

Comprehensive Plan

Adopted by the Town of Kickapoo Planning Commission on _____
Adopted by the Town of Kickapoo Town Board on _____

Town of Kickapoo Chairman and Town Board

Kenneth T. Anderson, Chairman
Burdette Nelson
Donald Clements
Doreen M. O'Donnell, Town Clerk

Town of Kickapoo Ad Hoc Planning Group

Bill Putze, Co-Chairperson
Larry Coleman, Co-Chairperson
Ken Anderson
Mary Christenson
Bruce Hansen
Ray Key

Table of Contents

Page

Introduction	5
Planning Recommendations - Goals, Objectives, Policies and Programs	
Vision Statement	
Section 1 Issues and Opportunities	6
Goals	
Objectives	
Policies	
Programs	
Planning and development issues and opportunities	
Background information	
Section 2 Housing	9
Goal of this element	
General planning context	
Goals	
Objectives	
Policies	
Programs	
Housing stock assessment information	
Housing unit projections	
Section 3 Transportation.....	12
Goal of this element	
General transportation context	
Highways, streets, and roads	
Transit	
Transportation facilities for the disabled	
Bicycle Travel	
Walking and Pedestrian Facilities	
Railroads	
Air Transportation and State Airport Master Plans	
Trucking	
Motor Coach	
Water Transportation	
Equestrian	
Section 4 Utilities and Community Facilities	16
Goal of this element	
General context of utility and community facilities in the area	
Sanitary Sewer Service/Water Supply Service	
Storm water management	
Solid waste disposal/Recycling	
Parks	
Telecommunications facilities	
Power plants and transmission lines	

- Cemeteries
- Health care facilities
- Child care facilities
- Law enforcement
- Fire and rescue
- Libraries
- Schools
- Other facilities and services

Section 5 Agricultural, Natural and Cultural Resources.....19

- Goal of this element
- Groundwater
- Forests
- Productive agricultural areas
- Environmentally sensitive areas
- Threatened or endangered species
- Streams and rivers
- Surface waters
- Floodplains
- Wetlands
- Wildlife habitat
- Metallic and non-metallic mineral resources
- Parks and open space
- Historical and cultural resources
- Community design
- Recreational resources
- Other natural resources

Section 6 Economic Development26

- Goal of this element
- Regional economic development context
- Analysis of economic base and labor force
- Jobs and employment outlook
- Economic development strategic assessment and plan
- Economic development recommendations
- Formal economic development programs

Section 7 Intergovernmental Cooperation32

- Goal of this element
- Planning context
- School districts
- County government
- Adjacent units of governments
- State government
- Federal government
- Existing cooperative boundary plans or agreements

Section 8 Land Use37
 Goal of this element
 Land use inventory
 Land use trends
 Existing and potential land use conflicts
 Land development limitations
 Land use plan

Section 9 Implementation40
 Goal of this element
 Implementation measures
 Custodian of the Comprehensive Plan
 Zoning
 Boundary Agreements
 Protection of town government’s rural functions and town’s rural character
 Local governmental revenue sharing agreements
 Volunteerism
 Integration and consistency between each element of the Plan
 Mechanism to measure progress toward achieving all aspects of the Plan
 Process for updating the Comprehensive Plan

Appendices

- A. Public Participation Plan and Issue and Opportunity Study Paper
- B. Maps
 - Map 1 Town of Kickapoo and Village of Readstown
 - Map 2 Regional landscape context—the driftless area
 - Map 3 Regional transportation context
 - Map 4 Annual average daily traffic
 - Map 5 Functional highway classification
 - Map 6 School district boundaries
 - Map 7 Development limitations, Town of Kickapoo
 - Map 8 Economic development opportunity factors
 - Map 9 Existing land use, Town of Kickapoo
 - Map 10 Provisional Land Use, Town of Kickapoo

Introduction

Comprehensive plans are prepared under Wisconsin State statute 66.1001. Plans must address nine elements. These plans evaluate these elements in light of what resources a community currently has available and whether available resources meet the community's needs. Plans then address what communities can do to address current and future needs as well as take advantage of current and future resources.

The nine elements that are reviewed are:

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

Planning Recommendations - Goals, Objectives, Policies and Programs

Comprehensive plans also establish goals and objectives for communities. Communities are encouraged, through the comprehensive planning process, to determine what they would like to “look like” in the future. The comprehensive planning process can assist communities in establishing realistic goals and deciding what can be done to reach those goals. The Plan developed for the Town of Kickapoo uses the following format:

Goals - General statements of idealized conditions and aspirations

Objectives - Targeted areas of planning to be dealt with to achieve goals

Policies - Principles and standards to guide actions in achieving goals and objectives

Programs - Specific actions and projects to implement goal, objectives and policies

Again, keeping in mind the nine elements listed above, the comprehensive plan is really intended to answer the following questions:

What does our community look like now?

What might our community look like in the future?

What do we want our community to look like in the future?

What can we do so that the community becomes what we want it to become?

The Comprehensive Plan that has been prepared is an attempt to address these questions. **It is an advisory document.**

Vision Statement - In recognition that the town of Kickapoo is an attractive place to live for people who have grown up here as well as for people who are moving here from cities and other areas of the country, we have a comprehensive plan and citizen planning processes in place which create opportunities for residents to guide our communities' future development. We value highly the rural character of the town and the small town environment of the Town of Kickapoo, the natural beauty of the landscape as well as the quality of natural and cultural resources while accommodating economic and resource development that will sustain the viability of our communities. We recognize that a high quality of life is supported by such things as affordable housing, good schools, a clean environment,

recreational and cultural opportunities and a diverse economy that will attract and retain a high quality work force. Organic agriculture, agriforestry, tourism, seasonal housing, "clean" recreation, arts/crafts, alternative health, sole-proprietorships and home-based businesses, and retired residents most likely hold the future for this area.

The Town aims to create an ongoing planning group whose purpose is to periodically assess our situation and processes for making decisions which honor our highest values and include the citizenry of the township, as well as to create guidelines for policy and ordinance development.

Section 1 - Issues and Opportunities Element

Goals:

General planning goals were produced with the aid of the Issue & Opportunity Study Paper (Appendix 1), entitled: *Growth Projections, Alternatives & Goals*. The overall planning goals for the Town of Kickapoo are:

- To produce a Plan that promotes the health, safety, general welfare, and economic sustainability of the area.
- Protection of property rights and respect for community rights.
- Maintaining a local quality of life which preserves local values and desired landscape character while successfully accommodating growth and change.
- Maintaining local control in local planning and development.
- Considering viable town government by pursuing benefits from coordination and cooperation with other units of government or institutions.
- Opportunities for public participation throughout the planning process.

Objectives:

- To identify and address specific planning issues and opportunities.
- To develop plans within the context of Town needs and potentials.
- To identify the demographic characteristics and forecasts which will help describe the twenty year planning outlook for this area.
- Possible participation with planning committees and elected officials to identify and evaluate a wide range of planning ideas through the development and evaluation of Issue & Opportunity Study Papers.

Policies:

- To present principles and standards that might be used to implement some of the goals, objectives, and programs of this Comprehensive Plan.
- To adopt this Plan, including updates as necessary, and regularly use it in making plans and decisions regarding the subject areas addressed in this Plan.

Programs:

The overall program elements of Section 1 consist of the following:

- Conducting and evaluating citizen input surveys for the Town.
- Developing, distributing and evaluating Issue & Opportunity Study Papers in which planning and development issues and opportunities are identified. In order to facilitate open consideration of a broad range of planning ideas and alternatives without having to take official positions; these papers do not contain recommendations in the early stages of the planning process.
- Identify an individual or group to begin the role of custodian of this plan (per Section 9).

Planning and Development Issues and Opportunities:

Categories of planning issues and opportunities were identified for the Town of Kickapoo in *Issues & Opportunities Study Paper*, which is provided in **Appendix 1** of this Plan.

Background Information:

Population Growth

The State DOA projection for the Town of Kickapoo is as follows:

Year

	2000	2005	2010	2015	2020
Town of Kickapoo	566*	588	611	634	656

*Actual year 2000 US Census count

State Projection Summary

Town of Kickapoo growth: 2000 to 2020 is 15.91%, or 90 persons

Population Projections

The planning approach to population projections for each of the planning clusters for the Central Vernon County Planning Program is to produce a customized population projection which is an alternative to the State DOA projection reported above.

Local Population Projection:

	2000	2005	2010	2015	2020	Increase 2000 to 2020
Town of Kickapoo	566	606	646	686	726	28.26%

Local Projection Summary:

Town of Kickapoo growth: 160 persons or 28.26% increase over the planning period

Household Projections

The Town of Kickapoo was projected to have a 90-person growth during the planning period according to DOA projections, and at 2.92 persons per household in 2000, the 20-year growth in households for the Town would be 31 new households. Town records indicate that 20 new housing units were constructed in the five-year period prior to 2004.

The county and state average household size in 2000 was 2.55 and 2.50 respectively.

Housing Unit Projections

	<u>Household Size*</u>	<u>2000*</u>	Number of New Housing Units **			
			<u>2005</u>	<u>2010</u>	<u>2015</u>	<u>2020</u>
Kickapoo	2.92	194	208	221	235	249

*Actual Census Count. Housing unit count is “occupied” units only for year 2000.

** Projected housing units are “occupied” units only.

Summary of Projected New Housing Units

Town of Kickapoo: 55 new housing units or 28.3 % increase over the planning period

Employment Characteristics

See Section 6, Analysis of Economic Base & Labor Force

Employment Projections

Forecasting employment with any practical degree of reliability cannot be done for a small scale area such as the Town of Kickapoo. The basis for this was addressed in the *Issue and Opportunity Study Paper*.

Age Distribution

The year 2000 age distribution within the area is provided below along with geographic comparisons. The 85+ age range is reported separately because this is one of the fastest growing age groups.

Geographic Area	Under 18	%	18 to 65	%	65+	%	Total	%	85+	%	Median Age
Town of Kickapoo	172	30.9	318	56.2	76	13.4	566	100	5	0.9	38.7
Vernon County	8,423	27.4	14,864	55.6	4,769	17.0	28,056	100	713	2.5	39.1
Wisconsin	--	25.5	--	61.4	--	13.1	--	100	--	1.5	32.9
United States	--	25.7	--	61.9	--	12.4	--	100	--	1.5	35.3

Income Levels

See Section 6, Analysis of Economic Base and Labor Force

Educational Levels

Basic U. S. Census educational data is reported here; the local school district is the primary source of other, more detailed educational data relevant to this area.

Educational Attainment – percent of population 25 years and older	Town of Kickapoo	Vernon County	State of Wisconsin
Population 25 yrs and older:	368	18,473	--
Less than 9 th grade	8.7%	11.5%	9.5%
9 th to 12 th grade, no diploma	7.6%	9.6%	11.9%
High School graduate (includes equivalency)	41.8%	38.5%	37.1%
Some college, no degree	21.7%	18.8%	16.7%
Associate degree	5.4%	7.6%	7.1%
Bachelor's degree	9.0%	9.4%	12.1%
Graduate or professional degree	5.7%	4.5%	5.6%
Percent high school grad or higher	83.7%	78.9%	85.1%

Section 2 - Housing Element

Goal of This Element:

To present a plan for encouraging an adequate housing supply that meets existing and projected housing demand in this area considering other local governmental goals and needs.

General Planning Context:

The housing in the Town of Kickapoo is generally in sound condition; however, some deteriorating housing is present according to census reports. The age of the housing stock is generally older than in urban areas of the state. There is greater homeownership than rental housing. Most housing is single-family, there are no apartments in the rural area. Elderly and low-income subsidized housing is not present in the Town of Kickapoo.

If job growth in the region continues, then single-family housing patterns can be expected to persist; however, the U. S. Census Bureau projects that nationally, married couples with children will account for only 20 percent of total households. Also, single person households can be expected to constitute a higher percentage of total households than has historically been the case in this area. The Census Bureau also projects that the U. S. senior citizen population will increase from 16 percent of total population in 2000, to 40 percent in 2020; the local impact of this trend can be expected to be reflected in the character of Readstown-Kickapoo area housing by an increase in elderly-occupied housing.

Goals:

- Safe, sanitary, and affordable housing for residents of the area.
- Opportunities for a mix of housing types consistent with market conditions.
- Housing developments that are in harmony with the natural environment.

Objectives:

- Support the development of new housing within the Town of Kickapoo.
- Assure compliance with health, safety and fire codes in the regulation and location of housing.
- Encourage a range of housing choices.
 - Needs of all income levels.
 - Needs of all age groups.
 - Needs of persons with special needs.

- Support efforts to provide land for the development and/or redevelopment of low-income and moderate-income housing.
- Encourage the development of housing and related services for an expanding elderly population at locations near required services.
- Identify the benefits of those state and federal housing programs (identified below) which implement the needs and goals of this housing plan.

Policies:

- Assure that housing development is provided with an ample supply of safe water to meet state drinking water standards.
- Assure that housing is developed with wastewater disposal and treatment provisions which meets state waste water disposal standards.
- Work in partnership with individuals in the private housing market to achieve the goals, objectives, and policies of this Section.
- Acknowledge the need for housing which is affordable to young working-age persons to enable population growth which is necessary to sustain community services, tax base and vitality of the area.
- Encourage the provision of specialized developments and housing styles and for senior citizens, low-income, and handicapped persons.
- Assure that housing is located so as to avoid excessive problems with soil.
- Assure that housing is located with direct and approved access to public roads which enable convenient emergency access and normal maintenance.
- Assure that local ordinances and development standards are consistent with the goals and policies of this Section.
- Coordinate housing standards and decisions on development proposals with the local emergency service providers, mainly fire and ambulance services.
- Assure that housing developments accommodate and preserve to a reasonable extent the natural and scenic qualities of the land.

Programs:

- **Map 9** illustrates the existing housing patterns in the Town of Kickapoo, and **Map 10** illustrates generalized future housing areas.
- The following agencies may be used to help meet housing needs and goals in the Town of Kickapoo. Not all programs would be available due to special program requirements, threshold levels of eligibility, local financial limitations or required private participation.

State of Wisconsin Department of Commerce:

Wisconsin Housing and Economic Development Authority (WHEDA)

U. S. Department of Housing and Urban Development (HUD)

U. S. Department of Agriculture, Rural Development Program

Federal Home Loan Bank of Chicago

Local Program Recommendations

- Identification of potential sites conducive to housing developments which can meet the housing needs of low and moderate income persons, young job holders, and elderly and handicapped persons.
- Possible participation by local government in those public housing programs which help satisfy local housing needs and are feasible to implement.
- Review existing ordinances and consider measures which will avoid and remove excessive blight and nuisances affecting the quality of life of existing and potential area residents.
- Identify possible locations of the area’s environmental and cultural assets which would then be capable of preservation as a part of the land development decision-making process.

Housing Stock Assessment Information:

The U. S. Census Bureau is the source of all housing information in this section. These numbers and percentages may have changed somewhat since the 2000 Census

Housing Age Characteristics:

By number of housing structures

Year Structure Built	Town of Kickapoo	%	Vernon County	%
1999 to March 2000	15	6.4	--	3.3
1990 to 1998	37	15.8	--	13.1
1970 to 1989	59	25.2	--	26.1
1940 to 1969	44	18.8	--	21.9
1939 or earlier	79	33.8	--	35.8

Structural Characteristics:

Structural Characteristics	Town of Kickapoo	%	Vernon County	%
Lacking some or all plumbing* (includes Amish households)	20	10.6	--	3.7
Lacking Complete Kitchen Facilities	16	8.5	--	
No Telephone Service	18	9.6	--	

Median No. of rooms per home	5.7	--	5.6	
------------------------------	-----	----	-----	--

Value Characteristics

Owner-occupied housing units

Housing Value	Town of Kickapoo	%	Vernon County	%
Less than \$ 50,000	2	5.6	--	23.0
50,000 to 99,000	20	43.0	--	52.2
100,000 to 149,000	13	33.6	--	17.9
150,000 to 199,000	2	15.0	--	5.0
200,000 or more	2*	2.8	--	2.0
Median Value **	\$ 93,800	\$	73,400	

* 2 homes reported at \$ 1,000,000 or more

** The United States median home value in 2000 was \$ 119,600

Occupancy Characteristics:

Occupancy	Town of Kickapoo	%	Vernon County	%
Occupied housing units	194	77.3	--	87.2
Vacant housing units	57	22.7	--	12.8
Seasonal & recreational	38	15.1	--	6.9
Owner-occupied housing units	174	89.7	--	79.1
Renter-occupied housing units	20	10.3	--	20.9
Homeowner vacancy rate	--	0.6	--	2.2
Rental vacancy rate		4.8		7.0

Housing Unit Projections:

The future number of housing units is reported in that part of Section 1 of this Plan regarding population and housing unit forecasts.

Section 3 - Transportation Element

Goal of this Element:

To guide the future development of the various modes of transportation according to local needs and projections, and to compare the local governmental unit's transportation plans with state and regional plans and incorporate such plans where appropriate.

General Transportation Context:

The Town of Kickapoo is served principally by the auto and truck mode of transportation. This mode of travel is served by a system of roads and highways which are distributed between State, County and Town jurisdictions. While all these jurisdictional systems are important with respect to their own function, it is the state highways and their regional linkages which this area is most dependent for its overall welfare and sustainability. State Highways 14/61 and 131 are the most important. **Map 4**

illustrates usage of these highways. Common carrier bus transportation on Highway 14 is provided by Jefferson Bus Lines. There are no other modes of public transportation located within this area. There is taxi service available out of Viroqua.

Regional transportation facilities affecting this area are located in the La Crosse metropolitan area, about 45 miles to the northwest. These facilities include passenger rail service and commercial airline services located about an hour away in the City of La Crosse. These facilities also include passenger rail service and Greyhound Bus access at Tomah. A public airport is also available in the city of Viroqua. Access to Interstate Highway 90 is also available in the La Crosse area, and Interstate Highway 94 is available at Sparta. These facilities are important to this area because they have a significant role in determining the employment and general economic welfare of the Kickapoo area. This importance is likely to increase throughout this planning period. **Map 3** illustrates the regional transportation context for this area.

Highways, Streets and Roads:

Town of Kickapoo Road Concerns

Map 1 illustrates the Town of Kickapoo road system. The principal problems and issues associated with roads in the town include:

- Need new bridge on East River Road.
- More town roads need seal-coating.
- Future improvements needed for County Road I.

Goals:

- Maintaining a high quality highway system as a critical precondition for safe and economical travel and for the social and economic health of the area.
- Maintain effective public input and direction from local government and its citizens in the development of transportation improvements proposed for this area.

Objectives:

- Maintain involvement by the Town in future Highway 14/61 improvements to assure consistency between the Comprehensive Plan and such improvement projects.
- Provision of standards for rural road design and property access intended to provide safe travel, economical road construction and maintenance, and facilitation of emergency and property owner's access.
- Plan, design, and construct highways, roads and streets which maintain and enhance the scenic, environmental and historic qualities of the rural landscape and cityscape.
- Consider expanding the bicycle and pedestrian modes of travel to diversify and supplement the vehicle mode of travel.
- Support the continuation of specialized regional transit services to elderly, low income and disabled persons in proportion to needs.
- Improve the safety of horse-drawn vehicles on local roads.

Policies:

- Support the development of local and regional bicycle/pedestrian trails.
- Support improved facilities for horse-drawn vehicles in areas of such need.

Programs:

Town of Kickapoo Road Plan

- Wider road shoulders where needed for Amish traffic.
- Paving.
- Speed limit and other traffic control signs where needed.

Functional Classification of Highways

The functional classification of highways in this area is illustrated on the map in **Map 5**.

Comparison to State and Regional Plans

There are no known state or regional highway plans that would significantly affect this town.

Incorporation of State and Regional Transportation Plans

There are no plans for significant state improvements which would have to be incorporated into this Comprehensive Plan.

Transportation Corridor Plans

There are no known state highway corridor plans that would affect this area during this planning period.

Transit:

There are no public transit services provided by Kickapoo, and there are no state or regional transit services or plans other than the Vernon County Commission on Aging vans for senior citizens. The area is served by the Jefferson Lines motor coach which has a daily stop in Readstown. This planning program supports the continuation of motor coach service.

Transportation Facilities for Disabled:

None of the units of government in this area provide transportation facilities exclusively for the disabled. This Comprehensive Plan supports goals, objectives, policies and programs which promote transportation facilities for the disabled. The local governments in this area reserve the right to express their official position on any specific program involving a commitment of their funding or other public resources for such transportation services or facilities.

Bicycle Travel:

Goals and Objectives

- The reasonable accommodation of bicycle travel.
- Seek opportunities to provide for the bicycle mode of travel.

Policy

- Encourage the State DOT to incorporate bicycle accommodation in any reconstruction of Highways 14/61 and Hwy 131.

Programs

- Work with the county and other organizations to incorporate bicycling and related facilities as part of an area tourism and economic betterment effort to protect the local economy.
- Incorporate bike lanes/paths in shoulder widenings where appropriate

Comparison to State and Regional Plans

The above policies and programs are consistent with state and regional plans and policies for promoting bicycle travel.

Incorporation of State and Regional Bicycle Plans

The State of Wisconsin has no state bicycle plans involving this area.

Walking and Pedestrian Facilities:

Goals and Objectives

- The reasonable accommodation of walking and other pedestrian movement.

Policies

- Work with the WisDOT to ensure the construction of pedestrian facilities as a part of state highway improvement projects including upgrades to bridges.

Programs

None

Comparison to State and Regional Plans

The above plan for walking and pedestrian facilities is consistent with the state's plans and policies for walking and pedestrian travel.

Railroads:

There are no railroads in the Kickapoo area.

Air Transportation and State Airport Master Plans:

There are no air transportation facilities or services located in the Readstown/Kickapoo area. Local residents or businesses use the air transportation services in La Crosse, Milwaukee, Minneapolis, or Madison. There is a municipal airport in the City of Viroqua about twelve miles north of Readstown.

Trucking:

There are no transportation businesses or industries which have a significant trucking component in this area. Highway 14/61 is a significant trucking facility.

Motor Coach:

The Jefferson Lines motor coach provides daily stops in the Village of Readstown connecting Madison with Minneapolis.

Water Transportation:

There are no water transportation facilities or businesses in this area. There are businesses in this area that take advantage of the Kickapoo River to rent canoes for recreational purposes. There are no state or federal water transportation plans affecting this area.

Equestrian:

Some residents in this area travel by horse and buggy on the public road system, and special accommodation is necessary throughout the future to provide for everyone's safe movement. Shoulder widening is recommended where needed, possibly in conjunction with a bike path system.

Section 4 - Utilities and Community Facilities Element

Goal of this Element:

To guide the future development of utilities and community facilities by analyzing existing facilities and identifying future needs and presenting a plan and program to meet these needs.

General Context of Utility and Community Facilities in the Area:

Because these utilities require complex engineering and financing, and because they are regulated by state and federal standards, and because they are costly services, the installation and financing of such systems have to be based on long-range planning.

Sanitary Sewer Service/Water Supply Service:

Town of Kickapoo

Goals, Objectives, Policies, and Programs:

It is a goal of the Town of Kickapoo that public health not be jeopardized by problems with the disposal and treatment of sanitary wastewater, including the avoidance of the contamination of drinking waters. It is a corresponding goal of the town to avoid having to establish either a public sanitary sewer system or a public water system and the costs associated with this service. It will be a goal and policy of the Town of Kickapoo to review the density of land development in the town to avoid the future necessity of establishing town sewer or water systems.

This Plan accommodates those sanitary facility standards for the Amish Community which meet acceptable differences or variances from conventional on-site state sanitary standards.

Storm Water Management:

Storm Water Planning Context

There are no public storm water management facilities in the Town of Kickapoo except for ditching and culverts related to the rural road systems. However, many farm properties have private storm water management practices which manage storm waters. Such practices include ponds, terraces and grass waterways. These facilities retain and slow the run-off of storm water. Benefits include the lessening of soil erosion and flash flooding, and the minimizing the contamination of surface waters. The effects of significant storm water runoff on the road systems within the Town is of public concern because of the damage and public cost that uncontrolled water run-off can cause.

Town of Kickapoo

Goals and Objectives:

- Minimize storm water problems from land development.
- Minimize town costs related to storm water damage and clean-up.
- Review storm water management plan with related code standards.
- Review storm water management measures in all land development which generates significant water run-off.
- Review water run-off to maintain high water quality standards in all streams in the town.
- Consider “low-impact” land development standards to minimize water run-off.

Policies and Programs:

- Review and update, if necessary, local development codes to incorporate flood avoidance standards when local governmental decisions are required for land developments.
- Conduct and/or participate in educational efforts to assist land owners and land developers become knowledgeable about storm water management measures which produce low-impact development, and incorporate such measures into land planning and development projects.
- Work with the County Land and Water Conservation Department for assistance on storm water planning.

Solid Waste Disposal/Recycling:

Solid waste disposal is a private property responsibility in the Town of Kickapoo. The Town government provides a site for the collection of household waste and for recycling.

Parks:

The Town of Kickapoo has no town parks.

Telecommunications Facilities:

Location, Use, and Capacity

The existing capacity of telecommunications facilities is judged to be adequate for present needs.

Future Needs and Timetable

The Town of Kickapoo does not have any jurisdiction over telecommunications facilities.

Power Plants and Transmission Lines:

Location, Use, and Capacity

Electric power to the Town of Kickapoo is provided by Vernon Electric Cooperative, Scenic Rivers Cooperative and Richland Electric Cooperative. The capacity of power plants and transmission lines serving this area is adequate for present needs. The needs for expansion, rehabilitation or new facilities are not known at this time.

Future Needs and Timetable

The Town of Kickapoo does not have any jurisdiction over providing electric power. The needs for expansion, rehabilitation or new facilities are not known at this time. We recognize the area has a capacity for developing wind and other alternative energy sources.

Cemeteries:

Location, Use, Capacity, Future Needs, and Timetable

There are two cemeteries in the Town of Kickapoo. The town government does not own either of these cemeteries. There are no planning issues regarding cemeteries in the Town.

Health Care Facilities:

Location and Use Capacity

There are no health care facilities in the Town of Kickapoo. Residents of this area receive health care in surrounding communities.

Future Needs and Timetable

The Town of Kickapoo does not have any jurisdiction over providing health care facilities. It is assumed that the owners of the facilities serving the area will upgrade such facilities and services as future needs within their region dictate.

Child Care Facilities:

Location, Use, and Capacity

There is one private child care facility in the Town of Kickapoo. There is not known to be a significant need for additional child care facilities.

Future Needs and Timetable

The town government does not have jurisdiction in the providing of child care facilities. It is assumed that this function will be adequately provided by private parties or institutions as needed. There is no known timetable for expanding, rehabilitating, or providing such new facilities.

Law Enforcement:

Location, Use, and Capacity

Services are provided by the County Sheriff's Department.

Fire and Rescue:

Location, Use, and Capacity

The fire station and rescue service is located in the Village of Readstown and is comprised of 20 volunteers from the village and town of Kickapoo. The fire department has 6 vehicles that are used in the village and the entire town of Kickapoo. The use and capacity of the department's services is within the norm for the size of the service area. The EMS service also has a building in the village. They have state licensed volunteers to staff the one ambulance they have. Both departments provide efficient service to the public.

Future Needs and Timetable

- Replacement of the EMS squad vehicle when necessary due to the changes in the life saving equipment.
- Replacement of the fire fighting equipment at regular intervals for the safety of the firefighters.

Goals, Objectives, Policies, and Programs

Continue to evaluate the service area of the fire and rescue service and be open to new opportunities for collaboration and efficiencies.

Libraries:

The Town of Kickapoo has no library.

Schools:

Location and Use Capacity

The K-12 school facilities of the Kickapoo School District are located northeast of the Town of Kickapoo on Highway 131 near the Village of Viola. All of the Town of Kickapoo is within the Kickapoo School District, except for about one square mile. **Map 6** locates the school district boundaries.

Goals, Objectives, Policies, and Programs

The goals, objectives, policies, and programs concerning the operation of the public school system in this area fall exclusively within the jurisdiction of the Kickapoo School District.

Goals and Objectives:

- Overall sustainability of the local school system through cooperative planning and growth strategies for area development.

Policies and Programs:

- Regular communication on all matters of mutual concern.

Future Needs and Timetable

The identification of future needs and timetables for school facilities is under the jurisdiction of the school board of the Kickapoo School District.

Other Facilities and Services:

There are no other facilities or services in the Town of Kickapoo that would come under the jurisdiction of this Comprehensive Plan.

Section 5 - Agricultural, Natural, and Cultural Resources Element

Goal of this Element:

To produce a plan to guide the conservation, promotion, and effective management of natural and cultural resources. **Map 8** identifies the principal agricultural, natural, and cultural resources affecting the Town of Kickapoo.

Groundwater:

Planning Context

The groundwater resource in the Kickapoo area occurs in two general forms. In the first form, ground waters are located in shallow zones of saturation either on top of sedimentary bedrock on higher lands or at shallow depths in the lower valley floors, usually in stream corridors. The second form of groundwater occurs in the deeper crevices and voids of the limestone and sandstone bedrock. This deeper water source is often several hundred feet below the ground surface. Both of these sources of groundwater constitute the aquifers for the supply of water for human, agricultural, and industrial use. The deep, bedrock aquifers have large supplies of groundwater, but if contaminated, are difficult, if not impossible to clean-up.

The planning implications concerning the groundwater resource centers around the protection of these waters for public health and safety purposes. Specific purposes include protection of the groundwater supply from contamination, particularly those waters used for human consumption; and protecting the supply of groundwater to assure adequate quantities for future human and community use. Protecting these waters is particularly important because groundwater is the sole source of water for human use.

Homes and farms throughout the area either use individual deep wells or use groundwater located in shallow soil and granular aquifers; these shallow ground waters (springs) are very susceptible to contamination.

The planning approach for dealing with this groundwater resource centers around the methods of preventing, reducing and mitigating contamination of ground water aquifers, methods for conserving water use, and applying water quality measures in the use and development of land. Groundwater

planning and protection programs are sometimes done on an area-wide basis, at either the county or river basin level because of the broad regional nature of groundwater aquifers.

Goals and Objectives

- Protecting the quality and quantity of groundwater resources to assure its future availability for healthy drinking water, and for agricultural and community use.
- Implement measures to avoid or minimize groundwater problems that are detected.
- Consider the resources of the County Land Conservation Department regarding water quality programs.
- Cooperate with other authorities for the enforcement of groundwater laws.

Policies

- Report suspected use of hazardous materials and the disposal of hazardous waste.
- Report suspected groundwater contamination.
- Be aware of emergency plans to deal with hazardous waste spills or releases.
- Discourage the development of uses on soils which are known to readily convey domestic or industrial wastewater to shallow aquifers.
- Ensure that proper permits have been issued for new on-site septic systems and encourage upgrading of noncompliant systems.
- Discourage groundwater contamination.
- Encourage the protection of shallow groundwater recharge areas from contamination.
- Discourage illegal dumping of hazardous materials.
- Encourage the safe capping of terminated or abandoned wells.

Programs

- Support efforts to implement groundwater objectives and policies.

Forests:

Planning Context

The Town of Kickapoo has significant forest area. These forests provide a resource for commercial wood products, and are an important scenic/ recreational/tourist/housing resource. This woodland resource is very important in the overall context of this Plan.

Goals and Objectives

- View woodlands as an essential part of the local quality of life, and particularly essential to the esthetic quality of the area landscape.
- Preservation and management of woodlands for their economic value and as a part of the land development process.

Policies

- Work with private landowners, when feasible, to help achieve the woodland goals, objectives, and policies of this Plan.

Programs

- Inform interested landowners about utilizing services and programs of state foresters and the County Soil and Water Conservation Service for the planning and management of soils and woodlands.

Productive Agricultural Areas:

Planning Context

Only a moderate part of this area consists of large blocks of productive agricultural lands. The farm products and farm families on these lands are a valuable part of the local economy.

Half of the land in the Town of Kickapoo was classified as “farmland” according to the University of Wisconsin Program on Agricultural Technology Studies (PATS), 1991 -1993. The county average for all towns was 57.0%. This data also revealed that 10.9% of the town was in row crops, 25.3% in forages, and 13.0% was grassland, both of which were close to the county average for towns.

Goals and Objectives

- Recognition that productive agricultural lands are a valuable economic resource important to the quality of life of the community.
- Support local methods of preserving valuable agricultural lands for the purpose of sustaining the area’s farm economy and farming way of life.
- Protect and preserve farmland as a resource when possible.

Policies

- Consider flexible and innovative codes that have provisions to enable economic returns to rural landowners from non-agricultural development while assuring the protection of valuable agricultural lands.
- To support formal means of protecting valuable agricultural lands from conversion to uses harmful to farmers and rural land owners and harmful to the agricultural economy in general, with potential future tools being land use and land division ordinances, public hearings, public education etc.
- To take advantage of public programs to conserve the soils and water resources of valuable agricultural lands.

Programs

- Development of a continuing strategy for looking at the future of valuable agricultural lands.
- Consider the possible future use of land use and land division ordinances to preserve those farmlands which have been locally identified as valuable to protect.

Environmentally Sensitive Areas:

Goals, Objectives, Policies, and Programs

The environmentally sensitive lands within this area include the categories of environmental resources reported in the following sections. There are no uniquely sensitive areas known to exist in this area other than those reported here.

Threatened or Endangered Species:

Goals, Objectives, Policies, and Programs

This Comprehensive Plan does not have the authority to identify, protect, or plan for endangered species. The Wisconsin Natural Heritage Inventory does not report the presence of any endangered species known to exist in the Town of Kickapoo.

Streams and Rivers:

Planning Context

This area has several streams and a significant stream valley environment. The Kickapoo River joins the East and West Forks of the Kickapoo River near the center of the Town of Kickapoo. There are several smaller tributary streams. The principal stream-related planning context for this area is the flooding potential within the various stream valleys. The topography contributes to flash flooding. The reduction in field cropping combined with conservation practices may be reducing the severity of flash flooding.

Goals and Objectives

- Preserve and enhance streams and rivers.
- Reduce stream and river pollution.
- Preserve stream and river natural landscapes and scenic views.
- Incorporate appropriate recreational and leisure time uses along streams and rivers.
- Maintain surface water quality.

Policies and Programs

- Encourage compliance with land use management codes and standards which minimize land disturbance.
- Conduct a land use decision-making process which protects the water quality of streams.
- Support incentives to landowners to maintain natural streams and rivers.
- Minimize erosion and sedimentation along streams and rivers.
- Consider minimizing the fragmentation of stream and river wildlife habitats.
- Provide County Conservation Office information regarding education programs and assistance programs to landowners to assist with measures to protect and enhance streams and rivers.
- Work with the County to ensure that the shoreland zoning program is utilizing its potential for protecting shoreland areas.

Surface Waters:

Planning Context

There are no extensive surface water areas other than the streams within this area.

Floodplains:

Planning Context

Flood plain planning needs would be concentrated in the two branches of the Kickapoo River. The state's floodplain zoning program, administered by the county, is in force and it is anticipated that it will remain in force.

Goal and Objective

- To avoid flood damage.

Policies and Programs

- Provide information to the state and county to secure detailed floodplain mapping of the branches of the Kickapoo River to aid in identifying flood-prone lands and to be available as tools in guiding land development.

- Continue to work with federal, state and county authorities to further identify flood prone lands to enable the location of development outside such lands.

Wetlands:

Planning Context

Wetland occurrence is concentrated in the valleys of the Kickapoo River, its two branches and their tributaries. Wetland planning is important as wetlands are an important resource to the area's economy, particularly tourism, and to both seasonal and year-round home location. Wetland knowledge and planning is also important to local landowners and units of government because they are subject to public regulation.

Goals and Objectives

- Preservation of wetlands.
- Greater understanding about how to work with and comply with wetland regulations.

Policies and Programs

- Encourage the preservation of wetlands in public and private development projects.
- Consider using the programs of the U.S. Department of Agriculture and the County Land and Water Conservation Office regarding wetland education and preservation.
- Gain an understanding of wetland regulations and mitigation.

Wildlife Habitat:

Planning Context

Wildlife habitat occurs in proportion to the amount of woodlands, wetlands and river environments in an area. There is significant wildlife habitat in the Kickapoo area, particularly the stream valleys. There is not known to be any federally-listed threatened and endangered species in this area. The Wisconsin Bureau of Endangered Resources reports the following rare species occurring in this area of the county such as: black rat snake, timber rattle snake, broad beech fern, one-flowered broomrape, rock stichwort, and the cliff goldenrod. These are southwest-facing dry lime hillsides which are the habitat for prairie plant materials. These are primitive and authentic landscapes which add to the scenic and historic quality of the area.

Goals and Objectives

- Preservation of wildlife habitat consistent with human and agricultural needs.
- Support preservation of the wildlife and related habitat as a resource for leisure time activities, such as, education, nature observation, hunting, fishing, and trapping.
- Support for efforts to minimize habitat fragmentation.
- Support and participate in programs to enhance wildlife habitat where there is potential and consensus to do so.

Policies and Programs

- Include consideration of wildlife habitat protection in the review and approval of land development projects and urban growth.
- Support measures which protect farming property and products from wildlife damage.
- Support programs which compensate landowners for loss of property and income from wildlife damage.
- Consider utilizing the wildlife program assistance of the WI Dept. of Natural Resources.

- Review wildlife protection standards in local land use planning.

Metallic and Non-Metallic Mineral Resources:

Planning Context

There are no known metallic mineral resources in this area. There are non-metallic mineral resources in the form of sedimentary rock and sand and gravel deposits. The sedimentary rock consists mainly of limestone and some sandstone. There are three limestone quarries in the Town of Kickapoo. Reclamation measures are advisable for terminated quarries and pits. Since 2001, reclamation measures have been required for terminated quarries and pits. Non-metallic mining has been reported as a significant planning concern in this area.

Goals and Objectives

- Maintain non-metallic mineral resource use of the land consistent with other planning goals, policies, and programs.
- Provide for non-metallic mining and reclamation within county ordinances.
- Recognize that non-metallic minerals are a local natural resource, the use of which can benefit local residents and the local economy.

Policies and Programs

- Support standards for where rock quarries and sand/gravel pits can be located, and for the scale of such operations.
- Support standards for managing the impacts of quarries and pits on adjacent properties and residents. Require reclamation, landscaping, and safety standards for terminated quarries and pits.
- Support standards for the closure and reclamation of quarries.
- Consider locational and performance standards for rock quarries and sand/gravel pits.

Parks and Open Space:

The Parks and Open Space element of this section of the Plan is presented in the Parks element of Section 4 of this plan concerning Utilities and Community Facilities.

Historical and Cultural Resources:

Planning Context

The cultural and historical resources of this area fall within two principal time periods: the pre-settlement culture and the culture developed after the onset of white settlement starting about the middle of the nineteenth century.

The pre-settlement history which is significant to this area consists of the Native American presence in the area. The Native American culture present at the time of European settlement was largely that of the Ho-Chunk nation. This nation was thought to be preceded in the area by Native Americans of the Woodland Period, extending back about 3,000 years.

There aren't any known permanent Native American village sites in this area. The Kickapoo River was likely a means of transportation for Native Americans. Extensive farming and urban development in the area may have removed many historic sites; however, there may be undisturbed sites not yet identified; such sites must be reported and protected if found.

Most of the historic and cultural resources that are known to exist in this area are those related to the white settlement from the mid-nineteenth century to the present. The Vernon County Historical Museum in Viroqua is a valuable resource for such information. Properties on the National Register of Historical Places include: the following: site of the first Post Office and the first hotel at the intersection of Highways X and 14.

Other potentially significant historical sites in this area are inventoried by the Wisconsin Historical Society and are presented in the special report prepared by the Society entitled: Cultural Resources Report for the Cities of Viroqua and Westby, Villages of Coon Valley, Chaseburg, Stoddard and Readstown, Towns of Bergen, Coon, Hamburg, Christiana, Viroqua and Kickapoo, Vernon County, May, 2003

Significant cultural resources and traditions in this area include: Norwegian heritage, dairy farming, cheese production, tobacco growing and the Amish society.

Goals and Objectives

- Preservation and interpretation of historical and cultural resources.
- Support facilities, such as the Vernon County Historical Museum, for the collection, archival protection, display, and interpretation of historical and cultural materials from the area.
- Continue research and investigation regarding historical events, sites, and individuals to further local understanding and appreciation of local history and culture.
- Integrate historical and cultural concerns into public and private decision-making on issues of development and cultural programs.
- Preserve cultural and archaeological resources as a part of land development.

Policies

- Require that the impact on historical and cultural resources be considered when making governmental decisions involving such resources.
- Support the programs of the Vernon County Historical Society.
- Support and enhance preservation of historic properties in the Town of Kickapoo.
- Support efforts to advance knowledge about local historical and cultural resources.
- Support the recommendations of the Wisconsin Historical Society in their Cultural Resources Report referenced above.

Programs

- Integrate provisions for the consideration of historical and cultural resources into programs requiring governmental decisions involving or affecting historical and cultural resources.
- Sponsor and assist research on specific historical subjects and sites.
- Facilitate assistance to property owners to nominate eligible properties to the National Register of Historical Places.

Community Design:

Planning Context

The design of the community is very important for a successful tourism economy and in attracting new residents. Clean-up and the elimination of eye-sores and blight is a universal urban and rural need which requires continual attention. A frequent comment by the public in the many citizen surveys done as a part of this Central Vernon County Planning Program was the need to clean up trash and blighting uses.

Goals and Objectives

- Apply design principles to assure an esthetic image of the urban and rural built environments of this area.

Policies

- Promote public education programs to support esthetic property design and clean-up.

Programs

- Maintain clean up programs.

Recreational Resources:

The Recreational Resources element is presented in the Parks section of Section 4 of this Plan regarding Utilities and Community Facilities.

Other Natural Resources:

The above sections of this Plan cover the customary natural and cultural resource issues which the Town of Kickapoo has occasion to deal with. Other issues and opportunities which fall within the natural resource character of this area include the following:

- Air Quality - Issues regarding air quality may involve odors, smoke, dust, and noxious emissions. A more frequent issue in rural areas is the odors from confinement livestock feeding operations. There are known areas of concern that may need to be addressed in this area.
- Noise Control. - Issues regarding noise levels should be considered in future development.

Section 6 - Economic Development Element

Goal of this Element:

To plan for the protection, retention and expansion of the area's economic base, including quality employment opportunities. An overall goal is to position the Kickapoo area to make beneficial adjustments to changing economic forces. A further goal of this element is to identify applicable county, regional, and state economic development programs that have potential for benefiting this area.

Regional Economic Development Context:

Meaningful planning for growth and economic development is normally done within a regional context. The engine of growth for an area is its economy. The conventional measure of a local economy is jobs and related income levels. An important part of the economy for the Kickapoo community is measured by its place in the regional economy, and much of this is in the form of commuting to jobs within the region. The resident labor force is dependent upon such commuting because there are no large employers in the Kickapoo area, with the possible exception of the Kickapoo School District facilities and other employers in the Village of Viola located a short distance from the Town. Area businesses employing a significant number of the local population include S & S

Cycle, Lowe Manufacturing, and CROPP in La Farge. On a county-wide basis, 37% of the Vernon County labor force commuted outside the county for work in 2000.

Agriculture remains a substantial part of this area's economy; however, this economic sector is significantly influenced by national economic forces and governmental policy. Even though only about half of the Town of Kickapoo is in farmland, the Town is located in a strong agricultural region of Wisconsin. The Department of Workforce Development reports that Vernon County is one of only four Wisconsin counties where "40 percent or more of total county employment is directly related to farming or farm related products;" all other counties have less farm employment. Approximately 25% of all organic farms in the State of Wisconsin are located within Vernon County.

An increasingly significant component of the local economy is the attraction of the area for recreational and retirement housing and related recreational activities. This describes a tourism economy which is important for local economic development. This economic activity transfers money into the local economy by mostly absentee persons who pay generous prices for property, with additional money flowing into the area for various forms of property improvements particularly home building. This non-traditional economy does not depend as much on local jobs and businesses as the traditional local economy. This style of economy depends upon the preservation of the natural environment and scenery of the area and region. Landowners and local government both have important roles in preserving the natural conditions which support this type of economy.

This area may also be suitable for the development of alternative energy resources including wind, biomass and hydro.

Not all communities in any given region are capable of tapping or benefiting from their region's economy. The five most important factors that determine a community's growth capability, and therefore its economy are:

- Location.
- Natural resources.
- Availability of land free of major development limitations.
- Infrastructure needed for growth.
- Institutional assets, including: services, leadership and heritage.

Economic activity in this area will likely remain quite dependent upon reliable and affordable transportation, largely for commuting to jobs, and for recreation. Accommodating additional growth will be linked to the growth policies and infrastructure capacity of the Town of Kickapoo.

Analysis of Economic Base and Labor Force:

Economic Base

The most meaningful economic base analysis is done on a county unit or larger basis; the commuting zone of a community can also be a very meaningful basis. However, the Comprehensive Plan for this area can still describe the basic framework of the economic base of the Kickapoo area. The sources of economic data used in this section include the U. S. Census Bureau, the Wisconsin Department of Workforce Development (DWD), Wisconsin Department of Revenue, and the Mississippi River Regional Planning Commission (MRRPC).

According to the DWD, the top five employers in Vernon County in March 2000, by industry group were: Educational services, Health services, Eating and drinking places, Executive-legislative-and general, and Social Services. The top five employers at this time were reported to be: Nelson

Industries, Vernon Memorial Hospital, Bethel Home and Services, Wal-Mart Associates and the Vernon Area Rehabilitation Services.

Because the residents of the Kickapoo community commute to a wide variety of locations for work, an analysis of the occupation of area residents and the industry they work in is only partially helpful. However, the tables below help define this area's economic base. The occupation of Town of Kickapoo residents and the industry they work in represent typical distributions for a medium-size rural community. The most significant economic characteristic is that the third highest proportion of town residents were employed in the "education, health, and social services" industry, in management, professional and service-related occupations in 2000. Manufacturing was the second highest industry category, and agriculture etc. was the highest industrial area employing town residents.

Occupation of Employed Residents	T. of Kickapoo		Vernon Co.
	No.	%	%
Management, professional, & related occupations	88	33.6	29.9
Service occupations	23	8.8	15.2
Sales and office occupations	57	21.8	20.7
Farming, fishing and forestry	12	4.6	3.1
Construction, extraction and maintenance	26	9.9	10.2
Production, transportation and material moving	56	21.4	20.9
Employed Civilian Population over 16 yrs old	262	64.4	61.7

Data Source: U. S. Census Bureau, year 2000 census

Industry of Employed Residents	T. of Kickapoo		Vernon Co.
	No.	%	%
Agriculture, forestry, fishing, hunting and mining	51	19.5	11.6
Construction	15	5.7	6.9
Manufacturing	45	17.2	17.0
Wholesale trade	7	2.7	3.6
Retail trade	27	10.3	11.7
Transportation, warehousing and utilities	13	5.0	4.9
Information	7	2.7	1.2
Finance, insurance, real estate, rental and leasing	11	4.2	3.6
Public administration	11	4.2	3.5
Education, health and social services	41	15.6	21.9
Arts, entertainment, recreation, accommodation and food service	10	3.8	5.7

Industry of Employed Residents	T. of Kickapoo		Vernon Co.
	No.	%	%
Professional, scientific, management, administrative and waste management services	13	5.0	4.2
Other services	11	4.2	4.2

Data Source: U. S. Census Bureau, 2000 Census

The fastest growing economic sectors influencing this economy could be expected to remain in the occupational areas of education, health, social services, manufacturing, and other service areas. It will be commuting that will connect most local residents to such jobs.

Tourism is a significant, although somewhat dispersed sector of the local economy. Tourism jobs and income are divided across many sectors of the economy and are not reported, as such, in conventional economic statistics. The Kickapoo community benefits from several significant tourism resources. Hunting, fishing, camping, driving for pleasure, and seasonal housing are tourism growth areas.

Economic Base Conclusions

The economy of this area is increasingly dependent upon businesses and service institutions located outside the area. A commuting labor force brings the benefits of this regional economy to the Kickapoo area. This trend would indicate an increasing dependence of the larger regional economy to sustain the local economy; however the local farming economy remains a significant local component of the economic base in addition to the related agri-business and commercial service activity in the Village of Readstown. An important planning implication from the commuting economy is the fact that the town does not have to provide the public infrastructure, services and incentives that are required by the businesses supplying those jobs; other communities are supplying that infrastructure. Tourism and recreational/retirement housing are becoming more significant sectors of the local economy, but may be under-developed at the present time. These sectors of the economy are significant because they are growth areas and because they are rooted in a fixed resource which assures that these parts of the local economy cannot be relocated. **Maps 7 and 8** generalize the economic development opportunities and limitations for this area.

Labor Force and Employment Patterns

In 1990, 43% of Town of Kickapoo residents who were employed worked outside Vernon County. The community of greatest employment was Viroqua, where 16% of Town of Kickapoo residents who worked were employed. A measure of the local labor force commuting in 2000 is reflected in the mean travel time to work of 30.7 minutes for workers in the Town of Kickapoo. The mean travel time to work for all Vernon County workers was 23.7 minutes in 2000.

The economic impact of the senior citizen population also has a significant impact on the local economy. In 2000, 37.6% of all Town of Kickapoo residents had Social Security income. This compares to 33.5% for Vernon County, and 26.4% for Wisconsin. The proportion of Social Security income to the area not only indicates the significant percentage of federal transfer payments coming into the local economy, but it also indicates the high proportion of the local population which is not earning the higher incomes associated with employment. These and other transfer payments coming from the outside are an important part of the local economy.

Jobs And Employment Outlook:

Maintaining an area's employment base is a major need for any community. Occupational opportunities can be expected to shift over time as industries change. There may be an important societal change during this planning period which will affect the employment situation, and this will be the projected reduction in the size of the labor force starting about 2010 as the baby-boom population reaches retirement age. While some of these job holders will continue working, its still projected that there will be more jobs than workers for many years. This demographic situation may point to lower unemployment rates in the future. It also is an indicator that communities that wish to continue growing will have to engage in population recruitment programs. Possible countervailing trends that

could mute this projected labor force shortage could be the deferment of retirement and the enlargement of the national labor force by migrant citizens. Labor force availability has always been an important requirement of businesses seeking new locations or to expand existing business establishments.

The Amish community appears to be a growing segment of the local work force.

Income:

Capita Personal Income, 2000	
Town of Kickapoo	\$ 15,543
Vernon County	\$ 18,218
Wisconsin	\$ 28,100
United States	\$ 29,469

U. S Census Bureau, year 2000 census

Median Earnings, 2000	Town of Kickapoo	Vernon County
Male, full-time year-round worker	\$23,929	\$28,970
Female, full-time year-round worker	\$19,453	\$20,635

U. S. Census Bureau, year 2000 census

Median Household and Family Income, 2000

For the Town of Kickapoo, “family” units generally earn more than living units classified as “households”, which include many single person housing units. In 2000, the Town had 47.8% of its households below the \$25,000 to \$34,999 income level. For the Town of Kickapoo, the median household income was \$36,023, and the median family income was \$38,125. For Vernon County, the median household income was \$33,178, and the median family income was \$40,666. In 1989, the total income of town residents from farming was only 11.5%; this compared to the county average of 15.6%.

Economic Development Strategic Assessment and Plan:

Strengths

- Located on three major state highways
- Within commuting distance of other employment centers
- Commuting jobs are generally high income jobs
- No significant environmental limitations to community
- Quality of living amenities
- Small town character
- An unspoiled natural landscape area
- Being in the Kickapoo River & driftless area tourism region

Weaknesses

- Absence of diversified transportation options.
--Presently limited to two-lane state highways.
- Commuting jobs are somewhat distant.
- Pressure on the property tax.
- Limited visitor and business lodging.
- No county-wide economic development strategy or action programs.
- General prevalence of hilly land severely limits sites for business development.

Opportunities

- The amenities and tourism potential of the Kickapoo River offers opportunity for continued economic growth.
- More value-added industries from farm products.
- Organic agriculture industry.
- Lands which are scenic, remote, timbered and reasonably priced provide potential for a style of housing of increasing appeal to the urban, recreational, and retiree housing markets.
- Tourism – heritage tourism, agriculture tourism, driftless area attractions.
- New housing and tax base growth from a commuting labor force.
- Alternative energy opportunities

Threats

- Continued national trends of business restructuring and relocations.
- Any future impacts of globalization on area employers.
- Any negative business condition in regional job centers.
- Any significant decrease in municipal state aid or other public revenues.
- Significant increases in energy costs (impact on commuting and recreation travel).
- Possible labor force shortages later in this planning period.
- The area remaining outside the areas of the state's proposed widening projects for Highway 14/61.

Economic Development Recommendations:

Goals and Objectives

- A healthy and growing economy.
- A community that is an inviting place to work, live, and recreate.
- Positive relationships between business and government.
- Protect existing jobs.
- Develop new jobs.
- Grow the local tax base.
- Provide quality public services and cultural amenities which will attract businesses, and which, in turn, will attract individuals and families to live and work in the Readstown/Kickapoo area.
- Permanent partnerships between local government and the business community to implement economic development opportunities and which will serve to avoid local economic problems.

Policies

- To consider local programs to protect the natural and scenic qualities of the lands in the community.
- To work for the retention of existing businesses.
- To assist the expansion of businesses which demonstrate growth potential.
- To develop new industries for the production of finished products from agriculture.
- To develop value-added businesses from forest products.
- To consider public amenities through town programs which will contribute to the quality of life requirements for attracting and retaining a local labor force to live in the village and the town.
- To plan and implement local programs to protect the natural and scenic qualities of the lands in the community.
- To work with government officials at all levels of government to obtain public works improvement projects which benefit the citizens and economy of the area.

Programs

- Identifying sites for business and industries.
- Provision of infrastructure and services for business and industry.
- Provide standards to ensure quality residential environments as an encouragement to housing development.
- Consider a tourism marketing program in partnership with local tourism stakeholders, with the county, and with the Hidden Valleys Tourism Organization.
- Consider an economic development partnership between local and county units of government and local school system and the University Extension Service to coordinate and target economic development resources.
- Develop programs to establish priorities and re-use plans for the redevelopment of brownfield sites for economic development.

Formal Economic Development Programs:

The Town may become involved with the following programs and entities:

Village of Readstown, Vernon County, the Mississippi River Regional Planning Commission, Western Wisconsin Technical College, 7-Rivers economic development program, University of Wisconsin, La Crosse, State of Wisconsin, HUD and other federal programs.

Section 7 - Intergovernmental Cooperation Element

Goal of this Element:

To analyze the interrelationship of existing governmental services in the area; to incorporate existing intergovernmental agreements; and to identify existing and potential conflicts between governmental units for the purpose of identifying feasible and acceptable means of joint planning and decision making with other governmental jurisdictions.

Planning Context:

Some degree of intergovernmental cooperation has been occurring among local governments for many years; fire and rescue services is a good example. The trends and outlook for the preservation of certain public services point to some new realities which local governments will increasingly be challenged to deal with, and foremost among these is cost containment. An additional trend which local governments will be increasingly challenged to deal with is the moderating or declining amount of outside revenue available to local government to fund local services.

The combination of the above trends in service costs and the reaction of local taxpayers to increasing costs is producing strong pressures on local government to moderate or lower the cost of the property tax component of local governmental services; this fact is born out by the information from the input form the local resident surveys conducted as a part of this comprehensive planning program as well as from other authorities and studies of this issue. The linking of local service cost increases to the property tax is an important factor affecting local service delivery and can be a very practical motivation for intergovernmental cooperation. Dealing with the property tax program is beyond the scope of the comprehensive planning program.

However, one of the key purposes of Wisconsin's comprehensive planning program is to discover if there are needs and opportunities for new areas of cooperation which can deal with these new challenges in delivering public services. The fundamental purpose of such cooperation would be to lower or spread the public cost of such services. Service-sharing amongst compatible units of government is one of the means of achieving this purpose. The comprehensive planning program is only one effort in this direction; follow-up efforts will be necessary for specific accomplishments in this area.

School Districts:

This area is served by parts of three school districts. Most of the area is served by the Kickapoo School District, and small parts of the area are served by the Viroqua and North Crawford School Districts. These districts are shown on **Map 6**.

Existing Relationship to Local Governments in the Area

The three school districts operate independently from the other units of government in the area. There is a positive relationship between the school districts and the other units of government in the area.

Existing and Potential Conflicts

There are no conflicts between the school district and the other units of government in this area. There are no potential conflicts evident at the present time.

Goals and Objectives

- Maintain positive relationships between school districts and other units of government.

Policies and Programs

- Cooperate in the provision of services that lend themselves to cost savings and efficiencies.
- Exchange information of mutual interest between school districts and other units of government.
- Identify school facilities which can be shared with the community, where feasible.

County Government:

Existing Relationships With County Government

The Town of Kickapoo has a positive relationship with county government. There are many administrative relationships between these units of government. These relationships are generally set out in state statutes. Only a limited number of these relationships deal with community planning matters. The most notable relationship is the county-wide enforcement of flood plain, shoreland, and wetland zoning, and the county-wide sanitary codes relating to the on-site waste disposal systems. In addition, county government has jurisdiction over the county trunk highway system which extends throughout the Town of Kickapoo. The maintenance of these highways is a county responsibility. The County Land and Water Conservation Department administers a variety of conservation programs. The Town is also eligible for participation in and assistance from the programs related to community development and education from the Vernon County office of the University of Wisconsin Extension. Other relationships between county government and Town residents include the delivery of county services from the County Health Department and the County Solid Waste Department. The Health Department provides services regarding water testing, and testing for lead and radon, and services related to land-based health issues such as encephalitis and West Nile virus.

Existing and Potential Conflicts

No existing conflicts have been reported between the county government and the Town government. Road issues represent a general category of potential conflicts depending on traffic build-up and safety related issues. The process to resolve conflicts would involve regular communication and information sharing, personal meetings, and negotiations.

Goals and Objectives

- Maintain positive relationships between the county government and the Town government.
- Maintain open communications on all issues of mutual interest to identify potential problems early-on and minimize them.
- Adapt existing relationships between county and local units of government in tune with proven techniques for efficiencies in the delivery of public services based on mutual approvals.
- Service-sharing for cost efficiencies and for enabling services where they would otherwise not be possible.

Policy

- Cooperate with the county government in the delivery of specific services.

Programs

- Communicate regularly with county staff and county supervisors on issues of common concern.
- Cooperative planning on county-wide land resource and development needs and on economic development needs and potentials, particularly job preservation and new jobs.
- Identify ways and means of improving efficiencies in the delivery of public services involving Town government and the county government.

Adjacent Units of Government:

Existing Relationship to Local Governments in the Area

The Village of Readstown is presently enclosed entirely within the Town of Kickapoo. See **Map 1**. This comprehensive planning program has established a relationship between this village and town.

The units of government adjacent to the Town include the Towns of Viroqua, Franklin, and Liberty in Vernon County, the Town of Sylvan in Richland County, and the Town of Clayton in Crawford County. The Village of Viola, in Liberty Township, is about a half mile north of the Town of Kickapoo on Highway 131. The Town of Viroqua is also part of the Central Vernon County Planning Group, the 12 members of which are participating at various levels in the production of comprehensive plans.

Existing and Potential Conflicts

Relationships between town and municipal governments throughout Wisconsin are subject to potential conflicts, mostly on development issues located at or near the boundaries of these governmental units. These issues often contain implications for tax revenue and loss of territory. Such issues are largely rooted in custom and in the requirements of state statutes. The location of the Village of Viola's sanitary landfill in the Town of Kickapoo is a situation to be monitored to detect and mitigate any potential problems related to this facility. Except with respect to the sanitary landfill site, there are no existing conflicts known to exist between adjacent local units of government.

Goals and Objectives

- Positive relationships with all adjacent units of government.
- Open and regular communications.

- Coordination and sharing of services where feasible.
- Enable growth and development which benefits both village and town.
- Provide the greatest efficiencies possible in the delivery of public services.
- Seek cooperative solutions to development problems and potentials.
- Service-sharing in the interest of cost efficiencies and for providing services not otherwise possible.

Policies

- Cooperate in the provision of services in ways that create efficiencies and cost savings.
- Coordinate the planning and construction of infrastructure across jurisdictional lines.

Programs

- Meet with adjacent units of government and the county government to discuss the need and possibilities for cooperation and the sharing of services.
- Implement service sharing potentials.
- Continue the Readstown – Kickapoo joint fire and EMS service and engage in mutual aid agreements with other units of government as need and potential may arise.
- Continue to provide needed equipment and facilities to maintain the joint fire and EMS services necessary for it to discharge its mission throughout the future.

State Government:

Existing Relationship to Local Governments in the Area

There are many types of relationships between state government and the Town government in this area. In general, the relationships that exist between state and local government in this area are positive. Relationships regarding planning and development are largely in the area of various state standards. State solid waste standards also apply to the disposal of solid waste from the Town. The Department of Transportation applies various standards for the location and improvements of town and county highway systems that receive state and federal aid. The Department of Commerce is charged with implementing the requirements under the Wisconsin Uniform Building code which requires all local units of government to inspect all new one and two family dwellings for compliance with the building code. The Town of Kickapoo has complied with this code by arranging with a certified inspector to make the required inspections.

Existing and Potential Conflicts

There are no existing conflicts between state and local units of government which are known to be of concern to this planning program. Potential conflicts may arise as a result of future state legislation and rules. There are areas of known state involvement within the Town of Kickapoo, some of which have the potential for conflict. These areas include various natural resource regulations of the Department of Natural Resources and Department of Transportation programs affecting state and local roads. The rules of the Department of Commerce affect on-site waste disposal on lands in the Town of Kickapoo. Rules of the Department of Revenue affect land valuation, assessment, and taxation.

Goals and Objectives

- Maintain positive relationships with state government.
- Open and frequent communications with state officials on issues of concern.
- Achieve maximum benefits from state government.
- Tap the programs, resources, and assistance of state government.
- An understanding by state government of town needs, with effective responses.

Policies and Programs

- To work with state agencies to understand laws and rules affecting Kickapoo.
- To work with state legislators to communicate local needs.
- To work with state legislators and county officials to improve laws and rules which may not be in the interest of local units of government.
- Continue the existing efforts of the Town to monitor legislative proposals.

Federal Government:

Existing Relationship to Local Governments in the Area

There are few direct and regular relationships between the Town of Kickapoo with the Federal Government. Most such relationships are concerned with the application of federal laws and programs affecting various functions of local government. Many federal government regulations and funding programs come through state and regional agencies. Among the more prevalent federal programs are: the various federal soil and water conservation programs of the Department of Agriculture's Natural Resource Conservation Service (NRCS) which are administered by the County Land and Water Conservation Department. The U. S. Department of Transportation provides funding for state and county roads administered by the Wisconsin Department of Transportation. The U. S. Post Office in Readstown is the only on-site federal service in this area. A variety of federal funding and housing assistance is provided within the area through the U S. Department of Housing and Urban Development and the U.S. Department of Agriculture.

Existing and Potential Conflicts

There are no existing conflicts known to exist between the federal government and the local units of government. There is potential for conflict whenever there are adverse changes in federal funding and related policies. The measures that would typically be taken to resolve such conflicts would be direct communication with agency representatives and others as soon as possible when indications of conflict arise.

Goals and Objectives

- Maintaining positive relationships with the agencies of the federal government.
- Tapping federal programs to provide maximum benefits to local units.
- Keep informed of federal programs affecting this area.
- Seek assistance in tapping the benefits of federal programs.

Policies

- Cooperate with federal agencies on programs affecting the local area
- Work with congressional representatives to communicate local needs, and to communicate recommendations for improving the welfare of the town.
- To be knowledgeable of federal legislative proposals and programs impacting local government and provide local recommendations on such proposals and programs.
- Work with the Mississippi River Regional Planning Commission and the county government for assistance in dealing with federal programs and agencies.

Programs

- Continue the existing efforts for monitoring legislative proposals and for communicating with Congressional representatives on local needs and problems.

Existing Cooperative Boundary Plans or Agreements: None.

Section 8 - Land Use Element

Goal of this Element:

To guide the future development and redevelopment of lands in the Town of Kickapoo consistent with the goals, objectives, policies and programs of this Plan. An underlying goal of this Land Use Element is to enable local citizens and their local government to have an effective role in guiding land development to maintain a high quality of life in the Kickapoo area. Important sub-goals are to avoid local governmental costs required to deal with development problems, and also to enable the town to tap the area's potential for job development while preserving the environmental qualities of the area. Local control in matters related to land use is reserved to the town.

Land Use Inventory:

This Comprehensive Plan will be the first formal land use planning for the Town of Kickapoo. The Town is 37.89 square miles. This area is in the middle of the "driftless area" topographic region. See **Map 2**. This area and the surrounding region are very rural in character. The traditional agricultural land activities are diminishing in scope, and most area residents commute to urban jobs.

Land use planning has often involved "planning for development," and increasingly land use planning involves "planning for the conservation of present conditions."

According to the most current information available through the University of Wisconsin Town Land Use Data Project, only 50% of the town was in farmland in 1993. Of this, only 10.9% was in row crops, 25.3% in forages, 13.7% in grasslands. 45.8% of the entire town area was forest land. There were a total of 97 farms in the Town in 1997, four less than in 1990. The intensity of farm occurrence was 2.6 farms per square mile in 1997, compared to a Vernon County average of 3.0 farms per square mile. **Map 9** illustrates generalized existing land use for the Town of Kickapoo

Town of Kickapoo:

Type of Use	Amount - acres	Intensity % of Town **	Net Density
Residential	879.62	3.60%	4.53 acres/unit ***
Commercial	20.69	0.08	
Manufacturing	0.00	0.00	
Agricultural/Woodland	23,036.99	94.19	
Public Uses*	403.56	1.65	
Other	118.00	0.48	

* Includes all uses exempt from property taxes

** Calculations do not include area of street rights-of-way

*** Based on 194 occupied owner and rental housing units, year 2000, per U. S. Census

Source: Vernon County Treasurer's Office

Land Use Trends:

Land Supply

There is an ample supply of land for agricultural and community development. Almost all of this area is relatively rural in nature, with much of it being woodland and farmland. There are no dominant land supply problems in relationship to land needs; there are no urban development pressures in this area.

Land Demand

The present demand for land throughout this area is largely for rural uses. There has been an increasing demand for scenic rural lands for home building and for recreational/hunting uses. Private wells and on-site wastewater treatment systems are used to facilitate development.

Land Prices

Land prices in this area are relatively modest compared to similar lands near urban areas where housing pressures are greater, although reports are that this situation is changing. Land prices can experience spikes in values for some individual parcels with prime attributes for housing development. Land prices can be expected to increase as more rural lands are purchased for housing and recreational uses. Land prices can be influenced to some degree by land use plans, zoning and availability of services. In the town of Kickapoo, land pricing is determined primarily in two ways: by developers and by the sale of individual parcels.

Opportunities for Redevelopment

The opportunities for redevelopment within this area are limited.

Existing and Potential Land Use Conflicts:

There is no systematic pattern of land use conflicts in the Town of Kickapoo. More significant land use conflicts can be expected to occur as more urban uses or industrial agricultural uses develop in the Town. The greatest potential for land use conflicts in the town would be in the rural areas at the interface of non-farm homes and agricultural and industrial activities. The presence of non-farm homes is still dispersed; however, a wider distribution of such homes could be expected to create increased land use conflicts with farming activities. An increasing potential for land use conflicts throughout rural areas, in general, such as confined animal feeding operations (CAFO).

The exercise of extraterritorial zoning authority by the Village of Readstown could result in potential land use and land regulation conflict. **See Map 10.**

Wisconsin's new livestock facility sighting law, s. 93.90, operates through local government to enable the control of large and small livestock facilities.

Land Development Limitations:

The development of some land uses can be constrained by the physical characteristics of a given location generally related to characteristics of soil water and geology. The Town of Kickapoo has physical limitations to land development within its boundaries. The primary physical limitations include flood plain lands, wetlands, steep slopes, and high bed rock. Other limitations may include proximity to uses such as feed lots, quarries and historical sites. Some of these limitations may include state or federal regulations regarding development. **Map 7** illustrates some of these land use limitations. Specific development proposals should be evaluated for their relationship to these limitations and the various regulations that may be associated with them.

Land Use Plan:

Goals

- Protection of property rights and respect for community rights.
- Compatible land use relationships at the interface of urban and rural lands.
- Land use patterns compatible with cultural and environmental resources.
- Maximum feasible compatibility between adjacent land uses.

Objectives

Adopt and pursue land use policies and programs which:

- Facilitate economic development and community growth.
- Maintain local control over land use and development decisions.
- Create compatible relationships between highway improvements and land uses.
- Create safe, pleasant, and esthetic residential areas and protection of property values.
- Provide some certainty to residents, businesses, and farmers about the nature of future land use in a given area.
- Facilitate farming operations and the local agricultural economy.
- Provide safe and healthy rural housing environments.
- Encourage protection and conservation of prime productive agricultural lands.
- Encourage the use of generally accepted forestry practices.
- Protect and conserve soil and water resources
- Protect and conserve flora and fauna resources
- Protect and conserve historic and cultural structures and sites.
- Minimize problems from storm water runoff.

Policies

- Plan land use to protect and develop the area's economic welfare.
- Identify dormant potential for development and tax base growth in the Town of Kickapoo.
- Consider the possible future adoption of conventional measures to implement any Comprehensive Plan adopted by the Town of Kickapoo.

Programs

- Maintain existing town land use goals and policies.
- Be open to exploring land use issues, including solutions to identified land use problems and potentials.
- Support the continuation of the county's remonumentation of public land survey system corners.

Future Land Use By Net Density

The net density for new residential land use assumes that population growth after 2000 will consist of an average of a three person household which will occupy two acres or more per household. The gross residential density is assumed to be lower because some households will be located on rural parcels larger than two acres. Some of these non-farm, residential parcels are assumed to contain areas of woodlands, wetlands, hillsides, and crop land. Therefore, a uniform area of two acres within such larger parcels has been assigned for the lands occupied by the dwelling unit and directly related uses. In the absence of density standards, it is assumed that some housing units will be on parcels of less than two acres but will meet on-site sanitary waste disposal standards.

Provisional Land Use Plan Maps

Map 10 presents a provisional land use plan for the Town of Kickapoo. This map represents the first attempt by this unit of government to consider land use planning and does not represent the full range of thought and detail about future land usage. The map is a beginning point, not an end determination about future land usage. Accordingly, its intended that the map be reevaluated and updated and that changes be made by these bodies as new information, needs, and trends would suggest such changes.

It is important that the Town of Kickapoo appoint a custodian of its land use plan (an individual or committee), with the responsibility of identifying and bringing to the attention of the governing body any such changes referenced above.

Consistency Requirement

Also, land use plan maps and any zoning maps that may be developed should be consistent with each other. This consistency is also necessary regarding land division and official mapping ordinances.

Section 9 - Implementation Element

Goal of This Element:

To inventory existing implementation programs and any recommended changes thereto; to describe key implementation tools and strategies, to describe how progress toward achieving all aspects of the plan will be measured; and describe the process for updating the Comprehensive Plan.

Implementation Measures:

This table identifies the standard implementation measures which were in place in the Town of Kickapoo in 2006.

Implementation Measure	Town of Kickapoo
Zoning*	--
Subdivision Regulations	--
Sanitary Codes	
Official Mapping	--
Erosion & Storm water Regulations	--
Site Plan Regulations & Road Ordinances	X
Sign Regulations	--
Building Codes **	--
Housing Codes**	--
Mechanical Codes	--
Historic Preservation	--
Design Review	--

*Flood plain, shoreland, and wetland zoning is county-wide & administered by the County Zoning Office

** The Wisconsin Uniform Dwelling Code was enacted in 2003, and required application of this code for new one and two family dwellings beginning in 2005. The Town of Kickapoo has deferred the enforcement of this code to the state. The town issues the Wisconsin Administrative building permit application with its building permit application and sends one copy to the state.

In addition to the standard implementation measures identified in the above table, there are other techniques which can have an effective role in implementing this Comprehensive Plan. These implementation techniques and issues are described below:

Importance of Plan Implementation

Many community and rural development issues and recommendations have been identified in the preceding sections of this Comprehensive Plan. They will have little meaning if disciplined measures are not taken to implement them. Even though citizen activism can occasionally achieve planning recommendations, the most essential measures to achieve planning recommendations will be a variety of formal tools which the town already has access to. These tools consist of a variety of ordinances and other official measures which can only be enacted by decisions of the town government; these measures are described below. *It is recommended that, because these tools are available to town government, the size of the Town Board be increased from three (3) persons to five (5).*

Custodian of the Comprehensive Plan:

One of the most important requirements for implementation of a Comprehensive Plan is that the plan has a custodian. It's important that there be an individual or committee whose job it is to keep the plan in front of governmental decision-making bodies as development discussions and decisions come up. This custodian would be responsible for detecting when amendments to the plan are necessary or desirable as circumstances change, and then arranging for the plan to be updated. This custodian would be appointed by the governing body. The custodian would have no decision-making authority. Too often, plans are enthusiastically prepared and adopted but then fall through the cracks of governmental organization; and the use of the plan, or even knowledge of it, ceases as governmental officials come and go. This custodian element is particularly important under the state's comprehensive planning law which requires that after January 1, 2010, that local governmental decisions regarding land use (zoning, platting, official mapping) be "consistent" with their Comprehensive Plan. A designated custodian could be that entity that helps maintain local governmental compliance with this consistency requirement.

Zoning:

The Town of Kickapoo has no zoning ordinance. Wisconsin law requires that beginning in 2010, that a unit of government's zoning must be "consistent" with its Comprehensive Plan, mostly the Land Use element of that plan. Vernon County also administers shoreland, floodplain and wetland zoning regulations and mapping according to state standards.

Subdivision and Platting Review

The Town of Kickapoo does not have a subdivision ordinance. Wisconsin law requires that after 2010 subdivision ordinances be "consistent" with land use plans. *While this comprehensive planning committee does not see a need for comprehensive zoning ordinances at this time, the Town of Kickapoo may find, in the future, land division ordinances serve a useful purpose in addressing development. In addition, it is recommended that an advisory referendum be conducted prior to the enactment of any comprehensive zoning ordinance.*

Extraterritorial Plat Review Jurisdiction

Subdivision ordinances permit the review of proposed plats within one and one-half miles of the boundary of smaller communities in Wisconsin. Readstown's extraterritorial plat review jurisdiction is located on **Map 10**.

Official Street Map

Official street maps are not a particularly useful tool in towns.

Development Impact Analysis:

An additional technique which can be employed as an aid in implementing development ordinances is the “development impact” analysis process. The principal components of such an analysis would include fiscal, environmental, socio-economic, traffic and land use impacts. Such analysis is typically employed for major rezonings and subdivision plats particularly where significant public services are required. Local zoning or platting ordinances can include requirements for some level of development impact analysis geared to the scope of a project. There are a variety of program models that are available to use for such an analysis. Such a model was recently developed by the Wisconsin Land Use Research Program. Public projects funded with state or federal funds are subject to environmental impact analysis. Projects with significant environmental impact require an Environmental Impact Statement by the funding agency.

The Town of Kickapoo has no legally binding authority to analyze the impact of development in the absence of a zoning or subdivision code.

Town and Village Boundaries

Joint planning between village and town governments for urban growth can produce the most cost-effective development for both the private land/business owner and the local government.

Boundary Agreements:

Formal boundary agreements can be a very effective tool in providing benefits to both village and town in the matter of growth issues related to jurisdictional boundaries. They can be an alternative to the traditional annexation process. Boundary agreements between municipalities and towns are permitted in state statutes 66.037 and 66.0301 which provide authority for local governments to develop “cooperative plans” for their boundaries.

Protection of Town Government’s Rural Functions and Town’s Rural Character:

Boundary agreements and town planning, in general, can avoid imposing new, urban-type responsibilities on town government which they likely would not be seeking but could be forced into over time in dealing with the public needs associated with significant non-rural development patterns. Such new responsibilities would bring all the related expenses and liabilities that come with them and the loss of much of the town’s rural character. Maintenance of the town’s rural character was an important value expressed in the town’s citizen survey of public opinion in 2003.

Local Governmental Revenue Sharing Agreements:

The effectiveness of boundary agreements can potentially be improved if they include a “municipal revenue sharing agreement” provided by state statute 66.0305. Sharing of revenue between local units of government may be an effective method of encouraging voluntary agreements on boundary adjustments. Among the requirements of such agreements is that they be for a term of at least ten years and that they are subject to a public hearing, and are subject to the possibility of an advisory referendum.

To be successful, boundary agreements and revenue sharing agreements must be well-planned. Such planning would require public information and education programs, and must be backed up by good comprehensive planning for the units of government involved in such measures.

Volunteerism:

One of the most prevalent and effective means of implementing many community projects is through volunteers. Such action can range from citizen assistance on public and institutional committees and boards to hands-on assistance with building community betterment projects. There are several such volunteer activities in the area, notably, the fire and rescue service. Volunteer contributions to a project can often be counted as an “in-kind” match in meeting the local financial contribution in seeking grant funds. Local government should be cultivating individuals and organizations whose philanthropic interest would match various public needs within the Town of Kickapoo.

Integration and Consistency Between Each Element of the Plan:

This Comprehensive Plan was prepared with the goal of achieving consistency between all plan elements. According to Wis. Stat. sec. 66.1001(3), beginning on January 1, 2010, any local government that wishes to initiate or modify a zoning and subdivision program or official mapping program must have those programs “consistent” with its Comprehensive Plan. Particular attention to consistency was emphasized in the Land Use and Implementation sections of this Plan regarding the importance of zoning consistency with the Land Use Plan. The combination of consistency and integration were particularly important in relating the Land Use and Transportation plan elements to each other. It is the intention of this Plan that any zoning map will be consistent with the land use element of the Comprehensive Plan, and that amendments to the Comprehensive Plan itself remain internally consistent with other elements of the Plan.

Mechanism to Measure Progress Toward Achieving All Aspects of The Plan:

The town’s mechanism for measuring progress toward achieving Comprehensive Plan recommendations will include an annual review of plan implementation issues by the town. The town’s custodian of the Comprehensive Plan will have an important role in this process. The development of plan implementation tools and codes remains a customary way to achieve progress toward achieving the goals of its Comprehensive Plan.

Process for Updating the Comprehensive Plan:

The Town will review and update the Plan on five-year intervals or otherwise as needed; this will include the reassessment of population projections, with revisions if necessary. The Comprehensive Plan custodian will have a role in updating the plan.

According to Wisconsin law, s. 66.1001, all town comprehensive plans must be adopted by the Town Board by ordinance after being recommended by a town planning commission if such plans are to have an official basis for implementing plan recommendations.

APPENDIX 1

Public Participation Plan

Public Participation Plan Central Vernon County Planning Group

Cluster A	Cluster B	Cluster C	Cluster D	Cluster E
City of Viroqua	City of Westby	Village of Coon Valley	Village of Stoddard	Village of Readstown
Town of Viroqua	Town of Christina	Village of Chaseburg	Town of Bergen	Town of Kickapoo
		Town of Coon		
		Town of Hamburg		

Introduction

It was originally perceived that the Town of Kickapoo and the Village of Readstown would have a joint comprehensive plan. However, the Town of Kickapoo elected to prepare an independent plan. The comprehensive planning program that the above twelve units of government are engaged in requires that each governing body adopt a plan for the participation of the public in the planning process. A draft copy of an initial public participation plan was distributed for review and input at the first two general meetings on this program in June and July of 2003.

A final public participation plan was produced after several months of working with local planning committees and receiving initial input from the public by way of citizen surveys conducted by the individual units of government. This public participation plan is presented below:

Goals of Public Participation:

1. To facilitate the acceptance and implementation of the Comprehensive Plan by local governments.
2. To foster local leadership in the planning process.
3. To obtain detailed information and recommendations on specific planning issues by extending special participation opportunities to local officials, to the public and to key resource persons.

Seven Level Public Participation Structure:

- Citizen opinion surveys.
- Surveys of public agency staff for technical input.
- Issue & Opportunity Study Papers.
- Public participation through five cluster committees and overall umbrella committee.
- Forms available at each public meeting to register statements of “reservation or dissent” regarding planning ideas or recommendations.
- Meetings with each of the twelve local governing units for elected official input and direction.
- A public hearing on the recommended plan in each of the twelve units of government.

This total program includes 63 public meetings involving the planning committees and the local units of government. These are all public meetings for which public notice is provided.

Public Participation Process:

- The project is started with an orientation meeting in which the 12 participating units of government are invited, including their planning commissions, staff, interested individuals, and with invitations to the media. From this meeting, interested individuals are identified for a project area Umbrella Planning Committee.
- A follow-up organizational and general planning meeting is held of the Umbrella Committee. Arrangements are made to form cluster planning committees, and work is begun on developing public input surveys for the clusters. An important function of the cluster committees will be to spread the word about the planning process and extend opportunities to others to participate.
- A series of cluster meetings are held to discuss the nine comprehensive planning elements and generate public input for those planning elements. A series of Issues and Opportunity Study Papers are provided by the consultant to initiate the discussion of these elements. These Study Papers are working tools to stimulate free-ranging idea development and present diverse visions of the issues and opportunities associated with the various planning elements. In this regard, the ideas and feedback generated by these Papers are not constrained by the limitations or pressures to refine or adopt specific recommendations. Therefore, these Papers do not present specific recommendations. The consultant will take the input generated by these Papers to compose the preliminary content of the comprehensive plans.
- Forms are provided at each public meeting for any person to register their “reservation or dissent” from anything being discussed. Written answers will be provided to anyone desiring an answer or explanation of any issue.
- The opinion surveys of local residents were the responsibility of each local units of government or cluster committee. The consultant provides some suggested questions to assist the process, but final questions and the length of the survey was a local decision. The City of Viroqua conducted an extensive public survey the year before this planning project began.
- Key organizations will be contacted for individualized input into the comprehensive plans. Among these organizations are: schools, area farm organizations, U.S. Department. of Agriculture offices, watershed/drainage districts, regional planning, State Department of Natural Resources, federal resource agencies, private utilities, civic organization and others.
- Coordinate between the cluster committees and the media on public information reports.
- The consultant will meet with individuals interested in providing input to the plans, within the limits of the project time schedule and budget.
- Meetings will be held with each of the twelve governing units to provide opportunities to review results public survey responses and to provide an opportunity to provide input and direction for the body of the plan.

- A preliminary plan document will be provided to cluster and umbrella planning committees for review and suggestion and to all adjacent units of government. The planning committees may take measures to solicit other public review and comment on the preliminary.
- Meetings will be held with each of the twelve governing units to provide an opportunity to review a preliminary draft of the total comprehensive plan and provide input for potential additions and revisions to the final plan document.
- Each of the governing units will hold a public hearing on the preliminary plan.
- Every plan commission or other body having the authority to adopt or amend a comprehensive plan will have an opportunity to adopt resolution approving the comprehensive plan for its jurisdiction and then send it on to its governing body for approval.
- Meetings will be held with each governing body for the purpose of presenting the final comprehensive plan and taking official action that plan by the governing body.

This Public Participation Plan was adopted by _____ on _____, _____, 2004

Issues and Opportunities Study Paper

Town of Kickapoo

Purpose

This Study Paper provides a summary description of the first major plan element to appear in the comprehensive plan: Issues and Opportunities. This Paper will deal with general planning matters and background information. This study papers points out those issues and opportunities that are relevant in this comprehensive planning program. The purpose of the “study paper” approach is to facilitate exposure to a broad spectrum of ideas and a free-ranging discussion of them. The ultimate purpose is to generate local feedback and direction for the production of the Comprehensive Plan material. Because this is a study paper, no recommendations are presented here.

Introduction

The Issues and Opportunities section of the Comprehensive Plan will contain overall objectives, policies, goals, and programs to guide future development and redevelopment over a 20 year planning period; such information in more detail will be presented in each functional section of the Comprehensive Plan. In addition, this section of the Plan will address the following background subjects: population, household, and employment forecasts; age distribution; educational levels; income levels; and employment characteristics. Information and forecasts on some of these subjects, such as employment forecasts, may not be possible or relevant for small units of government particularly where much of the labor force is spread out throughout the region.

Unless otherwise noted, all demographic statistics referenced in this Paper are from the U. S. Census Bureau or the Mississippi River Regional Planning Commission, MRRPC.

Issues:

1. General Observations Regarding Growth --- Demographic factors, such as population, income, and employment are only the measure of a community’s growth or decline, not the source of it. The engine of growth for a community (municipality or town) is its economy. The key measure of that economy is jobs and related income levels. A substantial part of the economy for the Cluster E communities is measured by their place in the **regional economy**. A substantial part of the Cluster E economy is agriculture; and this part of the local economy is influenced by the national agricultural economy and public policy.
2. Not all communities in any given region are equally capable of tapping or benefiting from their region’s economy. The five most important factors that determine a community’s growth capability are:
 - **Location**
 - Natural **resources**
 - Availability of **land** free of major development limitations
 - Availability of the **infrastructure** needed for growth
 - **Institutional** structures, services, leadership & heritage

Communities typically don’t excel in all factors; however, some come close. There can be other unusual factors that determine a community’s growth capability, such as the political decisions related to the location or termination of a public facility.

3. Regional Growth Context – Kickapoo is located in a rural region relatively distant from cities of significant size. The largest cities in the immediate region include cities in the Highway 14 corridor, which are: the City of Viroqua, population 4,300 about 12 miles north of Readstown, and the City of Richland Center, population 5,100, located about 25 miles to the southeast. Some of the regional significance of Kickapoo is its location at the junction of Highways 61 and 14 which have connections directly to the nearby metropolitan areas of Madison, Dubuque and La Crosse. While this Study Paper does not constitute the demographic analysis part of the Comprehensive Plan, a sampling of regional employment illustrates the regional interdependence of this area’s population
4. In 2000, there were 262 employed residents in the Town of Kickapoo. Of these, 65 worked in the City of Viroqua, 35 worked in the Town of Kickapoo, 30 worked in Viola, 20 worked in Readstown, 18 worked in Richland Center, and 12 worked in the La Crosse area. The one-third increase in employed residents over 1990 was apparently due to commuting rather than from new local jobs.
5. The work locations of the residents of this cluster area and their travel time to work is one measure of the size of the local economy. The information in item 4 above indicates a rather significant dispersal of residents of this cluster area for work. Another indicator of this dispersal is the mean travel time to work, which was 30.7 minutes for Town of Kickapoo residents in 2000; the mean travel time for all of Vernon County was 23.7 minutes according the U.S. Census. This census also reported that in 2000, there were only 12 residents of the Town of Kickapoo engaged in the occupations of “farming, fishing, and forestry.”
6. The economic impact of the senior citizen population is also significant. In 2000, 23.4% of Kickapoo households were on retirement income compared to the county average of 15%. Also, 37.6 % of Kickapoo households had some form of Social Security income in 2000 according to the U.S. Census; the county average was 33.5 % and the state average was 15.7%.
7. Development Capability – Most communities are impacted by a variety of physical limitations to development. The physical development limitations in the Town of Kickapoo include steep slopes, flood plain lands, and wetlands; however, there is also a substantial amount of land conducive to development. There is a significant amount of upland with good development capability in the Town of Kickapoo, although there are broad flood plains along the Kickapoo River and the West Fork of the Kickapoo River. The development capability of some of the developable lands is enhanced by the accessibility afforded by Highway 14-61. The expanding imprint of non-farm development on the natural landscape in this rural area can be expected to be a continuing issue.
8. Agriculture – Agricultural land use is the dominant development type by land area in the area. Important issues for this Comprehensive Plan will be the maintenance of compatibility between agriculture and non-agricultural use, and how to sustain the farming way of life. The area can be expected to experience some continuing growth along Highways 14, 61 and 131. The loss of agricultural land due to such development can be expected to be an important issue.
9. Status of Planning –There are no comprehensive plans, land use plans or zoning for units of government in the Town. The Town of Kickapoo is covered by a county Farmland Preservation Program and a Land & Water Resource Management Plan and county flood plain and

shoreland zoning. All planning and implementation measures in this planning program are completely a matter of local control.

10. Property Rights – Respect for property rights is a bedrock principle in American land use planning and is a given requirement in this comprehensive planning program. The Town Board has the final say on any property rights impacts from this planning program.
11. Demographic Change – The average age of the population in this planning cluster would normally increase significantly as the large “baby boom” population advances into the retirement years beginning about 2010. As the local population ages, the needs and capacities of local government can be expected to change. Population loss could occur. The existing population of this area will produce significant elderly population numbers during the next twenty years. In addition, new elderly persons may be moving into the area. The magnitude of such a population influx to this area would likely be tempered by the remoteness from elderly dependent services, such as medical care, shopping and other services.
12. Planning Issues Regarding This Aging Population – These issues include the need for greater access to health care; greater accessibility, in general, such as wellness programs to maintain health; transportation to health care facilities; the need for local wellness and clinic facilities; the need for specialized housing alternatives and residential life styles, etc. This issue will receive more attention in the housing, transportation and community facilities elements of the Comprehensive Plan.
13. Preference For Rural Living – Barring economic or energy upheavals, a strong societal preference has been established for low-density, open space living. Many authorities on growth, including those in the planning profession, have observed and reported on this trend for many years, as verified by the results of the year 2000 U.S. Census and other specialized studies. Such authorities are observing that the economy is experiencing significant transformation from an industrial economy to an information/service economy. This economic transformation, plus continuing highway improvement, will facilitate the development of rural, non-farm housing based on the growing possibility of home occupations and easy commuting to regional job centers. These economic trends and personal living preferences will have implications for land use development and rural community structure during the planning period of this Comprehensive Plan. More rural living will add to the traffic on rural roads which will require selective improvements to deal with congestion and safety problems. Land use conflicts can be expected to occur.
14. High Amenity Area – The area is a high amenity area due mainly to its hills, stream valleys, and scenic views. These amenities are enhanced by the unspoiled rural farm landscape; these conditions will increasingly be sought out for home sites. As early as 1973, the Minneapolis Federal Reserve Bank issued a report describing the future prospects for Upper Midwest population changes, in which it was observed that: “rural non-farm population growth in the Upper Midwest can be expected to continue in the high amenity areas, particularly those easily accessible to metropolitan centers”. The report went on to say that Wisconsin could expect the largest growth in this type of population, particularly in western Wisconsin. Many public and private authorities have reinforced this projection in recent years. The USDA Economic Research Service says that: “Natural amenities are the trump card for rural areas”. This trend is being realized, and is expected to contribute to some measure of growth in this area. Related planning issues include development pressures on hillsides, and flood plains, infringement on

scenic views and possible diminishment of the scenic qualities which this area has been known for. A strong element in the nation-wide rural, non-farm housing trend is the desire to build where there are scenic views. The area has a very high quality living environment as represented by its scenic, agricultural landscape and ample outdoor recreation opportunities. An overall growth issue will be the maintenance of these lifestyle amenities as these areas experience growth pressures. .

15. More Commuting – More commuter traffic can be expected on many roads in this area, but particularly on Highways 14, 61 and 131.
16. Culture and Heritage – Cultural and heritage values and traditions, particularly as related to the land, are important issues to be considered and protected in any local planning program. Community development authorities are increasingly documenting that communities that protect and promote their scenic and cultural amenities have a healthier business climate and are better places to live.
17. Coordination – Are there areas where public services can be coordinated, shared or in any other way be improved, and this includes relationships extending outside this cluster area? Existing effective examples, such as emergency services, can be looked to for lessons on area-wide service delivery.
18. Economic Development – Protecting the local tax base and expanding it is always an issue. Local planning can help do this. One important issue in this regard is the cost of development to the local government. Agriculture is a vital part of the economy in the Town of Kickapoo. An important economic development goal will be to protect this local farm economy and tap areas of potential and innovation. Heritage tourism is becoming a strong economic development element for many communities that possess the assets of this area. Tourism is a clean industry and can tap already-present resources; such resources are locked into the area and the businesses related to it cannot be relocated. Effective and sustainable tourism requires innovative planning and marketing. How is tourism viewed in this area?
19. Sprawl – How serious an issue is this now, and how serious will it become? Are sufficient growth management measures available in the town to deal with this issue? Is sprawl OK, or is it something to be limited.

Opportunities:

1. Development And Growth Capability –The hilly areas can be expected to present physical challenges and extra costs for growth in certain directions. Steep slopes, stream flooding and flash flooding are significant development limitations; developing standards and implementing them will be important growth issues. The incursion of non-farm uses can bring problems for existing farming operations as well as interfere with the intensification of some farming practices.
2. Location – The Town of Kickapoo does not appear to be in the path of significant commuter growth from large cities. Commuting can be expected to increase to Viroqua and Richland Center. This cluster area’s principal locational advantage would appear to be for recreational and seasonal housing and outdoor recreational activity.

3. Amenities – Kickapoo possesses an authentic rural character. This rural character establishes a special identity and unity. Preserving and enhancing these themes may present special opportunities for supporting the economy and local governmental services in the area.
4. Kickapoo River -- The Kickapoo River is an outstanding environmental and recreational asset. This river presents special opportunities for continued growth in a variety of outdoor leisure time activities. Some of these opportunities are being realized. Within this planning period, other economic opportunities based on the assets of this river valley environment can be expected to materialize. This kind of economic activity can be self sustaining indefinitely if the natural resource base is protected and enhanced.
5. Economic Development –. Agriculture is a significant part of this area’s economy; and measures to protect agricultural lands from the impacts of non-agricultural development will be important in supporting the agricultural element of the local economy. It is unclear what potential the area will have for industrial development and to what extent it would be desired locally; significant local infrastructure is required to support industrial development. The assets of the area would indicate that this area can expect specialized economic development, such as agri-business, increased tourism, recreation, more convenience services for a growing residential population, and a variety of home-based businesses. Rural, home-based business enterprises are becoming more numerous and will continue to increase. Tourism would seem to have considerable more potential in this area. Tourism is a clean industry and the jobs from this industry can’t be relocated from the area. The tourism assets of this cluster and this region would appear to present opportunities for greater development and local benefits.
6. Housing Growth – New, suburban type housing can be expected to continue increasing, depending on the pace of future job development in the immediate area and particularly in the Viroqua, Readstown, Richland Center and La Crosse areas.
7. Elderly Services – The significant aging of the population during the next 20 to 30 years will increase the magnitude of needs for the elderly population in these communities. Specialized living environments and wellness facilities will be among these needs. This aging will present opportunities for specialized business opportunities.
8. Traffic – There is a direct connection between traffic and land use. Traffic will increase with growth, some of it to problem proportions. The Wisconsin DOT plans to recondition Highway 14 eastward from Readstown later in this decade, and this will facilitate transportation between this area and the Richland Center area for jobs and shopping. Many of the transportation needs related to local traffic growth will have to be dealt with by town and county governments. Improved highways will bring pressures for land use changes. Land use planning coordination between the town and the village will be necessary to deal with the wide variety of potential conflicts and urban servicing issues.
9. Coordination – What potential is there during this planning period for sharing of selected public services and facilities, particularly if there are cost-saving benefits? Are there facilities, staff or equipment that can be shared by local governments, the county, and school districts? The collocation of facilities and services is becoming quite common and is a cost-savings option.
10. Effective Planning – It will be important to avoid being over-run with development problems and associated cost. An effective and practical planning program may minimize such problems.

Some important benefits of good planning include: job development, more cost-effective use of public funds, application of higher quality development standards, protecting economic and natural resources, and tapping development potentials not otherwise possible.

Community Esthetics And Image – Community esthetics can suffer in the wake of growth if not planned for and protected. Community image and esthetics can be important for economic development. Planning and code enforcement will provide the opportunity to enhance the community's image and strengthen local pride by beautifying community entry points, community landscaping, developing standards for property development and maintenance, and controlling signage. Volunteer efforts and community groups can make a big difference in promoting community esthetics and image.

APPENDIX 2

Maps