

DRAFT

Town of Winfield
Comprehensive Plan
2024-2034



Adoptions:

Month day, 2024 Town of Winfield Plan Commission
Month day, 2024, Town of Winfield Board

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The Town of Winfield, located in the northwestern part of Sauk County, is a rural and recreational place characterized by its small town atmosphere and a strong sense of community pride. The Town is rich in natural resources including the Baraboo River, abundant agricultural land, wooded hillsides, and proximity to recreational lakes in the County. This setting and atmosphere has resulted in steady growth in the Town of Winfield. This trend, which is expected to continue, makes planning for the Town's future important as a way to retain the characteristics valued by the community and to ensure a successful future for the Town of Winfield.

1.0 Purpose Of This Plan

The purpose of the Town of Winfield Comprehensive Plan is to help guide local decision-making by:

- Identifying areas appropriate for development and preservation,
- Establishing and assigning future land use districts based on desired land uses,
- Identifying needed transportation and utility provisions to serve existing and new development,
- Including provisions that emphasize economic development that is locally and recreationally based and is compatible with the rural town character,
- Providing opportunities to preserve open space land for ecological, recreational, and aesthetic reasons.

The Comprehensive Plan has been reviewed and amended in accordance with Wis Stat § 66.1001 and is the culmination of 12 months of work on the part of a 5-member Town Plan Commission charged with implementing the Plan for the Town of Winfield. Input from numerous other citizens of the Town and knowledgeable people from throughout Sauk County have been incorporated into the final Comprehensive Plan. The Plan itself is comprised of 9 primary elements, as noted below; however, this Plan has rearranged some elements or portions thereof to allow for a greater level of analysis based on some of the more important issues in the Town. For example, Natural Resources and Agriculture have been separated into individual sections, while Cultural Resources has been included with Utilities and Community Facilities. Additionally, the issues and opportunities element has been expanded to include an analysis of a community survey and vision session.

For each of these redefined elements, broken into chapters, minimum requirements of the comprehensive planning legislation are met and in many cases exceeded. In this Plan, a description of each element is provided under the purpose statement of each chapter, along with a primary goal, objectives, and identified policies. Each chapter is accompanied by a series of charts, tables, and maps to illustrate both background information and the intent of the identified goals, objectives, and policies.

In addition to the required elements, the comprehensive planning legislation also set forth 14 goals for communities to reach both throughout and at the completion of their planning processes. Although these goals are not required, this Plan and planning process has accomplished them.

The 9 elements and 14 goals of the comprehensive plan are noted below:

➤ **Nine Elements**

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

➤ **Fourteen Goals**

1. Promoting redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures
2. Encouraging neighborhood designs that support a range of transportation choices
3. Protecting natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources
4. Protecting economically productive areas, including farmland and forests
5. Encouraging land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs
6. Preserving cultural, historic, and archeological sites
7. Encouraging coordination and cooperation among nearby units of government
8. Building community identity by revitalizing main roads and enforcing design standards
9. Providing an adequate supply of affordable housing for all income levels
10. Providing adequate infrastructure, public services, and a 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 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.

To guide the development of goals, objectives, and policies, planning participants developed an overall vision of how the Town should look and feel in the future. The input for the development of the Town's vision was gathered through a visioning session, as well as through feedback from the Plan Commission. In addition to aiding with the development of the Plan's goals, objectives, and policies, the vision is meant to assist the Town with the actual implementation of the Plan through the years. The vision is primarily meant to serve as a

grounding point for future decisions. It broadly and effectively addresses the needs, desires, and thoughts of residents and landowners in the Town of Winfield.

The highlight of the planning process was its reliance on extensive public participation and input, far exceeding the requirements of the comprehensive planning legislation. The legislation requires, at a minimum, 1 town-sponsored public hearing when the draft plan is ready for adoption. In contrast, this planning process focused heavily on public input to formulate a plan that best represents all interests in the town. The process began with the appointment of a representative Plan Commission, a community-wide survey and vision session, an open house, and numerous public meetings.

1.1 Statement of Vision, Goals, Objectives, and Policies

Each chapter in this Plan includes a primary goal followed by objectives and policies, which will provide future direction to the Town. Visions, goals, objectives, and policies are defined as follows:

- A *vision* is the expression of a community's overall desired future direction. The vision statement serves as the foundation for setting goals, objectives, and policies.
- *Goals* are broad, advisory statements that express general public priorities about how the Town should approach preservation and development issues. These goals are based on key issues, opportunities, and problems that affect the Town and are derived from the future vision of a town.
- *Objectives* suggest future directions in a way that is more specific than goals. The accomplishment of an objective contributes to the fulfillment of the goal. While achievement of an objective is not always easily measured, objectives are usually attainable through policies and specific implementation activities.
- *Policies* are rules, courses of action, or programs used to ensure plan implementation and to accomplish the goals and objectives of a plan. Town decision-makers should use policies, including any housing density policy, on a regular basis. Success in achieving policies is usually measurable.

1.2 Planning History

The Town of Winfield created their first comprehensive plan in 2006 with planning assistance from Sauk County. The planning process relied heavily on citizen participation and input to craft Town priorities and direct future Town development. The plan emphasized the rural character of the Town to continue to support the rural agrarian community while supporting small business that complimented the agricultural economy. Residential development was encouraged in areas of the exterritorial zone of the City of Reedsburg.

1.3 Comprehensive Planning Process Sauk County

As part of the State of Wisconsin's 1999-2000 biennial budget, Governor Thompson signed into

law the state's most comprehensive pieces of land-use legislation. This legislation is intended to provide local governmental units with the tools to create comprehensive plans, to promote more informed land-use decisions and to encourage state agencies to create more balanced land-use rules and policies. This legislation also includes a substantive definition of a comprehensive plan and provides an essential framework for local land-use decision making. It also helps local officials determine the likely impacts of their decisions by ensuring that they consider all aspects of community life.

In the summer of 2002, the Sauk County Land Resources and Environment Department announced that it would apply for a 2003 Comprehensive Planning Grant from the State of Wisconsin to facilitate planning processes for municipalities, enabling them to develop and adopt local comprehensive plans. As a result of this effort, 21 Sauk County municipalities passed resolutions indicating their desire to be co-applicants to the grant. The Town of Winfield chose to participate.

In the spring of 2003, Sauk County announced that the 21 municipalities were awarded a 2003 Comprehensive Planning Grant in the amount of \$288,000. Of the total award, The Town of Winfield's share was \$10,000. The provisions of the grant required the Town to match the grant award of \$10,000. To reduce this local match amount, Sauk County agreed to provide \$5,000 of in-kind mapping assistance, bringing the total town match to not more than \$5,000.

Once the overall grant was awarded, towns in Sauk County could choose to contract with a private consultant or to use Sauk County as a consultant to aid them with the development of their comprehensive plan. Seven towns chose to contract with Sauk County, including the Town of Winfield. Staff limitations prevented Sauk County from working with all 7 towns at once. Sauk County held a drawing to determine fairly when each town would begin its planning process (spring 2003, 2004, or 2005).

In 2023, the Town once again elected to work with the Sauk County Land Resources and Environment Department to assist in the review and update of their plan. The County assisted the Town through updating demographic data and maps. There were minimal changes to the Plan with the 2024 update, and the majority of the updates involved updated data and addressing current land use issues.

1.4 Regional Context

Map 1-1 Regional Context shows the relationship of the Town of Winfield to neighboring communities. The Town is located in the northwestern part of Sauk County and is directly north of the City of Reedsburg. The Town also includes a portion of the City of Reedsburg's extraterritorial zone. The Town of Winfield also shares a border with Juneau County to the north.

1.5 Jurisdictional Boundaries

Since the 2020 federal census population data required Sauk County to redistrict its county supervisory district boundaries to achieve new districts of equal population, the Town of Winfield has been assigned a single supervisory district. Supervisory District 3, which

incorporates all of the Town of Winfield as well as the majority of the Town Dellona. *Map 1-2 Jurisdictional Map* depicts the exact boundaries of Supervisory District 3 within the Town of Winfield.

The Town of Winfield is encompassed by the Reedsburg School District. *Map 1-2 Jurisdictional Map* also depicts the locations of these boundaries.

1.6 Emergency Services

Map 1-3 Emergency Services depicts the coverage of emergency service providers for the Town, including fire protection and ambulance services.

1.7 Planning Area

The planning area covers all lands within the Town of Winfield. As a point of reference, *Map 1-4 Aerial Photography* shows an overlay of tax parcels on an aerial photo.

In terms of land use-related issues, the Town of Winfield is governed by the following chapters of the Sauk County Code of Ordinances:

1.7.1 Administered by Sauk County Clerk

- Chapter 1 Supervisory District Plan

1.7.2 Administered by the Sauk County Land Resources and Environment Department

- Chapter 7 Zoning Ordinance
- Chapter 8 Shoreland Protection Ordinance
- Chapter 10 Floodplain Zoning Ordinance
- Chapter 18 Rural Identification System
- Chapter 22 Land Division and Subdivision Regulations Ordinance
- Chapter 24 Nonmetallic Mining Reclamation Ordinance
- Chapter 25 Private Onsite Wastewater Treatment System Ordinance
- Chapter 26 Animal Waste Management Ordinance
- Chapter 51 Erosion Control and Stormwater Management Ordinance

1.7.4 Administered by the Sauk County Sheriff

- Chapter 27 Animal Control Ordinance

2.0 Purpose

In 2006, the Town of Winfield created their first comprehensive plan in compliance with the Wisconsin Comprehensive Planning Law s. 66.1001, and reviewed the plan for a complete update in 2023 and 2024. The Town of Winfield Plan Commission initially comprised of 2 town board members and 17 area residents took part in several efforts aimed at identifying issues and opportunities facing the Town of Winfield. The issues and opportunities discussion culminated with a draft town vision. Further public participation efforts resulted in draft goals, objectives, and policies. These efforts included a community wide survey, community visioning session, numerous press releases and media articles, focus group work, an intergovernmental forum, an informal consensus process designed to facilitate agreement upon all goals, objectives, and policies, and finally an open house to view the draft comprehensive plan and a public hearing on the final comprehensive plan. For the 2023 and 2024 review and amendment, the Plan Commission held monthly public meetings to review and discuss proposed amendments to the Plan. A more in-depth description and summary of each activity with results are noted in this chapter. Specific background information regarding population, household and employment forecasts, demographic trends, age distribution, educational levels, income levels, and employment characteristics of the Town can be found under the respective chapters that follow in this plan.

2.1 Community Survey

As part of the original plan draft process, the Plan Commission developed and administered a community-wide survey. The survey questions were developed to ascertain the views of residents and landowners regarding the issues and opportunities relative to each of the 9 elements of this Plan.

During September 2005, 417 surveys were mailed to every resident (household) and landowner in the Town of Winfield. Of the 417 surveys mailed 115, or 27.6%, were returned. This response rate is just above the average for a survey of this nature, which is relatively lengthy and requires thoughtful responses. A copy of the cover letter to the survey as well as a tally of responses is located in Appendix A. A summary of the more significant results of the survey can be noted as follows:

► Quality of Life

Defining and maintaining a high level of quality of life in the Town of Winfield is perhaps the most important common denominator shared by all residents and visitors to the Town of Winfield. One way to define quality of life is to ask why people choose to live where they do and more importantly why they choose to continue to live there. To better define quality of life, survey participants were asked to identify the 3 most important reasons why they and their families choose to live in the Town of Winfield. Notably, 20.25% of respondents chose “natural beauty” while 14.11% chose “being near family and friends.” The third top reason, “small town atmosphere” came in at 12.88%. Either directly or indirectly, the response to this survey question reappears in the Town’s vision as well as other components of this Plan

through its goals, objectives, and policies. Maintaining the quality of life also presents a primary challenge to the Town’s Plan Commission.

► **Housing**

Housing plays an important role in community growth. Housing location can impact a community’s need for services, aesthetics, and overall community feel. Survey participants were asked to place a one (1) next to their first choice for locating new housing, a two (2) next to their second choice and so forth. Respondents indicated that their first choice would be to locate new housing development in and near the developed areas of the City of Reedsburg. The second choice was to locate new housing developments near existing rural concentrations of housing, while the third choice was evenly divided between that option and development in newly developed rural subdivisions of 1 or 3 lots. Respondents’ fourth choice is for new rural subdivisions of 4 or more lots. Respondent’s fifth choice is for homes scattered throughout the Town on large lots of 40 or more acres.

► **Agriculture Resources**

The majority of respondents to the survey indicated that they would support varied forms of community-supported agriculture and value-added agricultural operations. When asked if residents support the direct sale of farm products, 76.32% of respondents indicated they would. Agriculture tourism, workdays, educational opportunities, and overnight lodging related to an agriculturally themed bed and breakfast operations were options supported by the majority of respondents. From a general perspective, 86.81% of respondents indicated that the preservation of farmland was either essential or very important, suggesting a strong commitment to sustaining agriculture operations in the Town. Over 74% of respondents preferred maintaining agricultural zoning, and over 64% favored maintaining a minimum half-acre lot size requirement, although when asked if they favor increasing the minimum lot size to a larger standard, over 88% answered “yes.”

► **Economic Development**

Agriculture and forestry represent two primary forms of local economic activity in the Town; however, alternative forms of economic development were considered in the survey as well. In terms of sustaining agriculture, survey respondents were asked if they felt there were adequate agriculture support and complimentary services such as cooperatives, agronomists, implement dealers, haulers, etc. in Sauk County to keep agriculture viable in the Town. Of the total response from residents, many of whom are presumably not farmers, 54.39% indicated that there were adequate support services while 35.09% were unsure. Of those who believe insufficient supports exist, suggestions included lowering taxes and preventing speculative development of farmland. Others suggested bringing in more business to improve the tax base.

In terms of other economic opportunities, respondents were asked if they would support business development in areas of existing development, namely near the City of Reedsburg and vicinity. Overall, 45.37% of respondents indicated that they would support small businesses while 1.85% of respondents indicated that they would support large business

development. There was less support for small business in the rural areas (44.95%), and no support for large business development in the rural areas of the Town. When asked if survey participants would support initiatives aimed at developing tourism and outdoor recreation opportunities in the Town, most were in support with the notable exception of golf courses, which had the highest percentage of votes in opposition at nearly 60%.

With respect to economic development and self-sustainability, the majority of respondents supported the development of solar and wind energy with a response of “strongly agree” or “agree at” over 89%. The construction of ethanol plants and methane production were not favored with roughly 44% of respondents indicating that they “disagree” or “strongly disagree.”

► **Utilities and Community Resources**

This category of the survey evaluated residents’ feelings on services such as fire, garbage collection, and library opportunities as well as energy needs and energy alternatives. Overall, services received an “excellent” to “good” rating with the exception of cell phone coverage, which received an overall “fair” to “poor” rating. In terms of energy alternatives to purchasing power from a pre-established grid, respondents largely supported the establishment of solar and wind energy and offered no opinion or disagreed on the establishment of ethanol plants or power generation by the use of methane.

With regard to the preservation of cultural/historical and community resources, 86.67% of respondents indicated that it is essential, very important, or important to protect historically significant features while 96.71% of respondents felt that the preservation of scenic views and undeveloped hills/bluff were either essential, very important, or important.

► **Natural Resources**

Survey participants were asked to rank the importance of protecting the following natural resources in their community ranging from general resources as wetlands, woodlands, and forests to more specific resources such as scenic views, undeveloped hills, and overall rural character. Respondents ranked the preservation of the Town of Winfield’s natural resources as essential with rankings above 40% (with the exception of floodplains and historically significant features, places, and structures at roughly 38%). When survey participants were asked to rank the 3 most important land use issues in the Town of Winfield, more respondents chose “too much housing development” than any other response, followed by “cropland disappearance” and “protection of water resources.” When asked if the Town should support programs that purchase conservation easements for preservation and open space purposes, 53.76% agreed while 34.41% disagreed. When asked if the Town should support programs that help preserve agricultural lands for future farming opportunities, 92.63% agreed yet 30.53% of respondents indicated that it is acceptable to build houses on tillable land.

► **Transportation**

Survey participants were asked to consider both the adequacy and condition of transportation systems (primarily roads) within the Town. Ninety-three percent of respondents strongly

agreed or agreed with the statement that the current road network “meets the needs of citizens” and was in “adequate condition,” while 5% disagreed or strongly disagreed.

► **Land Use**

Land use is perhaps the 1 common element that both recognizes the interconnectedness of and ties all of the other elements of a comprehensive plan together. Land use also addresses some of the larger issues in a community and a study of land use concerns can further give specific direction to a community to mitigate land use conflicts by posing standards and procedures that apply to everyone equally. To gain a broader perspective of some of the top land use issues in the Town, survey participants were asked to rank their top 3 land use issues. Respondents were concerned with too much housing development, the disappearance of farmland, and protection of water resources; these ranked as the top 3 most important issues.

With regard to new housing development, survey participants were asked if they favor the Town remaining zoned “agriculture.” Seventy-four percent said yes, while 15% said no. Participants were then asked if they were in favor of keeping the minimum lot size of a half-acre to build a new house and if they were in favor of increasing or decreasing the minimum lot size. Sixty-four percent of respondents indicated they were in favor of keeping the half-acre requirement while 15% were opposed. When asked if the half-acre lot size should be increased or decreased, 88% said it should be increased while 49% indicated it should not increase. Eleven percent of respondents to this question were unsure.

► **General Opinions**

In addition to specific questions asked of the survey participants, more open-ended questions were also asked. Among these, participants were asked what they want the Town of Winfield to look like in 20 years. Overall, a large majority of respondents indicated that they wanted the Town of Winfield to look the same as it does today. This is perhaps best summed up by this particular response, “Would like to keep the farming community and keep it like it is...a great place to live.”

2.2 Visioning Session

The Town held a vision session workshop on November 3, 2005. The purpose of the session was to involve residents and landowners in the Town of Winfield to take part in defining what they believe the Town of Winfield should be in the future. In total, 26 residents took part in the session.

The vision session was structured in such a way that participants had an opportunity to express their thoughts on the evolution of a future vision for the Town of Winfield. Participants also had an opportunity to identify what they perceive to be the Town’s strengths, weaknesses, opportunities, and threats (SWOT) as related to the future vision as well as the 9 elements defined in the comprehensive planning legislation.

Some of the more common responses included:

-
- **Strengths:** Rural atmosphere, natural beauty, healthy agricultural community, safe community, quality of public services, diverse population, hunting environment, good water, and air quality.
 - **Weaknesses:** Local ordinances, growth management, affordability, high taxes, program overload, private dumps, property upkeep, invasive plants, and animals.
 - **Opportunities:** Historic and cultural preservation, improve natural habitat protection, encourage non-traditional agricultural operations and opportunities, forestry, small business, and cottage industry.
 - **Threats:** Maintenance of local control, control of sprawl, impacts on water quality and natural resources, encroachment of the City of Reedsburg, high taxes, and obstacles to development.

Equally important to identifying the Town’s SWOT, participants had the opportunity to develop key vision elements. To develop the key vision elements, participants were asked to consider the following questions:

- How should we build on our key strengths or make sure they remain strengths?
- How can we minimize or overcome our key weaknesses?
- How can we take advantage of our key opportunities?
- How can we avoid or deal with our key threats?

Once the key vision elements were identified, participants were asked to rank their top 5 vision elements. These top 5 vision elements were then incorporated into the Town’s overall vision with an expanded description under each key vision element. This expanded description, along with the top 5 key vision elements, attempts to capture all of the key vision elements identified by participants.

Overall, utilizing public input, the vision session aimed to create a vision for the Town as well as to provide direction to the Plan Commission with the development of the Comprehensive Plan’s goals, objectives, and policies. The results and process utilized for the vision session can be noted in Appendix B.

2.3 Press Releases/Media Coverage

The Town’s original planning process received a significant amount of media coverage beginning in October 2005 when the *Baraboo News Republic* and the *Reedsburg Independent* published press releases promoting the Town’s upcoming vision session. See Appendix B for reproductions of all media coverage. The Town also published legal notices for the official plan adoption and amendment process.

2.4 Open House/Intergovernmental Forum

The Plan Commission conducted an open house and intergovernmental forum to present the

draft Town of Winfield’s Comprehensive Plan. Through oral discussion and submitted written comments, participants were given an opportunity to comment on the commission’s work and suggest changes.

2.5 Focus Groups

As part of the original planning process in 2005, the Plan Commission invited focus groups to address 7 of the 9 elements of the Plan. The 2 elements not addressed under the focus groups included land use and implementation. Because of the importance and complexity of these 2 elements, it was decided that the full Plan Commission should address them.

To develop the focus groups, each member of the Plan Commission was provided a brief description of each focus area. From that point, based on individual interest, each focus group member was assigned to 1 or more focus groups. Added to these focus groups were residents of the Town of Winfield who were not part of the Commission but had indicated interest in contributing to the process. These additional focus group members were primarily identified through the survey interest page or other means of promotion of the planning process such as press releases and official town postings of monthly meetings.

The focus groups met during the winter of 2005/2006 and were charged with utilizing background information inclusive of current conditions, statistics and projections, the Town’s vision, survey responses, and vision session results to develop an overriding goal for each focus area. Once the goals were developed, the focus groups developed objectives and then policies to implement these objectives all of which aim to meet the focus groups’ goal as well as the Town’s vision.

The results of each focus group’s meetings, in terms of the development of goals, objectives, and policies were continually brought to the Commission for review, comment, and suggestions. This process gave focus groups continued direction as well as assurance the focus group work recognized the needs and desires of all residents and landowners in the Town of Winfield.

The following includes the title of each focus group, and their goal:

- **Agriculture Resources Goal:** Maintain existing agriculture lands and encourage agriculture related economic opportunities.

- **Natural Resources Goal:** Protect and enhance the Town’s natural resources, including geology, soils, water, open space, forest, wetland, grassland, native plant-animal communities, wildlife, and endangered and threatened species. To guide residential growth in a way that sustains recreational opportunities, aesthetics, and economic use of resources.

- **Housing Goal:** Encourage residential housing that aims to balance the protection of the Town’s natural resources and its existing rural flavor.

-
- **Economic Development Goal:** Create jobs and maintain the tax base by encouraging all forms of agriculture and small, safe, low-impact, low-density commercial businesses, cottage industry, and home occupations that are compatible with the Town of Winfield’s natural beauty and rural character.

 - **Transportation Goal:** Preserve and maintain all existing roads, bridges, and trails.

 - **Intergovernmental Cooperation Goal:** Identify and maintain mutually beneficial relations with neighboring units of government, with Sauk County, and with the State of Wisconsin.

 - **Utilities & Community Resources Goal:** Achieve consistently high-level public utilities services for all Town residents. Maintain and expand civic and recreational facilities, and protect environmentally sensitive areas and cultural resources. Promote the availability of educational opportunities, and protect the safety and property of Town residents with adequate law enforcement and emergency services.


 - **Land Use Goal:** Achieve a blend of land uses that accommodates development necessary to sustain and enhance the Town’s economic vitality and quality of life, and to protect public safety. Maintain a level of local control, assuring compliance with State and County regulations, to guide public and private land use decisions that respect the rural character of the Town and adjacent regions, along with the rights of private property owners and residents.

2.6 Formal Consensus Process to Establish Goals, Objectives, and Policies

The Plan Commission utilized an informal consensus process to discuss all goals, objectives, and policies, including the density relative to the number of homes that will be permitted in rural subdivisions. The Commission chose this process over a vote of a majority because the consensus process is better suited to the Commission’s intent to incorporate the views of as many of the community’s citizens as it could. These views have been expressed in 4 primary ways, including the community wide survey, the vision session, focus groups and the Plan Commission. Broad participation lends greater legitimacy, and thus provides the Town’s elected officials confidence in approving and implementing its goals, objectives, and policies.

Even an informal consensus process requires cooperation, restraint in speaking, active listening, and respect for the contributions of every member, all of which occurred within a facilitated process designed to ensure that all participants felt comfortable sharing their opinions and ideas and exploring new ideas until mutually agreeable solutions emerge.

2.7 Public Hearing

The Town of Winfield conducted a public hearing on ()....

2.8 Town of Winfield Vision

Please see pullout on next page.

3.0 Purpose

The Population Inventory and Analysis Chapter of the Plan gives an overview of the pertinent demographic trends and background information necessary to develop an understanding of the changes taking place over time in the Town of Winfield. The population profile includes regional trends in population, housing units, and persons per household, as well as local trends of housing occupancy, population composition, age distribution, and length of residency. Each of the elements contained within this Plan analyzes related trends and resources, some of which relate back to the population inventory and analysis.

3.1 Regional Population and Housing Trends

This section primarily examines population changes and projections as well as housing occupancy rates in the Town of Winfield as compared to neighboring townships, villages, the County and the State, highlighting current trends and potential future trends.

► Population

As **Table P1 Regional Population Trends** indicates, the population in the Town of Winfield increased between the years 1970 and 2020 from 608 to 890, or about 46.4% over the 50-year span. From 2000 to 2020 the population experienced an increase of 18.35% from 752 to 890 persons. Overall, between the years of 1970 and 2020, the Town of Winfield’s population increased by 282 persons, or at an average of 8.06% per 10 years. Comparing this to the neighboring townships, the Town of Dellona experienced the greatest increase at an average change of 33.27% per 10 years, followed by the Town of Excelsior with a change of 17.39% per 10 years. From 1970 to 2020, Sauk County experienced an average increase of 11.05% per 10 years, and the State of Wisconsin averaged an increase of 6.04% per 10 years.

Table P1: Regional Population Trends

Table P1: Regional Population Trends																
Year	Town of Winfield		Town of Dellona		Town of Reedsburg		Town of Ironton		Town of LaVale		Town of Seven Mile Creek		Sauk County		Wisconsin	
	#	% Change	#	% Change	#	% Change	#	% Change	#	% Change	#	% Change	#	% Change	#	% Change
1970	608		472		1442		658		693		376		39,057		4,400,000	
1980	624	2.63%	705	49.36%	1468	1.80%	643	-2.28%	929	34.05%	362	-3.72%	43,469	11.30%	4,700,000	6.82%
1990	649	4.01%	768	8.94%	1367	-6.88%	585	-9.02%	1,005	8.18%	383	5.80%	46,975	8.07%	4,891,769	4.08%
2000	752	15.87%	1199	56.12%	1236	-9.58%	615	5.13%	1,203	19.70%	369	-3.66%	55,225	17.56%	5,363,675	9.65%
2010	856	13.83%	1552	29.44%	1293	4.61%	660	7.32%	1,302	8.23%	358	-2.98%	61,976	12.22%	5,686,986	6.03%
2020	890	3.97%	1901	22.49%	1185	-8.35%	662	0.30%	1,420	9.06%	348	-2.79%	65,763	6.11%	5,893,718	3.64%
Overall Change 1970-2020	282	46.38%	1,429	302.75%	(257)	17.82%	4	0.61%	727	104.91%	(28)	-7.45%	26,706	68.38%	1,493,718	33.95%
Average Change per 10 years	56	8.06%	286	33.27%	(51)	-3.68%	1	0.29%	145	15.85%	(6)	-1.47%	5,341	11.05%	298,744	6.04%

Source: US Census 1970-2020.

► **Number of Housing Units**

From 1990 to 2020, the populations in nearby towns have increased markedly, and the number of housing units in most of those towns has as well. Similarly, the Town of Winfield has experienced a 282 person increase from 1990 to 2020, and a corresponding 144 unit housing increase, as noted in **Table P2 Regional Housing Unit Comparison**.

Table P2: Regional Housing Unit Comparison

Table P2: Regional Housing Unit Comparison																
YEAR	Town of Winfield		Town of Dellona		Town of Reedsburg		Town of Ironton		Town of LaValle		Town of Seven Mile Creek		Sauk County		Wisconsin	
	#	% Change	#	% Change	#	% Change	#	% Change	#	% Change	#	% Change	#	% Change	#	% Change
1990	228		400		383		201		783		155		20,439		2,055,774	
2000	297	30.26%	498	24.50%	415	8.36%	221	9.95%	914	16.73%	168	8.39%	24,297	18.88%	2,321,144	12.91%
2010	358	20.54%	764	53.41%	501	20.72%	245	10.86%	1182	29.32%	203	20.83%	25,192	3.68%	2,279,768	-1.78%
2020	372	3.91%	871	14.01%	462	-7.78%	255	4.08%	1222	3.38%	196	-3.45%	30,784	22.20%	2,727,726	19.65%

Source: US Census, 1990 to 2020 (QT-H1 and DP-1)

► **Average Household Size**

From 1990 to 2020, most municipalities, as well as Sauk County and the State of Wisconsin, experienced a slight increase in the number of persons per occupied house. However, the Town of Winfield experienced a slight increase in 2010 and then decreased again in 2020 to its current average of 2.56. Both the State and the County averaged approximately 2.9 persons per household.

Table P3: Regional Average Household Size Comparison

Table P3: Average Household Size - Persons Per Household								
YEAR	Town of Winfield	Town of Dellona	Town of Reedsburg	Town of Ironton	Town of LaValle	Town of Seven Mile Creek	Sauk County	Wisconsin
1990	3.26	2.84	3.1	3.2	2.73	3.11	2.61	2.61
2000	2.84	2.84	2.78	3.11	2.67	2.71	2.51	2.5
2010	3.04	2.61	2.48	2.68	2.34	2.1	2.43	2.43
2020	2.56	2.71	2.47	3.37	2.52	2.62	2.92	2.97

Source: US Census, 1990 to 2020 (QT-P10 and DP-1)

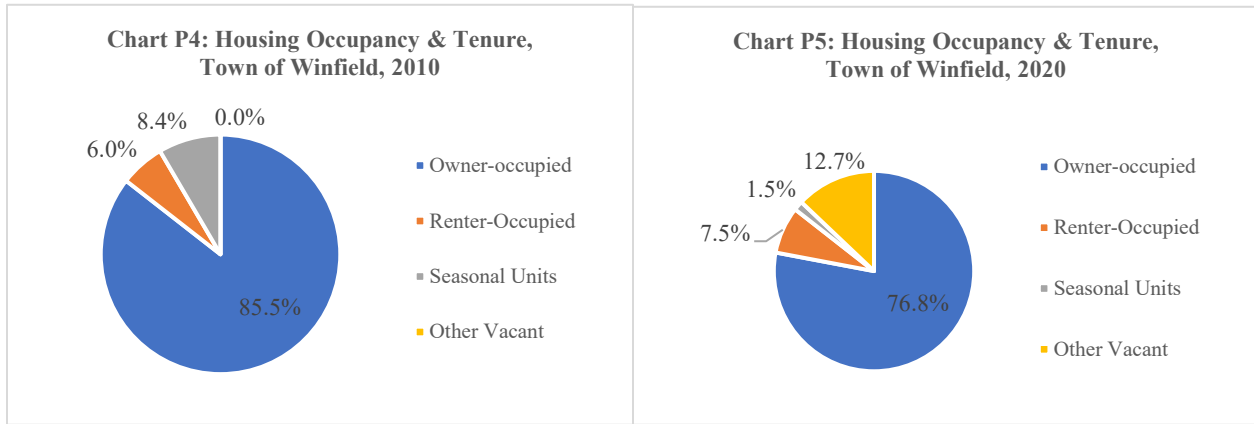
3.2 Local Population and Housing Trends

Local demographics illustrate local trends and conditions, and provide insights as to the types of services required and commodities desired by the community. Local trends include an examination of occupied housing, population composition, population by age bracket, and length of residency.

► **Occupied Housing**

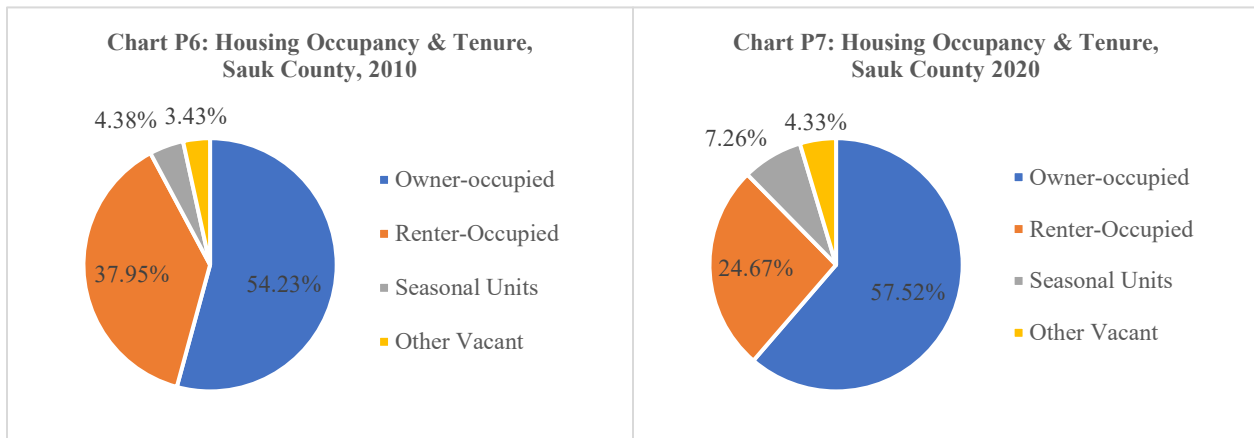
Determining the number of all housing units, the number of these units occupied, and the number of persons per occupied household can develop an understanding of population trends. In the Town of Winfield, the number of occupied housing units increased from 304 in 2010 to 338 in 2020. Although the number of occupied units increased, the percentage of housing units decreased from 91.5% occupancy in 2010 to 84.3% in 2020. This is likely due to the 12.7% rise in vacant housing. Occupancy rate trends for both the Town of Winfield and Sauk County can be noted for the years 2010 and 2020 on charts P4 through P7 below.

Charts P4 and P5: Occupancy Rate and Tenure Town of Winfield 2010 vs. 2020



Source: Wisconsin Department of Administration (DOA); US Census, 2010, 2020

Charts P6 and P7: Occupancy Rate and Tenure Sauk County 2010 vs. 2020



Source: Wisconsin Department of Administration (DOA); US Census, 2010, 2020

► **Population Composition: Age, Gender, and Race**

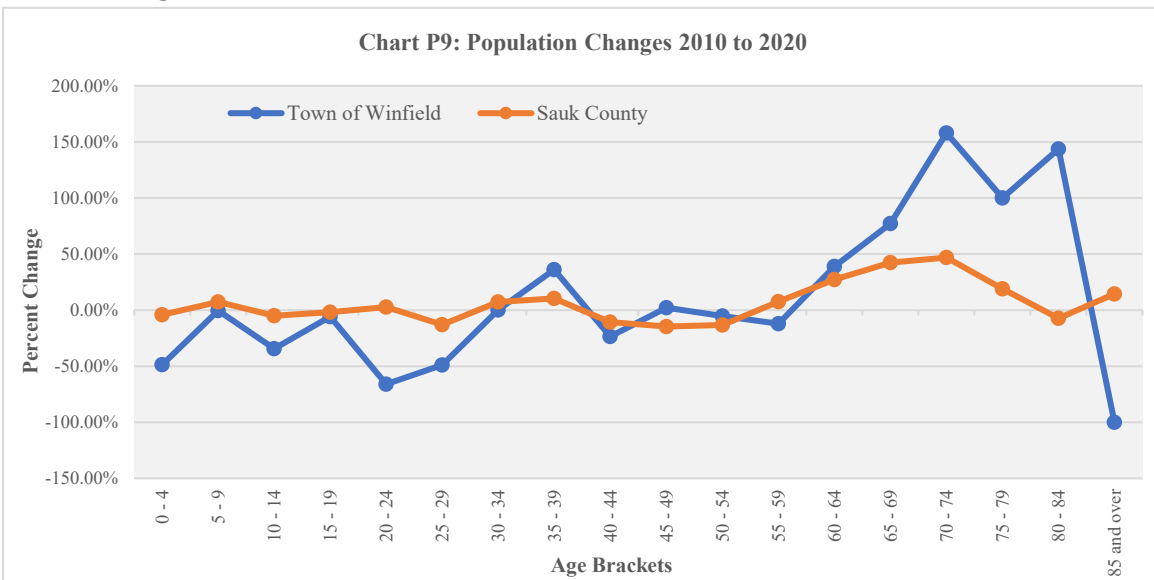
Median age is defined as the age at which half of the population is above and the other half is below. **Table P8 Age and Gender, Town of Winfield and Sauk County** shows the median age in the Town of Winfield at 49.1 during 2020. This is comparable to the median age of Sauk County at 41 for the same time period. Combining this with the decrease in the percentage of the population below 18 shows a trend of an aging population prevalent in the County, but the Town of Winfield has an older population than the County. The Town of Winfield had a slight decrease in percent of population that is female, while Sauk County had a slight increase in the percent of population that is female. **Chart P9 Age Distribution, Town of Winfield 2020 (next page)** graphically shows the age distribution in the Town of Winfield compared to Sauk County. **Table P10 Ethnic Composition, Town of Winfield and Sauk County** shows that Caucasian population is higher than that of Sauk County at about 97.3%.

Table P8: Age and Gender, Town of Winfield and Sauk County

Table P8: Age and Gender, Town of Winfield and Sauk County								
Year	Median Age		Percent Under 18		Percent Over 65		Percent Female	
	Town of Winfield	Sauk County	Town of Winfield	Sauk County	Town of Winfield	Sauk County	Town of Winfield	Sauk County
1990, Per Census	38.3	34.2	31.50%	27.19%	9.20%	15.77%	46.84%	50.79%
2000, Per Census	38.3	37.3	26.50%	26%	9.60%	14.50%	49.34%	50.60%
2010, Per Census	41.7	40	24.90%	23.80%	8.00%	15.00%	52.60%	50.20%
2020, Per Census	49.1	41	20.58%	22.80%	15.80%	18.40%	49.70%	52.00%

Source: U.S. Census, 1990 to 2020

Chart P9: Age Distribution, Town of Winfield 2010 to 2020



Source: U.S. Census, 2010 and 2020

Table P10: Ethnic Composition, Town of Winfield and Sauk County

Table P10: Ethnic Composition, Town of Winfield and Sauk County												
Year	Percent White		Percent Native American and Alaska Native		Percent Hispanic (of any race)		Percent Asian		Percent African American		Percent Other	
	Town of Winfield	Sauk County	Town of Winfield	Sauk County	Town of Winfield	Sauk County	Town of Winfield	Sauk County	Town of Winfield	Sauk County	Town of Winfield	Sauk County
1990, Per Census	100.00%	98.50%	0.00%	0.60%	0.40%	0.40%	0.00%	0.20%	0.00%	0.10%	0.00%	0.20%
2000, Per Census	99.20%	98.00%	0.10%	1.10%	0.50%	1.20%	0.10%	0.30%	0.00%	0.30%	0.10%	0.70%
2010, er Census	99.30%	94.50%	0.12%	1.20%	0.00%	4.30%	0.23%	0.50%	0.23%	0.60%	0.00%	1.90%
2020, Per Census	97.30%	93.20%	0.11%	1.70%	0.56%	5.30%	0.00%	0.50%	0.34%	0.70%	0.11%	2.70%

Source: US Census, 1990 to 2020

* Composition may equal more than 100% because some may have more than one ethnicity.

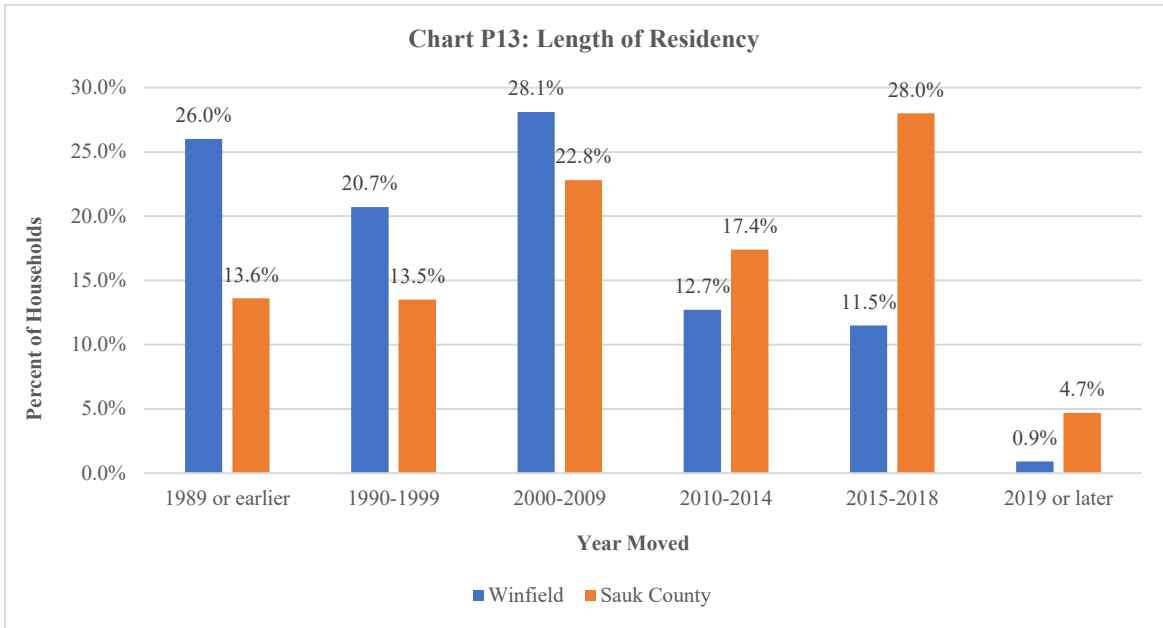
► **Population Per Age Bracket**

Chart P19 Comparing Town of Winfield Populations in Age Brackets, from 2010-2020 considers the numbers of persons in these 10-year age brackets, or cohorts, and how they aged from 2010 to 2020. In a static community, as one age group in 2010 ages to the next age group in 2020, the population numbers should remain relatively constant. However, in the Town of Winfield, as the population in age cohorts 10 to 19 during 2010 ages to the 20 to 29 age cohorts in 2020, the population numbers decrease from 143 to 45. Those in the age cohort 20 to 29 during 2010 aged to the 30 to 39 age bracket in 2020, the population decreases from 109 to 80. Population in the newborn to age 9 cohorts, decreased from 107 in 2010 to 82 in 2020. Generally, the most influential factor in population increase beyond the natural aging of cohort groups includes age cohorts 40 through 59, which shows roughly a 9.7% decrease between the 10-year period.

► **Length of Residency**

According to the sampling data of the 2020 census, of the residents in the Town of Winfield, 26.0% moved into the Town of Winfield in 1989 or earlier. **Chart P14 Length of Residency** shows that an additional 20.7% moved in since 1990 and 28.1% since 2000. As noted previously, there appears to be immigration in the 35 to 39 age bracket between 2010 and 2020, which may also correlate to the number of new houses being built in the Town during the same time period. **Table P14** offers an alternative way to view length of residency data.

Chart P13: Length of Residency



Source: U.S. Census, 2020 QT-H7 data

Table P14 Length of Residency

Table P11: Length of Residency		
Year	Town of Winfield	Sauk County
1989 or Earlier	26.0%	13.6%
1990-1999	20.7%	13.5%
2000-2009	28.1%	22.8%
2010-2014	12.7%	17.4%
2015-2018	11.5%	28.0%
2019 or Later	0.9%	4.7%

Source: U.S. Census, 2020 QT-H7

3.3 Interpretation of Population Data

After several decades of slow but positive growth, the Town of Winfield experienced a more noticeable (37%) increase in population from 649 in 1990 to 890 in 2020. The 63% increase in housing units during this period, as well as an increase in the percentage of housing units occupied implies the population should be increasing significantly more than it actually has. Population can be viewed as a function of the total number of occupied houses and the average number of persons per household. For example, multiplying 197 (the number of occupied housing units during 1990) by 3.26 (persons per household during 1990) equals a population of 642. The number of persons in the Town of Winfield during 1990 was actually 649. Multiplying 338 (the number of occupied housing units during 2020) by 2.56 (persons per household during 2020) equals a population of 865, a bit less than the number

of persons in the Town of Winfield during 2020. The difference in the number of persons per household from 1990 to 2020 largely accounts for the disparity between the 37% increase in population and the more significant (63%) increase in occupied housing units during this time span.

There are several possible explanations for the lower persons per household, including fewer extended families living together as well as fewer children per household. The Town of Winfield in general has seen a drop in the number of persons per household. In the Town of Winfield there appears to be an emigration of youth (age bracket 10 to 19) as they reach college age and young adulthood (age bracket 20 to 29) and in-migration of those in between the ages 35 to 39 and 60 to 84.

3.4 Population Projections

Small populations can fluctuate significantly over a decade, but the Town of Winfield has experienced steady growth since 1970. With more recent gains, it is reasonable to expect continued future growth. This is especially true when comparing the Town of Winfield with neighboring communities, and with Sauk County as a whole, all of which are also growing. On December 10, 2013, the Wisconsin Department of Administration (WDOA) issued preliminary estimates of the 2020 population for the Town of Winfield. WDOA estimated a population of 950, an increase of about 11% since the 2010 census which was inaccurate by 60 persons in comparison to the 2020 census. At this rate the population in 2030 will be 1,065 people. To project future populations, 3 methods were utilized. These methods include a linear projection, a projection provided by the Wisconsin Department of Administration, and a housing driven population projection.

► Standard Population Projection Methods

- **Linear Projection.** The linear growth model is the most basic of projection methods. The linear model works by drawing a straight, best-fit line through historic data points and extending that line out to future data points.
- **Department of Administration (DOA) Projection Method.** The DOA projection method works in the same manner as the linear projection model except that it gives more weight or influence to more recent years' data. This method calculates a projection (best-fit line) for 3 historic time periods. Each projection is then averaged together for a final projection. By averaging the 3 projections, population change that has occurred in the more recent time period is given more influence. This projection method is based on the premise that recent population trends, from the last 5 or 10 years for example, are more realistic for explaining future population growth than older trends, from 20 or 30 years ago for example. In some cases, this method can result in gross over or under estimations of population growth. For example, consider a town of 500 where 5 new residents are added in a year. If this same rate of growth is applied over the next 20 years the town will swell to 600 people. What if, however, you lost 3 residents in the next year? If you apply this average rate of growth (2 people/year) you would have an increase with only 540 people. The DOA method dampens the effect of very immediate population fluxes by including the 3 historic time periods. In addition, the DOA method adjusts for abnormal rates of change, such as annexations.

- **Housing Driven Population Projections.** The housing-driven population projections calculate future population growth based on expected housing growth and the current or expected persons per household. In some instances, this method can be a fairly accurate tool, especially when coupled with 1 of the methods above to serve as a check and balance. The method is best summarized by the following equation:

$$[(\# \text{ housing units}) \times (\text{occupancy rate}) \times (\# \text{ people/housing unit})] = \text{population projection}$$

A caveat is that this method is based on the assumption that populations grow based on the availability of the housing stock. A similar method is widely used to calculate population growth based on employment growth. People often move to an area for a new job, but are less likely to move or expand their family because of more readily available housing. Typically, housing is created on demand, not the opposite, although an abundance of relatively affordable housing could be attractive, especially to young homebuyers.

Table P15: Town of Winfield Population 1980 - 2020							
	1980 Census	1990 Census	2000 Census	2010 Census	2020 Census	Percent Change 1980-2020	Average Percent Change 1980-2020
Town of Winfield	624	649	752	856	890	42.6%	9.4%
Sauk County	43,469	55,225	58,121	61,976	65,763	51.3%	11.3%
Wisconsin	4,705,642	4,891,769	5,363,704	5,686,986	5,893,718	25.2%	5.8%

Source: U.S. Census 1980-2020

- **Population Projection 1 (Linear)**

Table P16: Town of Winfield Linear Population Projections 2030-2050							
	2010 Census	2020 Census	Average Percent Change 1980-2020	2030 Projection	2040 Projection	2050 Projection	2060 Projection
Town of Winfield	856	890	9.4%	917	963	1,011	1,061
Sauk County	61,976	65,763	11.3%	73,194	81,465	90,671	100,917
Wisconsin	5,686,986	5,893,718	5.8%	6,235,554	6,597,216	6,979,854	7,384,686

Source: U.S. Census 1980-2020

Table P15: Town of Winfield Population 1980-2020 shows the population trends over the last 40 years and **Table P16: Town of Winfield Linear Population Projections 2030-2050** utilizes the average population growth over the last 40 years to create a linear population trend for the next 20 years. At a constant 10-year growth rate of 9.4%, the town would grow to a 2040 population of 963 and a population of 1,011 by the year 2050.

► **Population Projection 2: (2013 DOA)**

Table P16: Town of Winfield DOA Population Projections 2030-2040								
	2010	2020		2025	2030	2035	2040	Percent Change
	Census	Census	Projection	Projection	Projection	Projection	Projection	2010-2040
Town of Winfield	856	890	950	1,015	1,065	1,095	1,105	29.1%
Sauk County	61,976	65,763	68,075	72,175	75,660	77,265	77,815	25.6%
Wisconsin	5,686,986	5,893,718	6,005,080	-	6,375,910	-	6,491,635	14.1%

Source: Department of Administration 2013

Table P16: Town of Winfield DOA Population Projections 2030-2040 shows the Department of Administration’s (DOA) population projections through the year 2050, which utilized historic census data along with municipal specific emigration/immigration, birth/death rates, and regional population fluctuations to create their estimate. In comparing the DOA population projection of 950 with the actual 2020 census population number of 890 we can assume the same amount of possible error in the projections through the year 2040. The DOA projected the population to grow to 1,105 by the year 2040, but assuming the same percentage of error it could be more accurate to estimate the projection to 1,034 persons.

► **Population Projection 3: (Housing Based)**

Table P17: Town of Winfield Housing Based Population Projections											
2020 Demographics				2030 Projection		2040 Projection		2050 Projection		2060 Projection	
Occupied Housing Units	Average Change in Housing Units 1990-2020	Average Household Size	2020 Population	Housing Units	Population	Housing Units	Population	Housing Units	Population	Housing Units	Population
338	18.24%	2.54	890	400	1015	473	1200	559	1419	661	1678

Source: U.S. Census 2020

Table P17: Town of Winfield Housing Based Population Projections estimates population projections based on housing growth in the Town, occupancy, and average household size. The projection model showcases the largest growth in the population with an estimated population of 1,200 by the year 2040. This may be caused by the way people report their housing in the census and due to Covid occurring while data was being collected nationally, many people may have temporarily moved to vacation or secondary homes in the more rural Town. Also, the average growth in the housing units may not accurately reflect how occupancy may change in the same 10-year period. Overall, it is assumed that the DOA and linear growth models are the most accurate.

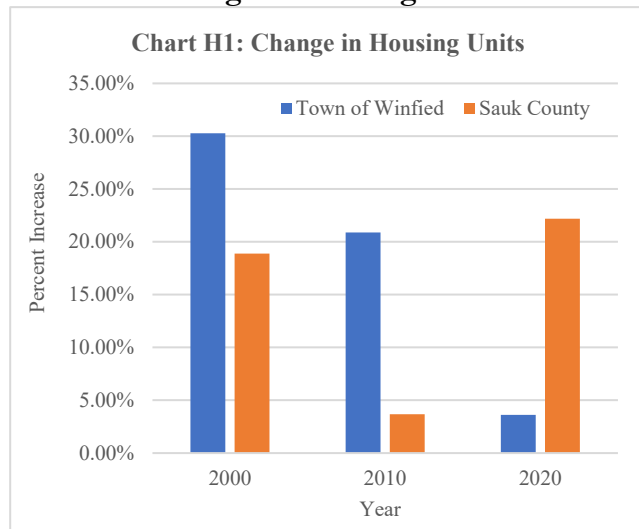
4.0 Purpose

Household and housing stock characteristics, both past and present, can be utilized to assess whether a community is providing an adequate housing supply as well services to meet the needs of its housing units. This section of the Comprehensive Plan describes the Town of Winfield’s predominate household and housing stock characteristics such as number of housing units, tenure, household type, age of housing stock, household income and expenses, as well as value of housing. It also provides an analysis of these housing trends. This section also describes what constitutes affordable housing and further includes a compilation of objectives and policies that ensure a continued housing supply that provides a range of housing opportunities.

4.1 Housing Unit Trends

Locally, between 2000 and 2010, the number of housing units in the Town of Winfield increased from 297 to 359, or an increase of 20.88%. From 2010 to 2020, housing units increased from 359 to 372, or an increase of 3.62%. This in comparison to Sauk County’s slower growth up until 2020 which saw a 22.2% increase in housing units. (Regional housing unit comparisons are available in *Chapter 3: Population Inventory and Analysis Chapter*.) This overall increase of 183 housing units in the Town of Winfield occurred with the increase in population of 282 persons between 1970 and 2020.

Chart H1: Change in Housing Unit



Source: U.S. Census, 2010 and 2020

4.2 Average Household Size and Tenure

► Average Household Size

The average household size or the persons per households in the Town has dropped from 3.26 persons in 1990 to 2.56 in 2020. The Town of Winfield’s average household size is higher than Sauk County’s, which increased from 2.61 in 1990 to 2.53 persons per household in 2020. A comparison to regional average household size may be found in **Chapter 3: Population Inventory and Analysis**.

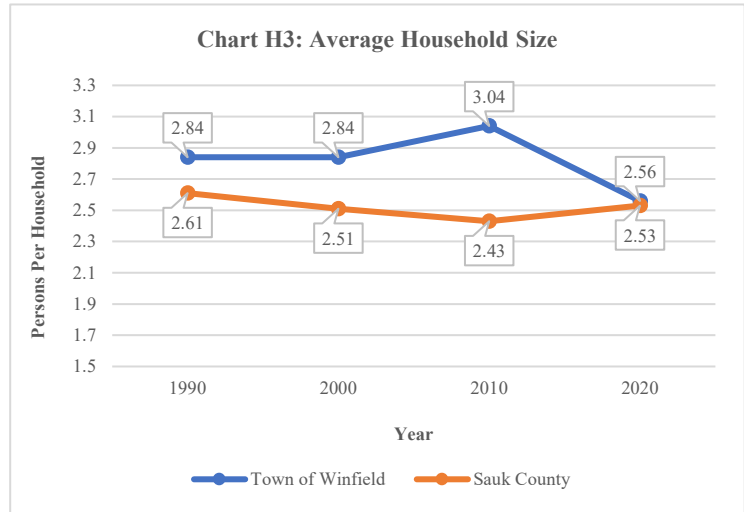
Table H2: Number of Housing Units

Table H2: Number of Housing Units				
YEAR	Town of Winfield		Sauk County	
	#	% Change	#	% Change
1970	Not available		13,654	
1980	189		17,454	27.83%
1990	228	20.63%	20,439	17.10%
2000	297	30.26%	24,297	18.88%
2010	359	20.88%	25,192	3.68%
2020	372	3.62%	30,784	22.20%

Source: U.S. Census, 1970-202

► **Tenure**

According to the Department of Housing and Urban Development (HUD), an overall vacancy rate of roughly 3% is ideal for providing consumers an adequate choice in housing. As cited in *Chapter 3: Population Inventory and Analysis*, during 1990, 86.4% or 197 of the 228 available housing units in the Town of Winfield were occupied compared to an 86.81% occupancy rate in Sauk County. By 2020, occupancy in the Town of Winfield decreased to 74.3%, or 338



Source: US Census 1990, 2000, 2010, & 2020

of the 401 available housing units, while Sauk County increased to an 91.5% occupancy rate. Throughout the decades, the vacancy rate was well above the ideal of 3% cited by HUD, implying that consumers had many choices of housing. However, the Town of Winfield’s current vacancy rate of 12.7% is higher than typically desired, but these numbers may be influenced by the influx of short term rentals or vacation homes. Occupancy rates in some parts of Sauk County may be influenced by seasonal variations.

4.3 Household Characteristics

Household characteristics may influence not only the type of housing stock needed, but also the types of services and commodities utilized. In the Town of Winfield, of the occupied housing units, those comprised of families and married households increased in numbers from 2010 to 2020, and decreased as a percentage of the population. There was a particular increase in the number of households with individuals living alone. In comparison, from 2010 to 2020 Sauk County remained relatively constant with a slight decrease in family and married households and smaller increase in non-family households.

Table H4: Households by Type

Table H4: Households by Type								
	Town of Winfield				Sauk County			
	2010	% of Total	2020	% of Total	2010	% of Total	2020	% of Total
Family Households	259	85.2%	274	81.1%	16,429	67.1%	16,567	64.8%
Married	251	82.6%	245	72.5%	13,107	53.5%	13,131	51.4%
Other	8	2.6%	29	8.6%	3,322	13.6%	3,436	13.4%
Non-Family Households	45	14.8%	64	18.9%	8,059	32.9%	8,990	35.2%
Living Alone	33	10.9%	57	16.9%	6,675	27.3%	7,391	28.9%
Not Living Alone	12	3.9%	7	2.1%	1,384	5.7%	1,599	6.3%
Total Households	304	100.0%	338	100.0%	24,488	100.0%	25,557	100.0%

Source: US Census, 2010 and 2020.

4.4 Housing Stock Characteristics

During 2020, 326 of the 338 occupied housing units in the town, or 96.5%, were single-family homes, and 1, or about 0.3% of the occupied housing units were mobile homes. The Town of Winfield has 9 or 3.3.% of housing units that are multi-family. Sauk County was comprised of 20,452 or 67% single-family homes and 1,923, or 6.3% mobile homes. The remaining 8,150 or 23.5% of Sauk County homes consisted of a variety of types of multi-family housing units.

Table H5: Housing Units, Structural Types, 2010-2020

Table H4: Housing Units by Structural Type				
	Town of Winfield		Sauk County	
	2010	2020	2010	2020
Occupied Housing Units	304	338	25,438	30,525
% Single Family	95.4%	96.5%	73.1%	67.0%
% Mobile Home	1.0%	0.3%	7.7%	6.3%
% With 2-4 Units	2.0%	2.7%	8.8%	9.5%
% With 5-9 Units	0.0%	0.0%	4.7%	5.5%
% With 10 or More Units*	1.6%*	0.6%*	5.6%	8.5%

Source: US Census Bureau, 2010 - 2020 Table DP-4 Sample Data

*Note: This is an error in the Census Data for 2010 and 2020 as there are no residential structures within the Town of Winfield containing 10 or more units. Therefore, the percentage is actually 0.0% for both 2010 and 2020.

Age of Housing Stock

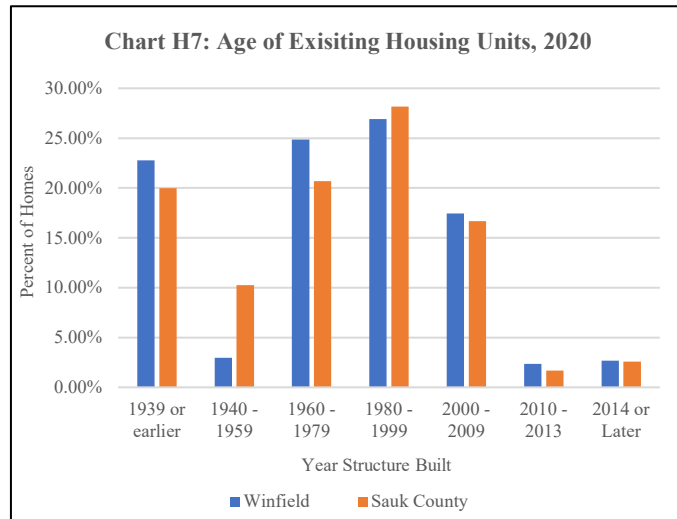
The age of the community's housing stock can be used as a measure of the general condition of the community's housing supply. However, actual building quality at the time of initial construction is also an important factor. Generally, housing constructed prior to 1939 has reached an age where continued maintenance and major repairs may be needed. Also, housing built in the 1980's may need upgrading as well due to a decrease in construction and material qualities.

Table H6: Age of Housing Units

Table H5: Age of Existing Housing Structures, 2020				
Year Built	Town of Winfield		Sauk County	
	# of Units	Percentage	# of Units	Percentage
1939 or earlier	77	22.78%	6,096	19.97%
1940 - 1959	10	2.96%	3,133	10.26%
1960 - 1979	84	24.85%	6,314	20.68%
1980 - 1999	91	26.92%	8,600	28.17%
2000 - 2009	59	17.46%	5,088	16.67%
2010 - 2013	8	2.37%	511	1.67%
2014 or Later	9	2.66%	783	2.57%
Total Units	338		30,525	

Source: US Census Bureau, 2020

Chart H6: Housing Age shows that approximately 22.78% of the existing owner occupied housing were built prior to 1939 while 49.41% of owner occupied homes units were built after 1980. The percentage of existing homes in the Town of Winfield built prior to 1939 is relatively equal to that of Sauk County. The number of homes built after 1939, in any period of years, varies for each decade to those of Sauk County.



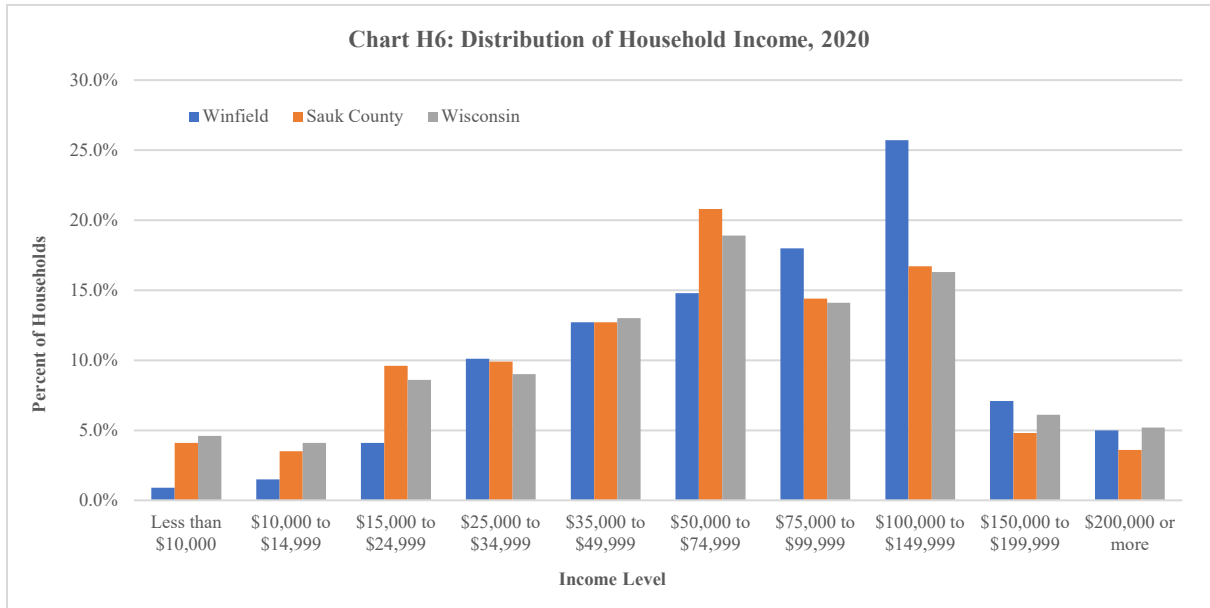
4.5 Household Income, Housing Expenses, and Housing Value

Looking at the household incomes, expenses, and housing values provides insights into the types of housing structures that exist and thus, those that are needed in the community.

► **Income Per Household**

During 1999, the median household income for the Town of Winfield was \$49,688, which was well above the median income for Sauk County at \$41,941. Of the 252 sampled households in the Town of Winfield, 68 (25.66%) were in the \$35,000 to \$49,999 income bracket. Another 69 (26.03%) of the households were in the \$50,000 to \$74,999 income bracket. This is compared to Sauk County with 21.03% of the households in the \$35,000 to \$49,999 income bracket and 23.16% of the households in the \$50,000 to \$74,999 income bracket.

Chart H8: Household Income Levels



Source: U.S. Census 2000 Table DP-3 Sample Data

Affordable monthly housing expenses are considered to be 30% of the monthly gross income, (monthly mortgage expense = .3 * monthly gross income) (where the monthly gross income is the annual gross income divided by 12). In order to determine if the gross annual income is considered to be in the low- or moderate-income brackets, the following HUD definitions may be used. As Table H7 on the following page illustrates, extremely low income (ELI) is defined as less than 30% of the household median gross income (HMI) or $ELI = .3 * HMI$. Very low income (VLI) is 30% (the ELI) to 50% of the HMI, or $VLI = ELI$ level up to $.5 * HMI$. Low income (LI) is 50% to 80% of the HMI, $LI = VLI$ level to $.8 * HMI$, and moderate income (MI) is 80% to 100% of the HMI.

Given the HMI for the town in 2020 is \$79,500, the extremely low-income range that year included anyone earning less than \$19,999 per year. According to the 2020 census, 8.5% of the households in the Town were in this range and could afford monthly housing expenses of \$425 or less. Another 12.1% of the households in the Town fall in the very low income range and could afford housing expenses of \$425 to \$850. Households in the low-income range comprised 15.8% of the households in the Town of Winfield and could afford \$850 to \$1,360 in monthly housing expenses.

Table H9: Affordable Housing Expenses per Income, Town of Winfield 2010

Table H9: Affordable Housing Expenses per Income, Town of Winfield 2010			
Household Median Income (HMI) = \$68,077			
Household Income Category	Rounded Description	Percent of Households	Affordable Housing Payment Per Month Based on 30% of Income Standard
Extremely Low Income (below 25% of HMI)	\$17,000 or less	8.5%	\$425
Very Low Income (25% to 50% of HMI)	\$17,000 - \$34,000	12.1%	\$425 - \$850
Low Income (50% to 80% of HMI)	\$34,000 - \$54,400	15.8%	\$850 - \$1,360
Moderate to High Income (80% to 100% or greater of HMI)	\$54,400 - \$68,077	20.2%	\$1,360 - \$1,702
High Income (greater than 100% HMI)	>\$68,077	43.4%	\$1,702 or less

Source: US Census 2010

Table H10: Affordable Housing Expenses per Income, Town of Winfield 2020

Table H10: Affordable Housing Expenses per Income, Town of Winfield 2020			
Household Median Income (HMI) = \$79,500			
Household Income Category	Rounded Description	Percent of Households	Affordable Housing Payment Per Month Based on 30% of Income Standard
Extremely Low Income (below 25% of HMI)	19,999 or less	3.9%	\$500
Very Low Income (25% to 50% of HMI)	\$20,000 - \$39,999	12.8%	\$500 - \$1000
Low Income (50% to 80% of HMI)	\$40,000 - \$63,999	20.1%	\$1000 - \$1,600
Moderate Income (80% to 100% of HMI)	\$64,000 - \$79,500	13.4%	\$1,600 - \$1,988
High Income (greater than 100% HMI)	>\$79,500	49.8%	\$1,988 or less

Source: US Census, 2020 Table DP-3 Sample Data

Table H11: Distribution of Household Income, 2020

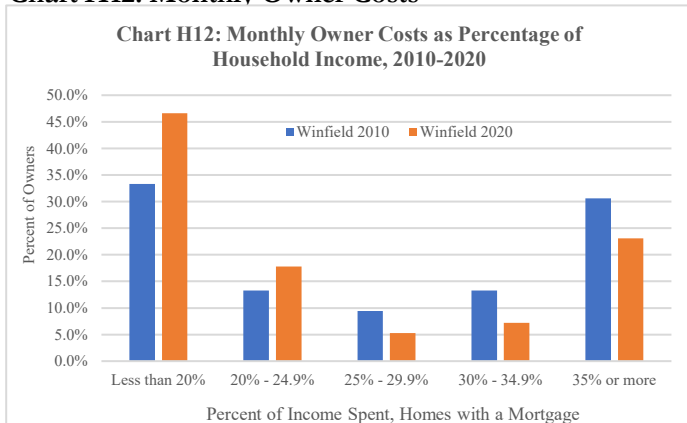
Table E8: Distribution of Household Income, 2020			
Distribution of Household Income, 2020	Percent of Households		
	Town of Winfield	Sauk County	Wisconsin
Less than \$10,000	0.9%	4.1%	4.6%
\$10,000 to \$14,999	1.5%	3.5%	4.1%
\$15,000 to \$24,999	4.1%	9.6%	8.6%
\$25,000 to \$34,999	10.1%	9.9%	9.0%
\$35,000 to \$49,999	12.7%	12.7%	13.0%
\$50,000 to \$74,999	14.8%	20.8%	18.9%
\$75,000 to \$99,999	18.0%	14.4%	14.1%
\$100,000 to \$149,999	25.7%	16.7%	16.3%
\$150,000 to \$199,999	7.1%	4.8%	6.1%
\$200,000 or more	5.0%	3.6%	5.2%
Median Household Income	\$79,500	\$62,808	\$63,293
Number of Households	338	26,751	2,377,935
Average Household Income	\$96,280	\$77,000	\$82,757
Ratio of mean to median HH Income	1.21	1.23	1.31

Source: US Census 2020, Housing Wisconsin.

*The income range is the calculated household income range rounded to the nearest income bracket as provided in the 2020 Census. Therefore, the percentage of households in this income range is also an approximate number.

Affordability can also be determined by the percentage of income spent on mortgage or rent. The census bases these calculations on a sample of the population. When considering the household costs as a percent of income for homeowners, as per the 2020 census, 46.6% of the owner occupied households spent 20% or less of their household income on housing costs. **Chart H12: Monthly Owner Costs and Table H13** shows that according to the sampling data in the 2020 census, 23.1% of the owner occupied households in the Town of Winfield spent 35% or more of their household income on housing costs.

Chart H12: Monthly Owner Costs



Source: U.S. Census 2010-2020

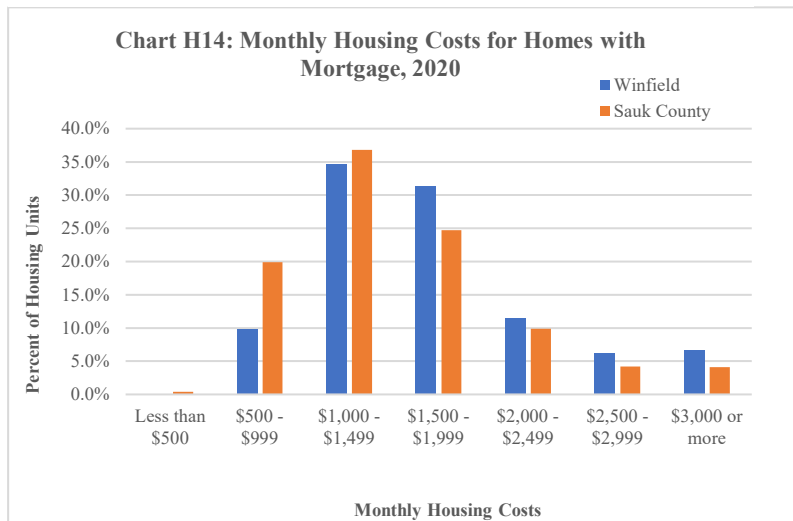
Chart H13: Monthly Owner Costs

Table H13: Selected Monthly Owner Costs as Percentage of Household Income				
Percentage of Income	Town of Winfield 2010		Town of Winfield 2020	
	# of Owners	% of Owners	# of Owners	% of Owners
Housing Unit With a Mortgage				
Less than 20%	60	33.3%	97	46.6%
20% - 24.9%	24	13.3%	37	17.8%
25% - 29.9%	17	9.4%	11	5.3%
30% - 34.9%	24	13.3%	15	7.2%
35% or more	55	30.6%	48	23.1%
Housing Unit Without a Mortgage				
Less than 10%	68	65.4%	44	44.0%
10% - 14.9%	15	14.4%	21	21.0%
15% - 19.9%	9	8.7%	5	5.0%
20% - 24.9%	0	0.0%	13	13.0%
25% - 29.9%	2	1.9%	6	6.0%
30% - 34.9%	3	2.9%	5	5.0%
35 % or more	7	6.7%	6	6.0%

Source: U.S. 2010-2020 Census Table DP-5 & QT-H15

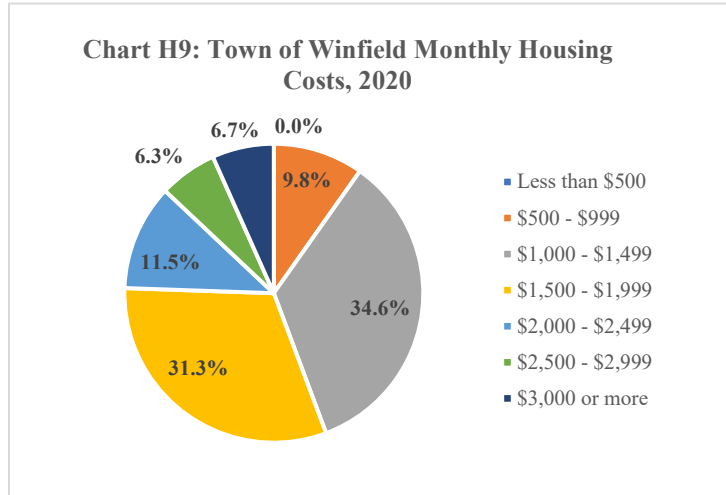
Chart H14: Monthly Mortgage Costs, Town of Winfield 2020

The specific mortgage costs are but one of the monthly housing expenses. In charts H14 and H15 these costs are broken down for the Town of Winfield. In 2020 34.6% of the households spent \$1,000 to \$1,499 for monthly mortgage costs. Another 31.3% of the households spent \$1,500 to \$1,999 on monthly mortgage costs. And, 11.5% of the households spent \$2,000 to \$2,499 on monthly mortgage costs. Over 34.8% of the households spent from \$1,000 - \$1,499 on monthly mortgage costs, while only 9.8% spent less than \$999 on monthly costs. The remaining 13% of households spent \$2,500 or more. Compared to monthly mortgage costs for 1990, there was a significant shift upward, especially out of the lower cost (under \$300 per month) mortgages in which now no households pay less than \$500. This significant increase is also reflected by the increase in household median income during the same time period.

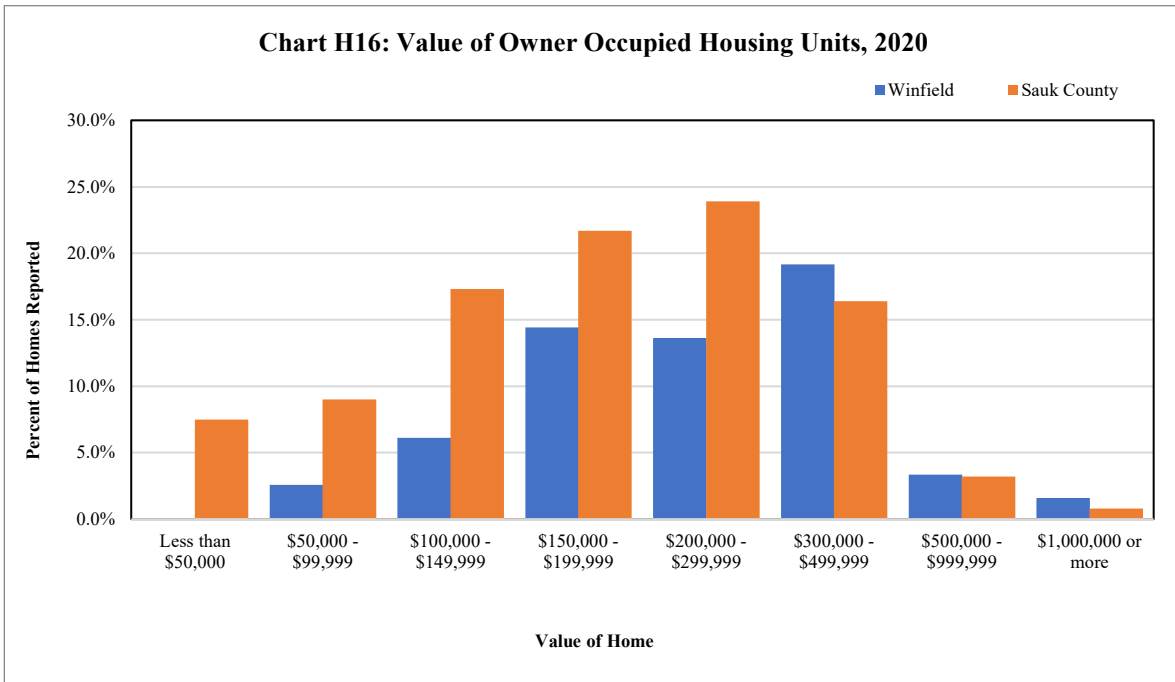


The median home value in the Town of Winfield was \$126,900 and the median home value in Sauk County was \$265,000. According to the 2020, U.S. Census *Chart H16 Housing Value, Town of Winfield 2020* compares the housing values for the Town of Winfield with those of Sauk County. Approximately 23.1% of the homes in the Town of Winfield are worth \$200,000 or less; the percentage of homes valued between \$200,000 to \$299,999 is 13.6% as compared to 23.9% respectively in Sauk County. Approximately 19.2% of the homes were valued between \$300,000 to \$499,999 in the Town as compared to Sauk County's 16.4%. The Town has a slightly higher percentage of high value homes with 3.4% of the homes in the Town valued between \$500,000 and \$999,999, compared to 3.2% of the homes in Sauk County. Finally, 1.6% of the Town homes sampled were valued over \$1,000,000 in 2020, compared with 0.8% in Sauk County.

Chart H15: Monthly Mortgage Costs, Town of Winfield 2020



Source: U.S. Census 2020



Source: U.S. Census 2020

4.6 Housing Density

Housing density can be defined in a number of ways. Housing density is most simply defined as the number of housing units in a given area of land. This numerical value is commonly referred to as gross density. A community density policy, on the other hand, can be defined as the desired ratio of housing units and/or lots created per specified unit of land area. Such area density policies are often combined with an optimum size for each building lot. Rural communities having relatively low overall density policies can offer a density credit to developers, when increased density is appropriate, that permits additional units or lots in exchange for the preservation of adjacent land resources. A community density policy can be utilized to calculate the total number of potential future houses until an endpoint (total buildout) is reached. Future population predictions can be based on a community's housing density policy.

With a total land area of 35.44 square miles, and a total of 372 housing units, the current gross housing density of the Town of Winfield stands at approximately 1 housing unit for every 60 acres, or 10.5 units per square mile. This is an increase of 0.7% in density of housing units per acre since 1990. The Plan Commission examined several alternative density policy scenarios using maps depicting the ultimate possible build-out given each of several possible policies under consideration when their smart growth plan was initially written. These included the status quo policy, a large minimum lot size policy, and a conservation easement, or cluster, development policy. Under the status quo policy, the Town of Winfield relied almost entirely on the County Subdivision Ordinance restriction of no more than 3 new CSM lots every 5 years. Under this restriction, up to 816 new lots could have been theoretically created over 5 years, and another 816 lots could be created in the subsequent 5 years. This would result in a theoretical increase from 372 housing units to 1,897 housing units, and an ultimate overall housing density in the Town of Winfield of more than 53 housing units per square mile and a population increase of over 5,300.

As part of this planning process, the Town may elect to implement a density policy as noted in **Chapter 11 Land Use**. One alternative might be to implement a large lot size policy in selected areas of the Town, e.g. where multi-lot subdivision development is to be discouraged. Minimum lot sizes of 20 acres or more would significantly reduce potential housing densities in the oak forested ridge and valley areas in the northern portions of the Town. However, at the time of this planning update, the Town members found the current zoning and density policy to meet the needs of its citizens.

4.7 Local Population and Housing Trends

An examination of population projection under the previous chapter can provide the best insight as to what the future population will be in the Town of Winfield. This projection is correlated to the average number of new homes built between 1990 and 2020. The 2020 census reported a total of 372 housing units in the Town, an increase of 63.2% over the 228 housing units reported in 1990. These 144 new units reported break down to about 4.8 new housing units per year over that 30 year period or 48 new units every 10 years. At that average, 96 additional houses would be built by 2040. As detailed in Table H17, the record of land use permits issued for the Town of Winfield by Sauk County shows 101 new residential units permitted between 2001 and 2010, and 31 new units between 2011 and 2020, an average of 4.7 per year. At that average, the Town

can expect 94 new homes built by 2040. However, those records show that between 2017 and 2021, only 17 new homes have been permitted, an average of 3.4 per year. At that pace, once again, the predicted number of new homes is only 68 by 2040.

When estimating the number of new homes needed, another factor to consider is the annual or average occupancy rate. If the occupancy rate in the community decreases, it can be assumed that the number of new homes will increase more gradually or even decline. Considering that the occupancy rate in the Town has been relatively constant (86% in 1990, 89% in 2000, and 85.5% in 2010), until a decrease to 76.8% in 2020 which matches the slower rise in population and housing units within the last 10 years. When considering the current occupancy rate with the average change in housing units, it is estimated that the number of new homes will be 96 by 2040.

H17: Town of Winfield Land Use Permits Issued for New Construction										
Year	Residential					Ag Structures	Tower/ Antennas	Commercial	CUP or Change of Use	Total Permits Issued for New Construction
	Single Family	Multi Family	Mobile Home	Garage	Accessory Structures					
2001	3	0	0	2	0	1	0	0	1	7
2002	6	0	0	1	0	1	0	0	0	8
2003	10	0	0	3	3	0	0	0	2	18
2004	8	1	1	2	1	0	0	0	0	13
2005	9	0	1	1	1	0	0	0	1	13
2006	7	0	0	2	3	0	0	0	0	12
2007	9	0	0	1	7	0	0	0	0	17
2008	5	0	0	2	6	1	0	0	0	14
2009	4	0	0	1	9	0	0	0	1	15
2010	4	0	0	1	6	0	0	0	0	11
2011	2	0	0	0	4	0	0	1	0	7
2012	1	0	0	0	3	0	0	0	1	5
2013	2	0	0	1	1	0	0	0	0	4
2014	2	0	0	1	4	1	0	0	0	8
2015	4	0	0	2	7	0	0	0	0	13
2016	5	0	0	1	6	1	0	0	2	15
2017	3	0	0	0	8	2	0	2	1	16
2018	4	0	0	0	6	2	0	0	0	12
2019	4	0	0	1	5	0	0	0	1	11
2020	4	0	0	1	6	2	1	0	1	15
2021	2	0	0	0	4	2	0	0	0	8
Total 2001 - 2010	98	1	2	23	90	13	1	3	11	128
Total 2011 - 2020	31	0	0	7	50	8	1	3	6	106
Overall Total	129	1	2	30	140	21	2	6	17	242
% of Total in Town of Winfield	53.3%	0.4%	0.8%	12.4%	57.9%	8.7%	0.8%	2.5%	7.0%	
% of Total in Sauk County	4.9%	0.1%	3.6%	4.9%	8.8%		3.7%	11.1%	21.6%	
Average Issued Per Year	4.7	0.0	0.1	1.1	4.3	0.6	0.0	0.1	0.5	11.5

Source: Sauk County Land Resources and Environment Department

4.8 Projected Housing Needs Based on Population Projections

As noted in *Chapter 3 Population Inventory and Analysis* a couple basic types of population projections are utilized. Population Projection 1 compared linear and growth methods with a method utilized by the Wisconsin Department of Administration. Population Projection 2 utilizes a method that combines the historic projected number of new housing units coupled with a projected occupancy rate. The following includes the projected number of housing units needed based on Population Projection 1 as well as a reiteration of housing unit analysis described under Population Projection 2, and also based on the historic number of housing units actually built.

► **Population Projection 1**

- **Department of Administration Projection (2013 est.)** conservatively projected a total population of 950 persons in the year 2020, an increase of 60 people from the 890 calculated in the 2020 census. It is projected that by 2040 the population will rise to 1,105 people. At this rate of growth coupled with a constant of 2.5 persons per household (2.5 persons being the County average), the Town would require 70 new houses. If we use the percentage of discrepancy (6.74%) between the 2020 projected and actual populations, it would be estimated that by 2040 the number of people would rise to 1,031 and require only 40 new housing units.
- **Linear Model (1980-2020)** show an increase in population in 2040 from the current 890 persons with an average growth rate of 9.4% to 963 persons respectively resulting in a difference of only 73 people. Applying the County average of 2.5 persons per household to the upper estimate, there would be a need for 13 new housing units by the year 2040.

► **Population Projection 2**

- **Constant Household Size** applies the most recent figure for household size to the projection of future population growth. Constant household size utilizes the historic drop in persons per household from 3.26 in 1990 to 2.56 persons per household as identified by the 2020 census. This factor, combined with the current number of occupied housing units in the Town in 2020 at 338, yields a population of 1,210 persons by 2040. This increase in population translates into an additional 96 new houses by 2040.
- **Limited Household Size** holds the County average of 2.5 persons per household constantly producing a minimal increase in population to 1,200 in 2040. This method yields the need for 96 additional houses by 2040.

4.9 Projected Growth and Housing Needs Analysis

Although projected population growth can be used to identify the need for additional future housing, it is not always the best method, as may be the case with the Town of Winfield. As noted in the previous section, the rate of growth in new homes, calculated based on projected population growth from 2000 to 2020, has actually not been met. Realistically, the Town of

Winfield will likely experience an increase in population less than those identified in the projections. This may fluctuate though due in part to the Town's proximity to rapidly urbanizing areas of the cities of Reedsburg, Lake Delton/Wisconsin Dells, and Baraboo. Another significant impact on the Town's increase in population and correspondent new housing rate will be the economic opportunities available in the area to bring new residents, and housing market and mortgage rates.

4.10 Housing Programs and Choices

► **Density Policy**

Section 4.6 of this chapter describes the current overall development density policy in the Town of Winfield. The Plan Commission elected to maintain the existing density policy for individual lots, but to apply a different standards for actual subdivision plats. The Plan Commission recognizes an opportunity to implement conservation development practices in residential subdivisions that will be more consistent with its policies related to the efficient use of land and protection of soil and water resources. The Plan Commission also understands that convincing developers to adopt these practices may require additional economic incentive. To provide this incentive, the Plan Commission has drafted a policy that would restrict the available number of lots in conventional subdivision plats to something less than would be allowable under current policy, but to offer subdivision developers a lot bonus for adopting conservation subdivision development practices in their designs.

► **Subdivision Development and Appropriate Areas**

In general, the development of residential subdivisions, particularly those containing multi-family housing, is encouraged only in the areas of the Town contiguous with already developed neighborhoods and existing urban services in the City of Reedsburg extraterritorial zone.

► **Housing Programs**

Listed below are some examples of housing assistance programs available to Town of Winfield residents:

Section 811 – provides funding to nonprofit organizations for supportive housing for very low-income persons with disabilities who are at least 18 years of age.

Section 202 – provides funding to private nonprofit organizations and consumer cooperatives for supportive housing for very low-income persons aged 62 and older.

Section 8 – major program for assisting very low-income families, elderly, and disabled individuals to afford housing on the private market. Participants are responsible for finding their own housing. Funding vouchers are distributed through public housing authorities that deliver the vouchers to eligible applicants.

Section 8/Single Room Occupancy (SRO) – provides funding to rehabilitate existing structures to create SRO housing for homeless individuals of very-low income, with shared spaces.

Hope VI – provides grants to public housing authorities to destroy severely distressed public housing units and replace them with new units or dramatically rehabilitate existing units. It hopes to relocate residents in order to integrate low- and middle-income communities. It also provides community and supportive services.

Public Housing – the goal is to provide rental housing for low-income families, elderly, and disabled individuals. Rents are based on resident’s anticipated gross annual income less any deductions.

HOME – provides formula grants to states and localities that communities use to fund a range of activities that build, buy, or rehabilitate affordable housing units for rent or ownership.

Section 502 – makes loans to low- and very-low income households in rural areas to build, repair, renovate, or relocate houses, including mobile/manufactured homes. Funds can be used to purchase and prepare sites and to pay for necessities such as water supply and sewage disposal.

Section 515 – provides direct and competitive mortgage loans to provide affordable multifamily rental housing for very-low, low-, and moderate-income families, elderly, and disabled individuals. It is primarily a direct mortgage program, but funds can also be used to improve land, water, and waste disposal systems.

Section 514/516 – loans and grants used to buy, build, improve, or repair housing for farm laborers, including persons whose income is earned in aquaculture and those involved in on farm processing. Funds can be used to purchase a site or leasehold interest in a site, to construct or repair housing, day care facilities, or community rooms, to pay fees to purchase durable household furnishings, and pay construction loan interest.

➤ **State of Wisconsin – Department of Administration (Bureau of Housing)**

Home Rehabilitation and Accessibility (HRA) – provides federal HOME funds to participating agencies to make repairs and improvements needed to bring dwellings, owned and occupied by low income households, up to appropriate housing quality standards and provide accessibility modifications.

Home Buyer Rehabilitation (HBR) – funds provided through local agencies for the lowest income households either in grant or loan formats for a wide variety of local affordable housing activities.

Rental Housing Development (RHD) – Provides additional information to HUD’s HOME program for requirements on funding. These funds are used to provide direct competitive mortgages in order to establish affordable multi-family housing for very-low, low-, and moderate-income families, elderly, and disabled individuals.

Rental Housing Development (RHD) – funds provided through HUD’s HOME program to make repairs or improvements to rental units leased to persons who have low- or very-low incomes.

Housing Cost Reduction Initiative (HCRI) – funds set aside to assist low- or moderate-income persons or families to secure affordable, decent, safe, and sanitary housing by defraying some of the housing costs.

Community Development Block Grants (CDBG) – funds made available to local units of government that are deemed most in need of assistance for housing rehabilitation and/or limited other housing activities. The funds are awarded to a local governmental unit, which in turn, provides zero interest, deferred payment loans for housing assistance to low- to moderate-income homeowners.

Community Development Block Grant - Emergency Assistance Program (CDBG-EAP) - Funds are to be directed to eligible units of government throughout the State that are in need of assistance due to a natural or manmade disaster. Funds are to be used to provide housing assistance to low- to moderate-income homeowners to address the damage caused by the disaster.

Wisconsin Housing and Economic Development Authority (WHEDA) offers 2 specific programs to assist individuals with their homeownership needs: HOME and home improvement loans. The HOME program provides competitive mortgages to potential homeowners with fixed below market interest rates to qualified candidates. The Home Improvement Loan Program provides funding up to \$17,500 to qualified candidates for rehabilitation and other various housing activities. These funds are provided at below market fixed interest rates for up to 15 years with no prepayment penalties. The properties must be at least 10 years old and the applicants must meet the income limits established by WHEDA for the county they reside within.

Other Programs – Other programs that may be considered for housing assistance are provided by various agencies throughout the State, including rural development components of the U.S. Department of Agriculture and Sauk County.

4.11 Housing Goal, Objectives, and Policies

Housing Goal: Encourage residential housing that aims to balance the protection of the Town of Winfield’s natural resources and its existing rural flavor.

HO-1 Maintain the existing socio-economic variety of housing opportunities and support affordable housing.

HP-1A Direct multi-family housing to areas adjacent to existing urban development and services.

HP-1B Partner with surrounding communities to provide housing for people with special needs.

HP-1C Work with Sauk County to permit dependency living arrangements allowing for the physical arrangement of a dwelling unit in such a fashion that separate living spaces are created within a dwelling for the sole purpose of allowing a dependent person to live in the secondary living area while the owner and his or her family reside in the principle living area. It is the intention of this policy to allow a secondary living area to contain separate bath and kitchen facilities, which permit a degree of independence.

HO-2 Encourage residential housing designs that aim to balance the protection of natural resources and agriculture land with the opportunity to build new housing.

HP-2A Encourage housing development to be compatible with existing agricultural operations.

HO-3 Monitor the rate of residential growth in the Town.

HP-3A Establish a residential subdivision density policy that allows active monitoring and predictability for future development and encourages the application of conservation development practices.

HO-4 Continue utilization of the Uniform Dwelling Code with the Town building inspector and require for all new housing development.

5.0 Purpose

Farming has been part of the traditional fabric of life in the Town of Winfield since settlement days. But recent decades have brought significant change. According to Sauk County's land use data, approximately 12,293 acres or 54.95% of the Town's land is occupied by row crops, forage, or pasture lands, with an additional 9,107.7 acres or 40.71% occupied by woodlands. Although farmland takes up the majority of the acreage in the Town, there has been a significant decline since the 15,851 acres in 1990. In the 2020 census 12.3% of the population was employed in the agriculture, forestry, fishing, hunting, and mining industry which was significantly higher than the county at 3.6%. As in most of Wisconsin, the local agricultural community faces many challenges. Because of its proximity to the City of Reedsburg, the Town of Winfield has begun to experience an increased rate of rural residential development, more so than in many other parts of Sauk County. Along with this residential development rate, increases in property value assessments, increasing health care costs, and stagnant farm prices have compounded recent challenges to the agriculture industry. In addition, the current generation of farm operators will be passing their lands on to heirs that may or may not want to continue the family agrarian tradition. Urban development in growing communities adjacent to the Town of Winfield contributes to a thriving development land market, encouraging nearby farm families to cash out.

From being a viable employment opportunity and lifestyle for many, the future of the Town's agricultural economy is now in question. While rural residential development can provide an opportunity for landowners to realize some immediate economic value from their land, if done without careful thought, such land divisions may conflict with adjacent agricultural land uses and contribute to the loss of prime farmland in the Town of Winfield. This section highlights some of the trends in agriculture from a local, County, and State perspective. More importantly, it provides guidance to the Town to allow for a specified amount of rural residential development that is compatible with continued agriculture land uses. One goal of this Comprehensive Plan is to address how to preserve remaining valuable agricultural lands and farms while still accommodating reasonable growth opportunities consistent with responsible growth principles.

5.1 Regional and Local Trends in Agriculture

From 1987 to 2022, the estimated number of farms in Sauk County decreased from 1,502 to 1,408 (6.3%). The average size for farms in Sauk County also decreased from 246 acres in 1987 to 212 acres in 2022. During the same time period, the estimated number of farms in the State of Wisconsin decreased from 75,131 to 58,521 (22.1%), while the average size for farms increased from 221 acres to 236 acres. Notably, from 2017 to 2022, the number of farms in Wisconsin decreased by 9.3%, while the number of farms in Sauk County nearly stayed the same.

Table A1: Trends in Average Size of Farms

Table A1: Trends in Average Size of Farms						
Year	Sauk County Farms			Wisconsin Farms		
	Approximate Number of Farms	Average Size of Farm in Acres	Percent Change	Approximate Number of Farms	Average Size of Farm in Acres	Percent Change
1987	1,502	246		75,131	221	
1992	1,383	243	-1.2%	67,959	228	3.2%
1997	1,452	229	-5.8%	65,602	227	-0.4%
2002	1,673	211	-7.9%	77,131	204	-10.1%
2007	1,923	187	-11.4%	78,463	194	-4.9%
2012	1,665	200	7.0%	69,754	209	7.7%
2017	1,412	212	6.0%	64,793	221	5.7%
2022	1,408	212	0.0%	58,521	236	6.8%

Source: USDA Census of Agriculture, 1987-2022

From 1990 to 2022, the estimated number of farms in Sauk County decreased by 11.8%, while the number of dairy farms decreased by 82.1%. In Sauk County, there were estimated 1.7 farms per square mile during 2022, and an estimated 0.15 dairy farms per square mile.

Table A2: Trends in Farm Numbers

Table A2: Trends in Farm Numbers in Sauk County from 1990-2022													
Estimated Farm Numbers							Dairy Farm Numbers						
1990	1997	2007	2017	2022	% Change, 1990-2022	Estimated Farms per square mile, 2022	1989	1997	2007	2017	2022	% Change, 1989-2022	Dairy Farms per Square Mile, 2022
1,597	1,507	1,923	1,412	1,408	-11.8%	1.7	687	475	295	188	123	-82.1%	0.15

Source: USDA Census of Agriculture, 1990-2022

The estimated number of farms for Sauk County illustrated in the **Charts A1 Trends in Average Size of Farm and A2 Trends in Farm Numbers** differs. This is due to different methodologies used between the methodology for estimating the number of farms in Sauk County prepared by the Program on Agricultural Technology Studies (PATs), University of Wisconsin-Madison, and Census of Agriculture. The individual town data is no longer available through the PATs program, but data trends were continued through 2022 with the most recent data available during the time of this Plan for the county agricultural statistics.

5.2 Land in Agriculture Use

Land sales in the Sauk County and the State of Wisconsin, indicate that 1,090 acres of farmland were sold in Sauk County in 2022 through 17 transactions. All sales saw the land continuing in agricultural use. The average dollars per acre for agricultural land continuing in agricultural use was slightly higher in Sauk County (\$7,440) than Wisconsin (\$7,157).

Table A3: Agriculture Land Sales, Sauk County and State of Wisconsin

Table A3a: Agriculture Land Sales Without Buildings 2022									
	Agricultural Land Continuing in Agricultural Use			Agricultural Land Being Diverted to Other Uses			Total of all Agricultural Land		
	Number of Transactions	Acres Sold	Dollars Per Acre	Number of Transactions	Acres Sold	Dollars Per Acre	Number of Transactions	Acres Sold	Dollars Per Acre
Sauk County	17	1,090	7,440	-	-	-	17	1,090	7,440
Wisconsin	888	52,747	7,157	56	2,267	24,485	944	114,311	-*

Source: USDA's National Agricultural Statistics Service, 2022
*Dollars per acre not listed for Total of All Agricultural Land

Table A3b: Agriculture Land Sales With Buildings 2020									
	Agricultural Land Continuing in Agricultural Use			Agricultural Land Being Diverted to Other Uses			Total of all Agricultural Land		
	Number of Transactions	Acres Sold	Dollars Per Acre	Number of Transactions	Acres Sold	Dollars Per Acre	Number of Transactions	Acres Sold	Dollars Per Acre
Sauk County	20	1,339	7,058	2	92	12,815	22	1,431	7,428
Wisconsin	596	42,308	6,559	45	1,517	11,466	641	43,825	6,729

Source: USDA's National Agricultural Statistics Service, 2020
* Data for land sales with buildings not provided after 2020

5.3 Production Trends

The County averaged 177 bushels of corn for grain per acre in 2022, compared to 168 bushels per acre in 2017. The County averaged 20 tons of corn for silage per acre according to the 2022 USDA census on agriculture, the same average as in 2017. In comparison, the State averaged 174 bushels of corn for grain and 20.5 tons of corn for silage per acre in 2022. Sauk County yielded on average 53.5 bushels of soybeans per acre and the State averaged 51 bushels per acre in 2022, up from 47 bushels for Sauk County and 46 bushels for Wisconsin in 2017.

Tables A4 & A5: Production trends: Sauk County and State of Wisconsin

Table A4: Farm Production Trends Forage/Feed, 2017														
	Forage/Feed													
	Corn for Grain		Corn for Silage		Soybeans		Sorghum for Grain		Sorghum for Silage		Wheat for Grain, All		Oats & Barley	
	Acres	Yield (bushels)	Acres	Yield (tons)	Acres	Yield (bushels)	Acres	Yield (bushels)	Acres	Yield (tons)	Acres	Yield (bushels)	Acres	Yield (bushels)
Sauk County	69,217	11,623,669	15,100	295,291	38,470	1,809,438	-	-	50	396	4,459	322,951	1,436	82,858
Wisconsin	3,074,502	519,334,406	921,602	17,474,959	2,214,985	101,917,737	3,171	292,849	2,646	34,866	200,613	13,285,868	105,024	6,191,952

Source: USDA Census of Agriculture, 2017

Table A5: Farm Production Trends Forage/Feed, 2022														
	Forage/Feed													
	Corn for Grain		Corn for Silage		Soybeans		Sorghum for Grain		Sorghum for Silage		Wheat for Grain, All		Oats & Barley	
	Acres	Yield (bushels)	Acres	Yield (tons)	Acres	Yield (bushels)	Acres	Yield (bushels)	Acres	Yield (tons)	Acres	Yield (bushels)	Acres	Yield (bushels)
Sauk County	76,306	13,556,719	9,401	187,423	42,696	2,282,623	-	-	-	-	5,089	363,035	393	20,870
Wisconsin	3,065,380	533,043,125	787,423	16,167,200	2,144,830	109,209,073	921	76,338	3,166	32,986	240,287	18,082,100	68,537	4,740,685

Source: USDA Census of Agriculture, 2022

The percentage of farms with beef cows in Sauk County was higher than Wisconsin in 2022; however, Sauk County had a lower percentage of farms with milk cows. The County and the State had similar percentages of farmers with sheep and lambs, as well as layer chickens. While beef cows were accounted for on 25.9% of farms in Sauk County, their numbers (7,034) were significantly lower than those of milk cows (16,971) and hogs and pigs (32,301). From 2017 to 2022, the County saw a 15% decrease in the number of milk cows and a 4.6% decrease in the percentage of farms that had milk cows.

Tables A6 & A7: Dairy Production Trends: Sauk County and State of Wisconsin

Table A6: Farm Production Trends Livestock and Poultry in Percentage of Farms Inventory, 2017

	Beef Cows		Milk Cows		Hogs & Pigs		Sheep & Lambs		Layer Chickens		Broilers & Other Meat Chickens	
	#	% of Farms	#	% of Farms	#	% of Farms	#	% of Farms	#	% of Farms	#	% of Farms
Sauk County	8,297	25.8%	19,965	13.3%	34,350	3.3%	2,691	3.8%	95,757	12.5%	1,736	1.3%
Wisconsin	287,100	21.5%	1,280,395	13.9%	298,879	3.4%	80,688	4.4%	7,639,627	12.3%	53,438,462	1.9%

Source: USDA Census of Agriculture, 2017

Table A7: Farm Production Trends Livestock and Poultry in Percentage of Farms Inventory, 2022

	Beef Cows		Milk Cows		Hogs & Pigs		Sheep & Lambs		Layer Chickens		Broilers & Other Meat Chickens	
	#	% of Farms	#	% of Farms	#	% of Farms	#	% of Farms	#	% of Farms	#	% of Farms
Sauk County	7,034	25.9%	16,971	8.7%	32,301	4.4%	2,516	4.5%	19,101	15.2%	2,600	3.1%
Wisconsin	284,400	22.2%	1,264,272	10.6%	335,975	3.5%	71,801	4.3%	6,490,101	14.9%	8,493,377	2.9%

Source: USDA Census of Agriculture, 2022

Summary of Agricultural Statistics

Overall, the number of the farms across Sauk County is trending down, despite there being a net decrease of only 4 farms from 2017 to 2022. The State of Wisconsin has been experiencing a decline of the number of farms, while the average size of farms has been slightly increasing. The number of dairy farms in Sauk County; however, has rapidly declined over the last 3 decades. From 1989 to 2022, there has been an 82.1% decrease in dairy farms in the County. From 2002 to 2022, the number of dairy farms decreased by 65% while in the same period the number of livestock only decreased by 37%. This is indicative of the loss of smaller and perhaps medium sized dairy producers. This decrease is a common trend throughout Wisconsin. Across the State, the amount of land in agriculture is decreasing at an alarming rate. According to the USDA census of agriculture, Wisconsin saw 533,952 acres of agriculture land from 2017 to 2022, 3.7% of the total in 2017. Surprisingly, Sauk County only lost 803 acres of agriculture land, only 0.27% of the total in 2017.

5.4 Local Farm Numbers and Types

Although farming and related agriculture activities play a diminishing role, they remain an important economic activity in the Town of Winfield. Farmers in the Town of Winfield produce a variety of agriculture commodities including dairy and beef production. Along with animal feed

such as corn, alfalfa, and soybeans, as well as a number of cash crops. Historical data shows that the total number of dairy farms has declined significantly since the 1980's throughout Sauk County and the rest of the State. At the time of this Plan in 2024, there are approximately 12,292.87 acres in agricultural use within the Town.

5.5 Farmland Preservation Program

The Farmland Preservation Program established by the State of Wisconsin was designed to help local governments plan ahead for farmland preservation and by providing tax relief to farmers who participate. In the late 1970's, Sauk County produced a Farmland Preservation Plan as a requirement to enter into the program. Although the Town of Winfield did not adopt Exclusive Agriculture Zoning, which would have qualified the Town's farmers to take maximum advantage of this program, individual stand alone farmland preservation contracts were still encouraged. These individual contracts have covered over 3,000 acres of the Town's farmland since the inception of the program.

5.6 Land Capability Classification

Soil suitability is a key factor in determining the best and most cost effective locations and means for agricultural practices in the Town of Winfield. The USDA-NRCS groups soils suitable for agriculture based on the most suitable land for producing food, feed, fiber, forage, and oilseed crops. When classifying into groups, considerations are given to the limitations of the soil, their risk of damage, and response to treatment. In general, the fewer the limitations, the more suitable the soil is for agriculture use. *Map 5-1 Land Capability Classification* depicts the soils by classifications for the Town of Winfield.

Approximately 24.89% of soils in the Town of Winfield are Class I, II, or III soils. Class I soils have few limitations that restrict their use. Class II soils have some limitations such as wetness, erosion, or droughtiness that require conservation practices. They are cultivated with a few simple precautions. Class III soils have many limitations with special management practices required.

Approximately 39.11% of soils in the Town of Winfield are Class IV, V, and VI soils. Class IV soils have severe limitations that

require careful management. Class V soils are suited mainly to pasture due to permanent limitations such as wetness or stoniness. Class VI soils have limitations that make them generally unsuited for cultivation and limit use to pasture, woodland, or wildlife.

Table A8: Soil Class and Acreage of in the Town of Winfield

Town of Winfield Land Capability Classification		
Soil Class	Acres	Percent of Total Land Area
Class I	21.67	0.07%
Class II	2,400.00	7.81%
Class III	5,225.12	17.01%
Class IV	5,508.67	17.93%
Class V	0.00	0.00%
Class VI	6,507.75	21.18%
Class VII	236.94	0.77%
Class VIII	2,771.64	9.02%
Total	22,671.79	73.80%
Total Acreage in Winfield	30,720.00	100.00%

Approximately 9.79% of soils in the Town of Winfield are Class VII or VIII soils. Class VII soils have very severe limitations that restrict their use to pasture, woodland, and wildlife. Class VIII soils (includes open water), with very severe limitations, have use restricted to recreation and wildlife.

As a general reference, *Map 5-2 Prime Farmland – Slope Delineation* defines prime farmland as being comprised of Class I and Class II soils. Approximately 7.88% of soils on this map are indicated as prime farmland. Soils that require other management practices to be considered prime farmland are also indicated as such on the map.

5.7 Agriculture Infrastructure

The agricultural industry in the Town of Winfield is supported by a diverse agricultural infrastructure within the area. Infrastructure is meant to be the ag-related industrial, commercial, and service operations whose primary business is with farmers and others directly involved in agriculture. Although most agricultural supporting enterprises are not located within the Town itself, they can be easily accessed in the nearby trade centers. The Town of Reedsburg and the City of Reedsburg are home to a variety of agriculture related services and suppliers. As part of the Town of Winfield Comprehensive Plan, local farmers, agricultural resource agency representatives, and members of the Town's Plan Commission were asked to identify and evaluate the existing agricultural infrastructure elements within a 15 mile radius of the City of Reedsburg. Categories of business enterprises assessed included lending/credit institutions, shipping services, manure hauling, veterinarian services, meat processing, dairy/milk haulers, dairy cooperatives, genetics laboratories, dairy supply, farmers' markets, and breeders. The Sauk County agriculture extension agent commented to the interviewers that additional competition would help keep prices under control, especially for fertilizer and feed suppliers. Custom spray applicators, as well as suppliers of organic feed and fertilizer products are also needed. On the plus side, the City of Reedsburg is home to an active farmers' market, a new marketing cooperative established to promote direct sales to tourist/entertainment businesses in the Wisconsin Dells area, and a new rail load-out facility in Rock Springs provide important local services to area farmers.

5.8 Alternative Agricultural Opportunities

Despite the declining number of farmers, changes in farm size, and local increases in the price of farmland, agricultural productivity in Sauk County has increased since 1990. According to a study completed in August 2001, by the University of Wisconsin-Madison entitled, "Wisconsin County Agricultural Trends in the 1990's," Sauk County remains one of the State's leaders in terms of agricultural production and revenue generated. This is still accurate today as Wisconsin is still the national leader in dairy, particularly cheese products. The State is also a leader in cherries, cranberries, ginseng, and other agricultural products, making it one of the most diverse agricultural producers in the Midwest according to national agricultural statistics.

Overall, changes to technology, machinery, and agricultural practices have resulted in the industry becoming more efficient. In addition, it is more common for farmers to concentrate their efforts on certain niche markets and specialty and value added products such as organic meats and cheeses, flowers, and bedding plants as well as various forest products. These factors, coupled

with the opportunity for direct marketing to the public, as well as local restaurants, school districts, cooperatives, and retail grocery cooperatives, promotion of the purchase of locally produced products and community supported agriculture opportunities have and continue to produce positive results for the industry. The Town's agricultural goals and policies focus community attention on the need to support changes to the Sauk County zoning ordinance enabling such appropriately scaled rural economic development as agri-tourism, recreational opportunities, and agriculture related cottage industries are other examples of alternative agriculture opportunities. The Sauk County University of Wisconsin-Extension office recently published "Sauk County Farm Connect Guide, 2023." This guide lists area farmers who directly market their products and/or provide consumers an opportunity to learn firsthand about agriculture today.

5.9 Federal, State, and Local Programs and Resources

There are numerous programs and resources available through Federal, State, and local agencies that can provide assistance to farmers to help ensure agricultural sustainability. These programs should not be looked at individually, as a possible solution to ensure the viability of agriculture, but rather as small components of the collective system aimed at preserving all scales of farming operations.

5.9.1 Federal Programs and Resources

Below are some examples of federal programs and resources, administered by the U.S. Department of Agriculture (USDA) that can provide assistance to farm operators in the Town of Winfield. The Farm Service Agency (FSA) and Natural Resource Conservation Service (NRCS) are agencies within the USDA that provide consultation and local administration of these programs and resources within Sauk County. In addition, these agencies also provide technical assistance and staffing to develop farm conservation plans and other management tools.

- **Farmland and Ranch Land Protection Program (FRPP)** provides matching funds to help purchase development rights to keep productive farm and rangeland in agricultural uses. Working through existing programs, USDA partners with state, tribal or local governments, and non-governmental organizations to acquire conservation easements or other interests in land from landowners. USDA provides up to 50% of the fair market easement value.
- **Conservation Reserve Program (CRP)** is a voluntary program available to agricultural producers to help them safeguard environmentally sensitive land. Producers in CRP plant long-term, resource conserving covers to improve the quality of water, control soil erosion, and enhance wildlife habitat. In return, FSA provides participants with rental payments and cost-share assistance. Contract duration is between 10 and 15 years.
- **Conservation Reserve Enhancement Program (CREP)** is a voluntary land retirement program that helps agricultural producers protect environmentally sensitive land, decrease erosion, restore wildlife habitat, and safeguard ground and surface water. Like CRP, CREP is administered by the USDA's FSA.

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- **Wetlands Reserve Program (WRP)** is a voluntary program that provides technical and financial assistance to eligible landowners to address wetland, wildlife habitat, soil, water, and related natural resource concerns on private lands in an environmentally beneficial and cost-effective manner. The program provides an opportunity for landowners to receive financial incentives to enhance wetlands in exchange for retiring marginal land from agriculture. The program offers 3 options inclusive of a permanent easement, 30-year easement or a restoration cost share agreement.
 - **Environmental Quality Incentives Program (EQIP)** provides a voluntary conservation program for farmers and ranchers. The program promotes agriculture productions and environmental quality as compatible national goals. EQIP offers financial and technical help to assist eligible participants install or implement structural and management practices on eligible agricultural land. EQIP offers contracts with a minimum term that ends 1 year after the implementation of the last scheduled practices and a maximum term of 10 years.
 - **Wildlife Habitat Incentives Program (WHIP)** is a voluntary program that encourages creation of high-quality wildlife habitats that support wildlife populations of national, state, tribal, and local significance. Through WHIP, the NRCS provides technical assistance to landowners and others to develop upland, wetland, riparian, and aquatic habitat in areas on their property.
- **State and Local Programs and Resources** In addition to the federal programs, several State and local programs and resources are available to aid in the Town of Winfield. These programs are supported by agencies like the Wisconsin Department of Safety and Professional Services (DSPS), Department of Agriculture, Trade and Consumer Protection (DATCP) and local organizations like the Sauk County Development Corporation and the Sauk County LRE Department. A few examples of these programs and resources include:
- **Farmland Preservation Program** which provides tax credits to farms of 35 acres or more under exclusive agriculture zoning, having produced at least \$6,000 of gross farm revenues in the taxable year preceding the petition or those that produced at least \$18,000 in gross farm revenues during the 3 taxable years preceding the petition, and which operations are in compliance with county soil and water conservation programs.
 - **Wisconsin's Use Value Tax System** provides tax relief to agricultural landowners by assessing property on its value in terms of crop production and agricultural market prices, not current real estate market trends or non-farm development potential.
 - **Agriculture Development Zone (South Central)** is an agricultural economic development program in the State of Wisconsin that provides tax credits to farm operators and business owners who make new investments in agricultural operations. These tax incentives are offered for 3 basic categories of investment including job creation, environmental remediation, or capital investments in technology/new equipment. The Wisconsin Department of Safety and Professional Services administers this program.
 - **Wildlife Abatement and Claim Program** is a County-administered program to assist landowners that have excessive levels of agriculture crop damage from deer, bear, geese, or turkey.

5.10 Agriculture Goal, Objectives, and Policies

Agriculture Resources Goal: Maintain existing agricultural lands and promote agriculture related economic opportunities.

Agriculture Resources Objectives and Policies:

ARO-1 Preserve and protect the natural agricultural quality of the township by maintaining family farms for future generations.

ARP-1A Assist Sauk County in the development of new regulatory and growth management options to encourage innovative value added farming income opportunities, such as cottage industries consistent with the Town's rural character. These may include limited sales of products not produced on the farm and establishments with agricultural tourism.

ARP-1B Invite expertise from agencies such as the USDA, Sauk County Land Resources and Environment Department, University of Wisconsin-Extension, representatives from various buying cooperatives, and others to provide resources to farmers who may be considering the production of alternative agriculture products, markets, and growing methods. Alternative crops and growing methods may include, but are not limited to, the production of hazelnuts, hops, fruits, unique cash crops, rotational grazed cattle, organic products, and other methods, which will produce a final product that will command a higher price.

ARO-2 Protect prime agricultural areas by encouraging housing to locate in areas that are not conducive to productive agricultural operations.

ARP-2A Prime agriculture land as defined on *Map 5-1 Land Capability* is land that has the best combination of physical and chemical characteristics for producing crops. It has the soil quality, growing season, and naturally occurring moisture supply needed to economically produce sustained high yield crops when treated and managed according to acceptable farming methods.

These lands are identified as Class I, II, or III by the Sauk County Soil Survey. Property owners with lands identified as Class I, II, or III are encouraged not to use these lands for residential or commercial development if other land is available for such purposes.

ARO-3 Utilize farm products and farm waste products for energy production

ARP-3A Explore opportunities to establish a local manure digester to be centrally located and utilized by multiple farms to produce methane for energy production. As part of this opportunity work with interested farm cooperatives to provide capital for construction, maintenance, and expansion as well as provide for day-to-day operations.

ARO-4 Inform existing and new residents on farm life, farm noise, odors, and operational requirements prior to granting permits for the construction of new rural residences or the creation of new residential lots.

ARP-4A Encourage a creative and innovative campaign to provide information to new and potential residents regarding the rights and responsibilities of living in an agricultural area. Consider the option to have new residents sign a disclaimer as part of the home building process, indicating they are aware that they will be living in an agricultural area and will be exposed to agricultural activities including noise and odors.

ARP-4B The town will encourage Sauk County to adopt, as part of its certified survey map (CSM) review and approval process, a requirement to include a statement on every CSM describing new lots in the Town of Winfield that said lot is located within an agricultural area and that agriculture activities are taking place and are planned to continue. The statement shall also include a provision to protect farming operations and limit actions against agricultural uses.

The following includes suggested language that can applied to ARP-4B and ARP-4C and at the Town's election may be expanded upon as appropriate: Through Wis. Stat. § 823.08, the Wisconsin Legislature has adopted a right to farm law. This statute limits the remedies of owners of later established residential property to seek changes to near-by pre-existing agricultural practices. Active agricultural operations are now taking place and are planned to continue in the vicinity of this CSM or subdivision plat. These active agricultural operations may produce noises, odors, dust, machinery traffic, or other conditions during daytime and evening hours

ARP-4C For all new subdivision developments that occur on lands annexed to the City of Reedsburg, the Town requests that the same standard under policy ARP-4B apply when considering new subdivision plats and be reflected on any final plat and in any respective subdivision covenants.

ARP-4D The suggested separation distance between a new non-farm residence and a neighbor's existing livestock confinement or manure storage facility is 500 feet; however, in certain instances a greater setback may be advised. All land divisions that occur within 2,600 feet (half a mile) away from an existing livestock or manure storage facility will cause the Town of Winfield to notify the respective farm operator(s)/landowner(s) of the proposed division. The Town recognizes that the County does not restrict new residences being constructed closer than the required distance to existing agricultural facilities. Minimum setbacks between potable non-farm residential water wells from neighboring agricultural land uses is as follows:

1. New non-farm residential water wells shall not be less than 50 feet from any neighboring livestock housing structure and not less than 250 feet from any neighboring manure storage facility.
2. New livestock structures shall be at a minimum 200 feet from a non-farm residences sand manure storage facility shall be setback at minimum 350 feet.

6.0 Purpose

The Town of Winfield supports and utilizes an effective array of utilities (such as phone and internet service) and public facilities including local and County parks, churches, and the Reedsburg public schools. The Town also supports and utilizes services provided by both the County and School District. In addition to utilities and services, the Town of Winfield has many historic attributes. These provide insight into the Town's past, and serve to ground the community in its heritage as it builds upon its future. This section of the Plan summarizes the Town's utilities, public facilities, and significant community resources and history.

6.1 Water Supply and Private On-Site Waste Disposal Systems

All residents in the Town of Winfield are served by private wells. Groundwater quality in rural Sauk County is affected by regional geology and land use. Sauk County worked with the Wisconsin Geological Survey office on a groundwater study in 2002. The study, which can be found here: <https://wgnhs.wisc.edu/pubshare/M145.pdf>, includes information pertaining to volumes and quality as well as typical movement patterns, wellhead protection areas, and contamination issues. According to information obtained from Wisconsin and neighboring states, a low probability of significant groundwater pollution from private on-site sewage treatment systems occurs in housing developments with a density of less than 1 house per 2 acres. There is a high probability of groundwater pollution where homes are located at a density greater than 1 house per acre. Given the soil types in the region and the mix of agricultural fields with forested areas and a low density development pattern, groundwater contamination is assumed to be at a minimum.

Overall, the disposal of domestic wastewater in the Town is handled through the use of individual Private On-Site Wastewater Treatment Systems (POWTS), or septic systems, which generally collect solids in a septic tank and discharge gray water to a drain field. The Department of Safety and Professional Services (DSPS) has adopted a revised Private Sewage System Code referred to as Code 383. Based on the requirements set forth by the State of Wisconsin Code 383, all residential units with running water and plumbing fixtures must have an approved means of wastewater disposal. Because the Town of Winfield is not served by a sanitary sewer system, the only current means of service is via POWTSs.

The Wisconsin DSPS, in conjunction with the Sauk County Land Resources and Environment Department, regulates the siting, design, installation, and inspection of all POWTS systems in the Town of Winfield. This requirement of Code 383 permits the continued use of conventional systems as well as alternative systems, such as those that employ the use of biological or aerate treatment. It also stipulates system inspections every 3 years to ensure compliance with installation and operation requirements.

Typically, these alternative systems permit development of land areas that previously would not support a conventional system. A comparison of lands that previously could not support a POWTS under conventional technologies to those that can support alternative systems is illustrated through the [NRCS Web Soil Survey](#). In 2003, Sauk County revised its Private Sewage System Ordinance to allow the use of alternative systems.

As a general explanation, the NRCS Web Soil Survey shows soil suitability for conventional POWTS in the Town of Winfield. The suitability classifications, ranging from very low to high suitability, are determined based on information obtained from the Sauk County Land Conservation Department's Land Evaluation System, as monitored by the NRCS office. These classifications are based on average slope, depth to soil saturation, average depth to bedrock, and flooding potential. As a general observation, soils that fall within or near the category of most suitable are best suited for conventional POWTS. Soils that fall within or near the category of least suitable may be candidates for alternative POWTS, or may not be structured to support any POWTS.

Caution should be advised that while areas of sandy soils most commonly appear to be most suitable for POWTS, there is a danger of groundwater contamination with nitrates and bacteria, particularly when a cluster of homes are proposed and wells are placed down groundwater flow from POWTS. Additionally, POWTS are not well suited in areas of shallow soils with bedrock that is close to the surface. Although new septic technologies can now facilitate the installation of septic systems in these shallow soils areas, these septic systems also pose a greater potential threat of groundwater contamination, especially in highly developed areas.

Caution should be advised that while areas of sandy soils usually perk well, and most commonly appear to be suitable for POWTS, there is a danger in those areas of groundwater contamination with nitrates and bacteria, particularly when a cluster of homes are proposed and wells are placed down groundwater flow from POWTS. Generally, the Town does not exhibit a high occurrence of sandy soils.

6.2 Solid Waste Disposal/Recycling

Solid waste disposal sites, or landfills, are potential sources of groundwater pollution in Sauk County. In 2000, the Sauk County Land Resources and Environment Department conducted an inventory to verify the number of active versus inactive or abandoned landfill sites. According to that process, it was determined that Sauk County has 16 active landfill sites throughout the County, including sites for brush disposal to a fully operational solid waste disposal site. In addition, more than 40 sites were identified as abandoned sites. Of those 40 sites, none are located in the Town of Winfield. However, it is important to bear in mind that these 40 sites constitute known sites and that undiscovered sites may be present, especially in those areas of the County that remain relatively undeveloped.

Although the Town of Winfield does not have any known landfill sites, it is important to at least reference that many of these abandoned sites are the result of the passage of more stringent federal regulations in the mid 1980's. Due to the fact that many of these landfills were located in abandoned sand and gravel pits, low lying areas, or hillsides, the potential for groundwater contamination is much greater due to poor location and the absence of liners and leachate collection systems.

6.3 Septage Waste Disposal

Sauk County requires that homeowners inspect, and if necessary, pump their septic tanks on a 3 year basis, which can, in effect, prolong the life of a POWTS and ensure optimal efficiency and protection of groundwater. Disposal methods of septage vary from deposition into a licensed municipal sewage treatment plant to land spreading. Land spreading applications require special permits issued by the Wisconsin Department of Natural Resources. Part of this permitting process involves an examination of the affected land area and its soils, as well as of the crops grown, to ensure protection of nearby natural resources. Additionally, the permitting process is intended to ensure the protection of human health from viruses and pathogens contained in the septage.

6.4 Town Hall and Town Park

The Winfield Town Hall is located at the intersection of County Road K and County Road F. The town park is on North Dewey Avenue and is currently undeveloped.

6.5 Law Enforcement

The Sauk County Sheriff's Department serves as the primary law enforcement agency to Town residents. Patrol officers are assigned general service areas within the County. These law enforcement services are currently considered adequate.

6.6 Emergency Services

The City of Reedsburg Ambulance District serves the entire Town while the Reedsburg Fire Department provides firefighting and first responder service through a municipal commission. Jurisdictional boundaries of these respective services can be noted on *Map 1-4 Emergency Services*.

6.7 Library

The Town of Winfield and surrounding communities are served by the South Central Wisconsin Library System through Sauk County. The libraries utilized by town residents include the public libraries located in the City of Reedsburg, Village of LaValle, Village of Rock Springs, and City of Baraboo. Each library hosts a collection of general purpose books, periodicals, historical memorabilia of the area, internet access, periodic book discussion groups, and children's activities. Rooms may be reserved for community meetings and events at the libraries.

6.8 Communication, Electric Utilities, and Heating Fuel

Telecommunication services including cell service, internet, and fiber optics are available through multiple service providers. Wireless communication facilities are becoming increasingly popular in the area, but service is difficult due to the diverse terrain of the driftless area coupled with the need for a large investment communication towers or fiber optics.

6.9 Medical Facilities

The Town of Winfield is primarily served by 4 medical facilities including the Reedsburg Area Medical Center located at 2000 North Dewey Avenue which provides a modern facility with 53 acute care beds, 50 long term care beds, and 8 day care surgery beds. The emergency department at the Reedsburg Area Medical Center is staffed 24 hours a day with specially trained emergency room physicians. SSM Health St. Clare Hospital is located at 707 14th Street in Baraboo. The hospital has over 100 physicians on its active and consulting medical staff. The hospital offers acute care services as well as a wide range of other services including chemical dependency treatment, mental health services for older adults, and hemodialysis.

Gundersen St Joseph's Hospital, located at 400 Water Avenue in Hillsboro, provides a range of health services including nursing home care and emergency stabilization service for its rural population. Mile Bluff Medical Center is located at 1050 Division Street in Mauston which provides evening and weekend urgent care and 24 hour emergency care, and is the only hospital located in Juneau County.

6.10 Educational Facilities

► Primary Educational Facilities

The Town of Winfield is served entirely by the Reedsburg School District. *Map 1-2 Jurisdictional Boundaries* shows the district boundary. While the majority of school-aged children attend the public schools, area parochial schools also offer educational choice. Some parents are also taking advantage of home schooling opportunities.

• Reedsburg School District

The Reedsburg School District has located all its schools in the City of Reedsburg. The Reedsburg High School located at 1100 South Albert Avenue, Webb Middle School located at 707 North Webb Avenue, Pineview Elementary School located at 1121 Eighth Street, Westside Elementary School located at 401 Alexander Avenue, and Prairie Ridge Intermediate School located at 1400 Eighth Street. Additionally, the Reedsburg school district provides a community based 4K program.

• Secondary Educational Facilities

The Town of Winfield is within commuting distance of several 2 and 4 year college campuses including:

University of Wisconsin-Platteville Baraboo Sauk County offers freshman/sophomore level university instruction leading to several associate degrees ranging from hospitality and tourism management to arts and sciences. UW-Platteville Baraboo Sauk County also offers a bachelor's degree program in business management. With fall 2019 enrollment at 348 students, the campus saw a nearly 30% decline in enrollment from 2018. UW-Platteville Baraboo Sauk County has a continuing education program that offers a variety of non-credit seminars, workshops, and short

courses. The programs range from computer applications and communication to theater and art field trips.

Madison College Reedsburg Campus provides technical and workplace skills training. The college offers associate degrees, technical diplomas, certificates, and apprenticeships, and offers classes that transfer to 4 year degree programs. Programs are offered in nursing, accounting, administrative assistants, business management, finance, and childcare education, among others. The college offers apprenticeships in electrical and machine maintenance, and tool and die. Madison College Reedsburg Campus also offers customized labor training for local businesses.

Madison College Truax Campus is a 2 year technical and community college serving the greater Madison area. Madison College provides training for over 100 careers, offering associate degrees, diplomas, and certificates. The comprehensive curriculum includes technical, liberal arts, sciences, college transfer courses, basic and continuing education adult classes, as well as customized training courses. Class sizes are small, with many courses available online and through distant learning programs.

University of Wisconsin-Madison enrolled 44,995 students as of fall 2019. UW-Madison is the flagship research campus of the University of Wisconsin system. The world-class university offers more than 130 undergraduate programs, 160 master's degree programs, and 130 doctoral degree programs. UW-Madison also has professional degree programs in law, medicine, pharmacy, and veterinary medicine.

Edgewood College is a private college located in Madison, which currently enrolls approximately 1,200 undergraduate students and 650 graduate students. Edgewood College offers more than 60 majors and 40 minors, plus opportunity for individualized programs. Eighty-two percent of all classes have less than 20 students. Several master's degrees are offered as well. The adult accelerated degree programs allow working adults to earn an undergraduate degree in 3 years, completing both their general education and major requirements. Edgewood College also offers doctoral programs in education and nursing.

- **Childcare Facilities**

There are no commercial childcare facilities in the Town of Winfield. Formal childcare is available in nearby communities. Informal care may be available locally with neighbors, family, and friends.

6.11 Recreational Facilities

The Baraboo River flows through the southwestern quarter of the Town of Winfield. There are numerous river access points. The Baraboo River, the longest restored free flowing river in the Midwest, is a well-known canoe trail. There are numerous outdoor recreational clubs and facilities in the area, including Reedsburg Outdoor Club, Hartje Outdoor Learning Center, Winfield Wildcats Snowmobile Club, Sauk Ridge Runners ATV/UTV Club, and the 400 State Trail.

6.12 Cemeteries and Churches

(Locations of each are identified on *Map 6-1 Community and Cultural Resources*)

- **Saint Patrick's Cemetery**

6.13 Historical and Cultural Structures and Areas

(locations of each are identified on *Map 6-1 Community and Cultural Resources*)

- **Hay Creek School**, Located on County Road K. Hay Creek School was rebuilt twice to accommodate larger student bodies. The third and final structure is 28 feet by 40 feet with a 12 foot ceiling. The cost of the schoolhouse was \$3,000. On July 1, 1962, Hay Creek School was integrated into the Reedsburg school system. The structure is currently owned by the Town of Winfield and used as a meeting place for the Town and 4-H club.
- **Pleasant Knoll School**, Located on County Road WD. Pleasant Knoll School was built for a second time in 1875 with 12 foot posts and 4 windows on each side. The school closed in 1959 when it was integrated into the Reedsburg school system. The building is currently a cabin.
- **Kelly School**, Located on County Road KK. The schoolhouse was originally built of logs and later replaced by a modern wood frame structure. The school closed in 1959 and the 99 year land lease ended. The wood was used to build a home. As a reminder of the school's history the cement steps remain.
- **Pleasant View School**, Located on County Road V. The original schoolhouse was built in 1868 and later rebuilt in 1916. The school body included 54 students ranging in ages from 4 to 20 years. The school closed on July 1, 1962.
- **Sand Hill School**, Erected in 1880 on Hoff Road. After closing in 1957, George Woolever bought the building for a home and moved it to Lighthouse Rock Campground on County Road V. In 2012, the building was purchased by the Amish and moved to Tuckertown Road, Loganville, in the Town of Washington.
- **Curtain Lot School**, Located at S570 County Road K. In 1861 the structure was a rustic log cabin style building. A second building was built in 1877 at a cost of \$104. The schoolhouse became so deteriorated that woodchucks made it a habit of sticking their noses up through the floor. In 1942 the school closed and the schoolhouse was transformed into a home.
- **Glen Valley School**, Located on County Road H. In 1862 Glen Valley School was built on a quarter acre. Over the years the school went through major improvements including new foundation, blackboards, a flagpole, a new fence, and new floors. In 1955 the school closed its doors to join the Reedsburg School District. The schoolhouse is now located on Thiemann Hill Road in the Town of Reedsburg.

-
- **Ghost District**, Located on Menchoff Road. The schoolhouse was only shown on the 1859 and 1861 plat maps. The schoolhouse disappeared on the 1877 plat map, and has no district number. Because of the missing number, the school is referred to as the ghost district.

6.14 Historical and Cultural Programs and Resources

- ▶ **Sauk County Historical Society** protects and maintains the history of the County by collecting and preserving historic artifacts, photographs, and documents. The Historical Society has many community outreach programs, acts as a resource and research facility for local history, and assists other Sauk County historical societies in pursuing their goals.
- ▶ **Sauk County Arts, Humanities, and Historic Preservation Committee** provides funding through grant programs to community organizations and local governments seeking supplementary funds for local arts and history projects.
- ▶ **State of Wisconsin Historic Preservation Programs** provide several opportunities for cost sharing through grant and subgrant programs through the Wisconsin Historical Society. These programs are dependent on variable annual funding sources.
- ▶ **Historic Preservation Subgrants** are available to governments and non-profit organizations for surveys to identify and evaluate historical, architectural, and archaeological resources for nominating properties and districts to the National Register of Historic Places.
- ▶ **Historic Preservation Tax Credit for Income Producing Historic Buildings** is available to those who apply for and receive project approval before beginning physical work on projects that rehabilitate such buildings.
- ▶ **Historic Home Owner's Tax Credits** are available to those who apply for and receive project approval before beginning work on rehabilitating non-income personal residences.
- ▶ **Archaeological Sites Property Tax Exemption Program** provides tax exemption for owners of archaeological sites listed in the National or State Register of Historic Places.
- ▶ **Jeffris Family Foundation** provides funding for bricks and mortar rehabilitation projects in Wisconsin's smaller communities.
- ▶ **Save America's Treasures** is a federal grant program for governments and non-profit organizations.

6.15 Utilities and Community Resources Goal, Objectives, and Policies

Utilities and Community Facilities Goal:

Achieve consistently high level public utilities services for all Town residents. Maintain and

expand civic and recreational facilities, and protect environmentally sensitive areas and cultural resources. Promote the availability of educational opportunities, and protect the safety and property of Town residents with adequate law enforcement and emergency services.

Utilities and Community Resources Objectives and Policies:

UCFO-1: Assure that improvements to the electrical power grid system are consistent with the Town's goals and objectives.

UCFP-1A: Map the existing electrical power providers and identify gaps in service.

UCFP-1B: Encourage investment in energy efficient alternatives, e.g. individual and community solar and wind energy systems, to supplement conventional power systems.

UCFP-1C: Recognize the need for cable access and fiber optic voice and data communications service, and be receptive to new technologies while still maintaining the Town's scenic rural character.

UCFO-2: Expand parklands, and protect green space and environmentally sensitive lands.

UCFO-3: Assure the availability of educational and cultural opportunities.

UCFP-3A: Continue support of the Reedsburg School District, Madison College, the South Central Library System, and the Sauk County Historical Society.

UCFP-3B: Prepare an inventory of cultural and historical resources in the Town and implement policies that protect them.

UCFO-4: Provide effective law enforcement and emergency services.

UCFP-4A: Contract with the Reedsburg Fire Department for services and contract with the City of Reedsburg for ambulance services. Law enforcement services are provided by Sauk County.

7.0 Purpose

Transportation networks are fundamental components in the development and efficient functioning of any community. Effective transportation systems allow people and goods to flow productively to jobs and markets, and provide convenient opportunities for visitors and tourists to view the community’s scenic landscapes and experience its culture.

Transportation options within the Town of Winfield are primarily limited to Town and County roads, utilized by private and commercial vehicles, school buses, farm machinery, ATV/UTV, and the occasional bicycle and motorcycle enthusiast. With the construction of new rural homes for non-farm residents, the use of these transportation routes generally increases. Other transportation options both within and near the Town of Winfield are varied and include airports, special service transportation, recreational transportation, and trucking. This section summarizes existing transportation options available to Town residents as well as conditions of Town and County roads. *Map 7-1 Transportation* shows the location of all transportation options located within the Town.

7.1 Principal Arterial, Collector Roadways, and Local Roads

Transportation routes can be classified by both form and function. *Table T1 Town of Winfield Roadway Classification System Definitions* identifies each road in the Town by its classification and purpose. *Table T2 Town of Winfield Roadway Classification System Descriptions* describes the location of each of these roads including its potential users.

Table T1 Town of Winfield Roadway Classification System Definitions

Town of Winfield Roadway Classification System (Definition)		
Road	Classification	Definition
I-90/94	Regional Interstate Roadway. Principal Arterial	Principal arterials serve longer intra-urban trips and traffic traveling through urban areas. They carry high traffic volumes and provide links to major activity centers. I/90/94 is located east of the Town of Winfield. It serves as a regional controlled access facility within Wisconsin. It is considered a backbone route, according to the Corridors 20/20 Plan, connecting major population and economic centers.
U.S. Road 12	Principal Arterial	U.S. Road 12, located east of the Town of Winfield. It serves as a principal north south arterial, connecting Wisconsin Dells with Dane County, and carrying a large volume of both local and through traffic. In Sauk County, year 2021 traffic volumes were approximately 17,800 vehicles per day north of Baraboo, and 13,000 vehicles per day south of Baraboo.

State Road 33	Regional State Roadway Minor Arterial	<p>Minor arterials provide intra-community continuity and service to trips of moderate length, with more emphasis on land access than principal arterials. The minor arterial system interconnects with the urban arterial system and provides system connections to rural collectors.</p> <p>State Road 33 is an east west/north south route coming from U.S. Road 12 in the Town of Baraboo, continuing into the Town of Reedsburg and City of Reedsburg, going through the southwest corner of the Town of Winfield, and exiting into the Town of La Valle.</p>
County Roads K, KK, F, WD, V, and H	Major Collectors (and) Minor Collectors	<p>Collector roads facilitate access to service and traffic circulation within residential neighborhoods, commercial areas, and industrial areas. These facilities collect traffic from the local streets in residential neighborhoods and channel it onto the arterial system in the central business district, and in other areas of the development and traffic density, the collector may include the street grid, which forms the basic unit for traffic circulation.</p> <p>County Road K is a north south collector route that enters the Town of Winfield at its southern border with the Town of Reedsburg and the City of Reedsburg and exits the Town of Winfield at its northern boundary with Juneau County. County Road F serves the central and northwest parts of the town after departing from County Road K in Section 27. It exits the town in the northwest corner in Section 6 where it crosses into the Town of LaValle. County Road KK leaves County Road F in Section 15 and ends a mile north of that point. County Road WD departs from County Road K in Section 23 and serves the east central part of the town before exiting into the Town of Dellona. County Road H enters the town from the City of Reedsburg along the town's southern boundary and crosses the southeastern corner of the town before exiting into the Town of Dellona.</p>
Remaining Town Roads	Local Roads	<p>Local roads comprise all facilities not on one of the higher systems. They primarily provide direct access to land and access to order systems. Local roads offer the lowest level of mobility and through traffic movements on this system is usually discourage.</p>

Source: Wisconsin DOT

► **Road Improvement Schedule**

The Sauk County Highway Department 5 year Highway Improvement Program anticipates improvements of County highways throughout the County and in the Town of Winfield. The Town is notified of local road improvements when funding and staffing are secured for projects.

7.2 Rustic Roads

The Rustic Road System in Wisconsin was created by the 1973 state legislature in an effort to help citizens and local units of government preserve what remains of Wisconsin's scenic, outstanding natural features along its borders such as rugged terrain, native vegetation, native wildlife, or include open areas with agricultural vistas which singly or in combination uniquely set this road from other roads.

These roads are preferably a minimum length of 2 miles, and, where feasible, should provide a completed closure or loop, or connect to major highways at both ends of the route. They are lightly traveled local access roads for the leisurely enjoyment of bikers, hikers, and motorists as well as the adjacent property owners. A rustic road may be dirt, gravel, or paved road. It may be 1-way or 2-way. It may also have bicycle or hiking paths adjacent to or incorporated in the roadway area.

Any officially designated rustic road shall continue to be under local control. The maximum legal speed limit on a rustic road is 45 miles per hour, although a speed limit as low as 25 miles per hour may be established by the local governing authority. The County or Town shall have the same authority over the rustic road as it possesses over other highways under its jurisdiction. A rustic road is eligible for State aids just as any other public highway.

The Town of Winfield currently has no designated rustic roads.

7.3 Airports

Although there are no airports located in the Town of Winfield, 3 area airports are available for small passenger and freight service: the Tri-County Airport, the Reedsburg Municipal Airport, and Baraboo-Dells Municipal Airport.

The Reedsburg Municipal Airport which is the main provider for the area, is paved with lighted runways of 4,900 and 2,650 feet in length. It is designated as a transport/corporate airport facility intended to serve corporate jets, small passenger, and cargo jet aircraft used in regional service and small airplanes used in commuter air service.

7.4 Elderly, Disabled, and Veteran Transportation

Sauk County offers several specialized transportation assistance programs for persons who are elderly, disabled, or veterans within the Town of Winfield.

Persons who are elderly and disabled that are unable to transport themselves and who do not have family members or friends to drive them can take advantage of the Volunteer Driver Program by contacting the Sauk County Commission on Aging. This service is provided for medical, nutritional, and personal business reasons. Individuals available for driving are encouraged to call.

Veterans in need of transportation assistance to a veteran’s hospital or clinic should contact the Veterans Service Office.

7.5 Other Transportation Options

► Trucking

Trucking service is accommodated through the region’s transportation network. There are several privately owned trucking operations within this area that meet the needs of the residents.

► Rail

There is no direct freight or passenger rail service to the Town of Winfield, but there are many freight service providers located in and around the City of Reedsburg. The Wisconsin and Southern rail line begins in the Village of Rock Springs at the Rock Springs Quarry and goes through Baraboo and finally through the Village of Merrimac. Commercial rail service is primarily limited to the removal of quartzite from the Rock Springs Quarry north of the Village of Rock Springs. Rail service for tourism and entertainment purposes is provided by the Mid-Continent Railway Museum located northwest of the Village of North Freedom.

► Bicycle and Recreational Trails

The 400 Recreational Trail, which begins in the City of Reedsburg, stretches for 22 miles along the Baraboo River between the City of Reedsburg and Elroy. The trail is part of a 117-mile trail system that includes the Elroy-Sparta Trail, the La Crosse River Trail, and the Great River Trail in west central Wisconsin. The 400 Trail was built on an abandoned railroad grade with packed limestone screenings and planked surface bridges. The trail is maintained by the Wisconsin



Department of Natural Resources (DNR) and is managed by the Wildcat Mountain State Park office. In 1990, the Wisconsin DNR created a management plan for the 400 Trail. The plan provides background information on the trail system including goals, annual objectives, and additional benefits of the trail. The Town is connected to trails in the region via the 400 State Trail along the Baraboo River.

► ATV Trail System

The Town of Winfield has 67 miles of ATV (all terrain vehicle)/UTV (utility terrain vehicle) routes including routes on all Town roads, (42 miles) and all County roads (25 miles). Those routes connect to over 1,500 ATV/UTV routes in Sauk County and approximately 50,000 miles of ATV/UTV routes statewide. There are also several private off road ATV/UTV trails throughout the Town. The Sauk County Ridge Runners, a private ATV club, maintains the trails and ATV route signage in the Town. An ATV/UTV route/trail map is available on Sauk

County's web site.

<https://saukgis.maps.arcgis.com/apps/Viewer/index.html?appid=2235911fc3074bce898aefa98bb54652>

► **State of Wisconsin**

The State of Wisconsin provides for vanpooling opportunities with the requirement that at least 2 state employees are part of the pool. Once this criterion is met, any individual may become part of the vanpool.

7.6 Review of State, Regional, and Other Applicable Plans

The following is a review of local, state, and regional plans and studies relevant to the Town that may affect the overall transportation system. The Town of Winfield's transportation element incorporates these plans into the Comprehensive Plan in varying degrees to ensure an accurate reflection of the overall transportation system.

WisDOT Active Transportation Plan 2050

The Wisconsin Department of Transportation (WisDOT) is updating the Wisconsin Bicycle Transportation Plan and Wisconsin Pedestrian Policy Plan and combining them into the Wisconsin Active Transportation Plan 2050 (ATP). The ATP will be a statewide long range plan focused on human powered modes of transportation, such as bicycling and walking. This plan will evaluate active transportation opportunities and needs, resulting in policies and actions that will align with and further Connect 2050, Wisconsin's statewide long-range transportation plan.

Connect 2050: Wisconsin's Long-Range Multimodal Transportation Plan

Connect 2050 is the Wisconsin Department of Transportation's (WisDOT) long range transportation plan for the State. This plan addresses all forms of transportation over a 20 year planning horizon: highways, local roads, air, water, rail, bicycle, pedestrian, and transit. This plan is currently being updated by WisDOT.

LRIP: Local Roads Improvement Program

One component of the LRIP is the Town Road Improvement Program (TRIP) which aids local town governmental units with improving seriously deteriorating town roads. A reimbursement program, TRIP pays up to 50% of total eligible costs with local governments providing the balance.

Transit Improvement Program (TIP)

The TIP must be consistent with the region's long range transportation plan, include all transportation projects in the metropolitan area that are proposed for federal funding, and

include at least 4 years of programming.

Sauk County Highway Improvement Plan

The Highway Improvement Program for Sauk County identifies and prioritizes specific County road improvement projects for the next 5 years.

7.7 Analysis of the Existing Transportation Systems and Plans

As previously described, the Town of Winfield's transportation system consists of local, County, and State roads. Responses from the Town survey indicated that the Town's local and County roads are in good condition, and it appears that there were no major transportation related issues in the Town at the time of the survey completion.



7.8 Transportation Goals, Objectives, & Policies

Transportation Goal:

Preserve and maintain all existing roads, bridges, and trails.

Transportation Objectives and Policies:

TO-1 Secure State cost sharing funds for road and bridge maintenance.

TP-1A Continue coordination with WisDOT's WISLR program and existing County programs for long term maintenance and cost sharing for construction and repair of roads and bridges.

TP-1B Maintenance of roads will be conducted in accord with the Sauk County's Highway Improvement Program.

TO-2 Assure that all new public, private roads, and driveways conform to applicable Town, County, and State requirements.

TP-2A Identify all applicable local and State road design and construction regulations.

TP-2B Establish by ordinance a Town review/approval process for siting and building driveways that access Town roads.

TP-2C Require that new driveways provide suitable (safe and convenient) access for emergency vehicles.

TP-2D All new roads (private and public) and driveways shall be required to accommodate emergency service vehicles, road maintenance vehicles,

garbage/recycling vehicles, and school buses.

TP2-E Require that emergency fire number signs be placed to assure quick location identification.

TO-3 Town and local County roads will provide safe and convenient travel.

TO-4 Recreational trails will be considered part of the Town's transportation infrastructure.

8.0 Purpose

Farming remains the face of the Town of Winfield's economic character, even though local employment in the farming and other resource industries has increased slightly to 12.3% between 2000 and 2020. Manufacturing remains the heart of the Town's economy, employing over 22% of the local workforce in 2020. The second most important industry at 19% is in education, health, and social services. Local employment in construction, retail trade, and certain white-collar positions decreased slightly from 2010 to 2020. Industries, such as information, professional, scientific, management, administration, and waste services also saw diminishing employment opportunities in 2020 for Town of Winfield residents. Growth was seen though in the industries of public administration and finance, insurance, real estate, rental, and leasing.

8.1 Area Employment and Economic Activity

An overall look at commuting patterns, regional employment, income characteristics, tourism, economic impacts, and agriculture economic impacts provides insight to the Town's economic vitality.

► Commuting Patterns

In terms of commuting patterns, the 2020 census indicates that 6.6% of Town of Winfield residents work at home. For those who commute to their jobs, 78.1% drive alone while 8.5% carpool. The average commuting time to work is approximately 23.2 minutes.

► Employment Characteristics in the Town of Winfield and Sauk County

Sauk County provides many employment opportunities as is reflected in the unemployment rates, occupation type, and major employers in the area. According to the 2020 US census, the Sauk County annual average unemployment rate for 2020 was 2.3%. Unemployment for the Town of Winfield in 2020 was 1.0%. At the time, the 1.0% (or 5 persons) from the Town of Winfield's 2020 labor force of 709 people over age 16 were unemployed while almost 69% (or 440 persons) were employed. The remaining 30 percent (or 218 persons) either claim disability or are retired.

► Area Economic Viability and Employment Opportunities

The potential for economic opportunities within commuting distance of the Town of Winfield continues to improve. The City of Reedsburg area has many service, retail, and tourism industries as well as a business/industrial park, with water, sewer, electric, and gas service in place. The City of Reedsburg is host to a number of Tax Increment Finance Districts (TIF) to aid the facilitation of industrial tax base as well as high-end manufacturing jobs. The City of Reedsburg has also established a Business Center Redevelopment District aimed at promoting industrial development to the City of Reedsburg's business center. The Reedsburg business center is located a half block south of State Road 23/33 or Main Street in the City of Reedsburg. The industrial area consists of 25 acres that is divisible in tracts ranging from 2-6 acres. The Reedsburg industrial park is located south of State Road 23/33 or Main Street in the

City of Reedsburg. The newest area is on South Dewey Avenue, across the Wisconsin and Southern railroad tracks. The industrial area consists of 50 acres that is divisible in tracts ranging from 2-30 acres. Tourism is playing an increasing role in the City of Reedsburg area, with the 400 Trail and historically maintained downtown area.

The major County employers provide diverse employment opportunities that residents in the Town of Winfield may take advantage of. **Table E1** shows the top 6 employers during 2020 divided into manufacturers/distributors and non-manufacturers. While most of the County is within commuting distance of the Town of Winfield, the major employment areas of these cities (Baraboo, Reedsburg, Sauk Prairie, Spring Green, and Wisconsin Dells) are within the average commute time of 30 minutes from the Town of Winfield.

In addition to business opportunities outside of the Town, the Town does continue to provide a number of jobs in the agriculture industry as well as a few local cottage industry types of businesses which are noted later in this chapter.

Table E1: Sauk County’s Largest Employers

Table E1: Sauk County’s Largest Employers		
Employer	Product	Location
Cardinal Glass	Insulated Glass	Spring Green
Grede Foundries	Ductile Iron Castings	Reedsburg
Teel Plastics	Plastics	Baraboo
Kalahari Development	Waterparks & Resorts	Wisconsin Dells
Ho-Chunk Gaming	Casino	Baraboo
Wilderness Resort	Waterparks & Resorts	Wisconsin Dells

Source: Source: U.S. Census; Emsi; Wisconsin’s WORKnet; Municipality Population Estimates, Wisconsin Department of Administration, Demographic Services Center; Applied Geographic Solutions via LocateInWisconsin

► **Area Income Comparison**

According to the census, the 2020 median household income for residents in the Town of Winfield was \$79,500. **Table E2: Regional Income Comparisons**, shows that among the neighboring towns, no other local town had a higher median household income. Sauk County and Wisconsin are significantly lower.

Table E2: Regional Income Comparisons

Table E2: Regional Comparison of Income Distribution, 2020								
Household Income, 2020 Estimates	Percent of Households							
	Town of Winfield	Town of Dellona	Town of Excelsior	Town of Reedsburg	Town of Ironton	Town of LaValle	Sauk County	Wisconsin
Less Than \$10,000	0.9%	6.2%	1.5%	2.8%	0.0%	1.1%	4.1%	4.6%
\$10,000 - \$14,999	1.5%	0.8%	0.8%	0.4%	5.2%	5.2%	3.5%	4.1%
\$15,000 - \$24,999	4.1%	3.2%	4.3%	2.8%	2.9%	6.8%	9.6%	8.6%
\$25,000 - \$34,999	10.1%	4.4%	7.1%	7.5%	6.9%	10.1%	9.9%	9.0%
\$35,000 - \$49,999	12.7%	9.8%	12.6%	13.5%	13.2%	7.6%	12.7%	13.0%
\$50,000 - \$74,999	14.8%	29.5%	26.8%	26.9%	21.3%	23.2%	20.8%	18.9%
\$75,000 - \$99,999	18.0%	16.0%	14.8%	14.6%	20.7%	16.4%	14.4%	14.1%
\$100,000 - \$149,999	25.7%	21.0%	19.1%	19.1%	19.0%	21.8%	16.7%	16.3%
\$150,000 - \$199,999	7.1%	6.7%	6.2%	6.5%	8.6%	3.4%	4.8%	6.1%
\$200,000 or more	5.0%	2.4%	6.8%	5.8%	2.3%	4.3%	3.6%	5.2%
Median Household Income	\$79,500	\$73,663	\$72,083	\$67,422	\$76,250	\$71,192	\$62,808	\$63,293

Source: US Census, 2020, DP-3

► **Agriculture Economic Activity**

The most recent compiled data for agriculture economic characteristics was in 2017 and is broken down by county. This information is provided in Tables E3 and E4 as indicators of the important economic impact agriculture has on communities. Table E3 indicates that from 1992 to 2017, Sauk County farms decreased the number of hired workers by 14.98%. The annual payment indicates that most are seasonal employees.

Table E3: Characteristics of Hired Farm Labor, Sauk County and Wisconsin, 2017

Characteristics of Hired Farm Labor by Wisconsin Counties 2017					
	Percent of Farms With Any Hired Labor	Number of Hired Farm Workers	Change in Hired Farm Workers Net Change 2012-2017	Change in Hired Farm Workers Percent Change 2012-2017	Hired Farm Worker Payroll (\$1,000 Payroll)
Sauk County	19.9%	1,226	-59	-15.1%	\$ 17,806
Wisconsin	26.1%	72,425	-2,015	-10.6%	\$ 1,052,738

Source: USDA Census of Agriculture 2017

Table E4a: Average Value of Farmland

Table E5a: Average Value of Farmland, 2017					
	Average Value of All Agricultural Products Sold	Estimated Market Value of Land and Buildings		Average Value of Machinery and Equipment Per Farm	Average Net Farm Income Per Farm
		Per Farm	Per Acre		
Sauk County	\$ 107,354	\$ 674,903	\$ 2,485	\$ 130,623	\$ 24,157
Wisconsin	\$ 176,368	\$ 1,083,640	\$ 4,904	\$ 156,689	\$ 36,842

Source: USDA Census on Agriculture, 2017

Table E4b: Average Value of Farmland by Value of Sales

Table E5b: Average Value of Farmland by Value of Sales, 2017									
	Percent of Farms With Positive Net Income	Value of Total Government Payments	Percent of Farms Receiving Government Payments	Percent Farms Market Value of Agricultural Products Sold					
				\$1,000 to \$19,999	\$20,000 to \$99,999	\$100,000 to \$249,000	\$250,000 to \$499,999	\$500,000 to \$999,999	\$1,000,000 or more
Sauk County	46.7%	\$ 2,048	45.5%	55.8%	21.1%	10.6%	6.4%	6.1%	0.0%
Wisconsin	50.8%	\$126,583	42.4%	56.6%	18.9%	10.6%	6.6%	3.9%	3.3%

Source: USDA Census on Agriculture, 2017

The actual number and makeup of farms in the Town of Winfield is hard to pinpoint. There are 6 dairy farms in the Town. A look at trends in estimated farm numbers from 1987 to 2017 shows that the number of farms in Sauk County decreased by 11.95%, while the number of dairy farms decreased by 72.6%. It should be noted that this includes farms with acreage overlapping into a neighboring township.

According to the USDA’s National Agricultural Statistics Service, in 2020 alone Sauk County had 3,167 acres of agricultural land sold, 130 acres of which were diverted to other uses. This diverting of land included 3 transactions with a cost of over \$12,000 per acre depending on if there were buildings present. The amount of land being diverted out of agriculture in the County accounted for only 3.04% of the total land in the State being diverted to other uses in 2020. Agricultural land with buildings is being sold at a higher price than the State average of dollars per acre.

► **Tourism Economic Impact and Opportunity**

The overall statewide economic impact of travelers is broken down in several ways. Looking at the expenditures by category for 2022, travelers spent more than half of their total estimated travel expenditures on lodging and food expenditures. Recreation expenditures represent 13.2% and lodging expenses represent 27% of the total estimated traveler expenditures. A percentage of 19.5 of traveler expenses were spent on retail, and 26% were spent on food and beverage. A percentage of 14.1 of Wisconsin traveler expenditures were spent on transportation within the state.

According to the Wisconsin Department of Tourism, the total number of full-time equivalent jobs created in the State was 174,600 in 2022. The local government revenue generated was \$738,297,000 and the total State government revenues generated were \$1,054,161,000 in 2021.

Sauk County is the third most popular tourism destination in the State, behind Milwaukee County and Dane County. In 2022, Sauk County had \$1.8 billion in tourism spending and saw a 7.9% percent increase in direct visitor spending.

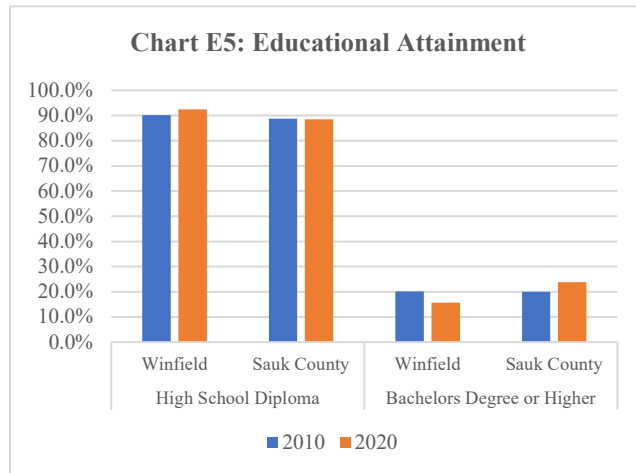
Northern Sauk County has many opportunities for recreational, cultural, historical, and nature based tourism. Some of the sites visited in or near the Town of Winfield include: the State 400 Trail for warm weather cycling and winter snowmobiling from Reedsburg to the Elroy/Sparta area; Lake Redstone and Dutch Hollow Lake for boating and fishing in the neighboring Town of LaValle, as well as at Mirror Lake State Park and the Dell Creek State Wildlife Area in the neighboring Town of Dellona. Lake Delton and the Baraboo River offer paddling opportunities, the Wisconsin Dells area and Dells tours as well as for more intensive tourism and water park recreational activities; and the Baraboo area offers Circus World Museum, Devil’s Lake State Park, and the Baraboo Hills.

8.2 Local Employment and Economic Activity

The Town of Winfield and Sauk County provide many local employment opportunities as is reflected in the education levels, labor force, and occupation characteristics of the Town of Winfield.

► Education, Income Levels, and Employment Activity

Table E5: Educational Attainment, Town of Winfield shows that the percentage of Town residents with only a high school diploma increased 2.2% from 2010 and 2020, and the Town still has a higher percentage of high school-only educations than does Sauk County. The percentages of those with a bachelor’s degree or higher decreased for the Town by 4.4% and Sauk County increased by 3.8% from 2010 to 2020.



Source: U.S. Census Bureau, 2020

► Income Levels

As detailed in the housing chapter, of the 338 households in the Town of Winfield, 61 households (18%) were in the \$75,000 to \$99,999 income bracket. Another 87 (25.7%) of the households were in the \$100,000 to \$149,999 income bracket. This is compared to Sauk County, at 14.4% of the households in the \$75,000 to \$99,999 income bracket and 16.7% of the households in the \$100,000 to \$149,999 income bracket. This makes sense as when comparing the median household income, the Town of Winfield is higher by \$16,692.

Another tool in the assessment of income distribution is the comparison of the median household income with the average household income for a particular year. A median value divides a range of numerical values into 2 equal parts with one-half of the values falling below the median and one-half falling above the median. Therefore, median household income is the income value at which half of the other income values are above and one-half are below. An average value is found by dividing a sum of values by its total number of values. Average household is calculated by dividing aggregate household income by the number of households in a given geographic area for a given year. The average income value can be skewed either up or down by a prevalence of either higher or lower individual incomes. Aggregate household income is the sum of the incomes of a sample of households in a given geographic area.

Table E6 Distribution of Household Income, 2020 shows that in 2020, the median household income for the Town of Winfield was \$79,500, while the average household income was \$96,280. The ratio of the average to the median income is 1.21, meaning that the Town’s income is slightly skewed toward the upper half of the income range. As a comparison, Sauk County’s median household income is \$62,808 and the State’s is \$63,293.

Tables E6 & E7 Distribution of Household Income

Table E6: Distribution of Household Income, 2020				Table E7: Distribution of Household Income, 2010			
Distribution of Household Income, 2020	Percent of Households			Distribution of Household Income, 2010	Percent of Households		
	Town of Winfield	Sauk County	Wisconsin		Town of Winfield	Sauk County	Wisconsin
Less than \$10,000	0.9%	4.1%	4.6%	Less than \$10,000	4.9%	4.7%	6.0%
\$10,000 to \$14,999	1.5%	3.5%	4.1%	\$10,000 to \$14,999	1.3%	5.4%	5.4%
\$15,000 to \$24,999	4.1%	9.6%	8.6%	\$15,000 to \$24,999	11.8%	12.2%	11.0%
\$25,000 to \$34,999	10.1%	9.9%	9.0%	\$25,000 to \$34,999	2.6%	10.5%	11.0%
\$35,000 to \$49,999	12.7%	12.7%	13.0%	\$35,000 to \$49,999	11.8%	16.7%	15.0%
\$50,000 to \$74,999	14.8%	20.8%	18.9%	\$50,000 to \$74,999	24.0%	22.1%	20.6%
\$75,000 to \$99,999	18.0%	14.4%	14.1%	\$75,000 to \$99,999	20.4%	14.0%	13.7%
\$100,000 to \$149,999	25.7%	16.7%	16.3%	\$100,000 to \$149,999	20.7%	10.2%	11.6%
\$150,000 to \$199,999	7.1%	4.8%	6.1%	\$150,000 to \$199,999	1.3%	2.6%	3.1%
\$200,000 or more	5.0%	3.6%	5.2%	\$200,000 or more	1.0%	1.6%	2.6%
Median Household Income	\$79,500	\$62,808	\$63,293	Median Household Income	\$68,077	\$50,390	\$51,598
Number of Households	338	26,751	2,377,935	Number of Households	304	25,438	2,274,611
Average Household Income	\$96,280	\$77,000	\$82,757	Average Household Income	\$70,964	\$60,804	\$65,273
Ratio of Mean to Median Household Income	1.21	1.23	1.31	Ratio of Mean to Median Household Income	1.04	1.21	1.27

Source: U.S. Census, 2010-2020

From 2010 to 2020, both Sauk County and the State of Wisconsin saw the ratio of average income to median income increase slightly, the County from 1.21 to 1.23, the State from 1.27 to 1.31. This implies that the number of values on the upper end of the spectrum has increased slightly during the past decade. This is most prevalent in the Town of Winfield which experienced an increase of 1.04 to 1.21.

► Employment

Table E8: Labor Force and Employment shows that of the 709 persons in the Town of Winfield during 2020, 491 persons, age 16 or older, are in the labor force, and an additional 218 persons, age 16 or older, are not in the labor force. Five of those in the labor force, or 1.0%, were reported unemployed in 2020 according to the U.S. census. This is less than the 2.3% unemployment rate for Sauk County, according to the 2020 Census.

Table E8: Labor Force and Employment

Table E8: Labor Force Status, 2020		
Category	Town of Winfield	Sauk County
Population 16 Years and Over	709	51,342
Not in Labor Force	218	16,316
In labor force	491	35,026
Armed Forces	0	20
Civilian Labor Force	491	35,006
Employed	486	34,197
Unemployed	5	809
Unemployment Rate	1.0%	2.3%

Table E10: Employment by Occupation, Town of Winfield shows that agriculture, once a major occupation, has now been surpassed by occupations in management, professional, and related occupations as the major employers. **Chart E11 Major Employment Sectors, Town of Winfield** graphically shows the major employment arenas in the Town while **Table E12 Employment by Occupation, Sauk County** provides a comparison to the region.

Table E10: Employment by Occupation, Town of Winfield

Table E10: Employment by Occupation, Town of Winfield					
Occupation	2010		2020		Percent of Employed Population Change 2010 to 2020
	Number Employed	Percent of Employed Population	Number Employed	Percent of Employed Population	
Management, Professional, and Related Occupations	132	24%	171	35%	45%
Service Occupations	85	16%	57	12%	-25%
Sales and Office Occupations	108	20%	91	19%	-6%
Natural Resources, Construction, and Maintenance Occupations	101	19%	51	10%	-44%
Production, Transportation, and Material Moving Occupations	117	22%	116	24%	11%
Occupation Total	543		486		-10%

Source: US Census 2010 and 2020.

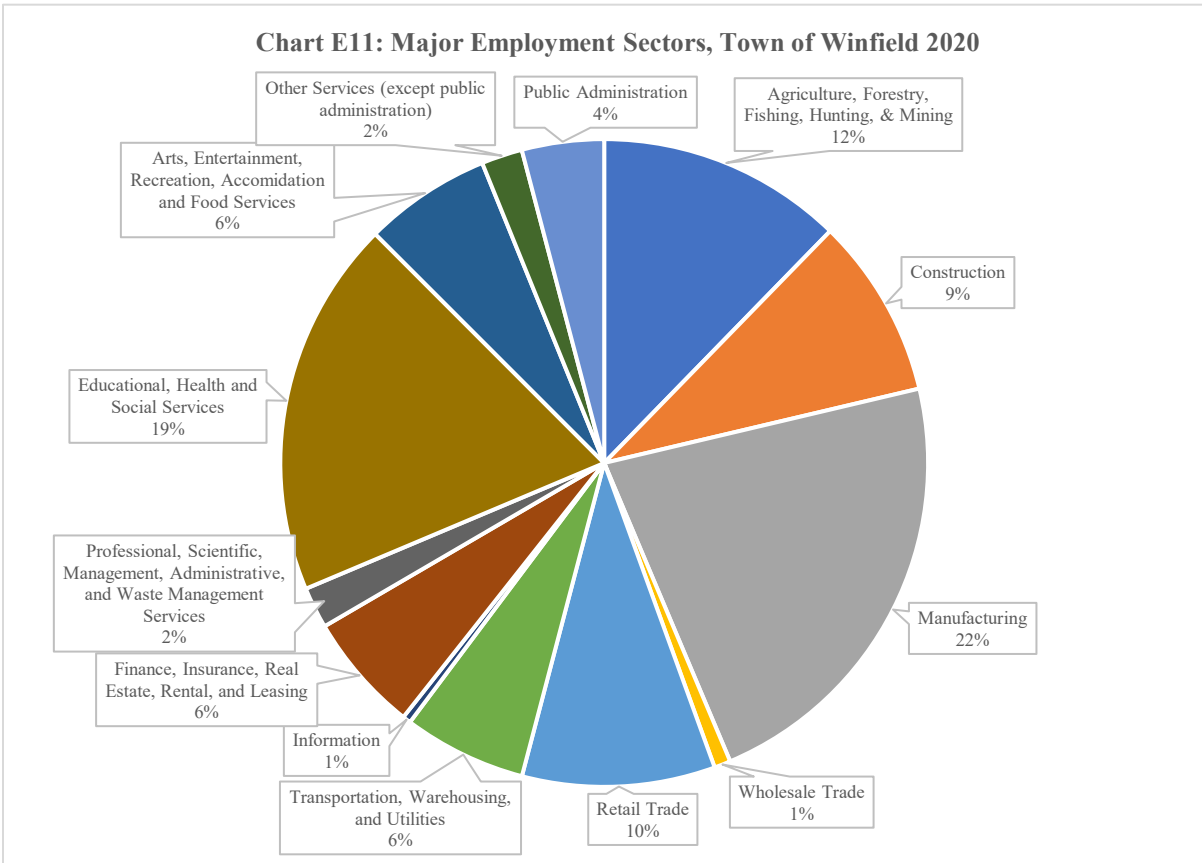


Table E12: Employment by Occupation, Sauk County

Industry	Percent Employed Population, 2000	Percent Employed Population, 2010	Percent Employed Population, 2020	Rate of Change 2000 to 2020
Agriculture, Forestry, Fishing, Hunting, & Mining	5.3%	4.2%	3.6%	-31.5%
Construction	7.8%	8.0%	7.3%	-6.6%
Manufacturing	19.1%	17.3%	15.8%	-17.2%
Wholesale Trade	3.2%	3.3%	2.6%	-17.9%
Retail Trade	13.2%	12.5%	12.2%	-7.9%
Transportation, Warehousing, and Utilities	4.0%	3.7%	4.3%	7.2%
Information	1.5%	1.6%	1.4%	-7.4%
Finance, Insurance, Real Estate, Rental, and Leasing	4.3%	4.6%	4.4%	1.8%
Professional, Scientific, Management, Administrative, and Waste Management Services	5.2%	5.7%	6.6%	26.8%
Educational, Health, and Social Services	17.6%	17.4%	20.4%	15.7%
Arts, Entertainment, Recreation, Accommodation, and Food Services	12.1%	15.4%	15.0%	23.6%
Other Services (Except Public Administration)	3.1%	3.2%	3.2%	3.2%
Public Administration	3.5%	3.3%	3.3%	-5.0%
Civilian Employed Population	29,108	33,210	34,197	17.5%

Source: US Census 2000, 2010, and 2020

► **Commuting Patterns**

Commuting patterns in rural areas reflect both the number of active agriculture operations as well as numbers of non-farm rural residences. An increase in the number of commuters, coupled with a decrease in those working at home may indicate changes in the local economy and in local land use. Of the 338 housing units in the Town of Winfield in 2020, 76 units had been built since 2020, and only 17 of those have been built since 2010. At the same time, the Town saw a decrease in those working from home, and an increase in the average travel time. This shows that more people need to travel for work. This may be reflecting the loss of agricultural operations as well as economic opportunities within the Town.

Table E13: Commuting Patterns

Table E13: Commuting Patterns, 2020				
	2010		2020	
	Winfield	Sauk County	Winfield	Sauk County
Drive Alone	80.6%	80.7%	78.1%	81.9%
Carpooling	7.0%	10.2%	8.5%	8.3%
Public Transportation	0.0%	0.1%	0.0%	0.1%
Walk	0.0%	2.4%	5.2%	3.3%
Other Means	3.0%	1.3%	1.7%	1.4%
Worked at Home	9.4%	5.3%	6.6%	4.9%
Average Travel Time (minutes)	19.1	21.0	23.2	22.2

► **Local Employment Opportunities**

Within the Town of Winfield several small businesses exist. These include a variety of home-based businesses and some larger improvement or construction industry services. The Town is also in close proximity to the City of Reedsburg industrial and downtown business areas.

8.3 Opportunities to Attract and Retain Business

As stated earlier, it will be important for the Town of Winfield to foster home-based business and low-impact tourism opportunities that both reflect and protect the Town’s history, natural resources, and current residents. The Town should encourage the formation of a unique niche market for tourism and residential businesses.

8.4 Availability of Commercial Sites

There are currently two commercial sites available in the Town of Winfield, one near Lake Redstone in the northwest corner of the Town and another located along County Road V adjacent to the extraterritorial area of the City of Reedsburg. In order for the Town to maintain its rural character and its agricultural community, the Town desires to promote only smaller home-based businesses. The Town encourages commercial development in and around the area cities and villages.

8.5 Environmentally Contaminated Sites

According to the Wisconsin Department of Natural Resources there are no contaminated sites in the Town of Winfield. Additional information regarding brownfield contamination can be found at the following web site for the Bureau for Remediation and Redevelopment Tracking System (BRRTS): <http://www.dnr.state.wi.us/org/aw/rr/brrts/index.htm>.

8.6 Other Programs and Partnerships

► Sauk County Development Corporation

Sauk County Development Corporation's mission is to promote and retain the diverse economic vitality of Sauk County and its individual communities.

► Wisconsin Department of Commerce

Provides a broad range of financial resources to help businesses and communities undertake economic development. These programs include:

- **Community Development Block Grant (CDBG) – Economic Development Program** Provides grants to communities to promote local job creation and retention.
- **CDBG – Public Facilities** helps eligible local governments upgrade community facilities, infrastructure, and utilities to benefit lot to moderate income residents.
- **Rural Economic Development Program** offers low-interest loans for businesses with fewer than 25 employees.
- **US Small Business Administration (SBA)** provides loan guarantees that are used in conjunction with bank financing to improve loan terms.
- **Wisconsin Housing and Economic Development Authority (WHEDA)** a program that buys down commercial interest rates, enabling Wisconsin lenders to offer short-term, below-market rate loans to small, minority, or women-owned businesses.
- **Industrial Revenue Bonds (IRDs)** are municipal bonds whose proceeds are loaned to private persons or to businesses to finance capital investment projects. All Wisconsin municipalities are authorized to issue IRDs.
- **Major Economic Development Program (MED)** is designed to provide financial assistance for Wisconsin business startup or expansions.
- **Customized Labor Training Program (CLT)** encourages businesses to invest in the retooling and upgrading of equipment in order to increase the productivity of its labor force by providing a grant up to 50% of the cost of a workforce training program.

- **Technology Development Fund Program (TDF)** is designed to provide assistance to businesses embarking on technical research projects aimed at developing new products or processes or improving existing products or processes.
- **Wisconsin Small Business Development Center** helps to ensure the State's economic health and stability through formative business education by counseling, technology and information transfer, and instruction. By forming partnerships between the University of Wisconsin-Extension and the business schools and departments of the University of Wisconsin system, the center provides an array of programs, counseling, special initiatives, research, and publications.
- **Forward Wisconsin** is a non-profit economic development-marketing corporation for the State of Wisconsin. This organization creates marketing strategies aimed at luring businesses and industry from other states within the United States and other countries throughout the world to improve the corporate climate in Wisconsin. The organization assists in locating companies throughout the State, based on those companies' needs. Assistance is available to aid with community development projects and marketing.
- **Agriculture Development Zone (South Central)** is a new agricultural economic development program in the State of Wisconsin that provides tax credits to farm operators and business owners who make new investments in agricultural operations. These tax incentives are offered for 3 basic categories of investment including job creation, environmental remediation, or capital investments in technology/new equipment. This program is administered by the Wisconsin Department of Commerce.

8.7 Economic Development Goal, Objectives, and Policies

Economic Development Goal: Create jobs and maintain the tax base by encouraging all forms of agriculture and small, safe, low-impact, low-density commercial businesses, cottage industry, and home occupations that are compatible with the Town of Winfield's agricultural economy, and that enhance and preserve the Town's natural beauty and rural character.

Economic Development Goal, Objectives, and Policies:

EDO-1 Protect soil and water resources.

EDP-1A Support Sauk County's efforts to enforce existing subdivision and zoning (agricultural, shoreline, and wetland) ordinances.

EDP-1B Support Sauk County's efforts to prevent soil erosion and toxic discharges into the waters of the town.

EDO-2 Encourage efficient land use.

EDP-2A Establish an effective town development review process.

EDP-2B Locate new economic development in areas adjacent to existing development.

EDP-2C Limit large commercial and industrial development to the commercial areas of the City of Reedsburg extraterritorial zone.

EDP-2D Utilize **Map 11-3 Future Land Uses** to determine appropriate locations for future commercial/business development. Areas designated as commercial development shall be the preferred area within the Town of Winfield where commercial development is permissible, but others may be considered.

EDO-3 Maintain agriculture as a primary economic activity.

EDP-3A Encourage alternative agriculture (e.g. organic farming, specialty crops, and livestock).

EDP-3B Encourage agri-tourism opportunities by actively working with Sauk County to revise current County zoning regulations and Town guidelines to allow innovative value-added farming income opportunities, such as cottage industries, that are consistent with the rural character and may include limited sales of products not produced on the farm.

EDP-3C Encourage small ag-related business, produce stands, and direct retail sales of locally produced goods.

EDO-4 Support economic diversity by allowing successful home-based business to grow.

EDP-4A Allow existing home-based business to grow through the application of conditional use permits.

EDP-4B Conditional uses shall be consistent with low-impact low-density operations compatible with the natural beauty and rural character of the Town.

EDP-4C The conditional use permit shall expire if the home-based business ceases operations, or there is a substantial variance from the application.

EDP-4D Home-based businesses shall be encouraged in the agricultural zoning district.

9.0 Purpose

The Town of Winfield, like every other community in Sauk County, depends upon a rich heritage of natural abundance to sustain the lives and livelihoods of its residents. Clean air, drinking water, streams, lakes and wetlands, fertile soils, a diverse biotic community of plants and animals, and the pleasing visual aspect of the area's rural scenery all provide the fundamental underpinnings of life and prosperity in the Town of Winfield. A functional understanding of the relationship between the Town of Winfield and its natural resources is critical to their preservation and the human occupants.



The Town of Winfield enjoys an attractive variety of agricultural landscapes laced with small streams and wetlands flowing through deeply incised valleys and topped by thickly forested ridges. The following summary of the Town's natural resources, illustrated by related maps, may provide the basis for establishing goals, objectives, and policies for their protection and wise use through the adoption of appropriate resource management guidelines, growth management practices, and development siting standards.

9.1 General Soils Information

Soil suitability is a key factor not only for predicting the agricultural productivity of a region, but also for determining the best and most cost-efficient locations for new development. Problems that limit development and the placement of private on-site wastewater treatment systems (septic systems) on certain soils may include poor drainage, erosion, steep slopes, or high water tables. These same factors influence the load bearing capacity of soils for supporting structures and the resultant cost and feasibility of construction. The Town of Winfield is dominated by 3 major soil groups: Valton Silt Loam, the LaFarge-Norden-Gale Series, and the Eleva-Boone-Plainfield Series, with a wide variety of other soils, including Ettrick wet Fluvaquents and rock outcrops. General soils information is on *Map 9-2 General Soils Map*.

- ▶ **Valton Silt Loam** soils are gently sloping and are typically found on unglaciated uplands. Permeability is moderate to low and surface runoff is medium. Natural fertility is moderate. Most areas with this soil type are well suited for crops, depending on slope, yet there is a chance for erosion in cultivated areas. Valton soils are poorly suited for building due to their lack of stability and strength to support foundations. Also, this soil is poorly suited for septic system absorption fields due to the slow permeability in certain areas.
- ▶ **La Farge Silt Loam** soils are gently sloping, well drained, and often located on convex ridge tops, foot slopes, and valley floors on unglaciated sandstone uplands. Most areas are irregular and oblong in shape and range from 3 to 65 acres. Permeability is moderate in the LaFarge soil as is the water holding capacity; however, root penetration is limited by underlying bedrock. With a shallow depth to bedrock and a moderately low organic matter content, this soil has a moderate to low productivity rating. Although these soils can be

cultivated, they are better suited to tree plantings and wildlife habitat. This soil is moderately suitable for dwellings; however, basements may be limited due to the shallow depth to bedrock. This soil is poorly suited for septic tank absorption fields because of the depth to bedrock; however, suitability can be improved by a filtering mound system or by bringing in suitable base material.

- ▶ **Eleva Series Soils** consist of somewhat excessively drained, moderately rapidly permeable soils on convex ridge tops and side slopes of sandstone uplands. Most areas are oblong and range from 3 to 65 acres. Permeability is moderately rapid, and the available water capacity is low. Surface runoff is medium. Root penetration is limited by the underlying sand and sandstone. Natural fertility is low. The surface layer is low in organic content. It is very friable and can be easily tilled. The potential is fair for cultivated crops, pasture and trees, openland wildlife habitat, and woodland habitat. The potential is good or fair for most recreational development and fair or poor for most engineering uses. The soil is suited to corn, soybeans, and grasses for hay and pasture, but crop yields are limited during most seasons by the low available water capacity. The soil is subject to wind erosion. This soil is poorly suited to septic tank absorption fields because of the depth to bedrock. Suitability can be improved by building a filtering mound of suitable material.

9.2 Topography and Slope

The examination of topography is necessary to help determine areas where development should be avoided, or where potential constraints may exist. The Town of Winfield lies in the unglaciated or driftless area of northern Sauk County. Its topography is diverse, ranging from the northern uplands with deeply incised bedrock ridges and steep valleys (sometimes with slopes in excess of 20%), through rolling farm fields and pasture lands in the east/central third of the town, then down to the wetlands and river bottom of the Baraboo River to the south and west.

Elevations range from 880 feet above sea level in the southern marshlands to a height of 1,260 feet above sea level in the northern uplands.

9.3 Environmentally Sensitive and Significant Resources

The Town of Winfield has identified environmentally sensitive areas as areas of land having slopes greater than 12%, surface waters, floodplains, wetlands, hydric soils, groundwater recharge areas, areas of contiguous forest cover, and areas that harbor endangered species. The Town has further recognized that various land uses will impact these areas, and that those impacts should be minimized as much as possible through careful site analysis and adherence to the goals, objectives, and policies agreed to in this Plan. *Map 9-1 Environmentally Sensitive Areas* shows the location of the aforementioned components of this subsection with the exception of floodplain, which is shown on *Map 9-3 General Floodplain Areas*.

► **Woodlands**

The percentage of 40.55 of the private land in the Town of Winfield is covered by forest, with much of this forest being represented either by scattered woodlots surrounded by agricultural fields, or by large contiguous tracts of forest covering steep ridge tops across the northern third of the Town. Logging, land clearing, and livestock grazing have altered many of these forests. Red oak remains the predominant species on the ridge top forests. Heavily disturbed and lowland areas commonly support box elder and elm, which are being replaced by low growing shrubs and vines. Continued fragmentation of the larger woodlots into smaller units by clear-cutting, development, and grazing threatens wildlife species that rely on these scattered forested areas.

► **Threatened and Endangered Species**

The Wisconsin Department of Natural Resource maintains a Natural Heritage Inventory containing data on the general location and status of rare, threatened, or endangered plant and animal species. This data is obtained through field inventories. *Map 9-1 Environmentally Sensitive Areas* shows general areas in the Town that were identified as containing rare plant or animal species.

► **Significant Natural Areas and Resources**



There are a number of significant natural areas and resources in the Town of Winfield, some of which are well known and some that are yet to be discovered. The plan calls attention to these already identified natural areas that, by their nature, connect the present-day Town to the landscape that once dominated the area. The material, in part, is from the Natural Area Inventory of Sauk County, Wisconsin, 1976, by William E. Tans, Botanist, and Kenneth I. Lange, Naturalist. The

Town of Winfield was represented by 5 entries, including the Dell Creek Hemlocks, the Hay Creek Tamarack Bog, the Hay Creek Hemlocks, the Red Pine Relics, and the Oak Forests previously mentioned. Locations of each are noted on *Map 6-3 Community Resources*.

► **Drainage Basins**

The Town of Winfield is located in the Lower Wisconsin River Basin, which drains approximately 4,940 square miles of south central and southwestern Wisconsin. Most of the Town's waters drain to the Crossman Creek and Little Baraboo River sub-watershed, which includes the main stem of the Baraboo River from Wonewoc to the City of Reedsburg. The town incorporates a majority of Hay Creek and Twin Creek, both of which drain into the Baraboo River then finally to the Wisconsin River. Hay Creek and a branch of Copper Creek in the southeast portion of the Town both flow through the City of Reedsburg before reaching the Baraboo River. A small portion of Big Creek in the northwestern part of the Town flows into Lake Redstone. A short, but scenic, stretch of Dell Creek loops through the northeastern corner of the Town.

► **Floodplains**

The Federal Emergency Management Agency (FEMA) designates floodplain areas. These general floodplain delineations represent the areas adjacent to navigable waters potentially subject to the 100-year flood event (1% chance of occurring in any year). All areas subject to flooding are not necessarily reflected in mapped floodplains. The State requires County regulation of development in floodplains. Development is strongly discouraged in floodplains, to avoid both upstream and downstream property damage as well as reduced governmental costs in relation to disaster relief. Floodplain areas in the southern end of the Town of Winfield are located along Twin Creek, Hay Creek, and Copper Creek. Big Creek in the northwestern corner of the Town, along with two other short tributaries of Lake Redstone, have small floodplains associated with them. A significant stretch of the Baraboo River floodplain covers the southwestern corner of the Town of Winfield. The FEMA maps show official delineation and elevations of floodplain boundaries. General floodplain boundaries can be noted on *Map 9-3 General Floodplain Areas*.

► **Wetlands**

Wetland areas are important for aquifer recharge, flood control, groundwater and surface water quality improvement, and wildlife habitat. The Town of Winfield has wetlands associated with Twin Creek and Hay Creek, as well as with the Baraboo River. Most of these lie in the southern half of the town, although the Twin Creek wetland stretches into the northern half.

► **Groundwater Resources**

As in most of Sauk County, groundwater remains the major source of fresh water. In the Town of Winfield, groundwater is supplied by the sandstone and dolomite aquifer prevalent in western Sauk County. This yields a reliable average of 400-500 gallons per minute.

The Town of Winfield is the host watershed for a good portion of the City of Reedsburg's municipal water supply as identified by the zones of contribution on *Map 9-1 Environmentally Sensitive Areas*. The zones of contribution are the areas within which precipitation (or any other liquid substance) reaching the land surface will percolate to the groundwater and become part of a community's potable water supply. The zones of contribution have been broken down into 5, 50, and 100-year timeframes. The timeframe indicates the number of years that it takes for rainwater to recharge the groundwater and become usable by the City of Reedsburg. Identifying zones of contribution is the precursor to the establishment of a Wellhead Protection Program. Wellhead protection aims to encourage or require compatible land uses in the zones of contribution, to prevent contaminants from entering the groundwater, and to ensure an adequate water supply.

The 5-year zones of contribution all lie well within the City of Reedsburg limits. The 50-year zones of contribution extend to within a quarter mile of the Town of Winfield's southern boundary. The 100-year zones of contribution extend as far north into the Town of Winfield as North Dewey Avenue along County Road H, and Giles Road along County Road K, and include lands already converted to residential subdivision development. Reduction in lawn chemical applications and effective maintenance of private sanitary waste treatment systems in these areas will be important to a sustained and safe water supply for the City of Reedsburg. Protection of remaining wetlands along Hay Creek should also be considered.

► **Groundwater and Soil Contamination**

According to the Wisconsin Department of Natural Resources Bureau for Remediation and Redevelopment, the Town of Winfield has no known sites of contaminated soil and/or groundwater.

► **Surface Waters of Winfield**

• **Twin Creek**

Twin Creek is a seepage and spring fed stream originating in the northern half of the Town of Winfield. It flows southwesterly through the west central part of the Town for 7.5 miles before terminating at its confluence with the Baraboo River in the Town of Reedsburg 2 miles west of the City of Reedsburg. Its surface covers 4.09 acres. Several good springs located on the headwaters provide good water quality in the upper reaches. Bank erosion and



heavy siltation are major problems further downstream, specifically with dissolved oxygen and nutrients. The stream is only able to support a warm water forage fishery. A total of 672 acres of wetland adjoins the stream of which 80% is shrub swamp, 10% is fresh meadow, and 10% is shallow marsh.

• **Hay Creek**

Hay Creek is a spring and seepage fed stream originating in the east central part of the Town of Winfield. It flows for 5.75 miles in a southerly direction before entering the Baraboo River in the City of Reedsburg. Its surface covers 2.79 acres. It is considered a Class II trout stream for the lower 5.7 miles. The upstream portion is too small to support a trout fishery. The stream is impacted by non-point sources of pollution. Surveys conducted in 1998 found water quality to be poor for warm water species and fair for cold water species. A total of 333 acres of wetland adjoins the stream, of which 40% is fresh meadow and 60% is shrub swamp. Muskrats and waterfowl are common.

• **Big Creek**

Big Creek is a short seepage fed stream that crosses the most northwestern corner of the Town of Winfield. It feeds Lake Redstone, which was created in 1964 by damming Big Creek before entering the Baraboo River 2 miles east of LaValle. Big Creek's total length is about a fourth mile, and its surface area (not including 622 acre Lake Redstone) is just .15 acres. A 1999 survey found 23 species in Big Creek and determined the water to be of fair quality. A total of 13 acres of shallow marsh wetland adjoins the stream near the mouth and a few migratory waterfowl visit this section of the stream. The east branch of Big Creek is the section that enters Lake Redstone. The east branch experiences problems due to nutrient loading and non-point pollution. It is considered a limited forage fishery and is not anticipated to be able to support anything more.

- **Copper Creek**

Copper Creek is a seepage and spring fed stream originating in the southeastern corner of the Town of Winfield and flowing southeast before entering the Baraboo River 2.5 miles east of the City of Reedsburg. It is part of the Narrows Creek and Baraboo River sub-watershed. Its total length is 3.2 miles, and its surface covers 2.13 acres. Copper Creek is shallow and sandy throughout its length. The water warms considerably before reaching the mouth of the stream. The fishery is dominated by warm water forage species although a few game fish may be present a short distance from the Baraboo River. Adjoining wetland totals 243 acres of which 90% is shrub swamp and 10% is fresh meadow. Wildlife is limited to muskrats, deer, raccoon, rabbits, and squirrels.

- ▶ **Hilltops and Ridges**



As is mentioned in the natural areas section, the 1979 Sauk County Agricultural Preservation Plan identifies the ridge tops and slopes in the northern part of the Town of Winfield as containing extensive wooded regions. The Natural Areas Inventory suggests an area of over 2,600 acres of red and white oak, birch, aspen, and white pine in the northern-most tier of Sections 1 - 13 in the town. The Inventory mentions that some of the ridges are capped with the more resistant Prairie du Chien dolomite limestone.

9.4 Mineral Resources

Currently the Town of Winfield has 1 active mineral extraction site, located in Section 36 in the far southeast corner of the Town. However, there may be other areas in the Town capable of providing an economically viable operation. Any future mineral extraction operations located in the Town of Winfield would have to adhere to mineral extraction requirements set by Sauk County and the State of Wisconsin. Recognizing that the Town may receive requests for mineral extraction sites during the plan implementation period, the Town may introduce criteria for rezoning land for mineral extraction as well as provide a special exception process for this type of operation.

9.5 Programs, Partnerships, and Resources

Below are some examples of programs, partnerships, and resources that can provide assistance to landowners in the Town of Winfield relative to land preservation and stewardship options.

- **The Nature Conservancy (TNC)** first came to the Baraboo Bluffs in the early 1960s at the request of local residents and university professors who knew how ecologically unique the area was and who wanted the conservancy's help in protecting the area. Today the conservancy has 900 members in the Baraboo Hills area and is staffed out of a Baraboo office. The conservancy protects lands through education programs and work activities, land/forest management programs, voluntary agreements, acquisition of lands, and through purchase of development rights.

► **Sauk County Land Resources and Environment Department**

- **Land Conservation Division** coordinates natural resource management and environmental enhancement activities within County boundaries and administers a variety of county, state, and federal initiatives. The department places particular emphasis on soil conservation, water quality improvement, groundwater protection, flood control, nonpoint water pollution abatement, erosion control, wildlife habitat improvement, farmland preservation, and animal waste management. It further strives to promote the awareness of natural resources and their value to the citizens of Sauk County. The department coordinates with school districts to teach children about natural resources and conservation.
- **Planning and Zoning Division** strives to protect and promote the health, safety, and general welfare of all citizens and visitors of Sauk County and to protect Sauk County's physical and natural resources through the professional administration and equitable enforcement of numerous Sauk County codes and ordinances. The department places an emphasis on preparing communities, particularly towns, for the future by protecting and enhancing the quality of life through education, state-of-the-art planning practices, and code enforcement techniques. The department also aids towns in the development of comprehensive plans, plan updates, plan interpretation, and plan implementation.
- **County Land and Water Resource Management (LWRM)** Plan implementation is a cost share and technical assistance program to landowners installing best management practices. These programs help to reduce soil erosion, protect water quality, and conserve county-identified natural resources. Landowners can contact Wisconsin Department of Agriculture, Trade, and Consumer Protection for more information.
- **Wisconsin Forest Landowner Grant Program** is a state program administered by the Wisconsin Department of Natural Resources Bureau of Forestry, which provides assistance to private landowners to protect and enhance their forested lands, prairies, and waters. Landowners must receive written approval from the Department of Natural Resources and be identified as the landowner in a Forest Stewardship Plan or in the process of applying for plan development. Qualified landowners may be reimbursed up to 65% of cost of eligible practices.
- **Community Financial Assistance (CFA)** is a Wisconsin Department of Natural Resources program that administers grants and loans to local governments and interested groups to develop and support projects that protect health and the environment, and provide recreational opportunities.
- **Partnership for Fish and Wildlife Management**, a US Fish and Wildlife Services Program assists with the restoration of wetlands, grasslands, and threatened and endangered species habitat through a cost share program. Any privately owned land is potentially eligible for restoration under this program.

-
- **Wetlands Reserve Program (WRP)** is a voluntary program that provides technical and financial assistance to eligible landowners to address wetland, wildlife habitat, soil, water, and related natural resource concerns on private lands in an environmentally beneficial and cost-effective manner. The program provides an opportunity for landowners to receive financial incentives to enhance wetlands in exchange for retiring marginal land from agriculture. The program offers options inclusive of a permanent easement, 30-year easement, or a restoration cost share agreement.
 - **Wildlife Habitat Incentives Program (WHIP)** is a voluntary program that encourages the creation of high-quality wildlife habitat to support wildlife populations of national, state, tribal, and local significance. Through WHIP, technical assistance may be provided to landowners and others to restore and maintain upland, wetland, riparian, and aquatic habitats on their property.
 - **Managed Forest Law Property Tax Program (MFL)** is a Department of Natural Resources program that provides tax incentives for approved Forest Management Plans. The MFL can ease the burden of property taxes for forest landowners with at least 10 acres of woods that meet specific requirements. The program is intended to foster timber production on private forests while recognizing other values of forests.
 - **Forestry Incentive Program** provides cost sharing for landowners with no more than 1,000 acres for tree planting, site preparation, timber stand improvements, and related practices on non-industrial private forest lands. This is a federal program administered by the Wisconsin Department of Natural Resources.
 - **National Wildlife Turkey Federation** has a variety of programs to benefit wild turkey habitat, management, conservation, and education.
 - **Pheasants Forever** provides assistance with habitat restoration through 5 major programs: food plots, nesting cover, woody cover, land purchase, and wetland restoration projects.
 - **Prairie Enthusiasts** is a private nonprofit organization committed to the protection and management of native prairies and savannas in the upper Midwest, providing educational activities and opportunities to aid landowners in the identification and management of prairie remnants. Work parties assist with brush clearing and removal of invasive species.
 - **Aldo Leopold Foundation** strives to promote the protection of natural resources and to foster an ethical relationship between people and land. Programs involve restoration and land protection through partnerships with more than 30 organizations and educational programs for private landowners and public land managers.

9.6 Natural Resources and Cultural Resources Goal, Objectives, and Policies:

Natural and Cultural Resources Goal: Protect and enhance the Town's natural and cultural resources, including geology, soil, water, open space, forest, wetland and grassland, native plant-animal communities, wildlife, and endangered and threatened species. To guide residential growth in a way that sustains recreational opportunities, aesthetics, and economic use of resources.

Natural and Cultural Resources, Objectives, and Policies:

NRO-1 Protect wetland resources within the Town of Winfield.

NRP-1A For all new subdivision construction, construction of driveways, and new town roads, the town shall require a 25-foot setback from the edge of a wetland and encourages that a 25-foot buffer be maintained in a natural un-mowed condition to serve as a buffer strip between land disturbing activities and any wetland. This policy shall apply to all new rural subdivision plats and be reflected on any final plat and in respective subdivision covenants.

NRP-1B For all new subdivision developments that occur on lands annexed to the City of Reedsburg, the Town requests that the same standard under Policy NRO-1A apply when considering new subdivision plats and be reflected on any final plat and in any respective subdivision covenants. This policy is also repeated under **Chapter 10 Intergovernmental Cooperation**.

NRP-1C The Town will encourage its landowners to take advantage of the Conservation Reserve Enhancement Program (CREP) and other related programs to remove wetlands out of agriculture production and improve riparian areas along the Town's streams.

NRO-2 Protect forest resources within the Town of Winfield.

NRP-2A Encourage woodland and forest landowners with more than 10 acres of woods/forest to:

- a. Use Wisconsin Forest Management Guidelines (Department of Natural Resources, PUB-FR-226-2003) when developing Forest Management and Harvest Plans,
- b. Implement Forest Management Plans that result in timber stand and wildlife habitat improvement,
- c. Employ the services of a certified forester to develop Timber Harvest Plans,
- d. Avoid unsustainable cutting methods: diameter limit cutting, economic clear cutting, and high grading (also known as selective logging), and,
- e. Avoid cutting oaks between April 15 and July 1, in order to minimize the spread of oak wilt disease.

NRO-3 Protect and support natural resource conservation as outlined in the Sauk County Code of Ordinances.

NRP-3A The Town will identify ways to encourage farmers to utilize sustainable farming practices such as contour cropping, sustainable rotational grazing and providing buffer strips between wetland/streams and agricultural fields.

NRO-4 Limit the introduction of exotic invasive species and encourage removal of existing populations.

NRP-4A Refer landowners to Sauk County Land Resources and Environment Department to obtain information describing exotic invasive plants, including garlic mustard and common buckthorn, to assist in individual identification and eradication efforts. Encourage landowner cooperation with conservation organizations to help eradicate invasive exotic plant species.

NRO-5 Preserve the rural character by limiting forest canopy openings of woodlots for residential development.

NRO-5A Where new residential development occurs in existing woodlots, landowners are encouraged to maintain a 50% vegetative shield during leaf-on conditions.

NRO-6 The Town will manage roadside vegetation to protect wildlife during nesting seasons.

NRP-6A Maintain limits on second pass mowing to after August 1st to preserve native plants.

NRP-6B Noxious weeds and invasive plants will be controlled and mowing restrictions do not apply where these populations exist.

NRP-6C Brush removal is encouraged to be done after August 1st and prior to April 15th.

NRO-7 Preserve clean water resources and employ policies and practices that will eliminate/minimize water contamination.

NRP-7A No commercial landfills will be permitted in the Town of Winfield. Chemical storage facilities, refineries, etc. must adhere to applicable County and State laws.

NRO-8 Maintain/enhance opportunities for hunting, fishing, trapping, gathering, photography, bird watching, swimming, bicycling, and other recreational use of the outdoors.

NRO-9 Identify, expand, and protect significant and historical landscapes, places, and structures.

NRP-9A The Town of Winfield will continue to work cooperatively with the Sauk

County Historical Society, and other appropriate organizations to identify, record, and protect lands, sites, and structures that have historical or archeological significance not otherwise noted on *Map 6-1 Cultural Features*.

NRP-9B Continue to use and maintain the Hay Creek schoolhouse as the Town of Winfield town hall and community center and identify funding sources for building and grounds upkeep.

NRP-9C Encourage the continued use of the Hartje Outdoor Learning Center for education, recreation, and land preservation opportunities and encourage the expansion of education opportunities as part of the center.

10.0 Purpose

In order to achieve the overall vision in the Town of Winfield, including the protection of natural and cultural resources, agricultural operations, and the overall quality of life, the Town must interact with many agencies and governmental units. This interaction in part calls for an evaluation of the plans of Sauk County as well as neighboring units of government as to how they will affect the Town of Winfield. From an opposite perspective, this evaluation looks at how the Town of Winfield's decisions affects neighboring units of government.

10.1 Adjacent Town Plans and Planning Efforts

► Neighboring Town Comprehensive Plans

It is anticipated that the Town of Winfield will be represented in the planning processes for those towns who have elected to develop a comprehensive plan or are updating comprehensive plans, which share common borders.

► Town of Reedsburg Comprehensive Plan (2014)

The Town of Reedsburg adopted a Comprehensive Plan in accordance with Wis. Stats. 66.1001 in September 2004 which was amended and updated in 2014. The Town of Reedsburg Comprehensive Plan has identified areas within the City of Reedsburg's extraterritorial jurisdiction as residential and commercial development areas. The Town has also identified a commitment to preserving agricultural operations, and all areas outside of the City of Reedsburg's extraterritorial zone have been identified as agriculture preservation/rural residential areas. The Town of Reedsburg adopted a density-based cluster development program that applies to areas outside of the City of Reedsburg's extraterritorial zone and which sets a density of 1 house per 35 acres of ownership with a maximum lot creation per parcel of not more than 3 in any 10-year period. Land use in the Town of Reedsburg is regulated under the Sauk County Zoning Ordinance.

► City of Reedsburg Comprehensive Plan (2022)

The City of Reedsburg adopted a Comprehensive Plan in accordance with Wis. Stats. 66.1001 in 2003 and an updated plan in 2022. The City of Reedsburg 2024 Comprehensive Plan is the product of a 2-year effort by the City of Reedsburg's planning staff, the Comprehensive Plan Steering Committee, the Plan Commission, and the Common Council. This plan is the document by which the citizens of the City of Reedsburg express their long-term vision, goals, and objectives with respect to the overall quality of life in the City of Reedsburg. It is to be used as a blueprint to assist the citizens of the City and their elected and appointed officials in promoting the public health, safety, morals, and welfare of the City of Reedsburg community.

► Town of LaValle Comprehensive Plan (2024)

The Town of LaValle has drafted a Comprehensive Plan in accordance with Wis. Stats. 66.1001, for approval in 2006 and reviewed and amended their plan in 2024. Prior to the development of

its Plan, the Town of LaValle was under the guidance of its 1984 Development Plan. The Town's overall Plan purpose is to balance the rural and agrarian character with residential and commercial development to serve the demand for lakeside and recreational housing in the Town. The Town of LaValle's plan specifies limited residential subdivision densities to encourage the application of conservation development practices. The plan also has provisions for cluster development surrounding Lake Redstone and Dutch Hollow which are aimed at preserving agriculture and natural resources. They also direct commercial businesses to specific areas of the lake and within and surrounding the Village of LaValle to encourage the rural character throughout the rest of the Town.

► **Town of Dellona Land Use Plan (2009)**

The Town of Dellona adopted a Comprehensive Plan in accordance with Wis. Stats. 66.1001 in 2009. Prior to the development of this Plan, the town operated under its 1998 Land Use Plan, which included policies covering housing, transportation, natural resource protection, agriculture, and land use. The Plan calls for preservation of the town's rural character while promoting residential and commercial development in planned areas of the Town. The Town is currently undergoing a full plan review and amendment.

► **Town of Excelsior Development Plan (2024)**

The Town of Excelsior adopted a Comprehensive Plan in accordance with Wis. Stats. 66.1001 in 2009 and reviewed and updated their Plan in 2024. Prior to the development of this Comprehensive Plan, the town operated under its 1999 Land Use Plan, which included policies covering housing, transportation, natural resource protection, agriculture, and land use. The current Plan calls for preservation of the Town's rural character while promoting residential and commercial development in planned areas of the Town. Through the planning process, the Town decided to change its zoning from 5-acre density lots to the County's 35-acre minimum Exclusive Agriculture Zoning District. This slowed the residential growth in the Town and promoted the agricultural significance within the Town.

► **Town of Ironton Development Plan (2023)**

The Town of Ironton adopted a Comprehensive Plan in accordance with Wis. Stats. 66.1001 in 2006 and updated their Plan in 2023. In 1986, in conjunction with their Town Development Plan, the Town adopted Exclusive Agriculture Zoning (thereby enacting a density of 1 house per 35 acres) and allowing landowners to enroll in the Farmland Preservation Program. Overall, the underlying goal of the Town's plan to preserve agricultural land and protect farm operations as well as environmentally sensitive areas. The Plan recognizes that the Town has not historically experienced rural residential growth and, therefore, has maintained Exclusive Agricultural Zoning throughout the entire Town, excepting the Villages of Ironton, Lime Ridge, and Cazenovia. The Town of Ironton has committed to maintaining their agricultural community.

10.2 Current Intergovernmental Programs, Plans, Agreements, and Opportunities

► Sauk County Comprehensive Plan (2009)

The mission of the Sauk County Comprehensive Plan is to position Sauk County for the future. The Sauk County Comprehensive Plan is the key strategic document that will help make Sauk County a workable, livable, and prosperous community well into the 21st century and beyond. The Plan provides an integrated approach to Sauk County's physical development and related economic and social potential, with an emphasis on moving Sauk County toward economic, social and environmental sustainability; enhancing our educational and health systems, transportation coordination, business development, supporting agriculture, and developing attractive and prosperous places to live. The Plan seeks to: inspire the community with bold ideas to shape and re-shape the communities we live in, provide a sustainability framework to implement the Plan's strategies, facilitate continued and active discussion among the public to further strategy implementation, and, build on ideas and guidance from the many participants in the Sauk County planning process.

► Sauk County

The Town of Winfield should continue to work with Sauk County, particularly with the development of options related to land use and land division, which can aid the Town with the implementation of their plan policies. Furthermore, the Town should continue to work with Sauk County and adjacent communities to ensure that the integrity of the Town's plan is not compromised by neighboring community choices and decisions and vice versa.

At such time that Sauk County updates the countywide Comprehensive Plan, it is intended that the Town of Winfield be part of that process to ensure that the integrity of their Plan is not only upheld, but also embraced as a unique Plan developed by and for the community.

With regard to everyday land division, land use, and agriculture related questions, residents and Town officials are encouraged to build upon the working relationship with various County departments particularly with the Sauk County Land Resources and Environment Department as this department administers the majority of County ordinances and programs that affect the town.

10.3 Intergovernmental Cooperation Goal, Objectives, and Policies

Intergovernmental Cooperation Goal: Identify and maintain mutually beneficial relations with neighboring units of government, with Sauk County, and with the State of Wisconsin.

Intergovernmental Cooperation Objectives and Policies:

ICO-1 Control annexation by the City of Reedsburg through intergovernmental cooperation and communication opportunities and through formal agreements.

ICP-1A Pursue boundary agreements with the City of Reedsburg.

ICP-1B Following (or prior to) annexation of Town of Winfield land, the Town of Winfield and the City of Reedsburg should negotiate a boundary agreement that provides compensation to the Town for loss of property tax base.

ICP-1C Partner with the City of Reedsburg water utility to provide personal choice for hooking up to city water and sewer at the homeowner's expense.

ICP-1D For all new subdivision developments that occur on lands annexed to the City of Reedsburg, the Town requests that the same standard under policy NRO-1A apply when considering new subdivision plats and be reflected on any final plat and in any respective subdivision covenants. This policy is also repeated under **Chapter 6 Natural and Cultural Resources**.

ICO-2 Maintain relations with all levels of government.

ICP-2A Continue participation in the Reedsburg Area Development Council and the Reedsburg Area Development Zoning Board of Appeals.

ICP-2B Maintain mutual aid agreements for fire, emergency services, and law enforcement.

ICO-3 Encourage participation and partnerships with governmental programs for the good of the township.

ICP-3A Explore using various media to inform township residents of current happenings in Town government. Continue newsletter and scheduled meetings for resident information/feedback.

ICO-4 Work with the Wisconsin Department of Natural Resources and Sauk County Land Resources and Environment Department to implement programs and solutions that protect and enhance quality water, air, and land resources.

ICP-4A Identify programs and agencies that have jurisdiction over natural resource issues.

ICO-5 Work with the University of Wisconsin, Sauk County agencies, and the private sector to maintain and enhance the quality of life.

ICP-5A Explore grant and cost-sharing opportunities for the Town of Winfield's community development.

ICP-5B Continue to participate in the Wisconsin Towns Association meetings.

ICP-5C Explore UW-Extension and Sauk County Development Corporation resources to assist in stimulating economic development.

11.0 Purpose

The Land Use Chapter of the Plan is one of the most important components to the Plan, perhaps only second to the implementation component. Prior to completing comprehensive plans, many communities adopted what were termed Land Use Plans which focused on addressing specific land use related issues. The Town of Winfield adopted their original plan in 2006.

The 2023 Town of Winfield Comprehensive Plan treats each of the Plan's 9 required elements separately. Individual chapters address issues and opportunities, agricultural resources, housing, utilities and community resources, economic development, natural resources, intergovernmental cooperation, and implementation. The Plan then establishes goals, objectives, and policies for each.

The land use element of the Plan recognizes these goals, objectives, and policies as being fundamental and self-evident with respect to their individual elements, but also as mutually supportive in exerting a cumulative impact on land use. Thus, many of the objectives and policies enumerated under the previous elements are seconded to the land use element as well. Second, the land use element offers an opportunity to address issues of specific concern such as the actual current use of the land and the regulation of these private land uses, land divisions, building permits, residential density policies, and home siting requirements to name a few.

11.1 Current Population and Housing Density

An important analytical tool for comprehensive planning is a calculation of a community's relative population and housing densities. This calculation will provide useful insight and background information into current development patterns as the Town of Winfield determines its future development policies and practices. As reported in the housing chapter, the Town of Winfield occupies an area of 35.44 square miles with a population in 2020 of 890 people. Its overall population density in 2020 stood at just over 25 people per square mile, or about 1 person per 25.5 acres.

Overall housing density in the Town of Winfield in 2020 can be calculated by dividing the number of housing units (reported at 372 in 2020) by the total land area. This equates to 10.5 houses per square mile or 1 home on each 61 acres. Densities for specific areas or individual developments could be similarly calculated, using the specified land area and numbers of dwelling units or people occupying that area.

11.2 Existing Land Use

The information provided in this section compares typical existing and potential future land uses to demonstrate community change over time. *Map 11-1 Current Land Use* along with the following descriptors will aid in the understanding of the existing land uses in the Town.

- ▶ **Agriculture.** This area includes land uses primarily for farming and includes grasslands, pastures, cropland, and barnyards. This is the largest land use category in the Town and includes approximately 54.74% of the total land area or approximately 12,292.87 acres.
- ▶ **Commercial.** This area includes all commercial land uses such as restaurants, stores, bars, hotels, and large-scale service-based businesses. This land use is assigned to the actual use of the land regardless of zoning or legal nonconforming status. This is a small category including approximately 0.03% of the total land or 6.64 acres.
- ▶ **Industrial.** This area includes all industrial zoned areas and land uses such as contractor storage yards, trucking terminals, and general large equipment storage or use. This land use is not represented in the Town.
- ▶ **Institutional/Government.** This area includes all properties owned or utilized by school districts, churches, cemeteries, medical institutions, museums, and local government entities. This includes approximately 0.65% of the total land area or 146.57 acres.
- ▶ **Landfill/Extraction.** This area includes all nonmetallic mine sites and landfills, including composting sites. This land use category is represented by a singular extraction site that covers approximately 0.14% of the total land area or 32.31 acres.
- ▶ **Mixed Use.** This area includes all areas with a combination of residential and small-scale commercial uses. This area typically only includes the structures and outdoor areas being utilized for residential living and business activities. This small category includes only 2.62 acres.
- ▶ **Multi-Family Residential.** This area includes all duplexes, apartment structures, and mobile home parks. There are 9 duplexes located within the Town.
- ▶ **Recreational/Open Space.** This area includes public and private recreational spaces including parks, campgrounds, golf courses, ski resorts, theme parks, boat landings, rod and gun clubs, and state trails. This is a small category including approximately 0.85% of the total land or 190.53 acres.
- ▶ **Single-Family Residential.** This area includes all single-family residential homes and incorporates the structure, lawns or active outdoor living areas, and driveways. This category covers approximately 2.45% of total land area or 549.28 acres.
- ▶ **Transportation.** This area includes all roadways, railroads, and airports. Transportation land use takes up approximately 0.06% of total land area or 12.63 acres of land owned specifically for transportation.
- ▶ **Utilities.** This area includes all water treatment plants, cell towers, and power substations. This category covers approximately 0.1% of total land area or 22.62 acres.

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- ▶ **Vacant.** This area marks all lots located within a subdivision that is yet to be developed. This is to mark lots that are already designated for residential development that do not have a residential structure. This category covers approximately 0.42% of total land area or 94.76 acres. There are 55 vacant lots in the Town.

 - ▶ **Woodland.** This area includes land that is primarily undeveloped, evergreen, and deciduous forestland. This area includes all lots of 3 acres or greater with at least 75% tree coverage. This area represents 40.55% of the Town's total land area, or approximately 9,107.7 acres.

Higher Density Development

Currently, higher density developments in the Town of Winfield (defined as lot sizes of 2 acres or less) are concentrated in the City of Reedsburg's extraterritorial zone (ET). However, recent proposals and approved rezoning petitions could expand subdivision developments beyond the current ET/smart growth area. The policies in this Plan encourage subdivision types of development to occur in the ET/smart growth principal development area and recognize that such development may be appropriate (under carefully managed conditions) in the secondary development area north and west of the ET district (see *Map 11-3: Future Land Uses*). There is also a concentration of rural housing along Meadowview Road, Chadwick Road, Keenan Court, County Road V, Cayuse Trail, and Drover's Pass.

11.3 Recent Development Trends

The issuance of new land use/building permits for single family residential construction in the Town of Winfield has escalated gradually over the past 15 years. From 2001 to 2021, an average of 4.7 permits per year were issued for residential construction. From 2001 to 2008, the average increased to 7 permits per year prior to the nationwide economic downturn of 2008. In the last 5 years, the average has been 3.4 permits each year. Even though there has been a relatively consistent, and by some standards, low rate of growth, the potential for future development pressure should not be discounted. *Chart LU1 Number of Permits Issued (2001-2021)* depicts the relatively constant rate in overall development in the Town of Winfield since 2001.

Of the new permits for the construction of single-family residences, none were for new farmsteads. Assuming the Town will experience additional increases in population and the demand for housing, it will become important for Town officials to develop strategies for managing growth to ensure the protection of family farms and significant natural resources.

Table LU1 Number of Permits Issued (2001-2021)

H17: Town of Winfield Land Use Permits Issued for New Construction										
Year	Residential					Ag Structures	Tower/ Antennas	Commercial	CUP or Change of Use	Total Permits Issued for New Construction
	Single Family	Multi Family	Mobile Home	Garage	Accessory Structures					
2001	3	0	0	2	0	1	0	0	1	7
2002	6	0	0	1	0	1	0	0	0	8
2003	10	0	0	3	3	0	0	0	2	18
2004	8	1	1	2	1	0	0	0	0	13
2005	9	0	1	1	1	0	0	0	1	13
2006	7	0	0	2	3	0	0	0	0	12
2007	9	0	0	1	7	0	0	0	0	17
2008	5	0	0	2	6	1	0	0	0	14
2009	4	0	0	1	9	0	0	0	1	15
2010	4	0	0	1	6	0	0	0	0	11
2011	2	0	0	0	4	0	0	1	0	7
2012	1	0	0	0	3	0	0	0	1	5
2013	2	0	0	1	1	0	0	0	0	4
2014	2	0	0	1	4	1	0	0	0	8
2015	4	0	0	2	7	0	0	0	0	13
2016	5	0	0	1	6	1	0	0	2	15
2017	3	0	0	0	8	2	0	2	1	16
2018	4	0	0	0	6	2	0	0	0	12
2019	4	0	0	1	5	0	0	0	1	11
2020	4	0	0	1	6	2	1	0	1	15
2021	2	0	0	0	4	2	0	0	0	8
Total 2001 - 2010	98	1	2	23	90	13	1	3	11	128
Total 2011 - 2020	31	0	0	7	50	8	1	3	6	106
Overall Total	129	1	2	30	140	21	2	6	17	242
% of Total in Town of Winfield	53.3%	0.4%	0.8%	12.4%	57.9%	8.7%	0.8%	2.5%	7.0%	
% of Total in Sauk County	4.9%	0.1%	3.6%	4.9%	8.8%		3.7%	11.1%	21.6%	
Average Issued Per Year	4.7	0.0	0.1	1.1	4.3	0.6	0.0	0.1	0.5	11.5

Source: Sauk County Planning & Zoning

11.4 Future Land Use Districts (locations correspond with *Map 11-3 Land Use Districts*)
The following section describes land use patterns anticipated over the next 20 years.

Agricultural Conservation Area (ACA)

The Agricultural Conservation Area (ACA) includes a generally contiguous area in which the majority of working farms are located. The ACA is primarily characterized by cropped or fallow fields and pastures as well as adjoining woodlots, wetlands, and grasslands. Farmhouses and farmsteads are the predominant form of development. Non-commercial agricultural development includes hobby type farmsteads intermixed with occasional non-farm single-family residences. Although farming is the primary use, the area also supports recreational opportunities such as hunting and snowmobiling, and could support additional tourism, biking, and hiking activities. A significant portion of the ACA includes relatively large parcels under common ownership, although smaller residentially developed parcels are visible primarily along Town and County roads. Within the ACA the Town will encourage land uses that are consistent with commercial agriculture or that support agricultural operations, and that help maintain the Town's rural character and natural landscape, in support of the goals and objectives expressed in the agriculture and natural resources element.

Family farming operations should continue to be a significant component of the ACA. New rural residential development should be sensitive to the visual landscape while minimizing conflict with farming operations. Commercial livestock and cash crop operations, hobby farming, conservation, low-intensity recreation, and very low-density residential development (i.e. less than 1 unit per 20 acres) are types of land uses that are compatible with the ACA.

ACA areas designated on *Map 11-3 Future Land Uses* may also accommodate Rural Residential Areas (RRAs) provided that such developments abide by standards set forth in the Town of Winfield Comprehensive Plan and any separately adopted Town ordinances. See also the RRA land use district description.

ACA Residential Density: The density shall be the same as recommended for the underlying agricultural land use district designated on *Map 11-3 Future Land Uses*.

Thoughts for Discussion: Density is currently managed by regulating the rate of development by permitting a certain number of lots in a given time period. Sauk County land division regulations limit development to 3 lots in a 5-year period per landowner (larger subdivision developments require a different permit and more stringent regulatory oversight). Density can also be managed by limiting the number of dwelling units per area of ownership, such as 1 house per 10 acres of ownership, or by establishing a minimum lot size for new homes, such as by requiring at least a 10-acre lot. It can also be managed It can be a combination of the above.

Compatible County Zoning:

Rural Residential Area (RRA):

The Rural Residential Area (RRA) provides for well-planned residential development of small rural subdivisions that are compatible with rural land uses such as working farms, forestry, preserved natural areas, wildlife protection, and recreational lands. The RRA encourages the development of projects that provide a unique rural living opportunity based on the common enjoyment of carefully protected scenic views and the shared access to forests, prairies, marshes, and ridges to be managed and utilized in common by residents of the subdivision.

Developments in the RRAs are integrated more successfully with the surrounding landscape and the rural character of the Town, and seek to protect its unique natural and cultural features through collaborative management of commonly owned areas of the property. These are sometimes referred to as the preservation area or the primary conservation areas of conservation subdivisions, which emphasize efficient use of land, restraint in the disturbance of native vegetation, drainage patterns and recharge zones, and the protection of surface and ground water quality both within and beyond the borders of the development. These designs incorporate progressive storm water management techniques and appropriate septic technologies to achieve conservation and housing goals.

RRAs may be located within the agricultural conservation areas (ACAs) designated on *Map 11-3 Future Land Uses* provided that such developments abide by standards set forth in the Town of Winfield Comprehensive Plan and any separately adopted Town ordinances. See also the ACA land use district description, above.

RRA Residential Density: The density shall be the same as the underlying land use district designated on *Map 11-3 Future Land Uses*. *Additional incentive for the application of conservation development practices could be achieved by reducing the underlying density and allowing higher density in the area of the development.*

Compatible County Zoning:

Subdivision Class	Number of Lots	Applicable Zoning
Class I Subdivision	Less than 10 lots	Agricultural
Class II Subdivision	10 to 25 lots	Single-Family Residential
Class III Subdivision	25 or more lots	Single-Family Residential

Natural Features Area (NF):

The Natural Features Area (NFA) includes many of the Town's most visually appealing landscapes, significant or threatened ecosystems, and concentrations of native biological diversity. The primary intent of this designation includes preservation and retention of the larger tracts of connected land under either public or private ownership to protect scenic views, environmentally significant areas, fish and wildlife habitat, water quality and outdoor recreation opportunities. The NF area consists of some isolated but significant natural areas described under **Chapter 9 Natural Resources** including the Dell Creek Hemlocks, the Hay Creek Tamarack Bog, the Hay Creek Hemlocks, the Red Pine Relics, and the Oak Forests that survive over large areas of the Town's northern portion and to a lesser degree in the southeast. The NFA is mostly undeveloped although the stands of Oak Forest and Pine Relics in the southeastern corner of the Town are under increasing development pressure.

Land uses in the NA area should allow for unobstructed movement of wildlife and surface water. New residential or commercial development is not encouraged in the NF area and any new development within the NF area and on adjacent lands should be sensitive to any impacts on the NF area from an ecological as well as aesthetic (visual) perspective. NF areas that become part of an RRD area shall be part of any designated preservation area under the RRD.

NFA Residential Density:

The density shall be the same as the underlying land use district designated on **Map 11-3 Future Land Uses**.

Compatible County Zoning: The compatible zoning shall be the same as the underlying land use district designated on **Map 11-3 Future Land Uses** with the exception that wetlands are zoned under the wetland district.

Private Recreation (PR) Area:

The Private Recreation Area includes lands that provide for recreational opportunities as well as commercial products and services directly related to recreational land uses which promote the Town as a recreational destination. Development for private recreational purposes should enhance or reflect the low intensity, natural, and recreational character of the Town. Additional PR areas may be considered and designated in the Town through an amendment to the Plan and **Map 11-3 Future Land Uses**.

PRA Residential Density:

Residential density in the PRA may vary depending on the proposed recreational use and need for residential quarters for the business owner, commercial tenant(s), employees or caretakers.

Compatible County Zoning: Recreational-Commercial:

Light Commercial (LC) Area

Light Commercial Areas include a mixture of appropriately scaled commercial with some residential development occurring at rural crossroads within the Town. In these areas, the Town encourages commercial land uses that provide for retail, service, lodging, and dining opportunities for residents and tourists. It is intended that commercial development that occurs in this district harmonize with the rural character of the landscape.

LC Residential Density:

Residential density in the LCA may vary depending on the proposed commercial use and need for residential quarters for the business owner, commercial tenant(s), employees, or caretakers.

Compatible County Zoning: Recreational-Commercial, Commercial, Agricultural

Commercial Development (CD) Area:

The Commercial Development Area identifies areas of current and future land uses that will accommodate light commercial, but also include commercial uses that may not be compatible with residential uses and the rural character of the Town. The Town encourages land uses such as warehousing, outside storage, auto service, and equipment repair and service stations to locate in the CD area.

CD Residential Density:

Residential density in the CD area may vary depending on the proposed commercial use and need for residential quarters for the business owner, commercial tenant(s), employees, or caretakers.

Compatible County Zoning: Commercial

11.5 Smart Growth Areas

Smart growth areas are statutorily defined as areas that will enable the development and redevelopment of lands with existing infrastructure and municipal, state, and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which have relatively low municipal, state governmental, and utility costs. Based on this definition and through an examination of the Town as part of this planning process, this Plan identifies the primary smart growth area as Town of Winfield lands lying within the City of Reedsburg's extraterritorial zone.

► **City of Reedsburg Extraterritorial Zone – Primary Development Area**

The policies in this Plan specifically recognize the City of Reedsburg extraterritorial (ET) area as the principal development area both from a redevelopment and new development standpoint. This Plan recognizes that any development should correspond with the traditional City of Reedsburg's layout relative to street and pedestrian patterns to ensure that when and if this development is annexed, connectivity can be made with City of Reedsburg infrastructure and services.

The Town of Winfield's Plan encourages subdivision and light commercial development in the ET zone and requires these developments to conform to the City of Reedsburg's urban design and lot size conventions, and may also require the use of community septic systems. This method of waste disposal not only promotes up-to-date technologies to ensure that wastewater is being treated, but also provides a convenient and cost effective end-of-pipe connection should the City of Reedsburg annex the subdivision and at that time require the use of a public sanitary sewer system.

To commence the process of mapping these areas as available for future residential development, it is anticipated that the Town of Winfield meet with the City of Reedsburg to discuss options and work toward setting up respective intergovernmental agreements. At a minimum, the following concepts will need to be addressed and agreements established:

1. Development guidelines relative to requiring connected streets via the adoption of an official map by both the Town and the City of Reedsburg. The official map will provide for the location of new streets, utilities, and park space that must be included in subdivision proposals. The official map will ensure connectivity as well as adequate and cost effective placement of public utilities (i.e., sewer lines, lift stations, electrical, stormwater facilities, etc.).
2. Pictorial representations of architecture and placement of new housing and businesses that depict the future look of the Town of Winfield smart growth area as envisioned by the Town and the City of Reedsburg. This may include concepts such as front porches facing the road vs. garages, encouragement of a particular architectural style and material use, greenspace placement, etc.
3. Designation of lands for redevelopment or new lands for development via a future land use map to be located in both the Town's and the City of Reedsburg's Plans. This map will serve to better define each municipality's smart growth areas and should be the same based on agreement for future growth areas.

This type of intergovernmental agreement may include a phased annexation plan and a system of tax base sharing which will generate capital for the maintenance and expansion of the City of Reedsburg's services, and at the same time allow the Town to benefit from the increased tax base.

It is envisioned the Town and the City of Reedsburg carry out activities related to future

development and agreements through the cooperative efforts of elected and appointed officials. Assistance can be obtained from a private consultant or the use of Sauk County staff may be obtained on a minimal or no-charge basis (depending on the complexity of the project). Appropriate County staff includes county planners from the Land Resources and Environment Department and/or the community resource development agent from the University of Wisconsin-Extension. It may also be possible to retain the services of university students working toward a degree in land use or planning. Additionally, agreements such as those discussed under this section can be utilized and adapted from other communities to fit the Town of Winfield smart growth area.

► **Rural Areas**

The Plan Commission recognizes that development pressures from the City of Reedsburg will continue to be felt in the rural areas of the town. This plan allows for some residential development to occur in the largely agricultural land north of the ET zone, preferably as low-density single-family housing, but also in the form of conservation subdivisions that use the land efficiently and protect the important natural resources and farmland.

Under the minimal restrictions of Sauk County’s general agriculture zoning district, the Town’s rural landscape could theoretically experience a buildout of thousands of single-family homes. Although the maximum allowable build-out may be wildly unrealistic, it represents the possibility that development could occur on a large scale. The rate, but not the amount of development, is regulated through the Sauk County Subdivision Ordinance, under which each existing parcel can be split up to 3 ways every 5 years.

11.6 Town of Winfield Density Consensus Decision-Making Method

The Town of Winfield’s Plan Commission, utilizing input from Town residents and landowners, aims to represent the opinions and needs of all residents and landowners. Some residents contend that rural land should simply not be developed or subdivided. Others believe that private landowners should have the opportunity to divide or develop their land unencumbered by public policy or regulation. Between these extremes lies a policy that should represent the interests of the greatest number of Town residents.

To ensure a fair airing of all issues, important decisions addressed during this planning process were made by consensus rather than by majority vote. The consensus process is intended to generate more creative solutions than might be achieved by mere argumentation, compromise, or majority vote of winners over losers. Consensus agreements require, if not unanimous support from all the Plan Commission members, at least 70% agreement only after discussion in which all parties have an opportunity to reasonably express their views without interruption. The consensus process and definition of consensus utilized by the Plan Commission is defined under *Chapter 12 Implementation*.

11.7 The Town of Winfield’s Density Policy

The Town of Winfield Comprehensive Plan recognizes that density is based on the

underlying zoning district as outlined in the Sauk County Code of Ordinances. The Town is represented by 2 main zoning districts, agriculture with a maximum density of 1 house per acre and single-family zoning which can be much denser and vary depending on options for septic systems or municipal wastewater availability.

11.8 Zoning Classifications

Current land uses in the Town of Winfield are regulated under the Sauk County General Agricultural Zoning District, which has a minimum lot size of 1 acre but establishes no density ratio. The Town of Winfield adopted County zoning in July 1964. *Map 11-2 Zoning Districts* and *Map 11-1 Current Use* depicts the current zoning and current land uses in the Town of Winfield.

Shoreline development in the Town will continue to be managed under the Sauk County Shoreline Zoning Ordinance, which regulates land development and vegetation management within 300 feet of streams and 1,000 feet of lakes and ponds. Zoning in the City of Reedsburg's extraterritorial zone (the town's smart growth area) is managed under the jurisdiction of the Reedsburg Area Extraterritorial Commission.

11.9 Future Land Uses

Rural communities attempt to project likely future land uses to assess the future demand for land within the community to be converted from current uses. In the Town of Winfield 2 factors will be considered: population projections and regional development pressures, including Sauk County's general growth trends, and nearby urban growth. Future land uses are broken down into residential, commercial, agricultural, and natural resources.

► Future Residential Land Uses

In brief review, the population in the Town of Winfield increased by 34 people between 2010 and 2020, and population increases in neighboring towns and cities indicate additional future growth. Future population projections emphasized in this plan range from 963 residents by 2040 to 1,105 residents, a potential increase of 24% in 20 years.

This Plan envisions the majority of the growth to occur in the area adjacent to the City of Reedsburg, in its ET zone. This area has been designated as the Town of Winfield's smart growth Principal Development Area. This area contains about 2,240 acres, which would be more than enough land to accommodate the projected residential housing demand of up to 135 new homes by 2040 even if the lands designated as natural features areas are fully protected from new development. The fact that these lands are located within the ET zone implies that at some point in the future the City of Reedsburg may elect to annex some portions for residential and commercial development, removing them entirely from the Town of Winfield's taxing and land use jurisdiction. However, in addition, over 6,200 acres, the land north and west of the ET zone, have been designated as the Town's secondary development area, or the Agricultural Conservation/Rural Residential Area, in recognition that the City of Reedsburg will likely expand into the Town, and that some of these farm owners may choose to create lots for low-density single family residential uses. So, the

Town has identified over 8,400 acres of land as part of either the principal or secondary development areas, i.e., areas in which growth is either expressly encouraged, or at least not discouraged. Thus, according to *Map 11-3 Future Land Uses* these areas are identified as future growth areas.

The Town's policies, as expressed in this Plan, neither prohibit nor strongly discourage residential development beyond either of these areas. Only the rate of such development is to be managed through the Sauk County Subdivision Ordinance, along with a project-by-project application of Conservation Subdivision Development Guidelines.

► **Future Commercial Land Uses**

Future commercial development in the Town of Winfield is primarily directed to areas adjacent to the City of Reedsburg. The Comprehensive Plan envisions that future development be primarily service and retail orientated and include business that serve the agricultural community and local stores that primarily serve local rural residents. The principal development area expressed by *Map 11-3 Future Land Uses* also incorporates future commercial areas.

► **Future Agriculture Areas**

Defining future agriculture areas is in some ways more difficult than defining future residential and commercial land uses. Agriculture (and the need for farmland) is affected more by agricultural market forces, commodity prices, and resultant farm incomes than by local land use policy. But, the availability of farmland in the south-central part of the Town is vital to maintaining its remaining agricultural economy and way of life, along with the price of milk. Land use policy can be effective in recognizing that the natural resource on which farming depends, good farmland, is available in reasonable quantities. Policy can also help by assuring that conflicting non-farmland uses don't make the practice of agriculture more difficult than it already is.

The establishment of a subdivision density policy coupled with conservation development options could offer a viable alternative to the unplanned conversion of individual agricultural parcels into residential lots. Without such options the Town faces the potential loss of its remaining farms to residential development. The Plan Commission has investigated options that better define both the protection of agriculture lands while still allowing for well-planned residential development. There is also merit in defining other strategies by which Town of Winfield farmers can continue to be economically viable. The agriculture and natural resources focus groups identified some of those ideas, which are incorporated into the policy recommendations of those chapters of the Plan.

Protection of farmland involves consideration of many factors beyond simply managing growth pressures. However, ultimately it is the retention of an adequate supply of high quality farmland, as defined by soil types and conditions, which is the primary goal of farmland protection. Town of Winfield agriculture areas are defined by *Map 5-1 Land Capability Classification* and *Map 5-2 Prime Farmland Slope Delineation*.

► **Future Natural Resource Areas**

Designating future Natural Resource Areas depends upon an accurate inventory of existing Natural Resource Areas, and upon recognition of their importance. The successful protection of significant natural resources such as contiguous forested blocks, prairie remnants, stream corridors, microhabitats, and diverse biological communities is dependent upon the implementation of local policy as well as by market forces.

Natural resource protection can be assisted by public programs such as the Conservation Reserve Program (CRP), the Conservation Reserve Enhancement Program (CREP), and the Environmental Quality Improvement Program (EQUIP). Cost-sharing programs can help with the expensive improvements designed to protect surface water resources. These programs can be coupled with voluntary conservation easements. Landowner tax incentive programs currently exist, such as the Managed Forest Law Program offered by the Wisconsin Department of Natural Resources to forest landowners. Regulation of land uses remains a cost effective local option to assure compatible land uses, appropriate siting, and the quality of development, etc.

The protection of natural resources would also benefit from the application of a local density policy and a predictable future build-out scenario that is conscious of the Town's identified Natural Resource Areas. For the purposes of this Plan, future Natural Resource Areas are best defined by *Map 9-1 Environmentally Sensitive Areas*. Also, *Map 11-3 Future Land Uses* shows the Town's Natural Features Areas, which are resources of special concern as identified in the 1977 Sauk County Agricultural Preservation Plan.

11.10 Natural Limitations to Building and Site Development

► **Areas Adjacent to the City of Reedsburg**

Future development in the Town's smart growth area adjacent to the City of Reedsburg does not come without its limitations. The Baraboo River transects the City of Reedsburg along with its extensive floodplain and wetland system, entering through the southwest corner of the Town of Winfield. These features pose severe limitations to growth to the west of the Town's designated smart growth principal development area. (see also *Map 9-3 General Floodplain Areas*). Hay Creek and Twin Creek, both approaching the Baraboo River from the north, also include narrow floodplain areas and wetlands, as noted on *Map 9-1 Environmentally Sensitive Areas*. Rock outcrops among the natural areas in the southern part of the Town and in the City of Reedsburg extraterritorial area might pose some difficulty for development, besides harboring important resources. Elsewhere, moderate slopes are characteristic of most of the Town's land area, with some slopes in the northern ridge and valley area exceeding 20%. Development in any of these areas could subject adjacent valleys and streams to heavy loads of construction-induced soil erosion.

► **Rural Areas**

Development in the rural areas is limited primarily by the placement of private on-site wastewater treatment systems (septic systems) along with constraints due to significant areas of hydric soils, wetlands, and open water. Most of the area in the southwest corner of the Town west and south of County Road V is covered by wetlands and the floodplain of the Baraboo River. Stretches of Hay Creek and Twin Creek in the south central region of the Town are also designated as floodplain with associated wetlands, presenting similarly severe septic system limitations. In the northwest corner of the Town, the upstream stretch of Big Creek is flanked by wetlands and hydric soils before entering Lake Redstone, and in the northeast corner, the upper reaches of Dell Creek flows through a narrow wetland area.

Rural limitations are best noted on *Map 9-1 Environmentally Sensitive Areas*.

But beyond these constraints, development faces few practical limitations in the Town of Winfield. Thus, the designation of future lands for development as expressed on *Map 11-7 Future Land Use* does not attempt to confine growth to a specific area, but rather recognizes areas adjacent to the City of Reedsburg as the likely and most reasonable principal development area with the fewest environmental drawbacks. An additional tool for site development includes *Map 9-2 General Soils* that shows limitations by high water tables or wet soils. This map works in conjunction with the 1977 Sauk County Soil Survey, which describes each soil type and their limitations to dwelling and road building.

11.11 Land Use Goal, Objectives, and Policies

Land Use Goal:

Achieve a blend of land uses that accommodates development necessary to sustain and enhance the Town's economic vitality and quality of life, and to protect public safety. Maintain a level of local control, assuring compliance with State and County regulations, to guide public and private land use decisions that respect the rural character of the Town and adjacent regions, along with the rights of private property owners and residents.

Land Use Objectives:

LUO-1 Protect wetland resources within the Town of Winfield.

LUP-1A For all new building construction, construction of driveways, and construction of new Town roads, the Town shall require a 50-foot setback from the edge of a wetland and require that a 50-foot buffer be maintained in a natural unmowed condition to serve as a buffer strip between land disturbing activities and any wetland. This policy shall also apply to all new rural subdivision plats and be reflected on any final plat and in respective subdivision covenants.

LUP-1B For all new subdivision developments that occur on lands annexed to the City of Reedsburg, the Town requests that the same standard under policy LUP-1A

apply when considering new subdivision plats and be reflected on any final plat and in any respective subdivision covenants. This policy is also repeated under ***Chapter 10 Intergovernmental Cooperation***.

LUO-2 Preserve the rural character by limiting forest canopy openings of woodlots for residential development.

LUO-3 Preserve clean water resources and employ policies and practices that will eliminate/minimize water contamination.

LUP-3A No commercial landfills will be permitted in the Town of Winfield. Chemical storage facilities, refineries, etc. must adhere to applicable County and State laws.

LUO-4 Encourage opportunities for hunting, fishing, trapping, gathering, photography, bird watching, swimming, bicycling, and other recreational uses of the outdoors.

LUP-4A Encourage the Town to identify opportunities to establish parkland in the Town.

LUO-5 Preserve and protect the natural agricultural quality of the township by maintaining family farms for future generations.

LUP-5A Assist Sauk County in the development of new regulatory and growth management options to encourage innovative value-added farming income opportunities, such as home-based industries, consistent with the Town's rural character. These may include limited sales of products not produced on the farm and establishments with an agricultural tourism theme.

LUO-6 Protect prime agricultural areas by encouraging housing to locate in areas that are not conducive to productive agricultural operations.

LUP-6A Prime agriculture land as defined on ***Map 5-1 Land Capability*** is land that has the best combination of physical and chemical characteristics for producing crops. It has the soil quality, growing season, and naturally occurring moisture supply needed to economically produce sustained high yield crops when treated and managed according to acceptable farming methods.

Note that grazing (pasture) is a crop. These lands are identified as Class I, II, or III by the Sauk County Soil Survey. Property owners with lands identified as Class I, II, or III are encouraged not to use these lands for residential or commercial development if other land is available for such purposes.

LUP-6B The Town's development guidelines may incorporate illustrations depicting preferred site development practices such as driveway and building locations, vegetation removal and landscaping, and setback distances from wells, sanitary systems, and roads.

LUO-7 Ensure adequate opportunities and land availability to meet all the Town's objectives.

LUP-8A Recognize that all policies noted in this Plan are intricately related to land use and further recognize that the Town shall follow all policies when making decisions about the Town's future land use.

LUP-8B The Town recognizes that the division of a parcel into lots shall be limited to not more than 3 lots in a 5 year period. The creation of more than 3 lots in a 5 year period shall be considered a subdivision under this Plan.

LUP-8C As the Town reviews land division proposals and changes in land use, it is the intent of this policy to ensure that both the Town's Plan Commission and Town Board review and incorporate this Plan's vision, goals, objectives, and policies into their final decision.

LUP-8D Encourage the proper siting of rural residences so as to minimize the demand for infrastructure improvements and where practical minimize shared driveways.

12.0 Purpose

A number of the policies in this Plan will not be automatically implemented and follow-up actions will be required for the Plan to become a reality. An example includes the development of master plans. However, by default, many of the Plan policies have been developed in such a manner that by themselves they provide specific guidance to the Town with everyday decision-making. Thus, the Town of Winfield Plan takes on a couple roles. One of these roles provides for everyday guidance for decision making by the Town whereas the second role provides specific guidance or direction to carry forth projects which when completed will serve to aid the Town with the full realization of its vision, goals, and objectives.

This section is meant to provide guidance as to the general process of adopting the Comprehensive Plan as well as more specific details as to how and when amendments will be made to the Plan. This section also provides a timeline of implementation of all policies in the Plan as well as recommendations, where needed, as to who will be implementing these policies. This section also defines the suggested implementation role of the Plan Commission and Town Board.

12.1 Plan Adoption

The Town of Winfield Comprehensive Plan must be adopted in such a manner which recognizes a commitment to implement each policy within this Plan. The Plan itself will also be adopted as an ordinance; however, State law does not allow for the Plan itself to be utilized as an ordinance, but rather as a guide to amend and create Town ordinances and to promote change at the County level. The Town has also included all of the basic elements of comprehensive planning and has achieved all 14 goals of the smart growth legislation.

In addition to this achievement, during the development of this Plan, an extensive public participation component was included which ensured numerous opportunities for residents and landowners, as well as neighboring governments, to give input. This opportunity, along with the recognition that the Town of Winfield Plan Commission consisted of people from all interests and backgrounds, ensured that a Plan was reviewed and amended by the people and for the overall good of the Town. The public participation plan and scope of services to the planning process can be noted in Appendix D.

To coincide with the adoption of the Plan, the Town will continue its Plan Commission. It is the intent that this Plan will be reviewed by the Plan Commission with a recommendation forwarded onto the Town Board for final Town approval and finally be submitted to the State of Wisconsin Department of Administration.

12.2 Plan Monitoring, Amendments, and Update

The Town should regularly evaluate its progress towards achieving the policies in this Plan and amend and update the Plan as appropriate. This section suggests recommended criteria and procedures for monitoring, amending, and updating the Plan.

► **Plan Monitoring**

The Town should constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions against the recommendation/policies of the Town of Winfield Comprehensive Plan. This reference may come in the form of a resolution or minutes officially adopted by the Town. The Town will utilize the Plan when making land use decisions, specifically in regard to rezones.

► **Plan Amendments**

Amendments may be deemed appropriate or necessary in the years following the adoption and implementation of this Comprehensive Plan. Amendments are generally defined as minor or major. Minor amendments generally include changes to maps or general text. Major amendments are defined as any change to Plan policies, thus major amendments will require, at a minimum, a public hearing to garner input from the community regarding the amendment(s). Any amendment to the Plan must be adopted by ordinance according to the procedures outlined in Wis. Stat. §66.0295(4).

► **Plan Update**

The State comprehensive planning law requires that the Comprehensive Plan be updated at least every 10 years. As opposed to an amendment, an update is often a substantial re-write of the Plan document and maps. Further, on January 1, 2010, any program or action that affects land use will have to be consistent with locally adopted comprehensive plans, including zoning and subdivision ordinances, annexation, and transportation improvements. Based on these deadlines, the Town should update its Comprehensive Plan before the year 2034 (i.e., 10 years after 2024). The Town should also monitor any changes to language or interpretations of State law throughout the life of the Comprehensive Plan.

12.3 Role of Implementation

► **Town Board**

The Town Board will provide for general oversight of the Plan Commission's activities relative to selecting and guiding Comprehensive Plan implementation. The Town Board will also consider any current proposals and ensure that they are consistent with this Plan as well as consider Plan Commission recommendations for such proposals. Like Plan Commission members, Town Board members are encouraged to take an active role in Plan implementation.

► **Plan Commission**

It is intended that the primary body responsible for the implementation of this Comprehensive Plan be the Plan Commission. Implementation by the Plan Commission will take these forms. The first form comes with the utilization of the Comprehensive Plan for everyday decision making. It is also recommended that the Plan Commission take the role of identifying policies within the Plan to support their decision/recommendation to the Town Board, much like they do now. The second form of implementation recognizes the role of the Plan Commission to guide the work behind the implementation of many plan policies. As part of this implementation, it is assumed that, where appropriate, outside technical assistance will be

requested. This assistance will most likely be provided by community experts on a particular topic such as those who represent organizations referenced in the chapters of this Plan (i.e. Prairie Enthusiasts, Sauk County Historical Society) or this assistance may come from a governmental entity such as Sauk County or the University of Wisconsin-Extension. Inviting community representatives from towns both within and outside Sauk County may also provide assistance.

12.4 Implementation Timeline and Recommended Courses of Action

This section provides a summary of the actions that the Town should complete in order to implement this Comprehensive Plan. This summary has been broken down by each element and elements' policies to include a minimum recommended course of action.

HOUSING

Housing Goal: Encourage residential housing that aims to balance the protection of the Town of Winfield's natural resources and its existing rural flavor.

Objective/Policy	
HO-1	Maintain the existing socio-economic variety of housing opportunities and support affordable housing.
HP-1A	Direct multi-family housing to areas adjacent to existing urban development and services.
HP-1B	Partner with surrounding communities to provide housing for people with special needs. It is agreed that this type of development should be directed to areas where services can be effectively provided.
HP-1C	Work with Sauk County to permit dependency living arrangements allowing for the physical arrangement of a dwelling unit in such a fashion that separate living spaces are created within a dwelling for the sole purpose of allowing a dependent person to live in the secondary living area while the owner and his or her family reside in the principle living area. It is the intention of this policy to allow a secondary living area to contain separate bath and kitchen facilities, which permit a degree of independence.
HO-2	Encourage residential housing designs that aim to balance the protection of natural resources and agriculture land with the opportunity to build new housing.
HP-2A	Encourage housing development to be compatible with existing agricultural operations.
HO-3	Monitor the rate of residential growth in the Town.
HP-3A	Establish a residential subdivision density policy that allows active monitoring and predictability for future development and encourages the application of conservation development practices.
HO-4	Continue utilization of the Uniform Dwelling Code with the Town building inspector and require for all new housing development.

AGRICULTURE RESOURCES

Agriculture Resources Goal: Maintain existing agricultural lands and promote agriculture related economic opportunities.

Objective/Policy
<p>ARO-1 Preserve and protect the natural agricultural quality of the township by maintaining family farms for future generations.</p>
<p>ARP-1A Assist Sauk County in the development of new regulatory and growth management options to encourage innovative value-added farming income opportunities, such as cottage industries consistent with the Town’s rural character. These may include limited sales of products not produced on the farm.</p>
<p>ARP-1B Invite expertise from agencies such as the USDA, Sauk County Land Resources and Environment Department, University of Wisconsin-Extension, representatives from various buying cooperatives, and others to provide resources to farmers who may be considering the production of alternative agriculture products, markets, and growing methods. Alternative crops and growing methods may include, but are not limited to, the production of hazelnuts, hops, fruits, unique cash crops, rotational grazed cattle, organic products, and other methods, which will produce a final product that will command a higher price.</p>
<p>ARO-2 Protect prime agricultural areas by encouraging housing to locate in areas that are not conducive to productive agricultural operations.</p>
<p>ARP-2A Prime agriculture land as defined on <i>Map 5-1 Land Capability</i> is land that has the best combination of physical and chemical characteristics for producing crops. It has the soil quality, growing season, and naturally occurring moisture supply needed to economically produce sustained high yield crops when treated and managed according to acceptable farming methods.</p> <p>These lands are identified as Class I, II, or III by the Sauk County Soil Survey. Property owners with lands identified as Class I, II, or III are encouraged not to use these lands for residential or commercial development if other land is available for such purposes.</p>
<p>ARO-3 Utilize farm products and farm waste products for energy production.</p>
<p>ARP-3A Explore opportunities to establish a local manure digester to be centrally located and utilized by multiple farms to produce methane for energy production. As part of this opportunity work with interested farm cooperatives to provide capital for construction, maintenance, and expansion as well as provide for day-to-day operations.</p>
<p>ARP-4B The town will encourage Sauk County to adopt, as part of its certified survey map (CSM) review and approval process, a requirement to include a statement on every CSM describing new lots in the Town of Winfield that said lot is located within an agricultural area and that agriculture activities are taking place and are planned to continue. The statement shall also include a provision to protect farming operations and limit actions against agricultural uses.</p>
<p>ARP-4C For all new subdivision developments that occur on lands annexed to the City of Reedsburg, the Town requests that the same standard under policy ARP-4B apply when considering new subdivision plats and be reflected on any final plat and in any respective subdivision covenants. This policy is also repeated under <i>Chapter 10 Intergovernmental Cooperation</i>.</p>
<p>ARP-4E The suggested separation distance between a new non-farm residence and a neighbor’s existing livestock confinement or manure storage facility is 500 feet; however, in certain instances a greater setback may be advised. All land divisions that occur within 2,600 feet (a half mile) away from an existing livestock or manure storage facility will cause the Town of Winfield to notify the respective farm operator(s)/landowner(s) of the proposed division. The Town recognizes that the County does not restrict new residences being constructed closer than the required distance to existing agricultural facilities.</p> <p>Minimum setbacks between potable non-farm residential water wells from neighboring agricultural land uses is as follows:</p> <ol style="list-style-type: none"> 1. New non-farm residential water wells shall not be less than 50 feet from any neighboring livestock housing structure and not less than 250 feet from any neighboring manure storage facility. 2. New livestock structures shall be at a minimum 200 feet from non-farm residences and manure storage facilities shall be setback at minimum 350 feet.

UTILITIES & COMMUNITY RESOURCES

Utilities and Community Facilities Goal:

Achieve consistently high-level public utilities services for all Town residents. Maintain and expand civic and recreational facilities, and protect environmentally sensitive areas and cultural resources. Promote the availability of educational opportunities and protect the safety and property of Town residents with adequate law enforcement and emergency services.

Objective/Policy
UCFO-1: Assure that improvements to the electrical power grid system are consistent with the Town's goals and objectives.
UCFP-1A: Map the coverage areas of existing electrical power providers and identify gaps in service.
UCFP-1B: Encourage investment in energy efficient alternatives, e.g. individual and community solar and wind energy systems, to supplement conventional power systems.
UCFP-1C: Recognize the need for cable access and fiber optic voice and data communications service, and be receptive to new technologies while still maintaining the Town's scenic rural character.
UCFO-2: Expand parklands and protect green space and environmentally sensitive lands.
UCFO-3: Assure the availability of educational and cultural opportunities.
UCFP-3A: Continue support of the Reedsburg School District, Madison College, the South Central Library System, and the Sauk County Historical Society.
UCFP-3B: Prepare an inventory of cultural and historical resources in the Town and implement policies that protect them.
UCFO-4: Provide effective law enforcement and emergency services.
UCFP-4A: Cooperate with Sauk County for law enforcement services. Contract with the City of Reedsburg for ambulance services and fire protection.

TRANSPORTATION

Transportation Goal: Preserve and maintain all existing roads, bridges, and trails.

Objective/Policy
TO-1 Secure State cost sharing funds for road and bridge maintenance.
TP-1A Continue coordination with Wisconsin Department of Transportation's WISLR program and existing County programs for long-term maintenance and cost sharing for construction and repair of roads and bridges.
TO-2 Assure that all new public, private roads, and driveways conform to applicable Town, County, and State requirements.
TP-2A Identify all applicable local and State road design and construction regulations.
TP-2B Establish by ordinance a Town review/approval process for siting and building driveways that access Town roads.
TP-2C Require that new driveways provide suitable (safe and convenient) access for emergency vehicles.
TP-2D All new roads (private and public) and driveways shall be required to accommodate emergency service vehicles, road maintenance vehicles, garbage/recycling vehicles, and school buses.
TP-2E Require that emergency fire number signs be placed to assure quick location identification.
TO-3 Town and local County roads will provide safe and convenient travel.
TO-4 Recreational trails will be considered part of the Town's transportation infrastructure.

ECONOMIC DEVELOPMENT

Economic Development Goal: Create jobs and maintain the tax base by encouraging all forms of agriculture. Also, small, safe, low-impact, low-density commercial businesses, cottage industry, and home occupations that are compatible with the Town’s agricultural economy, and that enhance and preserve the Town’s natural beauty and rural character.

Objective/Policy
EDO-1 Protect soil and water resources.
EDP-1A Support Sauk County’s efforts to enforce existing subdivision and zoning (agricultural, shoreline, and wetland) ordinances.
EDO-2 Encourage efficient land use.
EDP-2A Establish an effective Town development review process.
EDP-2B Locate new economic development in areas adjacent to existing development.
EDP-2C Limit large commercial and industrial development to the commercial areas of the City of Reedsburg extraterritorial zone.
EDP-2D Utilize Map 11-3 Future Land Uses to determine appropriate locations for future commercial/business development. Areas designated as commercial development shall be the preferred area within the Town of Winfield where commercial development is permissible, but others may be considered.
EDO-3 Maintain agriculture as a primary economic activity.
EDP-3A Encourage alternative agriculture (e.g. organic farming, specialty crops, and livestock).
EDP-3B Encourage agri-tourism opportunities by actively working with Sauk County to revise current County zoning regulations and Town guidelines to allow innovative value-added farming income opportunities, such as cottage industries, that are consistent with the rural character and may include limited sales of products not produced on the farm.
EDP-3C Encourage small ag-related business, produce stands, and direct retail sales of locally produced goods.
EDO-4 Support economic diversity by allowing successful home-based business to grow.
EDP-4A Allow existing home-based business to grow through the application of conditional use permits.
EDP-4B Conditional uses shall be consistent with low-impact and low-density operations compatible with the natural beauty and rural character of the Town.
EDP-4C The conditional use permit shall expire if the home-based business ceases operations, or there is a substantial variance from the application.
EDP-4D Home-based businesses shall be encouraged in the agricultural zoning district.

NATURAL RESOURCES

Natural and Cultural Resources Goal: Protect and enhance the Town’s natural and cultural resources, including geology, soil, water, open space, forest, wetland and grassland, native plant-animal communities, wildlife, and endangered and threatened species. To guide residential growth in a way that sustains recreational opportunities, aesthetics, and economic use of resources.

Objective/Policy
NRO-1 Protect wetland resources within the Town of Winfield.
NRP-1A For all new subdivision construction, and construction of driveways and new Town roads, the Town shall require a 25-foot setback from the edge of a wetland and encourage that a 25-foot buffer be maintained in a natural un-mowed condition to serve as a buffer strip between land disturbing activities and any wetland. This policy shall apply to all new rural subdivision plats and be reflected on any final plat and in respective subdivision covenants.
NRP-1B For all new subdivision developments that occur on lands annexed to the City of Reedsburg, the Town requests that the same standard under policy NRO-1A apply when considering new subdivision plats and be reflected on any final plat and in any respective subdivision covenants. This policy is also repeated under Chapter 10 Intergovernmental Cooperation .
NRP-1C The Town will encourage its landowners to take advantage of the conservation reserve enhancement program (CREP) and other related programs to remove wetlands out of agriculture production and improve

riparian areas along the Town's streams.
NRO-2 Protect forest resources within the Town of Winfield.
NRP-2A Encourage woodland and forest landowners with more than 10 acres of woods/forest to: <ol style="list-style-type: none"> a. Use Wisconsin forest management guidelines (Department of Natural Resources, PUB-FR-226-2003) when developing forest management and harvest plans, b. Implement forest management plans that result in timber stand and wildlife habitat improvement, c. Employ the services of a certified forester to develop Timber Harvest Plans, d. Avoid unsustainable cutting methods: diameter limit cutting, economic clear cutting, and high grading (also known as selective logging), and. e. Avoid cutting oaks between April 15 and July 1, in order to minimize the spread of oak wilt disease.
NRO-3 Protect and support natural resource conservation as outlined in the Sauk County Code of Ordinances.
NRP-3A The Town will identify ways to encourage farmers to utilize sustainable farming practices such as contour cropping, sustainable rotational grazing, and providing buffer strips between wetland/streams and agricultural fields.
NRO-4 Limit the introduction of exotic invasive species and encourage removal of existing populations.
NRP-4A Encourage landowners to contact the Sauk County Land Resources and Environment Department for information describing exotic invasive plants, including garlic mustard and common buckthorn, to assist in individual identification and eradication efforts. Encourage landowner cooperation with conservation organizations to help eradicate invasive exotic plant species.
NRO-5 Preserve the rural character by limiting forest canopy openings of woodlots for residential development.
NRO-5A Where new residential development occurs in existing woodlots, landowners are encouraged to maintain a 50% vegetative shield during leaf-on conditions.
NRO-6 The Town will manage roadside vegetation to protect wildlife during nesting seasons.
NRP-6A Maintain limits on second pass mowing to after August 1 st to preserve native plants.
NRP-6B Noxious weeds and invasive plants will be controlled and mowing restrictions do not apply where these populations exist.
NRP-6C Brush removal is encouraged to be done after August 1 st and prior to April 15 th .
NRO-7 Preserve clean water resources and employ policies and practices that will eliminate/minimize water contamination.
NRP-7A No commercial landfills will be permitted in the Town of Winfield. Chemical storage facilities, refineries, etc. must adhere to applicable County and State laws.
NRO-8 Maintain/enhance opportunities for hunting, fishing, trapping, gathering, photography, bird watching, swimming, bicycling, and other recreational use of the outdoors.
NRO-9 Identify, expand, and protect significant and historical landscapes, places, and structures.
NRP-9A The Town of Winfield will continue to work cooperatively with the Sauk County Historical Society and other appropriate organizations to identify, record, and protect lands, sites, and structures that have historical or archeological significance not otherwise noted on Map 6-1 Cultural Features .
NRP-9B Continue to use and maintain the Hay Creek schoolhouse as the Town of Winfield town hall and community center and identify funding sources for building and grounds upkeep.
NRP-9C Encourage the continued use of the Hartje Outdoor Learning Center for education, recreation, and land preservation opportunities and encourage the expansion of education opportunities as part of the center.

INTERGOVERNMENTAL COOPERATION

Intergovernmental Cooperation Goal: Identify and maintain mutually beneficial relations with neighboring units of government, with Sauk County, and with the State of Wisconsin.

Objective/Policy
ICO-1 Control annexation by the City of Reedsburg through intergovernmental cooperation and communication opportunities and through formal agreements.
ICP-1A Pursue boundary agreements with the City of Reedsburg.
ICP-1B Following (or prior to) annexation of Town of Winfield land, the Town of Winfield and the City of Reedsburg should negotiate a boundary agreement that provides compensation to the Town for loss of property tax base.
ICP-1C Partner with the City of Reedsburg water utility to provide personal choice for hooking up to city water and sewer at the homeowner's expense.
ICP-1D For all new subdivision developments that occur on lands annexed to the City of Reedsburg, the Town requests that the same standard under policy NRO-1A apply when considering new subdivision plats and be reflected on any final plat and in any respective subdivision covenants. This policy is also repeated under Chapter 6 Natural and Cultural Resources .
ICO-2 Maintain relations with all levels of government.
ICP-2A Continue participation in the Reedsburg Area Development Council and the Reedsburg Area Development Zoning Board of Appeals.
ICP-2B Maintain mutual aid agreements for fire, emergency services, and law enforcement.
ICO-3 Encourage participation and partnerships with governmental programs for the good of the township.
ICP-3A Explore using various media to inform township residents of current happenings in Town government. Continue newsletter and scheduled meetings for resident information/feedback.
ICO-4 Work with the Wisconsin Department of Natural Resources and Sauk County Land Resources and Environment Department to implement programs and solutions that protect and enhance the quality water, air, and land resources.
ICP-4A Identify programs and agencies that have jurisdiction over natural resource issues.
ICO-5 Work with the University of Wisconsin-Extension, Sauk County agencies, and private sector to maintain and enhance the quality of life.
ICP-5A Explore grant and cost-sharing opportunities for the Town of Winfield's community development.
ICP-5B Continue to participate in the Wisconsin Towns Association meetings.
ICP-5C Explore University of Wisconsin-Extension and Sauk County Development Corporation resources to assist in stimulating economic development.

LAND USE

Land Use Goal:

Achieve a blend of land uses that accommodates development necessary to sustain and enhance the Town's economic vitality and quality of life, and to protect public safety. Maintain a level of local control, assuring compliance with State and County regulations, to guide public and private land use decisions that respect the rural character of the Town and adjacent regions, along with the rights of private property owners and residents.

Objective/Policy
LUO-1 Protect wetland resources within the Town of Winfield.
LUP-1A For all new building construction, and construction of driveways and new Town roads, the Town shall require a 50-foot setback from the edge of a wetland and require that a 50-foot buffer be maintained in a natural unmowed condition to serve as a buffer strip between land disturbing activities and any wetland. This policy shall also apply to all new rural subdivision plats and be reflected on any final plat and in respective subdivision covenants.
LUP-1B For all new subdivision developments that occur on lands annexed to the City of Reedsburg, the Town requests that the same standard under policy LUP-1A apply when considering new subdivision plats and be reflected on any final plat and in any respective subdivision covenants. This policy is also repeated under Chapter 10 Intergovernmental Cooperation .
LUO-2 Preserve the rural character by limiting forest canopy openings of woodlots for residential development.
LUO-3 Preserve clean water resources and employ policies and practices that will eliminate/minimize water contamination.
LUP-3A No commercial landfills will be permitted in the Town of Winfield. Chemical storage facilities, refineries, etc. must adhere to applicable county and state laws.
LUO-4 Encourage opportunities for hunting, fishing, trapping, gathering, photography, bird watching, swimming, bicycling,

and other recreational uses of the outdoors.
LUP-4A Encourage the Town to identify opportunities to establish parkland in the Town.
LUO-5 Preserve and protect the natural agricultural quality of the township by maintaining family farms for future generations.
LUP-5A Assist Sauk County in the development of new regulatory and growth management options to encourage innovative value-added farming income opportunities, such as home-based industries consistent with the Town's rural character. These may include limited sales of products not produced on the farm.
LUO-6 Protect prime agricultural areas by encouraging housing to locate in areas that are not conducive to productive agricultural operations.
LUP-6A Prime agriculture land as defined on <i>Map 5-1 Land Capability</i> is land that has the best combination of physical and chemical characteristics for producing crops. It has the soil quality, growing season, and naturally occurring moisture supply needed to economically produce sustained, high yield crops when treated and managed according to acceptable farming methods.
LUP-6B The Town's development guidelines may incorporate illustrations depicting preferred site development practices such as driveway and building locations, vegetation removal, landscaping, and setback distances from wells, sanitary systems, and roads.
LUO-7 Ensure adequate opportunities and land availability to meet all of the Town's objectives.
LUP-8A Recognize that all policies noted in this Plan are intricately related to land use and further recognize that the Town shall follow all policies when making decisions about the Town's future land use.
LUP-8B The Town recognizes that the division of a parcel into lots shall be limited to not more than 3 lots in a 5 year period. The creation of more than 3 lots in a 5 year period shall be considered a subdivision under this plan.
LUP-8C As the Town reviews land division proposals and changes in land use, it is the intent of this policy to ensure that both the Town's Plan Commission and Town Board review and incorporate this Plan's vision, goals, objectives, and policies into their final decision.
LUP-8D Encourage the proper siting of rural residences so as to minimize the demand for infrastructure improvements and where practical minimize shared driveways.

12.5 Consistency Among Plan Elements

The State comprehensive planning statute requires that the implementation element, “Describe how each of the elements of the comprehensive plan shall be integrated and made consistent with the other elements of the comprehensive plan.” Preparing the various elements of the Town of Winfield Comprehensive Plan simultaneously has ensured that there are no known internal inconsistencies between the different elements of this Plan.

Utilizing the Plan:

As the Town begins implementing the Plan, it should regularly review the goals and policies to ensure that land use decisions being made are following the vision of the Town. Below are criteria specifically for reviewing the change of land use districts and to avoid spot zoning of individual parcels.

➤ Rezone Criteria:

- a) The proposed amendment is consistent with the overall purpose and intent of the Plan.
- b) The proposed amendment is consistent with the Town's *Map 11-3: Future Land Use*.
- c) Factors have changed since the last Comprehensive Plan and map adoption that warrants the change.
- d) If rezoning land out of an agricultural district, the Plan Commission shall find all of the following:
 - i) The land is better for non-agricultural use.
 - ii) The rezone is consistent with the Comprehensive Plan.
 - iii) The rezone is consistent with the Farmland Preservation Plan.
 - iv) The rezone will not substantially impair or limit current or future agricultural use of surrounding parcels of land zoned for agriculture.

➤ **Spot Zoning Criteria:**

Spot zoning means amending a zoning ordinance whereby a single lot or area is granted privileges which are not granted or extended to other land in the vicinity in the same use district. Spot zoning shall be considered undesirable and a hindrance to long-term planning efforts by causing land use conflicts. When making a decision on a rezone request, or land use change, each of the criteria below should be addressed. If the rezone meets the criteria below, it is considered spot zoning and therefore should be avoided.

- The rezone area is small compared to the surrounding zoning districts.
- The rezone district is inconsistent with the surrounding zoning districts.
- The rezone would be to the sole benefit of the applicant and does not serve as a public benefit.
- The rezone is inconsistent with the purpose and planned district in the Comprehensive Plan.

12.6 Annual Review of the Comprehensive Plan

It is intended that prior to each annual meeting, the Plan Commission and Town Board jointly review the vision, goals, objectives, and policies of this Comprehensive Plan to ensure that the Plan has been adhered to and to also ensure its continued implementation. It is also intended that at each annual meeting an update be provided which summarizes both how and when policies of the Town of Winfield Comprehensive Plan have been/will be implemented.