

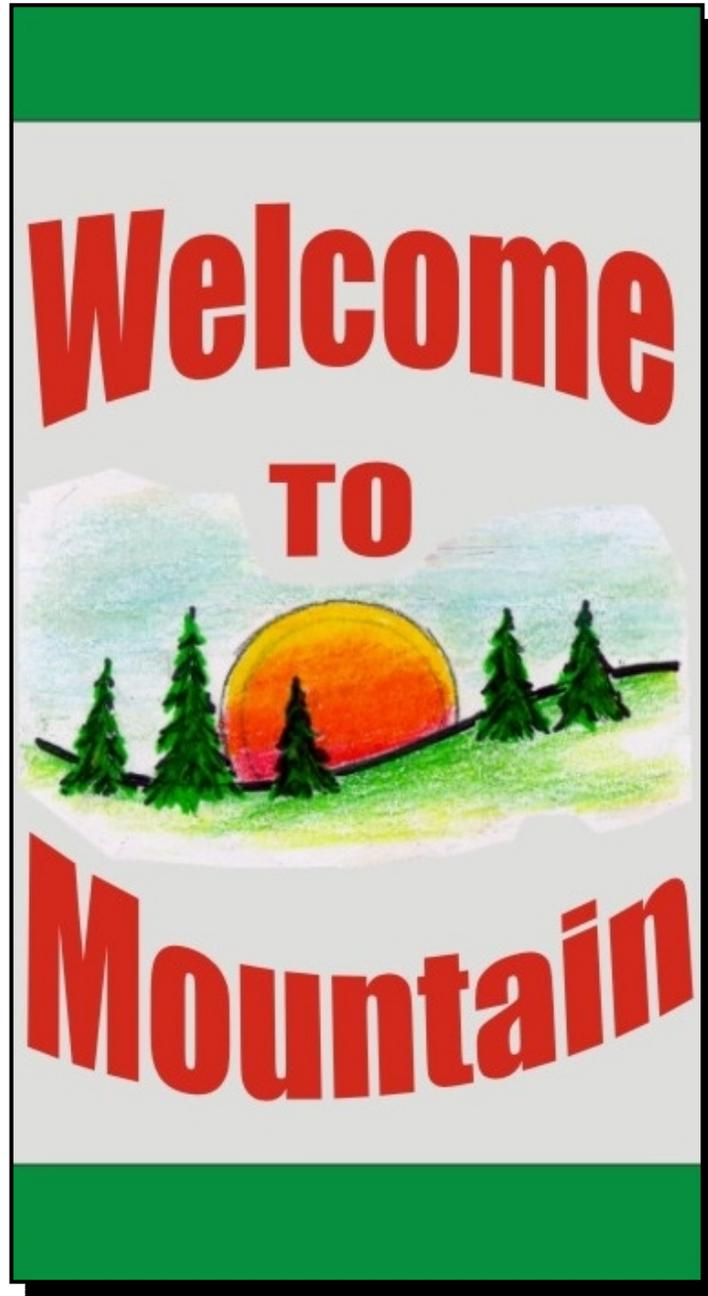
Local Assistance Project No. 125

Town of Mountain

Oconto County, Wisconsin

20-Year Comprehensive Plan

April 2004



Prepared by:
Bay-Lake Regional Planning Commission



**TOWN OF MOUNTAIN
OCONTO COUNTY, WISCONSIN**

CHAIRPERSON: Skip Maletzke
CLERK/TREASURER: Debra Uhlenbrauck
SUPERVISORS: Danny LeMense
Ken Wolf

TOWN PLAN COMMISSION: Ken Hills - Chairperson
Bill Ballering
Kevin Buntin
Skip Maletzke
Bernie Sinclair

TOWN PLAN COMMITTEE: Ken Hills - Chairperson
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TOWN OF MOUNTAIN 20 YEAR COMPREHENSIVE PLAN

Prepared by:
Bay-Lake Regional Planning Commission
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The preparation of this document was financed through contract #56082 between the Town of Mountain and the Bay-Lake Regional Planning Commission. 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.



Bay-Lake Regional Planning Commission

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Martin W. Holden, Executive Director

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

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

May 17, 2004

Mr. Skip Maletzke
Chairperson of the Town of Mountain Town Board
and Members of the Town Board

Ladies and Gentlemen:

The Bay-Lake Regional Planning Commission is pleased to present this Comprehensive Plan, entitled; *Town of Mountain 20 Year Comprehensive Plan* to the Town Board. This Comprehensive Plan was prepared by the Bay-Lake Commission staff in accordance with contract #56082 and adopted by the Mountain Town Board on April 13, 2004, under Wisconsin Statute 66.1001 (Smart Growth).

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

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

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

Sincerely,

A handwritten signature in black ink that reads "Martin W. Holden". The signature is written in a cursive, slightly slanted style.

Martin W. Holden
Executive Director

RESOLUTION NO. 2-2004

TOWN OF MOUNTAIN PLAN COMMISSION
ADOPTION OF THE TOWN OF MOUNTAIN
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 (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 and reviewed by the Town of Mountain Plan Commission;

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

Dated this 10th day of Feb, 2004.

Resolution introduced and adoption moved by Sinclair.

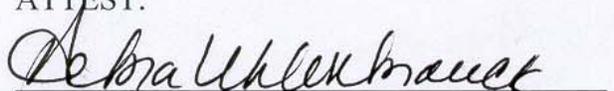
Motion for adoption seconded by Ballerig.

Voting Aye: 4 Nay: 0

APPROVED:


Mountain Plan Commission Chair

ATTEST:


Mountain Plan Commission Secretary

TOWN OF MOUNTAIN
ORDINANCE NO. 4/2004

An Ordinance to Adopt the Town of Mountain's Comprehensive Plan

WHEREAS, on February 12, 2004 the Town Board for the Town of Mountain approved a contract with Bay-Lake Regional Commission to prepare a Comprehensive Plan for the Town of Mountain under the guidelines of Wisconsin State Statute 66.1001; and,

WHEREAS, the project included a public participation plan in every stage of the process for preparation of the Town's Comprehensive Plan for the Town of Mountain, 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 response to such comments; and,

WHEREAS, the Town of Mountain Planning Committee worked for 2 years developing the Comprehensive Plan; and on January 13, 2004 adopted by the Mountain Town Board Ordinance #1-2004 the formation of the Mountain Planning Commission completed the Comprehensive Plan; and,

WHEREAS, on February 10, 2004 the Mountain Planning Commission recommended to the Mountain Town Board adoption of the Comprehensive Plan by Resolution #2-2004 which was passed by majority vote and is recorded in the official minutes of the Planning Commission; and,

WHEREAS, the Mountain Town Board held a public hearing on March 23, 2004, which as preceded by a Class 1 Notice pursuant to Wisconsin State Statute 66.1001(d); and,

WHEREAS, the Town Board of the Town of Mountain, having carefully reviewed the recommendation of the Town Planning Commission, having determined that all procedural requirements and notice have been satisfied, having given the matter due consideration, including consideration of the Plan components pursuant to Wisconsin State Statute 66.1001, and having determined that the Comprehensive Plan will serve the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the Town of Mountain which will in accordance with existing and future needs, best promote the public health, safety, moral, order, convenience, prosperity, and general welfare, as well as efficiency and economy in the process of development within the Town of Mountain; and,

NOW, THEREFORE LET IT BE KNOWN, the Town Board of the Town of Mountain, Oconto County, Wisconsin does hereby Ordain as follows:

Section 1: The Comprehensive Plan recommended by the Town of Mountain Planning Commission to the Town of Mountain 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 pursuant to Wisconsin State Statute 66.101 (4)(b) for the Town of Mountain to:

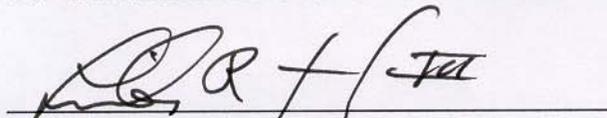
1. Every governmental body that is located in whole or in part within the boundaries of the local governmental unit.
2. The Clerk of every local governmental unit that is adjacent to the local governmental unit that is subject of the plan that is adopted.
3. The Wisconsin Land Council.
4. The Wisconsin Department of Administration.
5. Bay-Lake Regional Planning Commission.
6. The Suring Public Library & Lakes County Public Library.

Section 3: SEVERABILITY

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

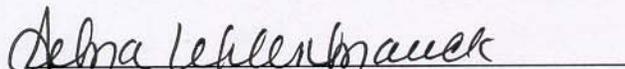
Section 4: EFFECTIVE DATE. This Ordinance will take effect immediately upon passage and publication as provided by law.

ADOPTED THIS 13th DAY OF April, 2004, BY A MAJORITY VOTE OF THE MEMBERS OF THE TOWN BOARD OF THE TOWN OF MOUNTAIN.



Town Chairman

ATTEST:



Town Clerk

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Chapter 1 - ISSUES AND OPPORTUNITIES ELEMENT

STATE PLANNING ENABLING LEGISLATION

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

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

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

CONTRACT WITH BLRPC

In February 2002, the Mountain Town Board entered into a contract (#56082) with the Bay-Lake Regional Planning Commission (BLRPC) to develop a comprehensive plan in accordance with Wisconsin's Smart Growth law. A 22-month time period was established for the development of the plan, which began July 2002. The Town of Mountain Plan Committee worked for nearly two years developing the plan, which was ultimately approved by resolution by the Mountain Plan Commission (February 10, 2004) and adopted by ordinance by the Mountain Town Board (April 13, 2004).

HISTORY AND DESCRIPTION OF PLANNING AREA

Circa 1870, the logging industry in northern Wisconsin began moving farther inland from the bay to find new forest areas to cut. As the movements continued, small communities began to develop along the rivers to serve the needs of the logging industry. In 1877, in the town then known as Armstrong, it was one of these places that the community of Mountain had its beginning. As time passed, more of the large lumbering companies moved into the area resulting in the railroad being built in 1889, which then brought more business to the community. In the early 1900's, after the forests were no longer able to support the logging industries, Mountain shifted from a logging community to an area interested in developing farms and businesses. Also during the early 1900's, the large Town of Armstrong was divided up into three smaller towns named Doty, Riverview and Armstrong. In August of 1997, the town name of Armstrong was changed to the present day name of Mountain. Today, the Town of Mountain is a community that contains many seasonal residents. The forests along with the town's various lakes and streams cater to the many tourists and recreational enthusiasts that frequent the area.

The Town of Mountain presently encompasses an area of 72 square miles, or 46,473 acres and is located in the northern portion of Oconto County. Approximately 35,336 acres of land in the town are part of the Nicolet National Forest. The aforementioned unincorporated community of Mountain is located at the crossroads of State Highway 32/64 and County Trunk Highway W within the town. Development pressure is felt in the town today as many of the dense developments currently exist around the town's many water features and lands available for development are limited based on the National Forest and areas sensitive to development (e.g., wetlands, floodplains, steep slopes, etc.).

COMMUNITY COMPREHENSIVE PLANNING PROCESS

The planning process was completed in four stages. *Initially*, in 2001, the Town of Mountain mailed a community-wide survey (Appendix B) to residents in order to identify issues and concerns relative to land use and development within the town. In April 2003, the Bay-Lake Regional Planning Commission also conducted a nominal group process (Appendix C) to reaffirm the major issues and concerns within the town that were identified in the 2001 survey.

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

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

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

PLAN CONTENTS

This comprehensive plan contains nine chapters that correspond to the nine elements required by Section 66.1001 of the Wisconsin Statutes: **Chapter 1:** Issues and Opportunities Element, contains a summary of demographic information on the community, a vision statement, and overall goals, objectives, policies, and programs of the plan; **Chapter 2:** Agricultural, Natural and Cultural Resources Element, provides goals, objectives, policies, and programs and description of the physical setting and cultural resources of the planning area; **Chapter 3:** Housing and Population Element, presents goals, objectives, policies, and programs as well as information on the demographics of the community and on future population and housing growth; **Chapter 4:** Economic Development Element, contains goals, objectives, policies, and programs and a development strategy regarding future and existing economic conditions within the community, including an inventory of the labor force and an analysis of the community's economic base; **Chapter 5:** Transportation Element, presents goals, objectives, policies, and programs and an inventory of the existing transportation system and an overview of transportation needs; **Chapter 6:** Utility and Community Facilities Element, contains goals, objectives, policies, and programs and an inventory of the community's facilities, including schools, recreational opportunities and town utilities; **Chapter 7:** Intergovernmental Cooperation Element, contains goals, objectives, policies, and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units; **Chapter 8:** Land Use Element, contains goals, objectives, policies, and programs and a land use inventory for the community, a projection of future land use demands, and the General Plan Design for the town; **Chapter 9:** Implementation Element, contains a strategy and action plan to assist implementation efforts.

PUBLIC PARTICIPATION

A major element of the comprehensive planning process is public participation. In accordance with Wisconsin State Statute 66.1001(4), which defines "Procedures For Adopting Comprehensive Plans", the town adopted written procedures in August 2002 (Appendix A) that will be followed in order to involve the public in the comprehensive planning process to the greatest extent practicable. The town conducted over 14 public meetings, as well as held two "Open Houses" to present background information and plan recommendations to the public. Appendix H is Mountain's response to public comments received during the mandatory public review period. The town based much of its planning on the town wide survey, the nominal group process and public comments.

Community Survey Results

In 2001, a total of 1,543 community surveys were sent out, with 748 of those surveys being filled out and returned (Appendix B). This equals a response rate of 48.5 percent, which is considered a good response rate for mailed surveys according to the Survey Research Handbook, authored by Alreck and Settle. The town wide survey identified several issues including encouraging the development of retail businesses and services, in addition to setting up design standards for developers. The majority of respondents also felt lands should be set aside for recreational use and/or green space when subdivisions are developed. In regards to the natural resources and the environment, the majority of survey respondents indicated that these areas should be protected as they are important to the health and welfare of the town and its residents. Also, developments adjacent to water features should be carefully planned so as to minimize negative impacts on the water resources and watersheds.

Vision Statement

According to Wisconsin's New Smart Growth Law, the town is required to develop a vision statement that describes what the town will be like in the next twenty years as well as a description of the policies and procedures that will lead them there.

“The Town of Mountain has developed as the southern “gateway” to the Nicolet National Forest, preserving its natural environment while balancing growth which has helped the town prosper. Mountain is a clean, orderly and sought out recreational community which has promoted business and tourism growth in specified areas along STH 32/64 - allowing for well paying jobs and an affordable tax base. A good quality of life is enjoyed by all residents and visitors alike. Continued cooperation with neighboring communities and various agencies has addressed the local and regional impacts that may directly affect the Town of Mountain.

Mountain has not forgotten its past, and its heritage can still be seen in its northwoods character as defined by well planned residential, commercial and industrial developments - possessing architecture, signage and lighting compatible with the northwoods atmosphere. Mountain continues to promote miles of trails for pedestrians and recreational vehicles; clean waters and shorelands; many acres of public hunting lands and an abundance of wildlife.”

Goals, Objectives, Policies, & Programs

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

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

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

Overall Planning Goal:

The goal of the Town of Mountain will be to develop a 20-year comprehensive plan to serve as a guide for assisting local officials in making land use decisions that reflect Mountain's vision of balanced orderly development and preservation of its natural environment.

Objectives:

1. Prepare a 20-year comprehensive plan as described in the Wisconsin Comprehensive Planning Law, known as “Smart Growth” (s. 66.1001 Wisconsin State Statutes).
2. Develop a 20-year comprehensive plan in order to:
 - best reflect the interests of all the town's residents,
 - follow an orderly and cost efficient method when developing and
 - preserve significant features of the community.

3. Periodically review and update, when necessary, the adopted 20 year comprehensive plan in order to provide for the greatest possible benefits regarding future developments such as residential, commercial, industrial, etc. and preservation of significant features such as natural, historical and cultural resources.

Policies:

1. The Town Plan Commission will continually use the plan as one of the primary guides for recommendations to the Town Board regarding current and future land uses.
2. This 20-year plan will be consulted by the Town Plan Commission, Town Board and other units of government before making any decision regarding land use and land use policies.
3. Review existing town and Oconto County ordinances as they relate to the implementation of this plan.
4. Work with Oconto County to update the town's zoning map in order to be consistent with the text and General Plan Design map in Chapter 8 of this document.
5. Utilize the Official Map ordinance to designate future road right-of-ways and any future parklands/trailways the town would like to see developed.
6. Present the adopted 20 year comprehensive plan to neighboring municipalities and Oconto County as discussed within the Implementation element of the plan.
7. Encourage cooperation and communication between the town, neighboring municipalities, and county government in implementing this 20 year plan.

Programs:

1. Hold Town Plan Commission meetings/working sessions to review the adopted 20 year comprehensive plan and make amendments to accommodate changing conditions.
2. As an option, the town may hold community planning related efforts/meetings with adjacent communities, the media, and private organizations to publicize ongoing planning projects and plan implementation projects identified within this comprehensive plan and to educate the public, promote support, obtain new insight and provide for new ideas.

BACKGROUND INFORMATION SUMMARY

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

Existing Conditions

Demographic Trends

The Town of Mountain experienced its highest population in 1920 (889 people), with a major decline to 1960 (373 people). After 1960, the town's population gradually increased up to its second highest total ever in the year 2000 with a total of 860 persons. This was also an increase of 130 people from 1990. Based on past trends, the population is projected to gradually increase

throughout the remainder of the 20 year planning period. The town has experienced (over the past three decades 1980, 1990, and 2000) fluctuations in its age structure with the majority of the population being between the ages of 35 and 54. Also, the portion of the population age 19 and under has dropped by 16 percent since 1980. In the past the Town of Mountain contained more males than females. However, according to the 2000 Census, the town currently contains slightly more females than males.

Age Distribution

From 1980 to 2000 there have been fluctuations in the age distribution of the town. According to the 2000 Census, the population age 19 and under has declined by 16 percent since 1980, whereas the elderly population (those age 65 and older) has increased by 25 percent. The largest age groups in 2000 were from the 34 to 54 age groups. With declining numbers of those ages 19 and younger, the town and surrounding areas could experience a shortage of their workforce. In addition, an increasing elderly population may lead the town to spend more on services to accommodate the aging population over the next twenty years.

Education Levels

Table 1.1 illustrates the levels of education that individuals age 25 and over have completed for the Town of Mountain, Oconto County and Wisconsin. The percent of individuals in the town that are high school graduates or higher increased from 69 percent in 1990 to almost 78 percent in 2000. In addition, the percent of town residents that received a bachelor's degree or higher decreased from 7.8 percent 1990 to 6.7 percent in 2000.

Table 1.1: Educational Attainment (Age 25 & Over), 2000, Town of Mountain & Selected Areas

Education Level	Town of Mountain		Oconto Co.	Wisconsin
	Number	Percent	Percent	Percent
Less than 9th grade	49	8.4	7.4	5.4
9th to 12th grade, no diploma	80	13.7	12	9.6
High school graduate (includes equivalency)	282	48.3	45.1	34.6
Some college, no degree	109	18.7	18.3	20.6
Associate degree	25	4.3	6.6	7.5
Bachelor's degree	22	3.8	8	15.3
Graduate or professional degree	17	2.9	2.6	7.2
Percent high school graduate or higher		77.9	80.6	85.2
Percent bachelor's degree or higher		6.7	10.6	22.5

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, DP-2; and Bay-Lake Regional Planning Commission, 2003.

Income Levels

In 1989, the median household income for the Town of Mountain was \$16,364. By 1999 (reported in 2000 Census), the median household income for the town increased by \$14,234 up to \$30,598.

In 2000, the municipal per return income reported in the Town of Mountain was \$25,038, which was an 18.6 percent increase from 1997. Per return income is based on income tax returns filed in the year cited to the Wisconsin Department of Revenue.

Employment Characteristics

For the period 1990 to 2001, the civilian labor force in Oconto County increased by 18 percent, the number of unemployed decreased by 23 percent and the number of employed increased by 24 percent. The unemployment rate experienced a high of 10.5 percent in 1991 and a low of 4.4 percent in 1999.

In 2000, the majority of people in the workforce in the Town of Mountain were employed by the manufacturing industry, 31.2 percent. The arts, entertainment, recreation, accommodation and food service industry was the second highest employment division for Mountain at 20.1 percent, followed by the education, health and social services industry with 13.2 percent of total employment in 2000.

FORECASTS

Expanded text, tables, and figures are provided in later chapters to further explain and describe the forecasting methods used for the following information on population, housing and employment.

Population

In 2003, the Wisconsin Department of Administration (WDOA) Demographic Services Center prepared population projections to the year 2020. The WDOA indicated that the Town of Mountain is projected to have a population of 939 persons by 2020. This results in an increase of 79 people from the 2000 Census population of 860. In order to provide a range of population projections for the next 20 years, three alternative population projections were also created by Bay-Lake Regional Planning Commission. The projections extend out to 2020 and should be reviewed to determine whether or not they affect the comprehensive plan strategies.

One of the three additional methods used to project a future population was developed by using the census figures from 1970 to 2000 and creating a linear trend series to the year 2020. This method identified a projected year 2005 population of 910 persons, a projected year 2010 population of 960 persons, an estimated 2015 population of 1,009 persons, and a projected year 2020 population of 1,059 persons. According to this linear projection, the Town of Mountain's 2000 population will increase by 199 people, or 23 percent by the year 2020.

A second alternative projection also utilizes the U.S. Census figures from 1970 through 2000, but creates a growth trend series to the year 2020. According to this growth trend projection, the projected year 2020 population would be 1,166 persons. Therefore, it is projected that the Town of Mountain's 2000 population will increase by 306 people, or 35.5 percent by the year 2020.

The last alternative projection was determined by using a ratio methodology, termed "share-of-the-county", to distribute county projections to the town level. According to the BLRPC share-of-the-county projections, the projected year 2020 population would be 1,031 persons. Therefore, it is projected that the Town of Mountain's 2000 population will increase by 171 people, or 19 percent by the year 2020.

Housing

The total number of housing units within the Town of Mountain (as reported by the U.S. Census) increased from 1970 to 2000 by 210 housing units. In 2000, there were 883 total housing units, which resulted in a 31 percent increase since 1970. However, it should be noted that the housing in the town increased to 1,191 units by 1990 and then experienced a decline of 308 housing units by 2000.

Using the census occupied housing unit counts from 1970 to 2000 and population information taken from the census data, a “high growth” and a “low growth” set of housing unit scenarios was created. These scenarios use past housing unit trends and extend them into the future. If the “low growth” housing scenario occurs there will be an estimated 116 additional occupied housing units in the town in 2020. If the “high growth” housing scenario should occur, there will be an estimated 181 new housing units for permanent residents by 2020.

By using the “share of county” projection, a housing scenario of 116 new occupied units was selected by the Town of Mountain in order to determine the amount of land that needs to be allocated for possible residential growth during the 20 year planning period. Also, housing demand does not always mean the construction of new homes. It may also suggest occupying vacant units whenever possible. According to the 2000 Census, Mountain has 64 such vacant units.

Employment

The Wisconsin Department of Workforce Development created the *Wisconsin Detailed Industry Employment Projections, 2000-2010*, a projection for industries, occupations, and the labor force. These projections are for all of Wisconsin. According to the Department of Workforce Development, in 2010, the services industry is projected to continue to be the industry with the largest share of employment followed by wholesale and retail trade, and manufacturing. The Service jobs along with wholesale and retail trade will continue to increase, whereas the manufacturing employment is projected to decrease by 2010. Occupations in manufacturing are expected to move away from general labor positions to more semi-skilled and skilled operator and technician jobs. This is due primarily to production processes that are more efficient and new available technology.

Service industry employers are projected to increase the number of jobs to the state’s labor market by 19 percent by 2010. The largest divisions within this industry group are projected to be business services, educational services and health services. With the aging of the population, the demand for such services will continue to increase. The wholesale and retail trade industry is projected to increase the number of jobs by 10 percent. The manufacturing industry is projected to lose approximately two percent of its jobs by 2010.

Chapter 2 - AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

INTRODUCTION

The Town of Mountain lies within the northwest portion of Oconto County. The town consists of approximately 46,473 acres, (72 square miles) with the majority being forest lands. The unincorporated community of Mountain is located in the northwest corner of the western half of the town at the crossroads of State Highway 32/64 and County Trunk Highway W. The nearest communities from the center of the town are: the Town of Lakewood, nine miles northwest; the Town of Townsend, 13 miles northwest; the Village of Suring, 16 miles to the southeast; the City of Oconto, 23 miles to the east and the City of Green Bay, 67 miles southeast. Map 2.1 shows the location of the town in reference to the state.

Oconto County is a member of the Bay-Lake Regional Planning Commission. The Bay-Lake region is comprised of eight counties in northeast Wisconsin including Brown, Door, Florence, Kewaunee, Manitowoc, Marinette, Oconto, and Sheboygan counties. The region contains a total area of 5,325 square miles and a 2000 population of 554,565 persons. Map 2.1 shows the location of the Town of Mountain in relation to the Bay-Lake Region, while Map 2.2 illustrates the community planning area.

SUMMARY AND IMPLICATIONS

The Town of Mountain is a natural resource rich community with lakes, rivers, streams and woodlands. Approximately 35,336 acres of the Nicolet National Forest lie within the Town of Mountain. In addition to approximately 9,639 acres of wetlands, the town has eleven lakes with public access, several creeks, and the First and Second South Branch of the Oconto River. The town's landscape consists of vast areas of Nicolet National Forest and a small amount of agricultural land along with areas of steep slope in the western half of the town. A few sites of historic or archeological importance also exist within the Town of Mountain.

Floodplains in the town exist along the waterways, which include Hines Creek, Town Creek, North McComb Lake and the North Branch of the Oconto River. Both threatened and endangered species exist within Oconto County and likely within the town. The town also has thousands of acres of wildlife habitat available for the diverse species that live within the area.

The Town of Mountain has a large amount of natural resources that will need to be monitored and in some cases protected in order to preserve them for future generations. Examples of this will be wetlands and areas of steep slope. As growth pressures begin to climb, the town will need to consider future impacts on these resources against any proposed future gains. Community "character" will be of importance because preserving and promoting a sense of place is key for all communities. Protecting entryways into the town and considering the visual impacts along transportation corridors, will greatly assist the town in reaching its vision. In order to best manage these high profile locations the town will need to work closely with businesses and Oconto County.

NATURAL RESOURCES STRATEGY

Goal: Natural Resources

To provide a safe, clean and orderly natural environment for the residents of the Town of Mountain

Objectives:

1. Require enforcement of existing regulations (federal, state, county, town) in environmentally sensitive areas.
2. Direct growth and development away from environmentally sensitive areas and account for the protection of air, land, and water resources.
3. Conserve and enhance the town's distinctive natural amenities by recognizing the special attractiveness of the town's natural landscape.
4. Coordinate the town's efforts with adjoining municipalities and state agencies.
5. Development adjacent to rivers, lakes, streams, and wetlands needs to be carefully planned in order to not negatively impact these areas.

Policies:

1. Identify key natural resources within the town.
2. Discourage development within identified environmental corridors.
3. The town will communicate with residents regarding regulations governing their property and natural resources.
4. Identify and protect key open spaces and wildlife habitats from development to preserve the town's scenic value.
5. Explore the use of an overlay district that would identify key natural resources and view sheds the town residents want to protect. Consider for adoption a set of standards to apply within the district.
6. Explore the use of an overlay district with setbacks for water features and wetlands requiring additional care and proof that development will not have a negative effect on these resources.

Goal: Agriculture Preservation

Utilize agricultural practices that are environmentally sensitive and protect air, soil, water and wildlife resources.

Objectives:

1. Preserve the most productive farmland in the town for continued agricultural use.
2. Protect the existing farm operations from conflicts with incompatible uses.
3. Ensure that homeowners who relocate to agricultural areas are notified about farming characteristics and the impact of living in a rural setting.
4. Protect farmland and rights of farmers to farm.

Policies:

1. Discourage development on soils that have been identified as being prime agricultural areas thus encouraging the use of these lands for farming purposes only.
2. A “Cost to Benefit” comparison on all future agricultural land conversions should be conducted to ensure the town is not negatively impacted by the proposed change in use (both financially and aesthetically).
3. Work with farmers looking to retire from farming and thus wanting alternative uses for their lands.

Programs:

1. Promote Wisconsin Farmland Preservation Program which helps preserve farmland through local planning and zoning.
2. Investigate the future use of Purchase of Development Rights (PDR) and Transfer of Development Rights (TDR) within the town and work with the county and state to get this program operational in Oconto County.
3. Work with UW-Extension, Oconto County, and state to develop informational material regarding farmer’s rights to farm and what residential owners can expect in a rural farming community (regarding farmer’s hours of operation, smells, noise, etc).
4. Work with the Oconto County to establish specific criteria for determining whether or not to allow conversion of use (re-zoning).

Goal: Historic, Archeological and Cultural Sites

The town’s historic, archeological and cultural locations and structures should remain preserved for the town residents.

Objectives:

1. The town should preserve buildings (churches, historic homes and buildings), structures (out buildings, bridges, etc.) and other landscape features (cemeteries, fence lines, etc.) that are the town’s cultural history.
2. Information of these historical resources and their significance will be identified for the town residents for their continued knowledge of the history of the town.
3. Tie these significant locations into recreational/tourist sites while further enhancing them and there access, where appropriate.

Policies:

1. The town should support preservation efforts, when appropriate, for the locations of these sites.
2. The town will support tying these resources into recreational sites and trails.
3. The town will discourage the destruction of these sites and will work towards limiting incompatible uses adjacent to them that might have negative impacts on the resource.

Programs:

1. The town should work with federal, state and county agencies to ensure all sites are identified and properly protected.

2. Consider a sub-committee that would explore the future integration of these sites into possible recreation sites, in conjunction with the county and Wisconsin Historical Society.
3. Wisconsin Historical Society, Office of Preservation and Planning (OPP)- is the agency that can assist local communities on providing information on how you can preserve and protect historical properties, assist in grassroots strategies for preservation and protection of historical properties, can provide information on state and federal laws and regulations.

Goal: Parks and Recreational Lands

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

Objectives:

1. The town, county and state should acquire, develop and maintain future sites/trails within the town.
2. Increase the number of recreational trails for multiple uses (i.e., snowmobiling, atving, hiking, bike riding and horse riding).

Policies:

1. When possible, future recreational areas should be designed to be interconnected with a trail system.
2. The town will discuss all future trail system development with residents as well as affected property owners.

Programs:

1. Work with Lakewood-Laona Nicolet National Forest District to be involved with planning efforts that affect the Town of Mountain.
2. Establish a sub-committee to work with the county and state in identify possible future recreational areas.
3. Explore all available resources (i.e., grants for construction or purchase) to further enhance the quality of the town’s recreational systems.

Goal: Wildlife Resources

Maintain the town’s diverse wildlife habitat for all town residents to enjoy.

Objectives:

1. Protect the town’s areas of threatened and endangered species.
2. Maintain connections among wildlife habitat areas.

Policies:

1. Support the preservation of key habitat areas and large undeveloped contiguous natural areas.
2. Incorporate natural resource areas in plans for parks and open spaces.

Programs:

1. Work with Oconto County Office of Land Conservation and UW-Extension. They have practical approaches for enjoying a individuals property while keep water quality and wildlife habitat in mind.
2. Build partnerships with other interests such as hunting and fishing local chapters. (WDNR, Ducks Unlimited, Trout Unlimited, National Wild Turkey Federation, Whitetails Unlimited, Prairie Enthusiasts, the Nature Conservancy, and many local land trusts).
3. The town will work with federal, state, and county agencies to seek funding for habitat protection.
4. Work with private landowners to promote sustainable forestry practices; which are supported by state tax incentives under Managed Forest Law (MFL).
5. Stewardship Grants for Nonprofit Conservation Organizations- Provide funding for the acquisition of land or easements for conservation purposes, and restoration of wildlife habitat. Nonprofit conservation organizations are eligible to apply. Priorities include acquisition of wildlife habitat, acquisition of lands with special scientific or ecological value, rare and endangered habitats and species, acquisition of stream corridors, acquisition of land for state trails and restoration of wetlands and grasslands. The Department of Natural Resources administers these grants.
6. Adopt effective local ordinances to meet local conditions and characteristics such as geology, available building space, watershed characteristics, habitat concerns and soil characteristics.

Goal: Water Supply-Groundwater and Surface Water

To maintain or improve groundwater and surface water quality within the town. The development adjacent to rivers, lakes, streams, and wetlands will be carefully planned in order to not negatively impact these areas.

Objectives:

1. Identify recharge areas for wells to know the areas that need to be protected to ensure a safe drinking water supply.
2. Have potential contaminant sources identified within the recharge area for wells in order to identify threats to the water source.
3. Have long-term plans to address potential recharge areas and their threats.

Policies:

1. Support the development of long-term plans (Wellhead Protection or Source Water Protection plans) protecting the town's water resources.
2. Support the efforts in identifying recharge areas and their threat sources to the town's drinking water.
3. Adopt appropriate ordinances protecting water sources.

4. Work with neighboring jurisdictions in developing protective ordinances or identified plans for water protection that extend within the town.
5. Continue to work with Oconto County in making sure all septic systems are in good working order and giving citations to neighboring residents that are not complying.
6. Educate residents about natural drainage approaches.
7. Support agricultural and erosion control programs that are targeted to assist private landowners.

Programs:

1. Work jointly with neighboring communities, Oconto County and state agencies to develop and adopt protective measures to best preserve the town's water supply.
2. Local landowners should be encouraged to follow storm water management plans, agriculture "Best Management Practices", erosion control ordinances, etc., to preserve water quality.
3. Lake Planning Grant Program - which has available funds to collect and analyze information needed to protect and restore lakes and their watersheds. Types of projects include physical, chemical, biological, and sociological data collection, water quality assessment, and watershed evaluation including county-wide or regional initiatives. This program is administered through the Wisconsin Department of Natural Resources.
4. Lake Protection Grant Program - which provide funding to protect and improve the water quality of lakes and their ecosystems. Grants are available for purchasing land or easements, restoration of wetlands, development of local regulations to protect water quality, lake improvement activities called for in the Department approved plan, and countywide lake classification. The Wisconsin Department of Natural Resources administers these grants.

Goal: Sand and Gravel Mining Resources

Future mining sites will not negatively impact the environmental features within the town or its existing developments.

Objectives:

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

Policies:

1. The town will steer incompatible uses away from identified mining sites.
2. The town will work with surrounding towns to ensure all abandoned, present and future mining operations will someday be reclaimed to a natural setting.
3. The town will inform residents of any future mining sites.

Programs:

1. The town will work with surrounding towns and Oconto County to locate possible mining sites within the town.
2. The town will work with surrounding towns and Oconto County to ensure that incompatible uses do not develop adjacent to potential or existing mining sites.

GEOLOGY

Glacial Geology

Oconto County is located in an area glaciated during the Pleistocene epoch. The glaciation caused the western and southern regions of Oconto County to be characterized by a broad, undulating, eastward sloping ground moraine with areas of outwash and lake deposits. Glacial geology in the Town of Mountain is divided into stratified and unstratified drift. Approximately 79 percent of the town is outwash and ice-contact deposits (sand, and gravel). The rest of the town consists of lake deposits (clay, silt and sand), ground moraine (till consisting of clay, silt, sand, pebbles, cobbles and boulders), and end moraine (till). The thickness of the deposits range from 50 to 200 feet. Map 2.3 shows the glacial deposits in the town.

Bedrock Geology

The formation of the town's bedrock geology took place during the Precambrian (543 to 4,500 million years ago) and Paleozoic Era (248 to 543 millions years ago). The majority of the town's bedrock consists of undifferentiated crystalline rocks (pCr), which are igneous and metamorphic rocks that are approximately 3.6 billion years old. The thickness of these rocks is unknown. The rest of the town consists of undifferentiated sandstone and dolomite (Css), which are approximately 490 to 543 million years old. The thickness is approximately 10 to 500 feet (Map 2.4).

The Town of Mountain has relatively shallow depths to bedrock. In some areas, bedrock is located less than 10 feet from the surface. The bedrock is fractured granite, which is fairly susceptible to contamination and is difficult to investigate and remediate. Any efforts to protect the groundwater in the Town of Mountain are extremely important to maintaining the quality of this aquifer system.

CLIMATE

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

SOIL LIMITATIONS

Private Sewage Systems

The Natural Resource Conservation Service (NRCS) has identified three major categories of limitations when considering a site for private sewage systems. The town relies on private sewage systems for the majority of their residents. According to the NRCS, severe limitations mean soil properties or site features are so unfavorable or so difficult to overcome that special

design, significant increases in construction costs, and possibly increased maintenance are required. Moderate limitations mean soil properties or site features that are not favorable for the indicated use may require special planning, design, or maintenance to overcome or minimize limitations. Slight limitations mean soil properties and site features are generally favorable for the indicated use and limitations are minor and easily overcome.

The town relies on private sewage systems for their residents. Without consideration of the properties of the soils, these systems may fail and/or may require expensive and frequent maintenance. Factors that are considered when evaluating soils for on-site waste systems are high or fluctuating water tables, bedrock, soil permeability and flooding frequency.

New technologies for private sewage systems are allowed under the revised COMM 83 health and safety code. The code will allow the use of soil absorption systems on sites with at least six inches of suitable native soil. The revised code gives property owners the opportunity and flexibility to meet environmental performance standards with several treatment technologies.

The code will allow for infill development where it was not permitted previously by the former plumbing code as interpreted by the Department of Industry, Labor and Human Relations (DILHR). Housing and population density will likely increase in some areas due to the revised COMM 83 code. This in turn, may increase the need for land use planning and integration of environmental corridors to address the adverse impacts related to development. Planning, along with land use controls (e.g., zoning) will help achieve more efficient development patterns.

Basements

Within the *Oconto County Soil Survey*, the NRCS provides information on the suitability and limitations of soils for a variety of natural resource and engineering uses. In particular, the soil survey provides information on the limitations of each soil for building site development including the construction of dwellings with basements. Dwellings are considered to be structures built on shallow excavations on undisturbed soil with a load limit the same as for a single family dwelling no higher than three stories. The ratings are based on soil properties, site features and observed performance of the soils (Map 2.5).

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

Prime Agricultural Lands

Approximately four percent of the town's land has soils that are classified as "most productive" or "productive" according to the *Soil Survey of Oconto County*. The remaining 96 percent of the town are grouped into the least productive category. Map 2.6 shows the prime agricultural lands in the town.

TOPOGRAPHY

The topography of the town varies from relatively flat, gently rolling and areas of rocky outcroppings, following the patterns of the glacial geology stated above. Elevations vary from approximately 1,024 feet above sea level north of the unincorporated community of Mountain, to 859 feet above sea level in the south part of the town near Anderson Lake. In the western part of the town, the elevation near Temple Lake in the western part of the town is around 1,083 feet above sea level. To the east near Farr Lake, it is 889 feet about sea level.

Areas of steep slope are also a concern. Steep slope is defined as a slope 12 percent or greater. Slopes 12 percent or greater are more susceptible to soil erosion and may require special building and construction restraints, such as retaining walls or major grading efforts to remove the area of steep slope. Within the town, there are 3,159 acres of steep slope that are located primarily west of the North Branch of the Oconto River and some areas surrounding the unincorporated community of Mountain (Map 2.7).

WATER RESOURCES

Watersheds

The Town of Mountain lies within two main watersheds. These watersheds are the Lower North Branch Oconto River and the South Branch Oconto River. These watersheds are part of and flow into the Upper Green Bay basin. The Lower North Branch Oconto River Watershed lies in central Oconto County with small portions extending into Marinette and Menominee counties and overlapping into the Headwaters Basin (Forest and Langlade Counties). There are a number of inland lakes scattered throughout the basin and wetlands are abundant in the southeastern portion of the watershed. A large portion of the watershed is forested with limited areas of agricultural lands found in the lower reaches of the Peshtigo Brook. Wabeno and Lakewood are the largest communities in this basin.

The Lower North Branch Oconto River watershed covers 80 percent of the town and is located west and east of the North Branch of the Oconto River plus encompasses the community of Mountain.

The South Branch Oconto River Watershed is situated in west central Oconto County, extending into Menominee County and a small portion of Langlade County (Headwaters Basin). The majority of streams in this watershed are trout waters. Most of the inland lakes are located in the northern half of the town and more scattered wetland areas are found in the southern half of the watershed. The South Branch Oconto River watershed covers 20 percent of the town and is located just West and East of the First South Branch of the Oconto River. The Second South Branch of the Oconto River is also included in this watershed (Map 2.8).

Groundwater

To protect the town's aquifer systems, the town should be aware of potential sources of contamination. In Wisconsin, several primary sources for groundwater contamination are agricultural activities, municipal landfills, leaky underground storage tanks, abandoned hazardous waste sites, and spills. Septic tanks and land application of wastewater are also sources for possible contamination. The most common groundwater contaminants are nitrate-nitrogen and phosphorus, which comes from fertilizers, animal waste storage sites and feedlots, etc. Excessive or improper application of manure and fertilizer is Wisconsin's leading source of nitrate pollution in groundwater. Those nutrients (i.e., nitrogen and phosphorus) that plants

cannot use will leach into the groundwater thus contributing to groundwater contamination. In addition, since phosphorus seldom leaches to any significance in the soil, it may also be carried away with the soil sediment into surface water bodies, subsequently causing excessive growth of aquatic plants (e.g., algae blooms).

In order to help protect against the contamination of water resources, the Wisconsin Department of Natural Resources (WDNR) has ranked each watershed within the Green Bay basin based on land coverage and groundwater sample results in the WDNR's Groundwater Retrieval Network (GRN) database. Each watershed was then given a score and short description of the land cover and groundwater sample analytical data that determined the score. A score of 20 or more is considered medium for groundwater contamination potential. A score of 30 or greater, the score is considered high. Below are the scores and description for the watersheds in the Town of Mountain.

Table 2.1: Groundwater Contamination Potential Rankings by Watershed

Watershed	Score	Comments
Lower North Branch Oconto River	6.24	The watershed is 65% forest land cover.
South Branch Oconto River	8.73	Land Cover in the watershed is 70% forest.

Source: The Upper Green Bay Basin Plan, WDNR, 2001.

Lakes

There are 11 named lakes in the Town of Mountain according to the Wisconsin Department of Natural Resource's publication *Surface Water Resources of Oconto County 1977*. The names of these lakes are Anderson, Bear Paw, Chute Pond, Farr, Green, McComb, Midget, Pat, Temple, Waupee and Westphall. Lakes are defined as all waters navigable, meandered or public that hold water nine out of ten years (Map 2.9).

Rivers and Streams

The following information for the rivers and streams within the town has also been taken from the Wisconsin Department of Natural Resources *Surface Water Features of Oconto County, 1977*. The names of these streams are Baldwin, Bonita, Hines, McCauley, Pat, Temple, Town, Waupee, Weso and Little Waupee Creek. Streams are defined in this study as those which have a permanent flow or any streams of intermittent (seasonal) flow which have significance for recreational purposes. The Town of Mountain also contains three branches of the Oconto River which include the First South Branch, the Second South Branch and the North Branch. Along with the rivers, there are nine named creeks in the town (Map 2.10).

Floodplains

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

Development permitted to take place in these areas is susceptible to storm damage and can have an adverse effect on water quality and wildlife habitat. In addition, it can also result in increased development and maintenance costs such as: providing floodproofing, repairing damage associated with flooding and high water, increased flood insurance premiums, extensive site preparation, and repairing water related damage to roads, sewers, and water mains. Some communities have special ordinances for buildings within the floodplain for remodeling and expanding. New expansions may have to be compliant to the rules of floodplain construction.

As a result, the state of Wisconsin requires that counties, cities and villages adopt shoreland/floodplain zoning ordinances to address the problems associated with development in floodplain areas. Development in shoreland areas is generally permitted, but specific design techniques must be considered. Development in floodplain areas is strictly regulated and in some instances is not permitted. For planning and regulatory purposes, the floodplain is normally defined as those areas, excluding the stream channel, that are subject to inundation by a 1-percent-annual-chance (100-year) flood event. Because of this chance of flooding, development in the floodplain should be discouraged and the development of park and open space in these areas encouraged.

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

There are approximately 1,190 acres of floodplain within the Town of Mountain (Map 2.11). These areas are located along the North Branch of the Oconto River, Mc Comb Lake, Hines Creek and Town Creek.

Wetlands

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

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

Within the town, there are approximately 9,578 acres of Wisconsin DNR inventoried wetlands. Map 2.12 shows the Wisconsin DNR inventoried wetlands greater than two acres. It should be noted that all wetlands, no matter how small, are subject to WDNR and possible federal regulations if they meet the state definition.

WOODLANDS

There are a total of 41,478 acres of woodlands within the Town of Mountain. Approximately, 35,336 acres of these woodlands are a portion of the Nicolet National Forest. The Nicolet National Forest, owned by the Federal government, covers 661,000 acres in northeast Wisconsin. The woodlands vary from hardwoods to softwoods and include timber-jack pine, red pine, northern red oak, paper birch, aspen, etc.

Woodlands are displayed on Map 2.13 and depict lowland woodlands (woodlands within wetlands) and upland woodlands (woodlands not within wetlands). Lowland woodlands are

scattered throughout the town with the large areas located near Little Waupee Creek, along the First South Branch of the Oconto River and in the southeastern portion of the town. Lowland woodlands total 9,405 acres within the Town of Mountain. The upland woodlands (those woodlands that are not in a wetland) total 32,073 acres of land within the Town of Mountain. Upland woodlands are scattered located throughout the Town of Mountain.

AIR QUALITY ISSUES

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

WILDLIFE HABITAT

The fauna that lives within the town is quite diverse. A wide range of both hardwoods and softwoods occur in the town. Many animals such as the white-tailed deer, turkey, grouse, porcupine, fisher, snowshoe hare, otter, beaver, muskrat, gray and red squirrel, and chipmunks are some of the more well known species found in the area. Migratory fowl frequent the area during the summer months utilizing the lakes and streams to raise their young. Due to the large forested tracts of land in the town, mammals that require large areas of woodlands for hunting and raising young, such as bear, wolf, bobcat, coyote, and the bald eagle are prevalent in the town. The surface water features within the town provide habitat for fish and wildlife. Northern pike, pumpkinseed, perch, largemouth bass, walleye, black crappie, brook trout, brown trout, rainbow trout and bluegill are known to inhabit the lakes and streams of the town.

THREATENED AND ENDANGERED SPECIES

Many rare, threatened, and endangered species are found within Oconto County. There have been rare species occurrences throughout the Town of Mountain. The majority of the occurrences, both terrestrial and aquatic, have taken place in the eastern half of the town. The town also contains Hagar Mountain, which is a State Natural Area (see Scientific and Natural Areas below). Potential impacts should be discussed before development occurs so as not to disturb potential habitats for these flora and fauna. Appendix E lists the rare species and natural communities that have occurred in Oconto County identified in the Wisconsin DNR Natural Heritage Inventory.

PARKS AND OPEN SPACES

The town is limited on its availability of publicly-owned recreational sites. The Town of Mountain is located within 35,336 acres of the Nicolet National Forest (Map 2.14). The Nicolet National Forest provides many opportunities for wildlife, wilderness and recreational activities. The Town of Mountain has six parks which includes the Mountain Community Center. The town at this time does not feel the need to establish new parks because of its location in the Nicolet National Forest. Parks and recreation opportunities are covered more completely in the community facilities chapter of this document.

SCIENTIFIC AND NATURAL AREAS

State Natural Areas are designated by the WDNR Bureau of Endangered Resources as tracts of land in a natural or near natural state, which are managed to serve several purposes including scientific research, teaching of resource management, and preservation of rare native plants and

ecological communities. The Town of Mountain contains one designated scientific and natural area:

Hagar Mountain State Natural Area

Hagar Mountain, located just off CTH W in the north central portion of the town, features an excellent example of exposed igneous bedrock habitat with numerous fissures and crevices, which support some unusual plant communities and several rare plants. Also important to this site is one of the northern-most and largest turkey vulture roosting sites in Wisconsin. The steep-sided habitat varies depending on aspect and condition of the rock. Some south-sloping rock faces and exposed cliffs are virtually bare while north slopes are wooded with hemlock, and north-facing cliffs are often moss and fern-covered. The site itself is very aesthetic with numerous rock outcrops displaying scenic views and having one of the few waterfalls in the Nicolet National Forest. Hagar Mountain is owned by the USDA Forest Service and was designated a State Natural Area in 1996 (See Map 2.14).

ENVIRONMENTAL CORRIDORS

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

As part of its on-going effort to complete a regional master plan, the Bay-Lake Regional Planning Commission has begun to compile and delineate region-wide data needed for land use planning within the region. The Commission has defined its environmental corridors to include the following set of uniformly available information: All Wisconsin Department of Natural Resources identified wetlands; 100-year FEMA floodplains; areas with slopes greater than or equal to 12 percent; lakes, rivers, streams and ponds; a 75-foot lake and river setback; and a 25-foot buffer of wetlands. Other features that are considered as part of the environmental corridor definition on an area by area basis include: designated scientific and natural areas; unique and isolated woodland areas; scenic viewsheds; historic and archaeological sites; unique geology; wetland mitigation sites; isolated wooded areas; unique wildlife habitats; parks and recreational areas; and other locally identified features. Environmental corridors cover approximately 18,034 acres of land within the Town of Mountain (Map 2.15).

HISTORIC, CULTURAL AND ARCHEOLOGICAL SITES

There are many sites of historic or archeological importance within the town. Below is a description of these structures taken from a list compiled by State Historical Society of Wisconsin. Map 2.16 shows the general location of the sites. The list is compiled by many individuals on the belief that these areas be considered for eligibility on the state registry. There is a possibility that several structures or sites may not be listed. The information on these structures is dated so some structures may be altered or no longer exist. The majority of these structures are privately owned. Listed below are the two sites in the town which are listed on the National Register of Historic Places (NRHP).

1. Mountain School House (NRHP 11/22/2000) School House constructed in 1905, located on County Highway W.

2. Green Lake Picnic Ground Shelter (NRHP 5/21/1996) Camp Structure built in 1937, located at State Highway 32 and NFS road 2308.

There are also a few archeological sites in the town. To protect these sites, the location of these areas will not be given.

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

METALLIC AND NON-METALLIC MINING RESOURCES

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

COMMUNITY DESIGN

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

Signage

Community character can be impacted quite dramatically by the type of signs allowed throughout the community and along transportation corridors such as the town’s STH 32/64 and the County Trunk Road W. In order to preserve a sense of place and to help define community character without it being dictated by competing signage, the Town of Mountain has adopted an ordinance for the regulation of off-premise and on-premise billboards and signs (Ordinance #7/2001).

Many zoning ordinances prohibit types of signs that can distract drivers or cause a nuisance. Those signs that should be prohibited because of this and due to their being difficult to make and keep attractive include off-site advertising signs, roof signs and portable signs. Billboards can have the potential to degrade the community’s entryways “doorways” (such as along STH 32/64

entering from the north or south) and should be prohibited within these areas. Additional signs for prohibition include those that are inflatable, flashing, rippling or sparkling, strings of lights, use of tinsel, “pom poms”, pinwheels, pennants, banners, and streamers. The community needs to evaluate whether changeable letting, electronic message boards, and trademark color schemes are to be prohibited if considered disruptive to the community or detract from the visual character of the community. The community should also take on the added responsibility of informing the zoning authority of signs that are distracting and/or do not follow existing rules and ordinance so that they come into conformance and not establish a negative “Norm” for the community appearance.

Landmarks

Landmarks are important reference points that represent a prominent feature of the landscape and have the ability to distinguish a locality, mark the boundary of a piece of land, or symbolize an important event or turning point in the history of a community. It is encouraged that wherever possible, public buildings, monuments and parks should be located at important intersections at the end of streets. In new developments, prominent sites should be reserved for civic buildings.

- Church of Christ
- Saint Michael’s Church
- Tabor Lutheran Church
- Mountain School House
- Green Lake Picnic Ground Shelter
- Town of Mountain Historical Society Log Cabin Museum
- Mountain Community Center

Pathways

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

It is encouraged that major pathways receive special planning and control considerations to include site design reviews, lighting/signage/landscaping controls to ensure that a heavily used corridor (through the community) does not become an “eyesore” nor a safety hazard due to a confusing stretch of roadway cluttered with competing signage and hard to access driveways. All this compounded by high traffic volumes and high traffic speeds would most likely be a liability to the community’s character and overall development potential. Secondary pathways should be largely allowed to remain uncluttered and undeveloped in order to promote valued aesthetic qualities of the community. In some instances by meandering/curving the pathway will help reduce speeds, will reduce the horizon point and thus add to the leisurely use of the route.

Major:

- State Highway 32 and 64

Secondary:

- County Trunk Highway W

- All Town roads

Minor

- Existing and future trails/recreational routes.

Edges

Like pathways, edges are linear. Edges are important organizing elements that represent boundaries that can be soft or hard, real or perceived. Edges should be well defined in order to allow the traveler to transition from one use to another and to keep certain uses from negatively affecting others. Allowing ample natural vegetation or open spaces to separate uses is one preferred method. Edges within the town include:

- Oconto River
- State Highway 32/64
- County Trunk Highway W

District

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

- Community of Mountain

Nodes

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

- County Trunk Highway W
- Mountain Town Office
- Church of Christ
- Saint Michael's Church
- Tabor Lutheran Church
- Mountain Community Center
- Mountain Fire Station

Community Entryways

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

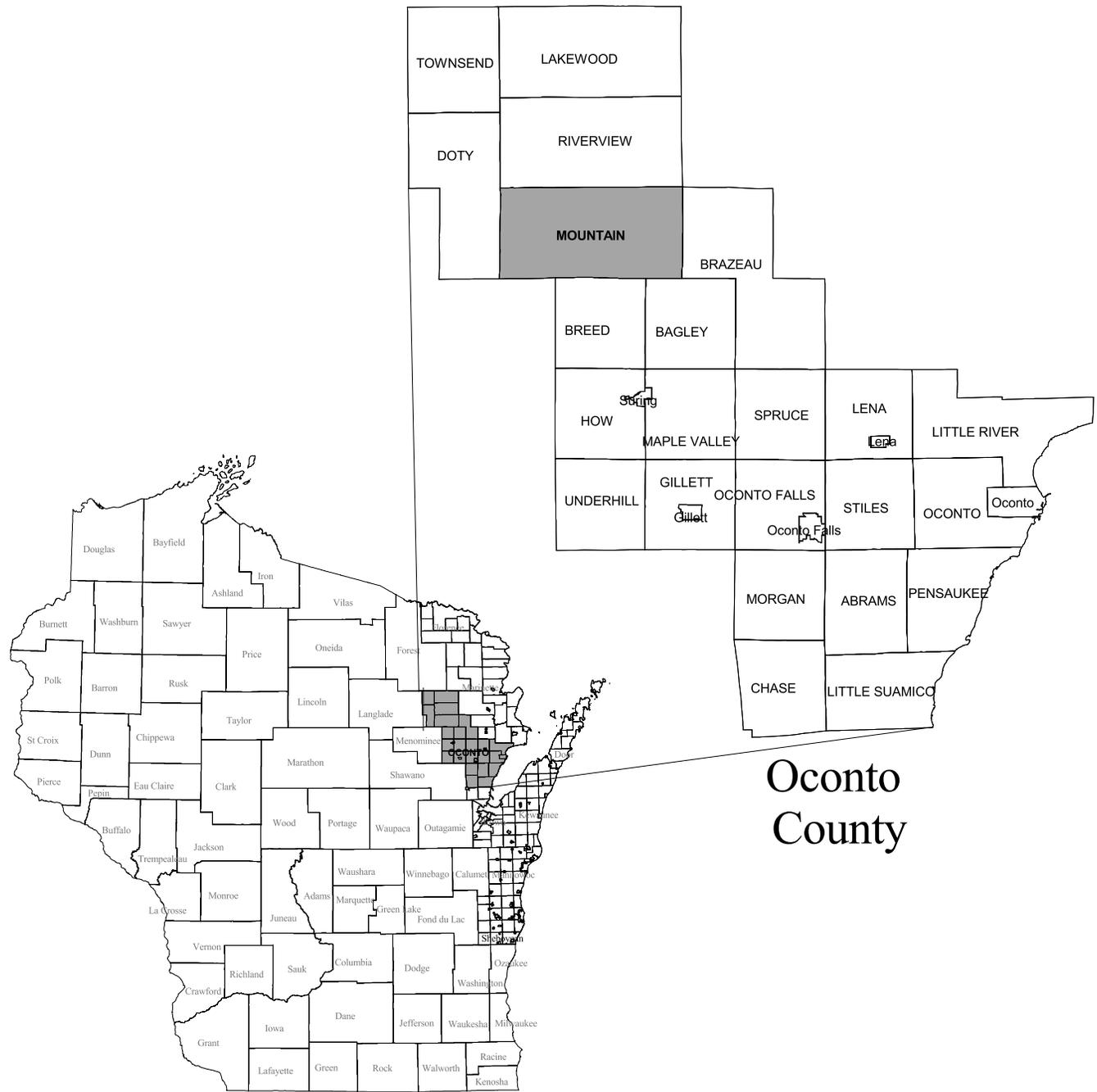
The **Primary** entryways into Mountain should be protected and enhanced. These areas may contain high quality public entry signs and/or public art which can be used to formally announce entry to the town. Around the town's periphery, primary entrances include STH 32/64 and CTH W entering the Town of Mountain. In order to preserve a sense of place and to help define community character, the Town of Mountain could install unique signage on the highways entering the town. It is recommended that the town (at a minimum) maintain any existing entry signs throughout the planning period.

The **Secondary** entryways into the Town of Mountain are more subtle portals enjoyed by town property owners and would include the town roads entering the community. The use of formal entry markers such as signage and artwork should be low key, if used at all, in order to maintain the rural look of the area.

Location Map

Town of Mountain

Oconto County, Wisconsin

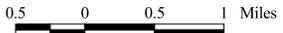
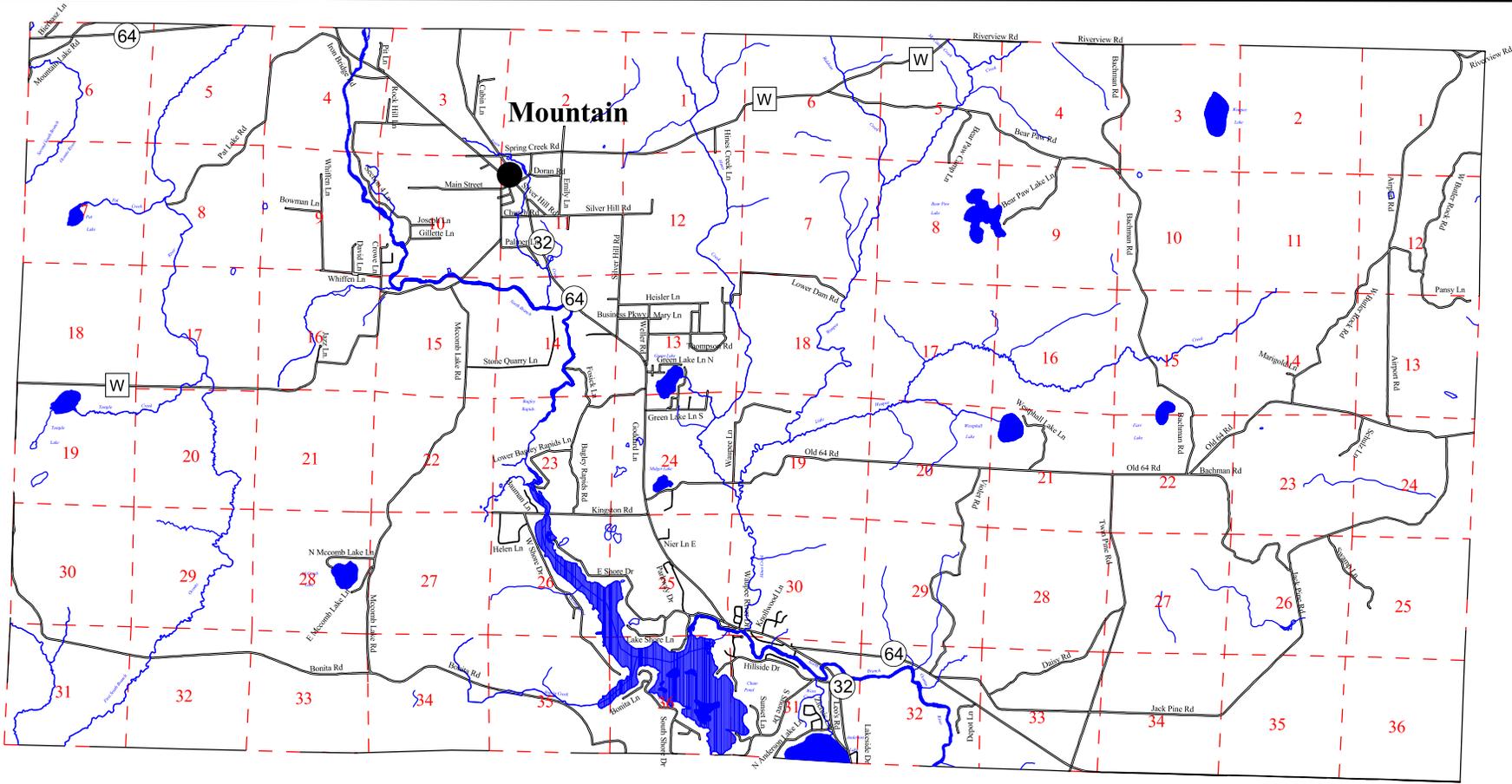


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Source: Bay-Lake Regional Planning Commission, 2003.

Planning Area Town of Mountain Oconto County, Wisconsin



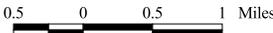
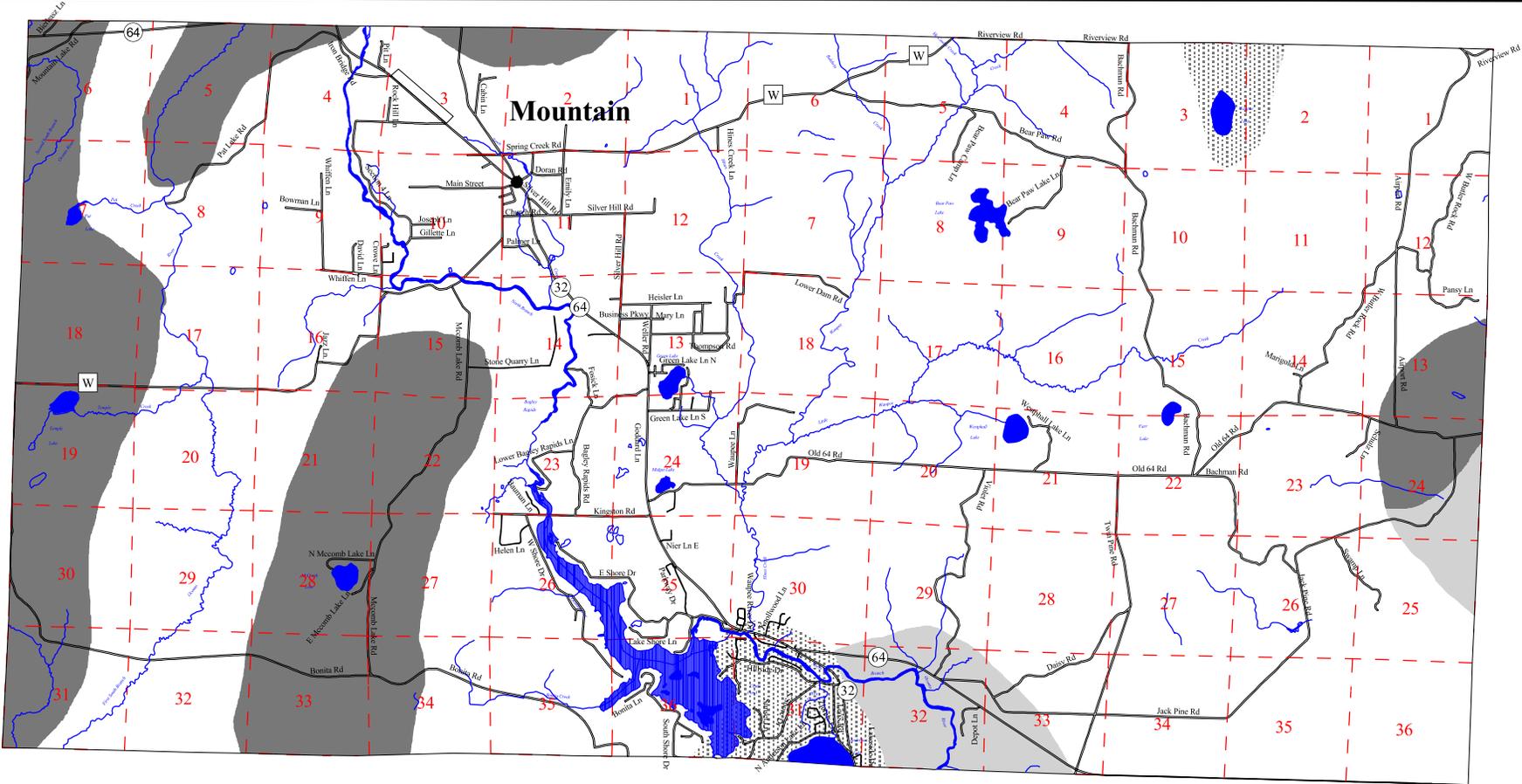
Map Features

-  Unincorporated Community
-  State Highway
-  County Highway
-  Local Road
-  Surface Water Features
-  Section Line
-  Section Number



Source: Bay-Lake Regional Planning Commission, 2003.

Glacial Geology Town of Mountain Oconto County, Wisconsin



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

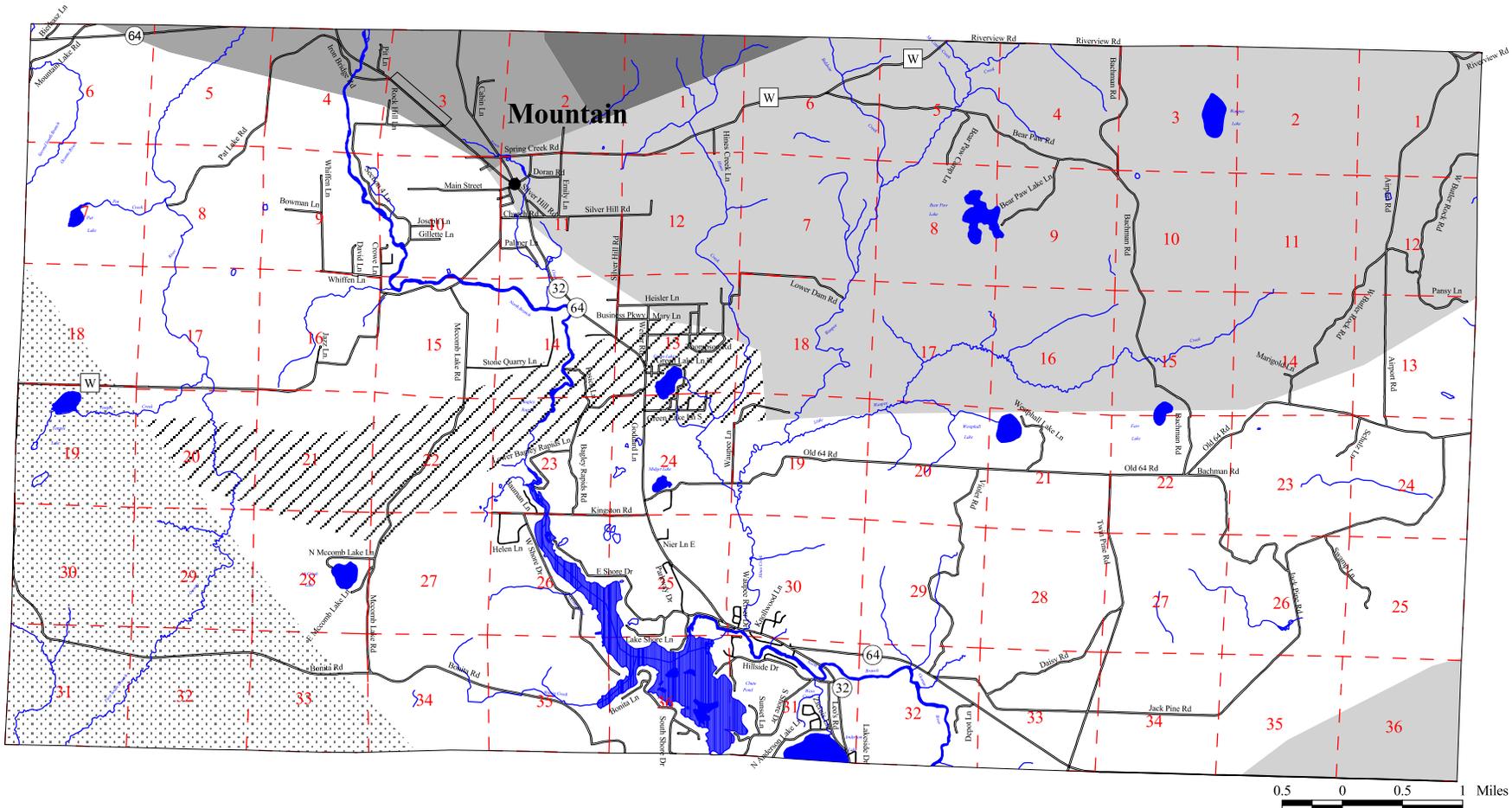
- Map Features**
- Unincorporated Community
 - State Highway
 - County Highway
 - Local Road
 - Surface Water Features
 - Section Line
 - Section Number



Source: USGS, 1974; Bay-Lake Regional Planning Commission, 2003.

2-20

Bedrock Geology Town of Mountain Oconto County, Wisconsin



-  Devonian Sedimentary Rocks
-  Hager Quartz Porphyry
-  WRB-Belognia Granite
-  WRB-Peshtigo Mangerite
-  WRB-Wolf River Granite
-  Bimodal Volcanics

- Map Features**
-  Unincorporated Community
 -  State Highway
 -  County Highway
 -  Local Road
 -  Surface Water Features
 -  Section Line
 -  Section Number

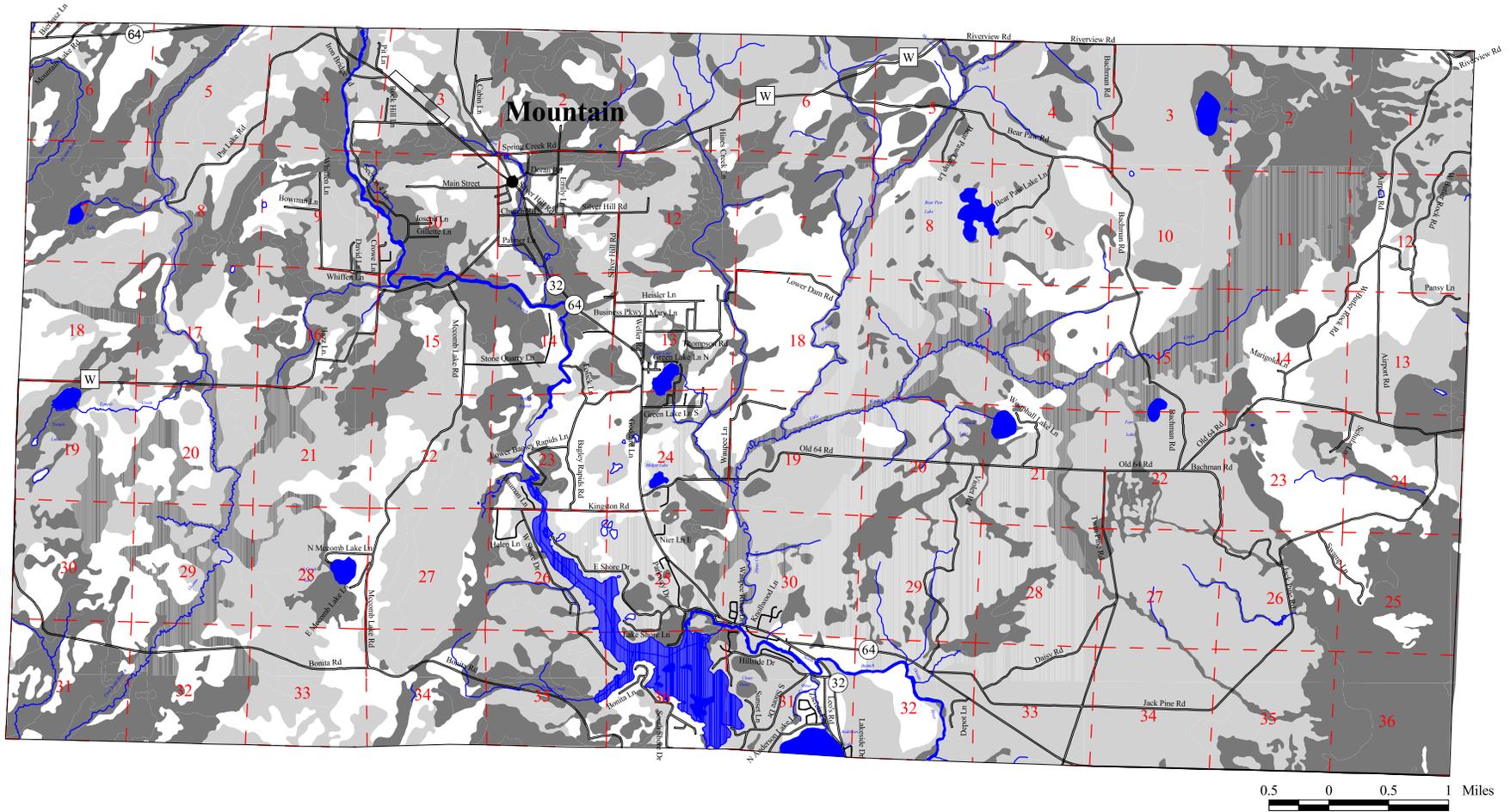


Source: USGS; Bay-Lake Regional Planning Commission, 2003.

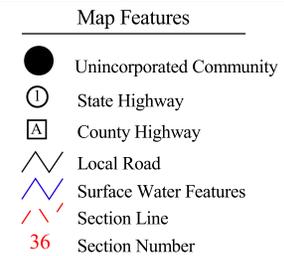
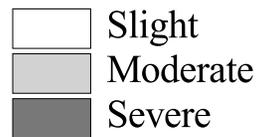
2-21

Soil Limitations for Dwellings with Basements Town of Mountain Oconto County, Wisconsin

Map 2.5



2-22

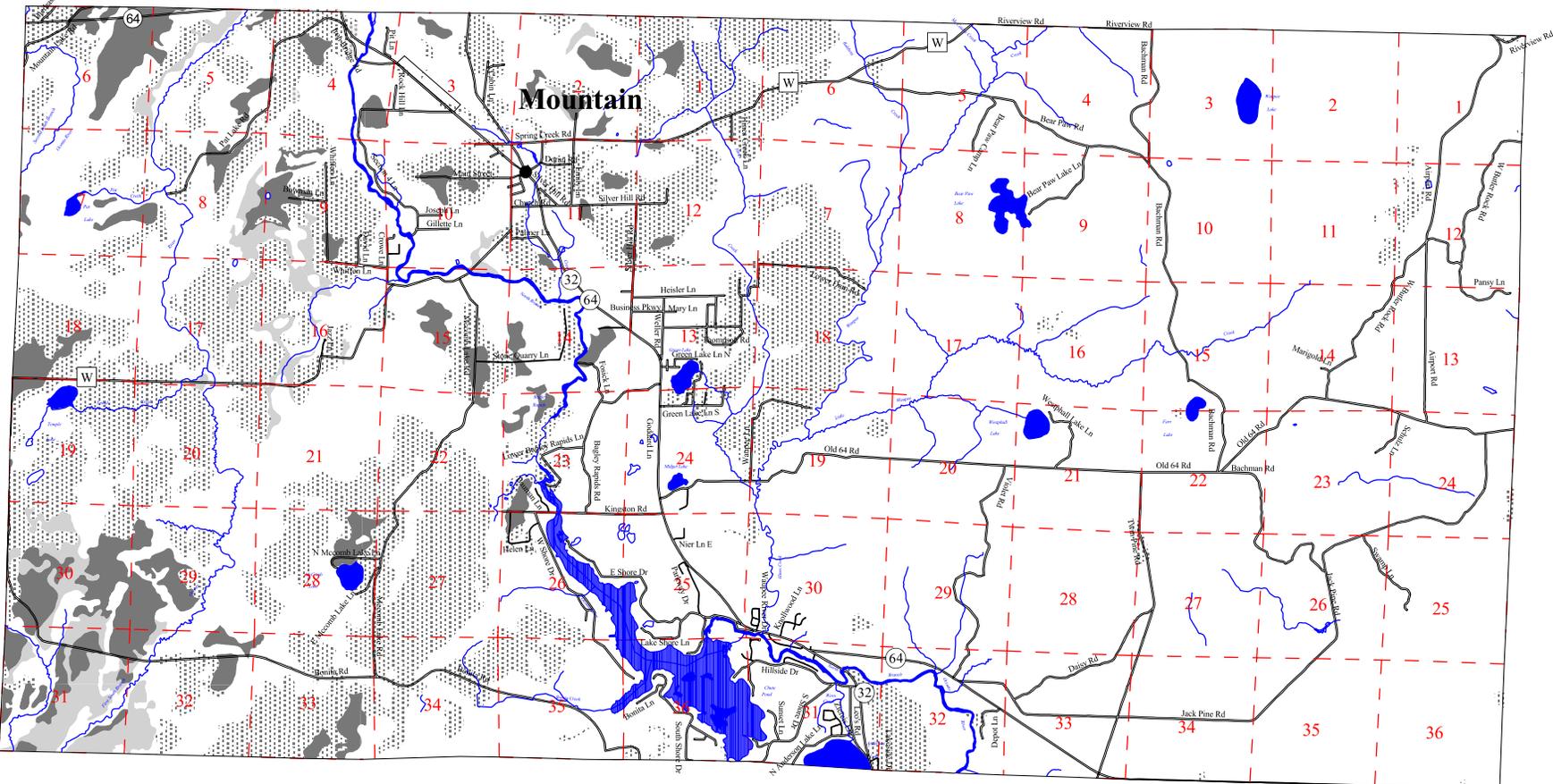


Source: NRCS; Bay-Lake Regional Planning Commission, 2003.

Prime Agricultural Soils

Town of Mountain

Oconto County, Wisconsin



0.5 0 0.5 1 Miles

-  Prime
-  Prime with Conditions
-  Statewide Importance
-  Not Prime

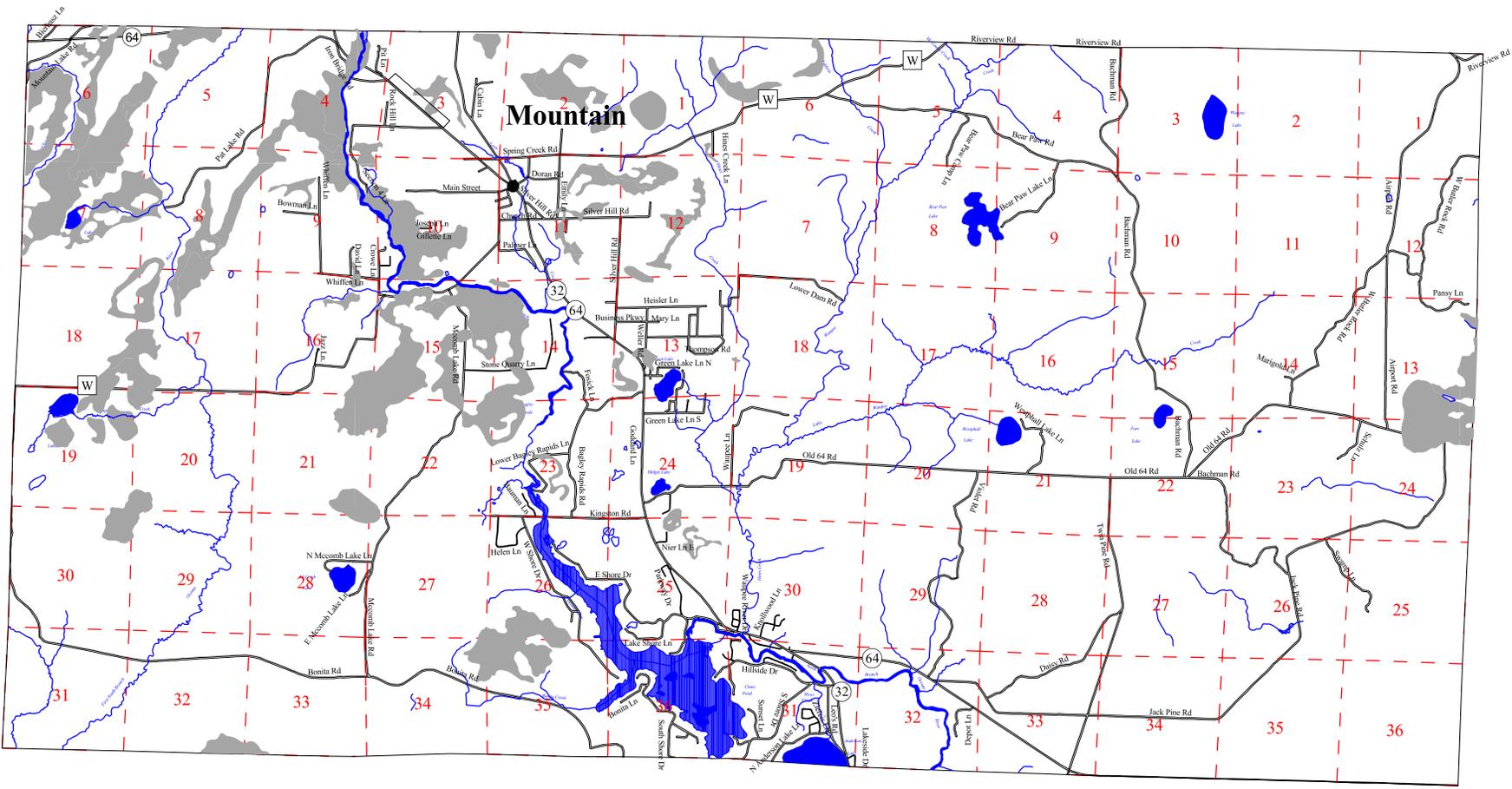
- Map Features
-  Unincorporated Community
 -  State Highway
 -  County Highway
 -  Local Road
 -  Surface Water Features
 -  Section Line
 - 36 Section Number



Source: NRCS; Bay-Lake Regional Planning Commission, 2003.

2-23

Steep Slope Town of Mountain Oconto County, Wisconsin



2-24

 **Steep Slope**
(12% or Greater)

Map Features

-  Unincorporated Community
-  State Highway
-  County Highway
-  Local Road
-  Surface Water Features
-  Section Line
-  Section Number

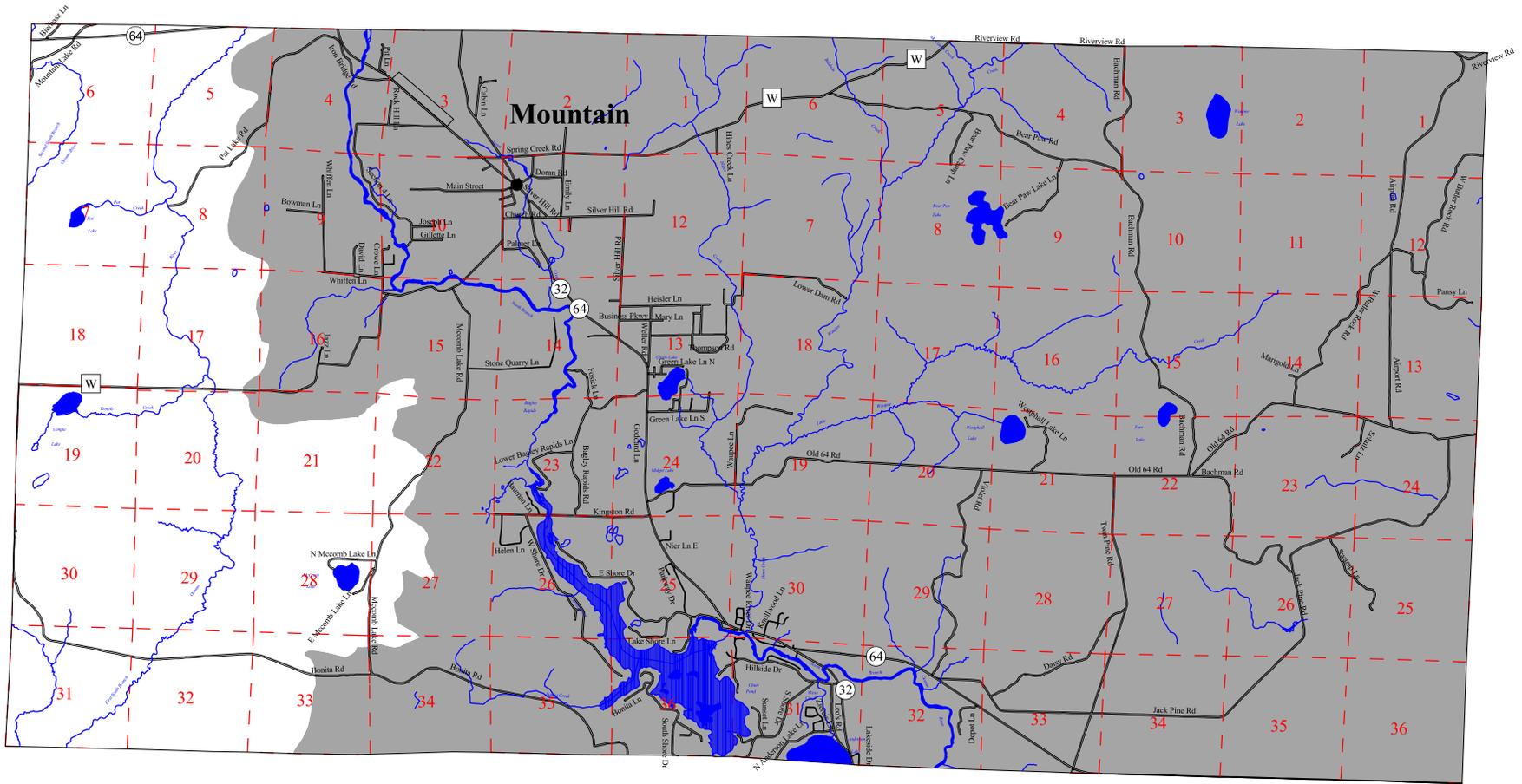


Source: NRCS; Bay-Lake Regional Planning Commission, 2003.

Watersheds

Town of Mountain

Oconto County, Wisconsin



2-25



Lower North Branch Oconto River
South Branch Oconto River

Map Features

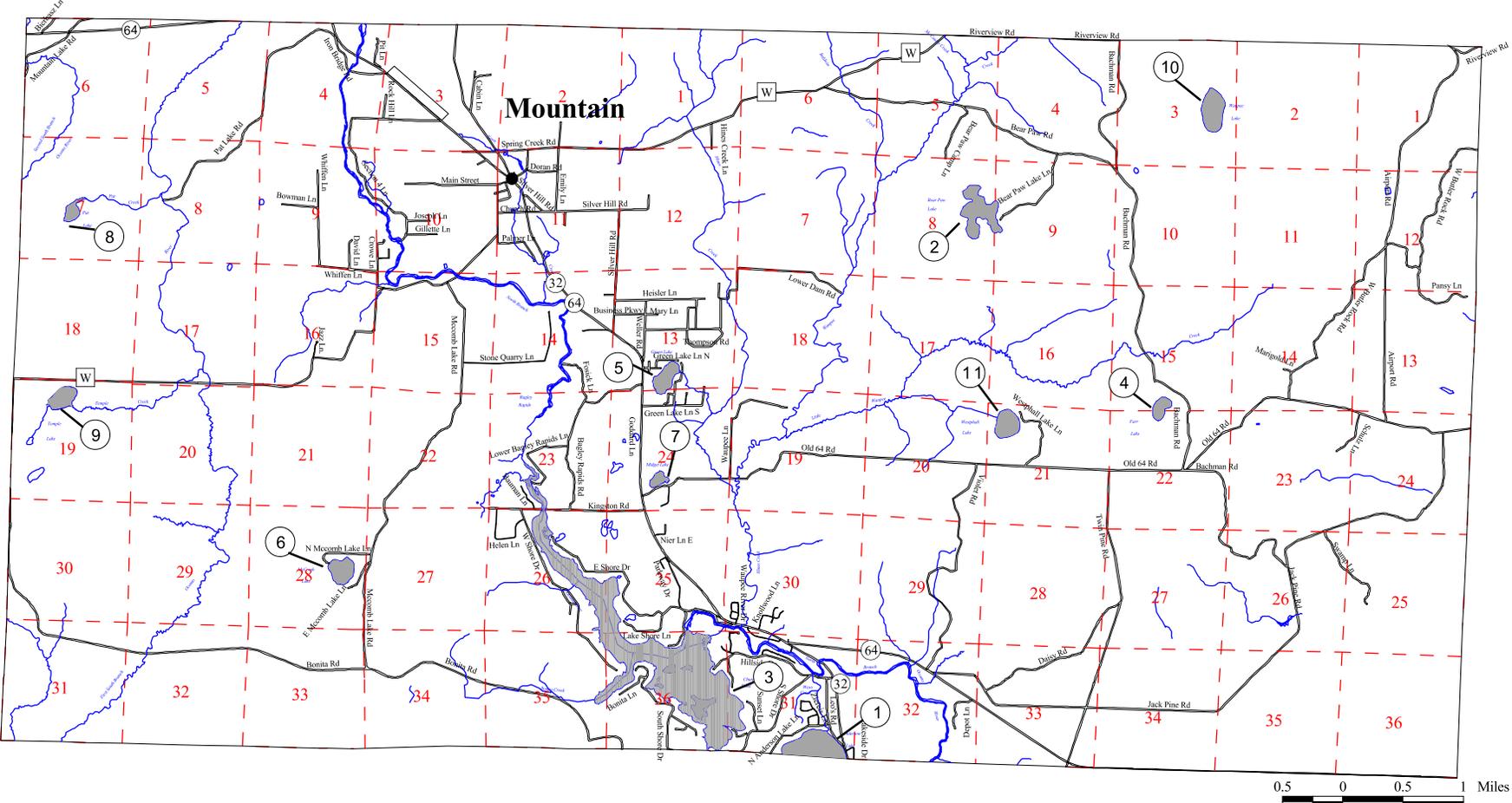
-  Unincorporated Community
-  State Highway
-  County Highway
-  Local Road
-  Surface Water Features
-  Section Line
-  Section Number



Surface Water Features- Lakes

Town of Mountain

Oconto County, Wisconsin



Lake

- | | |
|------------------|--------------------|
| 1. Anderson Lake | 7. Midget Lake |
| 2. Bear Paw Lake | 8. Pat Lake |
| 3. Chute Pond | 9. Temple Lake |
| 4. Farr Lake | 10. Waupee Lake |
| 5. Green Lake | 11. Westphall Lake |
| 6. McComb Lake | |

Map Features

- Unincorporated Community
- State Highway
- County Highway
- Local Road
- Surface Water Features
- Section Line
- Section Number



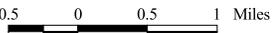
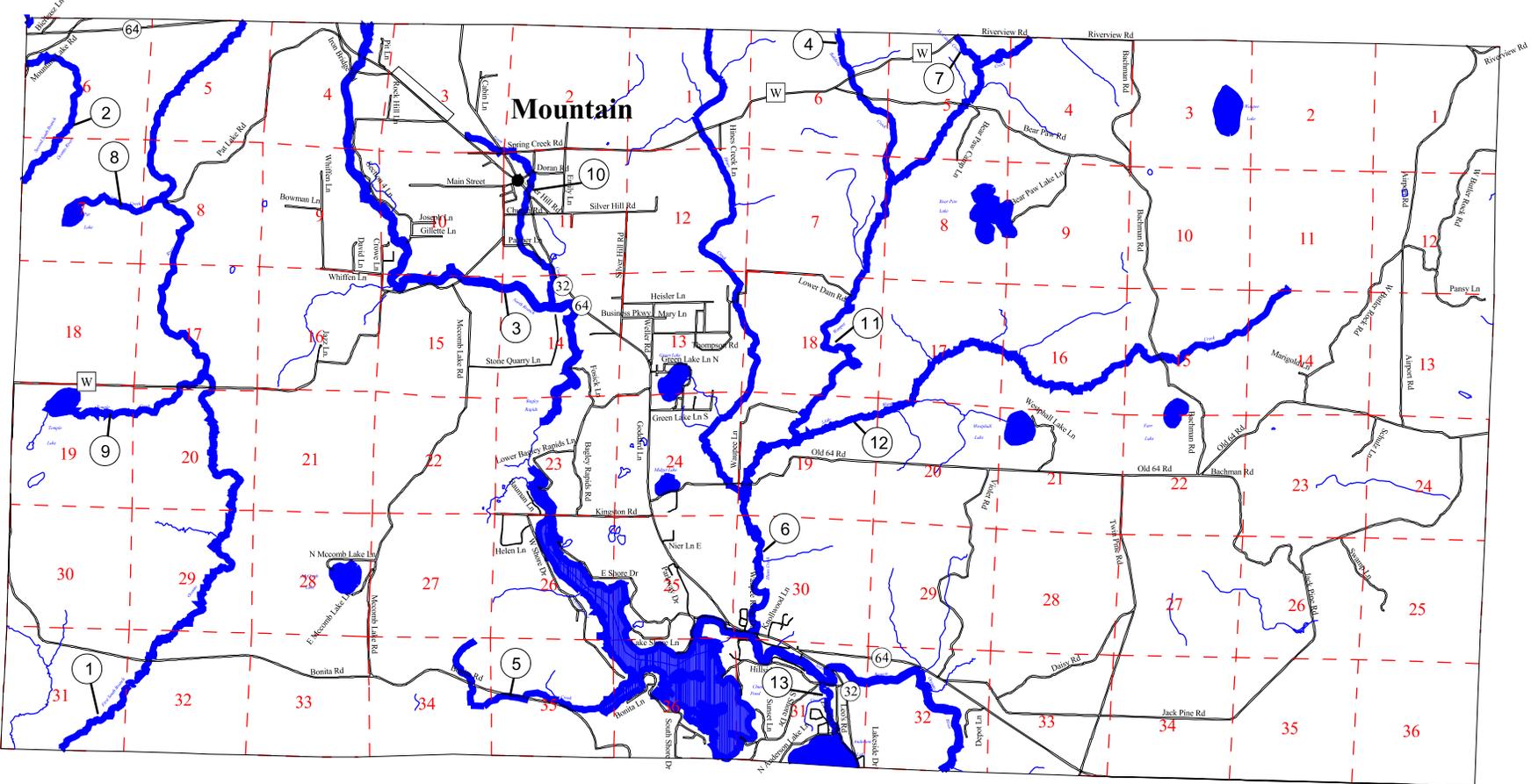
Source: WDNR; Bay-Lake Regional Planning Commission, 2003.

2-26

Surface Water Features- Rivers & Streams

Town of Mountain

Oconto County, Wisconsin



 River or Stream

- | | |
|--|-------------------------|
| 1. First South Branch of the Oconto River | 7. McCauley Creek |
| 2. Second South Branch of the Oconto River | 8. Pat Creek |
| 3. North Branch of the Oconto River | 9. Temple Creek |
| 4. Baldwin Creek | 10. Town Creek |
| 5. Bonita Creek | 11. Waupee Creek |
| 6. Hines Creek | 12. Little Waupee Creek |
| | 13. Weso Creek |

Map Features

-  Unincorporated Community
-  State Highway
-  County Highway
-  Local Road
-  Surface Water Features
-  Section Line
-  Section Number



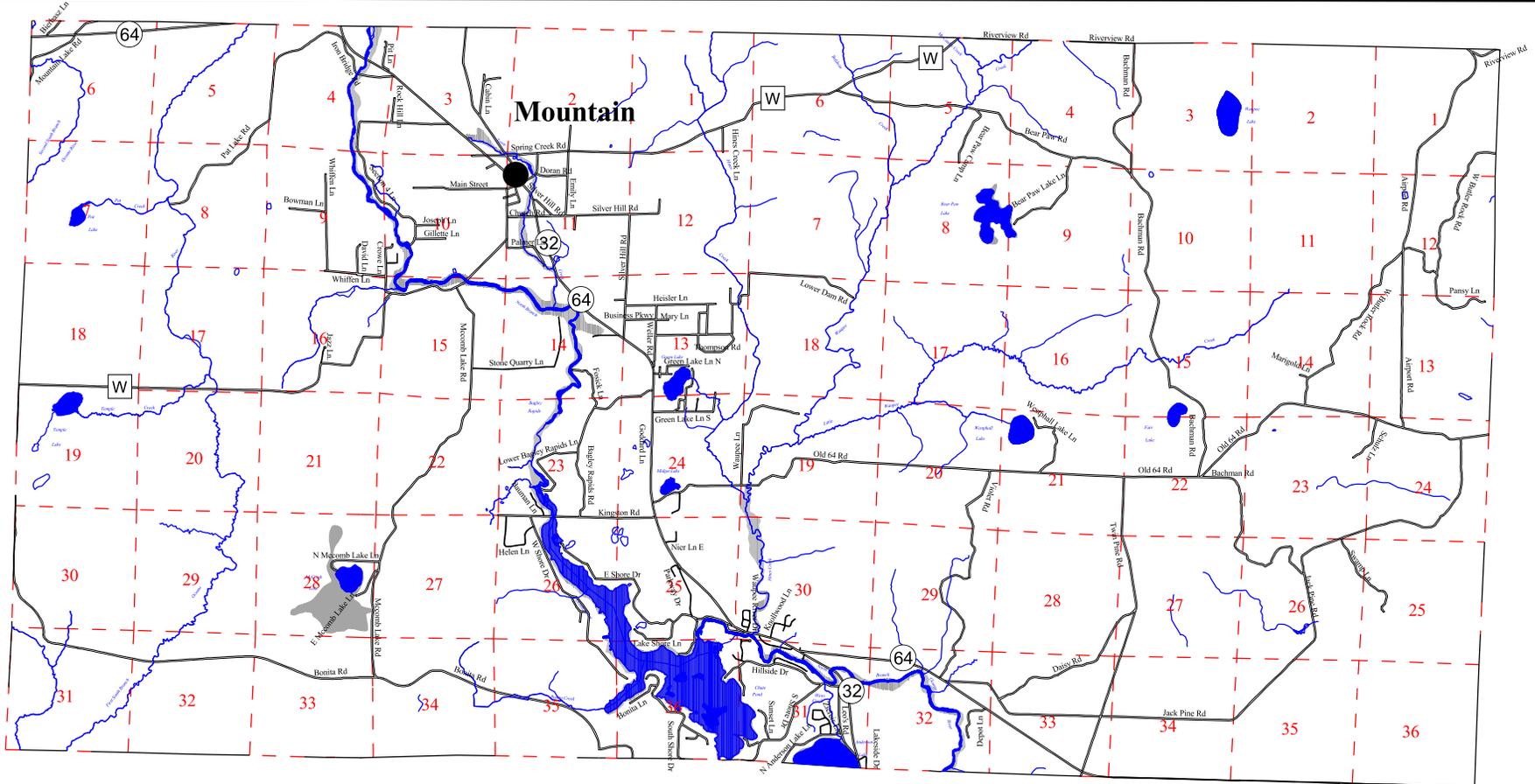
Source: WDNR; Bay-Lake Regional Planning Commission, 2003.

2-27

Floodplains

Town of Mountain

Oconto County, Wisconsin



2-28

 100 - Year Floodplain

Map Features

-  Unincorporated Community
-  State Highway
-  County Highway
-  Local Road
-  Surface Water Features
-  Section Line
-  Section Number

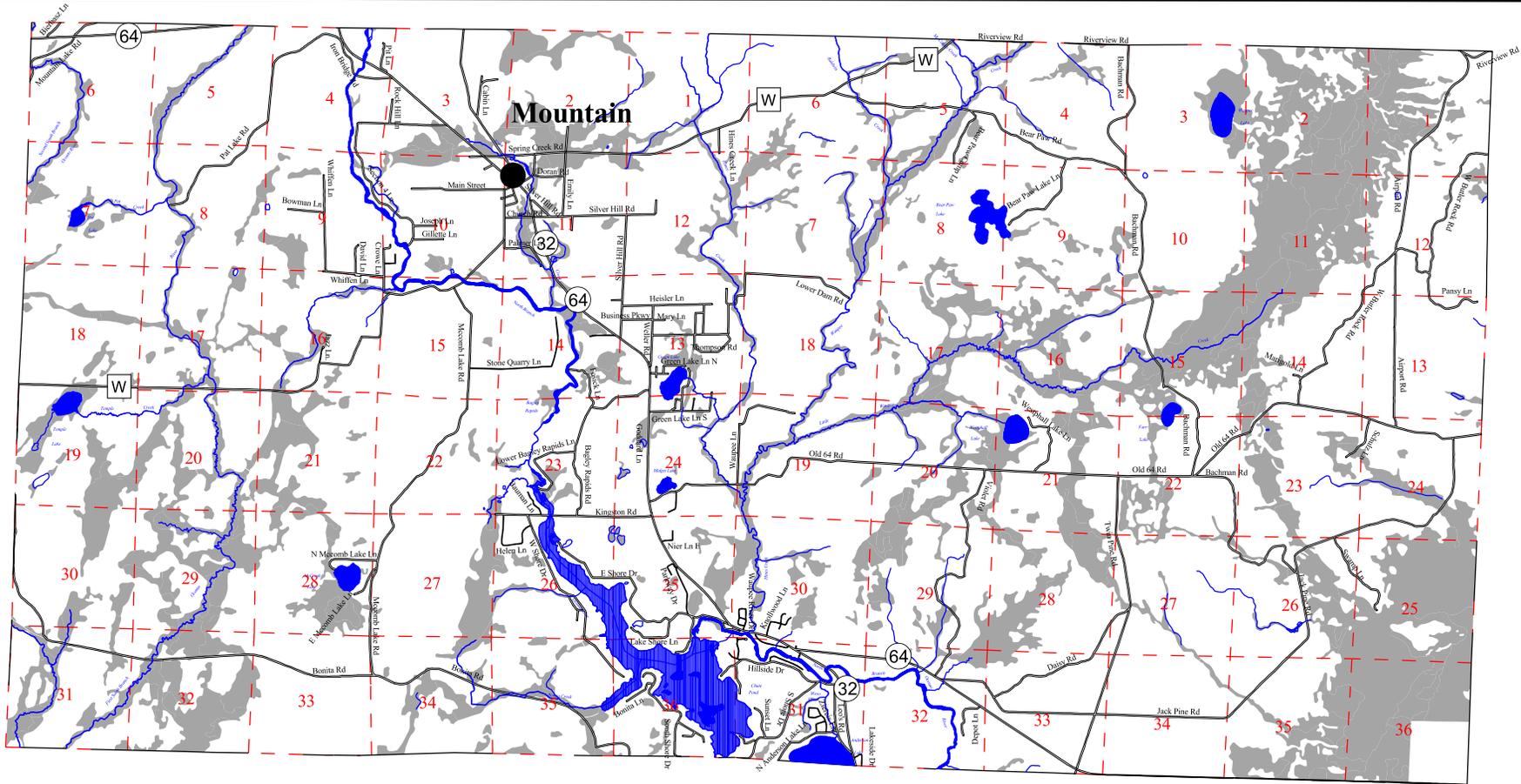


Source: F.E.M.A. F.I.R.M.; Bay-Lake Regional Planning Commission, 2003.

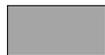
Wetlands

Town of Mountain

Oconto County, Wisconsin



2-29



WDNR Wetlands
(Greater Than 2 Acres)

Map Features

-  Unincorporated Community
-  State Highway
-  County Highway
-  Local Road
-  Surface Water Features
-  Section Line
-  Section Number

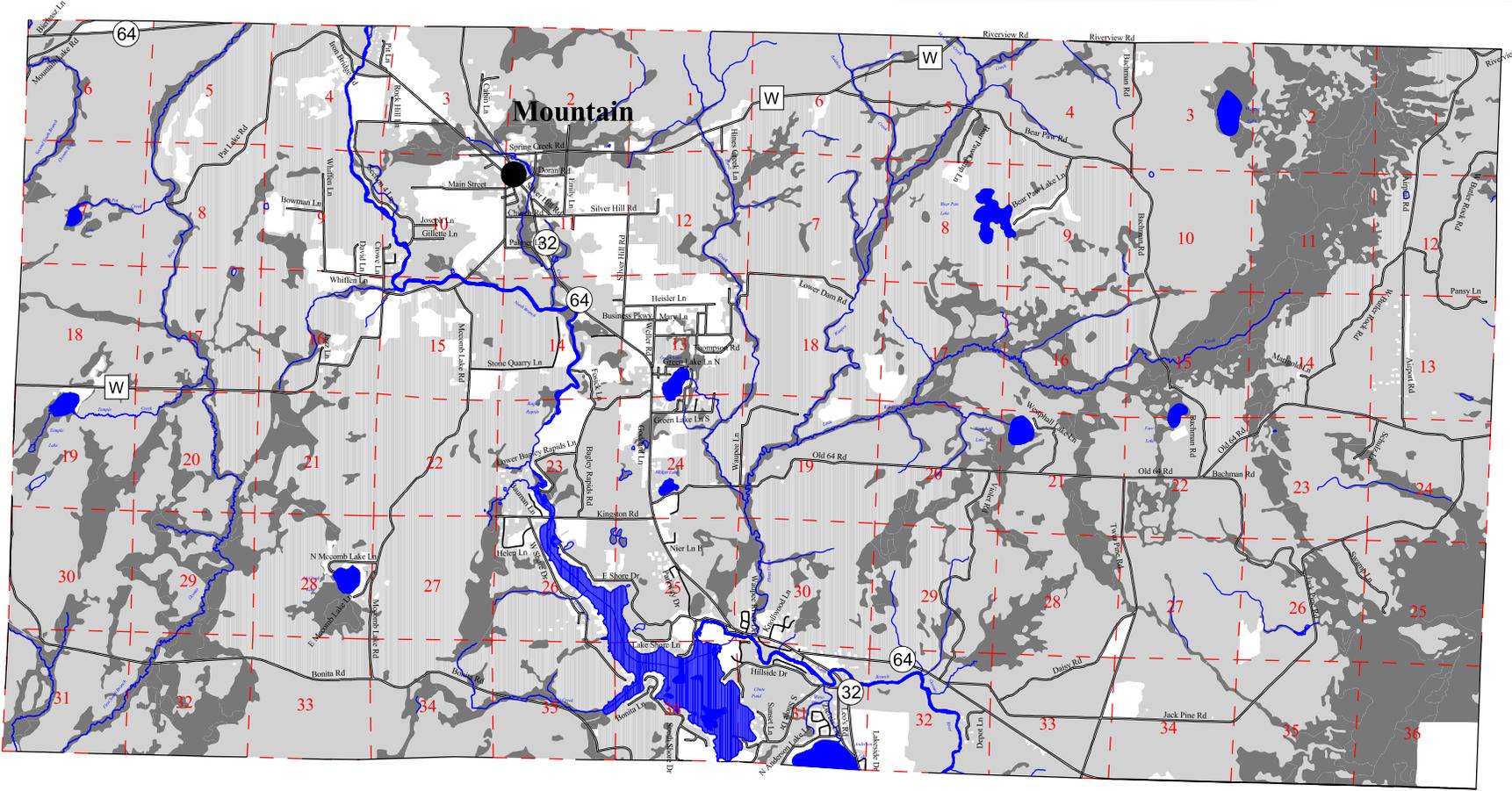


Source: WDNR; Bay-Lake Regional Planning Commission, 2003.

Woodlands

Town of Mountain

Oconto County, Wisconsin



2-30

0.5 0 0.5 1 Miles

Map Features

-  Unincorporated Community
 -  State Highway
 -  County Highway
 -  Local Road
 -  Surface Water Features
 -  Section Line
 -  Section Number
-  Upland Woodlands
 -  Lowland Woodlands

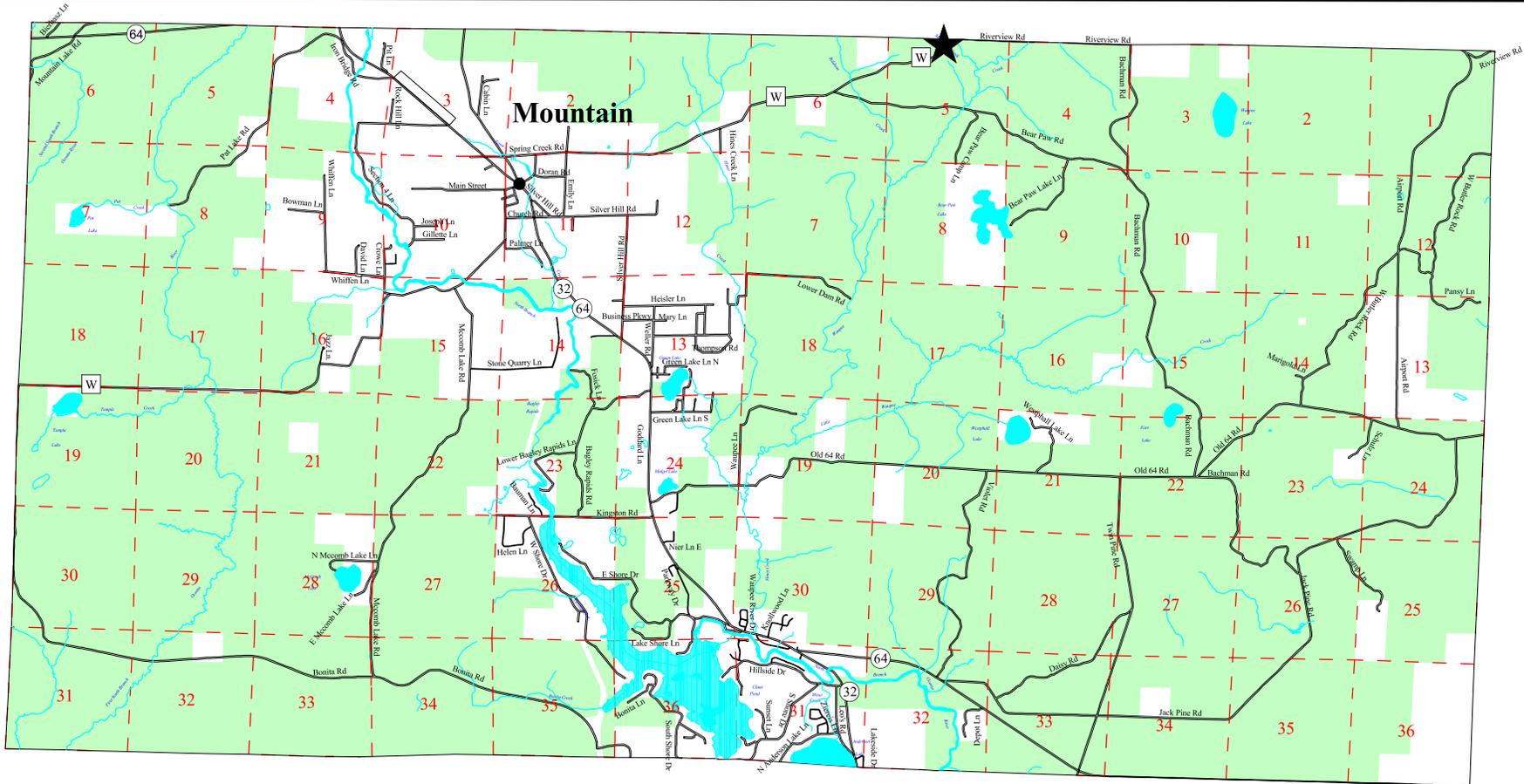


Source: WDNR; Bay-Lake Regional Planning Commission, 2003.

Nicolet National Forest/Natural Area

Town of Mountain

Oconto County, Wisconsin



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

-  Nicolet National Forest
-  Private Ownership
-  Hagar Mountain State Natural Area

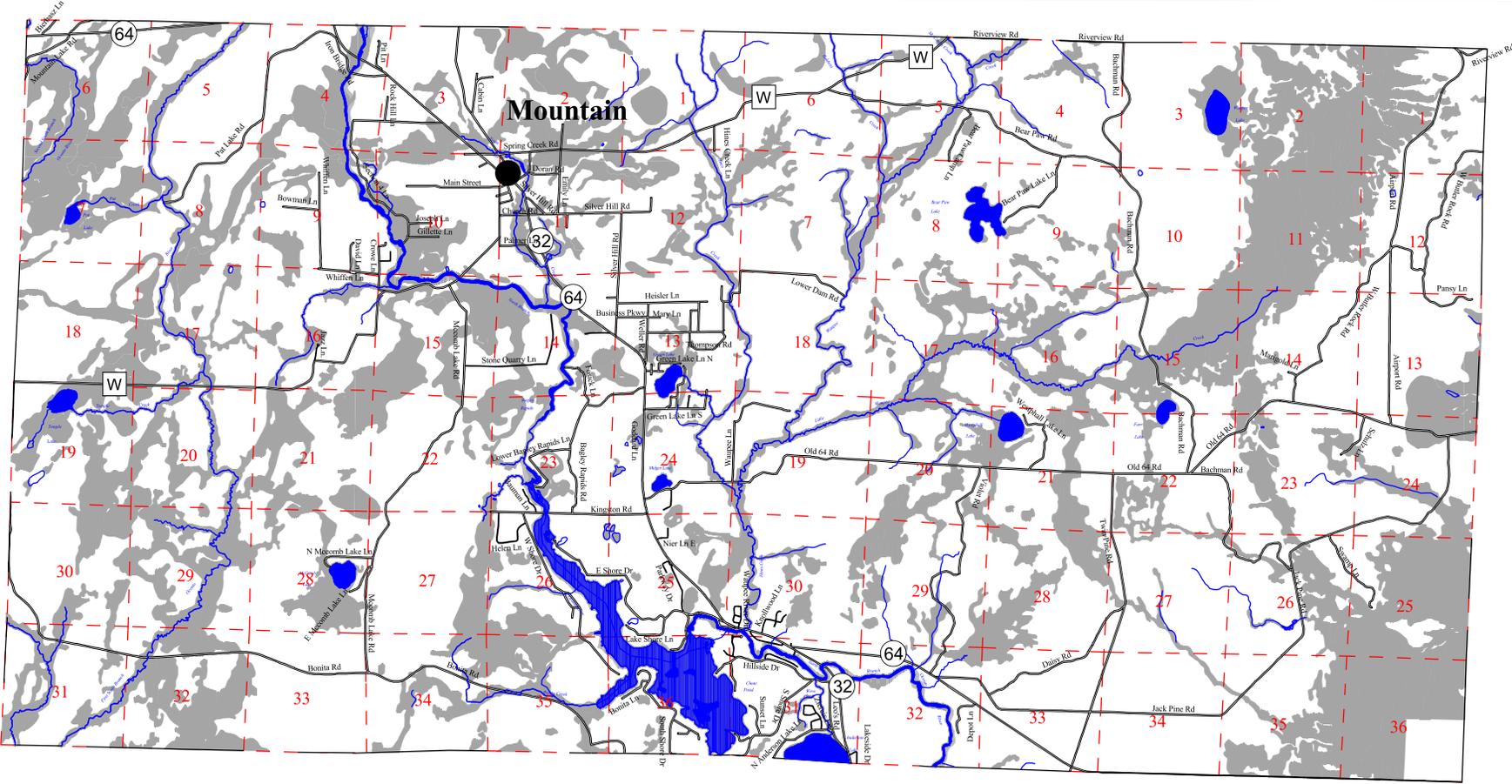
- Map Features**
-  Unincorporated Community
 -  State Highway
 -  County Highway
 -  Local Road
 -  Surface Water Features
 -  Section Line
 -  Section Number



Environmental Corridors

Town of Mountain

Oconto County, Wisconsin



0.5 0 0.5 1 Miles

Map Features

-  Unincorporated Community
-  State Highway
-  County Highway
-  Local Road
-  Surface Water Features
-  Section Line
-  Section Number



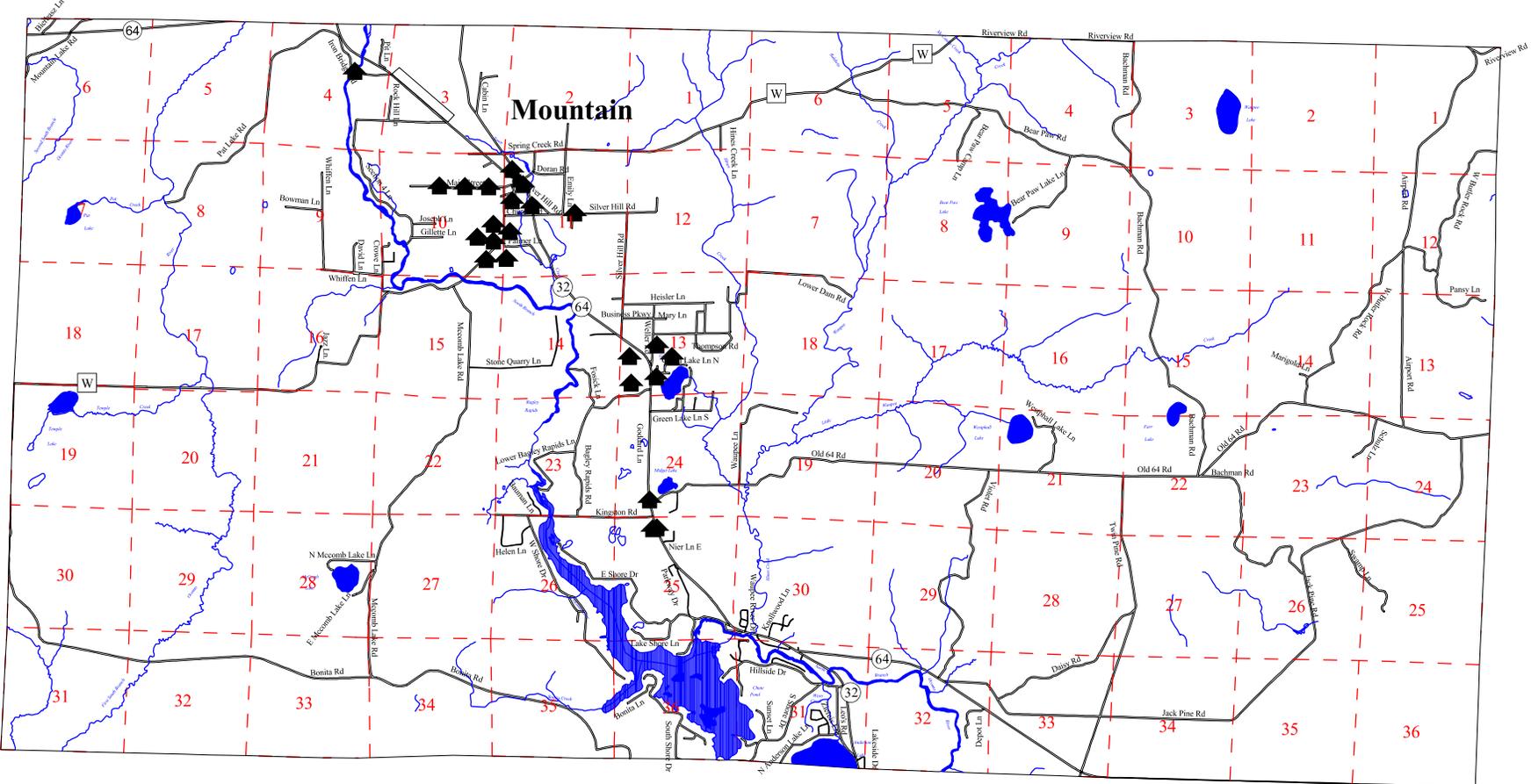
 Environmental Corridor

Source: Bay-Lake Regional Planning Commission, 2003.

Historic Sites

Town of Mountain

Oconto County, Wisconsin



2-33

Map Features

-  Unincorporated Community
-  State Highway
-  County Highway
-  Local Road
-  Surface Water Features
-  Section Line
-  Section Number



Historic Site*

*Approximate Location



Source: WI Historical Society, 2003; Bay-Lake Regional Planning Commission, 2003.

Chapter 3 - HOUSING AND POPULATION

INTRODUCTION

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

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

SUMMARY AND IMPLICATIONS

1. The town population in 2000 was recorded at 860 persons, a 17.8 percent increase from 1990.
2. In 2000, the largest age group was between 35 and 54 years old. This puts many residents within the age group traditionally having the highest earning power (33 to 55 years old).
3. The town's median age in 2000 was 44.9 years old, which indicates a growing adult population. Implications are that an aging community may require additional specialized services to accommodate these age groups in the future.
4. The town's population has increased significantly over the course of the last four decades, with the exception of a slight drop (5 persons) in the 1980s. Similar to other neighboring towns within Oconto County, the Town of Mountain has experienced (over the past three decades) an age structure shift towards the older age groups, although their median age has actually gone down since 1970. The town's median age of about 45 is still somewhat higher than the state median age of just 36 years. This may lead the town to spend more on services to accommodate an aging population over the next twenty years of this plan. Likewise, the aging population can also mean additional business opportunities, especially for a rural town like Mountain. This aging population requires basic services such as groceries, housing and health care, but these persons tend to spend their incomes locally, if given opportunities. Well planned and financed services and programs directed towards the elderly can go a long way in keeping the buying power of the retired community within the area.
5. As reported by the 2000 U.S. Census, the total number of housing units in the Town of Mountain has declined (308 units) from 1990 to 2000. The household size for the town is expected to decline over the next 20 years from 2.26 to 2.08 persons per household.
7. At approximately 2.08 persons per household, the town can expect an increase of 116 to 181 occupied housing units by 2020.

Throughout the planning period there will be a demand for additional housing units within the town. A growing population, a region wide demand for larger lot sizes, a growing number of out-

dated residential structures and a trend of smaller household sizes is expected to increase the demand for new residential developments. The town will need to consider specific areas to accommodate this change in land use while ensuring adequate services are provided. It should be noted that additional housing does not always lead to a community making money, and in most cases can be the most costly land use development due to the wide array of supporting services needed to accompany it. The town should closely monitor all costs, associated with future housing on the town's budget in order to best control future property taxes.

8. In 2000, 11.6 percent of housing units (101 structures) were built before 1940.
9. In 2000, 12 renters were living in "non-affordable" housing, due to their paying 30 percent or more of their incomes towards rent.
10. In 2000, 11 homeowners were paying 30 percent or more of their incomes towards housing payments.
11. According to the 2000 Census the Median Household Income for the town was \$30,598, significantly less than Oconto County as a whole (\$46,846) and the state of Wisconsin recorded at \$43,791.

Approximately 72 percent of the housing units within the Town of Mountain are single family residential, with the majority of the remaining units being mobile homes. There are renters and home owners that are considered to be living in non-affordable housing. For the reasons listed above, it is likely that some residents will need additional assistance regarding loans for housing rehabilitation as well as affordable housing. The town should stay aware of assistance programs and county efforts and explore actions that promote a mix of housing choices.

Because the town is experiencing an increase in overall population, this plan's future land use is projecting an increase of 116 to 181 new occupied units over the twenty year planning period. Enough undeveloped land exists within the town to accommodate these growth forecasts.

Overall, as a rural community, the Town of Mountain supports the ideals of promoting housing for all residents, providing a range in housing, working towards gaining more financial assistance for its residents for rehabilitation of housing and rental assistance by working with Oconto County, the state and federal agencies.

HOUSING STRATEGY

The current legislation on comprehensive plans under s 66.1001 requires that the housing element will need to be integrated and made consistent with the other eight elements of the comprehensive plan. For example, implementing the goals and policies of the housing element will need to correspond to actions undertaken in other elements such as land use, economic development, transportation, and community facilities.

The following stated *Goals, Objectives, Policies, and Programs* are based on the information provided within this chapter of the comprehensive plan, with special attention being made to the detailed actions and programs available to the town identified at the end of this chapter. The town reviewed the options it has in order to obtain a balanced housing initiative. The preferred options the town wishes to implement are integrated into the statements below.

Housing Goal

To provide for a variety of quality housing opportunities for all segments of the town's population in such a way that will minimize the adverse impacts on the environment and preserve the town's rural character.

Objectives:

1. To develop and enforce policies and programs to assist citizens to obtain adequate housing.
2. Encourage new housing development in areas that will preserve the rural nature of the town.

Policies

1. Provide adequate housing for all persons including low and moderate income, elderly, and handicapped residents of the town.
2. Rehabilitate and preserve the existing housing stock in the town.
3. The construction of new homes should be regulated by adequate building codes and ordinances.
4. Encourage single family dwellings, seasonal homes/cottages throughout the town, and multi-family dwellings, duplexes, and new subdivisions in designated areas.
5. Identify unique natural areas that should be retained as open space prior to new development.
6. Explore new development ideas to minimize possible negative impacts on the lakes and the environment.

Programs

1. Work with federal, state, and county agencies to assist town residents in achieving home loans.
2. Work with the state, county and BLRPC to monitor the town's population characteristics to stay informed of changing demographics/characteristics within the town.
3. Establish a group or committee to investigate the use and establish a set of standards/criteria in order to best develop regulations regarding the future use of development practices (i.e., conservation subdivisions). When appropriate, work with the county and BLRPC to develop a set of ordinances, for the town, designed to further these developmental practices.

POPULATION CHARACTERISTICS

Historical Population Levels

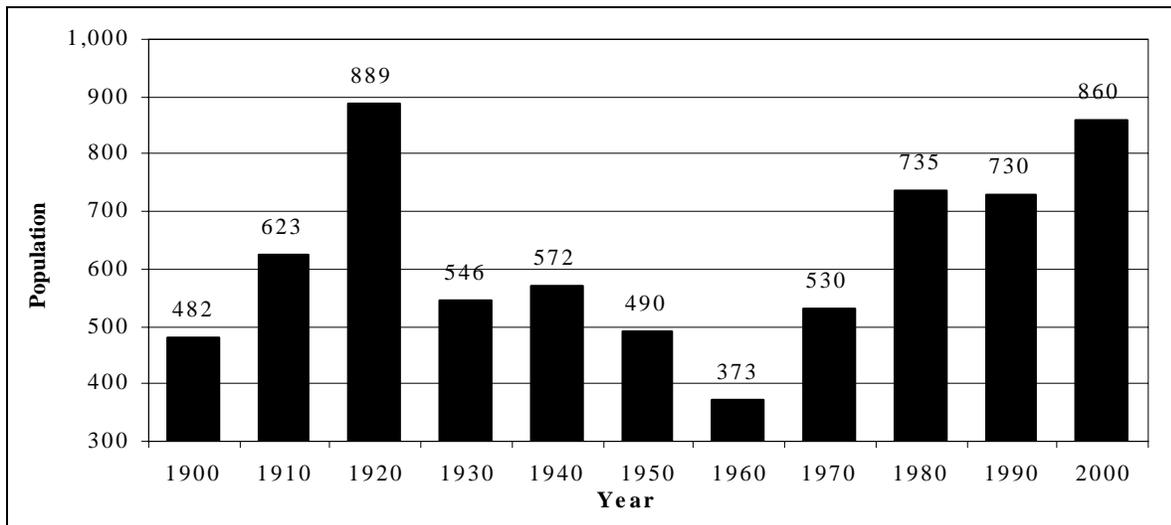
Figure 3.1 and Table 3.1 displays the increases and decreases of the historic population trends for the Town of Mountain. The population was at its highest level in 1920 with 889 persons. The town's population declined until it hit its lowest point of 373 in 1960, a 41.9 percent decrease, Population has been slowly increasing ever since. The 2000 census revealed the second highest level in the century of 860 persons in 2000.

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

Year	Town of Mountain	Town of Riverview	Town of Doty	Oconto County
1900	482	870	--	20,874
1910	623	1,163	--	25,657
1920	889	1,074	--	27,104
1930	546	271	66	26,386
1940	572	243	125	27,075
1950	490	252	103	26,238
1960	373	260	81	25,110
1970	530	321	93	25,553
1980	735	417	154	28,947
1990	730	483	184	30,226
2000	860	829	249	35,634

Source: General Population Characteristics 1840-1970, Bay-Lake Regional Planning, December 1975; and Bay-Lake Regional Planning Commission, 2002.

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



Source: General Population Characteristics 1840-1970, Bay-Lake Regional Planning, December 1975; and Bay-Lake Regional Planning Commission, 2002.

Population Trends

Since 1960, the population in the Town of Mountain has been slowly increasing, with the exception of a small decrease in 1990 (Table 3.1). Between 1920 and 1930 the population decreased by 343 persons, or 38 percent. From 1980 to 1990, the town's population decreased by 5 persons, or less than one percent. The county and the neighboring towns of Riverview and Doty experienced small population increases for this period. Population growth slowed during the period 1990 to 2000, with the Town of Mountain population increasing by 17.8 percent, or 130 persons. Similarly, Oconto County grew by 17.6 percent. For this same period, the Town of Riverview population grew by a dramatic 71.6 percent, while the Town of Doty grew by an impressive 35.3 percent.

In 2003, the Wisconsin Department of Administration's (WDOA) Demographic Services Center prepared baseline population projections to the year 2020 for the communities and counties of

the state (Table 3.2). The projections utilize a formula that calculates the annual population change over three varying time spans.

In addition, several alternative projection methodologies were used to determine a 20 year population for the Town of Mountain. These population projections, created by Bay-Lake Regional Planning, can be found later within this chapter.

Table 3.2: Population Trends, 1970-2015, Town of Mountain & Selected Areas

Year	Geographic Location					
	Town of Mountain	Town of Riverview	Town of Doty	Oconto County	Bay-Lake Region	State of Wisconsin
Actual Population						
1970	530	321	93	25,553	440,926	4,417,731
1980	735	417	154	28,947	476,134	4,705,767
1990	730	483	184	30,226	498,824	4,891,769
2000	860	829	249	35,634	554,565	5,363,675
WDOA Projections						
2005	884	918	278	37,720	574,762	5,563,896
2010	906	1,003	305	39,670	595,277	5,700,303
2015	923	1,080	330	41,385	614,541	5,931,386
2020	939	1,154	354	43,018	633,182	6,056,186
Number Change						
1970-1980	205	96	61	3,394	35,208	288,036
1980-1990	-5	66	30	1,279	22,690	186,002
1990-2000	130	346	65	5,408	55,741	471,906
Percent Change						
1970-1980	38.7	29.9	65.6	13.3	8.0	6.5
1980-1990	-0.7	15.8	19.5	4.4	4.8	4.0
1990-2000	17.8	71.6	35.3	17.9	11.2	9.6

Source: U.S. Bureau of the Census, Census of Population and Housing, 1970-2000; Wisconsin Department of Administration, for years cited; Wisconsin Department of Administration, Official Population Projections, 2003; and Bay-Lake Regional Planning Commission, 2003.

Seasonal Population

The estimated seasonal population was found by multiplying the number of seasonal housing units by the average number of persons per household (Table 3.3). In 2000, housing in the Town of Mountain consisted of 439 seasonal housing units, or 49.7 percent of the total housing units. This creates an estimated seasonal population of 992 persons, or 115.4 percent of the year-round population. Although this is a high percentage of seasonal occupants, the Town of Riverview, with a year-round population slightly lower than Mountain, has a seasonal population estimated at more than double the Town of Mountain.

Table 3.3: Estimated Seasonal Population, 2000, Town of Mountain & Selected Areas

	Geographic Location			
	Town of Mountain	Town of Riverview	Town of Doty	Oconto County
Population	860	829	249	35,634
Persons Per Household	2.26	2.00	2.08	2.52
Total Housing Units	883	1,552	438	19,812
Total Seasonal Housing Units*	439	1,012	245	4,837
Percent of Housing Units Seasonal	49.7	65.2	55.9	24.4
Estimated Seasonal Population**	992	2,024	510	12,189
Percent Population Seasonal	115.4	244.1	204.7	34.2

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

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

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing and Bay-Lake Regional Planning Commission, 2002.

Revised Population Projections

Other than the 2003 WDOA projections, the Town of Mountain utilized three alternative types of population projections to determine an approximate growth rate for the next 20 years. The three alternative population projections were prepared by Bay-Lake Regional Planning Commission. The population projections consist of limitations that should be recognized. For example, population projections are not predictions, rather they extend past growth trends into the future and their reliability depends on the continuation of these past growth trends. Smaller communities may be subject to more error because even minor changes in the community can result in significant changes in population projections.

The 2003 WDOA Demographic Services Center prepared baseline population projections to the year 2020 for the Town of Mountain. The projections utilize a formula that calculates the annual population change over three varying time spans. From this formula, the WDOA projects a gradual population increase leading up to the town’s planning period of 2020. This projection results in 939 persons, or an increase of 79 persons over a 20 year timeframe for the Town of Mountain.

One alternative projection was developed by using the 1970 to 2000 census figures and creating a “linear trend series” to the year 2020. This method identified a projected year 2005 population of 910 persons, a projected year 2010 population of 960 persons, an estimated 2015 population of 1,009, and a projected year 2020 population of 1,059. The town’s population will increase steadily for the next 20 years, just as past trends also illustrated. According to this projection, the Town of Mountain’s 2000 population (860 persons) will increase by 199 persons by the year 2020 (to 1,059 persons). The BLRPC linear trend projections create the medium growth scenario for the Town of Mountain.

A “High Growth” projection was also developed by using the 1970 to 2000 census figures and creating a “growth trend series” to the year 2020. This method identified a projected year 2005 population of 935 persons, a projected year 2010 population of 1,009 persons, an estimated 2015 population of 1,088, and a projected year 2020 population of 1,166. The town’s population will increase steadily for the next 20 years, just as past trends also illustrated. According to this “High Growth” projection, the Town of Mountain’s 2000 population (860 persons) will increase by 306 persons by the year 2020 (to 1,166 persons).

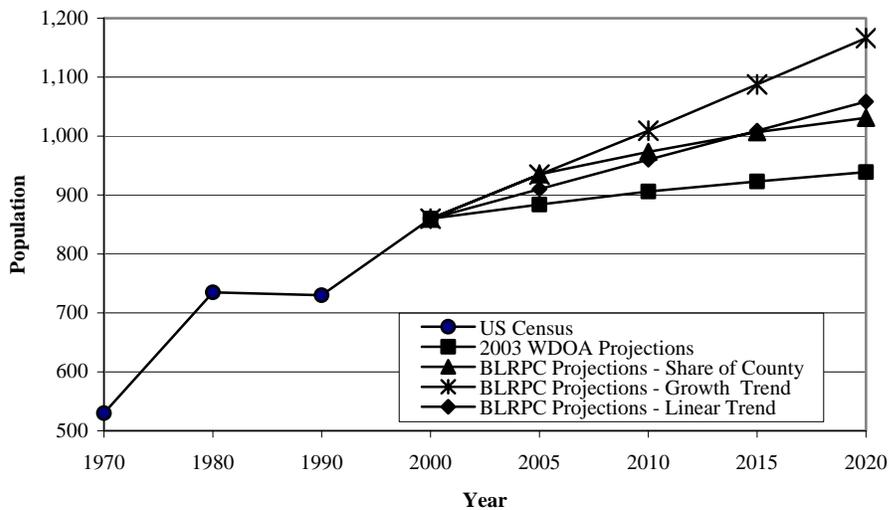
Lastly, population projections were found by using a ratio methodology, termed share-of-the-county, to distribute county projections to the town level. The limitations of population

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

According to the Commission’s share-of-the-county projections, the projected 2005 population for Mountain is 935 persons. The projected 2010 population is 973 persons, the projected year 2015 population is 1,007, and the projected year 2020 population is 1,031 persons. Therefore, it is projected that the Town of Mountain’s population will increase by 171 persons, a growth of 19.9 percent between the year 2000 and the year 2020. It should be noted that the town’s projections are based off county projections, and BLRPC projections indicate that the county will experience a growth in population, therefore making the town projections also grow. Small changes in the community or the region in the future may cause significant changes to these population projections. The BLRPC share-of-the-county projections create the “Low Growth” scenario for the town.

Figure 3.2 displays the actual U.S. Census counts, 2003 WDOA projections, the BLRPC - Share of County projections, BLRPC Linear Growth Trend and the BLRPC - Growth Trend projections based off the Census data.

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



Source: U.S. Bureau of the Census, Census of Population and Housing, 1970-2000; Wisconsin Department of Administration, Official Population Estimates and Projections, for years cited; and Bay-Lake Regional Planning Commission, 2002.

Population By Age and Sex

Both the 1980 and 1990 Census’ revealed that the Town of Mountain had more males than females. In 2000, that statistic changed in that there are now more females than males in the town. From 1980 to 2000 there have been notable shifts in the age distribution of the population in the Town of Mountain (Table 3.4). In comparison, the 60 and over age groups made up 27.4 percent of the total population in 1980 and 31.2 percent in 2000. There is a definite shift in the age pyramids as the baby boomers, those born between 1946 and 1964, move into the older half of the pyramid. The percentage of children under the age of 15 fell from 19.4 percent in 1980 to 15.5 percent in 2000. Figure 3.3 displays these population shifts for the Town of Mountain.

Table 3.4: Male and Female Distribution by Age and Sex, 1980-2000, Town of Mountain

1980								
Age	Male			Female			Total	
	Count	Percent		Count	Percent		Count	Percent
		Male	Total		Female	Total		
75 & over	20	5.3	2.7	21	5.8	2.9	41	5.6
65-74	46	12.3	6.3	43	11.9	5.9	89	12.1
60-64	37	9.9	5.0	34	9.4	4.6	71	9.7
55-59	22	5.9	3.0	31	8.6	4.2	53	7.2
45-54	42	11.2	5.7	48	13.3	6.5	90	12.2
35-44	43	11.5	5.9	38	10.6	5.2	81	11.0
25-34	34	9.1	4.6	33	9.2	4.5	67	9.1
20-24	14	3.7	1.9	19	5.3	2.6	33	4.5
15-19	42	11.2	5.7	25	6.9	3.4	67	9.1
10-14	34	9.1	4.6	32	8.9	4.4	66	9.0
5-9	23	6.1	3.1	17	4.7	2.3	40	5.4
under 5	18	4.8	2.4	19	5.3	2.6	37	5.0
TOTAL	375	100.0	51.0	360	100.0	49.0	735	100.0

1990								
Age	Male			Female			Total	
	Count	Percent		Count	Percent		Count	Percent
		Male	Total		Female	Total		
75 & over	26	7.1	3.6	40	11.0	5.5	66	9.0
65-74	63	17.2	8.6	65	17.9	8.9	128	17.5
60-64	33	9.0	4.5	31	8.5	4.2	64	8.8
55-59	23	6.3	3.2	26	7.1	3.6	49	6.7
45-54	42	11.5	5.8	37	10.2	5.1	79	10.8
35-44	35	9.6	4.8	27	7.4	3.7	62	8.5
25-34	35	9.6	4.8	46	12.6	6.3	81	11.1
20-24	16	4.4	2.2	15	4.1	2.1	31	4.2
15-19	25	6.8	3.4	23	6.3	3.2	48	6.6
10-14	31	8.5	4.2	25	6.9	3.4	56	7.7
5-9	26	7.1	3.6	21	5.8	2.9	47	6.4
under 5	11	3.0	1.5	8	2.2	1.1	19	2.6
TOTAL	366	100.0	50.1	364	100.0	49.9	730	100.0

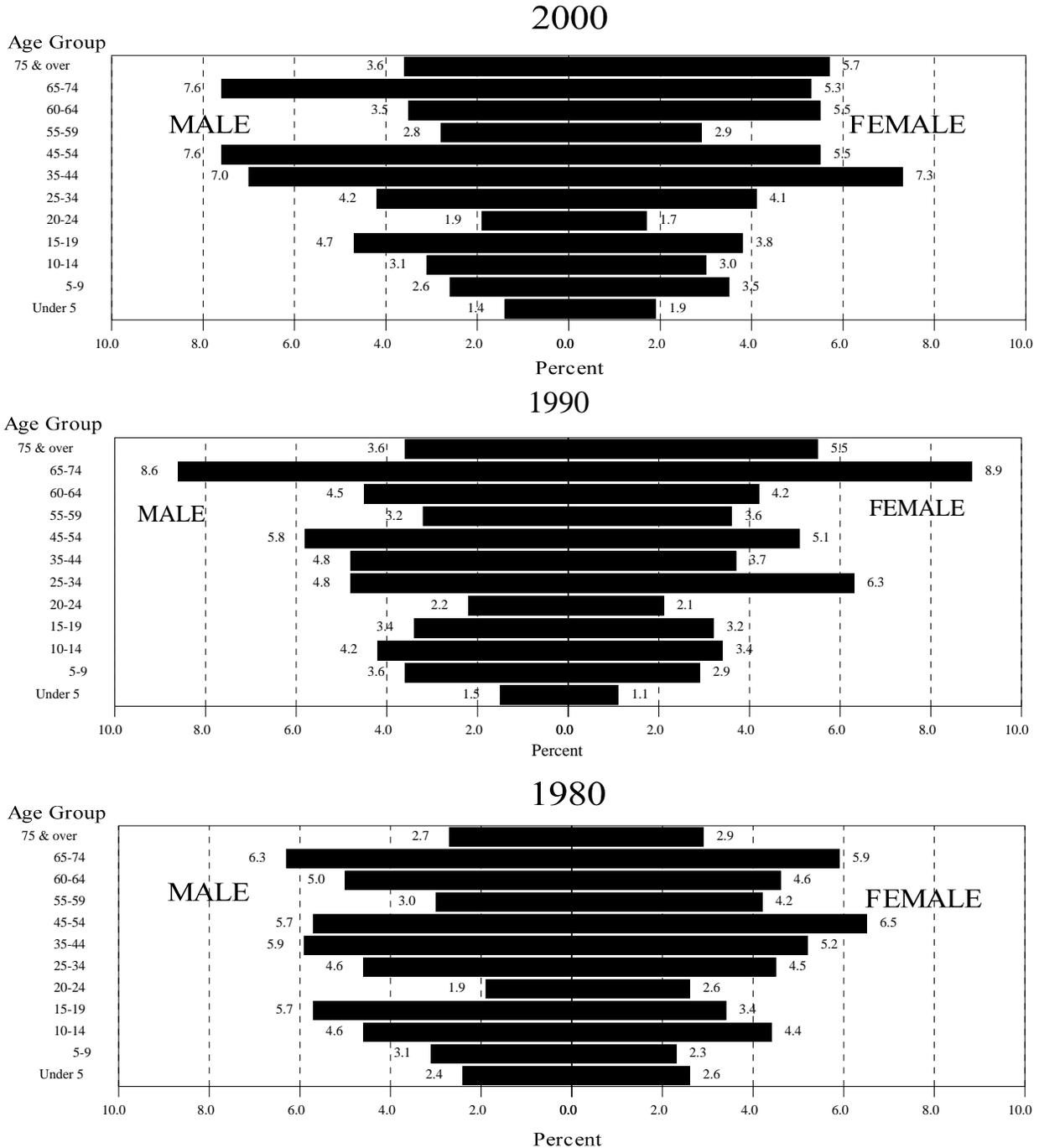
2000								
Age	Male			Female			Total	
	Count	Percent		Count	Percent		Count	Percent
		Male	Total		Female	Total		
75 & over	31	7.2	3.6	49	11.3	5.7	80	9.3
65-74	65	15.2	7.6	46	10.6	5.3	111	12.9
60-64	30	7.0	3.5	47	10.9	5.5	77	9.0
55-59	24	5.6	2.8	25	5.8	2.9	49	5.7
45-54	65	15.2	7.6	47	10.9	5.5	112	13.0
35-44	60	14.0	7.0	63	14.6	7.3	123	14.3
25-34	36	8.4	4.2	35	8.1	4.1	71	8.3
20-24	16	3.7	1.9	15	3.5	1.7	31	3.6
15-19	40	9.3	4.7	33	7.6	3.8	73	8.5
10-14	27	6.3	3.1	26	6.0	3.0	53	6.2
5-9	22	5.1	2.6	30	6.9	3.5	52	6.0
under 5	12	2.8	1.4	16	3.7	1.9	28	3.3
TOTAL	428	100	49.8	432	100	50.2	860	100.0

Source: U.S. Bureau of the Census, 1980 Census of Population and Housing, STF 1A, Table 10; 1990 Census of Population and Housing, STF 1A, Table P012; 2000 Census of Population and Housing SF-1; and Bay-Lake Regional Planning Commission, 2002.

Decade Population Pyramids

Figure 3.3 represents the distribution of the age and sex of the population of Mountain for 1980, 1990 and 2000. The pyramids show the population shifts more into the older age groups. Each decade reveals that there have been differences in the percentages between male and female. Until 2000, males tended to dominate the pyramids.

Figure 3.3: Population Pyramids, 1980-2000, Town of Mountain



Source: U.S. Bureau of the Census, 1980 Census of Population and Housing, STF 1A, Table 10; 1990 Census of Population and Housing, STF 1A, Table P012; 2000 Census of Population and Housing SF-1; and Bay-Lake Regional Planning Commission, 2002.

School Age, Working Age, and Retirement Age

For this section, the population of the Town of Mountain was divided into four age groups: the school age group (5-17), the working age group (16+), the voting age group (18+), and those of retirement age (65+). In 1990, the working age group accounted for 81.9 percent of the total population; while in 2000 (Table 3.5) this age group grew to 82.7 percent. Retirement age residents made up 22.2 percent of the town's population in 2000 compared to 15.1 percent and 13.1 percent at the county and state level, respectively.

Table 3.5: Population by Age Groups and Sex, 2000, Town of Mountain & Selected Areas

Age Groups	Total	Male	Female	Percent	Oconto County Percent	Wisconsin Percent
School Age						
5-11	75	35	40	8.7	10.2	10.1
12-14	30	14	16	3.5	4.9	4.5
15-17	52	31	21	6.0	5.0	4.5
Working and Voting Age						
16+	711	357	354	82.7	77.5	77.5
16-64	520	261	259	60.5	62.4	64.4
18+	675	336	339	78.5	74.3	74.5
18-64	484	240	244	56.3	59.2	61.4
Retirement Age						
65+	191	96	95	22.2	15.1	13.1
Total Population	860	428	432		35,634	5,363,675

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing; and Bay-Lake Regional Planning Commission, 2002.

Median Age

The median age for all compared areas has been increasing for the period 1970 to 2000, except for the towns of Mountain and Riverview. Both of these towns saw a decline in their median age from 1970 to 1980 (Table 3.6). This indicates that the overall aging of the population is not just a national trend, but it is happening at local levels as well. This aging trend taking place in Oconto County and its communities should be taken into account when analyzing future needs of the town and the surrounding area. An aging population demands additional specialized community services. It can also mean additional economic opportunities.

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

Geographic Area	1970	1980	1990	2000
Town of Mountain	46.5	41.2	47.5	44.9
Town of Riverview	46.5	43.8	55.7	55.1
Town of Doty	47.5	48.2	51.3	52.6
Oconto County	30.8	31.3	35.0	38.8
Bay-Lake Region	29.6	30.7	34.6	38.6
State of Wisconsin	27.2	29.4	32.9	36.0

Source: U.S. Bureau of the Census, Census of Population, General Population Characteristics, Wisconsin, 1970, Tables 33,35; 1980 Table 14; 1990 STF 1A, General Profile; Census 2000 and Bay-Lake Regional Planning Commission, 2002.

HOUSING INVENTORY

Total Housing Unit Levels by Decade

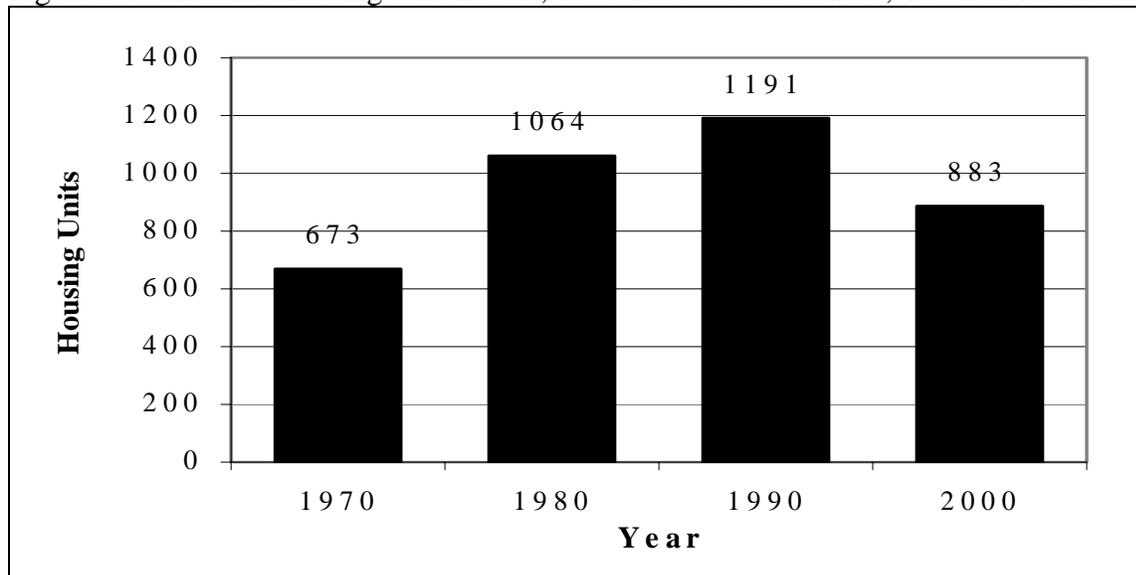
The total number of housing units within the Town of Mountain (as reported by the U.S. Census) increased from 1970 to 1990, and then declined from 1990 to 2000 by 308 housing units (Table 3.7 and Figure 3.4). In 2000, there were 883 total housing units, a 31.2 percent increase overall since 1970. The adjacent Town of Riverview increased its housing units by 127.2 percent in that same period from 1970 to 2000. From 1990 to 2000, the number of housing units in the Town of Mountain decreased by 25.9 percent.

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

Geographic Area	Year				Percent Change			
	1970	1980	1990	2000	1970-80	1980-90	1990-00	1970-00
Town of Mountain	673	1,064	1,191	883	58.1	11.9	-25.9	31.2
Town of Riverview	683	1,180	1,326	1,552	72.8	12.4	17.0	127.2
Town of Doty	253	598	583	438	136.4	-2.5	-24.9	73.1
Oconto County	11,947	16,940	18,832	19,812	41.8	11.2	5.2	65.8
Bay-Lake Region	148,035	194,960	222,116	248,916	31.7	13.9	12.1	68.1
Wisconsin	1,472,466	1,863,897	2,055,774	2,321,144	26.6	10.3	12.9	57.6

Source: U.S. Bureau of the Census, 1970 Census of Population and Housing, Series 100, Table 2; 1980 Census of Population and Housing, Table 45; 1990 Census of Population and Housing, STF 1A; Census 2000; and Bay-Lake Regional Planning Commission, 2002.

Figure 3.4: Historic Housing Unit Levels, 1970-2000 - U. S. Census, Town of Mountain



Source: U.S. Bureau of the Census, 1970 Census of Population and Housing, Series 100, Table 2; 1980 Census of Population and Housing, Table 45; 1990 Census of Population and Housing, STF 1A; State of Wisconsin Demographic Services Center, Table DP-1, Profile of General Demographics: 2000; and Bay-Lake Regional Planning Commission, 2002.

Historic and Projected Household Size

According to the Wisconsin Department of Administration, the household size within Oconto County is projected to decrease throughout the planning period. Table 3.8 indicates that the number of persons per household at the county level will gradually decrease during the planning period, from 2.52 in 2000 to 2.32 in 2020. This county trend will likely be reflected in the Town of Mountain. Using the county's trend to project the town's household size indicates 2.08 persons per household for the town in 2020.

Table 3.8: Persons Per Household Projections, 1990-2020, Town of Mountain & Oconto County

Geographic Area	Planning Year					
	1990	2000	2005	2010	2015	2020
Town of Mountain	2.30	2.26	2.23	2.17	2.12	2.08
Oconto County	2.65	2.52	2.49	2.42	2.36	2.32

Source: WDOA, Wisconsin Household Projections by Household Type, 1990-2015, December 1993; Bay-Lake Regional Planning Commission, 2002.

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

Projected Occupied Housing Units & Total Housing Units

In formulating a “best guess” for the future residential needs of the community, three methods were used in order to determine the most likely housing projection to 2020. The following are the three methods that were used to estimate the future occupied housing unit demand within the town. The year 2000 “occupied housing” count of 380 units was used as a base figure, as was the 2000 count for “total housing” units of 883. Keep in mind that seasonal/vacant housing units for all were kept as a constant (56.9 percent) throughout the planning period (2000 to 2020) regarding future housing needs.

Method One:

Using the census “occupied” housing counts from 1970 to 2000, a “*growth trend*” was created to the year 2020. This created a housing unit projection that indicated that by 2020, the Town of Mountain would have 554 total occupied housing units, or an increase of 174 occupied housing units from the 2000 Census (Figure 3.4).

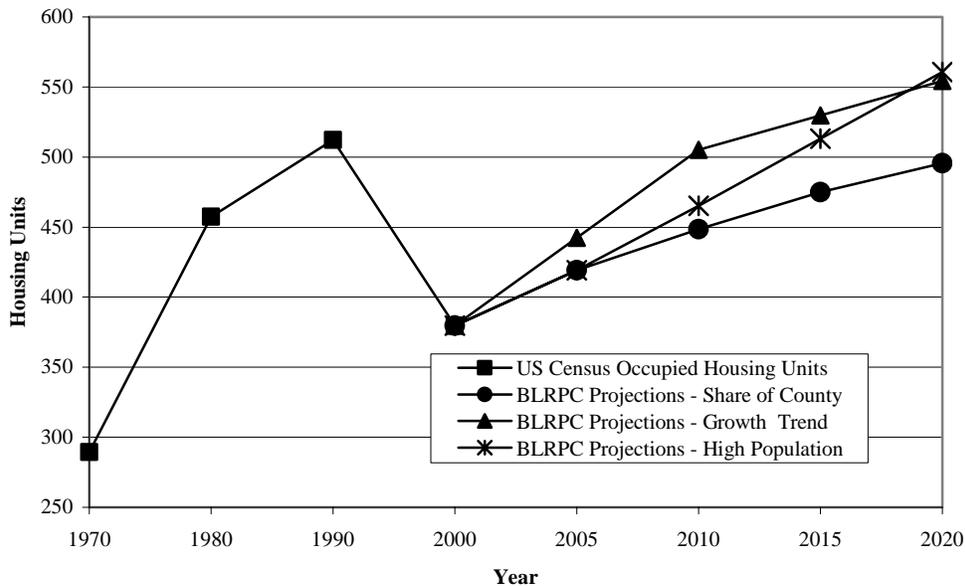
Method Two:

A “*share of county projection*” to the year 2020 was also created utilizing the census “occupied” housing counts from 1970 to 2000. This created a housing unit projection that indicated that by 2020 the Town of Mountain would have 496 total occupied housing units, or an increase of 116 occupied housing units.

Method Three:

By using the “High” population projection to 2020, and the projected Persons Per Household number for 2020 (2.08 persons per household), one can predict another range in the number of housing units needed by 2020. The High population projection, which shows an increase of 306 persons from 2000 to 2020, would equal an increase in housing demand of 181 occupied units, or a total of 561 housing units for permanent residents.

Figure 3.5: Occupied Housing Unit Trends & Projections, 1970-2020, Town of Mountain



Source: U.S. Bureau of the Census, 1970 Census of Population and Housing, Series 100, Table 2; 1980 Census of Population and Housing, Table 45; 1990 Census of Population and Housing, STF 1A; State of Wisconsin Demographic Services Center, and Bay-Lake Regional Planning Commission, 2002.

Housing Projection Selection

It was determined by the Town Plan Committee to use Method Two (share of county projection) for its housing projections and for determining future housing and land demands. This projection is the lowest of the three methods. Thus, the housing demand would best be reflective of 496 total occupied housing units by 2020, an increase of 116 occupied housing units. This projection will be used for planning purposes in the Town of Mountain for the next 20 years.

Housing Types - Units in Structure

The majority of housing types in the Town of Mountain in 2000 were one unit detached structures, 71.4 percent (Table 3.9). There are no structures in the town with more than 2 units; however there are 233 mobile homes in the town. Oconto County also has the majority of its housing types being one unit, detached structures. Additionally, the county has a high percentage of mobile homes, 15 percent (18.5 percent in 1990, a decline over the last ten years).

Table 3.9: Units in Structure, 2000, Town of Mountain & Selected Areas

Units	Town of Mountain		Town of Riverview		Town of Doty		Oconto County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
1 unit, detached	623	71.4	1,223	77.3	317	74.1	15,356	77.5
1 unit, attached	6	0.7	16	1.0	0	0.0	127	0.6
2 units	3	0.3	0	0.0	0	0.0	465	2.3
3 or 4 units	0	0.0	0	0.0	0	0.0	219	1.1
5 to 9 units	0	0.0	3	0.2	0	0.0	337	1.7
10 to 19 units	0	0.0	0	0.0	0	0.0	125	0.6
20 or more units	0	0.0	0	0.0	0	0.0	175	0.9
Mobile home	233	26.7	338	21.4	107	25.0	2,975	15.0
Other	8	0.9	2	0.1	4	0.9	33	0.2
Total	873	100.0	1,582	100.0	428	100.0	19,812	100.0

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, SF- 1; and Bay-Lake Regional Planning Commission, 2002.

Housing Occupancy and Tenure

The Town of Mountain had 439 housing units (49.7 percent) out of a total of 883 being used for seasonal, recreational or occasional use. In 2000, the county had a significant number of seasonal housing units, recorded at 4,837. The majority of these seasonal units are found in the northern portions of the county.

Table 3.10 displays the housing occupancy and tenure in 2000. The Town of Mountain had 380 occupied housing units (43.0 percent) and 503 vacant units (57.0 percent) in 2000. Of the 380 occupied units, 327 were owner occupied while 53 housing units were renter occupied. The Town of Mountain has a much lower percentage of occupied housing units than the county, due to the large number of seasonal housing units that exist within the town.

Table 3.10: Housing Occupancy and Tenure, 2000, Town of Mountain & Selected Areas

Units	Town of Mountain		Town of Riverview		Town of Doty		Oconto County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Occupied	380	43.0	415	26.7	120	27.4	13,979	70.6
Owner	327	37.0	374	24.1	115	26.3	11,598	58.5
Renter	53	6.0	41	2.6	5	1.1	2,381	12.0
Vacant	503	57.0	1,137	73.3	318	72.6	5,833	29.4
Seas., Rec., Occas. Use	439	49.7	1,012	65.2	245	55.9	4,837	24.4
Other	64	7.2	125	8.1	73	16.7	996	5.0
Total Units	883	100.0	1,552	100.0	438	100.0	19,812	100.0

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

Age of Housing

According to the 2000 Census, approximately 11.6 percent of housing units in the Town of Mountain were built before 1940 (Table 3.11). As a result, there is a significant number of older housing units within the Town of Mountain. Over 44 percent of the housing units were built between 1960 and 1979. New housing units constructed since 1990 accounted for just 10.8 percent of the town's housing stock compared to 18.7 percent, 19.8 percent and 19.7 percent for the Town of Riverview, the Town of Doty, and Oconto County, respectively.

Table 3.11: Housing Units by Year Structure Built, 2000, Town of Mountain & Selected Areas

Year Structure Built	Town of Mountain		Town of Riverview		Town of Doty		Oconto County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
1999 to March 2000	24	2.7	54	3.4	9	2.1	705	3.6
1995 to 1998	44	5.0	122	7.7	48	11.2	1,903	9.6
1990 to 1994	27	3.1	120	7.6	28	6.5	1,293	6.5
1980 to 1989	123	14.1	231	14.6	72	16.8	2,677	13.5
1970 to 1979	224	25.7	394	24.9	119	27.8	3,656	18.5
1960 to 1969	163	18.7	261	16.5	55	12.9	2,016	10.2
1940 to 1959	167	19.1	332	21.0	78	18.2	3,386	17.1
1939 or earlier	101	11.6	68	4.3	19	4.4	4,176	21.1
Total	873	100.0	1,582	100.0	428	100.0	19,812	100.0

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, SF- 3; and Bay-Lake Regional Planning Commission, 2002.

Condition of Housing Stock

Determining the number of substandard housing units in the Town of Mountain will be an indication of the condition of the overall housing stock. Those units that are determined to be substandard should not be considered as part of the overall housing supply. The definition of substandard can vary from community to community, and change over time. Often determining a structure as substandard can be based solely on the age of the structure. However, many older housing units have been remodeled or renovated and should not be considered substandard.

In 2000, there were 101 structures built prior to 1940, many of which are not substandard. According to the 2000 Census, there were only 3 housing units in the town that lacked complete plumbing facilities, and nine that lacked complete kitchen facilities. These units are considered substandard and are removed from being considered as part of the overall housing stock.

A listening session was conducted in Oconto County in 2001 regarding housing. Many residents were concerned that most rental properties were older structures, and that new affordable housing was not being built and would not be available to residents 10 years from today.

Household Relationship

The 2000 Census revealed that 100 percent of people in the Town of Mountain lived in households (Table 3.12). For Oconto County, 99 percent of people lived in households, with the remaining one percent of the people living in group quarters. The Town of Mountain was similar to all areas compared.

Table 3.12: Household Type and Relationship, 2000, Town of Mountain & Selected Areas

Relationship	Town of Mountain		Town of Riverview		Town of Doty		Oconto County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
In Households	860	100.0	829	100.0	249	100.0	35,276	99.0
Householder	380	44.2	415	50.1	120	48.2	13,979	39.2
Spouse	210	24.4	247	29.8	81	32.5	8,479	23.8
Child	204	23.7	113	13.6	35	14.1	10,561	29.6
Other Relative	22	2.6	17	2.1	4	1.6	769	2.2
Non Relative	44	5.1	37	4.5	9	3.6	1,488	4.2
In Group Quarters	0	0.0	0	0.0	0	0.0	358	1.0
Institutionalized	0	0.0	0	0.0	0	0.0	290	0.8
Noninstitutionalized	0	0.0	0	0.0	0	0.0	68	0.2
Total Persons	860	100.0	829	100.0	249	100.0	35,634	100.0

Source: U.S. Bureau of Census 2000, through Demographic Services Web site, WDOA, PDF file; and Bay-Lake Regional Planning Commission, 2001.

Housing Values

In 2000, the majority of housing units in the Town of Mountain were valued between \$50,000 and \$99,999 (Table 3.13). The median value of specified owner-occupied housing units in the town was \$77,200, which was lower than the median value for the towns of Riverview and Doty, as well as the county, recorded at \$99,500, \$96,000, and \$89,900, respectively.

Table 3.13: Values of Specified Owner-Occupied Housing Units, 2000, Town of Mountain & Selected Areas

Value	Town of Mountain		Town of Riverview		Town of Doty		Oconto County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Less than \$50,000	47	22.8	33	12.4	9	11.5	1,021	13.7
\$50,000 to \$99,999	110	53.4	102	38.2	34	43.6	3,335	44.9
\$100,000 to \$149,999	36	17.5	64	24.0	7	9.0	1,727	23.2
\$150,000 to \$199,999	11	5.3	41	15.4	17	21.8	814	11.0
\$200,000 to \$299,999	0	0.0	18	6.7	7	9.0	434	5.8
\$300,000 to \$499,999	2	1.0	7	2.6	4	5.1	81	1.1
\$500,000 to \$999,999	0	0.0	2	0.7	0	0.0	12	0.2
\$1,000,000 or more	0	0.0	0	0.0	0	0.0	4	0.1
Total	206	100.0	267	100.0	78	100.0	7,428	100.0
Median Value	\$77,200		\$99,500		\$96,000		\$89,900	

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, SF-3; and Bay-Lake Regional Planning Commission, 2002.

Housing Costs - Rents and Mortgage

Providing affordable housing that meets the needs of future Town of Mountain residents is an important element of planning. Housing influences the economy, transportation, infrastructure, natural features and various other aspects of a comprehensive plan. According to the U.S. Department of Housing and Urban Development (HUD), housing affordability is defined as paying no more than 30 percent of household income for housing. According to the 2000 census the median household income was \$30,598, lower than Oconto County's (\$41,201) and Wisconsin's (\$43,791). Assuming individuals made the median household income in 2000, the monthly amount a household can afford for housing is approximately \$765.

Rent and Income Comparison

According to the 2000 Census, the median gross rent for renter-occupied housing units in Mountain was \$405, compared to \$429 for Oconto County as a whole. Twelve renter-occupied housing units in Mountain paid 30 percent or more of their 1999 income in rent.

Owner Costs and Income Comparison

The 2000 Census indicated that 33 specified owner-occupied housing units paid 30 percent or more of their 1999 incomes for selected monthly owner costs. For owner-occupied housing units with a mortgage in 2000, the median monthly owner cost was \$623 in the Town of Mountain. For owner-occupied units without a mortgage, the monthly cost was \$246.

Subsidized and Special Needs Housing

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

DAK Management Company (608-437-5505), and Farmers' Home Administration (920-834-7066).

Within the Town of Mountain, it is expected that assistance with home improvement (due to the aging of the structures) and rent are the greatest needs (partly due to an aging population). An adhoc listening session conducted in Oconto County in April of 2001 revealed that many residents and property owners were concerned about affordable housing and assistance with loans to improve aged housing. A study on housing within Oconto (2000) was conducted and its results indicate that the County is classified as being "weak" on providing housing units to the elderly.

Housing Development Environment

Within the planning area are a limited number of services due to the rural atmosphere of the town. Roads comprise the majority of public services within the town. Future housing will develop along already established transportation corridors of both the county and town, with local subdivision roads being added with future developments as needed.

The town has a vast number of acres of developable lands. As with many of the towns in Oconto County, the lands vary on their aesthetic qualities based upon location to roadways and natural features. Current housing regulations/zoning allow for a variety of housing opportunities to include the option of manufactured homes, duplexes, mobile home parks, multi-family, elderly housing and personal assistance housing, and single-family housing. Over the past several years, the developers operating within the town are averaging three housing units per year.

ANALYSIS AND DEVELOPMENT OF COMMUNITY POLICIES AND PROGRAMS

The following text (as well as the above housing and population data) was presented to town officials for their review and consideration. It assisted in determining the overall policies and programs the town will follow over the planning period in order to provide the desired housing condition within the community. These identified actions appear at the beginning of this chapter within the Goals, Objectives, Policies and Programs section.

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

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

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

Housing Programs

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

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

Federal Programs and Revenue Sources

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

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

For information about programs that might be available for specific local initiatives, contact the Wisconsin Department of Administration, Division of Housing and Intergovernmental Affairs office located in Madison. The general phone number is (608) 297-3214. You can also visit the office's web site at www.hud.gov/local/mil/.

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

USDA-Rural Development has district offices serving most parts of Wisconsin. The office that covers the Town of Mountain and all of Oconto County is the office located in Stevens Point. To contact this office, call (715) 345-7610. You can also contact the state office on their website located at www.rurdev.usda.gov/agency/rhs/rhs.html. The Bay-Lake Regional Planning Commission would also be available to assist you in gathering information and contacting this office.

State Programs and Revenue Sources

Department of Administration, Division of Housing & Intergovernmental Relations (DHIR) is one of two state agencies that administer housing programs. It administers several programs funded by the state and many more funded by HUD. State programs funded by general purpose revenue cannot be used to invest directly in housing development. Instead these funds are used to help organizations develop the capacity to develop houses or to provide various types of financial assistance to home buyers or renters through grants to local governments or non-profit agencies.

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

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

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

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

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

References/Additional Resources

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

Local Programs and Revenue Sources

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

Housing trust funds are particularly well suited to meet the large and long-term capital investment needs of projects. Unlike funds that rely on the vagaries of state or local annual appropriations, a housing trust fund is a permanent dedication of a specified amount for housing. Trust fund money can be used in a number of ways. It may assist in home purchase, down payment assistance, security deposit assistance, housing construction, rehabilitation, maintenance, and operation, technical assistance for housing organizations, homeless shelters, debt or equity financing, and second mortgages. The City of Stevens Point, in central Wisconsin, is one example of a community that has established a housing trust fund. For information on how this fund was established and how it is used, contact the Housing Authority of the City of Stevens Point (715) 371-3444.

Housing linkage programs. Voluntary housing linkage programs encourage developers of office, commercial, retail, or institutional development to construct or make financial contributions towards affordable housing. The underlying rationale is that new non-residential development creates a need for housing by attracting employees to an area. Therefore, the developers should contribute towards satisfying this need. Linkage programs usually apply to

new construction but they may also apply to expansion of existing space. The programs are popular with developers when they either reduce costs or add value to the project. Examples of incentives are density bonuses, reduced setbacks, and reduced parking requirements.

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

Private Programs

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

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

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

Housing Plan

Below is a detailed discussion of how the community can achieve their desired housing for all of their residents utilizing information provided by the UW-Extension along with state programs. The three housing requirements as defined by s66.1001(2)(b) are detailed below -- along with options or actions presented to meet these state requirements. An overall recommended community strategy is formulated at the beginning of this chapter that states specific policies and programs the town will follow to meet these requirements.

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

An increasing number of people cannot find housing in their community that is suitable for their stage of life--from young wage earners to couples with grown children. Local communities and their governments need to pursue strategies that encourage the development of a range of housing choices to meet the needs of people with different income levels and with various needs.

People with special needs typically include the elderly, physically and mentally disabled persons and may include other classifications such as farm workers and migrant laborers. As the general population of Wisconsin ages, affordability, security, accessibility, and proximity to services, transportation, food, and medical facilities will all become more important.

Specific local actions that can be taken

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

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

Zoning and subdivision regulations for smaller lot size

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

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

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

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

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

Standards in zoning and subdivision ordinances

Many communities have zoning and/or subdivision ordinances that contain building requirements that may unnecessarily increase the cost of housing thereby limiting the range of

housing choices available in the community. These include requirements setting forth minimum floor area size. By removing minimum floor area sizes, communities can increase the range of housing opportunities.

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

The following are some suggestions for reviewing subdivision regulations:

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

Streets - Narrower streets can reduce development costs.

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

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

References/Additional Resources

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

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

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

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

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

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

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

Innovative zoning and subdivision techniques

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

Mixed-use development allows different land uses, such as commercial and residential, and allows several different housing densities within a single development. Mixed-use developments

can range in size from single buildings with apartments located over retail uses, to large-scale projects that include office and commercial space along with housing.

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

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

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

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

Cluster development allows housing units to be grouped within a residential development on lots smaller than those normally allowed. Clustering can help reduce housing costs because of decreased lot sizes and because of decreased development costs. However, cluster development may increase site planning, design, and engineering costs. It can create common open space and protect environmentally sensitive land. It is a technique that has been used in developing urban areas and in rural areas. Cluster developments are regulated in a number of ways. Zoning ordinances can specify zones in which cluster developments are permitted and/or allowed by special permit. Subdivision regulations can outline development standards for clustering. Cluster development may also occur as part of a planned development district.

References/Additional Resources

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

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

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

Density bonuses

A *density bonus* allows a developer to build more units in a project than would otherwise be permitted. Bonuses may be offered in exchange for preservation of open space or other things valued by the community. Density bonuses increase the value of the overall project and may therefore make certain projects economically feasible when they otherwise would not be.

Density bonuses offer a positive alternative to mandatory programs that may be resisted by developers. Developers may decide for themselves whether participation will be cost effective.

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

Inclusionary zoning

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

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

References/Additional Resources

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

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

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

Accessory or "granny" apartments

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

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

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

References/Additional Resources

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

Streamlined permitting processes

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

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

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

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

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

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

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

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

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

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

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

References/Additional Resources

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

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

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

Impact fees

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

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

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

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

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

Specific local actions that can be taken

Community land trust

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

Community land trusts provide the following benefits:

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

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

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

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

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

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

References/Additional Resources

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

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

Use of public or donated land for housing

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

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

Infrastructure improvements reserved for affordable housing

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

Infill development

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

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

Communities may encourage infill development by preparing an inventory of potential infill sites and distributing it to developers; adopting flexible regulations which allow development of irregular or substandard infill lots; allowing mixed uses for infill developments, which may

enhance the economic feasibility of projects; assisting in the consolidation of infill lots into larger, more easily developed sites; and acquiring abandoned property and demolishing structures beyond rehabilitation.

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

Adaptive reuse

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

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

Manufactured Housing

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

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

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

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

References/Additional Resources

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

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

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

Product Report: 'Manufactured Housing' available from the American Association of Retired Persons website at www.aarp.org/manhov1.html.

Manufactured Housing and Standards: Fact Sheet for Purchasers of Manufactured Homes (1999) available from the U.S. Department of Housing and Urban Development website at hud.gov/fha/sfh/mhs/mhsst3.html.

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

Requirement 3. Maintaining or rehabilitating existing housing stock

It is important that the community's housing plan consider conservation of the community's existing housing stock. The existing stock often is the primary source of affordable housing. In many communities this existing housing is aging and may need investment to maintain its utility. Communities and local governments should develop strategies that prevent neglect, and encourage reinvestment in the existing housing stock.

Specific local actions that can be taken

Building code

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

Historic building code

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

Housing code

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

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

Community paint/fix up events

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

Rehabilitation loans and grants

Code enforcement can be supplemented with financial and technical assistance to homeowners and tenants. Communities may establish loan or grant programs to assist owner occupants with repairs. Such programs are commonly funded by federal Community Development Block Grant dollars. The programs often focus on specific census tracts or neighborhoods where the concentration of deferred maintenance is highest. In addition to keeping housing units functioning, maintenance and rehabilitation are also worthwhile because they build pride among residents, stimulate others to repair their homes, encourage long-term investment and maintenance, and reduce potential neighborhood problems.

Occupant education and cooperation

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

Chapter 4 - ECONOMIC DEVELOPMENT

INTRODUCTION

Throughout the planning process, many factors contribute to economic development opportunities and needs within a community. For this reason, labor force characteristics and economic base indicators were analyzed at the local, county, regional and state level to determine trends, opportunities and needs for the Town of Mountain. The economic data primarily used for this plan is from the 1990 and 2000 U.S. Census. This economic information is valuable to planners, town officials, the business sector as well as residents for it establishes a good indicator of the economic situation in and around the town.

Even though the Town of Mountain is mostly comprised of the Nicolet National Forest with scattered development and only few commercial and industrial locations, it is still important for both the town officials and town residents to review the economic factors listed below to quantify what the town has as strengths and weaknesses (in economic terms) so that the town can work towards promoting its identified vision. Likewise, the town may wish to devote some resources toward recruiting/promoting certain types of development deemed most appropriate for its future.

As a part of this planning process a Strength, Weakness, Threats and Opportunities exercise was held. The results of the exercise were incorporated into the goals, objectives, policies and programs listed below in the Strategy Section. A detailed account of the exercise is in Appendix F of this document.

SUMMARY AND IMPLICATIONS

1. Federal, state, regional, county, and local programs do exist to promote opportunities within the town.
2. Many employment opportunities for town residents exist within nearby communities of Lakewood, Suring, Oconto Falls, etc. The town has an employed civilian population of 340 persons (16 years and older) of which 111 worked outside of Oconto County (Table 4.1).
3. According to the 2000 Census, the majority of employed persons, in the Town of Mountain, by industry group were either in Services, Manufacturing, or Transportation occupations.
4. For the period 1990 to 1999, the Oconto County civilian labor force increased seven percent and the number of unemployed decreased by 40 percent. Unemployment in Oconto County increased from 4.4 percent in 1999 to 6.8 percent in 2001 and 2002.
5. In 1999, the town had a median household income of \$30,598, while having a median family income of \$35,341.
6. The town's rural atmosphere, which includes its many open spaces and preserved natural features are much of the town's many positive attributes.
7. The Town of Mountain is typical of many rural communities in northeastern Wisconsin. It provides some services while many amenities are found in surrounding municipalities. The town has contract agreements with neighboring communities as well as Oconto County for provision of services.

The town is in a good position for some business development given its many positive attributes including:

- a reasonable amount of land for future growth,
- access to state and county highways,
- having a rural character and an abundance of natural features.

With a sound marketing strategy, with business education, financial assistance and incentives, managed growth could expand the town's tax base plus place the town in a position to capitalize on future growth in nearby communities affording greater job opportunities to its own town residents.

Identifying the location, type, and volume of businesses the town wants will be key to the town's long range planning regarding its vision. Therefore, the Town Board and Town Plan Commission while encouraging growth should closely monitor its impacts on existing infrastructure and determine the needed regulations to minimize any negative impacts it may have. A cost benefit analysis or a needs assessment may be required in order to determine all aspects of future development of businesses and industries throughout the planning period.

COMPREHENSIVE ECONOMIC DEVELOPMENT STRATEGIES

It is intended for the following *Goals, Objectives, Policies, and Programs* to help guide the town in achieving its overall vision regarding economic growth. The town expressed a desire to promote itself as a tourist location (capitalizing on STH 32/64 and the Nicolet National Forest) providing for a balance between year-round and seasonal employment. In its efforts to re-invest within its historic commercial core, the town wishes to encourage growth and development while being carefully planned and managed in order to maintain the positive attributes and aesthetics in which residents and visitors to the area have been attracted to in the past. Preserving environmental quality remains a key element in maintaining the quality of life within the town as well as in promoting future recreation and tourism.

The local, county, regional state and federal programs that exist are listed in this section as well to assist the town in achieving its economic vision. The following statements are both broad and specific and reflect the town's views for economic development. A section of recommended actions the town could take to improve the economic well being of its community is detailed in the hope to further generate ideas at the town level to foster economic growth and viability.

Economic Development Goals:

1. Attract, retain and expand quality businesses and industries that will improve the employment and personal income base of the town.
2. Have a well planned, interconnected business, civic, governmental and industrial area that fits the scale and preferred character of the town.
3. Alongside of economic growth will be the appropriate protection of the town's "northwoods character" and environmental features.

Objectives:

1. Develop a marketing strategy which will guide the town on economic development.

2. Have a good working relationship with state and county agencies, as well as other communities in which the town can get guidance on development.
3. Have a “town center/commercial center” designated that will serve as the major node for civic, governmental and commercial activities that is characterized by compact mixed use design that is pedestrian friendly.
4. Utilize all available resources to improve the economic base of the town as well as the commercial center.
5. Have a developed vision and guide (architectural drawing) which details the look and function of the commercial center of the town.
6. Establish an overlay district which will allow flexibility in development, to attract the desired/compatible businesses.

Policies:

1. Work closely with the Oconto County Economic Development Corporation/Tourism, the Lakewood Chamber of Commerce, the Department of Commerce, the Department of Transportation, Bay-Lake Regional Planning Commission in the development of an economic development strategy/plan and in applying for associated funding through grants.
2. Encourage the establishment of local businesses within the commercial center or within selected areas that would best enhance and promote the northwoods character of the Town of Mountain.
3. Established locations (for business, civic, governmental and industrial growth) should be developed along with specific guidance on their architecture, building color, signage, lighting and landscaping - in order to enhance the town’s development appeal.
4. Support standards to minimize pollution and adverse impacts on the environment.
5. Support flexibility in future development plans in order to attract good businesses, regarding setbacks, area minimums, etc.
6. Promote the re-investment and re-use of existing older buildings, while encouraging newer buildings to infill vacant lots.
7. Work with Oconto County in obtaining low interest loans for local business expansion from the County Revolving Loan Fund.
8. Apply for Wisconsin Department of Commerce Community Development Grants for improvements to the town’s commercial center’s appearance and functionality i.e., signage, landscaping, trailhead improvements, pedestrian paths and sidewalks etc.
9. Utilize the agencies and available mass media to market the town for residential, commercial, and industrial development as well as tourism - using Internet, OCEDC, Lakewood Chamber, BLRPC, radio, newspaper, etc.
10. Work closely with Wisconsin Department of Transportation in designing STH 32/64 with added aesthetics and functional improvements - to include off-road pedestrian, additional trees in right-of-way, sidewalks, lighting, on street parking with traffic calming techniques (knock outs), etc.

11. Improve the trail system into the commercial center, tying it into the center's layout and design.
12. Promote activities within the town, or have events that relate to other nearby communities activities as a "spin off" activity for travelers and residents.
13. Continue to enforce the town ordinance for all sign and sign lighting standards, prohibiting billboards in the commercial center and adding a theme to the signs' appearance, size, setback, material of construction and lighting.
14. Allow cottage types of industries/ and "at home" businesses to locate within the town until such a time as a zoning change is needed - then require them to locate within an area predominantly composed of business uses such as the commercial center.
15. Encourage government buildings and offices to be located, preferably clustered, within the commercial center to encourage economic development and foster new economic growth while appropriately infilling vacant or blighted areas.
16. Encourage private and public investment to attain a viable commercial center.
17. Ensure prominent locations (focal points) do not fall into disrepair, or become "eyesores" giving a negative appearance to the overall town, and that these focal points receive greater attention to aesthetics and re-habilitation in order to improve the town's appearance and promote growth.
18. Encourage cooperation, coordination and unification of downtown businesses.
19. Seek open communication with businesses and industries and promote their concerns and wishes to the OCEDC, Forward Wisconsin and the Mountain Business Association.
20. Promote the areas adjacent to and nearby the commercial center as mixed use areas allowing residential in commercial buildings as well as promoting institutional buildings such as assisted living - thus both develop with a greater density of people being located near businesses.
21. Ensure county enforcement supports the town's desire to clean up its appearance.

Programs:

1. Through the use of the OCEDC or Town Clerk - identify the needs and problems of local employers and help identify and implement solutions.
2. The Oconto Economic Development Corporation (OCEDC) and Forward Wisconsin can help promote the approved types of commercial development wanted by the town.
3. Establish a library of information at the Town offices concerning local, state, and federal economic development assistance programs for use by local businesses.
4. Through the use of a Business Summary Document, inventory all existing vacant commercial structures along with potential development sites to be distributed to prospective buyers describing each property. Give this list to Forward Wisconsin so that they may post your sites on their Internet page.
5. Review all public facility needs and develop a capital improvements plan (CIP) for the timing and expenditure of any improvements - utilizing the Wisconsin Department of Commerce CDBG grant program for possible assistance.

6. Work with future developers and local residents to approve established compatible hours of operation, signage, lighting, parking, and landscaping requirements to meet the town's desire for well planned growth and rural character preservation.
7. Work with business owners in acquiring loans or grants from state and federal agencies.
8. The town should establish a dialogue with other communities that have a Main Street Program and invite educational offerings from these organizations to work with private landowners and the town to better inform them on their techniques for business retention and expansion.
9. Continually review and petition the county to update the county's Zoning Ordinance, specifically as it relates to tourism, the environment protection, nuisances, and business/industry development. Regulatory language should assure a cohesive business environment for the town and the area.

PROGRAMS

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

Local

Currently the town is limited on its economic development programs. The town can assist a local business by officially supporting the business within the Bay-Lake Regional Planning Commission's *Comprehensive Economic Development Strategy* document, published annually and reported to the Department of Commerce - thus making the business eligible for state grant consideration. Locally, the town may support businesses through implementing grant programs designed to re-develop commercial areas through infrastructure improvements i.e., sidewalks, signage, street furniture. The town may also maintain a location containing information for businesses on retention, grants, expansion etc - as a local representative as well as work with other agencies to promote specific goals of the town.

County

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

Regional

Oconto County is part of the Northeast Wisconsin Regional Economic Partnership (NEWREP) *Technology Zone* program. The program provides income tax incentives for high-tech development within the region. The zone is designed to enhance the region's attractiveness to high-tech businesses and workers, build on the success of the biotechnology and manufacturing companies in the region, attract auxiliary companies and help existing companies increase productivity. Eligible businesses will be certified for tax credits based on their ability to create high-wage jobs (any jobs created must pay a minimum of \$10.30 per hour), and investment and

support the development of high-tech industries in the region. Contact the Department of Commerce for more information on the Technology Zone program.

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

Wisconsin Public Service Corporation offers economic development assistance to communities and businesses in a number of ways, including the development of business plans, acquisition of loans and educational forums.

State

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

Federal

Some examples of federal programs that could assist the Town of Mountain in economic development include:

USDA Wisconsin Rural Development Programs

- **Rural Business Opportunity Grants Program**

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

- **Rural Economic Development Loans and Grants**

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

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

The Rural Business-Cooperative Service makes grants under the RBEG Program to public

bodies, private nonprofit corporations, and federally recognized Native American Tribal groups to finance and facilitate development of small and emerging private business enterprises. The businesses must be located in areas outside the boundary of a city, or unincorporated areas of 50,000 or more and its immediately adjacent urbanized or urbanizing area. The small or emerging business must have less than 50 new employees, less than \$1 million in gross annual revenues, and utilize technological innovations and commercialization of new products and/or processes to be eligible for assistance. Funds can be used for a variety of things including, but not limited to; construction of buildings and plants, equipment, access streets and roads, parking areas, utility and service extensions, and a variety of other costs.

US Department of Commerce, Economic Development Administration Programs

- **Public Works and Economic Development Program**

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

ECONOMIC DEVELOPMENT OPTIONS AND IDEAS

The following five categories of economic development strategies are from guidance from the UW-Extension. The strategies relate to increasing overall employment opportunities and income levels within a community. These are not the goals and objectives of the town, but rather a guide to help develop the town's economic base. The BLRPC strongly encourages the review/update and potential implementation of several of the following strategies.

The following is a road map to effective community economic development.

“IMPROVE EFFICIENCY OF EXISTING FIRMS”. As firms become more efficient, they become more competitive in regional, state and national markets. The greater their efficiency, the more net income they can return to the community. The ability to stay competitive is a firm's best guarantee of being able to stay in business or expand in a specific locality. Efficiency is just as important to firms in industries in which total employment is declining. The most efficient of these can survive longest.

There are a number of actions which communities can take to assist business in improving their efficiency:

- 1) **Organize educational programs to strengthen the management capacities of existing firms. Management is the factor most closely linked with business success or failure.** Providing high quality management education at a low cost may be one of the most effective things a community can do to assure economic development.
- 2) **Start a business and industry visitation program, in which community leaders visit business executives on a regular basis in order to uncover limitations to growth.** It may be possible to reduce these limitations through some form of local public or collective private action. All businesses, not just manufacturing, should be included.
- 3) **Encourage business growth by identifying capital sources. Small businesses are especially sensitive to capital availability.** If local financial institutions are aggressive participants in local economic development efforts, deserving businesses can usually find

adequate debt capital. Equity capital may be less readily available. Organized informal and formal capital pools are great stimulants to economic expansion.

- 4) **Sponsor educational programs in science and technology to keep businesses aware of the latest technology in their field.** Local universities and technical schools will usually cooperate in such efforts.
- 5) **Improve the quality of the local work force by providing vocational and technical education, employment counseling and supportive social services.** For example, parents who are preoccupied with the general well-being of their preschool children are seldom as productive at work; good daycare may be the answer. Constructive community action can be helpful.
- 6) **Provide local and regional services that compete in quality and price with those of other communities.** This can improve business efficiency and open access to non-local markets. Communications is a good example. Cities, villages and towns with out-dated telephone systems present a major barrier to an increasingly computer-dependent society.
- 7) **Sponsor business and industry appreciation events.** These do little per se to improve operating efficiency, but they can encourage business leaders to stay in the community and to expand. At minimum they make management feel more a part of the community, adding a positive to the intangibles of business location.

“IMPROVE ABILITY TO CAPTURE DOLLARS”. In every community, farmers, the self employed, workers, retirees and businesses of all types control a substantial amount of the funds with which purchases will be made. Every dollar spent in the community, whether for retail and wholesale goods and services, or for other industrial inputs, adds to the community's employment and income. At least some of these dollars will be re-spent in the community. In contrast, dollars spent outside won't have this immediate positive impact on employment and income; nor will they have the important internal multiplier effect. Thousands of people pass by some communities on interstate highways, or visit nearby tourist attractions. *The dollars spent locally by non-local people is as valuable as those generated by the exports of goods.*

Communities can take a number of steps to capture these dollars:

- 1) **Survey consumer needs and buying habits to identify the market potential of retail and service outlets.** Once opportunities are identified, individuals or firms can be encouraged to do more specific market and financial feasibility analysis. Communities can also provide support mechanisms which help firms conduct difficult business analyses.
- 2) **Analyze and renew downtown shopping districts.** Sophisticated, costly plans are seldom implemented without early and active merchant and local government participation in the entire process. State and national historic preservation programs can often provide funding.
- 3) **Help employers develop employee training programs to improve the quality of service.** Friendly and efficient service is the cornerstone of all successful businesses.
- 4) **Generate more purchases by non-local people (tourists, citizens of neighboring communities) through appropriate promotion and advertising.** Every place is unique in some way, whether it's because of natural resources, historic events, ethnic heritage or simply creative imagination. Such uniqueness is exploitable, but it takes organized effort by a number of people.

5) **Encourage local citizens and businesses to buy locally through informational programs. Most important is that those who have something to sell use contemporary purchasing and marketing techniques.** Advertising, merchandising and buying systems which served well five or ten years ago are now badly out of date. The competition is often not next door or in the next town, but in a large shopping mall or discount store in a large city miles away. Community leaders can help organize educational programs and joint promotional efforts.

6) **Bring retailing centers alive by combining effective product and service promotion with recreational activities.** In days gone by people went downtown to buy goods and to meet their friends. The community park, courthouse square and bandshell are symbols of the era. Large shopping malls and more recently large city centers have rediscovered the rewards of combining entertainment and sales, so too can smaller communities with their commercial centers.

7) **Breathe life back into retail and business communities by forming chambers of commerce, business clubs and downtown associations.** These organizations can serve as useful catalysts in encouraging industrial and government leaders to buy as much as possible locally.

“ATTRACT NEW BASIC EMPLOYERS”. Bringing new basic employers to a community will add employment and income directly. Through the multiplier effect, it may also add other jobs and income. Basic employers can include manufacturers, non-manufacturers such as tourist attractions, insurance headquarters, computer service bureaus, warehouses and non-local government. But use care in estimating the potential employment and income effect of new employers. Many of the jobs are apt to be taken by new immigrants or people who live in neighboring communities. Multipliers are seldom as high as hoped for.

Nonetheless, community leaders can take a number of steps to attract employers:

1) **Develop local industrial, office or commercial sites and public services, and provide specific information on available labor.** Once they have decided where to locate, businesses want to set up shop and start operating in a hurry. Having well prepared sites and facilities available speeds up this process. But the community has to weigh the cost of these investments against the likelihood of attracting a new industry.

2) **Develop community and regional facilities to provide transportation, recreation, communication, business services, etc.** These not only attract new employers; they also benefit existing businesses and prospective entrepreneurs. Businesses are giving such facilities more and more weight when selecting a location. Natural resource and market access are becoming relatively less important. Conditions which make a community a nice place in which to live are growing in importance. Generally they are strongly influenced by public or quasi-public governments.

3) **Help provide capital resources.** Reduced interest rates through revenue bonds and other incentives have become widespread. Large firms often look for this type of community assistance as a way of reducing the cost of construction of new facilities. Giveaways or temporary tax reductions seldom play a significant role in location.

4) **Consider targeted searches for firms that might be interested in developing a local branch operation.** Admittedly, such searches are “longshots”. Nonetheless, the process of

becoming well prepared to seek out prospective employers can also help businesses already in the community. The most desired types of employers can be identified through careful study.

5) **Identify specific public programs, projects, offices, facilities and other services which could be located nearby, and lobby to get them.** State and national government are significant employers. Programs and facilities are constantly changing. These represent a real growth opportunity.

6) **Form organizations such as industrial development corporations. It is important that local government be involved in these efforts, but the flexibility of non-governmental organizations is often useful.** For instance, an industrial development corporation may move faster than a local government in taking options on land, or building streets in an industrial park. Communities must be careful to avoid giving something to attract a firm that they would not want to give existing businesses.

“ENCOURAGE BUSINESS FORMATION”. There is a continuing need for new businesses to meet changing demands resulting from population growth or evolving goods and services (video rentals, outpatient care or fast foods, for example). A new business can mean new income and employment as well as expanded trade with local businesses. It can also capture sales which might otherwise go to other communities. Historically, communities haven't done much to take advantage of this opportunity.

There are a number of ways to correct this omission:

1) **Form capital groups to invest private funds locally. In the beginning, entrepreneurs usually rely on their own financial resources, or that of family and friends.** But they soon need more capital. Financial institutions are usually willing to provide debt capital to familiar businesses when loans can be collateralized. The problem comes with unfamiliar types of businesses, or those usually considered high risk. Having a local capital pool for debt or equity investment may provide the critical ingredient for success for such enterprises. These pools can be informal arrangements, or more formal, such as a community development corporation. It is important that potential entrepreneurs know the pool exists.

2) **Provide counseling and intensive education for those interested in forming new businesses. First-time entrepreneurs seldom know much about business management, marketing or business plans.** Nor do they know of government regulations which would affect them. A local support structure can be very helpful and encouraging to business start-ups.

3) **Study the market potential for new retail, wholesale, service and industrial input-providing businesses.** This points out opportunities for new local establishments. General insights can be acquired through analysis techniques such as input-output, location quotients, population/ employment ratios, and trade area capture. More detailed analysis will be required to identify real opportunity in the sectors which look promising.

4) **Be aware that adversity often stimulates entrepreneurship. Plant closings or lay-offs get people interested in going into business for themselves.** Local leaders should be sensitive to this, encourage, and support entrepreneurship at these critical times.

5) **Adopt an encouraging community attitude towards entrepreneurship. Many new businesses fail after a short period.** Highly successful small business operators have often

failed once or twice before finally achieving their goals. Communities should recognize this pattern, and encourage prospective businesses to try again.

6) Provide the same services and incentive to businesses in formation as to businesses already in existence or those being sought from outside.

“INCREASE AID RECEIVED FROM BROADER GOVERNMENTS”. A community may strive to get back some of the dollars taxed away by broader governmental units (i.e., County), and if possible, to acquire dollars taxed in wealthier areas. Not only are state and national governments major employers, but they return large quantities of funds to local governments through grants and aid. These funds do not always come by an aid formula; often the local government must specifically request them. Social security, Medicare, and Medicaid payments are also major sources of personal income. Communities must be sensitive to all these sources of income.

Again, there are strategies which communities can follow to attract these funds:

1) Organize education and other program efforts to assure the correct use of public assistance programs for the elderly, handicapped and others who cannot work. People do not always know what kinds of state and national financial assistance is available. Getting such assistance usually requires some form of supportive structure.

2) Promote well-organized public/affordable private transportation, meal service, outpatient health care, recreation and other services focused on the elderly. These are among the things retirees consider when choosing a place to live. Most of these activities are within the financial grasp of well-organized small communities. Such efforts go a long way toward keeping the buying power of the "silver-haired industrial base" in the community. That buying power not only includes transfer payments, but an equally large amount of dividends, interest, and rent.

3) Obtain aid from broader governments whenever possible (e.g., streets, parks, sewers) by actively monitoring government programs; local officials can lend valuable support in this effort. It is almost impossible for any individual to be aware of all the programs which might provide financial or other assistance. This is a task which can be clearly divided by an organization in cooperation with local government officials i.e., OCEDC, Bay-Lake Regional Planning Commission, Forward Wisconsin.

4) Support political activities which insure that the community's concerns get fair treatment from broader governmental units. Monitoring and positive political effort on an ongoing basis are necessary.

LABOR FORCE CHARACTERISTICS

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

Place of Work

The ability to retain valuable human resources within a county or a town is a good indicator of the overall health of the economy in the county and its respective municipalities. In 2000, approximately 67 percent of workers who were 16 years and older living in the Town of Mountain worked in Oconto County, primarily in the Town of Mountain, the Village of Suring or the Town of Lakewood. The remaining 33 percent (111 people) of working town residents commuted to their jobs outside of Oconto County, primarily to Forest, Brown, Marinette and Outagamie counties.

Table 4.1 illustrates the 2000 commuting patterns of Mountain residents in addition to employees working in Mountain. Of those people who work at businesses in the town, 30.5 percent are residents of the Town of Mountain. In addition, of the 340 working residents of the Town of Mountain, 280 (82.4 percent) work outside of town.

Table 4.1: Place of Work, 2000 Town of Mountain

Location	Number*	Percent
Work in Mountain	197	100.0%
Live In Mountain	60	30.5%
Live Outside Mountain	137	69.5%
Where Employees of Mountain Businesses Commute From		
Town of Riverview	41	20.8%
City of Oconto	24	12.2%
Town of Breed	10	5.1%
Other	62	31.5%
Live in Mountain	340	100.0%
Work In Mountain	60	17.6%
Work Outside Mountain	280	82.4%
Where Mountain Residents Commute to Work		
Village of Suring	62	18.2%
Town of Lakewood	42	12.4%
City of Oconto Falls	18	5.3%
Town of Wabeno	16	4.7%
City of Oconto	15	4.4%
Other	127	37.4%

* Number of Workers 16 years of age and older

Source: U.S. Bureau of the Census, 2003 and Bay-Lake Regional Planning Commission, 2003.

Occupation

According to the 2000 Census, the majority of employed persons in the Town of Mountain were either in production, transportation, and material moving occupations (29.5 percent) or they were service (21.2 percent) (Table 4.2).

Table 4.2: Employed Persons by Occupation, 2000, Town of Mountain & Oconto County

Occupation	Town of Mountain		Oconto County	
	Number	Percent of Total	Number	Percent of Total
Management, professional, and related	54	15.5	4,234	23.9
Service	74	21.2	2,504	14.2
Sales and office	61	17.5	3,580	20.2
Farming, fishing, and forestry	7	2.0	428	2.4
Construction, extraction, and maintenance	50	14.3	2,093	11.8
Production, transportation, and material moving	103	29.5	4,841	27.4
Total	349	100.0	17,680	100.0

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, DP-3; and Bay-Lake Regional Planning Commission, 2002.

Industry

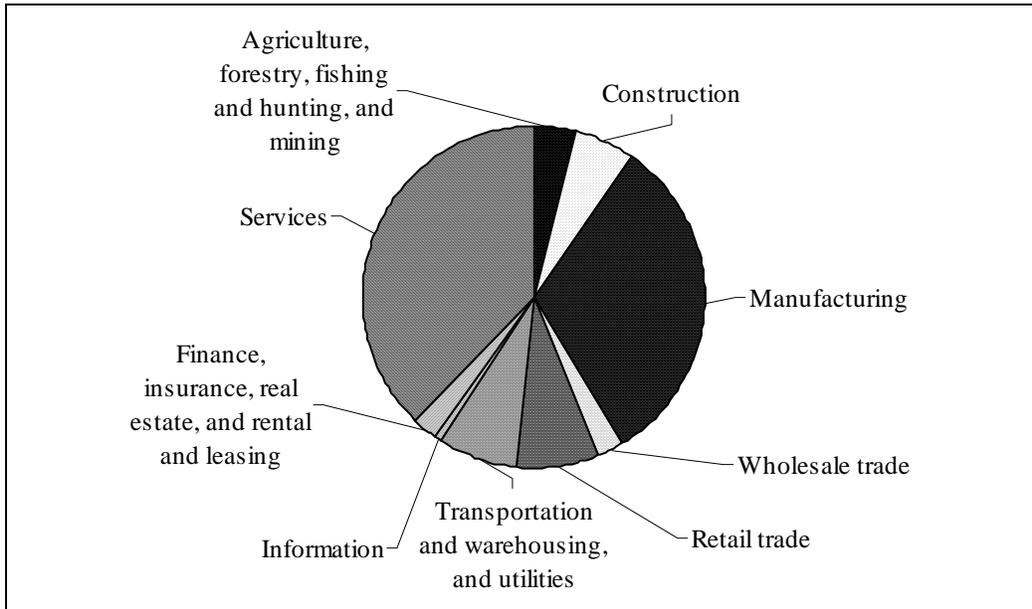
The number and percent of employed persons by industry group in the Town of Mountain and Oconto County in 2000 are displayed in Table 4.3. The greatest percentage of employment in the Town of Mountain was within Service related industries, and Manufacturing. The agricultural, forestry, fishing, hunting and mining had low numbers from past decades. Figure 4.1 illustrates the percent employment by major industry group for the Town of Mountain.

Table 4.3: Employed Persons by Industry Group, 2000, Town of Mountain & Oconto County

Industry	Town of Mountain		Oconto County	
	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	13	3.7	1,112	6.3
Construction	20	5.7	1,346	7.6
Manufacturing	109	31.2	5,126	29.0
Wholesale trade	9	2.6	463	2.6
Retail trade	26	7.4	1,517	8.6
Transportation and warehousing, and utilities	26	7.4	1,263	7.1
Information	2	0.6	210	1.2
Finance, insurance, real estate, and rental and leasing	8	2.3	733	4.1
Professional, scientific, management, administrative, and waste management services	7	2.0	730	4.1
Educational, health and social services	46	13.2	2,723	15.4
Arts, entertainment, recreation, accommodation and food services	70	20.1	1,286	7.3
Other services (except public administration)	7	2.0	640	3.6
Public administration	6	1.7	531	3.0
Total	349	100.0	17,680	100.0

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, DP-3; and Bay-Lake Regional Planning Commission, 2002.

Figure 4.1: Percent Employment by Industry Group, 2000, Town of Mountain



Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, DP-3; and Bay-Lake Regional Planning Commission, 2002.

Unemployment Rate

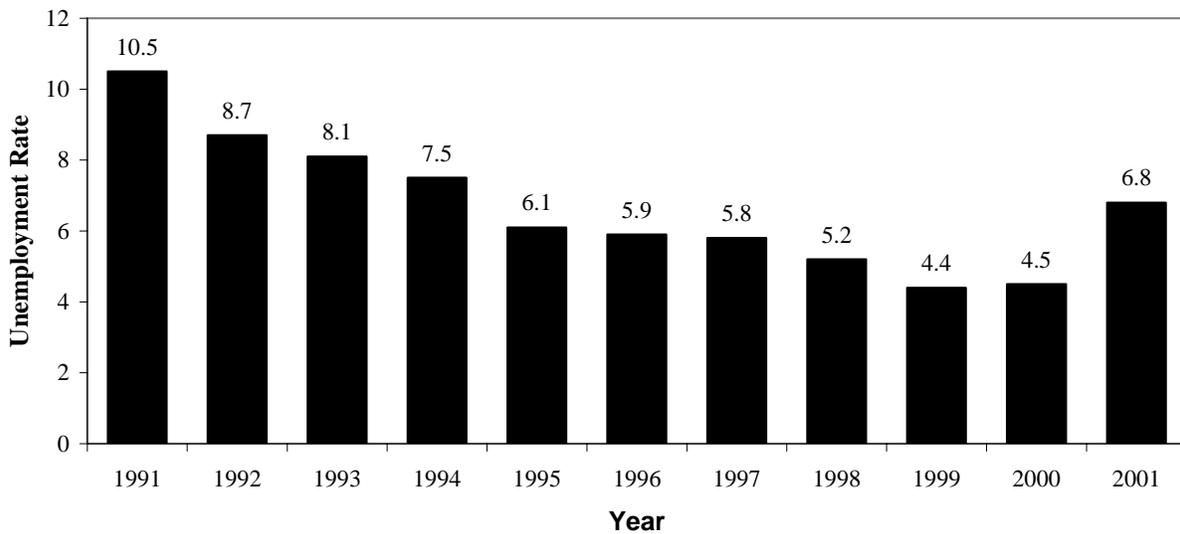
The civilian labor force for Oconto County has experienced both slight increases and decreases since 1991 (Table 4.4). The unemployment rate and the number of unemployed in 1999 was the lowest it has been during the whole decade (Figure 4.2). For the period 1991 to 2001, the number of unemployed decreased 3.7 percent, and the number of employed increased by 3,000 jobs.

Table 4.4: Average Civilian Labor Force Estimates, 1991-2001, Oconto County

Year	Civilian Labor Force	Unemployed	% Civilian Labor Force	Employed
1991	14,237	1,494	10.5	12,743
1992	14,210	1,234	8.7	12,976
1993	14,482	1,170	8.1	13,312
1994	14,745	1,109	7.5	13,636
1995	14,778	905	6.1	13,873
1996	15,137	897	5.9	14,240
1997	15,355	895	5.8	14,460
1998	15,715	810	5.2	14,905
1999	15,446	684	4.4	14,762
2000	15,935	725	4.5	15,210
2001	16,896	1,144	6.8	15,752

Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimates, for years cited; and Bay-Lake Regional Planning Commission, 2002.

Figure 4.2: Unemployment Rate, 1991-2001, Oconto County



Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimate, 1991-2001; and Bay-Lake Regional Planning Commission, 2002.

Employment Forecast

The Wisconsin Department of Workforce Development created the *Wisconsin Detailed Industry Employment Projections, 2000-2010*, a projection for industries, occupations, and the labor force. These projections are for all of Wisconsin. According to the Department of Workforce Development, in 2010, the services industry is projected to continue to be the industry with the largest share of employment followed by wholesale and retail trade, and manufacturing. The Service jobs along with wholesale and retail trade will continue to increase, whereas the manufacturing employment is projected to decrease by 2010. Occupations in manufacturing are expected to move away from general labor positions to more semi-skilled and skilled operator and technician jobs. This is due primarily to production processes that are more efficient and new available technology.

Service industry employers are projected to increase the number of jobs to the state's labor market by 19 percent by 2010. The largest divisions within this industry group are projected to be health services, educational services and business services. With the aging of the population, the demand for such services will continue to increase. The wholesale and retail trade industry is projected to increase the number of jobs by 10 percent. The manufacturing industry is projected to lose approximately two percent of its jobs by 2010.

Local Employment Forecast

From 1990 to 2000, the manufacturing industry continued to be the industry with the largest share of employment in Oconto County. The services industry and retail trade industry are the county's second and third highest employers respectively. This trend is expected to continue, however increases in manufacturing are expected to be at a lower rate than those of the service industry. This is due to advancing technologies in manufacturing and an aging population which may require additional services.

In 1990, employment data was available for each business within the Town of Mountain and the number of employees each employer had. This data is now suppressed to ensure confidentiality of individual employers. To determine the economic health of the town, it is important to determine the number of jobs available within the town. Therefore, by referring back to Table 4.1: Place of Work, the information can be used to illustrate an approximate number of people who are employed by businesses in the Town of Mountain. In 2000, businesses in the town employed a total of 197 persons. Of the 197 employees, 30.5 percent were town residents. However, of the 340 working residents of Mountain, 82.4 percent work outside of the town. Since the Town of Mountain is a rural community, this trend will likely continue throughout the town's 20 year planning period.

Median Household Income

In 1989, the median household income for the Town of Mountain was \$16,364, which is similar to its neighboring Town of Riverview which is situated similarly in northwest Oconto (Table 4.5). By 1999 (reported in 2000 Census), the median household income for the town increased to \$30,598. In both instances, these figures were consistently lower than Oconto County and the State.

Table 4.5: Median Household Income, 1989, 1997 and 1999, Town of Mountain & Selected Areas

Area	1989	1999
Town of Mountain	\$16,364	\$30,598
Town of Riverview	\$16,883	\$32,550
Town of Doty	\$12,273	\$32,188
Oconto County	\$22,927	\$41,201
State of Wisconsin	\$29,442	\$43,791

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 3A, Table P080A; Wisconsin Department of Commerce, Estimated 1997 Median Household Income; 2000 Census of Population and Housing, DP-3 and Bay-Lake Regional Planning Commission, 2002.

Personal Income

Per return income is based on income tax returns filed in the year cited to the Wisconsin Department of Revenue. This information helps to determine the economic wellbeing of the town's working residents. In 2000, the municipal per return income reported in the Town of Mountain was \$25,038 (Table 4.6). This is lower than neighboring communities and the county, yet having a higher than average gain since 1997. The Town of Doty's percent gain is likely due to the low numbers of workers - thus variables in income earned can fluctuate greatly.

Table 4.6: Municipal Per Return Income, 1997-2000, Town of Mountain & Selected Areas

Area	1997	1998	1999	2000	Percent Change 1997-2000
Town of Mountain	21,113	22,405	23,467	25,038	18.6
Town of Riverview	25,529	25,655	26,818	30,039	17.7
Town of Doty	20,811	23,032	28,584	30,281	45.5
Oconto County	27,544	29,571	31,300	32,367	17.5
Wisconsin	34,716	36,996	38,930	40,570	16.9

Source: Wisconsin Municipal Per Return Income Report, for years cited, Wisconsin Department of Revenue, Division of Research and Analysis; and Bay-Lake Regional Planning Commission, 2002.

ECONOMIC BASE

Employment by Economic Division

To understand the future of employment in the Town of Mountain, an understanding of the local and county economy is required. The Economic Base Analysis technique divides the economy into basic and non-basic sectors. The “basic sector” is made up of local businesses that are dependent on external factors. Manufacturing and local resource-oriented firms are usually considered to be basic sector firms because their fortunes depend largely upon non-local factors, and they usually export their goods. The “non-basic sector”, in contrast, is composed of those firms that depend largely upon local business conditions. Economic Base Theory asserts that the means of strengthening and growing the local economy is to develop and enhance the basic sector.

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

Location Quotient Analysis

The Location Quotient Analysis technique compares the local economy, Oconto County, to the United States. The information used is approximately four years old but is still useful in painting a picture of the county. This allows for identifying specializations in the Oconto County economy (Table 4.7). If the location quotient (LQ) is less than 1.0, all employment is considered non-basic, therefore, that industry is not meeting local demand for a given good or service. An LQ equal to 1.0 suggests that the local employment is exactly sufficient to meet the local demand for a given good or service, employment is still considered non-basic. An LQ greater than 1.0 suggests that local employment produces more goods and services than the local economy can use, therefore, these goods and services are exported to non-local areas, which makes them basic sector employment.

Table 4.7: Employment by Industry Group, 1990-1998, Oconto County and United States, Location Quotient Analysis

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

(D) Not shown to avoid disclosure of confidential information, but the estimates for this item are included in the totals.

Source: U.S. Department of Commerce, Bureau of Economic Analysis, REIS 1969-98; and Bay-Lake Regional Planning Commission, 2002.

Threshold Analysis

Export Base (Basic Employment)

There are four areas within the 1998 Oconto County economy that can be considered basic employment areas: farm employment, construction, manufacturing, and retail trade. These four areas produce more goods and services than the local economy can use. When LQs increase over time, this suggests that the Oconto County economy is getting closer to reaching and exceeding local demand. For example, retail trade had gone from 0.93 in 1990, to 1.04 in 1998. Having basic employment also suggests that if a downturn in the local economy occurs, these sectors will not be strongly affected because their dependent more on non-local economies. Having strong basic sector employment and industry will strengthen the local economy.

Non-Basic Employment Industry

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

STRENGTHS AND WEAKNESSES ANALYSIS

Introduction

This element of the plan looks at a number of conditions within the town as a strength, a weakness, or as a general statement of fact for retaining or attracting businesses (opportunities or threats). These factors may greatly influence the future economic climate over the next two decades. Therefore, they are important for the community to identify as part of this plan in order to understand their community's continued economic viability and future draw for preferred businesses.

This portion of the economic element gives a perspective from a "business point of view" and reflects concerns, issues, questions current and future business owners would ask about a community in formulating a plan, or before expanding their business. Within these categories are assumptions and statements based on information available on the community, as well as information derived from the local planning committee.

Physical Capabilities

Utilities

Strengths:

Electric and natural gas services are accessible in developable areas of the town.

Weaknesses:

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

Telecommunications

Strengths:

Telephone service (local and long distance) is provided with digital switching. There are no major differences in the quality of telephone service between the town and other municipalities within the county. Cellular and digital calls can be made from the town.

Weaknesses:

Cable and fiber optics are not readily available to the town.

Transportation

Strengths:

The town has access to STH 32/64, which is a pathway that provides highway exposure to the town. Another pathway that gives the town some added exposure is the Oconto County Recreational Trail, which guides users of the trail through the northeastern portion of the town. Most town residents are approximately 30 minutes from Suring and Antigo.

Weaknesses:

The town does not have port access, nor its own access to rail or air service.

Local Labor Force Characteristics

Strengths:

The unemployment rates (six percent) within the county are still low. A large retirement age pool of professional/skilled labor exists. The town has a strong work ethic.

Weaknesses:

The town is experiencing an aging structure shift due to the baby boomers reaching retirement age, younger workers seeking employment and housing opportunities elsewhere, larger population of retirees entering the town. Current and future labor shortages are, and will be, due to low numbers in the age group of 16-24, and due to the large number of seasonal/tourist businesses reliant on the Nicolet National Forest. In addition, more of the town's younger individuals are moving away to find employment and housing opportunities elsewhere.

Industrial/Commercial Site Availability

The town, as does its neighboring towns, has ample space for commercial/light industrial development primarily along STH 32/64. The areas adjacent to the highway provide for highway access, ease of access and good visibility. A town industrial center has been established for smaller clean industries employing 20 or fewer employees.

Programmatic Capabilities

Existing Business Base Analysis

The town has traditionally developed in a linear pattern along STH 32/64, capitalizing on its location and high traffic counts. There is currently room for expansion of businesses as well as further development of businesses within the town commercial core as well as along STH 32/64.

Available Government Services

The town has an adopted Comprehensive Plan, a County Subdivision Ordinance, Zoning Ordinance, Floodplain Ordinance, and Shoreland Wetland Ordinance. Police services are provided by Oconto County with a sub-station serving the northwestern towns - including Mountain. The Town of Mountain maintains its own fire department, while a volunteer rescue service is also provided. Postal services are provided by the Mountain Post Office. Government assistance comes from a Town Board, Plan Commission, Town Clerk/Treasurer, and various planning agencies such as Bay-Lake Regional Planning Commission who may assist the town in writing grant applications and monitoring these grants (park acquisitions/improvements, community developments, housing improvements, etc). Tourism information and advertising is provided by the Oconto County Economic Development Corporation, Lakewood Chamber of Commerce and several private organizations.

Specific Inhibitors To Economic Development

Infrastructure does not exist in planned areas of commercial and industrial growth (sewer and water). Rail and air services do not exist within the town. An economic strategy has not been initiated for the town.

Training Programs

Strengths:

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

Weakness:

Many of the formal training sites are between 45 minutes and 90 minutes (by automobile) away.

Financial Capabilities

Tax Base Comparisons

The town had a 2002 Full Value equal to \$102,295,700. The Full Value Effective Rate for the town in 2002 was 0.017 (Table 4.8).

Incentives for Development

Future developments that purchase land in the Mountain business park have a two year timeframe to erect a structure.

Banking Capability and Capacity

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

A common problem is the "template" approach to many lending agencies. Borrowers fitting standard criteria are quickly approved for loans, while those deviating or not meeting the well defined criteria are often denied a loan. The local lender does not have the flexibility they once held years ago, especially since many lenders no longer

personally “know” their borrower due to the availability of high speed telecommunications.

Quality of Life

Housing Prices

In 1999, some 33 homeowners within the town paid more than 30 percent of their incomes towards housing cost. In 2000 the median household income was \$30,598. Based on the household income median, a median housing payment would be around \$918, or approximately a home valued around \$100,000. In 2000 the median value of a house was \$77,200. Homes valued between \$50,000 and 100,000 were most prevalent within the town.

Aesthetics

The town is comprised of vast wooded acres crossed by rivers and streams and dotted with lakes and ponds. Development is low density and areas allow for a variety in housing densities. Commercial development is without a common theme and many properties need structural repairs or re-investment.

Environment

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

Education and Health Care

The town is served by the Suring School District. No schools exist within the town, and bussing of town students is long. The Town of Mountain and Oconto County are also part of the Northeast Wisconsin Technical College (NWTC) District of The Wisconsin Technical College System. The main NWTC campus is located in Green Bay with training facilities also located in the Village of Suring and the community of Townsend. Rescue services and a clinic are nearby, however hospital locations are not.

SITES FOR BUSINESS AND INDUSTRIAL DEVELOPMENT

Existing Site Inventory and Analysis

The areas that are developed as commercial or industrial are limited mostly to STH 32/64. Being primarily a forested/tourist community with half of its housing structures owned by seasonal residents, further pressure for these types of growth have been limited. Specific sites are located within the Land Use Element of this plan, and detailed upon the Land Use Map which was inventoried and mapped in the fall of 2002.

Evaluation of Environmentally Contaminated Sites For Redevelopment:

The WDNR and EPA have been urging the clean up of contaminated commercial or industrial sites so they may be utilized for more productive uses. There have been several historic remediation sites in the Town of Mountain. Most sites are related to petroleum releases, including those from leaking underground storage tanks (LUST) and spills of diesel and gasoline products. According to the list of LUST sites, the Town of Mountain currently has two LUST sites needing special attention which may pose a hazard to the town’s groundwater. Sites listed by the WDNR include the Oconto County Highway Shop located on Old Highway 32 and Parkside Service Center located at 13946 STH 32/64.

Designation of Business and Industrial Development

Commercial Uses:

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

Industrial Uses:

The town intends to steer “light industrial” manufacturing and warehousing activities to its industrial center, to accommodate business expansions within the town and any future business use. Any consideration of locating industry along STH 32/64 needs to be accompanied with well landscaped areas with a buffer to add aesthetic qualities to the entryways into the town. It is important that if this use were to develop, that a detailed landscape plan, signage plan, street access plan and lighting plan be done that would fit the character of the town and not detract or negatively impact adjacent land uses. Any lands, off of main corridors, will also need to be buffered in order to minimize the negative impacts to adjacent properties.

Acresage Projections

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

COMMUNITY FINANCES

A community must be concerned about its ability to generate sufficient public revenues to provide the types and levels of services demanded by its citizens. Tables 4.8 and 4.9 provide a history of the taxes levied in the Town of Mountain. From 1995 to 2002, the Full Value Rate has consistently declined to 0.01770.

Table 4.8: Comparative Tax Appropriations, 1995-2002, Town of Mountain

Year Levied	Full Value	Percent Assm't Level	Total Property Tax	State Tax Credit	Full Value Rate		Taxing Jurisdiction Share				
					Gross	Effective	School	Vocational	County	Local	Other
1995	41,358,100	98.24	1,141,750	81,122	0.0276	0.02564	716,658	56,935	229,213	116,672	22,272
1996	43,793,300	93.77	981,075	115,503	0.02240	0.01976	549,003	56,526	218,916	133,871	22,759
1997	52,150,000	79.70	1,114,065	109,746	0.02136	0.01925	614,531	65,434	250,250	148,185	35,666
1998	55,515,600	76.24	1,139,430	108,036	0.02052	0.01857	589,929	72,155	290,352	150,000	36,994
1999	66,224,800	66.01	1,362,228	104,405	0.02056	0.01899	684,441	89,092	349,437	200,000	39,257
2000	70,458,400	63.02	1,389,630	108,757	0.01972	0.01817	688,775	98,004	380,845	181,650	40,357
2001	81,811,300	118.92	1,621,521	108,528	0.01982	0.01849	797,483	132,622	469,974	175,000	46,442
2002	102,295,700	97.54	1,926,775	115,429	0.01883	0.01770	937,046	165,411	585,306	185,802	53,210

Source: Wisconsin Department of Revenue, *Town, Village and City Taxes*, for years cited; and Bay-Lake Regional Planning Commission, 2002.

The ability to finance community projects is measured by general obligation debt capacity. According to the Wisconsin Constitution there are limits on how much a municipality may borrow. They are limited to an amount equal to five percent of the equalized value, or full value, of the unit of government. The town's existing debt as of December 31, 2002, was \$314,888, with a debt margin of \$4,799,897.

Table 4.9: Public Indebtedness, 1998-2002, Town of Mountain

Year	Full Value	Debt Limit*	Existing Debt	Debt Margin
1998	55,515,600	2,775,780	68,660	2,707,120
1999	66,224,800	3,311,240	352,017	2,959,223
2000	70,458,400	3,522,920	293,017	3,229,903
2001	81,811,300	4,090,565	248,577	3,841,988
2002	102,295,700	5,114,785	314,888	4,799,897

*Debt Limit equals five percent of the full value.

Source: Wisconsin Department of Revenue, Bureau of Local Finance Assistance, Equalized Value and Debt Limit Value, for years cited; and Bay-Lake Regional Planning Commission, 2002.

Chapter 5 - TRANSPORTATION

INTRODUCTION

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

SUMMARY AND IMPLICATIONS

Through its comprehensive planning program the Town of Mountain seeks to establish a safe and efficient transportation system for motor vehicles, pedestrians, and bicycles that is compatible with the town's adopted 20 Year Comprehensive Plan.

The transportation facility inventory conducted for the Town of Mountain has established that the town currently has jurisdiction over and responsibility for nearly 92-miles of local roads. The town's jurisdictional responsibility relative to its local roads includes maintenance, repair and reconstruction of the roads as needed. The primary funding source for maintaining, rehabilitating and reconstructing the local road system in the Town of Mountain is the state's disbursement of general transportation aids. The state provides a payment to the town for costs associated with such activities as road and street reconstruction, filling potholes, snow removal, grading shoulders, and marking pavement. In addition, the town's local transportation system is complimented by the state and county trunk highway system, which provide access to the communities located within Oconto County, the region, and the state.

The town currently does not have any specific facilities (bicycle paths, paved shoulders, and or sidewalks) to serve bicyclist and pedestrians. However, provided that traffic levels remain moderate to low, the town's existing local road system can and does safely and efficiently serve the needs of bicyclist and pedestrians.

The transportation facility inventory conducted for this plan also determined that the town has readily available and efficient access to multi-modal transportation services and facilities including; transportation services for the town's elderly and disabled residents (Oconto County Commission on Aging); private intercity bus service (Greyhound connections in the City of

Oconto and Shawano); local air service (Oconto County Airport); and regional passenger-air service (Austin Straubel Airport in Green Bay, Outagamie County Regional Airport in Appleton and Langlade County Airport in Antigo). There are no existing or operating rail facilities located within or adjacent to the town.

TRANSPORTATION STRATEGY

Transportation in its many forms is the link that connects the town's land uses into a cohesive pattern. The following transportation objectives have been adopted to represent and define the importance of transportation in achieving the goals of the *Town of Mountain 20 Year Comprehensive Plan*.

Goal:

To establish a safe and efficient transportation system for motor vehicles, pedestrians, and bicycles that is compatible with the town's adopted 20 Year Comprehensive Plan.

Transportation Principle:

An integrated area transportation system serves to freely interconnect the various land use activities located within the town, county and region, thereby providing the accessibility needed to support these activities.

Objectives:

1. To develop a transportation system that provides for all transportation modes.
2. To develop a transportation system that is harmonious with surrounding land uses.
3. To provide for convenient and efficient vehicular movement near all commercial, industrial, and public facility locations.
4. Provide for adequate traffic controls (i.e., turning lanes, frontage roads) near businesses located along major highway corridors.
5. To provide and maintain aesthetically pleasing transportation corridors.
6. Provide a safe system of bicycle accommodations and designated bicycle routes throughout the town.
7. To provide safe and convenient pedestrian traffic movement.
8. To plan for and designate future road rights-of-way within the town.
9. Develop an integrated multi-modal transportation system which, through its location, capacity, and design, will effectively serve the existing town land use development pattern and promote implementation of the town land use and transportation plan, meeting the anticipated transportation demand generated by existing and planned land uses.
10. Develop a balanced transportation system which will provide the appropriate types of transportation needed by all residents, regardless of income, physical ability or age, businesses, and industries at a level of service which will permit ready adaptation to changes in transportation demand and technology including travel needs and transportation management.
11. Develop a transportation system that reduces crash exposure and provides for increased travel safety.

12. Develop a transportation system that is economical and efficient, satisfying other objectives at the lowest possible environmental, social and financial public cost.
13. Develop a transportation system that minimizes adverse effects upon the property tax base and the natural and cultural resource base.
14. Develop a transportation system that preserves a high aesthetic quality and possesses a positive visual relation to the land.
15. Develop a transportation system that facilitates energy conservation while minimizing associated pollution effects.
16. Develop a transportation system that identifies and preserves multi-use utility and transportation corridors.
17. Provide continued support for future infrastructure, communications, and navigation improvements to Oconto Municipal Airport.

Policies:

1. The proper use of land for, and adjacent to, transportation facilities should be pursued in accordance with the town's land use development objectives. The disruption of future development should be minimized by utilizing transportation corridor preservation techniques.
2. The total amount of land used for transportation facilities should be minimized.
3. The dislocation of households, businesses, industries, and public and institutional buildings as caused by the reconstruction of existing or the construction of new transportation facilities and terminals should be minimized.
4. The destruction of, or negative impacts to, historic buildings and of historic, scenic, scientific, archaeological, and cultural sites as caused by the reconstruction of existing or the construction of planned transportation facilities and terminals should be minimized.
5. Transportation facility construction plans should be developed using sound geometric, structural, erosion control and landscape design standards which consider the aesthetic quality of the transportation facilities and the areas through which they pass.
6. Transportation facilities should be located to minimize impacts on visually pleasing buildings, structures, and natural features; and to enhance vistas to such features.
7. The location of transportation facilities in or through environmental corridors and natural areas should be avoided.
8. The loss of wetlands and environmental corridor land to transportation facility construction should be avoided.
9. Adverse impacts on significant natural habitat, with special attention to endangered species should be avoided.
10. Use of the natural resource base in the development of transportation facilities should be minimized.

11. Abandoned rail and/or utility right-of-way corridors should be preserved for future transportation facilities such as bicycle, pedestrian, transit, future rail service and/or arterial streets where such need is shown in the county land use plan.
12. Full use of all existing transportation facilities should be encouraged through low- and non-capital intensive techniques cooperatively fostered by government, business, and industry, prior to any capital-intensive or disruptive construction of new facilities.
13. The amount of transportation system operating and capital investment costs should be minimized.
14. The direct benefits derived from transportation system improvements should exceed the direct costs of such improvements using life-cycle costing methods.
15. The transportation system should provide access and service with choices of modes throughout the town in a way designed to reduce overall average travel times to destinations within the town and county.
16. Bicyclists and pedestrians should be accorded a comfortable margin of safety on all streets and highways by ensuring compliance with American Association of State Highway and Transportation Officials (AASHTO) and Manual of Uniform Traffic Control Devices (MUTCD) guidelines and standards.
17. Wider paved shoulders or wide curb lanes should be constructed on arterial highways and major collectors.
18. Bicycle paths should be constructed to serve corridors not served by streets and highways. The most common uses are along rivers, lake shores, canals, utility rights-of-way, and within college campuses.
19. Bicycle routing should direct bicyclists to suitable highways and streets without significantly compromising directness. Established bicycle suitability models should be used.

Programs:

1. 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.
2. Work with the Oconto County Highway Safety Commission to provide an ongoing assessment of town road safety and efficiency.
3. Work with the Oconto County Highway Commission and the Wisconsin Department of Transportation to ensure safe and efficient local road and private driveway access to STH 32, STH 64 and CTH W.
4. The Town Board or a designated committee should continue to conduct an annual assessment of town road pavement conditions, road drainage and ditch maintenance needs, adequacy of existing driveways and culverts relative to safe access and to and from adjoining parcels of land, and to determine the adequacy of sight triangles at all road intersections.

TRANSPORTATION FUNDING AND TECHNICAL SUPPORT PROGRAMS

The following provides a brief description of transportation related funding programs that are administered by the Wisconsin Department of Transportation (WisDOT). The programs are

divided into two categories: 1) formula driven programs for which funding is based on population and/or road mileage; and 2) competitive funding programs.

Wisconsin Department of Transportation

General Transportation Aid (GTA)

Town road improvements, construction and maintenance is funded, in part, through the state's disbursement of general transportation aids. The state provides a payment to each county and municipality in the state that pays a portion of local governments' costs for such activities as road and street reconstruction, filling potholes, snow removal, grading shoulders, marking pavement, and repair of curb and gutters. The statutory "rate per mile" is \$1,825 for 2002. Beginning in 2000, each municipality was required to establish and administer a separate segregated account from which moneys may be used only for purposes related to local highways and must deposit into that account all state or federal money for local highway purposes.

Local Mileage Certification

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

Local Roads Improvement Program (LRIP)

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

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

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

All LRIP projects are locally let, with up to 50% of the costs reimbursed by WisDOT upon completion, and the remainder matched by the local unit of government. Eligible projects include but are not limited to design and feasibility studies, bridge replacement or rehabilitation, reconstruction, and resurfacing. Ineligible projects include, but are not limited to: new roads, seal coats, ditch repair, and/or curb and gutter construction.

Local Bridge Program

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

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

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

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

Flood Damage Aids

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

County Forest Aid Program

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

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

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

Specialized Transportation Assistance Program for Counties - Section 85.21

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

Eligible expenditures include:

- directly provided transportation service for the elderly and disabled;
- purchase of transportation service from any public or private organization;
- a user-subsidy for the elderly or disabled passenger for their use of the transportation service;
- volunteer driver escort reimbursement;
- performing or purchasing planning or management studies on transportation;
- coordinating transportation services;
- performing or purchasing in-service training relating to transportation services; and/or
- purchasing capital equipment (buses, vans etc.) for transportation services.

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

Local Transportation Enhancement Program (TE)

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

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

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

Surface Transportation Program - Discretionary (STP-D)

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

Transportation Demand Management Programs

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

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

1. TDM Grant Program

The TDM Grant program provides funding to successful grant recipients to implement projects that encourage innovative solutions and alternatives to reducing SOV trips. WisDOT accepts applications annually. Eligible applicants may include local governments, chambers of commerce, and others as defined by the program. The required local match is 20 percent of the project costs.

2. Wisconsin Employment Transportation Assistance Program (WETAP)

As a joint program between the Wisconsin Department of Workforce Development (DWD) and WisDOT, it provides funding to help low-income people access, or retain or advance in

employment with the goal of meeting the entire population's transportation needs. This program is funded with combined federal and state dollars, and requires a local match.

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

Transportation Economic Assistance (TEA Grant) Program

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

Federal Highway Administration

Transportation and Community and System Preservation Pilot Program (TCSP)

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

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

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

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

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

INVENTORY OF TRANSPORTATION FACILITIES

Elderly and Disabled Transportation System

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

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

Inter-County Bus Service (WETAP)

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

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

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

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

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

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

Intercity Bus

In the past, nearly every small community in the state was connected by an intercity bus service which traditionally served the elderly, those who could not drive, students, and those individuals

unable to afford alternative forms of transportation. Following World War II, intercity bus systems helped to fill a void for “affordable transportation” that was created by the decline of passenger rail service. Unfortunately, intercity bus service suffered the same fate as passenger rail; as intercity bus ridership decreased, the number of intercity bus routes operating within the state also declined drastically. Intercity bus routes tend to serve only the largest urban centers and those smaller urban areas that just happen to be adjacent to a route that connects two larger cities.

Greyhound Bus currently provides service twice daily through eastern Oconto County; both trips originate in the City of Green Bay. The final destinations are to Escanaba, Marquette, and Calumet, Michigan. Both routes provide service along USH 41 through the City of Oconto, the City of Peshtigo, and the City of Marinette.

Connections to other major cities in Wisconsin (Milwaukee, Madison) as well as to Minneapolis, Minnesota via STH 29, can be made in the City of Green Bay, and the City of Shawano.

Bicycle Transportation System

Old 32, Bonita Road, McComb Lake Road, Bachmann Road, Weller Road, Heisler Road and Silver Hill Road are several bicycle accommodations provided by the town for use by bicyclists. However, bicycle travel is permitted on all highways and roads located within the town.

Rail

There are no existing rail facilities or corridors located within the Town of Mountain.

Air Service

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

At the regional level, the primary commercial-passenger and air freight service for residents of the Town of Mountain is provided by Austin Straubel International Airport, located near the City of Green Bay. To a lesser degree, limited air service can also be accessed at Langlade County Airport which is located just east of the City of Antigo and at Outagamie County Regional Airport located just west of the City of Appleton. Austin Straubel International Airport is a full service regional connector that in 1999 is providing direct service flights to four major cities, including Milwaukee, Wisconsin; Chicago, Illinois; Detroit, Michigan; and Minneapolis, Minnesota. Flights are provided on six airlines with approximately 32 arrivals and departures daily. Outagamie County Regional Airport at Appleton also offers commercial passenger service to Milwaukee, Minneapolis, Detroit and Chicago. Langlade County Airport does not offer scheduled passenger service.

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

There are also several privately owned airstrips located within Oconto County providing general small craft services and/or recreational flights to the public. These small, private airport facilities offer minimal services, and are generally utilized by recreational fliers.

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

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

Trucking

No major truck terminal operations (commercial truck operations) are located within the Town of Mountain. However, the Nicolet Forest Water bottling facility and independent truck operators hauling forest products from the Nicolet National Forest may utilize and impact local roads.

Streets and Highways

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

Functional Class

Roads, which are the principal component of the circulation system, may be divided into three categories: arterial, collector and local. The three categories of roads are determined by the function that the road serves in relation to traffic patterns, land use, land access needs and traffic volumes. The road system for the Town of Mountain shown in Map 5.1 has been functionally classified based on criteria identified in Table 5.1. The criteria or standards that the Wisconsin Department of transportation apply to functionally classifying roads includes population density, population service (size of communities serviced by a particular road or highway), the spacing (distance apart) of the highways, and traffic volumes. The functional classification of the highway or road determines the role that federal, state, county, and local units of government play in maintaining and rehabilitating the road.

Arterial Roads

The function of an arterial road is to move traffic over medium to long distances, often between regions as well as between major economic centers, quickly, safely and efficiently. Arterial roads are further categorized into either "principal" or "minor" arterial roads based on traffic volumes.

STH 32, also designated the "32nd Division Memorial Highway," commemorating the 32nd Division for obvious 'numerical' reasons, is the primary access route to the Town of Mountain for northbound cottage dwellers and tourists traveling from Green Bay, the Fox River Valley,

Milwaukee and the southeastern part of the state. The southern terminus of STH 32 is the Wisconsin/Illinois state line at Pleasant Prairie south of Kenosha. The northern terminus is the Michigan state line (concurrent with USH 45) at Land O' Lakes. From Illinois to Michigan the highway traverses approximately 325 miles through the state of Wisconsin through Milwaukee and Green Bay. From Michigan, STH 32 traverses south and eastward through Monico and Crandon. At Crandon, the highway traverses due east into Laona concurrent with USH 8. At Laona, the highway traverses southward through Wabeno, Carter, Townsend, Lakewood, and then through the Oconto County communities of Mountain, Suring and Gillett. From Oconto County, STH 32 continues southward, connecting with STH 29 at a point just west of the City of Green Bay. STH 32 (including the portion that runs concurrent to STH 64) comprises a little more than eight-miles or 7.12 percent of the town's total road miles.

STH 64 (a portion of which runs concurrent to STH 32 in the town) is a primary east-west connector through the state. Originating at the City of Marinette, in Marinette County, STH 64 travels west, crossing USH 141 north of the Village of Coleman in Marinette County. The highway continues west and intersects with STH 32 near Chute Pond. STH 64 then runs concurrent with STH 32 for approximately seven-miles before continuing westward along the entire north-central tier of the state (through the communities of Antigo, Merrill, Medford, Bloomer and New Richmond) to the Minnesota border. STH 64 comprises 3.79 percent of the town's total road system or 4.31 miles.

Table 5.1: Functional Classification Criteria for Rural Roads and Highways

Rural Principal Arterials						
County Population Density (Rural)	Basic Criteria				Supplemental Criteria	Mileage Percent of System Range
	Must meet any 2 of these				OR must meet both of these plus 90% of Traffic Volume	
	Population Service	Land Use Service	Spacing	Traffic Volume		
>43	Connect places 50,000 with other places of 50,000. Connect places 5,000 with places of 50,000.	Provide access to major recreation areas of the state.	Maximum 30 miles	>6,000		2.0-4.0% statewide
<43				>2,000		
Rural Minor Arterials						
>43	Connect places 1,150 with places 5,000 or with principal arterials	Serve all traffic generating activities with an annual visitation of 300,000 if not served by a principal arterial.	Maximum 30 miles	>2,000	1. Alternate population connection 2. Major river crossing/ restrictive topography	4.0-8.0% statewide
<43				>1,000		

(> signifies greater than, < signifies less than)

Table 5.1: Functional Classification Criteria for Rural Roads and Highways, continued.

Rural Major Collector						
County Population Density (Rural)	Basic Criteria				Supplemental Criteria	Mileage
	Must meet any 2 of these OR the Parenthetical Traffic Volume Alone				OR Must meet 2 of these plus 90% of Traffic Volume	Percent of System Range
	Population Service	Land Use Service	Spacing	Traffic Volume		
>43	Connect places 1,150 with other places 1,150. Connect places 575 with places 1,150 or higher function route.	Land Use Service Index > or = 16.	Maximum 10 miles	>1,000 (>4,000)	1. Alternate population connection 2. Major river crossing 3. Restrictive topography 4. Interchanges with a freeway 5. Parallel to a principal arterial.	5.0-18.0% countywide
<43	Connect places 575 with with other places 1,150 or higher function route. Connect places 115 with places 575 or higher function route.	Land Use Service Index > or = 12.		>400 (>1600)		

* Note: Loop routes and stub ended routes less than 5 miles long and meeting the basic criteria for a major collector should be limited to a minor collector classification.

(> signifies greater than, < signifies less than)

Table 5.1: Functional Classification Criteria for Rural Roads and Highways, continued.

Rural Minor Collectors						
County Population Density (Rural)	Basic Criteria				Supplemental Criteria	Mileage
	Must meet any 2 of these OR the Parenthetical Traffic Volume Alone				OR Must meet 2 of these plus 90% of Traffic Volume	Percent of System Range
	Population Service	Land Use Service	Spacing	Traffic Volume		
>43	Connect places 115 with other places 115.	Land Use Service Index > or = 8.	Maximum 10 miles	>400 (>1,600)	1. Alternate population connection 2. Major river crossing 3. Restrictive topography 4. Interchanges with a freeway 5. Parallel to a principal arterial.	5.0-10.0% countywide
<43	Connect places 60 with places 115 or with higher function route.	Land Use Service Index > or = 5.		>200 (>800)		
Locals						
All public roads not classified as arterials or collectors						65.0-75.0% countywide Most counties should be at 68.0 - 72.0%

* Note: Loop routes and stub ended routes less than 5 miles long and meeting the basic criteria for a major collector should be limited to a minor collector classification.

(> signifies greater than, < signifies less than)

Source: Wisconsin Department of Transportation, 2002; and, Bay-lake Regional Planning Commission, 2002

Collector Roads

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

In the Town of Mountain, CTH W is classified as a major collector. CTH W comprises 8.26 percent or approximately 9.4 miles of the towns total road system.

CTH W travels in a northeast to southwest direction through the town intersecting STH 32 at the unincorporated community of Mountain. To the northwest, CTH W connects to USH 141 at the Village of Crivitz. To the southwest, CTH W connects to STH 55 near White Lake.

Table 5.2: Road Function, Total Mileage and Percent of Total Road Mileage, Town of Mountain, 2001

Road Function	Miles	Percent
State Highway 32	8.09	7.12
State Highway 64	4.31	3.79
County Trunk Highway W	9.39	8.26
Local Roads	91.83	80.82
Total Road Mileage	113.62	100.00

Source: Wisconsin Department of Transportation, *Town Plat Record*, 2002; Bay-Lake Regional Planning Commission, 2002.

Local Roads

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

Local roads should be designed to move traffic from an individual lot (more often than not, a person's home, cottage or farm) to collector roads that in turn serve areas of business, commerce and employment. Local roads should not be designed or located in such a manner that they would or might be utilized by through traffic. In total, there are nearly 92-miles of local roads under the jurisdiction of the town, comprising approximately 81 percent of the total road mileage located within the town.

Local Mileage Certification

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

Traffic Counts

An analysis of past and present traffic volumes is beneficial in determining the traffic conditions in a community. Traffic volumes are usually presented as an Annual Average Daily Traffic (AADT) figure, and are calculated for a particular intersection or stretch of roadway. The Wisconsin Department of Transportation, as part of its traffic count program, provides highway traffic volumes from selected roads for all state communities on a rotating basis, providing those counts for a community once every three years. For the Town of Mountain, traffic volumes were last counted in 2001. Counts were also taken in 1998 and 1995. The average daily traffic volumes on principal and minor arterial roadways within the town for those years are listed in Table 5.3, and are shown on Map 5.2. The daily rural traffic counts are taken for 48 hours, and are reported as a 24-hour average weekday count for a specific data collection period.

Table 5.3: Annual Average Daily Traffic, Town of Mountain, 1995, 1998, 2001; Number Change 1998-2001, Percent Change 1998-2001

Highway Counter Location	1995	1998	2001	Number Change 1998-2001	Percent Change 1998-2001
STH 32					
south of STH 64 (to east)	4300	3900	3100	-800	-20.5
north of STH 64 (to east)	5100	4300	4500	200	4.7
south of STH 64 (to west)	4000	3800	3900	100	2.6
north of STH 64 (to west)	2800	3100	n/a		
STH 64					
east of STH 32	1200	1100	1100	0	0.0
west of STH 32	1100	1000	1200	200	20.0
CTH W					
east of STH 32	640	570	650	80	14.0
west of STH 32	270	210	250	40	19.0

Source: Wisconsin Department of Transportation, *Wisconsin Highway Traffic Volume Data*, 1995, 1998, 2001; Bay-Lake Regional Planning Commission, 2002.

Within the Town of Mountain the highest traffic volumes are found on STH 32 with an average of 4,500 vehicles daily in 2001, counted just north of the STH 64 (east bound) intersection. STH 64 serves moderate levels of traffic with an average of 1100 vehicles per day counted east of STH 64 and 1200 vehicles per day counted west of STH 32. CTH W serves relatively low levels of traffic with 650 vehicles per day counted east of STH 32 and only 250 vehicles per day counted west of STH 32.

Traffic Flow Capacity

The roads that serve the state, the region and the local community are designed and engineered to accommodate a maximum level of traffic (Table 5.4). The maximum total capacity of a two-lane, two-way highway (such as STH 32, STH 64 or CTH W) under ideal conditions is 2,000 vehicles per hour in both lanes, as determined by the Peak Hourly Traffic (PHT), regardless of traffic distribution by direction. The maximum capacity values given in Table 5.4 should be considered as the average maximum volume on various types of roads under ideal conditions.

Table 5.4: Uninterrupted Traffic Flow Capacities Under Ideal Conditions

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

Source: Highway Capacity Manual, Highway Research Board of the Division of Engineering and Industrial Research, 1985; Bay-Lake Regional Planning Commission, 2002.

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

Traffic Crashes

Vehicle crash reports, filed with the Oconto County Sheriff’s Department and also with the Wisconsin Department of Transportation, provide the detail of the time, location, type and severity of the crash that has occurred. These reports are often excellent indicators of problems with road alignments, roadway construction, and geometric design of the road. The number, location and severity of crashes can often indicate problem areas (in terms of traffic safety) which may be alleviated through a variety of measures. Alterations in the road geometry, enlargement of the intersection turning radii, and placement of more prominent signs, relocation of access drives and speed changes are just a few of the physical alterations and adjustments that can be made to make a specific intersection or area safer.

Table 5.5: Vehicle Crashes, Town of Mountain, 1999, 2000, 2001 and 2002*

Year	Total Crashes	Fatalities	Crashes With Injuries	Property Damage
1999	35	0	13	22
2000	27	0	19	8
2001	24	3	9	12
2002*	15	1	5	9
Total	101	4	46	51

*Through August 31, 2002

Source: Wisconsin Department of Transportation, 2002; and, Bay-Lake Regional Planning Commission, 2002.

For the period between January 1, 1999 and August 31, 2002, there were a total of 101 reported crashes in the Town of Mountain, 46 of which resulted in injuries to the vehicles occupants and 51 that resulted in property damage only. There were three fatalities in 2001, and one fatality recorded thus far in 2002.

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

Table 5.6: Intersection/Non-Intersection Crashes by Highway Jurisdiction, 1999, 2000, 2001 and 2002*

Crash Location	Total Crashes	Intersection		Non-Intersection	
		Crashes	Percent	Crashes	Percent
STH 32	46	8	7.9	38	37.7
STH 64	8	0	0	8	7.9
CTH W	20	6	5.9	14	13.9
Local Town Roads	27	2	2.0	25	24.7
Total	101	16	15.8	85	84.2

* Through August 31, 2002

Source: Wisconsin Department of Transportation, 2002; and, Bay-Lake Regional Planning Commission, 2002.

Crash Type

Of the 101 crashes reported during this time period 31 crashes resulted from vehicles striking other vehicles at intersections or striking vehicles that were turning, exiting or entering driveways or were stopped or slowing on the road (Table 5.7), nine involved vehicles striking deer, 11 vehicles ran into the ditch, 12 vehicles struck trees, 2 vehicles struck traffic signs, and 17 crashes were reported that were the result of a vehicle leaving the road and overturning.

Table 5.7: Number of Crashes by Crash Type, Town of Mountain, 1999, 2000, 2001, and 2002*

Crash Type	2000	2001	2002*	Total
Motor-Vehicle-In-Transport	11	5	10	31
Deer	4	2	1	9
Tree	4	6	2	12
Mailbox	0	1	0	2
Traffic Sign	1	1	0	2
Culverts	0	0	1	1
Utility Pole	2	0	1	3
Ditch	3	4	0	11
Overturn	6	5	4	17
Other Object - Not Fixed	3	1	2	6
Guardrail	0	0	1	1
Embankment	1	1	2	5
Parked Car	0	1	0	1
Total Crashes	35	27	24	101

Source: Wisconsin Department of Transportation, 2002; and, Bay-Lake Regional Planning Commission, 2002.

Driveway Permits

Driveways to local town roads may also impair vehicle safety, if improperly sited and/or designed.

Wisconsin State Statutes allow towns to issue permits for all new driveways which can allow the town to prohibit driveways which due to location (at the base or top of hills, within a specified distance from an intersection, etc.) are unsafe. The permit process can also regulate the size and design of driveway culverts. Improperly designed and sized culverts can pose traffic safety problems, and impede drainage from the road surface.

The Town has adopted a driveway zoning ordinance that regulates installation of driveways. The ordinance stipulates that the driveway shall be a minimum of 12-feet in width with a minimum cleared width of 24-feet, and a maximum grade of 10 percent. Where required, culverts are recommended to have a minimum diameter of 18-inches, and a turning area with a radius of 25-feet is required at the ends of driveway cul-de-sacs.

Speed Limit Controls

Local units of government can change speed limits for their roads under authority and guidelines in the Wisconsin Statutes. Local officials play a key role in setting speed limits. They must balance the competing concerns and the opinions of a diverse range of interest including drivers (who tend to choose speeds that seem reasonable for conditions) and land owners or residents (who frequently prefer and request lower speed limits than those posted), law enforcement agencies with statutory requirements, and engineering study recommendations.

The prevailing speed, the one which most drivers choose - is a major consideration in setting appropriate speed limits. Engineers recommend setting limits at the 85th percentile speed, where 85 percent of the freely flowing traffic travels at or below that speed. An engineering study measuring average speeds is required to determine the 85th percentile speed limit. Other considerations include the roads design limit. This is the highest and safest speed for which the road was designed, and takes into account the road type, geometry, and adjoining land use.

Speeds should be consistent, safe, and reasonable; and enforceable. When 85 percent of the drivers voluntarily comply with posted speed limits, it is possible and reasonable to enforce the limits with the 15 percent who drive too fast. Unreasonably low speed limits tend to promote disregard for the posted limits and make enforcement much more difficult. They may also promote a false sense of security among residents and pedestrians who may expect that posting lower limits will change driver's speed behavior.

Level of Service

A highway or road's level of service (LOS) is a measure of its capacity to serve the traffic demands placed on it. Traffic and roadway design factors such as Average Daily Traffic (ADT) volumes, peak hour volumes, truck percentages, number of driving lanes, lane widths, vertical grades, passing opportunities, and numbers of access points affect the level of service. Levels of service range from 'LOS A' to 'LOS F' in order of decreasing operational quality.

The LOS for highways and roads are determined by consideration of the following criteria derived from the Wisconsin Department of Transportation's *Field Design Manual*:

Table 5.8: Level of Service Criteria

<p><u>Level of Service ‘A’</u></p> <ul style="list-style-type: none"> · Unrestricted free flow. · Drivers virtually unaffected by others. · High level of freedom to select speed and maneuver. · Excellent level of driver comfort and convenience. 	<p><u>Level of Service ‘D’</u></p> <ul style="list-style-type: none"> · Heavily restricted flow. · Driver operation completely-affected by others. · Severe restriction in speed and maneuvering. · Poor level of driver comfort and convenience.
<p><u>Level of Service ‘B’</u></p> <ul style="list-style-type: none"> · Slightly restricted stable flow. · Drivers aware of use by others. · Slight restriction in speed and maneuvering. · Good level of driver comfort and convenience. 	<p><u>Level of Service ‘E’</u></p> <ul style="list-style-type: none"> · Unstable flow (approach greater than discharge flow) · Slow speeds and traffic backups; some stoppage. · Total restriction in vehicle maneuvering. · High driver frustration.
<p><u>Level of Service ‘C’</u></p> <ul style="list-style-type: none"> · Moderately restricted stable flow. · Driver operation completely affected by others. · Moderate restriction in speed and maneuvering. · Fair level of comfort and convenience. 	<p><u>Level of Service ‘F’</u></p> <ul style="list-style-type: none"> · Forced flow (approach greater than discharge flow) · Stop and go movements with long backups and delays. · Forced vehicle maneuvers. · Maximum driver frustration.

Source: Wisconsin Department of Transportation, *Field Design Manual*; and, Bay-Lake Regional Planning Commission, 2002.

Levels of service ‘A’ and ‘B’ are most desirable in rural and urban areas, while levels ‘D’ through ‘F’ are considered poor and unacceptable. LOS ‘A’ and LOS ‘B’ are most often associated with highways designed to freeway standards, where access is completely controlled (no roads or driveways directly access the facility) and appropriately spaced interchanges provide access to the highway. An intermediate level of service ‘C’ will provide for stable operation, but traffic flow approaches a level at which small increases in traffic and unrestricted access may cause (both temporary and long-term) deterioration in the level of service. Generally, rural two-lane highways and roads fail to meet level ‘C’ when traffic volumes exceed 7,000 ADT, where there are 12-foot wide driving lanes, and 9 percent truck volumes.

Access Controls

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

At this time, the WisDOT has various access control projects on the northern and southern limits of the town. WisDOT also has several Certified Survey Map (CSM) and abutting plats restrictions in the area.

EVALUATION OF CURRENT INTERNAL TRAFFIC CIRCULATION SYSTEM

CTH W and the town's local road system provide access to STH 32 and STH 64. The state highways, in turn, provide town residents with efficient inter-regional access throughout the state. The local roads provide access to the Nicolet National Forest, the First South Branch of the Oconto River and the other natural resources located within the town.

Funding The Town Road System

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

Eligible expenditures generally include all road construction and maintenance within the right-of-way, as well as a percentage of eligible law enforcement, street lighting maintenance and construction, and storm sewer construction. The share of cost rate is determined by the available funding and the average costs reported by the town. The 2002 and 2003 funding level has resulted in a share of cost percentage of 20.8 percent for towns. Each town's share of costs is determined by multiplying the six-year average costs by the percentage rate.

The 2002 flat rate has been set at \$1,755 per mile and the 2003 flat rate has been set at \$1,825 per mile. Transportation aids for towns, as well as all other local units of government and counties, are derived primarily from motor fuel taxes and vehicle registration fees

INVENTORY AND ANALYSIS OF APPLICABLE TRANSPORTATION PLANS

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

County Functional and Jurisdictional Studies

There are no county functional or jurisdictional studies that address the transportation system within the Town of Mountain.

Transportation Corridor Plans

There are no transportation corridor plans or studies that address transportation corridors within the Town of Mountain.

Rural Transportation Plans

There are no rural transportation plans or studies that specifically address the transportation system within the Town of Mountain.

State Highway Plan

The Wisconsin State Highway Plan 2020 states that, "Wisconsin's State Trunk Highway system, consisting of approximately 11,800 miles of roads, is aging and deteriorating at the same time traffic congestion is increasing." In response to this critical issue, WisDOT, in partnership with its stakeholders, has developed the *State Highway Plan 2020*, a 21-year strategic plan which considers the highway system's current condition, analyzes future uses, assesses financial constraints and outlines strategies to address Wisconsin's preservation, traffic movement, and

safety needs. The plan will be updated every six years to reflect changing transportation technologies, travel demand and economic conditions in Wisconsin.

The *Wisconsin State Highway Plan 2020* addresses three key elements or issues of concern relative to the State Highway System;

1. Preserving the system by improving or replacing aging pavements and bridges;
2. Facilitating movement of people and goods through an efficiently designed system, and with programs that reduce traffic congestion; and
3. Improving highway safety through combined strategies of engineering, education and enforcement.

Six-Year Highway Improvement Plan

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

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

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

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

The State's six-year plan indicates that STH 32 from Mountain to Lakewood and from Townsend north to the county line will resurfaced in 2004; and STH 64 from its intersection with STH 32 west to the county line was resurfaced in 2002.

State Airport Plans

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

State, Regional and Local Bicycle Plans

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

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

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

A *Bicycle Transportation Facilities Plan for the Bay-Lake Region* was adopted by the Commission in 2002. The plan provides an inventory of the existing bicycle facility plans and existing bicycle facilities for the entire Bay-Lake Region (including Oconto County and the Town of Mountain) and, more importantly, includes recommended bicycle transportation facility improvements needed to accommodate the safe and efficient operation of bicycles on the existing road and highway system. Within the Town of Mountain, wide paved road shoulders on STH 32, STH 64, and CTH W (paved to a width of four to five feet) are recommended to improve bicycle travel.

There are currently no county or local bicycle plans addressing bicycling or bicycle facilities. However, a five town (Mountain, Doty, Riverview, Lakewood and Townsend) committee has been developed to establish future bicycle facilities in the area.

TRANSPORTATION RECOMMENDATIONS

Road Improvements

In order to improve traffic safety and to maintain the efficiency of the arterial and major collector system comprised of STH 32, STH 64 and CTH W, the town should continue to direct and promote development that minimizes, as much as is possible, direct access to these state and county highways. This can be achieved by requiring adequately spaced driveways, by requiring frontage roads that access numerous properties or driveway accesses that can serve more than one property.

There are numerous single-purpose or dead-end roads located throughout the town. If lands adjacent to these single-purpose roads are developed into residential or other uses in the future, the town may wish to require that property owners provide adequate turning areas (cul-de-sacs or circular driveways) in order to provide safe and efficient access and egress for service vehicles and safety equipment. In addition, connectivity of streets, where possible, should be considered both for an automobile and a multi-modal benefit.

Employ Adequate Design Standards

Wisconsin State Statute 86.26 addresses the design standards for newly constructed roads; and, Wisconsin Administrative Code Trans 204 addresses improvements (that are designed to last ten years or longer) to existing town roads. Town roads using state and federal funds must adhere to the Field Design Manual which coincides with the Statutes.

The *Town of Mountain Ordinance No. 1/2001* establishes minimum highway and roadway layout standards that meet and exceed state standards for roads with traffic volumes less than 250 vehicles per day.

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

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

Apply Traffic Considerations

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

1. Adequate vehicular and pedestrian access should be provided to all parcels of land.
2. Local roads should be designed to minimize through traffic movement.
3. The road pattern should minimize excessive travel.
4. A simple and comprehensible system of road names and house numbering should be provided.
5. Traffic generators located within new subdivisions (such as schools, churches and parks) should be considered in the local circulation pattern.
6. The planning and construction of local residential roads should clearly indicate their function.
7. The local roads should be designed for a relatively uniform and low volume of traffic.
8. Local roads should be designed to discourage excessive speeds.
9. Minimize intersections.
10. Devote a minimal but adequate amount of space to road uses.
11. Roads are a function of land use, and therefore should not unduly hinder the development of land.
12. Pedestrian and bicycle paths should be separated from vehicle paths where possible.

Initiate A Pavement Management Program

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

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

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

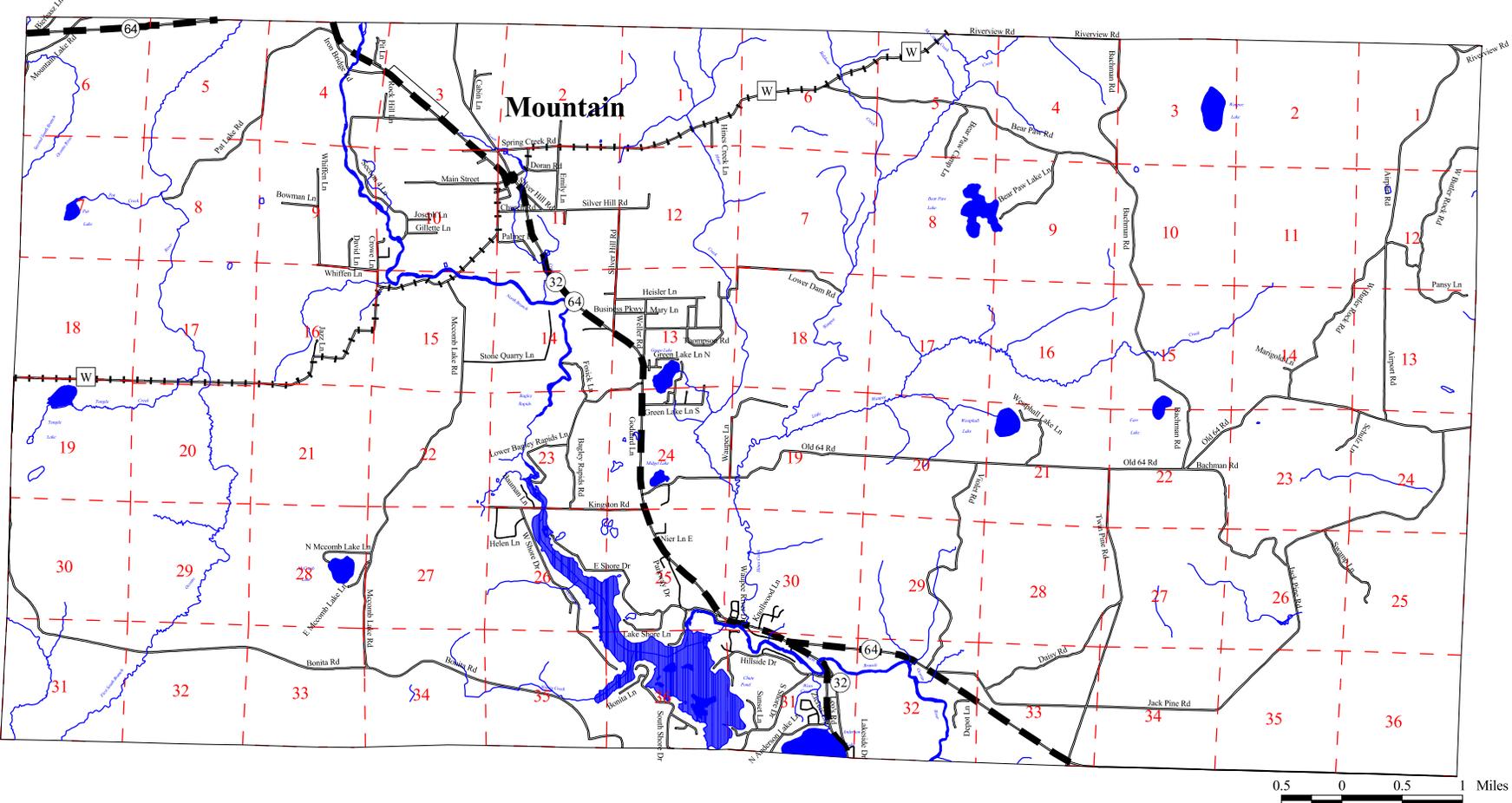
Assess Special Transportation Needs

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

Functional Classification of Roads

Town of Mountain

Oconto County, Wisconsin



5-26

 Minor Arterial
 Major Collector

- Map Features
-  Unincorporated Community
 -  State Highway
 -  County Highway
 -  Local Road
 -  Surface Water Features
 -  Section Line
 -  Section Number

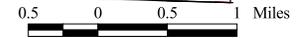
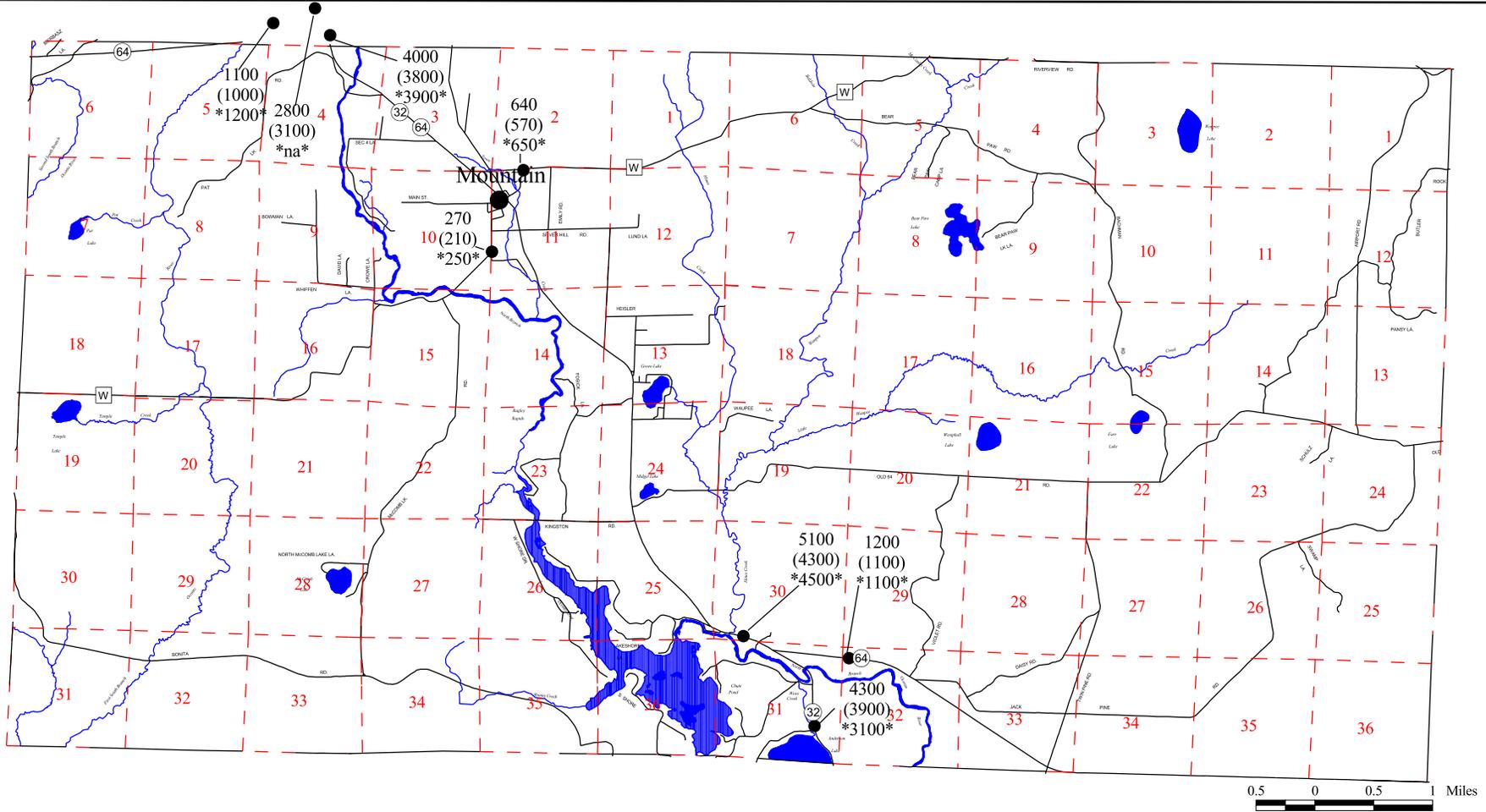


Source: WisDOT, 2001; Bay-Lake Regional Planning Commission, 2003.

Annual Average Daily Traffic

Town of Mountain

Oconto County, Wisconsin



Count	Year
000	1995
(000)	1998
000	2001

- Map Features
- Unincorporated Community
 - Ⓛ State Highway
 - Ⓜ County Highway
 - Local Road
 - Surface Water Features
 - - - Section Line
 - 36 Section Number



Source: WisDOT, 1995, 1998, 2001; Bay-Lake Regional Planning Commission, 2003.

5-27

Chapter 6 - UTILITIES AND COMMUNITY FACILITIES

INTRODUCTION

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

To continue to maintain a good level of public services, the town should continuously monitor existing facilities in relation to its changing population figures and their needs. The general recommendations contained within this chapter are based upon general long-range planning (20 year) considerations and should not be substituted for more detailed architectural or engineering studies required before expending substantial community resources and undertaking specific public works projects. The levels of accuracy of the referenced materials herein is highly subject to change ("time sensitive") and should only be used as an initial guide/reference in establishing this plan's initial land use needs. As time goes on, the town should again gather updated information regarding services as it looks to modify/improve them. Within some cases, greater informational detail should be gathered before approving recommendations.

SUMMARY AND IMPLICATIONS

Due to the Town of Mountain's rural nature, many of the services provided are located in other communities or are in cooperation (Mutual Aid Agreements) with surrounding communities. Several of these services include: emergency services (sheriff/police, fire and ambulance), library facilities, health services, etc. Electric and natural gas service for the town are provided by Wisconsin Public Service. Residents in the town maintain individual wells for water, in addition to their septic systems or holding tanks. The Town of Mountain is located within the Suring School District. The Oconto County Recreation Trail is one of many important recreational facilities within the town. Mountain and its surrounding communities have many natural amenities that are currently utilized for recreation. It is recommended that the town cooperate with the U.S. Forest Service, Oconto County and other adjacent communities when the town wishes to expand its recreational facilities for its residents and visitors.

As the Town of Mountain continues to grow, there may be a need to increase the number of services for the various types of developments. Especially as development pressures occur in more isolated areas of the town. These areas would most certainly require services both more difficult and less efficient to extend. Either way, the town may find itself having to provide for additional services, to include expanding or upgrading its current operations.

UTILITY AND COMMUNITY FACILITY STRATEGY

Goal: Community Facilities

To provide quality community services to residents of the Town of Mountain and to provide for orderly development of the town through the planned development of public and community facilities.

Objective:

The town's community facilities and public services should be well maintained and sufficient for the needs of its residents.

Policies:

1. Continue to encourage the concept of "mutual aid agreements" for all public services being provided (i.e., waste, police, fire, emergency medical, etc.).
2. Oversee the town's protective service agreements in order to ensure that the town continues to receive effective and efficient law enforcement and emergency/medical services.
3. Monitor the adequacy of the medical services, elderly care services and childcare services within the area.
4. Continually monitor resident satisfaction regarding services (i.e., private waste haulers) and remain informed upon any of the service providers' needs to re-locate/upgrade their services.
5. Provide safe and convenient ADA (Americans with Disabilities Act) accessibility to all public buildings.
6. Continue to invest in updated roadwork equipment or look to contract the roadwork out in order to adequately and economically perform these services.
7. Encourage the preservation of community identity and history by supporting actions that would advocate the protection and preservation of the town cemetery, historic sites and other public town facilities.
8. Work cooperatively with municipalities and select service providers to upgrade telecommunication, electrical and natural gas services when needed. Future ordinances (i.e., telecommunication towers) should be considered/adopted to limit possible negative impacts.
9. Promote cooperation and communication between the Suring School District and the Mountain Town Board or their representative to collectively strive for quality educational opportunities.
10. Promote the maintenance of individual septic systems are conducted to protect the town's valued groundwater sources.
11. Utilize the town's environmental corridors (i.e., wetland areas, floodplains, steep slope, areas of poor soils for development, or other sensitive areas the town wants to protect), as areas that the town may want to prohibit all sewage system uses to protect groundwater quality.

Programs:

1. The Town Board or their representative should work with Oconto County and adjacent communities and districts in order to provide the best level of police, fire, rescue (EMS), educational and other provided services on an annual basis.

2. The Town Board or their selected representative should stay informed (minimum contact - at least annually) on service providers' plans/needs to upgrade facilities within the town.

Goal: Parks and Recreational Lands

Advocate safe recreational sites within the town that provide a variety of activities for town residents.

Objectives:

Continue to have quality recreational sites within the town for the town's residents and visitors.

Policies:

1. The town should cooperate with the U.S. Forest Service, Oconto County and adjacent communities to enhance/develop recreational lands within the area.
2. Continue to improve/enhance the existing town owned recreational sites.
3. Ensure that any future railway development is discussed with residents as well as affected property owners.
4. Address the noise pollution and safety on the waterways with assistance from law enforcement.
5. Consider access for the disabled, elderly and very young when planning/designing/coordinating and constructing any new recreation projects, including parking, trails, etc.
6. Encourage improved signage that is consistent for the town's recreational facilities.
7. Recognize the potential of public and private donations for funding park system improvements.

Programs:

1. Work with the U.S. Forestry, Oconto County and adjacent communities to provide adequate connectivity and to enhance existing recreational facilities in the area.
2. The town should continue to work with Oconto County to promote the various recreational facilities in the Town of Mountain.
3. The Town Board or their representative should explore available resources and contact appropriate agencies (i.e., U.S. Forestry, Oconto County Forestry, WDNR, BLRPC, etc.) to further enhance the quality of the town's recreational systems.

BOARDS AND COMMITTEES INVENTORY

Mountain Town Board

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

Mountain Plan Commission

The Mountain Town Board established the Mountain Plan Committee to develop the town's first comprehensive plan. In January 2004, the Plan Committee became the Town of Mountain Plan Commission (Ordinance # 2004-1). The Town of Mountain Plan Commission consists of 5 members and had the responsibility of recommending this comprehensive plan to the Mountain Town Board for adoption. The Town Plan Commission will also help the Town Board utilize, review, amend and eventually update the comprehensive plan.

Other

Along with the Plan Commission are representatives of the State Historical Society, the Wisconsin Department of Natural Resources, Department of Transportation, Oconto County Zoning, Oconto County Economic Development Corporation, Wisconsin Realtors Association, etc. whom review information within the plan and provide a source of information respective to their agencies.

UTILITIES INVENTORY AND ANALYSIS-LOCATION, USE AND CAPACITY

Electric Service

Wisconsin Public Service (WPS)



The Town of Mountain residents are provide electricity through WPS. There is one substation located on Old 32 Road in the Town of Mountain. The voltage capacity of the substation is 14,400 volts and is believed to be adequate for the town's uses at this time. Remote developments may incur higher costs due to the likelihood of service gaps within the town. Higher density development will be more cost effective due to the increased efficiency. The town's growth and increase in development should be continually monitored to ensure adequate electrical services.

Natural Gas

Wisconsin Public Service also provides natural gas service to the Town of Mountain. The natural gas substation providing the service is located in Wabeno. Approximately 260 customers are currently being served by the Wabeno substation. Currently there are no plans to improve the natural gas service.

Public Water System

The Town of Mountain does not have a public water system. Residents in the town have individual wells that are owned and maintained by the property owner. Currently the town has no plans to develop a public water system.

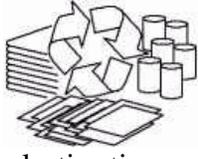
Sanitary Sewer Service

The Town of Mountain currently does not have a sanitary sewer system. Property owners within the town are responsible for owning and maintaining individual septic systems and holding tanks.

Storm Sewer System

The Town of Mountain allows stormwater to drain through a series of ditches and culverts along the town roads and other major highways. The town needs to enhance culverts and address drainage issues in several areas of the town.

Solid Waste Disposal & Recycling Facilities



The Town of Mountain has a refuse and recycling drop-off location on Old 32 Road in the northern portion of the town. The drop-off center is open on Mondays, Wednesdays, Fridays, Saturdays and Sundays. Town residents can drop off their garbage and recycling to include: metal, metal cans, paper, glass, plastic, tires, aluminum, glass (brown, green, and clear), cardboard, and appropriate items for Goodwill.

The solid waste for the town is handled through a private contractor. Garbage is removed from the drop-off site by the private contractor and taken to MAR-OCO Landfill in Marinette. Inadequacies regarding refuse disposal are evident at busy times of the summer season due to an insufficient amount of garbage containers. The town also feels the frequency of the refuse pickup should be increased during the busy summer months.

The town contracts with Oconto County (the county is the responsible party) which administers the recycling program. The county collects materials from local drop-off centers and brings them to the Oconto County Materials Recycling Facility located in the City of Oconto at 153 Evergreen Road. Collected materials are then sold at the best available market rate. In 2000, the Materials Recycling Facility was expanded to include additional cold-storage warehousing space. There are currently no further plans to expand the facility within 10 to 20 years. The town feels an agreement should be made with Oconto County for more frequent dumping of recyclables at busy times of summer to keep the drop-off site visually appealing. Improvement plans for the refuse and recycling center include increased summer times and to lessen the amount of garbage that is dropped at the gate during closed hours.

Telecommunications Facilities

The Town of Mountain has telephone service provided by CenturyTel. Other telephone services (e.g., cellular, long distance, etc.) are provided by Verizon and Cellcom. The town has a telecommunications tower within its boundaries. In addition, the town contains Fiber Optics for internet accessibility. Overall, the present telephone service in the town is adequate with no future improvement plans within the next 10 to 20 years.

The Town of Mountain does not have cable television however; cable television from the Shawano area is near the town and may be available to town residents in the future. In addition, various satellite dish providers are available for enhanced television viewing.

COMMUNITY FACILITIES INVENTORY AND ASSESSMENT LOCATION, USE AND CAPACITY

Municipal Buildings

Mountain Town Office

The Mountain Town Office, built in 2000, is located at 13503 Weller Road and is connected to the town's road shop. The building is utilized for administration, elections, community meetings, etc. The Town Clerk/Treasurer's office has part-time business hours in the facility. The structure is ADA accessible and the parking area is blacktopped with lighting, and provides enough space for meetings of 20 to 40 attendees. The building is thought to be adequate for its current use. Future improvement plans include the addition of shop storage for the town.

Mountain Community Center/Park

The Mountain Community Center is located at 13412 STH 32/64. The facility is used for various town meetings and is rented out for wedding receptions, various club meetings, etc. There are recreational opportunities adjacent to the community center including a baseball diamond, horseshoe pits and playground equipment.

Road and Other Maintenance

The everyday maintenance of roads and other facilities in Mountain is provided by the town. The town shop is located at 13503 Weller Road (attached to Town Office). Maintenance equipment for the town includes three dump trucks, a grader, a pickup truck, roadside mower, lawn mowers and weed/brush cutters. The town maintains various facilities (i.e., Green Lake boat landing, Fireman's Park, Triangle Park, etc.) while other areas are maintained by Oconto County or the Forestry.

Postal Services



The Town of Mountain has a United States Post Office facility that is centrally located at 14092 STH 32/64. The 1,400 square foot building was constructed in 1990. The facility contains 250 lock boxes and adequate parking facilities. The present building is adequate for the next 10 to 20 years. Future expansion plans include increasing the size of the facility along with the parking lot.

Cemeteries

The Town of Mountain, along with the towns of Doty and Riverview jointly maintain one cemetery within the Town of Mountain. The Mountain Cemetery, located on Church Road, contains enough available lands for the next 10 to 20 years.

An objective of the community ought to be to increase the awareness and highlight the importance of its historic cemeteries as sources of community and community pride. The town should promote the preservation of these unique historical features which are a valuable resource of human history.

Law Enforcement and Protection



Police service for the Town of Mountain is provided by the Oconto County Sheriff's Department. The Oconto County Sheriff's Department is located in the City of Oconto along with a satellite station located in the Town of Townsend. The satellite station provides police protection for the towns of Mountain, Riverview, Townsend, Lakewood and Doty. These five towns also provide financial support for the satellite facility. Overall, the Sheriff's Department provides 24-hour emergency assistance to the entire county to include 23 towns. The department operates on two 12-hour shifts. There is a staff of 23 officers along with 27 patrol vehicles. Each patrol officer has his/her own cruiser. The county has a full-time recreation officer who patrols ATV, boating and snowmobile activities. The department also has a K-9 unit available. The department has a 32-foot trailer that serves as a mobile command center. There is an enhanced 911 system that rings through the department.

Currently the police protection for the town is considered inadequate on busy weekends or event weekends. Future improvement plans for the department in the next ten to twenty years include construction of a new jail where the Sheriff's Department and an enhanced 911 system may be located.

Fire Station/Protection



The Town of Mountain maintains its own volunteer Fire Department located at 13824 STH 32/64. The department consists of 25 volunteers for fire protection. Fire services are accessed by calling the 911 system, which in turn pages the volunteers. The department owns one equipment van, one brush buggy, one tanker, one pumper and one pumper/tanker. The fire department also provides water rescue services within the town. Mutual Aid agreements exist with the neighboring towns of Riverview, Doty, Lakewood, Townsend, Brazeau, Wolf River, Wabeno and the Village of Suring. The agreement also includes assistance to the Forest Service.

Presently, the Town of Mountain's fire services are considered adequate for the community. However, the town may need to explore equipment and vehicle upgrades within the next 10 to 20 years.

Insurance Service Office (ISO) Grading

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

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

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

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

Emergency Services

Ambulance service for the Town of Mountain is provided by the Mountain Area Ambulance Service located at 14336 STH 32/64. This service is a tri-town ownership service involving the towns of Mountain, Doty and Riverview. Established in 1971, the current staff consists of three full-time day employees and 25 to 30 volunteers working weeknights and weekends. Services are accessed through the 911 system of the Oconto County Sheriffs Department.



The ambulance service covers approximately 212 square miles throughout the towns of Mountain, Doty and Riverview. A mutual aid agreement exists with Oconto County. Services provided include basic emergency care and transport. In addition to the vehicles the ambulance service provides the Jaws of Life, defibrillators, etc. Currently, the town feels the emergency equipment and service is adequate. Future improvements to the emergency services within the next 10 to 20 years include a new rescue vehicle and ambulance.

Library

There is no public library located in the Town of Mountain. Residents of the town utilize both the nearby Lakes Country Public Library in Lakewood and the Suring Public Library located in the Village of Suring. The Town of Mountain is a member of both libraries and provides financial support to each of the facilities. The libraries are considered adequate for use by the town residents.



The Lakes Country Public Library, located at 15235 STH 32 in Lakewood, is open year round. The library has one full-time librarian, three part-time librarians and several volunteers. The structure contains a small meeting room that is used by community groups and Oconto County Social Services. Internet access is also available on many of the computers in the library. The library

The Suring Public Library, located in the Village of Suring, is not entirely handicapped accessible, has a lack of space, a lack of safe parking, and there are concerns by the village about the landlord's commitment to renting the space to the library. Future improvement plans include a new building with adequate space and ADA accessibility.

Schools



The Town of Mountain is located within the Suring School District. Located at 411 East Algoma Street in the Village of Suring, the Suring Schools educate grades Pre K-12. The student population in the Suring School District has continually declined from 686 in 2000 to 601 in 2003. The Suring School District has no major improvements for the near future.

The Town of Mountain and Oconto County are also part of the Northeast Wisconsin Technical College (NWTC) District of The Wisconsin Technical College System. The Technical College System can offer more than 300 programs awarding two-year associate degrees, one- and two-year technical diplomas and short-term technical diplomas. In addition, the System offers a variety of distance learning opportunities and is the major provider of customized training and technical assistance to Wisconsin's business and industry community. The main NWTC campus is located at 2740 West Mason Street in Green Bay with training facilities also located in the Village of Suring and the community of Townsend.

Child Care Facilities

As with many rural areas within the state, the Town of Mountain does not contain any licensed public childcare facilities. Town residents possibly utilize private childcare facilities which may or may not be certified, or use childcare facilities located in adjacent communities.

Health Care Facilities

The Town of Mountain does not provide any hospital facilities or medical clinics. The nearest medical facility is the Nicolet Medical and Dental Clinic located in the community of Lakewood.



The clinic is a partner with the Bellin Health Group and provides family medical and dental services. The clinic is a non-profit organization which is backed by five towns. The closest hospital facility from the Town of Mountain is located in Oconto Falls (Community Memorial Hospital - CMIR Primary Care Clinic), and the nearest long-term care facilities from the town are located in Wabeno and Suring. The town would like to address the possibility of locating healthcare facilities within the town.

OUTDOOR RECREATION INVENTORY

The town's recreational facilities can be found on Map 6.1.

Town Owned Sites

Fireman's Park

Fireman's Park, located on STH 32/64, contains space for limited recreational activity. In addition, the park contains the historic Mountain Log House Museum. The hand cut/shaped log structure was built in the late 1880's and was the first permanent home in Mountain. The structure was dismantled at its original site and rebuilt on its present site in Fireman's Park. The structure serves as a historical museum, information center and memorial to the Mountain pioneers. The structure is also used for meetings of the Mountain Historical Society whenever possible. The Fireman's Park site also contains the World War II Memorial to the Town of Mountain, Riverview and Doty Veterans; the Iron Bridge and the Mountain School Steeple Bell.

Downtown Park

Downtown Park is located in the unincorporated community of Mountain at the corner of CTH W and STH 32/64. The park is also located adjacent to the Oconto County Recreational Trail and contains areas for limited recreation

Mountain Community Center/Park

This recreational area found along STH 32/64 offers a baseball diamond, horseshoe pits and playground equipment for its residents and is located adjacent to the Mountain Community Center.

Oconto County Facilities

Oconto County Recreation Trail

The Oconto County Recreation Trail is an abandoned railroad right of way that extends from Gillett north to Townsend. The trail runs through the central portion of the town. The trail can be used for hiking, biking, horseback riding and ATV's. During the winter months, snowmobiling is allowed on the trail.

Chute Pond County Park

Chute Pond County Park is located west of STH 32/64 on the northern edge of Chute Pond. The 145 acre park contains approximately 103 campground sites, a pavilion and picnic area. The campground has various amenities including electricity, showers, sand beach, grills, playground, etc.

National

Green Lake Picnic Ground

Green Lake Picnic Ground is located in an area between Green Lake and STH 32/64 in the central portion of the town. The six acre area is a day use only facility and provides users with grills, picnic tables, a boat ramp, sand beach, etc. The area also contains the Green Lake Picnic Ground shelter which is listed on the National Register of Historical Places.

Bagley Rapids Campground and Trail

Bagley Rapids Campground is found in the central portion of the town between STH 32/64 and the Oconto County Recreation Trail. This 80 acre facility contains approximately 30 campground sites with grills, picnic tables and drinking water available.

Wayside Park

The National Forest owned wayside located along STH 32/64. The area provides for limited recreational activities.

Nicolet National Forest

The Nicolet National Forest covers approximately 76 percent of the Town of Mountain. The Forest provides a variety of recreational activities (e.g., site seeing, photography, etc.) along with vast wildlife and wilderness opportunities for the public to enjoy.

Other Recreation/Historical Facilities

Water Based Recreation

The abundance of lakes, ponds, rivers and streams in the Town of Mountain provide the public with water based recreation activities such as fishing, canoeing, rafting, swimming, motor boating, personal watercraft, etc.

Public Boat Landings

The Town of Mountain has several public boat launches for its water features. There is one public boat launch on Bear Paw Lake, Green Lake, McComb Lake and Anderson Lake. Chute Pond has three public launches. No improvements are planned for these sites and they are deemed adequate.

YMCA Camp U-Nah-Li-Ya

Camp U-Nah-Li-Ya, located on the south edge of Chute Pond, is owned and operated by the Green Bay YMCA. The 140 acre facility provides opportunities for summer camps, retreats, family activities, etc. The facility is open year-round for various recreational and educational activities.

Bear Paw Camp

Bear Paw Camp is a 320 acre campground and recreational facility owned by the Boy Scouts of America. The facility is located around Bear Paw Lake.

Chute Pond Overlook Trail

Chute Pond Overlook Trail is located on the north side of Chute Pond. The trail is 2/3 of one mile in length and is available for hiking. This short, moderately steep trail leads to an area that features five scenic vistas. Three of the vistas overlook Chute Pond, one looks over a Forest Service tree plantation, and one looks north along State Highway 32/64 with Bagley Rapids on the west and Green Lake on the east.

Nicolet Nordic Ski Trail

The Nicolet Nordic Ski Trail is located in the southwestern portion of the town, near McComb Lake. The 12 mile trail can be used for mountain biking, hiking and cross country skiing.

Dusty Trails ATV Club

The Dusty Trails ATV Trail System has over 110 miles of trails. The recreation trail is open from Gillett to Townsend with a large portion of the trail system located in the wooded areas of the towns of Mountain, Brazeau, Bagley and Breed. The town roads that connect this trail system together are ATV Routes as well. The ATV trails are open from May 1 thru October 31.

Chute Pond Trail Systems Snowmobile Club

Overall, the Chute Pond Trail System covers approximately 84 miles and is used primarily for snowmobiling. The trail system follows the Oconto County Recreation Trail and has trail extensions located within adjacent towns including the Town of Mountain. The trails in the Town of Mountain extend into the Nicolet National Forest and onto private property in several areas.

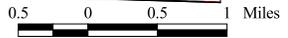
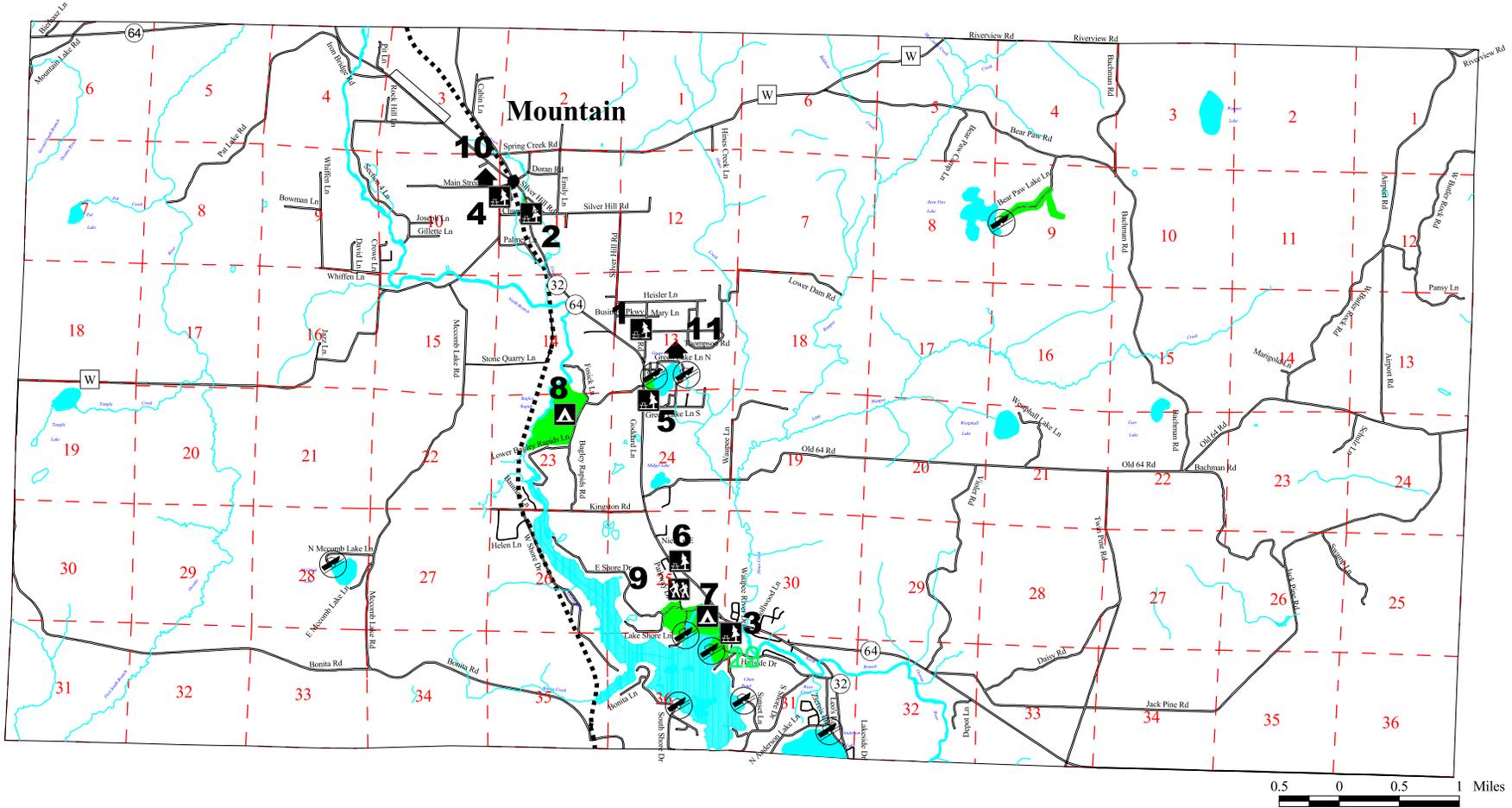
The Mountain School Building

The Mountain School Building located in the unincorporated community of Mountain is listed on the State and National Register of Historical Places. The structure was constructed in two phases, the first phase was done in 1905 and the second phase was built in 1914.

Overall, the town's improvement plans for the recreational facilities in the next 10 to 20 years includes; enhancing the existing parks with better playground equipment and beautification, addressing the signage for the parks and upgrading the restroom facilities that are outdated.

Recreational Facilities*

Town of Mountain Oconto County, Wisconsin



*Note: Refer to Chapter 6 of this document for further information.

- | | | | |
|---|--------------------|---|------------------------------|
|  | Public Park |  | Hiking Trail |
| 1. Mountain Community Center | | 9. Chute Pond Overlook Trail | |
| 2. Fireman's Park | |  | Historical Attraction |
| 3. Chute Pond County Park | | 10. Mountain School | |
| 4. Downtown Park | | 11. Green Lake Picnic Ground Shelter | |
| 5. Green Lake Picnic Ground Park | |  | Boat Launch |
| 6. Wayside Park | | | |
|  | Campground | | |
| 7. Chute Pond County Campground | | | |
| 8. Bagley Rapids Campground | | | |

- Map Features**
-  Unincorporated Community
 -  State Highway
 -  County Highway
 -  Local Road
 -  Surface Water Features
 -  Oconto County Recreational Trail
 -  Section Line
 -  Section Number

Source: Bay-Lake Regional Planning Commission, 2003.



Chapter 7 - INTERGOVERNMENTAL COOPERATION

INTRODUCTION

The Town of Mountain's relationship with the neighboring communities, Oconto County, the Bay-Lake Regional Planning Commission, Suring School District, and the state and the federal government can impact town residents in terms of taxation, planning, the provision of services, and siting of public facilities. An examination of these relationships and the identification of existing or potential conflicts can help the town address these situations in a productive manner.

SUMMARY AND IMPLICATIONS

The Town of Mountain currently has various cooperative agreements (i.e., mutual aid) with other municipalities. Several of the intergovernmental cooperation issues identified within this element and throughout this document are fairly consistent and relate well to issues identified in the 2001 Town survey. As the town gains more understanding and sophistication in planning, its ability and comfort in using tools will be key in making this plan more effective. Learning how to make effective use of planning tools may serve as a joint goal of communities within the area. Gaining additional information/education on these tools can be provided by Oconto County, the Wisconsin Towns Association, Bay-Lake RPC, UW-Extension and Stewardship programs, as well as other state agencies such as the WDNR and U.S. Forest Service. Overall, it is anticipated that this intergovernmental cooperation element will help serve as a starting point for future collaborative planning efforts in and around the Town of Mountain.

INTERGOVERNMENTAL COOPERATION STRATEGY

Goal:

Promote cooperation between the Town of Mountain and any other municipality or government entity that makes decisions impacting the town and surrounding area.

Objectives:

1. Develop coordination and sharing/joint ownership of community facilities, equipment and other services whenever possible.
2. Coordinate with adjacent communities on future planning projects to best maintain the "northwoods" character of the surrounding area.
3. Encourage improved participation with neighboring communities regarding meetings, workshops, mutual planning activities, etc.

Policies:

1. Work with neighboring communities and agencies regarding any water issues and other land uses which lie across town lines such as: Oconto River, Anderson Lake, Oconto County, Nicolet National Forest, etc.
2. Explore the possibility of jointly developing and managing future recreational facilities.
3. Work cooperatively with surrounding municipalities to address possible boundary issues to minimize conflicts.

Programs:

1. The Town Board or its representative (as the responsible party) should monitor/work with the DNR, Army Corps of Engineers and the Environmental Protection Agency to ensure compliance with water quality regulations, in developing controls preserving ground water resources, etc.
2. The Town Board or its representative (as the responsible party) is encouraged to meet annually (minimum) and work with Oconto County, the Bay-Lake Regional Planning Commission or other planning agencies on town planning activities, and county and/or regional planning activities.
3. The Town Board or its representative (as the responsible party) should remain aware of planning activities that may impact the town.
4. Utilize the Wisconsin Towns Association (WTA). The WTA is a non-profit statewide organization created under s. 60.23 (14) of the Wisconsin State Statutes. This agency serves the state's towns in providing assistance to town boards. The WTA is organized into six districts and arranges annual district meetings, a statewide convention, publications and participation in cooperative training programs to assist local units of government.
5. Mutual Assistance is a key program for any community. Communities enter into agreements or can legally request assistance from other jurisdictions. This form of providing services to the community is essential and will continue as a practical alternative to the town.

EXISTING ACTIVITIES

Adjacent Governmental Units

The Town of Mountain is bordered by the towns of Riverview, Doty, Brazeau, Bagley and Breed in Oconto County, the Town of Stephenson in Marinette County and by Menominee County. The town has no incorporated places within 1.5 miles of its boundaries; therefore the borders making up the town are likely fixed throughout the planning period, and unlikely to change soon after.

Relationship

Overall, the town has a good working relationship with these municipalities. Since towns are not incorporated they cannot annex land. Therefore, the borders between the Town of Mountain and adjacent towns are fixed and boundary disputes are not prevalent. There is cooperation with several of the adjacent communities in regards to the provision of public services such as emergency services.

Siting Public Facilities

Due to the rural nature of the Town of Mountain and all of northern Oconto County, the town shares several facilities with neighboring communities. The ambulance services located in Mountain is also owned by the towns of Riverview and Doty. In addition, library facilities are located in the Town of Lakewood and Village of Suring. The town will continue to work with its surrounding municipalities to determine any future siting of public facilities.

Sharing Public Services

Currently the Town of Mountain has various intergovernmental agreements with surrounding communities in regards to public services and facilities. The town has mutual aid agreements with surrounding communities for fire protection. The town's ambulance service is shared with the towns of Doty and Riverview. Law enforcement is provided by the Oconto County Sheriffs Department, with a satellite station located in Townsend. The police service is shared by the towns of Mountain, Riverview, Doty, Townsend and Lakewood. The library services are located in Lakewood and Suring, and are utilized by the Mountain residents. The Humane officer is shared with the towns of Doty, Lakewood, Riverview and Townsend. Mountain has a road maintenance agreement with the Town of Breed. The town also has agreements with Oconto and Marinette counties regarding solid waste and recycling services. The town will continue to work with its surrounding municipalities regarding the sharing of public services that are cost effective and adequate for the residents of northern Oconto County.

School District

The Town of Mountain is located within the Suring School District.

Relationship

The Town of Mountain's relationship with the School District is best described as limited. The School District tends to operate rather independently.

Siting School Facilities

The siting of new school facilities is mainly conducted by the School Districts with the town having minimal input. The town should continue to work with the district regarding the location of school facilities.

Sharing School Facilities

The town has no formal agreement with the School District for shared use of the school facilities.

County

The Town of Mountain is located in Oconto County and therefore the county has some jurisdiction within the town. In particular, the county has jurisdiction in the town over zoning, land divisions, on-site sanitary systems, etc. The town and county continue to maintain open communication with each other in order to build a good working relationship of both general agreement and respect. The town's relationship with Menominee County and Marinette County is informal and not very extensive. Oconto County is in the early stages of pre-planning for the county as a whole. The town has an opportunity to make its land use preferences known, as well as included within the county's plan by taking part in any Oconto County planning efforts.

Region

The Town of Mountain is located in Oconto County, which is located in the northeast region of the State of Wisconsin. Oconto County is a member of the Bay-Lake Regional Planning Commission (BLRPC) which is the regional entity that the town is involved with. The BLRPC has a number of programs and plans in place covering natural resources, population projections, community plans, transportation plans, bike plans, etc. The relationship with the BLRPC is one that has focused upon planning (prepared the town's comprehensive plan) and education on planning.

State

The town's relationship with the State of Wisconsin is one which deals mainly with issues related to transportation (WisDOT) and natural resources (WDNR). Relationships with these two agencies have been positive.

Federal

The town's relationship with the Federal government deals primarily with the U.S. Forest Service. The Town of Mountain is located within the Nicolet National Forest, which occupies 76 percent of the town. The town should remain aware of any future plans for the Forestlands.

INVENTORY OF PLANS AND AGREEMENTS UNDER S. 66.0307, S. 66.0301 OR S. 66.0309 AND 66.0313

Cooperative Boundary Plan

Currently, the Town of Mountain has not entered into a boundary agreement with any municipality. State Statutes 66.0307 and 66.0301 allow municipalities to enter into agreements regarding the location of municipal boundaries. The Cooperative Boundary Plan is any combination of cities, villages, and towns that may determine the boundary lines between themselves under a cooperative plan approved by the Department of Administration (DOA). The cooperative plan must be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the territory covered by the plan which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity or general welfare. Cooperative boundary plans cover at least a 10-year period. Additionally, Cooperative boundary agreements are a tool that could also be used for service sharing between local units of government.

The majority of Municipal Boundary Plans or Agreements are conducted between a town and a city or village. However, in order to promote harmonious development in the area, the town may want to discuss Boundary Agreements with adjacent municipalities in the future.

Extra-Territorial Subdivision regulation

State Statutes allow an incorporated village or city to extend Extra-Territorial Plat Review over surrounding unincorporated areas. This helps cities or villages protect land uses near their boundaries from conflicting uses outside their limits. The extra-territorial area extends for 1.5 miles for villages and cities under 10,000 people, and for cities over 10,000 people the area extends to 3 miles. The Town of Mountain does not have an incorporated community in, or within 1.5 miles of the town, therefore extra-territorial plat review will not occur.

Extra-Territorial Zoning

Currently, extra-territorial zoning is not being administered in the Town of Mountain. State Statutes allow an incorporated village or city to extend extra-territorial zoning over surrounding unincorporated areas. The extra territorial area extends for 1.5 miles for villages and cities under 10,000 people, and for cities over 10,000 the area extends to 3 miles, however the entire jurisdiction does not need to be included in the zoning. Extra-territorial zoning requires a joint effort between the town and a city or village to develop a plan for the area to be zoned. The extra-territorial zoning is then established according to the developed plan. The Town of Mountain does not have an incorporated community in, or within 1.5 miles of the town, therefore extra-territorial zoning will not occur.

INVENTORY OF EXISTING OR POTENTIAL CONFLICTS

The following is a listing of existing or potential conflicts facing the Town of Mountain and surrounding areas.

1. Improved business community support
2. Need to promote businesses in the area
3. Need to increase job market/workforce
4. Better working relationship and communication with surrounding towns
5. Improved communications/cooperation with school district re: budget, transportation, etc.
6. Improve communications/cooperation with the Mountain Fire Department
7. Continue the working relationship with the Mountain Ambulance Service and Sheriff satellite office
8. Sharing of services (fire, police, ambulance)
9. Road maintenance
10. Preservation/enhancement of natural resources
11. Ground and surface water quality protection
12. Historical preservation

PROPOSED RESOLUTION PROCESS

The following is a list of possible solutions to address the existing or potential concerns and issues listed above.

1. Work with the Oconto County Economic Development Corporation
2. Discuss cooperative boundary agreements with bordering communities
3. Promote improved shared services
4. Sharing of meeting agendas/minutes
5. More joint meetings among governmental units on specific issues
6. Additional planning cooperation at the county level
7. More assistance from the UW-Extension resources of Oconto County
8. Educate citizens on land use planning utilizing newspapers and quarterly newsletters

INTRODUCTION

This chapter presents information on the current land use and land use ordinances within the Town of Mountain, Oconto County, Wisconsin. A complete land use inventory was done by the Bay-Lake RPC in autumn of 2002. In addition, a projection of future land use demands based upon population projections, discussions on land-use issues and land-use controls are included.

LAND USE STRATEGY

Goal: General Plan Design

Design future development that will meet the needs of the town while protecting and enhancing its visual character, promoting environmental protection, conserving natural resources, meeting the needs of social and economic forces, providing for adequate services and facilities, and ensuring compatibility of future land uses.

Objective:

Ensure that all growth and development occurs in a planned and coordinated manner that will maintain or improve the quality of life associated with the rural character of the town for both existing and future residents.

Policies:

1. Utilize the Comprehensive Plan as an illustration of the town's overall development policy.
2. Allow future development in an orderly way to allow for proper distribution of community services.
3. Work with the neighboring towns, Oconto County, Menominee County and Marinette County to ensure compatible growth within the border areas of the town.
4. Prior to approving any zoning change or variance, it shall be shown that the development is consistent with the town's Comprehensive Plan and overall vision.
5. Explore the creation and adoption of additional ordinances to control likely nuisances (i.e., excessive lighting, noise, etc.) produced during more intensive operations within the town, such as commercial uses, industrial uses, etc.

Objective: Residential

Strive to maintain the stability and integrity of the existing "northwoods" character while encouraging the development of new residential areas sufficient to meet the housing needs of the projected population. A town that is characterized by a variety of housing types and densities, compatible uses within developments, and environmental protection - is ultimately desired.

Policies:

1. Protect residential neighborhoods from impacts of non-residential uses not appropriate for the neighborhood. Residential areas should be distanced, buffered, or

otherwise mitigated from physical hazards, unhealthy conditions, and protected from traffic, noise, and incompatible uses.

2. Provide for sufficient densities and a broad range of housing choices within the town to meet the current and future needs of the local population.
3. Housing developments shall conform to the zoning districts that they are contained within. Modified conformance standards will be considered in areas that have been designated for alternative designs such as:
 - adjacent to environmental corridors; and
 - along transportation corridors, (i.e., State & County Trunk Highways); and
 - in areas where the town wants to preserve the natural appearance as part of retaining community character.

Objective: Commercial

Recommend commercial developments that will serve the needs of the town's year-round and seasonal residents, and the transient traffic along STH 32/64.

Policies:

1. Areas already characterized by commercial development and where town services, facilities and highway access are available should be given preference over scattered non-serviced areas.
2. Future commercial establishments that require excessive traffic and a full range of public services shall be directed to locations in neighboring communities.
3. Adequate landscape screening "buffers" should be provided between commercial uses and adjacent noncommercial uses to shield or limit viewing of parking spaces, storage areas, outside machinery, etc.
4. Encourage the development of design criteria for commercial businesses in order to reduce clutter and maintain town views along the major highway corridors through the town.
5. Ensure adequate building setbacks are provided from abutting streets and highways.

Objectives: Light Industrial

Limited light industrial development is recommended to be placed in the Mountain Business Park or other areas that are compatible with surrounding land uses. Future intensive industrial uses (those requiring outside storage; excessive traffic; generate odors; generate noise; generate water - soil - air pollution) should be directed to locations where adequate industrial facilities and services (sewer, water, natural gas, etc.) already exist.

Policies:

1. To be permitted, an industrial development should not detract from the "northwoods" appearance, over burden community services of the town, nor have a negative affect on the surrounding environment.

2. Adequate landscape screening “buffers” should be provided between industrial uses and adjacent non-industrial uses to shield or limit viewing of storage areas, outside machinery, etc.
3. Industrial developments should not clutter “corridors” through the town such as along the state and county trunk highways. Encourage design criteria for industrial uses in order to maintain town views along the major highway corridors.

Objective: Natural and Cultural Resources

Incorporate where appropriate the preservation of water resources, unique open spaces, and other cultural and natural resources into site designs, thus creating environmental corridors throughout the town for wildlife habitat and/or pedestrian linkages.

Policies:

1. Encourage innovative residential subdivision designs that promote orderly development and relate to the town’s natural and cultural features.
2. Carefully consider the impacts of allowing greater use of lands within and adjacent to the comprehensive plan’s identified environmental corridors (depicted on the Mountain General Plan Design Map).
3. Consider being more restrictive within the environmental corridors, to include the establishment of minimum distances from features such as water ways, wetlands, etc.

Objective: Community Services

Ensure the adequate provision of community services (e.g., health and safety services) in order to reach the desired vision of this plan.

Policies:

1. Promote orderly development patterns that allow for the proper distribution of community services.
2. The town will continue to monitor services provided to town residents and explore options for maintaining or improving upon the level of existing services.
3. The town will work with Oconto County, adjoining towns, and service providers (public and private) to help ensure that future services are provided as effective and efficient as reasonably possible.

Program:

The Town Board and Town Plan Commission has the overriding responsibility to review and update the General Plan Design (Map 8.5) to ensure that it continues to meet the goals and objectives stated above as well as those goals and objectives outlined in previous elements of the plan.

INVENTORY OF EXISTING LAND USE CONTROLS

This section inventories and discusses the land use controls (e.g., state, county or local controls), that currently exist within the Town of Mountain, which may affect or restrict the use of land for specific purposes. These controls should be reviewed periodically to make sure that they assist in implementing the general plan design for future development within the Town of Mountain.

Existing Comprehensive Plans

This will be the first Comprehensive Plan for the Town of Mountain. Several surrounding communities have completed plans, or are in the process of developing a plan. The towns of Doty and Riverview completed land use plans in 2000 and 2001 respectively. These plans should be referenced to gather ideas as to how surrounding communities are progressing with “smart growth”, and to avoid any conflicts in future land use decisions.

Farmland Preservation Plan

The Oconto County Farmland Preservation Plan, published in May, 1985 by the Bay-Lake Regional Planning Commission, identifies areas which are of prime agricultural importance for which the owners may partake in allowable tax credits under the Farmland Preservation Program. The overall goal of the Oconto County Farmland Preservation Plan is stated as, “...to preserve productive and potentially productive agricultural land, forest land, and environmentally significant areas, while providing for well planned urban growth that is compatible with the agricultural, recreational and natural resources of the county.” Farmland Preservation Categories which are available for the tax credit include, and are shown on Map 8.1:

Agricultural Preservation Areas

Areas that are currently cultivated (in agricultural use) and that are part or wholly consist of 100 contiguous acres at a minimum. This definition is intended to include all types of farmland and agricultural uses in order to provide the option of participating in the preservation program to the greatest number of farmers as possible. Farmers in agricultural preservation areas are eligible to sign contracts for ten to twenty years. Within the Town of Mountain, 4,244 acres of land, or 10 percent of the town is in agricultural preservation areas.

Transitional Areas

Transitional areas are those areas that are currently in agricultural use, but in the short-term are expected to convert to non-farm uses, such as residential, commercial or industrial uses. Transitional areas include incorporated areas in agricultural use and areas around developed unincorporated areas that are serviced by existing roads and public services. Transitional areas must be a minimum of 35 acres in size. Farmers whose lands are in transitional areas may sign a contract agreeing not to develop their lands for a period of five to twenty years. The Town of Mountain does not have any land designated as transitional areas.

Environmental Areas

The following areas are considered to be environmental areas: wetlands, woodlands, cultural, historic, or archaeological sites, the 100 year floodplain, public lands, lakes, rivers and streams. Environmental areas are eligible for Wisconsin Farmland Preservation tax credits if the cultivated area of the farm unit, of which they must be a part of, are eligible for a tax credit. Approximately 81 percent (36,883 acres) of the Town of Mountain is within an area classified as environmental.

Excluded Areas

Excluded areas are considered ineligible for the Wisconsin Farmland Preservation Program. They include airports, landfills, quarries, developed incorporated and unincorporated areas, platted subdivisions, quasi-public lands (gun clubs, golf courses, etc.) cemeteries, transitional areas under 35 acres, all ten acre or larger non-agricultural related uses, and all land zoned for

non-agricultural use. Excluded areas in the town total 3,731 acres of land, or approximately nine percent of the total town area.

Zoning Ordinances

The Town of Mountain does not have a zoning ordinance of its own. Rather, it falls under the jurisdiction of the Oconto County Zoning Ordinance which is set forth in Chapter 14 of the Oconto County Code of Ordinances. The purpose of the ordinance is to promote the health, safety, morals, prosperity, aesthetics, and general welfare of the County. In order to accomplish this purpose, the ordinance regulates and restricts the use of property. The ordinance divides the county, and therefore the Town of Mountain, into districts for the purpose of regulating: 1) the location and use of land, water, buildings, and structures, 2) the height and size of building structures, 3) the percentage of a lot that may be occupied, 4) the density of the population, and 5) the size of lots.

The Wisconsin enabling legislation requires that zoning ordinances be made consistent with a communities comprehensive plan. This has been interpreted by planning professionals to mean that the zoning ordinance must be based on a master plan or land use plan and that the ordinance must seek to implement that plan. The Oconto County Zoning Ordinance, which was adopted in 1989 and revised in 1999, is not based on a county-wide comprehensive land use plan, but several towns within the county have individual plans. The individual comprehensive plans use similar future land use categories developed by the regional planning commission that allow for local flexibility and re-coding of more detailed local land use categories into a county and regional framework, while also allowing for re-coding to County Zoning Districts. The Oconto County Zoning Ordinance also includes, but is not limited to the Oconto County Farmland Preservation Plan and Oconto County Outdoor Recreation Plan.

Oconto County Zoning Districts

Residential Single Family District (R-1)*	Agricultural District (A)*
Residential Multiple-Family District (R-2)*	Large Scale Agricultural District (LA)
Mobile Home Park District (R-3)*	Restricted Commercial District (RC)*
Community Service District (CS)	General Commercial District (GC)*
Park and Recreation District (P-R)*	Light Industrial District (LI)
Forest District (F)*	Industrial District (I)*
Rural Residential District (RR)*	

* Districts Applicable to the Town of Mountain

Note: There are several areas in the Town of Mountain that do not have zoning and are categorized as "Unzoned" on Map 8.3

Residential Single Family District (R-1)

This district provides attractive areas for development of single-family residences and protection of such residences from incompatible land uses.

Residential Multiple-Family District (R-2)

The purpose of this district is to accommodate residential development at higher densities than single-family densities, and to provide necessary supporting services and facilities. This district should be mapped as demand warrants at locations that have size and physical capacity to handle

multiple-story or multiple-unit buildings, greater area of paving and parking and higher intensity activity. The sites should be attractive for human occupancy and should be buffered from high intensity commercial, industrial or transportation activity. Buffer areas or open space should be provided between this district and other residential districts, agriculture and forest areas.

Mobile Home Park District (R-3)

The Mobile Home Park District is intended to regulate the design and arrangement of mobile home parks and the residential use of mobile homes therein.

Community Service District (CS)

This district provides for areas of use for community services such as churches, clinics, parks, schools, community buildings, emergency facilities, etc.

Park and Recreation District (P-R)

The Park and Recreation District provides for recreational oriented establishments, as well as encouraging the maintenance of natural resources.

Forest District (F)

This district provides for commercial production of trees, the conduct of forestry practices and related uses on large tracts of land that are well suited to these activities. The intent is to encourage forestry and also to recognize the value of forested areas as a recreational resource.

Rural Residential District (RR)

The Rural Residential District provides for a mixture of farming, forestry and non-farm residential uses in those rural areas that are not suited for large scale agricultural use or large scale forestry practices.

Agricultural District (A)

The County's Agricultural District is designed for agricultural uses of land devoted to the growing of crops and the raising of livestock. Oconto County's minimum parcel size to establish a residence or farm operation in this district is currently 10 contiguous acres.

Large Scale Agricultural District (LA)

The Large Scale Agricultural District is designed for large scale agricultural uses of land devoted to the growing of crops and the raising of livestock. The minimum parcel size to establish a residence or farm operation in this district is much greater than that of the Agricultural District. Oconto County's minimum parcel size for the Large Scale Agricultural District is currently 35 contiguous acres.

Restricted Commercial District (RC)

This district is created to regulate an exclusive commercial use on one or more parcels in an area predominately zoned residential, agricultural or forest. Owners of parcels petitioning for inclusion into this district shall declare their intended use and this use shall remain as the only use until discontinued or petitioned for change.

General Commercial District (GC)

The General Commercial District provides locations for primarily retail and wholesale trade establishments engaged in sales of merchandise or service or both. The intent is to allow firms and operations whose primary function is selling to retail customers or clients. Processing of materials may be conducted as subordinate to retail or wholesale sales. It is the policy of Oconto

County to promote economic development and a strong local economy. It is recognized, however, that most commercial uses should be located in the urban communities where the full range of needed services can be afforded to such uses.

Light Industrial District (LI)

This district provides locations for retail and wholesale trade establishments engaged in sales of merchandise which is primarily produced, manufactured or assembled on the premise. The intent is to allow firms and operations whose primary function is manufacturing to sell to retail customers or clients. It is the policy of Oconto County to promote economic development and a strong local economy. It is recognized, however, that most commercial and industrial uses should be located in the urban communities where the full range of needed services can be afforded to such uses.

Industrial District (I)

The Industrial District is established to accommodate manufacturing and related processing activities such as furniture and fixtures, lumber and wood products, printing, publishing and allied industries, fabricated metal products, etc.

In addition to the zoning districts discussed, the Oconto County Zoning Ordinance has several overlay districts. These districts include a Conservancy District (C), Floodplain District (FP), Airport Height Limitation District (AH), Adult Entertainment Overlay District (AEOD), Quarrying District, Metallic Mining Exploration District (MME), and a Mining District (M). The provisions of an overlay district shall be in addition to any underlying zoning district requirements.

Map 8.3 displays the zoning for the Town of Mountain. Refer to the Oconto County Zoning Ordinance for a detailed explanation, and information on the restrictions of each of the zoning districts.

Sanitary Ordinance

The Oconto County Sanitary Ordinance is contained within Chapter 12 of the Oconto County Code of Ordinances and regulates the private sewage and septic systems of all residential, commercial, industrial, and governmental uses within the town. Although this ordinance does not directly determine land uses, it does have an impact on the locations of future development based on soil suitability for on-site treatment systems.

Subdivision Ordinance

Oconto County's land Division Ordinance is contained in Chapter 13 of the Oconto County Code of Ordinances. Portions of this ordinance have recently been re-written to address current land division concerns. The ordinance regulates the subdivision of land where the act of division creates five or more parcels or building sites of which four may be less than 1.5 acres (65,340 square feet). The ordinance also regulates minor land division (certified survey map or commonly referred to as CSMs) where it is proposed to divide land into two, three or four parcels or building sites of less than 10 acres each of which the original parcel has existed for a 5-year period. The ordinance also contains design standards for streets, curb and gutter, sidewalks, drainage, erosion control, utilities, and easements that must be complied with in order for the subdivision to be approved by the County. The ordinance also contains requirements for park and public land dedication. The land division ordinance in conjunction with other tools provides a means of implementing the county's zoning.

Official Map

An official map is intended to implement a town, village, or city master plan for streets, highways, parkways, parks and playgrounds, and drainageways. Its basic purpose is to prohibit the construction of buildings or structures and their associated improvements on land that has been designated for current or future public use. The Town of Mountain currently does not maintain an official map. The town may want to utilize the Oconto County's parcel map as a possible start for an official map.

Erosion Control Plan

Under s.92.10, Wis. Stats., those counties that are designated as priority counties by the Department of Agriculture, Trade and Consumer Protection (DATCP) must prepare and adopt erosion control plans. The county land conservation committee prepares plans to conserve long-term soil productivity, protect the quality of related natural resources, enhance water quality and focus on severe soil erosion problems. In 1985, The Oconto County Land Conservation Committee entered into an agreement with DATCP to prepare a County Erosion Control Plan. The Oconto County Erosion Control Plan was adopted in 1987.

Oconto County Shoreland and Floodplain Ordinance

The *Oconto County Shoreland and Floodplain Zoning Ordinances* were adopted by the Oconto County Board in 1983 and 1987, respectively. The purpose of the shoreland zoning ordinance is to further the maintenance of safe and healthful conditions; to prevent and control water pollution; to protect fish spawning grounds and other aquatic life; to control building sites, placement of structures and land uses; and to preserve shore cover and natural beauty.

The shoreland ordinance applies to all shorelands of navigable waterways in the unincorporated areas of Oconto County which are: 1,000 feet from the ordinary high water elevation of navigable lakes, ponds, or flowages; and 300 feet from the ordinary high water elevation, or to the landward side of a floodplain, of the navigable reaches of rivers or streams, whichever distance is greater. This ordinance regulates parcel size, alteration of surface vegetation, land surface alterations, sewage disposal, filling, toxic dumping, lagooning/dredging, commercial advertising and mandates a basic building and structure setback of 75 feet from the ordinary high water mark.

The Oconto County Floodplain Zoning Ordinance was adopted to promote public health, safety, and general welfare, and to minimize flood losses in areas subject to flood hazards. The ordinance regulates residential development, storage of hazardous materials, uses which may be detrimental to permitted uses in adjoining districts, sewage disposal, wells for drinking water, and wastewater ponds or facilities, except those permitted under Wisconsin Administrative Code (NR 110.15) within the FEMA designated floodplain area. Refer to Map 2.11 for an illustration of these areas which are covered by the Floodplain Ordinance.

Shorelands

Shorelands are often viewed as valuable recreational and environmental resources in both urbanized and rural areas. As a result, the State of Wisconsin requires that counties adopt shoreland/floodplain zoning ordinances to address the problems associated with development in floodplain areas. Development in shoreland areas is generally permitted but specific design techniques must be considered. Development in these areas is strictly regulated and in some instances, is not permitted. The authority to enact and enforce these types of zoning provisions is

set forth in Chapter 59.692 of the *Wisconsin Statutes* and Wisconsin Administrative Codes NR 115, 116, and 117 and is established in the Oconto County Zoning Ordinance, Section 14.

Oconto County is currently administering its Shoreland/Floodplain Ordinance in its unincorporated areas. The jurisdiction of the ordinance includes shoreland of navigable waters of the county which are 1,000 feet from the normal high water elevation of a lake, pond or flowage and 300 feet from the normal high water elevation of a river or stream, or to the landward side of a 100 year floodplain boundary. Map 8.2 illustrates the locations of Mountain’s shoreland areas.

CURRENT LAND USE INVENTORY

A detailed field inventory of land uses in the Town of Mountain was conducted in the Fall of 2002 by the Bay-Lake Regional Planning Commission. This land use information was then compiled into generalized land use categories and is presented in Table 8.1 and Map 8.4 (Appendix D contains the detailed land use calculations). As a result of this inventory, a number of conclusions and issues have been identified, and recommendations have been made to help guide future land use planning efforts.

Table 8.1: Town of Mountain 2002 Land Use

Land Use Type	Total Acres	Percentage Total Land	Percentage Developed Land
DEVELOPED			
Residential	625	1.34	31.81
Single Family	506	1.09	25.75
Mobile Homes	97	0.21	4.94
Vacant Residential	3	0.01	0.15
Commercial	57	0.12	2.90
Industrial	106	0.23	5.39
Transportation	845	1.82	43.00
Communications/Utilities	2	0.00	0.10
Institutional/Governmental	89	0.19	4.53
Recreational	232	0.50	11.81
Agricultural Structures	28	0.06	1.42
Total Developed Acres	1,965	4.23	100.0
UNDEVELOPED			
			Percentage Undeveloped Land
Croplands/Pasture	890	1.92	2.00
Woodlands	41,478	89.25	93.19
Other Natural Areas	1,359	2.92	3.05
Water Features	781	1.68	1.75
Total Undeveloped Acres	44,508	95.77	100.0
Total Land Area	46,473	100.0	

Source: Bay-Lake Regional Planning Commission, 2003.

Planning Area

The Town of Mountain makes up approximately 46,473 total acres of land. Of this, 1,965 acres, or approximately four percent of the town is developed, leaving 96 percent of undeveloped lands in the town. The majority of the undeveloped lands consist of woodlands.

Residential Land

Residential land in the town accounts for 625 acres or 32 percent of the developed land within the town. The majority of this land (506 acres) is single family residential with the remaining being mobile homes and vacant. Residential uses are found primarily adjacent to STH 32/64 and near the town's water features.

Commercial Land

Land under commercial use occupies 57 acres, or three percent of the town's developed land. Commercial developments in the town are scattered along STH 32/64, with the majority of the businesses located in the unincorporated community of Mountain. Some commercial establishments in the town include a stone quarry, several real estate agencies, gas stations, bars, log home businesses, motels, etc.

Industrial Land

Industrial land totals 106 acres or just over five percent of the developed land within the town. Uses under this category include sand or gravel pits, and private storage facilities.

Transportation

Transportation uses in the Town of Mountain include the local road network and parking facilities. There are 845 acres of land in the town that account for transportation uses. This is the largest portion of the developed land in the town at 43 percent, and makes up nearly two percent of the total land. The land in this category consists primarily of the local road network which is discussed in more detail in the transportation element (Chapter 5) of this plan.

Communication/Utilities

Uses under this category include land used for the generation, processing and/or transmission of electronic communication of water, electricity or other transmittable products, plus for the disposal, waste processing and/or recycling of byproducts. Within Mountain, two acres of land in the town consist of these uses. They include a radio/television transmission tower, electric substation, telephone terminal and a refuse and recycling drop-off site.

Institutional/Governmental

Institutional/governmental uses are defined as land for public and private facilities for education, health or assembly; cemeteries and/or related facilities; and for all government facilities used for administration or safety, except public utilities and areas of outdoor recreation. Within the town, this category accounts for 89 acres of land. Uses in the Town of Mountain include the town office, community center, fire station, post office, churches, cemeteries, fraternal organizations, etc.

Parks and Recreational

Park and recreation lands account for approximately 232 acres of land, or nearly 12 percent of the developed land in the town. The majority of this category in Mountain consists of camp grounds/park areas, while the remaining land consists of the Oconto County Recreation Trail, boat launches, playing field, etc.

Agricultural Structures

Agricultural structures include sheds, silos and other farm structures. These uses account for 28 acres of land in the town.

Croplands/Pasture

Approximately two percent (890 acres) of the town's total land area is associated with some type of agricultural land including croplands, pastures, or grazing. The agricultural land in the town is found primarily along STH 32/64, Silver Hill Road and Whiffen Lane.

Woodlands

Woodlands represent the largest land use category within the town accounting for 41,478 acres, or 89 percent of the total land. The Nicolet National Forest accounts for 85 percent of the woodlands within the Town of Mountain.

Other Natural Areas

Uses in this category include lands primarily in a natural state for their natural functions including non-wooded wetlands, grasslands, prairies, etc. This category of land uses accounts for 1,359 acres, or three percent of the undeveloped land in the town. These areas are scattered throughout the Town of Mountain.

Water Features

Water features include lakes, streams, rivers, ponds, etc. In the Town of Mountain there are 781 acres of water related features which include, three branches of the Oconto River, Waupee Creek, Hines Creek, Chute Pond, Bear Paw Lake, Anderson Lake, McComb Lake, Green Lake and several other named streams, creeks, lakes and ponds. See Chapter 2 of this plan for more information on water features within the town.

OWNERSHIP

Public ownership accounts for 35,466 acres, or 77 percent of the town's total land. The predominant public landowner in the Town of Mountain is the Federal government with 35,336 acres associated with the Nicolet National Forest. In addition, the State owns 10 acres and Oconto County owns 120 acres of land. The remainder of the land in the town (approximately 23 percent) is in private ownership.

LAND SUPPLY

Amount

The amount of land available for development within the Town of Mountain is limited. Factors that hinder development for the town's 20 year planning period include the Nicolet National Forest and areas not recommended for development such as environmental corridors (wetlands with a 25 foot setback, floodplains, areas of steep slope, water resources with a 75-foot setback from the water resources, designated natural and scientific areas, parks and recreation areas, etc.). In addition, as the town continues to develop residentially, commercially, etc., extra design elements such as natural buffering may be needed to preserve the town's natural amenities and to limit incompatible land uses.

Price

The price of developable lands may vary depending on the surrounding land uses, location, access, services, along with other subjective factors. For example, residential prices can depend on whether a parcel has water frontage, is wooded, or has a vast amount of open space in and around it. Waterfront properties generally attract higher price listings. The land prices listed for

Mountain are very similar to the surrounding towns in the area. However, the land prices in the town will continue to fluctuate as the market continues to change. Contact any local realtor to obtain more information on residential, commercial, industrial and other land prices within the town.

Redevelopment Opportunities

Redevelopment possibilities within the Town of Mountain include:

- Areas within the town that are beyond repair should be redeveloped in a way that maintains/improves the overall character, including scale, architectural styles, etc.
- Improve the aesthetics of the “downtown” area within the community of Mountain in a way that maintains the “northwoods” atmosphere and attracts business (e.g., community based and transient related). Maintain the scale and architectural styles that relate to the Town of Mountain.
- The Town of Mountain should continue its efforts of redeveloping brownfield sites and whenever possible, utilize state and federal grant or loan programs for brownfields in the future. The redeveloped properties will likely be used by new businesses coming to the Town of Mountain rather than building new facilities outside of town. The benefits to redevelopment of these brownfields include helping protect natural resources, minimizing sprawl along the STH 32/64 corridor, and boosting the local economy.

Demand

Based on building permit information from the Wisconsin Department of Administration and Oconto County, the Town of Mountain experienced 153 housing permits for new residential construction from 1990 to 1999. If this trend continues, the town could expect approximately 382 new homes by the year 2024.

The demand for commercial or industrial lands in the town has not been high in the past 10 to 20 years. However, with the increased development of highway commercial businesses throughout the area, the demand for highway commercial lands in the Town of Mountain may increase along STH 32/64 during the planning period.

Due to the limited amount of developable lands in the Town of Mountain, the town should look at innovative ways of development that encourage orderly, efficient development patterns, while ensuring the adequate provision services and the preservation of the “northwoods” atmosphere.

LAND USE ISSUES AND CONFLICTS

The town will need to work with the Oconto County Zoning Office in order to correct the town’s zoning map. As with a number of towns within the county, the town’s zoning map needs to be updated to reflect current uses within the Town of Mountain. One issue is the fact that there are several lands in the town that do not have zoning, and should have a district classification.

Lakes, rivers and streams compose a valuable part of the natural resource base of the Town of Mountain. A large number of the shorelands within the town have development of either high or average densities. More shoreland development could lead to overcrowding, displacement of wildlife, and an increased possibility that lakes and surrounding natural areas could become polluted. In several portions of the town, further development adjacent to the water features is becoming increasingly unlikely due to much of the available shorelands being considered not buildable, owned by the National Forest or already heavily developed.

In addition, with a limited amount of developable lands available in the Town of Mountain, there are opportunities for incompatibilities to arise as development pressures increase. The General Plan Design addresses areas for uses with regards to their neighboring parcels and in many cases there are recommendations for additional steps to make the development practicable while limiting potential incompatibilities. Allowing for adequate screening, setbacks and buffering should alleviate much of the incompatibility, as will additional county controls within the subdivision ordinance and ordinances regulating signage, lighting and noise. Any subdivision that is allowed should be designed in a way that preserves the “northwoods” character of the town.

ANTICIPATED LAND USE TRENDS

Analyzing data within past presented chapters, the following land use trends were developed for the planning period. It is expected that these trends will influence the town’s future growth and preservation. The Town’s Plan Commission and Town Board will need to address these trends over the next two decades in order to reach the town’s desired vision. The following trends were used to provide direction in the development of the General Plan Design, along with the town’s goals, objectives, and policies, nominal group and the town wide survey results. Some of these trends may be similar to the trends of several communities located adjacent to the Town of Mountain.

- The demand for increased lot sizes will likely increase while the ratio of persons per household will decrease resulting in greater acreage needs to accommodate future residential growth.
- The Town of Mountain can expect a projected minimum (515) occupied dwelling units and a projected maximum (583) occupied dwelling units through the year 2020, a 135 to 203 occupied housing unit increase.
- Farmlands should continue to be preserved to the greatest extent possible in the town to allow for general crop farming.
- The rural character will continue to be maintained in the town, preserving the natural vegetative structure resulting in the protection of wildlife and fish habitats.
- The use of on-site wastewater septic systems and individual groundwater wells will continue within the town throughout the planning period.
- If commercial uses begin to increase, small businesses will primarily locate in the community of Mountain, or other concentrated area along STH 32/64.
- The town will experience a demand for public services, as the median population age continues to increase.
- The Town of Mountain will work with Oconto County, Menominee County and Marinette County to advocate that seasonal and year-round residents will continue to enjoy the trails, lakes and woodlands for many years to come.

DEVELOPMENT CONSIDERATIONS

Environmental and Public Utility Considerations

The following environmental and public utility considerations should be utilized to provide the town with an indication of which acreage of the municipality is best suited for development.

The town has an abundance of these unique natural features including wetlands, floodplains, and steep slopes which can add significantly to the aesthetic appeal of the community while providing important ecological and environmental functions such as stormwater retention and flood control.

The town currently does not provide municipal sewer and water to its residents. This plan recommends that individual property owners continue to install and maintain their own wells and on-site wastewater systems. The need for the protection of the watersheds and aquifers within the town is thus required in order to provide town residents with safe, usable water.

The local road network is very winding; however the town roads do provide good access to the arterial and collector system, which should be able to serve future traffic flows generated from increased growth.

Planning Criteria

Planning criteria are developed in order to give the community a sense in which to base their land use recommendations. Criteria make the planning process defensible when presenting scenarios to the general public and when modifying or developing alternative sites for land use developments. The criteria used by the town, when developing the general plan design, were based upon values identified by the State, Oconto County and the Town of Mountain.

The following State criteria are based upon Smart Growth criteria encouraged within community plans:

- Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
- Encouragement of neighborhood designs that support a range of transportation choices.
- Protection of natural areas including: wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.
- Protection of economically productive areas, including farmland and forests.
- Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
- Preservation of cultural, historic and archaeological sites.
- Encouragement of coordination and cooperation among nearby units of government.
- Building of community identity by revitalizing main streets and enforcing design standards.
- Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
- Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
- Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.
- Balancing individual property rights with community interests and goals.

- Planning and development of land uses that create or preserve varied and unique urban and rural communities.
- Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

The *Oconto County Zoning Ordinance* has identified the following criteria for all the unincorporated areas within Oconto County:

- Preserve adequate open spaces for present and future use and recreational use;
- Maintain natural or undeveloped lands and buffer zones between developed areas;
- Protect scenic and historically valuable sites;
- Protect forests, wilderness and wildlife, and maintain other factors that insure balance of ecological systems by not developing forests, wetlands, beaches, estuaries and shorelands;
- Prevent the construction of buildings in hazardous areas such as floodplains and wetlands;
- Maintain highly productive farmland;
- Prevent erosion and unnecessary destruction of ground-cover;
- Minimize pollution of the water, land and air.

The Town of Mountain has identified the following criteria from the nominal group process, the town wide survey results, and the plan's goals and objectives:

Community Growth

- To maintain the Town of Mountain's rural atmosphere;
- To provide for limited development while maintaining the integrity of the environment;
- To ensure all future developments are compatible with surrounding land uses;
- Steer intensive developments to the community of Mountain and along STH 32/64 – which are better suited to handle them;
- Cooperate with the surrounding towns, and Oconto, Menominee County and Marinette County on future planning projects and boundary issues to minimize conflicts.

Residential

- Residential developments should be directed to areas which will allow for compatible uses, and will minimize the visual impact on viewsheds from public right-of-ways;
- Situate higher density residential development in and adjacent to areas that minimize impacts on the environment;
- Direct multi-family developments toward areas that have the adequate facilities and services that they need;
- Promote a variety of housing opportunities for all segments of the town's current and future population.

Commercial/Industry/Parks

- The “downtown” area in Mountain should be improved aesthetically to encourage new business development;
- If commercial businesses were to develop, they should be concentrated in distinct areas along STH 32/64;
- Plan for future commercial uses that have high visibility, are compatible with adjacent uses and have adequate space for parking and landscaping;
- Manufacturing businesses should locate within the town’s Business Park;
- Cooperate with Oconto County and other adjacent communities on the maintenance of existing parks and development of additional recreational opportunities.
- Advertise existing park and recreational opportunities

DESIGN YEAR LAND USE PROJECTIONS

Map 8.5 was developed based on the information contained in previous chapters of this document including demographics, land use projections, physical characteristics, the goals, objectives, policies and programs, and town-wide survey results. Over a 20 month period, the Town Plan Committee met more than 15 times to review town data and growth options. From these meetings and presentation to the public, a 20 Year General Plan Design was developed and approved.

Five Year Incremental Land Use Projections

Wisconsin statues require Comprehensive Plans to include projections, in five-year increments, for future residential, commercial, industrial and agricultural land uses in the community over the twenty year planning period.

Residential Projections

The methodology used to project the town’s future residential land use acreage employed the following:

- the projected housing needs presented in Chapter 3 of this document,
- an average dwelling unit per 1 acre ratio for housing development,
- a multiplication factor ranging from 1.25 to 2.0 to allow for market flexibility.

Based on this methodology, the town would need to accommodate approximately 49 acres for future permanent residential development over the next five years, 45 acres between 2005 and 2010, 45 acres between 2010 and 2015, and 42 acres between 2015 and 2020, for a total of 181 acres needed by 2020. This is a net total for residential development. However, there are several other factors that must be taken into consideration including,

- it is **not** the intent of the plan to see an entire area within a classification to develop, rather the specified uses shall be allowed if consistent with the type, location, and density of the development;
- some of the lands would hinder development based on the nature of the area;

- within residential growth areas, lands must be allocated for future roads, parks, and recreation areas.

In most standard residential developments, these additional factors generally account for approximately 25 percent of the gross land area. Therefore, the gross total for land allocated for residential development should be approximately 242 acres in the town. On the General Plan Design Map, the Town of Mountain has allocated an adequate amount of land for future residential growth.

Commercial Projections

To calculate commercial land use projections, the Commission compared the current ratio of residential acreage to commercial land use acreage by parcel in the town (11:1) based on the 2002 land use inventory. Based on this methodology, the town may need to allocate approximately four acres for future commercial development over the next five years, four between 2005 and 2010, four acres between 2010 and 2015, and four acres from 2015 to 2020, for a total of 16 acres needed by 2020. On the General Plan Design, the town has designated several areas along STH 32/64 for commercial development.

Industrial Projections

Industrial lands are projected in the same manner as the commercial lands. According to the 2002 land use inventory, the current ratio of residential acreage to industrial land use acreage in the town is 6:1. Therefore the town may need to allocate about eight acres for future industrial development over the next five years, seven between 2005 and 2010, seven acres between 2010 and 2015, and seven acres from 2015 to 2020, for a total of 29 acres needed by 2020.

The Town of Mountain does not see itself as being a community that would attract large industries, thus the town has decided not to allocate specific industrial lands on its General Plan Design Map. It is felt that more intensive industrial developments should locate within nearby communities that contain adequate public facilities and services. However, areas designated for commercial developments on the General Plan Design map may be considered for future light industrial developments. If light industrial uses are allowed to develop in the Town of Mountain, they shall fit the character of the town and be environmentally friendly.

Agricultural Projections

Mountain has a limited amount of agricultural lands and it is the town's intention to preserve these agricultural areas for tree farming purposes over the next 20 years. However, a portion of the lands currently being used for agricultural purposes may be developed over the next 20 years. Most development is recommended in the general areas designated on Map 8.5. An overall change in agricultural lands for the 20 year planning period can be determined by comparing Table 8.1 with Table 8.2.

DEVELOPMENT STANDARDS

General Plan Design Classifications

The following text discusses each of the major recommended land use classifications as depicted on the 20 Year General Plan Design Map. The classifications listed are similar to those which were developed and are utilized by the Regional Planning Commissions (RPC) of eastern Wisconsin. (Bay-Lake RPC and Southeastern Wisconsin RPC). These classifications were utilized in the development of Mountain's 2024 General Plan Design to assist the town with

allocating various areas for the different types of land use. The town made recommendations for these land use classifications which best represent the community's character and are in the best interest of the town and its citizens.

The following are the nine classes of future land use associated with the Town of Mountain General Plan Design. A more detailed explanation of recommended uses within each classification can be found in the following Recommended Development Strategy.

1. Residential
 - Single Family
 - Multi-Family Residential
 - Shoreland Residential
2. Commercial
3. Light Industrial
4. Governmental/Institutional/Utilities
5. Park & Recreation
6. Agricultural
7. Forest/Open Space
8. Environmental Corridors
9. Transportation

RECOMMENDED DEVELOPMENT STRATEGY

This portion of the plan will further detail recommendations on the land uses within the town. The following text discusses each of the major future land use classifications as depicted on the General Plan Design map. It should be noted that the specified classification does not designate individual areas within the classification for development; rather, it designates the entire area for that use to occur. Also, it is not the intent of the plan to see the entire area within a classification to develop, rather the specified uses be allowed if consistent with the type, location, and density of the development in the event of a land conversion. The type and density of the land use is identified within several classifications.

Residential Development Strategy

As residential development pressures continue, the town must closely monitor the proposed types of development regarding their impacts on the natural resources and rural nature of the town. The General Plan Design map identifies one residential category however; the development strategy includes four residential types including: Single Family, Multi-Family, Shoreland Residential and Agricultural/Forest/Open Space residential development.

Single Family

It is the intent of this classification to promote single family residential development in areas of existing dense development, adjacent to existing dense development and areas currently platted out for development. The designated residential areas are also located adjacent to or near the town's various water features and are also located near a primary transportation route (STH 32/64).

Recommendations:

1. **Existing residential developments are proposed to remain intact.** Residential developments found within this classification will continue throughout the 20 year

planning period with infill developments being encouraged, in addition to rehabilitation or redevelopment of existing structures when feasible.

2. **Single family residencies should be the primary development** in these designated areas within the town, recommending a minimum lot size of *one acre*. Future residential developments are intended to promote orderly and efficient growth that is consistent with the adjacent land uses.
3. **Infilling of existing vacant residential lots one acre or greater will also be allowed** within this designation to enhance orderly development patterns throughout the town. The town would benefit from new infill development that co-exists well, in terms of design, with existing structures.
4. **New residential development types are encouraged to conform with surrounding uses.** A new development that is out of context due to size, use, or architectural character may detract from existing adjacent properties visually and economically in terms of property values.
5. **Future developments should maintain the rural character along major corridors (i.e., State and County Highways).** The town recommends that lands being used for residential uses should maintain the natural views that currently exist within these areas. It is recommended that developments along major corridors in these areas apply landscaping/buffers that would help to preserve the rural atmosphere of the town.
6. **Advocate that there is adequate housing for all persons in the community.** Housing should be promoted for people with low to moderate income, the elderly, and residents with special needs. The town recommends a mix of new housing, including starter homes, be located near or within adjacent communities where public services and facilities are more adequate. However, multi-family structures may be allowed in the town as assisted living facilities (see Multi-family Residential category #1).
7. **Future residential developments shall be sensitive to natural features.** Environmentally sensitive lands (e.g., wetlands, floodplains, etc.) in areas of new residential development should be preserved to the greatest extent possible to maintain the town's natural beauty, the water resources and preserve the wildlife habitat.
8. **Detailed site plans shall be approved by the town in order to guide any subdivision development within these residential areas.** Site plans shall detail the land use mix, densities, road layouts, percentage of green space set aside, etc. The specific details of each site plan will be at the discretion of the town, ensuring that the approval or denial is based on sound land use planning, is developed without negatively affecting the natural environment, and comply with the town's "Official Map" (if available) regarding street extensions and minimum standards for streets. The developments should also be evaluated on a list of criteria set by the town. The following are examples of general criteria that will need to be analyzed by the Town Plan Commission and Town Board prior to making a decision: *physical measurements and topography; geology, hydrology and vegetation; structure, utility and roadway locations and dimensions; effects on neighboring properties; economic impacts; natural resource impacts; necessary permits from other agencies; etc.*

Multi-Family Residential

This category is intended primarily for assisted living facilities, consisting of duplexes and/or fourplexes with slightly larger minimum lot sizes than the “Single Family Residential” category. Other multi-family uses should be directed to communities that have adequate public services (e.g., Town of Lakewood, Village of Suring, etc.).

Recommendations:

1. **Advocates adequate housing for all persons in the community.** This type of housing should be promoted for people with low to moderate income, the elderly, and residents with special needs.
2. **If multi-family structures are allowed, the town recommends these structures be located near the community of Mountain.** The location of such housing should be near services and facilities for ease of accessibility.
3. **Multi-family structures within the residential classification shall have slightly larger lot sizes than the “Single Family” classification.** Multi-family facilities are recommended to have a minimum lot size of *1.5 acres*.
4. **Buffer higher intensity residential uses from lower intensity uses.** The multi-family structures are not recommended to be intermixed with the single family uses; rather they should be grouped according to type to avoid incompatibilities and negative impacts. Through careful planning and design the multi-family and single family developments could share the same area resulting in residential areas of higher densities and increased diversity, without any noticeable change in the rural character.
5. **Future multi-family developments shall be sensitive to natural features.** Environmentally sensitive lands (e.g., wetlands, floodplains, etc.) in areas of new residential development should be preserved to the greatest extent possible to maintain the town’s natural beauty, the water resources and preserve the wildlife habitat.
6. **Require detailed site plans to guide multi-family development.** Site plans shall detail the land uses, street layouts, open spaces, etc. The specific details of the site plan will be at the discretion of the town, ensuring approval or denial is based on sound land use planning, is developed without negatively affecting the town’s “northwoods” character.

Shoreland Residential

This category addresses residential development on lands adjacent to water bodies (lakes, rivers, streams). The intent of the plan is to infill around these water features only to the extent of the water body’s ability to accommodate shoreline development.

Recommendations:

1. **Future unsewered shoreland residencies should be single family structures** with a recommended density of one residential unit per *one-half (1/2) acre or greater*, with at least 100 feet of shoreline frontage.
2. **Remain informed of the Oconto County water classification system and Shoreland Zoning.** Oconto County is developing a water classification system in order to define acceptable densities and arrangements of future residential structures on water features.

The shoreland zoning may vary depending on the classification of the water feature in the town, and is regulated by Oconto County.

3. **Where feasible, infilling of vacant shoreland residential lots will also be allowed.** Infilling will be allowed on vacant lots with at least *one-half (1/2) acre* and at least 100 feet of shoreline frontage. The practice of infilling also assists in creating orderly and efficient development patterns. In addition, the town would benefit from new infill development that co-exists well with existing structures in terms of design.
4. **Consider identifying a sewerage district for heavily developed water features.** The Town of Mountain should consider identifying a potential sewerage district during the 20-year planning period for waterfront areas along Anderson Lake and Chute Pond.
5. **Future shoreland developments shall be sensitive to natural features.** Environmentally sensitive lands (e.g., wetlands, floodplains, shorelands, etc.) in areas of new residential development should be preserved to the greatest extent possible to protect the water resources and the wildlife habitat.

Agricultural/Forest/Open Space (for Residential Use)

The intent of this plan is to limit development in these categorized areas on Map 8.5 by recommending larger minimum lot sizes. This should help lessen the fragmentation of these larger private lands within the town. Also there is no need at this time to convert these lands to higher densities since enough land has been identified as “Residential” in this plan to accommodate future residential developments for the 20-year planning period (see Map 8.5).

Recommendations:

1. **Future residential development is encouraged to be directed toward areas in the residential classification** (areas in yellow) on the General Plan Design Map (Map 8.5). This will help to create orderly and efficient development patterns. It would also be efficient in terms of providing services (e.g., utilities, emergency, etc.) to the residential developments in the town.
2. **If future residential developments are allowed in these classifications, lower density development is encouraged.** In an effort to preserve the larger tracts of private, isolated forest lands and open spaces, the town recommends that future residential lots in these areas have a minimum lot size of *2-5 acres*. Also, in order to preserve the agricultural lands for tree farming purposes, any residential developments recommended for these areas should have a minimum lot size of *10 acres*.
3. **Future residential developments shall be sensitive to natural features.** Many of areas classified as Agricultural/Woodlands/Open Space contain various areas sensitive to development (e.g., wetlands, floodplains, steep slope, etc.). New residential developments should be designed in a way that helps preserve these lands to the greatest extent possible. This will help to maintain the town’s natural beauty, the water resources and preserve the wildlife habitat.
4. **Detailed site plans shall be approved by the town in order to guide any development within these categorized areas.** Site plans shall detail the land use mix, densities, road layouts, open spaces, etc. The specific details of each site plan will be at the discretion of the town, ensuring that the approval or denial is based on sound land use planning, is

developed without negatively affecting the natural environment, and comply with the town's "Official Map" (if available) regarding street extensions and minimum standards for streets.

Overall, it is the intent of this plan to see all future residential developments occur without negatively affecting the function or the look of the town's unique environmental features. Forested areas well as open spaces, if they are to be developed, should be developed in such a way as to complement their scenic beauty. The town's intent is to protect existing natural areas sensitive to development (e.g., wetlands, floodplains, etc.) from being developed by steering most growth to areas designated as Residential on Map 8.5. This practice will also encourage infilling and orderly development patterns.

Commercial Strategy

Identifies existing commercial establishments and areas recommended for commercial development as suggested by the town. This category also incorporates existing and future home occupational businesses.

Recommendations:

1. **Commercial uses throughout the town are envisioned to continue.** Those businesses that are in current commercial operations will continue to function throughout the 20 year planning period.
2. **Concentrate areas for new commercial developments.** If any new commercial uses are to be developed within the Town of Mountain, they are recommended to be located in the Mountain Business Park or other concentrated areas along STH 32/64, and not dispersed throughout the town (see Map 8.5). Any other areas proposed within the town for commercial developments should be reviewed to limit incompatibilities (e.g., noise, lighting, etc.).
3. **Consider neighborhood and tourist type businesses.** The town should evaluate the need for neighborhood businesses (e.g., grocery stores, hardware stores, auto shops, etc.) that would be easily accessible to town residents. In addition, with many recreational resources within Mountain, the town should consider various tourist businesses and specialty shops.
4. **Appearance of commercial structures.** It is important for the town to control the design of commercial uses. Areas filled with blaring lights, competing signage, and vast areas of asphalt and concrete distract drivers and can detract from the town's rural character. The town should closely involve itself by forming a committee to review the designs and landscaping of future commercial establishments through building scale and appearance.
5. **Commercial signage should be controlled.** In order to control signs appearances, rather than allowing signs to control the town's appearance, the town may need to address signage regulations. Several sign designs that are inflatable, glittering, flashing, rippling, sparkling, have strings of lights, made with tinsel, pennants, banners, etc. can have the potential to degrade the rural character of the town. It is also recommended that blaring lights, changeable lettering, electronic messaging, and trademark colors be controlled because they are often deemed disruptive.

6. **Home-based businesses are envisioned to remain and are permitted.** With greater access to the Internet and better telecommunication systems, working from the home is a viable alternative to traditional employment practices. These uses do not need a zoning change and rarely disrupt neighboring uses. Each of the classifications, regarding residential uses, recognizes home occupational businesses as a permitted use. The town will need to ensure that those home occupational businesses that do exist do not outgrow their current location or become nuisances to adjoining property owners. Those home occupational businesses that need a zoning change (to continue to operate) will be encouraged to relocate their business in commercial areas identified on the General Plan Design (Map 8.5).

Overall, as with any kind of development, when commercial development is proposed within the town, the Town Plan Commission and Town Board must closely monitor the capacities of the infrastructure and community services that accommodate this new development and weigh the future costs to benefits. The town should **not** encourage the development of commercial businesses that are not consistent with the scale of the town. More intensive commercial businesses should be directed to other adjacent communities that currently have adequate infrastructure and services.

Light Industrial Strategy

Identifies recommended industrial uses and areas to locate them within the town as suggested by the Town of Mountain.

Recommendations:

1. **Industrial uses throughout the town are envisioned to continue.** Those industries that are currently operating in the town will be allowed to function throughout the 20 year planning period.
2. **Guide large industrial development to adjacent communities.** Since the Town of Mountain does not view itself as attracting large industry, it is envisioned that new industries locate in adjacent communities with existing public services and infrastructure.
3. **Concentrate areas for new light industrial developments.** If any new light industries develop within the Town of Mountain, they are recommended to be located in the Mountain Business Park or other concentrated areas along STH 32/64, and not dispersed throughout the town (see Map 8.5).
4. **If light industry is to locate within the town, it shall be compatible with the character of the town.** Any new industry allowed must be consistent with the scale of the town and be environmentally sound. Industrial developments shall incorporate buffers to lessen conflicts and maintain the rural character of the town.
5. **Appearance of industrial structures.** It is important for the town to control the design of industrial uses in order to limit distractions on the town's rural character. As with commercial uses, the town should closely involve itself by forming a committee to review the designs and landscaping of future industrial establishments through building scale and appearance.
6. **Ensure any past, present and future quarry operations are properly closed and that negative impacts do not affect neighboring properties.** The town and Oconto

County will monitor quarries for negative effects and work with surrounding towns, Oconto County and state agencies to ensure they are reclaimed to a natural setting.

7. **Redevelopment of existing industrial sites.** This plan is recommending the assessment and cleanup of any environmentally contaminated sites in the town and utilizing them for more productive uses. The town is encouraged to have any potential sites evaluated and devise a plan for the redevelopment of contaminated areas.

As with the commercial development, when light industrial development is proposed within the town the Town Plan Commission and Town Board must closely monitor the capacities of the infrastructure and community services that accommodate this new development and weigh the future costs (i.e., providing services/utilities) to benefits.

Governmental/Institutional/Utilities

The Mountain Town Office/Road Department, Mountain Community Center, recycling center, several historical features, electrical substations, etc. are the Governmental/Institutional/Utilities uses illustrated on the General Plan Design Map (Map 8.5). It is recommended that these uses continue throughout the 20-year planning period.

Recommendations:

1. **The Town Board will continue to monitor services provided to the town residents** - for many of these services are being provided by other agencies and municipalities. The Town Board should work with adjoining communities and Oconto County to help provide future services as effectively and efficiently as reasonably possible. The town should continue to monitor the quality of fire, police and emergency services, etc. provided to ensure adequacy. The town is also encouraged to explore different options for handling future road maintenance, recycling services and disposal of solid waste, which could be more cost effective and more efficient for its residents.
2. **Consider identifying a sewerage district for heavily developed water features.** The Town of Mountain should consider identifying a potential sewerage district during the 20-year planning period for waterfront areas along Anderson Lake, Chute Pond, etc.
3. **Consider prohibiting all sewage systems within the town's environmental corridors.** The town should utilize its environmental corridors (i.e., wetlands, floodplains, steep slopes, etc.) as identifiers in areas where sewage systems may be prohibited to protect groundwater quality.
4. **The town should continue to work with Oconto County** - to ensure that private septic systems are monitored and in good working order throughout the town. Also the town should cooperate with the Oconto County Sheriffs Department to explore options of maintaining a high level of services.
5. **Apply for grants and other aides to assist the town in providing needed services.** Grant and aid programs may be explored by the Town Board when considering improvements to any of the town services or facilities. Oconto County or the Bay-Lake Regional Planning Commission are several entities that can inform the town on future grants available to them.
6. **The town will continue to monitor telecommunication towers and antennas** due to the expanding use of "cell phones" which provide many benefits, including safety and

convenience. However, problems can arise when new towers, are built near people's homes, next to historic buildings, or in rural, scenic areas. In many cases these towers often do not fit in with their surroundings and destroy scenic vistas. It is recommended that the town, along with UW-Extension, Oconto County, and other professional agencies develop a program to educate community officials and citizens on the existing rules and regulations associated with these structures. In addition, the program should be used to discuss issues such as using alternate structures as a first alternative versus new towers, co-locating antennas, or joint use of existing towers or adequate structures, and visual and other potential adverse impacts of telecommunication towers.

7. **Ensure the updating of the Oconto County Zoning Ordinance.** The town will continue to work with adjoining towns and Oconto County to update the Oconto County Zoning Ordinance in order to best protect the residents' quality of life, while providing the needed controls over incompatible uses.

Forest/Open Space Strategy

Identifies areas of vast/isolated privately owned forest and open spaces within the Town of Mountain that are recommended to be preserved.

Recommendations:

1. **Preserve the large tracts of privately owned woodlands and open space.** Due to a large amount of land designated as "Residential" and in an effort to preserve the larger tracts of private, isolated forest lands and open spaces, the town recommends that these areas remain in their natural state. However, if development occurs it shall be single family residential with a minimum lot size of **2-5 acres**.
2. **Future residential development is encouraged to be directed toward areas in the residential classification** (areas in yellow) on the General Plan Design Map (Map 8.5). In an effort to create orderly and efficient development patterns, in addition to providing efficient services, the town should direct residential developments to the areas indicated on the General Plan Design.
3. **Future residential developments shall be sensitive to natural features.** Many of areas classified as Forest/Open Space contain various areas sensitive to development (e.g., wetlands, floodplains, steep slope, etc.). New residential developments should be designed in a way that helps preserve these lands to the greatest extent possible. This will help to maintain the town's natural beauty, the water resources and protect the wildlife habitat.

Agricultural Strategy

The purpose of this classification is to preserve existing lands devoted to the growing of crops.

Recommendations:

1. **Preserve the agricultural lands for tree farming purposes.** In an effort to preserve the agricultural lands for tree farming, these lands are not encouraged to be converted to residential uses. However, if the need arises, it is recommended that it be a single family residential development with a minimum lot size of **10 acres**.
2. **Future residential development is encouraged to be directed toward areas in the residential classification** (areas in yellow) on the General Plan Design Map (Map 8.5).

In an effort to create orderly and efficient development patterns, in addition to providing efficient services, the town should direct residential developments to the areas indicated on the General Plan Design.

3. **Encourage natural buffers between land uses.** Adequate buffers are recommended between farming and non-farming operations in these areas in order to lessen conflict between land uses. Decisions to allow residential development in areas identified for agricultural uses should be limited and decisions to approve or deny must be based on sound land use planning criteria.
4. **Advocate that these lands are under adequate farming practices.** It is important for these lands to continue to be under the best management practices for agricultural activities. Inappropriate agricultural practices can have a significant adverse impact on the quality of surface water and groundwater unless properly managed.

Park & Recreation

Identifies recreational trails and other recreational facilities within the Town of Mountain that exist or are planned.

Recommendations:

1. **Cooperation in planning park and recreational facilities.** It is recommended that the town cooperate with the surrounding towns, Oconto County and other surrounding counties and developing agencies that maintain various recreational facilities in the Town of Mountain.
2. **The town should address camping on private owner sites.** The town currently contains several unlicensed privately owned campsites. The town will need to monitor these areas and possibly set up standards to ensure safety (e.g., Americans with Disabilities Act compliance).
3. **Encourage the maintenance, expansion and updating of parks and recreational facilities.** The intent is to see a continuation and possible extension of park and recreation opportunities. This includes maintaining and upgrading existing facilities to meet the needs of citizens with special needs along with providing opportunities for activities such as hiking, biking, skiing for all ages of the population.
4. **Promote the Oconto County Recreation Trail.** The Oconto County Recreation Trail should be promoted as a valuable recreational resource. Such promotional activities might include local informational brochures, signs, and additional trail heads. These promotional activities may also generate positive economic impacts for the town.
5. **Encourage of buffer along the Oconto County Recreation Trail in areas designated for residential development.** As use of the trail increases and residential development occurs along it, the town should investigate a more restrictive setback from the trail to buffer trail users from residential development and to buffer the residences from trail activities.

Nicolet National Forest

These lands are owned by the US Government and are managed by the US Forest Service. No private land exists within the classification. The town's intent is that lands within the forest remain in public ownership encouraging the continuation of large tracts of forested lands that are

managed to produce products along with maintaining a diversity of vegetative and biological communities. These lands are to continue to provide recreational opportunities such as hunting, fishing, hiking, cross-country skiing, camping, snowmobiling, etc.

Environmental Corridors

Environmental corridors are represented by four elements including; (1) 100-year floodplains as defined by the Federal Emergency Management Agency (FEMA), (2) WDNR wetlands, (3) steep slopes of 12 percent or greater, (4) and a building setback from all navigable waterways. These four elements can provide limitations to development, plus the floodplains, wetlands and the building setback are generally regulated by either the federal, state, or county government. Oconto County is currently developing a water classification system in order to define acceptable densities and arrangements of future residential structures on water features. The building setback distance may vary depending on the classification of the water feature and is regulated by Oconto County. Together, the environmental corridors represent the areas of the town that are most sensitive to development and are intended to be preserved.

Recommendations:

1. **This plan should 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 on what areas are important to maintaining the town's rural character and the quality of its natural resource base. The town should direct development away from environmental corridors, as much as possible - or have them sensitively designed within developments which will help minimize the negative effects on wildlife habitats and the rural nature of the town.
2. **Utilize the environmental corridors for possible recreational uses.** The features of the environmental corridors and other significant natural features are encouraged to be incorporated into any future recreational development plans.
3. **Utilize existing natural areas to enhance the character of the town.** It is encouraged that the town preserves large natural areas and/or features to enhance/retain buffers between residential uses and transportation routes, sheltering the developments while also helping to shield the developments from views along the routes.

Transportation Strategy

The Town of Mountain's transportation network consists of two state highways (32 and 64), one county highway (W) and various town and forest roads. The intent of this category is to ensure that the road system is properly maintained and provides adequate traffic flow.

Recommendations:

1. **Advocate a cost effective road system management plan.** In order to control expenditures on town road repairs, it is recommended that the Town Board utilize the PASER (Pavement Surface Evaluation and Rating) program to assist in maintaining the roads in the future. The information derived from the PASER survey is used to assess the overall condition of road pavements and to determine the town's road maintenance, restoration and construction needs.
2. **Require Area Development Plans.** If any new subdivisions are proposed within the town, the Mountain Plan Commission and Town Board should require Area

Development Plans. This will allow the town to review and ensure that future roads are well designed to promote efficient traffic flow and to avoid unnecessary cul-de-sacs and loops that can increase the town’s future maintenance costs.

3. **Preserve town views along major transportation routes.** Recommend landscaping/buffers along major transportation corridors assists in preserving the rural atmosphere that the town currently maintains.
4. **The town is recommended to adopt an Official Map** to delineate future road extensions. An Official Map allows the Town Board to review development requests to ensure that all new developments and roads conform to the town’s Official Map. In addition, the town is encouraged to work with the surrounding communities to advocate consistency between the various Official Maps.

IDENTIFIED “SMART GROWTH” AREAS

During the planning process, the Town of Mountain Plan Committee developed a recommended land use plan (Map 8.5) which identifies how the town will develop and preserve its lands throughout the planning period. During this process the Plan Committee identified areas that are considered “smart growth areas”. According to s. 16.965, Wis. Stats., a “smart growth area” is “an area that will enable the development and redevelopment of lands with 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 municipal, state governmental and utility costs.” The “smart growth” areas within the Town of Mountain are located adjacent to STH 32/64 and areas consisting of dense development patterns. Locating “smart growth” areas adjacent to the existing development allows for infill development, where feasible, and more orderly development patterns. These areas of existing development also allow for efficient provision of services (emergency, utilities, etc.). In addition, the areas adjacent to STH 32/64 will allow for a mixture of uses (residential, industrial, commercial, etc), while the highway serves as an excellent resource for current and future businesses. Recommending design standards for buildings and natural buffers in the “smart growth” areas also assists the town in maintaining its rural character, while limiting incompatibilities and preserving the many valuable natural areas that make up much of Mountain’s landscape.

SUMMARY

Overall, the Town of Mountain 2024 General Plan Design is the result of approximately 22 months of preparation and work done by the Town of Mountain Plan Committee which generally works towards several issues including:

- finding a balance between individual property rights and community wide interests and goals;
- steering residential developments to areas designated within the town in order to minimize land use conflicts;
- understanding the value of environmental corridors and wildlife habitats by steering development away from these areas;
- promoting environmental corridors to serve as natural buffers which will help lessen conflicts;

- preserving farmlands within the town for tree farming;
- maintaining the town’s rural character;
- steering future intensive development toward areas of existing dense development in order to promote infill, orderly growth and more efficient development patterns;
- cooperation with Oconto County, and surrounding communities;
- identify enough land to accommodate a variety of development over a 20 year planning period.

The effect that this comprehensive plan will have on the town is twofold: first, it provides a future development scheme which is not only cost-effective but is also compatible with the town’s existing development pattern and provides for the achievement of the town’s vision and goals outlined within the plan. Secondly, it identifies a responsible program to improve the overall condition and delivery of public facilities and services. In simple terms, the town must not only plan for new development that may occur, but must also plan on the timing and location of the new development that is within the framework of this plan design. To accomplish this, the Town Board, Town Plan Commission and town residents must work together in an organized and cooperative manner on all future planning efforts within the community. This may require cooperative agreements and joint planning with the adjoining communities and Oconto County.

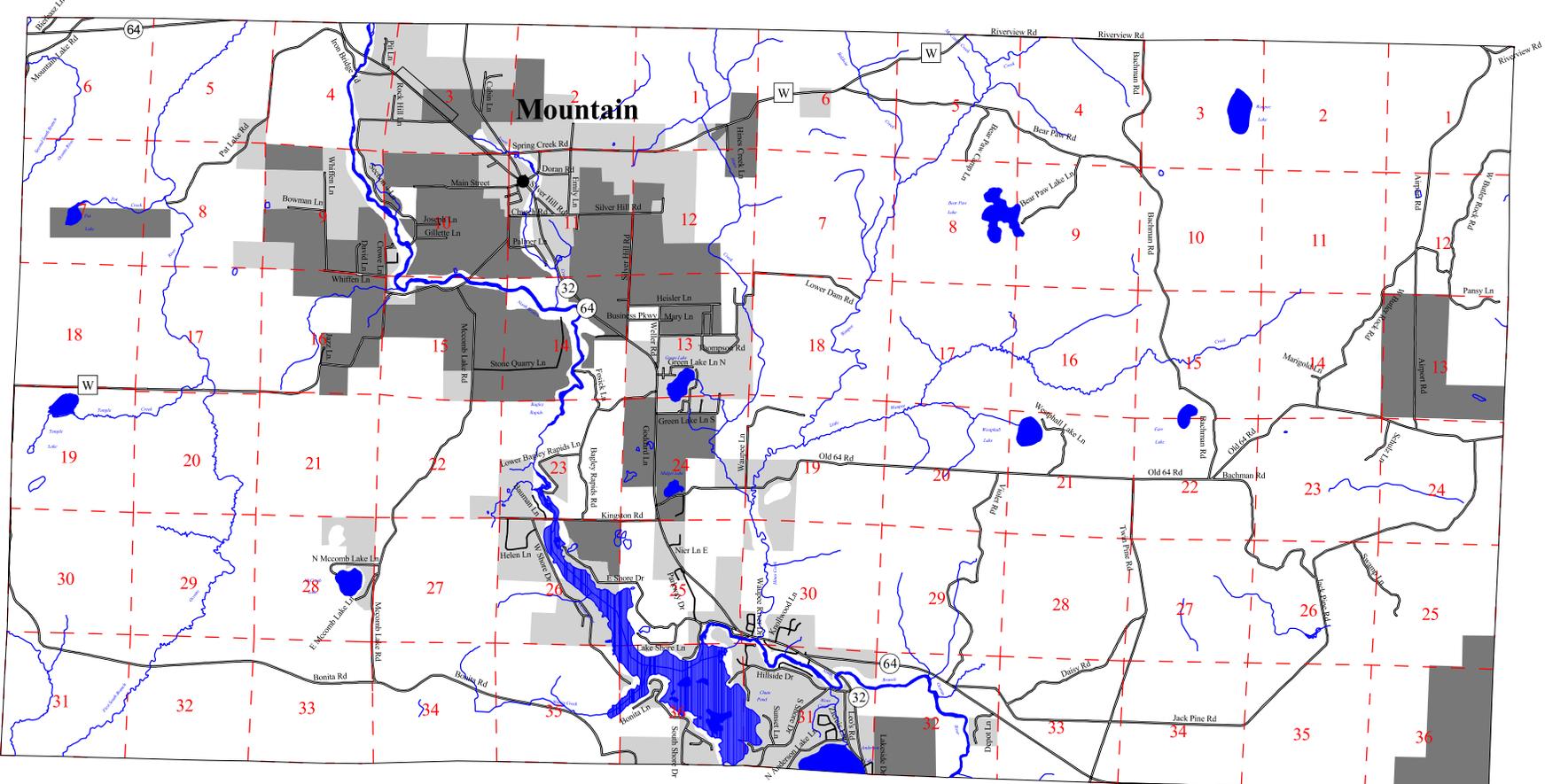
Table 8.2 contains a summary of the year 2024 land uses which have been designated in the General Plan Design for the Town of Mountain along with their approximate acreage totals. It is important to note that the 2024 acres are by general location and not by individual land uses, resulting in larger acreage calculations than those acreage totals found in the 2002 land use inventory.

Table 8.2: 2024 General Plan Design Acreage Calculations, Town of Mountain.

General Plan Design Category	2024 Acres
Residential	6,820
Commercial/Industrial	443
Governmental/Institutional/Utilities	9
Parks and Recreation	107
Transportation	845
Agricultural	680
Forest/Open Space	1,449
Nicolet National Forest	35,336
Water Features	781
Totals	46,470

Source: Bay-Lake Regional Planning Commission, 2004

Farmland Preservation Town of Mountain Oconto County, Wisconsin



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8-30

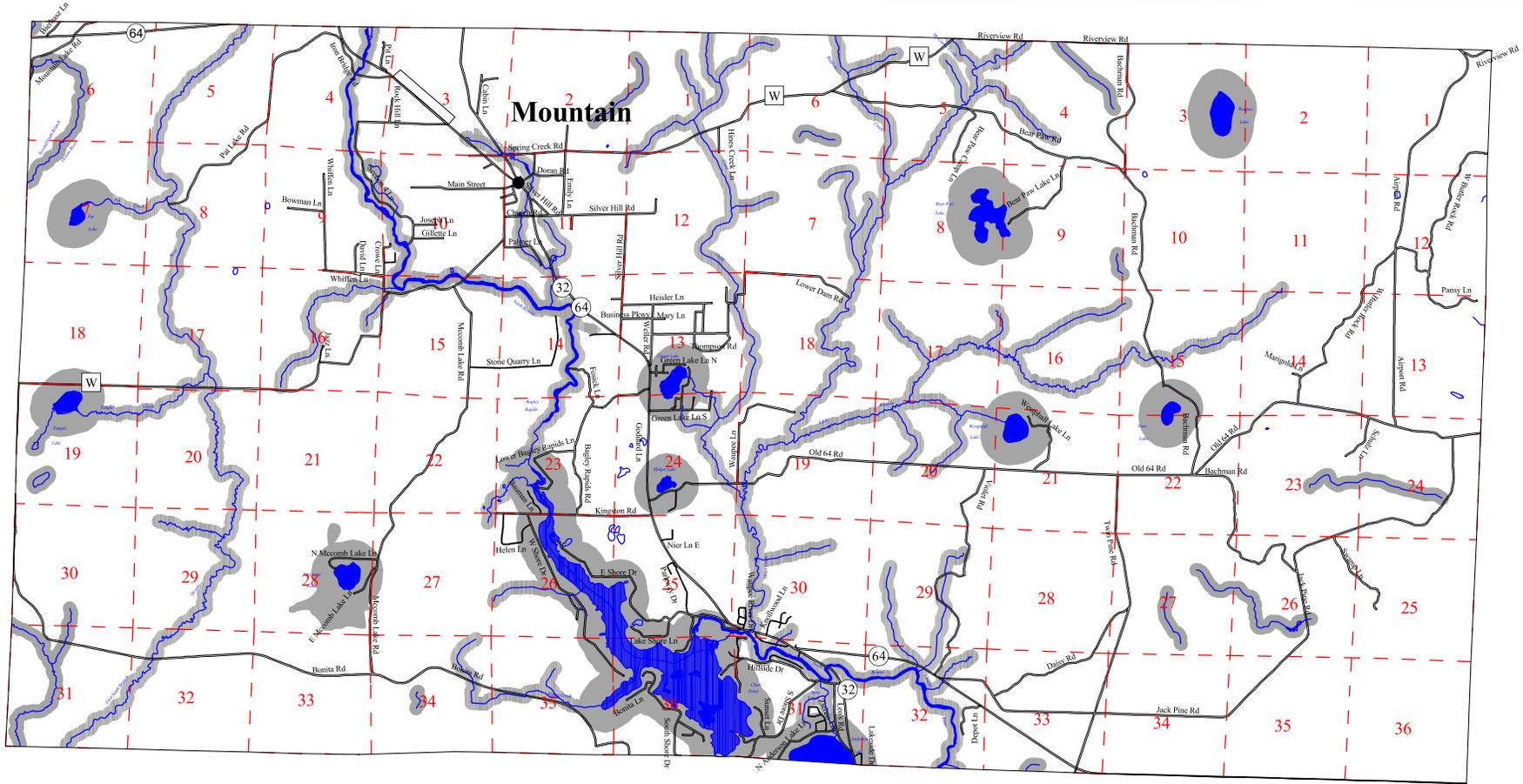
Agriculture Area
 Environmental Area
 Excluded Area

- Map Features**
- Unincorporated Community
 - State Highway
 - County Highway
 - Local Road
 - Surface Water Features
 - Section Line
 - Section Number



Source: Bay-Lake Regional Planning Commission, 1985 & 2003.

Shorelands Town of Mountain Oconto County, Wisconsin



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

 **Shorelands**

Map Features

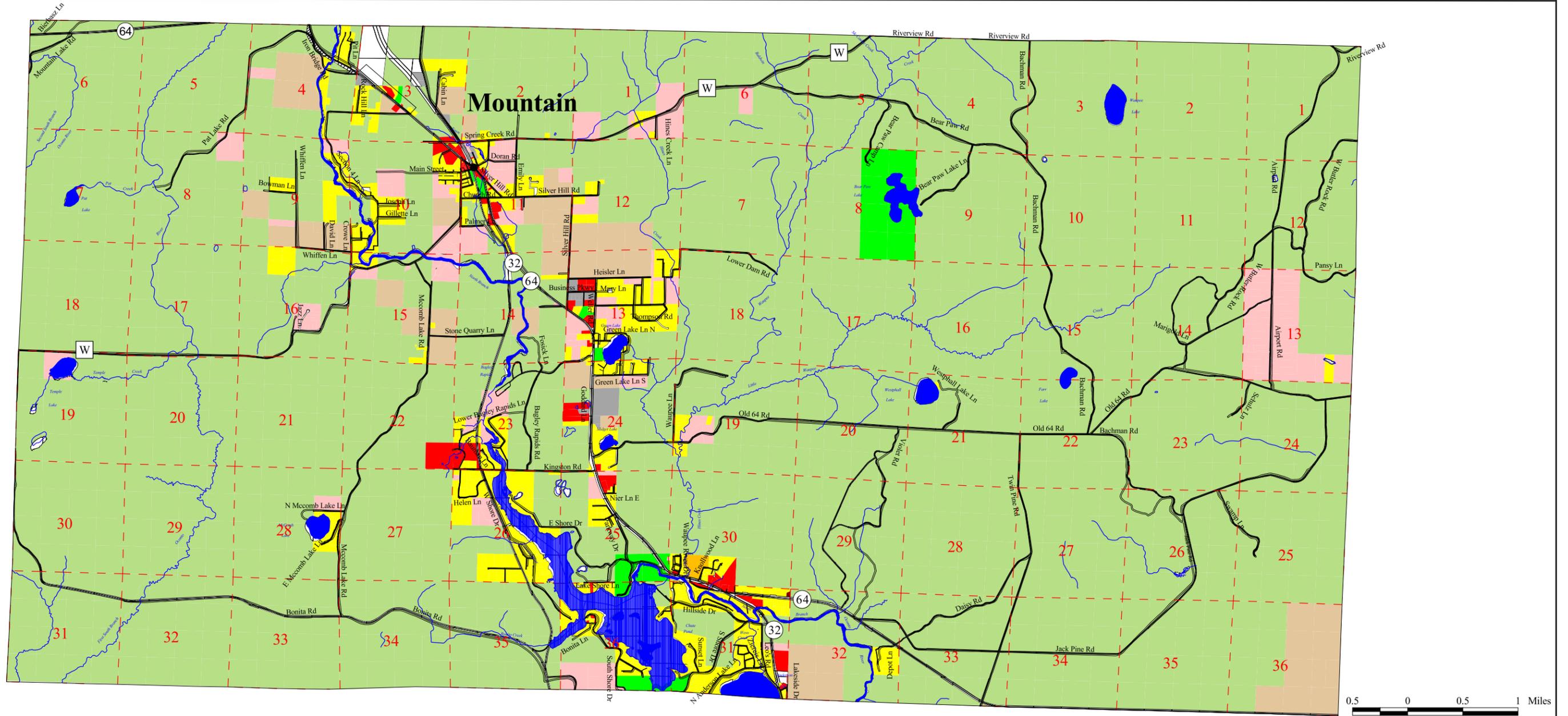
-  Unincorporated Community
-  State Highway
-  County Highway
-  Local Road
-  Surface Water Features
-  Section Line
-  Section Number



Zoning

Town of Mountain

Oconto County, Wisconsin



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Source: Oconto County, 2002; Bay-Lake Regional Planning Commission, 2003.

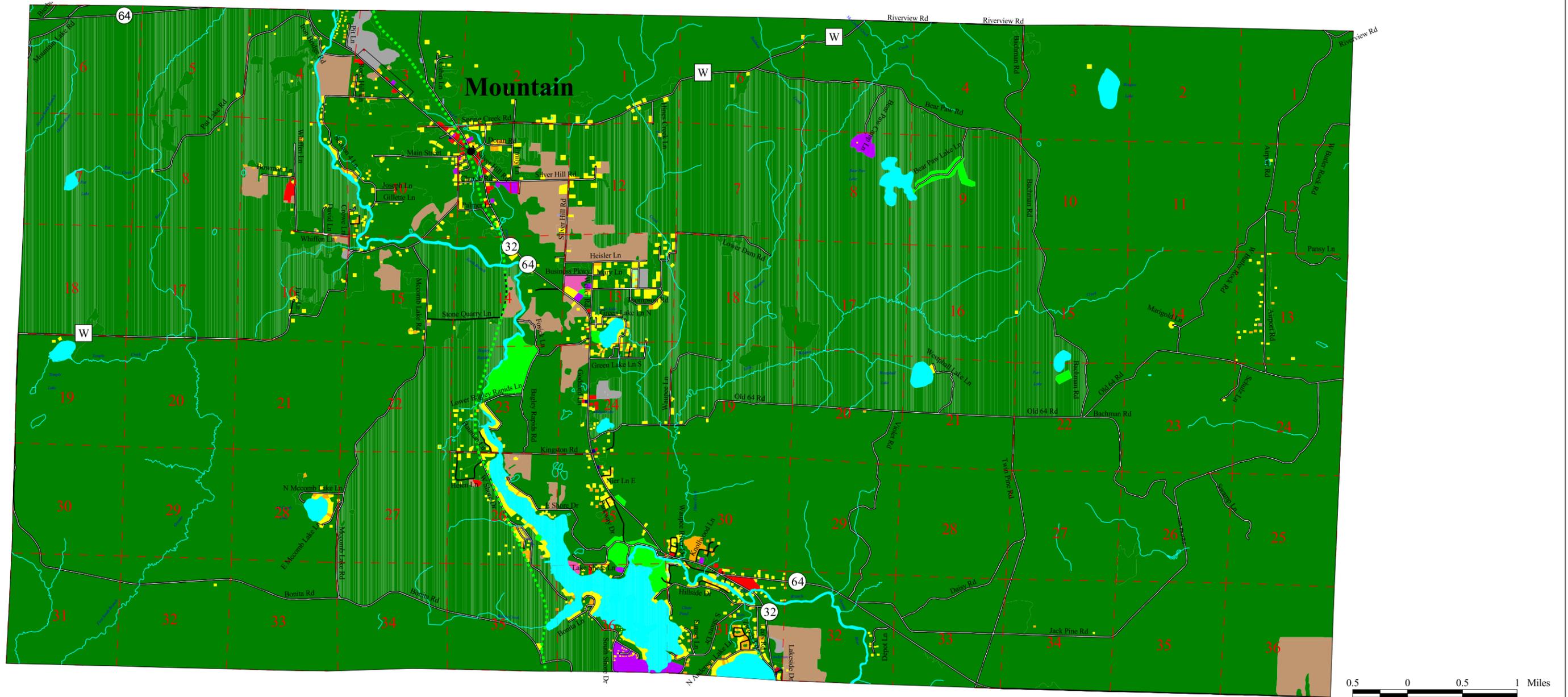
- Unzoned
- Residential Single Family
- Residential Multiple Family and Condominium
- Forestry District
- Rural Residential
- Agricultural
- General Commercial

- Light Industrial
- Industrial
- Park and Recreation
- Mobile Home Park
- Community Service
- Restricted Commercial

- Map Features**
- Unincorporated Community
 - State Highway
 - County Highway
 - Local Road
 - Surface Water Features
 - Section Line
 - 36 Section Number



2002 Land Use Town of Mountain Oconto County, Wisconsin



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- Residential
- Mobile Homes
- Commercial
- Industrial
- Roads
- Transportation
- Communications/Utilities

- Governmental/Institutional
- Parks and Recreation
- Open Space/Fallow Fields
- Agricultural
- Water Features
- Woodlands, Wetlands, Undeveloped Open Space
- Land Under Development
- Oconto County Recreational Trail

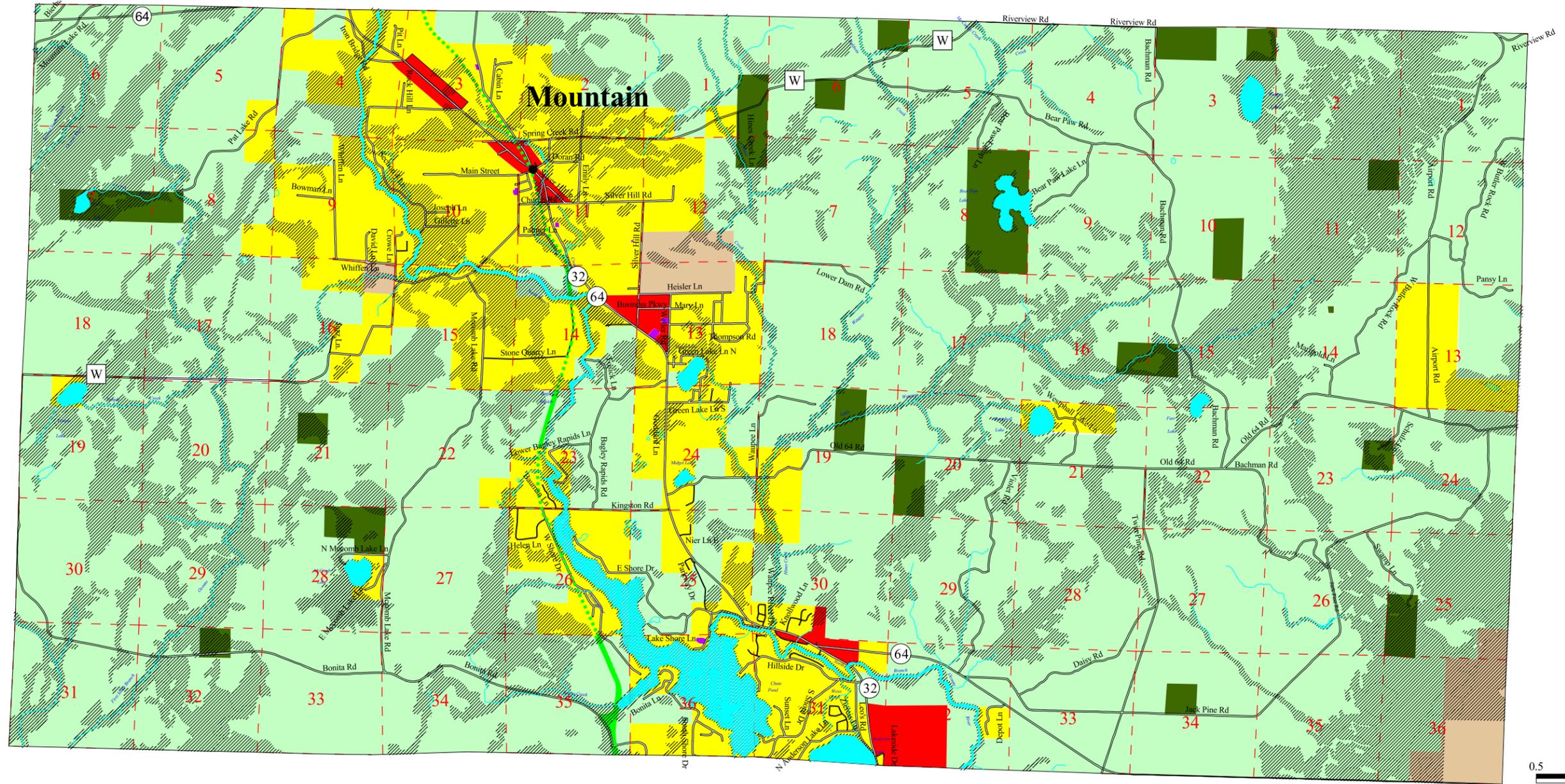
- Map Features**
- Unincorporated Community
 - State Highway
 - County Highway
 - Local Road
 - Surface Water Features
 - Section Line
 - 36 Section Number



2024 General Plan Design

Town of Mountain

Oconto County, Wisconsin



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- | | |
|---|--|
|  Agricultural |  Woodlands/Open Space |
|  Commercial/Light Industrial |  Water Features |
|  Governmental/Institutional/Utilities |  Nicolet National Forest |
|  Parks and Recreation |  Environmental Corridor |
|  Residential |  Oconto County Recreational Trail |

- Map Features**
-  Unincorporated Community
 -  State Highway
 -  County Highway
 -  Local Road
 -  Surface Water Features
 -  Section Line
 -  Section Number



Chapter 9 - IMPLEMENTATION

INTRODUCTION

Due to this being the Town of Mountain's first comprehensive plan, it will be important that the town quickly understand the connection between planning and land use controls (e.g., zoning ordinances). This chapter provides information on the comprehensive plan amendment/update process and its overall use by the Town of Mountain. More detailed information on various statutory powers which the town may utilize to implement this 20 Year Comprehensive Plan are also included in this chapter (under specific powers, the plan has identified recommendations for the town to consider in order to best bring about the vision identified in Chapter 1 of this document)

Examples of implementation can take the form of:

1. Carrying out the recommendations in the plan for specific projects, for example, creating an ordinance, establishing an official map, etc;
2. Using the plan as a guide to public and private decision-making on matters that relate to the development of the town, for example, a rezoning request, and;
3. Reviewing and amending the plan as changes in the demographics, economy or political climate changes.

Role of the Plan

Wisconsin Statute 66.1001 (3) stipulates that the land controls governing the town be consistent with the community's adopted comprehensive plan. The Town Plan Commission's primary responsibility is to implement the comprehensive plan and to ensure that all supporting ordinances are consistent with the plan. When reviewing any petition or when amending any land controls within the town, the plan shall be reviewed, and a recommendation will be derived from its identified statements, goals, objectives, vision statement and General Plan Design. If a decision is one that needs to be made in which it is inconsistent with the comprehensive plan, then before the decision can take effect, the comprehensive plan must be amended to include this change in policy.

Role of the Elected Officials

The elected officials must make their decisions from the standpoint of overall community impact-tempered by site specific factors. In this task elected officials must balance the recommendations made by plans and policies, the objectives of the applicant, the technical advice of staff, and the politically neutral recommendations of advisory boards, with their own judgment on the matter at hand.

The comprehensive plan will provide much of the factual information elected officials need in making a decision. Thus, the prime responsibility of implementing and updating the comprehensive plan falls on the shoulders of the Town Plan Commission however, elected officials should also become familiar with this important community plan and assert that community support and resources are maintained to ensure the comprehensive plan stays current and viable.

Role of the Town Plan Commission

The powers and duties of the Town Plan Commission are set in Wisconsin Statutes and within any town ordinances establishing it. Overall, the Town Plan Commission should promote good planning practices in the town, plus keep the public and Mountain Town Board well-informed on planning issues. Members of the Plan Commission need to become very familiar with the plan's maps and text as well as its stated vision statement, goals, policies, and programs. An annual review of the vision statement, goals objectives and policies is recommended to keep them current. Another major function of the Town Plan Commission will be to make recommended amendments to the plan from time to time in order to keep it current and thus a valuable planning tool. The Commission will also ensure that existing and future ordinances (or other land controls) are consistent with the adopted comprehensive plan. In addition, the Plan Commission will need to be sure that the comprehensive plan is updated at least once every 10 years per s 66.1001 (2) (i).

LAND USE PLANNING CONTROLS RECOMMENDATIONS

Zoning

The Town of Mountain is under the authority of the Oconto County Zoning Ordinance administered by Oconto County, Wisconsin. Many of the future land uses may need re-zoning in order to take place. The town will also need to stand firm on minimum zoning standards regarding natural features and should veto any relaxing attempts of regulations.

- A comparison between the preferred land uses and the County Zoning Ordinance and Zoning Map to determine compatibility of text and realignment of boundaries within various districts should take place. The Town of Mountain should work with Oconto County in amending the County Zoning to reflect the town's desires, which may mean the development of additional zoning districts.
- Work with the county in identifying standards for lighting, and landscaping in order to best protect the rural look of the town, regarding future commercial and industrial uses.
- Participate within county meetings regarding sign controls, especially off-premise sign controls. It is important that the county consider the town's requests and understand the town's viewpoints. Additional changes to the sign ordinance are very likely due to the wide spectrum of controls the towns within the county want.

Official Maps

Under §62.23(6), the City Council/Village Board/Town Board (under village powers) "...may by ordinance or resolution adopt an official map showing the streets, highways, parkways, parks and playgrounds laid out, adopted and established by law." "The council/board may amend the map to establish the exterior lines of planned new streets, highways, parkways, parks, or playgrounds, or to widen, narrow, extend or close existing streets, highways, parkways, railroad rights-of-way, public transit facilities, waterways, parks or playgrounds." Once an area is identified on an official map, no building permit may be issued for that site, unless the map is amended.

The official map serves several important functions:

1. It helps assure that when the city/village/town acquires lands for streets, etc., it will be at a lower vacant land price;
2. It establishes future streets that subdividers must adhere to unless the map is amended; and,
3. It makes potential buyers of land aware that land has been designated for public use.
 - Given the rural character of the Town of Mountain, it is recommended that the town begin the official map process in specific areas where more intensive development is proposed to take place. One method (to get started) is to take the County Parcel Map and add to it all town approved subdivision layouts.
 - Another option is to require Area Development Plans prior to the approval of certified survey maps or subdivision plats. If approved, the plans would be incorporated as part of the Official Map of the town. Thus, developers would be required to ensure the town that their proposals will result in planned, orderly growth and development. In effect, roads and utilities would be planned to include areas beyond the land proposed to be platted. This would help the town avoid dead ends and looped streets that are characteristic of developments that have not considered adjacent lands owned by other parties.

Sign Regulations

Many communities are finding themselves having to regulate signage especially along transportation corridors, in order to preserve a sense of place and “community character”. As signs become more bold, have greater illumination directed at them, and have greater square footage (some 600 square feet), the sides of roadways and within community centers become places of growing confusion as each sign attempts to get your attention, and makes communities appear the same.

- The town may wish to review and update its sign controls in order to better preserve the rural look and character that the town currently maintains, especially as commercial businesses develop within the town along transportation corridors.

Erosion and Storm Water Control Ordinances

Under § 61.354 of the Wisconsin Statutes, the town may enact a construction site erosion control and storm water management zoning ordinance. Oconto County has an adopted Erosion Control ordinance in place. The purpose of such an ordinance is to protect water quality and to minimize the amount of sediment and other pollutants carried by runoff or discharged from construction sites to lakes, streams, and wetlands.

- The Town of Mountain should support this type of ordinance and work with the county to develop, adopt, and ensure compliance by developers. In the long term, the town may wish to enforce such an ordinance themselves, though it is not recommended that the town undertake this responsibility within the planning period.

Historic Preservation Ordinances

As communities progress, historic preservation ordinances can assist them in protecting their culture and history. The ordinances provide identification, protection, enhancement, perpetuation and use of buildings, structures, objects, sites and districts within a community that reflect special elements of a communities historical, architectural, archaeological, cultural, or aesthetic

heritage. The ordinances can also set standards for alterations, design, restoration, demolition or new construction, ensuring that the features/neighborhoods maintain their historical significance. In addition, historic preservation can increase the economic benefits to a community and its residents, protect/increase property values, and enhance the overall visual character of a community.

- The town may wish to adopt a historical preservation ordinance identifying possible historical districts, structures, landmarks, etc. which are significant elements detailing the town's history and culture. Any future ordinances should also describe ways to renovate and restore structures or sites that are reflective of Mountains history.

Design Review Ordinances

Design review can accompany many different development aspects and will assist communities in achieving the identified look and character they expressed within their vision statements and goals. These ordinances however, need to be based upon well defined sets of criteria. Signage, lighting, exterior building material types and colors will have to be specifically identified within any ordinance.

- The town may wish, in the future, to explore the use of such ordinances to promote a specific look for an identified area within the town, such as along its highways or adjacent to the town's "doorways".

Economic Development Committee

An Economic Development Committee (EDC) is a not-for-profit organization representing the interests of both the public and private sectors within a community. EDCs have been formed in a number of communities to handle the municipality's economic development activities and bridge the communication gap that oftentimes exists between the public and private sectors. Typical activities undertaken by an EDC include commercial and industrial development, business retention and recruitment, and tourism. EDCs consist of a Council of Directors and professional staff members. Council members typically depict a broad representation of the community's business, labor and educational sectors and are jointly appointed by the community and its Chamber of Commerce or other existing business associations. The Council sets policy for the EDC and is responsible for all actions undertaken.

- Oconto County has an Economic Development Corporation. It is recommended that the commercial and industrial needs of the town be expressly conveyed to this agency in order to attract the desired commercial and industrial growth in the future.

Building/Housing Codes

The Town of Mountain should work with the adjacent towns in order to enforce all applicable building/housing codes to ensure that properties are adequately maintained to preserve the rural character of the town and to protect property values. This is important especially for those older areas within the town and for properties that are not owner occupied.

- The town currently has a mutual agreement with several adjacent communities that share a Building Inspector. The town should review the codes with the adjacent communities to determine their effectiveness.

Floodplain Ordinance

Oconto County regulates through its Floodplain ordinance development within the designated FEMA floodplain areas. These regulations will limit development within identified areas. In some instances it will be important to re-adjust the floodplain boundaries in specific areas or within the entire town. To do so the town must follow three steps:

1. Hire an engineering firm to conduct hydrologic and hydraulic engineering models to calculate floodplain boundaries for the specified area.
2. Submit the re-calculated floodplain boundaries to the WDNR Bureau of Watershed Management and the FEMA for their review.
3. If approved, amend existing zoning maps to reflect the re-calculated floodplain boundaries.

Sanitary Codes

The town will need to work with Oconto County to ensure that strict compliance with all sanitary codes is adhered to within the town. Groundwater protection is of great importance to the town and surrounding communities. Uncontrolled waste can have detrimental and wide ranging impacts on health and property values.

- The town will want to review code enforcement with the county to determine its effectiveness within the town, and the town will need to stay informed on any future changes to code minimum standards which may affect residents and their lands.

Subdivision Ordinances

Section 236 of the Wisconsin Statutes regulates the division of raw land into lots for the purpose of sale or building development. The town may regulate, by ordinance, the subdivision of land within its boundary. The subdivision ordinance is related to the zoning ordinance in that the zoning ordinance regulates the lot size, density, and use of the land, while the subdivision ordinance regulates the platting, or mapping, of newly created lots, streets, easements, and open areas. Most importantly, the subdivision ordinance helps implement the comprehensive plan. A basis of the approval of a subdivision is its conformance or consistency with a local comprehensive plan. A subdivision ordinance would also allow the town to encourage well designed neighborhoods and ensure the creation of adequate land records. In addition, a subdivision ordinance would allow the town to set construction standards and timelines for improvements such as streets. The town could also require dedication of parks and playgrounds or a fee-in-lieu of dedication as a condition of approval of a subdivision, thus implementing another aspect of the comprehensive plan.

- It is recommended that the Town of Mountain explore developing and adopting a subdivision ordinance to utilize the ordinance to regulate how lots are developed and arranged within specific areas. It is recommended that any ordinance be developed jointly with Oconto County, BLRPC and/or other planning services.
- The town can petition the county to amend the County Subdivision Ordinance to include specific town wishes/standards, as other towns have done in the past.

Lighting Controls/Ordinances

As development pressures occur in rural areas, communities find that not only are the natural features being altered, but also the night sky they enjoy in the evenings. Yard lighting can change the character of a town as surely as any physical developments. This is indeed the case when lighting is deemed excessive - such as in the case of many industrial uses (i.e., lighting of stockyards, parking lots, equipment yards, etc.). This may also be the case on many residential lakefront properties.

Direct lighting or glare can and should be regulated in order to maintain the community character of the town that many want to preserve. Many light manufacturers have light cutoff shields that will limit or remove glare, thus increasing the lights effectiveness and thus lowering its overall energy consumption (adding savings to the owner). Currently lighting and its evening glare is one of the chief complaints residents have in many communities across this state and nation and the manufacturers of lights have positively responded. There are many examples today of gas stations as well as street lighting that have non-glare lighting. The technology exists and non-glare lighting is no more expensive than the older inefficient lighting.

- Consider a lighting control ordinance governing excessive light glare, especially over any operation that continues into the evening hours or may intrude on neighboring parcels or impact driver visibility.

COMPREHENSIVE PLAN INTERNAL CONSISTENCY

The comprehensive plan was developed sequentially in order to develop a plan with supportive goals, objectives, policies, and programs. Utilizing the community survey and nominal group session as a base, key issues were identified within each of the nine elements of the plan. Using these issues along with factual information regarding natural features, past population and housing data and infrastructure, a set of goals, objectives, policies and programs were developed in order to determine a desired vision which would be used throughout the planning period. The identified vision, goals and strategies expressed within this plan were utilized to determine the General Plan Design as well as the specified implementation actions the town will undertake throughout the planning period. Any amendment to the plan shall be accompanied with an overall review of the nine elements along with their identified goals, objectives, policies and programs, in order to ensure that inconsistency within and between elements does not occur in the future.

PROCESS FOR UPDATING PLAN

As directed by §66.1001, any Plan Commission or other body of a local governmental unit authorized to prepare or amend a comprehensive plan may recommend the adoption or amendment of a comprehensive plan only by adopting a resolution by a majority vote of the entire commission (or governmental unit). This plan shall be amended/updated following §66.1001 (4)(b) and the adopted written community procedures for fostering public participation.

- It is envisioned that the comprehensive plan will be amended with the assistance of the Town of Mountain Plan Commission and that this Commission will follow the amendment process as outlined under §66.1001 (4)(b). Questions on procedures and resolution/ordinance languages can be forwarded to the Bay-Lake Regional Planning Commission for assistance.

PLAN REVIEW TIMELINE

Plan Review Timeline										
Plan Components	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
Goals, Objectives, Policies/Vision Statement					Review Chapter Goals					Review & Update Plan Goals
Population					Evaluate Against WDOA Estimates					Update
Housing										Update
Economics					Evaluate					Update
Growth Forecasts					Evaluate					Evaluate, Update
Natural Features					Inventory & Evaluate					Inventory & Evaluate, Update Recommendations
Transportation					Inventory & Evaluate					Inventory & Evaluate, Update Recommendations
Community Facilities					Inventory & Evaluate					Inventory & Evaluate, Update Recommendations
Land Use					Inventory & Evaluate					Update, Inventory, Evaluate, Update Recommendations
Intergovernmental Cooperation		Evaluate Shared Goals				Evaluate Shared Goals				Evaluate Shared Goals

Source: Bay-Lake Regional Planning Commission, 2004.

IMPLEMENTATION SCHEDULE

The goals established in this schedule (Table 9.1) should be implemented over a twenty year planning period beginning in 2004 and running through the year 2024. They represent priorities for land use management for the Town of Mountain. The objectives provide more detailed and readily measurable steps toward reaching each goal. The policies are rules or a course of action used to ensure plan implementation.

The primary responsibility for implementing the plan recommendations contained in the implementation schedule (Table 9.1) lies with the town’s elected officials (i.e., Town Board). Secondary responsibility for carrying out the actions recommended in the plan lies with the Mountain Plan Commission and committees that are formed and appointed by the Town Board (e.g., any other ad hoc or special committees named by the Town Chairperson or Board)

The following implementation (Table 9.1) schedule lists the comprehensive plan goals, objectives and policies, a list of cooperating agencies and departments that might assist the Town Board and/or Mountain Plan Commission with implementation of the recommendations and a timeline for implementation. The implementation schedule should be evaluated and revised as needed on an annual basis.

Table 9.1: Town of Mountain Implementation Schedule

Activity	Cooperators (see pg 9-30 for abbreviations)	Time Period
<p><u>Overall Planning Goal:</u></p> <p><i>The goal of the Town of Mountain will be to develop a 20-year comprehensive plan to serve as a guide for assisting local officials in making land use decisions that reflect Mountain's vision of balanced orderly development and preservation of its natural environment.</i></p>		
<p><u>Objectives:</u></p>		
<p>1. <i>Prepare a 20-year comprehensive plan as described in the Wisconsin Comprehensive Planning Law, known as "Smart Growth" (s. 66.1001 Wisconsin State Statutes).</i></p>		
<p>2. <i>Develop a 20-year comprehensive plan in order to: best reflect the interests of all the town's residents, follow an orderly and cost efficient method when developing and preserve significant features of the community.</i></p>		
<p>3. <i>Periodically review and update, when necessary the adopted 20 year comprehensive plan in order to provide for the greatest possible benefits regarding future developments such as residential, commercial, industrial, etc. and preservation of significant features such as natural, historical and cultural resources.</i></p>		
<p><u>Policies:</u></p>		
<p>The Town Plan Commission will continually use the plan as one of the primary guides for recommendations to the Town Board regarding current and future land uses.</p>	<p>ad hoc or special town committees</p>	<p>On-Going</p>
<p>This 20-year plan will be consulted by the Town Plan Commission, Town Board and other units of government before making any decision regarding land use and land use policies.</p>	<p>OC, Marinette County, Menominee County, Surrounding Communities</p>	<p>On-Going</p>
<p>Review existing town and Oconto County ordinances as they relate to the implementation of this plan.</p>	<p>OCPZ</p>	<p>On-Going</p>

Table 9.1: Town of Mountain Implementation Schedule (Continued)

Activity	Cooperators (see pg 9-30 for abbreviations)	Time Period
Work with Oconto County to update the town's zoning map in order to be consistent with the text and General Plan Design map in Chapter 8 of this document.	OCPZ, OCLI	Immediate
Utilize the Official Map ordinance to designate future road right-of-ways and any future parklands/trailways the town would like to see developed.	OCPZ, OCFPR, OCLI	0-5 years
Present the adopted 20 year comprehensive plan to neighboring municipalities and Oconto County as discussed within the Implementation element of the plan.	OC, Surrounding Communities	Immediate
Encourage cooperation and communication between the town, neighboring municipalities, and county government in implementing this 20 year plan.	OC, Marinette County, Menominee County, Surrounding Communities	On-Going
<p><u>Goal: Natural Resources</u> <i>To provide a safe, clean and orderly natural environment for the residents of the Town of Mountain</i></p>		
<p><u>Objectives:</u></p>		
<p>1. <i>Require enforcement of existing regulations (federal, state, county, town) in environmentally sensitive areas.</i></p>		
<p>2. <i>Direct growth and development away from environmentally sensitive areas and account for the protection of air, land, and water resources.</i></p>		
<p>3. <i>Conserve and enhance the town's distinctive natural amenities by recognizing the special attractiveness of the town's natural landscape.</i></p>		
<p>4. <i>Coordinate the town's efforts with adjoining municipalities and state agencies.</i></p>		
<p>5. <i>Development adjacent to rivers, lakes, streams, and wetlands needs to be carefully planned in order to not negatively impact these areas.</i></p>		

Table 9.1: Town of Mountain Implementation Schedule (Continued)

Activity	Cooperators (see pg 9-30 for abbreviations)	Time Period
<u>Policies:</u>		
Identify key natural resources within the town.	OCPZ, OCFPR, OCLC, OCLI, WDNR, BLRPC	On-Going
Discourage development within identified environmental corridors.	OCLC, WDNR, OCPZ	On-Going
The town will communicate with residents regarding regulations governing their property and natural resources.	WDNR, OCPZ, OCLC, OCFPR	On-Going
Identify and protect key open spaces and wildlife habitats from development to preserve the town's scenic value.	OCFPR, OCLC, WDNR	On-Going
Explore the use of an overlay district that would identify key natural resources and view sheds the town residents want to protect. Consider for adoption a set of standards to apply within the district.	OCPZ, OCLC, WDNR	On-Going
Explore the use of an overlay district with setbacks for water features and wetlands requiring additional care and proof that development will not have a negative effect on these resources.	OCPZ, WDNR	On-Going
<u>Goal: Agriculture Preservation</u>		
<i>Utilize agricultural practices that are environmentally sensitive and protect air, soil, water and wildlife resources.</i>		
<u>Objectives:</u>		
1. <i>Preserve the most productive farmland in the town for continued agricultural use.</i>		
2. <i>Protect the existing farm operations from conflicts with incompatible uses.</i>		
3. <i>Ensure that homeowners who relocate to agricultural areas are notified about farming characteristics and the impact of living in a rural setting.</i>		
4. <i>Protect farmland and rights of farmers to farm.</i>		

Table 9.1: Town of Mountain Implementation Schedule (Continued)

Activity	Cooperators (see pg 9-30 for abbreviations)	Time Period
<u>Policies:</u>		
1. Discourage development on soils that have been identified as being prime agricultural areas thus encouraging the use of these lands for farming purposes only.	OCPZ, OCLC	On-Going
2. A “Cost to Benefit” comparison on all future agricultural land conversions should be conducted to ensure the town is not negatively impacted by the proposed change in use (both financially and aesthetically).	UWEX, OCLC	On-Going
3. Work with farmers looking to retire from farming and thus wanting alternative uses for their lands.	UWEX	On-Going
<u>Goal: Historic, Archeological and Cultural Sites</u> <i>The town’s historic, archeological and cultural locations and structures should remain preserved for the town residents.</i>		
<u>Objectives:</u>		
1. <i>The town should preserve buildings (churches, historic homes and buildings), structures (out buildings, bridges, etc.) and other landscape features (cemeteries, fence lines, etc.) that are the town’s cultural history.</i>		
2. <i>Information of these historical resources and their significance will be identified for the town residents for their continued knowledge of the history of the town.</i>		
3. <i>Tie these significant locations into recreational/tourist sites while further enhancing them and there access, where appropriate.</i>		
<u>Policies:</u>		
The town should support preservation efforts, when appropriate, for the locations of these sites.	Mountain Historical Society, State Historical Society	On-Going
The town will support tying these resources into recreational sites and trails.	Mountain Historical Society, OCFPR	On-Going

Table 9.1: Town of Mountain Implementation Schedule (Continued)

Activity	Cooperators (see pg 9-30 for abbreviations)	Time Period
The town will discourage the destruction of these sites and will work towards limiting incompatible uses adjacent to them that might have negative impacts on the resource.	Mountain Historical Society, State Historical Society	On-Going
<u>Goal: Parks and Recreational Lands</u>		
<i>Ensure residents have safe recreational sites within the town that provides a number of activities for all residents.</i>		
<u>Objectives:</u>		
1. <i>The town county and state should acquire, develop and maintain future sites/trails within the town.</i>		
2. <i>Increase the number of recreational trails for multiple uses (i.e., snowmobiling, atving, hiking, bike riding and horse riding).</i>		
<u>Policies:</u>		
When possible, future recreational areas should be designed to be interconnected with a trail system.	OCPZ, OCFPR, OCLI	On-Going
The town will discuss all future trail system development with residents as well as affected property owners.	OCPZ, OCFPR, OCLI, Surrounding Communities	On-Going
<u>Goal: Wildlife Resources</u>		
<i>Maintain the town's diverse wildlife habitat for all town residents to enjoy.</i>		
<u>Objectives:</u>		
1. <i>Protect the town's areas of threatened and endangered species.</i>		
2. <i>Maintain connections among wildlife habitat areas.</i>		
<u>Policies:</u>		
Support the preservation of key habitat areas and large undeveloped contiguous natural areas.	OCPZ, OCFPR, OCLC, WDNR	On-Going
Incorporate natural resource areas in plans for parks and open spaces.	OCPZ, OCFPR, OCLC, WDNR	On-Going

Table 9.1: Town of Mountain Implementation Schedule (Continued)

Activity	Cooperators (see pg 9-30 for abbreviations)	Time Period
<u>Goal: Water Supply-Groundwater and Surface Water</u>		
<i>To maintain or improve groundwater and surface water quality within the town. The development adjacent to rivers, lakes, streams, and wetlands will be carefully planned in order to not negatively impact these areas.</i>		
<u>Objectives:</u>		
1. <i>Identify recharge areas for wells to know the areas that need to be protected to ensure a safe drinking water supply.</i>		
2. <i>Have potential contaminant sources identified within the recharge area for wells in order to identify threats to the water source.</i>		
3. <i>Have long-term plans to address potential recharge areas and their threats.</i>		
<u>Policies:</u>		
Support the development of long-term plans (Wellhead Protection or Source Water Protection plans) protecting the town's water resources.	OCPZ, OCLC, EPA, WDNR, NRCS	On-Going
Support the efforts in identifying recharge areas and their threat sources to the town's drinking water.	OCPZ, OCLC, EPA, WDNR, NRCS	On-Going
Adopt appropriate ordinances protecting water sources.	OCPZ	0-5 years
Work with neighboring jurisdictions in developing protective ordinances or identified plans for water protection that extend within the town.	Surrounding Communities, OCPZ, OCLC, EPA, WDNR	On-Going
Continue to work with Oconto County in making sure all septic systems are in good working order and giving citations to neighboring residents that are not complying.	OCPZ, OCLC	On-Going
Educate residents about natural drainage approaches.	UWEX, OCPZ, OCLC	0-3 years
Support agricultural and erosion control programs that are targeted to assist private landowners.	OCPZ, OCLC, EPA, WDNR	On-Going

Table 9.1: Town of Mountain Implementation Schedule (Continued)

Activity	Cooperators (see pg 9-30 for abbreviations)	Time Period
<u>Goal: Sand and Gravel Mining Resources</u>		
<i>Future mining sites will not negatively impact the environmental features within the town or its existing developments.</i>		
<u>Objectives:</u>		
1. <i>All possible mining sites will be identified and mapped by Oconto County for the town's use.</i>		
2. <i>Incompatible uses with mining will be well buffered from and will not develop adjacent to one another.</i>		
3. <i>Scenic/key views, the natural environment and rural characteristics will not be harmed by mining operations.</i>		
<u>Policies:</u>		
The town will steer incompatible uses away from identified mining sites.	OCPZ, OCLC, EPA, WDNR, NRCS	On-Going
The town will work with surrounding towns to ensure all abandoned, present and future mining operations will someday be reclaimed to a natural setting.	Surrounding Communities, OCPZ, OCLC, EPA, WDNR	On-Going
The town will inform residents of any future mining sites.	OCPZ, OCLC NRCS	On-Going
<u>Goal: Housing</u>		
<i>To provide for a variety of quality housing opportunities for all segments of the town's population in such a way that will minimize the adverse impacts on the environment and preserve the town's rural character.</i>		
<u>Objectives:</u>		
1. <i>To develop and enforce policies and programs to assist citizens to obtain adequate housing.</i>		
2. <i>Encourage new housing development in areas that will preserve the rural nature of the town.</i>		
<u>Policies:</u>		
Provide adequate housing for all persons including low and moderate income, elderly, and handicapped residents of the town.	Surrounding Communities, WHEDA	On-Going

Table 9.1: Town of Mountain Implementation Schedule (Continued)

Activity	Cooperators (see pg 9-30 for abbreviations)	Time Period
Rehabilitate and preserve the existing housing stock in the town.	NEWCAP	On-Going
The construction of new homes should be regulated by adequate building codes and ordinances.	OCPZ	1-3 years
Encourage single family dwellings, seasonal homes/cottages throughout the town, and multi-family dwellings, duplexes, and new subdivisions in designated areas.	ad hoc or special town committees	On-Going
Identify unique natural areas that should be retained as open space prior to new development.	OCPZ, OCLC, OCLI, WDNR	Immediate
Explore new development ideas to minimize possible negative impacts on the lakes and the environment.	OCPZ, UWEX	On-Going
<p><u>Goals: Economic Development</u></p> <ol style="list-style-type: none"> 1. <i>Attract, retain and expand quality businesses and industries that will improve the employment and personal income base of the town.</i> 2. <i>Have a well planned, interconnected business, civic, governmental and industrial area that fits the scale and preferred character of the town.</i> 3. <i>Alongside of economic growth will be the appropriate protection of the town’s “northwoods character” and environmental features.</i> 		
<p><u>Objectives:</u></p>		
<ol style="list-style-type: none"> 1. <i>Develop a marketing strategy which will guide the town on economic development.</i> 		
<ol style="list-style-type: none"> 2. <i>Have a good working relationship with state and county agencies, as well as other communities in which the town can get guidance on development.</i> 		
<ol style="list-style-type: none"> 3. <i>Have a “town center/commercial center” designated that will serve as the major node for civic, governmental and commercial activities that is characterized by compact mixed use design that is pedestrian friendly.</i> 		

Table 9.1: Town of Mountain Implementation Schedule (Continued)

Activity	Cooperators (see pg 9-30 for abbreviations)	Time Period
4. Utilize all available resources to improve the economic base of the town as well as the commercial center.		
5. Have a developed vision and guide (architectural drawing) which details the look and function of the commercial center of the town.		
6. Establish an overlay district which will allow flexibility in development, to attract the desired/compatible businesses.		
<u>Policies:</u>		
Work closely with the Oconto County Economic Development Corporation/Tourism, the Lakewood Chamber of Commerce, the Department of Commence, the Department of Transportation, Bay-Lake Regional Planning Commission in the development of an economic development strategy/plan and in applying for associated funding through grants.	Groups mentioned in Policy Statement	On-Going
Encourage the establishment of local businesses within the commercial center or within selected areas that would best enhance and promote the northwoods character of the Town of Mountain.	OCEDC, OCPZ	Immediate
Established locations (for business, civic, governmental and industrial growth) should be developed along with specific guidance on their architecture, building color, signage, lighting and landscaping - in order to enhance the town's development appeal.	OCEDC, OCPZ	0-2 years
Support standards to minimize pollution and adverse impacts on the environment.	OCPZ, OCLC	On-Going
Support flexibility in future development plans in order to attract good businesses, regarding setbacks, area minimums, etc.	OCEDC	On-Going
Promote the re-investment and re-use of existing older buildings, while encouraging newer buildings to infill vacant lots.	OCEDC, OCPZ	On-Going

Table 9.1: Town of Mountain Implementation Schedule (Continued)

Activity	Cooperators (see pg 9-30 for abbreviations)	Time Period
Work with Oconto County in obtaining low interest loans for local business expansion from the County Revolving Loan Fund.	OC, OCEDC	On-Going
Apply for Wisconsin Department of Commerce Community Development Grants for improvements to the town's commercial center's appearance and functionality i.e., signage, landscaping, trailhead improvements, pedestrian paths and sidewalks etc.	OCEDC, BLRPC	On-Going
Utilize the agencies and available mass media to market the town for residential, commercial, and industrial development as well as tourism - using Internet, OCEDC, Lakewood Chamber, BLRPC, radio, newspaper, etc.	Groups mentioned in Policy Statement	On-Going
Work closely with Wisconsin Department of Transportation in designing STH 32/64 with added aesthetics and functional improvements - to include off-road pedestrian, additional trees in right-of-way, sidewalks, lighting, on street parking with traffic calming techniques (knock outs), etc.	OCHWY, OCPZ, WDOT	0-3 years
Improve the trail system into the commercial center, tying it into the center's layout and design.	OCPZ, OCFPR, OCLI	On-Going
Promote activities within the town, or have events that relate to other nearby communities activities as a "spin off" activity for travelers and residents.	OCEDC, Surrounding Communities	On-Going
Continue to enforce the town ordinance for all sign and sign lighting standards, prohibiting billboards in the commercial center and adding a theme to the signs' appearance, size, setback, material of construction and lighting.	OCPZ	1-3 years

Table 9.1: Town of Mountain Implementation Schedule (Continued)

Activity	Cooperators (see pg 9-30 for abbreviations)	Time Period
Allow cottage types of industries/ and “at home” businesses to locate within the town until such a time as a zoning change is needed - then require them to locate within an area predominantly composed of business uses such as the commercial center.	OCPZ	On-Going
Encourage government buildings and offices to be located, preferably clustered, within the commercial center to encourage economic development and foster new economic growth while appropriately infilling vacant or blighted areas.	ad hoc or special town committees	On-Going
Encourage private and public investment to attain a viable commercial center.	ad hoc or special town committees	On-Going
Ensure prominent locations (focal points) do not fall into disrepair, or become “eyesores” giving a negative appearance to the overall town, and that these focal points receive greater attention to aesthetics and re-habilitation in order to improve the town’s appearance and promote growth.	OCEDC	On-Going
Encourage cooperation, coordination and unification of downtown businesses.	ad hoc or special town committees	0-2 years and On-Going
Seek open communication with businesses and industries and promote their concerns and wishes to the OCEDC, Forward Wisconsin and the Mountain Business Association.	OCEDC	Immediate
Promote the areas adjacent to and nearby the commercial center as mixed use areas allowing residential in commercial buildings as well as promoting institutional buildings such as assisted living - thus both develop with a greater density of people being located near businesses.	ad hoc or special town committees, OCPZ, WHEDA	On-Going

Table 9.1: Town of Mountain Implementation Schedule (Continued)

Activity	Cooperators (see pg 9-30 for abbreviations)	Time Period
Ensure county enforcement supports the town's desire to clean up its appearance.	OCPZ	Immediate
<p><u>Goal: Transportation</u> <i>To establish a safe and efficient transportation system for motor vehicles, pedestrians, and bicycles that is compatible with the town's adopted 20 Year Comprehensive Plan.</i></p>		
<p><u>Objectives:</u></p>		
<p>1. <i>To develop a transportation system that provides for all transportation modes.</i></p>		
<p>2. <i>To develop transportation system that is harmonious with surrounding land uses.</i></p>		
<p>3. <i>To provide for convenient and efficient vehicular movement near all commercial, industrial, and public facility locations.</i></p>		
<p>4. <i>Provide for adequate traffic controls (i.e., turning lanes, frontage roads) near businesses located along major highway corridors.</i></p>		
<p>5. <i>To provide and maintain aesthetically pleasing transportation corridors.</i></p>		
<p>6. <i>Provide a safe system of bicycle paths and designated bicycle routes throughout the town.</i></p>		
<p>7. <i>To provide safe and convenient pedestrian traffic movement.</i></p>		
<p>8. <i>To plan for and designate future road rights-of-way within the town.</i></p>		
<p>9. <i>Develop an integrated multi-modal transportation system which, through its location, capacity, and design, will effectively serve the existing town land use development pattern and promote implementation of the town land use and transportation plan, meeting the anticipated transportation demand generated by existing and planned land uses.</i></p>		
<p>10. <i>Develop a balanced transportation system which will provide the appropriate types of transportation needed by all residents, regardless of income, physical ability or age, businesses, and industries at a level of service which will permit ready adaptation to changes in transportation demand and technology including travel needs and transportation management.</i></p>		
<p>11. <i>Develop a transportation system that reduces accident exposure and provides for increased travel safety.</i></p>		

Table 9.1: Town of Mountain Implementation Schedule (Continued)

Activity	Cooperators (see pg 9-30 for abbreviations)	Time Period
<i>12. Develop a transportation system that is economical and efficient, satisfying other objectives at the lowest possible environmental, social and financial public cost.</i>		
<i>13. Develop a transportation system that minimizes adverse effects upon the property tax base and the natural and cultural resource base.</i>		
<i>14. Develop a transportation system that preserves a high aesthetic quality and possesses a positive visual relation to the land.</i>		
<i>15. Develop a transportation system that facilitates energy conservation while minimizing associated pollution effects.</i>		
<i>16. Develop a transportation system that identifies and preserves multi-use utility and transportation corridors.</i>		
<i>17. Provide continued support for future infrastructure, communications, and navigation improvements to Oconto Municipal Airport.</i>		
<u>Policies:</u>		
The proper use of land for, and adjacent to, transportation facilities should be pursued in accordance with the town's land use development objectives. The disruption of future development should be minimized by utilizing transportation corridor preservation techniques.	OCPZ, OCHWY, WDOT	On-Going
The total amount of land used for transportation facilities should be minimized.	OCPZ, ad hoc or special town committees	On-Going
The dislocation of households, businesses, industries, and public and institutional buildings as caused by the reconstruction of existing or the construction of new transportation facilities and terminals should be minimized.	OCPZ, OCHWY, WDOT	On-Going
The destruction of, or negative impacts to, historic buildings and of historic, scenic, scientific, archaeological, and cultural sites as caused by the reconstruction of existing or the construction of planned transportation facilities and terminals should be minimized.	OCPZ, OCHWY, WDOT, Mountain Historical Society	On-Going

Table 9.1: Town of Mountain Implementation Schedule (Continued)

Activity	Cooperators (see pg 9-30 for abbreviations)	Time Period
Transportation facility construction plans should be developed using sound geometric, structural, erosion control and landscape design standards which consider the aesthetic quality of the transportation facilities and the areas through which they pass.	OCPZ, OCHWY, WDOT	On-Going
Transportation facilities should be located to minimize impacts on visually pleasing buildings, structures, and natural features; and to enhance vistas to such features.	OCPZ, OCHWY, WDOT, OCLI	On-Going
The location of transportation facilities in or through environmental corridors and natural areas should be avoided.	OCPZ, OCHWY, OCLC, WDNR, WDOT,	On-Going
The loss of wetlands and environmental corridor land to transportation facility construction should be avoided.	OCPZ, OCHWY, OCLC, WDNR, WDOT,	On-Going
Adverse impacts on significant natural habitat, with special attention to endangered species should be avoided.	OCPZ, OCHWY, OCLC, WDNR, WDOT,	On-Going
Use of the natural resource base in the development of transportation facilities should be minimized.	OCPZ, OCHWY, OCLC, WDNR, WDOT,	On-Going
Abandoned rail and/or utility right-of-way corridors should be preserved for future transportation facilities such as bicycle, pedestrian, transit, future rail service and/or arterial streets where such need is shown in the county land use plan.	OCPZ, OCHWY, WDOT	On-Going
Full use of all existing transportation facilities should be encouraged through low- and non-capital intensive techniques cooperatively fostered by government, business, and industry, prior to any capital-intensive or disruptive construction of new facilities.	OCPZ, OCHWY, WDOT	On-Going
The amount of transportation system operating and capital investment costs should be minimized.	ad hoc or special town committees	On-Going

Table 9.1: Town of Mountain Implementation Schedule (Continued)

Activity	Cooperators (see pg 9-30 for abbreviations)	Time Period
The direct benefits derived from transportation system improvements should exceed the direct costs of such improvements using life-cycle costing methods.	ad hoc or special town committees	On-Going
The transportation system should provide access and service with choices of modes throughout the town in a way designed to reduce overall average travel times to destinations within the town and county.	OCPZ, OCHWY, WDOT	On-Going
Bicyclists and pedestrians should be accorded a comfortable margin of safety on all streets and highways by ensuring compliance with American Association of State Highway and Transportation Officials (AASHTO) and Manual of Uniform Traffic Control Devices (MUTCD) guidelines and standards.	OCPZ, OCHWY, WDOT	On-Going
Bicycle lanes or wide curb lanes should be constructed on arterial highways and major collectors.	OCPZ, OCHWY, WDOT	On-Going
Bicycle paths should be constructed to serve corridors not served by streets and highways. The most common uses are along rivers, lake shores, canals, utility rights-of-way, and within college campuses.	OCPZ, OCHWY, WDOT	On-Going
Bicycle routing should direct bicyclists to suitable highways and streets without significantly compromising directness. Established bicycle suitability models should be used.	OCPZ, OCHWY, WDOT	On-Going
<u>Goal: Community Facilities</u>		
<i>To provide quality community services to residents of the Town of Mountain and to provide for orderly development of the town through the planned development of public and community facilities.</i>		
<u>Objective:</u>		
<i>The town's community facilities and public services should be well maintained and sufficient for the needs of its residents.</i>		

Table 9.1: Town of Mountain Implementation Schedule (Continued)

Activity	Cooperators (see pg 9-30 for abbreviations)	Time Period
<u>Policies:</u>		
Continue to encourage the concept of “mutual aid agreements” for all public services being provided (i.e., waste, police, fire, emergency medical, etc.).	Surrounding Communities, OC, OCPZ	On-Going
Oversee the town’s protective service agreements in order to ensure that the town continues to receive effective and efficient law enforcement and emergency/medical services.	Surrounding Communities, OC, OCPZ	On-Going
Monitor the adequacy of the medical services, elderly care services and childcare services within the area.	ad hoc or special town committees	On-Going
Continually monitor resident satisfaction regarding services (i.e., private waste haulers) and remain informed upon any of the service providers’ needs to re-locate/upgrade their services.	ad hoc or special town committees	On-Going
Provide safe and convenient ADA (Americans with Disabilities Act) accessibility to all public buildings.	ad hoc or special town committees	On-Going
Continue to invest in updated roadwork equipment or look to contract the roadwork out in order to adequately and economically perform these services.	ad hoc or special town committees	0-10 years
Encourage the preservation of community identity and history by supporting actions that would advocate the protection and preservation of the town cemetery, historic sites and other public town facilities.	Mountain Historical Society, State Historical Society	On-Going
Work cooperatively with municipalities and select service providers to upgrade telecommunication, electrical and natural gas services when needed. Future ordinances (i.e., telecommunication towers) should be considered/adopted to limit possible negative impacts.	Surrounding Communities, OC, OCPZ, electrical and natural gas providers	0-3 years

Table 9.1: Town of Mountain Implementation Schedule (Continued)

Activity	Cooperators (see pg 9-30 for abbreviations)	Time Period
Promote cooperation and communication between the Suring School District and the Mountain Town Board or their representative to collectively strive for quality educational opportunities.	School Districts, Surrounding Communities	On-Going
Promote the maintenance of individual septic systems are conducted to protect the town's valued groundwater sources.	OCPZ, OCLC, EPA, WDNR, NRCS	On-Going
Utilize the town's environmental corridors (i.e., wetland areas, floodplains, steep slope, areas of poor soils for development, or other sensitive areas the town wants to protect), as areas that the town may want to prohibit all sewage system uses to protect groundwater quality.	OCPZ, OCLC, EPA, WDNR, NRCS	On-Going
<p><u>Goal: Parks and Recreational Lands</u> <i>Advocate safe recreational sites within the town that provide a variety of activities for town residents.</i></p>		
<p><u>Objective:</u></p>		
<p><i>Continue to have quality recreational sites within the town for the town's residents and visitors.</i></p>		
<p><u>Policies:</u></p>		
The town should cooperate with the U.S. Forest Service, Oconto County and adjacent communities to enhance/develop recreational lands within the area.	OCPZ, OCFPR, US Forest Service, Surrounding Communities	On-Going
Continue to improve/enhance the existing town owned recreational sites.	ad hoc or special town committees	On-Going
Ensure that any future trailway development is discussed with residents as well as affected property owners.	OCPZ, OCFPR, US Forest Service, Surrounding Communities	On-Going
Address the noise pollution and safety on the waterways with assistance from law enforcement.	OC, ad hoc or special town committees	0-3 years

Table 9.1: Town of Mountain Implementation Schedule (Continued)

Activity	Cooperators (see pg 9-30 for abbreviations)	Time Period
Consider access for the disabled, elderly and very young when planning/designing/coordinating and constructing any new recreation projects, including parking, trails, etc.	OCPZ, OCFPR, US Forest Service, Surrounding Communities	On-Going
Encourage improved signage that is consistent for the town's recreational facilities.	OCPZ, OCFPR, US Forest Service, Surrounding Communities	0-3 years
Recognize the potential of public and private donations for funding park system improvements.	OC, ad hoc or special town committees	On-Going
<p><u>Goal: Intergovernmental Cooperation</u> <i>Promote cooperation between the Town of Mountain and any other municipality or government entity that makes decisions impacting the town and surrounding area.</i></p>		
<p><u>Objectives:</u></p>		
<p>1. <i>Develop coordination and sharing/joint ownership of community facilities, equipment and other services whenever possible.</i></p>		
<p>2. <i>Coordinate with adjacent communities on future planning projects to best maintain the “northwoods” character of the surrounding area.</i></p>		
<p>3. <i>Encourage improved participation with neighboring communities regarding meetings, workshops, mutual planning activities, etc.</i></p>		
<p><u>Policies:</u></p>		
Work with neighboring communities and agencies regarding any water issues and other land uses which lie across town lines such as: Oconto River, Anderson Lake, Oconto County, Nicolet National Forest, etc.	OCLC, OCPZ, Surrounding Communities, WDNR, US Forest Service	0-2 years and On-Going
Explore the possibility of jointly developing and managing future recreational facilities.	OCLC, OCFPR, OCPZ, Surrounding Communities	On-Going

Table 9.1: Town of Mountain Implementation Schedule (Continued)

Activity	Cooperators (see pg 9-30 for abbreviations)	Time Period
Work cooperatively with surrounding municipalities to address possible boundary issues to minimize conflicts.	OC, Surrounding Communities	0-2 years and On-Going
<p><u>Goal: General Plan Design</u> <i>Design future development that will meet the needs of the town while protecting and enhancing its visual character, promoting environmental protection, conserving natural resources, meeting the needs of social and economic forces, providing for adequate services and facilities, and ensuring compatibility of future land uses.</i></p>		
<p><u>Objective: Overall General Plan Design</u> <i>Ensure that all growth and development occurs in a planned and coordinated manner that will maintain or improve the quality of life associated with the rural character of the town for both existing and future residents.</i></p>		
<p><u>Policies:</u></p>		
Utilize the Comprehensive Plan as an illustration of the town's overall development policy.	ad hoc or special town committees	On-Going
Allow future development in an orderly way to allow for proper distribution of community services.	ad hoc or special town committees, service providers	On-Going
Work with the neighboring towns, Oconto County, Menominee County and Marinette County to ensure compatible growth within the border areas of the town.	OC, Surrounding communities and counties	Immediate
Prior to approving any zoning change or variance, it shall be shown that the development is consistent with the town's Comprehensive Plan and overall vision.	OCPZ	On-Going
Explore the creation and adoption of additional ordinances to control likely nuisances (i.e., excessive lighting, noise, etc.) produced during more intensive operations within the town, such as commercial uses, industrial uses, etc.	OCPZ	1-5 years

Table 9.1: Town of Mountain Implementation Schedule (Continued)

Activity	Cooperators (see pg 9-30 for abbreviations)	Time Period
<u>Objective: Residential</u>		
<i>Strive to maintain the stability and integrity of the existing “northwoods” character while encouraging the development of new residential areas sufficient to meet the housing needs of the projected population. A town that is characterized by a variety of housing types and densities, compatible uses within developments, and environmental protection - is ultimately desired.</i>		
<u>Policies:</u>		
Protect residential neighborhoods from impacts of non-residential uses not appropriate for the neighborhood. Residential areas should be distanced, buffered, or otherwise mitigated from physical hazards, unhealthy conditions, and protected from traffic, noise, and incompatible uses.	ad hoc or special town committees, OCPZ	On-Going
Provide for sufficient densities and a broad range of housing choices within the town to meet the current and future needs of the local population.	ad hoc or special town committees, OCPZ	1-10 years
Housing developments shall conform to the zoning districts that they are contained within. Modified conformance standards will be considered in areas that have been designated for alternative designs such as: adjacent to environmental corridors, along transportation corridors, (i.e., State & County Trunk Highways) and in areas where the town wants to preserve the natural appearance as part of retaining community character.	OCPZ	On-Going
<u>Objective: Commercial</u>		
<i>Recommend commercial developments that will serve the needs of the town’s year-round and seasonal residents, and the transient traffic along STH 32/64.</i>		

Table 9.1: Town of Mountain Implementation Schedule (Continued)

Activity	Cooperators (see pg 9-30 for abbreviations)	Time Period
<u>Policies:</u>		
Areas already characterized by commercial development and where town services, facilities and highway access are available should be given preference over scattered non-serviced areas.	ad hoc or special town committees, OCPZ, OCEDC	On-Going
Future commercial establishments that require excessive traffic and a full range of public services shall be directed to locations in neighboring communities.	ad hoc or special town committees, OCPZ, OCEDC, Surrounding Communities	On-Going
Adequate landscape screening “buffers” should be provided between commercial uses and adjacent noncommercial uses to shield or limit viewing of parking spaces, storage areas, outside machinery, etc.	ad hoc or special town committees, OCPZ	1-3 years and On-Going
Encourage the development of design criteria for commercial businesses in order to reduce clutter and maintain town views along the major highway corridors through the town.	ad hoc or special town committees, OCPZ	1-3 years and On-Going
Ensure adequate building setbacks are provided from abutting streets and highways.	ad hoc or special town committees, OCPZ	0-2 years
<u>Objective: Light Industrial</u>		
<i>Limited light industrial development is recommended to be placed in the Mountain Business Park or other areas that are compatible with surrounding land uses. Future intensive industrial uses (those requiring outside storage; excessive traffic; generate odors; generate noise; generate water</i>		
<u>Policies:</u>		
To be permitted, an industrial development should not detract from the “northwoods” appearance, over burden community services of the town, nor have a negative affect on the surrounding environment.	ad hoc or special town committees, OCPZ	On-Going

Table 9.1: Town of Mountain Implementation Schedule (Continued)

Activity	Cooperators (see pg 9-30 for abbreviations)	Time Period
Adequate landscape screening “buffers” should be provided between industrial uses and adjacent non-industrial uses to shield or limit viewing of storage areas, outside machinery, etc.	ad hoc or special town committees, OCPZ	1-3 years and On-Going
Industrial developments should not clutter “corridors” through the town such as along the state and county trunk highways. Encourage design criteria for industrial uses in order to maintain town views along the major highway corridors.	ad hoc or special town committees, OCPZ	1-3 years and On-Going
<u>Objective: Natural and Cultural Resources</u>		
<i>Incorporate where appropriate the preservation of water resources, unique open spaces, and other cultural and natural resources into site designs, thus creating environmental corridors throughout the town for wildlife habitat and/or pedestrian linkages.</i>		
<u>Policies:</u>		
Encourage innovative residential subdivision designs that promote orderly development and relate to the town’s natural and cultural features.	ad hoc or special town committees, OCPZ	On-Going
Carefully consider the impacts of allowing greater use of lands within and adjacent to the comprehensive plan’s identified environmental corridors (depicted on the Mountain General Plan Design Map).	OCPZ, WDNR, OCLC	On-Going
Consider being more restrictive within the environmental corridors, to include the establishment of minimum distances from features such as water ways, wetlands, etc.	OCPZ, WDNR, OCLC	0-3 years
<u>Objective: Community Services</u>		
<i>Ensure the adequate provision of community services (e.g., health and safety services) in order to reach the desired vision of this plan.</i>		

Table 9.1: Town of Mountain Implementation Schedule (Continued)

Activity	Cooperators	Time Period
<u>Policies:</u>		
Promote orderly development patterns that allow for the proper distribution of community services.	ad hoc or special town committees, OC, OCPZ, service providers, surrounding communities	On-Going
The town will continue to monitor services provided to town residents and explore options for maintaining or improving upon the level of existing services.	ad hoc or special town committees, surrounding communities, OC, OCPZ	On-Going
The town will work with Oconto County, adjoining towns, and service providers (public and private) to help ensure that future services are provided as effective and efficient as reasonably possible.	OC, OCPZ, surrounding communities, service providers	On-Going

List of Abbreviations:

EPA - Environmental Protection Agency
 NEWCAP – Northeast Wisconsin Community Action Program
 NRCS - US Department of Agriculture, Natural Resources Conservation Service
 OC – Oconto County
 OCEDC - Oconto County Economic Development Corporation
 OCFPR - Oconto County Forestry/Parks/Recreation
 OCHWY - Oconto County Highway Department
 OCLC - Oconto County Land Conservation
 OCLI - Oconto County Land Information
 OCPZ - Oconto County Planning/Zoning/Solid Waste
 UWEX – UW Extension
 WDNR - Wisconsin Department of Natural Resources
 WDOT - Wisconsin Department of Transportation
 WHEDA – Wisconsin Housing and Economic Development Authority

APPENDIX A
PROCEDURES FOR PUBLIC PARTICIPATION

TOWN OF MOUNTAIN COMPREHENSIVE PLAN

WRITTEN PROCEDURES TO FOSTER PUBLIC PARTICIPATION

PURPOSE

In accordance with WI SS 66.1001 (4), which defines "Procedures For Adopting Comprehensive Plans," these adopted written procedures will be followed in order to involve the public in the comprehensive planning process to the greatest extent practicable. These procedures are designed to foster public participation, including open discussion, communication programs, information services, and public meetings and shall apply to the adoption and any amendments to the comprehensive plan.

PLAN COMMITTEE AND COMMITTEE MEETINGS

The Town of Mountain has established a Comprehensive Plan Committee to develop and review a comprehensive plan. This body will adopt the plan by resolution and petition the Town Board to adopt the plan by ordinance.

All meetings of the Comprehensive Plan Committee will be posted in advance and open to the public in accordance with Wisconsin law. The agenda shall provide for comments from the public. To foster intergovernmental cooperation, copies of the agenda will be sent in advance to adjacent municipalities and to Oconto County.

The duties of the Comprehensive Plan Committee may be assumed by the Town Plan Commission.

COMMUNITY SURVEY AND NOMINAL GROUP EXERCISE

The Town Wide Survey that was conducted with the assistance of the Oconto County UW Extension will guide the Comprehensive Plan Committee and Town in developing the comprehensive plan and each of its components. The Town will conduct a nominal group exercise as part of the preparation and update of the Comprehensive Plan and any subsequent updates to the plan as appropriate.

OPEN HOUSES

A minimum of two (2) "Open Houses" shall be held during the development of the comprehensive plan in order to present information regarding the comprehensive plan and to obtain public comment. One shall be held at the "midway" point to present background information, and the second open house will be held near the end of the planning process to present the plan to the required public hearing. The open houses shall be noticed in a local newspaper. In addition, the open houses will be noticed and posted in four locations by the Town Clerk. The open houses will provide the public with an opportunity to review and comment on work that has been accomplished by the Comprehensive Plan Committee and the Bay-Lake Regional Planning Commission.

TOWN OF MOUNTAIN COMPREHENSIVE PLAN

PUBLIC ACCESS AND PUBLIC COMMENT ON DRAFT DOCUMENT

In all cases Wisconsin's open records law will be complied with. During the preparation of the comprehensive plan, a copy of the draft plan will be kept on file at the Town Office and will be available for public inspection during normal office hours. The public is encouraged to submit written comments on the plan or any amendments of the plan. Written comment should be addressed to the Town Clerk who will record the transmittal and forward copies of the comments to the Town Board for consideration.

The Town Board shall respond to written comments either individually or collectively by type of comments. Town Board responses may be in the form of written or oral communication, or by a written summary of the town's disposition of the comments in the comprehensive plan.

COMPREHENSIVE PLAN COMMITTEE ADOPTION OF PLAN BY RESOLUTION

The Comprehensive Plan Committee may recommend the adoption or amendment of the comprehensive plan only by the adoption of a resolution by a majority vote of the entire Committee at a regularly scheduled and publicly noticed meeting of the Comprehensive Plan Committee in accordance with WI SS 66.1001 (4) (b). The vote shall be recorded in the official minutes of the Comprehensive Plan Committee. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of the Comprehensive Plan.

DISTRIBUTION OF THE ADOPTED PLAN

In accordance with WI SS 66.1001(4), Procures for Adopting Comprehensive Plans, one copy of the adopted plan or amendment shall be sent to the following:

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

ADOPTION OF COMPREHENSIVE PLAN BY TOWN BOARD

After adoption of a resolution by the Comprehensive Plan Committee, the Town Board will adopt the Comprehensive Plan by ordinance only after holding at least one public hearing at which the ordinance relating to the Comprehensive Plan is discussed. A majority vote of the members-elect is necessary for adoption. That hearing will be preceded by a Class 1 notice under WI SS Chapter 985 that is published at least 30 days before the hearing is held. The Class 1 notice shall contain at least the following information:

TOWN OF MOUNTAIN COMPREHENSIVE PLAN

1. The date, time, and place of the hearing.
2. A summary, which may include a map, of the proposed Comprehensive Plan.
3. The name of an individual employed by the Town of Mountain who may provide additional information regarding the proposed ordinance.
4. Information relating to where and when the proposed comprehensive plan may be inspected before the hearing, and how a copy of the plan may be obtained.

Upon the day of publication of the public hearing notice, copies of the plan will be made available for public review at the nearest local library of the community, at the Oconto County Zoning Office and at the Town Office. Written comments on the plan from members of the public will be accepted by the town board at any time prior to the public hearing and at the public hearing.

ADDITIONAL STEPS FOR PUBLIC PARTICIPATION

The Town reserves the right to execute additional steps, means, or methods in order to gain additional public participation and or additional understanding of the Comprehensive Plan and the process of its development and adoption. These optional steps may include informational memos, postcards, letters, posters, fliers, or WEB site.

STATE STATUES

Where there is a conflict with these written procedures and provisions of WI SS 66.1001 (4) Procedures for Adopting a Comprehensive Plan, the state statues shall apply.

AMENDMENTS

The Town Board may amend these procedures from time to time.

**TOWN OF MOUNTAIN
RESOLUTION #8/2002**

**A RESOLUTION ADOPTING WRITTEN PUBLIC
PARTICIPATION PROCEDURES**

WHEREAS, the Town of Mountain is preparing a Comprehensive Plan under WI SS 66.1001, and;

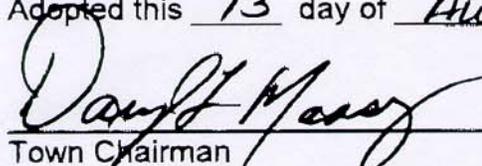
WHEREAS, the Town of Mountain may amend the Comprehensive Plan from time to time, and;

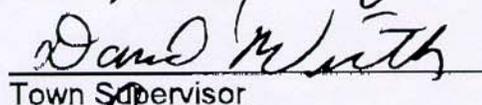
WHEREAS, WI SS 66.1001 (4) requires a governing body of a local unit of government adopt written procedures designed to foster public participation in the adoption or amendment of a comprehensive plan and;

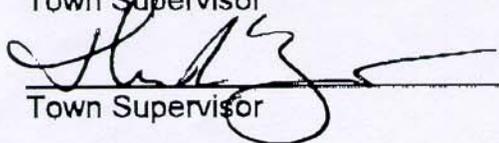
WHEREAS, the Town has prepared and publicly reviewed such written procedures entitle Procedures for Public Participation for Adoption or Amendment of the Town of Mountain Comprehensive Plan;

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

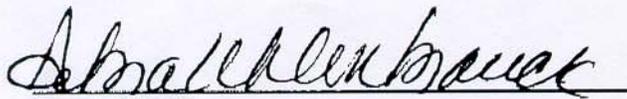
Adopted this 13 day of AUGUST, 2002


Town Chairman


Town Supervisor


Town Supervisor

ATTEST:


Town Clerk

APPENDIX B
2001 COMMUNITY SURVEY RESULTS

TOWN OF MOUNTAIN

COMPREHENSIVE PLAN SURVEY RESULTS

1543 surveys were mailed out with a return of 748 (48.5%)

1. The Town of Mountains Census count in 1990 was 730 and in 2000 was 890 which is an 18% increase. Do you favor growth at this rate?

375 present rate 80 faster rate 181 slower rate 76 no more growth

2. Should the Town of Mountain encourage future development?

176 NO, Development should not be encouraged

536 YES, The following types of development should be encouraged

(Check all that apply)

343 Single-family residential

485 Retail businesses and services

93 Multi-family residential

199 Office-type businesses

69 Condominiums

389 Light industry

113 Lake shore development

136 Heavy industry

3. If future development, within the town, meant you had to pay more in property taxes to pay for additional public services, would you want more development?

498 NO 219 YES

4. If future development, such as mining or heavy industry, means lowering your property taxes, would you support them within the Town?

450 NO 128 YES, Mining 231 Yes, Heavy Industry

5. If development is approved, should developers be required to set aside lands for recreational use and/or "green space" when subdivisions are developed?

61 NO 671 YES

6. If the Town decides to develop, should the Town develop a set of design standards to be followed by developers in planing their projects?

76 NO 693 YES

COMMENTS:

1) Provide incentives such as tax relief for building restoration along Hwy 32/64

2) Reinforce code enforcement to improve appearance of Mountain

7. Oconto County zoning ordinance has a Residential District which allows 1/2 acre minimum lot size for residential use and has a Forestry District which allows a minimum lot size of 1 acre for residential use. Should these districts be more restrictive within Mountain (increased acre minimum for residential use)? If so, how much for each district?

332 NO 332 YES Residential District: 43 3/4 acre 171 1 acre

38 1 1/2 acres 41 2 acres 6 2 1/2 acres 30 3 acres

Forestry District: 10 less than an acre

71 1 to 2 acres 127 2 - 5 acres 76 more than 5 acres

TOWN OF MOUNTAIN

COMPREHENSIVE PLAN SURVEY RESULTS

8. Are the benefits from protecting the environment and its natural resources important to the health and welfare of the town and its residents?

16 NO 702 YES

9. What businesses, if any, need to be considered for the Town of Mountain? **(Check all that apply)**

61 None

221 Highway Commercial (Gas Stations and Fast Food)

150 Big Commercial Chains (Walmart/Kmarts)

396 Smaller Neighborhood Business (Hardware, Auto, Specialty Shops)

505 Food Stores (Piggly Wiggly/Pick'n Save)

77 Storage Facilities

329 Family Restaurants

283 Professional Services (Accountants, Insurance, Real Estate, Dental, ETC.)

77 Other Medical / Dental / Pharmacy

Entertainment

Service Organizations

Tourists Shops

Elderly Housing

Bank with longer hours

10. Development of areas adjacent to rivers, lakes, streams, and wetlands should be carefully planned so as to minimize negative effects on these resources and our watersheds?

34 NO

675 YES

11. Development should not take place in areas where it will negatively effect rivers, lakes, streams, soils, and wetlands?

80 NO

607 YES

12. Rate the following town services. **(Please check only one per service)**

Sheriff 50 Poor 175 Adequate 230 No Opinion 190 Good 39 Excellent

Fire Protection 31 Poor 176 Adequate 162 No Opinion 240 Good 80 Excellent

Road Maintenance 66 Poor 235 Adequate 83 No Opinion 260 Good 43 Excellent

Snow Removal 54 Poor 201 Adequate 142 No Opinion 256 Good 45 Excellent

Code Enforcement 79 Poor 155 Adequate 300 No Opinion 122 Good 193 Excellent

Recycling 32 Poor 164 Adequate 193 No Opinion 223 Good 60 Excellent

Ambulance Service 12 Poor 140 Adequate 196 No Opinion 228 Good 106 Excellent

COMMENTS:

Sheriff Dept. - need to address speeding problems

Fire Dept. - need for more tankers and/ or dry hydrants

Ambulance - need for tri-town partnership

Road Dept. - need for more brushing and mowing along road side

TOWN OF MOUNTAIN
COMPREHENSIVE PLAN SURVEY RESULTS

DEMOGRAPHIC INFORMATION *****

13. Are you 467 Male 216 Female
COMMENTS: 43 Male/Female

14. Which age category do you fall into: 0 under 18 2 18-24
28 25-34 125 35-44 198 45-54 163 55-64 151 64-74 70 75 or older

15. Please indicate the months you reside within the Town of Mountain
(Check all that applies) 327 All 12 months 21 Jan 22 Feb 22 March
105 April 209 May 258 June 270 July 267 Aug 232 Sept 191 Oct
110 Nov 26 Dec

16. If you are a "year-round" resident of the Town of Mountain, how long have you lived here? In years: 14 Less than 2 48 2-5 52 6-10 86 11-30 58 30+

17. If you are a "seasonal" resident of the town, how long have you owned land here? In years: 14 Less than 2 74 2-5 81 6-10 207 11-30 134 30+

18. If you are a "seasonal" resident of the town, do you intend to become a "year-round" resident in the future? If yes, when?

292 NO

185 YES, Indicate when in years (Example 2yrs, 5yrs, etc.)

22 Maybe 68 1-5yrs 49 6-10 yrs 20 11-15 yrs 22 over 15 yrs

19. Why did you purchase lands within the Town of Mountain?

(Check all that apply) 360 Rural setting 245 Friendly people 255 Open spaces
373 Recreational lands 328 Lake access 149 Other

57 Inheritance 14 National Forest 16 Rest & Relaxation

20. In what area of the town do you own property?

Please check the landmark that is nearest you.

370 Chute Pond Area

83 Green Lake Area

37 Waupee Creek / Old 64 Area

65 Down-town Area

22 Bear Paw Lake Area

50 McComb Lake Area

91 Section 4 Rd Area

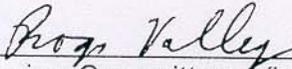
COMMENTS: 4 declined to participate

TOWN OF MOUNTAIN
COMPREHENSIVE PLAN SURVEY RESULTS

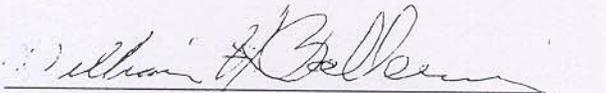
These are the results of the Town of Mountain Comprehensive Plan Survey. We have reviewed and agree that the results listed is accurate on this 4 day of September, 2001.



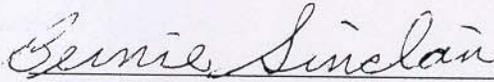
Planning Committee, Chairman



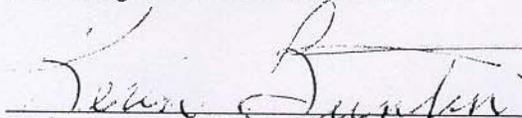
Planning Committee, Vice-Chairman



Planning Committee Member

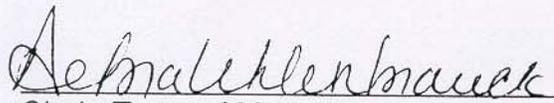


Planning Committee Member



Planning Committee Member

ATTEST:



Clerk, Town of Mountain

Filed this 4 day of September, 2001.

APPENDIX C
2003 NOMINAL GROUP RESULTS

April 2, 2003

Town of Mountain

NOMINAL GROUP SURVEY RESULTS

Background

On April 2, 2003 members of the Town Plan Committee were involved in a Nominal Group Process in order to produce a list of issues and concerns regarding future development in the Town of Mountain. The following is an explanation of the Nominal Group Process and the list of issues and concerns as they were ranked and voted on by the groups along with the top 5 issues/concerns overall.

The list is important to the planning process as it will be used in formulating goals and objectives for the Town of Mountain 20 Year Comprehensive Plan. The list also reinforces the issues addressed in the community-wide survey and also addresses new issues or items not discussed in the survey. In addition, the issues identified will be used as a checklist to ensure that they are addressed within the plan, and discussed by the Plan Committee during the planning and research phase.

Nominal Group Process

The Nominal Group Process is a technique intended to facilitate a comprehensive exploration of ideas within a group by providing mechanisms to ensure that all participate, whether they are inclined to be vocal or not. This is achieved by having ideas evolve from each individual within the group (thus the term nominal) and prohibiting the group from debating or ridiculing any idea. The group action takes the form of voting to decide which of the ideas have the greatest merit in the eyes of the entire group. The steps in the process are:

1. The Silent Generation of Ideas in Writing - Each member of the group is asked to write down, in silence, as many ideas as possible in response to the basic question "What characteristics of your community should be maintained, enhanced, added, or eliminated?"
2. Round Robin Recording of Ideas on a Flip Chart - The ideas of each member of the group are recorded and posted for the group to see. This is done by having the group leader solicit one idea from each member at a time and recording these ideas on the flip chart. It is the responsibility of the group leader to ensure that in the process of posting ideas that neither debate nor ridicule ensues, and no member is allowed to dominate the dialogue. After all ideas are listed, it is the group leader's job to eliminate duplicate ideas and combine similar ideas with the consent of the author(s).
3. Preliminary Vote on Items of Importance - On a sheet handed out by the group leader, each member of the group is asked to identify their top five choices from among the ideas that were generated in steps 1 and 2. No one in the group should feel obliged to vote for their own ideas.
4. Tally the Sheets to Determine the Top Five Choices of the Group - Each member of the group is then asked to identify their top five choices. The most important issue is given a score of five points, the second most important, four points and so on, with the least important issue scoring one point. These scores are placed next to each idea on the flip chart and tallied. The scores are

then totaled and combined with the other groups to identify the five major issues facing the Town of Mountain, as well as several other issues that need to be addressed in the plan. The following lists identify the issues or concerns that were brought up by the groups and voted on (in rank order):

TOWN OF MOUNTAIN NOMINAL GROUP RESULTS

TOP 5 CONCERNS OR ISSUES OVERALL

Score	Issue/Concern Regarding Future Development in Mountain
17	Improve the downtown area
17	More new businesses to promote local employment
10	Tourism committee needs to better promote area recreation trails
6	Community needs to “work together”
6	Open or create more recreational trails

Group 1

1. Improve the downtown area and Highway 32 area (business)
2. Community needs to “work together”
3. Large super market

Score	Issue/Concern Regarding Future Development in Mountain
24	Improve the downtown area
19	More small business
15	Create more jobs
15	Community needs to “work together”
14	Large supermarket
6	Expand recreational trails
6	Something for children
6	Need medical facilities (clinic, pharmacy)
5	Better school system
3	Remove barriers on recreation trails
2	Need for better firefighting equipment/more members
2	More social events for the locals
1	Preserve the “green space”
1	Want larger lot sizes
1	Maintain park facilities
	Grocery store
	Improve law enforcement
	Daycare (need)
	Better signage for off-road businesses
	Improve roadways in town
	More ways to preserve our heritage
	Maintain current patriotism and historical society area

Group 2

1. Develop industrial park
2. Form a business committee
3. Promote Mountain's up-north feel

Score	Issue/Concern Regarding Future Development in Mountain
22	More commercial uses (ex. grocery store)
21	More recreational trails for horse, ATV, hiking...
19	Development of industrial park
14	Business committee – better coordination
11	Promote Mountain's up-north feel
10	Establish a more focused downtown
7	Facelift for business establishments
5	Better fire number system
4	Long term care
3	Construction of rental properties
3	Teenage entertainment
	Better county zoning enforcement
	Better Town of Mountain website
	Sewer system for Chute Pond
	No rattle snakes to kill turkeys
	Make citizens more aware of Mountains historical value
	More cellular services

Group 3

1. More new businesses to promote local employment
2. Tourism committee needs to better promote area recreation trails
3. More grants for community funding

Score	Issue/Concern Regarding Future Development in Mountain
35	Clean up Highway 32 appearance (businesses)
41	More new businesses to promote local employment
16	More community involvement
14	More grants for community funding
	Develop sewer system
18	Tourism committee needs to better promote area
	Maintain recreation trails/open new trails
	More community activities

APPENDIX D
DETAILED LAND USE TABULATION

2002 TOWN OF MOUNTAIN DETAILED LAND USE

CODE	LAND USE CLASSIFICATION	ACRES
100 RESIDENTIAL		
110	Single Family Residential	483.5
180	Mobile Homes	97.2
199	Vacant Residence	3.7
200 COMMERCIAL		
210	Retail Sales	55.6
250	Retail Services	1.3
300 INDUSTRIAL		
310	Manufacturing	16.2
360	Extractive	91.2
400 TRANSPORTATION		
412	State Highways	102.1
413	County Highways	68.1
414	Local Streets and Roads	672.0
417	Off-Street Parking	2.9
500 COMMUNICATION/UTILITIES		
514	Telephone Terminals	0.4
542	Electric Power Substations	0.5
546	Radio/Television Transmission Towers/Antennae	0.2
582	Waste Processing/Disposal/Recycling	0.7
600 INSTITUTIONAL/GOVERNMENTAL FACILITIES		
611	Administrative Buildings	1.4
612	Post Offices	0.4
614	Municipal Garages	2.3
631	Police/Fire Stations/Offices	0.8
637	Ancillary Municipal Safety Facilities	1.0
652	Community Centers	2.8
655	Museums	0.3
684	Fraternal Organizations/Clubhouses	67.3
691	Churches/Temples/Synagogues	3.2
694	Cemeteries	9.6
700 OUTDOOR RECREATION		
731	Campgrounds	213.8
736	Parks/Parkways/Trails/Forest Related Picnic Areas	13.6
741	Playfields/Ball Diamonds/Volleyball Courts	1.7
781	Boat Launching Sites/Areas	2.3
800 AGRICULTURE/SILVICULTURE		
805	Open Space	6.9
810	Croplands/Pastures	801.2
830	Long-Term Specialty Crops	23.6
850	Animal Husbandry	66.6
870	Farm Buildings/Accessories	28.4
900 NATURAL AREAS		
911	Lakes	248.0
912	Reservoirs and Ponds	419.8
913	Rivers and Streams	112.8
950	Other Natural Areas	1352.1
951	Woodlands	41478.1
990	Land Under Development	19.2
TOTAL ACREAGE		46,472.9

Source: Bay-Lake Regional Planning Commission, 2003

APPENDIX E
RARE SPECIES & NATURAL COMMUNITIES LIST

Oconto County

Rare Species & Natural Communities List

The following list includes Oconto County's rare species and natural communities that have been recorded in the Wisconsin Natural Heritage Inventory (NHI).

AQUATIC OCCURRENCES

ANIMALS

- Wood turtle
- Elktoe
- Forsters tern
- Longear sunfish
- Bullfrog
- Red shouldered hawk
- Snuffbox
- Buckhorn
- Caspian tern
- Pygmy snaketail
- Amber winged spreadwing
- Round pigtoe
- Greater redhorse
- Redfin shiner
- Common tern
- Dion skipper
- Western ribbon snake
- Black crowned night heron
- Bald eagle
- Swamp metalmark
- Mulberry wing
- Blandings turtle
- Swamp spreadwing
- Zebra clubtail
- Pigmy shrew
- Bog copper
- Green faced clubtail
- Least clubtail
- Common loon
- Slippershell mussel
- Lake darner
- Lake sturgeon
- Red necked grebe
- Four toed salamander
- Black tipped darner
- Green striped darner
- Yellow rail
- Least darter
- Piping plover
- Paddlefish
- Skillet clubtail

PLANTS

- Common bog arrow grass
- Leafy white orchis
- Showy ladys slipper
- American shore grass
- Sparse flowered sedge
- Swamp pink
- Capitata spikerush
- Rams head ladys slipper
- Sheathed sedge
- Northern bog sedge
- Round leaved orchis
- Squarestem spikerush
- Variegated horsetail
- White adders mouth
- Crawe sedge
- Slender bog arrow grass
- Many headed sedge
- Few flower spikerush
- Adders tongue
- Fairy slipper
- Robbins spikerush
- Marsh bedstraw
- Northeastern bladderwort
- Purple bladderwort
- Downy willow herb
- Silky willow
- Yellow screwstem
- Arrow leaved sweet coltsfoot
- Waxleaf meadowrue
- Vasey rush
- Slim stem small reedgrass

NATURAL COMMUNITIES

- Boreal rich fen
- Lake soft bog
- Muskeg
- Lake shallow, hard, seepage
- Northern wet mesic forest
- Northern sedge meadow
- Spring pond
- Lake shallow, soft, seepage
- Emergent aquatic
- Open bog
- Northern wet forest
- Lake deep, hard, seepage
- Shrub carr
- Stream fast, hard, cold
- Alder thicket
- Lake deep, hard, drainage
- Stream fast, soft, cold
- Lake shallow, hard, drainage
- Lake hard bog
- Floodplain forest
- Stream slow, hard, cold
- Hardwood swamp
- Submergent aquatic
- Lake deep, soft, seepage

TERRESTRIAL OCCURRENCES

ANIMALS

- Northern goshawk
- Smokey eyed brown
- Northern myotis
- Northern blue butterfly
- Woodland jumping mouse
- Leonard's skipper
- A tiger beetle
- Karner blue butterfly
- Yellow bellied flycatcher
- Tawny crescent spot
- Broad winged skipper
- Jutta arctic
- Bird rookery
- Loggerhead shrike
- Merlin

PLANTS

- Deam's rockcress
- Indian cucumber root
- Pale green orchid
- Northern black currant
- Hooker orchis
- Cuckooflower
- American sea rocket
- Large roundleaf orchid
- Dwarf huckleberry
- Little goblin moonwort
- Heart leaved foam flower
- Northern wild raisin
- Crinkled hairgrass
- Braun's holly fern
- Rocky mountain sedge
- Blunt lobe grape fern
- Dwarf milkweed
- Purple clematis

NATURAL COMMUNITIES

- Bedrock glade
- Pine barrens
- Northern dry mesic forest
- Oak woodland
- Northern mesic forest
- Northern dry forest
- Inland beach
- Glaciere talus
- Southern dry mesic forest

APPENDIX F
ECONOMIC WORKSHOP

August 27, 2002

Town of Mountain

Strengths, Weaknesses, Opportunities, and Threats - Exercise Results

Background

At a regularly scheduled Town Plan Committee meeting (August 27, 2002) the Plan Committee members were involved in a workshop which developed a list of strengths, weaknesses, opportunities, and threats regarding future economic development and quality of life issues within the Town of Mountain. The following is an explanation of the process along with the lists as developed by each individual from the Plan Committee (comprised of business owners, long time and short time residents, town government employee, and safety employees). Their lists of ideas are important to the planning process for they will be used in formulating a Town Vision Statement as well as the goals, objectives, policies and future programs for the Economic Development element of the *Town of Mountain 20 Year Comprehensive Plan*.

Economic Workshop Process

The workshop process is a technique intended to facilitate a comprehensive exploration of ideas within a group by providing mechanisms to ensure that all participate, whether they are inclined to be vocal or not. This is achieved by having issues evolve from each individual within the group (thus the term nominal) and prohibiting the group from debating or ridiculing any issue. The steps in the process are:

1. The Silent Generation of Issues in Writing - Each member of the group is asked to first write down their description of Mountain from an economic standpoint. Using these statements the participants are then asked to write down, in silence, as many strengths and weakness as possible relating to Mountain's current community make-up, as well as identify opportunities and threats that may exist or are perceived to exist.
2. Round Robin Recording of Ideas on a Flip Chart - The issues of each member of the group are recorded and posted for the group to see. This is done by having the group leader solicit the ideas from each member at a time and recording these ideas on the flip chart. It is the responsibility of the group leader to ensure that in the process of posting ideas that neither debate nor ridicule ensues, and no member is allowed to dominate the dialogue.

In addition to the above process and its findings, this document has included the 1990 Strengths and Weaknesses for Northern Oconto County. Similarities are apparent between the two lists, even though twelve years have passed since they were originally documented.

STRENGTHS -2002

- The Town has ample room to grow future commercial, industrial, and residential developments.
- Has good churches and good School District/System.
- Town has worked well with neighboring communities and currently cost shares services.

- Our heritage.
- Nice place to live - Country setting and is a gateway to the Nicolet National Forest.
- Location - tourism from nearby major cities.
- An established Community Building and Center for gatherings and events.
- Tourist destination and attractions.
- Has an established industrial park adjacent to a state highway.
- Good town services to include full-time (3/5) Town Clerk, and Administrative facilities.

WEAKNESSES - 2002

- No sewer for industrial park and commercial areas.
- No local school in town or in the area.
- No local initiative to improve town's business climate/commerce, town needs business cooperation!!!
- Low paying jobs exist for residents (50% of the town's workforce commutes).
- Businesses - lack of re-investments in structures appearance.
- Local government/County government lack insight and drive to better the town.
- No town (business) growth - stagnant.
- County- no guts to clean up the county - structures, junk cars, etc.
- Children bussed too far to schools.
- Retail shopping is far away.
- Few patrons for local stores.
- Lacking health care services nearby.
- Lack of good communication with public (no local paper or news print focused on town issues).

OPPORTUNITIES - 2002

- To grow businesses - professional and skilled.
- Promote area for residential growth both year-round and seasonal.
- Tourism expansion.
- Exploit gateway to the Nicolet for tourism and commerce growth
- Utilities to industrial park to expand its options for types of businesses and for higher paying job opportunities.
- Promote heritage -to help tourism and growth.
- Expand county paper to include greater emphasis on the northwestern side of Oconto.
- Develop/promote better communication with the populace and to get better local involvement "grass roots" initiatives.
- STH 32 , high visibility, good locations for business, develop a theme to enhance its appearance to attract and retain businesses.

THREATS - 2002

- Oconto County Zoning - with their many mistakes and lack of proper enforcement is a detriment to future growth in the area.

- Special interest groups could stop growth/impede development in future
- Forest Service - could continue to limit growth, limit jobs by restricting harvests and purchasing lands to take out of the tax base, as well as mismanage forests with possible hazards resulting (i.e., fires).
- Additional services caused by growth may bring higher taxes upon year-round residents.
- Insurance issues with ATV trails, cause closure and the loss of tourist activities.
- Leaving things alone (maintaining the old way of thinking) and doing nothing to improve the town.
- Sewer costs and water costs for residents could be overwhelming, causing many to sell their lands and leave the area.
- Town of Lakewood's industrial center - as a competitor could hurt Mountain's investment in its industrial center.
- Poor image of other commercial property could limit re-investment in commercial district.
- Overcrowding and misuse of the natural environment could limit tourism in the future.
- Commercial areas in Lakewood and other nearby communities could out attract business growth in Mountain.

In 1990, northern Oconto County was involved in a Focus Group for Economic Development. Even though most of the participants were from Lakewood and none represented Mountain, the issues identified for the northern area are deemed important. These issues describe similar issues just identified within the town's SWOT Exercise. The following are the 1990 strengths and weaknesses identified for northern Oconto County.

STRENGTHS - 1990

- Good roads
- A good, untapped labor pool made up of older, experienced workers who have retired within the area.
- There is a Chamber of Commerce in the northern part of the county.
- Lakewood and Townsend have economic development committees.
- Abundance of natural resources.
- Very good school districts.
- A clinic in Lakewood.
- Forest Service attracts a number of people to the area for research.
- Tourism.
- Logging.

WEAKNESSES - 1990

- No water or sewage systems north of Highway 64.
- A limited number of employment opportunities.
- Lack of cooperation between the towns in the area.
- Nearest hospital located in Antigo or Oconto Falls.
- Recreational activities for kids are limited.

- Over dependence on tourism and logging as two key industries.
- Lack of logging.

Priorities - 1990

1. Develop sewer and water systems.
2. Utilize older skilled workers that have retired to the area.
3. Increase cooperation between townships.
4. Establish a county tourism coordinator position.
5. Provide recreational activities for children in the area such as a community center with movies and other activities.
6. Increase the number of owner and rental housing units.
7. Seek out small, non-polluting industries that employ 20 or fewer people.
8. Increase tourism.

The major economic factors in 1990 were summarized as follows. The northern part of Oconto County was dependent on tourism and logging, with tourism being the key industry. The Nicolet National Forest and the abundance of lakes and timberlands in the area attracted both tourists and loggers. In the future, northern Oconto County's economy will continue to be dependent on tourism and logging. In the long term, the development of water and sewage systems will be necessary to diversify the economy.

In 2002, the Town of Mountain has restated many of the same strengths and weaknesses listed within the 1990 findings. The participants in 2002 did not see the findings of 1990, nor were these issues discussed before the exercise. The Town of Lakewood is moving ahead with sewer and water, increasing tourist attractions, as well as cooperation with businesses, infrastructure improvements to their industrial park, attracting smaller industries, coordination with the Chamber of Commerce and Oconto County Economic Development Corporation/Tourism (OCEDC) for tourism coordination. Though Lakewood has progressed along these last 12 years (regarding the list of priorities) Mountain may wish to do the same, using much of what Lakewood has already accomplished.

APPENDIX G
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 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”.*

Growth Management: the pacing of the rate or controlling of the location of development via law enactment to manage a community’s growth.

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.

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 (LUD): 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.

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.

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.

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.

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.

APPENDIX H
RESPONSE TO PUBLIC COMMENTS

RESPONSE TO PUBLIC COMMENTS

Prior to the Mountain Town Board taking action on the recommended *Town of Mountain 20 Year Comprehensive Plan*, a 30-day public review period was established beginning February 17, 2004 leading up to the public hearing date of March 23, 2004. The recommended comprehensive plan was available for public review at three locations within and near the town, and was also distributed to every local unit of government located within and adjacent to the Town of Mountain. In addition, copies of the recommended plan were distributed to Oconto County and the Wisconsin Departments of Administration, Transportation and Natural Resources. From this review period, the town received written comments from the Department of Transportation and the Department of Natural Resources. In addition, several verbal comments were expressed at the public hearing regarding the *Town of Mountain 20 Year Comprehensive Plan*.

The Town of Mountain has prepared the following in response to comments received regarding the *Town of Mountain 20 Year Comprehensive Plan* prior to its adoption on April 13, 2004. All comments were reviewed on a case-by-case basis and separated into two categories: those comments addressing information of a factual nature; and those comments expressing an opinion about aspects of the plan. All factual comments were reviewed, compared to the plan and information was changed accordingly where needed. All comments expressing opinions or ideas were reviewed and may be considered for incorporation into the plan on a case-by-case basis. Incorporated ideas or opinions should be consistent with the vision of the *Town of Mountain 20 Year Comprehensive Plan*.

Bay-Lake Regional Planning Commission

April, 2004

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