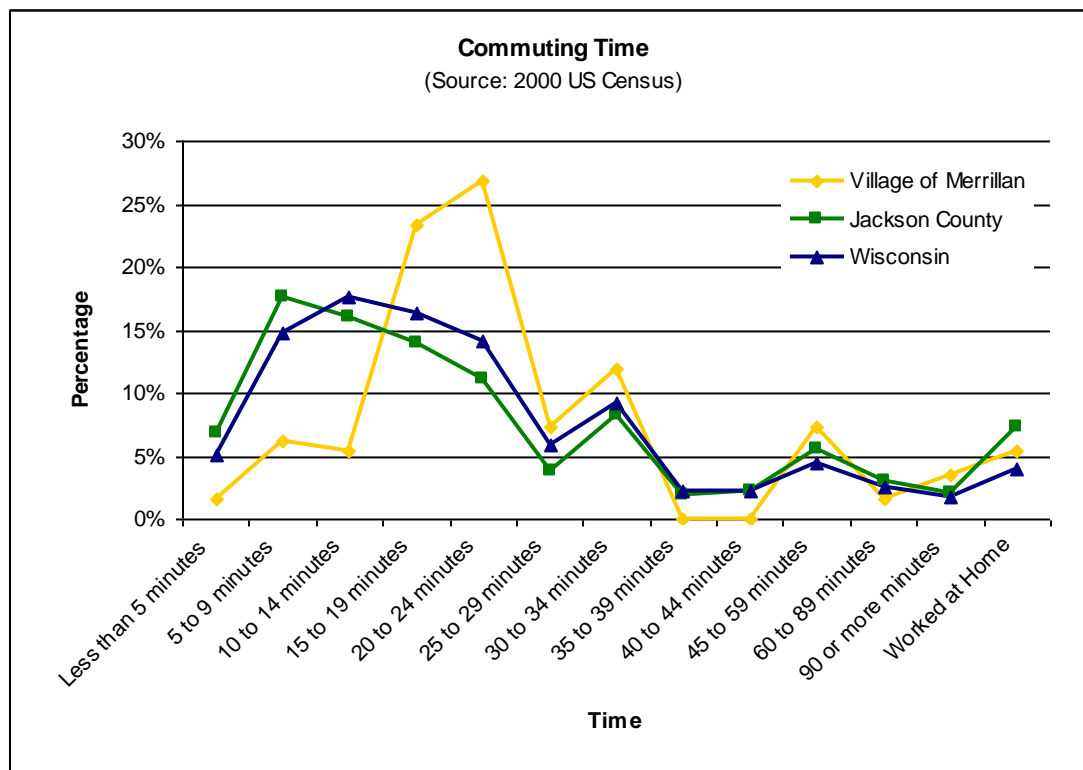
Source: US Census, Village of Merrillan

Table 5.13: Residents Place of Work

Place of Work, Residents 16 Years or Older	Village of Merrillan	Jackson County
In County	215	6,532
Outside of County, but in WI	44	2,131
Outside of State	2	87
Total	261	8,750

Source: US Census

Figure 5.5: Commuting Time



Traffic Counts

Annual Average Daily Traffic (AADT) counts are defined as the total volume of vehicle traffic in both directions of a highway or road for an average day. The AADT counts can offer indications of traffic circulation problems and trends and also provide justification for road construction and maintenance. WisDOT provides highway traffic volumes from selected roads and streets for all communities in the State once every three years. WisDOT calculates AADT by multiplying raw hourly traffic counts by seasonal, day-of-week, and axle adjustment factors. The Village of Merrillan Transportation Facilities map displays ADT along STH and CTH in the Village of Merrillan for 1997 and 2003.

It is estimated that a single-family home generates 9.5 trips per day. A trip is defined as a one-way journey from a production end (origin) to an attraction end (destination). On a local road, one new home may not make much difference, but 10 new homes on a road can have quite an impact on safety and mobility.

Table 5.14: Trip Generation Estimates

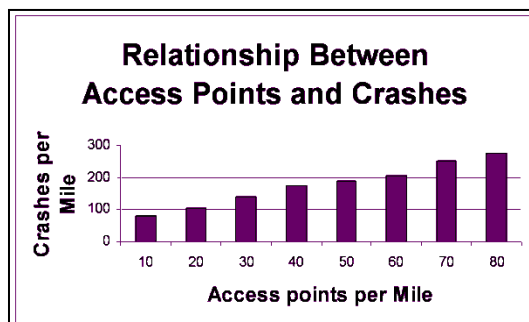
Land Use	Base Unit	Rates		
		AM Peak	ADT	ADT Range
Residential				
Single Family Home	per dwelling unit	0.75	9.55	4.31-21.85
Apartment Building	per dwelling unit	0.41	6.63	2.00-11.81
Condo/Town Home	per dwelling unit	0.44	10.71	1.83-11.79
Retirement Community	per dwelling unit	0.29	5.86	
Mobile Home Park	per dwelling unit	0.43	4.81	2.29-10.42
Recreational Home	per dwelling unit	0.3	3.16	3.00-3.24
Retail				
Shopping Center	per 1,000 GFA	1.03	42.92	12.5-270.8
Discount Club	per 1,000 GFA	65	41.8	25.4-78.02
Restaurant				
(High-turnover)	per 1,000 GFA	9.27	130.34	73.5-246.0
Convenience Mart w/ Gas Pumps	per 1,000 GFA		845.6	578.52-1084.72
Convenience Market (24-hour)	per 1,000 GFA	65.3	737.99	330.0-1438.0
Specialty Retail	per 1,000 GFA	6.41	40.67	21.3-50.9
Office				
Business Park	per employee	0.45	4.04	3.25-8.19
General Office Bldg	per employee	0.48	3.32	1.59-7.28
R & D Center	per employee	0.43	2.77	.96-10.63
Medical-Dental	per 1,000 GFA	3.6	36.13	23.16-50.51
Industrial				
Industrial Park	per employee	0.43	3.34	1.24-8.8
Manufacturing	per employee	0.39	2.1	.60-6.66
Warehousing	1,000 GFA	0.55	3.89	1.47-15.71
Other				
Service Station	per pump	12.8	168.56	73.0-306.0
City Park	per acre	1.59	NA	NA
County Park	per acre	0.52	2.28	17-53.4
State Park	per acre	0.02	0.61	.10-2.94
Movie Theatre	per movie screen	89.48	529.47	143.5-171.5
w/Matinee	Saturday	(PM Peak)		
Day Care Center	per 1,000 GFA	13.5	79.26	57.17-126.07

Source: Institute of Transportation Engineers (ITE). Trip Generation.

Access Management and Safety

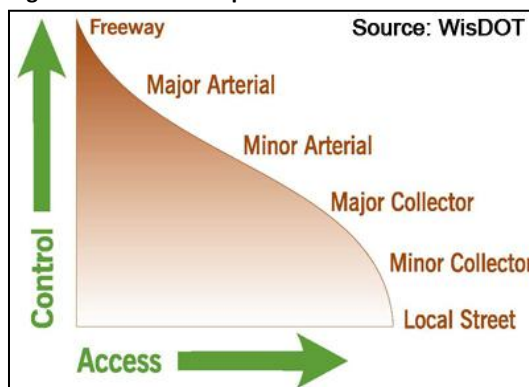
Studies show a strong correlation between: 1) an increase in crashes, 2) an increase in the number of access points per mile, and 3) the volume of traffic at each access point. Simply put, when there are more access points, carrying capacity is reduced and safety is compromised.

Figure 5.6: Relationship between Access Points and Crashes



The authority of granting access rights to roadways is ordinarily assigned based upon the functional classification of the roads. Arterials should fall under state jurisdiction, collectors under county jurisdiction, and local roads should be a local responsibility. Through implementation of its adopted *Access Management System Plan*, the WisDOT plans for and controls the number and location of driveways and streets intersecting state highways. In general, arterials should have the fewest access points since they are intended to move traffic through an area. Collectors and local roads should be permitted to have more access points since they function more to provide access to adjacent land.

Figure 5.7: Relationship between Access and Functional Classification



The WisDOT *State Access Management Plan* divides the state highway system into one of five “Tiers,” each with its own level of access control. Within Jackson County, Tier 1 roadways include I-94. Tier 2A roadways include small portions of USH 10 and STH 54. Tier 2B roadways include USH 10 and STH 95. Tier 3 roadways include USH 12, and STH 27.

Figure 5.8: WisDOT Guidelines for Access along State Highways

Goal for access and traffic movement	Type of new access allowed
Tier 1 maximizes Interstate/Statewide traffic movement	<ul style="list-style-type: none"> • Interchanges • Locked/gated driveways for emergency vehicles • On an interim basis – isolated field entrances
Tier 2A maximizes Interregional traffic movement	<ul style="list-style-type: none"> • At-grade public road intersections, with some interchanges possible at higher volume routes • Locked/gated driveways for emergency vehicles • On an interim basis – isolated field entrances
Tier 2B maximizes Interregional traffic movement	<ul style="list-style-type: none"> • At-grade public road intersections • Lower volume residential, commercial, and field
Tier 3 maximizes Regional/Intra-urban traffic movement	<ul style="list-style-type: none"> • At-grade public road intersections • Higher volume residential, commercial, and field
Tier 4 balances traffic movement and property access	<ul style="list-style-type: none"> • All types, provided they meet safety standards

The Jackson County Zoning Ordinance Section 17.52 also defines highway access requirements. In addition, each local municipality in Jackson County may maintain other access regulations for local roads.

5.3.2 Additional Modes of Transportation

Transit Service

Jackson County is one of seven counties (La Crosse, Buffalo, Trempealeau, Monroe, Jackson, Vernon, and Crawford Counties) in the La Crosse transportation service area. In order to obtain funding under the Federal *Safe, Accountable, Flexible, Efficient, Transportation Equity Act: A Legacy for Users* (SAFETEA-LU), these counties formed a collaborative workgroup: the Regional Transportation Coordinating Committee (RTCC). In 2008, the RTCC facilitated a public planning process to prepare a “Locally Developed Coordinated Public Transit-Human Services Transportation Plan.” The plan assesses available services, identifies service gaps, and details action steps and strategies to remedy the needs and gaps. While in general, transportation providers do an adequate job of meeting the needs of the region, the primary challenge facing the La Crosse transportation service area is how to provide transportation services to a rural region in a manner that is efficient and cost-effective. The RTCC states that the only way to remedy the service gaps and service needs is to approach it from a regional perspective. For more information on the strategies and actions, visit the Mississippi River RPC website.

Currently no formal, fixed-route transit services exist within the Village of Merrilan, or elsewhere in Jackson County. There are private taxi, limo, and bus companies, and the Village is served by the Jackson County Mini-bus (see the Transportation Facilities for the Elderly or Disabled section below).

Greyhound Lines makes stops in Black River Falls (approximately 15 miles from Merrilan), Tomah (approximately 45 miles from Merrilan), and Eau Claire (approximately 45 miles from Merrilan), should residents wish to make a longer journey by bus.

Transportation Facilities for the Elderly or Disabled

Jackson County Department of Health and Human Services provides transportation for elderly and disabled citizens of Jackson County through their “Mini-bus” service. Transportation services are available which allow County residents to get to medical appointments, banks, grocery shopping, visiting relatives in nursing homes or hospitals, etc.

Pedestrian and Bicycle Transportation

Walkers and bikers currently use the Village's existing trails, roadways, and sidewalks, throughout the Village. On quiet country roads – including town roads and many county trunk highways – little improvement is necessary to create excellent bicycling routes. Very-low-volume rural roads (those with ADT's below 700) seldom require special provisions like paved shoulders for bicyclists. A motorist needing to move left to pass a bicyclist is unlikely to face oncoming traffic and may simply shift over and bicyclists can ride far enough from the pavement edge to avoid hazards. State trunk highways, and some county trunk highways, tend to have more traffic and a higher percentage of trucks. As a result, the addition of paved shoulders may be appropriate in these areas. Paved shoulders should be seriously considered where low-volume town roads are being overtaken by new suburban development.

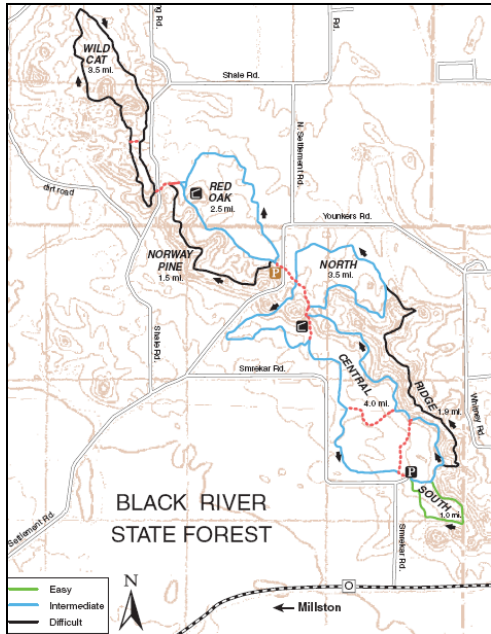
Figure 5.9: Bicycling Conditions



The WisDOT maintains a map of bicycling conditions for Jackson County. Figure 5.9 displays the portion of the map for the Plan Area. Green routes indicate roadways considered to be in the best condition for biking and the dashed green routes resemble a bikable trail.

The Wisconsin Bicycle Facility Design Handbook, available online, provides information to assist local jurisdictions in implementing bicycle-related improvements. It provides information that can help to determine if paved shoulders are necessary. In addition, the WisDOT has developed the Bicycle Transportation Plan 2020 and the Pedestrian Plan 2020. These plans are intended to help both communities and individuals in developing bicycle and pedestrian friendly facilities.

Figure 5.10: Black River State Forest Bicycle Trails



The Black River State Forest is home to 34 miles of designated mountain bike trails winding through scenic pine and oak forests. Trailheads are located at the Castle Rock and Pigeon Creek campgrounds, and at the Smrekar and Wildcat cross-country ski trail parking lots; a daily pass costs \$4. The Wazee Recreation Area provides a nine-mile trail that follows the county's abandoned iron mine sites and provides amazing views of eastern Jackson County. In addition to designated mountain bike trails, the Black River State Forest and Jackson County Forest have a combined total of several hundred miles of old logging roads that are open to mountain bike travel.

Rail Road Service

Wisconsin's rail facilities are comprised of four major (Class 1) railroads, three regional railroads, and four local railroads. Freight railroads provide key transportation services to manufacturers and other industrial firms. Over the last ten years, the amount of Wisconsin track-miles owned by railroads has declined, due in large part to the consolidation of railroad operators and the subsequent elimination of duplicate routes. A recent commodity forecast predicts growth in state freight rail tonnage of 51% by the year 2020. The Canadian National and Union Pacific Railways intersect in the Village of Merrillan.

Figure 5.11: Proposed Midwest Regional Rail System



*Indiana DOT is evaluating additional passenger rail service to South Bend and to Louisville.
 **In Missouri, current restrictions limit train speeds to 79 mph.

Amtrak operates two passenger trains in Wisconsin: the long-distance Empire Builder operating from Chicago to Seattle and Portland, with six Wisconsin stops (include Tomah); and the Hiawatha Service that carries about 470,000 people each year on seven daily round-trips in the Chicago-Milwaukee corridor. The WisDOT has been studying ways in which passenger rail could be expanded. WisDOT, along with Amtrak and eight other state DOTs, is currently evaluating the Midwest Regional Rail System (MWRRS), a proposed 3,000-mile Chicago based passenger rail network. The MWRRS would

provide frequent train trips between Chicago, Milwaukee, Madison, La Crosse, Eau Claire, St. Paul,

Milwaukee, and Green Bay. Modern trains operating at peak speeds of up to 110-mph could produce travel times competitive with driving or flying. (Source: WisDOT Rail Issues and Opportunities Report)

Aviation Service

As of January 2000, the State Airport System is comprised of 95 publicly owned, public use airports and five privately owned, public use airports. In its *State Airport System Plan 2020*, the WisDOT does not forecast any additional airports will be constructed by year 2020. The Federal Aviation Administration (FAA) classifies airports into four categories: 1) Air Carrier/Cargo, 2) Transport/Corporate, 3) General Utility, 4) Basic Utility.

There is a General Utility airport in Black River Falls. The WisDOT does not anticipate it will change in classification from General Utility by year 2020. The WisDOT *5-Year Airport Improvement Program* lists three projects for the airport: developing the hangar area; seal-coating the pavement; and constructing the hangar.

All property within three miles of the airport is subject to the Jackson County airport overlay zoning regulations. The purpose of the ordinance is to regulate the height of structures and trees, and the use of property within the designated vicinity of the Black River Falls Airport in order to protect the approaches, airspace, and physical areas of the airport and to ensure the compatibility of surrounding land uses and development to the greatest extent possible. The ordinance establishes a set of overlay zones that limit both the use of property and the height of structures. (Refer to the Jackson County Zoning Code Chapter 21)

Trucking

Freight is trucked through the Village of Merrilan using STH 95 and USH 12/STH 27.

Water Transportation

The Village of Merrilan does not have its own access to water transportation but is less than 70 miles from Mississippi River access, via LaCrosse. Port access can be found farther down the river in Prairie du Chien.

5.3.3 Maintenance & Improvements

The responsibility for maintaining and improving roads should ordinarily be assigned based upon the functional classification of the roads. Arterials should fall under state jurisdiction, collectors under county jurisdiction, and local roads should be a local responsibility.

The WisDOT has developed the *State Highway Plan 2020*, a 21-year strategic plan which considers the highways system's current condition, analyzes future uses, assesses financial constraints and outlines strategies to address Wisconsin's preservation, traffic movement, and safety needs. The plan is updated every six years (*Six Year Improvement Plan*) to reflect changing transportation technologies, travel demand, and economic conditions in Wisconsin.

The WisDOT *Six Year Improvement Plan* for Jackson County lists one project located in the Village of Merrilan. Between 2010-2013 the USH 12 bridge over Halls Creek will be replaced.

Table 5.15: WisDOT Six Year Improvement Plan project listings for Jackson County

Hwy	Project Title	Mile s	Year	Description
10	Osseo - Fairchild Rd.	0	2008	Replace the existing Coon Creek Bridge
12	Black River Falls, North Water St.	0.05	2010 - 2013	Reconstruct the intersection of CTH A and USH 12
12	Fairchild - Black River Falls Rd	21.55	2008	Preventative Maintenance on USH 12
12	Merrillan - Black River Falls Rd.	0.04	2010 - 2013	Replace USH 12 bridge over the Branch Halls creek with a twin cell box culvert
27	Black River Falls, Roosevelt Rd.	0.67	2010 - 2013	Replace deteriorating pavement with asphalt
27	Sparta - Black River Falls Rd.	8.43	2010 - 2013	Repair deteriorating pavement with asphalt
54	Galesville - Melrose Rd.	0.07	2010 - 2013	Remove box culvert at STH 54, replace with a concrete pipe and manhole system in North Bend
94	Black River Falls - Tomah	7.58	2009	Pulverize and relay the existing base and surface and repave
94	Black River Falls - Tomah Rd.	9.05	2008	Concrete repair
94	Osseo - Black River Falls Rd.	0	2008	Widen bridge and replace bridge deck
94	Osseo - Black River Falls Rd.	0	2009	Remove the existing paint from the STH 121 bridge over I-94, and repaint.
94	Osseo - Black River Falls Rd.	0.66	2009	Resurface east bound lanes on I-94 from the west county line to STH 95.
95	Hixton, South State St.	0	2010 - 2013	Bridge rehabilitation and minor approach construction.

Source: WIDOT Six Year Highway Improvement Plan, Jackson County

Pavement Surface Evaluation and Rating

Every two years, municipalities and counties are required to provide WisDOT with a pavement rating for the physical condition of each roadway under their jurisdiction. The rating system is intended to assist the Village in planning for roadway improvements and to better allocate its financial resources for these improvements. During the inventory, roadways in the Village are evaluated and rated in terms of their surface condition, drainage, and road crown. Paved roads are rated from 1 to 10 (10 being the best), and gravel roads are rated from 1 to 5 (5 being the best).

5.3.4 State & Regional Transportation Plans

Figure 5.12: Transportation Plans & Resources

A number of resources were consulted while completing this comprehensive plan. Most of these resources were WisDOT plans resulting from *Translinks 21*, Wisconsin's multi-modal plan for the 21st Century.

- WisDOT Rail Issues and Opportunities Report, 2004
- WisDOT 5-Year Airport Improvement Program, 2007-2011
- WisDOT Translinks 21
- WisDOT State Highway Plan 2020
- WisDOT 6-Year Highway Improvement Plan
- WisDOT State Transit Plan 2020
- WisDOT Access Management Plan 2020
- WisDOT State Airport System Plan 2020
- WisDOT State Rail Plan 2020
- WisDOT Bicycle Transportation Plan 2020
- WisDOT Pedestrian Plan 2020
- Connections 2030

In follow-up to *Translinks 21*, The WisDOT has recently released its new plan: *Connections 2030*. While still in a draft form, the plan lays out 7 themes, and 37 related policies, that will guide the State of Wisconsin as it meets the challenge to provide a high quality transportation network. The seven themes are organized not by mode of transportation, but instead as overarching goals:

- Preserve and maintain Wisconsin's transportation system
- Promote transportation safety
- Foster Wisconsin's economic growth
- Provide mobility and transportation choice
- Promote transportation efficiencies
- Preserve Wisconsin's quality of life
- Promote transportation security

Throughout the creation of *Connections 2030*, WisDOT has emphasized the need to improve the link between statewide policies, such as the 37 recommended policies laid out in the plan, and implementation activities occurring at the regional or corridor level. In order to achieve this goal, in *Connections 2030* WisDOT has adopted a corridor management approach: WisDOT identified the main corridors throughout the state, and then developed a plan for the corridor that includes contextual factors such as surrounding land uses, access, etc. Each corridor plan integrates all appropriate modes of transportation.

Figure 5.13: The Badger State Corridor



The Badger State Corridor is a 180 mile corridor linking the Twin Cities, MN with southern WI. The primary highway through the Badger State Corridor is I-94 and US 12. This corridor runs roughly through the center of Jackson County. There are several mid or long-term actions suggested for Jackson County, including mid-term goals to replace the bridges at WI 54 in Black River Falls and to support a new intercity/feeder bus line that runs from Eau Claire to the Tomah passenger rail station. This bus line would include a stop in Black River Falls. The plan also presents long-term goals to reconstruct the existing interchange at I-94 and CTH O, and to replace the Union Pacific Railroad bridge near the Monroe/Jackson Co. line.

5.4 AGRICULTURAL, NATURAL & CULTURAL RESOURCES

This element provides a baseline assessment of the Village of Merrillan agricultural, natural, and cultural resources and includes the information required under SS66.1001. Information includes: productive agricultural areas, a natural resource inventory, and a cultural resource inventory. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future development and maintenance of agricultural, natural, and cultural resources in the Village of Merrillan.

5.4.1 Agricultural Resource Inventory

The following section details some of the important agricultural resources in Jackson County. The information comes from a variety of resources including the U.S. Census, U.S. Census of Agriculture, and the Jackson County Land Conservation Department. Several other relevant plans exist and should be consulted for additional information:

- Jackson County Land and Water Resource Management Plan, 2008-2012
- Jackson County Farmland Preservation Plan, 1986
- Jackson County Animal Waste and Manure Management Ordinance – Chapter 22
- Jackson County Livestock and Animal Facility Licensing Ordinance - Chapter 23
- Soil Survey of Jackson County, 2001
- Jackson County Erosion Control Plan, 1987

Geography and Topography

Jackson County is in two physiographic regions—the Western Upland and the Central Plain. The Western Upland—land to the west of the Black River—makes up approximately 40% of the County. This region is composed of Paleozoic marine sandstones. Much of the sandstone has been worn down; however, a few high ridges near the Trempealeau County line remain at elevations more than 1,300 feet above sea level. The Central Plain—land from the eastern county boundary to a few miles west of the Black River—makes up approximately 60% of the County. This region is an eroded landscape of Upper Cambrian sandstone. It is mostly level and swampy with a few mounds that extend several hundred feet above the plain.

The highest point in Jackson County is 1,400 feet, at Saddle Mound. The lowest point is 610 feet, at the point where the Black River leaves the county. The land to the east of the Black River is predominantly forest and wetlands, and the land to the west is mainly private land—approximately 40% of which is farmland. (Source: Jackson County Land and water Resource Management Plan, 2008-2012)

Climate

Jackson County has long, frigid winters (temperatures range from -49 to +60 degrees Fahrenheit) and short, warm summers (temperatures range from +30 to +105 degrees Fahrenheit). The County has an average growing season of four and a half months. Rainfall is generally adequate and well distributed for crop production.

Soils

The Jackson County General Soils Map (Figure 5.14) identifies ten different soil associations. These associations include both loamy and sandy soils. A soils association is comprised of one or more major soils and at least one minor soil. Each association contains a distinctive pattern of the soils in defined proportions. The soil associations provide a general idea of the soils in the area, but are not detailed enough for site-specific needs.

The Jackson County Prime Soils Map (not shown) pinpoints areas of prime farmland. The “prime farmland” designation typically indicates Class I or II soils. These class designations refer to the quality of soils for growing crops and are based on Natural Resource Conservation Service (NRCS) classifications. Class I soils are the best soils in Jackson County for growing all crops. Class II soils are also very good agricultural soils; however, they may be prone to wetness and are therefore less desirable than Class I soils. It should be noted that not all prime farm soils are used for farming; some have been developed with residential or other uses. The “prime farmland” designation simply indicates that these soils are good for productive farming.

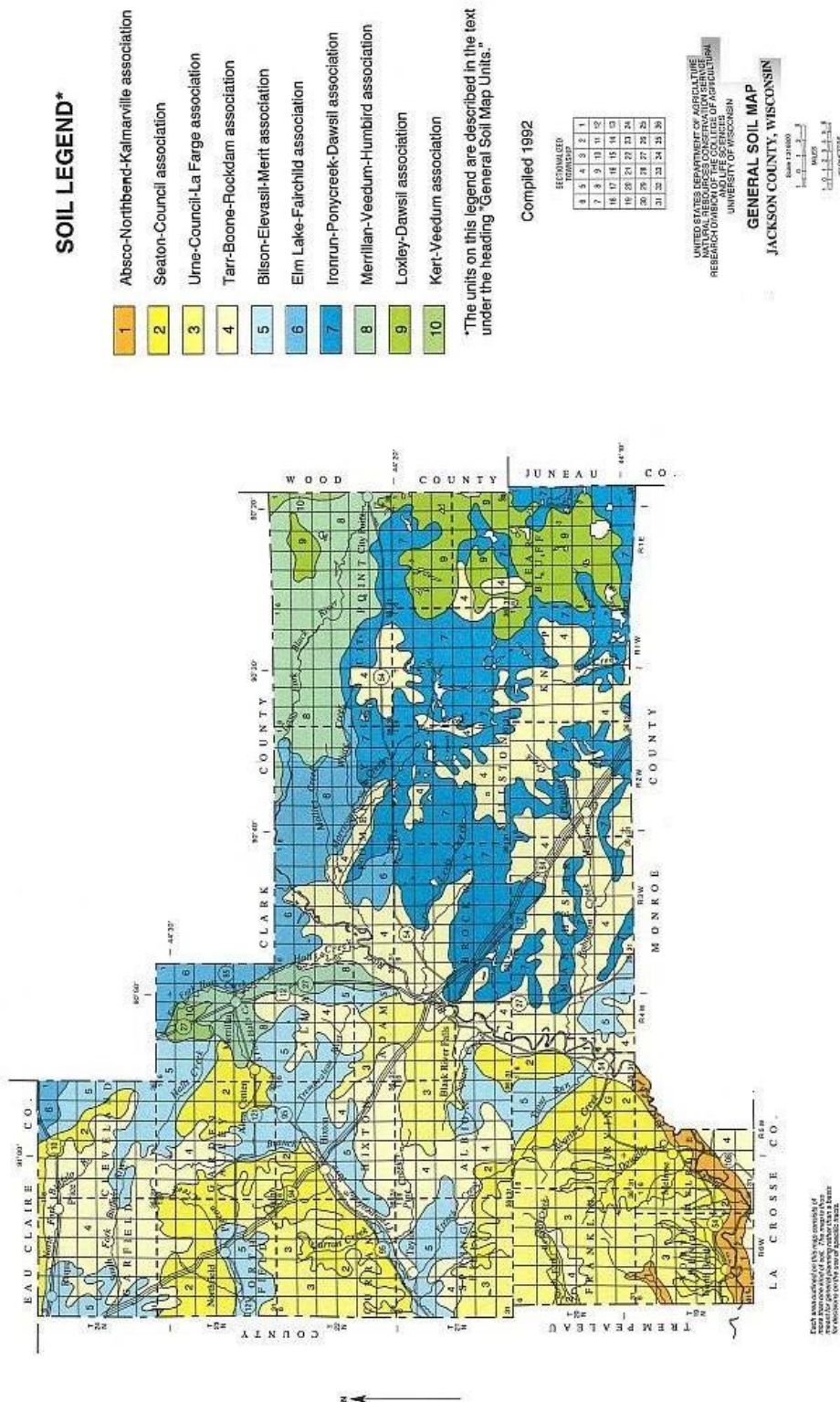
Table 5.16: Jackson County Soil Classes

Jackson County Soil Classes		
Class	Acres	Percent
I	2,000	0.3%
II	21,200	3%
III	122,000	20%
IV	211,200	34%
V	83,400	14%
VI	40,300	7%
VII	133,400	22%
TOTAL	613,500	100.3%*

Source: Jackson County Farmland Preservation Plan

*error due to rounding

Figure 5.14: General Soils of Jackson County (Source: USDA NRCS, 1992)



Farming Trends

Most farming data is not collected at the township or municipal level. However, assumptions can be made based on data collected at the County level. Table 5.17 and Figure 5.15 provide information on the number and size of farms in Jackson County from 1987 to 2002. Both the total number of farms and the amount of land in farms has increased in Jackson County from 1987 to 2002, though the acreage per farm has decreased. The Agricultural Census defines a farm as any place from which \$1,000 or more of agricultural products were produced, and sold, during a year. Today many “farms” or “farmettes” qualify under this definition but few are actually the traditional farms that people think of, 80 plus acres with cattle or dairy cows. These farmettes are typically less than 40 acres, serve niche markets, and produce modest agricultural goods or revenue. Figure 5.15 illustrates how the number of smaller farms - especially those with 10-49 acres - has risen since 1987. The Jackson County Land and Water Resource Management Plan attributes this to the increase in Amish and other smaller scale producers.

Table 5.17: Farms and Land in Farms 1987-2002

Farms and Land in Farms	Jackson County 1987	Jackson County 1992	Jackson County 1997	Jackson County 2002	Percent Change 1987-2002
Number of Farms	793	720	774	914	15.3%
Land in Farms (acres)	228,959	218,145	243,923	258,152	12.8%
Average Size of Farms (acres)	289	303	315	282	-2.4%
Market Value of Land and Buildings					
Average per Farm	\$209,659	\$244,068	\$335,588	\$435,336	107.6%
Average per Acre	\$736	\$840	\$1,068	\$1,603	117.8%

Source: US Census of Agriculture, Jackson County

The number of farms with 180 to 999 acres has decreased, while the number of very large farms (>1000 acres) has risen slightly. This is likely due to farm consolidation, which occurs when older traditional farms continually expand in order to stay afloat in the agricultural economy. There are four livestock operations with Wisconsin Pollution Discharge Elimination Systems (WPDES); and there are a few more farming operations that are at, or above, 900 Animal Units.¹¹ Overall, the County reports decreases in the total head of dairy cows, cattle, and hogs from 1980 to 2006. Regardless of size, all farms are important to the local agricultural economy.

¹¹ Jackson County Land and Water Management Plan, 2008-2012,

Figure 5.15: Farm Size 1987-2002, Jackson County

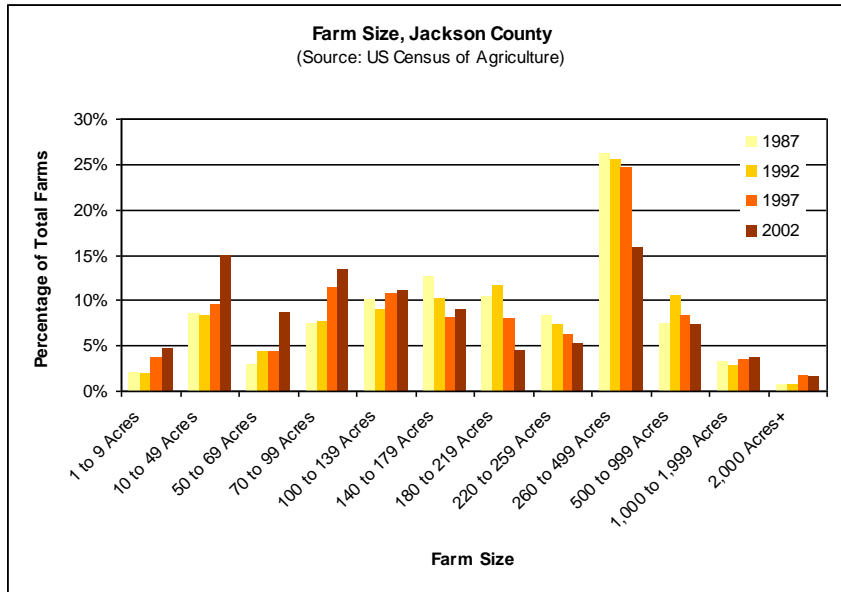


Table 5.18 displays the number of farms by NAICS (North American Industrial Classification System) for Jackson County and Wisconsin, as reported for the 2002 Census of Agriculture. The largest percentage of farms in Jackson County is in the “Sugarcane, hay, and all other” category. Jackson County has significantly fewer beef cattle ranching operations; and more fruit and tree nut farms than the State as a whole. Jackson County has more than 3,000 acres of planted cranberry beds, which no doubt contributes to the high number of farms in this NAICS category.

Table 5.18: Number of Farms by NAICS

Types of Farms by NAICS	Jackson County		Wisconsin	
	Number of Farms 2002	Percentage of Farms 2002	Number of Farms 2002	Percentage of Farms 2002
Oilseed and grain (1111)	113	12.6%	12,542	16.3%
Vegetable and melon (1112)	6	0.7%	1,317	1.7%
Fruit and tree nut (1113)	43	4.8%	1,027	1.3%
Greenhouse, nursery, and floriculture (1114)	43	4.8%	2,284	3.0%
Tobacco (11191)	0	0.0%	188	0.2%
Cotton (11192)	0	0.0%	0	0.0%
Sugarcane, hay, and all other (11193, 11194, 11199)	311	34.8%	20,943	27.2%
Beef cattle ranching (112111)	59	6.6%	9,852	12.8%
Cattle feedlots (112112)	23	2.6%	3,749	4.9%
Dairy cattle and milk production (11212)	189	21.1%	16,096	20.9%
Hog and pig (1122)	10	1.1%	759	1.0%
Poultry and egg production (1123)	13	1.5%	910	1.2%
Sheep and goat (1124)	16	1.8%	1,117	1.4%
Animal aquaculture and other animal (1125, 1129)	68	7.6%	6,347	8.2%
Total	894	100.0%	77,131	100.0%

Source: US Census of Agriculture

5.4.2 Natural Resource Inventory

The following section details some of the important natural resources in the Plan Area and Jackson County. The information comes from a variety of resources including the Wisconsin Department of Natural Resources and the Jackson County Land Conservation Department. Information on local and regional parks is explored in the Utilities and Community Facilities Element. Several other relevant plans exist and should be consulted for additional information:

- Jackson County Land and Water Resource Management Plan, 2008-2012
- Jackson County Soil Erosion Control Plan, 1987
- Soil Survey of Jackson County, 2001
- Lower Chippewa River Basin – Water Quality Management Plan, 2001
- Black/Buffalo/Trempealeau River Basin – Water Quality Management Plan, 2002
- Lower Wisconsin – Water Quality Management Plan, 2002
- Nonpoint Source Control Plan for the Beaver Creek Priority Watershed Project, 1987
- Nonpoint Source Control Plan for the Upper Trempealeau River Priority Watershed Project, 1994
- Jackson County Forest Comprehensive Land Use Plan, 1997
- Jackson County Outdoor Recreation Plan, 2007
- The Black River State Forest Master Plan, 2008

The *Jackson County Land and Water Resource Management Plan* identifies four primary areas of natural resource concern: preservation of agricultural land; nutrient and pesticide management; land use in rural areas; and stream corridor management. More specifically, public participation results during the preparation of the *Jackson County Land and Water Resource Management Plan* indicate that manure management/manure run-off and soil erosion were the two most pressing natural resource issues in the County.

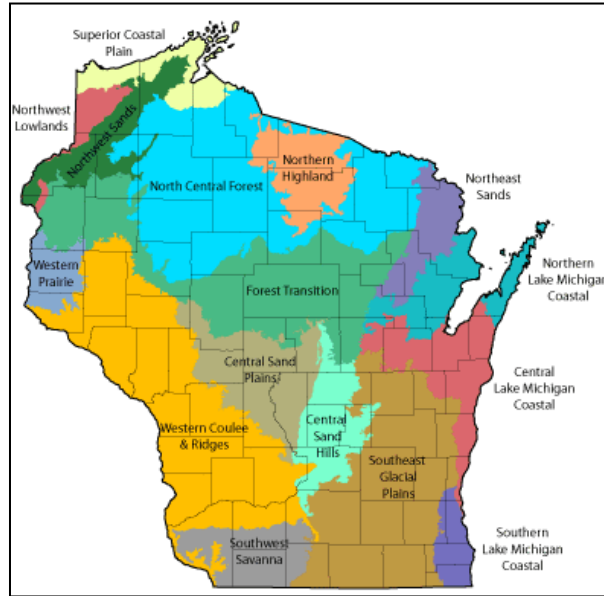
Jackson County is located within the West Central Region of the WDNR. The Regional Office is located in Eau Claire, and the nearest Service Center in Black River Falls.

In an effort to put potential future conservation needs into context, the Natural Resources Board directed the WDNR to identify places critical to meet Wisconsin's conservation and outdoor recreation needs over the next 50 years. In 2002, after a three-year period of public input, the WDNR completed the Legacy Report. The final report identifies 229 Legacy Places and 8 Statewide Needs and Resources.

Figure 5.16: WDNR Regions



Figure 5.17: WDNR Ecological Landscapes



The 229 Legacy Places range in size and their relative conservation and recreation strengths. They also vary in the amount of formal protection that has been initiated and how much potentially remains. The Legacy Places are organized in the report by 16 ecological landscapes, shown in Figure 5.17 (ecological landscapes are based on soil, topography, vegetation, and other attributes). The eastern portion of Jackson County is in the Central Sand Plains, and the western portion is in the Western Coulee and Ridges Ecological Landscape.

Figure 5.18: Legacy Places, Jackson County



The five Legacy Places identified in (or partly within) Jackson County are:

- Bear Bluff (BF)
- Black River (BR)
- Buffalo River (BU)
- Central Wisconsin Forests (CF)
- Robinson Creek Barrens (RN)

Refer to the report for specific information on each Legacy Place. (Source: WDNR Legacy Report)

Groundwater

Groundwater is the only source of drinking water in the Plan Area. It is a critical resource, not only because it is used by residents as their source of water, but also because rivers, streams, and other surface water depends on it for recharge. Groundwater contamination is most likely to occur where fractured bedrock is near ground surface, or where only a thin layer of soil separates the ground surface from the water table. According to the WDNR Susceptibility to Groundwater Contamination Map (not pictured), the Plan Area generally ranks medium for susceptibility to groundwater contamination. Susceptibility to groundwater contamination is determined based on five physical resource characteristics: Bedrock Depth, Bedrock Type, Soil Characteristics, Superficial Deposits, and Water Table Depth.

Groundwater can be contaminated through both point and non-point source pollution (NPS). The Environmental Protection Agency defines NPS as:

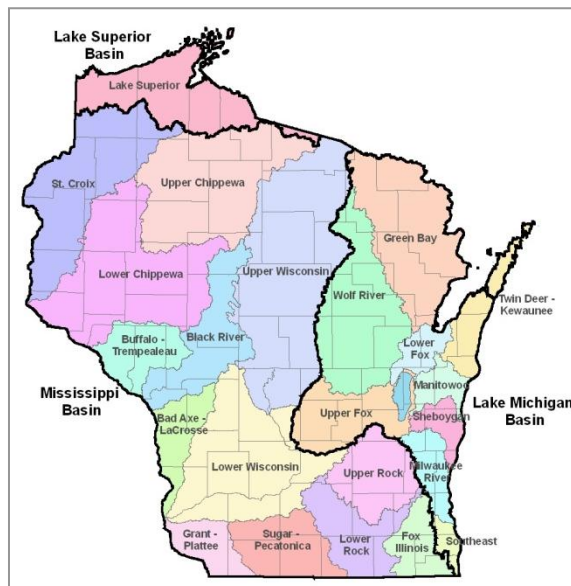
“Pollution which occurs when rainfall, snowmelt, or irrigation runs over land or through the ground, picks up pollutants, and deposits them into rivers, lakes, and coastal waters or introduces them into ground water.” And point source pollution as: “Sources of pollution that can be traced back to a single point, such as a municipal or industrial wastewater treatment plant discharge pipe.”

According to the EPA, NPS pollution remains the Nation's largest source of water quality problems and is the main reason why 40% of waterways are not clean enough to meet basic uses such as fishing or swimming. The most common NPS pollutants are sediment (erosion, construction) and nutrients (farming, lawn care). Areas that are most susceptible to contaminating groundwater by NPS pollution include:

- An area within 250ft of a private well or 1000ft of a municipal well
- An area within the Shoreland Zone (300ft from streams, 1000ft from rivers and lakes)
- An area within a delineated wetland or floodplain
- An area where the soil depth to groundwater or bedrock is less than 2 feet

Stream Corridors

Figure 5.19: WDNR River Basins and Water Management Units



Wisconsin is divided into three major River Basins each identified by the primary waterbody into which the basin drains (Figure 5.19). The entire western portion of the State is located within the Mississippi Basin. The three basins are further subdivided into 24 Water Management Units (Figure 5.19).

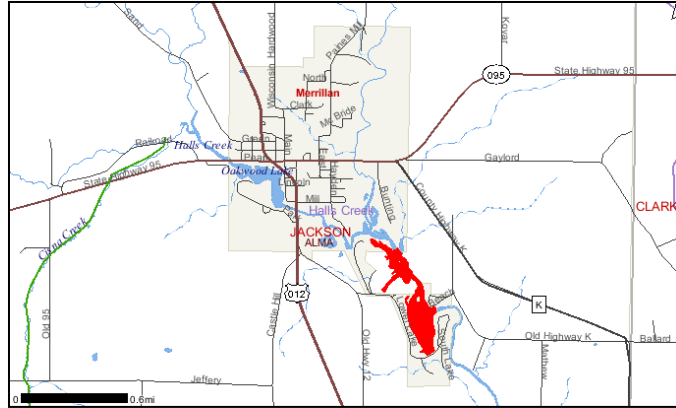
The majority of Jackson County is located within the Black River WMU; however, a portion in the northwest corner of the County is in the Buffalo-Trempealeau River WMU; a very small portion in the southeastern corner of the County is in the Lower Wisconsin WMU.

In 2002, the WDNR released the *Black Buffalo-Trempealeau State of the Basin Plan*. The goal of the report is to inform basin residents and decision-makers about the status of their resource base so that they can make informed, thoughtful decisions that will protect and improve the future state of the Black Buffalo-Trempealeau River basin.

The report indicates that the top five priority issues for the Basin are:

- Preserving the Basin's unique resources;
- Protecting the public's health and promoting safety;
- Improving recreational opportunities within the basin;
- Managing watersheds to reduce water quality impacts; and
- Discovering integrated management and partnership opportunities.

Figure 5.20: DNR River Basins and Watersheds



Each WMU is further subdivided into one or more of Wisconsin's 334 Watersheds. A watershed can be defined as an interconnected area of land draining from surrounding ridge tops to a common point such as a lake or stream confluence with a neighboring watershed. There are fourteen watersheds in Jackson County. The entire Plan Area is within the Halls Creek Watershed (Figure 5.20).

Surface Water

Surface water resources, consisting of lakes, rivers and streams together with associated floodplains, form an integral element of the natural resource base of the Plan Area. Surface water resources influence the physical development of an area, provide recreational opportunities, and enhance the aesthetic quality of the area. Lakes, rivers and streams constitute focal points of water related recreational activities; provide an attractive setting for properly planned residential development; and, when viewed in context of the total landscape, greatly enhance the aesthetic quality of the environment. Rivers and streams are susceptible to degradation through improper rural and urban land use development and management. Water quality can be degraded by excessive pollutant loads, including nutrient loads that result from malfunctioning and improperly located onsite sewage disposal systems; urban runoff; runoff from construction sites; and careless agricultural practices. The water quality of streams and ground water may also be adversely affected by the excessive development of river areas combined with the filling of peripheral wetlands (which if left in a natural state serve to entrap and remove plant nutrients occurring in runoff, thus reducing the rate of nutrient enrichment of surface waters that results in weed and algae growth).

Jackson County has approximately 5,800 acres of surface water. There are 144 lakes and flowages; and 667 miles of streams. Of these streams, 79 streams (279 miles) are classified as trout streams.

Perennial streams are defined as watercourses that maintain, at a minimum, a small continuous flow throughout the year except under unusual drought conditions. Halls Creek is the main perennial stream that runs through the Village of Merrillan. The Village has a wealth of water resources including both Oakwood and Trow Lake.

Outstanding and Exceptional Waters

Wisconsin has classified many of the State's highest quality waters as Outstanding Resource Waters (ORWs) or Exceptional Resource Waters (ERWs). Waters designated as ORW or ERW are surface waters that provide outstanding recreational opportunities, support valuable fisheries, have unique hydrologic or geologic features, have unique environmental settings, and are not significantly impacted by human activities. The primary difference between the two is that ORW's typically do not have any direct point sources (e.g., industrial or municipal sewage treatment plant, etc.) discharging pollutants directly to the water. An ORW or ERW designation does not include water quality criteria like a use designation. Instead, it is a label that identifies waters the State has identified that warrant additional protection from the effects of pollution. These designations are

intended to meet federal Clean Water Act obligations requiring Wisconsin to adopt an “antidegradation” policy that is designed to prevent any lowering of water quality.

Jackson County has more than 50 ERW’s and no ORW’s. Cisna Creek on the west side of the Village is the nearest ERW to the Village of Merrillan. (Source: WDNR, Jackson County Land and Water Resource Management Plan)

Impaired Waters

Section 303(d) of the federal Clean Water Act requires states to develop a list of impaired waters, commonly referred to as the “303(d) list.” This list identifies waters that are not meeting water quality standards, including both water quality criteria for specific substances or the designated uses, and is used as the basis for development of Total Maximum Daily Loads (TMDLs). States are required to submit a list of impaired waters to EPA for approval every two years. These waters are listed within Wisconsin’s 303(d) Waterbody Program and are managed by the WDNR’s Bureau of Watershed Management. There are thirteen bodies of water within Jackson County on the 303(d) list:

Impacts from Nutrients, Turbidity, Habitat Destruction and Sediments

- Dickey Creek
- French Creek
- Mill Creek
- Pigeon Creek
- Roaring Creek
- Trow Lake
- Trump Coulee Creek
- White Creek
- Woodward Creek

Impacts from Mercury

- Portions of the Black River
- Potter’s Flowage
- Robert’s Flowage
- Upper Harkner Flowage

Trow Lake is on the 303d list of impaired waters. Total phosphorus is high in the lake primarily due to non point source pollution. The excess phosphorus is causing eutrophication and irregular pH levels in the lake. Eutrophication generally promotes excessive plant growth and decay, favors certain weedy species over others, and is likely to cause severe reductions in water quality. As of 2008 it is a low priority listing. (Source: WDNR)

Floodplains

Floods are the nations and Wisconsin’s most common natural disaster and therefore require sound land use plans to minimize their effects. Benefits of floodplain management are the reduction and filtration of sediments into area surface waters, storage of floodwaters during regional storms, habitat for fish and wildlife, and reductions in direct and indirect costs due to floods.

Direct Costs:

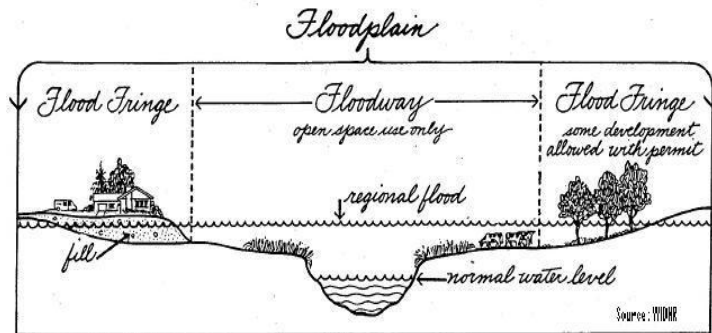
- Rescue and Relief Efforts
- Clean-up Operations
- Rebuilding Public Utilities and Facilities

- Rebuilding Uninsured Homes and Businesses
- Temporary Housing Costs for Flood Victims

Indirect Costs

- Business Interruptions (lost wages, sales, production)
- Construction and Operation of Flood Control Structures
- Cost of Loans for Reconstructing Damaged Facilities
- Declining Tax Base in Flood Blight Areas
- Subsidies for Flood Insurance

Figure 5.21: Diagram of a Floodplain



The Development Limitations Map displays the floodplain areas in the Plan Area. These floodplains encompass an area of 363 acres (3.5%) of the 10,336-acre Plan Area. The Federal Emergency Management Agency (FEMA) designates floodplain areas. A flood is defined as a general and temporary condition of partial or complete inundation of normally dry land areas. The area inundated during a flood event is called the floodplain. The floodplain includes the floodway, the floodfringe, and other flood-affected areas. The floodway is the channel of a river and the adjoining land needed to carry the 100-year flood discharge. Because the floodway is characterized by rapidly moving and treacherous water, development is severely restricted in a floodway. The floodfringe, which is landward of the floodway, stores excess floodwater until it can be infiltrated or discharged back into the channel. During a regional flood event, also known as the 100-year, one-percent, or base flood, the entire floodplain or Special Flood Hazard Area (SFHA) is inundated to a height called the regional flood elevation (RFE). (Source: *WDNR Floodplain and Shoreland Zoning Guidebook*)

Floodplain areas generally contain important elements of the natural resource base such as woodlands, wetlands, and wildlife habitat; therefore, they constitute prime locations necessary for park, recreation, and open space areas. Every effort should be made to discourage incompatible urban development of floodplains and to encourage compatible park, recreation, and open space uses.

Floodplain zoning applies to counties, cities and villages. Section 87.30, Wis. Stats., requires that each county, city and village shall zone, by ordinance, all lands subject to flooding. Chapter NR 116, Wis. Admin. Code requires all communities to adopt reasonable and effective floodplain zoning ordinances within their respective jurisdictions to regulate all floodplains where serious flood damage may occur within one year after hydraulic and engineering data adequate to formulate the ordinance becomes available. Refer to the Village of Merrillan Floodplain Ordinance. (Source: *WDNR Floodplain and Shoreland Zoning Guidebook*)

Wetlands

Wetlands are areas in which water is at, near, or above the land surface and which are characterized by both hydric soils and by the hydrophytic plants such as sedges, cattails, and other vegetation that grow in an aquatic or very wet environment. Wetlands generally occur in low-lying areas and near the bottom of slopes, particularly along lakeshores and stream banks, and on large land areas that

are poorly drained. Under certain conditions wetlands may also occur in upland areas. Wetlands accomplish important natural functions, including:

- Stabilization of lake levels and stream flows,
- Entrapment and storage of plant nutrients in runoff (thus reducing the rate of nutrient enrichment of surface waters and associated weed and algae growth),
- Contribution to the atmospheric oxygen and water supplies,
- Reduction in stormwater runoff (by providing areas for floodwater impoundment and storage),
- Protection of shorelines from erosion,
- Entrapment of soil particles suspended in stormwater runoff (reducing stream sedimentation),
- Provision of groundwater recharge and discharge areas,
- Provision of habitat for a wide variety of plants and animals, and
- Provision of educational and recreational activities.

The Wisconsin Wetland Inventory (WWI) was completed in 1985. Pre-European settlement wetland figures estimate the state had about 10 million acres of wetlands. Based on aerial photography from 1978-79, the WWI shows approximately 5.3 million acres of wetlands remaining in the state representing a loss of about 50% of original wetland acreage. This figure does not include wetlands less than 2 or 5 acres in size (minimum mapping unit varies by county); and because the original WWI utilized aerial photographs taken in the summer, some wetlands were missed. In addition, wetlands that were farmed as of the date of photography used and then later abandoned due to wet conditions were not captured as part of the WWI.

The 1978-79 DNR wetlands inventory map for Jackson County shows 113,070 acres of wetlands (17.9% of the land area). Jackson County accounts for 2.1% of the wetlands in the State. The Development Limitations Map displays the wetland areas in the Plan Area. These wetlands encompass an area of 1,261.7 acres (12.2%) of the 10,366-acre Plan Area.

Wetlands are not conducive to residential, commercial, or industrial development. Generally, these limitations are due to the erosive character, high compressibility and instability, low bearing capacity, and high shrink-swell potential of wetland soils, as well as the associated high water table. If ignored in land use planning and development, those limitations may result in flooding, wet basements, unstable foundations, failing pavement, and excessive infiltration of clear water into sanitary sewers. In addition, there are significant onsite preparation and maintenance costs associated with the development of wetland soils, particularly as related to roads, foundations, and public utilities.

Recognizing the important natural functions of wetlands, continued efforts should be made to protect these areas by discouraging costly, both in monetary and environmental terms, wetland draining, filling, and urbanization. The Wisconsin DNR and the US Army Corp of Engineers require mitigation when natural wetland sites are destroyed.

Threatened or Endangered Species

While the conservation of plants, animals and their habitat should be considered for all species, this is particularly important for rare or declining species. The presence of one or more rare species and natural communities in an area can be an indication of an area's ecological importance and should

prompt attention to conservation and restoration needs. Protection of such species is a valuable and vital component of sustaining biodiversity.

Both the state and federal governments prepare their own separate lists of such plant and animal species but do so working in cooperation with one another. The WDNR's Endangered Resources Bureau monitors endangered, threatened, and special concern species and maintains the state's Natural Heritage Inventory (NHI) database. The NHI maintains data on the locations and status of rare species in Wisconsin and these data are exempt from the open records law due to their sensitive nature. According to the Wisconsin Endangered Species Law it is illegal to:

1. Take, transport, possess, process or sell any wild animal that is included on the Wisconsin Endangered and Threatened Species List;
2. Process or sell any wild plant that is a listed species;
3. Cut, root up, sever, injure, destroy, remove, transport or carry away a listed plant on public lands or lands a person does not own, lease, or have the permission of the landowner.

There are exemptions to the plant protection on public lands for forestry, agriculture and utility activities. In some cases, a person can conduct the above activities if permitted under a Department permit (i.e. "Scientific Take" Permit or an "Incidental Take" Permit).

More than 150 different elements—animals, plants, or natural communities—are listed in the NHI for Jackson County. For a full list of elements known to occur in Jackson County see Appendix B. For a full list of elements known to occur in Wisconsin, visit the WDNR's Endangered Resources Bureau.

- Endangered Species - one whose continued existence is in jeopardy and may become extinct.
- Threatened Species - one that is likely, within the foreseeable future, to become endangered.
- Special Concern Species - one about which some problem of abundance or distribution is suspected but not proven.

The Federal Endangered Species Act (1973) also protects animals and plants that are considered endangered or threatened at a national level. The law prohibits the direct killing, taking, or other activities that may be detrimental to the species, including habitat modification or degradation, for all federally listed animals and designated critical habitat. Federally listed plants are also protected but only on federal lands.

Forests and Woodlands

Under good management forests, or woodlands, can serve a variety of beneficial functions. In addition to contributing to clean air and water and regulating surface water runoff, the woodlands contribute to the maintenance of a diversity of plant and animal life in association with human life. Unfortunately, woodlands, which require a century or more to develop, can be destroyed through mismanagement in a comparatively short time. The destruction of woodlands, particularly on hillsides, can contribute to stormwater runoff, the siltation of lakes and streams, and the destruction of wildlife habitat. Woodlands can and should be maintained for their total values; for scenery, wildlife habitat, open space, education, recreation, and air and water quality protection.

The Existing Land Use Map displays those lands that are wooded in the Plan Area. Approximately 7,580 acres (73.3%) of the Plan Area and 392 acres (47.1%) of the Village of Merrillan are forested

(Existing Land Use Map). Much of Jackson County lies within an area known historically as the Great Swamp. This vast area, covering more than a million and a quarter acres of Central Wisconsin, consisted of low marsh and swamp lands with sandy uplands and dense stands of white and red pine. According to the Jackson County Land and Water Resource Management Plan, approximately 70% of Jackson County remains either marshland or forest land. There are 640,000 acres of land in Jackson County that is county or state-owned and managed property. This includes the 120,000 acres of Jackson County forest and recreational areas, and the 68,000 acre Black River State Forest.

The Wildland-Urban Interface

The wildland urban interface is the place where forests and grasslands and human development meet. As development continues to expand into what were typically rural forested and grassland areas of the state, there is an increasing wildfire risk, particularly in those parts of the state which have high fire potential, such as much of Jackson County. The increased human presence in the wildland-urban interface presents a major challenge in protecting life, property and the forest resource from destructive wildland fires.

Reasons to Plan for Fire Prevention in the Wildland Urban Interface:

- Unplanned siting of development within high fire risk areas can be detrimental to residents, communities, and natural resources.
- The environmental, social, and property losses associated with fire in the wildland-urban interface are not easily replaced.
- Planning ahead for emergency response procedures can save lives.

In Jackson County, the following places are on Wisconsin's statewide list of Communities at Risk (CAR) to wildfire based on fire occurrence, hazards (vegetation), values at risk (people and property), and protection capability (or a lack thereof). In addition, communities can also be listed as being "of concern" when a portion of the area has acute fire danger, but the community as a whole is not at risk to wildfire.

Table 5.19: Communities at Risk in Jackson County

Name (city/village/town)	Risk level	WDNR Fire Response Unit
Town of Adams (T)	Very High	Pray
Town of Albion (T)	High	Black River Falls
Town of Alma (T)	High	Pray
Town of Bear Bluff (T)	Concern	Out of protection
Town of Brockway (T)	Very High	Black River Falls
Town of City Point (T)	Concern	Pray
Town of Cleveland (T)	High	Augusta
Town of Garden Valley (T)	Concern	Out of protection
Town of Garfield (T)	High	Augusta
Town of Hixton (T)	Concern	Out of protection
Village of Hixton (V)	Concern	Out of protection
Town of Irving (T)	Concern	Out of protection
Town of Knapp (T)	High	Black River Falls –north Out of protection - south
Town of Komensky (T)	Very High	Pray
Town of Manchester (T)	Very High	Black River Falls
Town of Melrose (T)	Concern	Out of protection
Village of Merrilan (V)	Very High	Black River Falls
Town of Millston (T)	High	Black River Falls

Communities that are classified as being a Community at Risk should be aware of a planning document called a Community Wildfire Protection Plan (CWPP). CWPPs are created by a core team that includes the town government, local fire department, and Wisconsin DNR. The plan addresses items such as wildfire response, hazard mitigation, community preparedness, and structure protection. The creation of a plan helps a community organize projects for mitigating hazards, including timeframes for projects and who will be responsible for managing each project. The CWPP helps communities identify the risks in their local community and devise solutions to reduce the risk of the loss of life, property and resources.

Environmentally Sensitive Areas and Wildlife Habitat

Taken together, surface waters, wetlands, floodplains, woodlands, steep slopes, and parks represent environmentally sensitive areas that deserve special consideration in local planning. Individually all of these resources are important areas, or “rooms,” of natural resource activity. They become even more functional when they can be linked together by environmental corridors, or “hallways.” Wildlife, plants, and water all depend on the ability to move freely within the environment from room to room. Future planning should maintain and promote contiguous environmental corridors in order to maintain the quantity and quality of the natural ecosystem.

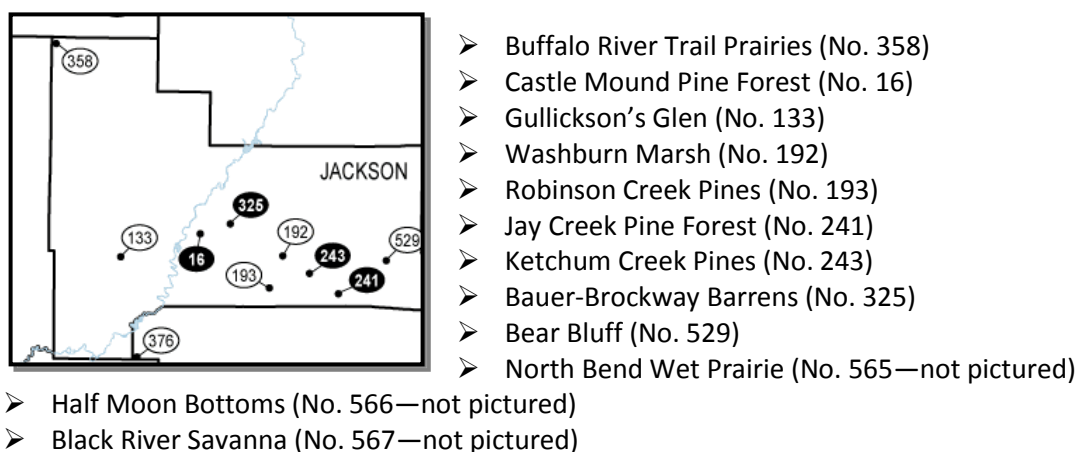


The WDNR maintains other significant environmental areas through its State Natural Areas (SNA) program. State Natural Areas protect outstanding examples of Wisconsin's native landscape of natural communities, significant geological formations and archaeological sites. Wisconsin's 590 State Natural Areas are valuable for research and educational use, the preservation of genetic and biological diversity, and for providing benchmarks for determining the impact of use on managed lands. They also provide some of the last refuges for rare plants and animals. In fact, more than 90% of the plants and 75% of the animals on Wisconsin's list of endangered and threatened species are protected on SNAs. Site protection is

accomplished by several means, including land acquisition from willing sellers, donations, conservation easements, and cooperative agreements. Areas owned by other government agencies, educational institutions, and private conservation organizations are brought into the natural area system by formal agreements between the DNR and the landowner. The SNA Program owes much of its success to agreements with partners like The Nature Conservancy, USDA Forest Service, local Wisconsin land trusts, and county governments. (Source: WDNR)

There are no SNAs in the Village of Merrillan; however there are twelve located in Jackson County. Most SNA's are open to the public; however these sites usually have limited parking and signage. Visit the WINDR Bureau of Endangered Resources for more information each location.

Figure 5.22: State Natural Areas in Jackson County



Metallic and Non-Metallic Mineral Resources

Mineral resources are divided into two categories, metallic and non-metallic resources. Metallic resources include lead and zinc. Nonmetallic resources include sand, gravel, and limestone. In June of 2001, all Wisconsin counties were obliged to adopt an ordinance for nonmetallic mine reclamation. (Refer to Jackson County Land Conservation Department) The purpose of the ordinance is to achieve acceptable final site reclamation to an approved post-mining land use in compliance with uniform reclamation standards. Uniform reclamation standards address environmental protection measures including topsoil salvage and storage, surface and groundwater protection, and concurrent reclamation to minimize acreage exposed to wind and water erosion. After reclamation many quarries become possible sites for small lakes or landfills. Identification of quarry operations is necessary in order to minimize nuisance complaints by neighboring uses and to identify areas that may have additional transportation needs related to trucking. There are no mining operations in the Plan Area.

5.4.3 Cultural Resource Inventory

The following section details some of the important cultural resources in the Village of Merrillan and Jackson County. Cultural resources, programs, and special events are very effective methods of bringing people of a community together to celebrate their cultural history. Not only do these special events build community spirit, but they can also be important to the local economy. Unfortunately, there are many threats to the cultural resources of a community. Whether it is development pressure, rehabilitation and maintenance costs, or simply the effects of time, it is often difficult to preserve the cultural resources in a community. Future planning within the

community should minimize the effects on important cultural resources in order to preserve the character of the community.

Figure 5.23: Merrillan Depot

Photo used with permission from the Jackson County Historical Society



With the intersection of two rail lines, the Merrillan Depot was the busiest in the Country with trains pulling into town during all hours of the days and night. Lodging was important for all the travelers and many stayed at the William Miller Hotel where they could get a nights rest and a good meal.

In 1853, Jackson County was formed from Crawford County, and the City of Black River Falls was named the county seat.

The earliest known inhabitants of Jackson County were the Ho-Chunk. The area was also used by the Sioux and the Potawatomi Indians as hunting grounds. Silver Mound, located in Alma Center, is an isolated hill where for many centuries Indians quarried quartzite, with which they made stone tools.

The first known settlers were loggers from the eastern United States, lured to Wisconsin by the abundant white pines. The first permanent settlement was a lumber mill established in the early 1840's. The Historical Marker near Black River Falls states that before the logging ended in 1905, the sawmills in Jackson County had milled enough lumber to build a plank road nine feet wide and four inches thick around the entire world.

When the logging trade began to slow, the area was settled by farmers. In the early 1900's wheat was the most common crop. Because wheat stripped the soil of many nutrients, farmers began to raise large starchy potatoes for a local starch factory. After 1920, dairy farming became the predominant type of farming, though feed crops were grown to feed the increasing livestock herds. Today, cranberries and strawberries dominate the agricultural industry of the County. In addition, sphagnum moss is harvested from the eastern sections of the County.

For more information on the history of Jackson County, visit the Jackson County Historical Society in Black River Falls.

Historical Resources

Wisconsin Historical Markers identify, commemorate and honor the important people, places, and events that have contributed to the state's heritage. The WI Historical Society's Division of Historic Preservation administers the Historical Markers program. There are seven registered historical markers in Jackson County.

The Architecture and History Inventory (AHI) is a collection of information on historic buildings, structures, sites, objects, and historic districts throughout Wisconsin. The AHI is comprised of written text and photographs of each property, which document the property's architecture and history. Most properties became part of the Inventory as a result of a systematic architectural and

historical survey beginning in 1970s. Caution should be used as the list is not comprehensive and much of the information is dated, as some properties may be altered or no longer exist. Due to funding cutbacks, the Historical Society has not been able to properly maintain the database. In addition, many of the properties in the inventory are privately owned and are not open to the public. Inclusion of a property conveys no special status, rights or benefits to the owners. Table 5.20 shows the lists of AHI sites within the Village of Merrillan (contact the State Historical Society for more information on each record). The Plan Commission notes that the Merrillan High School and Mill House have are no longer standing.

Table 5.20: AHI Inventory

AHI ID #	Location	Resource Type	Historic Name
VILLAGE OF MERRILLAN			
21474	Hall's Creek	steel beam or plate girder bridge	Green Bay and Western Hall's Creek Railroad Bridge
55903	Rail lines	depot - astylistic utilitarian building	
55908	unknown	school - other vernacular	Merrillan High School
74347	135 East St.	house - Italiante	Edmund Purnell House
74348	Green Bay RR line and Chicago & NW RR line	depot - one story cube	
74349	north of railroad depot	tavern/bar - Boomtown	Mose Bone Saloon
74350	Oakwood Lake	mill - astylistic utilitarian building	
74364	204 Washington St.	house - gabled Ell	Jonas Johnson residence
74365	101 Pearl St.	house - other vernacular	Alvin S. trow, C.J. Graf residence
74366	101 N. Main	bank/financial institution - commercial vernacular	Merrillan Bank
74374	204 Hammond	house - other vernacular	Dr. J.W. Hamilton; Peter Hall-Maxwell residence
74375	Loomis St.	house - front gabled	Andrew Jackson Fulton residence
74376	Pearl St.	church - Gothic Revival	United Methodist church

The Archaeological Site Inventory (ASI) is a collection of archaeological sites, mounds, unmarked cemeteries, marked cemeteries, and cultural sites throughout Wisconsin. Similar to the AHI, the ASI is not a comprehensive or complete list; it only includes sites reported to the Historical Society and some listed sites may be altered or no longer exist. The Historical Society estimates that less than 1% of the archaeological sites in the state have been identified. Wisconsin law protects Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries from intentional disturbance. Contact the State Historical Society for information on ASI records in the plan area.

Some resources are deemed so significant that they are listed as part of the State and National Register of Historic Places. The National Register is the official national list of historic properties in America worthy of preservation, maintained by the National Park Service. The State Register is Wisconsin's official listing of state properties determined to be significant to Wisconsin's heritage and is maintained by the Wisconsin Historical Society Division of Historic Preservation. Both listings include sites, buildings, structures, objects, and districts that are significant in national, state, or locally history.

Table 5.21: State Register of Historic Places, Jackson County

Historical Name	Location
Black Hawk Powwow Grounds	W8426 Highway 54 East, Komensky
Black River Falls Public Library	321 Main Street, Black River Falls
Gullickson's Glen	Address restricted, Irving
Silver Mound Archaeological District	Address restricted, Hixton
Union High School	223 North Fourth Street, Black River Falls

Source: WI Historical Society National Register of Historic Places, Jackson County

The establishment of a historical preservation ordinance and commission is one of the most proactive methods a community can take to preserve cultural resources. A historical preservation ordinance typically contains criteria for the designation of historic structures, districts, or places, and procedures for the nomination process. The ordinance further regulates the construction, alteration and demolition of a designated historic site or structure. A community with a historic preservation ordinance may apply for Certified Local Government (CLG) status with the Wisconsin State Historical Society. Once a community is certified, they become eligible for:

- Matching sub-grants from the federal Historic Preservation Fund,
- Use of Wisconsin Historic Building Code,
- Reviewing National Register of Historic Places nominations allocated to the state.

There are currently 50 CLGs in the State of Wisconsin, but none in Jackson County.

5.5 ENERGY, UTILITY & COMMUNITY FACILITIES

This element provides a baseline assessment of the Village of Merrillan energy, utility and community facilities and includes the information required under SS66.1001. Information includes: forecasted utility and community facilities needs, and existing energy, utility and community facility conditions. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future development and maintenance of energy, utility and community facilities in the Village of Merrillan.

5.5.1 Utilities

Sanitary Sewer System

All wastewater generated in the Village of Merrillan is pumped to and treated at the Village of Merrillan wastewater treatment plant (located at 98 Lower Lake Drive) and eventually discharged into Halls Creek. Currently, homes and businesses in the Village generate an average of 60,000 gallons of wastewater per day. The plant was built in 1983 and in the past, the District has scored excellent on the Compliance Maintenance Annual Report. There are no planned improvements for the next five years.

Storm Water Management

Stormwater management involves providing controlled release rates of runoff to receiving systems, typically through detention and/or retention facilities, as well as measures to minimize stormwater pollutants entering area surface water features. The Village of Merrillan uses a complex system of culverts, pipes, and drains in order to store and channel water to specific areas, diminishing the impact of non-point source pollution.

The Village maintains their system by cleaning the catch basin, offering leaf pick-up, and using a street sweeper. There are no plans for facility expansions or improvements within the next five years.

Water Supply

The Merrilan Municipal Electric and Water Utility operates a public potable water supply system. The system relies entirely on groundwater, and consists of two operating wells, an elevated storage tower, water mains, and 53 fire hydrants. Water mains range in size from 4 inches to 10 inches. In 2007, the system served 272 residences, 22 commercial customers, and no industrial customers, as well as public entities.

Approximately 12.2 million gallons of water is used annually. The total capacity for the two pumps serving the City water system is 150,000 gallons (actual) per day. The water tower has a capacity of 150,000 gallons. Assuming no future water intensive industrial development, the water system capacity appears more than satisfactory to accommodate the existing and future development needs of the community.

Table 5.22: Water Well Statistics

Well	Location	Depth (ft)	Well Diameter (in)	Yield Per Day (g)	Currently in Service	Year Installed
#3	HWY 95 E	68	10	194,000	Yes	1974
#4	HWY 95 E	79	10	161,000	Yes	1974

Source: WI Public Service Commission, 2006 Annual Report

There are 18 private wells within the Village; these residents and others within the Plan Area rely on private water sources for their water needs. Wells are safe, dependable sources of water if sited wisely and built correctly. Wisconsin has had well regulations since 1936. NR 812 (formerly NR 112), Wisconsin's Administrative Code for Well Construction and Pump Installation, is administered by the DNR. The Well Code is based on the premise that if a well and water system is properly located, constructed, installed, and maintained, the well should provide safe water continuously without a need for treatment. Refer to the WDNR, or the Jackson County Zoning Department for more information on water quality and well regulations.

Solid Waste Disposal and Recycling Facilities

Solid waste and recycling service is provided by a private contractor. There are no active landfills within two miles of the Village, but there is one closed landfill within the Village limits.

Telecommunication Facilities

CenturyTel provides telephone service for the Village, and Tri-County Communications provides Cable TV service. There are no cell towers within the Plan Area.

Power Plants and Transmission Lines

Dairyland Power and the Village of Merrilan Electric Utility provide electric power, and WE Energies provides gas heat to residents in the Village.

5.5.2 Renewable Energy Facilities

To manage rising energy costs, promote local economic development, and protect the natural environment, many Wisconsin communities are looking at renewable energy resources to meet community energy demands. The following section provides a broad level discussion of local and renewable energy resources available for Jackson County communities. Additional information can be obtained from Xcel Energy (www.xcelenergy.com), Jackson Electric Cooperative (www.jackelec.com), or Focus on Energy (www.focusonenergy.com).

Focus on Energy works with eligible Wisconsin residents and businesses to install cost effective energy efficiency and renewable energy projects. If Excel Energy is your service provider, you are eligible for Focus on Energy incentives. At this time, the Jackson Electric Cooperative is not a member of Wisconsin's Focus on Energy program.

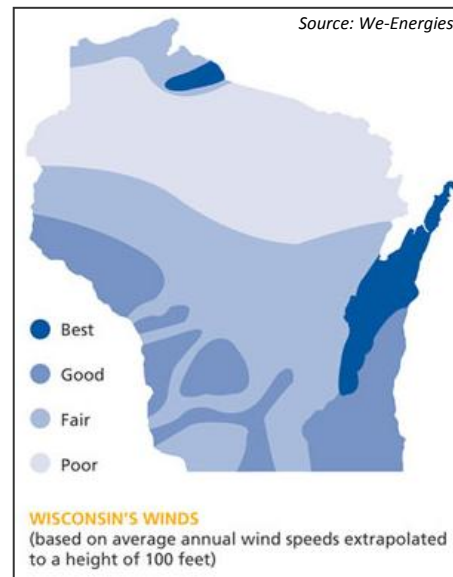
Solar

Two types of solar energy systems are well suited to Wisconsin communities: Solar electric photovoltaic (PV) and solar hot water systems. How much energy a photovoltaic (PV) or solar hot water (SHW) system produces in Wisconsin depends on the size of the system (i.e., area of the collecting surface), the orientation of the collecting surface, and site characteristics (e.g. overshadowing). Currently there are no commercial or public solar energy systems in use in the Village of Merrilan.

Wind

Wind energy production is optimized when wind turbines are located at the place with the highest, steadiest wind speeds (the energy produced is related to the cube of the wind speed). As Figure 5.24 illustrates, most of the Jackson County region is not particularly well-suited for commercial scale wind systems. However, this is a generalized assumption and there may be opportunities for small and commercial scale wind systems in the County. A certified wind site assessment can provide a more detailed understanding of the feasibility of this alternative energy source. These can be provided free of charge to participating communities through Focus On Energy. Currently there are no commercial or public wind energy systems in use in the Village of Merrilan.

Figure 5.24: Wisconsin Wind Energy Sources



Geothermal

Geothermal power uses the natural sources of heat inside the Earth to produce heat or electricity. A geothermal heat pump takes advantage of this by transferring heat, stored in the ground, into a building during the winter, and transferring it out of the building and back into the ground during the summer. Currently, most geothermal power is generated using steam or hot water from underground. Currently there are no commercial or public geothermal systems in use in the Village of Merrilan, but there are two residential properties utilizing geothermal.

Biofuel

Biofuels offer a local source of energy provided by fuels that can be grown or produced locally through agricultural or waste resources. Biofuels are derived from biomass and can be used for liquid biofuel or biogas production.

Crops and crop residues are the main source of biomass for the production of liquid biofuels. The primary food crops used for biofuel production in Wisconsin are corn (for ethanol production) and

soybeans (for biodiesel production); although other sources can also be used such as: agronomic crops (e.g. switchgrass), forestry crops (e.g. poplar), or residues (unused portions of crops or trees).

The main sources of biomass for biogas (methane) production are animal waste, landfills and wastewater treatment facilities. Animal waste is a persistent and unavoidable pollutant produced primarily by the animals housed in industrial sized farms. The use of digesters to produce methane from animal waste is growing as both an energy source and a means of waste management. Biogas production from animal waste is most effective in commercial size dairy farms (Refer to Section 5.4.1). Landfill gas can be burned either directly for heat or to generate electricity for public consumption. The same is true with regard to the secondary treatment of sewage in wastewater treatment facilities where gas can be harvested and burned for heat or electricity. Currently there are no biofuel operations within the Village of Merrilan.

Hydroelectricity

Hydropower refers to using water to generate electricity. Hydroelectricity is usually sourced from large dams but Micro-hydro systems can use a small canal to channel the river water through a turbine. A micro-hydro system can produce enough electricity for a home, farm, or ranch. The potential energy source from a hydro system is determined by the head (the distance the water travels vertically) and the flow (the quantity of water flowing past a given point). The greater the head and flow, the more electricity the system can generate. Hydroelectric energy is limited both by available rivers (Refer to Section 5.4.2) and by competing uses for those rivers, such as recreation, tourism, industry, and human settlements. The Village operates a hydroelectric facility located on Halls Creek.

5.5.3 Community Facilities

Cemeteries

The Oakwood Cemetery, is located at 501 Hammond, and is the only public cemetery in the Village. The Village of Merrilan does not initiate the development or expansion of cemeteries; however, they are regulated through the Village Zoning Code. The Cemetery is maintained by the Cemetery Committee and Village Staff.

Health Care Facilities

There are no health care facilities located in the Village of Merrilan. The nearest hospital is Black River Memorial, located in Black River Falls (711 W. Adams St.). Founded in 1968 with an expansion completed in 2008, Black River Falls Memorial is an accredited primary health care facility. Its service area encompasses all of Jackson County and provides access to a full range of quality health care services. Krohn Clinic is also located in Black River Falls and provides basic health services. Parkside and Pineview Terrace, both in Black River Falls, provide assisted living options for Village residents. The City of Neillsville is another option for health care as they provide both hospital and clinic facilities to serve area residents.

Child Care Facilities

Under Wisconsin law, no person may be compensated for providing care and supervision for 4 or more children under the age of 7 for less than 24 hours a day unless that person obtains a license to operate a child care center from the Department of Health and Family Services. There are two different categories of state licensed childcare; they depend upon the number of children in care. Licensed Family Child Care Centers provide care for up to eight children. This care is usually in the provider's home, but it is not required to be located in a residence. Licensed Group Child Care Centers provide for nine or more children.

Currently there is no licensed daycare facility in the Village of Merrillan.

Police and Emergency Services

Law enforcement is provided by the Jackson County Sheriff's Department, which is located at 30 N. 3rd Street in Black River Falls. The Merrillan Police Department has a new office and is located at 101 S. Main Street. They currently staff two part-time officers. For emergency medical service and fire protection, Village residents rely on the Merrillan Volunteer Fire and EMS Department. Located in the Municipal Building at 101 S. Main Street, the facility is in good conditions and supports 24 volunteer firefighters. The fire service area includes the Town of Dewhurt and part of the Town of Alma in addition to the Village. The Village is also serviced by the Black River Falls WDNR Fire Response Unit in times of a wildland fire.

Libraries

The nearest public library is in the Village of Alma Center. Located at 200 N. Church Street, the library is in good condition with no current plans for future improvements. The Black River Falls library located at 222 Fillmore Street, is a full service library.

In addition, residents can access items from over 40 area libraries through the Winding Rivers Library System. In 1971, the Wisconsin State Legislature passed a law creating seventeen Library Systems in Wisconsin. The purpose of the library systems is to provide free and equitable access to public libraries for all residents in Wisconsin even if their community has no library. The library systems also serve to take on projects too costly or complex for individual community libraries. The funding for the Public Library Systems comes from a set percentage of the budgets of all the public libraries in Wisconsin. The Winding Rivers Library System is headquartered in La Crosse and serves libraries in Buffalo, Juneau, Jackson, La Crosse, Columbia, Trempealeau, and Vernon counties. For more information, visit the Winding Rivers website <http://wrlsweb.org>.

Schools

The Village of Merrillan is served by the Alma Center School District. The District consists of Lincoln Elementary School located in Merrillan. It is a 70,000 square foot complex completed in 1997 with four new classrooms added in 2005. Lincoln Junior/Senior High, located in Alma Center, also had additions and remodeling in 1997. The Junior/Senior High School has an Olympic size swimming pool and an auditorium. Total enrollment of the District is approximately 600 students from the villages of Alma Center, Humbird, Merrillan and the surrounding countryside.

Jackson County is served by the Western Technical College headquartered in La Crosse. Western Technical College offers 38 programs that lead to an associate in applied science degree. In addition, there is a satellite campus in the City of Black River Falls that offers associate degrees, as well as educational services for adults to prepare for college or employment. These include classes in basic academic skills, GED preparation, and adult high school classes. The nearest four-year universities are UW-La Crosse and UW- Eau Claire.

Other Government Facilities

The Municipal Building/Village Hall is located 101 South Main Street, and is used for Village administration and for official Village meetings. The Village also maintains a shop located at 106 N East Street and a diesel plant at 104 N East Street. All facilities are in good to fair condition.

Parks, Open Spaces and Recreational Resources

Parks and recreational resources are important components of a community's public facilities. These resources provide residents with areas to exercise, socialize, enjoy wildlife viewing or provide opportunities for environmental education for adults and children. Increasingly, parks and recreational resources can contribute to a community's local economy through eco-tourism. In addition, these resources are important for wildlife habitat and movement. Taken together, it is clear that the protection, enhancement, and creation of parks and recreational resources are important to the quality of life and character of a community.

The following public parks are owned and maintained by the Village of Merrillan:

- Gile Memorial Park is located at 502 Hammond Drive. The park offers two picnic shelters, gazebo, play area, horseshoe pits, ball field, campsites, restrooms, electricity, potable water, and an overlook.
- Mill Street Park/Wayside is located on Mill Street. The wayside has one picnic shelter, a fishing pier, and offers views of the upper dam waterfall.
- Beach Drive Park is located at 102 Beach Drive. The park has one picnic shelter, restrooms, electricity, swimming beach, boat ramp, and fishing opportunities.

The National Recreation and Park Association recommends six to twelve total acres of parks or recreation space per 1,000 people within a community. Merrillan has approximately 17 acres of parkland. As Table 5.23 suggests, the existing parks system should adequately meet the needs of Village residents for the foreseeable future. As the age composition in the Village changes, specific recreational needs may change, and should be monitored over time.

Table 5.23: Park Acreage Compared to Population Forecasts

	2005	2020	2030
Population	583	609	619
Demand (6 acres/1,000 people)	3.50	3.65	3.71
Total Supply (acreage of municipal parks)	17.4	17.4	17.4
Surplus/Deficit	13.85	13.70	13.64

Source: MSA GIS

In addition to public parks within the Village, Merrillan residents have access to ATV and snowmobile trails that run through the municipality. The Village maintains a Park and Recreational Plan that was last updated in 2006.

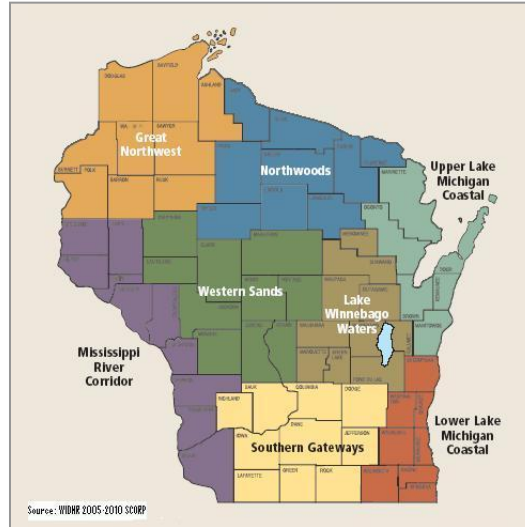
The 2005-2010 Wisconsin Statewide Comprehensive Outdoor Recreation Plan (SCORP) provides information on statewide and regional recreation, including recreation supply and demand, participation rates and trends, and recreation goals and actions. Since passage of the Federal Land and Water Conservation Fund (LWCF) Act of 1965, preparation of a statewide outdoor recreation plan has been required for states to be eligible for LWCF acquisition and development assistance. The LWCF is administered by the WDNR and provides grants for outdoor recreation projects by both state and local governments. The following are a few highlights of the plan:

- Walking for Pleasure is rated as the activity with the most participation.
- Backpacking, Downhill Skiing, Golf, Hunting, Mountain Biking, Snowmobile, and Team Sports are decreasing in demand.

- ATVing, Birdwatching, Canoeing, Gardening, Geocaching, Paintball Games, Road Biking, RV Camping, Hiking, Water Parks, Wildlife Viewing, and Photography are increasing in demand.
- The Warren Knowles-Gaylord Nelson Stewardship Program (Stewardship 2000) provides \$60 million annually through FY 2010 for outdoor recreation purposes.

The Wisconsin SCORP divides the state into eight planning regions based on geographic size, demographic trends, tourism influences, and environmental types. Together these influences shape each region's recreational profile, describing which activities are popular, which facilities need further development, and which issues are hindering outdoor recreation. Jackson County is a part of the *Western Sands* (Chippewa, Eau Claire, Clark, Marathon, Monroe, Portage, Wood, Jackson, Juneau, and Adams Counties). The most common issues and needs for the region identified by the plan include:

Figure 5.25: WDNR SCORP Regions



Issues:

- Deteriorating facilities
- Increasing ATV usage and associated impacts
- Increasing multiple-use recreation conflicts
- Increasing pressure on parks and recreation areas from the growth of urban areas
- Increasing use of recreation facilities by disabled populations
- Invasive species
- Lack of educational programs/naturalists/interpreters
- Loss of sites/properties, i.e. Hoffman Hills, Chippewa Moraine
- Overcrowding
- Poor water quality impairing recreation

Needs:

- More biking, hiking, and horse trails
- More boating access
- More camping opportunities
- More fishing opportunities

5.6 ECONOMIC DEVELOPMENT

This element provides a baseline assessment of the Village of Merrillan economic development and includes the information required under S566.1001. Information includes: labor market statistics, economic base statistics, new businesses desired, strength and weaknesses for economic development, analysis of business and industry parks, and environmentally contaminated sites. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future economic development activities in the Village of Merrillan.

5.6.1 Economic Development Existing Conditions

Labor Market

Table 5.24 details the employment status of workers in the Village of Merrillan as compared to Jackson County and the State. At the time of the 1990 U.S. Decennial Census unemployment for the Village was higher than that for Jackson County and the State as a whole. By year 2000, the village unemployment rate decreased to 5.3%, below both the County and State rates. Unemployment rates for villages are only collected during the U.S. Decennial Census; therefore, 2008 data was not available.

Table 5.24: Employment Status of Civilians 16 Years or Older

Employment Status, Civilians 16 Years or Older	Village of Merrillan	Jackson County	Wisconsin
In Labor Force (1990)	214	7,898	2,598,898
Unemployment Rate	8.4%	7.7%	4.3%
In Labor Force (2000)	290	9,710	2,996,091
Unemployment Rate	5.3%	5.4%	3.4%
In Labor Force (Sept. 2008)	NA	9,999	3,086,900
Unemployment Rate	NA	4.6%	4.4%

Source: US Census and WI Department of Workforce Development

Table 5.25 indicates the percentage of workers by class for the Village of Merrillan, Jackson County and the State, in year 2000. The Village of Merrillan has a lower percentage of self-employed residents than Jackson County and a higher percentage of residents employed in government jobs than both the County and the State.

Table 5.25: Class of Worker

Class of Worker	Village of Merrillan	Jackson County	Wisconsin
Private Wage & Salary	69.7%	69.0%	81.1%
Government Worker	19.3%	18.2%	12.5%
Self-Employed	10.2%	11.9%	6.1%
Unpaid Family Worker	0.8%	0.9%	0.3%
Total	100.0%	100.0%	100.0%

Source: US Census

Table 5.26 and Figure 5.26 describe the workforce by occupation within the Village, County and State in year 2000. Occupation refers to the type of job a person holds, regardless of the industry type. The highest percentage of occupations of employed Merrillan residents is in the Sales and Office category. This category also ranks high for Jackson County, although Management, Professional, and Related jobs rank slightly higher.

Table 5.26: Employment by Occupation

Employment by Occupation, Civilians 16 Years & Older	Village of Merrillan Number	Village of Merrillan Percent	Jackson County Number	Jackson County Percent	Wisconsin Number	Wisconsin Percent
Prod, Trans & Mat. Moving	64	24.2%	1,783	20.1%	540,930	19.8%
Const, Extraction & Maint.	26	9.8%	962	10.8%	237,086	8.7%
Farm, Fishing & Forestry	0	0.0%	351	4.0%	25,725	0.9%
Sales & Office	69	26.1%	1,888	21.3%	690,360	25.2%
Services	57	21.6%	1,716	19.3%	383,619	14.0%
Mgmt, Prof & Related	48	18.2%	2,181	24.6%	857,205	31.3%
Total	264	100.0%	8,881	100%	2,734,925	100%

Source: US Census

Figure 5.26: Employment by Occupation

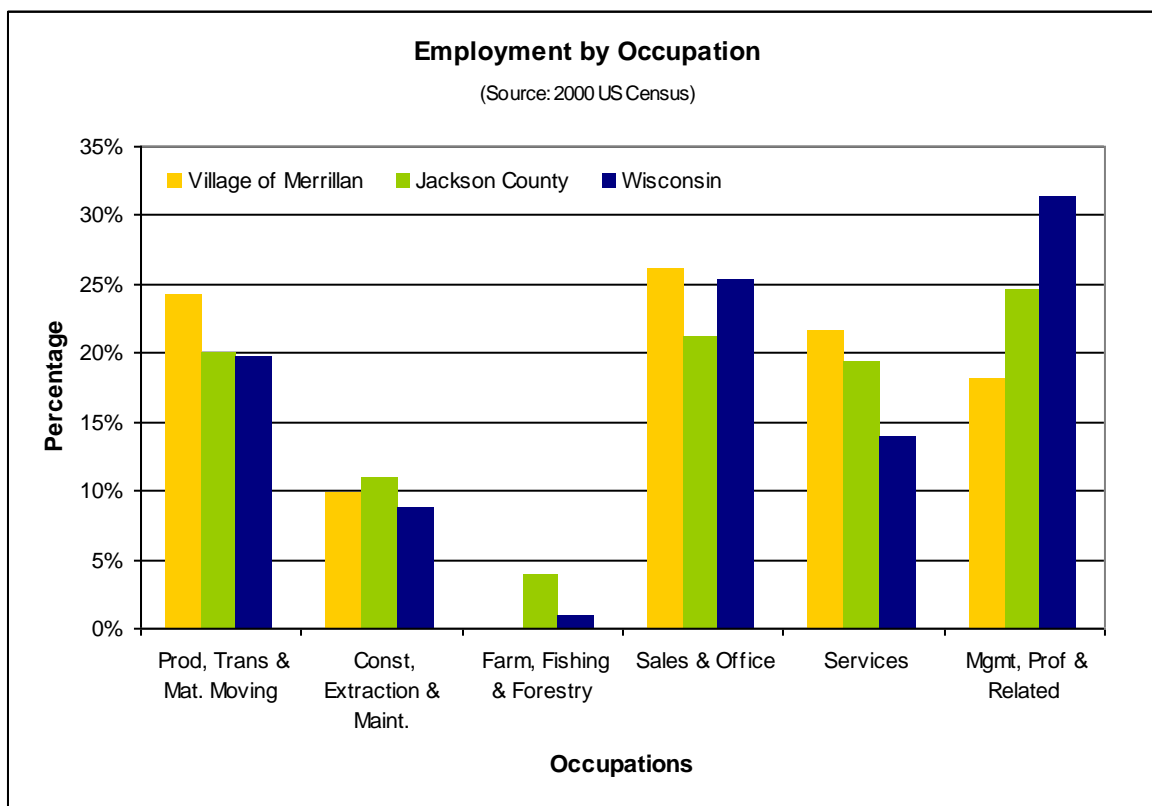


Table 5.27 and Figure 5.27 show the earnings for workers within the Village, County and State, in years 1989 and 1999. Earning figures are reported in three forms: per capita income (total income divided by total population), median family income (based on units of occupancy with at least two related individuals), and median household income (based on every unit of occupancy with one or more individuals).

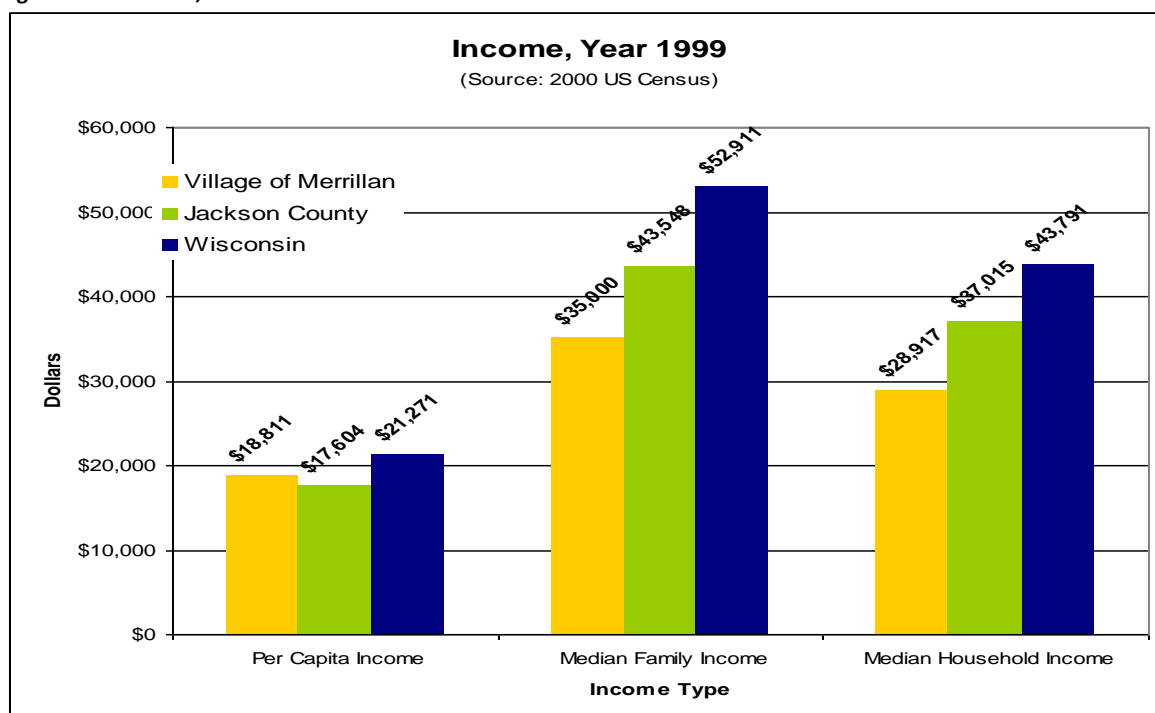
The percentage of individuals living below poverty status in the Village of Merrillan is higher than that of Jackson County and the State. However between 1989 and 1999, it decreased by 4.9%. During the same period, individuals living below poverty status decreased by 5.1% and 1.7%, respectively, for all of Jackson County and the State as a whole.

Table 5.27: Income

Income	Village of Merrillan 1989	Village of Merrillan 1999	Percent Change 89-99	Jackson County 1989	Jackson County 1999	Percent Change 89-99	Wisconsin 1989	Wisconsin 1999	Percent Change 89-99
Per Capita Income	\$13,575	\$18,811	38.6%	\$10,173	\$17,604	73.0%	\$13,276	\$21,271	60.2%
Median Family Income	\$20,208	\$35,000	73.2%	\$26,026	\$43,548	67.3%	\$35,082	\$52,911	50.8%
Median Household Income	\$15,966	\$28,917	81.1%	\$21,409	\$37,015	72.9%	\$29,442	\$43,791	48.7%
Individuals Below Poverty	22.5%	13.7%	-8.8%	14.7%	9.6%	-5.1%	10.4%	8.7%	-1.7%

Source: US Census

Figure 5.27: Income, Year 1999



1. The Census Bureau uses a set of money income thresholds that vary by family size and composition to detect who is poor. If the total income for a family or unrelated individual falls below the relevant poverty threshold, then the family or unrelated individual is classified as being "below the poverty level."

Table 5.28 details the educational attainment of Village of Merrillan, Jackson County, and State residents 25 years and older according to the 1990 and 2000 U.S. Census. In year 2000, 78.7% of Village of Merrillan residents 25 years or older had at least a high school diploma. This figure is lower than that for Jackson County (79%) and the State (85%). 12.1% of Village residents have bachelors or a graduate/professional degree, which is on par the County (11.3%), but below the State (22.5%).

Table 5.28: Educational Attainment Person 25 Years and Over

Educational Attainment Person 25 Years and Over	Village of Merrillan 1990	Village of Merrillan 2000	Jackson County 1990	Jackson County 2000	Wisconsin 1990	Wisconsin 2000
Less than 9th Grade	15.5%	7.8%	16.4%	7.1%	9.5%	5.4%
9th to 12th No Diploma	18.7%	13.5%	14.8%	13.9%	11.9%	9.6%
HS Grad	41.1%	38.2%	42.0%	41.7%	37.1%	34.6%
Some College	14.4%	22.5%	11.5%	18.7%	16.7%	20.6%
Associate Degree	4.3%	5.9%	6.6%	7.3%	7.1%	7.5%
Bachelor's Degree	4.9%	7.6%	6.3%	8.0%	12.1%	15.3%
Graduate/Prof. Degree	1.1%	4.5%	2.4%	3.3%	5.6%	7.2%
Percent High School Grad or Higher	65.8%	78.7%	68.8%	79.0%	78.6%	85.2%

Source: US Census

Economic Base

Table 5.29 lists the top 25 employers in Jackson County as reported by the Wisconsin Department of Workforce Development, in year 2005. The Ho-Chunk Nation is the largest employer for Jackson County. Of the top 25, a portion of the Alma Center School District is located in the Village of Merrillan.

Table 5.29: Top 25 Employers in Jackson County

Rank	Employer	Industry Type	Number of Employees
1	Ho-Chunk Nation	American Indian and Alaska Native Tribal Govern	500-999
2	Millis Transfers Inc	General Freight Trucking	500-999
3	Lunda Construction Co.	Highway, Street, and Bridge Construction	250-499
4	Black River Falls Public School	Elementary and Secondary Schools	250-499
5	Black River Memorial Hospital	General Medical and Surgical Hospitals	250-499
6	Jackson Correctional Institute	Correctional Institutions	250-499
7	Wal-mart	Discount Department Stores	250-499
8	Marathon Electric	Motor and Generator Manufacturing	250-499
9	County of Jackson	Executive and Legislative Offices	100-249
10	Fleet Guard, Inc.	Misc. General Purpose Machinery Mfg	100-249
11	Flying J., Inc.	Gasoline Stations with Convenience Stores	100-249
12	D&S Manufacturing Co, Inc.	Misc. Fabricated Metal Product Manufacturing	100-249
13	School District - Alma Center, Humbird, Merrillan	Elementary and Secondary Schools	100-249
14	Krohn Clinic Ltd.	Offices of Physicians	100-249
15	Melrose Public School	Elementary and Secondary Schools	100-249
16	Marquette Constructors LLC	Highway, Street, and Bridge Construction	100-249
17	Jackson Pine View Healthcare LLC	Nursing Care Facilities	50-99
18	Badger Mining Corp.	Industrial Sand Mining	50-99
19	Health Care Center	Nursing Care Facilities	50-99
20	City of Black River Falls	Executive and Legislative Offices	50-99
21	Countryside Hides, Inc.	Other Farm Product Raw Material Merchant Whol	50-99
22	McDonalds	Limited-Service Restaurant	50-99
23	Coop Credit Union	Credit Union	50-99
24	Burnstads	Supermarkets and other grocery (except convenience) stores	50-99
25	Department of Natural Resources	Administration of Conservation Programs	50-99

Source: WI Department of Workforce Development, Jackson County

Table 5.30 and Figure 5.28 describe the workforce by industry within the Village, County and State in year 2000. Whereas occupations refer to what job a person holds, industry refers to the type of work performed by a workers employer. Therefore, an industry usually employs workers of varying occupations. (i.e. a “wholesale trade” industry may have employees whose occupations include “management” and “sales”)

Historically, Wisconsin has had a high concentration of industries in agricultural and manufacturing sectors of the economy. Manufacturing has remained a leading employment sector compared to other industries within the State; however, State and National economic changes have led to a decrease in total manufacturing employment. It is expected that this trend will continue while employment in service, information, and health care industries will increase.

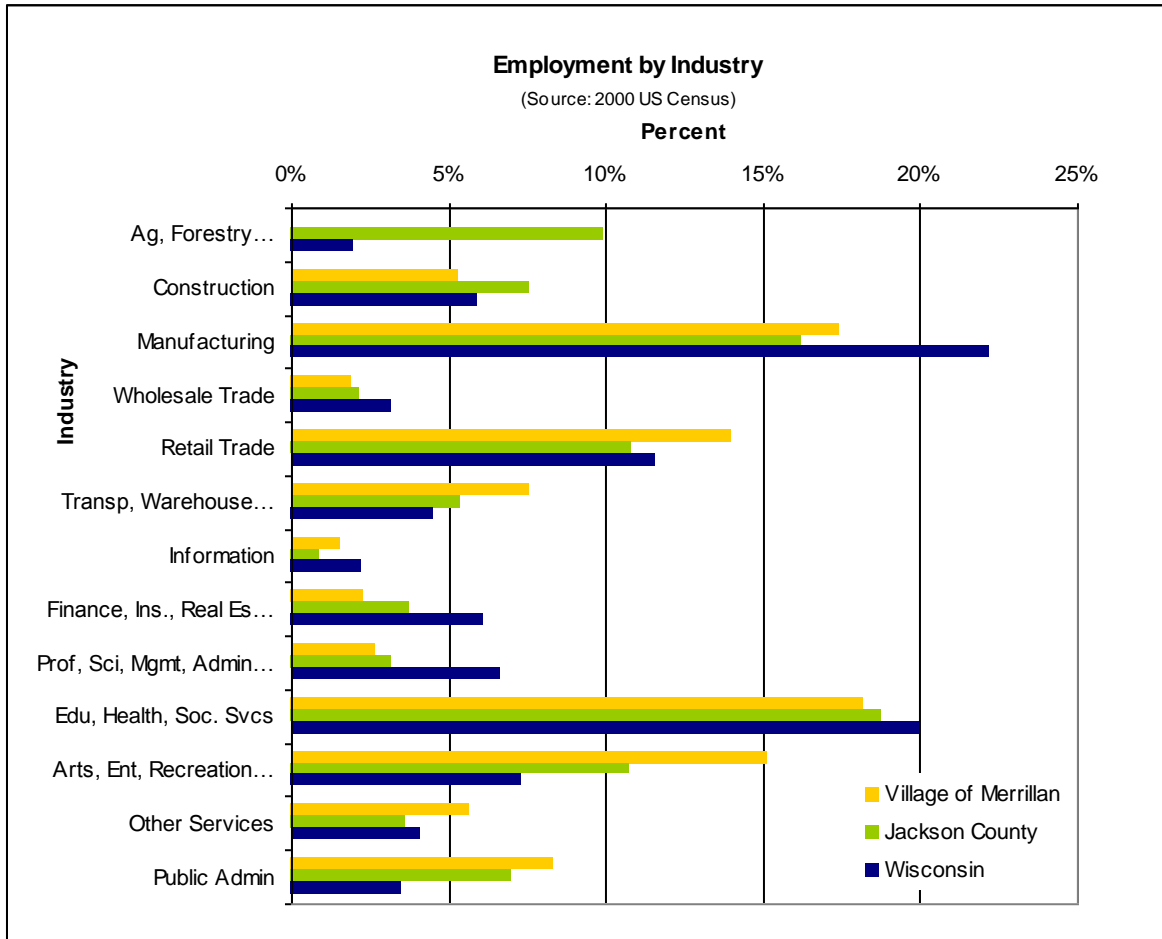
The highest percentage of employment by industry for Merrilan residents is in the Educational, Health, and Social Services category. This category is also the highest industry of employment for Jackson County and is second for the State.

Table 5.30: Employment by Industry

Employment by Industry, Civilians 16 Years & Older	Village of Merrilan Number	Village of Merrilan Percent	Jackson County Number	Jackson County Percent	Wisconsin Number	Wisconsin Percent
Ag, Forestry, Fishing, Hunting & Mining	0	0.0%	882	9.9%	75,418	2.0%
Construction	14	5.3%	673	7.6%	161,625	5.9%
Manufacturing	46	17.4%	1,438	16.2%	606,845	22.2%
Wholesale Trade	5	1.9%	193	2.2%	87,979	3.2%
Retail Trade	37	14.0%	962	10.8%	317,881	11.6%
Transp, Warehousing & Utilities	20	7.6%	472	5.3%	123,657	4.5%
Information	4	1.5%	79	0.9%	60,142	2.2%
Finance, Insurance, Real Estate, Rental & Leasing	6	2.3%	335	3.8%	168,060	6.1%
Prof, Scientific, Mgmt, Administrative & Waste Mgmt	7	2.7%	280	3.2%	179,503	6.6%
Educational, Health & Social Services	48	18.2%	1,667	18.8%	548,111	20.0%
Arts, Entertainment, Recreation, Accommodation & Food Services	40	15.2%	955	10.8%	198,528	7.3%
Other Services	15	5.7%	321	3.6%	111,028	4.1%
Public Administration	22	8.3%	624	7.0%	96,148	3.5%
Total	264	100.0%	8,881	100%	2,734,925	100%

Source: US Census

Figure 5.28: Employment by Industry



Within each industry, the Wisconsin Department of Workforce Development collects statistics on the average wage of employees at the County and State levels. Table 5.31 details average employee wages for industries. In Jackson County, employees working in the Construction industry earn the highest average annual wage. As expected, employees working in Leisure and Hospitality earn the lowest average wage, partly because many of these are part-time employees, and many receive tips, which are unaccounted for. The average wage per industry in all categories-with the exception of Natural Resources and Mining and Construction- is lower for Jackson County workers compared to State averages for the same industries. Statistics on wages by industry are not available for the Village of Merrillan.

Table 5.31: Wage by Industry

NAICS Code	Industries	Jackson County Average Annual Wage 2007	Wisconsin Average Annual Wage 2007	Jackson County as a Percentage of Wisconsin
21, 1133	Natural Resources & Mining	\$43,138	\$29,235	147.6%
23	Construction	\$59,804	\$47,489	125.9%
31-33	Manufacturing	\$37,954	\$47,106	80.6%
42, 44, 48, 22	Trade, Transportation, Utilities	\$28,502	\$32,762	87.0%
51	Information	\$19,589	\$48,483	40.4%
52-53	Financial Activities	\$27,794	\$50,749	54.8%
54-56	Professional & Business Services	\$31,827	\$44,328	71.8%
61-62	Educational & Health Services	\$30,944	\$39,606	78.1%
71-72	Leisure & Hospitality	\$8,844	\$13,589	65.1%
81	Other Services	\$13,449	\$22,073	60.9%
92	Public Administration	\$30,731	\$39,879	77.1%
99	Unclassified	Not available	\$45,573	Not available
	All Industries	\$32,203	\$38,070	84.6%

Source: WI Department of Workforce Development

5.6.2 Employment Projections

The Wisconsin Department of Workforce Development collects data and projects occupation and industry growth for the State. Table 5.32 identifies which occupations are expected to experience the most growth over a ten-year period from year 2006 to 2016. According to the DWD, the fastest growing occupation is Network Systems and Data Communications Analysts. The DWD also projects substantive growth in many health-care related occupations.

Table 5.32: Fastest Growing Occupations 2006-2016

SOC Code	Occupational Title	WI Employment 2006	WI Employment 2016	Percent Change 2006-2016	2005 Average Annual Salary
15-1081	Network Systems and Data Communications Analysts	5,150	7,390	43.5%	\$61,337
31-1011	Home Health Aides	16,550	23,310	40.8%	\$21,134
39-9021	Personal and Home Care Aides	22,030	30,540	38.6%	\$20,218
15-1031	Computer Software Engineers, Applications	8,830	12,170	37.8%	\$72,228
31-9092	Medical Assistants	7,120	9,720	36.5%	\$28,946
29-1071	Physician Assistants	1,110	1,480	33.3%	\$80,142
29-1124	Radiation Therapists	490	650	32.7%	\$74,251
13-2052	Personal Financial Advisors	3,170	4,190	32.2%	\$71,029
29-2021	Dental Hygienists	4,170	5,470	31.2%	\$56,961
31-9091	Dental Assistants	5,340	6,960	30.3%	\$30,155
21-1011	Substance Abuse and Behavioral Disorder Counselors	1,550	2,020	30.3%	\$31,410
31-2021	Physical Therapist Assistants	1,270	1,650	29.9%	\$40,705
29-2055	Surgical Technologists	2,310	2,990	29.4%	n/a
39-5094	Skin Care Specialists	510	660	29.4%	\$42,432
31-2022	Physical Therapist Aides	1,240	1,600	29.0%	\$47,773
29-2031	Cardiovascular Technologists and Technicians	700	900	28.6%	\$24,827
21-1093	Social and Human Service Assistants	7,340	9,400	28.1%	\$32,271
29-2056	Veterinary Technologists and Technicians	1,510	1,930	27.8%	\$30,776
29-2052	Pharmacy Technicians	6,300	8,030	27.5%	\$27,067
29-1126	Respiratory Therapists	1,790	2,270	26.8%	\$50,946
15-1032	Computer Software Engineers, Systems Software	2,840	3,600	26.8%	\$77,048
13-2051	Financial Analysts	2,140	2,710	26.6%	\$67,310
29-1111	Registered Nurses	51,130	64,550	26.2%	\$59,981
29-1123	Physical Therapists	4,060	5,080	25.1%	\$67,816
21-1013	Marriage and Family Therapists	720	900	25.0%	\$44,929
39-2011	Animal Trainers	730	910	24.7%	\$26,590
49-9062	Medical Equipment Repairers	690	860	24.6%	\$46,212
29-1131	Veterinarians	1,750	2,170	24.0%	\$77,803
21-1014	Mental Health Counselors	1,650	2,040	23.6%	\$41,324
21-1023	Mental Health and Substance Abuse Social Workers	2,230	2,740	22.9%	\$49,021

Source: WI Department of Workforce Development

Table 5.33 identifies which industries are expected to experience the most growth over a ten-year period from year 2006 to 2016. According to the DWD, industries in Securities, Commodity Contracts and Other Financial Investments are expected to have the highest growth rate. Since the DWD does not collect data on employment projections for the Village of Merrillan or Jackson County, it is assumed that local trends will be consistent with statewide projections. It is important to note that unanticipated events, such as the economic situation facing the state and the rest of the country, may affect the accuracy of these projections.

Table 5.33: Fastest Growing Industries 2006-2016

NAICS Code	Industries	WI Employment 2006	WI Employment 2016	Percent Change 2006-2016
523	Securities, Commodity Contracts, and Other Financial Investments and Related Activities	9,500	13,120	38.1%
624	Social Assistance	65,800	86,210	31.0%
621	Ambulatory Health Care Services	104,150	133,990	28.7%
493	Warehousing and Storage	12,230	15,260	24.8%
488	Support Activities for Transportation	5,250	6,370	21.3%
518	Internet Service Providers, Web Search Portals, and Data Processing Services	8,040	9,750	21.3%
562	Waste Management and Remediation Service	5,370	6,500	21.0%
561	Administrative and Support Services	127,480	151,570	18.9%
622	Hospitals, Including State and Local Government ⁽²⁾	113,010	133,960	18.5%
533	Lessors of Nonfinancial Intangible Assets (except Copyrighted Works)	550	650	18.2%
541	Professional, Scientific, and Technical Services	95,810	113,080	18.0%
712	Museums, Historical Sites, and Similar Institution	1,720	2,020	17.4%
623	Nursing and Residential Care Facilities	69,400	79,630	14.7%
485	Transit and Ground Passenger Transport	13,580	15,560	14.6%
327	Nonmetallic Mineral Product Manufacturing	11,520	13,020	13.0%
551	Management of Companies and Enterprises	41,510	46,800	12.7%
713	Amusement, Gambling, and Recreation Industries	26,060	29,360	12.7%
531	Real Estate	19,000	21,400	12.6%
813	Religious, Grantmaking, Civic, Professional, and Similar Organizations	87,800	98,700	12.4%
236	Construction of Buildings	30,980	34,710	12.0%
721	Accommodation	31,510	35,210	11.7%
425	Wholesale Electronic Markets and Agents and Brokers	6,570	7,340	11.7%
722	Food Services and Drinking Places	192,060	214,060	11.5%
484	Truck Transportation	49,550	55,050	11.1%
524	Insurance Carriers and Related Activities	67,700	75,180	11.0%
423	Merchant Wholesalers, Durable Goods	68,220	74,850	9.7%
238	Specialty Trade Contractors	81,470	89,380	9.7%
811	Repair and Maintenance	21,700	23,690	9.2%
522	Credit Intermediation and Related Activities	54,770	59,650	8.9%
323	Printing and Related Support Activities	33,390	33,120	-0.8%

Source: WI Department of Workforce Development

5.6.3 Analysis of Business & Industry Parks

More than 50% of the land in industrial parks within Jackson County is for sale, according to the Mississippi River RPC website. There does not appear to be a need for more industrial parks in the area at this time.

Table 5.34: Jackson County Business & Industry Parks

Community	Name of Site	Total Acres	Acres Sold	Acres for Sale	Zoning
City of Black River Falls	BRF Industrial Park	120	70	50	Industrial
City of Black River Falls	Andrews Rd. Bus Park	50	0	50	Light Industrial
City of Black River Falls	1-94 Business Park	20	6	14	Light Industrial
Village of Taylor	Taylor Industrial Park	46	26	5	Industrial

source: http://www.mrrpc.com/Bldg_Sites/Industrial_Parks_2006.pdf

5.6.4 Environmentally Contaminated Sites

The Bureau of Remediation and Redevelopment within the Wisconsin Department of Natural Resources oversees the investigation and cleanup of environmental contamination and the redevelopment of contaminated properties. The Remediation and Redevelopment Tracking System

(BRRTS) provides access to information on incidents (“Activities”) that contaminated soil or groundwater. These activities include spills, leaks, other cleanups and sites where no action was needed. Table 5.35 provides BRRTS data for sites that are still “Open” within Jackson County. Open sites are those in need of clean up or where clean up is underway. The BRRTS also maintains a list of sites which were contaminated at one point but have since been cleaned up. There are four BRRTS Sites within the Plan Area. Contact the Bureau for more information on these sites.

Table 5.35: BRRTS Sites

DNR Activity Number	Activity Type	Site Name	Address	Status
427548707	SPILL	Joseph Taylor residence	W15728 STH 121 Northfield	Open
427545121	SPILL		300 E. Main St. Alma Center	Open
227000270	ERP	Hale Salvage Yard	Hwy 71 Melrose	Open
227000428	ERP	Home oil bulk tanks	213 Winnebago Ave, Black River Falls	Open
227129542	ERP	Buttke Oil Co.	STH 95 and Old Hwy 95, Alma Center	Open
227229242	ERP	M&E Development Center	745 N. Elm St. Black River Falls	Open
227275762	ERP	Farmers Coop Oil Co. Bulk Plt	151920 Depot St. Hixton	Open
227543038	ERP	Superior Asphalt Plt	HWY 12/27 & Garage Rd. Merrillan	Open
227546657	ERP	Hwy 54 Towing and Repair, LLC	N5999 Hwy 54 Black River Falls	Open
227548671	ERP	Black River Recycling	W9945 W. Castle Mound Rd., Black River Falls	Open
327000088	LUST	Thompson Motors	38 Washington St. Merrillan	Open
327000352	LUST	Country Stop & Shop	N2729 CTH O, Knapp	Open
327000811	LUST	Hunters Corner Store	Hwy 95 & Sechlerville Rd., Hixton	Open
327001091	LUST	Hixton Self Serv	STH 95, Hixton	Open
327001185	LUST	Jenson Oil Property	Hixton	Open
327001441	LUST	Tenners Melrose Mobile	300 N. Washington, Melrose	Open
327001459	LUST	Dave's Gas Station (former)	Hwy 12, Merrillan	Open
327100908	LUST	Cenex Convenience Store	Hwy 121, Northfield	Open
327100917	LUST	Anderson Duffy Property (former)	Hwy 121, Northfield	Open
327109550	LUST	Rymenams Property	W0199 STH 454, Pittsville	Open
327109653	LUST	Village Gas and Service	105 Main St., Alma Center	Open
327191144	LUST	Staff's Corner Store	W16211 STH 95 Taylor	Open
327203673	LUST	Maisonet Residence Former Gosch's Shell	305 Hammond St., Merrillan	Open
327278452	LUST	GTE Property (former)	43 N. First St., Black River Falls	Open
327540266	LUST	Waughal North Property	USH 12 Black River Falls	Open
327545104	LUST	Farmer's Coop Oil Co/Cheese Hut	141 Interstate Rd. Hixton	Open
327548407	LUST	Federation Cooperative	108 N. Water St., Black River Falls	Open

Abandoned Container (AC), an abandoned container with potentially hazardous contents has been inspected and recovered. No known discharge to the environment has occurred. Leaking Underground Storage Tank (LUST), a LUST site has contaminated soil and/or groundwater with petroleum, which includes toxic and cancer causing substances. Environmental Repair (ERP), ERP sites are sites other than LUSTs that have contaminated soil and/or groundwater. Spills, a discharge of a hazardous substance that may adversely impact, or threaten to impact public health, welfare or the environment. Spills are usually cleaned up quickly. General Property Information (GP), this activity type consists of records of various milestones related to liability exemptions, liability clarifications, and cleanup agreements that have been approved by NDR to clarify the legal status of the property. Liability Exemption (VPLE), VPLEs are an elective process in which a property conducts an environmental investigation and cleanup of an entire property and then receives limits on future liability for that contamination under s. 292.15. No Action Required by RR Program (NAR), There was, or may have been, a discharge to the environment and, based on the known information, DNR has determined that the responsible party does not need to undertake an investigation or cleanup in response to that discharge.

5.6.5 New Businesses Desired

A licensed daycare facility would be beneficial to the Village.

5.6.6 Strengths & Weaknesses for Economic Development

The following lists some of the strengths and weaknesses for economic development within the Village of Merrillan.

Strengths:

- 2 major railroads
- 2 major roads
- Existing businesses and school
- Utility supply plentiful (water tower and supply system, sewage system, etc)

Weaknesses:

- No industrial park
- Poor cell phone reception
- Few employment opportunities
- No organized business group

5.7 INTERGOVERNMENTAL COOPERATION

With over 2,500 units of government and special purpose districts Wisconsin ranks 13th nationwide in total number of governmental units and 3rd nationwide in governmental units per capita. (*Source: WIDOA Intergovernmental Cooperation Guide*). While this many government units provide more local representation it does stress the need for greater intergovernmental cooperation. This element provides a baseline assessment of the Village of Merrillan intergovernmental relationships and includes the information required under SS66.1001. Information includes: existing and potential areas of cooperation, and existing and potential areas of intergovernmental conflict. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future intergovernmental cooperation activities in the Village of Merrillan.

5.7.1 Existing and Potential Areas of Cooperation

Table 5.36 lists the Village of Merrillan existing and potential areas of cooperation as identified by the Plan Commission.

Table 5.36: Existing & Potential Areas of Cooperation

<u>Existing</u> areas of cooperation with other local units of government.	
Local Unit of Government	Existing Cooperation Efforts
Jackson County	Law enforcement; 911
Village of Alma Center	None
Town of Alma	Fire and EMS services
Town of Dewhurst	Fire and EMS services
Black River Falls WDNR Fire Response Unit	Wildfire response.
Alma Center School District	None
Mississippi River RPC	None
State of Wisconsin	None
<u>Potential</u> areas of cooperation with other local units of government.	
Local Unit of Government	Potential Cooperation Efforts
Neighboring Towns	Zoning Ordinances

The Intergovernmental Cooperation Element Guide published by the Wisconsin Department of Administration provides several ideas for cooperation including the following listed below.

Voluntary Assistance: Your community, or another, could voluntarily agree to provide a service to your neighbors because doing so makes economic sense and improves service levels.

Trading Services: Your community and another could agree to exchange services. You could exchange the use of different pieces of equipment, equipment for labor, or labor for labor.

Renting Equipment: Your community could rent equipment to, or from, neighboring communities and other governmental units. Renting equipment can make sense for both communities – the community renting gets the use of equipment without having to buy it, and the community renting out the equipment earns income from the equipment rather than having it sit idle.

Contracting: Your community could contract with another community or jurisdiction to provide a service. For example, you could contract with an adjacent town or Village to provide police and fire protection, or you could contract with the county for a service in addition to that already routinely provided by the county sheriff's department.

Routine County Services: Some services are already paid for through taxes and fees. Examples are police protection services from the county sheriff's department, county zoning, county public health services, and county parks. Your Intergovernmental Cooperation Element could identify areas where improvements are needed and could recommend ways to cooperatively address them.

Sharing Municipal Staff: Your community could share staff with neighboring communities and other jurisdictions – both municipal employees and independently contracted professionals. You could share a building inspector, assessor, planner, engineer, zoning administrator, clerk, etc.

Consolidating Services: Your community could agree with one or more other communities or governmental units to provide a service together. Consolidation could also include the process of joining the Town and Village to form one jurisdiction.

Joint Use of a Facility: Your community could use a public facility along with other jurisdictions. The facility could be jointly owned or one jurisdiction could rent space from another.

Special Purpose Districts: Special purpose districts are created to provide a particular service, unlike municipalities that provide many different types of services. Like municipalities, special purpose districts are separate and legally independent entities.

Joint Purchase and Ownership of Equipment: Your community could agree with other jurisdictions to jointly purchase and own equipment such as pothole patching machines, mowers, rollers, snowplows, street sweepers, etc.

Cooperative Purchasing: Cooperative purchasing, or procurement, is where jurisdictions purchase supplies and equipment together to gain more favorable prices.

Consolidation

Consolidation is the process by which a town, City, or Village joins together with another town, City, or Village to form one jurisdiction. More detailed information on incorporation can be obtained from Wisconsin State Statute Section 66.0229.

Extraterritorial Planning

Cities and villages have the right to include land within their extraterritorial jurisdiction (ETJ), the area within 1 ½ mile of the municipal boundaries, in their planning documents. The inclusion of this land within planning documents allows for greater transparency and coordination with neighboring municipalities.

Extraterritorial Zoning

Extraterritorial Zoning allows a first, second or third class city to adopt zoning in town territory, 3 miles beyond a city's corporate limits. A fourth class city or village may adopt zoning 1.5 miles beyond its corporate limits. 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). A joint extraterritorial zoning committee is established to develop a plan and regulations for the area. The joint committee is comprised of three member from the affected town and three members from the village or city. Zoning requests within the area must be approved by a majority of the committee. More detailed information can be obtained from Wisconsin State Statute 66.23.

Extraterritorial Subdivision "Plat" Review

Extraterritorial subdivision review 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, whereas extraterritorial zoning requires town approval of the zoning ordinance, 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 village or city. The city or village may waive its extraterritorial plat approval authority if it does not wish to use it. More detailed information can be obtained from Wisconsin State Statute 236.10.

Intergovernmental Agreements

Intergovernmental Agreements can be proactive or reactive. There are three types of intergovernmental agreements that can be formed including general agreements, cooperative boundary agreements, and stipulations and orders.

1. General Agreements – This is the type of intergovernmental agreement that is most commonly used for services. These agreements grant municipalities with authority to cooperate on a very broad range of subjects. Specifically, Wis. Stats 66.0301 authorizes municipalities to cooperate together for the receipt of furnishing of services or the joint exercise of any power or duty required or authorized by law. The only limitation is that municipalities with varying powers can only act with respect to the limit of their powers. This means that a general agreement cannot confer upon your community more powers than it already has.
2. Cooperative Boundary Agreements – This type of agreement is proactive and is used to resolve boundary conflicts. 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 agreement 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. Using a cooperative boundary agreement a community could agree to exchange revenue for territory, revenue for services, or any number of other arrangements. More detailed information can be obtained from Wisconsin State Statute 66.0307.
3. Stipulation and Orders – This type of agreement is reactive because it is used for resolving boundary conflicts that are locked in a lawsuit. The statute provides the litigants a chance to settle their lawsuit by entering into a written stipulation and order, subject to approval by a judge. Using a stipulation and order a community could agree to exchange revenue for territory in resolving their boundary conflict. Stipulation and orders are subject to a binding referendum. More detailed information can be obtained from Wisconsin State Statute 66.0225.

(Source: WIDOA Intergovernmental Cooperation Element Guide)

5.7.3 Analysis of Intergovernmental Relationships

Table 5.37 provides a brief description of the quality of the Village of Merrillan relationship to other units of government according to the Plan Commission.

Table 5.37: Analysis of Intergovernmental Relationships

Local Unit of Government	Satisfactory (5), Neutral (3), or Unsatisfactory (1)	Comments
Jackson County	5	
Village of Alma Center	5	
Town of Alma	5	
Town of Dewhurst	5	
Black River Falls WDNR Fire Response Unit	5	
Alma Center School District	5	
Mississippi River RPC	5	
State of Wisconsin	5	

5.7.4 Existing & Potential Conflicts & Potential Solutions

Table 5.38 provides a brief description of the existing and potential conflicts facing the Village of Merrilan according to the Plan Commission.

Table 5.38: Existing & Potential Conflicts & Potential Solutions

Existing & potential conflicts with other local units of government.	
Local Unit of Government	Existing & Potential Conflicts
	None
Solutions appropriate to resolve these conflicts.	

5.8 LAND USE

This element provides a baseline assessment of the Village of Merrilan land use and includes the information required under SS66.1001. Information includes: existing land uses, existing and potential land use conflicts, natural limitations for building site development and land use trends. This information provides a basis for creating goals, objectives, policies, maps and actions to guide the future land use activities in the Village of Merrilan.

5.8.1 Existing Land Use

All the land in the Village of Merrilan is categorized according to its primary use. Those categories are described in the following list and illustrated on Map 5 and 5a, Existing Land Use.

Dwelling Unit: A building or a portion thereof designed exclusively for residential occupancy and containing provisions for living, sleeping, eating, cooking and sanitation for not more than one family.

Agricultural – land used for the production of food or fiber

- Farmstead – a residential structure associated with agricultural land and typically without urban services (public water or sewer)
- Single Family Residential – a structure that only contains one dwelling unit (as defined above).
- Duplex Residential – a structure that contains two dwelling units.
- Multi-Family Residential – a structure that contains more than two dwelling units.
- Mobile Home Park – a contiguous parcel developed for the placement of manufactured homes.
- Commercial/Office – a location where retail goods and/or services are sold or where office activities take place.
- Industrial – a property where goods and products are manufactured, produced, or stored.
- Quarry – a property where the extraction of metallic or nonmetallic minerals or materials takes place.
- Public/Institutional – properties owned and/or used by governmental bodies, non-governmental organizations, and community organizations. These can include the Village Hall, public works buildings, County, State, and Federal structures, schools, churches, and others.
- Park and Recreation – a property where recreation is the primary activity and where there is typically no commercial or residential use. The City, County, or State usually owns these properties.
- Woodland – land which is primarily forested and without structures.
- Wetlands - areas in which water is at, near, or above the land surface and which are characterized by both hydric soils and by the hydrophytic plants such as sedges, cattails, and other vegetation that grow in an aquatic or very wet environment.
- Open Space – land that is without structures and is neither forested nor used for agricultural purposes.
- Platted Lands – land that has been platted for development but remains unused.

Table 5.39 approximates the existing land uses in the Plan Area and Village as of year 2008. The Village of Merrillan's existing land use pattern is indicative northern Wisconsin village. The dominant land uses within Village limits are woodlands (47%) and residential (16.6%). Within the entire Plan Area, dominant land uses are woodland (73.25%) and agricultural (10.62%). Refer to Map 5 and 5a, Existing Land Use.

Table 5.39: Existing Land Use

Existing Land Use Plan Area	Acres	Percentage	Existing Land Use Village Inset	Acres	Percentage
Agricultural	1,097.8	10.62%	Agricultural	0.0	0.00%
Farmstead	23.6	0.23%	Farmstead	0.0	0.00%
Residential-SF	303.3	2.93%	Residential-SF	138.5	16.61%
Residential-MF	4.1	0.04%	Residential-MF	4.1	0.49%
Mixed Use	0.0	0.00%	Mixed Use	0.0	0.00%
Mobile Home Park	3.4	0.03%	Mobile Home Park	3.4	0.41%
Commercial/Office	151.7	1.47%	Commercial/Office	13.1	1.58%
Industrial	0.0	0.00%	Industrial	0.0	0.00%
Public/Institutional	33.7	0.33%	Public/Institutional	29.7	3.56%
Parks & Recreational	25.0	0.24%	Parks & Recreational	25.0	3.00%
Forest Agriculture	60.3	0.58%	Forest Agriculture	0.0	0.00%
Woodland	7,570.9	73.25%	Woodland	383.8	46.01%
Water	84.1	0.81%	Water	34.8	4.17%
Open Space	608.8	5.89%	Open Space	32.3	3.87%
Platted Lands	58.8	0.57%	Platted Lands	58.8	7.05%
Road ROW	310.1	3.00%	Road ROW	110.6	13.26%
Total	10,336	100.00%	Total	834	100.00%

Source: MSA GIS, Jackson County, Village of Merrillan

Existing and Potential Conflicts

The most notable existing or potential land use conflicts stem from the number and age of single family mobile homes.

Limitations for Building Site Development

All land does not hold the same development potential. Development should only take place in suitable areas, which is determined by a number of criteria, including:

- A community's comprehensive plan
- Compatibility with surrounding uses
- Special requirements of a proposed development
- Ability to provide utility and community services to the area
- Cultural resource constraints
- Ability to safely access the area
- Various physical constraints (soils, wetlands, floodplains, steep slopes, etc.)

The United States Soil Conservation Service (SCS), the predecessor agency to the United States Natural Resources Conservation Service (NRCS), completed a detailed operational soil survey of Jackson County. The findings of this survey are documented in the report entitled "Soil Survey of Jackson County, Wisconsin", recently updated in 2001 by the United States Department of Agriculture, Soil Conservation Service. The soil survey provided useful information regarding the suitability of the soils for various urban and rural land uses. Utilization of the soil survey involves determining the kinds and degrees of limitations that the soil properties are likely to impose on

various uses and activities, and evaluating the appropriateness of a particular land use with respect to the soil limitations.

Topography is an important determinant of the land uses practicable in a given area. Lands with steep slopes (20 % or greater) are generally poorly suited for urban development and for most agricultural purposes and, therefore, should be maintained in natural cover for water quality protection, wildlife habitat, and erosion control purposes. Lands with less severe slopes (12%-20%) may be suitable for certain agricultural uses, such as pasture, and for certain urban uses, such as carefully designed low-density residential use, with appropriate erosion control measures. Lands that are gently sloping or nearly level are generally suitable for agricultural production or for urban uses.

Another important determinant of land suitability for development is the presence of water and an area's susceptibility to flooding. Lands that are classified as wetlands, have a high water table, or are in designated floodplains are rarely suitable for rural or urban development.

The Development Limitations Map in the Appendix indicates those areas within the Village of Merrillan that are unfavorable for development due to steep slopes, wetlands, and floodplains.

5.8.2 Land Use Trends

Land Supply

In year 2006, there were 10,336 acres of land within the Plan Area, including 834 acres within the Village of Merrillan. The land supply in the Village may expand in the future, as the Village has the ability to continue to annex land within the Town into the Village if petitioned by landowners and approved by the Village Board. Table 5.40 indicates that 21% of the land within the Plan Area has some sort of development limitation either due to water, wetlands, floodplains, or steep slopes. There are approximately 7,365 acres of developable land within the Plan Area, including over 89 acres of platted land within the current Village limits. Caution should be given, as this number does not include other factors that determine land suitability for development such as transportation access or utility access.

Table 5.40: Land Supply, Plan Area

Land Use Categories	Village Limits		Plan Area	
	Acres	%	Acres	%
Developed	264	31.7%	795	7.7%
Development Limitations	120	14.4%	2,175	21.0%
Developable	450	53.9%	7,365	71.3%
Total	834	100.0%	10,336	100.0%

Source: MSA GIS

1. Developed lands include all intensive land uses (residential, commercial, industrial, public, recreation)
2. Development Limitation land includes water, wetlands, floodplains, and steep slopes >12%
3. Developable lands include all lands not categorized as developed or undevelopable.

Land Demand

According to the U.S. Census, the Village of Merrillan gained 33 households between years 1990 to 2000. This represents an increase of 15%, which was slightly more aggressive than the housing growth of Jackson County (13%). The WIDOA projects that the Village will gain an additional 41 households between years 2000 and 2030, representing an increase of 16.2%, compared to 33.6% for Jackson County. The Village has issued 66 building permits total over the last five years.

Table 5.41 projects the estimated total acreage that will be utilized by residential, commercial, and industrial land uses for five-year increments throughout the planning period. Projected residential acreage is calculated by using the household projections (*see Table 5.4*) and a lot size of 39,088 sq. ft. (average size of a residential lot in the Village). It is estimated that 39 additional acres of residential lands will be developed by year 2030. Caution should be given, as this number assumes that new lot sizes will reflect the current average lot size in the Village. It is assumed that commercial and industrial acreage will maintain the same proportion to residential acreage as in year 2008.

Table 5.41: Projected Land Use Needs

Projected Land Demand	2005	2010	2015	2020	2025	2030	25 Year Change
Population	583	589	599	609	616	619	36
Household Size	2.26	2.21	2.14	2.07	2.02	1.98	-0.28
Housing Units	295	302	312	321	330	336	41
Residential (acres)*	327	333	343	352	360	366	39
Commercial (acres)	152	155	159	163	167	170	18
Industrial (acres)	0	0	0	0	0	0	0
Developable Land (acres)	7,330	7,321	7,307	7,294	7,281	7,274	-57

Source: MSA GIS- projections based on existing land use pattern and average residential lot size of 0.9 acres

**This figure includes acreage on farmsteads (agricultural parcels with a residence)*

Land Prices

Agricultural and forestlands generally sell for a higher price when sold for uses other than continued agriculture or forestry. The U.S. Census of Agriculture tracks land sale transactions involving agricultural and forestry land at the county level. From year 1998 to 2007, Jackson County has averaged a total of 45 transactions per year involving agricultural land. In all years, except 2003, the number of transactions involving land to continue to agricultural use outnumbered those involving land diverted to other uses. The average price per acre for those transactions grew by almost 153%, from \$942 to \$2,390. Similar trends in land prices can be expected for undeveloped land within the Town.

An average of only 8 transactions per year occurred where agricultural land was diverted to other uses. Between 1998 and 2007, the average price per acre for those transactions grew by only 15%, from \$1,950 to \$2,248.

Table 5.42: Agricultural Land Sale Transactions

Year	Ag Land Continuing in Ag Use			Ag Land Diverted to Other Uses		
	Number of Transactions	Acres Sold	Dollars per Acre	Number of Transactions	Acres Sold	Dollars per Acre
1998	54	3,394	\$942	2	138	\$1,950
1999	61	4,122	\$1,025	9	424	\$1,540
2000	48	2,610	\$1,114	2	138	\$1,155
2001	43	2,871	\$1,225	8	422	\$1,208
2002	46	2,242	\$1,187	1	33	\$1,129
2003	19	1,469	\$1,407	29	673	\$2,092
2004	30	2,134	\$1,741	24	703	\$1,781
2005	29	2,565	\$1,974	2	123	\$2,608
2006	24	2,061	\$2,396	0	0	x
2007	19	1,298	\$2,390	1	10	\$2,248
Total	373	24,766	x	78	2,664	x

Source: US Census of Agriculture, Jackson County

Information regarding the number of forestland sale transactions is not as well known and what data is available appears in Table 5.43. From year 1998 to 2007, Jackson County has averaged 60 annual transactions where forestland continued in forest use. The average price per acre for those transactions was \$1,418. During the same period, the county averaged 6 transactions per year where forestland was diverted to other uses. The average price per acre for those transactions was \$2,239. Similar trends in land prices can be expected for undeveloped land within the Town.

Table 5.43: Forest Land Sale Transactions

Year	Forest Land Continuing in Forest Use			Forest Land Diverted to Other Uses		
	Number of Transactions	Acres Sold	Dollars per Acre	Number of Transactions	Acres Sold	Dollars per Acre
1998	74	3,788	\$876	2	17	\$479
1999	82	3,310	\$859	11	421	\$1,033
2000	56	2,218	\$1,135	4	289	\$1,197
2001	64	3,002	\$1,236	6	270	\$1,053
2002	NA	NA	NA	NA	NA	NA
2003	NA	NA	NA	NA	NA	NA
2004	NA	NA	NA	NA	NA	NA
2005	52	2,565	\$2,074	6	246	\$2,527
2006	33	1,530	\$2,328	4	293	\$7,147
2007	30	1,482	\$2,474	1	40	\$2,988
Total	361	16,413	x	33	1,536	x

Source: US Census of Agriculture, Jackson County

Trends in land prices can also be derived using the tax assessment data. Table 5.44 displays the aggregate assessed value for various land use categories for year 2002 and 2007. In year 2007, the average equalized asset value (land and improvements) for residential parcels in the Village of Merrillan was \$35,646; and \$44,836 for commercial parcels. The information is from the WI Department of Revenue, and caution should be given as the WIDOR has periodically switched the way that they have reported or assessed certain land classifications over the years (i.e. use value assessment of agricultural land).

Table 5.44: Village of Merrillan Land Use Assessment Statistics

Land Use	2002				2007				
	Parcels	Acres	Aggregate Assessed Value	Equalized Value	Parcels	Acres	Aggregate Assessed Value	Equalized Value	Equalized Value per Parcel
Residential	448	352	\$11,733,300	\$11,577,700	447	348	\$12,905,400	\$15,933,800	\$35,646
Commercial	44	7	\$2,399,700	\$2,184,400	42	4	\$1,825,900	\$1,883,100	\$44,836
Manufacturing	0	0	\$0	\$0	0	0	\$0	\$0	NA
Agricultural	0	0	\$0	\$0	0	0	\$0	\$0	NA
Undeveloped	0	0	\$0	\$0	0	0	\$0	\$0	NA
AG Forest	0	0	\$0	\$0	0	0	\$0	\$0	NA
Forest	0	0	\$0	\$52,500	0	0	\$0	\$0	NA
Other	0	0	\$0	\$0	0	0	\$0	\$0	NA
Personal Property	x	x	\$236,760	\$249,300	x	x	\$196,160	\$218,000	NA
Total	492	359	\$14,369,760	\$14,063,900	489	352	\$14,927,460	\$18,034,900	\$36,881

Source: WI Dept Revenue, Village of Merrillan

1. Aggregate Assessed Value – This is the *dollar amount* assigned to taxable real and personal property by the local assessor for the purpose of taxation. Assessed value is called a primary assessment because a levy is applied directly against it to determine the tax due. Accurate assessed values ensure fairness between properties within the taxing jurisdiction. The law allows each municipality to be within 10% of market value (equalized value), provided there is equity between the taxpayers of the municipality. (Source: 2006 Guide for Property Owners, WI DOR)

2. Equalized Value Assessment – This is the *estimated value* of all taxable real and personal property in each taxation district. The value represents market value (most probable selling price), except for agricultural property, which is based on its use (ability to generate agricultural income) and agricultural forest and undeveloped lands, which are based on 50% of their full, fair market value. Since assessors in different taxing districts value property at different percentages of market value, equalized values ensure fairness between municipalities. The equalized values are used for apportioning county property taxes, public school taxes, vocational school taxes, and for distributing property tax relief. In summary, equalized values are not only used to distribute the state levy among the counties, but also the equalized values distribute each county's levy among the municipalities in that county. The WI-DOR determines the equalized value. (Source: 2006 Guide for Property Owners, WI-DOR)

5.8.3 Redevelopment Opportunities

Current trends suggest that new development will be minimal for the foreseeable future (see Table 5.41). There are over 7,000 acres of developable land within the Plan Area, including 89 acres of platted lands within the Village. One could assume that this will more than meet the demands for new residential, commercial, or industrial development.

Village of Merrilan Comprehensive Plan Public Assurance Plan

Jackson County and the Village of Merrilan have developed guidelines for involving the public as part of the requirements of the Comprehensive Planning Process (Section 66.1001(4)(a), Stats.). The goal of a public assurance plan is to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan.

The Village of Merrilan elects to use the Plan Commission to work with MSA Professional Services, Inc. to develop the Comprehensive Plan. The Plan Commission will have the responsibility for developing the Comprehensive Plan. The Village Board shall have the authority to adopt the Comprehensive Plan.

The following details the public participation plan the Village of Merrilan will use for developing its Comprehensive Plan.

- **Project Meetings:** Together with Jackson County, the Village will hold a number of public meetings throughout the two plus year planning process. The majority of them will be cluster meetings where multiple municipalities will meet together at one time. The purpose of the cluster meetings is to review, discuss, and create project material related to the creation of the Draft Comprehensive Plan. It is anticipated that the project will take the Village of Merrilan eight meetings to complete. Additional meetings will include the approval of the Draft Comprehensive Plan by both the Plan Commission and the Village Board.
- **Public Notice:** Meeting times will be published and posted in accordance with Village procedures and State law. All Village Comprehensive Planning meetings are open to the public unless otherwise indicated in the posted meeting notice. Public attendees are encouraged to voice their ideas, opinions, and concerns at each meeting.

Adoption Procedures:

- The Plan Commission shall, by majority vote, adopt a resolution recommending that the Village Board pass an ordinance to adopt the Draft Comprehensive Plan. (Statute 66.1001(4)(b))
 - Public Informational Meetings (PIMs) will be held upon completion of the Draft Plan. Residents will be encouraged to provide comments before the Plan Commission recommends a resolution to the Board for the approval of the Draft Plan. All written comments, which should be forwarded to the Municipal Clerk, will be consolidated and presented at the Plan Commission meeting.
- An electronic (CD) copy of the Draft Plan will be disseminated to neighboring jurisdictions and appropriate governments, as stated in Statutes 66.1001 (4)(b)(e)(f), providing 30 days for written comments. In addition, a copy of the Draft Plan will be accessible at the local public library.
 - The Clerk for the following local governmental units shall receive a copy of the plan:
 - Jackson County
 - Town of Alma
 - Mississippi River RPC
 - The Wisconsin Department of Administration
 - The Administrator for the Alma Center School District

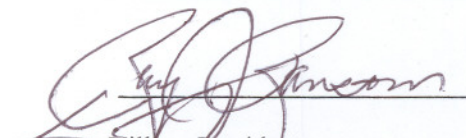
- The Village Board, by a majority vote, shall enact the ordinance adopting the recommended plan (Section 66.1001(4)(c), Stats.). The Adopted Plan and adopting ordinance will be disseminated to the same neighboring jurisdictions, County, and State governments as stated in Wisconsin Statute 66.1001(4)(b), and listed above.
- Before Village Board adoption, a Public Hearing will be held for presentation of the Recommended Draft Comprehensive Plan as stated in Stat. 66.1001(4)(d). The hearing must be preceded by a Class 1 notice under ch.985.
 - At least 30 days before the hearing is held, written notice shall be provided to all of the following:
 - An operator who has obtained, or made application for, a permit that is described under s. 295.12(3)(d).
 - A person who has registered a marketable nonmetallic mineral deposit under s. 295.20
 - Any other property owner or leaseholder who has an interest in property pursuant to which the person may extract nonmetallic mineral resources, if the property owner or leaseholder requests in writing that the Village of Merrilan provide the property owner or leaseholder notice of the hearing.
 - Any person who has submitted a request to receive notice of any proposed ordinance that affects the allowable use of property owned by the person.
 - Any comments by the above-mentioned governing bodies, or public, will be read into the minutes during the Public Hearing, evaluated, and incorporated as necessary by the Village Board into the Adopted Comprehensive Plan. A summary of comments and subsequent action will be provided upon request.

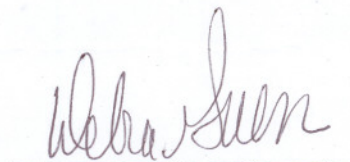
Other public participation activities may be added as deemed necessary by Village Board.

Vote: Yes 5 No 0 Abstain 0 Absent 2

Adopted this 3 day of February, 2009.

Attest:


Village President


Village Clerk

Jackson County Public Opinion Survey

Results Overview



Date: 7/7/2009 11:08 AM PST

Responses: Completes


Filter: Custom Filter

1. Indicate your status in Jackson County.




Year-round resident-OWNER		36	77%
Year-round resident-RENTER		0	0%
Seasonal resident-OWNER		6	13%
Seasonal resident-RENTER		0	0%
Non-resident landowner		5	11%
Total		47	100%

2. Indicate the Town, Village or City where your primary Jackson County residence (or the most frequently used property) is located.

City of Black River Falls	0	0%
Town of Adams	0	0%
Town of Albion	0	0%
Town of Alma	0	0%
Town of Bear Bluff	0	0%
Town of Brockway	0	0%
Town of City Point	0	0%
Town of Cleveland	0	0%
Town of Curran	0	0%
Town of Franklin	0	0%
Town of Garden Valley	0	0%
Town of Garfield	0	0%
Town of Hixton	0	0%
Town of Irving	0	0%
Town of Knapp	0	0%
Town of Komensky	0	0%
Town of Manchester	0	0%

Town of Melrose		0	0%
Town of Millston		0	0%
Town of North Bend		0	0%
Town of Northfield		0	0%
Town of Springfield		0	0%
Village of Alma Center		0	0%
Village of Hixton		0	0%
Village of Melrose		0	0%
Village of Merrillan		48	100%
Village of Taylor		0	0%
Total		48	100%




3. Please indicate your age bracket.

18 - 25		0	0%
26 - 45		7	15%
46 - 65		20	42%
over 65		21	44%
Total		48	100%

4. If you own land in Jackson County, within the next 10 years are you planning to:





Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.	Yes	No	Does not apply
Build a year-round residence	3 9%	19 58%	11 33%
Expand existing home	6 17%	19 54%	10 29%
Expand or start new business	2 6%	21 64%	10 30%
Sell and relocate out of the area	4 12%	22 67%	7 21%
Make no changes	20 50%	10 25%	10 25%

5. How long have you owned your primary property or primary residence in Jackson County?


Less than 5 years		2	4%
5 to 15 years		18	38%
More than 15 years		27	57%

I am a renter		0	0%
Total		47	100%





6. The quality of life in Jackson County is good.

Strongly agree		5	10%
Agree		33	69%
Disagree		6	12%
Strongly disagree		0	0%
No opinion		4	8%
Total		48	100%

7. The quality of life in Jackson County has improved in recent years.

Strongly agree		1	2%
Agree		23	49%
Disagree		13	28%
Strongly disagree		0	0%
No opinion		10	21%
Total		47	100%

8. The quality of life in Jackson County is likely to improve in the future.













Strongly agree		1	2%
Agree		17	35%
Disagree		15	31%
Strongly disagree		0	0%
No opinion		15	31%
Total		48	100%



9. The following features make quality of life in Jackson County good.

Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.	Strongly agree	Agree	Disagree	Strongly disagree	No opinion
Affordable housing.	4 9%	21 45%	10 21%	1 2%	11 23%
Cultural opportunities.	0 0%	18 38%	16 34%	2 4%	11 23%
Farming.	3	33	5	0	6





	6%	70%	11%	0%	13%
Good roads.	2 4%	22 48%	12 26%	6 13%	4 9%
Lakes, rivers, creeks and streams.	10 21%	31 65%	2 4%	3 6%	2 4%
Low crime rate.	8 17%	20 43%	11 24%	2 4%	5 11%
Low property taxes.	4 9%	14 30%	14 30%	9 20%	5 11%
Natural environment and beauty.	15 33%	25 54%	3 7%	0 0%	3 7%
Proximity to jobs.	4 9%	12 26%	19 40%	1 2%	11 23%
Public outdoor recreation activities (hunting, fishing, boating, etc.)	17 35%	25 52%	2 4%	0 0%	4 8%
Public outdoor recreational facilities (parks, campgrounds, beaches, etc.)	14 29%	27 56%	3 6%	0 0%	4 8%
Public schools	10 21%	25 52%	5 10%	1 2%	7 15%

10. What are the three (3) most important issues facing Jackson County in the coming years? (select only 3)


Public services		9	19%
Public schools		16	33%
Road maintenance		13	27%
Promote business and create jobs		30	62%
Farmland preservation		5	10%
Residential growth		3	6%
Scenic views		1	2%
Expand recreational opportunities		5	10%
Property taxes		31	65%
Sensitive environmental areas		6	12%
Maintain Jackson County's rural character		9	19%
Provide adequate housing		4	8%
Forest			

fragmentation (break up of large forested land parcels)		7	15%
Other, please specify		2	4%






12. Homeowners: What is the present value of your Jackson County residence?

Less than \$100,000		20	47%
\$100,000 - \$200,000		15	35%
\$200,000-\$300,000		7	16%
Over \$400,000		1	2%
Total		43	100%

13. Should there be the minimum lot size for single family residential development in rural Jackson County?

Yes		29	60%
No		12	25%
No opinion		7	15%
Total		48	100%

14. If yes, what should the minimum lot size be for single family residential development in rural Jackson County?

Less than 1 acre		1	3%
1 - 2 acres		18	58%
3 - 5 acres		8	26%
6 - 10 acres		0	0%
10 - 20 acres		1	3%
No minimum acreage requirement		3	10%
Other, please specify		0	0%
Total		31	100%

15. How would you rate housing availability in Jackson County?


Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.	Need a lot more	Need a little more	Do not need any more	No opinion

Apartments (3 or more units)	1 2%	7 16%	14 31%	23 51%
Assisted living facilities for seniors	9 20%	11 24%	6 13%	19 42%
Condominiums	2 4%	8 17%	16 35%	20 43%
Duplexes	1 2%	8 18%	12 27%	23 52%
Executive (high-end) housing	1 2%	3 7%	19 43%	21 48%
Focus on improving existing housing quality	20 43%	10 22%	1 2%	15 33%
Housing for low-income households	9 20%	6 13%	14 30%	17 37%
Mobile home parks	0 0%	6 13%	26 58%	13 29%
Senior condominiums and apartments	9 19%	15 32%	5 11%	18 38%
Single family housing	7 16%	13 29%	7 16%	18 40%
Starter (first time buyer) homes	11 23%	13 28%	5 11%	18 38%


16. What type of road do you have fronting your property?





City or Village street		17	39%
Town road		8	18%
County road		4	9%
State highway		10	23%
Private road		5	11%
Total		44	100%

17. What type of road surface is utilized?





Paved		30	88%
Gravel		3	9%
Dirt		1	3%
Total		34	100%

18. Which roadway systems need the most improvement or maintenance?

City or Village street		12	28%

Town road		9	21%
County road		16	37%
State highway		5	12%
Private road		1	2%
Total		43	100%






19. Rate the overall condition of the roads in Jackson County.

Very good		1	2%
Good		9	19%
Average		20	43%
Fair		13	28%
Poor		4	9%
Total		47	100%





20. In general the road shoulders in Jackson County are adequate.


Strongly agree		0	0%
Agree		30	64%
Disagree		12	26%
Strongly disagree		2	4%
No opinion		3	6%
Total		47	100%

21. The County should provide additional road shoulders for bicyclists.






Strongly agree		4	8%
Agree		16	33%
Disagree		16	33%
Strongly disagree		3	6%
No opinion		9	19%
Total		48	100%

22. Some roads within Jackson County should be open to ATVs.

Strongly agree		4	8%
Agree		12	25%
Disagree		11	23%
Strongly disagree		15	31%

No opinion		6	12%
Total		48	100%



23. The County's existing public transportation services (elderly van service, mini-bus) are adequate.

Strongly agree		1	2%
Agree		20	42%
Disagree		5	10%
Strongly disagree		3	6%
No opinion		19	40%
Total		48	100%

24. Bus service within Jackson County should be developed with rural bus stops at selected locations.

Yes		22	71%
No		9	29%
Total		31	100%
0 Responses			

25. Passenger rail service should be established to provide local municipalities with connections to major urban centers (Twin Cities, Madison, Milwaukee, Chicago, etc.)

Yes		32	76%
No		10	24%
Total		42	100%
2 Responses			




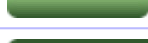
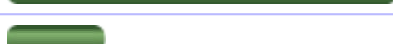






26. As a Jackson County landowner, rank the importance of maintenance and improvements of the following facilities. (1 - least important to 5 - most important)

Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.	One (least important)	Two	Three	Four	Five (most important)	No opinion
Airports	19 44%	4 9%	4 9%	1 2%	2 5%	13 30%
Ambulance Service	3 6%	1 2%	5 11%	9 19%	25 53%	4 9%
Business parks	9 20%	5 11%	11 24%	5 11%	4 9%	11 24%
Cellular service / Internet access / Cable	4 9%	6 13%	8 17%	9 20%	12 26%	7 15%

Fire protection	3 7%	1 2%	3 7%	7 16%	27 61%	3 7%
Hospital / Health care clinics	2 4%	0 0%	1 2%	8 17%	32 68%	4 9%
Law Enforcement	1 2%	3 7%	4 9%	8 17%	26 57%	4 9%
Municipal water systems	2 4%	4 9%	5 11%	10 22%	17 38%	7 16%
Parks	2 4%	5 11%	15 33%	7 16%	9 20%	7 16%
Public libraries	3 7%	8 18%	17 38%	2 4%	6 13%	9 20%
Public school system	1 2%	3 7%	5 11%	8 17%	23 50%	6 13%
Recreational trails motorized	12 27%	6 13%	7 16%	3 7%	9 20%	8 18%
Recreational trails non- motorized	11 24%	5 11%	6 13%	11 24%	7 16%	5 11%
Recycling Program	1 2%	3 7%	10 22%	9 20%	17 38%	5 11%
Sanitary sewer service	1 2%	2 4%	7 16%	11 24%	18 40%	6 13%
Solid Waste collection (garbage)	1 2%	0 0%	4 9%	16 36%	20 44%	4 9%
Street and road maintenance	3 7%	0 0%	9 20%	11 24%	19 41%	4 9%





27.

What are the most important natural resource elements to you? (select the three (3) most important to you)




Lakes		21	44%
Rivers / creeks / streams		18	38%
Groundwater		15	31%
Wetlands		9	19%
Wildlife		28	58%
Soil		6	12%
Forests		24	50%
Parks		6	12%
Community Design		3	6%
Cultural Resources		1	2%
Recreational Resources		10	21%
Historical Resources		4	8%
Other, please		0	0%

specify





28. Jackson County should further ensure that its lakes, rivers, streams and wetlands are protected from degradation.

Strongly agree		33	69%
Agree		12	25%
Disagree		1	2%
Strongly disagree		0	0%
No opinion		2	4%
Total		48	100%

29. Additional development restrictions should be put in place to protect the aesthetic beauty and ecological functioning of lake, river and stream shorelines.

Strongly agree		17	35%
Agree		22	46%
Disagree		7	15%
Strongly disagree		1	2%
No opinion		1	2%
Total		48	100%

30. Should developers be required to provide neighborhood parks or other recreational facilities as part of rural subdivision approval?





Strongly agree		8	17%
Agree		26	54%
Disagree		7	15%
Strongly disagree		0	0%
No opinion		7	15%
Total		48	100%

31. Do you think additional recreational facilities are needed for the following?






Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.	Need more	Adequate	Too many already	No opinion	
	ATVs	9 19%	26 54%	10 21%	3 6%
	Beaches	8 17%	37 77%	0 0%	3 6%
	Campgrounds	12	33	1	2

	25%	69%	2%	4%
Cross Country Skiing	9 19%	31 65%	0 0%	8 17%
Cycling / Mountain Biking	7 15%	29 60%	4 8%	8 17%
Dog Sledding	6 13%	12 26%	2 4%	27 57%
Fishing / Boat Landings	14 29%	30 62%	0 0%	4 8%
Golf Courses	1 2%	34 71%	6 12%	7 15%
Hiking / Walking	17 35%	26 54%	0 0%	5 10%
Horseback Riding	7 15%	22 47%	2 4%	16 34%
Hunting	10 21%	32 68%	1 2%	4 9%
Picnic Areas	10 21%	34 72%	1 2%	2 4%
Playground Equipment	9 19%	32 67%	1 2%	6 12%
Snowmobile	3 6%	28 58%	9 19%	8 17%
Sports Fields (Baseball, Soccer, Tennis, etc.)	2 4%	34 71%	3 6%	9 19%



32. Prime agricultural lands should be preserved exclusively for farming use in Jackson County.

Strongly agree		17	35%
Agree		21	44%
Disagree		3	6%
Strongly disagree		0	0%
No opinion		7	15%
Total		48	100%






33. Single family residences should be allowed to be constructed on prime agricultural lands.

Strongly agree		2	4%
Agree		12	25%
Disagree		15	31%
Strongly disagree		10	21%
No opinion		9	19%
Total		48	100%





- 34.** Currently residential homes are not allowed in agricultural zone districts unless the owner is actively engaged in an agricultural activity. Do you?

Strongly agree		12	25%
Agree		20	42%
Disagree		6	12%
Strongly disagree		2	4%
No opinion		8	17%
Total		48	100%

- 35.** Non-farm residential development should not be allowed in farming areas because of the potential for conflicts with farming activities.

Strongly agree		11	23%
Agree		26	54%
Disagree		5	10%
Strongly disagree		1	2%
No opinion		5	10%
Total		48	100%

- 36.** Jackson County should allocate funding to recruit new industries and/or commercial businesses.

Strongly Agree		16	33%
Agree		21	44%
Disagree		4	8%
Strongly Disagree		1	2%
No Opinion		6	12%
Total		48	100%

- 37.** As a Jackson County landowner, do you support the development of the following types of industries in Jackson County? (select one per line)




Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.	Support	Oppose	Not sure
Forest product manufacturing	27 59%	7 15%	12 26%
Heavy manufacturing (primary manufacturing such as foundries, etc.)	23 48%	15 31%	10 21%
High technology manufacturing	38 81%	2 4%	7 15%
Intensive agricultural operations ("factory" farms or egg processing plants)	20 42%	14 29%	14 29%
Light manufacturing			

(product assembly, product fabrication, etc.)	42 88%	3 6%	3 6%
Non-intensive agricultural related businesses (implement dealer, etc.)	38 81%	2 4%	7 15%
Renewable energy manufacturing	39 83%	1 2%	7 15%
Transport industrial (warehousing, distribution centers, etc.)	30 67%	5 11%	10 22%
Other (please specify)	2 29%	0 0%	5 71%


38. As a Jackson County landowner, do you support the development of the following types of retail establishments in Jackson County? (select one per line)



Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.	Support	Oppose	Not Sure
Convenience stores	27 61%	9 20%	8 18%
Department stores	31 69%	5 11%	9 20%
Entertainment establishments	34 76%	4 9%	7 16%
Family restaurants	42 88%	2 4%	4 8%
Fast food restaurants	25 56%	13 29%	7 16%
Recreational activity stores (ATV, motorcycle, snowmobile, etc.)	31 70%	6 14%	7 16%
Small specialty retail shops	42 89%	2 4%	3 6%
Specialty grocery stores	34 74%	5 11%	7 15%
Supermarkets	36 78%	6 13%	4 9%

39. Are there enough job opportunities in Jackson County?





Yes		1	2%
No		34	71%
Not sure		13	27%
Total		48	100%

40. Are the jobs in Jackson County paying an adequate wage or salary?






Yes		6	13%
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No		21	45%
Not sure		20	43%
Total		47	100%






41. Current land use regulations have done an effective job in minimizing land use conflicts in Jackson County.

Strongly agree		0	0%
Agree		13	27%
Disagree		10	21%
Strongly disagree		1	2%
No opinion		24	50%
Total		48	100%

42. Should you be allowed to use, develop or sell your land for any type of use, regardless of whether or not conflict might develop with neighbors?

Strongly agree		4	9%
Agree		9	19%
Disagree		16	34%
Strongly disagree		16	34%
No opinion		2	4%
Total		47	100%

43. Should your neighbor be allowed to use, develop or sell their land for any types of use, regardless of whether or not conflicts might develop with you or other neighbors?

Strongly agree		4	8%
Agree		9	19%
Disagree		15	31%
Strongly disagree		17	35%
No opinion		3	6%
Total		48	100%

44. If you are familiar with the following County regulations, please answer the following.

Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.	Adequate	Not Adequate	Excessive	No Opinion	
	Private forest land	10 26%	7 18%	2 5%	20 51%
	Agricultural land	12	6	0	19

	32%	16%	0%	51%
Residential	11 29%	5 13%	2 5%	20 53%
Commercial	7 18%	8 21%	1 3%	22 58%
Industrial	7 18%	9 24%	0 0%	22 58%
Rivers / Inland lakes	11 29%	8 21%	2 5%	17 45%
Wetlands	8 21%	8 21%	3 8%	19 50%
Shoreland	13 34%	8 21%	1 3%	16 42%
Large scale farm operations	6 16%	7 19%	2 5%	22 59%

45. It is important to develop guidelines in Jackson County for: Commercial / Industrial

Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.	Very important	Important	Not important	No opinion
Signs	19 43%	17 39%	5 11%	3 7%
Exterior lighting	18 41%	19 43%	4 9%	3 7%
Noise	23 52%	15 34%	1 2%	5 11%
Vegetative screening	13 30%	20 45%	2 5%	9 20%
Building appearance	17 39%	21 48%	3 7%	3 7%
Wind turbines / towers	18 41%	16 36%	4 9%	6 14%
Solar panels	16 36%	16 36%	6 14%	6 14%





46. It is important to develop guidelines in Jackson County for: Residential

Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.	Very important	Important	Not important	No opinion
Signs	19 42%	14 31%	5 11%	7 16%
Exterior lighting	17 38%	17 38%	4 9%	7 16%
Noise	25	13	1	6

	56%	29%	2%	13%
Vegetative screening	15 33%	14 31%	6 13%	10 22%
Building appearance	19 42%	20 44%	2 4%	4 9%
Wind turbines / towers	23 51%	12 27%	3 7%	7 16%
Solar panels	21 47%	12 27%	4 9%	8 18%

47.

Should Jackson County allow the option of clustering or grouping of single family residences on a large acreage in order to conserve wooded areas, open spaces or scenic views, and provide for the efficient provision of public services with no increased density over conventional development?

Strongly agree		7	16%
Agree		23	52%
Disagree		3	7%
Strongly disagree		1	2%
No opinion		10	23%
Total		44	100%







48.

The Jackson County zoning, subdivision and related ordinances have been effective in: Note: Some ordinances may not pertain to the municipality in which you own property







Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.	Strongly agree	Agree	Disagree	Strongly disagree	No opinion
Regulating building size	3 7%	15 35%	8 19%	2 5%	15 35%
Protecting property values	1 2%	19 43%	12 27%	2 5%	10 23%
Regulating land divisions	2 5%	18 41%	9 20%	0 0%	15 34%
Controlling signs	4 9%	22 50%	5 11%	0 0%	13 30%
Controlling junk vehicles	8 18%	8 18%	14 32%	6 14%	8 18%
Protecting the environment	6 14%	17 40%	8 19%	2 5%	10 23%
Regulating communication towers	2 5%	20 45%	4 9%	2 5%	16 36%
Regulating sanitation	5 12%	20 47%	6 14%	1 2%	11 26%



49.

Rank your impressions of the Jackson County Zoning Ordinances.

Excellent		2	4%
Good		16	36%
Fair		9	20%
Poor		1	2%
Needs improvement		6	13%
No opinion		11	24%
Total		45	100%

51. Now that you have completed the survey, rank the three (3) elements of most importance to you.

Issues and Opportunities - Includes general background information on the local governmental unit.		4	10%
Agricultural, Natural and Cultural Resources - Policies to conserve and promote effective management of these resources.		27	68%
Transportation - Guide the future development of various modes of transportation.		9	22%
Utilities and Community Facilities - Guide the future development of utilities and community facilities.		13	32%
Housing - Guide for the governmental unit to provide adequate housing for existing and future demand.		11	28%
Economic Development - Promote the retention or expansion of the economic base and quality employment opportunities.		26	65%
Intergovernment Cooperation - Promote joint		7	18%

planning and cooperation with other jurisdictional units.			
Land Use Permit Implementation - Ordinance development as a tool to regulate the land use plan.		17	42%

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Jackson County Public Opinion Survey

Results Overview



Date: 7/7/2009 11:09 AM PST
Responses: Completes
Filter: Custom Filter

25. Passenger rail service should be established to provide local municipalities with connections to major urban centers (Twin Cities, Madison, Milwaukee, Chicago, etc.)

#	Response
1	We used to have it. It was called the "400" because it went from Mpls to Chicago in 400 minutes! Try that from the airports in all weather!
2	We need the 400 back or train like it.

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Jackson County Public Opinion Survey

Results Overview



Date: 7/7/2009 11:10 AM PST
 Responses: Completes
 Filter: Custom Filter

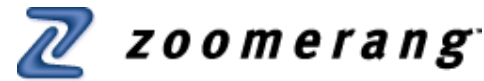
50. Regarding the county ordinances, what is working well or what needs improvement?	
#	Response
1	Subdivisions should not start looking like junk yards or trailer parks
2	Some are too strict some not enough. It takes empathy and a look to the future. The music is too loud when it hits someone else's ear. The building is too big or in the wrong place when it blocks others scenic view. Hatfield is a good example of land use, tax base and big money did it in. People liked it rustic and quiet. The homes are so close together you can't see the lake. "Downtown" Hatfield is terrible. Who thought up the barriers? the "50 people in winter" are stuck with it. Don't envy your job trying to come up with solutions for zoning. Merrillan has been through a very trying three years with the mill building and water falls fiasco. It doesn't affect just Merrillan or Jackson County but west Central Wisconsin.
3	Too much depend on the name of the individual & who their buddy is on the board.
4	Zoning has to improve
5	the townships need to do a better job of regulating all the junk that is accumulating all over the county. It is a tremendous eyesore and gives people the impression that nobody cares what our land looks like.
6	Merrillan needs to get the dam repaired so we get our water back. Lots of weddings, graduations and other pictures have been taken by the dam. We miss the water. It's been too long without it.
7	Need less regulation
8	I believe there is always room for improvement in anything that makes our county safe and beautiful. So there is no one thing, but all things can be improved.
9	I was forced to demolish my house and now I am told I can't put my beautiful park model on my lot. But yet the guy next door can have an aluminum pole building with dirt floor and tons of old cars & lawn mowers piled everywhere. How fair is that? NOT FAIR AT ALL!!!
10	Everything.

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Jackson County Public Opinion Survey

Results Overview



Date: 7/7/2009 11:11 AM PST
 Responses: Completes
 Filter: Custom Filter

52. Tell us what other concerns, if any, you have about the future of Jackson County.

#	Response
1	<p>I have concerns that regulations and ordinances are becoming too restrictive, especially considering shoreland/wetland ordinances. Decisions should be left up to local jurisdictions using common sense and sound engineering practices instead of sweeping restrictive regulations that do not make common sense in all applications.</p> <p>I am concerned that minimum lot size for allowance of residential development may become too restrictive.</p> <p>Businesses need to be supported and encouraged to keep the community alive.</p> <p>Overall, I do have concerns that this survey is quite suggestive, leading some to choose seemingly positive answers that may be interpreted completely differently than one intends.</p> <p>I hope this works out for the benefit of all - it may change my decision on whether to move to the area to raise my family.</p>
2	We need good paying alternative jobs situations in this area. Our taxes are too high for the small area we are in. My relatives pay less in other states then we pay in the this little town.
3	Need to be sure the right laws are created to insure that no more nude camps move into the area. It really decreases the value of the area.
4	We need to attract companies that pay above minimum wage, have training, and benefits to support families. We should advocate for the light rail to come through to provide transportation to jobs outside the area (Eau Claire, Mpls/St Paul, LaCrosse, Rochester, Madison, Milwaukee) We need planning to make the area more attractive for tourists and businesses.
5	the Oakewood Lake project has silted the creek and Lower Lake and damaged the ecosystem of Lower Lake.
6	This county needs to start understanding that everything does not revolve around BRG. If it isn't good for BRG, the 10 cent millionaires who run this county will not allow it to happen. Get off their holier than thou horse and wake up. The people are not going to take this crap anymore.
7	you must have 35 acres of farm land to build a home or work land.
8	The county should stay OUT of private enterprise. Let private enterprise develop.
9	Property values went down but my taxes didn't go down. Why is that? Why are taxes so expensive compared to other parts of the country.
10	More of our younger generation should be working and paying their own way instead of looking to social service to keep them and their offspring. Teach them to pay cash and hold their debt down and to work! - a tired OLD taxpayer.
11	There should be a law if you tear a building down, you should have a certain amount of time to clean it up (not months or years). Pines has turned into our new city dump. It is an awful filthy sight. I can't believe our City Fathers let this go on for as long as it has.
12	All townships should have zoning & if not, county should develop regulations that apply to them. Items to include: junk vehicles, farm machinery, mobile homes, trash & garbage. Building setback from property lines and roads, ATV and snowmobile regulations. County should require all townships to have adequate garbage service, too much garbage being dumped in county and state forest or along roadways.

APPENDIX C: TECHNICAL & FINANCIAL RESOURCES

Local/Regional Resources and Grant Opportunities

Funding Programs By Category	Maximum Award	Application Due Date	Granting Agency
Economic Development			
Business Capital Fund: The Business Capital Fund is a revolving loan fund designed to address a gap in private capital markets for long term fixed-rate, low down payment, low interest financing. The fund is targeted to manufacturers, tourism and selected service industries which create jobs and are located in Buffalo, Jackson, Pepin, Pierce, and Trempealeau Counties.	Loans are typically in the \$7,000 - \$85,000 range. Maximum loan is \$200,000. Micro loans are also available.	Continual	Mississippi River RPC administers the revolving loan fund
Dairyland Power Cooperative Economic Development Financial Assistance: An array of financing programs may be available for new or expanding businesses including loans, loan guarantees, grants, tax incentives, jobs, training, etc.	For more information e-mail: econdev@ dairynet.com	Continual	Dairyland Power Cooperative

State/Federal Programs and Grant Opportunities

Funding Programs By Category	Maximum Award	Application Due Date	Granting Agency
Bicycle/Pedestrian			
Bicycle & Pedestrian Facilities Program (BPFP) <ul style="list-style-type: none"> To construct or plan for bicycle or bicycle/pedestrian facility projects. The statutory language specifically excludes pedestrian-only facilities, such as sidewalks, and street-scaping type projects. <u>Note:</u> Because of the similarities between the BPFP and the <u>Transportation Enhancements (TE) program</u> objectives and eligibility criteria, applications and funding for both programs are undertaken together. 	Construction projects must be \$200,000 and over. Bicycle and pedestrian planning projects must cost \$50,000 or more.	April of even years	WDOT
Safe Routes to School (SRTS) <ul style="list-style-type: none"> Safe Routes to School (SRTS) programs encourage children ages K-8 to walk and bike to school by creating safer walking and biking routes. Eligible projects/activities must focus on children in kindergarten through eighth grades. Projects must be within a two-mile radius of any elementary or middle school. 	Reimbursement program; 100% funded. Infrastructure project must be \$25,000 and over; non-infrastructure projects must be \$10,000 and over.	March	WDOT
Brownfields			
Brownfields Site Assessment Grant (SAG) <ul style="list-style-type: none"> This grant can fund phase 1 & 2 environmental site assessments, site investigations, demolition, asbestos removal associated with demolition, removal of abandoned containers, and removal of underground storage tanks (USTs). 	Reimbursement program requiring 20% local match. Small & large grants available.	November (deadline date varies)	DNR
Brownfields Greenspace/Public Facilities Grant <ul style="list-style-type: none"> Eligible sites are defined as industrial or commercial facilities or sites with common or multiple ownership. They are abandoned, idle, or underused and have actual (or perceived) environmental contamination which adversely affects expansion or redevelopment. The sites need to be used by a local government as green space and/or recreational areas. 	Grants are classified as small, medium, or large, and match is dependent on grant size.	Continuous or until all funds are awarded.	DNR

Funding Programs By Category	Maximum Award	Application Due Date	Granting Agency
Land Recycling Loan (Brownfields) Program <ul style="list-style-type: none"> Loans with a 0% interest rate (.5% servicing fee) are available to remedy environmental contamination of sites or facilities at which environmental contamination has affected groundwater or surface water or threatens to affect groundwater or surface water. 	0% loan program	Must submit Notice of Intent to Apply by December 31	DNR
Community Development Block Grant Blight Elimination/Brownfield Redevelopment (CDBG-BEBR) <ul style="list-style-type: none"> Designed to assist communities with assessing or remediating the environmental contamination of an abandoned, idle or underused industrial or commercial facility or site in a blighted area, or that qualifies as blighted. Critical to obtaining a grant is a redevelopment plan that describes how the property will be reused for commercial or industrial development that results in jobs and private investment in the community. 	\$1.25 million maximum award; require 20-50% match	Continuous	DOC
Economic Development			
Community-Based Economic Development Grants (CBED) Provides financing assistance to planning or development projects that provide technical assistance services that support business development. Planning, Development Projects and Assistance Grants <ul style="list-style-type: none"> Grants of up to \$30,000 to fund non-profit organizations to assist small businesses, develop economic development project plans or to undertake an entrepreneur training program for at-risk youth. Business Incubator & Technology Based Incubator Grants <ul style="list-style-type: none"> Grants up to \$100,000 for unique regional project which are collaborative efforts between community-based organizations or local units of government Grants of up to \$10,000/year for technical assistance in developing a feasibility study or the initial design of an incubator start-up or expansion project to improve the operation of an incubator Grants of up \$100,000/year to start, rehabilitate or expand an incubator Grants of up to \$30,000/year to fund operations of an existing incubator Grants of up to \$75,000/year for a venture capital development seminar 	<p>25% cash match required</p> <p>50% cash match required</p>	Varies; generally November/December	DOC
Community Development Zone (CDZ) <ul style="list-style-type: none"> Tax benefit initiative designed to encourage private investment and to improve both the quality and quantity of employment opportunities. The program has more than \$38 million in tax benefits available to assist businesses that meet certain requirements and are located or willing to locate in one of 22 Community development zones. 	Tax Credits provision Funding not provided directly.	Contact local CDZ Manager	DOC

<p>Economic Development Administration (EDA) Grants</p> <p>Public Works</p> <ul style="list-style-type: none"> Empowers distressed communities and regions to revitalize, expand, and upgrade their physical infrastructure to attract new industry, encourage business expansion, diversify local economies, and generate or retain long-term, private sector jobs and investment. <p>Economic Adjustment Assistance Program</p> <ul style="list-style-type: none"> Funds to address the needs of distressed communities experiencing adverse economic changes that may occur suddenly over time, and generally result from industrial or corporate restructuring, new Federal laws or requirements, reduction in defense expenditures, depletion of natural resources, or natural disaster. <p>Research and National Technical Assistance</p> <ul style="list-style-type: none"> Supports research of leading edge, world-class economic development practices as well as funds information dissemination efforts. <p>Local Technical Assistance</p> <ul style="list-style-type: none"> Helps fill the knowledge and information gaps that may prevent leaders in the public and nonprofit sectors in distressed areas from making optimal decisions on local economic development issues. <p>Partnership Planning</p> <ul style="list-style-type: none"> EDA's Partnership Planning programs help support local organizations (Economic Development Districts, Indian Tribes, and other eligible areas) with their long-term planning efforts and for related short-term planning needs. 	Dependent on project and local census data	Continual	EDA
<p>Business and Community</p> <p>Community Facilities Direct Loans & Grants</p> <ul style="list-style-type: none"> Funding for essential community facilities such as municipal buildings, day care centers, and health and safety facilities. Based on 2000 Census, cities and villages must be under 20,000 in population for loans and grants. Grant recipients must have a median household income below \$41,969. <p>Community Facilities Guaranteed Loans</p> <ul style="list-style-type: none"> Provide funding for the essential community facilities. Borrower must be unable to obtain credit at any reasonable rates and terms from other sources. <p>Rural Business Enterprise Grant (RBEG)</p> <ul style="list-style-type: none"> Used to finance and develop small and emerging private businesses with less than \$1 million in revenues, and which will have fewer than 50 new employees. Funds can be used for technical assistance, revolving loan program, incubator/industrial buildings, and industrial park improvements. <p>Rural Business Opportunity Grants</p> <ul style="list-style-type: none"> Provide technical assistance, training, and planning activities that improve economic conditions in rural areas and cities and villages with a population of 10,000 or less. 	Federal funding and project dependent.	Varies by grant.	USDA Rural Development
Fire/ Emergency Response/Homeland Security			
<p>Volunteer Fire Assistance Grant</p> <ul style="list-style-type: none"> Available to county/area fire associations to support wildland fire suppression capabilities in an area through broad-ranging projects of benefit to all of the local fire departments. Must have a positive impact on the prevention, detection, and suppression of wildland fires in all the communities served by a county/area fire association. 	50% project reimbursement. \$1,500 minimum, \$10,000 maximum grant award.	July 2	DNR
<p>Assistance to Firefighters Grant (AFG)</p> <ul style="list-style-type: none"> The AFG program awards grants directly to fire departments of a State to enhance their ability to protect the health and safety of the public and firefighting personnel, with respect to fire and fire-related hazards. Grants are awarded on a competitive basis to applicants that address AFG program priorities, demonstrate financial need, and demonstrate the benefit to be derived from their projects. 	Project dependant	March	FEMA

Staffing for Adequate Fire & Emergency Response (SAFER) <ul style="list-style-type: none"> Funds awarded directly to fire departments and volunteer firefighter interest organizations in order to help them increase the number of trained, “front-line” firefighters available in their communities. 	Project and community dependant	August	FEMA
Fire Prevention & Safety Grants (FP&S) <ul style="list-style-type: none"> Funding for fire prevention activities and to research and develop improvements to firefighter safety. Grants are designed to reach high-risk target groups and mitigate incidences of deaths and injuries caused by fire and related hazards. 	\$1 million maximum; match required depending on population served	November	FEMA
Homeland Security Grant Program (HSGP) Helps protect Wisconsin’s communities by building the capacity to prevent, respond to, and recover from a catastrophic incident of terrorism in the state. Citizen Corps <ul style="list-style-type: none"> Funds to encourage community participation in domestic preparedness through public education and outreach, training, and volunteer service. Data Sharing <ul style="list-style-type: none"> Funding for data sharing is being coordinated with the Wisconsin Justice Information Sharing (WIJIS) project. These grants use an online application process. Units of government that have been identified to apply for these grants will be contacted by OJA and notified when the online application is made available, as well as what types of equipment are eligible under the grant. Agencies should not submit a registration request or apply for the grant until notified and specifically invited to apply by OJA. Equipment Grants <ul style="list-style-type: none"> Funds for the purchase of equipment to prevent, respond to, and recover from an act of terrorism. Infrastructure Protection <ul style="list-style-type: none"> Funds to enhance security and capability at identified critical infrastructure facilities and assets around the state. Agencies should not submit a registration request or apply for the grant until notified and specifically invited to apply by OJA. Communications Interoperability <ul style="list-style-type: none"> Funds to resolve existing communications interoperability issues and improve voice communications and data sharing among agencies and disciplines throughout the state. Emergency Responder NIMS/ICS Training <ul style="list-style-type: none"> Funds to design, develop, conduct, and evaluate exercises to test the plans and capabilities of Wisconsin’s emergency response community. 	Dependent on State grant award and program	Dependent on program and application procedures.	Office of Justice Assistance (OJA)
General Loan Program			
State Trust Funds Loan Program <ul style="list-style-type: none"> School Districts and municipalities may borrow money from the State Trust Fund Loan Program for a wide variety of purposes including buildings, roads, water and sewer facilities, equipment, recreational facilities, industrial development, or other public purposes. 	Municipalities are authorized to borrow up to 5% of the unit's equalized valuation	No application deadline	Wisconsin Department of Justice Board of Commissioners of Public Lands
Housing			
Community Development Block Grant Small Cities Development Program <ul style="list-style-type: none"> Project may include residential rehabilitation, conversion of commercial property to residential units, assistance to LMI renters to become homeowners, and small public facilities projects. Housing (HHR) <ul style="list-style-type: none"> Provides down-payment, rehabilitation assistance and renter assistance to target areas within a community or county. 	Based on community size and scope of project Based on scope of project	Varies March/April Varies March/April	DOC

Lakes and Rivers			
<i>Aquatic Invasive Species Control Grants</i>			
<ul style="list-style-type: none"> Funds are available for aquatic invasive species control project for any waters of the state including lakes, rivers, streams, and the Great Lakes. 	Fund up to 50% of the project cost to a maximum grant amount of \$75,000.	February 1 August 1	DNR
<i>Lake Planning Grant</i>			
<ul style="list-style-type: none"> Small-scale projects are intended for lakes where a detailed plan is unwarranted, is in place, or needs updating. Also, a small-scale project is an ideal starting place for lake groups just getting started in management plan development. Large-scale projects are designed to address more detailed and comprehensive planning needs for lakes. The goal of these grants is to develop local lake management plans. 	25% local match required. Small-scale projects - \$3,000 Large-scale projects - \$10,000	February 1 August 1	DNR
<i>Lake Protection and Classification Grants</i>			
<ul style="list-style-type: none"> Designed to assist lake users, lake communities and local governments as they undertake projects to protect and restore lakes and their ecosystems. Eligible projects include: <ul style="list-style-type: none"> Purchase of property or a conservation easement Restoration of wetlands Development of local regulations or ordinances Lake classification projects that allow counties to design and implement local land and water management programs that are tailored to specific classes of lakes in response to various development and recreational use pressures (these grants are limited to \$50,000). Lake protection projects recommended in a DNR-approved plan including watershed management, lake restoration, diagnostic feasibility studies, or any other projects that will protect or improve lakes. 	25% local match required. \$200,000 maximum per project.	May 1	DNR
<i>River Planning and Protection Management Grants</i>			
<ul style="list-style-type: none"> Designed to protect rivers, water quality, fisheries habitat, and natural beauty from deteriorating as the number of homes and recreational, industrial, and other uses increases along rivers. 	Planning Grants 25% local match \$10,000 maximum grant award Protection Grants 25% local match \$50,000 maximum grant award	May 1	DNR
Parks and Recreation			
<i>All Terrain Vehicle (ATV) Grant</i>			
<ul style="list-style-type: none"> Provide funds to acquire, insure, develop and maintain ATV trails, areas, and routes: <ol style="list-style-type: none"> 1) maintenance of existing approved trails, areas, and routes 2) purchase of liability insurance 3) acquisition of easements 4) major rehabilitation of bridge structures or trails 5) acquisition of land in fee and development of new trails and areas. 	Up to 100% funded - dependent on project	April 15	DNR
<i>Recreational Trails Program Grant</i>			
<ul style="list-style-type: none"> Eligible projects include: maintenance and restoration of existing trails, development and rehabilitation of trailside and trailhead facilities and trail linkages, construction of new trails, and acquisition of easement or property for trails. May only be used on trails which have been identified in or which further a specific goal of a local, county or state trail plan included or reference in a statewide comprehensive outdoor recreation plan required by the federal LAWCON. 	Up to 50% of the total project costs of a recreational trail project. Payments are reimbursements on costs incurred after project approval.	May 1	DNR
<i>Recreational Boating Facilities Grant</i>			
<ul style="list-style-type: none"> Construction of capital improvements to provide safe recreational boating facilities and for feasibility studies related to the development of safe recreational facilities. Also includes purchase of navigation aids, dredging of channels of waterways, and chemically treating Eurasian water milfoil. 	50% local match required	Established quarterly	DNR

<i>Land and Water Conservation Fund (LAWCON)</i> <ul style="list-style-type: none"> This fund is used to implement projects that are identified by both the local and the state Comprehensive Outdoor Recreation Plan. In general, land acquisition, development, and renovation projects for public outdoor recreation purposes are eligible LWCF projects. LWCF does not include the “nature-based outdoor recreation” restriction that the Stewardship Local Assistance Programs do. 	50% local match required	May 1	DNR
Planning			
<i>Community Development Block Grant Planning Grant Program (CDBG-PLN)</i> <ul style="list-style-type: none"> Provides funds to assist in specific local and area-wide plans. Proposals must be project specific and cannot be primarily engineering studies, design specifications, or other technical reports. 	Up to \$25,000	Continuous	DOC
<i>Comprehensive Planning Grant</i> <ul style="list-style-type: none"> Development and adoption of a comprehensive plan under s. 66.1001, Wis. Stats. Contracting for planning consultant services, public planning sessions, educational activities, or for the purchase of computerized planning data, software or hardware required to utilize planning data or software. Development and printing costs of the comprehensive plan document. Public outreach and associated information and education materials including citizen surveys, internet activities and newsletters. Development of data, maps, and computerized information utilized primarily for the development of the plan or plan update. Other activities necessary for the development and preparation of a comprehensive plan or plan update. 	Community funding dependent on Census population counts.	November 1	DOA
Public Facilities			
<i>Community Development Block Grant (CDBG) Public Facilities (CDBG-PF)</i> <ul style="list-style-type: none"> Funds to finance municipal infrastructure development. Water and waste treatment facilities, community centers, fire stations, and other facilities. Aimed to help communities with a high percentage of low and moderate income residents. <i>Public Facilities for Economic Development (CDBG-PFED)</i> <ul style="list-style-type: none"> Eligible activities are improvements to public facilities such as water systems, sewerage systems, and roads that are owned by a general or special purpose unit of government, and which will principally benefit businesses, and which as a result will induce businesses to create jobs and invest in the community. 	\$750,000 maximum award \$750,000 maximum award	Continuous Continuous	DOC
<i>Community Development Block Grant Emergency Program (CDBG-EAP)</i> <ul style="list-style-type: none"> Emergency response program to help restore or replace critical infrastructure damaged or destroyed as a result of a natural or man-made catastrophe. 	Award dependent on need and fund availability.	Apply within 60 days of the disaster.	DOC

Recycling			
Recycling Grants to Responsible Units <ul style="list-style-type: none"> Provide financial assistance to local units of government to establish and operate effective recycling and yard waste programs. 	Grant amounts have averaged 20-40% of eligible recycling and yardwaste expenses	October 1	DNR
Stewardship/Forestry/Wildlife			
Knowles-Nelson Stewardship Program The Stewardship Program was established in 1989 to preserve Wisconsin's most significant land and water resources for future generations and to provide the land base and recreational facilities needed for quality outdoor experiences. These goals are achieved by acquiring land and easements for conservation and recreation purposes, developing and improving recreational facilities, and restoring wildlife habitat. This is an umbrella program that funds the following grants: Aids for the Acquisition and Development of Local Parks (ADLP) <ul style="list-style-type: none"> Helps to buy land or easements and develop or renovate local park and recreation area facilities for nature-based outdoor recreation purposed (e.g., trails, fishing access, and park support facilities). Urban Green Space (UGS) <ul style="list-style-type: none"> Helps to buy land or easements in urban or urbanizing area to preserve the scenic and ecological values of natural open spaces for nature-based outdoor recreation, including non-commercial gardening. Urban Rivers (UR) <ul style="list-style-type: none"> Helps to buy land on or adjacent to river flowing through urban or urbanizing areas to preserve or restore the scenic and environmental values of riverways for nature-based outdoor recreation. Acquisition of Development Rights Grants (ADR) <ul style="list-style-type: none"> Helps to buy development rights (easements) for the protection of natural, agricultural, or forestry values, that would enhance nature-based outdoor recreation. 	50% local match required	May 1	DNR
Urban Forestry Provides technical service and financial assistance to communities for developing urban forestry programs. Priorities include: <ol style="list-style-type: none"> Communities needing to develop an urban forestry plan; Communities needing worker training; and Communities needing to conduct a street tree inventory. Eligible projects include 1) Undertaking street tree inventories; 2) Training for city tree workers; 3) Developing urban open space programs; 4) Developing urban forestry plans; 5) Developing a tree ordinance; 6) Developing a public awareness program; and, 7) Tree planting and maintenance	50% local match required. Grants range from \$1,000 to \$25,000.	October 1	DNR
Urban Wildlife Damage and Abatement Control Grant (UWDAC) <ul style="list-style-type: none"> Funds are available for a variety of cost-effective wildlife damage and control measures for white-tailed deer and Canada geese. 	50% local match required. \$5,000 maximum grant award.	December 1	DNR

Transportation			
Transportation Economic Assistance Program (TEA) Grant <ul style="list-style-type: none"> Road, rail, harbor and airport projects that attract employers to Wisconsin or encourage business and industry to remain and expand in the state. 	Awards up to \$1,000,000. 50% local match funds required.	Continual	WDOT
SAFETEA - Transportation Enhancements (TE) Grant Eligible Projects: <ul style="list-style-type: none"> Provision of facilities for pedestrians/bicycles Provision of safety and educational activities for pedestrians & bicyclists Preservation of abandoned railway corridors (including the conversion and use thereof for pedestrian or bicycle trails) Historic Preservation Rehabilitation/operation of historic transportation buildings (including historic railroad facilities and canals)* Establishment of transportation museums Acquisition of scenic easements and scenic or historic sites Scenic or historic highway programs (including the provision of tourist and welcome center facilities) Landscaping and other scenic beautification Control and removal of outdoor advertising Environmental mitigation of water pollution due to highway run-off or reduce vehicle caused wildlife mortality Archeological planning and research 	Construction projects must be \$200,000 and over. All other projects must be \$25,000 (federal share) and over. Reimbursement program to project sponsor. 20% local match funds required.	April of even years	WDOT
State Infrastructure Bank Program Grant (SIB) <ul style="list-style-type: none"> Provide low interest loans, loan guarantees, interest rate subsidies, lease-buy back options and other financial leveraging instruments that helps communities provide for transportation infrastructure improvements to preserve, promote and encourage economic development or to improve transportation efficiency and mobility. Eligible Projects Include: <ul style="list-style-type: none"> Improve an interchange for a new industrial park or commercial development; enhance a road leading up to a contaminated (brownfields) property; provide for better access to facilitate increased auto or truck traffic near commercial or industrial sites; repair or reconstruct a bridge linking downtown businesses with a major state highway(s); provide signal lights, turn lanes and pedestrian walkways a busy highway intersection; construct or widen a road linking an intermodal facility, (i.e. airport, harbor, railroad); widen a highway to improve safety and truck movements for a warehousing/distribution center; and construct parking facilities; bicycle lanes and pedestrian walk-ways to better facilitate customer traffic on or near retail centers and tourist attractions. 	Loan Program	60 days loan approval, project agreement in place prior to authorization for construction	WDOT
Local Roads Improvement Program (LRIP) Grant <ul style="list-style-type: none"> County Highway Improvement (CHIP); Town Road Improvement (TRIP); and Municipal Street Improvement (MSIP). Three additional discretionary programs (CHIP-D, TRIP-D and MSIP-D) allow municipalities to apply for additional funds for high-cost road projects. Eligible projects include but are not limited to: <ul style="list-style-type: none"> Design or Feasibility Studies Reconstruction Resurfacing Bridge Replacement or Rehabilitation Asphalt Purchasing 	Distributed by LRIP Committee Reimbursement program requiring 50% local match.	Biennial program; Due November 1 of odd number years.	WDOT

Water			
Clean Water Fund Program (CWFP) <ul style="list-style-type: none"> Provides loans to municipalities for wastewater treatment and urban storm water projects. Typically only a loan program. Combination grant/loan available under "Hardship Assistance Program". For grant assistance: (1) Municipalities Median Household Income (MHI) must be 80% or less of the state's MHI. (2) Estimated total annual charges per residential user that relate to wastewater treatment would exceed 2% of MHI in the municipality. Eligible Projects: Wastewater treatment and collection projects for existing facilities (compliance maintenance projects), new facilities or projects for the correction of water quality and human health problems in unsewered areas, and stormwater treatment. 	Low interest loans (currently about 3.0%) for planning, design, and construction; reduction in interest to as low as 0% and, if needed, grants up to a maximum of 70% to municipalities that qualify for Hardship Assistance. DNR subsidizes up to 45% of the Market Loan rate. No loan amount limit. Maximum loan term 20 years. Bond counsel required for loans over \$1 million.	File Notice of Intent To Apply due by December 31. Hardship Assistance Applications due by June 30. Low interest loan applications are accepted throughout the year. Must begin construction within 8 months of obtaining financing.	DNR
Municipal Flood Control Grant <ul style="list-style-type: none"> Local Assistance Grants that support municipal flood control administrative activities. Acquisition and Development Grants to acquire and remove floodplain structures, elevate floodplain structures, restore riparian areas, acquire land and easements for flood storage, construct flood control structures, and fund flood mapping projects. 	30% local match required. \$200,000 maximum per applicant.	Varies after passing of legislative state budget.	DNR
Dam Maintenance Grant <ul style="list-style-type: none"> Eligible projects include dam repair, reconstruction, modification or abandonment, or removal. 	Determined by project.	April 1	DNR
Well Compensation Grant <ul style="list-style-type: none"> Provides financial assistance to replace, reconstruct or treat contaminated private water supplies. 	Only eligible for private land owners Funding dependent on income	Continual	DNR
Local Water Quality Management Planning Aids Grant <ul style="list-style-type: none"> Funds to assist in the development and implementation of area-wide water quality management planning activities. Eligible projects include local and regional water resource management and watershed planning activities; sewer service area plans and amendments; regional wastewater facility planning initiatives; and, identification and protection of water quality sensitive areas known as environmental corridors. 	Determined on project basis	November 30	DNR
Safe Drinking Water Loan Program (SDWLP) <ul style="list-style-type: none"> Provides loans to public water systems to build, upgrade, or replace water supply infrastructure to protect public health and address federal and state safe drinking water requirements. 	Interest rates are dependent on population and median household income.	Notice of Intent due December 31. Applications due April 30.	DNR
Target Runoff Management Grants <ul style="list-style-type: none"> Grant funds are used to control polluted runoff from both urban and rural sites. The grants are targeted at high-priority resource problems. Projects funded are implementation of Best Management Practices, including some cropland protection, detention ponds, livestock waste management practices, stream bank protection projects and wetland construction. 	30% local match required Maximum award - \$150,000	April 15	DNR

<p><i>Urban Non Point Source & Stormwater Grants (UNPS&SW)</i></p> <ul style="list-style-type: none"> Funds are used to control polluted runoff in urban project areas. Awards are for either planning or construction projects. An “urban project” must meet one of these criteria: has a population density of at least 1,000 people per square mile, has a commercial land use, is the non-permitted portion of a privately owned industrial site, or is a municipally-owned industrial site. 	<p>Planning grant is 30% local match with \$85,000 max on state share. Construction grant is 50% local match with \$150,000 max. Design and acquisition can also be funded.</p>	<p>April 15</p>	<p>DNR</p>
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Appendix D: Threatened and Endangered Species

AQUATIC OCCURRENCES		
Type	Scientific Name	Common Name
Animal	<i>Alasmodonta marginata</i>	Elktoe
Animal	<i>Pandion haliaetus</i>	Osprey
Animal	<i>Tritogonia verrucosa</i>	Buckhorn
Animal	<i>Haliaeetus leucocephalus</i>	Bald Eagle
Animal	<i>Chlidonias niger</i>	Black Tern
Animal	<i>Etheostoma asprigene</i>	Mud Darter
Animal	<i>Cycleptus elongatus</i>	Blue Sucker
Animal	<i>Percina evides</i>	Gilt Darter
Animal	<i>Sorex Palustris</i>	Water Shrew
Animal	<i>Clemmys insculpta</i>	Wood Turtle
Animal	<i>Limotettix pseudosphagneticus</i>	Leafhopper
Animal	<i>Anguilla rostrata</i>	American Eel
Animal	<i>Sorex arcticus</i>	Arctic Shrew
Animal	<i>Clinostomus elongatus</i>	Redside Dace
Animal	<i>Ixobrychus exilis</i>	Least Bittern
Animal	<i>Poanes massasoit</i>	Mulberry Wing
Animal	<i>Notropis amnis</i>	Pallid Shiner
Animal	<i>Lythrurus umbratilis</i>	Redfin Shiner
Animal	<i>Opsopoeodus emiliae</i>	Pugnose Minnow
Animal	<i>Moxostoma carinatum</i>	River Redhorse
Animal	<i>Ophiogomphus smithi</i>	Sand Snaketail
Animal	<i>Cygnus buccinator</i>	Trumpeter Swan
Animal	<i>Neurocordulia molesta</i>	Smoky Shadowfly
Animal	<i>Paradamoetas fontana</i>	Jumping Spider
Animal	<i>Botaurus lentiginosus</i>	American Bittern
Animal	<i>Chromagrion conditum</i>	Aurora Damselfly
Animal	<i>Sympetrum danae</i>	Black Meadowhawk
Animal	<i>Cyclonaias tuberculata</i>	Purple Wartyback
Animal	<i>Somatochlora incurvata</i>	Warpain Emerald
Animal	<i>Emydoidea blandingii</i>	Blanding's Turtle
Animal	<i>Williamsonia lintneri</i>	Ringed Boghaunter
Animal	<i>Ammodramus leconteii</i>	Le Conte's Sparrow
Animal	<i>Papaipema beeriana</i>	Liatris Borer Moth
Animal	<i>Isoperia marlynia</i>	A Periodid Stonefly
Animal	<i>Isoperia bilineata</i>	A Periodid Stonefly
Animal	<i>Buteo lineatus</i>	Red-shouldered Hawk
Animal	<i>Euphyes bimacula</i>	Two-spotted Skipper
Animal	<i>Etheostoma clarum</i>	Western Sand Darter
Animal	<i>Somatochlora tenebrosa</i>	Clamp-tipped Emerald
Animal	<i>Hemidactylium scutatum</i>	Four-toed Salamander
Animal	<i>Protonotaria citrea</i>	Prothonotary Warbler
Animal	<i>Seiurus motacilla</i>	Louisiana Wtaerthrush
Animal	<i>Hemileuca sp. 3</i>	Midwestern Fen Buckmoth
Animal	<i>Agabus bicolor</i>	A Predaceous Diving Beetle
Animal	<i>Ilybius discedens</i>	A Predaceous Diving Beetle
Animal	<i>Hydroporus vittatus</i>	A Predaceous Diving Beetle
Animal	<i>Hydroporus pseudovilis</i>	A Predaceous Diving Beetle
Animal	<i>Laccobius reflexipennis</i>	A Predaceous Diving Beetle
Animal	<i>Ochrotrichia riesi</i>	A Purse Casemaker Caddisfly
Animal	<i>Orphulella pelidna</i>	Spotted-winged Grasshopper
Animal	<i>Banksiola dossuaria</i>	A Giant Casemaker Caddisfly
Animal	<i>Sistrurus catenatus</i>	Eastern Massasauga Rattlesnake
Animal	<i>Apolone mutica</i>	Midland Smooth Softshell Turtle
Animal	<i>Soyedina vallicularia</i>	A Nemourid Broad-backed Stonefly

Type	Scientific Name	Common Name
Plant	<i>Thelypteris simulata</i>	Bog Fern
Plant	<i>Carex folliculata</i>	Long Sedge
Plant	<i>Arethusa bulbosa</i>	Swamp-pink
Plant	<i>Carex livida</i> var. <i>radiculis</i>	Livid Sedge
Plant	<i>Carex straminea</i>	Straw Sedge
Plant	<i>Salix sericea</i>	Silky Willow
Plant	<i>Scleria triglomerata</i>	Whip Nutrush
Plant	<i>Poa paludigena</i>	Bog Bluegrass
Plant	<i>Juncus marginatus</i>	Grassleaf Rush
Plant	<i>Carex cumulata</i>	Clustered Sedge
Plant	<i>Scirpus georgianus</i>	Georgia Bulrush
Plant	<i>Bartonia virginica</i>	Yellow Screwstem
Plant	<i>Carex assiniensis</i>	Assiniboine Sedge
Plant	<i>Epilobium palustre</i>	Marsh Willow-herb
Plant	<i>Bartonia paniculata</i>	Twining Screwstem
Plant	<i>Polygala cruciata</i>	Crossleaf Milkwort
Plant	<i>Scleria reticularis</i>	Reticulated Nutrush
Plant	<i>Callitriche heterophylla</i>	Large water-starwort
Plant	<i>Cypripedium reginae</i>	Showy Lady's-slipper
Plant	<i>Potamogeton diversifolius</i>	Water-thread Pondweed
Plant	<i>Rhexia virginica</i>	Virginia Meadow-beauty
Plant	<i>Myriophyllum farwellii</i>	Farwell's Water-milfoil
Plant	<i>Utricularia geminicapa</i>	Hidden-fruited Bladderwort
Type	Scientific Name	Common Name
Natural Communities	Open bog	Open bog
Natural Communities	Shrub-carr	Shrub-carr
Natural Communities	Lake - oxbow	Lake - Oxbow
Natural Communities	Alder thicket	Alder Thicket
Natural Communities	Forested seep	Forested Seep
Natural Communities	Calcareous fen	Calcareous Fen
Natural Communities	Central poor fen	Central Poor Fen
Natural Communities	Floodplain forest	Floodplain Forest
Natural Communities	Black spruce swamp	Black Spruce Swamp
Natural Communities	Coastal plain marsh	Coastal Plain Marsh
Natural Communities	Northern wet forest	Northern Wet Forest
Natural Communities	Northern sedge meadow	Northern Sedge Meadow
Natural Communities	Southern sedge Meadow	Southern Sedge Meadow
Natural Communities	Tamarack (poor) swamp	Tamarack (poor) Swamp
Natural Communities	Stream- fast, hard, warm	Stream- Fast, Hard, Warm
Natural Communities	Stream- fast, soft, cold	Stream- Fast, Soft, Cold
Natural Communities	Stream - fast, soft, warm	Stream - Fast, Soft, Warm
Natural Communities	Stream - slow, soft, cold	Stream - Slow, Soft, Cold
Natural Communities	White pine-red maple swamp	White Pine-Red maple Swamp

TERRESTRIAL OCCURRENCES		
Type	Scientific Name	Common Name
Animal	Pituophis catenifer	Bullsnake
Animal	Canis Lupus	Gray Wolf
Animal	Schinia indiana	Phlox Moth
Animal	Lycaeides melissa samuelis	Karner Blue
Animal	Sorex hoyi	Pygmy Shrew
Animal	Psinidia fenestralis	Sand Locust
Animal	Bird Rookery	Bird Rookery
Animal	Callophrys irus	Frosted Elfin
Animal	Caolophrys henrici	Henry's Elfin
Animal	Cicindela patruela huberi	A Tiger Beetle
Animal	Hesperia metea	Cobweb Skipper
Animal	Atrytonopsis hiannna	Dusted Skipper
Animal	melanoplus stonei	Stone's Locust
Animal	Bat Hibernaculum	Bat Hibernaculum
Animal	Dendroica cerulea	Cerulean Warbler
Animal	Oporornis formosus	Kentucky Warbler
Animal	Accipiter gentilis	Northern Goshawk
Animal	Ammodramus henslowii	Henslow's Sparrow
Animal	Hesperia leonardus	Leonard's Skipper
Animal	Empidonax virescens	Acadian Flycatcher
Animal	Dendroica kirtlandii	Kirtland's Warbler
Animal	Erynnis martialis	Mottled Dusky Wing
Animal	Erynnis persius	Persius Dusky Wing
Animal	Polyamia dilata	Prarie Leafhopper
Animal	Oporornis agilis	Connecticut Warbler
Animal	Grammia phyllira	Phyllira Tiger Moth
Animal	Tympanuchus phasianellus	Sharp-tailed Grouse
Animal	Chlosyne gorgone	Gorgone Checker Spot
Animal	Coluber constrictor	Yellow-bellied Racer
Animal	Trachyrhachys kiowa	Ash-brown grasshopper
Animal	Diadophis punctatus edwardsii	Northern Ringneck Snake
Animal	Dichromorpha viridis	Short-Winged Grasshopper
Animal	Cicindela lepida	Little White Tiger Beetle
Animal	Ophisaurus attenuatus	Western Slender Glass Lizard
Animal	Arphia conspersa	Speckled Rangeland Grasshopper
Animal	Meanoplus fasciatus	Huckleberry Spur-Throat Grasshopper
Type	Scientific Name	Common Name
Plant	Gnaphalium helleri var. micradenium	Catfoot
Plant	Diarrhena obovata	Beak Grass
Plant	Viola fimbriatula	Sand Violet
Plant	Plantanthera hookeri	Hooker Orchis
Plant	Huperzia porophila	Rock Clubmoss
Plant	Asclepias ovalifolia	Dwarf Milkweed
Plant	Cirsium flodmanii	Flodman Thistle
Plant	Solidago sciaphila	Shadowy Goldenrod
Plant	Talinum rugospermum	Prarie Flame-Flower
Plant	Opuntia fragilis	Brittle Prickly-Pear
Plant	Oryzopsis canadensis	Canada Mountain-ricegrass
Plant	Strophostyles leiosperma	Small-flowered Woolly Bean
Type	Scientific Name	Common Name
Natural Communities	Dry cliff	Dry Cliff
Natural Communities	Moist cliff	Moist Cliff
Natural Communities	Oak barrens	Oak Barrens
Natural Communities	Oak woodland	Oak Woodland
Natural Communities	Pine barrens	Pine Barrens
Natural Communities	Sand prairie	Sand Prairie
Natural Communities	Hemlock Relict	Hemlock Relict
Natural Communities	Northern dry forest	Northern Dry Forest
Natural Communities	Southern dry forest	Southern Dry Forest
Natural Communities	Southern mesic forest	Southern Mesic Forest
Natural Communities	Northern dry-mesic forest	Northern Dry-Mesic Forest
Natural Communities	Southern dry-mesic forest	Southern Dry-Mesic Forest
Natural Communities	Central sands pine-oak forest	Central Sands Pine-Oak Forest