

Town of Linwood

Comprehensive Plan 2009

Adopted by the Linwood Town Plan Commission April 13, 2009

Adopted by the Linwood Town Board October 5, 2009

Revised by the Linwood Town Board November 23, 2009

Acknowledgements:

Town of Linwood

Plan Commission Chair – Joel Willkom

Member – Richard Berndt

Member – Henry Becker

Member – James Belke

Member – Phil Hausler

Alternate Member – Scott Soik

Town Chairman – Richard Barden

Supervisor – Carl Karcheski

Supervisor – Richard Berndt

Clerk – Denise Hulce

Table of Contents

Introduction	1
Welcome to the Town of Linwood Comprehensive Plan	1
The Town of Linwood Comprehensive Planning Process	1
Landowner Rights and Governance.....	2
Chapter 1 - Issues and Opportunities Element	5
Section 1.1 Description and Brief History of the Planning Area	5
Section 1.2 Past Planning in Town of Linwood.....	6
Section 1.3 Current Comprehensive Planning	6
Section 1.4 Demographic Trends	8
Section 1.5 Forecasts.....	15
Section 1.6 Community Issues	15
Section 1.7 Town of Linwood Vision Statements.....	16
Section 1.8 Community Goals, Objectives, and Policies.....	16
Chapter 2 - Housing Element.....	18
Section 2.1 Introduction	18
Section 2.2 Housing Inventory and Analysis	18
Section 2.3 Housing Programs	22
Section 2.4 Housing Issues.....	22
Section 2.5 Vision for Housing	23
Section 2.6 Housing Goals, Objectives, and Policies	23
Chapter 3 - Transportation Element.....	24
Section 3.1 Introduction	24
Section 3.2 Transportation Facility Inventory/Transportation Funding Programs	24
Section 3.3 Inventory of Applicable Transportation Plans and Programs	25
Section 3.4 Transportation Related Programs.....	27
Section 3.5 Transportation Issues.....	27
Section 3.6 Transportation Goals, Objectives, and Policies	27
Chapter 4 - Utilities and Community Facilities Element.....	29
Section 4.1 Introduction	29
Section 4.2 Public Utilities and Community Facilities Inventory.....	29
Section 4.3 Community Facilities Inventory and Analysis.....	30
Section 4.4 Utilities and Community Facilities Issues Identified by the Plan Commission.....	32
Section 4.5 Vision for Utilities and Community Facilities.....	32
Section 4.6 Utilities and Community Facilities Goals, Objectives, and Policies.....	33
Section 4.7 Utilities and Facilities in the Town of Linwood	33

Chapter 5 - Agricultural, Natural, and Cultural Resources Element	36
Section 5.1 Introduction	36
Section 5.2 Agricultural Inventory.....	36
Section 5.3 Agricultural Issues.....	39
Section 5.4 Vision for Agricultural Resources.....	39
Section 5.5 Agricultural Goals, Objectives, and Policies	39
Section 5.6 Natural Resources Inventory	40
Section 5.7 Natural Resources Issues.....	44
Section 5.8 Vision for Natural Resources	45
Section 5.9 Natural Resources Goals, Objectives, and Policies.....	45
Section 5.10 Cultural Resources	46
Section 5.11 Cultural Resource Programs.....	47
Section 5.12 Cultural Resource Issue.....	47
Section 5.13 Cultural Resource Goals, Objectives, and Policies	47
Chapter 6 - Economic Development Element.....	62
Section 6.1 Introduction	62
Section 6.2 Labor Force and Economic Base.....	62
Section 6.3 Strengths and Weaknesses for Attracting/Retaining Business.....	65
Section 6.4 Desired Businesses	65
Section 6.5 Environmentally Contaminated Sites.....	66
Section 6.6 Economic Development Resources.....	66
Section 6.7 Economic Development Issues Identified by the Town of Linwood	68
Section 6.8 Vision for Economic Development	68
Section 6.9 Economic Development Goals, Objectives, and Policies	69
Chapter 7 - Intergovernmental Cooperation Element.....	70
Section 7.1 Introduction	70
Section 7.2 Inventory and Analysis Intergovernmental Relationships	70
Section 7.3 Identification of Existing or Potential Issues and Conflicts with Other Governmental Units	73
Section 7.4 Issues/Conclusions Regarding Intergovernmental Relations and Possible Methods of Conflict Resolution.....	73
Section 7.5 Vision for Intergovernmental Cooperation	73
Section 7.6 Intergovernmental Cooperation Goals, Objectives, and Policies	74
Chapter 8 - Land Use Element.....	77
Section 8.1 Introduction	77
Section 8.2 Existing Land Use	77
Section 8.3 Land Use Trend Analysis and Projected Land Use.....	80
Section 8.4 Land Use Conflicts.....	82
Section 8.5 Land Use Issues.....	82
Section 8.6 Vision for Town of Linwood Land Use... ..	82
Section 8.7 Land Use Goals, Objectives, and Policies.....	83

Section 8.8 Future Land Use Recommendations	84
Section 8.9 Future Land Use Categories	85

Chapter 9 - Implementation Element..... 89

Section 9.1 Introduction	89
Section 9.2 Comprehensive Plan Adoption Procedures	89
Section 9.3 Comprehensive Plan Implementation	91
Section 9.4 Relationship to Zoning	92
Section 9.5 Integration, Amendment, and Update of Comprehensive Plan Elements	93
Section 9.6 Monitoring/Formal Review of the Plan.....	95

Maps

Town of Linwood Location.....	7
Transportation Network & Functional Class	26
Linwood Community Utilities	34
Linwood Community Facilities.....	35
General Soil Associations	48
Highly Productive Agricultural Soils.....	49
Topography	50
Groundwater Depth.....	51
Groundwater Flow.....	52
Nitrates Nitrogen in Private Wells	53
Triazine and Atrazine in Private Wells	54
Wells in need of Abandonment.....	55
Floodplains	56
Mill Creek Watershed	57
Surface Water / Wetlands.....	58
Forested Lands	59
Inundation Maps (failure of Stevens Point and Dubay Dams)	60

The Yellowstone Trail.....	61
Extraterritorial Area	75
Stevens Point Urban Area Sewer Service Boundary	76
Existing Land Use	79
Future Land Use	86

List of Tables

Table 1.1: Linwood Comparison Population Change 1970 to 2005	8
Table 1.2: Place of Residence for Town Residents, Five Years Prior to 1990 & 2000 Census	9
Table 1.3: Distribution of Population, by Ten-Year Age Groups	10
Table 1.4: Comparison of Educational Attainment for Residents 25 Years and Older	11
Table 1.5: Household Type Comparison.....	12
Table 1.6: Household Income Comparisons	12
Table 1.7: Poverty Thresholds – 1980, 1990, and 2000.....	13
Table 1.8: Percent in Poverty Comparison.....	13
Table 1.9: Summary of Employment by Industry.....	14
Table 2.1: Housing Occupancy Characteristics	18
Table 2.2: Housing Age Characteristics.....	19
Table 2.3: Housing Structural Characteristics.....	20
Table 2.4: Housing Value Characteristics.....	20
Table 2.5: Affordability Comparison for Owner-Occupied Housing Units.....	21
Table 2.6: Affordability Comparison for Renter-Occupied Housing Units.....	21
Table 6.1: Comparison of Educational Attainment for Residents 25 Years and Older	62
Table 6.2: Mean Earnings, Mean Household, and Per Capita Income Comparison	63

Table 6.3: Employment Status of Town of Linwood Population 16 Years and Above.....	63
Table 6.4: Town of Linwood Employment by Occupation	64
Table 6.5: Transportation and Commute	
Private Vehicle Occupancy	64
Means of Transportation to Work	64
Table 6.6: Time Leaving Work and Travel Time To Work	
Time Leaving Home for Work.....	65
Travel Time to Work.....	65
Table 8.1: Existing Land Use in the Town of Linwood, 2008.....	77
Table 8.2: Equalized Property Values, Town of Linwood.....	81
Table 8.3: Future Land Use in the Town of Linwood, 2025.....	84
Table 9.1: Zoning/Land Use Plan Compatibility Table	116

List of Figures

Figure 1.1: Town of Linwood Population Change 1990-2025	8
Figure 2.1: Single Family Permits (Shore land Areas Only)	28

Appendix

Appendix A:

Resolution to Adopt Public Participation Guidelines for Comprehensive Planning.....	Pages A-1 to A-17
--	-------------------

Appendix B:

Resolution to Withdraw from further Participation in the Development and/or Adoption of the County’s Multi-Jurisdictional Comprehensive Plan	Page B-1
---	----------

Appendix C:

Portage County Survey 2001.....	Pages C-1 to C-33
---------------------------------	-------------------

Appendix D:

Town of Linwood – Citizen Survey 2003	Pages D-1 to D-14
---	-------------------

Appendix E:

Wisconsin State Statutes 66.1001_ Comprehensive Planning	Pages E-1 to E-4
--	------------------

INTRODUCTION

Welcome to the Town of Linwood Comprehensive Plan

This Comprehensive Plan reflects planning which will promote more informed Land Use decisions. This plan is intended to meet statutory requirements of State Statutes 66.1001. The plan functions as a practical guide to coordinate day-to-day decisions so they make sense in the future.

The Town of Linwood Comprehensive Planning Process

State Statute 66.1001 stipulates that by January 1, 2010, all towns, villages, cities, and counties that make decisions regulating land use will need to base those decisions on an adopted comprehensive plan. The Town of Linwood adopted a “Resolution to adopt Public Participation Guidelines for Comprehensive Planning” in August of 2001 (Appendix A), adopted the “Town Plan Commission Ordinance” in January of 2002, adopted a “Resolution to withdraw from further participation in the development and/or adoption of the County's Multi-Jurisdictional Comprehensive Plan,” (Appendix B) but in March of 2003, participated in a Portage County survey. (Appendix C)

In January 2003 the Town of Linwood mailed a survey (Appendix D) to each household. Linwood was well represented in its Town survey. The survey gathered information on resident's feelings of land-use, housing, agricultural, commercial/retail development, wetlands, ground water, woodlands, farm land, land development, residential development, and zoning. 518 surveys were mailed, with an intended target of one for every household within the town. 198 of the households responded, a return rate of approximately 38%. The Town of Linwood Town Plan Commission held an open house in November 2004 which enabled public involvement in the comprehensive planning process. Town Plan Commission meetings were held on the second Monday of each month, and currently continue, with citizen input welcome.

State Statute 66.1001 defines minimum requirements of what content should be included within a Comprehensive Plan (Appendix E). These requirements include nine “elements” or chapters describing: issues and opportunities, housing, transportation, utilities and community facilities, agricultural, natural and cultural resources, economic development, land use, intergovernmental cooperation and implementation. The Town of Linwood has used these required elements as an outline for its planned document.

The purpose of this Comprehensive Plan, in its broadest sense, is to encourage orderly land use and development in the Town of Linwood, based on an analysis of existing and future needs. At the same time, the preparation of the Plan is also intended to promote and stimulate public participation in the planning process by bringing local issues to the forefront.

This work, by the Linwood Plan Commission is a compilation of information from a variety sources, and will serve as a guideline in making future decisions in the Town of Linwood. The Linwood Plan Commission, with public input, will continue to revisit and revise this plan on an annual basis. As with the initial adoption of this Comprehensive Plan, all revisions must be officially adopted by the Town Board. Citizens of the township are encouraged to offer suggestions and changes to the Plan Commission.

The plan will provide Town and County officials with a guide for reviewing subdivision plats, certified survey maps, rezoning requests, and other land use proposals. The plan will also be used as a guide when updating the Town zoning map.

In addition to aiding the public sector, the Comprehensive Plan should also benefit the private sector by providing advance notice of community needs and planned development patterns which could affect specific lands. Private investors and developers may thereby proceed with a greater degree of assurance as to the future Town and County intentions, such as planned road systems, zoning patterns, etc.

This plan is intended to be comprehensive in its scope and long-range in its time-period. It is comprehensive in that it includes all geographic areas of the Town of Linwood, because it does specifically address issues related to economic development, transportation, housing, etc. As such, this document should be viewed as a land use component of the County Comprehensive Plan. Additional components may be added to this document as future Town needs and issues arise.

This plan examines the population, economy, and physical resources of the Town of Linwood. Included is an inventory of the existing land usage, together with a brief analysis of significant conditions and trends in the Town. The data has been gathered to help the Town and County develop sound land use policies based on accurate and up-to-date information, which might not otherwise be readily available to the local officials.

LANDOWNER RIGHTS AND GOVERNANCE

A key concern in any town land use plan and vision for the future is property owner rights. The Town of Linwood has chosen to include this vital topic in its plan by recognizing landowner's inherent Constitutional rights and the established legal precedents that have followed.

Many of the issues in the following nine elements directly or indirectly impact those individuals or corporations who are owners of the land. In many cases, land owned and operated by those in agriculture and other businesses represents the bulk of their assets and are heavily depended upon to provide income for the future and for retirement.

The Town of Linwood recognizes that public health and safety must be protected from improper or illegal uses of land and natural resources; however, the Town does not advocate undue restrictions on landowners to enjoy and manage their property. Restrictions must always be carefully considered and implemented only when necessary.

It is clear that landowner rights could be significantly impacted if some State laws or County ordinances are adopted with no input from local leaders and residents. Each town in Wisconsin is unique, with specific needs, advantages, and opportunities. Often, these distinctions are best known by locally elected town officials who are able to understand and assist in resolving issues when problems arise. The Town of Linwood Board will actively seek to have input on any County or State regulation that might impact its residents.

If participation at the County level does not yield the required results needed for the Town of Linwood, additional steps can be taken to rectify an issue. The Town may create an ordinance to address particular issues; however, no ordinance created may be less stringent than a Portage County Ordinance and no ordinance may eliminate, or negate a Portage County Ordinance.

The land use regulations listed and/or anticipated in this Comprehensive Plan have been formulated to ensure the ability of the Town of Linwood residents to be considered, should they so choose, for the issuance of any variances, special exceptions, or other possible exceptions for the use of their property where such changes are lawful, environmentally sound, and reasonably within the goals of consistency in land use planning.

The issue of town, or local governance is closely related to Landowner Rights, in that exercise of government authority or control should come about as a result of the wishes of the citizens it represents. The Town of Linwood has been under the ordinance administration (zoning, subdivision, shoreland, etc.) of Portage County since the 1960's. County-wide ordinances, however, may occasionally have an unintended negative impact on some individual county areas. Towns should have considerable input on how any proposed County ordinance effects its jurisdiction.

Current county vision statements regarding intergovernmental cooperation offer local governmental control of policy only, while stating that ordinances (laws) and regulations will be implemented and enforced on a countywide basis. Again, control of policy does not equal control of law and may place town government in a position of being unable to adequately respond to the unique needs of its citizens. The Town of Linwood will assert itself in all ways possible to protect its citizens from what it feels are unfair regulations.

NOTE: In January 2003, the Town of Linwood surveyed its citizens by mail. (Survey results Appendix D) Several questions related to the issue of landowner rights. Question No. 7 asked if landowners should have the right to sell for purposes other than farming. Well over 80% of respondents answered, "Yes". Question No.15 asked if landowners were willing to accept regulations that would prevent them from developing their land. Over 50 % said, "No". Question No. 20, with similar wordage, produce much the same results as Question No.15. (Refer also to Appendix D survey pages D-2, D-6, and D-12)

The citizens of the Town of Linwood, responding to a Town of Linwood Citizen Survey in January 2003, overwhelmingly recommended that the Town should have final authority over Portage County Zoning with regards to development within the Town. The results of Question 22 were: 165 in favor out of 198 total respondents or 83%. (Refer to Appendix D survey page D-12)

