



# Town of Maple Valley, Wisconsin

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Cover : Sites of Maple Valley

# **Town of Maple Valley - 2020 Comprehensive Plan**

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# Bay-Lake Regional Planning Commission

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Martin W. Holden, Executive Director

*The regional planning commission for Northeastern Wisconsin serving communities within the counties of:*

FLORENCE · MARINETTE · OCONTO · BROWN · DOOR · KEWAUNEE · MANITOWOC · SHEBOYGAN

February 25, 2002

Mr. Harold Mork  
Chairperson of the Town of Maple Valley Town Board  
and Members of the Town Board

Ladies and Gentlemen:

The Bay-Lake Regional Planning Commission is pleased to present this Comprehensive Plan, entitled; *Town of Maple Valley 2020 Comprehensive Plan* to the Town Board. This Comprehensive Plan was prepared by the Bay-Lake Commission staff in accordance with contract #56062 and adopted by the Maple Valley Town Board on December 12, 2001, under Wisconsin Statute 66.1001 (Smart Growth).

This Comprehensive Plan represents the town's commitment to the long-term planning needs of the community. The Comprehensive Plan also provides the town with a framework for preserving its prime agricultural lands and many natural resources, while allowing for controlled orderly development.

In addition to setting forth a land use plan and supporting plan implementation devices, this document presents pertinent information on many factors affecting land use development in the town of Maple Valley, including existing and probable future residential population levels, the natural resource base, existing land uses, intergovernmental cooperation and existing local plan implementation devices.

The delivery of this plan constitutes the completion of the Bay-Lake Regional Planning Commission's obligation regarding the town's request for assistance in developing the Comprehensive Plan. The Commission staff stands ready to assist the town in presenting the information contained in this report and in implementing, over time, the plan set forth herein.

Sincerely,

Martin W. Holden  
Executive Director

RESOLUTION NO. 1

ADOPTION OF THE TOWN OF MAPLE VALLEY  
2020 COMPREHENSIVE PLAN

WHEREAS, Wisconsin Statutes 62.23 authorizes the adoption of a Comprehensive Plan for the general purpose of guiding and accomplishing coordinated, adjusted, and harmonious development of the Town;

AND WHEREAS, the Comprehensive Plan has been prepared by the Bay-Lake Regional Planning Commission which contains proposals, programs, descriptions, maps, and explanatory matter regarding natural resources, population, housing, economic development, transportation, land use, public facilities, outdoor recreation, and general plan design (land use plan) for the year 2020;

AND WHEREAS, the Comprehensive Plan has been prepared in accordance with the elements of a plan as defined in Wisconsin Statutes 66.1001 (Smart Growth);

AND WHEREAS, the Comprehensive Plan has been reviewed and recommended for approval by the Town of Maple Valley Plan Committee;

NOW, THEREFORE BE IT RESOLVED that the Town of Maple Valley Plan Committee hereby recommends to the Maple Valley Town Board that a Comprehensive Plan entitled: *Town of Maple Valley 2020 Comprehensive Plan*, be adopted by the Town Board pursuant to Wisconsin Statutes Sections 62.23 and 66.1001(4).

Dated this 17 day of OCTOBER, 2001.

Resolution introduced and adoption moved by RYAN BROCK.

Motion for adoption seconded by DALE WANISH

Voting Aye: 7 Nay: 0

APPROVED:

Clifford Penndance  
Maple Valley Plan Committee Chair

ATTEST:

Patsy A. Gauthier  
Maple Valley Plan Committee Secretary

TOWN OF MAPLE VALLEY  
ORDINANCE NO. 2001-01

An Ordinance to Adopt a Comprehensive Plan Pursuant to  
Wisconsin Statutes Section 66.1001 (Smart Growth)

WHEREAS, on August 9, 2000 the Town Board for the Town of Maple Valley approved a contract with Bay-Lake Regional Planning Commission to prepare a Comprehensive Plan for the Town of Maple Valley under the guidelines of Section 66.1001 Wisconsin Statutes; and,

WHEREAS, the project included a public participation plan in every stage of the process for preparation of a Comprehensive Plan for the Town of Maple Valley, which addressed provisions for wide distribution of the proposed elements of the Comprehensive Plan, and provided an opportunity for written comments to be received from the public and for the Town to respond to such comments; and,

WHEREAS, on October 17, 2001, the Town of Maple Valley Plan Committee recommended to the Town Board adoption of the Comprehensive Plan by resolution which passed by a majority vote of the entire membership of the Town Plan Committee, which vote is recorded in the official minutes of the Plan Committee; and,

WHEREAS, the Town of Maple Valley Town Board held a public hearing on December 12, 2001, which was preceded by a Class 1 Notice provided as described in Wisconsin Statutes Chapter 985, that was published at least 30 days before the hearing was held, and the notice included all of the following information:

1. The date, time and location of the hearing;
2. A summary of the proposed Comprehensive Plan;
3. The name of the individual employed by the Town of Maple Valley who may provide additional information regarding the proposed ordinance;
4. Information relating to where and when the proposed Comprehensive Plan could be inspected before the hearing, and how a copy of the Plan could be obtained; and,

WHEREAS, the Town Board of the Town of Maple Valley, having carefully reviewed the recommendation of the Town Plan Committee, having determined that all procedural requirements and notice have been satisfied, having given the matter due consideration, including consideration of the Plan components relating to issues and opportunities, agricultural, natural and cultural resources, housing, economic development, transportation, utilities and community facilities, intergovernmental cooperation, land use and implementation, and having determined that the Comprehensive Plan will serve the general purposes of guiding and accomplishing a coordinated, adjusted and harmonious development of the Town of Maple Valley which will, in accordance with existing and future needs, best promote the public health, safety, morals, order, convenience, prosperity and the general welfare, as well as efficiency and economy in the process of development.

NOW, THEREFORE, the Town Board of the Town of Maple Valley, Oconto County, Wisconsin, DOES ORDAIN AS FOLLOWS:

Section 1: The Comprehensive Plan recommended by the Town of Maple Valley Plan Committee to the Town of Maple Valley Town Board, attached hereto as Exhibit A, is hereby adopted.

Section 2: The Town Clerk is directed to file a copy of the attached Comprehensive Plan for the Town of Maple Valley with all the following entities:

1. Every governmental body that is located in whole or in part within the boundaries of the Town of Maple Valley;
2. The Clerk of every local governmental unit that is adjacent to the Town of Maple Valley;
3. The Wisconsin Land Council;
4. The Bay-Lake Regional Planning Commission;
5. The Suring Area Public Library.

Section 3: SEVERABILITY Several sections of this ordinance are declared to be severable. If any section or portion thereof shall be declared by a court of competent jurisdiction to be invalid, unlawful, or unenforceable, such decision shall only apply to the specific section or portion thereof directly specified in the decision, and shall not affect the validity of any other provisions, sections or portions thereof of the ordinance. The remainder of the ordinance shall remain in full force and effect. Any other ordinances whose terms are in conflict with the provisions of this ordinance are hereby repealed as to those terms in conflict.

Section 4: EFFECTIVE DATE. This ordinance will take effect immediately upon passage and publication as provided by law

Adopted this 12 day of December 2001, by a majority vote of the members of the Town Board of the Town of Maple Valley.

Harold Mork  
Chairperson

Attest: Lorraine Regert  
Clerk

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# **Chapter 1 - ISSUES AND OPPORTUNITIES ELEMENT**

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## **INTRODUCTION**

This comprehensive plan is the initial plan for the town of Maple Valley, Oconto County, Wisconsin. The plan was prepared to meet the requirements of Wisconsin's "Smart Growth" law (1999 Wisconsin Act 9) and adopted under the authority granted by Section 66.1001 of the Wisconsin Statutes, which states in part that, "Beginning on January 1, 2010, any program or action of a local governmental unit that affects land use shall be consistent with that local governmental unit's comprehensive plan."

The comprehensive plan is a policy document that provides a specific guide as to where future conservation, growth and development should occur within the community. The plan should be consulted when the town makes decisions concerning land use and other issues impacting the development of the town including:

- Municipal incorporation procedures under s. 66.0215, 66.0201 or 66.0203.
- Annexation procedures under s. 66.0217, 66.0219 or 66.0223.
- Cooperative boundary agreements entered into under s. 66.0307.
- Consolidation of territory under s. 66.0229.
- Detachment of territory under s. 66.0227.
- Municipal boundary agreements fixed by judgment under s. 66.0225.
- Official mapping established or amended under s. 62.23 (6).
- Local subdivision regulation under s. 236.45 or 236.46.
- Extraterritorial plat review within a city's or village's extraterritorial plat approval jurisdiction, as defined in s.236.02(5).
- County zoning ordinances enacted or amended under s. 59.69.
- City or village zoning ordinances enacted or amended under s. 62.23 (7).
- Town zoning ordinances enacted or amended under s. 60.61 or 60.62.
- An improvement of a transportation facility that is undertaken under s. 84.185.
- Agricultural preservation plans prepared or revised under subch. IV of chapter 91.
- Impact fee ordinances that are enacted or amended under s. 66.0617.
- Land acquisition for recreational lands and parks under s. 23.09 (20).
- Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231.
- Construction site erosion control and storm water management zoning under s. 59.693, 61.354 or 62.234.
- Any other ordinance, plan or regulation of a local governmental unit that relates to land use.

## **CONTRACT WITH BAY-LAKE REGIONAL PLANNING COMMISSION**

The Maple Valley Town Board entered into a contract (#56062) with the Bay-Lake Regional Planning Commission (BLRPC) to prepare a comprehensive plan in accordance with Wisconsin's Smart Growth law in August, 2000. A 16-month time period was established for the completion of the plan, which began September, 2000 and ended in December 2001. The plan

was prepared and approved by the Comprehensive Plan Committee, Town Board, and citizens of the town of Maple Valley.

### **DESCRIPTION OF THE PLANNING AREA**

The town of Maple Valley consists of approximately 23,040 acres (approximately 36 square miles) and is located in the west-central portion of Oconto County. Communities that surround Maple Valley include the towns of Bagley, Brazeau, Spruce, Oconto Falls, Gillett, Underhill, How, and Breed, and the village of Suring.

### **COMMUNITY COMPREHENSIVE PLANNING PROCESS**

The planning process was essentially completed in four stages. *Initially*, the Comprehensive Plan Committee, with help from University of Wisconsin Extension mailed a community wide survey to residents to identify issues and concerns relative to land use and development within the town.

The *second stage*, inventory and interpretation, began with the collection of data on existing conditions within the community. The data was then analyzed to identify existing and potential problem areas. Using results from the community wide survey, as well as background data compiled during the inventory stage, the Comprehensive Plan Committee developed an overall vision statement as well as goals, objectives, policies and programs for each of the nine elements required in the comprehensive plan under “Smart Growth”.

The *third stage*, was the development of the General Plan Design. The first two stages were combined to create a recommended land use plan to guide future conservation, growth and development within the town over the next twenty years. The preliminary General Plan Design was presented to the citizens of the community as well as nearby municipalities and government organizations for their review and comment. The comments were considered and included in the final General Plan Design map and document.

The *fourth stage*, established the tools necessary for implementation of the plan. Recommendations for regulatory techniques including zoning, and an action plan were established to ensure that the intent of the plan will be achieved.

### **PLAN CONTENTS**

This comprehensive plan contains nine chapters that correspond to the nine elements required by Section 66.1001 of the Wisconsin Statutes: **Chapter 1:** Issues and Opportunities Element, contains a summary of demographic information on the town, a vision statement, and overall goals, objectives, policies, and programs of the plan; **Chapter 2:** Agricultural, Natural and Cultural Resources Element, provides goals, objectives, policies, and programs and description of the physical setting and cultural resources of the planning area; **Chapter 3:** Housing and Population Element, presents goals, objectives, policies, and programs as well as information on the demographics of the town and on future population, housing and economic growth; **Chapter 4:** Economic Development, contains goals, objectives, policies, and programs and a development strategy regarding future and existing economic conditions within the town, including an inventory of the labor force and an analysis of the town’s economic base; **Chapter 5:** Transportation, presents goals, objectives, policies, and programs and an inventory of the existing transportation system and an overview of transportation needs; **Chapter 6:** Utility and Community Facilities, contains goals, objectives, policies, and programs and an inventory of the

town's community facilities, including schools, recreational opportunities and town utilities; **Chapter 7:** Intergovernmental Cooperation, contains goals, objectives, policies, and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units; **Chapter 8:** Land Use, contains goals, objectives, policies, and programs, a land use inventory for the town, a projection of future land use demands, and the General Plan Design for the town; **Chapter 9:** Implementation Element, contains a strategy and short-term action plan to assist implementation efforts

## **PUBLIC PARTICIPATION**

### **Written Public Participation Procedures**

A major element of the comprehensive planning process is public participation. In accordance with Wisconsin State Statute 66.1001(4), which defines "Procedures For Adopting Comprehensive Plans", the town adopted written procedures that will be followed in order to involve the public in the comprehensive planning process to the greatest extent practicable.

### **Public Meetings**

Over a 16 month period, the Town Plan Committee met more than 12 times to review town data and growth options. From these meetings, the Plan Committee and other interested citizens developed a 2020 General Plan Design

### **Community Survey Results**

In all, 447 surveys were mailed with 193 surveys being filled out and returned. In 94 households, two people filled out the survey utilizing the additional spaces provided. The town had an exceptionally high response rate with 287 property owners responding out of 43 percent of the overall town of Maple Valley's households. According to the Survey Research Handbook, authored by Alreck and Settle, response rates for mail surveys normally average 20 percent or less and response rates greater than 30 percent are rare. Thus, the town of Maple Valley's Town Wide Survey can be considered highly successful in terms of participation.

Results to each of the survey questions are located within Appendix A of this plan.

## **VISION STATEMENT**

*Located in central Oconto County, the town of Maple Valley is a peaceful rural community that promotes agriculture and family values. The town offers a country atmosphere which consists of many natural amenities such as clean air, clean water, vast open spaces and woodlands. Overall, the town's character is best defined by its friendly people and natural beauty.*

*The town has maintained its quality of life through the use of the Comprehensive Plan and public participation. The implementation of the town's past land use policies and programs, have led to the protection and preservation of its natural and cultural resources in order to provide for the continuation of wildlife habitat and open spaces. The town's efforts have ensured that current and future generations are able to enjoy Maple Valley's rural and natural character.*

## **GOALS, OBJECTIVES, POLICIES, & PROGRAMS**

The following statements describe the town's intent regarding the overall growth and development over the next 20 years.

Goals, objectives, policies and programs each have a distinct and different purpose within the planning process:

- Goals describe desired situations toward which planning efforts should be directed. They are broad and long range. They represent an end to be sought, although they may never actually be fully attained.
- Objectives are measurable ends toward reaching a defined goal.
- Policies are a rule or course of action used to ensure plan implementation.
- Programs are a coordinated series of policies and actions to carry out the plan.

### **Goal:**

The goal of the town will be consistency with that described in s.66.1001 of the Wisconsin State Statutes in order to best protect the interests of all of its residents as well as to develop the town in an orderly, cost efficient method.

### **Objectives:**

1. Adopt and maintain a Comprehensive Plan under s66.1001, that reflects the needs of all current and future citizens of the town of Maple Valley for 20 years.
2. The comprehensive plan will remain current in order to provide for the greatest possible benefits regarding the future development of residential, commercial, industrial, and parkland expansion and development.

### **Policies:**

1. Establish a Plan Commission that will regularly refer to the plan and will use the plan as one of the primary guides for recommendations to the Town Board regarding land uses.
2. Review existing town ordinances as they relate to the implementation of this plan.
3. Discuss updates to the county's zoning ordinances with Oconto County to be consistent with the land use map and text.
4. Utilize the Official Map ordinance to designate future road right-of-ways and parklands/trailways the town intends to develop.
5. This plan should be consulted by the Plan Commission, Town Board, Board of Appeals and other units of government before making any decision regarding land use and land use policies.
6. Present the adopted plan to neighboring municipalities and Oconto County as described within the Implementation section of the plan.

7. Encourage cooperation and communication between the town, neighboring municipalities, and county government in implementing this plan.

***Programs:***

1. Hold Plan Commission meetings/working sessions to periodically review the adopted comprehensive plan and make amendments to accommodate changing conditions following the guidance of s 66.1001.
2. Hold community planning related education efforts/meetings with local schools, the media, and private organizations to publicize ongoing planning projects and plan implementation projects listed/identified within the comprehensive plan to gain new insight, provide for new ideas, promote support, and to educate the public.

**BACKGROUND INFORMATION-SUMMARY**

The following summary includes information regarding population and employment forecasts, as well as demographic trends, age distribution, education levels, income levels and employment characteristics that exist within the town.

**Existing Conditions**

**Demographic Trends**

In the past 80 years, the town of Maple Valley has experienced declining population levels. The only time in the past 80 years the population increased was between 1970 and 1980 when the population increased by 36 people, or 5.3 percent. However, from 1980 to 2000, the town again experienced a decrease in population levels. For the period of 1990 to 2000, the town of Maple Valley decreased in population by 20 persons, a 2.9 percent decline.

The WDOA's yearly population estimates from 1991 to 2000 indicated that the town had experienced a decline of 17 persons, or 2.5 percent since the 1990 census. The WDOA 2000 estimate of 673 persons is slightly higher than the 2000 census reported (670 persons). The population estimates for the town were fairly accurate in accounting for the population decrease from 1990 leading up to the 2000 census data.

**Age Distribution**

The population for the town of Maple Valley is divided up into four age groups: the school age group (5-17), working group (16+), the voting group (18+), and those of retirement age (65+). distributions found in the town of Maple Valley in 1990 are very similar to distributions found at the county and state level. The working age group accounts for 75 percent of the town's total population. When considering an average retirement age of 65 years and subtracting that group from the working age group, the figure drops to 59 percent. In 1990, approximately 20 percent of the total population was school age. This is similar to the school age group percentages for the state and the county.

## **Education Levels**

The level of education that is attained by the population of a community will often be an indicator of the type of jobs in the area and the standard of living. In 1990, the greatest attainment level for the town of Maple Valley (aged 25 years or older) was the High School diploma or equivalent level of education.

## **Income Levels**

In 1999, the per return income for residents in the town of Maple Valley was \$27,432, which is a 10.9 percent increase from 1997. Per return income is based on income tax returns filed in the year cited to the Wisconsin Department of Revenue.

## **Employment Characteristics**

The civilian labor force for Oconto County has experienced both slight increases and decreases since 1990. The unemployment rate and the number of unemployed in 1999 was the lowest its been during the whole decade. For the period 1990 to 1999, the civilian labor force increased seven percent, the number of unemployed decreased 41 percent, and the number of employed increased 11 percent.

In 1990, the majority of people in the workforce in the town of Maple Valley were employed by the manufacturing industry, 31 percent. The second greatest employment group for the town of Maple Valley was in the agriculture, forestry, and fishery industry with 23.8 percent, followed by the service industry with 20.5 percent of total employment in 1990.

## **Forecasts**

Tables, figures and additional text is provided in later chapters to aid in the explanation of the forecasting methods used below.

## **Population**

The baseline population projections prepared by the Wisconsin Department of Administration (WDOA) predicted a steady decrease in population from 1995 to 2015. The total population of the town of Maple Valley was expected to reach 673 persons by 2000 and 611 persons by 2015, according to WDOA. With the availability of 2000 census data, the projections created by WDOA were closely accurate. According to the 2000 census, the town's population is only 3 persons lower than what was projected by WDOA.

Given the actual 2000 census count, and the fact that the WDOA projections do not go beyond the year 2015 to include the 2020 planning period, the Commission has prepared alternative population projections to determine the approximate growth/decline rate for the town of Maple Valley.

A "Low Growth" projection was found by using a ratio methodology, termed share-of-the-county, to distribute county projections to the town level. According to this BLRPC projection, the town is estimated to decrease to 519 persons by 2020, a 22.5 percent decline from the 2000 population. A "High Growth" projection was developed by creating a linear trend from the 1970 to 2000 census figures. This method identified that the current 2000 population would be identical to the year 2020 population (670) with fluctuations in the years between.

The limitations of population projections should be recognized. Population projections are not predictions, rather they extend past growth trends into the future and their reliability depends on the continuation of these past growth trends. Smaller communities are also subject to more error because even minor changes in the community can result in significant changes in population projection estimates.

## **Housing**

For the period 1970 to 2000, the town of Maple Valley had increased by 102 housing units, a 46.2 percent increase. According to the 2000 census, the town of Maple Valley currently has 323 housing units (267 occupied), a 1.2 percent decrease from 1990 total of 327 units.

Using the census occupied housing unit counts from 1970 to 2000 and a high and low growth series extrapolated from the census data, a “high growth” and a “low growth” set of scenarios was created for housing units. These scenarios use past housing unit trends and extend them into the future. If the “low growth” housing scenario (using the “High Growth” population projection), occurs there will be an estimated 35 additional housing units in the town in 2020, a growth of 13 percent from 2000. If the “high growth” housing scenario (using the Census occupied housing units growth trend) should occur, there will be an estimated 74 new housing units for permanent residents by 2020, which is a growth of 28 percent from 2000.

The “high growth” housing scenario (74 additional housing units) was used for the town of Maple Valley in order to determine the amount of land that needs to be allocated for future residential growth during the 20 year planning period.

## **Employment**

In 1990, employment data was available for each business within the town of Maple Valley and the number of employees each employer had. This data is now suppressed to ensure confidentiality of individual employers. Census information only provides the employment status of residents of the town, not the employment numbers of businesses in the town.

To determine the economic health of the town, it is important to determine the number of jobs available within the town. Therefore, the following methodology is used to determine an estimated number of people who are employed by businesses in the town of Maple Valley. In 1990, businesses in the town employed a total of 28 persons. Businesses in Oconto county employed a total of 7,136 persons in 1990. To determine the town of Maple Valley’s share of total county employment, the 1990 town employment number (28) is divided by the county employment number (7,136). The resulting number is 0.39 percent. Since town data for 2000 is not available, multiplying this number by the available year 2000 employment figure for Oconto County (9,192), we can calculate an estimated 2000 employment figure for the town of 36 persons. The resulting figure reveals a 28.6 percent growth in town employment from 1990. It should be noted that in using this forecast, the assumption is made that the town’s share of total county employment in 1990 will remain the same in 2000.

## **Chapter 2 - AGRICULTURAL, NATURAL AND CULTURAL RESOURCES**

### **INTRODUCTION**

The town of Maple Valley lies in west central portion of Oconto County. The town consists of approximately 22,620 acres, which are primarily agricultural lands with scattered woodlands. The nearest cities from the center of the town are: Gillett, 4 miles south of the center of town, Oconto Falls, ten miles to the southeast; Oconto, 20 miles to the east; and the city of Green Bay, 40 miles southeast. The town of Maple Valley contains two unincorporated communities, Hickory Corners, which is located in the northeast portion of the town, and Frostville located in the northwest portion of the town. The village of Suring is also located adjacent to the town on the northwest side. Map 2.1 shows the location of the town in reference to the state and Map 2.2 shows the planning area.

### **SUMMARY AND IMPLICATIONS**

The town of Maple Valley is primarily an agricultural community that contains a variety of natural amenities. The town has several small lakes and creeks, in addition to approximately 5,669 acres of wetlands. The town's landscape consists of large areas of woodlands, an abundance of open fields along with many areas of steep slope. Several sites of historic or archeological importance also exist within the town. The Oconto County Recreational Trail found in the southwestern portion helps to enhance the quality of life for residents of the town and state. The town relies on a good groundwater source to provide its residents with safe drinkable water. At this time, land uses within the town pose a moderate threat to the ground water. Floodplains in the town exist along Daly Creek, Kelly Brook and adjacent to Peshtigo Brook. Currently there are no ambient air quality concerns for the town. Both threatened and endangered species exist within Oconto County and likely within the town. The town also has plenty of wildlife habitat available for the diverse fauna that lives within the area.

The natural resources of the town will need to be monitored and in some cases protected in order to preserve them for future generations. As growth pressures begin to climb, the town will need to consider future impacts on these resources against any proposed future gains. Community "character" will be of importance as well. Preserving/promoting a sense of place is key for all community's. Protecting entryways into the town as well as considering the visual impacts along transportation corridors will greatly assist the town in reaching its vision. Working closely with businesses and the county will be needed in order to best manage these high profile locations.

### **NATURAL RESOURCES STRATEGY**

#### **Goal: Natural Resources**

Provide a safe, clean and orderly natural environment for the residents of the town of Maple Valley.

#### ***Objectives:***

1. Require strict enforcement of existing regulations (federal, state, county, town) in environmentally sensitive areas.

2. Conserve and enhance the presence of the town's distinctive natural amenities by recognizing the special attractiveness of the town's natural landscapes and open spaces.
3. Development adjacent to rivers, lakes, streams, and wetlands needs to be carefully planned in order to not negatively impact these areas.

***Policies:***

1. Identify key natural resources.
2. The town will communicate with residents regarding regulations.
3. Discourage development in environmental corridors.
4. Identify and protect the public open spaces and wildlife habitats from development to preserve the town's scenic value.

***Programs:***

1. Work with Oconto County on informational programs and brochures regarding natural resources to educate and inform the public.
2. Establish a sub-committee that would work with the town and County Zoning Department to further explore ways to best utilize or preserve natural features within the town.
3. Coordinate the town's efforts with adjoining municipalities and state agencies.
4. Encourage a 50 foot buffer area (a zone of no buildings) around delineated wetlands.
5. Work with the county to ensure enforcement of floodplain zoning, conservancy zoning and shoreland zoning ordinances to protect water quality.

***Goal: Agricultural Preservation***

Protecting farmland, while providing for the orderly development of land that is currently or was historically in productive farm use for non-farm development.

***Objectives:***

1. Retain large contiguous areas of prime agricultural lands for future farming operations.
2. Develop smaller less productive farmlands before developing areas that are larger and more productive.
3. Identify future development areas on the General Plan Design.

***Policies:***

1. Discourage development on soils that have been identified as being prime agricultural areas thus encouraging the use of these lands for farming purposes only.
2. Conduct a "Cost to Benefit" comparison on all future agricultural land conversions to ensure the town is not negatively impacted by the change in use.

3. Allow development in areas of prime agricultural soils that are located on fragmented smaller parcels and areas adjacent to the village of Suring.
4. If large tracts of farmlands are to develop, then a planned unit development approach as opposed to a piece by piece method over long time periods should be utilized, this will alleviate fragmentation within the town and help lower development pressures.
5. Explore the option of establishing a buffer strip between farm operations and adjacent housing developments to minimize conflicts of farming operations on residential living.
6. Work with farmers looking to retire from farming and thus wanting alternative uses for their lands.

***Programs:***

1. Establish a sub-committee that will work with the county and state to develop informational material regarding farmer's rights and what they need to do in order to farm.
2. Investigate the future use of Transfer of Development Rights (TDR) and Purchase of Development Rights (PDR) within the town and work with the county and state to get this program operational in the county.
3. Work with the county to establish specific criteria for determining whether or not to allow conversion of use (re-zoning).

**Goal: Metallic and Non Metallic Resources**

Future mining sites will not negatively impact the town or its residents.

***Objectives:***

1. All possible mining sites will be identified and mapped by Oconto County for the town's use.
2. Incompatible uses with mining will not develop adjacent to one another.
3. Views, the natural environment and rural characteristics will not be harmed by mining operations.

***Policies:***

1. The town will steer incompatible uses away from identified mining sites.
2. The town will acquire the Oconto County mining location maps and use them when deciding land use issues.
3. The town will ensure all future mining operations will someday be reclaimed to a natural setting.

***Programs:***

1. The town will work with Oconto County to locate possible mining sites within the town.

2. The town will inform residents of any future mining sites.
3. The town will work with the county and land owners to ensure that incompatible uses do not develop adjacent to one another or in a location that will foster conflict.

**Goal: Historic, Archeological and Cultural Sites**

The towns historic, archeological and cultural locations and structures will remain preserved for the town residents.

***Objectives:***

1. To preserve buildings (churches, historic homes and buildings), structures (out buildings, bridges, etc.) and other landscape features (cemeteries, fence lines, etc.) that are the town's cultural history.
2. These resources will be identified to the town residents for their information and possible use.

***Policies:***

1. The town will work to preserve the locations of these sites.
2. The town will discourage the destruction of these sites and will not allow incompatible uses around them that would have negative impacts on the resource.

***Programs:***

1. The town will work with federal, state and county agencies to ensure all sites are identified and properly protected.
2. Develop a sub-committee that will explore the future integration of these sites into possible recreation sites, in conjunction with the county.

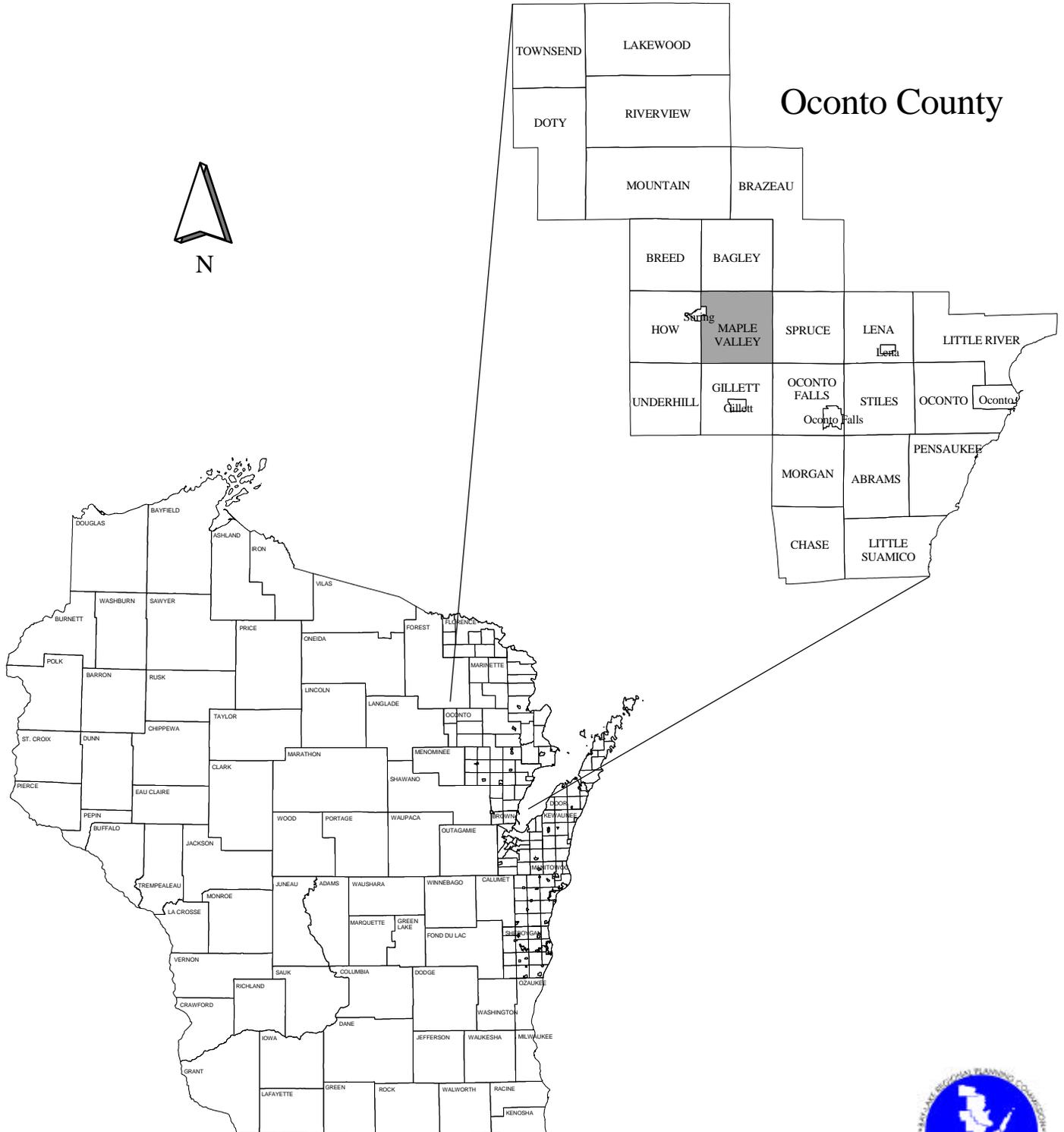
**GEOLOGY**

Geology is divided and explained as two distinct categories, 1) glacial or surface geology and 2) bedrock geology. Glacial geology is the visible surface remnants of the what the glaciers left behind. The surface features of Oconto County are the result of the movement of the Green Bay lobe of the Continental Glacier. The glaciers moved in a general northwest to southeast direction as indicated by existing drumlins and eskers. Deposits left by glaciers are divided into two types: till, which is unsorted debris deposited directly from the ice with little or no reworking by water; and sorted and stratified water-laid deposits noted as glacio-fluvial deposits. The majority of Maple Valley contain the first deposit, unstratified till, classified as ground and end moraines. The northwestern corner consists of stratified lake deposits. There is also a small portion in the north central part of the town that contains outwash and ice-contact deposits. Map 2.3 shows the glacial geology within the town.

Bedrock geology is what lies beneath the glacial geology. In the town of Maple Valley, two main formations prevail. The southern and eastern two-thirds of the town consist of undivided sandstone with some dolomite and shale. These sedimentary rocks are from the Cambrian System and are over 500 million years old. This type of bedrock is a good source for ground water.

# Location Map

## Town of Maple Valley Oconto County, Wisconsin



# WISCONSIN

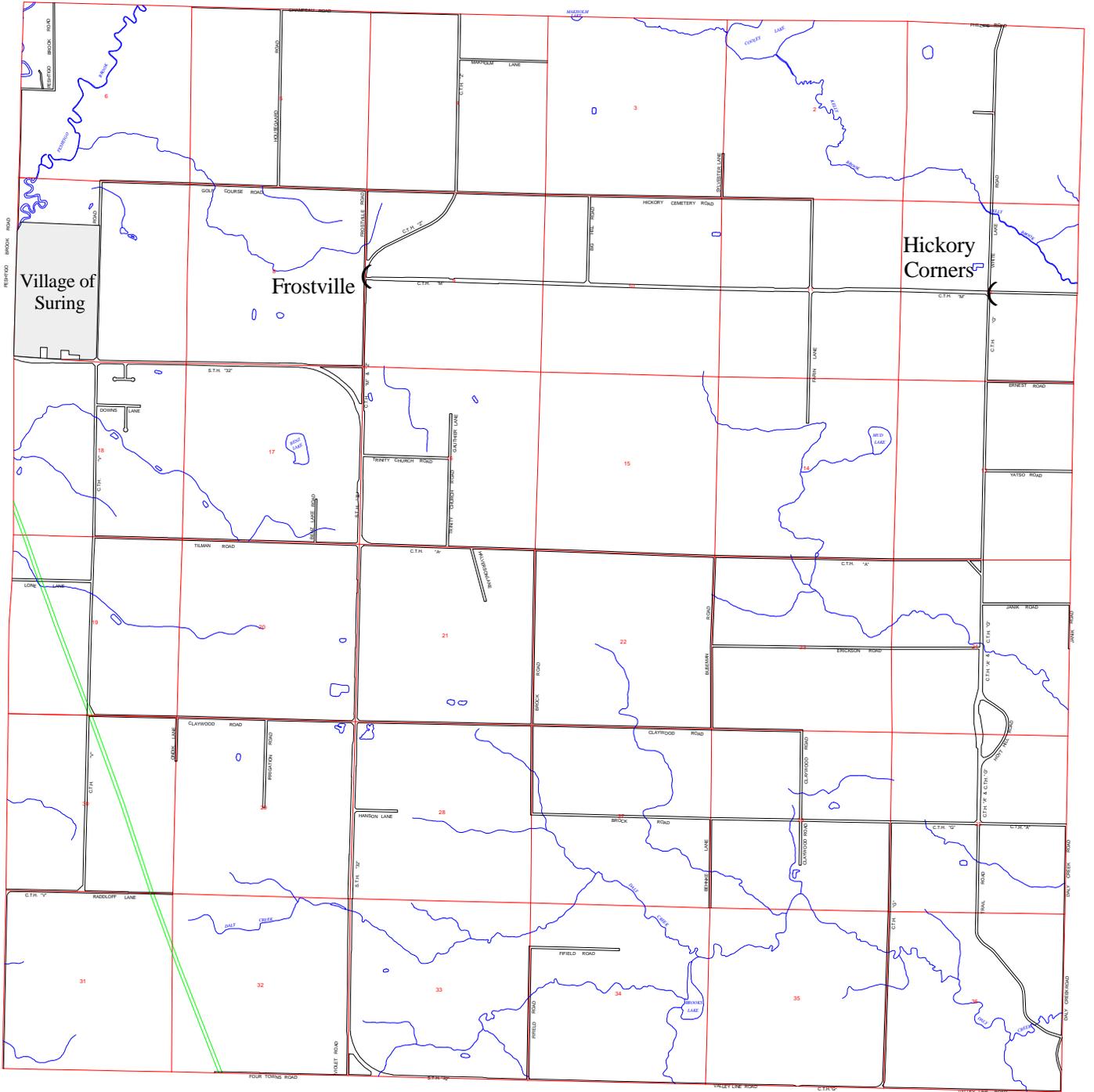


Source: Bay-Lake Regional Planning Commission, 2001.

# Planning Area

## Town of Maple Valley

Oconto County, Wisconsin



2000 0 2000 Feet

( Unicorporated Communities  
 [Gray Box] Village of Suring (Excluded)

Source: Bay Lake Regional Planning Commission, 2000.

The northern and western third of the town is classified as precambrian granitic and syenitic rocks of the Wolf River batholith, which are 1,500 million years old. These rocks, where fractured and decomposed yield small amounts of ground water. Map 2.4 shows the bedrock geology within the study area.

## **CLIMATE**

The climate of the town of Maple Valley and Oconto County is typical of northern Wisconsin. Winters are cold and summers are short and warm. Average winter and summer temperatures are 19 and 67 degrees Fahrenheit, respectively. Precipitation is distributed throughout the year with a slight peak in the summer. Snow covers the ground from late fall to spring. The total annual precipitation is about 30 inches. About 19 inches or 65 percent falls between April and September which is the growing season for most crops. Average seasonal snowfall is 45 inches. In winter soils occasionally freeze to a depth of several feet when very cold weather occurs before the ground is covered with snow, which can hinder construction in winter.

## **SOIL LIMITATIONS**

### **General Soils Description**

Soils are grouped into general soil associations which have similar patterns of relief and drainage. These associations typically consist of one or more major soils and some minor soils. Within the town, there are two general soils associations (Map 2.5).

#### **Onaway-Seelyville-Menominee Association:**

The eastern three quarters of the town is classified in this association. Soils are nearly level to very steep, well drained to very poorly drained loamy, mucky and sandy soils found on uplands and in depressions. Most of the Onaway and Menominee soils are used for crops. Water erosion, wetness and soil blowing are the main management concerns. The Seelyville and steeper areas of the Onaway and Menominee are mostly covered by woodlands. The gently sloping, well drained Onaway and Menominee soils are suited to residential development.

#### **Menahga-Rousseau-Shawano Association:**

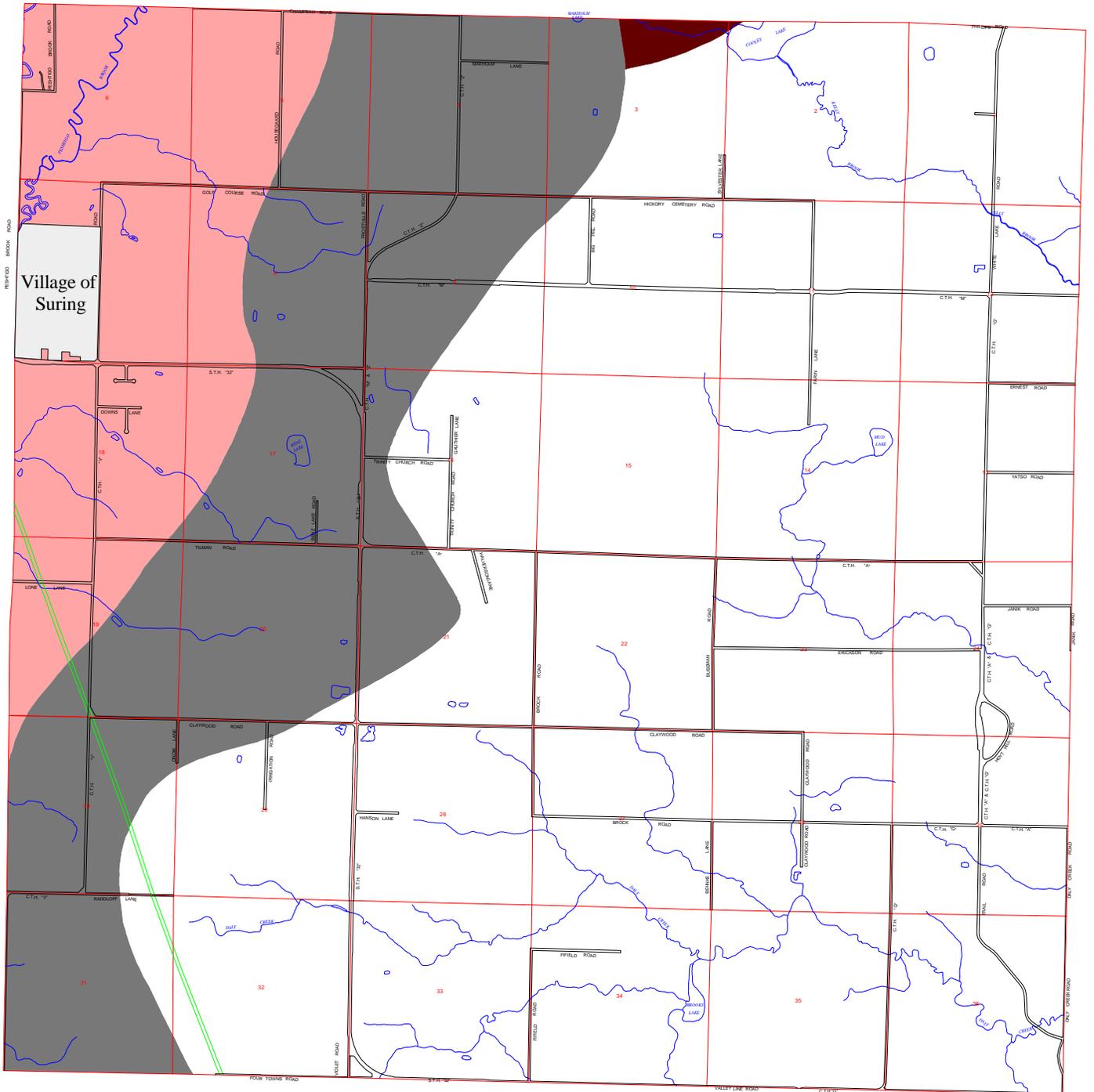
These soils are nearly level to very steep, excessively drained and moderately well drained sandy soils on uplands and cover the western quarter of the town. Most of these areas are suited to woodlands. Many have been planted to pine. Seedling survival and water erosion are the main management concerns. Where irrigated and protected from soil blowing the nearly level to sloping soils are suited for crops. The Menahga and Shawano soils that have a slope less than 20 percent are suited to residential development. Septic tank absorption fields function satisfactorily in these soils, but groundwater pollution is a hazard because of rapid permeability. The Rousseau soils of this association are poorly suited for residential development due to the seasonal high water table.

# Glacial Geology

## Town of Maple Valley

### Oconto County, Wisconsin

Map 2.3



2000 0 2000 Feet

- Lake Deposits
- End Moraine
- Ground Moraine
- Outwash and Ice-contact Deposits

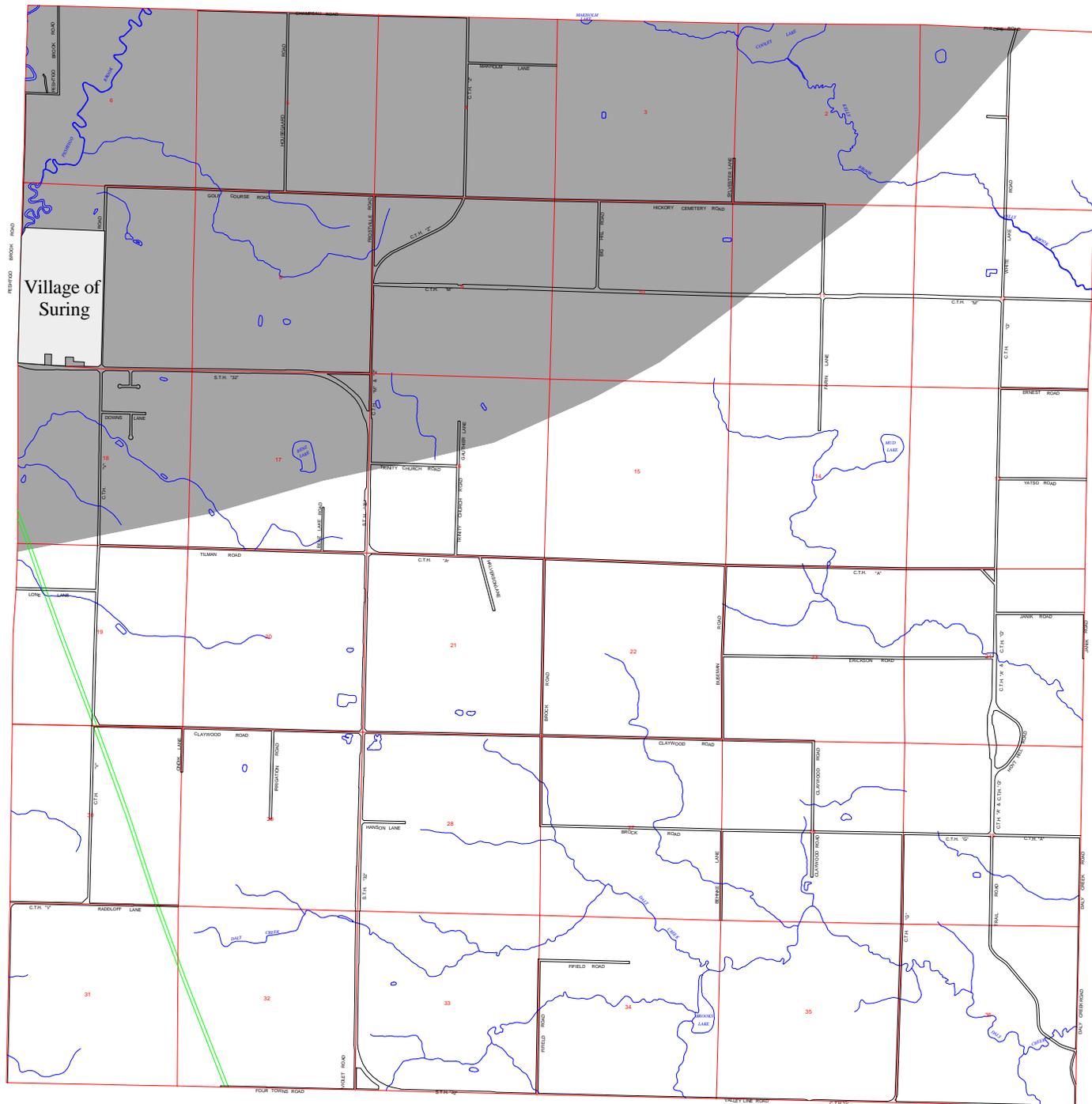
Source: Bay Lake Regional Planning Commission, 2000.

# Bedrock Geology

## Town of Maple Valley

### Oconto County, Wisconsin

Map 2.4



N

2000 0 2000 Feet



Sandstone with Dolomite & Shale  
Granitic and Syenitic Rocks

Source: Bay Lake Regional Planning Commission, 2000.

## **Basements**

Within the *Oconto County Soil Survey*, the NRCS provides information on the suitability and limitations of soils for a variety of natural resource and engineering uses. In particular, the soil survey provides information on the limitations of each soil for building site development including the construction of dwellings with basements. Dwellings are considered to be structures built on shallow excavations on undisturbed soil with a load limit the same as for a single family dwelling no higher than three stories. The ratings are based on soil properties, site features and observed performance of the soils.

According to the Natural Resources Conservation Service, *severe limitations* mean soil properties or site features are so unfavorable or so difficult to overcome that special design, significant increases in construction costs, and possibly increased maintenance are required. *Moderate limitations* mean soil properties or site features that are not favorable for the indicated use may require special planning, design, or maintenance to overcome, or minimize limitations. *Slight limitations* mean soil properties and site features are generally favorable for the indicated use and limitations are minor and easily overcome. Refer to the *Oconto County Soil Survey* for additional information regarding soil limitations for building site development.

## **Prime Agricultural Lands**

Half of the town's land has soils that are classified as "most productive" or "productive" according to the *Soil Survey of Oconto County*. Most productive soils have a land capability classification of I or II. Productive soils have a classification of III or IV. The remaining 50 percent of the town are grouped into the least productive category and have a land capability classification of V through VIII. The first four classes are suited to cultivation, where as the last four classes are limited to grazing, pasture or woodlands. Map 2.6 shows the prime agricultural lands in the town and table 2.1 lists the land capability classes.

Table 2.1: Land Capability Classification

<b>Class</b>	<b>Limitations</b>
I	Few
II	Moderate -may require conservation practices and plant selection
III	Severe -require special conservation practices and have reduced choice of plants
IV	Very Severe-reduction in plant choice and require very careful management practices
V	Not likely to erode, but have other limitations, impractical to remove
VI	Severe limitations that make them generally unsuitable for cultivation
VII	Very severe limitations that make them unsuitable for cultivation
VIII	Limitations that nearly preclude their use for commercial crop production

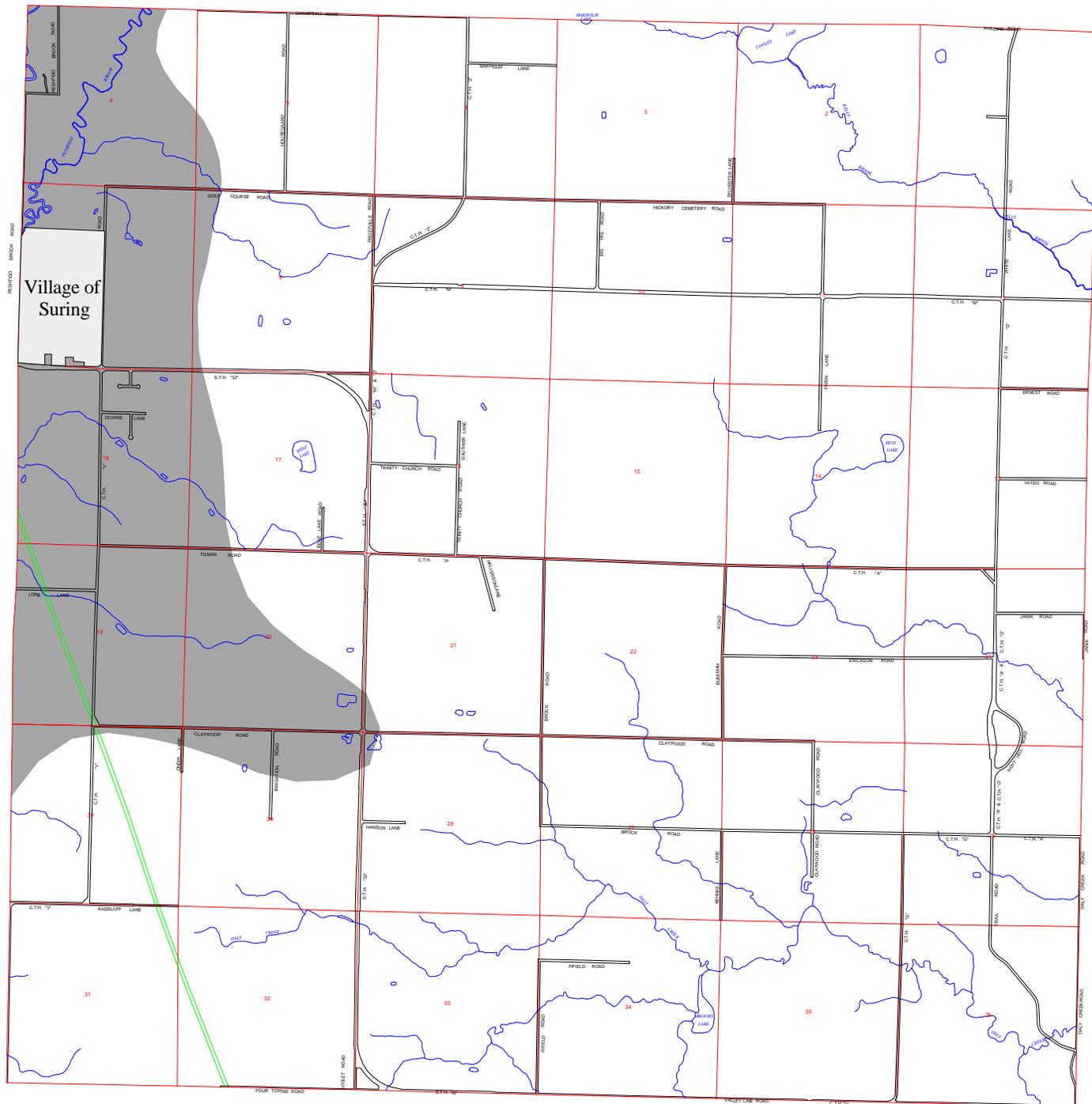
Source: Soil Survey of Oconto County, 1988; Bay-Lake Regional Planning Commission, 2000.

# General Soils

## Town of Maple Valley

### Oconto County, Wisconsin

Map 2.5



2000 0 2000 Feet



Menahga-Rousseau-Shawano  
Onaway-Seeleville-Menominee

Source: Bay Lake Regional Planning Commission, 2000.

## **TOPOGRAPHY**

The topography of the town varies from relatively flat to gently rolling, following the patterns of the glacial geology stated above. The elevation in the town varies approximately 170 feet. Elevations vary from approximately 790 feet above sea level in the south west side of town in the Daly Creek River bed to 960 feet above sea level in the north central part of the town. The majority of the town, however, maintains an elevation between 850 and 900 feet above sea level. Areas of steep slope are also a concern. Steep slope is defined as a slope greater than 12 percent. Slopes greater than 12 percent are more susceptible to soil erosion and may require special building and construction restraints, such as retaining walls or major grading efforts to remove the area of steep slope. Within the town, there are 2,117 acres of steep slope, which are concentrated in the southern and western portions of the town along the Daly Creek river valley (Map 2.7).

## **WATER RESOURCES**

### **Watersheds and Sub-watersheds**

The town is within three main watersheds. These are the Lower North Branch Oconto River, the Lower Oconto River and the Little River watersheds. All three watersheds are part of the Green Bay basin and flow into it. The Little River watershed was designated a priority watershed under the Wisconsin Nonpoint Source Water Pollution Abatement Program in 1983. This program selects priority watersheds based on numerous factors including unique species, potential to respond positively to nonpoint source controls and sensitivity to phosphorus loading. Governmental units within these priority watersheds can apply for grants for installing best management practices.

Within these watersheds there are six sub-watersheds. Benz Lake and the Oconto River sub-watersheds are part of the Lower Oconto Watershed. The Peshtigo Brook and North Branch Oconto River are part of the Lower North Branch Oconto River. Daly Creek and Kelly Brook sub-watersheds cover approximately 75 percent of the town and are part of the Little River watershed (Map 2.8).

### **Lakes**

The following information for the lakes within the town has been taken from the Wisconsin Department of Natural Resources *Surface Water Features of Oconto County*, 1977. Lakes are defined as all waters navigable, meandered or public that hold water nine out of ten years. Map 2.9 shows the location of these lakes.

#### **Benz Lake**

This 11 acre, 8 foot deep seepage lake has soft, slightly acidic clear water of high transparency. The entire shoreline is a coniferous bog, and the entire littoral zone is composed of muck. Waterfowl make limited use of the lake and no game fish were noted, indicating winterkill. Floating vegetation is in moderate density over 30 percent of the lake. There is no public access.

#### **Brooks Lake**

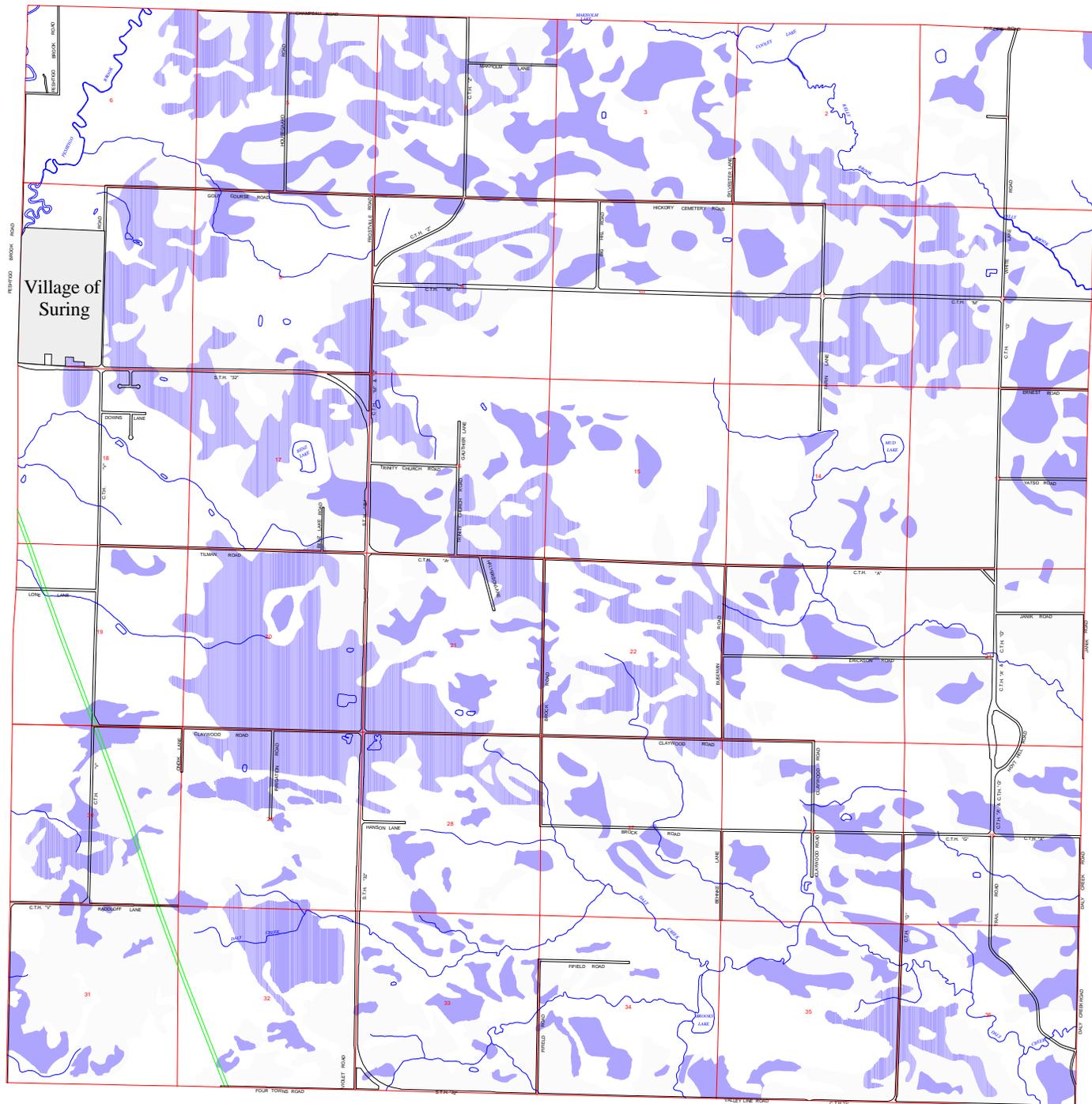
Brooks Lake is a very hard drainage lake with slightly alkaline, dark brown water of low transparency (secchi disk depth of two feet). The outlet stream flows to Daly Creek. The shoreline is 80 percent wetland shrub meadow and 20 percent upland hardwoods. The entire littoral zone is muck. Waterfowl make limited use of the lake. Known fish population include northern pike, bluegill, trout and carp, which are causing a turbidity problem. The lake does not have a public access.

# Prime Agricultural Lands

Map 2.6

## Town of Maple Valley

Oconto County, Wisconsin



2000 0 2000 Feet

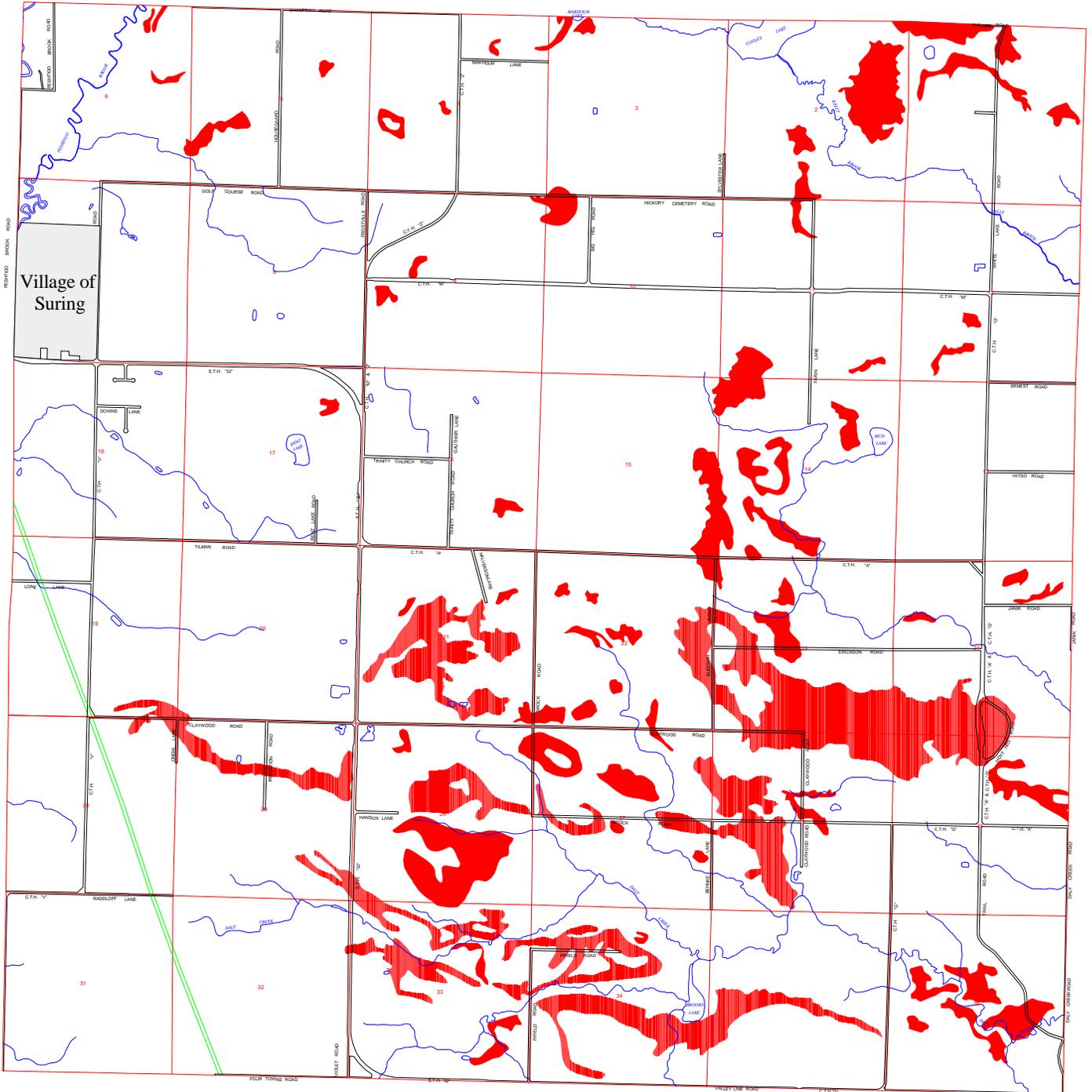
-  Most Productive (Class I & II)
-  Productive (Class III & IV)
-  Least Productive (Class V - VIII)

Source: Bay Lake Regional Planning Commission, 2000.

# Steep Slope

## Town of Maple Valley

Oconto County, Wisconsin



2000 0 2000 Feet



Slope Greater than 12 Percent

Source: Bay Lake Regional Planning Commission, 2000.

### **Cooley Lake**

This hard water drainage lake has slightly alkaline, medium brown water of moderate transparency. The 52 acre, 43 foot deep lake is the largest in the town. The entire shoreline is wetland shrub bog and the entire littoral zone is composed of muck. Waterfowl make use of the lake during spring and fall migrations. The known fish population consists of northern pike, pumpkinseed and perch. Wilderness type public access is available from county land.

### **Makholm Lake**

Makholm Lake is a hard water seepage lake with alkaline, medium brown water of low transparency. The 13 acre lake has a maximum depth of 52 feet, making it the deepest lake in the town. The shoreline is 50 percent upland hardwoods and 50 percent wetland shrub meadow. The littoral zone is composed of muck. The fish population consists of northern pike, largemouth bass and bluegill. Wilderness type public access is available by crossing county land.

### **Mud Lake**

This small, nine acre, three foot deep seepage lake has slightly acidic, light brown water. The entire littoral zone is muck. No other inventory was done on this lake regarding fish and waterfowl species. There is no public access

### **Rivers and Streams**

The following information for the rivers and streams within the town has also been taken from the Wisconsin Department of Natural Resources *Surface Water Features of Oconto County*, 1977. Streams are defined in this study as those which have a permanent flow or any streams of intermittent (seasonal) flow which have significance for recreational purposes. The following is a brief description of the four named streams in the town. Map 2.9 shows the location of these streams.

### **Daly Creek**

This hard water stream has slightly alkaline, light brown water. The 7.3 mile long creek has an average width of 13 feet and is tributary to Kelly Brook. Furbearers and waterfowl make light use of this stream. Public access is available at four road crossings.

### **Kelly Brook**

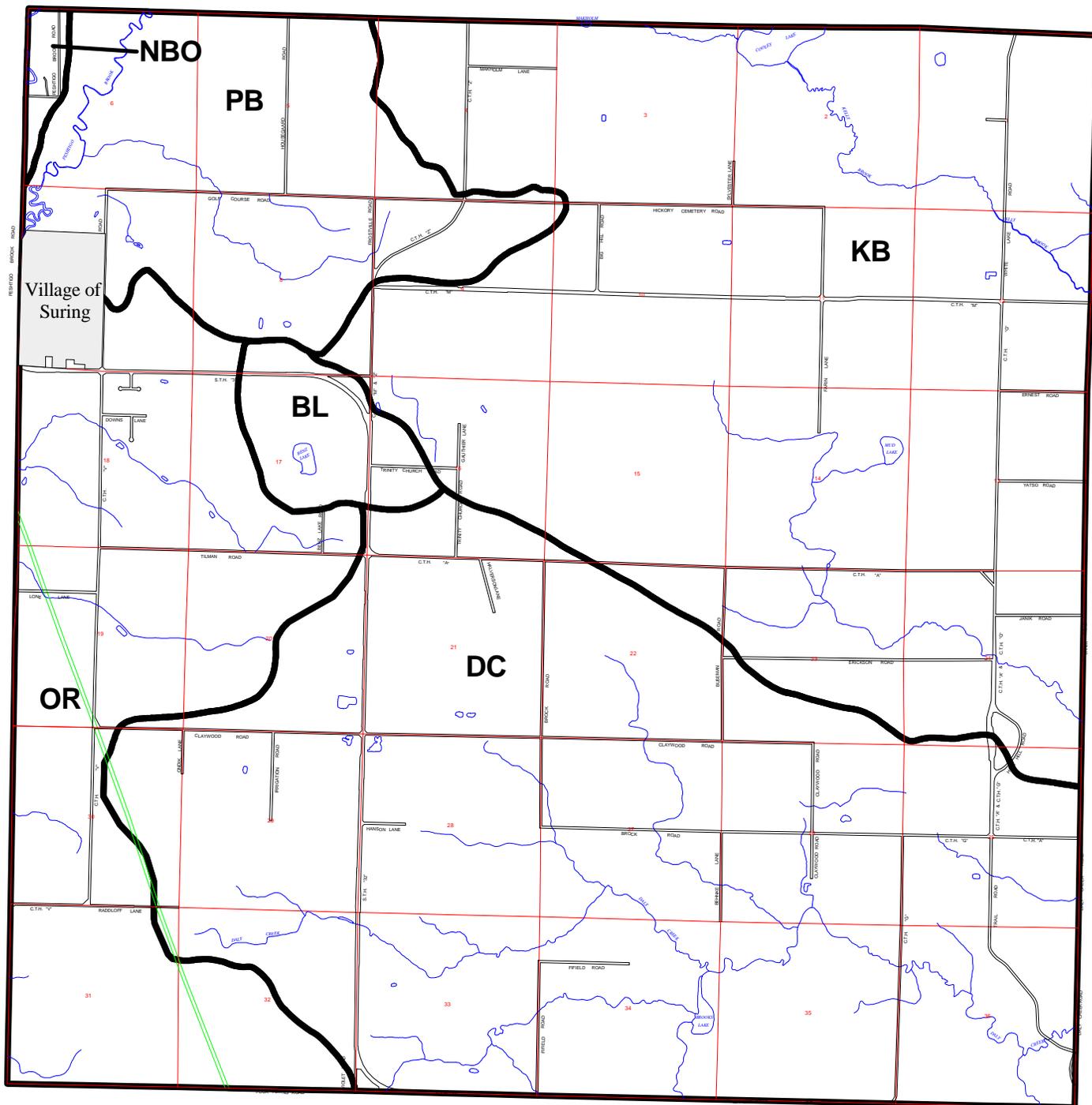
Kelly Brook is a hard water stream with slightly alkaline, light brown water and is tributary to Little River. The fish population consists primarily of forage species, but a few warm water game fish are present, especially during spawning runs. The 20 mile stream has an average width of 23 feet. Mink and muskrat make use of this stream as well as a few puddle ducks. Public access is available at fifteen road crossings.

# Sub-Watersheds

## Town of Maple Valley

Map 2.8

Oconto County, Wisconsin



2000 0 2000 Feet

NBO- North Branch Oconto River  
 PB- Peshtigo Brook  
 KB- Kelly Brook  
 BL- Benz Lake  
 OR- Oconto River  
 DC- Daly Creek

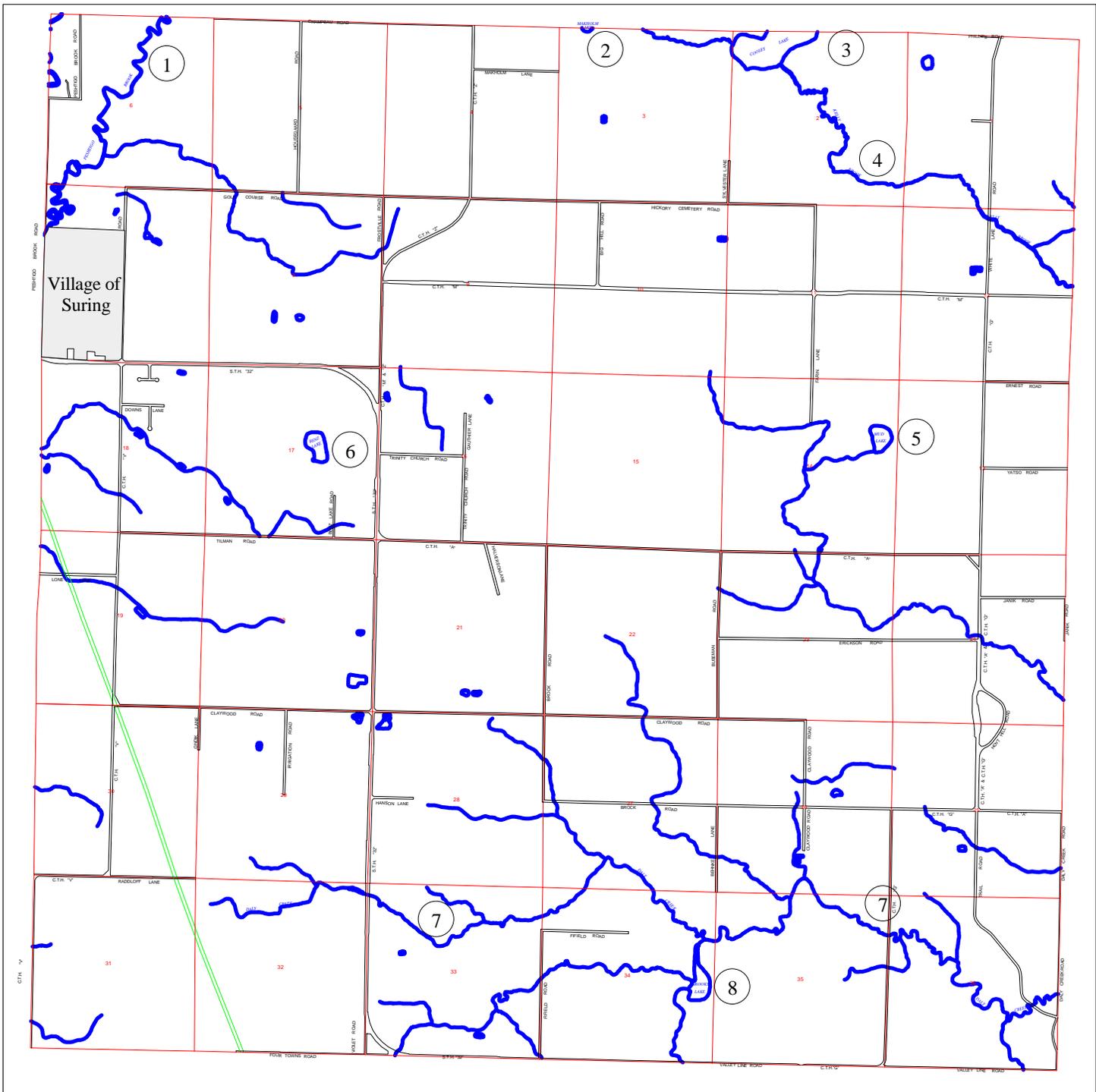
Source: Bay Lake Regional Planning Commission, 2000.

# Surface Water Features

Map 2.9

## Town of Maple Valley

Oconto County, Wisconsin



2000 0 2000 Feet

- |                  |               |
|------------------|---------------|
| ① Peshtigo Brook | ⑤ Mud Lake    |
| ② Makholm Lake   | ⑥ Benz Lake   |
| ③ Cooley Lake    | ⑦ Daly Creek  |
| ④ Kelly Brook    | ⑧ Brooks Lake |

Source: Bay Lake Regional Planning Commission, 2000.

### **North Branch Oconto River**

The North Branch of the Oconto River just flows through the northwest corner of the town. This hard water stream has slightly alkaline, light brown water and joins with the south Branch of the Oconto River near Suring to form the Oconto River.

### **Peshtigo Brook**

Peshtigo Brook is a hard water stream with slightly alkaline, medium brown water. The 21 mile long stream has an average width of 22 feet and is tributary to the Oconto River. Furbearers make light use of this stream and an occasional puddle duck may use it for nesting. Eleven road crossings provide public access.

### **Groundwater**

In Wisconsin the primary sources for groundwater contamination are agricultural activities, municipal landfills, leaky underground storage tanks, abandoned hazardous waste sites, and spills. Septic tanks and land application of wastewater are also sources for possible contamination. The most common ground water contaminant is nitrate-nitrogen, which comes from fertilizers, animal waste storage sites and feedlots, municipal and industrial wastewater and sludge disposal, refuse disposal areas, and leaking septic systems.

The town's groundwater source is part of a large aquifer system called the Cambrian-Ordovician aquifer system. It is the second largest source of groundwater for public supply, agricultural, and industrial use in the northern segment which consists of the four states of Wisconsin, Michigan, Minnesota, and Iowa. This aquifer is a complex multi-aquifer system with several aquifers separated by leaky confining units. The Maquoketa confining unit caps the whole system where it is overlain by younger bedrock.

More specifically, the groundwater comes from the Mount Simon aquifer, which is the lowermost aquifer of the Cambrian-Ordovician aquifer system. It consists of the coarse to fine grained Mount Simon Sandstone and the Bayfield Group in Wisconsin. The Mount Simon aquifer underlies the southern two-thirds of the state and has the broadest distribution of any of the aquifers in the Cambrian-Ordovician aquifer system. Wells penetrating the Mount Simon aquifer in Wisconsin generally are open to overlying Cambrian-Ordovician aquifers. These aquifers are collectively called the sandstone aquifer. The thickness of the unconsolidated material ranges from 50 to 300 feet in the central portion of the county. The water flows toward the cities of Green Bay and Milwaukee. Within this area, there is a moderate susceptibility to groundwater contamination.

### **Floodplains**

Floodplains are often viewed as valuable recreational and environmental resources. These areas provide for storm water retention, ground water recharge, and habitat for various kinds of wildlife unique to the water.

Development permitted to take place in these areas is susceptible to storm damage and can have an adverse effect on water quality and wildlife habitat. In addition, it can also result in increased development and maintenance costs such as: providing floodproofing, repairing damage associated with flooding and high water, increased flood insurance premiums, extensive site

preparation, and repairing water related damage to roads, sewers, and water mains. Some communities have special ordinances for buildings within the floodplain for remodeling and expanding. New expansions may have to be compliant to the rules of floodplain construction.

As a result, the state of Wisconsin requires that counties, cities and villages adopt shoreland/floodplain zoning ordinances to address the problems associated with development in floodplain areas. Development in shoreland areas is generally permitted, but specific design techniques must be considered. Development in floodplain areas is strictly regulated and in some instances is not permitted. For planning and regulatory purposes, the floodplain is normally defined as those areas, excluding the stream channel, that are subject to inundation by the 100-year recurrence interval flood event. This event has a one percent chance of occurring in any given year. Because of this chance of flooding, development in the floodplain should be discouraged and the development of park and open space in these areas encouraged.

The authority to enact and enforce these types of zoning provisions in counties is set forth in Chapter 59.97 of the Wisconsin Statutes and Wisconsin Administrative Code NR 116. This same authority is also vested to cities and villages in Chapter 62.23 of the Wisconsin Statutes.

There are 973 acres of floodplain within the town of Maple Valley (Map 2.10). These areas are located along Daly Creek, Kelly Brook, and in the far northwestern part of town adjacent to the Peshtigo Brook.

### **Wetlands**

According to the Wisconsin Department of Natural Resources, wetlands are areas where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophilic vegetation. Other common names for wetlands are swamps, bogs, or marshes. Wetlands serve as a valuable natural resource. They provide scenic open spaces in both urban and rural areas. Wetlands act as natural pollution filters, making many lakes and streams cleaner and drinking water safer. They act as groundwater discharge areas, and retain floodwaters. Finally they provide valuable and irreplaceable habitat for many plants and animals.

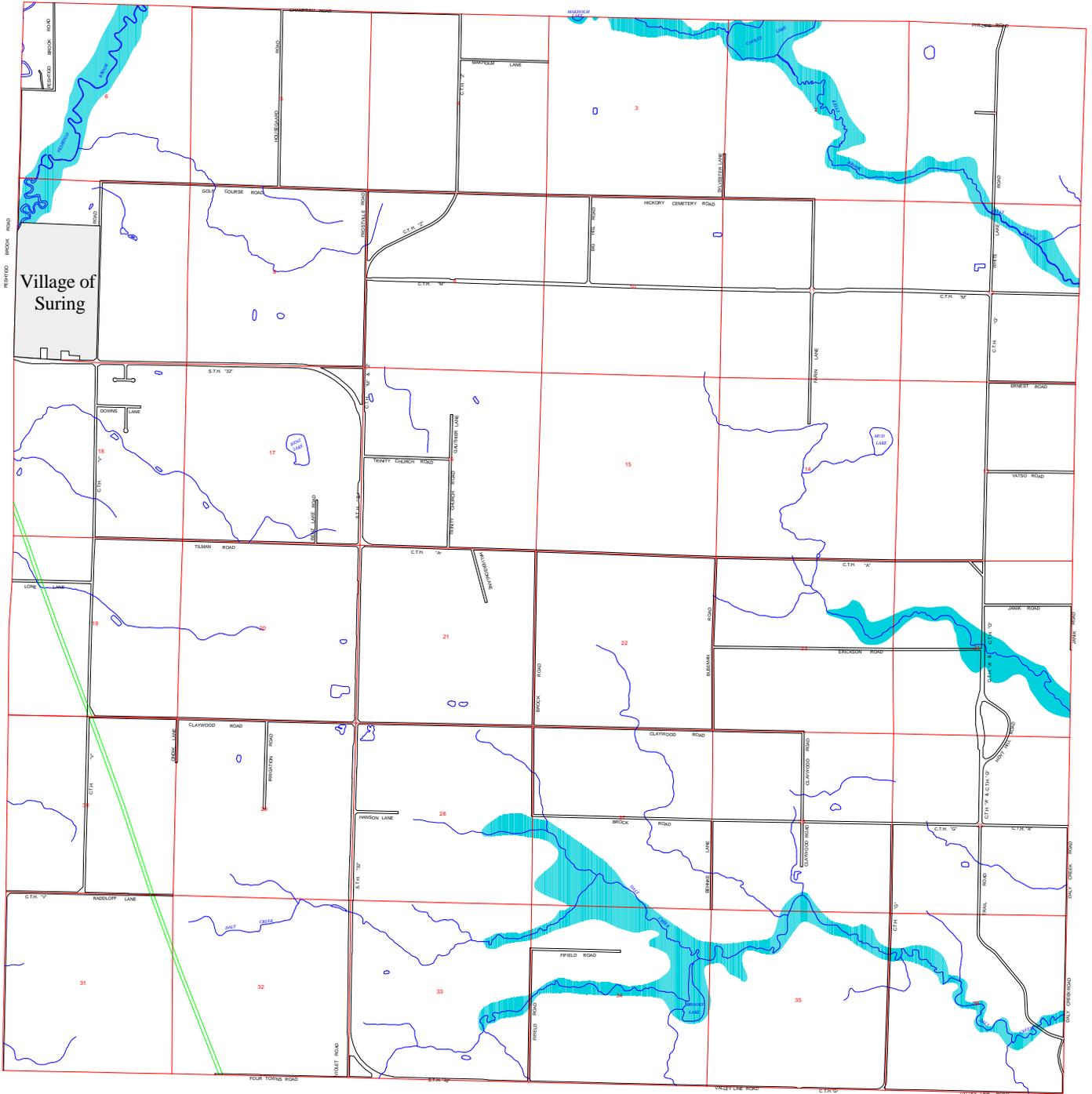
Because of their importance, there are strict regulations regarding wetlands. Wisconsin Administrative Codes NR 115 and NR 117 fall under the jurisdiction of the Wisconsin Department of Natural Resources and mandate that shoreland wetlands be protected in both the rural and urban areas of the state. In the unincorporated areas, NR 115 provides the legislation to protect wetlands of five acres or more that are within the jurisdiction of county shoreland zoning ordinances. This wetland provision would be applicable in the town of Maple Valley. Wetlands not in the shoreland zone are protected from development by the federal government and the WDNR through Section 404 of the Clean Water Act and NR 103, respectively.

Within the town, there is approximately 5,669 acres of wetlands. Map 2.11 shows the WDNR inventoried wetlands greater than two acres. It should be noted that all wetlands, no matter how small, are subject to WDNR and possible federal regulations if they meet the state definition.

# Floodplains

## Town of Maple Valley

Oconto County, Wisconsin



2000 0 2000 Feet

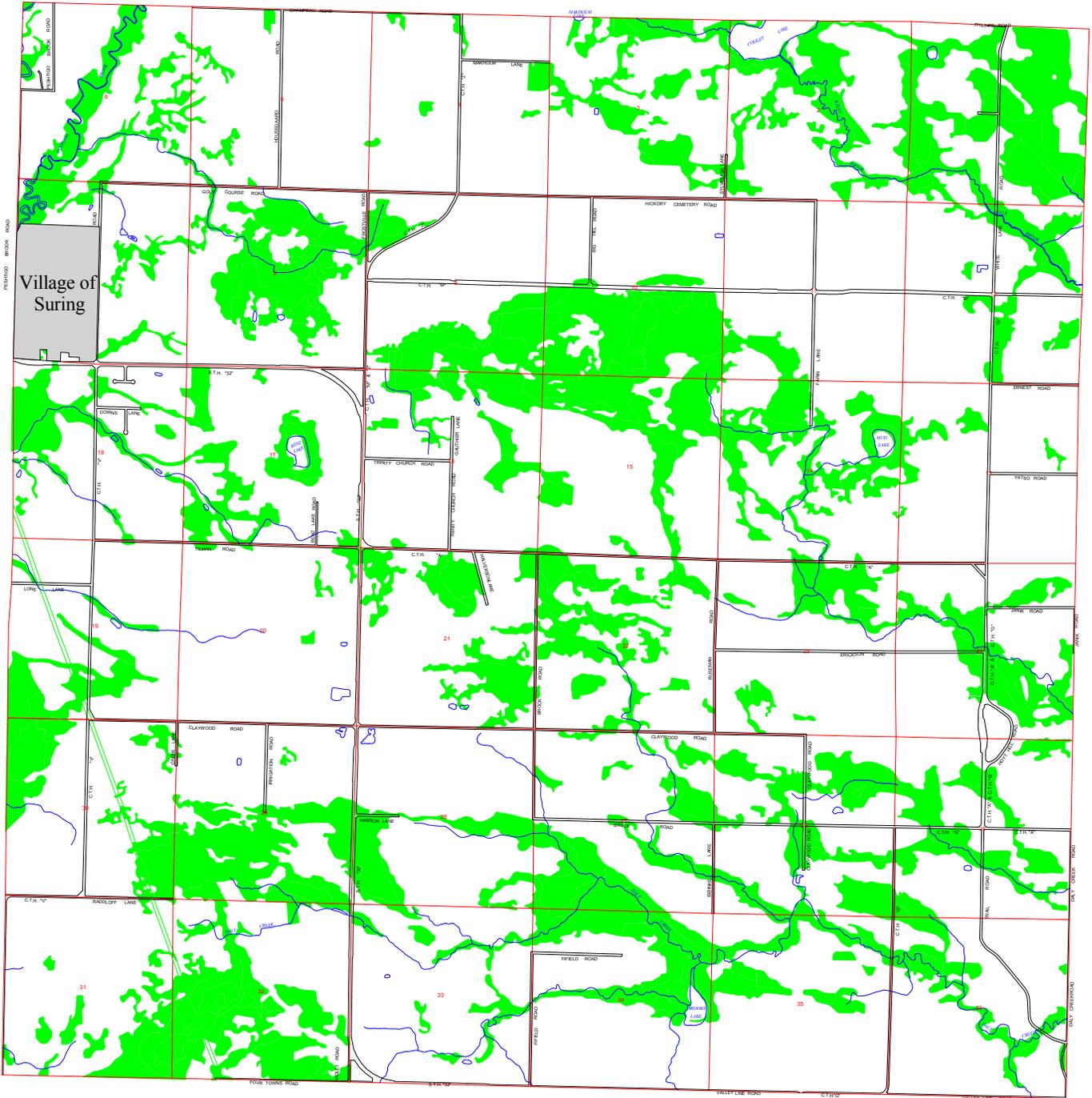
 Floodplain

Source: Bay Lake Regional Planning Commission, 2000.

# Wetlands

## Town of Maple Valley

Oconto County, Wisconsin



2000 0 2000 Feet

 Wetlands

Source: Bay Lake Regional Planning Commission, 2000.

## **FOREST AND WOODLANDS**

The town of Maple Valley consists primarily of agricultural land uses. However, there are large tracts of woodlands throughout the community that encompass approximately 10,370 acres. They are primarily located adjacent to the waterways in the town. 5,223 acres of the woodlands (50 percent) in the town are wooded wetlands. There is one large wooded wetland complex in the north central part of the town. These woodlands provide aesthetic beauty, open space, and natural habitat for flora and fauna. Map 2.12 shows the woodlands, both upland and lowland, within the town.

## **AIR QUALITY ISSUES**

There are no areas within the town of Maple Valley which exceed the limits of the National Ambient Air Quality Standards (NAAQS) for ozone, particulates, or carbon monoxide. The nearest ozone monitoring sites are in Brown, Outagamie and Florence Counties, and all are within attainment standards.

## **WILDLIFE HABITAT**

The fauna that lives within the planning area is quite diverse. Many animals such as the white-tailed deer, turkey, grouse, porcupine, beaver, muskrat, gray and red squirrel, and chipmunks are some of the more well known species found in the area. Migratory fowl also frequent the area during the summer months utilizing the lakes and streams to raise their young. Due to the large agricultural tracts of land in the town, mammals that require large areas of woodlands for hunting and raising young, such as bear, coyote, and the bald eagle are not as prevalent in the town as they are in the northern communities. The surface water features within the town provide some habitat for fish. Northern pike, pumpkinseed, perch, largemouth bass and bluegill are known to inhabit the lakes and streams of the town.

## **THREATENED AND ENDANGERED SPECIES**

Oconto County has many rare, threatened, and endangered species. Endangered and threatened plant species include Holly Fern, Bog Bluegrass, Dwarf Huckleberry, Ram's Head Lady Slipper and others. Animals include the bald eagle, barn owl, terns, plovers, northern blue butterfly, western ribbon snake and others. Exact locations of these species are not published, but care should be taken before development occurs to not disturb potential habitats for these flora and fauna. Appendix C lists all the rare, threatened, and endangered species and natural communities in Oconto County identified in the Wisconsin DNR Natural Heritage Inventory.

## **PARKS AND OPEN SPACES**

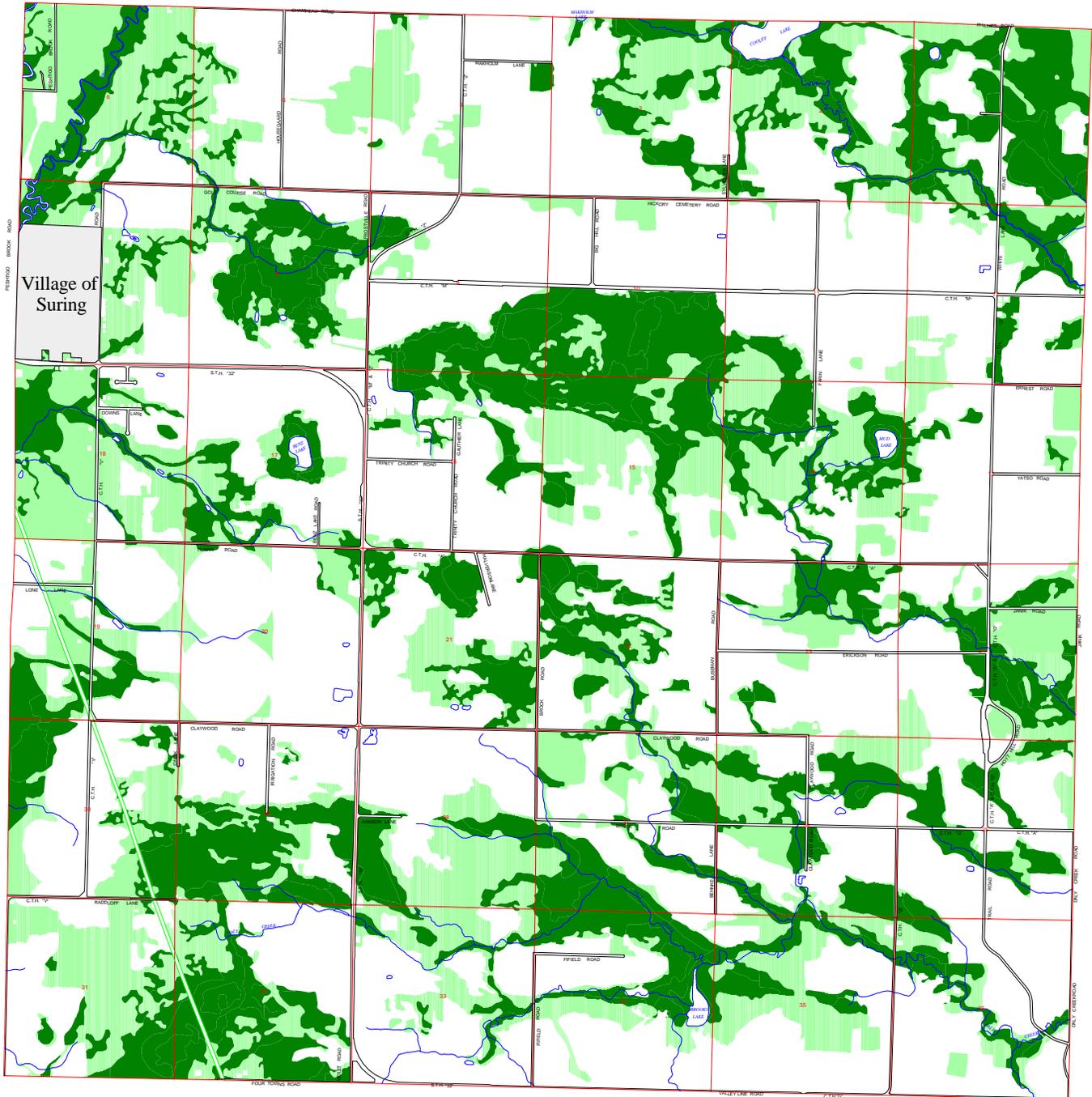
There are no parks within the town of Maple Valley. However, the Oconto County Recreation Trail extends throughout the southwest portion of the town. Extending from Gillett north to Townsend, this route is an abandoned railroad right of way. Scenery is primarily agricultural at the southern end of the trail and forest on the north end. There are several scenic river crossings and lakes. The trail provides hiking, biking and snowmobile opportunities. Cathedral Pines Golf Course lies adjacent to the town in the Village of Suring. This is an 18-hole public course located on the west side of Golf Course Road. Park and recreation opportunities are discussed in greater detail in Chapter 6.

# Woodlands

## Town of Maple Valley

Oconto County, Wisconsin

Map 2.12



2000 0 2000 Feet

 Lowland Woodlands  
 Upland Woodlands

Source: Bay Lake Regional Planning Commission, 2000.

## **SCIENTIFIC AND NATURAL AREAS**

The Wisconsin State Natural Area program was established to formally designate sites in natural or near natural condition for scientific research, the teaching of conservation biology and most of all, preservation of their natural values and genetic diversity for the future. These areas are not intended for intensive recreation use, but rather to serve the mission of the Natural Areas Program, to locate and preserve a system of State Natural Areas harboring all types of biotic communities, rare species, and other significant natural features native to Wisconsin. Within the town there are no state designated natural areas.

## **ENVIRONMENTAL CORRIDORS**

Environmental corridors serve many purposes. They protect local water quality and wildlife habitat through identification and preservation of areas sensitive to development. They can be used as a means of controlling, moderating, and storing floodwaters while providing nutrient and sediment filtration. Environmental corridors can provide fish and wildlife habitat, recreational opportunities, and serve as buffers between land uses while improving the aesthetics of the community.

As part of its on-going effort to complete a regional master plan, the Commission has begun to compile and delineate region-wide data needed for land use planning within the region. The Commission has defined its environmental corridors to include the following set of uniformly available information: Wisconsin Department of Natural Resources wetlands; 100-year FEMA floodplains; areas with slopes greater than or equal to 12 percent; lakes, rivers, streams and ponds; a 75-foot lake and river setback; and, a 25-foot buffer of wetlands. Other features that are considered as part of the environmental corridor definition on an area by area basis include: designated scientific and natural areas; unique and isolated woodland areas; scenic viewsheds; historic and archaeological sites; unique geology; wetland mitigation sites; isolated wooded areas; unique wildlife habitats; parks and recreation areas; and other locally identified features. Environmental corridors cover approximately 8,801 acres of land within the town of Maple Valley (Map 2.13).

## **HISTORIC, CULTURAL AND ARCHEOLOGICAL SITES**

There are many sites of historic or archeological importance within the town. Below is a description of these structures taken from a list compiled by State Historical Society of Wisconsin. Map 2.14 shows the general location of the sites. The list is compiled by many individuals on the belief that these areas be considered for eligibility on the state registry. There is a possibility that several structures or sites may not be listed. The information on these structures is dated so some structures may be altered or no longer exist. The majority of these structures are privately owned.

1. Knud Hansen Farmstead-Masonry, gabled ell house built in 1900, located on Golf Course Road in the unincorporated community of Frostville.
2. Large brick house built in 1900 thought to be of Danish origin, located on CTH M; 1¼ miles east of Frostville.
3. Twelve-sided Danish barn (“Round Barn”) located on the east side off Farin Lane, 0.3 miles north of CTH M.

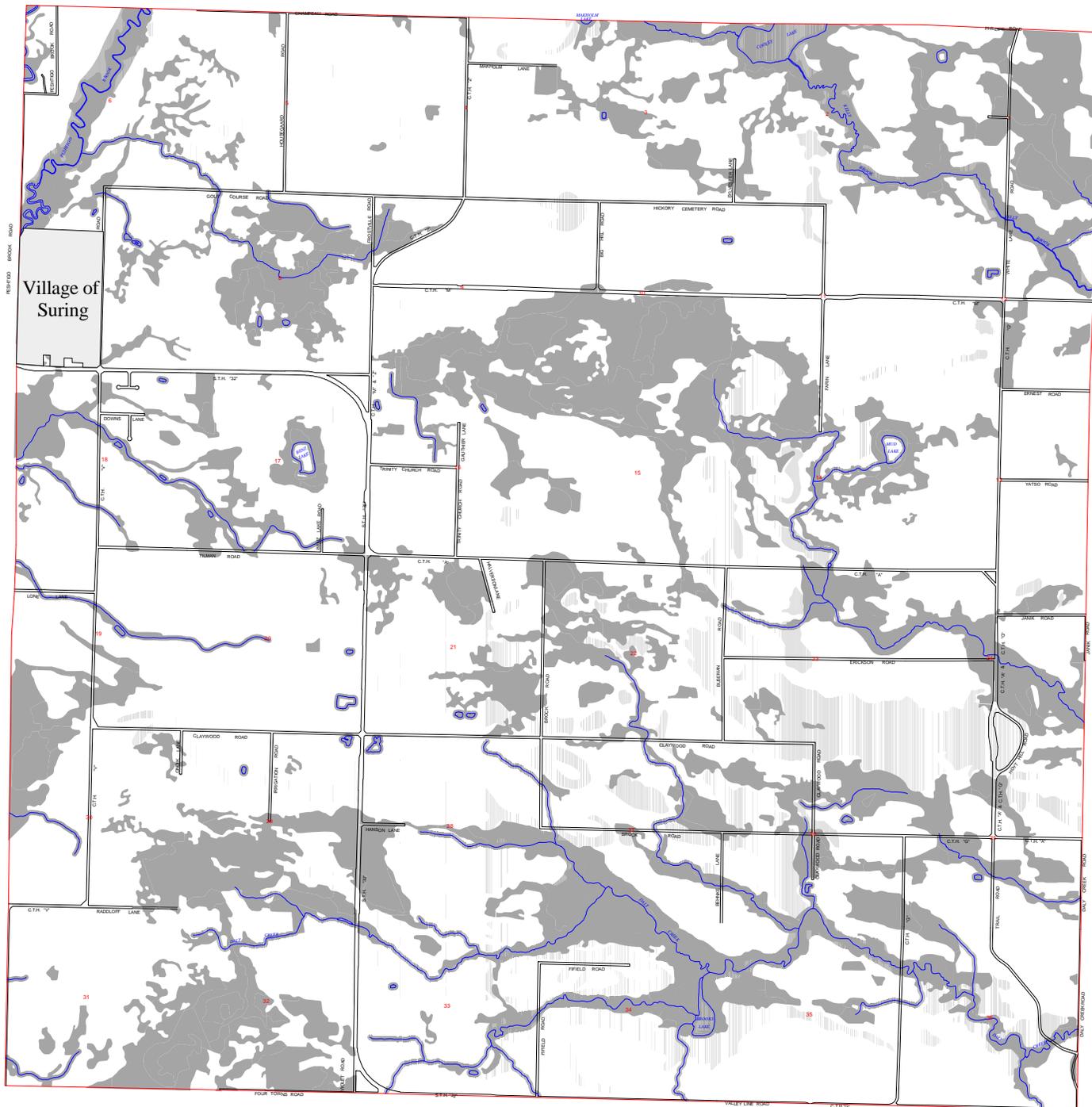
4. Balloon frame, two story, cube house with aluminum/vinyl siding, built in 1900 and located in the unincorporated community of Hickory Corners on CTH M.
5. Balloon frame, gabled ell, clapboard house built in 1900 located on CTH G, in Hickory Corners.
6. Hickory Quick Stop-Front gabled gas/service station with a balloon frame and constructed out of board and batten; located on the corner of CTH M and White Lake Road in Hickory Corners.
7. Adolph Fischer House-Front gabled, balloon frame wood house, built in 1910, also known as the N. Gabrielson house. Located on STH 32, west of CTH M and CTH Z.
8. Maple Valley Community Church-Vernacular style balloon frame church with aluminum/vinyl siding constructed in 1895, located on CTH M, just north of STH 32 in Frostville.
9. Maple Valley Town Hall-Gabled ell masonry brick building constructed in 1900 that was once a one to six room school. Located on CTH M, just north of STH 32 in Frostville.
10. Hickory Church of Christ-Gothic revival, balloon frame church, built in 1893 now has aluminum/vinyl siding and is located on CTH G, between Yatso and Ernest Roads.
11. August Pederson House and Strand Post Office-Vernacular, one story log structure built by a Norwegian immigrant and lived in by the family until 1977. Located on CTH A, just west of Buseman Road.
12. Astylistic utilitarian log house, thought to be of Norwegian origin, located on Buseman Road, 0.4 miles south of CTH A.

# Environmental Corridors

Map 2.13

## Town of Maple Valley

Oconto County, Wisconsin



2000 0 2000 Feet



Environmental Corridors

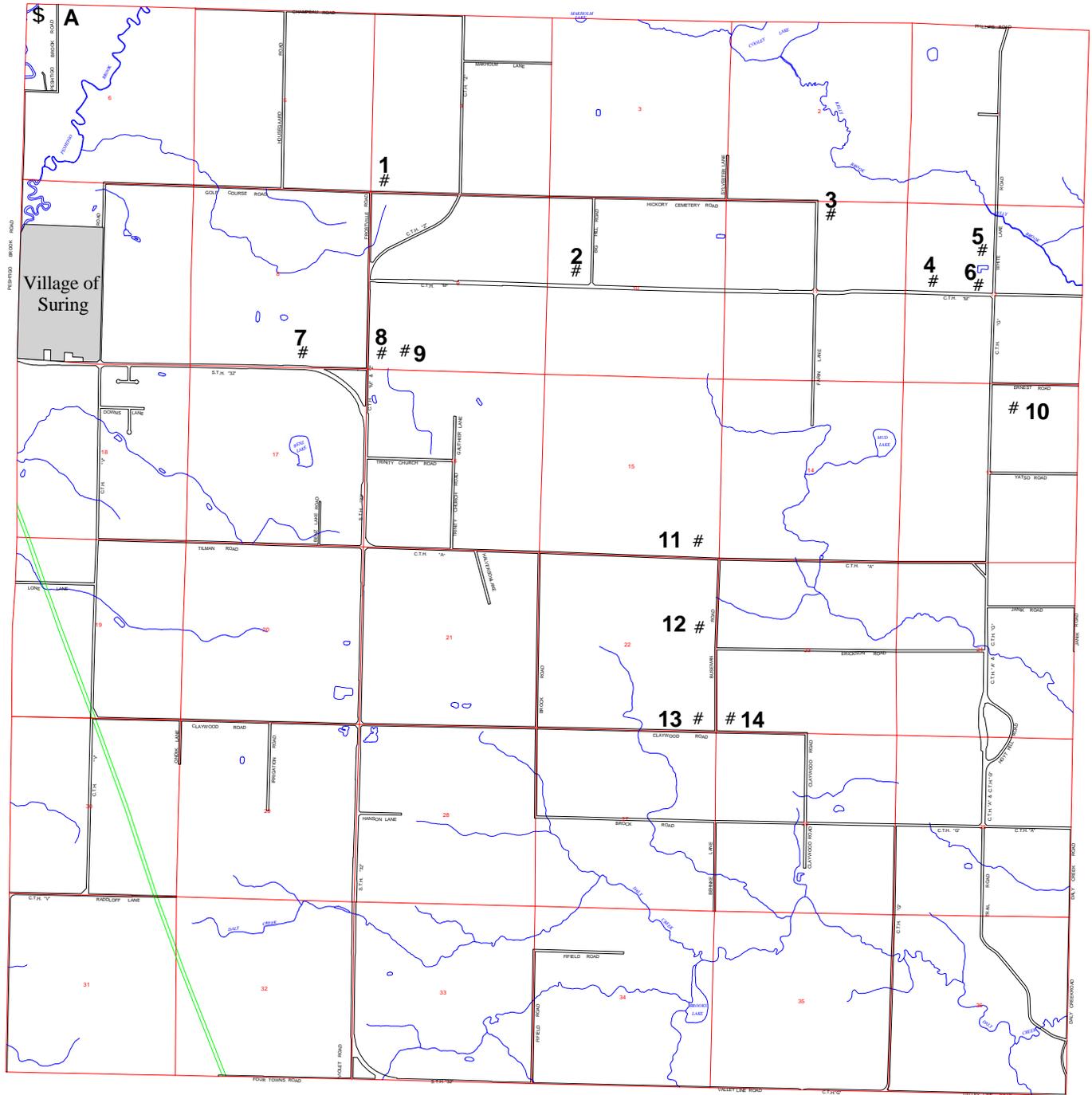
Source: Bay Lake Regional Planning Commission, 2000.

# Historic and Archeological Sites

Map 2.14

## Town of Maple Valley

Oconto County, Wisconsin



2000 0 2000 Feet

\$ Archeological Sites  
# Historic Sites

Notes: Archeological site locations are approximations.  
Historic site numbers correspond to numbers in text.

Source: Bay Lake Regional Planning Commission, 2000.

There is one archeological site located in the town. It is a work site where artifacts were found and is located on a sand ridge running northeasterly along the east side of the North Branch of the Oconto River and the west side of Peshtigo Brook, about two miles north of Suring.

Care should be taken when excavation is done within the town of Maple Valley, since there is the possibility of disturbing a historical or archeological site. The State of Wisconsin requires any findings of human bones to be reported (*Wisconsin Statute 157.70*) so an investigation can be done by the State Historical Society. Also, land developers trying to obtain state permits from the Wisconsin Department of Natural Resources or any development involving federal monies, are required to be in compliance with Section 106 of the National Historic Preservation Act and 36 CFR Part 800: Protection of Historic Properties. For further information, please contact the State Historical Society of Wisconsin, 816 State St., Madison, WI 53706.

### **METALLIC AND NON METALLIC MINING RESOURCES**

Metallic mining in Wisconsin has occurred since the time it was settled. Metals mined in the state include copper, lead, iron, and zinc. Mining has economic value to multi-regional areas, but also has the ability to potentially harm natural resources. Any new mines need to have a permit granted by the WDNR and are subject to the requirements of NR 135, which includes a reclamation plan. This plan is a detailed technical document designed to meet the goals which lead to successful reclamation and will help reduce the effects to the environment once the mine is abandoned. The plan has minimum standards that must be met in order to be accepted. The WDNR defines successful reclamation as “the restoration of all areas disturbed by mining activities including aspects of the mine itself, waste disposal areas, buildings, roads and utility corridors”. Restoration is defined as, “returning of the site to a condition that minimizes erosion and sedimentation, supports productive and diverse plants and animal communities and allows for the desired post-mining land use”. There is currently no metallic mining in the town. There is one active quarry in the town that quarries limestone.

### **COMMUNITY DESIGN**

Community design (Character) deals with the large-scale organization and design of the community, particularly the organization of the buildings and the space between them. An evaluation of community design is often subjective and requires personal judgement. In an effort to remove this subjectivity, the community design resources of the community have been inventoried that represent the building blocks and language of community design:

#### ***Landmarks***

Landmarks are important reference points that represent a prominent feature of the landscape and have the ability to distinguish a locality, mark the boundary of a piece of land, or symbolize an important event or turning point in the history of a community.

***(Note: No landmarks were readily identifiable within the town of Maple Valley)***

#### ***Pathways***

Pathways are linear features that represent both vehicular and pedestrian movement. Pathways provide connections between places, as well as along them. Whether a major arterial, local street, or undefined woodland trail, pathways are hierarchical and represent a degree of usage.

### *Major*

- State Highway 32

### *Secondary:*

- County Highways V, G, A, M, and Z
- Oconto County Recreation Trail

### *Edges*

Like pathways, edges are linear. Edges are important organizing elements that represent boundaries that can be either soft or hard, real or perceived.

- Town of Maple Valley/Village of Suring Boundary

### *District*

Districts encompass areas of commonality. Examples of districts may include a residential district or central business district. These areas represent buildings and spaces where clearly defined and separate types of activities take place.

- Frostville Area
- Hickory Corners Area

### *Nodes*

Nodes are specific points of recognition. They are destinations and very often represent the core or center of a district. In addition, nodes are closely associated with pathways as they provide access to and from districts. An example of nodes within a district may include separate areas for government functions versus entertainment activities within a central business district.

- Maple Valley Town Hall
- Lime Quarry
- Highway Department
- Recycling Center

### *Community Entryways*

Community entryways are associated with edges in that the entryway begins at an edge. Entryways can be unique and are vary valuable assets for they help define a community to those using the entryway. In many cases these entryways are more correctly described as “Doorways” to a community. How people perceive an entrance to a business area or doorway to a town will determine weather they stop or drive on through the community. These points of interest need to be protected or enhanced through the use of zoning standards requiring landscaping, building design, signage, lighting, and public furnishings.

The **Primary** entryways into Maple Valley should be protected and enhanced. These areas may contain high quality public entry signs and/or public art which is used to formally announce entry to the town. Around the town’s periphery, primary entrances include **STH 32, and the various**

**County Highways** entering the town. In order to preserve a sense of place and to help define community character, the town of Maple Valley installed signage on several of the highways entering the town. It is recommended that the town continue to maintain or upgrade the entry signs throughout the planning period.

The *Secondary* entryways into Maple Valley are more subtle portals enjoyed by year-round and seasonal property owners. The use of formal entry markers such as signage and artwork should be low key, if used at all, in order to maintain the rural look of the area.

## **Chapter 3 - HOUSING AND POPULATION**

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### **INTRODUCTION**

Population change is the primary component in tracking the past growth of an area as well as predicting future population trends. Population characteristics relate directly to the town's housing, educational, community and recreational facility needs, and to its future economic development. It should be noted that over time, there are fluctuations in the local and regional economy and population which generally cannot be predicted. These fluctuations and changes may greatly influence the town's population growth and characteristics. This chapter will identify population and housing trends which may greatly affect the future of the town of Maple Valley.

The majority of the information within this chapter is based upon 1990 and 2000 Census information and serves as background data to help determine such things as; how much population growth the town can expect to accommodate over the next twenty years; the condition of the housing stock and what types of housing will be needed in the future. With the future release of additional 2000 Census information the population and housing description of the town will increase in accuracy.

### **SUMMARY AND IMPLICATIONS**

1. The town experienced a population of 670 persons in 2000, a 2.9 percent decrease from 1990.
2. According to Wisconsin Department of Administration (WDOA), the town's population is projected to decrease to 611 persons by 2015, a 8.8 percent decrease from 2000.
3. The largest age grouping is between 25 and 54 year olds, which is the age group traditionally having the highest earning power.
4. The town's median age in 2000 was 40 years which indicates a growing adult population. Implications are that an aging community will need additional specialized services to accommodate these age groups in the future.

The town's population has slightly risen and fallen over the course of the last four decades. Projections developed after the 1990 Census indicate that the town's population was likely to drop through 2015. The trend in declining population over the past two decades seems to give these projections some validity. The town has experienced (over the past three decades) an age structure shift towards the older age groups. This may lead the town to spend more on services to accommodate an aging population over the next twenty years. Likewise, the aging population can also mean additional business opportunities, especially for a rural town like Maple Valley. This aging population requires basic services such as groceries, housing and health care, but they tend to spend their incomes locally. Well planned and financed services and programs directed towards the elderly can go a long way in keeping the buying power of the retired community within the area.

5. The number of housing units in the town of Maple Valley had declined along with several other communities from 1990 to 2000.
6. The household size for the town is expected to decline over the next 20 years from 2.5 to 2.2 persons per household.

7. At approximately 2.2 persons per household, the town can expect a housing projection of approximately 35 new housing units for permanent residents by 2020.

Throughout the planning period there will be a demand for additional housing units within the town. An increased population, a demand for larger lot sizes and a trend of smaller household sizes will increase the demand for residential developments. The town will need to adequately identify areas to accommodate this change in land use while ensuring adequate services are provided. Additional housing does not always lead to a community making money, and in most cases can be the most costly development due to the supporting services needed to accompany it. The town will need to monitor costs of future housing on the town's budget to control future property taxes.

8. Of the 323 housing units in the town, 44 percent (144 structures) were built before 1940.
9. In 1990 approximately 54 percent of renters were living in "non-affordable" housing, due to their paying 30 percent or more of their incomes towards rent.
10. In 1990, 12 percent of home owners were paying 30 percent or more of their incomes towards housing payments.
11. According to the Wisconsin Department of Commerce the median income for the town in 1997 was \$28,145.

Approximately 83 percent of the housing within the town of Maple Valley is residential single family, yet many homes are over 60 years old. Many renters as well as several home owners are considered to be living in non-affordable housing. For the reasons listed above, it is likely that residents will need additional assistance regarding loans for housing rehabilitation as well as affordable housing. The town will need to support assistance efforts as well as look into actions that promote a mix of housing choices.

Even though the town is experiencing a decline in population, and also experienced a loss of 4 housing units within the last ten years, this plan's future land use is projecting a range in the number of housing units to be between 35 and 74 new units over the twenty year planning period. Enough vacant land does exist (allowing for a mix in densities and services provided) within the town to accommodate these growth forecasts.

Overall, the town is expected to remain an agricultural community. The town supports the ideals of promoting housing for all residents, providing a range in housing, working towards gaining more financial assistance for its residents for rehabilitation of housing and rental assistance by working with county, state and federal agencies.

### **HOUSING STRATEGY**

The current legislation on comprehensive plans under s66.1001 requires that the housing element will need to be integrated and made consistent with the other nine elements of the comprehensive plan. For example, implementing the goals and policies of the housing element will need to correspond to actions undertaken in other elements such as land use, economic development, transportation, and community facilities.

The following stated Goals, Objectives, Policies, and Programs are based on the information provided within this chapter of the comprehensive plan.

**Goal:**

To provide for a variety of quality housing opportunities for all segments of the town's current and future population.

***Objective 1:***

To develop and enforce policies and programs to assist citizens to obtain affordable quality housing.

***Policies:***

1. Provide adequate housing for all persons including low and moderate income, elderly, and residents with special needs.
2. Rehabilitate and preserve the existing housing stock in the town.
3. Provide affordable housing information and assistance for first time home buyers.
4. When qualified, the town should apply for grants and become involved in programs to address the town's housing needs.
5. The town will assist residents by providing educational materials and information on financial programs and on home repairs.
6. Ensure that the county's zoning ordinance allows for and/or encourages the above policies.

***Programs:***

1. Work with federal, state, and county agencies to assist town residents in achieving home loans.
2. Work with the state, county and BLRPC to monitor the town's population characteristics to stay informed of changing demographics/characteristics within the town.
3. The town has identified areas, through its planning process, for a future mix of residential development with a variety of minimum densities to help in establishing a housing stock which meets differing needs of the community.
4. The town will assist the county in reviewing existing zoning and subdivision ordinances to identify antiquated standards that limit certain housing choices and to measure impacts that current ordinances have on the town's housing stock and future choices. The town will also work with the county on any future controls affording more flexibility in regulations allowing for a greater variety of housing choices to include considering Conservation Subdivisions and clustering.

***Objective 2:***

Encourage new housing development in areas that will preserve the town's rural nature and can be done in a cost effective way.

***Policies:***

1. Encourage single family development throughout the town, with higher densities adjacent to the village of Suring to minimize conflicts.
2. The construction of new homes should be regulated by adequate building codes and ordinances.
3. Explore new development ideas which encourage a responsible use of land and the retention of natural or unique areas.
4. Identify areas in which new development should be restricted or maintained as open space.
5. Explore new development ideas to minimize possible negative impacts on the environment.

***Programs:***

1. Establish a group or committee to investigate the use and to establish a set of standards/criteria in order to best develop regulations regarding the future use of development practices, i.e. conservation subdivisions and traditional neighborhoods, etc. When appropriate, work with neighboring communities, Oconto County and BLRPC to develop a set of ordinances designed to further these developmental practices.

**POPULATION CHARACTERISTICS**

**Historical Population Levels**

Figure 3.1 displays the increases and decreases of the historic population trends for the town of Maple Valley. The population was at its highest level in 1910 with 1,163 persons. The town's population gradually declined from its peak in 1910, had a slight increase in 1980, and then declined to the low of 670 persons in 2000.

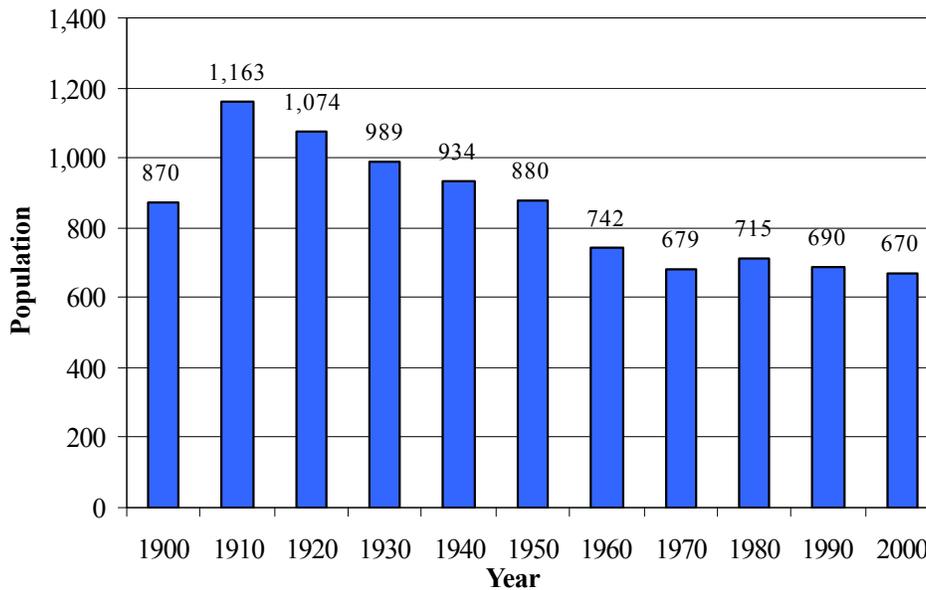
Table 3.1: Historical Population Levels, 1900-2000, Town of Maple Valley & Selected Areas

Year	Town of Maple Valley	Town of How	Town of Gillett	Village of Suring	Oconto County
1900	870	1,083	1,249	NA*	20,874
1910	1,163	965	1,300	NA*	25,657
1920	1,074	797	1,370	294	27,104
1930	989	821	1,080	421	26,386
1940	934	777	1,029	437	27,075
1950	880	746	1,003	546	26,238
1960	742	627	957	513	25,110
1970	679	565	936	499	25,553
1980	715	592	1,059	581	28,947
1990	690	564	1,026	626	30,226
2000	670	563	1,085	605	35,634

\* Village of Suring was not incorporated until 1915.

Source: General Population Characteristics 1840-1970, Bay-Lake Regional Planning, December 1975; and Bay-Lake Regional Planning Commission, 2001.

Figure 3.1: Historical Population Levels, 1900-2000, Town of Maple Valley



Source: General Population Characteristics 1840-1970, Bay-Lake Regional Planning, December 1975; and Bay-Lake Regional Planning Commission, 2001.

### **Population Trends**

The town of Maple Valley has experienced an increase and gradual decreases in its population since 1970 (see Table 3.1). Between 1970 and 1980 the population increased by 36 persons, 5.3 percent. From 1980 to 1990, the town's population decreased by 25 persons, or 3.5 percent. The neighboring town of Gillett also experienced a similar decline in population for this period, but

the county increased population by a small percentage. For the period 1990 to 2000, the town of Maple Valley declined by 2.9 percent, or 20 persons. For this same period the village of Suring and the town of How declined in population, whereas the town of Gillett and Oconto County grew by 5.7 percent and 17.9 percent respectively.

In 1993, the WDOA Demographic Services Center prepared population projections to the year 2015 for the communities and counties of the state, utilizing a projection formula that calculates the annual population change over three varying time spans. From this formula, the WDOA indicated that the town of Maple Valley was projected to have 611 persons in 2015. According to the most recent trends, the WDOA projections appear to be closely accurate. However, even with the accuracy of the WDOA projections, they do not project to the year 2020. Thus, alternative population projections were created by the Bay-Lake Regional Planning Commission and can be found later within this chapter.

**Table 3.2: Population Trends, 1970-2015, Town of Maple Valley & Selected Areas**

Year	Geographic Location						
	Town of Maple Valley	Town of How	Town of Gillett	Village of Suring	Oconto County	Bay-Lake Region	State of Wisconsin
<b>Actual Population</b>							
1970	679	565	936	499	25,553	440,926	4,417,731
1980	715	592	1,059	581	28,947	476,134	4,705,767
1990	690	564	1,026	626	30,226	498,824	4,891,769
2000	670	563	1,085	605	35,634	554,565	5,363,675
<b>WDOA Population Projections</b>							
2005	651	553	1,061	698	32,372	539,948	5,409,536
2010	635	544	1,056	707	32,495	546,261	5,512,313
2015	611	530	1,045	714	32,464	550,833	5,603,528
<b>Number Change</b>							
1970-1980	36	27	123	82	3,394	35,208	288,036
1980-1990	-25	-28	-33	45	1,279	22,690	186,002
1990-2000	-20	-1	59	-21	5,408	55,741	471,906
2000-2015	-59	-33	-40	109	-3,170	-3,732	239,853
<b>Percent Change</b>							
1970-1980	5.3	4.8	13.1	16.4	13.3	8.0	6.5
1980-1990	-3.5	-4.7	-3.1	7.7	4.4	4.8	4.0
1990-2000	-2.9	-0.2	5.8	-3.4	17.9	11.2	9.6
2000-2015	-8.8	-5.9	-3.7	18.0	-8.9	-0.7	4.5

Source: U.S. Bureau of the Census, Census of Population and Housing, 1970-2000; Wisconsin Department of Administration, for years cited; Wisconsin Department of Administration, Official Population Projections, 1993; and Bay-Lake Regional Planning Commission, 2001.

### Seasonal Population

The estimated seasonal population was found by multiplying the number of seasonal housing units by the average number of persons per household (see Table 3.3). In 2000, the town of Maple Valley had 47 total seasonal housing units, or 14.6 percent of total housing units in the town. This creates an estimated seasonal population of 118 persons, or 17.6 percent.

**Table 3.3: Estimated Seasonal Population, 2000, Town of Maple Valley & Selected Areas**

	Geographic Location				
	Town of Maple Valley	Town of How	Town of Gillett	Village of Suring	Oconto County
Population	670	563	1,085	605	35,634
Persons Per Household	2.51	2.72	2.69	2.17	2.52
Total Housing Units	323	229	442	269	19,812
Total Seasonal Housing Units*	47	18	20	6	4,837
Percent of Housing Units Seasonal	14.6	7.9	4.5	2.2	35.4
Estimated Seasonal Population**	118	49	54	13	17,665
Percent Population Seasonal	17.6	8.7	5.0	2.2	58.4

\*Seasonal housing includes seasonal, recreational, or occasional use units, does not include other vacant

\*\*Estimated Seasonal Population = Seasonal Housing Units x Persons per Household

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing and Bay-Lake Regional Planning Commission, 2001.

### Revised Population Projections

Due to the fact that the WDOA projections do not go beyond the year 2015 to include the 2020 planning period, the Commission has prepared alternative population projections to determine an approximate growth rate for the town of Maple Valley.

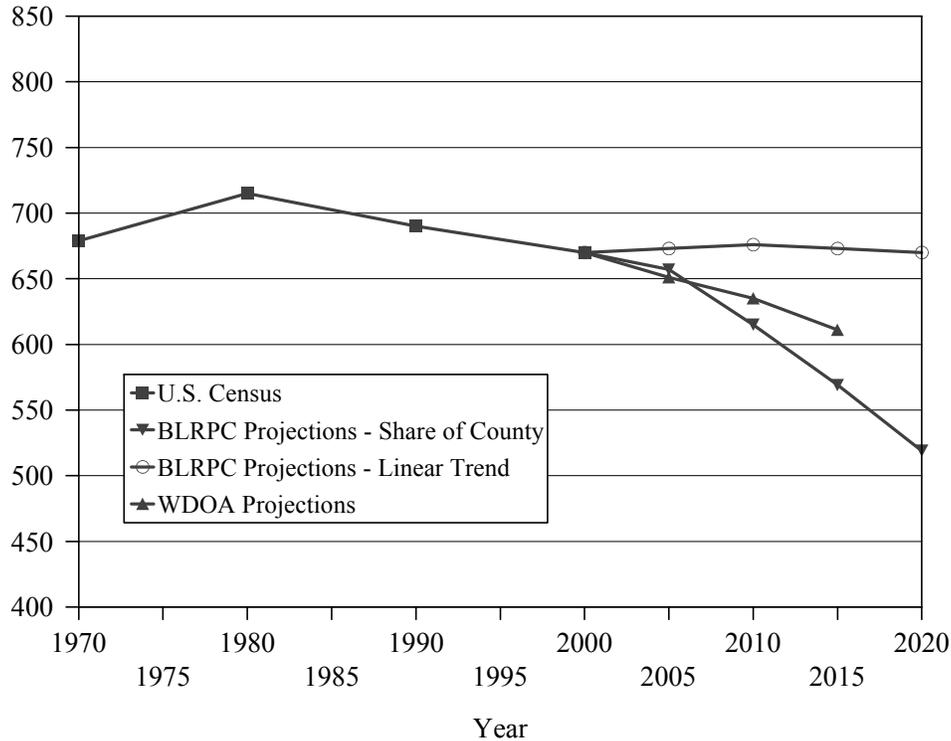
Projections were found by using a ratio methodology, termed share-of-the-county, to distribute county projections to the town level. The limitations of population projections should be recognized. Population projections are not predictions, rather they extend past growth trends into the future and their reliability depends on the continuation of these past growth trends. Smaller communities are also subject to more error because even minor changes in the community can result in significant changes in population projection estimates.

According to Commission’s share-of-the-county projections, the projected 2005 population for Maple Valley is 657 persons. The projected 2010 population is 615 persons, the projected year 2015 population is 569, and the projected year 2020 population is 519 persons. It is projected that the town of Maple Valley’s 2000 population will decrease by 151 persons, a decline of 22.5 percent, by the year 2020. It should be noted that the town’s projections are based off county projections, and BLRPC projections indicate that the county will experience a declining population, therefore making the town projections also decline. It should be noted that although the population of the town is estimated to decline, these projections are based on past trends in which the population has been declining. Small changes in the community or the region in the future may cause significant changes to these population projections. The BLRPC share-of-the-county projections create the “Low Growth” scenario for the town.

A “High Growth” projection was developed by using the 1970 to 2000 census figures and creating a linear series trend to the year 2020. This method identified a projected year 2005 population of 673 persons, a projected year 2010 population of 676 persons, an estimated 2015 population of 673, and a projected year 2020 population of 670. The town’s population will continue to fluctuate for the next 20 years by increasing and then declining, just as past trends also illustrated. According to this “High Growth” projection, the town of Maple Valley’s 2000 population (670) will be identical in the year 2020.

Figure 3.2 displays the actual U.S. Census counts, the “Low Growth” BLRPC projections, WDOA projections, and the “High Growth” linear series trend based off the Census data.

Figure 3.2: Population Trends and Projections, 1970-2020, Town of Maple Valley



Source: U.S. Bureau of the Census. Census of Population and Housing, 1970-2000; Wisconsin Department of Administration, Official Population Estimates and Projections, for years cited; and Bay-Lake Regional Planning Commission, 2001.

### Population By Age and Sex

For the majority of the period from 1970 to 1990, the town of Maple Valley had more males than females, with the exception being 1970 when there were 3 more females than males. From 1970 to 1990 there have been notable shifts in the age distribution of the population in the town of Maple Valley, as Table 3.4 displays. In 1970, 32 percent of the population was under the age of 15 and more than 42 percent under the age of 20. By 1980, the greatest percentage of the population was in the 35-44 age group with a high population within lower and middle age groups. In 1990, the majority of the population was distributed within middle age groups. Most of the population was within the “Prime Earning” age group of between 25 and 54. Figure 3.3 displays these population shifts for the town of Maple Valley.

Table 3.4: Male and Female Distribution by Age and Sex, 1970-1990, Town of Maple Valley

1970								
Age	Male			Female			Total	
	Count	Percent		Count	Percent		Count	Percent
		Male	Total		Female	Total		
75 & over	21	6.2	3.1	14	4.1	2.1	35	5.2
65-74	25	7.4	3.7	27	7.9	4.0	52	7.7
60-64	18	5.3	2.7	15	4.4	2.2	33	4.9
55-59	16	4.7	2.4	16	4.7	2.4	32	4.7
45-54	32	9.5	4.7	42	12.3	6.2	74	10.9
35-44	32	9.5	4.7	32	9.4	4.7	64	9.4
25-34	41	12.1	6.0	32	9.4	4.7	73	10.8
20-24	10	3.0	1.5	17	5.0	2.5	27	4.0
15-19	38	11.2	5.6	34	10.0	5.0	72	10.6
10-14	42	12.4	6.2	46	13.5	6.8	88	13.0
5-9	33	9.8	4.9	43	12.6	6.3	76	11.2
under 5	30	8.9	4.4	23	6.7	3.4	53	7.8
<b>TOTAL</b>	<b>338</b>	<b>100.0</b>	<b>49.8</b>	<b>341</b>	<b>100.0</b>	<b>50.2</b>	<b>679</b>	<b>100.0</b>

Source: U.S. Bureau of the Census, 1970 Census of Population and Housing, Series 100, Table 18; and Bay-Lake Regional Planning Commission, 2001.

1980								
Age	Male			Female			Total	
	Count	Percent		Count	Percent		Count	Percent
		Male	Total		Female	Total		
75 & over	17	4.6	2.4	13	3.8	1.8	30	4.2
65-74	36	9.7	5.0	28	8.1	3.9	64	9.0
60-64	24	6.5	3.4	22	6.4	3.1	46	6.4
55-59	17	4.6	2.4	24	7.0	3.4	41	5.7
45-54	35	9.4	4.9	37	10.8	5.2	72	10.1
35-44	50	13.5	7.0	49	14.2	6.9	99	13.8
25-34	42	11.3	5.9	32	9.3	4.5	74	10.3
20-24	28	7.5	3.9	18	5.2	2.5	46	6.4
15-19	44	11.9	6.2	44	12.8	6.2	88	12.3
10-14	35	9.4	4.9	29	8.4	4.1	64	9.0
5-9	23	6.2	3.2	23	6.7	3.2	46	6.4
under 5	20	5.4	2.8	25	7.3	3.5	45	6.3
<b>TOTAL</b>	<b>371</b>	<b>100.0</b>	<b>51.9</b>	<b>344</b>	<b>100.0</b>	<b>48.1</b>	<b>715</b>	<b>100.0</b>

Source: U.S. Bureau of the Census, 1980 Census of Population and Housing, STF 1A, Table 10; and Bay-Lake Regional Planning Commission, 2001.

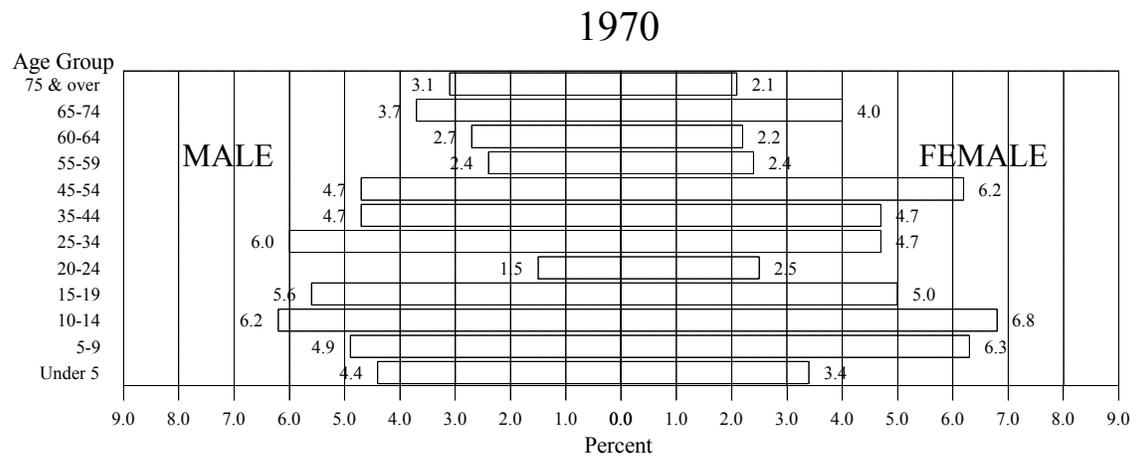
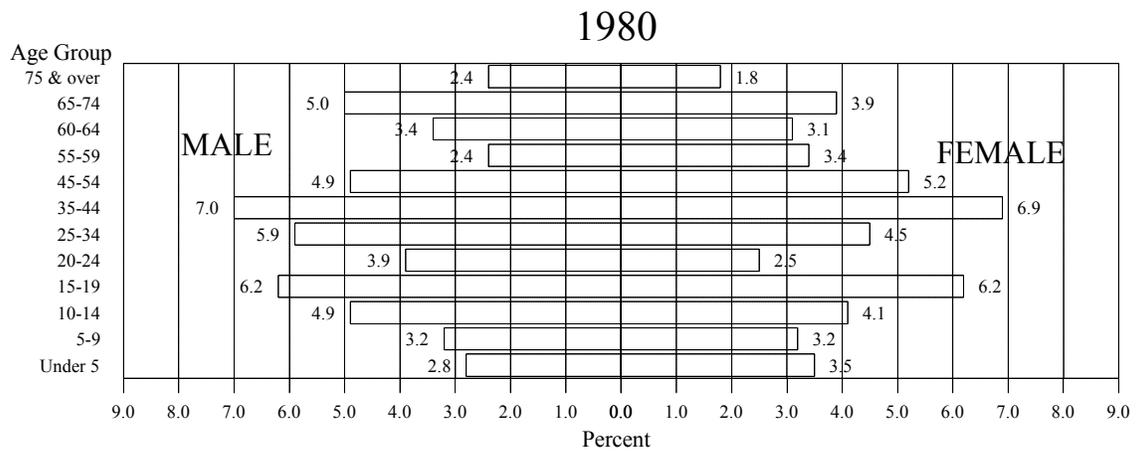
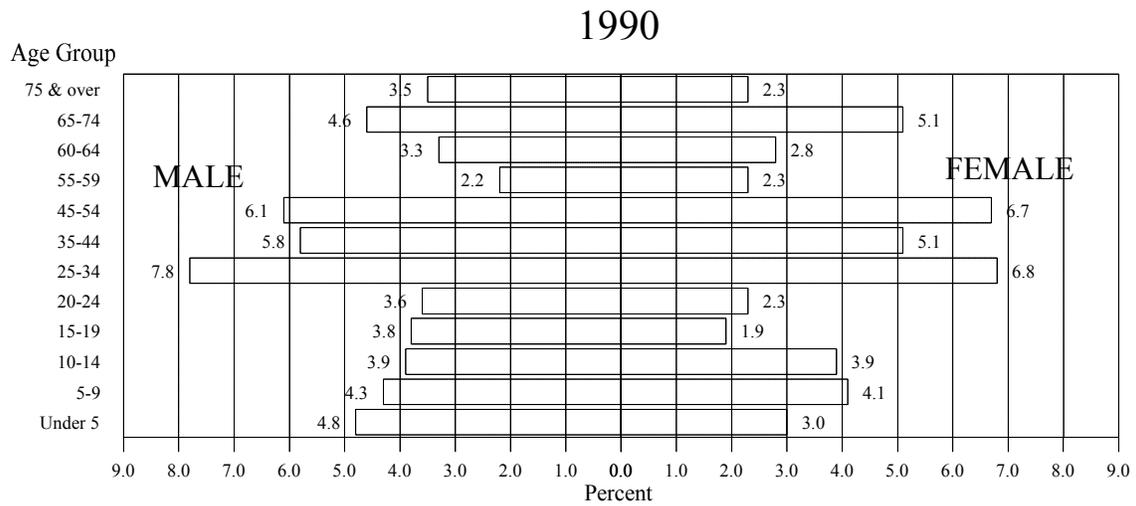
1990								
Age	Male			Female			Total	
	Count	Percent		Count	Percent		Count	Percent
		Male	Total		Female	Total		
75 & over	24	6.5	3.5	16	5.0	2.3	40	5.8
65-74	32	8.6	4.6	35	11.0	5.1	67	9.7
60-64	23	6.2	3.3	19	6.0	2.8	42	6.1
55-59	15	4.0	2.2	16	5.0	2.3	31	4.5
45-54	42	11.3	6.1	46	14.4	6.7	88	12.8
35-44	40	10.8	5.8	35	11.0	5.1	75	10.9
25-34	54	14.6	7.8	47	14.7	6.8	101	14.6
20-24	25	6.7	3.6	16	5.0	2.3	41	5.9
15-19	26	7.0	3.8	13	4.1	1.9	39	5.7
10-14	27	7.3	3.9	27	8.5	3.9	54	7.8
5-9	30	8.1	4.3	28	8.8	4.1	58	8.4
under 5	33	8.9	4.8	21	6.6	3.0	54	7.8
<b>TOTAL</b>	<b>371</b>	<b>100.0</b>	<b>53.8</b>	<b>319</b>	<b>100.0</b>	<b>46.2</b>	<b>690</b>	<b>100.0</b>

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 1A, Table P012; and Bay-Lake Regional Planning Commission, 2001.

### **Decade Population Pyramids**

Figure 3.3 represents the distribution of the age and sex of the population of Maple Valley for 1970, 1980 and 1990. The pyramids show how the population becomes fairly evenly distributed amongst the age groups throughout the three decades. For the most part, there have been more males than females in the town.

Figure 3.3: Population Pyramids, 1970-1990, Town of Maple Valley



Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 1A, Table P012; 1980 Census of Population and Housing, STF 1A, Table 10; 1970 Census of Population and Housing, Series 100, Table 18; and Bay-Lake Regional Planning Commission, 2001.

**School Age, Working Age, and Retirement Age**

For this section, the population of the town of Maple Valley was divided into four age groups: the school age group (5-17), the working age group (16+), the voting age group (18+), and those of retirement age (65+). In 1990, the working age group accounted for 75 percent of the total population (Table 3.5). The town’s population distribution among the age groups is very similar to Oconto County and the state. The town should update this information once the 2000 Census data becomes available.

Table 3.5: Population by Age Groups and Sex, 1990, Town of Maple Valley & Selected Areas

Age Groups	Total	Male	Female	Percent	Oconto County Percent	Wisconsin Percent
<b>School Age</b>						
5-11	81	42	39	11.7	11.1	10.7
12-14	31	15	16	4.5	4.6	4.2
15-17	24	17	7	3.5	4.4	4.1
<b>Working and Voting Age</b>						
16+	515	275	240	74.6	75.7	76.3
16-64	408	219	189	59.1	59.2	63.0
18+	499	263	236	72.3	72.8	73.6
18-64	392	207	185	56.8	56.3	60.3
<b>Retirement Age</b>						
65+	107	56	51	15.5	16.5	13.3
<b>Total Population</b>	<b>690</b>	<b>371</b>	<b>319</b>			

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 1A, General Profile and Table P012; and Bay-Lake Regional Planning Commission, 2001.

**Median Age**

The median age for the majority of the areas has been increasing or staying the same for the period 1970 to 2000, with the exception of the village of Suring which declined from 1990 to 2000 (see Table 3.6). The increase in median age was greater for the period 1990 to 2000 than compared to the previous decades. This indicates that the overall aging of the population is not just occurring for the United States as a whole, but at local levels as well. This national trend taking place in Oconto County and its communities should be noted for the future needs of the town and the area. An aging population demands additional community services and can also mean additional economic opportunities.

Table 3.6: Median Age, 1970-2000, Town of Maple Valley & Selected Areas

Geographic Area	1970	1980	1990	2000
Town of Maple Valley	28.2	34.2	34.8	40.2
Town of How	27.1	29.2	33.6	38.8
Town of Gillett	31.8	31.8	33.4	38.4
Village of Suring	38.2	38.8	43.5	42.3
Oconto County	30.8	31.3	35.0	38.8
Bay-Lake Region	29.6	30.7	34.6	38.6
State of Wisconsin	27.2	29.4	32.9	36.0

Source: U.S. Bureau of the Census, Census of Population, General Population Characteristics, Wisconsin, 1970, Tables 33,35; 1980 Table 14; 1990 STF 1A, General Profile; Census 2000 and Bay-Lake Regional Planning Commission, 2001.

## **HOUSING INVENTORY**

### **Total Housing Unit Levels by Decade**

The total number of housing units within the town of Maple Valley had steadily been increasing from 1970 to 1990, and then declined in from 1990 to 2000 (Table 3.7 and Figure 3.4). In 2000, there were 323 total housing units, a 46 percent increase since 1970. The adjacent town of Gillett increased its housing units by 48 percent in the same time period from 1970 to 2000. From 1990 to 2000, the number of housing units in the town decreased by 1.2 percent. By comparison, the number of housing units in the town of How and the village of Suring also declined for the same period. The town increased its housing units by 21 percent for the period 1980 to 1990. Also, from 1970 to 1980, there was a 38.5 percent increase, with 85 new housing units being constructed in the town.

Table 3.7: Total Housing Units, 1970-2000, Town of Maple Valley & Selected Areas

Area	Year				Percent Change			
	1970	1980	1990	2000	1970-80	1980-90	1990-2000	1970-2000
Town of Maple Valley	221	306	327	323	38.5	6.9	-1.2	46.2
Town of How	174	216	252	229	24.1	16.7	-9.1	31.6
Town of Gillett	299	386	412	442	29.1	6.7	7.3	47.8
Village of Suring	194	278	282	269	43.3	1.4	-4.6	38.7
Oconto County	11,947	16,940	18,832	19,812	41.8	11.2	5.2	65.8
Bay-Lake Region	148,035	194,960	222,116	248,916	31.7	13.9	12.1	68.1
Wisconsin	1,472,466	1,863,897	2,055,774	2,321,144	26.6	10.3	12.9	57.6

Source: U.S. Bureau of the Census, 1970 Census of Population and Housing, Series 100, Table 2; 1980 Census of Population and Housing, Table 45; 1990 Census of Population and Housing, STF 1A; Census 2000; and Bay-Lake Regional Planning Commission, 2001.

### **Historic and Projected Household Size**

According to the Wisconsin Department of Administration household size projections for Oconto County, the household size within the county is projected to decrease throughout the planning period. Table 3.8 and Table 3.9 indicates that the number of persons per household will consistently decrease during the planning period from 2.5 in 2000 to 2.2 in 2020. This county trend will likely be reflected in the town of Maple Valley as well. Using the county's trend to project the town of Maple Valley's household size indicates a person per household number of 2.2 for the town in 2020.

Table 3.8: Household Projections by Household Type, 1990-2015, Oconto County

Characteristics	Planning Year					
	1990	1995	2000	2005	2010	2015
Population	30,226	31,594	32,156	32,372	32,495	32,464
Persons Per Household	2.65	2.61	2.53	2.45	2.36	2.30
Households	11,283	11,967	12,519	13,031	13,530	13,892
Married Couple Family	7,334	7,825	8,210	8,571	8,914	9,134
Other Family	1,034	1,088	1,124	1,154	1,175	1,171
Male Householder	349	368	381	392	400	400
Female Householder	685	720	743	762	775	771
Householder Living Alone	2,536	2,664	2,773	2,882	3,016	3,170
Male	1,084	1,136	1,176	1,226	1,280	1,340
Age 65 and over	376	389	392	407	437	501
Female	1,452	1,528	1,597	1,656	1,736	1,830
Age 65 and over	1,038	1,092	1,132	1,150	1,199	1,281
Other Nonfamily Households	379	390	412	424	425	417

Source: Wisconsin Department of Administration, Wisconsin Household Projections, December 1993; and Bay-Lake Regional Planning Commission, 2001.

Table 3.9: Persons Per Household Projections, 1990-2020, Town of Maple Valley & Selected Areas

Geographic Area	Planning Year					
	1990	2000	2005	2010	2015	2020
Town of Maple Valley	2.70	2.51	2.44	2.35	2.29	2.22
Oconto County	2.65	2.52	2.45	2.36	2.3	2.23

Source: WDOA, Wisconsin Household Projections by Household Type, 1990-2015, December 1993

Note: The increments used to obtain the projected household size for the town of Oconto were taken from Oconto County's projection increments prepared by the Demographic Services Center and through linear trending from 1990 to 2020 by BLRPC, 2001.

### **Projected Housing Units**

In formulating a “best guess” for the future residential needs of the community, three methods were used in order to determine the most likely housing projection to 2020. The following are three methods which were used to estimate the future housing unit demand in the town. Keep in mind that vacant housing units were not used in this projection due to the unpredictable increase or decrease of seasonal units throughout the planning period.

#### **Method One:**

Using the census occupied housing counts from 1970 to 2000, a growth trend was created to the year 2020. This created a housing unit projection which indicated that by 2020 the town of Maple Valley would have 341 total occupied housing units, or an increase of 74 housing units (Figure 3.4).

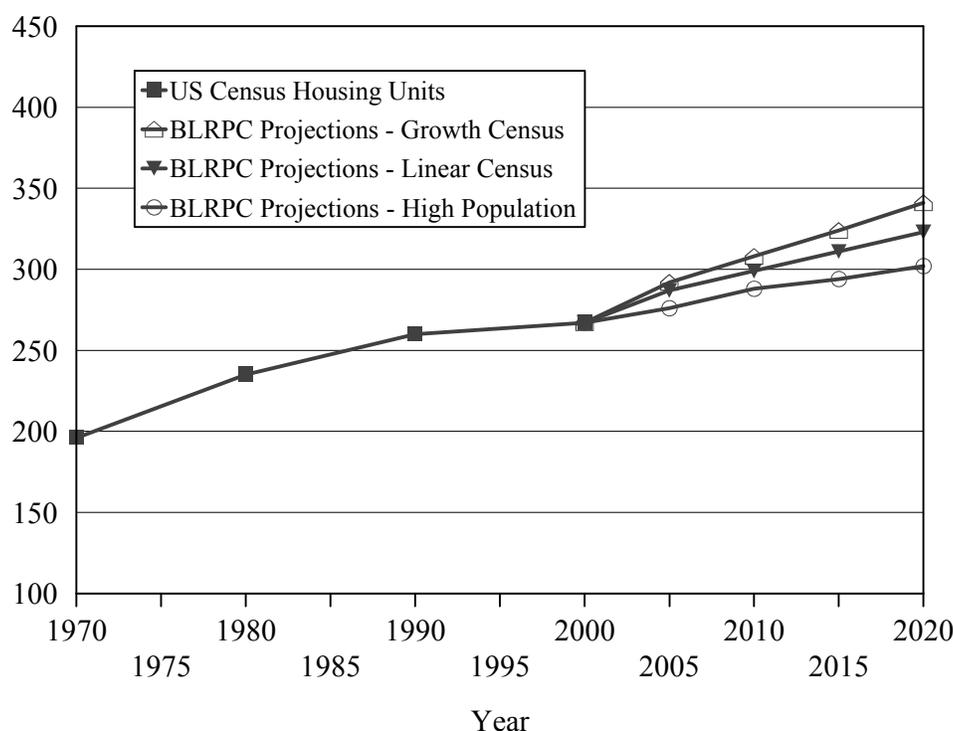
### Method Two:

A linear trend to the year 2020 was also created utilizing the census occupied housing counts from 1970 to 2000. This created a housing unit projection which indicated that by 2020 the town of Maple Valley would have 323 total occupied housing units, or an increase of 56 housing units.

### Method Three:

By using the High population projection to 2020 and the projected Persons Per Household number to 2020, one can predict another range in the number of new housing units needed by 2020. The High population projection, which shows no growth from 2000 to 2020, would still equal a new housing demand of 35 units for permanent residents.

Figure 3.4: Housing Unit Trends & Projections, 1970-2020, Town of Maple Valley



Source: U.S. Bureau of the Census, 1970 Census of Population and Housing, Series 100, Table 2; 1980 Census of Population and Housing, Table 45; 1990 Census of Population and Housing, STF 1A; State of Wisconsin Demographic Services Center, Annual Housing Unit Surveys, July 18, 2000; and Bay-Lake Regional Planning Commission, 2001

### Housing Types - Units in Structure

The majority of housing types in the town of Maple Valley in 1990 were one unit detached structures, over 82 percent. There are no 1 unit attached structures, or housing types with 2 or greater units, however there are 54 mobile homes in the town. Oconto County also has the majority of its housing types being one unit detached structures, plus the county shows a higher percentage of mobile homes, 18.5 percent (Table 3.10).

Table 3.10: Units in Structure, 1990, Town of Maple Valley & Selected Areas

Units	Town of Maple Valley		Town of How		Town of Gillett		Village of Suring		Oconto County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
1, Detached	270	82.6	211	83.7	360	87.4	176	62.4	13,999	74.3
1, Attached	0	0.0	2	0.8	4	1.0	3	1.1	80	0.4
2	0	0.0	4	1.6	6	1.5	15	5.3	467	2.5
3 or 4	0	0.0	0	0.0	0	0.0	14	5.0	195	1.0
5 to 9	0	0.0	1	0.4	0	0.0	21	7.4	186	1.0
10 to 19	0	0.0	0	0.0	0	0.0	0	0.0	54	0.3
20 to 49	0	0.0	0	0.0	0	0.0	20	7.1	91	0.5
50 or more	0	0.0	0	0.0	0	0.0	0	0.0	80	0.4
Mobile Home	54	16.5	33	13.1	41	10.0	29	10.3	3,490	18.5
Other	3	0.9	1	0.4	1	0.2	4	1.4	190	1.0
<b>Total</b>	<b>327</b>	<b>100.0</b>	<b>252</b>	<b>100.0</b>	<b>412</b>	<b>100.0</b>	<b>282</b>	<b>100.0</b>	<b>18,832</b>	<b>100.0</b>

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 1A, Table H041; and Bay-Lake Regional Planning Commission, 2001.

### **Housing Occupancy and Tenure**

The town of Maple Valley had approximately 47 housing units (14.6 percent) out of a total of 323 housing units for seasonal, recreational or occasional use. In 2000, the county had a significant number of seasonal housing units at 5,833. The majority of these seasonal units are found in the northern portions of the county.

Table 3.11 displays the housing occupancy and tenure in 2000. The town of Maple Valley had 267 occupied housing units (82.7 percent) and 56 vacant units (17.3 percent) in 2000. Of the 267 occupied units, 237 were owner occupied while 30 housing units were renter occupied. By comparison, the town of Maple Valley has a much higher percentage of occupied housing units than the county due to the large number of seasonal housing units that exist within county.

Table 3.11: Housing Occupancy and Tenure, 2000, Town of Maple Valley & Selected Areas

Units	Town of Maple Valley		Town of How		Town of Gillett		Village of Suring		Oconto County		Bay-Lake Region		State of Wisconsin	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Occupied	267	82.7	207	90.4	404	91.4	252	93.7	13,979	70.6	186,386	83.9	1,822,118	88.6
Owner	237	73.4	172	75.1	358	81.0	153	56.9	11,598	58.5	132,738	59.8	1,215,350	59.1
Renter	30	9.3	35	15.3	46	10.4	99	36.8	2,381	12.0	53,648	24.2	606,768	29.5
Vacant	56	17.3	22	9.6	38	8.6	17	6.3	5,833	29.4	34,730	15.6	233,656	11.4
Seasonal, Recreational, Occasional Use	47	14.6	18	7.9	20	4.5	6	2.2	4,837	24.4	25,422	11.5	150,601	7.3
Other	9	2.8	4	1.7	18	4.1	11	4.1	996	5.0	9,308	4.2	83,055	4.0
<b>Total Units</b>	<b>323</b>	<b>100.0</b>	<b>229</b>	<b>100.0</b>	<b>442</b>	<b>100.0</b>	<b>269</b>	<b>100.0</b>	<b>19,812</b>	<b>100.0</b>	<b>221,116</b>	<b>100.0</b>	<b>2,055,774</b>	<b>100.0</b>

Source: U.S. Bureau of the Census, and Bay-Lake Regional Planning Commission, 2001.

### **Age of Housing**

According to the 1990 census, approximately 44 percent of housing units in the town of Maple Valley were built before 1940 (Table 3.12). Also, just over 24 percent of the housing units were built between 1970 and 1979. As a result, there is a substantial amount of older housing within the town of Maple Valley. The county, region and state have a significant number of housing units built before 1940, however the town of Maple Valley shows the greatest percentage.

Table 3.12: Housing Units by Year Structure Built, 1990, Town of Maple Valley & Selected Areas

Year Structure Built	Town of Maple Valley		Town of How		Town of Gillett		Village of Suring		Oconto County		Bay-Lake Region		State of Wisconsin	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
1989 to March 1990	1	0.3	4	1.5	4	1.0	4	1.4	504	2.7	4,289	1.9	37,933	1.8
1985 to 1988	32	9.8	6	2.3	21	5.1	4	1.4	1,211	6.4	16,208	7.3	119,036	5.8
1980 to 1984	23	7.1	32	12.3	20	4.8	2	0.7	1,679	8.9	18,751	8.5	141,608	6.9
1970 to 1979	79	24.2	38	14.6	106	25.7	93	33.1	5,021	26.7	49,102	22.2	433,401	21.1
1960 to 1969	23	7.1	34	13.1	26	6.3	30	10.7	2,644	14.0	28,442	12.9	288,716	14.0
1950 to 1959	8	2.5	6	2.3	26	6.3	38	13.5	1,640	8.7	24,295	11.0	277,876	13.5
1940 to 1949	16	4.9	25	9.6	44	10.7	24	8.5	1,287	6.8	17,691	8.0	172,154	8.4
1939 or earlier	144	44.2	115	44.2	166	40.2	86	30.6	4,846	25.7	62,338	28.2	585,050	28.5
Total	326	100.0	260	100.0	413	100.0	281	100.0	18,832	100.0	221,116	100.0	2,055,774	100.0

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 3A, Table H025; and Bay-Lake Regional Planning Commission, 2001.

### Condition of Housing Stock

Determining the number of substandard housing units in the town of Maple Valley will be an indication of the condition of the overall housing stock. Those units which are determined to be substandard should not be considered as part of the overall housing supply. The definition of substandard can vary from community to community, it can also change over time. Often, determining a structure as substandard can be based solely on the age of the structure, however many older housing units have been remodeled or renovated and should not be considered substandard. In 1990, there were 144 structures built prior to 1940, many of which are not substandard. According to the 1990 census, there were four housing units in the town which lacked complete kitchen facilities or did not have complete plumbing facilities. These units are considered substandard and are removed from being considered as part of the overall housing stock. A listening session was conducted in Oconto County in 2001 regarding housing. Concerns regarding the aging of housing included that most rental properties were older structures, and that new affordable housing was not being built now, which would then be available to residents 10 years from today as a future affordable housing stock.

### Household Relationship

In 2000, 100 percent of people in the town of Maple Valley lived in households (Table 3.13). For Oconto county, 99 percent of people lived in households, with the remaining one percent of the people living in group quarters. This is similar for all areas compared, with the exception being the village of Suring which has over nine percent of people living in group quarters.

Table 3.13: Household Type and Relationship, 2000, Town of Maple Valley & Selected Areas

Relationship	Town of Maple Valley		Town of How		Town of Gillett		Village of Suring		Oconto County		Bay-Lake Region		State of Wisconsin	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
In Households	670	100.0	563	100.0	1085	100.0	548	90.6	35,276	99.0	487,770	97.8	4,758,171	97.3
Householder	267	39.9	207	36.8	404	37.2	252	41.7	13,979	39.2	133,062	26.7	1,275,172	26.1
Spouse	175	26.1	142	25.2	280	25.8	110	18.2	8,479	23.8	113,758	22.8	1,048,010	21.4
Child	195	29.1	186	33.0	347	32.0	148	24.5	10,561	29.6	162,339	32.5	1,550,902	31.7
Other Relative	9	1.3	14	2.5	21	1.9	10	1.7	769	2.2	6,808	1.4	87,146	1.8
Non Relative	24	3.6	14	2.5	33	3.0	28	4.6	1,488	4.2	5,170	1.0	65,507	1.3
In Group Quarters	0	0.0	0	0.0	0	0.0	57	9.4	358	1.0	11,054	2.2	133,598	2.7
Institutionalized	0	0.0	0	0.0	0	0.0	53	8.8	290	0.8	7,872	1.6	71,288	1.5
Noninstitutionalized	0	0.0	0	0.0	0	0.0	4	0.7	68	0.2	3,182	0.6	62,310	1.3
Total Persons	670	100.0	563	100.0	1085	100.0	605	100.0	35,634	100.0	498,824	100.0	4,891,769	100.0

Source: U.S. Bureau of Census 2000, through Demographic Services Web site, WDOA, PDF file.

## **Housing Values**

In 1990, the majority of housing units in the town of Maple Valley were valued between \$20,000 and \$29,999. The median value of specified owner-occupied housing units in the town was \$32,500, which was lower than the median value for the county which was \$43,200.

Table 3.14: Values of Specified Owner-Occupied Housing Units, 1990, Town of Maple Valley & Selected Areas

Value	Town of Maple Valley		Town of How		Town of Gillett		Village of Suring		Oconto County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Less than \$20,000	6	7.0	11	16.2	7	3.9	2	1.7	366	6.8
\$20,000 to \$29,999	34	39.5	10	14.7	39	21.5	22	18.2	968	17.9
\$30,000 to \$39,999	9	10.5	15	22.1	45	24.9	30	24.8	1,027	19.0
\$40,000 to \$49,999	19	22.1	15	22.1	26	14.4	35	28.9	984	18.2
\$50,000 to \$59,999	6	7.0	5	7.4	22	12.2	8	6.6	673	12.5
\$60,000 to \$74,999	10	11.6	8	11.8	27	14.9	13	10.7	739	13.7
\$75,000 to \$99,999	2	2.3	4	5.9	9	5.0	8	6.6	451	8.4
\$100,000 to \$124,999	0	0.0	0	0.0	4	2.2	0	0.0	104	1.9
\$125,000 to \$149,999	0	0.0	0	0.0	0	0.0	0	0.0	51	0.9
\$150,000 to \$174,999	0	0.0	0	0.0	0	0.0	0	0.0	5	0.1
\$175,000 to \$199,999	0	0.0	0	0.0	2	1.1	0	0.0	15	0.3
\$200,000 to \$249,999	0	0.0	0	0.0	0	0.0	3	2.5	9	0.2
\$250,000 to \$299,999	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
\$300,000 or more	0	0.0	0	0.0	0	0.0	0	0.0	3	0.1
<b>Total Units</b>	<b>86</b>	<b>100.0</b>	<b>68</b>	<b>100.0</b>	<b>181</b>	<b>100.0</b>	<b>121</b>	<b>100.0</b>	<b>5395</b>	<b>100.0</b>
<b>Median Value</b>	<b>\$32,500</b>		<b>\$38,600</b>		<b>\$39,900</b>		<b>\$41,700</b>		<b>\$43,200</b>	

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 3A, Table H061; and Bay-Lake Regional Planning Commission, 2001.

## **Housing Costs - Rents and Mortgage**

Providing affordable housing which meets the needs of future town of Maple Valley residents is an important element of planning. Housing influences the economy, transportation, infrastructure, natural features and various other aspects of a comprehensive plan. According to the U.S. Department of Housing and Urban Development (HUD), housing affordability is defined as paying no more than 30 percent of household income for housing. According to the 1990 census the median household income was \$21,667. According to the Wisconsin Department of Commerce the median income for the town in 1997 was \$28,145. Therefore, assuming individuals made the median household income in 1997, the monthly amount a household can afford for housing is approximately \$703. With the release of further 2000 Census data, information regarding housing affordability will greatly increase in accuracy.

### **Rent and Income Comparison**

According to the 1990 census, the median gross rent for renter-occupied housing units in Maple Valley was \$333, and \$350 for the town of Gillett. Seven out of thirteen renter-occupied housing units in Maple Valley paid 30 percent or more of their income in rent.

### **Owner Costs and Income Comparison**

In 1990, census indicated that 10 out of 86 specified owner-occupied housing units paid 30 percent or more of their 1989 income for selected monthly owner costs. For owner-occupied housing units with a mortgage in 1990, the median monthly owner cost was \$435 in the town of Maple Valley. For owner-occupied units without a mortgage, the monthly cost was \$203.

### **Subsidized and Special Needs Housing**

Within the Oconto County area exists a variety of agencies which help find and develop housing for persons with various physical and mental disabilities or other special needs. The county does not have funding for these services. The Human Services Department of the County has information regarding the following agencies: WHEDA (920-406-0797), NEWCAP (920-834-4621), Housing Authority (920-834-3003), Housing Management Services (920-834-5150), DAK Management Company (608-437-5505), and Farmers' Home Administration (920-834-7066).

Within the town of Maple Valley, it is expected that assistance with home improvement and rent are the greatest needs. Based upon an adhoc listening session conducted within Oconto County in April of 2001, additional affordable housing and assistance with loans to improve aged housing units were key to residents and property owners attending. A study on housing within Oconto (2000) was conducted and its results indicate that the County is weak on providing housing units to the elderly.

### **Housing Development Environment**

Within the town of Maple Valley planning area is a limited number of services due to the rural atmosphere of the town.. Future housing will develop in areas near infrastructure and services, plus in areas where dense development exists in order lessen conflicts with other land uses and preserve the rural character. In addition, roads comprise the majority of public services within the town, thus future housing will develop along already established transportation corridors of both the county and town, with local subdivision roads being added with future developments as needed.

### **ANALYSIS AND DEVELOPMENT OF COMMUNITY POLICIES AND PROGRAMS**

The following text (as well as the above housing and population data) were presented to town officials for their review and consideration and assisted in determining the overall policies and programs the town will follow over the planning period in order to provide the desired housing conditions within the community. These identified actions appear at the beginning of the chapter.

Although there are currently no programs, policies, or assistance programs specifically regarding housing in the town there are some programs available at the county, state, and federal level in which town residents would be eligible.

All communities in Wisconsin have a number of implementation options available to them. One important implementation option is ongoing education of citizens and local officials about the contents of this housing chapter and on the role of housing within the community. Citizens need to understand the relationship of housing to economic development, land use, community facilities, and transportation.

Other implementation options available to communities include regulatory tools, such as zoning and subdivision ordinances, governmental and private non-profit programs available to encourage the maintenance and development of affordable housing.

## **Housing Programs**

A number of federal and state housing programs are available to help local communities promote the development of housing for individuals with lower incomes and certain special needs. Some communities may also want to explore developing their own programs. Below are agencies established to provide assistance to a wide variety of communities.

*Note: Not each program is available to the town, nor is each recommended. The programs are described in order to educate residents on specific agencies with their programs and to be an inclusive information source during planning discussions.*

### **Federal programs and revenue sources**

The **Department of Housing and Urban Development (HUD)** is the federal agency with primary responsibility for housing programs and community development. It provides subsidized housing through low-income public housing and the Section 8 program which provides subsidies for rent in private apartments to low-income households. Both of these programs operate principally through local public housing authorities. To be eligible for these programs and others, a community may want to explore establishing a public housing authority under section 66.40 of the Wisconsin Statutes.

HUD also provides money to communities for a variety of housing purposes. Part of this money is distributed to entitlement jurisdictions (cities of over 50,000 population and designated urban counties) also to other communities through grants to states who distribute the money to non entitlement communities. In Wisconsin, the state agency that serves as the conduit for these funds is the Division of Housing & Intergovernmental Relations (DHIR) within the Department of Administration. It awards these funds through a competitive request for proposals process. Funding from other HUD programs is distributed through national competitions.

For information about programs that might be available for specific local initiatives, contact the Wisconsin HUD office which is located in Milwaukee. The general phone number is (414) 297-3214. You can also visit the office's web site at [www.hud.gov/local/mil/](http://www.hud.gov/local/mil/).

**Rural Development - United States Department of Agriculture (USDA-RD)** provides a variety of housing and community development programs for rural areas. Its programs are generally available in areas with populations of 10,000 or less. It provides support for rental housing development, direct and guaranteed mortgage loans for home buyers, and support for self-help and cooperative housing development.

USDA-RD has district offices serving most parts of Wisconsin. To find out about programs that might benefit your community, look in the phone book in the federal government listings under "Agriculture, Department of" for "Rural Development." You can also call the state office which is located in Stevens Point at (715) 345-7600, or explore the web site of the national office at [www.rurdev.usda.gov/agency/rhs/rhs.html](http://www.rurdev.usda.gov/agency/rhs/rhs.html). Bay-Lake Regional Planning Commission is also available to assist you in gathering information.

### **State Programs and Revenue Sources**

**Department of Administration, Division of Housing & Intergovernmental Relations (DHIR)** is one of two state agencies that administers housing programs. It administers several

programs that are funded by the state and many more that are funded by HUD. State programs funded by general purpose revenue cannot be used to invest directly in housing development. Instead these funds are used to help organizations develop the capacity to develop houses or to provide various types of financial assistance to home buyers or renters through grants to local governments or non-profit agencies.

Information about current programs administered by DHIR can be obtained by telephoning (608) 266-0288.

**Wisconsin Housing and Economic Development Authority (WHEDA)** is a quasi-governmental agency that finances housing development through the sale of bonds. It receives no direct state-tax support. It provides mortgage financing for first-time home buyers and financing for multifamily housing as well. Specific programs evolve and change with the needs of the housing market.

WHEDA also manages several federal housing programs. One program, the Low Income Housing Tax Credit Program, encourages housing development by providing private investors with income tax credits when they invest in low income housing development. Tax credits are allocated to housing projects on a competitive basis.

Information about WHEDA programs can be obtained by telephoning (800) 362-2761 or by visiting its web site at [www.wheda.state.wi.us](http://www.wheda.state.wi.us).

The *Northeast Wisconsin Community Action Program* (NEWCAP Inc.) has an assistance program available to residents in Oconto County, Florence County, Marinette County and Brown County. This program is the *Section 8 Voucher Housing Assistance* program which provides rental subsidies to low income families, senior citizens, handicapped, and disabled individuals who reside in rental housing.

#### *References/Additional Resources*

A Guide Identifying Public Sources of Housing Financial and Informational Assistance for the Development of Low and Moderate-Income Rental Housing. October, 1999 Division of Housing and Intergovernmental Relations, Department of Administration. (Updated annually)

#### **Local Programs and Revenue Sources**

**Housing trust fund.** A housing trust fund is a pool of money available for housing projects for middle or lower income households. The fund is used to fill financial gaps to make projects feasible. Trust funds may be replenished yearly or they may be designed to be perpetual and self-sustaining. Revolving funds are sustained by the payments of loan recipients which are then used to supply additional loans. Sources of revenue to begin or replenish housing trust funds include escheated or abandoned funds, sale of public land, general obligation bonds, general appropriations, endowments and grants, and surplus reserve funds.

Housing trust funds are particularly well-suited to meet the large and long-term capital investment needs of projects. Unlike funds that rely on the vagaries of state or local annual appropriations, a housing trust fund is a permanent dedication of a specified amount for housing. Trust fund money can be used in a number of ways. It may assist in home purchase, down payment assistance, security deposit assistance, housing construction, rehabilitation, maintenance, and operation, technical assistance for housing organizations, homeless shelters,

debt or equity financing, and second mortgages. The City of Stevens Point, in central Wisconsin, is one example of a community that has established a housing trust fund. For information on how this fund was established and how it is used, contact the Housing Authority of the City of Stevens Point (715) 371-3444.

**Housing linkage programs.** Voluntary housing linkage programs encourage developers of office, commercial, retail, or institutional development to construct or make financial contributions towards affordable housing. The underlying rationale is that new non-residential development creates a need for housing by attracting employees to an area. Therefore, the developers should contribute towards satisfying this need. Linkage programs usually apply to new construction but they may also apply to expansion of existing space. The programs are popular with developers when they either reduce costs or add value to the project. Examples of incentives are density bonuses, reduced setbacks, and reduced parking requirements.

These programs benefit businesses, the developer, and the community. Developers benefit from the incentives while communities benefit from more affordable housing. Businesses benefit from a well-housed and accessible labor force. Office/housing linkage programs will be most useful in communities experiencing high growth rates where developers are more willing to take advantage of incentives and where linkage programs can reduce the pressure for housing.

### **Private Programs**

**Non-profit housing development corporations.** A non-profit corporation is an organization that may qualify for tax-deductible donations, foundation grants, and public funds. To be eligible, the organization must apply for and receive non-profit status from the IRS. Non-profits build and maintain housing in many areas of Wisconsin. Their projects help communities improve their range of housing opportunities.

Non-profits are eligible for state and federal financial resources, making them an important vehicle for publicly desired housing. They often work in collaboration with local governments, civic organizations, citizens groups, and for-profit developers. This improves communication and coordination in the community and creates an atmosphere for future projects. Municipalities too small to have their own housing staff or programs may contract with non-profits to provide services such as housing management and grant-writing. They may also be able to pool resources with the non-profit and other area communities. Non-profits can develop technical expertise and skills with regard to finance, construction, rehabilitation, and project management.

Wisconsin is unique in that it has a program to specifically assist nonprofit housing organizations. The program is called the Local Housing Organization Grant (LHOG) Program. It provides grants to nonprofits to increase their capacity. To find out if there is a non-profit housing developer serving your area or about LHOG, contact the Department of Administration, Division of Housing and Intergovernmental Relations at (608) 266-0288.

### **Housing Plan**

Below is a detailed discussion of how the community can achieve their desired housing for all of their residents utilizing information provided by the UW-Extension along with state programs. The three housing requirements as defined by s66.1001(2)(b) are detailed below - along with options/actions presented to meet these state requirements. An overall recommended community

strategy is formulated at the beginning of this chapter which states specific policies and programs the town will follow to meet these requirements.

**Requirement 1. Promoting the development of housing which provides a range of housing choices to meet the needs of persons of all income levels and of all age groups and persons with special needs.**

An increasing number of people cannot find housing in their community that is suitable for their stage of life--from young wage earners to couples with grown children. Local communities and their governments need to pursue strategies that encourage the development of a range of housing choices to meet the needs of people with different income levels and with various needs. People with special needs typically include the elderly, physically and mentally disabled persons and may include other classifications such as farm workers and migrant laborers. As the general population of Wisconsin ages, affordability, security, accessibility, proximity to services, transportation, food, and medical facilities will all become very important.

**Specific local actions**

Local governments affect the type and cost of housing available in their community through their regulations and policies. While most government regulations are implemented in order to serve specific community health, safety, and welfare needs they may have unintended adverse impacts on affordability. A review of local regulations may reveal areas where changes can be made to decrease the impact on affordability without compromising the protection of public health, safety, and welfare.

Some specific strategies to promote a range of housing choices to meet a variety of needs include the following:

***Zoning and subdivision regulations for smaller lot size***

One technique for insuring a range of housing is to provide a range of densities and lot sizes. Traditional zoning ordinances may only allow a limited variety of lot sizes throughout a community for single-family residential development.

Land costs can be 25 percent or more of the total cost for a home. One way to reduce land costs is to reduce lot size. First, lot prices are less expensive for smaller parcels. Second, land development costs are less because they may be spread over a larger number of units. Third, less infrastructure is needed because development on smaller lots requires fewer miles of roads, sidewalks, gutters, and shorter utility runs. In a competitive market, reduced land development costs are passed on to consumers.

Smaller lot sizes which seek to increase overall density within the community can also be linked to other community planning objectives. For example, higher density development can (1) preserve farmland, open space, and environmentally sensitive areas by reducing the overall amount of land needed for housing; (2) improve the viability of mass transit, provide opportunities for residents to live near their jobs, and thereby help reduce vehicle miles traveled; (3) use existing infrastructure more efficiently than less compact development thus reducing service costs and saving tax dollars.

Increasing density may meet with opposition from existing area residents. To address these concerns attention must be given to site design characteristics. For example, design elements such as the layout of streets, lots, mixing of lot and house sizes, variation in building setbacks and elevations, variation in exterior designs, and quality landscaping to provide privacy. The development must be attractive if it is to be accepted by the larger community.

*A word of caution: Concentrating the very lowest income households together in high densities has proven to have a negative effect upon the community, the residents, and the condition of the housing. A broader mix and range of housing choices throughout a community is, therefore, important.*

### ***Standards in zoning and subdivision ordinances***

Many communities have zoning and/or subdivision ordinances that contain building requirements that may unnecessarily increase the cost of housing thereby limiting the range of housing choices available in the community. These include requirements setting forth minimum floor area size. By removing minimum floor area sizes, communities can increase the range of housing opportunities.

Many local subdivision regulations also include standards for how subdivisions are designed (e.g., road widths, sidewalks, tree plantings, setback, materials, land dedication, sidewalks or paths, location of the structure on the site, garages). Communities should review their subdivision ordinances to identify provisions that constrain housing. Old ordinances in particular may be in need of revision to meet current needs. Current neighborhood design emphasizes social, economic, and environmental aspects and endeavors to create neighborhoods that are more energy efficient and that have a greater range of housing options.

The following are some suggestions for reviewing subdivision regulations:

**Setbacks** - Large setbacks increase housing costs. They originated as a means of fire protection. Subdivision regulations should establish maximum front yard setbacks, either in addition to or instead of minimum setbacks. Side yard setbacks may also need to be decreased.

**Streets** - Narrower streets can reduce development costs.

**Lot layout** - Traditional platting design has been to site large, one-sized lots without regard to local climate, topography, or hydrology. Current practice emphasizes variety in lot size, shape, and use to increase housing options within the development.

**Lot design and vegetation** - Using breezes and topography and trying to capture winter sun and block summer sun can save residents money on fuel costs.

### ***References/Additional Resources***

*Removing Regulatory Barriers to Affordable Housing in Wisconsin: A Report by the Governor's Task Force on Regulatory Barriers to Affordable Housing (1994).*

*Affordable Housing Techniques: A Primer for Local Government Officials by the Municipal Research and Services Center of Washington (1992).*

*Changing Development Standards for Affordable Housing by Welford Sanders and David Mosena (American Planning Association, PAS Report # 371, 1982).*

*Planning for Affordable Housing* by the Vermont Department of Housing and Community Affairs (1990).

*A Citizen's Guide to Conserving Land and Creating Affordable Housing* by the Burlington Community Land Trust and the Vermont Land Trust (1990).

*Smart Growth: Creating Communities for People* by Allison Semandel and Mike Kinde (Citizens for a Better Environment, 1999).

*Model Code Provisions - Urban Streets & Subdivisions* Washington State Department of Community, Trade and Economic Development (1998).

### ***Innovative zoning and subdivision techniques***

Innovative development techniques, such as ***mixed-use development***, ***zero lot lines***, and ***cluster development***, can also encourage a broader range of housing choices.

***Mixed-use development*** allows different land uses, such as commercial and residential, and allows several different housing densities within a single development. Mixed-use developments can range in size from single buildings with apartments located over retail uses, to large-scale projects that include office and commercial space along with housing.

With mixed uses, commercial uses may make housing development economically feasible when it otherwise would not be. Higher density housing in commercial zones may be more politically acceptable than increasing densities in established single-family areas. Sensitive design and site planning is critical with mixed-use developments.

Mixed-use developments can be regulated in various ways. Some communities allow residential uses by-right in certain identified commercial zones. Other communities consider housing in commercial areas as conditional uses. Other communities allow mixed uses within a planned development district (also commonly referred to as planned unit development or PUD) or in special mixed-use districts.

***Zero-lot-line***. Conventional zoning requires that the home be set back from every lot line. However, for small lots the "yards" created on each side of the house are very small, and usually useless. Zero-lot-line ordinances place the house on one of the side-lot lines and/or on the rear or front-lot line. By placing a house on the lot lines, the amount of useable space on the other sides is doubled.

Some communities permit houses to be sited on a common lot line so that they resemble duplexes. Other communities require that they be sited on alternate lot lines, to give the appearance of housing in a conventional development. The advantage of zero lot line is that it offers the lower costs associated with high-density development while still maintaining the privacy and appearance of traditional single-family detached housing.

***Cluster development*** allows housing units to be grouped within a residential development on lots smaller than those normally allowed. Clustering can help reduce housing costs because of decreased lot sizes and because of decreased development costs. But, cluster development may increase site planning, design, and engineering costs. It can create common open space and protect environmentally sensitive land. It is a technique has been used in developing urban areas and in rural areas. Cluster developments are regulated in a number of ways. Zoning ordinances

can specify zones in which cluster developments are permitted and/or allowed by special permit. Subdivision regulations can outline development standards for clustering. Cluster development may also occur as part of a planned development district.

### ***References/Additional Resources***

Southeastern Wisconsin Regional Planning Commission, *Rural Cluster Development Guide* (Planning Guide No. 7, 1996).

East Central Wisconsin Regional Planning Commission, *Rural Development Guide for East Central Wisconsin Governments and Landowners* (1999).

Randall Arendt, *Conservation Design for Subdivisions: A Practical Guide to Creating Open Space Networks* (Island Press, 1996).

### ***Density bonuses***

A *density bonus* allows a developer to build more units in a project than would otherwise be permitted. Bonuses may be offered in exchange for preservation of open space or other things valued by the community. Density bonuses increase the value of the overall project and may therefore make certain projects economically feasible when they otherwise would not be. Density bonuses offer a positive alternative to mandatory programs that may be resisted by developers. Developers may decide for themselves whether participation will be cost effective.

The community will need to decide the amount of increased density given in exchange for the desired development features. Because the market ultimately determines the success of density bonus programs, program designers will need a thorough understanding of the local and regional real estate market. For example, if current zoning already allows enough density to satisfy market demand, developers will have no interest in a density bonus. Density bonus programs may be implemented through zoning or subdivision ordinances, or both.

### ***Inclusionary zoning***

*Inclusionary zoning* requires that a certain number of units in a new development be set aside as affordable. Inclusionary programs may apply to both rental and owner-occupied units and may be mandatory or voluntary. Some communities have found that mandatory programs impose costs on developers that are too heavy and actually retard new construction of both affordable and market-rate units by making them economically unfeasible. If requirements are imposed, they should be modest enough to ensure developers an adequate return on their investment. Voluntary programs are preferable to mandatory programs if developers will use the incentives.

Voluntary programs provide incentives to allow developers to determine for themselves whether participation will be cost effective. Incentives may be density bonuses, waiving development fees, and financial assistance through federal, state, and local programs.

### ***References/Additional Resources***

*Affordable Housing Techniques: A Primer for Local Government Officials* by the Municipal Research and Services Center of Washington (1992).

*Planning for Affordable Housing* by the Vermont Department of Housing and Community Affairs (1990).

*Affordable Housing: Proactive and Reactive Planning Strategies* by S. Mark White (American Planning Association, PAS Report #441, 1992).

### ***Accessory or "granny" apartments***

An *accessory or "granny" apartment* is a living unit separate from the primary residential unit. It includes separate kitchen, sleeping, and bathroom facilities. Accessory apartments may be attached to the primary dwelling or detached. Attached accessory units typically involve some space in the existing home, such as an attic, garage, or basement family room. Detached units are sometimes also referred to as "accessory cottages." They may be guest or servant quarters, converted sheds, or garages.

Accessory apartments benefit elderly persons with limited resources living in large single-family homes with under-used space; households with an older relative who is still able to live substantially independently but requires some degree of assistance; and young adults who want to live independently while still being near to their parents.

Accessory units may already exist in the community without ordinances. Communities may want to adopt regulations to address the size of units, their concentration, their exterior appearance, and parking requirements. In some communities accessory units can only be used for a frail elderly person or caretaker and the kitchen must be removed when this permitted use ends.

### ***References/Additional Resources***

*Accessory Apartments: Using Surplus Space in Single-family Houses* by Patrick H. Hare, Susan Conner, Dwight Merriam (American Planning Association, PAS Report #365, 1981).

### ***Streamlined permitting processes***

The land-use permitting process affects the cost of housing. Delays in the review of proposed housing developments can add to development costs. A more efficient land-use review process can also result in a more cost-effective way to administer land-use regulations.

The following are ideas for streamlining the land use permitting process. Because each of these reform measures is designed to accomplish different objectives, they are best used in combinations:

**Self-assessment** - Begin by taking stock of the permitting process. For example, how long does a typical development review take from start to finish? Are there places where the system bogs down? Are there ways to eliminate or consolidate some of the steps in the approval process?

**Centralized one-stop permit desk** - This saves applicants from needlessly backtracking to different offices and departments. Include interdepartmental review to help coordinate the numerous departments that may be involved in the development process.

**Checklists and flow charts** - Consider publishing guidebooks that outline the local permit process.

**Zoning and subdivision ordinances should describe the application process from start to finish** - Ordinance language should be simple and direct and the sections and standards that relate to one another should be cross-referenced. Doing so benefits applicants and those who administer and enforce the ordinance.

**Pre-application conferences** - Formal or informal meetings with community staff to present concept or sketch plans, address requirements and save money by clarifying expectations before the expensive technical and engineering work begins.

**Concurrent review** - Concurrent review allows different steps in an application to proceed at the same time (like a petition for a zoning change and review of a subdivision plat) thus reducing the overall time needed.

**Staff discretion on administrative matters** - Minor subdivision approvals and issues involving mostly technical and minor changes to submittals can be handled by planning staff. Plan commission time should not be wasted on such matters.

**Fast-tracking** - Development projects that are desirable because of type or location can be encouraged by exempting them from certain permit requirements.

**Encourage innovation** - Innovative techniques may be encouraged by an expedited permit process and by allowing them as conditional uses or as overlays to existing zoning districts.

### ***References/Additional Resources***

*Streamlining the Development Approval Process* by Debra Bassert (Land Development, Winter 1999, pp. 14-19).

*Streamlining Land Use Regulations: A Guidebook for Local Governments* by John Vranicar, Welford Sanders, and David Mosen (American Planning Association, 1982).

*Affordable Housing: Proactive and Reactive Planning Strategies* by S. Mark White (American Planning Association, PAS Report #441, 1992).

### ***Impact fees***

*Impact fees* are fees imposed on development to mitigate the capital costs of new public facilities necessitated by the development. Public facilities include infrastructure for transportation, water, stormwater, parks, solid waste, and fire and police. However, impact fees cannot be used for school facilities. Under section 66.0617(7) of the Wisconsin Statutes, impact fee ordinances must provide for an exception from or a reduction in the amount of impact fees on developments that provide low-cost housing.

### **Requirement 2. Promoting the availability of land for the development or redevelopment of low-income and moderate-income housing**

Communities must promote the availability of undeveloped or underused land as one way to meet the low and moderate-income housing needs identified in the housing element of s66.1001. Several options are available to communities. For example, communities should insure an adequate supply of land is planned and zoned for multifamily housing and for development at higher densities to meet forecasted demand.

Promoting the availability of land for low and moderate-income housing also can be integrated with other planning issues. For example, urban communities may try to identify areas near transit lines or where new transit might be feasible because of higher density and mixed-use development.

Additional strategies for promoting the availability of land for the development or redevelopment of low and moderate-income housing include the following.

### **Specific local actions**

#### ***Community land trust***

Community land trusts protect housing by keeping land from the speculative market. They typically work by owning the land and selling or leasing the buildings. Buyers or lessors agree to a limited appreciation should they decide to later sell or lease to another. The model works to preserve both existing residential units and new units built on the land. Also, it can be used to preserve affordable space for such things as community centers, health care facilities, small businesses, or day care centers. Community land trusts are similar to conservation land trusts which protect natural resources and open space.

Community land trusts provide the following benefits:

**Lower land costs** - Because land trusts remove land costs from the purchase price of a property, housing units can be sold or rented for less;

**Permanent affordability** - Removing land costs and limiting the amount of appreciation means that land trust housing will always be more affordable than market-rate housing for as long as the trust exists (which may be indefinitely);

**Retention of investment** - Grants, loans and other investments in a land trust are effectively recycled year after year through rents or sale prices, instead of requiring continuous financial support;

**Community stability** - Community land trusts are non-profit organizations controlled by local personalities. They are committed to stabilizing local housing costs for the long term and preserving a community's social fabric;

**Speed** - Land trusts can more quickly purchase properties that become available than can government.

The Madison Area Community Land Trust has been active since 1990 working with the City of Madison. For more information about the Madison Area Community Land Trust call (608) 255-6442.

#### ***References/Additional Resources***

Institute for Community Economics, 57 School Street, Springfield, MA 01105-1331. (413) 746-8660.

*A Citizen's Guide to Conserving Land and Creating Affordable Housing* by the Burlington Community Land Trust and the Vermont Land Trust (1990).

#### ***Use of public or donated land for housing***

Development of housing on publicly owned land or land donated for affordable housing can substantially increase the financial feasibility of many housing projects. Communities can also seek to encourage the donation of land for affordable housing.

Lands acquired by the community through tax forfeiture may be appropriate for affordable housing. Local governments and nonprofits may also engage in a program to acquire land and hold it until the community is ready to develop housing. Funding to acquire land may be available from federal and state programs.

### ***Infrastructure improvements reserved for affordable housing***

Giving priority for sewer and water extension to projects that include housing units affordable to middle- and lower-income households can increase the likelihood that such housing will be built. The priority may be formalized in an ordinance or informally as a plan policy.

### ***Infill development***

*Infill* refers to development on vacant or under-used land within built-up urban areas. Infill can range from construction of single-family housing on one or two adjacent lots to development of entire city blocks containing both residential and commercial uses.

Infill development has several advantages. Infill areas are already served by public facilities, including roads, sewer and water, police, fire, utilities, schools, and transit. Infill opportunities may sometimes be located on higher-cost urban land. If this is the case, then multi-family housing and/or mixed-use projects which have lower per-unit development costs may be most appropriate. Density bonuses or faster permitting may also add to an infill project's economic feasibility.

Communities may encourage infill development by preparing an inventory of potential infill sites and distributing it to developers; adopting flexible regulations which allow development of irregular or substandard infill lots; allowing mixed uses for infill developments, which may enhance the economic feasibility of projects; assisting in the consolidation of infill lots into larger, more easily developed sites; and acquiring abandoned property and demolishing structures beyond rehabilitation.

To minimize neighbor concerns infill units should be designed to fit in with the massing and density of the existing neighborhood as much as possible. For example if the neighborhood is all two story houses with steep pitched roofs the infill units would probably be more acceptable if they had two stories with steeply pitched roofs. The Wisconsin Housing and Economic Development Authority has had a special financing program to support the development of infill housing. They used this program in several cities where they successfully added new structures to existing neighborhoods using modular homes.

### ***Adaptive reuse***

*Adaptive reuse* involves the conversion of surplus and/or outmoded buildings to economically viable new uses such as housing. Examples of outmoded buildings include old schools, hospitals, warehouses, and factories. It is one method for introducing housing into non-residential areas. Projects that involve historically or architecturally significant buildings may qualify for preservation tax credits.

Communities can facilitate adaptive reuse by developing flexible ordinances to facilitate adaptive reuse, by arranging for possible property transfers of publicly-owned buildings, and by providing assistance in obtaining sources of funding such as loans, grants, and rent subsidies.

### ***Manufactured Housing***

Manufactured housing can be an important source of low and moderate cost housing in a community. Communities may want to encourage manufactured housing as a means of expanding the range of housing opportunities. Manufactured housing is less expensive to build than site-built housing because of lower production costs. The term *manufactured housing* describes housing that is constructed in a factory and delivered to the site as a finished product. While these homes are often referred to as "mobile homes" fewer than 5 percent of manufactured homes are moved once placed on a site.

Local communities often try to prohibit the siting of manufactured housing due to concerns about the effect on the tax base since manufactured housing is often taxed as personal property. However, a study by the University of Wisconsin-Extension suggests that manufactured home communities may actually have a positive impact on local taxes. There also may be concerns about the effect on adjacent property values and the visual quality of manufactured homes. A University of Michigan study, however, concluded that manufactured home parks have little or no impact on adjacent residential property values.

Communities may want to review their zoning ordinances to be sure that their regulations do not unduly restrict the use of manufactured homes. For additional information regarding manufactured housing and integrating them into single-family neighborhoods, contact the Wisconsin Manufactured Housing Association at (800) 236-4663.

The Foundation for rural housing located in Madison has developed a program with the Wisconsin Manufactured Housing Association and the Department of Corrections to obtain donated manufactured homes, rehabilitate them with prison labor and make them available for low income housing. For information contact the Foundation at (608) 238-3448.

### ***References/Additional Resources***

*Manufactured Housing: Regulation, Design Innovations, and Development Options* by Welford Sanders (American Planning Association, PAS Report #478, 1998).

*Manufactured Housing Impacts on Adjacent Property Values* by Kate Warner and Jeff Scheuer (University of Michigan, 1993).

*Municipal Revenue Impact of Tax Exempt Mobile Homes: A Methodology for Extension Agents* by Richard Stauber (University of Wisconsin-Extension, 1995).

*Product Report: 'Manufactured Housing'* available from the American Association of Retired Persons website at [www.aarp.org/manhov1.html](http://www.aarp.org/manhov1.html).

*Manufactured Housing and Standards: Fact Sheet for Purchasers of Manufactured Homes* (1999) available from the U.S. Department of Housing and Urban Development website at [hud.gov/fha/sfh/mhs/mhssht3.html](http://hud.gov/fha/sfh/mhs/mhssht3.html).

*Regulating Manufactured Housing* by Welford Sanders (American Planning Association, PAS Report # 398, 1986).

### **Requirement 3. Maintaining or rehabilitating existing housing stock**

It is important that the communities housing plan consider conservation of the communities existing housing stock. The existing stock often is the primary source of affordable housing. In

many communities this existing housing is aging and may need investment to maintain its utility. Communities and local governments should develop strategies that prevent neglect and encourage reinvestment in the existing housing stock.

### **Specific local actions**

#### ***Building code***

The State of Wisconsin has a uniform dwelling code which must be followed for the construction and inspection of all one- and two-family dwellings in the state. Local communities in the state have certain responsibilities for enforcement of the code. The uniform dwelling code is administered by the Wisconsin Department of Commerce and is found in the Administrative Rules for the Department of Commerce (COM 20 - COM 25).

#### ***Historic building code***

The standard state building codes may make rehabilitation of certain older homes prohibitively expensive or impractical. Communities in Wisconsin which have adopted historic preservation ordinances certified by the State Historical Society of Wisconsin can use the Wisconsin Historic Building Code for locally designated historic buildings. The Historic Building Code, administered by the Wisconsin Department of Commerce, permits a flexible and cost-effective approach to rehabilitating historic buildings. The code is found in the Administrative Rules for the Department of Commerce (COM 70). Information is also available from the Division of Historic Preservation at the State Historical Society of Wisconsin at (608) 264-6500.

#### ***Housing code***

All communities in Wisconsin can enact housing codes under their general authority to protect public health, safety, and welfare. Housing codes provide standards for how a dwelling unit is to be used and maintained over time.

It is important for communities to review housing code enforcement efforts to determine if they need to be increased or modified to make them more effective. Communities can intensify housing code enforcement programs to help maintain housing and upgrade deteriorating housing stock. In some communities code enforcement capacity is so limited that routine inspections are scheduled only once in ten years. Communities could consider focusing enforcement efforts on select neighborhoods, publicizing code provisions, and complaint procedures.

#### ***Community paint/fix up events***

Local governments should target home maintenance/rehabilitation programs at the neighborhood level because the visibility can help create peer pressure to motivate others to fix up their homes. One strategy is to organize painting/fix-up events in partnership with local professional and civic groups to encourage volunteers to help with exterior maintenance of target residences.

#### ***Rehabilitation loans and grants***

Code enforcement can be supplemented with financial and technical assistance to homeowners and tenants. Communities may establish loan or grant programs to assist owner occupants with repairs. Such programs are commonly funded by federal Community Development Block Grant dollars. The programs often focus on specific census tracts or neighborhoods where the

concentration of deferred maintenance is highest. In addition to keeping housing units functioning, maintenance and rehabilitation are also worthwhile because they build pride among residents, stimulate others to repair their homes, encourage long-term investment and maintenance, and reduce potential neighborhood problems.

***Occupant education and cooperation***

Many repairs are simple enough that most homeowners can help if given some guidance. Educational programs to train homeowners and renters can help ensure that the homes are rehabilitated and maintained in good condition. These educational programs help property owners better understand the responsibilities.

## **Chapter 4 - ECONOMIC DEVELOPMENT**

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### **INTRODUCTION**

Throughout the planning process, many factors contribute to economic development opportunities and needs within a community. For this reason, labor force characteristics and economic base indicators were analyzed at the local, county, regional and state level to determine trends, opportunities and needs for the town of Maple Valley.

### **SUMMARY AND IMPLICATIONS**

1. Federal, state, regional, county, and local programs exist to promote opportunities within the town.
2. Employment opportunities for town residents exist within the village of Suring and the cities of Gillett, Peshtigo, Oconto Falls and other communities that are within an hour drive of the town. The 1990 Census details that 80 percent of town workers chose to remain in Oconto County for employment.
3. The greatest number of job types that existed for town residents was farming, forestry, and fishing occupations. The most employed numbers of town residents was in the Manufacturing Occupation group.
4. For the period 1990-1999, the Oconto County civilian labor force increased 7.1 percent, the number of unemployed decreased 40.7 percent.
5. According to the Department of Workforce Development, the manufacturing group occupation is expected to increase, however the rate of increase will slow down.
6. The town had in 1997 a median household income of \$28,145, resulting in a 30 percent increase from 1989.
7. Financially, the town has no existing debt as of December 1999, and \$1,468,735 available to borrow.

The town's many positive attributes including, abundance of area for future growth, access to a state highway and county highways, being adjacent to the village of Suring, having a rural character and an abundance of natural features, has placed the town in a good position for limited business development. In the future, the town can look to expand its own tax revenue with limited growth, and it can also capitalize on Suring's and other nearby communities future growth to afford greater job opportunities to its town residents. According to the community survey, the majority of the respondents would like the town of Maple Valley to work with the village of Suring to develop an industrial park which would also aide the town and its residents.

As more industries locate in the village of Suring, spin-off businesses will likely look to locate within nearby communities with lower associated costs (due to less services being provided). Knowing where and how much of a type of business the town wants is going to be the key to the town's long range planning regarding its vision. Therefore, the Town Board will need to closely monitor this type of growth, its impacts on existing infrastructure and determine the needed regulations to minimize any negative impacts they may have. A cost benefit analysis should be

conducted in order to determine all aspects of future development of industries throughout the planning period.

The plan will direct development to designated commercial and industrial areas in the future, in order to steer incompatible uses away from the town's defined residential areas (See General Plan Design Map). This will help to enhance other land uses by minimizing and controlling likely nuisances.

## **COMPREHENSIVE ECONOMIC DEVELOPMENT STRATEGIES**

### **Goal 1:**

Provide for limited development in the town of Maple Valley by seeking balanced economic growth in business and industry, while providing jobs for residents, increasing personal income and protecting and enhancing the town's environmental assets.

### **Objective:**

Future businesses will be in areas specified on the general plan design map which will enhance and promote the rural character of the town of Maple Valley.

### **Policies:**

1. Encourage the establishments of local businesses in areas specified on the general plan design map that can enhance and promote the rural character of the town of Maple Valley.
2. Consolidate commercial and industrial growth adjacent to the village of Suring in order to establish specific service areas and to prevent incompatible uses.
3. Locate commercial development dependent on automobile traffic and easy access, along the STH 32 adjacent to the village of Suring, in order to provide commercial service to local and through traffic.
4. Develop and enforce a blighted building ordinance.
5. Support standards to minimize pollution and adverse impacts on the environment.
6. Develop and enforce landscape requirements.
7. Develop and enforce a town ordinance for sign standards.

### **Programs:**

1. Work with the county in promoting the approved types of commercial development wanted by the town.
2. Work with the county, future developers and local residents to approve established compatible hours of operation, signage, lighting, parking, and landscaping to meet the town's desire for well planned growth and rural character setting.
3. Work with businesses to apply for grants and loans to establish or expand a business.

4. Work with the county to monitor closely the capacity of existing infrastructure, roads, electricity, public safety services, etc, to accommodate new development and weigh the costs to potential benefits.

**Goal 2:**

Protection of prime farmlands for future agricultural uses.

***Objective:***

Agricultural businesses will be buffered from incompatible uses in order to promote their operation and to minimize potential conflicts.

***Policies:***

1. Encourage future development to be concentrated along the village of Suring border or at crossroad communities (ie. Hickory Corners) where development currently exists, and not dispersed throughout the town to protect the majority of the prime farmlands and to lessen pressure on farmers located away from the village boundary.
2. Consider the value of the prime agricultural lands and the rural/scenic nature of the town before changing the zoning to non-agricultural uses.
3. Identify prime agricultural lands by utilizing the soil surveys.

***Programs:***

1. Work with the county and state in identifying the possible use of TDR (Transfer of Development Rights) and PDR (Purchase of Development Rights) within the town.
2. Work with farmers in acquiring loans or grants from state and federal agencies.

**PROGRAMS**

This section contains a brief explanation of the agencies that could potentially help the town and town's businesses with loans and grants. Contact the Oconto County Economic Development Corporation for the latest information and any changes.

**Local**

Currently the town does not contain any economic development programs.

**County**

The Oconto County Economic Development Corporation considers itself the single point contact for development assistance in Oconto County. Through this agency, the town of Maple Valley would have access to both a county-wide revolving loan fund and a tri-county revolving loan fund. In addition, the entire county has been designated as a community development zone by the Department of Commerce and is entitled to tax credits. For additional information about this agency, please contact the corporation's Executive Director at (920) 834-6969.

## **State**

The Wisconsin Department of Commerce has several grant programs that would be available to the town of Maple Valley. The federally funded Community Development Block Grant (CDBG) program can be used for housing, economic development and public facility improvements. The program is designed to assist economically distressed smaller communities with improvements to such things as utilities and streets, fire stations, community centers, and housing rehabilitation, as well as many other improvements needed by a community. Specifically, the CDBG-Public Facilities for Economic Development (PFED) program is designed to assist communities with expanding or upgrading their infrastructure to accommodate businesses that have made a firm commitment to create jobs and invest in the community. The CDBG-Economic Development (ED) program assists businesses that will invest private funds and create jobs as they expand or relocate in Wisconsin. Funds are awarded to a community, which then loans the funds to a business. The community may retain the repaid loan to capitalize a local revolving loan fund.

## **Regional**

The Bay-Lake Regional Planning Commission annually creates a Comprehensive Economic Development Strategy (CEDS) report which evaluates local and regional population and economic activity. Economic development trends, opportunities and needs are identified within the CEDS report. All communities which are served by the Commission, including the town of Maple Valley, are invited to identify future projects for economic development that the community would like to undertake. Those projects are included within the CEDS and may become eligible for federal funding through the Economic Development Administration (EDA) Public Works grant program.

## **Federal**

Some examples of federal programs that could assist the town of Maple Valley in economic development include:

### ***USDA Wisconsin Rural Development Programs***

- **Rural Business Opportunity Grants Program**

Rural Business Opportunity Grant Funds provide for technical assistance, training, and planning activities that improve economic conditions in rural areas of 50,000 people or less. A maximum of \$1.5 million per grant is authorized.

- **Rural Economic Development Loans and Grants**

Zero interest loans may be made to any Rural Utilities Service (RUS) to promote economic development and/or job creation projects including, but not limited to: project feasibility studies, start-up costs, incubator projects, and other reasonable expenses. Grants can be provided to rural communities through RUS borrowers to be used for revolving loan funds for community facilities and infrastructure and for assistance in conjunction with rural economic development loans.

- **Rural Business Enterprise Grants Program (RBEG)**

The Rural Business-Cooperative Service makes grants under the RBEG Program to public bodies, private nonprofit corporations, and Federally-recognized Indian Tribal groups to finance and facilitate development of small and emerging private business enterprises located in areas

outside the boundary of a city or unincorporated areas of 50,000 or more and its immediately adjacent urbanized or urbanizing area. The small or emerging business to be assisted must have less than 50 new employees, less than \$1 million in gross annual revenues, have or will utilize technological innovations and commercialization of new products and/or processes to be eligible for assistance. Funds can be used for a variety of things including, but not limited to: construction of buildings and plants, equipment, access streets and roads, parking areas, utility and service extensions, and a variety of other costs.

***US Department of Commerce, Economic Development Administration Programs***

• **Public Works and Economic Development Program**

The Public Works Program empowers distressed communities in economic decline to revitalize, expand, and upgrade their physical infrastructure to attract new industry, encourage business expansion, diversify local economies, and generate or retain long-term, private sector jobs and investment.

**LABOR FORCE CHARACTERISTICS**

The labor force is comprised of employed persons and those seeking employment, and excludes persons in the armed forces and those under age 16. Variations in the number of persons in the labor force are the result of many factors. Shifts in the age and sex characteristics of the population, changes in the number of residents aged 16 and over, the proportion of this group (16 and over) working or seeking employment, and seasonal elements are all factors affecting the size of the labor force.

**Place of Work**

The ability to retain valuable human resources within a county or a town is an indicator of the overall health of the economy in the county and its respective municipalities. In 1990, approximately 80 percent of workers who were 16 years and older in the town of Maple Valley worked in Oconto County (see Table 4.1). When looking at the whole county, 66 percent of county residents worked within the county. The city of Green Bay, located to the south, and the city of Marinette, located to the north, most likely are the greatest sources of out of county employment for Oconto County residents.

Table 4.1: Place of Work, 1990 Town of Maple Valley & Selected Areas

Place of Work	Town of Maple Valley	Town of How	Town of Gillett	Village of Suring	Oconto County
Worked in state of residence	341	300	469	250	12,811
Worked in county of residence	273	272	354	211	8,524
Worked outside county of residence	68	28	115	39	4,287
Worked outside state of residence	0	0	2	6	96

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 3A, Table P045; and Bay-Lake Regional Planning Commission, 2001.

Table 4.2 represents the 1994 commuting patterns of Oconto County residents. Although 1,368 persons commuted into Oconto County, approximately 4,383 commuted out of the county, primarily traveling to Brown County. This creates a net loss of employees for the county of 3,015 persons.

Table 4.2: Commuting Patterns, 1994, Oconto County

Area	Commute Into	Commute From	Net Commute
Brown	3,115	525	-2,590
Marinette	564	402	-162
Shawano	230	326	96
Outagamie	89	0	-89
Elsewhere	385	115	-270
Total	4,383	1,368	-3,015
Work within Oconto County	8,524		

Source: Wisconsin Department of Workforce Development, Bureau of Workforce Information, *Wisconsin's Commuting Patterns*, 1994; and Bay-Lake Regional Planning Commission, 2001.

### **Occupation**

According to the 1990 Census, the majority of employed persons in the town of Maple Valley were either in farming, forestry, and fishing occupations (19.6 percent) or they were in precision production, craft, and repair occupations (16.4 percent). In addition, there was also a large number of people employed in machine operators, assemblers, and inspectors (14.7 percent).

Table 4.3: Employed Persons by Occupation, 1990, Town of Maple Valley & Oconto County

Occupation	Town of Maple Valley		Oconto County	
	Number	Percent of Total	Number	Percent of Total
Executive, administrative, and managerial occupations	17	5.0	964	7.4
Professional specialty occupations	15	4.4	1,089	8.3
Technicians and related support occupations	10	2.9	326	2.5
Sales occupations	9	2.6	893	6.8
Administrative support occupations, including clerical	35	10.3	1,580	12.0
Private household occupations	0	0.0	12	0.1
Protective service occupations	2	0.6	86	0.7
Service occupations, except protective and households	25	7.3	1,531	11.7
Farming, forestry, and fishing occupations	67	19.6	1,321	10.1
Precision production, craft, and repair occupations	56	16.4	1,903	14.5
Machine operators, assemblers, and inspectors	50	14.7	1,821	13.9
Transportation and material moving occupations	35	10.3	875	6.7
Handlers, equipment cleaners, helpers, and laborers	20	5.9	712	5.4
<b>Total</b>	<b>341</b>	<b>100.0</b>	<b>13,113</b>	<b>100.0</b>

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 3A, General Profile; and Bay-Lake Regional Planning Commission, 2001.

### **Industry**

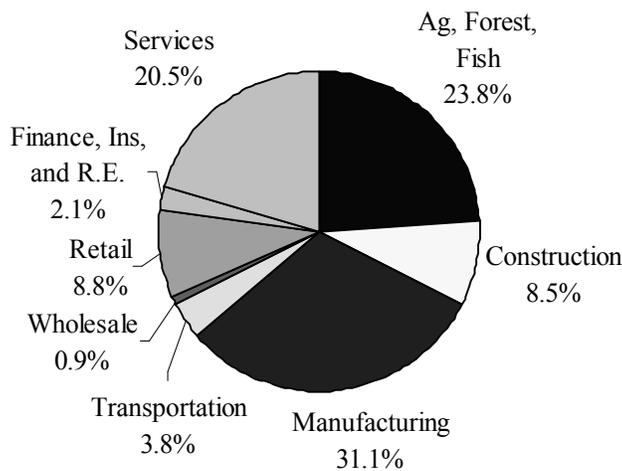
The number and percent of employed persons by industry group in the town of Maple Valley and Oconto County in 1990 is displayed in Table 4.4. The greatest percentage of employment was within the manufacturing industry with 31.1 percent in Maple Valley. The agriculture, forestry and industry, along with services, also have high numbers of employment with 23.8 percent and 20.5 percent respectively. Figure 4.1 illustrates the percent employment by major industry group for the town of Maple Valley.

Table 4.4: Employed Persons by Industry Group, 1990, Town of Maple Valley & Oconto County

Industry	Town of Maple Valley		Oconto County	
	Number	Percent of Total	Number	Percent of Total
<b>Agriculture, forestry, and fisheries</b>	<b>81</b>	<b>23.8</b>	<b>1,405</b>	<b>10.7</b>
Mining	0	0.0	21	0.2
<b>Construction</b>	<b>29</b>	<b>8.5</b>	<b>785</b>	<b>6.0</b>
<b>Manufacturing</b>	<b>106</b>	<b>31.1</b>	<b>4,122</b>	<b>31.4</b>
Manufacturing, nondurable goods	13	3.8	1,686	12.9
Manufacturing, durable goods	93	27.3	2,436	18.6
<b>Transportation, communication and other public utilities</b>	<b>13</b>	<b>3.8</b>	<b>820</b>	<b>6.3</b>
<b>Wholesale trade</b>	<b>3</b>	<b>0.9</b>	<b>415</b>	<b>3.2</b>
<b>Retail trade</b>	<b>30</b>	<b>8.8</b>	<b>1,945</b>	<b>14.8</b>
<b>Finance, insurance, and real estate</b>	<b>7</b>	<b>2.1</b>	<b>434</b>	<b>3.3</b>
<b>Services</b>	<b>70</b>	<b>20.5</b>	<b>2,840</b>	<b>21.7</b>
Business and repair services	13	3.8	308	2.3
Personal services	5	1.5	219	1.7
Entertainment, and recreational services	0	0.0	111	0.8
Health services	25	7.3	863	6.6
Educational services	16	4.7	830	6.3
Other professional and related services	11	3.2	509	3.9
<b>Public administration</b>	<b>2</b>	<b>0.6</b>	<b>326</b>	<b>2.5</b>
<b>Total</b>	<b>341</b>	<b>100.0</b>	<b>13,113</b>	<b>100.0</b>

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 3A, General Profile; and Bay-Lake Regional Planning Commission, 2001.

Figure 4.1: Percent Employment by Industry Group, 1990, Town of Maple Valley



Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 3A, General Profile; and Bay-Lake Regional Planning Commission, 2001.

## **Unemployment Rate**

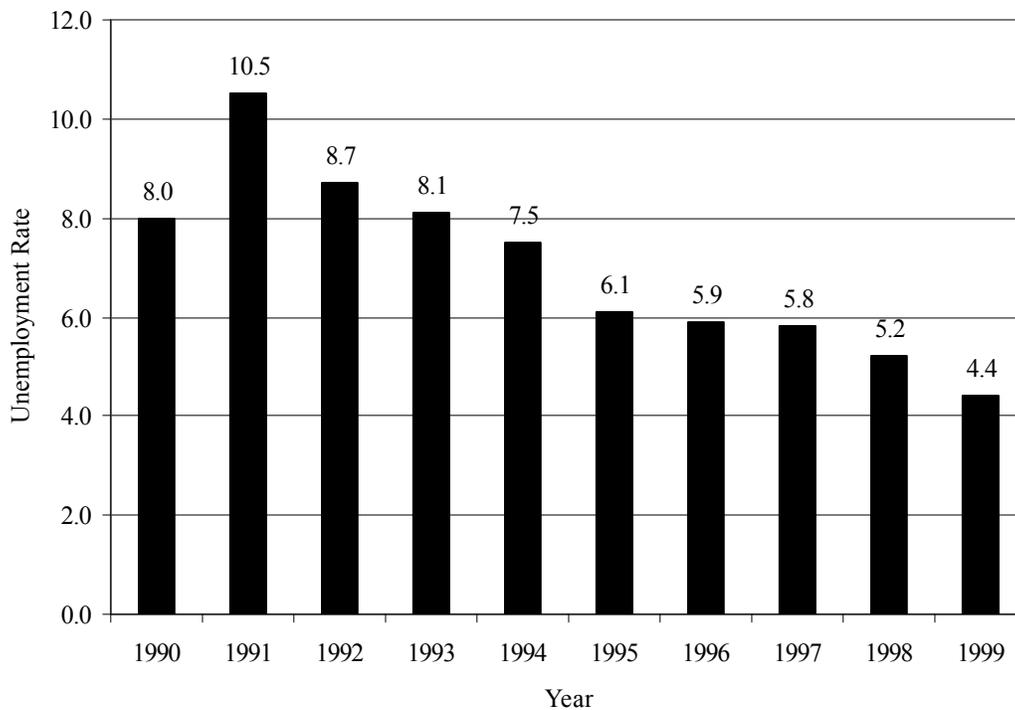
The civilian labor force for Oconto County has experienced both slight increases and decreases since 1990 (see Table 4.5). The unemployment rate and the number of unemployed in 1999 was the lowest its been during the whole decade (see Figure 4.2). For the period 1990 to 1999, the civilian labor force increased 7.1 percent, the number of unemployed decreased 40.7 percent, and the number of employed increased 11.2 percent.

**Table 4.5: Average Civilian Labor Force Estimates, 1990-1999, Oconto County**

Year	Civilian		Percent	
	Labor Force	Unemployed	Unemployed	Employed
1990	14,427	1,154	8.0	13,273
1991	14,237	1,494	10.5	12,743
1992	14,210	1,234	8.7	12,976
1993	14,482	1,170	8.1	13,312
1994	14,745	1,109	7.5	13,636
1995	14,778	905	6.1	13,873
1996	15,137	897	5.9	14,240
1997	15,355	895	5.8	14,460
1998	15,715	810	5.2	14,905
1999	15,446	684	4.4	14,762

Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimates, for years cited; and Bay-Lake Regional Planning Commission, 2001.

**Figure 4.2: Unemployment Rate, 1990-1999, Oconto County**



Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimate, 1990-1999; and Bay-Lake Regional Planning Commission, 2001.

## **Employment Forecast**

In 1996, the Wisconsin Department of Workforce Development created projections for industries, occupations, and the labor force called the *Northeast Wisconsin Projections: 1992-2005*. These projections are for all of Northeast Wisconsin, including Oconto County. The study concluded that overall employment is expected to increase by more than 20 percent in the region. Unemployment rates will remain low through 2005, and labor shortages may be common in some occupations.

According to the Department of Workforce Development, in 2005, the manufacturing industry is projected to continue to be the industry with the largest share of employment. Although manufacturing jobs will continue to increase, the rate of increase will slow down. Occupations in manufacturing are expected to move away from general labor positions to more semi-skilled and skilled operator and technician jobs. This is due primarily to production processes that are more efficient and new available technology.

Service industry employers will add approximately 18,400 jobs to the region's labor market by 2005. The largest divisions within this industry group will be business and health services with a similar growth in professional or technical jobs. With the aging of the population, the demand for such services will continue to increase. The overall health of the Northeast Wisconsin economy is projected to be strong with no major projected decreases in any occupation or industry.

## **Local Employment Forecast**

In 1990, employment data was available for each business within the town of Maple Valley and the number of employees each employer had. This data is now suppressed to ensure confidentiality of individual employers. Census information only provides the employment status of residents of the town, not the employment numbers of businesses in the town.

To determine the economic health of the town, it is important to determine the number of jobs available within the town. Therefore, the following methodology is used to determine an estimated number of people who are employed by businesses in the town of Maple Valley. In 1990, businesses in the town employed a total of 28 persons. Businesses in Oconto county employed a total of 7,136 persons in 1990. To determine the town of Maple Valley's share of total county employment, the 1990 town employment number (28) is divided by the county employment number (7,136) resulting in 0.39 percent. Since the town data for 2000 is not available at this time, multiplying this number (0.39) by the available year 2000 employment figure for Oconto County (9,192), results in an estimated 2000 employment figure for the town of 36 persons. The resulting figure reveals a 28.6 percent increase in town employment since 1990. It should be noted that in using this forecast, the assumption is made that the town's share of total county employment in 1990 will remain the same in 2000.

## **Median Household Income**

In 1989, the median household income for the town of Maple Valley was \$21,667, which was low when compared to the surrounding communities, with the exception of the village of Suring (See Table 4.6). By 1997, the median household income for the town increased by approximately \$6,500 up to \$28,145. Similar increases of the median household income were also evident in the surrounding communities

Table 4.6: Median Household Income, 1989 and 1997, Town of Maple Valley & Selected Areas

Area	1989	1997
Town of Maple Valley	\$21,667	\$28,145
Town of How	\$22,054	\$28,648
Town of Gillett	\$25,852	\$33,582
Village of Suring	\$19,559	\$25,407
Oconto County	\$22,927	\$29,911

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 3A, Table P080A; Wisconsin Department of Commerce, Estimated 1997 Median Household Income; and Bay-Lake Regional Planning Commission, 2001.

### **Personal Income**

In 1999, the average income reported in the town of Maple Valley was \$27,432, which was a 10.9 percent increase from 1997 (See Table 4.7). By comparison the town of Gillett and the village of Suring experienced a 20 percent increase during the same time period. Maple Valley's income growth was also slightly lower than that of Oconto County and the state. In addition the town of How experienced a 4 percent decrease in average income from 1997 to 1999. Per return income is based on income tax returns filed in the year cited to the Wisconsin Department of Revenue.

Table 4.7: Municipal Per Return Income, 1997-1999, Town of Maple Valley & Selected Areas

Area	1997	1998	1999	Percent Change
				1997-1999
Town of Maple Valley	24,732	24,587	27,432	10.9
Town of How	25,074	23,329	24,066	-4.0
Town of Gillett	25,499	27,231	30,764	20.6
Village of Suring	21,453	24,697	25,628	19.5
Oconto County	27,544	29,571	31,300	13.6
Wisconsin	34,716	36,996	38,930	12.1

Source: Wisconsin Municipal Per Return Income Report, for years cited, Wisconsin Department of Revenue, Division of Research and Analysis; and Bay-Lake Regional Planning Commission, 2001.

## **ECONOMIC BASE**

### **Employment by Economic Division**

The future of town of Maple Valley's employment requires an understanding of the local and county economy. The Economic Base Analysis technique divides the economy into basic and non-basic sectors. The basic sector is made up of local businesses that are dependent on external factors. Manufacturing and local resource-oriented firms are usually considered to be basic sector firms because their fortunes depend largely upon non-local factors, and they usually export their goods. The non-basic sector, in contrast, is composed of those firms that depend largely

upon local business conditions. Economic Base Theory asserts that the means of strengthening and growing the local economy is to develop and enhance the basic sector.

There are nine basic economic divisions that are used for Economic Base Analysis. There are four goods-producing sectors: agriculture, forestry, and fishing; mining; construction; and manufacturing. There are five services-producing sectors: transportation and public utilities; wholesale trade; retail trade; finance, insurance, and real estate; and services.

### **Location Quotient Analysis**

The Location Quotient Analysis technique compares the local economy, Oconto County, to the United States. This allows for identifying specializations in the Oconto County economy (see Table 4.8). If the location quotient (LQ) is less than 1.0, all employment is considered non-basic, therefore that industry is not meeting local demand for a given good or service. An LQ equal to 1.0 suggests that the local employment is exactly sufficient to meet the local demand for a given good or service, employment is still considered non-basic. An LQ greater than 1.0 suggests that local employment produces more goods and services than the local economy can use, therefore these goods and services are exported to non-local areas, which makes them basic sector employment.

Table 4.8: Employment by Industry Group, 1990-1998, Oconto County and United States, Location Quotient Analysis

Item	Oconto County		United States		Percent Change 1990-1998		Oconto Location Quotient	
	1990	1998	1990	1998	Oconto	U.S.	1990	1998
Total full-time and part-time employment	12,104	13,684	139,426,900	160,198,700	13.1	14.9		
Farm employment	1,582	1,427	3,153,000	3,127,000	-9.8	-0.8	5.78	5.34
Nonfarm employment	10,522	12,257	136,273,900	157,071,700	16.5	15.3	0.89	0.91
Private employment	8,951	10,437	115,077,900	135,123,700	16.6	17.4	0.90	0.90
Ag. Services, forestry, fishing, & other	118	(D)	1,453,000	2,042,600	NA	40.6	0.94	NA
Mining	52	(D)	1,044,100	855,500	NA	-18.1	0.57	NA
Construction	560	875	7,260,800	8,799,100	56.3	21.2	0.89	1.16
Manufacturing	2,878	2,952	19,697,200	19,568,500	2.6	-0.7	1.68	1.77
Transportation and public utilities	543	649	6,568,600	7,668,300	19.5	16.7	0.95	0.99
Wholesale trade	286	253	6,711,500	7,351,900	-11.5	9.5	0.49	0.40
Retail trade	1,847	2,363	22,920,500	26,710,200	27.9	16.5	0.93	1.04
Finance, insurance, and real estate	472	547	10,712,600	12,229,900	15.9	14.2	0.51	0.52
Services	2,195	2,580	38,709,600	49,897,700	17.5	28.9	0.65	0.61

Source: U.S. Department of Commerce, Bureau of Economic Analysis, REIS 1969-98; and Bay-Lake Regional Planning Commission, 2000.

\*Note: shown to avoid disclosure of confidential information, but the estimates for this item are included in the totals.

### **Threshold Analysis**

#### **Export Base (Basic Employment)**

There are four areas within the 1998 Oconto County economy which can be considered basic employment areas: farm employment, construction, manufacturing, and retail trade. These four areas produce more goods and services than the local economy can use. When LQs increase over time, this suggests that the Oconto County economy is getting closer to reaching and exceeding local demand. For example, retail trade had gone from 0.93 in 1990, to 1.04 in 1998. Having basic employment also suggests that if a downturn in the local economy occurs, these sectors will

not be strongly affected because their dependent more on non-local economies. Having strong basic sector employment and industry will strengthen the local economy.

### **Non-Basic Employment Industry**

Under private employment, there are three areas which can be considered non-basic: wholesale trade; finance, insurance, and real estate; and services. These industries are not meeting local demand for a given good or service. For example, the wholesale trade industry LQ actually decreased since 1990, however the Oconto County economy could support more of this industry. The transportation and public utilities industry is currently reflecting an LQ equal to one which would indicate that local demand is being met and services are not being exported.

## **STRENGTHS AND WEAKNESSES ANALYSIS**

### **Introduction**

This element of the plan looks at conditions within the town as either a strength, a weakness, or as a general statement of fact for retaining or attracting businesses. These factors may greatly influence the future economic climate over the next two decades and thus are important for the community to identify as part of this plan in order to understand exactly their community's continued economic viability and future draw for new businesses. This portion of the element gives a perspective from a business point of view and reflects concerns, issues, questions current and future business owners would ask about a community in formulating a plan, or before expanding their business. Within these categories are assumptions and statements based on information available on the community, as well as information derived from the local planning committee/commission.

### **Physical Capabilities**

#### **Utilities**

##### ***Strengths:***

Electric services are provided by Wisconsin Public Service and Oconto Electric Coop. Natural gas services are provided by Wisconsin Public Service along STH 32 and CTH M. The village of Suring is also located on the western border of the town of Maple Valley and can provide potential new commercial or industrial businesses with the infrastructure that Maple Valley lacks.

##### ***Weaknesses:***

The town currently does not have a public water or sewer system to offer potential commercial businesses.

#### **Telecommunications**

##### ***Strengths:***

Telephone service (local and long distance) are provided with digital switching provided. There are no major differences in the quality of telephone service between the town and

other municipalities within the county. Cable and fiber optics are also available to a portion of the town.

## **Transportation**

### ***Strengths:***

The town has access to STH 32 which is a pathway that provides highway exposure to the town. Another pathway that gives the town some added exposure is the Oconto County Recreational Trail, which guides users of the trail through the southwestern portion of the town. Most town residents are within minutes of the village of Suring and the city of Gillett.

### ***Weaknesses:***

The town does not have its own access to rail or air service.

## **Local Labor Force Characteristics**

### ***Strengths:***

The unemployment rates (4.4 percent) within the county are low. The employment rates for the county grew approximately 11 percent over the last ten years.

### ***Weaknesses:***

The town is experiencing an aging structure shift due to the baby boomers reaching retirement age. Current and future labor shortages are due to low numbers in the age group of 16-24, and due to the large number of traditional businesses and farming operations within the area employing/needing large numbers of young workers. In addition, more of these younger individuals are moving away to find employment and housing opportunities elsewhere.

## **Industrial/Commercial Site Availability**

The town has ample space for commercial/light industrial development along STH 32. The areas adjacent to the highway provide for highway access, ease of access and good visibility. The village of Suring, located on the western edge of Maple Valley, has areas set aside for future commercial and industrial lands. These areas offer infrastructure, better marketing, and are also located along STH 32 which provides easy access and good visibility.

*The town of Maple Valley is not looking to compete with the village of Suring. Maple Valley is looking to maintain its rural nature, thus if any new commercial were to locate within the town it should be small neighborhood commercial businesses that relate to the towns character. The more intensive business operations should locate in the Village or other adjacent communities that have adequate services.*

## **Programmatic Capabilities**

### **Existing Business Base Analysis**

The town has approximately 45 acres dedicated to industrial and commercial uses, or approximately five percent of its developed lands. Business within the town include wholesaling, manufacturing, excavating, storage areas, etc

### **Available Government Services**

The town has an adopted Comprehensive Plan, a County Subdivision Ordinance, Zoning Ordinance, Floodplain Ordinance, and Shoreland Wetland Ordinance. Police services are provided by Oconto County, fire service is provided by Suring and ambulance services are provided by Gillett. Postal services are provided by the Suring, Gillett and Lena post offices. Government assistance comes from a Town Board, Plan Commission, Town Clerk, and various planning agencies who assist the town on writing grant applications and monitoring these grants (park acquisitions/improvements, community developments, housing improvements, etc).

### **Specific Inhibitors To Economic Development**

Infrastructure does not exist in planned areas of commercial and industrial growth. Rail and air services do not exist within the town.

### **Training Programs**

#### ***Strengths:***

The town has access to training from UW-Green Bay, UW- Marinette, the UW-Extension services (providing education and training seminars and courses), and Northeast Technical College.

#### ***Weakness:***

Many of the formal training sites are between 30 minutes and an hour (by automobile) away.

## **Financial Capabilities**

### **Tax Base Comparisons**

The town had a 1999 Full Value equal to \$29,374,700, which is higher than only three other towns in Oconto County. The Full Value Effective Rate for the town in 1999 was .017, identical to the county's "town average" of .017.

### **Incentives For Development**

The town of Maple Valley has no local incentives for development.

### **Banking Capability And Capacity**

The town and its residents have access to numerous lending firms throughout the county, state and nation. With today's linking of lending agencies via telecommunication's networks and other "high speed" services a borrower can have a lender in distant locations to include other nations.

A common problem is the “template” approach to many lending agencies. Borrowers fitting a standard criteria are quickly approved for loans, while those deviating or not meeting the well defined criteria are often denied a loan. The local lender does not have the flexibility they once held years ago, especially since many lenders no longer “know” personally their borrower due to the availability of high speed telecommunications.

## **Quality of Life**

### **Housing Prices**

Approximately twelve percent of the town residents paid more than 30 percent of their incomes towards housing costs in 1990. In 1997 the median household income was \$28,145. Based on the household income median, a median housing payment would be \$704 or approximately a home valued around \$100,000.

### **Aesthetics**

The town consists of vast rural countryside with various rivers and creeks. The abundance of open fields, woodlands and sloping terrain make up much of the town’s prominent views.

### **Environment**

Within the town exists areas of woodlands, farm fields, miles of rivers and creeks, and acres of wetlands. The waters are open to fishing, while the lands are open to hunting and hiking. The county has ordinances and plans protecting and enhancing the environment.

### **Education And Health Care**

The town is within the Suring and Gillett School Districts. Health care is available in the communities of Suring, Gillett and Oconto Falls. Dental services exist within Gillett and Oconto Falls.

## **SITES FOR BUSINESS AND INDUSTRIAL DEVELOPMENT**

### **Existing Site Inventory and Analysis**

The town of Maple Valley has developed approximately 18 acres of commercial lands comprised of commercial storage facilities, wood product sales and other sales and service businesses. Past commercial development is scattered with a few of the uses locating adjacent to one another. No well defined commercial cores currently exist within the town. Future sites would most likely locate adjacent to the village of Suring and along STH 32. These sites would likely capitalize on the location affording high visibility and a good access to a large customer base, both local and transient.

The town has developed approximately 43 acres of industrial lands, mostly comprised of individual storage facilities, lumber manufacturing and non-metallic mining. As with commercial uses industrial has been scattered throughout the town. The town will identify specific policies and locations for industrial to accommodate future market forces and needs of the town. Areas will likely be adjacent to the village of Suring’s industrial lands where adequate services are located to better handle the needs of both light and heavy industrial uses.

### **Evaluation of Environmentally Contaminated Sites For:**

Recently the DNR and EPA have been urging the clean up of contaminated commercial or industrial sites so they may be utilized to more productive uses. According to the list of Leaking Underground Storage Tanks (LUST) sites, the town of Maple Valley currently has no LUST sites.

### **Designation of Business and Industrial Development**

#### ***Commercial Uses:***

The comprehensive plan has identified, for the town, that throughout the planning period the town will work towards establishing well defined commercial areas/corridors to better enhance the town's look, to minimize conflicts between differing uses, and to maximize service efficiency. Commercial locations shall have good visibility and access, and may require additional buffering and landscaping to meet the town's desired vision on community character. The town will allow home occupational business to continue as well as those scattered types of businesses providing needed services to locals.

#### ***Industrial Uses:***

The town intends to provide well defined, well designed areas for "light industrial" manufacturing, warehousing activities, to accommodate those businesses located within the town and any future business use. Any future location of industry along STH 32, needs to be well landscaped with a buffer to add aesthetic qualities to the communities entryways into the town. It is important that if this use were to develop, that a detailed landscape plan, signage plan, street access plan and lighting plan be done that would fit the character of the town and not detract or negatively impact adjacent land uses. Lands off of main corridors will also need to be buffered in order to minimize the negative impacts to adjacent properties.

### **Acreage Projections**

The town will designate acreage associated with highway/community business needs as well as common use sizes for industrial development. For more information see the General Plan Design which has specified locations within the town along with approximate acreage totals.

### **COMMUNITY FINANCES**

A community must be concerned about its ability to generate sufficient public revenues to provide the types and levels of services demanded by its citizens. Tables 4.9 and 4.10 provide a history of the taxes levied in the town of Maple Valley. The full value increased 50.1 percent for the period 1995 to 1999. The total property tax also increased 6.7 percent for the same period and is at its highest since 1995.

Table 4.9: Comparative Tax Appropriations, 1995-1999, Town of Maple Valley

Year Levied	Full Value	Percent Assm't Level	Total Property Tax	State Tax Credit	Full Value Rate		Taxing Jurisdiction Share				
					Gross	Effective	School	Vocational	County	Local	Other
1995	19,564,500	93.96	510,301	38,598	0.02608	0.02411	329,025	26,933	108,429	42,000	3,913
1996	20,458,800	90.81	429,194	54,126	0.02097	0.01833	254,425	26,407	102,270	42,000	4,092
1997	22,499,700	82.70	437,019	50,985	0.01942	0.01715	254,320	28,231	107,968	42,000	4,500
1998	25,852,000	71.55	482,203	48,138	0.01865	0.01679	266,223	33,600	135,209	42,000	5,170
1999	29,374,700	64.66	544,399	46,143	0.01853	0.01696	302,009	39,518	154,996	42,000	5,875

Source: Wisconsin Department of Revenue, *Town, Village and City Taxes*, for years cited; and Bay-Lake Regional Planning Commission, 2001.

The ability to finance community projects is measured by general obligation debt capacity. According to the Wisconsin Constitution there are limits on how much a municipality may borrow. They are limited to an amount equal to five percent of the equalized value, or full value, of the unit of government. The town's existing debt as of December 31, 1999, was \$0, with a debt margin of \$1,468,735.

Table 4.10: Public Indebtedness, 1998-1999, Town of Maple Valley

Year	Full Value	Debt Limit*	Existing Debt	Debt Margin
1998	25,852,000	1,292,600	0	1,292,600
1999	29,374,700	1,468,735	0	1,468,735

\*Debt Limit equals five percent of the full value.

Source: Wisconsin Department of Revenue, Bureau of Local Finance Assistance, Equalized Value and Debt Limit Value, for years cited; and Bay-Lake Regional Planning Commission, 2001.

## Chapter 5 - TRANSPORTATION

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### **INTRODUCTION**

This section of the Comprehensive Plan presents the town of Maple Valley's transportation goals, objectives, and policies. The transportation element of the plan also compares local plans to transportation plans developed at the state, regional and county level. This chapter also inventories existing transportation facilities that serve the town of Maple Valley in Oconto County and addresses the future transportation needs and concerns of the community. The transportation inventory includes descriptions of the various modal elements of the town's transportation system. Those elements include transit systems (where applicable), elderly and disabled transportation system, intercity bus, bicycle transportation, pedestrian transportation, waterborne, rail, air service, trucking, and, most importantly, a detailed description of the town's highway and road system. The detailed description of the highway and road system includes the functional classification of roads within the town, traffic counts, traffic flow capacity, vehicle crashes, access controls, and an evaluation of the current internal traffic circulation system. This chapter also includes an inventory and analysis of applicable transportation plans, including county functional and jurisdictional studies, transportation corridor plans, rural transportation plans, state and local airport plans, state railroad plans, state, regional and local bicycle plans, state and local pedestrian plans, state and local transit plans, as well as any other special transportation plans that are applicable to the town. At the conclusion of the chapter, specific transportation system recommendations are presented and include design standards, recommended improvements, capacity additions to existing facilities, new road alignments, highway expansion projects, and improvements to other transportation modes.

### **TRANSPORTATION STRATEGY**

Transportation in its many forms is the link that connects the town's land uses into a cohesive pattern. The following eight transportation objectives have been adopted to represent and define the importance of transportation in achieving the goals of the *Town of Maple Valley Year 2020 Comprehensive Plan*.

#### **Goal:**

To establish a safe and efficient transportation system for motor vehicles, pedestrians, and bicycles that is compatible with the town's adopted Year 2020 Comprehensive Plan.

#### **Objectives:**

1. To develop a transportation system that provides for all transportation modes and is harmonious with surrounding land uses.
2. Provide for adequate traffic controls (i.e. turning lanes, frontage roads) and convenient and efficient vehicular movement near all commercial, industrial, and public facility locations near businesses located along the STH 32 corridor.
3. To provide safe and convenient pedestrian and bicycle traffic movement.
4. To plan for and designate future road rights-of-way within the town.

5. Develop a balanced transportation system which will provide the appropriate types of transportation needed by all residents, regardless of income, physical ability or age, businesses, and industries at a level of service which will permit ready adaptation to changes in transportation demand and technology including travel needs and transportation management.
6. Develop a transportation system which reduces accident exposure and provides for increased travel safety.
7. Develop a transportation system which minimizes adverse effects upon the property tax base and the natural and cultural resource base.
8. Develop a transportation system which preserves a high aesthetic quality and possesses a positive visual relation to the land.
9. Develop a transportation system that identifies and preserves multi-use utility and transportation corridors.

***Policies:***

1. The proper use of land for, and adjacent to, transportation facilities should be pursued in accordance with the town's land use development objectives.
2. The destruction of, or negative impacts to, historic buildings and of historic, scenic, scientific, archaeological, and cultural sites as caused by the reconstruction of existing or the construction of planned transportation facilities and terminals should be minimized.
3. Transportation facilities should be located to minimize impacts on visually pleasing buildings, structures, and natural features; and to enhance vistas to such features.
4. The location of transportation facilities in or through environmental corridors (wetlands, floodplains, steep slope, etc.) and natural areas should be avoided.
5. Adverse impacts on significant natural habitat, with special attention to endangered species should be avoided.
6. Abandoned rail and/or utility right-of-way corridors should be preserved for future transportation facilities such as bicycle, pedestrian and recreational vehicles.
7. The amount of transportation system operating and capital investment costs should be minimized.
8. The transportation system should provide access and service with choices of modes throughout the town in a way designed to reduce overall average travel times to destinations within the town and county.
9. Identify and address any dangerous intersections within the town of Maple Valley.
10. Bicyclists and pedestrians should be accorded a comfortable margin of safety on all highways and roads by ensuring compliance with American Association of State Highway and Transportation Officials (AASHTO) and Manual of Uniform Traffic Control Devices (MUTCD) guidelines and standards.

11. Bicycle lanes or wide curb lanes should be constructed on high volume roads to provide a comfortable margin of safety.

## **PROGRAMS**

The following section identifies the agencies as well as programs established and administered by those agencies to provide financial and technical support for the operation, maintenance and planning of the town's transportation system.

### **Wisconsin Department of Transportation**

#### ***General Transportation Aid (GTA)***

Town road improvements, construction and maintenance is funded, in part, through the state's disbursement of general transportation aids. The state provides a payment to each county and municipality in the state that pays a portion of local governments' costs for such activities as road and street reconstruction, filling potholes, snow removal, grading shoulders, marking pavement, and repair of curb and gutters. The statutory "rate per mile" is \$1,704 for 2001. Beginning in 2000, each municipality was required to establish and administer a separate segregated account from which moneys may be used only for purposes related to local highways and must deposit into that account all state or federal money for local highway purposes.

#### ***Local Mileage Certification***

Each local government that increased or decreased the mileage of its roads and streets is required to file a certified plat with DOT by December 15 of each odd-numbered year. Local governments that have no changes in total local road miles are required to file a certified plat or a certified statement that no mileage statements have occurred. Beginning in 2001, the requirement for local governments to file certified plats with county clerks is eliminated and the mileage certification process is changed from an every other year activity to an annual activity. State GTA payments is based on the certified mileage of each local unit of government.

#### ***Local Roads Improvement Program (LRIP)***

This program provides funding to local units of government for the costs associated with improving seriously deteriorating county highways, town roads, and municipal streets in cities and villages under the authority of the local unit of government. Projects are required to have a minimal design life of 10 years. This a biennial program and all funds are distributed the first year. Applications are submitted through the county highway commissioners by November 15 of the odd numbered years.

There are three entitlement components for funding road improvements: 1) County Highway Improvement component (CHIP); 2) Town Road Improvement component (TRIP); and 3) cities and villages under Municipal Street Improvement component (MSIP).

In addition LRIP funds three statewide discretionary programs; 1) CHIP-D County Highway Discretionary Improvement Program; 2) Trip-D Town road Discretionary Improvement Program; and 3) MISP-D Municipal Street Discretionary Improvement Program for cities and villages.

All LRIP projects are locally let, with up to 50 percent of the costs reimbursed by WisDOT upon completion, and the remainder matched by the local unit of government. Eligible projects include

but are not limited to design and feasibility studies, bridge replacement or rehabilitation, reconstruction, and resurfacing. Ineligible projects include, but are not limited to: new roads, seal coats, ditch repair, and/or curb and gutter construction.

### ***Local Bridge Program***

This program includes two separate programs 1) a statewide local bridge entitlement program and 2) a high cost local bridge program (High cost bridges are those that cost more than \$5 million and exceed 475 feet in length.)

This program funds 80 percent of project costs to replace and rehabilitate structures on the Federal Bridge Register, in excess of 20 feet. Bridges with sufficiency ratings less than 50 are eligible for replacement and those with sufficiency ratings less than 80 are eligible for rehabilitation.

Counties set priorities for funding within their area, with projects funded on a statewide basis.

Local bridge projects are solicited by local WisDOT transportation Office (District 3) staff in winter of the odd numbered years, with program approval in summer of the odd numbered years. The program has a three-year cycle.

### ***Flood Damage Aids***

This program provides local governments with financial assistance for replacing or improving roads or roadway structures that have had major damages caused by flooding.

### ***County Forest Aid Program***

This program provides assistance to counties that have eligible roads located within county forests. It is intended to defray the costs for the improvement and maintenance of public roads within a county forest.

### ***Rural and Small Urban Area Public Transportation Assistance Program - Section 5311***

Allocations to the State are set at the federal level. Funds may be used for operating assistance, and capital assistance. Eligible public transportation services include public transportation service operating or designed to operate in non-urbanized areas (a non-urbanized area is one that has a population of 50,000 or less).

### ***Specialized Transportation Assistance Program for Counties - Section 85.21***

Allocations under this formula program are based upon the proportion of the state's elderly and disabled population located in each county, subject to two minimums: no county can receive less than a ½ percent of the total annual appropriation; and no county can receive an allocation smaller than they received in 1992. A local match of 20 percent is required.

Eligible expenditures include:

- directly provided transportation service for the elderly and disabled;
- purchase of transportation service from any public or private organization;
- a user-subsidy for the elderly or disabled passenger for their use of the transportation service;
- volunteer driver escort reimbursement;
- performing or purchasing planning or management studies on transportation;
- coordinating transportation services;

- performing or purchasing in-service training relating to transportation services; and/or
- purchasing capital equipment (buses, vans etc.) for transportation services.

The following provides a brief description of competitive (transportation related) grant programs that are federally and state funded:

***Local Transportation Enhancement Program (TE)***

Administered by WisDOT the TE program provides funding to local governments and state agencies for projects that enhance a transportation project. There are 12 eligible project categories;

- providing facilities for bicycles and pedestrians;
- providing safety and educational activities for pedestrians and bicyclists;
- acquiring scenic easements and scenic or historic sites;
- sponsoring scenic or historic highway programs; including the provision of tourist and welcome centers;
- landscaping and other scenic beautification;
- preserving historic sites;
- rehabilitating and operating historic transportation buildings and structures;
- preserving abandoned railway corridors;
- controlling and removing outdoor advertising;
- conducting archaeological planning and research;
- mitigating water pollution due to highway runoff or reducing vehicle caused wildlife mortality; and
- establishing transportation museums.

Federal funds will cover up to 80 percent of the project, while the project sponsor is responsible for providing at least a 20 percent match.

***Surface Transportation Program - Discretionary (STP-D)***

This program encourages projects that foster alternatives to single occupancy vehicle trips. Such as rehabilitation and purchase of replacement vehicle for transit systems, facilities for pedestrians and bicycles, system-wide bicycle planning, and a wide range of transportation demand management (TDM) projects. Communities over 5,000 are eligible to apply for the funds through the competitive application process.

***Transportation Demand Management Programs***

Transportation Demand Management consists of policies and programs designed to reduce the number of single occupant vehicles (SOV) trips in a region, especially during peak travel periods.

There are two grant programs: TDM Grant Program; and Wisconsin Employment Transportation assistance Program (WETAP).

1. TDM Grant Program

The TDM Grant program provides funding to successful grant recipients to implement projects that encourage innovative solutions and alternatives to reducing SOV trips. WisDOT accepts applications annually. Eligible applicants may include local governments, chambers of

commerce, and others as defined by the program. The required local match is 20 percent of the project costs.

## 2. Wisconsin Employment Transportation Assistance Program (WETAP)

As a joint program between the Wisconsin Department of Workforce Development (DWD) and WisDOT, it provides funding to help low-income people access, or retain or advance in employment with the goal of meeting the entire population's transportation needs. This program is funded with combined federal and state dollars, and requires a local match.

Application requirements include the development of regional job access plans that identify the need for transportation services and illustrate the alternatives proposed for the program. Plans should be developed between public transit providers, local units of government, transportation planners, human service agencies, low-income individuals and other interested parties

### ***Transportation Economic Assistance (TEA Grant) Program***

This program provides a 50% state grant to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that are necessary to help attract employers to Wisconsin, or to encourage business and industry to remain and expand in Wisconsin.

## **Federal Highway Administration**

### ***Transportation and Community and System Preservation Pilot Program (TCSP)***

The TCSP program is an initiative that assist communities as they work to solve interrelated problems involving transportation, land development, environmental protection, public safety and economic development. It was established in the Transportation Equity Act for the 21st Century (TEA-21), the six-year surface transportation law signed into law by President Clinton on June 9, 1998.

The TCSP program is administered by the U.S. Department of Transportation's Federal Highway Administration in partnership with the Environmental Protection Agency and the Department's Federal Transit Administration, Federal Railroad Administration, and Research and Special Programs Administration. Funding for this program has been authorized through 2003.

TCSP funds are used to help achieve locally determined goals such as improving transportation efficiency; reducing the negative effects of transportation on the environment; providing better access to jobs, services and trade centers; reducing the need for costly future infrastructure; and revitalizing underdeveloped and brownfield sites. Grants also can be used to examine urban development patterns and create strategies that encourage private companies to work toward these goals in designing new developments. The grants will help communities become more livable by preserving green space, easing traffic congestion and employing smart growth strategies while promoting strong, sustainable economic growth.

Grants may be awarded to improve conditions for bicycling and walking; better and safer operation of existing roads, signals and transit systems; development of new types of transportation financing and land use alternatives; development of new programs and tools to measure success; and the creation of new planning tools and policies necessary to implement TCSP-related initiatives. Implementation activities may include community preservation

activities to implement transit oriented development plans, traffic calming measures or other coordinated transportation and community and system preservation practices.

There is no local match required under this program, projects are fully funded although priority is given to those applications that demonstrate a commitment of non-Federal resources.

## **INVENTORY OF TRANSPORTATION FACILITIES AND SERVICES**

### **Elderly and Disabled Transportation System**

Elderly and disabled transportation systems refer to those programs that provide rides through scheduled bus services, volunteer programs with private vehicles etc. Current transportation services for elderly and disabled persons living within the town of Maple Valley are provided through programs administered by the Oconto County Commission on Aging. Transportation is provided by wheelchair accessible buses, an eight-passenger van and by volunteer drivers using personal vehicles. The Oconto County Department of Human Services also provides limited transportation service to the county's disabled population. Service is provided by appointment, and involves door-to-door transportation.

Medical related and nutritional related trip purposes receive priority, followed by work related and recreational and/or business related trip needs. A four member advisory committee to the County's Commission on Aging provides coordination of the special transportation services that are available within the town. The committee sets policy and oversees transportation services. The transportation is provided by paid and volunteer staff utilizing both publicly and privately-owned vehicles. The cost of the special transportation services is borne by state subsidy through the Wisconsin Department of Transportation's Section 85.21 (*Special Transportation for the Elderly and Disabled Transportation*) grant program, county funds (20 percent of the state grant), donations and fares collected from passengers.

### **Inter-County Bus Service (WETAP)**

In 2001, the Marinette/Oconto County Job Services Center in cooperation with Oconto County obtained a grant to initiate an inter-county transit system pilot program that will provide transportation service to lower-income workers between major employment centers in the two counties.

The funding for this program is provided by a combination of state TANF and federal DOT JARC funds. The purpose of the grant is to provide employment related group transportation assistance to people earning less than 200 percent of the Federal Poverty Level. However, non-eligible persons may ride if there is space available. Employment related purposes include education, work experience, private and public employment, program appointments and services, etc.

The grant funding will pay 80 percent of the net deficit of the cost of the service after fares are deducted. A local match of 20 percent of the total system costs is required.

A Transportation Coordination Committee will be established to coordinate the program.

Initially, four routes (two servicing Oconto County) will be established. One will travel between the village of Suring and the city of Oconto Falls. The second will travel between Oconto Falls and Oconto looping up into Stiles Junction and Lena, and going beyond into the cities of Peshtigo and Marinette, in Marinette County.

The WETAP program will provide startup and operational funding for three years, after which other sources of funding such as Section 18, will need to be obtained to provide continued service.

### **Intercity Bus**

In the past, nearly every small community in the state was connected by an intercity bus service which traditionally served the elderly, those who could not drive, students, and those individuals unable to afford alternative forms of transportation. Following World War II, intercity bus systems helped to fill a void for “affordable transportation” that was created by the decline of passenger rail service. Unfortunately, intercity bus service suffered the same fate as passenger rail; as intercity bus ridership decreased, the number of intercity bus routes operating within the state also declined drastically. Currently, intercity bus routes only serve the largest urban centers and those smaller urban areas that just happen to be adjacent to a route that connects two larger cities.

Greyhound Bus currently provides service twice daily through Oconto County, both trips originate in the city of Green Bay. The final destinations are to Marquette, Michigan and to Calumet, Michigan. Both routes provide service through the city of Oconto. The Green Bay to Marquette, Michigan route leaves Green Bay at 5:15 P.M. and arrives in the city of Oconto at approximately 6:00 P.M.; continuing northward through the cities of Peshtigo, Marinette and Menominee. The return trip to Green Bay arrives at the city of Oconto at approximately 3:10 A.M., daily. The Green Bay to Calumet, Michigan route leaves Green Bay at 9:45 P.M., and arrives at the city of Oconto at approximately 10:15 P.M. The returns service to Green Bay arrives at the city of Oconto at approximately 10:15 A.M., daily. Greyhound Bus also provides service between Green Bay and Minneapolis, Minnesota, through the city of Shawano.

### **Bicycle Transportation System**

At this time, there are no county or town facilities dedicated solely to the use of bicyclists. Bicycle travel is permitted on all highways and roads located within the town.

### **Rail**

There are currently no rail facilities currently operating within the town of Maple Valley. In 1978 the Chicago and Northwestern Railroad (C&NW) was granted right of abandonment of their Gillett to Scott Lake line which ran somewhat parallel and east of STH 32 through the town. Prior to abandonment this segment extended north from Gillett, 87.2 miles through Oconto, Forest, and Florence County to its intersection with a C&NW west to east mainline at Scott Lake. Shipments on the line which were generally destined to paper production industries located in the city of Green Bay and the Fox River Valley declined dramatically after 1973. The principal causes for the decline in activity was declines in the pulpwood market and production and the fact that shippers were shifting to trucks as a means of transporting their wood to the markets.

## **Air Service**

The inventory of air transportation systems and facilities includes both public airports that service the region and also the private or semi-public airport facilities that service private commercial and recreational interest.

At the regional level, the primary commercial-passenger and air freight service for residents of the town of Maple Valley is provided by Austin Straubel International Airport, located near the city of Green Bay. The facility is owned and operated by Brown County. Austin Straubel International Airport is a full service regional connector that in 1999 is providing direct service flights to four major cities, including Milwaukee, Wisconsin; Chicago, Illinois; Detroit, Michigan; and Minneapolis, Minnesota. Flights are provided on six airlines with approximately 32 arrivals and departures daily. An alternative choice for passenger service is Mitchell International Airport located in Milwaukee, which is able to provide a wider range of continental and international destinations, as well as services and fares unavailable at Austin Straubel Airport.

In addition to the full service airport located at Green Bay, Oconto County owns and operates a facility on approximately 240 acres located in the town of Oconto, immediately to the southwest of the city of Oconto, adjacent to the east side of Airport Road. The Oconto Municipal Airport is classified as general utility airport facility and is capable of handling single and larger twin engine aircraft as well as smaller corporate jets

Private airport facilities are required to obtain a certificate of approval or permit from the Wisconsin Department of Transportation's Bureau of Aeronautics. The permit is issued if the Department determines that the location of the proposed airport is compatible with existing and planned transportation facilities in the area. Generally, permits are granted provided that the proposed air-strip is located that approaching and departing aircraft clear all public roads, highways, railroads, waterways or other traverse ways by a height which complies with applicable federal standards. The permit is issued upon the applications review by WisDOT, the county and the town in which the facility is located and by the appropriate regional planning commission.

Private facilities are generally characterized by short (2,000' to 3,000') turf covered runways which can accommodate small single engine and light twin engine aircraft. There are two privately owned facilities, available for public use near the town of Gillett. One is located near the village of Suring (Piso Airport) and the other near Lakewood (Lakewood Country Club Airport).

## **Trucking**

This section of the plan identifies major commercial trucking operations and terminals located within and adjacent to the town of Maple Valley. At this time there are no significant trucking operations or terminals located within the town.

## **Streets and Highways**

There are several basic considerations useful in assessing the road system within a community. Those considerations include the functional classification of the existing road system, the annual average daily traffic on roads within the town, and an evaluation of the system's capability to handle present and projected future traffic volumes. In addition, vehicle crash data is useful in determining problem areas relative to road safety. This information can provide an indication of the road improvements that may be needed during the planning period.

### **Functional Class**

Roads, which are the principal component of the circulation system, may be divided into three categories: arterial, collector and local. The three categories of roads are determined by the function that the road serves in relation to traffic patterns, land use, land access needs and traffic volumes. The road system for the town of Maple Valley shown in Map 5.1 has been functionally classified based on criteria identified in Table 5.1.

#### ***Arterial Roads***

The function of an arterial road is to move traffic over medium to long distances, often between regions as well as between major economic centers, quickly, safely and efficiently. Arterial roads are further categorized into either “major” or “minor” arterial roads based on traffic volumes. Within the town of Maple Valley, STH 32 is classified as a “minor arterial”.

STH 32 is the primary access route for the town of Maple Valley south into Green Bay and north to the Upper Peninsula of Michigan. State Highway 32 is a two-lane, minor arterial that begins its route at the Wisconsin/Michigan border near the community of Land O’ Lakes. From the state border the highway traverses south and eastward through Monico and Crandon. At Crandon, the highway traverses due east into Laona in conjunction with USH 8. At Laona, the highway traverses southward through Wabeno, Carter, Townsend, Lakewood, and then through the Oconto County communities of Mountain, Suring and Gillett. From Oconto County, STH 32 continues southward, connecting with STH 29 at a point just west of the city of Green Bay. STH 32 accounts for 10.4 percent or approximately 6.6 miles of the town’s total road system.

#### ***Collector Roads***

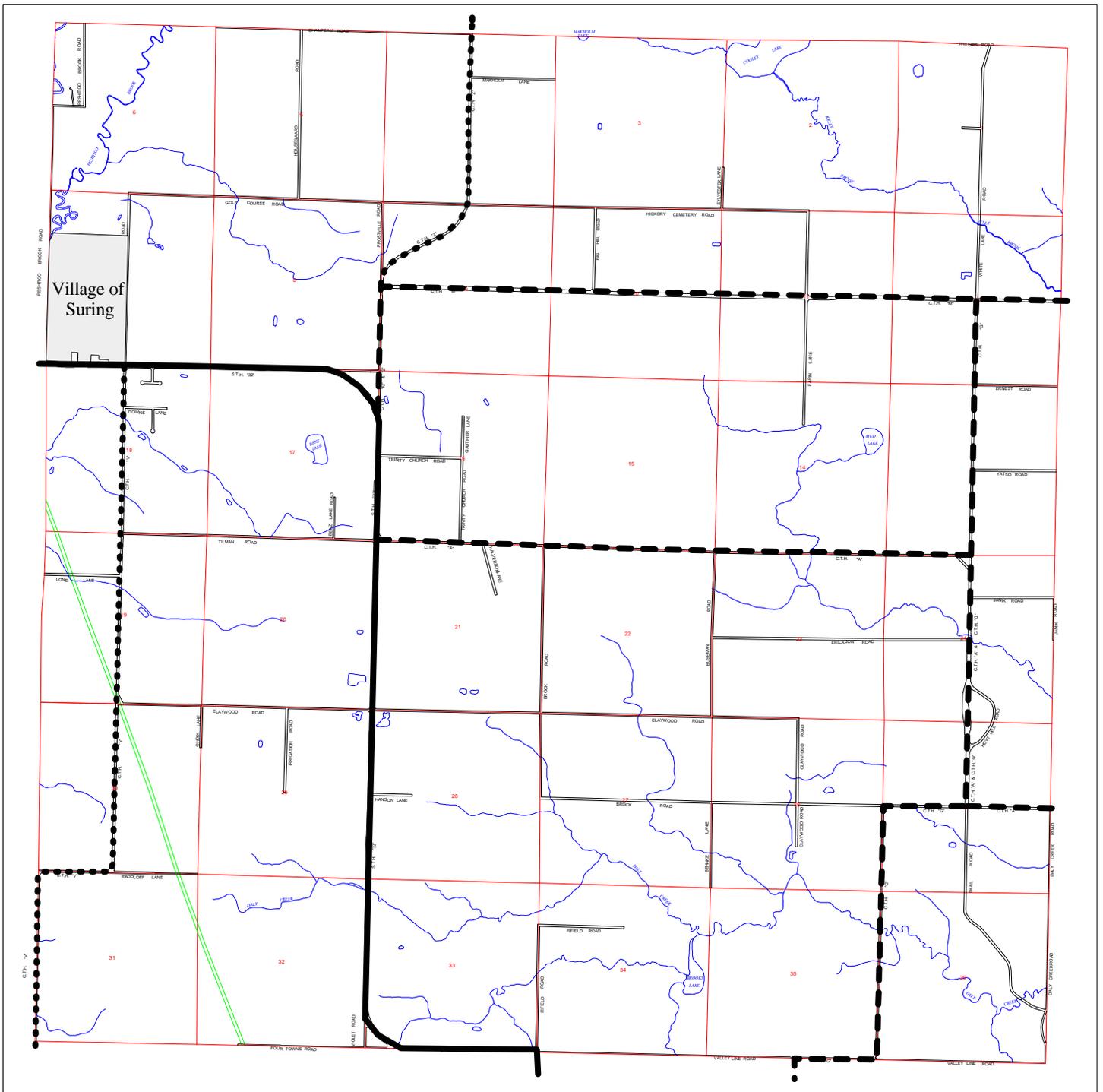
The primary function of roads classified as “collectors” is to provide general "area to area" routes for local traffic. Collector roads take traffic from the local roads (and the land based activities supported by the local roads) and provide relatively fast and efficient routes to farm markets, agricultural service centers and larger urban areas. With an overall socioeconomic trend that is characterized by the decline of small and medium agricultural concerns, and a significant increase in the number of rural single-family residential properties, collector roads generally serve the same function but with different trip purposes. Collector roads typically serve low to moderate vehicle volumes and medium trip lengths between commercial centers at moderate speeds. Collector roads serve to distribute traffic between local and arterial roads, between home and the work place, home and the place of worship, home and school and between the home and those places where business and commerce are conducted.

# Functional Classifications

Map 5.1

## Town of Maple Valley

Oconto County, Wisconsin



2000 0 2000 Feet

 Minor Arterial  
Major Collector  
Minor Collector

Source: WisDOT, 1995;  
Bay Lake Regional Planning  
Commission, 2000.

Table 5.1: Functional Classification Criteria for Rural Roads and Highways

Must meet any <u>two</u> of these ( <u>or</u> ) the parenthetical traffic volume alone for collectors)					
Functional Classification	Traffic Volume	Population Service	Land Use Service	Spacing	SUPPLEMENTAL CRITERIA Or <u>must meet both</u> of these <u>plus 90 percent of traffic volume</u>
Principal Arterial	> 3,000	Connect places 50,000 with other places 50,000 Connect places 5,000 with places 50,000	Provide area access to major recreational areas of the state	Maximum 30 miles	None for Principal Arterials
Minor Arterial	> 1,000	Connect places 5,000 with other places 5,000 Connect places 1,000 with places 5,000 or with principal arterials	Serve all traffic generating activities with an annual visitation $\geq 300,000$ if not served by a principal arterial	Maximum 30 miles	1. Alternative population connection 2. Major river crossing/restrictive topography 3. topography
Major Collector	> 500 (> 2,000)	Connect places 1,000 with other places 1,000 Connect places 500 with places 1,000 or higher function route Connect places 500 with other places 500 or higher function route Connect places 100 with places 500 or higher function route	Land use service index $\geq 16$ Provides access to smaller attractions (i.e., airports, schools, factories, parks, etc.)	Maximum 10 miles	1. Alternative population connection 2. Major river crossing 3. Restrictive topography 4. Interchange with freeway 5. Parallel to a principal arterial
Minor Collector	>200 (>800)	Connect places 100 with other places 100 Connect places 50 with places 100 or higher function route	Land use service index $\geq 8$ serves same type of attractions as major collector	Maximum 10 miles	1. Alternative population connection 2. Major river crossing 3. Restrictive topography 4. Interchange with freeway 5. Parallel to a principal arterial

Source: Wisconsin Department of Transportation, *Wisconsin Administrative Code, Chapter Trans 76*, 1984; and Bay-Lake Regional Planning Commission, 1998.

In the town of Maple Valley, CTH A, CTH G, CTH V, CTH M, and CTH Z are classified as “collector roads”. There are 19.6 Miles of county trunk highway in the town classified as collector roads which is approximately 31.5 percent of the town’s total road system.

**Local Roads**

The primary and most important function of local roads is to provide direct access to land adjacent to the road. Local roads are constructed to serve individual parcels of land and properties. They also tend to serve the ends of most trips within the rural area. All roads that are not classified as arterial or collector facilities within the town are classified as local roads.

Table 5.2: Total Mileage and Percent of Total Road Mileage by Function, Town of Maple Valley, 2001

Road Function	Miles	Percent
State Trunk Highways	6.60	10.40%
County Trunk Highways	19.96	31.50%
Town (Local) Roads	36.78	58.10%
Total	63.34	100.00%

Source: Wisconsin Department of Transportation, *Town Plat Record*, 2000; Bay-Lake Regional Planning Commission, 2001.

Local roads should be designed to move traffic from an individual lot (more often than not, a person's home, cottage or farm) to collector roads that in turn serve areas of business, commerce and employment. Local roads should not be designed or located in such a manner that they would or might be utilized by through traffic. In total, there are 36.78 miles<sup>1</sup> of local roads under the jurisdiction of the town.

**Local Mileage Certification**

Each local government that increased or decreased the mileage of its roads and streets is required to file a certified plat with DOT by December 15 of each year. Local governments that have no changes in total local road miles are required to file a certified plat or a certified statement that no mileage statements have occurred. In addition, beginning in 2001, the town is required to provide WisDOT with a numeric based evaluation of the pavement condition of each segment of town road within their jurisdiction.

**Traffic Counts**

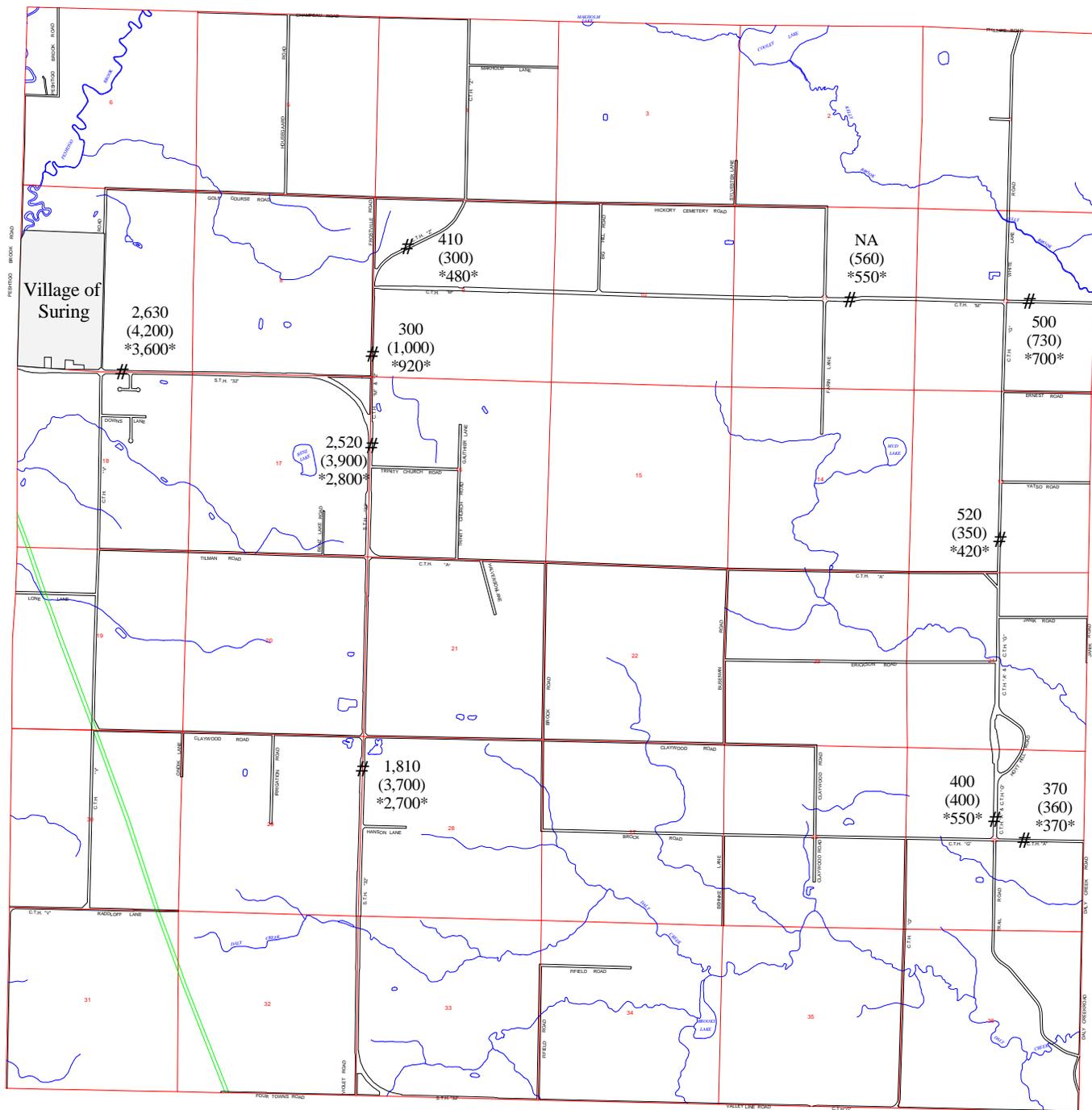
An analysis of past and present traffic volumes is beneficial in determining the traffic conditions in a community. Traffic volumes are usually presented as an Annual Average Daily Traffic (AADT) figure, and are calculated for a particular intersection or stretch of roadway. The Wisconsin Department of Transportation, as part of its traffic count program, provides highway traffic volumes from selected roads for all state communities on a rotating basis, providing those counts for a community once every three years. For the town of Maple Valley, traffic volumes were last counted in 1998. Counts were also taken in 1995 and 1992. The average daily traffic volumes on principal and minor arterial roadways within the town for those years are listed in Table 5.3, and are shown on Map 5.2. The daily rural traffic counts are taken for 48 hours, and are reported as a 24-hour average weekday count for a specific data collection period.

# Annual Average Daily Traffic

Map 5.2

## Town of Maple Valley

Oconto County, Wisconsin



2000 0 2000 Feet

000 1992  
 (000) 1995  
 \*000\* 1998

Source: WisDOT 1992-1998;  
 Bay Lake Regional Planning  
 Commission, 2000.

Table 5.3: Annual Average Daily Traffic 1992, 1995, and 1998; Percent Change 1995 to 1998; and Peak Hourly Traffic Count, 1998, Town of Maple Valley

Highway	Counter Location	Annual Average Daily Traffic Volumes			Percent Change	Peak Hourly Traffic
		1992	1995	1998	1995 -1998	1998
STH 32	south of Claywood Rd.	1,810	3,700	2,700	-27.03	351
STH 32	south of CTH Z	2,520	3,900	2,800	-28.21	364
STH 32	east of v. Of Suring	2,630	4,200	3,600	-14.29	468
CTH A	east of CTH G	370	360	370	2.78	48.1
CTH G	north of CTH A	400	400	550	37.50	71.5
CTH G	west of CTH A	520	350	420	20.00	54.6
CTH M	north of Cemetery Rd.	na	560	550	-1.79	71.5
CTH M	east of CTH G	500	730	700	-4.11	91
CTH Z	north of STH 32	300	1,000	920	-8.00	119.6
CTH Z	north of CTH M	410	300	480	60.00	62.4

Source: Wisconsin Department of Transportation, *Wisconsin Highway Traffic Volume Data*, 1992, 1995, 1998; Bay-Lake Regional Planning Commission, 2001.

### Traffic Flow Capacity

The roads that serve the state, the region and the local community are designed and engineered to accommodate a maximum level of traffic. The maximum total capacity of a four-lane divided highway is 2,000 vehicles per hour - per lane; while the capacity for two-lane, two-way roads (such as STH 32, CTH A, CTH M, CTH Z, CTH V and CTH G) under ideal conditions is 2,000 vehicles per hour in both lanes, as determined by the Peak Hourly Traffic (PHT), regardless of traffic distribution by direction. The maximum capacity values given in Table 5.4 should be considered as the average maximum volume on various types of roads under ideal conditions.

Table 5.4: Uninterrupted Traffic Flow Capacities Under Ideal Conditions

Highway Type	Capacity Peak Hourly Traffic
Multi-Lane and Divided Highways	2,000 vehicles per lane
Two-Lane, Two-Way Highways	2,000 vehicles both lanes
Three-Lane, Two-Way Highways	4,000 vehicles both lanes

Source: Highway Capacity Manual, Highway Research Board of the Division of Engineering and Industrial Research, 1985; Bay-Lake Regional Planning Commission, 2001.

As the comparison of the recorded average annual daily traffic, peak hourly traffic and the traffic flow capacities indicate, at present, there are no roads or road segments located within the town that have approached or appear to be approaching the roads design capacity.

### Traffic Crashes

Vehicle crash reports, filed with the Oconto County Sheriff's Department and also with the Wisconsin Department of Transportation, provide the detail of the time, location, type and severity of the accident that has occurred. These reports are often excellent indicators of problems with road alignments, roadway construction, and geometric design of the road. The number, location and severity of accidents can often indicate problem areas (in terms of traffic safety) which may be alleviated through a variety of measures (see Table 5.5). Alterations in the

road geometry, enlargement of the intersection turning radii, and placement of more prominent signs, relocation of access drives and speed changes are just a few of the physical alterations and adjustments that can be made to make a specific intersection or area safer.

Table 5.5: Vehicle Crashes, Town of Maple Valley , 1998, 1999, 2000

Year	Fatalities	Crashes Resulting in Injuries	Property Damage
1998	0	2	9
1999	0	7	7
2000	1	3	10
Total	1	12	26

Source: Wisconsin Department of Transportation, 2000; Bay-Lake Regional Planning Commission, 2001.

The crash data are further delineated by non-intersection and intersection crashes and by highway jurisdiction (see Table 5.6). Non-intersection crashes typically include deer/vehicle crashes, vehicles leaving the road and sliding into a ditch, and a crash between a vehicle travelling on the roadway and another vehicle entering or exiting the roadway at a private property access. Intersection accidents are typically characterized by angle crashes, rear-end accidents and head-on crashes within the immediate area of a particular intersection. Intersection accidents often may be indicators of a problem with the sight triangle at the intersection (visibility), location of and visibility of signs, and/or the geometric configuration of the roadway itself.

Table 5.6: Intersection/Non-Intersection Crashes by Highway Jurisdiction, 1998, 1999, and 2000, Town of Maple Valley

Crash Location	Total Crashes	Intersection		Non-Intersection	
		Crashes	Percent	Crashes	Percent
State Highway 32	1	0	0.00	1	2.56
County Highways	15	4	10.25	11	28.22
Town Roads	23	4	10.25	19	48.72
Total	39	8	20.50	31	79.50

Source: Wisconsin Department of Transportation, 2001; Bay-Lake Regional Planning Commission, 2001.

Review of the “crash data” reported to WisDOT between 1998 and 2000 indicates that more than nearly 80 percent of all crashes reported were non-intersection crashes and that 58 percent of the non-intersection crashes were related to vehicle/deer and vehicles leaving the roadway and entering the ditch. Of the eight intersection crashes reported four occurred on roads intersecting with STH 32 (two of the crashes occurred at the CTH Z and STH 32 intersection) and four occurred at town roads intersecting with county trunk highways.

### Access Controls

Access management is a means to maintain the safe and efficient movement of traffic along arterial highways by controlling the number and location of intersecting roads and driveways. State statutes allow counties, cities and villages (through an adopted ordinance) to control access on county highways that have traffic counts in excess of 1,000 vehicles daily.

At this time, Oconto County does not have nor does it plan to adopt a Controlled Access Ordinance

## **EVALUATION OF CURRENT INTERNAL TRAFFIC CIRCULATION SYSTEM**

Traffic circulation within the town of Maple valley is generally served by a grid pattern road network serving agricultural and rural residential development. The town's traffic circulation system is somewhat influenced by water features and other natural resources resulting in numerous dead-end, single purpose roads.

There are 13 single purpose roads located within the town (roads that dead-end or terminate with cul-de-sacs). Roads that dead-end should be reviewed for accessibility improvements necessary for emergency equipment, snow plows and school buses.

The intersections of Violet Road and Four Towns Road with STH 32 are closely spaced (.20 miles), and are located on a somewhat sharp curve. Plans have already been initiated to remove Violet Road access to STH 32 to improve safety.

## **INVENTORY AND ANALYSIS OF APPLICABLE TRANSPORTATION PLANS AND PROGRAMS**

The following section of this chapter presents information on existing state, regional, county, and local transportation related plans that apply within the town.

### **Six-Year Highway Improvement Plan**

The Wisconsin Department of Transportation develops a *Six-Year Highway Improvement Plan* which addresses the *rehabilitation* of Wisconsin's state highways. Rehabilitation falls into three major categories (*resurfacing, reconditioning and reconstruction*) giving it the often used abbreviation 3-R Program.

*Resurfacing* entails provision of a new surface for a better ride and extended pavement life

*Reconditioning* entails addition of safety features such as wider lanes, or softening of curves and steep grades

*Reconstruction* entails complete replacement of worn roads including the road base and rebuilding roads to modern standards.

The State's plan indicates that STH 32 (from the city of Gillett to the village of Suring) will be reconditioned beginning in 2005.

### **State Airport Plans**

The Wisconsin State Airport System Plan 2020 (SASP 2020) provides a framework for the preservation and enhancement of the system of public-use airports adequate to meet current and future aviation needs of Wisconsin. The plan determines the number, location and type of aviation facilities required to adequately serve the state's aviation needs over a 21-year planning period, 2000 through 2020. The plan defines the State Airport System and establishes the current and future role of each airport in the system.

### **State Railroad Plan**

An update of the State Rail Plan is in progress. Although there are no rail lines currently operating within the town, the former C&NW rail line does traverse north to south through the

entire town. The state has and will continue to recommend that public ownership of the former right-of-way be maintained.

### **State, Regional and Local Bicycle Plans**

The *Wisconsin Bicycle Transportation Plan 2020* has as its two primary goals

- Increase levels of bicycling throughout Wisconsin, doubling the number of trips made by bicycles by the year 2010 (with additional increases achieved by 2020).
- Reduce crashes involving bicyclists and motor vehicles by at least 10% by the year 2010 (with additional increases achieved by 2020)

Recommended actions include 1) developing local bicycle transportation plans; 2) providing suitable space for bicyclists when designing roadway projects; 3) following accepted bikeway guidance and standards; and 4) routinely considering bicyclists when developing roadway projects.

There are no county or local bicycle plans currently addressing bicycling or bicycle facilities.

### **Funding The Town Road System**

The cost of constructing, maintaining and operating roads under local jurisdiction (town roads) is defrayed through the provision of General Transportation Aids (authorized in Section 86.30 of the Wisconsin Statutes). General Transportation Aids are distributed to all Wisconsin towns through a highway aids formula administered by the Wisconsin Department of Transportation. Under the formula, local aid is distributed either as a share of eligible highway-related expenditures incurred by the town or on a per-mile basis, whichever is higher.

Eligible expenditures generally include all road construction and maintenance within the right-of-way, as well as a percentage of eligible law enforcement, street lighting maintenance and construction, and storm sewer construction. The share of cost rate is determined by the available funding and the average costs reported by the town. The 2001 funding level has resulted in a share of cost percentage of 20.8 percent for towns. Each town's share of costs is determined by multiplying the six-year average costs by the percentage rate.

The 2001 flat rate has been set at \$1,740 per mile. Transportation Aids for towns, as well as all other local units of government and counties, are derived primarily from motor fuel taxes and vehicle registration fees

## **TRANSPORTATION RECOMMENDATIONS**

### **Internal Traffic Circulation**

As previously noted, the State's plan indicates that STH 32 (from the city of Gillett to the village of Suring) will be reconditioned beginning in 2005. *Reconditioning* entails addition of safety features such as wider lanes, or softening of curves and steep grades. Prior to initiation of the reconditioning project the town should work with WisDOT and the Oconto County Highway Commission to ensure that, if needed, safety improvements to STH 32 intersections with CTH A, CTH Z, CTH M, Valley Line Road, Trinity Church Road, and Claywood Road are addressed.

### **Initiate A Pavement Management Program**

Town roads are rehabilitated, repaired and maintained with funds provided by the State's Local Roads Program (LRP). This program provides each local unit of government in the state with financial support derived from state taxes on gasoline and other transportation/vehicle related surcharges for local road maintenance and repair.

It is recommended that a "pavement management" system be developed and utilized by the town. The system provides a detailed inventory and description of all roads within the town, provides a detailed surface condition survey of those roads, defines the goals and objectives of the town with respect to its road maintenance and repair, and establishes a long-term maintenance schedule which would prioritize the road maintenance and repair needs.

A pavement management program is simply a Capital Improvement Program geared specifically to the town's roads. The pavement management program provides the town with a detailed, defensible document, which will assist elected and appointed officials in making informed decisions regarding road maintenance and repair.

### **Employ Adequate Design Standards**

New highways and roads, in the optimum setting, should be designed for their projected and desired use. Design standards should be applied to all new construction and, where possible, existing roads which are to undergo major repair and reconstruction shall undergo this work according to the standards set forth in this plan and the subdivision ordinance.

In examining the design of town roads, the "road-scape" of these facilities also should be considered as well. The "road-scape" includes the area adjacent to the road and within the established right-of-way or the ditch that serves as a vegetative buffer between the road and the adjacent lots, a location for traffic signs and for utility lines.

### **Apply Traffic Considerations**

Traffic considerations which the town should take into account when planning for future development may include the following:

1. Adequate vehicular and pedestrian access should be provided to all parcels of land.
2. Local road systems should be designed to minimize through traffic movement.
3. The road pattern should minimize excessive travel.
4. A simple and comprehensible system of road names and house numbering should be provided.
5. Traffic generators located within new subdivisions (such as schools, churches and parks) should be considered in the local circulation pattern.
6. The planning and construction of local residential roads should clearly indicate their function.
7. The local roads should be designed for a relatively uniform and low volume of traffic.
8. Local roads should be designed to discourage excessive speeds.
9. Minimize intersections.
10. Devote a minimal but adequate amount of space to road uses.

11. Roads are a function of land use, and therefore should not unduly hinder the development of land.
12. Pedestrian and bicycle paths should be separated from vehicle paths where possible.

**Assess Special Transportation Needs**

Transportation services for elderly and disabled persons are provided by the county and by private nonprofit and for profit carriers. The town should play as active a role as possible in the support, development and maintenance of special transportation services for the elderly and disabled population of the town.

## **Chapter 6 - UTILITIES AND COMMUNITY FACILITIES**

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### **INTRODUCTION**

As part of the comprehensive planning program, the town of Maple Valley's utilities and community facilities were inventoried and evaluated as to their present condition and adequacy to meet the town's present and future needs. Data and information were obtained through discussions with town and county officials and their employees.

To maintain a quality level of public services, the town must upgrade and expand its existing facilities as its population increases. The recommendations contained in this section are based on general long-range planning considerations and should not be substituted for detailed architectural or engineering studies required before expending substantial community resources and undertaking specific public works projects.

### **SUMMARY AND IMPLICATIONS**

Due to the town of Maple Valley's rural nature, many of the services provided are located in other communities or are in cooperation with surrounding communities. Several of these services include: emergency services (police, fire, rescue), postal, library facilities, health care, etc.. Electric service for the town is provided by Wisconsin Public Service and Oconto Electric Cooperative. Natural gas services are also provided by Wisconsin Public Service. Residents in the town maintain individual wells for water, in addition to their septic systems or holding tanks. The town of Maple Valley is located within the School Districts of Suring and Gillett. The Oconto County Recreation Trail is an important recreational facility within the town. Maple Valley and its surrounding communities have many natural amenities that are currently utilized for recreation. It is recommended that the town cooperate with Oconto County and other adjacent communities, if the town would need to expand or develop additional recreational facilities for its residents and visitors.

As residential, commercial and industrial developments grow adjacent to the village of Suring, there may be a need to increase the number of services for those types of developments. In addition, the growth adjacent to the village may result in individuals beginning to move into more isolated areas of the town where services may be difficult to obtain. As a result, there will be an increasing need for additional services, and the town will need to consider future expansion and upgrading of its services and utilities.

### **UTILITY AND COMMUNITY FACILITY STRATEGY**

#### **Goal: Community Facilities**

To provide quality community services to all the residents of the town of Maple Valley and to provide for orderly development of the town through the planned development of public and community facilities.

#### ***Objective:***

1. To maintain and upgrade the town's community facilities and services for all residents.

***Policies:***

1. Improve the conditions and maintenance of the roads in the town of Maple Valley.
2. Ensure that the town continues to receive effective and efficient fire and emergency medical services.
3. Ensure adequate law enforcement services within the town.
4. To continue to provide adequate solid waste disposal services.
5. Maintain individual septic systems to protect the groundwater.

***Programs:***

1. Continue to work with Oconto County, the village of Suring and adjacent communities to provide the best level of police, fire and rescue services.
2. Develop a sub-committee that will explore other ways to improve town road conditions and road maintenance.

**Goal: Parks and Recreational Lands**

Ensure residents have safe recreational sites within the town that provides a number of activities.

***Objectives:***

1. Maintain existing recreational areas and plan for additional recreation within the town.

***Policies:***

1. The town should cooperate with the county and adjacent communities to consider the development of future recreational lands within the Maple Valley area.
2. The town needs to discuss future trailway development with residents as well as affected property owners.
3. Utilize the natural features for enhancing recreational opportunities within the town.
4. Use the town's official mapping powers to preserve areas designated for future park and recreational uses.
5. Consider access for the disabled, elderly and very young when planning, designing, and constructing all new recreation projects, including parking, trails, etc.

***Programs:***

1. Establish a sub-committee to work with the county and adjacent municipalities in identifying future recreational areas.
2. Work with adjoining towns to design interconnecting trailways.
3. Work with state agencies to ensure the segment of recreational trails that exist within the town remain in good condition.

4. Explore all available resources to further enhance the quality of the town's recreational systems.
5. Recognize the potential of public and private donations for funding park system improvements.

## **BOARDS AND COMMITTEES INVENTORY**

### **Maple Valley Town Board**

The Maple Valley Town Board members consist of the Town Chairperson and two Supervisors, along with the Clerk and the Treasurer. The Town Board should work for the benefit of the public, recognizing that public interests must be their prime concern.

### **Town of Maple Valley Comprehensive Plan Committee**

The town of Maple Valley Comprehensive Plan Committee contains approximately eight members. The Town Board established the Plan Committee to develop the town's first comprehensive plan.

## **PUBLIC FACILITIES INVENTORY AND ANALYSIS-LOCATION, USE AND CAPACITY**

### **Electric Service**

The town of Maple Valley is provided with electricity by Wisconsin Public Service and Oconto Electric Cooperative.

### **Wisconsin Public Service (WPS)**

WPS has one substation that serves the area, which is located off Hwy 32 north of the town of Mountain. Transmission lines provide 69 KV to the substation. The station then breaks down the electricity and disperses a voltage capacity of 24.94 KV to the many customers within the town. The current system is believed to be adequate at this time. However, if a large business was to move into the area, an upgrade in voltage capacity may be needed.

### **Oconto Electric Cooperative (OEC)**

OEC is an electric utility in northeast Wisconsin, serving power to rural Oconto, Marinette and Shawano counties and part of the Menominee Reservation. Overall, OEC serves approximately 8,500 members with over 1,276 miles of distribution line. A portion of the town of Maple Valley is provided electricity by OEC from the LB substation located on Balcolm Lake Road in the town of Oconto Falls and the Underhill substation located on Fust Road in the town of Underhill. The electricity is transmitted from the Pioneer station, located between the communities of Abrams and Stiles, to the surrounding substations. Presently, transmission lines provide approximately 34.5 KV. Currently, 1,800-2,000 customers are provided electricity by OEC in portions of Maple Valley and the surrounding area. The current system servicing the town is believed to be adequate at this time.

### **Natural Gas**

Natural gas is provided to portions of Maple Valley by Wisconsin Public Service (WPS). There is one substation in the town located on STH 32. The substation has four inch steel pipe with a pressure of 60 pounds and is considered more than adequate to serve the needs of the residents in the area. However, an upgrade may be needed if a large industry were to build within the town, or in nearby Suring.

### **Public Water System**

The town of Maple Valley does not have a public water system. Residents in the town have individual wells that are owned and maintained by the property owner. However, there are several town residents that do receive public water from the village of Suring. Currently the town has no plans to develop a public water system.

### **Sanitary Sewer Service**

The town of Maple Valley currently does not have a sanitary sewer system. Property owners within the town are responsible for owning and maintaining individual septic systems and holding tanks. However, the Kelly Lake Sanitary District exists in the northeastern portion of the town serving those residents around Kelly Lake, which is located in the adjacent town of Spruce.

### **Storm Sewer System**

The town of Maple Valley allows stormwater to drain through a series of ditches and culverts along the town roads. There are no plans to add a storm sewer system to the town.

### **Solid Waste and Recycling Facilities**

Solid waste disposal in the town of Maple Valley is provided by Waste Management Incorporated which transports the solid waste to the Marinette County landfill. The town of Maple Valley does not have curbside pickup of recyclables, but it does contain a recycling center located in the center of the town on Brock Road. The drop-off site is open every Saturday. Paper, cardboard, plastic, tin cans, aluminum, waste oil, batteries, scrap metal and other miscellaneous items are collected. A Goodwill Shed is also located at the drop-off site. There are no future plans to change the solid waste or recycling services provided within the next 10 to 20 years.

### **Telecommunications Facilities**

The town of Maple Valley has telephone service provided by CenturyTel, which has a switching building located on Mill Street in Suring. Fiber optics are also available to some portions of the town of Maple Valley. Cable television is provided by Howard Cable, along with various satellite dish providers.

## **COMMUNITY FACILITIES INVENTORY AND ASSESSMENT LOCATION, USE AND CAPACITY**

### **Municipal Building**

The Maple Valley town hall is located at the corner of CTH Z and CTH M. Purchased in 1978, the facility has two large meeting rooms, a bathroom and a kitchen area. There is also a small playground facility that is located in close proximity to the town hall. The halls are utilized for

elections, community meetings and general events. The structure is handicapped accessible and the parking at the facility is thought to be adequate. The facility is thought to be adequate for its current use and there are no future improvement plans for the facility in the next 10 to 20 years.

### **Road and Other Maintenance**

The everyday maintenance of roads within the town is performed by the Oconto County Highway Department. The county shop is located at the intersection of STH 32 and CTH Z. Other facilities in the community are maintained by the town of Maple Valley.

### **Postal Services**

The majority of the postal services in the town of Maple Valley are provided by the village of Suring post office facility, located at 507 East Main Street. The 2,600 square foot structure was constructed in 1990 and contains ample parking facilities. The Post Office is open Monday through Friday from 8:30 a.m. to 5:00 p.m., and Saturday from 8:30 a.m. to 10:00 a.m. The building is also in compliance with the Americans with Disabilities Act. Additional postal services for the town of Maple Valley are provided by the Gillett and Lena Post Offices.

### **Cemeteries**

Currently there are four cemeteries that serve the town of Maple Valley. They are the Maple Valley Lutheran Cemetery, Hickory Cemetery, Frostville Cemetery, and the Community Church Cemetery. It is believed that the cemetery facilities in the town are adequate for the planning period.

### **Police Station**

Police protection for the town of Maple Valley is provided by the Oconto County Sheriffs Department. The Oconto County Sheriff's Department is located in the city of Oconto. The Sheriff's Department has a staff of 23 officers along with 27 patrol vehicles. The Department also has a 32-foot trailer that serves as a mobile command center. There is an enhanced 911 system that rings through the department. Special patrol units in the department include an ATV patrol, snowmobile patrol, and two K-9 units. Currently the police protection is believed to be adequate for the town of Maple Valley. Future improvement plans for the department in the next ten to twenty years include construction of a new jail where the 911 system and Sheriff's Department may be located.

In addition, the Suring Police Department assists with police protection for the town by taking part in Oconto County's 911 system for emergencies. Although there are no known mutual assistance agreements in place between the village of Suring, Maple Valley or Oconto County.

## **Fire Station**

Fire protection for the town of Maple Valley is provided by the Suring Fire Department. Located on East Main Street in the village of Suring, the department consists of 38 volunteers for fire protection. Fire services are accessed by calling the 911 system, which in turn pages the volunteers. The department owns the following major equipment:

- 1999 American LaFrance Eagle Pumper, 1,750 g.p.m.
- 1981 Ford Pumper 1,000 g.p.m.
- 1971 IH 1,500 gallon pumper
- 1980 IH 1,850 gallon pumper
- 1978 Chevrolet equipment van
- 1989 One ton 4x4 brush unit
- 1955 Pirsch pumper ladder truck

In addition to the vehicles listed, the fire department also has special equipment such as a thermal image camera, water backpacks for grass fires, and foam for oil fires. The current fire rating for the town of Maple Valley is nine. Presently, the town of Maple Valley's fire services are seen less than adequate for the community. Concerns include the need for more water sources in the town, and the water tower located on the west side of the township. Improvements within the next 10 to 20 years include getting more dry fire hydrants located in the far end of the town or in other good locations so they can be accessed in a reasonable amount of time.

## **Insurance Service Office (ISO) Grading**

The adequacy of fire protection within the township is evaluated by the Insurance Service Office (ISO) through the use of the *Grading Schedule for Municipal Fire Protection*. The schedule provides criteria to be used by insurance grading engineers in classifying the fire defenses and physical conditions of municipalities. Gradings obtained under the schedule are used throughout the United States in establishing base rates for fire insurance. While ISO does not presume to dictate the level of fire protection services that should be provided, it generally contains serious deficiencies found, and over the years has been accepted as a guide by many municipal officials in planning improvements to their fire fighting services.

The grading is obtained by ISO by its Municipal Survey Office based upon their analysis of several components of fire protection including:

- Fire department equipment
- Alarm systems
- Water supply system
- Fire prevention programs
- Building construction
- Distance of potential hazard areas from a fire station

In rating a community, total deficiency points in the areas of evaluation are used to assign a numerical rating of one to ten, with one representing the best protection and ten representing an unprotected community. In 2000, the town of Maple Valley was rated nine by the ISO. By

comparison, the town of Gillett received an eight, and the towns of Underhill and Oconto Falls received a rating of a nine. Table 6.1 illustrates these ratings.

Table 6.1: ISO Fire Protection Ratings, 2000

Municipality	Fire Protection Rating
Town of Maple Valley	9
Town of Gillett	8
Town of Underhill	9
Town of Oconto Falls	9

Source: ISO Commercial Risk Service Inc. 2001; and Bay-Lake Regional Planning Commission, 2001.

### Future Growth Considerations

As a community grows, the need for adequate fire protection increases. Normally, newly developing residential and commercial areas are located further from the existing fire protection facilities, thereby increasing response times. A plan for the installation of new facilities should be determined prior to this growth. Property location/acquisition and water system improvements can be determined utilizing the Official Mapping and Capital Improvement Program procedures.

The location of a new fire protection facility can be based on several aspects. The rule utilized by the National Board of Underwriters recommends a maximum four-mile radius for service to a fire district, but different standards exist. The fire protection facility needs in the town of Maple Valley can be evaluated with the standards given in Table 6.2. The current location of the town’s fire services is a reasonable site based on the town’s recommended land use plan for future development. However, it is recommended that the town address the concerns of additional hydrants needed in the far reaches of the town.

Table 6.2: Recommended Distribution Standards for Fire Protection

Type of Land Use	Suggested Service Radius	
	Engine or Pumper Company	Ladder Company
Commercial/Industrial	.75-1.0 miles	1.0 miles
Medium/High Density Residential (<100 ft between structures)	2.0 miles	3.0 miles
Scattered Residential (>100 ft between structures)	4.0 miles	4.0 miles

Source: Small Town Planning Handbook, American Planning Assoc., 1988; and Bay-Lake Regional Planning Commission, 1999.

## **Emergency Services**

Ambulance services for the town of Maple Valley are provided by the Gillett Joint Ambulance and the Gillett Area Ambulance.

The Gillett Joint Ambulance, established in 1981, is a municipal ambulance service that provides the town of Maple Valley with emergency services. This service is owned by the city of Gillett and the towns of Maple Valley, Green Valley, Underhill, and How. The facility is located in the city of Gillett. This volunteer organization, consisting of 6 EMT's, 4 drivers and a manager, serves the city of Gillett, the towns of Maple Valley, How, Underhill, and Green Valley, and the surrounding area. The emergency calls are handled through Oconto County's 911 system. Currently, the types of equipment the Gillett Joint Ambulance possesses includes two Type 3 ambulances, Jaws of Life equipment, defibrillator, and other usual rescue equipment and supplies. At this time, the level of emergency service and equipment are felt to be adequate for the community. No major improvements are planned for the facility or the services within the next ten to twenty years.

The Gillett Area Ambulance, established in 1973, is a private non-profit ambulance service that is housed in two locations. One vehicle is located in the city of Gillett and the other can be found in the village of Suring. This volunteer organization, consisting of 20 EMT's, 4 First Responders and 5 drivers, serves the towns of Gillett and Breed, the village of Suring, and the surrounding area. The emergency calls are handled through Oconto County's 911 system. The ambulance service also provides backup to fire calls and non-emergency patient transports from nursing homes to clinics and hospitals. Currently, the types of equipment the Gillett Area Ambulance Service possesses includes two ambulances, Jaws of Life equipment, two defibrillators, and other usual rescue equipment and supplies. At this time, the level of emergency medical service and equipment are felt to be adequate for the town. No major improvements are planned for the emergency services within the next ten to twenty years.

## **Library**

There is no public library located in the town of Maple Valley. The nearest library facility is the Suring Area Public Library located on Main Street in the village of Suring. The structure is maintained by the towns of Maple Valley, How, Breed, Bagley, and the village of Suring. These municipalities own the contents of the library, but the building is owned by Krist Oil. The library is open year round, 30 hours per week with the following hours:

Mon. and Wed.	10 AM-6 PM
Tues., Thurs., Friday	1 PM-5 PM
Saturday:	10 AM-12 PM

There is one librarian and one support staff working at the library, with the facility's average monthly circulation at approximately 1,560 volumes per month.. The library is not handicapped accessible, has a lack of space, a lack of safe parking, and there are concerns about the landlord's commitment to renting the space to the library. Future improvement plans include constructing and owning an updated facility with adequate space.

## **Schools**

The town of Maple Valley is located within the Suring and Gillett school districts. The Suring Schools, located within the village of Suring, educate grades K-12 and have a current student enrollment of 650. St. John's school (K-8) also exists within Suring and has a current enrollment of 60 students. Currently, the Suring School Board is considering if it should build a new K-6 elementary school located between Suring and Mountain within the next 10 to 20 years, and deciding whether or not to close the Mountain site and move all the students to the Suring School. It is believed that the Mountain School would require a large investment to bring the building up to code.

The Gillett School District makes up the southern half of the town of Maple Valley. The school facilities are located within the city of Gillett, educate grades PreK-12 and has a current student enrollment of 844. The school facilities are thought to be adequate with no major improvements planned within the next 10 to 20 years.

## **Child Care Facilities**

There are two licensed child care facilities that provide the town of Maple Valley with child care services. Sunshine Child Care, located in the city of Gillett, is licensed for 35 children, and Suring Child Center Inc., located in the village of Suring is licensed for 40 children. Currently there are waiting lists for more children to be enrolled at both facilities. For this reason it is felt the facilities are not adequate enough to serve the area. Future improvement plans are underway for a larger facility in Gillett with room for expansion.

## **Health Care Facilities**

There are no existing hospital facilities within the town of Maple Valley. Town residents have access to hospital and medical facilities located in the surrounding communities of Oconto Falls (Community Memorial Hospital), Gillett (Thedacare Physicians-Gillett Family Medicine Clinic, and the Primary Care Clinic), and Suring (Artwich Clinic). These facilities provide 24 hour physicians, emergency services, inpatient/outpatient services, and obstetrical services. Hospital facilities also exist in nearby Green Bay, Shawano and Marinette. The nearest dental facilities can be found in the communities of Gillett and Oconto Falls. Currently, the town does not have any future improvement plans for health care facilities.

## **OUTDOOR RECREATION INVENTORY**

### **Community Owned Sites**

The town of Maple Valley currently does not maintain any public parks.

### **National, State and County Facilities**

#### **Oconto County Recreation Trail**

The Oconto County Recreation Trail is an abandoned railroad right of way that extends from Gillett north to Townsend. The trail runs through the southwest corner of the town and provides views of farmland, wetlands, and forested areas. The trail can be used for hiking, biking, horseback riding and ATV's. However, only hiking, biking, and horseback riding are

recommended on the trail north of Gillett in the non-winter months and snowmobiling during the winter.

### **Other Recreation Facilities**

The Suring Elementary & High School located in the northern portion of the village of Suring contains a playground for both its students and residents within the area. The area contains various recreational facilities and equipment. In addition to the school facilities, several communities adjacent to Maple Valley also offer many recreational opportunities for residents and visitors of the area.

### **Riverside Memorial Park (Suring)**

This two acre park is owned by the community and contains picnic tables, grills, a boat ramp, playground area and drinking water. This is a day use only park.

### **Holt Park (Spruce)**

Holt Park is a public campground owned by the community located adjacent to Kelly Lake. The campground contains 50 sites and makes up approximately 11 acres of land. This park contains the majority of the elements needed for camping.

### **Kelly Lake (Spruce)**

Kelly Lake is a 361 acre lake located in the town of Spruce. The lake has a maximum depth of 41 feet and provides opportunities for fishing, swimming, etc. The lake has many boat launches, a beach area, and a campground (Holt Park).

### **Golf Courses**

There are several golf courses in the communities surrounding the town of Maple Valley. Cathedral Pines Golf Course located in the village of Suring (18 holes), the River Island Golf Course which is located in Oconto Falls (9 holes) and the Parkway Golf Course located in the town of Brazeau.

## **UTILITY AND COMMUNITY FACILITY RECOMMENDATIONS**

- Continue to invest in new public works equipment to adequately and economically perform required duties.
- Continually monitor resident satisfaction of private waste haulers
- Continually monitor resident satisfaction with the Recycling Center in the town.
- Continually monitor fire protection, ambulance and police protection equipment to provide adequate and cost effective emergency services to the community.
- Promote continued cooperation and communication between the Gillett and Suring school districts and Town Board to collectively provide for quality educational opportunities.
- Work with Oconto County, village of Suring and adjacent municipalities to identify specific needs and improvements for local parks.

## **Chapter 7 - INTERGOVERNMENTAL COOPERATION**

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### **INTRODUCTION**

The town of Maple Valley's relationship with neighboring communities and school districts can impact town residents in terms of planning, the provision of services, and siting of public facilities. An examination of these relationships and the identification of existing or potential conflicts can help the Town address these situations in a productive manner.

### **INTERGOVERNMENTAL COOPERATION STRATEGY**

#### ***Goal:***

Promote cooperation between the town of Maple Valley and any other governmental agency that makes decisions impacting the town.

#### ***Objectives:***

1. Coordination and sharing of community facilities and services whenever possible.
2. Coordination with adjacent communities on future planning projects to maintain the rural character of the surrounding area.

#### ***Policies:***

1. Work with neighboring communities to discuss any unique natural features and other land uses which lie across township lines.
2. Explore the possibility of jointly developing and managing future recreational facilities.
3. Work with surrounding municipalities to address possible boundary issues to minimize conflicts.

#### ***Programs:***

1. Promote cooperation and coordination with Oconto County regarding any county plans.
2. Work with the DNR, Army Corps of Engineers and the Environmental Protection Agency to insure compliance with water quality regulations.
3. Continue to work with the Bay-Lake Regional Planning Commission or other planning agencies on town planning activities, and county and/or regional planning activities.
4. The Town Plan Commission or Town Board should be aware of any planning activities that may impact the town of Maple Valley.

## **EXISTING ACTIVITIES**

### **Adjacent Governmental Units**

The town of Maple Valley shares borders with nine other municipalities. The municipalities include the towns of How, Gillett, Spruce, Oconto Falls, Underhill, Bagley, Brazeau and Breed. The village of Suring is also located on the western edge of the town of Maple Valley.

#### ***Relationship***

The town of Maple Valley has a good working relationship with the surrounding towns. Since towns are not incorporated they cannot annex land. Therefore, the borders between the town of Maple Valley and adjacent towns are fixed and boundary disputes are virtually nonexistent. There is cooperation with several of the adjacent communities in regards to the provision of public services such as emergency services (fire, ambulance, etc.).

The town of Maple Valley and the village of Suring have a relationship that is best described as limited. Periodic conflicts do occur, and efforts have been made to better the cooperation between the two municipalities on land use issues. The village of Suring, being an incorporated municipality, also has the power to annex land from the town.

#### ***Siting Public Facilities***

Maple Valley shares several facilities with neighboring communities. The Gillett Joint Ambulance, which is owned by Maple Valley and other communities, has a facility located in the city of Gillett. Also, the Gillett Area Ambulance, which serves Maple Valley and other surrounding communities, has facilities in the city of Gillett and the village of Suring. The library facility is located in the village of Suring. Child care services are located within the city of Gillett and the village of Suring. Currently, the town of Maple Valley has no plans to jointly site any public facility with another governmental unit.

#### ***Sharing Public Services***

Currently the town of Maple Valley has several intergovernmental agreements with neighboring communities in regards to public services. The town has an agreement with the Suring Fire Department to provide the town with fire services. Maple Valley's ambulance services are shared with the towns of Green Valley, Underhill, How, the city of Gillett, and the village of Suring. The library facility located in village of Suring is maintained by the towns of Maple Valley, How, Breed, Bagley and the village of Suring. Law enforcement is provided by the Oconto County Sheriffs Department. The town also has agreements with Oconto and Marinette Counties regarding solid waste and recycling services.

### **School District**

The town of Maple Valley is located within the Suring and Gillett School Districts.

#### ***Relationship***

The town of Maple Valley's relationship with the School Districts is best described as limited. The School Districts tend to operate rather independently and interaction with the Town tends to be minimal.

### ***Siting School Facilities***

The siting of new school facilities is mainly conducted by the School Districts. The town has historically had little input into the location of new school facilities. However, as both Districts continue to discuss facility improvements, the town may want to become more involved to ensure that the goals and objectives of this plan can be met.

### ***Sharing School Facilities***

The town has no formal agreement with the School Districts for shared use of the schools facilities. However, the schools outdoor recreational facilities provide opportunities to residents of the town.

### **County**

The town of Maple Valley is located in Oconto County and therefore the county has some jurisdiction within the town. In particular, the county has jurisdiction in the town over zoning, land divisions, on-site sanitary systems, etc. The town and County continue to maintain open communication with each other in order to build a good working relationship of both general agreement and respect.

### **Region**

The town of Maple Valley is located in Oconto County, which is located in the northeast region of the State of Wisconsin. Oconto County is a member of the Bay-Lake Regional Planning Commission (BLRPC) which is the regional entity that the town is involved with. The BLRPC has a number of programs and plans in place covering natural resources, population projections, community plans, transportation plans, bike plans, etc.

### **State**

The town's relationship with the State of Wisconsin is one which deals mainly with issues related to transportation (WisDOT) and natural resources (WDNR).

### **INVENTORY OF PLANS AND AGREEMENTS UNDER S. 66.0307, S. 66.0301 OR S. 66.0309**

State Statutes 66.0307 and 66.0301 allow municipalities to enter into agreements regarding the location of municipal boundaries. The Cooperative Boundary Plan is any combination of cities, villages, and towns that may determine the boundary lines between themselves under a cooperative plan approved by the DOA. The cooperative plan must be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the territory covered by the plan which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity or general welfare. Cooperative boundary plans cover at least a 10-year period. Additionally, Cooperative boundary agreements are a tool that could also be used for service sharing between local units of government.

The majority of Municipal Boundary Plans or Agreements are conducted between a town and a city or village. However, in order to promote harmonious development in the area, the town may

want to discuss Boundary Agreements with adjacent municipalities in the future. Currently, the town of Maple Valley has not entered into a boundary agreement with any municipality.

### **Extra-territorial subdivision regulation**

State Statutes allow an incorporated village or city to extend Extra Territorial Plat review over surrounding unincorporated areas. The extra territorial area extends for 1.5 miles for villages and cities under 10,000 people, cities over 10,000 the area extends to 3 miles. In the town of Maple Valley, the village of Suring has extra territorial jurisdiction within the Town. The village currently has a population of less than 10,000 (605) and has a right to exercise extra territorial plat review jurisdictions and thereby influence the division of land within 1.5 miles of its border with the Town.

### **Extra-territorial Zoning**

State Statutes allow an incorporated village or city to extend Extra Territorial Zoning over surrounding unincorporated areas. The extra territorial area extends for 1.5 miles for villages and cities under 10,000 people, cities over 10,000 the area extends to 3 miles, however the entire jurisdiction does not need to be included in the zoning. Extra Territorial Zoning requires a joint effort between the town and the city or village to develop a plan for the area to be zoned. The extra-territorial zoning is then established according to the developed plan. Extra territorial zoning is not currently being administered in the town of Maple Valley.

### **INVENTORY OF EXISTING OR POTENTIAL CONFLICTS**

On May 16, 2001, the town of Maple Valley participated in a nominal group process held at the Gillett Town Hall with surrounding municipalities, school districts, WDNR, WisDOT, etc. to identify existing or potential conflicts in and around the area. Participants generated conflicts or issues and voted on the issues to reveal the top five conflicts facing the town and surrounding areas. Of the issues discussed, developing plans that balance agricultural, manufacturing, recreational, and residential land uses was the top issue, along with the protection of ground water. Overall the majority of the comments illustrated a strong interest in two major areas:

1. Balancing individual property rights and community interests
2. Protection of water resources

A complete listing of the issues discussed, and the attendance list from the workshop can be found in Appendix D.

### **PROPOSED CONFLICT RESOLUTION PROCESS**

After the participating individuals identified the existing or potential concerns, they also began to generate a list of possible solutions to address the issues mentioned at the nominal group session. The following ideas were developed by reviewing the list of concerns and issues, and then “brainstorming” for possible solutions.

### **Possible Conflict Resolutions**

- More meetings among governmental units on specific issues.
- Educate citizens on land use planning utilizing the newspapers and quarterly newsletters
- Establish a process in the comprehensive plan for facilitating intergovernmental cooperation
- Help in determining the costs of growth
- Work with the county to improve zoning

### **SUMMARY AND CONCLUSIONS**

In general, the identification workshop could be characterized as successful given the large number of attendees and the fact that all participated in the process. Issues were identified and alternative solutions to resolve conflicts were generated. Because of the high turnout by surrounding communities, the issues were mostly of regional concern. However, this was fairly consistent and helped reinforce the issues and concerns generated by the Town Plan Committee early in the planning process.

It is anticipated that the intergovernmental cooperation meeting and this summary could serve as the starting point for future collaborative planning efforts in and around the town of Maple Valley. This plan recommends that the town pursue the above solutions as well as expand upon them.

## Chapter 8 - LAND USE

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### **INTRODUCTION**

This chapter presents information on the current land use and land use ordinances within the town of Maple Valley, Oconto County, Wisconsin. A complete land use inventory was done by the Commission in the Spring of 2001. In addition, a projection of future land use demands based upon population projections, discussions on land-use issues and land-use controls are included.

### **LAND USE STRATEGY**

#### ***Goal:***

Utilize the town's General Plan Design to promote future development that will meet the needs of the town while protecting and enhancing its visual character, promoting environmental protection, conserving natural resources, meeting the needs of social and economic forces, providing for adequate services and facilities, and ensuring compatibility of future land uses.

#### ***Objectives:***

1. Ensure that growth and development occurs in a planned and coordinated manner that will maintain or improve the quality of life associated with rural character for both existing and future residents.
2. Provide for a variety of quality housing opportunities for all segments of the town's population in such a way that minimizes the adverse environmental impacts and efficiently provides adequate public services.
3. Encourage harmonious and well-planned commercial/industrial development which will serve the needs of the town and area residents, and the specialized needs of the rural area.
4. Encourage preservation of water resources, unique open spaces, and other cultural and natural resources.

#### ***Policies:***

1. Utilize the Comprehensive Plan as an illustration of the town's development policy.
2. Work with Oconto County towards updating the county zoning ordinance, map and subdivision ordinance to be consistent with the Comprehensive Plan.
3. Provide orderly development to allow for proper distribution of community services.
4. Discourage future residential developments near established agricultural facilities in order to minimize conflicts.
5. Identify prime agricultural lands before changing the zoning to non-agricultural uses.
6. Establish a set of design standards to be followed by developers in planning their projects.

7. Encourage small commercial and retail business activity to locate within or immediately adjacent to the village of Suring along STH 32.
8. To cooperate with Oconto County and the village of Suring to develop an industrial park.
9. Promote residential subdivisions that relate to natural and cultural features, over those that do not.
10. To discourage development within regulated environmental corridors.
11. To preserve buildings (churches, historic homes and buildings), structures (out buildings, bridges, etc.) and other landscape features (cemeteries, fence lines, etc.) that are the town's cultural history.
12. To address large scale farming operations and their possible impacts.

***Program:***

The Town Plan Commission has the responsibility to review and update the General Plan Design to ensure it continues to meet the stated goals and objectives stated above as well as those stated goals and objectives outlined in previous elements of the plan.

**INVENTORY OF EXISTING LAND USE CONTROLS**

This section inventories and discusses the land use controls, whether they be state, county or local, that currently exist within the town of Maple Valley, which may affect or restrict the use of land for specific purposes. These controls should be reviewed periodically to make sure that they assist in implementing the general plan design for future development within the town.

**Existing Comprehensive Plans**

This will be the first Comprehensive Plan for the town of Maple Valley. Several surrounding communities have completed plans, or are in the process of developing a plan. The village of Suring completed a land use plan in 1999. The towns of Gillett, Underhill and How are currently in progress with their plans. These plans should be referenced to gather ideas as to how surrounding communities are progressing with “smart growth”, and to avoid any conflicts in future land use decisions.

**Farmland Preservation Plan**

The Oconto County Farmland Preservation Plan, published in May, 1985 by the Bay-Lake Regional Planning Commission, identifies areas which are of prime agricultural importance for which the owners may partake in allowable tax credits under the Farmland Preservation Program. The overall goal of the Oconto County Farmland Preservation Plan is stated as, “...to preserve productive and potentially productive agricultural land, forest land, and environmentally significant areas, while providing for well planned urban growth that is compatible with the agricultural, recreational and natural resources of the county.” Farmland Preservation Categories which are available for the tax credit include, and are shown on Map 8.1.

### **Agricultural Preservation Areas**

Areas that are currently cultivated (in agricultural use) that are part or wholly consist of 100 contiguous acres at a minimum. This definition is intended to include all types of farmland and agricultural uses in order to provide the option of participating in the preservation program to the greatest number of farmers as possible. Farmers in agricultural preservation areas are eligible to sign contracts for 10 to 20 years. Within the town of Maple Valley, 19,077 acres of land, or 84 percent of the town is in agricultural preservation areas.

### **Transitional Areas**

Transitional areas are those areas that are currently in agricultural use, but in the short-term are expected to convert to non-farm uses, such as residential, commercial or industrial uses. Transitional areas include incorporated areas in agricultural use and areas around developed unincorporated areas that are serviced by existing roads and public services. Transitional areas must be a minimum of 35 acres in size. Farmers whose lands are in a transitional areas may sign a contract agreeing not to develop their lands for a period of five to twenty years. The town of Maple Valley does not have any land designated as transitional areas.

### **Environmental Areas**

The following areas are considered to be environmental areas: wetlands, woodlands, cultural, historic, or archaeological sites, the 100 year floodplain, public lands, lakes, rivers, and streams. Environmental areas are eligible for Wisconsin Farmland Preservation tax credits if the cultivated area of the farm unit, of which they must be a part of, are eligible for a tax credit. Approximately seven percent (1,657 acres) of the town of Maple Valley is within an area classified as environmental.

### **Excluded Areas**

Excluded areas are considered ineligible for the Wisconsin Farmland Preservation Program. They include airports, landfills, quarries, developed incorporated and unincorporated areas, platted subdivisions, quasi-public lands (gun clubs, golf courses, etc.) cemeteries, transitional areas under 35 acres, all ten acre or larger non-agricultural related uses, and all land zoned for non-agricultural use. Excluded areas in the town total 1,883 acres of land, or approximately eight percent of the total town area. Several excluded areas are located adjacent to the village of Suring, and others are scattered throughout the rest of the town.

### **Zoning Ordinances**

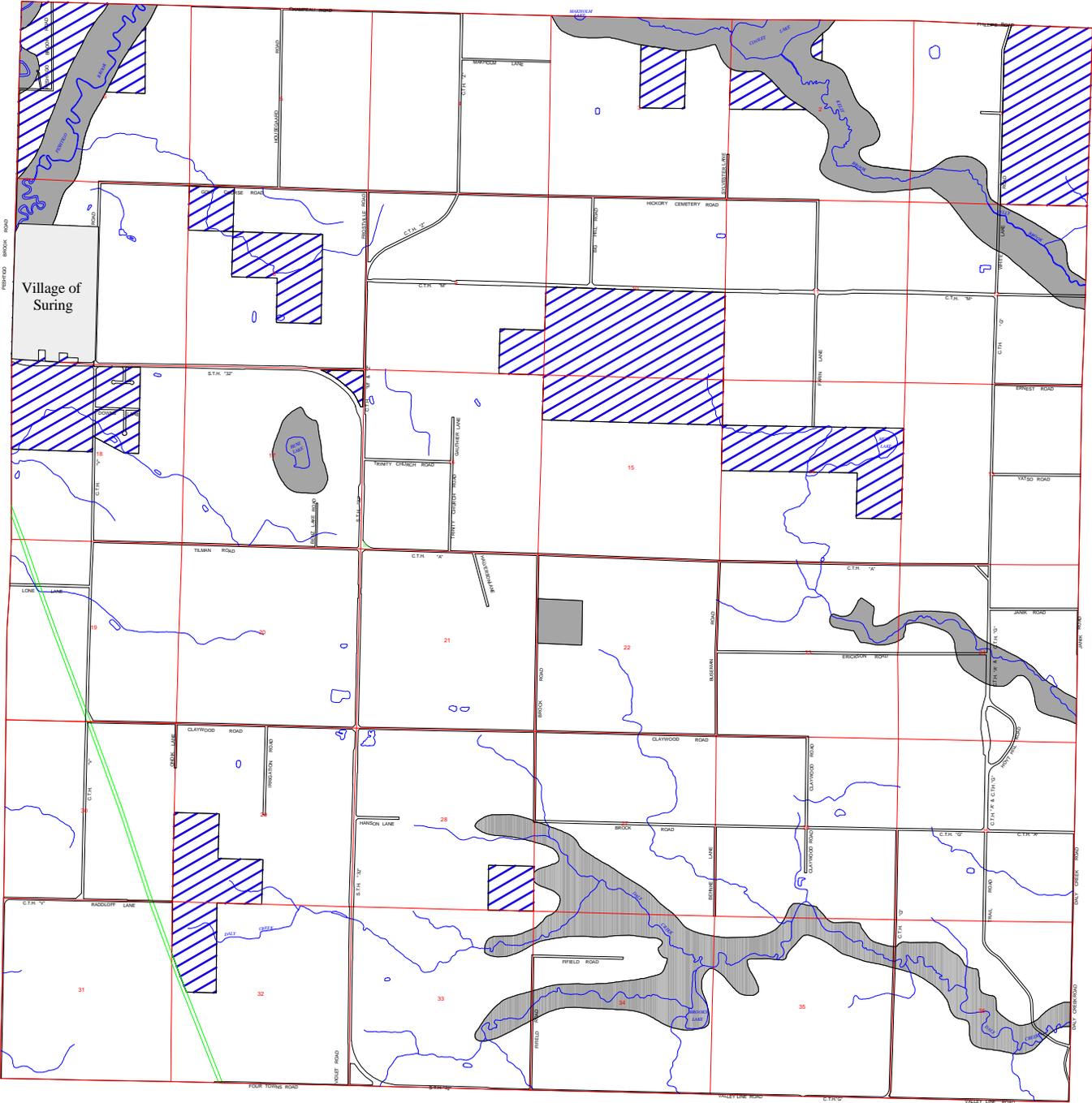
The town of Maple Valley does not have a zoning ordinance of its own. Rather, it falls under the jurisdiction of the Oconto County Zoning Ordinance which is set forth in Chapter 14 of the Oconto County Code of Ordinances. The purpose of the ordinance is to promote the health, safety, morals, prosperity, aesthetics, and general welfare of the County. In order to accomplish this purpose, the ordinance regulates and restricts the use of property. The ordinance divides the county, and therefore the town of Maple Valley, into districts for the purpose of regulating: 1) the location and use of land, water, buildings, and structures, 2) the height and size of building structures, 3) the percentage of a lot that may be occupied, 4) the density of the population, and 5) the size of lots.

# Farmland Preservation

## Town of Maple Valley

### Oconto County, Wisconsin

Map 8.1



2000 0 2000 Feet

- Agricultural District
- Environmental District
- Excluded

Source: Oconto Co. Farmland Preservation Plan; Bay Lake Regional Planning Commission, 2000.

The Wisconsin enabling legislation requires that zoning ordinances be made in accordance with a comprehensive plan. This has been interpreted by planning professionals to mean that the zoning ordinance must be based on a master plan or land use plan and that the ordinance must seek to implement that plan. The Oconto County Zoning Ordinance, which was adopted in 1989 and revised in 1999, is not based on a county-wide comprehensive land use plan, but several towns within the county have individual plans. The individual comprehensive plans use common future land use categories developed by the regional planning commission that allow for local flexibility and re-coding of more detailed local land use categories into a county and regional framework, while also allowing for re-coding to County Zoning Districts. The Oconto County Zoning Ordinance also includes, but is not limited to the Oconto County Farmland Preservation Plan and Oconto County Outdoor Recreation Plan.

### **Oconto County Zoning Districts**

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Residential Single Family District (R-1)*	Agricultural District (A)*
Residential Multiple-Family District (R-2)	Large Scale Agricultural District (LA)
Mobile Home Park District (R-3)	Restricted Commercial District(RC)
Community Service District (CS)	General Commercial District (GC)*
Park and Recreation District (P-R)	Light Industrial District (LI)
Forest District (F)*	Industrial District (I)*
Rural Residential District (RR)*	

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\* Districts Applicable to the Town of Maple Valley

*Note: There are several areas in the Town of Maple Valley that do not have zoning and are categorized as “No Zoning” on Map 8.2*

#### **Residential Single Family District (R-1)**

This district provides attractive areas for development of single-family residences and protection of such residences from incompatible land uses.

#### **Residential Multiple-Family District (R-2)**

The purpose of this district is to accommodate residential development at higher densities than single-family densities, and to provide necessary supporting services and facilities. This district should be mapped as demand warrants at locations that have size and physical capacity to handle multiple-story or multiple-unit buildings, greater area of paving and parking and higher intensity activity. The sites should be attractive for human occupancy and should be buffered from high intensity commercial, industrial or transportation activity. Buffer areas or open space should be provided between this district and other residential districts, agriculture and forest areas.

#### **Mobile Home Park District (R-3)**

The Mobile Home Park District is intended to regulate the design and arrangement of mobile home parks and the residential use of mobile homes therein.

### **Community Service District (CS)**

This district provides for areas of use for community services such as churches, clinics, parks, schools, community buildings, emergency facilities, etc.

### **Park and Recreation District (P-R)**

The Park and Recreation District provides for recreational oriented establishments, as well as encouraging the maintenance of natural resources.

### **Forest District (F)**

This district provides for commercial production of trees, the conduct of forestry practices and related uses on large tracts of land that are well suited to these activities. The intent is to encourage forestry and also to recognize the value of forested areas as a recreational resource.

### **Rural Residential District (RR)**

The Rural Residential District provides for a mixture of farming, forestry and non-farm residential uses in those rural areas that are not suited for large scale agricultural use or large scale forestry practices.

### **Agricultural District (A)**

The County's Agricultural District is designed for agricultural uses of land devoted to the growing of crops and the raising of livestock. Oconto County's minimum parcel size to establish a residence or farm operation in this district is currently 10 contiguous acres.

### **Large Scale Agricultural District (LA)**

The Large Scale Agricultural District is designed for large scale agricultural uses of land devoted to the growing of crops and the raising of livestock. The minimum parcel size to establish a residence or farm operation in this district is much greater than that of the Agricultural District. Oconto County's minimum parcel size for the Large Scale Agricultural District is currently 35 contiguous acres.

### **Restricted Commercial District(RC)**

This district is created to regulate an exclusive commercial use on one or more parcels in an area predominately zoned residential, agricultural or forest. Owners of parcels petitioning for inclusion into this district shall declare their intended use and this use shall remain as the only use until discontinued or petitioned for change.

### **General Commercial District (GC)**

The General Commercial District provides locations for primarily retail and wholesale trade establishments engaged in sales of merchandise or service or both. The intent is to allow firms and operations whose primary function is selling to retail customers or clients. Processing of materials may be conducted as subordinate to retail or wholesale sales. It is the policy of Oconto County to promote economic development and a strong local economy. It is recognized, however, that most commercial uses should be located in the urban communities where the full range of needed services can be afforded to such uses.

### **Light Industrial District (LI)**

This district provides locations for retail and wholesale trade establishments engaged in sales of merchandise which is primarily produced, manufactured or assembled on the premise. The intent is to allow firms and operations whose primary function is manufacturing to sell to retail customers or clients. It is the policy of Oconto County to promote economic development and a strong local economy. It is recognized, however, that most commercial and industrial uses should be located in the urban communities where the full range of needed services can be afforded to such uses.

### **Industrial District (I)**

The Industrial District is established to accommodate manufacturing and related processing activities such as furniture and fixtures, lumber and wood products, printing, publishing and allied industries, fabricated metal products, etc.

In addition to the zoning districts discussed, the Oconto County Zoning Ordinance has several overlay districts. These districts include a Conservancy District (C), Floodplain District (FP), Airport Height Limitation District (AH), Adult Entertainment Overlay District (AEOD), Quarrying District, Metallic Mining Exploration District (MME), and a Mining District (M). The provisions of an overlay district shall be in addition to any underlying zoning district requirements.

Map 8.2 displays the zoning for the town of Maple Valley. Refer to the Oconto County Zoning Ordinance for a detailed explanation, and information on the restrictions of each of the zoning districts. Oconto County is currently updating the town by town zoning map by parcel.

### **Sanitary Ordinance**

The Oconto County Sanitary Ordinance is contained within Chapter 12 of the Oconto County Code of Ordinances and regulates the private sewage and septic systems of all residential, commercial, industrial, and governmental uses within the town. Although this ordinance does not directly determine land uses, it does have an impact on the locations of future development based on soil suitability for on-site treatment systems.

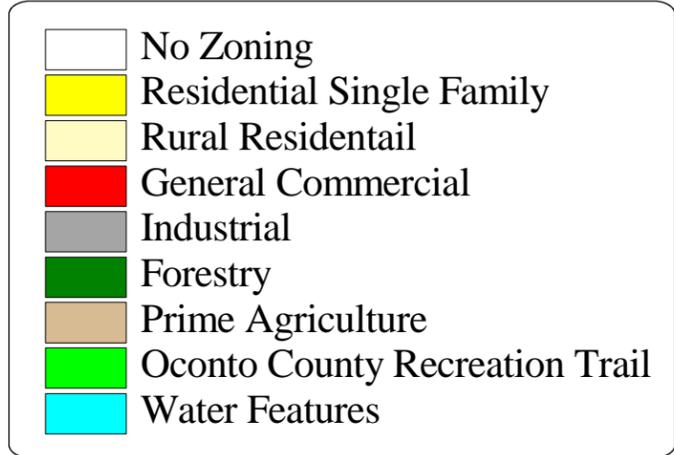
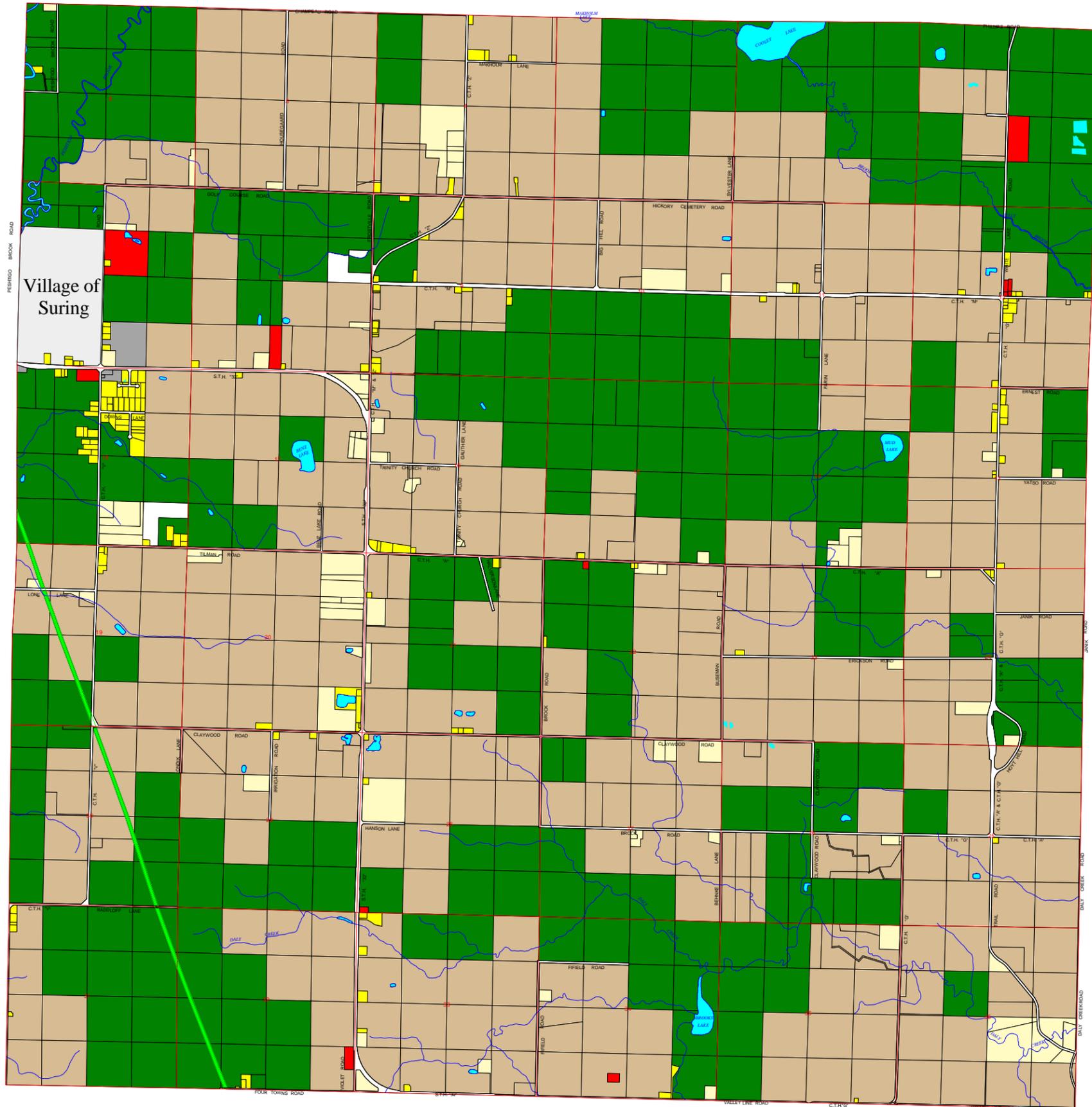
### **Subdivision Ordinance**

Oconto County's land Division Ordinance is contained in Chapter 13 of the Oconto County Code of Ordinances. Portions of this ordinance have recently been re-written to address current land division concerns. The ordinance regulates the subdivision of land where the act of division creates five or more parcels or building sites of which four may be less than 1.5 acres (65,340 square feet). The ordinance also regulates minor land division (certified survey map or commonly referred to as CSMs) where it is proposed to divide land into two, three or four parcels or building sites of less than 10 acres each of which the original parcel has existed for a 5-year period. The ordinance also contains design standards for streets, curb and gutter, sidewalks, drainage, erosion control, utilities, and easements that must be complied with in order for the subdivision to be approved by the County. The ordinance also contains requirements for park and public land dedication. The land division ordinance in conjunction with other tools, provides a means of implementing the county's zoning.

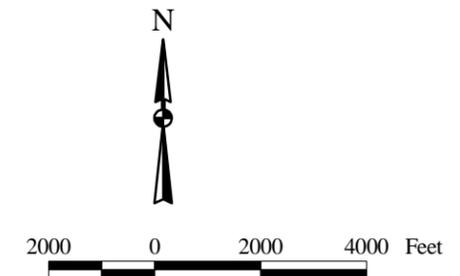
# Zoning

## Town of Maple Valley

### Oconto County, Wisconsin



**NOTE:**  
This is NOT an official zoning map. This map is for general and informational use only.

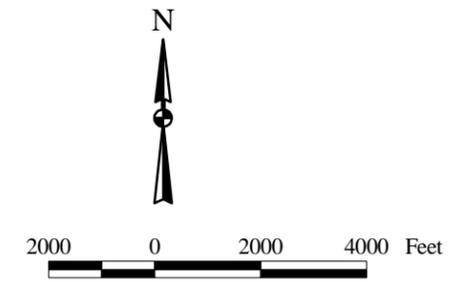
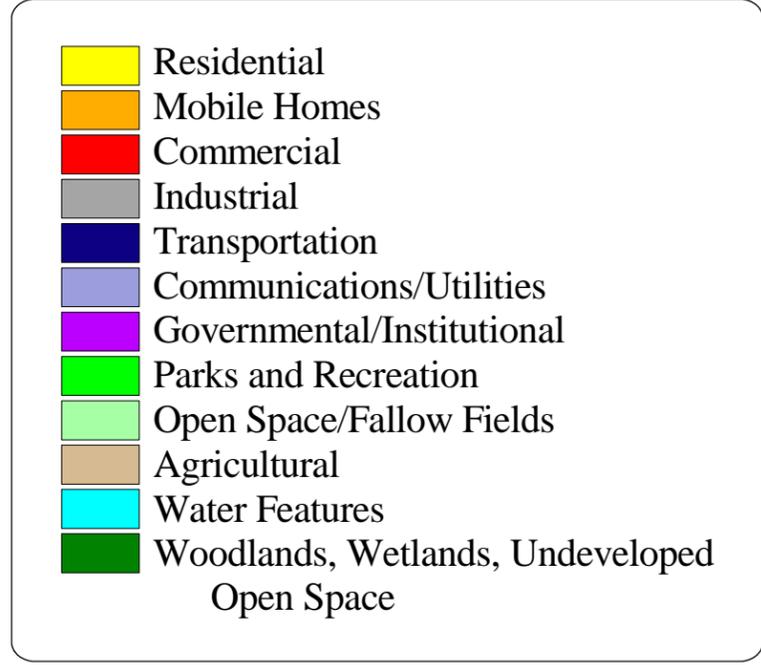
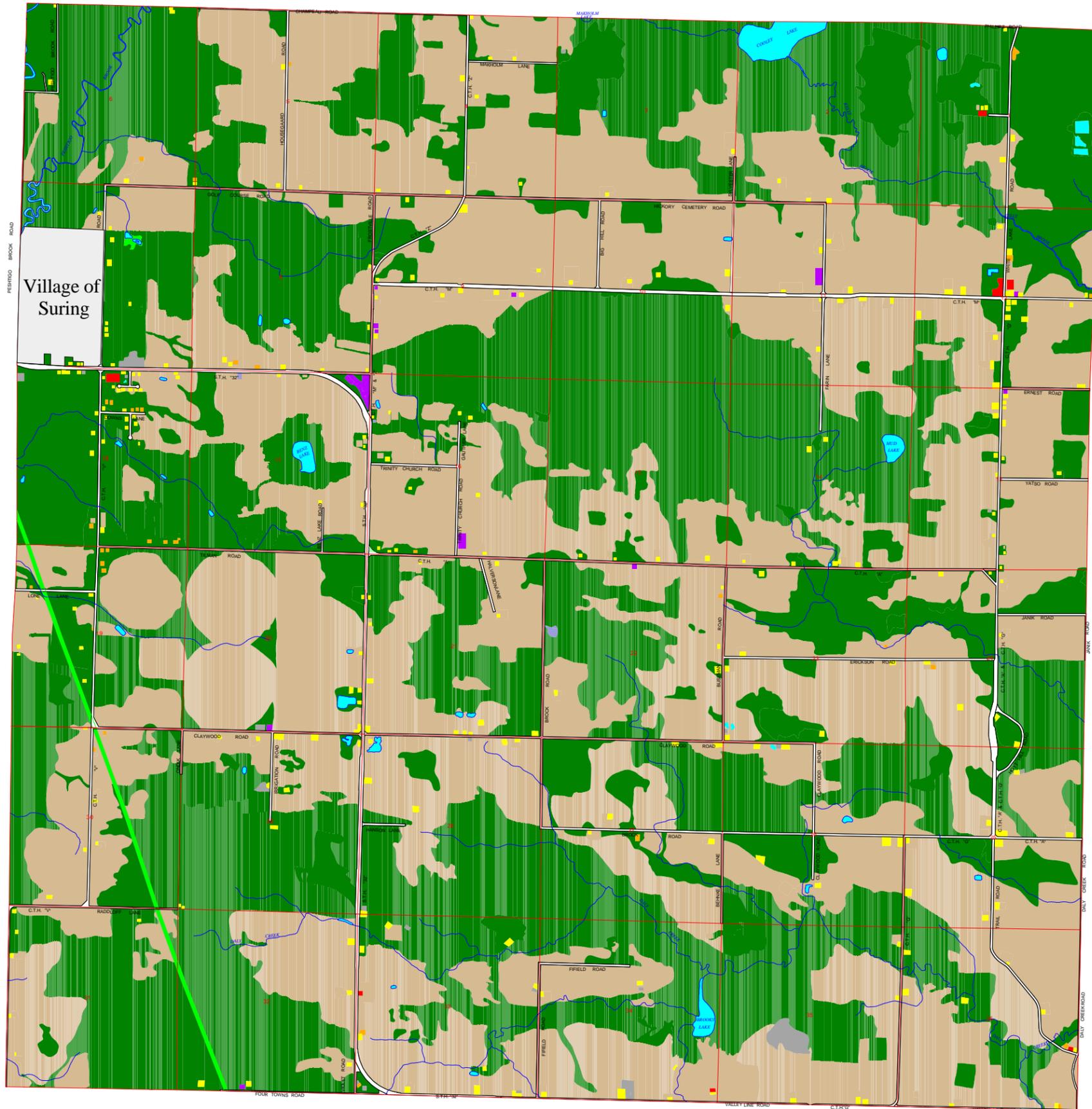


Source: Oconto County; Bay-Lake Regional Planning Commission, 2001.

# 2001 Land Use

## Town of Maple Valley

### Oconto County, Wisconsin



Source: Bay-Lake Regional Planning Commission, 2001.

### **Official Map**

An official map is intended to implement a town, village, or city master plan for streets, highways, parkways, parks and playgrounds, and drainageways. Its basic purpose is to prohibit the construction of buildings or structures and their associated improvements on land that has been designated for current or future public use. The town of Maple Valley does not currently maintain an official map. Oconto County is in the process of completing a county wide parcel base map. The town may want to utilize the county's parcel map as a possible start for an official map.

### **Erosion Control Plan**

Under s. 92.10, Wis. Stats., those counties that are designated as priority counties by the Department of Agriculture, Trade and Consumer Protection (DATCP) must prepare and adopt erosion control plans. The county land conservation committee prepares plans to conserve long-term soil productivity, protect the quality of related natural resources, enhance water quality and focus on severe soil erosion problems. In 1985, The Oconto County Land Conservation Committee entered into an agreement with DATCP to prepare a County Erosion Control Plan. The Oconto County Erosion Control Plan was adopted in 1987.

### **Oconto County Shoreland and Floodplain Ordinance**

The *Oconto County Shoreland and Floodplain Zoning Ordinances* were adopted by the Oconto County Board in 1983 and 1987, respectively. The purpose of the shoreland zoning ordinance is to further the maintenance of safe and healthful conditions; to prevent and control water pollution; to protect fish spawning grounds and other aquatic life; to control building sites, placement of structures and land uses; and to preserve shore cover and natural beauty.

The shoreland ordinance applies to all shorelands of navigable waterways in the unincorporated areas of Oconto County which are: 1,000 feet from the ordinary high water elevation of navigable lakes, ponds, or flowages; and 300 feet from the ordinary high water elevation, or to the landward side of a floodplain, of the navigable reaches of rivers or streams, whichever distance is greater. This ordinance regulates parcel size, alteration of surface vegetation, land surface alterations, sewage disposal, filling, toxic dumping, lagooning/dredging, commercial advertising and mandates a basic building and structure setback of 75 feet from the ordinary high water mark.

The Oconto County Floodplain Zoning Ordinance was adopted to promote public health, safety, and general welfare, and to minimize flood losses in areas subject to flood hazards. The ordinance regulates residential development, storage of hazardous materials, uses which may be detrimental to permitted uses in adjoining districts, sewage disposal, wells for drinking water, and wastewater ponds or facilities, except those permitted under Wisconsin Administrative Code (NR 110.15) within the FEMA designated floodplain area. Refer to Map 2.10 for an illustration of these rural areas which are covered by the Floodplain Ordinance.

### **Shorelands**

Shorelands are often viewed as valuable recreational and environmental resources in both urbanized and rural areas. As a result, the State of Wisconsin requires that counties adopt shoreland/floodplain zoning ordinances to address the problems associated with development in

floodplain areas. Development in shoreland areas is generally permitted but specific design techniques must be considered. Development in these areas is strictly regulated and in some instances, is not permitted. The authority to enact and enforce these types of zoning provisions is set forth in Chapter 59.692 of the *Wisconsin Statutes* and Wisconsin Administrative Codes NR 115,116, and 117 and is established in the Oconto County Zoning Ordinance, Section 14.

Oconto County is currently administering its Shoreland/Floodplain Ordinance in its unincorporated areas. The jurisdiction of the ordinance includes shoreland of navigable waters of the county which are 1,000 feet from the normal high water elevation of a lake, pond or flowage and 300 feet from the normal high water elevation of a river or stream, or to the landward side of a 100 year floodplain boundary. Map 8.4 illustrates the locations of the town's shoreland areas.

### **CURRENT LAND USE INVENTORY**

A detailed field inventory of land uses in the town of Maple Valley was conducted in the spring of 2001 by the Bay-Lake Regional Planning Commission. This land use information was then compiled into generalized land use categories and is presented in Table 8.1 and Map 8.3 (Appendix B contains the detailed land use calculations). As a result of this inventory, a number of conclusions and issues have been identified, and recommendations have been made to help guide future land use planning efforts.

Table 8.1: Town of Maple Valley 2001 Land Use

Land Use Type	Total Acres	Percentage Total Land	Percentage Developed Land
<b>DEVELOPED</b>			
Residential	132.5	0.6	13.5
Single Family	119.9	0.5	12.2
Mobile Homes	11.2	0.0	1.1
Multi-Family	0.2	0.0	0.0
Vacant Residential	1.3	0.0	0.1
Commercial	11.7	0.1	1.2
Industrial	32.9	0.1	3.4
Transportation	566.6	2.5	57.9
Communications/Utilities	2.2	0.0	0.2
Institutional/Governmental	15.2	0.1	1.6
Recreational	42.8	0.2	4.4
Agricultural Structures	175.3	0.8	17.9
<b>Total Developed Acres</b>	<b>979.2</b>	<b>4.3</b>	<b>100.0</b>
		Percentage	
<b>UNDEVELOPED</b>		<b>Undeveloped Land</b>	
Croplands/Pasture	10,381.9	45.9	48.0
Woodlands	10,302.0	45.5	47.6
Other Natural Areas	839.4	3.7	3.9
Water Features	120.2	0.5	0.6
<b>Total Undeveloped Acres</b>	<b>21,643.5</b>	<b>95.7</b>	<b>100.0</b>
<b>Total Land Area</b>	<b>22,622.7</b>	<b>100.0</b>	

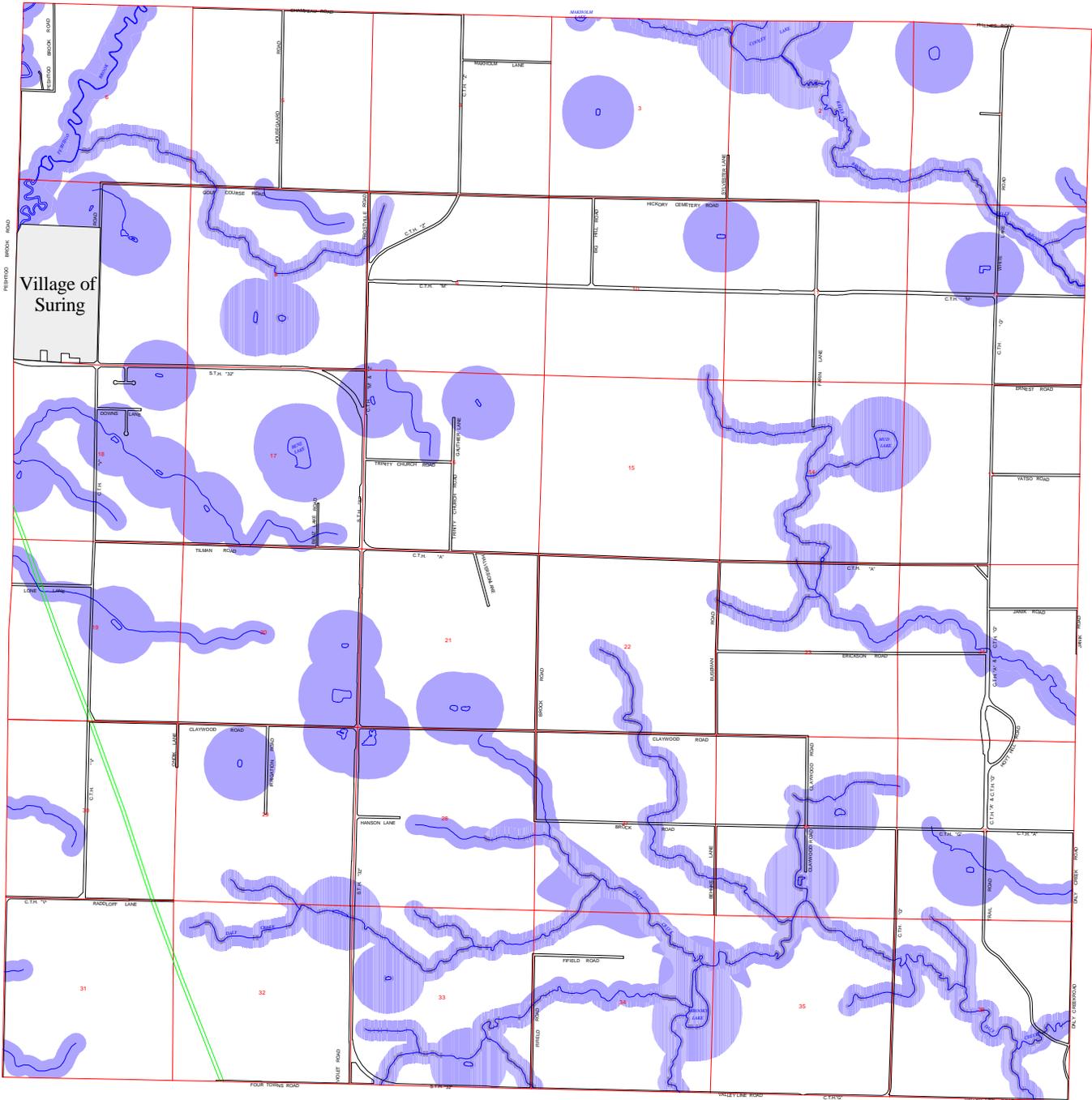
Source: Bay-Lake Regional Planning Commission, 2001

# Shorelands

## Town of Maple Valley

### Oconto County, Wisconsin

Map 8.4



2000 0 2000 Feet

Shorelands

Source: Bay Lake Regional Planning Commission, 2000.

### **Planning Area**

The town of Maple Valley makes up approximately 22,622 total acres of land. Of this, 979 acres, or 4.3 percent of the town is developed, leaving 95.7 percent of undeveloped lands in the town. These undeveloped lands consist mainly of agricultural land and woodlands.

### **Residential Land**

Residential land in the town accounts for 132 acres or 13.5 percent of the developed land within the town. The majority of this land (120 acres) is single family residential with the remaining being mobile homes, multi-family and vacant. Residential uses are scattered throughout the community with a major concentration located in the Hickory Corner's area.

### **Commercial Land**

Land under commercial use occupies almost 12 acres, or 1.2 percent of the developed land. Commercial development is located in the Hickory Corner's area and adjacent to the village of Suring. Some commercial establishments in the town include the Hickory Corner's Warehouse & Storage, D&B Implement Inc., KAPS Inc., etc.

### **Industrial Land**

Industrial land totals 33 acres or 3.4 percent of the developed land within the town. Uses under this category include sand or gravel pits (19 acres) and large private storage sheds. In addition, Dimension Lumber Co. and Tousey Manufacturing are industrial uses located adjacent to the village of Suring.

### **Transportation**

Transportation uses include the local road network, active railroads, and large parking facilities. Within the town there are 566 acres of land that account for transportation uses. This is the largest portion of the developed land in the town at 58 percent, and makes up 2.5 percent of the total land. The land in this category consists entirely of the road network. Almost 330 acres of this is in local roads, 152 acres in county highways and 85 acres in state highways. The road network is discussed in more detail in the transportation element of this plan

### **Communication/Utilities**

Uses under this category include land used for the generation, processing and/or transmission of electronic communication of water, electricity, petroleum or other transmittable products, plus for the disposal, waste processing and/or recycling of byproducts. Within Maple Valley, 2.2 acres of land in the town consist of these uses. They include a telephone dispatch center, landfill, and recycling station and the village of Suring Water Tower.

### **Institutional/Governmental**

Institutional/governmental uses are defined as land for public and private facilities for education, health or assembly; for cemeteries and/or related facilities; and for all government facilities used for administration or safety, except public utilities and areas of outdoor recreation. Within the town, this category accounts for 15 acres of land. Uses include churches, cemeteries and the area associated with the highway department on the corner of CTH M and STH 32.

### **Parks and Recreational**

Park and recreation lands account for 43 acres of land, or four percent of the developed land in the town. The majority of this land is the Oconto County Recreation Trail (40 acres), with the remaining land consisting of a small campground on Golf Course Road.

### **Agricultural Structures**

Agricultural structures include sheds, silos and other farm structures. These uses account for 175 acres of land, or 18 percent of the developed land in the town. Aside from the transportation uses, this is the largest category of developed land in the town. Agricultural structures are scattered throughout the town of Maple Valley.

### **Croplands/Pasture**

Nearly 46 percent (10,382 acres) of the town's total land area is associated with some type of agricultural land including croplands, pastures, or grazing. The agricultural land is spread throughout the town, being interspersed with the large tracts of woodlands and wetlands.

### **Woodlands**

Woodlands represent the second largest land use category within the town accounting for 10,302 acres, or 45.5 percent of the total land. There are large tracts of woodlands scattered throughout the town, which generally follow the stream corridors and wetlands.

### **Other Natural Areas**

Uses in this category include lands primarily in a natural state for their natural functions including non-wooded wetlands, grasslands and prairies. 840 acres, or 3.7 percent of the undeveloped land in the town are natural areas. These areas are scattered throughout the town and are generally adjacent to roads, homes, and croplands that are no longer farmed.

### **Water Features**

Water features include lakes, streams, rivers, ponds and other impoundments. In Maple Valley there are 120 acres of water related features. These features include the Peshtigo Brook, Kelly Brook, Cooley Lake, Mud Lake, Benz Lake, Brook Lake and numerous ponds scattered throughout the town.

## **LAND SUPPLY**

### **Amount**

Currently the town of Maple Valley allows for ample room to develop with residential, commercial, industrial, park and recreation, utilities, etc., while preserving the natural amenities

found within the town. Design elements that promote open space, natural buffering, etc. are recommended to minimize any negative impacts and reduce conflicts between land uses.

The amount of land available for development within Maple Valley is determined by factoring in the existing development and areas not recommended for development such as environmental corridors (wetlands with a 25 foot setback, floodplains, areas of steep slope, water resources with a 75-foot setback from the water resources, designated natural and scientific areas, parks and recreation areas, etc.). It is also the intent of this plan to preserve the prime agricultural lands within the town. After reviewing the many factors that may affect development within the town, it is determined that an adequate amount of developable lands exist within the town of Maple Valley for the planning period.

### **Price**

The average price of agricultural, residential, commercial, industrial and forest lands vary depending on the surrounding land uses, location, access, services, along with other subjective factors. For example, residential prices can depend on whether a parcel has water frontage, is wooded, or has a vast amount of open space in and around it. Waterfront properties usually attract higher price listings. According to Zillmer Assessment, the land prices listed for Maple Valley are very similar to the surrounding towns in the area. For more information regarding the various land prices in the town of Maple Valley, contact any local realtors.

### **Demand**

Based on building permit information from the Wisconsin Department of Administration and Oconto County, the town of Maple Valley experienced 26 housing permits for new residential construction from 1990 to 1999. If this trend continues, the town could expect approximately 55 additional homes by the year 2020. However, the trend for many families has been to move from cities to lower density areas within the region, and commute a hour or more to work. If this trend continues, the demand for more housing in rural communities will likely increase.

The demand for commercial or industrial lands in the town has not been high in the past 10 to 20 years. Many of the businesses have been locating within the village of Suring or surrounding municipalities. With the increased development of highway commercial businesses, the demand for highway commercial lands in the town of Maple Valley may increase along STH 32 during the planning period.

In addition to commercial lands, the demand for industrial lands in the town was also very low in the last 10 to 20 years. Many of the industries had been locating within the neighboring village of Suring. However, with industrial land becoming limited, the demand for additional industrial lands (ie. industrial park) may increase.

## **LAND USE ISSUES AND CONFLICTS**

The town will need to work with the Oconto County Zoning Office in order to correct the town's zoning map. As with a number of towns within the county the town's zoning map needs to be updated to reflect current uses within the town of Maple Valley and to correct obvious mapping errors. In utilizing the Commission's Geographic Information System to overlay the current (2001) land use with the county zoning districts, some obvious conflicts appear between the zoning and land use. For example, there are several lands that do not have zoning at all and they need a district classification, and the area where the County Highway Department is located should be zoned something other than residential.

In addition, there are opportunities for other conflicts to arise between uses in the future, especially as residential growth takes place in the historically agricultural areas, and commercial and/or industrial development takes place adjacent to residential areas. Allowing for adequate screening, setbacks and buffering should alleviate much of the incompatibility, as will additional county controls within the subdivision ordinance and ordinances regulating signage, lighting and noise.

The General Plan Design addresses areas for uses with regards to their neighboring parcels and in many cases there are recommendations for additional steps to make the development practicable while limiting potential incompatibilities. For example, the area identified for a possible joint county, town, village industrial park is recommended for additional design standards, to be determined by the county, town and village of Suring, and the location is set to allow the least impact on neighboring uses not conducive to industry.

## **ANTICIPATED LAND USE TRENDS**

Analyzing data within past presented chapters, the following land use trends were developed for the planning period. It is expected that these trends will influence the town's future growth and preservation. The Town's Plan Commission and Town Board will need to address these trends over the next two decades in order to reach the town's desired vision. The following trends were used to provide direction in the development of the General Plan Design, along with the town's goals, objectives, and policies, the issue identification and the town wide survey results. Some of these trends are also very similar to the trends of several communities located adjacent to the town of Maple Valley.

- The demand for increased lot sizes will increase and the ratio of persons per household will decrease resulting in greater acreage needs to accommodate future residential growth.
- Residential developments adjacent to the village of Suring will continue at higher densities to receive adequate services and to preserve the rural nature of the surrounding town.
- The town of Maple Valley can expect a projected minimum (302) occupied dwelling units and a projected maximum (341) dwelling units through the year 2020, a 35 to 74 housing unit increase.
- Farmlands will continue to be preserved in the town to allow for general crop farming.
- The rural character will continue to be maintained in the town, preserving the natural vegetative structure resulting in the protection of wildlife and fish spawning habitats.

- The use of on-site wastewater septic systems and individual groundwater wells will continue within the town throughout the planning period, with the possibility of the village of Suring extending services to adjacent developments.
- As computer technology continues to advance in global information (Internet), home occupations will likely increase.
- If commercial uses begin to increase, businesses will primarily locate along STH 32, adjacent to the village of Suring.
- As industries continue to build/expand in surrounding community industrial parks, the parks will likely begin to max out and more industrial lands will be needed. Most likely lands that are easily accessible to services and infrastructure.
- The town will experience a demand for services, as the median population age continues to increase.
- The town of Maple Valley will work with the village of Suring and Oconto County to ensure that seasonal and year-round residents will continue to enjoy the trails, lakes and woodlands for generations to come.

## **DEVELOPMENT CONSIDERATIONS**

### **Environmental and Public Utility Considerations**

The population projections found in Chapter 3 of this document can be used to provide the town with an adequate measure of the number of acres that will be needed to accommodate future growth. The following environmental and public utility considerations should be utilized to provide the town with an indication of which acreage of the municipality is best suited for development.

Since suitable vacant lands exist within the town, it would **not** be necessary to propose development within the town's remaining "environmental corridors". These areas shall be protected and integrated into the overall development of the town. The town has an abundance of these unique areas including wetlands, floodplains, and steep slopes which can add significantly to the aesthetic appeal of the community while providing important ecological and environmental functions such as stormwater retention and flood control.

The majority of the residents in the town currently are not provided municipal sewer and water. This plan recommends that individual property owners continue to install and maintain their own wells and on-site wastewater systems. The need for the protection of the watersheds and aquifers within the town is thus required in order to provide town residents with safe, usable water.

Regarding transportation, it is determined that an adequate network of arterial, collector, and local roads are already in place throughout the township, which could readily serve future traffic flows generated from any increased growth.

### **Planning Criteria**

Planning criteria are developed in order to give the community a sense in which to base their land use recommendations. Criteria make the planning process defensible when presenting scenarios to the general public and when modifying or developing alternative sites for land use

developments. The criteria used by the town, when developing the general plan design, was based upon values identified by the State, Oconto County and the town of Maple Valley.

The following State criteria are based upon Smart Growth criteria encouraged within community plans:

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

The *Oconto County Zoning Ordinance* has identified the following criteria for all the unincorporated areas within Oconto County:

- Preserve adequate open spaces for present and future use and recreational use;
- Maintain natural or undeveloped lands and buffer zones between developed areas;
- Protect scenic and historically valuable sites;
- Protect forests, wilderness and wildlife, and maintain other factors that insure balance of ecological systems by not developing forests, wetlands, beaches, estuaries and shorelands;
- Prevent the construction of buildings in hazardous areas such as floodplains and wetlands;
- Maintain highly productive farmland;
- Prevent erosion and unnecessary destruction of ground-cover;
- Minimize pollution of the water, land and air.

The town of Maple Valley has identified the following criteria from the issue identification process, the town wide survey results, and the plan's goals and objectives:

#### Community Growth

- To maintain the Maple Valley's rural atmosphere;
- To provide for limited development while preserving the agricultural lands and maintaining the integrity of the environment;
- To protect all future growth areas from incompatible development;
- Steer intensive developments adjacent to or within the village of Suring – which is better equipped with infrastructure to handle them;
- Cooperate with the village of Suring and surrounding towns on future planning projects and boundary issues to minimize conflicts.

#### Residential

- Residential developments should be directed to areas which will allow for compatible uses, and will minimize conflicts between farming and non-farming land uses within the town;
- Situate higher density residential development in and adjacent to areas that minimize impacts upon agricultural lands and the environment;
- Direct multi-family developments toward areas that have the adequate facilities and services that they need;
- Provide for a variety of quality housing opportunities for all segments of the town's current and future population.

### Commercial/Industry/Parks

- It is expected that future commercial businesses will locate in the village of Suring because of the adequate services that exist;
- If commercial businesses were to develop, they should be concentrated in distinct areas along STH 32;
- Industry will be allowed to locate within the town, with a recommended joint county, town, village industrial park along STH 32;
- Cooperate with the village of Suring, Oconto County and other adjacent communities on the maintenance of existing parks and development of additional recreational opportunities.

### **DESIGN YEAR LAND USE PROJECTIONS**

Map 8.5 was developed based on the information contained in previous chapters of this document including demographics, land use projections, physical characteristics, the goals, objectives, policies and programs, and town-wide survey results. Over a 16 month period, the Town Plan Committee met more than 12 times to review town data and growth options. From these meetings and presentation to the public, a 2020 General Plan Design was developed and approved.

One noticeable difference that needs to be taken into consideration is the visual representation of the 2000 Land Use map and the 2020 General Plan Design map. The General Plan Design was developed by the town utilizing the parcel mapping. As mentioned previously in this chapter, the existing land use was done by specific structural or feature basis rather than parcel-by-parcel. In order to more accurately determine on a parcel basis, the amount of land developed and how much land is available for growth, the Commission's GIS system was utilized. Parcels that have existing development on them were tagged as developed, and the remaining parcels are available for future development. However, there are rare instances where the designated land use did not precisely match the parcel. Overall, by converting the existing land use acreages into parcel acreages gives a better representation of the amount of land that is developed and how much land is available for future development in the town of Maple Valley.

### **Five Year Incremental Land Use Projections**

Wisconsin statutes require Comprehensive Plans to include projections, in five-year increments, for future residential, commercial, and industrial land uses in the community over the twenty year planning period.

### **Residential Projections**

The methodology used to project the Town's future residential land use acreage employed: the projected housing needs presented in Chapter 3 of this document, an assumed dwelling unit per 2.6 acres ratio for each housing type, and a multiplication factor of (2.0) to allow for market flexibility. Based on this methodology, the Town would need to accommodate approximately 130 acres for future permanent residential development over the next five years, 83 acres between 2005 and 2010, 83 acres between 2010 and 2015, and 88 acres between 2015 and 2020, for a total of 384 acres needed by 2020. This is a net total for residential development. However, there are several other factors that must be taken into consideration including,

- it is **not** the intent of the plan to see the entire area within a classification to develop, rather the specified uses shall be allowed if consistent with the type, location, and density of the development;
- some of the lands would hinder development based on the nature of the area;
- within residential growth areas, lands must be allocated for future roads, parks, and recreation areas.

In most standard residential developments, these additional factors generally account for approximately 25 percent of the gross land area. Therefore, the gross total for land allocated for residential development should be approximately 512 acres in the town. On the 2020 General Plan Design map, the town of Maple Valley has allocated an adequate amount of land for future residential growth.

### **Commercial Projections**

To calculate commercial land use projections, the Commission compared the current ratio of residential acreage to commercial land use acreage by parcel in the Town (11:1) based on the 2000 land use inventory. Based on this methodology, the Town would need to accommodate about 11 acres for future commercial development over the next five years, 7 between 2005 and 2010, 7 acres between 2010 and 2015, and 8 acres between 2015 to 2020. Due to the close proximity of the village of Suring and the city of Gillett, the town has designated less commercial land on the 2020 General Plan Design than the projected amount. The town recommends that future commercial businesses locate within these surrounding communities which can provide adequate services. However, if additional commercial uses were to develop in the town of Maple Valley, these areas shall also allow for proper parking facilities and adequate buffers between the different business types.

### **Industrial Projections**

Industrial lands are projected in the same manner as the commercial lands. According to the 2000 land use inventory, the current ratio of residential acreage to industrial land use acreage in the Town is 4:1. Therefore the town would need to accommodate about 32 acres for future industrial development over the next five years, 20 between 2005 and 2010, 20 acres between 2010 and 2015, and 22 acres between 2015 to 2020. The town has allocated less industrial land on the 2020 General Plan Design than the projected amount needed. It is felt that the majority of the industries will locate within the village of Suring or nearby city of Gillett. However, due to the possibility that the industrial parks could fill up, the town has recommended a joint county, town, village industrial park along STH 32.

## **DEVELOPMENT STANDARDS**

### **General Plan Design Classifications**

The classifications listed below closely follow a set a standards which were developed and are utilized by the Regional Planning Commissions (RPC) of eastern Wisconsin (Bay-Lake RPC & Southeastern Wisconsin RPC). These classifications set by the RPC's were utilized in the beginning of the development of the General Plan Design to assist the town with allocating various areas for the different types of land use. The town in some cases follows the standards set

by the RPC's, and in other cases set town specific standards which the town believes are a better representation of the community's character and more fully meet the wishes of the town's citizens.

The General Plan Design has 10 classes of land use. The majority of the classifications correspond to the districts within the *Oconto County Zoning Ordinance* that are in existence within the town of Maple Valley, to ease future implementation of the plan. A more detailed explanation of recommended uses within each classification can be found in the Recommended Development Strategy portion of this plan beginning on page 8-24. The General Plan Design classifications, and a general description of each are as follows:

- |                               |                             |
|-------------------------------|-----------------------------|
| 1. Single Family Residential  | 6. Communication/Utilities  |
| 2. Rural Residential          | 7. Park & Recreation        |
| 3. Commercial                 | 8. Agricultural             |
| 4. Industrial                 | 9. Forest/Open Space        |
| 5. Governmental/Institutional | 10. Environmental Corridors |

### **Single-Family Residential**

Identifies areas recommended for single-family residential development typically consisting of smaller lot sizes, located adjacent to the village of Suring.

### **Rural Residential**

Identifies areas that are recommended for less dense residential development, consisting of slightly larger minimum lot sizes than the "Single Family Residential" category. These areas will also allow a mixture of uses, and provide a good transition from dense development to the rural countryside of Maple Valley.

### **Commercial**

Identifies areas recommended for commercial development, as well as existing commercial establishments located throughout the town. Also incorporates existing and future home occupational businesses.

### **Industrial**

Specific areas identified by the town as existing, or recommended for industrial use for the planning period.

### **Governmental/Institutional**

Identifies existing or planned governmental/institutional facilities within the town.

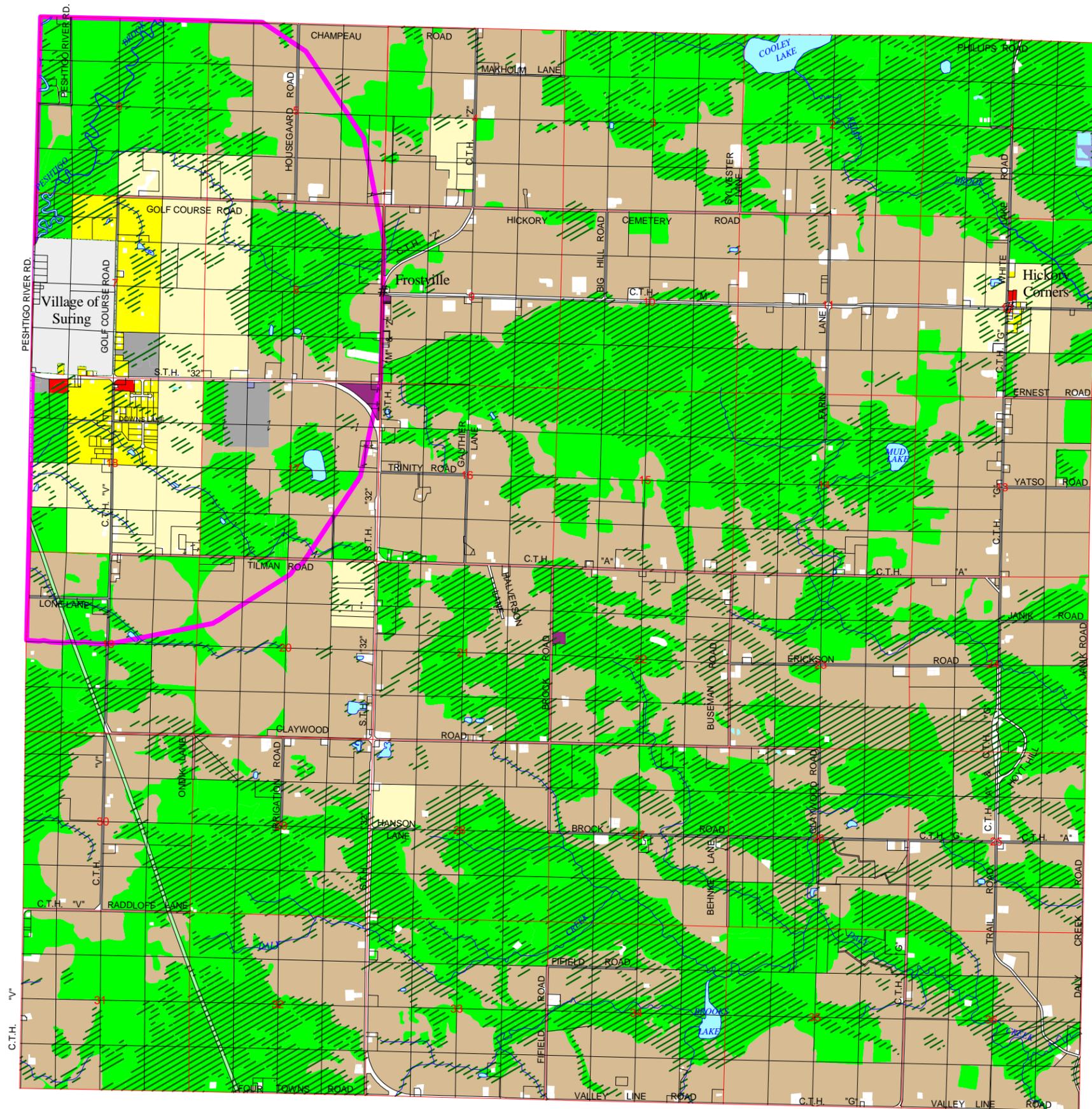
### **Communication/Utilities**

This classification discusses communication or utility facilities within the town that are existing or are recommended for the planning period.

# General Plan Design

Town of Maple Valley

Oconto County, Wisconsin



### Map Elements

- 1.5 Mile Extraterritorial Boundary
- Village of Suring
- Existing Residential Development
- Water Features

### GPD Categories

- Single Family Residential (1/2 acre to 2 acres)
- Rural Residential (3 acre min.)
- Commercial
- Industrial
- Communications/Utilities
- Governmental/Institutional
- Agricultural (10 acre min.)
- Woodlands/Forestry (10 acre min.)
- Park & Recreation
- Environmental Corridors



Source: Bay-Lake Regional Planning Commission, 2001.

Date Printed: 12/28/01

### **Forest/Open Space**

Includes areas of vast woodlands and valuable open spaces within the town of Maple Valley.

### **Agricultural**

Identifies areas recommended to be preserved for the purpose of the raising of livestock and general crop farming.

### **Park & Recreation**

Identifies recreational trails and other recreational facilities within or near the town of Maple that are existing or planned.

### **Environmental Corridors**

Contains four elements including; 100-year floodplains as defined by the Federal Emergency Management Agency (FEMA), DNR wetlands, steep slopes of 12 percent or greater, and a 75-foot setback from all navigable waterways as defined by the Oconto County Shoreland Zoning Ordinance. Also includes other significant features or areas identified by the town.

## **RECOMMENDED DEVELOPMENT STRATEGY**

The classifications detail the type, location and density of use. This portion of the plan will detail further recommendations on the land uses within the town. The following text discusses each of the major future land use classifications as depicted on the General Plan Design map. It should be noted that the specified classification does not designate individual areas within the classification for development, rather, it designates the entire area for that use to occur. Also, it is not the intent of the plan to see the entire area within a classification to develop, rather the specified uses be allowed if consistent with the type, location, and density of the development in the event of a land conversion. The type and density of the land use is identified within each classification.

### **Residential Development**

As residential development pressures continue, the town must closely monitor the proposed types of development regarding their impacts on the natural resources and rural nature of the town. The General Plan Design includes three primary areas for residential types of growth.

#### ***Single Family Residential***

It is the intent of this classification to steer residential development to areas adjacent to the village of Suring rather than allowing the development to scatter throughout the town. This would help to preserve the open spaces, viewsheds and natural settings that are found throughout the town. The residential developments shall be single family residential structures that are intended to promote orderly and efficient growth which are consistent with the land uses found within the village of Suring. In addition, by locating the single family residential developments adjacent to Suring will also ensure that the prime farmlands found throughout the town are preserved, thus lessening potential conflicts between residential and agricultural land uses. It is the intent of this plan that these areas develop at a **minimum lot size of ½ acre, up to 2 acres**. Infilling of existing vacant residential lots 20,000 square feet or greater will also be allowed within this designation.

By locating near the village of Suring, residential developments in these areas could potentially receive services such as sewer and water. The creation of smaller lot sizes in the areas would enhance the cost effective provision of water and sewer. In order to ensure the village's cooperation regarding urban services, a boundary agreement is recommended. It is also recommended that at the time of development near the village, that the developments comply with the village's "Official Map" regarding street extensions and minimum standards for streets. These areas are where future annexation will most likely occur as public amenities such as wastewater treatment and municipal water are requested.

### ***Rural Residential***

The second residential designation addresses those developments that are intended to provide for spacious living environments while allowing for a mixture of uses. The majority of this classification is designated near the village of Suring and will help to preserve the town's rural nature and ensure that there will be less conflicts between incompatible land uses. A mixture of farming uses shall be allowed in these areas which are compatible with other surrounding land uses. The Rural Residential classification allows the town to provide for a range of lot sizes within the town, while providing a transition from dense development of the village of Suring to the countryside of Maple Valley. This classification is intended to develop at a minimum residential lot size of one unit per **3 acres or greater**. Infilling of existing vacant residential lots is also permitted within this classification.

- *Hickory Corners Area*

This unincorporated community allows for quiet, somewhat spacious living away from the village of Suring and is also partially developed. Maintaining the residential development in this area to a specific site rather than scattering throughout the town will help to preserve the rural environment that currently exists surrounding Hickory Corners.

- *Other Rural Residential Areas*

Other areas in the town classified as Rural Residential on the General Plan Design Map include lands along STH 32 and an area along CTH Z (See Map 8.5). Oconto County currently zones these areas as Rural Residential, therefore the town recommends that these lands be used for residential uses that will maintain the natural views that currently exist within these areas. It is recommended that developments along major corridors in these areas apply landscaping/buffers that would help to preserve the rural atmosphere of the town. In addition, other areas throughout the town currently zoned by the county as Rural Residential shall remain as such throughout the planning period (See Map 8.2).

### ***Open Space/ Forestry/Agricultural Areas***

The third type of residential development addresses lands within agricultural, wooded and open areas. These areas are intended to remain as they are at the time of this plan with a minimum requirement of one residential unit per 10 or more acres. The town feels that further development of these areas will likely spur greater fragmentation of the remaining agricultural lands and natural features within the town. If residential development were to occur in these areas, adequate buffers shall exist between farming and non-farming operations in order to lessen conflicts.

Allowing limited residential development that will not have a negative affect on an existing farm operation or the rural character of the town may be possible by utilizing several criteria including,

- an inventory of surrounding land uses;
- consideration of the potential impacts to neighboring development;
- location of woodlands and prime agricultural soils;
- soils test results and the type of on-site treatment system that would be required;
- whether the new development would be taking place on an existing town road, or if it would require the construction of a new street resulting in additional maintenance costs for the town.

### ***Other***

The town of Maple Valley recommends that more intensive developments, such as multi-family residential, consider locating within the village of Suring or other surrounding communities which contain adequate services. By locating the intensive developments elsewhere, it will help to maintain the rural nature of the town and allow for compatibility of land uses.

Overall, the town shall encourage future land divisions and residential developments within the proposed residential classifications only. This practice will encourage infill development and discourage further fragmentation of agricultural areas. All subdivisions proposed within the town of Maple Valley shall be submitted to the Town Plan Commission for review.

Additionally, it is the intent of this plan to see all future residential developments occur without negatively affecting the function or the look of the town's unique environmental features. Large stands of trees as well as open spaces, if they are to be developed, should be developed in such a way as to complement their scenic beauty. In most cases, the plan's intent is to protect existing natural areas (vegetated areas and/or open space views) from being developed.

### **Commercial Strategy**

The town does not view itself as a community that would attract commercial businesses during the twenty year planning period. Therefore the town has not designated any new commercial sites, other than those commercial developments currently in operation within the town. It is expected that future businesses will locate within the village of Suring or nearby communities that have adequate infrastructure. It is the intent of this plan that the existing commercial establishments within the town continue, in addition to home occupational businesses which are recognized as a permitted use by the town. However, the town will need to monitor that the home occupational businesses that do exist do not outgrow their current location or become a nuisance to the surrounding land owners. Any home occupational businesses that expand and need a zoning change to continue to operate, should be encouraged to locate their business in the areas where services are available such as the village of Suring or other surrounding communities.

If any new commercial businesses were to be developed within the town of Maple Valley, it is recommended to be concentrated in a few distinct areas along STH 32, and not dispersed throughout the town. It is also recommended that new businesses locate adjacent to the village of Suring for the possibility of receiving adequate services. In addition, if any new development

were to occur, developers shall follow design standards implemented by the town, also sign regulations, landscaping, lighting, parking and access that do not detract from the town's rural character. The hours of operation shall be also be regulated.

Overall, as with any kind of development, when commercial development is proposed within the town, the Town Plan Commission and Town Board must closely monitor the capacities of the infrastructure and community services that accommodate this new development and weigh the future costs to benefits. The town shall **not** encourage the development of commercial businesses that are not consistent with the scale of the town. More intensive commercial businesses shall be directed to the village of Suring, or other adjacent communities that currently have adequate infrastructure and services.

### **Industrial Strategy**

The town of Maple Valley has designated several areas for industrial uses for the planning period. It is the recommendation of the town that existing industrial lands remain throughout the planning period. Several areas designated as industrial on the General Plan Design Map include Dimension Lumber Company and Tousey Manufacturing. Industrial uses for these areas adjacent to the village of Suring are to continue to be used for industrial if the existing industries cease operations during the planning period.

The town has also designated an area that is best suited for a future industrial park. The town has recommended that an industrial park be developed along STH 32 near the existing village of Suring water tower. The area has good highway access, available to public water, has adjacent lands for possible expansion and has good highway visibility. Several surrounding communities have limited lands remaining in their industrial parks, thus it is recommended that the town work with Oconto County and the village of Suring about the possibility of the park being a joint county, village, town industrial park. Light industry that provides for diversification or expansion of the current industrial base is the type of use that is preferred by the town. The industries should be consistent with the scale of the town and will only be considered if they will not have a negative impact on the surrounding development or the environment. The industrial park shall also be regulated by landscaping and signage controls.

As with the commercial development, when industrial development is proposed within the town the Town Plan Commission and Town Board must closely monitor the capacities of the infrastructure and community services that accommodate this new development and weigh the future costs to benefits. The town shall also cooperate with the county and village of Suring to discuss issues or concerns regarding the proposed industrial park in the town.

### **Governmental/Institutional**

The Maple Valley Town Hall, Oconto County Highway Department and recycling center are the Governmental/Institutional uses illustrated on the General Plan Design Map (Map 8.5). The existing Town Hall is sufficient for the town's uses, and the site is large enough to accommodate limited future expansions. The recycling center located on Brock Road will continue to operate with the town owning enough land that expansion is possible if necessary. The County Highway Department is located along STH 32 and also has ample room available for expansion.

It is the intent of this plan to see that the Town Plan Commission and Town Board continue to monitor services provided to the town residents. These officials will work with adjoining communities and Oconto County to help provide future services as effectively and efficiently as reasonably possible. The town will continue to explore options of maintaining the level of services from the Oconto County Sheriffs Department and other service providing entities. In addition, the town should continually explore options for future town road services, recycling services and disposal of solid waste, which could be more cost effective and more efficient. It is also recommended that the town cooperate with the village of Suring, surrounding towns and Oconto County on maintaining and enhancing the recreational facilities in the area.

The town should utilize the Pavement Management Program developed by BLRPC to assist in maintaining the roads in the future. Grant and aid programs shall be explored by the town when considering improvements to any of the town services. The town will continue to work with adjoining towns and Oconto County to update the Oconto County Zoning Ordinance in order to best protect the residents' quality of life.

### **Communication/Utilities**

This classification illustrates the Kelly Lake Sanitary District and the village of Suring water tower as Communication/Utilities uses on the General Plan Design map. The Kelly Lake Sanitary District in the town of Maple Valley, which essentially contains the lagoon cells for the district, will continue to serve the large number of developments that utilize the district within the Kelly Lake area. The Suring water tower will continue to provide the village and several town of Maple Valley residents with water services, with a recommendation for a joint county, town, village industrial park surrounding the tower which would provide land and adequate services for future businesses.

Other services such as electric and natural gas services provided to town residents are adequate. There is also the possibility of the village of Suring expanding its water and sewer services into the town once more development begins to move into the adjacent areas. In addition, several other services such as the cable satellite dishes and the Suring well are also expected to remain throughout the planning period.

It is recommended that the town address the issue of telecommunication towers and antennas. With the expanding use of "cell phones" which provide many benefits, including safety and convenience. However, problems can arise when new towers, often hundreds of feet high, are built near people's homes, next to historic buildings, or in rural, scenic areas. In many cases these towers often do not fit in with their surroundings and destroy scenic vistas. This is a nationwide occurrence and is a common sight in the state of Wisconsin.

To address the telecommunication tower issue, it is recommended that the town, along with UW-Extension, Oconto County, and other professional agencies develop a program to educate community officials and citizens on the existing rules and regulations associated with these structures. In addition, the program should be used to discuss issues such as alternate structures, joint use of new and existing towers, and visual and other potential adverse impacts of telecommunication towers. In addition, the town must be informed as to when and where possible telecommunication towers may be constructed in and around the town of Maple Valley.

## **Park and Recreation**

Given the proximity of community parks and school playground facilities in and adjacent to the village of Suring, there are no plans for expenditures for a community park in the town of Maple Valley. According to the community survey 54 percent of the respondents indicated that the development of parks and recreational sites should be left up to someone other than the town. However, if future recreational development occurs, it is recommended that the town cooperate with Oconto County, and surrounding communities to allow for more input and better connectivity of recreational uses such as trails.

In addition, Oconto County Recreation Trail, found in the southwestern corner of the town should be promoted as a valuable recreational resource. Such promotional activities might include local informational brochures, signs, and additional trail heads. As use of the trail increases and residential development occurs along it, the town should investigate a more restrictive rear yard building setback from the trail to buffer trail users from residential development and to buffer the residences from trail activities. The town of Maple Valley shall work with Oconto County to be sure that the trail is maintained and used properly.

Another area of significance in the town can be found at the intersection of STH 32 and CTH A. This area at one time was where CTH A merged onto STH 32, but it has since been straightened and the vacant land continues to be utilized as a resting spot for motorists and other individuals.

## **Agricultural Strategy**

This designation encourages the preservation of farmlands for continuation of agricultural uses and the farmer's right to farm within the town. According to the community survey conducted in 2000, the majority of the respondents strongly agreed that a farmer's right to farm should be protected, even if residents are bothered by inherent odors, noise, etc. from the operation. Lands devoted to agricultural production are not encouraged to be converted to residential. Future residential development should be directed toward residential areas identified on the General Plan Design Map (Map 8.5). However, if the need for residential development arises, a single family residence with a 10 acre minimum is recommended in order to preserve natural areas, viewsheds, open spaces, and areas deemed important for the town to keep preserved. Adequate buffers shall exist between farming and non-farming operations in these areas in order to lessen conflict between land uses. Decisions to allow residential development in areas identified for agricultural uses should be limited and decisions to approve or deny must be based on sound land use planning criteria.

It is also recommended that the town address the issue of mega-farming operations. The trend in farming within the State of Wisconsin and Oconto County is showing that the smaller, family-owned farms have difficulty trying to compete with the larger farming operations, which eventually leads to the smaller farms ceasing operations and possibly selling out to developers just to survive. This in turn, could change the landscape of the town as a whole, and possibly create conflicts between different types of land uses.

Throughout the State of Wisconsin and beyond, the trend is turning to cooperative farming practices in which two or more small farming operations combine funds and materials in order to keep up with the mega-farms. To address the mega-farming issue, it is recommended that the town, along with UW-Extension, Oconto County, and other professional agencies develop a

program to discuss several issues including the potential impacts that these mega-farms could have on the environment, as well as how they can affect a community's character.

### **Forest/Open Space**

The intent of this classification is to preserve open space and woodlands and also to recognize the value of these areas as recreational resources within the town of Maple Valley. By preserving the woodlands and vast open spaces, the town will maintain its rural nature. If these areas were to become developed, a density of **one** residential unit per 10 acres or greater would be permitted. However, residential development will be required to show that they will have a minimal affect on wildlife habitats and other natural areas within the town. In addition, care shall be given that residential development along transportation corridors in these areas do not negatively impact the view along the roads. Other uses allowed in this classification could include the permitted or conditional uses under the Forest District of the Oconto County Zoning Ordinance.

### **Environmental Corridors**

The preservation and protection of natural areas within the town of Maple Valley will become increasingly important as population and development pressures increase. Many natural features are either unsuitable for development, enhance the appearance of the community, improve natural processes such as flood control, water retention or groundwater recharge. Wetlands, large stands of trees, floodplains, lakes, rivers, and creeks are all significant natural features within the town of Maple Valley. This plan recommends that the natural features within the town remain in their natural state or be minimally modified for possible recreational use.

Environmental corridors are represented by four elements including; 100-year floodplains as defined by the Federal Emergency Management Agency (FEMA), DNR wetlands, steep slopes of 12 percent or greater, and a 75-foot setback from all navigable waterways as defined by the Oconto County Shoreland Zoning Ordinance. These four elements provide serious limitations to development and the floodplains, wetlands and the 75-foot building setback are generally regulated by either the federal, state, or county government. Together, these elements represent the areas of the town that are most sensitive to development and should be preserved.

According to the community survey conducted in 2000, the results indicate an overwhelming majority of residents feel strongly about preserving natural resources. Using the environmental corridors as a guide when reviewing proposed developments will give the town background information on what areas the town residents believe are important to maintaining the town's rural character and the quality of its natural resource base. The town should direct development away from environmental corridors as much as possible. This plan should serve as a guide for the preservation of environmental corridors and impacts to these areas will be minimized to the fullest extent possible when developments are permitted.

Additionally, it is encouraged that the town preserve large natural areas and/or features within possible subdivisions to enhance/retain buffers between residential uses and transportation routes, plus that agricultural operations should be buffered from waterways by adequate natural vegetation. The town should also explore adding a 50 foot buffer around existing wetlands to further protect water quality and watersheds.

## **Transportation**

The town of Maple Valley's transportation network consists of one State Highway (STH 32) and various County highways. The local road system that is in place provides good traffic flow within the town. In addition, the maintenance of these roads has been very good in the past. If any new subdivisions are proposed within the town, the Plan Commission and Town Board should require Area Development Plans. This will allow the town to review and ensure that future roads are well designed to promote efficient traffic flow and to avoid unnecessary cul-de-sacs and loops that can increase the town's future maintenance costs. Also, by limiting driveways and recommending landscaping/buffers along major corridors would help to preserve the rural atmosphere that the town currently maintains.

It is also recommended that the Pavement Management Plan (PMP), prepared in conjunction with this plan by the Commission be utilized by the town. The PMP provides a detailed inventory and description of all the town roads; provides a detailed surface condition survey of those streets; defines the goals and objectives of the town with respect to their street maintenance and repair; and ultimately establishes a long-term maintenance schedule that prioritizes road maintenance and repair needs.

## **IDENTIFIED "SMART GROWTH" AREAS**

During the planning process, the town of Maple Valley Plan Committee developed a recommended land use plan (Map 8.5) which identifies how the town will develop and preserve its lands throughout the planning period. During this process the Plan Committee identified areas that are considered "smart growth areas". According to s. 16.965, Wis. Stats., a "smart growth area" is "an area that will enable the development and redevelopment of lands within existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which have relatively low utility and municipal and state governmental costs." The "smart growth areas" within the town are located adjacent to the village of Suring. Locating these areas near the village's existing development allows for more orderly and efficient development patterns. In addition, these lands immediately surrounding the village will allow for a mixture of uses (residential, industrial, commercial, etc.), and are in close proximity to urban services such as public sewer and water. Locating the higher density developments adjacent to the village also assists the town in maintaining its rural character, while preserving the many valuable natural areas and prime agricultural lands that make up much of Maple Valley's landscape.

## **SUMMARY**

Overall, the Town of Maple Valley 2020 General Plan Design is the result of approximately 16 months of preparation and work done by the Town of Maple Valley Plan Committee which generally works towards several issues including:

- finding a balance between individual property rights and community wide interests and goals;
- steering residential developments to areas designated within the town in order to minimize land use conflicts;
- understanding the value of environmental corridors and wildlife habitats by steering development away from these areas;

- promoting environmental corridors to serve as natural buffers which will help lessen conflicts;
- preserving productive farmlands within the town;
- maintaining the town’s rural and open space character;
- steering more intensive development toward the village of Suring in order to promote more efficient development patterns;
- cooperation with Oconto County, the village of Suring and surrounding towns;
- identify enough land to accommodate a variety of development over a 20 year planning period.

The effect that this comprehensive plan will have on the town is twofold: first, it identifies a responsible program to improve the overall condition and delivery of public facilities and services; and second, it provides a future development scheme which is not only cost-effective but is also compatible with the town’s existing development pattern and provides for the achievement of the town’s vision and goals outlined within the plan. In simple terms, the town must not only plan for new development that may occur, but must also plan on the timing and location of the new development that is within the framework of this plan design. To accomplish this, the Town Board, Town Plan Commission and all town residents must work together in an organized and cooperative manner on all future planning efforts within the community. This may require cooperative agreements and joint planning with the adjoining communities and the county.

Table 8.2 contains a summary of the year 2020 land uses which have been designated in the General Plan Design for the town of Maple Valley along with their approximate acreage totals. It is important to note that the 2020 acres are by parcel and not by individual land uses, resulting in larger acreage calculations than those acreage totals found in the 2000 land use inventory.

Table 8.2: 2020 General Plan Design Acreage Calculations, Town of Maple Valley.

Land Use Type	2020 Acres
Residential	1,375
Commercial	12
Industrial	95
Governmental/Institutional	17
Communication/Utilities	17
Parks and Recreation	43
Agricultural Lands	10,205
Open Space/Forest	10,172
Transportation	566
Water Features	120
Totals	22,622
Source: Bay-Lake Regional Planning Commission, 2001	

## **Chapter 9 - IMPLEMENTATION**

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### **INTRODUCTION**

The final element in a comprehensive planning program is the implementation of the approved Year 2020 Comprehensive Plan. Implementation can take the form of:

1. Carrying out the recommendations in the plan for specific projects, for example, creating an Official Map;
2. Using the plan as a guide to public and private decision-making on matters that relate to the development of the town, for example, a rezoning request or a capital expenditure, and;
3. Reviewing and amending the plan as changes in the demographics, economy or political climate changes.

This chapter provides information on the comprehensive plan amendment/update process and its overall use by the town of Maple Valley. More specific information on various statutory powers which the town may utilize to implement the Year 2020 Comprehensive Plan are also included in this chapter.

### **Role of the plan**

The comprehensive plan must be in conformance with land controls governing within the town. When reviewing any petition or when amending any land controls within the town, the plan shall be reviewed, and a recommendation will be derived from its identified statements, goals, objectives, vision statement and General Plan Design. If a decision is one that needs to be made in which it is inconsistent with the comprehensive plan, then before the decision can take effect, the comprehensive plan must be amended to include this change in policy.

### **Role of the Elected Officials**

The elected officials must make their decisions from the standpoint of overall community impact—tempered by site specific factors. In this task they must balance the recommendations made by plans and policies, the objectives of the applicant, the technical advice of staff, and the politically neutral recommendations of advisory boards, with their own judgement on the matter at hand.

### **LAND USE PLANNING CONTROLS RECOMMENDATIONS**

#### **Zoning**

The town of Maple Valley is under the authority of the Oconto County Zoning Ordinance administered by Oconto County, Wisconsin. Many of the future land uses may need re-zoning in order to take place. The town will also need to stand firm on minimum zoning standards regarding natural features and should veto any relaxing attempts of regulations.

- A comparison between the preferred land uses and the County Zoning Ordinance and Zoning Map to determine compatibility of text and realignment of boundaries within various districts should take place. The town of Maple Valley should work with Oconto County in amending

the County Zoning to reflect the town's desires, which may mean the development of additional zoning districts.

- Work with the county in identifying standards for lighting, and landscaping in order to best protect the rural look of the town, regarding future commercial and industrial uses.
- Continue to participate within county meetings regarding sign controls, especially off-premise sign controls. It is important that the county consider the town's requests and understand the town's viewpoints. Additional changes to the sign ordinance are very likely due to the wide spectrum of controls the towns within the county want.

### **Official Maps**

Under §62.23(6), the city council/village board/town board (under village powers) "...may by ordinance or resolution adopt an official map showing the streets, highways, parkways, parks and playgrounds laid out, adopted and established by law." "The council/board may amend the map to establish the exterior lines of planned new streets, highways, parkways, parks, or playgrounds, or to widen, narrow, extend or close existing streets, highways, parkways, railroad rights-of-way, public transit facilities, waterways, parks or playgrounds. " Once an area is identified on an official map, no building permit may be issued for that site, unless the map is amended.

The official map serves several important functions:

1. It helps assure that when the city/village/town acquires lands for streets, etc., it will be at a lower vacant land price;
2. It establishes future streets that subdividers must adhere to unless the map is amended; and,
3. It makes potential buyers of land aware that land has been designated for public use.
  - Given the rural character and abundance of agricultural lands in the town of Maple Valley, it is recommended that the town begin the official map process in specific areas where more intensive development is to take place, (adjacent to the village of Suring) as opposed to the entire town.
  - Another option is to require Area Development Plans prior to the approval of certified survey maps or subdivision plats. It is important to note that the village of Suring currently has a right to exercise extra-territorial plat review over the town, and thereby influence the division of land within 1.5 miles of its border with the town. The town would have discretion in the design of the development plan and in most instances the village of Suring would have approval authority of any Area Development Plans within 1.5 miles of the village. If approved, the plans would be incorporated as part of the official map. Thus, developers would be required to ensure the town that their proposals will result in planned, orderly growth and development. In effect, roads and utilities would be planned to include areas beyond the land proposed to be platted. This would help the town avoid dead ends and looped streets that are characteristic of developments that have not considered adjacent lands owned by other parties.

### **Sign Regulations**

Many communities are finding themselves having to regulate signage especially along transportation corridors, in order to preserve a sense of place and community character. As signs become more bold, have greater illumination placed on them, and have greater square footage, the sides of roadways and within community centers become places of growing confusion as each sign attempts to get your attention.

- The town may wish to adopt stricter sign controls than the county's in order to preserve the rural look and character that the town currently maintains, especially as commercial businesses develop within the town along transportation corridors, as well as in adjoining communities.

### **Erosion and Storm Water Control Ordinances**

Under § 61.354 of the Wisconsin Statutes, the town may enact a construction site erosion control and storm water management zoning ordinance. Oconto County has an adopted Erosion Control ordinance in place. The purpose of such an ordinance is to protect water quality and to minimize the amount of sediment and other pollutants carried by runoff or discharged from construction sites to lakes, streams, and wetlands.

- The town of Maple Valley should support this type of ordinance and work with the county to develop, adopt, and ensure compliance by developers. In the future, the town may wish to enforce such an ordinance themselves, though it is not recommended that the town undertake this responsibility within the planning period.

### **Design Review Ordinances**

Design review can accompany many different development aspects and will assist communities in achieving the identified look and character they expressed within their vision statements and goals. These ordinances however, need to be based upon well defined sets of criteria. The town may wish, in the future, to explore the use of such ordinances to promote a specific look for an identified area within the town. Such areas may be along lands designated as industrial or along areas that have established commercial businesses (which are identified in this plan). Signage, lighting, exterior building material types and colors would be specifically identified within the ordinance.

### **Economic Development Committee**

An Economic Development Committee (EDC) is a not-for-profit organization representing the interests of both the public and private sectors within a community. EDCs have been formed in a number of communities to handle the municipality's economic development activities and bridge the communication gap that oftentimes exists between the public and private sectors. Typical activities undertaken by an EDC include commercial and industrial development, business retention and recruitment, and tourism. EDCs consist of a Council of Directors and professional staff members. Council members typically depict a broad representation of the community's business, labor and educational sectors and are jointly appointed by the community and its Chamber of Commerce or other existing business associations. The Council sets policy for the EDC and is responsible for all actions undertaken.

- Oconto County has an Economic Development Corporation - whose Executive Director is Bruce Mommaerts. It is recommended that the commercial and industrial needs of the town be expressly conveyed to this agency in order to attract the desired commercial and industrial growth.

### **Building/Housing Codes**

The town should work closely with Oconto County in the enforcement of all applicable building/housing codes to ensure that properties are adequately maintained to preserve the rural character of the town and to protect property values. This is important especially for those older areas within the town and for properties that are not owner occupied. The town should review the codes with the county to determine their effectiveness within the town.

### **Floodplain Ordinance**

Oconto County regulates through its Floodplain ordinance development within the designated FEMA floodplain areas. These regulations will limit development within identified areas. In some instances it will be important to re-adjust the floodplain boundaries in specific areas or within the entire town. To do so the town must follow three steps:

1. Hire an engineering firm to conduct hydrologic and hydraulic engineering models to calculate floodplain boundaries for the specified area.
2. Submit the re-calculated floodplain boundaries to the WDNR Bureau of Watershed Management and the FEMA for their review.
3. If approved, amend existing zoning maps to reflect the re-calculated floodplain boundaries.

### **Sanitary Codes**

The town will need to work with Oconto County to ensure that strict compliance with all sanitary codes is adhered to within the town. Groundwater protection is of great importance to the town and surrounding communities. Uncontrolled waste can have detrimental and wide ranging impacts on health and property values. The town will review code enforcement with the county to determine its effectiveness within the town, and the town will stay informed on any future changes to code minimum standards which may effect residents and their lands.

### **Subdivision Ordinances**

Section 236 of the Wisconsin Statutes regulates the division of raw land into lots for the purpose of sale or building development. The town may regulate, by ordinance, the subdivision of land within its boundary. The subdivision ordinance is related to the zoning ordinance in that the zoning ordinance regulates the lot size, density, and use of the land, while the subdivision ordinance regulates the platting, or mapping, of newly created lots, streets, easements, and open areas. Most importantly, the subdivision ordinance helps implement the comprehensive plan. A basis of the approval of a subdivision is its conformance or consistency with a local comprehensive plan. A subdivision ordinance would also allow the town to encourage well designed neighborhoods and ensure the creation of adequate land records. In addition, a subdivision ordinance would allow the town to set construction standards and timelines for improvements such as streets. The town could also require dedication of parks and playgrounds

or a fee-in-lieu of dedication as a condition of approval of a subdivision, thus implementing another aspect of the comprehensive plan.

- It is recommended that the town of Maple Valley explore developing and adopting a subdivision ordinance to utilize the ordinance to regulate how lots are developed and arranged within specific areas. It is recommended that any ordinance be developed jointly with Oconto County, BLRPC and/or other planning services. Also, the village of Suring currently has a right to exercise extra-territorial plat review over the town, and thereby influence the division of land within 1.5 miles of its border with the town.
- The town can petition the county to amend the County Subdivision Ordinance to include specific town wishes/standards, as other towns have done in the past.

**COMPREHENSIVE PLAN INTERNAL CONSISTENCY**

The comprehensive plan was developed sequentially in order to develop a plan with supportive goals, objectives, policies, and programs. Utilizing a community survey as a base, key issues were identified within each of the nine elements of the plan. Using these issues along with factual information regarding natural features, past population and housing data and infrastructure, a set of goals, objectives, policies and programs were developed in order to determine a desired vision which would be used throughout the planning period. The identified vision, goals and strategies expressed within this plan were utilized to determine the final General Plan Design as well as the specified implementation actions the town will undertake throughout the planning period. Any amendment to the plan shall be accompanied with an overall review of the nine elements along with their identified goals, objectives, policies and programs, in order to ensure that inconsistency within and between elements does not occur in the future.

**IMPLEMENTATION STEPS**

Implementation Timeline										
Category	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	YEAR 6	YEAR 7	YEAR 8	YEAR 9	YEAR 10
Planning Elements			Review Chapter's Goals Evaluate Against WDOA Estimates		Review Chapter's Goals Evaluate Against WDOA Estimates				Plan Commission Gather Needed Information to Update The Plan	Review & Update Plan
Governmental	Establish Plan Commission				Review Chapters Projections & Compare to Latest Information			Contact Consultant to Update Plan		Adopt Plan By Ordinance
Ordinances	Initiate Ordinance Update	Complete Ordinance Update								Review And Amend Ordinances
Intergovernmental	Establish Committee to work with County/Towns	Evaluate Shared Goals			Evaluate Shared Goals					Continue Intergovernmental Cooperation

Source: Bay-Lake Regional Planning Commission, 2001.

## **PROCESS FOR UPDATING PLAN**

As directed by s66.1001, any plan commission or other body of a local governmental unit authorized to prepare or amend a comprehensive plan may recommend the adoption or amendment of a comprehensive plan only by adopting a resolution by a majority vote of the entire commission (or governmental unit). This plan shall be amended/updated following s66.1001 (4)(b) and the adopted written community procedures for fostering public participation.

## **ACTION PLAN**

The following is a summary of the key implementation activities needed to be followed to ensure initial progress is made after the adoption of the comprehensive plan. The Action Plan identifies the activity (**What**) and the appropriate body (**Who**) that would have the responsibility for carrying out the activity. The timeframe the activity needs to be initiated (**When**) is also identified and should begin within the first year of the plan's adoption or reviewed for continued applicability. The actions are as follows:

### **Town of Maple Valley Action Plan**

**1. Activity**                      Establish a Town Plan Commission to administer the Comprehensive Plan.

**Who:**                              Chief Elected Officials  
**When:**                            Fall/Winter 2001/2002

**2. Activity**                      Discuss the town's intentions regarding future commercial and industrial development within the town with the village of Suring and the Oconto County Economic Development Corporation.

**Who:**                              Plan Commission and Chief Elected Officials  
**When:**                            Spring 2002

**3. Activity**                      Administer the Comprehensive plan's recommendations, and monitor/update the statistical projections within the comprehensive plan.

**Who:**                              Town Plan Commission  
**When:**                            Ongoing/ Minor Update of Plan's Components Every 3 to 5 Years, Complete Update of Plan at 10 Years

**4. Activity**                      Communicate with the village of Suring and neighboring towns in an effort to identify shared goals, visions, and efforts to further the communities developments.

**Who:**                              Chief Elected Officials, Town Plan Commission  
**When:**                            Spring 2002

**5. Activity** Develop a code of ordinances to be comprised of the existing town ordinances and additional ordinances recommended in the plan.

**Who:** Chief Elected Officials, Town Plan Commission

**When:** Spring 2002

**6. Activity** Request modifications to the Oconto County Zoning Ordinance to reflect the recommendations of the *Town of Maple Valley 2020 Comprehensive Plan* General Plan Design.

**Who:** Chief Elected Officials, Town Plan Commission, Assistance From Oconto County Planning and Zoning Department, UW-Extension and other planning agencies.

**When:** Summer 2002

**7. Activity** Require Area Development Plans for all new subdivisions in lieu of an Official Map.

**Who:** Town Plan Commission and Chief Elected Officials

**When:** Ongoing

**8. Activity** Work on educating the town on non-traditional methods of development such as Conservation Subdivisions, Cluster Districts, Traditional Neighborhoods - that will promote the plans of the town to allow creative development opportunities while preserving farmland and protecting and enhancing the natural resources of the town.

**Who:** Chief Elected Officials, Town Plan Commission/UW-Extension

**When:** Summer/Fall 2002

**9. Activity** Have discussions with the village of Suring regarding services and seek to establish a formal boundary agreement.

**Who:** Chief Elected Officials

**When:** Ongoing

**APPENDIX A**  
**2000 SURVEY AND RESULTS**

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# Town of Maple Valley



## Community Land Use Survey Results

Oconto County UW-Extension  
301 Washington Street  
Oconto, WI 54153-1699  
(920) 834-6845

<sup>UW</sup>  
**Extension**

## Town of Maple Valley Community Land Use Survey

Dear Residents and Property Owners;

Comprehensive land use planning has been a subject of intense interest among Oconto County towns for the past several years. Although the Town of Maple Valley is not experiencing as much population growth or rapid residential development as some other Oconto County towns, we have other land use related issues that the town might have to deal with in the years to come -- issues regarding the growth of Suring boundaries, conflicts between agricultural operations and residential developments, and how to preserve woodlands, wetlands and open spaces. Also, under recent state legislation, by 2010 towns that want to take actions or have ordinances relating to land use must adopt a Comprehensive Plan. This raises some vital questions, such as what characteristics of the town should be preserved, and what should the Town of Maple Valley do to manage future growth and change? The ad hoc Maple Valley Town Survey Committee, and UW-Extension, Oconto County are conducting this survey to obtain your views on these and other land use questions. The results of this survey will be used by this Committee to recommend policies and goals for the Town of Maple Valley. Please note that this survey may be completed by **two persons** in your household. The **first** respondent should use only the box  to record their answers, and the **second respondent** should use only the circle . **Please return** this survey in the enclosed, stamped, addressed envelope **by March 13, 2000**. Survey results will be presented at a special town meeting to be announced, and placed on file at the town hall for public access. Thank you very much.

Maple Valley Town Survey Committee: Ken Pusich 842-4219; Curty Suring 842-2582; Dal A. Wanish 842-3256; Cliff Fenendael 842-2073; Patsy Gauthier 842-2814; James Mahoney 842-4522; Harold Mork 842-2697; Stan Olson 842-4543; Russell Brock 842-2257; Ryan Brock 842-9873; Austin Makhholm 842-2542

*How strongly do you agree or disagree with the following statements...*

**1. I am concerned about how future growth and development might change the Town of Maple Valley over the next 20 years.**

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
<input type="checkbox"/> <input type="radio"/>				

**2. Our town board should be involved in land use decisions affecting the Town of Maple Valley.**

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
<input type="checkbox"/> <input type="radio"/>				

**3. Protecting our natural resources (groundwater, wetlands, woodlands) is necessary.**

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
<input type="checkbox"/> <input type="radio"/>				

**4. A farmer's right to farm is important and should be protected, even if I am bothered by the inherent odors, noise, etc, from the operation.**

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
<input type="checkbox"/> <input type="radio"/>				

**5. The town of Maple Valley should oppose the development of future residential subdivisions in the town.**  
(a subdivision is defined as the division of a parcel of land creating 5 or more building sites of 1.5 acres or less within 5 years)

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
<input type="checkbox"/> <input type="radio"/>				



**Town of Maple Valley Survey Results**

<b># Surveys Mailed Out:</b> <b>447</b>	<b># Surveys Completed and Returned: 193</b>	<b>Response Rate:</b> <b>43%</b>	<b>Total # of Respondents: 287</b>
--	--	-------------------------------------	------------------------------------

**1. I am concerned about how future growth and development might change the town over the next 20 years.**

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Total
109	118	43	9	6	285
38%	41%	15%	3%	2%	

**2. Our Town Board should be involved in land use decisions affecting the town.**

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Total
109	122	31	12	10	284
38%	43%	11%	4%	4%	

**3. Protecting our natural resources is necessary.**

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Total
171	101	9	3	3	287
60%	35%	3%	1%	1%	

**4. A farmer's right to farm is important and should be protected, even if I am bothered.....**

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Total
152	96	20	14	3	285
53%	34%	7%	5%	1%	

**5. The town should oppose the development of future residential subdivisions in the town.**

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Total
97	56	52	62	18	285
34%	20%	18%	22%	6%	

**6. What minimum lot size would you like to see for future residential lots?**

As is	1 Acre	1.5 Acres	2-2.5 acres	3 acres	5 acres	Other	Total
33	49	30	40	29	69	46	296
11%	17%	10%	14%	10%	23%	16%	

**7. Cooperation with Village of Suring on land use issues along common border is important?**

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Total
80	147	35	12	13	287
28%	51%	12%	4%	5%	

**8. The town should cooperate with the Village of Suring to develop an industrial park.**

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Total
71	106	39	33	19	268
26%	40%	15%	12%	7%	

**9. Annexation**

Extend services to Maple Valley Residents	56	20%
Accommodate future growth within Suring	49	17%
No annexation	107	38%
No opinion	70	25%
Total	282	

**10. Should town develop and own park and rec facilities, or leave them to others.**

Develop & own	Leave parks to others	Not Sure	Total
71	136	44	251
28%	54%	18%	

<b>Age</b>						
under 18	18-24	25-45	46-61	62-74	75+	Total
0	6	109	92	50	17	274
0%	2%	40%	34%	18%	6%	

<b>Gender</b>		
Male	Female	Total
150	110	260
58%	42%	

<b>Years resided in Maple Valley</b>					
0-5	5-10	11-20	Over 20	Don't reside, just own	Total
31	34	37	77	70	249
12%	14%	15%	31%	28%	

<b>Do you commute to a workplace outside Maple Valley?</b>		
Yes	No	Total
94	101	195
48%	52%	

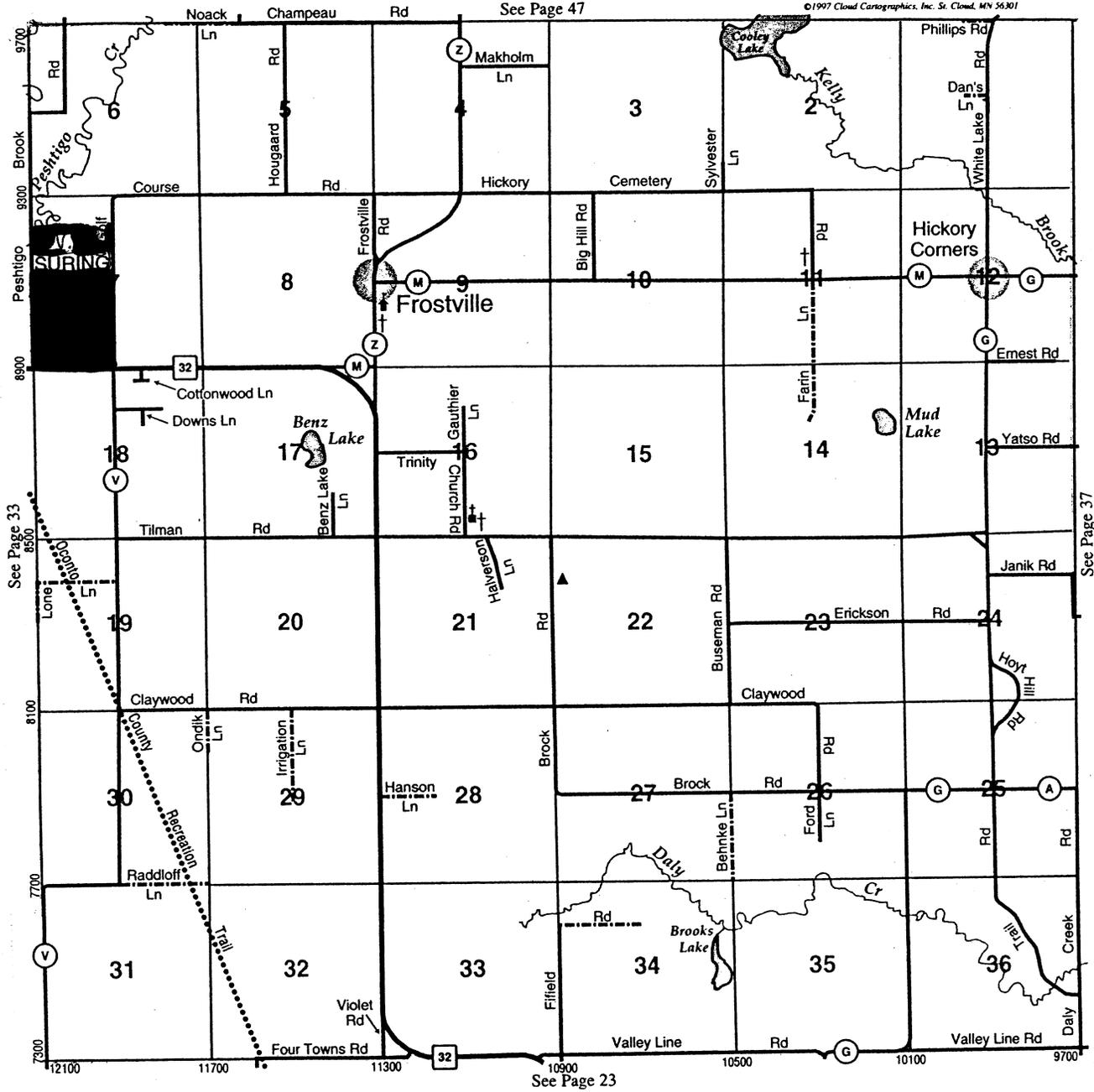
<b>If Yes, how many miles on way?</b>				
0-10	11-30	30-50	Over 50	Total
35	30	23	3	91
38%	33%	25%	3%	

# MAPLE VALLEY

T.29N. - R.18E.



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See Page 47

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SURVEY RESPONDENTS RECOMMENDED DEVELOPMENT TYPE BY SECTION

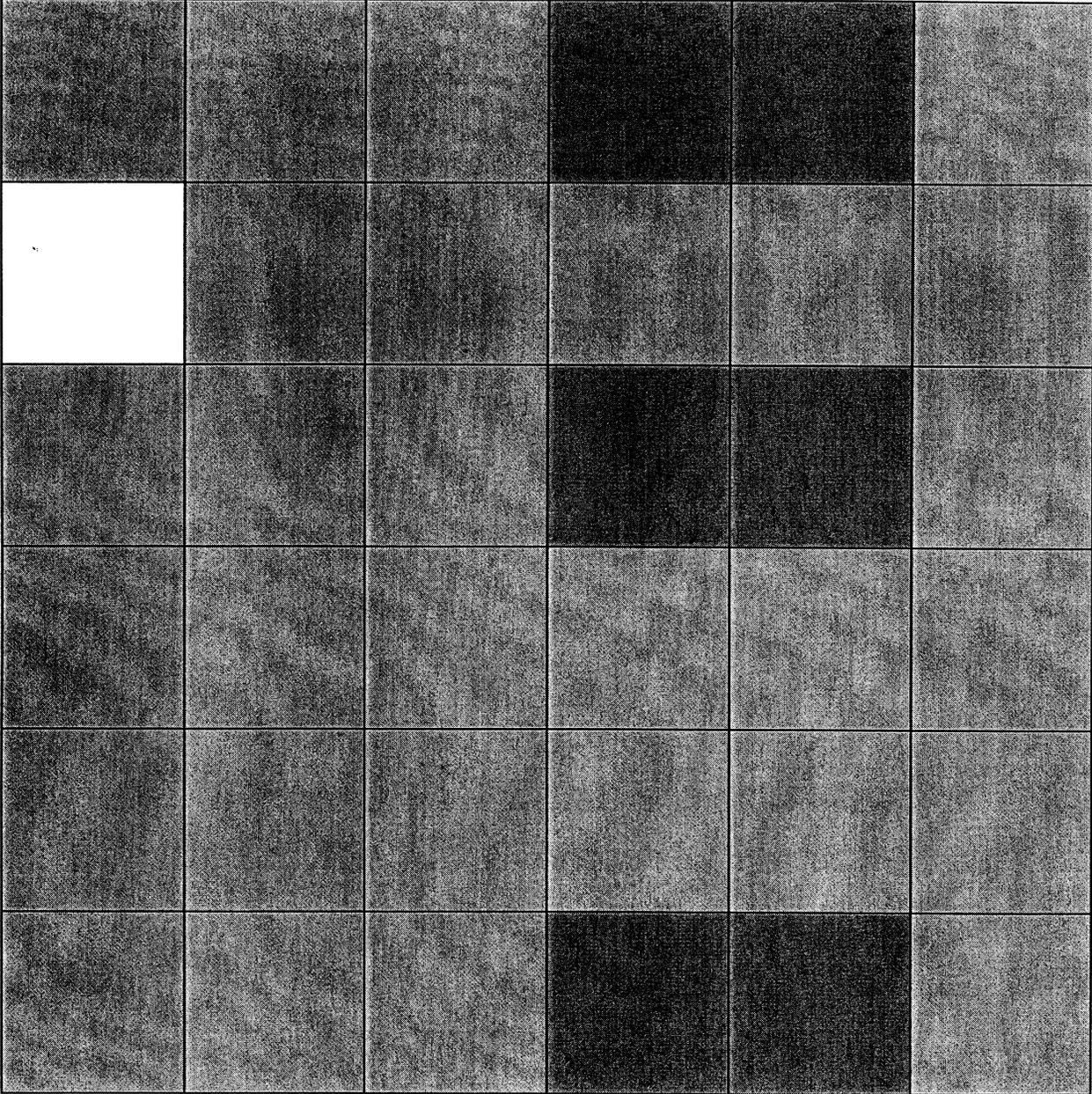
Section 6 ND - 23 DR - 8 DC - 3 DI - 2	Section 5 ND - 22 DR - 3 DC - 2 DI - 1	Section 4 ND - 18 DR - 3 DC - 0 DI - 0	Section 3 ND - 26 DR - 1 DC - 0 DI - 0	Section 2 ND - 30 DR - 1 DC - 0 DI - 0	Section 1 ND - 23 DR - 3 DC - 0 DI - 0
Section 7 ND - 15 DR - 15 DC - 10 DI - 15	Section 8 ND - 21 DR - 9 DC - 13 DI - 14	Section 9 ND - 23 DR - 6 DC - 2 DI - 0	Section 10 ND - 24 DR - 3 DC - 2 DI - 0	Section 11 ND - 23 DR - 5 DC - 2 DI - 2	Section 12 ND - 20 DR - 5 DC - 8 DI - 8
Section 18 ND - 18 DR - 18 DC - 8 DI - 17	Section 17 ND - 22 DR - 10 DC - 4 DI - 9	Section 16 ND - 25 DR - 5 DC - 2 DI - 0	Section 15 ND - 27 DR - 1 DC - 1 DI - 1	Section 14 ND - 26 DR - 0 DC - 1 DI - 0	Section 13 ND - 21 DR - 0 DC - 0 DI - 0
Section 19 ND - 17 DR - 6 DC - 2 DI - 1	Section 20 ND - 20 DR - 7 DC - 6 DI - 0	Section 21 ND - 17 DR - 4 DC - 5 DI - 0	Section 22 ND - 19 DR - 0 DC - 0 DI - 0	Section 23 ND - 21 DR - 1 DC - 0 DI - 0	Section 24 ND - 20 DR - 4 DC - 0 DI - 0
Section 30 ND - 19 DR - 1 DC - 2 DI - 0	Section 29 ND - 20 DR - 6 DC - 3 DI - 0	Section 28 ND - 24 DR - 7 DC - 5 DI - 0	Section 27 ND - 25 DR - 3 DC - 0 DI - 0	Section 26 ND - 23 DR - 3 DC - 0 DI - 0	Section 25 ND - 23 DR - 2 DC - 0 DI - 0
Section 31 ND - 17 DR - 1 DC - 1 DI - 0	Section 32 ND - 20 DR - 3 DC - 3 DI - 0	Section 33 ND - 24 DR - 5 DC - 7 DI - 0	Section 34 ND - 29 DR - 3 DC - 0 DI - 0	Section 35 ND - 27 DR - 2 DC - 0 DI - 1	Section 36 ND - 25 DR - 1 DC - 0 DI - 0

In this survey exercise, respondents recommended how each section of the town should be developed. This page is a key to the next four pages which illustrate responses to each category found in the key. The number next to each letter category described in the key represents the number of respondents for that category.

Key:

ND - No Development  
 DR - Developed Residential  
 DC - Developed Commercial/Business  
 DI - Developed Industrial

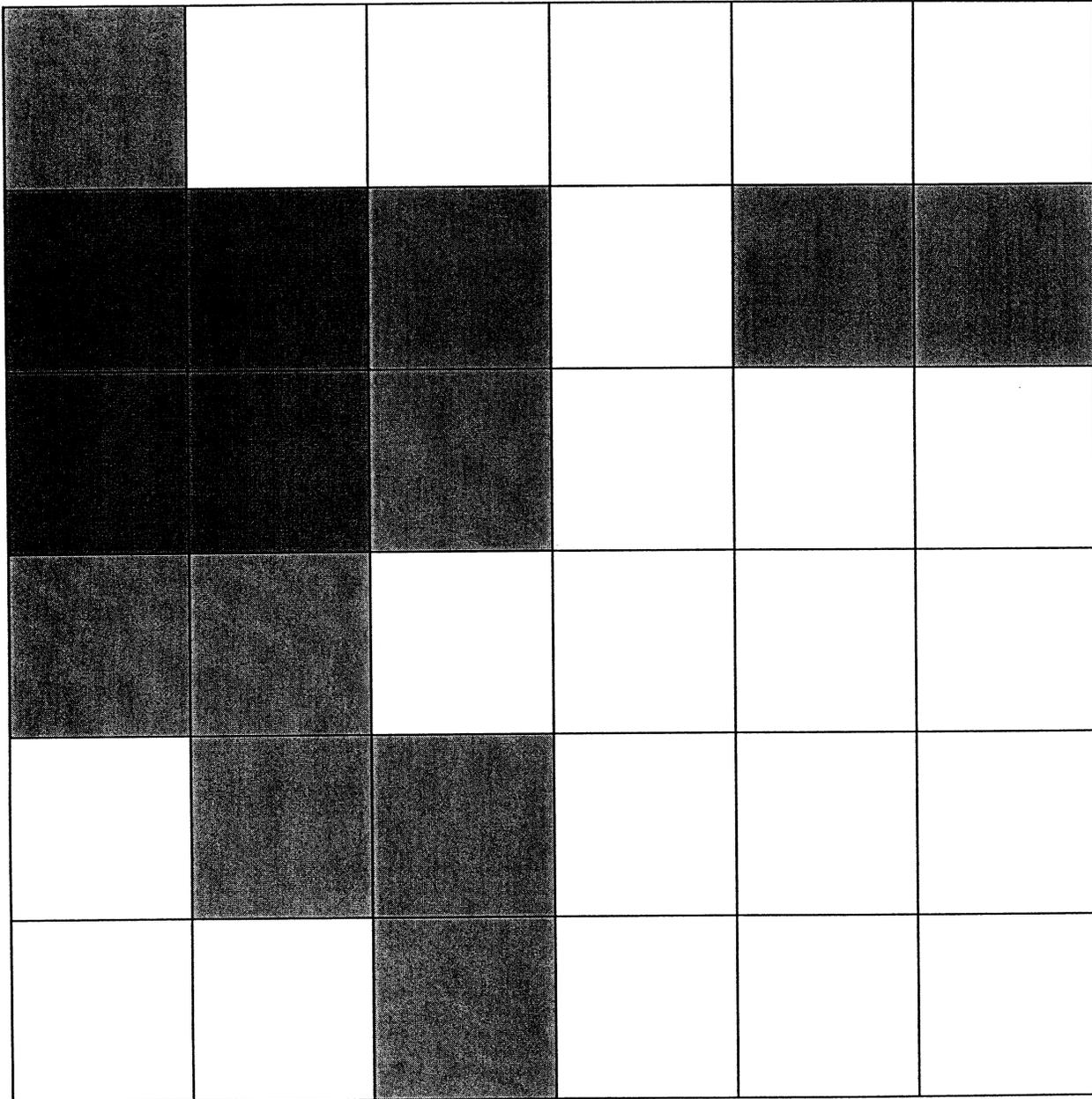
# No Development



Number of Responses

- 0 - 15 (blank)
- 16 - 25 
- > 25 

# Developed Residential



Number of Responses

0 - 4 (blank)

5 - 8 

> 8 

# Developed Commercial/Business

■	■				■
■					
	■				
		■			

Number of Responses

0 - 5 (blank)

6 - 10 

> 10 

# Developed Industrial

■	■				■
■	■				

Number of Responses

0 - 7 (blank)

8 - 15 ■

> 15 ■

**APPENDIX B**  
**DETAILED LAND USE TABULATION**

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## 2001 TOWN OF MAPLE VALLEY DETAILED LAND USE

CODE	LAND USE CLASSIFICATION	ACRES
100	RESIDENTIAL	
110	Single Family Residential	119.9
130	Two Family	0.2
180	Mobile Homes	11.2
199	Vacant Residence	1.3
200	COMMERCIAL	
210	Retail Sales	10.9
250	Retail Services	0.8
300	INDUSTRIAL	
310	Manufacturing	2.3
360	Extractive	18.9
381	Open Storage	5.6
382	Enclosed Storage	6.1
400	TRANSPORTATION	
412	State Highways	85.2
413	County Highways	152.0
414	Local Streets and Roads	329.5
500	COMMUNICATION/UTILITIES	
514	Telephone and Telegraph Terminals/Dispatch Centers	0.2
581	Trash/Garbage Landfills	1.8
586	Auto Salvage/Recycling/Disposals	0.2
600	INSTITUTIONAL/GOVERNMENTAL FACILITIES	
611	Administrative Buildings	7.5
690	Religious and Related Facilities	0.4
691	Churches/Temples/Synagogues	1.8
694	Fraternal Organizations/Clubhouses	4.8
699	Vacant Facilities	0.7
700	OUTDOOR RECREATION	
731	Campgrounds	2.6
747	Trails	40.1
800	AGRICULTURE/SILVICULTURE	
810	Croplands/Pastures	10,192.6
830	Long-Term Specialty Crops	19.3
870	Farm Buildings/Accessories	173.5
880	Commercial Forests	100.1
899	Vacant Agricultural Buildings	1.8
900	NATURAL AREAS	
911	Lakes	76.3
912	Reservoirs and Ponds	32.0
913	Rivers and Streams	11.9
950	Other Natural Areas	839.4
951	Woodlands	10,372.0
TOTAL ACREAGE		22,622.7

**APPENDIX C**  
**THREATENED AND ENDANGERED SPECIES LIST**

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**RARE, THREATENED AND ENDANGERED SPECIES  
AND NATURAL COMMUNITIES IN  
OCONTO COUNTY**

**PLANTS**

<b>Common Name</b>	<b>Species Name</b>	<b>Wisconsin Status<sup>1</sup></b>
Adder's-Tongue	<i>Ophioglossum vulgatum var pseudopodium</i>	Special Concern
Blunt-Lobe Grape-Fern	<i>Botrychium oneidense</i>	Special Concern
Bog Bluegrass	<i>Poa paludigena</i>	Threatened
Braun's Holly Fern	<i>Polystichum braunii</i>	Threatened
Common Bog Arrow-Grass	<i>Triglochin maritimum</i>	Special Concern
Crinkled Hairgrass	<i>Deschampsia flexuosa</i>	Special Concern
Crawe Sedge	<i>Carex crawei</i>	Special Concern
Cuckoo Flower	<i>Cardamine pratensis var palustris</i>	Special Concern
Deam's Rockcress	<i>Arabis missouriensis var deamii</i>	Special Concern*
Dwarf Huckleberry	<i>Vaccinium cespitosum</i>	Endangered
Dwarf Milkweed	<i>Asclepias ovalifolia</i>	Threatened
Fairy Slipper	<i>Calypso bulbosa</i>	Threatened
Few Flowered Spikerush	<i>Eleocharis quinquefolia</i>	Special Concern
Heart-Leaved Foam-Flower	<i>Tiarella cordifolia</i>	Endangered
Hooker Orchis	<i>Platanthera hookeri</i>	Special Concern
Indian Cucumber-Root	<i>Medeola virginiana</i>	Special Concern
Large Roundleaf Orchid	<i>Platanthera orbiculata</i>	Special Concern
Leafy White Orchis	<i>Platanthera dilatata</i>	Special Concern
Little Goblin Moonwort	<i>Botrychium mormo</i>	Endangered*
Many-Headed Sedge	<i>Carex sychnocephala</i>	Special Concern
Northeastern Bladderwort	<i>Utricularia resupinata</i>	Special Concern
Northern Black Currant	<i>Ribes hudsonianum</i>	Special Concern
Northern Bog Sedge	<i>Carex gynocrates</i>	Special Concern
Northern Wild-Raisin	<i>Viburnum cassinoides</i>	Special Concern

Pale Green Orchid	<i>Platanthera flava var herbiola</i>	Threatened
Purple Bladderwort	<i>Utricularia purpurea</i>	Special Concern
Purple Clematis	<i>Clematis occidentalis</i>	Special Concern
Ram's-Head Lady's-Slipper	<i>Cypripedium arietinum</i>	Threatened
Rocky Mountain Sedge	<i>Carex backii</i>	Special Concern
Round-Leaved Orchis	<i>Amerorchis rotundifolia</i>	Threatened
Sheathed Sedge	<i>Carex vaginata</i>	Special Concern
Showy Lady's-Slipper	<i>Cypripedium reginae</i>	Special Concern
Silky Willow	<i>Salix sericea</i>	Special Concern
Slender Bog Arrow-Grass	<i>Triglochin palustre</i>	Special Concern
Slim Stemmed Small Reedgrass	<i>Calamagrotis stricta</i>	Special Concern
Swamp-Pink	<i>Arethusa bulbosa</i>	Special Concern
Sparse-Flowered Sedge	<i>Carex tenuiflora</i>	Special Concern
Variiegated Horsetail	<i>Equisetum variegatum</i>	Special Concern
White Adder's-Mouth	<i>Malaxis brachypoda</i>	Special Concern

## ANIMALS

Common Name	Species Name	Wisconsin Status <sup>1</sup>	Taxa
Bald Eagle	<i>Haliaeetus leucocephalus</i>	Special Concern**	Bird
Barn Owl	<i>Tyto alba</i>	Endangered	Bird
Black-Crowned Night-Heron	<i>Nycticorax nycticorax</i>	Rule	Bird
Caspian Tern	<i>Sterna caspia</i>	Endangered	Bird
Common Tern	<i>Sterna hirundo</i>	Endangered	Bird
Forster's Tern	<i>Sterna forsteri</i>	Endangered	Bird
Loggerhead Shrike	<i>Lanius ludovicianus</i>	Endangered*	Bird
Merlin	<i>Falco columbarius</i>	Special Concern	Bird
Piping Plover	<i>Charadrius melodus</i>	Endangered**	Bird
Red-Necked Grebe	<i>Podiceps grisegena</i>	Endangered	Bird
Red-Shouldered Hawk	<i>Buteo lineatus</i>	Threatened	Bird

Yellow Rail	<i>Coturnicops noveboracensis</i>	Threatened	Bird
Bog Copper	<i>Lycaena epixanthe</i>	Special Concern	Butterfly
Broad-Winged Skipper	<i>Poanes viator</i>	Special Concern	Butterfly
Dion Skipper	<i>Euphyes dion</i>	Special Concern	Butterfly
Karner Blue Butterfly	<i>Lycaeides melissa samuelis</i>	Special Concern**	Butterfly
Mulberry Wing	<i>Poanes massasoit</i>	Special Concern	Butterfly
Northern Blue Butterfly	<i>Lycaeides idas nabokovi</i>	Endangered	Butterfly
Smokey Eyed Brown	<i>Satyrodes eurydice fumosa</i>	Special Concern	Butterfly
Tawny Crescent Spot	<i>Phyciodes batesii</i>	Special Concern*	Butterfly
Amber-Winged Spreadwing	<i>Lestes eurinus</i>	Special Concern	Dragonfly
Black-Tipped Darner	<i>Aeshna tuberculifera</i>	Special Concern	Dragonfly
Lake Darner	<i>Aeshna eremita</i>	Special Concern	Dragonfly
Least Clubtail	<i>Stylogomphus albistylus</i>	Special Concern	Dragonfly
Pygmy Snaketail	<i>Ophiogomphus howei</i>	Threatened*	Dragonfly
Skillet Clubtail	<i>Gomphurus ventricosus</i>	Special Concern	Dragonfly
Swamp Spreadwing	<i>Lestes vigilax</i>	Special Concern	Dragonfly
Zebra Clubtail	<i>Stylurus scudderi</i>	Special Concern	Dragonfly
Greater Redhorse	<i>Moxostoma valenciennesi</i>	Threatened*	Fish
Lake Sturgeon	<i>Acipenser fulvescens</i>	Special Concern*	Fish
Least Darter	<i>Etheostoma microperca</i>	Special Concern	Fish
Longear Sunfish	<i>Lepomis megalotis</i>	Threatened	Fish
Paddlefish	<i>Polyodon spathula</i>	Threatened*	Fish
Redfin Shiner	<i>Lythrurus umbratilis</i>	Threatened	Fish
Bullfrog	<i>Rana catesbeiana</i>	Special Concern	Frog
Slippershell Mussel	<i>Alasmidonta viridis</i>	Threatened	Mussel
Four-Toed Salamander	<i>Hemidactylium scutatum</i>	Special Concern	Salamander
Western Ribbon Snake	<i>Thamnophis proximus</i>	Endangered	Snake
Blanding's Turtle	<i>Emydoidea blandingii</i>	Threatened*	Turtle
Wood Turtle	<i>Clemmys insculpta</i>	Threatened	Turtle

### Natural Communities

Important examples of the following natural community types have been found in this county. Although communities are not legally protected, they are critical components of Wisconsin's biodiversity and may provide the habitat for rare, threatened and endangered species.

Alder Thicket	Lake--Shallow, Hard, Seepage	Open Bog
Bedrock Glade	Lake--Shallow, Soft, Seepage	Pine Barrens
Emergent Aquatic	Lake--Soft Bog	Shrub-Carr
Floodplain Forest	Northern Dry Forest	Southern Dry-Mesic Forest
Lake--Deep, Hard, Drainage	Northern Dry-Mesic Forest	Spring Pond
Lake--Deep, Hard, Seepage	Northern Mesic Forest	Stream--Fast, Hard, Cold
Lake--Deep, Soft, Seepage	Northern Sedge Meadow	Stream--Fast, Soft, Cold
Lake--Hard Bog	Northern Wet Forest	Stream--Slow, Hard, Cold
Lake--Shallow, Hard, Drainage	Northern Wet-Mesic Forest	

### <sup>1</sup>Wisconsin Status:

**Endangered: continued existence in Wisconsin is in jeopardy.**

**Threatened: appears likely, within the foreseeable future, to become endangered.**

**Special Concern: species for which some problem of abundance or distribution is suspected but not yet proven.**

**Rule: protected or regulated by state or federal legislation or policy; neither endangered nor threatened.**

**\* indicates: A candidate for federal listing.**

**\*\* indicates: Federally Endangered or Threatened.**

**Last Revised: June 1998**

**APPENDIX D**  
**INTERGOVERNMENTAL COOPERATION MEETING**

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**APPENDIX E**  
**RESPONSE TO PUBLIC COMMENTS**

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**Intergovernmental  
Cooperation  
Meeting**

**May 16, 2001  
Gillett Town Hall**

**Towns of Bagley, Breed, Gillett, Green Valley  
(Shawano County), How, Maple Valley, Oconto  
Falls, Spruce, Underhill, and the Village of Suring**

INTERGOVERNMENTAL COOPERATION MEETING  
TOWN OF GILLETT & MAPLE VALLEY 2020 COMPREHENSIVE PLANS  
WEDNESDAY, MAY 16, 2001 @ Gillett Town Hall

ATTENDANCE LIST (PLEASE PRINT LEGIBLY)

<u>Name:</u>	<u>Address:</u>
1. OSCAR TACHICK - BAGLEY	10243, Hwy 2, SORNOB, WI 54172
2. RICHARD RATAJCZYK	9961 LYDIE LANE POUND
3. ALAN Sletch	9947 madison Rd. Suez
4. Herbert Fischer	11021 Ucil Lake Rd POUND
5. LOREN BEGOLKE	5597 Downtown Ln. Gillett (Underhill)
6. Frank Schuettpelz	13012 CTy Rd H Gillett 54124
7. Julie Pintarelli	5431 Cty. Rd. HH, Gillett 54124
8. Aaron Lehn	Berry Lake Rd. & Hwy Vv, Gillett 54124
9. Dale R. Seelings	5185 Golden Corners Rd. Oconto Falls, WI
10. Milton Brock	7927 Cty A & G Leno, WI 54139
11. STAN OLSON	8104 BUSEMAN RD GILLETT 54124
12. Patsy Gauthier	8808 Gauthier Ln. Suring, 54174
13. Tom Cota	6709 Hwy G Gillett, WI 54124
14. Austin C. Matheson	8211 Hwy 32 N. L. L. H. H. WI 54124
15. MELVIN G. RAATZ	5703 Quarterline Rd, Gillett, WI

ATTENDANCE LIST (PLEASE WRITE LEGIBLY)

<u>Name:</u>	<u>Address:</u>
16. Ray Wickman	5600 Finnigan Lane 5942 Gillett
17. GARY Kopitzke	245 RIDGEMOOD DR Gillett
18. James Schroeder	10357 Highway 22 east
19. Harvey L. Fiedel	10824 Newnam-Lumbd Cecil WI
20. Gary Frank	9808 Hwy. H. R. Gillett
21. Allen Engelbren	4979 Eng Lane
22. Russell Zink	W 2453 Linquist CECIL
23. DALE REICHWALD	10792 HLOYDGE GILLETT
24. Doug McMahon	301 Washington St Deoto
25. Roger Fedler	5507 Quarterline Rd. Gillett
26. Chris Wolotta	WisDot District 3 944 Vanderperren way Green B
27. KEN POSICH	11272 TRINITY CHURCH RD
28. CLIFF FENENDAEL	10790 HICKORY CEMETERY RD SURING
29. Curt Suring	11858 Golf Course Rd Suring
30. David W. Wank	11040 County A - Suring
31. Kaye Rundquist	W455 Main, Box 44 Green Valley 54127
32. Connie A. Horsens	W1980 County Rd. C, Cecil, WI 54111
33. Kris Martin	411 E. Algoma St., Suring 54174
34. Paul Wolf	10705 Contra. R.O. Suring

- 35. Doug Rossberg
- 36. TERRY CARSON
- 37. Lawrence Bohrandt

WDMR Peshigo.  
WDMR PESHIGO  
TOWN OF HOW

**Intergovernmental Cooperation in Comprehensive Planning  
Issues Identification and Discussion  
Gillett Town Hall, Oconto County  
May 16, 2001**

**Participating Communities**

**Oconto County Towns of: Gillett, Maple Valley, Underhill, How, Oconto Falls,  
Spruce, Breed, Bagley. Village of Suring. Town of Green Valley, Shawano County.  
Gillett School District.**

**Co-Facilitators:**

*Brandon Robinson, Bay Lake Regional Planning Commission (920) 448-2820  
Rob Burke, Oconto County UW-Extension (920) 834-6851*

**Background Statement**

Comprehensive Planning among towns in Oconto County is progressing rapidly. Under the recent "Smart Growth" legislation communities that engage in planning should consult with their neighboring municipalities. It is not expected that solutions to the challenges that face the communities will be instantly discovered, rather it may represent the start of much more cooperation among local governments. Towards accomplishing the requirement of consulting with neighboring municipalities, this workshop was held to identify the major issues all participants face, and discuss possible ways to help resolve the issues in the future. All participating communities may utilize the information generated in this meeting as helping accomplish the Intergovernmental Element of their Comprehensive Planning Process.

**Brainstorming Issues**

The process for this meeting included a round-robin modified Nominal Group process to identify issues. Approximately 40 representatives of 11 jurisdictions participated.

The results of the initial round-robin brainstorming of issues generated the following items:

1. Use of quarries and blacktopping
2. Protection of the Oconto River (controlling development)
3. Better communications between neighboring communities
4. Enhancing business

5. Stick w/plans, don't give into development pressures
6. Protect wetlands
7. Job opportunities to allow younger citizens to remain in community
8. Highways remain in current location
9. Protect undeveloped shorelines
10. Develop a plan that balances agriculture, manufacturing, recreation, and residential.
11. To allow towns to enforce their own ordinances.
12. Need to educate the public regarding land use plans
13. Intergov. Cooperation is a must
14. Planned growth
15. Preserve the quality of water near Kelly Lake
16. Expand Kelly Lake Sanitary District (develop a plan)
17. Keep planning as an ongoing business
18. Maintain and improve protective services (fire, ambulance, police)
19. Identify location of aquifer, before designating areas for residential
20. Frequent review of water features, wetlands, and pollution issues
21. Minimum lot size for residential development
22. Protect groundwater and wetlands
23. Long-range planning
24. Encourage "conservation by design"
25. Better cooperation with zoning and Oconto County
26. Energy conservation and preservation
27. Plan for shared services
28. Joint planning for Industrial Park in Gillett
29. Better working relationship between 2 ambulance services in Gillett
30. Highway planning
31. Drainage and run-off management
32. Shared responsibility for resource management
33. Protect groundwater
34. Keep habitats together
35. Where is agriculture going if people are bothered by odors, etc.
36. Communicate with school districts to collaborate on goals
37. Have plans that people can live with
38. Address all ages of people in our plans including ADA
39. Specify areas for mobile home units
40. Develop specific areas for residential
41. Plan for versatile trail use – diversify trail use
42. Can't deny right to develop property
43. Plans should be compatible with growth and development
44. Sharing fire/ambulance services
45. Fair taxation of property
46. How to balance property rights with restrictions
47. Animal Control (dogs)

## Prioritization

Attendees voted on these issues, each participant could vote for their top 2 priorities. The voting was weighted giving two points for the first priority, and one for the second priority. Twenty-six of the 47 items received at least one vote. The tabulation of the weighted vote count is as follows:

[Note: Items ranked 1<sup>st</sup> each received 10 points; 2<sup>nd</sup> received 6 points each; 3<sup>rd</sup> received 5 points each; 4<sup>th</sup> 3 points each; 5<sup>th</sup> 2 points each; and 6<sup>th</sup> 1 point each]

<u>Rank</u>	<u>Issue # and Description</u>
1. [Tie]	10. Develop plans that balance agriculture, manufacturing, recreation, and residential. 33. Protect groundwater
2. [Tie]	22. Protect groundwater <u>and</u> wetlands 43. Plans should be compatible with growth and development
3. [Tie]	13. Intergovernmental Cooperation is a must 46. How to balance property rights with restrictions
4. [Tie]	19. Identify location of aquifer, before designating areas for residential 20. Frequent review of water features, wetlands, and pollution issues 34. Keep habitats together
5. [Tie]	2. Protection of the Oconto River (controlling development) 7. Job opportunities to allow younger citizens to remain in community 9. Protect undeveloped shorelines 14. Planned growth 26. Energy Conservation and Preservation 31. Drainage and Runoff Management 37. Have Plans People Can Live With 38. Address all ages of people in our plans, including ADA 45. Fair Taxation of Property
6. [Tie]	4. Enhancing Business 6. Protect Wetlands 11. Allow towns to enforce their own ordinances 23. Long Range Planning 24. Encourage Conservation by Design 27. Plan for Shared Services 39. Specify areas for mobile home units 42. Can't deny right to develop property 44. Sharing fire/ambulance services

## **Groupings of Related Issues**

Several of the issues identified in the round-robin brainstorming exercise and related to each other in the following two categories:

### **Protecting Water Resources**

*Together this category received a total of 29 points*

2. Protection of the Oconto River (controlling development)
6. Protect wetlands
9. Protect undeveloped shorelines
15. Preserve the quality of water near Kelly Lake
19. Identify location of aquifer, before designating areas for residential
20. Frequent review of water features, wetlands, and pollution issues
22. Protect groundwater and wetlands
31. Drainage and run-off management
32. Shared responsibility for resource management
33. Protect groundwater

### **Balancing Individual Property Rights and Community Interests**

*Together this category received a total of 30 points*

10. Develop a plan that balances agriculture, manufacturing, recreation, and residential.
24. Encourage "conservation by design"
37. Have plans that people can live with
42. Can't deny right to develop property
43. Plans should be compatible with growth and development
46. How to balance property rights with restrictions

## **Discussion of Possible Solutions and Strategies to Further Intergovernmental Cooperation in the Future**

1. More meetings among governmental units on specific issues
2. Educate citizens on land use planning utilizing the newspapers and quarterly newsletters
3. Establish a process in the comprehensive plan for facilitating intergovernmental cooperation.
4. Help in determining the costs of growth
5. Work with county to improve zoning

## **Final Observations**

The strong interest among the represented communities to protect water resources and at the same time to respect property rights of individuals emerges as the most prominent statement generated by this meeting. If a joint statement were composed based on the strength of these two issues, it might read:

*"To be successfully implemented, comprehensive plans developed by municipalities will need tools to protect water resources in ways that are fair and equitable to property owners."*

Such tools are being developed and popularized in Wisconsin and throughout the US (land trusts, purchase of development rights, conservation subdivision design as examples). As the communities involved in this meeting gain more understanding and sophistication in planning their ability and comfort in using these tools will be a key in making their plans effective. Learning how to make effective use of these tools may serve as a joint goal of planning communities in this area.

**APPENDIX E**  
**RESPONSE TO PUBLIC COMMENTS**

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# TOWN OF MAPLE VALLEY

## RESPONSE TO PUBLIC COMMENTS

The town of Maple Valley has prepared the following in response to comments received regarding the *Town of Maple Valley 2020 Comprehensive Plan* prior to its adoption on December 12, 2001. All comments were reviewed on a case-by-case basis and separated into two categories: those comments addressing information of a factual nature; and those comments expressing an opinion about aspects of the plan. All factual comments were reviewed, compared to the plan and information was changed accordingly where needed. All comments expressing an opinion were reviewed and verified with the plan to assure that the concerns expressed had been addressed within the plan or planning process.

The town received a total of three written comments on the draft *Town of Maple Valley 2020 Comprehensive Plan*.

# *Bay-Lake Regional Planning Commission*

## *December, 2001*

### Commission Members

#### ***Brown County***

William M. Clancy  
Paul Jadin  
Clarence J. Lamers

#### ***Door County***

Charles Jarman

#### ***Florence County***

Edwin Kelley  
Yvonne Van Pembroke  
John Zoeller

#### ***Kewaunee County***

Gerald Novickis  
Vacant  
Vacant

#### ***Manitowoc County***

Gregory E. Buckley  
Kevin M. Crawford  
Donald C. Markwardt

#### ***Marinette County***

Florence I. Magnuson  
Cheryl R. Maxwell, Vice Chairperson  
Mary G. Meyer

#### ***Oconto County***

Donald A. Glynn  
Austin C. Makhholm  
Lois L. Trever, Sect./Tres.

#### ***Sheboygan County***

James E. Gilligan, Chairperson  
Michael K. Leibham  
James R. Schramm

#### ***Wisconsin Department of Commerce***

Sec., Brenda J. Blanchard,  
Ex-Officio Member

### Staff

#### **Martin W. Holden**

Executive Director

#### **Jeffrey C. Agee-Aguayo, AICP**

Transportation Planner III

#### **Jane M. Bouchonville**

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#### **Candice M. Kasprzak**

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#### **Angela M. Pierce, LTE**

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Transportation Planner I

#### **Mark A. Walter**

Community Assistance Planner III

#### **Cindy J. Wojtczak**

Economic Planner III