

TOWN & VILLAGE OF EDEN
FOND DU LAC COUNTY
WISCONSIN

JOINT COMPREHENSIVE PLAN
2025-2045: A 20 Year Plan

Adopted xx



Prepared by
MSA PROFESSIONAL SERVICES, INC.

Insert Adoption Ordinance

Plan Amendments

This plan may be amended in the years between major updates. See Section 4.4 Plan Adoption and Amendment Procedures. Amendments should be noted here.

<u>AMENDMENT DATE</u>	<u>PAGE #</u>	<u>DESCRIPTION</u>
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EXECUTIVE SUMMARY

This Plan is a guidebook for managing change and development in the Village and Town of Eden. The Plan provides the most recent available statistics, documents the important issues of concern identified by Town and Village residents, and sets forth goals, objectives, policies, and actions to be pursued by the Town and the Village in the coming years. Land use guidance is provided throughout the Town and Village, including designation of a Joint Planning Area extending 1.5 miles from the Village limits (See Map 1: Planning Area). The Plan covers topics mandated by Wisconsin State Statute 66.1001, but the content of the Plan reflects local concerns. This Plan looks forward to the year 2045, but it should be reviewed annually and fully updated every ten years.

As required by statute, digital copies of this adopted plan were distributed to the Town of Byron, Town of Empire, Town of Osceola, Town of Ashford, Fond du Lac County; the Campbellsport Area, Fond du Lac, and Lomira School Districts; the East Central Regional Planning Commission; and the Wisconsin Department of Administration.

Residents were consulted in the development of this plan through public meetings from the previous 2009 comprehensive plan update and a public open house and formal public hearing held prior to adoption of this new plan. A steering committee involving Plan Commission members of both the Town and Village was created to provide guidance and feedback on plan development. Several key themes emerged from this input:

- ❖ Maintain and preserve the Town and Village of Eden’s small-town character.
- ❖ Preserve the rural and natural environment within the Town and Village of Eden.
- ❖ New growth should occur in an orderly and sustainable manner, primarily within the Village Sewer Service Area and focused on developing housing for all cycles of life.
- ❖ Balance growth and agricultural preservation and support local economy through infrastructure investment.

This Plan is organized into five chapters:

- **Chapter 1: Introduction** – describes Wisconsin’s Comprehensive Planning requirements and the planning process used to complete this Plan.
- **Chapter 2: Vision, Goals, Objectives, & Policies** – describes the community vision, goals, objectives, and policies for each element of the comprehensive plan.
- **Chapter 3: Future Land Use** – a summary of the future land use plan for the Town and Village of Eden.
- **Chapter 4: Implementation** – a compilation of recommendations and specific actions to be completed in a stated sequence to implement the goals, objectives, and policies contained in Chapters 2 & 3.
- **Chapter 5: Existing Conditions** – summarizes background information as required for the nine planning elements to be included in comprehensive plans (as per Wisconsin Statute 66.1001).

CHAPTER 1 - INTRODUCTION

1.1 REGIONAL CONTEXT

The Town and Village of Eden are in southeastern Wisconsin (Fond du Lac County), about 7 miles southeast of Fond du Lac and 60 miles northwest Milwaukee. Located along Highway 45, Eden consists of the small rural Village of Eden, the Town of Eden, which is comprised mainly of farms and scattered residential development, and the unincorporated community of Marblehead. The Town is approximately 23,176 acres in size (36.21 square miles), while the Village is approximately 218 acres (0.34 square miles). In 2022, the populations of the Town and Village are estimated to be 1,045 and 726 respectively.

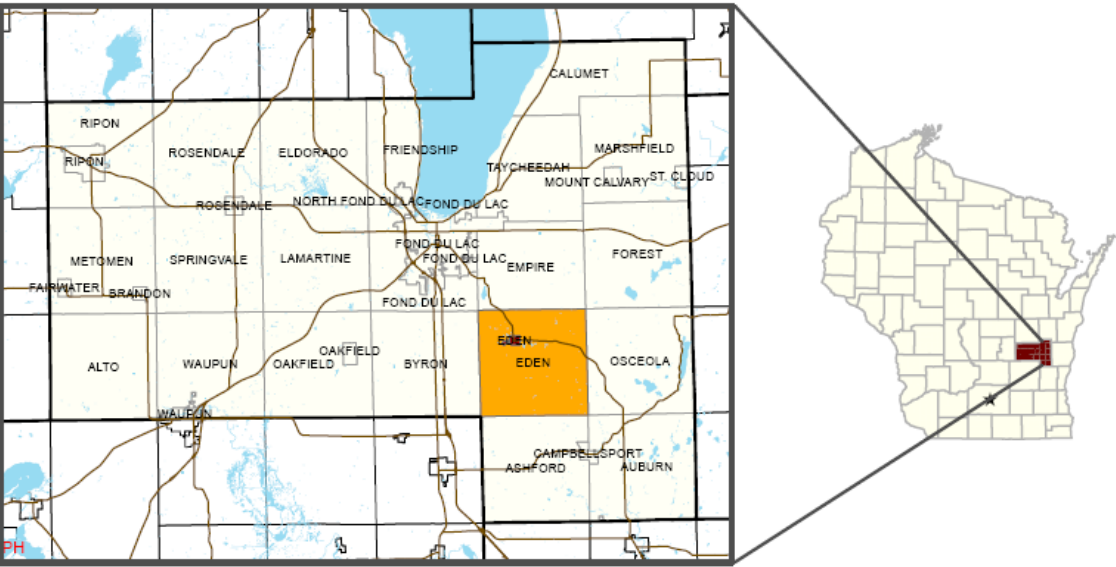
Population densities of average Wisconsin Towns, Villages and Counties are provided in Table 1.1 below.

Table 1.1: Population Density

Population Density (persons per square mile)	
Town of Eden	28.9
Village of Eden	2,135.3
Fond du Lac County	135.7
All Wisconsin	107.0

Fond du Lac County was established in 1836 and is bordered on the west by Green Lake County, on the south by Washington and Dodge Counties, on the east by Sheboygan County, and on the north by Winnebago and Calumet Counties. The total area is approximately 489,895 acres, or 765 square miles. The population at the 2020 Census was 103,836 people (approximately 135.7 persons per square mile). 21 towns, 10 villages, and 3 cities are included in the County. The City of Fond du Lac (pop. 44,680) is the county seat and the largest city in the County.

Figure 1.1: Regional Context



1.2 WISCONSIN COMPREHENSIVE PLANNING LAW

Wisconsin's "Smart Growth" planning law [s. 66.1001 Wis. Stats.] was adopted in October of 1999. The law requires that, beginning January 1, 2010, the following activities must be consistent with a comprehensive plan:

- Official mapping established or amended under s. 62.23 (6)
- Local subdivision regulations under s. 236.45 or 236.46
- County zoning ordinances enacted or amended under s. 62.23 (7)
- Town, village, or city zoning ordinances enacted or amended under s. 60.61, 60.62, 60.23 (7)
- Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231

The Law Defines a Comprehensive Plan as containing nine required elements:

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

The Comprehensive Planning Law in Wisconsin requires public participation at every stage of the comprehensive planning process and adoption of a document that describes the public participation process that will be used. "Public participation" includes, at minimum, the opportunity for all stakeholders (residents, business owners, neighboring jurisdictions, etc.) to review and comment on draft plans, the holding of a public hearing prior to plan adoption, and public notices about draft review and hearing opportunities. The law requires that copies of the adopted plans be sent to adjacent communities, the Wisconsin Department of Administration, the regional planning commission and public library serving the area, and all other area jurisdictions located entirely or partially within the boundaries of the community.

The Comprehensive Planning Law standardizes the procedure for adopting a comprehensive plan. The plan commission must submit a recommendation on the comprehensive plan to the local elected governing body. The local governing body may then adopt and enact the plan by ordinance.

The Role of a Comprehensive Plan for the Town and Village of Eden

The rural and small village atmosphere of the Town and Village of Eden and its proximity to the City of Fond du Lac makes Eden a target of some development pressures associated with those individuals who work in the neighboring City, but for lifestyle reasons choose to live in the rural atmosphere of the surrounding areas. For these reasons, the Town and Village of Eden have decided to prepare a joint Comprehensive Plan. This plan is an update of the Eden Area Joint Land Use Plan adopted in 1999 and is intended to be a "living" guide for the future overall development in Eden. It serves the following purposes:

- Meets the requirements of the Wisconsin Comprehensive Planning legislation.
- It acts as a benchmark to measure change and progress, providing a record of current strengths, weaknesses, opportunities and threats to quality of life.

- It clearly defines areas appropriate for development, redevelopment, and preservation.
- It identifies opportunities to update and strengthen land use implementation tools.
- It can be used as supporting documentation for policies and regulations and can be used to strengthen grant funding applications.
- It is a primary document to be used by the Plan Commissions and the Town and Village Board to evaluate development proposals.

The most important function the plan will serve is as a resource manual assisting in the evaluation of land use related requests and the provision of design recommendations for various types of development. It establishes a standard for all land use decisions in the Town and Village of Eden. Communities who consistently make land use decisions based on their comprehensive plan reduce their exposure to legal action, increase their opportunities to save money and improve the quality and compatibility of new development.

1.3 PLANNING PROCESS

Figure 1.2: The Living Plan Model
In late 2008, the Town and Village of Eden engaged MSA Professional Services, Inc. to assist in completion of a Comprehensive Plan complying with Wisconsin’s “Smart Growth” requirements, State Statute 66.1001. In 2024, MSA Professional Services completed an update to this comprehensive plan.

As required by SS 66.1001, every community must adopt a public participation plan at the beginning of the planning process. The public participation plan defines procedures for public involvement during every stage of the planning process. (See Appendix for the complete Public Participation Plan.) Some of key components of the public participation plan are:



- Two public meetings to allow the public to voice their ideas, opinions, and concerns in the development of the plan. Notice of public meetings was published and posted in accordance with Village procedures and State law.
- Steering Committee working sessions to review project material and to make policy recommendations.

1.4 SELECTION OF THE PLANNING AREA

The study area for this Plan includes all land in the Town and the Village. The Joint Planning Area includes all lands within the Village's potential 1-1/2 mile extraterritorial jurisdiction (ETJ). (See Map 1: Planning Area).

1.5 COMMUNITY ASSETS & LIABILITIES ANALYSIS

A Community Assets and Liabilities exercise was conducted at a public meeting on December 10, 2008 to gather initial data from Eden residents on their opinions of the Town and the Village. The assets and liabilities of the Eden area are listed in Table 1.2 and are organized by plan element. This table was updated at the Kickoff meeting for the Comprehensive Plan update on August 19, 2024.

Table 1.2: Community Assets & Liabilities

Element	Assets	Liabilities
Housing	<ul style="list-style-type: none"> • Good range of values • Good availability of housing • Some handicap-accessible units • Recent growth in residential properties. New single -family homes and available. 	<ul style="list-style-type: none"> • Lack of future senior housing options • Code enforcement of property maintenance not strong • Limited condos and multi-family housing • Some senior housing available, still limited in options • Rising costs of housing
Transportation	<ul style="list-style-type: none"> • Proximity to Hwy 45 • Good local road maintenance • Eisenbahn Trail 	<ul style="list-style-type: none"> • Budgets stressed by snow plowing in Town and Village
Utilities & Community Facilities	<ul style="list-style-type: none"> • Police protection from Fond du Lac • Youth sports programs • Expansion of park facilities • Wind and solar energy generation 	
Agricultural, Natural and Cultural Resources	<ul style="list-style-type: none"> • Good farmland • Rural, natural environment • Recreational cycling opportunities 	<ul style="list-style-type: none"> • Agricultural industry needs to be more rigorous with run-off controls • High intensity farming and big herds a problem • Discourage major farm operations at edge of Village
Economic Development	<ul style="list-style-type: none"> • Eden Pet Products is a major employer • Agronomy supplier is a major employer • Trucking and mining companies in Town • Dairy in Town • Low taxes • Eden Meat Market expansion as a local grocer • Local cycling recreational attractions 	<ul style="list-style-type: none"> • Downtown business district struggling • Need for more diverse business mix • No drugstore or pharmacy • Need industrial growth • Vacant buildings/businesses • Not on 4-lane highway • Lack of amenities to accommodate visiting cyclists/trail users
Intergovernmental Cooperation	<ul style="list-style-type: none"> • Excellent relationship and cooperation between Town and Village • Town/Village joint Fire Department • Police protection • Ambulance service through Campbellsport 	
Land Use	<ul style="list-style-type: none"> • Residential development would be to the south and west in Village to avoid lift stations • 3 quarries for mining 	<ul style="list-style-type: none"> • Limited to three directions for growth in Village • No growth north along Hwy 45 in Village as it is limited by large dairy operation
Community Design Principles	<ul style="list-style-type: none"> • Building maintenance and upkeep good • Condo development near downtown 	<ul style="list-style-type: none"> • Redevelopment of vacant buildings downtown is needed

CHAPTER 2 - VISION, GOALS, OBJECTIVES & POLICIES

A Vision for a Sustainable Future

In December 2008, MSA held a meeting with the Plan Commission to discuss assets and liabilities and help develop a vision statement for the community. A vision statement identifies where an organization (the Town and Village of Eden) intends to be in the future and how to meet the future needs of its stakeholders: citizens. The vision statement, goals, and objectives were reviewed and updated in 2024 to reflect the current community goals and vision for the future.



The vision statement incorporates a shared understanding of the nature and purpose of the organization and uses this understanding to move towards a greater purpose together. The essence of Eden’s vision is to create a sustainable future; a future for Eden and its residents where economic prosperity, ecological integrity and social and cultural vibrancy live in balance.

The vision statement is written in present tense and describes an ideal future condition:

VISION STATEMENT

Eden is...

Rural in character with a majority of the land devoted to a mixture of agriculture and open space. Residential and commercial development is located primarily within the Village and on land with poor agricultural productivity. The Village downtown is the focal point of retail services in the community. Farming and mining is conducted to preserve and protect water and natural resources and new development is planned and sited to protect water, natural resources and productive farmland, and to reinforce Eden’s rural character.

Eden is a desirable place to live because of its rural character, the Niagara escarpment, and regional employment opportunities. The community values its proximity to the City of Fond du Lac but maintains its own identity as a rural community. Local leaders continue to work with adjoining towns and Fond du Lac County to manage development and the delivery of services for the betterment of the region.

General Goals

Each chapter of this plan contains goals specific to one of the nine elements of the comprehensive plan. The following three goals are general in nature, and along with the vision statement, are intended to guide actions the Town and Village of Eden makes in the future. If there is a question regarding a decision that is not clearly conveyed in the details of this comprehensive plan, then the decision should be based on the intent of the vision statement and the general goals.

The essence of these recommendations, reflected in the Vision statement and throughout the entire plan, is to create a sustainable future for the Town and Village of Eden. A sustainable community is one where economic prosperity, ecological integrity and social and cultural vibrancy live in balance. For the Town and Village of Eden, a sustainable future will create conditions that:

- Preserve and reinforce the rural and traditional character of Eden;
- Maintain and enhance the quality of life of its residents; and
- Protect and enhance ecological assets and natural eco-systems.

Each element of the comprehensive plan contains goals, objectives, and policies established during the planning process based on the information contained in Chapter 5, Existing Conditions. This section defines goals, objectives, and policies as follows:

Goal: A goal is a long-term target that states what the community wants to accomplish. The statement is written in general terms and offers a desired condition.

Objective: An objective is a statement that identifies a course of action to achieve a goal. They are more specific than goals and are usually attainable through planning and implementation activities.

Policy: A policy is a specific course of action or rule of conduct that should be followed in order to achieve the goals and objectives of the plan. Policies are written as actions that can be implemented, or as specific rules to be followed by decision-makers. Policies that direct action using the words “shall” or “will” are intended to be mandatory aspects of the implementation of the Town and Village of Eden Comprehensive Plan. Those policies using the words “should,” “encourage,” “discourage,” or “may” are advisory and intended to serve as a guide.

2.1 HOUSING

Goals, Objectives & Policies

GOAL 1

Provide for the residential needs of all Town and Village residents to meet existing and forecasted housing demands, and attract new residents.

Objectives:

1. Plan for a range of housing that meets the needs of area residents of various income levels, ages, lifestyles, and health status.
2. Ensure developments are carefully designed to accommodate traffic and stormwater management.

Conservation Subdivisions are an alternative approach to the conventional lot-by-lot division of land, which spreads development evenly throughout a parcel with little regard to impacts on the natural and cultural features of the area. Residential lots are grouped or “clustered” on only a portion of a parcel of land while the remainder of the site is permanently preserved as open space.

Policies:

1. Support local government and agency efforts to obtain grant program funds to assist first time home buying or home rehabilitation for low and moderate-income households.
2. Include affordable housing in any future discussions with developers regarding new residential growth or redevelopment. Explore opportunities to provide incentives for developers and homebuilders that create high quality housing that are affordable for first-time buyers, low to moderate-income households, and elderly residents on fixed incomes.
3. Encourage development and/or redevelopment of properties for residential uses to meet the needs of area seniors. Include senior housing in any future discussions with developers regarding new residential developments.
4. Encourage the location of multi-family apartment buildings, senior housing, and special needs housing inside of the Village where full urban services necessary to support these types of facilities are available.

GOAL 2

Maintain housing properties, types and densities that reinforce the traditional character of the Town, Village and the surrounding rural area.

Objectives:

1. Support traditional neighborhood development in the Village and conservation subdivision development in the Town and in areas adjacent to environmentally sensitive areas.
2. Ensure that residential development is built and maintained according to levels deemed safe by industry standards.

Traditional Neighborhood Design (TND) is a planning concept that calls for neighborhoods to be designed in the format of small, early 20th century cities. Those traditional formats were characterized by one-family and two-family homes on small lots, narrow front setbacks with front porches and gardens, detached garages in the backyard, walkable “Main Street” commercial areas with shops lining the sidewalk, and public parks, town greens, or Village squares.

Policies:

1. Require the integration of varied housing types and lot sizes within the Town and Village. This includes a blend of single-family, two-family, multi-family, or senior housing choices within the community.
2. Plan for multi-family and senior housing developments in parts of the Village where streets and sidewalks can handle increased amounts of traffic; there are adequate parks, open spaces, shopping, and civic facilities existing or planned nearby; and the utility system and schools in the area have sufficient capacity. Disperse such developments in smaller projects throughout the Village, rather than larger projects in isolated areas.
3. In appropriate areas within the Village, encourage creative mixed-use developments that include residential units above small businesses, providing unique housing options for young professionals, empty nesters, and others. This approach creates vibrant and walkable neighborhoods, providing residents with convenient access to amenities, services, and employment opportunities.
4. Maintain a comprehensive building code that requires inspection of new structures and repair of unsafe and unsanitary housing conditions. The use of sustainable design, including energy and water conservation is highly encouraged, including LEED certification. New buildings should promote a high quality of architectural style that fits within the context of surrounding uses.

TND is intended to provide an alternative to bland subdivisions and suburban sprawl. Most contemporary development is characterized by an orientation to the automobile, separation of land uses, and low intensities. In contrast, TND calls for compact, pedestrian-oriented neighborhoods with a mix of commercial and residential uses, a variety of housing types, and public places where people have opportunities to socialize and engage in civic life.

Leadership in Energy and Environmental Design (LEED) is a rating system developed by the U.S. Builders Association that provides a suite of standards for environmentally sustainable construction.

5. Support programs that maintain or rehabilitate the Town and Village’s existing housing stock. Encourage voluntary efforts by private homeowners to maintain, rehabilitate, update or otherwise make improvements to their homes. Discourage the use of residential properties for the accumulation of “junk” materials.

“Junk” – Any worn out or discarded materials including but not necessarily limited to scrap metal, inoperable motor vehicles and parts, construction material, household wastes, including garbage and discarded appliances.

6. Apply for grants through State and Federal Programs, HOME Investment Partnership Program, and WHEDA programs, to support community development projects, including housing rehabilitation.

2.2 TRANSPORTATION

Goals, Objectives & Policies

GOAL 1 Provide for a safe, efficient, multi-modal, and well-maintained transportation network that meets the needs of all users.

Objectives:

1. Maintain the Town and Village’s transportation network at a level of service desired by residents and businesses. Provide assistance to property owners for maintenance and replacement.
2. Manage access & design of the transportation network in order to effectively maintain the safe and functional integrity of Town and Village transportation facilities.
3. Improve bicycle and pedestrian routes in residential and commercial areas and between key community destinations.
4. Coordinate major transportation projects with land development, neighboring communities, and WisDOT.

Policies:

1. Transportation Design – Improve connections between developments by encouraging traditional or modified grid-like street patterns as opposed to multiple cul-de-sacs and dead-end roads. Additionally consider multi-use trail connections for pedestrians for interior streets/cul-de-sacs. Discourage the development of roadways in environmentally sensitive areas. Consider the use of transportation calming devices & alternative designs to provide a safe & fluid street network.
2. Transportation Alternatives for Disabled & Elderly Residents – Collaborate with Fond du Lac County to continue to provide transportation services for disabled & elderly residents. Support private transportation providers that serve this sector of the population.

3. Incorporation of Pedestrian & Bicycle Planning – Require that developments address the necessity of adequate walking & bicycling areas and routes in residential and commercial areas, and to and from local schools. Most local streets may be served without the use of sidewalks; however, development along collector or arterial streets should provide separate off-road facilities. Bicycle and pedestrian ways shall be designed to connect to adjacent developments, schools, parks, shopping areas, and existing or planned pedestrian or bicycle facilities, including the Eisenbahn State Trail. Collaborate with Fond du Lac county and WIDNR to connect Town and Village parks and trails with regional recreational facilities via separate trails or marked routes on existing roads, including an extension of the Eisenbahn State Trail north through the Village and Town to the City of Fond du Lac.
4. Protection of Town and Village Roads – Encourage traffic patterns that keep a majority of traffic on arterial and collector streets. Roads shall be built according to their functional classification, and Town and Village standards. Where appropriate, designate weight restrictions and truck routes, to protect local roads.
5. Maintain Condition Standards for Village Roadways – Strive to maintain an average PASER rating of 7 for all Town and Village Roads (considering budgetary constraints), and establish and prioritize future road projects based on the applicable PASER scores, ADT data, and safety concerns. Road upgrades should include accommodations for bicycles and pedestrians where appropriate.

PASER – Pavement Surface Evaluation & Rating. The WisDOT recommends municipalities maintain an average rating of “7” for all roads.
6. Coordination of Improvements to County and State Highways – Stay apprised of the WisDOT and Fond du Lac County’s efforts to maintain and improve State and County roads within and near the Town and Village. Coordinate improvements to local roads whenever feasible.
7. Joint Planning of Roads that Cross Jurisdictions – Work collaboratively and with the surrounding towns to plan, construct, and maintain those roadways that affect both jurisdictions, including cost sharing where appropriate. Require intergovernmental agreements that define the responsibilities of the Village, the Town, developers and adjacent municipalities regarding any required improvements to shared roads and the funding of such improvements.
8. Safe Routes to School: Conduct meetings with the Campbellsport School District to create programs that promote safe transportation for students, including walking, biking, and busing, both in neighborhoods and near the school sites. Consider applying for Safe Routes to School and TAP grant funding sources through WisDOT.
9. Rural Roads. Apply to the Surface Transportation Program – Local (STP-L) and Agricultural Road Improvement Program (ARIP) to improve rural and farm roads in the Town.

GOAL 2

Address current and future transportation-related policies required by Wisconsin's Comprehensive Planning law.

Objectives:

1. Develop, evaluate, and discuss transportation plans and options that are not currently available to the Town or Village.

Policies:

1. Future Cooperation and Planning – Participate in any discussion and planning for public transit, passenger rail, public air transportation or water transportation should any of these transportation alternatives become feasible in the Town or Village in the future.

2.3 AGRICULTURAL, NATURAL, & CULTURAL RESOURCES

Goals, Objectives & Policies

GOAL 1

Reinforce the rural character of the Town, Village and surrounding landscape by encouraging the preservation of productive farmland, sensitive environmental areas, wildlife habitat, rural vistas, and local cultural resources.

Objectives:

1. Protect agricultural resource areas in the Town and Village.
2. Minimize fragmentation of productive agricultural cropland, forests, and natural areas surrounding developed areas of the Town and Village.
3. Minimize the potential impact on natural resources, environmental corridors, water resources, and wildlife habitat when evaluating potential residential, commercial, industrial, and intensive agricultural uses.
4. Reinforce the historic character of the Town and the Village of Eden, with a particular focus on Main Street.
5. Minimize the potential impact on local cultural resources when evaluating new developments.

Policies:

1. Support the preservation of agricultural lands for continued agricultural use. The Village and Town will place a high priority on directing development away from areas that have been historically productive farmland, are in agricultural use, or contain prime soils until annexation occurs.

Map 3 illustrates the location of prime farmlands in Eden according to the Fond du Lac County Soil Survey. There are three categories of prime farmland that are mapped: 1) soils identified by the NRCS as prime farmland soils; 2) soils identified by the NRCS as prime farmland soils when drained; and 3) soils identified by the NRCS as farmland of statewide importance.
2. Avoid development in areas that have documented threatened and endangered species, or have severe limitations due to steep slopes, poor soils, or sensitive environmental areas such as wetlands, floodplains, streams, and drumlins in order to protect the benefits and functions they provide. The Town and Village shall require these natural resource features to be depicted on all site plans, preliminary plats, and certified survey maps in order to facilitate preservation of natural resources.
3. Avoid development and land disturbing activity, except for farming, on drumlins within the Town and Village of Eden. The Town and Village shall require erosion control measures for new construction on drumlins and encourage proper agricultural management techniques that reduce soil erosion, such as terracing or contour strip cropping, for farming activities on drumlins. In addition, for safety reasons, development on drumlins shall be sited so as to allow adequate access from emergency services.

4. Support programs to prevent the spread of exotic species and to restore natural areas to their native state, including efforts to reduce non-point and point source pollution into local waterways. The integrity of all remaining natural woodlands within the Town and Village of Eden should be preserved.
5. Collaborate with Fond du Lac County and the WIDNR to link Eden’s Main Street and park facilities to regional trails and parks, with particular emphasis on connections to the Eisenbahn State Trail. Support and assist in the planning for the future connection of the Eisenbahn Trail into the City of Fond du Lac. Cooperate with state and federal agencies to determine future use and/or purchase of Niagara escarpment areas as a unique resource. Participate and provide support in the planning process with Fond du Lac County for the proposed Niagara Escarpment Greenway.
6. Prioritize access to natural resource amenities through a strong trail network, ADA compliant facilities
7. Seek assistance from the Fond du Lac County Land Conservation Office to implement recommendations of the Fond du Lac River, Lake Winnebago East, Sheboygan River and Milwaukee River Priority Watershed Programs.
8. Encourage maintenance and rehabilitation of historic areas and buildings. Ensure that any known cemeteries, human burials or archaeological sites are protected from encroachment by roads or other development activities. Construction activities on a development site shall cease when unidentifiable archaeological artifacts are uncovered during either land preparation or construction. The developer shall notify the Town and Village of such potential discovery.
9. Support programs that maintain or rehabilitate existing historic buildings within the Village downtown. New development should be designed so as to preserve the historic character of this district. Support community events and programs that celebrate the history and culture of the Town and Village.
10. Promote local history and culture by hosting cultural events, as well as developing and maintaining a local historical archive at the Community Center or Old Town Hall.

GOAL 2

Preserve productive agricultural lands in balance with development of the Village and Town.

Objectives:

1. Maintain sustainable farming and forestry operations.
2. Ensure that new residents understand the “Right to Farm” law and are familiar with the seasonal effects of expected agricultural practices in the Town and Village.
3. Encourage landscaping practices on public and private property that help to filter and infiltrate rainwater.

Policies:

1. Discourage large scale farming operations that pose a nuisance to a residential subdivision within the Village Extraterritorial Jurisdiction (Joint Planning Area).
2. Encourage all existing, expanding, or new farming or forestry operations to incorporate the most current “Best Management Practices” (BMPs) or “Generally Accepted Agricultural and Management Practices” (GAAMPS) as identified by but not limited to the following agencies:
 - a. Fond du Lac County
 - b. University of Wisconsin Extension
 - c. Wisconsin Department of Agriculture, Trade and Consumer Protection
 - d. Wisconsin Department of Natural Resources
 - e. National Resource Conservation Service
3. Require the owner of any new non-farm residence within an agricultural district in the Town to sign and record in the Fond Du Lac County Register of Deeds Office a right-to-farm acknowledgement at the time of purchase, and all subsequent owners of the lots shall be required to sign and record in the Register of Deeds Office a right-to-farm disclosure. An example of a “Right-to-Farm” disclosure acknowledgement is included in the Appendix of this plan.

Wisconsin’s Right to Farm Law (s 823.08, Stats). The law was designed to protect farm operations, which use good management practices from nuisance lawsuits that challenge acceptable farming practices and the ability of farmer to responsibly continue producing food and fiber for the nation and the world.

2.4 ENERGY, UTILITIES & COMMUNITY FACILITIES

Goals, Objectives & Policies

GOAL 1 Ensure the provision of reliable, efficient, and well-planned utilities & community facilities to adequately serve existing and planned development.

Objectives:

1. Ensure that public and private community facilities and utilities are constructed and maintained according to professional and governmental standards (including handicap accessibility) and do not detract from the character of the Town or Village.
2. Phase new development in a manner consistent with public facility and service capacity and community expectations.
3. Annually evaluate the condition of public facilities and equipment to ensure that they will continue to meet Town and Village needs and environmental objectives.
4. Maintain a five-year capital improvement plan to prioritize maintenance and replacement projects and minimize disruptions in service.

5. Monitor satisfaction with local emergency services, and other utility or community services, and seek adjustments as necessary to maintain adequate service levels.

Policies:

1. Utility Services - Development permits shall not be issued unless there is adequate provision for necessary public facilities to serve such developments. Discourage “leap-frog” development that would require premature extension of services to areas that cannot be efficiently and sequentially served.
2. Sanitary Sewer – The adequacy and capacity of the system should be closely monitored and evaluated to ensure that it continues to meet the needs of development across Eden. Plan for sanitary sewer facilities on a system basis, rather than as a series of individual projects. Require that developers locate and size utilities with enough capacity to serve future extensions. If utilities must be oversized to serve an area that is not within the current development, development agreements should be used to recapture the additional costs to the initial developer. In areas not served by municipal sewer, the Town and Village of Eden requires adherence to the Wisconsin Sanitary Code & Fond du Lac County Sanitary Code.
3. Water Supply - The quality and quantity of water from the Town and Village wells should be closely monitored to ensure that it continues to meet the needs of users. Assess the need or feasibility of preparing or updating Wellhead Protection Plans to assist in the preservation of groundwater quality within areas near the Village of Eden and the Niagara Escarpment. Conduct periodic testing of wells near the escarpment to ensure safe drinking water supplies and identify potential contamination sources. Encourage programs and development practices that support water conservation within the Town, Village & region (see section 2.2.1). The Village should take appropriate steps to identify and acquire lands to be used for the construction of a water tower.
4. Stormwater Management – Support the development of a stormwater management plan to control stormwater quality and quantity impacts from development, and to protect the quality of surface water in the region. Maintain natural drainage patterns, as existing drainage corridors, streams, floodplains, and wetlands, can provide for stormwater quality and quantity control benefits to the community. Direct that developers be responsible for erosion control and stormwater quality and quantity control both during and after site preparation and construction activities.
5. Solid Waste & Recycling – Annually review levels of service provided by the contracted solid waste disposal services and meet with them to address any concerns raised by residents or local businesses.
6. Parks – Maintain Town and Village parks as a focus area for community gatherings and recreation. Within the Village of Eden, require all proposed residential subdivisions to dedicate land, or pay a fee in lieu thereof, for public parks, recreation, and open space acquisition and development. Pursue the development of new parks with an emphasis on land adjacent to residential areas. Utilize parkway and greenway concepts to connect existing and future recreational and residential areas. Maintain an adequate amount of park and open space land,

National Recreation and Park Association recommends that most residents should be within a ten-minute walk or 1/3 mile from a public park or open space area and communities should maintain an average of 12 acres of park and recreational land per 1,000 residents.

located throughout the community, to ensure all neighborhoods have access to recreational facilities. Encourage public access to appropriate locations within the Niagara Escarpment area which support recreational activities. Consider contracting a firm for the development of a comprehensive outdoor recreation plan (CORP) to plan for and envision park and open space needs and development in the Village. Use this plan to apply for the Knowles-Nelson Stewardship grant to fund park and outdoor open space improvement projects.

- 7. Power Plants, Transmission Lines, and Telecommunication Facilities – Actively participate in the planning and siting of any major transmission lines, facilities, natural gas lines, wind towers, or telecommunication towers. If such facilities are proposed, they should be located in an area safely away from existing residential uses and should respect environmentally sensitive areas. Underground placement and co-location (or corridor sharing) of new utilities is encouraged.
- 8. Energy Management – Support the efforts of energy providers, government agencies and programs, and others to inform residents about energy conservation measures. Implement energy conservation measures in all Town and Village community facilities as a means to showcase energy conservation and to lead by example for residential, commercial and industrial uses.
- 9. Local and Renewable Energy Systems – Work with energy providers and neighboring jurisdictions to support appropriate applications of renewable energy and utilization of onsite distributed energy generation (e.g., solar, wind, geo-thermal, biomass, solid waste) as a means of reducing protecting the Town and Village against future fluctuations in energy costs:

- a. Allow the installation of solar and wind energy systems in line with WI State Statute 66.0401: Regulation relating to solar and wind energy systems.
- b. Consider the adoption of a Small Wind Energy Ordinance to facilitate the safe permitting of small wind energy systems.
- c. Encourage the use of bio-fuels using biomass and other products for power generation, including bi-products from the local wastewater treatment facility, local farming and forestry industries.

WI State Statute 66.0401: Solar and Wind Systems
 No county, village, town or village may place any restriction, either directly or in effect, on the installation or use of a solar energy system (as defined in s.13.48(2)(h)1.g.), or a wind energy system (as defined in s.66.0415 (1)(m)), unless the restriction satisfies one of the following conditions:

- (a) Serves to preserve or protect public health or safety.
- (b) Does not significantly increase the cost of the system or significantly decrease its efficiency.
- (c) Allows for an alternative system of comparable cost and efficiency.

- d. Promote incentives available through state and federal grant, tax credit, and loan programs such as:
 - i. **Rural Energy for America Program (REAP):** Administered by the USDA, REAP provides grants and loans to agricultural producers and rural small businesses for renewable energy systems and energy efficiency improvements.
 - ii. **Rural Energy Savings Program (RESP):** This program offers loans to rural utilities and other companies, which then provide energy efficiency loans to

- consumers. These loans can be used for durable, cost-effective energy efficiency measures.
- iii. **Rural Energy Startup Program:** Funded by the Energy Efficiency and Conservation Block Grant (EECBG), this program supports communities in reducing energy use, lowering fossil fuel emissions, and improving energy efficiency.
 - iv. **Powering Affordable Clean Energy (PACE):** Administered by the USDA, PACE provides funding to help rural communities adopt clean energy solutions, thereby lowering energy costs and creating jobs.
10. Internet Connectivity - Explore opportunities to improve internet connectivity as needed through state and federal grant programs as awarded by the Wisconsin Public Service Commission. Consult with the East Central Wisconsin Regional Planning Commission to discuss broadband expansion tools and resources available to the Town and Village.
 11. Cemeteries – Collaborate with the local church associations regarding the need for cemetery expansion.
 12. Special Needs Facilities – Work with Fond du Lac County and adjacent municipalities to maintain and improve access to special needs facilities (i.e. health care, childcare) for area residents. Actively participate in the planning and siting of any new special needs facility. Encourage all public facilities (including parks) be upgraded for handicap accessibility.
 13. Emergency Services - Work with the Fond du Lac County Sheriffs Department, the Campbellsport Fire and Ambulance Department and the Joint Town and Village of Eden Volunteer Fire Department to maintain adequate provision of emergency services (i.e. fire, police, EMS) for Town and Village residents and businesses. Review service provision levels with the appropriate agencies annually.
 14. Schools - Collaborate with the Campbellsport School District, the Fond du Lac School District and the Lomira School District to provide high quality educational facilities and opportunities for Village residents. Actively participate in the planning and siting of any new school facility.
 15. Libraries - Work with the Fond du Lac Public Library to maintain and improve access to public library facilities and services for Town and Village residents.
 16. Other Government Facilities – Maintain Town and Village buildings and equipment at a high level of service or condition. Maintain a post-office in the downtown Eden area.

2.5 ECONOMIC DEVELOPMENT

Goals, Objectives & Policies

GOAL 1

Attract and retain businesses that strengthen and diversify the local economy.

Objectives:

1. Seek local & regional businesses that strengthen and diversify the economic base, expand and enhance the tax base, improve wage and salary levels, and utilize the resident labor force.
2. Develop a long-term area strategy to promote sustainable economic growth, with a special emphasis on capturing new growth markets, including 'green-collar industries', and revitalizing Village Main Street commercial areas.
3. Preserve a mix of small and large farm operations throughout the Town and Village.
4. Determine the most appropriate locations for future industrial development, while preserving sensitive environmental areas.
5. Determine if there are barriers in the process of establishing a new business. Simplify and expedite the permitting and licensing processes for businesses, as feasible.
6. Recruit businesses that will meet the needs of Town and Village residents that currently are not being met. Continue to engage with community members to understand their needs and concerns.
7. Promote the Village's natural assets resources, historic landmarks, and recreational activities to promote tourist spending and business attraction within the region.

Policies:

1. Encourage tourism, light manufacturing, and small-scale neighborhood commerce and office use as the major economic development types in the Village.
2. Encourage agriculture and forestry-related businesses as the major economic development type in the Town.

Green-collar Industries are industries associated with the environmental sector and include businesses and professions associated with implementing design, policy and technology that improves sustainability. Many green-collar jobs draw on local resources and the local workforce, such as renewable energy and green buildings.

3. Encourage the development of “niche” businesses focused on food, timber, and recreational cycling for local and regional markets (small-scale food processing, fresh produce, organics, woodworking, etc.)
4. Plan for continued office and industrial growth within the Village of Eden. Pursue the use of TIF funds in order to acquire or prepare lands for new business and industrial development.
5. Encourage public-private partnerships as a way to promote investment in the Town and Village and to spur Village Main Street revitalization.
6. Collaborate with neighboring municipalities, Fond du Lac County, and local economic development organizations to develop a long-term area strategy to promote sustainable economic development, with a special emphasis on promoting existing businesses, vacant land or commercial buildings. Support programs that provide area businesses and entrepreneurs with technical or financial assistance.
7. Collaborate with regional Universities and technical colleges to educate the future local workforce in new ‘green collar’ industry skills.
8. Support the development of agricultural and forestry related businesses within the Extraterritorial Jurisdiction, including Bio-fuel industries, that provide opportunities for area farmers and entrepreneurs to diversify and add value to local products.
9. Apply for the Wisconsin Main Street Program to endorse the revitalization efforts of the Village Main Street and to support local commercial businesses.

TIF, or Tax Increment Financing, is an economic development program that helps promote local tax base expansion by using property tax revenues to fund site improvements to attract new development or eliminate blight. With TIF, a municipality “captures” the additional property taxes generated within the TIF District that would have gone to other taxing jurisdictions and uses the “tax increments” to finance public improvements.

GOAL 2 **Reduce the potential for land use conflicts between business and non-business uses.**

Objectives:

1. Determine the most appropriate locations for future business development, while preserving sensitive environmental areas.
2. Maintain design guidelines for businesses to address landscaping, aesthetics, lighting, noise, parking, and access. (Refer to Section 2.8 Community Design Principles).

- 3. Maintain standards and limitations for home occupations and home based businesses in residential areas to minimize noise, traffic, and other disturbances.

Home occupations refer to office types of uses that do not alter the residential character of a home and its neighborhood.

Home based businesses are selected types of small businesses that can include buildings, yards, and vehicles, that have the physical appearance of a business rather than a home, located on the same parcel of land as the residence. Examples may include veterinary, animal boarding, hair styling, or woodworking businesses.

Policies:

- 1. Promote a strong Main Street business district while allowing for limited commercial development at the edge of the Village and in the Town as part of new traditional neighborhood developments or planned commercial nodes. Discourage unplanned, incremental strip commercial development along major community corridors.
- 2. Encourage brownfield or infill development or expansion of existing business and industry parks in the Village and Town before considering creating new business or industry parks. Work with property owners and agencies to cleanup contaminated areas.

Brownfield development refers to the redevelopment of blighted or contaminated commercial or industrial parcels.

Infill development refers to developing vacant sites within built up areas or redeveloping existing parcels.

- 3. Large-scale industrial and commercial businesses (those that generate large volumes of traffic or wastewater, or have a high water demand) shall locate where a full range of utilities, services, roads, and other infrastructure is available to adequately support such developments.
- 4. New buildings should promote a high quality of architectural style that fits within the context of surrounding uses. The use of energy and water-efficient and sustainable designs, including LEED certified buildings, is highly encouraged (see Section 2.8).
- 5. Prohibit home based businesses in residential neighborhoods that would cause safety, public health, or land use conflicts with adjacent residential uses due to such things as increased noise, traffic, and lighting.

2.6 INTERGOVERNMENTAL COOPERATION

Goals, Objectives & Policies

GOAL 1 Maintain mutually beneficial relationships with neighboring municipalities, Fond du Lac County, State & Federal agencies, and the schools serving Eden residents.

Objectives:

- 1. Coordinate with Fond du Lac County to jointly plan and coordinate their long-term growth plans with the Town and Village Comprehensive Plan.

2. Coordinate economic development efforts between the Town and Village, and with the County.
3. Coordinate Town and Village planning efforts with the Campbellsport Area, Fond du Lac and Lomira School Districts as necessary to allow the district to properly plan for facility needs.
4. Identify existing and potential conflicts with Fond du Lac County and adjacent municipalities and establish procedures to address them.

Policies:

1. Encourage an efficient and compatible land use pattern that minimizes conflicts between land uses across municipal boundaries and preserves farming and natural resources in mutually agreed areas. To the extent possible, coordinate the Town and Village Comprehensive Plan with plans from the City of Fond du Lac, Fond du Lac County, and surrounding towns.
2. Prior to the adoption of the Town and Village Comprehensive Plan, and for subsequent updates, request comments from Campbellsport, Fond du Lac and Lomira School District officials, Fond du Lac county, the Towns of Byron, Empire, Osceola, and Ashford, and the East Central Regional Plan Commission.
3. Quarry and private game park operations about the boundaries of the Town of Eden with the Towns of Osceola and Ashford. The Town of Eden should work closely with these neighboring Towns to ensure the continued operation of these facilities is not hampered by adjacent development.
4. The Town and Village, in coordination with the County, neighboring jurisdictions, and Envision Greater Fond du Lac, should work together to actively promote the Eden area as a tourism destination and as a place to live, work and play.
5. Request that School District officials keep the Town and Village apprised of any plans for new facilities that could either be located in the Town or Village or near enough to the Town or Village that local streets could be affected. Continue to promote shared use of community and recreational facilities.
6. Actively participate, review, monitor, and comment on pending plans from Fond du Lac County, the Towns of Byron, Empire, Osceola, and Ashford, and State or Federal agencies on land use or planning activities that would affect the Town or Village.
7. Continually work with neighboring municipalities to identify opportunities for shared services, equipment, or other cooperative planning efforts where practical and mutually beneficial.

2.7 LAND USE

Goals, Objectives & Policies

GOAL 1

Ensure that a desirable balance and distribution of land uses is achieved which reinforces the Town and Village's unique community character & sense of place.

Objectives:

1. Maintain a comprehensive future land use plan and map that coordinates housing, economic development, recreation, and the preservation of farmland, open space and natural resources within Eden.
2. Preserve the Town and Village's ability to continue to grow in an orderly, sustainable and smart way. Refer to the 2035 Eden Sewer Service Area Plan (2016) that identifies three priority development areas over the next 20 years.

Sustainable and Smart Growth is growth that values long-range environment, fiscal and social values. It focuses growth within existing urban footprint, reducing environmental impact and the need for new infrastructure, building on existing cultural assets and creating more walkable communities.

Policies:

1. Support traditional neighborhood development in most areas of the Village and conservation subdivision development in areas adjacent to environmentally sensitive areas.
2. Require the integration of varied housing types and lot sizes within the Town and Village. This includes a blend of single-family, two-family, multi-family, or senior housing choices within the community. Explore opportunities to develop more housing through public-private partnerships, TIF funds, WHEDA loan programs, and other state and federal housing incentives.
3. In designated areas within the Village, support higher-density mixed-use development projects that integrate non-residential and residential uses into high quality, cohesive places.
4. Prohibit incompatible land use (e.g. high traffic generators, noisy or unaesthetic uses) from locating within single-family residential neighborhoods.
5. Encourage rehabilitation, redevelopment, and infill development of older areas in and near the downtown in a manner that reinforces community character. Identify key sites for redevelopment including Brownfield sites that require remediation.
6. Coordinate development policies for rural areas within the Planning Area with the Fond du Lac County Comprehensive Plan.
7. Discourage the creation of office, commercial, and industrial developments not served by public water and sanitary sewer within the Planning Area.

8. Reserve the right of ways for future streets, pedestrian and bicycle paths, bridges, utilities, rail lines, transit facilities and other transportation-related features.
9. Identify and assist in promoting the reclamation of existing, abandoned quarries and gravel pits and incorporate reclaimed quarry areas into recreational uses and plans if appropriate.

GOAL 2

Balance land use regulations and individual property rights with community interests.

Objectives:

1. Provide flexibility in development options/tools to create win-win outcomes between landowner desires and community interests. Provide up-to-date online guidance materials outlining the Village’s development and application process for residents and developers.
2. Maintain policies for considering revisions to the Future Land Use Map if and when requested by eligible petitioners.
3. Maintain policies for interpreting future land use boundaries.
4. Complete a full review and update of the Town and Village’s zoning code and establish an interactive GIS database to track zoning districts and parcel information.

A Planned Unit Development (PUD) refers to a parcel of land planned as a single unit, rather than as an aggregate of individual lots, with design flexibility from traditional siting regulations. Within a PUD, variations of densities, setbacks, streets widths, and other requirements are allowed. The variety of development that is possible using PUDs creates opportunities for creativity and innovation within developments. Since there is some latitude in the design of PUDs, the approval process provides opportunities for cooperative planning between the developer, reviewing boards, and other interested parties.

Policies:

1. Planned Unit Development: A subdivider may elect to apply for approval of a plat employing a planned unit development (PUD) design.
2. Purchase of Development Rights¹: The use of purchase of development rights may be considered within the Town of Eden, if Fond du Lac County develops this program.
3. Transfer of Development Rights²: The use of transfer of development rights may be considered within the Town, if Fond du Lac County develops this program.

Purchase of Development Rights (PDR) is a public program to pay landowners the fair market value of their development rights in exchange for a permanent conservation easement that restricts development of the property.

Transfer of Development Rights (TDR) is a program to relocate potential development from areas where proposed land use of environmental impacts are considered undesirable (the “donor” or “sending” site) to another (“receiving”) site chosen on the basis of its ability to accommodate additional units of development beyond that for which it was allowed under the comprehensive plan or zoning ordinance.

¹ No such program exists in Fond du Lac County when this plan was updated in 2024

² No such program exists in Fond du Lac County when this plan was updated in 2024

- 4. Conservation Subdivision Development: A subdivider may elect to apply for approval of a plat employing a conservation subdivision design.
- 5. Amending the Future Land Use Map³: A property owner may petition for a change to the Future Land Use Map. See section 3.3 for future land use map amendment policies.

2.8 COMMUNITY DESIGN PRINCIPLES

Goals, Objectives & Policies

GOAL 1 Promote high quality site and building designs within the community to uphold property values and reinforce the character of the Village.

Objectives:

Maintain site and building design guidelines for all new development, which reinforces traditional neighborhood design and new urbanism principles.

Policies:

Sites, buildings and facilities should be designed in accordance with the policies outlined below:

Agricultural Preservation Areas

Lots, buildings, and driveways within agricultural areas shall be configured to be located on the least productive soils and shall not fragment large tracts of agricultural land by placing building envelopes and driveways in the middle of large parcels (greater than 10 acres).

Figure 2.1: Building Layout



³ Petitions to change future land use classifications may only be submitted by landowners (or their agents) within the Planning Area, by Town Officials, or by officials from adjacent municipalities.

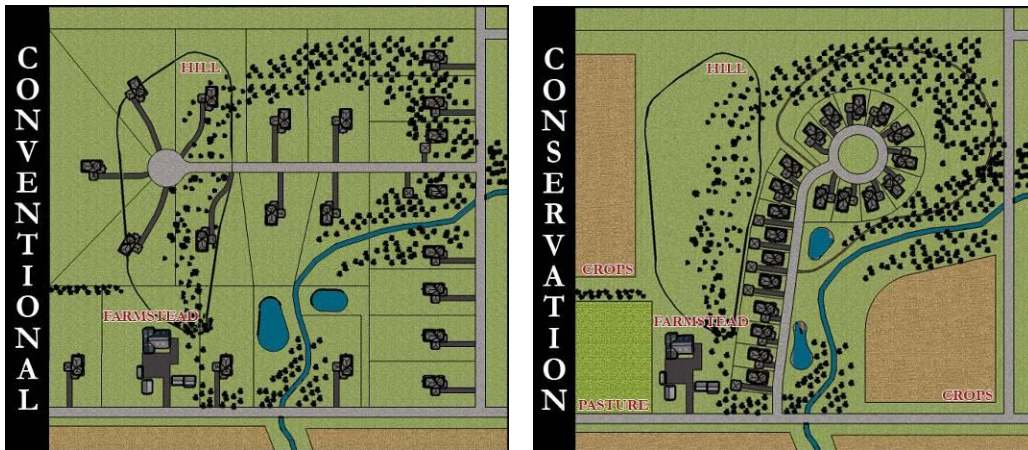
Environmentally Sensitive Areas

Avoid fragmentation and isolation of remaining natural areas and corridors. Lots and buildings shall be configured to retain large tracts of undeveloped land. Developers shall strive to connect undeveloped lands with existing undeveloped areas to maintain environmental corridors. No buildings shall be allowed in areas with slopes greater than 20% and building development shall be severely limited in areas designated as wetlands, floodplains, and areas with slopes between 12-20%. To the extent possible, developers shall preserve existing woodlands and mature trees during and after development.

The Town encourages the use of Conservation Subdivisions, rather than the conventional lot-by-lot division of land in rural areas containing environmentally sensitive resources (see Figure 2.2).

Conservation Subdivisions allow for an adjustment in the location of residential dwelling units on a parcel of land so long as the total number of dwelling units does not exceed the number of units otherwise permitted in the zoning district or comprehensive plan. The dwelling units are grouped or “clustered” on only a portion of a parcel of land. The remainder of the site is permanently preserved as open space or farmland held in common or private ownership. Sometimes additional dwelling units may be permitted if certain objectives are achieved. Conservation subdivisions enable a developer to concentrate units on the most buildable portion of a site, preserving natural drainage systems, open space, and environmentally and culturally sensitive areas.

Figure 2.2: Conventional vs. Conservation Subdivision Design

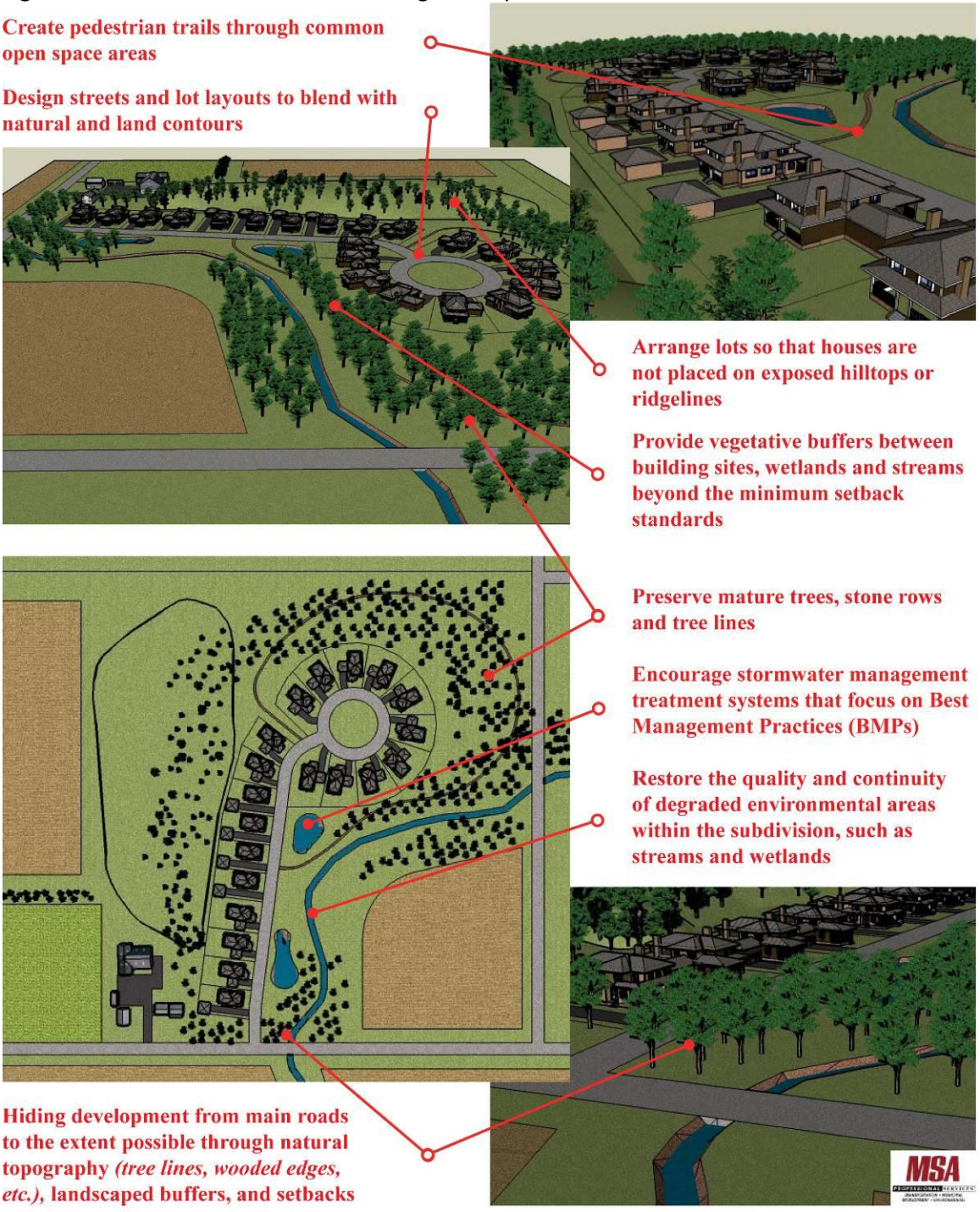


A conservation subdivision should identify a conservation theme such as forest stewardship, water quality preservation, farmland preservation, natural habitat restoration, view shed preservation, or archaeological and historic properties preservation. Conservation Subdivision principles are illustrated in the Figure 2.3.

Figure 2.3: Conservation Subdivision Design Principles

Create pedestrian trails through common open space areas

Design streets and lot layouts to blend with natural and land contours



Single-Family Areas

The Village encourages well-designed neighborhoods, including the elements listed below and illustrated in Figure 2.4.

Relationship to the Street: Design the building such that the primary building façade is orientated towards the street. Place the building within close proximity to the sidewalk (usually within twenty feet of the public right-of-way, or as close as applicable zoning allows), or incorporate a garden wall and/or a fence line (picket, wrought iron, etc.) that can maintain the existing street wall. A gable facing the street is strongly encouraged.

Architectural Character: Incorporate elements that provides visual interest and human scale and that relate to the surrounding neighborhood context and the Village’s overall character.

Building Materials: Use high-quality, long-lasting exterior finish materials such as kiln-fired brick, stucco, and wood. All exposed sides of the building should have similar materials as used on the front façade.

Building Projections: Provide balconies, covered porches, and bay windows, especially on facades facing public streets.

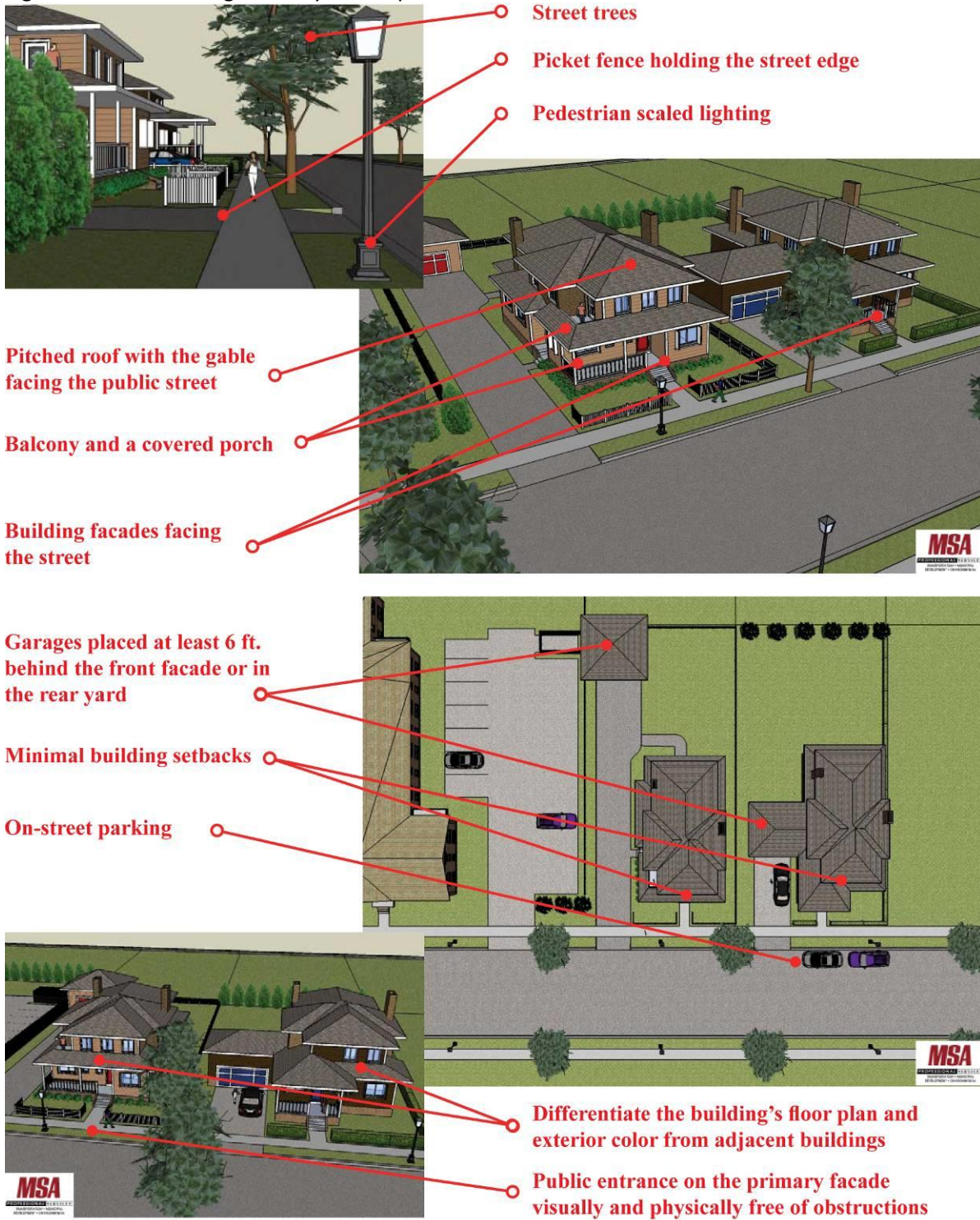
Garages: Place the garage at least 6 feet behind the primary façade and front door of the home or in the rear yard to avoid a “garage-scape” street appearance.

Landscaping: Provide generous landscaping, with an emphasis on native plant species, especially along street frontages.

Lighting: Exterior lights should be full-cut-off fixtures that are directed to the ground to minimize glare and light pollution.

Neighborhood Diversity: Vary the lot sizes, building heights, building colors, and housing floor plans within any given street block.

Figure 2.4: Desired Single-Family Development



Multi-Family Areas

Multi-family housing is a necessary building type that provides housing options for the elderly, young adults, Village employees, etc. However many developments incorporating multi-family housing receive resistance. In some instances this can be contributed to poorly and cheaply designed buildings. In order to mitigate this opposition, it is recommended that the Village enact design guidelines for multi-family housing that is planned, expanded, or significantly renovated (50% or more of the current assessed improvement value).

The general guidelines listed below and figure 2.5 will provide assistance in guiding future multi-family development:

Relationship to the Street: Design the building such that the primary building façade is orientated towards the street. Provide a public entrance on the primary building façade that is visually and functionally free of obstruction. Place the building within close proximity to the sidewalk (usually within twenty feet of the street's right-of-way), or incorporate a garden wall and/or a fence line (picket, wrought iron, etc.) that can maintain the existing street wall.

Architectural Character: Design the building using architectural elements that provides visual interest and human scale that relates to the surrounding neighborhood context and the Village's overall character. This can be accomplished by using, but is not limited to, the following techniques: expression of structural bays, variation in materials, variation in building plane, articulation of the roofline or cornice, use of vertically-proportioned windows, pitched roof with the gable(s) facing the street, etc.

Building Materials: Use high-quality, long-lasting exterior finish materials such as kiln-fired brick, stucco, wood, and fiber cement siding. All exposed sides of the building should have similar or complementary materials as used on the front façade.

Building Projections: Provide balconies, covered porches, and bay windows, especially on facades facing public streets.

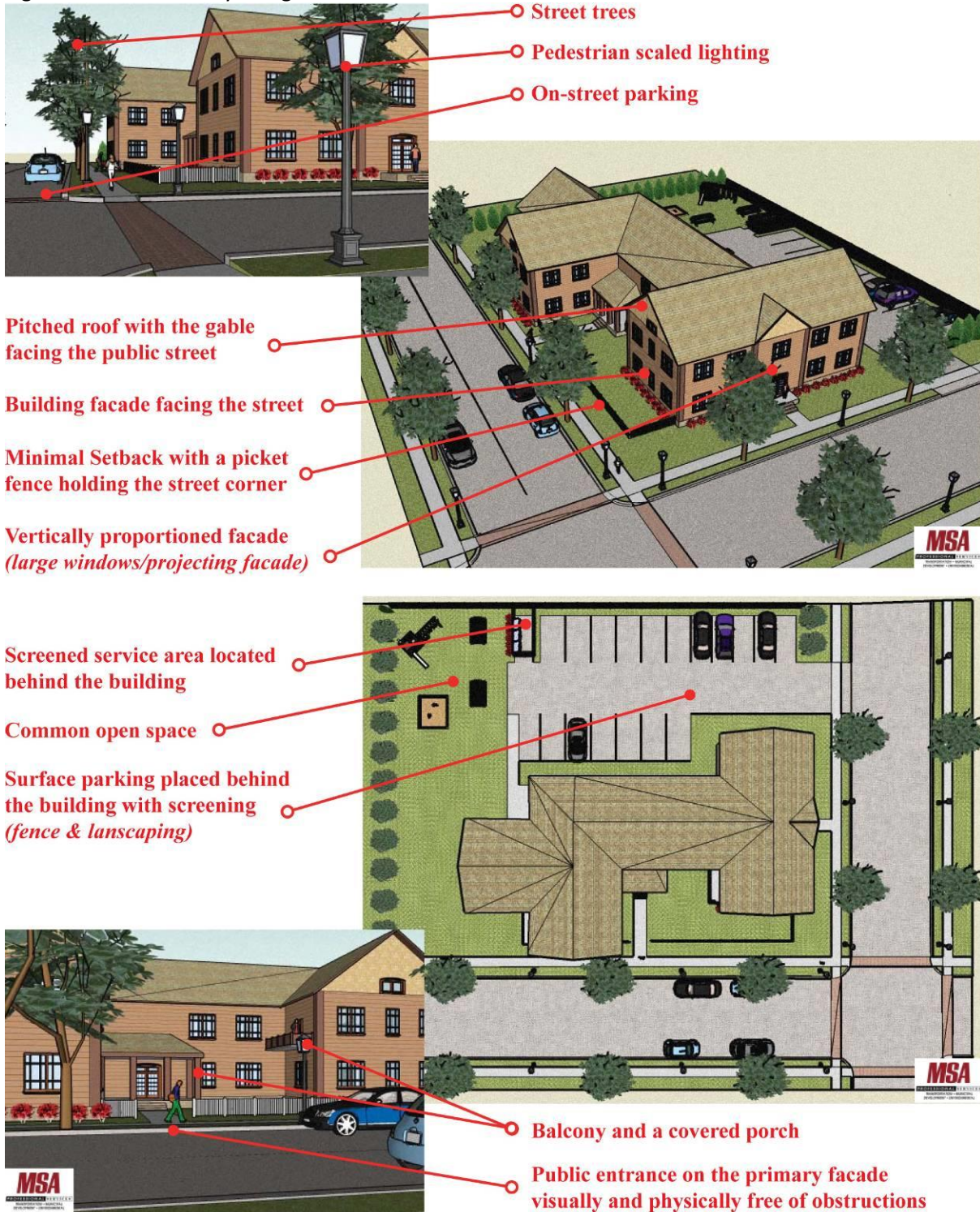
Parking and Buffering: Fit the parking below the building or place surface parking behind the building. Provide landscaping of sufficient size to screen out unsightly parking areas from the street and neighboring properties. Insert landscape islands in parking lots with more than eighteen consecutive stalls.

Service Areas: Trash containers, recycling containers, street-level mechanical, and rooftop mechanical should be located or screened so that they are not visible from a public street. Screening should be compatible with building architecture and other site features.

Common Open Space: Provide gardens, grass areas, and play areas to serve the needs of the residents. The use of contiguous back yards to create a larger network of open space is encouraged.

- a. Landscaping: Provide generous landscaping, with an emphasis on native plant species, especially along street frontages.
- b. Lighting: Exterior lights should be full-cut-off fixtures that are directed to the ground to minimize glare and light pollution.

Figure 2.5: Multi-Family Design Guidelines



Commercial and Industrial Areas

Commercial and industrial uses provide the Village with economic stability and provides goods, services, and jobs for its residents. However, the buildings designed for these uses are often not adaptable for another use after the initial user leaves. To prevent vacant, unusable buildings the Village will consider enacting design guidelines for commercial and industrial uses that are planned, expanded, or significantly renovated (50% or more of the current assessed improvement value).

To ensure high-quality and long-lasting projects the following guidelines and illustrations (Figures 2.6-2.8) will provide assistance in guiding future business development:

Relationship to the Street: Design the building such that the primary building façade is orientated towards the street. Provide a public entrance on the primary façade that is visually and functionally free of obstruction.

Architectural Character: Design the building using architectural elements that provides visual interest and human scale that relates to the surrounding neighborhood context and the Village’s overall character. This can be accomplished by using, but is not limited to, the following techniques: expression of structural bays, variation in materials, variation in building plane, articulation of the roofline or cornice, use of vertically-proportioned windows, pitched roof with the gable(s) facing the street, etc.

Building Materials: Use high-quality, long-lasting exterior finish materials such as kiln-fired brick, stucco, and wood. All exposed sides of the building should have similar or complementary materials as used on the front façade.

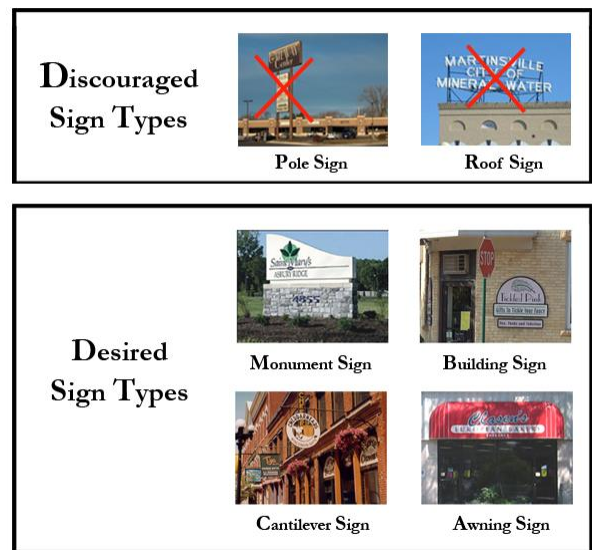
Building Projections: Canopies, awnings, and/or gable-roof projections should be provided along facades that give access to the building.

Figure 2.6: Desired Sign Types

Signage: Use pedestrian-scaled sign types: building-mounted, window, projecting, monument, and awning. Signs should not be excessive in height or square footage.

Parking: Fit the parking below the building or place it on the side/back of the building, wherever feasible. Provide shared parking and access between properties to minimize the number of curb cuts. Provide vegetative buffers between pedestrian circulation routes and vehicular parking/circulation. Access drive lanes should have adequate throat depths to allow for proper vehicle stacking.

Landscaping & Lighting: Provide generous landscaping, with an emphasis on native plant species. Landscaping should be placed along street frontages, between incompatible land uses, along parking areas, and in islands of larger parking lots.



Exterior lights should be full-cut-off fixtures that are directed towards the ground to minimize glare and light pollution.

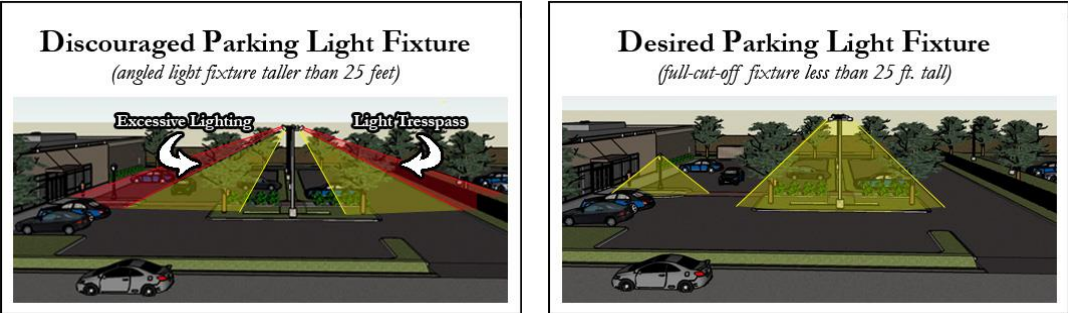
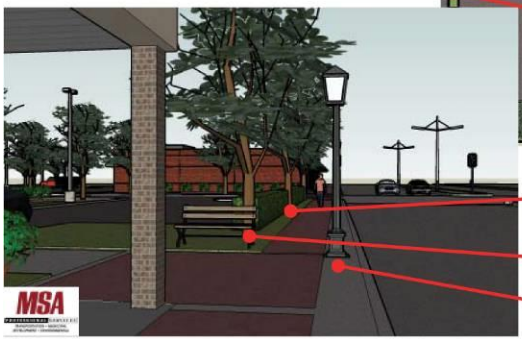
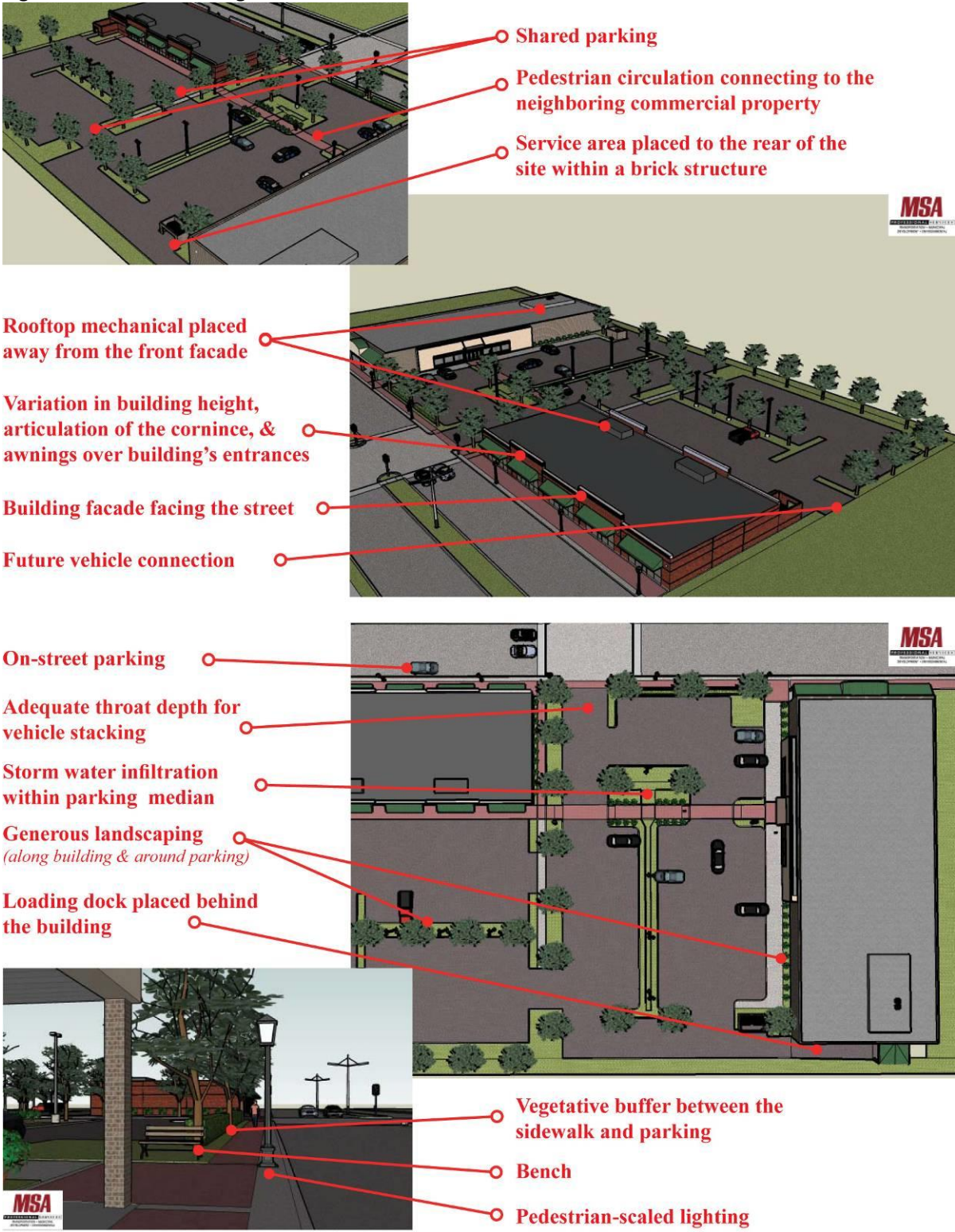


Figure 2.7: Desired Outdoor Lighting

Stormwater: Use rain gardens and bio-retention basins on-site (i.e. in parking islands) in order to filter pollutants and infiltrate runoff, wherever feasible.

Service Areas: Trash and recycling containers/dumpsters, street-level mechanical, rooftop mechanical, outdoor storage, and loading docks should be located or screened so that they are not visible from a public street. Screening should be compatible with building architecture and other site features.

Figure 2.8: Business Design Guidelines

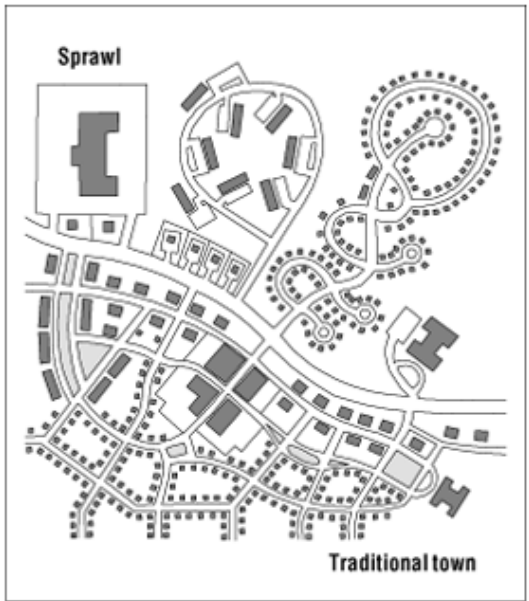


Transportation Facilities

Transportation facilities for new developments shall be constructed according to local ordinances and shall allow for safe ingress and egress of vehicles. Most lots shall take access from existing local streets to minimize the impacts to existing transportation facilities and new facilities shall address future connectivity to surrounding properties.

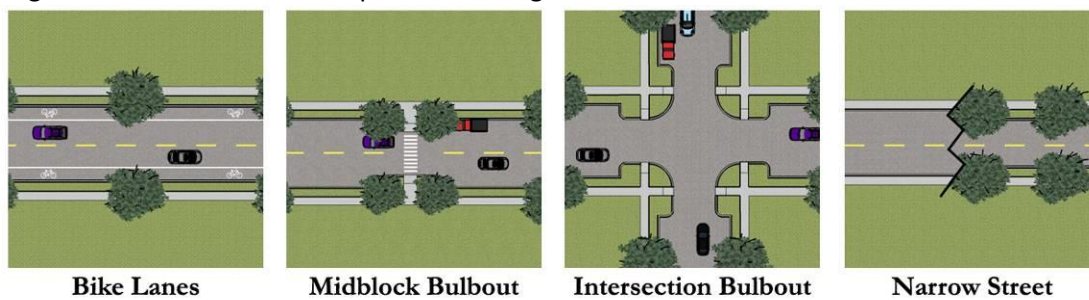
Figure 2.9: Traditional v. Cul-de-Sac Street Design
Street Design: Streets should be designed to the minimum width that will reasonably satisfy safety and maintenance needs. Local streets should not be as wide as collector streets, or “micro-freeways,” which encourages higher travel speeds. Streets should be laid out in a manner that takes advantage of the natural topography and aligns with existing facilities. The use of traditional or modified grid-like street patterns, as opposed to multiple cul-de-sacs and dead end roads, is strongly encouraged.

Traffic-Calming Devices: Traffic-calming devices and designs are encouraged. Specific measures may include: curb extensions/intersection bump outs, roundabouts, teardrop islands, speed bumps and speed tables, median & refuge islands, or turning circles.



Pedestrian and Bicycle Improvements: are strongly encouraged, especially in areas near existing facilities. Specific measures include sidewalks, on-street bike lanes, bicycle route markers, off-street trails, and tweetens (mid-block foot paths). Some local streets may be safe for walking and biking without the need for sidewalks; however, collector or arterial streets should feature sidewalks for walking and off-street bike paths or marked bike lanes for biking. Bicycle and pedestrian ways shall be designed to connect to adjacent developments, schools, parks, shopping areas, and existing or planned pedestrian or bicycle facilities.

Figure 2.10: Alternative Transportation Designs



CHAPTER 3 – FUTURE LAND USE

3.1 FUTURE LAND USE SUMMARY

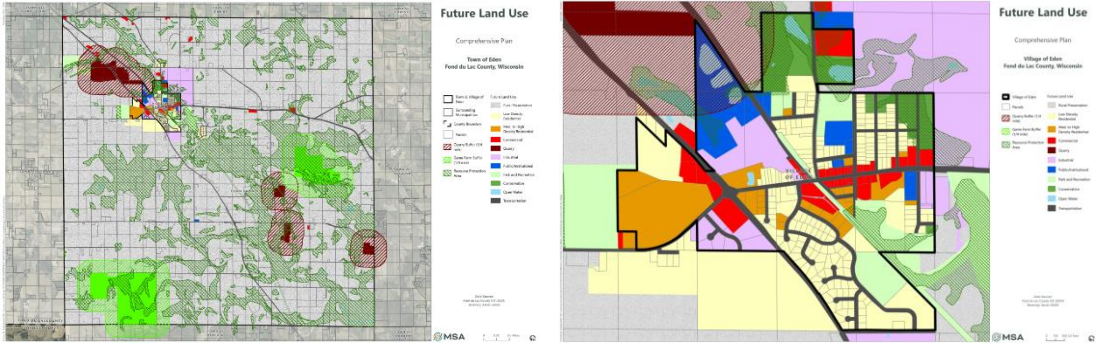
This chapter summarizes the future land use alternatives for the Town and Village of Eden and covers all of the information required under SS66.1001. The information is intended to provide a written explanation of the Eden Future Land Use Map (see Appendix), which depicts the Town and Village of Eden desired pattern of land use and establishes the Village’s vision and intent for the future through their descriptions and related objectives and policies (Chapter 2). The future land use plan identifies areas of similar character, use, and density. These land use areas are not zoning districts, as they do not legally set performance criteria for land uses (i.e. setbacks, height restrictions, etc.), however, they do identify those zoning districts from the Town and Village of Eden Zoning Code acceptable within each future land use classification.

The Town and Village do not assume that all areas depicted on the Future Land Use Map will develop during the next 20 years. Instead, the Future Land Use Map depicts those areas that are the most logical development areas based on the goals and policies of this plan, overall development trends, environmental constraints, proximity to existing development, and the ability to provide services. The Village does not support the rezoning or development of all the lands identified on the maps immediately following adoption of this Plan. Other factors will have to be considered, such as the quality of the proposed development, the ability to provide services to the site, and the phasing of development.

3.1.1 Future Land Use

The preferred pattern of land use depicted in Figure 3.1 (see Appendix for more detail) was developed by the Town and Village Plan Commission based on evaluations of future growth and the suitability of undeveloped land to accommodate that growth. The Future Land Use Plan, in conjunction with the other chapters of this plan (in particular Chapter 2), should be used by Town and Village staff and officials to guide recommendations and decisions on rezoning and other development requests.

Figure 3.1: Future Land Use for the Town and Village of Eden



3.2 RURAL / ENVIRONMENTAL LAND USE CATEGORIES

3.2.1 Resource Protection

The Resource Protection overlay district identifies sensitive lands that may be subject to development restrictions enforced by the County or the State. The Resource Protection overlay district generally includes the following features:

1. Water bodies and wetlands mapped as part of the WIDNR Wetland Inventory⁴, or
2. 100-Year Floodplains based on FEMA maps, or
3. Areas with steep slopes greater than 20%, or

Land designated Resource Protection may be developable as allowed by the underlying land use category (e.g. Low Density Residential, Industrial, etc.) if a detailed survey shows sufficient flat, dry land as defined by County and State development regulations. The Resource Protection district may not include all sensitive lands in the Town or Village - property should always be surveyed prior to development to identify those features. Of particular note, the Town of Eden is under Fond du Lac County Shoreland Zoning which regulates development within 300 feet of navigable streams, and 1,000 feet of inland lakes. In addition, The Village of Eden adopted a shoreland-wetland zoning ordinance in 1988. This ordinance regulates development in wetlands greater than 5 acres that are located within 300 feet of navigable streams, or 1,000 feet of inland lakes.

Policies

1. This classification is intended to function as an overlay district, that is, the underlying future land use classification (Low Density Residential, Industrial, etc.) remains in place, but the Resource Protection overlay indicates that based on best available data that land is not developable due to the presence of wetlands, floodplains, or steep slopes.
2. Prohibit building development. Residential or commercial developments may be permitted provided:
 - a. The proposed development footprint is not within the boundary or required setback from WIDNR designated wetland boundaries or FEMA designated floodplain boundaries and does not contain slopes greater than 20% (verified by Fond du Lac County).
 - b. The development meets all requirements of the Fond du Lac County Shoreland Zoning Ordinance.
3. Permit agricultural and silviculture operations where in accordance with county, state, and federal law. Best Management Practices are highly encouraged in these areas.
4. Permit recreational development and activities which are compatible with natural resource protection.

⁴ The WIDNR Wetland Inventory for Fond du Lac was derived from 1988 aerial photography and only includes wetlands which are larger than two (2) acres. Wetlands smaller than two (2) acres may exist within the Town and Village and shall be included under the Resource Protection classification.

Appropriate Zoning Districts

Resource Protection lands may be zoned as described by the underlying land use classification, but are subject to development restrictions defined by the Wisconsin DNR and the Village of Eden and Fond Du Lac County shoreland zoning ordinances.

3.2.2 Rural Preservation

This category is located within the Town of Eden only. This land use category is intended for lands within the Town and the Village’s extraterritorial jurisdiction that will be preserved for farming, farmsteads, forestry, open space, farm family businesses, or other agricultural related businesses. The majority of these lands are undeveloped; however they may contain farmsteads or residential developments generally with a minimum lot size of 40,000 square feet. Developments within this category are served by private wells and on-site waste treatment (septic) systems. Some stormwater management or other utility/institutional uses (e.g., water towers, wind towers) may be located within these areas.

Policies

1. Discourage non-farm related commercial and industrial uses in areas planned for Rural Preservation, encouraging such developments in areas mapped as “Commercial” or “Industrial”.
2. Require protection of natural resources and water quality with new development, including assurance that concentrations of on-site waste treatment systems will not negatively affect groundwater quality.
3. Encourage the use of conservation subdivision design.

Appropriate Zoning Districts

Town Zoning Ordinance: GA-General Agriculture District; FP-Farmland Preservation District

3.2.4 Park & Recreation

This land use category includes property where active recreation is the primary activity and where there is typically no commercial or residential use. The Town, Village, County, or State usually owns these properties. Some stormwater management or other utility/institutional uses (e.g., water towers) may be located within these areas.

Policies

1. Provide sufficient parkland and recreation facilities to meet the demand of Town and Village residents.
2. The Town or Village do not intend to require an amendment to the Future Land Use Map prior to the approval of a publicly owned park or recreational use; however, privately owned recreational uses will require an amendment to the Future Land Use Map to either a park, recreation, or commercial designation.

Appropriate Zoning Districts

Town Zoning Ordinance: R-Residential District; B-Business District; GA-General Agriculture District; and FP-Farmland Preservation District

Village Zoning Ordinance: R-1 Single Family Residence District, R-2 Single Family Semi-Detached District; R-3 Multiple Family Residence District; MH Mobile Home District; B Business District; and C Commercial District.

3.2.5 Conservation⁵

This land use category includes areas that the Village wishes to protect because they are vital to the region's ecosystem and/or they are considered an important part of the Village's character and culture. Conservation areas may include land that is restricted from development due to slope or wetland characteristics, generally identified with the Resource Protection overlay in this plan. Conservation areas may also include land that is otherwise developable but which the Village chooses to protect by preventing such development. The intended use for Conservation land is passive recreation (bike and walking paths, cross country ski trails, etc.). As mapped, a conservation area is planned north and north-west of the Village in wetland and floodplain areas.

Policies

1. The Village does not intend to require an amendment to the Future Land Use Map prior to the approval of a conservation area.
2. Permit recreational development and activities which are compatible with natural resource protection.
3. Prohibit building development, unless the primary use is for storing materials to maintain the land or to support passive recreational uses.

Appropriate Zoning Districts

Town Zoning Ordinance: R-Residential District; B-Business District; GA-General Agriculture District; and FP-Farmland Preservation District

Village Zoning Ordinance: R-1 Single Family Residence District, R-2 Single Family Semi-Detached District; R-3 Multiple Family Residence District; B Business District; and C Commercial District.

3.3 URBAN/INTENSIVE LAND USE CATEGORIES

3.3.1 Low Density Residential

This land use category is intended for existing and planned neighborhoods primarily of single-family homes with the potential for some two-family detached housing. Two-family residences are most appropriate adjacent to more intensive uses, including commercial or multi-family residential development. These neighborhoods will be served by municipal sanitary sewer and water systems. Currently this land use category includes all of the existing and platted residential development within the Town and Village and planned areas south of County Road B, north of the mobile home park and to the southeast of the Village. Municipal and institutional land uses (parks, schools, churches, stormwater facilities and municipal water utilities) may be built within this area. Some neighborhood businesses may be appropriate for this area as well. The preferred density range is 0.5-4 units per acre.

⁵ It should be noted that conservation delineations are shown only for local land use planning purposes and do not indicate any additional County, State or Federal regulations that would affect a landowner's ability to utilize the property for agricultural or development purposes.

Policies

1. Promote the use of contiguous building site development that is adjacent to existing public infrastructure (sanitary sewer, municipal water, etc.).
2. Protect natural areas, including wetlands, wildlife habitats, woodland, open space, and groundwater resources.
3. Refer to Community Design Principles (Section 2.8).

Appropriate Zoning Districts

Town Zoning Ordinance: R-Residential District

Village Zoning Ordinance: R-1 Single Family Residence District

3.3.2 Med-High Density Residential

This land use category is intended for planned neighborhoods of two-family detached homes and multi-family buildings. The preferred density range is 4-10 units per acre. This type of development will be served by municipal sanitary sewer. Currently this land use category includes all of the existing and platted multi-family residential development within the Town and Village Municipal and institutional land use (parks, schools, churches, and stormwater facilities) may be built within this district area.

Policies

1. Promote new development that complements and reinforces the existing neighborhoods and development.
2. Protect natural areas, including wetlands, wildlife habitats, woodland, open space, and groundwater resources.
3. Refer to Community Design Principles (Section 2.8).

Appropriate Zoning Districts

Town Zoning Ordinance: R-Residential District

Village Zoning Ordinance: R-2 Single Family Semi-Detached District; R-3 Multiple Family Residence District; MH Mobile Home District

3.3.4 Commercial

This classification includes locations where retail goods and/or services are sold or where office activities take place. Much of this area is currently developed. Existing residential or above business housing may be appropriate within the downtown area. The Future Land Use Map indicates opportunities for commercial infill development in the Village downtown along Main Street. The intensity of commercial development is regulated by the Town and Village zoning ordinances. This development will be served by municipal sanitary sewer and water systems.

Policies

1. Discourage new “strip” retail development or long linear corridors of purely commercial growth along CTH B, CTH V and STH 45 (refer to community design principles for mitigating effects).
2. Promote new development that complements and reinforces the existing neighborhoods and development.
3. Adhere to established standards for highway access control, shared driveways and cross access.

4. Encourage uses that are most appropriate for the Village downtown to develop or remain in the Main Street district.
5. Buildings and signage that would alter the “small town” character of the Town and Village are discouraged. No building or sign should be taller than 40 feet.

Appropriate Zoning Districts

Town Zoning Ordinance: B-Business District

Village Zoning Ordinance: C-Commercial District; B-Business District

3.3.5 Recreational Commercial

This category is located within the Town of Eden only. The primary intent of this classification is to identify areas which provide private recreational activities through a commercial business or fraternal organization. As mapped, this designation may include game parks, fishing, and sports clubs, campgrounds, golf courses, and other recreational facilities. There are two large game parks located in the south and west of the Town of Eden. No additional recreational commercial sites have been identified in this Plan. This plan also defines a ¼ mile Private Game Farm Buffer Area around existing game farm operations. Residential and commercial development is discouraged within these areas.

Policies

1. Hunting, shooting, or archery uses will be prohibited from locating within residential areas outlined within the Plan.
2. For safety reasons, residential and commercial development is discouraged within a ¼ mile of existing game farm operations.
3. Residential or commercial development that locates within the ¼ mile Private Game Farm Buffer Area will be required to sign a “Right to Operate” agreement that will be attached to the deed of any newly-created residential or commercial parcel. This agreement requires the subdivider to acknowledge the operation of the game farm and that the owner waives the right to object to odors, noise, or views created by generally accepted game farm operations. This document should stay with the land and apply to all future owners.

Appropriate Zoning Districts

Town Zoning Ordinance: B-Business District; GA-General Agriculture District; and FP-Farmland Preservation District

3.3.7 Public/Institutional

This land use category includes properties owned by the Town, Village, the school district, and religious institutions. These uses are planned to remain at their present locations in and near the central parts of the Village to continue to conveniently serve residents.

Policies

1. Institutional uses will work with the surrounding neighborhood to discuss potential long-term expansions or new facilities and how these plans would impact the area. Land will be pre-identified in order to minimize the potential for future land use conflicts.

2. The Village does not intend to require an amendment to the Future Land Use Map prior to the approval of a proposed public or institutional use.

Appropriate Zoning Districts

Town Zoning Ordinance: R-Residential District; B-Business District.

Village Zoning Ordinance: R-1 Single Family Residence District, R-2 Single Family Semi-Detached District; R-3 Multiple Family Residence District; B Business District; and C Commercial District.

3.3.8 Industrial

This land use category is appropriate for indoor manufacturing, warehousing, distribution, office and outdoor storage usage. The intensity of office & industrial development is regulated by the Village’s zoning ordinance. Additional industrial growth is planned south of County Roads B and V, outside the Village’s southern boundary.

Policies

1. Discourage commercial development in the areas planned for Industrial use, encouraging such developments in areas mapped as “Commercial”.
2. Refer to Community Design Principles (Section 2.8).

Appropriate Zoning Districts

Town Zoning Ordinance: I-Industrial District

Village Zoning Ordinance: I-Industrial District

3.3.9 Quarry

This category is located within the Town of Eden only and includes lands currently dedicated to the four existing quarries within the Plan Area. No quarrying should take place within the Village corporate boundary. While the plan does not identify new quarry lands, expansion of existing quarry lands is undetermined. This plan also defines a ¼ mile Quarry Buffer Area around existing quarry operations. Development will be limited within these areas.

Policies

1. To mitigate the land use conflicts that result from quarrying, such as noise, truck traffic, dust, and the potential for private well impacts, and the potential for conflicts with quarry operations should the quarry eventually expand, residential development is prohibited and commercial development is discouraged within a ¼ mile of existing mining operations.

Appropriate Zoning Districts

Town Zoning Ordinance: I-Industrial District

3.4 AMENDING THE FUTURE LAND USE MAP

The Town and Village of Eden recognize that from time to time it may be necessary to amend the future land use map to account for changes in the current planning environment that were not anticipated. A property owner may petition⁶ for a change to the Future Land Use Map⁷. The Town/Village will consider petitions based on the following criteria:

1. Agricultural Criteria: The land does not have a history of productive farming activities or is not viable for long-term agricultural use. The land is too small to be economically used for agricultural purposes, or is inaccessible to the machinery needed to produce and harvest products.
2. Compatibility Criteria: The proposed development will not have a substantial adverse effect upon adjacent property or the character of the area, with a particular emphasis on existing agricultural operations. A petitioner may indicate approaches that will minimize incompatibilities between uses.
3. Natural Resources Criteria: The land does not include important natural features such as wetlands, floodplains, steep slopes, scenic vistas or significant woodlands, which will be adversely affected by the proposed development. The proposed building envelope is not located within the setback of Shoreland & Floodplain zones (raised above regional flood line). The proposed development will not result in undue water, air, light, or noise pollution. Petitioner may indicate approaches that will preserve or enhance the most important and sensitive natural features of the proposed site.
4. Emergency Vehicle Access Criteria: The lay of the land will allow for construction of appropriate roads and/or driveways that are suitable for travel or access by emergency vehicles.
5. Ability to Provide Services Criteria: Provision of public facilities and services will not place an unreasonable burden on the ability of the Town/Village to provide and fund those facilities and services. Petitioners may demonstrate to the Town/Village that the current level of services in the Town/Village, including but not limited to school capacity, transportation system capacity, emergency services capacity (police, fire, EMS), parks and recreation, library services, and potentially water and/or sewer services, are adequate to serve the proposed use. Petitioners may also demonstrate how they will assist the Town/Village with any shortcomings in public services or facilities.
6. Public Need Criteria: There is a clear public need for the proposed change or unanticipated circumstances have resulted in a need for the change. The proposed development is likely to have a positive fiscal impact on the Town/Village. The Town/Village may require that the property owner, or their agent, fund the preparation of a fiscal impact analysis by an independent professional.

⁶ Petitions to change future land use classifications may only be submitted by landowners (or their agents) within the Town/Village, by Town/Village Officials, or by officials from adjacent municipalities.

⁷ Changes in the Future Land Use Map, and associated policies, shall require a recommendation from the Town/Village Plan Commission, a public hearing, and Town/Village Board approval.

7. Adherence to Other Portions of this Plan: The proposed development is consistent with the general vision for the Village, and the other goals, objectives, and policies of this Plan.

3.5 INTERPRETING MAP BOUNDARIES

Where uncertainty exists as to the boundaries of districts shown on the Future Land Use Map, the following rules will apply:

1. Boundaries indicated as approximately following the centerlines of streets, highways, or alleys will be construed to follow such centerlines.
2. Boundaries indicated as approximately following platted lot lines or U.S. Public Land Survey lines will be construed as following such lot lines.
3. Boundaries indicated as approximately following municipal boundaries will be construed as following such boundaries.
4. Boundaries indicated as following railroad lines will be construed to be midway between the main tracks.
5. Boundaries indicated as following shorelines and floodplains, will be construed to follow such shorelines and floodplains, and in the event of change in the shorelines and floodplains, it will be construed as moving the mapped boundary.
6. Boundaries indicated as following the centerlines of streams, rivers, canals, or other bodies of water will be construed to follow such centerlines.
7. Boundaries indicated as parallel to extension of features indicated in the preceding above will be so construed. The scale of the map will determine distances not specifically indicated on the map

CHAPTER 4 – IMPLEMENTATION

4.1 IMPLEMENTATION SUMMARY

The implementation chapter provides a compilation of the local actions necessary to achieve the goals and objectives of this comprehensive plan. Each action is accompanied by a suggested timeline for completion. It also describes the implementation tools available to the community, including an assessment of current use and future intention to make use of those tools. This chapter addresses the issue of consistency, including how this plan is consistent with existing policies that affect the Village and how local decisions must be consistent with this plan. Finally, this chapter describes the process for reviewing implementation progress and amending the plan in future years.

4.2 ACTIONS BY ELEMENT

The following actions are intended to realize and reinforce the goals, objectives, and policies described in Chapter 2. Whereas policies are decision-making rules to determine how the Village will react to events, these actions require proactive effort. It should be noted that some of the actions may require considerable cooperation with others, including the citizens of Eden, local civic and business associations, neighboring municipalities, Fond du Lac County, and State agencies.

Timelines:

Continual: This action does not require a specific task to be completed. It is enforced through continued conscious decision-making, existing ordinances, or by following the policies of this Plan, which is adopted by ordinance.

Short Term: This indicates that action should be taken in the next 5 years (highest priority).

Mid Term: This indicates that action should be taken in the next 10 years (medium priority).

Long Term: This indicates that action should be taken in the next 20 years (low priority).

4.2.1 Housing Actions

1. Support local government and agency efforts to obtain grant program funds to assist first time home buying or home rehabilitation for low and moderate-income households.

A range of housing that meets the needs of area residents of various income levels, ages, lifestyles, and health status is an important element of a growing community. Efforts should be made to support efforts to obtain grant funds to assist low to moderate income households in the community (see Appendix). *(Continual)*

4.2.2 Transportation Actions

1. Continue to schedule and budget for street maintenance with a Capital Improvement Plan.

Street repairs should be included in a 5-year Capital Improvement Plan (CIP). This plan should be updated each year as part of the annual budgeting process. *(Continual)*

2. Promote Transit Service Alternatives.

Collect information from Fond du Lac County programs and private vendors that offer alternative transportation options for Town and Village residents, and make this information available at the Eden Community Center and on the community websites. *(Continual)*

3. Officially map and secure right-of-way for planning future road extensions. Work collaboratively to identify and officially map future road extensions prior to initiating private development plans. *(Continual)*

4. Apply for funding of transportation projects through WisDOT Transportation Alternative Program (TAP) and Surface Transportation Program-Local (STP-L). These two programs offer opportunities to fund transportation infrastructure such as sidewalks, trails, bike lanes, safety infrastructure near schools, and road improvements. Successful TAP and STP-L applications can receive up to 80% of total projects costs covered. *(Short Term)*

5. The Town should consider the designation of a portion of Creekview Road located in Section 28 as a “Rustic Road” as per the Wisconsin Department of Transportation criteria.

The Wisconsin Department of Transportation established the “Rustic Road” designation as a means of identifying and preserving unusual or outstanding natural beauty, by virtue of native vegetation along with natural or man-made features associated with the road and to provide a linear park-like system for vehicular, bicycle and pedestrian travel for quiet and leisurely enjoyment by local residents and the general public alike. *(Mid Term)*

4.2.3 Agriculture, Natural, & Cultural Resource Actions

1. Develop a “Right-to-Farm” Disclosure Acknowledgement.

The Town will consider preparation of a “Right-to-Farm” disclosure acknowledgement that can be attached to the deed of any newly-created residential parcel in Rural Preservation areas. This agreement should require the subdivider to acknowledge that farming is the primary land use in the immediate area and that the owner waives the right to object to odors, dust, or views created by generally accepted farming practices. This document should stay with the land and apply to all future owners. An example is provided in the appendix of this plan. *(Short Term)*

4.2.4 Utilities & Community Facilities Actions

1. Conduct a Park and Recreation Facilities Needs Assessment Study

The Town and Village currently have sufficient park land to meet local recreation needs, but improvements to those lands may be warranted, especially as additional development is proposed. Wisconsin Statute 236.45, as amended in 2008, allows the Town and Village to require the dedication of park land or payment of a fee in lieu of land, but it also requires that the cost to the developer have a rational relationship to the need resulting from the development. A Park and Recreation Facility Needs Assessment Study will best enable the Town and Village to plan future park improvements and will provide a defensible rationale for any fees charged to new development. This study should also include pedestrian and bicycle access to and from Eden’s park system and recreation trail *(Short Term)*

2. The Town of Eden should adopt the Wisconsin Model Small Wind Energy System Ordinance for the permitting and siting of small wind energy systems.

The Model Small Wind Energy System Ordinance was established to oversee the permitting of small wind systems to preserve and protect public health and safety without significantly increasing the cost or decreasing the efficiency of a renewable energy system. For more information, visit www.renewwisconsin.org. *(Short Term)*

3. Review the Town and Village Zoning Ordinance to ensure it supports and allows for the appropriate siting and installation of renewable energy systems. *(Short Term)*

4. Create and Maintain a Capital Improvement Plan

Adopt a Capital Improvement Plan (CIP) to provide a strategic framework for making prioritized short-term investments in the community's infrastructure, such as sewer, road, water, and park improvements. The CIP should establish a 5-year schedule identifying projects and costs for each year. The CIP should be updated annually for the next 5-year period *(Short term, Continual)*

4.2.5 Economic Development Actions

1. Consider the creation of a TIF district within the Village of Eden to spur new commercial and industrial development.

The planning project highlighted the desire for additional commercial and industrial development within the Village of Eden and the Future Land Use Plan designates additional land for continued business and industrial expansion. The Village may wish to pursue the use of TIF funds in order to acquire or prepare these lands for new business development. *(Mid term)*

2. Prepare a Village Downtown Revitalization Plan with assistance from the Community Development Block Grant (CDBG) Planning Program.

CDBG offers up to \$25,000 of grant funding assistance for planning studies to physically improve downtown business districts and address blight conditions. The Village will seek such assistance to study the downtown area in greater detail. This study should identify specific redevelopment opportunities, provide concepts for the use and design of new development, and offer specific implementation strategies. *(Short Term)*

3. The Village should apply for designation as part of the Wisconsin Main Street Program.

The Main Street Program is a comprehensive revitalization program designed to promote the historic and economic redevelopment of traditional business districts in Wisconsin. Each year, the Department of Commerce selects communities to join the program. These communities receive technical support and training needed to restore their Main Streets to centers of community activity and commerce. *(Short Term)*

4.2.6 Intergovernmental Cooperation Actions

1. Develop a cooperative boundary agreement between the Town and Village of Eden.

Town and Village officials have indicated a strong desire to continue cooperative decision-making on issues related to land use and development, including the desire to develop a cooperative boundary agreement as allowed by *Sec. 66.023 and 66.30, Wisconsin Statutes*. This agreement

will set the corporate limits of the Village over a specific period of time, and may include agreements related to such matters as annexation, service provision, revenue sharing and authority over land use planning and decision making. *(Short term)*

2. Coordinate Growth Plans with the Towns of Empire, Byron, Osceola and Ashford, and Fond du Lac County.

Prior to the adoption of this Plan, and for subsequent updates, request comments from the officials from the Towns of Empire, Byron, Osceola and Ashford, and Fond du Lac County. *(Continual)*

3. Seek input from the Campbellsport Public School District whenever new residential neighborhoods are proposed.

The Future Land Use Plan supports the creation of new residential neighborhoods and population growth. Planning for these new neighborhoods should include discussion with officials from the Campbellsport School District concerning the need to provide or update school facilities to support these developments. The Village should request and receive comments from Campbellsport Public School District officials before approving new development. *(Continual)*

4.2.7 Land Use Actions

This plan provides guidance for land use and zoning changes. Beginning January 1, 2010, zoning changes and land division decisions must be consistent with the Comprehensive Plan. This Plan provides a number of policies and actions which support Neighborhood design and Conservation Subdivision design. The Village should review all existing ordinances for consistency with the policies of this Plan, including zoning, land division, subdivision, site, building, and landscaping regulations.

1. Review and consider amendments to the Village Subdivision Ordinance for consistency with this plan, especially parkland dedication procedures and conservation subdivision options.

(Short Term)

2. Establish and adopt design guidelines or standards to regulate the character of new development.

Eden's small-town and rural character may be threatened as new development occurs, including that development envisioned in this plan. To protect this character the Village will consider the adoption of one or more zoning overlay districts to guide the design of new development. The Community Design Principles established in this plan (Section 2.8) should form the basis of such standards. *(Mid Term)*

4. Conduct a detailed inventory of existing quarries, excavation operations and define specific areas for long-term quarrying needs.

This analysis will provide an accurate record of existing operations and future needs. Quarry operators generally plan for 50 to 100 years and future plans for expansion should be planned with consideration for Village and Town residential and commercial development. *(Mid Term)*

5. Conduct annual site inspections of existing quarry operations and reviews of quarry related ordinances.

By consistently reviewing information regarding quarry activities, the Town can not only keep the public informed of the current status of operations, but also discuss the potential need for changes to regulations to reflect current conditions and issues. *(Continual)*

4.2.8 Implementation and Plan Amendment Actions

1. Hold one annual joint comprehensive plan review meeting with the Village Board and Plan Commission.

In this meeting the Village should review progress in implementing the actions of the Plan, establish new deadlines and responsibilities for new or unfinished actions, and identify any potential plan amendments. See Sections 4.4 and 4.6 for more information about reviewing and amending this plan.

2. Update this Comprehensive Plan at least once every ten years, per the requirements of the State comprehensive planning law.

State statute requires a complete update of this plan at least once every ten years. Updates after less than 10 years may be appropriate due to the release of new Census or mapping data, or because of major changes in the community not anticipated by the current plan.

4.3 IMPLEMENTATION TOOLS

Local codes and ordinances are an important means of implementing the actions of a comprehensive plan. The zoning ordinance and subdivision regulations comprise the principal regulatory devices used to protect existing development and guide future growth as prescribed by the comprehensive plan. The Town Board and the Village Board are responsible for amending and adopting these local ordinances.

4.3.1 Zoning Ordinance

Zoning is used to control the use of land and the design and placement of structures. A zoning ordinance establishes how lots may be developed, including setbacks and separation for structures, the height and bulk of those structures, and density. The general purpose for zoning is to avoid undesirable side effects of development by segregating incompatible uses and by setting standards for individual uses. It is also one of the important legal tools that a community can use to control development and growth.

- Zoning is controlled through the Town of Eden and the Village of Eden Zoning Ordinances. The Town and Village intend to use this plan along with the Zoning Ordinances to guide future development.

4.3.2 Official Maps

An official map shows areas identified as necessary for future public streets, recreation areas, and other public grounds. By showing the area on the Official Map, the municipality puts the property owner on notice that the property has been reserved for future taking for a public facility or purpose. The municipality may refuse to issue a permit for any building or development on the designated

parcel; however, the municipality has one year to purchase the property upon notice by the owner of the intended development.

- The Town and Village do not currently utilize an official map as authorized to do so by state statute (65 ILCS 5 / Art. 11 Div. 12). This plan contains actions to officially map right-of-way for future roads prior to initiating private development plans.

4.3.3 Sign Regulations

Local governments may adopt regulations, such as sign ordinances, to limit the height and other dimensional characteristics of advertising and identification signs. The purpose of these regulations is to promote the well-being of the community by ensuring that signs do not compromise the rights of Village residents to a safe, healthful and attractive environment.

- The Town and Village do not have sign ordinances. Sign requirements are regulated under the Town and Village Zoning Ordinances. This Plan includes several policies relating to sign development (see Section 2.8) and the Town and Village should work to make sure they are addressed during development review.

4.3.4 Erosion/Stormwater Control Ordinances

The purpose of stormwater or erosion control ordinances is to establish rules that will prevent or reduce water pollution caused by the development or redevelopment of land. Local stormwater ordinances may be adopted to supplement existing Fond du Lac County and Wisconsin Department of Natural Resources permit requirements.

- The Town and Village do not have erosion or stormwater control ordinances, and do not have plans to create one.

4.3.5 Historic Preservation Ordinances

An historic preservation ordinance is established to protect, enhance, and perpetuate buildings of special character or the special historic or aesthetic interest of districts that represent a community's cultural, social, economic, political, and architectural history. The jurisdiction's governing body may create a landmarks commission to designate historic landmarks and establish historic districts.

In accordance with Wisconsin Statutes 101.121 and 44.44, a municipality (city, town or county) may request the State Historical Society of Wisconsin to certify a local historic preservation ordinance in order to establish a "certified municipal register of historic property" to qualify locally designated historic buildings for the Wisconsin Historic Building Code. The purpose of the Wisconsin Historic Building Code, which has been developed by the Department of Commerce, is to facilitate the preservation or restoration of designated historic buildings through the provision of alternative building standards. Owners of qualified historic buildings are permitted to elect to be subject to the Historic Building code in lieu of any other state or municipal building codes.

- The Town and Village do not have historic preservation ordinances and do not have plans to adopt one.

4.3.6 Site Plan Regulations

A site plan is a detailed plan of a lot indicating all proposed improvements. Some communities have regulations requiring site plans prepared by an engineer, surveyor, or architect. Site plan regulations may require specific inclusions like: General Layout, Drainage and Grading, Utilities, Erosion Control, Landscaping & Lighting, and Building Elevations.

- The Town and Village do not have site plan regulations and do not have plans to adopt one.

4.3.7 Design Review Ordinances

Design Review Ordinances are used to protect the character of a community by regulating aesthetic design issues. They include guidelines that can address a wide range of building and site design criteria, and they are typically implemented by a design review committee that reviews all proposed development within a designated area for consistency with the guidelines. Areas designated for application of a design review ordinance are called overlay districts, and they do not change the underlying zoning regulations.

- The Town and Village do not have design review ordinances, and do not intend to create them. However, the Town and Village of Eden have established specific site and design principals as established in Section 2.8 of this plan.

4.3.8 Building Codes and Housing Codes

The Uniform Dwelling Code (UDC) is the statewide building code for one- and two-family dwellings built since June 1, 1980. As of January 1, 2005, there is enforcement of the UDC in all Wisconsin municipalities. Municipal or county building inspectors who must be state-certified primarily enforce the UDC. In lieu of local enforcement, municipalities have the option to have the state provide enforcement through state-certified inspection agencies for just new homes. Permit requirements for alterations and additions will vary by municipality. Regardless of permit requirements, state statutes require compliance with the UDC rules by owners and builders even if there is no enforcement.

- Both the Town and Village require adherence to the Uniform Dwelling Code, including building permit & inspection requirements.

4.3.9 Mechanical Codes

In the State of Wisconsin, the 2000 International Mechanical Code (IMC) and 2000 International Energy Conservation Code (IECC) have been adopted with Wisconsin amendments for application to commercial buildings.

- Both the Town and Village require adherence to all state mechanical codes.

4.3.10 Sanitary Codes

The Wisconsin Sanitary Code (WSC), which is usually enforced by a county, provides local regulation for communities that do not have municipal sanitary service. The WSC establishes rules for the proper siting, design, installation, inspection and management of private sewage systems and non-plumbing sanitation systems.

- Both the Town and Village require adherence to the Wisconsin Sanitary Code, the Village of Eden and the Fond Du Lac County Sanitary Code.

4.3.11 Renewable Energy Ordinances

Renewable energy ordinances can be established to oversee the permitting of renewable energy systems (wind, solar, bio-fuels) to preserve and protect public health and safety without significantly increasing the cost or decreasing the efficiency of a renewable energy system.

- The Town and Village do not have renewable energy ordinances, but this Plan includes policies that seek to encourage renewable energy sources throughout the community, and an action to adopt Wisconsin's small wind energy ordinance.

4.3.12 Land Division & Subdivision Ordinance

Land division regulations serve an important function by ensuring the orderly growth and development of unplatted and undeveloped land. These regulations are intended to protect the community and occupants of the proposed subdivision by setting forth reasonable regulations for public utilities, storm water drainage, lot sizes, street design open space, other improvements necessary to ensure that new development will be an asset to the Village. The Village Board makes the final decisions on the content of the land division ordinance. These decisions are preceded by public hearings and recommendations of the plan commission.

- This Plan includes recommendations to create future subdivisions in the Town and Village of Eden using conservation subdivision design principles.

4.4 PLAN ADOPTION AND AMENDMENT PROCEDURES

The procedures for comprehensive plan adoption or amendment are established by Wisconsin's Comprehensive Planning Law (66.1001, Stats.). This comprehensive plan and any future amendments must be adopted by the Town and Village Boards in the form of an adoption ordinance approved by a majority vote. Two important steps must occur before the Town and Village Boards may adopt or amend the plan: the Town and Village Plan Commissions must recommend adoption and the Town and Village must hold an official public hearing.

Plan Commission Recommendation

The Town and Village Plan Commissions recommend adoption or amendment by passing a resolution that very briefly summarizes the plan and its various components. The resolution should also reference the reasons for creating plan and the public involvement process used during the planning process. The resolution must pass by a majority vote of the entire Commission, and the approved resolution should be included in the adopted plan document

Public Hearing

Prior to adopting the Plan, the Town and Village (either the Board or Plan Commission) must each hold at least one public hearing to discuss the proposed plan. At least 30 days prior to the hearing a Class 1 notice must be published that contains, at minimum, the following:

- The date, time and location of the hearing,
- A summary of the proposed plan or plan amendment,
- The local government staff who may be contacted for additional information,
- Where to inspect and how to obtain a copy of the proposed plan or amendment before the hearing.

The notice should also provide a method for submitting written comments, and those comments should be read or summarized at the public hearing.

Draft Distribution & Public Hearing Notifications

The Town and Village are required to provide direct notice of the public hearing to any owner, leaseholder or operator of a nonmetallic mineral deposit (i.e. a gravel pit). The Town and Village should send a copy of the public hearing notice at least 30 days prior to the hearing to any known mining operations in the Town and Village and to anyone that has submitted a written request for such notification.

The Town and Village are also required to maintain a list of any individuals who request, in writing, notification of the proposed comprehensive plan. Each such individual must be sent a notice of the public hearing and a copy of the plan at least 30 days prior to the public hearing. The Town and Village may charge a fee equal to the cost of providing such notice and copy.

Finally, the Town and Village should send the notice and a copy of the proposed plan to each of the following:

1. Every governmental body that is located in whole or in part within the boundaries of the Town or Village, including any school district, sanitary district, or other special district.
2. The clerk of every town, city, village, and county that borders Eden.
3. The regional planning commission in which the Eden is located.
4. The public library that serves the area in which the Eden is located.

These draft distributions are not required by statute prior to adoption, but are strongly recommended as a matter of courtesy and good planning practice. The Town and Village should coordinate directly with the public library to make a hard copy of the proposed plan available for viewing by any interested party.

Plan Adoption/Amendment

This plan and any future amendments become official Town and Village policy when the Town and Village Board passes, by a majority vote of all elected members, an adoption ordinance. The Board may choose to revise the plan after it has been recommended by the Plan Commission and after the public hearing. It is not a legal requirement to consult with the Plan Commission on such changes prior to adoption, but, depending on the significance of the revision, such consultation may be advisable.

Adopted Plan Distribution

Following final adoption of this plan, and again following any amendments to the plan, a copy of the plan or amendment must be sent to each of the following:

1. Every governmental body that is located in whole or in part within the boundaries of the Town or Village, including any school district, sanitary district, or other special district.
2. The clerk of every town, city, village, and county that borders Eden.
3. The regional planning commission in which the Eden is located.
4. The public library that serves the area in which the Eden is located.
5. The Comprehensive Planning Program at the Department of Administration.

4.5 CONSISTENCY AMONG PLAN ELEMENTS

Once formally adopted, the Plan becomes a tool for communicating the community's land use policy and for coordinating legislative decisions. Per the requirements of Wisconsin's Comprehensive Planning Law, beginning on January 1, 2010 if the Town or Village of Eden engages in any of the actions listed below, those actions will be consistent with its comprehensive plan:

- Official mapping established or amended under s. 62.23 (6)
- Local subdivision regulations under s. 236.45 or 236.46
- County zoning ordinances enacted or amended under s. 62.23 (7)
- Village or city zoning ordinances enacted or amended under s. 60.61, 60.62, 60.23 (7)
- Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231

An action will be deemed consistent if:

1. It furthers, or at least does not interfere with, the goals, objectives, and policies of this plan,
2. It is compatible with the proposed future land uses and densities/intensities contained in this plan,
3. It carries out, as applicable, any specific proposals for community facilities, including transportation facilities, other specific public actions, or actions proposed by nonprofit and for-profit organizations that are contained in the plan.

The State of Wisconsin planning legislation requires that the implementation element describe how each of the nine-elements will be integrated and made consistent with the other elements of the plan. Prior to adoption of the plan the Town and Village of Eden reviewed, updated, and completed all elements of this plan together, and no inconsistencies were found.

4.6 PLAN MONITORING, AMENDING & UPDATING

Although this Plan is intended to guide decisions and action by the Town and Village over a 20-year period, it is impossible to predict future conditions in the Town and Village. Amendments may be appropriate following original adoption, particularly if emerging issues or trends render aspects of the plan irrelevant or inappropriate. To monitor consistency with the Comprehensive Plan the Town and Village will review its content prior to any important decisions, especially those that will affect land use. From time to time the Town and Village may be faced with an opportunity, such as a development proposal, that does not fit the plan but is widely viewed to be appropriate for the Town or Village. Should the Town or Village wish to approve such an opportunity, it must first amend the plan so that the decision is consistent with the plan. Such amendments should be carefully considered and should not become the standard response to proposals that do not fit the plan. Frequent

amendments to meet individual development proposals threaten the integrity of the plan and the planning process and should be avoided.

Any change to the plan text or maps constitutes an amendment to the plan and must follow the adoption/amendment process described in Section 4.4. Amendments may be proposed by either the Town or Village Board or the Plan Commission, and each will need to approve the change per the statutory process. Amendments may be made at any time using this process, however in most cases the Town and Village should not amend the plan more than once per year. A common and recommended approach is to establish a consistent annual schedule for consideration of amendments. This process can begin with a joint meeting of the Town and Village Plan Commissions and Boards (January), followed by Plan Commission recommendations (February), then the 30-day public notice procedures leading to a public hearing and vote on adoption by Town and Village Board (March or April).

As indicated in Section 4.2, some of the aspects of this plan require proactive action by the Town and Village. A working action plan should be maintained on an annual basis, starting with the actions in Section 4.2 and evolving over time. Completed actions should be celebrated and removed, while those actions not yet carried out should be given new deadlines (if appropriate) and assigned to specific individuals, boards or committees for completion per the new schedule. If the updated action plan is consistent with the goals, objectives, and policies of the comprehensive plan, updating the action plan should not require an amendment to the plan and can be approved simply by Town and Village Board resolution.

Wisconsin's comprehensive planning statute (66.1001) requires that this plan be updated at least once every 10 years. Unlike an amendment, the plan update is a major re-write of the plan document and supporting maps. The purpose of the update is to incorporate new data and ensure that the plan remains relevant to current conditions and decisions. The availability of new Census or mapping data and/or a series of significant changes in the community may justify an update after less than 10 years. Frequent requests for amendments to the plan should signal the need for a comprehensive update.

4.7 SEVERABILITY

If any provision of this Comprehensive Plan will be found to be invalid or unconstitutional, or if the application of this Comprehensive Plan to any person or circumstances is found to be invalid or unconstitutional, such invalidity or unconstitutionality will not affect the other provisions or applications of this Comprehensive Plan, which can be given effect without the invalid or unconstitutional provision or application.

CHAPTER 5 - EXISTING CONDITIONS

The following chapter summarizes background information as required for the nine planning elements to be included in comprehensive plans (as per Wisconsin Statute 66.1001). The information is compiled at the County and municipal level to the extent that such data is available or can be synthesized from standard data sources. Much of the data comes from secondary sources, consisting primarily of the U.S. Census. Caution should be given as most of the data that the US Census collects is from a sample of the total population; and therefore, are subject to both sampling errors (deviations from the true population) and non-sampling errors (human and processing errors).

5.1 ISSUES & OPPORTUNITIES

This element provides a baseline assessment of the Town and Village of Eden past, current, and projected population statistics and covers all of the information required under SS66.1001. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future development in the Town and Village of Eden.

5.1.1 Population Statistics & Projections

The following shows the population statistics and projections prepared as part of the Comprehensive Planning legislation's requirements. Other demographic data and statistics, such as employment and housing characteristics, are in their corresponding chapters.

Table 5.1: Population & Age Distribution

Population	Town of Eden	Village of Eden	Fond du Lac County	Wisconsin
Total Population (1990)	1,037	610	90,083	4,891,769
Total Population (2000)	979	687	97,296	5,363,675
Total Population (2010)	1,028	875	101,633	5,686,986
Total Population (2020)	1,000	884	104,154	5,893,718
Total Population (2022)*	1,045	726	103,836	5,892,539
SEX AND AGE (2020)				
Male	50.2%	50.2%	49.5%	49.8%
Female	49.8%	49.8%	50.5%	50.2%
Under 5 years	2.3%	3.6%	5.3%	5.7%
5 to 9 years	3.6%	3.3%	6.1%	6%
10 to 14 years	6.5%	9.4%	6.2%	6.4%
15 to 19 years	4.4%	6.5%	6.2%	6.5%
20 to 24 years	6.1%	5.9%	6.3%	6.8%

25 to 34 years	6.2%	14.6%	11.5%	12.7%
35 to 44 years	10.9%	13.1%	12%	12.2%
45 to 54 years	16%	14.7%	13.2%	12.7%
55 to 59 years	11.2%	4.9%	7.8%	7.4%
60 to 64 years	11.3%	8.3%	7%	6.7%
65 to 74 years	16.1%	11.3%	10.6%	9.8%
75 to 84 years	3.9%	3.3%	5.4%	4.8%
85 years and over	1.3%	1.3%	2.4%	2.3%
Median Age (2020)	49.9	41	41.7	39.6

Source: US Census, *WIDOA Estimate

From year 1990 to 2020, the population for the Town of Eden decreased by approximately 4%. At the same time, the Village of Eden increased by 45%, while Fond du Lac County increased by 16% and the State increased by 20%. The Department of Administration estimated that in 2022 the population in the Town increased slightly since the 2020 census to 1,045, and the population of the Village had decreased to 726.

The age group with the highest population in the Town and Village is those 45 to 54 years old (16% and 14.7% respectively). The median age in 2020 was 49.9 in the Town, which is much higher than the County and State median age, and 41 in the Village, which is consistent with the County and State median age. Approximately 32.6% of the Town population is at or near retirement age (60+), which is much higher than the Village (24.2%), County (25.4%), and the State (23.6%).

Population projections allow a community to anticipate and plan for future growth needs. In 2013, the Wisconsin Department of Administration released population projections to 2040 for every municipality and county in Wisconsin. Between 2020 and 2040, the WIDOA projected the Town of Eden will increase by 75 people to a total population of 1075 (an increase of 8%), while the Village of Eden will increase by 266 people to a total population of 1,150 (an increase of 30%).

In addition, the WIDOA projects the population in Fond du Lac County will increase by 6% to 110,250 in 2040. These population predictions provide a valuable estimate of future growth, but WIDOA states that...

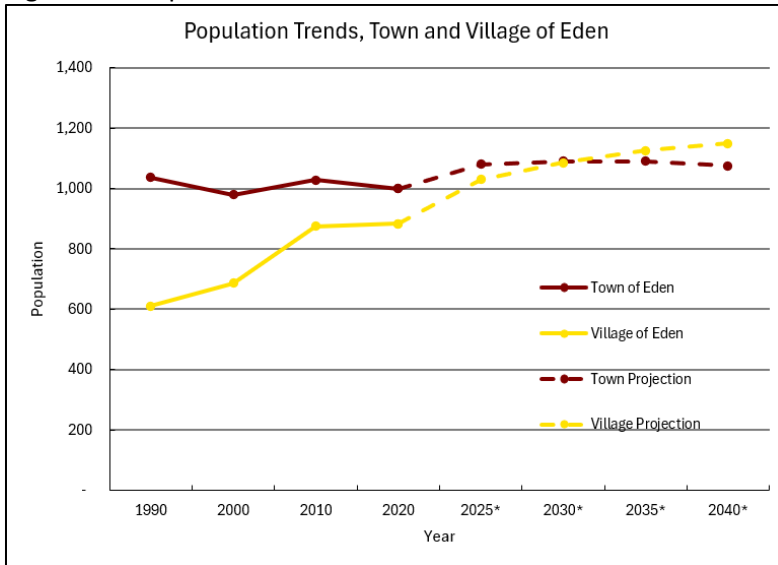
“Local geophysical conditions, environmental concerns, current comprehensive land use plans, existing zoning restrictions, taxation, and other policies influence business and residential location. These and other similar factors can govern the course of local development and have a profound effect on future population change were not taken into consideration in the development of these projections.”

Table 5.2: Population Projections

Population	Town of Eden	Village of Eden	Fond du Lac County	Wisconsin
Total Population (1990)	1,037	610	90,083	4,891,769
Total Population (2000)	979	687	97,296	5,363,675
Total Population (2010)	1,028	875	101,633	5,686,986
Total Population (2020)	1,000	884	104,154	5,893,718
Total Population (2023)*	1,030	901	103,498	5,951,400
WIDOA Projection				
Total Population (2025)	1,080	1,030	108,485	6,203,850
Total Population (2030)	1,090	1,085	110,590	6,375,910
Total Population (2035)	1,090	1,125	111,040	6,476,270
Total Population (2040)	1,075	1,150	110,250	6,491,635
Percent Growth (2020-2040)	8%	30%	6%	10%

Source: US Census, Projection WIDOA, *2023 WIDOA Estimate,

Figure 5.1: Population Trends



Source: US Census

5.2 HOUSING

This element provides a baseline assessment of the Town and Village of Eden current housing stock and covers all the information required under SS66.1001. Information includes past and projected number of households, age & structural characteristics, occupancy & tenure characteristics, and value & affordability characteristics. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future development and maintenance of housing in the Town and Village of Eden.

5.2.1 Households & Housing Units: Past, Present, and Future

In 2020, there were 374 households in the Town and 346 households in the Village of Eden, an increase of 17.6% and 56.5% since 1990. During the same period, total households increased by 28.3% and 36.8% for Fond du Lac County and the State, respectively. A concurrent trend over this same period is a decrease in the number of persons per household. In Eden, the number of persons per household decreased from 3.26 to 2.61 in the Town and from 2.76 to 2.31 in the Village. This trend can be attributed to smaller family sizes and increases in life expectancy and is expected to continue into the future. While future projections have their limitations, these numbers allow a community to begin to anticipate future land use needs.

Table 5.3: Households & Housing Units

Housing	Town of Eden	Village of Eden	Fond du Lac County	Wisconsin
Total Households (1990)*	318	221	32,644	1,822,118
Total Households (2000)	339	260	36,894	2,084,544
Total Households (2010)	384	337	40,697	2,279,768
Total Households (2020)	374	346	41,890	2,491,982
People per Household (1990)	3.26	2.76	2.76	2.68
People per Household (2000)	2.9	2.62	2.52	2.5
People per Household (2010)	2.67	2.6	2.41	2.43
People per Household (2020)	2.61	2.31	2.31	2.35
Housing Units (1990)**	327	227	34,548	2,055,774
Housing Units (2000)	344	303	39,271	2,321,144
Housing Units (2010)	403	349	43,919	2,624,358
Housing Units (2020)	414	357	45,338	2,727,726

Source: US Census,

*Total Households include any unit that is **occupied**.

Housing units are all those available, including occupied **and vacant units or seasonal units.

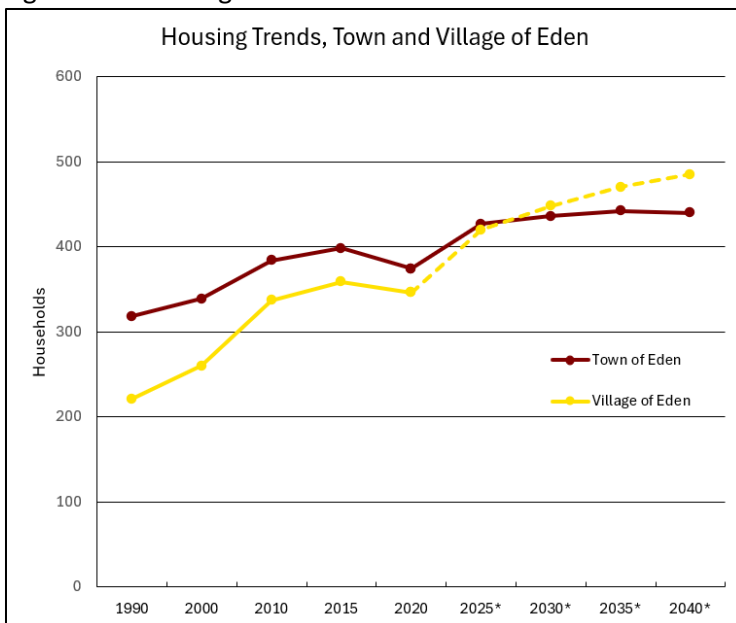
Household projections were derived using a report from the Wisconsin Department of Administration (2013). The WIDOA projected the Town of Eden total households will reach 440 by 2040, while the Village total households will increase to 485 by 2040, a much higher rate of increase. The WIDOA also projected that there will be 48,076 households in Fond du Lac County by the year 2040. These projections predict that the Town and Village may grow at a higher rate than the surrounding County and the State of Wisconsin.

Table 5.4: Projected Households

Household Projections	Town of Eden	Village of Eden	Fond du Lac County	Wisconsin
Total Households (2020)	374	346	41,890	2,491,982
Total Households (2025)	427	420	46,020	2,600,538
Total Households (2030)	436	448	47,419	2,697,884
Total Households (2035)	442	470	48,079	2,764,498
Total Households (2040)	440	485	48,076	2,790,322
Percent Growth (2020-2040)	18%	40%	15%	12%

Source: US Census, Projection WIDOA,

Figure 5.2: Housing Trends



Source: US Census, WI DOA

5.2.2 Age & Structural Characteristics

The age of a home is a simplistic measure for the likelihood of problems or repair needs. Older homes, even when well cared for, are generally less energy efficient than more recently built homes and are more likely to have components now known to be unsafe, such as lead pipes, lead paint, and asbestos products. Of Eden’s housing units, 37% of the Town’s units and 48% of the Village’s housing units were built before 1970. The percentage of older homes (60+ years) is less in the Town (30%) and slightly more in the Village (38%) than the County’s average of 36.3%.

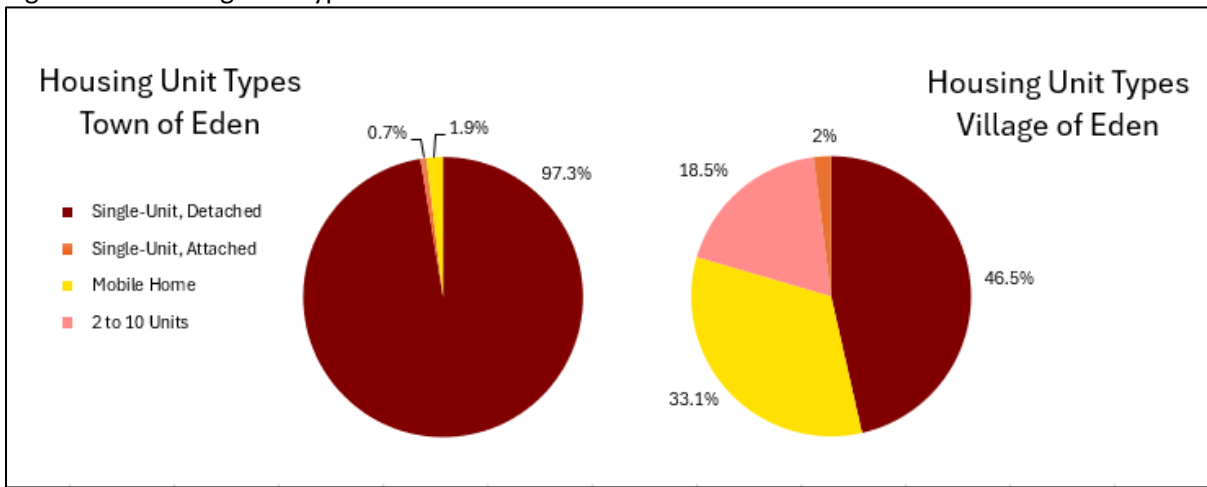
Table 5.5: Housing Age Characteristics

Year Structure Built	Town of Eden		Village of Eden	
	Number	Percent	Number	Percent
Built 1939 or earlier	74	21%	127	32%
Built 1940 to 1959	31	9%	23	6%
Built 1960 to 1969	26	7%	39	10%
Built 1970 to 1979	46	13%	59	15%
Built 1980 to 1989	26	7%	26	7%
Built 1990 to 1999	68	19%	41	10%
Built 2000 to 2009	62	18%	65	16%
Built 2010 or later	18	5%	16	4%
Total	351	100%	396	100%

Source: US Census, Town and Village of Eden

As of the 2020 Census, 97.3% of housing units in the Town and 46.5% of housing units in the Village were single-unit detached homes. Single-unit attached housing made up 0.7% of the housing in the Town and mobile homes made up the last 1.9% of housing. In the Village, single-unit attached homes made up 2% of housing, while mobile homes and 2-to-10-unit buildings made up 33.1% and 18.5% of housing, respectively.

Figure 5.3: Housing Unit Types



Source: US Census

5.2.3 Occupancy & Tenure Characteristics

According to the 2020 Census, the Town of Eden had 375 occupied housing units, while the Village had 3,358 occupied housing units. Of these, 89.3% in the Town and 71.4% in the Village were owner occupied. At the same time, in the Town there were 35 vacant housing units (8.5% of total units) and in the Village there were 17 vacant housing units (4.5% of total units). Economists and urban planners consider a vacancy rate of 5% to be the ideal balance between the interests of a seller and buyer, or landlord and tenant. While the Village has a close to optimal vacancy rate, the Town has a higher than optimal vacancy rate, reflecting either an oversupply of housing or a supply of housing that does not match the needs of those wishing to reside in the Town.

Table 5.6: Housing Occupancy Characteristics

Occupancy	Town of Eden		Village of Eden	
	2020 Number	2020 Percent	2020 Number	2020 Percent
Owner Occupied Housing Units	325	86.7%	291	81.3%
Renter Occupied Housing Units	50	13.3%	67	18.7%
Vacant Housing Units	35	8.5%	17	4.5%
Homeowner Vacancy Rate	-	0%	-	3.3%
Rental Vacancy Rate	-	19.0%	-	2.9%

Source: US Census, Town and Village of Eden

5.2.4 Cost of Housing Over Time

In 2020, the median value for a home in Eden was \$227,400 in the Town and \$126,100 in the Village, compared to \$220,800 for Fond du Lac County and \$286,394 for Wisconsin. The median value increased 24.5% from 2010 in the Town and 145.8% from 2010 in the Village; while the State increased 11.7% over the same period. The median monthly rent in Eden was \$963 in the Town and \$717 in the Village, compared to \$786 for the County and \$872 for Wisconsin.

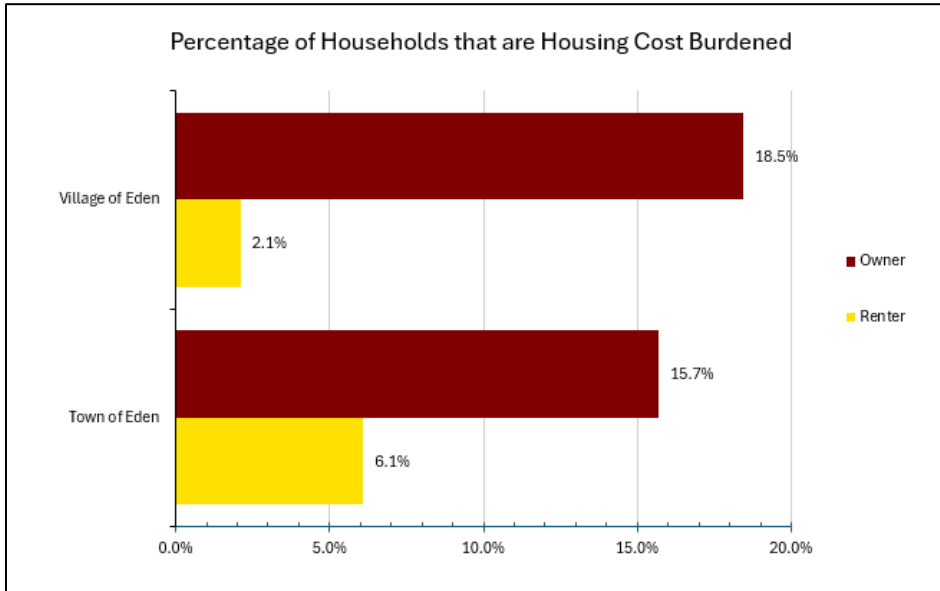
In Eden, affordable housing opportunities are often provided through the sale of older housing units located throughout the Town and Village. According to the U.S. Department of Housing and Urban Development (HUD), housing is generally considered affordable when the owner or renter's monthly costs do not exceed 30% of their total gross monthly income. Among households that own their homes, 15.7% of Town residents and 18.6% of Village residents exceeded the "affordable" threshold in year 2020. This figure is less for those renting their homes, as 6.1% of those in the Town and 2.1% in the Village spent over 30% of their income on rent, indicating that renting remains an affordable option for many. For owner-occupied homes with a mortgage, 43.9% of owners in the Town and 56.9% of owners in the Village spent less than 20% of their income on housing. 66.7% of renters in the Town and 35.1% of renters in the Village spent less than 15% of income on housing.

Table 5.7: Home Value and Rental Statistics over Time

Value of Owner-Occupied Units	Town of Eden		Village of Eden		Gross Rent for Occupied Units	Town of Eden		Village of Eden	
	2010	2020	2010	2020		2010	2020	2010	2020
Less than \$50,000	2.9%	0.9%	49.5%	38.5%	Less than \$500	16.7%	9.1%	0.0%	14.9%
\$50,000 to \$99,999	6.5%	2.7%	16%	4.9%	\$500 to \$999	66.7%	45.5%	100%	56.4%
\$100,000 to \$149,999	27%	17.7%	24.4%	19.4%	\$1,000 to \$1,499	16.7%	45.5%	0.0%	28.7%
\$150,000 to \$199,999	19.9%	21.9%	5.2%	20.6%	\$1,500 to \$1,999	0.0%	0.0%	0.0%	0.0%
\$200,000 to \$299,999	21.5%	32.9%	3.8%	15.4%	\$2,000 to \$2,499	0.0%	0.0%	0.0%	0.0%
\$300,000 to \$499,999	15.6%	14.1%	1.0%	0.8%	\$2,500 to \$2,999	0.0%	0.0%	0.0%	0.0%
\$500,000 to \$999,999	5.9%	9.0%	0.0%	0.0%	\$3,000 or more	0.0%	0.0%	0.0%	0.0%
\$1,000,000 or more	0.7%	0.9%	0.0%	0.4%	No cash rent	35.7%	17.5%	0.0%	5.0%
Median Value	\$182,600	\$227,400	\$51,300	\$126,100	Median Rent	\$825	\$963	\$680	\$717

Source: US Census, Town and Village of Eden

Figure 5.4: Housing Cost Burden



Source: US Census

5.3 TRANSPORTATION

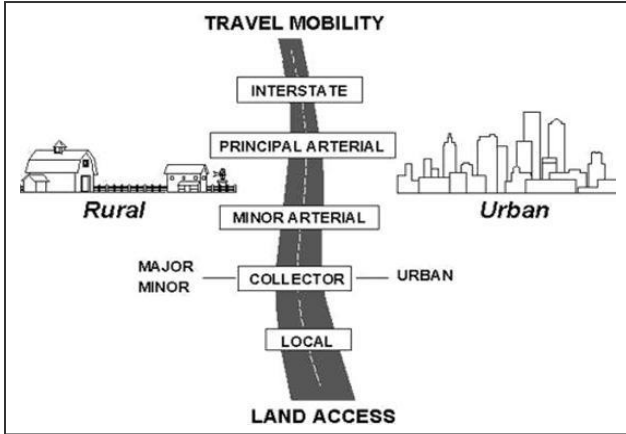
This element provides a baseline assessment of the Town and Village of Eden transportation facilities and covers all information required under SS66.1001. Information includes commuting patterns, traffic counts, transit service, transportation facilities for the disabled, pedestrian & bicycle transportation, railroad service, aviation service, trucking, water transportation, maintenance & improvements, and state & regional transportation plans. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future development and maintenance of transportation facilities in Eden.

5.3.1 Existing Transportation Facilities

Highways & the Local Street Network

All federal, state, county, and local roads are classified into categories under the “Roadway Functional Classification System.” Functional classification is the process by which the nation's network of streets and highways are ranked according to the type of service they provide. It determines how travel is "channelized" within the roadway network by defining the part that any road or street should play in serving the flow of trips through a roadway network. In general, roadways with a higher functional classification should be designed with limited access and higher speed traffic (*Refer to the Transportation Facilities Map*).

Figure 5.5: Functional Classifications



- **Arterials** –accommodate interstate and interregional trips with severe limitation on land access. Arterials are designed for high-speed traffic.
- **Collectors** – serve the dual function of providing for both traffic mobility and limited land access. The primary function is to collect traffic from local streets and convey it to arterial roadways. Collectors are designed for moderate speed traffic.
- **Local Roads** – provide direct access to residential, commercial, and industrial development. Local roads are designed for low-speed traffic.

Commuting Patterns

Table 5.8 shows commuting choices for resident workers over age 16. 91.5% of Town residents and 91.8% of Village residents commute to work by car. The average commute time for Eden residents is 22.1 minutes in the Town and 20.1 minutes in the Village which is on par with the overall average for the State of Wisconsin, 22 min. Similarly, the distribution of commuting times for residents of the Town and Village roughly follows the distribution of commuting times for the wider County and State.

Table 5.8: Commuting Methods

Commuting Methods, Residents 16 Years or Older	Town of Eden	Village of Eden
Total (Workers 16 Years or Over)	597	458
Car, Truck, Van (alone)	84.3%	85.2%
Car, Truck, Van (carpooled)	7.2%	6.6%
Public Transportation (including taxi)	0%	0%
Walked	5%	3.5%

Other Means	1%	1.5%
Worked at Home	2.5%	3.3%
Mean Travel Time to Work (minutes)	22.1	20.1

Source: US Census

Table 5.9: Resident’s Place of Work

Place of Work, Residents 16 Years or Older	Town of Eden	Village of Eden	Fond du Lac County
In County	411	285	34,868
Outside of County, but in WI	186	173	16,636
Outside of State	0	0	0
Total	597	458	51,504

Source: US Census

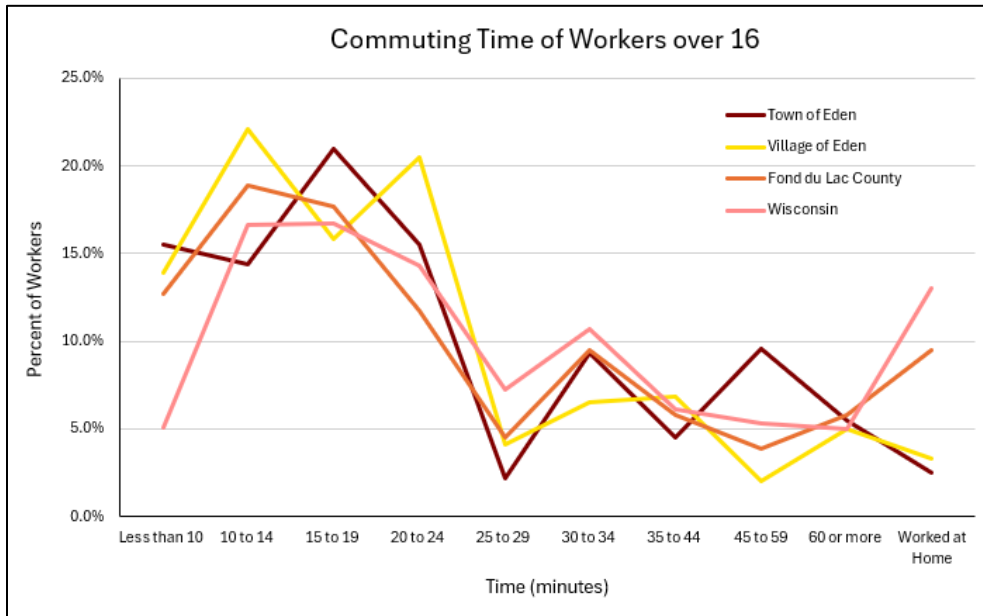
Traffic Counts

Annual Average Daily Traffic (AADT) counts are defined as the total volume of vehicle traffic in both directions of a highway or road for an average day. The AADT counts can offer indications of traffic circulation problems and trends and also provide justification for road construction and maintenance. WisDOT provides highway traffic volumes from selected roads and streets for all communities in the State once every three years. WisDOT calculates AADT by multiplying raw hourly traffic counts by seasonal, day-of-week, and axle adjustment factors. AADT for major roads with the Town and Village are provided on the Transportation Facilities Map (see Appendix).

Access Management & Safety

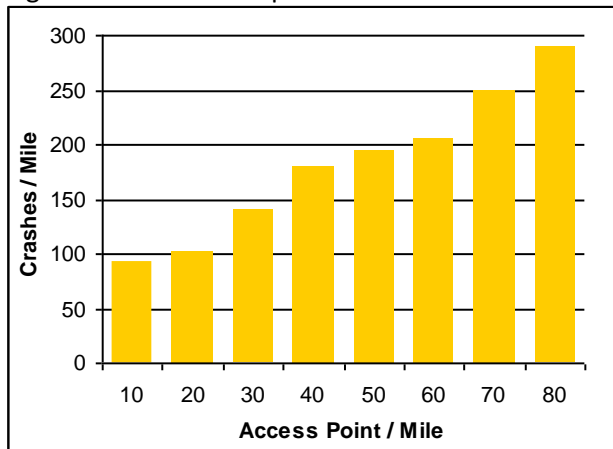
Studies show a strong correlation between 1) an increase in crashes, 2) an increase in the number of access points per mile, and 3) the volume of traffic at each access point. Simply put, when there are more access points, carrying capacity is reduced and safety is compromised.

Figure 5.6: Commuting Time



Source: US Census

Figure 5.7: Relationship Between Access Points and Crashes



The authority of granting access rights to roadways is ordinarily assigned based upon the functional classification of the roads. Arterials should fall under state jurisdiction, collectors under county jurisdiction, and local roads should be a local responsibility. Through implementation of its adopted *Access Management System Plan*, the WisDOT plans for and controls the number and location of driveways and streets intersecting state highways. In general, arterials should have the fewest access points since they are intended to move traffic through an area. Collectors and local roads should be permitted to have more access points since they function more to provide access to adjacent land.

It is estimated that a single-family home generates 9.5 trips per day (see Table 5.10). A trip is defined as a one-way journey from a production end (origin) to an attraction end (destination). On a local road, one new home may not make much difference, but 10 new homes on a road can have quite an impact on safety and mobility.

Table 5.10: Trip Generation Estimates

Land Use	Base Unit	Rates		
		AM Peak	ADT	ADT Range
Residential				
Single Family Home	per dwelling unit	0.75	9.55	4.31-21.85
Apartment Building	per dwelling unit	0.41	6.63	2.00-11.81
Condo/Town Home	per dwelling unit	0.44	10.71	1.83-11.79
Retirement Community	per dwelling unit	0.29	5.86	
Mobile Home Park	per dwelling unit	0.43	4.81	2.29-10.42
Recreational Home	per dwelling unit	0.3	3.16	3.00-3.24
Retail				
Shopping Center	per 1,000 GLA	1.03	42.92	12.5-270.8
Discount Club	per 1,000 GFA	65	41.8	25.4-78.02
Restaurant (high-turnover)	per 1,000 GFA	9.27	130.34	73.5-246.0
Convenience Mart w/ Gas Pumps	per 1,000 GFA		845.6	578.52-1084.72
Convenience Market (24-hour)	per 1,000 GFA	65.3	737.99	330.0-1438.0
Specialty Retail	per 1,000 GFA	6.41	40.67	21.3-50.9
Office				
Business Park	per employee	0.45	4.04	3.25-8.19
General Office Bldg	per employee	0.48	3.32	1.59-7.28
R & D Center	per employee	0.43	2.77	.96-10.63
Medical-Dental	per 1,000 GFA	3.6	36.13	23.16-50.51
Industrial				
Industrial Park	per employee	0.43	3.34	1.24-8.8
Manufacturing	per employee	0.39	2.1	.60-6.66
Warehousing	1,000 GFA	0.55	3.89	1.47-15.71
Other				
Service Station	per pump	12.8	168.56	73.0-306.0
City Park	per acre	1.59	NA	NA
County Park	per acre	0.52	2.28	17-53.4
State Park	per acre	0.02	0.61	.10-2.94
Movie Theatre	per movie screen	89.48	529.47	143.5-171.5
w/Matinee	Saturday	(PM Peak)		
Day Care Center	per 1,000 GFA	13.5	79.26	57.17-126.07

Source: Institute of Transportation Engineers (ITE). Trip Generation.

5.3.2 Additional Modes of Transportation

Transit Service

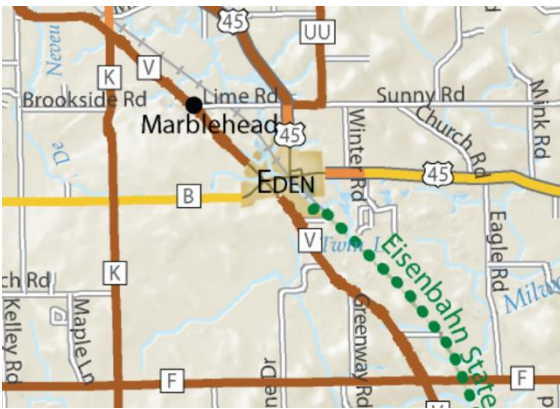
Currently no bus service exists within the Town or Village of Eden. Greyhound Lines makes stops in Fond du Lac (approximately 7 miles from Eden), should residents wish to make a long-haul trip by bus.

Transportation Facilities for the Elderly or Disabled

Fond du Lac County Senior Services provides transportation for elderly and disabled citizens. Service for the Elderly is provided to all those aged 60 years and older. For those with mobility challenges, the Handi-Van Service provides lift-equipped transportation to individuals of any age. And for medical services, the Escort Service provides transportation to frail and elderly people.

Pedestrian & Bicycle Transportation

Figure 5.8: Bicycling Conditions



Walkers and bikers currently use the Village’s existing trails, roadways, and sidewalks, although sidewalks are not available in portions of the Town and Village. The WisDOT maintains a map of bicycling conditions for Fond du Lac County. These maps have been recently updated using 2020 traffic and roadway data. Figure 5.8 displays the portion of the map for the Plan Area. Brown routes indicate best conditions for cycling, orange routes indicate moderate conditions for cycling, and yellow routes indicate unfavorable conditions for cycling. Green routes indicate dedicated bike trails, including the Eisenbahn trail.

In addition, the Eisenbahn State Trail extends through the Town and Village of Eden. The 25-mile county-operated trail, built on a former railroad, begins in West Bend, and traverses through the glacial landscape of the Kettle Moraine State Forest. The trail passes through the communities of West Bend, Kewaskum and Campbellsport, ending in Eden at the village park. The Fond du Lac County Comprehensive Plan and Comprehensive Outdoor Recreation Plan (CORP) identify a future extension of the Eisenbahn Trail into the City of Fond du Lac through a connection to the Prairie Trail.

The Wisconsin Bicycle Facility Design Handbook, available online, provides information to assist local jurisdictions in implementing bicycle-related improvements. It provides information that can help to determine if paved shoulders are necessary. In addition, WisDOT is in the process of updating the Wisconsin Bicycle Transportation Plan and Wisconsin Pedestrian Policy Plan and combining them into the Wisconsin Active Transportation Plan 2050, which is a statewide long-range plan designed to evaluate current active transportation opportunities and needs and shape future policies and actions.

Railroad Service

Wisconsin’s rail facilities are comprised of four major (Class 1) railroads, three regional railroads, and four local railroads. Freight railroads provide key transportation services to manufacturers and other industrial firms. Over time, the amount of Wisconsin track-miles owned by railroads has declined, due largely to the consolidation of railroad operators and the subsequent elimination of duplicate routes. A freight rail line runs through the Town and Village of Eden, traveling north to Fond du Lac.

Figure 5.9: Eisenbahn State Trail

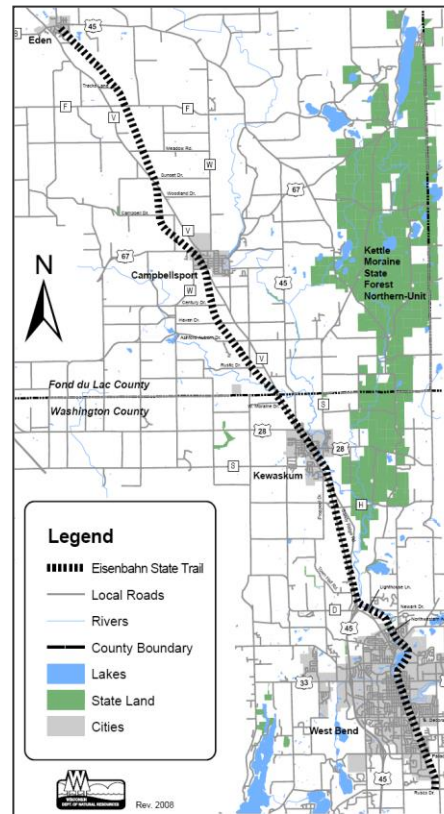


Figure 5.10: Proposed Midwest Regional Rail System



Amtrak operates two passenger trains in Wisconsin: the long-distance Empire Builder operating from Chicago to Seattle and Portland, with six Wisconsin stops (include Tomah); and the Hiawatha Service that carries about 470,000 people each year on seven daily roundtrips in the Chicago-Milwaukee corridor. WisDOT has been studying ways in which passenger rail could be expanded. Currently, the nearest Amtrak station is in the City of Columbus, approximately 40 miles from Eden.

Aviation Service

As of 2010, the Wisconsin State Airport System is comprised of 97 publicly owned, public use airports, of which eight are commercial service airports, and five privately owned, public use airports. The closest commercial service airport to Eden is the Appleton International Airport (ATW/KATW) in Appleton, Wisconsin, about 50 miles away. The closest general aviation airport is the Fond du Lac County Airfield, 11

miles away in the city of Fond du Lac. General aviation airports are smaller and used for non-commercial travel, such as crop spraying, private or corporate planes, and air taxis. Commercial service airports, however, tend to have more facilities and amenities available and are served by major airlines.

For the 12-month period ending September 27, 2023, the Fond du Lac County Airfield had 63,200 aircraft operations, which averages to about 173 operations per day. For the 12-month period ending March 2024, Appleton International Airport had 40,877 aircraft operations, with about a dozen commercial operations daily.

Trucking

The trend toward less freight movement by rail and air has led to an increase in the trucking industry. Currently, trucks carry almost a third of all U.S. freight by weight and represent a crucial aspect of the nation’s economy and supply chain. Local and regional freight is trucked through the Eden using STH 45 and CTH B.

5.3.3 Maintenance & Improvements

Responsibility for maintaining and improving roads should ordinarily be assigned based on their functional classification. Arterials should fall under state jurisdiction, collectors under county jurisdiction, and local roads should be a local responsibility.

The WisDOT Connect 2050 Vision Plan is the statewide long-range multimodal transportation plan, combining six different aspects of transportation into a comprehensive guide to building an efficient transportation within the state and beyond. As part of this plan, WisDOT implements a Highway Improvement Program that updates every six years and publishes a list of future projects.

The current WisDOT *Six Year Improvement Plan* runs from 2023 to 2028 and lists 12 projects located within Fond du Lac County (see Table 5.11 below).

Pavement Surface Evaluation & Rating

Every two years, municipalities and counties are required to provide WisDOT with a pavement rating for the physical condition of each roadway under their jurisdiction. The rating system is intended to assist the Village in planning for roadway improvements and to better allocate its financial resources for these improvements. During the inventory, roadways in the Village are evaluated and rated in terms of their surface condition, drainage, and road crown. Paved roads are rated from 1 to 10 (10 being the best), and gravel roads are rated from 1 to 5 (5 being the best).

Table 5.11: WI DOT 6 Year Improvement Plan

Year	Route	Title	Project Limit	Miles	Estimate	Project Description
2023	IH 041	FOND DU LAC - OSHKOSH	TOWN LINE ROAD OVERPASS	0.002	\$750,000 - \$999,999	CONST/BRRHB B-20-0060 R/W - NO
2023	STH 026	ROSENDALE- OSHKOSH	STH 23 - CTH FF	0	\$1,000,000 - \$1,999,999	CONST/BRIDGE REPLACE B-20-0239
2023	STH 044	FAIRWATER- BRANDON	WCL-STH 49	3.618	\$1,000,000 - \$1,999,999	CONST OPS/PSRS
2023	USH 045	KEWASKUM-EDEN	MILWAUKEE RIVER BRIDGE	0	\$750,000 - \$999,999	CONST OPS/BRIDGE REPLACEMENT
2024	USH 045	FOND DU LAC- OSHKOSH	SCOTT STREET-NCL	7.42	\$4,000,000 - \$4,999,999	CONST OPS/RSRF
2024	USH 045	FOND DU LAC- OSHKOSH	SCOTT STREET-NCL	7.35	\$0 - \$99,999	EX- DRAINAGE CORRECTION PLACEHOLDER
2025	IH 041	FOND DU LAC- OSHKOSH	CTH D-STH 26	15.819	\$25,000,000 - \$29,999,999	CONST OPS/RESURF
2026	STH 049	BRANDON-RIPON	WVL BRANDON- STH 23	8.96	\$4,000,000 - \$4,999,999	CONST/RESURFACE
2027-2028	IH 041	FOND DU LAC - OSHKOSH	USH 151 - CTH D	2.269	\$1,000,000 - \$1,999,999	CONST OPS/PSRS
2027-2028	IH 041	FOND DU LAC - OSHKOSH	USH 151 - CTH D	2.269	\$4,000,000 - \$4,999,999	CONST OPS/PSRS
2027-2028	USH 151	WAUPUN - FOND DU LAC	SCL - CTH D	13.77	\$6,000,000 - \$6,999,999	CONSTR OPS/PSRS
2027-2028	VAR HWY	C FOND DU LAC, VARIOUS HIGHWAYS	HWY23/45/151 CURB RAMP IMPROVEMENTS	2.056	\$3,000,000 - \$3,999,999	PER WISDOT ADA TRANS PLAN 393 RAMPS

Source: WIDOT Six Year Highway Improvement Plan, Fond du Lac County

5.3.4 State & Regional Transportation Plans

Figure 5.11: Transportation Plans & Resources



Source: WisDOT Connect 2050

WisDOT’s Connect 2050 plan is a comprehensive, long-range, multimodal transportation plan that integrates seven different aspects of the state’s transportation infrastructure. These include the State Freight Plan, the Strategic Highway Safety Plan, the State Rail Plan, the Pedestrian Policy Plan, the Bicycle Transportation Plan, the Transportation Asset Management Plan, and the State Airport System Plan. The comprehensive plan does not outline specific actions or policies, but instead presents goals and objectives that will universally influence the entire transportation system. Implementation is done through various supporting reports and plans, such as the Six-Year Highway Improvement Program, that take the objectives found in Connect 2050 and translate them into specific actions or policies.

5.4 AGRICULTURAL, NATURAL & CULTURAL RESOURCES

This element provides a baseline assessment of the Town and Village of Eden’s agricultural, natural, & cultural resources and covers all the information required under SS66.1001. Information includes productive agricultural areas, a natural resource inventory, and a cultural resource inventory. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future development and maintenance of agricultural, natural, & cultural resources in Eden.

5.4.1 Agricultural Resource Inventory

The following section details some of the important agricultural resources in the Plan Area and Fond du Lac County. The information comes from a variety of resources including the U.S. Census, U.S. Census of Agriculture, and the Fond du Lac County Land & Water Conservation Department. Several other relevant plans exist and should be consulted for additional information:

- Fond du Lac County Land and Water Resource Management Plan, 2018 -2028
- Fond du Lac County 2021 Farmland Preservation Plan
- NRCS Soil Survey of Fond du Lac County, 2006

Geology and Topography

There are two main types of bedrock under Fond du Lac County: the older crystalline rock such as granite and the younger sedimentary rocks such as dolomite, sandstone and shale. In some places, this bedrock appears at the surface, as does the dolomite of the Niagara Escarpment and the sandstone and granite at the western edge of the county. In most parts of the county, however, the bedrock is covered with unconsolidated overburden consisting of sand, gravel and clay. This overburden was left by the Pleistocene glaciers last seen in Wisconsin about 10,000 years ago, and it ranges in thickness from several feet to several hundred feet. In some places, this overburden is well sorted; for example, the several hundred feet of clay deposited by the glacial lakes, or the sand and gravel found in kames and eskers. As the glaciers advanced and withdrew, the various stages left deposits which, in combination with the bedrock formation, form the county’s major topographic feature. Glacial moraines and other deposition features such as drumlins, kames and eskers form the hills and valleys of the eastern half of the county.

The Niagara Escarpment forms the high ridge, which runs just east of Lake Winnebago and swings southwest past Oakfield. The low, flat area around Lake Winnebago was the bed of a large glacial lake. The gently rolling topography of the western part of the county is mostly ground moraine, and the ridges and outcrops near Ripon and Fairwater are bedrock controlled. Lake Winnebago and the Horicon Marsh are part of a long broad valley carved by a lobe of the glacier in the relatively soft shale bedrock previously found there.

The Niagara Escarpment

Over half of Fond du Lac County is covered by the Niagara Escarpment, which has emerged as a statewide critical natural resource area in recent years due to its unique geology, the presence of rare plants and animals, sensitivity to groundwater contamination, and growing development pressure. The Niagara escarpment is part of a larger formation called the Niagara cuesta (i.e. the Niagara upland). A cuesta is a persistent ridge with a gentle slope on one side and a steep slope (the escarpment) on the other. The escarpment’s composition consists mainly of highly fractured

dolomitic limestone. Below the dolomitic limestone exists a rather impervious layer of Maquoketa Shale which is comprised of remnants of organic materials. This layer of material is unique in that it serves as a 'confining unit' which prevents nearly all vertical movement of groundwater between the surface (Niagara Dolomite) formation and the underlying Galena-Platteville formations.

The Niagara Escarpment corridor is also unique due to its scenic vistas, significant archeological sites, and unique and potentially endangered plant and animal species. Recent studies, for example, have found several rare snail species as well as red and white cedar trees over 1,000 years old.

In 2020, Fond du Lac County, with the assistance of the East Central Wisconsin Regional Planning Commission, prepared a study to explore the development a greenway along the 36-mile Niagara Escarpment corridor, which includes area in both the Town and Village of Eden. This Greenway is envisioned to create a well-connected - yet often interrupted- functionally protected greenspace corridor along its portion of the Niagara Escarpment geologic formation. The goals of the study were to inventory all known geologic, environmental, and cultural GIS data of features in the corridor, prepare analysis maps to identify priority protection areas, and provide recommendations for continued planning for the Greenway.

Soils

The soil in the Town and Village of Eden supports the physical base for development and agriculture. Knowledge of soil limitation and potential difficulties of soil types is important in evaluating land use proposals such as residential development, utility installation, and other various projects. Also, crop production capabilities can be determined through soil characteristics within the agricultural portions of the community. Severe soil limitations do not necessarily indicate areas that cannot be developed, but rather indicate more extensive construction measures must be taken to prevent environmental and property damage. According to the Fond du Lac County (1973), four major soil associations are present within the Eden Area:

Theresa-Pella-Lamartine Association: This soil association comprises about 50% of the Town's area and about 75% of the Village's, present in the northern and western portions of both communities. This association is mainly on a ground moraine consisting of calcareous loam glacial till. These soils can be well or poorly drained and are moderately to steeply sloped. These soils are easy to farm, however, erosion and wetness are the main limitation.

Fox-Casco Association: This soil association encompasses about 30% of the town and 25% of the Village and is in the east central portion of the Eden area. This association occupies outwash plains and terraces and are nearly level to gently sloping. These soils are well drained, loamy and moderately permeable. These soils are used mainly for crops with drought and erosion being the main limitations.

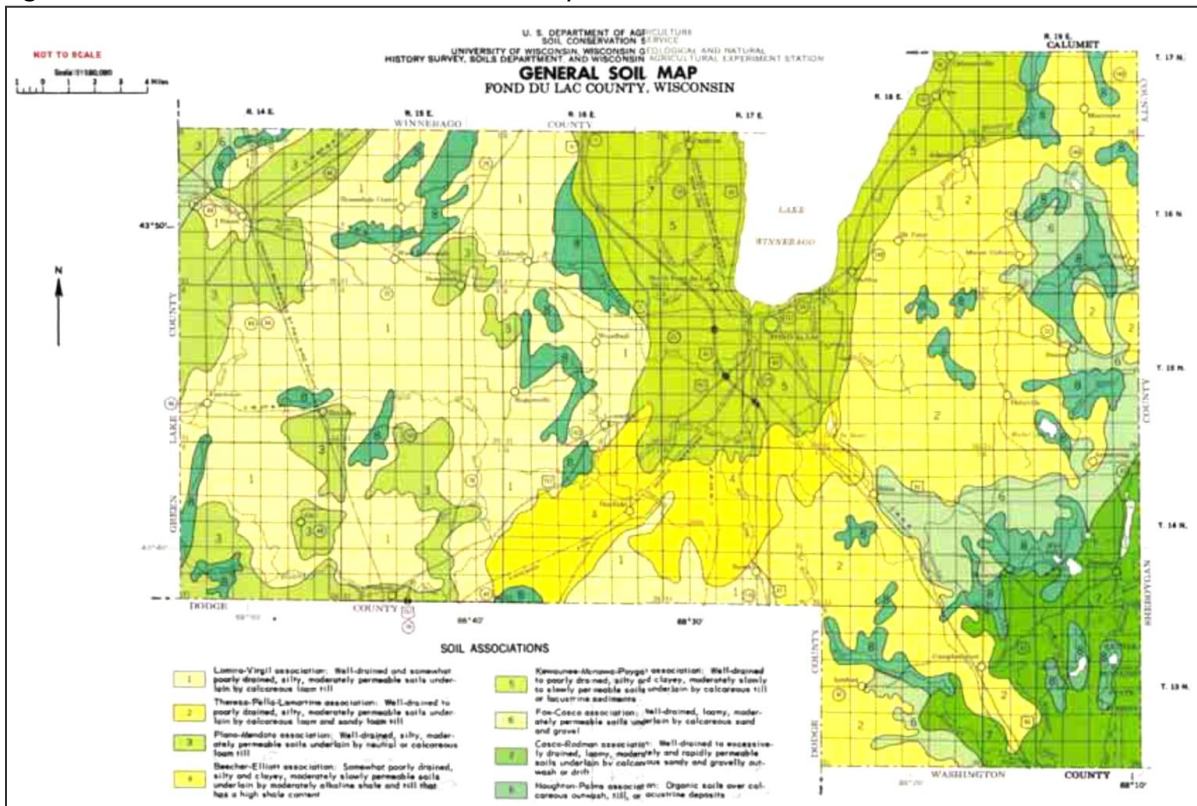
Beecher-Elliott Association: This soil association comprises approximately 10% of the town's area and is located in the far northwest of the town, below the Niagara escarpment. This association occupied a ground moraine of calcareous clay loam to silty clay glacial till that has a high shale content. The landscape includes nearly level to moderately steep uplands, and nearly level depressions, waterways, and lowlands. This association does not have a well-defined drainage pattern. The soils are poorly drained, with high silt and clay content, and moderately to slowly permeable.

Houghton-Palms Association: This soil association is in two distinct areas of the town (west-central and south-west locations) and comprise approximately 10% of the town area. This association occupies large, nearly level depressions and wetland areas and is formed from fibrous plant remains. These soils are poorly drained and subject to ponding. With improved drainage this association can be used for crops. Residential development is not suitable in these areas.

Productive Agricultural Areas

The Eden Prime Soils Map depicts the location of prime farmland. The “prime farmland” designation indicates Class I or II soils. These class designations refer to the quality of soils for growing crops and are based on Natural Resource Conservation Service (NRCS) classifications. Class I soils are the best soils in Fond du Lac County for growing all crops. Class II soils are also very good agricultural soils; however, they may be prone to wetness and are therefore less desirable than Class I soils. It should be noted that not all prime farm soils are used for farming; some have been developed with residential or other uses. The “prime farmland” designation simply indicates that these soils are good for productive farming. Figure 5.12 displays the General Soil Types for Fond du Lac County.

Figure 5.12: General Soils of Fond du Lac County



Farming Trends

Most farming data is not collected at the township or municipal level. However, assumptions can be made based on data collected at the County level. Table 5.12 provides information on the number and size of farms in Fond du Lac County from 2007 to 2022.

The county is between two major industrial concentrations in the state; the Fox River Valley to the north, one of the fastest-growing development areas in Wisconsin, and the Milwaukee area to the

south. Therefore, it lies in the path of expanding urbanization pressures. Agriculture remains a major land use within the county and is expected to retain that role for years to come even as development continues to encroach and put pressure on the county’s natural resources (Source: Fond du Lac County Land and Water Resource Management Plan, 2018 -2028).

Both the acreage of farmland and the total number of farms have decreased since 2007, by 8% and 29%, respectively. At the same time, the average size of farms has increased 30%. The Agricultural Census defines a farm as any place from which \$1,000 or more of agricultural products were produced, and sold, during a year. Today many “farms” or “farmettes” qualify under this definition but few are the traditional farms that people think of: 80 plus acres with cattle or dairy cows. These farmettes are typically less than 40 acres, serve niche markets, and produce modest agricultural goods or revenue. Figure 5.13 illustrates how the number of smaller farms, under 50 acres has generally risen since 2007. As of 2022, almost a fourth of Fond du Lac County farms were between 10 and 49 acres in size.

Table 5.12: Farms and Land in Farms 2007-2022

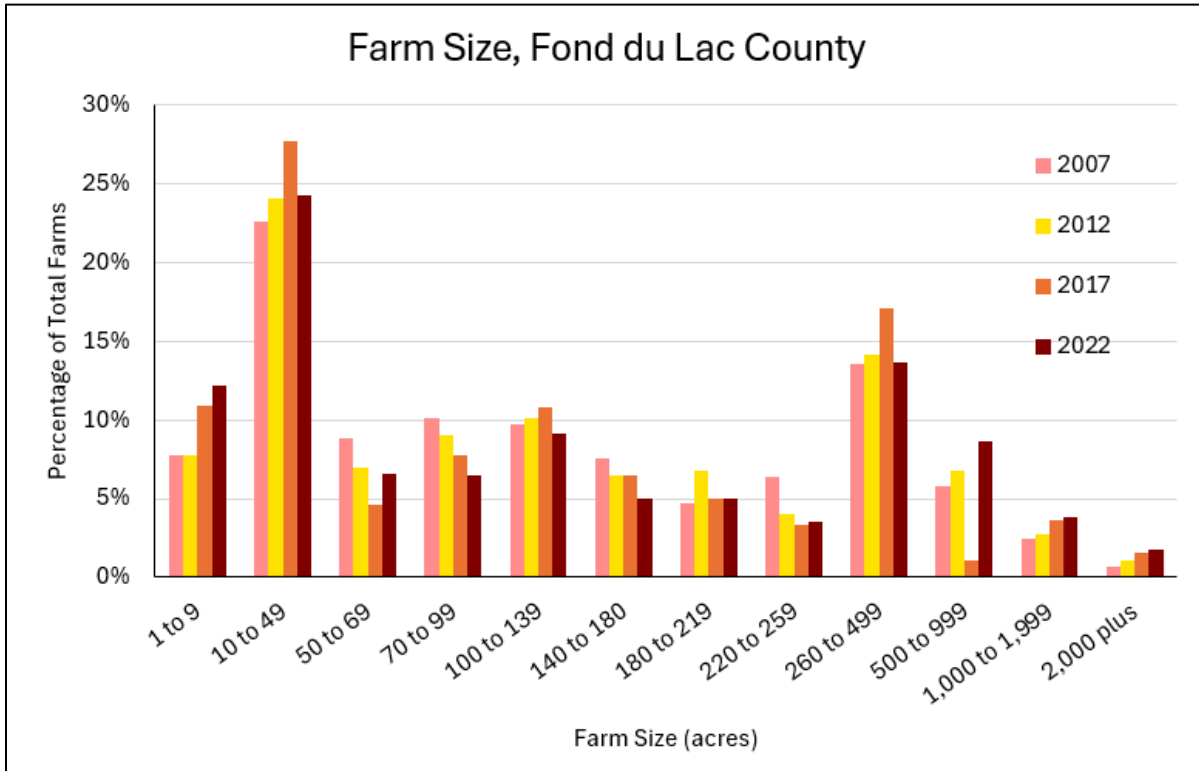
Farms and Land in Farms	Fond du Lac County 2007	Fond du Lac County 2012	Fond du Lac County 2017	Fond du Lac County 2022	Percent Change 2007-2022
Number of Farms	1,643	1,399	1,244	1,163	-29%
Land in Farms (acres)	335,745	315,553	317,371	308,888	-8%
Average Size of Farms (acres)	204	226	255	266	30%
Market Value of Land and Buildings					
Average per Farm	\$721,664	\$1,128,100	\$1,855,960	\$2,090,261	190%
Average per Acre	\$3,532	\$5,001	\$7,275	\$7,870	123%

Source: US Census of Agriculture, Fond du Lac County

The number of farms with 140 to 499 acres has generally decreased, while the number of larger farms over 500 acres has increased. This is likely due to farm consolidation, which occurs when older traditional farms expand to stay afloat in the agricultural economy. Regardless of size, all farms are important to the local agricultural economy.

Table 5.13 displays the number of farms by NAICS (North American Industrial Classification System) for Fond du Lac County and Wisconsin, as reported for the 2022 Census of Agriculture. The largest percentage of farms in Fond du Lac County is in the “Oilseed and Grain” category, followed by the “Sugarcane, hay, and all other” category. The farms in Fond du Lac County are much more concentrated in “Oilseed and Grain” than throughout the rest of the state, but the rest of the categories in Fond du Lac follow the same general trends as those of Wisconsin.

Figure 5.13: Farm Size 2007-2022, Fond du Lac County



Source: US Census of Agriculture

Table 5.13: Number of Farms by NAICS

Types of Farms by NAICS	Fond du Lac County, 2022		Wisconsin, 2022	
	Number of Farms	Percentage of Farms	Number of Farms	Percentage of Farms
Oilseed and grain (1111)	474	41%	16,685	29%
Vegetable and melon (1112)	31	3%	1,596	3%
Fruit and tree nut (1113)	21	2%	1,638	3%
Greenhouse, nursery, and floriculture (1114)	21	2%	1,750	3%
Tobacco (11191)	0	0%	23	0%
Cotton (11192)	0	0%	0	0%
Sugarcane, hay, and all other (11193, 11194, 11199)	244	21%	13,463	23%
Beef cattle ranching (112111)	107	9%	8,367	14%
Cattle feedlots (112112)	28	2%	830	1%
Dairy cattle and milk production (11212)	140	12%	5,319	9%
Hog and pig (1122)	2	0%	591	1%
Poultry and egg production (1123)	25	2%	1,937	3%
Sheep and goat (1124)	16	1%	1,619	3%
Animal aquaculture and other animal (1125, 1129)	54	5%	4,703	8%
Total	1,163	1	58,521	1

Source: US Census of Agriculture

5.4.2 Natural Resource Inventory

Natural resources are an important determinant of the potential use of land and the management and preservation of these resources is important in sustaining the quality of life and rural character of Eden and the surrounding area. The following section details some of the important natural resources in the Plan Area and Fond du Lac County. The information comes from a variety of resources including the Wisconsin Department of Natural Resources and the Fond du Lac County Land & Water Conservation Department. Information on local and regional parks is explored in the Utilities and Community Facilities Element. Several other relevant plans exist and should be consulted for additional information:

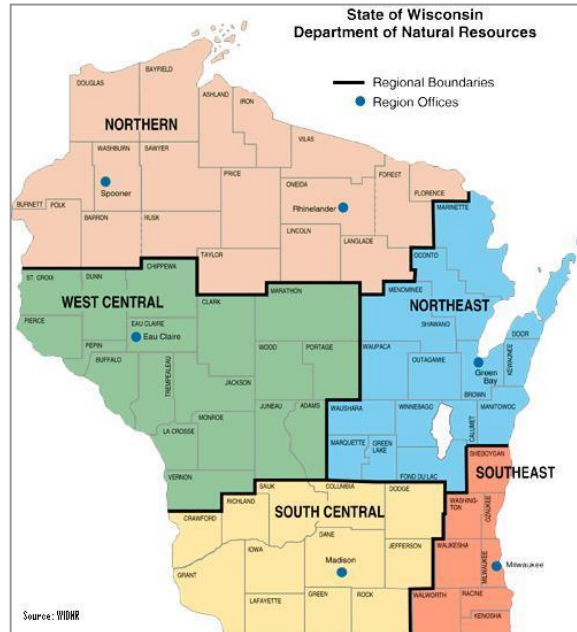
- Fond du Lac County Land and Water Resource Management Plan, 2018-2028
- Fond du Lac County 2021 Farmland Preservation Plan
- NRCS Soil Survey of Fond du Lac County, 2006
- Fond du Lac County Shoreland Zoning Ordinance
- Upper Fox River Basin Report, summary info from 2010, volunteer monitoring report form 2023
- Milwaukee River Basin Report, 2001
- Sheboygan River Basin Report, 2001
- Wisconsin Statewide Comprehensive Outdoor Recreation Plan, 2019-2023
- Wisconsin DNR Legacy Report, 2006

The Fond du Lac County Land and Water Resource Management Plan identified seven main resource concerns for Fond du Lac County, including:

- 1) Preserve, protect and keep in production agricultural lands;
- 2) Conserve and protect the integrity of environmental, scenic, cultural and historical resources;
- 3) Encourage urban development that is consistent with the preservation of agricultural lands;
- 4) Promote a land use pattern for the efficient and cost-effective provision of public facilities with surrounding towns and with the county;
- 5) Encourage the development of recreational areas;

Figure 5.14: WIDNR Regions

Fond du Lac County is in the Northeast Region of the WIDNR. In an effort to put potential future conservation needs into context, the Natural Resources Board directed the Department of Natural Resources (DNR) to identify places critical to meet Wisconsin's conservation and outdoor recreation needs over the next 50 years. In 2002, after a three-year period of public input, the WIDNR completed the Legacy Report. The final report identifies 229 Legacy Places and 8 Statewide Needs and Resources. The Report identifies nine criteria that were used to identify the types or characteristics of places critical to meeting Wisconsin's conservation and outdoor recreation needs. The nine criteria were:



1. **Protect the Pearls** (protect the last remaining high quality and unique natural areas).
2. **Protect Functioning Ecosystems in Each Part of the State** (protect representative, functional natural landscapes that help keep common species common).
3. **Maintain Accessibility and Usability of Public Lands** (protect land close to where people live and establish buffers that ensure these lands remain useable and enjoyable).
4. **Think Big** (protect large blocks of land).
5. **Ensure Abundant Recreation Opportunities** (provide a wide range of outdoor recreation opportunities).
6. **Connect the Dots** (link public and private conservation lands through a network of corridors).
7. **Protect Water Resources** (protect undeveloped or lightly developed shorelands, protect water quality and quantity, and protect wetlands).
8. **Promote Partnerships** (leverage state money and effort through partnerships with other agencies and organizations).
9. **Diversify Protection Strategies** (where feasible, utilize options other than outright purchase to accomplish conservation and recreation goals).

The 229 Legacy Places range in size and their relative conservation and recreation strengths. They also vary in the amount of formal protection that has been initiated and how much potentially remains. The Legacy Places are organized in the report by 16 ecological landscapes, shown in Figure 5.15

(ecological landscapes are based on soil, topography, vegetation, and other attributes). Fond du Lac County is located within the Southeast Glacial Plains.

Figure 5.15: WIDNR Ecological Landscapes

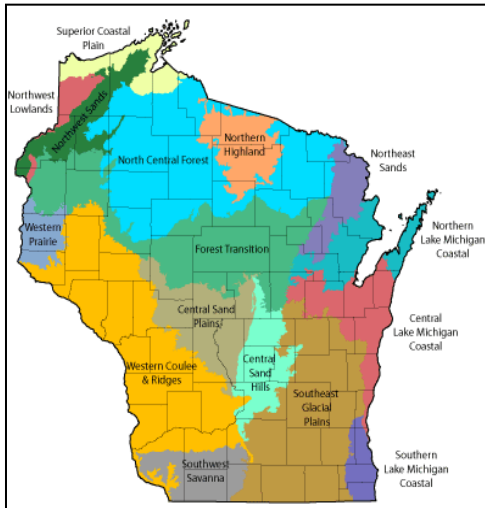


Figure 5.16: Legacy Places, Fond du Lac County

The eight Legacy Places identified in (or partly within) Fond du Lac County are:

- (CD) Campbellsport Drumlins
- (GH) Glacial Habitat Restoration Area
- (HM) Horicon Marsh
- (KM) Kettle Moraine State Forest
- (MI) Milwaukee River
- (NE) Niagara Escarpment
- (SY) Sheboygan River Marshes

(Source: WIDNR Legacy Report)

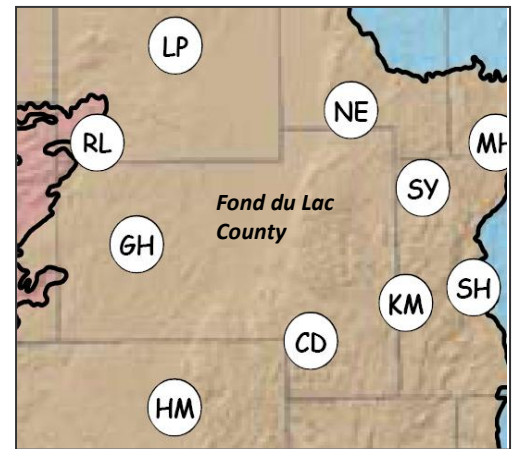


Figure 5.17: Campbellsport Drumlins (William C Alden 1919)



The Campbellsport Drumlins

Drumlins are elongated hills which were formed under the advancing ice during the last Ice Age and tend to occur in clusters, known as drumlin fields. In most glacial regions of the world, drumlins are rare and unusual glacial features. Wisconsin contains the largest concentration of drumlins (about 5,000) anywhere in the world. The greatest number can be found in Dodge and Fond du Lac Counties. The Campbellsport Drumlins (see figure 5.17) are unusual as they are very tall and rounded with steep sides. Because of their unique shape and clustering, they have been recognized to be included in the Ice Age Scientific Reserve. (Source: WiDNR)

Groundwater

Groundwater is the only source of drinking water in the Plan Area. It is a critical resource, not only because it is used by residents as their source of water, but also because rivers, streams, and other surface water depend on it for recharging. Groundwater contamination is most likely to occur where fractured bedrock is near the ground's surface, or where only a thin layer of soil separates the ground surface from the water table. According to the WiDNR Susceptibility to Groundwater Contamination Map (not pictured), the Plan Area generally ranks high to high-medium for susceptibility to groundwater contamination. Susceptibility to groundwater contamination is determined based on five physical resource characteristics: Bedrock Depth, Bedrock Type, Soil Characteristics, Superficial Deposits, Water Table Depth. Most soils within Eden have either high permeability or consist of a thin layer of soil over fractured bedrock. In addition, there are many areas throughout the Plan area where groundwater is high.

Groundwater can be contaminated through both point and non-point source pollution (NPS). The Environmental Protection Agency defines NPS as "Pollution which occurs when rainfall, snowmelt, or irrigation runs over land or through the ground, picks up pollutants, and deposits them into rivers, lakes, and coastal waters or introduces them into ground water." And point source pollution as: "Sources of pollution that can be traced back to a single point, such as a municipal or industrial wastewater treatment plant discharge pipe."

According to the EPA, NPS pollution remains the Nation's largest source of water quality problems and is the main reason why 40% of waterways are not clean enough to meet basic uses such as fishing or swimming. Failing waste disposal systems, abandoned and active landfills, agriculture, quarries and

other land uses can directly contaminate groundwater within the Eden area. Potential groundwater drawdown impacts (cones of depression) on private wells being sited near the City of Fond du Lac are an additional concern. In general, areas that are most susceptible to contaminating groundwater by NPS pollution include:

- An area within 250ft of a private well or 1000ft of a municipal well
- An area within the Shoreland Zone (300ft from streams, 1000ft from rivers and lakes)
- An area within a delineated wetland or floodplain
- An area where the soil depth to groundwater or bedrock is less than 2 feet

Stream Corridors

Wisconsin is divided into three major River Basins each identified by the primary waterbody into which the basin drains (Figure 5.18). Surface waters in Fond du Lac County drain either to the Mississippi River Drainage Basin or the Lake Michigan Drainage Basin. In Fond du Lac County these two major drainage basins are comprised of five different DNR Management Basins which are made up of 13 major watersheds. The Beaver Dam Watershed, The Upper Rock River Watershed, and The East Branch of the Rock River are all part of the Rock River Basin. The Rock River Basin is the only basin in Fond du Lac County that drains to the Mississippi River Basin. Each WMU is further subdivided into one or more of Wisconsin's 334 Watersheds. A watershed can be defined as an interconnected area of land draining from surrounding ridge tops to a common point such as a lake or stream confluence with a neighboring watershed. The Village of Eden is located wholly within the Upper Fox Watershed, while the Town of Eden is split between the Upper Fox Watershed, the Sheboygan Watershed and the Milwaukee River Watershed.

In 2023, the WIDNR released the State of the Upper Fox River Basin Report, the State of the Milwaukee River Basin Report, and the Sheboygan River Basin Report. The goal of the reports is to inform basin residents and decision-makers about the status of their resource base so that they can make informed, thoughtful decisions that will protect and improve the future state of the Upper Fox River Basin.

The Upper Fox River Basin Report indicates that the top four priority issues for the Basin within Fond du Lac County are:

- Nutrients (i.e., phosphorus and nitrogen) and sediment loading to surface waters from agricultural and urban sources.
- Threat of groundwater contamination.
- Disproportionate use of fertilizers and pesticides in urban communities.
- Wildlife habitat destruction and fragmentation.

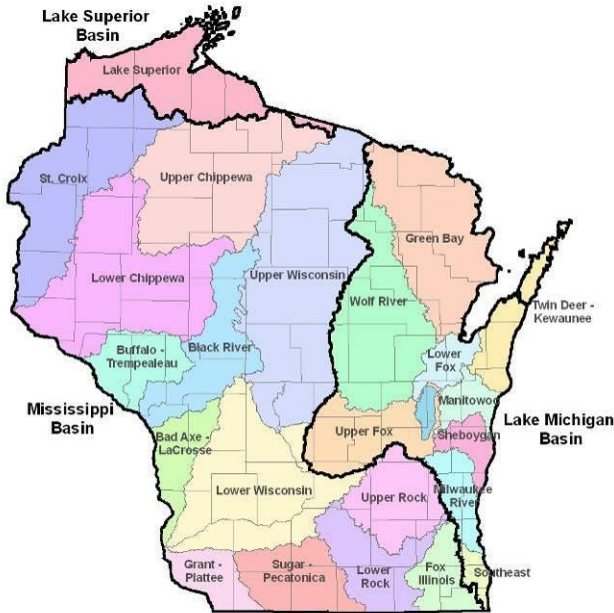
The Milwaukee Basin Report indicates that the top five goals for the Basin are:

- Protect Natural Lands.
- Promote "smart growth" initiatives in the basin.
- Educate citizens about the importance of the basin as a resource and support efforts to improve, maintain and enhance its quality.
- Improve water quality by controlling both point and nonpoint sources of pollution.
- Protect riparian areas.

The Sheboygan Basin Report indicates that the top five goals for the Basin are:

- Promote Sound Land Use in the Sheboygan Basin
- Conserve and Restore Riparian Areas in the Sheboygan Basin
- Acquire Sufficient Public Lands and Manage for Multiple Uses
- Improve Water Quality
- Educate Citizens on the Importance of Natural Resources in the Basin

Figure 5.18: WIDNR River Basins & Water Management Units



Surface Water

Surface water resources, consisting of lakes, rivers, streams, and their associated floodplains, form an integral element of the natural resource base of the Plan Area. Surface water resources influence the physical development of an area, provide recreational opportunities, and enhance the aesthetic quality of the area. Lakes, rivers and streams constitute focal points of water related recreational activities; provide an attractive setting for properly planned residential development; and, when viewed in context of the total landscape, greatly enhance the aesthetic quality of the environment. Rivers and streams are susceptible to degradation through improper rural and urban land use development and management. Water quality can be degraded by excessive pollutant loads, including nutrient loads that result from malfunctioning and improperly located onsite sewage disposal systems; urban runoff; runoff from construction sites; and careless agricultural practices. The water quality of streams and ground water may also be adversely affected by the excessive development of river areas combined with the filling of peripheral wetlands (which if left in a natural state serve to entrap and remove plant nutrients occurring in runoff, thus reducing the rate of nutrient enrichment of surface waters that results in weed and algae growth).

Major rivers and streams within Eden include the Milwaukee River and DeNeveu Creek which serves as a discharge point for the village's wastewater treatment plant and eventually flows into East Branch Fond du Lac River. Numerous unnamed intermittent streams flow through various areas of the Town

of Eden. The Twin Lakes are the only sizable, named lakes within Eden although several unnamed natural and private ponds exist throughout the town and village.

Outstanding & Exceptional Waters

Wisconsin has classified many of the State’s highest quality waters as Outstanding Resource Waters (ORWs) or Exceptional Resource Waters (ERWs). Waters designated as ORW or ERW are surface waters that provide outstanding recreational opportunities, support valuable fisheries, have unique hydrologic or geologic features, have unique environmental settings, and are not significantly impacted by human activities. The primary difference between the two is that ORW’s typically do not have any direct point sources (e.g., industrial or municipal sewage treatment plant, etc.) discharging pollutants directly to the water. An ORW or ERW designation does not include water quality criteria like a use designation. Instead, it is a label that identifies waters the State has identified that warrant additional protection from the effects of pollution. These designations are intended to meet federal Clean Water Act obligations requiring Wisconsin to adopt an “antidegradation” policy that is designed to prevent any lowering of water quality. Fond du Lac County has 4 ERW’s but no ORW’s.

Table 5.14: Outstanding and Exceptional Waters in Fond du Lac County

Waterbody Name	Portion Within ORW/ERW	Classification Status
Dotyville Creek	All above town rd bisecting S31-32 T15N R19E	ERW
Feldner's Creek	From headwaters to Mischo's Millpond	ERW
Lake Fifteen Creek	Entire Creek above & below Lake Fifteen	ERW
Parsons Creek	To CTH B - Both feeder streams	ERW

Source: Fond du Lac County Land & Water Resource Management Plan 2018-2028

Impaired Waters

Section 303(d) of the federal Clean Water Act requires states to develop a list of impaired waters, commonly referred to as the "303(d) list." This list identifies waters that are not meeting water quality standards, including both water quality criteria for specific substances or the designated uses, and is used as the basis for development of Total Maximum Daily Loads (TMDLs). States are required to submit a list of impaired waters to EPA for approval every two years. These waters are listed within Wisconsin’s 303(d) Waterbody Program and are managed by the WDNR’s Bureau of Watershed Management. There are nine bodies of water within Fond du Lac County on the 303(d) list:

Impacts from Nutrients, Turbidity, and Sediments

- Sevenmile Creek
- Silver Creek (2)
- Denevue Lake
- Fond du Lac River – Miles 0 to 1.6
- East Branch Fond du Lac River – Miles 14.5 to 22.8
- West Branch Fond du Lac River – Miles 0 to 26.8
- Milwaukee River – Miles 68.5 to 103.3
- Unnamed Creek, Ditch to Gallagher Marsh
- Unnamed River, Tributary to Rock River

- West Branch Rock River – Miles 50 to 87.6
- Willow Creek

Atmospheric Deposition of Mercury from Regional Sources

- Long Lake T14N R19E S25 SW NW
- Mauthe Lake

A section of DeNeveu Creek is located in the Town of Eden. (Source: WIDNR)

Floodplains

Floods are the nation's and Wisconsin's most common natural disaster and therefore require sound land use plans to minimize their effects. Benefits of floodplain management are the reduction and filtration of sediments into area surface waters, storage of floodwaters during regional storms, habitat for fish and wildlife, and reductions in direct and indirect costs due to floods.

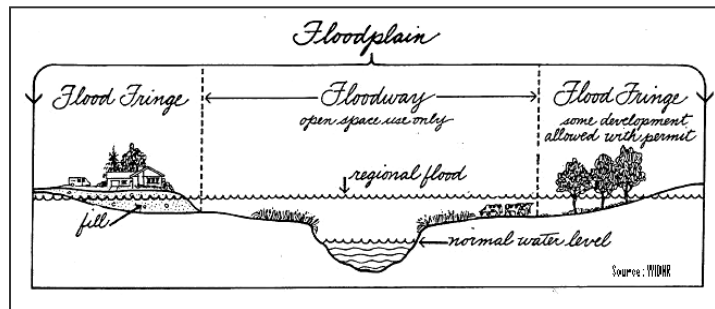
Direct Costs:

- Rescue and Relief Efforts
- Clean-up Operations
- Rebuilding Public Utilities & Facilities
- Rebuilding Uninsured Homes and Businesses
- Temporary Housing Costs for Flood Victims

Indirect Costs

- Business Interruptions (lost wages, sales, production)
- Construction & Operation of Flood Control Structures
- Cost of Loans for Reconstructing Damaged Facilities
- Declining Tax Base in Flood Blight Areas
- Subsidies for Flood Insurance

Figure 5.18: Diagram of a Floodplain
The Development Limitations Map displays the floodplain areas in the Plan Area. Approximately 3,944 acres (or 17%) of the Town and 4.2 acres (or 1.7%) of the Village is classified as a floodplain. A majority of these areas are currently undeveloped at this time.



The Federal Emergency Management Agency (FEMA) designates floodplain areas. A flood is defined as a general and temporary condition of partial or complete inundation of normally dry land areas. The area inundated during a flood event is called the floodplain. The floodplain includes the floodway, the flood fringe, and other flood-affected areas. The floodway is the channel of a river and the adjoining land needed to carry the 100-year flood discharge. Because the floodway is characterized by rapidly moving and treacherous water, development is severely restricted in a floodway. The flood fringe, which is landward of the floodway, stores excess floodwater until it can be infiltrated or discharged back into the channel. During a regional flood event, also known as the 100-year, one-percent, or base flood, the entire floodplain or Special Flood Hazard Area (SFHA) is inundated to a

height called the regional flood elevation (RFE). (Source: *WIDNR Floodplain & Shoreland Zoning Guidebook*).

Floodplain areas generally contain important elements of the natural resource base such as woodlands, wetlands, and wildlife habitat; therefore, they constitute prime locations necessary for parks, recreation, and open space areas. Every effort should be made to discourage incompatible urban development of floodplains and to encourage compatible park, recreation, and open space uses.

Floodplain zoning applies to counties, cities and villages. Section 87.30, Wis. Stats., requires that each county, city and village shall zone, by ordinance, all lands subject to flooding. Chapter NR 116, Wis. Admin. Code requires all communities to adopt reasonable and effective floodplain zoning ordinances within their respective jurisdictions to regulate all floodplains where serious flood damage may occur within one year after hydraulic and engineering data adequate to formulate the ordinance becomes available. For the Town of Eden, development in floodplain areas is regulated through the Fond du Lac County Floodplain Ordinance. The Village has also adopted the County's Floodplain Ordinance verbatim to regulate activities within floodplain areas.

Wetlands

Wetlands are characterized by a groundwater level at, near, or above the land surface and by hydric soils and hydrophytic plants such as sedges, cattails, and other vegetation that grow in an aquatic or very wet environment. Wetlands generally occur in low-lying areas and near the bottom of slopes, particularly along lakeshores and stream banks, and on large land areas that are poorly drained. Under certain conditions wetlands may also occur in upland areas. Wetlands accomplish important natural functions, including:

- Stabilization of lake levels and stream flows,
- Entrapment and storage of plant nutrients in runoff (thus reducing the rate of nutrient enrichment of surface waters and associated weed and algae growth),
- Contribution to the atmospheric oxygen and water supplies,
- Reduction in stormwater runoff (by providing areas for floodwater impoundment and storage),
- Protection of shorelines from erosion,
- Entrapment of soil particles suspended in stormwater runoff (reducing stream sedimentation),
- Provision of groundwater recharge and discharge areas,
- Provision of habitat for a wide variety of plants and animals, and
- Provision of educational and recreational activities.

The Wisconsin Wetland Inventory (WWI) was completed in 1985. Pre-European settlement wetland figures estimate the state had about 10 million acres of wetlands. Based on aerial photography from 1978-79, the WWI shows approximately 5.3 million acres of wetlands remaining in the state representing a loss of about 50% of original wetland acreage. This figure does not include wetlands less than 2 or 5 acres in size (minimum mapping unit varies by county); and because the original WWI utilized aerial photographs taken in the summer, some wetlands were missed. In addition, wetlands that were farmed as of the date of photography used and then later abandoned due to wet conditions were not captured as part of the WWI.

The Development Limitations Map displays the wetland areas in the Plan Area. Not including small tracts of wetlands less than five acres, approximately 4.310 acres (18%) of the Town and 27.5 acres (1.1%) of the Village are considered wetlands, the majority of which are associated with rivers or streams. The most significant portion of wetlands within the Town area are located in the central and southeast portions of the town. Wetlands within the Village are located in the northeast and southern portions of the Village.

Wetlands are not conducive to residential, commercial, or industrial development. Generally, these limitations are due to the erosive character, high compressibility and instability, low bearing capacity, and high shrink-swell potential of wetland soils, as well as the associated high water table. If ignored in land use planning and development, those limitations may result in flooding, wet basements, unstable foundations, failing pavement, and excessive infiltration of clear water into sanitary sewers. In addition, there are significant onsite preparation and maintenance costs associated with the development of wetland soils, particularly as related to roads, foundations, and public utilities. While wetlands may have a moderate impact on future growth and development in the Town, the location and size of wetlands within the Village are expected to have only a minimal impact on the future development of the Village.

Recognizing the important natural functions of wetlands, continued efforts should be made to protect these areas by discouraging costly, both in monetary and environmental terms, wetland draining, filling, and urbanization. The Wisconsin DNR and the US Army Corp of Engineers require mitigation when natural wetland sites are destroyed.

Forests & Woodlands

Under good management forests, or woodlands, can serve a variety of beneficial functions. In addition to contributing to clean air and water and regulating surface water runoff, the woodlands contribute to the maintenance of a diversity of plant and animal life in association with human life. Unfortunately, woodlands, which require a century or more to develop, can be destroyed through mismanagement in a comparatively short time. The destruction of woodlands, particularly on hillsides, can contribute to stormwater runoff, the siltation of lakes and streams, and the destruction of wildlife habitat. Woodlands can and should be maintained for their total values; for scenery, wildlife habitat, open space, education, recreation, and air and water quality protection.

Environmentally Sensitive Areas & Wildlife Habitat

Taken together, surface waters, wetlands, floodplains, woodlands, steep slopes, and parks represent environmentally sensitive areas that deserve special consideration in local planning. Individually, all these resources are important areas, or “rooms,” of natural resource activity. They become even more functional when they can be linked together by environmental corridors, or “hallways.” Wildlife, plants, and water all depend on the ability to move freely within the environment from room to room. Future planning should maintain and promote contiguous environmental corridors to maintain the quantity, quality, and integrity of the natural ecosystem.



The WIDNR maintains other significant environmental areas through its State Natural Areas (SNA) program. State Natural Areas protect outstanding examples of Wisconsin's native landscape of natural communities, significant geological formations and archeological sites. Wisconsin's 560 State Natural Areas 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. In fact, more than 90% of the plants and 75% of the animals on Wisconsin's list of endangered and threatened species are protected on SNAs. Site protection is accomplished by several means, including land acquisition from willing sellers, donations, conservation easements, and cooperative agreements. Areas owned by other government agencies, educational institutions, and private conservation organizations are brought into the natural area system by formal agreements between the DNR and the landowner. The SNA Program owes much of its success to agreements with partners like The Nature Conservancy, USDA Forest Service, local Wisconsin land trusts, and county governments. *(Source: WIDNR)*

There are no State Natural Areas within the Town or Village of Eden; however, there are nine located within Fond du Lac County. While most SNA's are open to the public, they usually have limited parking and signage. Visit the WIDNR Bureau of Endangered Resources for more information about each location.

Metallic & Non-Metallic Mineral Resources

Mineral resources are divided into two categories, metallic and non-metallic resources. Metallic resources include lead and zinc. Nonmetallic resources include sand, gravel, and limestone. In June of 2001, all Wisconsin counties were obliged to adopt an ordinance for nonmetallic mine reclamation. *(Refer to Fond du Lac County Department of Zoning)*. This ordinance aims to achieve acceptable final site reclamation to an approved post-mining land use in compliance with uniform reclamation standards. Uniform reclamation standards address environmental protection measures including topsoil salvage and storage, surface and groundwater protection, and concurrent reclamation to minimize acreage exposed to wind and water erosion. After reclamation many quarries become possible sites for small lakes or landfills. Identification of quarry operations is necessary in order to minimize nuisance complaints by neighboring uses and to identify areas that may have additional transportation needs related to trucking. There are four mining operations in the Plan Area.

5.4.3 Cultural Resource Inventory

The following section details some of the important cultural resources in the Town and Village of Eden and Fond du Lac County. Cultural resources, programs, and special events are very effective methods of bringing people of a community together to celebrate their cultural history. Not only do these special events build community spirit, but they can also be important to the local economy. Unfortunately, there are many threats to the cultural resources of a community. Whether it is development pressure, rehabilitation and maintenance costs, or simply the effects of time, it is often difficult to preserve the cultural resources in a community. Future planning within the community should minimize the effects on important cultural resources to preserve their character.

Figure 5.19: Village of Eden Map, 1893

Prior to the 1830s, Fond du Lac County was part of the Winnebago Indian nation. By the end of the 1830's, however, the central Wisconsin wilderness, then known as the new Northwest, became a focal point for easterners hoping to create new lives for themselves. The county was created in 1836, the same year that the first permanent settlers arrived.

The Town of Eden was first settled in 1843. Early settlers included Irish and Germans, as well as many from New York and New England. At what is known as "Vandervoort's Big Spring" near the village of Eden was once an Indian village. There were also encampments of Indians in the town in early days. It is said that a small patch of the original Indian planting ground can still be distinctly seen in the eastern part of the township never having been disturbed since the Indians planted their corn.

The first crops were raised in 1847 with an abundance that exceeded the expectations of all settlers and in the same year the Town was named Eden after the garden of Eden, as early settlers noted the "many beauties of the place, the richness of the soil, the abundance of fruits and flowers, and the beautiful woods and fields". With the construction of the Air Line Railroad, the Village of Eden was platted in 1873, and wheat was soon shipped from Eden Railway Station. (Source: Wisconsin Local History Network).

Historical Resources

Wisconsin Historical Markers identify, commemorate and honor the important people, places, and events that have contributed to the state's heritage. The WI Historical Society's Division of Historic Preservation administers the Historical Markers program. There are ten registered historical markers in Fond du Lac County, none of which are in Eden.

The Architecture and History Inventory (AHI) is a collection of information on historic buildings, structures, sites, objects, and historic districts throughout Wisconsin. The AHI is comprised of written text and photographs of each property, which document the property's architecture and history. Most properties became part of the Inventory through a systematic architectural and historical survey beginning in the 1970's. Caution should be used as the list is not comprehensive and much of the information is dated, as some properties may be altered or no longer exist. Due to funding cutbacks, the Historical Society has not been able to properly maintain the database. In addition, many of the properties in the inventory are privately owned and are not open to the public. Inclusion of a property conveys no special status, rights or benefits to the owners. Table 5.15 shows the lists of AHI sites within the Town and Village of Eden (contact the State Historical Society for more information on each record).

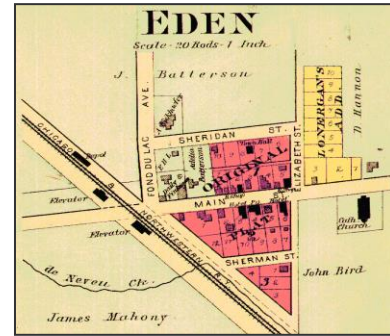


Table 5.15: AHI Inventory

AHI ID #	Location		Resource Type	Historic Name
60111	102 Elizabeth St	Village of Eden	House	n/a
60112	102 Fond du Lac Ave	Village of Eden	House	n/a
60113	200 Fond du Lac Ave	Village of Eden	House	n/a
60114	214 Fond du Lac Ave	Village of Eden	House	n/a
60115	Main St across from Church St	Village of Eden	Church	St Mary's Church
60116	Main St east of Church St	Village of Eden	Garage	n/a
60117	102 Main St	Village of Eden	Retail building	n/a
60118	131-133 Main St	Village of Eden	Bank/financial institution	n/a
60119	146 Main St	Village of Eden	Retail building	n/a
60120	222 Main St	Village of Eden	House	n/a
60121	104, 106 Sheridan St	Village of Eden	House	n/a
60122	119 Sheridan St	Village of Eden	School	n/a
58974	County Highway K	Town of Eden	House	n/a
59038	Mink Rd	Town of Eden	House	n/a
59039	Bridge Lane, end of road	Town of Eden	House	n/a
59041	County Highway UU	Town of Eden	House	n/a
59044	County Highway V	Town of Eden	Lime Kiln	Nast Brothers Lime and Stone Quarry
59046	County Highway V	Town of Eden	General Store	n/a
59049	County Highway V	Town of Eden	House	n/a
59051	County Highway V	Town of Eden	Storage Building	n/a
59053	County Highway V	Town of Eden	Storage Building	n/a
59054	County Highway V	Town of Eden	Meeting Hall	n/a
59056	Intersection of C Hwy V and K	Town of Eden	House	n/a
59057	County Highway VV	Town of Eden	Lime Kiln	n/a
59058	County Highway K	Town of Eden	House	n/a
59059	County Highway K	Town of Eden	House	n/a
59060	County Highway V	Town of Eden	House	n/a

AHI ID #	Location		Resource Type	Historic Name
59061	Intersection of C Hwy V and B	Town of Eden	House	n/a
59062	Winter Rd	Town of Eden	Barn	n/a
59063	Sunny Rd	Town of Eden	Barn	n/a
59064	Church Rd	Town of Eden	Church	Tabor United Methodist Church
59065	W3381 US Highway 45	Town of Eden	House	n/a
59066	County Highway V	Town of Eden	Small Office Building	n/a
59067	County Highway K	Town of Eden	House	n/a
59068	County Highway F	Town of Eden	House	n/a
59069	County Highway F	Town of Eden	House	n/a
59070	Eagle Road	Town of Eden	House	n/a
59071	Eagle Road	Town of Eden	Silo	n/a
59072	County Highway E	Town of Eden	House	n/a
59073	Happy Rd	Town of Eden	House	n/a
59074	County Highway F	Town of Eden	House	n/a
59075	East Side of Hilltop Drive	Town of Eden	House	n/a
59076	County Highway F	Town of Eden	House	n/a
59077	Branch Rd	Town of Eden	House	n/a
59080	County Highway V	Town of Eden	House	n/a
59082	Happy Rd	Town of Eden	Pony Truss Bridge	n/a
59119	County Highway W	Town of Eden	House	n/a

Source: State Historical Society AHI Inventory, Village and Town of Eden

The Archaeological Site Inventory (ASI) is a collection of archaeological sites, mounds, unmarked cemeteries, marked cemeteries, and cultural sites throughout Wisconsin. Like the AHI, the ASI is not a complete list; it only includes sites reported to the Historical Society and some listed sites may be altered or no longer exist. The Historical Society estimates that less than 1% of the archaeological sites in the state have been identified. Wisconsin law protects Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries from intentional disturbance. Contact the State Historical Society for information on ASI records in the plan area.

Some resources are deemed so significant that they are listed as part of the State and National Register of Historic Places. The National Register is the official national list of historic properties in American worthy of preservation, maintained by the National Park Service. The State Register is

Wisconsin’s official listing of state properties determined to be significant to Wisconsin’s heritage and is maintained by the Wisconsin Historical Society Division of Historic Preservation. Both listings include sites, buildings, structures, objects, and districts that are significant in national, state, or local history.

Table 5.16: State Register of Historic Places, Town and Village of Eden

Reference #	Historic Name	Location
None		

Source: WI Historical Society National Register of Historic Places, Town and Village of Eden

The establishment of a historical preservation ordinance and commission is one of the most proactive methods a community can take to preserve cultural resources. A historical preservation ordinance typically contains criteria for the designation of historic structures, districts, or places, and procedures for the nomination process. The ordinance further regulates the construction, alteration and demolition of a designated historic site or structure. A community with a historic preservation ordinance may apply for Certified Local Government (CLG) status with the Wisconsin State Historical Society. Once a community is certified, they become eligible for:

- Matching sub-grants from the federal Historic Preservation Fund,
- Use of Wisconsin Historic Building Code,
- Reviewing National Register of Historic Places nominations allocated to the state.

There are currently 170 CLGs in the State of Wisconsin and Fond du Lac County has two: the City of Fond du Lac and the Village of Ripon.

5.5 ENERGY, UTILITIES & COMMUNITY FACILITIES

This element provides a baseline assessment of the Town and Village of Eden utility and community facilities and covers all the information required under SS66.1001. Information includes forecasted utility & community facilities needs, and existing utility & community facility conditions. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future development and maintenance of utility and community facilities in Eden.

5.5.1 Existing Facilities Conditions

Wastewater Treatment (Village)

Most residents and businesses within the Village are served by the Village Wastewater Treatment Plant. The sewer service area boundary is depicted on the Existing Land Use Map 1A (see Appendix). The plant was reconstructed in 1982 with minor modifications to increase sludge storage in 1996 and major improvements in 2022, including construction of new buildings and automated systems. Treated effluent is discharged into DeNeveu Creek. The plant is designed to treat 150,000 gallons per day. Sludge storage capacity is 400,000 gallons and is land-spread on local agricultural fields.

Wastewater Treatment (Town)

Residents of the Town of Eden rely on the use of privately owned wastewater treatment systems, also referred to as “on-site” systems. These facilities usually consist of either conventional septic systems, mound systems, or holding tanks. State and County regulations require that septic site and soil

capacity criteria be met to permit the use of these systems. Typically, 6 inches or more of suitable soils are necessary to filter out pollutants from the wastewater.

Storm Water Management

Stormwater management involves providing controlled release rates of runoff to receiving systems, typically through detention and/or retention facilities, as well as measures to minimize stormwater pollutants entering area surface water features.

Most areas of the Village are served by an underground storm-sewer collection system. Several areas in the village's outlying areas have roadside drainage ditches to accommodate the collation of conveyance of stormwater. The Town of Eden does not have a storm-sewer system or any detention ponds but relies on natural drainage patterns, wetlands, and roadside/agricultural ditches to divert stormwater runoff.

Water Supply

All Town and Village residents rely on private wells for their water supply. Wells are safe, dependable sources of water if sited wisely and built correctly. Wisconsin has had well regulations since 1936. NR 812 (formerly NR 112), Wisconsin's Administrative Code for Well Construction and Pump Installation, is administered by the DNR. The Well Code is based on the premise that if a well and water system is properly located, constructed, installed, and maintained, the well should provide safe water continuously without a need for treatment. Refer to the WI DNR, or the Fond du Lac County Zoning Department for more information on water quality and well regulations.

Wells in the Town and Village of Eden utilize groundwater from the sandstone aquifer that underlies the Silurian dolomite and Maquoketa Shale formations. Typical well castings with the Town are approximately 600 feet below the surface above the escarpment and approximately 100 to 200 feet in areas below the escarpment.

Solid Waste Disposal & Recycling Facilities

Both the Town and Village of Eden contracts with Harter's Lakeside Disposal LLC to provide garbage and recycling collection services for residents and businesses. Solid waste is collected weekly and recyclable materials are collected every other week.

Parks, Open Spaces & Recreational Resources

The Village of Eden has three parks available for public use within the corporate limits.

Village Park

This 3-acre village park is located just northeast of the railroad tracks in the northwest section of the village. The park is developed and includes a fenced ball diamond with a backstop and some hillside seating. There is also a single shelter with running water and restrooms and a small playground structure. The park has paved parking for approximately 20-25 vehicles. The development of this park is complete due to its' size. There is undeveloped land to the park's north and east for possible park additions, but future residential development is proposed in the village's south and southeast, drawing potential park development to that area.

Fireman’s Park

This 7.53-acre facility is the largest and most developed of the recreational areas located in the Village and Town of Eden. The park is located along U.S. 45 on the north end of the village and is owned by the Eden Volunteer Fireman's Association. It is available for use by the general public. Recreational facilities at the park include a fenced ball diamond with a backstop, announcer's stand, dugout benches, an electric scoreboard, two sets of bleachers and night lighting. The facility also provides a large shelter, a concession stand/restroom/storage building, a water fountain, various playground equipment, two grills and twenty picnic tables. There is paved parking for approximately 40 vehicles.

Eden Community Park

The Eden Community Park is a joint venture between the Town of Eden and the Village of Eden. It consists of two separate parcels of land. Eden Community Park *West* is a 20-acre area located on Reagan Drive, featuring 3 ball diamonds with backstops, a soccer field, fencing, electronic scoreboards and some bench seating, paved parking, and an enclosed structure for concessions, restrooms and storage. There are picnic tables and playground equipment located on these premises. Eden Community Park *East* is a 14-acre area set aside for nature-based recreation with a recent boardwalk added to connect to the Eisenbahn Trail head. There is interest in adding additional parking and basketball courts to this park.

In addition to public parks within the Village, Eden residents have access to the Eisenbahn State Trail that begins at Village Park and runs south-east through the Village and Town to West Bend (see Section 5.3.2).

The National Recreation and Park Association recommends ten to twelve total acres of parks or recreation space per 1,000 people within a community. As Table 5.17 suggests, the existing park system should adequately meet the needs of Village and Town residents for the foreseeable future.

Table 5.17: Park Acreage Compared to Population Forecasts

Population and Park Acreage	2020	2030	2040
Population	1,778	1,773	1,820
Demand (10.6 acres/1,000 people)	18.8	18.8	19.3
Total Supply (acres)	58	58	58
Surplus/Deficit	39.2	39.2	38.7

The 2019-2023 Wisconsin Statewide Comprehensive Outdoor Recreation Plan (SCORP) provides information on statewide and regional recreation, including recreation supply and demand, participation rates and trends, and recreation goals and actions. Since passage of the Federal Land and Water Conservation Fund (LWCF) Act of 1965, preparation of a statewide outdoor recreation plan has been required for states to be eligible for LWCF acquisition and development assistance. The LWCF is administered by the WIDNR and provides grants for outdoor recreation projects by both state and local governments. The following are a few highlights of the plan:

- Walking and bird/wildlife watching are rated as the activities with the most participation.
- Backpacking, Downhill Skiing, Golf, Hunting, Mountain Biking, Snowmobile, and Team Sports are decreasing in demand.
- The largest increases in the number of participants in nature-based recreation are expected for bird watching, picnicking/cookout, visiting a nature center, and hiking, walking, and running on trails.

- Wisconsin has received \$81 million from the federal Land & Water Conservation Fund.

Figure 5.20: WIDNR SCORP Regions

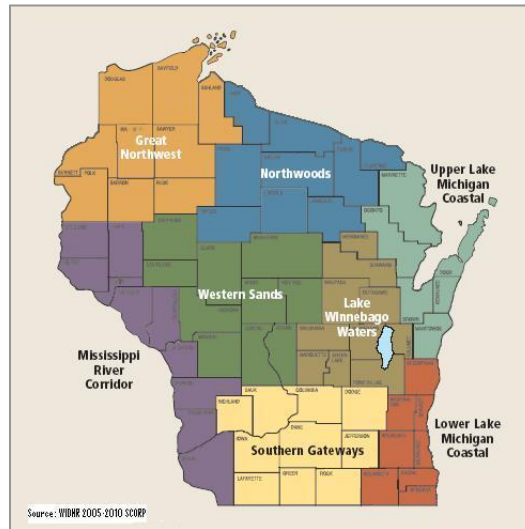
The Wisconsin SCORP divides the state into eight planning regions based on geographic size, demographic trends, tourism influences, and environmental types. Together these influences shape each region's recreational profile, describing which activities are popular, which facilities need further development, and which issues are hindering outdoor recreation. Fond du Lac County is a part of *Lake Winnebago Waters*. The most common issues and needs for the region identified by the plan include:

Issues:

- Deteriorating facilities
- Increasing ATV usage and associated impacts
- Increasing multiple-use recreation conflicts
- Increasing pressure on parks and recreation areas from the growth of urban areas
- Increasing use of recreation facilities by disabled populations
- Invasive species
- Lack of educational programs/naturalists/interpreters
- Loss of sites/properties, i.e. Hoffman Hills, Chippewa Moraine
- Overcrowding
- Poor water quality impairing recreation

Needs:

- More biking, hiking, & horse trails
- More boating access
- More camping opportunities
- More fishing opportunities



Telecommunication Facilities

The Town and Village are served by a variety of internet and telephone providers, including Spectrum and AT&T, who provide both wireline and wireless connectivity. AT&T, Verizon, and T-Mobile each cover almost all of the Village and Town. Cable television is also available to residents through a variety of providers. While there are no brick-and-mortar phone stores in Eden, there are a wide variety in nearby Fond du Lac.

Power Plants & Transmission Lines

Wisconsin Electric (We-Energies) provides electricity and natural gas to most of the Town and the entire Village of Eden. Alliant Energy provides electric and gas service to small portions of the north and east sections of the Town. Both Alliant Energy and We-Energies are members of Focus On Energy. Focus On Energy is a state funded program that works with Wisconsin communities to install cost

effective energy efficiency and renewable energy projects. For information on Focus On Energy financial incentives for residents, businesses and renewable energy projects, visit www.focusonenergy.com/Incentives. More information is provided in Section 5.5.2.

Cemeteries

There are no cemeteries in the Village but four in the Town. St Mary’s Cemetery is a private cemetery located along Highway 45 north of the Village. St James Cemetery is a private cemetery located near the corner of Creekview Road and CTH F. Odekirk Cemetery is located on CTH F, east of St James Cemetery. Rohlf Cemetery/Welton Cemetery is at Hilltop Rd. and Campbell Rd.

Health Care Facilities

There are no health care facilities located in the Town or Village of Eden. The nearest hospital facilities are located approximately 7 miles away at St. Agnes Hospital, a General Medical and Surgical (GMS) facility, and Agnesian HealthCare clinic, both located in the City of Fond du Lac. 20 miles away in the City of West Bend is St. Joseph’s Community Hospital.

Child Care Facilities

Under Wisconsin law, no person may be compensated for providing care and supervision for 4 or more children under the age of 7 for less than 24 hours a day unless that person obtains a license to operate a childcare center from the Department of Health and Family Services. There are two different categories of state licensed childcare; they depend upon the number of children in care. Licensed Family Child Care Centers provide care for up to eight children. This care may be in the provider’s home or a licensed childcare facility. Licensed Group Child Care Centers provide for nine or more children. There is one licensed childcare center within the Town and Village of Eden. Absolutely Banana’s Childcare has a capacity of 24 children, ages 6 weeks to 12 years, and is located at 211 Fond du Lac Ave in the Village of Eden.

Police & Emergency Services

Law enforcement in the Town and Village is provided by the Fond du Lac County Sheriff’s Department.

Emergency Medical Services (EMS) are provided to the Town and Village through contract with the Campbellsport Fire and Ambulance Department. Campbellsport’s ambulance serves the entire Eden area and will transport patients to either St. Agnes Hospital in Fond du Lac or St. Joseph’s Hospital in West Bend.

Fire protection is provided through the Eden Volunteer Fire Department, headquartered in the Eden Community Center (owned by the Town and Village). The Fire Department’s operational costs are shared by the Town and Village based on population size. Eden’s Fire Department also contracts to the towns of Empire, Osceola and Byron. The Fire Department also provides a first response service to the Town and Village.

Libraries

There are no public library facilities in the Town or Village of Eden. However, residents have access to several county supported libraries. The main library for Eden residents is the Fond du Lac Public Library, in the City of Fond du Lac (approximately 8 miles away). Other county funded libraries close to the Town and Village of Eden include Oakland Public Library and Campbellsport Public Library.

All three libraries serving Eden residents are members of the Winnefox Library System; an organization of 30 libraries across five counties that promotes cooperative efforts in interlibrary loans, library programs, and resident borrowing privileges. The library systems provide free and equitable access to public libraries for all residents in Wisconsin even if their community has no library. The library systems also take on projects too costly or complex for individual community libraries. The funding for the Public Library Systems comes from a set percentage of the budgets of all the public libraries in Wisconsin. For more information, visit the Winnefox Library System website at <https://winnefox.org>.

Schools

The Town and Village of Eden are served by the Campbellsport School District, the Fond du Lac School District and the Lomira School District (see Figure 5.21). Campbellsport School District serves most of the Town and Village and operates 2 elementary schools, a junior high school, and a high school, serving about 1,446 students. Enrollment in this district is 1,317. For more information, visit the school district web site: www.csd.k12.wi.us.

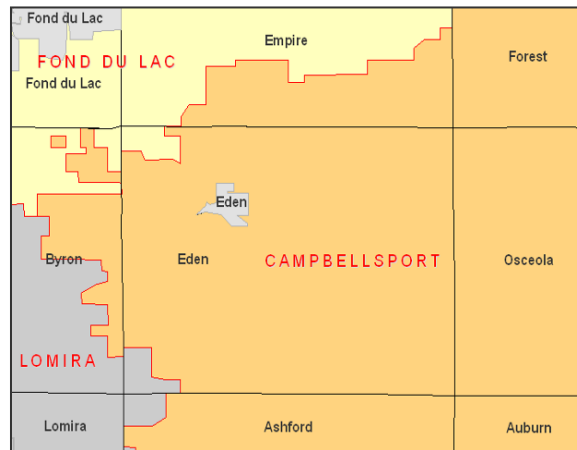
Fond du Lac School District also serves a small number of residents in the north-western corner of the Town of Eden. The district operates 9 elementary schools, 3 middle schools, and 2 high schools, serving approximately 6,700 students. For more information, visit the school district web site: www.fonddulac.k12.wi.us.

Lomira School District serves a small number of residents in the south-western corner of the Town of Eden. The district operates 2 elementary schools, a junior high and a high school, serving approximately 1,023 students. For more information, visit the school district web site: www.lomira.k12.wi.us

Eden Elementary School (K-5), part of the Campbellsport School District, is located on Elizabeth Street in the Village of Eden. Eden Elementary serves approximately 250 students with a library, gymnasium, cafeteria, and outdoor playfield area. Computer and internet access are available in each classroom.

The closest Universities and Technical Colleges to the Town and Village of Eden are UW-Fond du Lac, Marian University of Fond du Lac, and Moraine Park Technical College in the City of Fond du Lac. UW-Fond du Lac served as a freshman and sophomore campus of UW-Oshkosh, and closed in 2024, requiring enrolled students to transition to either the Oshkosh campus or the Fox Cities campus. Marian University offers a mix of undergraduate and graduate programs, while Moraine Park Technical College offers a mix of associate degrees, apprenticeships, certificates, and technical diplomas.

Figure 5.21: Eden Area School Districts



Other Government Facilities

The Eden Community Center, located in the Village at 104 Pine Street, was constructed in 1990 using Town and Village funds. The building is home to the municipal offices of both the Town and the Village and is the fire station for the Eden Volunteer Fire Department. The building is ADA accessible and has adequate space needs for the Town, Village and Fire Department for the foreseeable future.

5.5.2 Local & Renewable Energy Resources

To manage rising energy costs, promote local economic development (see also Section 5.6), and protect the natural environment, many Wisconsin communities are looking at renewable energy resources to meet community energy demands. The following section provides a broad level assessment of local and renewable energy resources for the Town and Village of Eden. Additional information can be obtained from Focus on Energy (www.focusonenergy.com).

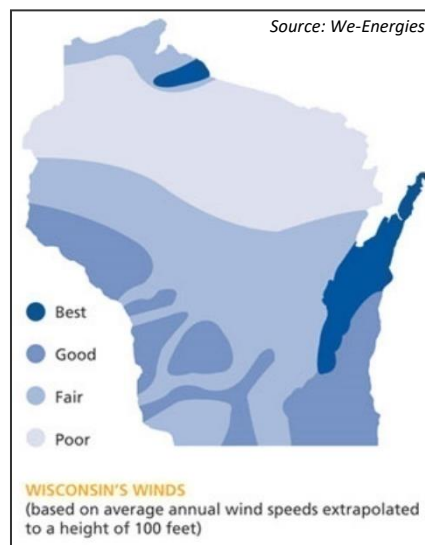
Figure 5.21: Wisconsin Wind Energy Sources

Solar

Two types of solar energy systems are well suited to Wisconsin communities: Solar electric photovoltaic (PV) and solar hot water systems. How much energy a photovoltaic (PV) or solar hot water (SHW) system produces in Wisconsin depends on the size of the system (i.e., area of the collecting surface), the orientation of the collecting surface, and site characteristics (e.g. overshadowing). Currently there are only residential private solar energy systems in use within the Town and Village of Eden. There are no commercial or public solar energy systems.

Wind

Wind energy production is optimized when wind turbines are located at the place with the highest, steadiest wind speeds (the energy produced is related to the cube of the wind speed). While Wisconsin does not have the best wind resources in the United States, areas along the Great Lakes and the Niagara Escarpment offer some of the highest average speeds in Wisconsin. As Figure 5.21 illustrates, Eden is well suited for commercial scale wind systems. However, this is a generalized assumption, and a certified wind site assessment can provide a more detailed understanding of the feasibility of this alternative energy source. These can be provided free of charge to communities through Focus On Energy. In addition, the federal government offers a Production Tax Credit that encourages wind energy development. We-Energies also offers financial incentives for customer-owned renewable energy projects to not-for-profit organizations and business customers.



There is currently one large-scale wind farm within the Town of Eden and the neighboring Town of Empire. Operated by Alliant Energy and Wisconsin Power & Light Co, the Cedar Ridge Wind Farm has 41 turbines, spread out over 7,808 acres, and produces approximately 68 MW of electricity, enough to power about 17,000 homes. Cedar Ridge Wind Farm will be in operation for at least 20 years (period of lease agreements with the landowners). At the end of 20 years, WPL has the option to

renew the leases for an additional 10 years. At the end of 30 years, WPL and participating landowners must reach a mutually agreed-upon renewal or termination of the lease agreements.

Geothermal

Geothermal power uses the natural sources of heat inside the Earth to produce heat or electricity. A geothermal heat pump takes advantage of this by transferring heat, stored in the ground, into a building during the winter, and transferring it out of the building and back into the ground during the summer. Worldwide, most geothermal power is generated using steam or hot water from underground, though this type of geothermal resource does not exist in Wisconsin. Currently there are no commercial or public geothermal systems in use within the Town or Village of Eden.

Biofuel

Biofuels offer a local source of energy provided by fuels that can be grown or produced locally through agricultural or waste resources. Biofuels are derived from biomass and can be used for liquid biofuel or bio-gas production.

Crops and crop residues are the main source of biomass for the production of liquid biofuels. The primary food crops used for biofuel production in Wisconsin are corn (for ethanol production) and soybeans (for biodiesel production); although other sources can also be used such as: agronomic crops (e.g. switchgrass), forestry crops (e.g. poplar), or residues (unused portions of crops or trees).

The main sources of biomass for biogas (methane) production are animal waste, landfills and wastewater treatment facilities. Animal waste is a persistent and unavoidable pollutant produced primarily by the animals housed on industrial-sized farms. The use of digesters to produce methane from animal waste is growing as both an energy source and a means of waste management. Biogas production from animal waste is most effective in commercial size dairy farms (Refer to Section 5.5.1.3). Currently, Abel Dairy Farms and Dinner Bell Farms are utilizing biodigesters to produce energy.

Landfill gas can be burned either directly for heat or to generate electricity for public consumption. There are no landfill sites within the Town or Village of Eden (see also section 5.5.1). The same is true for the secondary treatment of sewage in wastewater treatment facilities where gas can be harvested and burned for heat or electricity. The Village of Eden operates a wastewater treatment facility (see also section 5.5.1).

Hydroelectricity

Hydropower refers to using water to generate electricity. Hydroelectricity is usually sourced from large dams, but micro-hydro systems can use a small canal to channel the river water through a turbine. Hydroelectric energy is limited both by available rivers (Refer to Section 5.5.2.3) and by competing uses for those rivers, such as recreation, tourism, industry, and human settlements. The Planning Area includes several rivers and streams: the Milwaukee River and DeNeveu Creek. See also (section 5.4.2). Currently there are no hydroelectric facilities within the Eden area.

5.6 ECONOMIC DEVELOPMENT

This element provides a baseline assessment of the Town and Village of Eden economic development and covers all the information required under SS66.1001. Information includes labor market statistics, economic base statistics, new businesses desired, strength & weaknesses for economic development, analysis of business & industry parks, and environmentally contaminated sites. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future economic development activities in Eden.

5.6.1 Economic Development Existing Conditions

Labor Market

Table 5.18 details the employment status of workers in the Village of Eden as compared to Fond du Lac County and the State. At the time of the 2010 U.S. Decennial Census the unemployment rate for the Village (6.1%) and the Town (6.8%) were lower than the County and State unemployment rates, which were 10.7% and 8.9%, respectively. By 2020, the unemployment rate of the Village had decreased to 5.7%, while the rate for the Town had decreased to 1.6%. Over this same period, the County and State unemployment rate both decreased to 3.6%.

Table 5.18: Employment Status of Civilians 16 Years or Older

Employment Status, Civilians 16 Years or Older	Town of Eden	Village of Eden	Fond du Lac County	Wisconsin
In Labor Force (2010)	533	443	58,491	3,083,811
Unemployment Rate	6.80%	6.10%	10.70%	8.90%
In Labor Force (2020)	610	492	55,438	3,096,518
Unemployment Rate	1.60%	5.70%	3.60%	3.60%
In Labor Force (2022)	610	438	54,245	3,127,697
Unemployment Rate	1.60%	5.50%	2.90%	2.80%

Source: US Census and WI Department of Workforce Development

Table 5.19 and Figure 5.22 describe the workforce by occupation within Eden, the County and the State in 2022. Occupation refers to the type of job a person holds, regardless of the industry type. The most common occupation for Town and Village of Eden residents is in the management, business, science, and arts category. This is also the most common occupation in Fond du Lac County and Wisconsin.

Table 5.19: Employment by Occupation

Employment by Occupation, Civilians 16 Years & Older	Town of Eden	Village of Eden	Fond du Lac County	Wisconsin
Management, business, science, and arts occupations:	34%	29%	30%	40%
Service occupations:	11%	14%	16%	15%
Farming, fishing, and forestry occupations:	2%	1%	2%	1%
Sales and office occupations:	15%	17%	18%	19%
Natural resources, construction, and maintenance occupations:	13%	14%	13%	8%
Production, transportation, and material moving occupations:	26%	25%	22%	18%
Total employed population:	600	414	52,675	3,036,963

Source: US Census

Figure 5.22: Employment by Occupation



Source: US Census

Table 5.20 and Figure 5.23 show the earnings for workers within Eden, County and State, in 2010 & 2020. Earning figures are reported in three forms: per capita income (total income divided by total population), median family income (based on units of occupancy with at least two related individuals), and median household income (based on every unit of occupancy with one or more individuals). For all three-income indicators, the Town has a slightly higher average than the County and State while the Village has a lower average than the County and State. Percent growth of the Village between 2010 and 2020 has been consistent with income growth across the County and the State as a whole, while growth in the Town has been slightly higher than in the County and State.

The percentage of individuals living below poverty status in the Town of Eden is much lower than that of the Village, Fond du Lac County and the State.

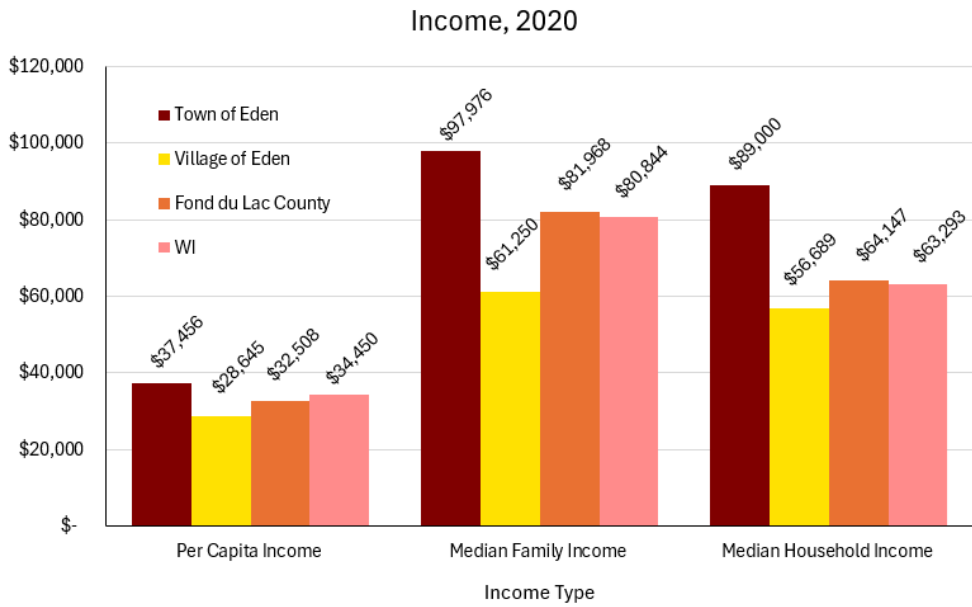
Table 5.20: Income

Income	Town of Eden 2010	Town of Eden 2020	% Change 10-20	Village of Eden 2010	Village of Eden 2020	% Change 10-20	Fond du Lac County 2010	Fond du Lac County 2020	% Change 10-20	WI 2010	WI 2020	% Change 10-20
Per Capita Income	\$26,162	\$37,456	43%	\$20,655	\$28,645	39%	\$24,455	\$32,508	33%	\$25,458	\$34,450	35%
Median Family Income	\$67,083	\$97,976	46%	\$46,667	\$61,250	31%	\$61,719	\$81,968	33%	\$62,088	\$80,844	30%
Median Household Income	\$64,083	\$89,000	39%	\$43,333	\$56,689	31%	\$49,718	\$64,147	29%	\$49,001	\$63,293	29%
Individuals Below Poverty	***	2.20%	***	***	8.80%	***	12.5%	8.20%	-34%	13.2	11%	-17%

Source: US Census

1. The Census Bureau uses a set of income thresholds that vary by family size and composition to detect who is poor. If the total income for a family or unrelated individual falls below the relevant poverty threshold, then the family or unrelated individual is classified as being "below the poverty level."

Figure 5.23: Income, Year 2020



Source: US Census

Table 5.21 details the educational attainment of Eden, Fond du Lac County, and State residents 25 years and older. In 2022, 85.1% of the Town of Eden residents and 90.5% of the Village of Eden residents 25 years and older had at least a high school diploma. These figures are lower than that for Fond du Lac County (93.8%) and the State (93.5%). 24.2% of Town residents and 20.3% of Village residents have bachelor's or a graduate/professional degree, which is similar to the County (21.5%), while the State (33.3%) remains ahead.

Table 5.21: Educational Attainment Person 25 Years & Over

Educational Attainment Person 25 Years and Over	Town of Eden	Village of Eden	Fond du Lac County	Wisconsin
Less than 9th Grade	2.3%	0.9%	1.9%	2.4%
9th to 12th No Diploma	7.2%	14.1%	4.3%	4.1%
HS Grad	42.1%	34.4%	39%	29.6%
Some College	15%	19.9%	20.9%	19.5%
Associate's Degree	9.1%	10.5%	12.4%	11.2%
Bachelor's Degree	19%	14.7%	14.6%	21.7%
Graduate/Prof. Degree	5.2%	5.6%	6.9%	11.6%
Percent High School Grad or Higher	85.1%	90.5%	93.8%	93.5%

Source: US Census

Economic Base

Table 5.22 lists the top 20 employers in Fond du Lac County as reported by the Wisconsin Department of Workforce Development, in 2022. Mercury Marine is the largest employer for Fond du Lac County. Of the top 20, there are none in Eden.

Table 5.23 and Figure 5.24 describe the workforce by industry within the Village, County and State in 2022. Whereas occupations refer to what job a person holds, industry refers to the type of work performed by one’s employer. Therefore, an industry usually employs workers of varying occupations. (i.e. a “wholesale trade” industry may have employees whose occupations include “management” and “sales”)

Historically, Wisconsin has had a high concentration of industries in agricultural and manufacturing sectors of the economy. Manufacturing has remained a leading employment sector compared to other industries within the State; however, State and National economic changes have led to a decrease in total manufacturing employment. It is expected that this trend will continue while employment in service, information, and health care industries will increase.

The highest percentage of employment by industry for Town residents is in the Retail Trade category. In the Village of Eden, the category with the highest percentage of employment is Manufacturing. This category is also the highest industry of employment for Fond du Lac County. The Town of Eden also has a high percent in Educational, Health & Social Services, which is the most common industry in Wisconsin.

Table 5.22: Top 20 Employers in Fond du Lac County

Rank	Employer	Number of Employees
1	Mercury Marine	1,000-4,999
2	Agnesian Healthcare Hospice	1,000-4,999
3	SSM Health St Agnes Hospital	1,000-4,999
4	ALH Holding Inc	1,000-4,999
5	Moraine Park Tech College	1,000-4,999
6	Canadian Natl Railway Co	500-999
7	Mand Plumbing	500-999
8	C D Smith Construction Inc	250-499
9	Wescott Sportsman's Club	250-499
10	Condon Oil Co	250-499
11	Fives Machining Systems Inc	250-499
12	JF Ahem Co	250-499
13	Argus Rehabilitation	250-499
14	Bonduelle USA	250-499
15	Sadoff Iron & Metal Co	250-499
16	Walmart Supercenter	250-499
17	Holiday Collision Center	250-499
18	Taycheedah Correctional Lbrry	250-499
19	Fond du Lac Luth Hm Inc	350-499
20	Society Insurance Co	250-499

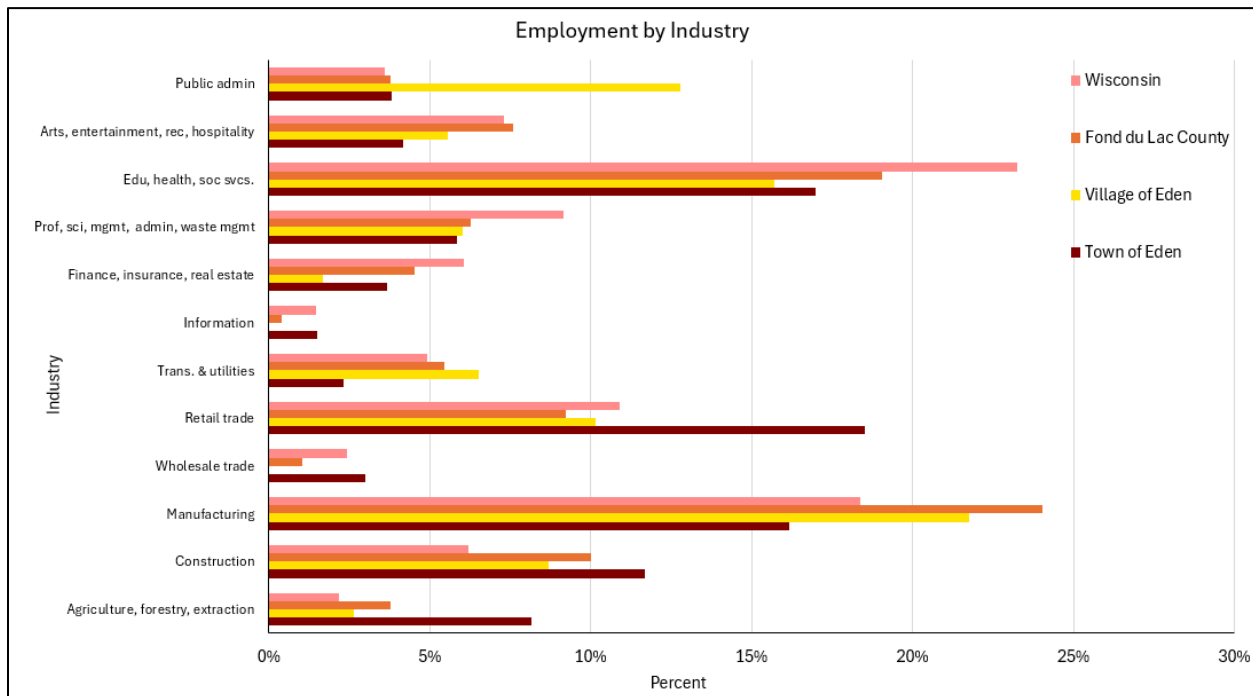
Source: WI Department of Workforce Development, Fond du Lac County

Table 5.23: Employment by Industry

Employment by Industry, Civilians 16 Years & Older	Town of Eden	Village of Eden	Fond du Lac County	Wisconsin
Ag, Forestry, Fishing, Hunting & Mining	8%	3%	4%	2%
Construction	12%	9%	10%	6%
Manufacturing	16%	22%	24%	18%
Wholesale Trade	3%	0%	1%	2%
Retail Trade	19%	10%	9%	11%
Transp, Warehousing & Utilities	2%	7%	5%	5%
Information	2%	0%	0%	1%
Finance, Insurance, Real Estate, Rental & Leasing	4%	2%	5%	6%
Prof, Scientific, Mgmt, Administrative & Waste Mgmt	6%	6%	6%	9%
Educational, Health & Social Services	17%	16%	19%	23%
Arts, Entertainment, Recreation, Accommodation & Food Services	4%	6%	8%	7%
Other Services	4%	8%	5%	4%
Public Administration	4%	13%	4%	4%
Total	600	414	52,675	3,036,963

Source: US Census

Figure 5.24: Employment by Industry



Source: US Census

Table 5.24: Wage by Industry

NAICS Code	Industries	Fond du Lac County Median Annual Wage 2022	Wisconsin Median Annual Wage 2022	Fond du Lac County as a Percentage of Wisconsin
21, 1133	Natural Resources & Mining	\$51,724	\$45,199	114%
23	Construction	\$59,791	\$60,528	99%
31-33	Manufacturing	\$61,996	\$56,901	109%
42, 44, 48, 22	Trade, Transportation, Utilities	\$50,148	\$54,115	93%
51	Information	\$65,671	\$71,430	92%
52-53	Financial Activities	\$48,771	\$65,176	75%
54-56	Professional & Business Services	\$61,631	\$65,912	94%
61-62	Educational & Health Services	\$44,727	\$54,934	81%
71-72	Leisure & Hospitality	\$33,306	\$35,661	93%
81	Other Services	\$37,341	\$47,169	79%
92	Public Administration	\$61,173	\$64,594	95%
	All Industries	\$54,088	\$55,485	97%

Source: WI Department of Workforce Development

Within each industry, the Wisconsin Department of Workforce Development collects statistics on the average wage of employees at the County and State levels. Table 5.24 details median employee wages for industries. In Fond du Lac County, employees working in the Information industry earn the highest average annual wage. As expected, employees working in Leisure & Hospitality earn the lowest average wage, partly because many of these are part-time employees, and many receive tips, which are unaccounted for. The average wage per industry in all categories, except for Natural Resources & Mining and Manufacturing, is lower for Fond du Lac County workers compared to State averages for the same industries.

5.6.2 Employment Projections

Table 5.25 identifies which industries are expected to experience the most growth over a ten-year period from 2020 to 2030 in the Fox Valley WDA. According to the DWD, industries in Leisure & Hospitality, Construction, and Education & Health Services categories are expected to have the highest growth rate. Industries in Natural Resources & Mining and Information categories are expected to decline.

Table 5.25: Fastest Growing Industries 2020-2030

Industry	2020 Employment	2030 Projected Employment	Employment Change (2020-2030)	Percent Change (2020-2030)
Leisure and Hospitality	13,902	16,185	2,283	16.42%
Construction	10,104	11,234	1,130	11.18%
Other Services (except Government)	10,323	11,238	915	8.86%
Education and Health Services	37,901	41,191	3,290	8.68%

Services Providing	131,278	141,086	9,808	7.47%
Professional and Business Services	15,633	16,716	1,083	6.93%
Trade, Transportation, and Utilities	32,032	33,969	1,937	6.05%
Total All Industries	203,474	214,775	11,301	5.55%
Manufacturing	43,829	45,759	1,930	4.4%
Goods Producing	60,376	62,950	2,574	4.26%
Government	10,621	11,028	407	3.83%
Financial Activities	7,830	7,894	64	0.82%
Information	3,036	2,865	-171	-5.63%
Natural Resources and Mining	6,443	5,957	-486	-7.54%
Self Employed	11,820	10,739	-1,081	-9.15%

Source: WI Department of Workforce Development

5.6.3 Environmentally Contaminated Sites

The Bureau of Remediation and Redevelopment within the Wisconsin Department of Natural Resources oversees the investigation and cleanup of environmental contamination and the redevelopment of contaminated properties. The Remediation and Redevelopment Tracking System (BRRTS) provides access to information on incidents (“Activities”) that contaminated soil or groundwater. These activities include spills, leaks, other cleanups and sites where no action was needed. There are currently no “open” sites in the Plan Area. The BRRTS maintains a list of sites which were contaminated at one point but have since been cleaned up. Contact the Bureau for more information on these sites.

5.6.4 Potential Growth Markets – ‘Green Collar’ Employment

Section 5.5.2 provides a broad level assessment of local and renewable energy resources for the Town and Village of Eden. Renewable energy and other ‘green’ industries can provide a growth of local employment opportunities. These jobs are known as ‘Green Collar’ jobs. The following section describes the potential growth of green collar employment in Eden, Fond du Lac County and Wisconsin.

Some green-collar jobs (e.g. wind turbine technician) are new occupations, requiring new skills and training, but most are existing jobs that demand new skills. The Center on Wisconsin Strategy (*Greener Pathways: Jobs and Workforce Development in the Clean Energy Economy 2008*) recommends communities use the following steps towards the creation of local green collar jobs:

- Employ energy standards as green job creation tools
- Promote green industry clusters
- Design green jobs initiatives to both save existing jobs and create new ones
- Link green economic and workforce development
- Create green industry partnerships
- Integrate green jobs initiatives into existing workforce systems

The key areas of green collar employment growth in Wisconsin are predicted to be from the energy efficiency, solar, wind and bio-fuel industries. In March 2006, the Wisconsin Legislature adopted 2005 Wisconsin Act 141, a comprehensive law to encourage greater investment in energy efficiency and renewable energy in the state. Act 141 requires Wisconsin utilities to increase their use of renewable energy sources from 4% to 10% by 2015. This standard is expected to generate 2,160 jobs in manufacturing, construction, operations, maintenance, and other industries. Renewable energy would also provide Wisconsin with an additional \$80 million in income and \$110 million in gross state product. Many of the jobs identified above would be created in rural areas where the renewable energy facilities would be located. Since 2010, the Public Service Commission of Wisconsin has published annual and biennial reports evaluating compliance and impact of this act.

5.6.5 New Businesses Desired

The Plan Commission and residents of the Town noted the desire to preserve and retain small to medium-sized farms. The Town also noted that the wind farm has been well received by residents and businesses. The Plan Commission and residents of the Village noted the desire to attract more industrial development and to limit further mega-farms within the Town as they limit the ability of the Village to grow.

5.6.6 Strengths & Weaknesses for Economic Development

The following lists some of the strengths and weaknesses for economic development within the Town and Village of Eden.

Strengths:

- ✓ Low taxes
- ✓ Good transportation access (Highway 45/41)
- ✓ Eden Meat Market
- ✓ Internet connectivity options

Weaknesses:

- * Village downtown struggling

5.7 INTERGOVERNMENTAL COOPERATION

With over 2,500 units of government and special purpose districts Wisconsin ranks 13th nationwide in total number of governmental units and 3rd nationwide in governmental units per capita. (Source: *WIDOA Intergovernmental Cooperation Guide*). While this many governmental units provides more local representation, it stresses the need for greater intergovernmental cooperation. This element provides a baseline assessment of the Town and Village of Eden intergovernmental relationships and covers all information required under SS66.1001. Information includes existing and potential areas of cooperation, and existing and potential areas of intergovernmental conflict. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future intergovernmental cooperation activities in Eden.

5.7.1 Existing and Potential Areas of Cooperation

Table 5.26 lists the Town and Village of Eden existing and potential areas of cooperation as identified by the Plan Commission. In addition, the Town and Village of Eden work together on issues related to land use and development, including development within a joint planning area, as reflected in the previous and current preparations of a joint comprehensive land use plan.

Table 5.26: Existing & Potential Areas of Cooperation

Existing areas of cooperation with other local units of government.	
Local Unit of Government	Existing Cooperation Efforts
Fond du Lac County	Assists Town of Eden with zoning ordinance and mapping
Village of North Fond du Lac	Provides municipal court services to Village of Eden
Town of Empire	Joint wind farm project with Town of Eden, shared Fire Department
Town of Osceola	None, shared Fire Department
Town of Ashford	None
Town of Byron	None, shared Fire Department
Campbellsport Area Public School District	School services
Fond du Lac Public School District	School services
Lomira Public School District	School services
Potential areas of cooperation with other local units of government.	
Local Unit of Government	Potential Cooperation Efforts
No additional cooperative efforts were noted	

The Intergovernmental Cooperation Element Guide published by the Wisconsin Department of Administration provides several ideas for cooperation including the following listed below.

Voluntary Assistance: Your community, or another, could voluntarily agree to provide a service to your neighbors because doing so makes economic sense and improves service levels.

Trading Services: Your community and another could agree to exchange services. You could exchange the use of different pieces of equipment, equipment for labor, or labor for labor.

Renting Equipment: Your community could rent equipment to, or from, neighboring communities and other governmental units. Renting equipment can make sense for both communities – the community renting gets the use of equipment without having to buy it, and the community renting out the equipment earns income from the equipment rather than having it sit idle.

Contracting: Your community could contract with another community or jurisdiction to provide a service. For example, you could contract with an adjacent town or Village to provide police and fire protection, or you could contract with the county for a service in addition to that already routinely provided by the county sheriff’s department.

Routine County Services: Some services are already paid for through taxes and fees. Examples are police protection services from the county sheriff’s department, county zoning, county public health services, and county parks. Your Intergovernmental Cooperation Element could identify areas where improvements are needed and could recommend ways to cooperatively address them.

Sharing Municipal Staff: Your community could share staff with neighboring communities and other jurisdictions – both municipal employees and independently contracted professionals. You could share a building inspector, assessor, planner, engineer, zoning administrator, clerk, etc.

Consolidating Services: Your community could agree with one or more other communities or governmental units to provide a service together. Consolidation could also include the process of joining the Town and Village to form one jurisdiction.

Joint Use of a Facility: Your community could use a public facility along with other jurisdictions. The facility could be jointly owned, or one jurisdiction could rent space from another.

Special Purpose Districts: Special purpose districts are created to provide a particular service, unlike municipalities that provide many different types of services. Like municipalities, special purpose districts are separate and legally independent entities.

Joint Purchase and Ownership of Equipment: Your community could agree with other jurisdictions to jointly purchase and own equipment such as pothole patching machines, mowers, rollers, snowplows, street sweepers, etc.

Cooperative Purchasing: Cooperative purchasing, or procurement, is where jurisdictions purchase supplies and equipment together to gain more favorable prices.

Consolidation

Consolidation is the process by which a town, City, or Village joins another town, City, or Village to form one jurisdiction. More detailed information on incorporation can be obtained from Wisconsin State Statute Section 66.0229.

Extraterritorial Planning

Cities and villages have the right to include land within their extraterritorial jurisdiction (ETJ), the area within 1 ½ mile of the municipal boundaries, in their planning documents. The inclusion of this land within planning documents allows for greater transparency and coordination with neighboring municipalities.

Extraterritorial Zoning

Extraterritorial Zoning allows a first-, second-, or third-class city to adopt zoning in town territory, 3 miles beyond a city's corporate limits. A fourth-class city or village may adopt zoning 1.5 miles beyond its corporate limits. Under extraterritorial zoning authority a city or village may enact an interim-zoning ordinance that freezes existing zoning (or if there is no zoning, existing uses). A joint extraterritorial zoning committee is established to develop a plan and regulations for the area. The joint committee is comprised of three members from the affected town and three members from the village or city. Zoning requests in the area must be approved by a majority of the committee. More detailed information can be obtained from Wisconsin State Statute 66.23.

Extraterritorial Subdivision "Plat" Review

Extraterritorial subdivision review allows a city or village to exercise its extraterritorial plat review authority in the same geographic area as defined within the extraterritorial zoning statute. However, whereas extraterritorial zoning requires town approval of the zoning ordinance, extraterritorial plat approval applies automatically if the city or village adopts a subdivision ordinance or official map. The town does not approve the subdivision ordinance for the village or city. The city or village may waive its extraterritorial plat approval authority if it does not wish to use it. More detailed information can be obtained from Wisconsin State Statute 236.10.

Intergovernmental Agreements

Intergovernmental Agreements can be proactive or reactive. There are three types of intergovernmental agreements that can be formed including general agreements, cooperative boundary agreements, and stipulations and orders.

1. General Agreements – This is the type of intergovernmental agreement that is most commonly used for services. These agreements grant municipalities with authority to cooperate on a very broad range of subjects. Specifically, Wis. Stats 66.0301 authorizes municipalities to cooperate together for the receipt of furnishing of services or the joint exercise of any power or duty required or authorized by law. The only limitation is that municipalities with varying powers can only act with respect to the limit of their powers. This means that a general agreement cannot confer upon your community more powers than it already has.
2. Cooperative Boundary Agreements – This type of agreement is proactive and is used to resolve boundary conflicts. Cooperative boundary plans or agreements involve decisions regarding the maintenance or change of municipal boundaries for a period of 10 years or more. The cooperative agreement must include a plan for the physical development of the territory covered by the plan; a schedule for changes to the boundary; plans for the delivery of services; an evaluation of environmental features and a description of any adverse environmental consequences that may result from the implementation of the plan. It must also address the need for safe and affordable housing. Using a cooperative boundary agreement a community could agree to exchange revenue

for territory, revenue for services, or any number of other arrangements. More detailed information can be obtained from Wisconsin State Statute 66.0307.

- 3. Stipulation and Orders – This type of agreement is reactive because it is used for resolving boundary conflicts that are locked in a lawsuit. The statute provides the litigants a chance to settle their lawsuit by entering into a written stipulation and order, subject to approval by a judge. Using a stipulation and order a community could agree to exchange revenue for territory in resolving their boundary conflict. Stipulation and orders are subject to a binding referendum. More detailed information can be obtained from Wisconsin State Statute 66.0225.

(Source: WIDOA Intergovernmental Cooperation Element Guide)

5.7.2 Analysis of Intergovernmental Relationships

Table 5.27 provides a brief description of the quality of the Town and Village of Eden’s relationship to other units of government according to the Plan Commission.

Table 5.27: Analysis of Intergovernmental Relationships

Adjacent Units of Governments	Satisfactory (5), Neutral (3), or Unsatisfactory (1)	Comments
Fond du Lac County	5	
Town of Empire	3	
Town of Osceola	3	
Town of Ashford	3	
Town of Byron	3	
School Districts		
Campbellsport Area School District	5	
Fond du Lac School District	3	
Lomira School District	3	
Other		
East Central Wisconsin RPC	3	
State	3	

5.7.3 Existing & Potential Conflicts & Potential Solutions

Table 5.28 provides a brief description of the existing and potential conflicts facing the Town and Village of Eden according to the Plan Commission.

Table 5.28: Existing & Potential Conflicts & Potential Solutions

<u>Existing & potential</u> conflicts with other local units of government.	
Local Unit of Government	Existing & Potential Conflicts
No conflicts were noted	
<u>Solutions</u> appropriate to resolve these conflicts.	
No conflicts were noted	

5.8 LAND USE

This element provides a baseline assessment of the Town and Village of Eden land use and covers all of the information required under SS66.1001. Information includes: existing land uses, existing & potential land use conflicts, natural limitations for building site development and land use trends. This information provides a basis for creating goals, objectives, policies, maps and actions to guide the future land use activities in the Town and Village of Eden.

5.8.1 Existing Land Use

All the land in the Town and Village of Eden is categorized according to its primary use. Those categories are described in the following list and illustrated on Map 5 & 5a, Existing Land Use.

Dwelling Unit: A building or a portion thereof designed exclusively for residential occupancy and containing provisions for living, sleeping, eating, cooking and sanitation for not more than one family.

- Agricultural – land used for the production of food or fiber
- Farmstead – a residential structure associated with agricultural land and typically without urban services (public water or sewer)
- Single Family Residential – a structure that only contains one dwelling unit (as defined above).
- Duplex Residential – a structure that contains two dwelling units.
- Multi-Family Residential – a structure that contains more than two dwelling units.
- Mobile Home Park – a contiguous parcel developed for the placement of manufactured homes.
- Commercial/Office – a location where retail goods and/or services are sold or where office activities take place.
- Industrial – a property where goods and products are manufactured, produced, or stored.
- Quarry – a property where the extraction of metallic or nonmetallic minerals or materials takes place.
- Public/Institutional – properties owned and/or used by governmental bodies, non-governmental organizations, and community organizations. These can include the Village Hall, public works buildings, County, State, and Federal structures, schools, churches, and others.
- Park & Recreation – a property where recreation is the primary activity and where there is typically no commercial or residential use. The City, County, or State usually owns these properties.
- Woodland – land which is primarily forested and without structures.
- Wetlands - areas in which water is at, near, or above the land surface and which are characterized by both hydric soils and by the hydrophytic plants such as sedges, cattails, and other vegetation that grow in an aquatic or very wet environment.
- Open Space – land that is without structures and is neither forested nor used for agricultural purposes.

- Vacant – land that has been platted for development but remains unused.

Table 5.29 approximates the existing land uses in the Village of Eden. Refer to Map 5, Existing Land Use. The Village’s existing land use pattern is indicative of a generally small Wisconsin village on the intersection of 2 major arterial roads. The dominant land uses within Village corporate limits are open space (19.3%), single family residential (17%), and transportation (12.7%).

Table 5.29: Existing Land Use, Village of Eden

Existing Land Use	Village of Eden	
	Acres	Percentage
Agricultural	16.9	4.3%
Farmstead	3.2	0.8%
Residential - Single Family	73.6	18.8%
Residential - Multi-Family	13.1	3.3%
Residential - Mobile Home	33.0	8.4%
Commercial	32.7	8.3%
Industrial	33.2	8.5%
Institutional	33.0	8.4%
Open Space	43.3	11.1%
Quarry	0.0	0.0%
Transportation	49.4	12.6%
Utilities	-	-
Parks	21.2	5.4%
Water	10.9	2.8%
Wetlands	6.7	1.7%
Platted Vacant Lands	9.3	2.4%
Undevelopable Platted Lands	12.0	3.1%
Total	392	100%

Existing & Potential Land Use Conflicts

The most notable existing or potential land use conflicts stem from natural limitations to development (wetlands, floodplains, and steep slopes) and the quarry to the north of the Village.

Limitations for Building Site Development

All land does not hold the same development potential. Development should only take place in suitable areas, which is determined by a number of criteria, including:

- A community’s comprehensive plan
- Compatibility with surrounding uses
- Special requirements of a proposed development
- Ability to provide utility and community services to the area
- Cultural resource constraints
- Ability to safely access the area
- Various physical constraints (soils, wetlands, floodplains, steep slopes, etc.)

The United States Soil Conservation Service (SCS), the predecessor agency to the United States Natural Resources Conservation Service (NRCS), completed a detailed operational soil survey of Fond du Lac County. The findings of this survey are documented in the report entitled "Soil Survey of Fond du Lac

County, Wisconsin", published in 1973 by the United States Department of Agriculture, Soil Conservation Service. The soil survey provided useful information regarding the suitability of the soils for various urban and rural land uses. Utilization of the soil survey involves determining the kinds and degrees of limitations that the soil properties are likely to impose on various uses and activities and evaluating the appropriateness of a particular land use with respect to the soil limitations.

Topography is an important determinant of the land uses practicable in a given area. Lands with steep slopes (20 % or greater) are generally poorly suited for urban development and for most agricultural purposes and, therefore, should be maintained in natural cover for water quality protection, wildlife habitat, and erosion control purposes. Lands with less severe slopes (12%-20%) may be suitable for certain agricultural uses, such as pasture, and for certain urban uses, such as carefully designed low-density residential use, with appropriate erosion control measures. Lands that are gently sloping or nearly level are generally suitable for agricultural production or for urban uses.

Another important determinant of land suitability for development is the presence of water and an area's susceptibility to flooding. Lands that are classified as wetlands, have a high water table, or are in designated floodplains are rarely suitable for rural or urban development.

The Development Limitations Map in the Appendix indicates those areas within Eden that are unfavorable for development due to steep slopes, wetlands, and floodplains.

5.8.2 Land Use Trends

Land Supply

There is approximately 392 acres of land within the Village corporate limits. The land supply in the Village may expand in the future, as the Village has the ability to continue to annex land within the Town into the Village if petitioned by landowners and approved by the Village Board. Table 5.30 indicates that 17.5% of the land within the Village corporate limits has some sort of development limitation either due to water, wetlands, floodplains, or steep slopes. There is approximately 34.8 acres of developable land within the Village including over 9.3 acres of platted but vacant land. Caution should be given, as this number does not include other factors that determine land suitability for development such as transportation access or utility access.

Table 5.30: Land Supply, Village of Eden

Land Use Categories	Acres	Percentage
Developed	288.2	73.6%
Development Limitations	69.0	17.5%
Developable	34.8	8.9%
Total	392	100.0%

Source: MSA GIS, Village of Eden

1. Developed lands include all intensive land uses (farmsteads, residential, commercial, industrial, institutional, transportation, utilities, quarry)
2. Development Limitation land includes water, wetlands, floodplains, and steep slopes >20%
3. Developable lands include all lands not categorized as developed or undevelopable.

Land Demand

Land development (residential, commercial and industrial uses) within the Plan Area will focus within and around the Village of Eden. Table 5.31 projects the estimated total acreage that will be utilized by residential, commercial, and industrial land uses for five-year increments throughout the planning

period. Projected residential acreage is calculated by using the household projections (see Table 5.4) and a lot size of 8,712 sq. ft. (the median size of a residential lot in the Village based on average residential parcels from existing land use GIS data and WI DOR residential parcels and total acres). It is estimated that the Village will require an additional 10.7 acres of residential lands, 2.9 acres of commercial lands and 3 acres of industrial lands by the year 2040. Caution should be given, as this number assumes that new lot sizes will reflect the current average lot size in the Village.

Table 5.31: Projected Land Use Needs, Village of Eden

Projected Land Demand	2020	2025	2030	2035	2040	20 Year Change
Population	1,000	1,080	1,090	1,090	1,075	75
Household Size	2.31	2.4	2.35	2.3	2.3	-0.01
Housing Units	414	450	464	474	467	53
Residential (acres)	119.7	126.9	129.7	131.7	130.4	10.7
Commercial (acres)	32.7	34.7	35.4	36.0	35.6	2.9
Industrial (acres)	33.2	35.2	36.0	36.5	36.2	3.0

Source: MSA GIS- projections based on existing land use pattern and median residential density of 0.2 acres/dwelling

5.8.3 Redevelopment Opportunities

Current trends suggest that new development will be minimal for the foreseeable future. There are 90.8 acres of undeveloped land within the Village (either agricultural, open space, vacant parcels, or woodland), and one could assume that these acres could more than meet the demands for new residential, commercial, or industrial development. Redevelopment should focus on the Village downtown and undeveloped platted residential lots within the existing Village sewer service area.