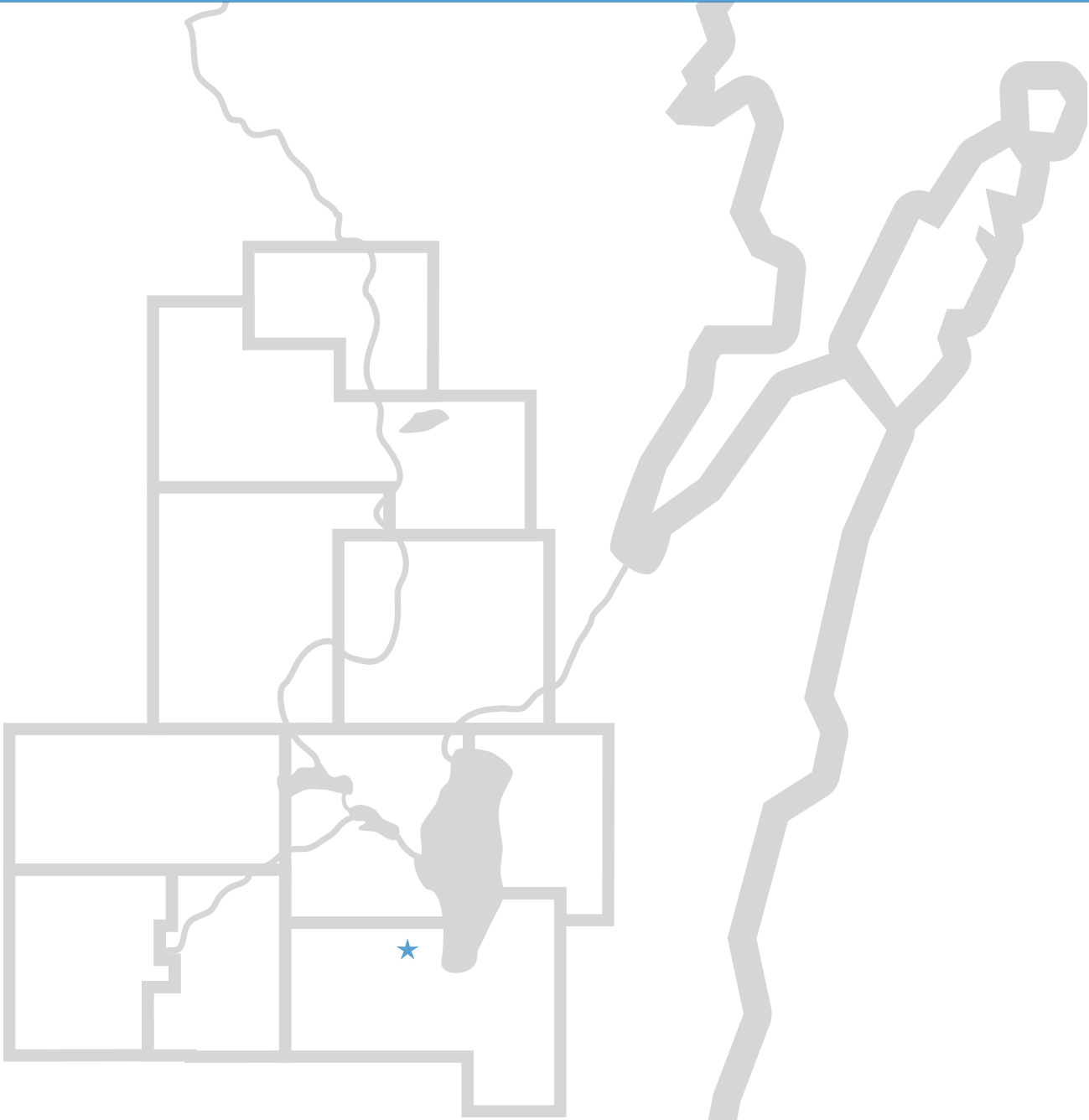


Town of Eldorado Comprehensive Plan Update 2040



Adopted
Sept. 28, 2020



Comprehensive Plan Update 2040

Town of Eldorado Fond du Lac County

September 28, 2020

Prepared by the
East Central Wisconsin Regional Planning Commission

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ABSTRACT

TITLE: Town of Eldorado Comprehensive Plan Update 2040

CONTACT: Trish Nau, Principal Planner – Park and Recreation

AUTHORS: Trish Nau, Principal Planner – Park and Recreation
Kathy Thunes, P.E. Principal Planner – Community Development
Tom Baron, Principal Planner, AICP – Economic Development
Anna Hogan, GIS Assistant

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SOURCE OF COPIES: East Central Wisconsin Regional Planning Commission
400 Ahnaip Street, Suite 100
Menasha, WI 54952
(920) 751-4770
www.ecwrpc.org

This report describes existing conditions, projects future growth and offers recommendations to guide future development in the Town of Eldorado.

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CHAPTER 1
INTRODUCTION

CHAPTER 1: INTRODUCTION

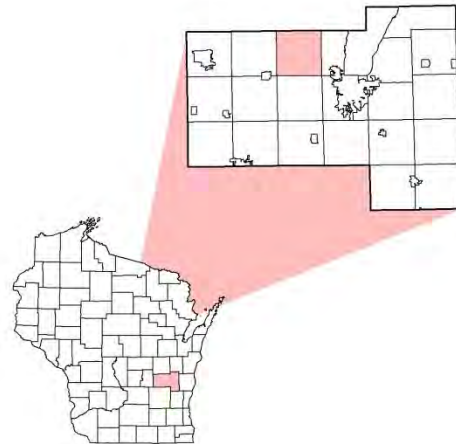
INTRODUCTION

The Town of Eldorado is located in northern Fond du Lac County, northwest of the City of Fond du Lac. I-41 cuts north-south through the Town while State Highway 26 cuts across the northwest corner and STH 23 on the southern border. County Highways, C, I, N, and P are connector routes through the Town. Interstate 41 separates the eastern and western parts of the Town. The Town of Eldorado shares a common border with the towns of Friendship (east), Fond du Lac (southeast), Lamartine (south), Springvale (southwest) and Rosendale (west) in Fond du Lac County. Within Winnebago County, it shares common borders with the towns of Black Wolf (northeast), Nekimi (north), and Utica (northwest) Figure 1-1. Nearby cities include Berlin, Fond du Lac, Oshkosh, Ripon, and Waupun.

The Town of Eldorado has a total population of **1,448** for 2015, with a projection of 1,441 in 2020. The median age is **45.90 years old** and is best represented by the **Green Acres** segment that which falls within the **Cozy Country Living Life Mode Group**. General descriptions of this group include¹:

- Empty nesters in bucolic settings
- Largest Tapestry group, almost half of households located in the Midwest
- Homeowners with pets, residing in single-family dwellings in rural areas; almost 30% have 3 or more vehicles and, therefore, auto loans
- Politically conservative and believe in the importance of buying American
- Own domestic trucks, motorcycles, and ATVs/UTVs
- Prefer to eat at home, shop at discount retail stores (especially Walmart), bank in person, and spend little time online
- Own every tool and piece of equipment imaginable to maintain their homes, vehicles, vegetable gardens, and lawns

Figure 1-1: Location Map



¹ ACS 2015 population and housing information, 2020 DOA population projections, ESRI Tapestry data.

2015 HOUSEHOLD DATA

Total Households: 543

Average Size: 2.67

Median Income: \$67,263.00

2009 - 2013 Households with Income below Poverty Level: 13

Population Density: 40.00 per sq. mile

PLANNING HISTORY

This plan updates an earlier 2030 comprehensive plan that was adopted by the Town of Eldorado on March 23, 2010. Similar to the earlier plan, this plan complies with the “Smart Growth” legislation (Wisconsin Statutes 66.1001). According to the legislation, a comprehensive plan “shall be updated no less than once every 10 years”.

PURPOSE AND SCOPE OF THE PLAN

The purpose of the Town of Eldorado’s comprehensive plan is to aid local officials in making land use decisions that are harmonious with the overall vision of the community’s future and will ensure the future sustainability of the local natural resource base. Developing a comprehensive plan is a proactive attempt to delineate the ground rules and guidelines for future development. Comprehensive planning decisions evaluate existing facilities and future needs; promote public health, safety, community aesthetics, orderly development and preferred land use patterns; and foster economic prosperity and general welfare in the process of development. The plan evaluates what development will best benefit the community’s interests, while at the same time provide flexibility for land owners and protect property rights.

Plan Components

The Town of Eldorado’s comprehensive plan identified a 20-year planning horizon and contains four major components:

1. A profile of the demographic, economic, and housing characteristics.
2. An inventory and assessment of the environment, community facilities; and agricultural, natural and cultural resources.
3. Goals, strategies and recommendations.
4. A series of land use maps that depict existing and optimum land use patterns.

The comprehensive plan also contains the nine elements required by the Wisconsin Statutes 66.1001:

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

Each element (chapters 3 – 11) discusses specific information pertinent to the overall land use plan. The Issues and Opportunities element summarizes demographic information. The Economic Development element inventories the labor force, analyzes the community's economic base, and provides a development strategy regarding existing and future economic conditions within the community. The Housing element presents an inventory of the existing housing stock as well as an analysis of future housing needs based on population and household projections. The Transportation element provides an inventory of the existing transportation system and an overview of transportation needs. The Utilities and Community Facilities element inventories existing utilities and community facilities including schools, recreational facilities, cemeteries, communications, gas, electric, public safety and emergency response services. It also addresses how population projections will affect the efficiency and adequacy of these services. The Agricultural, Natural, and Cultural Resources element describes the physical setting and cultural resources of the planning area and evaluates how they will affect or will be affected by future growth. Specific natural areas and cultural/historical landmarks are identified for protection and preservation. The Land Use element inventories and describes existing land use patterns and includes a projection of future land use demands. The Intergovernmental Cooperation element addresses programs and policies for joint planning and decision-making efforts with other jurisdictions including school districts, adjacent local governmental units, and state and federal agencies. The Implementation element contains a recommendation and action plan to assist implementation efforts of the comprehensive plan.

Policies and programs that are relevant to the Town can be found in Appendix E. The future land use map and the goals, strategies and recommendations related to each element are contained in Chapter 2: Plan Framework.

Interrelationships Between Plan Elements

Although all required elements are presented as separate chapters, it is important to recognize that they are interrelated. For instance, transportation infrastructure allows for the movement of goods, services, and employees; likewise, land use and zoning affects the types of housing that can be built within the Town, thus affecting the affordability of housing.

Chapter 2: Plan Framework integrates the goals, strategies and recommendations into one location, Map 2-1 2040 Land Use Framework, which not only depicts future land use but also illustrates key items that affect land use, as identified in other elements. These include, but are not limited to, natural resources, growth areas, potential upgrades to transportation infrastructure (trails, roads, transit) and public infrastructure (wells).

State of Wisconsin “Smart Growth” Comprehensive Planning Goals

In addition to the goals, strategies and recommendations outlined in this plan, the plan also addresses the 14 goals for comprehensive planning established by the State of Wisconsin Act 9 in 1999. The 14 goals include:

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

PLANNING PROCESS

The Town of Eldorado's comprehensive plan was completed in six phases, all of which provided opportunities for public involvement, as specified in the public participation plan (Appendix A). The phases include: Organization, Plan Kickoff and Visioning, Inventory/Analysis and Issue Identification, Plan/Goal Alternative Development, Plan Implementation, and Plan Adoption. The Town's Planning Commission worked with East Central staff on the development of the plan.

The first phase (Organization) involved the creation and development of the public participation plan. Preliminary demographic information was prepared and presented at the kickoff meeting.

During the second phase (Plan Kickoff and Visioning), press releases appeared in the 2019 spring edition of the Town's newsletter to let community members know about the upcoming visioning session. General information about comprehensive planning and the process were discussed at an initial meeting with the planning commission. A community visioning session was held to identify key issues and opportunities that should be considered during the planning effort.

Data from the previous comprehensive plan was used as a starting point for the third phase (Inventory/Analysis and Issue Identification) of the planning effort. Background information was revised to reflect new U.S. Census data and updated to reflect changes to the physical, social and economic resources of the Town. This data was analyzed to identify existing and potential issues. Using results from the Community Visioning Session, feedback from the Eldorado Planning Commission, Town Board, and others, as well as background data compiled during the inventory stage, key issues and opportunities were identified.

A draft framework plan that included goals, strategies and recommendations was developed for each of the comprehensive planning elements as part of the fourth phase (Plan/Goal Alternative Development). Utilizing the framework plan, input from the Planning Commission, the community visioning session and Town staff, a draft framework map (Map 2-1) was created.

The fifth phase (Plan Implementation) established the tools necessary for implementation of the plan. Recommendations for regulatory techniques including zoning and an action plan with an accompanying timeline were developed to ensure that the intent of the plan is achieved. An intergovernmental meeting was held to obtain input from neighboring jurisdictions, county departments, local governmental units and state agencies.

The final phase (Plan Review, Public Hearing and Adoption) of the planning process culminates in the adoption of the comprehensive plan update by the Town Board. Draft plans were provided at the Town Hall, and the Fond du Lac Public Library, as well as on the plan website. Following the publication of a 30 day notice in the local newspaper and a public hearing, the Planning Commission recommended that the Town Board adopt the plan by ordinance.

Public Participation

Public participation is a major component of the comprehensive planning process. In accordance with s. 66.1001 (4), which defines “Procedures for Adopting Comprehensive Plans”, the Town of Eldorado actively sought public participation from its citizens. To gain citizen understanding and support throughout the planning process, the public was provided with a variety of meaningful opportunities to become involved in the process. The first step in the planning process was the development and adoption of a public participation plan for comprehensive planning. This plan laid out the goals of the public participation plan; public participation strategy, methods and plan adoption procedures.

Public input was encouraged through meetings and activities. ECWRPC staff conducted approximately ten (10) public meetings with the Town of Eldorado Planning Commission, as well as one community vision session and one public information meeting at the end of the planning effort. All meetings were open to the general public; notices were posted at predetermined public areas. An article was included in the Town’s annual newsletter to let residents know that the Town was embarking on this planning effort. A public hearing was held to present the final draft version of the plan to the general public and neighboring municipalities and to solicit further input. The draft plans were available for review at the Fond du Lac Public Library, the Town Hall, and the comprehensive plan update website. A website specific to the planning effort was developed for the planning effort. To facilitate public knowledge and involvement in the comprehensive planning process, the plan identified four major goals, provided a timeline, outlined notification methods and identified how to submit written comments.

Community Visioning Workshop

A Community Visioning Workshop was held on May 7, 2019, at the Eldorado Community Center. Twenty-four people participated in the open house style workshop which included a series of five main concepts. Numerous community assets were identified and separated into eight (8) main categories: agricultural resources, community facilities, economic development, historical / cultural resources, recreational / natural resources, residential development, transportation and other. Appendix J gives a detailed summary of the results.

Intergovernmental Meeting

The Eldorado Planning Commission hosted an intergovernmental meeting on **July 14, 2020**. Invitations, which included the plan framework document and map, were sent to neighboring jurisdictions, county departments, local governmental units, state agencies and those with non-metallic mineral interests in the Town.

The meeting was designed as an open forum for the Planning Commission to solicit input into the development of the comprehensive plan update. Chapter 10 and Appendix H cover this in more detail.



CHAPTER 2

PLAN FRAMEWORK & IMPLEMENTATION

CHAPTER 2: PLAN FRAMEWORK AND IMPLEMENTATION

INTRODUCTION

The following goals, strategies and recommendations provide an overall framework for the development of the Town of Eldorado over the next twenty years. This framework is meant to guide the development of future land use policies, regulations, and individual decisions and should be considered somewhat flexible in nature.

The proposed framework plan contains various 'target numbers' for future development based on discussions with the Town of Eldorado Plan Commission. The target population for the year 2040 was established at 1,495 which corresponds to a total of 604 estimated dwelling units. Any physical 'boundaries' defined in this framework should be considered 'approximate' in nature and the actual extent of these areas can be modified based on a development proposal's 'fit' with the overall intent of the statements contained below. A majority of the basic concepts, as well as more detailed plan recommendations from the text, are illustrated on Map B-3, Future Land Use.

The goals, objectives, policies and recommendations are arranged by the nine elements of the comprehensive plan: Issues and Opportunities; Land Use; Economic Development; Housing; Transportation; Utilities and Community Facilities; Agricultural, Natural and Cultural Resources; Intergovernmental Cooperation; and Implementation. Framework blueprints have been developed for each element.

Goals are defined as broad, long-range statements which describe a desired future condition. Objectives are statements which describe specific conditions which will help attain the stated goals. Policies are statements which identify a position and a definitive course of action. Finally, recommendations are specific actions which must be performed to implement the goals and objectives.

The following provides a summary of the overall visions, goals, objectives, policies, and strategies found within the individual element framework blueprints:

ISSUES AND OPPORTUNITIES

Overall Vision: *In 2040, Eldorado remains a rural, agricultural community where residents support each other and are engaged in their community. Businesses in the hamlet of Eldorado are flourishing. Efforts to protect and enhance the Eldorado Marsh ensure that this resource continues to be a destination for hunters, anglers, hikers and other outdoor enthusiasts.*

A well-maintained system of roads, trails and walkways provide connections between neighborhoods, hamlets, schools, parks, and neighboring communities. Partnering with others,

the Town has been successful in providing safe and affordable transportation for children, people with disabilities, and a growing population of seniors.

Goal IO.1: Create an environment that is welcoming and engaging.

Framing Concept: IO.a – COMMUNITY ENGAGEMENT, SOCIAL INFRASTRUCTURE AND COMMUNICATION

Increasing community engagement, social infrastructure and communication within the Town will be key to retaining residents, attracting new residents, increasing quality of life and volunteerism. This can be attained by building off of existing community assets and social infrastructure. A study currently being undertaken in Iowa may be targeting shrinking towns, but it is finding that “smart shrinking towns” have many things in common (1) they are more civically engaged and have stronger social networks, (2) residents say their towns are more trusting, supportive and tolerant, (3) have more private and public investment, and (4) residents say their leaders work on behalf of everyone and newcomers are welcomed as leaders, showing strong “bridging social capital”. While Eldorado’s population may not be shrinking, population growth is slow and is expected to peak over the planning period. Other work on community engagement and building social infrastructure is being done more so in the context of neighborhoods, but again many of the techniques could apply to a small town as well or areas of the town where population densities are greater. Abundant Communities in Edmonton, Alberta is working with residents to (1) enable them to build relationships to advance connection and belonging, (2) shape community life according to residents vision, (3) reduce social isolation, (4) build community identify and pride, (5) and foster an environment of care for one another.

While building social infrastructure is a time consuming undertaking, creating opportunities for social interactions and working on building relationships within the community will be one step that the Town can take.

POLICIES

Policy IO.a: Communicate regularly and across multiple channels in a proactive manner in order to inform and engage residents.

STRATEGIES

Strategy IO.a-1: Increase communication within the Town.IO.

Strategy IO.a-2: Increase opportunities for community and social engagement. A resource for review and consideration include:

- Abundant Communities Edmonton (ACE). A resource for neighborhoods that can be applied to small communities. ACE is a neighborhood engagement and community organizing approach that provides tools for neighbors to get to know each other on a block level.

MAKING IT HAPPEN!

Action IO.a-1: Continuously improve the Town’s website to make it more user friendly and informative. Provide meeting agendas and minutes, a community calendar, information on town services, town contact information, local and area amenities, businesses, civic organizations, ordinances, zoning map and forms, etc.

Responsibility: Clerk

Timeframe: 1 year/Ongoing

Action IO.a-2: Continue an active social media presence with relevant content posted regularly. Topics for posting could include upcoming events in the Town and area, town meetings, volunteer opportunities, construction updates and road closings.

Responsibility: Town Clerk

Timeframe; Ongoing

Action IO.a-3: Consider initiating a quarterly newsletter. The newsletter could be used to keep residents informed about topics the town is working on, upcoming town and area events, a spotlight on local businesses (including farming businesses), volunteer opportunities, etc.

Responsibility: Town Clerk

Timeframe: 1 to 3 years

Action IO.a-4: Increase opportunities for community and social connectedness:

- Develop a survey, (either online or paper) and recruit volunteers to go door to door to determine what **community** amenities and services people are looking for. Provide connections for people with like interests. Rural parents may be looking for places to take kids outdoors, parks with appropriate equipment, safe walking trails and bike paths, and places for social interaction with other parents and children, while older adults may be looking for opportunities to socialize with others their age, rural transportation options and low impact recreational activities, to name a few.
- Find opportunities to engage and recruit new volunteers and consider incentives as encouragement. Connections can be made through existing activities that people and families are already participating in. Incentives, such as splitting the profits for an event, business sponsored gift certificates, etc. could be offered.

- Consider developing a community forum on Facebook that could be used to increase communication in the Town.
- Create a community advocate team comprised of representatives from key organizations to welcome new families and individuals to the Town.
- Provide a welcome packet to each new family or individual. Materials for welcome packet could be solicited from local businesses and organizations as a way to not only provide information but also to encourage patronage of local businesses.

Responsibility: Town Board

Timeframe: 1 to 3 years

FRAMING CONCEPT: IO.b – AGING IN PLACE AND LIVABILITY

Goal IO.2: Create an environment that is welcoming and engaging.

Aging in place is a concept which can be thought of in two ways. First, it is when an individual can make a conscious decision to stay in their home of choice for as long as they can. As they grow older, supplementary services may be needed to facilitate their living conditions and maintain comfort and quality of life. The second is from a community perspective which broadens the concept to include opportunities being made for any resident to live their full life within the same community. Therefore, aging in place is more a function of the community's overall "livability".

Eldorado must look at how current and future land use, transportation and housing decisions are made, as they will greatly impact the "livability" of the community and its ability to "age in place". Changes in housing types, access to services, and mobility choices will occur as an individual's life changes over time - i.e. single, married, children, empty-nest, retirement, and end of life care. Local government will play a strong role in determining the ability of its residents to access the things they require and use in their daily lives as they age.

STRATEGIES

Strategy IO.b-1: Make Eldorado a more "livable" community over the next twenty years in order to increase opportunities to age in place.

- **AARP's Network of Age-Friendly Communities.** A resource for neighborhoods, cities, and towns across the country, the network reiterates **American Association of Retired Persons** (AARP's) vision: healthy, sustainable communities will benefit residents of all ages.
- **APA's Policy Guide for Aging in Community.** **American Planning Association** (APA) recognizes that the aging of the population creates a unique opportunity and

responsibility to apply sound planning approaches and policy to improve communities to serve the spectrum of needs and abilities of older adults.

- **Communities Support Seniors with Ageing-Friendly Policies.**
<https://www.huduser.gov/portal/periodicals/em/summer17/highlight2.html#title>
- **Aging in Place – A toolkit for Local Governments.** A resource for local governments looks at 3 critical issue areas: healthcare, environment and planning and zoning.¹

Strategy IO.b-2: Integrate sound-decision making into land use policies using a framework that examines variables affecting livability and aging in place, such as:

- Mobility/Transportation
- Housing/Affordability
- Access to food
- Programs and services
- Built environment
- Access to health
- Social interaction/engagement
- Access to information
- Public security/safety
- Civic participation
- Volunteerism
- Leadership

MAKING IT HAPPEN!

Action IO.b-1: The Plan Commission should prepare a “livability study” which evaluates a number of variables listed to better understand their options and impacts. For example, an examination of factors related to housing could include housing styles (co-housing arrangements, accessory units, tiny houses, granny flats, etc.); reducing site/building maintenance; how changes in zoning regulations could improve flexibility and affordability; access to public transportation; and accessibility of parks and other infrastructure, etc.

Responsibility: Plan Commission

Timeframe: 1 to 3 years

Action IO.b-2: Actively involve older adults and engage the older perspective in the planning process. Periodically meet with public, private and community stakeholders (including older adults) to identify, assess, discuss and develop strategies to address unmet needs and barriers.

Responsibility: Plan Commission, Town Board

¹ https://www.ca-ilg.org/sites/main/files/file-attachments/resources_aginginplace.pdf?1406088795.

Timeframe: 3 to 6 years

Action IO.b-3: Review existing zoning ordinances for potential “age friendly” changes, including special use permits, allowances for accessory dwelling units, co-housing, granny flats, etc.

Responsibility: Plan Commission

Timeframe: 3 to 6 years

LAND USE

Land Use Vision:

To preserve and protect the rural and agricultural culture and important places in our Town and provide for residential and commercial development designed in harmony with the natural landscape so as to ensure a safe and beautiful rural agricultural community for future generations.

Goal LU.1: Support planned growth that enhances the local economy, protects the natural resources and maintains the rural and agricultural character of the Town of Eldorado.

Framing Concept LU.a: A DISTRICT APPROACH

Rather than follow a traditional method of identifying separate land uses such as residential, commercial, industrial, etc., that is more generalized to better match the vision and provide flexibility when evaluating new development proposals against the plan for consistency purposes.

POLICIES

Policy LU.a-1: Direct overall growth, development and land use change in an efficient and well planned manner.

Policy LU.a-2: Protect and preserve the rural character of Eldorado.

Policy LU.a-3: Protect prime agricultural lands and environmentally sensitive areas.

Policy LU.a-4: Guide future housing and commercial development to areas best suited for this type of development.

STRATEGIES

Strategy LU.a-1: Utilize a set of five (5) “land use districts” to manage future land use. Short descriptions of each District, coupled with the information on Table 2-1 which correlates each District with existing zoning districts, gives a feel for each District and provides basic policy direction as well as a framework for future zoning actions and infrastructure investments. Table 2-2 outlines more details of the general land uses, character, and form for each of these districts:

- a) **Residential District** – This district is a mixture of existing and future low density residential development located south of the unincorporated hamlet of Eldorado.
- b) **Transitional Residential** – This district is intended to serve as a buffer between the more densely developed unincorporated hamlet of Eldorado and the less densely developed Eldorado State Wildlife Area and surrounding rural land uses. Residential development within this district will occur exclusively through conservation design for subdivision plats and individual parcels created through certified survey map (CSM).
- c) **Mixed Use District** – This district is within and adjacent to the town center in the unincorporated hamlet of Eldorado. It contains the highest density of development, higher levels of amenities and street and bike/pedestrian activity. Mixed use development within this area should be a compatible blend of commercial and residential uses.
- d) **Mixed Commercial / Light Industrial District** – This small district is located near the I41/CTH N intersection and is identified for a mixture of future commercial and light industrial development.
- e) **Working Lands District** – This district encompasses mostly agricultural and undeveloped uses, though scattered residential uses are found. The purpose of this district is to preserve production agricultural land for continued agricultural uses.
- f) **Environmentally Sensitive Areas** – Environmentally sensitive areas are considered unsuitable or less suited for development. These areas include mapped wetlands by the WDNR, all areas mapped as floodways by the Federal Emergency Management Agency (FEMA), the Eldorado Wildlife Area, areas included in the critical areas overlay district (100’ buffer area extending a minimum of 100’ from the periphery of the Eldorado Wildlife Area), riparian corridors (a protective buffer extending 100’; from the high water mark of any perennial stream), and protected critical areas (mature woodlands).

Strategy LU.a-2: Develop effective tools to maintain the rural, agricultural character of the Town of Eldorado.

Table 2-1: Land Use Districts and Zoning District Comparisons

Future Land Use District	Applicable Zoning Districts
Residential District	Residential District (R), Commercial District ©
Transitional Residential	Transitional Residential District (TRD)
Mixed Use District	A-2 General Agricultural District (A-2), Traditional Neighborhood Design Overlay District (TNDO)
Mixed Commercial/Light Industrial	Commercial District (C), Industrial (I)
Working Lands District	RD Rural Residential District (RD), Farmland Preservation District (A-1), General Agricultural District (A-2)

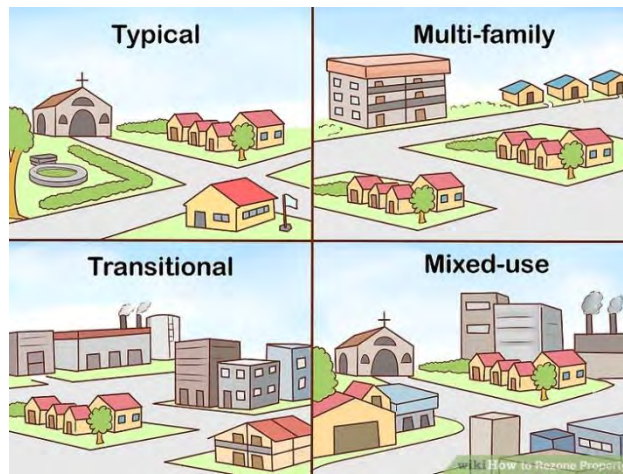


Table 2-2: Future Land Use District Comparisons

District / Intent	Core Uses	Locational Characteristics	Visual Characteristics
Residential - Characterized by residential uses on larger lots sizes (lower development densities & slightly higher level of amenities).	<ul style="list-style-type: none"> ● Single family housing ● Two-family housing ● Parks ● Institutional ● Trails 	<ul style="list-style-type: none"> ● Primarily south of the unincorporated village of Eldorado 	<ul style="list-style-type: none"> ● Low density residential ● Mostly single and two story building heights
Transitional Residential - Characterized as residential development on individual lots or conservation subdivisions with preserved open space serving as a buffer between the more densely developed Unincorporated village and the Eldorado State Wildlife Area and surrounding rural land uses.	<ul style="list-style-type: none"> ● Single family housing ● Limited two-family housing ● Parks ● Very limited institutional uses ● Trails 	<ul style="list-style-type: none"> ● North of the unincorporated village of Eldorado 	<ul style="list-style-type: none"> ● Low density land uses ● Mostly single and two story building heights ● 40% preserved open space ● Conservation subdivision design or CSM
Mixed Use - Characterized by a mixture of higher density residential and commercial uses.	<ul style="list-style-type: none"> ● Single family housing ● Two-family housing ● Assisted living facilities ● Parks ● Institutional ● Commercial ● Retail ● Service type businesses ● Office 	<ul style="list-style-type: none"> ● Within and adjacent to the unincorporated village of Eldorado ● Higher volume traffic areas 	<ul style="list-style-type: none"> ● Medium to high density ● Small to medium building setbacks ● Emphasis on form and pattern that enhances image, identity, traffic flow and walkability ● Possibility of retail on first floor, housing on second floor
Mixed Commercial / Light Industrial	<ul style="list-style-type: none"> ● Light Industrial (assembly & manufacturing) ● Commercial ● Services for the traveling public 	<ul style="list-style-type: none"> ● Located near the intersection of I-41 and CTH N ● Encompasses a small area 	<ul style="list-style-type: none"> ● Mid to low density light commercial and industrial land uses
Working Lands	<ul style="list-style-type: none"> ● Active agricultural fields ● Active and converted farmsteads and outbuildings ● Agricultural related businesses ● Very limited single family residential ● Very limited institutional uses, when necessary 	<ul style="list-style-type: none"> ● Encompasses the majority of the Town not covered by other land use districts 	<ul style="list-style-type: none"> ● Active and fallow agricultural fields ● Traditional farmsteads and outbuildings ● Natural environment ● Limited well designed single family homes

MAKING IT HAPPEN!

Action: LU.a-1: Continue to work with Fond du Lac County Planning and Zoning to revise the zoning ordinance to be consistent with the comprehensive plan.

Responsibility: Plan Commission
Timeframe: Ongoing

Action LU.a-2: Create an Official Town Map that accurately reflects desired future land uses.

Responsibility: Plan Commission
Timeframe: 3 to 6 years

Action LU.a-3: Consider developing a Dark Sky Ordinance or establish night sky lighting requirements in existing ordinances to reduce light pollution and preserve the dark skies over Eldorado.

Responsibility: Plan Commission
Timeframe: 3 to 6 years

ECONOMIC DEVELOPMENT

Economic Development Vision: *In 2040, Eldorado remains a rural, agricultural community supporting local businesses catering to residents and tourists. The Town relies primarily on agricultural lands and residential development to support its tax base. Commercial development clustered in and around the hamlet of Eldorado and near the intersection of CTH N and USH 41, occurs in harmony with the Township's natural environment. The City of Fond du Lac continues to provide employment, shopping, and entertainment opportunities for Eldorado residents.*

Agri-tourism has become a component of the Town's economy helping to support small, family-owned farming operations. Hunters, anglers, hikers, and other outdoor enthusiasts visiting the Eldorado Marsh have created economic development opportunities for small businesses in the community.

Goal ED.1: Encourage local economic development opportunities that exist in harmony with Eldorado's rural atmosphere and benefits local residents.

The hamlet of Eldorado was once a thriving community. Over the years, some business have closed leaving a number of vacant buildings. However the hamlet of Eldorado is still the heart of the community and on many nights, especially during the summer, the downtown area of the hamlet of Eldorado experiences limited available parking. Popular venues in the hamlet of Eldorado include Lion's Park, Frances J. Simon Field and Generations Lanes. Additional

businesses, compatible with the rural character and catering to Town residents are desired, as are businesses that would increase tourism in the hamlet of Eldorado and Town. Public sewer and water is not currently available in the hamlet of Eldorado. Even though private septic systems are not failing, the Town feels that a public sewer system in the hamlet of Eldorado would help attract businesses to this area.

Limited **mixed** commercial / **light industrial** development is occurring near the I-41/CTH N interchange. This interchange would be a desirable location to attract businesses that may accommodate the traveling public or have needs for low water and sewer usage.

Framing Concept ED.a: BUSINESS RETENTION AND ATTRACTION

POLICIES

Policy ED.a-1: Restrict commercial development outside of the hamlet of Eldorado and the I 41/CTH N interchange.

Policy ED.a-2: Provide and support a range of economic development activities to meet community needs and exist in harmony with the rural environment.

STRATEGIES

Strategy ED.a-1: Support redevelopment and revitalization activities in the downtown portion of the hamlet of Eldorado.

Strategy ED.a-2: Encourage limited commercial development, which is not reliant on public sewer or water, near the I-41/CTH N interchange.

MAKING IT HAPPEN!

Action ED.a-1: Develop a “downtown” revitalization plan for the hamlet of Eldorado, including architectural and design guidelines, streetscaping, landscaping, signage, and lighting requirements with a focus on preserving historical landmarks.

Responsibility: Town Board

Timeframe: 3 to 6 years

Action ED.a-2: Support redevelopment opportunities which will allow for business growth, encourage revitalization, meet community needs and support eco-tourism opportunities in the hamlet of Eldorado.

Responsibility: Plan Commission

Timeframe: 3 to 6 years

Action ED.a-3: Work with area economic development entities to promote:

- Business growth opportunities
- Quality of life amenities
- Transportation linkages
- Proximity to Fond du Lac, Oshkosh and the Fox Valley
- Quality schools
- Reasonable tax rates
- Access to recreational areas

Responsibility: Town Board

Timeframe: 3 to 6 years

Action ED.a-4: Investigate public sanitary sewer in the hamlet of Eldorado.

Responsibility: Town Board

Timeframe: 7 to 10 years

Framing Concept ED.b: RURAL TOURISM OPPORTUNITIES

Goal ED.2: Encourage local economic development opportunities that exist in harmony with Eldorado's rural atmosphere and benefits local residents.

Agri-tourism and eco-tourism are rural economic development opportunities that could attract visitors to the Town, while respecting the Town's agricultural and natural resources. The Eldorado Marsh is a great local natural resource that is basically untapped and underutilized. There may be a possibility to utilize the marsh to educate the public about the origin and benefits of the marsh, the ecosystem and the animals, plants and birds that live and use the marsh. Working with the WDNR and others, could bring new life to the marsh and tourists to the Town which could fuel the establishment of businesses providing family friendly local businesses. The Town has unique agricultural soils. A potential opportunity may exist to work with a local university to utilize local soils to teach students about agricultural science. Agriculture is important to the economy of the Town and the state. Agri-tourism may allow local farmers an opportunity to increase revenues. It could provide an outlet for farmers to sell local food and/or amazing educational experiences for children and adults who might not have a connection to rural environments.

POLICIES

Policies ED.b-1: Encourage economic development opportunities that will utilize local strengths and be compatible with the Town's vision.

STRATEGIES

Strategy ED.b-1: Support agri-tourism opportunities that will provide additional revenue to local farming operations. Examples of agri-tourism include:

Pumpkin picking patches	Living history farms
Corn mazes	On-farm farmers' markets
U-Pick operations	Rural bed and breakfasts
Petting and feeding zoos	Breakfast on the Farm
Hay rides	Farm Experience
Demonstration farms	

Resources for Starting an Agricultural Tourism Business are available²

Strategy ED.b-2: Support eco-tourism opportunities utilizing the Eldorado Marsh and other natural amenities.

Strategy ED.b-3: Increase the connection between the Mascoutin Valley State Trail and the hamlet of Eldorado.

MAKING IT HAPPEN!

Action ED.b-1: Facilitate the establishment of agri-businesses with concise ordinances that address consistency and compatibility with the character of the surrounding area, maintain the rural appearance of the landscape and minimize potential negative impacts (traffic, noise, odor, glare, signage, parking, etc.).

Responsibility: Plan Commission
Timeframe: 1 to 3 years

Action ED.b-2: Improve environmental quality, accessibility and promotion of the Eldorado Marsh opportunity.

- Contact and work with the WDNR to encourage and facilitate the connection between the Eldorado Marsh and people through educational experiences, bike and pedestrian connections **and increased recreational opportunities**. This could include the development of learning opportunities and/or centers (STH 23, CTH N) and kiosks, establishment of bike and pedestrian connections between the marsh and hamlet of Eldorado **and the Mascoutin Valley State Trail**, reopening Old Dike Road and increasing opportunities to snow shoe, cross country ski, kayak and canoe.

² <https://fyi.extension.wisc.edu/cfsi/files/2014/02/Starting-an-Agricultural-Tourism-Biz-Resources-3-3-14-LB-.pdf>

- Explore opportunities to work with other groups such as the Arboretum in Fond du Lac who may have interest in working with the Town on environmental projects.
- Provide a link on the Town’s website to the marsh’s website.
- Install a “Welcome to Eldorado” sign on the highway.
- Apply for Stewardship grants that could assist in adding boardwalks and outlook viewing points for wildlife along the dike. This could include a story walk of the history of the wildlife that is in the area.

Responsibility: Town Board

Timeframe: 7 to 10 years

Action ED.b-3: Encourage the development of family friendly businesses in the hamlet of Eldorado that would cater to families using the Mascoutin Valley State Trail and possibly the Eldorado Marsh. Potential businesses could provide quick food choices or possibly items for rent such as bikes, cross country skies, snow shoes, etc. The old depot on CTH C, in the hamlet of Eldorado, might make a convenient location.

Responsibility: Plan Commission

Timeframe: Ongoing

HOUSING

Housing Vision: *In 2040, Eldorado offers agricultural, rural residential living choices in harmony with the Town’s natural environment. Single-family homes are the primary housing choice with additional well designed and well-constructed alternative housing styles meeting the needs of a diversity of residents. Local land use ordinances promote attractive housing with abundant green spaces, scenic views, trails, and other desired amenities.*

Through innovative local ordinances, residential development in Eldorado has occurred in a manner respectful of important local natural, agricultural and cultural resources and distinctive of housing development in nearby Fond du Lac.

Goal H.1: Provide a range of housing choices for all age groups, income levels and special housing needs.

Framing Concept H.a: HOUSING CHOICES

The types and quality of housing options in a community is often a decisive factor for individuals and families in choosing where to live and if they are able to remain as they age. Providing high quality housing options to meet diverse needs in the community will require efforts to maintain and upgrade the existing housing stock; to market existing assets; and, promote the development of new housing which meets the needs of the community.

As the baby-boomer generation ages, demographers project significant increases in the proportion of the American population to be age 65 and older. Within Wisconsin it is projected that by 2040, the population age 65 and over will nearly double. Large shifts have also been seen in the housing market over the past 10 years as the baby-boomer generation retires and as the younger Millennial Generation (and subsequent Generation Z) moves into the home ownership phase. Many seniors, as they continue to age, want to remain in the community where they have spent much of their lives. However, similar to other communities, the Town is ill-suited to meet the housing needs of an increasingly older population that overwhelmingly wishes to age in place. While young single adults and families would like to move to the Town, they are finding it difficult to find decent affordable housing.

By proactively planning for a more diverse housing stock, Eldorado can address the overall need for affordable housing that meets the needs of existing and future residents.

POLICIES

Policy H.a-1: Provide a range of housing styles, types and price ranges to support lifestyle needs and preferences.

Policy H.a-2: Maintain existing housing stock.

STRATEGIES

Strategy H.a-1: Increase housing choices for an aging population, young adults and families.

- **Housing for Seniors: Challenges and Solutions.** A resource for cities and towns across the county.³
- **Housing Challenges for Rural Seniors.** A resource for towns across the county.⁴

Strategy H.a-2: Address barriers to seniors' ability to age in place.

Strategy H.a-3: Address housing maintenance issues related to the age of housing stock.

Strategy H.a-4: Address compliance with the zoning ordinance that results when rural residential parcels are split off of agricultural lands after farming properties are sold.

Strategy H.a-5: Increase the availability of quality rental and multi-family housing.

³ <https://www.huduser.gov/portal/periodicals/em/summer17/highlight1.html#title>.

⁴ <https://www.huduser.gov/portal/periodicals/em/summer17/highlight3.html>.

MAKING IT HAPPEN!

Action H.a-1: Contact and work with others to establish an assisted living facility in the hamlet of Eldorado. An option may be to work with an existing assisted living facility (to establish a satellite facility) that has experience working in a small community. The facility in Rosendale may be a possibility.

Responsibility: Town Board

Timeframe: 3 to 6 years

Action H.a-2: Explore alternative housing options which would increase housing choices without impacting housing quality or the rural character of the Town. Options could include granny flats, tiny houses, accessory dwelling units, splitting of single-family housing into multiple units and co-housing.

Responsibility: Town Board

Timeframe: 3 to 6 years

Action H.a-3: Explore options that will allow the aging population to remain in their current housing. These options could include home maintenance, senior transportation, assistance with lawn mowing, shoveling and raking leaves, etc.

Responsibility: Town Board

Timeframe: 1 year

Action H.a-4: Consider developing a property maintenance ordinance.

Responsibility: Plan Commission

Timeframe: 3 to 6 years

Action H.a-5: Investigate options and connect property owners of qualifying affordable housing units to maintenance and rehabilitation programs.

Responsibility: Plan Commission

Timeframe: 1 to 3 years

Goal H.2: Provide a range of housing choices for all age groups, income levels and special housing needs.

Framing Concept H.b: RURAL RESIDENTIAL DEVELOPMENT OPTIONS

The attractiveness of rural living and the availability of two good school systems are attracting the interest of young families to the Town. However, the lack of housing for sale and rent is prohibiting many people from moving there. While the Town does encourage new home

development, in certain areas, people feel both rightfully and wrongly that new housing development is limited. At one time, the Town put a moratorium on new development while the Plan Commission was working on updating the Town's zoning ordinance. While this moratorium is no longer in effect, some people wrongly assume that this moratorium on development is still in place. In addition, new housing development is limited to areas near the hamlet of Eldorado and along existing roads on more marginal agricultural lands. While the existing framework allows for growth, within the transition area farmers and existing land owners either don't want to sell or sell for the development of a single house instead of multiple houses.

POLICIES

Policy H.b-1: Continue to keep informed about available properties within the Town that are suitable for residential development.

STRATEGIES

Strategy H.b-1: Increase opportunities for residential development.

Strategy H.b-2: Develop and disseminate information regarding the Town's zoning ordinance and development policies.

Strategy H.b-3: Continue to allow conservation CSM's and subdivisions.

MAKING IT HAPPEN!

Action H.b-1: Develop a fact sheet listing each zoning district in order to inform the new homebuilders and the realty community about the Town's zoning ordinance. Post this information on the Town's website and distribute to local homebuilders and the realty community.

Responsibility: Plan Commission

Timeframe: 1 year

Action H.b-2: Develop a fact sheet on development policies in the Town. Post this information on the Town's website and distribute to local homebuilders and developers and the realty community.

Responsibility: Plan Commission

Timeframe: 1 year

Action H.b-3: Periodically invite property owners to a meeting or encourage property owners within the transitional area to notify the Town when they are ready to sell their property.

Responsibility: Town Board

Timeframe: 2 to 3 years

Action H.b-4: Identify areas adjacent to the hamlet of Eldorado where housing development is desired by both the Town and the property owners.

Responsibility: Town Board

Timeframe: 1 to 3 years

TRANSPORTATION

Transportation Vision: *In 2040, trails and walkways are an integral component of the transportation network, providing connections between neighborhoods, hamlets, schools, parks, and neighboring communities. Although personal vehicles remain the primary choice for transportation, walkers and bicyclists enjoy a network of trails linking the Town of Eldorado with surrounding communities and the regional trail network. A well-maintained system of Town roads, county roads, and state highways, along with multi-modal transportation opportunities, provide for the safe and efficient movement of people and goods.*

The Town of Eldorado has partnered with Fond du Lac County, adjoining municipalities, local churches, and other organizations to provide safe and affordable transportation for children, people with disabilities, and a growing population of seniors.

Goal T.1: To provide a safe, efficient and cost-effective system of traditional and active transportation opportunities for residents.

Framing Concept T.a: MOBILITY FOR AN AGING POPULATION

Part of aging in place well is being able to interact with one's community. Access to transportation is key and is an essential component in providing mobility for all. Life expectancy exceeds driving ability as many older adults develop health and mobility impairments that make it difficult for them to drive. Rural communities face unique transportation challenges and the availability of public transportation options is much more limited than in urban settings. Within the Town of Eldorado, services for disabled and senior citizens (60 years and older) are provided by Fond du Lac County's Senior Services Department. However, these services are extremely limited and are provided for medical appointments only.

POLICIES

Policy T.a-1: Increase opportunities for rural transportation for elderly and physically challenged in the community.

STRATEGIES

Strategy T.a-1: Determine transportation needs for the elderly and physically challenged in the community and work with others to address those needs.

MAKING IT HAPPEN!

Action T.a-1: Identify needs for seniors, the physically challenged and others within the community to meet transportation needs.

Responsibility: Town Board

Timeframe: 3 to 6 years

Action T.-2: Invite transportation providers, Fond du Lac County's Senior Services Department, East Central Wisconsin Regional Planning Commission, Fond du Lac County ADRC and others to a meeting to discuss transportation needs and possible solutions.

Responsibility: Town Board

Timeframe: 3 to 6 years

Action 7a-3: Consider working with Fond du Lac County ADRC to offset the cost of using a cab for qualifying low income individuals.

Responsibility: Town Board

Timeframe: 3 to 6 years

Framing Concept T.b: PLANNING FOR BICYCLE AND PEDESTRIAN ACCOMODATIONS

Goal T.2: To provide a safe, efficient and cost-effective system of traditional and active transportation opportunities for residents.

Walking and biking is an excellent way to help people become more active and improve their health. People walk and bike for many purposes, such as for transportation to get to school or work, for leisure to have fun, or to improve their health. While people ultimately make a decision to walk or bike, the decision can be made easier by improving and connecting routes and destinations in communities. Trail components are vital to fostering healthy lifestyles and are

becoming increasingly important as an amenity to attract young families and talent into the community.

POLICIES

Policy T.b-1: Incorporate bicycle and pedestrian facilities into street maintenance and reconstruction projects.

Policy T.b-2: Look for opportunities to partner with others to increase the ability to safely bike and walk in the Town.

STRATEGIES

Strategy T.b-1: Continue to increase opportunities to safely walk in the hamlet of Eldorado, ultimately expanding the sidewalk network through the hamlet of Eldorado (along CTH C) to the Mascoutin Valley State Trail.

Strategy T.b-2: Increase opportunities for people to safely bike in the Town, providing signage as necessary, and connections between residential areas, the hamlet of Eldorado and the Mascoutin Valley State Trail as well as the Eldorado Marsh.

Strategy T.b-3: Increase tourism opportunities by providing bike and pedestrian linkages between the Mascoutin Valley State Trail and the hamlet of Eldorado and the Eldorado Marsh and the hamlet of Eldorado.

MAKING IT HAPPEN!

Action T.b-1: Promote the existing biking loop (as shown on the future land use map), that basically connects the residential development along Townhall Road to the hamlet of Eldorado. This route makes a loop that includes CTH C, CTH N and Townhall Road.

Responsibility: Town Board
Timeframe: 1 year

Action T.b-2: Develop and adopt a formal bicycle and pedestrian plan for the Town.

Responsibility: Town Board
Timeframe: 3 to 6 years

Action T.b-3: Work with private landowners, trail organizations, Fond du Lac County, WDNR and WisDOT to expand multi-use trails within the community and to connect to the Mascoutin Valley State Trail and the Eldorado Marsh.

Responsibility: Town Board

Timeframe: 3 to 6 years

Action T.b-4: Consider policies to increase access to walking and biking in the hamlet of Eldorado.

Responsibility: Town Board

Timeframe: 3 to 6 years

UTILITIES AND COMMUNITY FACILITIES

Utilities and Community Facilities Vision: *In 2040, the Town of Eldorado coordinates with neighboring local governments and the County to ensure that Town residents have easy access to efficient services and quality facilities. The Town's property taxes have been maintained at a stable level by controlling debt, maintaining Town equipment, and carefully planning expenditures through the CIP process. The Town has been able to reduce costs and improve efficiencies in services by entering into shared service agreements with neighboring communities.*

Eldorado communicates regularly with the school districts, Eldorado Fire Department, and Fond du Lac County Sheriff Department providing information related to proposed residential development projects that may affect enrollment at local schools and public safety.

Well developed and fairly administered local land use ordinances have ensured that development occurs in a manner consistent with the visions of the community and in ways that do not result in undue burdens to tax payers.

Goal CF.1: Provide high levels of municipal service in a cost-effective and efficient manner.

Framing Concept CF.a: ENHANCING RECREATIONAL OPPORTUNITIES

Francis J. Simon Field offers great opportunities for larger community events and gatherings, while Lion's Park, offers opportunities for smaller gatherings and activities. However parking near Francis J. Simon Field and in the hamlet of Eldorado is extremely limited. This is a significant issue during baseball games and large local events. The local Lion's club is doing a great job of maintaining Francis J. Simon Field and Lion's Park. However improvements to Lion's Park are needed. The pavilion in the park is a great addition to the park and has potential

for more use. Unfortunately the pavilion was built in a floodplain and gets flooded every year, making it unusable during certain seasons and rain events. The West Branch of the Fond du Lac River forms the southern boundary of the park. Enhancements could be made along the river to showcase and provide accessibility to this resource.

Parks should be located within convenient walking distance to each resident. Due to population disbursement within the Town, this may not be applicable for every resident, but the Town may want to consider future park facilities in certain areas where future residential would occur. These areas would be within closer proximity to more concentrated rural residential area, such as the hamlet of Eldorado. Besides locational needs, the Town should also be looking at recreational trends and the needs of specific age groups.

POLICIES

Policy CF.a-1: Provide high quality recreational facilities and experiences for residents and visitors.

STRATEGIES

Strategy CF.a-1: Maintain, update and improve existing park and recreational facilities to reflect current and future trends, meet community needs and expectations, and meet safety guidelines, i.e. playground inspections and ADA accessibility amenities.

Strategy CF.a-2: Increase the amount of park space, as needed, and as opportunities arise within the Town as population growth warrants.

MAKING IT HAPPEN!

Action CF.a-1: Develop and adopt a formal comprehensive outdoor recreation plan and utilize the plan to seek funding for park and recreational development.

- Continue to explore opportunities to increase parking near Francis J. Simon Field and in the hamlet of Eldorado.
- Consider improvements to Lion's Park. Improvements could include relocation of the pavilion to outside of the floodplain and developing a boardwalk along the West Branch of the Fond du Lac.

Responsibility: Plan Commission

Timeframe: 1 to 3 years

Framing Concept CF.b: BROADBAND INTERNET EXPANSION

Goal CF.2: Provide high levels of municipal service in a cost-effective and efficient manner.

Americans rely on internet for health care (telemedicine), information, employment (remote work), shopping, social interaction and education (online classes and degrees). However, according to the Wisconsin Public Service Commission, 43 percent of rural Wisconsinites lack access to high-speed internet, or broadband services. Unlike more densely populated urban areas, rural areas tend to be more sparsely populated and companies who supply internet see fewer returns on any infrastructure investment they make. In addition, physical terrain and natural obstacles may significantly raise infrastructure investments. In addition to having infrastructure available to access, many rural households also struggle with the ability to pay for internet service.

Broadband specific considerations should follow the four Cs: Connectivity, Contact, Capacity and Challenges. Connectivity: Even where conduit exists, public resources are often needed for the spurs into towns and neighborhoods to make the “last mile” connections to individual homes and businesses; Contact: Access and knowledge about physical systems; Capacity: Measure of how much information can flow to a user and at what rate; and Challenges: Realizing that broadband needs to be looked at as a national network, instead as a private sector responsibility. Within the Town, upload and download speeds vary greatly. This could affect the Town’s ability to attract businesses to certain areas of the Town or to residents wanting higher internet speeds.

POLICIES

Policy CF.b-1: Increase broadband internet expansion within the Town.

STRATEGIES

Policy CF.b-1: Encourage and support the advancement of affordable broadband or high speed internet access to all areas of the Town.

Policy CF.b-2: Seek out and leverage partnerships and funding sources to expand broadband internet in the Town.

MAKING IT HAPPEN!

Action CF.b-1: Determine areas of poor coverage in the Town and identify potential tower locations. Use this information to determine where coverage is missing or needs updating and

where potential partnerships could be made. Make these locations available to companies wishing to expand broadband in the Town.

Responsibility: Town Board
Timeframe: 1 to 3 years

Action CF.b-2: Identify specific opportunities to partner with local school districts, existing businesses, Fond du Lac County and other entities to increase broadband internet expansion.

Responsibility: Town Board
Timeframe: 3 to 6 years

Action CF.b-3: Identify specific innovative partnerships with local school districts and others to increase broadband internet expansion to households who can't afford these services.

Responsibility: Town Board
Timeframe: 3 to 6 years

Framing Concept CF.c: ENHANCING VOLUNTEERISM

Goal CF.3: Provide high levels of municipal service in a cost-effective and efficient manner.

The Eldorado Fire Department provides a volunteer fire chief, fire fighters and first responders to the Town of Eldorado. However the fire department relies on volunteers to staff its department. While the department pays a small fee to volunteers who respond to fire and get trained, these fees are very minimal. Many fire departments are reporting that the number of people willing to volunteer their time is falling. This may, in part, be due to the fact that people are working longer hours and working further from home. In addition, many people often find multiple demands on their free time and tend to focus on activities surrounding their children and families. First responders are required by the state to have a certain number of annual hours of training. This training, completed during a volunteer's free time reduces time for leisure and children and family activities. There has also been a shift in calls for emergency assistance from firefighting to more first responder type emergencies.⁵

POLICIES

Policy CF.c-1: Continue to provide quality fire protection and emergency services to the Town.

⁵ National Fire Protection Association, accessed 3/16/20.

STRATEGIES

Strategy CF.c-1: Work with the Fire Department to recruit volunteers.

MAKING IT HAPPEN!

Action CF.c-1: Talk to your newest (younger generation) volunteers to determine what attracted them to volunteer with the fire department. Find out what motivated them to volunteer and what types of technology and media sources you can use to reach potential volunteers

Responsibility: Fire Department

Timeframe: 1 year

Action CF.c-2: Raise awareness of the fire department by inviting the community to the fire department during Fire Prevention Week, promoting the fire department at community.

Responsibility: Fire Department

Timeframe: Ongoing

Action CF.c-3: Utilize the Town's website and social media site to post information about the fire department. This should be used to raise awareness of the Town's fire department and general fire safety and preventive measures. Items could include the fire department statistics, showcase the Town's firefighting equipment, meet the fire chief, public events, fire safety information, the need for volunteers, etc.

Responsibility: Fire Department

Timeframe: Ongoing

Action CF.c-4: Consider providing 1 to 2 scholarships a year to graduating high school seniors who are willing to pursue a career or volunteer in the firefighting/first responder field.

Responsibility: Fire Department

Timeframe: 1 to 2 years

AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

Agricultural, Natural and Cultural Resources Vision: *In 2040, prime agricultural lands, streams, woodlands, wetlands, and the Eldorado Wildlife Area remain the dominant landscape features in the Town of Eldorado. Natural areas and open spaces provide recreational opportunities for residents and habitat for wildlife. Farming continues to be a productive and economically viable source of income for individual families and the community as a whole. Residential and commercial areas have been developed with protected open spaces,*

preserving the rural scenery that defines the community. Through local land use ordinances, the Town of Eldorado has identified and preserved important cultural resources for the enjoyment of future generations.

Goal ANCR.1: To protect, manage and restore the community’s agricultural, natural and cultural resources.

Framing Concept ANCR.a: PROTECTING AGRICULTURE AND FARMING

The history of the Town and the county are rooted in farming. About 60 percent of the total land in the Town of Eldorado is currently used for agricultural production. These lands and the agricultural activity are important to the community for several reasons, including food production, fiber, economic development and their contribution to the rural character of the Town. All farms can be adversely affected by the presence of nearby development and it is critical that those who wish to remain in farming should be allowed to do so. For these reasons, the Town has placed a high importance on farmland preservation and has put many controls in place to ensure that farming remains viable and that the best farmland continues to be preserved.

POLICIES

Policy ANCR.a-1: Protect and preserve the most productive farmland for continued agricultural activities.

Policy ANCR.a-2: Target the majority of new residential and commercial development/redevelopment to hamlet of Eldorado.

STRATEGIES

Strategy ANCR.a-1: Support local farmers and their ability to make their operations more economically viable.

Strategy ANCR.a-2: Minimize conflicts between ongoing agricultural operations and rural non-farm residents.

MAKING IT HAPPEN!

Action ANCR.a-1: Direct individual lot development on farmland to the edges of farm fields and along existing roadways so as to preserve contiguous blocks of farmland that can remain productive.

Responsibility: Plan Commission
Timeframe: 1 to 3 years

Action ANCR.a-2: Using the future land use map as a guide, seek to direct residential and commercial development to specific areas identified on the map.

Responsibility: Plan Commission
Timeframe: 1 to 3 years

Action ANCR.a-3: Establish an Agriculture Committee to: (a) provide education to local landowners regarding conservation subdivisions, land trusts, development options, etc.; (b) provide assistance to farmers interested in transitioning from conventional to specialty farming; and (c) serve as an advisory body to the Town Board and Plan Commission on issues related to agriculture.

Responsibility: Town Board
Timeframe: 1 year

Action ANCR.a-4: Support efforts of Fond du Lac County, UW – Division of Extension, Wisconsin Department of Agriculture, Trade and Consumer Protection, USDA-NRCS and others that work with and provide information and resources to farmers who are seeking to innovate, modernize or maintain their operations.

Responsibility: Town Board
Timeframe: 1 to 3 years

Action ANCR.a-5: Encourage the creation of or expansion of new complementary commercial agribusinesses (see Strategy 5b-1).

Responsibility: Town Board
Timeframe: 1 to 3 years

Action ANCR.a-6: Consider developing an informational fact sheet that acknowledges that farming operations may exhibit noise, odor, dust and that hours of operation may begin before dawn and extend well past dusk, including weekends.

Responsibility: Town Board
Timeframe: 1 to 3 years

Action ANCR.a-7: Consider requiring that all subdivisions and CSM's that are developed adjacent to active farm properties contain a statement regarding the "Right to Farm".

Responsibility: Town Board
Timeframe: 1 to 3 years

Action ANCR.a-8: Consider addressing road conflicts between rural residents and large farming equipment and impacts caused by large farming equipment on Town roads.

Responsibility: Town Board

Timeframe: 1 to 3 years

Framing Concept ANCR.b: WATER RESOURCES, WATERSHED PLANNING AND MANAGEMENT AND DRINKING WATER PROTECTION

Goal ANCR.2: To protect, manage and restore the community’s agricultural, natural and cultural resources.

The protection of the Town of Eldorado’s water resources and natural environment is of high importance to the community, the area and others. Stormwater runoff from the Town eventually makes its way into Lake Winnebago, the Fox River and the bay of Green Bay. Consequently the Town plays an important “upstream” role in assuring that stormwater is clean. Surface water resources such as the Eldorado Marsh define the Town, provide wildlife habitat and support a rich assortment of wetland types, small oak openings, shrubs, grassland and agricultural lands. Groundwater quality is important, since all residents rely on groundwater as a source of drinking water. However groundwater quality can be influenced by human activity and land uses, and manure runoff has been identified by the Town as a threat.

POLICIES

Policy ANCR.b-1: Protect and preserve surface water resources and groundwater supplies.

Policy ANCR.b-2: Minimize non-point nutrient runoff into streams, rivers and the Eldorado Marsh.

Policy ANCR.b-3: Preserve and protect environmentally sensitive area and stream corridors.

STRATEGIES

Strategy ANCR.b-1: Ensure that adequate amounts of safe drinking water are available to area residents.

Strategy ANCR.b-2: Work with farmers to reduce nutrient losses from local farming operations.

Strategy ANCR.b-3: Control the spread of invasive species.

MAKING IT HAPPEN!

Action ANCR.b-1: Work with Fond du Lac County and UW – Division of Extension on future groundwater studies that monitor groundwater quality in the Town.

Responsibility: Town Board
Timeframe: Ongoing

Action ANCR.b-2: Encourage local farmers to keep informed about work done by Discovery Farms on controlling nutrient losses.⁶

Responsibility: Town Board
Timeframe: Ongoing

Action ANCR.b-3: Encourage farmers to use best available manure management technologies.

Responsibility: Town Board
Timeframe: Ongoing

Action ANCR.b-4: Contact and work with the WDNR to enforce manure spreading rules.

Responsibility: Town Board
Timeframe: Ongoing

Action ANCR.b-5: Coordinate with Fond du Lac County to educate homeowners on the need for proper maintenance of private well and onsite wastewater treatment systems, periodic testing of private well water, and planning for eventual well, pump or drain field replacements.

Responsibility: Town Board
Timeframe: Ongoing

Action ANCR.b-6: Work with the WDNR to restore and educate residents and visitors of the importance of the Eldorado Marsh and its ecosystem (see Strategy 5b-2).

Responsibility: Plan Commission
Timeframe: 3 to 6 years

Action ANCR.b-7: When reviewing development proposals, consider the environmental conditions of the area such as wetlands, floodplains, depth to groundwater and setbacks from surface water resources.

Responsibility: Plan Commission

⁶ <http://www.uwdiscoveryfarms.org/on-farm-projects>.

Timeframe: Ongoing

Action ANCR.b-8: Work with local farmers, Fond du Lac County and the WDNR to protect stream corridors and maintaining streambanks.

Responsibility: Town Board

Timeframe: 1 to 3 years

Action ANCR.b-9: Provide a links to the WDNR and other websites regarding non-evasive native plants and animals, natural plantings, and the Monarch butterfly migration flyway.

Responsibility: Town Board

Timeframe: 1 year

INTERGOVERNMENTAL COOPERATION

Intergovernmental Cooperation Vision:

In 2040, intergovernmental cooperation efforts have enabled Eldorado to establish partnerships with neighboring communities, Fond du Lac County, the local school districts, ECWRPC, and state agencies to provide coordinated, cost-effective services to landowners, and business owners. Shared service agreements between Eldorado and its neighbors have allowed the Town to maintain a reasonable tax rate while providing residents with high quality, efficient local services and facilities.

Goal IC.1: Collaborate with adjacent and overlapping units of government, Fond du Lac County, and federal and state agencies on land use, transportation and municipal services.

Framing Concept IC.a: INTENTIONAL COMMUNICATION

Implementing the comprehensive plan involves many layers of contemplation and decision making at staff, plan commission and elected official levels. None of these actions should occur in a vacuum. Internal and external stakeholders may be impacted by future land use and transportation decisions; therefore, processes should be put in place to ensure proactive and intentional communication.

Good communication is vital for effective land use planning to occur. If land use planning and regulation are to improve initiative must be taken both within and across local governments to increase the flow of information among those involved in land use decision making. These steps will require the voluntary cooperation of all those involved.

Various activities and actions affecting land use and the implementation of this plan will occur on an almost daily basis after its adoption. Stopping to think about who might be affected and how Town of Eldorado can share information prior to any formal decisions being made will help in generating transparency and trust with the broader community.

POLICIES

Policy IC.a-1: Communicate regularly in a proactive manner with comprehensive plan stakeholders in order to effectively achieve the plan's goals.

STRATEGIES

Strategy IC.a-1: Establish formal procedures for the notification of stakeholders on individual decisions related to land use.

Strategy IC.a-2: Cultivate relationships with internal organizations and external stakeholders.

MAKING IT HAPPEN!

Action IC.a-1: Establish periodic meetings with utilities, the local school districts, neighboring communities, Fond du Lac County, state and federal agencies and others to discuss issues of common interest.

Responsibility: Town Board
Timeframe: 1 to 3 years/Ongoing

Action IC.a-2: Work with Fond du Lac County, WisDOT, ECWRPC, neighboring communities and others to coordinate short and long range transportation efforts.

Responsibility: Town Board
Timeframe: Ongoing

Action IC.a-3: Continue to work with Fond du Lac County, the Village of North Fond du Lac and others to provide police and fire and emergency services.

Responsibility: Town Board
Timeframe: Ongoing

Action IC.a-4: Monitor annexation requests in adjacent communities to determine if discussions with nearby incorporated communities are warranted.

Responsibility: Town Board
Timeframe: 6 to 10 years

IMPLEMENTATION FRAMEWORK PLAN

Goal I.1: Implement the comprehensive plan using effective actions that range from policies and procedures to the development of new tools, programs and funding mechanisms.

Framing Concept I.a: PLAN CONSISTENCY

The comprehensive plan was developed sequentially with supportive goals, framing concepts, policies, strategies and action items. Utilizing the visioning workshop and subsequent Plan Commission discussions as a basis, key issues were identified for each of the nine elements of the plan. This information, combined with analysis of data, were used to create a desired vision, and goals for each comprehensive planning element. The identified vision, goals, framing concepts, policies, strategies and action items expressed in this plan were used to prepare the Future Land Use Map (Map 2-1).

Since the Smart Growth law went into effect (January 1, 2010), all local governments engaging in any of the following land use related actions must ensure the following actions are consistent with their local comprehensive plan: official mapping, local subdivision regulation, zoning ordinances, and zoning of shorelands or wetlands in shoreland areas. Thus, if a governmental unit is engaged in subdivision regulation or zoning, such actions are required to have some defined measure of consistency with the plan.

The law did not initially define the meaning of “consistent with”, however; within months of passage, several amendments were made to these provisions. One of which adds a definition of “consistent with” to mean “furthers or does not contradict the objectives, goals, and policies contained in the comprehensive plan” (66.1001(1)(am)).

For example, if a residential subdivision were approved, the subdivision must be consistent with the map and recommendations of the plan. Likewise, the application of the zoning ordinance, or any amendment thereto or variance therefrom, must be consistent with the plan.

POLICIES

Policy I.a-1: Implement the comprehensive plan in a manner meeting the statutory requirements for “consistency”.

STRATEGIES

Strategy I.a-1: Maintain internal consistency through a standard review process for all listed actions against the nine elements of the comprehensive plan.

Strategy I.a-2: Maintain external consistency through a standard review process against other existing plans for neighboring communities and overlapping jurisdictions.

MAKING IT HAPPEN!

Action I.a-1: To maintain internal consistency, any amendment to the plan should be accompanied with an overall review of all nine elements and their associated goals, framing concepts, policies, strategies and action items.

Responsibility: Plan Commission
Timeframe: Ongoing

Action I.a-2: Share proposed plan amendments with neighboring and overlapping jurisdictions to seek comment on issues relating to consistency with existing plans.

Responsibility: Plan Commission
Timeframe: Ongoing

Framing Concept I.a: PLAN EVALUATION AND UPDATES

Goal I.2: Implement the comprehensive plan using effective actions that range from policies and procedures to the development of new tools, programs and funding mechanisms.

A comprehensive plan is meant to be a dynamic document. It is prepared at a single point in time using information generated at a single point in time. Moving forward, it is likely some conditions will change from the paths which were projected or predicted (market forces, economics, demographics, etc.). There may also be changes in the opinions and attitudes of Town of Eldorado residents and businesses with respect to meeting their needs and desires.

Being prepared for change is critical to the planning process. Periodic review of new information, market trends and other forces which may alter land use decisions is a necessary part of any comprehensive planning process. Additionally, Wisconsin State Statutes call for periodic updates of the plan – at least once every 10 years – in order to revisit issues and opportunities associated with changing conditions.

As such, the Town of Eldorado needs to place a high priority on monitoring and evaluating the goals, framing concepts, policies, strategies and action items which are contained in the plan.

Alterations and amendments to these guiding statements may be required in the future and processes should be in place for which to examine and modify the plan's content when necessary.

POLICIES

Policy I.b-1: Consider the Year 2040 Comprehensive Plan to be flexible in nature to reflect changes in current conditions and community values.

STRATEGIES

Strategy I.b-1: Develop formalized procedures for the amendment and updates of the comprehensive plan.

Strategy I.b-2: Continually monitor development conditions and factors to proactively respond to changing social, economic and market conditions.

MAKING IT HAPPEN!

Action I.b-1: Once per year evaluate progress on plan implementation activities and review major growth targets and changes in market conditions.

Responsibility: Plan Commission, Town Board
Timeframe: Annually

Action I.b-2: Every 5 years, review and update, as necessary, major growth targets and strategies and begin identifying plan elements which may need updating and/or enhancing.

Responsibility: Plan Commission, Town Board
Timeframe: 5 years (2025)

Action I.b-3: Every 10 years, conduct a comprehensive update of the comprehensive plan and background elements as necessary.

Responsibility: Plan Commission, Town Board
Timeframe: 10 years (2030)

Action I.b-4: Consider amendments to the plan not more than twice per year. Such amendment requests may come from a resident or property owner of the community or internally through the Planning Commission based on a particular issue at hand.

Responsibility: Plan Commission
Timeframe: Ongoing

Action I.b-5: Develop a guidance document to use internally which contains criteria and direction for considering amendments to the Comprehensive Plan.

Responsibility: Plan Commission
Timeframe: 1 to 2 years

Action I.b-6: Hold periodic meetings to proactively discuss issues and initiatives which may keep the Town ahead of day to day issues (meeting with no “regular” items of business forcing on topics such as affordable housing, autonomous vehicles, technology advances, etc.).

Responsibility: Plan Commission, Town Board
Timeframe: Ongoing

Action I.b-7: Amend the zoning and subdivision ordinances and other development related ordinances and zoning maps to reflect the goals, framing concepts, policies, strategies and action items identified in this plan.

Responsibility: Plan Commission, Town Board
Timeframe: 0 to 1 year/Ongoing



CHAPTER 3

ISSUES & OPPORTUNITIES

CHAPTER 3: ISSUES AND OPPORTUNITIES

INTRODUCTION

The purpose of the Issues and Opportunities Element is to define a desired future (a vision) for the Town of Eldorado with respect to land use through an examination of key demographic data, as well as through the public participation process. Section 66.1001 (2) (a) of the Wisconsin Statutes requires that the Issues and Opportunities Element include a “statement of the overall objectives, policies, goals, and programs of the governmental unit to guide the future development and redevelopment of the governmental unit over the planning period.” Although not defined in the Statutes, Chapter 2: Framework and Implementation outlines the structure for how this and other elements are addressed. The Issues and Opportunities Chapter contains two major sections:

1. A summary of the public participation process and information on key points gleaned from a variety of tools and processes used during the plan update process, and;
2. A review of key summary points of population information (details contained in Appendix A: Issues and Opportunities and a narrative which helped to create the vision, goals, framing concepts, policies, strategies and recommendations contained in Chapter 2: Framework and Implementation.

SUMMARY OF PUBLIC INPUT OPPORTUNITIES

Public input was sought early in the planning process per the adopted Citizen Participation Plan and was gathered through a number of methods in order to better identify issues and opportunities as well as to help craft the vision, goal and objective statements. During the course of the planning process, a variety of methods were used to get citizen input:

1. **Public Meetings (entire process)** – Each Plan Commission meeting where the plan development process was listed as an agenda item also had a public comment opportunity.
2. **Plan Commission SWOT Analysis** - A series of four questions were posed to the Town’s Plan Commission early on in the plan update process in order to identify future issues and opportunities moving forward in the plan update process. A listing of comments by the Plan Commission is contained in Appendix J.
3. **Public Visioning Open House** – A public visioning open house was held on May 7, 2019 at the Eldorado Community Center. The results of the workshop summary are contained in Appendix J.

SUMMARY OF KEY POINTS AND NARRATIVE

Changes in population and household characteristics combined with existing and future development patterns and policy choices will determine how well the Town of Eldorado will be able to meet the future needs of its residents.

Population Trends

Historic Population and Population Forecast

The Facts:

- The Town of Eldorado has been growing slowly since 1990. Between 1990 and 2018, the population of the Town grew by 68 persons, or 4.8 percent.
- The WDOA's circa 2013 population projections forecast that Eldorado will grow by 4.7 percent (68 persons) between 2010 and 2030, before declining by 2.3 percent (35 persons) between 2030 and 2040.

What it Means:

Historically the Town has experienced a slowly growing population and this trend is expected to continue through 2030. After 2030 and somewhat mirroring Fond du Lac County, the Town is expected to start experiencing population losses, as deaths outnumber births and in-migration. Initially the Town will need to determine where growth should occur and what types of services a growing population will need. At the same time, the Town should start to think about how it will react to population losses that are expected to occur during the last 10 years of the planning period. A current study suggests that small Towns should focus on improving social connectedness and quality of life as a way to “shrink Smart”.¹

Age Distribution

The Facts:

- In 2010, the median age of the residents of the Town of Eldorado was 42.9; this is an increase of 6 years from 2000.
- The baby boomer population (45 to 64) comprised the Town's largest cohort in both 2000 (28.3%) and 2010 (32.5%).
- Larger shifts will be seen by the end of the planning period as the 45 to 64 age cohort get older and move into retirement.

¹ <https://www.futurity.org/smart-shrinking-towns-1901902-2/>.

What it Means:

The Town's population is aging and the number of persons reaching retirement age will increase significantly, thereby changing demands for services and infrastructure. Impacts could be felt in many ways, including housing types that match the needs of this segment of the population, additional recreational or leisure amenities and access to public transportation for medical services, grocery shopping, etc.

Racial Distribution

The Facts:

- In 2010, whites comprised 98.3 percent of the Town of Eldorado population compared to 99.4 percent in 2000.
- In 2010, Hispanics comprised 1.0 percent of the population; up from 0.6 percent in 2000 (a gain of 7 people).

What this Means:

While whites still outnumber other races, the Town's population is becoming more diverse from a racial and ethnic standpoint. In order to grow, the community may need to become more diverse. This can lead to a number of changes in community dynamics. Understanding differences in culture, race and ethnic groups facilitates collaboration and cooperation.

Household Structure and Trends

The Facts:

- Household size in the Town of Eldorado decreased between 2000 from 2.95 persons per household to 2.71 persons per household in 2010.
- The Town of Eldorado's average household size has remained higher than both the county and the State of Wisconsin, reflecting the Town's higher percentage of family households, and a smaller percentage of the households living alone. This is true for both owner-occupied and rental occupied housing units.
- In 2000 (85.9%) and 2010 (82.2%), over four-fifths of the households in the Town of Eldorado were family households. This was significantly higher than the county and the state for both time periods.
- Married couple families (husband and wife) made up about three quarters (73.5%) of all households in the Town of Eldorado in 2010 and 78 percent in 2000. This was significantly higher than the county and the state in both time periods.
- The number of households is expected to increase by about 12.8 percent between 2010 and 2035 from 539 in 2010 to 608 in 2035, before decreasing by 4 units between 2035 and 2040.

What this Means:

As the Town's household size continues to decrease, the presence of married couples and families should remain strong, when compared to the county and the state. Married couples may be better off financially than single parent households; this is especially true of single mother households. Households that are better off financially have more disposable income that can be spent on maintaining properties and donating money for civic needs. Additionally, as the household size decreases, and the population ages, the number of housing units will continue to increase until 2035, even though the population is decreasing (between 2030 and 2035). Married couples and family households may need larger and different housing than single individuals and an elderly population. Therefore a variety of housing types may be needed to accommodate different household needs.

Education

The Facts:

- In 2013-2017, the Town of Eldorado had a slightly higher percentage of residents age 25 or older who graduated from high school or higher than the county and the state.
- In 2013-2017, the Town has a smaller share of residents who hold a bachelor degree or higher, when compared to the county and the state.

What it Means:

While the Town is not as well educated as the county and the state, income levels still exceed those of the county and state for both median household and median family income. This could be due to a higher share of workers in construction and manufacturing sectors. Households and families with higher incomes have more disposal income that can be spent on home maintenance and civic needs.

Income

The Facts:

- The majority, approximately 81.8 percent of households derive income from earnings in the Town of Eldorado in 2013-2017.
- In both 1999 and 2013-2017, the Town's median household income (\$54,706 and \$75,517) was significantly higher than both Fond du Lac County's (\$45,578 and \$57,798) and the State of Wisconsin (\$43,791 and \$56,759).
- In both 1999 and 2013-2017, the Town's median family income (\$57,000 and \$82,841) was significantly higher than both Fond du Lac County's (\$53,325 and \$71,680) and the State of Wisconsin (\$52,911 and \$72,542).
- The per capita income in the Town of Eldorado in 2013-2017 was \$29,907, an increase of about 34.5 percent.

What it Means:

Since a somewhat large percentage of Eldorado’s household income is from earnings, access to employment opportunities is a strong determinant in meeting the income needs of the residents. As the Town’s population is fairly well off, when compared to the county and the state, there may be more local resources available. These local resources could potentially pay for improvements that are desired in the community.

Poverty Status

The Facts:

- Between 1999 and 2013-2017, the percentage of individuals living below the poverty line decreased in the Town.
- In 2013-2017, 2.3 percent of the Town of Eldorado’s population was living below the poverty line.
- Approximately 1.9 percent of families lived below the poverty level in the Town of Eldorado, according to the 2013-2017 American Community Survey 5-Year Estimates; this was a slight increase from 1999.

What it Means:

While not a large part of the population, some people within the Town are struggling financially. Those struggling financial may not own a vehicle and may therefore have difficulty accessing employment, groceries and other needs. They may also have trouble finding affordable housing.

GOALS, FRAMING CONCEPTS, STRATEGIES AND ACTIONS

The goals, framing concepts, policies, strategies and actions are provided in Chapter 2: Framework and Implementation. A single goal was developed for each plan element, along with a series of Framing Concepts that outline specific policies, strategies and action items pertaining to the implementation of this chapter.

POLICIES AND PROGRAMS

A comprehensive listing of federal, state, county and local policies and programs that may apply to topics discussed in this chapter (where known about) are contained in Appendix B.



CHAPTER 4

LAND USE

CHAPTER 4: LAND USE

INTRODUCTION

Land use directly influences, or is influenced by, all elements presented in the other chapters of this plan. The choices for housing type and location, transportation alternatives, decisions on employment locations, recreational opportunities, and the quality of the man-made and natural environments are all intricately woven together into land use. Land use policy decisions can have far-reaching repercussions. Policy decisions can influence housing growth, the protection of natural resources, and a number of other factors. This chapter describes existing land use patterns and analyzes development trends. Appendix B gives a detail description of the land use today vs. what is projected for tomorrow (next 5 years) in terms of residential, commercial, industrial, and agricultural uses per state statute requirements.

SUMMARY OF KEY POINTS AND NARRATIVE

Current 2020 Land Use and Land Use Trends

The Facts:

- Eldorado encompasses approximately 23,128 acres. About a tenth or 8.9% of the land within Eldorado is developed.
- Approximately 60 percent of the total land in Eldorado is in agriculture (13,758.7 acres, 59.5%), other prevalent uses include open other land (5,026.6 acres, 21.7%) and woodlands, both planted and general (1,942.9 acres, 8.4%).
- Land use distribution in Eldorado has changed little in the last 9 years.
- Overall, the largest gains were experienced by open other land (450 acres), while the largest losses were seen by non-irrigated cropland (381 acres) and general woodlands (112 acres).

What it Means:

Eldorado is rural agricultural community. Land use controls that the Town has been implementing have been successful in protecting agricultural land in the Town. While some residential development is occurring, it is isolated and is happening on single individual lots. The Town has not seen new subdivision development in many years.

Development and Market Trends

The Facts:

- According to the Wisconsin Department of Administration (WDOA), 33 new residential units were issued building permits in Eldorado between 2010 and 2018.
- Since WDOA tracks additions and removals, a total of 16 single-family units, 2 duplex units and 4 mobile homes were removed during this time period.
- While Eldorado's equalized value has fluctuated, overall since 2011 the Town's equalized value increased by 17.2 percent, from a low of \$21,877,500 in 2011 to a high of \$25,634,700 in 2018.

What it Means:

While the Town is seeing some new residential development, a number of housing units are also being removed. If no housing units were removed, over the last 9 years, the Town would have averaged slightly less than four additional housing units per year. However, since the Town is also seeing a number of housing units removed, the Town is currently averaging slightly less than two additional housing units per year. Over the next 33 years, according to WDOA's housing projections, the Town is expected to average slightly less than four additional housing units per year.

Land Use Density and Intensity

The Facts:

- Density is broadly defined as a "number of housing units in a given area"¹. For the purposes of this report, residential densities are defined as the number of housing units per square mile of total land area (units/square mile), excluding water. **Between 2000 (14.1 units/sq. mi.) and 2010 (15.8 units/sq. mi.), residential densities increased slightly in Eldorado by 1.7 units per square mile.**
- Intensity is defined as the measure of the units per acre of residential development. **Residential single-family land use intensity is estimated to be 0.6 units per acre. There isn't any multi-family land use or units in the Town.**

¹ Measuring Density: Working Definitions for Residential Density and Building Intensity, November 2003. Design Center for American Urban Landscapes, University of Minnesota.

What it Means:

Residential densities have increased slightly between 2000 and 2010. Since the Town is rural, much of its residential areas are relatively low and have developed at rural densities. An exception may be within the village, where land use densities are slightly higher. Multi-family development is normally restricted to areas where sanitary sewer is available. Since sanitary sewer is not available, it is likely that this has affected the availability of multi-family development.

Land Use Conflicts

The Facts:

- New residents, not accustomed to rural living, are moving into the community and raising objections over many issues associated with farming operations.
- Agricultural operations and residential development near the Eldorado Marsh Wildlife Area and other wetland areas, floodplains and streams could impact surface and groundwater and other resources and lead to displacement of wildlife.

What it Means:

With continued development, conflict between agricultural operations and residential uses may increase as more people move into the Town. In addition, as agricultural operations get larger, this conflict will only increase. Unique to the Town is the Eldorado Marsh Wildlife Area. This sensitive resource is surrounded by agricultural land uses and expanding, mostly residential, development. While annexation is not currently an issue in the Town, in the future it may become more of an issue as development expands west from the Village of North Fond du Lac and east from the Village of Rosendale. Therefore this plan should seek to minimize the conflict between these, and other conflicting land uses through well-thought out land use planning and policy recommendations.

Future Land Use Projections

The Facts:

- Using household projections from the WDOA, it is estimated that by 2035 there will be approximately 615 housing units or about 62 additional units in the Town.
- Based on current residential intensity, the Town will need an additional 113.26 acres for residential development.

- Multiplying the ratio of commercial and industrial acres per person by the 2030 population and adding a 15 percent infrastructure factor and a 20 percent market factor, it is determined that an additional 4.51 acres of commercial development and an additional 0.36 acres of industrial development will be needed by 2030.

What it Means:

Projections can provide extremely valuable information for community planning, but they have limitations that must be recognized. Projections are not predictions; they are based on historical growth patterns and the composition of the current land use base. Their reliability depends, to a great extent, on the continuation of past growth trends. In addition, projections for small communities are especially difficult and subject to more error, as minor changes can significantly impact growth trends. Finally, growth is difficult to predict in areas that are heavily dependent on migration, as migration rates may vary considerably based on economic factors both within and outside of the area.

Actual rate and amount of future growth in communities can be influenced by local policies that can slow or increase the rate of growth. Individual communities can maximize the net benefits of their public infrastructure by encouraging denser growth patterns that maximize the use of land resources while minimizing the impact on the natural resource base.

GOALS, FRAMING CONCEPTS, STRATEGIES, AND ACTIONS

The goals, framing concepts, policies, strategies and actions are provided in Chapter 2 - Framework Plan. A single goal was developed for each plan element, along with a series of Framing Concepts which outline specific policies, strategies and action items pertaining to the implementation of this chapter.

POLICES AND PROGRAMS

A comprehensive listing of federal, state, county and local policies and programs which may apply to topics discussed in this chapter (where known about) are contained in Appendix B.



CHAPTER 5

ECONOMIC DEVELOPMENT

CHAPTER 5: ECONOMIC DEVELOPMENT

INTRODUCTION¹

Determining what the existing economic conditions are within the Town of Eldorado provides a factual basis upon which to build the Town's goals, strategies and actions (see Chapter 2 – Framework Plan). This section inventories the Town's labor force characteristics, provides an economic base analysis, and a brief discussion of various assets and opportunities that the Town has with respect to attracting further economic development. This chapter, along with Appendix C: Economic Development and Chapter 2: Plan Framework and Implementation address the Wisconsin Smart Growth law requirements.

SUMMARY OF KEY POINTS AND NARRATIVE

Below is a summary of the key economic development points and a brief narrative of what this means.

Labor Force Characteristics

The Facts:

- According to the 2013-2017 ACS 5-Year Estimates, 71.7 percent of the Town of Eldorado's population 16 years old and older was in the civilian labor force. This is a higher participation rate than in the county and state.
- According to the 2013-2017 ACS 5-Year Estimates, 97.2 percent of the civilian labor force was employed in the Town, compared to 96.0 percent in Fond du Lac County and 95.3% in the state.
- The unemployment rate is at record lows within Fond du Lac County and the state after reaching highs of 9.0% (2009) and 8.7% (2010) during the "Great Recession", respectively.

What it Means:

- The Town has generally had a healthy sized workforce. Reductions in the workforce could be partially related to an aging of the population as more residents enter retirement age. Overall, unemployment rates are of concern only in the sense that it has been difficult for employers within the area and the state to fill available skilled and unskilled workforce positions. Workforce and talent attraction and retention are key issues within many communities throughout the state.

¹ Vision Statement copied from Town of Eldorado Comprehensive Plan, Omni Associates, Inc. 3/23/2010.

Commuting Patterns

The Facts:

- According to the 2013-2017 ACS 5-Year Estimates, the Town's workforce traveled an average of 23.2 minutes to their workplace. This was more than the county and the state.
- In 2015, 85 people work in the Town of Eldorado, but live outside; 3 people live and work within the Town; and 675 people live within the Town but work elsewhere.
- Top workplace destinations for Eldorado residents include the City of Fond du Lac (29.9%) and the City of Oshkosh (10.0%).
- Top places of residence for persons working in Eldorado include the City of Fond du Lac (12.5%), City of Ripon (4.5%).

What it Means:

The Town has limited employment opportunities and most people leave the Town for work. The Town's workforce is very mobile, utilizing local highway access to commute to nearby employment centers. Over 40 percent of Town residents travel between 15 to 24 minutes to work, reflecting the top 2 employment destinations of the City of Fond du Lac and the City of Oshkosh.

Economic Base Analysis

The Facts:

- Management, Business, Science, and Arts occupations (26.8%) and Sales and Office occupations (25.3%) employed over half of the Town workforce in 2013-2017.
- Manufacturing (21.3%) and Educational, Health and Social Services (15.5%) industry sectors employed over a third of the Town workforce in 2013-2017.
- Manufacturing will be the largest industry in Fond du Lac County in 2028 (11,002 jobs or 21% of total employment), followed by Health Care and Social Assistance (7,510 jobs or 14.1% of total employment). 2018 total earnings for Manufacturing was \$70,662, while the total earnings for Health Care and Social Assistance was \$61,559.
- Between 2018 and 2028, the largest increase in jobs in Fond du Lac County will occur in Health Care and Social Assistance (938 jobs) and Construction (421 jobs, \$70,662 – 2018 Total Earnings).

What it Means:

The Manufacturing industry sector currently employs the largest share of Town residents (21.3%) and is expected to continue to employ the largest share of workers in the county (20.6%) in 2028. Workers in this industry have relatively high earnings, when compared to other industry sectors.

Strengths and Weaknesses

Strengths

- Superb highway access, particularly USH 41.
- Close proximity to Fond du Lac and the Fox Valley.
- Good work ethic.
- Friendly community.
- An attractive and safe community atmosphere that provides for a high quality of living.
- Quality school districts serving the area.
- Reasonable tax rates and relatively low land values.
- Access to recreational areas such as parks and the Eldorado Marsh.
- Natural areas and open space.
- High educational attainment.
- Mid-high-income – suggesting disposable income to support non-essential businesses (i.e. entertainment, restaurants, and specialty shops).

Weaknesses

- Residents can easily drive to Fond du Lac to purchase services and products.
- Similarly, many residents travel outside of the Town to work and find shopping, dining and entertainment choices in nearby cities.
- Lack of businesses catering to people's everyday needs that further entices residents to drive to Fond du Lac.
- Competition from existing development centers limits the market area for businesses in Eldorado.
- Opposition to development from Town residents who perceive business uses as a threat to the Town's rural, agricultural character and quality of living.
- Availability of infrastructure. (e.g. sewer, water and telecommunications)
- Networking opportunities for businesses.
- Access to high speed internet.
- Business attraction.
- Lack of public transportation.
- Lack of diversity in economic base and employment options.
- Lack of amenities and service needs for seniors.

GOALS, FRAMING CONCEPTS, STRATEGIES AND ACTIONS

The goals, framing concepts, policies, strategies and actions are provided in Chapter 2: Framework and Implementation. A single goal was developed for each plan element, along with a series of Framing Concepts that outline specific policies, strategies and action items pertaining to the implementation of this chapter.

POLICIES AND PROGRAMS

A comprehensive listing of federal, state, county and local policies and programs that may apply to topics discussed in this chapter (where known about) are contained in Appendix C.



CHAPTER 6

HOUSING

CHAPTER 6: HOUSING

INTRODUCTION

Planning for housing will ensure that the Town of Eldorado's housing needs are met. The design, placement and density of housing impacts the overall appearance and character of a community by defining a sense of place and encouraging or discouraging social interaction between residents. It influences the cost of housing and the cost and efficiency of other plan elements, such as roadways, school transportation (e.g. busing vs. walking), economic development and the provision of public utilities.

The "Smart Growth" Legislation requires that the housing element contain objectives, policies, goals, maps and programs to meet current and future housing needs of the Town of Eldorado, by developing and promoting policies that provide a range of housing choices for Town residents that meet the needs of all income levels, age groups, and persons with special needs. An assessment of age, structural, value, and occupancy characteristics of the Town's housing stock is also required. This chapter, along with Appendix D: Housing and Chapter 2: Framework Plan and Implementation addresses these requirements.

SUMMARY OF KEY POINTS AND NARRATIVE

Below is a summary of the key housing points and a brief narrative of what this means.

Housing Stock Characteristics

The Facts:

- Slightly less than half (45.2%) of the existing housing stock in the Town of Eldorado was built prior 1970. Another 17.8 percent was built during the 1970's.
- According to the 2013-2017 ACS 5-Year Estimates, 96.1 percent of the residential structures in the Town were comprised of single family (one) units.
- According to the 2013-2017 ACS 5-Year Estimates, occupied units lacking complete plumbing and kitchen facilities and overcrowding are not an issue in the Town of Eldorado.
- There are no Assisted Living Facilities in the Town of Eldorado.

What it Means:

About 45 percent of the Town's housing stock is over 50 years old and another 18 percent is over 40 years old. While age alone is not a determination of quality of housing stock, the age can provide limited information regarding building construction and material content, as

construction techniques and materials have changed over time. In addition, an aging housing stock could affect housing quality and therefore the Town may want to look more closely at their housing stock to determine if owners need assistance with rehabilitation.

The predominant housing choice within the Town is single-family homes and there are no assisted living options. Providing a range of housing choices which meets individual household needs and preferences is one way to encourage individuals to stay in a community and may draw others to locate there. Without alternatives to single-family homes, seniors, singles and young families may have to leave the community in order to find desirable and/or affordable housing or assisted living options elsewhere.

Occupancy Characteristics

The Facts:

- Owner-occupied units accounted for about 92 percent (92.4%) of the occupied housing units in 2010, while rentals made up less than 8 percent (7.6%).
- Homeowner vacancy rates indicate that the Town of Eldorado had a less than adequate supply of owner-occupied units for sale in 2000 (0.5%) and in 2010 (0.8%).
- In 2010, the rental vacancy rate was 6.4 percent, which was above the standard vacancy rate of 5.0 percent.

What it Means:

Historically, the community has not had an adequate supply of homes for sale. As a result, it's been hard to find a home to buy in the Town of Eldorado and choice is limited. While the Town has a relatively small number of housing units for rent, a higher vacancy rate indicates that these units may not be affordable or meet the needs of those wishing to rent. A review of the median gross rent that is significantly higher than Fond du Lac County and Wisconsin, would seem to indicate that rental units are not affordable.

Housing Stock Value and Affordability

The Facts:

- Between 2000 and the 2013-2017 ACS 5-Year Estimates, median value owner-occupied housing prices in the Town rose by 49.4 percent from \$116,200 to \$173,600. This was above the county and state median value for owner occupied homes.
- The U.S. Census indicates that the median gross rent between 2000 and the 2013-2017 ACS 5-Year Estimates in the Town increased by 102.5 percent from \$525 to \$1,063 in the Town of Eldorado. In 2013-2017, median rents were about 45 percent higher in Eldorado than in Fond du Lac County.

- Per the 2013-2017 ACS 5-Year Estimates, just over a quarter (26.2%) of homeowners with a mortgage and about two-thirds (66.7%) of renters were paying a disproportionate amount of their income for housing in the Town of Eldorado.

What it Means:

While the median value of owner-occupied homes was higher in the Town, than the county and the state, this does not significantly impact housing affordability for homeowners with and without mortgages. Renters, on the other hand, were having significantly more difficulty finding affordable rent in the Town when compared to the county and the state.

Household Characteristics

Longevity

The Facts:

- Slightly less than half of households in the Town of Eldorado (48.8%) were living in their place of current residence prior to 2000. Within the county, about two-thirds of the householders moved in after 2000 (65.7%).

What it Means:

People tend to have lived in their current homes for much longer periods of time when compared to the county. This could be an indication of their overall satisfaction with their current living situations and the quality of life the Town provides.

GOALS, FRAMING CONCEPTS, STRATEGIES AND ACTIONS

The goals, framing concepts, policies, strategies and actions are provided in Chapter 2: Framework and Implementation. A single goal was developed for each plan element, along with a series of Framing Concepts that outline specific policies, strategies and action items pertaining to the implementation of this chapter.

POLICIES AND PROGRAMS

A comprehensive listing of federal, state, county and local policies and programs that may apply to topics discussed in this chapter (where known about) are contained in Appendix D.



CHAPTER 7
TRANSPORTATION

CHAPTER 7: TRANSPORTATION

INTRODUCTION

A safe, effective, and efficient transportation system can provide convenient transportation for residents and act as a catalyst for economic development in the Town of Eldorado. Assessing the Town's transportation system requires much more than just looking at road systems—pedestrian, bicyclist, transit, rail, and air transportation systems all play an important part in providing transportation for goods and people.

Wisconsin's Smart Growth Legislation requires that the transportation element consist of objectives, policies, goals, maps and programs that guide the development of various transportation modes. These modes include: highways, transit, transportation for those with disabilities, bicycles, pedestrian, railroads, air transportation, trucking, and water. This element serves to assess the current situation of these transportation modes, determine what the Town wants them to become in the future, and devise ways to get there. This chapter, along with Appendix E: Transportation Inventory, and Chapter 2: Plan Framework and Implementation address these requirements.

SUMMARY OF KEY POINTS AND NARRATIVE

Below is a summary of the key transportation points derived from the data collection and analysis and a brief narrative of what it means in terms of developing the future land use plan policies and strategies.

Streets and Highways

The Facts:

- In total, there are approximately 87 miles of rural functionally classified roads in the Town. 56 miles or about 65 percent of the roads are local Town roads.
- About 8 percent of the local roads (4 miles) are in poor or very poor condition, meaning they could need structural improvements and leveling or total reconstruction. An additional 12 miles or about 22 percent are in fair condition, meaning they could need structural improvements and leveling or preservation treatments such as seal coating.

What it Means:

Roads support all uses of land and can be expensive to build and maintain. Budgeting issues for road maintenance and construction have plagued Wisconsin communities (and the state) for many years and will likely continue to do so during the planning period. The Town should utilize a capital improvement plan to identify capital projects and/or equipment purchases and provide

a means for implementing projects and purchases. Since revenues are limited, the Town should consider additional strategies which minimize road construction and maintenance.

Public Transportation

The Facts:

- There is currently no fixed route transit service in or to the Town of Eldorado and the surrounding area.
- Disabled and senior citizens (60 years and older) can utilize services provided by Fond du Lac County's Senior Services Department. However these services are available for medical appointments only.

What it Means:

As the population ages, demand for rural public transportation may increase as the population become less mobile. People's ability to access these services may determine their capacity to "age in place" and remain in the community.

Non-Motorized Transportation

The Facts:

- One pedestrian/ bicycle facility is found within the Town of Eldorado: the Mascoutin Valley State Trail.
- Sidewalks are scheduled to be constructed along CTH C, in the unincorporated community of Eldorado, in the coming years.

What it Means:

Walking and bicycling are emerging as an important means of exercise and residents are looking for safe locations to walk and bike. In addition, when given the option, some people choose to bike or walk to work or to access shopping and services. Therefore the ability to safely walk and bike may be important in order to attract a younger, more mobile population.

GOALS, FRAMING CONCEPTS, STRATEGIES AND ACTIONS

The goals, framing concepts, policies, strategies and actions are provided in Chapter 2: Framework and Implementation. A single goal was developed for each plan element, along with a series of Framing Concepts that outline specific policies, strategies and action items pertaining to the implementation of this chapter.

POLICIES AND PROGRAMS

A comprehensive listing of federal, state, county and local policies and programs that may apply to topics discussed in this chapter (where known about) are contained in Appendix E.



CHAPTER 8

UTILITIES & COMMUNITY FACILITIES

CHAPTER 8: UTILITIES AND COMMUNITY FACILITIES

INTRODUCTION

One responsibility of a community is to maintain a certain level of community services. To achieve it, they must continuously maintain, upgrade, and expand existing facilities in a cost effective manner based on future growth projections and the desires of the community. Wisconsin Smart Growth Legislation requires the Utilities and Community Facilities Element to be a compilation of objectives, policies, goals, maps and programs to guide the future development of these facilities in Eldorado. An inventory of the current situation is required; more importantly, the legislation requires this element to provide guidance as to how Eldorado can meet projected needs at the appropriate time and in the appropriate manner. The following section offers a summary of the detailed inventory contained in Appendix F. This chapter, along with Appendix F: Utilities and Community Facilities, and Chapter 2: Plan Framework and Implementation address these requirements.

SUMMARY OF KEY POINTS AND NARRATIVE

Below is a summary of the key utility and community facilities points derived from the data collection and analysis and a brief narrative of what it means in terms of developing the future land use plan policies and strategies.

Public Utilities

The Facts:

- There are no public wastewater collection and treatment systems within the Town of Eldorado. Private on-site wastewater treatment systems, or POWTs, serve the entire Town.
- Currently the Town relies on a series of open ditches and natural waterways to facilitate drainage.
- There are no public water systems or public wells within the Town of Eldorado. The Town is served by private wells and as such, groundwater is the source of drinking water within the Town.
- The Town contracts with Advance Disposal to provide garbage and recycling collection to Town residents.

What it Means:

Essential public services such as water, sanitary, stormwater management and waste disposal are critical to the quality of life of Eldorado's residents. In Fond du Lac County private on-site systems are inspected, maintained and serviced at regular intervals. However, due to shallow groundwater and other soil limitations, some septic systems experience localized issues during some weather events. Although private wells are usually a cheaper alternative to public drinking water systems, unlike public wells, there are no regulations to regularly test private drinking water wells. As a result, contamination in private wells may go undetected. Currently the Town relies on a series of open ditches to control stormwater. However, with the implementation of the Upper Fox River TMDL by the WDNR, some aspects of stormwater management may change and should be monitored by Eldorado.

Energy and Telecommunications

The Facts:

- According to ATC, there are no updates planned for the electrical transmission line in the next 10 years in the Eldorado area.
- Gas service is limited in the Town to properties on a portion of CTH N, CTH I and Townline Road and along CTH C in the hamlet.
- Effective January 14, 2019, the Federal Communications Commission will employ new preemptions of local authority over small cell wireless facility deployment and management of local rights-of-way.
- Upload and download high speed internet varies greatly in the Town.

What it Means:

Eldorado should be pretty well positioned with respect to electricity, though access to natural gas is limited and telecommunications services vary depending on where you are in the Town. In addition, new regulations governing 'small cell' facilities will need to be complied with in the future. However, Eldorado may still need to address localized issues related to the siting of these facilities. Although these services are provided by larger corporations and entities, Eldorado may wish to more deeply consider the impacts of cellular and broadband technologies in relation to attraction of residents and businesses.

Parks and Recreation Facilities

The Facts:

- Within the Town of Eldorado there are approximately 43.8 acres of recreational facilities including public parks, trails and recreational systems.

- The Town of Eldorado has approximately 6.1 acres of Town owned public land. Currently, based on the minimum standards, the Town should have 14.8 acres of park and recreational land.

What it Means:

According to the standard, Eldorado is deficient in the number of acres of Town owned public parkland in order to meet the recreational needs of its citizen. However, these minimum standards are merely guidelines and every community has different situations and demands that should be considered. In addition to minimum land needs, the Town should also be looking at facility needs. The composition of the community's population can provide insight into the need for specific types of recreational opportunities, though to ensure that needs are accurately identified the Town should receive input from residents. Additionally, recent public sentiments for new trails and trail connections should be considered not just from a transportation (walkability) perspective, but from a recreational one as well. Trail facilities are vital components to fostering healthy lifestyles and are becoming increasingly important as an amenity to attract young talent into the community.

Other Facilities

The Facts:

- Eldorado has five existing cemeteries. Three of these are operated /maintained by active churches while the Town maintains two cemeteries. Four of the cemeteries are active and are still accepting burials.
- The Town of Eldorado has no current HealthCare facilities, although there are 5 hospitals within a 30 minute radius.
- Currently, there are no nursing homes within the Town.
- There are no licensed or certified childcare facilities in the Town of Eldorado.
- There is not a public library in the Town of Eldorado; instead residents utilize a nearby library: Fond du Lac Public Library.
- The Community Center underwent a major renovation in 2011. The facility houses the clerk's office, a large meeting room, kitchen and restrooms.
- Rural mail delivery to residents in the Town of Eldorado is provided by four post offices, one of which is in the Town of Eldorado.

What it Means:

Beyond basic services, a number of other public and private facilities provide direct services and assistance to support daily life. The Community Center provides a larger space for public events and the availability of a post office in the Town provides residents with a close spot to conduct postal services. However, many of the other services are not present within the Town. In order to attract young families, affordable childcare may play a critical role in attracting a younger workforce. As the population ages, people may desire a local nursing home and/or an assisted living accommodation in order to remain in the Town.

Public Safety and Emergency Services

The Facts:

- Police service to the Town of Eldorado is provided by the Fond du Lac County Sheriff's Department, as needed.
- The Town of Eldorado is served by the Eldorado Volunteer Fire department and first responders. Ambulance is provided by the North Fond du Lac Fire and EMS located in the Village of North Fond du Lac.
- The Eldorado Volunteer Fire Department's PPC classification is a 9, which is common in small rural communities.

What it Means:

Adequate fire protection and emergency response services are important not only for keeping communities safe, but for providing prospective residents and businesses with the peace of mind that, in the event of a fire, they will be protected. In general, the Town's emergency response services provide good service and are expected to have adequate capacity to accommodate growth. Even so, the Fire Department is generally considered a volunteer organization. It is becoming increasingly difficult to find new volunteers to replace older staff who are retiring and some staff work outside of town. This raises concerns about future levels of volunteerism and the availability of firefighters in the event of a day-time fire.

Public Education and School Facilities

The Facts:

- The Rosendale-Brandon Public School District provides education to the villages of Rosendale and Brandon and portions of the towns of Eldorado, Nekimi, Rosendale, Lamartine, Springvale, Metomen, Waupun, Alto and Oakfield.
- The North Fond du Lac School District provides education to a portion of the Town of Eldorado as well the Village of North Fond du Lac and the Town of Friendship and portions of the towns of Lamartine and Fond du Lac.

- The Town of Eldorado does not have any institutions of higher education.
- The University of Wisconsin system - University of Wisconsin Oshkosh operates three campuses', two of which are within proximity to the Town of Eldorado.

What it Means:

Education of the Town's residents is critical for quality of life and economic development. Good schools and good school districts continue to be a major factor for attracting growth and talent. The Town also has good access to post-secondary education opportunities. As growth continues, having a good workforce will be somewhat dependent on the availability of education and training.

GOALS, FRAMING CONCEPTS, STRATEGIES AND ACTIONS

The goals, framing concepts, policies, strategies and actions are provided in Chapter 2: Framework and Implementation. A single goal was developed for each plan element, along with a series of Framing Concepts that outline specific policies, strategies and action items pertaining to the implementation of this chapter.

POLICIES AND PROGRAMS

A comprehensive listing of federal, state, county and local policies and programs that may apply to topics discussed in this chapter (where known about) are contained in Appendix F.



CHAPTER 9

AGRICULTURAL, NATURAL & CULTURAL RESOURCES

CHAPTER 9: AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

INTRODUCTION

Agricultural, natural, and cultural resources give definition to a community and strongly affect quality of life. Within the Town of Eldorado, the Eldorado State Wildlife area, a mixture of wetlands, grasslands, shrubs, woods and agricultural lands, dominates the southcentral portion of the Town. The remainder of the Town is a blend of working farms interwoven with stands of woodland and residential housing. Agriculture has a long history in the Town of Eldorado and Fond du Lac County. Although agricultural acreage and the number of farms have been declining in Fond du Lac County and the Town it continues to play an important role in the local economy. Natural features such as topographic relief, lakes, streams, wetlands and soils have significant bearing on historic and contemporary land use and development patterns. Understanding the relationship between environmental characteristics and their physical suitability to accommodate specific types of activities or development is a key ingredient in planning a community's future land use.

Wisconsin's Smart Growth" Legislation requires the agricultural, natural and cultural resources element to consist of objectives, policies, goals, maps and programs that promote effective management of Eldorado's agricultural, natural, and cultural resources. This chapter, along with Appendix G: Agricultural, Natural and Cultural Resources Inventory, and Chapter 2: Plan Framework and Implementation address these requirements.

SUMMARY OF KEY POINTS AND NARRATIVE

Below is a summary of the key agricultural, natural and cultural resource points derived from the data collection and analysis and a brief narrative of what it means in terms of developing the future land use plan policies and strategies.

Agricultural Resources

The Facts:

- Fond du Lac County lost 244 or 15 percent of its farms between 2007 and 2012.
- As of the most recent year 2018 land use inventory, 60 percent (13,777 acres) of the Town's land was classified as agricultural.
- Between 2009 and 2018, the value of agricultural land decreased by 13.7 percent in the Town of Eldorado.
- Overall, about 84 percent (19,551 acres) of the land within the Town of Eldorado is considered prime farmland.

What it Means:

Agriculture has been and continues to be important to the economy of the area and the county. It not only produces food and fiber, but also is linked to many other components of the economy. Agriculture supports equipment and implements manufacturers, dealers and repair technicians; vegetable and meat processing industries; trucking; and veterinary services. Agri-tourism supports the local economy. It creates demand for new services and provides supplemental income to agricultural operations by allowing farmers to sell directly to consumers through farm markets, roadside stands and community supported agriculture (CSA's).

About 52 percent of the Town is comprised of soils that do not need to be drained or protected to be considered prime farmland. This means that these soils have the best combination of physical and chemical characteristics needed to produce sustained high yields of food, feed, forage, fiber, etc. without large expenditures. Unfortunately these soils are also best suited for development.

Natural Resources

Soils

The Facts:

- Three general soil associations, or groupings of individual soil types based on geographic proximity and other characteristics, are present within the Town of Eldorado.
- Evaluation of the soil data indicates that almost 83% of the soils in the Town of Eldorado are very limited for conventional on-site individual septic systems.
- Over half of the area within the Town of Eldorado (53%) acres has soils that are considered very limited for building site development (with basements).
- In approximately 52 percent (11,943 acres) of the Town, the depth to groundwater is less than two feet.

What it Means:

Soils support the physical base for development and agriculture within the Town. Due to high groundwater, much of the Town may not be the most suitable for building site development and conventional on-site individual septic systems. However many of these limitations can be addressed through building construction technology and new treatment options.

Geology

The Facts:

- There are no areas in the Town with high bedrock.
- Less than one percent (0.2%, 37 acres) of the Town's total acreage has slopes in excess of 12 percent.
- There are no non-metallic mining sites within the Town of Eldorado, according to data obtained from Fond du Lac County.
- There are approximately 8 acres suitable for sand and gravel.

What it Means:

Soils within the Town are not the most suitable for non-metallic mining operations. As a result, there are currently not any non-metallic mining sites in the Town. In addition, soils information indicates that there are not really any significant areas that are suitable for sand and gravel extraction.

Water Resources

The Facts:

- Two watersheds: the Fox River (UF05) and the Fond du Lac River Watershed (UF03) are situated in the Town of Eldorado.
- The Eldorado Marsh is located in the south central portion of the Town.
- There is one named river and one named creek within the Town of Eldorado and several unnamed creeks.
- Currently the WDNR along with many partners throughout the Upper Fox and Wolf River Basins are working on a TMDL (Total Maximum Daily Load) to improve water quality within the Upper Fox and Wolf Rivers.

What it Means:

Surface water quality is an important issue within the Town. With all runoff from the Town flowing into Lake Winnebago and eventually making its way to the Fox River and Bay of Green Bay, the Town plays an important 'upstream' role in terms of assuring that stormwater is clean once it leaves the Town. Water quality can be impacted by both urban and non-point sources. In Eldorado's case, a majority of waterway pollutants are either derived from urban paved (roads, parking lots) and lawn fertilizers, or from agricultural runoff. A number of programs and regulations exist to improve the quality of water entering streams, rivers, and lakes, however; more can always be done to ensure clean waters for the Town's citizenry. A TMDL is being developed for phosphorus and total suspended solids. To restore the waters within this basin,

the TMDL will identify sources or pollutants and reductions necessary to address water quality impairments.

The Eldorado Marsh is an important water resource to the Town and its residents. It defines the Town, provides wildlife habitat and supports a rich assortment of wetland types, small oak openings, shrubs, grasslands and agricultural land. As such, residents feel that the marsh should be protected and enhanced for future generations to enjoy.

Floodplains and Wetlands

The Facts:

- Overall 15.5 percent (3,584) of the Town's acres are in floodplains. While another 12.6 percent include floodplains that are also wetlands.
- Overall, approximately 16 percent (16.4%) of the Towns' total acreage are classified as wetlands.

What it Means:

Wetlands and floodplains are the two most important natural features which help to control and moderate the volume of stormwater which enters/exits the Town's drainage system. Many of the wetland areas are small scattered sites which are less than 5 acres in size. However one large wetland complex: the Eldorado Marsh Wildlife Area exists in the southcentral portion of the Town. Identified floodplain areas are primarily associated with this area as well as the West Branch of the Fond du Lac River. Regardless of size, wetlands are important in terms of collecting and filtering urban and rural stormwater runoff.

Groundwater

The Facts:

- Groundwater aquifers within Fond du Lac County are recharged mostly by the percolation of precipitation through the unsaturated zone to the water table.
- The south central area of the Town associated with the Eldorado Marsh (and continuing west) is most susceptible to groundwater contamination.
- In March, 2010 the Wisconsin Geological and Natural History Survey University of Wisconsin-Extension completed a project to provide baseline groundwater information for the Town.

What it Means:

The depth of private wells within the Town varies from less than 50 feet to greater than 200 feet. Shallow wells are often more susceptible to contamination than deeper wells. However, since all

groundwater originates as precipitation infiltrating into the ground, eventually even deep groundwater may show signs of degradation in water quality over time. Groundwater quality can be influenced by human activity or land uses. Contaminants found in drinking water can negatively impact health.

Wildlife Resources

The Facts:

- There are approximately 151 acres of planted woodlands and 1,793 acres of general woodlands. Most are scattered throughout the Town.
- Important environmental corridors within the Town of Eldorado are associated with the West Branch of the Fond du Lac River, the Van Dyne Creek, unnamed stream corridors, the Mascoutin Valley State Trail and the Eldorado Marsh.

What it Means:

Woodland areas are not as prevalent in the Town as they once were. Agricultural and to some extent rural land development activities have eliminated many of the forested areas. While a few larger woodlands exist, most are associated with the Eldorado State Wildlife area, the West Branch of the Fond du Lac Rivers and wetland areas. Nearly all woodlands provide some type of habitat for common animal species, even small woodlands or hedgerows. Isolated woodland patches can be improved through strategic planting plans that restore and connect these areas to larger forest patches.

The Facts:

- The U.S. Fish and Wildlife Service (USFWS) identify three (3) federally listed species for Fond du Lac County.
- The Wisconsin Natural Heritage Inventory identifies nine rare species and natural communities by town, six (6) bird, one (1) community one (1) plant and one (1) other.

What it Means:

Several endangered or threatened species and one natural community exists in the Town. Due to the sensitive nature of this information, the location of these species is not identified in this report. While several endangered or threatened species and one natural community has been identified, this does not mean that others don't exist, or that others may not be found in the future. Therefore, the maintenance and expansion of all habitat areas within the Town will ensure that a high quality landscape exists for both plant and animal species. The largest threat to habitat, next to development, is the introduction/proliferation of non-native (invasive) species. The Town should take adequate steps to protect areas of critical habitat from the infestation of non-native species.

Cultural Resources

The Facts:

- There are no properties within the Town of Eldorado listed on the National Register.
- A search of the DHP's online Architecture and History Inventory (AHI) reveals a total of 42 sites listed for the Town of Eldorado.
- There are no historical markers located in the Town of Eldorado.
- There are no museums in the Town of Eldorado.
- One locally significant historic place has been identified: Peniel Chapel.
- The Eldorado Community Historical Organization (ECHO) was formed under the 501c3 of the Eldorado Lions.

What it Means:

Even though a historical property or object has not been identified, it does not mean that nothing exists in the Town. It only means that none have been identified. In addition, this plan does not search for sites on the Archeological Sites Inventory (ASI) due to the sensitive nature of archeological sites. It is a known fact that Native American tribes frequented the Fond du Lac area and therefore it would not be surprising if evidence of their presence was not apparent in the Town. One reason that properties and objects have not been identified is because a survey may not have been completed for the Town.

Peniel Chapel, a local historic place, was built in 1856 by early Welsh settlers who came to the Town. This chapel exists due to the dedication of a group of local volunteers who formed the Peniel Welsh Chapel Association, Inc. In addition, another group of volunteers, who are part of the Eldorado Community Historical Organization, work to preserve the history of the Town of Eldorado. The group stores historical items and records at the Community Center and fire station. This is limiting the amount of materials they are able to gather regarding the history of Eldorado.

GOALS, FRAMING CONCEPTS, STRATEGIES AND ACTIONS

The goals, framing concepts, policies, strategies and actions are provided in Chapter 2: Framework and Implementation. A single goal was developed for each plan element, along with a series of Framing Concepts that outline specific policies, strategies and action items pertaining to the implementation of this chapter.

POLICIES AND PROGRAMS

A comprehensive listing of federal, state, county and local policies and programs that may apply to topics discussed in this chapter (where known about) are contained in Appendix G.



CHAPTER 10

INTERGOVERNMENTAL COOPERATION

CHAPTER 10: INTERGOVERNMENTAL COOPERATION

INTRODUCTION

The relationship a municipality has with school districts, neighboring communities, the county, the Regional Planning Commission, the state, and the federal government can impact residents in terms of taxation, planning, service provision, and siting of public facilities. An examination of these relationships and the identification of existing or potential conflicts can help a municipality address these situations in a productive manner. Detailed information and an inventory of all units of government are contained in Appendix H: Intergovernmental Cooperation Chapter 2: Framework and Implementation outlines the structure for how this and other elements are addressed.

SUMMARY OF KEY POINTS AND NARRATIVE

Adjacent Units of Government

The Facts:

- The Town of Eldorado shares its borders with the towns of Friendship, Fond du Lac, Lamartine, Springvale and Rosendale in Fond du Lac County and the towns of Utica, Nekimi and Black Wolf in Winnebago County.
- Currently, Eldorado has no cooperative boundary agreement with adjacent communities.
- The City of Fond du Lac and the Villages of the North Fond du Lac and Rosendale have established extraterritorial plat reviews.
- The City of Fond du Lac and the villages of North Fond du Lac and Rosendale have not established extraterritorial zoning into Eldorado.
- Ambulance service is provided through the Village of North Fond du Lac Fire and EMS.
- Library service to Town residents is provided through the Fond du Lac Public Library in the City of Fond du Lac.

What it Means:

The City of Fond du Lac and the villages of North Fond du Lac and Rosendale currently have statutory authority to exercise extraterritorial plat review. The City of Fond du Lac exercises this authority while the two villages do not. In addition, the Town relies on its neighbors for a number of services including ambulance service (Village of North Fond du Lac Fire and EMS); mutual aid for fire, rescue and emergency medical services; library services (City of Fond du Lac); and shared road plowing and maintenance. As such, the Town should be work with its neighbors to continue to provide shared services, share revenues and establish land use criteria.

Overlapping Units of Government, Cooperative Boundary Plans and Agreements, and Extraterritorial Authorities

The Facts:

- The Town of Eldorado is served by two school districts: the Rosendale-Brandon Public School District and the North Fond du Lac Public School District.
- No formal written intergovernmental agreement exists between either of the two school districts and the Town of Eldorado.
- The Town is served by the Moraine Park Technical College.
- The University of Wisconsin System is also available to residents although no UW facilities exist in the Town.
- Police protection for the Town of Eldorado is provided by the Fond du Lac Sheriff's Department.
- The Town works with county departments to coordinate road construction, maintenance and snow plowing on major roads; police, fire and emergency dispatch; election and planning assistance.
- ECWRPC provides planning and technical assistance to counties, communities, businesses, interest groups and individuals within its region.
- WDNR managed lands in the Town of Eldorado include the Eldorado Wildlife Area and the Mascoutin Valley State Trail.
- WisDOT works with Fond du Lac County, and local municipalities to evaluate existing transportation infrastructure including bicycle and pedestrian trails as well as assists in planning efforts for future trails.
- The Town (by virtue of the county) is a member of East Central Wisconsin Regional Planning Commission. The agency provides a variety of services that can be beneficial to the Town's short and long-range planning efforts.
- Currently, Eldorado does not have any cooperative boundary agreement with adjacent communities.
- The City of Fond du Lac has established extraterritorial plat review, while the villages of North Fond du Lac and Rosendale have not.
- The City of Fond du Lac or the villages of North Fond du Lac and Rosendale have not established extraterritorial zoning into Eldorado.

What it Means:

Cooperation and communication between the Town and its overlapping jurisdictions is critical to the provision of services, and hence quality of life, to its residents. The Town's future plans for land use, infrastructure and economic development will rely on close communication and coordination with other affected entities. Periodic and timely sharing of information regarding desired land uses, densities, and development patterns and planned land use changes will help ensure the appropriate infrastructure and services will be in place to meet the needs of Eldorado

residents. At times, specific agreements may be needed between or amongst the Town and these entities for the provision of additional services.

GOALS, POLICIES, STRATEGIES AND ACTIONS

The goals, policies, strategies and actions are provided in Chapter 2 - Framework Plan. A single goal was developed for each plan element, along with a series of Framing Concepts which outline specific policies, strategies and action items pertaining to the implementation of this chapter.

POLICIES AND PROGRAMS

A comprehensive listing of federal, state, county and local policies and programs which may apply to topics discussed in this chapter (where known about) are contained in Appendix H.



APPENDICES



APPENDIX A

ISSUES & OPPORTUNITIES

APPENDIX A: ISSUES AND OPPORTUNITIES

INTRODUCTION

The Issues and Opportunities chapter provides information regarding the socioeconomic conditions and growth patterns within the Town of Eldorado. This information aids in defining existing problems and identifying available socioeconomic resources. Changes in population and household characteristics combined with existing development patterns and policy choices will determine how well the Town of Eldorado will be able to meet the future needs of its residents and the 14 comprehensive planning goals established by the Wisconsin Legislature.

INVENTORY AND ANALYSIS

The following section provides an inventory and assessment of demographic and economic trends as required by Wisconsin's Smart Growth legislation. Some data in the following chapter was obtained from the American Community Survey (ACS). The ACS is an ongoing statistical survey by the U.S. Census Bureau representing a sample of the population over a period of time, differing from the Decennial U.S. Census where figures are based on actual counts during a point in time. ACS estimates are controlled to decennial population estimates and become less accurate over the decade, meaning estimates are only as accurate as the census count on which they are based.

ACS data can be used to draw conclusions, however, due to the limitations of these estimates, patterns can only be inferred through the data and consequently there is a larger margin of error (MOE). Small sample size increases the MOE, indicating inaccuracy and rendering the data unreliable. As a result, annual fluctuations in the ACS estimates are not meant to be interpreted as long-term trends and caution should be taken when drawing conclusions about small differences between two estimates because they may not be statistically different. It should also be noted when comparing ACS multi-year estimates with decennial census estimates, some areas and subjects must be compared with caution or not compared at all.

Population Trends

Historic Population

The Town of Eldorado has been slowly growing since 1990 (Table A-1). During the 1990's the population in the Town grew by about 2.7 percent increasing from 1,409 in 1990 to 1,447 in 2000. With the exception of the towns of Fond du Lac, Nekimi and Springvale other communities also saw population increases, though population increases in the towns of Black Wolf, Friendship were larger than Eldorado's. During the next decade (2000 to 2010), population growth in the Town of Eldorado slowed to about one percent. As a result, the Town gained 15 people during this decade. Surrounding towns experienced a mix of population

losses and gains. Population gains in surrounding towns ranged from a high of 48.7 percent in the Town of Fond du Lac to a low of 0.7 percent in the Town of Nekimi. Losses during this decade were experienced by the towns of Rosendale (-11.2%) and Utica (-8.3%). During the 1990's and 2000's the Town of Eldorado's population gains lagged behind the county (8.0% and 4.5%) and the state's (9.6% and 6.0%).

Table A-1: Historic Population Growth, 1990-2018

	1990	2000	2010	2018
T. Eldorado	1,409	1,447	1,462	1,477
T. Black Wolf	2,154	2,330	2,410	2,444
T. Fond du Lac	2,310	2,027	3,015	3,859
T. Friendship	2,210	2,406	2,675	2,692
T. Lamartine	1,607	1,616	1,737	1,789
T. Nekimi	1,475	1,419	1,429	1,424
T. Rosendale	770	783	695	705
T. Springvale	750	727	707	715
T. Utica	822	767	703	716
Fond du Lac County	90,083	97,296	101,633	104,035
Wisconsin	4,891,769	5,363,715	5,686,986	5,816,231
		% Change 1990-2000	% Change 2000-2010	%Change 2010-2018
T. Eldorado		2.7%	1.0%	1.0%
T. Black Wolf		8.2%	3.4%	1.4%
T. Fond du Lac		-12.3%	48.7%	28.0%
T. Friendship		8.9%	11.2%	0.6%
T. Lamartine		0.6%	7.5%	3.0%
T. Nekimi		-3.8%	0.7%	-0.3%
T. Rosendale		1.7%	-11.2%	1.4%
T. Springvale		-3.1%	-2.8%	1.1%
T. Utica		-6.7%	-8.3%	1.8%
Fond du Lac County		8.0%	4.5%	2.4%
Wisconsin		9.6%	6.0%	2.3%

Source: U.S. Census, 1990-2010, WDOA 2018 Estimate

Recent estimates from the WDOA indicate that the population of the Town is continuing to grow (Table A-1). Between 2010 and 2018, the population in the Town of Eldorado is estimated to have grown by 1.0 percent or 15 people, lagging slightly behind the county (2.4%) and the state (2.3%).

Population Forecast

Population projections can provide extremely valuable information for community planning but have particular limitations. Population projections are typically based on historical growth patterns and the composition of the current population base. To a large extent the reliability of the projections is dependent on the continuation of past growth trends. Population growth is more difficult to predict in a community such as the Town of Eldorado where the growth is dependent on migration, as migration rates may vary considerably based on various push and pull factors located outside of the community.

Continued population growth will result in an increase in demand for services and land consumption. The density of settlement coupled with the amount and location of land consumed for housing, commercial, and industrial uses may impact the cost of Town services.

According to the WDOA, while natural increase (births minus deaths) had more of an influence on population increase in Fond du Lac County during the 2000's, migration will play a larger role in population change during the 2010's and 2020's as the population ages. During the 2030's an aging population, combined with a decrease in migration, is expected to result in population losses during the second half of the 2030's. Table A-2 presents population estimates through 2040. **According to the WDOA, the Town of Eldorado is expected to grow by 4.7 percent (68 people) between 2010 and 2030, before losing population between 2030 and 2040 (-2.3%).** With the exception of the towns of Black Wolf, Fond du Lac, Friendship and Utica other communities adjacent to the Town of Eldorado, including Fond du Lac County are also expected to see population decreases beginning sometime during the next three decades (2010 to 2040).

Table A-2: Population Estimates, 2010-2040

Municipality	2010	2015	2020	2025	2030	2035	2040	Percent Change 2010-2040
T. Eldorado	1,462	1,470	1,495	1,515	1,530	1,520	1,495	2.3%
T. Black Wolf	2,410	2,445	2,535	2,605	2,670	2,695	2,700	12.0%
T. Fond du Lac	3,015	3,475	3,720	3,965	4,185	4,345	4,455	47.8%
T. Friendship	2,675	2,730	2,845	2,960	3,060	3,110	3,130	17.0%
T. Lamartine	1,737	1,765	1,820	1,870	1,915	1,930	1,920	10.5%
T. Nekimi	1,429	1,425	1,445	1,460	1,470	1,460	1,435	0.4%
T. Rosendale	695	690	685	675	665	645	615	-11.5%
T. Springvale	707	710	715	715	715	705	685	-3.1%
T. Utica	1,299	1,330	1,400	1,460	1,515	1,550	1,575	21.2%
Fond du Lac County	101,633	102,885	105,755	108,485	110,590	111,040	110,250	8.5%
Wisconsin	5,686,986	5,783,015	6,005,080	6,203,850	6,375,910	6,476,270	6,491,635	14.1%

Source: WDOA, Wisconsin Demographic Services Center, Vintage 2013 Population Projections

Population Density

Population density reflects the degree of urbanization of a community as well as the impacts on demand and cost effectiveness of the provision of urban services. Population density is calculated as the number of people per square mile of land area excluding surface water.

Table A-3: Population Density, 2000 and 2010

Municipality	2000			2010		
	Land Area Sq. Miles	Pop	People per Sq. Mile	Land Area in Sq. Miles	Pop	People per Sq. Mile
Town of Eldorado	35.77	506	14.1	35.75	566	15.8
Fond du Lac County	722.91	97,296	134.6	719.55	101,633	141.2
Wisconsin	54,310.1	5,363,715	98.8	54,157.8	5,686,986	105.0

Source: U.S. Census, 2000, 2010; SF-1, Table GCT-PH1

From 2000 to 2010, the overall population density of the Town of Eldorado increased from 14.1 persons per square mile in 2000 to 15.8 persons per square mile in 2010 (Table A-3). Fond du Lac County and the state also increased in population density over this same time period.

Age Distribution

The age structure of a population impacts the service, housing, and transportation needs of a community. **In 2010, the median age of the residents of the Town of Eldorado was 42.9** (Table A-4). This is older than Fond du Lac County's median age of 40.2 and the State of Wisconsin's median age of 38.5. Reflecting state and national trends, the Town of Eldorado's population has aged significantly since 2000 when the median age was 36.9 years.

Table A-4: Percent of Population by Age Cohort, 2000 and 2010

2000	Under 5	5 to 19	20 to 24	25 to 44	45 to 64	65 and older	Total	Median Age
	Percent	Percent	Percent	Percent	Percent	Percent		
Town of Eldorado	5.2%	24.4%	5.6%	27.2%	28.3%	9.3%	1,447	36.9
Fond du Lac County	6.0%	22.4%	6.2%	28.7%	22.4%	14.3%	97,296	36.9
Wisconsin	6.4%	22.2%	6.7%	29.5%	22.2%	13.1%	5,363,675	36.0
2010	Under 5	5 to 19	20 to 24	25 to 44	45 to 64	65 and older	Total	Median Age
	Percent	Percent	Percent	Percent	Percent	Percent		
Town of Eldorado	5.8%	20.2%	3.6%	23.7%	32.5%	14.2%	1,462	42.9
Fond du Lac County	5.9%	19.7%	6.2%	24.8%	28.5%	15.0%	101,633	40.2
Wisconsin	6.3%	20.1%	6.8%	25.5%	27.7%	13.7%	5,686,986	38.5

Source: U.S. Census 2000, 2010, DP-1

The baby boomer population (45 to 64) comprised the Town’s largest cohort in both 2000 (28.3%) and 2010 (32.5%). In both years, the next largest age cohort in the Town was the child bearing population (25 to 44), 27.2% and 23.7 respectively. Reflecting the aging population, the percent of population in the 0-19, 20-24, and 25-44 cohorts decreased between 2000 and 2010, while the portion of the population in the 45-64, 65 and older cohorts increased (Table A-4).

Unlike the Town, in 2000, the child bearing population (25-44) comprised the largest age cohort in Fond du Lac County (28.7%) and the state (29.5%). While the second largest age cohort in Fond du Lac County was the school age population (5 to 19, 22.4%) and baby boomer population (45 to 64, 22.4%). Wisconsin mirrored the county; the second largest age cohort was the baby boomer (45 to 64, 22.2%) and the school age population (5 to 19, 22.2%). Similar to the Town, in 2010, the largest age cohort in the county (28.5%) and state (27.7%) was the baby boomer (45 to 64).

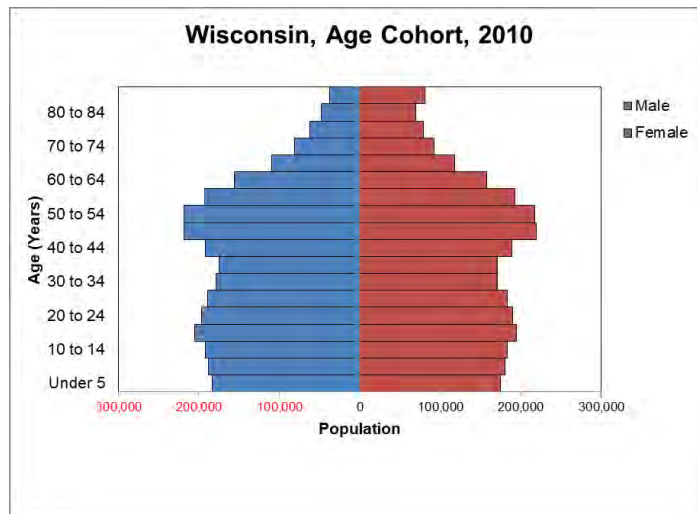
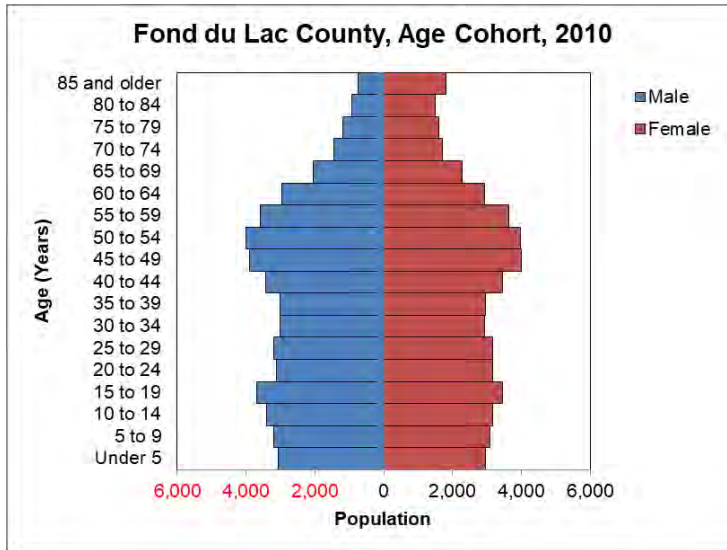
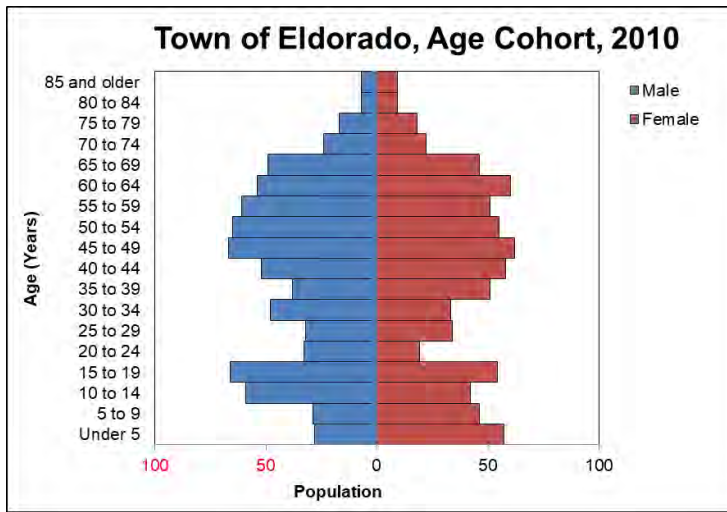
Table A-5: Population by Gender, 2010

	Male			Female			Total	Median Age
	Number	Percent	Median Age	Number	Percent	Median Age		
Town of Eldorado	736	50.3%	43.1	726	49.7%	42.6	1,462	42.9
Fond du Lac County	49,926	49.1%	39	51,707	50.9%	41.5	101,633	40.2
Wisconsin	2,822,400	49.6%	37.3	2,864,586	50.4%	39.6	5,686,986	38.5

Source: U.S. Census 2010, DP-1

Females outnumbered males in the state and the county, but not in the Town in 2010 (Table A-5 and Figure A-1). Unlike the state or county, within the Town of Eldorado the ratio of males to females fluctuated between which gender was in majority. In the Town, generally, males dominated in the 10 to 24 age cohorts, 45 to 59 and 65 to 74 age cohorts. Within the state, males made up the majority population through the 40 to 44 age cohort, and then the majority varied between male and female until the 55 to 59 age cohort, where females dominated. In the county, males tended to dominate until the age 35 to 39 age cohort and females dominated in the 65 to 69 age cohorts and above. The life expectancy of females is longer than that of males and normally this is reflected in a higher median age for females, however in the Town of Eldorado this is not the case. In the Town of Eldorado, the median age for males is 43.1 compared to 42.6 for females.

Figure A-1: Population by Age Cohort, 2010



Source: U.S. Census 2010, DP-1

Race

Population by race provides information regarding the social and cultural characteristics of an area. It also provides information regarding population dynamics. Access to education and economic opportunities differ by race. Differences also exist in age structure, language barriers and risks for various diseases and health conditions.

Since new immigrants are more likely to settle in areas with existing populations from their country of origin, race and ethnicity, existing populations may also influence migration patterns. National population trends indicate that persons of color (includes African Americans, Native Americans, Alaskan Natives, Pacific Islanders, Asians and persons declaring two or more races) and persons of Hispanic Origin are growing faster than non-Hispanic whites.¹ As the population of the Town of Eldorado, Fond du Lac County and Wisconsin continues to grow, it is likely that the minority proportion of the population (persons of color and whites of Hispanic Origin) will also continue to grow. If this occurs, communities may need to compensate for the changing demographic composition. Communities may also find it beneficial to promote opportunities for positive interaction between cultures. An increase in understanding of differences and similarities in expectations and cultural values may help reduce friction between groups.

Racial Distribution

While the population in the Town is less diverse than that of the county and state, between 2000 and 2010, the Town experienced a slight increase in the share and number of minority persons of non-white race during this time period (Table A-6). ***In 2010, whites comprised 98.3 percent of the Town of Eldorado population compared to 94.1 percent in the county and 86.2 percent of the state's population.***

Although Hispanics are the fastest growing ethnic group in the United States, they currently comprise less than five percent of the county's and less than six percent of the state's population. However, like the nation, this segment of the population is one of the fastest growing segments in the area. Between 2000 and 2010, the Hispanic population within Fond du Lac County doubled; increasing from two percent in 2000 to 4.3 percent in 2010 (Table A-6). At the state level the Hispanic population increased from 3.6% in 2000 to 5.9% in 2010.

Mirroring the county, the share and number of Hispanics just about doubled in the Town of Eldorado between 2000 and 2010, as well. In 2010, Hispanics comprised 1.0 percent of the population; up from 0.6 percent in 2000 (a gain of 7 people). If the Town is going to grow through migration, it is likely that the number and percentage of Hispanics in the area will also increase as Hispanics are becoming a larger share of the national, state and county population.

¹ U.S. Census.

Table A-6: Population by Race and Hispanic Origin, 2000 and 2010

	Town of Eldorado				Fond du Lac County				Wisconsin			
	2000		2010		2000		2010		2000		2010	
	No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent
White	1,439	99.4%	1,437	98.3%	93,562	96.2%	95,674	94.1%	4,773,553	89.0%	4,902,067	86.2%
African American	0	0.0%	3	0.2%	876	0.9%	1,305	1.3%	300,355	5.6%	359,148	6.3%
American Indian - Alaskan Native	0	0.0%	3	0.2%	371	0.4%	471	0.5%	49,661	0.9%	54,526	1.0%
Asian or Pacific Islander	5	0.3%	3	0.2%	873	0.9%	1,169	1.2%	84,654	1.6%	131,061	2.3%
Other Race	2	0.1%	11	0.8%	814	0.8%	1,700	1.7%	84,281	1.6%	135,867	2.4%
Two or More Races	1	0.1%	5	0.3%	800	0.8%	1,314	1.3%	71,171	1.3%	104,317	1.8%
Total Persons	1,447	100%	1,462	100%	97,296	100%	101,633	100%	5,363,675	100%	5,686,986	100%
Hispanic or Latino	8	0.6%	15	1.0%	1,987	2.0%	4,368	4.3%	192,921	3.6%	336,056	5.9%

Source: U.S. Census 2000, 2010, DP01

Household Structure and Trends

Household Size

Household size and alterations in household structure provide a method to analyze the potential demand for housing units. The composition of a household coupled with the level of education, training, and age also impacts the income potential for the particular household. These characteristics can also determine the need for services such as child care, transportation, and other personal services. Decreases in household size create a need for additional housing units and accommodating infrastructure, even if there is not an increase in the overall population.

Table A-7: Households and Persons per Household, 2000 and 2010

	2000		2010	
	No. HH	Persons per HH	No. HH	Persons per HH
Town of Eldorado	490	2.95	539	2.71
Fond du Lac County	36,931	2.52	40,697	2.41
Wisconsin	2,084,544	2.5	2,279,768	2.43

Source: U.S. Census: 2000 & 2010, DP-1

Household size in the Town of Eldorado decreased between 2000 from 2.95 persons per household to 2.71 persons per household in 2010 (Table A-7). A decrease in the average household size also occurred in the county and the state. In Fond du Lac County the average household size decreased from 2.52 persons per household in 2000 to 2.41 persons per household in 2010. The state saw a similar decrease, falling from 2.5 persons per household in 2000 to 2.43 persons per household in 2010.

The Town of Eldorado's average household size has remained higher than both the county and the State of Wisconsin, reflecting the Town's higher percentage of family households, and a smaller percentage of the households living alone.

Household Composition

In 2000 (85.9%) and 2010 (82.2%), over four-fifths of the households in the Town of Eldorado were family households (Table AA-1). During both years, the Town had a significantly higher percentage of family households in comparison to the county (69.0%, 66.3%) and the state (66.5%, 64.4%). Individuals' age 65 years old and older made up about 20 percent (19.8%) of the households in the Town in 2000 and slightly over a quarter in 2010 (27.6%). This was a smaller share of the total households in the county (24.4%) and the state (23%) in 2000 and slightly more than the county (25.8%) and the state (24%) in 2010. Between 2000 and 2010, the portion of households with individuals 65 years old and older increased in all three jurisdictions, though the largest increase was seen in the Town.

Households are composed of family households (married couple and male or female, no spouse present) and nonfamily households (Table AA-1). In 2000 and 2010, the percentage of married couple families was significantly greater in the Town than in the county and the state. In addition, the share of married couple families decreased in all jurisdictions between 2000 and 2010. **Married couple families (husband and wife) made up about three quarters (73.5%) of all households in the Town of Eldorado in 2010, compared to 53.5 percent in Fond du Lac County and 49.6 percent in the state.**

Household Forecasts

Total population figures include not only persons in households, but also persons in group quarters². Generally as the population ages during the projection period, it is likely that the persons in group quarters will increase over time³. This increase will come from not only the elderly component of the population, but also from the disabled component of the population as aging parents will no longer be able to care for disabled offspring. It is important to remember that the actual growth rate and the amount of future growth a community will experience will be determined by local policies which can affect the rate of growth within the context of county, state, and national population growth trends. Migration is expected to play a part in the Town of Eldorado and Fond du Lac County's growth patterns in the coming decades. Therefore growth rates and trends outside the county will influence the pool of potential residents the county can attract.

² Group Quarters, as defined by the 2010 U.S. Census, "is a place where people live or stay, in a group living arrangement, that is owned or managed by an entity or organization providing housing and/or services for the residents. This is not a typical household-type living arrangement. These services may include custodial or medical care as well as other types of assistance, and residency is commonly restricted to those receiving these services. People living in group quarters are usually not related to each other. Group quarters include such places as college residence halls, residential treatment centers, skilled nursing facilities, group homes, military barracks, correctional facilities, and workers' dormitories."

³ In 2010, there were no people in group quarters in the Town of Eldorado.

Based on anticipated growth trends, the Town of Eldorado’s population is expected to continue to increase through 2030, before decreasing through 2040 (Table A-2). Since the household size is expected to decrease, the number of households is projected to increase until 2035, before decreasing between 2035 and 2040. **The number of households is expected to increase by about 12.8 percent between 2010 and 2035 from 539 in 2010 to 608 in 2040** (Table A-8). During the last 5 years (2035 to 2040) the number of households is projected to decrease by 4. Between 2010 and 2040 it is anticipated that the household size will decrease from 2.71 persons per household to 2.48.

During this same time period, Fond du Lac County and Wisconsin are expected to experience a slightly larger increase in the number of households. It is anticipated that the number of households in Fond du Lac County will increase by about 18 percent between 2010 and 2035, and remain stable between 2035 and 2040 as its population decreases by 790 people. The number of households within the state is projected to increase by about 22.4 percent during this time period.

Table A-8: Household Projections, 2010 – 2040

Year	Town of Eldorado		Fond du Lac County		Wisconsin	
	No. HH	Person/HH	No. HH	Person/HH	No. HH	Person/HH
2010	539	2.71	40,697	2.41	2,279,768	2.43
2015	558	2.63	42,423	2.34	2,371,815	2.38
2020	576	2.60	44,308	2.31	2,491,982	2.35
2025	591	2.56	46,020	2.28	2,600,538	2.32
2030	605	2.53	47,419	2.25	2,697,884	2.30
2035	608	2.50	48,079	2.22	2,764,498	2.28
2040	604	2.48	48,076	2.20	2,790,322	2.26
Percent Change						
2010 to 2015	3.5%	-2.9%	4.2%	-2.9%	4.0%	-2.2%
2015 to 2020	3.2%	-1.5%	4.4%	-1.3%	5.1%	-1.2%
2020 to 2025	2.6%	-1.2%	3.9%	-1.3%	4.4%	-1.0%
2025 to 2030	2.4%	-1.3%	3.0%	-1.3%	3.7%	-1.0%
2030 to 2035	0.5%	-1.1%	1.4%	-1.3%	2.5%	-1.0%
2035 to 2040	-0.7%	-1.0%	0.0%	-0.9%	0.9%	-0.8%

Source: WDOA, Wisconsin Demographic Services Center, Vintage 2013 Population Projections

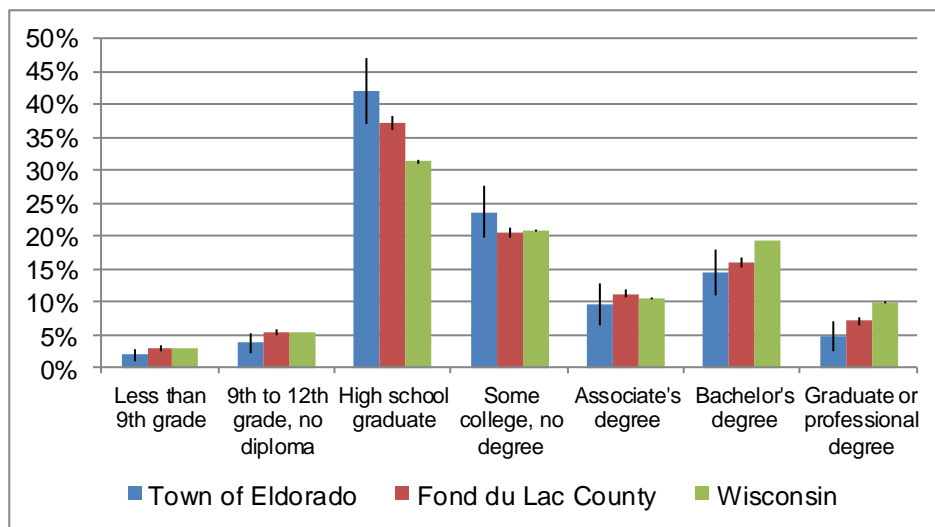
Income and Education

The U.S. Census Bureau reports that an individual with a bachelor's degree can expect to earn \$2.1 million over the course of a career, nearly double what the expected earnings are for a high school graduate. The results of the Census Bureau's study demonstrate that there is a definite link between earning potential and education.

Educational Attainment

The 2013-2017 American Community Survey 5-Year Estimates, as depicted in Figure A-2 and shown in Table AA-2, **indicate that the Town of Eldorado had a slightly higher percentage of residents age 25 or older who graduated from high school or higher (94.3%) than the county (91.8%) and the state (91.7%).** However, the Town has a smaller share of residents who hold a bachelor degree or higher, when compared to the county and the state. Approximately 20 percent (19.2%) of Town residents hold a bachelor degree or higher compared to 22.9 percent of county residents and 29.0 percent of state residents.

Figure A-2: Percent Educational Attainment, 2013-2017 ACS 5-Year Estimates



Source: U.S. Census, 2013-2017 American Community Survey 5-Year Estimates, DP02

Between 2000 and the 2013-2017 5-Year Estimates, the percentage of high school graduates or higher, and the percentage of residents receiving a bachelor degree or higher, increased in all jurisdictions (Table A-9). **The share of residents holding a bachelor's degree or higher increased by 9.2 percent in the Town of Eldorado between 2000 (10.0%) and the 2013-2017 5 Year Estimates (19.2%).** However, the proportion of Town residents with a bachelor degree or higher continues to lag behind the percentage in the county and the state.

Table A-9: Graduation Rates, 2000 and 2013-2017 ACS 5-Year Estimates

	Percent High School Graduate or Higher				Percent Bachelor's Degree or Higher			
	2000	2013-2017 5-Yr Est.		Percent Change, 2000 to 2013-2017	2000	2010-2014 5-Yr Est.		Percent Change, 2000 to 2013-2017
	Number	Estimate	MOE +/-		Number	Estimate	MOE +/-	
Town of Eldorado	85.6%	94.3%	1.8%	8.7%	10.0%	19.2%	4.1%	9.2%
Fond du Lac County	84.2%	91.8%	0.7%	7.6%	16.9%	22.9%	0.9%	6.0%
Wisconsin	85.1%	91.7%	0.1%	6.6%	22.4%	29.0%	0.2%	6.6%

Source: U.S. Census 2000; 2013-2017 American Community Survey 5-Year Estimates, DP02

Income Levels

Income includes both earned and unearned income. Earned income includes money earned through wages, salaries, and net self-employment income (including farm income). Unearned income includes money from interest, dividends, rent, Social Security, retirement income, disability income, and welfare payments.⁴ **According to the 2013-2017 American Community Survey, the majority, approximately 81.8 percent (+/-3.7%), of households derive income from earnings in the Town of Eldorado.** This is reflective of the percent (14.2%) of Town population in the age 65 or older age cohort⁵. Since a somewhat large percentage of Eldorado's household income is from earnings, access to employment opportunities is a strong determinant in meeting the income needs of the residents. About a third of households utilize social security income (33.9%/+/-5.5%) and about 18.5 percent rely on retirement income (+/-3.8%). As a result, **the average (mean) household income (\$78,138 +/- \$4,845) is less than the average (mean) earnings per household (\$79,460 +/- \$5,884).**

Three commonly used income measures are median household income, median family income and per capita income. Median income is derived by examining the entire income distribution and calculating the point where one-half of the incomes fall below that point, the median, and one-half above that point. For households and families, the median income is based on the total number of households or families, including those with no income.

The Town of Eldorado's median household income in 1999 was \$54,706; this was higher than both Fond du Lac County's median income of \$45,578 and the State of Wisconsin's median income of \$43,791 (Table A-10). Although the median household income for all jurisdictions increased between 1999 and 2017, the Town of Eldorado's median household income grew by about 38 percent, while Fond du Lac County (26.8%) and Wisconsin (29.6%) had an increase of less than 30 percent.

⁴ U.S. Census Bureau.

⁵ Table 4-4.

Table A-10: Comparative Income Characteristics, 1999 and 2017 ACS 5-Year Estimates

	Median HH Income				Median Family Income				Per Capita Income			
	1999	2017		% change 1999 to 2017	1999	2017		% change 1999 to 2017	1999	2017		% change 1999 to 2017
		Estimate	MOE +/-			Estimate	MOE +/-			Estimate	MOE +/-	
Town of Eldorado	\$54,706	\$75,517	\$7,396	38.0%	\$57,000	\$82,841	\$9,815	45.3%	\$22,239	\$29,907	\$1,893	34.5%
Fond du Lac County	\$45,578	\$57,798	\$1,461	26.8%	\$53,325	\$71,680	\$1,750	34.4%	\$20,022	\$29,431	\$705	47.0%
Wisconsin	\$43,791	\$56,759	\$213	29.6%	\$52,911	\$72,542	\$292	37.1%	\$21,271	\$30,557	\$131	43.7%

Source: U.S. Census 2000, SF3, DP-3, 2013-2017 American Community Survey 5-Yr Estimate, DP03

Note: In 2017 Inflation adjusted dollars

The median family income also increased for all three jurisdictions. The Town of Eldorado’s median family income (45.3%) increased at a significantly higher rate than at the state (37.1%) and the county level (34.4%). **According to the 2013-2017 ACS 5-Year Estimates, the Town of Eldorado median family income was \$82,841, which was a significant increase from the 1999 median family income of \$57,000.**

As depicted in Table A-10, the Town of Eldorado had a higher median household income, median family income than the state and county in both time frames. In 2017, the Town had a higher per capita income than the county but lower than the state. **The per capita income in the Town of Eldorado in 2013-2017 was \$29,907, an increase of about 34.5 percent.**

Poverty Status

The poverty level is determined by the U.S. Census Bureau based on current cost of living estimates adjusted for household size. In 2000, the poverty threshold for a family of four with two children was a household income of \$17,463. By 2010, the poverty threshold for a family of four with two children had increased to \$22,113⁶.

According to the American Community Survey 5 Year Estimates, in 2013-2017 2.3 percent of the Town of Eldorado’s population was living below the poverty line (Table A-11). This is significantly less than Fond du Lac County (8.5%) and the State of Wisconsin (12.3%). Between 1999 and 2013-2017, the percentage of people living below the poverty line declined for the Town of Eldorado, but increased in Fond du Lac County and the State of Wisconsin. In 1999, 2.7 percent of the Town’s residents were living below the poverty line, while 5.8 percent of Fond du Lac County residents were, and 8.7 percent of residents of the State of Wisconsin were living below the poverty line.

⁶ U.S. Census Bureau, 2000 and 2010 Poverty Thresholds.

Table A-11: Poverty Status, Total Persons - 1999 and 2013-2017 ACS 5-Year Estimates

	Total Persons			Total Persons Below Poverty Level					
	1999	2013-2017 5-Yr Est.		1999		2013-2017 5-Yr Est.			
	No.	Estimate	MOE +/-	No.	Percent	Estimate	MOE +/-	Percent	MOE +/-
Town of Eldorado	1,434	1,544	135	39	2.7%	36	22	2.3%	1.5%
Fond du Lac County	93,630	98,781	370	5,471	5.8%	8,387	859	8.5%	0.9%
Wisconsin	5,211,603	5,612,611	1,118	451,538	8.7%	692,719	8,537	12.3%	0.2%

Source: U.S. Census 2000 QT-P34, SF 3, 2013-2017 American Community Survey 5-Yr Estimate, S1701

Approximately 1.9 percent of families lived below the poverty level in the Town of Eldorado, according to the 2013-2017 American Community Survey 5-Year Estimates (Table A-12). This was less than the share of families in Fond du Lac County (6.0%) and Wisconsin (8.1%). Between 1999 and 2013-2017, the percentage of families living below the poverty level increased in the Town, Fond du Lac County and the state. In 1999, 1.7 percent of families lived below the poverty level in the Town of Eldorado compared to 3.5 percent of the families living in Fond du Lac County and 5.6 percent of the families living in Wisconsin.

Table A-12: Poverty Status, Total Families - 1999 and 2013-2017 ACS 5-Year Estimates

	Total Families			Total Families Below Poverty Level			
	1999	2013-2017 5-Yr Est.		1999		2013-2017 5-Yr Est.	
	No.	Estimate	MOE +/-	No.	Percent	Percent	MOE +/-
Town of Eldorado	420	478	57	7	1.7%	1.9%	2.2%
Fond du Lac County	25,661	27,505	509	900	3.5%	6.0%	0.9%
Wisconsin	1,395,037	1,481,526	5,698	78,188	5.6%	8.1%	0.1%

Source: U.S. Census 2000 QT-P35, SF 3, 2013-2017 American Community Survey 5-Yr Estimate, S1702

GOALS, OBJECTIVES, POLICIES AND RECOMMENDATIONS

The goals, objectives, policies and recommendations for the Issues and Opportunities element are provided in Chapter 3: Issues and Opportunities.

ADDITIONAL TABLES

Table AA-1: Household Type Characteristics, 2000 and 2010

	Total Households	Family Households				Non-Family Household			Households with Individuals 65+	Average Household Size	
		Total Family Housholds	Married-couple Family	Male Householder, no wife present	Female Householder, no husband present	Total Nonfamily Households	Householder Living Alone	Households Age 65+ Living Alone			
2000											
Town of Eldorado	#	490	421	382	18	21	69	60	30	97	2.95
	%	100.0%	85.9%	78.0%	3.7%	4.3%	14.1%	12.2%	6.1%	19.8%	(X)
Fond du Lac County	#	36,931	25,467	21,321	1,283	2,863	11,464	9,377	3,998	9,017	2.52
	%	100.0%	69.0%	57.7%	3.5%	7.8%	31.0%	25.4%	10.8%	24.4%	(X)
Wisconsin	#	2,084,544	1,386,815	1,108,597	77,918	200,300	697,729	557,875	207,206	479,787	2.50
	%	100.0%	66.5%	53.2%	3.7%	9.6%	33.5%	26.8%	9.9%	23.0%	(X)
2010											
	Total Households	Total Family Housholds	Husband-Wife Family	Male Householder, no wife present	Female Householder, no husband present	Total Nonfamily Households	Householder Living Alone	Households Age 65+ Living Alone	Households with Individuals 65+	Average Household Size	
2010											
Town of Eldorado	#	539	443	396	27	20	96	79	37	149	2.71
	%	100.0%	82.2%	73.5%	5.0%	3.7%	17.8%	14.7%	6.9%	27.6%	(X)
Fond du Lac County	#	40,697	26,994	21,770	1,766	3,458	13,703	11,231	4,590	10,483	2.41
	%	100.0%	66.3%	53.5%	4.3%	8.5%	33.7%	27.6%	11.3%	25.8%	(X)
Wisconsin	#	2,279,768	1,468,917	1,131,344	103,625	233,948	810,851	642,507	232,251	547,650	2.43
	%	100.0%	64.4%	49.6%	4.5%	10.3%	35.6%	28.2%	10.2%	24.0%	(X)

Source: U.S. Census 2000 & 2010, DP-1

Table AA-2: Educational Attainment, 2013-2017 ACS 5-Year Estimates

	Town of Eldorado			Fond du Lac County			Wisconsin		
	Population	MOE+/-	Percent	Population	MOE	Percent	Population	MOE	Percent
Population 25 years and over	1,093	101	100%	70,774	153	100%	3,907,816	714	100%
Less than 9th grade	21	11	1.9%	2,043	307	2.9%	110,095	2,094	2.8%
9th to 12th grade, no diploma	41	19	3.8%	3,736	353	5.3%	213,704	2,552	5.5%
High school graduate	459	71	42.0%	26,308	698	37.2%	1,222,791	6,598	31.3%
Some college, no degree	258	51	23.6%	14,500	560	20.5%	814,870	4,583	20.9%
Associate's degree	104	34	9.5%	7,965	411	11.3%	411,875	3,209	10.5%
Bachelor's degree	158	39	14.5%	11,234	576	15.9%	748,413	5,554	19.2%
Graduate or professional degree	52	27	4.8%	4,988	379	7.0%	386,068	3,960	9.9%
Percent high school graduate or higher	-	-	94.3%	-	-	91.8%	-	-	91.7%
Percent bachelor's degree or higher	-	-	19.2%	-	-	22.9%	-	-	29.0%

Source: U.S. Census, 2013-2017 American Community Survey 5-Year Estimates, DP02



APPENDIX B

LAND USE

APPENDIX B: LAND USE

INTRODUCTION

Land use directly influences, or is influenced by, all elements presented in the other chapters of this plan. The choices for housing type and location, transportation alternatives, decisions on employment locations, recreational opportunities, and the quality of the man-made and natural environments are all intricately woven together into land use. Land use policy decisions can have far-reaching repercussions. Policy decisions can influence housing growth, the protection of natural resources, and a number of other factors. This appendix describes existing land use patterns and analyzes development trends.

INVENTORY AND ANALYSIS

The following section provides a thorough analysis of land use trends and projections for Eldorado.

Existing Land Use

Existing land use was interpreted utilizing 2018 aerial photography, the most current available which should be fairly representative of the ground conditions of early 2018. The Town reviewed the existing land use map in July, 2019 and updates to the existing land use map were made based on Town's input. In order to analyze land use trends, historic land use data derived from 2010 aerial photography were used as a comparison. Land use information was compiled into general land use categories.

Land Use Categories

Agricultural. Agricultural land is broadly classified as land that is used for crop production. Agricultural uses include farming, dairying, pastures, apiculture (bees), aquaculture (fish, mussels), cropland, horticulture, floriculture, viticulture (grapes), silviculture (trees) and animal and poultry husbandry. Agricultural land is divided into two sub-categories: irrigated and non-irrigated cropland. Irrigated cropland is watered by artificial means, while non-irrigated cropland is watered by natural means (precipitation).

Residential. Residential land is classified as land that is used primarily for human habitation. Residential land uses are divided into single and two-family residential, farmstead, multi-family and mobile home parks. Single and two-family residential includes single family dwellings, duplexes, and garages for residential use. Within platted subdivisions, residential land use encompasses the entire lot. In rural areas and where lots are typically larger, single family includes the primary residence, outbuildings, and the mowed area surrounding the structures. Single family also includes isolated garages and similar structures on otherwise undeveloped

rural lots. Farmsteads include the farm residence, the mowed area between the buildings and the associated outbuildings (barn, sheds, manure storage, abandoned buildings). Multi-family includes apartments of three or more units, condos, room and boarding houses, residence halls, group quarters, retirement homes, nursing care facilities, religious quarters, and the associated parking and yard areas. Mobile home parks are classified as land that is part of a mobile home park. Single standing mobile homes are classified under single family and two-family residential.

Commercial. Commercial land uses represent the sale of goods and services and other general business practices. Commercial uses include retail and wholesale trade (car and boat dealers; furniture, electronics and appliance stores; building equipment and garden equipment; grocery and liquor stores; health and personal care stores; gasoline stations; clothing and accessories, sporting goods, hobby, book and music stores; general merchandise; miscellaneous store retailers; couriers; and massagers), services (publishing, motion picture and sound recording, telecommunications, information systems, banks and financial institutions, real estate offices, insurance agencies and carriers, waste management, accommodations, restaurants and drinking places, repair and maintenance, personal and laundry, social assistance, etc.) and other uses (warehousing and automobile salvage and junk yards).

Industrial. Industrial land uses represent a broad category of activities that involve the production of goods. Mining and quarry sites are separated from other industrial uses. Industrial uses include construction, manufacturing (includes warehousing with factory or mill operation), mining operations and quarries, and other industrial facilities (truck facilities).

Transportation. Transportation includes land uses that directly focus on moving people, goods, and services from one location to another. Transportation uses include highway and street rights of way, support activities for transportation (waysides, freight weigh stations, bus stations, taxi, limo services, park and ride lots), rail related facilities, and other related categories. Airports are included under transportation and consist of paved areas or developed areas that are dedicated specifically to air traffic, air transportation.

Utilities/Communications. Utilities and communications are classified as any land use that aids in the generation, distribution, and storage of electric power (substations and transformers); natural gas (substations, distribution brokers); and telecommunications (radio, telephone, television stations and cell towers). It also includes facilities associated with water distribution (water towers and tanks), water treatment plants, wastewater processing (plants and lift stations), landfills (active and abandoned), and recycling facilities.

Institutional Facilities. Institutional uses are defined as land for public and private facilities dedicated to public services. Institutional land uses include educational facilities (schools, colleges, universities, professional schools), hospitals, assemblies (churches, religious organizations), cemeteries and related facilities, all governmental facilities used for administration (city, village, town halls, community centers, post office, municipal garages, social security and employment offices, etc.), and safety services (police departments, jails, fire

stations, armories, military facilities, etc.). Public utilities and areas of outdoor recreation are not considered institutional facilities.

Recreational Facilities. Recreational facilities are defined as land uses that provide leisure activity opportunities for citizens. This category encompasses both active and passive activities. Recreational activities include designated hunting and fishing areas; nature areas; general recreational parks; sports facilities (playgrounds, ball diamonds, soccer fields, tennis courts, etc.); city, county and state parks; fairgrounds; marinas; boat landings; spectator sport venues; hiking trails; mini-golf; bowling; bicycling; skiing; golf courses; country clubs; performing arts centers; museums; historical sites; zoos; amusement parks; gambling venues; and other related activities.

Water Features. Water features consist of all surface water including lakes, streams, rivers, ponds, and other similar features. Intermittent waterways are also incorporated into this category.

Woodlands. Woodlands are forested areas that are characterized by a predominance of tree cover. Woodlands are divided into two subcategories: general woodlands and planted woodlands. General woodlands are naturally occurring; this category includes forests, woods, and distinguishable hedgerows. Planted woodlands include forestry and timber track operations where trees are typically planted in rows; this category includes tree plantations, orchards and land dedicated to Christmas tree production (nurseries are not included).

Open Other Land. This category includes land that is currently vacant and not developed in a manner similar to the other land use categories described within this section. Open land includes areas that are wet, rocky, or outcrop; open lots in a subdivision; or rural parcels and side or back lots on a residential property that are not developed.

Current Land Use Inventory

Developed land has been altered from its natural state to accommodate human activities. Although agricultural areas are considered undeveloped by land classification systems, these uses have different impacts on land use decisions than urbanized uses; thus, agricultural uses have been separated to obtain an accurate total of all related activities. In addition to, residential land uses have been divided according to their specific category: single family residential, farmsteads, multi-family residential and mobile home parks. Single family residential land use includes single family dwellings and duplexes.

Eldorado encompasses approximately 23,128 acres. About a tenth or 8.9% of the land within Eldorado is developed (Table B-1; Figure B-1 and Map B-1). The most prevalent developed uses comprising about 95 percent of Eldorado land use include single-family residential (624.7 acres, 30.4%), farmsteads (508.2 acres, 24.8%) and transportation (811.3 acres, 39.5%). Commercial (44.7 acres, 2.2%), industrial (3.9 acres, 0.2%), recreational

facilities (37.9 acres, 1.8%), institutional facilities (1.8 acres, 1.0%), and utilities/communications (1.8 acres, 0.1%) make up the remaining developed land uses.

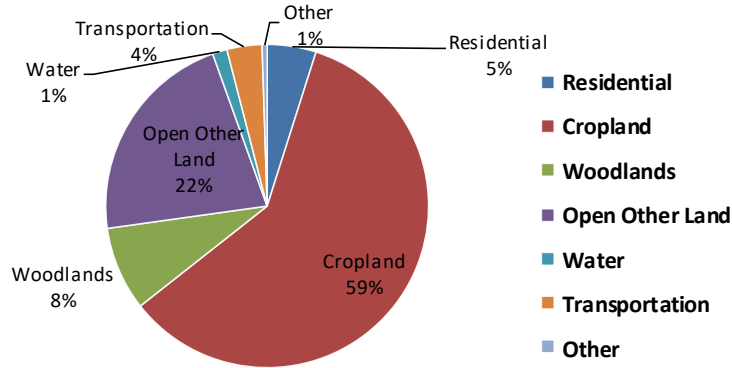
Approximately 60 percent of the total land in Eldorado is in agriculture (13,758.7 acres, 59.5%), other prevalent uses include open other land (5,026.6 acres, 21.7%) and woodlands, both planted and general (1,942.9 acres, 8.4%). Residential land uses (single-family and farmsteads) make up another 4.9%. It should be noted that existing land use from 2018 was used as a baseline and that the Town reviewed this information and provided updates.

Table B-1: Existing Land Use, 2019

Land Use	Total Acres	Percent of Developed Area	Percent of Total
Single Family Residential	624.7	30.4%	2.7%
Farmsteads	508.2	24.8%	2.2%
Multi Family	0.0	0.0%	0.0%
Mobile Home Parks	0.0	0.0%	0.0%
Commercial	44.7	2.2%	0.2%
Industrial	3.9	0.2%	0.0%
Recreational Facilities	37.9	1.8%	0.2%
Institutional Facilities	20.7	1.0%	0.1%
Utilities/Communications	1.8	0.1%	0.0%
Transportation	811.3	39.5%	3.5%
Total Developed	2,053.2	100.0%	8.9%
Non Irrigated Cropland	13,758.7		59.5%
Planted Woodlands	151.2		0.7%
General Woodlands	1,791.7		7.7%
Quarries	7.5		0.0%
Open Other Land	5,026.6		21.7%
Water	339.4		1.5%
Total Acres	23,128.3		100.0%

Source: ECWRPC, 2019

Figure B-1: Existing Land Use, 2019



Source: ECWRPC, 2019

Land Use Trends

Land use distribution in Eldorado has changed little in the last 9 years. A comparison of acreages between 2010 and 2019 are provided in Table B-2. During this time period, the total developed land within Eldorado increased by 31 acres or 0.2 percent. A gain in developed land uses was experienced by farmsteads (12 acres) recreational facilities (11 acres), institutional facilities (5 acres) and transportation (4 acres). **Overall, the largest gains were experienced by open other land (450 acres), while the largest losses were seen by non-irrigated cropland (381 acres) and general woodlands (112 acres).**

Table B-2: Town of Eldorado Existing Land Use, 2010 and 2019

Land Use	2010			2019			Change 2010 - 2019
	Total Acres	Percent of Developed Area	Percent of Total	Total Acres	Percent of Developed Area	Percent of Total	
Single-Family Residential	626	31.0%	2.7%	625	30.4%	2.7%	-2
Farmsteads	496	24.5%	2.1%	508	24.8%	2.2%	12
Multi-Family	0	0.0%	0.0%	0	0.0%	0.0%	0
Mobile Home Parks	0	0.0%	0.0%	0	0.0%	0.0%	0
Commercial	45	2.2%	0.2%	45	2.2%	0.2%	0
Industrial	4	0.2%	0.0%	4	0.2%	0.0%	0
Recreational Facilities	27	1.3%	0.1%	38	1.8%	0.2%	11
Institutional Facilities	15	0.8%	0.1%	21	1.0%	0.1%	5
Utilities/Communications	2	0.1%	0.0%	2	0.1%	0.0%	0
Transportation	808	39.9%	3.5%	811	39.5%	3.5%	4
Total Developed	2,023	100.0%	8.7%	2,053	100.0%	8.9%	31
Non-Irrigated Cropland	14,140		61.1%	13,759		59.5%	-381
Planted Woodlands	140		0.6%	151		0.7%	11
General Woodlands	1,904		8.2%	1,792		7.7%	-112
Quarries	7		0.0%	7		0.0%	0
Open Other Land	4,577		19.8%	5,027		21.7%	450
Water	338		1.5%	339		1.5%	1
Total Acres	23,128		100.0%	23,128		100.0%	0

Source: ECWRPC 2010, 2018; Town of Eldorado, 2019

Land Market and Development

Development Trends

The amount of land available for development is finite. By analyzing the patterns in land use and understanding what the current development trends are, Greenville is better able to plan for future development in a sustainable manner.

According to the Wisconsin Department of Administration (WDOA), 33 new residential units were issued building permits in Eldorado between 2010 and 2018 (Table B-3). A further analysis of the data, from 2010 through 2018, shows that 31 permits were taken out for single-family residential, and one permit for two-family (2 units). **Since WDOA tracks additions and removals, a total of 16 single-family units, 2 duplex units and 4 mobile homes were removed during this time period.** This equates to a total of 14 additional units. On average, an additional 1.6 residential units were added per year over the nine year period.

Table B-3: Building Permits (New Residential Construction), 2010 to 2018

Year	Additions				Deletions				Net (Additions - Removals)			
	Single-Family Units	Two-Family Units	Multi-Family Units	Mobile Homes	Single-Family Units	Two-Family Units	Multi-Family Units	Mobile Homes	Single-Family Units	Two-Family Units	Multi-Family Units	Mobile Homes
2010	4	0	0	0	1	0	0	0	3	0	0	0
2011	2	0	0	0	1	0	0	0	1	0	0	0
2012	5	0	0	0	3	0	0	1	2	0	0	-1
2013	3	0	0	0	1	0	0	0	2	0	0	0
2014	2	0	0	0	1	0	0	0	1	0	0	0
2015	5	0	0	0	2	0	0	0	3	0	0	0
2016	4	2	0	0	3	0	0	1	1	2	0	-1
2017	3	0	0	0	2	0	0	1	1	0	0	-1
2018	3	0	0	0	1	0	0	1	2	0	0	-1

Source: WDOA

Market Trends

The price of developable land value varies depending on the surrounding land uses, location, access, services and other subjective factors. Natural features such as water frontage, forests and open space may increase the overall value. Land prices are subject to market demand and fluctuations. As such, land values show periodic variations. Housing affordability is dependent on land prices. Equalized value is the best proxy for determining land market trends. Table B-4 shows the equalized values of all classes of land in Eldorado and Fond du Lac County between 2014 and 2018.

Table B-4: Equalized Values (Land Only), 2010 - 2018

Year	T. Eldorado	Percent Change	Fond du Lac County	Percent Change
2010	23,312,900		1,482,832,200	
2011	21,877,500	-6.2%	1,496,223,200	0.9%
2012	23,321,000	6.6%	1,460,058,500	-2.4%
2013	23,044,300	-1.2%	1,452,245,300	-0.5%
2014	24,081,700	4.5%	1,460,505,000	0.6%
2015	24,563,600	2.0%	1,481,393,400	1.4%
2016	24,416,700	-0.6%	1,489,929,100	0.6%
2017	25,126,900	2.9%	1,517,828,300	1.9%
2018	25,634,700	2.0%	1,584,476,900	4.4%

Source: Wisconsin Department of Revenue, 2010-2018 Statement of Equalized Values

Overall, Eldorado's equalized land value has fluctuated since 2010 (Table 8-4). **Since 2011, Eldorado's equalized value increased by 17.2 percent, from a low of \$21,877,500 in 2011 to a high of \$25,634,700 in 2018.** During this time period the county's equalized value decreased from 2011 to 2013 and has slowly increasing ever since. Between 2013 and 2018, the county's equalized land value increased by 9.1%.

Land Use Density and Intensity

Density

Density is broadly defined as a “number of units in a given area”¹. For the purposes of this report, residential densities are defined as the number of housing units per square mile of total land area (units/square mile), excluding water. **Between 2000 (14.1 units/sq. mi.) and 2010 (15.8 units/sq. mi.), residential densities increased slightly in Eldorado by 1.7 units per square mile** (Table B-5). Similarly, residential densities also increased in Fond du Lac County (6.7 units/sq. mile), as a whole.

Table B-5: Residential Density, 2000 and 2010

MCD	2000			2010		
	Land Area in Sq. Miles	Total Units	Units/Sq. Mile	Land Area in Sq. Miles	Total Units	Units/Sq. Mile
T. Eldorado	35.77	506	14.1	35.75	566	15.8
Fond du Lac County	722.91	39,271	54.3	719.55	43,910	61.0

Source: U.S. Census, 2000 and 2010 SF1, Table GCT-PH1

Intensity

Intensity is the degree of activity associated with a particular land use. Therefore intensity is defined as the measure of the units per acre of residential development. Due to the limited availability of information, this plan will compare the intensities of single-family versus multifamily development in Eldorado. To calculate land intensities, the categories (as defined by East Central) of single and two-family residential, farmsteads, and mobile homes were all classified as “single-family. Buildings consisting of three or more units were classified as multi-family.

¹ Measuring Density: Working Definitions for Residential Density and Building Intensity, November 2003. Design Center for American Urban Landscapes, University of Minnesota.

Table B-6: Residential Intensity, 2017

	Units	Acres	Units/Acre
Single-Family	640	1,133	0.56
Multi-Family	0	0	0

Source: U.S. Census, 2013-2017 ACS 5-Year Estimates, DP04, ECWRPC, 2019

Residential single-family land use intensity is estimated to be 0.6 units per acre (Table B-6). There isn't any multi-family land use or units in the Town.

Several important factors create more intense development patterns in communities. Single family residential development is typically a less intense land use than multi-family. Multi-family development is normally restricted to areas where sanitary sewer is available.

Land Use Issues and Conflicts

The Town of Eldorado is situated near the City of Fond du Lac and the villages of North Fond du Lac and Rosendale. In addition, Eldorado has access to I-41 and STH's 26 and 23. This has attracted people working in the Fond du Lac and Oshkosh areas to locate in the Town.

Farming and agricultural have been and continue to be important to the economy of the Town and county. However the look of farming is changing as family farms are slowly being sold to larger agricultural operations. Farming operations produce odors, noise, dust and track soil on Town roads. Larger farm equipment provides obstacles and extra wear and tear on local roads. **New residents, not accustomed to rural living, are moving into the community and raising objections over many issues associated with farming operations.** This plan seeks to minimize these land use conflicts through land use planning and policy recommendations.

While annexation has not been an issue in past, as the City of Fond du Lac and the villages of North Fond du Lac continue to grow, this could change. In addition, the City of Fond du Lac exercises extraterritorial plat review, while the villages of North Fond du Lac and Rosendale do not. To assure that land use issues and conflicts are minimal along the Town's borders, Eldorado should strive to monitor development within 0.5 miles of its borders as well as establish a formal communication system with the nearby communities so that land use proposals can be discussed prior to approval.

Natural resource preservation and development may be in conflict with each other. The Eldorado Marsh Wildlife Area and other wetland areas, floodplains, streams and other features comprise the natural resource base. **Agricultural operations and residential development near these resources could impact surface and groundwater resources and lead to displacement of wildlife.**

Future Land Use

Future Land Use Projections

Wisconsin statutes require comprehensive plans to include five year projections for residential, commercial, industrial, and agricultural uses over the length of the plan.² The projections for the Town of Eldorado can be seen in Table B-7.

While projections can provide extremely valuable information for community planning, by nature, projections have limitations that must be recognized. First and foremost, projections are not predictions. Projections are typically based on historical growth patterns and the composition of the current land use base. Their reliability depends, to a large extent, on the continuation of those past growth trends. Second, projections for small communities are especially difficult and subject to more error, as even minor changes can significantly impact growth rates. Third, growth is also difficult to predict in areas that are heavily dependent on migration, as migration rates may vary considerably based on economic factors both within and outside of the area.

The actual rate of growth and amount of future growth communities experience can be influenced by local policies that can slow or increase the rate of growth. Regardless of whether communities prefer a no growth, low growth, or high growth option, it is recommended they adequately prepare for future growth and changes to provide the most cost-effective services possible. Furthermore, individual communities can maximize the net benefits of their public infrastructure by encouraging denser growth patterns that maximize the use of land resources while minimizing the impact on the natural resource base.

Expected increases in residential and commercial acreage and resulting decreases in agricultural acreage can be estimated by analyzing and projecting historical data into the future. Population and housing growth and the amount of land that would be required to accommodate that increase in growth were made using past housing and population trends, and future population and household projections.

In 2010, the Town of Eldorado had 539 housing units³ (one-family, two-family or duplex, mobile home; no multi-family units). Using information obtained from the Wisconsin Department of Administration (WDOA), it is estimated that there are currently 553 housing units in the Town (2018). ***Using household projections from the WDOA, it is estimated that by 2035⁴ there will be approximately 615 housing units or about 62 additional units in the Town⁵. Based on current residential intensity, the Town will need an additional 113.26 acres for residential development.***

² Wisconsin State Statutes 66.1001.

³ U.S. Census 2010.

⁴ 2035 was used since after that date, the number of housing units is estimated to begin decreasing.

⁵ This assumes a 10% additional increase.

Future commercial and industrial needs are based on the ratio between commercial and industrial acreage and population. The WDOA estimates that in 2018, the population of the Town of Eldorado was 1,477 people. Therefore the ratio of acres of commercial land use to population in 2018 was 0.03 acres per person, while the ratio of acres of industrial land use to population was 0.003 acres per person. **Multiplying the ratio of commercial and industrial acres per person by the 2030 population⁶ and adding a 15 percent infrastructure factor and a 20 percent market factor, it is determined that an additional 4.51 acres of commercial development and an additional 0.36 acres of industrial development will be needed by 2030.**

Table B-7: Future Land Consumption (Acres)							Acres
							Needed
Land Use	2019	2020	2025	2030	2035	2040	2019-2040
Single Family Residential	1,132.93	1,229.98	1,245.90	1,339.53	1,246.19	1,246.19	113.26
Commercial	44.66	49.00	49.13	48.96	49.17	49.17	4.51
Industrial	3.93	4.30	4.29	4.31	4.29	4.29	0.36
Agricultural	13,758.69	13,774.70	15,134.57	15,134.56	15,134.57	15,134.57	1,375.88

DOA population estimates show a decrease in population growth for the five year span so the land use consumption acres show an evening out from 2035 to 2040. There is a peak of single family residential land forecasted for 2030 and growth of more farming by 2025 at a 10% acre growth rate

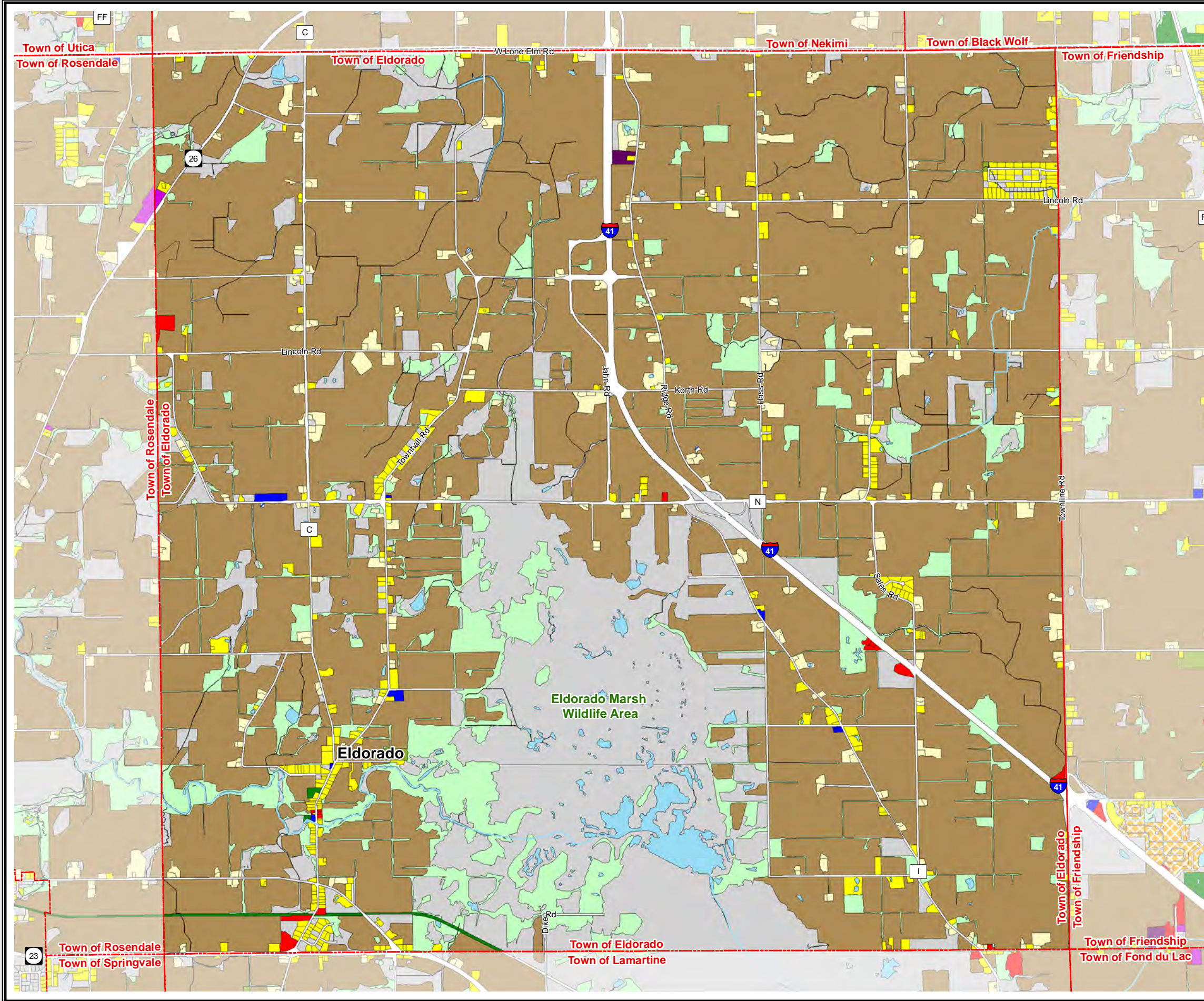
Figure B-2: Land Use Hub

One key benefit of the comprehensive plan is that day land use decision-making. Zoning ordinances with new growth development.



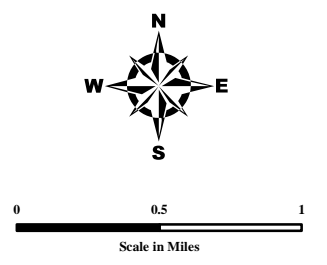
⁶ A 10% increase was added to the difference between the WDOA population estimate in 2030 minus the population estimate in 2018.

Map B-1 Town of Eldorado Land Use 2000



- Single Family Residential
- Farmsteads
- Commercial
- Industrial
- Quarries
- Institutional Facilities
- Transportation
- Utilities/Communications
- Non-Irrigated Cropland
- Recreational Facilities
- Planted Woodlands
- General Woodlands
- Open Other Land
- Water

Source:
Base data provided by Fond du Lac County 2018.
Land Use provided by ECWRPC 2000.

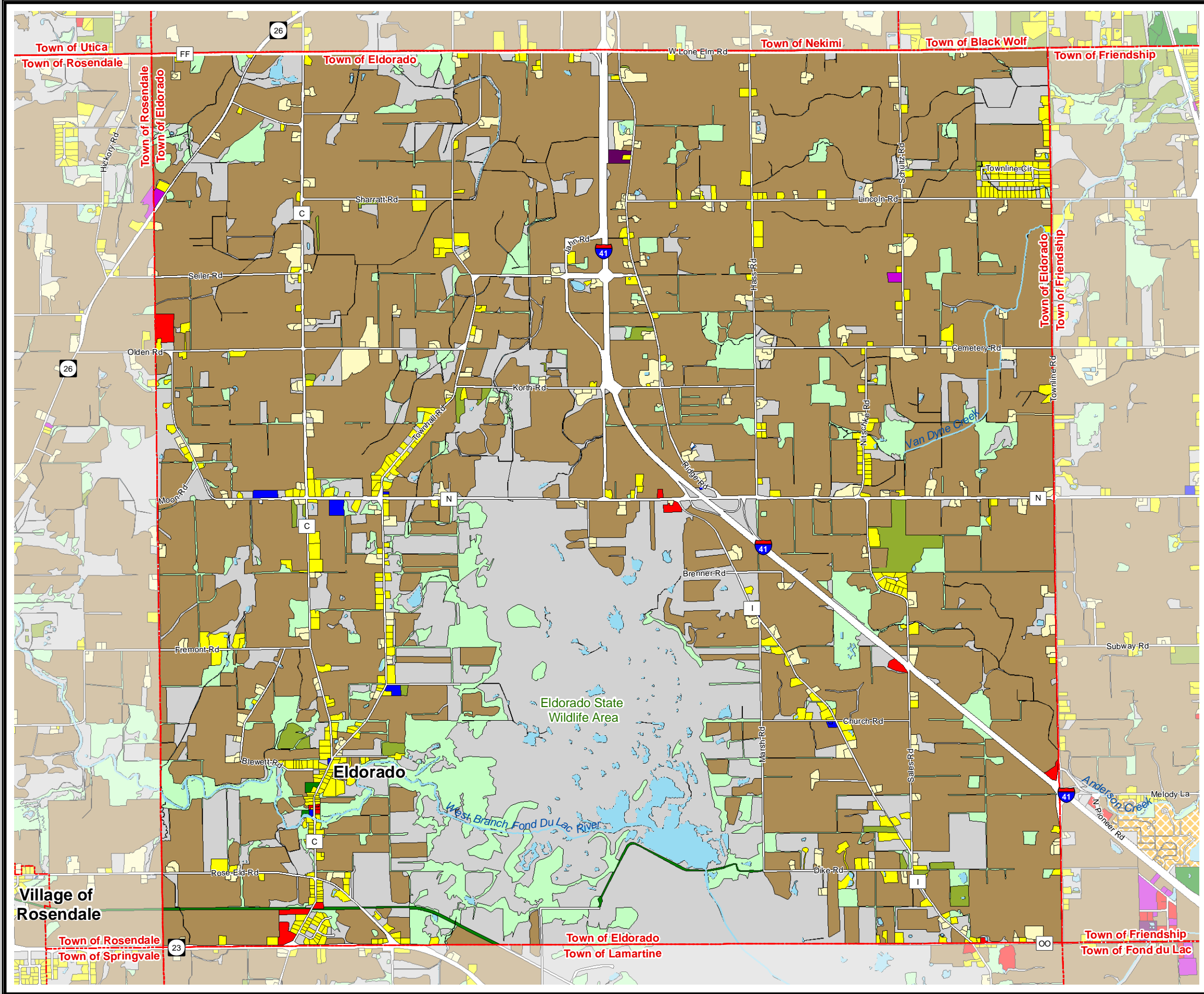


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Regional Planning Commission
ECWRPC

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Map B-2 Town of Eldorado Existing Land Use



- Single Family Residential
- Farmsteads
- Commercial
- Industrial
- Quarries
- Institutional Facilities
- Transportation
- Utilities/Communications
- Non-Irrigated Cropland
- Recreational Facilities
- Planted Woodlands
- General Woodlands
- Open Other Land
- Water

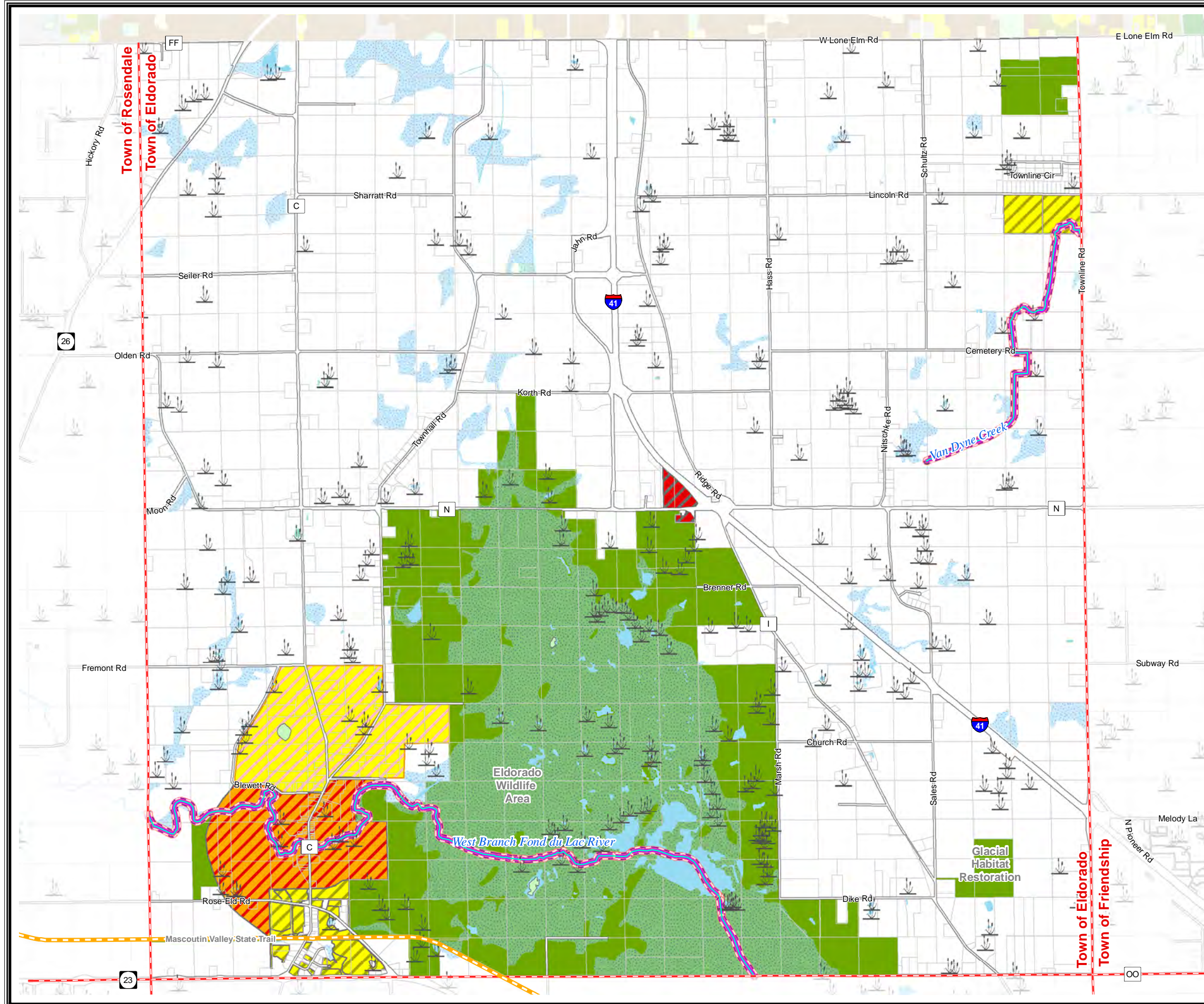
Source:
Base data Fond du Lac County 2018.
Land Use ECWRPC 2020

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Regional Planning Commission
ECWRPC

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Map B-3 Town of Eldorado Future Land Use



- Mascoutin Valley State Trail
- Streams
- Wetlands Less than 5 Acres
- Riparian Buffer 100 ft

Future Land Use

- Residential
- Transitional Residential
- Mixed Commercial / Light Industrial
- Mixed Use
- Wetlands Greater than 5 Acres
- DNR Managed Lands

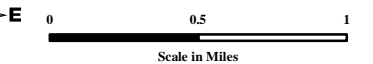
Map Description:

The Future Land Use Map shows areas where the town would like to see growth. It is a depiction of future development options. This illustrates the vision to guide Eldorado into the year 2040.

Existing Land Uses are shown on Maps B-1 and B-2 of what is currently on the ground in terms of development.



Source:
Base data provided by Fond du Lac County 2015.
Future Land Use provided by ECWRPC 2020.



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PREPARED SEPTEMBER 2020 BY:





APPENDIX C

ECONOMIC DEVELOPMENT

APPENDIX C: ECONOMIC DEVELOPMENT

INTRODUCTION

Planning for economic development is an on-going process in which a community organizes for the creation and maintenance of an environment that will foster both the retention and expansion of existing businesses and the attraction of new businesses. It is important to understand the existing resources that serve as assets for economic development efforts.

The state's "Smart Growth" legislation requires that the Economic Development element of a comprehensive plan contain objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion of the economic base and quality employment opportunities in the jurisdiction including an analysis of the labor force and economic base of the community. The element must also address strengths and weaknesses for economic development in the Town and identify key types of industry or business that the residents of the Town of Eldorado would like to see within it. This chapter, along with Chapter 2: Plan Framework and Implementation and Chapter 5: Economic Development addresses these requirements.

INVENTORY AND ANALYSIS

Determining what the existing economic conditions are within the Town of Eldorado provides a factual basis upon which to build the Town's goals, strategies, and recommendations. This section inventories the Town's labor force characteristics, provides an economic base analysis, discusses brownfield sites, presents economic projections, and provides an assessment of economic development strengths and weaknesses.

Some data in the following chapter was obtained from the American Community Survey (ACS). The ACS is an ongoing statistical survey by the U.S. Census Bureau representing a sample of the population over a period of time, differing from the Decennial U.S. Census where figures are based on actual counts during a point in time. ACS estimates are controlled to decennial population estimates and become less accurate over the decade, meaning estimates are only as accurate as the census count on which they are based.

ACS data can be used to draw conclusions, however, due to the limitations of these estimates, patterns can only be inferred through the data and consequently there is a larger margin of error (MOE). Small sample size increases the MOE, indicating inaccuracy and rendering the data unreliable. As a result, annual fluctuations in the ACS estimates are not meant to be interpreted as long-term trends and caution should be taken when drawing conclusions about small differences between two estimates because they may not be statistically different. It should also be noted when comparing ACS multi-year estimates with decennial census numbers that some areas and subjects must be compared with caution, or not compared at all.

Labor Force Characteristics

Labor Force

Labor force is defined as individuals currently with a job (the employed); and those without a job and actively looking for one (the unemployed). Labor force trends are one indicator of the economy's performance. Labor force trends can demonstrate the rate of growth of the labor force as well as the extent potential workers are able to find jobs. **According to the 2013-2017 ACS 5-Year Estimates, 71.7 percent of the Town of Eldorado's population 16 years old and older was in the civilian labor force** (Table C-1). This was slightly higher than Fond du Lac County's participation rate of 67.4 percent and the State of Wisconsin's participation rate of 66.8 percent. In 2000, the Town of Eldorado's participation rate was approximately 75.4 percent. Between the two time periods, participation rates in the Town of Eldorado decreased by about 8 percent.

Table C-1: Population 16 Years Old and Older in Civilian Labor Force, 2000 and 2013-2017 ACS 5-Year Estimates

Jurisdiction	2000			2013-2017 5-Year Estimate					
	Total	In Labor Force		Total		In Labor Force			
		Number	Percent	Estimate	MOE +/-	Estimate	MOE +/-	Percent	MOE +/-
T. Eldorado	1,104	872	79.0%	1,326	115	951	103	71.7%	4.4%
Fond du Lac County	76,009	53,683	70.6%	82,241	156	55,399	645	67.4%	0.8%
Wisconsin	4,157,030	2,869,236	69.0%	4,618,274	1,040	3,085,151	5,462	66.8%	0.1%

Source: U.S. Census 2000, DP-3; 2013-2017 American Community Survey 5-Year Estimates, DP03

Unemployment

The unemployment rate is calculated by dividing the number of unemployed persons by the total civilian workforce. **Although all jurisdictions** (Table C-2) **experienced an increase in the total number of employed persons from 2000 to the 2013-2017 ACS 5-Year Estimates, the Town of Eldorado was the only jurisdiction to experience a decline in the overall employment rate.** In 2000, 98.2 percent of the civilian labor force was employed in the Town of Eldorado. This was slightly more than Fond du Lac County (95.7%) and the state (95.3%). By the 2013-2017 ACS 5-Year Estimates, 97.2 percent of the civilian labor force was employed in the Town. In comparison, 96.0 percent were employed in Fond du Lac County and 95.3% were employed in the state.

Table C-2: Employment Status, 16 Years and Older in Civilian Labor Force, 2000 and 2013-2017 ACS 5-Year Estimates

	Total Civilian Labor Force (2000)			Total Civilian Labor Force (2013-2017)				
	Total	Employed		Total		Employed		
	Number	Number	Percent	Estimate	MOE+/-	Estimate	MOE+/-	Percent
T. Eldorado	872	856	98.2%	951	103	924	103	97.2%
Fond du Lac County	53,683	51,374	95.7%	55,399	645	53,195	648	96.0%
Wisconsin	2,869,236	2,734,925	95.3%	3,085,151	5,462	2,939,880	6,150	95.3%

Source: U.S. Census 2000, 2013-2017 ACS 5-Year Estimates, DP-3

According to the Wisconsin Department of Workforce Development (DWD), overall unemployment rates have been declining in Fond du Lac County and Wisconsin since 2009 (Table C-3). The high unemployment rates in 2009 are a result of the 2008 recession, coined “The Great Recession”.

Table C-3: Annual Average Unemployment Rates, 2009-2017

	2009	2010	2011	2012	2013	2014	2015	2016	2017
Fond du Lac County	9.0%	8.5%	7.3%	6.5%	6.1%	4.9%	4.1%	3.5%	2.8%
Wisconsin	8.6%	8.7%	7.8%	7.0%	6.7%	5.4%	4.5%	4.0%	3.3%

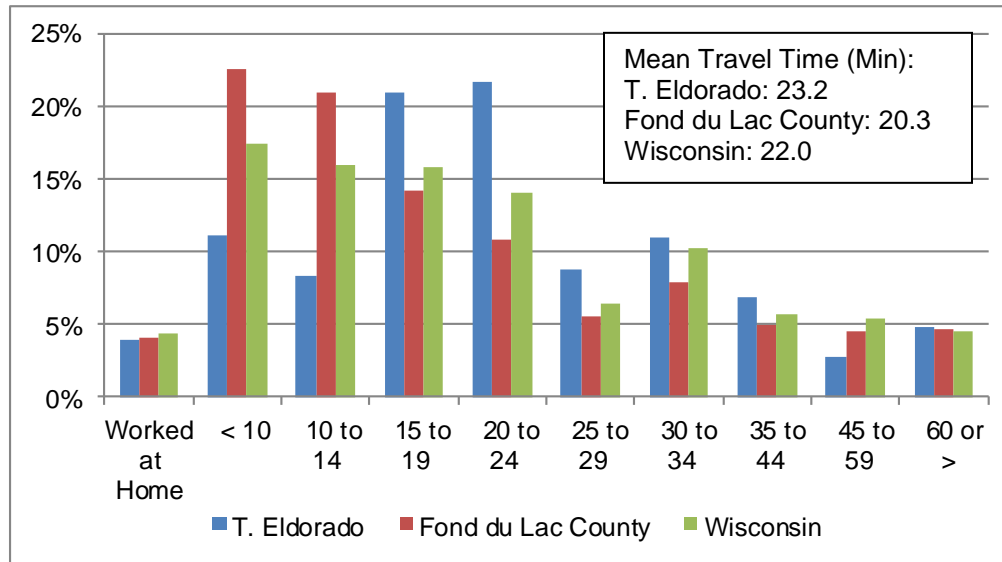
Source: WI Dept. of Workforce Development, Office of Economic Advisors, LAUS 2009-2017, Benchmark 2017 (2017-2013), 2016 (2012), 2015 (2010-2011-Fond du Lac County)/2011-Wisconsin, 2014 (2009-Fond du Lac County/2010-2009-Wisconsin), not seasonally adjusted

According to the Wisconsin Department of Workforce Development, the unemployment rate was 2.8 percent in Fond du lac County in 2017 and 3.3 percent in Wisconsin. This information indicates that unemployment has fallen 6.2 percent in Fond du Lac County since 2009, and 5.4 percent in Wisconsin since 2010.

Commuting Patterns

Commuting patterns provide some indication of the distance residents have to travel to find employment. **According to the 2013-2017 ACS 5-Year Estimates, the Town’s workforce traveled an average of 23.2 minutes to their workplace** (Figure C-1, Table CC-1). This was more than both the county (20.3 minutes) and the state (22.0 minutes).

Figure C-1: Percent of Travel Time to Work, 2013-2017 ACS 5-Year Estimates

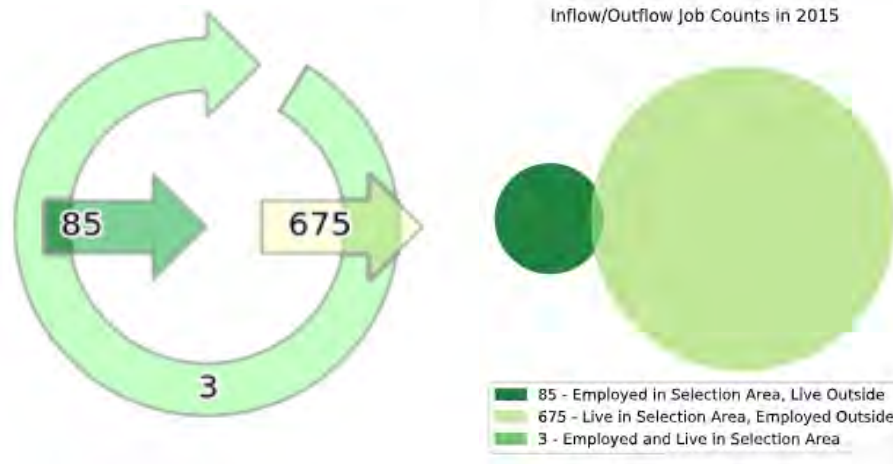


Source: U.S. Census 2013-2017 ACS 5-Year Estimates, B08303, DP03
 Note: Margin of Error not Shown

Average commute time increased in the Town of Eldorado but decreased in Fond du Lac County and Wisconsin between 2000 and the 2013-2017 ACS 5-Year Estimates (Figure C-1 and Tables CC-1 and CC-2). **In 2000, the mean travel time for Town of Eldorado residents was 23.9 minutes or 0.7 minutes longer than the 2013-2017 ACS 5-Year Estimates.** While at the same time, average commute times in Fond du Lac County decreased by 1.6 minutes and in the state by 1.2 minutes between 2000 and the 2013-2017 ACS 5-Year Estimates. Analyzing journey to work data illustrates the interconnectedness of the Town’s economy with communities throughout the Fond du Lac region and beyond. The U.S. Census, Center for Economic Studies “On the map” data¹ provides an analysis of workplace destinations at the census block level. In 2015, 85 people work in the Town of Eldorado, but live outside; 3 people live and work within the Town; and 675 people live within the Town but work outside (Figure C-2).

¹ <http://onthemap.ces.census.gov/>.

Figure C-2: Employment Inflow/Outflow, 2015



Tables C-4 and C-5 illustrate where Town of Eldorado residents work and where those who work in Town of Eldorado live. **The top workplace destinations for Town of Eldorado residents include the City of Fond du Lac (29.9%), the City of Oshkosh (10.0%), the City of Milwaukee (2.5%), the City of Ripon (2.5%), and the Village of Rosendale (2.5%)** (Table C-4). **The top places of residence for persons working in the Town include the City of Fond du Lac (12.5%), City of Ripon (4.5%), Village of North Fond du Lac (3.4%), City of Oshkosh (3.4%) and the Village of Rosendale (3.4%)** (Table C-5).

Table C-4: Top 10 Places of Employment for Town of Eldorado Residents, 2015

Rank	MCD	No. Workers	Percent
1	City of Fond du Lac	203	29.9%
2	City of Oshkosh	68	10.0%
3	City of Milwaukee	17	2.5%
4	City of Ripon	17	2.5%
5	Village of Rosendale	17	2.5%
6	City of Madison	12	1.8%
7	City of Appleton	9	1.3%
8	City of Waupun	9	1.3%
9	City of Neenah	8	1.2%
10	Village of North Fond du Lac	7	1.0%
	Other	311	45.9%
	Total	678	100.0%

Source: <http://onthemap.ces.census.gov/>. All workers, Primary Jobs.

Table C-5: Top 10 Places of Residence for Town of Eldorado Employees, 2015

Rank	MCD	No. Workers	Percent
1	City of Fond du Lac	11	12.5%
2	City of Ripon	4	4.5%
3	Village of North Fond du Lac	3	3.4%
4	City of Oshkosh	3	3.4%
5	Village of Rosendale	3	3.4%
6	Village of Arlington Heights, IL	2	2.3%
7	City of Milwaukee	2	2.3%
8	City of Portage	2	2.3%
9	City of Piggott, AR	1	1.1%
10	Village of Hoffman Estates, IL	1	1.1%
	Other	56	63.6%
	Total	88	100.0%

Source: <http://onthemap.ces.census.gov/>. All workers, Primary Jobs.

Economic Base Analysis

Employment

The composition and types of employment provide a snapshot of the Town and area's economic base. Table CC-3 at the back of this appendix indicates that **the top three occupations for Town residents were Management, Business, Science, and Arts occupations (26.8%); Sales and Office occupations (25.3%); and Natural Resources, Construction, and**

Maintenance occupations (17.0%)². Around a third of county (30.2%) and state (35.5%) workers were employed in Management, Business, Science, and Arts occupations; as a result this garnered the largest share of workers at these levels as well. Like the Town, the second largest share of workers in the county (21.1%) and the state (22.5%) were employed in Sales and Office Occupations. Production, Transportation, and Material Moving Occupations also garnered 21.1 percent of Fond du Lac County workers and was therefore tied for second place. Service Occupations had the third largest share of workers in the state (16.8%).

The top two industry sectors for the Town of Eldorado, Fond du Lac County and the state were the Educational, Health and Social Services sector and the Manufacturing sector³ which employed about 40 percent of workers (Table CC-4). The Manufacturing sector employed about a fifth (21.3%) of Town of Eldorado and state employees (18.4%) about a quarter of county (23.6%) employees according to the 2013-2017 ACS 5-Year Estimates. About a quarter of state residents (23.2%), a fifth of county workers (20.4%) and about 16 percent (15.5%) of Eldorado employees were employed in the Educational, Health and Social Services sector. The Construction sector was the third largest employment industry in The Town of Eldorado (14.1%), while the Retail Trade sector was the third largest employment industry in Fond du Lac County (10.5%) and the state (11.3%).

Local Employers

Table CC-5 at the end of Appendix C lists the top employers with facilities located in the Town of Eldorado. The top three employers include the Eldorado Volunteer Fire Department (35 employees), Generation Lanes (15 employees) and Dave Rabe Trucking & Excavation (10 employees).

Employment Forecast

Employment forecasts for Fond du Lac County were developed utilizing Economic Modeling Specialists International's (EMSI) Analyst program. **Projections indicate that overall employment will increase by about three percent in Fond du Lac County between 2018 and 2028** (Table C-6). The largest industry in Fond du Lac County in 2028 will be Manufacturing (11,002 jobs or 21% of total employment), followed by Health Care and Social Assistance (7,510 jobs or 14.1% of total employment). Industries experiencing the largest growth will occur within Management of Companies and Enterprises (53%), Real Estate and Rental and Leasing (31%), Professional, Scientific, and Technical Services (14%) and Health Care and Social Assistance (14%). Increases in employment are also expected to occur in Construction (13%), Wholesale Trade (9%), Arts, Entertainment, and Recreation (9%), Administrative and Support and Waste Management and Remediation Services (7%), Educational Services (6%), Utilities (4%), Retail Trade (2%) and Finance and Insurance (1%). Industries expected to see decreases include Mining, Quarrying, and Oil and Gas Extraction

² U.S. Census 2013-2017 ACS 5-Year Estimates, DP03.

³ U.S. Census 2003-2017 ACS 5-Year Estimates, DP03.

(-36%), Other Services (except Public Administration) (-9%), Transportation and Warehousing (-6%), Information (-6%), Government (-6%), Accommodation and Food Services (-2%), Manufacturing (-1%) and Agriculture, Forestry, Fishing and Hunting (-0%).

Table C-6: Fond du Lac County Industry Employment Projections, 2018-2028

NAICS Code	Description	2018 Jobs	2028 Jobs	2018 - 2028 Change	2018 - 2028 % Change	2018 Total Earnings
11	Agriculture, Forestry, Fishing and Hunting	1,626	1,618	(8)	(0%)	\$35,206
21	Mining, Quarrying, and Oil and Gas Extraction	190	122	(68)	(36%)	\$64,542
22	Utilities	202	210	8	4%	\$114,038
23	Construction	3,310	3,731	421	13%	\$70,941
31	Manufacturing	11,078	11,002	(76)	(1%)	\$70,662
42	Wholesale Trade	1,744	1,894	150	9%	\$65,407
44	Retail Trade	5,603	5,693	90	2%	\$32,836
48	Transportation and Warehousing	1,631	1,541	(90)	(6%)	\$59,121
51	Information	867	819	(48)	(6%)	\$49,417
52	Finance and Insurance	1,620	1,636	16	1%	\$68,770
53	Real Estate and Rental and Leasing	436	571	135	31%	\$38,910
54	Professional, Scientific, and Technical Services	1,144	1,304	160	14%	\$64,379
55	Management of Companies and Enterprises	371	569	198	53%	\$67,860
56	Administrative and Support and Waste Management and Remediation Services	1,648	1,767	119	7%	\$36,611
61	Educational Services	1,522	1,611	89	6%	\$30,230
62	Health Care and Social Assistance	6,572	7,510	938	14%	\$61,559
71	Arts, Entertainment, and Recreation	464	506	42	9%	\$20,930
72	Accommodation and Food Services	3,768	3,691	(77)	(2%)	\$16,200
81	Other Services (except Public Administration)	2,217	2,012	(205)	(9%)	\$26,002
90	Government	5,966	5,602	(364)	(6%)	\$61,373
99	Unclassified Industry	0	0	0	0%	\$0
	Total	51,978	53,410	1,432	3%	\$53,485

Source: 2019.1 – QCEW Employees, Non-QCEW Employees, and Self-Employed - EMSI Q1 2019 Data Set

Economic Development Strategy and Assessment

A variety of factors influence the economic climate of the Town of Eldorado, learning what the Town's strengths and weaknesses are will help the Town build upon its assets and develop strategies to overcome its challenges.

Strengths and Weaknesses

By developing a set of strengths and weaknesses, the Town of Eldorado is better prepared to develop an economic development strategy. These strengths and weaknesses are listed below.

Strengths:

- Superb highway access, particularly USH 41.
- Close proximity to Fond du Lac and the Fox Valley.
- An attractive and safe community atmosphere that provides for a high quality of living.
- Quality school districts serving the area.
- Reasonable tax rates and relatively low land values.
- Access to recreational areas such as parks and the Eldorado Marsh.
- Natural areas and open space.
- High educational attainment.
- Mid-high-income – suggesting disposable income to support non-essential businesses (i.e. entertainment, restaurants, and specialty shops).

Weaknesses:

- Residents can easily drive to Fond du Lac to purchase services and products.
- Similarly, many residents travel outside of the Town to work and find shopping, dining and entertainment choices in nearby cities.
- Lack of businesses catering to people's everyday needs that further entices residents to drive to Fond du Lac.
- Competition from existing development centers limits the market area for businesses in Eldorado.
- Opposition to development from Town residents who perceive business uses as a threat to the Town's rural, agricultural character and quality of living.
- Availability of infrastructure. (e.g. sewer, water and telecommunications)
- Networking opportunities for businesses.
- Access to high speed internet.
- Business attraction.
- Lack of public transportation.
- Lack of diversity in economic base and employment options.
- Lack of amenities and service needs for seniors.

Economic Development Focus

The goals, strategies and recommendations for economic development are provided in Chapter 2, Plan Framework and Implementation. The Economic Development Framework Plan presents the economic development focus for the Town of Eldorado. According to the framework plan, the Town should support redevelopment opportunities which will allow for business growth,

encourage revitalization, meet community needs and support eco-tourism opportunities in the hamlet of Eldorado.

Future Sites for Business and Industry

Locations for future business and industrial development are shown on Map B-3, "Future Land Use". Future Mixed Commercial and Light Industrial District is located near the CTH N and I-41 interchange with Mixed Use expanded within the hamlet area.

Brownfield Redevelopment. Brownfields are sites where development or redevelopment is complicated by real or perceived hazardous substances, pollutants, or contamination. Knowing the location of brownfields and the extent of pollution greatly improves the likelihood that these sites will be redeveloped. The Wisconsin Department of Natural Resources Remediation and Redevelopment (RR) Program oversees the investigation and cleanup of environmental contamination and the redevelopment of contaminated properties. The RR Sites Map includes, but is not limited to the following environmental data:

- completed and ongoing investigations and cleanups of contaminated soil and/or groundwater;
- public registry of sites with residual soil or groundwater contamination, or where continuing obligations have been put in place;
- cleanup of sites under the federal Superfund (CERCLA) statute;
- liability exemptions and clarifications at contaminated properties (i.e. brownfields); and
- DNR funding assistance.

The status of cleanup actions for sites in the RR Sites Map is tracked via the Bureau of Remediation and Redevelopment Tracking System (BRRTS).

The Wisconsin Department of Natural Resources Bureau for Remediation and Redevelopment maintains a listing of brownfields and contaminated sites. This website lists 26 entries for the Town of Eldorado, classified in the following four categories: Leaking Underground Storage Tank (LUST), SPILLS, No Action Required (NAR) and Environmental Repair (ERP) (Table CC-6). The Town's entries and corresponding categories are described in further detail below:

- ***There were 4 Leaking Underground Storage Tanks (LUST) indicated for the Town of Eldorado.*** The WDNR defines LUST sites as having "contaminated soil and/or groundwater with petroleum, which includes toxic and cancer causing substances." ***All LUST sites listed within the directory are closed.***
- ***There were 19 SPILLS indicated for the Town of Eldorado.*** The WDNR defines SPILLS as a "discharge of a hazardous substance that may adversely impact, or

threaten to impact public health, welfare or the environment. Spills are usually cleaned up quickly. **All SPILL sites listed within the directory are closed.**

- **There were 2 No Action Required by RR Program (NAR) for the Town of Eldorado.** The WDNR defines NAR as “there was or may have been a discharge to the environment and, based on the known information, the DNR has determined that the responsible party does not need to undertake an investigation or cleanup in response to that discharge.
- **There was 1 Environmental Repair site (ERP) indicated for the Town of Eldorado.** The WDNR defines ERPs as “sites other than LUSTs that have contaminated soil and/or groundwater. Examples include industrial spills (or dumping) that need long term investigation, buried containers of hazardous substances, and closed landfills that have cause contamination.” The **ERP site is listed as open.** The United Coop (formally Eldorado Farm Center located at N7392 CTH C is listed for a soil contamination. The site was transferred to DATCP and is no longer under DNR jurisdiction.

The Town of Eldorado could complete and maintain an inventory of existing vacant buildings and land identified as “Brownfields”. This information could be used to encourage infill development and redevelopment opportunities that take advantage of existing infrastructure and services and removes blight created by vacant and dilapidated buildings and parcels. Once identified, the Town could utilize state and federal programs to further study, clean, and redevelop these Brownfields.

ADDITIONAL TABLES

Table CC-1: Travel Time to Work, 2013-2017 ACS 5-Year Estimates

	T. Eldorado			Fond du Lac County			Wisconsin		
	Estimate	MOE+/-	Percent	Estimate	MOE+/-	Percent	Estimate	MOE+/-	Percent
Total:	918	104	100.0%	52,411	6,175	100.0%	2,893,314	6,175	100.0%
Worked at Home	36	20	3.9%	2,091	254	4.0%	126,083	1,925	4.4%
Less than 5 minutes	55	26	6.0%	3,136	309	6.0%	121,910	2,045	4.2%
5 to 9 minutes	47	26	5.1%	8,685	589	16.6%	380,739	3,094	13.2%
10 to 14 minutes	76	28	8.3%	11,009	657	21.0%	459,490	3,499	15.9%
15 to 19 minutes	192	52	20.9%	7,429	507	14.2%	458,605	3,929	15.9%
20 to 24 minutes	199	53	21.7%	5,635	484	10.8%	408,150	3,915	14.1%
25 to 29 minutes	81	34	8.8%	2,923	295	5.6%	187,153	2,468	6.5%
30 to 34 minutes	100	38	10.9%	4,135	328	7.9%	297,752	3,255	10.3%
35 to 39 minutes	27	18	2.9%	1,328	178	2.5%	78,264	1,509	2.7%
40 to 44 minutes	36	22	3.9%	1,230	213	2.3%	87,476	1,516	3.0%
45 to 59 minutes	25	17	2.7%	2,391	258	4.6%	156,753	2,162	5.4%
60 to 89 minutes	18	13	2.0%	1,449	158	2.8%	85,476	1,628	3.0%
90 or more minutes	26	19	2.8%	970	196	1.9%	45,463	1,202	1.6%
Mean Travel Time (in minutes)	23.2	2.2		20.3	0.6		22	0.1	

Source: U.S. Census 2013-2017 ACS 5-Year Estimates, B08303, DP03

Table CC-2: Travel Time to Work, 2000

	T. Eldorado		Fond du Lac		Wisconsin	
	Number	Percent	Number	Percent	Number	Percent
Total:	847	100.0%	50,732	100.0%	2,690,704	100.0%
Worked at Home	74	8.7%	1,762	3.5%	105,395	3.9%
Less than 10 minutes	65	7.7%	12,873	25.4%	533,891	19.8%
10 to 14 minutes	75	8.9%	10,670	21.0%	476,569	17.7%
15 to 19 minutes	197	23.3%	7,455	14.7%	440,637	16.4%
20 to 24 minutes	197	23.3%	5,754	11.3%	372,180	13.8%
25 to 29 minutes	59	7.0%	2,534	5.0%	159,448	5.9%
30 to 34 minutes	75	8.9%	3,757	7.4%	248,714	9.2%
35 to 44 minutes	37	4.4%	2,082	4.1%	120,661	4.5%
45 to 59 minutes	19	2.2%	1,943	3.8%	120,028	4.5%
60 to 89 minutes	22	2.6%	1,299	2.6%	68,071	2.5%
90 or more minutes	27	3.2%	603	1.2%	45,110	1.7%
Mean Travel Time (in minutes)	23.9	-	18.7	-	20.8	-

Source: U.S. Census 2000, QT-P23; DP-3

Table CC-3: Employment by Occupation, 2013-2017 ACS 5-Year Estimates

	Town of Eldorado			Fond du Lac County			Wisconsin		
	Estimate	MOE+/-	Percent	Estimate	MOE+/-	Percent	Estimate	MOE+/-	Percent
Management, business, science, and arts occupations	248	52	26.8%	16,088	613	30.2%	1,043,515	7,745	35.5%
Service occupations	134	49	14.5%	8,821	534	16.6%	495,207	4,650	16.8%
Sales and office occupations	234	59	25.3%	11,208	599	21.1%	662,890	4,063	22.5%
Natural resources, construction, and maintenance occupations	157	49	17.0%	5,877	425	11.0%	249,436	2,703	8.5%
Production, transportation, and material moving occupations	151	38	16.3%	11,201	630	21.1%	488,832	4,486	16.6%
Employed civilian population 16 years and over	924	103	100%	53,195	648	100%	2,939,880	5,150	100%

Source: U.S. Census 2013-2017 ACS 5-Year Estimates, DP03

Table CC-4: Employment by Industry, ACS 2013-2017 5-Year Estimates

	Town of Eldorado			Fond du Lac County			Wisconsin		
	Estimate	MOE+/-	Percent	Estimate	MOE+/-	Percent	Estimate	MOE+/-	Percent
Agriculture, forestry, fishing and hunting, and mining	59	25	6.4%	2,120	264	4.0%	70,575	1,426	2.4%
Construction	130	42	14.1%	3,722	315	7.0%	160,587	2,202	5.5%
Manufacturing	197	52	21.3%	12,552	606	23.6%	540,274	4,404	18.4%
Wholesale trade	23	18	2.5%	1,132	178	2.1%	79,418	1,519	2.7%
Retail trade	115	37	12.4%	5,586	443	10.5%	331,399	3,460	11.3%
Transportation and warehousing, and utilities	21	11	2.3%	2,315	279	4.4%	127,961	2,253	4.4%
Information	6	6	0.6%	934	155	1.8%	48,221	1,335	1.6%
Finance, insurance, real estate, and rental and leasing	30	16	3.2%	2,810	316	5.3%	177,957	2,203	6.1%
Professional, scientific, management, administrative, and waste management services	29	17	3.1%	2,773	308	5.2%	243,554	3,113	8.3%
Educational, health and social services	143	42	15.5%	10,866	493	20.4%	682,285	5,062	23.2%
Arts, entertainment, recreation, accommodation and food services	47	29	5.1%	3,837	350	7.2%	254,526	3,801	8.7%
Other services (except public administration)	38	17	4.1%	2,426	294	4.6%	121,136	1,981	4.1%
Public administration	86	39	9.3%	2,122	260	4.0%	101,987	1,565	3.5%
Civilian employed population 16 years and over	924	103	100%	53,195	648	100%	2,939,880	6,150	100%

Source: U.S. Census 2013-2017 ACS 5-Year Estimates, DP03

Table CC-5: Largest Employers for Town of Eldorado

Employer Name	Address	NAICS	Industry	No. Employees
Eldorado Volunteer Fire Department	CTH N, Eldorado	92216003	Fire Protection	35
Generation Lanes	CTH C, Eldorado	71395001	Bowling Centers	15
Dave Rabe Trucking & Excavation	Townline Rd., Van Dyne	23891006	Site Preparation Contractors	10
Glacier Ridge Animal Farm	Ridge Rd., Van Dyne	54194009	Veterinary Services	8
Eldorado Trailer Sales	CTH C, Eldorado	44122826	Motorcycle, ATV, & All Other Motor Vehicle Dealers	7
J & J Excavating LLC	CTH N, Van Dyne	23891006	Site Preparation Contractors	7
Riggs Marine SVC Inc.	Lincoln Rd., Eldorado	71393003	Marina's	7
Mike Rabe Trucking Inc.	CTH C, Eldorado	48423013	Specialized Freight (except used goods) Trucking, Long Distance	7
Brenner's Bowl	CTH C, Eldorado	71395001	Bowling Centers	6
Compost Joe's Dirt Farm LLC	Ridge Rd., Van Dyne	32531402	Fertilizer (Mixing Only) Manufacturing	6
All Cean Lot Sweeping	Townline Rd., Van Dyne	56299806	All other miscellaneous Waste Management Services	5
Lasting Impressions	CTH C, Eldorado	81211202	Beauty Salons	4
Eldorado Town Office	CTH C, Eldorado	92112006	Legislative Bodies	4
Lake & Pond Resource Dept.	Town Hall Rd., Eldorado	23799024	Other Heavy & Civil Engineering Construction	4
Solid Rock Drywall-Plastering	Olden Rd, Eldorado	23831003	Drywall and Insulation Contractors	4
Fink Electric	W. Lone Elm Rd, Van Dyne	23821007	Electrical Contractors & Other Wiring Insulation Contractors	4

Source: Business Analyst 10.6.1 – 2018 point data, Infogroup

Table CC-6: WDNR BRRTS on the Web

Activity Name	Address	Municipality	Zip	County	Status	Jurisdiction	Activity Type
ROBERTS TRUCKING INC	N9250 STH 26	ELDORADO	54932	FOND DU LAC	CLOSED	DNR	LUST
ROBERTS TKC INC	N9250 STH 26	ELDORADO	54932	FOND DU LAC	CLOSED	DNR	SPILL
WILLIS EQUIPMENT	W9065 STH 23	ELDORADO		FOND DU LAC	CLOSED	DNR	LUST
ELDORADO FEED & SUPPLY	N7411 CTH C	ELDORADO		FOND DU LAC	CLOSED	DNR	LUST
ELDORADO FARM CENTER	N7411 CTH C	ELDORADO		FOND DU LAC	CLOSED	DNR	SPILL
HWY 41 NB MM 104	USH 41 NB MM 104	ELDORADO		FOND DU LAC	CLOSED	DNR	SPILL
RIDGE RD .25 MI N OF LINCOLN RD	RIDGE RD 1/4 MI N OF LINCOLN	ELDORADO		FOND DU LAC	CLOSED	DNR	SPILL
RAINBOW FARM CENTER	CTH C	ELDORADO	54932	FOND DU LAC	CLOSED	DNR	SPILL
ELDORADO MARSH - WI DNR PROPERTY	ELDORADO MARSH	ELDORADO		FOND DU LAC	CLOSED	DNR	SPILL
ELDORADO MARSH - WI DNR PROPERTY	ELDORADO MARSH	ELDORADO		FOND DU LAC	CLOSED	DNR	SPILL
HWY 41 100 YDS N OF KORTH RD	USH 41 100 YDS N OF KORTH RD	ELDORADO		FOND DU LAC	CLOSED	DNR	SPILL
HWY C & HWY NN	CTH C & CTH NN	ELDORADO		FOND DU LAC	CLOSED	DNR	SPILL
USF HOLLAND TRUCKING	USH 41 .25 MI S OF CTH I/N	ELDORADO		FOND DU LAC	CLOSED	DNR	SPILL
FREIBERG PROPERTY	N8280 TOWN HALL RD	ELDORADO		FOND DU LAC	CLOSED	DNR	LUST
FREIBERG PROPERTY	N8280 TOWN HALL RD	ELDORADO		FOND DU LAC	CLOSED	DNR	SPILL
HWY 41 & LINCOLN RD	USH 41 & LINCOLN RD	ELDORADO		FOND DU LAC	CLOSED	DNR	SPILL
RIGGS MARINE	9092 W LINCOLN RD	ELDORADO	54932	FOND DU LAC	NAR	DNR	NAR
CHT C .25 MI N OF SHARRAT RD	CHT C	ELDORADO		FOND DU LAC	CLOSED	DNR	SPILL
CHT C .10 MI S OF LINCOLN RD	CHT C	ELDORADO		FOND DU LAC	CLOSED	DNR	SPILL
HWY 41 & TOWN LINE RD	USH 41 & TOWN LINE RD	ELDORADO		FOND DU LAC	CLOSED	DNR	SPILL
UNITED COOP (FRMRLY ELDORADO FARM CENTER)	N7392 CTH C	ELDORADO TN	54932	FOND DU LAC	OPEN	DATCP	ERP
ELDORADO FARM CENTER	N7392 CTH C	ELDORADO TN	54932	FOND DU LAC	CLOSED	DATCP	SPILL
PICKETT COOPERATIVE @ELDORADO	N7392 CTH C	ELDORADO TN	54932	FOND DU LAC	CLOSED	DATCP	SPILL
TOWN OF ELDORADO GARAGE (FORMER)	N8501 TOWN HALL RD	ELDORADO TN	54932	FOND DU LAC	NAR	DNR	NAR
HWY 41 SPILL	USH 41	ELDORADO		FOND DU LAC	CLOSED	DNR	SPILL
WESTERN NATIONAL MUTUAL INSURANCE SPILL	STH 26	ELDORADO		FOND DU LAC	CLOSED	DNR	SPILL

Source: WDNR BRRTS, <https://dnr.wi.gov/topic/Brownfields/botw.html>. Accessed 2/28/19



APPENDIX D

HOUSING

APPENDIX D: HOUSING

INTRODUCTION

Planning for housing will ensure that the Town of Eldorado's housing needs are met. The design, placement and density of housing impacts the overall appearance and character of a community by defining a sense of place and encouraging or discouraging social interaction between residents. It influences the cost of housing and the cost and efficiency of other plan elements such as roadways, school transportation (e.g. busing vs. walking), economic development and the provision of public utilities.

The "Smart Growth" legislation requires that the housing element contain objectives, policies, goals, maps and programs to meet current and future housing needs of the Town of Eldorado, by developing and promoting policies that provide a range of housing choices for Town residents which meet the needs of all income levels, age groups, and persons with special needs. An assessment of age, structural, value, and occupancy characteristics of the Town's housing stock is also required. This appendix, along with Chapter 2: Plan Framework and Implementation and Chapter 6: Housing addresses these requirements.

INVENTORY AND ANALYSIS

Developing a baseline of housing characteristics for the Town of Eldorado provides a foundation upon which to build the Town's goals, objectives, policies and recommendations. Some data in the following chapter was obtained from the American Community Survey (ACS). The ACS is an ongoing statistical survey by the U.S. Census Bureau representing a sample of the population over a period of time, differing from the Decennial U.S. Census where figures are based on actual counts during a point in time. ACS estimates are controlled to decennial population estimates and become less accurate over the decade, meaning estimates are only as accurate as the census count on which they are based.

ACS data can be used to draw conclusions, however, due to the limitations of these estimates, patterns can only be inferred through the data and consequently there is a larger margin of error (MOE). Small sample size increases the MOE indicating inaccuracy and rendering the data unreliable. As a result, annual fluctuations in the ACS estimates are not meant to be interpreted as long-term trends and caution should be taken when drawing conclusions about small differences between two estimates because they may not be statistically different. It should also be noted when comparing ACS multi-year estimates with decennial census estimates that some areas and subjects must be compared with caution, or not compared at all.

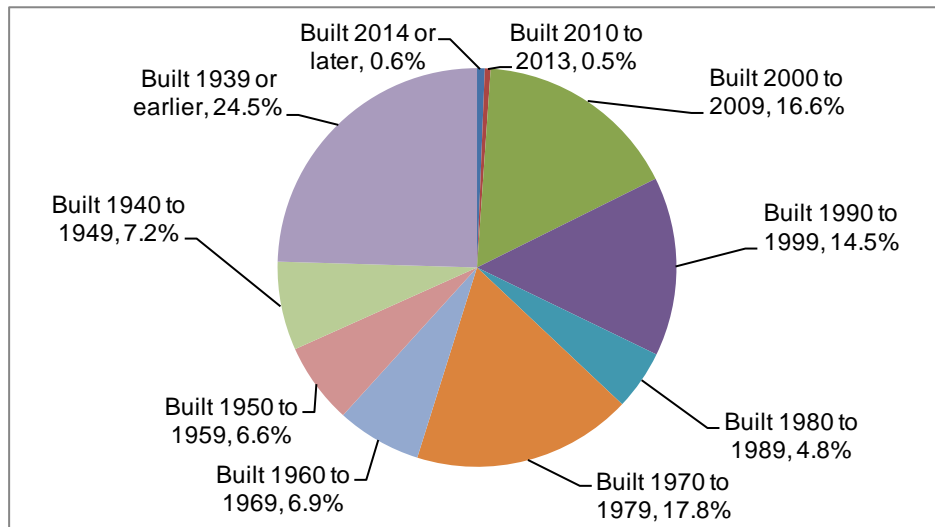
Housing Stock Characteristics

Age

The age of occupied dwelling units reflect the historic demand for additional or replacement housing units, thereby providing historic information regarding settlement patterns, household formation, migration trends and natural disaster impacts. The age of units by itself is not an indication of the quality of the housing stock. However, the age of occupied units can provide limited information regarding building construction and material content, as construction techniques and materials change over time.

Slightly more than half (54.8%) of the existing housing stock in the Town of Eldorado was built after 1970 (Figure D-1, Table DD-1). The largest increases in new housing stock during this time period occurred from 1970-1979 (17.8%), 1990 and 1999 (14.5%) and 2000 to 2009 (16.6%).

Figure D-1: Occupied Dwelling Units by Year Built, 2013-2017 ACS 5-Year Estimates



Source: U.S. Census, 2013-2017 American Community Survey 5-Year Estimates, DP04

Note: This figure does not include margin of error, which for some years is significant and would render this data less reliable.

Structural Type

Structural type is one indication of the degree of choice in the housing market. Housing choice by structural type includes the ability to choose to live in a single family home, duplex, multi-unit building or mobile home. Availability of units by type is indicative not only of market demand, but also of zoning laws, developer preferences and access to public services. Current state sponsored local planning goals encourage communities to provide a wide range of choice in housing types, as housing is not a 'one size fits all' commodity.

As with most communities in East Central Wisconsin, the dominant housing type in the Town of Eldorado is single family housing. **According to the 2013-2017 ACS 5-Year Estimates, 96.1 percent of the residential structures in the Town were comprised of single family (one) units** (Table DD-2). Single family units comprised a larger share of the housing units in the Town of Eldorado than in Fond du Lac County (74.5%) or the state (70.9%). Mobile Homes comprised the remainder of housing units in the Town of Eldorado (3.9%). Multi-family units comprised the second highest percentage of housing units in Fond du Lac County (17.1%) and the state (19.1%).

Housing Conditions

Two census variables often used for determining housing conditions include units that lack complete plumbing facilities, kitchen facilities, telephone service and overcrowded units¹. Complete plumbing facilities include hot and cold piped water, flush toilet and a bathtub or shower. If any of these facilities is missing, the housing unit is classified as lacking complete plumbing facilities. Complete kitchen facilities for exclusive use include sink, refrigerator, and oven or burners. If any of these facilities is missing, the housing unit is classified as lacking complete kitchen facilities. The census defines overcrowding as more than one person per room in a dwelling unit.

Table D-1: Units Lacking Complete Plumbing and Kitchen Facilities and No Available Telephone Service, 2013-2017 ACS 5-Year Estimates

	Total Occupied Units		Units Lacking Complete Plumbing			Units Lacking Complete Kitchen Facilities			Units with No Available Telephone Service		
	Est.	MOE+/-	Est.	MOE+/-	Percent	Est.	MOE+/-	Percent	Est.	MOE+/-	Percent
Town of Eldorado	604	58	0	9	0.0%	0	9	0.0%	21	16	3.5%
Fond du Lac County	41,387	479	114	81	0.3%	501	156	1.2%	833	162	2.0%
Wisconsin	2,328,754	6,459	10,743	592	0.5%	21,041	813	0.9%	55,537	1,344	2.4%

Source: U.S. Census 2013-2017 ACS 5-Year Estimates, DP04

According to the 2013-2017 ACS 5-Year Estimates, occupied units lacking complete plumbing and kitchen facilities are not an issue in the Town of Eldorado (Table D-1).

While slightly more common, 3.5 percent of occupied units had no available telephone service. Overall, housing conditions were slightly worse at the county and state level. About two percent of occupied units lacked complete plumbing and kitchen facilities in Fond du Lac County (0.3% and 1.2%, respectively) and the state (0.5% and 0.9%, respectively). Though still uncommon, 2.0 percent of county units and 2.4 percent of state units had no available telephone service.

¹ U.S. Census Bureau.

Table D-2: Overcrowding, 2013-2017 ACS 5-Year Estimates

	Total Occupied Units		Overcrowding		
	Est.	MOE+/-	Est.	MOE+/-	Percent
Town of Eldorado	604	58	0	13	0.0%
Fond du Lac County	41,387	479	642	199	1.6%
Wisconsin	2,328,754	6,459	39,648	1,327	1.7%

Source: U.S. Census 2013-2017 ACS 5-Year Estimates, DP04

Overcrowding, per the 2013-2017 ACS 5-Year Estimates, is not an issue in the Town of Eldorado. No units were identified as overcrowded in the Town of Eldorado (Table D-2). Though still not an issue slightly more were identified in Fond du Lac County (1.6%) and Wisconsin (1.7%).

Subsidized and Special Needs Housing

Subsidized and special needs housing serves individuals who, because of financial difficulties, domestic violence situations, disabilities, age, alcohol and drug abuse problems, and/or insufficient life skills, need housing assistance or housing designed to accommodate their needs. In some instances, extended family structures and finances may allow families or individuals to cope privately with special needs. In most instances however, some form of assistance is needed. The housing needs of these populations vary based on their circumstances, health, economic conditions and success of educational, training, treatment or counseling programs.

The Wisconsin Department of Health Services website has a listing of directories for a number of assisted living options including Adult Day Care (ADC), Adult Family Homes (AFH), Community Based Residential Care Facilities (CBRF) and Residential Care Apartment Complex (RCAC). These facilities specialize in advanced age, developmentally disabled, irreversible dementia/Alzheimer, physically disabled, alcohol/drug dependent, emotionally disturbed/mental illness and traumatic brain injury. **There are no Assisted Living Facilities in the Town of Eldorado** (Table D-3). However, within Fond du Lac County, there are two ADC facilities with a combined capacity of 80, 41 AFH with a combined capacity of 161, 31 CBRF facilities with a combined capacity of 601 and nine RCAC with a total of 398 apartments.

Table D-3: Assisted Living Options, 2019

Assisted Living Option	Town of Eldorado		Fond du Lac County	
	Number	Capacity	Number	Capacity/ Apts.
Adult Day Care (ADC)	0	0	2	80
Adult Family Home (AFH)	0	0	41	161
Community Based Residential Facilities (CBRF)	0	0	31	601
Residential Care Apartment Complex (RCAC)	0	0	9	398
Total Units/Capacity	0	0	83	1,240

Source: Wisconsin Department of Health Services, Consumer Guide to Health Care - Finding and Choosing Health and Residential Care Providers in Wisconsin. ADC directory updated 12/27/18, AFH directory updated 1/25/19, CBRF directory updated 1/24/19 and RCAC directory updated 1/28/19.

Occupancy Characteristics

Occupancy Status

Occupancy status reflects the utilization of available housing stock. The total number of housing units includes renter-occupied, owner-occupied and various classes of vacant units. Vacant units include those units which are available for sale or rent and those which are seasonal, migrant, held for occasional use or other units not regularly occupied on a year-round basis.

In 2010, the Town of Eldorado's occupied housing stock was primarily composed of owner-occupied units (Table D-4). **Owner-occupied units accounted for about 92 percent (92.4%) of the occupied housing units in 2010, while rentals made up less than 8 percent (7.6%).** The percent of owner-occupied housing stock was greater than in the state (68.1%) and county (72.3%).

Table D-4: Occupancy Characteristics, 2010

	Occupied Housing Units	Owner Occupied Housing Units	Percent Owner Occupied	Renter Occupied Housing Units	Percent Renter Occupied
Town of Eldorado	539	498	92.4%	41	7.6%
Fond du Lac County	40,697	29,407	72.3%	11,290	27.7%
Wisconsin	2,279,768	1,551,558	68.1%	728,210	31.9%

Source: U.S. Census 2010, SF-1, DP-1

The share of owner-occupied housing units in the Town has increased since 2000, when 89.4 percent of the units were owner-occupied, and 10.6 percent were rental occupied (Table D-5). However, the percent of owner-occupied housing stock decreased in the county and state.

Table D-5: Occupancy Characteristics, 2000

	Occupied Housing Units	Owner Occupied Housing Units	Percent Owner Occupied	Renter Occupied Housing Units	Percent Renter Occupied
Town of Eldorado	490	438	89.4%	52	10.6%
Fond du Lac County	36,931	26,940	72.9%	9,991	27.1%
Wisconsin	2,084,544	1,426,361	68.4%	658,183	31.6%

Source: U.S. Census 2000, SF-1, DP-1

Vacancy Status

Vacant housing units are units that are livable, but not currently occupied. For a healthy housing market, communities should have a vacancy rate of 1.5 percent for owner-occupied units and 5 percent for year-round rentals. The number of migrant, seasonal and other vacant units will vary depending on the community's economic base. If vacancy rates are at or above the standard, the community may or may not have an adequate number of units for rent or sale. Additional information such as choice in housing and housing affordability is needed to determine if the units on the market meet the needs of potential buyers or renters. If the existing vacancy rate is too high for existing conditions, then property values may stagnate or decline.

Owner-Occupied Housing

Homeowner vacancy rates indicate that the Town of Eldorado had a less than adequate supply of owner-occupied units for sale in 2000 (0.5%) and in 2010 (0.8%) (Table D-6). In 2010, Fond du Lac County (2.0%) and Wisconsin (2.2%), had homeowner vacancy rates that were slightly above than the homeowner vacancy rate standard of 1.5.

Table D-6: Vacancy Status, 2010

	Total Housing Units	Occupied Housing Units	Vacant Housing Units	Homeowner Vacancy Rate	Rental Vacancy Rate
Town of Eldorado	566	539	27	0.8%	6.4%
Fond du Lac County	43,910	40,697	3,213	2.0%	8.1%
Wisconsin	2,624,358	2,279,768	344,590	2.2%	8.0%

Source: U.S. Census 2010 SF-1, DP-1

Table D-7: Vacancy Status, 2000

	Total Housing Units	Occupied Housing Units	Vacant Housing Units	Homeowner Vacancy Rate	Rental Vacancy Rate
Town of Eldorado	506	490	16	0.5%	0.0%
Fond du Lac County	39,271	36,931	2,340	1.3%	7.7%
Wisconsin	2,321,144	2,084,544	236,600	1.2%	5.6%

Source: U.S. Census 2000 SF-1, DP-1

Rental Housing

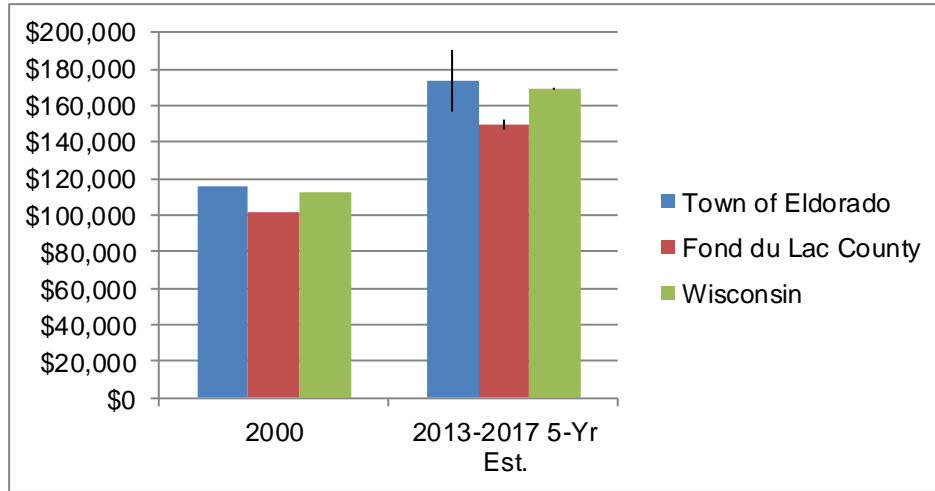
In 2000, there were no rental units available in the Town of Eldorado and therefore the rental vacancy rate was zero (Table D-7). **By 2010, the rental vacancy rate had risen to 6.4 percent, which was above the standard vacancy rate of 5.0 percent** (Table A-6). Even though the vacancy rate was at the above the standard in 2010, it should be noted that municipalities with smaller rental unit pools may actually need a higher rental vacancy rate than the standard in order to accommodate people seeking rental units. In comparison, the rental vacancy rate for Fond du Lac County was higher than the Town of Eldorado in 2000 (7.7%) and 2010 (8.1%). Overall, the rental vacancy rate in the state was near the standard in 2000 (5.6%) and above the standard in 2010 (8.0%).

Housing Stock Value

Historical Trends

Owner-occupied housing stock values can provide information about trends in property values, housing demand and choice within the housing market. The Town of Eldorado, Fond du Lac County and the state all saw substantial increases in the median value of owner-occupied homes between 2000 and the 2013-2017 ACS 5-Year Estimates (Figure D-2). **Between 2000 and the 2013-2017 ACS 5-Year Estimates, median value owner-occupied housing prices in the Town rose by 49.4 percent from \$116,200 to \$173,600.** At the same time, the median value of owner-occupied homes rose by 48 percent (47.9%) in Fond du Lac County and 51 percent (50.9%) in the state. Median owner-occupied housing values in the Town continued to outpace those in the county and the state.

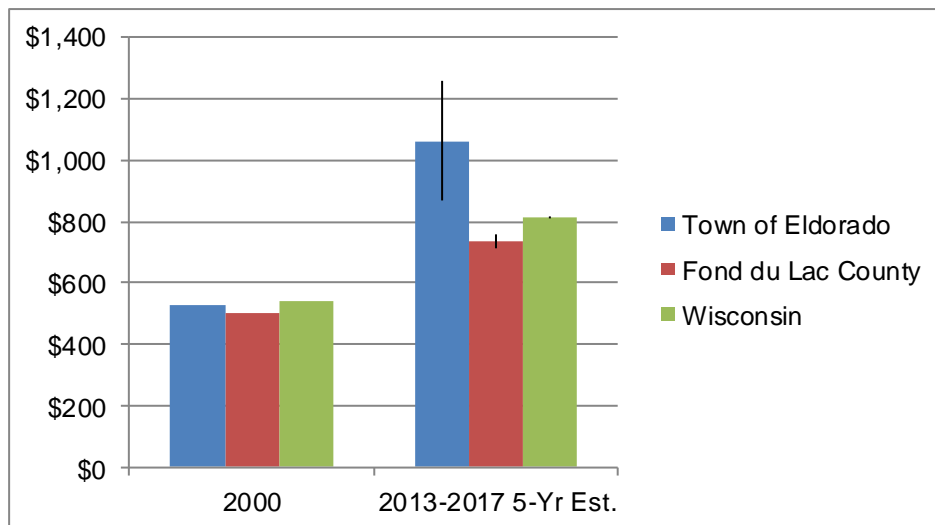
Figure D-2: Median Value of Owner Occupied Homes, 2000, 2013-2017 ACS 5-Year Estimates



Source: U.S. Census 2000, 2013-2017 ACS 5-Year Estimates, DP04

Likewise the median value of contract rents has increased over the same time period. **The U.S. Census indicates that the median gross rent between 2000 and the 2013-2017 ACS 5-Year Estimates in the Town increased by 102.5 percent from \$525 to \$1,063 in the Town of Eldorado** (Figure D-3). As a result, median gross rents, according to the 2013-2017 ACS 5-Year Estimates, were about 44.8 percent higher in the Town of Eldorado (\$1,063) than in Fond du Lac County (\$734).

Figure D-3: Median Rent of Occupied Rental Units, 2000, 2013-2017 ACS 5-Year Estimates

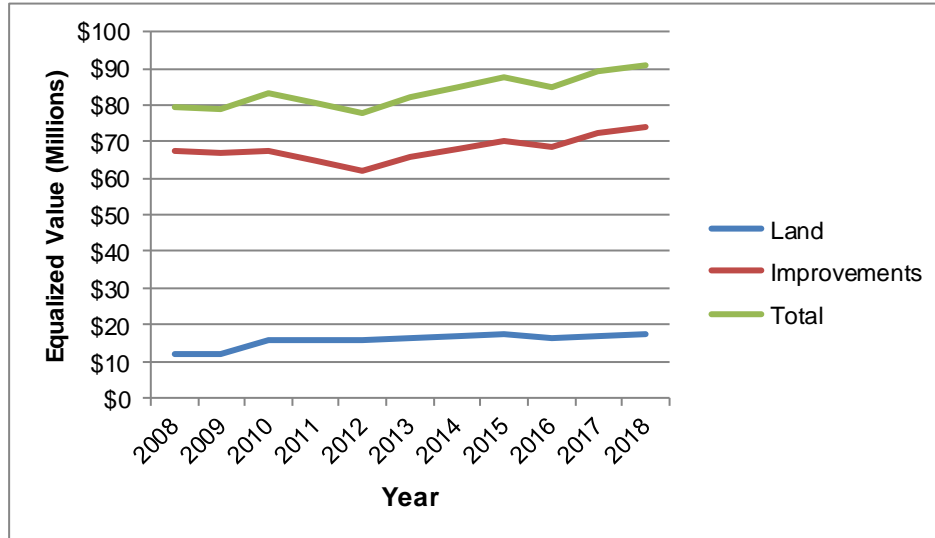


Source: U.S. Census 2000, 2013-2017 ACS 5-Year Estimates, DP04

The Wisconsin Department of Revenue releases yearly equalized value reports. Equalized value is the total value of all real estate at full-market prices. Although these values are

reported as a total value for the entire Town, they can be used as a way to gauge the pricing trends for different sectors of real estate, such as residential, commercial and agriculture.

Figure D-4: Town of Eldorado Residential Equalized Values, 2008-2018



Source: WisDOR, Statement of Equalized Value, 2008-2018

The value of residential property (land plus improvements) has been fluctuating since 2008 (Figure D-4). This time period includes the economic recession that began in 2008, and the subsequent recovery. Overall, the value of residential property increased since 2008. Since 2008, the total value of residential property in the Town has increased by 14.3 percent to \$ 90,918,500 in 2018. The price of land in the town increase faster than the cost of improvements. Land has increased in value by 43.6 percent, while improvements have increase at only 9.2 percent.

Housing Affordability

The relationship between housing costs and household income is an indicator of housing affordability, which is gauged by the proportion of household income expended for rent or home ownership costs. Rental costs include contract rent, plus the estimated average monthly cost of utilities and fuel. Owner costs include payment for mortgages, real estate taxes, fire hazard and flood insurance on the property, utilities and fuels. In 1989, the U.S. Department of Housing and Urban Development (HUD) raised the standard for determining whether rent or home ownership costs comprised a disproportionate share of income from 25 to 30 percent of gross household income. Households spending more than 30 percent of their income for housing may be at risk of losing their housing should they be confronted with unexpected bills or unemployment of one of more workers per household. Communities should be aware that maintenance and repair costs are excluded from this housing affordability formula, as are other outstanding debts, because these items will have policy impacts. Potential homeowners should

be aware that these items are excluded from this housing affordability formula, as these items can impact their housing affordability and future financial stability.

Access to affordable housing is not only a quality of life consideration; it is also an integral part of a comprehensive economic development strategy. Households which must spend a disproportionate amount of their income on housing will not have the resources to properly maintain their housing, nor will they have adequate disposable income for other living expenses, such as transportation, childcare, healthcare, food and clothing.

Table D-8: Households Paying a Disproportionate Amount of Income for Housing, 2013-2017 ACS 5-Year Estimates

	Households with Mortgage for Which Owner Costs Are Not Affordable			Households without Mortgage for Which Owner Costs Are Not Affordable			Households for Which Renter Costs Are Not Affordable		
	Number	Percent	MOE +/-	Number	Percent	MOE +/-	Number	Percent	MOE +/-
Town of Eldorado	101	26.2%	26	19	11.4%	11	18	66.7%	26
Fond du Lac County	4,319	23.5%	308	1,350	12.3%	213	4,841	43.1%	417
Wisconsin	257,430	25.6%	2,729	77,825	14.3%	1,388	330,136	45.7%	3,523

Source: U.S. Census, 2013-2017 ACS 5-Year Estimate, DP-4

Per the 2013-2017 ACS 5-Year Estimates, just over a quarter (26.2%) of homeowners with a mortgage and about two-thirds (66.7%) of renters were paying a disproportionate amount of their income for housing in the Town of Eldorado (Table D-8²). There were 19 homeowners (11.4%) without a mortgage in the Town spending more than 30 percent of their income on housing. With the exception of households without a mortgage, a smaller share of county and state residents was paying a disproportionate amount of their income on housing than Town residents. Housing was not affordable for about a quarter of Fond du Lac County (23.5%) and Wisconsin (25.6%) homeowners with mortgages. However, for homeowners without a mortgage, only 12 percent (12.3%) of county and 14 percent (14.3%) of state residents found themselves in a similar situation. Similar to the Town of Eldorado, a higher share of renters in Fond du Lac County (43.1%) and the state (45.7%) were paying a disproportionate amount of their income on housing than homeowners. The change in housing affordability likely resulted from housing prices and values rising faster than incomes.

Household Characteristics

Evaluating household characteristics is important for understanding the Town of Eldorado and the population it serves. Household size and mobility information are two census variables that can help with this evaluation.

² The large margin of error for Town households renders this information less reliable.

When compared to Fond du Lac County, the Town had larger average household size in 2000 and 2010 for both owner-occupied and renter-occupied housing units (Table D-9 and Table D-10). In 2000, the average household size for an owner-occupied housing unit was 2.93 persons per household for the Town of Eldorado compared to 2.63 in the county. Similar to owner-occupied units, the persons per household for renter occupied units was significantly higher in the Town when compared to the county. By 2010, the average household size for owner-occupied housing units fell to 2.63 persons per unit in the Town and 2.54 persons per unit in the county. While renter-occupied housing fell to 2.63 persons per household in the Town and 2.08 persons per household in the county. Consequently, the Town had a higher percentage of 2 or more persons per household in 2010, while the county had a larger share of 1 person households.

Table D-9: Average Household Size, Owner-Occupied and Rental Occupied Units, 2000 and 2010

	T. Eldorado		Fond du Lac County	
	Persons Per HH		Persons Per HH	
	2000	2010	2000	2010
Owner-occupied housing units	2.93	2.71	2.63	2.54
Renter-occupied housing units	3.15	2.63	2.08	2.07

Source: U.S. Census 2000 and 2010, SF-1, DP-1

Similar to 2000, in 2010, the Town generally had a larger share of 2 or more person households, while the county had a larger share of 1 person households.

Table D-10: Persons per Household, 2000 and 2010

	T. Eldorado				Fond du Lac County			
	2000		2010		2000		2010	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
TENURE								
Occupied housing units	490	100.0%	539	100.0%	36,931	100.0%	40,697	100.0%
Owner-occupied housing units	438	89.4%	498	92.4%	26,940	72.9%	29,407	72.3%
Renter-occupied housing units	52	10.6%	41	7.6%	9,991	27.1%	11,290	27.7%
Owner-occupied housing units	438	100.0%	498	100.0%	26,940	100.0%	29,407	100.0%
1-person household	50	11.4%	66	13.3%	4,869	18.1%	5,908	20.1%
2-person household	159	36.3%	210	42.2%	10,251	38.1%	12,271	41.7%
3-person household	86	19.6%	95	19.1%	4,514	16.8%	4,500	15.3%
4-person household	80	18.3%	72	14.5%	4,497	16.7%	4,173	14.2%
5-person household	44	10.0%	42	8.4%	1,973	7.3%	1,746	5.9%
6-person household	16	3.7%	9	1.8%	588	2.2%	546	1.9%
7-or-more-person household	3	0.7%	4	0.8%	248	0.9%	263	0.9%
Renter-occupied housing units	52	100.0%	41	100.0%	9,991	100.0%	11,290	100.0%
1-person household	10	19.2%	13	31.7%	4,508	45.1%	5,323	47.1%
2-person household	13	25.0%	11	26.8%	2,748	27.5%	2,778	24.6%
3-person household	5	9.6%	4	9.8%	1,242	12.4%	1,505	13.3%
4-person household	11	21.2%	6	14.6%	832	8.3%	923	8.2%
5-person household	11	21.2%	5	12.2%	404	4.0%	463	4.1%
6-person household	1	1.9%	2	4.9%	175	1.8%	195	1.7%
7-or-more-person household	1	1.9%	0	0.0%	82	0.8%	103	0.9%

Source: U.S. Census, 2000 and 2010, QT-H2

Table D-11 illustrates the household longevity of the populations in the Town of Eldorado and Fond du Lac County. ***Slightly less than half of households in the Town of Eldorado (48.8%) were living in their place of current residence prior to 2000.*** Within the county, about two-thirds of the householders moved in after 2000 (65.7%).

Table D-11: Year Householder Moved into Unit, 2013 – 2017 ACS 5-Year Estimates

	Town of Eldorado			Fond du Lac County		
	Estimate	MOE +/-	Percent	Estimate	MOE +/-	Percent
Occupied housing units	604	58	-	41,387	479	-
Moved in 2015 or later	16	8	2.6%	3,868	436	9.3%
Moved in 2010 to 2014	80	31	13.2%	11,415	538	27.6%
Moved in 2000 to 2009	213	50	35.3%	11,902	511	28.8%
Moved in 1990 to 1999	129	35	21.4%	6,452	369	15.6%
Moved in 1980 to 1989	43	17	7.1%	3,070	244	7.4%
Moved in 1979 or earlier	123	26	20.4%	4,680	285	11.3%

Source: U.S. Census 2013-2017 ACS 5-Year Estimates, DP04

ADDITIONAL TABLES

Table DD-1: Age of Structure by Year Built, 2013-2017 ACS 5-Year Estimate

Year Structure Built	Town of Eldorado			Fond du Lac County			Wisconsin		
	Estimate	MOE+/-	Percent	Estimate	MOE+/-	Percent	Estimate	MOE+/-	Percent
Built 2014 or later	4	5	0.6%	218	154	0.5%	16,160	2,383	0.6%
Built 2010 to 2013	3	4	0.5%	1,111	65	2.5%	44,377	716	1.7%
Built 2000 to 2009	106	35	16.6%	5,458	221	12.2%	344,660	1,185	12.9%
Built 1990 to 1999	93	31	14.5%	6,262	426	14.0%	371,125	2,809	13.9%
Built 1980 to 1989	31	18	4.8%	3,466	423	7.7%	265,382	3,600	9.9%
Built 1970 to 1979	114	26	17.8%	6,204	406	13.8%	393,850	3,257	14.8%
Built 1960 to 1969	44	21	6.9%	4,029	429	9.0%	261,254	2,939	9.8%
Built 1950 to 1959	42	21	6.6%	4,518	388	10.1%	297,380	2,934	11.1%
Built 1940 to 1949	46	35	7.2%	2,274	374	5.1%	151,579	2,850	5.7%
Built 1939 or earlier	157	33	24.5%	11,280	229	25.2%	522,925	2,036	19.6%
Total Housing Units	640	59	100%	44,820	364	100%	2,668,692	3,508	100%

Source: U.S. Census, 2013-2017 American Community Survey 5-Year Estimates, DP04

Table DD-2: Housing Units by Structure, 2013-2017 ACS 5-Yr Estimates

	Town of Eldorado					Fond du Lac County					Wisconsin				
	2000		2017-2017 5-Yr Est.			2000		2017-2017 5-Yr Est.			2000		2017-2017 5-Yr Est.		
	No.	%	Est.	MOE+/-	%	No.	%	Est.	MOE+/-	%	No.	%	Est.	MOE+/-	%
Total Units	504	100%	640	59	100%	36,931	100%	44,820	154	100%	2,321,144	100%	2,668,692	2,383	100%
1-unit, detached	447	88.7%	612	59	95.6%	26,613	72.1%	32,058	555	71.5%	1,531,612	66.0%	1,776,970	5,570	66.6%
1-unit attached	0	0.0%	3	4	0.5%	660	1.8%	1,343	248	3.0%	77,795	3.4%	114,444	1,603	4.3%
2 units	6	1.2%	0	9	0.0%	2,565	6.9%	2,162	315	4.8%	190,889	8.2%	173,245	2,406	6.5%
3 or 4 units	0	0.0%	0	9	0.0%	1,092	3.0%	1,347	257	3.0%	91,047	3.9%	99,396	1,649	3.7%
5 to 9 units	0	0.0%	0	9	0.0%	1,695	4.6%	2,360	358	5.3%	106,680	4.6%	130,296	1,841	4.9%
10 to 19 units	0	0.0%	0	9	0.0%	1,106	3.0%	1,744	301	3.9%	75,456	3.3%	91,393	1,747	3.4%
20 or more units	0	0.0%	0	9	0.0%	1,396	3.8%	2,203	319	4.9%	143,497	6.2%	188,319	1,991	7.1%
Mobile home	49	9.7%	25	17	3.9%	1,796	4.9%	1,603	162	3.6%	101,465	4.4%	94,013	1,358	3.5%
Boat, RV, van, etc.	2	0.4%	0	9	0.0%	8	0.0%	0	20	0.0%	2,703	0.1%	616	125	0.0%

Source: U.S. Census 2000 DP-4, 2013-2017 ACS 5-Yr Estimates, DP04



APPENDIX E

TRANSPORTATION

APPENDIX E: TRANSPORTATION

INTRODUCTION

A safe, efficient, and well-designed transportation system can provide convenient transportation and economic benefits for the residents of the Town of Eldorado and the surrounding area. The Town's transportation system is much more than simply looking at the road system. An assessment of the pedestrian, bicycle, transit, rail and air transportation systems all play an important part in providing transportation for goods and people.

Wisconsin's Smart Growth Legislation requires that the transportation element consist of objectives, policies, goals, maps and programs that guide the development of various transportation modes. These modes include highways, transit, and transportation for those with various disabilities, bicycles, pedestrians, railroads, air transportation, trucking and water. This chapter serves to assess the current status of these transportation modes, determine what the Town desires them to become in the future, and devise ways to implement them. This appendix, along with Chapter 2: Framework Plan and Implementation and Chapter 7: Transportation addresses these requirements.

INVENTORY AND ANALYSIS

The inventory and analysis section provides the Town with a general assessment of existing transportation facilities. By determining what part of the system is deficient, over capacity, underutilized, or meeting the current and future needs, the Town is better prepared to develop meaningful goals, strategies and recommendations that address current problems and reinforces existing strengths.

Streets and Highways¹

The hierarchy of the road network calls for each roadway to be classified according to its primary function, ranging from its ability to move vehicles (i.e. freeway) to its ability to provide direct access to individual properties (i.e. local roads). Within Wisconsin, urbanized and rural areas provide a framework for the placement of routes. Urban areas are defined as any place or cluster of places within a designated urbanized boundary that has a population between 5,000 and 49,999; while urbanized areas are defined as a cluster of places within a designated urbanized boundary, with a population of more than 50,000 people. Streets and highways within urban and urbanized areas are classified under the urban functional classification. Rural areas are places in the state located outside of urban and urbanized areas. Roads in rural areas are classified under the rural functional classification system. Within the Town, roads are classified

¹ Functional Classification Criteria, Planning Section, Bureau of Planning & Economic Development, Division of Transportation Investment Management, Wisconsin Department of Transportation, April 2013.

under the rural functional classification system. Map E-1 illustrates the transportation facilities and functional classification for the Town². **In total, there are approximately 87 miles of rural functionally classified roads in the Town.**

The Wisconsin Department of Transportation (WisDOT) conducts traffic counts at key locations on a regular rotating basis. The traffic counts provide an indication of the roadway’s appropriate classification. Displayed as Annual Average Daily Traffic (AADT), these counts are statistically adjusted to reflect daily and seasonal fluctuations that occur on each roadway. The most recent counts in the Town were completed in 2017; counts for the year 2014 are also provided to view traffic trends (Table E-1, Map E-1).

Table E-1: Town of Eldorado Annual Average Daily Traffic (AADT 2014, 2017)

AADT ID	Description	2014	2017	Change	Percent Change
203650	On Ramp to I-41 NB from CTH N	380	440	60	15.8%
201307	I-41 Btwn CTH OO & CTH N Fond du Lac Tnshp	38,100	43,500	5,400	14.2%
203651	Off Ramp from I-41 SB to CTH N	450	510	60	13.3%
201039	STH 23 west of CTH C	6,400	6,600	200	3.1%
203652	On Ramp to I-41 SB from CTH N	660	650	-10	-1.5%
203649	Off Ramp from I-41 NB to CTH N	630	590	-40	-6.3%
201042	CTH C Btwn Blewett Rd & Rose-Eld Rd	6,400	1,100	-5,300	-82.8%
200228	STH 26 (Town of Rosendale)	7,800	10,500	2,700	34.6%

Source: <https://trust.dot.state.wi.us/roadrunner/>; WisDOT Highway Traffic Volume Data, 2014, 2017
*HPMS-Highway Performance Monitoring System

Rural Functional Classification³

Rural roads are classified into the following rural functional classifications (Map E-1).

Rural Principal Arterials

Rural principal arterials serve corridor movements that have trip length and travel density characteristics of an interstate or are interregional in nature. These routes generally serve urban areas with a population greater than 5,000.⁴ **There are 15 miles (17 percent of total Town roads) of rural principal arterials. Interstate 41 (I-41), State Highway 23 (STH 23), and State Highway 26 (STH 26) are classified as a rural principal arterials serving the Town.**

I-41 is a north-south rural principal arterial. I-41 is an important regional route from the Wisconsin-Illinois border, Milwaukee metro area and through to the Fox Valley and onto Green

² Map E-1 reflect the functional classified roads approved by the by the Federal Highway Administration on 04/28/2017.

³ Functional Classification Criteria, Planning Section, Bureau of Planning & Economic Development, Division of Transportation Investment Management, Wisconsin Department of Transportation, April 2013.

⁴ <http://wisconsindot.gov/Documents/projects/data-plan/plan-res/fc-criteria.pdf>.

Bay. AADT increased (14%) from 38,100 (2014) to 43,500 (2017) between CTH OO and CTH N (Town of Fond du Lac).

STH 23 is an east-west rural principal arterial. STH 23 is a significant regional route in the central portion of Wisconsin providing connections to the Interstate Highway system (I-43, I-41, I-39 and I-90/94). A small portion of STH 23 borders the southwest corner of the Town just east of the Village of Rosendale. AADT increased slightly (3%) from 6,400 (2014) to 6,600 (2017) on STH 23 just west of CTH C.

STH 26 is a north-south rural principal arterial. In east-central Wisconsin, STH 26 is a vital route connecting I-41 to USH 151; it is also a well-traveled truck route providing access to Madison in the south to the Fox Valley and points northward in northeast Wisconsin. AADT on STH 26 is monitored in the neighboring Town of Rosendale and increased significantly (35%) from 7,800 (2014) to 10,500 (2017) (north of Village of Rosendale).

Rural Minor Arterials

Rural minor arterials, in conjunction with principal arterials, serve moderate to large-sized places (cities, villages, towns, and clusters of communities), and other traffic generators providing intraregional and inter-area traffic movements. These routes generally serve places with populations of 1,000+.⁵ They supplement the principal arterials in linking communities to the principal arterials so that all developed areas of the state are within reasonable distances of arterial highways. ***There are no rural minor arterials within the Town.***

Rural Major Collectors

Rural major collectors provide service to smaller-to-moderate sized places and other intra-area traffic generators, and link those generators to nearby larger population centers (cities, villages, and towns) or higher function routes. These routes generally serve places with populations of 100+.⁶ They link traffic generators, such as schools and businesses, to nearby cities and towns, or to higher functioning routes. ***There are no rural major collectors within the Town.***

Rural Minor Collectors

Rural minor collectors provide service to all remaining smaller places, link the locally important traffic generators with their rural hinterland, and are spaced consistent with population density so as to collect traffic from local roads and bring all developed areas within a reasonable distance of a collector road. These routes generally serve places with populations of 50+.⁷ ***Within the Town there are approximately 15 miles (17 percent of total Town Roads) of rural minor collectors. There are three rural minor collectors within the Town: CTH C, CTH I, and CTH N.***

⁵ <http://wisconsin.gov/Documents/projects/data-plan/plan-res/fc-criteria.pdf>.

⁶ <http://wisconsin.gov/Documents/projects/data-plan/plan-res/fc-criteria.pdf>.

⁷ <http://wisconsin.gov/Documents/projects/data-plan/plan-res/fc-criteria.pdf>.

CTH C is a north-south route in the western portion of the Town, located at the intersection of STH 26 and running south linking up with STH 23. It is also an important link for the unincorporated community of Eldorado. AADT was 6,400 (2014) and decreased to 1,100 (2017). This significant increase in 2014 could possibly be explained by a construction detour on nearby STH 23 or STH 26. AADT of 1,100 is more average for this corridor.

CTH I is a north-south route within the Town which provides access to STH 23 in the south to CTH N in the north (which provides direct access to I-41). CTH I is located in the southern portion of the Town. AADT is not available.

CTH N is an east-west route within the center of the Town, beginning at the intersection of CTH C and CTH N in the west and extending east to Townline Road. It links Town residents to the I-41 corridor as well as provides direct access to USH 45 further east in the Town of Friendship. In general, AADT at the CTH N interchange with I-41 ranged from 400-700 (2014 to 2017).

Rural Local Roads

Local roads provide access to adjacent land and provide for travel over relatively short distances on an inter-township or intra-township basis. All rural roads not classified as arterials or collectors will be local function roads.⁸ They serve local travel from general residential areas over very short distances. ***Within the Town there are about 56 miles (65 percent of total Town roads) of rural local roads.***

Pavement Surface Evaluation and Rating (PASER)

Every two years, all jurisdictions in the State of Wisconsin are required to rate the condition of their local roads and submit this information to WisDOT. This information is tied to the amount of General Transportation Aids (GTA) funding that the Town receives on a yearly basis.

The surface condition rating of each roadway is updated in the state's computer database known as the Wisconsin Information System for Local Roads (WISLR). This database is based off of the PASER (Pavement Surface Evaluation and Rating) road rating method. The PASER system was developed and improved in recent years by the Transportation Information Center (TIC) at the University of Wisconsin - Madison in cooperation with WisDOT. Generally, PASER uses visual assessments to rate paved roadway surfaces on a scale of 1 to 10, with 1 being a road that needs to be reconstructed and 10 being a brand new roadway.⁹ This inventory provides the basis for developing a planned maintenance and reconstruction program and helps municipalities track necessary improvements. Prompt maintenance can significantly reduce long term costs for road repair and improvement. Table E-2 provides a breakdown of the PASER ratings, conditions and maintenance needs.

⁸ <http://wisconsindot.gov/Documents/projects/data-plan/plan-res/fc-criteria.pdf>.

⁹ Transportation Information Center. 2002. PASER Manuals Asphalt.

Table E-2: PASER Ratings and Maintenance Needs

Rating	Condition	Needs
9 & 10	Excellent	None
8	Very Good	Little Maintenance
7	Good	Routine Maintenance, Crack Filling
6	Good	Sealcoat
5	Fair	Sealcoat or Nonstructural Overlay
4	Fair	Structural Improvement – recycling or overlay
3	Poor	Structural improvement – patching & overlay or recycling
2	Very Poor	Reconstruction with extensive base repair
1	Failed	Total reconstruction

Source: Transportation Information Center, UW-Madison

Table E-4 provides a summary of the total miles of local roads in the Town by PASER rating. Map E-2 provides a visual of the PASER data.¹⁰ **There are approximately 53 miles of PASER rated roads in the Town.**¹¹

According to PASER:

- 3 miles (5 percent) of the roads are in excellent condition (Ratings 9-10) and require little maintenance.
- Approximately 34 miles (65 percent) are in good to very good condition (Rating 6-8), while they are in good condition structurally, these roads will need slightly more maintenance work. The work may involve seal coating, crack filling and possibly a non-structural overlay.
- About 12 miles (22 percent) of local roads are in fair condition (Ratings 4-5), these roads could require structural improvements such as pavement recycling, overlay and patching, or total reconstruction, depending on the road base.
- About 4 miles (8 percent) of local roads are in poor or very poor condition (Ratings 1-3), these roads could require structural improvements such as pavement recycling, overlay and patching, or total reconstruction, depending on the road base.
- **Generally roads in very poor, poor and fair conditions are included in Table E-3.**

¹⁰ PASER road mileage is rated for each lane of traffic; mileage will differ from functional class mileage.

¹¹ WISLR 2017. Wisconsin System for Local Roads. Note: State and federal roads are not included in the 53 miles in Table E-4 or on Map E-2.

**Table E-3: Local Road Condition
 (Very Poor, Poor, Fair)**

Road	Mileage	PASER Rating
Dike Rd	0.71	Very Poor
School Rd	0.50	Very Poor
Marsh Rd	1.00	Poor
Town Line Cir	0.84	Poor
Marsh Rd	0.68	Poor
Church Rd	0.50	Poor
Town Line Rd	0.45	Poor
Peterson Rd	0.36	Poor
Hass Rd	1.01	Fair
Hass Rd	0.75	Fair
Town Line Rd	0.56	Fair
Lone Elm Ave	0.46	Fair
Moon Rd	0.44	Fair
Lone Elm Ave	0.27	Fair
Hass Rd	0.25	Fair
Lone Elm Ave	0.07	Fair
Lone Elm Ave	0.01	Fair
Olden Rd	0.00	Fair
Fremont Rd	0.00	Fair

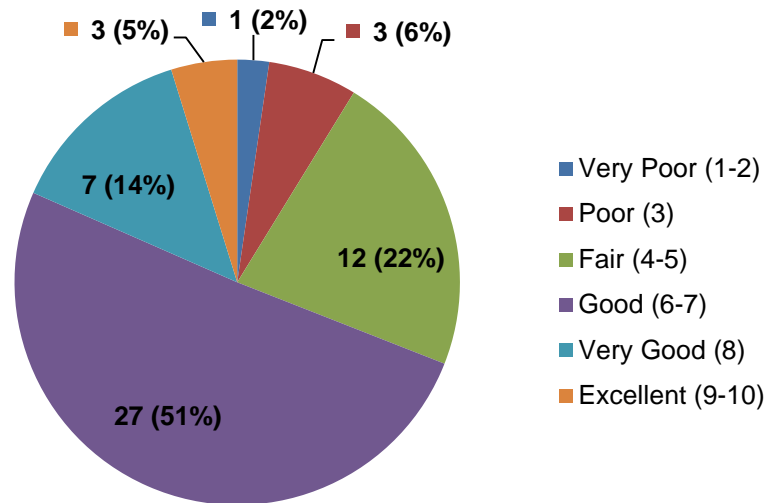
Source: WISLR 2017 Town of Eldorado

**Table E-4: Total Miles of Local Road within
 Town of Eldorado by PASER Rating, 2017**

Rating	Mileage	Percent
Very Poor (1-2)	1	2%
Poor (3)	3	6%
Fair (4-5)	12	22%
Good (6-7)	27	51%
Very Good (8)	7	14%
Excellent (9-10)	3	5%
Total	53	100%
WisDOT Jurisdiction in Town	15	-

Source: WISLR 2017 Town of Eldorado

Figure E-1: PASER Ratings by Mileage (Percent), 2017



Rustic Roads / Yellowstone Heritage Auto Trail¹²

The Rustic Roads System was created by the State Legislature in 1973 to help citizens and local units of government preserve scenic lightly traveled country roads for the leisurely enjoyment of bicyclists, hikers, and motorists. They offer excellent opportunities to travel through an attractive rustic area. The scenic qualities of these roads are protected by agreement with bordering property owners and by implementing roadside maintenance practices that allow wildflowers and other native flora to extend to the edge of the pavement. ***There are no rustic roads designated in the Town of Eldorado. Additionally, there are no roads in the Town designated as part of the historic Yellowstone Trail.*** The Yellowstone Trail is a historic auto route spanning from east-west coasts, covering slower traveled routes. To the east (Town of Friendship) both CTH RP and USH 45 are part of this historic auto trail.

Bridge Sufficiency Ratings

A bridge is generally defined by WisDOT as any structure spanning 20 feet or more that carries motor vehicle traffic.¹³ State and local bridges in Wisconsin are inspected at least once every two years. WisDOT is responsible for the inspection of all bridges along the state highway systems and municipalities handle the inspections for all bridges along the local road network. Inspected bridges are assigned a “sufficiency rating” number between 1 and 100. The ratings are used to help prioritize bridge improvements. Municipalities are eligible for rehabilitation funding for bridges with sufficiency ratings less than 80, and replacement funding on bridges with sufficiency ratings less than 50. Four bridges exist in the Town of Eldorado (Map E-4). Two bridges are located on I-41; another is on CTH C, and the fourth on Townline Road. All bridges

¹² <http://www.yellowstonetrail.org/index.html>.

¹³ <http://wisconsin.gov/Pages/safety/safety-eng/brdg.aspx>.

but the one on Townline Road are rated sufficient. The Townline Road bridge is in need of replacement and the Town is working with the county to replace the bridge.

Autonomous Vehicles and Ride Sharing

Within the planning period the Town can expect to see an increased presence of autonomous vehicles and ride sharing. These services will fundamentally transform the transportation system and will have implications for the Town. The American Planning Association recommends that communities should prepare for this change by considering the following:

- **Equity and Access.** Access to transportation is important for employment, education, healthcare and recreation. While ride sharing may improve access to transportation, it is important that the Town ensures autonomous vehicles do not reinforce existing disparities in access. Additionally, employment in the transportation industry will likely be impacted by autonomous vehicles.
- **Transportation Network.** Significant changes to the ecosystem by increasing the use of fleets for share mobility providers and freight transportation.
- **Land Use and the Built Environment.** Autonomous vehicles will change how we design our public right of ways, street configurations and parking and circulation. This has the potential to impact the Town's Capital Improvement Program, design standards and zoning code.

Public Transportation

Fixed Route Transit Service

There is currently no fixed route transit service in or to the Town of Eldorado and the surrounding area. Fond du Lac Area Transit serves the City of Fond du Lac with fixed route service but does not extend into the Town of Eldorado. Lamers Bus Lines and Greyhound provide regional routes throughout the state and the nearest connection is in Fond du Lac.

ADA and Senior Transportation

Disabled and senior citizens (60 years and older) can utilize services provided by Fond du Lac County's Senior Services Department.¹⁴ Transportation is provided through two service categories: Handi-van and Medical Appointment Car.¹⁵

- **Handi-van Service:** Provides curb to curb wheelchair lift-equipped transportation to individuals of any age with mobility challenges. Within the Town of Eldorado, this service is available for medical reasons only and requires a doctor's authorization. Operational hours are limited and reservations must be made ahead of time.

¹⁴ <http://www.fdlco.wi.gov/departments/departments-n-z/senior-services/senior-services>.

¹⁵ Personal communication, Fond du Lac County Department of Senior Services, 3/4/19.

- **Medical Appointment Car:** Provide car transportation to people of any age for medical only. A doctor's authorization is required.

Non-Motorized Transportation

Pedestrian and Bicycle Facilities

Walking and bicycling are emerging as an important means of exercise as well as modes of transportation in a well-rounded transportation system. Current safe pedestrian friendly opportunities are limited to those areas in the Town with close access to multi-use bicycle/pedestrian trails. **Two pedestrian/ bicycle facilities are found within the Town of Eldorado: Mascoutin Valley State Trail and the Dike Road Trail** (Map E-3). A map of the bicycle friendly routes for Fond du Lac County (provided by WisDOT), is included at the end of this appendix.

- **Mascoutin Valley State Trail:** built on a former railroad corridor, is divided into two sections totaling 22 miles. The western section travels between Berlin and Ripon and the eastern section travels between Rosendale and the City of Fond du Lac. The gap in the two sections, between Ripon and Rosendale, is in private ownership.
- **Dike Road Trail.** This trail begins at Dike Road and provides access to the Eldorado State Wildlife Area (ESWA). THE ESWA provides hunting, fishing and wildlife viewing opportunities. Additional information on the EWSA can be found in Appendix G: Agricultural, Natural and Cultural Resources.

Safe Routes to Parks

Safe Routes to Parks is the National Recreation Park Association's (NRPA) campaign to implement environmental, policy, and program strategies that create safe and equitable access to parks for all people. These strategies align with the goals of the 10-Minute Walk campaign and are great tools and resources to increase access and safe walking connections to parks. During visioning the Town identified the need for children to safely walk and bike to parks in the unincorporated community of Eldorado. Fond du Lac County is planning on installing sidewalks in the unincorporated community of Eldorado when CTH C is reconstructed.

Two statewide guidance documents affecting biking and pedestrian policy are the *Wisconsin Pedestrian Policy Plan 2020* and the *Wisconsin State Bicycle Transportation Plan - 2020*. The *Wisconsin Pedestrian Policy Plan 2020* outlines statewide and local measures to increase walking throughout the state as well as promote pedestrian safety and comfort. Pedestrians, by definition, are anyone who travels by foot. In addition, this definition has been extended to disabled persons who require the assistance of a mobility device. Pedestrian traffic can be difficult along highways where sidewalks are not present, safety measures are absent, or traffic volume is heavy.

As a statewide plan, the *Wisconsin State Bicycle Transportation Plan - 2020* does not assess local roads. Where traffic speeds and volumes are low, local streets can serve multiple uses. Utilizing the local street network for walking and bicycling is a viable use of this infrastructure, as long as safety precautions are taken and/or streets are designed to accommodate multiple uses. Roadways with traffic volume less than 1,000 vehicles per day are considered generally safe for bicycling. Roadways meeting this criterion that are located within a primary bicycle corridor identified by WisDOT provide potential linkages between existing bicycle trails and are considered to be part of an interconnected statewide bicycle route network.

Trucking and Freight

Several designated truck routes exist within Fond du Lac County. ***I-41, STH 23 and STH 26 are the three designated long truck routes (meaning no trailer length restrictions) in the Town*** (Map E-4).

Air Transportation

Fond du Lac County owns and operates a General Aviation airport located just west of Fond du Lac at N6308 Rolling Meadows Drive. Fond du Lac Skyport is the Fixed Base Operator (FBO) for the airport and the FBO operates out of a combination terminal/aircraft maintenance and repair facility. Fond du Lac Skyport offers aircraft maintenance and repair, flight instruction, charter flights and aircraft rentals.¹⁶



Fond du Lac County Airport

The Fond du Lac Skyport supports the following airport uses¹⁷:

- Personal/Recreational
- Business/Corporate
- Flight Training
- Charter
- Medical

¹⁶ <http://www.fdlco.wi.gov/departments/departments-a-e/airport>.

¹⁷ Wisconsin State Airport System Plan 2030, Table 3-9.

Annual operations and enplanements (boardings) (2010) at Fond du Lac Skyport are as follows¹⁸:

- Air Carrier (0)
- Air Taxi (3,200)
- Air Cargo (0)
- Military-Local and Itinerant (150)
- General Aviation-Local (35,000)
- General Aviation-Itinerant (24,700)
- Total Operations (63,050)
- Enplanements (passenger boardings) (0)

Regionally, air cargo/freight operations are provided by Appleton International Airport. Besides air freight express and scheduled passenger services, this regional airport offers charter air service. According to the *Wisconsin State Airport System Plan 2030*, the airport is currently classified as a Commercial Service airport.¹⁹ Appleton International Airport is approximately 35 miles north of the Town of Eldorado. Other major airports that have scheduled passenger air service and can be utilized by residents include: Dane County Regional Airport in Madison (approximately 70 miles southwest), Austin Straubel International Airport in Green Bay (approximately 64 miles northeast) and General Mitchell International Airport in Milwaukee (approximately 85 miles southeast). All of these airports are also classified as Commercial Service airports.

Railroads

Rail Freight Service

There are no railroad lines running through the Town of Eldorado.

Rail Passenger Service

Amtrak utilizes Canadian Pacific lines to provide passenger service. Although ***no direct service is offered near the Town of Eldorado***, the State of Wisconsin is served by passenger stations in Milwaukee, Columbus, Portage, Wisconsin Dells, and Tomah. As the route passes through the state, it connects Chicago to the Twin Cities, and heads westward to terminate in Washington State. The *Midwest Regional Rail System Report*²⁰, prepared as a cooperative effort between nine Midwestern states, outlines a high speed (up to 110 mph) passenger rail system that utilizes 3,000 miles of existing rail right-of-way to connect rural, small urban and major metropolitan areas. The plan calls for a rail corridor connecting Green Bay to Milwaukee

¹⁸ Wisconsin State Airport System Plan 2030, Table 3-11.

¹⁹ <http://wisconsindot.gov/Pages/projects/multimodal/sasp/default.aspx>.

²⁰ Midwest Regional Rail System: Executive Report, 2004. Transportation Economics & Management Systems, Inc. & HNTB.

and Chicago. The regional passenger rail system remains a conceptual idea at this point in time.

Water Transportation

There are no commercial ports in the Town of Eldorado. The closest ports are located in Green Bay, approximately 64 miles to the northeast and in Milwaukee, approximately 85 miles to the southeast. Both ports provide shipping services to the Great Lakes and beyond. Passenger ferries are located in Manitowoc and Milwaukee. Both services offer passage across Lake Michigan to Lower Michigan.

Future Plans and Studies

Wisconsin Department of Transportation (WisDOT) / Transportation Improvement Program for Fond du Lac Urbanized Area (East Central WI Regional Planning Commission)

The following projects are listed:

- CTH N (Kinker Rd)/CTH RP-USH 45 (nearby Town of Friendship); railroad overpass (year 2023+)

Other WisDOT Statewide Plans

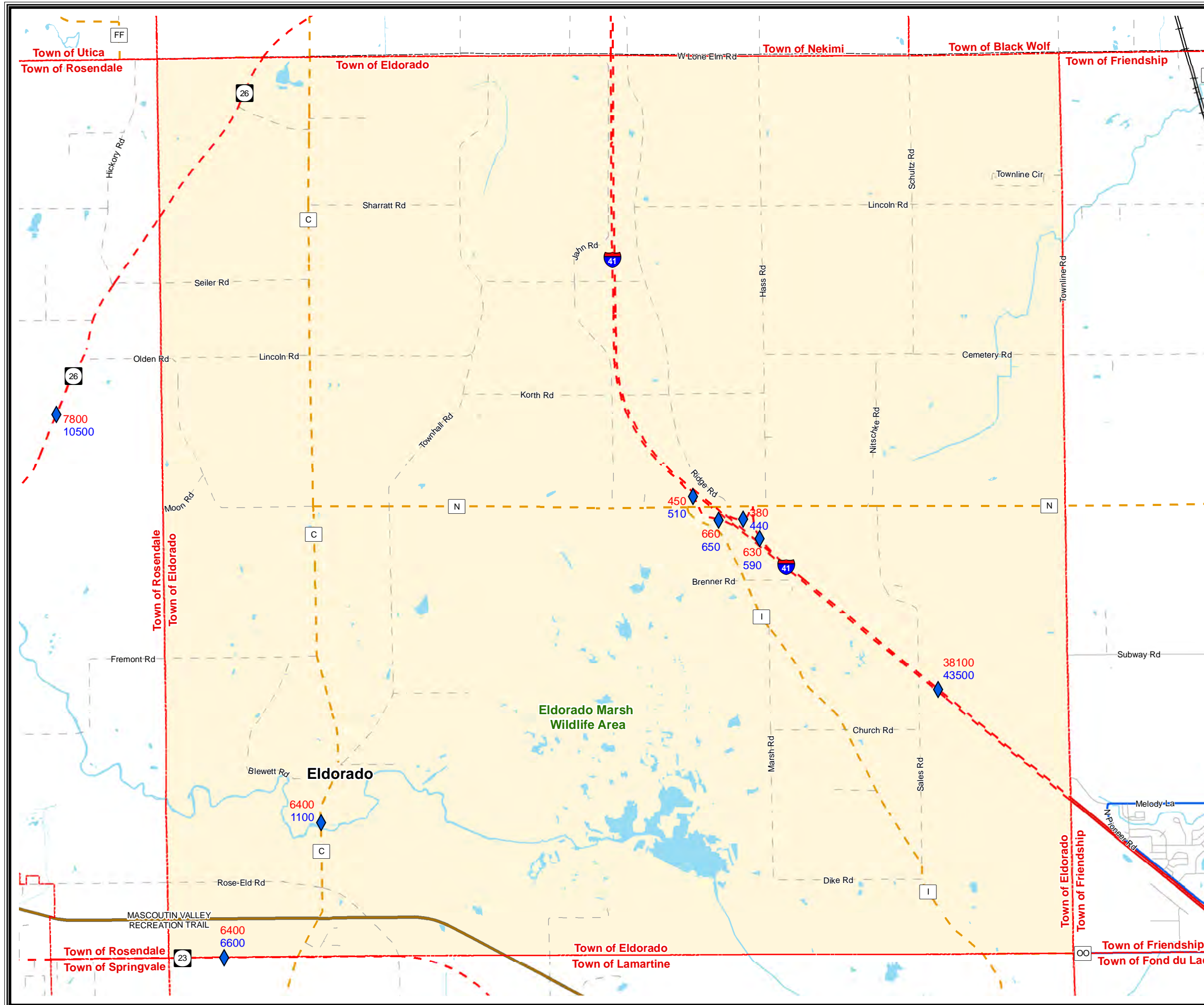
- *Connections 2030 Long Range Transportation Plan* (multi-modal transportation plan)
- *Wisconsin State Airport System Plan 2030*
- *Wisconsin Rail Plan 2030*
- *Wisconsin State Freight Plan*

Other Municipalities and Planning Efforts

- East Central Wisconsin Regional Planning Commission (ECWRPC):
 - **Fond du Lac Metropolitan Planning Organization (MPO)** is responsible for preparing and maintaining a long range transportation plan (LRTP) and short range Transportation Improvement Program (TIP) for the Fond du Lac Urbanized Area; both plans help coordinate federal, state and local funds for various transportation/road projects. ECWRPC provides staff/guidance on behalf of the Fond du Lac MPO. The Fond du Lac Urbanized Area is directly adjacent to the Town of Eldorado.
 - **ECWRPC regional comprehensive plan** for ten counties within the designated region (Fond du Lac County is a member of ECWRPC).

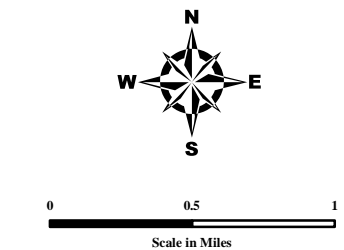
- Fond du Lac County Highway Department repairs and makes improvements to county roads within the Town.
 - **2019 Five Year Highway Improvement Plan:**
 - CTH C Eldorado Reconstruction design/ROW/construction (2020 to 2023)
 - According to the county, CTH C in Eldorado will have sidewalks and reconstruction in six or more years.
 - According to the county, it is county policy to address roads with a PASER rating of 4 or less in the next 6 or so years. Therefore, since CTH N, from CTH C to I41 has a PASER rating of 3, and CTH 00 from CTH I to the Town line has PASER rating of 4, these road segment should be addressed within the next 6 years.

Map E-1 Town of Eldorado Transportation Facilities



- ◆ (2014)
- ◆ (2017)
- AADT
- Mascoutin Valley State Trail
- - - Rural Principal Arterial
- - - Rural Major Collector
- - - Rural Minor Collector
- - - Rural Local

Source:
Traffic Count Data WIDOT 2017.
Railroad Data WI DOT 2005.
Functional Class Data WI DOT 2018.
Base data Fond du Lac County 2018.

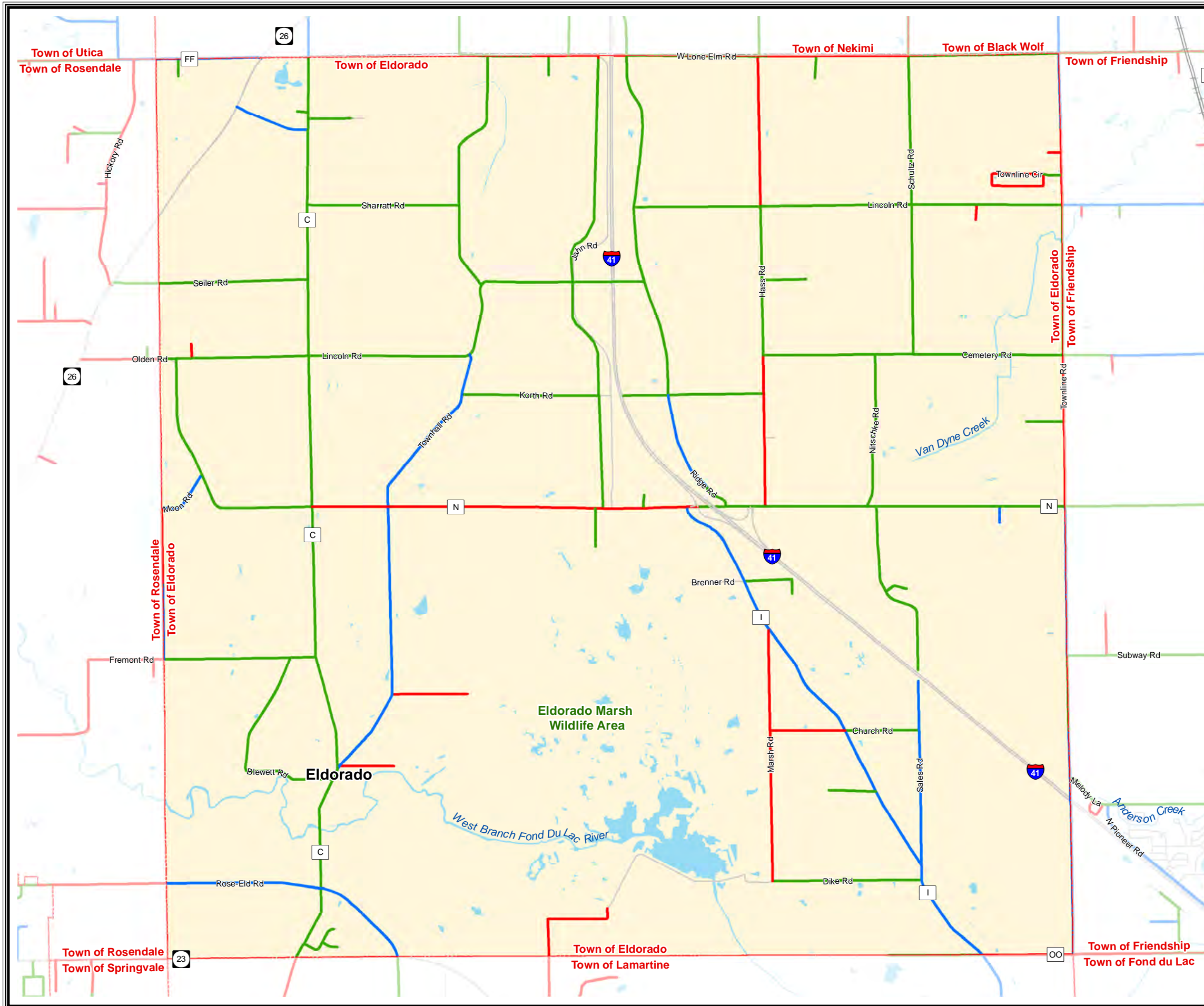


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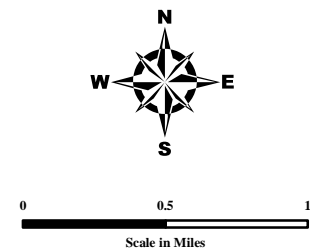


Map E-2 Town of Eldorado 2017 PASER Ratings



- Railroad
- Fail to Fair (1 - 4)
- Fair to Good (5 - 7)
- Very Good to Excellent (8 - 10)
- Not Rated; 0

Source:
Railroad data Wisconsin DOT 2005.
PASER data Wisconsin DOT 2017.
Base data provided by Fond du Lac County 2018.

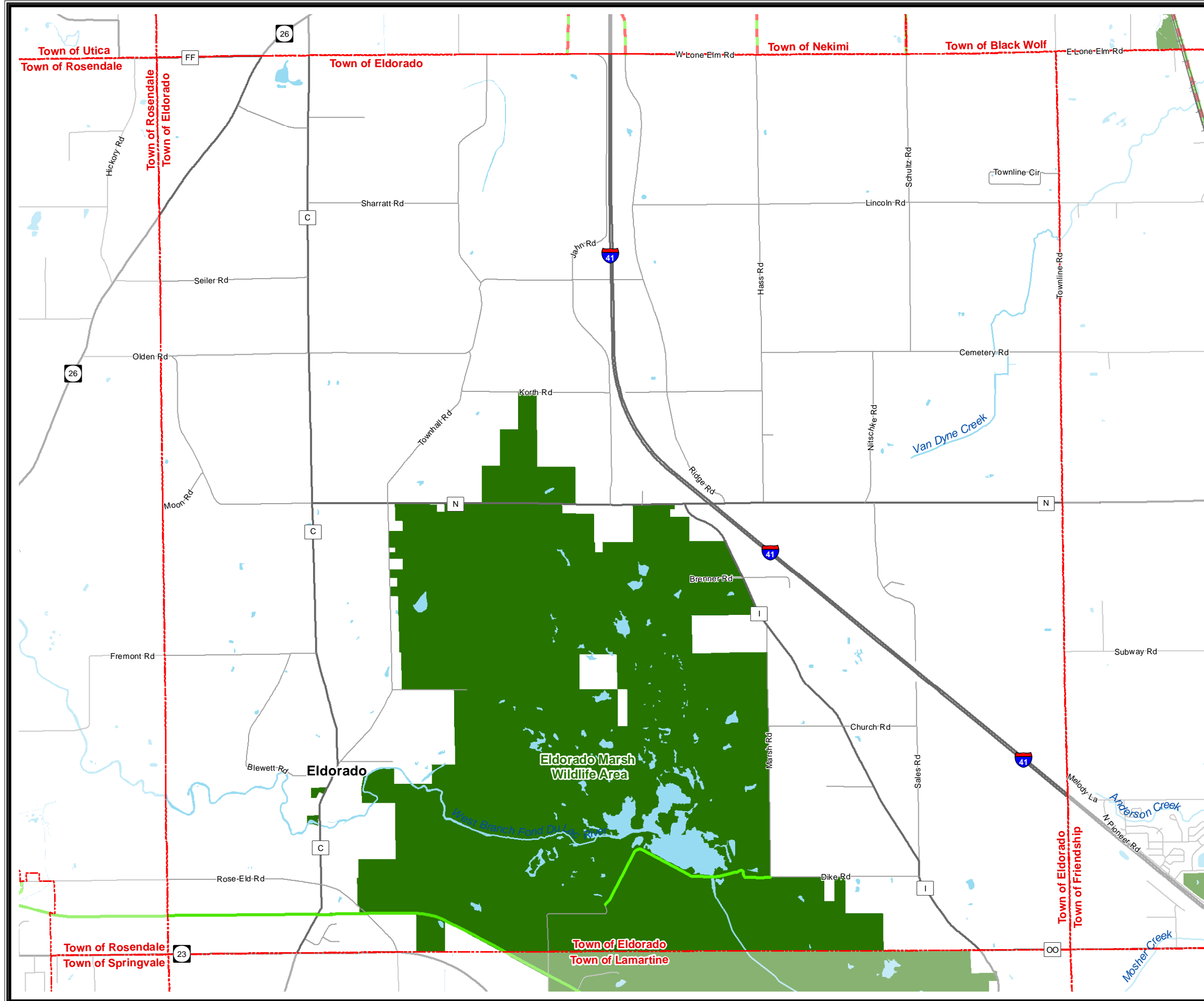


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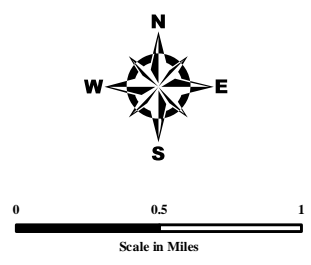


Map E-3 Town of Eldorado Bicycle & Pedestrian Facilities



- Off Road Trail
- - - Planned Facility
- Sidewalk
- + + + Railroad
- Park

Source:
Bicycle & Pedestrian Facilities ECWRPC 2015
Railroad data Wisconsin DOT 2005
Base data provided by Fond du Lac County 2018

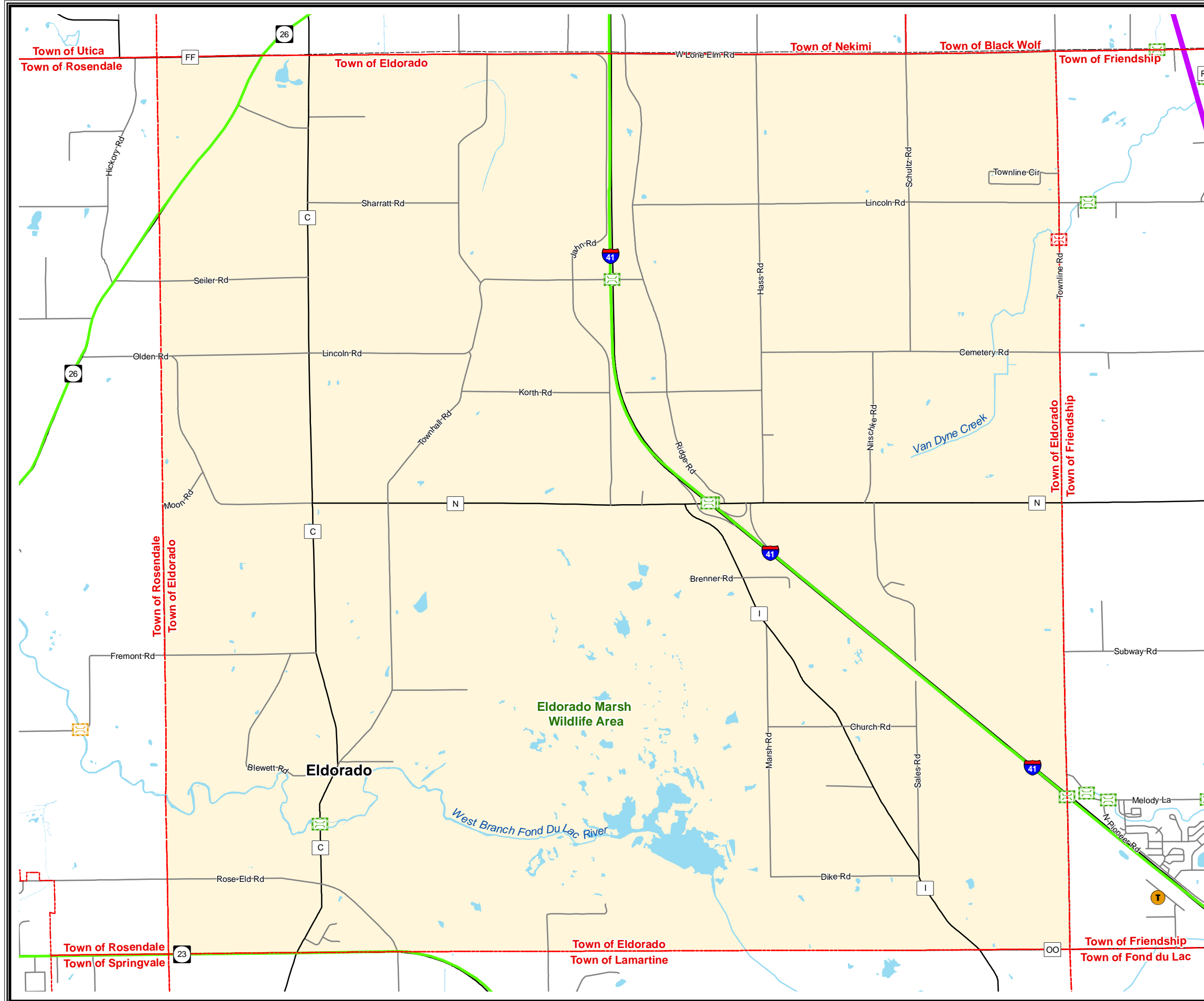


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East Central Wisconsin
Regional Planning Commission
ECWRPC

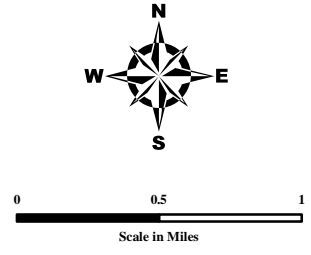
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Map E-4 Town of Eldorado Trucking & Freight



- Truck Terminals
- Bridge Replacement Funding Eligible
- Bridge Rehabilitation Funding Eligible
- Sufficient Bridge Rating
- 286,000 Pound Rail Cart Limit
- Designated Long Truck Route

Source:
 Truck Terminals data ECWRPC, 2015.
 Bridge Sufficiency data WisDOT 2017.
 Trucking Routes data WisDOT 2017.
 Rail Weight Limits WisDOT 2005.
 Base data Fond du Lac County 2018.

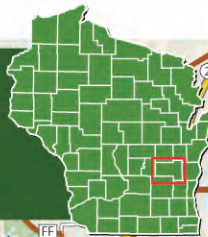


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 East Central Wisconsin
 Regional Planning Commission
ECWRPC

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Fond du Lac County Wisconsin Bicycle Map



See Fond du Lac Urban Bike Map

	Unpaved Paved		Town roads		Best Condition
	Prohibited		Paved shoulder		Moderate Condition
	Bridge		Higher Volume, Wider Paved Shoulders		High Volume, Undesirable
	Interchange		Paved 4-lane shoulder highway		Bicycle Trail
	Mountain Bike Trail				

See full legend for complete descriptions of road classifications

Scale

0 1 2 3 4 5 Miles

0 1 2 3 4 5 6 7 8 Kilometers

North





APPENDIX F

UTILITIES & COMMUNITY FACILITIES

APPENDIX F: UTILITIES AND COMMUNITY FACILITIES

INTRODUCTION

One responsibility of a community is to maintain a certain level of community services. To achieve it, the Town of Eldorado must continuously maintain, upgrade, and expand existing facilities in a cost effective manner based on future growth projections and the desires of the community.

Wisconsin Smart Growth Legislation requires the Utilities and Community Facilities Element to be a compilation of objectives, policies, goals, maps and programs to guide the future development of these facilities in the Town of Eldorado. An inventory of the current situation is required; more importantly, the Legislation requires this element to provide guidance as to how the Town can meet projected needs at the appropriate time and in the appropriate manner. This appendix, along with Chapter 2: Plan Framework and Implementation and Chapter 8: Utilities and Community Facilities address these requirements.

INVENTORY AND ANALYSIS

The following section provides an inventory of utilities and community facilities that serve the Town of Eldorado. The analysis of facilities is based on generalizations and predictions and is no substitute for detailed engineering or architectural studies, which should be completed before municipal funds are expended on specific projects.

Wastewater Collection and Treatment

Public Wastewater Collection and Treatment

There are no public wastewater collection and treatment systems within the Town of Eldorado. However, the Fond du Lac 2050 Sewer Service Area does encroach upon the Town near the southeast corner (Map F-1). In addition, the Town of Friendship Consolidated Sanitary District #1, Town of Friendship Sanitary District #2 and the Rosendale SSA Planning Area are within close proximity to the Town.

Private Wastewater Collection and Treatment

Private on-site wastewater treatment systems or POWTs are used for waste disposal in Fond du Lac County in the areas which do not have a public sewer system. Typically, individual systems are designed for each household based on the site's soil characteristics and capabilities. However, in some cases (such as with conservation subdivisions) a community, or 'cluster' system, may be used which services more than one household. ***Private on-site***

wastewater treatment systems, or POWTs, serve the entire Town. According to the Town, localized issues exist in some areas following some weather events.

Fond du Lac County maintains records for private, on-site sanitary permits in the Town. Information that the county keeps includes where on-site systems are located, when the permits were issued, and the type of system installed. Fond du Lac County also implements a POWTS maintenance program. Depending on the size of the septic tank, pumping is required from one to three years. Notices are sent to the property owner, at the appropriate pumping interval as a reminder. POWTs consist of conventional or at-grade or mound systems, in all there are 591¹ active on-site systems in the Town. Only 27 of the systems within the Town are holding tanks.

Stormwater Management

Currently the Town relies on a series of open ditches and natural waterways to facilitate drainage. According to the Town, flooding occurs near the Fond du Lac River. In addition, public visioning identified flooding at the I-41/CTH N interchange and the Townline Circle areas. Stormwater runoff and management is an environmental concern due to flooding and surfaces water quality issues. When the impacts of stormwater management area considered from a regional prospective, the potential for damage is tremendous. Although individual development may not seem to have a significant impact on the natural drainage system, the cumulative impacts of development and urbanization can influence natural system functions.

Currently the WDNR along with many partners throughout the Upper Fox and Wolf River Basins are working to improve water quality within the Upper Fox and Wolf Rivers. Currently a TMDL for Total Phosphorous and Total Suspended Solids is being developed for this area. For more information on the Upper Fox River Basin see Appendix G: Agricultural, Natural and Cultural Resources.

Total Maximum Daily Load (TMDL) is the amount of pollutant a waterbody can receive and still meet water quality standards.

Drainage Districts

Drainage districts are local governmental entities organize under a county drainage board for the primary purpose of draining lands for agriculture.² **There are no drainage districts in the Town of Eldorado.**³

¹ <https://landinfo.fdlco.wi.gov/PermitManagement/Permit/Permit>, accessed 4/30/19.

² Wisconsin Department of Agriculture, Trade and Consumer Protection, Drainage Districts in Wisconsin Fact Sheet.

³ <https://datcp.gis.wi.gov/maps/?viewer=dd>, accessed 4/30/19.

Water Supply

Although water may seem to be plentiful in Wisconsin, it is not an infinite resource. Providing safe, clean, and reliable water can and has become a challenge for many communities throughout the state.

Public Water Supply

There are no public water systems or public wells within the Town of Eldorado.

Private Water Supply

The Town of Eldorado is served by private wells. As such, groundwater is the source of drinking water within the Town. The western half of the Town is more susceptible to groundwater contamination, especially near the Eldorado Marsh. Areas with less susceptibility are found generally in the central area near I-41 and CTH N to the west of I-41.

Solid Waste and Recycling

The Town contracts with Advance Disposal to provide garbage and recycling collection to Town residents. The Town serves as a responsible unit (RU) which means that the Town may implement and enforce municipal recycling programs to ensure that residents, businesses and special event managers comply with state and local recycling requirements. According to the Town, Advanced Disposal sometimes fails to pick up garbage and recycling in some areas on a weekly basis.

Energy Supply and Transmission

Electricity

While there are wind farms located in Fond du Lac County, ***there are no electric generating facilities in the Town of Eldorado.***

There are a two major electrical transmission lines, owned and maintained by the American Transmission Company (ATC) that run through the Town of Eldorado (Map F-1).⁴ One 345 kV transmission line runs north-south near the western boundary of the Town and connects the South Fond du Lac Substation to the Fitzgerald Substation. A 138 kV transmission line follows the I-41 corridor and connects the North Fond du Lac Substation to the Aviation Substation. ***According to ATC, there are no updates planned for the electrical transmission line in the next 10 years in the Eldorado area.***⁵

⁴ American Transmission Company 10 Year Assessment – 2018.

⁵ American Transmission Company 10 Year Assessment – 2018.

Wisconsin Power and Light Company, a subsidiary of Alliant Energy provides electric service to the Town of Eldorado⁶. Alliant Energy serves approximately 965,000 electric customers and 415,000 natural gas customers in Iowa and Wisconsin⁷.

Natural Gas

ANR Pipeline Company (ANR), owns and operates a natural gas transmission line that intersects the Town of Eldorado. The pipeline cuts diagonally across the northeastern corner of the Town (Map E-1). **Wisconsin Power and Light, a subsidiary of Alliant Energy provides natural gas service to the Town of Eldorado.⁸** However, gas service is limited in the Town to properties on a portion of CTH N, CTH I and Townline Road and along CTH C in the hamlet area.

Telecommunication Facilities

Telephone

Residents in the Town of Eldorado have a number of choices for local phone service.

The advancement of telecommunications technologies, such as cell phones, has greatly increased the need for towers to provide receiving and sending capabilities. The federal government recognized this need with the passage of the Telecommunications Act of 1996. There are six cell towers registered with the Federal Communications Commission (FCC) in the Town of Eldorado (Map F-1). The towers are located on Townline Road (north of Subway Road), on Cemetery Road (east of Schultz Road), Lincoln Road (west of Townline Road), Ridge Road (north of CTH N), Korth Road (west of John Road) and CTH N behind the fire station. **Effective January 14, 2019, the Federal Communications Commission will employ new preemptions of local authority over small cell wireless facility deployment and management of local rights-of-way.**

Internet

Broadband or high-speed internet is available in the Town of Eldorado⁹. Fixed broadband includes all wireline and fixed wireless technologies. Speeds vary greatly in the Town and many areas of the Town do not have access to cable internet, this is especially true near I-41. Wireline upload speeds vary from no coverage to 10 to 24.99 Mbps, while download speeds vary are slightly be better and vary from no coverage to 25 Mbps and greater. Fixed wireless download speeds provide better coverage for the Town. Fixed wireless download speeds are available from 25 Mbps and greater in the eastern part of the Town, while download speeds are slightly less in the remaining Town. However, fixed wireless uploads speeds are 3 to 9.99 Mbps

⁶ Wisconsin Public Service Commission, December 2016.

⁷ Alliant Energy, 2018 Annual Report.

⁸ <https://www.alliantenergy.com/Customerservice/AlliantEnergyService/CommunitiesWeServe>, accessed 4/30/19.

⁹ <https://maps.psc.wi.gov/apps/WisconsinBroadbandMap/>, accessed 4/30/19.

for the entire Town. This could affect the Town's ability to attract businesses to certain areas of the Town or residents wanting higher internet speeds.

Parks and Recreation Facilities

Local parks and recreational facilities are intended to provide primarily short-term active recreational opportunities. As a rule, the number of park sites and the diversity of available recreational facilities they provide correspond with the size of the community. ***Within the Town of Eldorado there are approximately 43.8 acres of recreational facilities including public parks, trails and recreational systems (Map F-1 and Map B-1).*** In addition, there are 4,682.1 acres of recreational land within the Eldorado State Wildlife Area.

Park Land Standards

Standards have been developed to help gauge how well various levels of government as well as the private sector are doing in meeting their responsibility of providing outdoor recreational facilities. A land demand standard of 10 acres of publicly owned open space for every thousand residents is a traditional barometer for determining whether adequate parkland exists in a community to meet the recreational needs of its citizens and others who depend on its facilities for recreational activities. However, the standard is just that, a useful measuring tool to see how much land should be available for a resident for recreational use now and in the future. However, these minimum standards are merely guidelines, every community has different situations and demands that should be considered.

The Town of Eldorado has approximately 6.1 acres¹⁰ of publically owned land. Currently, based on the minimum standards, the Town would need 14.8 acres of park and recreational land. With a projected population of 1,495 in 2040, the recommended park acreage would be 15 acres. Currently the Town needs an additional 8.7 acres now and by 2040, it will need an additional 8.9 acres.¹¹

Park Facility Needs

The composition of a community's population can provide insight into the need for emphasizing specific types of recreational opportunities. These needs should be based on recreational trends and the age groups of users. To ensure that facility needs are accurately identified, the Town should seek input from citizens.

¹⁰ The acres of publically owned land include Simon Field and the park behind the Eldorado Community Center only. It does not include the acres for the recreational trail or the Eldorado State Wildlife Area.

¹¹ As a clarification, the Town will need a total of 15 acres in 2040 or an additional 9 acres from what is currently available.

Locational Needs (Level of Service)

One of the most important tenets of park system planning is that a range of recreational opportunities should be within convenient walking distance of each resident. East Central's standards identify this distance as one-quarter mile although one-half mile – a ten-minute walk for most adults – is often cited as a reasonable walking distance. Convenience, however, cannot be measured only in time and distance. It is equally if not more important to consider the presence of natural and man-made barriers that prevent or impede a safe and/or convenient walk from home to park or school. These barriers are particularly restrictive for children and disabled or elderly residents. Due to the population disbursement within the Town, locational needs may not be as applicable to a rural town.

Town of Eldorado Park and Recreational Facilities

The Town owns two park and recreational facilities:

Lion's Park. A three acre park, picnic and fishing area is located behind the Eldorado Community Center adjoining a small pond created by a weir on the west branch of the Fond du Lac River. Amenities at the park include: a shelter with restroom.

Francis J. Simon Field. Simon Field, a three acre park, offers a baseball diamond, restroom, shelter and playground equipment.

Fond du Lac County Park and Recreational Facilities¹²

Snowmobile Trails. Fond du Lac County's snowmobile trail system consists of approximately 243 miles of groomed snowmobile trails on privately owned land. Another 45 miles of state funded trails are located on state and county owned lands.

State Owned Recreational Facilities

Mascoutin Valley State Park Trail. The Mascoutin Valley State Park Trail is a 32 mile state park trail developed on an abandoned railroad corridor. Twenty-two miles of the trail are located in Fond du Lac County. The trail is surfaced between Berlin and Ripon with limestone screenings. The trail is used for hiking, cycling, running and snowmobiling. The Ripon to Rosendale section of the trail is in private ownership making trail improvements uncertain. The Ripon to Rosendale section of the trail passes through the DNR owned Eldorado Marsh (Map F-2).

Dike Road Trail. This trail begins at Dike Road and provides access to the Eldorado State Wildlife Area (ESWA). THE ESWA provides hunting, fishing and wildlife viewing opportunities.

¹² Outdoor Recreation and Open Space Plan for Fond Du Lac County 2011-2015, <http://www.traillink.com/trail/mascoutin-valley-state-trail.aspx> .

Additional information on the EWSA can be found in Appendix G: Agricultural, Natural and Cultural Resources.

Cemeteries

Five cemeteries, Salem United Methodist on CTH I, St. Paul's on CTY I, North Eldorado Cemetery on Olden Road next to St. Mary's Cemetery, St. Mary's Cemetery on Olden Road next to North Eldorado Cemetery, and the Methodist Episcopal (German) cemetery at the intersection of CTH N and Ridge Road are located in the Town of Eldorado (Map E-2). The Town maintains the Methodist Episcopal (German) and St. Paul's Lutheran cemeteries. Of the two cemeteries, only St. Paul's is still taking burials. Our Risen Savior maintains St. Mary's Catholic cemetery, while Salem United Methodist Church maintains the cemetery of the same name. St. Mary's, Salem United Methodist and Eldorado cemeteries are most likely still active and taking burials.

Healthcare Facilities

Hospitals and Clinics

The Town of Eldorado has no current HealthCare facilities, although there are 5 hospital within a 30 minute radius¹³: St. Agnes Hospital in the City of Fond du Lac (General Medical and Surgical Religious Organization – 140 beds, Aurora Medical Center in Oshkosh (General Medical and Surgical Other Not-For- Profit – 61 beds), Ascension NE Wisconsin - Mercy Campus in Oshkosh (General Medical and Surgical Hospital Religious Organization – 120 beds), Ripon Medical Center – Ripon (Critical Assess Hospital Religious Organization – 18 beds), Waupun Memorial Hospital – Waupun (Critical Access Hospital Religious Organization – 25 beds)

Nursing Homes

Currently, there are no nursing homes within the Town. According to the Directory of Licensed Wisconsin Nursing Homes, dated April 11, 2019,¹⁴ Fond du Lac County has 8 nursing home facilities with 626 licensed beds. Six of the nursing homes and 526 of the licensed beds are in the City of Fond du Lac. Although the Town of Eldorado does not have a nursing home, current needs are being met by county and regional facilities. As the population ages, additional capacity may need to be developed. The Town should consider working with private eldercare providers to identify additional locations for these services, if needed.

¹³ Guide to Wisconsin Hospitals, Fiscal Year 2017.

¹⁴ <https://www.dhs.wisconsin.gov/guide/nh-fonddulac.pdf>.

Childcare Facilities

With the increased prevalence of dual-income households, the importance of reliable and affordable childcare plays a critical role in maintaining the present economy. Under Wisconsin law, no person may provide care and supervision for 4 or more children under the age of 7 (not related) for less than 24 hours a day, unless that person obtains a license to operate a childcare center from the Wisconsin Department of Children and Families. There are three different categories for state license child care: Licensed Family Care (up to 8 children usually in a person home), Licensed Group Centers (9 or more children, located somewhere other than a residence) and licensed Day Camps (seasonal programs usually outdoors). Certified Child Care is a voluntary form of regulation for those that are not required to be licensed. Provisional and regular certified family child care providers may care for up to 6 children.

There are no licensed or certified childcare facilities in the Town of Eldorado. However, there are a total of several licensed and certified childcare facilities within the City of Fond du Lac and one within the Village of Rosendale.

Public Safety and Emergency Services

Police Service¹⁵

Police service to the Town of Eldorado is provided by the Fond du Lac County Sheriff's Department, as needed. Fond du Lac County is divided into four police service sections in order to better service the county. Two of the service sections: Fond du Lac County Sheriff Center and Fond du Lac Sheriff West serve the Town of Eldorado. According to the Town of Eldorado, this arrangement is working fine. The sheriff department is located on S. Macy Street in the City of Fond du Lac in the Fond du Lac City County Government Center. It is responsible for serving the citizens of Fond du Lac County. The Sheriff's Office works closely with 9 other law enforcement agencies, Wisconsin State Patrol and the Department of corrections. Currently it has 150 full and part-time employees, which includes 65 jail certified/sworn officers, 50 patrol certified/sworn officers and 15 sworn support staff and cooks. In 2005, the Sheriff's Office and Jail underwent a major renovation which included remodeling office space, adding a training room and additions to the jail.

Correctional Facilities¹⁶

The jail along with the sheriff's office was remodeled in 2005. At this time the security system was updated, and the jail capacity was increased from 149 beds to over 300 beds. The county jail also houses short-term state inmates.

¹⁵ Personal communication, Fond du Lac County Sheriff Department, 5/7/19.

¹⁶ Personal communication, Fond du Lac County Sheriff Department, 5/7/19.

The sheriff's office also operates a secure detention center for youth. The Fond du Lac County Secure Detention Center is one of handful of such facilities in the state. It has a rated capacity of 27 juveniles, and serves as a facility for juvenile offenders from throughout the county as well as other counties in need of juvenile placements for secure detention.

Fire Services¹⁷ and Emergency Management

The Town of Eldorado is served by the Eldorado Volunteer Fire department and first responders. Ambulance is provided by the North Fond du Lac Fire and EMS located in the Village of North Fond du Lac. Calls are dispatched through the Fond du Lac County 911 call center. The fire department is part of the Mutual Aid Box Alarm System (MABAS), which is a mutual aid measure used to deploy fire, rescue and emergency medical services in a multi-jurisdictional and/or multi-agency response.¹⁸ Average response time for the fire department is about 14 minutes. According to the Town of Eldorado, this system is working fine and the Town is satisfied with fire and emergency management services.

The building housing the Eldorado Volunteer Fire Department was built in 2011 and is located at W9218 CTH N in Eldorado (Map F-2). The fire department and the Town of Eldorado share space in this facility. Facilities for the fire department include garage and storage for vehicle and apparatus (east side of the building), office space for the fire department and first responders, meeting room and a training room. The Town has a separate garage that is used for storage of town equipment and vehicles and a salt storage building (south side of the building). Currently the facility is meeting the fire department and Town needs. Town owned equipment includes two snow plows, lawn mowers, a front end loader and a tar buddy.

The department is managed by a volunteer fire chief. The department has 23 volunteer fire fighters and 9 first responders. Fire fighters are paid for fire calls and training at the rate of \$10 for a normal fire and \$20 for a big fire. The Town contracts with a third party for fire inspections, which the chief oversees. Currently the fire department is facing challenges to get volunteers.

The fire department operates six major pieces of equipment: A 1991 Ford F800 fire engine (#526), a 1,500 gallon 1999 tanker pumper (#527), a 32,000 2006 tanker (#528), 2007 Ford F450 support vehicle (#540), and an ASB Scout (#539, a small truck used for grass fires and rescue that is used mostly in marshy areas). In addition, the State of Wisconsin owns a 1980 brush truck which is housed in the facility (#529). The fire department will be replacing vehicle #526 in the near future.

The Insurance Service Office (ISO) Incorporated collects information on municipal fire protection efforts throughout the United States. Using the Fire Suppression Rating Schedule (FSRS), ISO assigns a Public Protection Classification (PPC) from 1 to 10. Class 1 generally represents superior property protection, and Class 10 indicates that the area's fire suppression program

¹⁷ Personal communication, Eldorado Volunteer Fire Chief, 5/3/19.

¹⁸ MABAS Wisconsin Home, <http://www.mabaswisconsin.org/>.

doesn't meet ISO's Public Protection Classification in calculating premiums. ***The Eldorado Volunteer Fire Department's PPC classification is a 9, which is common in small rural communities.***

Fond du Lac County Emergency Management. The Fond du lac County Communications and Emergency Management Office is charged with coordinating response and recovery in the event of natural or technological disasters, county-wide. The agency works with local communities, including the Town of Eldorado, to prepare their citizens and staff for disasters through training exercises, reenactments, and planning.

Library

There is not a public library in the Town of Eldorado; instead residents utilize a nearby library: Fond du Lac Public Library.

Fond du Lac Public Library. The Fond du Lac Public Library is located at 32 Sheboygan Street in the City of Fond du Lac. It also has two satellite facilities; the Fond du Lac Public Library Express (part of the Festival Foods shopping complex at 1125 E. Johnson Street) and St. Agnes Satellite Library (inside St. Agnes Hospital at 430 E. Division Street). The Fond du Lac Public Library is part of the Winnefox Library System.

There are 16 public library systems within the State of Wisconsin.¹⁹ Library systems are designed to provide expanded library service to more people without making additional large expenditures. Libraries receive the majority of their revenue from the local municipalities and the Counties. The Winnefox Library System includes 30 libraries in Fond du Lac, Winnebago, Waushara, Marquette and Green Lake counties.²⁰

Service targets for libraries are based on quantitative standards contained in the Wisconsin Public Library Standards. These standards are based on the population served and vary for a community in regard to municipal population versus total service population (Table F-1). Standards are established at three levels of service:

- Tier One—the minimum services that should be available to all residents of the state
- Tier Two—an expansion of services beyond the basic
- Tier three—the highest level of service

Local libraries can establish service targets by selecting the appropriate level of service to apply to each standard, or use the levels to plan for improvements over a period of time. Municipalities must decide whether to use its municipal population or its service population to determine level of service. In most cases, service population is a more accurate reflection of a library's service population, because it includes the municipal population as well as those who live in

¹⁹ <https://dpi.wi.gov/pld/directories/systems>.

²⁰ <http://winnefox.org/members.html>.

surrounding communities and travel to the nearest or most convenient municipal library for services. Standards have been set on a per capita basis for the following criteria: volumes (print) owned, periodical titles received, audio recording held, video recordings held, public use internet computers, hours open per week, full time equivalent staff, total collection size, and material expenditures.

Table F-1: Public Library Statistical Data, Fond du Lac Public Library, 2016

	Number	Level of Service	
		Municipal Population	Service Population
Municipal Population	43,381		
Total Service Population	70,034		
FTE Staff	32.25	Tier 2	Tier 2
Periodical Titles Received (Print)	260	Tier 1	*
Volumes Held (Print)	167,462	Tier 2	Tier 2
Audio Recordings Held	15,209	Tier 2	Tier 1
Video Recordings Held	27,193	Tier 3	Tier 3
Public Use Internet Computers	55	Tier 2	Tier 2
Hours Open / Week	64	Tier 1	*
Material Expenditures	384,711	Tier 3	Tier 3
Collection Size (Print, Audio, Video)	209,864	Tier 2	*

*Source: Wisconsin Public Library Standards, 6th Edition, 2018 Final
2016 Wisconsin Public Library Service Data*

* Less than Tier 1 Standard

The Fond du Lac Public Library provides less than minimum standards for periodical title received, hours open per week and collection size based on municipal population. **Based on service population, the Fond du Lac Public Library is considered a Tier Two Library, since it meets all of the Tier One standards and meets at least all of the standards for Tier Two for the remaining criteria.**

Schools

Two public school districts provide education to the Town of Eldorado (Map F-2). The Fond du Lac School District covers the majority of the Town, while the North Fond du Lac School District covers a portion of the Town along the eastern boundary. Quality schools within the Town of Eldorado play a critical role in its ability to attract and retain families, and help build a stronger economy through an educated workforce.

Rosendale-Brandon Public School District

The Rosendale-Brandon Public School District provides education to the villages of Rosendale and Brandon and portions of the towns of Eldorado, Nekimi, Rosendale,

Lamartine, Springvale, Metomen, Waupun, Alto and Oakfield. The District's 1,047²¹ students attend one of six schools. Students from the Town of Eldorado attend Rosendale Primary School (Rosendale), Rosendale Intermediate School (Rosendale), Laconia High School (Rosendale) or Cirrus Charter High School (located in the Laconia High School). In addition, the school district has a free program; Rosendale-Brandon Early Learners, which is open for 3-year olds and their parents. This opportunity is available once per month and exposes kids to a 4K classroom setting.

North Fond du Lac School District

The North Fond du Lac School District provides education to a portion of the Town of Eldorado as well the Village of North Fond du Lac and the Town of Friendship and portions of the towns of Lamartine and Fond du Lac. The District's 1,446 students attend one of six schools which include the Early Learning Center (currently houses a privately owned childcare facility), Head Start, early childhood, four and five year kindergarten programs; Friendship Learning Elementary School (grades 1 through 5); Bessie Allen Middle School (grades 6 through 8); Horace Mann High School (grades 9 through 12); as well as an Alternative Learning Center for high school students. The school district is currently working on a 94,000 square foot addition to the Friendship Learning Center which will then house the District's early childhood through 5th grades.²² In the fall of 2019, the district started the Treffert Way of the Exceptional Mind charter school (in cooperation with Agnesian SSM).

Private Schools

Private schools play an important role in educating students. Private (non-public) school enrollment data for the 2018-2019 school year (collected on the third Friday in September) was obtained from the Wisconsin Department of Public Instruction website.

North Fond du Lac School District. One private school serves residents in the North Fond du Lac School District: St. Paul's Evangelical Lutheran School (elementary, K4 through grade 8). Total enrollment for private schools in the North Fond du Lac School district is 102.

Rosendale-Brandon Public School District. There are no private schools located within the Rosendale-Brandon Public School District.

The North Fond du Lac School District does not offer high school education; therefore students must either attend the public school or attend a private school in a surrounding community.

²¹ 2018-2019, School Year, WISEdash. <https://wisedash.dpi.wi.gov/Dashboard/portalHome.jsp>, accessed 5/3/19.

²² <http://www.nfdlschools.org/district/home/about-out-district>, accessed 5/3/19.

Post-Secondary Education

The Town of Eldorado does not have any institutions of higher education. The University of Wisconsin system - University of Wisconsin Oshkosh operates three campuses', two of which are within proximity to the Town of Eldorado. The two campuses are the University of Wisconsin Oshkosh (a four-year campus) and the University of Wisconsin Fond du Lac (a two-year campus). The Oshkosh campus offers programs in nursing, education, business, social sciences, natural sciences, humanities, fine and performing arts, engineering technology, information technology, health sciences and applied and liberal studies.²³ The Fond du Lac campus offers courses that are the foundation for more than 250 majors, as well as several bachelor's degree completion programs from five UW four-year schools can be earned entirely on the UW-Fond du Lac campus.²⁴

Marion University, a private college is located in the City of Fond du Lac. Originally founded as Marian College in 1936 by the Congregation of Sisters of St. Agnes, Marian University is a co-educational, Catholic University offering bachelor degrees in a variety of disciplines.

The state is covered by 16 multi-county vocational technical and adult education districts which are organized on a regional basis and financed primarily by local property taxes. These districts tend to follow school district boundaries rather than county lines. **The Town of Eldorado is a part of the Moraine Park Technical College district.** Curricula in the technical schools are usually geared toward an area's particular needs. Typically a student may choose from among a two-year highly technical associate degree program, a two-year vocational program, a one-year vocational program, and a short-term program.

Other Municipal Buildings

Government Facilities

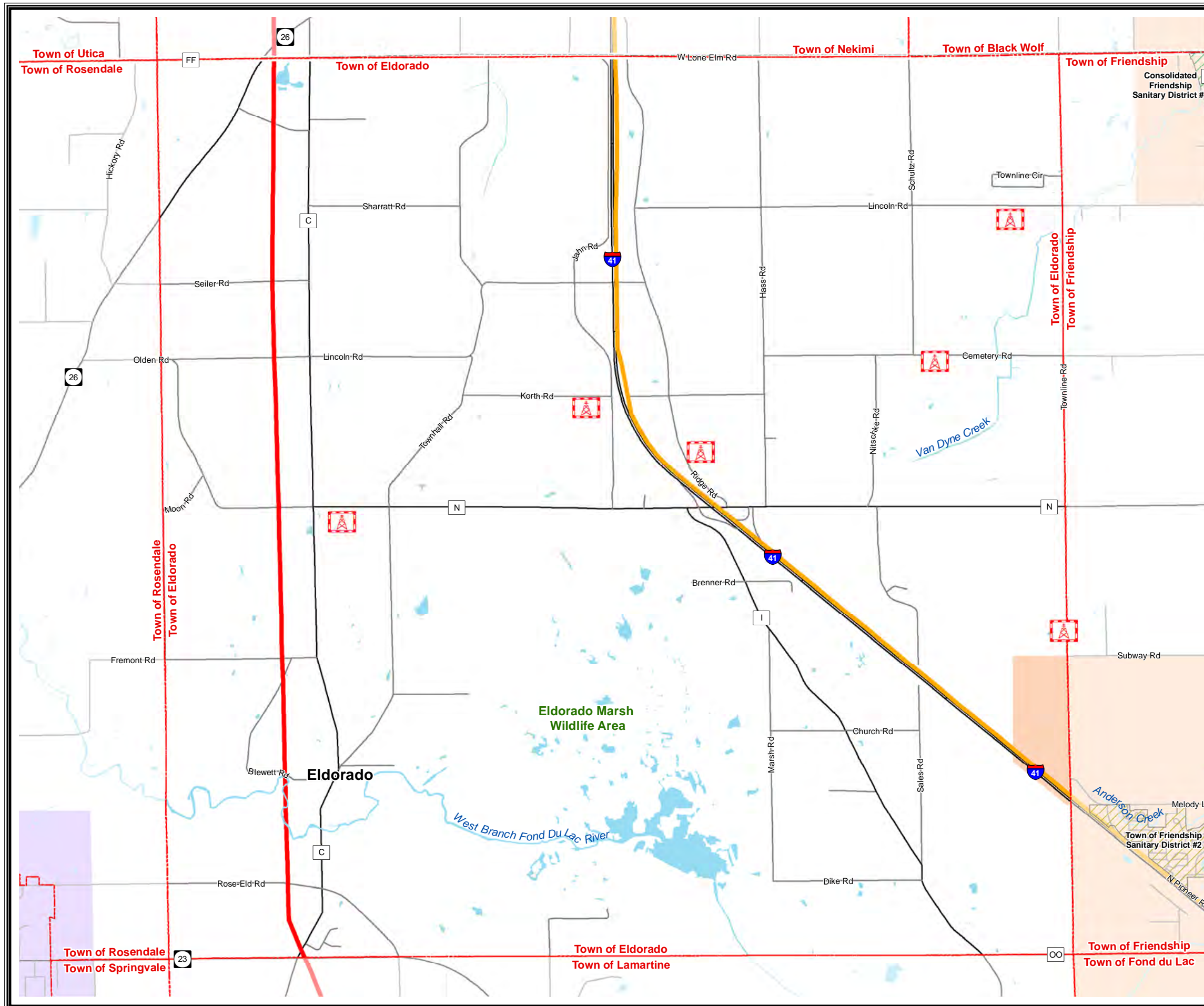
Eldorado Community Center. **The Eldorado Community Center is located at N7664 CTH C in Eldorado** and adjoins the post office (Map F-2). The Community Center underwent a major renovation in 2011. The facility houses the clerk's office, a large meeting room, kitchen and restrooms. It is also available for rental. According to the Town, the town hall adequately serves the daily needs of the community.








Post Office. **Rural mail delivery to residents in the Town of Eldorado is provided by four post offices.** The post offices are located at the following addresses: Eldorado Post Office, N7666 CTH C, Eldorado; Van Dyne Post Office, N9519 Van Dyne Road, Van Dyne; Fond du Lac Post Office, 99 West Second Street, Fond du Lac and the Rosendale Post Office, 181 N. Grant Street, Rosendale. There are no concerns regarding mail delivery.

²³ University of Wisconsin Oshkosh, <https://uwosh.edu/about-uw-oshkosh/mission-vision-core-values/>, accessed 5/7/19.

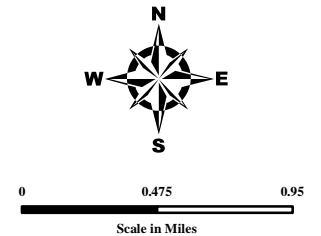
²⁴ University of Fond du Lac, <http://fdl.uwc.edu/about>, accessed 9/21/15.

Map F-1 Town of Eldorado Utilities



-  FCC Towers
-  Town of Friendship Consolidated Sanitary District #1
-  Town of Friendship Sanitary District #2
-  345 Kilovolt Transmission Line
-  138 Kilovolt Transmission Line
-  2050 Fond du Lac SSA Planning Area
-  Rosendale Planning Area

Source:
Base data Fond du Lac County 2018.
Substation & Transmission data PSC 2016.
Sanitary Districts & SSA data ECWRPC 2018.
FCC data FCC 2017.

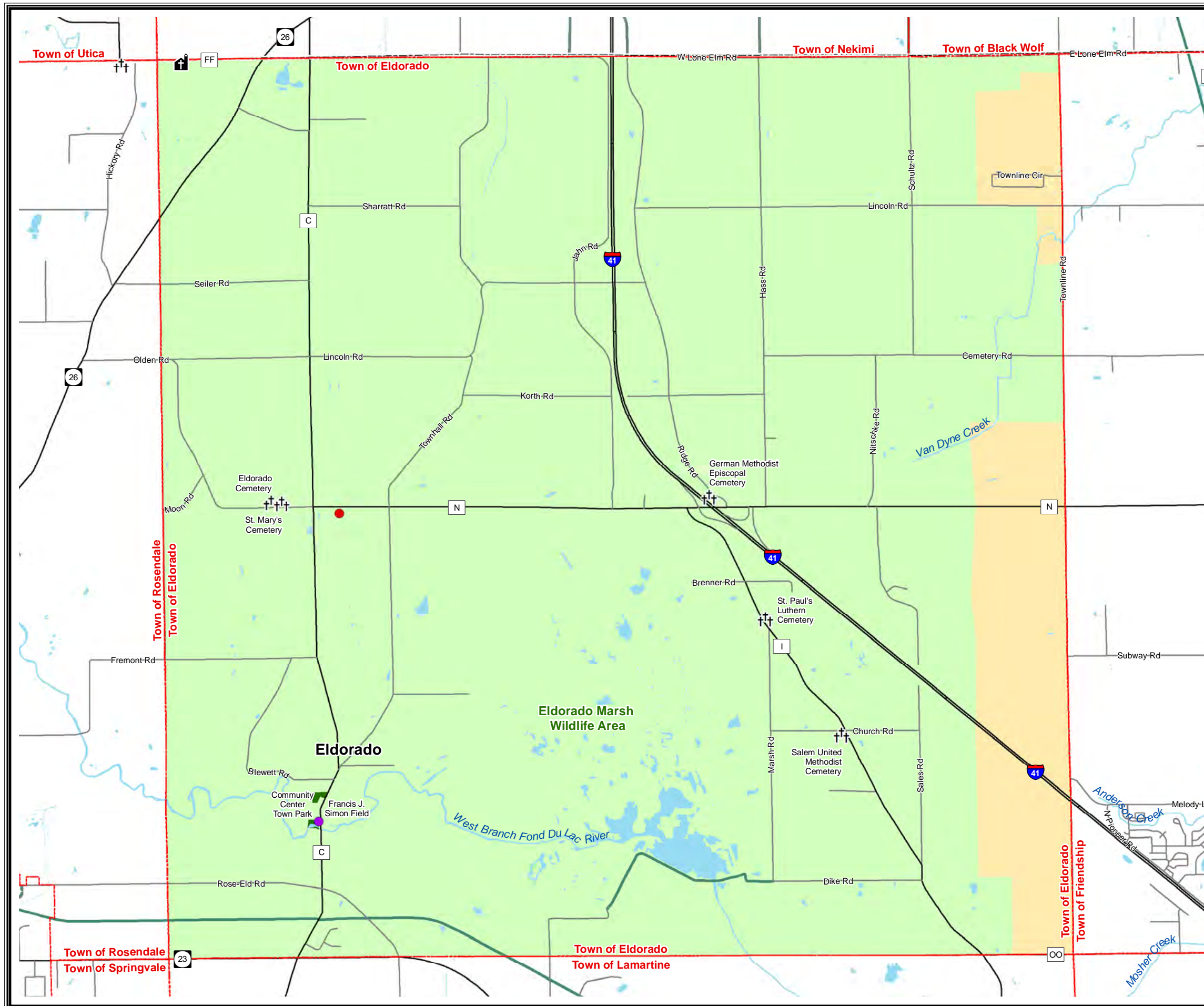


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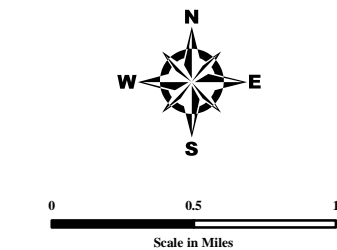


Map F-2 Town of Eldorado Community Facilities



- Community Center / Post Office
- Fire Department
- †† Cemetery
- Peniel Welsh Chapel
- Off Road Trail
- Parks
- North Fond du Lac School District
- Rosendale-Brandon School District

Source:
Base data Fond du Lac County 2018.
Community data ECWRPC 2017.



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APPENDIX G

AGRICULTURAL, NATURAL & CULTURAL RESOURCES

APPENDIX G: AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

INTRODUCTION

Agricultural, natural, and cultural resources give definition to a community and strongly affect quality of life. Within the Town of Eldorado, the Eldorado State Wildlife area, a mixture of wetlands, grasslands, shrubs, woods and agricultural lands, dominates the southcentral portion of the Town. The remainder of the Town is a blend of working farms interwoven with stands of woodland and residential housing. Agriculture has a long history in the Town of Eldorado and Fond du Lac County. Although agricultural acreage and the number of farms have been declining in Fond du Lac County and the Town it continues to play an important role in the local economy. Natural features such as topographic relief, lakes, streams, wetlands and soils have significant bearing on historic and contemporary land use and development patterns. Understanding the relationship between environmental characteristics and their physical suitability to accommodate specific types of activities or development is a key ingredient in planning a community's future land use.

INVENTORY AND ANALYSIS

Creating an inventory of existing agricultural, natural, and cultural resources is critical in providing the Town of Eldorado with information to base future decisions on. The vision, goals, policies, framing concepts and strategies for this element (Chapter 2: Framework and Implementation) were shaped with these resources, and the constraints and opportunities they provide, in mind. The following provides an inventory of these resources.

Agricultural Resources Inventory

Farming and the processing of farm products is an important source of income and employment in Fond du Lac County. Fond du Lac County is a leading agricultural county in Wisconsin and ranks as the nation's 26th largest dairy county (2007 Census of Agriculture). Crops grown in the county are primarily used to feed the county's 54,000 cows.¹ In 2012, Fond du Lac County had 298 dairy herds with an annual average production of 22,500 pounds per cow. Primary crops in 2011 included corn for grain (67,500 acres), corn for silage (45,100 acres), soybeans (44,600 acres), and winter wheat (20,100 acres). Since agriculture is a necessary component of the county's economy, the protection of farmland is critical. However, as is occurring elsewhere in rural Wisconsin, new developments are encroaching on productive farmland. This section will assess agricultural lands within the Town of Eldorado and Fond du Lac County.

¹¹ Fond du Lac County Agriculture-2012, updated 3/12 <http://fonddulac.uwex.edu/files/2013/12/2012-FdL-Co.-iculture.pdf>.

Farm and Farmland Loss

Farm and farmland losses are the result of economic pressures within agriculture as well as competition for agricultural lands from residential, commercial, industrial, and other development.

The US Department of Agriculture tracks the number of farms, land in farms and the average size of farms. According to the US Department of Labor, **Fond du Lac County lost 244 or 15 percent of its farms between 2007 and 2012** (Table G-1). This loss resulted in a total loss of 20,192 acres of agricultural land. However, while the county has been losing farms, the average farm size in the county has been increasing. Between 2007 and 2012, the size of an average farm increased from 204 to 226 acres.

Table G-1: Agricultural Statistics, Fond du Lac County, 2007 and 2012

	2007	2012	Difference	% Change
Number of Farms	1,643	1,399	-244	-14.9%
Land in Farms (acres)	335,745	315,553	-20,192	-6.0%
Ave. Size of Farm (acres)	204	226	21	10.4%

Source: US Department of Agriculture, National Agricultural Statistics Service, 2012 Census of Agriculture

As part of the Statement for Equalized Values, the Wisconsin DOR reports the total valuation for agricultural lands. **Between 2009 and 2018, the value of agricultural land decreased by 13.7 percent in the Town of Eldorado** (Table G-2). Part of this decrease may be attributed to loss of farmland which probably occurred over this time period, as well as the economic downturn that began in 2008. A review of data indicates that overall agricultural land values have also decreased for the county as a whole since 2009, though not as significantly as agricultural land values decreased in the Town.

Table G-2: Agricultural Equalized Values (Land), 2009 – 2018

Jurisdiction	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	% Change 2009-2018
T. Eldorado	3,003,400	2,811,800	3,042,400	3,064,600	2,113,200	2,493,500	2,515,200	2,489,200	2,524,100	2,593,000	-13.7%
Fond du Lac County (Towns)	57,602,500	55,903,700	52,923,700	52,338,700	49,463,200	48,695,500	49,412,300	49,917,000	50,588,600	51,948,700	-9.8%
Fond du Lac County	58,097,300	56,411,300	53,494,800	52,864,200	49,969,100	49,191,900	49,919,300	50,418,900	51,103,600	52,475,200	-9.7%

Source: Statement of Equalized Values, Wisconsin Department of Revenue, 2009 - 2018

Farmland Soils

A classification system rating the suitability of a specific area based on soil type and condition was developed by the U.S. Department of Agriculture.² Prime farmland are generally defined as “land that has the best combination of physical and chemical characteristics for producing food,

² USDA 1993. USDA Handbook 18: Soil Survey Manual.

feed, forage, fiber, and oilseed crops and that is available for these uses. It has the combination of soil properties, growing season, and moisture supply needed to produce sustained high yields of crops in an economic manner if it is treated and managed according to acceptable farming methods”.³ This includes the following classifications (1) All areas are prime farmland; (2) Farmland of Statewide Importance, (3) Prime farmland, if drained; (4) Prime farmland if drained and either protected from flooding or not frequently flooded during the growing season, and (5) Prime farmland if drained and either protected from flooding or not frequently flooded during the growing season.⁴ Soil data from the NRCS-USDA Web Soil Survey (WSS), accessed in 2017, was used to determine prime farmland. It should be noted that while Farmland of Statewide Importance is included on Map G-1 and Table G-3, it is not considered to be prime farmland. Farmland of Statewide Importance are defined as “land that does not meet the criteria for prime of unique farmland”, “generally, this land includes areas of soils that nearly meet the requirements for prime farmland and that economically produce high yields of corps when treated and managed according to acceptable farming methods”.

Overall, about 84 percent (19,551 acres) of the land within the Town of Eldorado is considered prime farmland (Map G-1, Table G-3). About three-fifths (61.1%) of these soils do not need to be drained or protected to be considered prime farmland. Farmland soils classified as “All Areas Prime Farmland” are concentrated in the eastern half of the Town.

Table G-3: Farmland Classifications

Soil Classification	Acres	Percent
All Areas Prime Farmland	11,967	51.7%
Farmland of Statewide Importance	3,054	13.2%
Prime Farmland if Drained	7,580	32.8%
Prime Farmland if Drained & Protected from Flooding or Not Frequently Flooded	1	0.0%
Prime Farmland if Protected from Flooding or Not Frequently Flooded	3	0.0%
Not Prime Farmland	270	1.2%
Water	263	1.1%
Total	23,139	100.0%

Source: NRCS-USDA Web Soil Survey (WSS), accessed 2017

Natural Resources Inventory

Natural Resources act as the foundation upon which communities are formed. Identifying key natural resources in the Town of Eldorado, and learning how to utilize, conserve, and/or

³ United States Department of Agriculture, Natural Resource Conservation Service. NSSH Part 622 I NRCS. http://www.nrcs.usda.gov/wps/portal/nrcs/detail/soils/survey/?cid=nrcs142p2_054226.

⁴ Prime farmland also includes areas that are irrigated. However, within Fond du Lac County this classification does not exist and was therefore omitted from the text.

preserve them may determine the future environmental health of the Town. This section addresses land, water, wildlife, mineral, and recreational resources in the Town of Eldorado, and aims to provide a baseline upon which the Town can use to make future decisions that may impact these resources.

Land Resources

Soils

Soils support the physical base for development and agriculture within the Town. Knowledge of their limitations and potential difficulties is helpful in evaluating crop productions capabilities and other land use alternatives such as residential development, utility installation and other various projects. **Three general soil associations, or groupings of individual soil types based on geographic proximity and other characteristics, are present within the Town of Eldorado.**⁵

These include:

- **Lomira-Virgil Association.** This soil association is found in the west part of the Town. The soils are well-drained and somewhat poorly drained, silty, moderately permeable soils. These soils are part of ground moraines underlain by calcareous loam and glacial till. The soils exist on low ridges and level uplands with depressions. Soils located to the depressions are subject to occasional flooding.
- **Kewaunee-Manawa-Poygan Association.** This association includes areas in the eastern portions of the Town. The soils consist of well drained to poorly drained, silty and clayey, moderately slowly to slowly permeable soils on glacial ground moraines, terminal moraines. The Kewaunee-Manawa-Poygan association is found in an area one to six miles wide bordering Lake Winnebago. Most of this association is used for crops.
- **Houghton-Palms Association.** These soils are generally found in the center of the Town. The soils are organic soils over calcareous outwash, till or lacustrine deposits.

Soil Suitability for On-Site Waste Disposal

Map G-2 displays the relative suitability for development of specific locations within the Town of Eldorado based on their underlying soils. The “Soil Limitations Map for On-Site Waste Disposal” identifies suitability for on-site waste disposal options based on an evaluation of soil characteristics, as defined by the United States Department of Agriculture (USDA) Natural Resource Conservation Service (NRCS). The ratings are based on soil properties that affect

⁵ Soil Survey of Fond du Lac County, Wisconsin, 1973; United States Department of Agriculture Soil Conservation Service.

absorption of the effluent (depth to water table, ponding, depth to bedrock and flooding), construction (stones, bedrock interfere with installation) and maintenance of the system and public health. This map is not intended to serve as a substitute for on-site soil investigations, but rather as an indicator of reasonable expectations for soils underlying a site.

Evaluation of the soil data indicates that almost 83 percent of the soils in the Town of Eldorado are very limited for conventional on-site individual septic systems (Map G-2, Table G-4). Generally, areas in the eastern part of the Town are very limited, while areas in the western are a mixture of very limited and somewhat limited. Currently all portions of the Town of Eldorado are served by on-site waste disposal systems.

Table G-4: Soil Limitations for On-Site Waste Disposal

Soil Classification	Acres	Percent
Not Limited	0	0.0%
Somewhat Limited	3,700	16.0%
Very Limited	19,138	82.7%
No Rating	38	0.2%
Water	263	1.1%
Total	23,139	100.0%

Source: NRCS-USDA Web Soil Survey (WSS), accessed 2017

Building Site Development

The USDA-Natural Resource Conservation Service (NRCS) has evaluated soil characteristics and rated soil potential for building site development (with basements) based on wetness, shrink-swell potential, bearing strength, susceptibility to flooding, slope steepness, and frost action. The ratings range from not limited to very limited. Typically areas near flowages and in wetlands have the lowest ratings. **Over half of the area within the Town of Eldorado (53.2%, 12,311) acres has soils that are considered very limited for building site development (with basements).** Areas that are very limited are scattered throughout the Town, but are more prevalent in the Eldorado Marsh Wildlife Area. About a third (32.7%, 7,566 acres) of the soils are somewhat limited for building site development. These soils are concentrated in the eastern portion of the Town. The remaining areas are either not limited (12.8%, 2,961 acres) or not rated (0.2%, 38 acres). Soils that are not limited are located in the western part of the Town (Map G-3, Table G-5).

Table G-5: Soil Potential for Building Site Development

Rating	Acres	Percent
Not Limited	2,961	12.8%
Somewhat Limited	7,566	32.7%
Very Limited	12,311	53.2%
Not Rated	38	0.2%
Water	263	1.1%
Total	23,139	100.0%

Source: NRCS-USDA Web Soil Survey (WSS),
accessed 2017

Geology, Topography and Scenic Resources

The Town of Eldorado's topography is controlled by the underlying bedrock and the Valdres ice sheet of the Green Bay lobe during the Wisconsin glaciations. Fond du Lac County is divided into two physiographic regions; east of the Niagara Escarpment and west of the Escarpment.

Bedrock

Bedrock geology for the Town of Eldorado was formed during the Phanerozoic Eon, which was divided into three eras. During the Ordovician Period, Wisconsin was submerged at least three times. Sediments eroded by the waves and washed from the lands were deposited in the sea to form sandstone and shale. Animals and plants living in the sea deposited layers and reefs of calcium carbonate which is now dolomite. At the close of the Ordovician Period and during the Silurian and Devonian periods, Wisconsin remained submerged.

The Town's bedrock is made up of dolomite with some limestone and shale (Ordovician Formation – Sinnipee Group). **There are no areas in the Town with high bedrock.**

Steep Slopes

Map G-4 indicates areas that have slopes greater than 12 percent. **Less than one percent (0.2%, 37 acres) of the Town's total acreage has slopes in excess of 12 percent.** Very small areas of steep slopes are generally found in the western portion of the Town.

Non-Metallic Mining Resources

Non-metallic mineral resources included all minerals other than those mined as a source of metal. Economically important non-metallic minerals include stone, sand and gravel and clay. **There are no non-metallic mining sites within the Town of Eldorado, according to data obtained from Fond du Lac County and are based on permit data.**

Soil Suitability for Sand and Gravel

Soil suitability for sand and gravel is shown on Map G-4. This information can be used as guidance to where to look for probable sources based on the probability that soils in a given area contain sizeable quantities of sand and/or gravel. These materials can be used as a source for roadfill and embankments.

There are approximately 8 acres suitable for sand and gravel. Suitable soils are located in the Eldorado Marsh near Dike Road.

Watersheds and Drainage

The WDNR has divided the state into three major river basins; all of the Town of Eldorado falls with the Lake Michigan Basin.⁶ Each major river basin is further broken down into hydrologically based Water Management Units (WMUs). ***The Town of Eldorado is part of the Upper Fox River Basin*** (Map G-5).

The Upper Fox River Basin occupies a total of 2,090 square miles and is broken down into 15 watersheds. Two watersheds: the Fox River (UF05) and the Fond du Lac River Watershed (UF03) are situated in the Town of Eldorado.

The **Fond du Lac River Watershed** is located primarily in Fond du Lac County, but extends north into the southeast portion of Winnebago County along the western shore of Lake Winnebago.⁷ The watershed is about 245 square miles in size (156,642 acres) and contains 461 miles of streams and rivers, 775 acres of lakes and 22,373 acres of wetlands. It is dominated by a mixture of land uses, though agriculture (68%) and wetlands (14%) are the most dominant features of the landscape. It is ranked high for nonpoint source issues affecting streams and groundwater. This watershed is further divided into sub-watersheds, four of which are located in the Town: Willow Harbor-Frontal Lake Winnebago, Eldorado Marsh-Fond du Lac River, Village of Rosendale-Fond du Lac River, and Van Dyne Creek-Frontal Lake Winnebago.

The **Fox River Watershed** is located primarily in Winnebago County but extends west to Green Lake County and south to Fond du Lac County. The watershed is 76,643 acres in size and contains 236 miles of streams and rivers, 3102 acres of lakes and 13,826 acres of wetlands. The watershed is dominated by agriculture (66%) and wetlands (18%) and is ranked high for nonpoint source issues affecting streams, lakes and groundwater. It is further divided into sub-watersheds, the Eightmile Creek sub-watershed falls within the northwest portion of the Town.

⁶ <http://dnrmaps.wi.gov/si/?Viewer=SWDV>.

⁷ http://dnr.wi.gov/water/basin/upfox/wtplans/uf03/uf03_wtplan.pdf.

Currently the WDNR along with many partners throughout the Upper Fox and Wolf River Basins are working to improve water quality within the Upper Fox and Wolf Rivers. Currently a TMDL for Total Phosphorous and Total Suspended Solids is being developed for this area.

Lakes and Ponds

Eldorado Marsh. *The Eldorado Marsh is located in the south central portion of the Town.*

The vast majority of unnamed water bodies within the Town are associated with the Eldorado Marsh. It consists of a rich mosaic of wetland types, small oak openings, shrubland, grasslands and agricultural land. The West Branch of the Fond du Lac River flows through the wildlife area. The original species rich sedge meadow wetlands have converted to reed canary grass and cattail vegetation because of human disturbance. There is a number of common garter snake hibernacula located on the wildlife area. There is a 3/4 mile long dike that provides excellent access for wildlife viewing in the center of the wildlife area, especially during spring and fall migration.⁸

Rivers and Streams

There is one named river and one named creek within the Town of Eldorado and several unnamed creeks (Map G-5).⁹

- **West Branch Fond du Lac River** (Fond du Lac River Watershed) begins in northwest Fond du Lac County and flows generally southeast to its confluence with the East Branch. The West Branch has four distinct segments. The first segment is the upper headwater segment, including all its tributaries upstream from Eldorado Marsh. The second segment is contained within Eldorado Marsh. The third segment is downstream from Eldorado Marsh to the City of Fond du Lac, while the fourth segment is in the City of Fond du Lac.

The first two river segments are within the Town boundary. The segment upstream from Eldorado Marsh has a relatively low gradient. There are numerous small wetland complexes and areas of drained wetlands. Many of the unnamed tributaries and drainageways have been ditched or straightened. There are areas of very intensive farming, including the state's largest concentrated animal feeding operation (CAFO), but there are also large areas of farmland which have been set aside as part of the Conservation Reserve Program (CRP). The seemingly large CRP lands in the sub-watershed of this segment act as buffers to the stream in many areas. Water quality is good enough to allow wild rice to be present in the stream channel at least one location upstream from Eldorado Marsh (WDNR SCR-Files, 1996). All the CRP land also reduces the amount of sediment and nutrients that would otherwise find their way into Eldorado Marsh. There is a dam on the river at the Community of Eldorado. Ownership

⁸ WDNR, <https://dnr.wi.gov/topic/lands/WildlifeAreas/eldorado.html>.

⁹ <http://dnr.wi.gov/water/basin/>, WDNR, 2016.

of the dam is unclear according to DNR records. As a result, it is unknown how the dam is being managed or ought to be managed.

The Eldorado Marsh segment of the river is within the boundaries of the Eldorado State Wildlife Area. There is a water control structure that is used to manipulate water levels and control flow out of the marsh. The marsh acts as a sediment and nutrient sink, where much of the incoming sediment is deposited.

- **Van Dyne Creek** (Fond du Lac River Watershed) is a turbid, hard water, intermittent stream except for the lower one-half mile which is a small bayou off of Lake Winnebago.

Floodplains

Areas susceptible to flooding are considered unsuitable for development due to potential health risks and property damage. Floodplain information for Fond du Lac County was certified by Federal Emergency Management Agency (FEMA) in 2012.

Table G-6 shows the acres and percent of floodplains and floodplains that are included with wetlands. **Overall 15.5 percent (3,584) of the Town's acres are in floodplains. While another 12.6 percent include floodplains that are also wetlands.** Floodplains are mostly associated with the Eldorado Marsh and its tributaries (Map G-5).

Table G-6: Floodplains and Wetlands

Category	Acres	Percent
Floodplains (100 Year)	3,584	15.5%
Wetlands (=> 5 Acres)	3,790	16.4%
Floodplains & Wetlands Combined	2,909	12.6%
Total Area of Town	23,139	

Source: WDNR, 2015; FEMA, 2017

Fond du Lac County has adopted a Floodplain Zoning Ordinance.¹⁰ This ordinance regulates all areas that would be covered by a hundred year flood event. It requires certain land use controls in designated flood hazard areas, thus making residents eligible to participate in the Federal Flood Insurance Administration's Flood Insurance Program. This program requires all structures located in the designated flood hazard area be insured by a flood insurance policy if they are mortgaged by a federally insured bank.

Wetlands

Wetlands act as a natural filtering system for nutrients such as phosphorus and nitrates and serve as a natural buffer protecting shorelines and stream banks. Wetlands are also essential in providing wildlife habitat, control, and groundwater recharge. Consequently, local, state, and

¹⁰ Chapter 28 Article II.

federal regulations have been enacted that place limitations on the development and use of wetlands and shorelands.

Fond du Lac County Code of Ordinances, Chapter 44, Shoreland Zoning Ordinance, Section 44-81, Shoreland-Wetland District 2, regulates wetlands within 1,000 feet of the ordinary high water mark of navigable lakes, ponds or flowages and within 300 feet of the ordinary high watermark of navigable rivers or streams or to the landward side of the floodplain, whichever distance is greater. Fond du Lac County's ordinance regulates wetlands within the Town. The Army Corps of Engineers has authority over the placement of fill materials in virtually all wetlands two acres or larger adjacent to navigable waterways. The U.S. Department of Agriculture incorporates wetland preservation criteria into its crop price support programs. Prior to placing fill or altering wetland resources, the appropriate agencies must be contacted for authorization.

The wetlands shown on Map G-5 are based on the Wisconsin Wetlands Inventory (WWI) Map. The WWI maps show graphic representations of the type, size and locations of wetlands in Wisconsin. They have been prepared from the analysis of high altitude imagery in conjunction with soils surveys, topographic maps, previous wetland inventories and field work. Therefore it should be noted that using remotely sensed information as a primary data source places limitations on the information. As a result, this information should be used as a guide for planning purposes only. Wetland information depicted within this report was obtained from the WDNR in 2015.

Small wetlands with the Town of Eldorado are somewhat scattered, but larger wetland complexes are associated with the Eldorado Marsh. **Overall, approximately 16 percent (16.4%) of the Towns' total acreage are classified as wetlands** (Table G-5). Additional acreage are in combination with floodplain areas, see above.

Groundwater

An aquifer is a rock or soil layer capable of storing, transmitting and producing potable water for human consumption. In Fond du Lac County there are several aquifers; the *sandstone aquifer* is the source of the most potable water and is used by many of the major cities within Fond du Lac County. The *Platteville-galena aquifer* is composed primarily of dolomite and provides adequate water to private wells. The *Silurian or Niagara dolomite aquifer* is a source of potable water and is in high demand because of quantity and quality and is moderately susceptible to contamination. *Sand and gravel aquifer* consists of permeable sediments of unconsolidated glacial deposits and is the most susceptible to contamination.¹¹

Groundwater aquifers within Fond du Lac County are recharged mostly by the percolation of precipitation through the unsaturated zone to the water table. The

¹¹ Fond du Lac County land and Water Resource Management Plan, 2013-2017.

recharge area for the Fond du Lac area extends westward from the Niagara Escarpment to the groundwater divide in the western and southwestern parts of the county.¹²

Groundwater Contamination Susceptibility. *The south central area of the Town associated with the Eldorado Marsh (and continuing west) is most susceptible to groundwater contamination* (Map G-6). Areas with low to moderate susceptibility occur in the east and Town. *In March, 2010 the Wisconsin Geological and Natural History Survey University of Wisconsin-Extension completed a project to provide baseline groundwater information for the Town.*¹³

The following information was obtained from well samples collected in Fond du Lac County from over 1,500 private wells between 1988 and 2008. Samples were tested for coliform bacteria, nitrate-nitrogen, triazine, arsenic, chloride, total hardness, sulfate, iron, and manganese. The following results were found in the Town of Eldorado:

- **Coliform Bacteria:** Thirteen (13) percent (7 out of 53) of the wells in the Town tested positive for coliform bacteria. The presence of coliform bacteria is an indicator of contamination by fecal coliform and other pathogenic (waterborne disease-causing) organisms.
- **Nitrate-Nitrogen:** Elevated nitrate levels in groundwater commonly result from the use of agricultural and lawn fertilizers, animal waste/bio-solid application to fields or septic systems. Concentrations less than 10 mg/L of nitrate-nitrogen meet US EPA safe drinking water standards for this contaminant. Four (4) percent (2 out of 53) samples in the Town that exceeded 10 mg/L.¹⁴
- **Triazine:** Triazine is a pesticide. A total of 4 wells in the Town showed elevated levels (0.1 to 0.3 parts per billion all within the 0.3 ppb standard) of Triazine.
- **Arsenic:** Arsenic is a naturally occurring carcinogen. The drinking water standard for arsenic is 10 mg/L or 10 parts per billion. One sample exceeded the drinking water standard and in two other samples arsenic was detected but was below the safe drinking water standard.
- **Chloride:** Chloride in groundwater is naturally less than 10 mg/L, though higher concentrations can be caused by geologic conditions. Typically, higher concentrations (25 mg/L and above) indicate contamination by septic systems, road salt, fertilizers, animal waste or other wastes. Slightly more than half the wells tested in the Town were above 25 mg/L.

¹² Geology and Ground Water Resources of Fond du Lac County, Wisconsin, GEOLOGICAL SURVEY WATER-SUPPLY PAPER 1604, 1962.

¹³ Fond du Lac County Groundwater, A Community Resource, Center for Watershed Science and Education and UW-Extension, 2010. https://www.uwsp.edu/cnr-ap/watershed/Documents/fdl_gw.pdf.

¹⁴ Results based on data from 1988 to 2007.

- **Hardness:** There are no drinking water standards for hardness, though the ideal range for total hardness is typically between 150 and 200 mg/L or ppm of hardness as CaCO₃. A majority of the wells exceeded 200 mg/L with five wells greater than 600 mg/L.
- **Sulfate:** Sulfate is naturally occurring in groundwater. There is a secondary drinking water standard of 250 mg/L of sulfate. Excessive levels of sulfate can cause a temporary laxative effect in some people. Elevated sulfate may also be a concern for livestock; decreased milk production has been associated with high levels of sulfate provided to dairy cows. No wells exceeded the secondary standard of 250 mg/L.
- **Iron:** Iron is a naturally occurring mineral that is commonly found in groundwater. While there are no known health effects caused by drinking water that contains iron, concentrations greater than 0.3 mg/L are associated with aesthetic problems relating to taste, odor and color. Four wells tested exceeded 0.3 mg/L, one exceeded 3.0 mg/L.
- **Manganese:** Manganese is naturally occurring. While there is no primary drinking water standard for manganese, there is a health advisory level of 0.3 mg/L, concentrations exceeding this level should not be consumed. There is a secondary drinking water standard for manganese in water which is set at 0.05 mg/L. One well tested exceeded 0.05 mg/L for Manganese. No wells tested exceeded 0.3 mg/L.

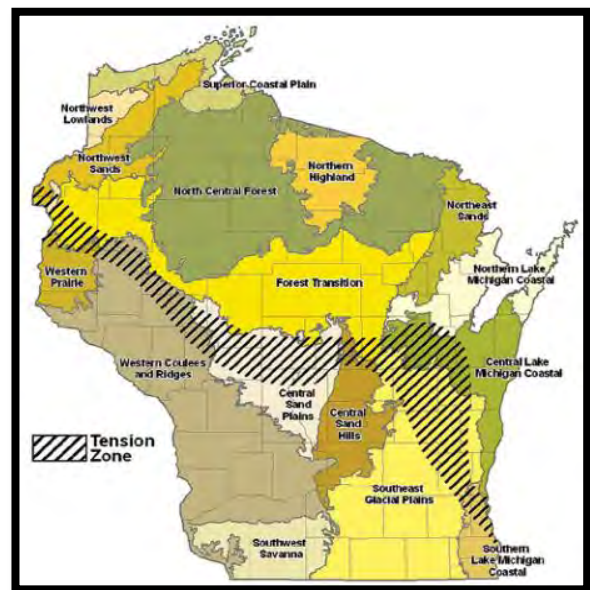
Depth to Groundwater. Groundwater depth can impact building foundations, septic systems and other factors. Areas of high groundwater are shown on Map G-4. Areas of high groundwater are found throughout the Town. *In approximately 52 percent (11,943.3 acres) of the Town, the depth to groundwater is less than two feet.*

Wildlife Habitat

Wildlife Resources

Ecological landscapes are areas that differ from each other in ecological attributes and management opportunities. They have unique combinations of physical and biological characteristics, such as climate, geology, soils, water and vegetation. Levels of biological productivity, habitat suitability, and the presences of rare species and natural communities also differ. The Town of Eldorado

Figure G-1: Ecological Zones



Wisconsin Tension Zone and the 16 Ecological Landscapes

Source: Wisconsin's Forests: A Quick Overview; 2011, WDNR

falls entirely within the Southeast Glacial Plains Ecological Landscape.¹⁵

- Southeast Glacial Plains Ecological Landscape covers the bulk of the non-coastal area in southeast Wisconsin and totals approximately 4.9 million acres (13.8% of the land area of the State of Wisconsin). This landscape is characterized by gently rolling to flat topography with clay or silt loam textured soils on glacial till plains and moraines. The Kettle Interlobate Moraine and Horicon Marsh are part of this ecological landscape.

The ecological landscape is home to a diverse aquatic and animal population. Wetlands, marshes, open wet meadows, streams, rivers and lakes provide habitat for muskrat, mink, beaver, otter, sandhill crane and sedge wren. Other habitats found within the Town include woodlands and farmland where soils are mostly a rich silt-loam.

The tension zone is a wide corridor running from northwestern to southeastern Wisconsin that marks the pre-settlement dividing line between northern and southern native plant species. The tension zone has characteristics of both northern and southern Wisconsin climates, and therefore, species from both areas. The Town of Eldorado lies within this tension zone.

Woodlands

Originally, deciduous forests, including sugar maple, basswood and oak (red, white, black and burr), covered the eastern and western parts of Fond du Lac County.¹⁶ Prairie and brush made up the areas south of Lake Winnebago. Today, woodlands are scattered throughout the Town, but are mainly associated with waterways. Woodlands should be considered as prime wildlife habitat areas.

Forests and woodlands can be classified into one of two categories: general (unplanted) woodlands and planted woodlands. General woodlands are naturally occurring forests and hedgerows. Planted woodlands are tree plantations in which trees are found in rows. These areas include orchards, timber tracts, Christmas tree plantations and other general uses. **There are approximately 151 acres of planted woodlands and 1,793 acres of general woodlands in the Town of Eldorado** (Table G-7, Map G-7). In total this makes up approximately 8 percent of the land cover in the Town.

Table G-7: Woodlands

Classification	Acres	Percent
Planted Woodlands	151	0.7%
General Woodlands	1,793	7.8%
Total Woodlands	1,945	8.4%
Total Acres	23,128	

Source: ECWRPC Land Use, 2018

¹⁵ WDNR <http://dnr.wi.gov/topic/landscapes/>. Accessed 3/2016.

¹⁶ <http://dnr.wi.gov/topic/landscapes/Maps.html>.

Rare, Threatened and Endangered Species

The Fish and Wildlife Service (FWS) in the Department of the Interior and the National Oceanic and Atmospheric Administration (NOAA) - Fisheries in the Department of Commerce (National Marine Fisheries Service – NMFS) share responsibility for administration of the Endangered Species Act (ESA).¹⁷ The purpose of the ESA is to protect and recover imperiled species and the ecosystems upon which they depend. The FWS has primary responsibility for terrestrial and freshwater organisms, while the NMFS are mainly responsible for marine wildlife such as whales and anadromous fish such as salmon.

Under the ESA, species may be listed as either endangered or threatened. “Endangered” means a species is in danger of extinction throughout all or a significant portion of its range. “Threatened” means a species is likely to become endangered within the foreseeable future. Before a plant or animal species can obtain the protection of the ESA, it has to be added to the federal lists of threatened and endangered plants and wildlife. The List of Endangered and Threatened Wildlife (50 CFR 17.11) and the List of Endangered and Threatened Plants (50 CFR 17.12) contain the names of all species of mammals, birds, reptiles, amphibians, fishes, insects, plants and other creatures that have been determined by the FWS and NOAA - Fisheries (for most marine life) to be in greatest need of federal protection.

Species are listed as endangered or threatened based solely on their biological status and threats to their existence. FWS considered five factors when evaluating a species (1) damage to, or destruction of, a species habitat; (2) overutilization of the species for commercial, recreational, scientific or educational purposes; (3) disease or predation; (4) inadequacy of existing protection; and (5) other natural or manmade factors that affect the continued existence of the species.

Candidate species are plants and animals for which the FWS has sufficient information on their biological status along with the threats they face, to propose them as endangered or threatened under the Endangered Species Act. However, development of a proposed listing regulation is precluded by other, higher priority listing activities. Candidate species receive no legal protection. However, the FWS encourages concerned parties to form partnerships to conserve these species, because they are species that may warrant protection in the future under the ESA.

The Wisconsin Natural Heritage Inventory (NHI) is part of an international network of inventory programs.^{18,19} The program is responsible for maintaining data on the locations and status of

¹⁷ <http://www.fws.gov/endangered/>, Accessed 03/2016.

¹⁸ WDNR. <http://dnr.wi.gov/topic/NHI/Data.asp?tool=township&mode=detail>. Accessed 9/9/15.

¹⁹ The DNR Aquatic Terrestrial Resource Inventory (ATRI database), <http://dnr.wi.gov/files/PDF/pubs/ss/SS1000.pdf> was reviewed but not utilized since the database contains information from the WNHI program. The WNHI program houses the most complete database on the locations and status of rare species, natural communities, and natural features in Wisconsin. Data provided by the WNHI are not based on a comprehensive rare species inventory of the state. The WNHI makes no guarantee or warranty concerning the accuracy or completeness of information contained in the database and does not necessarily endorse any interpretation or products derived from the data.

rare species, natural communities and natural features throughout the state. Species and natural communities tracked by the Wisconsin NHI Program can be found on the NHI Working List. Due to the vulnerability of rare species to collection and destruction, NHI data detailing exact locations is exempt from the Wisconsin Open Records Law. NHI's working list is open to the general public at the town level. Table G-9 provides Wisconsin and federal status of species within the Town of Eldorado.

The U.S. Fish and Wildlife Service (USFWS) identifies three (3) federally listed species for Fond du Lac County²⁰(Table G-8), while the Wisconsin Natural Heritage Inventory identifies by Town, six (6) bird, one (1) community, one (1) plant and one (1) other (Table G-9).

Table G-8: Federally Listed Endangered, Threatened, Proposed and Candidate Species, Fond du Lac County

Scientific Name	Common Name	Status	Habitat
Grus Americanus	Whooping Crane	**Non-essential experimental population	Open wetlands and lakeshores
Bombus affinis	Rusty Patched bumble bee	Endangered	Grasslands with flowering plants from April through October. Underground and abandoned rodent cavities or clumps of grasses above ground as nesting sites, and undisturbed soil for hibernating queens to overwinter.
Myotis Septentrionalis	Northern Lone-Eared Bat	Threatened	Live and dead tree crevices, mines and caves

Source: U.S. Fish and Wildlife Service: <http://www.fws.gov/midwest/endangered/>

²⁰ <http://www.fws.gov/midwest/endangered/>. Accessed 5/16/19.

Table G-9: WI Natural Heritage Inventory Working List for the Town of Eldorado

Scientific Name	Common Name	WI Status	Federal Status	Group
<i>Ammodramus henslowii</i>	Henslow's Sparrow	THR	SOC	Bird
<i>Ardea alba</i>	Great Egret	THR		Bird
<i>Botaurus lentiginosus</i>	American Bittern	SC/M		Bird
Emergent marsh	Emergent Marsh	NA		Community
Migratory Bird Concentration Site	Migratory Bird Concentration Site	SC		Other
<i>Nycticorax nycticorax</i>	Black-crowned Night-Heron	SC/M		Bird
<i>Podiceps grisegena</i>	Red-necked Grebe	END		Bird
<i>Rallus elegans</i>	King Rail	SC/M		Bird
<i>Thalictrum revolutum</i>	Waxleaf Meadowrue	SC		Plant

Source: WDNR Natural Heritage Inventory

Exotic and Invasive Species

Non-native aquatic and terrestrial plants and animals, commonly referred to as exotic species, have been recognized in recent years as a major threat to the integrity of native habitats and the species that utilize those habitats. Some of these exotic species include purple loosestrife, buckhorn, garlic mustard, multi-colored Asian lady beetles, Eurasian water milfoil, and gypsy moths. They displace native species, disrupt ecosystems, and affect citizens' livelihoods and quality of life. The WDNR requires that any person seeking to bring any non-native fish or wild animal into the state must first obtain a permit as required under the Wisconsin Statutes 29.736 and 29.745.

Parks, Open Space and Recreational Resources

Public open space such as parks and parkways are important to the quality of life within a community. These lands serve many purposes including outdoor recreation and education; buffers between different land uses; flood and stormwater management; habitat preservation; air and surface water quality improvements; protection of groundwater recharge areas; aesthetics; and promotion of healthy lifestyles.

WDNR and Public Lands

Since 1876, the State of Wisconsin has been acquiring land to meet conservation and recreational needs. Public lands managed by the Wisconsin Department of Natural Resources provide many opportunities and public places to hunt, fish, hike, canoe, or watch or photograph wildlife.

State Fishery Areas (SFAs) protect important waterways in Wisconsin by providing a natural buffer from agricultural practices and urban runoff. SFAs preserve and manage the headwaters of springs or streams which serve as the biological base for fish and other aquatic

life. SFAs increase access the availability of public access to navigable streams throughout the state. ***There are no SFAs in the Town of Eldorado.***

State natural areas (SNAs) protect outstanding examples of Wisconsin's native landscape of natural communities, significant geological formations and archeological sites. They are valuable for research and educational use, the preservation of genetic and biological diversity and for providing benchmarks for determining the impact of use on managed lands. They also provide some of the last refuges for rare plants and animals. ***There are no SNAs in the Town.***

State parks and forests provide places for outdoor recreation and for learning about nature and conservation. ***There are two WDNR managed lands in the Town of Eldorado; the Eldorado Wildlife Area (see above) and the Mascoutin Valley State Trail (Map G-7).***

Environmental Corridors

Environmental corridors are continuous systems of open space created by the natural linkages of environmentally sensitive lands such as woodlands, wetlands, and habitat areas. They provide important routes of travel for a variety of wildlife and bird species. Protecting these corridors from development protects habitat and keeps nonpoint source pollution to a minimum, thus ensuring that high quality groundwater and surface water is maintained and habitat is not impaired.

Important environmental corridors within the Town of Eldorado are associated with the river and creek corridors mentioned above and the Mascoutin Valley State Trail and the Eldorado Marsh. These areas should be protected from development by implementing buffer strips where land disturbing activities are limited within the established buffer area.

Waste and Pollution

Solid and Hazardous Waste Sites

The Solid and Hazardous Waste Information Management System (SHWIMS) provides access to information on sites, and facilities operating at sites that are regulated by the Wisconsin Department of Natural Resources' (WDNR) Waste Management program. Activities that occur at facilities include landfill operation, waste transportation, hazardous waste generation, wood burning, waste processing, sharps collection and many more. ***A search of the database indicates that there are ten facilities licensed under this program within the Town of Eldorado (Table G-10). Four of these facilities (highlighted) are listed as solid waste landfills/disposal sites (Map G-4):***²¹

²¹ <http://dnr.wi.gov/sotw/SetUpBasicSearchForm.do>.

Table G-10: Waste Facilities

Status	Facility Name	Address	FID
Operating	Futureworks Inc	W8782 Hwy 23	420124870
Operating	International Minerals & Chemical Corp	CTH C	420103420
Operating	Mike Rabe Trucking Inc	N8971 CTH C	999904840
Operating	Roberts Tkc Inc	N9250 STH 26	420116400
Operating	Sth 141	STH 141	None
Unknown	Donald Rickert Farm	CTH N & Town Hall Rd	420037420
Operating	Eldorado Farm Center-Eldorado	N7392 CTH C	420141810
Closed	Eldorado Tn	CTH N	420016300
UNKNOWN	L H GYR EXCAVATING	JAHN RD	420037090
UNKNOWN	TERRY WITTCHOW PROPERTY	BLEWETT RD	420034010

Source: WDNR SHWIMS, <https://dnr.wi.gov/sotw/BasicSearchAction.do>

The solid waste landfills/disposal sites should be indicated on the future land use map. When considering redevelopment of these sites, it is important to carefully evaluate whether the activity is compatible with public health and safety.²²

Air Quality

Air quality, especially good air quality, is often taken for granted. Sound local and regional planning can minimize negative impacts to the air. Development patterns can impact automobile use, which in turn impacts air quality. Emissions from certain industries can also impact air quality. As more rural residential development occurs, there are increased conflicts between non-farm residents and certain agricultural operations that emit dust and odors. Noise can also be a factor impacting environmental quality.

The Clean Air Act, which was last amended in 1990, requires the Environmental Protection Agency (EPA) to set National Ambient Air Quality Standards²³ for pollutants considered harmful to public health and the environment. Two standards are set; primary and secondary. Primary standard limits are set to protect public health, while secondary standards are set to protect public welfare (protection against decreased visibility, damage to animals, crops, vegetation and buildings). National Ambient Air Quality Standards are set for six principal pollutants; carbon monoxide, lead, nitrogen dioxide, particulate matter, ozone and sulfur dioxide.²⁴

There is an ozone air quality monitoring site located at N3996 Kelly Road in the Town of Byron. The site is located at the edge of a farm field. The primary and secondary 2015 National Ambient Air Quality Standard for ozone is 0.070 ppm and the 2008 standard is 0.075 ppm.²⁵

²² <http://dnr.wi.gov/files/PDF/pubs/rr/RR685.pdf>.

²³ 40 CFR part 50.

²⁴ <http://www.epa.gov/air/criteria.html>.

²⁵ The new ozone standard went into effect on December 28, 2015, however the 2008 NAAQS of .070 ppm also remains in effect until revoked by EPA.

The 8-hour ozone design values (ppb) were not exceeded in Fond du Lac County between 2001 and 2017.²⁶

Particulate matter (PM) is a mixture of solid particles and liquid droplets is not monitored in Fond du Lac County.

Cultural Resources

Cultural resources, like natural resources are valuable assets which should be preserved. These resources define a community's unique character and heritage. Included in this section is an inventory of historic buildings, sites, structures, objects, archeological sites and districts.

State and National Register of Historic Places

The Wisconsin Historical Society's Division of Historical Preservation (DHP) is a clearing house for information related to the state's cultural resources including buildings and archaeological sites. A primary responsibility of the DHP is to administer the State and National Register of Historic Places programs. The National Register is the official national list of historic properties in the United States that are worthy of preservation. The program is maintained by the National Park Service in the U.S. Department of the Interior. The State Register is Wisconsin's official listing of state properties determined to be significant to Wisconsin's heritage. The inventory is maintained by the DHP. Both listings include sites, buildings, structures, objects, and districts that are significant in national, state, or local history. Sites are based on the architectural, archaeological, cultural, or engineering significance. (For ease of discussion, "National Register" is used to refer to both programs. In Wisconsin, if a property is listed on one then it is typically listed on the other. ***There are no properties within the Town of Eldorado listed on the National Register.***²⁷

The National Register is not a static inventory. Properties are constantly being added, and, less frequently, removed. It is, therefore, important to access the most updated version of the National Register properties.

Architecture and History Inventory (AHI)

In order to determine those sites that are eligible for inclusion on the National Register, the DHP frequently funds historical, architectural, and archaeological surveys of municipalities and counties within the state. Surveys are also conducted in conjunction with other activities such as highway construction projects. ***A search of the DHP's online Architecture and History Inventory (AHI) reveals a total of 42 sites listed for the Town of Eldorado.***

²⁶ Wisconsin Department of Natural Resources, *Wisconsin Air Quality Trends, 2001-2017* and the *Wisconsin Air Quality Trends by County, April 2001-2017*.

²⁷ <http://www.wisconsinhistory.org/>. Accessed 3/13/19.

Inclusion in this inventory conveys no special status, rights, restrictions, or benefits to owners of these properties. It simply means that some type of information on these properties exists in the DHP's collections. AHI is primarily used as a research and planning tool. Like the National Register, this is not a static inventory. Properties are constantly being updated.

Archaeological Sites Inventory

An inventory similar to the AHI exists for known archaeological sites across the state: the Archaeological Sites Inventory (ASI). Due to the sensitive nature of archaeological sites, information as to their whereabouts is not currently made available online. This information is distributed only on a need-to-know basis. Archaeological sites are added to ASI as they are discovered; discovery is a continual process.

Wisconsin Historical Markers

Wisconsin historical markers identify, commemorate and honor important people, places, and events that have contributed to the state's rich heritage. The Wisconsin Historical Markers Program is a vital education tool, informing people about the most significant aspects of Wisconsin's past. The Society's Division of Historic Preservation administers the Wisconsin Historical Markers Program. Applications are required for all official State of Wisconsin historical markers and plaques. ***There are no historical markers located in the Town of Eldorado.***²⁸

Museums/Other Historic Resources

Museums protect valuable historic resources for community enjoyment. Residents are welcome to learn from the exhibits and amenities they have to offer. ***There are no museums in the Town of Eldorado.***

Locally Significant Historic Places

Locally significant historic places are historic structures, historic sites or historic districts which have a distinctive historic, architectural or cultural significance to a community. ***Two locally significant historic places have been identified: Peniel Chapel and Generations Lanes.***

The Peniel Chapel is located at W9644 Zoar Road (CTH FF) and was built in 1856. It does not have regular Sunday worship but has a number of scheduled events coming up this summer. The scheduled events involve community music as well as historical events and the public is invited to attend. In August, the chapel will be hosting the 97 annual Gymanfa Ganu which is a Welsh/English song gathering. This church was one of five rural churches of the Oshkosh Welsh Settlement. Peniel Chapel and Bethesda Church are the only two remaining churches. Bethesda Church is the only church with an active congregation. The early Welsh settlers came to the rural towns of Eldorado and Rosendale as well as Nekimi in Winnebago County.

²⁸ Wisconsin Historical Society. Accessed 3/13/19.

The Peniel Welsh Chapel Association, Inc. owns and maintains the building. They are actively pursuing efforts to renovate the building and to keep the historic structure, Welsh Heritage and Christian message for generations to come. Historical photos of past Gymanfa Ganu events and the early Peniela and Zoar churches are hanging in Peniel.

The building housing Generation Lanes was originally built in the 1920's as a dance hall with indoor basketball courts. The building has been in the Brenner family and operated as a bowling alley since 1952. There are 37 total properties listed on the Wisconsin Historical Society's website.²⁹

Local Historic Preservation Commissions and Societies

The Eldorado Community Historical Organization (ECHO) was formed under the 501c3 of the Eldorado Lions. This historical society meets 8 to 9 time per year at the community center in Eldorado. ECHO does not have a home of its own. Instead, donated historical items are either stored in the loft of the new fireman's building or in file cabinets at the community center.

Local History³⁰

Eldorado was named, in all probability, by John O. Henning, editor of the first paper in Fond du Lac County. The first settlers were Moses S. Barnett, Theodore R, Sheldon, William Hall, and others, who located within its borders in early 1846.

An act approved March 11, 1848, established the Town of Eldorado and included what is now Eldorado and Friendship. The first town meeting was held in April, 1848, at the house of Cyrus Parks, at which M. S. Barnett was chosen Chairman, and James Cowhan, Town Clerk. Another act, passed February 1, 1849, divided the original town into the present towns of Eldorado and Friendship.

At one time there were 7 churches in the Town; only two are still open for regular services. The two churches are Salem United Methodist Church on CTH I (and cemetery) and St. Peters Lutheran Church on Town Hall Road. Cemeteries can still be found near the location of where many of the remaining five churches once stood or are no longer operating. The remaining churches and cemeteries include: the German Methodist Church in Section 15 (church is gone, but Methodist Episcopal Cemetery still exists), St. Paul's Lutheran CTH I (church is gone, but St. Paul's Lutheran Cemetery still exists), St. Mary's Catholic Church in Section 18 (no Sunday services, St. Mary's Cemetery still exists), Eldorado Congregational Church (originally located in the northern part of the unincorporated community of Eldorado, but was moved to the grounds of the Galloway House Village and Museum in Fond du Lac), and Peniel Chapel,

²⁹ <https://www.wisconsinhistory.org/Records?&terms=County%2cFond%2cd%2cLac%2cEldorado&nodes=Preserve--Sites>.

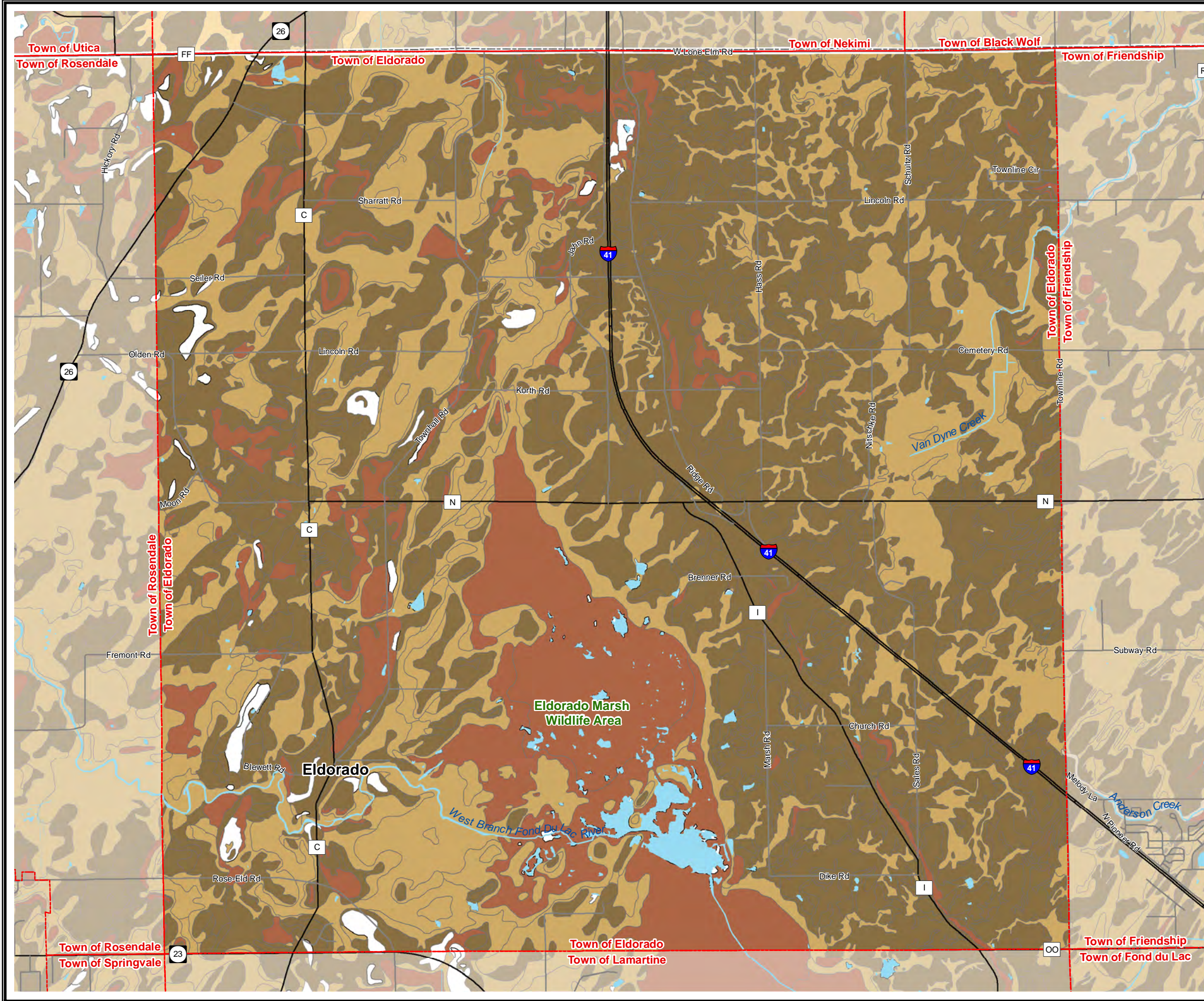
³⁰ Town of Eldorado Comprehensive Plan, adopted March, 2010 and Eldorado Township, History of Fond du Lac County, Wisconsin; Western Historical Company, Chicago, 1880.

located in the far northwestern part of the Town on Zoar Road. One additional cemetery, Eldorado cemetery is located on CTH N next to St. Mary's Catholic cemetery.

The first school was built in November of 1848, but it wasn't until the fall of 1849, that a teacher was installed. Other schools, some of which could be standing and having different uses include the Eldorado Village School (located in the north part of the unincorporated community of Eldorado), the Cowham School (located north of CTH C in Section 6), the Box Elder Line School (corner of CTH N and C, in Section 20), the Maple Grove School (Nitschke Road in Section 14), the Ridge Road School (corner of CTH I and Church Road, Section 26), High Ridge School (Ridge Road, Section 10).

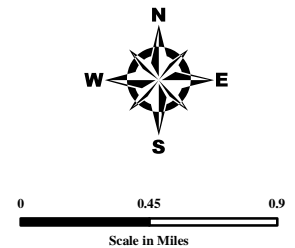
Farming has been and continues to play an important role in the local economy of the Town of Eldorado.

Map G - 1 Town of Eldorado Prime Farmland



- All areas are prime farmland
- Farmland of statewide importance
- Prime farmland if drained
- Prime farmland if drained and either protected from flooding or not frequently flooded during the growing season
- Prime farmland if protected from flooding or not frequently flooded during the growing season
- Not prime farmland

Source:
Base data Fond du Lac County 2018.
Soil data NRCS-USA Web Soil
Survey (WSS), accessed 2017.

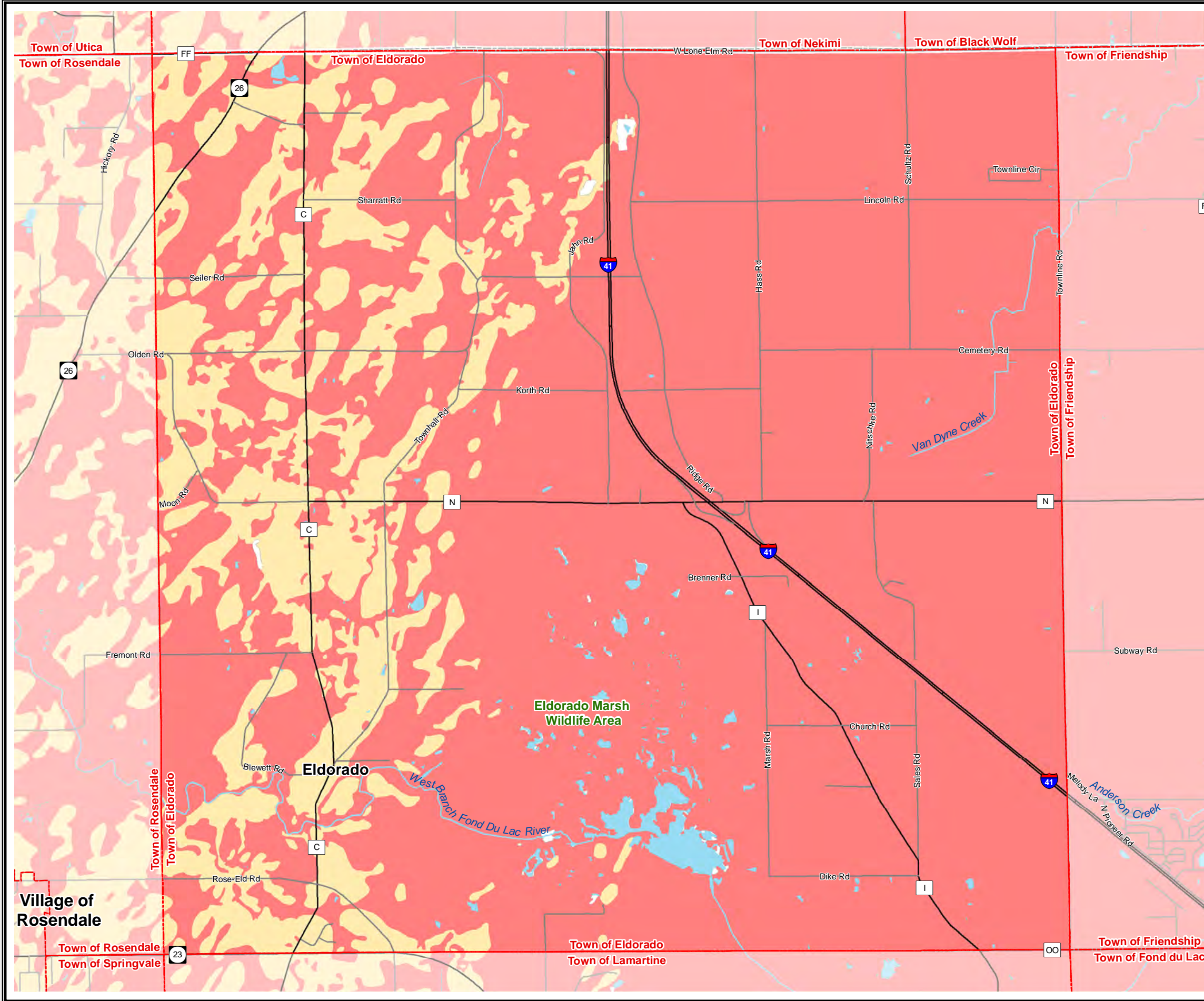


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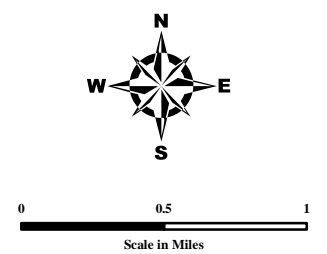


Map G-2 Town of Eldorado Soil Limitations For On-Site Waste Disposal



- Somewhat limited
- Very limited
- Not rated

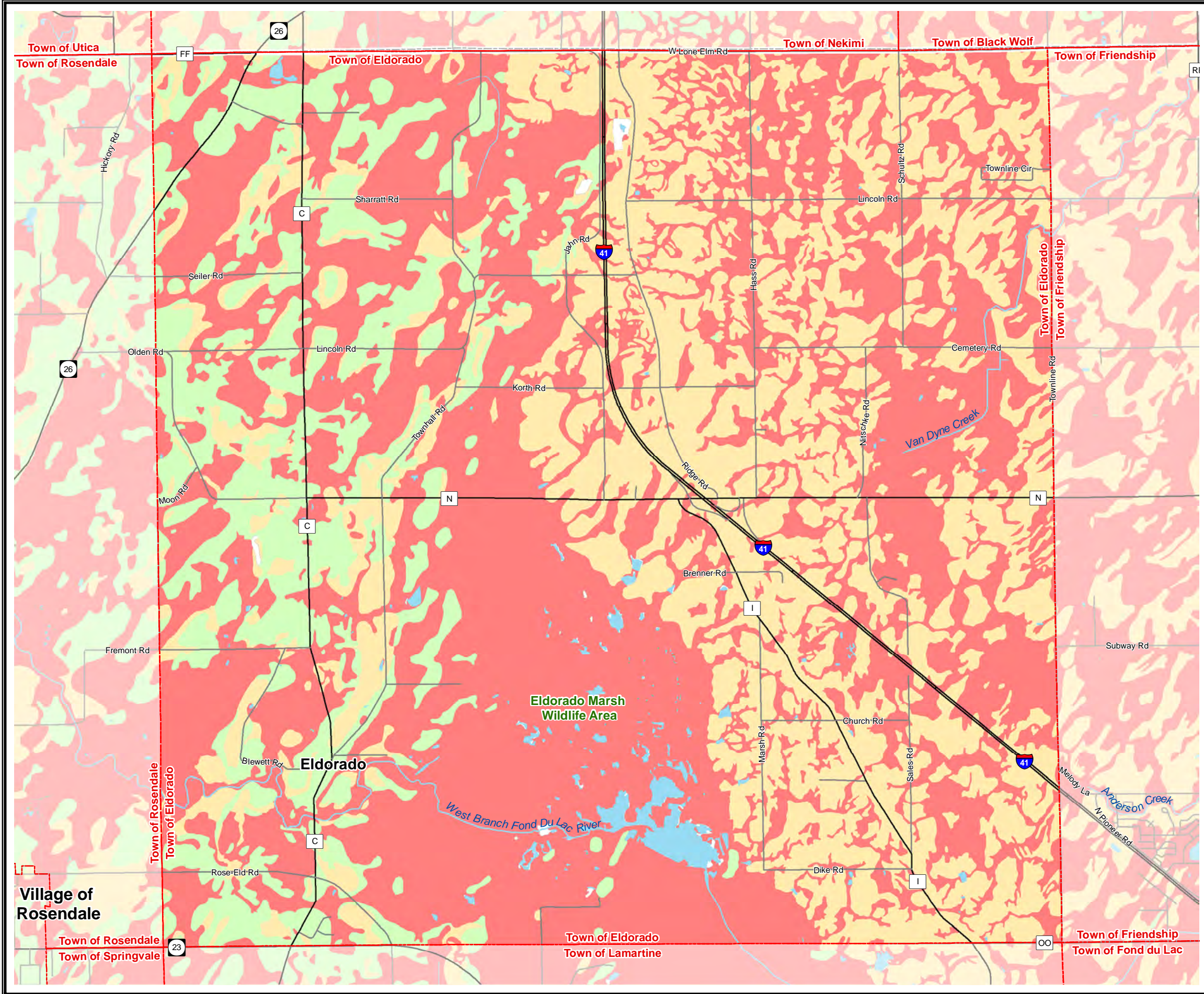
Source:
Base data provided by Fond du Lac County 2018.
Soil data provided by NRCS-USDA Web Soil
Survey (WSS), accessed 2017.



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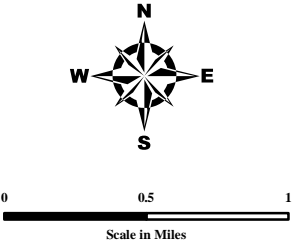
PREPARED MAY 2019 BY:
East Central Wisconsin
Regional Planning Commission
ECWRPC

Map G-3 Town of Eldorado Soil Limitations For Building Development



- Not limited
- Somewhat limited
- Very limited
- Not rated

Source:
Base data provided by Fond du Lac County 2018.
Soil data provided by NRCS-USDA Web Soil
Survey (WSS), accessed 2017.



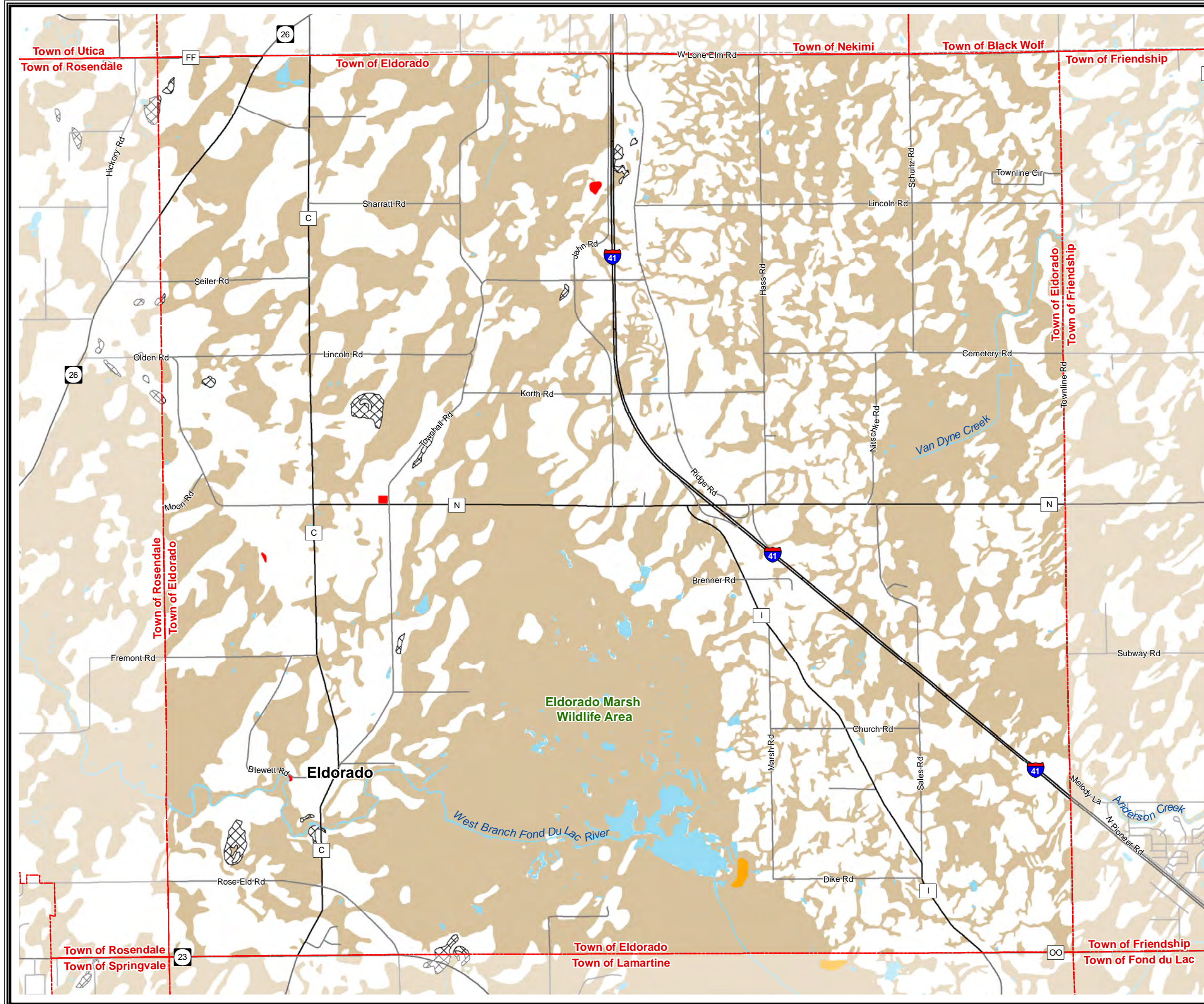
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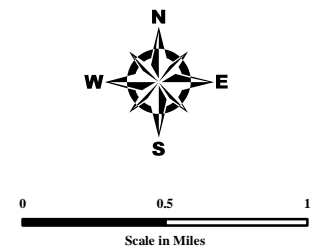
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Map G-4 Town of Eldorado Soils



-  Steep Slope (>12%)
-  Sand and Gravel Suitability (>5 Acres)
-  Solid Waste Sites and Historic Landfills
-  High Groundwater (<2 Feet)

Source:
Soil data NRCS-USDA Web Soil Survey (WSS), accessed 2017.
Floodplain data FEMA 2017.
Base data Fond du Lac County 2018.

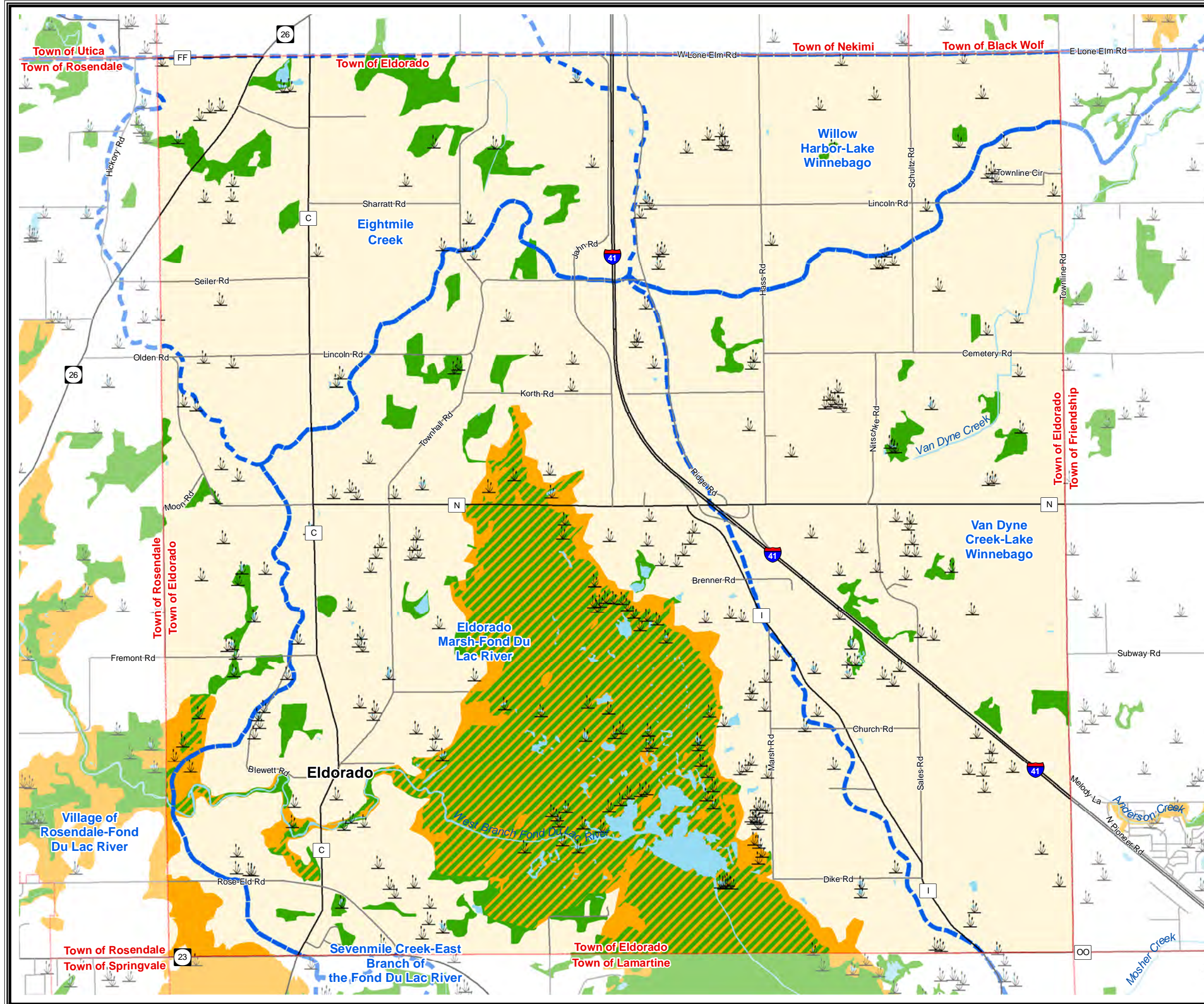







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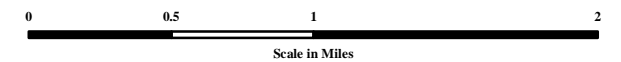
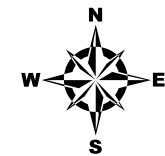


Map G-5 Town of Eldorado Environmental - Water



-  Wetlands (< 5 Acres)
-  Subwatershed Boundary
-  Wetlands & Floodplains
-  Wetlands (> 5 Acres)
-  100 Year Floodplain

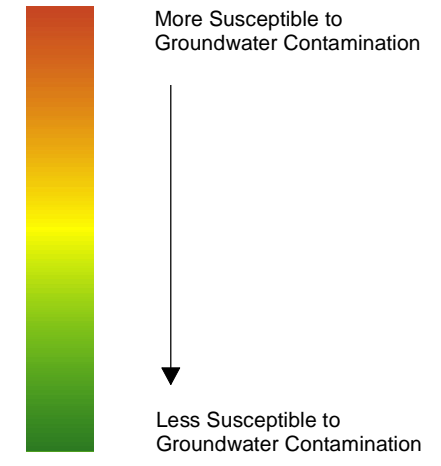
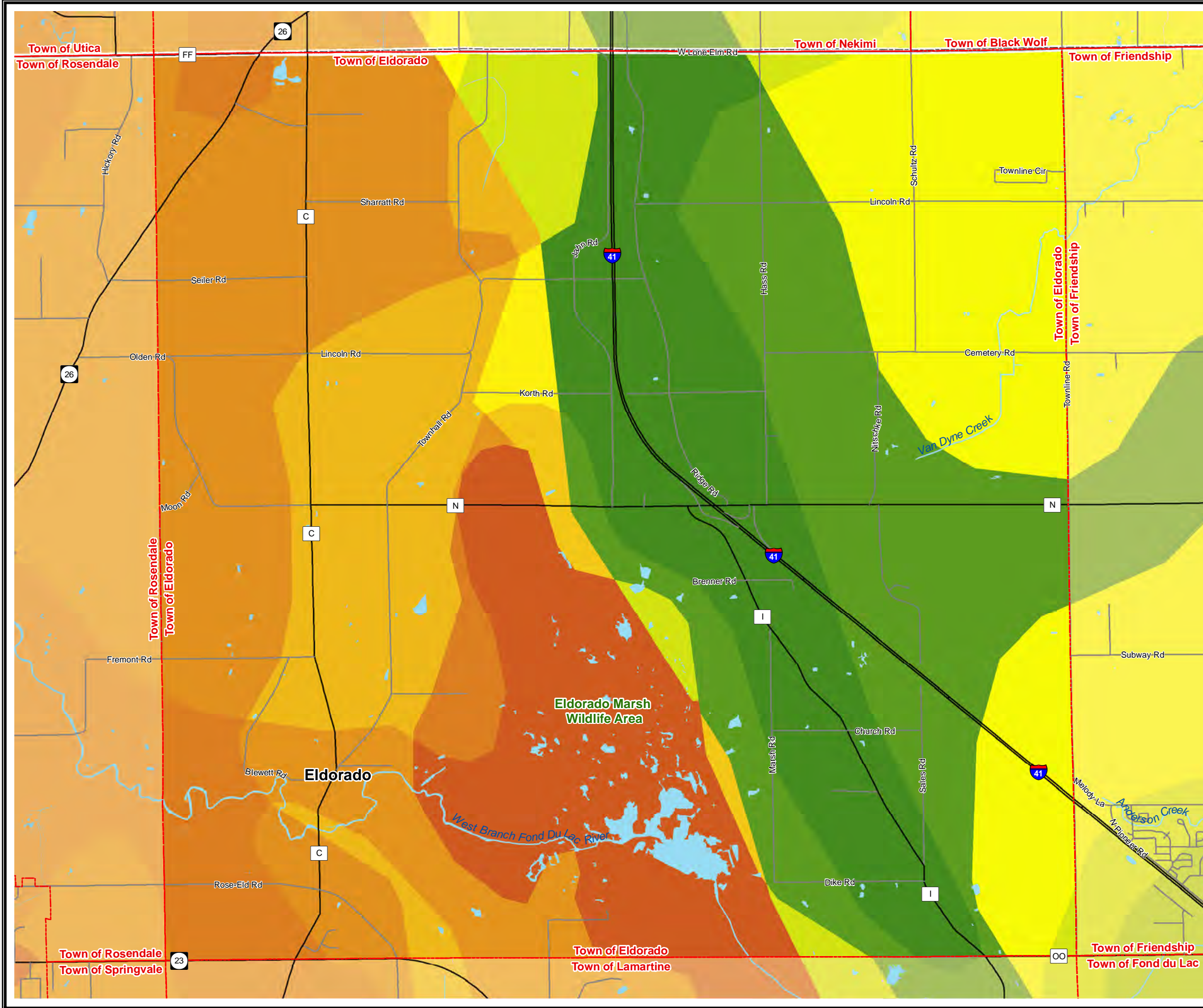
Source:
Base Data Fond du Lac County 2018.
Wetland Data WDNR 2015.
Floodplain Data FEMA 2017.
Watershed Data provided USDA - NRCS 2017.



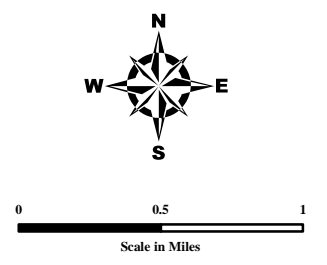
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ECWRPC

Map G-6 Town of Eldorado Groundwater Contamination Susceptibility



Source:
 Quarry data provided by ECWRPC 2017.
 Groundwater Contamination Susceptibility WDNR 2001.
 Base data provided by Fond du Lac County 2018.

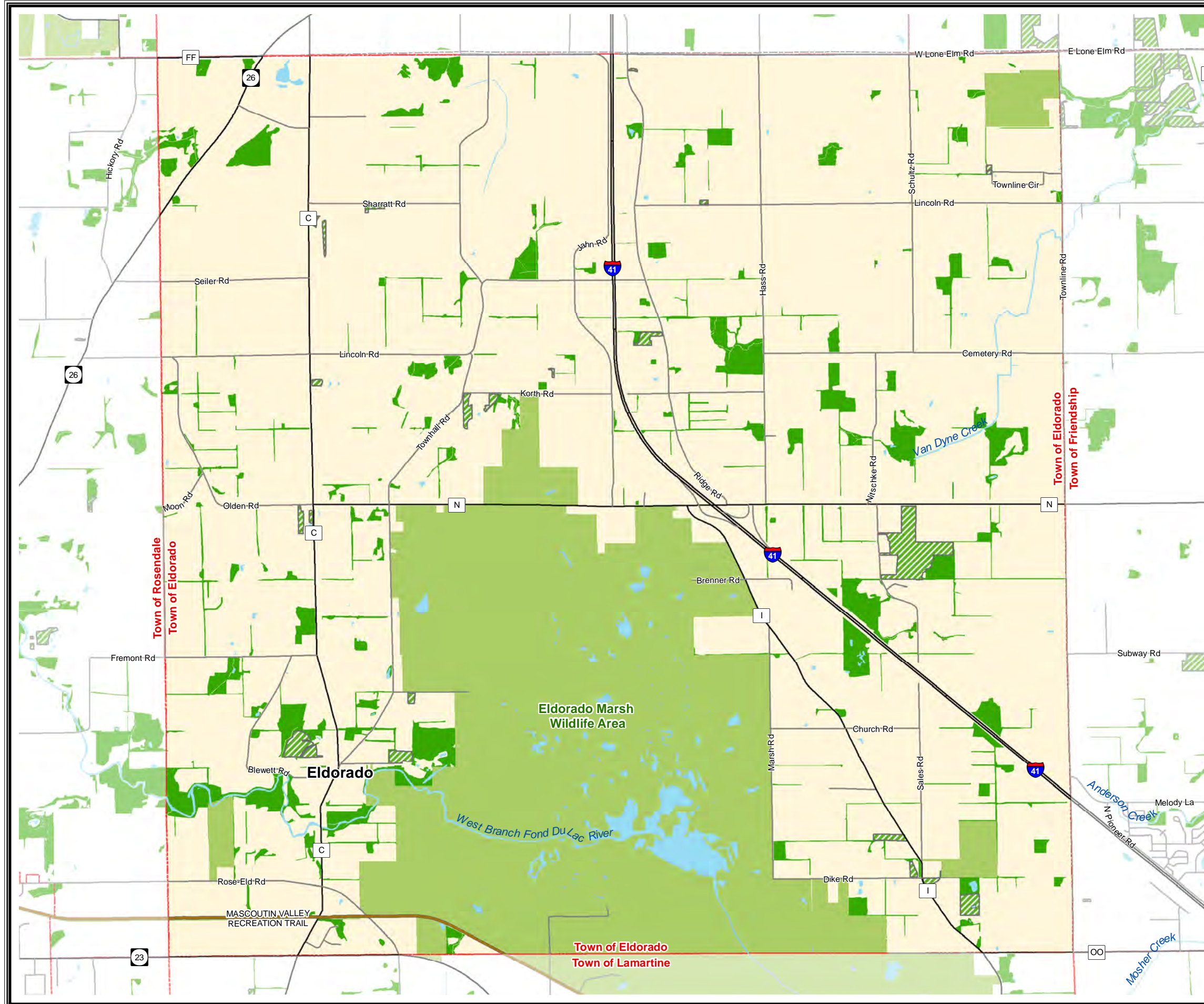






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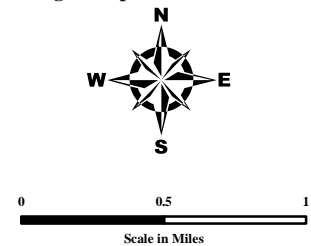

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Map G-7 Town of Eldorado Conservation



-  Mascoutin Valley State Trail
-  WDNR Managed Lands
-  Woodlands - General
-  Woodlands - Planted

Source:
Base data Fond du Lac County 2018.
WDNR Managed Lands data WDNR 2013.
Woodlands data ECWRPC. 2015.
Endangered Species data WDNR 2017.



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PREPARED MARCH 2019 BY:





APPENDIX H

INTERGOVERNMENTAL COOPERATION

APPENDIX H: INTERGOVERNMENTAL COOPERATION

INTRODUCTION

The relationship a municipality has with school districts, neighboring communities, the county, the Regional Planning Commission, the state, and the federal government can impact residents in terms of taxation, planning, service provision, and siting of public facilities. An examination of these relationships and the identification of existing or potential conflicts can help a municipality address these situations in a productive manner. This appendix, along with Chapter 2: Plan Framework and Implementation and Chapter 10: Intergovernmental Cooperation addresses these.

INVENTORY AND ANALYSIS

Governmental Units and Relationships to the Town of Eldorado

Adjacent and Nearby Communities

The Town of Eldorado shares its borders with the towns of Friendship, Fond du Lac, Lamartine, Springvale and Rosendale in Fond du Lac County and the towns of Utica, Nekimi and Black Wolf in Winnebago County. As a result, the land use planning; road system planning and maintenance; trail planning, construction, and maintenance; and other planning issues should be coordinated between municipalities. **Since towns cannot annex land from one another, boundary disputes are non-existent.**

The Town of Eldorado is located less than 2 miles from the City of Fond du Lac and less than 1.5 miles from the villages of North Fond du Lac and Rosendale. Therefore these incorporated communities have the authority to exercise extraterritorial authority under the state statutes. Currently the Town has a good working relationship with its neighbors.

School Districts

The Town of Eldorado is served by two school districts: the Rosendale-Brandon Public School District and the North Fond du Lac Public School District. Most of the Town is within the Rosendale-Brandon Public School District. While the North Fond du Lac Public School District covers a small area along the eastern boundary. Consequently, a very small amount, if any, of the students within the North Fond du Lac Public School District are from the Town of Eldorado. Currently, no schools are located in the Town and students must be transported to schools within the villages of Rosendale or North Fond du Lac.

Presently, no formal written intergovernmental agreement exists between either of the two school districts and the Town of Eldorado. Communities, school districts and local businesses can establish agreements to work together on a variety of issues. This could include looking at providing students with safe routes to school and the establishment of a partnership to construct local buildings (sheds, garages, houses) that not only give students valuable life and work skills but also benefit individuals within the local community. Other partnerships could include working together on community service type projects. Encouraging students to volunteer for projects that benefit their communities strengthen young peoples' sense of civic engagement and can have lifelong implications. Therefore the Town could benefit from establishing a method of communication with the local school districts.

The Town is served by the Moraine Park Technical College. The closest campus is located in the City of Fond du Lac. Opportunities may exist to partner with the Technical College on projects that would benefit the residents in the Town of Eldorado.

Community Facilities

The Town is situated in Fond du Lac County and either abuts or is close proximity to the City of Fond du Lac and the villages of North Fond du Lac and Rosendale and the towns of Friendship, Fond du Lac, Lamartine, Springvale and Rosendale in Fond du Lac County and the towns of Utica, Nekimi and Black Wolf in Winnebago County. As a result, the Town must work closely with others to provide services to its residents. **Police protection for the Town of Eldorado is provided by the Fond du Lac Sheriff's Department.** Fire protection for the Town is provided by the Eldorado Volunteer Fire Department. The department is the first response within the Town, and others respond as needed. The fire department also provides rapid emergency medical response for victims of illness and injury through the Eldorado First Responders. Ambulance service is provided through the Village of North Fond du Lac Fire and EMS. The Town works closely with the Fond du Lac County Communications and Emergency Management Department for training, planning and emergency response. Fire, ambulance and emergency medical First Responders are dispatched through the Fond du Lac County 911 call center. **The Town is part of the Mutual Aid Box Alarm System (MABAS), which is a mutual aid measure used to deploy fire, rescue and emergency medical services in a multi-jurisdictional and/or multi-agency response.**

Library service to Town residents is provided through the Fond du Lac Public Library in the City of Fond du Lac. The library is part of the Winnefox Library System. The Winnefox Library System is one of 17 library systems in the state and is a federation of the public libraries in Fond du Lac, Waushara, Winnebago, Marquette and Green Lake counties. Residents of the system may use any of the public libraries in the five counties. Library systems are designed to provide expanded library services to more people without making additional large expenditures. **Libraries receive the majority of their revenue from local municipalities and the county.**

Communication and coordination between the Town of Eldorado and providers of utility infrastructure (electric, natural gas, telecommunication, etc.), WisDOT and the Fond du Lac

County Highway Department ensures that road construction and utility upgrades will run smoothly and that all work is done before restoration is completed. This lessens the chance that new road surfaces and restored terraces will need to be excavated shortly after construction is complete. Likewise, local governments, school districts and businesses working together on technological upgrades, ensure that these upgrades are made in concert without duplication of efforts so that a common goal can be achieved.

Fond du Lac County

The Town of Eldorado is located in Fond du Lac County. **The Town works with county departments to coordinate road construction, maintenance and snow plowing on major roads; police, fire and emergency dispatch; election and planning assistance.** Town residents have access to county departments and services including senior citizen and other social services, recreational resources, property information, birth and death certificates, and others. The Town and the county continue to maintain open communications with one another that work to foster good working relationships and mutual respect.

Regional

East Central Wisconsin Regional Planning Commission. Fond du Lac County, and thus the Town of Eldorado, is a member of the East Central Wisconsin Regional Planning Commission (ECWRPC). **ECWRPC provides planning and technical assistance to counties, communities, businesses, interest groups and individuals within its region.** These services include environmental management, housing, demographics, economic development, transportation (including Metropolitan Planning Organization (MPO) work), community facilities (including Sewer Service Area (SSA) planning responsibilities), land use, contract planning, and others. ECWRPC has worked with the Town of Eldorado on several projects over the years including transportation and sewer service area work and the current comprehensive plan update.

State

Wisconsin Department of Natural Resources (WDNR). The WDNR is responsible for the regulation, protection, and sustained management of natural resources within the state. The WDNR operates various programs in water and air quality management, habitat preservation, recreational trail development, and other programs. **WDNR managed lands in the Town of Eldorado include the Eldorado Wildlife Area and the Mascoutin Valley State Trail.** These facilities are open to the public.

Department of Agriculture, Trade, and Consumer Protection (DATCP). The overall mission of DATCP is multi-fold. The agency oversees programs which ensure the safety and quality of food, fair business practices for buyers and sellers, consumer protection, efficient use of agricultural resources in a quality environment, healthy animal and plant populations, and the vitality of Wisconsin agriculture and commerce. Since agriculture will continue to be an

important economic industry within the Town and surrounding area, many of the programs DATCP offers will benefit and help local citizens and businesses.

Wisconsin Department of Transportation (WisDOT). WisDOT deals with issues related to all transportation uses in the planning area. ***WisDOT works with Fond du Lac County, and local municipalities to evaluate existing transportation infrastructure including bicycle and pedestrian trails as well as assists in planning efforts for future trails.***

Intergovernmental Cooperation Planning Efforts

Eldorado worked closely with the East Central Wisconsin Regional Planning Commission throughout the planning process. This helped ensure consistency and concurrence between Eldorado's comprehensive plan and pertinent regional plans and studies.

At the beginning of the plan process, all adjacent and overlapping units of government (town, village, city and/or county), including owners of non-metallic mines, were notified of Eldorado's intent to initiate the plan update process and were afforded opportunities to review materials on-line or attend public meetings of the Plan Commission to discuss issues.

Lastly, Eldorado hosted an Intergovernmental Cooperation meeting, which was held on July 14, 2020. The purpose of this meeting was to recognize and address potential conflicts with other governmental bodies, and to identify opportunities for collaboration, communication, and coordination resulting from the implementation of this comprehensive plan. Participants were also given the opportunity to view and comment on the draft Year 2040 Land Use Framework Map and Framing Concepts.

Cooperative Boundary Plans and Agreements

Cooperative boundary plans and agreements are joint planning efforts in which two or more municipalities establish a mutually agreeable plan to establish boundary lines, provide public services and facilities, share revenues, and establish land use criteria. The majority of municipal boundary agreements are conducted between a town and an incorporated village or city. Cooperative boundary plans, which are subject to a minimum of a ten-year period, must be approved by the Wisconsin Department of Administration. ***Currently, Eldorado does not have any cooperative boundary agreement with adjacent communities.***

Extraterritorial Subdivision Regulation

Incorporated villages and cities can exercise plat review authority in unincorporated areas adjacent to their communities.¹ This allows incorporated areas the same authority to approve or reject a specific plat or CSM as if it were within its own jurisdiction. This authority extends to a distance of 1.5 miles from the incorporated boundary for villages and small cities and 3.0 miles

¹ Wisconsin State Statutes s.236.10.

for cities with population of greater than 10,000. The incorporated area must have a subdivision ordinance in place in order to exercise this authority.

The City of Fond du Lac is within 3 miles and the villages of North Fond du Lac and Rosendale are within 1.5 miles of the Town of Eldorado. ***The City of Fond du Lac and the villages of North Fond du Lac and Rosendale have established the extraterritorial plat review process.***

Extraterritorial Zoning

Incorporated villages and cities have been given authority to practice extraterritorial zoning authority if they have developed a zoning ordinance for the incorporated areas.² This authority extends to a distance of 1.5 miles from the incorporated boundary for villages and cities with populations less than 10,000 and 3.0 miles for cities if the population exceeds 10,000. Extraterritorial zoning allows for smooth transitions between suburban and rural areas, reduces conflicting land uses, and promotes intergovernmental cooperation in planning for future community needs.

The City of Fond du Lac or the villages of North Fond du Lac and Rosendale have not established extraterritorial zoning into Eldorado. Presently, no other cities or villages are within close enough proximity to Eldorado to exert this authority.

² Wisconsin State Statutes s.62.23.



APPENDIX I

PUBLIC PARTICIPATION PLAN

APPENDIX I: PUBLIC PARTICIPATION PLAN

INTRODUCTION

The Town of Eldorado recognizing the need for comprehensive planning in accordance with the Wisconsin “Comprehensive Planning” legislation has created a comprehensive plan consistent with Section 66.1001 of Wisconsin Statutes. Per the Wisconsin Statutes, the Town will provide updates to its comprehensive plan at a minimum of every ten (10) years. The Town Board or its appointed designee administers the Public Participation Plan.

In order to facilitate public knowledge and involvement in the comprehensive planning process the Town of Eldorado has prepared the following public participation plan. The plan was prepared in conformance with Section 66.1001(4)(a) of Wisconsin Statutes which states: “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.”

GOALS OF PUBLIC PARTICIPATION PLAN

The major goals of the public participation plan are as follows:

- Provide a range of opportunities and venues for the residents of the Town of Eldorado to participate in the comprehensive planning process.
- Meet the standards set forth in Section 66.1001(4)(a), Wisconsin Statutes.
- Establish a formalized and recorded framework for public participation.
- Work with the Town of Eldorado Board of Supervisors or its appointed designee and the Town Plan Commission to create a thorough plan that can implement the goals and vision of the Town.

PUBLIC PARTICIPATION STRATEGY AND METHODS

An update of all factual information contained within the existing Town of Eldorado Comprehensive Plan will be completed and shared with community leaders and the general public to ensure that the updated comprehensive plan is current and well-connected to short and long term trends and challenges. Public participation and engagement will be generally sought in five basic forms:

- 1) Traditional, yet well publicized, public comment opportunities will be provided at regular Plan Commission meetings during the process; such meetings will be posted publicly as required by the Town.
- 2) Through the timely posting of draft and final comprehensive plan update materials to a publicly accessible website, accessed through the Town's existing website.
- 3) Specific to update of the comprehensive plan, the Town, with the assistance of East Central Wisconsin RPC, will host a community-wide public visioning workshop - to be held in the late winter or early spring of 2019. The workshop would last for approximately 2-3 hours and will evaluate a number of issue areas within the context of the nine traditional elements of a comprehensive plan. Participants will explore a number of visual and short survey-form based exercises in order to identify specific issues, high priority trends, needed physical improvements, and implementation opportunities that will be used to maintain or enhance the Town's quality of life.
- 4) Upon completion of the initial draft comprehensive plan, the Plan Commission will schedule a public Intergovernmental Cooperation meeting to be held prior to the required public hearing. Notification of this meeting will be sent to all adjacent and overlapping governmental jurisdictions with an invite to attend and participate in a review and discussion about the draft plan, with an opportunity to voice any initial concerns, or opportunities for collaboration. The Town will also post this public meeting as required.
- 5) At the end of the comprehensive planning process, a single public informational meeting will be held to provide the community an opportunity to offer comment on the draft comprehensive plan amendment (plan update). The public participation strategy provides a timeline, outlines notification methods and identifies how to submit written comments.

Timeline

The project timeline is project specific. It provides an approximate timeframe and a description of the key events and opportunities for public participation. The project will initiate on January 1, 2019 and be completed over a 15 month period ending with delivery of the final documents by May, 2020 as shown in Figure 1. Significant alterations to this schedule, if any, will be made known to the public to the Town's best ability.

Table I-1: Tasks and Timeframes for Town of Eldorado Comprehensive Plan Update

Phase	Timeframe (Approximate)	Description/Key Events
Organization	Jan.-Feb., 2019	<ul style="list-style-type: none"> • Creation & Adoption of Public Participation Plan • Establishment of Comprehensive Plan Update Webpage • Appoint Ad Hoc Members to Plan Commission • Prepare Prelim. Demographic Info
Plan Kickoff Meeting & Visioning	Jan.-April, 2019	<ul style="list-style-type: none"> • Kickoff Meeting with the Town Plan Commission <ul style="list-style-type: none"> ▪ Present Prelim. Demographic Info • Public Visioning Workshop
Inventory/Analysis & Issue Identification/Vision & Goal Development	Jan. – Sept., 2019	<ul style="list-style-type: none"> • Update inventory of the physical, social, and economic resources of the Town • Development of background maps • Meet with Town Plan Commission <ul style="list-style-type: none"> ▪ Review Workshop results ▪ Review background data for each element ▪ Identify and prioritize issues (needs) and opportunities ▪ Develop Vision Statements & Plan Goals
Plan Alternative, Strategies & Recommendations	Sept.-Nov., 2019	<ul style="list-style-type: none"> • Develop plan alternatives and draft strategies and recommendations • Develop draft land use plan map • Meet with Town Plan Commission to review draft alternatives and strategies and land use plan map
Plan Implementation	Dec., 2019 – March, 2020	<ul style="list-style-type: none"> • Develop final plan, strategies and recommendations • Develop final future land use map • Hold Intergovernmental Meeting & Public Informational Meeting • Meet with Town Plan Commission to Approve Public Review
Plan Review, Public Hearing & Adoption	April - May, 2020	<ul style="list-style-type: none"> • Develop press release • Publish 30 day public notice • Hold Public Hearing / Town Plan Commission recommendation of comprehensive plan amendment • Town Board adoption of plan update (amendment) by ordinance
Plan Printing & Distribution Activities	June, 2020	<ul style="list-style-type: none"> • Plan printing and delivery

Program Oversight

The Town Board or its appointed designee shall work with the Plan Commission to develop a comprehensive plan and/or update to the existing comprehensive plan. Local residents and interested parties are encouraged to attend and provide input at Plan Commission meetings throughout the comprehensive planning process. Once the draft plan is complete, the Plan Commission shall recommend adoption of the plan to the Town Board.

Notification Methods

All meetings on the comprehensive plan and/or amendment shall be open to the public and the Town of Eldorado shall post a notice of all meetings in accordance with Chapter 985.02(2) of the Wisconsin Statutes. A meeting agenda shall, at a minimum, be posted at the Town Office/Community Center, N7664 County Rd. C, Eldorado, WI 549832, and on the Town of Eldorado website at <http://www.townofeldorado.com>. Press releases will be provided at key points in the planning process to the Fond du Lac Reporter. Notice of the comprehensive planning process will be sent to owners of property, or to persons who have a leasehold interest in property pursuant to which the persons may extract non-metallic mineral resources in or on a property, in which the allowable use or intensity of use of the property is changed by the comprehensive plan and/or amendment (Chapter 66.1001 (4)(a) of the Wisconsin State Statutes). Notification to these individuals will be sent at the beginning of the process and during public comment and review prior to the plan adoption.

Written Comments

Written comments will be collected both electronically and on paper throughout the comprehensive planning process. Electronic comments should be emailed to the Town of Eldorado Clerk at clerk.eldorado@gmail.com. Written comments should be directed to the Town Clerk at P.O. Box 8, Eldorado, WI 54932. Copies of the comments will be routed to the Town of Eldorado Plan Commission, Town of Eldorado Chair and project consultant. The Town Clerk will respond to the written comments by acknowledging receipt of the document and that the comments have been shared with those noted above for consideration in the final plan and/or amendment.

Website and Technology

The planning process will utilize a website page created by the ECWRPC and linked to the existing Town of Eldorado website: <http://www.townofeldorado.com>. The Town of Eldorado Comprehensive Plan Update website page will contain all documents and maps produced as part of the comprehensive planning process. The website will contain all documents and maps produced as part of the comprehensive planning process and will be updated periodically to reflect new draft plan materials. The website will also contain meeting notices a calendar of comprehensive plan events as deemed appropriate.

PLAN ADOPTION PROCEDURES

A draft plan and/or amendments, when complete, shall be available at a minimum, at the Town Hall and on the Town of Eldorado's website. At least 30 days before the public hearing, written notice of when and where the comprehensive plan and/or amendment can be inspected and how a copy of the plan and/ or amendment can be obtained shall be sent to all of the following as specified in Chapter 66.1001(4) of the Wisconsin Statutes: An operator who has registered,

obtained, made application for or received a permit for a non-metallic mining deposit; Any other property owner or leaseholder who has an interest in property pursuant to which the person may extract nonmetallic mineral resources, if the property owner or leaseholder requests in writing that the local governmental unit provide the property owner or leaseholder notice of the hearing; and A political subdivision shall maintain a list of persons who submit a written request to receive notice of any proposed ordinance, for the adoption of a comprehensive plan or amendment, that affects the allowable use of the property owned by the person. Written notice and the proposed ordinance shall be provided, either by mail or in any reasonable form that is agreed to by the person and the political subdivision. The political subdivision may charge each person on the list who receives a notice a fee that does not exceed the approximate cost of providing the notice to the person. Additionally, written notice shall be sent to every governmental body that is located in whole or part within the boundaries of the Town of Eldorado and the clerk of every local governmental unit that is adjacent to the Town of Eldorado.

The Town will publish a class one notice at least 30 days prior to the public hearing. The notice shall include the date, time, and place of the public hearing; a summary, which may include a map, of the comprehensive plan or amendment to such a plan; the name of an individual employed by the local governmental unit who may provide additional information regarding the proposed ordinance; information relating to where and when the comprehensive plan or amendment to such a plan may be inspected before the hearing, and how a copy of the plan or amendment may be obtained.

The Town of Eldorado Plan Commission will adopt a resolution to recommend the draft plan and/or amendment to the Town Board, after the public hearing. A public hearing will be held in accordance with Wisconsin Statutes 66.1001(4)(d) prior to Town Board approval of the comprehensive plan and/or amendment. Subsequent to the public hearing and on the recommendation from the Plan Commission, the Town Board shall enact an ordinance adopting the Town of Eldorado Comprehensive Plan and/or amendment. The Town of Eldorado shall send one copy of the adopted comprehensive plan, or an amendment of the plan to all of the following: every governmental body that is located in whole or part within the boundaries of the Town of Eldorado, the clerk of every local governmental unit that is adjacent to the Town of Eldorado, the Wisconsin Department of Administration, East Central Wisconsin Regional Planning Commission and the local public libraries serving the Town of Eldorado.



APPENDIX J

VISIONING

APPENDIX J: VISIONING

INTRODUCTION

An open house was held on Tuesday, May 7, 2019 at the Eldorado Community Center (Visioning Flyer, Supporting Documents). It was developed and held in consultation with the Town Plan Commission as their cooperation and support was key to the effectiveness of the event. Due to the informal format, people were able to drop in anytime between the hours of 7:00 p.m. and 8:30 p.m. and were able to stay for as little or as long as they wanted. There was no set order to complete the activities set up on the tables around the room, nor was there a requirement that people complete all activities. Staff from East Central was available to answer questions and to guide participants through the activities.

A registration table was set up near the door and people were asked to sign in and place a colored dot on a map to indicate where they lived in the Town. Twenty-four people participated in the 1-1/2 hour open house (Registration, Supporting Documents). Participants representing all four quadrants of the Town were present and provided input at the Open House (Map J-1, Registration), though many of the participants lived in the unincorporated community of Eldorado. In addition, a few participants lived outside of the Town.

The workshop was divided into five main concepts: Identity (Exercise 1), Community Assets (Exercise 2); Transportation Connections (Exercise 3); Community Improvements Exercise 4); and New Development (Exercise 5). Interactive exercises were available at four of the five tables.

PURPOSE AND GOALS

The purpose of the workshop was to explore broad community level issues and opportunities in order to derive feedback from participants. Information gleaned from the workshop will be used to help guide future development and re-development opportunities in a manner that is beneficial for residents, businesses, property owners and the Town of Eldorado community.

EXERCISES

Exercise 1: Identity

Participants were asked to think about what words/ideas they would use to describe the Town of Eldorado's identity. Using the worksheet provided, they were asked to identify the Town's Past (Historic Identity), the Current (Culture) Identity, and their vision for the Town of Eldorado's Future (Exercise 1: Identity, Supporting Documents).

When thinking about Eldorado's past, people described the community as:

- Rural, farming, small town, farm families and agriculture as being the hub of the community (17 responses)
- Small town with many locally owned businesses including the old mill (3 responses), the grocery store, barber shop, blacksmith shop, Bernward Hall, bowling alley, bank (13 responses total)
- Booming in the early-mid 1900's
- Friendly/family oriented (5 responses)
- Close knit (3 responses), where everyone knew and helped each other
- Eldorado Marsh (2 responses)
- Hunting (2 responses)
- July picnic (2 responses)
- Quaint, scenic
- Engaged community members
- Pride in property
- Lots of rural and town history

When thinking about Eldorado's current culture, people described the community as:

- Rural, farming, farming families and agricultural as still being important, but maybe changing in terms of dairy (10 responses)
- Small town (3 responses)
- Still some small businesses but many are gone, bar and bowling alley remain(4 responses)
- Friendly, family friendly (4 responses)
- Eldorado Marsh and attractions (4 responses)
- Community activities: parade, hog wrestling, picnic (4 responses)
- Bedroom community (2 responses)
- Scenic/landscapes
- Working to preserve history (2 responses)
- Hard to find engaged community members
- Losing sense of community pride, struggling identities and future

When thinking about Eldorado's future vision, people described the future as:

- Rural, small town, farm based but that possibly the look of farming will change and that there will be less dairy farms, more cash crops, row crops, more mega farms (8 responses focused on agricultural)
- Balance of agricultural, open spaces and residential homes (4 responses focused on balance of uses)

- Small business expansion/encouragement, especially in the hamlet and at CTH N and I-41 (7 responses focused on small business expansion)
- Eldorado Marsh, possibly doing improvements at the marsh or walking trails or connecting the community to the marsh (4 responses focused on the marsh)
- Friendly people, reputation (3 responses)
- Elderly housing (2 responses)
- Engaged community, expanded social recognition, community oriented, community ownership (5 responses focused on community engagement/pride)

Exercise 2: Community Assets

Community assets contribute to the Town of Eldorado's identity. Participants were asked to identify community assets that help define their community. Utilizing the map provided, they were asked to place dots on locations they felt were community assets and to label these assets. Since sometimes community assets cannot be defined with a dot on a map, participants were asked to provide further information about why they like the Town of Eldorado and what keeps them here.

Mapping Exercise: Numerous assets were identified by participants. Based on comments received on the activity sheets versus dots placed on the map, it was decided to include physical assets identified on the activity sheet into the mapping exercise. For the purpose of this exercise, community assets were categorized into seven separate categories: agricultural resources, community facilities, economic development, historic/cultural resources, natural resources/recreation, transportation and other. About a half (52.2%) of the assets that were identified by participants fell into the natural resource/recreation category. Economic development (15.2%), agricultural resources (2.2%), community facilities (2.2%), historic/cultural resources (7%), transportation (6.5%) and other (15.2%) made up the remaining percentage (Map J-2: Community Assets, Exercise 2: Community Assets, Supporting Documents).

"Community Assets"

A community asset is anything that improves the quality of life. It could be a visual landmark; a park or other recreational location; a natural resource; a historic building, structure or feature that should be protected; a favorite business; or special place or unique feature; it could be a characteristic or feeling that fosters a sense of authentic human attachment and belonging.

Agricultural Resources: One comment related to agricultural resources was identified during the mapping exercise.

- Rural Landscape/Farms

Community Facilities: One comment related to community facilities was identified during the mapping exercise.

- EFD/First Responders

Economic Development: Businesses identified on the map, were identified during the mapping exercise. Comments received on the activity sheets related to the assets identified on the map were added to increase the number of responses for a specific asset. Specific businesses identified during the mapping exercise included:

- Bar & Grill (1 response)
- Bowling (2 responses)
- Brenner's (2 responses)
- Generations (2 responses)

Historic/Cultural Resources: Two separate historic/cultural resources were identified and included Peniel Chapel (1 response) and ECHO (2 responses).



Eldorado State Wildlife Area

- Parks (general) (4 responses)
- Simon Field (2 responses)
- Park next to the community center (2 responses)
- Millpond (1 response)
- Mascoutin Valley State Trail (5 responses)

Transportation: Three highways were identified as being an asset in the Town:

- I-41
- Hwy 23
- Hwy 26

Other: Multiple people identified the Fire Department parade and picnic and the Lion's July event.

Other Assets: Comment sheets were available on the table for people to provide individual remarks to clarify information on the maps or to provide additional information on why they like the Town of Eldorado. Numerous comments were received (Exercise 2: Community Assets, Supporting Documents). People identified many of the same assets that were identified on the map and provided clarification of why they felt that these were assets. Other words used to describe the Town included:

Natural Resources/Recreation: Natural Resources and recreation was the most highly identified asset and include the marsh, parks and the trail. Comments received on the activity sheets related to the assets identified on the map were added to increase the number of responses for a specific asset. The following Natural Resources/recreation assets were identified:

- Eldorado Marsh (8 responses)
- Marsh Road (1 response)
- Bring back the lake (1 response)



Francis J. Simon Field

- Peaceful, scenic, beautiful
- Friendly people
- Neighbors look out for each other
- Great wildlife/nature
- Safe
- Great school district
- Rural, small town
- Local/small businesses
- Hunting, fishing
- Proximity to larger cities (Madison, Green Bay and Milwaukee)

Exercise 3: Transportation Connections

Participants were asked to identify barriers to travel and future transportation needs. Sometimes people had difficulty deciding which map to place a dot on because as one person pointed out, a barrier to travel is actually a future transportation need. Therefore for the purpose of this activity, barriers to travel and future transportation needs were combined on one map.

Connectivity
“The quality or condition of being connected or connective.”

Barriers to Travel: Barriers are restrictive or limiting. Barriers could include inappropriate/unsafe speeds (slow or fast), long waits for traffic, dangerous intersections, traffic congestion, lack of infrastructure such as turn lane/signage/etc., parking issues, unsafe pedestrian or bicycle crossing, lack of bike lanes or pedestrian facilities, or roads that need maintenance or widening. Utilizing the map provided, people were asked to identify barriers to travel and indicate these barriers by placing a dot on the map. A sheet was provided so that people could provide additional ideas or clarification for items indicated on the map.

Future Transportation Needs: New connections and transportation improvements could assist in increasing mobility within the Town. Examples could include new trails or extension of existing trails for pedestrian or bicycles, street extensions, areas for sidewalks, etc. People were asked to think about and indicate on the map new connections and transportation needs. A sheet was provided so that people could provide additional ideas or clarification for items indicated on the map.

Barriers to Travel (Mapping Exercise): A number of barriers were identified (Map J-3: Transportation Barriers and Needs) and (Exercise 3: Barriers to Travel, Supporting Documents). The accompanying activity sheet was used to further clarify or identify the same barriers highlighted on the map. People identified unsafe intersections, areas needing walking and biking accommodations, parking, etc. A summary of some of the barriers are identified below:

Street Improvements: Comments pertaining to street improvements included dangerous off ramps, flooding, road repairs, parking and access through the marsh.

- Dangerous off ramps at CTH N, angle and speed (2 responses)
- Flooding at CTH N and I-41
- Flooding near Townline Circle
- Blewett Road – uneven surface
- Parking in the hamlet (3 responses)
- No roads through marsh (Dike Road) closed off

Bike/Pedestrian Improvements: Two areas of concern were identified. A number people identified pedestrian and bike safety as an issue in the hamlet as well as a desire for a walking/bike trail loop from the hamlet north to CTH N.

- Pedestrian/bike safety in the hamlet between Blewett Road and STH 23 (5 responses)
- Desire for a bike/walking trail and or loop on CTH C to CTH N to Townhall Road back to C (3 responses)

Other: Three additional issues were identified which included traffic and manure from the CAFO in the northwest quadrant of the Town, the Eldorado Marsh and the Peniel Chapel signage.

- CAFO Farm truck traffic/manure
- Eldorado Marsh
- Peniel signage

Barriers to Travel (Activity Sheet): As mentioned above, most comments received on the activity sheet directly related to dots on the map. One additional item was identified:

- Keep Hendrichs Road open year round

Future Transportation Needs (Mapping Exercise): Many of the transportation barriers were again identified under this exercise on either or both the map or the activity sheet (Map J-3: Transportation Barriers and Needs) and (Exercise 3: Future Transportation Needs, Supporting Documents). Future transportation needs identified included:

Street Improvements: Three improvements were identified.

- Straighten out curve on CTH C in hamlet
- Improve Marsh Road
- Flooding near Townline Circle

Future Transportation Needs (Activity Sheet): Many of the same transportation needs were already identified under barriers and at other exercises.

Street Improvements:

- Blewett Road uneven pavement
- More parking in the downtown (hamlet)
- Repair Marsh Road

- Open road through the marsh on a year round basis
- Straighten out curve on CTH C in downtown

Bike/Pedestrian Improvements:

- CTH C through hamlet. Sidewalks and bike path needed through entire hamlet to marsh trail (5 responses)
- Provide bike lane/trail outside of hamlet/CTH N/Townhall Loop
- Safe path to bike to school

Exercise 4: Community Improvements

Community improvements assist in maintaining or enhancing the aesthetics, quality of life, property value and/or services offered by the Town. These could be places in need of repair, areas of frequent flooding, missing signage, lighting, signs and infrastructure, unsightly buildings and needed equipment and facilities. Participants were asked to place a dot on the map to identify community improvements. A sheet was provided so that people could provide additional ideas or clarification for items indicated on the map.

Mapping Exercise and Activity Sheet: Numerous community improvements were identified both on the map and the clarified or added to the activity sheet (Map J-4 – Community Improvements) and (Exercise 4: Community Improvements, Supporting Documents). Many of the comments had to do with building and property maintenance. Many of these comments were already identified under other activities. The following improvements were identified:

Street Improvements:

- Townline Circle. Drainage issues
- I-41/CTH N – southbound off ramp – poor vision
- Blewett Road. Bumps
- Tetz Road
- Keep main roads in good driving conditions (CTH C, CTH N, Rose-Eld Road, Lincoln Road)
- Improve side roads
- Penial sign on STH 26

Property Maintenance/Cleanup/Removal/Closures: Participants identified numerous properties in the Town that they felt should be cleaned up, closed or removed.

- Property on Townline Circle (3 responses)
- Two properties on Lincoln Road
- Numerous properties in downtown Eldorado (5 comments)
- Excite
- Two properties on STH 26
- Properties near Mascoutin Valley State Trail
- Property near Rose-Eld Road

- Enforce ordinances

Sex Offender:

- Property on Nischke Road
- Two sex offenders

Bike/Pedestrian Facilities:

- Downtown area (hamlet)
- Sidewalks on the west side of downtown area (north of bridge to the ball park)
- Connect community to parks and Rosendale/Fond du Lac through bike lane on CTH C & Townhall Road.
- Trail or bike lane/walking trail/biking trail along road through hamlet and to the trail on Rose-Eld and north up to Townhall Road.

Recreational Facilities:

- Park and baseball field – keep making small improvements
- Dredge pond at park/keep fishable

Other:

- Upgrade fire truck
- More businesses
- More apartment units
- More residential homes.
- A building for ECHO.
- Septic and water at Peniel Chapel
- Replace community bulletin board

Exercise 5: New Development

Participants were asked to (1) identify areas in the Town that could be used to accommodate new residential, commercial, or industrial development; (2) areas that need redevelopment; and (3) areas that should be protected for agricultural use, parks, recreation, and natural resource preservation. People were asked to place a dot or use a marker to indicate areas for new development or redevelopment.

Mapping Exercise: Identified new development areas were classified into 8 categories: Business/Industrial/Storage Development, Residential Development, Mixed Use – Business/Retail/Residential, Redevelopment, Agricultural Preservation, Development, Future Development, Natural Resource Preservation (Map J-5 – New Development, Exercise 5: New Development, Supporting Documents).

Business/Industrial/Storage Development:

- I-41 and CTH N

Residential Development: A number of areas were identified for residential development. Essentially these areas were in or near the hamlet of Eldorado or existing housing.

- Near the corner of Townhill Road and CTH N
- Near the corner of Fremont Road and CTH C
- Townline Road between Blewett Road and School Road

Mixed Use – Business/Retail/Residential:

- Corner of CTH C from STH 23 to Rose-Eld Road

Redevelopment:

- Downtown Eldorado

Agricultural Preservation:

- Northeast and northwest quadrants of the Town

Development:

- Northside of the Mascoutin Valley State Trail from Rose-Eld Road east

Future Development:

- Near the junction of Blewett Road, CTH C, Townline Road and Peterson Road

Natural Resource Preservation:

- Protect/preserve the Eldorado State Wildlife Area
- Restore the unnamed lake in the marsh

Activity Sheet: Additional items included on the activity sheet and not illustrated on the map included:

Residential Development:

- Senior Living
- Build housing along frontage roads
- Townhall Circle
- Downtown
- Wooded areas, hilltops, low ground and other areas not suitable for farming
- 3 mile circle around hamlet

Recreational Development:

- Small shelter by baseball diamond and new parking lot, possible basketball hoops
- Riprap park shore
- Develop trail to Rosendale, parking, picnic area, restroom
- Walking/bike trail through town, out of town and back to town
- Trails developed in the marsh for walking and biking
- Walking trail around the south side of the marsh from Fond du Lac to Rosendale
- Protect park

Small Business Development:

- I-41 & CTH N
- CTH C and STH 23

Commercial/Industrial:

- CTH N and CTH I

Business Development:

- I-41/CTH N & CTH I
- Hwy 26
- Hwy 23

Other:

- Mini-mart at I-41 and CTH N or in hamlet
- Protect community center

Town of Eldorado S.W.O.T. Results

March 12, 2019

Eldorado Plan Commission

Strengths, Weaknesses, Opportunities and Threats

Strengths

- Controlled
- New Building
- Protecting Open Space
- Like the plan now
- More houses
- More businesses
- Towns land use plan is very detailed, prevents growth, a lot of restrictions to keep it ag
- Marsh – hunting recreation, close to other larger communities
- Heavy ag promotions
- Strong + current zoning + land division/subdivision ordinances

- PC members reflect the variable population in the Town
- Set process for reviewing applications for rezones and land divisions
- Very clear structure on how the plan is written
- Has tried to address changing conditions in the Township
- Good people on the planning commission + town board (they know the people in the Township)
- Protecting farmland
- Controlling where future growth should happen
- Environmental issues
- Structured expansion/rules with several levels of enforcement for checks and balances
- Consistent enforcement so everyone has similar rules to follow and consistent experiences
- Protects farmland

Weaknesses

- Letting new houses too close to large dairy's
- More businesses
- Keep the Town looking better, people keeping places looking better
- Better road
- Doesn't allow for growth on residential housing, very limited
- Limited amount of dollars for improvements to community roads
- Services are limited – fire/roads/etc.
- Inconsistent enforcement of ordinances
- Need a qualified Town Clerk to provide correct info to public and support Town Board, Plan Commission, Town Patrolman + Fire Dept.
- Need better tools to communicate with the public – Town website, Facebook, etc.
- Changes that have taken place since the beginning of the plan
- Getting people to understand the process of land use planning
- Processes are drawn out, but possibly necessary so
- We are perceived as not wanting expansion
- Change isn't welcomed by the Town Board
- Too restrictive to development and growth

Opportunities


- Development along 41 to bring in new businesses of controlled size.
- Keep the smaller farms
- Businesses
- Roads
- More residential homes, businesses
- Land development along major corridors
- More farm land being developed
- Aging farmer population and incoming school – age children families

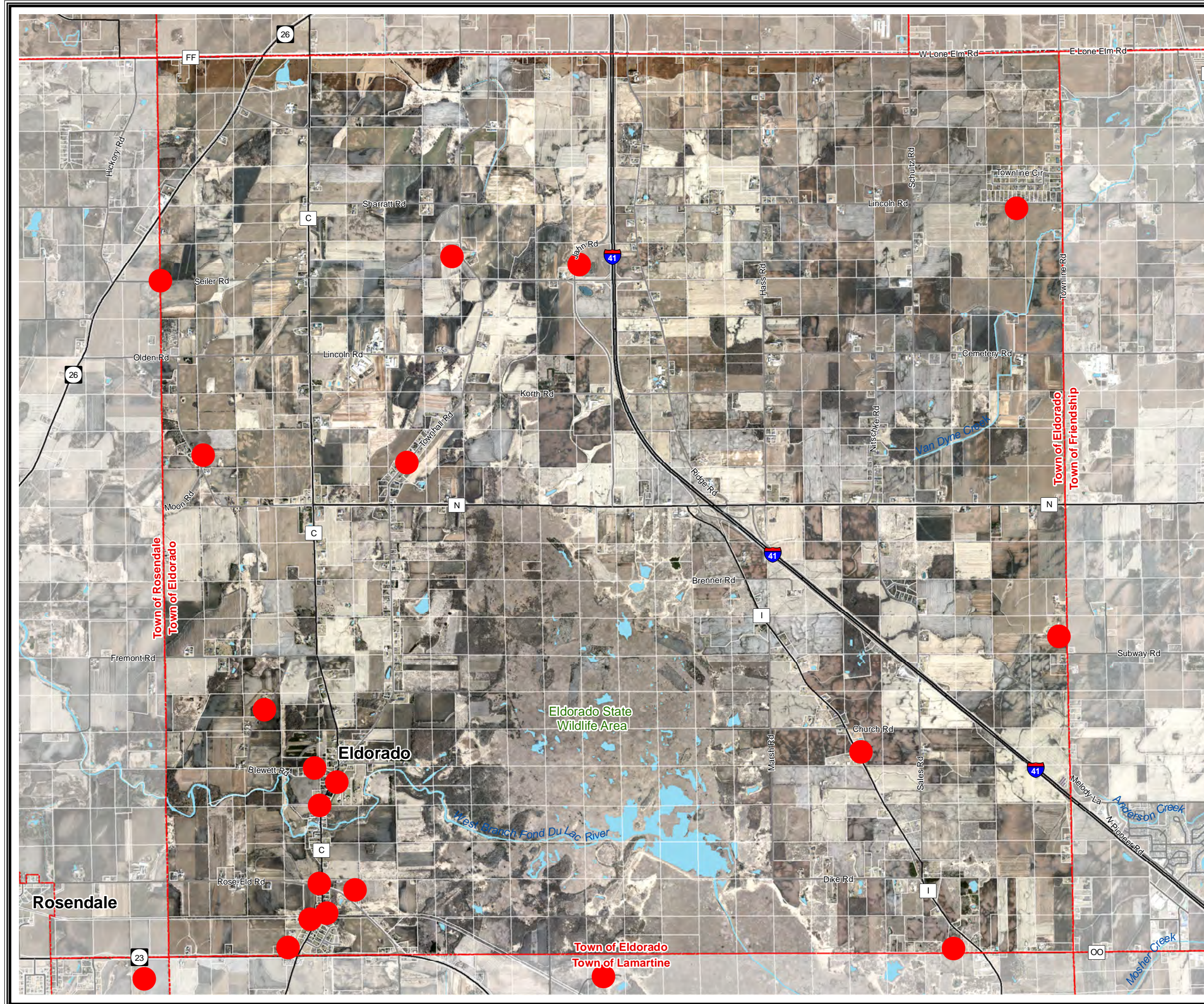
- Growing parking shortage + congested downtown
- Increased manure hauling + growing number of CAFO's
- Good school district
- Country living with short drive to employment
- Low crime rate
- Upgrading Hamlet Center businesses, etc.
- We have a part of the Township that is in Highway 41 corridor
- Some interest in business to locate in Township. Home business and other
- Get new ideas from residents for future development
- Need to change perception of residents ideas not mattering and "nothing will change" or at least make them feel their input is valued.
- Trends New leadership and ideas will be coming. Times are changing.

Threats

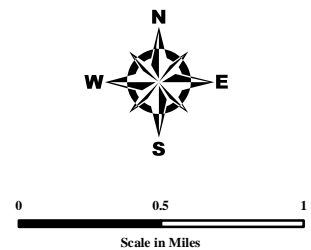
- Too big of a businesses for our ability to handle the cost
- More businesses
- Sewer in town
- Have more jobs for kids
- Ag industry failing – causing more to sell properties to mega farms & other development
- Lack of services – businesses to provide local jobs – people leaving for other communities
- CAFO's, manure hauling, larger farming equipment conflicts with road uses + upkeep, threatens pedestrian / bicycle safety
- Sex offender placement – impacts families decision to move or stay here
- Loss of farmland
- Urban sprawl
- The ability of the Town to blend to the residents and agriculture to co-habitat
- To foster pride with the residents in their community
- The quality of some of the properties
- "Problem residents" Currently they are not welcomed and the Town isn't attractive to these individuals (in most parts of Eldorado)
- The 'renovation', or lack of, of the downtown area. Also highway 41/23/26 frontages will impact what direction the Town takes.
- Maintaining "rural feel" while allowing growth. Not doing

Map J -1 Town of Eldorado Registration

 Location of Your Home/Business



Source:
Base data provided by Fond du Lac County 2015.



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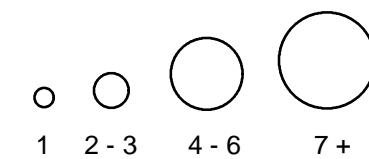


Map J - 2 Town of Eldorado Community Assets

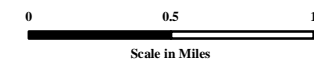
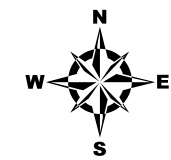
Type of Response

- Economic Development
- Community Facilities
- Natural Resources / Recreation
- Historical / Cultural Resources
- Agricultural Resources
- Transportation
- Events

Number of Responses

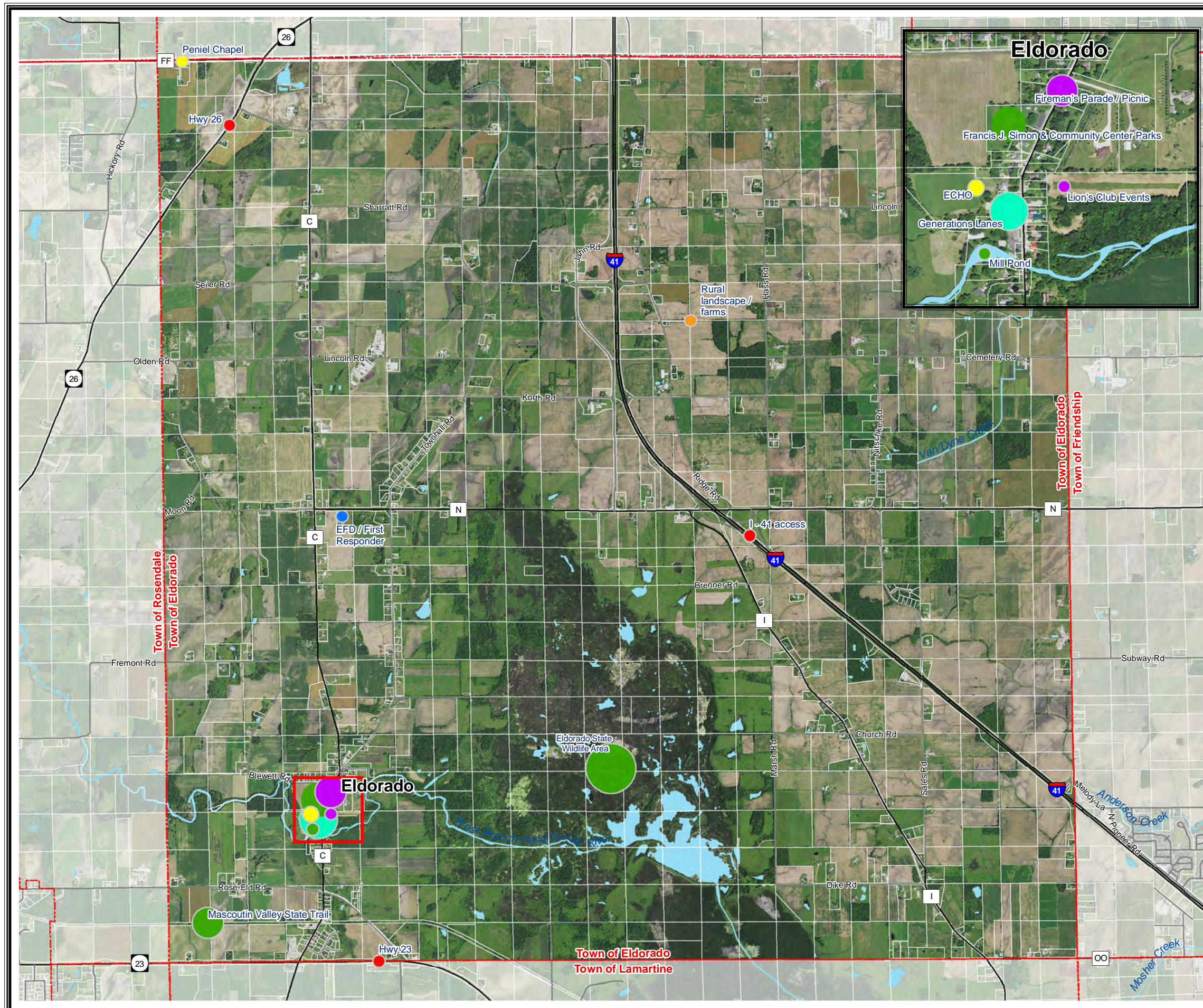


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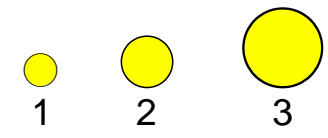
PREPARED JULY 2019 BY:



Map J - 3 Town of Eldorado Transportation Barriers and Needs

- A. Flooding
- B. Ramps
- C. Flooding
- D. Peniel signage
- E. CAFO farm truck traffic / manure
- F. Blewett Road
- G. CTH C curve
- H. Parking
- I. Congested
- J. Improve Marsh Road
- K. Open up road through marsh year round
- L. Eldorado Marsh

Number of Responses

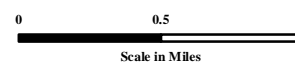
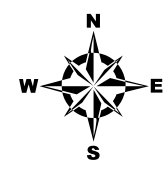


■ ■ ■ ■ ■ Bike Lanes

■ ■ ■ ■ ■ Sidewalks

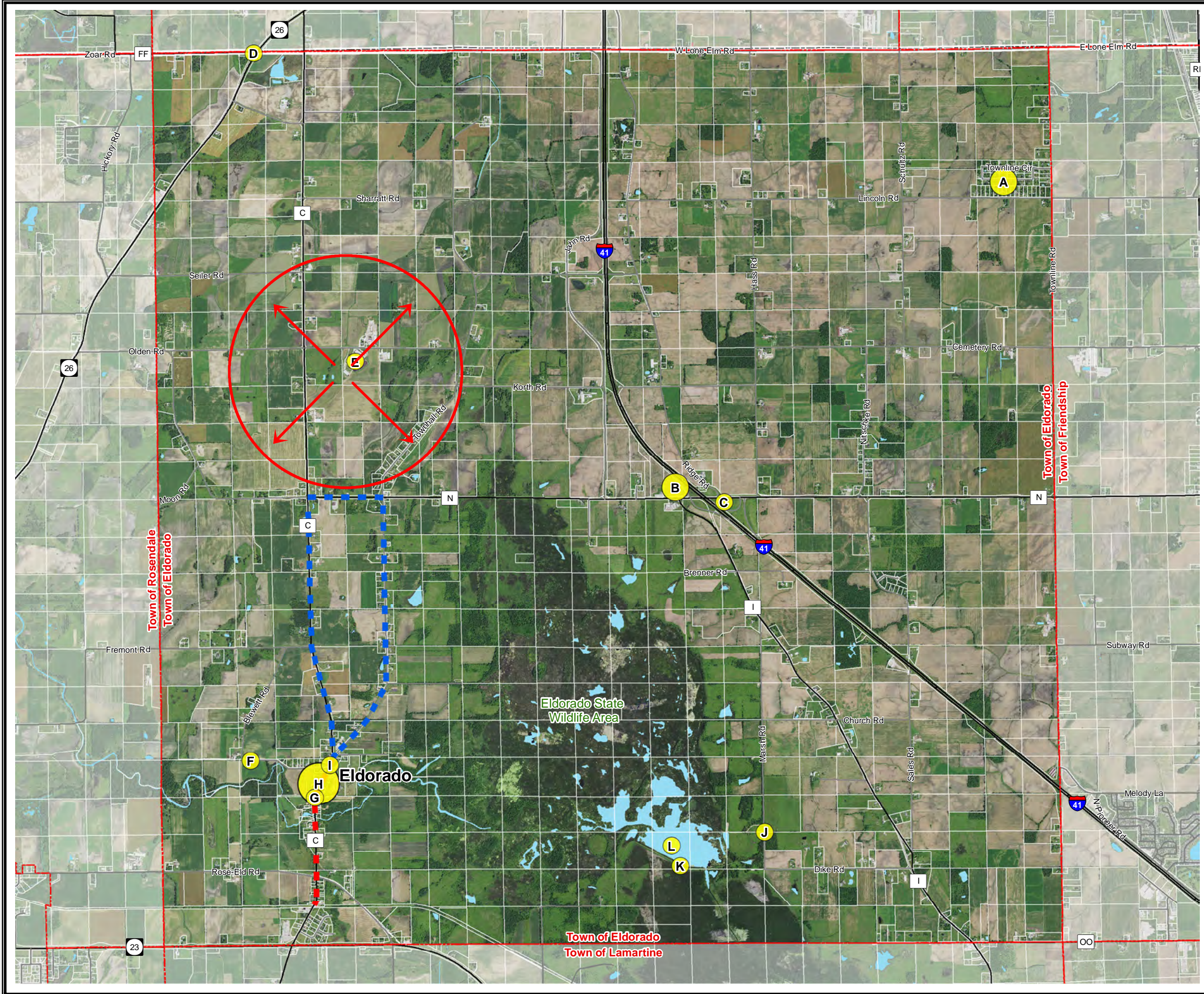
— Truck traffic / manure

Source:
Base data provided by Fond du Lac County 2019.



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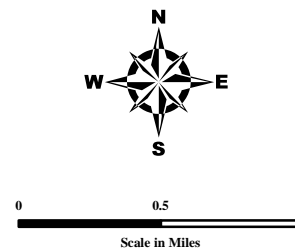
PREPARED OCTOBER 2020 BY:



MAP J - 4 TOWN OF ELDORADO COMMUNITY IMPROVEMENTS

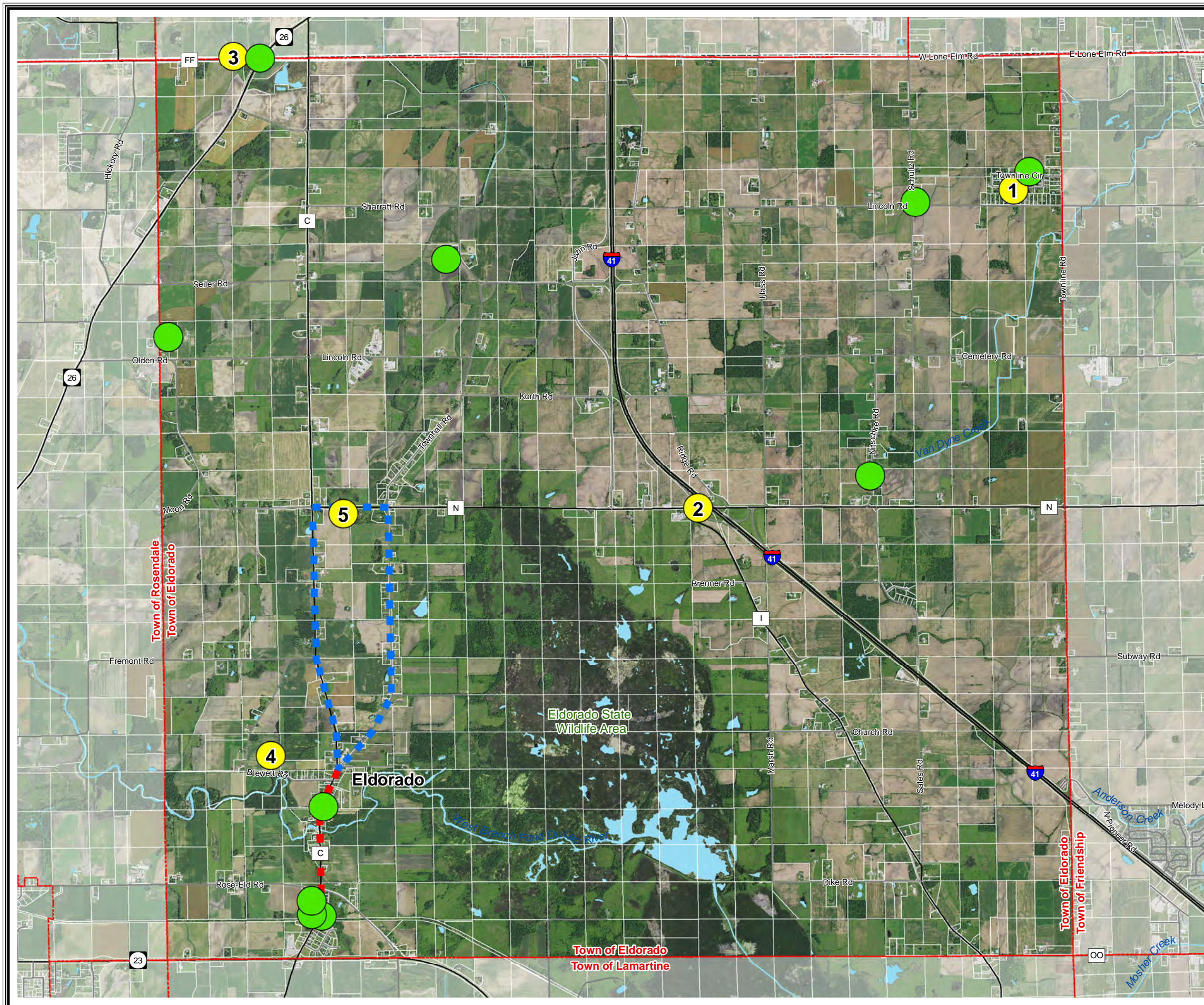
- ■ ■ ■ Bike lanes
- ■ ■ ■ Sidewalks
- General Improvements
 1. Flooding near Townline Circle
 2. Poor vision - ramp
 3. Peniel Chapel sign replacement
 4. Fix Blewitt Road
 5. Replace fire engine
- Clean up / Removal / Closure

Source:
Base data provided by Fond du Lac County 2019.

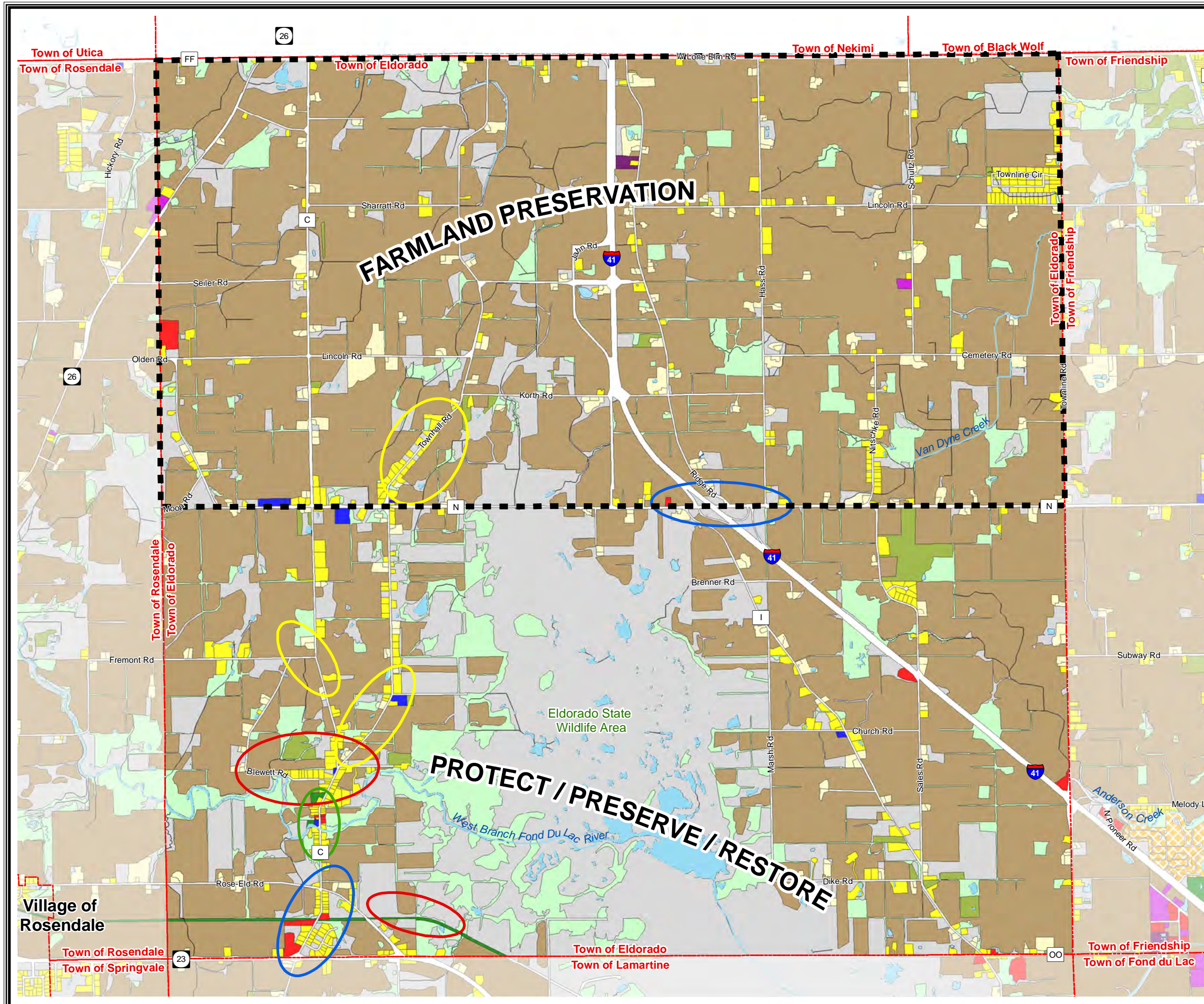


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PREPARED MAY 2019 BY:



Map J - 5 Town of Eldorado New Development



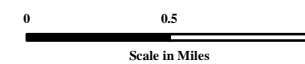
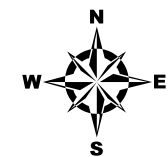
Land Use

- Single Family Residential
- Farmsteads
- Commercial
- Industrial
- Quarries
- Institutional Facilities
- Transportation
- Non-Irrigated Cropland
- Recreational Facilities
- Planted Woodlands
- General Woodlands
- Open Other Land
- Water

New Development Type

- General Development
- Mixed Use
- Redevelopment
- Residential

Source:
Base data Fond du Lac County 2018.
Land Use ECWRPC 2018.



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PREPARED MAY 2019 BY:

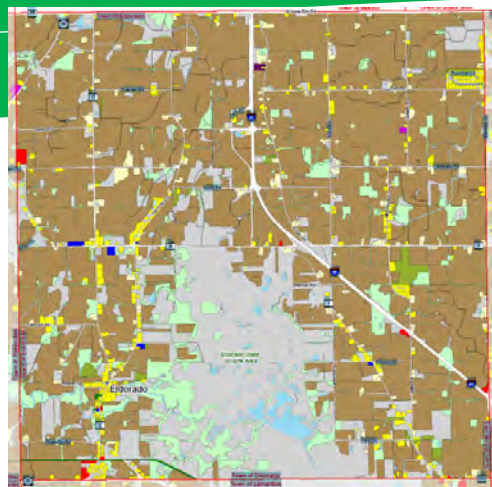




SUPPORTING DOCUMENTS

YOUR TOWN YOUR VISION

**What is your vision for the
Town of Eldorado
in 2040? Are you part of it?**



**7:00-8:30 P.M.
May 7, 2019**

**Eldorado Community Center
N7664 County Rd. C**

Join us for a public visioning workshop, which will cover different topics associated with planning for the future development within the Town of Eldorado over the next twenty years.

The Town of Eldorado is updating its current Comprehensive Land Use Plan, commonly referred to as a "Smart Growth" Plan. This plan sets forth the vision and policies that will affect future development and transportation within the Town.

Your thoughts are important! This workshop is just the first step in formulating a vision for how the Town will look, function and feel as new development (or re-development) takes place.

The workshop will be held in an 'open house' format, with no formal presentations. Come for 10 minutes, or stay for an hour! Town and East Central staff will walk participants through a series of quick, thoughtful and highly visual exercises which are meant to stimulate and document ideas and concerns in topic areas associated with community history, land use, housing, transportation, environmental protection and more!

**No registration required!
Open House format - come
for 10 minutes or stay for an
hour!**

QUESTIONS?

If you have questions, please contact Kathy Thunes, Principal Planner at ECWRPC - (920) 751-4770 or kthunes@ecwrpc.org

Economic development
community identity
land use
recreation
environment
agriculture
transportation
groundwater
commercial development
municipal services



Hosted by the Town of Eldorado Plan Commission and the East Central Wisconsin Regional Planning Commission

TOWN OF ELDORADO COMPREHENSIVE PLAN UPDATE
 Eldorado Community Center
 N7664 County Road C, Eldorado, WI

Sign In Sheet

PUBLIC VISIONING OPEN HOUSE

Tuesday May 7, 2019 @ 7:00 p.m. to 8:30 p.m.

NAME	ADDRESS	EMAIL
Marlene Wittchow	N7081 Hwy C	
Betty Mutschke	N7844 Co Rd C	
Don Mutschke	N7844 Co Rd C	
Norb Chesney	W7775 Coyne Rd	
Carolee Schultz	N6105 Searle Rd, Ripon	
Shelly Haugen	N7775 Cty Rd C	
JIM BLACKBURN	W7923 TREPTOW LANE	
Lee Wenker	N7946 BLEWETT Rd	
Jeremy Brenner	N7698 Cty Rd C	
GARY MILLER	N7845 CTH E FOL	
Ron Dumore	W9237 ROSE-ERD RD	
Mark Korman	N7430 Coffey C RD	
Jecky Borski	N9160 TOWN HALL RD. VAN DYKE.	
Mik Pank	W9705 Searle Rd Eldorado	

TOWN OF ELDORADO COMPREHENSIVE PLAN UPDATE
Eldorado Community Center
N7664 County Road C, Eldorado, WI

Sign In Sheet

PUBLIC VISIONING OPEN HOUSE

Tuesday May 7, 2019 @ 7:00 p.m. to 8:30 p.m.

NAME

ADDRESS

EMAIL

John Jagger	W9289 BLEWETT Rd. ELD.	—
Jeff White	W8577 Olden rd. Eldorado	
Vielve Michel	N8523 TUTZ Rd VD	
Jenna Borski	N9160 Town Hall Rd VanDyne	jjborski@yahoo.com
Maraie Watersworth	N7873 Town Hall Rd Eldorado	—
Charke Becker	N7761 HWY C Eldorado	
Tim Henke	W7426 Lincoln Pl Van Dyne WI	
BILL AVARBECK	N8150 Town Line Rd ELD	
B. Faye Kemnitz	N7430 Ch C, Eldorado	fayekemnitz@hotmail.com
Austin Wenker	N7946 Blewett Rd. Eldorado WI.	intune248@gmail.com

Exercise 1: Identity

Past (Historic)
Farm town
Quaint
Scenic
Friendly
Small town with multiple businesses
Hamlet
Rural farming community
The village had many businesses
Close knit community
wonderful past
hardware, bar and garage
El Dorado
Eldorado Mills
2 room school house
Hunting
Snowmobiling
Picnic
The old Mill, the grocery store, the barber shop, the blacksmith shop, Bernward Hall
Rural farming families
Engaged community members: Lions, Eldorado Fire Department, First Responders, Town Board
People knew each other
Everyone helped each other
Farming/family
Farm community
Small businesses
Close knit
Self pride in property
plenty of small businesses
many small family farms
Farming and hunting
Small town
Agriculture
Rural
Friendly people
Eldorado Marsh
The mill that was doing flour
Bowling alley
Small town
Stores - banks
Eldorado Marsh
Farming - small dairy
Limited small businesses
Small town with multiple businesses in the village
Agriculture was the hub of the community
Booming in the early- mid 1900's.
Family oriented in the late 80's and 90's

Exercise 1: Identity Continued

Past (Historic) Continued
Close knit
Family friendly
Very good
Farm community
Locally owned businesses
Great July picnic
Friendly people
Lots of rural & town history

Current (Culture)
Nice landscapes
Improved businesses
Improved social recognition
Town growth
Still scenic
Still friendly
Still primarily farm based
Many of the small businesses are gone
Marsh
Big parade
Hog wrestling
Picnic, parade, Hog wrestling, Ag are still important
Bedroom community
Trying to preserve history
Building on east side of street - what will happen to their dilapidated state
Eldorado
Eldorado Marsh
Bar/Bowling Alley
Hunting
Picnic
The attractions in the Marsh area
Low crime rate
Rural farming families
Engaged community members are harder to find, more and more people are just focusing on their own places and own lives
Farming/struggling identities and future
Farm and bedroom community
Farm and small business
Residential
Small town
Agriculture
Rural
Friendly people
Eldorado Picnic
Hog wrestling
Fire Department
No parking available?

Exercise 1: Identity Continued

Current (Culture) Continued
Small town
Roads not good/sidewalks bad
Farming community
Farming larger dairy
Conservative community leaders
Bad/road repairs
Agriculture still important. We have lost many of our small businesses in the village.
Agriculture still important but has changed especially dairy
Marsh - picnic parade, hog wrestling are things people do in Eldorado
Nice cozy community but getting "stale" and losing sense of community pride
Family friendly - growing
Very good
Nice small town
Supportive
Advanced picnic to 2 days
Friendly people
Echo works to preserve history

Future (Vision)
Hopeful continued improved growth
Continued business expansion
Maintained scenic identity
Maintained farm based identity
Expanded social recognition
Friendly reputation maintained
Continue to be ag friendly
Encourage small businesses
Does the Town care? (<i>refers to history of community</i>)
Eldorado Nature/Wildlife Preserve
Elderly housing
Mini mart in the township
Rural farming families
Protect our elderly (rural senior living options)
Increase our social media & community events to increase ownership in this community
Engaged community providing their talents for the good of the Town.
Balance of ag/open space plus opportunities to keep young people here.
Co-existence
Business opportunity
Bedroom community (very little involvement in the community)
Marsh improvements
Small town
Agriculture
Rural
Friendly people
Sanitary sewer in village
Better roads
Something with the marsh for visitors

Exercise 1: Identity Continued

Future (Vision)
Less dairy farm - more cash crops - more mega farms
Park used by everyone
More parking spots for baseball time
Farm, community with residential homes mix
Farming - row crops
More businesses at N and 41
More housing and homes
Agriculture still very important - need to limit conflicting uses - encourage small businesses in the village
Hopefully more use of marsh & walking/biking trails to connect community to each other and utilize our resources
Offer more opportunities for the younger generation
Very good
Community orientated
Welcoming new businesses
Small town feel of a great event
Friendly people
Echo will have a building

Exercise 2: Community Assets

Other Assets
Eldorado is a peaceful, scenic, beautiful area to live. Great wildlife/nature. Friendly people overall. Businesses have grown over the years.
It is a classic small town an farming remains one of its key assets. However it also is known more and more to larger surrounding cities and the July Parade remains a key asset to maintain and foster growth/interest.
Eldorado is a nice place to live and the natural surroundings make it a safe and good place to reside compared with many other assets.
Trail from Marsh Road and I to N to Town Hall back to current trail in Eldorado.
Small town - wonderful people - friendly.
Keep the baseball park.
Our neighbor Park behind Community Center
Generation Lanes - Bowling - Good place to eat.
Great School District (Rosendale- Brandon)
Great Fire Department & First Responders (Need more volunteers for both)
Wonderful Picnic
Love the community
Hwy 41 is now become an Interstate.
The trail draws a lot of people. Great for exercising. I wish the semi trailers parked by the trail on C were removed. They are an eyesore.
The Fireman's Parade/Picnic are always fun and appreciated.
Rural setting, small town friendly people and relatives. Long history of families growing up and staying here with the next generation staying as well.
Keep the fireman's picnic and parade in the village. Clean up/repair or rebuild additional small businesses in the village.
Follow through with the village street/sidewalk project.
Maintain/preserve the pond/creek and dam.
Eldorado Marsh. I like the small town atmosphere, local bar/restaurant/bowling alley, hair salon, park, Town gathering space, community picnic & parade. These are all wonderful components of this rural but tight-knot community. I love the family atmosphere, volunteer FD & First Responders and the fact that most everyone waves to each other. It's safe but so close to Oshkosh or FDL. The school district is excellent as well. As the same time, we need to keep attracting families interested in this kind of community. It is a jewel.
We do not need any sex offenders from our area.
Hwy major access to community: Hwy 41, Hwy 26, Hwy 23
Marsh activities, hunting, snowmobiling
Brenner Bowl
Small community atmosphere
Local small businesses farm related
Old railroad trail
Eldorado Marsh.
Close proximity to larger cities. 1 hour drive to Madison, 1 hour to Green Bay, 1 hour to Milwaukee.
Positives to the community - the park & shelter (all the playground equipment for kids). What's left of the dam should be kept as is & not taken out.

Exercise 2: Community Assets Continued

Other Assets
The ball park in the village is a huge asset.
The trail for biking and walking is also an asset (nice to be able to walk to the marsh for those who do not venture into it otherwise!
Marsh (2 responses)
Open Areas
Rural setting
Proximity to highway & several towns/small cities
Railroad bed/trail
Small businesses
Agriculture
Good bar & food establishment (2 responses)
Rural landscape and views
Brenner's Bar
Marsh
Low crime rate
A lot of wildlife to view
Friendly people
Love the small town, friendly feeling! Appreciate the neighbors looking out for each other, while at home or away. Let's keep Eldorado safe for the younger generation as the town moves forward with improvements & add opportunities to bring more sporting events to our community. Maybe making a bigger baseball complex??? Sidewalks to keep everyone safe. Keep up the walking and biking trails if need be, and also to stay on top of the upkeep & improvements to the park & community center here in Eldorado. Doing these things will always be very good thing to attract & keep people coming here.
The marsh is a great asset. I'd love to see if utilized in many more ways. Make more trails, easier access, 4 wheeler access to certain areas.
The parks. Continue to develop them & expand them. The "mill pond" needs to be kept "fishable" instead of letting it get filled in.
Businesses are very community oriented but there is few of them. Need to return the "downtown" area to a business center & force the condemned buildings to be removed to allow for new businesses.
The walking trail is a great resource but not promoted by the town well. Create a bike/walking lane on C so the trail is connected to the parks & residential area on N & Town Road.
My husband & I like the friendly people.
Generations for fellowship & great food
ECHO - Eldorado Community Historical Organization
Peniel Chapel for Welsh historical preservation, historical building, wonderful community events.
Beautiful Park & July event & fantastic parade.
The Town of Eldorado board has been very kind to the Peniel Welsh Chapel Association when we need permits for improvements & when adding a driveway.
I feel the biggest asset is the marsh. I hunt, canoe, ski, snowshoe the marsh. The marsh needs a fire, then native grasses planted to enhance the area for all species. A couple of non motorized trails would be nice.

Exercise 3: Barriers to Travel

Transportation Barriers
Off ramp (Hwy 41) to Hwy N is unsafe (Northbound)
Off ramp (Hwy 41) to Hwy N is unsafe (Southbound)
By overpass (Hwy 41) road too low, gets flooded
No bike trails (walking trails) in town & out of town
No sidewalks
No available parking
Historical signage needed painting to Peniel Chapel at Hwy 26 & Hwy FF. We have people coming from many areas of WI. In August we annually have many out-of-state visitors. The North American Festival of Wales is on Labor Day weekend in Milwaukee. Peniel has been promoted in all brochures & online as a well-known Welsh historical church. Our largest event (130-200 people) will be held the weekend before the N. American Festival.
Parking lot area would be great "downtown". Parking for Generations & July event has created issues when we visit.
Sidewalk improvements needed from Generations to the Community Building.
The marsh causes disconnect but not much can be done about it.
Keep Hendrichs Road open year round.
Manure on roads from commercial haulers with large equipment driving unsafely - speeding and tearing up our roads.
Tight road between Hwy 23 & Blewett Road on County Road C, unsafe pedestrian access. Hard to see at night.
No parking in downtown area.
No sidewalks in downtown area.
No roads through marsh (Dike Road) closed off.
Heavy spring flooding at Hwy 41/N under bridge area.
Need a bike lane / walking trail from the railroad bed trail through town and up to N and back.
Bad vision ramp exiting 41 from the north to County N - hard to see. Fast moving vehicles on County N.
Adding sidewalks along Hwy C in Eldorado to make walking & bicycling safer from Blewett Road south to RoseEld Road.

Exercise 3: Future Transportation Needs

Widening of Hwy C through Eldorado / sidewalks & bike path through entire village to marsh trail access.
Need a bike lane / walking trail from railroad bed trail through town. Up N and Town Hall loop See notes on Barrier Map.
Open road thru the marsh on a year round basis.
Blewett Road has a few bumps and uneven pavement that could be smoothed over some time in the future for smoother travel for vehicles and walkers.
Bike / walking trail through town & outside of town. Nice sidewalk More parking downtown
One transportation need is correctly being addressed and that is the traffic thru the village on certain days or nights. With the curve & parking on both sides of the street, it can be dangerous at times. But I believe they are working out a better plan for this summer/fall (with straightening out the curve & adding sidewalks, etc.)
Walking / biking lane added on C to safely connect more of the town to the parks, walking trail & to a safe path to bike to school. Access to the marsh needs to be opened up. More parking "downtown".
Repair marsh road.

Exercise 4: Community Improvements

Community Improvements
Blewett Road has some bumps that could use leveling off/smoothing over for better smoother travel.
Road improvement, but not to good that speed remains slow/at limits.
Get rid of old buildings on the main highway on East Side, need sidewalks in the downtown area, more businesses, more apartment units, more residential homes - make tax base larger for all.
Sidewalks on West side of downtown area - North of the bridge to the ball park - I believe it is being addressed at this time! Keep the main roads in good driving condition in winter & summer. (Such as County C & County N & possibly Rose-Eld Road & Lincoln Road. Keep making small improvements to the Park & Baseball Field. Maybe consider dredging out the pond in the park.
Feed Mill Building in disrepair, bins need paint, trash laying around, old tank with hole cut in old metal laying around, wood scale starting to sag, just fence post to keep someone from driving over and going through corn laying around it draws rats. This is by our walking trail! Go across the rode and the have made a land fill with oil drums, 3 old motors, Iron-in buckets/ a semi with no door filled with garbage, a old corn crib that is
The downtown "dumpy" area needs to be cleaned up, keep the mill pond fishable, connect the community to the parks and Rosendale/FdL through a bike lane on C & Town Hall, clean up other dumpy houses, sex offender issues
Clean up property of J. Grey & other properties along C that are not kept up by removing debris & junk. Lets keep our small community well kept & CLEAN. This will also keep rodents out of our neighborhood.
Old buildings in the hamlet area need to be addressed. Town needs to start planning for abandoned buildings and properties before they become safety hazards.
It concerns me that there are several properties along C that are very unsightly with trash. Not only is this lowering the value of our community, but it is unhealthy. We appreciate the people that take pride of their community and keep their yards looking neat.
Town Line Circle needs drainage to help the road. Needs to be cleaned up on Lincoln Rd. Trailer in Town Line Cir need to be clean up
Fix flooding under N-41 overpass on east side. Get rid of the sex offender places. This needs to happen as there's residents w/ children living close by - not transients.
Old buildings next to bank? What happens to them. House on corner of Rose-Eld Rd.
A number of properties need to be cleaned up & or removed.
Totz Road to be fixed. Terry's Bar torn down/old garage (Fairbanks) tore down. Get rid of Excite (County N). Close County Line Bar Hwy 26. Get rid of Child Abuse (sex offender) 2 House. The naughty place (Excite). Clean up Townline Circle. Get upgrade Firetrucks. Clean up Houses in Eldorado.
Sidewalks (should be in the works). Trail or lane walking/biking trails along road through town and to the trail on Rose Eld and north up Town Hall. See the house.
Downtown area needs building conditions cleaned up. It is great the road through village is being taken care of. Property on 26 across Roberts Trucking need cleaning. In general town needs to be more proactive in enforcement. Possibly more bulk waste collections.
Enforce the ordinances on keeping property clean - no junk or garbage. Some properties in the community are real eye soars! Strive to preserve our rural landscape - not cluttered with houses & lots.
Improved side roads; some are in poor condition.
Sidewalk from Generations to Community Building needs improvement. Thankful for the community bulletin board by post office, but getting "worn out". Sign on Hwy 26 w/ an arrow identifying direction to Peniel Chapel. Many historical churches have road signage. A building to house Eldorado's historic artifacts & information would be great! This is not only important for ECHO, but would also encourage historical interest and the desire to save history of Eldorado. Even though Peniel Chapel is not a town-owned building, any improvements to the building & grounds will help bring more people to the Town of Eldorado. Septic & water at the chapel would increase the interest for weddings, meetings & other Christian events than what we already have.

Exercise 5: New Development

New Development
I think the Eldorado State Wildlife Area is an important asset and needs to be properly preserved for future generations.
Sr living - widows have no place to go in the area. Small shelter by ball diamond & new parking lot, possible basketball hoops too. Riprap park shore to stop yearly flooding.
Develop the trail to Rosendale, parking, picnic area, restroom
Reassess depth to groundwater vs. current plan and zoning. There are areas in our current plan that have completely disregarded the depth to groundwater and sewer requirements for business and residential uses. Better areas need to be considered in planning that can actually handle the sewer and water needs of the residences and businesses. Consider mixed use residence & business & retail at corners C and 23. Consider mixed use storage & business at N and 41 where sewage, water needs, drainage are feasible.
The area north of County N and E of Hwy 41 is the largest ag. area. Since 1992, 40 plus house have been built in the area north of County N & west of 41. 80 acres of farmland out of production. This is the best farmland in the township; it is also the area that contains our 1200 cow dairy. Currently our development plan allows multiple lots to be sold off of these large base farm tracts. This encourage development of residences near the 1200 cow dairy. These uses are a huge conflict and don't work well together. New homes should be focused around the village. Business development should also be focused in the village. No need for commercial or industrial development in the ag. areas.
#1 The unnamed lake on all of your maps hasn't been a lake for many years. The area needs dredging and large areas of cattails removed. Planting of native grasses would enhance the marsh for many species and would create more opportunities for outdoor enthusiast folks. Creating the lake again would be great for wildlife and mankind.
Mini mart in the village or at County N & Hwy 41.
Walking/bike trail through town out of town and back to town. Get rid of the Old Bar (Terry's), old garage (Fairbanks), eye sore and issues with rodents. Keep the marsh a marsh. Shut down the Bar Countyline.
Housing built along road frontages not in the middle of fields. Trails made in the marsh for walking & bikes.
Allow for redevelopment of the old auto repair shop north of the hair salon. Protect the park & community center. Baseball diamond area & walking trails along the south side of the marsh FdL to Rosendale.
Small business development at or close to entrances to Eldorado major intersections i.e.: 41 & N, C & 23
Improve "downtown" area to bring back businesses to vacated areas. The Hwy 41 & County N area is under utilized commercially. Expand housing along Town Hall, Southern County C, expand residential district by town hall circle. Do this while maintaining single family homes & farm fields/ag use.
Redevelopment - Downtown. There is so much potential for a vibrant stretch here but we are choked by rundown properties that appear abandoned. We need local service shops in this area. New Residential - concentrate within the downtown and south toward Hwy 23. Keep rural farm area for rural use - ag, hobby farms, ag businesses. New Development - Commercial/Industrial at County Road N & I.
All wooded areas of ag land for new homes development. Land not suitable for farming, hill tops, etc., low ground. Business development along Hwy N & 41, Hwy I. Future business development along Hwy 26, Hwy 23 corridor. More residential/development circle around village (3 mile radius).



APPENDIX K

MEDIA & MEETINGS

RESPONSIBILITIES AND EXPECTATIONS OF THE PLAN COMMISSION

- Plan Commission is primary body for discussion & decision making;
- Promote the comprehensive plan;
- Promote the visioning workshop and provide input; When you provide input, put your resident hat on;
- Encourage friends and neighbors to participate in visioning workshop;
- Encourage friends and neighbors to keep informed about the planning process by visiting the project website and attending meetings, and providing comments;
- Timely review background information and maps to not only concur with its conclusions, but also to point out corrections, errors, or other sources of information;
- It will be my responsibility to provide you with the information in a timely manner so you can review it;
- Review the input obtained from the public visioning workshop, and using your knowledge help determine priority issues to address in the plan;
- Evaluation of plan goals, strategies and recommendations in order to formulate the best direction in moving forward on land use matters within the community;
- Review of final plan documents and establishing a supportive environment for instilling community dialogue and input on the plan.
- Project Website: <http://www.ecwrpc.org/programs/comprehensive-planning/town-of-eldorado/>

DEMOGRAPHIC HIGHLIGHTS TOWN OF ELDORADO

Historic Population Trends

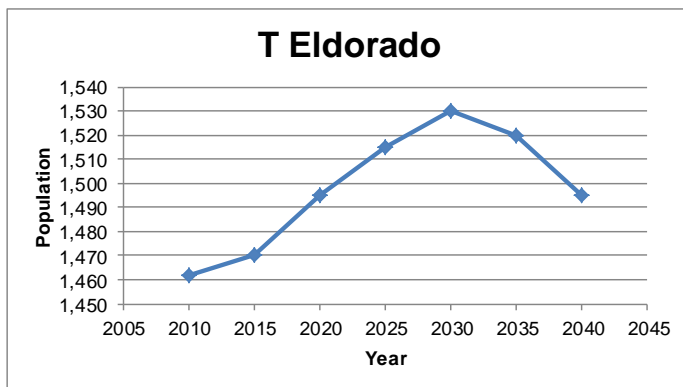
Municipality	1990	2000	2010	2018	% Change 1990 - 2010	% Change 2010 - 2018
T. Eldorado	1,409	1,447	1,462	1,477	3.8%	1.0%
T. Black Wolf	2,154	2,330	2,410	2,444	11.9%	1.4%
T. Fond du Lac	2,310	2,027	3,015	3,859	30.5%	28.0%
T. Friendship	2,210	2,406	2,675	2,692	21.0%	0.6%
T. Lamartine	1,607	1,616	1,737	1,789	8.1%	3.0%
T. Nekimi	1,475	1,419	1,429	1,424	-3.1%	-0.3%
T. Rosendale	770	783	695	705	-9.7%	1.4%
T. Springvale	750	727	707	715	-5.7%	1.1%
T. Utica	822	767	703	716	-14.5%	1.8%
Fond du Lac County	90,083	97,296	101,633	104,035	12.8%	2.4%
Wisconsin	4,891,769	5,363,715	5,686,986	5,816,231	16.3%	2.3%

Source: U.S. Census, 1990-2010, WDOA 2018 Estimate

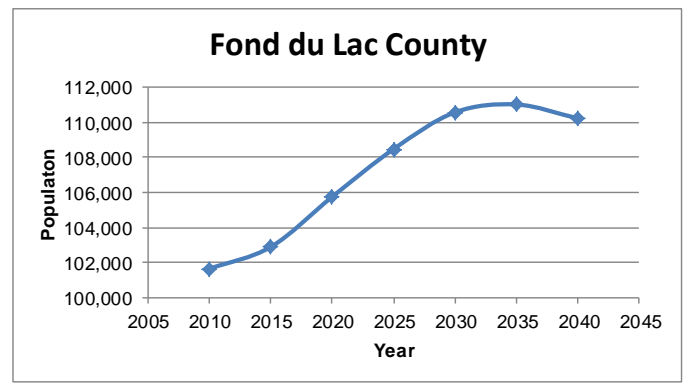
Historic Population Trends

- The population of Town of Eldorado has been slowly increasing since 1990. Increasing by 2.7% during the 1990's, and 1.0% during the 2000's. Since 2010, the population has increased by 1.0%.
- The population of Fond du Lac County increased by about 13% between 1990 and 2010. Most of this growth occurred during the 1990's.
- Between 1990 and 2010, the towns of Fond du Lac and Friendship showed significant gains, while the Town of Utica saw significant losses.

Future Population Projections



Source: WDOA, vintage 2013



Source: WDOA, vintage 2013

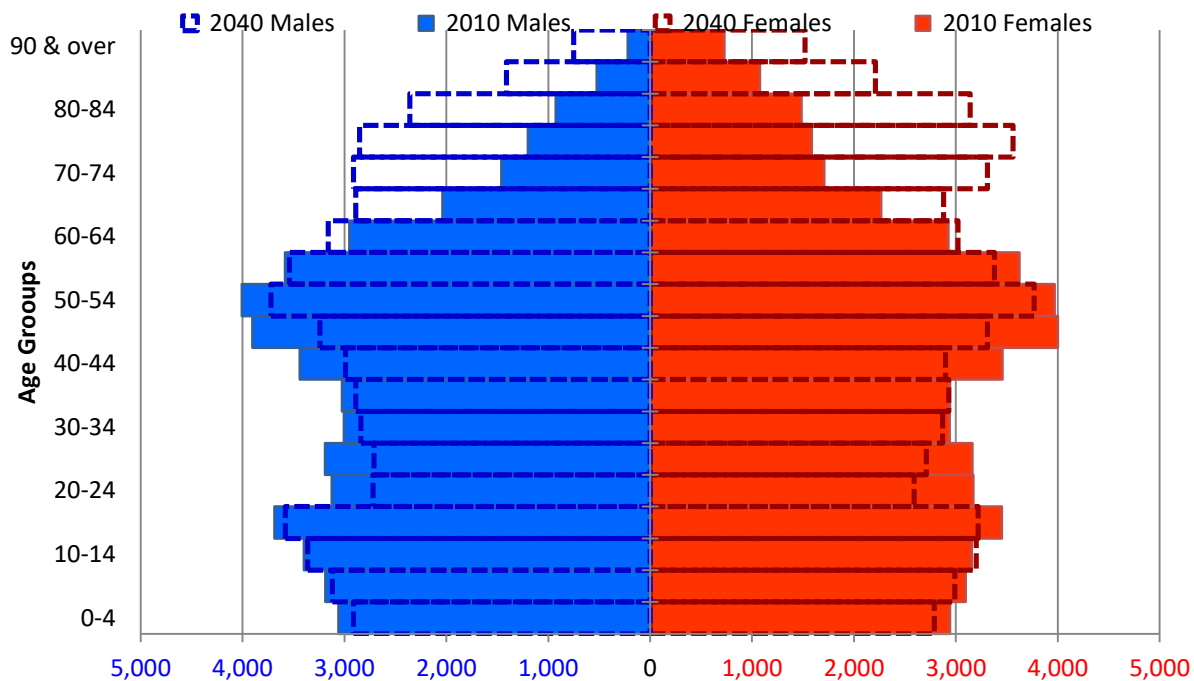
Municipality	2010	2015	2020	2025	2030	2035	2040	% Change 2010-2040
T. Eldorado	1,462	1,470	1,495	1,515	1,530	1,520	1,495	2.3%
Fond du Lac County	101,633	102,885	105,755	108,485	110,590	111,040	110,250	8.5%

Source: WDOA, vintage 2013

Future Population Projections

- Between 2010 and 2030, the population in the Town of Eldorado is expected to grow by about 4.7%. During this same time frame, the population of Fond du Lac County is expected to increase by about 8.8%.
- The population is expected to peak in the Town of Eldorado in 2030 and Fond du Lac County in 2035.
- Between 2030 and 2040 the population is expected to decrease by 2.3% in the Town.
- Between 2010 and 2030, it is projected that there will be 68 new residents in the Town.
- The population in 2040 in the Town is projected to be higher than it is today by about 18 people.

Fond du Lac County Sex-Age Pyramid, 2010 - 2040



Future Household and Persons/Household Projections

Year	Town of Eldorado		Fond du Lac County		Wisconsin	
	No. HH	Person/HH	No. HH	Person/HH	No. HH	Person/HH
2010	539	2.71	40,697	2.41	2,279,768	2.43
2015	558	2.63	42,423	2.34	2,371,815	2.38
2020	576	2.60	44,308	2.31	2,491,982	2.35
2025	591	2.56	46,020	2.28	2,600,538	2.32
2030	605	2.53	47,419	2.25	2,697,884	2.30
2035	608	2.50	48,079	2.22	2,764,498	2.28
2040	604	2.48	48,076	2.20	2,790,322	2.26
Percent Change						
2010 to 2015	3.5%	-2.9%	4.2%	-2.9%	4.0%	-2.2%
2015 to 2020	3.2%	-1.5%	4.4%	-1.3%	5.1%	-1.2%
2020 to 2025	2.6%	-1.2%	3.9%	-1.3%	4.4%	-1.0%
2025 to 2030	2.4%	-1.3%	3.0%	-1.3%	3.7%	-1.0%
2030 to 2035	0.5%	-1.1%	1.4%	-1.3%	2.5%	-1.0%
2035 to 2040	-0.7%	-1.0%	0.0%	-0.9%	0.9%	-0.8%

Source: WDOA, Wisconsin Demographic Services Center, Vintage 2013 Population Projections

Future Household Projections

- Between 2010 and 2035, it is estimated that 69 households will be added in the Town (12.8%). The Town is expected to lose 4 households between 2035 and 2040.
- In comparison the number of households in Fond du Lac County to increase by 18.1% between 2010 and 2035, and then start declining to 2040.

COMPREHENSIVE PLANNING REQUIREMENTS & PROCESS

Enabling Legislation

Section 66.1001 Wisconsin State Statutes

Signed into law in October 1999

Procedures for Adoption

- Adoption of written procedures designed to foster public participation
- Class I (30 day notice)
- Public Hearing
- Adoption of a resolution by Plan Commission recommending adoption of plan by Town Board
- Adoption of ordinance by Town Board adopting plan

Consistency Requirements

(If a local governmental unit enacts or amends any of the following ordinances, the ordinance shall be consistent with that local governmental unit's comprehensive plan)

- Official mapping ordinances
- Local subdivision ordinances
- Zoning ordinance
- Shorelands or wetlands in shorelands zoning ordinances

Required Elements

- **Issues and Opportunities**
 - Population, household structure, education and income
- **Housing**
 - Age, structural, value and occupancy characteristics of existing housing stock
- **Transportation**
 - Existing transportation facilities including highways, transit, walking, bicycling, railroads, air transportation, trucking, water
- **Utilities and Community Facilities**
 - Sanitary sewer, storm sewer management, water supply, solid waste disposal, on-site wastewater treatment, recycling facilities, parks, telecommunications, power generating plants and transmission lines, health and childcare facilities, police, fire, EMS, libraries, schools, and other governmental facilities
- **Agricultural, Natural and Cultural Resources**
 - Groundwater, forests, agriculture, environmental sensitive areas, threatened and endangered species, surface waters, floodplains, wetlands, wildlife habitat, metallic and non-metallic mineral resources, parks, open spaces, historic and cultural resources
- **Economic Development**
 - Labor force characteristics, commuting patterns, economic base information
- **Land Use**
 - Amount, type, intensity and density of existing land uses, trends in supply, demand and price of land
- **Intergovernmental Cooperation**
 - Relationship of local governmental unit to adjacent communities, school districts, county, special districts and systems, state and regional agencies
- **Implementation**
 - Compilation of programs and specific actions to implement the goals, strategies and recommendations

Town of Eldorado Plan Commission (EPC) Meeting Minutes

March 12, 2019

Plan Commission Member Attendees (5):

x	Norbert Chesney, Chairperson	x	Jenna Borski, Secretary	x	Bill Averbeck, Town Board Liaison
x	Lee Wenker, Vice Chairperson	x	Jeremy Brenner, Member	STAFF: Attorney Matt Parmentier, Edgerton, St. Peter, Petak & Rosenfeldt	

Public Attendees:

Gary Miller, Town Chairman	Dennis Mueller, Town Supervisor	Kathy Thunes, ECWRPC	Eric Fowle, ECWRPC	Shong Xiong
Shong Xiong	Neng Ziong			

Call to Order and Agenda Review: Meeting called to order by Norbert Chesney at 7:00 p.m.
 [EDITOR’S NOTE: There was no meeting in January 2019 due to lack of agenda items. The February 2019 meeting was cancelled due to weather. The February agenda items were added to the March 2019 agenda.]

Review of Minutes: EPC reviewed the minutes from October 10, 2018. Motion made by Averbeck/Wenker to approve minutes. Motion carried 5-0. EPC reviewed the minutes from December 11, 2018. Motion made by Brenner/Averbeck to approve minutes. Motion carried 5-0.

Buckarma Conditional Use Permit (CUP) Review – Aaron Buckarma, CUP issued 8/25/2015:

Location/Description of Property: W8986 Sharratt Rd / T07-16-16-08-01-005-00
Parcel acres: 1.87
Current zoning: Residential

Buckarma was not present. Buckarma contacted Chesney prior to the meeting stating he has a buyer for the property and no longer wishes to pursue renewal of the CUP (for operation of a home-based business). Motion made by Borski/Wenker to not renew the CUP. Motion carried 5-0.

Update on Department of Agriculture, Trade and Consumer Protection (DATCP) Farmland Preservation Rezone Report TY2018:

Chesney reported he provided a list of what land was taken out of A-1 in the past calendar year to DATCP. As far as he could recall, that included only the land previously owned by Our Savior Risen Church on CR N.

Public Input:

Neng Xiong is interested in splitting his property for his brother to build a home. Chesney and Borski provided Xiong with a current Concept Plan Application and Instructions and went over the materials with Xiong. Borski also looked at the Zoning Map and Future Land Use Map and provided information for Xiong to include in the Concept Plan Application. Xiong intends to submit an application for review next meeting.

Meeting with East Central Wisconsin Regional Planning Commission (ECWRPC):

Thunes and Fowler introduced the 10-year Comprehensive Plan Update process and provided hand-outs on the *Comprehensive Planning Requirements & Process* and *Responsibilities and Expectations of the Plan Commission*.

- The same nine elements will be included in the Plan Update. Three chapters will be reviewed every time ECWRPC meets with the EPC.
- Fowler explained ECWRPC would like to extend the contract by one month for delivery of the Plan Update.
- ECWRPC would like to limit the meetings with EPC to 1.5 hours. Depending upon routine EPC agenda items, ECWRPC may need to meet with EPC outside of the routine monthly meeting to accomplish this work.

- Public comments are to be directed to the Town Clerk.
- The 10-year Comprehensive Plan Update process and visioning meeting should be announced at all Town Board meetings, on Facebook, on the Town website, and posted on community boards (including the electronic board at the Town Hall). ECWRPC will also develop a flyer (11x17") that they will print and provide to the Town for distribution throughout the community announcing the Visioning Meeting (open house). A digital copy will also be emailed to the Town for posting electronically. Thunes provided a list of suggested workshop exercises for the public visioning open house. Thunes provided a draft *Public Participation Plan for Comprehensive Planning, Town of Eldorado, FDL Co, WI, Draft 1/31/19* to review with EPC. Motion made by Chesney/Averbeck to recommend the Town adopt the public participation plan. Motion carried 5-0.
- Thunes provided a spreadsheet of contacts to provide inter-governmental notifications of the 10-year Comp Plan Update. EPC clarified there are no registered non-metallic mines in the Town of Eldorado at present.
- The Town's Annual Meeting is scheduled for the third Tuesday in April (April 16th). [EDITOR'S NOTE: It was clarified after the EPC meeting that the Town's Annual Meeting is scheduled for Monday, April 15th.] The Public Visioning Open House is then scheduled for Tuesday, May 7th from 7-8:30 p.m. ECWRPC will consider holding an afternoon time as well to accommodate dairy farmers wishing to provide input.
- Thunes provided *Demographic Highlights, Town of Eldorado* for EPC members and reviewed the information.
- Thunes requested EPC provide her with any land use changes from the Town map since the initial Comprehensive Plan was written.
- At the May 14th EPC meeting, ECWRPC will provide the first three background chapters: 1. Issues & Opportunities; 2. Housing; and 3. Economic Development.
- ECWRPC recommended the Town consider appointing ad-hoc (non-voting) EPC members for meetings with ECWRPC as the Town moves through this update process. Ad-hoc members allow the Town to specifically seek input from specific community members with specific insight on one or more topics (e.g., business owners, farmers, Town Patrolman). Chesney and Averbeck will discuss this topic at the next Town Board meeting. This topic was further discussed by EPC after Thunes and Fowler left and a couple community members were discussed as options for the Town to consider asking to participate.

Future Meetings & Agenda Items: Next meeting scheduled for Tuesday, April 9, 2019. [Note: Regular EPC meetings are tentatively scheduled for 7:00 p.m. the second Tuesday of each month, pending agenda items.]

Adjourn: Motion made by Borski/Brenner to adjourn the meeting. Motion carried 5-0. Meeting adjourned at 9:20 p.m.

Respectfully submitted,

Jenna Borski
Member/Secretary
Town of Eldorado Plan Commission

Town of Eldorado Plan Commission (EPC) Meeting Minutes

April 9, 2019

Plan Commission Member Attendees (5):

x	Norbert Chesney, Chairperson	x	Jenna Borski, Secretary	x	Bill Averbeck, Town Board Liaison
x	Lee Wenker, Vice Chairperson	x	Jeremy Brenner, Member	STAFF: Attorney Matt Parmentier, Edgerton, St. Peter, Petak & Rosenfeldt	

Public Attendees:

Neng Xiong	Shong Xiong			

Call to Order and Agenda Review: Meeting called to order by Norbert Chesney at 6:58 p.m.

Review of Minutes: EPC reviewed the minutes from March 12, 2019. Motion made by Averbeck/Brenner to approve minutes with the correction of the date for the October 2018 meeting. Motion carried 5-0. The November 2018 minutes are yet to be approved.

Concept Plan – Neng Xiong, Shong Xiong, Houa Xiong:

Location/Description of Property: N7978 Town Hall Rd / T07-16-16-29-08-002-00

Parent parcel acres: 27.62+/-

Current zoning: A-1

Proposed parcel acres: 13.81+/-

Area of Dedication acres: ? for Town Hall Rd

Proposal: Owners would like to split the parcel in half for construction of a second house. A home currently exists on the parcel.

Base Farm Tract (BFT) Acres: 27.62+/-

Minimum Acres Required to be Maintained as Farm (20:1 ratio) (BFT acres/1.05): N/A – BFT less than 31.5 acres

Maximum Nonfarm Residential Acres Allowed (BFT – BFT/1.05): N/A – BFT less than 31.5 acres

The owners garden the majority of the parcel at present for personal use and intend to continue to garden after construction of the new home. The Future Land Use Map (FLUM) in the December 2009 Comprehensive Plan has the area, including this parcel, listed as Transitional Residential District (TRD). EPC reviewed the requirements of TRD, including the requirement to designate at least 40% of the property as open space in perpetuity. EPC reviewed the minimum lot requirements and build requirements for the TRD along with the process for a minor land division and rezone from A-1 to TRD. EPC provided Xiongs with a copy of the Application Process Instructions and applications for a Minor Land Division and Rezone.

Comprehensive Plan Review/Update – Chapters 1-3:

Chesney updated EPC that the Town Board appointed four ad hoc members: Mike Pionke (Town Patrol & Asst. Fire Chief), Jerry Borski (Fire Chief), Vickie Michiels (First Responders) & Noah Henke (First Responders). They will attend future EPC meetings with East Central Wisconsin Regional Planning Commission (ECWRPC) as able and provide input during the comprehensive planning process.

In addition, Karen Fontaine is the new Town Clerk, replacing Cathy Winters, and Dave Jahns is the new Town Supervisor #1, replacing Dennis Mueller. Both will be sworn in at the Annual Town Board meeting.

EPC members will review the draft chapters and documents provided by ECWRPC prior to the May 2019 EPC meeting.

Public Input: None

Future Meetings & Agenda Items:

Public Visioning Open House (Facilitated by ECWRPC): May 7, 2019

EPC Meeting: May 14, 2019 (with ECWRPC)

[Note: Regular EPC meetings are tentatively scheduled for 7:00 p.m. the second Tuesday of each month, pending agenda items.]

Adjourn: Motion made by Brenner/Wenker to adjourn the meeting. Motion carried 5-0. Meeting adjourned at 8:20 p.m.

Respectfully submitted,

Jenna Borski

Member/Secretary

Town of Eldorado Plan Commission

Town of Eldorado Plan Commission (EPC) Meeting Minutes

June 11, 2019

Plan Commission Member Attendees (5):

x	Norbert Chesney, Chairperson	x	Jenna Borski, Secretary		Bill Averbeck, Town Board Liaison
x	Lee Wenker, Vice Chairperson	x	Jeremy Brenner, Member		STAFF: Attorney Matt Parmentier, Edgarton, St. Peter, Petak & Rosenfeldt

Public Attendees:

Kathy Thunes, ECWRPC	Vickie Michiels, Ad- hoc for Comp Review			

<p>Call to Order and Agenda Review: Meeting called to order by Norbert Chesney at 7:00 p.m.</p>
<p>Review of Minutes: EPC reviewed the minutes from May 14, 2019. Motion made by Wenker/Brenner to approve minutes. Motion carried 4-0.</p>
<p>New Concept Plan Application Reviews: Chesney distributed a minor land division and rezone applications submitted by Xiong for review at the next EPC meeting. Public notices have yet to be issued.</p>
<p>Public Input: None</p>
<p>Comprehensive Plan Review: Kathy Thunes from East Central WI Regional Planning Commission (ECWRPC) attended to review the following:</p> <ul style="list-style-type: none"> • Review housing element • Review economic development element • Next steps <p>Thunes took notes for purposes of ECWRPC. Thunes will distribute the next chapters to EPC in advance of the July meeting and also provided a copy of the existing land use map for EPC to mark up with corrections for next time.</p> <p>Thunes informed EPC of a Lunch & Learn being offered at the North Fond du Lac Village Hall on Asset Based Community Development (ABCD) put on by ECWRPC. It is designed for neighborhoods but is also applicable to the Town of Eldorado. There is no cost and lunch is provided. The Lunch & Learns are offered quarterly with various topics.</p>
<p>Future Meetings & Agenda Items: Next meeting July 9, 2019 at 7:00 p.m. Public hearings for the Xiong MLD and Rezone applications will be reviewed along with continued review of the comprehensive plan. [Note: Regular EPC meetings are tentatively scheduled for 7:00 p.m. the second <u>Tuesday</u> of each month, pending agenda items.]</p>
<p>Adjourn: Motion made by Wenker/Brenner to adjourn the meeting. Motion carried 4-0. Meeting adjourned at 9:11 p.m.</p>
<p>Respectfully submitted,</p> <p>Jenna Borski Member/Secretary Town of Eldorado Plan Commission</p>

Town of Eldorado Plan Commission (EPC) Meeting Minutes

July 9, 2019

Plan Commission Member Attendees (5):

x	Norbert Chesney, Chairperson	x	Jenna Borski, Secretary	x	Bill Averbeck, Town Board Liaison
x	Lee Wenker, Vice Chairperson	x	Jeremy Brenner, Member		STAFF: Attorney Matt Parmentier, Edgerton, St. Peter, Petak & Rosenfeldt

Public Attendees:

Gary Miller, Town Chairman	Kathy Thunes, ECWRPC				

Call to Order and Agenda Review: Meeting called to order by Norbert Chesney at 7:00 p.m.

Review of Minutes: EPC reviewed the minutes from June 11, 2019. Motion made by Brenner/Wenker to approve minutes. Motion carried 5-0.

Public Hearing – Application for Rezoning Exclusive Ag (A-1) to Transitional Residential District (TRD) – Neng Xiong, Shong Xiong, Houa Xiong:

Location/Description of Property: N7978 Town Hall Rd / T07-16-16-29-08-002-00

Parent parcel acres: 27.62+/-

Current zoning: A-1

Proposed parcel acres: 13.31+/- and 13.31+/-

Area of Dedication acres: 0.95+/- for Town Hall Rd

Proposal: Owners would like to rezone the entire acreage to TRD and split the parcel in half for construction of a second house. A home currently exists on the parcel.

Base Farm Tract (BFT) Acres: 27.62+/-

Minimum Acres Required to be Maintained as Farm (20:1 ratio) (BFT acres/1.05): N/A – BFT less than 31.5 acres

Maximum Nonfarm Residential Acres Allowed (BFT – BFT/1.05): N/A – BFT less than 31.5 acres

Chesney called the public hearing to order at 7:03 p.m. and read the legal notice published June 23rd and 30th regarding the rezone of 27.5 acres from A-1 to TRD and minor land division for two 13.31 acre lots.

Neither the applicant nor the Surveyor were present. The owners use the majority of the parcel at present for agricultural/gardening use and intend to continue to garden after construction of the new home based on their statements at the Concept Plan Review in March 2019. It was noted in March 2019 that the Future Land Use Map (FLUM) in the December 2009 Comprehensive Plan has the area, including this parcel, listed as TRD.

EPC reviewed the requirements of TRD in the Land Division/Sub-division Ordinance and the Zoning Ordinance. Ch. 17.31(7)(e) and Ch. 18.46 require at least 40% of the property to be designated as open space in perpetuity and documented on the Certified Survey Map (CSM). There is no such designation on the proposed CSM. In addition, there is a question as to why one of the parcels is labeled “Outlot 1” and the other “Lot 1” instead of the typical “Lot 1” and “Lot 2”. Based on past EPC experience, an outlot typically does not allow for construction of structures. The applicants and Surveyor were not present to discuss.

Motion made by Brenner/Averbeck to table further review of the rezone application until the CSM can be revised to comply with Ch. 17.31(7)(e) and Ch. 18.46 and questions on the CSM and land use addressed. Motion carried 5-0.

Following the motion, there was discussion regarding numerous small structures/shacks visible on the Xiong land on an aerial photo provided in advance of the meeting by the Town Clerk. EPC also need to discuss the purpose of these structures with Xiongs and whether or not these structures would be allowed to remain if rezoned to TRD. The large cluster of structures are also not present on the proposed CSM but the structures visible from the road are included on the CSM. It is unclear what distinguishes the two groups of structures.

Minor Land Division – Neng Xiong, Shong Xiong, Houa Xiong:

Same property as listed above for Rezone.

Motion made by Brenner/Averbeck to table further review of the minor land division application until the CSM can be revised to comply with Ch. 17.31(7)(e) and Ch. 18.46. Motion carried 5-0.

Chesney closed the public hearing at 7:26 p.m.

Public Input (not on agenda): Gary Miller stated that the numerous small structures/shacks on ag land were considered by the Town Attorney in the past and found that these structures were illegal. Based on this review, the Town requested the shacks on ag land on Dike Road be removed and they were taken down. The structures on Xiong land appear from the aerial photo to be similar and should be discussed with Xiongs.

Comprehensive Plan Review:

Kathy Thunes from East Central WI Regional Planning Commission (ECWRPC) attended to review the following:

- Public Visioning Workshop Results
- Review Transportation Element
- Review Utilities and Community Facilities Element
- Review Agricultural, Natural and Cultural Resources Element
- Next steps

Thunes took notes for purposes of ECWRPC. There was not enough time to review the Ag, Natural & Cultural Resources which will be done next time. Thunes is not available for the August meeting. Thunes will distribute the next chapters to EPC in advance of the September meeting.

Future Meetings & Agenda Items: Next meeting August 13, 2019 at 7:00 p.m. pending agenda items. Public hearings for the Xiong Rezone and MLD applications may be reviewed. The September 10, 2019 meeting will include review of the Ag, Natural & Cultural Resources Element, Land Use Element and Intergovernmental Elements. [Note: Regular EPC meetings are tentatively scheduled for 7:00 p.m. the second Tuesday of each month, pending agenda items.]

Adjourn: Motion made by Wenker/Averbeck to adjourn the meeting. Motion carried 5-0. Meeting adjourned at 9:30 p.m.

Respectfully submitted,

Jenna Borski
Member/Secretary
Town of Eldorado Plan Commission

Town of Eldorado Plan Commission (EPC) Meeting Minutes

October 8, 2019

Plan Commission Member Attendees (5):

x	Norbert Chesney, Chairperson	x	Jenna Borski, Secretary	x	Bill Averbeck, Town Board Liaison
x	Lee Wenker, Vice Chairperson	x	Jeremy Brenner, Member		STAFF: Attorney Matt Parmentier, Edgerton, St. Peter, Petak & Rosenfeldt

Public Attendees:

Kathy Thunes, ECWRPC	Gary Miller, Town Chairman	Dave Jahns, Town Supervisor	Wayne Kemnitz	Jesse Zempel
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<p>Call to Order and Agenda Review: Meeting called to order by Norbert Chesney at 7:00 p.m.</p>
<p>Review of Minutes: EPC reviewed the minutes from August 13, 2019. Motion made by Wenker/Chesney to approve minutes. Motion carried 5-0. EPC reviewed the minutes from September 10, 2019. Motion made by Averbeck/Wenker to approve minutes. Motion carried 5-0.</p>
<p>New Concept Plans: Jesse Zempel verbally presented plans to acquire the “old Don’s Used Car house” for use with his current asbestos removal business (no addresses provided). No written information was provided to EPC. Zempel stated he intends to demolish the building and use the lot for parking his trucks along with storage of a dumpster. It is unclear how the property is zoned and Zempel has not yet been to the Fond du Lac County Courthouse to inquire on the property. EPC discussed the current Future Land Use Map and stated that the parcel is currently within the Mixed Use Overlay which would allow for residential/commercial use. EPC informed Zempel the Zoning Ordinance is available on the Town’s website which includes a description of each zoning district including permitted uses. EPC discussed the process to submit a concept plan application with attachments referenced on the application in advance of a future EPC meeting for further discussion. EPC provided Zempel with a copy of the application instructions and a concept plan review application form.</p>
<p>Review Attorney comments on EPC procedure & discussion: Chesney stated that at the September Town Board meeting, Rosalind Lyness commented to the Town Board that the EPC did not know what they were doing at the Xiong public hearing. Chesney went on to report to EPC that Lyness especially highlighted that the 40% required to remain open space needs to be specifically designated. In response, Chesney consulted with Town Attorney Matt Parmentier after the September Town Board meeting. According to Parmentier, the public hearing was conducted by EPC in accordance with requirements. Furthermore, EPC is not required to specifically designate where the 40% is required to be maintained on the parcel or how the 40% is required to be maintained as open space (e.g., specifically state ag use, woodland, wetland or native grassland).</p> <p>Parmentier reportedly informed Chesney that the Land Division and Subdivision (LD/SD) Ordinance does include issuing letters to adjacent property owners prior to land divisions but the Town did not violate any laws by not issuing the letters in advance of the Xiong hearing. There is no statute that requires written notification.</p> <p>Parmentier did inform Chesney that EPC needs to update/reconcile the LD/SD and Zoning Ordinances with application materials where there is currently discrepancy (e.g., EPC no longer needs 15 hard copies of application materials, reference the Fee Rule Ordinance adopted since adoption of the LD/DS & Zoning Ordinances, etc.) and this should be done as part of the Comprehensive Plan update process with the public hearing.</p>
<p>Town Clerk duties within EPC review & discussion: Chesney provided EPC with a hard copy of an email dated September 19, 2019 that is a list of Town Clerk duties regarding EPC developed by Chesney at the request of Karen Fontaine, Town Clerk. Chesney reviewed all applicable Ordinances and compiled a list of tasks for the Town Clerk, including tasks historically performed by the Town Clerk, as well as those supported by Ordinances. Chesney asked EPC to review the list and provide comments on anything missed, that should be changed or that EPC does not agree with. The intent is to compile a comprehensive list for the relatively new Town Clerk to use as a guide. Borski stated</p>

that Averbeck, Chesney, Borski and former Town Clerk, Cathy Winters, met a couple times to hammer out these items when Cathy was new to the position and suggested that an in-person meeting be scheduled with Averbeck, Chesney, Borski & Fontaine to review these tasks together. Averbeck and Chesney agreed that should be done.

Public Input:

Gary Miller, Town Chairman, continued the topic on the Town Clerk duties and stated he does not want EPC to meet with the Town Clerk. Miller went on to heatedly challenge Chesney on the intent of the list, Chesney's authority to develop the list and the significant number of items apparently being assigned to the Town Clerk by EPC. Miller stated it is the Town Board's responsibility to provide the Town Clerk with duties and not EPC. Chesney defended his actions by stating he developed the list at the request of the Town Clerk and that the list is a compilation of Town Clerk duties already designated in ordinances as well as tasks historically performed by past Town Clerks in an effort to provide a comprehensive list for discussion. Miller and Chesney continued in an escalating argument that Averbeck, Wenker, Brenner and Jahns all attempted to de-escalate. Jahns also provided comment that it appears the list of duties for Town Clerk regarding EPC is excessive and there are items on there that Jahns has historically done as Building Permit Officer, such as receiving (culvert, building, demolition, etc.) applications and fees. There was no resolution.

Wayne Kemnitz stated he is interested in dividing half his 16 acre parcel for rezone as residential and would like this land to be listed as Residential on the revised Future Land Use Map as part of the Comprehensive Plan update process. EPC stated the request will be recorded and discussed further with Kathy Thunes, ECWRPC. EPC reviewed Residential lot and building requirements (e.g., frontage, front, rear and side yard setbacks) for Kemnitz.

Comprehensive Plan Review:

Kathy Thunes from East Central WI Regional Planning Commission (ECWRPC) attended to review the following:

- Vision Statement
- Review Agricultural, Natural and Cultural Resources Element
- Review Land Use Element
- Review Intergovernmental Cooperation Element
- Review Implementation
- Next steps

Thunes took notes for purposes of ECWRPC. There was not enough time to review the Land Use Element, Intergovernmental Cooperation Element and Implementation which will be done at the November meeting.

Thunes also provided comments to EPC regarding past requests by Rosalind Lyness and Wayne Kemnitz to change the Future Land Use Map during the Comprehensive Plan update process. Thunes advised against allowing any individual requests to be incorporated in a revised Future Land Use Map. Rather, recommended any changes be initiated by the individual property owners in a separate process to change the Future Land Use Map outside of the Comprehensive Plan update process. Thunes stated this is typically how it is done. EPC needs to discuss further.

Future Meetings & Agenda Items: Next meeting November 12, 2019 at 7:00 p.m. and will include review of the Land Use Element and Intergovernmental Cooperation Element, Implementation and next steps. Review of the Conditional Use Permits for Mitch & Jenna Vis and D&K Endeavors is planned for December 10, 2019.

[Note: Regular EPC meetings are tentatively scheduled for 7:00 p.m. the second Tuesday of each month, pending agenda items.]

Adjourn: Motion made by Wenker/Brenner to adjourn the meeting. Motion carried 5-0.

Respectfully submitted,

Jenna Borski
Member/Secretary
Town of Eldorado Plan Commission

Town of Eldorado Plan Commission (EPC) Meeting Minutes

January 14, 2020

Plan Commission Member Attendees (5) and terms:

<table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="text-align: center; width: 20px;">x</td> <td>Jeremy Brenner, Chairperson (5/1/2019 - 4/30/2022)</td> </tr> <tr> <td style="text-align: center;">x</td> <td>Lee Wenker, Vice Chairperson (5/1/2019 – 4/30/2022)</td> </tr> </table>	x	Jeremy Brenner, Chairperson (5/1/2019 - 4/30/2022)	x	Lee Wenker, Vice Chairperson (5/1/2019 – 4/30/2022)	<table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="text-align: center; width: 20px;">x</td> <td>Jenna Borski, Secretary (5/1/2018 - 4/30/2021)</td> </tr> <tr> <td style="text-align: center;">x</td> <td>Jeff White, Member (11/16/2019 – 4/30/2021)</td> </tr> </table>	x	Jenna Borski, Secretary (5/1/2018 - 4/30/2021)	x	Jeff White, Member (11/16/2019 – 4/30/2021)	<table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="text-align: center; width: 20px;">x</td> <td>Bill Averbeck, Town Board Liaison (5/1/2019 - 4/30/2021)</td> </tr> <tr> <td style="text-align: center;">x</td> <td>STAFF: Attorney Matt Parmentier, Edgarton, St. Peter, Petak & Rosenfeldt</td> </tr> </table>	x	Bill Averbeck, Town Board Liaison (5/1/2019 - 4/30/2021)	x	STAFF: Attorney Matt Parmentier, Edgarton, St. Peter, Petak & Rosenfeldt
x	Jeremy Brenner, Chairperson (5/1/2019 - 4/30/2022)													
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x	Bill Averbeck, Town Board Liaison (5/1/2019 - 4/30/2021)													
x	STAFF: Attorney Matt Parmentier, Edgarton, St. Peter, Petak & Rosenfeldt													

Public Attendees:

Kathy Thunes, ECWRPC	Rosalind Lyness	
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Call to Order, Pledge of Allegiance and Agenda Review: Meeting called to order by Jeremy Brenner at 7:00 p.m. followed by pledge of allegiance.

Review of Minutes: EPC reviewed the minutes from December 10, 2019. Motion made by Averbeck/White to approve minutes. Motion carried 5-0.

Plan Commission member term limits: Averbeck summarized that EPC members were re-appointed for their existing terms during the December 23, 2020 Town Board meeting to clarify the start and end dates of each term in the Town’s meeting minutes. Terms are as follows:

- Lee Wenker – term 5/1/2019 – 4/30/2022
- Jeremy Brenner – term 5/1/2019 – 4/30/2022
- Jenna Borski – term 5/1/2018 – 4/30/2021
- Jeff White – term 11/16/2019 – 4/30/2021
- Bill Averbeck, Town Board Liaison – term 5/1/2019 – 4/30/2021

While EPC members have been re-appointed when terms expired or a replacement appointed to finish out a term when a member leaves to maintain the staggered three-year terms, with the Town Board liaison term being two-year term, the documentation has not been clear. Borski provided a spreadsheet of updated contact information and term dates based on the December Town Board actions for each EPC member and the Town Clerk that Borski will maintain. Borski will also add terms to the monthly EPC minutes. This documentation will assist the Town Clerk with adding re-appointments to Town Board agendas in the future.

Comprehensive Plan Review:

Kathy Thunes from East Central WI Regional Planning Commission (ECWRPC) attended to review the following:

- Agricultural, Natural and Cultural Resources Elements
- Land Use Elements
- Intergovernmental Cooperation Elements
- Implementation
- Next steps

Thunes took notes for purposes of ECWRPC. The March 2020 meeting will include review of the Future Land Use Map detail and an outline of the framing concepts based on previous meetings. Next will be the intergovernmental meeting followed by one more meeting with EPC prior to public review of the draft Comprehensive Plan.

Conditional Use Permits (CUPs) – Listing of CUPs to be reviewed and schedule:

Borski met with Karen Fontaine, Town Clerk, to review the Town’s files on past CUPs, minor land divisions and rezones and is in the process of creating a spreadsheet to track CUPs – initial issued dates and details as well as schedule for renewals. Borski will also draft the questionnaires for property owners and letters for adjacent landowners for Town Clerk to mail and Class 2 public notices for the Town Clerk to publish. With the February meeting being moved to the first Tuesday, there will not be enough time to draft and publish the Class 2 public notices for February and the CUPs will need to be reviewed in March.

Averbeck clarified that Karen Fontaine’s last day as Town Clerk is April 30, 2020. Interviews for a Town Clerk to finish out Karen’s term are scheduled and Averbeck anticipates Fontaine’s replacement will be in place for training within a couple weeks. Borski is to work with the Town Clerks on the questionnaires, letters and public notices.

Public Input: Lyness recommended the Town consider researching virtual work options to assist the new Town Clerk such as “Upwork” (an online platform for freelance work) or something similar (i.e., a type of electronic contractor for specific tasks). Averbeck acknowledged this may be an option depending on the skills of the next Town Clerk.

Future Meetings & Agenda Items:

- February 4, 2020 if agenda items submitted by January 24, 2020. Note irregular meeting date for February.
- March 10, 2020 for continued work on the Comprehensive Plan and review of Conditional Use Permits if mailings and public notices can be issued in time.

[Note: Regular EPC meetings are tentatively scheduled for 7:00 p.m. the second Tuesday of each month, pending agenda items.]

Adjourn: Motion made by Wenker/White to adjourn the meeting. Motion carried 5-0. Meeting adjourned at 9:15 p.m.

Respectfully submitted,

Jenna Borski
Member/Secretary
Town of Eldorado Plan Commission

**LEGAL NOTICE
TOWN OF ELDORADO
FOND DU LAC COUNTY, WISCONSIN**

February 24, 2020

NOTICE OF PLAN COMMISSION MEETING TO REVIEW AND RENEW
CONDITIONAL USE PERMIT FOR: Mitchell and Jenna Vis

NOTICE IS HEREBY GIVEN that the Plan Commission for the Town of Eldorado will hold a public hearing on **Tuesday, March 10, 2020 at 7:00 PM** at the Eldorado Community Center, N7664 County C, Eldorado, Wisconsin for the purpose of reviewing and considering the renewal of a Conditional Use Permit issued to Mitchell and Jenna Vis on April 26, 2016. The Conditional Use Permit authorizes Mitchell and Jenna Vis to use the property located at N9177 Town Hall Road, Parcel T07-16-16-09-07-004-00, for a non-farm residence.

Permit holders and interested members of the public are welcome and encouraged to attend. If the Plan Commission votes to renew the Conditional Use Permit, owner(s) will be notified via a written document. If the Plan Commission decides to consider non-renewal, a Notice of Intent to Non-Renew will be issued and a Public Hearing on the non-renewal will be set up. Owner(s) will be notified of the place and time of this hearing.

Karen Fontaine, Town Clerk

Published on February 26, 2020 and March 1, 2020.

**Town of Eldorado Plan Commission Meeting
March 10, 2020
Immediately Following the Public Hearing
Eldorado Community Center, N7664 County Road C, Eldorado, WI**

Agenda

1. Call to order and pledge of allegiance
2. Agenda review
3. Approve minutes from February 4, 2020 Plan Commission meeting
4. Comprehensive Plan Review updates and discussion – Kathy Thunes, ECWRPC:
 - a. Framing Concepts
 - b. Future Land Use Map
 - c. Next Steps
5. Public Input
6. Schedule future meeting(s) and develop agenda
7. Adjourn

Agenda developed by Plan Commission Secretary.
Agenda posted by Town Clerk.

**Town of Eldorado
Plan Commission Meeting
May 12, 2020
7:00 PM**

Eldorado Community Center, N7664 County Road C, Eldorado, WI

NOTICE: By order of the State, social distancing (6-foot separation) continues to be practiced by the Town of Eldorado due to the COVID-19 pandemic. Hand sanitizer will be available. Masks will not be provided. For additional information, please visit dhs.wisconsin.gov.

Agenda

1. Call to order and pledge of allegiance
2. Agenda review
3. Approve minutes from March 10, 2020 Plan Commission meeting
4. Concept Plan application – Richard Langenfeld
5. Concept Plan application – Wisconsin Power and Light Co on behalf of Thomas Ruschand and Richard Gebert
6. Comprehensive Plan Review updates and discussion –Trish Nau, ECWRPC:
 - a. Framing Concepts
 - b. Future Land Use Map
 - c. Next Steps
7. Public Input
8. Schedule future meeting(s) and develop agenda
9. Adjourn

Agenda developed by Plan Commission Secretary.
Agenda posted by Town Clerk.

**Town of Eldorado
Plan Commission Meeting**

June 9, 2020

7:00 PM

Eldorado Community Center, N7664 County Road C, Eldorado, WI

NOTICE: Best management practices to reduce the spread of COVID-19 are encouraged by the Town of Eldorado, including social distancing (6-foot separation), face coverings and frequent hand-washing. Masks are encouraged but will not be provided. Hand sanitizer will be available. For additional information, please visit dhs.wisconsin.gov.

Agenda

1. Call to order and pledge of allegiance
2. Agenda review
3. Approve minutes from March 10, 2020 and May 12, 2020 Plan Commission meetings
4. Minor Land Division application – Richard Langenfeld
5. Comprehensive Plan Review updates and discussion –Trish Nau, ECWRPC:
 - a. Framing Concepts (Chapter 2)
 - b. Land Use (Chapter 4) and Future Land Use Map
 - c. Next Steps
6. Concept Plan application – Corey and Shannon Nitz
7. Public Input
8. Schedule future meeting(s) and develop agenda
9. Adjourn

Agenda developed by Plan Commission Secretary.
Agenda posted by Town Clerk.



APPENDIX L

PLAN ADOPTION

RESOLUTION NO. _____

**A RESOLUTION APPROVING THE UPDATE TO THE COMPREHENSIVE PLAN
OF THE TOWN OF ELDORADO, WISCONSIN**

WHEREAS, pursuant to section 62.23 (2) and (3) of the Wisconsin Statutes, the Town of Eldorado is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes; and

WHEREAS, according to the general purposes set forth in section 66.1001 of the Wisconsin Statutes, the Town Board adopted said Comprehensive Plan for the Town of Eldorado, Wisconsin on September 28, 2020; and

WHEREAS, section 66.1001, of the Wisconsin Statutes provides that a comprehensive plan shall be updated no less than once every 10 years, and

WHEREAS, the Plan Commission has prepared an update to that 2009 plan, titled the *Town of Eldorado Comprehensive Plan Update 2040*, and

WHEREAS, the Plan Commission finds that the *Town of Eldorado Comprehensive Plan Update 2040*, contains all the required elements specified in Section 66.1001(2) of the Wisconsin Statutes; and

WHEREAS, the Town has duly noticed and held a public hearing on the draft plan, following the procedures in Section 66.1001(4)(d) of the Wisconsin Statutes and the public participation procedures adopted by the Town Board.

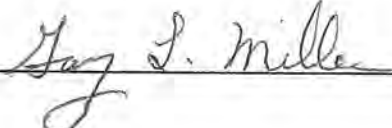
NOW, THEREFORE, BE IT RESOLVED, that pursuant to Section 66.1001(4)(b) of the Wisconsin Statutes, the Town of Eldorado Plan Commission hereby approves the *Town of Eldorado Comprehensive Plan Update 2040*.

BE IT FURTHER RESOLVED that the Plan Commission does hereby recommend that the Town Board enact an Ordinance adopting the *Town of Eldorado Comprehensive Plan Update 2040*.

Adopted this 28th day of September, 2020

Ayes 3 Nays 0 Absent

Town Board Chair
Gary Miller



ATTEST:

Town Clerk
Cheryl Pionke



EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION

Martin Farrell, Chair
Jeff Nooyen, Vice-Chair
Melissa Kraemer Badtke, Secretary-Treasurer

COMMISSION MEMBERS

CALUMET COUNTY

Alice Connors
Nicholas Kesler
Merlin Gentz
Tom Reinl
(David DeTroye, Alt.)

FOND DU LAC COUNTY

Martin Farrell
Brenda Schneider
Brian Kolstad
Allen Buechel
Charles Hornung

MENOMINEE COUNTY

Ruth Winter
Elizabeth Moses
(Jeremy Johnson, Alt.)
James Lowey

OUTAGAMIE COUNTY

Thomas Nelson
(Kara Homan, Alt.)
Lee Hammen
Jake Woodford
Jeff Nooyen
Michael Thomas
Nadine Miller

SHAWANO COUNTY

Thomas Kautza
Steve Gueths
Chuck Dallas

WAUPACA COUNTY

Dick Koeppen
VACANT
Brian Smith
DuWayne Federwitz

WAUSHARA COUNTY

Donna Kalata
Larry Timm
Neal Strehlow
(Robert Sivick, Alt.)

WINNEBAGO COUNTY

Mark Harris
Shiloh Ramos
(David Albrecht, Alt.)
Ernie Bellin
Lori Palmeri
Robert Keller
Robert Schmeichel



EX-OFFICIO MEMBERS

Jill Michaelson
Ronald McDonald

