

Town of Morgan

OCONTO COUNTY, WISCONSIN

20-Year Comprehensive Plan



Prepared by: Bay-Lake Regional Planning Commission
August 2008



**TOWN OF MORGAN
OCONTO COUNTY, WISCONSIN**

CHAIRMAN: Ron Korzeniewski
SUPERVISOR: Leonard Wahl
SUPERVISOR: Francis Wranosky

CLERK: Arvilla Rusnak
TREASURER: Cindy Smith

TOWN PLAN COMMISSION: Gordy April, Chairman
Bill LaBrosse
Dan Dryja
Craig DuChateau
George Kasch
Lori Witthuhn
Debby Sutrick, Secretary
Bill VandenElzen, Alternate



TOWN OF MORGAN 20-YEAR COMPREHENSIVE PLAN

Prepared by:

Bay-Lake Regional Planning Commission
441 South Jackson Street
Green Bay, WI 54301
(920) 448-2820



The preparation of this document was financed through contract #06013-07 between Oconto County, the Town of Morgan, and the Bay-Lake Regional Planning Commission with financial assistance from the Wisconsin Department of Administration, Division of Intergovernmental Relations. Portions of the transportation element of this plan were underwritten by the Commission's Regional Transportation Planning Program, which is funded by the Wisconsin Department of Transportation and portions of the economic element were underwritten by the Commission's Economic Development Program, which is funded by the Economic Development Administration.

RESOLUTION NO. 2008-03

**TOWN OF MORGAN PLAN COMMISSION
ADOPTION OF THE TOWN OF MORGAN
20-YEAR 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 (future land use plan) for the 20-year planning period;

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 drafted by the Town of Morgan Plan Commission;

NOW, THEREFORE BE IT RESOLVED that the Town of Morgan Plan Commission hereby recommends to the Morgan Town Board that a Comprehensive Plan entitled: *Town of Morgan 20-Year Comprehensive Plan*, be adopted by the Town Board pursuant to Wisconsin Statutes Sections 62.23 and 66.1001(4).

Dated this 5th day of August, 2008,

Resolution introduced and adoption moved by Craig Duchateau

Motion for adoption seconded by Bill LaBrosse

Voting Aye: 7 Nay: 0

APPROVED:

Jordan April
Town of Morgan Plan Commission Chair

ATTEST:

Rebekah A. Lutrick
Town of Morgan Plan Commission Secretary

TOWN OF MORGAN
ORDINANCE NO. 2008-01

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

WHEREAS, on June 22, 2006 Oconto County approved a contract with the Bay-Lake Regional Planning Commission to prepare a Multi-Jurisdictional Comprehensive Plan for Oconto County, to include the Town of Morgan, 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 Morgan, 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, the Town of Morgan Plan Commission held a public hearing on August 5, 2008, 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 in the Town of Morgan 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, on August 5, 2008, the Town of Morgan Plan Commission recommended to the Town Board adoption of the Comprehensive Plan by resolution, which vote is recorded in the official minutes of the Plan Commission; and,

WHEREAS, the Town Board of the Town of Morgan, having carefully reviewed the recommendations of the Town of Morgan Plan Commission, having determined that all procedural requirements and notice have been satisfied, having given the matter due consideration, including consideration of the Plan elements relating to issues and opportunities, natural, agricultural and cultural resources, population and 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 Morgan, 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 Morgan, Oconto County, Wisconsin, DOES ORDAIN AS FOLLOWS:

Section 1: The Comprehensive Plan recommended by the Town of Morgan Plan Commission to the Morgan 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 Morgan with all the following entities:

1. Every governmental body that is located in whole or in part within the boundaries of the Town of Morgan;
2. The Clerk of every local governmental unit that is adjacent to the Town of Morgan;
3. The Wisconsin Land Council;
4. The Wisconsin Department of Administration;
5. The Bay-Lake Regional Planning Commission;
6. The primary public library that serves the area in which the Town of Morgan is located.

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 18th day of AUGUST 2008, by a majority vote of the members of the Town Board of the Town of Morgan.


Town Board Chairperson

Attest:

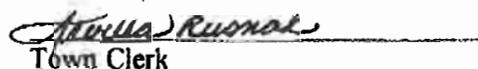

Town Clerk

TABLE OF CONTENTS

VOLUME I – TOWN PLAN

CHAPTER 1 - INTRODUCTION.....	1-1
CHAPTER 2 - INVENTORY, TRENDS, AND FORECASTS.....	2-1
CHAPTER 3 - FUTURE LAND USE PLAN	3-1
CHAPTER 4 - IMPLEMENTATION	4-1

VOLUME II - COUNTY RESOURCES (ATTACHED CD)

CHAPTER 5 - NATURAL, AGRICULTURAL, AND CULTURAL RESOURCES.....	5-1
CHAPTER 6 - POPULATION AND HOUSING	6-1
CHAPTER 7 - ECONOMIC DEVELOPMENT.....	7-1
CHAPTER 8 - TRANSPORTATION	8-1
CHAPTER 9 - UTILITIES AND COMMUNITY FACILITIES	9-1
CHAPTER 10 - INTERGOVERNMENTAL COOPERATION	10-1
CHAPTER 11 - LAND USE CONTROLS AND INVENTORY	11-1

Volume I

Town Plan

Table of Contents

Chapter 1 - Introduction

Chapter 2 - Inventory, Trends, and Forecasts

Chapter 3 - Future Land Use Plan

Chapter 4 - Implementation

Appendix A – Public Participation Resolution

Appendix B – Nominal Group Results

Appendix C – Intergovernmental Cooperation Results

Appendix D – Detailed Land Use

Appendix E – Glossary of Terms

Town of Morgan 20-Year Vision Statement

“In the year 2025, the Town of Morgan is home to people who value a rural place to live and work. Healthy natural areas contribute positively to the scenic beauty of the town, promote an abundance of wildlife, offer a variety of recreational outlets, and maintain clean ground and surface water. People in Morgan understand the fact that the land is the heart of the town’s economic livelihood and promote sustainable land use practices through the implementation of this comprehensive plan for future generations to enjoy.”

LIST OF TABLES

Table 2.1: Road Miles by Functional Classification, 2006.....	2-7
Table 2.2: Land Use Inventory, 2007	2-8
Table 2.3: Population Trends and Projections, 1970 - 2025.....	2-10
Table 2.4: Occupied Housing Trends and Projections, 1970 - 2025	2-11
Table 2.5: Employment by Industry Group, 2000	2-13
Table 2.6: Full Value and Total Property Tax, 2000 - 2006.....	2-14
Table 2.7: Five-Year Incremental Land Use Projections, 2005 - 2025	2-17
Table 2.8: Five-Year Incremental Housing Land Use Projections, 2005 - 2025.....	2-18
Table 2.9: Five-Year Incremental Commercial Land Use Projections, 2005 - 2025	2-18
Table 2.10: Five-Year Incremental Industrial Land Use Projections, 2005 - 2025.....	2-19
Table 3.1: 20-Year General Plan Design Acreage Allocations	3-8

LIST OF FIGURES

Figure 2.1: Historic Population, 1910 – 2000 and 2007 WDOA Estimate.....	2-9
Figure 2.2: Population Trends and Projections, 1970 - 2025	2-10
Figure 2.3: Historic Housing Units, 1970 - 2000	2-11
Figure 2.4: Housing Trends and Projections, 2000 - 2025	2-12
Figure 2.5: Occupation of Employed Persons, 2000	2-13

LIST OF MAPS

Map 2.1: Location Map.....	2-21
Map 2.2: Planning Area	2-23
Map 2.3: Plan Determinants	2-25
Map 2.4: Prime Agricultural Soils.....	2-27
Map 2.5: Public and Community Facilities	2-29
Map 2.6: Road Miles by Functional Classification	2-31
Map 2.7: 2007 Land Use.....	2-33
Map 3.1: 20-Year General Plan Design.....	3-9

**CHAPTER 1:
INTRODUCTION**

TABLE OF CONTENTS

PURPOSE OF THE COMPREHENSIVE PLAN 1-1
 State Planning Legislation 1-1
HOW TO USE THIS PLAN 1-2
PLAN DEVELOPMENT PROCESS 1-3
 Public Participation Process..... 1-5
VISION STATEMENT 1-7

PURPOSE OF THE COMPREHENSIVE PLAN

The *Town of Morgan 20-Year Comprehensive Plan* is a legal document that provides the policy framework from which town officials will base their future land use decisions. This comprehensive plan was prepared to address the future development and preservation concerns affecting the town during the next 20 years. The goal of the plan is to efficiently accommodate the many needs of a growing community while establishing measures to preserve the town's open spaces, agricultural lands, natural features, and general country setting. The plan is to serve as a guide to ensure consistent decisions are being made in regards to environmental protection, farmland preservation, transportation expansion, housing development, location of public services, and compatible economic development.

The future land use map, referred to in this document as the General Plan Design (GPD), **Map 3.1**, is the cornerstone of the town's comprehensive plan. Several goals, along with detailed objectives, policies, and programs provide a roadmap for town officials and residents to follow as they work toward the implementation of the comprehensive plan. This GPD map shall be used for reference and in conjunction with the Oconto County's zoning ordinances, Town of Morgan ordinances, and other planning materials to guide future decisions on where and how the Town of Morgan should be developed as well as preserved during the next 20 years.

State Planning Legislation

The *Town of Morgan 20-Year Comprehensive Plan* was prepared to appropriately address the following required nine elements of a comprehensive plan as outlined in s. 66.1001, Wis. Stats.

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

Comprehensive Planning legislation s. 66.1001, Wis. Stats. further states:

“Beginning on January 1, 2010, if a local governmental unit engages in any of the following actions, those actions shall be consistent with that local governmental unit's comprehensive plan:

- (a) Official mapping established or amended under s. 62.23 (6).
- (b) Local subdivision regulation under s. 236.45 or 236.46.
- (c) County zoning ordinances enacted or amended under s. 59.69.
- (d) City or village zoning ordinances enacted or amended under s. 62.23 (7).
- (e) Town zoning ordinances enacted or amended under s. 60.61 or 60.62.
- (f) Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231.”

HOW TO USE THIS PLAN

The *Town of Morgan 20-Year Comprehensive Plan* consists of eleven chapters presented in two volumes along with an appendices. **Volume I: Town Plan** is comprised of Chapters 1 through 4. The content of these four chapters meet all the requirements outlined in s. 66.1001, Wis. Stats. The appendix to **Volume I** consists of planning materials generated during the preparation of the *Town of Morgan 20-Year Comprehensive Plan*. **Volume II: County Resources** contains Chapters 5 through 11, along with an appendix that details countywide background information and data.

Volume I: Town Plan: This volume describes how the Town of Morgan envisions itself developing during this 20 year planning period. It includes detailed background information and data, development strategies, land use projections, a General Plan Design (future land use map), and a plan implementation schedule.

Chapter 1: Introduction - contains an overview of the purpose of the plan; the planning legislation; plan development process; and the vision statement.

Chapter 2: Inventory, Trends, and Forecasts - extrapolates town specific background information and data compiled at the county level in chapters 5 through 11; identifies land use issues and conflicts; acknowledges continued land use trends; and projects future land use allocations for residential, commercial, industrial, and agricultural needs.

Chapter 3: Future Land Use Plan - illustrates a desirable future land use plan through a General Plan Design; and defines the characteristics of the future land uses through a series of land use recommendations.

Chapter 4: Implementation - details a work plan to implement the development strategies (goals, objectives, policies, and programs) of the comprehensive plan with identified stakeholders and projected schedule for completion.

Appendices: Town Plan - contains town public participation materials- nominal group results; intergovernmental cooperation workshop results; 2007 town land use inventory; and other relevant input and materials generated or gathered during the plan development process.

Volume II: County Resources: The volume contains countywide background information that served as a basis in the development of the town's development strategies and General Plan Design.

Chapter 5: Natural, Agricultural and Cultural Resources - provides a detailed description of the county's unique physical features.

Chapter 6: Population and Housing - presents countywide historic demographic information along with future population and housing projections.

Chapter 7: Economic Development – highlights labor force statistics; economic composition; and provides an analysis of existing and future economic conditions for the town and Oconto County.

Chapter 8: Transportation - describes the county's existing multi-modal transportation system.

Chapter 9: Utilities and Community Facilities - inventories all local and countywide utilities and facilities including schools and emergency services.

Chapter 10: Intergovernmental Cooperation - lists the results of three cluster level intergovernmental cooperation workshops held in April 2008 as well as programs to facilitate joint planning and decision making processes with other governmental units.

Chapter 11: Land Use Controls and Inventory – provides a detailed inventory of existing land uses for each community and the county as a whole.

Appendices: County Resources - includes natural resources information; economic SWOT results; a detailed list of available housing, economic development, and transportation financial and technical resources; existing countywide land use inventory; a glossary of definitions; and other relevant input and materials generated or gathered during the plan development process.

PLAN DEVELOPMENT PROCESS

The Town of Morgan was one of sixteen communities to enter into an agreement with Oconto County to submit a multi-jurisdictional application to the Wisconsin Department of Administration in 2005 for grant funding to offset the cost of completing/or updating their comprehensive plans. The application was successful, and an award of \$263,000 was made to Oconto County in April 2006. The comprehensive planning grant required recipients to put forth a local match, which could be distributed over a three year period. Oconto County contracted with the Bay-Lake Regional Planning Commission (BLRPC) to assist in the preparation of the local plans as well as the county’s comprehensive plan.

The 36 month multi-jurisdictional planning process was divided into three separate phases:

First Phase: Inventorying countywide background information to be used for preparation of the county resource document.

- Countywide background data was collected, analyzed, and presented for review.
- Oconto County Planning Advisory Committee (OCPAC) and communities within the three planning clusters reviewed and provided input on the countywide background materials.
- Three (3) Open Houses were conducted within each of the county’s three Planning Clusters (Southern, Central, and Northern). These Open Houses were held in May and June 2007 to allow the public to review countywide background materials, ask questions, and provide feedback.



- A draft of *Volume II: County Resources* was prepared to be used as reference during the completion of the local and county comprehensive plans.

Second Phase: Completion and adoption of the local comprehensive plans and adoption of *Volume II: County Resources*.

- The Town of Morgan Plan Commission held its initial planning meeting with BLRPC staff in July 2007 to begin updating the *Town of Morgan Comprehensive Land Use Plan* prepared by Robert E. Lee and Associates, Inc, and adopted by the Morgan Town Board on April 16, 2001.
- Public meetings were held on a monthly basis to review materials and facilitate a number of activities such as Nominal Group Exercise and two Open Houses to gather additional input from residents and landowners.
- The town's vision statement was developed along with the land use goals, objectives, policies and programs by using results from the various issue identification workshops and background data.
- A preliminary General Plan Design was created along with recommended land use strategies to guide future growth, development and conservation within the town over the next 20 years.
- The Oconto County Planning and Zoning Committee and OCPAC finalized *Volume II: County Resources* document. The resource document was distributed for the thirty-day review process and adopted by the Oconto County Board of Supervisors on August 21, 2008.
- The required thirty-day review of the town's plan was held during the month of July 2008 to allow citizens, landowners, neighboring communities, and other interested parties to review the completed draft of the *Town of Morgan 20-Year Comprehensive Plan*.
- Morgan's second Open House was held on August 5, 2008 to allow the public to review the planning materials and provide input as to the contents of the plan.
- The required Public Hearing on the *Town of Morgan 20-Year Comprehensive Plan* was held on August 5, 2008, and the Plan Commission made recommendation for adoption of the plan by the Town Board following the public hearing. Any input received during the review, open house, and public hearing was considered and included in the town's comprehensive plan as appropriate.
- The *Town of Morgan 20-Year Comprehensive Plan* was completed on August 18, 2008 with its adoption as an ordinance by the Morgan Town Board.

Third Phase: Completion and adoption of the *Oconto County 20-Year Comprehensive Plan*.

- The Oconto County Planning and Zoning Committee and OCPAC utilized the background information and data gathered during the first planning phase, along with the adopted local comprehensive plans and county resource document completed during the second phase, to prepare the *Oconto County 20-Year Comprehensive Plan*.

Public Participation Process

Public Participation Plan

The key to drafting and adopting a comprehensive plan that fits the town's future planning needs is gathering input from residents and land owners at all plan development stages. In accordance with s. 66.1001(4), Wis. Stats., the Town of Morgan approved "Procedures for Adoption or Amendment of the Town of Morgan Comprehensive Plan" at their Town Board meeting on September 14, 2006. A copy of the resolution adopting these written procedures is included as Appendix A of *Volume I: Town Plan*.

Open meetings were held monthly to review background data, finalize each plan element, and create the General Plan Design. Along with these planning meetings, the following steps were used to gather additional input from the public.

Nominal Group Exercise

On August 7, 2007, the Plan Commission (seven members), town clerk, and one resident participated in a Nominal Group Exercise to identify some of the most important issues the town should address in the future. Each person was given three votes and asked to vote for the issues they thought were priority. The following are the top five issues and concerns facing the town according to this specific issue identification process. All issues on the list were considered during the preparation of the goals, objectives, policies, and programs for the town's comprehensive plan. The entire list of results can be found in Appendix B of *Volume I: Town Plan*.

1. Land divisions limited-no sub-divisions
2. Protect farmland
3. Monitoring groundwater usage and quality
4. Develop trails
5. Right to use land as owners wish

Intergovernmental Cooperation Workshop Results

An Intergovernmental Cooperation Workshop was conducted on April 16, 2008 for communities located in the southern region of Oconto County. Representatives from each of the communities within the planning cluster were invited to attend the workshop, along with neighboring municipalities, school districts, civic and recreational clubs, Oconto County staff, Wisconsin Department of Natural Resources, Wisconsin Department of Transportation, and other entities and departments that have an interest in and/or direct impact on the implementation of the area's comprehensive plans.

The goal of the workshops was to gather input on any current land use issues or conflicts that need to be addressed during the development of the local comprehensive plans as well as the county's plan. Some examples of positive working relationships and current or anticipated future issues and conflicts are listed below. Those in attendance were also asked to provide potential resolutions to those land use problems. Examples of some of the resolutions discussed during the meeting are also listed below. A comprehensive list of positive working relationships, current or future land use issues and conflicts, and potential resolutions are attached as Appendix C of *Volume I: Town Plan*.

Positive Working Relationships

- Shared services (emergency-mutual aid)
- Extra territorial planning area between Oconto Falls and Stiles
- Trans-county and town agreements for road maintenance and snow plow
- Cluster meetings – good source of information-education
- Mar-Oco landfill – good working relationship with Marinette County
- County recently updated 911 system – has mutual aid with surrounding communities/counties to help with disaster response
- Coordination between county and local zoning
- Economic Development: countywide and county funded OCEDC
- Mutual aid agreements on wildland fire suppression between WDNR and many town and village fire departments
- Support summer recreation programs

Existing or Potential Land Use Conflicts

- Potential conflict of town ordinances with county ordinances
- Surrounding agricultural land (possibility of rezoning/annexation)
- Increased residential development can negatively impact important environmental features
- Increased recreational demands may lead to conflicts
- This region is extremely important environmentally and future development should be planned with that in mind
- Development of Hwy 141 corridor
- Keep water ways free (keep housing off water ways)
- Enforcement of ordinances and/or conditions in conditional use permits
- Initiatives/incentives for commercial to locate in town but yet, promote preservation of farmland – some type of incentive
- No central government building results in communication barrier. Residents seeking information on planning, information being given, information not properly communicated to town planning

Resolutions

- Sharing of information between communities (e.g. meeting minutes)
- Informal get-togethers to share information between towns and county
- Information discussions between incorporated communities and towns re: extraterritorial planning areas
- Inter and Intra communication
- Shared planning
- Standardize ordinances – consistency with county – remove duplication and unnecessary items
- Sharing information on troubles between neighbors – local meetings
- Locate funding sources – to continue these meetings and planning processes
- Communities place own ordinances on a website so public can access
- Get town websites out to public – make people aware that they are out there – also promote county websites – utilize newspapers to promote
- Coordination between towns and county to find more efficient ways to implement and enforce ordinances – let county help as much as they can

Open Houses

Two “Open Houses” were held during the planning process. The first was held close to the planning mid-point on March 4, 2008 at the Morgan Town Hall. Approximately 20 residents and landowners attended the event. Several displays and informational pieces were available for review, including:

- A 2007 Land Use Map
- A draft General Plan Design
- A draft vision statement
- An overview of the town and county planning processes
- The 2004 town Air Photo
- The purpose of the comprehensive plan
- A list of draft goals
- Planning vs. Zoning handout

A short presentation was given on the displays and the planning process. Those in attendance were encouraged to attend future meetings and provide input as to the contents of the plan. They were offered the opportunity to provide written comments on the displays and the overall planning process.

The second open house was held on August 5, 2008 at the Morgan Town Hall. This open house was held at the conclusion of the planning process and proceeding the public hearing to allow the residents and other interested persons the opportunity to review the completed draft plan and give input as to its contents and scope.

VISION STATEMENT

The following is the town’s 20-Year Vision Statement as prepared by members of the Plan Commission:

“In the year 2025, the Town of Morgan is home to people who value a rural place to live and work. Healthy natural areas contribute positively to the scenic beauty of the town, promote an abundance of wildlife, offer a variety of recreational outlets, and maintain clean ground and surface water. People in Morgan understand the fact that the land is the heart of the town’s economic livelihood and promote sustainable land use practices through the implementation of this comprehensive plan for future generations to enjoy.”

CHAPTER 2: INVENTORY, TRENDS, AND FORECASTS

TABLE OF CONTENTS

INTRODUCTION	2-1
COMMUNITY INVENTORY.....	2-1
History and Description of Planning Area.....	2-1
Past Planning Efforts.....	2-2
Community Resources	2-2
Land Use Inventory.....	2-7
DEMOGRAPHIC TRENDS AND FORECASTS	2-8
Population	2-8
Housing	2-10
Economic Development.....	2-12
LAND USE TRENDS AND FORECASTS	2-14
Anticipated Land Use Trends	2-15
Development Considerations	2-16
LAND USE PROJECTIONS	2-17
Five Year Incremental Land Use Projections	2-17
SUMMARY OF IMPLEMENTATION GOALS.....	2-19

INTRODUCTION

This chapter contains an inventory of the unique natural features that make the town distinct from its neighboring communities and highlights the demographic, economic, and land use trends and forecasts used to prepare the Town of Morgan 20-Year General Plan Design found as **Map 3.1** of Chapter 3: Land Use Plan of this document.

COMMUNITY INVENTORY

History and Description of Planning Area

Town of Morgan History

Most of the pioneers settled in the area now known as the Town of Chase between the years of 1873-1877. Many of the early settlers came from Canada and Germany. The land they settled during this time was called West Pensaukee because it was the Western section of Pensaukee. Indians resided in West Pensaukee living in wigwams made of hides and bark and hunting and fishing for their food. Their camps were on a hill along the North Branch River. One of the first pioneers to settle in the area was John Rymer better known as Dad Rymer. He lived and had a claim of land where the Evergreen is now.

In 1876, the settlers of West Pensaukee organized the first school. This one room log school house is still standing close to Neal Rymer's farm. All land was divided into sections with Section 16 in West Pensaukee helping to maintain the schools. Money from land containing the canals went to maintain the canals. F.B. Gardenar was the owner of the sawmill in Pensaukee. When he could not pay his workers, his men were given land in lieu of pay. School land was worth about \$10.00 per acre and canal land about \$2.75 per acre.

The settlers of West Pensaukee used the closest post office in Pensaukee, but they wanted a post office closer. Carl Meyer walked to Pensaukee and picked-up a petition to circulate in West Pensaukee to acquire a post office. Charlie Meyer, a son of Carl Meyer, was sent around with the petition to gather signatures. After all the settlers had signed the petition, Carl Meyer sent the petition to the government. When the government received the petition, they wrote back and said they would have to continue to carry the mail for one year. After that year had passed, the government built a post office in Levi Cleveland's house, which became Charles Peter's place.

The depot operator by the name of Mr. Morgan signed the papers. When the papers were signed, the settlers of West Pensaukee asked him how much money he wanted for signing the papers. He told them, if they would call the post office Morgan, there would be no charge. As a result, the settlers called the post office Morgan. Around 1902, the Town of Chase was divided and the Town of Morgan was formed naming it after their post office. The first town chairman was O. C. Madison, and the first cheese factory built in the town was constructed by Charley Birr.

Since 1946, many changes have taken place in the Town of Morgan bringing us to the early years of the 21st Century. The following are a few points that highlight the changes that occurred in the Town of Morgan over the past 50 years.

- In 1959, there were over 70 farms producing milk, now there are sixteen.
- In 1985, there were two cheese factories in Morgan. Combined, Krause Dairy and Morgan Co-op processed 400,000 pounds of milk per day.

- The pallet factory is on the site of the former Krause Dairy.
- A tavern is now housed in one of the original buildings in Sampson.
- Within the town, there are six active sand and gravel pits.
- There are two sand and gravel washing plants, DMK & Nelson Truckers.
- Historically, there were two churches in the town. The United Brethren Church is now the home of Adolf Schindl. The Lutheran church remains at its original site and continues holding service with 420 baptized members.

Source: *HISTORY OF MORGAN* by Donald Schroeder - Circa 2000

Town of Morgan Planning Area

The Town of Morgan is located in the southeastern section of Oconto County encompassing an area of approximately 35 square miles, or 22,780 acres. The closest cities are: Oconto Falls 10 miles to the northwest; Gillett 15 miles to the northwest, Oconto 20 miles to the northeast; and Green Bay located 26 miles to the south. The town is bounded on the west side by the Town of Green Valley (Shawano County); on the south by the Town of Chase; on the east by the Town of Abrams; and on the north by the Town of Oconto Falls. **Map 2.1** provides a general location of the Town of Morgan in Wisconsin, and **Map 2.2** highlights the planning area.

Past Planning Efforts

Several Town of Morgan ordinances address specific conditions or issues within the town. These ordinances either support or expand upon county ordinances and will be instrumental in the implementation of the town's updated comprehensive plan. A list of the town's ordinances impacting land use decisions has been compiled in Chapter 4: Implementation of this document.

Oconto County Farmland Preservation Plan: The Bay-Lake Regional Planning Commission prepared this county document to serve as a guide to the preservation of farmlands, woodlands and significant environmental areas within the county and to help maintain and expand the agricultural economy. Farmers owning land identified as preservation areas are eligible to sign contracts with the state agreeing not to develop their land. In return, the farmer receives tax credits based on household income and property tax. It was adopted in 1985.

Town of Morgan Comprehensive Land Use Plan: The town completed and adopted a land use plan in 2001. Planning assistance was provided by Robert E. Lee and Associates, Inc. This plan formulated strategies to guide future development throughout the town with the creation of a 20-Year General Plan Design.

The goal of the comprehensive planning process is to inventory existing ordinances and identify the key findings from these completed plans in order to ensure their consistency in utilization and implementation within the context of the comprehensive plan.

Community Resources

Natural Resources

Natural resources are the large elements and defining features for local communities. They contribute to providing a clean and abundant supply of groundwater; a source for economic development opportunities; plus comprise an environment essential to maintaining healthy and diverse biological communities.

The resources that lie above and beneath the ground are very important when considering future development. A summary of those resources located within the Town of Morgan are highlighted

below. Expanded definitions and countywide maps of these natural resources can be found in Chapter 5 of *Volume II: County Resources*.

- Two soil types can be found in the Town of Morgan. Clayey Till covers a majority of the town with small sections in northeastern and northwestern corners containing soils related to outwash sand and gravel. The contour of the town encompasses a number of depressions and basins and is scattered with lake and outwash plains. This combined topography and soil type limits the amount of water driven erosion that is likely to occur in the town.
- The depth to bedrock is 60 inches or greater providing natural filtration of contaminants from septic systems, farming operations, and stormwater runoff before they get to the groundwater.
- The town is located within two watersheds-the far northeastern area contains the Lower Oconto River while the majority of the town can be found in the Pensaukee River watershed. These watersheds are part of the larger Lake Michigan Basin that drains directly into Green Bay of Lake Michigan.
- The Town of Morgan contains only a portion of one named lake, Delzer Lake. However, the town also contains a few ponds that are unnamed. These water bodies are all relatively small in size (<10 acres) and are privately owned, thus their value for recreational opportunities is limited.
- Within the Town of Morgan, the Pensaukee River is the lone prominent river feature. Tributaries to the Pensaukee and Oconto Rivers can be found throughout the central area of the town. Coopman Creek is located in the northeastern part of the town. These creeks and rivers merge and drain into Green Bay of Lake Michigan.
- Topography and drainage within the town are primarily the result of glaciation. This glaciation has caused the area to be poorly drained and pocketed with marshes and wetlands. The topography offers landscapes fluctuating from level to rolling. A majority of the town maintains elevations from 675 to approximately 840 feet above sea level.
- The upland woodlands (those woodlands that are not in a wetland) are located throughout the town. These woodlands are primarily found in areas that are unsuitable for agricultural use; mixed in with ridges and steep slopes; adjacent to primary water features such as the Pensaukee River and bordering wetlands which are prone to flooding.
- Town residents get their drinking water through individual wells tapping the groundwater below. Groundwater, lakes, and rivers are all connected as water commonly flows between them. Groundwater is also connected to the surface of the land by rain and melting snow which carry substances from the surface down to the groundwater below.
- The Plan Determinants consist of wetlands, floodplains, steep slope (12 percent or more), and the 75-foot setback from surface water features. Each of these four Plan Determinant features is shown on **Map 2.3**. The individual plan determinants merged together form a single feature known as “environmental corridors”, which is displayed on the town’s General Plan Design (**Map 3.1**).
 - Steep slope conditions are primarily present in the southcentral, central and eastcentral areas of the town. Areas of steep slope (12 percent or more) based on soils characteristics within the town can be seen as a constraint to development due to increased runoff and soil erosion.

- There is a fine line of floodplains identified in the northeastern part of the town.
- The town has two large identifiable wetland complexes located in the central portion of the town along with smaller areas scattered throughout Morgan. One of these larger wetland complexes is known as the Morgan Marsh.

Agricultural Resources



The town's prime agricultural soils are shown in **Map 2.4**. These soils have been determined to contain the best combination of physical and chemical characteristics for growing crops for human and animal consumption. There are two locations in Morgan that have been identified as containing prime agricultural soils- central area of the town along the east and west sides of County Highway C and in the northcentral area. Overall, there are 9,884 acres of crop and pasture land in the town.

More information regarding agricultural resources in the county can be viewed in Chapter 5 of *Volume II: County Resources*.

Cultural Resources

Cultural Resources are typically sites, features, and/or objects of some importance to a culture or a community for scientific, aesthetic, traditional, educational, religious, archaeological, architectural, and historic reasons. The town has limited cultural assets remaining. The former Sampson Store at 2521 County Highway C and a home on 3265 County Highway C are two of the town's noted historical features. Details for these sites can be found on the Wisconsin Historical Society's website at <http://www.wisconsinhistory.org/>

Community Design Features are often reference points, roads and trails, boundaries, areas of commonality, and destinations individuals will acknowledge and express to describe the town or a definable area within the town. For the Town of Morgan, these include:

- a. Landmarks (reference points)-
 - Pensaukee River
 - Sampson
 - Morgan Marsh
 - Machickanee Forest
 - Fairview School
 - Town Hall
 - Morgan Municipal Cemetery
 - Lutheran Church
 - Fire Station
- b. Pathways (roads, trails, etc.)-
 - State Highway 32
 - County Highways C, D, and E
 - Machickanee Trails
 - Snowmobile Trails

- c. Edges (boundaries)-
 - State Highway 32 (west side)
 - County Highway D/Dudzik Road (south side)
 - Valentine Road (east side)
 - Holtz Road/Konitzer Road (north side)
- d. Districts (encompass areas of commonality)-
 - Local School Districts (Oconto Falls, Gillett, Pulaski)
 - NWTC
 - Krakow Sanitary District
 - Green Valley-Morgan Fire Department
 - Oconto Falls Ambulance District
- e. Nodes (destinations within the center of a district)-
 - Town Hall
 - Morgan Municipal Cemetery
 - Machickanee Forest

Economic Resources

Being a rural community, the town’s local economy is directly connected to its agricultural heritage. According to the 2007 land use inventory, the town has 11.5 acres of identified commercial land and 311 acres of industrial land use, which is comprised of several active non-metallic mining operations.



Other employment types found in the Town of Morgan include food and tavern service, wood products production, non-metallic mining, bulk hauling, large farming operations, and various home-based businesses.

- Since 1980, there have been 3 incidences or sites listed as areas of concern by the Wisconsin Department of Natural Resources. Each of these sites has been remediated and closed:
 1. Sampson Super Service, 2515 County Highway C
 2. Sampson Store, 2521 County Highway C
 3. The Fox Den, 3284 County Highway C

These locations may be eligible for further redevelopment and used for a variety of improved land uses, such as new businesses, residences, or recreational facilities.

Utilities and Community Facilities

An inventory and assessment of existing facilities is made to determine whether or not there may be condition and capacity issues in meeting future needs. Information on the Town of Morgan’s community and public facilities is outlined below. The town’s community facilities are shown on **Map 2.5**.

The Town of Morgan Town Hall is located at 3276 County Road C. The Town Hall serves as space for town meetings, elections, property tax collections, and miscellaneous community events. The town’s clerk and treasurer work from their residences.



The Oconto County Sheriff's Department provides primary police protection for the town. Fire protection is provided through the Green Valley-Morgan Fire Department. The fire station is located at 5746 N. Oak Avenue, Town of Green Valley and serves the entire town with a 25 member volunteer department. A satellite station is located at 3542 County Road C. This station houses a tanker/pumper and brush rig. The department maintains mutual aid agreements with

neighboring communities. The town's ISO rating is 9. **Map 9.2** in Chapter 9 of *Volume II: County Resources* illustrates the fire districts in Oconto County. Oconto Falls Area Ambulance Service, located at 831 S. Main Street in Oconto Falls, provides emergency medical services to town residents. The Oconto Falls Area Ambulance Service has trained First Responders on call. The EMS/Ambulance districts are shown on **Map 9.3** in Chapter 9 of this plan. The closest hospital to the town is Community Memorial Hospital in the City of Oconto Falls at 855 S. Main Street. Community Memorial Hospital has a clinic in the Town of Abrams; plus there are Prevea and Aurora clinics in the Village of Pulaski.



The Town of Morgan lies within three school districts-Oconto Falls, Gillett, and Pulaski. The eastern two-thirds of the town is served largely by the Oconto Falls School District. The Pulaski Community School District covers the southwestern corner of the town while the Gillett School District serves the westcentral area of Morgan. See **Map 9.4** in Chapter 9 of *Volume II: County Resources* for public school districts located in Oconto County.

There is no public library located in the Town of Morgan. Residents of the town can utilize any of the surrounding libraries. The closest locations are the Oconto Falls Community Library or the Brown County Public Library system with branches in the villages of Pulaski and Howard. The United States Postal Service maintains several post offices in the area used by town of Morgan residents. They are the City of Oconto Falls, 145 N. Franklin Street; Town of Abrams, 5886 Main Street; Town of Krakow, N4805 State Highway 32; and City of Gillett, 205 E. Main Street.

Residents contract with private garbage haulers for collection of their recyclables and refuse. In addition, the town has a recycling/garbage center where residents can bring their recyclables and refuse for a fee. The town is expanding the recycling/garbage center for added space for drop-offs and storage. Town residents maintain their own wells for drinking water and individual septic systems for waste disposal. A small section of the town is located within the Krakow Sanitary District. The portion of the district extending into the town can be seen on the General Pan Design, **Map 3.1**.

Residents can access both local and satellite TV services but there is no cable service available within the town. Wisconsin Public Service and Oconto Electric Cooperative provide electric service to town residents. Gas service is available within limited areas of the town. The lone cemetery in the town is the Town of Morgan Municipal Cemetery located on County Highway C just north of the intersection with County Highway E. Two child care facilities are located in the town - Lucky Ones Child Care and Filipiak's Family Day Care.

Parks and Recreation



There are no town-owned and maintained recreational facilities within the Town of Morgan. The Oconto County Sportsmen’s Alliance maintains a 420 acre wildlife area in the westcentral part of the town more commonly know as the Morgan Marsh. In addition, a large portion of the eastcentral area of the town is Oconto County forest land and part of the Machickanee Recreational Area. Please see **Map 9.5** in Chapter 9 of *Volume II: County Resources* for a detailed inventory of park and recreational areas within Oconto County.

Transportation

Transportation specific information for the Town of Morgan is highlighted below. For more details on the various transportation systems in Oconto County, please see Chapter 8 of *Volume II: County Resources*.

- County Highways (CTH) C, D, and E are classified as collector roads. The primary function of county roads classified as “collectors” is to provide general "area to area" routes for local traffic. CTH C originates in the Town of Oconto Falls at CTH CC, travels south through the Town of Chase and continues on into Brown County. CTH E begins at U.S. Highway (USH) 141 in the Town of Abrams and travels west through the central part of the Town of Morgan and continues on into Shawano County. CTH D begins at USHs 141 and 41 to the east in the Town of Abrams and travels west along the Town of Morgan and Town of Chase border ending at CTH C.



Table 2.1 lists the mileage of roads under the jurisdiction of the Town of Morgan by function. **Map 2.6** provides the location of the roads by functional classification.

Table 2.1: Road Miles by Functional Classification, 2006

Geographic Location	Gross Miles	County Miles	Local Road/Street
Town of Morgan	64.35	13.53	50.82

Source: Wisconsin Department of Transportation, 2006.

Land Use Inventory

A detailed field inventory of land uses in the Town of Morgan was completed by the Bay-Lake Regional Planning Commission in 2007. A Standard Land Use Classification methodology was used to determine existing land uses. Please see Chapter 11 of *Volume II: County Resources* for a description of these land use categories. A breakdown of the town’s general land uses with acreages is shown on Table 2.2. Appendix D lists the town’s detailed land use calculations. The Town of Morgan’s 2007 land use inventory is shown on **Map 2.7**.

Table 2.2: Land Use Inventory, 2007

Land Use Type	Total Acres	Percentage Total Land	Percentage Developed Land
DEVELOPED			
<i>Single Family</i>	660.0	2.9	45.9
<i>Mobile Homes</i>	2.6	0.0	0.2
Total Residential	662.6	2.9	46.1
Commercial	11.5	0.1	0.8
Industrial	311.1	1.4	21.7
Transportation	166.9	0.7	11.6
Communications/Utilities	21.0	0.1	1.5
Institutional/Governmental	20.1	0.1	1.4
Recreational	3.7	0.0	0.3
Agricultural Structures	239.6	1.1	16.7
Total Developed Acres	1,436.6	6.3	100.0
UNDEVELOPED			
			Percentage Undeveloped Land
Croplands/Pasture	9,884.2	43.4	46.3
Woodlands	9,150.8	40.2	42.9
Other Natural Areas	2,184.1	9.6	10.2
Water Features	125.2	0.5	0.6
Total Undeveloped Acres	21,344.3	93.7	100.0
Total Land Area	22,780.8	100.0	

Source: Bay-Lake Regional Planning Commission, 2007.

DEMOGRAPHIC TRENDS AND FORECASTS

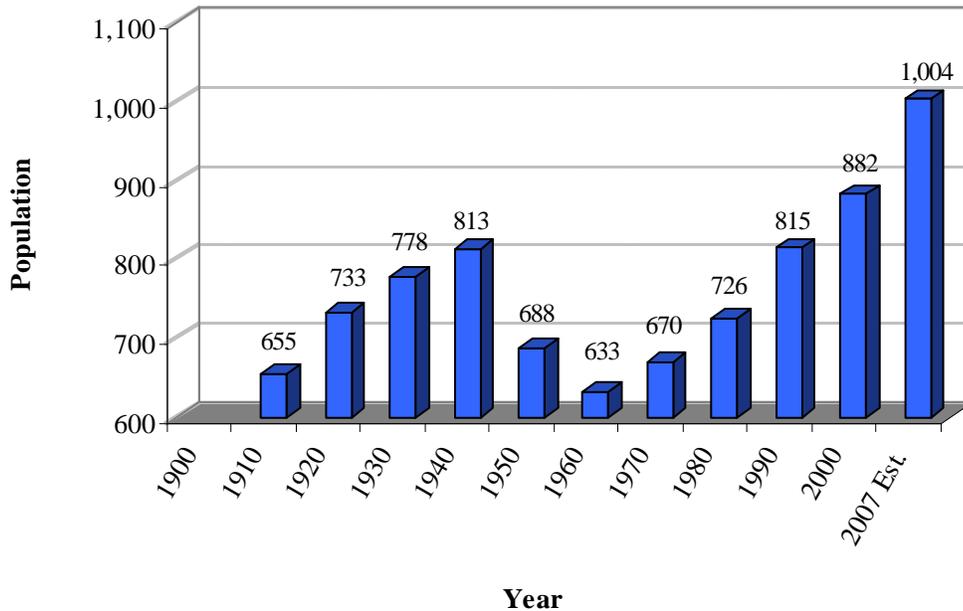
Population

Historic Population Trends

Analyzing the historical change in population and housing trends and characteristics is important to help understand the current and future needs of a community’s population. This section provides a review of past demographic information and offers a look into the future regarding the potential growth in population the Town of Morgan could experience during the next 20 years. The projected increase in population does facilitate further discussion within this comprehensive plan on changes in land uses and resulting impacts to the natural features as well as the need for future services and the ability and capacity of the town to provide them.

As illustrated by Figure 2.1, the Town of Morgan experienced a declining population from 1940 to 1960. The town’s population began rebounding in 1970 and has added 249 new residents, or a 40 percent increase, during the past 30 years. According to the Wisconsin Department of Administration (WDOA), the Town of Morgan continues to add new residents. Based on the department’s population estimate for 2007, Morgan has added 122 residents during the past seven years since the last U.S. Census taken in 2000. This equates to nearly a 14 percent increase over the 2000 Census figure of 882. The town’s location is becoming an increasingly desirable place for individuals to reside. Town residents can enjoy the rural atmosphere while being only minutes from an array of amenities and services in the nearby cities of Gillett, Oconto Falls, and Green Bay.

Figure 2.1: Historic Population, 1910 – 2000 and 2007 WDOA Estimate



Source: U.S. Bureau of the Census, General Population Characteristics 1840-1970, Bay-Lake Regional Planning Commission, December 1975; U.S. Bureau of the Census, Census of Population and Housing, 1980, 1990, and 2000; Bay-Lake Regional Planning Commission, 2007; and Wisconsin Department of Administration, 2007.

Population Projections

By analyzing past population trends, it is possible to project future growth. The use of forecasting calculates, or predicts, a future number by using existing figures. By projecting future population growth over this 20 year planning period, it will enable to the Town of Morgan to better understand and prepare for its future needs for housing, utilities, transportation, recreation, and a number of other population influenced services.

For this comprehensive plan, Morgan utilized three separate forecasting methods to determine a range of future population scenarios:

- 1) 2003 WDOA Projections;
- 2) Growth Projection; and
- 3) Linear Projection.

The Wisconsin of Administration’s projections are based on past and current population trends, and are intended as a base-line guide for users. The Linear Trend projects numbers to fit a straight trend line, while a Growth Trend projects numbers fit an exponential curve. More information on these projection methods and how the Town of Morgan compares to Oconto County and local municipalities can be found in Chapter 6 of *Volume II: County Resources*.

Based on these three forecasting methods, the Town of Morgan can anticipate the total number of residents to increase anywhere between 182 to 240 people by 2025 from the 2000 U.S Census figure of 882. Table 2.3 and Figure 2.2 illustrate these projections.

**Town of Morgan
Year 2000 Population
Characteristics**

Population: **882**

Median Age: **37.9**

Age Groups:

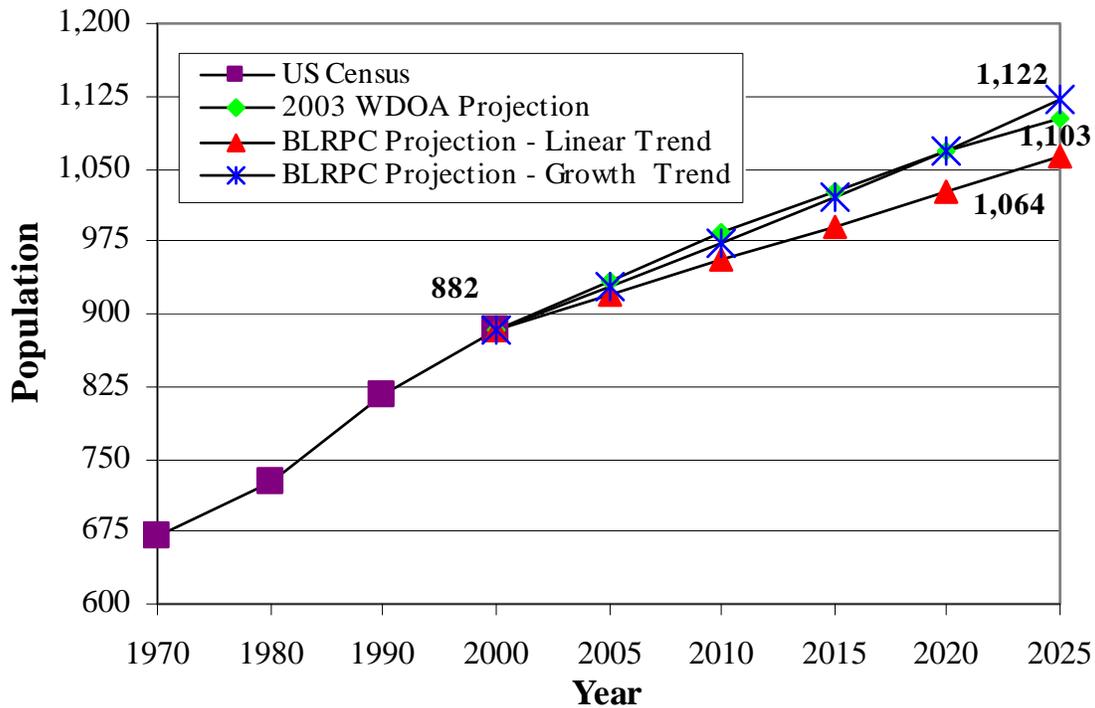
- 5-11: 9.8%**
- 12-17: 11.4%**
- 18-64: 61.8%**
- 65+: 11.7%**

Table 2.3: Population Trends and Projections, 1970 - 2025

Town of Morgan	1970	1980	1990	2000	2005	2010	2015	2020	2025
US Census	670	726	815	882					
2003 WDOA Projection				882	934	984	1,027	1,069	1,103
BLRPC Projection - Growth Trend				882	928	973	1,021	1,069	1,122
BLRPC Projection - Linear Trend				882	919	955	991	1,027	1,064

Source: U.S. Bureau of the Census, Census of Population and Housing, 1970 - 2000; Wisconsin Department of Administration, Official Population Projections, 2004; and Bay-Lake Regional Planning Commission, 2007.

Figure 2.2: Population Trends and Projections, 1970 - 2025



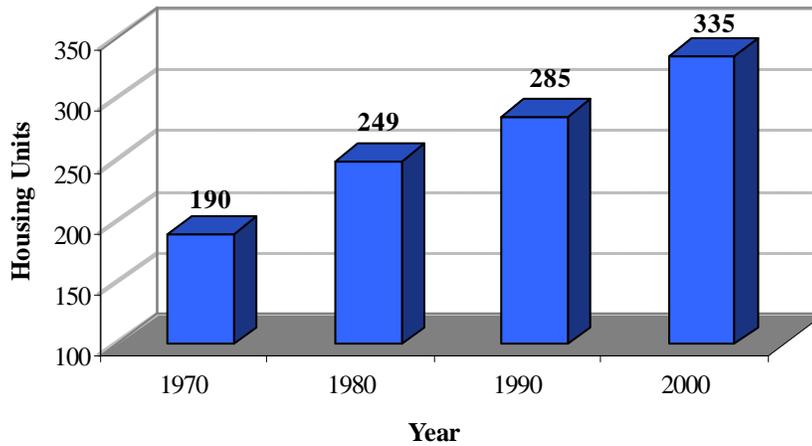
Source: U.S. Bureau of the Census, Census of Population and Housing, 1970 - 2000; Wisconsin Department of Administration, Official Population Projections, 2004; WDOA Final Household Projections for Wisconsin Municipalities, 2000 – 2025, January 2004; WDOA Final Household Projections for Wisconsin Counties, 2000 – 2030, January 2004; and Bay-Lake Regional Planning Commission, 2007.

Housing

Housing Trends and Characteristics

As reported by the U.S. Census and illustrated by Figure 2.3, the Town of Morgan’s total number of housing units increased by 145 units between 1970 and 2000, or 76 percent. The town experienced its largest increase in housing units, 31 percent, between 1970 and 1980.

Figure 2.3: Historic Housing Units, 1970 - 2000



Source: U.S. Bureau of the Census, 1970, Series 100, Table 2; 1980 Census of Population and Housing, STF 1A, Table 4; 1990 Census of Population and Housing, STF 1A; 2000 Census; WDOA Revised Census Counts, 2000 and 2003; and Bay-Lake Regional Planning Commission, 2007.

Housing Projections

The same methodology used to project population forecasts was also used to determine future housing numbers for the Town of Morgan. These three different projection methods helped estimate future occupied housing unit numbers:

- 1) 2004 WDOA Projections;
- 2) Growth Projection; and
- 3) Linear Projection.

These projections reflect future occupied housing units only, which means vacant housing units are not included. Table 2.4 and Figure 2.4 illustrate the occupied housing unit projections. Using the 2000 Census figure of 335 as a basis, the town could experience anywhere from 111 to 228 new occupied housing units by 2025. In addition to the projected occupied housing units, the table also highlights the gradual decline in the number of persons per household Morgan will experience during this planning period from 2.75 in 2000 to 2.50 by 2025. This indicates the town will have an older population and smaller families, which will have an impact on the overall service needs of Morgan’s residents.

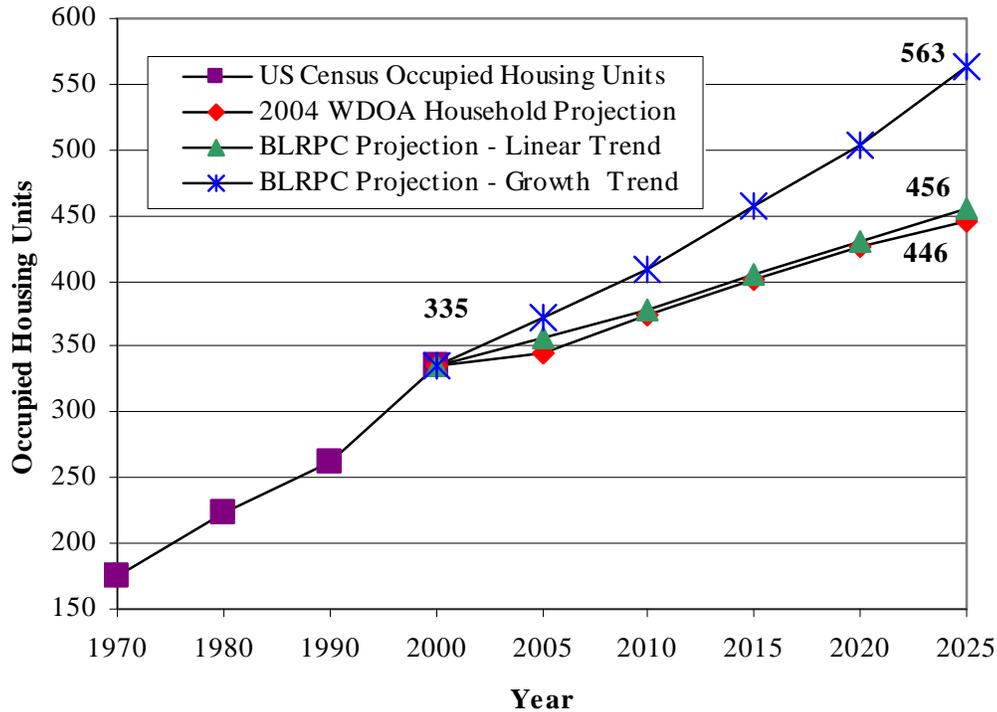
More information on housing characteristics as well as projection methods for Oconto County and all of its municipalities can be found in Chapter 6 of *Volume II: County Resources*.

Table 2.4: Occupied Housing Trends and Projections, 1970 - 2025

Town of Morgan	1970	1980	1990	2000	2005	2010	2015	2020	2025
US Census Occupied Housing Units	176	223	262	335					
BLRPC Projection - Growth Trend				335	372	409	457	504	563
BLRPC Projection - Linear Trend				335	357	378	404	430	456
2004 WDOA Household Projection				335	345	375	402	427	446
Household Size				2.75	2.72	2.64	2.58	2.53	2.50

Source: U.S. Bureau of the Census, 1970 - 2000 Census of Population and Housing; WDOA Final Household Projections for Wisconsin Municipalities, 2000 – 2025, January 2004; WDOA Final Household Projections for Wisconsin Counties, 2000 – 2030, January 2004; and Bay-Lake Regional Planning Commission, 2007.

Figure 2.4: Housing Trends and Projections, 2000 - 2025



Source: Source: U.S. Bureau of the Census, 1970 - 2000 Census of Population and Housing; WDOA Final Household Projections for Wisconsin Municipalities, 2000 – 2025, January 2004; WDOA Final Household Projections for Wisconsin Counties, 2000 – 2030, January 2004; and Bay-Lake Regional Planning Commission, 2007.

Economic Development

The Town of Morgan’s economy is heavily dependent upon agriculture, non-metallic mining, home-based businesses, and food and beverage sales.

- 76 percent of the residents of Morgan are part of the civilian labor force (i.e., persons sixteen years of age or older who are employed or seeking employment).

Of the town’s residents in the labor force, the majority, 30.3 percent, are employed in production, transportation, and material moving; 24.4 percent are employed in management, professional, and related; and 21.2 percent earn their living in sales and office. Figure 2.5 and Table 2.5 reflect the occupation of employed persons living in the Town of Morgan in 2000.

Town of Morgan
Year 2000 Economic Characteristics

1999 Median Household Income: **\$50,221**

Employment Status:

Employed: 71.3%

Unemployed: 4.8%

Out of Working Force: 23.9%

Education Levels (Ages 25 & over):

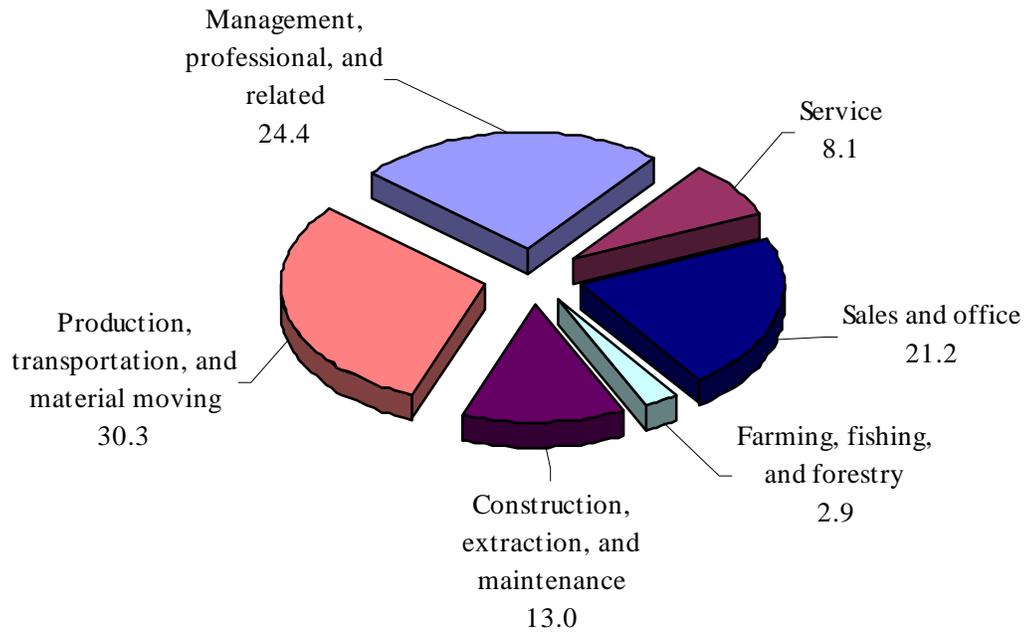
High School Graduate: 46.5%

Associate Degree: 9.4%

Bachelor’s Degree: 6.0%

Graduate or Professional Degree: 1.1%

Figure 2.5: Occupation of Employed Persons, 2000



Source: U.S. Bureau of the Census, Census 2000; and Bay-Lake Regional Planning Commission, 2007.

Table 2.5: Employment by Industry Group, 2000

Industry	Town of Morgan	
	Number	Percent of Total
Agriculture, forestry, fishing and hunting and mining	45	9.2
Construction	35	7.1
Manufacturing	144	29.3
Wholesale trade	19	3.9
Retail trade	39	7.9
Transportation and warehousing, and utilities	44	9.0
Information	14	2.9
Finance, insurance, real estate and rental and leasing	17	3.5
Professional, scientific, mgt., admin and waste mgt. service	11	2.2
Educational, health and social services	80	16.3
Arts, entertainment, recreation, accommodation & food services	16	3.3
Other services (except public administration)	13	2.6
Public administration	14	2.9
Total	491	100.0

Source: U.S. Department of Commerce, Bureau of Economic Analysis, REIS 1969-2000; and Bay-Lake Regional Planning Commission, 2007.

Commuting Patterns

Town of Morgan residents, including those that work in the town, reported their average commute time to be 31 minutes each way to and from work. In 2000:

- Approximately 85 percent or 416 of 491 of the employed residents of the town worked outside of the Town of Morgan. Of those, the majority commute to the City of Green Bay (113), Village of Ashwaubenon (57), and City of Oconto Falls (53).
- 71 individuals live and work in the Town of Morgan.
- 35 individuals commute to the Town of Morgan to work. The top communities are the Town of Chase (9), Village of Howard (6), and Town of Angelica (Shawano County) with 5.

Economic Base

Morgan has maintained a consistent growth rate over the past seven years as seen in Table 2.6. The town’s full value increased over \$27 million or 67 percent between 2000 and 2006.

Table 2.6: Full Value and Total Property Tax, 2000 - 2006

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
2000	40,859,400	81.09	788,709	53,742	0.01930	0.01798	432,349	56,833	220,855	70,500	8,172
2001	45,389,300	75.84	883,898	59,972	0.01947	0.01815	440,497	73,579	260,744	100,000	9,078
2002	47,886,600	102.41	926,327	64,623	0.01934	0.01799	477,824	77,432	273,993	87,500	9,577
2003	55,285,200	92.92	990,937	68,719	0.01792	0.01668	488,573	86,403	306,904	98,000	11,057
2004	57,123,300	90.12	1,097,430	68,304	0.01921	0.01801	561,374	87,357	311,274	126,000	11,425
2005	61,512,900	83.81	1,105,686	70,231	0.01797	0.01683	546,104	92,192	324,268	131,000	12,123
2006	68,224,800	76.69	1,151,851	89,193	0.01688	0.01556	569,033	100,068	337,009	133,164	12,577

Source: Wisconsin Department of Revenue, City, Village and Town Taxes, for years cited; and Bay-Lake Regional Planning Commission, 2007.

- The town’s total property tax also increased by 46 percent during the same time period.
- The mill rate per \$1,000 of value decreased from \$17.98 to \$15.56 during the past six years.

The Town of Morgan has been historically debt free and does not maintain any debt as of December 31, 2007. This means the town has access to considerable financing for future projects, such as development of recreational facilities, upgrades to community facilities and equipment, or to attract additional employers to the town.

For more information regarding economic characteristics of Oconto County and its local municipalities, please see Chapter 7 of *Volume II: County Resources*.

LAND USE TRENDS AND FORECASTS

Existing Land Use Issues and Conflicts

As the town continues to prepare for future development, it is necessary to recognize and acknowledge any existing land use issues or conflicts. These areas of concern, as highlighted below, will need to be addressed within the General Plan Design context and the implementation strategies outlined in the comprehensive plan.

- It is anticipated there will be continued residential development in the southeastern area of the town. This development will lead to the loss of agriculture and open space land.

- The ongoing fragmentation of natural areas (woodlands, open space) and agriculture land limits the ability to implement and sustain management plans.
- There are multiple driveways along main transportation routes such as County Highways C and E only serving single residences and businesses.
- The presence of the county forest limits development in the northcentral area of the town.
- The town has a limited number of recreational facilities-parks, trails, campgrounds. There is an option of redeveloping the town dump into recreational site.
- The continued development will put increasing pressures on the environmental corridors.
- The developing concentrated residential areas lack connectivity.
- The Krakow Sanitary District is limited and does not extend to areas developing fastest or in greatest density.
- There is a lack of new development/investment in Sampson.
- There are several existing non-metallic mining operations and more anticipated to open during the planning period.
- The likelihood of additional commercial development at the intersection of County Highways C and E will cause an increasing amount of traffic to collect in that area.

Anticipated Land Use Trends



The steady increase in fuel prices will be a major consideration as to where people chose to live and work. Morgan’s location, transportation network, and services may make it a secondary consideration for those people wanting to live in the country; however the town may still be close enough to amenities and schools to make it attractive to reside. Neighboring Oconto County towns to the south and east are anticipated to see a much stronger growth in population during this planning period than the Town of Morgan. To accommodate the goals of the

comprehensive plan, the most efficient land use development pattern has been illustrated on the 20-Year General Plan Design based on the following anticipated land use trends.

- There will be a steady growth in population throughout the 20-year planning period with an anticipated 240 new residents residing in the town by 2025 based on the Growth Trend Projection. There were 882 residents in the town according to the 2000 Census. According to the WDOA population estimates, there were 1,004 residents in the Town of Morgan in 2007.
- More commercial businesses will locate along County Highway C and the County Highway C and E intersection.
- It is anticipated there will be more densely built sub-divisions predominately in the southeastern corner of the town. New residential developments will afford the opportunity for infill to preserve open space and agriculture lands
- There will be a continued trend toward larger agricultural operations given the percentage of cropland/pasture land (43 percent) according to the 2007 land use inventory.

- The development of recreational facilities, such as trails, parks, and campgrounds, along with the access to public land and features will be important consideration as the town’s population continues to grow.
- There is expected fragmentation and parceling of land into smaller lots as more land owners locate within the town.
- The Fairview Elementary School located on State Highway 32 will be an attraction for future residential development.

Development Considerations

Land Supply

There are 22,781 acres in the Town of Morgan. As found in the 2007 land use inventory, 1,437 acres, or just over six percent, of the land is already developed. The three quality local school districts, transportation system, proximity to amenities, and abundance of natural features make Morgan a desirable location to live and/or operate a small business. Given these factors, an increasingly number of people are projected to live and/or work in the town resulting in another estimated 1,644 acres to be developed for residential, commercial, and industrial uses over the next 20 years.



With its rich mineral resources, Morgan will experience a consistent number of operating non-metallic mining quarries throughout the planning period. Exhausted mines will be reclaimed and developed for another land use such as recreation or residential. The Morgan Marsh and the Oconto County Forest provide diverse recreational opportunities for both residents and visitors to the areas. Sampson and the intersection of County Highways C and E offer the opportunity for redevelopment of aging structures for increased tax generation. There is also sufficient land for properly located commercial and light industrial development along main transportation routes.

There are several areas within the town that are not currently developable due to the existing programs, such as farmland preservation, managed forest lands, and crop forest land. Owners of these properties are encouraged not to develop these areas through the issuance of credits used to offset personal and/or property taxes. There may be financial penalties for prematurely withdrawing land from these programs for development purposes.

With nearly 20,000 acres of undeveloped land available, there is ample room for future developed land uses without compromising natural features. With very limited municipal services, primarily water and sewer, the Town of Morgan may have to monitor water quantity and quality as continued development occurs.

Land Price

As the areas immediately surrounding the Green Bay Metro area become more densely developed, such as the towns of Little Suamico and Pittsfield and portions of Chase, Abrams, and Stiles, communities like Morgan will become increasingly more desirable. Correspondingly, the value of the land will increase. The remaining agriculture land is expected to increase in price as demand for alternative fuels climb proving to be an incentive to continue farming. The land

located within desirable business locations such as within the Krakow Sanitary District on State Highway 32 and along County Highways E and C will retain a higher value because of its development options. Therefore, land values in commercial/light industrial designated areas on the General Plan Design will remain fairly competitive during this planning period. The lack of overall utilities, municipal water and sewer primarily will limit some types of development that could occur in the town. The value of limited natural resources land (wooded and open space) will continue to be desired for hunting/recreational purposes and bring strong cost per acre sales. Unless there is financial investment made in Sampson, land and structure values will remain flat throughout the planning period.

LAND USE PROJECTIONS

Five Year Incremental Land Use Projections

As stated in s. 66.1001, Wis. Stats., comprehensive plans are required to provide projections in five-year increments for future residential, commercial, industrial, and agricultural land uses over the 20-year planning period. To assist in determining the need for future land use allocations, three population and housing projections methods were shown earlier in this chapter in Tables 2.3 and 2.4 to help determine anticipated future growth within the town. They are the Wisconsin Department of Administration (WDOA) projections, a Linear Projection Model, and Growth Forecast. Based on past population and housing projection numbers, it was determined the Growth Projection Model was the best alternative to the more conservative Linear Model and WDOA projections. Using the Linear Projection method and the 2000 Census figures as a starting point; it is anticipated the town will experience an influx of 240 new residents corresponding to an additional 228 homes by 2025.

It is **not** the intent of this comprehensive plan to see an entire area within a land use classification be developed as noted on the General Plan Design. The specified uses should be allowed if consistent with the type, location, and density of existing development. Some of the land within the land use classification is not developable due to natural features, easements, setbacks, existing preferred land uses, or availability of supporting infrastructure. Within developing areas, these additional considerations and land uses generally account for approximately 25 percent of the gross land area. Given these considerations, the gross land use needs for residential, commercial, and industrial development for the Town of Morgan by 2025 is 1,644 acres. The net acreage total for each of the three illustrated land uses in Table 2.7 is 1,233 acres.

Table 2.7: Five-Year Incremental Land Use Projections, 2005 - 2025

Year	Residential		Commercial		Industrial	
	Acres	Total	Acres	Total	Acres	Total
2005	92.5		1.7		44.0	
2010	111.0	203.5	2.0	3.7	52.9	96.9
2015	168.0	371.5	3.1	6.8	80.0	176.9
2020	188.0	559.5	3.4	10.2	89.5	266.4
2025	265.5	825.0	4.8	15.0	126.4	392.9

Source: Bay-Lake Regional Planning Commission, 2008.

Residential Projections

The town’s future residential land use acreage requirements were projected utilizing the following methodology:

- The Growth Projection Model;
- A per residential lot average of (2) two acres; and
- A multiplication factor ranging from 1.25 to 2.5 to allow for market flexibility and to account for a continued decline in persons per household of 2.75 in 2000 to 2.50 by 2025.

Using the Growth Projection Model in Table 2.8, the Town of Morgan can anticipate the construction of 228 new homes by 2025, which averages approximately 12 home per year. The land needed for these new homes equates to 825 net acres and 1,100 gross acres. Town officials want to direct the most concentrated residential development to smaller designated areas as shown on the General Plan Design to preserve larger tracts of existing agriculture land and open space.

Table 2.8: Five-Year Incremental Housing Land Use Projections, 2005 - 2025

Year	New Housing Units	Average Lot Size	Market Value	Net Acres Needed
2005	37	2	1.25	92.5
2010	37	2	1.5	111.0
2015	48	2	1.75	168.0
2020	47	2	2	188.0
2025	59	2	2.25	265.5
Total	228			825.0

Source: Bay-Lake Regional Planning Commission, 2008.

Note: The projections are for single family homes and do not account for multiple family and apartment complexes which have greater residential densities.

Commercial Projections

To calculate commercial land use projections in Table 2.9, the ratio between residential acreage and commercial land use acreage is determined based on the 2007 land use inventory. That ratio is 55 acres of residential land to every one acre of commercial land for a 55:1 ratio. Based on this ratio, the town can anticipate allocating some 15 net commercial acres and 20 gross acres during this planning period.

Table 2.9: Five-Year Incremental Commercial Land Use Projections, 2005 - 2025

Year	Residential Acreage	Ratio	Net Acres Needed
2005	92.5	55.0	1.7
2010	111.0	55.0	2.0
2015	168.0	55.0	3.1
2020	188.0	55.0	3.4
2025	265.5	55.0	4.8
Total			15.0

Source: Bay-Lake Regional Planning Commission, 2008.

Industrial Projections

The ratio between residential acreage and industrial land use acreage is also determined based on the 2007 land use inventory. That ratio was approximately 2 acres of residential land to every one acre of industrial land for a 2.1:1 ratio. The industrial land use category for the Town of Morgan consists almost exclusively of several active quarries (non-metallic mining). As calculated in Table 2.10, it has been anticipated there will be additional non-metallic mining operations opening during the early years of this planning period. It is doubtful, another 524 gross acres of land will be allocated for future mining operations given the fact current mines will be exhausted and reclaimed for another land use within the next 20 years.

Table 2.10: Five-Year Incremental Industrial Land Use Projections, 2005 - 2025

Year	Residential Acreage	Ratio	Net Acres Needed
2005	92.5	2.1	44.0
2010	111.0	2.1	52.9
2015	168.0	2.1	80.0
2020	188.0	2.1	89.5
2025	265.5	2.1	126.4
Total			392.9

Source: Bay-Lake Regional Planning Commission, 2008.

Agricultural Projections

With a projected 1,644 acres of land needed for residential, commercial, and industrial development during this 20 year planning period, a percentage of that acreage total will be taken out of current agriculture production and existing open space and woodlands. With over 9,884 acres of agricultural and pasture lands identified in the 2007 land use inventory, there is the intention to preserve as much of these remaining open spaces as possible over the next 20 years by developing areas where it is economically feasible to do so and adjacent to compatible land uses. To ensure existing and future agriculture operations have the ability and incentive to continue, the Town of Morgan plans to preserve the more productive and larger tracts of agriculture land located throughout the town.

In 1990, there were 25.2 persons per square mile. Utilizing the Growth Projection Model, the Town of Morgan’s density increases to 32 persons per square mile by 2025, therefore putting increasing pressure on existing agriculture, open space, and natural resource land to be developed for other uses.

SUMMARY OF IMPLEMENTATION GOALS

During the planning process, ten goals were developed that illustrate how the Town of Morgan will approach overall growth and development within its municipal boundaries over the next 20 years. These goals are also listed by topic with applicable objectives, policies, and programs in Chapter 4 of this document. By achieving these more defined policies and programs, the Town of Morgan will be able to systematically work toward implementation of this Comprehensive Plan over the next 20 years.

LAND USE: To utilize the 20-Year General Plan Design as the preferred future land use map for the Town of Morgan.

COMMUNITY PLANNING: To utilize the Town of Morgan 20-year Comprehensive Plan as a guide when making future land use decisions.

INTERGOVERNMENTAL COOPERATION: To communicate with the Oconto County, neighboring communities, and other interested groups/agencies on future planning projects.

NATURAL RESOURCES: To promote a healthy and thriving natural environment for the residents of the Town of Morgan and visitors alike to enjoy and utilize.

AGRICULTURAL RESOURCES: To protect valuable farmland through the recommendation that development locate in areas that will have a lesser impact on agriculture operations.

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

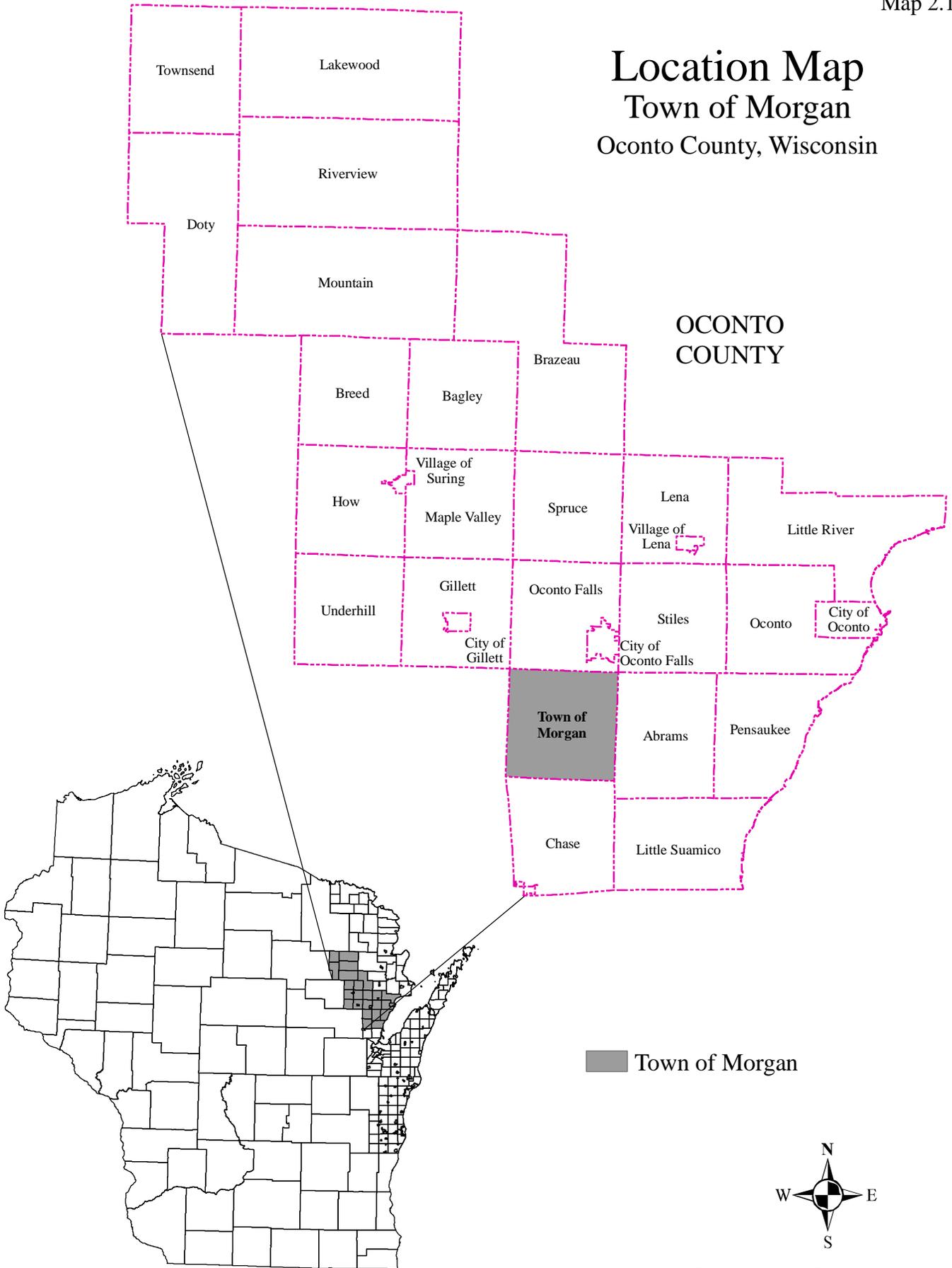
ECONOMIC DEVELOPMENT: To encourage small scale economic development that will fit the scale and rural atmosphere of the town.

TRANSPORTATION: To advocate for a safe and efficient motor and non-motorized transportation system.

UTILITIES/COMMUNITY FACILITIES: To ensure future community facilities and public utilities adequately serve the residents of the town.

PARKS AND RECREATION: To make available a range of recreational opportunities for all town residents and visitors regardless of age, income, or physical abilities.

Location Map Town of Morgan Oconto County, Wisconsin



■ Town of Morgan



This map is neither a legally recorded map nor a survey, and is not intended to be used as either. It is a compilation of records, information and data to be used for reference purposes only. Oconto County and the Bay-Lake RPC are not responsible for any inaccuracies herein contained.

WISCONSIN

Source: Town of Morgan; Oconto County; Bay-Lake Regional Planning Commission, 2008.

Planning Area

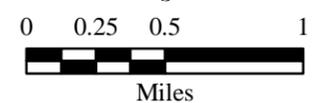
Town of Morgan

Oconto County, Wisconsin



Base Map Features

-  Town Boundary
-  State Highway
-  County Highway
-  Local Roads
-  Forest Roads
-  Surface Water

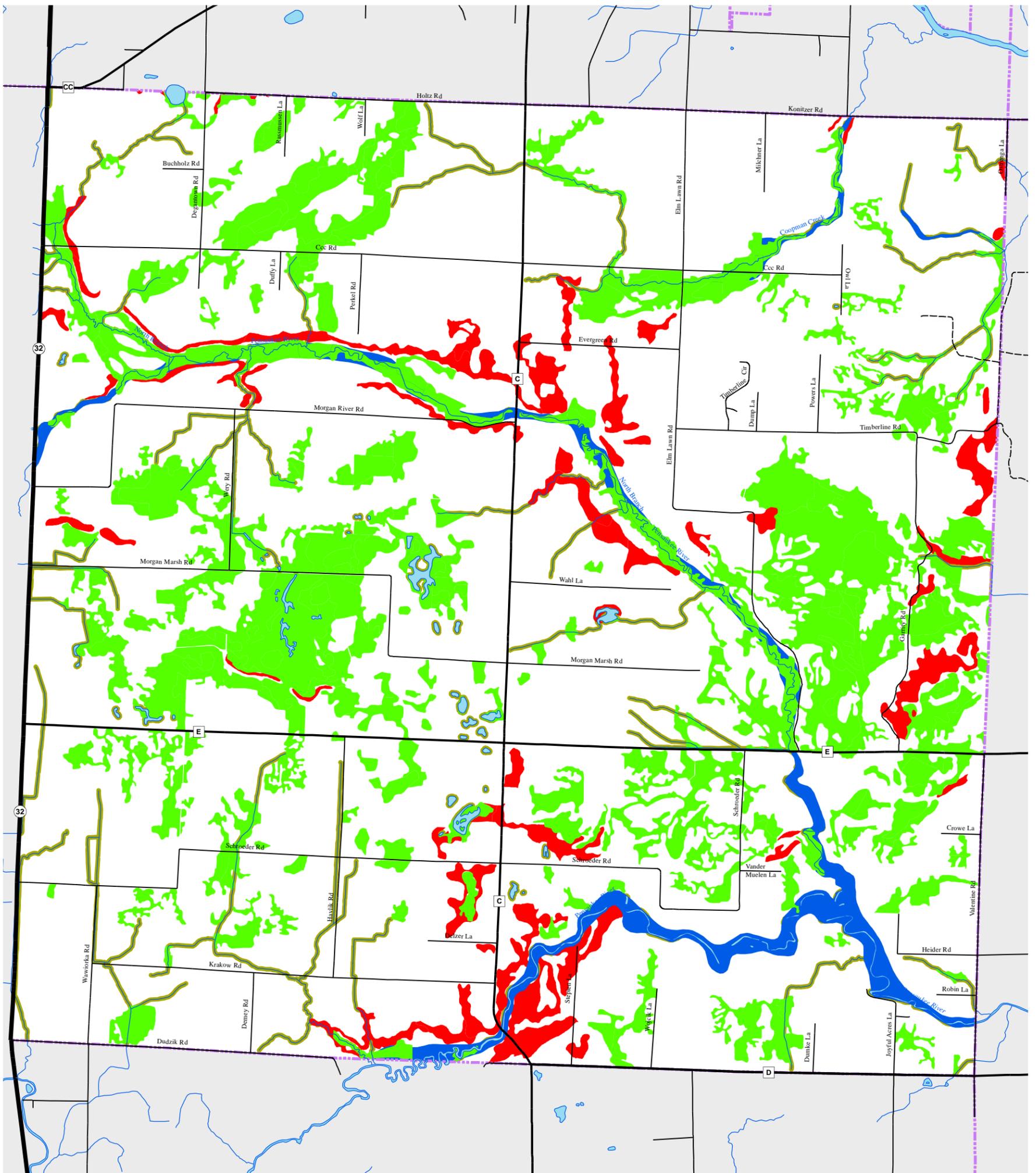


This map is neither a legally recorded map nor a survey, and is not intended to be used as either. It is a compilation of records, information and data to be used for reference purposes only. Oconto County and the Bay-Lake RPC are not responsible for any inaccuracies herein contained.
Source: Town of Morgan; Oconto County; Bay-Lake Regional Planning Commission, 2008.

Plan Determinants

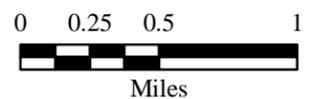
Town of Morgan

Oconto County, Wisconsin



Base Map Features

- Town Boundary
- State Highway
- County Highway
- Local Roads
- Forest Roads
- Surface Water
- WDNR Wetlands
- 100-Year Floodplains
- Steep Slope 12% or Greater
- 75-Foot Surface Water Setback



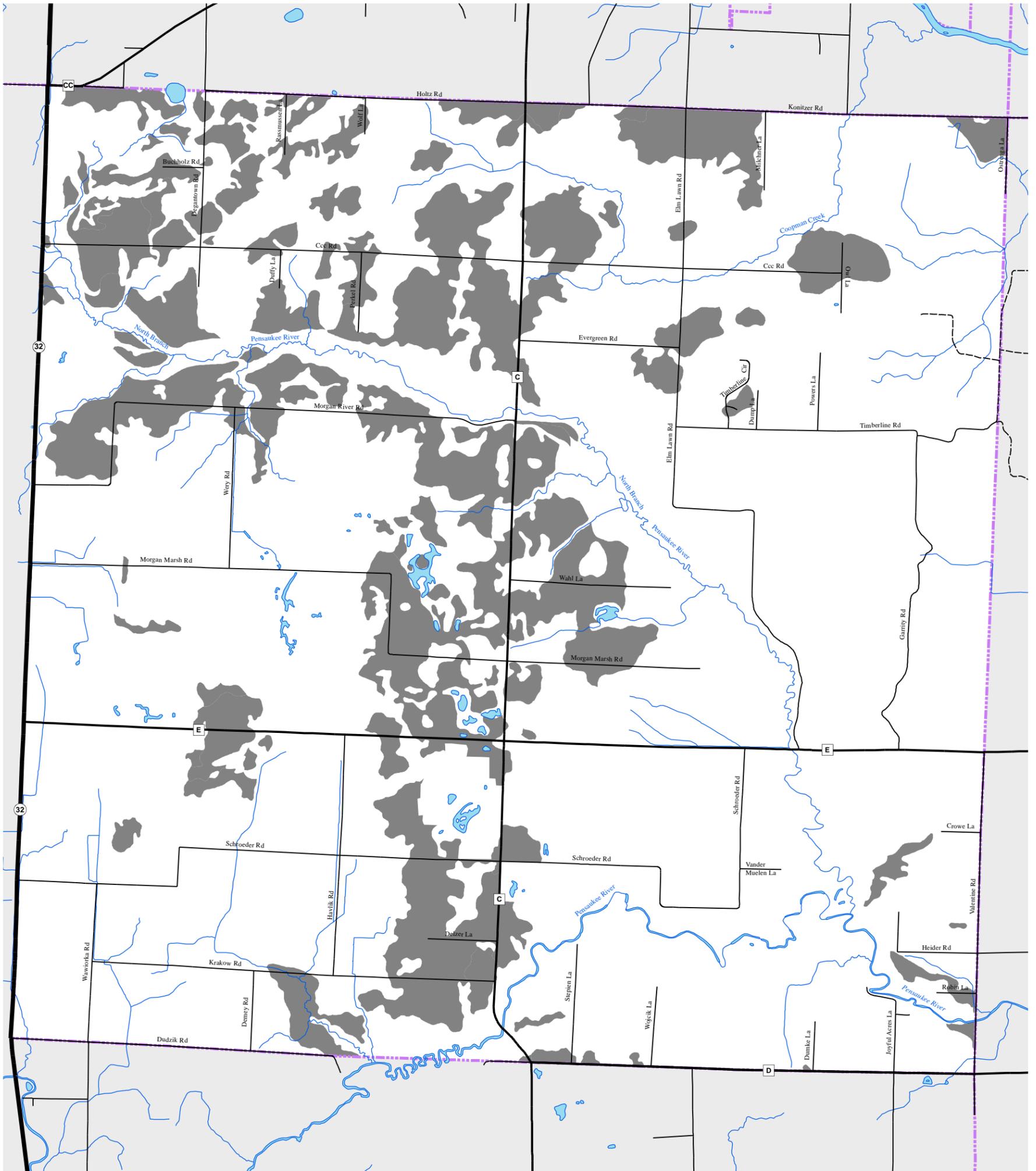
This map is neither a legally recorded map nor a survey, and is not intended to be used as either. It is a compilation of records, information and data to be used for reference purposes only. Oconto County and the Bay-Lake RPC are not responsible for any inaccuracies herein contained.

Source: WDNR; FEMA; NRCS; Town of Morgan; Oconto County; Bay-Lake Regional Planning Commission, 2008.

Prime Agricultural Soils

Town of Morgan

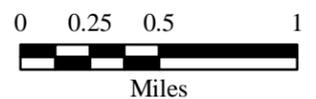
Oconto County, Wisconsin



Base Map Features

- Town Boundary
- State Highway
- County Highway
- Local Roads
- Forest Roads
- Surface Water

Prime Agricultural Soils



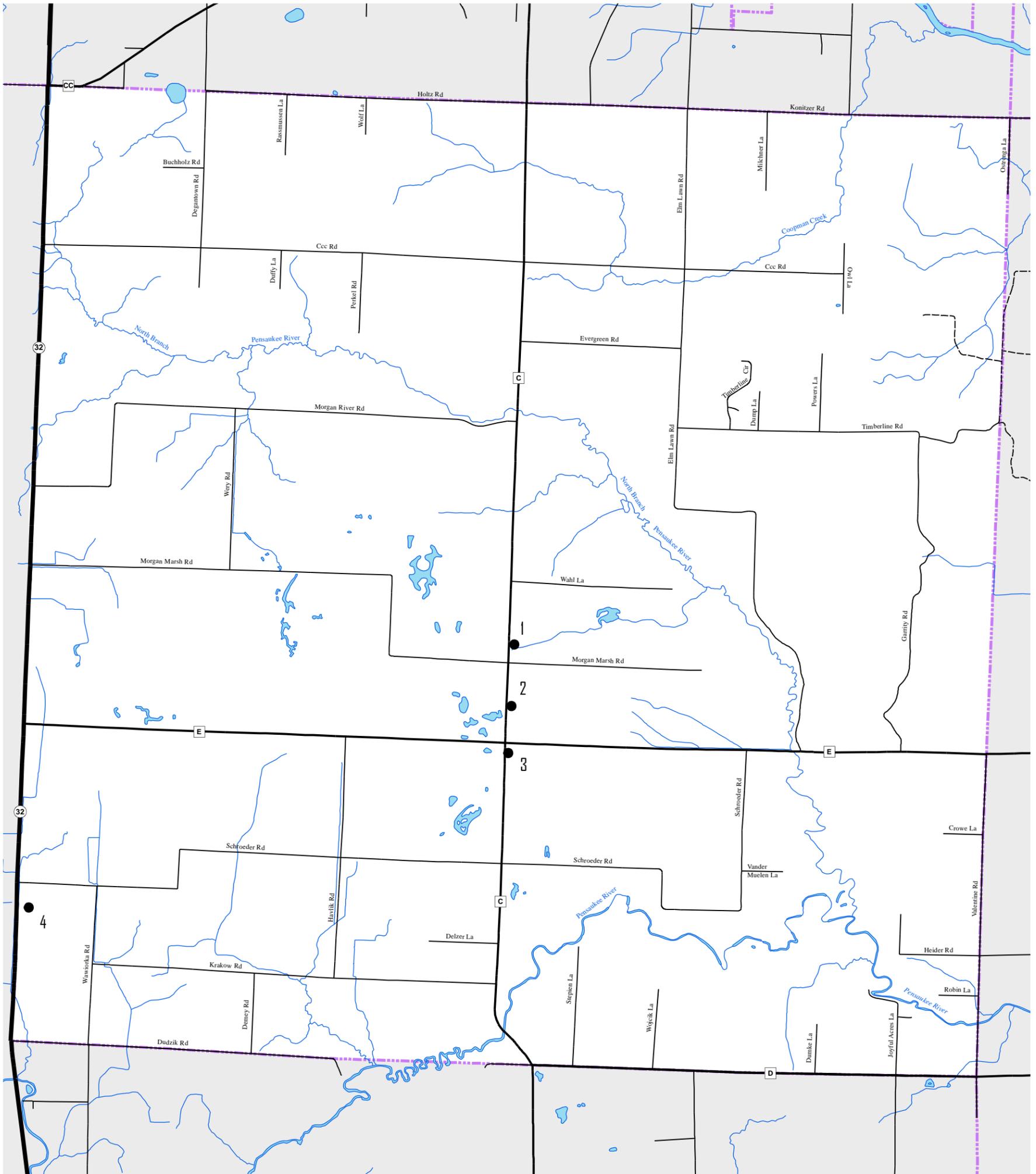
This map is neither a legally recorded map nor a survey, and is not intended to be used as either. It is a compilation of records, information and data to be used for reference purposes only. Oconto County and the Bay-Lake RPC are not responsible for any inaccuracies herein contained.

Source: NRCS; Town of Morgan; Oconto County; Bay-Lake Regional Planning Commission, 2008.

Public & Community Facilities

Town of Morgan

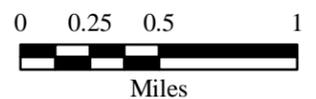
Oconto County, Wisconsin



Base Map Features

- Town Boundary
- State Highway
- County Highway
- Local Roads
- Forest Roads
- Surface Water

- 1 - Green Valley-Morgan Satellite Fire Station
- 2 - Morgan Cemetery
- 3 - Morgan Town Hall/Recycling Center
- 4 - Fairview School



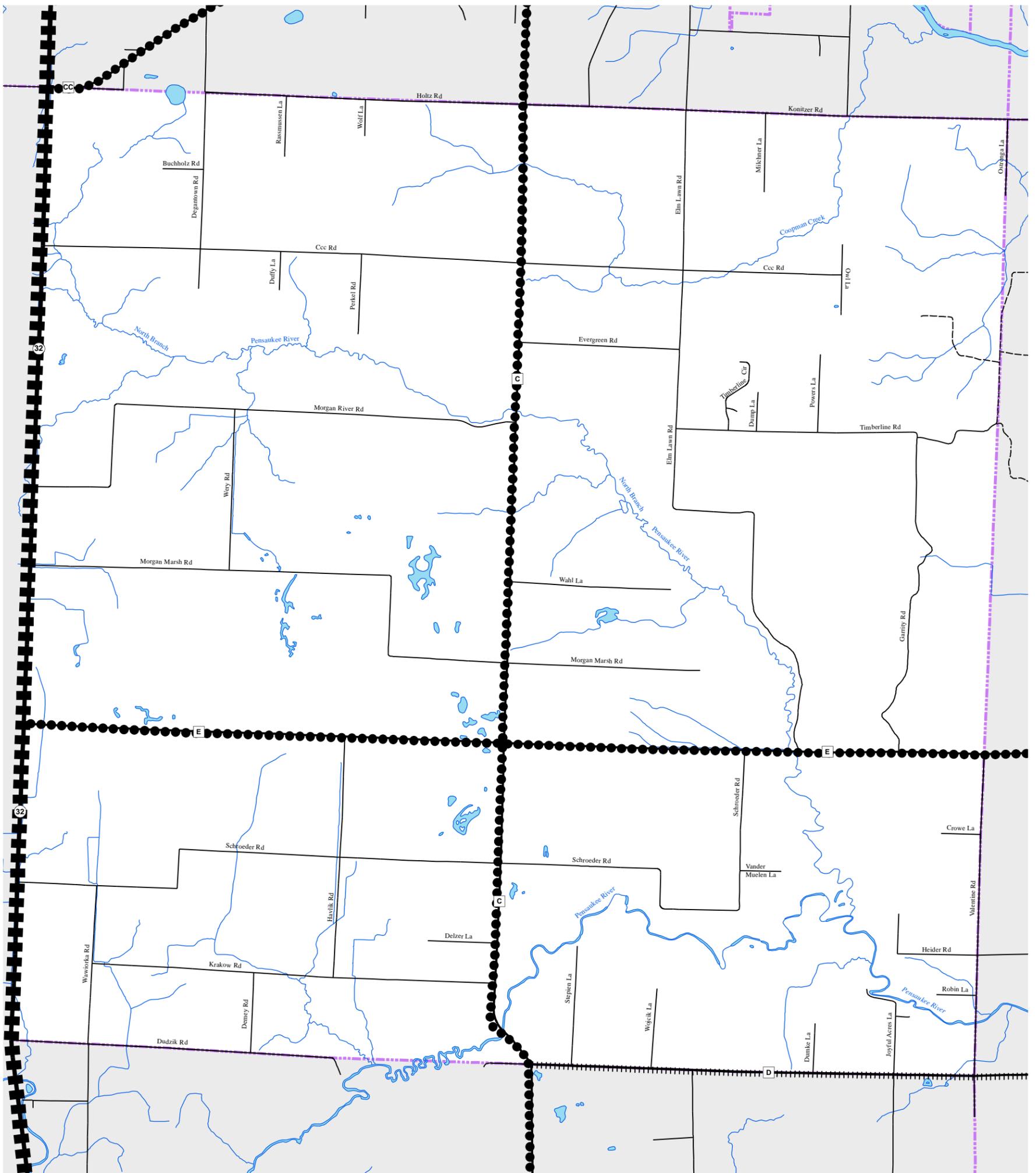
This map is neither a legally recorded map nor a survey, and is not intended to be used as either. It is a compilation of records, information and data to be used for reference purposes only. Oconto County and the Bay-Lake RPC are not responsible for any inaccuracies herein contained.

Source: Town of Morgan; Oconto County; Bay-Lake Regional Planning Commission, 2008.

Functional Classification

Town of Morgan

Oconto County, Wisconsin

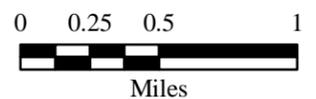


Base Map Features

- Town Boundary
- State Highway
- County Highway
- Local Roads
- Forest Roads
- Surface Water

Road Categories

- Minor Arterial
- Major Collector
- Minor Collector



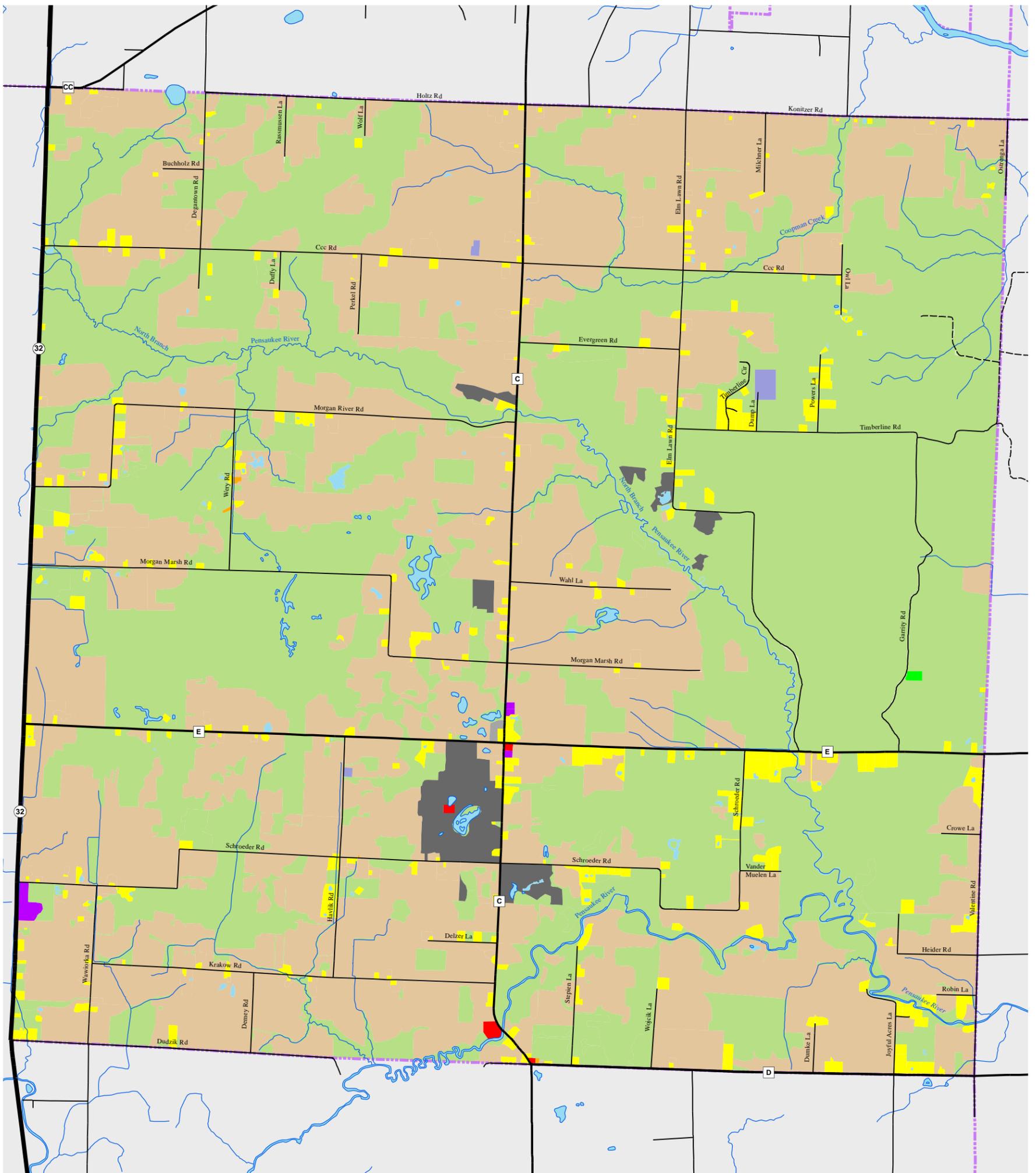
This map is neither a legally recorded map nor a survey, and is not intended to be used as either. It is a compilation of records, information and data to be used for reference purposes only. Oconto County and the Bay-Lake RPC are not responsible for any inaccuracies herein contained.

Source: WDOT; Town of Morgan; Oconto County; Bay-Lake Regional Planning Commission, 2008.

2007 Land Use

Town of Morgan

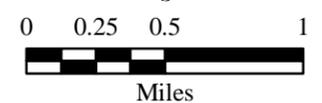
Oconto County, Wisconsin



Base Map Features

- Town Boundary
- State Highway
- County Highway
- Local Roads
- Forest Roads
- Surface Water

- | | |
|-------------------|----------------------------|
| Residential | Communications/Utilities |
| Mobile Homes | Governmental/Institutional |
| Commercial | Parks and Recreation |
| Industrial | Open Space/Fallow Fields |
| Extractive Mining | Agricultural |
| Roads | Water Features |
| Transportation | Woodlands/Natural Areas |



This map is neither a legally recorded map nor a survey, and is not intended to be used as either. It is a compilation of records, information and data to be used for reference purposes only. Oconto County and the Bay-Lake RPC are not responsible for any inaccuracies herein contained.

Source: Town of Morgan; Oconto County; Bay-Lake Regional Planning Commission, 2008.

**CHAPTER 3:
FUTURE LAND USE PLAN**

TABLE OF CONTENTS

INTRODUCTION 3-1

20-YEAR GENERAL PLAN DESIGN 3-1

 Land Use Classifications..... 3-1

 Land Use Recommendations 3-1

IDENTIFIED SMART GROWTH AREAS 3-7

INTRODUCTION

This chapter discusses in detail the 20-Year General Plan Design (GPD) and supporting land use recommendations for the Town of Morgan. The background information and data provided in *Volume II: County Resources* was referenced by Plan Commission members during the year-long preparation of the town's preferred future land use map. From these monthly meetings and presentations to the public, the Town of Morgan 20-Year General Plan Design (**Map 3.1**) was drafted and approved. The map reflects the type, location, and density of specific future land uses the town would like to promote during this planning period. The land use inventory conducted in 2007, a detailed list of development strategies, and a series of implementation tools such as county and local zoning ordinances will assist town officials in achieving the 20-General Plan Design.

20-YEAR GENERAL PLAN DESIGN

Land Use Classifications

The following land use classifications support the Town of Morgan future land use plan. Utilizing these classifications, this section details the suggested type, location and density of development for the Town of Morgan as illustrated on the 20-Year General Plan Design. They define those vital land use characteristics that will assist in the preservation of the town's rural character while promoting efficient and orderly growth. The town's future land use classifications are:

- Residential
- Commercial/Light Industrial
- Governmental/Institutional/Utilities
- Parks and Recreation
- Agricultural
- Woodlands/Open Space
- Public Lands
- Transportation
- Mineral Resources Overlay
- Environmental Corridors Overlay

Land Use Recommendations

Residential

It is the intent of this classification to promote orderly and efficient growth patterns that are consistent with adjacent land uses. The town prefers to promote single-family residences at varying parcel sizes to help preserve the rural nature of the town. The density of development should be driven by the presence of an adequate transportation system, municipal services, and the natural landscape. Residential development in the Town of Morgan is categorized into two categories- *concentrated residential* and *rural residential*.

Concentrated Residential

The "Concentrated Residential" category is illustrated as "*Residential*" on the town's 20-Year General Plan Design. This residential classification is designated for portions of the town that already contain large concentrations of development and within areas that have or plan to have adequate infrastructure to allow for future growth at similar residential types and densities. Other issues to consider as residential densities increase and expand include:

- Integration of varying residential design standards such as conservation by design subdivisions
- Location and content of the existing environmental features
- Existing infrastructure and accessibility to future development
- Provision of emergency services
- Preservation of ground and surface water quality
- Availability of groundwater
- Location and quality of recreational facilities
- County and local land use regulations

Recommendations:

- **Concentrated residential development will be primarily directed to several small areas of the town as noted on the GPD.** These areas are already experiencing denser residential development or are platted for residential development to occur within the next few years.
- **The Krakow Sanitary District covers the far southwestern corner of the town.** More concentrated residential development is planned within the district. It is important to ensure the sanitary district does not repel development due to hook-up charges and monthly fees.
- **Infill development will be maximized in concentrated residential areas whenever possible** to limit the costs to extend infrastructure; minimizing the loss of open space, valuable agriculture land, and productive woodlands; and decreasing the travel distance between residences and existing services. However, due to the town's lack of sanitary and stormwater services, it is important that infill development be done in a manner that will continue to protect the town's surface water features.
- **The rehabilitation or redevelopment of existing structures** will be encouraged to offer a more affordable housing option for town residents and to improve the general look and overall housing conditions within Morgan.
- **Multi-family housing will be given consideration based on the needs of the town's residents.** The town will make exceptions for smaller multi-family developments, such as town homes, if proof can be provided that the development will be adequately serviced by existing infrastructure. In such situations, it is recommended that these developments occur on larger lots within areas of designated concentrated residential development or in the Krakow Sanitary District.
- **The incorporation of various development techniques helps maintain a balance between the natural environment and new development.** It is recommended that various development techniques such as conservation subdivisions are utilized in these areas in an effort to protect surrounding environmental features; preserve open space and agriculture land throughout residential areas; and protect woodlands and wildlife habitats.
- **Future residential development will maximize protection of environmentally sensitive areas** (i.e. woodlands, wetlands, steep slopes, floodplains, etc.) to minimize soil erosion and limit damage to surface waters.

Rural Residential

The “Rural Residential” category is illustrated as “*Woodlands and Agricultural*” on the town’s 20-Year General Plan Design and encompasses single-family residences located primarily in the northern two-thirds of the town. This category focuses on individual single-family residences built on larger lots located predominately within agricultural, wooded, and open space land use designations. The town’s vision is to protect productive farmland and existing natural areas (vegetated areas and/or open space views) from development that will cause fragmentation of such features.

Recommendations:

- **Low density development will be promoted to help maintain the town’s visual and environmental integrity.**
- **New residential development will conform to surrounding uses** in order not to detract from or conflict with existing properties.

Commercial/Light Industrial

The Commercial/Light Industrial land use classification also includes retail, professional, and service sector businesses. The Town of Morgan already has a variety of small commercial businesses that provide a number of services and jobs. The town would like to promote additional commercial and light industrial development within the designated areas shown on the General Plan Design. The town does not feel it has adequate infrastructure or land available to accommodate large industrial and manufacturing operations.



Recommendations:

- **Concentrated areas of commercial/light industrial use are planned along and adjacent to State Highway 32, County Highway C, and County Highway E** rather than dispersed throughout the town. These locations are envisioned to contain commercial, retail, and service related businesses to be used by the town’s residents and visitors.
- **New businesses will be compatible with the character of the town.** The town encourages new businesses to feature attractive, well-maintained buildings that include appropriate signage and lighting so not to detract from the rural character of the community.
- **New commercial/light industrial development will be directed to locate away from environmentally sensitive areas,** shown as “Environmental Corridors” on **Map 3.1.**
- **Development of new commercial/light industrial spaces will be carefully planned in order to minimize the impacts on existing infrastructure.** Proposals for new development shall consider the adequacy of existing infrastructure to accommodate the needs of that development. New development should minimize the costs of utility and road extensions. Additionally, the presence of truck traffic, noise, and other impacts of industrial activity should be minimized when located near residential areas. When necessary, buffers should be created to minimize impacts on residential and retail users.

- **The location of home-based businesses in areas outside of the designated commercial areas** on the General Plan Design will be carefully scrutinized to ensure their operations do not interfere or compromise surrounding land uses or the rural integrity of the town.

Governmental/Institutional/Utilities

The Governmental/Institutional/Utilities land use classification addresses the capacity and efficiency of government buildings; emergency services and facilities; utilities and utility sites; cemeteries; and public services provided to the town residents.

Recommendations:

- **Town officials will continually monitor the efficiency and effectiveness of all town provide services** to identify the need for improvement, change in policy, establishment of mutual aid agreements, or future capital investments.
- **Future municipal development will be located and signed in a manner to ensure safe access into and out of all public buildings and facilities.**
- **The Krakow Sanitary District will be monitored on a continued basis** to ensure it is capable of handling the development pressures within that area of the town.
- **Shared on-site wastewater treatment systems will be promoted where appropriate.** For concentrated developments outside of the sanitary district, discuss shared on-site systems as an option with developers.
- **Town officials will remain informed of changing issues on telecommunication towers and antennas and wind generation facilities** and the siting of such utilities.
- **The town is encouraged to maintain regular contact with the three local school districts** in order to be involved with the long-range plans of the district including the siting of new facilities, improvements to existing structures, etc.

Park and Recreation

The Park and Recreation land use classification discusses existing and future recreational facilities, trails, parks, and open spaces within Town of Morgan.

Recommendations:

- **Future town recreational facilities will be located in areas that can be easily accessed** by either motorized or non-motorized means.
- **Future town recreational facilities will be built to accommodate all age groups, levels of disabilities, and skills.**
- **Town officials are recommended to work with Oconto County** on the development of trails and recreational facilities as part of the Machackinee Forest and to participate in the development of the Oconto County Comprehensive Outdoor Recreation Plan.
- **The town will cooperate with the surrounding towns, Oconto County, Wisconsin Department of Natural Resources, and local organizations** to promote the expansion and connectivity of recreational trails, such as snowmobile.

Agricultural

The purpose of Agricultural land use classification is to preserve existing lands devoted to the growing of crops and the raising of livestock

Recommendations:

- **The town will encourage the preservation of agricultural lands** and the farmer's right to farm.
- **If residential development is permitted in these areas, low density development will be considered.** Future development in these areas should be done in a fashion which has the least amount of negative impact on the natural environment and ensures fragmentation of quality open space does not occur.
- **Where appropriate, new development techniques and programs will be instituted to preserve as much farmland as possible.** The utilization of various development techniques such as conservation by design subdivisions help preserve farmland.
- **It is important for these valuable agriculture lands to continue under the best management practices for agricultural activities.** Inappropriate agricultural practices can have an adverse impact on the quality of surface water and groundwater unless properly managed.
- **The integration of natural buffers** is encouraged between farming and future non-farming operations in order to lessen conflict between land uses.
- **Large-scale farming operations** are recommended to be located in areas of the town that avoid environmental corridors and surface water features.
- **Town officials are recommended to work with Oconto County** to address the issue of large-scale farming operations.



Woodlands/Open Space

The Woodlands/Open Space land use classification promotes the maintenance and preservation of the private woodlands and open space areas within the town.

Recommendations:

- **If residential development is permitted in these areas, low density development will be considered.** Future development in these areas should be done in a fashion which is least impactful to the natural environment and ensures fragmentation of quality open space does not occur.
- **The utilization of existing natural areas will help to enhance the character of the town.** The Preservation of large tracts of natural areas and/or features is essential to enhance/retain buffers between incompatible uses while maintaining scenic views of the town.
- **Private woodlands will not be developed with higher densities.** The utilizing of unique development options such as conservation subdivision designs or clustering can help maintain the continuity of woodlands.

- **The application of best management practices will help protect the town's many natural features and open space areas** and better utilized to enhance the town's recreational opportunities and facilities.

Public Land

The Public Land designation encompasses primarily one large section of the Oconto County Forest (Machickanee Forest) located in the eastcentral area of the town.

Transportation

The Transportation land use classification covers both motorized and non-motorized travel. This includes the existing road network; future recreation paths and trails; and recommendations for safety and improved traffic movement in the town.

Recommendations:

- **To preserve the natural look of the town and to minimize the negative impacts of future residential development along roads**, it is recommended that new development be minimally visible from the road through utilization and enforcement of minimum setback requirements.
- **For any new residential developments proposed within the town, an Area Development Plan will be provided.** 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 or be disruptive for fire, police or rescue services.
- **The utilization of the PASER (Pavement Surface Evaluation and Rating) program** will assist town officials in maintaining the roads in the future and ensure there is a cost effective road management plan in place.
- **Recreational paths and trails such as snowmobile trails and the Mountain-Bay Hiking and Biking Trails will have proper signage and intersection controls** to ensure safe crossing and interaction with vehicles.

Mineral Resources Overlay

The Mineral Resources Overlay is depicted on the General Plan Design to ensure active and future quarries are identified within the town. This overlay includes both metallic mining, although extremely rare, and non-metallic mining activities. In most cases, the type of mining to occur in Oconto County will involve extraction of gravel, marl, clay, and similar materials to be conducted for a specified approved period of time. When mining is complete and the site is reclaimed, the overlay shall be removed and the previous land uses allowed to continue.

- **The town will work with Oconto County Officials to monitor existing mining operations.** Any issues involving the mining operation should be brought to the attention of the county officials in a timely manner.
- **The town will adequately review proposed mining operations.** The town should recommend conditional use requirements to the county that ensure the mining operation does not significantly compromise surrounding land uses. The application of setbacks will help alleviate issues with neighboring properties.

- **Mining operations should be sited in areas that will have little negative impact** on the neighboring properties, adverse affects on groundwater, or significant wear on local roads.
- **The town will work with Oconto County and the Wisconsin Department of Natural Resources** to ensure mining operations are properly closed and reclaimed.
- **The town will pursue avenues in which to reclaim mining operations not sufficiently reclaimed.**
- **The reclaimed mining sites will be available for other land uses.** The town will need to determine the land use that best suits the area and needs of the town. (i.e. agriculture, recreational, residential)

Environmental Corridors



Environmental corridors contain four components; 100-year floodplain as defined by the Federal Emergency Management Agency (FEMA), WDNR wetlands with a 50-foot setback, steep slopes of 12 percent or greater, and setback from all navigable waterways as defined by the Oconto County Shoreland Zoning Ordinance. Together, these elements represent the areas of the town that are most sensitive to development and are intended to be preserved.

Recommendations:

- **This plan will serve as a guide for the preservation of environmental corridors.** Using the environmental corridors as a guide when reviewing proposed developments will give the town background information to determine what areas are important to maintaining the rural character and quality of the town’s natural resource base. The corridors are an overlay to the recommended plan (**Map 3.1**) and should be utilized as a reference.
- **Future developments will stay back from environmental corridors as much as possible,** or designed in such a manner to help minimize the negative effects on water resources, wildlife habitats and the overall character of the town.
- **Development near environmental features in the town will be carefully reviewed in order to maintain ample wildlife corridors.**

IDENTIFIED 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.”

- Redevelopment and investment in Sampson
- Redevelopment of the previous town dump site for future recreational opportunities



- Reclamation of current quarry sites for future residential and/or recreational opportunities
- Development within the Krakow Sanitary District along State Highway 32 adjacent to the Fairview Elementary School
- Redevelopment of properties in the immediate area of the County Highway C and E intersection.

Table 3.1 contains a summary of the year 2025 projected land uses, along with their approximate acreage totals, as reflected on the Town of Morgan 20-Year General Plan Design (**Map 3.1**). It is important to note that the 2025 acres are by general location to illustrate approximation of those land uses.

Table 3.1: 20-Year General Plan Design Acreage Allocations

General Plan Design Category	GPD Acres Needed 2025
Residential	1,854
Commercial	127
Governmental/Institutional/Utilities	56
Agricultural/Open Space	9,454
Parks and Recreation	39
Transportation	165
Water Features	125
Woodlands (Includes Public Land)	10,946
Totals	22,766

Source: Bay-Lake Regional Planning Commission, 2008.

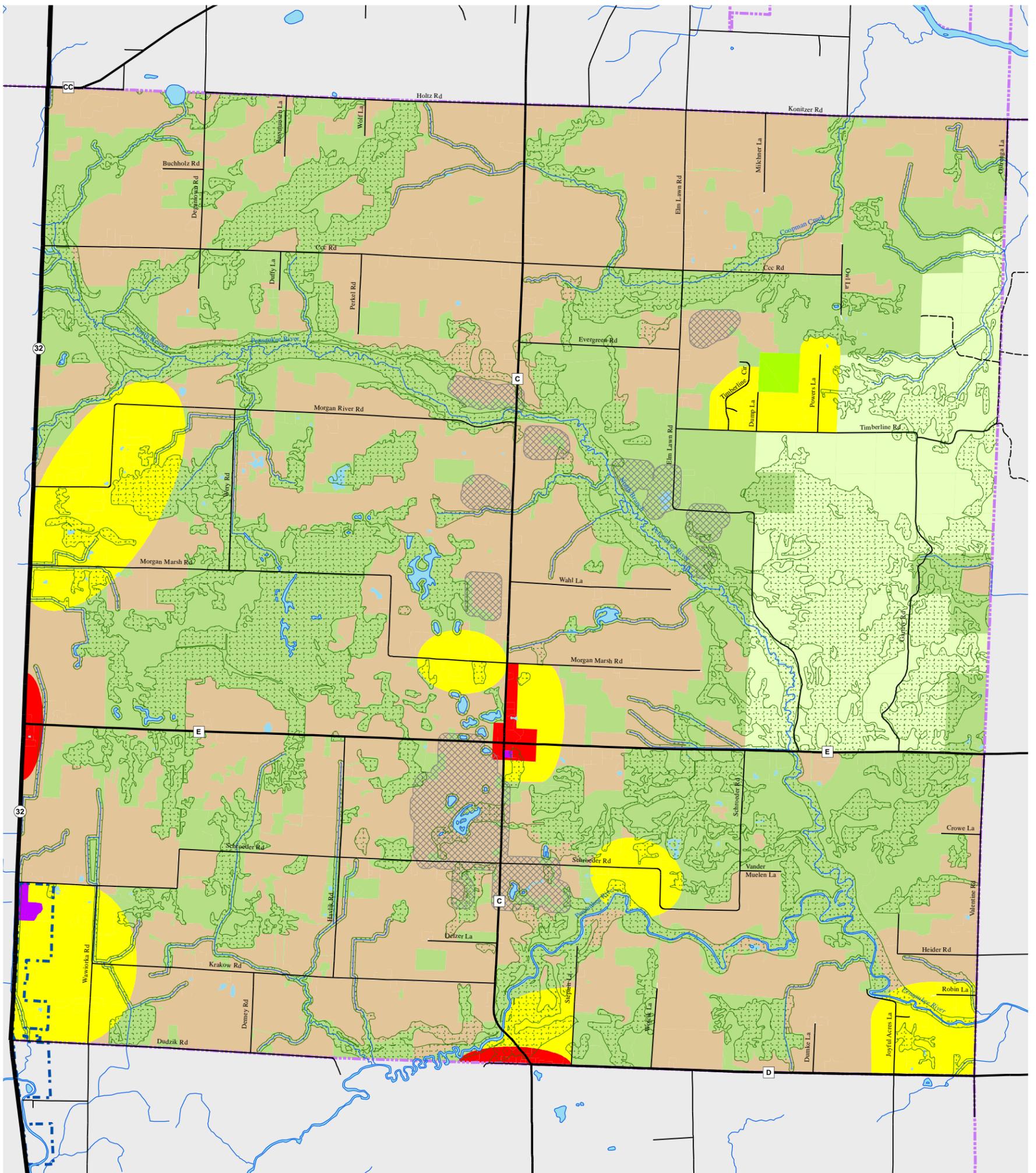
In comparison to the future land use allocations noted in the above table, the 2007 Land Use inventory indicated the Town of Morgan has 663 acres of residential land use, nearly 12 acres in commercial land use, and another 311 acres determined to be used for industrial land use, which consists of several non-metallic mining operations. For a complete list of current land uses, please see Table 2.2 in Chapter 2.



20-Year General Plan Design

Town of Morgan

Oconto County, Wisconsin



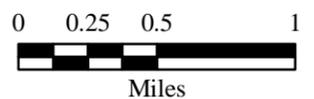
Base Map Features

- Town Boundary
- State Highway
- County Highway
- Local Roads
- Forest Roads
- Surface Water

- Residential
- Commercial
- Park and Recreation
- Governmental/Institutional/Utilities
- Woodlands/Natural Areas

- Agricultural
- Public Lands
- Mineral Resources Overlay
- Environmental Corridors Overlay
- Sanitary District*

*Note: Identifies Parcels within Krakow Sanitary District



This map is neither a legally recorded map nor a survey, and is not intended to be used as either. It is a compilation of records, information and data to be used for reference purposes only. Oconto County and the Bay-Lake RPC are not responsible for any inaccuracies herein contained.

Source: Town of Morgan; Oconto County; Bay-Lake Regional Planning Commission, 2008.

**CHAPTER 4:
IMPLEMENTATION**

TABLE OF CONTENTS

INTRODUCTION 4-1

RESPONSIBILITIES OF LOCAL OFFICIALS 4-1

CONSISTENCY WITH EXISTING PLANS, REPORTS, AND STUDIES 4-1

UPDATING THE COMPREHENSIVE PLAN 4-1

IMPLEMENTATION OF LOCAL LAND USE CONTROLS IN CONJUNCTION WITH COUNTY ZONING 4-1

 Zoning 4-2

 Official Mapping 4-3

 Floodplain Ordinance..... 4-3

 Shoreland Ordinance..... 4-3

 Subdivision Ordinance..... 4-4

 Local Town Ordinances 4-4

 Other Ordinances and Regulations 4-4

IMPLEMENTATION OF DEVELOPMENT STRATEGIES 4-5

 Goals, Objectives, Policies and Programs 4-5

 Implementation Steps..... 4-13

 Stakeholders 4-14

 Implementation Timetable 4-14

INTRODUCTION

This chapter outlines a number of actions and activities necessary to implement the intent and vision of the *Town of Morgan 20-Year Comprehensive Plan*. In addition, there is a description of how each of the plan elements are integrated and made consistent with one another. A process for amending/updating the comprehensive plan and a mechanism used to implement the plan are also provided.

RESPONSIBILITIES OF LOCAL OFFICIALS

As directed by the Town of Morgan Town Board, the Plan Commission has the primary responsibility of implementing the comprehensive plan. The Morgan Plan Commission will be working in conjunction with Oconto County officials in the implementation of the plan. Elected officials and members of the Plan Commission need to be familiar with the maps and text, as well as the vision statement and future development strategies found within the plan. The comprehensive plan should provide much of the rationale elected officials need in making a land use decision or recommendation. When reviewing any petition or when amending any of the towns land use controls, the comprehensive plan shall be reviewed and a recommendation derived based on the development strategies, vision statement, land use recommendations, and General Plan Design. Additionally, the town will consult the comprehensive plan when working with Oconto County to draft further land use ordinances or making future land use recommendations. If a decision needs to be made that is inconsistent with the comprehensive plan, the comprehensive plan must be amended to reflect this change in policy before it can take effect.

CONSISTENCY WITH EXISTING PLANS, REPORTS, AND STUDIES

This plan was created in a manner to promote consistency amongst all the elements and their respective development strategies. It is important elected officials and Plan Commission members periodically review the plan elements and development strategies for applicability and consistency. These reviews will also ensure the plan contains the most current information available to make land use decisions. Any town ordinances and regulations that are not maintained and enforced by Oconto County need to be periodically reviewed for consistency with the *Town of Morgan 20-Year Comprehensive Plan*. Furthermore, the town should continue to work cooperatively with Oconto County to ensure all land use ordinances and maps are consistent with the town's comprehensive plan. A glossary of Planning and Zoning Terms is provided as Appendix E of *Volume I: Town Plan*.

UPDATING THE COMPREHENSIVE PLAN

The Plan Commission is the lead entity in amending/updating the *Town of Morgan 20-Year Comprehensive Plan*. Any changes to the comprehensive plan should follow s. 66.1001 (4)(b), Wis. Stats. and the procedures for fostering public participation approved by the town. The town's comprehensive plan should be updated at least once every 10 years as required by s. 66.1001(2)(i), Wis. Stats.

It is recommended that the town's comprehensive plan be reviewed/updated by the Town Plan Commission based on the following schedule:

- **Annually**
 - Review the vision statement and future development strategies;
 - Identify updates to the Wisconsin Department of Administration (WDOA) population and housing estimates, and U.S. Census data;
 - Review implementation priorities and relevance of the development strategies;
 - Update any changes to General Plan Design text or map; and
 - Ensure consistency with new or revised ordinances proposed by Oconto County.
- **Five Years**
 - Review U.S. Census data, WDOA population and housing projections – work with Oconto County to update *Volume II: County Resources* as needed;
 - Identify substantial changes over the past five years and any potential impacts to the community in the near future. This helps monitor outcomes of implemented development strategies and identifies any possible needs for the 10-year update; and
 - Be aware of updates or completion of other local, county, or regional plans.
- **Ten Years** - required comprehensive plan update per s. 66.1001(2)(i), Wis. Stats. Amend the plan as needed based on changing conditions.
 - Conduct a review of the town’s vision statement, General Plan Design development strategies and map, land use recommendations, work with Oconto County to update the town’s population, housing, and economic data, along with other relevant planning information inventoried in *Volume II: County Resources*. Review ordinances and other controls for consistency.

IMPLEMENTATION OF LOCAL LAND USE CONTROLS IN CONJUNCTION WITH COUNTY ZONING

Zoning

Oconto County Zoning Ordinance

Oconto County maintains and administers a countywide zoning ordinance. This means the county has jurisdiction over all zoning in the unincorporated communities of the county, while the incorporated communities administer their own zoning ordinances. Oconto County uses these zoning ordinances to promote public health, safety, and welfare; to protect natural resources; and to maintain community character. Zoning districts were established to avoid land use conflicts, protect environmental features, promote economic factors, and to accomplish land use objectives laid out by a comprehensive plan. Please refer to the Oconto County Zoning Ordinances for detailed information on zoning districts, regulations, restrictions, permitted uses, and zoning maps.

- The comprehensive plan’s preferred land uses need to be compared to the existing zoning map to determine compatibility and realignment within various districts. The Town Plan Commission should work closely with Oconto County to judge when re-zoning will occur because it is not the intent of the zoning map to become a direct reflection of the plan. The comprehensive plan previews the future while zoning deals with present day.

- The town should cooperate with Oconto County to develop ordinances that encourage the protection of the town's natural features and aesthetic views.
- Any additional ordinances may be developed by the town or Oconto County in order to meet the "vision statement" highlighted in Chapter 1 of this plan.

Official Mapping

Under s. 62.23(6), Wis. Stats., 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." 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 the city/village/town acquires lands for streets, or other uses 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 it known to potential buyers there is land designated for future public use.

Floodplain Ordinance

Oconto County recognizes that uncontrolled development within floodplains or too close to rivers or streams can be an issue of public health, safety, and general welfare of its residents. The Oconto County Zoning Ordinance regulates development in flood hazard areas for the protection of life, health and property while providing a uniform basis for the preparation, implementation and administration of sound county floodplain regulations.

Areas regulated by the Oconto County Floodplain Ordinance include all areas that would be covered by the "Regional Flood." These areas are divided up into three districts:

1. The *Floodway District (FW)* consists of the channel of a river or stream and those portions of the floodplain adjoining the channel carrying the regional flood waters.
2. The *Floodfringe District (FF)* consists of that portion of the floodplain between the regional flood limits and the floodway.
3. The *General Floodplain District (GFP)* consists of all areas which have been or may be hereafter covered by flood water during the regional flood. It includes both the floodway and floodfringe districts.

For more information about floodplain zoning in Oconto County refer to the Oconto County Zoning Ordinance.

Any further development in the Town of Morgan will comply with the Oconto County Floodplain Zoning Ordinance. The town will continue to cooperate with Oconto County, WDNR, FEMA, and other appropriate agencies when updates to the Oconto County Flood Insurance Rate Maps and the Oconto County Floodplain Zoning Ordinance are proposed.

Shoreland Ordinance

The Oconto County Zoning Ordinance establishes zoning standards for use of shorelands along navigable waters. The shoreland standards apply to lands:

1. within unincorporated communities that lie within 1,000 feet of the ordinary high water mark of navigable lakes, ponds or flowages; and
2. within 300 feet of the ordinary high water mark of all navigable rivers or streams, or to the landward side of the floodplain, whichever distance is greater.

The Oconto County Shoreland Zoning Ordinance also establishes minimum lot sizes for parcels within the shoreland zone, setbacks of buildings and structures from the water and standards for the alteration of surface vegetation and land surfaces.

- Any further development in the Town of Morgan will comply with the Oconto County Shoreland Zoning Ordinance.
- Morgan may wish to adopt a more restrictive shoreland ordinance.

Land Division/Subdivision Ordinance

A land division/subdivision ordinance, as authorized by Chapter 236 of 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 division of land within its boundary. The land division/subdivision ordinance is related to the general zoning ordinance as it regulates the type of development that takes place on a parcel and the land division/subdivision ordinance regulates how the parcel is created and made ready for development.

Oconto County does have a Land Division Ordinance in place. The ordinance applies to “any act of division of a lot, parcel, or tract which existed on the effective date of this ordinance by the owner thereof or his agent for the purpose of transfer of ownership or building development where the act of the division creates one or more new lots, parcels, tracts or units, if the lot, parcel, tract or unit being created is equal to or smaller in area than ten (10) acres in size, determined by the right of way.”

The Town of Morgan adopted a Land Division Ordinance in 2003.

Local Town Ordinances

The Town of Morgan has adopted the following local land use ordinances to help implement the town’s comprehensive plan. Please contact the town for information on these ordinances.

- Land Division Ordinance Regulating Lot Sizes (adopted in 2003)
- Land Division Ordinance Regulating Commercial Development (adopted in 2001)
- Land Division Ordinance Regulating Adult Entertainment (overlay district adopted in 2004)
- One and Two Family Dwelling Code (adopted in 2000)
- Culvert and Driveway Ordinance (adopted in 2001)
- Road Specifications for a Four Rod Road (adopted in 1999)

Other Ordinances and Regulations

Other tools to implement the *Town of Morgan 20-Year Comprehensive Plan* may include the development/support of additional town controls or the adoption of additional Oconto County regulations such as:

- Blighted Building Ordinance
- Landscape Ordinance
- Erosion and Stormwater Control Ordinances
- Design Review Ordinance

IMPLEMENTATION OF DEVELOPMENT STRATEGIES

The Town of Morgan Plan Commission, with cooperation from Oconto County, will be directly responsible for, or oversee the implementation of most of the development strategies (goals, objectives, policies, and programs) with the Town Board ensuring the plan is being implemented in a timely manner. In total, there are ten general goals with a detailed list of objectives, policies, and programs. Since many planning issues are interrelated (e.g., land use and transportation), the objectives, policies, and programs of one element may closely relate to those stated in other areas.

The following statements specifically describe the steps the Town of Morgan intends to take in order to efficiently develop over the next 20 years. Some of the strategies were taken from the town's current land use plan adopted in 2001 and revised according to address issues identified during the planning process.

Goals, Objectives, Policies and Programs

Goals, objectives, policies and programs are a combination of intended steps to produce a series of desired outcomes. They 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, long range, and represent an end to be sought, although they may never actually be fully attained.
- **Objectives** - are measurable ends toward reaching a defined goal.
- **Policies** – is a rule or a set of rules or a defined course of action to work toward accomplishing an objective.
- **Programs** - are a coordinated series of actions to carry out a stated policy.

LAND USE

GOAL: *To utilize the 20-Year General Plan Design as the preferred future land use map for the Town of Morgan.*

Objective: Reference the recommendations of each land use before any land use variances and conditional uses are issued to ensure future development fits within the context and framework of the General Plan Design.

COMMUNITY PLANNING

GOAL: *To utilize the Town of Morgan 20-year Comprehensive Plan as a guide when making future land use decisions.*

Objective 1: Utilize this 20-year comprehensive plan to best reflect the long term interests of town residents.

Policies:

- A. Consult this 20-year comprehensive plan before making any decisions regarding land use changes and ordinances.

- B. Ensure future development occurs in a planned and coordinated manner to retain the rural character and agriculture economy of the town.
- C. Establish, maintain, and enforce local land use ordinances that are designed to support county ordinances or address issues specific to the town.
- D. Encourage cooperation and communication between the town, neighboring municipalities, and Oconto County in implementing this 20-year plan.

Programs:

- Provide updated copies of the 20-year comprehensive plan to neighboring municipalities and Oconto County.
- Participate in annual meetings with adjacent municipalities to discuss implementation of the individual comprehensive plans.
- Continue to work with county officials on the review, updating, and enforcement of county zoning.

Objective 2: The Town Board and Town Plan Commission are responsible for reviewing and updating this comprehensive plan.

Policies:

- A. Maintain maps relevant to the implementation of the comprehensive plan and to monitor land use changes within the town.
- B. Continue to be involved on planning initiatives undertaken by Oconto County such as updating of the county’s zoning ordinances, and farmland preservation and outdoor recreations that could potentially impact implementation of the town’s comprehensive plan.
- C. Review the comprehensive plan on an annual basis and update as necessary with plan updates scheduled at a minimum of every five years.
- D. Ensure the public is informed and involved to the greatest extent possible when considering updates and revisions to the town’s comprehensive plan.

INTERGOVERNMENTAL COOPERATION

GOAL: To communicate with the Oconto County, neighboring communities, and other interested groups/agencies on future planning projects.

Objective: Promote cooperation between the Town of Morgan, Oconto County, and any other municipality or government entity that makes decisions impacting the town and surrounding area.

Policies:

- A. Work cooperatively with surrounding communities to minimize conflicts in preferred land uses along municipal boundaries.

Programs:

- Participate in future meetings and planning activities that could impact the implementation of this comprehensive plan.

- Meet annually with Oconto County officials to discuss zoning issues impacting the town.
 - Work with neighboring communities and agencies to mutually address issues of concern regarding natural features that span across municipal boundaries such as the Machickanee Forest.
- B. Work with Oconto County, neighboring communities, and other interested agencies and organizations to maximize resources through joint ownership or usage agreements whenever possible.

Programs:

- Continue to utilize “mutual aid agreements” as a cost effective means to provide services.
 - Continue to support local civic groups such as sportsmen’s, snowmobile, and athletic clubs in their efforts to preserve and expand recreational opportunities for residents and visitors.
- C. Maintain membership in the Wisconsin Towns Association (WTA) as a critical resource for information on issues that will impact the town.

NATURAL RESOURCES

GOAL: To promote a healthy and thriving natural environment for the residents of the Town of Morgan and visitors alike to enjoy and utilize.

Objective 1: Understand the location, type, and importance of the town’s natural features.

Policies:

- A. Work to protect the town’s wetlands, floodplains, rivers/creeks, open spaces, and woodlands.

Programs:

- Maintain a current environmental corridors map as a reference tool in implementing the town’s General Plan Design (**Map 3.1**).
 - Monitor the size, location, and amount of activity undertaken at the several non-metallic mining sites throughout the town to proactively minimize any impact the surrounding natural resources.
 - Work with mining operators, Oconto County, the State of Wisconsin on the appropriate closure of exhausted mining sites.
- B. Review all proposed development for consideration of its potential impact to adjacent rivers, creeks, wetlands, woodlands, and on soils types noted as steep slopes.

Programs:

- Maintain familiarity with Oconto County’s Zoning Ordinances and State of Wisconsin regulations that regulate the town’s natural features.

- Encourage the inclusion of environmental corridors, buffer zones, grasslands and other natural areas in any future residential, commercial, and agricultural development.
 - Work with Oconto County and Wisconsin Department of Natural Resources staff to further explore ways to best utilize or preserve natural features within the town.
- C. Encourage sound management practices of the town’s woodlands.
- D. Support the preservation of natural corridors for the movement of animals between significant natural areas.

Objective 2: Encourage protection of both surface and groundwater resources.

Policies:

- A. Work cooperatively with surrounding municipalities and Oconto County to pursue measures to protect surface and groundwater resources.
- B. Support studies that monitor the number of wells being constructed, closed, and measure the level of general water quality within the town.
- C. Promote the use of sound agricultural and soil conservation methods that minimize groundwater contamination and erosion of topsoil.

AGRICULTURAL RESOURCES

GOAL: *To protect valuable farmland through the recommendation that development locate in areas that will have a lesser impact on agriculture operations.*

Objective 1: Maintain large contiguous prime agricultural tracts and open spaces to preserve the town’s rural atmosphere and large farming operations.

Policies:

- A. Establish and maintain guidelines, in conjunction with Oconto County and its updated Farmland Preservation Plan, to protect existing agricultural operations and rural character.
- B. Promote the idea of the farmer’s right to farm.
- C. Advocate for the use of sound agricultural and soil conservation methods to minimize surface and groundwater contamination and soil erosion.
- D. Direct residential and commercial development to areas where those existing land uses are already prominent, and to smaller, less productive agriculture tracts.
- E. Discourage development on soils that have been identified as being prime agricultural areas thus encouraging the use of these lands for continued farming purposes only.

Program:

- Work with Oconto County officials to update the county’s farmland preservation plan.

- F. Maintain communication with county officials on farming legislation at both the state and federal levels that would impact the town’s farming community.

Objective 2: Minimize the potential for conflicts between farming and non-farming residents.

Policies:

- A. Explore the option of establishing a mandatory buffer strip and/or setback between farm operations and adjacent residential developments to minimize conflicts of farming operations on residential living.
- B. Promote conservation by design development methods for future housing developments in order to preserve contiguous lands for future farming.
- C. Work with county and state transportation officials create a safe environment for travel between agricultural fields and farming operations through better road construction techniques and signage.
- D. Provide information to homebuyers of what to expect when moving into an agricultural community (e.g., odors, hours of operation, slow moving vehicles, etc.).

Program:

- Make available informational materials about the basics of farming operations and what new residents can expect in an area based on agriculture.

HOUSING

GOAL: *To promote a variety of quality housing opportunities for all segments of the town’s current and future population.*

Objective 1: Promote initiatives that provide a range of housing choices to meet the needs of all income levels and of all age groups and persons with special needs.

Policies:

- A. Follow the land use recommendations established for housing that promote orderly development and a variety of housing densities.
- B. Promote the establishment of housing for special needs residents to be located in Oconto Falls or another suitable incorporate community where needed services are readily available.
- C. Direct more dense residential development to areas within the Krakow Sanitary District.
- D. Support housing developments for all persons including low and moderate income, elderly, and residents with special needs provided through the county and/or community action agency.
- E. Adopt a subdivision ordinance, if necessary, that matches the expectations of a majority of town residents.
- F. Advocate for the maintenance, preservation and rehabilitation of the existing housing stock.

Program:

- Direct residents to Oconto County and NEWCAP to obtain educational materials and information on financial programs and on home repairs and modifications.
- G. Obtain annual data from the state, county, and BLRPC to monitor the town’s population growth and characteristics.

Objective 2: Promote new single family housing developments to be constructed in areas that do not negatively impact the environment or compromise existing farming operations.

Policies:

- A. Direct higher density residential development to areas that minimize impacts upon low density areas, natural features, viewsheds, and farming operations.
- B. The construction of new homes and the remodeling of existing residences should be regulated by county building codes and ordinances.

ECONOMIC DEVELOPMENT

GOAL: To encourage small scale economic development that will fit the scale and rural atmosphere of the town.

Objective 1: Locate future businesses in areas that do not distract from the town’s rural character.

Policies:

- A. Establish areas in the town where commercial businesses are compatible with existing land uses, infrastructure, and compatible zoning.
- B. Work with county officials to control the location and amount of signage, lighting, landscaping, buffering, and access preferred for commercial businesses.
- C. Encourage “home-based” businesses to locate within the town.
- D. Monitor “home-based” businesses to ensure they continue to meet the existing zoning and/or land use variances established when the business was started.
- E. Partner with county and regional economic development professionals to identify opportunities to attract commercial and retail businesses wanted by residents.

Objective 2: Work with Oconto County staff and State of Wisconsin officials to address the issues of non-metallic mining in the town.

Policies:

- A. Work with county staff on updating, maintaining, and interpreting zoning ordinances that address the siting, opening, operation, and closure of non-metallic mining sites.
- B. Investigate the idea of establishing a development buffer around current and future mining operations.

Objective 3: Enhance the town’s strong agricultural economy.

Policies:

- A. Assess the value of the agricultural lands and the rural and scenic nature of the town before changing the zoning to non-agricultural uses.

Programs:

- Communicate with county, state and federal agencies on the necessity to create innovative ways to preserve farming in the town.
 - Partner with the county on updating the Oconto County Farmland Preservation Plan.
 - Make available informational materials to farmers in applying for loans or grants from state and federal agencies to expand their operations.
- B. Utilize Oconto County’s Zoning Ordinances to minimize adverse affects to farming due to continuing development pressures.
 - C. Become educated on development techniques (e.g., Conservation Subdivisions) that preserve the agricultural lands and open spaces in the town.

TRANSPORTATION

GOAL: *To advocate for a safe and efficient motor and non-motorized transportation system.*

Objective 1: Promote a transportation system that appropriately serves future development needs.

Policies:

- A. Conduct an annual assessment of road pavement conditions, road drainage and ditch maintenance needs, adequacy of existing driveways and culverts relative to safe access, and adequacy of sight triangles at road intersections.

Program:

- Work with the Oconto County Highway Commission, the Wisconsin Department of Transportation, and the Bay-Lake Regional Planning Commission to develop a long-range maintenance and improvement program for town roads.
- B. Work with the Oconto County Highway Department and the Wisconsin Department of Transportation to establish safe and efficient multi-model movement near all high volume intersections, densely developed areas, and public facility locations.

Objective 2: Establish a transportation system that complements and enhances the rural character and natural environment of the town.

Policies:

- A. Advocate for well maintain transportation corridors that allow for safe travel of residents and visitors.
- B. Promote residential development to include the opportunity for connectivity of trails between residential areas.

- C. Ensure town roads can be safely traveled by farmers utilizing equipment and transporting equipment, feed, and livestock.
- D. Promote a transportation system that facilitates energy conservation.

UTILITIES/COMMUNITY FACILITIES

GOAL: *To ensure future community facilities and public utilities adequately serve the residents of the town.*

Objective 1: Promote the expansion and maintenance of community facilities to meet future needs.

Policies:

- A. Continue to encourage “mutual aid agreements” as a means to economically and efficiently provide services such as emergency medical, police, fire, and road maintenance.

Program:

- Continually monitor quality and cost of mutual aid services.
- B. Prepare an annual capital improvement budget to address expansion and upgrades to facilities and equipment owned by the town.

Programs:

- Ensure all community facilities have the capability to be upgraded to handle future technology driven equipment.
- Replace equipment on an as needed basis.

Objective 2: Encourage the expansion of public utilities to meet the needs of residents, business, and farming operations during this planning period.

- A. Work cooperatively with service providers to upgrade telecommunication, cable, gas and electrical services as appropriate.
- B. Work with utility providers to identify alternative energy and fuel options for town operations and to promote with residents and businesses.

PARKS AND RECREATION

GOAL: *To make available a range of recreational opportunities for all town residents and visitors regardless of age, income, and physical abilities.*

Objective: Promote quality recreational sites that are available to all town residents.

Policies:

- A. Participate in any planning efforts with Oconto County concerning the improvement to or the addition of recreational facilities.

Programs:

- Provide input for the Oconto County Comprehensive Outdoor Recreation Plan.
 - Ensure there is adequate public access to the town's natural features.
- B. Explore the usage of local assets such as the Morgan Marsh to enhance and/or expand recreational opportunities.
- C. Continually evaluate and assess the need to develop park and recreation areas such as ball diamonds, community parks, volleyball/basketball courts, etc. as new residents move to the town.
- D. Consider access for the disabled, elderly and very young when planning/designing/coordinating and constructing any new recreation projects, including parking, trails, etc.

Implementation Steps

Town officials should establish a general process and timetable for addressing the development strategies that will ultimately lead to implementing the comprehensive plan. The steps to address the development strategies should include the following:

1. To ensure the comprehensive plan remains current, review of the plan should be a standing agenda item for at least two Plan Commission meetings and a minimum of one Town Board meeting per year. The review of the comprehensive plan should also include assessment of the town's land use control tools (e.g., ordinances and regulations) previously listed in this chapter.
2. The Plan Commission and Town Board should identify priority policies and programs that need to be addressed within the first 12-24 months. These priority strategies will lead to the implementation of additional policies and programs in subsequent years.
3. Town officials should identify key stakeholders and collaborators to assist in the implementation of the development strategies. A list of some of those entities is provided later in this chapter.
4. The priority policies and programs should be separated based on topic such as housing, economic development, transportation, parks and recreation. The separation of policies and programs by topic will allow for the delegation of projects to other entities.
5. The implementation schedule should be evaluated and revised on an annual basis. Town officials will need to monitor the Inventory and Trends highlighted in Chapter 2 to ensure the development strategies address the changes in local demographics and to the regional economic environment.
6. The Town of Morgan has many tools available for the implementation of the stated development strategies over the 20-year planning period. Within the appendices of this document, there are comprehensive lists of financial and technical resources to implement many of the strategies listed for the housing, economic development, and transportation elements of the plan.

Stakeholders

Bay-Lake Regional Planning Commission
 Civic and Recreation Clubs
 Gillett School District
 Oconto County
 Oconto County Highway Department
 Oconto County Land Conservation Department
 Oconto County Planning/Zoning/Solid Waste Department
 Oconto County UW-Extension
 Oconto Falls School District
 Pulaski School District
 United States Department of Agriculture, Natural Resources Conservation Service
 Wisconsin Department of Administration
 Wisconsin Department of Natural Resources
 Wisconsin Department of Transportation

Implementation Timetable

To efficiently implement the *Town of Morgan 20-Year Comprehensive Plan*, the detailed list of development strategies outlined above is divided into three primary categories: Ongoing, Annual, and Schedule. Several strategies are “Ongoing” and have been noted as being maintained or continued. Some actions need to be completed on an “Annual” basis, such as meetings with the county, recreational groups, local school districts, or neighboring communities to discuss local land use issues and concerns; establish the annual and capital improvements budgets; review the comprehensive plan and local ordinances; and submit letters of interest for joint planning projects (i.e. water quality studies, joint grant applications, or mutual aid agreements). A general implementation schedule for some of the key development strategies proposed by the Town of Morgan is provided below.

Ongoing

1. The town, in cooperation with Oconto County, should continue to maintain ordinances that address particular issues impacting the town. The town may want to consider adopting additional ordinances that are more protective than those currently being enforced by Oconto County in order to provide additional protection to its natural features when appropriate. Note: The preparation and adoption of some local ordinances may take one to two years to be completed.
2. Town officials should work with Oconto County, local school districts, and recreation clubs to investigate the location and types of recreational facilities needed in the future for all entities.
3. The town should continue to work with surrounding communities and Oconto County to ensure that public services provided are efficient, done so at a high level, and are cost-effective. As part of this, the town should continue to evaluate all mutual-aid agreements that are in place and evaluate any other potential opportunities.
4. The town should work with Oconto County and other local, state and federal agencies to minimize the impact of future development on agriculture land and natural features.

5. Town officials should work with county staff on updating, maintaining, and interpreting zoning ordinances that address the siting, opening, operation, and closure of non-metallic mining sites.

Annual

1. Through the preparation of an annual capital improvement budget, the town can make a determination on what town owned property needs to be expanded or upgraded to meet increasing demands by residents.
2. Town officials should the comprehensive plan on an annual basis, including land use trends, changes in demographics, and new county and state regulations and ordinances they impact the town's ability to implement their plan.
3. There should be an annual assessment on the Krakow Sanitary District to determine whether or not it meets the future development needs of Morgan.
4. The town should continue to work cooperatively with Oconto County to update the Oconto County General Zoning Ordinance in order to help work toward the vision statement set out in the *Town of Morgan 20-Year Comprehensive Plan*.
5. The town should participate in meetings with adjacent communities to discuss implementation of the individual comprehensive plans.
6. For reference and information purposes, Morgan should maintain and display a current map of the town's natural features- wetlands, floodplains; lakes, rivers, and streams; woodlands; prime agriculture soils; and soils that comprise areas of steep slope.
7. With assistance from Oconto County, annually inventory and assess the size, location, and amount of activity undertaken at the several non-metallic mining sites throughout the town to proactively minimize any impact the surrounding natural resources.
8. Morgan should conduct an annual assessment to determine the need to develop park and recreation areas such as ball diamonds, community parks, volleyball/basketball courts, etc. as new residents move to the town.

Schedule 1 to 5 Years

1. Town officials should work with neighboring communities to assess the need for a design plan for current and future business locating along the USH corridor that would include traffic flow, connectivity, signage, structures, landscaping, parking, and storage.
2. The town, with the assistance of Oconto County, may want to explore developing plans and processes aimed at protecting the quality and quantity of the town's water resources. This could include, but is not limited to projects such as: developing a stormwater management plan; identifying and developing a plan to protect vital groundwater recharge areas; developing and enforcing erosion control measures; and the restoration of wetlands.
3. Morgan should work with Oconto County on the updating of the county's Farmland Preservation Plan, Outdoor Recreation Plan, and the implementation and maintenance of the Multi-Hazards Plan.

4. With limited municipal services and an aging population, the town should be working with City of Oconto Falls officials on the future need for long term care facilities to service the people of that area.
6. With the assistance of Oconto County, Morgan may want to explore developing plans and processes aimed at protecting the quality and quantity of the town's water resources. This could include, but is not limited to projects such as: developing a stormwater management plan; identifying and developing a plan to protect vital groundwater recharge areas; developing and enforcing erosion control measures; and the restoration of wetlands.
7. The town should explore the establishment and utilization of a pavement management system to ensure the town's road system can continue to effectively serve current and future populations.
8. Morgan may consider partnering with county and regional economic development professionals to identify opportunities to attract desired commercial and retail businesses.

VOLUME I - APPENDIX A
PUBLIC PARTICIPATION RESOLUTION

TOWN OF MORGAN

RESOLUTION NO. 2006-01

RESOLUTION ADOPTING WRITTEN PUBLIC PARTICIPATION PROCEDURES

WHEREAS, the Town of Morgan is preparing a Comprehensive Plan under Wis. Stats. 66.1001, and;

WHEREAS, the Town of Morgan may amend the Comprehensive Plan from time to time and;

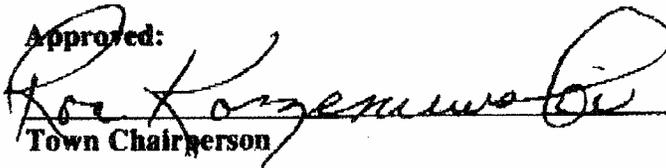
WHEREAS, Wis Stats 66.1001 (4) requires a governing body of a local unit of government adopt written procedures designed to foster public participation in the adoption of amendment of a comprehensive plan and;

WHEREAS, the Town of Morgan has prepared and publicly reviewed such written procedures entitled Procedures for Public Participation for Adoption or Amendment of the Town of Morgan Comprehensive Plan;

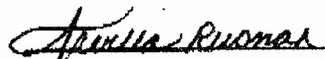
NOW THEREFORE BE IT RESOLVED, the Town Board of Supervisors of the Town of Morgan officially adopts Procedures for Public Participation for adoption or Amendment of the Town of Morgan Comprehensive Plan.

Adopted this 11th day of September, 2006

Approved:


Town Chairperson

Attest:


Town Clerk

VOLUME I - APPENDIX B
NOMINAL GROUP RESULTS

Town of Morgan

Plan Commission (seven members), town clerk, and one resident participated in a Nominal Group Exercise to identify those issues most important for the town to address in the next several years. Each of their responses is listed below. Each member was given three votes and asked to vote and prioritize the issues.

TOP ISSUES

- Land divisions limited- no subdivisions
- Protect farmland
- Monitoring groundwater usage and quality
- Develop Trails
- Right to use land as owners wish

Score	Issue
7	Land divisions limited- no subdivisions
4	Protect farmland
4	Monitoring groundwater usage and quality
2	Develop Trails
2	Right to use land as owners wish
1	Lack of input of town residents on what is going on
1	Reclaim gravel pits for other uses (ex. housing, recreation, agriculture, forest)
1	Need for further restrictions on buffers for natural features
1	Maintain Class 1 roads in good repair (ex. 41, 32, CTY C and CTY E)
1	Outdoor activities for youth such as trails, mini-golf, etc.
1	Public gathering spots such as parks and sports fields
1	Public access to Pensaukee River and Morgan Marsh
1	Increase in service businesses
0	Farm operations limited to 1,500 animal units unless manure storage is adequate
0	Focus on single family housing
0	Multi-family homes on existing sewer system
0	Exercise development rights
0	Access to high speed internet
0	Increase use of town hall
	Protect forest land
	Save historic land
	Maintain 2 acre minimum lot size
	Improving the town roads
	Gravel pits are a big asses to the town and should remain but not left abandoned
	Put garbage pick-up on our taxes
	Maintain natural resources-wetlands, forest, and rivers
	Business, small industrial, along Hwy. 32 and in sewer area
	Convenience store/service station in Morgan
	Dwelling size limit should not exceed 5,000 sq. ft.
	Cluster developments OK where feasible
	Organizations to help us preserve our agriculture land
	Limit the number of quarries in operation in one time
	Preserve woodlands (i.e. Machickanee) while maintaining area.
	Clean up after logging
	Keep agriculture strong
	Maintain open spaces
	Establish better line of communication between residents and governing body
	Maintain family atmosphere
	More opportunities for local employment
	Would like to see town get together-meet your neighbors
	Preserve small town features and country living

VOLUME I - APPENDIX C
INTERGOVERNMENTAL COOPERATION RESULTS

“Southern Cluster”

Intergovernmental Cooperation Workshop
April 16, 2008, County Courthouse

Land Use Issues and Conflicts/Positive Working Relationships

- Shared services (emergency-mutual aid)
- Extra territorial planning area between Oconto Falls and Stiles
- Trans-county and town agreements for road maintenance and snow plow
- Agreements for joint sanitary with Little Suamico and Pensaukee and Oconto (future)
- Cluster meetings – good source of information-education
- Learn more about shared emergency services (fire and rescue)-Chase
- Town of Lena – good fire mutual aid with neighbors – open to working with others
- Chase – like to have agreement with Pulaski to stop further annexation
- Mar-Oco landfill – good working relationship with Marinette County
- Good relationship between Village and Town of Lena – recycling facility
- Political climate – disagreement – how will this impact communities?
- Like to see farmland preservation – through ordinances and buffers to avoid nuisance lawsuits
- Shared fire services (Green Valley and Morgan) good relationship
- Powerline revenue from ATC (Morgan)
- Concerns about rapid growth in Chase and Abrams and its impact on Town of Morgan
- Huge opportunity between DNR and southern communities for cooperation in environmental protection
- Within Town of Little Suamico – good relationship between town departments
- Would like to see better enforcement of ordinances and conditional uses in commercial areas (Town of Little Suamico) – would benefit town residents to add more commercial - spread out tax base
- Town of Little Suamico – would like one location to locate town officials – make it easier for residents
- Benefit – place to bring hazardous wastes – more locations – more education on what to do with materials – more often have “clean sweeps” – rotate around the county
- Clean sweeps are expensive
- Cooperation between Village of Suamico and Little Suamico – start talks about border development and transportation issues related to that development – Brown Rd. Commercial opportunities
- Encourage Oconto County to do NEWS (National Emergency Management System)
- Emergency response – county has established evacuation procedures – EM Director continuing to work on plans and continue making location contacts
- Lots of lessons learned in emergency response from Riverview tornado
- County recently updated 911 system – has mutual aid with surrounding communities/counties to help with disaster response
- Need for information on evacuation centers throughout county – where are they??
- Lots of support from entire county and surrounding communities/counties during tornado

- Suggestion that towns should work on having own emergency response plans to handle emergencies
- Coordination between county and local zoning
- ATC, fire department, ambulance
- Areas around us are being developed (Abrams and Chase) and could affect us
- Major residential development near Suamico/Little Suamico border and impact on transportation
- Commercial development at Brown Road exit
- NIMs compliance to match up with Suamico/Brown County
- Appointed person for economic development meetings
- Meet with adjoining municipality regarding extraterritorial land – initial verbal agreement
- Comprehensive zoning
- Potential conflict of town ordinances with county ordinances
- Subdivision road “connectivity” at edge matching
- Transportation: county/town agreements for road maintenance and snow plowing
- Economic Development: countywide and county funded OCEDC
- Solid waste: recycling county/town cooperation/operation - MAROCO Marinette and Oconto counties
- Extension: sharing of services with Oconto and Marinette
- Potential conflicts: \$, “turf issues”, state and local laws preventing cooperation, politics (sometimes the best political decision is not the best action), time, staff
- Recycling center – shared facilities
- Volunteer fire department, public services (Towns of Lena, Stiles, Spruce, Little River)
- Surrounding agricultural land (possibility of rezoning/annexation)
- Cooperation with Town of Pensaukee & DNR to develop boat launch facility on Pensaukee River
- General cooperative relationship between DNR and Oconto County Forest on resource material and recreation development
- Cooperative agreements between DNR and City of Oconto on management of Oconto Marsh
- Working relationship between WDNR, WDOT and Oconto Airport to deal with security issues
- Increased residential development can negatively impact important environmental features
- Increased recreational demands may lead to conflicts
- This region is extremely important environmentally and future development should be planned with that in mind
- Cooperation with Village of Suamico in providing park facilities
- Mutual aid agreements on wildland fire suppression between WDNR and many town and village fire departments
- Change in political party’s resulting in funding political resolution on path forward
- Better relationship with surrounding communities
- Discussion on mutual issues
- Development of Hwy 141 corridor
- Discussion on subdivisions that could later be annexed
- Sharing fire department , rescue squad, and recycling services

- Discussing concerns on established and possible incoming development
- Preserve farmland with necessary ordinances
- Support summer recreation programs
- Save agriculture farmland
- Shared services (fire)
- Keep water ways free (keep housing off water ways)
- Oconto – Marinette landfill (MAROCO) positive
- Positive: All work together, town and sanitary and planning
- No central government building results in communication barrier. Residents seeking information on planning, information being given, information not properly communicated to town planning
- Enforcement of ordinances and/or conditions on conditional use permits
- Initiatives/incentives for commercial to locate in town but yet, promote preservation of farmland – some type of incentive
- Promote recreational use along shore: swimming, hiking, preserve shoreline, limit development
- Concerned about Abrams and Chase residential development and the pressure it will put on the Town of Morgan’s development in terms of services provided
- Plan to develop with bordering town
- These cluster meetings are good to work together with other towns
- Sharing sanitary district services; Town of Oconto and Pensaukee – lack of number of clients
- Can’t get existing ordinances from our own town board. Lack of technology
- Mutual aid for department is a plus
- Prevent further annexing from village
- Places for rid of hazardous materials
- Fire protection with Little Suamico
- Industrial Parks
- The bordering issues have been working out real well
- We have been hearing from many people about the community ideas and values
- The availability of land in the present time is real tight and hard to get
- The grants for park and rec. are really hard to get. Most of it is based on promises, but not results
- Positive working relationship between the town and the Little Suamico Sanitary District – examples: ongoing communications, coordinated development review process
- Positive working relationship between the town and the Little Suamico Fire Department – examples: shared facilities, cooperative funding
- Mutual aid between area fire departments/districts
- Agreement with County Rescue Services for EMS – long term contract
- Positive working relationships with other southern Oconto County towns – examples: ongoing communication, comprehensive planning
- Positive working relationship with Oconto County – examples: coordinated development review process, road construction and road maintenance services, etc.
- Challenge of zoning ordinance enforcement through Oconto County – county and town both have limited resources

- Lack of capacity in the court system to properly prosecute zoning and other ordinance violations
- Potential for annexation of town land by the Village of Suamico over the long term
- Need for more dynamic county zoning ordinance to meet the town’s site planning and design review needs

Potential Resolutions

- Sharing of information between communities (e.g. meeting minutes)
- Informal get-togethers to share information between towns and county
- Information discussions between incorporated communities and towns re. extraterritorial planning areas
- Tri-county emergency services and new – meetings to share
- Inter and Intra communication
- Shared planning
- Standardized ordinances – consistency with county – remove duplication and unnecessary items
- Sharing information on troubles between neighbors – local Pow-wow’s
- Locate funding sources – to continue these meetings and planning processes
- Communities place own ordinances on a website so public can access
- Get town websites out to public – make people aware that they are out there – also promote county websites – utilize newspapers to promote
- Opportunities to identify more park and ride locations – work with DOT – especially along highway 41 – also looking to improve amenities at existing sites (tie into transit, bike racks added)
- Put in bike/ped trails and other facilities when DOT does transportation projects to pre-empt development that will occur once highway in-trying to reduce number of cars on road or how far people have to drive
- More professional mapping to share community visions
- Officials should be open minded to new solutions and communicating with others
- Maintain and talk about shared goals that already exist
- Recognize value and importance of natural resources in Oconto County – resources are a “global treasure” – continue and work more on preserving
- Continue cooperation between towns and communities in training with government agencies (i.e. DNR and local fire) – lead to more successes
- Communication and cooperation
- Coordination between towns and county to find more efficient ways to implement and enforce ordinances – let county help as much as they can
- Allow comprehensive plans to guide decision making process at community and county level
- Work with county so they can help with enforcement of ordinances
- Cooperative agreement with other towns that border
- Area planning with bordering towns
- Ordinance for towns should be reviewed to see if the county already have – county can reinforce, town can not
- Sharing information on problems within the local neighboring, so we can work out the problems (local)

- Sewer conflicts with Little Suamico and Pulaski (village)
- Resolutions and ordinances need to be reviewed; brought up to date, clarified and not duplicate the county
- Joint planning with neighbor towns for police protection, court system and sewer district development
- Compare mapping with neighbor towns to avoid conflicts, i.e. home developments adjacent to farm or quarry operations
- Any transportation issues in the southern cluster? Provide 7 Park and Rides to encourage carpooling
- Reduce barrier of State Highways/bike/ped. Options in developing area
- Town of Abrams and Town of Pensaukee share monthly meeting minutes
- Town of Pensaukee website
- Sharing sanitary district with neighboring Little Suamico
- Attend surrounding meetings
- Buffer zones around farm operations
- Official mapping – good communication
- Area planning – stay aware of surrounding development
- Try to attend joint plan committee meetings
- Increase shared services (facilities – sewer/water – without annexation)
- Land acquisition for development. No room to developer offer to develop
- Communication of potential development along border between Suamico/Little Suamico. Residential and commercial potential for development plan (commercial and transportation)
- Mutual aid agreements between Little Suamico/Suamico. Encourage Little Suamico to begin or continue with NIMS compliance
- Ongoing meetings regarding ATC money. Meetings with Tim Magnin on emergency planning
- Keeping adjoining municipality aware of events concerning extraterritorial land
- Informal get-togethers with town/cities/village/county about all issues affecting local government. Learn more about what each other does. Possible solutions for problems.
- Incentives to create joint operations
- Reduce duplication of services – law enforcement, libraries (school and city both have)
- Standardization of ordinances/resolutions/services
- Get information out to residents such as website
- Expand the menu of county zoning districts to meet the needs of the town
- Create an option for site plan and design review through the county zoning ordinance
- Hire a shared clerk/administrator for the Towns of Little Suamico and Chase
- Based on the similar needs of their high-growth areas, work cooperatively with the Town of Chase to develop a consistent development review process and related regulations
- Develop a cooperative boundary agreement with the Village of Suamico and potentially include provisions for the shared delivery of sewer and water utilities
- Work cooperatively with the Village of Suamico, the Town of Abrams, Oconto County, and the WDOT to manage growth along the Highway 41 corridor

VOLUME I - APPENDIX D
DETAILED LAND USE

2007 TOWN OF MORGAN DETAILED LAND USE

CODE	LAND USE CLASSIFICATION	ACRES
100	RESIDENTIAL	
110	Single Family Residential	660.0
180	Mobile Homes	2.6
200	COMMERCIAL	
210	Retail Sales	4.6
250	Retail Services	6.9
300	INDUSTRIAL	
310	Manufacturing	5.3
360	Extractive	305.8
400	TRANSPORTATION	
410	Roadways	166.9
500	COMMUNICATION/UTILITIES	
542	Electric Power Substations	4.9
581	Trash/Garbage Landfills	16.1
600	INSTITUTIONAL/GOVERNMENTAL FACILITIES	
611	Administrative Buildings	1.4
642	Primary Schools	15.8
691	Churches/Temples/Synagogues	1.3
694	Fraternal Organizations/Clubhouses	1.5
700	OUTDOOR RECREATION	
766	Archery/Gun/Skeet Ranges	3.7
800	AGRICULTURE/SILVICULTURE	
810	Croplands/Pastures	9,884.2
870	Farm Buildings/Accessories	239.6
900	NATURAL AREAS	
912	Reservoirs and Ponds	62.9
913	Rivers and Streams	62.3
950	Other Natural Areas	580.9
951	Woodlands	9,150.8
952	Wetland	1,603.2
TOTAL ACREAGE		22,780.8

VOLUME I - APPENDIX E
GLOSSARY OF TERMS

Planning and Zoning Definitions

- Alley:** a permanently reserved public or private secondary means of access to an abutting property.
- Accessory Structure:** a detached subordinate structure located on the same lot as and incidental to the principal structure.
- Accessory Use:** a use incidental to and on the same lot as a principal use. *See also* “accessory structure” and “principal building”.
- Acre:** a unit of area used in land measurement and equal to 43,560 square feet. This is approximately equivalent to 4,840 square yards, 160 square rods, 0.405 hectares, and 4,047 square meters.
- Adaptive Reuse:** the conversion of obsolescent or historic buildings from their original or most recent use to a new use.
- Adequate Public Facilities Ordinance (APFO):** an ordinance that ties development approvals to the availability and adequacy of public facilities. Adequate public facilities are those facilities relating to roads, sewer systems, schools, and water supply and distribution systems.
- Administrative Appeal (Appeal):** a quasi- judicial* process before the local zoning board to review a contested ordinance interpretation or an order of an administrative zoning official.
- Adverse Impact:** a negative consequence to the physical, social, or economic environment.
- Aesthetic Zoning:** the regulation of building or site design to achieve a desirable appearance.
- Affordable Housing:** housing that has its mortgage, amortization, taxes, insurance, and condominium and association fees constituting no more than 30% of the gross household income per housing unit. If the unit is rental, then the rent and utilities constitute no more than 30% of the gross household income per rental unit. *See s. COMM 202.01, Wis. Admin. Code.*
- Agriculture:** the use of land for farming, dairying, pasturage, apiculture (bees), aquaculture (fish, mussels), horticulture, floriculture, viticulture (grapes), or animal and poultry husbandry; this includes the necessary accessory uses for packing, treating, or storing the produce from these activities. *See also* ss. 30.40(1) and 91.01(1), *Wis. Stats* .
- Agricultural Conservation Easement:** conservation easements that restrict specifically farmland from development or specified farming practices and give farmers income, property, and estate tax reductions.
- Agricultural Protection Zoning:** a method for protecting agricultural land use by stipulating minimum lot sizes or limitations on non- farm use.
- Air Rights:** the ownership or control of all land, property, and that area of space at and above it at a height that is reasonably necessary or legally required for the full use over the ground surface of land used for railroad or expressway purposes.
- Amendment:** a local legislative act changing a zoning ordinance to make alterations, to correct errors, or to clarify the zoning ordinance. A class 2 notice must be published and a public hearing must be held before a county board may adopt a proposed amendment. *See s. 59.69, Wis. Stats.*
- Amenities:** features that add to the attractive appearance of a development, such as underground utilities, buffer zones, or landscaping.
- Americans with Disabilities Act (ADA):** a congressional law passed in 1990, which provides a clear and comprehensive national mandate for the elimination of discrimination against individuals with disabilities as well as clear, strong, consistent, enforceable standards addressing discrimination against individuals with disabilities.
- Amortization:** a method of eliminating nonconforming uses (usually minor structures) by requiring the termination of the nonconforming use after a specified period of time, which is generally based on the rate of economic depreciation of the use or structure.
- Annexation:** the process of incorporating an area of land in a township into a municipality. *See* ch. 66, subch. II, *Wis. Stats.*
- Appellate Body:** a body authorized to review the judgments made by administrative officers. For example, a board of adjustment hears appeals of the decisions of a county zoning administrator.
- Aquatic and Terrestrial Resources Inventory (ATRI):** a public and private partnership to gather, link, and make available data used for decisions affecting Wisconsin’s landscape; a systematic and comprehensive information management system developed by the Wisconsin DNR to improve environmental and resource management decisions.
- Aquifer:** a geologic formation, usually comprised of saturated sands, gravel, and cavernous and vesicular rock, that carries water in sufficient quantity for drinking and other uses.
- Aquifer Recharge Area:** the surface area through which precipitation passes to replenish subsurface water bearing strata of permeable rock, gravel, or sand.
- Architectural Control/ Review:** regulations and procedures requiring the exterior design of structures to be suitable, harmonious, and in keeping with the historic character or general style of surrounding areas.
- Area Variance (Variance):** the relaxation of a dimensional standard in a zoning ordinance decided by a local zoning board. *See* ss.59.69, 60.61, 60.62 and 62.23, *Wis. Stats* .
- Arterial:** a major street, which is normally controlled by traffic signs and signals, carrying a large volume of through traffic.
- Bargain Sale:** the sale of land (to a conservation organization, for example) at less than market value.

- Base Flood:** a flood that has a one percent chance of being equaled or exceeded in any give year, commonly called a 100- year flood. *See also “floodplain”.*
- Benchmark:** a performance- monitoring standard that allows a local government to periodically measure the progress of a local comprehensive plan’s goals and policies; also, a fixed and recorded elevation point from which another, relative elevation can be surveyed.
- Berm:** A low earthen ridge constructed as a landscaping feature or to direct runoff or deflect noise.
- Best Management Practices (BMPs):** the conservation measures and management practices intended to lessen or avoid a development’s impact on surrounding land and water.
- Billboard:** a sign that identifies or communicates a message related to an activity conducted, a service rendered, or a commodity sold at a location other than where the sign is located.
- Block:** a unit of land or contiguous lots or parcels bounded by a roadway or other barrier.
- Board of Appeals/ Board of Adjustment (BOA):** a board of appointed individuals that hears appeals on variances and exceptions. Board of Appeals applies to cities, villages, and towns, whereas Board of Adjustment applies to counties.
- Brownfields:** lands contaminated by spills or leaks and that are perceived to be unsuitable for future development due to its hazardous nature or owner liability concerns.
- Buffer Area:** an area separating two incompatible types of development or a development and sensitive natural resources.
- Build Out:** the maximum, theoretical development of land as permitted under zoning regulations.
- Build Out Analysis:** a projection, based on the maximum, theoretical development of all lands, of the impact of a community’s cumulative growth.
- Building Coverage:** *See “lot coverage”.*
- Building Line:** the line parallel to the street line that passes through the point of the principal building nearest the front lot line.
- Building Scale:** the relationship between the volume of a building and its surroundings, including the width of street, amount of open space, and volume of surrounding buildings. Volume is determined by the three- dimensional bulk (height, width, and depth) of a structure.
- Bulk Regulations:** standards that establish the maximum size of structures on a lot and the location where a building can be, including coverage, setbacks, height, impervious surface ratio, floor area ratio, and yard requirements.
- Bundle of Rights Concept of Property:** *See “rights”.*
- Business Improvement Districts (BID):** an area within a municipality consisting of contiguous parcels subject to general real-estate taxes other than railroad rights- of-way and that may include railroad rights- of- way, rivers, or highways continuously bounded by the parcels on at least one side. *See s. 66.1109(1)(b), Wis. Stats.*
- Business Incubator:** retail or industrial space, which may offer shared or subsidized management support such as information and advice on regulations, advertising, promotion, marketing, inventory, labor relations, and finances and facility support such as clerical staff, security, electronic equipment, and building maintenance that is affordable to new, low profit- margin businesses.
- By Right:** a use that complies with all zoning regulations and other applicable ordinances and that is permitted without the consent of a review board.
- Capital Improvement:** a physical asset that is large in scale or high in cost.
- Capital Improvements Plan/ Capital Improvements Program (CIP):** a city’s or county’s proposal of all future development projects and their respective cost estimates listed according to priority.
- Capital Improvement Programming/ Capital Improvement Planning:** the scheduling of budgetary expenditures for infrastructure to guide and pace development.
- Carrying Capacity Analysis:** an assessment of a natural resource’s or system’s ability to accommodate development or use without significant degradation.
- Census:** The census of population and housing, taken by the U.S. Census Bureau in years ending in 0 (zero). Article I of the Constitution requires that a census be taken every ten years for the purpose of reapportioning the U.S. House of Representatives.
- Census Tract:** a relatively permanent county subdivision delineated to present census data.
- Central Business District (CBD):** the primary, downtown commercial center of a city.
- Certificate of Appropriateness:** a permit issued by a historic preservation review board* approving the demolition, relocation, or new construction in a historic district.
- Certificate of Compliance:** an official document declaring that a structure or use complies with permit specifications, building codes, or zoning ordinances.
- Cesspool:** a buried chamber such as a metal tank, perforated concrete vault, or covered excavation that receives wastewater or sanitary sewage to be collected or discharged to the surrounding soil.

City: an incorporated municipality. Cities are divided into the four following classes for administration and the exercise of corporate powers:

- a) Cities of 150,000 population and over- 1st class cities
- b) Cities of 39,000 and less than 150,000 population- 2nd class cities.
- c) Cities of 10,000 and less than 39,000 population- 3rd class cities.
- d) Cities of less than 10,000 population- 4th class cities.

See ch. 62, Wis. Stats.

Clear Zone: an area within a roadway right- of- way that is free of any obstructions, thus providing emergency vehicle access.

Closed (Executive) Session: a governmental meeting or portion closed to everyone but its members and members of its parent body for purposes specified in state law. Governmental meetings are subject to Wisconsin’s ‘Open Meetings Law.’ *See s.19.81- 19.98, Wis. Stats .*

Cluster Development Zoning (Clustering): concentrating the total allowable dwelling units on a tract of land into higher densities on a smaller portion of the tract, leaving the remaining land as open space. For example, in a five- acre minimum lot zoned area, 10 units would be constructed on 50 acres; however, 10 units could also be ‘clustered’ on 20 acres (allowing minimum two- acre lots), leaving the remaining 30 acres as common open space.

Collector: a street designed to carry a moderate volume of traffic from local streets to arterial* streets or from arterial streets to arterial streets.

Combination Zones: a zone that is placed over another, now underlying zone and that adds or replaces existing requirements of the underlying zone.

Commercial District: a zoning area designated for community services, general business, interchange of services, and commercial recreation.

Common Open Space: squares, greens, parks, or green belts intended for the common use of residents.

Community Development Block Grant (CDBG): a grant program administered by the U.S. Department of Housing and Urban Development (HUD), the state departments of Administration and Commerce, and the Wisconsin Housing and Economic Development Authority (WHEDA) that provides money for community rehabilitation and development. *See s.16.358 and 560.045, Wis. Stats.*

Community Development Zone: Zones meeting certain requirements and designated by the state Department of Commerce for the purpose of administering tax benefits designed to encourage private investment and to improve both the quality and quantity of employment opportunities. The Community Development Zone Program has more than \$38 million in tax benefits available to assist businesses that meet certain requirements and are located or willing to locate in one of Wisconsin’s 21 community development zones. *See s.560.70, Wis. Stats. See also “enterprise development zone”.*

Community of Place: *See “sense of place”.*

Comprehensive Plan: a county development plan or city, village, town, or regional planning commission master plan prepared under and meeting the content requirements outlined in s.66.1001, *Wis. Stats.* Comprehensive plans provide a vision and general idea of how land should be used to assure public health, safety, and welfare.

Concurrency Management System: the process used to determine that needed public services are concurrent with a development’s impacts.

Concurrency Test: an analysis of public facilities’ ability to accommodate a development; in other words, adequate capacity of facilities must precede or be concurrent with a development’s demand.

Conditional Use: a land use, construction activity, or structural development, which must be tailored to the site conditions and adjacent property uses through a public and technical review process, that is listed as a conditional use in a zoning district.

Conditional Use Permit: a permit issued by a zoning administrator, if the applicant meets certain additional requirements, allowing a use other than a principally permitted use.

Conditional Zoning: special conditions an owner must meet in order to qualify for a change in a zoning district designation.

Condominium: real estate and improvements where portions are designated for separate ownership and the remainder for common ownership. *See s.703.02, Wis. Stat .*

Congestion Mitigation and Air Quality Program (CMAQ): a program under the U.S. Department of Transportation intended to fund transportation projects and programs in non- attainment and maintenance areas that reduce transportation- related emissions.

Conservation Areas: environmentally sensitive and valuable lands protected from any activity that would significantly alter their ecological integrity, balance, or character except in cases of overriding public interest.

Conservation Development Zoning: a type of cluster development zoning that emphasizes a planned unit development for preserving open space, wetlands, natural landscaping, floodplains, or other prioritized resources as well as for preventing stormwater runoff.

- Conservation Easement:** a recorded legal agreement between a landowner and a qualified conservation agency that transfers development rights from the owner to the agency to protect natural or historic features. *See s. 700.40, Wis. Stats.*
- Conservation Reserve Program:** a federal Department of Agriculture program that pays farmers to convert ‘erodible’ cropland into vegetative cover.
- Consolidated Metropolitan Statistical Area (CMSA):** a statistical area defined by the U.S. Census; a large metropolitan statistical area with a population of one million or more that includes one or more primary metropolitan statistical areas (PMSA). *See also “metropolitan statistical area” and “primary metropolitan statistical area” in this category.*
- Contested Case:** a hearing similar to a court proceeding where parties have a right to review and object to evidence and cross-examine witnesses who testify.
- Contiguous Properties:** properties sharing a property line.
- Cooperative Agreement:** an agreement between two or more organizations to share in the financing or managing of a property, providing of services, or some other joint venture. *Also see ss. 66.0307, 150.84, and 299.80, Wis. Stats. for specific examples of authorized agreements .*
- County:** a political subdivision of the state. Counties are delineated in ch. 2, *Wis. Stats.* Wisconsin has 72 counties. *See ch. 59, Wis. Stats.*
- cul de sac :** a circular end to a local street [*French* , “bottom of the bag”]
- Dedication:** the transfer of property from private to public ownership.
- Deed Restriction:** a limitation, which is recorded with the county register of deeds and to which subsequent owners are bound, on development, maintenance, or use of a property.
- Design Guideline:** an activity standard that preserves the historic or architectural character of a site or building.
- Design Review/ Control:** an aesthetic evaluation, considering landscape design, architecture, materials, colors, lighting, and signs, of a development’s impact on a community
- Design Standards:** criteria requiring specific dimensional standards or construction techniques. *See also “performance standards”.*
- Detachment:** the transposition of land from a municipality back into a township. *See s. 66.0227, Wis. Stats.*
- Developer:** a person or company that coordinates the ownership, financing, designing, and other activities necessary for the construction of infrastructure or improvements.
- Development:** an artificial change to real estate, including construction, placement of structures, excavation, grading, and paving.
- Development Values:** the economic worth of land based upon the fair market price after residential, commercial, or industrial structures have been added.
- District:** a part, zone, or geographic area within the municipality where certain zoning or development regulations apply.
- Down Zoning:** a change in zoning classification that permits development that is less dense, intense, or restrictive. *See also “up zoning”.*
- Dwelling Unit:** the space in a building that comprises the living facilities for one family. *See also “multifamily,” “single-family attached,” and “single-family detached dwelling”.*
- Easement:** written and recorded authorization by a property owner for the use of a designated part of the property by others for a specified purpose. *See also “conservation easement”.*
- Ecological Impact:** a change in the natural environment that could disrupt wildlife habitat or vegetation, or that could cause air, water, noise, or soil pollution.
- Economic Unit:** units of land that, although they may be separated from one another physically, are considered one economically.
- Eminent Domain:** the right of a government unit to take private property for public use with appropriate compensation to the owner. *See ch. 32, Wis. Stats .*
- Enabling Act:** legislation authorizing a government agency to do something that was previously forbidden. *See also “takings”.*
- Enterprise Development Zone:** zones meeting certain statutorily defined criteria and designated by the state Department of Commerce for providing tax incentives to new or expanding businesses whose projects will affect distressed areas. An enterprise development zone is “site specific,” applying to only one business, and is eligible for a maximum of \$3.0 million in tax credits. The department can designate up to 79 zones, which can each exist for up to seven years. The department is allowed to vary zone benefits to encourage projects in areas of high distress. *See s.560.70, Wis. Stats. See also “community development zone”.*
- Environmental Corridors:** linear areas of natural resources that are critical to maintaining water quality and quantity and to providing habitat linkages that maintain biological diversity. Environmental corridors are often associated with rivers and streams.

- Environmental Impact Ordinance:** a local legislative act requiring an assessment of the potential harmful environmental effects of a pending development so that steps to prevent damage can be taken.
- Environmental Impact Report (EIR):** a report that assesses an area’s environmental characteristics and then determines the impact that a proposed development will have.
- Environmental Impact Statement (EIS):** a statement prepared under the National Environmental Policy Act (NEPA) or Wisconsin Environmental Policy Act (WEPA) predicting the impacts a proposed government action is likely to have on the environment and describing the affected environment and the alternative actions considered. *See* s.1.11, *Wis. Stats.*, P.L.91-190, 42 USC 4331, NR 150, *Wis. Admin. Code*.
- Environmental Nodes:** discrete, inherently non- linear areas of natural resources that are sometimes isolated from areas with similar resource features. Planning objectives often include linking environmental nodes.
- Environmentally Sensitive Areas:** areas such as wetlands, steep slopes, waterways, underground water recharge areas, shores, and natural plant and animal habitats that are easily disturbed by development.
- Esplanade:** waterfront area intended for public use.
- Estate Management Strategies:** strategies enacted during a landowner’s lifetime or upon her death to help preserve family lands and farms.
- Ex parte Contact:** communication, which is normally prohibited, with a decision maker in a quasi- judicial proceeding, which is not part of a public hearing or the official record in a matter.
- Exactions:** compensation, which may take the form of facilities, land, or an actual dollar amount, that a community requires from a developer as condition of the approval of a proposed development project. Exactions may be incorporated into the community’s zoning code or negotiated on a project- by- project basis; but, they must reflect the type and extent of the expected adverse impacts of the development.
- Executive Session:** *See “closed session”.*
- Extraterritorial Zoning:** a local government’s authority to zone areas outside its boundaries. Under Wisconsin law, the extraterritorial zone for 1st, 2nd, and 3rd class cities extends 3 miles beyond the corporate limits. The limit extends 1½ miles beyond the municipal boundary for 4th class cities and villages. *See* s.62.23(7a), *Wis. Stats.* .
- Exurban Area:** the area beyond a city’s suburbs.
- Fee Simple Acquisition:** the purchase of property via cash payment.
- Fee Simple Interest in Property:** absolute ownership of and with unrestricted rights of disposition to land. This describes the possession of all rights to property except those reserved to the state. *See “rights”.*
- Fiscal Impact Analysis:** the projection of the costs and benefits of additional or new facilities, rentals, or remodeling of existing facilities, including data relative to increased instructional, administrative, maintenance, and energy costs and costs for new or replacement equipment.
- Fiscal Impact Report:** a report projecting the costs and revenues that will result from a proposed development.
- Floating Zone:** an unmapped zoning district that is described in ordinance and on the zoning map only when an application for development is approved.
- Floodplains:** land that has been or may be covered by flood water during a ‘regional flood’ as is defined in NR 116, *Wis. Adm. Code*. The floodplain includes the floodway and floodfringe, and is commonly referred to as the 100- year floodplain.
- *Floodfringe:* that portion outside of the floodway covered by water during a regional flood.
This term is generally associated with standing water, but may under local floodplain zoning ordinances, be developed for specified purposes if development is protected from flooding.
 - *Floodway:* the channel of a river or stream and those portions of the floodplain adjoining the channel required to discharge a regional flood.
This term is generally associated with flowing water and is required by local floodplain zoning ordinances to remain undeveloped and free of obstructions. *See also “base flood”.*
- Forest Crop Law:** a program enacted in 1927 that exempts DNR approved privately owned forest land from general property taxes but instead requires the owner to make an acreage share payment or a state contribution. Under the program, land is taxed at a constant annual rate while its timber is taxed after harvest. Entries into the FCL closed as of 1 January 1986 with enactment of the Managed Forest Law. Today about 25,000 landowners, owning more than 2.5 million acres, are enrolled in the three existing forest tax laws: Forest Crop Law, Woodland Tax Law, and Managed Forest Law. *See* ch. 70, *Wis. Stats.* .
- Front Lot Line:** the lot line separating an interior lot from the street, or the shortest lot line of a corner lot to a street.
- Gentrification:** the resettlement of low and moderate- income urban neighborhoods by middle and high- income professionals.
- Geographic Information System (GIS):** computer technology, tools, databases, and applications that provide spatial (geographic) data management, analysis, and mapping capabilities to support policy evaluation, decision- making, and program operations.

- Geologic Review:** an analysis of geologic features on a site, including hazards such as seismic hazards, surface ruptures, liquefaction, landslides, mud slides, erosion, and sedimentation.
- Gift Credit:** a dollar or in-kind matching amount (labor, supplies, land donation, etc.) required to secure funds for a development.
- Global Positioning System (GPS):** a computerized tool for determining longitudinal and latitudinal coordinates through the use of multiple orbiting satellites.
- Green Spaces:** *See* “open spaces”.
- Group Quarters:** The group quarters population includes all people not living in households. Two general categories of people in group quarters are recognized: (1) the institutionalized population and (2) the noninstitutionalized population.
- Growth Management:** the pacing of the rate or controlling of the location of development via law enactment to manage a community’s growth.
- Growth Trend Series:** In a growth series, the starting value is multiplied by the step value to get the next value in the series. The resulting product and each subsequent product is then multiplied by the step value.
- Hamlet:** a predominantly rural, residential settlement that compactly accommodates development.
- Hamlet Lot:** a small residential lot in a contiguous group with adjacent and fronting lots oriented toward each other in some ordered geometric way and forming a boundary with the surrounding countryside.
- Hazardous Substance:** any substance or combination of substances, including solid, semisolid, liquid or gaseous wastes, which may cause or significantly contribute to an increase in mortality or an increase in serious irreversible or incapacitating reversible illness or which may pose a substantial present or potential hazard to human health or the environment because of its quantity, concentration, or physical, chemical, or infectious characteristics. This term includes irritants, strong sensitizers, explosives, and substances that are toxic, corrosive, or flammable. *See* s.292.01(5), *Wis. Stats.*
- Heavy Industry:** the basic processing and manufacturing of products from raw materials; or, a use engaged in the storage or manufacturing processes using flammable or explosive materials or those that potentially involve offensive conditions. *See also* “light industry”.
- Highly Erodible Soils:** soils highly susceptible to erosion as determined by an equation that considers soil type, slope, and amount of rainfall but does not consider current land management or vegetative cover. These soils are often identified in county soil survey books.
- Historic Area:** an area designated by an authority, having buildings or places that are important because of their historical architecture or relationship to a related park or square or because those areas were developed according to a fixed plan based on cultural, historical, or architectural purposes.
- Historic Preservation:** the research, protection, restoration, and rehabilitation of historic properties.
- Historic Property:** a building, structure, object, district, area, or site, whether on or beneath the surface of land or water, that is significant in the history, prehistory, architecture, archaeology, or culture of Wisconsin, its rural and urban communities, or the nation. *See* s.44.31(3), *Wis. Stats.* *See* s.13.48(1m)(a), *Wis. Stats.*
- Homeowner’s Association:** a nonprofit organization made up of property owners or residents who are then responsible for costs and upkeep of semiprivate community facilities.
- Home Rule:** constitutional provisions in some states that give local units of government substantial autonomy. Wisconsin is a “strong” home rule state.
- Incorporation:** orderly and uniform development of territory from town to incorporated status. *See* ch. 66, subch. II, *Wis. Stats.*
- Impact Fees:** cash contributions, contributions of land or interests in land, or any other items of value that are imposed on a developer by a political subdivision to offset the community’s costs resulting from a development. *See* s. 66.0617, *Wis. Stats.*
- Impervious Surface:** a ground cover such as cement, asphalt, or packed clay or rock through which water cannot penetrate; this leads to increases in the amount and velocity of runoff and corresponds to increases in soil erosion and nutrient transport.
- Improvements:** the actions taken to prepare land, including clearing, building infrastructure such as roads and waterlines, constructing homes or buildings, and adding amenities.
- Incentive Zoning:** the granting of additional development possibilities to a developer because of the developer’s provision of a public benefit.
- Industrial District:** a district designated as manufacturing, research and development, or industrial park.
- Infill:** the development of the last remaining lots in an existing developed area, the new development within an area already served by existing infrastructure and services, or the reuse of already developed, but vacant properties. *See also* “redevelopment”.
- Infrastructure:** public utilities, facilities, and delivery systems such as sewers, streets, curbing, sidewalks, and other public services.
- Installment Sale:** a real estate transaction in which the landowner and the recipient negotiate terms for the property to be transferred over an extended period of time rather than all at once.

- Institutionalized Population:** The institutionalized population includes people under formally authorized, supervised care or custody in institutions at the time of enumeration; such as correctional institutions, nursing homes, and juvenile institutions.
- Intermodal Surface Transportation Efficiency Act, 1991 (ISTEA):** a federal transportation act that authorized the first 23 “high priority corridors” of the total 42 authorized by the ISTEA, the National Highway System Designation Act (1995), and the Transportation Equity Act for the 21st Century.
- Intelligent Transportation System (ITS):** a system of technologies, including traveler information systems to inform motorists of weather and road conditions, incident management systems to help emergency crews respond more efficiently to road incidents, and commercial vehicle operations to increase freight transportation efficiency, intended to relieve state highway congestion.
- Interim Zone of Influence:** a procedure for the exchange of information or resolution of conflicts on certain proposed land- uses between a city or town and the county.
- Interim Zone/ Development Controls:** *See “moratorium”.*
- Judicial Appeal:** the review of a local zoning decision by the state judicial system.
- Land:** soil, the ground surface itself, a subdivision, a tract or parcel, a lot, an open space, or the physical elements below ground.
- Land Banking:** the obtaining, holding, and subsequent release of lands by a local government for controlled development or conservation.
- Land Exchange:** a transaction where a public agency or nonprofit organization exchanges a land parcel for another land parcel with high conservation value.
- Land use Intensity System (LUI):** a comprehensive system created in the mid- 1960s by the U.S. Federal Housing Administration for determining or controlling the intensity of land development.
- Land use Inventory:** a study, cataloging the types, extent, distribution, and intensity of current and future uses of land in a given area.
- Land use Plan:** the element of a comprehensive plan that designates and justifies the future use or reuse of land. *See s.66.1001, Wis. Stats.*
- Landfill:** a disposal facility for solid wastes. *See ch.289, Wis. Stats.*
- Land Trust:** a private, nonprofit organization that protects natural and cultural resources through conservation easements, land acquisition, and education.
- Large- Lot Zoning:** a requirement that each new house be constructed on a minimum number of acres (generally, five or more acres). Developments that feature large- lot zoning may include the dispersal of some impacts, less efficient infrastructure, and greater areas of land use.
- Leapfrog Development:** new development separated from existing development by substantial vacant land.
- Leaseback:** *See “purchase/ leaseback”.*
- Level of Service (LOS):** a measurement of the quantity and quality of public facilities.
- Light Industry:** the manufacture and distribution of finished products, including processing, fabrication, assembly, treatment, packaging, incidental storage, and sales. *See also “heavy industry”.*
- Limited Development:** the development of one portion of a property to finance the protection of another portion.
- Linear Trend Series:** In a linear series, the step value, or the difference between the first and next value in the series, is added to the starting value and then added to each subsequent value.
- Lot:** a parcel of land that is occupied or intended for occupancy, including one main building and any accessory buildings, open spaces, or parking spaces. *See also “through lot”.*
- Lot Area:** the area of a horizontal plane bounded by the vertical planes through front, side, and rear lot lines.
- Lot Averaging:** the design of individual adjoining lots within a residential subdivision where the average lot is the minimum prescribed area for the zoning district.
- Lot- by- Lot Development:** a conventional development approach where each lot is treated as a separate development unit conforming to all land- use, density, and bulk requirements.
- Lot Coverage:** the total when an area of a lot covered by the total projected surface of all buildings, impervious surfaces, or vegetative coverage is divided by the gross area of that lot.
- Lot Depth:** the average horizontal distance between the front and rear lot lines.
- Lot Line:** the property lines at the perimeter of a lot.
- Lot Width:** the distance between side lot lines. This is generally measured at the front setback, but the specific protocol varies between jurisdictions.
- LULU:** a locally unwanted land use. *See also “NIMBY,” “NIABY,” and “NIMTOO”.*

- Main Street Program:** a comprehensive revitalization program established in 1987 to promote and support the historic and economic redevelopment of traditional business districts in Wisconsin. The Main Street Program is administered by the state Department of Commerce.
- Managed Forest Law:** a law enacted in 1985, replacing the Forest Crop Law and Woodland Tax Law, that exempts DNR approved privately owned forest land from general property taxes but instead requires the owner to pay an annual acreage payment, a state contribution, a yield tax, or a withdrawal penalty. Landowners have the option to choose a 25 or 50 year contract period. Enrollment is open to all private landowners owning ten or more acres of woodlands. Today about 25,000 landowners, owning more than 2.5 million acres, are enrolled in the three existing forest tax laws: Forest Crop Law (FCL), Woodland Tax Law (WTL), and Managed Forest Law (MFL). *See ch. 70, Wis. Stats.*
- Manufactured Housing:** a structure, containing within it plumbing, heating, air- conditioning, and electrical systems, that is transportable in one or more sections of certain sizes and is built on a permanent chassis, and when connected to the required utilities, is designed to be used as a dwelling with or without a permanent foundation. Such housing must comply with the standards established under the National Manufactured Housing Construction and Safety Standards Act. *See 42 USC 5401 to 5425 and ch.409, Wis. Stats.*
- Map:** a drawing or other representation that portrays the spatial distribution of the geographic, topographic, or other physical features of an area.
- Median age:** The midpoint age that separates the younger half of a population from the older half.
- Metropolitan Statistical Area (MSA):** a statistical area defined by the U.S. Census; a freestanding metropolitan area (i.e. an area with a minimum population of 50,000 and adjacent communities with a high degree of economic and social integration) or a Census Bureau defined urbanized area with a population of 100,000 or greater (75,000 in New England), not closely associated with other metropolitan areas. Nonmetropolitan counties surround these areas typically. *See also “consolidated metropolitan statistical area” and “primary metropolitan statistical area”.*
- Mini- Lot Development:** a development containing lots that do not meet the minimum size or other requirements.
- Mitigation:** the process of compensating for the damages or adverse impacts of a development.
- Mitigation Plan:** imposed development conditions intended to compensate for the adverse impacts of the development.
- Mixed- Use Development:** a development that allows multiple compatible uses to be in close proximity to one another in order to minimize transportation infrastructure impacts and to create a compact, efficient neighborhood; for example, single family, multifamily, commercial, and industrial uses are located within a reasonable proximity to each other.
- Modernization:** the upgrading of existing facilities to increase the input or output, update technology, or lower the unit cost of the operation.
- Moratorium:** a temporary development freeze or restriction pending the adoption or revision of related public policies or provisions of public infrastructures or services.
- Multifamily Dwelling:** a building or portion occupied by three or more families living independently of each other.
- Multimodal Transportation:** an integrated network of various transportation modes, including pedestrian, bicycle, automobile, mass transit, railroads, harbors, and airports.
- Municipality:** a city, village, town, or other unit of local government. The application of this term varies and it often has specific legal meanings.
- National Environmental Policy Act (NEPA):** a congressional act passed in 1969, establishing a national environmental policy. NEPA requires federal agencies to consider the environmental effects of decisions early in their decision- making processes and to inform the public of likely impacts. Environmental impact statements (EISs) are prepared consistent with this law. The act also established the Council on Environmental Quality. *See P.L. 91- 190, 42 U.S.C. 4321- 4347. See also “environmental impact statement” and “Wisconsin Environmental Policy Act (WEPA)”.*
- National Register of Historic Places in Wisconsin:** places in Wisconsin that are listed on the national register of historic places maintained by the U.S. Department of the Interior, National Park Service.
- Neighborhood Plan:** a plan that provides specific design or property- use regulations in a particular neighborhood or district.
- Neighborhood Unit:** the model for American suburban development after World War II based around the elementary school with other community facilities located at its center and arterial streets at its perimeter.
- Neotraditional Development:** a land- use approach that promotes neighborhoods with a variety of housing and architectural types, a central gathering point, and interconnecting streets, alleys, and boulevards edged with greenbelts.* *See also “New Urbanism” and “smart growth”.*
- Net Acre:** an acre of land excluding street rights- of- way* and other publicly dedicated improvements such as parks, open space, and stormwater detention and retention facilities.
- New Urbanism:** an approach to development that includes the reintegration of components such as housing, employment, retail, and public facilities into compact, pedestrian- friendly neighborhoods linked by mass transit. *See also “Neotraditional development” and “smart growth”.*
- NIABY:** Not in anyone’s backyard. *See also “LULU,” “NIMBY,” and “NIMTOO”.*

- NIMBY:** Not in my backyard. *See also* “LULU,” “NIABY,” and “NIMTOO”.
- NIMTOO:** Not in my term of office. *See also* “LULU,” “NIMBY,” and “NIABY”.
- Nonconforming Activity:** an activity that is not permitted under the zoning regulations or does not conform to off- street parking, loading requirements, or performance standards.
- Nonconforming Building:** any building that does not meet the limitations on building size or location on a lot for its use and district.
- Nonconforming by Dimension:** a building, structure, or parcel of land that is not compliant with the dimensional regulations of the zoning code.
- Nonconforming Lot:** a use or activity which lawfully existed prior to the adoption, revision, or amendment of an ordinance but that fails to conform to the current ordinance.
- Nonconforming Use:** a use (or structure) that lawfully existed prior to the adoption or amendment of an ordinance but that fails to conform to the standards of the current zoning ordinance.
- Noncontributing Building:** a building or structure that does not add to the historic architecture or association or cultural values of the area.
- Noninstitutionalized Population:** The noninstitutionalized population includes all people who live in group quarters other than institutions, such as college dormitories, military quarters, and group homes. Also, included are staff residing at institutional group quarters.
- North American Industry Classification System (NAICS):** a classification system developed by the United States, Canada, and Mexico to provide comparable industrial production statistics collected and published in the three countries. The NAICS replaces the Standard Industrial Classification (SIC) system and provides for increased comparability with the International Standard Industrial Classification (ISIC) system developed and maintained by the United Nations. *See also* “*Standard Industrial Classification (SIC)*”.
- Office Park:** a large tract that has been planned and developed as an integrated facility for a number of separate office buildings and that considers circulation, parking, utilities, and compatibility.
- One-Unit, Attached:** This is a 1-unit structure that has one or more walls extending from ground to roof separating it from adjoining structures. In row houses (sometimes called townhouses), double houses, or houses attached to nonresidential structures, each house is a separate, attached structure if the dividing or common wall goes from ground to roof.
- One-Unit, Detached:** This is a 1-unit structure detached from any other house; that is, with open space on all four sides. Such structures are considered detached even if they have an adjoining shed or garage. A one-family house that contains a business is considered detached as long as the building has open space on all four sides. Mobile homes or trailers to which one or more permanent rooms have been added or built also are included.
- Open Session:** a meeting that is in accordance with Wisconsin’s ‘Open Meetings Law.’ *See* s.19.85- 19.98, *Wis. Stats* .
- Open (Green) Spaces:** a substantially undeveloped area, usually including environmental features such as water areas or recreational facilities. *See also* “*common open spaces*”.
- Ordinance:** a local law; a legislative enactment of a local governing body.
- Orthophoto Quad:** an aerial photograph that has been adjusted, via the correcting of distortions and inaccuracies due to plane tilt, elevation differences, or the curvature of the earth’s surface, to reflect as accurately as possible the actual topography of the earth’s surface.
- Outright Donation:** the donation of land to a unit of government or a qualified charitable land conservation management organization.
- Outright purchase:** the acquisition of land for the benefit of the public.
- Overlay Zone:** an additional land use or zoning requirement that modifies the basic requirements of the underlying designation.
- Parcel:** *See* “*lot*”.
- Pedestrian Friendly:** a development that is primarily accessible to pedestrians rather than automobiles and with an emphasis on street sidewalks rather than parking.
- Performance Standards:** general criteria established to limit the impact of land uses or development. *See also* “*design standards*”.
- Pervious Surface:** a ground cover through which water can penetrate at a rate comparable to that of water through undisturbed soils.
- Planned Unit Development:** land under unified control to be developed in a single development or a programmed series of phases. A planned development includes the provisions, operations, maintenance, facilities, and improvements that will be for the common use of the development districts, but which will not be maintained at general public expense.
- Plan Commission:** an appointed local government commission authorized to make and adopt a master plan, consistent with s.66.1001, *Wis. Stats.*, for the physical development of the city. *See* s.62.23, *Wis. Stats.*

- Plat:** a map of a lot, parcel, subdivision, or development area where the lines of each land division are shown by accurate distances and bearings.
- Point System:** numerical values assigned to a development’s impacts on a community’s resources.
- Political Subdivision:** a city, village, town, county, sanitary district, school district, inland lake protection and rehabilitation district, or other special purpose unit of government.
- Pre- acquisition:** a technique where one organization (usually a private land trust) purchases a property and holds it until another organization (usually a government agency) can allocate the funds to purchase it.
- Preservation:** leaving a resource undisturbed and free from harm or damage. While ‘preservation’ is often used interchangeably with ‘conservation,’ the latter entails a connotation of prudent resource use.
- Primary Metropolitan Statistical Area (PMSA):** a statistical area defined by the U.S. Census; an area within a consolidated metropolitan statistical area consisting of a large urbanized county or cluster of counties that demonstrates very strong internal economic and social links, in addition to close ties to other portions of the larger area. *See also “metropolitan statistical area” and “consolidated metropolitan statistical area”.*
- Prime Agricultural Land:** land determined by local governments to be important for sustaining agricultural operations and that are often protected from conversion to other uses. *See ch.91, Wis. Stats.*
- Prime Farmland:** farmland classified by the Natural Resources Conservation Service as best for the crop production of row, forage, or fiber because of level topography, drainage, moisture supply, soil texture and depth, and susceptibility to erosion and runoff. Ideally, prime farmland allows least cost to both the farmer and the natural resources. *See ch.91, Wis. Stats.*
- Principal Building:** the building, including all parts connected, where the primary use of the lot is conducted.
- Private Road:** a way open to traffic, excluding driveways, established as a separate tract for the benefit of adjacent properties.
- Privately Owned Waste- Treatment Systems (POWTS):** sewage treatment and disposal systems, which are also called on- site sanitary systems, that are not connected to sewer lines or wastewater treatment plants.
- Public Dedication:** reserving land in a subdivision for public use such as a school or park.
- Public Road:** public property dedicated and reserved for street traffic.
- Purchase of Development Rights (PDR):** a public or private government initiative that acquires the development rights of property to limit development and protect natural features or open space. *See also “rights” and “transfer of development rights”.*
- Purchase/ Leaseback:** an arrangement where a community purchases a natural area and then either leases it back with special lease restrictions or sells it back with deed restrictions designed to protect the natural features of the property.
- Quarter, Quarter Zoning:** a development standard that limits non-farm development to one house per 40 acres (¼ of ¼ of the original 640- acre section).
- Quasi- Judicial Decisions:** “resembling a court;” quasi- judicial decision making must follow rules of due process and is midway between legislative and administrative functions. Examples of quasi- judicial decisions include variances, appeals, and conditional- use permits.
- Quasi- Public Use/ Facility:** a use conducted or a facility owned or operated by a nonprofit or religious institution that provides public services.
- Rear- lot Line:** a lot line, opposite the front lot line, that generally does not abut a public roadway.
- Redevelopment:** any proposed replacement of existing development. *See also “infill”.*
- Redevelopment Authority:** an authority, known as the “redevelopment authority of the city of [city name],” created in every city with a blighted area. This authority, together with all the necessary or incidental powers, is created to carry out blight elimination, slum clearance, and urban renewal programs and projects as set forth in Wisconsin Statutes. *See s.66.1333 (3)(a) 1, Wis. Stats .*
- Reforestation:** the planting or replanting of forest plants.
- Regional Plan:** a plan that covers multiple jurisdictions, often within the administrative area of a regional planning commission, and that can be prepared jointly by cooperating municipalities, regional planning commissions, state agencies, or other entities.
- Requests for Proposals (RFP):** a document describing a project or services and soliciting bids for a consultant’s or contractor’s performance.
- Requests for Qualifications (RFQ):** a document describing the general projects, services, and related qualifications of bidding consultants or contractors.
- Reservation of Site:** *See “public dedication”.*
- Reserved Life Estate:** an arrangement where a landowner sells or donates property to another party (for example, a conservation organization) while retaining the right to lifetime use.
- Revolving Fund:** a conservation fund, replenished through donations or selling of the land to another conservation organization or a government agency, used to purchase land or easements.

Rezoning: an amendment to a zoning map or zoning ordinance that changes the zoning- district designation and use or development standards.

Right of First Refusal: an agreement between a landowner and another party (for example, a land trust) that gives the other party a chance to match any third- party offer to purchase lands.

Right of Way (ROW): a strip of land occupied by or intended to be occupied by a street, crosswalk, walkway, utility line, or other access.

Rights (The Bundle of Rights Concept of Property): government and private owners each hold portions of the bundle of rights in real property.

Owner property rights include:

- *Right to Use:* the right to improve, harvest, cultivate, cross over, or not to use.
- *Right to Lease:* the right to lease for cash or the right to hold a cash, including a share lease or third or fourth lease, a crop share lease, a one year lease, or a perpetual lease.
- *Right of Disposition:* the right to sell, to bequeath, to mortgage, or to establish trusts on all or part of a property.

Government property rights include:

- *Eminent domain:* the right to purchase land for public use
- *Escheat:* the right for the succession in title where there is no known heir
- *Regulation*
- *Taxation*

Riparian Areas: the shore area adjacent to a body of water.

Roadway Setback: the required or existing minimum distance between a public roadway (measured from the centerline or edge of right- of- way) and the nearest point on a structure.

Scenic Corridor: a linear landscape feature that is visually attractive (for example, stream corridors or blufflines).

Scenic Easement: an easement* intended to limit development in order to preserve a view or scenic* area.

Seasonal Dwelling: a dwelling not used for permanent residence or not occupied for more than a certain number of days per year. The standard varies between jurisdictions.

Secondary Dwelling Unit: an additional dwelling unit in a freestanding building or above a residential garage and located within or on the same lot as the principal dwelling unit.

Sense of Place: the constructed and natural landmarks and social and economic surroundings that cause someone to identify with a particular place or community.

Set Back: the minimum distance a building, structure, or activity can be separated from a designated feature such as a waterway or bluffline.

Shoreland: a state mandated water resource protection district that Wisconsin counties must adopt.

Shorelands include lands adjacent to navigable waters within 1,000 feet of the ordinary high- water mark of a lake, pond, or flowage and within 300 feet of the ordinary high- water mark or floodplain of a river or stream.

Shoreland- Wetland: shorelands that are designated as wetlands on Wisconsin Wetlands Inventory maps. See *Wis. Stats.*

Shoreline Stabilization: the placement of structural revetments or landscaping practices to prevent or control shoreline erosion.

Side Lot Line: a lot line that is neither a front lot line nor a rear lot line.

Single- family Attached Dwelling: one of two or more residential buildings having a common wall separating dwelling units.

Single- family Detached Dwelling: a residential building containing not more than one dwelling unit surrounded by open space.

Sign: any device that is sufficiently visible to persons not located on the lot that communicates information to them.

Site Plan: a scaled plan, which accurately and completely shows the site boundaries, dimensions and locations of all buildings and structures, uses, and principal site development features, proposed for a specific lot.

Sliding Scale Zoning: a ratio of dwelling units to land acreage that concentrates development on smaller lots by increasing the minimum lot size for houses built on larger parcels.

Smart Growth: an approach to land- use planning and growth management that recognizes connections between development and quality of life. The features that distinguish smart growth approaches vary. In general, smart growth invests time, attention, and resources in restoring community and vitality to center cities and older suburbs. In developing areas, the approach is more town- centered, is transit and pedestrian oriented, and has a greater mix of housing, commercial, and retail uses. Smart- growth approaches preserve open space and other environmental amenities. The term is also used to refer to Wisconsin’s comprehensive planning law. See s.66.1001, *Wis. Stats.* See also “*New Urbanism*” and “*Neotraditional development*”.

Special Designation: the protection of scenic river corridors and other valuable resources through state or federal means such as recognition, acquisition, or technical assistance.

Special District/ Special Purpose Unit of Government: a government entity that is responsible for performing specific tasks and oversight essential to a community’s or region’s well being. Special districts include sanitary districts, metropolitan sewerage districts, drainage districts, inland lake protection and rehabilitation districts, business improvement districts, tax incremental financing districts, architectural conservancy districts, and port authorities.

Special Exception: See “conditional use”.

Spot Zoning: a change in the zoning code or area maps that is applicable to no more than a few parcels and generally regarded as undesirable or illegal because it violates equal treatment and sound planning principles.

Stand: a number of plants growing in a continuous area. Examples include ‘a stand of hardwood’ or ‘a stand of timber.’

Standard Industrial Classification/ Standard Industrial Code (SIC): an industry classification system to facilitate the collection, tabulation, presentation, and analysis of data relating to establishments and to ensure that data about the U.S. economy published by U.S. statistical agencies are uniform and comparable. See also “North American Industry Classification System (NAICS)”.

Statewide Comprehensive Outdoor Recreation Plan (SCORP): a plan that aims to offer a research base and overall guidance for all providers of Wisconsin’s outdoor recreation, including federal, state, county, city, village, and town governments, resorts and other businesses, and a variety of other public and private organizations. Ideally, SCORP is used in conjunction with other planning documents such as property master plans, community park and open space plans, the State Trails Strategic Plan, six- year development plans, and county and regional planning commission plans.

Stewardship Program: a state bonding program established by the Wisconsin Legislature in 1989 and re- authorized in 1999 that provides funds to protect environmentally sensitive areas and to maintain and to increase recreational opportunities across the state.

Stormwater Detention/ Stormwater Retention: the storage of stormwater runoff.

Stormwater Management: the reduction of the quantity of runoff, which affects flooding, or of pollutants generated at a development site and carried in stormwater.

Story: a space in a building between the surface of any floor and the surface of the next above floor or roof.

Subdivision: the description (usually by survey) and recording of separate land parcels or lots.

Summary Abatement: a legal action taken to suppress the continuation of an offensive land use. See also “tax abatement”.

Sustainability: long- term management of ecosystems intended to meet the needs of present human populations without compromising resource availability for future generations.

Sustainable Development: development that meets the needs of the present generation without compromising the needs of future generations.

Takings: government actions that violate the Fifth Amendment to the U.S. Constitution, which reads in part, “nor shall private property be taken for public use, without just compensation.” Such actions include regulations that have the effect of “taking” property. The Supreme Court has established four clear rules that identify situations that amount to a taking and one clear rule that defines situations that do not.

The court has found “takings” in the following circumstances:

- where a landowner has been denied “all economically viable use” of the land;
- where a regulation forced a landowner to allow someone else to enter onto the property;
- where the regulation imposes burdens or costs on a landowner that do not bear a “reasonable relationship” to the impacts of the project on the community; and
- where government can equally accomplish a valid public purpose through regulation or through a requirement of dedicating property, government should use the less intrusive regulation, for example, prohibiting development in a floodplain property.

The Supreme Court has also said that where a regulation is intended merely to prevent a nuisance, it should *not* be considered a taking.

Tax Abatement: a release of a certain tax liability for a specific period of time and under certain circumstances. See also “summary abatement”.

Tax Increment: additional tax revenue resulting from a property- value increase; the amount obtained by multiplying the total of all property taxes levied on all taxable property within a tax- incremental district in a year by a fraction having as a numerator the value increment for that year in the district and as a denominator that year’s equalized value of all taxable property in the district. In any year, a tax increment is “positive” if the value increment is positive and “negative” if the value increment is negative. See s.66.1105, Wis. Stats.

Tax Increment Financing (TIF): a local governmental financing of private- sector redevelopment, anticipating the additional revenues of the tax increment.* See s.66.1105, Wis. Stats.

Town: the political unit of government; a body corporate and politic, with those powers granted by law. See ch. 60, Wis. Stats.

Township: all land areas in a county not incorporated into municipalities (cities and villages).

- Tract:** an indefinite stretch or bounded piece of land; in subdivisions, a tract is often divided into individual lots.
- Traditional Neighborhood:** a compact, mixed- use neighborhood where residential, commercial, and civic buildings are within a close proximity. *See also* “*Neotraditional development*” and “*New Urbanism*”.
- Traffic Calming:** the process of increasing pedestrian safety via decreasing automobile speed and volume.
- Traffic Impact Analysis:** an analysis of the impacts of traffic generated by a development.
- Traffic Impact Mitigation Measure:** an improvement by a developer intended to reduce the traffic impact created by a development.
- Transfer of Development Rights:** a technique, involving the designation of development (receiving) zones and protected (sending) zones, for guiding growth away from sensitive resources and toward controlled development centers by transferring development rights from one area to another via local law authorization such as a deed or easement. *See also* “*rights*” and “*purchase of development rights*”.
- Transit- Oriented Development (TOD):** moderate or high- density housing concentrated in mixed- use developments* that encourages the use of public transportation.
- Transitional Use:** a permitted use or structure that inherently acts as a transition or buffer between two or more incompatible uses.
- TRANSLINKS 21:** a statewide transportation system plan prepared by the Wisconsin Department of Transportation in response to federal and state laws.
- Transportation Demand Management (TDM):** a strategy that alleviates roadway stress by reducing vehicle density via the increasing of passengers per vehicle.
- Transportation enhancements (ISTEA & TEA- 21):** funds contributed by the federal highway transportation program to enhance cultural, aesthetic, and environmental aspects of local transportation and transit systems.
- Underlying Zoning District:** a term referring to a zoning district when it is affected by an overly district.
- Undevelopable:** an area that cannot be developed due to topographic or geologic soil conditions.
- Unified Development Code:** the combining of development regulations into a single zoning code.
- Universal Transverse Mercator Grid (UTM):** a civilian grid system, which uses only numbers and can be handled by digital mapping software and Geographic Information Systems.
- Unnecessary Hardship:** a unique and extreme inability to conform to zoning ordinance provisions due to physical factors; and, one of three tests a property must meet in order to qualify for a zoning variance.
- Up Zoning:** changing the zoning designation of an area to allow higher densities or less restrictive use. *See also* “*down zoning*”.
- Urban Area:** the area within a municipal boundary that is serviced by infrastructure; an intensively developed area with a relatively large or dense population.
- Urban Forest:** all trees and associated vegetation in and around a city, village, or concentrated development.
- Urban Growth Area:** an area designated for urban development and usually designed to protect open space or resources beyond its boundaries.
- Urban Growth Boundary:** the perimeter of an urban growth area.
- Urban Sprawl:** low- density, automobile- dependent, and land- consumptive outward growth of a city; the spread of urban congestion and development into suburban and rural areas adjoining urban areas.
- Utility Facilities:** any above ground structures or facilities used for production, generation, transmission, delivery, collection, or storage of water, sewage, electricity, gas, oil, or electronic signals.
- Variance:** a relaxation of dimensional standards by a local zoning board in compliance with statutory criteria. *See s.59.99(7), Wis. Stats.*
- Vehicle Miles Traveled (VMT):** a measure of automobile and roadway use.
- Village:** an incorporated area with a population under 5,000. *See ch. 61, Wis. Stats.*
- Watershed:** the area where precipitation drains to a single body of water such as a river, wetland, or lake.
- Wellhead Protection:** a plan to determine the water collecting area for a public well, identify the pollution sources within that area, and detect, prevent, and remedy potential contamination to the collecting area.
- Wetlands Inventory Map:** a map of wetlands classified according to their vegetation, hydrology, and types of human influence, developed by the Wisconsin Department of Natural Resources, used to identify wetlands for protection.
- Wetlands Reserve Program:** a federal program with state partnering to restore the functions and values of wetlands and to preserve riparian areas through conservation easements and wetland reconstruction.
- Wildlife Habitat Incentives Program:** a program that awards landowners federal cost- sharing funds after the installation of improvements to wildlife or fishery habitat.

Wisconsin Administrative Code (Wis. Admin. Code): a component of state law that is a compilation of the rules made by state agencies having rule-making authority. These rules provide the detailed provisions necessary to implement the general policies of specific state statutes

Wisconsin Environmental Policy Act (WEPA): a state law establishing a state environmental policy. WEPA requires state agencies to consider the environmental effects of decisions early in their decision-making processes and to inform the public of likely impacts and alternatives that were considered. Environmental impact statements (EISs) are prepared consistent with this law. *See also “environmental impact statement” and “National Environmental Policy Act (NEPA)”*. *See* NR 150, Wis. Admin. Code, and s.1.11, *Wis. Stats.*

Wisconsin Initiative for Statewide Cooperation on Landscape Analysis and Data (WISCLAND): a partnership between government agencies, private companies, and nonprofit groups to collect, analyze, and distribute landscape information.

Wisconsin Register of Historic Places: a listing of districts, sites, buildings, structures, and objects that are significant in national, state, or local history, architecture, archaeology, engineering and culture. The Wisconsin register of Historic Places is maintained by the Wisconsin State Historical Society. *See* s. 44.36, *Wis. Stats.*

Woodland Tax Law: a law enacted in 1954 that extended land eligibility of the Forest Crop Law to owners of small forest parcels. Entries into the WTL closed as of 1 January 1986 with enactment of the Managed Forest Law. Today about 25,000 landowners, owning more than 2.5 million acres, are enrolled in the three existing forest tax laws: Forest Crop Law, Woodland Tax Law, and Managed Forest Law. *See* ch. 70, *Wis. Stats.*

Zero Lot Line: the location of a building in such a manner that one or more of its sides rests directly on its lot line.

Zone: an area designated by an ordinance where specified uses are permitted and development standards are required.

Zoning Inspector: an appointed position to administer and enforce zoning regulations and related ordinances.

Zoning Permit: a permit issued by the land-use or zoning administrator authorizing the recipient to use property in accordance with zoning-code requirements.

Source: *Land-Use Lingo: A Glossary of Land-Use Terms*, WDNR, 2001.

Note: All references are to 1999-2000 Wisconsin Statutes.

Bay-Lake Regional Planning Commission

Commission Members

Brown County

William Clancy
Toni M. Loch
Chris Swan

Door County

Paul DeWitt
Mariah K. Goode
Nomination Pending

Florence County

Edwin Kelley
Bruce Osterberg
Yvonne Van Pembrook

Kewaunee County

Mary Hanrahan
Brian Paplham
Charles R. Wagner

Manitowoc County

Donald C. Markwardt
Valerie Mellon
NyaLong Yang

Marinette County

Alice Baumgarten
Cheryl R. Maxwell, Vice Chairperson
Mary G. Meyer

Oconto County

Donald A. Glynn
Thomas D. Kussow
Lois L. Trever, Sect./Tres.

Sheboygan County

James E. Gilligan, Chairperson
Mike Hotz
Ron McDonald

Wisconsin Department of Commerce

Sec., Richard Leinenkugel

Staff

Mark A. Walter
Executive Director

Jeffrey C. Agee-Aguayo, AICP
Transportation Planner III

Tony D. Bellovary
GIS Coordinator

Richard L. Heath
Assistant Director/Principal Planner

Richard J. Malone
Office Accounts Coordinator

Angela M. Pierce
Natural Resources Planner II

Brenda L. Rehberg
Administrative Assistant

Brandon G. Robinson
Community Assistance Planner III

Luann Rudolph
Community Planner

Joshua W. Schedler
GIS Specialist

James J. Van Laanen
Transportation Planner III

Ker Vang
Community Planner

