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# **Land Use Plan**

**Adopted : January 7, 2014**

**Prepared by: Town of Dover  
Plan Commission**

## **Town of Dover Land Use Plan Buffalo County, Wisconsin**

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## **Definitions:**

**Bluff-** A steep headland, promontory (high ridge of land or rock jutting out to sea or other body of water), riverbank, or cliff.

**Dugway-** A section of roadway extending from the top of a bluff to the bottom of a bluff, generally through the wooded portion of the bluff with a steep grade, often with sharp curves and/or switchbacks. We assume the term originates from construction by digging into a hill.

**Prime Farmland-** Rural land with the best combination of physical & chemical characteristics for producing food, feed, forage, fiber, and oilseed crops, and is available for these uses. Normally includes classes I, II, III land as defined by the USDA Natural Resources Conservation Service.

## **Works Cited**

**“Bluff.”** The American Heritage Dictionary of the English Language, 4<sup>th</sup> ed. Boston: Houghton Mifflin, 2000.

**“Dugway.”** Brevick, Dave. Buffalo County Highway Commissioner. Personal Interview. 4 Oct. 2001.

**“Prime Farmland.”** Official definition. National Resource Conservation Services.

## **Planning Process**

The land use planning process began with a presentation by the Buffalo County Extension Agriculture Agent to the Buffalo County Towns Association in 2011. The agent spoke on changes in agriculture and the effect of that change on land use. The Town of Dover was the fourteenth town to contact the Buffalo County Extension Office for help in developing a plan. Town of Dover officials then attended a public meeting for other towns and further discussion took place on reasons for planning.

Town of Dover officials then invited a number of people to serve on a planning committee. Other committee members asked to be included through a land use survey and through public meeting announcements. Efforts were made to invite a diverse group of residents. The planning committee provided needed views and input into issues that should be addressed and that are included in this document. Results from this effort are found later in this document.

Land use plans are not static documents, but are designed to change and be revised to meet current needs of the people. This document will be used as a guide to future land use decisions and development in the Town of Dover.

## **Summary of the History of Dover Township in Buffalo County Wisconsin**

**1856:** Dover was first settled by Samuel S Cooke on the property later owned by Robert and Marguerite Cooke in Cooke Valley.

**1871:** Dover Township broke away from Gilmanton Township organized by W.H.H. Amidon. Expenses for the township were \$150.00 for the year.

**1871:** First school was held in a log house and Miss Mary Loomis was the teacher.

**1874:** The first church was built in Dover. At a meeting held in 1876, it was decided to call the church the "Bennett Valley Congregation" because many of the members lived in Bennett Valley. The church burned in 1912 and rebuilt in 1914

**1877:** Wagons, carriages and sleighs were taxed and revalued.

**1878:** Post Office was opened on the "Loomis Homestead" located on the current property of Ordy Stay. D.D. Loomis was the first postmaster. Mail was delivered by stagecoach on a path between Independence and Gilmanton. The first general store was opened in the same building as the post office. The tax value of the horses & mules changed from \$2/head to \$10/head and board of review lasted 2 days over the dissatisfaction of the taxes.

**1893:** Town hall was built at a cost of \$185.85.

**1899:** New school was built at a cost of \$1000.00 borrowed from the state pay back in 5 years.

**1900:** Cheese factory was built (Dailey property on Hwy Z) and was later turned into a creamery in 1907 and named the Lookout Cooperative Creamery. This building burned in 1912 and rebuilt in 1913 and burned again in 1934.

**1904:** First telephone was installed at the general store owned by Edward Jackson. This building burned in 1932 and replaced in 1933.

**1910:** 222 people attend April election and annual meeting to authorize the first road (Hwy Z) Motion was made to raise \$700.00 for this new road.

**1913:** West Bennet Valley Church was built.

**1872:** Evanger Church was founded

**1953:** New Dover Grade School built on Linse Road

**Early businesses included:** feed and flour mill set up on a dam on the creek NW of the Three Mile Creek schoolhouse.; a portable sawmill that later became permanent on the Gus Rick Jr farm located now on Duane & Clarice Gray's property on Hwy Z; shoe repair and harness shop; confectionery; lime crusher; chicken hatchery

**Churches:**

1913: West Bennett Valley Church  
1867: Lookout Lutheran Church  
1872: Evanger Lutheran Church

**Cemeteries:**

Lookout Cemetery (LinseRoad and Highway 121)  
Evanger Cemetery (Winsand, Evanger & Independence Roads)  
West Bennett Valley Cemetery (behind Good Sheppard Church)  
Rongholt Cemetery (Julson Road)  
Cooke Cemetery (Cooke Valley Road)  
Severson Cemetery (Hwy Z)

**Early organizations included:**

Lookout Sunshine Club—1922—group of ladies organized to perform good deeds and helping neighbors in time of need until about 1982.

Lookout Homemakers -- 1947

## NINE ELEMENTS OF COMPREHENSIVE PLANNING

The Smart Growth legislation, signed into law as part of the 1999-2000 budget, is intended to provide local government units tools to create comprehensive plans, to promote more informed land-use decisions and to encourage state agencies to create more balanced land-use rules and policies. Nine elements are required by the Smart Growth legislation. These elements ensure that all aspects of community life will be considered as part of the comprehensive plan. The nine elements are:

- I. Issues and opportunities
- II. Housing
- III. Transportation
- IV. Utilities and Community Facilities
- V. Agriculture, Natural, and Cultural Resources
- VI. Economic Development
- VII. Intergovernmental Cooperation
- VIII. Land Use
- IX. Implementation

### Development of Goals for the Town of Dover

Land use planning is more than a set of rules for building, etc. It is a declaration of the priorities and values of the people within the Town. These priorities and values should determine if and how property is developed and used.

The remainder of this document describes the priorities and values of the people of the Town of Dover. It lists a set of action plans to achieve these priorities and values.

#### I. Issues and Opportunities:

##### Population and Population Projections:

Population of the Town has increased over time from 435 in 1970 to 486 in 2010. Projections from the Wisconsin Department of Administration – Demographic Services Center, indicate that population is expected to rise in Dover by 49 persons. The committee thought this was a reasonable estimate considering the economic factors that affect the major employers

**Town of Dover Population Statistics and Projections – U.S. Census Data**

| <b>Jurisdiction</b> | <b>Census 1960</b> | <b>Census 1970</b> | <b>Census 1980</b> | <b>Census 1990</b> | <b>Census 2000</b> | <b>Census 2010</b> | <b>Proj. 2015</b> | <b>Proj. 2020</b> |
|---------------------|--------------------|--------------------|--------------------|--------------------|--------------------|--------------------|-------------------|-------------------|
| Dover               | 491                | 435                | 455                | 451                | 484                | 486                | 508               | 535               |
| Buffalo County      | 14202              | 13743              | 14309              | 13584              | 13804              | 13,577             | 14,554            | 14,794            |

**Population by Race:**

The Town of Dover is predominantly white. This has been constant since records have been kept. There is an increasing population of Hispanic people due to employment opportunities on farms and other business entry level positions.

**Town of Dover Population by Race – 2010 Census**

| <b>Race</b> | <b>Population %</b> |
|-------------|---------------------|
| Total       | 486                 |
| White       | 96.7                |
| Hispanic    | 2.7                 |
| Black       | 0.0                 |
| Asian       | 0.0                 |
| Other       | 0.6                 |

**Population by Education Level:**

The Town of Dover has the 2<sup>nd</sup> lowest high school graduation rate in Buffalo County and the third lowest college graduation rate. All of Buffalo County lags behind the state average rates. A significant Amish population may well be the reason for the higher than average level of the population without a high school diploma.

**Town of Dover Population by Education – American Community Survey**

| <b>Education Level</b>   | <b>Population %</b> |
|--------------------------|---------------------|
| Total                    | 326 (>25 years old) |
| No High School Diploma   | 16.5                |
| High School Diploma Only | 46.3                |
| Some College             | 15.0                |
| Associates Degree        | 12.0                |
| Bachelor’s Degree        | 8.3                 |
| Graduate Degree          | 1.8                 |

**Population by Age:**

Population in the Town of Dover tends to be 8 – 10 years younger than in Buffalo County. A number of young Amish families with more than average number of children is one reason the age of the population is younger than other Towns in Buffalo County.

**Town of Dover Population by Age – 2010 Census**

| <b>Age – years</b> | <b>Number</b> | <b>Percent</b> |
|--------------------|---------------|----------------|
| Under 5            | 41            | 8.4            |
| 5-9                | 40            | 8.2            |
| 10-14              | 41            | 8.4            |
| 15-19              | 45            | 9.2            |
| 20-24              | 17            | 3.5            |
| 25-34              | 49            | 10.2           |
| 35-44              | 82            | 16.8           |

|              |    |      |
|--------------|----|------|
| 45-54        | 65 | 13.4 |
| 55-59        | 31 | 6.4  |
| 60-64        | 25 | 5.2  |
| 65-74        | 27 | 5.5  |
| 75 and older | 23 | 4.6  |

**Per Capita Income:**

Per capita income has increased in the Town of Dover much faster than that of Buffalo County, and is equal to the State of Wisconsin average income.

**Town of Dover Per Capita Income**

|                | <b>1990 per Capita Income</b> | <b>2000 Per Capita income</b> | <b>2010 Per Capita Income</b> | <b>% Change Last 10 Yrs</b> |
|----------------|-------------------------------|-------------------------------|-------------------------------|-----------------------------|
| Town of Dover  | \$6,352                       | \$16,168                      | \$27,192                      | +68.2                       |
| Buffalo County | \$10,947                      | \$18,123                      | \$23,240                      | +28.2                       |
| State of WI    | \$13,276                      | \$21,271                      | \$27,192                      | +27.8                       |

A SWOT Analysis was conducted with the planning committee after analyzing data as collected in a community survey. This list will provide a guideline throughout the planning process.

**Strengths~**

- Productive agricultural land
- Scenic views
- Good roads
- Spacious
- Good soil conservation
- Good school
- Sense of cooperation between neighbors
- Good community involvement, a safe and neighborly community
- Strong local government
- Quiet and peaceful
- Good first responders
- Accepting of new people
- Freedom – Lack of local ordinances
- Clean air and water
- No night-time light pollution
- Natural beauty
- Diversity of people
- Good hunting
- Strong family ties

- Affordable land
- Low cost of living
- Four seasons
- Reasonable employment opportunities
- Good kids that are raised by the community
- Store and churches available

### **Opportunities~**

- Access for possible alternative energy resources – wind, solar, etc
- Proximity to Twin Cities creates opportunities for agri-tourism
- Proximity to job market in Mondovi, Arcadia, Eau Claire and Winona
- Diversity of skills in local population
- Proximity to higher education facilities in Eau Claire, Winona, and LaCrosse
- Good hunting and fishing; hunting income such as leases, lodging, guides, eating and drinking establishments
- Changing seasons; tourism, motorcycles, snowmobiles, etc.
- Wide variety of agricultural commodities produced, including organic meats and vegetables
- School system has capacity for more students
- Abundant, pure, high quality ground water
- Tourism – opportunities could be explored for businesses that give tourists an opportunity to spend money
- Light traffic on roads invites photography and wildlife viewing
- Easy access to Mississippi River for fishing, boating, and waterfowl hunting
- Light/Small scale industrial or commercial businesses that are environmental friendly

### **Weaknesses~**

- Distance to hospital(s)
- Amount of acres in Managed Forest Land program
- Retention of landowners
- Transfer of land ownership out of the family
- Lack of light industry and/or service industry
- Lack of service businesses, such as restaurants or convenience stores
- Declining student population in local school district
- Slow response from law enforcement, fire services and EMS because of distance
- Small school district
- Affordability of land for agricultural purposes
- Average age of farmers is increasing

- Land price for recreational purposes
- Fences are poor and not always maintained

### **Threats**

- What would happen if the Gilmanton school would close?
- Tax breaks for land in the MFL program, increases the property tax for other landowners that live and own facilities in the Town
- Non-resident landowners spend very little money in local communities
- Few young farmers, average age of landowners is increasing, transfer of landownership is non-family
- Potential closing of one of the large local businesses (Ashley, Golden Plump, Marten) job opportunities in the area are very diverse
- Regulations on land ownership, Nutrient management plans, manure handling, etc
- Limited work force
- Tax base to support services that town residents would like to have
- New building codes have increased cost of building the average home by > \$15,000
- Large Scale(more than 40+ acres)Non-Metallic Mining of Industrial Silica Sand (NMMISS):
  - a. NMMISS may create an environmentally-destructive footprint
  - b. NMMISS may threaten air quality, ground and surface water resources
  - c. NMMISS may increase road maintenance because of heavy equipment traffic
  - d. NMMISS could destroy agricultural and forest land, resulting in a lower tax base
  - e. NMMISS job opportunities may be offset with negative social and economic losses
  - f. NMMISS may lower property values of nearby residences
  - g. NMMISS may lower value of hunting land and of hunting leases
  - h. NMMISS could create increased large truck traffic, which threatens health and safety of residents, especially Amish residents
  - i. Sand wash plants needed by NMMISS may create toxic residues that pollute groundwater and threaten the marketing of organic produce
  - j. Noise and light pollution from NMMISS may make the area less desirable for residents or prospective property buyers who value the serenity of our rural lifestyle.

**Overall Planning Goals:**

- **Preserve agricultural and forest land for sustainable production and for future generations**
- **Protect surface and groundwater resources**
- **Protect the rural character of the town and its high quality of life**
- **Protect the health, safety, and welfare of town residents**
- **Maintain natural beauty and natural resources**
- **Support the local school district**
- **Provider a safe, healthy neighborhood in which to raise children**
- **Support events for local involvement, such as Community Club and American Legion**
- **Maintain Infrastructure**
  - Roads and bridges
  - Increase cooperation between Towns and Counties – run equipment more with each municipality using some of the equipment

**HOUSING ELEMENT:**

Wisconsin’s population density is 103 people per square mile, Buffalo County is well below that with only 20 people per square mile.

**Housing Units in the Town of Dover and Buffalo County – Census Data**

| <b>Area</b>    | <b>1970</b> | <b>1980</b> | <b>1990</b> | <b>2000</b> | <b>2010</b> |
|----------------|-------------|-------------|-------------|-------------|-------------|
| Town of Dover  | 140         | 158         | 147         | 156         | 199         |
| Buffalo County | 4,597       | 5,478       | 5,586       | 6,098       | 6,664       |

There are a total of 199 total housing units in the Town of Dover. 84% (167) of the homes were occupied during the 2010 census. This was lower than most Towns in Buffalo County. 80% of the homes (134) were occupied by families. 22% (37) had at least one individual 65 years or older living in the home. 12.5% (21) were renter occupied homes, lower than the Buffalo County average. Average household size was 3.24 persons. The average home value was \$158,300.

There has been a significant growth of seasonal homes, cabins and second homes in Dover over the last twenty years . 11% (22) of the homes were classified as seasonal or recreational homes. There has been some concern over trailers being placed without permits and being left in place year round and not having a fire number. Concern was also expressed about manufactured homes that may not meet safe living standards. It was determined that housing is available for purchase for those choosing to purchase a home.

Land for building homes is readily available in the Town including many sites that are not designated as prime farmland.

**Goals and Actions:**

- Encourage the construction of single family dwellings in the Town. All income levels are served, as no restrictions are recommended for minimum square footage, minimum value, etc.
- Homes and homesteads should be maintained to maintain the beauty of the Town and meet current ordinances in place by Buffalo County.
- No restrictions on dwellings should be placed at this time, but may need to be revisited in the future.
- All mobile homes that are relocated in or to the Town of Dover that are 10 years or more will be approved by the town board on a case by case basis.

**III. TRANSPORTATION ELEMENT:**

Vehicular traffic is the major form of transportation in Dover due to limited other forms of transportation available. Recreational transportation is used including snowmobiles and bicycles. Dover has a significant amount of horse-drawn vehicle traffic on all roads, including State Highway 121, because of its large Amish population.

No new road construction is anticipated in the timeframe of this plan. The major objective of the transportation plan is to improve current roads high quality.

Dover has a total of 63.89 miles of road. 7.02 miles of state road, 18.15 miles of county roads and 38.72 miles of town miles. See map on page 18. Functional road classification for rural roads include principal arterials, major and minor collectors, and local roads.

Principal arterials serve interstate and interregional trips. These roads serve urban areas with populations greater than 5,000 and are classified as interstate highways. Dover has 0.0 miles of principal arterials.

Collector miles collect traffic from local roads and link them to nearby population centers. Major collectors are classified as state roads and minor collectors are classified as county roads. Dover has 20.14 miles of collector miles includes the 7.02 miles of State Highway 121 that is located in the Town of Dover and County Highways H, Q, and Z.

Local roads provide access for travel over relatively short distances. These roads are classified as town roads. Dover has 43.75 miles of town roads. This includes all of the Town Roads and County Highway BB.

Dover has 2 bridges longer than 20 feet and 10 bridges shorter than 20 feet. Davis valley road (2), Richards road (1), Cooke Valley Road (1) are the worst bridges all are less than 20 feet.

### **State and Regional Transportation Plans:**

State of Wisconsin Department of Transportation Connections 2030 Plan addresses all modes of transportation and looks at them as an integrated system. The Town of Dover is not affected directly by this plan.

Wisconsin Department of Transportation Six Year Highway Improvement Plan: This plan details plans for improvements in state roads. There are no projects listed in the Town of Dover.

### **Bus Service:**

There is no bus service in the Town of Dover. The nearest commercial bus service is Greyhound Bus Service, which stops in Chippewa Falls, WI.

### **Freight Rail Service:**

There are no rail lines running through the Town of Dover. The Burlington Northern Santa Fe (BNSF) runs along the entire western edge of Buffalo County. The closest currently used spur is in Cochrane, WI. The Green Bay Western railroad runs through Whitehall, WI, 20 miles to the East

### **Passenger Rail Service:**

There is no passenger rail service to the Town of Dover. Daily passenger service (AMTRAK) is available in La Crosse, and Winona, MN, with one train heading south in the am and one train heading north in the pm.

### **Airports:**

There are no public or private airports in the Town of Dover. Winona, MN has a private airport but no passenger air service. Eau Claire and La Crosse, WI have the closest passenger air service which is about 45 minutes from the Town. Many people ride the shuttle from Eau Claire to the Minneapolis/St Paul Airport.

### **Water Transportation:**

The Town of Dover is not located on a commercial waterway. The Mississippi River runs on the entire west side of Buffalo County, with the Port of Winona being the closest terminal. Much of the grain produced in the Town will be transported by truck to Winona and sold to one of three grain buyers to be loaded onto barges. Fertilizer, Chemical, Liquid Propane and other commodities are shipped to Winona and distributed throughout the region by truck.

**Trucking:**

Most commercial shipping in the Town is by truck. With State Highway 121 being a major transportation route in the Town of Dover. Road bans are implemented each spring on County and Town roads.

**Pedestrian and Bike Trails:**

There are no designated biking trails in the Town of Dover.

**Snowmobile Trails:**

There is a very strong network of snowmobile trails in the Town of Dover and across Buffalo County. These trails are located on private property. Maintenance and property agreements are completed by local clubs. See map on page 19 .

The following road projects will be developed as funding allows:

- Julson Ridge Road
- Cooke Valley Road (lots of commuter traffic to Arcadia businesses)
- Diethelm Road

Projects are suggestions only and can be changed as needs and highway finances change. Each year the Town Board will prioritize current year road and bridge work based on condition of road/bridge, safety, traffic count, slope, funds available and other factors.

Dover has some problems with vandalism of Town road signs and has a goal to keep all road signs up to date and replaced as needed and as funds permit. Citizens are encouraged to report all suspicious activity on the roads and related to road signs.

All-Terrain Vehicle usage has become very popular. This is a potential recreation use that could bring tourists to the Town.

Bicycle usage in rural areas is on the increase. The planning committee expressed concerns about safety on Town and county roads due to the amount of motorized traffic, farm traffic and bicycle traffic all sharing the same roads. Many visitors to the Town may not be aware of the amount and size of modern farm machinery.

Some elderly transportation is available through Buffalo County Health and Human Services, Meals on Wheels program. Transportation is also available for veterans through the Buffalo County Veteran's Service Office.

**Goals and Actions for Transportation:**

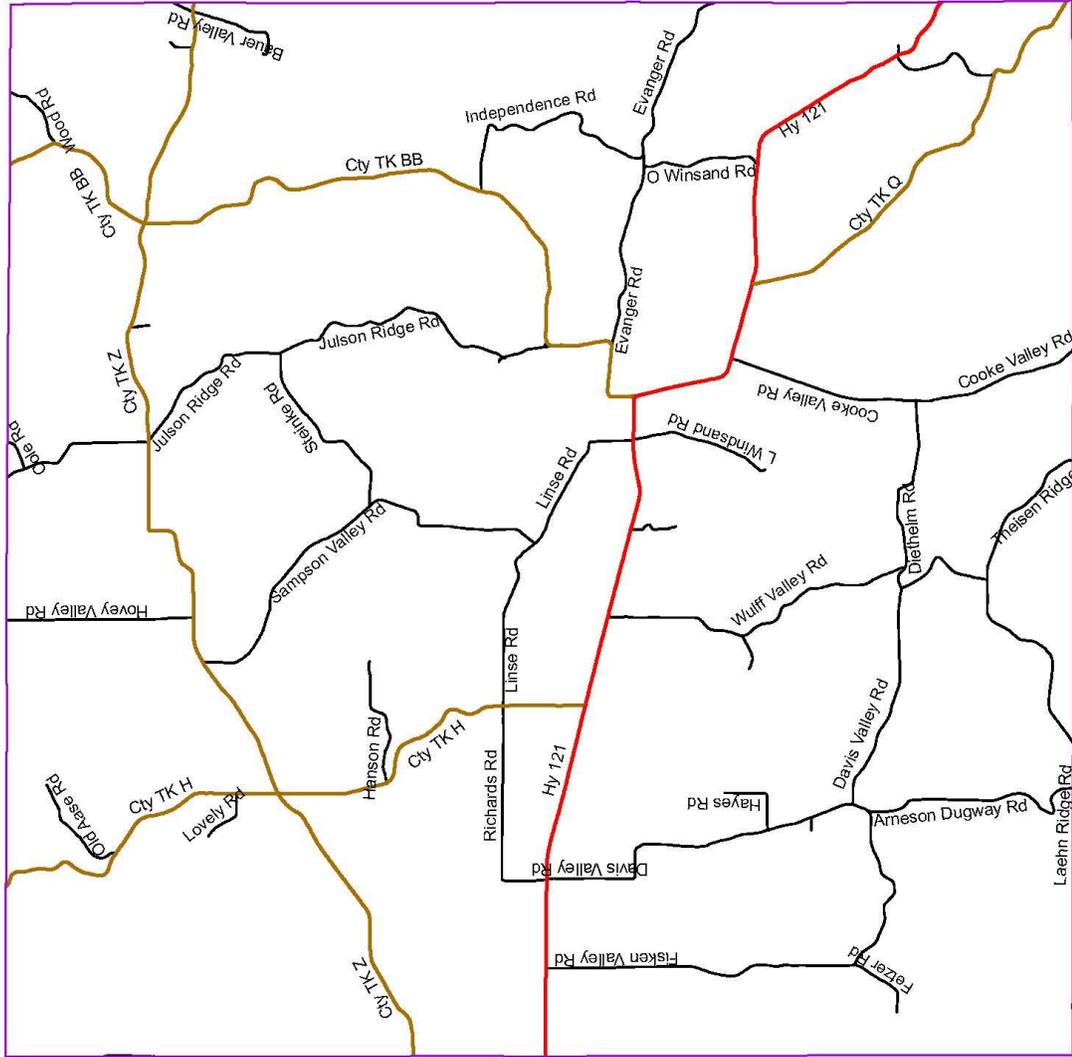
- Road maintenance and improvements will be planned on a systematic, ongoing basis. The town board will prepare and regularly update a five year road improvement plan. County Highway officials will be consulted as needed for preparing the plan.

- Encourage citizens to report any suspicious activity around road signs.
- Support the development of a bicycle loop brochure for Buffalo County roads. The brochure (combined with a webpage) should highlight safety on rural roads, how to share roads with farm equipment and how to be a good neighbor as you are passing through the Town.
- Consider future All-Terrain Vehicle trails in the Town of Dover and throughout Buffalo County.
- The Town of Dover will only take over a private road if it meets guidelines developed by the state and is blacktopped.
- The Town will also look at any conditional use permits that may increase the level of Heavy Industrial equipment that would use town roads and how they would impact the roads quality. They would evaluate the frequency on the roads and what size of equipment being used. This would be done on a case by case basis to determine if multiple permits involving this type of equipment would impact the roads and work with the permit owners to control the amount of traffic and frequency.

# Town of Dover Road Map



| Legend |                 |
|--------|-----------------|
| Roads  |                 |
|        | Federal         |
|        | State           |
|        | County          |
|        | Town            |
|        | City or Village |
|        | Private         |



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#### **IV. UTILITIES AND COMMUNITY FACILITIES ELEMENT:**

This element looks at existing utility service and community facilities benefiting the citizens of the Town of Dover. Items include solid waste disposal, recycling services, parks, telecommunication services , emergency response services, schools, government facilities and others.

##### **Sanitary Waste and Water Supply:**

The largest concentration of wells are in an around the area known as Lookout. All citizens in Dover have private wells & sewers. There are currently no plans to develop public services at this time. Buffalo County Zoning issues all sanitary permits in the Town.

##### **Solid Waste/Recycling:**

Garbage disposal is available in cooperation with the Town of Gilmanton. Garbage can be disposed of on Gunderson road in Gilmanton at the cost per bag, regardless of the size of the bag. Recycling is available on Gunderson Road. Open every Saturday 9:00 am until 3:00 pm. Once per year the Towns of Dover and Gilmanton cooperate on a free recycling clean-up day for all landowners in their respective townships.

##### **Town Facilities:**

The Town Hall and Town Shop are the only public/governmental facility in Dover. They are located near the intersection of State Road 121 and Linse Road. The town hall is used for meetings and for voting and occasionally used by private individuals.

There are 6 cemeteries located in the Town. Three are maintained by churches, the other three; Cooke, Julson/Rognholt, and Severson are maintained by associations. The Amish community has their own private cemetery that they maintained.

##### **Telephone/Electricity/Internet Services:**

Landline phone service, cable television and internet services will have DSL available through Nelson Telephone Cooperative. Cell phone service for residents are available thru many providers and is left to the discretion of the resident as to who they prefer.

Riverland Energy Cooperative is the sole provider of electrical service in Dover. The citizenry find alternative energy sources such as wind, solar and methane acceptable in the Town.

##### **Natural Gas:**

There are no natural gas services in the Town. Most people rely on Liquid Propane that is delivered from sources outside the township.

**Libraries:**

There are no public libraries in the Town. Residents rely on the Mondovi Public Library, a Little Library located at the convenience store in Gilmanton, and library in upper level of Gilmanton Town Hall. The County pays a fee for each transaction for Town residents using the libraries that are not located in the County.

**Education:**

Students residing in the Town attend Gilmanton Public School. Taxpayers also support the Chippewa Valley Technical College.

**Fire Protection, Police Protection and Emergency Management:**

Fire protection for the Town of Dover is provided by the Mondovi Volunteer Fire Department. Police protection is provided by the Buffalo County Sheriff's Department. The Dover/Gilmanton First Responders and Whitehall or Mondovi Ambulance Services provide emergency medical services. Buffalo County Emergency Management Department provides training and planning for emergencies. Planning members are concerned about the increasing numbers of elderly residents and the need for medical care and transportation.

**Health Care and Long Term Care Services:**

There are no health care providers in the Town of Dover. Excellent Medical Services are available in Mondovi, Eau Claire and Whitehall. Mondovi does have a clinic that some residents utilize. Most people choose health care services based on where they are employed. Long term care services are provided in Mondovi, Whitehall or Eau Claire.

**Public Parks:**

There are no parks or public trails in the Town.

**Goals and Actions for Utilities and Community Facilities:**

- There are no plans to expand any of the community facilities in the Town of Dover.
- Maintain the high quality fire and rescue services that are currently available. This requires regular contact and discussions with the other municipalities involved. Communication is extremely important because due to multiple organizations providing service to the Town.
- Maintain the recycling and solid waste services that the Town currently uses.
- Carefully consider new alternative energy resources as they become available as conditional use permits are considered by the Buffalo County Board of Adjustment.
- Encourage residents to volunteer for EMS and fire responses.

## **V.AGRICULTURAL NATURAL AND CULTURAL RESOURCES ELEMENT:**

Dover was settled by farmers and agriculture continues to play a very important part of the economy of the Town. Value-added agriculture is small but has grown significantly during the past ten years. The Amish population has a large organic vegetable enterprise, marketing their produce through a cooperative that delivers in the Twin Cities. This enterprise employs members of nine families totaling 29-30 people and delivers four days per week in the Twin Cities. Other organic farmers raise sheep, goats, chickens and geese for sale to organic markets.

Farmland constitutes 69.7% of total acreage in the Town of Dover.

Dairy farms were the predominant farming enterprise for many years. In the last 15 years, the number of dairy farms has decreased and row crop farming has increased. The number of large poultry farms has also increased. Most of these farms contract broiler chickens for a poultry processor located in Arcadia, WI.

Some soils in the Town of Dover have steep slopes and conservation is always a consideration for farmers.

The topography of Dover Township is very undulating and can create limitations with farming on steeper slopes. The major watercourses in this township is Elk Creek with Bennett Valley being a local reference.

Fayette soils are relatively productive, but do require management for erosion control. Conservation tillage is one practice that is used on some acres. Hay in the rotation is a very valuable conservation practice, but there is less demand for forage crops than what the landscape needs. This soil is found on slopes from 4-20%.

Gale/Norden/Urne soils are also mapped in this township but are not as productive as Fayette. These soils are shallow and are farmed on slopes as steep as 25%. These require intensive management to control erosion and contour farming does not work in this uneven topography .

Lower parts of the landscape are mapped as Boone, Meridian, Sparta, and Dakota series. Meridian is the most productive of these and has a surface texture of loam. Sparta and Dakota are fine textured of either sandy loam or loamy sand surface. Boone is the most coarse textured with a surface texture of fine sand. Meridian is the most productive and Boone is the least productive with water management being the major concern. Slopes on these units range from 0-6% slope.

Immediately adjacent to streams, Etrick and Peat and Muck are the predominant soil types. Natural drainage of these areas is the most limiting factor for production.

Steep areas are mapped as Steep and Stony Land and are reserved for timber production and wildlife habitat.

### **Natural Resources:**

#### **Wildlife:**

Dover has a wide variety of wildlife species and excellent wildlife habitat. It is best known (as is all of Buffalo County) for high quality whitetail deer.

#### **Groundwater**

All drinking water in the Town of Dover is from groundwater sources (private wells). Buffalo County completed a groundwater study in 1998 indicated no contamination of wells within the Town of Dover. More recent, but smaller number of samples from the Buffalo County Health and Human Services continues to indicate good groundwater quality.

#### **Surface Water**

There are numerous small streams in the Town of Dover many which are intermittent streams. Elk Creek, and Armour Creek both have potential to be strong trout streams. There are no lakes found in the Town of Dover. See hydrology map on page 27.

#### **Forests**

Forest land makes up 20% of the land in the Town of Dover. Much of the high quality timber has been harvested, and most timber land is management for both forest and wildlife. The forests are located on very steep slopes which are too steep to convert to farmland or along streams and wetlands.

#### **Wetlands:**

Wetlands make up a smaller portion of the Town of Dover. The wetlands are found along the County Road Z and Q along some the stream. Wetlands should be protected from development. Current zoning regulations will not allow building in designated wetlands. See map page 28.

#### **Floodplains:**

Development is not allowed by the Buffalo County Floodplain Zoning Ordinance. These are fragile areas necessary to avoid flooding of roads and other developed property. A map of the designated floodplains for the Town of Dover can be found on page 29.

#### **Non-Metallic Mining:**

Non-metallic mining mainly consists of the excavation of sand, gravel and stone. Limestone quarries that existed prior to 2011(see map page 30) produced crushed rock for road building and ag lime for neutralizing acidity in farm fields. The town currently contains one operational limestone quarry in Section 36 and one NMMISS conditional

use permit in Section 22. There is concern about the increasing numbers of frac sand mining inquiries in the western Wisconsin area which also fall under the non-metallic mining category. See map page 30.

The dramatic increase in the amount and size of non-metallic mining sites of industrial silica sand (NMMISS) in the west-central Wisconsin region has raised a high level of concern among many Town of Dover residents. Large scale NMMISS threatens many of the characteristics that make the Town of Dover a desirable place to live in and to grow a family in. The town has no motels, restaurants, or gas stations at the current time; this lack of a retail base means the town is unable to capture any economic benefits that would come from any persons who might be employed at such mines.

### **Cultural Resources:**

The Town of Dover is rich in history and cultural activities that reflect the heritage of the Town. Some examples of cultural resources in the Town include:

- Town Hall
- Morris Amidon House

There are no County or State Parks located in the Town of Dover.

### **Goals and Actions - Agriculture:**

- The planning committee recognizes the value of agricultural land. At this time they have no plans to put measures into place to regulate agricultural land. They do support non-government efforts to preserve farmland without increasing regulations, i.e. Mississippi Valley Land Conservancy, West Wisconsin Land Conservancy, etc.
- Landowners are encouraged to use conservation practices as they farm their land. Long term productivity can only be maintained if land is conserved. Conservation also helps to maintain other resources such as streams and rivers.
- Promote state and county programs that support the preservation of farms and farmland.
- Promote state and county programs that encourage conservation of farmland.
- Preserve and promote opportunities for Amish community to grow their organic produce and to bring their produce to market.

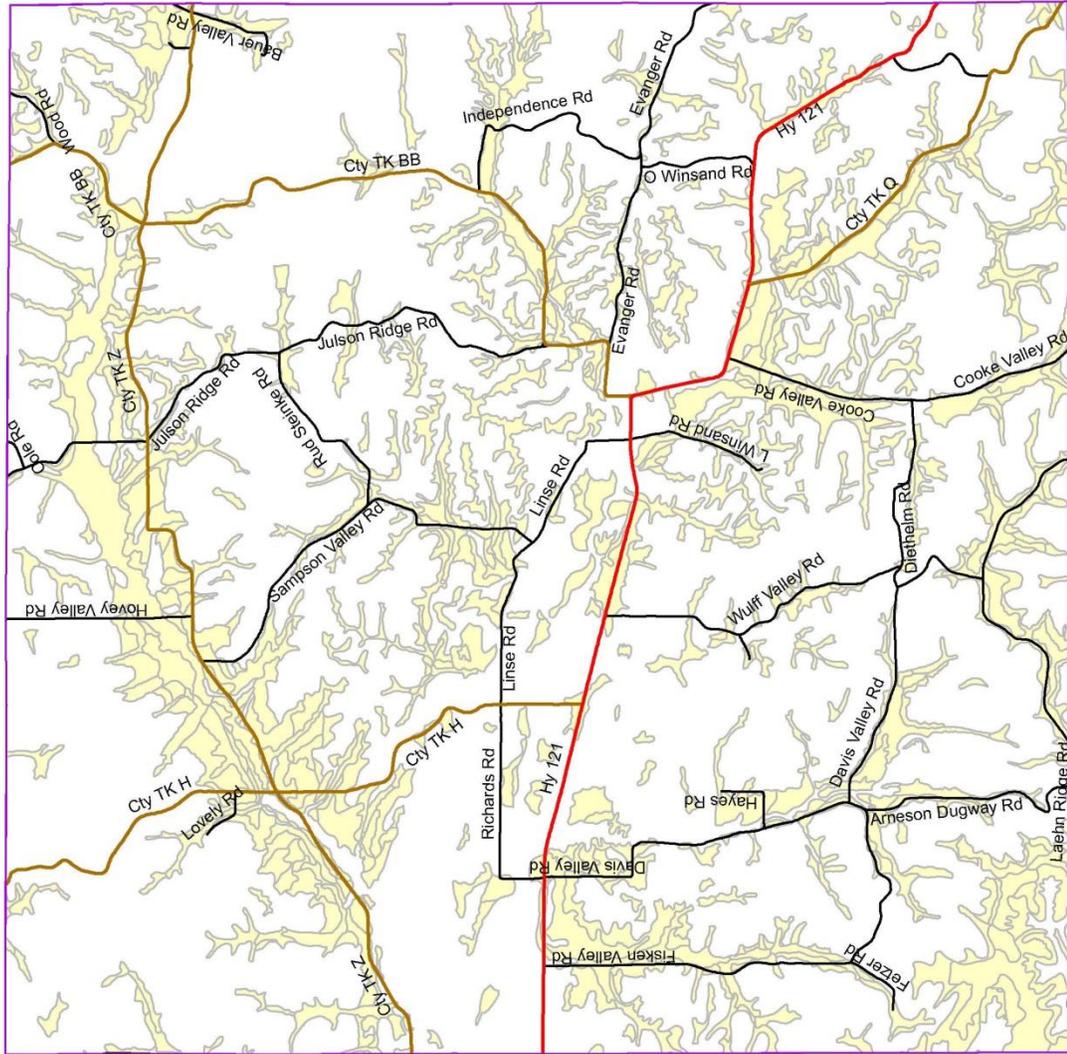
### **Goals and Actions – Natural Resources:**

- Encourage citizens to learn to appreciate all wildlife, not just whitetail deer.
- Encourage landowners to maintain habitat for wildlife.
- Promote good conservation practices to maintain/improve habitat for all types of wildlife.
- Maintain current zoning regulations restricting all development in floodplains and from building to close to normal high water levels.

**Goals and Action – Cultural Resources:**

- Continue to maintain and improve the Town Hall as funds allow and make available to residents to use.

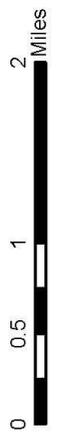
# Town of Dover Prime Farmland Map



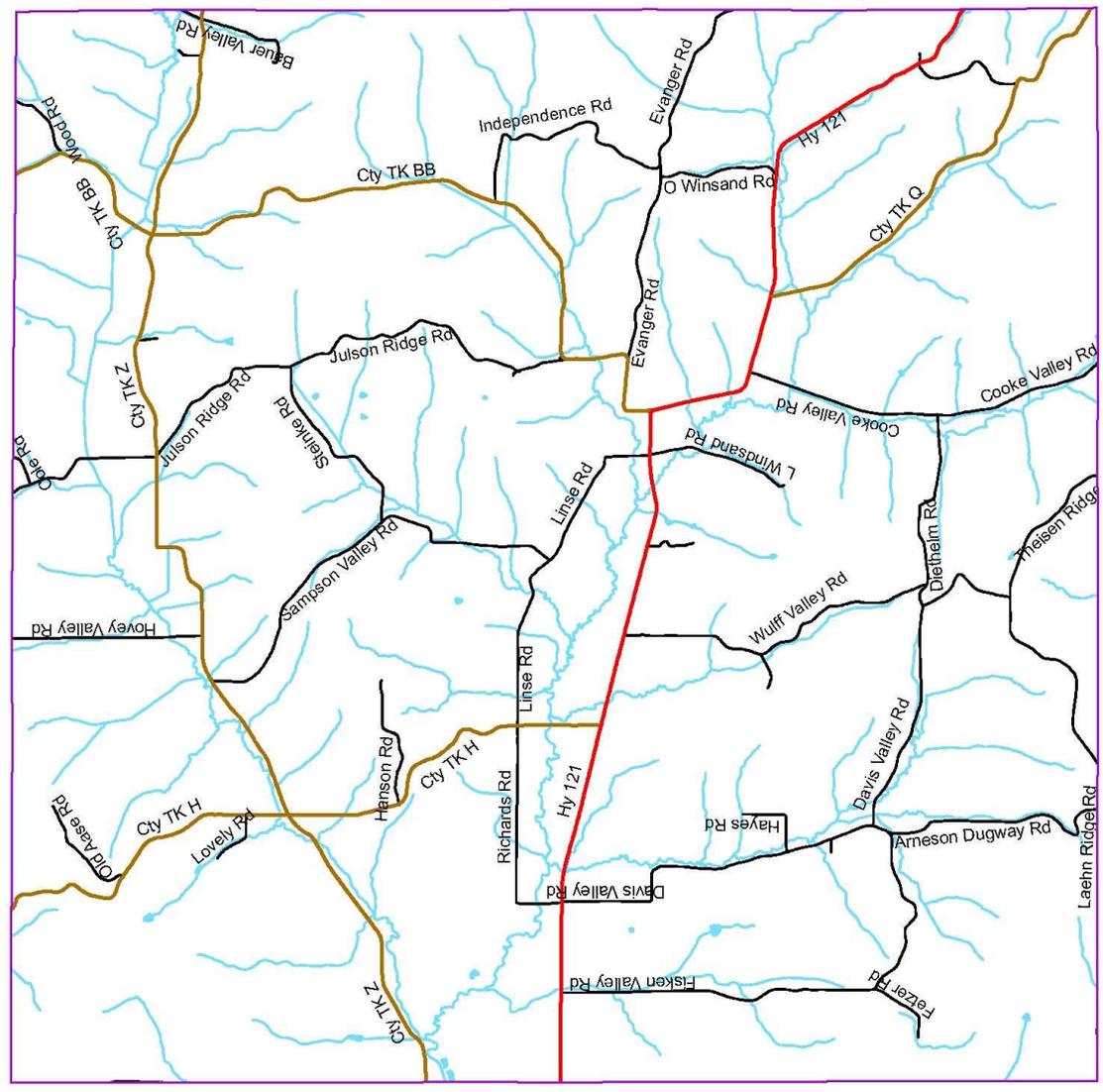
| Legend   |                 |
|--|-----------------|
| <span style="background-color: yellow; border: 1px solid black; display: inline-block; width: 15px; height: 10px;"></span> | Prime Farmland  |
| <b>Roads</b>   |                 |
| <span style="color: blue; font-weight: bold;">—</span>   | Federal         |
| <span style="color: red; font-weight: bold;">—</span>  | State           |
| <span style="color: orange; font-weight: bold;">—</span>   | County          |
| <span style="color: black; font-weight: bold;">—</span>  | Town            |
| <span style="color: gray; font-weight: bold;">—</span>   | City or Village |
| <span style="color: yellow; font-weight: bold;">—</span>   | Private         |

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# Town of Dover Hydrology Map

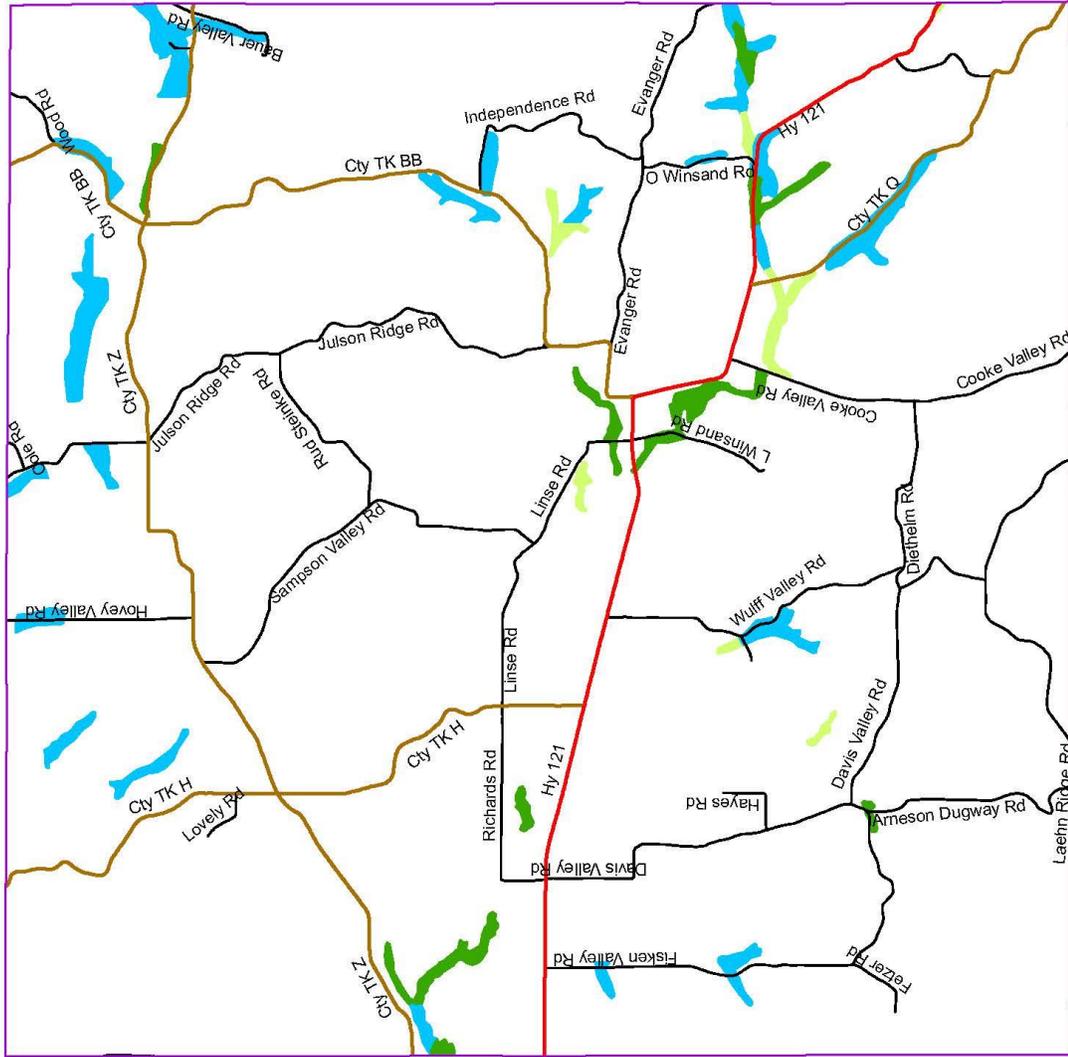


|               |                  |
|---------------|------------------|
| <b>Legend</b> | Rivers & Streams |
|               | Water Bodies     |
| <b>Roads</b>  | Federal          |
|               | State            |
|               | County           |
|               | Town             |
|               | City or Village  |
|               | Private          |



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# Town of Dover Wetland Map



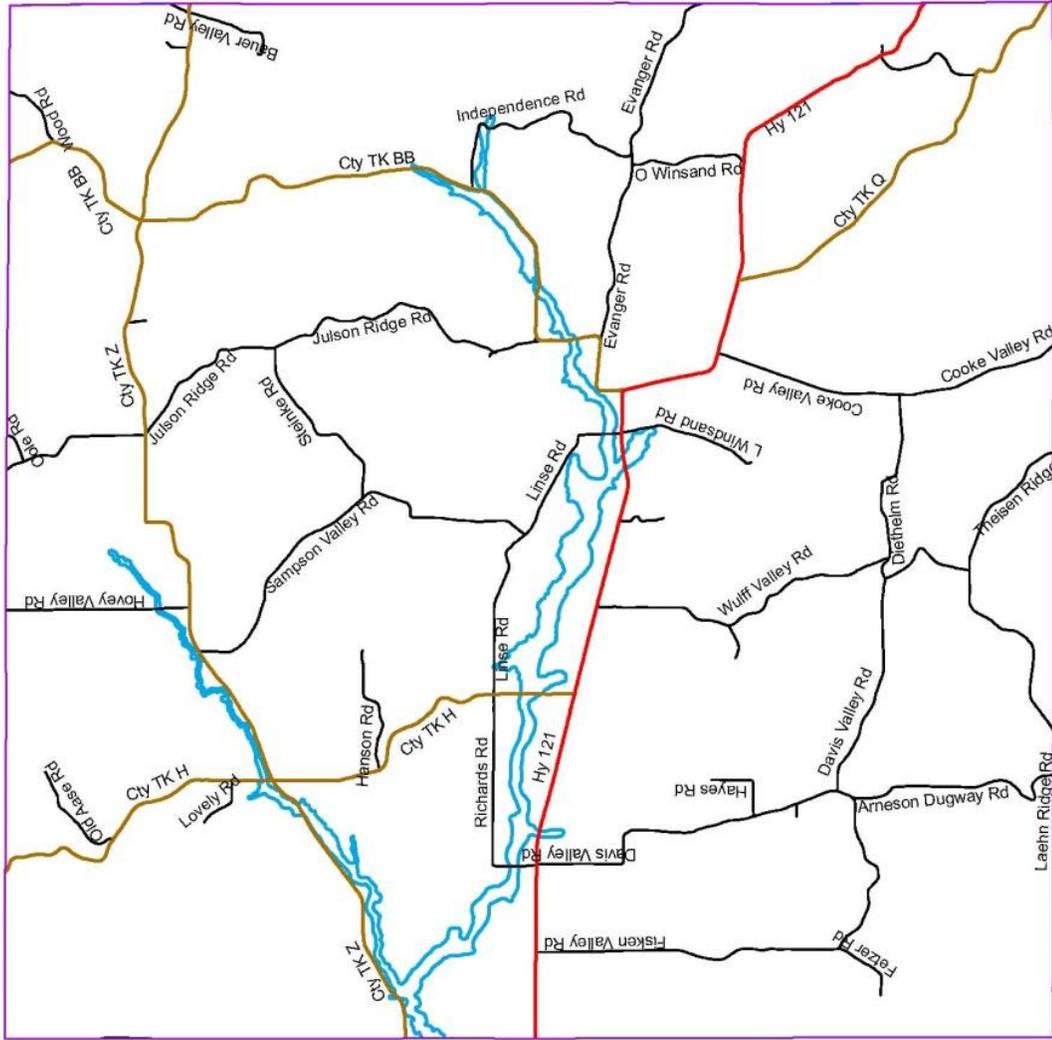
| Legend                     |         |
|----------------------------|---------|
| Forested                   | State   |
| Open water                 | County  |
| Aquatic bed                | Town    |
| Emergent/wet meadow        | City    |
| Filled/drained wetland     | Village |
| Flats/unvegetated wet soil | Private |
|                            | Roads   |
|                            | Federal |
|                            | County  |
|                            | Town    |
|                            | City    |
|                            | Village |
|                            | Private |

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# Town of Dover Floodplain Map



|               |                 |
|---------------|-----------------|
| <b>Legend</b> | Floodplain      |
| <b>Roads</b>  | Federal         |
|               | State           |
|               | County          |
|               | Town            |
|               | City or Village |
|               | Private         |



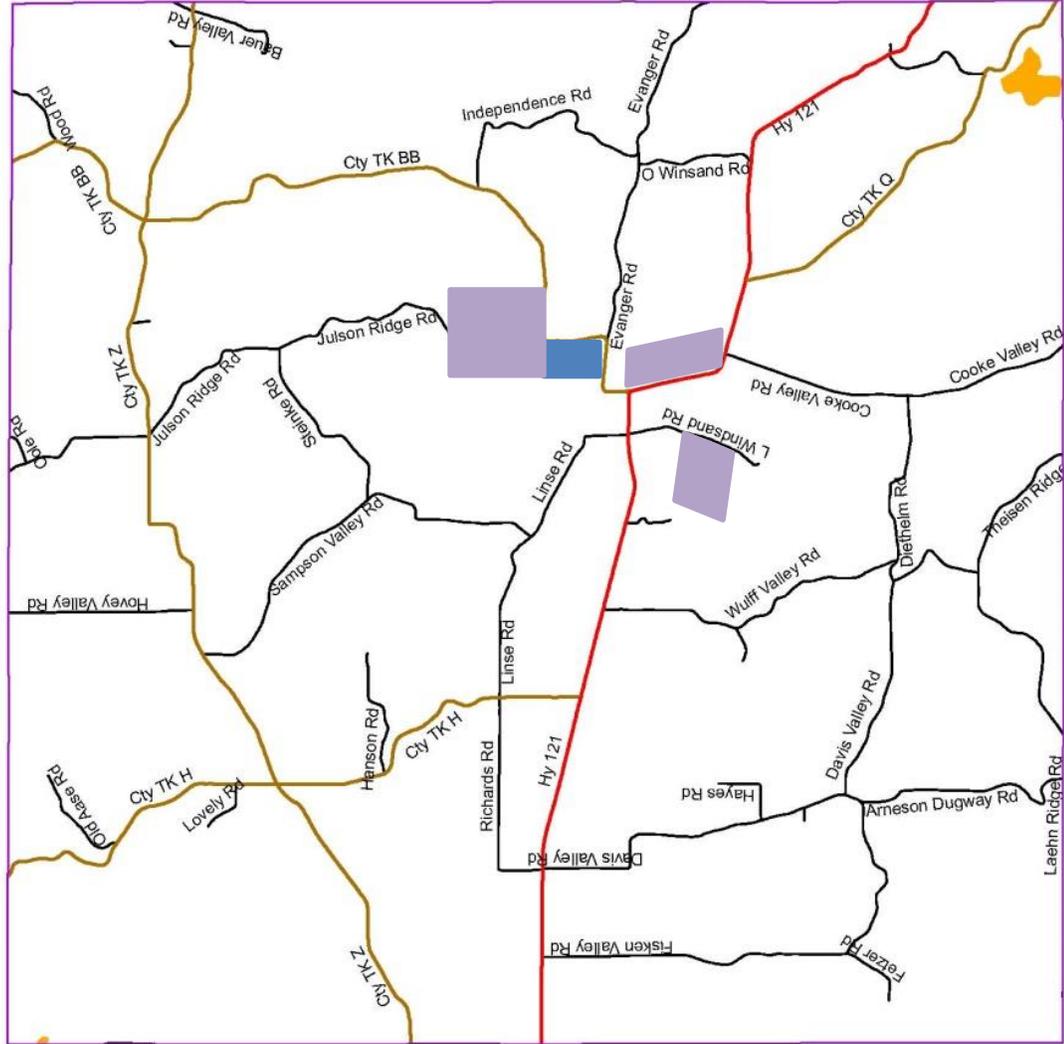
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# Town of Dover Non-Metallic Mining Map



| Legend       |                     |
|--------------|---------------------|
|              | Non-Metallic Mining |
| <b>Roads</b> |                     |
|              | Federal             |
|              | State               |
|              | County              |
|              | Town                |
|              | City or Village     |
|              | Private             |

Approved NMMISS permit  
NMMISS Permit in process



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## VI. ECONOMIC DEVELOPMENT ELEMENT:

The majority of the data for this section came from the U.S. Census Bureau, Selected Economic Characteristics: 2005-2009 5-Year Estimates. Other sources of information was the Department of Workforce Development and citizens from the Town of Dover.

### Employment Information:

Manufacturing, agriculture and the education/health/social occupations comprise a majority of people employed in Town of Dover. The town contains a balanced mix of residential, recreational, and agriculture components. Many jobs depend on serving residents and recreational users, as well as farmers. The town is rural with very productive soils. The town is also within commuting distance to manufacturing, school and health care jobs in Arcadia, Mondovi, Osseo and Eau Claire. **The Town of Dover and all of Buffalo County tends to have very low unemployment rates**, due to the variety of jobs in the region and the growth of industry in Arcadia (Ashley Furniture and Gold'n Plump Chicken).

### Town of Dover Employment Statistics – Census Data

| Employment Status                    | Number | Percent |
|--------------------------------------|--------|---------|
| <b>Population 16 years and older</b> | 493    | 100     |
| In Labor Force                       | 359    | 72.8    |
| Civilian Labor Force                 | 359    | 72.8    |
| Employed                             | 349    | 70.8    |
| Unemployed                           | 10     | 2.0     |
| Armed Forces                         | 0      | 0       |
| Not in Labor Force                   | 134    | 27.2    |
| <b>Occupation</b>                    |        |         |
| Agriculture, Forestry, Fishing       | 54     | 15.5    |
| Construction                         | 13     | 3.7     |
| Manufacturing                        | 98     | 28.1    |
| Retail Trade                         | 22     | 6.3     |
| Professional, management, etc.       | 2      | 0.6     |
| Education, health care               | 73     | 20.9    |
| All others                           | 29     | 8.3     |
| <b>Class of Worker</b>               |        |         |
| Private wage and salary              | 279    | 79.9    |
| Government workers                   | 17     | 4.9     |
| Self-employed                        | 52     | 14.9    |
| Unpaid family                        | 1      | 0.3     |

### Commuting to Work:

Many employed residents of the Town of Dover, who do not work on their own farms, or are self-employed, commute out of the Town to work. Mondovi, Eau Claire, Whitehall and Arcadia are located within a 30 minute commute from anywhere in the town.

LaCrosse, Eau Claire, and Winona are about a 45 minute commute; the Twin Cities is about 2 hours distant.

**Town of Dover, Commuting Habits – Census Data**

| <b>Means of Travel</b>                    | <b>Percent</b> |
|---|----------------|
| Car, truck, van – drove alone             | 65.5           |
| Car, truck, van – carpooled               | 10.0           |
| Public transportation                     | 2.6            |
| Walked                                    | 5.8            |
| Other means                               | 0.9            |
| Worked at home                            | 6.5            |
|   | <b>Minutes</b> |
| <b>Mean travel time to work (minutes)</b> | 27.5           |

**Buffalo County Industries:**

Buffalo County has a very small manufacturing base. Only one industry, La Crosse Milling (oat miller) is in the top ten employers in the County.

**Table 10: Buffalo County Top 10 Employers – WI DWD**

| <b>Company</b>          | <b>Service</b>              | <b>Size</b> |
|-------------------------|-----------------------------|-------------|
| Marten Transport        | Trucking                    | 1,000+      |
| Mondovi Public Schools  | Education                   | 100-249     |
| CFC Public Schools      | Education                   | 100-249     |
| County of Buffalo       | Government                  | 100-249     |
| American Lutheran Homes | Nursing Care Provider       | 100-249     |
| Dairyland Power         | Electrical Power Generation | 100-249     |
| School District of Alma | Education                   | 50-99       |
| Midwest Dental          | Dental Care                 | 50-99       |
| US Army Corp of Eng.    | Engineering Service         | 50-99       |
| La Crosse Milling       | Oat Miller                  | 50-99       |

**Environmentally Contaminated Sites in the Town of Dover:**

The Wisconsin Department of Natural Resources Bureau of Remediation and Redevelopment Tracking System (BRRTS) was utilized in identifying contaminated sites in the Town of Dover. There were no contaminated sites in the Town of Dover identified in the database.

The Wisconsin DNR Solid and Hazardous Waste Information System was reviewed for waste disposal sites in the Town of Dover. There were no waste disposal sites in the registry located in the Town of Dover.

## **County, Regional and State Economic Develop Programs:**

### County Programs:

- Revolving Loan Fund

### Regional Programs:

- Mississippi River Regional Planning Commission,; Economic Development Program, Revolving Loan Fund

### State Programs:

- Value Added Dairy Initiative
- Wisconsin Department of Agriculture Trade and Consumer Protection Milk Volume Program
- USDA – Rural Development

## **Local Planning Effort:**

The planning committee identified some characteristics of businesses that would be desirable and likely to attract to the Town of Dover. The list of these business characteristics is listed below.

### Ideal characteristics of a desirable Town of Dover business

- Employs local people
- Does not need to convert farmland (approximately 98% of County is zoned for agriculture)
- Does not require “reclamation” of farm or forest land
- Does not adversely affect the scenic, touristic, or recreational potential of the area
- Minimizes damage to the environment, ie: “green”
- Does not adversely affect the health, safety, or welfare of residents and landowners
- Does not produce air, water, or light pollution
- Is sustainable; does not lend itself to boom and bust cycles
- Create wages that can support a family
- Produces little or no waste for disposal
- Is home-or family-based

### Current Businesses located in the Town of Dover:

- Auto Body
- Wisconsin Organic Growers Cooperative
- Siding and Construction
- Dog Kennels and Training
- Auctioneer Services
- Excavation Business
- Outfitters

- Custom Farm Equipment Operators
- Restaurant and lodge
- Child Care Services
- Screen Printing & Embroidery

Realizing that most of the economic growth for employment will come from outside of the Town of Dover, the following goals and actions will be put into place.

**Goals and Actions:**

- Agricultural businesses have been the mainstay of the economy in the Town as well as Buffalo County. Continue to support traditional agricultural business development in the Town of Dover. These businesses include dairy, beef, poultry and traditional crops (hay, corn and soybeans).
- Support business ventures into agricultural enterprises that are not traditional in the Town of Dover. These businesses include small fruit production, vegetable production, energy production, on-farm agricultural product processing, and agritourism.
- Support home based businesses in the Town of Dover, including small office businesses, repair businesses, small value added agriculture businesses, etc. as regulated in the current zoning regulations.
- Support efforts to start a Buffalo County Economic Development Corporation and provide information resources to the organization to encourage small business development that meet the characteristics listed above.

## **VII. INTERGOVERNMENTAL COOPERATION ELEMENT:**

### **State and Federal Agencies:**

Wisconsin Department of Transportation:

The Town of Dover participates, in cooperation with the Buffalo County Highway Department in the Wisconsin Information System for Local Roads.

Federal Emergency Management Agency (FEMA):

The Town of Dover has contact with FEMA following any natural disasters which affect the Town. The county works in cooperation with the Buffalo County Emergency Planning when working with FEMA.

### **Buffalo County:**

Cooperation between governmental units is a normal activity. Dover currently cooperates with several other units of government on issues that can be better addressed as a group. The Town of Dover maintains positive relationships with several Buffalo County Agencies. They consult with the Buffalo County Highway Department on road issues, and meet with the Highway Commissioner each year to assess Town roads and bridges. The work with Emergency Government to have emergency plans in place. The Town of Dover is also under County Zoning. Finally, they are working with Buffalo County and the Buffalo County Towns Association in developing their Town and comprehensive county plans.

Dover has been part of the Buffalo County Recycling program since the program began and cooperates with the Town of Gilmanton. The Town also cooperates and helps to fund Emergency Response and Fire Protection with City of Mondovi and Dover/Gilmanton First Responders.

Dover is also an active member of the Buffalo County Towns Association and meets with them quarterly.

Cooperate with Town of Gilmanton on snow plowing.

### **School Districts:**

All of the Town is served by the Gilmanton Public School District. The residents of the Town of Dover are very supportive of their school.

**Goals and Actions:**

- Encourage coordination and cooperation among units of government. Remain active with the Towns Association and discuss issues that can better be addressed as a group of towns, i.e. managed Forest Land and its effect on town tax base.
- Have a candid discussion with Buffalo County Highway Department and Buffalo County Towns Association of areas of possible cooperation on road maintenance and repair.
- Maintain the strong relationship with current Fire and EMS Services.
- Communicate with County on efforts at economic development to improve the local economy and increase tax base.

**VIII: LAND USE ELEMENT:**

**Existing Land Use and Zoning:**

The Town of Dover is a rural town that is steadily shifting to residential and recreational uses. The following table displays the breakdown of property values within the town.

**Town of Dover Property Assessment – Buffalo County Treasurer (2013)**

| <b>Property Classification</b> | <b># of Parcels</b> | <b>Total Value</b> | <b>Total Acres</b> |
|--------------------------------|---------------------|--------------------|--------------------|
| Residential                    | 171                 | 15,055,900         | 381                |
| Commercial                     | 8                   | 293,500            | 26                 |
| Manufacturing                  | 2                   | 0                  | 55                 |
| Agricultural                   | 635                 | 1,693,200          | 14,063             |
| Undeveloped                    | 307                 | 1,580,900          | 1,590              |
| Productive Forest Lands        | 91                  | 3,126,700          | 1,127              |
| Agricultural Forest Land       | 265                 | 4,387,300          | 2,971              |
| Woodland Tax Lands             | 123                 | 6,797,200          | 2,807.01           |
| Exempt Lands                   | 30                  | 0                  | 52                 |
| Other                          | 113                 | 6,436,700          | 197                |
| <b>TOTALS</b>                  | <b>1,745</b>        | <b>39,371,400</b>  | <b>23,268</b>      |
| Gilmanton Area Schools         | 915                 | 32,574,200         |                    |
| Chippewa Valley VTAE           | 915                 | 32,574,200         |                    |

All towns within Buffalo County participate in county comprehensive zoning as described in Wisconsin Statute 59.97. Zoning decisions are made by the Buffalo County Zoning Committee and Buffalo County Zoning Department. This document is evolving and will change as deemed necessary by the taxpayers of the Town of Dover. It will contain a description of the goals and objectives of the people in the Town as to how they would like to see change and development. The Town enacted a driveway ordinance in 2008 to address safety and emergency response concerns.

**Existing Land Uses:**

The Town of Dover is rural. It is mainly agricultural and forest land. There is limited residential housing, with home owners mainly building on old farm sites. Most of the land is steep soils with very productive land in the valley and along the bluff tops. Currently, there is one location that is zoned commercial and one location zoned as industrial with the remaining land being zoned agricultural. See map on page 39.

**Topography:**

The Town of Dover can be described as bluffs and valleys. Land that is not currently in productive farmland is mainly too steep to farm, or is in the limited areas of wetland found in the town.

**Commercial/Industrial:**

Only two properties in the Town are not currently zoned agricultural. See future zoning map on page 40.

**Population and Housing Densities:**

Population Density is currently higher than the county average at 13.4 people per square mile and a housing density of 5.5 houses per square mile.

**Land Demand and Prices:**

Land sales values in Buffalo County have increased in the past 10 years. Until the last few years, this was driven by recreational land sales mostly to whitetail deer hunters. High farm commodity prices (especially corn and soybeans) have increased the demand for farmland sales to equal prices to forestland. Agricultural land sales in 2010 for Buffalo County were \$3,508 dollars per acre, the highest in the NC District, (Wisconsin Department of Revenue Statistics). The Wisconsin Agricultural Statistics Service shows similar numbers with farmland sales at \$3,718 per acre (2009 data) and forest land sales at \$3,453 per acre (2009 data). Both of these values were the highest reported in the North Central District.

**Opportunities for Redevelopment:**

The Town of Dover has had very limited development over history due to the Town's rural nature. No redevelopment opportunities were identified.

**Land Use Projections:**

The two major land uses in the Town of Dover are agriculture and recreation (hunting), both of these uses providing very little development pressure. There was no indication of commercial or industrial development. Housing has only increased by a few houses each year, with no sub-developments currently or planned.. If current home building trends continue (as assumed by the planning committee) about 3 houses would be built each year or about 60 in 20 years.

**Managed Forest Land:**

Managed Forest Law (MFL) enrollment is a concern throughout Buffalo County. Currently, Dover has 2,807 acres of forest land enrolled in the MFL program this

accounts for over 41% of the woodland acres in the Town. This is one of the lowest enrolled percentages of woodland in the county, but the number has been increasing. MFL continues to be a major concern because of falling property tax base for the Town and County.

**Current Zoning:**

Currently, all Towns in Buffalo County are under the county zoning rules. Dover desires to maintain this relationship, but would like to have a say in rezone changes and in conditional use permits. At this time, Town residents do not want to implement any protections for farmland, natural areas or any other land use area. They would like to encourage landowners to voluntarily participate in programs to preserve farmland, such as land conservancy organization.

**Goals and Actions:**

- The township will continue to value farmland and maintain communication with farmers on ways to protect their land from possible threats. They will revisit the possibility of Farmland Protection in 2016 at their annual Town meeting.
- Maintain current relationship with Buffalo County Zoning.
- Dover would like the MFL program to be reevaluated. The Town board will work with the Buffalo County Board, the Towns Association and their local legislators to have a change made in how woodland is taxed. The board will report annually to the Town residents at their annual meeting of steps taken and progress to date.
- The planning committee indicated that the Town had many building sites for individual family dwellings that would have very limited impact on agricultural production. These areas were on field boarder, fence rows, etc. They also designated one area as having more potential for residential because of its location in the valley with light to sandy soils. The planning committee recommends that 3 acre lots be required for building homes to maintain the rural appeal of the Town. See map on page .
- Dover wants to keep the lines of communication open on non-metallic mining and their quest for safe practices. NMMISS has many unknowns that may have a negative impact to the high quality of life that residents and landowners now enjoy. Further information would need to be gathered to make an informed decision. Each new conditional use permit submitted would be evaluated on a case by case basis. NMMISS could reduce property values and may discourage new housing starts or housing improvements which could add to the township tax base. NMMISS unknowns may also threaten some if not all existing recreational uses, especially deer hunting.

# Town of Dover Land Use Map

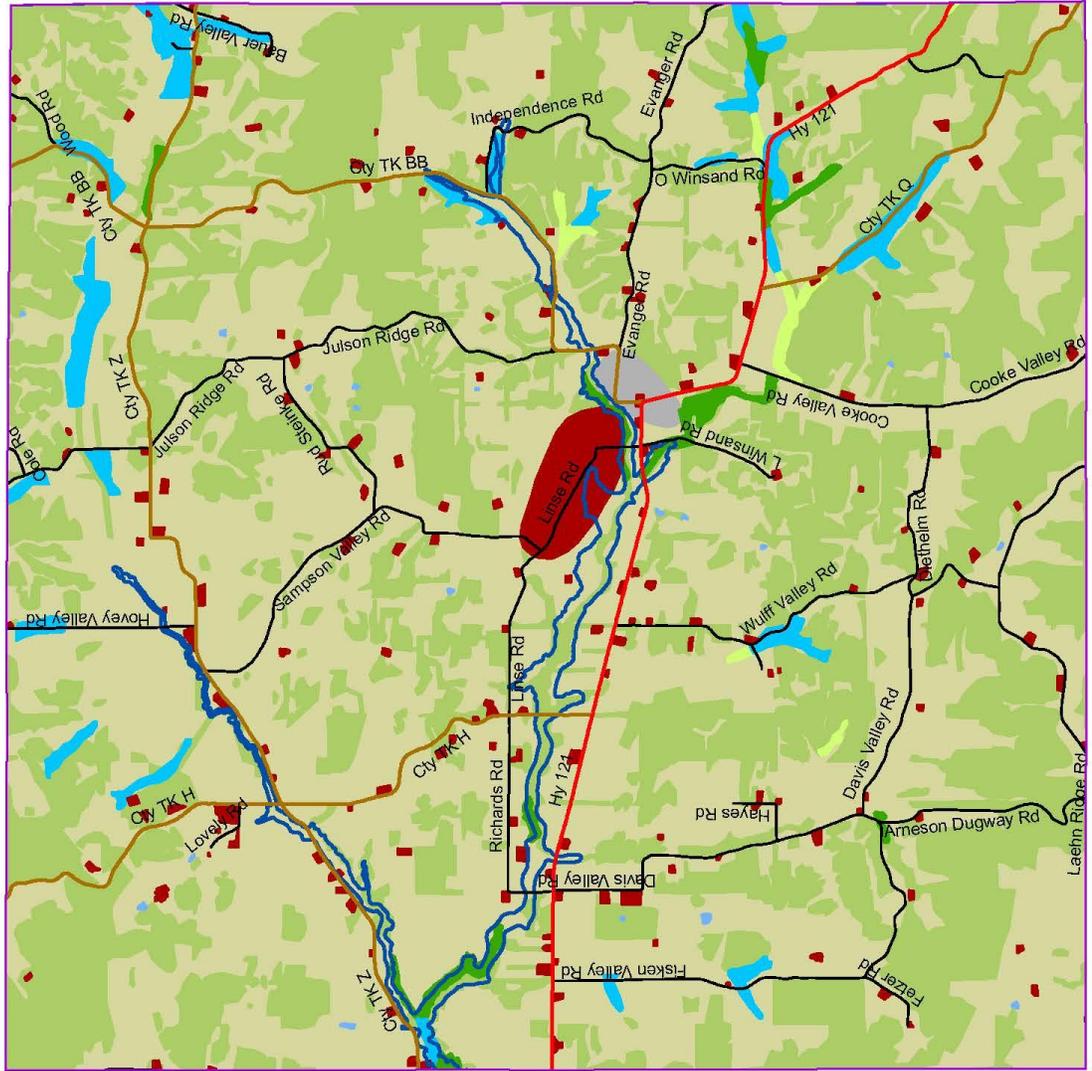


| Legend |                            |
|--------|----------------------------|
|        | Emergent/wet meadow        |
|        | Filled/draind wetland      |
|        | Flats/unvegetated/wet soil |
|        | Forested                   |
|        | Open water                 |
|        | Scrub/shrub                |
|        | Upland                     |
|        | Private                    |
|        | FEMA/Floodplains           |
|        | Residential                |
|        | Agriculture                |
|        | Forest                     |
|        | Wetland                    |
|        | Aquatic bed                |



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# Town of Dover Future Land Use Map



|                  |                              |
|------------------|------------------------------|
| <b>Legend</b>    | Emergent/wet meadow          |
| <b>Roads</b>     | Filled/drained wetland       |
| Federal          | Flats/unvegetated wet soil   |
| State            | Forested                     |
| County           | Open water                   |
| City             | Scrub/shrub                  |
| Village          | Upland                       |
| Private          | <b>Land Use</b>              |
| FEMA/Floodplains | Residential                  |
| Wetland          | Agriculture                  |
| Aquatic bed      | Forest                       |
|                  | <b>Commercial/Industrial</b> |

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## **VIII. IMPLEMENTATION ELEMENT:**

### **Goals and Actions in Implementing Plan:**

- The Comprehensive Plan will be reviewed at each annual meeting of the Town. Updates that are needed will be the responsibility of the Town of Dover Board and will be incorporated by notification of public meetings, surveys if necessary and public hearings.
- The plan will be updated at least every ten years.
- The implementation of the plan will be the responsibility of the Town Board of Dover, Buffalo County Zoning and the Buffalo County Board of Supervisors.
- The Town Board of Dover will work together with other Towns and Buffalo County to implement other portions of the plan.