

TOWN OF HOLTON

COMPREHENSIVE PLAN

2006

Town of Holton Town Board

Marathon County Conservation, Planning & Zoning
Department

URS, Inc.
MSA

Town of Holton Conditions and Issues

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List of Acronyms

303 (d) list—waters designated as “impaired” under section 303 (d) of the U.S. Clean Water Act.

AADT—Annual Average Daily Traffic

AHI—Architecture & History Inventory (a database of the Wisconsin Historical Society).

ATC—American Transmission Company

BMPs—Best Management Practices

CAFO—Confined Animal Feeding Operations

CCC—Civilian Conservation Corps (a 1930s construction and conservation program).

CCR&R—Child Care Resource and Referral Network

CDBG—Community Development Block Grant

CES—Cropland Evaluation System (Marathon County)

Comm 83—Chapter 83 of the Wisconsin Administrative Code under the Department of Commerce, setting standards for regulation of private sewage systems.

CRP—Conservation Reserve Program

CTH—County Trunk Highway

CWA—Central Wisconsin Airport

DCPZ—Department of Conservation, Planning and Zoning (Marathon County)

DWD—Department of Workforce Development

EMS—Emergency Medical Services

ERW—Exceptional Resource Waters, a designation by the Wisconsin Department of Natural Resources.

FCL—Forest Crop Law

FEMA—Federal Emergency Management Agency

FIRM—Flood Insurance Rate Maps

HOME—Home Investment Partnerships Program

HUD—U.S. Department of Housing and Urban Development

LHOG—Local Housing Organization Grant

LWRMP—Land and Water Resource Management Plan (Marathon County)

MFL—Managed Forest Law

MPO—Wausau Area Metropolitan Planning Organization

NCHC—North Central Health Care

Town of Holton

NCWRPC—North Central Wisconsin Regional Planning Commission

NRHP—National Register of Historic Places

NTC—Northcentral Technical College

ORW—Outstanding Resource Waters, a designation under the U.S. Clean Water Act.

PASER—Pavement Surface Evaluation Rating

PMP—Pavement Management Plan

PSCW—Public Service Commission of Wisconsin

SHPO—State Historic Preservation Office

STF Data—Summary Tape File, referring to data files of the 2000 U.S. Census.

STH—State Trunk Highway

TIP—Transportation Improvement Program (Marathon County)

USDA—United States Department of Agriculture

UW-MC—University of Wisconsin—Marathon County

WDA—Wisconsin Department of Agriculture

WDNR—Wisconsin Department of Natural Resources

WDOA—Wisconsin Department of Administration

WDOT—Wisconsin Department of Transportation

WHEDA—Wisconsin Housing and Economic Development Authority

WISLR—Wisconsin Information System for Local Roads

1. Introduction and Summary

The Town of Holton's Conditions and Issues Report documents existing conditions in the Town and identifies primary issues or concerns the Town may need to address in the future. It includes information on the Town's demographics, natural resources, land use, transportation, utilities, housing, cultural resources, community facilities, parks, economic development, and intergovernmental cooperation. This report provides a backdrop for the development of the final plan, which will outline policies and actions the Town can take to address identified issues and guide future growth in Holton. Some key findings include:

- The Town of Holton is located in the northwest corner of Marathon County, Wisconsin. It has seen slow population decline (-2%) for the past 30 years, and this is expected to continue into the future.
- The landscape of the Town has a very rural character to it, and this is likely to continue into the future. The Town of Holton is currently under Marathon County zoning. The Town does not have a comprehensive plan in place.
- Town roads are generally in good repair. There are increasing conflicts between autos, large farm equipment, and horse drawn buggies within the Town. Approximately 6 of the 45 miles of Town roads are paved.
- Residents within the Town own and operate septic systems for on-site wastewater treatment. The nearest municipal sewer and water systems are located at the Village of

Dorchester on the Town's western boundary, and the City of Abbotsford on the Town's southwestern boundary.

- Housing within the Town consists primarily of single family, detached residences. These homes are scattered throughout the Town.
- The Town's economy relies primarily upon agriculture. In the coming years, it is predicted that the agricultural economy will continue to decline in the Town, as well as the State as a whole.
- The Town of Holton is concerned about annexation from neighboring municipalities, namely Abbotsford and Dorchester.

2. Demographics

This analysis is intended to describe the existing demographics of the Town of Holton and identify the major demographic trends impacting Holton over the next few decades. Both Marathon County and the State of Wisconsin are also listed for comparison.

Major Demographic Characteristics

Historical Trends

The Town of Holton has decreased in population since 1970. In the last decade, the population decreased by 7 percent. During this same period the total households increased by 2 percent. The decrease in average household size contributes to the declining population numbers.

The increase in total households over the past 30 years was substantially higher than the increase in population. This is likely due to a decrease in household size of 22%, which reflects the national trend toward more households comprised of singles, couples without children, and widows or widowers.

Table 2-1: Demographic Change, 1970-2000

	1970	1980	1990	2000	% Change 1970 to 2000	% Change 1990 to 2000
Total Population						
Holton	924	945	971	907	-2%	-7%
County	97,457	111,270	115,400	125,834	+29%	+9%
State	4417821	4705767	4891769	5363675	+21%	+10%
Total Households						
Holton	246	282	292	297	+20%	+2%
County	29771	37,865	41,534	47,402	+59%	+14%
State	1328804	1652261	1822118	2084544	+57%	+14%
Average Household Size						
Holton	3.75	3.35	3.33	3.05	-22%	-9%
County	3.27	2.9	2.75	2.6	-20%	-5%
State	3.22	2.35	2.68	2.50	-22%	-7%

Source: Wisconsin Department of Administration, 2000

The Town of Holton has a younger population than Marathon County and the State of Wisconsin, as shown in the following table. This could be due to younger families moving to the area from the Cities of Abbotsford and Colby and the Village of Dorchester.

Table 2-2: Population by Age Group, 2000

Age Group	Percent of Population		
	Holton	County	State
Under 5 years	6.6	6.4	6.4
5 to 9 years	8.5	7.5	7.1
10 to 14 years	11.4	8.0	7.5
15 to 19 years	8.7	7.7	7.6
20 to 24 years	5.5	5.4	6.7
25 to 34 years	10.8	13.0	13.2
35 to 44 years	17.1	16.5	16.3
45 to 54 years	11.9	13.9	13.7
55 to 59 years	4.9	4.8	4.7
60 to 64 years	4.3	3.8	3.8
65 to 74 years	5.8	6.4	6.6
75 to 84 years	4.2	4.8	4.7
85 years and over	0.3	1.7	1.8
Median Age	34.0	36.3	36.0

Source: Wisconsin Department of Administration, 2000

Population Forecasts

The following projections for population were determined by the North Central Wisconsin Regional Planning Commission (NCWRPC) in 2003. The projections are based upon the percentage change (growth) in total population between 1980-2000 for each planning sub-area (Highway 51, Eastern Municipalities, North-Western, South-Central, and South-Western). Table 2-3 below illustrates population projections for the Town and the County using a moderate growth rate.

Population projections are made on an assumed moderate growth rate of -1%. The northwest area of Marathon County has seen population decline over time, and will most likely continue to see decline. The County’s population is projected to grow by 13% over the next 30 years.

Table 2-3: Population Projections – 2000-2030

	Total Population by Year							
	2000	2005	2010	2015	2020	2025	2030	% change
Holton	907	905	904	903	901	900	898	-1%
County	125,834	128,632	131,430	134,217	137,022	139,820	142,618	+13%

Source: Marathon County 2030 Population and Employment Projections Methodology Report, NCWRPC, 6/03

Table 2-3b: Population Projections – 2000-2030

	Total Population by Year							
	2000	2005	2010	2015	2020	2025	2030	% change
Holton	907	899	891	884	878	872	890	-2%
County	125,834	130,242	134,504	138,836	143,308	147,112	150,225	+19%

Source: Wisconsin Department of Administration
2030 numbers projected from 2025 DOA estimates based on countywide growth rate rates

Table 2-3b shows population projections completed by the Wisconsin Department of Administration (WDOA), Demographic Services Center. The WDOA population projections are recognized as Wisconsin’s official population projections in accordance with Wisconsin Statute 16.96. These projections are based on the same historical time period as those developed by NCWRPC, however more recent years carry a greater weight in the WDOA’s projected populations. Additionally, the WDOA projections are based on the historical population trends of individual communities, whereas the NCWRPC projections are based on trends in the planning sub-areas.

The NCWRPC projections provide a baseline to determine trends in the sub-area. They are useful in identifying future population beyond the borders of individual communities. The

WDOA projections are more useful at the local municipality level.

Household Forecasts

Like population, household projections were completed in 5-year increments between 2000 and 2030. The number of households was calculated by dividing the average persons per household into the total population for each 5-year increment. The average number of households was calculated by the NCWRPC for each of the sub-area groups participating in the comprehensive planning process and relates to the average density in the sub-area. In the North Western sub-area, the average persons-per-household was estimated to be 2.85, based on an average density of 0.53 dwelling units per acre. Persons-per-household for the County was calculated to be 2.59 based on the average persons-per-household for all five planning sub-areas.

Assuming a moderate rate of growth, the number of households is estimated to decrease by 4, or -1% percent between 2000 and 2030. This is lower than the County increase of 13 percent. As shown in Table 2-1, the average household size was estimated to be 3.05 persons in 2000.

Table 2-4: Household Projections – 2000-2030

	Total Households by Year							
	2000	2005	2010	2015	2020	2025	2030	% change
Holton	297	296	296	296	295	294	293	-1%
County	48,585	49,665	50,745	51,821	52,904	53,985	55,065	+13

Source: Marathon County 2030 Population and Employment Projections Methodology Report, NCWRPC, 6/03

Like the population projection, the WDOA household projections are recognized as Wisconsin’s official population projections in accordance with Wisconsin Statue 16.96. and are based on the historical population trends of individual communities. Table 2-4b includes household projections completed by the WDOA.

Table 2-4b: Household Projections – 2000-2030

	Total Households by Year							
	2000	2005	2010	2015	2020	2025	2030	% change
Holton	297	299	304	307	309	310	319	+7%
County	47,702	50,109	52,902	55,589	58,181	60,283	62,035	+30%

Source: Derived from population projections prepared by the Wisconsin Department of Administration

Education and Income Levels

According to 2000 Census data, 78.9 percent of Town residents have a high school education or higher. This compares to 83.8 percent for the County, and 85.1 percent for the State. In the Town, 8.5 percent of residents have a bachelor’s degree or higher. This is slightly lower than the number of persons with a bachelor’s degree or higher in the County and State with 18.3 percent and 22.4 percent respectively.

**Table 2-5: Educational Attainment
(population age 25 and over)**

Educational Attainment	Holton		County	State
	Number	Percent	Percent	Percent
Less than 9th Grade	56	10.4	8.2	5.4
9th to 12th Grade, No Diploma	58	10.7	8.0	9.6
High School Graduate	243	44.9	38.0	34.6
Some College, No Degree	102	18.9	18.3	20.6
Associates Degree	36	6.7	9.2	7.5
Bachelor's Degree	39	7.2	12.6	15.3
Graduate or Professional Degree	7	1.3	5.7	7.2
Percent high school graduate or higher		78.9	83.8	85.1
Percent bachelor's degree or higher		8.5	18.3	22.4

Source: Wisconsin Department of Administration, 2000

Median household income for Town residents was \$36,000 in 2000. This is lower than Marathon County with a median of \$45,165, and lower than the State overall at \$43,791. Income distribution among all income levels is approximately proportionate to levels observed County- and Statewide.

Table 2-6: Household Income Levels, 2000

Income Level	Holton		County	State
	Number	Percent	Percent	Percent
Less than \$10,000	27	8.8	5.9	7.1
\$10,000 - \$14,999	16	5.2	5.4	5.8
\$15,000 - \$24,999	58	19.0	12.3	12.7
\$25,000 - \$34,999	46	15.0	13.1	13.2
\$35,000 - \$49,999	58	19.0	19.4	18.1
\$50,000 - \$74,999	70	22.9	25.2	22.7
\$75,000 - \$99,999	20	6.5	10.5	10.9
\$100,000 - \$149,000	4	1.3	5.4	6.4
\$150,000 - \$199,999	5	1.6	1.3	1.5
\$200,000 or More	2	0.7	1.6	1.5
Total Households	306		100.0	100.0
Median Household Income	36,000		45,165	43,791

Source: Wisconsin Department of Administration, 2000

Employment Characteristics

Table 2-7 illustrates the breakdown of the employed population of the Town in 2000 by occupation. The “employed population” is defined as people living in the Town who are 16 years and older and had a job at the time of the Census. In 2000, the Town had an employed population of 486. Most residents were employed in management, professional and related with almost 25 percent of the total employed population. Production, transportation, and material moving rates second, and sales and office third.

Table 2-7: Occupation by Sector, 2000

Sector	Number	Percent
Management, professional, and related occupations	190	39.1
Service occupations	40	8.2
Sales and office occupations	59	12.1
Farming, fishing, and forestry occupations	40	8.2
Construction, extraction, and maintenance occupations	38	7.8
Production, transportation, and material moving occupations	119	24.5
Total Employment*	486	

Source: Wisconsin Department of Administration

* "Total Employed" represents employed civilian population 16 years and over

An employment forecast completed by the NCWRPC in 2003 indicates continued employment decline for the Town. By the year 2030, it is estimated that the Town will provide employment to 370 workers. This estimate is based upon a rate of about -16%, which was based on the rate of change in employment between 1990-2000 for non-farm employment.

Table 2-8: Employment Projections – 2000-2030

	Total Employment by Year							
	2000	2005	2010	2015	2020	2025	2030	% change
Holton	430	420	410	400	390	380	370	-16%
County	72,508	75,625	78,742	81,859	84,976	88,093	91,210	26%

Source: Marathon County 2030 Population and Employment Projections Methodology Report, NCWRPC, 6/03

Demographic Trends

- **Minority Population** - There has been an increased minority population, especially Hispanic, in the Town that may not have been accounted for in the 2000 census because many are migrant laborers.
- **Amish / Mennonite** - There is currently a Mennonite community in the Town of Holton. The Mennonite and Amish communities may not have been represented in the 2000 Census due to their belief in remaining separate from the modern world.

3. Natural Resources

Because natural resource features do not follow geo-political boundaries, it is important to consider their patterns and inter-relationships on a broader scale. In addition, many of the programs for protecting or mitigating impacts to natural resources are administered at the County, State or Federal level. Thus, an overview of recent county-wide natural resource planning efforts is described below, followed by a description of local natural resource conditions. Of particular interest are geographic areas of the landscape encompassing valued natural resources features grouped below by resource type, including water, soil and biological resources.

Maps for the Natural Resources element include Figures: 3-1, Rivers and Floodplains; 3-2, Wetland Types; 3-3, Soil Associations; 3-4, Prime Farm Soils; 3-5, Slopes. All Figures are located at the end of this section.

Recent Planning Efforts Related to Natural Resources

In the last decade, several plans were prepared by the County specifically to address protection and management of natural resources. These plans may be used as resources to guide local policy and decision-making regarding resource management and protection. In addition to the plans listed below, Marathon County and several local communities have adopted park and outdoor recreation plans that discuss natural resource based recreational facilities and protection strategies. These are described in more detail in the Parks section.

- **Marathon County Land and Water Resource Management Plan (LWRMP)** - In 2001, Marathon County adopted a LWRMP in accordance with Wisconsin Statutes (Wisconsin Act 27, Chapter 92.10). The primary intent of this plan is to identify a vision for natural resource management in Marathon County and outline strategies to protect the quality and quantity of soil and water resources. Marathon County encompasses portions of 22 watersheds. The Wisconsin Department of Natural Resources (WDNR) has ranked these watersheds according to water pollution impacts and designated five as “priority” watersheds to receive special planning and funding through the voluntary, State-funded Priority Watershed Program. The County’s Department of Conservation, Planning and Zoning (DCPZ) works with the WDNR to implement the program. Program funding is used to hire staff to assist in developing management plans for each watershed and to provide cost sharing to landowners for implementation of “best management practices” (BMPs) to achieve the program objectives.
- **Marathon County 2001 Groundwater Protection Guide** – This guide is an extension of the efforts established with adoption of the Marathon County Groundwater Plan in 1988. It is intended to guide local and County officials in setting policy. It also serves as a resource of information about groundwater and other natural resources and recommends strategies to address issues related to groundwater protection.

- **Marathon County Forest Ten-Year Comprehensive Land Use Plan, 1996-2005** – This plan includes recommendations to guide management of forest land in Marathon County in accordance with the County Parks, Recreation, and Forestry Department’s mission to manage and protect the County forest on a sustainable basis for ecological, economic, educational, recreational, and research needs of present and future generations. It provides substantial information on existing forest resources and as well as information regarding the roles of the various agencies and regulatory framework related to forest management.

Water Resources

Marathon County contains abundant water resources. Many have remained in a fairly pristine state and others are in need of focused efforts to improve water quality. Outstanding Resource Waters (ORW) and Exceptional Resource Waters (ERW) designations are derived from an amendment to the U.S. Clean Water Act, which directed states to identify waters that were largely unaffected by pollution and should remain that way. States were required to develop “anti-degradation” policies to protect these waters from pollution. As a result, wastewater entering an ORW must be as clean as the water in the “outstanding” water body. The anti-degradation policies only apply to point sources of pollution, such as an industrial discharge pipe. However, Wisconsin has other programs in place to control non-point source pollution, such as animal waste and pesticides in farm runoff, urban runoff, and failing septic systems.

The Wisconsin Natural Resources Board also wanted to extend higher levels of protection to top trout waters. As such, the WDNR established a second category of waterways to be protected under the anti-degradation policy; these are the ERW. Wastewater entering ERW must meet minimum clean water standards, although higher standards are encouraged where feasible.

There are no ORW in the Town of Holton.

There are no ERW in the Town of Holton.

Water resources that have been significantly degraded are identified as “impaired waters”. Four of the 22 watersheds in Marathon County have been identified as “impaired waters” on the “303 (d) list” of the U.S. Clean Water Act. The list identifies waters that do not meet current water quality standards and merit water quality improvement and protection. Impaired waters in the Town of Holton include:

- Upper Big Eau Pleine in western Marathon County; and
- Lower Big Eau Pleine

Resource management plans for these watersheds, plus the Lower Big Rib River watershed are currently being done as part of the Priority Watershed Program, a State-funded, voluntary program administered by the County. The County’s resource management planning efforts are described in more detail in the *Marathon County Land and Water Resource Management Plan* (2001).

Streams/Rivers – The West and East Branches of the Eau Pleine River are the primary waterways in Holton. The Big Eau Pleine River Watershed is considered an impaired watershed. Many floodplain issues are associated with the rivers and creeks within this Town.

Floodplains - Floodplains consist of land likely to be covered by floodwater during the regional (100-year) flood. Floodplain areas are based on information compiled by the Federal Emergency Management Agency (FEMA) on Flood Insurance Rate Maps (FIRM). The floodplain includes the floodway and the flood fringe. Floodplains in the Town of Holton are shown in Figure 3-1.

Wetlands – Wetlands in Wisconsin were defined by the State Legislature in 1978 as: *"an area where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophytic (water-loving) vegetation and which has soils indicative of wet conditions."*

Programs in three levels of government - local, State and Federal - regulate activities in wetlands. There are dozens of wetland types in Wisconsin, characterized by vegetation, soil type and degree of saturation or water cover. Some of the more prominent wetland types are:

- **Aquatic Bed** wetlands contain plants growing entirely on or in a water body no deeper than 6'. Plants may include pondweed, duckweed, lotus and water-lilies.

- **Marshes** are characterized by standing water and dominated by cattails, bulrushes, pickerel-weed, lake sedges and/or giant bur-reed
- **Sedge or "Wet" Meadows** wetlands may have saturated soils, rather than standing water, more often than not. Sedges, grasses and reeds are dominant, but look also for blue flag iris, marsh milkweed, sneeze-weed, mint and several species of goldenrod and aster.
- **Scrub/Shrub** wetlands include bogs and alder thickets and are characterized by woody shrubs and small trees such as tag alder, bog birch, willow and dogwood.
- **Forested** wetlands include bogs and forested floodplain complexes. They are characterized by trees 20 feet or more in height such as tamarack, white cedar, black spruce, elm, black ash, green ash and silver maple.

The Town of Holton has the following wetland types within its borders (see Figure 3-2): Emergent / wet meadow, Filled / drained wetland, and Scrub / shrub wetlands.

Groundwater –Groundwater in Holton is variable from shallow to deep. In some areas of the Town, water is difficult to locate due to the geologic make up of the area. Anecdotal evidence indicates that the water table is going down in some areas of the Town.

Soil Resources

Soils Types – The Town of Holton is covered entirely by the Loyal-Withee-Marshfield soil group. Susceptibility for soil erosion is similar to the average soil loss experienced by Marathon County as a whole and is not a major concern.

Prime Farm Soils – Figure 3-4 illustrates soils that have been identified as prime farm soils according to the Marathon County Cropland Evaluation System (CES). This system establishes a basis from which one parcel of land can be compared to another. It rates soils on their ability to produce food, feed, forage, and fiber crops. It is based upon the knowledge that soil properties affect yields. The system is non-biased, defendable, and can be consistently applied. Additional information on CES can be obtained from Marathon County DCPZ.

Approximately 60 to 70% of Holton has Class 2 prime farmland soils. These class designations refer to the quality of soils for growing crops and are based on United States Department of Agriculture (USDA) classifications. Class 1 soils are the best soils in Marathon County for growing all crops. Class 2 soils are also very good agricultural soils, however, they may be prone to wetness and are therefore less desirable than Class 1 soils. It should be noted that not all prime farm soils are used for farming; some have been developed with residential or other uses. The “prime farm soils” designation simply indicates that these soils are good productive farmland.

Holton has over 5,000 acres set aside under farmland preservation contracts, one of the highest totals for any Town in the County, which provide certain tax incentives to encourage land to be kept in active farming. This is discussed in greater detail in the Land Use section.

Steep Slopes -- Steep slopes are defined as slopes with gradients over 12 percent. Figure 3-5 illustrates where steep slopes exist and separates them into two categories. Category D includes areas with slopes between 12 and 20 percent. Category E includes areas where slopes are all greater than 15%. Erosion is fairly high throughout the Town, with a soil loss of 1.0 – 2.0 tons/acre/year.

Biological Resources

Vegetation – Woodlands in Holton are limited to the areas along waterways and in small scattered tracts. The Town is dominated by cropland.

Wildlife Resources and Habitat – Wildlife resources include a variety of game and non-game species of birds, mammals, fish, reptiles and amphibians that typically live in Marathon County. Common types of wildlife include deer, wild turkeys, raccoon, squirrels, songbirds, waterfowl, bear, badger, wolf and raptors. Wildlife resources are abundant in the many undisturbed sanctuaries, refuges, reserves, and scattered habitats located throughout the County. Numerous other species of migrating birds use habitat in Marathon County for food, shelter, and resting stops during seasonal migration.

There is a significant amount of wildlife habitat in Marathon County. In addition to County parks and forest units, major wildlife habitat areas include: the George W. Mead Wildlife Area, the McMillan Marsh State Wildlife Management Area, and Rib Mountain State Park.

Threatened and Endangered Species - Both aquatic and terrestrial endangered, threatened, or special concern species are present within the Town. These include:

Communities:

- Northern Mesic Forest Community - This forest complex covered the largest acreage of any Wisconsin vegetation type prior to European settlement. Sugar maple (*Acer saccharum*) is dominant or co-dominant in most stands, while hemlock (*Tsuga canadensis*) was the second most important species, sometimes occurring in nearly pure stands with white pine (*Pinus strobus*). Beech (*Fagus grandifolia*) can be a co-dominant with sugar maple in the counties near Lake Michigan. Other important tree species were yellow birch (*Betula allegheniensis*), basswood (*Tilia americana*), and white ash (*Fraxinus americana*). The groundlayer varies from sparse and species poor (especially in hemlock stands) with woodferns (especially *Dryopteris intermedia*), bluebead lily (*Clintonia borealis*), clubmosses (*Lycopodium* spp.), and Canada mayflower (*Maianthemum canadense*) prevalent, to lush and species-rich with fine spring ephemeral displays. After old-growth stands were cut, trees such as quaking and bigtoothed aspens (*Populus tremuloides* and *P. grandidentata*), white birch (*Betula papyrifera*), and red maple (*Acer rubrum*) became and still are important in many second-growth Northern Mesic

Forests. Several distinct associations within this complex warrant recognition as communities, and draft abstracts of these are currently undergoing review.

Flora:

- None

Fauna:

- Redside Dace (*Clinostomus elongatus*)
- Arctic Shrew (*Sorex arcticus*)

Issues

Building Sites - Residents feel that the Town does not regulate placement of structures around rivers.

4. Land Use

Boundaries:

The Town of Holton is located north of STH 29 on the western border of Marathon County. It is bounded by Clark County on the west, Taylor County on the north and the Town of Johnson on the east. The community of Abbotsford is located in the southwest corner of Holton.

Maps for the Land Use element include Figures: 4-1, Existing Land use/Land cover; 4-2, Existing Zoning; 4-3, Farm Preservation Contracts and Exclusive Agricultural Zoning. All figures are located at the end of this section.

Current Pattern of Land Use

The Town of Holton is primarily agricultural. Much of the Town is designated as cropland, except for the woodland areas located along the East and West branches of the Big Eau Pleine River. Prime farmland is relatively uniform throughout Holton. Like the nearby Towns of Johnson and Frankfort, Holton has a large amount of land held in farmland preservation contracts. Holton has over 5,000 acres set aside in these contracts, one of the highest acreages for any Town in the County. There is one notable specialty crop raised in Holton—a 40-acre tree plantation is located along STH 29 on the southern Town boundary.

Abbotsford is the major community in Holton, located in the southwest corner of the community and straddling the boundary with Clark County. Commercial, industrial and public uses in Holton are concentrated in the vicinity of Abbotsford. There are very few other commercial or industrial uses elsewhere in Holton.

As in other rural towns, residential development is concentrated along the main roads in the Town and appears to be related to farmsteads.

Existing Land Use -- For purposes of this report, existing land cover was used as a proxy for existing land use. This was done to achieve consistency in describing existing land uses in the various municipalities participating in the Marathon County comprehensive planning effort. Table 4-1 describes the various land use cover categories and Figure 4-1 illustrates the existing land cover. Note, the acreage and percentage of land shown on Table 4-1 were determined from aerial photos and are not intended to be accurate to the parcel level.

Table 4-1: Land Use Cover Classification, 2000

Land Cover Category	Description	Acres	% of Total Land Area
Single Family Residential	One family structures, farm residences, mobile homes	816	4
Multi-Family Residential	Multiple family structures with three or more households, condos, duplexes, apartments	0	--
Commercial Services	Retail stores, taverns, restaurants, truck stops, gas stations, farm coops, farm implement dealerships, automobile dealerships, business offices, motels/hotels, offices, telephone/gas company	24	--
Industrial	Saw/paper/lumber mills, dairies, industrial parks, trucking operations, distribution centers	9	--
Quarries/Gravel Pits	Mining operations	0	--
Cropland	Tilled agriculture, prime farmland	15,187	69
Specialty Crops	Ginseng, orchards, vineyards, nurseries, groves, cranberries, etc.	65	--
Other Agriculture	Fallow, pasture and undetermined agriculture, power lines and towers, water towers, municipal wells	1,126	5
Public/Quasi-Public	Schools, churches, cemeteries, town halls, fire departments, National Guard	5	--
Recreation	Ball fields, golf courses, playgrounds, parks, trails, camp grounds, shooting ranges	5	--
Woodlands	Forested land	1,830	8
Water	Open waters, such as lakes, ponds, streams, rivers, creeks, reservoirs	194	1
Transportation	Airports, highways, road right-of-ways, railroads, logging roads	536	2
Barren Land	Unused open land in wooded areas, along streams, along roadsides	17	--
Total Land Area			100%

Source: 2000 Marathon County Land Use Cover Database

Current Land Use Plans and Regulations

Land Use Plan – The Town of Holton does not currently have a land use plan in place.

Zoning – Marathon County regulates zoning within the Town of Holton’s borders. Figure 4-2 illustrates the existing pattern of zoning in the Town.

Shoreland Zoning – Shoreland, shoreland wetlands, and floodplain regulations are applicable in all geographic areas of the County. Wisconsin law mandates Counties to adopt and administer a zoning ordinance that regulates land use in shoreland/wetland and floodplain areas for the entire are of the County outside of villages and cities. This ordinance supersedes any Town ordinance, unless a Town ordinance is more restrictive. The shoreland/wetland and floodplain area covered under this zoning is the area that lies within 1,000 feet of a lake and within 300 feet of a navigable stream or to the landward side of a floodplain, whichever distance is greater.

Farmland Preservation Program – The State of Wisconsin has a Farmland Preservation Tax Credit Program. The goals of the program are twofold: to preserve Wisconsin farmland by means of local land use planning and soil conservation practices and to provide property tax relief to farmland owners. Landowners keeping land in agricultural use can claim a credit on their State income tax by obtaining a zoning certificate, if the land is exclusive agriculture zoned (8 towns in Marathon County), or sign contract with the State. The program requires that a landowner be a Wisconsin resident, own a minimum of 35 or more acres of contiguous land, and produce gross farm

receipts of \$6,000 or more in the last year, or \$18,000 in the last three years. The income requirement can be satisfied with having 35 acres or more enrolled in the Conservation Reserve Program (CRP). Landowners must also comply with County soil and water conservation standards. Contracts can range from 10 to 25 years, and remain in effect regardless of change in ownership. There are several blocks of land under Farmland Preservation Contracts, which provide certain tax incentives to encourage land to be kept in active farming. See Figure 4-3.

Forest Crop Law (FCL) and Managed Forest Law (MFL)

With a large amount of forest land in the County, forest tax laws have a major effect on land uses. Because the tax laws require 25- to 50-year contracts, they are a good indicator of the amount of land that is effectively kept from development for the near future.

In the State, over 2.6 million acres are enrolled under the FCL and the MFL. Because high taxes had encouraged the cutting of timber for revenue, the laws were developed to encourage better forest management and provide tax relief to the woodland owners. Land set aside under the FCL (which was combined into the MFL in 1986) required at least 40 acres in one quarter-quarter section, set aside under a 25- or 50-year contract, and public access for hunting and fishing activities. Current contracts will continue until their expiration dates. This land is typically shown in plat books to identify locations. Land set aside under the FCL in Marathon County is often owned by forest products companies, although many individuals also own large enough parcels to participate.

The MFL was enacted in 1985 and requires at least 10 acres of contiguous forest land. Because of the smaller acreage requirement, many individual landowners take advantage of the MFL. Landowners may close to the public up to 80 acres of their forest lands set aside under MFL. The remaining program acres must be open to public access for hunting, fishing, hiking, sight-seeing and cross-country skiing. Landowners must choose a 25- or 50-year contract. The landowner pays an Acreage Share Amount as part of their tax bill in lieu of taxes. Current rates through 2007 are \$0.83 per acre for land open to the public and \$1.95 per acre for closed land.

The land use element in this plan contains information on land set aside under the FCL, as identified in County plat books. Information on MFL lands is not readily available since landowners select various acreage amounts and may have both closed or open land. These acreages do not correspond with the parcel boundaries, and thus are not mapped.

Table 4-2 shows current estimates of land set aside under the FCL and MFL programs. It is noted that information on MFL land is not readily available since landowners select various acreage amounts and may have both closed or open land. These acreages do not correspond with the parcel boundaries, and thus are not mapped.

As shown in Table 4-2, there are 40 acres of land estimated to be currently enrolled in the FCL program and about 245 acres enrolled in MFL programs in the Town.

Table 4-2: Land in Forest Preservation Programs (in acres), 1998 – 2002

Year	Forest Crop Law (FCL)	Managed Forest Law (MFL) open	Managed Forest Law (MFL) closed
1998	40	83	175
2002	40	59	245.4
Change	0	-24	+70.4
% Change	0	-28.9	+40.2

Source: Data compiled by local assessors with Municipal Board of Review

Development Trends

Land Supply – Development is somewhat limited by the enrollment of properties into tax incentive programs to maintain existing use/cover under the managed forest law, the forest crop law, and farmland preservation.

Estimates indicate the Town of Holton has 18,225 acres of land available and 3,911 acres of land unavailable. This was calculated using North Central Wisconsin Regional Planning Commission (NCWRPC) data. Available land was considered to be cropland, special cropland, woodlands, and barren / vacant lands. All other types were considered “unavailable”. It is noted that some of this “available” land may be in public ownership, as shown in Table 4-3, thus making it essentially “unavailable” for development.

Development is somewhat limited by the enrollment of properties into tax incentive programs to maintain existing use/cover under the managed forest law, the forest crop law, and farmland preservation.

Table 4-3: Public Owned Land (in acres), 1998-2002

Year	County Owned	State Owned	Federal Owned
1998	0	0	0
2002	0	0	0
Change	0	0	0
% Change	0	0	0

Source: Data compiled by local assessors with Municipal Board of Review

Land Demand – An estimate of land needed for future residential development was based on projected new dwelling units between 2000 and 2030 derived from WDOA household projections and the average density of dwelling units per acre in the community. The average density was calculated using the total acres of residential land on the 2000 land use/cover map divided by the number of households according to the 2000 Census. It was assumed that the density would remain constant between 2000 and 2030. Future acres needed for residential development were then estimated by multiplying the projected number of households in 2030 by the average density. In the Town of Holton, it is estimated that 60 acres of land will be needed to accommodate new residential development through 2030.

The NCWRPC estimated land demand for future non-residential development based on projected changes in local employment and estimated current average density of employees per acre. In the Town of Holton, it is estimated that eight acres will be needed to accommodate new non-residential development through 2030.

Land Values – Table 4-4 indicates the change in assessed land values between 1998 and 2002 for various types of land use in

the Town of Holton. It also indicates percent change in acreage and land value for the Town compared to Marathon County. Between 1998 and 2002 the number of acres in residential land use increased by almost 99. At the same time, the amount of land in Agriculture decreased by over 1,692 acres and the amount of land classified as Swamp & Waste Land increased by almost 1,279 acres. This likely reflects the conversion of some farmland to rural residential uses and changes made in the classification of land from Agriculture to Swamp & Waste. Similarly, the acreage of land classified as Forest increased by 121, land value for Forest land also increased by \$297. In Marathon County, land classified as Swamp & Waste Land had the highest percent increase in acreage of all categories (74.8%) and land classified as Forest had the highest percent increase in value per acre (almost 92%).

Table 4-4: Per Acre Assessed Land Values (in dollars), 1998 – 2002

Year	Residential		Commercial		Manufacturing		Agriculture		Swamp & Waste Land		Forest	
	Acres	Land Only	Acres	Land Only	Acres	Land Only	Acres	Land Only	Acres	Land Only	Acres	Land Only
1998	429	\$1,495	21	\$1,000	6	\$1,833	17,985	\$339	526	\$107	2,788	\$175
2002	528	\$2,381	21	\$1,690	6	\$3,367	16,293	\$168	1,805	\$267	2,909	\$472
Chg.	+99	\$886	0	\$690	0	\$1,534	-1,692	-\$171	+1,279	\$160	+121	\$297
Percent Change Comparison												
	Acres	Land (\$)	Acres	Land (\$)	Acres	Land (\$)	Acres	Land (\$)	Acres	Land (\$)	Acres	Land (\$)
Town	+23.1	+59.3	+69.5	0	+69.0	+40.8	0	+83.7	+26.5	-9.4	-50.4	+243.2
County	+21.2	+5.6	+6.4	+38.4	-4.0	-7.8	-0.5	+34.4	+31.4	-11.2	-47.6	+74.8

Source: Data compiled by local assessors with Municipal Board of Review

Major Opportunities and Constraints

Issues

- **Mega Farms** - There is concern over the development of mega-farms in the Town of Holton. The traffic and odor from these operations is increasing.
 - **Minimum Lot Size** - There is some discussion of whether or not the Town should re-visit the minimum lot size of one acre that current County zoning allows.
 - **STF 29 Corridor** - There is concern in the community from the potential of future development pressure from and along the STH 29 corridor.
 - **Residential Development Pressure** - Residential development could be concentrated in one area (i.e. subdivisions), as a method to relieve growth pressure on farmland.
 - **Confined Animal Feeding Operations (CAFO)** - Residents would like some type of regulation on CAFO.
 - **Greenhouse Rezoning** - The greenhouse in the area was forced to rezone to a commercial zone, and this caused concern among local residents.
 - **Home Occupations** - Residents would like more information on home businesses and occupations, how they affect the community, and how they can be effectively regulated.
 - **Cemeteries** - Town residents would like assistance in regulating new cemeteries. Specifically, the Town would like new cemeteries to be adjacent to existing cemeteries. Issues arise when the originators of cemeteries abandon the sites.
- The Town of Holton would like assistance in the enforcement of:
 - Wisconsin Statutes 157.065 regarding the location and ownership of cemeteries
 - Wisconsin Statutes 157.115 regarding the abandonment of cemeteries and cemetery lots.

5. Transportation

Background

The Town of Holton is split by CTH A (east to west) and CTH F (north to south). STH 13 runs along the western boundary of the Town.

Maps for the Transportation element include Figures: 5-1, Functional Classification; 5-2, Trails and Regional Transportation. All figures are located at the end of this section.

Existing Transportation Planning Efforts

Recent Transportation Plans

Transportation planning in Marathon County is coordinated between Marathon County Department of Conservation, Planning and Zoning (DCPZ) staff and the Wausau Area Metropolitan Planning Organization (MPO); the body designated by the Federal Department of Transportation to be responsible for transportation planning in the metropolitan area. Marathon County provides staff for the Wausau Area MPO. The County also does transportation planning for areas outside the Wausau metropolitan area.

County transportation planning efforts are presented in various plans and studies. Findings and recommendations presented in these plans should be integrated into local community planning

efforts when relevant and appropriate. Recent transportation plans prepared by Marathon County include:

- **Transportation Improvement Program (TIP)** – The TIP includes all programmed transportation projects receiving Federal and/or State funds. The TIP was adopted in October 2001 and is updated every two years.
- **State Trunk Highway 29 Corridor Land Use Review (1997)** – This plan was prepared by a multi-departmental team working with communities along the STH 29 corridor in the western part of Marathon County. The primary goal was to identify recommendations to allow local communities to protect STH 29 from impacts related to unplanned growth.
- **Marathon County Functional / Jurisdictional Highway Classification Study (1998)** – This plan identifies and groups classes of roadways that provided similar levels of service. The plan recommended that the unit of government having the greatest basic interest in the roadway’s function would carry out the operation, maintenance, and improvement of the classified roadways.

Road Network

Functional Classification of Roads/Jurisdiction

(Source: WDOT Facilities Development Manual)

A functionally classified road system is one in which streets and highways are grouped into classes according to the character of service they provide, ranging from a high degree

of travel mobility to land access functions. At the upper limit of the system (principal arterials, for example), are those facilities that emphasize traffic mobility (long, uninterrupted travel), whereas at the lower limits are those local roads and streets that emphasize access.

The functional classifications are generally defined as:

Principal Arterials serve corridor movements having trips length and travel density characteristics of an interstate or interregional nature. These routes generally serve all urban areas with population greater than 5,000 or connect major centers of activity, the highest traffic volumes and the longest trip desires.

Minor Arterials, in conjunction with principal arterials, serve cities, large communities, and other major traffic generators providing intracommunity continuity and service to trips of moderate length, with more emphasis on land access than principal arterials.

Collectors provide both land access service and traffic circulation within residential neighborhoods, commercial areas, and industrial areas. The collector system distributes trips from the arterials through the area to the local streets. The collectors also collect traffic from the local streets and channel it onto the arterial system.

Local Streets comprise all facilities not on one of the higher systems. They serve primarily to provide direct access to abutting land and access to the higher order systems. Local

streets offer the lowest level of mobility, and through-traffic movement on this system is usually discouraged.

Jurisdiction - Roads are commonly classified in one of two ways: by ownership or by purpose. Jurisdictional responsibility refers to ownership of a particular road, while functional classification, as describe above, identifies the road by the level of service it provides.

Jurisdiction refers to governmental ownership, not necessarily responsibility. For example, some State owned roads are maintained by local jurisdictions. Additionally, the designation of a public road as a “Federal-aid highway” does not alter its ownership or jurisdiction as a State or local road, only that its service value and importance have made that road eligible for Federal-aid construction and rehabilitation funds.¹

Ownership is divided among the Federal, State, and local governments. States own over 20 percent of the national road network. The Federal Government has responsibility for about 5 percent, primarily in national parks, forests, and Indian reservations. Over 75 percent of the road system is locally controlled.

In some cases, local municipalities are responsible for conducting routine maintenance and minor repairs on State and Federal highways within their jurisdictional boundaries. In return, the State generally provides financing to those jurisdictions. However, major repairs and reconstruction are

¹ U.S. Department of Transportation, Federal Highway Administration Conditions and Performance Report.

generally still the responsibility of the State Department of Transportation. Roadway jurisdictions (i.e. U.S., State, and County highways) are indicated in Figure 5-1.

Major Road Facilities – Functional classification, jurisdiction, and Annual Average Daily Traffic (AADT), when available, are summarized for all major roads.

- **CTH A** is an east/west running major collector that connects to the Village of Dorchester to the east. CTH A had a 1998 AADT volume of 810 east of STH 13 and 720 east of CTH F. The 2001 AADT's were 1,100 and 700 at these respective locations.
- **CTH F** is a north/south running major collector north of CTH A and a minor collector south of CTH A. The AADT volume was 520 north of STH 29 in 1998 and 620 in 2001.
- **STH 29** is a four-lane divided principal arterial, which serves as the border between Holton and the Town of Hull. STH 29 had 1998 AADT's of 10,400 east of Abbotsford, 8,000 east of east of Rosedale Road, and 7,000 at Holton's eastern boundary and 2001 AADT's of 9,200, 11,600, and 10,300 at these locations, respectively.
- **STH 13** is a two-lane principal arterial and serves as the border between Holton and the Clark County Town of Mayville. STH 13 had AADT's of 11,700 North of Abbotsford and Boss Road in 1998 and 9,300 in 2001.

Road Maintenance – Approximately 6 miles of Town roads are paved. The Town maintains approximately 45 miles of

roadway. The Town does provide snowplowing service for roads and private drives.

Pavement Surface Evaluation Rating (PASER) – The Wisconsin Department of Transportation (WDOT) requires all incorporated communities to prepare a Pavement Management Plan (PMP) using a pavement rating system for their local roads. These plans were to be submitted for review by December 2001. The data from these plans is intended to provide the foundation for the Wisconsin Information System for Local Roads (WISLR), which is a computer resource that will enable communities and the State to begin to assess Wisconsin's local roadway system.

The PASER system, which was designed by the Transportation Information Center of the University of Wisconsin-Madison, is the rating system used most by Wisconsin communities. PASER rates road surfaces on a scale of 1 to 10. This scale is broken down as follows:

- “1” and “2” = very poor condition
- “3” = poor condition
- “4” and “5” = fair condition
- “6” and “7” = good condition
- “8” = very good condition
- “9” and “10” = excellent condition

In addition to its use in the new WISLR, the rating system gives communities a detailed assessment of the appropriate maintenance method for each road segment under their jurisdiction. This assessment is then incorporated into the community's PMP.

Table 5-3: Summary of Pavement Conditions

Surface Type Code (miles)						
Unimproved Road	Graded Earth Road	Gravel Road	Wearing Surface	Cold Mix Asphalt on Concrete	Cold Mix Resurfacing with < 7" Base	Cold Mix Resurfacing with > 7" Base
		46.65				
Cold Mix Asphalt Base < 7"	Cold Mix Asphalt Base > 7"	Hot Mix Asphalt on Concrete	Hot Mix Resurfacing	Hot Mix Asphalt Pavement	Concrete Pavement	Brick or Block Pavement
2.22	11.83					

Surface Condition Rating - WISLR Data						
No Data	Failed	Poor	Fair	Good	Very Good	Excellent
2.45		0.29	21.34	30.05	6.57	

Source: WDOT (WISLR), 8/10/04

Roads exhibiting a surface condition rating at or below “Fair” must be examined to determine what type of reconstruction or strengthening is necessary. The majority of the roads throughout the Town of Holton are gravel, although concerns only arise on those roads with a fair or less surface rating. Further information is necessary for those roads that display no surface rating data. The roads that display a surface rating of “Good” or better will only require minimal preventative maintenance to promote safe travel conditions.

Land Use and Transportation

Highway Access -- The WDOT has established access management guidelines relating to STHs. STH 29, because it

is a four-line divided with relatively high traffic, warrants special attention to minimizing access points. STH 13, which also has relatively high traffic counts despite only being a two-lane roadway, would also warrant attention to highway access concerns.

Access Management – Wisconsin was one of the first states to recognize the relationship between highway operations and the use of abutting lands. Under Chapter 233, the WDOT was given the authority to establish rules to review subdivision plats abutting or adjoining State trunk highways or connecting highways. Regulations enacted by WDOT establish the principles of subdivision review. They require new subdivisions to: (1) have internal street systems; (2) limit direct vehicular access to the highways from individual lots; (3) establish building setbacks; and (4) establish access patterns for remaining unplatted land.

Marathon County issues driveway permits and implements access restrictions on all properties fronting a lettered County road. The *County Trunk Highway Access-Driveway Policy* addresses the requirements regarding culverts, access width, slope, visibility and spacing. The policy is available through the Marathon County Highway Department.

Trip Patterns -- Residents depend on Abbotsford, Dorchester or Medford for local shopping. However, with convenient access to STH 29, Wausau is approximately 35 miles or about 40 minutes away for larger shopping trips. Residents also travel to Marshfield.

Other Transportation Modes

Pedestrian – Pedestrian travel in the Town is limited to road shoulders.

Bicycle -- The *Marathon County Bicycle and Pedestrian Plan* identified CTH F as a suggested bike route within the Town of Holton.

The *Bicycle & Pedestrian Plan for the Non-Urbanized Area of Marathon County, Wisconsin*, 1996 identified **recommended** bicycle routes in Marathon County. These recommended routes were based on traffic counts and condition of pavement. Formal action has not occurred to adopt these as **designated** bicycle routes.

Transit -- Elderly, needy, and disabled transit service is provided throughout the County through North Central Health Care (NCHC). The services include semi-fixed routes that are scheduled, and demand services available with a 48-hour notice. Information and services are available by calling 848-4555. There is limited elderly and disabled transport service available through NCHC.

Rail -- An abandoned railroad line runs between Athens and Abbotsford through the Town of Holton. This line has reverted back to private ownership.

Airports – Central Wisconsin Airport (CWA) is a joint venture of Marathon and Portage Counties. It is the only airport within Marathon County or neighboring counties that provides scheduled air passenger services. The CWA is located east of

Mosinee and accessible via I-39. The terminal has been modernized and highway access reconstructed to be more convenient. Since 1982 more than \$24,000,000 has been spent to keep the airport ready to serve the needs of the region. Service is provided through Mesaba/Northwest, United/United Feeder Service and Skyway/Midwest Express, offering 24 flights per day that connect through Minneapolis, Chicago, Detroit and Milwaukee. There are also nine air freight and express flights daily.

Issues

- **Road Maintenance** - Identifying, prioritizing and funding road maintenance needs and road improvements (e.g. blacktopping).
- **Mega Farm Traffic** – Residents of Holton are concerned about the impact that large farm vehicles from mega-farms are having on their roads from a traffic and a maintenance standpoint.
- **Vehicle Conflicts** - Traffic conflicts between agricultural vehicles and other vehicles are an increasing concern to Town residents.
- **Vehicle Conflicts** - Traffic conflicts between horse buggies and automobiles are a concern.
- **STH 13** – Residents would like to know the status of a possible STH 13 expansion. Any expansion would impact the development pressure in the Town, as well as the access that existing residents have to surrounding areas.

6. Utilities

This section describes the existing conditions and issues relative to utilities available to the Town of Holton, including sewage disposal, water supply, power supply, and telecommunication facilities and services. It also describes existing conditions with regard to surface water management.

Maps for the Utilities element include Figures: 6-1, Depth to Bedrock; 6-2; Suitable Soils for Septic Tank Absorption; 6-3, Depth to Groundwater; 6-4, Watersheds; 6-5, Proposed Weston-Arrowhead Powerline. All figures are located at the end of this section.

Private Utilities

Most unincorporated areas of Marathon County use private on-site waste disposal systems for sewage disposal and obtain potable water from private wells.

On-Site Waste Disposal Systems

Chapter 15 of the *General Code of Ordinances for Marathon County* requires private sewage systems on all premises intended for human habitation or occupancy that are not served by public sewer. The County Code incorporates by reference rules, regulations, and laws in the Wisconsin Statutes and Wisconsin Administrative Code governing private sewage systems, including:

- **Comm 83** – This refers to Chapter 83 in the Wisconsin Administrative Code under the Department of Commerce. It sets standards for regulation of private sewage systems. This code was updated in 2000 now allows the use of new concepts and technologies through a system of individual component approval. Standards for effluent are based on a drinking water standard, although nitrates are generally exempted.

Types of Systems – Under the revised Comm 83 standards, property owners have a wider array of system options than previously available. Septic tanks can be steel, concrete, fiberglass or plastic, but they all must now be equipped with a filter to prevent the movement of solids out into the soil absorption component. In addition, rock in drainfields may now be substituted with specifically engineered foam peanuts bound in mesh or plastic chambers.

On-site waste disposal systems generally fall into four categories:

- **Conventional Systems** – these systems include an absorption field that is buried under the natural ground level. These systems cannot be built in areas where soils do not allow percolation due to high clay content or bedrock where groundwater is too near the surface, or where soils percolate too rapidly and thus pose problems for groundwater contamination.
- **Mound Systems** – these systems include an absorption field that is constructed above ground, creating a “mound”. This type of system is generally used where clay soils,

groundwater, rapid permeability or bedrock prevent construction of conventional systems.

- **Mechanical Treatment Components** – these generally replace or augment the septic tank component and may include aerobic treatment tanks and/or self-contained artificial media or sand filters to clean the effluent prior to its discharge into the soil absorption component.
- **Holding Tanks** - Holding tanks are considered the system of last resort and are only allowed if other types of septic systems cannot be used. Temporary holding tanks (e.g., less than 2 years) are sometimes allowed in areas where public sewer is approved for installation in the near future.

Permit Requirements – The Marathon County Department of Conservation, Planning and Zoning (DCPZ) reviews and issues permits for private sewage systems. Soil and site evaluations are required to determine if the proposed septic system is suitable for the specific property and location before a permit will be issued. If deemed necessary, floodplain and/or wetland delineation may also be required prior to permit issuance. In addition, a maintenance agreement must be submitted prior to permit issuance. All septic tanks installed on or after July 1, 1980, are required to be pumped at least once every three years.

The Town of Holton does not provide public sewer or water service. All development uses private wells and septic systems. The Town, which has County zoning, requires a minimum lot size of one-acre for installation of individual

septic systems and wells. All development in Holton uses on-site septic systems (mostly mound systems).

Water Supply

All development in Holton receives water from private wells.

Surface Water Management

In 2001, Marathon County adopted a Land and Water Resource Management Plan (LWRMP) in accordance with Wisconsin Statutes (Wisconsin Act 27, Chapter 92.10). The primary intent of this plan is to identify a vision for natural resource management in Marathon County and outline strategies to protect the quality and quantity of soil and water resources.

The County is particularly concerned about nonpoint sources of pollution, including failing septic systems, urban runoff, and issues often identified with rural areas such as soil erosion, animal waste and pesticides. Nonpoint pollution is best addressed by watershed. Marathon County encompasses portions of 22 watersheds as shown in Figure 6-4. The Wisconsin Department of Natural Resources (WDNR) has ranked these watersheds according to water pollution impacts and designated five as “priority” watersheds to receive special planning and funding through the voluntary, State-funded Priority Watershed Program. Preparation of resource management plans for the following watersheds is currently underway:

- Springbrook in the Town of Harrison;
- Upper Yellow River in the Town of Spencer;

- Upper Big Eau Pleine in western Marathon County; and
- Lower Big Eau Pleine in the south-central part of the County.
- Lower Big Rib River

Electrical and Gas Utilities

The Town of Holton receives electric power from Taylor Electric, Clark Electric and Xcel Energy.

Figure 6-5 shows the potential route of the proposed Arrowhead-Weston Transmission Line. This line, proposed by American Transmission Company (ATC), would run 220-miles from Duluth, MN to Weston, WI. This is a controversial project. Supporters claim the line is necessary to prevent energy shortages that could have significant negative impacts on the area economy. Those opposed have concerns about electro-magnetic impacts on animals and humans, loss of rural and visual character, and the imposition of major structures on private land. The Public Service Commission of Wisconsin (PSCW) must approve this line. To date, Marathon County has opposed granting easements through county-wide land for the transmission line. However, if approved by the PSCW, the ATC can use eminent domain to place the line on private property.

Town residents that use LP gas must provide their own service and tanks.

Telecommunication Facilities and Services

- Television/Cable providers - None
- Telephone/Fiber Optics
- Cell towers – There are no cell towers in the Town of Holton.

Solid Waste Management and Recycling

The Town of Holton provides a recycling station at the Town Hall. Residents of the Town must provide their own trash pick up service.

The Marathon County Solid Waste Management Department is in charge of waste management for non-hazardous solid waste. It consists of the 575-acre landfill, recycling programs, composting, and waste-to-energy. The Department opened a Household Hazardous Waste Collection Facility in May 1997, where County residents can drop off hazardous waste free of charge.

Utility Issues:

- **Power Lines** - The Town is concerned about stray voltage from power lines. This will be a particular concern if the Arrowhead-Weston Transmission Line is constructed.
- **Cell Tower Regulations** - The Town is interested in cell tower regulations.

7. Housing

Housing is a significant aspect of any comprehensive planning effort. This section is an inventory and analysis of housing conditions in the Town of Holton. Housing in Holton is predominantly single family, with over 87% owner-occupied. Over 12% of housing units were constructed over the last decade, and housing values are higher than median values for Marathon County as a whole.

Data contained in this section reflect two methodologies of data collection employed by the U.S. Census. Tables labeled as “1990, 2000 Census STF [Summary Tape File]-1 Data” are collected through a household-by-household census and represents responses from every household within the country. To get more detailed information, the U.S. Census also randomly distributes a long-form questionnaire to 1 in 6 households throughout the nation. Tables utilizing this sample data are identified in the footnote below each table and are labeled “STF-3 Data”. Tables are labeled as either STF-1 or STF-3 data because numbers may differ for similar statistics between each method, due to survey limitations, non-response, or other attributes unique to each form of data collection.

Housing Inventory

The following information provides a summary overview of the type, character and conditions of the housing stock in the Town of Holton

Housing Type and Tenure

The 2000 Census shows the Town of Holton has 297 occupied housing units. 260 (or 16%) of these units are owner-occupied. The Town has an average household size of 3.05 persons. 16% of all households are classified as being “1 person households”. Approximately 20% of Town households have a householder 65 years or older.

Table 7-1: Number of Housing Units by Type and Tenure

Area	Holton	Marathon County	Wisconsin
Total Occupied Housing Units	297	47,702	2,084,544
Owner Occupied Units	260	36,091	1,426,361
Renter Occupied Units	37	11,611	658,183
Average Household Size	3.05	2.6	2.50
% Owner Occupied	87.5	75.7	68.4
% 1 Person Households	16.2	23.6	26.8
% With Householder 65 years or older	19.9	21.7	21.5

2000 Census: STF-1 Data

Changes in Housing Stock

Table 7-2 notes changes in the housing stock between 1990 and 2000 according to U.S. Census Data. Total housing units have increased by 4 while the number of occupied housing units rose by 4. Vacancy remained constant at 5%. The number of owner-occupied housing units increased by 15 or 6%. The census reports increases in the number of single-family units and decreases in duplex units.

Table 7-2: Changes in Housing Stock

	1990	2000	# Change	% Change
Total Housing Units	307	311	4	1%
Occupied Housing Units (Households)	292	296	4	1%
Vacancy %	5%	5%	--	--
Owner Occupied Housing Units	246	261	15	6%
Renter Occupied Housing Units	46	35	-11	-24%
Owner Occupied Housing Units as percent of Total	84%	88%	--	--
Number of Homes for Seasonal/Rec Use	1	0	-1	-100%
Number of Single Family Homes	278	283	5	2%
Detached*	275	283	8	3%
Attached**	3	0	-3	-100%
Number of Duplexes	12	7	-5	-42%
Multi Family Units 3-9 units	0	0	0	--
Multi Family Units 10+	0	0	0	--

1990, 2000 Census: STF-3 Data

* This is a 1-unit structure detached from any other house

** In row houses (sometimes called townhouses), double houses, or houses attached to nonresidential structures, each house is a separate, attached structure if the dividing or common wall goes from ground to roof.

Housing Age

The age of a community’s housing stock typically reflects several important factors including size, offered amenities, and overall maintenance costs. Age of the home often also reflects different regional and national trends in housing development. Housing predating the 1940s, for example, was typically smaller and built on smaller lots. In subsequent decades, both average lot and home sizes have increased. For example, average homes constructed in the 1980s and 1990s are

typically much larger than housing built in previous decades. This can be seen in both the rural and more urban environments of Marathon County. Additional bedrooms, bathrooms, and attached garage space are among the amenities found in newer housing units.

The following table shows housing age for the community. In the Town of Holton, data shows that half of the local housing stock was built prior to 1939. Recent housing growth from the 1990s makes up approximately 12% of the total housing stock. That is slightly lower than overall percentages for the County. The Census reports that homes built in the 1990s make up 13% of the County’s overall housing stock.

Table 7-3: Age of Community Housing Stock

Total Units	Year Built								
	1999 to March 2000	1995 to 1998	1990 to 1994	1980 to 1989	1970 to 1979	1960 to 1969	1950 to 1959	1940 to 1949	1939 or earlier
311	2	28	5	28	41	10	22	19	156
100%	1%	9%	2%	9%	13%	3%	7%	6%	50%

2000 Census: STF-3 Data

Physical Housing Stock

The following table looks at several select measures of physical condition and compares them to figures for Marathon County and Wisconsin. The median home size in the Town of Holton is slightly larger when compared to the overall figures for the County and State, when measured by number of rooms. 91% of the community’s housing stock is classified as being a

single family home. This is significantly higher than the overall figures for the County or State. At the time of the 2000 census, there were no housing developments in the Town with more than 10 units. Census data indicates that the Town has a higher percentage of homes lacking complete plumbing facilities than the County or State. A small percentage of Town homes also lack complete kitchen facilities.

Table 7-4: Physical Housing Stock

Community	Median Rooms	Characteristic (%)			
		1 unit, detached or attached	In buildings with 10 or more Units	Lacking complete plumbing facilities	Lacking complete kitchen facilities
Holton	6.4	91.00%	0.00%	1.93%	0.64%
Marathon County	5.8	76.10%	4.50%	0.90%	0.90%
Wisconsin	5.4	69.30%	9.40%	1.40%	1.50%

2000 Census: STF-3 Data

Housing Values

Median Value

Table 7-5 shows home value statistics for the community, County and State. Specifically, the column to the right shows the median (or middle value) of select owner-occupied homes for each specified area. This value includes only single-family houses that are located on less than 10 acres. Additionally, this statistic only considers homes without a business or medical office on the property. Census data indicates that the Town of Holton has a median home value below that of the County.

Table 7-5: Median Housing Value

	Median Value (dollars)
Holton	\$68,900
Marathon County	\$95,800
Wisconsin	\$112,200

2000 Census: STF-3 Data

Range of Values

The following table shows the range of housing values that exist in the community. Compared to overall percentages for Marathon County, the Town of Holton has a higher percentage of homes valued below \$100,000.

Table 7-6: Range of Housing Values

Number of Houses per Housing Value Category	Holton	Marathon County
< \$49,999	30	1,459
%	24%	5%
\$50,000 to \$99,999	68	13,405
%	55%	49%
\$100,000 to \$149,999	21	8,220
%	17%	30%
\$150,000 to \$199,999	0	2,368
%	0%	9%
\$200,000 or more	4	1,714
%	3%	6%

2000 Census: STF-3 Data

Housing Affordability

Several factors impact the varied levels of housing affordability in Marathon County. These factors include rent and mortgage payments, maintenance expenses, lot size, and required or desired amenities for the home. Household size and income

are also key factors contributing to what housing options are available and accessible to residents.

Statistically speaking, those spending in excess of 35% of their total household income on housing costs may be facing affordability difficulties. The U.S. Department of Housing and Urban Development (HUD) recommends that rental-housing costs not exceed 30% of the monthly income. HUD also indicates that mortgage lenders are more willing to make loans if the scheduled mortgage payment is less than 29% of the monthly household income. The percentage of households in the Town of Holton that pay more than 35% of their income on housing costs is higher than that of the County and State among owner-occupied households.

However, it is interesting to note that the above table also shows that select Town median owner-occupied costs, both with and without a mortgage, are less than median figures for Marathon County. Technical documentation from the Census states that contract rent is the monthly rent agreed to or contracted for, regardless of any furnishings, utilities, fees, meals, or services that may be included. For vacant units, it is the monthly rent asked for the rental unit at the time of enumeration. Gross rent is the contract rent plus the estimated average monthly cost of utilities (electricity, gas, water and sewer) and fuels (oil, coal, kerosene, wood, etc.) if these are paid by or for the renter. (*U.S. Census STF 3 Technical Documentation Guide*)

Table 7-7: Housing Affordability

	Owner Occupied			Renter Occupied		
	Median selected monthly owner costs ¹			Median Selected monthly renter costs ¹		
	With Mortgage	No Mortgage	% ²	Median Contract rent	Median Gross rent	% ²
Holton	\$665	\$259	20%	\$346	\$438	0%
Marathon County	\$916	\$295	10%	\$423	\$484	20%
Wisconsin	\$1,024	\$333	9%	\$473	\$540	25%

1In dollars

2Percent paying over 35% of household income on housing

2000 Census: STF-3 Data

Special Housing

Senior Housing

In Marathon County, housing for seniors and populations with special needs is primarily provided in the urbanized areas in and around Wausau. The Marathon County Aging and Disability Resource Center, the Wisconsin Department of Health and Family Services, and the Marathon County United Way all maintain a list of these housing options throughout the County. As the number of elderly persons increases in the coming years, there will most likely be an increased need for these types of housing options. This trend will be seen throughout Marathon County, the State of Wisconsin, and the Nation.

Northwest Marathon County is served by senior housing options in several communities. The Village of Athens is

home to the Plisch Apartments and the Rietbrock Apartments. Both of these facilities currently have waiting lists, possibly indicating that there is a need to add additional facilities to serve this region.

Other communities with facilities that serve this area are: the Abbottsford / Colby area, the Village of Dorchester, the Village of Edgar, and the Wausau region. The Town does not currently contain special housing for seniors.

Assistance Programs

There are a variety of State and Federal housing programs geared at addressing housing issues. Grants and low interest loans are available for counties, communities, or individual homeowners. The following housing resources are available to participants as specified by program.

- **Community Development Block Grant (CDBG)-Small Cities Housing**
- **Home Investment Partnerships Program (HOME)**
 - Rental Rehabilitation Program
 - Home Owner and Accessibility Rehabilitation Program
 - Home Ownership Program
 - Wisconsin Fresh Start Initiative provides at-risk young people with education, skills, and career direction leading to economic self-sufficiency.
- **Homeless Programs (Wisconsin Department of Administration [WDOA])**
 - HUD Emergency Shelter Grants

- State Shelter Subsidy Grants
- Transitional Housing

- **Local Housing Organization Grant (LHOG)**
State grants are available to enable community-based organizations, tribes and housing authorities to increase their capacity to provide affordable housing opportunities and services.
- **HOME Loans and Home Improvement Loans (Wisconsin Housing and Economic Development Authority [WHEDA])**
- **Housing-Related Consumer Protection Services (Wisconsin Department of Agriculture [WDA])**
The Trade and Consumer Protection Division is responsible for the investigation of unfair and deceptive business practices and handles individual consumer complaints involving landlord/tenant complaints, and home improvement transactions.

Trends

- The 2000 Census shows the Town of Holton has 297 occupied housing units. 260 (or 16%) of these units are owner-occupied.
- Between 1990-2000, total housing units have increased by 4 while the number of occupied housing units rose by 4. Vacancy remained constant at 5%.
- In the Town of Holton, data shows that half of the local housing stock was built prior to 1939. Recent housing

growth from the 1990s makes up approximately 12% of the total housing stock.

- Compared to overall percentages for Marathon County, the Town of Holton has a higher percentage of homes valued below \$100,000.

Housing Issues in the Town of Holton

- **Residential Development** - There is a question as to whether or not concentrating residential development in one area (i.e. subdivisions) will reduce the pressure on prime farmland.
- **Housing Demand** - Demand for homes in the Town of Holton is high. This is leading to increased development pressure.
- **Mobile Homes** - The Town does not regulate manufactured / mobile homes.
- **Multi-Family Housing** - The Town lacks multi-family housing.

8. Cultural Resources

Cultural resources is a broad term that can encompass many aspects of our heritage. Cultural resources may include archaeological sites and cemeteries, historic buildings and landscapes, historic transportation routes, or traditional cultural properties important to American Indians or other cultural groups. Cultural resources are those elements around us that signify our heritage and help to evoke the sense of place that makes an area distinctive. Cultural resources include buildings, sites and landscapes that help communities retain their sense of identity in an increasingly homogenized society.

Brief History of the Town of Holton

The Town of Holton was known early on for Bruckers Mill, a sawmill and log operation located near the intersection of CTHs A and F. The mill was established in 1882 and the settlement was known as Bruckerville. As the Town transitioned to agricultural activity, a cheese factory, one that operated from the 1920s to the 1950s, was a prominent business in Bruckerville. Holton was also known for growing hay early in the century. Beginning in the 1920s, growing peas became an important crop and canning factories were built in nearby villages.

Properties Listed on the National Register of Historic Places (NRHP) in Holton

There are no properties in Holton listed on the NRHP. The Town does not have a local historic preservation commission.

The Wisconsin Historical Society maintains the Wisconsin Architecture & History Inventory (AHI) that identifies any properties that may have been surveyed in the past; the Inventory does not convey special status and may not be current. The inventory may be reviewed at www.wisconsinhistory.org/ahi/index.html. There is one historic property in Holton that has been previously surveyed and included in the AHI.

Cemeteries, Burial Mounds, Other Burials – Wisconsin Statute 157.70 provides for the protection of all human burial sites, including all marked and unmarked burials and cemeteries. There are currently 133 cemeteries and burial areas identified in Marathon County, and it is likely that other cemeteries and burials may be present. Suspected burial mounds or unmarked burials must be reported to the State Burial Sites Preservation Office. If human remains are uncovered during excavation, all work must cease pending review of the Burial Sites Preservation Office. All cemeteries and burials in Marathon County should be catalogued under Wis. Stat. 157.70 to provide maximum protection of these sites.

The State Historic Preservation Office (SHPO) has identified two historic cemeteries in Holton.

Table 8-1: Known Cemeteries

Cemetery Name	Location	Section
Christ Lutheran / Holton	Cemetery Road	32

Source: <http://www.rootsweb.com/~wimarath/CemLocations.htm>

Major Cultural Resources Issues

Lack of Current Information -- Although a brief countywide historic properties survey was carried out in 1975-77, there has been no update. Many properties identified at that time may be gone, while other properties not previously surveyed may now be evaluated in a new context. It is necessary for the community to have current information about cultural resources in order to maximize planning and make the best use of historic properties.

No Recognition Process -- Outside the City of Wausau, there is no process to recognize historic buildings or begin to plan for their protection. Once historic properties are identified, towns and villages do not have an established mechanism for recognizing them or integrating them into ongoing planning processes.

Rural Character and Historic Resources --In Marathon County, residents have expressed a strong desire to preserve the rural character of the County and raised concerns about increasing ex-urban development and the decline of working farms. An important part of rural character is the rural landscape and the buildings that convey that sense of place. While it is important to address the location and type of new development, there is also a need to preserve some visible reminders of rural character, including working farms. Without preserving some of the existing resources, including

farmsteads and farmlands, the very characteristics that attracted residents will increasingly be lost.

Protection of Archaeological Sites and Cemeteries –

Cultural resources planning includes identification and protection of archaeological sites and historic cemeteries. The Wisconsin Historical Society maintains a list of reported sites and cemeteries, representing a fraction of sites that are actually present. This information is often overlooked and should be incorporated into the planning process for local communities.

9. Community Facilities

This section describes the schools, libraries, and other community facilities for the Town of Holton.

Maps for the Community Facilities element include Figures: 9-1, School Facilities; 9-2 Police; 9-3 Fire; 9-4, Hospitals and Clinics. All figures are located at the end of this section.

Schools

The Town of Holton is served by two public school districts: the Colby School District in the northern part of the Town and Abbotsford School District in the south. The boundary between the districts is between Town Hall Road and Holton Road. The Colby School District has two elementary schools, a middle school, and high school. Residents of Holton who live in the area served by the Colby district attend Dorchester Elementary at 300 Washington Street in Dorchester, and Colby Middle and High School on North 2nd Street in Colby. The Abbotsford School District operates an elementary school and a combined junior and senior high school. Residents of the southern part of Holton attend Abbotsford Elementary at 112 West Spruce in Abbotsford, and Abbotsford Junior/Senior High School at 307 North Fourth Avenue.

Table 9-1: Colby School District Enrollment

Year	Enrollment PreK-12
1996-1997	1,287
1997-1998	1,240
1998-1999	1,219
1999-2000	1,148
2000-2001	1,111
2001-2002	1,077

Table 9-2: Abbotsford School District Enrollment

Year	Enrollment PreK-12
1996-1997	684
1997-1998	641
1998-1999	660
1999-2000	633
2000-2001	651
2001-2002	694

Source: State of Wisconsin, Department of Public Instruction

Table 9-3: Private Schools

Name	Location	Level
Abbotsford Christian Academy	Abbotsford	Other
Trinity Lutheran School – MO	Athens	Other
Athens Menonite School	Athens	Other
St. Anthony’s School	Athens	Other
St. Louis School	Dorchester	Other
St. Mary’s Catholic School	Colby	Other

There is an Amish school located on Town Line Road, just outside of the Town of Holton.

Post-Secondary Educational Facilities

University of Wisconsin – Marathon County (UW-MC) - UW-MC, located in Wausau, offers lower level (freshman/sophomore) college classes, leading to a baccalaureate degree. Associate Degrees are offered in Arts &

Sciences, and Bachelor's Degrees (through collaborative degree programs with UW Oshkosh and UW Stevens Point) offered in Business Administration, General Studies, and Nursing. Enrollment in 2002-2003 was approximately 1,300 students.

Residents also utilize UW-Marshfield facilities.

Northcentral Technical College (NTC) - NTC, located in Wausau, offers 40 one- and two-year programs and certificates in business, technical, health and industrial fields. Approximately 2,300 full- and part-time students attend classes, although more than 16,000 people take at least one class annually.

Libraries

The Town of Holton is served by the Marathon County Public Library system, as well as municipal libraries in Abbotsford and Colby. The Colby Public Library has 2,400 square feet of space holding over 14,000 volumes of books, magazines, and other materials. The new Athens Branch Library, located on Caroline Street in the Village of Athens, has 2,750 square feet of space and approximately 18,800 volumes. The Wausau Headquarters Library, located on First Street in downtown Wausau, completed an expansion to 82,000 square feet in 1995. The new main Wausau Library is open seven days a week and offers over 555,800 volumes, as well as facilities including internet access.

Residents of Holton also utilize the library in the Village of Dorchester.

Police

The Town of Holton is served by the Marathon County Sheriff's Department.

Fire

The southern half of the Town of Holton is served by the City of Abbotsford Fire Department. The North half of the Town is served by the Dorchester Fire Department. There are mutual aid agreements with surrounding fire departments.

Emergency Response

Emergency Medical Services (EMS) are provided by the respective fire departments for each section of the Town of Holton.

E-911 Dispatch Service

The Marathon County Sheriff's Department Communications Division provides E-911 Dispatch for all Police, Fire, and EMS agencies in Marathon County. The Communications Division services 85 user agencies and also provides alert paging support for the Emergency Management Office, District Attorney, and Medical Examiners Office.

The users are served by a microwave linked voted repeater radio system, consisting of a control center at the Sheriff's Department, and nine remote radio tower sites spread throughout the County. The system is also utilized by the

Marathon County Highway Department and the Wausau Fire Department to support their radio communications. The 37 base radio transmitters and 479 mobile radios that make up the integrated system are maintained and serviced by the Sheriff Department's radio technician.

Hospitals

The major hospital in Marathon County is Wausau Hospital at 425 Pine Ridge Boulevard in Wausau. Wausau Hospital was created in the 1970s from a merger of St. Mary's Hospital and Memorial Hospital. A new building was completed in 1979 and expansions followed in 1982 and 1992. The 321-bed facility is a multi-specialty regional health center serving a 12-county region in north central Wisconsin. Annual admissions in 2001 totaled 13,631.

Wausau Hospital and its parent corporation, Community Health Care, and other nearby hospitals are part of the Wisconsin Valley Health Network. Hospitals nearby that are part of the network and may serve Marathon County residents include:

- Good Samaritan Health Center Merrill, WI
- Memorial Health Center Medford, WI

St. Joseph's Hospital is located at 611 Saint Joseph Avenue in Marshfield and offers a full array of services, specialty services and a complete rehabilitation unit.

St. Joseph's Hospital in Marshfield and St. Michael's Hospital in Stevens Point are both operated by Ministry Health Care. St.

Joseph's Hospital is located at 611 Saint Joseph Avenue in Marshfield and offers a full array of services, specialty services and a complete rehabilitation unit. St. Michael's is a fully accredited acute care facility with 181 beds and nearly 200 doctors on staff. It is located at 900 Illinois Avenue in Stevens Point.

Working in conjunction with St. Joseph's Hospital is the Marshfield Clinic. Marshfield Clinic began in 1916 when six physicians decided to join their efforts. The Marshfield Clinic has grown to over 700 physicians with 41 Regional Centers in Wisconsin and Upper Michigan. Marshfield Clinic first established satellite locations in 1976. Offices in Marathon County are located in Athens, Colby/Abbotsford, Marathon, Mosinee, Schofield (Everest Center), Stratford, and Wausau (4 locations).

Ministry Health Care announced plans in July 2002 to construct a 104-bed, \$100 million hospital and medical office complex in Weston near the intersection of STH 29 and CTH X. The hospital is planned to open in 2004.

Child Care

The Wisconsin Child Care Resource and Referral (CCR&R) Network is a membership organization made up of 17 community-based CCR&R agencies serving the State of Wisconsin.

CCR&R agencies assist parents in selecting quality childcare, help to increase the supply of childcare in areas that may be lacking sufficient care, offer information and technical support

to potential child care providers, and give technical assistance and support to existing childcare programs.

Each agency manages a database of existing childcare providers and programs, collects data about childcare rates, provider and teacher salaries, the number of parents and children using their services, the type of care requested and the children's ages.

The community-based CCR&R agencies that provide services to Marathon and adjacent counties are:

Table 9-4: Child Care Referrals

Counties	Agency	Contact Information
Langlade, Lincoln, Marathon, Taylor	Child Care Connection	http://www.childcareconnectionrr.org/ (800) 848-5229

Issues

- **Fire Protection Costs** - The cost of fire protection from the City of Abbotsford is a concern, as some residents feel that it is too high.

10. Parks

Existing Parks, Trails and Open Space

Local Parks, Trails and Open Space

The Town of Holton does not own or operate any public parks.

The City of Abbotsford owns and operates a park that is located in the Town of Holton.

County or State Parks, Forest and Trails

There are no Marathon County parks or forest units located in the Town of Holton. The Marathon County parks nearest Holton are discussed below.

Maps for the Parks element include Figure: 10-1, Recreation Facilities. All Figures are located at the end of this section.

Cherokee Park - Marathon County owns and maintains Cherokee Park in the Town of Hull, approximately three miles south of Holton on CTH F. Cherokee Park is 69 acres located on the Big Eau Pleine River, with an impoundment that provides for swimming and fishing. A handsome and well-maintained Civilian Conservation Corps (CCC)-era shelter overlooks the river and provides space for group gatherings. Facilities at Cherokee Park include benches, picnic tables, grills, restrooms, play equipment, and a hiking trail.

Bern Wetland Forest Unit - Marathon County owns and maintains the Bern Wetland Forest Unit in the Town of Bern to the northeast of Holton. The County forest is located east of Lekie Drive and north of Frahm Road and is approximately 269 acres in size. The Bern Wetland is over 50 percent wetland with the remainder in aspen. A parking lot is located off Frahm Road. Two woods trail segments are maintained. Camping is allowed with a permit obtained by the Marathon County Parks, Recreation and Forestry Department. Public hunting is allowed when legally permitted.

Rib Mountain State Park - Rib Mountain State Park is located within the Town of Rib Mountain. The park's main feature is Rib Mountain, which at 1924 feet above sea level is one of the highest elevations in the State of Wisconsin. The park surrounds the mountain and has the following facilities: a picnic area with 65 tables, a camping area with 31 developed sites, 3 hiking trails, a nature trail, and a downhill skiing area with 12 runs.

11. Economic Development

The condition of the local economy directly influences local growth and development, and therefore must be considered when planning for a community's future. Employment patterns and economic trends generally occur on a regional scale. Oftentimes residents of one community work in another. Similarly changes in a major industry can impact jobs and growth far beyond the community where the business is physically located.

It is therefore important to understand a local community's economy in light of its regional context. The following section provides a brief overview of the economy in Marathon County, in terms of key economic sectors and the regional labor force. Also included is a more specific description of employment trends, major local employers or industries, and where most residents of the Town of Holton work. Potential economic development opportunities and/or issues regarding the local economy are also identified.

County Economic Environment

Originally, the Marathon County economy was based on forest resources and diversified agriculture. Increased population and infrastructure – railroads, roads and dams for power enabled the area to evolve beyond simple agricultural and logging operations. Resources that once left the area unprocessed were now transformed into finished products in the County, providing employment opportunities and adding value in forest

products and agricultural processing. A number of related manufacturing operations grew up in the area, some based on forest products and agricultural products, others supplying the existing industries with fabricated metal products. As these industries progressed, so did industries such as transportation, communications, public utilities, government, trade, finance, insurance and real estate. The County now enjoys a well-diversified economy.

Agricultural Economy

Located in the agricultural area of western Marathon County, the economic health and vitality of Holton is affected by the economic health of the agricultural economy. However, the agricultural economy is subject to national and international pressures, creating challenges for rural areas seeking to adapt to the changing economic environment and preserve their rural agricultural heritage.

The Marathon County agricultural economy is in a depressed state due to a downturn in prices for agricultural goods such as milk and ginseng. At the same time that prices for farm commodities are low, cash rents for Wisconsin farmland has increased, and the percentage of farm equity associated with real estate values have increased significantly. The average cost for agricultural land being converted to non-farm uses has increased from \$544 per acre in 1990 to nearly \$1,200 per acre in 2000; this compares with the average cost for agricultural land continuing in agricultural use, which has increased from \$612 per acre in 1990 to nearly \$1,000 per acre in 2000. When farms are not profitable, and the value of land rises farmers have a harder time competing for the land base.

Other forces that create an environment of change in the rural area:

- Net farm profits are increasingly a function of Federal United States Department of Agriculture (USDA) support payments.
- The average age of the current agricultural owner/operator is nearly 55; a large number are nearing retirement.
- The low entry rate into agriculture reflects the high capital investment and low profit margins.
- The number of dairy herds decreased by 10% (1565 to 951 farms) in the past 13 years, and the total number of cows decreased from 77,000 in 1990 to 64,000 in 2000, a decrease of 17%.
- Dairy production is now more concentrated; the average size of dairy herds increased from 42 cows in 1990 to 62 cows in 2001. Nearly 50 dairies have over 300 animal units (200 cows), and 12 dairies have more than 1,000 animal units (more than 700 cows.)
- Local milk production is not sufficient to reliably meet the demand of local dairy processors.
- The immigrant work force associated with industrial farms, impacts public services such as schools, social services and law enforcement.

- Crop land and open space are being broken up into smaller fields by rural residences.
- Crop land production is being concentrated into fewer, larger operations.
- Soil erosion is increasing and soil organic matter content is decreasing.
- Environmental regulation of farms by the State and Federal government continues to increase. Agriculture is identified as a major non-point source of water pollution (sediment and nutrients) in the U.S.
- Larger farm equipment damages local roads and farm traffic is increasing.
- Conflicts between various land uses in rural areas are increasing.

** Source: Marathon County Task Force on the Rural Economy, Agricultural Issues in Marathon County, January 10, 2003 and Report of the Marathon County Task Force on the Rural Economy, April 2003.*

Key Economic Sectors

Key sectors of a regional economy can be identified by size; by growth or decline in employment; by a concentration of the industry in the local area exceeding the national concentration. An industry that shows a higher concentration of employment than the national average is considered a “basic industry” and is identified by a technique called “Location Quotient” analysis. Basic industries are those sectors that export a

product or service from the local community into the national or international economy. They are a critical part of the “economic engine” for a region, affecting the growth and health of many dependent sectors such as retail, transportation, construction, and local services.

Table 11-1: Marathon County Top 10 Industry Groups Based on Number of Employees (March 2001)

Industry Group	Employers	Employees	Numeric change	
			1-year	5-year
Health Services	139	4,646	251	-276
Lumber & Wood Products	41	4,438	-30	253
Educational Services	22	3,792	108	243
Eating and Drinking Places	192	3,554	219	335
Fabricated Metal Products	32	3,458	-184	168
Insurance Carriers	24	3,339	-171	*
Miscellaneous Retail	120	3,142	206	1,206
Paper and Allied Products	11	2,649	4	*
Industrial Machinery & Eqmt	37	2,642	41	697
Wholesale Trade – Durable	164	2,521	-89	63

*data suppressed to maintain confidentiality

Source: Wisconsin Department of Workforce Development, ES-202, December 2001

Local Economic Environment

The population of Marathon County grew from 115,400 in 1990 to 125,834 in 2000, an increase of 10.3% compared to an 8.5% increase in the State and 8.7% in the U.S. The most recent estimates show an annual growth rate of 0.7% in all

three jurisdictions. (Wisconsin Department of Administration [WDOA], Demographic Services, 2002) Population growth has been concentrated in the urbanized area surrounding Wausau.

In 2000, there were 430 people employed in the Town of Holton. A breakdown of employment by industry is shown below. Data show that most people were employed in the Self-Employed / Farm sector, with 370 employees. The “Other” sector is the second largest employment industry with 34 workers, as shown in the table below.

Table 11-2: Population and Employment by Sector, 2000

POPULATION	907
EMPLOYMENT:	
Commercial	20
Manufacturing	--
Service	6
Other	34
Self-Employed/Farm	370
TOTAL	430

Source: North Central Wisconsin Regional Planning Commission 6/10/03

Employment Projections

Information on employment in Marathon County is gathered separately for non-farm and farm employment. The Wisconsin Department of Workforce Development (DWD) collects data on non-farm employment. The DWD estimated non-farm employment in Marathon County to be 49,407 in 1990 and 65,630 in 2000. This represents about a 33 percent increase over ten years. Data on farm employment is collected by the

Census of Agriculture and consists of hired farm labor and operators. In 1987, farm employment in Marathon County was estimated to be 11,643 and in 1997 it was estimated to be 8,298. This represents a decrease of almost 29 percent.

The North Central Wisconsin Regional Planning Commission (NCWRPC) computed employment projections, based on the assumption that the historical growth rates described above would continue through 2030. These projections are shown in Table 11-3.

Table 11-3: Employment Projections in 5-Year Increments

	Total Employment by Year						
	2000	2005	2010	2015	2020	2025	2030
Holton	430	420	410	400	390	380	370
County	72,508	75,625	78,742	81,859	84,976	88,093	91,210

Source: Marathon County 2030 Population and Employment Projections Methodology Report, NCWRPC, 6/03

The employment forecast in Table 11-3 indicates decreased employment for the Town of Holton. By the year 2030, it is estimated that the Town will provide employment to 370 workers. This represents an employment decrease of 16% and assumes a moderate decline based on the rate of change in employment between 1990-2000 for non-farm employment. The estimates suggest an overall decrease in employment by 2030 between -17% if a lower than expected growth rate occurs and +9% if a higher growth rate occurs.

Table 11-4: Percent Change in Employment, 2000-2030

	Percent Change in Employment by Growth Rate		
	Low Growth	Moderate Growth	High Growth
Holton	-17	-16	+9
Marathon County	+21	+26	+34

Source: Marathon County 2030 Population and Employment Projections Methodology Report, NCWRPC, 6/03

Major Local Employers

Table 11-5a: Major Employers - City of Abbotsford

Business Name	# Employees
Abbyland Foods Inc	170
Continental Manor Nursing Home	63
Abbotsford Jr & Sr High School	53
Witmer Industries Inc	53
Abbotsford State Bank	50
Creative Automation Inc	47
Abbyland Trucking Inc	40
Melvin Co	40
Liberia	38
Abbotsford Elementary School	33
Abbotsford Produce Egg Pdts	30
Tribune Phonograph	30
Foremost Farms U S A	25
Streck-O Doors	25

Table 11-5b: Major Employers - City of Colby

Business Name	# Employees
Colonial House Living Center	100
Packaging Corporation of America	71
Colby High School	65
Colby Elementary	58
Northwest Trucks, Inc	50
Harmony Country Cooperative	40
Colby Middle School	35
Kelley Supply Inc	29

Table 11-5c: Major Employers - City of Medford

Business Name	# Employees
B&B Engineering	
Bauer Trucking	
Copps	
Hurd Millwork Co., Inc.	
James Peterson & Sons, Inc.	
Kmart	
Kraft Pizza Co.	
Maple Island, Inc.	
Marathon Cheese	
Medford Clinic	
Medford Co-operative	
Medford Public School District	
Melvin Companies	
Memorial Health Center	
Mid-Wisconsin Bank	
Phillips Plastics Corporation	
Prochnow Trucking	
Taylor County	
Weather Shield Mfg, Inc.	

Table 11-5d: Major Employers - Village of Dorchester

Business Name	# Employees
Liberty Homes	175
Northwest Hardwoods	115
Parrett Manufacturing	110
Meyer Manufacturing	88
Blume Trucking	33
Heartland Cooperative	25
Marathon Cheese	2

Issues

- Most residents work in regional employment centers (Marshfield, Colby, Medford, Dorchester, Wausau)

12. Intergovernmental Cooperation

This analysis presents an inventory of existing mechanisms that the Town of Holton uses to coordinate with other units of government, including: Marathon County, adjacent towns, the school district, the State of Wisconsin and the Federal government. The purpose of this analysis is to identify the existing cooperative mechanisms and summarize the major challenges and issues regarding intergovernmental cooperation and regional planning, including

- Opportunities to reduce or eliminate duplication of services;
- Incompatible goals, policies and development;
- Mechanisms for conflict resolution;
- Opportunities for joint planning and decision making.

Mechanisms for cooperation and coordination primarily take the form of intergovernmental agreements, leases and contracts, and regulatory authority. These can occur between the Town of Holton and other local, regional, State or Federal entities. Following is a brief description of the various functional areas and services that require intergovernmental coordination at various levels.

Local and Regional Level Cooperation

Shared Services – The Town of Holton jointly maintains the roads along its borders with the surrounding jurisdictions.

Fire and Emergency Response-

The southern half of the Town of Holton is served by the City of Abbotsford Fire Department. The North half of the Town is served by the Dorchester Fire Department. There are mutual aid agreements with surrounding fire departments.

Utilities- There are no shared utilities in the Town of Holton.

Cooperative Practices

- **City of Abbotsford-** The Town of Holton has a fire department/emergency services agreement with Abbotsford and also has an agreement regarding road maintenance.
- **Village of Dorchester** – The Town of Holton has a fire department/emergency services agreement with Dorchester.
- **Town of Johnson-** The Town of Holton works cooperatively with the Town of Johnson regarding road maintenance.
- **Town of Hull-** The Town of Holton works cooperatively with the Town of Hull regarding road maintenance.
- **Town of Deer Creek (Taylor County)-** The Town of Holton works cooperatively with the Town of Deer Creek regarding road and bridge maintenance.
- **Town of Mayville (Clark County.** - The Town of Holton supervisors attend fire department meetings in Abbotsford and Dorchester with Town of Mayville supervisors.

School District-

- **Colby School District-** The Town of Holton cooperates with the Colby School district.
- **Abbotsford School District-** The Town of Holton cooperates with the Abbotsford School District.

Marathon County- The County provides several services to the Town including: law enforcement through the Sheriff’s Department, 911 dispatch service, access permits, maintenance and improvement of County Highways, planning and permitting oversight regarding shoreland, wetland and floodplain regulation, private sewage system regulation, and animal waste and manure management. The County also provides oversight on compliance with County soil and water conservation policy for the Farmland Preservation Program.

Regional Agencies:

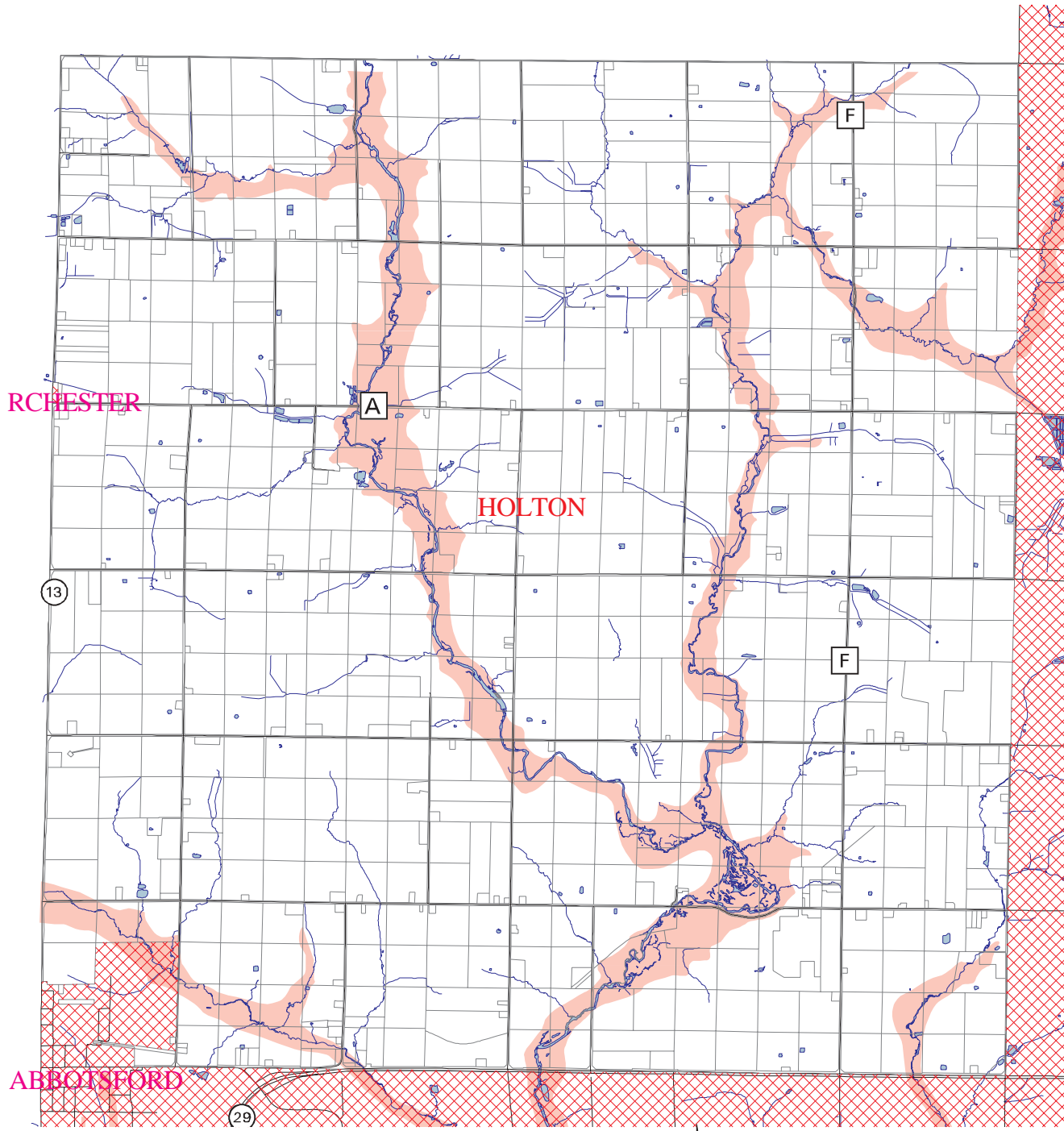
State and Federal Level Cooperation

State Agencies: The Town of Holton has extensive cooperation with State Agencies, especially regarding transportation.

Federal Agencies: The Town of Holton has some contact with the Federal agencies.

Issues

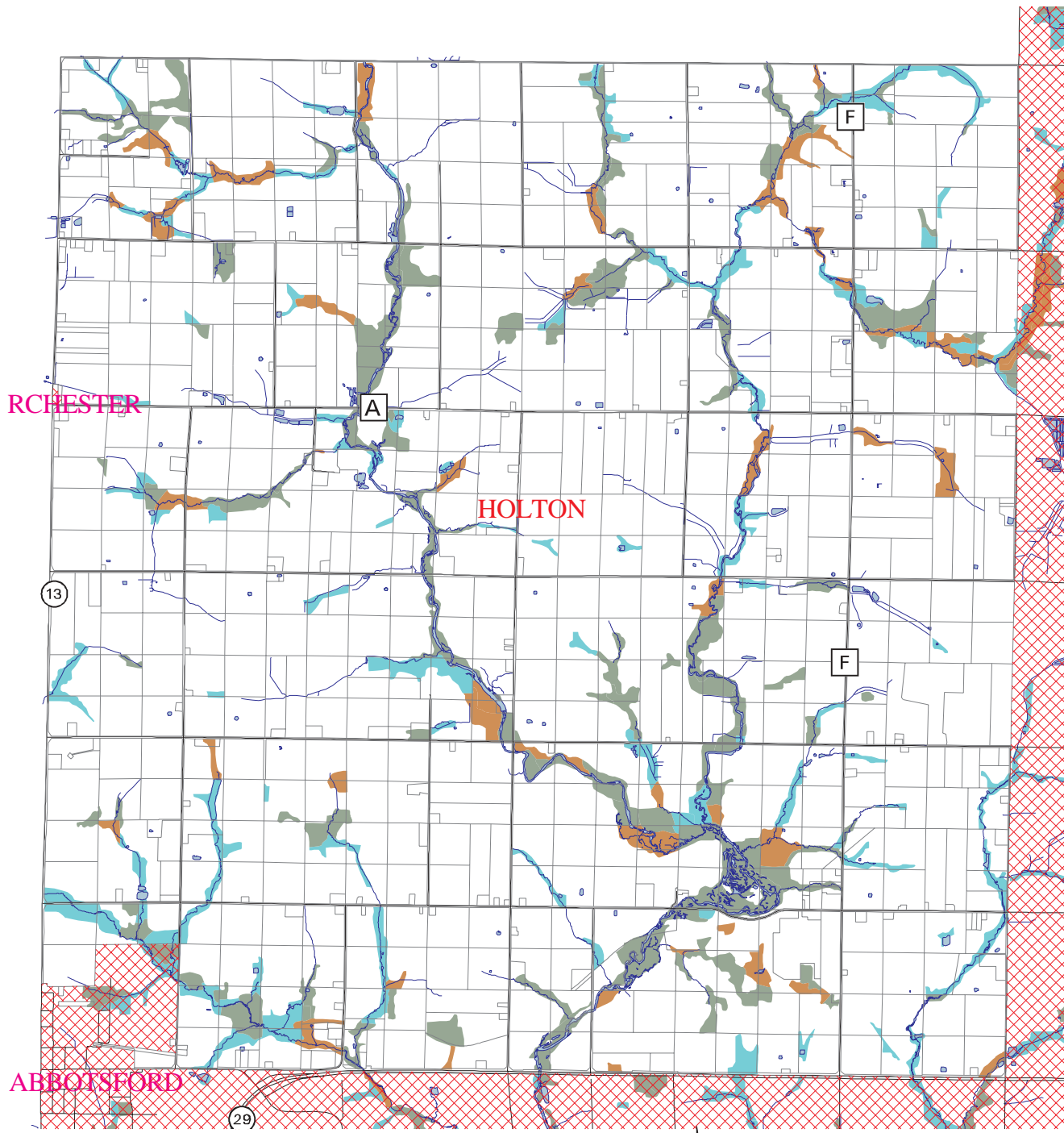
- **Annexation -** The Town of Holton is concerned about annexation from the neighboring Village and City.



■ FEMA Floodplain

▨ Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005

Figure 3-1
 100 Year Floodplain
 HOLTON



- Aquatic beds
- Emergent/wet meadow
- Filled/draind wetland
- Flats/unvegetated wet soil
- Forested
- Scrub/shrub

Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005

Figure 3-2
 Wetland Types
 HOLTON

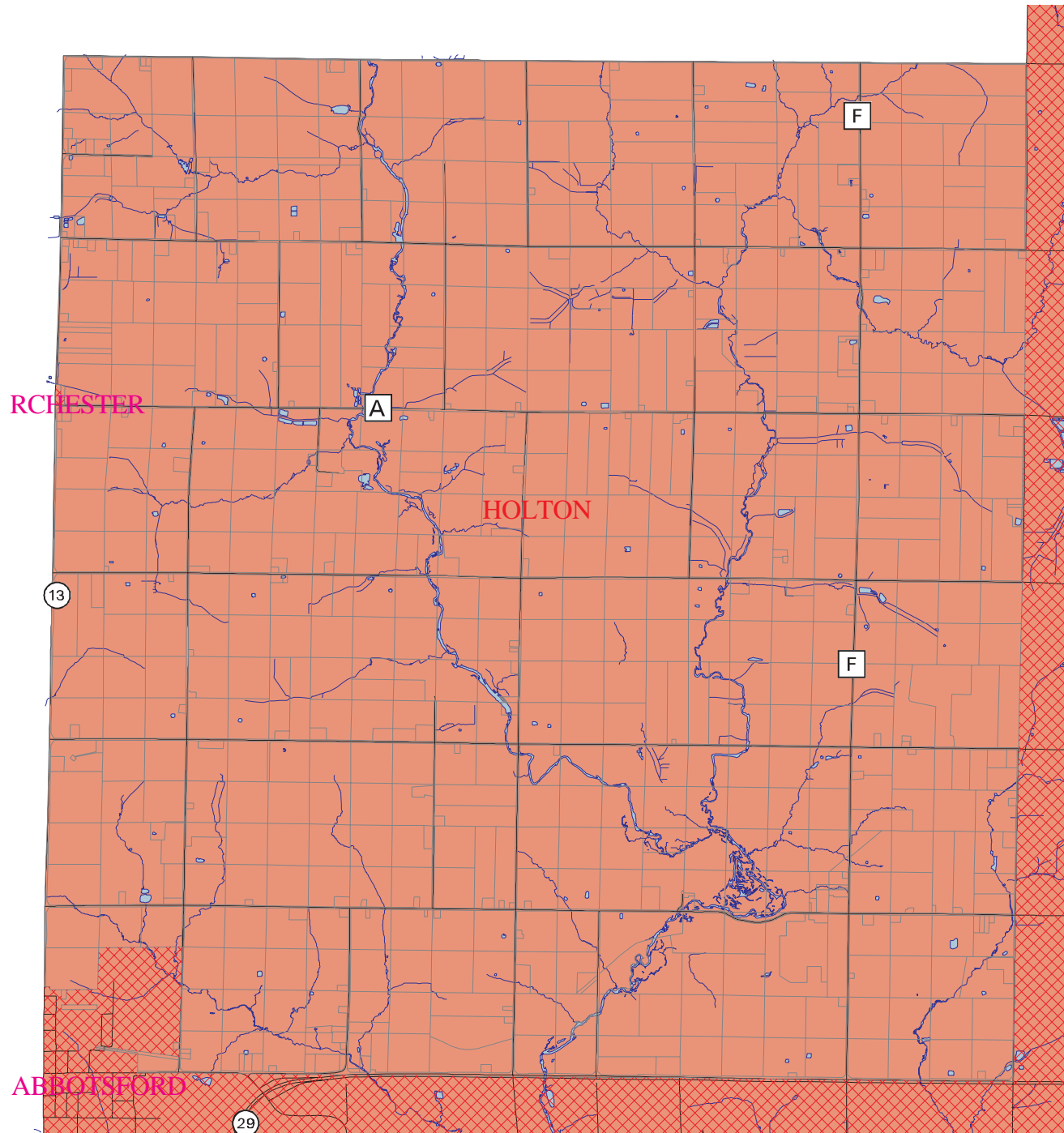
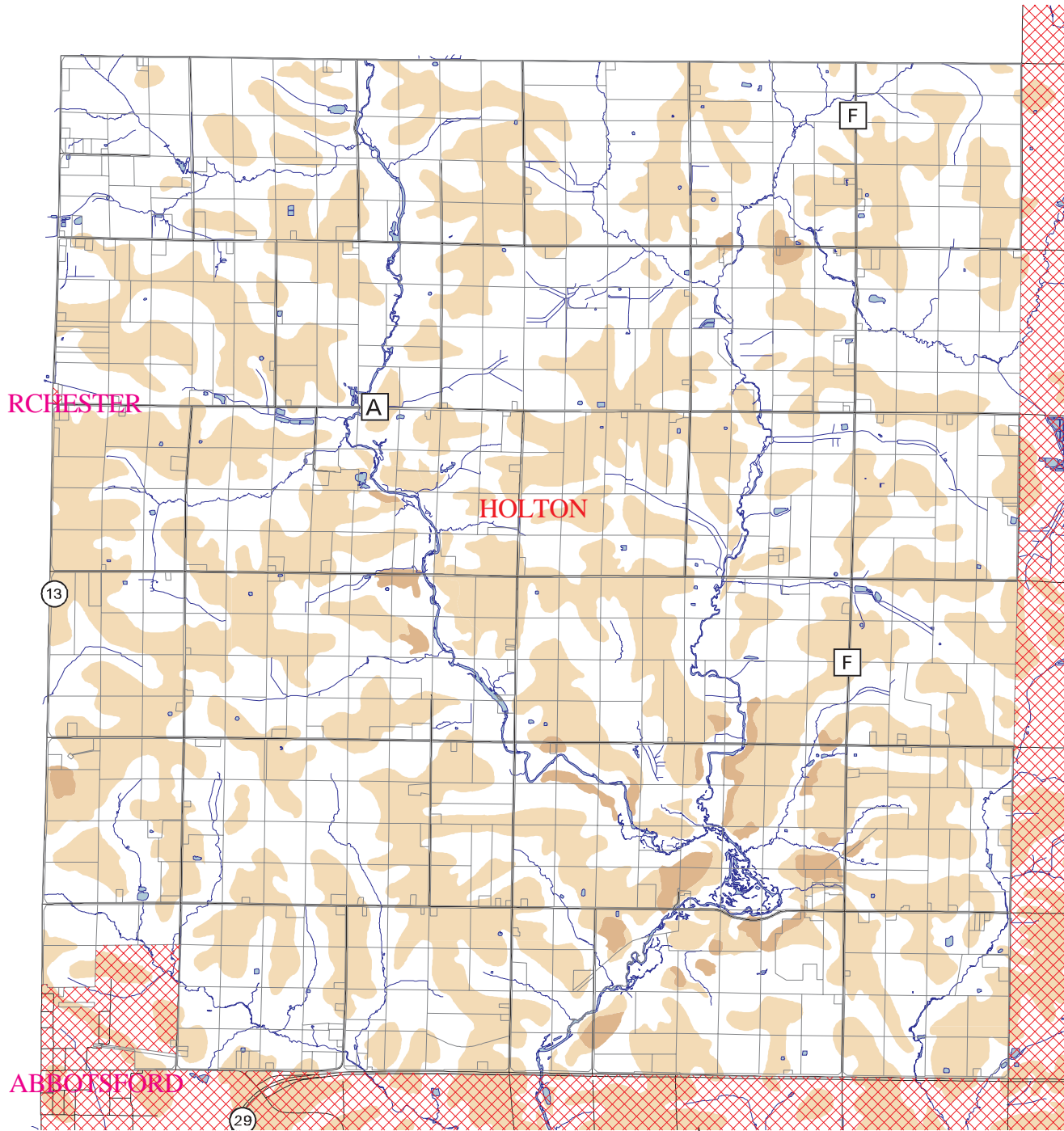


Figure 3-3
Soil Associations
HOLTON

Map Developed by Marathon County CPZ & GIS 2005

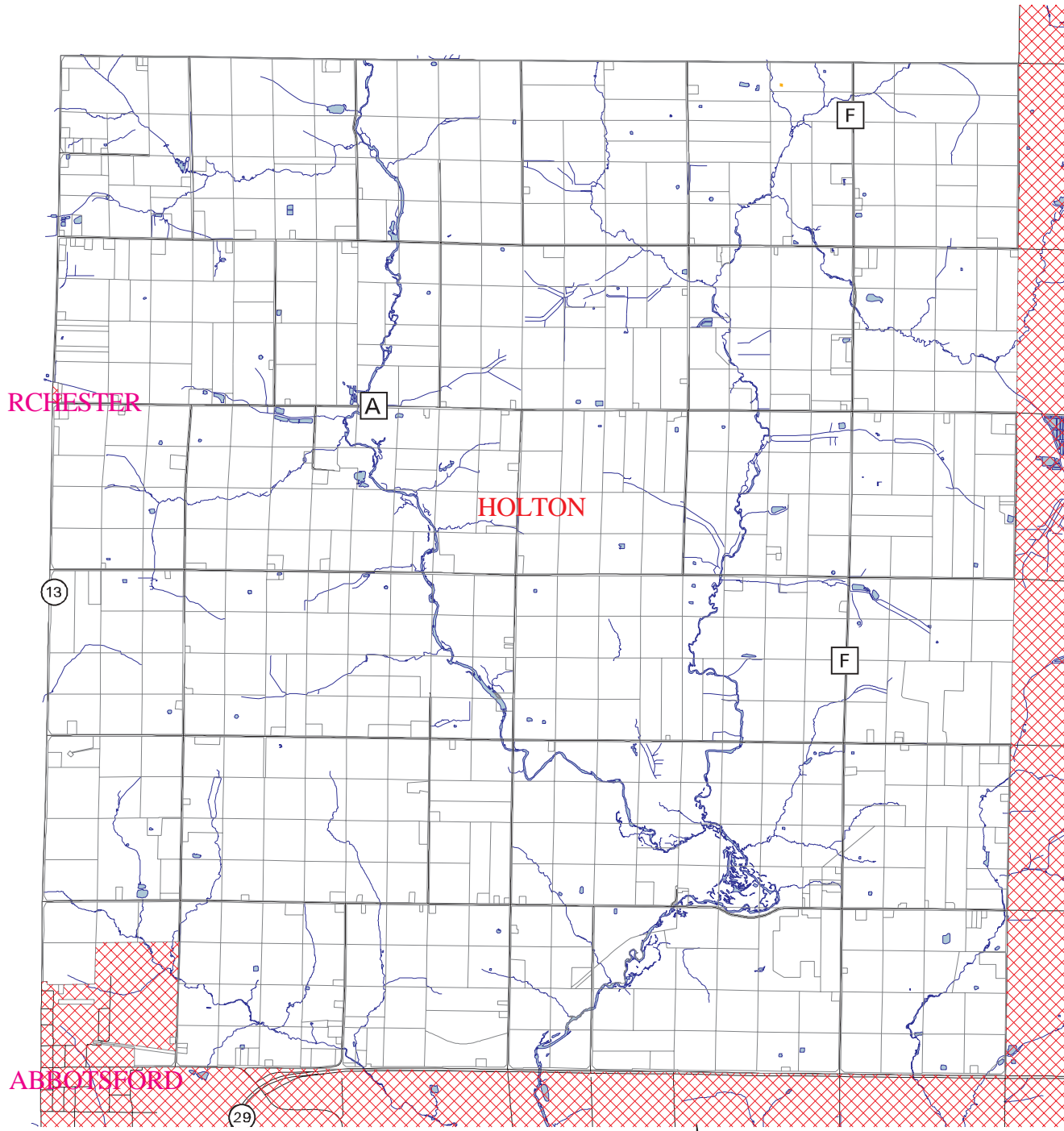


Group 1: The soils in this group are the very best in Marathon County. The USDA classification for these soils are prime farmland Class 2 due to climate and growing season length. They are well suited for growing all crops.

Group 2: The soils in this group are very good agricultural soils. They also are designated as prime farmland Class 2. These soils differ by having restricted drainage. In wet years they are more difficult to work and crops needing well drained condition (alfalfa, ginseng) do very poorly.

Indicates other Municipality
Map Developed by Marathon County CPZ & GIS 2005

Figure 3-4
Prime Farm Land
HOLTON



■ D - generally 12-20% slopes

■ E - generally greater than 15% slopes.

⊠ Indicates other Municipality

Map Developed by Marathon County CPZ & GIS 2005

Figure 3-5
Slopes
HOLTON

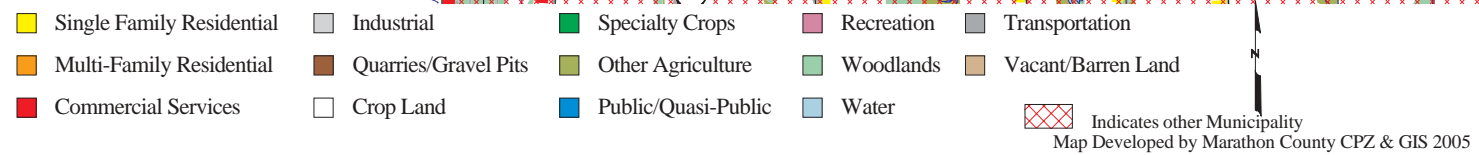
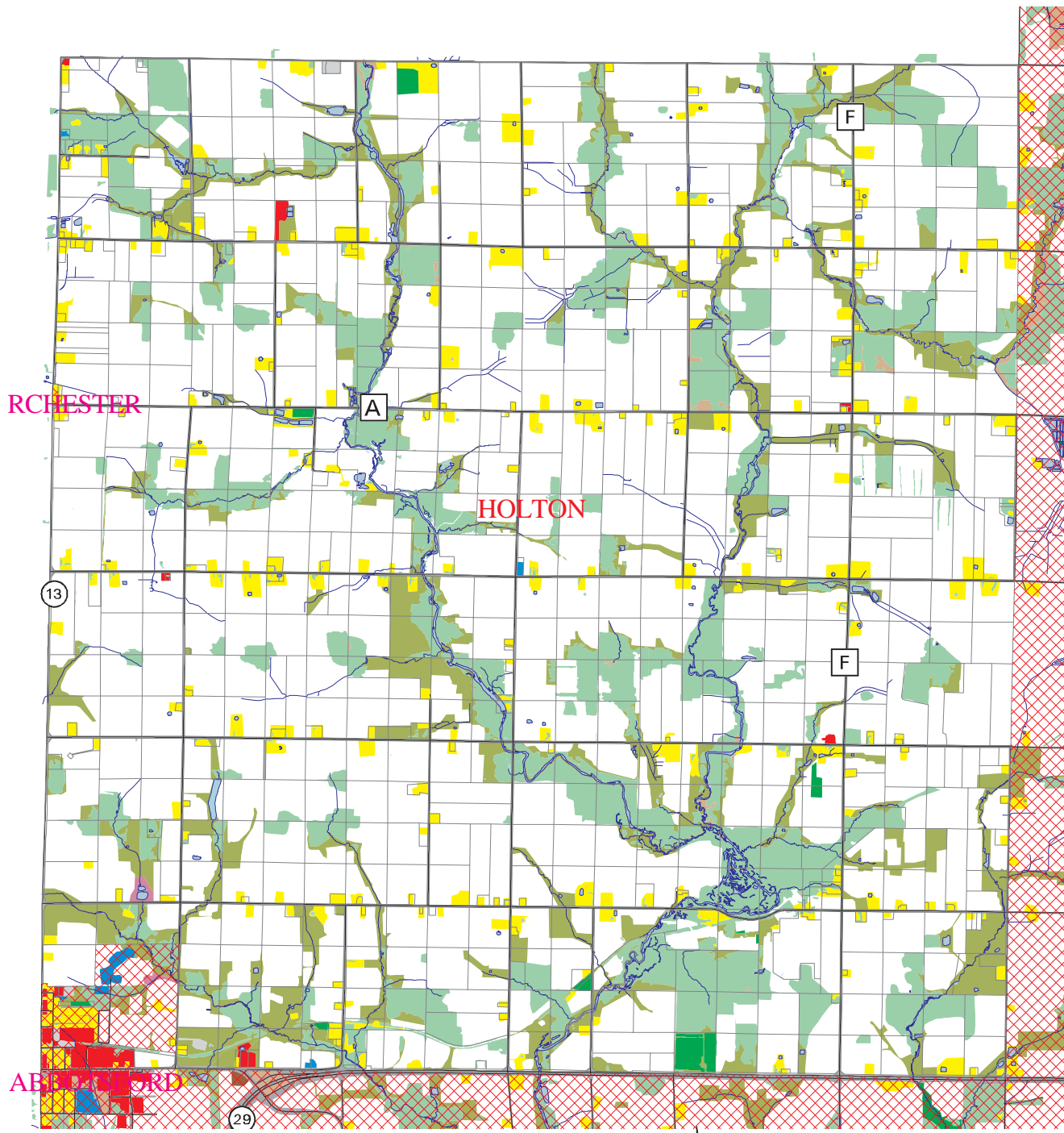
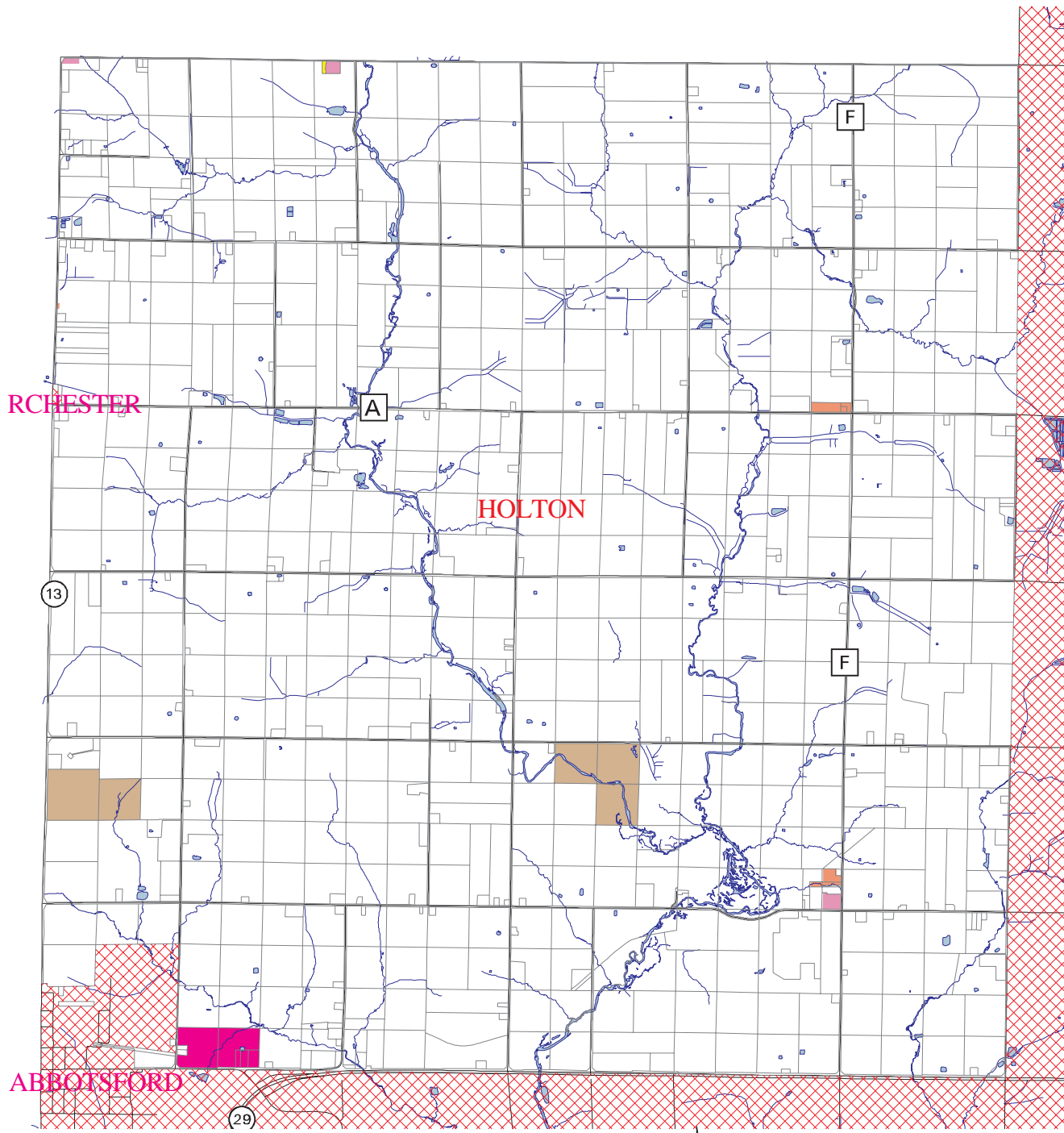


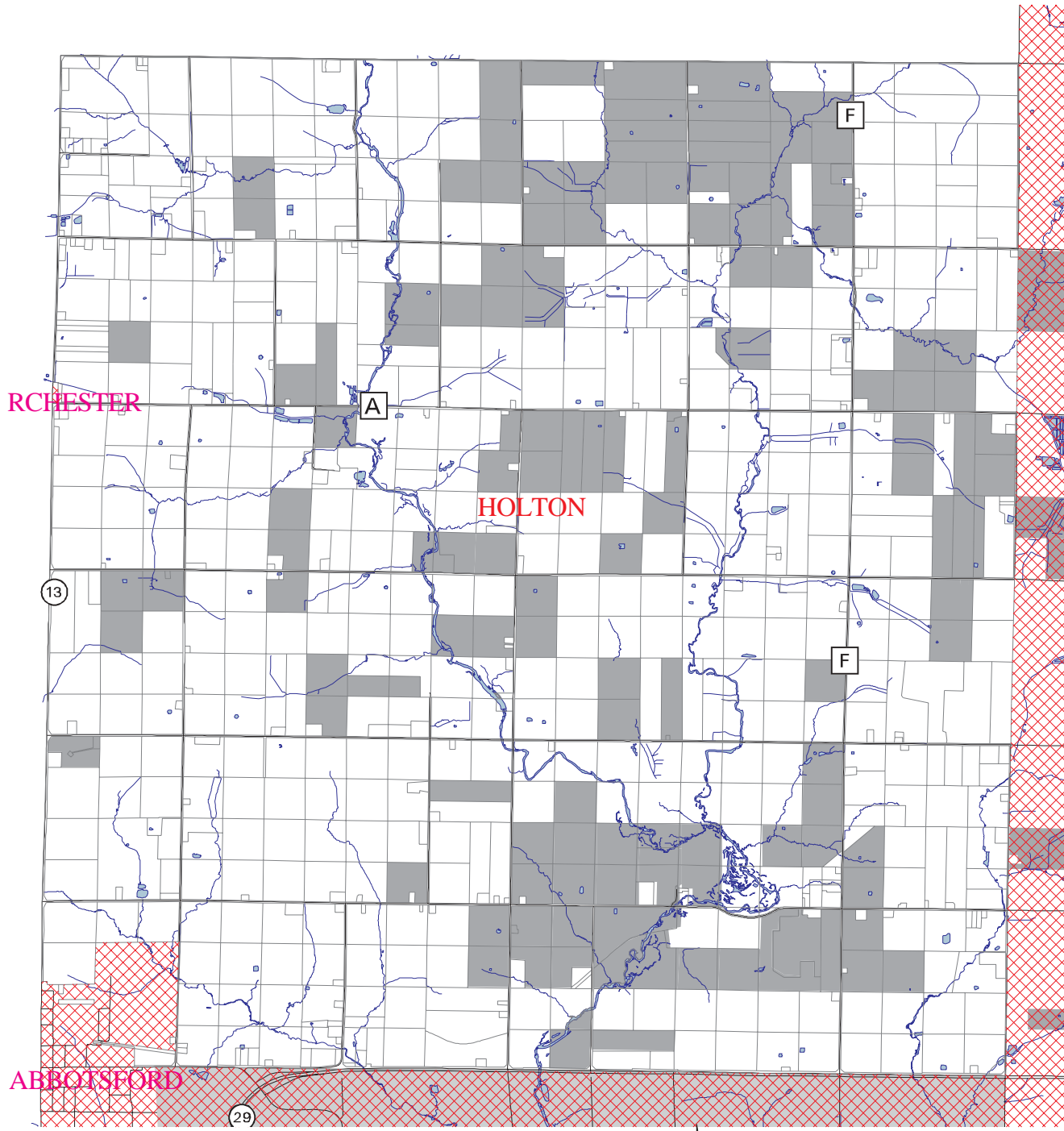
Figure 4-1
 2000 Landuse/Landcover
 HOLTON



- | | | | | | | | | |
|---------|----|-------|-------|-------|------|-----|------|------|
| RS-1/20 | RM | RC | A-3 | A-4-M | AE | C-1 | UV | WP-C |
| RS-1/40 | RP | A-1 | A-3-M | AR | AE/M | M-1 | WP-A | |
| RS-2 | CV | A-2/1 | A-4 | AR/M | HI | M-2 | WP-B | |

Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005

Figure 4-2
 County Zoning
 HOLTON

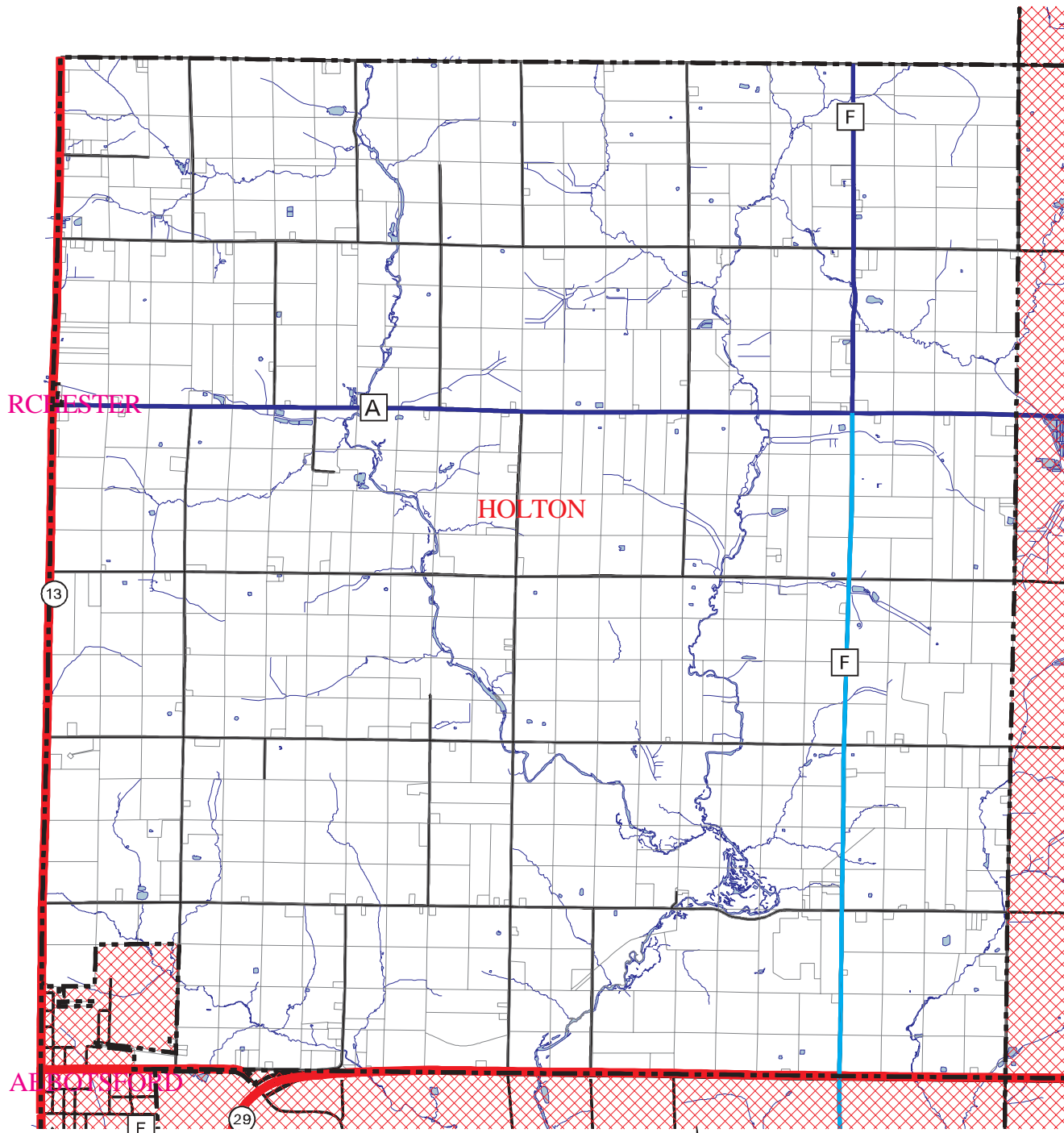


- Exclusive ag zoning
- Farmland pres contracts

 Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005


Exclusive Ag & Farmland Preservation
HOLTON

Figure 4-3

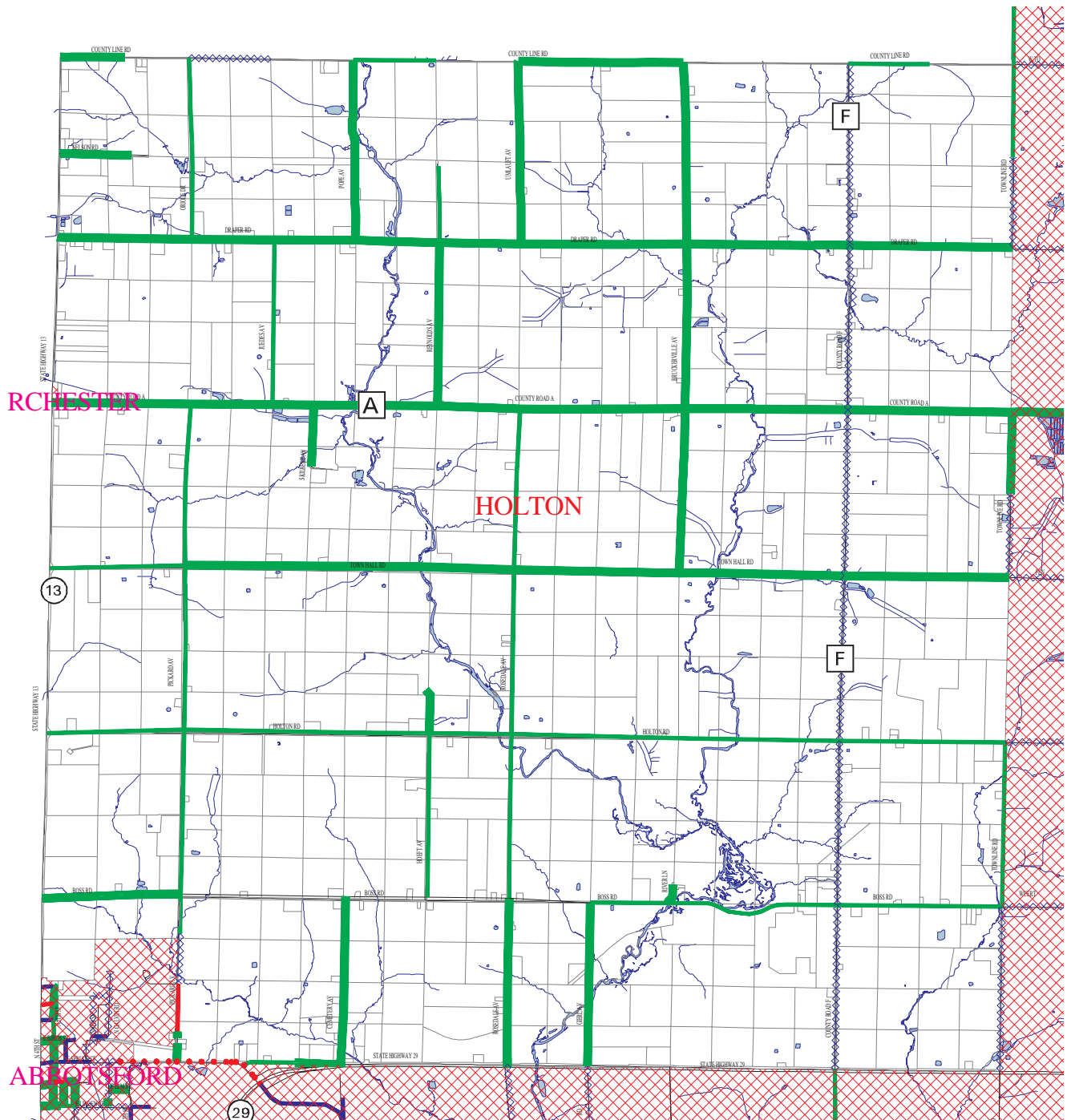


- Principal Arterial
- Minor Arterial
- Major Collector
- Minor Collector

- F County Highways
- 52 State Highways
- 51 US Highways
- 39 Interstate

 Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005

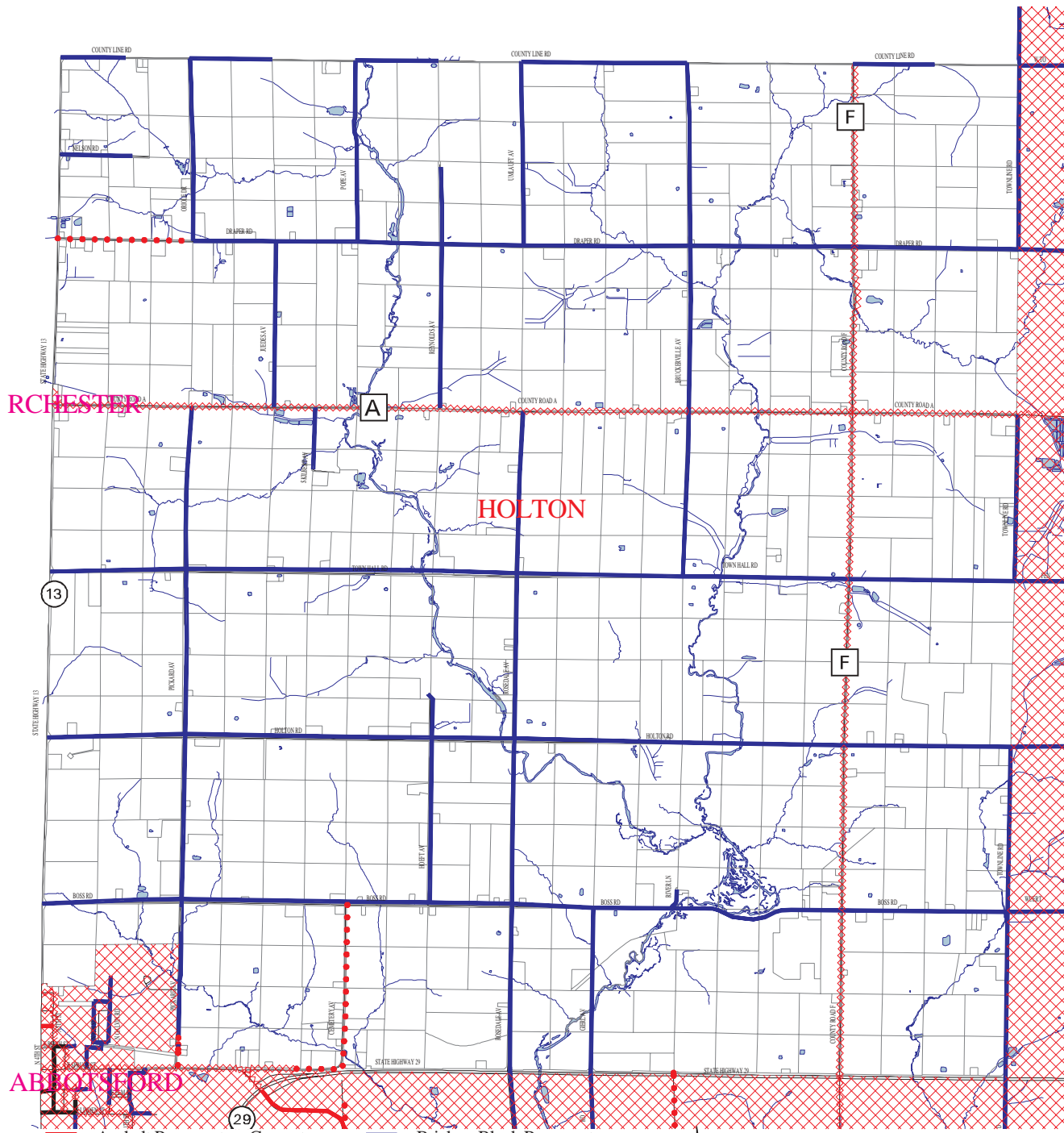
Figure 5-1
Functional Classification of Roads
HOLTON



- No Data
- Failed
- Very Poor
- Poor
- Fair
- Good
- Very Good
- Excellent

Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005

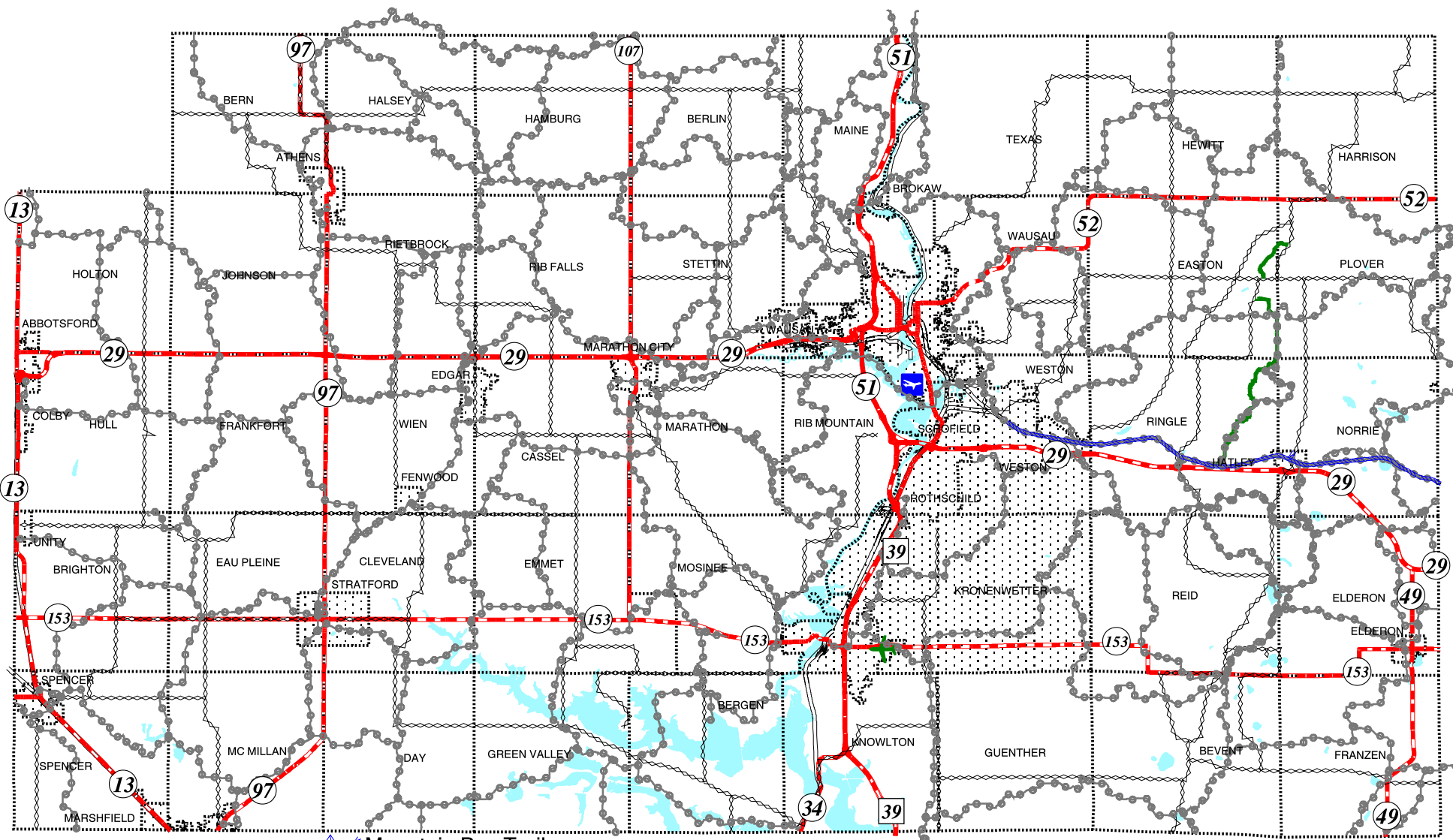
Figure 5-2
Road Surface Rating
HOLTON



- No Data
 - Concrete Pavement
 - <1" Wearing Surface
 - Asphalt Pavement
 - Asphalt Pavement on Concrete
 - Asphalt Pavement with Base >7"
 - Asphalt Pavement With Base <7"
 - Unimproved Road
 - Brick or Block Pavement
 - Indicates other Municipality
- Map Developed by Marathon County CPZ & GIS 2005

Figure 5-3
Road Surface Types
HOLTON

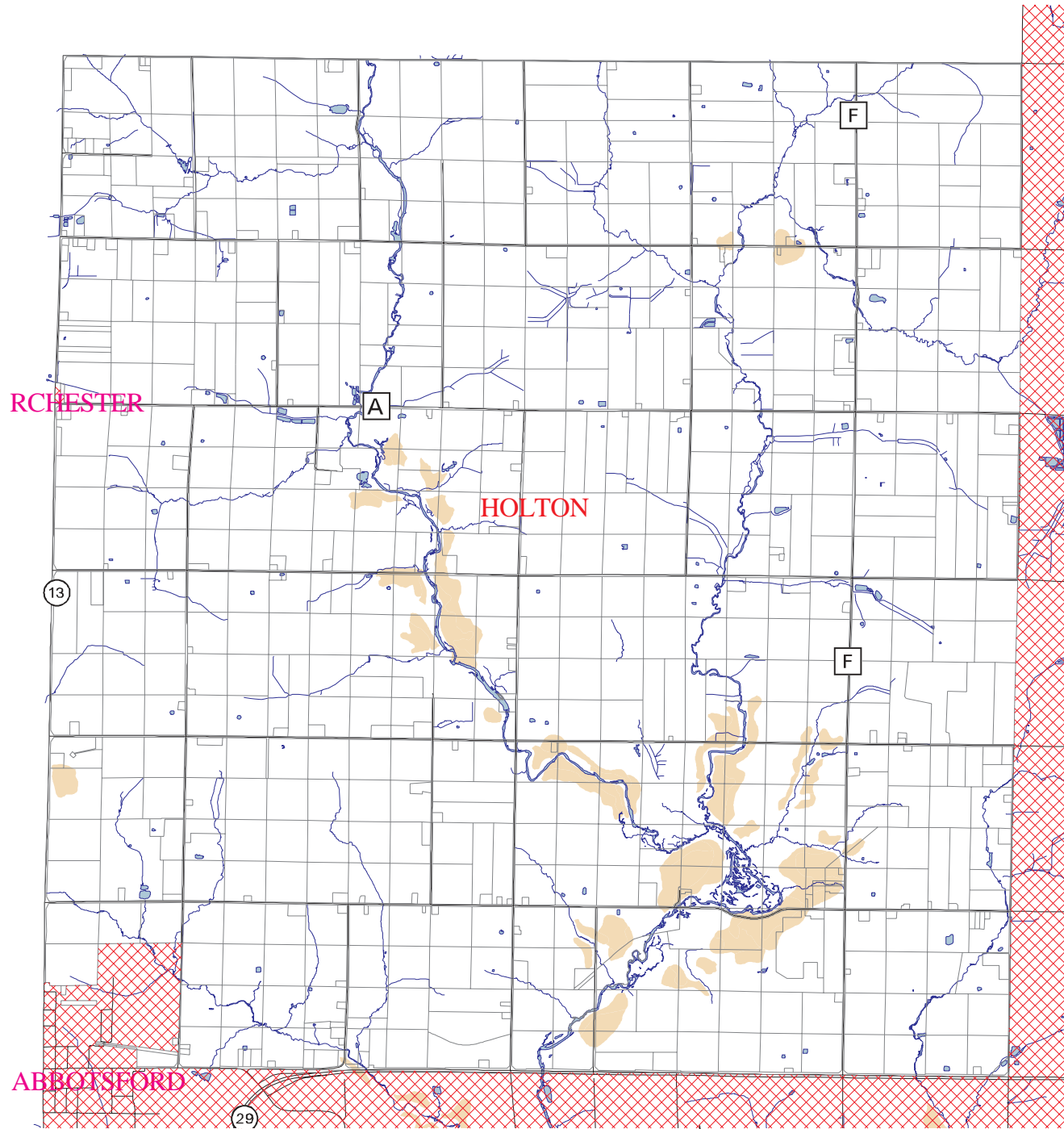
MARATHON COUNTY REGIONAL TRAILS & TRANSPORTATION



- Mountain Bay Trail
- 2001 Snowmobile Trails
- Ice Age Trail
- Suggested Bike Routes
- Wausau City Airport
- Central Wisconsin Airport (Mosinee)

- State & Us Highways
- Railroads (Active)
- Municipal Boundary
- Water Features
- Incorporated Municipality

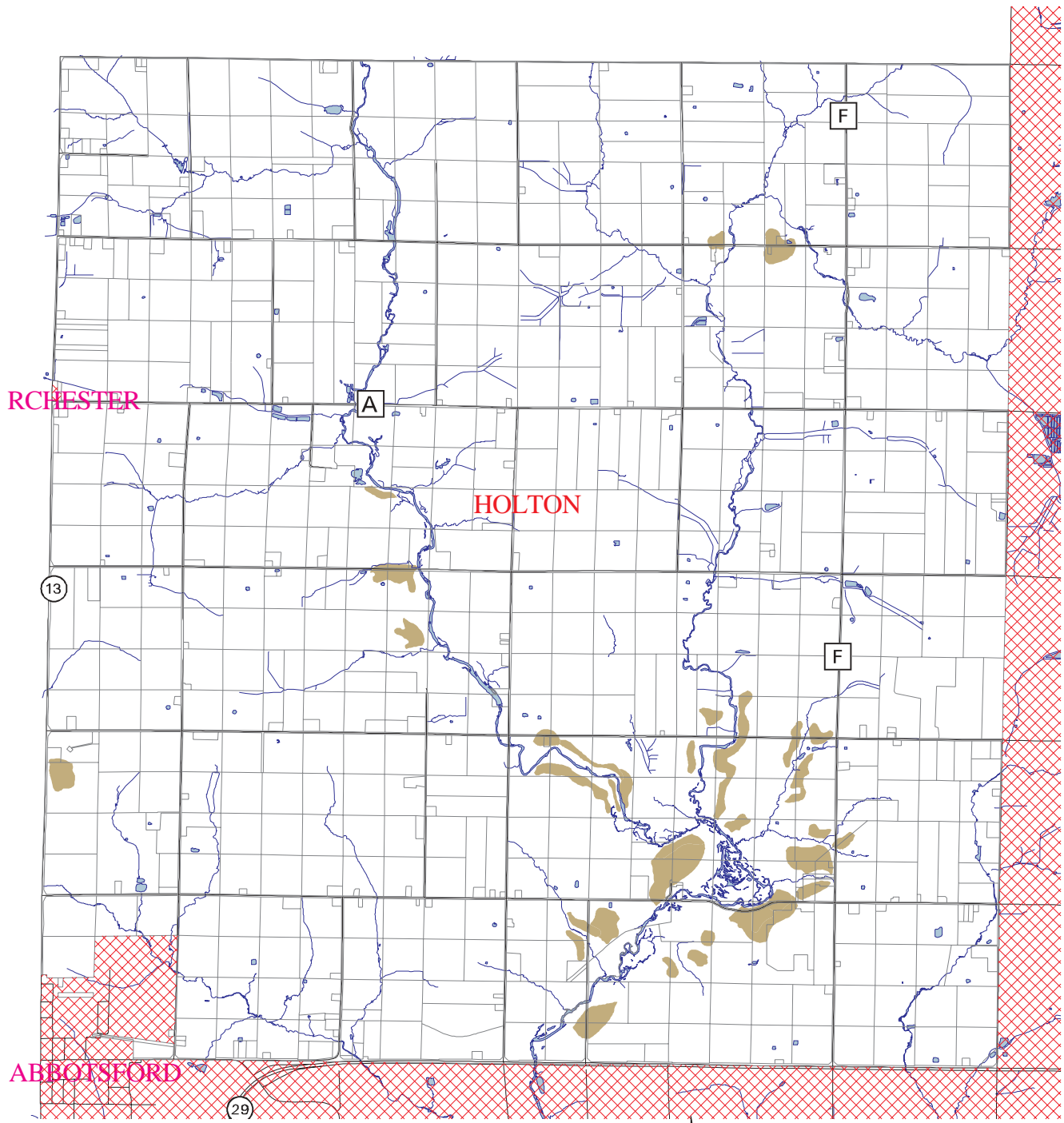
Figure 5-4



- 0 - 20" (Quarries) □ >60"
- 20 - 40 "
- 40-60"

Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005

Figure 6-1
Depth To Bedrock
HOLTON



■ Soils suitable for septic systems w/soil absorption component

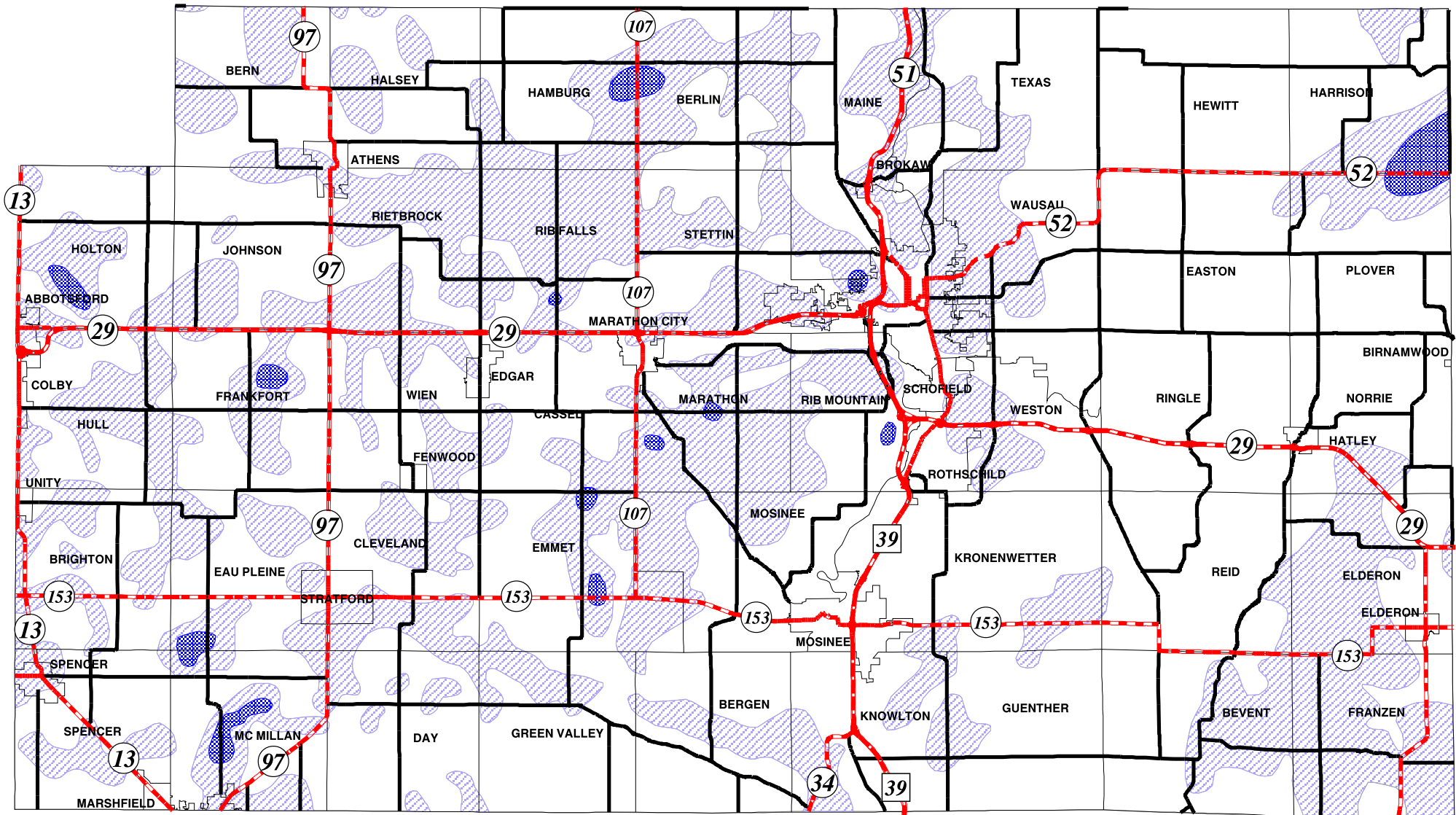
⊠ Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005



Suitable Soils-Septic Tank Absorption
HOLTON

Figure 6-2

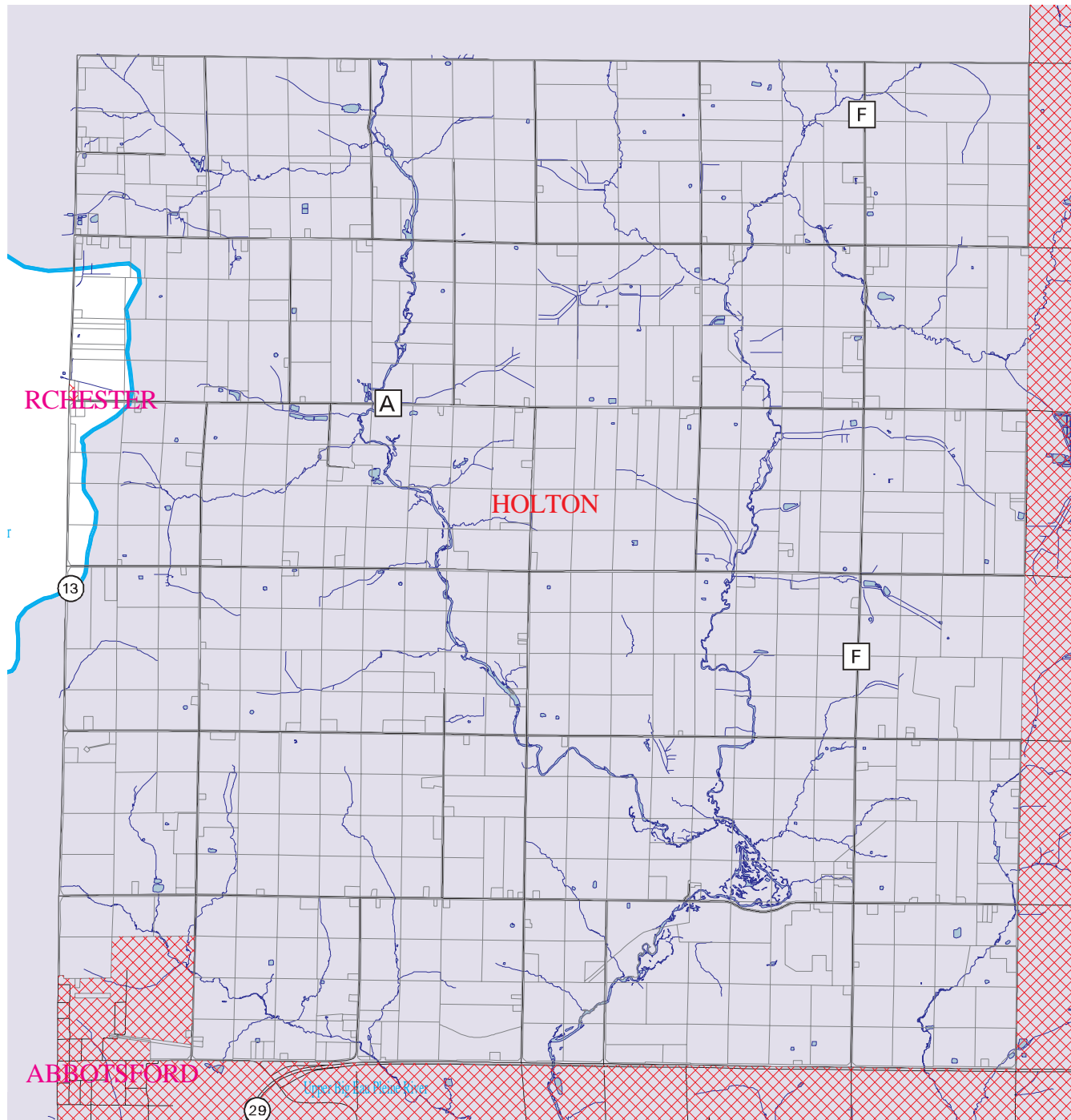
MARATHON COUNTY DEPTH TO GROUND WATER



- State & Us Highways
- County Roads
- Municipal Boundary
- Ground Water Depth**
- 0-20 feet
- 20-50 feet
- >50 feet



Source: "Irrigable Lands Inventory --- phase 1
Groundwater and Related Information", I.D. Lippett
and R.G. Hennings, MP -81-1, WGNHS 1981.



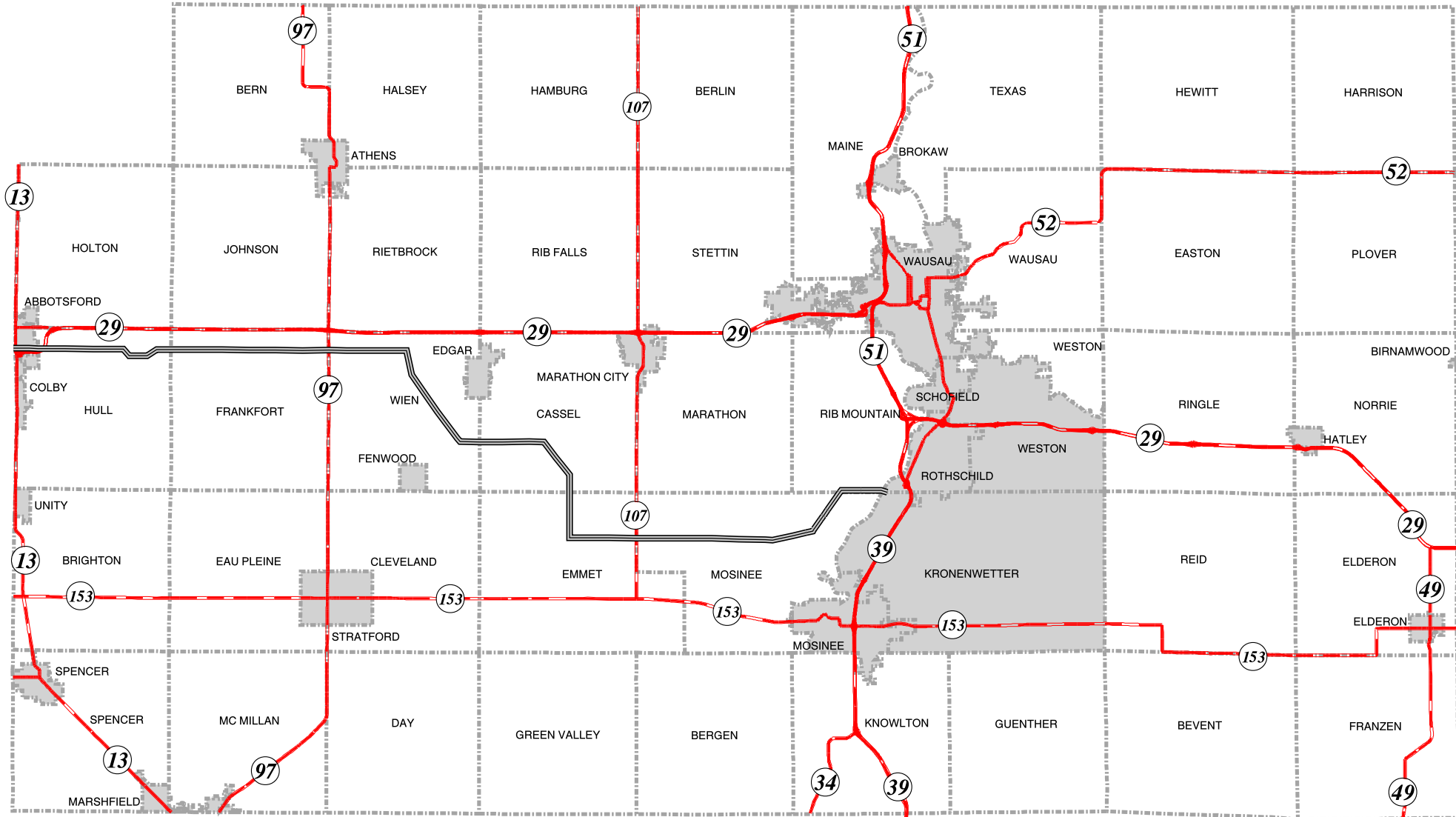
Priority Watersheds
as identified in the Marathon County
Land & Water Resource Management Plan

Watershed boundaries

Indicates other Municipality
Map Developed by Marathon County CPZ & GIS 2005

Figure 6-4
Major Watersheds
HOLTON

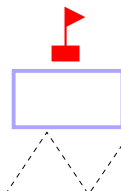
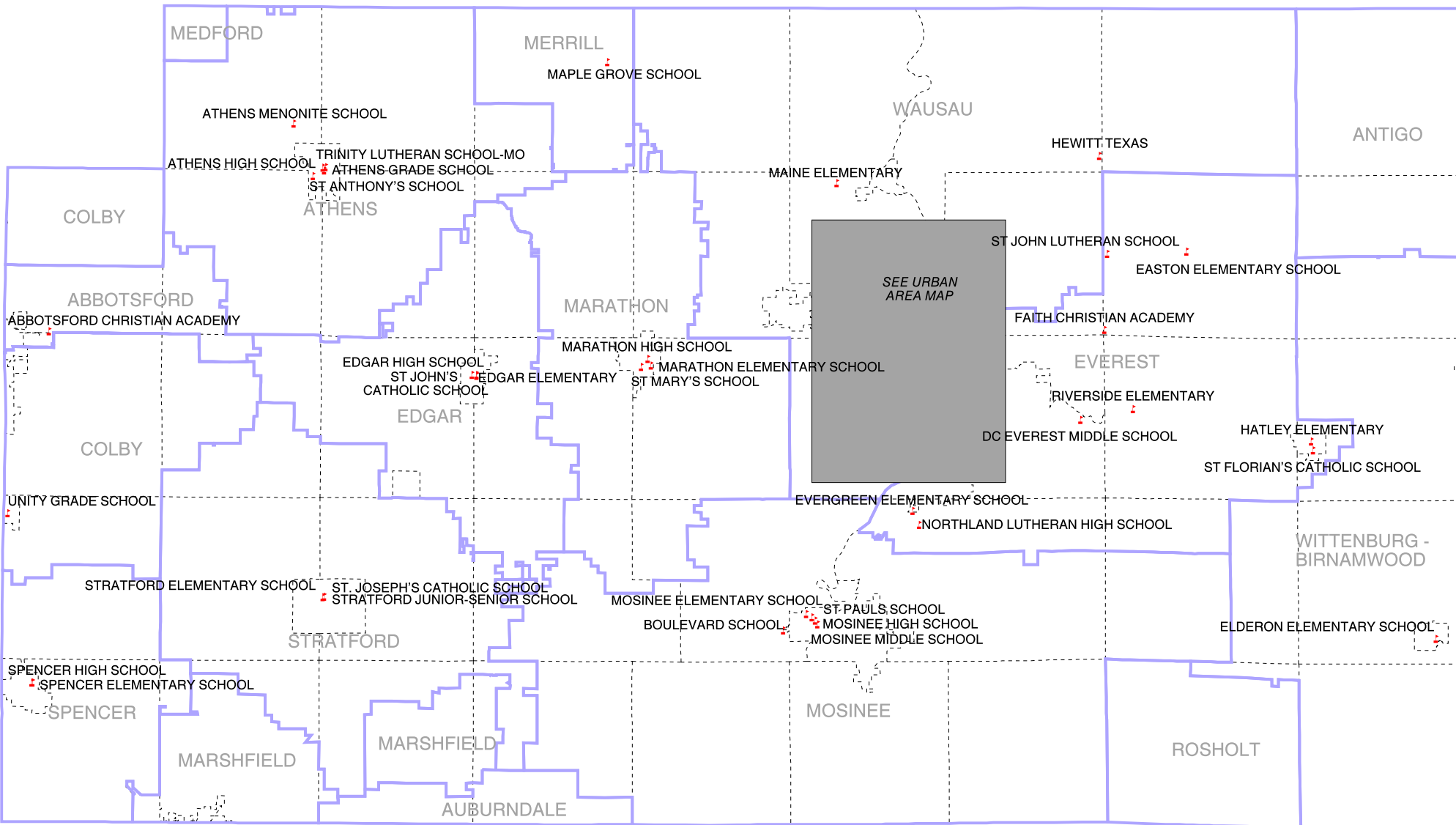
MARATHON COUNTY PROPOSED WESTON - ARROWHEAD LINE



Proposed Power Line
State & Us Highways
Municipal Boundary
Incorporated Municipality

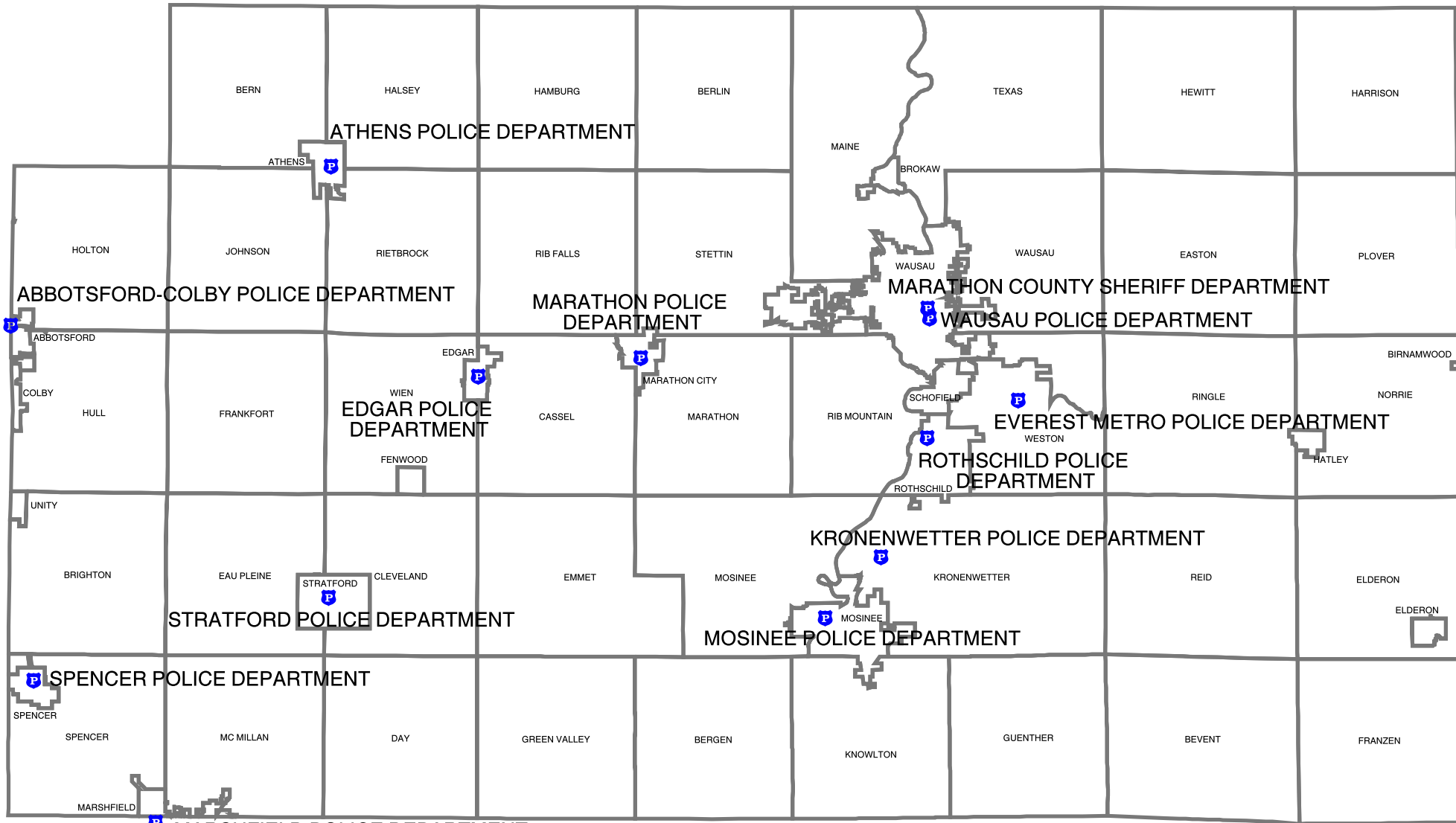
Figure 6-5

MARATHON COUNTY SCHOOL DISTRICTS AND SCHOOLS RURAL AREA MAP



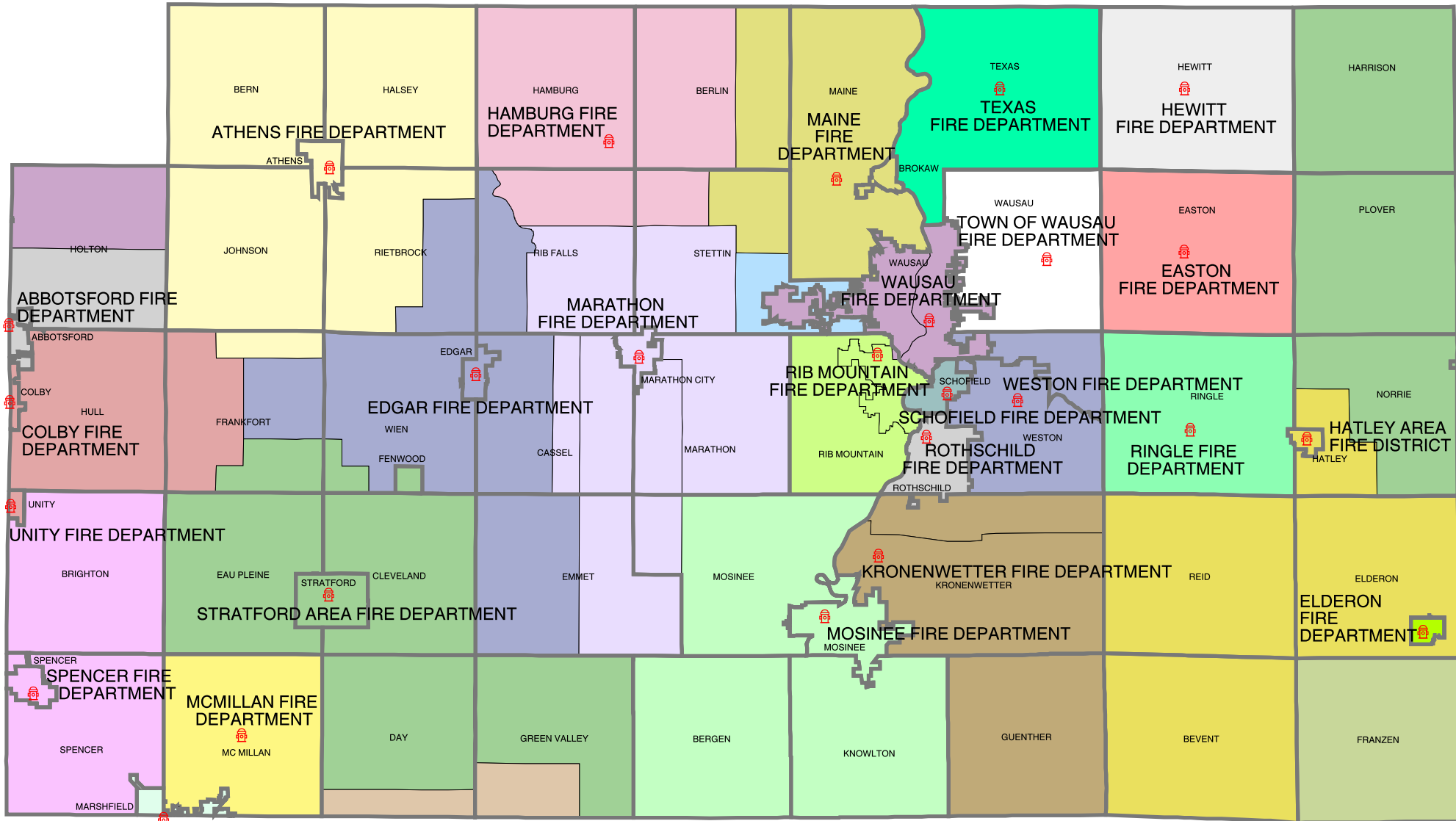
School Locations
School District Boundary
Municipal Boundary



MARATHON COUNTY LAW ENFORCEMENT



 Police Department
 Municipal Boundary

FIRE DEPARTMENTS & SERVICE AREAS



 Fire Department
 Municipal Boundary

Fire Service Districts

	ABBOTSFORD		MARATHON
	ATHENS		MARSHFIELD
	AUBURNDALE		MOSINEE
	BIRNAMWOOD		MOSINEE
	COLBY		RIB MOUNTAIN
	DORCHESTER		RINGLE
	EASTON		ROTHSCHILD
	ELDERON		SCHOFIELD
	FAMILY		SPENCER
	HAMBURG		STRATFORD
	HEWITT		WASAU
	KRONENWETTER		WASAU (town)
	MAINE		WESTON
	MAINE/RIB MTN		WITTENBERG



Map Developed by Marathon County CPZ & GIS 2005

Figure 9-3

MARATHON COUNTY AREA HOSPITALS, CLINICS & EMS ZONES

- Healthcare Facilities
- CLINIC
 - HOSPITAL
 - State & US Highways
 - Municipal Boundary
- EMT Areas
- ABBOTSFORD
 - ATHENS
 - BIRNAMWOOD
 - COLBY
 - EDGAR
 - HATLEY
 - MARSHFIELD
 - MOSINEE
 - RIB MOUNTAIN
 - ROTHSCHILD
 - SCHOFIELD
 - SPENCER
 - STRATFORD
 - WAUSAU (city)
 - WESTON
 - WITTENBERG

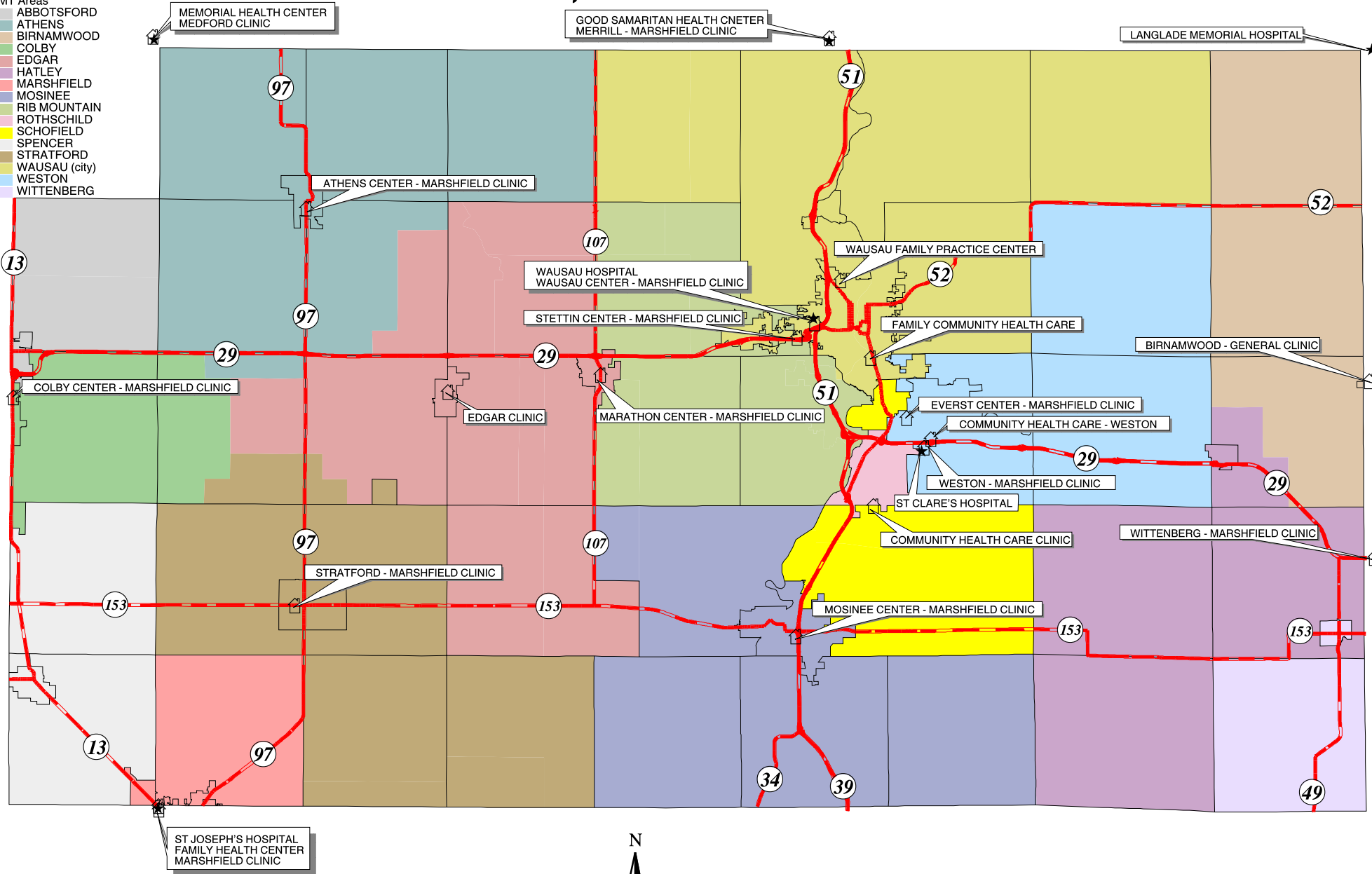
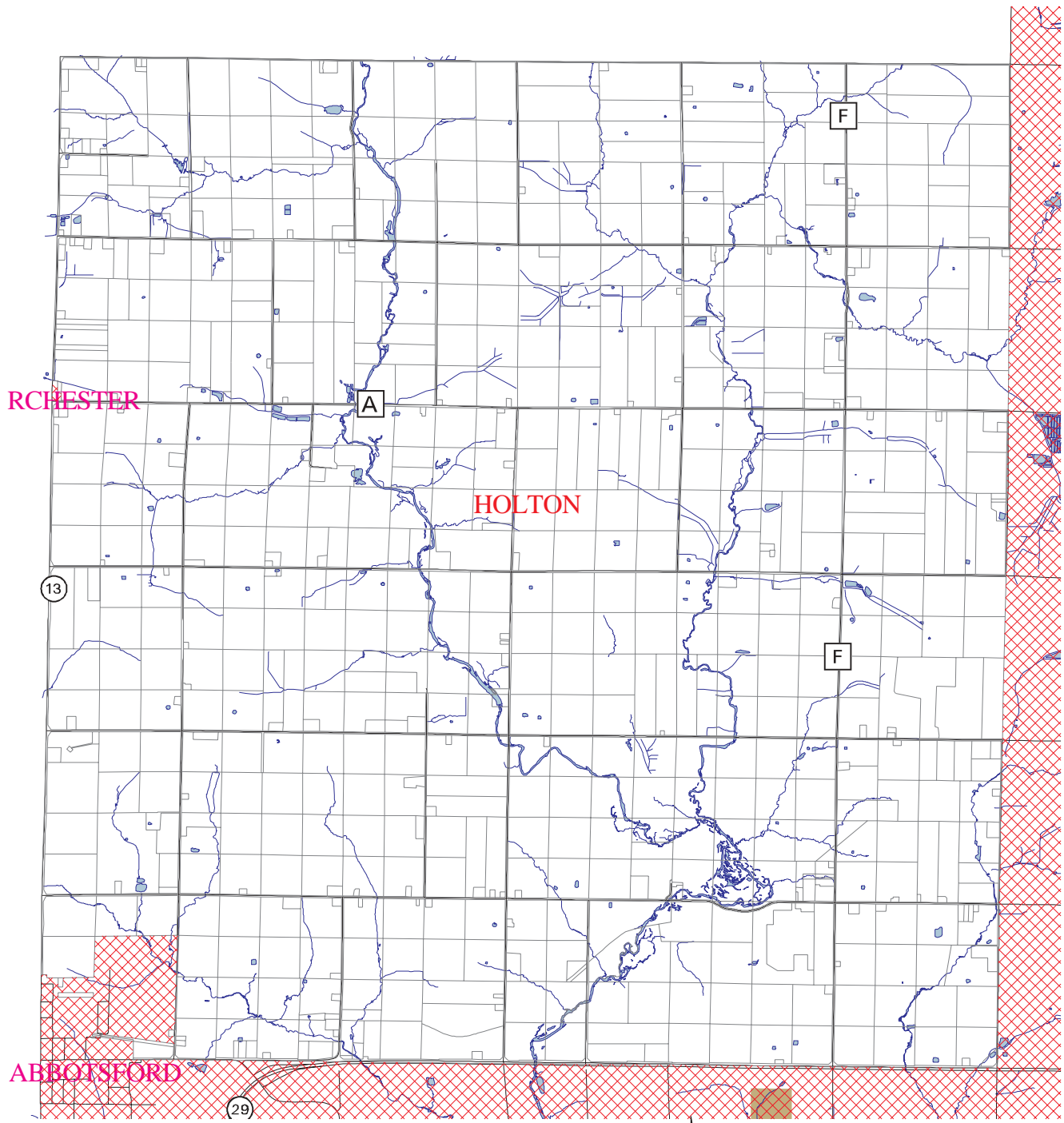


Figure 9-4



- Municipal Parks
- County Forest Units
- County Parks
- State Parks

Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005



Figure 10-1
Recreation Facilities
HOLTON

Town of Holton

Comprehensive Plan

Goals, Objectives, Policies & Implementation

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8. Community Facilities Element	17
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11. Intergovernmental Cooperation Element.....	21
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- B. Marathon County Guiding Principles
- C. Ordinances and Resolutions for Adoption
- D. Public Participation Plan
- E. Bibliography of Related Studies and Plans
- F. Road Paving Criteria

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- Figure 3-3: Development Constraints
- Figure 4-1: Functional Classification
- Figure 4-2: WISLR Ratings
- Figure 4-3: WISLR Road Surface Type

List of Acronyms

303 (d) list—waters designated as “impaired” under section 303 (d) of the U.S. Clean Water Act.

AADT—Annual Average Daily Traffic

AHI—Architecture & History Inventory (a database of the Wisconsin Historical Society).

BMPs—Best Management Practices

CCR&R—Child Care Resource and Referral Network

CDBG—Community Development Block Grant

CES—Cropland Evaluation System (Marathon County)

CIP—Capital Improvement Program

Comm 83—Chapter 83 of the Wisconsin Administrative Code under the Department of Commerce, setting standards for regulation of private sewage systems.

CRP—Conservation Reserve Program

CTH—County Trunk Highway

CWA—Central Wisconsin Airport

DWD—Department of Workforce Development

EMS—Emergency Medical Services

EMT—Emergency Medical Technician

ERW—Exceptional Resource Waters, a designation by the Wisconsin Department of Natural Resources.

FEMA—Federal Emergency Management Agency

FIRM—Flood Insurance Rate Maps

HOME—Home Investment Partnerships Program

HUD—U.S. Department of Housing and Urban Development

LHOG—Local Housing Organization Grant

LRTP—Long Range Transportation Plan (Prepared by the Wausau Metro Planning Organization for the Metro area).

LWRMP—Land and Water Resource Management Plan (Marathon County)

MPO—Wausau Area Metropolitan Planning Organization

NCHC—North Central Health Care

NCWRPC—North Central Wisconsin Regional Planning Commission

NRHP—National Register of Historic Places

NTC—Northcentral Technical College

ORW—Outstanding Resource Waters, a designation under the U.S. Clean Water Act.

Town of Holton

PASER—Pavement Surface Evaluation Rating

PMP—Pavement Management Plan

SHPO—State Historic Preservation Office

STF Data—Summary Tape File, referring to data files of the 2000 U.S. Census.

STH—State Trunk Highway

TDP—Transit Development Plan (Wausau Area Transit System)

TIP—Transportation Improvement Program (Marathon County)

USDA—United States Department of Agriculture

USH—U.S. Highway

UW-MC—University of Wisconsin—Marathon County

WATS—Wausau Area Transit System

WDA—Wisconsin Department of Agriculture

WDNR—Wisconsin Department of Natural Resources

WDOA—Wisconsin Department of Administration

WDOT—Wisconsin Department of Transportation

WHEDA—Wisconsin Housing and Economic Development Authority

WISLR—Wisconsin Information System for Local Roads

WPD—Wetland Protection District

WPS—Wisconsin Public Service Corporation

1. Introduction

This document represents the core of the Holton Comprehensive Plan. It outlines the community's goals and objectives to address the issues and opportunities identified in the *Conditions and Issues Report* and guide future growth. Goals and objectives have been developed relative to each of the required plan elements. For each of the goals and objectives, specific policies, strategies and/or actions are recommended to enable the community to achieve them. The Implementation Element at the end of this document compiles and prioritizes all the recommended action steps and identifies who is responsible for implementation.

Coordinating planning efforts with other jurisdictions was integral to the local comprehensive planning process. By working in sub-area groups, participating in county-wide planning workshops, and directly communicating with neighboring communities, all participating local municipalities have taken steps to foster intergovernmental cooperation and land use coordination. To achieve a level of broad consistency, all participating municipalities worked together to identify common likes, dislikes and concerns impacting their respective sub-areas. These were distilled into ten countywide guiding principles that describe a broad, shared vision of the future of Marathon County.

Local plans must also address the State's fourteen planning goals outlined in Wisconsin Statutes 66.1001, to the extent applicable. The sub-area concerns are summarized below and the State planning goals and countywide guiding principles are summarized in Appendix A and B, respectively.

Sub-Area Concerns

Following is a list of concerns shared by the four rural planning sub-areas outside of the Wausau metropolitan area. These were developed through a Strengths, Weaknesses, Opportunities, and Threats (SWOT) exercise to identify aspects of the sub-areas that participants liked, disliked, or had concerns about. Because many of the concerns were shared by all the rural sub-areas, they were consolidated into one list as follows:

General Concerns:

Local Development Control

- Maintain local control of development regulation
- Private property rights

Degree of Regulation

- Prefer minimal development regulation, but open to some regulation to protect prime farmland, rural character, natural resources and water quality
- Managed development preferred

Land Use and Development:

Preserve Rural Character

- Rural settings (small farms dotting landscape)
- Low population density (1, 2 and 5 acre lots)
- Ample open space, woodlands, natural areas, etc.
- Small town living – familiar, friendly, safe
- Concentrate commercial and industrial development in cities or villages

Farm/Non-farm Conflicts

- Increased demand (from new residents) for higher level of service, paved roads, etc.
- Traffic conflicts between passenger vehicles and farm equipment
- Road paving and dust control – Costs? Benefits?
- Road damage from heavy farm equipment
- Increased complaints about farm smells, dust, noise

Urban Fringe Development

- Annexation - lack of control over where, when and what might develop
- Some support for cooperative boundary agreements to manage growth at urban edge
- Planned development preferred - but wary of over regulation

Identity and Appearance

- Lack of design/aesthetics control for commercial and industrial development (buildings, landscaping, signs)
- Cluttered appearance of major road corridors (signs, power lines, no landscaping)
- Improve housing maintenance in some neighborhoods
- Land use conflicts – i.e. old industrial adjacent to residential

Preservation and Protection of Resources:

Preserve/Protect Natural Resources

- Preserve woodlands (highest ratings in survey responses), wetlands, rivers
- Protect/maintain natural character and scenic quality
- Maintain access to natural areas

Fiscal/Economic:

Strong and Diverse Tax Base

- Loss of land, jobs and population due to annexation
- Loss of taxable land due to public purchase (e.g. County Forests)
- Redevelop under-utilized land, particularly along Wisconsin River
- Maintain/foster diverse mix of land uses
- Competition for industrial development – particularly between urban and fringe areas

Farmland Preservation (primarily economic issue)

- Loss of small/family farms to development or larger farms
- Mega farms [also concerns about environmental impacts]
- Decreasing number of active farms
- Conversion of farms to non-farm development
- Land value inflation (high taxes)

Infrastructure:

Traffic and Transportation System

- Too many driveway openings on busy road corridors
- Lack of future street planning
- Limited river crossings
- New interchange locations and loss of highway access
- Highway frontage roads – access limitations

Protect Water Supply

- Depletion or degradation due to high volume users (mega farms, new high school, industry)
- Limited access to water for wells in some areas (bedrock, etc.)

Sewer and Septic System Availability

- Poor soil drainage limits suitability for on-site waste treatment systems in some areas
- “Comm83” opens more areas for on-site treatment systems
- Interest in looking at alternatives to centralized wastewater treatment

Cost Efficient Community Services

- Shared services generally good – fragmentation an issue in some areas
- Maintain and improve services w/o increasing taxes
- How/who will pay for increased services
- Lack of transit access in rural and fringe areas

20-Year Community Vision Statement

The Town of Holton will protect the rural character and natural resources of the town while recognizing the economic needs and ownership rights of property owners.

Goals, Objectives, Policies, Strategies & Actions

This document describes a variety of goals, objectives, policies, strategies and actions the Town has identified to help it respond to issues and opportunities identified in the *Issues and Conditions* report. Definitions are provided below to clarify the purpose and intent of each category.

Definitions:

- **Goal:** A goal is a statement that describes a desired future condition. The statement is broad in scope and describes general concepts or things the community hopes to accomplish.
- **Objective:** An objective is a statement that describes a specific course of action to achieve a goal or address an issue.
- **Policy:** A policy is a general course of action or rule of conduct to be followed to achieve community goals and objectives.
- **Strategies:** As the name implies, strategies are strategic approaches that may involve a series of individual actions to achieve a specific goal or objective.
- **Actions:** An action describes a specific effort that will be undertaken to achieve a specific goal or objective.

2. Natural Resources Element

Goal 1: Preserve waterways, groundwater, and forests.

- **Objective: Work with Marathon County and the WDNR to identify critical zones such as groundwater recharge areas.**
- **Objective: Update applicable Town ordinances**
- **Objective: Work with Marathon County and the WDNR to monitor the impact of high volume wells on the water table.**
- **Objective: Investigate regulations regarding the use of farm chemicals, lawn fertilizers, and other contaminants.**
- **Objective: Raise awareness of the importance of forestland and applicable programs.**

POLICIES

- The Town of Holton discourages development in areas that are critical to maintaining the Town's groundwater supply.
- The Town of Holton discourages the overuse or misapplication of lawn fertilizers, farm chemicals, and animal waste.

STRATEGIES / ACTIONS

- Work with Marathon County and the WDNR to identify areas, such as groundwater recharge areas, where development could impact the water table and overall water quality.
- Update applicable Town ordinances to ensure that waterways, groundwater, and forests are adequately protected.
- In conjunction with UW-Extension and Marathon County, investigate the development of regulations relating to farm chemicals, lawn fertilizers, and other sources of groundwater pollution.
- Identify areas with large stands of forested area and encourage those owners to participate in the Managed Forest Law, and other applicable programs.
- Work with Marathon County and the WDNR to monitor the impact of high volume wells on the Town's water supply.

3. Land Use Element

Goal 1: Preserve agriculture in the Town of Holton.

- **Objective: Work with Marathon County and UW-Extension to raise awareness of the connection between the rural landscape and the role of active agriculture in maintaining the landscape.**
- **Objective: Work with appropriate entities, such as UW-Extension and Marathon County to develop and promote a public information campaign about the daily activities of agricultural enterprises.**
- **Objective: Promote active communication between agricultural operations and their neighbors.**
- **Objective: Investigate regulating confined animal feeding operations (CAFO).**

POLICIES

- The Town of Holton will identify areas that are appropriate for CAFO operations.

STRATEGIES / ACTIONS

- Work with Marathon County and UW-Extension to raise awareness of the connection between the rural landscape and the role that agriculture plays in maintaining this landscape.
- Investigate regulating confined animal feeding operations (CAFO's), in light of new State legislation.
- Promote active communication between agricultural operators and residential neighbors.
- Work with UW-Extension and Marathon County to develop an education process / protocol to inform new residents about the realities of rural living, and how they are connected with the overall quality of life.

Goal 2: Preserve the rural nature of the Town of Holton.

- **Objective: Encourage participation in incentive programs, such as FCL, MFL, or Farmland Preservation Program, to preserve the Town's rural character.**
- **Objective: Work with interested farmers who are looking to sell their land to see that it remains in agricultural production.**
- **Objective: Actively address future growth pressure that may result from the STH 29 improvements.**

- **Objective: To discourage rural residential development and determine an appropriate lot size that will support Holton’s concept of rural character.**
- **Objective: Analyze future developments for their impact on the community’s tax base in relation to the services that they would require.**
- **Objective: To encourage future cluster housing to be in close proximity to existing villages.**

POLICIES

- The Town of Holton discourages scattered site rural residential development.

STRATEGIES / ACTIONS

- Develop a lot size that is appropriate for the Town of Holton to maintain the rural character of the community.
- Work with UW-Extension, the WDNR, and Marathon County to encourage participation in MFL, FCL, and the Farmland Preservation programs.
- Support the Marathon County incubator farm and mentoring program to connect new farm operators with agricultural operators that wish to sell their land and equipment and retire.

- Meet with the cities of Abbotsford and Dorchester to discuss future growth patterns, specifically along STH 29 and STH 13.
- The Town of Holton encourages the development of a cluster subdivision ordinance at the County level, to apply within the Town borders.
- Develop a process / protocol to review future development requests in relation to the tax base that they will provide and the services they will require.

Goal 3: Protect and encourage cottage industries in the Town.

- **Objective: Update and improve regulations relating to cottage industries.**
- **Objective: Identify those cottage industries that the Town wishes to specifically protect.**

POLICIES

- The Town of Holton will encourage identified cottage industries to develop and continue to occur.

STRATEGIES / ACTIONS

- Review and revise, as needed, ordinances related to the development and continuation of home businesses / cottage industries in the Town of Holton.

- Identify those cottage industries that the Town wishes to encourage.

Goal 4: Prevent the establishment of “mini” cemeteries and individual burial sites.

- **Objective: Work to identify and locate community cemeteries.**
- **Objective: Work with religious communities to establish new cemetery locations contiguous to existing cemeteries.**

POLICIES

- The Town of Holton prohibits the construction of cemeteries within the Town’s borders without prior authorization from the Town, Marathon County, and the State of Wisconsin.

STRATEGIES / ACTIONS

- Work with religious communities (Amish, Mennonite, etc.) to establish cemetery locations contiguous to existing cemetery sites.

Future Land Use – The Town of Holton Future Land Use map, shown in Figure 3-1 illustrates the anticipated future pattern of land uses. The map includes fourteen land use categories to guide where new residential and non-residential development should be

encouraged to locate or where development should be discouraged. Descriptions of each land use category and the number of acres within each category are provided in Table 3-1. Figure 3-3 shows areas with development constraints due to environmental conditions such as wetlands and floodplains, or policy constraints such as restrictive zoning or other programs (i.e., Exclusive Agriculture, Forest Crop Law). Areas where existing development precludes additional development are also shown.

Table 3-1: Future Land Use, 2005

Land Cover Category	Description	Acres	% of Total Land Area
Single Family Residential	One family structures, farm residences, mobile homes	2427	11%
Commercial Services	Retail stores, taverns, restaurants, truck stops, gas stations, farm coops, farm implement dealerships, automobile dealerships, business offices, motels/hotels, offices, telephone/gas company	81	<1%
Industrial	Saw/paper/lumber mills, dairies, industrial parks, trucking operations, distribution centers, mining	194	1%
Cropland	Tilled agriculture, prime farmland	13895	63%
Other Agriculture	Fallow, pasture and undetermined agriculture, power lines and towers, water towers, municipal wells	1795	8%
Public/ Quasi-Public	Schools, churches, cemeteries, libraries, government buildings, National Guard, utility facilities.	6	<1%
Park and Recreation	Public and private parks, trails, ball fields, golf courses, playgrounds, camp grounds, shooting ranges, etc.	115	<1%
Woodlands	Privately-owned forested land, including nurseries, paper mill forests, etc.	2846	13%

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Water and Wetlands	Open waters, such as lakes, ponds, streams, rivers, creeks, reservoirs, etc.	176	1%
Transportation	Airports, highways, road right-of-ways, railroads, logging roads	537	2%
Barren Land	Unused open land in wooded areas, along streams, along roadsides	43	<1%
Total Land Area		22157	100%

Source: Future Land Use map

As indicated in the table, a majority of the land is used for cropland (63%) or woodlands (13%). Single-family residential currently occupies 11 percent of the total acreage within the town (2427 acres).

Land Needs – Projections of future population and employment growth in Holton are provided in the *Issues and Conditions* report. These were used to estimate the amount of land needed to accommodate future residential and non-residential development over the next 20 years. Acreage projections were based on assumptions about density of houses per acre and employees per acre.

It is estimated over the next 20 years, 60 acres will be needed to accommodate future residential development and 8 acres are needed for future non-residential development. Potential locations for these land uses are identified on the Future Land Use Map with all new development concentrated on the western border of the town near the cities of Abbotsford and Colby.

Table 3-2: Acreage Projections, 2000-2030

	Estimated Total Acreage Needed by Year						
	2000	2005	2010	2015	2020	2025	2030
Agricultural	18225	18214	18203	18192	18180	18168	18157
Residential	816	826	836	846	856	866	876
Industrial	23	24	25	26	27	28	29
Commercial	10	10	10	10	11	12	12

Source: determined from NCWRPC and Marathon County projections

Consistency between Land Use and Zoning – Land use and zoning designations are related, but not necessarily identical. Land use categories tend to be fairly general whereas zoning districts regulate specific land uses and development requirements. Because the land use categories are general it is common for more than one zoning district to correspond to each land use category. It is also possible that some zoning districts might be consistent with more than one land use designation.

Achieving consistency between land use and zoning is required by State Statutes. This generally occurs when a community is considering a proposed zoning change. The decision to approve a zoning change must be based on the adopted comprehensive plan, and specifically, the future land use map. Generally, if the requested zoning is consistent with the land use designation on the property it should be approved, unless unique circumstances indicated the rezoning would negatively impact surrounding properties or the community. If a rezoning request is not consistent with the land use designation, the community should consider denying the rezoning request.

In situations where a rezoning request is not consistent with the land use designation - but the community believes the requested zoning is appropriate in the specific location and would benefit the community - the zoning change can be approved, however, the land use map should be amended accordingly to establish land use and zoning consistency. The process for amending the land use map is discussed in greater detail in the Implementation Element.

4. Transportation Element

Goal 1: Maintain the Town's Transportation system.

- **Objective: Develop an annual process of roadway analysis, such as PASER, and prioritize maintenance scheduling through a Capital Improvements Plan (CIP).**
- **Objective: Develop criteria to address whether or not to blacktop roads.**
- **Objective: To develop a retainer system for road or other capital repairs which occur as a direct result of large farm equipment and trucks on local roadways.**
- **Objective: Work with the Marathon County Sheriff's Department to enforce weight limits on Town roads.**
- **Objective: Work with the farms in the Town to assist in the reduction of conflicts between farm and non-farm vehicles.**
- **Objective: Educate the public about slow moving vehicles.**

- **Objective: Maintain and improve the ongoing cooperation with surrounding Towns regarding road maintenance and future road improvements.**

POLICIES

- The Town of Holton supports the continued equitable funding of the Town's transportation system.

STRATEGIES / ACTIONS

- Develop a CIP, in concert with the development of a PASER system, to prioritize maintenance and improvement scheduling.
- Develop criteria, such as traffic count and cost, to determine whether or not to blacktop new roads.
- Investigate the development of a retainer system, possibly based on trips, weight, or other criteria, for large farm equipment and truck traffic, to ensure that road damage is paid for and repaired.
- Work with the Marathon County Sheriff's Dept. to enforce weight limits on Town roads.
- Work with UW-Extension, Marathon County, and the County Sheriff's Dept. to educate the public about slow moving vehicles.

- Meet with surrounding Towns and the cities of Dorchester and Abbotsford to maintain and improve ongoing cooperation related to road maintenance.

Goal 2: Maintain a safe transportation system.

- **Objective: Address ongoing conflicts between auto traffic, large farm equipment, and horse and buggies.**
- **Objective: To discourage commuter traffic from using Class C roads.**

POLICIES

- The Town of Holton will actively discourage the use of Class C roads by commuter traffic.

STRATEGIES / ACTIONS

- Work with UW-Extension, Marathon County, and the County Sheriff's Dept. to educate the public about slow moving vehicles.
- Investigate methods to discourage the use of Class C roads by commuters. This may include the use of stop signs to slow traffic, and other methods.

Goal 3: To develop safe travel routes for pedestrians and bicycles.

- **Objective: To identify and improve those roads which are most suitable for pedestrians and bicycles, by installing wider shoulders.**

POLICIES

- The Town of Holton encourages the installation of wider shoulders on bicycle and pedestrian routes.

STRATEGIES / ACTIONS

- Work with Marathon County and the surrounding communities to identify and improve those roads that are suitable for pedestrians and bicycles.

Road Improvements

The Wisconsin Department of Transportation (WDOT) requires all incorporated communities to prepare a Pavement Management Plan (PMP) using a pavement rating system for their local roads. These plans were to be submitted for review by December 2001. The data from these plans is intended to provide the foundation for the Wisconsin Information System for Local Roads (WISLR), which is a computer resource that will enable communities and the State to begin to assess Wisconsin's local roadway system.

The PASER system, which was designed by the Transportation Information Center of the University of Wisconsin-Madison, is the rating system used most by Wisconsin communities. PASER rates road surfaces on a scale of 1 to 10. This scale is broken down as follows:

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- “1” and “2” = very poor condition
- “3” = poor condition
- “4” and “5” = fair condition
- “6” and “7” = good condition
- “8” = very good condition
- “9” and “10” = excellent condition

In addition to its use in the new WISLR, the rating system gives communities a detailed assessment of the appropriate maintenance method for each road segment under their jurisdiction. This assessment is then incorporated into the community’s PMP.

those roads with a fair or less surface rating. Further information is necessary for those roads that display no surface rating data. The roads that display a surface rating of “Good” or better will only require minimal preventative maintenance to promote safe travel conditions.

Paving Gravel Roads – Forty-six miles of roads within the Town remain unpaved. When paving gravel roads, there are many factors that should be taken into consideration. Appendix G outlines some general guidelines to help the Town decide if or when to pave gravel roads.

Table 4-1: Summary of Pavement Conditions

Surface Type Code (miles)						
Unimproved Road	Graded Earth Road	Gravel Road	Wearing Surface	Cold Mix Asphalt on Concrete	Cold Mix Resurfacing with < 7" Base	Cold Mix Resurfacing with > 7" Base
		46.65				
Cold Mix Asphalt Base < 7"	Cold Mix Asphalt Base > 7"	Hot Mix Asphalt on Concrete	Hot Mix Resurfacing	Hot Mix Asphalt Pavement	Concrete Pavement	Brick or Block Pavement
2.22	11.83					

Surface Condition Rating - WISLR Data						
No Data	Failed	Poor	Fair	Good	Very Good	Excellent
2.45		0.29	21.34	30.05	6.57	

Source: WDOT (WISLR), 8/10/04

Roads exhibiting a surface condition rating at or below “Fair” must be examined to determine what type of reconstruction or strengthening is necessary. The majority of the roads throughout the Town of Holton are gravel, although concerns only arise on

5. Utilities Element

Goal 1: Address concerns regarding the proposed high-voltage transmission line.

- **Objective: Coordinate with Marathon County, other affected communities, and other appropriate agencies and groups to effectively express concerns regarding the proposed ATC power line.**

POLICIES

- The Town of Holton opposes the construction of the ATC power line.

STRATEGIES / ACTIONS

- Continue to work with affected property owners and communities to communicate the Town's position on the proposed ATC power line.

Goal 2: Prepare for the Town's future telecommunications needs.

- **Objective: Investigate the possibility of regulating cell towers in the Town.**

POLICIES

- The Town of Holton supports the appropriate siting of cell towers, specifically in areas where it will not impact the natural surroundings of a community.

STRATEGIES / ACTIONS

- Work with Marathon County to develop cell tower regulations in the Town.

Goal 3: Protect the Town's water resources, including potable water.

- **Objective: Work with Marathon County and the WDNR to identify critical zones, such as groundwater recharge areas, and update applicable Town ordinances**
- **Objective: Work with Marathon County and the WDNR to monitor and regulate the impact of high volume wells on the water table.**

POLICIES

- The Town of Holton discourages development in groundwater recharge areas.

STRATEGIES / ACTIONS

- Work with Marathon County and the WDNR to identify areas, such as groundwater recharge areas, where

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development could impact the water table and overall water quality.

- Work with Marathon County and the WDNR to monitor the impact of high volume wells on the Town's water supply.
- Update applicable Town ordinances.

6. Housing Element

Goal 1: Plan for future residential growth.

- **Objective: Zone future residential sites as to be contiguous with existing residential areas.**
- **Objective: Direct future residential growth to areas near the City of Abbotsford and the Village of Dorchester to provide services with maximum efficiency.**

POLICIES

- The Town of Holton will direct future residential growth to areas near the City of Abbotsford and the Village of Dorchester.

STRATEGIES / ACTIONS

- Identify future residential areas around the City of Abbotsford and the Village of Dorchester.

Goal 2: Effectively regulate mobile homes.

- **Objective: To require skirting and landscaping for all newly established mobile homes.**

POLICIES

- The Town of Holton requires all new mobile homes to install skirting and landscaping around the base of the home, after they have been sited.

STRATEGIES / ACTIONS

- Update Town ordinances to require new mobile homes to have skirting and landscaping installed after they have been sited.

Goal 3: Determine whether nuisance issues should be regulated.

- **Objective: To ensure that regulations relating to the dumping of solid waste and trash are adequately enforced to prevent properties from becoming eyesores.**
- **Objective: Determine if structural integrity is diminished.**

POLICIES

- The Town of Holton prohibits the dumping of solid waste and trash on properties without proper zoning and review from the Town and Marathon County.

STRATEGIES / ACTIONS

- Update Town ordinances to effectively regulate nuisance and garbage uses.

- Work with property owners in the Town to develop a plan to clean up unsightly properties.

7. Cultural Resources Element

Goal 1: Preserve resources that personify the history / culture of the Town of Holton.

- **Objective: To work with the County Historical Society to identify historic resources so they may be considered in future planning.**
- **Objective: To ensure that any known cemeteries, human burials or archaeological sites are protected from encroachment by roads or any development activities.**
- **Objective: To identify historic buildings and sites for possible preservation.**

POLICIES

- The Town of Holton encourages the preservation of historic sites and structures.

STRATEGIES / ACTIONS

- Review Town ordinances, and update as needed, to ensure that they provide the necessary protection to cultural resources in the Town of Holton.
- Work with the County Historical Society to identify historic resources so they can be considered in future planning.

8. Community Facilities Element

Goal 1: Ensure continued comprehensive fire, ambulance, and emergency medical coverage.

- **Objective: Work with the City of Abbotsford and the Village of Dorchester to provide cost effective fire protection for the Town of Holton.**
- **Objective: Work with Marathon County to provide effective police protection to the Town of Holton.**
- **Objective: To encourage more people to become local EMT's and First Responders.**

- Develop a program, in concert with the Village of Dorchester and City of Abbotsford, to recruit and encourage new fire department volunteers.
- Develop a program to encourage Town of Holton residents to be trained as First Responders or EMTs.

POLICIES

- The Town of Holton supports the continued provision of fire, ambulance, and emergency medical services from the two service providers.

STRATEGIES / ACTIONS

- Work with Marathon County, the Village of Dorchester and the City of Abbotsford to provide effective police service.
- Investigate a possible service agreement for police protection between the City, the Village, the Town, and Marathon County.

9. Parks Element

Goal 1: Support the Marathon County Park and forest system that serve residents of the Town of Holton.

- **Objective: To encourage appropriate funding for maintenance and improvements of local Marathon County parks and forests.**
- **Objective: Cooperate with the establishment of a public recreation area.**

POLICIES

- The Town of Holton supports the creation of a public recreation area in the Town.

STRATEGIES / ACTIONS

- Work with Marathon County to identify and establish a public recreation area in the Town.
- Encourage the County to appropriately fund the Marathon County park and forest system.

10. Economic Development Element

Goal 1: Strengthen the viability of the local agricultural economy.

- **Objective: To explore the development of niche markets for agricultural products (e.g. organic/hydroponic).**
- **Objective: To encourage secondary business development, such as outdoor markets or canneries, around the agricultural economy.**
- **Objective: To work with Marathon County and other agencies such as the UW-Extension, to explore regional approaches to aiding the agricultural economy, such as regional manure digesters.**
- **Objective: To encourage the development of new farms in the Town.**
- **Objective: Strengthen existing farms.**

POLICIES

- The Town of Holton will consider the use of TIF to assist new agricultural developments in the Town, provided that they will pay back the Town's investments.

STRATEGIES / ACTIONS

- Review and update as appropriate, Town policies regarding the development of secondary agricultural businesses.
- In cooperation with Marathon County, UW-Extension, and other neighboring communities, develop a regional plan to encourage enhancement and further development of the regional agricultural economy.
- In concert with the County and UW-Extension, develop a visitation program to meet with local agricultural operators and discover how to assist them.

Goal 2: To maintain access to local goods and services.

- **Objective: To support clustering of commercial areas in the Cities of Abbotsford and Colby and the Village of Dorchester.**
- **Objective: To work with the Cities of Abbotsford and Colby and the Village of Dorchester to develop a long term, area strategy to promote local goods and services.**

POLICIES

- The Town of Holton encourages the patronization of local merchants in the Village of Dorchester and the Cities of Abbotsford and Colby.

STRATEGIES / ACTIONS

- Work with the Village of Dorchester, and the Cities of Abbotsford, and Colby to develop a commercial clustering plan for the communities.
- Work with area cities and other appropriate entities to develop a “Buy Local” program to support local merchants.

Marathon County Strengths and Weaknesses for Economic Development

Strengths

- Many acres of land zone Exclusive Agriculture, which strengthens the retention of the agricultural industry.
- Ample open space, woodlands, and natural areas, which adds to the small town living environment sought after by existing/future businesses and their employees.
- A strong base economy made up of a variety of businesses including leaders in papermaking, lumber, insurance, and dairy products.

- Strong support for economic development from the community and economic development organizations

Weaknesses

- The agricultural economy is declining, and exclusive agricultural zoning prevents other industry development in the community.
- Access limitations along highways and frontage roads.
- Lack of design/aesthetics control for commercial and industrial development.
- Competition for industrial development – particularly between urban and fringe areas.

11. Intergovernmental Cooperation Element

Goal 1: Maintain appropriate tax base to provide minimum service levels.

- **Objective: Work with the City of Abbotsford and the Village of Dorchester to prevent large annexations that would negatively affect the tax base of the Town.**
- **Objective: Develop boundary agreements with the City of Abbotsford and the Village of Dorchester to determine the extent of future growth into the Town.**

POLICIES

- The Town of Holton discourages large scale, unplanned annexations into other municipalities.
- The Town of Holton encourages the development of a joint land use plan for the areas surrounding the Village of Dorchester and the City of Abbotsford, in prelude to a boundary agreement.

STRATEGIES / ACTIONS

- Meet with the City of Abbotsford and the Village of Dorchester to develop a long-term boundary agreement.

- Meet with the City of Abbotsford and the Village of Dorchester to communicate the Town's land use plan, and develop an understanding between both communities regarding future land use plans.

Goal 2: Maintain and enhance intergovernmental relationships.

- **Objective: To develop and hold regularly scheduled meetings along a Council of Governments model to discuss issues of regional interest.**
- **Objective: Work with other governmental units to purchase items cooperatively to save costs.**
- **Objective: To include bordering Towns on the mailing list for future agendas and issues.**

POLICIES

- The Town of Holton supports the creation of a regional intergovernmental forum.

STRATEGIES / ACTIONS

- Work with other regional governments to develop a regular meeting to discuss issues of regional concern (i.e. Quarterly meetings held in a Council of Governments (COG) format).

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- Meet with area communities to review and discuss the possibility of purchasing equipment and supplies cooperatively to save costs.
- Develop a mailing list of bordering Towns and cities to include them in agendas and issue discussions.

12. Implementation Element

The primary reason a community prepares a comprehensive plan is to establish a framework to influence decisions regarding management of growth and regulation of development to maintain the desired community character, and to set priorities for public expenditures. To be effective, this plan should be actively used as a tool to guide decisions concerning:

- The implementation and enforcement of regulatory ordinances based on the goals and objectives identified in this plan.
- The development of programs and support systems that further the goals and objectives set forth in this plan.
- The implementation of specific community improvements as identified in the comprehensive plan.
- The establishment and support of a continued planning process providing for periodic review and updates to this plan and other land use control measures.

Implementation Tools

Having the appropriate tools to implement the recommendations in this comprehensive plan is critical. The most common implementation tools are the Town official controls or regulatory codes. In particular, the zoning ordinance and subdivision (or land division) regulations comprise the principal regulatory devices used to protect existing development and guide future growth and development as identified in this comprehensive plan. There are also non-regulatory approaches to implementing the comprehensive plan; these generally involve decisions about how the community will spend its limited funding resources on capital improvements and staffing.

The State planning law requires that by January 1, 2010 certain programs and/or actions that affect land use must be consistent with the locally adopted comprehensive plan. To meet this deadline, Holton should update related ordinances on or before the year 2010. The Town Board officially adopts these regulatory and land use control measures as ordinances (or as revisions to the existing ordinances).

- **Zoning Ordinance and Map:** Zoning is used to manage and control how land is used and developed. Zoning ordinances typically establish detailed regulations concerning how land may be developed, including setbacks, the density or intensity of development, and the height and bulk of building and other structures. The general purpose of zoning is to minimize undesirable side effects resulting from development by segregating and/or buffering incompatible uses and by maintaining standards that ensure development will not negatively impact the community's character or environment.

The establishment of zoning districts and the zoning map indicates where specific types of development can and should be located. Zoning districts shown on the zoning map should be coordinated with the land use plan and map. While the zoning map and land use map do not need to directly match at the time the land use map is adopted, the intent is that the land use map will serve as a guide indicating how the property should eventually be zoned. Therefore, indiscriminate zoning changes may result in weakening of the comprehensive plan. In fact, changes to zoning district boundaries should only be made if they are consistent with the adopted land use map.

However, there may be situations where changing the zoning district boundary makes sense and is in the best interest of the

community. If changing the zoning would result in a conflict with the future land use map, the land use map should also be changed. However, the future land use map should only be changed if it does not accurately reflect the community's desired land use pattern. Achieving consistency between zoning and land use designation is also discussed in the Land Use Element.

As discussed below, the comprehensive plan (and future land use map) should be periodically reviewed and updated to adjust for unforeseen changes or events that were not considered at the time the initial plan and land use map were developed.

The Town Board makes the final decisions regarding changes to the content of the zoning ordinance and the district map. These decisions are preceded by public hearings and recommendations of the plan commission.

- **Subdivision (Land Division) Ordinance:** Subdivision regulations serve as an important function by ensuring the orderly development of unplatted and/or undeveloped land. These regulations may set forth reasonable regulations for lot sizes, road access, street design, public utilities, storm water drainage, parks and open space, and other improvements necessary to ensure that new development will be an asset. The Board makes the final decisions on the content of the subdivision ordinance. These decisions are preceded by public hearings and recommendations of the plan commission.
- **Capital Improvement Plan (CIP):** This is an ongoing financial planning program that allows local communities to plan ahead for capital expenditures and minimize unplanned

expenses. A capital improvement plan consists of a list of proposed projects according to a schedule of priorities over a four-to-six year period. It identifies needed public improvements, estimates their costs, and identifies financing methods and sources. Public improvements or expenditures typically considered in a CIP include:

- Public buildings (i.e., fire and police stations)
- Park and trail acquisition and development
- Roads and highways (maintenance and new construction/paving)
- Utility system construction/expansion, treatment plants, water towers, wells, etc.
- Joint school and other community development projects
- Fire and police protection equipment

A CIP is simply a method of planning for and scheduling expenditures for public improvements over a period of several years in order to maximize the use of limited public funds. Each year the CIP should be reviewed and extended one year to compensate for the previous year that was completed. This keeps the improvement program current and allows for modifications to meet the community's changing needs.

The preparation of a CIP is normally a joint responsibility between the town board, plan commission, staff, and citizen commissions. The preparation of a capital improvement program may vary from community to community depending on local preferences, the local form of government and available staff. The proposed capital improvement plan should be reviewed in light of the priorities outlined in the comprehensive plan.

Plan Adoption, Monitoring, and Amendments

While this comprehensive plan is intended to provide a long-term framework to guide development and public spending decisions, it must also respond to the continuous stream of changes that occur in the community and/or region that may not have been foreseen when the plan was initially adopted. It is appropriate that some elements of the plan are rarely amended while others are subject to updating on a more regular basis. Plan maps should also be updated periodically. In general, key maps, such as the future land use map, should be reviewed annually to make sure they are still current.

Plan Adoption: The first step in implementing this plan involves adoption of the plan by local officials. The formal review and adoption process involves plan review by the Plan Commission (or other planning committee) who must adopt the plan by resolution of majority vote. The Plan Commission recommendation is forwarded to the Town Board who must adopt the plan by ordinance (of majority vote). A public hearing is required to allow public comment on the ordinance prior to Board final action to adopt the plan. Adoption formalizes the plan document as the framework to guide local development decisions over the next 20 years. The adopted plan should also be recognized as a tool for communicating the community's land use policy and goals and objectives regarding coordination of growth and development.

Plan Use, Monitoring and Evaluation: The adopted plan should be used as a tool by Holton when making land use and development decisions. Decisions concerning private development proposals, public investments, regulations,

incentives, and other actions should be consistent with the goals, objectives, policies, and recommendations outlined in this plan.

Although this plan describes policies and actions for future implementation, it is impossible to predict the exact future condition of Holton. As such, the goals, objectives, and actions in this plan should be monitored on a regular basis to maintain concurrence with changing conditions and respond to unanticipated events.

This plan should be evaluated at least every 5 years, and updated at least every 10 years. Members of the Town Board, Plan Commission, and any other local decision-making bodies should periodically review the plan and identify areas that might need to be updated. The evaluation should involve first reviewing the goals and objectives to ensure they are still relevant and reflect current community desires. Then the strategies and actions should be reviewed and refined to eliminate completed tasks and identify new approaches if appropriate. The evaluation should also include an updated timetable of actions to clarify priorities.

Plan Amendments: The Holton Comprehensive Plan may be amended at any time by the Town Board following the same process described above for initial Plan adoption, regardless of how minor the proposed amendment or change. Amendments may be appropriate throughout the lifecycle of the plan, particularly if new issues emerge or trends change. These amendments will typically consist of minor changes to the plan text or maps. Large-scale changes or frequent amendments to meet individual development proposals should be avoided or the plan loses integrity. A list of criteria to determine the merits of proposed amendments is included in Table 12-1.

As noted above, proposed amendments must be reviewed by the Plan Commission prior to final action and adoption by the Town Board. The public should be notified of proposed Plan changes and allowed an opportunity for review and comment. For major amendments, the Town might consider soliciting public opinion through surveys and/or community meetings prior to the official public hearing.

Plan Updates: According to the State comprehensive planning law, comprehensive plans must be updated at least once every ten years. As opposed to the more routine amendments described above, plan updates often involve re-writing of whole sections of the plan document and significant changes to supporting maps. A plan update should include a thorough examination of the community’s goals and objectives based on an analysis of current growth trends and major changes that have occurred since the plan was initially adopted or last amended. Plan updates must be formally adopted following the same procedure described above for initial plan adoption.

Table 12-1: Criteria to Consider When Reviewing Plan Changes

- 1.** The change is consistent with the overall goals and objectives of the Holton Comprehensive Plan.
- 2.** The change does not create an adverse impact on public facilities and services that cannot be mitigated.
- 3.** Development resulting from the change does not create an undue impact on surrounding properties. Such development should be consistent with the physical character of the surrounding neighborhood or would upgrade and improve its viability.
- 4.** The change allows a more viable transition to the planned uses on adjacent properties than the current land use.
- 5.** The change does not have a significant adverse impact on the natural environment including trees, slopes and groundwater, or the impact could be mitigated by improvements on the site or in the same vicinity.
- 6.** There is a change in Town actions or neighborhood characteristics that would justify a change.
- 7.** The change corrects an error made in the original plan.
- 8.** There is a community or regional need identified in the comprehensive plan for the proposed land use or service.
- 9.** The change does not adversely impact any landmarks or other historically significant structures or properties unless mitigated through relocation, commemoration or dedication.

Consistency Among Plan Elements

The State of Wisconsin planning legislation requires that the Implementation Element describe how each of the required elements will be integrated and made consistent with the other elements of the plan. Since Holton completed all planning elements simultaneously, no known inconsistencies exist. It is noted that some overlap naturally exists between the nine plan elements. Where deemed appropriate, goals, objectives, and actions have been repeated under all applicable elements to ensure they do not get “lost”.

This Comprehensive Plan also references previous and concurrent related planning efforts (e.g. LRTP, Groundwater Study) to ensure they are considered in planning decisions in conjunction with the recommendations of this Plan. Summary descriptions of recent and concurrent planning efforts are provided in the *Conditions and Issues Report*. Recommendations from other plans have been summarized and incorporated in this plan as deemed appropriate, to foster coordination and consistency between plans. Some related plans, such as the *Marathon County Hazard Mitigation Plan*, are incorporated by reference in this plan and are essentially considered appendices of this plan even though they are separate documents. Appendix E provides a bibliography of other plans and studies relevant to comprehensive planning.

Action Plan

The table below provides a detailed list of major actions to complete in order to implement this comprehensive plan. It compiles the major short, mid, and long-term priorities described in each of the nine plan elements. It also identifies the parties that will play key roles in implementing the actions.

Table 12-2 is intended to be used by local officials in setting priorities for capital budgeting and project assignment. It is expected that this table will be reviewed annually and revised, as necessary, to respond to changing priorities, financial limitations, and other unforeseen events. It should be noted that many of the actions require considerable cooperation with others, including the citizens of Holton, committees, and other local/county/state agencies.

Priority ranking is defined as follows:

- Immediate = ASAP
- Short-term = 1-4 years
- Mid-term = 5-9 years
- Long-term = 10+ years
- On-going = Current activities that should continue indefinitely

Town of Holton

Table 12-2: Implementation Plan Actions

Action	Who is responsible?	Priority
Natural Resources		
Work with Marathon County and the WDNR to identify areas where development could impact water quality	Plan Commission	Short-Term
Update applicable Town ordinances to ensure that waterways, groundwater, and forests are adequately protected.	Town Board	Short-Term
Investigate the development of regulations on farm chemicals, lawn fertilizers, or other sources of groundwater pollution.	Plan Commission	Mid-Term
Encourage land owners to participate in the Managed Forest Law, and other applicable programs	Town Board	Ongoing
Work with Marathon County and the WDNR to identify areas where development could impact the water table	Town Board	Immediate
Land Use		
Work with Marathon County and UW-Extension to raise agricultural awareness	UWEX	Immediate
Investigate regulating confined animal feeding operations (CAFO's) locally	Town Board	Short-Term
Promote active communication between agricultural operators and residential neighbors.	Town Board	Ongoing
Develop an education process / protocol to inform new residents about the realities of rural living	Town Board UWEX	Mid-Term
Establish an appropriate minimum lot size for the Town	Plan Commission	Immediate
Encourage participation in MFL, FCL, and the Farmland Preservation programs	Plan Commission	Ongoing

Support the Marathon County incubator farm and mentoring program	Town Board	Ongoing
Meet with the cities of Abbotsford and Dorchester to discuss future growth along STH 29 and STH 13.	Plan Commission	Short-Term
Encourage the development of a cluster subdivision ordinance at the County level	Town Board	Short-Term
Develop a process to review future development requests in relation to the tax base that they will provide and the services they will require	Plan Commission	Long-Term
Review and revise, as needed, ordinances related to the development and continuation of home businesses / cottage industries in the Town of Holton	Plan Commission	Short-Term
Identify those cottage industries that the Town wishes to encourage	Town Board	Short-Term
Work with religious communities (Amish, Mennonite, etc.) to establish cemetery locations contiguous to existing cemetery sites.	Town Board	Ongoing
	Who is responsible?	Priority
Transportation		
Develop a CIP, in concert with the development of a PASER system, to prioritize maintenance and improvement scheduling	Town Board	Ongoing
Develop criteria to determine whether or not to blacktop new roads	Town Board	Mid-Term
Investigate the development of a retainer system for large farm equipment and truck traffic, to ensure that road damage is paid for and repaired	Plan Commission	Short-Term
Work with the Marathon County Sheriff's Dept. to enforce weight limits on Town roads	Town Board	Ongoing

Town of Holton

Work with UWEX, Marathon County, and the County Sheriff’s Dept. to educate the public about slow moving vehicles	Town Board UWEX	Ongoing
Meet with surrounding Towns and the cities of Dorchester and Abbotsford to maintain road maintenance cooperation	Town Board	Ongoing
Investigate methods to discourage the use of Class C roads by commuters	Plan Commission	Mid-Term
Work with Marathon County and the surrounding communities to identify and improve those roads that are suitable for pedestrians and bicycles	Plan Commission	Long-Term
Utilities	Who is responsible?	Priority
Continue to work with affected communities to communicate the Town’s position on the proposed ATC power line	Town Board	Ongoing
Work with Marathon County to develop cell tower regulations in the Town	Plan Commission	Mid-Term
Work with Marathon County and the WDNR to identify areas where development could impact the water table	Town Board	Immediate
Work with Marathon County and the WDNR to monitor the impact of high volume wells on the Town’s water supply	Town Board	Short-Term
Cultural Resources	Who is responsible?	Priority
Review and update Town ordinances to ensure that they provide the necessary protection of cultural resources	Town Board	Short-Term
Work with the County Historical Society to identify historic resources so they can be considered in future planning	Town Board	Mid-Term

Housing	Who is responsible?	Priority
Identify future residential areas around the City of Abbotsford and the Village of Dorchester	Plan Commission	Immediate
Update Town ordinances related to mobile homes	Plan Commission	Short-Term
Update Town ordinances to effectively regulate residential property nuisances	Town Board	Short-Term
Work with property owners in the Town to develop a plan to clean up unsightly properties	Plan Commission	Mid-Term
Community Facilities	Who is responsible?	Priority
Work with Marathon County, the Village of Dorchester and the City of Abbotsford to provide effective police service	Town Board	Short-Term
Investigate a possible service agreement for police protection between the City, the Village, the Town, and Marathon County	Town Board	Short-Term
Develop a program, in concert with the Village of Dorchester and City of Abbotsford, to recruit and encourage new fire department volunteers	Town Board	Short-Term
Develop a program to encourage Town of Holton residents to be trained as First Responders or EMTs	Town Board	Short-Term
Parks and Recreation	Who is responsible?	Priority
Work with Marathon County to identify and establish a public recreation area in the Town	Plan Commission	Mid-Term
Encourage the County to appropriately fund the Marathon County park and forest system	Town Board	Ongoing

Town of Holton

Economic Development	Who is responsible?	Priority
Review and update Town policies regarding the development of secondary agricultural businesses	Plan Commission	Short-Term
In cooperation with Marathon County, UW-Extension, and other neighboring communities, develop a regional plan to enhance the regional agricultural economy	Town Board	Short-Term
Develop a visitation program for regional officials with local agricultural operators	Town Board	Mid-Term
Work with the Village of Dorchester, and the Cities of Abbotsford, and Colby to develop a commercial clustering plan for the communities	Plan Commission	Mid-Term
Work with area cities and other appropriate entities to develop a “Buy Local” program to support local merchants	Town Board	Immediate
Intergovernmental Cooperation	Who is responsible?	Priority
Meet with the City of Abbotsford and the Village of Dorchester to develop a long-term boundary agreement	Town Board	Short-Term
Meet with the City of Abbotsford and the Village of Dorchester to communicate the Town’s land use plan, and develop an understanding between both communities regarding future land use plans	Plan Commission	Immediate
Work with other regional governments to develop a regular meeting to discuss issues of regional concern (i.e. Quarterly meetings held in a Council of Governments (COG) format).	Town Board	Short-Term

Meet with area communities to review and discuss the possibility of purchasing equipment and supplies cooperatively	Town Board	Short-Term
Develop a mailing list of bordering Towns and cities to include them in agendas and issue discussions	Town Board	Immediate

Appendix A

State Comprehensive Planning Goals

Wisconsin Statutes 66.1001 requires that the goals, objectives, policies, and programs of local governmental units be consistent with the fourteen planning goals in the State planning legislation, which include:

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

Appendix B

Marathon County Guiding Principles

Participants in the Marathon County comprehensive planning process worked cooperatively, through several meetings with sub-area groups, to develop a set of guiding principles that describe broad characteristics of a desired future for their communities and Marathon County. The guiding principles consist of a series of statements that reflect shared values and priorities regarding future growth and development. These principles were used to provide a general frame of reference for developing local goals and objectives. The ten guiding principles include:

- 1. Respect Local Governance** - Planning in Marathon County should build on local town, village and city government as a system that is unique, has served residents well, and is a strong component of local identity.
- 2. Preserve Working Agriculture** - Agriculture has been central to the culture and economy of Marathon County for over 100 years. Farming has been a way of life for generations of county residents and is fundamental to both community and individual identity. Efforts such as protecting prime farmland from development, exploring niche markets, and supporting cooperative practices can be implemented at the local level to help maintain and preserve working agriculture.
- 3. Maintain a Sense of Place** - As Marathon County's population grows and changes, communities will need to ensure that important physical features, buildings, and landscapes that exemplify their local identity are retained. These features provide a sense of heritage and continuity that contribute to a community's identity and sense of place.
- 4. Preserve Rural Character** - Shifts in the farm economy and urban expansion are altering the County's rural landscape characterized by working farms, woodlands, rolling hills, marsh areas, and plentiful water bodies. As open spaces, farms, and woodlands are being lost or fragmented by development, Marathon County communities will need to make some important choices in order to preserve the qualities and character of the rural landscape.
- 5. Safeguard Natural Resources** - Marathon County is graced with abundant natural resources including numerous rivers, wetlands, forests, and wildlife. Careful stewardship of natural resources is essential to protect against fragmentation and degradation and ensure these resources continue to contribute to the ecology, character, quality of life, and economy of Marathon County into the future.
- 6. Foster Managed Growth and Coordinated Development** - Managing growth is important to ensure that no area is overwhelmed by development, land use conflicts are minimized, and development occurs in a quality manner that minimizes impacts on natural resources. Managing growth requires coordination of land uses and infrastructure, within and between communities, and recognizes that high quality growth in any one community will benefit surrounding communities as well.
- 7. Cost-Effective and Efficient Provision of Public Services** - Marathon County residents are clear in their desire to keep local taxes reasonable. One of the most effective

means to keep taxes under control is to ensure that public services are efficiently organized to provide the best service possible for the taxpayer dollar. Communities have a responsibility to provide the highest level of services possible given limited resources. To ensure cost-effective public services, local communities may want to consider options such as greater coordination, cost-sharing and consolidation if such efforts improve access to services and service delivery.

concern for many communities, often as a result of annexation, increases in public land ownership, and shifting economic markets. Efforts to attract additional revenue generators and coordinate with adjacent municipalities can help communities protect and preserve their local tax base.

8. Build Social and Civic Capacity - Marathon County residents take pride in their long tradition of local government. Ideally, participation in community affairs embraces and builds upon the diversity of cultures and values present in the community. Providing opportunities to share ideas and participate in community decision-making is essential to building and maintaining a strong sense of local community.

9. Support Rural Service Centers - Rural centers are part of a web of services that support residents, give local identity and are part of the rural way of life that residents want to preserve. Most villages in the County grew as centers to provide goods and services for nearby farmers, but have evolved as rural activity centers including the local school, churches, and some goods and services. Just as city neighborhoods are stronger with nearby commercial services, rural areas are stronger with nearby villages that provide a central meeting place to connect with other rural residents. As more people move to rural areas, it makes sense to concentrate new development in areas that can efficiently provide utilities and other services.

10. Preserve and Enhance Local Tax Base - A strong tax base allows a community to deliver needed services to residents while helping to keep taxes low. Erosion of local tax base is a

RESOLUTION

RE: ADOPTION OF THE RECOMMENDED COMPREHENSIVE PLAN AS PREPARED BY THE TOWN OF HOLTON PLANNING COMMISSION.

WHEREAS, the Town Board of the Town of Holton established a Planning Commission for the purpose of preparing a recommended Comprehensive plan for the Town of Holton; and

WHEREAS, numerous persons involved in local planning provided information at regular and special meeting called by the Holton Planning Commission; and

WHEREAS, members of the public were invited to make comments at said meeting, wherein the Comprehensive Plan here in adopted was reviewed and commented upon by members of the public, and

WHEREAS, the Town of Holton Planning Commission has reviewed the recommended Comprehensive Plan at a regular monthly meeting, and

WHEREAS, members of the public, adjacent and nearby local governmental units, and Marathon County will be given a 30-day review and comment period prior to the public hearing, which will be conducted by the Town Board for the Comprehensive Plan, and

WHEREAS, after said public hearing, the Town Board will decide whether to adopt by ordinance the Comprehensive plan; and

WHEREAS, the Comprehensive Plan may be used as the basis for, among other things, updating the zoning ordinance, accomplishing extra-territorial zoning, and as a guide for approving or disapproving action affecting growth and development within the jurisdiction of the Town of Holton; and

WHEREAS, this Comprehensive Plan may from time to time be amended, extended, or added to in greater detail.

NOW, THEREFORE, BE IT RESOLVED, by the Town of Holton Planning Commission that the recommended Comprehensive Plan is hereby adopted as a part of the Town of Holton's Comprehensive Plan pursuant to s.62.23 and s.66.0295, WI Stats. and that the Planning Commission recommends said Comprehensive Plan to the Town of Holton for adoption by ordinance, after a 30-day public review and comment period and public hearing.

APPROVED:


Chairperson
Planning Commission

Attest:



RECEIVED

MAR 14 2006

MARATHON CO. CONSERVATION,
PLANNING & ZONING DEPT.

Ordinance No. 2006-A

An Ordinance to Adopt the Comprehensive Plan of the Town of Holton, Marathon County, Wisconsin.

The Town Board of the Town of Holton, Marathon County Wisconsin, do ordain as follows:

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

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

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

Section 4. The Town has held at least one public hearing on this ordinance, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes.

Section 5. The Town Board of the Town of Holton, Marathon County Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled, "Comprehensive Plan of the Town of Holton," pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

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

Adopted this 8th Day of Feb, 2006

Town Board President



(Published/Posted):

(Approved, Vetoed):

Attest:

Town Clerk

Jan Kretz, Clerk

*print 1x in March 2 2006
legals-TP. Thanks Jan*

RECEIVED

MAR 14 2006

**MARATHON CO. CONSERVATION
PLANNING & ZONING DEPT.**

Town of Holton Comprehensive Land use Plan Public Participation Plan

Introduction

Public participation is the process by which people, who will be affected by or interested in a decision made by a governmental body, have an opportunity to influence its content before the decision is made.

Wisconsin's Comprehensive planning statute recognizes the necessity of effective public participation and requires the adoption of a written public participation plan as stated in Chapter 66.1001(4)(a).

“The governing body of a local government unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for wide distribution of proposed, alternative or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments.”

In preparation of the Comprehensive Land Use Plan for the Town of Holton, the Town Board and Town Planning Commission are committed to providing on-going opportunities for public participation throughout the planning process. The Town of Holton is therefore committed to completing the following tasks in order to provide opportunities for public participation.

1. Posting/Notification of all planning commission meetings.

Public notification for Planning Commission meetings will be posted at:

Holton Town Hall
Farmers Plaza
Jerkwater
County Line Auto
Abby State Bank
Dorchester State Bank

Town Board members and Planning Commission members will regularly check these sites to see that posted notifications are replaced if removed. These notifications will be posted during the entire Land Use Planning process until the adoption of a comprehensive land use plan by the Town of Holton.

2. Meetings

The Town of Holton Land use Planning Commission will hold regular monthly meetings. These meetings will be held the first Monday of every month at the town hall at 8:00 pm. Notice of these meetings will be posted as indicated above and the general public is welcome to attend. In addition, the Planning Commission will hold two public hearings as required. These meetings will be held upon completion of the Holton Land Use Plan and prior to the Town Board voting to accept or deny the Land Use Plan.

3. Land Use Survey

At the beginning of the process, the Town of Holton conducted a land use survey to gather input from citizens of the town. The survey results are available to the public upon request. It was deemed too costly to return results to everyone in the Town of Holton.

4. Annual Town of Holton Newsletter

The Town Board along with the Planning Commission will prepare a newsletter for property owners and residents in the Town of Holton. This newsletter will be sent a minimum of annually. In the past, the town has always included a one-page sheet along with property tax statements. This sheet contained important information about the payment of taxes, dog licenses, disposal of garbage, and dates of Town Board meetings. This was mailed to resident in early December.

The Town will now upgrade this notice to a newsletter format. This will notify residents of the above mentioned information and additionally will include updates and news about the land use planning process. If the Planning Commission deems it necessary and funds are allocated by the Town Board the town of Holton may increase this newsletter to issues during the year.

5. Newspaper publication of meetings

The Town of Holton Planning Commission will publish minutes of the regular monthly meetings in the local newspapers. The papers received by a majority of the township residents are the Tribune Phonograph and the Star News. The recording secretary will arrange for the approved minutes to be published. In addition, any additional informational meetings or "listening sessions" will be posted and subsequently published in these aforementioned papers.

6. Public Hearing

The Holton Planning Commission will conduct a public hearing prior to the Town Board vote regarding adoption of the proposed comprehensive land use plan. This is required by Chapter 66.1001(4)(d). A notice of the hearing must be published at least 30 days before the hearing in a newspaper likely to be read in the area. The notice will meet the requirements for

proper notification regarding date, time, location, etc.

7. Other

The Holton Town Board and the Holton Planning Commission will always welcome written comments regarding issues presented. Direct written responses will be made by the commission chairman where a response is appropriate. Comments will always be brought before the commission at regular monthly meetings.

Planning is a continuous process that does not end with the adoption of the plan. Unforeseen issues or future issues may arise. The Planning Commission may organize additional public participation as it considers specific planning issues or amendments to the comprehensive land use plan. The topics of the meetings or listening sessions will depend on these issues and will be designed to feature opportunities for public education, public input, and public interaction.

8. Plan Monitoring, Reassessment and Amendment Procedures

As the Land Use Plan is implemented, it will be imperative to monitor and reassess its effectiveness. Effective strategies need to be maintained, while ineffective strategies need to be removed or amended. An amendment process will be developed to address issues that develop or changes that take place in the community that necessitate change in the documents. Public involvement in this process will sought.

Voted by Board

Holton

May 13, 2003

Appendix E – Bibliography of Planning Related Studies, Regulations and Resources

Natural Resources

- **Marathon County Land and Water Resource Management Plan (LWRMP)** - In 2005, Marathon County adopted the LWRMP in accordance with Wisconsin Statutes (Wisconsin Act 27, Chapter 92.10). The primary intent of this plan is to identify a vision for natural resource management in Marathon County, to outline strategies to protect the quality and quantity of soil and water resources and to ensure compliance of state agricultural performance standards and local ordinances.
- **Marathon County 2001 Groundwater Protection Guide** – This guide is an extension of the efforts established with adoption of the *Marathon County Groundwater Plan* in 1988. It is intended to guide local and County officials in setting policy to safeguard groundwater resources. It also serves as a resource of information about groundwater and other natural resources and recommends strategies to address issues related to groundwater protection.
- **Marathon County Forest Ten-Year Comprehensive Land Use Plan, 2006 - 2015**
This plan includes recommendations to manage and protect the county forest on a sustainable basis for ecological, economic, educational, recreational, and research needs of present and future generations. It provides substantial information on existing forest resources and information regarding the roles of the various agencies and regulatory framework related to forest management. The Marathon County Board of Supervisors will consider approval of the plan in September 2005 and the DNR will do so in December 2005.
- **Soil Survey for Marathon County**, published in 1990 by the U.S. Soil Conservation Service and updated in 2003.
- **Marathon County Cropland Evaluation System (CES)** - This system rates soils on their ability to produce food, feed, forage, and fiber crops. The system is non-biased, defensible, and can be consistently applied.
- **Farm Preservation Program** is an income tax credit program administered by the Wisconsin Department of Agriculture (WDA), Trade & Consumer Protection. The goals of the program are twofold: to preserve Wisconsin farmland by means of local land use planning and soil conservation practices and to provide property tax relief to farmland owners. Landowners keeping land in agricultural use can claim a credit on their state income tax by obtaining a zoning certificate (if the land is zoned “exclusive agriculture”) or by signing a contract with the State.
- **Marathon County Farmland Preservation Plan**, adopted in 1982, eight towns have adopted Exclusive Agriculture Zoning. These include: Stettin, Marathon, Mosinee, Hull, Brighton, Eau Pleine, McMillan, and Day. The intent of this zoning classification is to minimize fragmentation of farmland by imposing a minimum lot size of 35 acres. In order to adopt Exclusive Agriculture zoning, a municipality must be enrolled in the Farmland Preservation Program.

- ***Marathon County Non-metallic Mining Ordinance***, adopted in 1989 requires reclamation of these sites to a purposeful and acceptable landscape appearance and use. The program is administered by the County DCPZ and includes incentives to reclaim abandoned excavations.
- ***Natural Heritage Inventory (NHI) maps*** provided by the State of Wisconsin include general information on endangered resources are appropriate for general planning and assessment purposes only. The locations of endangered resources that are not considered vulnerable to collection are identified at the town level in Marathon County. Locations of more vulnerable species are generalized to minimize the potential for collection or disruption.

Land Use

- ***General Code of Ordinances for Marathon County*** includes several sections that specifically address land use and various development activities. Some of these include:
 - **Chapter 11 (Animal Waste and Manure Management)** includes regulations to prevent animal waste material from entering water bodies through issuance of construction permits for new and modified manure storage facilities. The ordinance also regulates the closure of abandoned manure storage facilities, mismanaged manure storage facilities and the application of manure onto cropland.
 - **Chapter 17 (Zoning Code)** includes development restrictions in shoreland and wetland areas and a wellhead protection overlay district that encompasses recharge areas for municipal water supply wells. Local communities in Marathon County may adopt their own zoning code, adopt the County zoning code, or choose to have no zoning.
 - **Chapter 16 (County Forests)** prescribes rules and regulations for the administration of County forests in cooperation with the Department of Natural Resources. Provides for the establishment, protection, development and management of County forests to provide sustained yield of forest products for commercial use and the associated benefits of soil and water conservation, scenic and recreational values, fish and game resources, multiple-use purposes and related uses.
 - **Chapter 18 (Land Division)** The County's land division regulations apply in all unincorporated areas of the County. However, where a town has land division regulations that are more restrictive than the County's, the local regulations apply. Chapter 18 includes regulations for minimum lot sizes, street design and access requirements, land dedication, surface drainage and erosion control.
 - **Chapter 19 (Parks and Recreation)** includes regulations regarding use and management of all lands and water previously and subsequently acquired by the County for park or recreational purposes or placed under the jurisdiction of the Park Commission and including without limitation, parks, beaches, swimming pools and privately owned lands, the use of which has been granted or leased to the County for park, recreational or like public purposes.
 - **Chapter 21 (Non-metallic Mining)** includes requirements for reclamation that minimize impacts on groundwater quantity and quality.

- ***Marathon County Hazard Mitigation Plan (2005)***– This plan, prepared in accordance with Federal Emergency Management Administration (FEMA) directives of the Disaster Mitigation Act of 2000, outlines strategies for pre-disaster planning and hazard mitigation. The intent is to minimize the effects of potential disasters and help streamline the administration of disaster relief.
- ***Forest Crop Law (FCL) and Managed Forest Law (MFL)*** - the FCL and the MFL programs were developed to encourage better forest management and provide tax relief to woodland owners. Land set aside under the FCL (which was combined into the MFL in 1986) required at least 40 acres in one quarter-quarter section, set aside under a 25- or 50-year contract, and public access for hunting and fishing activities. The MFL was enacted in 1985 and requires at least 10 acres of contiguous forest land. Landowners may close to the public up to 80 acres of their forest lands set aside under MFL. The remaining program acres must be open to public access for hunting, fishing, hiking, sight-seeing and cross-country skiing. Landowners must choose a 25- or 50-year contract. The landowner pays an Acreage Share Amount as part of their tax bill in lieu of taxes.

Transportation

Studies related to transportation are listed below under the jurisdiction who prepared the plan.

1. Marathon County (Conservation, Planning, and Zoning Department (CPZ) and/or Highway Department) is responsible for completing/updating/assisting with several plans/policies/studies relating to transportation including:

- ***State Trunk Highway 29 Corridor Land Use Review (1997)***
 - Recommends actions or measures local communities can make to protect areas within the STH 29 corridor from the negative impacts related to unplanned growth.
- ***Marathon County Functional / Jurisdictional Highway Classification Study (1988)***
 - Identifies and groups classes of roadways that provide similar levels of service. The plan recommended that the unit of government having the greatest basic interest in the roadway's function would carry out the operation, maintenance, and improvement of the classified roadways.
- ***Marathon County Program Evaluation Team (P.E.T.) Transportation Services Recommendations (2002)***
 - These recommendations, under direction of the Marathon County Human Services Committee, are intended to address issues related to specialized transportation services provided by various Marathon County Departments, including issues related to overlapping services.
- ***Bicycle & Pedestrian Plan for the Non-Urbanized Area of Marathon County, Wisconsin (1996)***
 - Identifies suggested bicycle routes in Marathon County outside the Wausau area. Routes were based on traffic counts and condition of pavement. Formal action has not occurred to adopt these as officially designated bicycle routes.
- ***Marathon County Paratransit Study (2001)***
 - Studied paratransit services within the Wausau area provided primarily by Wausau Area Transit System Plus (WATS+). Identified issues with regard to

providing demand responsive services for persons in the Greater Wausau Area and Marathon County. Provides a plan for enhancing paratransit services over a five-year period primarily geared toward controlling costs and increasing efficiency and trip sharing on the WATS+ system.

- **County Trunk Highway Access-Driveway Policy**
 - Available through the Marathon County Highway Department, addresses the requirements regarding culverts, access width, slope, visibility and spacing. Marathon County issues driveway permits and implements access restrictions on all properties fronting a lettered county road.

2. Wausau Metropolitan Area Planning Commission (MPO) - The MPO is responsible for completing/updating/assisting with several plans relating to transportation in the metropolitan area including:

- **Long Range Transportation Plan (LRTP) for the Wausau Metropolitan Area (1996)**
 - The LRTP addresses needed improvements to the transportation system serving the Wausau urbanized area. LRTP recommendations are based on the relationship between land use policy and transportation facilities and services, including roadways, transit, bikeways, pedestrian ways, air, inter-city bus, and the movement of goods by air, rail, and truck. The 1996 plan was reaffirmed in 2001 and will be updated by 2005.
- **Local Arterial Circulation Plan (2000)**
 - The purpose of this plan was to guide public and private sector decisions concerning the infrastructure, right-of-way, Level of Service (LOS), land use compatibility, and safety needs of the local arterial transportation system over the next 20 to 30 years.
- **Transportation Improvement Program (TIP)**
 - The TIP includes all programmed transportation projects receiving federal and/or state funds. The TIP for 2005 – 2007 was adopted in 2005 and is updated every two years.
- **Wausau Area Transit System (WATS) Transit Development Plan (TDP) (1999)**
 - The TDP is updated every five years and provides a five-year capital improvement program and service recommendation plan. This plan is being updated in 2005.

3. Wisconsin Department of Transportation (WDOT) – WDOT has completed several statewide plans relating to most modes of transportation, including:

- **Wisconsin State Highway Plan 2020**
 - Considers the highway system's current condition, analyzes future uses, assesses financial constraints and outlines strategies to address Wisconsin's preservation, traffic movement, and safety needs. The plan is updated every six years to reflect changing transportation technologies, travel demand and economic conditions in Wisconsin.
- **Wisconsin Pedestrian Policy Plan 2020**
 - Outlines statewide and local measures to increase walking and promote pedestrian safety. The plan also clarifies the WDOT role in addressing

pedestrian issues and meeting pedestrian needs by establishing policies for better integrating pedestrian travel into the transportation system.

- **Wisconsin Bicycle Transportation Plan 2020**
 - Presents a blueprint for improving bicycling conditions and encouraging bicycling in the state and calls for the implementation of metropolitan area bicycle plans that have been prepared by Metropolitan Planning Organizations (MPOs).
- **Wisconsin State Airport System Plan 2020**
 - Developed by WDOT, identifies information related to the state's aviation system. The plan is used by WDOT's Bureau of Aeronautics to pre-qualify airport improvement projects submitted by airport sponsors for funding consideration.
- **Wisconsin Rail Issues and Opportunities Report (2004)**
 - Developed by WDOT, summarizes critical rail transportation issues, suggests opportunities for public sector involvement, and points out areas where additional research is needed. This report reflects input and guidance from a variety of sources including a State Rail Advisory Committee and a Rail Industry and Shippers' Advisory Group. The information in this report was originally intended for a State Rail Plan 2020. WDOT decided to incorporate the rail planning efforts into *Connections 2030*, WDOT's long-range all-mode transportation plan, and release the Issues and Opportunities Report in the interim. *Connections 2030* is currently being developed by WDOT, and is scheduled to be completed by Spring 2006.

4. Federal Highway Administration:

- **Federal Highway Administration's Highway Functional Classification: Concepts, Criteria and Procedures**
 - Outlines Federal regulations that States must follow to classify roadways.

Utilities

- **Sewer Service Area "208" Plans** - Section 208 of the Clean Water Act passed in 1972 required the preparation of area-wide water quality management plans. This was translated at the State level through NR 121 of the Wisconsin Administrative Code, which requires that water quality management plans also address sanitary sewer service needs for 20 years into the future. These requirements form the basis of Sewer Service Area "208" Plans. The Wisconsin Department of Natural Resources (WDNR) has review and approval authority over Sewer Service Area plans; however, the technical work to prepare the plan is typically done by local government staff.
 - Wausau Urban Area Sewer Service Plan for the Year 2000 (1981) – initial "208" Plan
 - Major Amendment to the Wausau Sewer Service Area Boundary completed in 1992 (City of Wausau) and 1998 (Towns of Kronenwetter and Rib Mountain, Villages of Weston and Rothschild).
 - Current amendment in progress; with all communities in the sewer service area participating. It is anticipated that the plan will be approved by the DNR in December, 2005.

- **Chapter 15 - General Code of Ordinances for Marathon County** incorporates by reference rules, regulations, and laws in the Wisconsin Statutes and Wisconsin Administrative Code governing private sewage systems.
- **Wellhead Protection Plans** - The State of Wisconsin mandates that **wellhead protection plans** be developed for any municipal well proposed after May 1, 1992. These plans must be approved by the WDNR before a community can use the new well. Section NR 811.16(5) of the Wisconsin Administrative Code defines specific requirements for required wellhead protection plans.

Parks and Recreation

- **Marathon County Comprehensive Outdoor Recreation Plan for 1999-2004**, completed in May 1999, this plan identifies several needs related to parks and recreation and outlines several actions to address those needs.
 - The plan has received a one-year extension from the State of Wisconsin, and is in the process of being updated with a completion date in spring of 2006.
- **The Rivers Edge Master Plan**, adopted in June 1995, outlines a long-range (20-30 year) framework for improving access to the riverfront and enhancing the riverfront environment and provides a master plan to establish a bicycle/pedestrian trail along the banks of the Wisconsin River through the City of Wausau.

Economic Development

- **Marathon County Workforce Profile**, Wisconsin Department of Workforce Development (DWD), annually in October.
- **Final Report**, Marathon County Task Force on the Rural Economy, April 2003.
- **Agricultural Impacts in Marathon County**, University of Wisconsin – Extension (UWEX), Ken Barnett and Steve Deller, February 2003.
- **Status of Wisconsin Agriculture**, 2003, UWEX, Mike Wildeck and Ed Jesse, April 2003.
- **Comprehensive Economic Development Strategy 2002-2003**, North Central Wisconsin Regional Planning Commission (NCWRPC), June 2002.

Appendix F: Guidelines for Paving Gravel Roads¹

When a local government considers paving a road, it is usually with a view toward reducing road maintenance costs and providing a smooth riding surface. But paving may not be the right answer. After all, paving is expensive. Municipalities should consider the following factors to help them make the most cost-effective decision. Taken together, these factors provide a framework for careful decision-making.

Traffic Demand

The number and weight of vehicles affects a road's lifespan. Generally speaking, the more vehicles using a road, the faster it will deteriorate. The average daily traffic volumes (ADT) used to justify paving generally range from a low of 50 vehicles per day (vpd) to 400 or 500 vpd. When traffic volumes reach this range, serious consideration should be given to some kind of paving. However, traffic volumes alone are merely guides.

Types of traffic should also be considered. Different types of traffic (and drivers) make different demands on roads. Will the road be used primarily by standard passenger cars or will it be a connecting road with considerable truck traffic or heavy farm equipment? Overloaded trucks are most damaging to paved roads. The functional importance of the road should also be considered. Generally speaking, a major road should probably be paved before residential or side roads are paved. On the other hand, a residential street may be economically sealed or paved while a road with heavy truck or farm equipment usage may best be surfaced with gravel and left unpaved until sufficient funds are available to place a thick load-bearing pavement on the road.

Maintenance Considerations

The following questions should be considered when assessing costs associated with maintaining existing gravel roads:

- How often must new gravel be applied to the gravel road? (Some roads require more than others do.)
- How many times per year must the gravel road be graded?
- How often and in what locations should calcium chloride or other road stabilizers be applied?
- What is the plan for ditching and shouldering?

Base and Drainage Needs

"Build up the road base and improve drainage before paving." This cardinal rule cannot be stressed enough. If the foundation fails, the pavement fails. If water is not drained away from the road, the pavement fails. Paving a road with a poor base or inadequate drainage is a waste of money. It is far more important to ask, "Does this road need strengthening and drainage work?" than it is to ask, "Should we pave this gravel road?"

¹ "When to Pave a Gravel Road" Gravel Roads Maintenance and Design Manual (2001); Kentucky Transportation Center, University of Kentucky at Lexington, KY, adapted from an article from the Vermont Local Roads Program, Saint Michael's College; posted by Local Technical Assistance Program and the National Local Technical Assistance Program Association and sponsored by the US Department of Transportation's Federal Highway Administration.

Safety and Design Considerations

Paving a road tempts drivers to drive faster. As speed increases, the road must be straighter, wider, and as free as possible from obstructions for it to be safe. Paving low volume roads before correcting safety and design inadequacies encourages speeds that are unsafe, especially when the inadequacies "surprise" the driver. In areas with a large number of miles of low volume roads, it is difficult to reduce speeds by enforcement.

Poorly designed and hazardous roads – Roads must be designed to provide safe travel for the expected traffic volume at the design speed. To do this a number of physical features must be considered:

- Sight Distance
- Design Speed
- Alignment and Curves
- Surface Friction
- Lane Width
- Superelevation

Some engineers insist that no road should be paved that is less than 22 feet wide. If this standard is accepted, gravel roads may need to be widened prior to paving. Likewise, bridges along these roads may need widening. It may also be necessary to remove trees or other obstructions such as boulders from the road edge. Considering these and other safety and design factors in the early stages of decision-making can help to achieve the most cost-effective road design that meets desired transportation needs.

Geometric Guidelines for Very Low-Volume Local Roads (< 400 ADT): The American Association of State Highway and Transportation Officials (AASHTO) publishes road design guidelines, including Geometric Guidelines for Very Low-Volume Local Roads (those with <400 ADT). Less stringent design criteria are generally acceptable on these low volume roads because:

- Lower traffic volumes present substantially reduced opportunities for multiple vehicle collisions, and
- Most drivers are familiar with the roadway design characteristics.

The guidelines offer more flexibility for road designers to maintain existing geometric features, which have not been shown to be a safety problem. Allowing less stringent design standards for very low volume roads provides an opportunity to reduce improvement costs, which may be better utilized elsewhere.

Costs

The decision to pave a gravel road involves determining when it becomes economical to pave; and ultimately when the benefits of paving exceed the costs.

Road Preparation Costs – Road preparation costs related to road bed construction activities that occur before paving actually takes place. Costs will vary greatly from project to project depending on topography, types of soils, and availability of good crushed stone or gravel, traffic demands and other factors. Road design should comply with standards in the municipality's road policy; which is one reason to carefully consider, and routinely update, what is contained in the road policy. For larger projects it may be desirable to hire an engineering consulting firm (another cost) to design the road and make cost estimations. For smaller projects construction costs can be fairly closely calculated by adding the estimated costs of materials, equipment and labor required to complete the job.

Maintenance Costs – Another financial consideration is to compare maintenance costs of a paved road to maintenance costs of a gravel road. To make a realistic comparison, estimate the years of pavement life (how long the pavement will be of service before it requires treatment or overlay) and the actual cost of paving. Then compare those costs with those associated with gravel roads as noted above.

User Costs – Not all road costs are directly reflected in a road budget. There is a significant difference in the cost to the user between driving on a gravel surface and on a paved surface. It costs more to operate vehicles on gravel surfaces than on paved surfaces, often 2 or 3 times greater than for bituminous or concrete roads in the same locations. There is greater rolling resistance and less traction, which increase fuel consumption. The roughness of the surface contributes to additional tire wear and influences maintenance and repair expenses. Dust causes extra engine wear, oil consumption and maintenance costs.

By including vehicle-operating costs with construction and maintenance costs, a more comprehensive total cost can be derived.

Public Opinion

Public opinion as to whether to pave a road can be revealing, but it should not be relied upon to the exclusion of any one of the factors already discussed. If a decision to pave is not based on facts, it can be very costly. Public opinion should not be ignored, of course, but there is an obligation by government leaders to inform the public about other important factors before making the decision to pave.

Staged Construction

Local government may consider using "stage construction design" as an approach to improving roads. This is how it works: A design is prepared for the completed road, from base and drainage to completed paving. Rather than accomplishing all the work in one season, the construction is spread out over three to five years. Paving occurs only after the base and drainage have been proven sufficient over approximately one year. Crushed gravel treated with calcium chloride serves as the wearing course for the interim period. Once all weak spots have been repaired, the road can be shaped for paving.

Following are some advantages to keeping a road open to traffic for one or more seasons before paving:

1. Weak spots that show up in the sub-grade or base can be corrected before the hard surface is applied, eliminating later expensive repair;
2. Risky late season paving is eliminated;
3. More mileage is improved sooner;
4. The cost of construction is spread over several years.

Note: Advantages may disappear if timely maintenance is not performed. In addition, the surface may deteriorate more rapidly because it is thinner than a designed pavement.

Summary

Some existing local roads are not engineered to accommodate the traffic they receive. Larger volumes of heavy trucks and other vehicles are weakening these roads at a fast rate. Paving roads as a sole means of improving them without considering other factors can be a costly mistake. Careful consideration of the factors described above will help to assure local government officials that they are making the right decision before paving a gravel road.

Appendix G: Economic Development Programs

The following list provides a summary of the major programs and resources available to assist with economic development efforts. This is not an exhaustive list and local officials are encouraged to contact Marathon County and MCDEVCO for more complete and current information.

Federal Programs

U.S. Department of Agriculture, Rural, Development: Provides a wide range of programs aimed at farming and rural areas, including:

- **Business and Industry (B&I) Guaranteed Loan Program:** Provides financial backing for rural businesses to create and maintain employment. Assistance includes loans for working capital, machinery and equipment, buildings and real estate, and certain types of debt refinancing.
- **Rural Business Enterprise Grants (RBEG) Program:** Provides grants to public entities, private nonprofit corporations, and Federally-recognized Indian Tribal groups to finance and facilitate small and emerging private businesses located outside a city or urbanizing area.
- **Rural Business Opportunity Grant (RBOG) Program:** Provides grants to promote sustainable economic development in rural communities with exceptional needs.

Economic Development Administration (EDA): Provides a variety of assistance programs focusing on long-term economic growth targeted to areas with demonstrated need or economic distress, including:

- **Public Works Program:** Investments aimed at revitalization, expansion, and upgrades to physical infrastructure specifically to attract new businesses and generate private sector jobs. Examples: water and sewer facilities, rail spurs, port improvements, access improvements.
- **Economic Adjustment Program:** Assistance to mitigate local economic changes resulting from corporate restructuring, natural disasters, depletion of natural resources, or new federal laws or requirements.
- **Technical Assistance Program (Local):** Assistance to help fill knowledge and information gaps to help local leaders in distressed areas make informed decisions regarding economic development.

U.S. Small Business Administration (SBA): The SBA provides financial, technical, and management assistance generally aimed at business startup and growth. Some programs include:

- **Certified Development Company (504 non-profit corporation) Loan Program:** Long-term, fixed-rate financing for major fixed assets, such as land and building improvements.

Wisconsin State Programs

Most State programs are provided through the Wisconsin Department of Commerce, although other departments also offer limited programs. Primary State programs include:

- **Community Development Block Grants (CDBG):** There are several CDBG programs focusing on different aspects of economic development.
 - **Economic Development Program** – grants to establish loans for business start-up, retention, and expansion.
 - **Public Facilities for Economic Development Program:** Helps underwrite the costs of necessary public infrastructure to retain or create employment opportunities.
 - **Public Facilities Program:** Helps finance infrastructure and facilities to serve low and moderate income persons.
 - **Emergency Grant Program:** Helps restore or replace critical infrastructure damaged or destroyed as a result of natural or manmade catastrophes.

- **Community Based Economic Development Program (CBED):** Provides funding assistance to local governments and community-based organizations that undertake planning, development, and technical assistance projects supporting business development.

- **Main Street Program:** Supports efforts to help communities organize to revitalize their downtowns.

- **Wisconsin Technology Zone Program:** Offers tax-credits to high-tech firms that meet certain criteria.

- **Wisconsin Development Zone Program:** Tax benefit initiative to encourage private investment and improve both the quality and quantity of employment opportunities.

- **Enterprise Zone Program:** Provides tax incentives to new or expanding businesses whose projects will enhance distressed areas.

- **Industrial Revenue Bond (IRB) Program:** Allocation of Federal tax-exempt status on bonds that will be issued by a business to finance an expansion project. Program is limited to small and mid-size manufacturers with strong financial statements.

Wisconsin Department of Workforce Development (DWD): This department offers several programs aimed at investing in the workforce, including programs in apprenticeship, vocational rehabilitation, employee training, child care, etc.

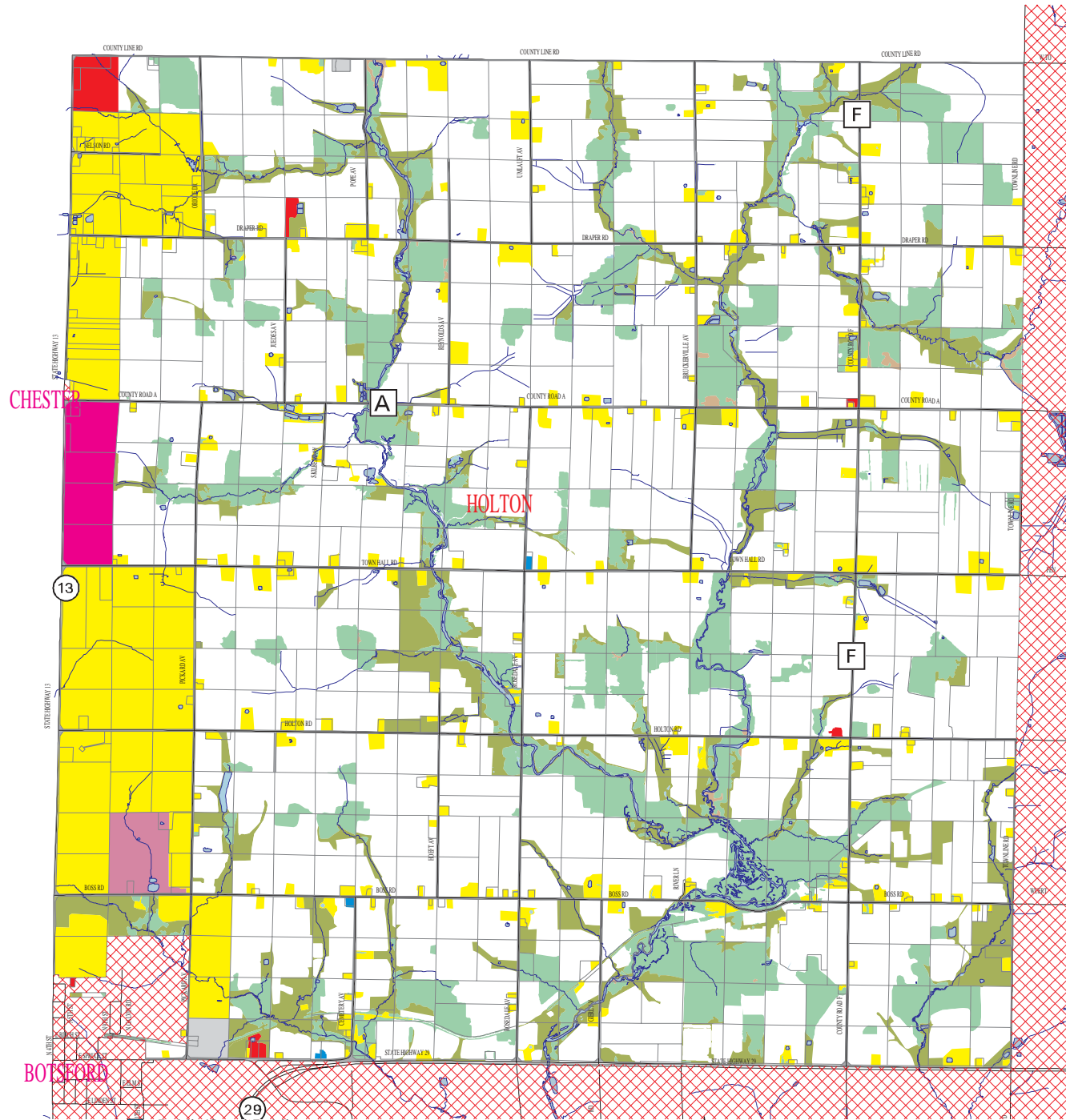
Wisconsin Department of Natural Resources (DNR): The Bureau of Remediation and Redevelopment consolidates state and federal clean up programs and provides assistance to help businesses clean up and re-use existing brownfield sites.

Forward Wisconsin, Inc.: This is a State public-private marketing and business recruitment organization that focuses on marketing outside Wisconsin to attract new economic development to the State.

County, Regional, and Local Programs

The primary financial assistance available at the County and local level are revolving loan funds. The primary entities in Marathon County that participate in economic development related efforts include:

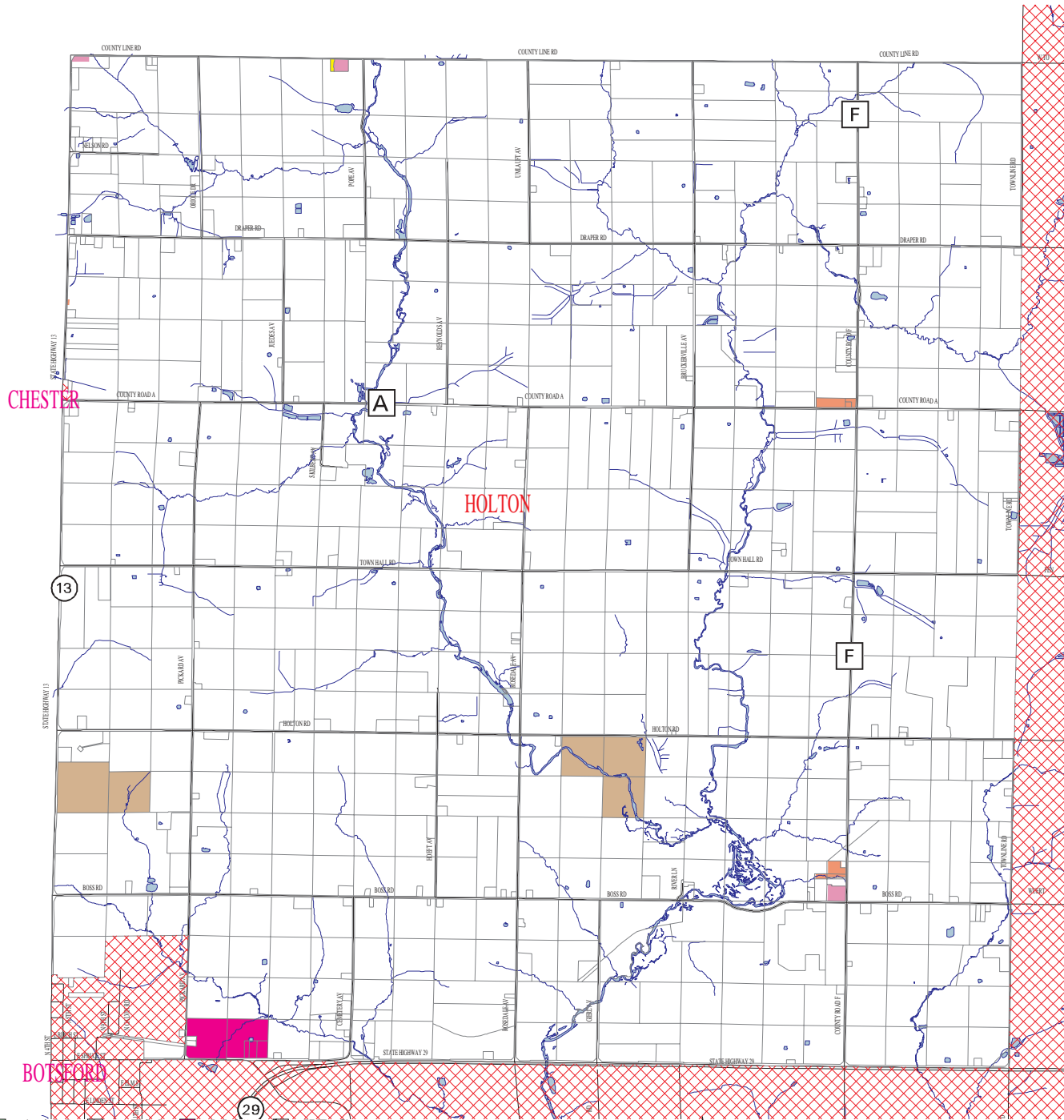
- **North Central Wisconsin Regional Planning Commission (NCWRPC):** The NCWRPC is a designated Economic Development District and provides services such as economic research, marketing, financial packaging, evaluation and analysis of public infrastructure needs that support private economic development activity. The NCWRPC also works with local units of government to maintain eligibility for certain grants.
- **North Central Wisconsin Development Corporation (NCWDC):** A regional organization created for the purpose of managing a regional revolving loan fund. The NCWDC is staffed by the NCWRPC.
- **Wausau Region/Marathon County Chamber of Commerce:** The Chamber provides leadership and support for economic development efforts in the region, including a variety of networking programs, mentoring services, workshops and business counseling services.
- **Marathon County Development Corporation (MCDEVCO):** This is the economic development arm of the Wausau Area Chamber of Commerce. MCDEVCO serves all businesses and communities in Marathon County. MCDEVCO works with individual business, municipalities, and the banking community to facilitate investment in the region. Specific programs administered by MCDEVCO include a revolving loan fund, a small business incubator, and job training funds.
- **Wausau/Central Wisconsin Convention and Visitors Bureau (CVB):** The CVB promotes the area to the business and leisure traveler and provides information on the area to visitors and residents.



- Single Family Residential
- Commercial
- Commercial/Industrial
- Industrial
- Barren
- Crop Land
- Other Agriculture
- Forest Land
- Public/Quasi-Public
- Recreational
- Transportation
- Water

Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005

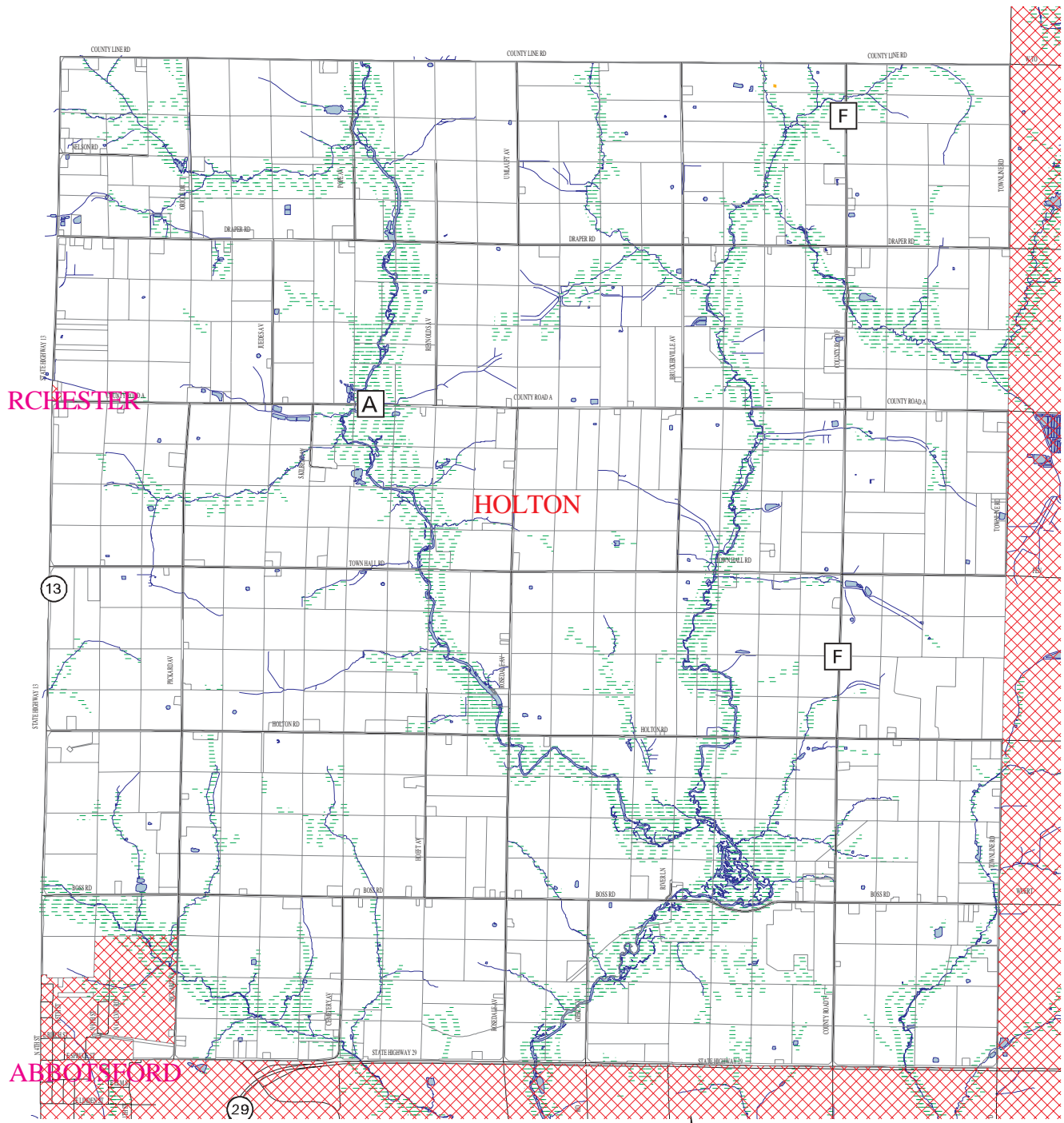
Figure 3-1
 Future Land Use
 HOLTON






- | | | | | | | |
|---------|-----|-------|-------|------|------|------|
| RS-1/20 | RP | A-2/1 | A-4-M | AE/M | M-2 | WP-C |
| RS-1/40 | CV | A-3 | AR | HI | UV | |
| RS-2 | RC | A-3-M | AR/M | C-1 | WP-A | |
| RM | A-1 | A-4 | AE | M-1 | WP-B | |

Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005

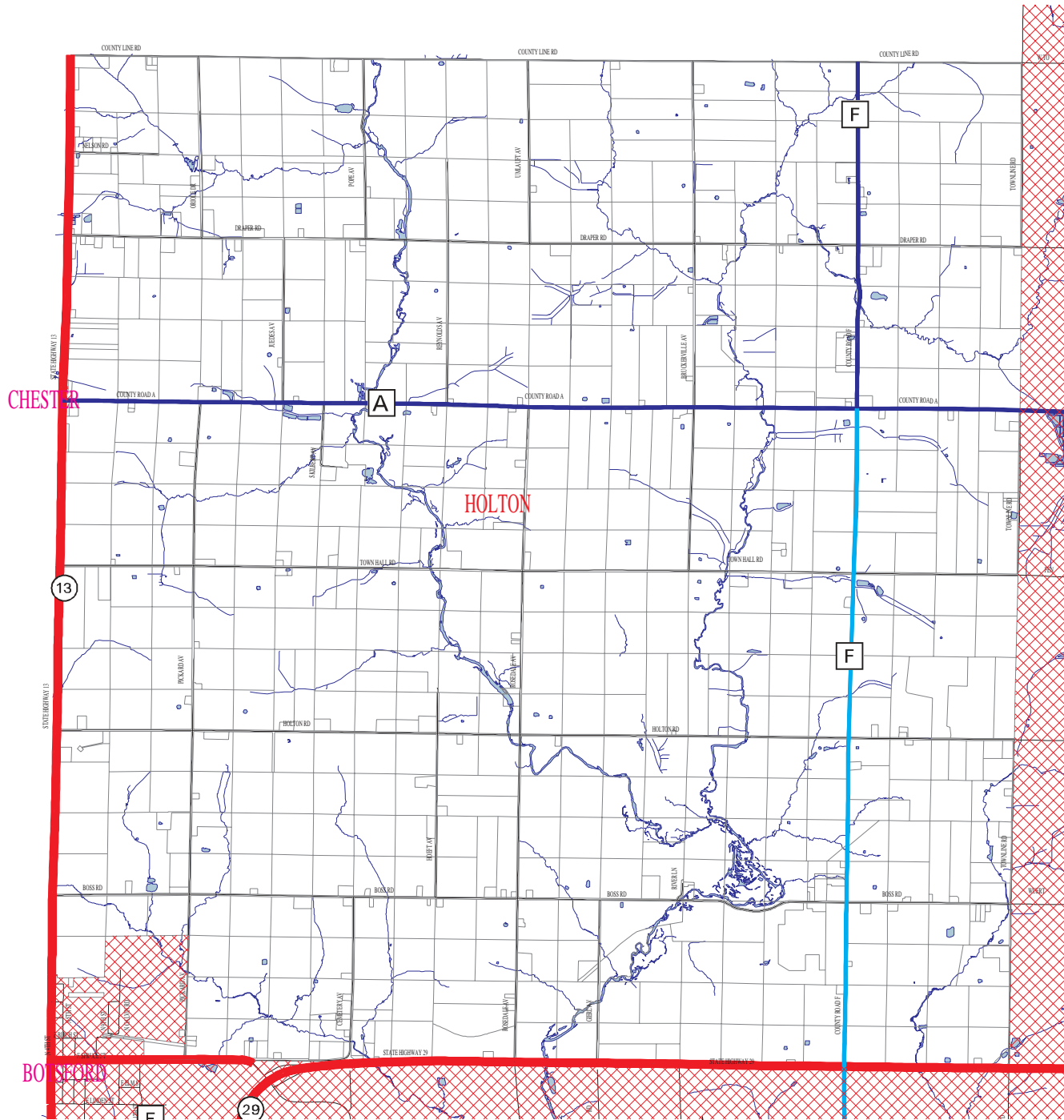
Figure 3-2
 County Zoning
 HOLTON



-  Environmental Constraints
-  Slopes Generally 12-20%
-  Slopes generally greater than 20%

 Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005

Figure 3-3
Development Constraints
HOLTON

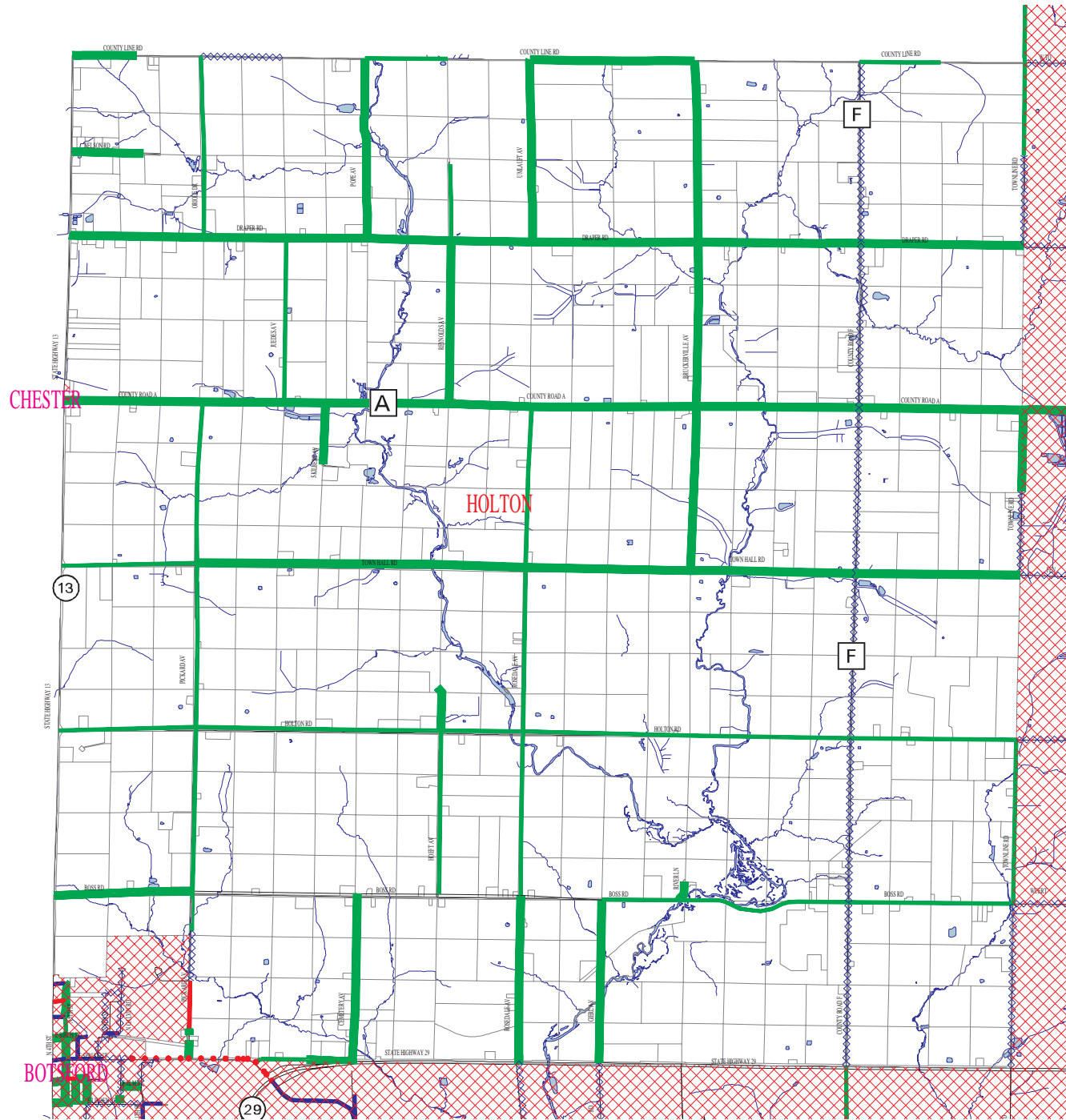


- █ Principal Arterial
- █ Minor Arterial
- █ Major Collector
- █ Minor Collector

- F County Highways
- 52 State Highways
- 51 US Highways
- 39 Interstate

 Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005

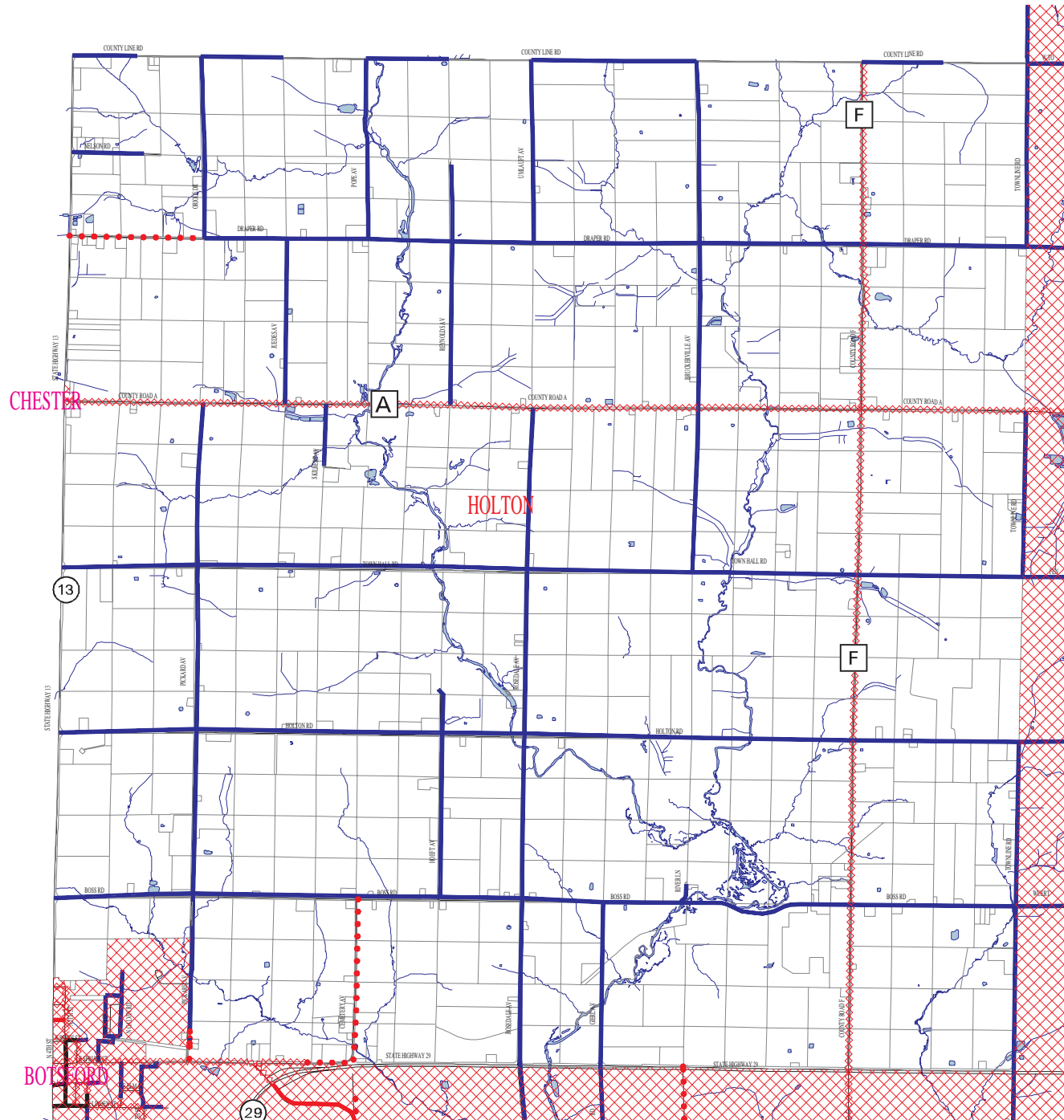
Figure 4-1
Functional Classification of Roads
HOLTON



- No Data
- Failed
- Very Poor
- Poor
- Fair
- Good
- Very Good
- Excellent

Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005

Figure 4-2
Road Surface Rating
HOLTON



- No Data
- Concrete Pavement
- <1" Wearing Surface
- Asphalt Pavement
- Asphalt Pavement on Concrete
- Asphalt Pavement with Base >7"
- Asphalt Pavement With Base <7"
- Unimproved Road
- Brick or Block Pavement

Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005

Figure 4-3
Road Surface Types
HOLTON