

ACKNOWLEDGEMENTS

2021 COMPREHENSIVE PLAN AMENDMENT

TOWN BOARD:

Richard Britzke
Dale Klitz
Bill Bowers
Rick Grunewald
Sarah Knaup

TOWN PLAN COMMISSION:

Ken Huebner
Dale Klitz
Gene Mehlberg
Mike Hendrich
Sue Raether

Formatted: Not Highlight

Formatted: No Spacing

Formatted: No Spacing

SHAWANO COUNTY STAFF:

Kari Hopfensperger, Shawano County Planner
Jay Moynihan, UW Extension Coordinator
David Poffinbarger, GIS Coordinator

Formatted: Not Highlight

CENSUS DATA FROM:

East Central Wisconsin Regional Planning Commission

AUGUST 4, JULY 21, 2008 COMPREHENSIVE PLAN

TOWN BOARD:

Richard Britzke
Dale Klitz
Kay Blum
Rick Grunewald
Bill Bowers

TOWN PLAN COMMISSION:

Ken Huebner, Chairman
Dale Klitz
Gene Mehlberg
James Radtke
Ruth Kopitzke

SHAWANO COUNTY STAFF:

Tim Reed, Planning Director
Melinda Barlow, Shawano County Planner
Jay Moynihan, UW Extension Coordinator
David Poffinbarger, GIS Coordinator
Frank Pascarella, Shawano County Administrator

PLANNING AND DESIGN ASSISTANCE BY:

TOWN OF GRANT COMPREHENSIVE PLAN

ACKNOWLEDGEMENTS

VANDEWALLE & ASSOCIATES

Dana Jensen, AICP, Associate Planner
Mark Roffers, AICP, Principal Planner
Michael Slavney, FAICP, Principal Planner
Cathi Wielgus, AICP, Associate Planner
Jessica Schmiedicke, AICP, Associate Planner
Megan MacGlashan, AICP, Associate Planner
Dan Moser, Assistant Planner
Brandy Howe, Assistant Planner
Rob Gottschalk, AICP, RLA, Principal Designer
Justin Yonker, Assistant Designer
Benjamin Webb, Cartographer
David Schaefer, GIS Technician
Stephanie Robey, Communications Specialist
Nicole Anderson, Planning Assistant
David Tollefson, Growth Management Intern
Drew Pennington, Growth Management Intern
Brittany VandeBerg, Growth Management Intern

120 East Lakeside Street
Madison, WI 53715
(608) 255-3988
www.vandewalle.com

TABLE OF CONTENTS

TABLE OF CONTENTS	<u>VII</u>
INTRODUCTION.....	<u>1</u>
Purpose of this Plan	1
General Regional Context	1
Selection of the Planning Area.....	2
Regional Planning Effort	2
CHAPTER ONE: ISSUES AND OPPORTUNITIES	<u>5</u>
Population Trends and Forecasts	5
Demographic Trends	<u>89</u>
Household Trends and Forecasts.....	<u>1211</u>
Employment Trends.....	<u>1412</u>
Employment Projections	<u>1512</u>
Education and Income Levels	<u>1814</u>
Summary of Public Participation	<u>2115</u>
Regional Context and Influences.....	<u>2418</u>
Statement of Vision and Goals	<u>2620</u>
CHAPTER TWO: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES	<u>2721</u>
Agricultural Resource Inventory.....	<u>2721</u>
Agricultural Resource Goals, Objectives and Policies.....	<u>3023</u>
Agricultural Resource Recommendations and Programs	<u>3124</u>
Natural Resource Inventory	<u>3231</u>
Natural Resource Goals, Objectives and Policies	<u>4233</u>
Natural Resource Recommendations and Programs	<u>4334</u>
Cultural Resource Inventory	<u>5241</u>
Cultural Resource Goals, Objectives and Policies	<u>5443</u>
Cultural Resource Recommendations and Programs	<u>5443</u>
CHAPTER THREE: LAND USE	<u>5645</u>
Existing Land Use.....	<u>5645</u>
Existing Land Use Pattern.....	<u>5746</u>
Projected Land Use Supply and Demand	<u>6249</u>
Land Use Goals, Objectives and Policies.....	<u>6450</u>
Land Use Recommendations, Specific Policies, and Programs	<u>6753</u>
CHAPTER FOUR: TRANSPORTATION	<u>8369</u>
Existing Transportation Network	<u>8369</u>
Transportation Goals, Objectives and Policies	<u>8672</u>
Transportation Recommendations and Programs	<u>8672</u>
CHAPTER FIVE: UTILITIES AND COMMUNITY FACILITIES	<u>9379</u>
Existing Utilities and Community Facilities	<u>9379</u>
Utilities and Community Facilities Goals, Objectives and Policies	<u>9581</u>
Utilities and Community Facilities Recommendations and Programs.....	<u>9782</u>

CHAPTER SIX: HOUSING & NEIGHBORHOOD DEVELOPMENT	10187
Existing Housing Framework	101 87
Housing Affordability	105 89
Housing and Neighborhood Development Programs	106 90
Housing and Neighborhood Development Goals, Objectives and Policies	106 90
Housing and Neighborhood Development Recommendations and Programs	108 92
CHAPTER SEVEN: ECONOMIC DEVELOPMENT	11195
Existing Economic Development Framework.....	111 95
Economic Development Goals, Objectives and Policies	115 98
Economic Development Recommendations and Programs	116 99
CHAPTER EIGHT: INTERGOVERNMENTAL COOPERATION	122105
Existing Regional Framework.....	122 105
Intergovernmental Cooperation Goals, Objectives and Policies.....	124 107
Intergovernmental Cooperation Recommendations and Programs	125 108
CHAPTER NINE: IMPLEMENTATION	129111
Plan Adoption	129 111
Implementation Recommendations.....	129 111
Plan Monitoring, Amendments, and Update.....	131 113
Consistency Among Plan Elements.....	133 115

INTRODUCTION

Located in south central Shawano County, the Town of Grant is a community that is characterized by rolling hills and valleys and rural living. The Town's central settlement of Caroline is located in a lovely valley. Along with fields, forests and the Embarrass River, the Town provides an attractive setting for its residents. The Town has experienced very limited growth over the recent years. Grant is dedicated to maintaining its rural setting and farming as a major economic activity and lifestyle, while promoting business development and tourism opportunities. This *Plan* is intended to present strategies to explore opportunities, address challenges, and help positively shape the Town's growth, development, and preservation over the next 20 years.



The Embarrass River enhances the Town's natural beauty.

PURPOSE OF THIS PLAN

This 2008 *Town of Grant Comprehensive Plan* is intended to:

- ♦ Identify areas appropriate for development and preservation over the next 20 years;
- ♦ Recommend types of land use for specific areas in the Town;
- ♦ Preserve agricultural lands, farming, and other natural features in the community;
- ♦ Identify needed transportation and community facilities to serve future land uses;
- ♦ Direct private housing and other investment in the Town; and
- ♦ Provide detailed strategies to implement plan recommendations.

This *Comprehensive Plan* is being prepared under the State of Wisconsin's comprehensive planning law, adopted in 1999 and contained in §66.1001, Wisconsin Statutes. This *Plan* meets all of the statutory elements and requirements. After 2010, only those plans that contain the nine required elements and were adopted under the prescribed procedures will have legal standing.

The remainder of this *Comprehensive Plan* is organized in nine chapters containing all of the required elements listed above. Each chapter begins with background information on the element (e.g., land use, transportation, economic development), followed by an outline of the Town's policy desires related to that element, and ends with detailed recommendations for the element. The final chapter (Implementation) provides recommendations, strategies, and timelines to ensure the implementation of this *Plan*.

GENERAL REGIONAL CONTEXT

Map 1 shows the relationship of the Town to neighboring communities in the region. The Town is located approximately 20 miles west of the City of Shawano and 10 miles east of the Village of Tigerton. The City of Marion is situated on Grant's southern border. Grant is bordered to the west by the Town of Fairbanks, to the north by the Town of Seneca, to the east by the Town of Pella, and to the south by the Town of Dupont in Waupaca County.

The Town is located roughly 50 miles northwest of Green Bay, roughly 45 miles northwest of Appleton, the largest of the Fox Cities, and 45 miles southeast of Wausau.

SELECTION OF THE PLANNING AREA

The Town of Grant encompasses approximately 36 square miles. The planning area includes all of the unincorporated land within the Town.

REGIONAL PLANNING EFFORT

This *Comprehensive Plan* was prepared concurrently with 25 other communities in Shawano County as part of a State-funded multi-jurisdictional planning process. In order to facilitate this, process participating communities in Shawano County were organized into three clusters for planning purposes. The Town of Grant is part of the Central Cluster, which is also comprised of the towns of Herman, Seneca, Pella, Red Springs and the Stockbridge-Munsee Native American Community. A County-wide comprehensive plan was also prepared as part of this planning effort.

MAP 1: JURISDICTIONAL BOUNDARIES

CHAPTER ONE: ISSUES AND OPPORTUNITIES

This chapter reviews demographic trends and background information necessary to understand recent changes in the Town of Grant. This chapter includes data on population, household and employment trends and forecasts, age distribution, educational attainment levels, and employment and income characteristics. It also includes overall goals and objectives to guide future preservation, development, and redevelopment over the 20-year planning period.

SUMMARY OF KEY ISSUES AND OPPORTUNITIES

- ♦ Limited past population growth and little growth anticipated over the planning period
- ♦ Addressing the needs of an aging population and workforce
- ♦ Retaining employment opportunities in the region
- ♦ Maintaining rural community flavor
- ♦ Revitalization and business opportunities in Caroline

POPULATION TRENDS AND FORECASTS

The Town of Grant experienced an overall increase in population of 2.2 percent between 1950 and 2000, from 953 residents to 974. Over this same time period, the State population increased by 56.2 percent, Shawano County by 24.8 percent and the East Central Region (Counties of Calumet, Fond du Lac, Green Lake, Marquette, Menominee, Outagamie, Shawano, Waupaca, Waushara and Winnebago) by 66.1 percent. As shown in Figure 1, declining populations during the 1960s and 1980s were outweighed by increases during the 1950s, 1970s and 1990s. ~~As shown in Figure 2, the growth rate for Grant since the 1970s (6.8 percent) is much less than the County (24.5 percent), the region (28.3 percent) and much less than the State (21.4 percent).~~

~~Figure 2 indicates that the more recent growth rate in Grant between 1990 and 2000 (3 percent) continued to be less than the County (9.4 percent), region (12.3 percent) and the State (9.6 percent). As a point of comparison, the two towns from the surrounding area that experienced growth rates most similar to Grant in the 1990s were Seneca (5.4 percent) and Herman (0.3 percent). Additionally, Figure 1 indicates a slight shift in population at the County level, moving away from towns and into villages or cities.~~

Formatted: Not Highlight

Formatted: Not Highlight

Formatted: Not Highlight

Formatted: Not Highlight

FIGURE 1: HISTORIC POPULATION OF AREA COMMUNITIES, 19750 – 201800

	1970	1980	1990	2000	2010	2018
Town of Grant	912	976	946	974	991	977
City of Shawano	6,488	7,013	7,598	8,298	9,305	9,175
City of Marion*	1,218	1,348	1,242	1,297	1,260	1,236
Village of Wittenberg	895	997	1,145	1,177	1,081	995
Town of Dupont*	645	615	634	741	738	728
Town of Fairbanks	631	608	600	687	616	595
Town of Herman	759	834	739	741	776	761
Town of Larrabee*	1,295	1,254	1,316	1,301	1,381	1,357
Town of Morris	411	447	453	485	453	447
Town of Pella	734	788	885	877	865	875
Town of Seneca	532	525	538	567	558	552
Town of Wyoming*	292	304	283	285	329	326
Shawano County	32,650	35,928	37,157	40,664	41,949	41,655
East Central Region**	475,090	511,033	542,712	609,438		
Wisconsin	4,417,731	4,705,767	4,891,769	5,363,675	5,686,986	5,813,568
<i>Shawano County Town Population</i>	<i>20,970</i>	<i>23,002</i>	<i>23,608</i>	<i>25,805</i>		
	<i>(64%)</i>	<i>(64%)</i>	<i>(64%)</i>	<i>(63%)</i>		
<i>Shawano County City and Village Population</i>	<i>11,680</i>	<i>12,926</i>	<i>13,549</i>	<i>14,859</i>		
	<i>(36%)</i>	<i>(36%)</i>	<i>(36%)</i>	<i>(37%)</i>		

Formatted Table

Formatted: Font: Bold

Formatted: Font: Bold

Formatted: Font: Not Bold

Formatted: Font: Not Bold

Source: Wisconsin Department of Administration, Census counts include Count Question Resolution Program Corrections 1970, 1980, 1990, 2000, 2010 Census, 2018 Final 1/1/2018 Estimate

*Waupaca County

** The East Central Region includes Calumet, Fond du Lac, Green Lake, Marquette, Menominee, Outagamie, Shawano, Waupaca, Waushara, and Winnebago Counties

Sources: U.S. Census of Population and Housing, 1950 – 2000; East Central Wisconsin Regional Planning Commission, 2004

Formatted: Indent: Left: 0", First line: 0"

FIGURE 2: POPULATION CHANGE (%), 1970 – 2018

	1970- 1980	1980- 1990	1990- 2000	1950- 2000 2010	1970- 2010 2018
Town of Grant	7.0	-3.1	3.0	1.72-2	-1.46-8
City of Shawano	8.1	8.3	9.2	12.140.8	-1.427.9
City of Marion*	10.7	-7.9	4.4	-2.946.0	-1.96.5
Village of Wittenberg	11.4	14.8	2.8	-8.234.7	-8.031.5
Town of Dupont*	-4.7	3.1	16.9	-0.4-0.4	-1.414.9
Town of Fairbanks	-3.6	-1.3	14.5	-10.31.3	-3.48.9
Town of Herman	9.9	-11.4	0.3	4.7-17.8	-1.9-2.4
Town of Larrabee*	-3.2	4.9	-1.1	6.15.2	-1.70.5
Town of Morris	8.8	1.3	7.1	-6.6-12.8	-1.318.0
Town of Pella	7.4	12.3	-0.9	-1.411.2	1.219.5
Town of Seneca	-1.3	2.5	5.4	-1.6-5.5	-1.16.6
Town of Wyoming*	4.1	-6.9	0.7	15.4-20.2	-0.9-2.4
Shawano County	10.0	3.4	9.4	3.224.8	-0.724.5
East Central Region	7.6	6.2	12.3	66.1	28.3
Wisconsin	6.5	4.0	9.6	6.056.2	2.221.4

Source: Wisconsin Department of Administration, Census counts include Count Question Resolution Program Corrections 1970, 1980, 1990, 2000, 2010 Census, 2018 Final 1/1/2018

Source: Wisconsin Department of Administration, U.S. Census of Population and Housing, 1970-2000

*Wapaca County

Formatted Table

Formatted: Font: Bold

Formatted: Font: Bold

Formatted Table

Formatted Table

Formatted Table

Formatted: Font: Not Bold

Formatted: Font: Not Bold

Figure 3 indicates that the Town of Grant's population is projected to grow minimally – with an increase of 2544 residents (1.4 percent) between 2005 and 2040. Actual future population change will depend on market conditions, attitudes about growth, and development regulations.

FIGURE 3: POPULATION FORECASTS, 2005 – 2040

	2020	2025	2030	2035	2040
Town of Grant	1,015	1,040	1,060	1,060	1,035
City of Shawano	9,665	10,020	10,330	10,410	10,300
City of Marion	1,280	1,295	1,305	1,275	1,225
Village of Wittenberg	990	960	920	865	790
Town of Fairbanks	610	615	615	600	575
Town of Herman	805	830	850	855	840
Town of Morris	465	475	480	475	465
Town of Pella	895	915	930	930	910
Town of Seneca	570	585	595	590	575
Shawano County	43,590	45,085	46,305	46,525	45,900
Wisconsin	6,050,080	6,203,850	6,375,910	6,476,270	6,491,635

25

	2005	2010	2015	2020	2025
Town of Grant	988*	987	994	998	1,002
City of Shawano	8,488	8,526	8,632	8,722	8,799
City of Marion	1,279*	1,256	1,230	1,202	1,174
Village of Wittenberg	1,152*	1,180	1,181	1,179	1,177
Town of Dupont	777*	783	801	816	831
Town of Fairbanks	706*	734	752	774	790
Town of Herman	755*	753	759	762	766
Town of Larrabee	1,371*	1,347	1,366	1,382	1,396
Town of Morris	502*	518	533	548	561
Town of Pella	907*	902	914	923	932
Town of Seneca	576*	587	596	603	611
Town of Wyoming	299*	284	284	282	281
Shawano County	42,029*	42,987	44,077	45,058	45,995
East Central Region	638,699*	667,636**	691,308**	714,939**	737,521**
Wisconsin	5,580,757*	5,751,470	5,931,386	6,110,878	6,274,867

* Estimates are from Wisconsin Department of Administration, 2005

** Estimates are from the East Central Wisconsin Regional Planning Commission, 2003

Source: Wisconsin Department of Administration, 2004

Source: Wisconsin Department of Administration, Population Projections, Vintage 2013

ADOPTED: AUGUST 4, 2008

DEMOGRAPHIC TRENDS

Figure 4 shows trends in the Town of Grant's age and sex distribution from 1990 to 2017, and compares these trends with the surrounding communities, the County and the State. The Town of Grant's median age is less than the County and similar to the State. The median age is also less than most of the surrounding towns. Figure 4 below shows those trends and the age and gender distribution of surrounding communities. In 2000 the percentage of the Town's population less than 18 years old (26.5 percent) was slightly greater than that of Shawano County's average (25.7 percent) and the State's (25.5 percent). This percentage decreased from 29.7 percent in 1990. The percentage of the population over 65 in 2000 (15.5 percent) has increased since 1990 (14.8 percent), and is greater than seven of the eight surrounding towns. This reflects trends in aging population that are being realized statewide.

FIGURE 4: AGE AND GENDER DISTRIBUTION, 2017

	<i>Median Age</i>	<i>18 & up (%)</i>	<i>65 & up (%)</i>	<i>Female (%)</i>	<i>Male (%)</i>
Town of Grant	40.8	76.7	16.8	49.8	50.2
City of Shawano	38.8	77.1	19.5	51.6	48.4
Village of Wittenberg	41.6	76.4	18.1	56.9	43.1
Town of Fairbanks	47.6	85.7	22.8	46.2	53.8
Town of Herman	40	73	16.4	48.2	51.8
Town of Morris	50.7	81.4	25.1	45.1	54.9
Town of Pella	51.5	85.2	25	48.2	51.8
Town of Seneca	51.5	82.7	27.8	49.6	50.4
Shawano County	44.9	78.2	20	49.8	50.2
Wisconsin	39.2	77.5	15.6	50.3	49.7

Sources: ACS 2013-2017 B01001 and B01002

FIGURE 4: AGE AND GENDER DISTRIBUTION, 2000

	<i>Median Age (2000)</i>	<i>Under 18 (1990), (%)</i>	<i>Under 18 (2000), (%)</i>	<i>Over 65 (1990), (%)</i>	<i>Over 65 (2000), (%)</i>	<i>Female (1990), (%)</i>	<i>Female (2000), (%)</i>
Town of Grant	38.4	29.7	26.5	14.8	15.5	47.8	47.5
City of Shawano	38.3	24.5	24.0	23.9	20.5	54.4	52.3
City of Marion	40.6	24.9	21.2	21.2	22.7	52.8	52.5
Village of Wittenberg	39.8	23.0	24.8	33.0	28.7	56.3	53.3
Town of Dupont	33.7	30.4	33.7	11.5	10.5	50.2	48.4
Town of Fairbanks	38.6	28.7	29.5	14.7	15.0	49.3	49.5
Town of Herman	38.1	30.2	27.4	13.8	13.9	49.4	49.9
Town of Larrabee	39.4	30.0	27.5	10.2	11.9	47.6	48.7
Town of Morris	38.6	27.8	25.4	17.9	13.4	46.6	46.8

	<i>Median Age (2000)</i>	<i>Under 18 (1990), (%)</i>	<i>Under 18 (2000), (%)</i>	<i>Over 65 (1990), (%)</i>	<i>Over 65 (2000), (%)</i>	<i>Female (1990), (%)</i>	<i>Female (2000), (%)</i>
Town of Pella	41.9	27.5	23.6	11.8	13.1	48.1	49.5
Town of Seneca	37.5	27.0	26.3	16.7	16.2	48.5	52.4
Town of Wyoming	40.1	26.1	22.5	15.9	13.7	47.0	44.9
Shawano County	38.5	26.9	25.7	18.0	16.8	50.1	50.1
Wisconsin	36	26.4	25.5	13.3	13.1	50.6	50.6

Source: U.S. Census of Population and Housing, 1990, 2000

As shown in Figure 5, the Wisconsin Department of Administration has predicted that the average age of Shawano County residents will continue to increase. The percentage of people aged 65 and older has been projected to increase from 16.8 percent in 2000 to 24.5 percent in 2030. Although a slight increase is predicted until 2010 for the segment of the population between the ages of 20 and 64, the overall percentage of the population in all age categories under 65 is projected to decrease by 2030. When compared to 2000 data, the population of people aged 65 or older is projected to almost double by 2030 while the other age groups will either decrease or increase at a more moderate rate. This suggests that the aging trend described previously is expected to continue. This will be an important planning consideration for Shawano County.

FIGURE 5: SHAWANO COUNTY AGE COHORT FORECASTS, 2000 TO 2030

<i>Year</i>	<i>Under 5</i>	<i>5-19</i>	<i>20-64</i>	<i>65+</i>
2000	2,500 (6.1%)	8,863 (21.8%)	22,454 (55.2%)	6,847 (16.8%)
2005	2,465 (5.9%)	8,729 (20.9%)	23,779 (56.9%)	6,842 (16.4%)
2010	2,530 (5.9%)	8,330 (19.4%)	24,909 (57.9%)	7,218 (16.8%)
2015	2,605 (5.9%)	8,185 (18.6%)	25,405 (57.6%)	7,882 (17.9%)
2020	2,658 (5.9%)	8,129 (18.0%)	25,488 (56.6%)	8,783 (19.5%)
2025	2,636 (5.7%)	8,261 (18.0%)	25,032 (54.4%)	10,069 (21.9%)
2030	2,564 (5.5%)	8,337 (17.9%)	24,297 (52.1%)	11,423 (24.5%)

Source: Wisconsin Department of Administration, 2004

HOUSEHOLD TRENDS AND FORECASTS

Figure 6 compares selected household characteristics in 2017 for the Town of Grant with surrounding towns, the County, and the State. Following a national trend, the average household size declined from 3.01 in 1990 to 2.86 in 2000. The average household size in all of Shawano County in 2000 was 2.57, a decrease from 2.64 in 1990. The average household size in Shawano County in 2017 was 2.45. 2.84 in the Town of Grant and 2.53 in Wisconsin. The Town's average household size is forecasted to decrease to 2.79 by 2010 and to 2.70 by 2020. These projected household sizes are used to project future housing unit demand in the community over the next 20 years and can be found in the Land Use chapter of this Plan.

FIGURE 6: HOUSEHOLD CHARACTERISTIC COMPARISONS, 2017

	<i>Total Households</i>	<i>Family Households</i>	<i>Single Households</i>	<i>Average Household Size (owned)</i>
Town of Grant	344	272	56	2.84
City of Shawano	4,023	2,095	1,715	2.39
Village of Wittenberg	449	242	171	2.18
Town of Fairbanks	271	173	83	2.32
Town of Herman	292	245	42	2.89
Town of Morris	164	116	42	2.15
Town of Pella	367	246	110	2.28
Town of Seneca	183	123	50	2.31
Shawano County	17,024	11,249	4,908	2.45
Wisconsin	2,328,754	1,481,526	675,580	2.53

Sources: ACS 2013-2017 B11016 and B25011

Formatted: Not Highlight

Formatted: Font: Bold

Formatted Table

Formatted: Font: Not Bold

Formatted: Font: Not Bold

Formatted: Font: Not Bold

Formatted: Font: Not Bold

Formatted: Font: Not Bold

FIGURE 6: HOUSEHOLD CHARACTERISTIC COMPARISONS, 2000

	<i>Total Housing Units</i>	<i>Total Households</i>	<i>Average Household Size</i>	<i>% Single person Household</i>
Town of Grant	390	340	2.86	19.1
City of Shawano	3,587	3,432	2.27	34.7
City of Marion	624	584	2.23	32.5
Village of Wittenberg	331	298	2.72	16.8
Town of Dupont	257	233	3.18	21.0
Town of Fairbanks	268	235	2.92	19.1
Town of Herman	300	269	2.75	19.0
Town of Larrabee	492	473	2.75	15.0
Town of Morris	217	181	2.68	20.4
Town of Pella	375	348	2.52	23.6
Town of Seneca	255	204	2.78	17.2
Town of Wyoming	151	111	2.57	21.6

	<i>Total Housing Units</i>	<i>Total House- holds</i>	<i>Average Household Size</i>	<i>% Single person Household</i>
Shawano County	18,317	15,815	2.57	24.9
Wisconsin	2,321,144	2,084,544	2.57	26.8

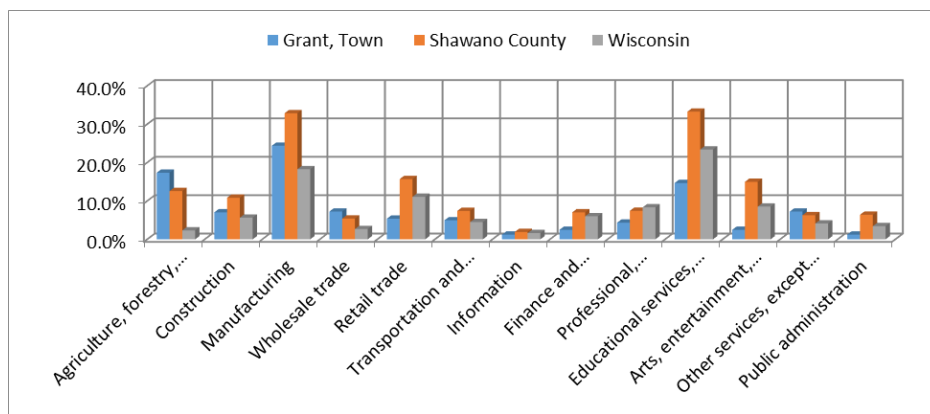
Source: U.S. Census of Population and Housing, 2000

EMPLOYMENT TRENDS

According to 2018 Census data, the majority of the 48,456 employed persons 16 and older living in the Town of Grant worked in manufacturing (24.7 percent), followed by industries related to agriculture, forestry, fishing, hunting, and mining (15.4 percent), and education services, health care and social assistance services (14.4 percent). The percentage of the Town's labor force employed in each sector from 2014-2018 is shown below:

Figure 7: Town of Grant Labor Force Characteristics, 2000

FIGURE 7: LABOR FORCE INDUSTRIES 2014-2018



Source: U.S. Census Bureau, ACS 2014-2018

Occupational Group	% of Labor Force
Manufacturing	24.7
Agriculture, Forestry, Fishing, Hunting, Mining	15.4
Education, Health, Social Services	14.4
Construction	8.2
Retail Trade	8.0
Entertainment, Recreation, Accommodation, Food Services	5.6
Transportation, Warehousing, Utilities	5.4
Finance, Insurance, Real Estate, Rental, Leasing	4.6
Professional, Scientific, Management, Administrative, Waste Management	3.6
Information	3.4
Wholesale Trade	2.4
Public Administration	0.4

Source: U.S. Census of Population and Housing, 2000

More current employment data is available at the County level. According to Wisconsin's Department of Workforce Development, the unemployment rate for Shawano County has increased from 3.5 in 2000 to 5.0 in 2004. Jobs in services increased the most from 1996 to 2001, increasing from 8,865 jobs in 1996 to 9,711

jobs in 2001. The County also experienced a significant amount of growth in government-related jobs, and a small amount of growth in goods-producing services, such as construction, mining, and durable goods manufacturing. More recently, in 2002 Shawano County experienced an overall decrease in employment caused mostly by declines in professional and business services, manufacturing, and trade, transportation and utilities. In 2003 an overall increase in employment was driven primarily by increases in financial activities, trade, transportation, and utilities, and education and health.

Overall, the total number of jobs provided in the County has remained fairly steady from 1997 to 2004, although a lack of consistent data reporting makes analysis uncertain.

EMPLOYMENT PROJECTIONS

Forecasting employment growth for establishments located *within* the Town of Red Springs is difficult because of the community's small number of employers. Employment statistics have been provided for Shawano County in Figure 8 from East Central Wisconsin Regional Planning Commission. The most significant expected increase in employment during this period is in Health Care/Social Assistance and Management of Companies and Enterprises. Government will continue to be largest employment sector with Health Care/Social Assistance projected to increase above Manufacturing as the second largest employment sector in the County.

FIGURE 8: SHAWANO COUNTY INDUSTRY EMPLOYMENT PROJECTIONS, 2018 – 2028

	<u>2018 Jobs</u>	<u>2028 Jobs</u>	<u>2018-2028 Change</u>	<u>2018 Total Earn- ings / Average Salary</u>
<u>Government</u>	<u>2,925</u>	<u>2,958</u>	<u>3%</u>	<u>\$47,454</u>
<u>Manufacturing</u>	<u>2,065</u>	<u>1,994</u>	<u>-3%</u>	<u>\$50,425</u>
<u>Health Care and Social Assistance</u>	<u>1,746</u>	<u>2,223</u>	<u>27%</u>	<u>\$39,263</u>
<u>Retail Trade</u>	<u>1,605</u>	<u>1,620</u>	<u>1%</u>	<u>\$29,323</u>
<u>Agriculture, Forestry, Fishing, Hunting</u>	<u>1,332</u>	<u>1,372</u>	<u>3%</u>	<u>\$38,946</u>
<u>Accommodation and Food Services</u>	<u>1,293</u>	<u>1,365</u>	<u>6%</u>	<u>\$14,332</u>
<u>Other Services</u>	<u>735</u>	<u>704</u>	<u>-4%</u>	<u>\$21,115</u>
<u>Construction</u>	<u>690</u>	<u>694</u>	<u>1%</u>	<u>\$44,767</u>
<u>Wholesale Trade</u>	<u>581</u>	<u>662</u>	<u>14%</u>	<u>\$55,446</u>
<u>Administrative Support, Waste Management, Remediation Services</u>	<u>371</u>	<u>413</u>	<u>11%</u>	<u>\$38,240</u>
<u>Finance and Insurance</u>	<u>347</u>	<u>353</u>	<u>2%</u>	<u>\$48,633</u>
<u>Transportation and Warehousing</u>	<u>308</u>	<u>269</u>	<u>-13%</u>	<u>\$42,901</u>
<u>Professional, Scientific, and Technical Services</u>	<u>262</u>	<u>280</u>	<u>7%</u>	<u>\$46,679</u>
<u>Arts, Entertainment, and Recreation</u>	<u>162</u>	<u>175</u>	<u>8%</u>	<u>\$14,707</u>
<u>Management of Companies and Enterprises</u>	<u>135</u>	<u>169</u>	<u>25%</u>	<u>\$75,337</u>
<u>Information</u>	<u>102</u>	<u>76</u>	<u>-25%</u>	<u>\$40,204</u>
<u>Educational Services</u>	<u>29</u>	<u>21</u>	<u>-8%</u>	<u>\$16,668</u>
<u>Real Estate, Rental, Leasing</u>	<u>27</u>	<u>22</u>	<u>-5%</u>	<u>\$29,763</u>
<u>Utilities</u>	<u>13</u>	<u>13</u>	<u>0%</u>	<u>\$147,328</u>

	<u>2018 Jobs</u>	<u>2028 Jobs</u>	<u>2018-2028 Change</u>	<u>2018 Total Earn- ings / Average Salary</u>
<u>Government</u>	<u>2,925</u>	<u>2,958</u>	<u>3%</u>	<u>\$47,454</u>
Total Jobs	14,868	15,524	4%	\$39,489

Source: 2018.2 – QCEW Employees, Non-QCEW Employees, and Self-Employed - FIMS Q2 2018 Data Set

Forecasting employment growth for establishments located within the Town of Grant is difficult because of the community's small number of employers. Shawano County employment projections provided by Woods & Poole Economics, Inc., a regional economic and demographics analysis firm, predict that the County's total employment to grow at a rate of 1.25 percent through the year 2030. This is shown in Figure 8. The most significant expected increase in employment during this period is in government jobs. In the year 2000, 12 percent of all Shawano County jobs were in government. By 2030 this percentage is projected to increase to nearly 30 percent. At the same time, the percentage of County employment in manufacturing, services, and farming is expected to decline slightly. Figure 9 shows that during the same time period jobs in manufacturing, services, and farming are each expected to provide 3 to 4 percent fewer jobs to workers in the County.

FIGURE 8: JOBS IN SHAWANO COUNTY, 1997—2004

	<u>1997</u>	<u>1998</u>	<u>1999</u>	<u>2000</u>	<u>2001</u>	<u>2002</u>	<u>2003</u>	<u>2004</u>
Manufacturing	2,423	2,426	2,302	2,383	2,275	2,189	2,200	2,329
Education, Health, Social Services	2,117	2,175	2,127	2,013	2,154	2,175	2,197	2,213
Retail Trade	1,572	1,576	1,611	1,598	1,556	1,491	1,562	1,572
Arts, Entertainment, Recreation, Accommodation, Food Services	1,826	1,884	1,980	1,923	1,935	1,952	1,879	1,840
Construction	±	471	495	487	513	522	523	508
Transportation, Warehousing, Utilities	613	604	522	517	512	482	446	290*
Finance, Insurance, Real Estate, Rent- al, Leasing	389	382	379	323	311	376	440	438
Public Administration	968	1,019	1,073	1,118	1,182	1,207	1,134	1,202
Professional, Scientific, Management, Administrative, Waste Management	451	523	568	297*	693	502	520	515
Wholesale Trade	437	432	451	454	419	442	437	612
Information	±	±	236	259	260	261	275	±
Total Jobs	10,796	11,492	11,744	11,372	11,813	11,599	11,613	11,519

* Incomplete or unavailable data

Source: Wisconsin Department of Workforce Development Annual Census of Employment and Wages

FIGURE 9: PROJECTED EMPLOYMENT, 2000—2030

	<u>Percent of Jobs in 2000</u>	<u>Percent of Jobs in 2015</u>	<u>Percent of Jobs in 2030</u>
Manufacturing	13.98%	11.15%	9.73%
Services	27.86%	22.13%	24.08%
Farming	9.32%	7.30%	5.53%

Government	12.48%	26.83%	29.23%
<i>Source: Woods and Poole Economics, Inc., 2004 State Profile</i>			

EDUCATION AND INCOME LEVELS

Educational attainment is the highest degree or level of school completed and is one component used to assess a community's labor force potential. Educational attainment often differs by ethnicity, access to higher education, employer expectations and socioeconomic status. Figure 9 compares the educational attainment of Grant residents to those from surrounding communities, the County and the State. According to the 2017 Census data, 84.6 percent of the Town's population age 25 and older had attained a high school level education or higher. This level is slightly less than the State's (85.4 percent) and but greater than the County's (81.5 percent) and greater than six out of the eight surrounding towns. Approximately 9.1 percent of this same population had attained a college level education (bachelor's degree or higher), less than the State (29 percent) and the County (15.8 percent). This is greater than three of the eight surrounding towns, while less than the County average (12.6 percent) and the State (22.4 percent).

FIGURE 9: EDUCATIONAL ATTAINMENT AND MEDIAN INCOME COMPARISONS

	<i>High School Graduate or Higher (%)</i>	<i>Bachelor's Degree or Higher (%)</i>	<i>1999 Median Household Income (\$)</i>	<i>2017 Median Household Income (\$)</i>
Town of Grant	84.6	9.1	40,583	59,167
City of Shawano	90.1	17	31,546	41,834
Village of Wittenberg	87.2	17.2	29,926	46,442
Town of Fairbanks	89.8	16.4	39,432	47,554
Town of Herman	93.9	11.3	40,375	56,957
Town of Morris	92.7	18	36,875	47,500
Town of Pella	92.4	11.3	40,188	55,781
Town of Seneca	89.5	6.8	38,750	44,125
Shawano County	91	15.8	38,069	51,751
Wisconsin	91.7	29	43,791	56,756

Source: U.S. Census of Population and Housing, 2000 & ACS 2013-2017 B15003 and B19013

FIGURE 10: EDUCATIONAL ATTAINMENT AND MEDIAN INCOME COMPARISONS

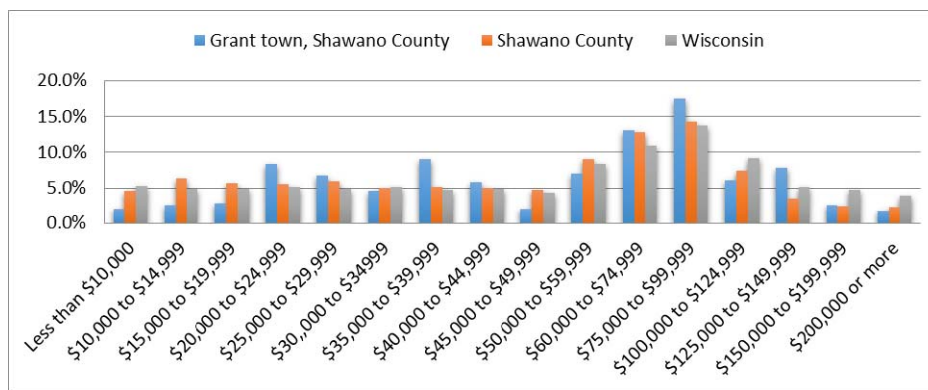
	<i>High School Graduate or Higher (%)</i>	<i>Bachelor's Degree or Higher (%)</i>	<i>Graduate or Professional Degree (%)</i>	<i>1989 Median Household Income (\$)</i>	<i>1999 Median Household Income (\$)</i>
Town of Grant	84.6	9.1	1.7	21,855	40,583
City of Shawano	80.4	18.5	6.0	21,610	31,546
City of Marion	83.5	9.3	2.9	22,059	32,344
Village of Wittenberg	70.5	14.1	2.5	21,078	29,926
Town of Dupont	70.9	5.8	0.5	25,089	33,854
Town of Fairbanks	72.4	9.4	1.4	22,273	39,432
Town of Herman	86.5	10.5	3.3	25,511	40,375

	<i>High School Graduate or Higher (%)</i>	<i>Bachelor's Degree or Higher (%)</i>	<i>Graduate or Pro- fessional Degree (%)</i>	<i>1989 Median Household In- come (\$)</i>	<i>1999 Median Household In- come (\$)</i>
Town of Larrabee	86.1	9.4	3.9	26,536	45,119
Town of Morris	80.6	11.0	3.4	22,361	36,875
Town of Pella	81.6	10.0	2.8	26,875	40,188
Town of Seneca	79.7	6.6	1.1	23,182	38,750
Town of Wyoming	78.9	11.3	4.2	27,292	41,429
Shawano County	81.5	12.6	3.9	23,841	38,069
Wisconsin	85.1	22.4	7.2	29,442	43,791

Source: U.S. Census of Population and Housing, 1990, 2000

Another measure of a community's economic well-being is average annual income. Per 2017 Census data, the 1999 median household income in the Town of Grant was \$59,167.40, which is greater than that of the County, State and most of the eight surrounding towns, but less than that of the State. The reported median household income in the Town increased by 85.746 percent from 1999 to 2017, while the State median income increased by 49.30 percent, and the median income in the County increased by roughly 260 percent. This increase was over twice the rate of inflation or cost of living index (as measured by the Consumer Price Index from the U.S. Department of Labor) for the State and the Midwest Region (approximately 33 percent). As shown in Figure 10, 25.17 percent of households in the Town reported an income between \$50,000 and \$74,999, and 22.13 percent between \$35,000 and \$49,999, 21 percent between \$25,000 and \$34,999, and 11 percent between \$10,000 and \$14,999. More information on income characteristics can be found in the Economic Development chapter.

FIGURE 10: EARNED INCOME DISTRIBUTION BY HOUSEHOLD



Sources: ACS 2013-2017 B19001 and B19013

Formatted: Not Highlight

Formatted: Not Highlight

Formatted: Not Highlight

Formatted: Not Highlight

Formatted: Not Highlight

Formatted: Not Highlight

Formatted: Not Highlight

Formatted: Not Highlight

Formatted: Not Highlight

Formatted: Not Highlight

Formatted: Not Highlight

Formatted: Not Highlight

Formatted: Not Highlight

Formatted: Not Highlight

Formatted: Not Highlight

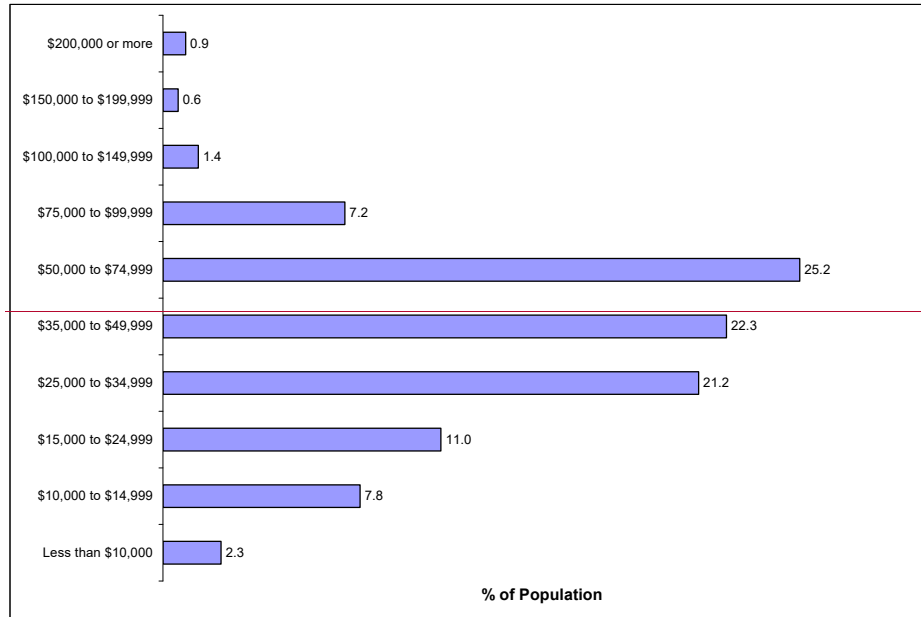
Formatted: Not Highlight

Formatted: Not Highlight

Formatted: Normal, Hyphenate

Formatted: Highlight

Formatted: Normal, Hyphenate



Source: U.S. Census of Population and Housing, 2000

SUMMARY OF PUBLIC PARTICIPATION

The Town's planning process was guided by several participation events and tools, in addition to regular meetings of the Town's Plan Commission. In order to facilitate large public meetings, participating communities in Shawano County were organized into three clusters. The Town of Grant is part of the Central Cluster, which is also comprised of the towns of Herman, Pella, Red Springs, and Seneca, as well as the Stockbridge-Munsee community.

Cluster Workshops

The following is a description of the results for the Town of Grant from each of the cluster workshops.

Cluster Meeting #1: Guiding Your Community Plan Direction

Several representatives from the Town participated in a workshop held March 4, 2006 – "Guiding Your Community Plan Direction." The purpose of this workshop was intended to help provide initial direction for the planning process.

Participants in the workshop were asked to summarize what they most value about their community. Responses for the Town of Grant included:

- ♦ The rural setting of hills and valleys
- ♦ Community cooperation and pride
- ♦ Recreational resources including the Embarrass River, hunting, fishing, and snowmobile trails
- ♦ High level of air quality
- ♦ Advantageous geographic location between Hwy 45 and Hwy 29

When asked to describe the most crucial trends affecting the Town, the most common responses included:

- ♦ Business and farm loss
- ♦ Tourist attraction
- ♦ Building revitalization

Based on the identification of individual “Hopes and Dreams” for the future of the community, the group established five key *Plan* directions. These included:

1. Maintain the rural setting of hills and valleys
2. Promote small business development and job growth
3. Maintain the farming community
4. Expand the tourism industry
5. Develop a comprehensive multi purpose trail system in the community

Attendees also worked together to provide information on a questionnaire to guide the preparation of all nine comprehensive planning elements.

Cluster Visioning Session

The Central Cluster Vision workshop was held on September 27, 2006. The group developed the following vision statement: “The central part of Shawano County has maintained a rural community setting. By controlling common sense development we have preserved and protected natural resources, air, water, and farmland, strong inter-governmental communication provided quality infrastructure; including good schools, roads, police, fire protection, emergency medical services, and health services.”

Cluster Workshop: Building Community Goals

The Central Cluster workshop – “Building Community Goals” - was held on December 12, 2006. Participants from the Town developed goals statements for each element of this *Plan* as well as ideas for accomplishing the goals as a group. These ideas were incorporated into the programs and recommendations of this *Plan*.

County Survey

In the fall of 2006, a County-wide survey was conducted as part of the Shawano Area Communities Comprehensive Planning Project. The purpose of the survey was to obtain input from residents and property owners on planning issues and preferred approaches to addressing those issues. The survey was sent to 9,993 households in Shawano County; 1,014 surveys were returned. This resulted in a response rate of 10%.

Survey responses were analyzed at the cluster level. The survey revealed that natural beauty, the preservation of natural features and the area’s rural character are important to residents in the Central Cluster. More than 7 out of 10 central cluster respondents indicated that the preservation of farmland, forest land, wetlands, surface water, ground water, scenic views, wildlife habitat, and lakes, rivers and streams is very important. Nearly 75% of respondents also strongly agree that maintaining rural character is important, 66% strongly agreed that their community should actively seek to protect the environment, and almost 50% of respondents listed “natural beauty” as one of the three most important reasons they chose to live in their area of Shawano County.

According to Central Cluster respondents, factors negatively affecting quality of life included too few economic opportunities. Just over 2/3 considered “increase in taxes” to be a concern facing area residents. “Loss of farmland”, “low wages”, “shortage of job opportunities,” and a “lack of businesses/shopping/services” were other top responses among a list of choices.

Almost 9 out of 10 respondents agreed that new development in their community should be thought out and planned by the community with property owner input.

Special Places Photo Exercise

In the early fall of 2006, members of the Plan Commission completed a “special places” photo survey to capture the Town’s defining character as seen from the eyes of residents. Commission members photographed the “special places” that capture this character. These photographs suggest places that Commission members

wish to preserve or see more of in the future. Members also photographed places that they felt hurt the character and appearance of the community, or types of places elsewhere that they did not wish to see in the community.

Of the 73 photos taken in the Town of Grant, 59 of them were of “good” or “special” places. These photos can be grouped into three main categories:

1. Civic structures and gathering places such as the Town Hall, the Caroline Lion’s Building, the Grant Fire Department, and the American Legion Hall.



2. Scenic natural landscapes that accentuate the Town’s rural identity.



3. Park and recreational areas such as Caroline pond, the American Legion Park, and the Caroline baseball diamond.

Photos of places that Commission members felt hurt the character of Grant included neglected residences (e.g., abandoned homes, unkempt yards); vacant businesses (e.g., no longer in use, buildings falling down); and unregulated junk and salvage yards.

Planning for Community Character Event

This awareness and education event, held January 30, 2007, was intended to help the County and local communities begin to consider the types of strategies related to land use and community character that they might like to include in their comprehensive plans. The presentation described proven strategies to help protect and retain small-town or community character in a rural setting. This event provided ideas in advance of the local community Land Use Workshops that were scheduled for February and March; some summary ideas from this event are also included in the Land Use Chapter.

Land Use Workshop

A meeting was held on March 1, 2007 to develop the Town's future land use map. This meeting included a discussion of the differences between zoning and land use planning as well as an overview of the trends that are influencing land use in the County. The workshop results were used as a basis for Map 5 Future Land Use in this *Plan*.

Cluster Meeting: "Sharing Future Land Use Maps"

In October 2007, the Town met with other communities in the Central Cluster. This meeting focused on sharing drafts of individual community draft future land use maps, and identifying possible approaches to resolve differences among them. The Town of Grant's draft Future Land Use map was generally compatible with those of neighboring communities. The workshop also included discussions of key plan implementation tools, such as zoning updates and intergovernmental agreements.

Open House and Public Hearing

Once the public review draft of this *Plan* is completed, the Town solicited local public comment. This included a formal public hearing, held before the Board, in advance of Board adoption of this *Plan*.

REGIONAL CONTEXT AND INFLUENCES

It is useful to step back and understand the forces and factors that shape the area's physical, economic, and social environment. This "Regional Influences" analysis considers both the assets and challenges of the County related to its position in the broader region. This analysis considers the County's proximity to growing metropolitan areas, commuting patterns, transportation, recreational resources, and the physical landscape as the key regional influences.

Growing Metro Areas

Activity and growth in the nearby metropolitan areas of the Fox Valley and Wausau have a direct impact on Shawano County. Proximity to these growing metro areas offers residents of the region a broader range of choices for housing, work, shopping and entertainment. Many residents prefer to live in the rural environment that Shawano County offers, while still having access to the jobs, shopping, and amenities offered by larger metro areas. From south-central Shawano County, the City of Wausau is a less than 45 minute drive. From the City of Shawano and other locations in the eastern half of the County, the cities of Green Bay and Appleton are within 45 minutes, with the upgraded Highway 29 providing relatively easy and reasonable access.

Commuting Patterns

The influence of nearby cities on Shawano County is readily apparent in commuting patterns. Of Shawano County's 19,667 member workforce, over 40% commuted outside of the County for work. Highway im-

GRANT'S OPPORTUNITIES

- ◆ Build off the unique character of Caroline to become a vibrant rural hamlet.
- ◆ Build the local economy on working forest and agricultural lands.
- ◆ Promote the Embarrass River as a recreational amenity tourism attraction.
- ◆ Encourage businesses catering to tourists and outdoor activities like fishing, paddling, etc.

provements have been one factor facilitating the ease of commuting for residents. Rising fuel prices will most certainly increase the costs of commuting, perhaps to the point where the costs of commuting outweigh the benefits for most people. This trend may prompt the need for more focused economic development efforts in Shawano County to build a stronger local employment base—with shorter commutes. Also, as telecommunication infrastructure expands, telecommuting will become a more prevalent influence.

Transportation Corridors

The County's position along major transportation corridors means that numerous travelers move through and near Shawano County. Highway 29 is the link between Green Bay and the Twin Cities and between many western Wisconsin locations and the Great Lakes. Recent and programmed future improvements to Highway 29 may create an even more efficient travel route, and will be of particular importance to the Town of Grant.

Highway 45 is a "pathway to the northwoods" from the Milwaukee and Chicago areas – particularly to northeastern Wisconsin and Michigan's Upper Peninsula. Positioned at the southern edge of the great northern forest, Shawano County is a gateway that provides access to nature-based tourism opportunities – including paddling and rafting on the Wolf River, cycling, and exploring National Forest land. Communities along Highway 45 are well-positioned to serve as outposts along this path. The County can develop economic strategies that will help capture commercial activity. Transportation planning is critical, as access control and interchanges will determine whether communities and the County and local communities will have the ability to capitalize on opportunities presented by travelers.

Gateway to Major State and National Recreational Resources

Not only a stop on the pathway to the northwoods, Shawano County offers abundant recreational amenities on its own – from the high-quality cold water trout streams in the western part of the County, the Wolf River, the Navarino Wildlife Area, numerous parks and natural areas, and several recreational trails. Overall, the area is already popular for hiking, fishing, boating, canoe and kayaking, whitewater rafting, bird-watching, ATV riding, snowmobiling, cross-country skiing – attracting a clientele attracted to a less developed tourism area.

Transition Landscape

Shawano County is positioned at the ecological transition between the agricultural landscape of southern and central Wisconsin and the forested landscape of northern Wisconsin. Its position at this transition zone creates an attractive rural landscape mosaic of farm fields and open spaces interspersed with dense forest stands. This transition landscape influences the aesthetics and recreational opportunities within the County and shapes the economic opportunities of the County and region, with both agriculture and forestry related economies remaining of great importance.



An example of the Town of Grant's landscape.

The transition landscape also shapes the economic opportunities of the County and region, with both agriculture and forestry related economies remaining of great importance. Agriculture provides jobs for over 3,600 residents of the County. Dairy is the largest component of the County's agricultural economy; milk is the top commodity comprising \$83 million in sales per year¹. Other ag-related businesses, particularly bio-technology related, are increasingly important to the County, such as the livestock genetics company CRI Genex. Primary and secondary forest products are also of critical importance to the County. Major employers include Tigr-ton Lumber, Owens Forest Products, Wisconsin Veneer and Plywood, and Komatsu Forest. Maple syrup is

¹ 2002 Census of Agriculture, County Profile for Shawano County, Wisconsin.

also an important forest-product commodity in the County. Like agriculture, the new “bio-economy” presents new and exciting opportunities for forestry as well. Dairy has traditionally been an important industry in the Town of Grant.

Shawano County’s landscape continues to evolve. Lands that have historically been most productive for agriculture are also under some of the greatest pressure for development. Also, over time forests and natural resources, as well as ownership patterns are increasingly fragmented. This results in a patchwork that can be more challenging to actively manage as “working lands.” Furthermore, removal of land from forest and other land management programs (e.g. Managed Forest Land) results in a reduction in the land available for recreational uses.

OVERALL GOALS

Each chapter of this *Comprehensive Plan* includes a set of goals, objectives, policies, and programs which will provide the vision and policy guidance that the Plan Commission, Town Board, Town residents, and other interested groups and individuals need to guide the future preservation and development of the Town of Grant over the next 20+ years.

Goals, objectives and policies are defined below:

- **Goals** are broad statements that express general public priorities about how the Town should approach development issues during the next 20+ years. These goals are based on key issues, opportunities and problems that affect the community.
- **Objectives** are more specific than goals and are usually attainable through planning and implementation activities. The accomplishment of an objective contributes to the fulfillment of a goal.
- **Policies** are rules or courses of action used to ensure *Plan* implementation and to accomplish the goals and objectives. The policies are intended to be used by decision-makers on a day to day basis.
- **Programs** are specific projects or services that are advised to achieve plan goals, objectives, and policies. Programs are sometimes included in the same list as “policies” and are sometimes included in the same section as “recommendations,” depending on the chapter.

Below is a list of goals to guide the future preservation and development in the Town of Grant over the 20-year planning period. Objectives, policies, and programs that forward these goals relevant to each element of this *Plan* are presented in subsequent chapters.

OVERALL GOALS

1. Protect and enhance the Town’s natural features and rural character.
2. Preserve agriculture as an economy and way of life.
3. Encourage new development and redevelopment within the Caroline sanitary sewer service area, and capitalize on the under-utilized infrastructure in the Caroline area.
4. Continue the Town’s intergovernmental service agreements for the provision of community services.
5. Promote economic development based on agriculture, agriculture-based businesses, locally-owned businesses, and tourism.
6. Identify and protect the Town’s cultural, historic and archeologically-significant resources.
7. Encourage age diversity and promote opportunities for young farmers and entrepreneurs.
8. Provide a wide-range of housing that is available to families of all income levels.
9. Maintain an attractive housing stock that is compatible with the Town’s rural character.

CHAPTER TWO: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

This chapter of the *Plan* contains background data, goals, objectives, policies, and recommended programs for agricultural preservation, natural resource conservation, and cultural resource protection.

AGRICULTURAL RESOURCE INVENTORY

Agriculture is a prominent land use in the Town of Grant, and is an important component of the Town's local economy, heritage, and character. It is also a way of life for many Town residents. The Town seeks to ensure that agriculture remains a significant land use activity in the Town. The character, location, and viability of farming in the Town are described below.

Character of Farming

Over the past 20 years, local trends in farming mirrored the region and the state, with an overall decline in the number of full time farm operators and a drop in average farm sizes (see Figure 11). Overall during this time period over the past two decades, the County experienced a decline in the number of full time farm operators and a drop in average farm sizes. While these statistics indicate a decline in agriculture in the County overall, some inconsistencies in the data suggest that differences in methodology or the criteria use to classify "farm use" may lead to under-reporting actual farmland acreage losses. For instance, while the acreage of active agricultural land has declined as a whole, the acreage of land in smaller "hobby" farms may be increasing. The market value of agricultural products sold per farm increased from \$81,188 in 1997 to \$88,816 in 2002.

AGRICULTURAL RESOURCES RECOMMENDATIONS SUMMARY

- ◆ Protect agricultural areas from the intrusion of non-farm development
- ◆ Promote the continuation of family farms
- ◆ Monitor large-scale livestock operations
- ◆ Collaborate with the County on updates to the County Zoning Ordinance to help facilitate agriculture

FIGURE 11: FARM CHANGES IN SHAWANO COUNTY, 1987-2017

	<i>Number of Farms</i>	<i>Number of Farms Lost / Gained</i>	<i>Land in Farm Use (Acres)</i>	<i>Average Farm Size (Acres)</i>
1987	1,631 ^a	=	326,323 ^a	200 ^a
1992	1,437 ^a	-194	297,984 ^a	207 ^a
1997	1,337 ^a 1,604 ^b	-100 ^c	297,840 ^a 270,478 ^b	223 ^a 169 ^b
2002	1,465 ^b	-139 ^d	270,534 ^b	185 ^b
2007	1,450	-15	271,718	187
2012	1,278	-172	261,141	204
2017	1,139	-139	247,241	217

^a Non-adjusted figure; this figure represents the old methodology for counting farms.

^b Adjusted figure; in 1997, the USDA revised its methodology for counting farms.

^c Calculated by comparing the non-adjusted figures from 1992 and 1997.

^d Calculated by comparing the adjusted figures from 1997 and 2002.

Source: USDA Census of Agriculture, 1987-2012 & www.nass.usda.gov/AgCensus

Formatted: Font: Copperplate Gothic Light

Formatted: Normal

Farms are located throughout Grant, and particularly prominent in the southern half of the Town. In 2000, approximately 20 percent of the Town's population lived on farms, and 15 percent of the adult population worked on farms, according to data provided from UW Program on Agricultural and Technical Studies (PATs). Dairy farming is an important part of the Town's history, landscape, and economy.

Over the past 20 years, local trends in farming mirrored the region and the state, with an overall decline in the number of full-time farm operators and a drop in average farm sizes (see Figure 12). Overall during this time period over the past two decades, the County experienced a decline in the number of full-time farm operators and a drop in average farm sizes. While these statistics indicate a decline in agriculture in the County overall, some inconsistencies in the data suggest that differences in methodology or the criteria use to classify "farm use" may lead to under-reporting actual farmland acreage losses. For instance, while the acreage of active agricultural land has declined as a whole, the acreage of land in smaller "hobby" farms may be increasing. The market value of agricultural products sold per farm increased from \$81,188 in 1997 to \$88,816 in 2002. Nonetheless, the Town had observed and is concerned about a decline in the number of dairy operations.

FIGURE 12: FARM CHANGES IN SHAWANO COUNTY, 1987-2002

	Number of Farms	Number of Farms Lost + Gained	Land in Farm Use (Acres)	Average Farm Size (Acres)
1987	1,631 ^a	-	326,323 ^a	200 ^a
1992	1,437 ^a	-194	297,984 ^a	207 ^a
1997	1,337 ^a ~ 1,604 ^b	-100 ^c	297,840 ^a ~ 270,478 ^b	223 ^a ~ 169 ^b
2002	1,465 ^b	-139 ^d	270,534 ^b	185 ^b

^a Non-adjusted figure: this figure represents the old methodology for counting farms.

^b Adjusted figure: in 1997, the USDA revised its methodology for counting farms. The new methodology is more accurate and, as a result, is able to count small farms that would not be counted using the old methodology.

^c Calculated by comparing the non-adjusted figures from 1992 and 1997.

^d Calculated by comparing the adjusted figures from 1997 and 2002.

Source: USDA Census of Agriculture, 1987-2002

Assessment of Farmland Viability

The Natural Resources Conservation Service groups soils based on their capability to produce common cultivated crops and pasture plants without deteriorating over a long period of time. These capability classifications are based on numerous criteria that include, but are not limited to, the soil's salinity, capacity to hold moisture, potential for erosion, depth, and texture and structure, as well as local climatic limitations (e.g. temperature and rainfall). Under this system of classification, soils are separated into eight classes. Generally, Class I and Class II soils are the best suited for the cultivation of crops.

Class I soils have few limitations that restrict their use. These soils can sustain a wide variety of plants and are well suited for cultivated crops, pasture plants, range lands, and woodlands. Class II soils have moderate limitations that restrict the types of plants that can be grown or that require simple conservation practices or soil management techniques to prevent deterioration over time. However, these practices are gen-



ADOPTED: AUGUST 4, 2008

erally easy to apply, and, therefore, these soils are still able to sustain cultivated crops, pasture plants, range lands, and woodlands.

Soils in Class III have severe limitations that, under natural circumstances, restrict the types of plants that can be grown, and/or that alter the timing of planting, tillage, and harvesting. However, with the application and careful management of special conservation practices, these soils may still be used for cultivated crops, pasture plants, woodlands, and range lands.

Soils in capability classes IV through VIII present increasingly severe limitations to the cultivation of crops. Soils in Class VIII have limitations that entirely preclude their use for commercial plant production.

Map 2 depicts the locations of Class I, II, and III soils in the Town of Grant. Generally, Class I and II soils are located in large areas throughout the Town.

Farmland Preservation Efforts

Productive agricultural land in the Town of Grant.

Town of Red Springs farmers can participate in several federal, state, and countywide programs and initiatives that are intended to preserve long-term farming activities. The 2002 Farm Bill reauthorized several federal programs. Funding for these programs may vary from year to year:

- The Conservation Reserve Program (CRP), which provides technical and financial assistance to eligible farmers and ranchers to address soil, water, and related natural resource concerns on their lands in an environmentally beneficial and cost-effective manner.
- The Wetland Reserve Program, which provides technical and financial support to help landowners with their wetland restoration efforts.
- The Wildlife Habitat Incentives Program, which provides both technical assistance and up to 75 percent cost-share assistance to landowners to establish and improve fish and wildlife habitat on their property.
- The Grazing Lands Conservation Initiative, which focuses on providing technical assistance to help new graziers begin using rotational grazing methods. Trained grazing specialists work one-on-one with farmers, developing grazing plans, including seeding recommendations, fencing and watering plans.
- The Environmental Quality Incentives Program (EQIP), which provides a voluntary conservation program for farmers and ranchers that promotes agricultural production and environmental quality as compatible national goals. EQIP offers financial and technical help to assist eligible participants install or implement structural and management practices on eligible agricultural land.
- In addition, the Wisconsin Department of Revenue offers an important farmland preservation program, the Farmland Preservation Credit Program. The Farmland Preservation Credit Program strives to preserve Wisconsin farmland by means of local land use planning and soil conservation practices and provides property tax relief to farmland owners. To qualify for the credit, farmland must be zoned for exclusive agricultural use or be subject to a preservation agreement between the farmland owner and the State. In order to be eligible for this program, all program participants must comply with soil and water conservation standards set by the State Land Conservation Board. The Town of Wittenberg does not have exclusive agriculture zoning. However, there are two remaining Farmland Preservation contracts in the Town that both expire in 2024.
- The Farmland Tax Relief Credit Program provides direct benefits to all farmland owners with 35 or more acres.

Town of Grant farmers can participate in several federal, State, and Countywide programs and initiatives that are intended to preserve long-term farming activities. The 2002 Farm Bill reauthorized several federal programs, including:

- The Conservation Reserve Program (CRP), which provides technical and financial assistance to eligible farmers and ranchers to address soil, water, and related natural resource concerns on their lands in an environmentally beneficial and cost-effective manner.

Formatted: Normal

- ◆ ~~The Wetland Reserve Program, which provides technical and financial support to help landowners with their wetland restoration efforts.~~
- ◆ ~~The Wildlife Habitat Incentives Program, which provides both technical assistance and up to 75 percent cost share assistance to landowners to establish and improve fish and wildlife habitat on their property.~~
- ◆ ~~The Grazing Lands Conservation Initiative, which focuses on providing technical assistance to help new grazers begin using rotational grazing methods. Trained grazing specialists work one on one with farmers, developing grazing plans, including seeding recommendations, fencing and watering plans.~~
- ◆ ~~The Environmental Quality Incentives Program (EQIP), which provides a voluntary conservation program for farmers and ranchers that promotes agricultural production and environmental quality as compatible national goals. EQIP offers financial and technical help to assist eligible participants install or implement structural and management practices on eligible agricultural land.~~

In addition, the Wisconsin Department of Revenue offers two important farmland preservation programs, the Farmland Preservation Credit Program and the Farmland Tax Relief Credit Program:

~~The Farmland Preservation Credit Program strives to preserve Wisconsin farmland by means of local land use planning and soil conservation practices and provides property tax relief to farmland owners. To qualify for the credit, farmland must be 35 acres or more and zoned for exclusive agricultural use or be subject to a preservation agreement between the farmland owner and the State. In addition, all program participants must comply with soil and water conservation standards set by the State Land Conservation Board. The Town of Grant does have exclusive agriculture zoning. In 2005 there were 29 claims for this credit in the Town, constituting a total of \$35,601 and an average credit of 1,228. It should be noted that claims for both of the Farmland Preservation Credit and the Farmland Tax Relief Credit are documented for the municipality in which the claimant lives, which may not be where the farm is actually located. County wide, this program has a 31 percent participation rate.~~

~~The Farmland Tax Relief Credit Program provides direct benefits to all farmland owners with 35 or more acres. The credit is computed as a percentage of up to \$10,000 of property taxes, with the maximum credit of \$1,500. In 2005, there were 54 claims for this credit in the Town, constituting a total of \$15,235 and an average credit of \$282.~~

AGRICULTURAL RESOURCE GOALS, OBJECTIVES AND POLICIES

Goal:

1. Preserve productive agricultural land for continued agricultural use.

Objectives:

1. Protect intensive farm operations from incompatible uses and activities.
2. Preserve the capacity of the most productive agricultural areas.
3. Preserve family farming as a viable occupation and lifestyle.
4. Work with the County and neighboring communities on collaborative efforts to protect farmland.

Policies:

1. Promote the continuation of agriculture in the Town through encouraging agricultural-related businesses, value-added agriculture, and other farm family business opportunities to supplement farm income.
2. Direct non-farming uses away from areas with productive agricultural soils through land use planning, enforcement of zoning, and other mechanisms.
3. Support efforts to monitor and regulate large-scale agricultural operations and to mitigate their impacts so that they do not negatively affect the environment or nearby land-owners.
4. Work with the County to develop animal density unit standards to be incorporated in future County zoning ordinance updates.
5. Control animal waste and manure spreading by providing farmers notification of applicable regulations.
6. Work with the County to explore and implement a Purchase of Development Rights program.

- ~~7. Encourage long-term farmers to enroll in the State's Farmland Preservation Program.~~
- ~~8. Cooperate with and support County-level animal unit density standards.~~
- ~~7.~~
- ~~8. Work with the County to update the County's Farmland Preservation Plan.~~
9. Work with the County on updates to the County zoning and subdivision ordinances to make available an option of conservation neighborhood design, which encourages clustered development to facilitate the preservation of larger contiguous tracts of agricultural land.
10. Require new development to require "right to farm" provisions, particularly where it is adjacent to agricultural areas.
11. Work with the County in implementing a Land Evaluation Site Assessment (LESA) system to evaluate development proposals and/or priorities for land preservation.

AGRICULTURAL RESOURCE RECOMMENDATIONS AND PROGRAMS

Expanding on the local planning policies listed above, the Town will pursue the following strategies to preserve the Town's farmland and agricultural economy:

Minimize Nonagricultural Development in Existing Farming Areas

A large amount of residential development in agricultural areas makes farming extremely difficult to continue. There are numerous conflicts between such uses, including, noise, odors, use of roads, and hours of operation. Further, the intrusion of nonagricultural uses in farming areas brings a sense of impermanence, which discourages further investment by remaining farmers. To avoid this situation, the Town advocates minimizing the amount of residential development in the Town's farming areas and has included most of the land in the Town under the *Agriculture and Resource Preservation* future land use category. Generally, this future land use category limits the density of new development to one new home per every thirty-five acres. Land use policies, programs, and recommendations related to protecting agricultural areas are included in the Land Use chapter.

Promote the Continuation of the "Family" Farm

- ~~• Working with UW-Extension and County staff to increase efficiency in farm operations, provide technical assistance including exploring alternative farming techniques (e.g., grazing), promote agricultural co-operatives, and provide advice on other financial and technical support opportunities.~~
- ~~• Promoting flexibility in zoning regulations to allow non-farm home businesses which have little to no impact on surrounding farm properties.~~
- ~~• Developing specialty agriculture, directed primarily to providing food and products for the local and regional market. On the demand side, Shawano County communities may work with local stores to promote sales of local products and help develop Farmers Markets. Strategies for family farms to promote value-added agriculture, directly market farm products to consumers, participate in the Agricultural Development Zone Program, and promote agricultural-based tourism are provided in the Economic Development chapter.~~

~~In Wisconsin, 99% of dairy farms are family-owned. The Town of Grant has noticed with concern that the number of dairy operations in the Town has been declining in recent years. Participants in the Town planning process expressed support for promoting the "family farm." Farmers, local governments, and the County have little control over the price for agricultural products, which are set by federal policy and price subsidies. However, interested parties can work locally on a variety of efforts to improve farm family income. These may include:~~

Formatted: Normal

- ◆ ~~Working with UW Extension and County staff to increase efficiency in farm operations, provide technical assistance including exploring alternative farming techniques (e.g., grazing), promote agricultural co-operatives, and provide advice on other financial and technical support opportunities.~~
- ◆ ~~Promoting flexibility in zoning regulations to allow non farm home businesses which have little to no impact on surrounding farm properties.~~
- ◆ ~~Developing specialty and value added agriculture, directed primarily to providing food and products for the local and regional market. On the demand side, work with local stores to promote sales of local products and help develop Farmers Markets. Strategies for family farms to promote value added agriculture, directly market farm products to consumers, and promote agricultural based tourism are provided in the Economic Development chapter.~~

“Buy Local, Buy Wisconsin”

The aim of the Buy Local, Buy Wisconsin program is to keep food dollars in Wisconsin communities, thereby helping local businesses, improving farm income, and expanding consumer access to healthy food. The program has the following objectives:

1. Develop, expand and enhance regional food markets for Wisconsin producers and processors
2. Increase consumer awareness and access to high quality locally produced foods
3. Expand regional agricultural tourism in Wisconsin

Through this program, Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP) will provide grants and technical assistance to farmers, community organizations, nonprofits, and businesses to develop regional food markets and food and culture tourism trails.

Support Efforts to Monitor and Regulate Large-Scale Livestock Operations

~~A growing number of dairy operations across the state have been expanding their herd size and modernizing their facilities to increase productivity and competitiveness. While promoting the continuation of agriculture is a priority in the Town and throughout the County, larger farms may raise concern among neighboring farmers, landowners, and residents because of the intensity of the operation and their impact on local roads, adjacent land uses and the environment. In particular, concerns over animal feedlots and waste storage facilities have driven the State and County to establish standards and procedures for regulating these types of uses.~~

~~All waste storage facilities, waste transfer systems, and agricultural performance standards & prohibitions are regulated under the Shawano County Livestock Waste Management Ordinance. Livestock facilities with more than 500 animal units are regulated and licensed under the Shawano County Livestock Facilities Licensing Ordinance. In addition, livestock facilities with more than 1,000 animal units are regulated under NR 243 by the DNR (Department of Natural Resources).~~

~~The ordinances are intended to:~~

- ◆ ~~Further the appropriate use and conservation of lands and water resources;~~
- ◆ ~~Regulate the location, construction, installation, alteration, design and use of animal feedlots and animal waste storage facilities;~~
- ◆ ~~Establish a procedure for the permitting of animal feedlots and waste storage facilities;~~
- ◆ ~~Minimize conflicts between municipalities, rural non-farm dwellings and agricultural operations; and~~
- ◆ ~~Protect agriculture's ability to grow and change.~~

~~A growing number of dairy operations across the state have been expanding their herd size and modernizing their facilities to increase productivity and competitiveness. While promoting the continuation of agriculture is a priority in the Town and throughout the County, larger farms may raise concern among neighboring farmers, landowners, and residents because of the intensity of the operation and their impact on local roads, adjacent land uses and the environment. In particular, concerns over animal feedlots and waste storage facilities have driven the State and County to establish standards and procedures for regulating these types of uses.~~

Formatted: Normal

Recognizing the importance of providing standards to guide the siting and operation of feedlots and waste storage associated with livestock operations in the County, Shawano County adopted an Animal Waste Management Ordinance in 2006. Among the purposes of the ordinance are to:

- ♦—Further the appropriate use and conservation of lands and water resources;
- ♦—Regulate the location, construction, installation, alteration, design and use of animal feedlots and animal waste storage facilities;
- ♦—Establish a procedure for the permitting of animal feedlots and waste storage facilities;
- ♦—Minimize conflicts between municipalities, rural non-farm dwellings and agricultural operations; and
- ♦—Protect agriculture's ability to grow and change.

Shawano County's ordinance requires animal feedlots and/or animal waste storage facilities to obtain the appropriate type of permit depending on the size of the existing/proposed operation and the zoning district in which the operation is located. The types of County permits required include the following:

- ♦—Land Use Permit: required for animal feedlots with between 1 and 249 animal units. An animal unit is not the same as the number of animals on a farm. A conversion factor is used for each animal type (beef, dairy, swine) and maturity (mature or immature) to determine animal units. For instance, a mature dairy cow is equal to 1.4 animal units.
- ♦—Animal Waste Management Permit: required for animal waste storage facilities for between 1 and 249 animal units when constructing new or modifying existing waste storage facilities, change in location and construction, and ownership; also required for all operations between 250 and 499 animal units.
- ♦—Conditional Use Permit: required for new or existing animal feedlots with greater than 499 animal units. Operations with more than 1000 units also require a Wisconsin Pollutant Discharge Elimination System (WPDES) permit from the Wisconsin Department of Natural Resources (see more information on this below).

As referenced above, the State of Wisconsin has rules in place for the siting of new or the expansion of existing livestock operations with 1,000 or more animal units. The WisDNR requires concentrated animal feeding operations with 1,000 or more animal units to obtain a permit. This permit is called a Wisconsin Pollutant Discharge Elimination System (WPDES) Concentrated Animal Feeding Operation permit (CAFO)—or a WPDES-CAFO permit. These permits are designed to ensure that farm operations choosing to expand to 1,000 animal units or more use proper planning, construction, and manure management practices to protect water quality from adverse impacts. The State has established the following performance standards for such operations:

FIGURE 13: LARGE-SCALE LIVESTOCK PERFORMANCE STANDARDS

<i>Performance standard (Type of standard covered)</i>	<i>Conservation Initiatives</i>
Control soil erosion to meet tolerable soil loss (T) calculated by RUSLE 2. (Cropland)	Install contour farming, cover and green manure crop, crop rotation, diversions, field windbreaks, residue management, strip-cropping, and terrace systems. Related runoff controls: critical area stabilization, grade stabilization structures, sinkhole treatment, water and sediment control basins, waterway systems.
Construct, maintain and close manure storage facilities to prevent manure overflows and leaks. (Livestock operations and facilities)	Meet Natural Resource Conservation Service (NRCS) standards for construction, maintenance, and closure using technical standards: 313 (waste storage facility), 360 (closure of waste impoundments), 634 (manure transfer standard).
Divert clean water from feedlots. (Livestock operations and facilities within Water Quality Management Areas)	Install diversions, roof runoff systems, subsurface drains, and underground outlets.
Enforce manure management prohibitions	a. Design and construct facilities to technical standards, maintain facilities including adequate freeboard, repair or replace facilities, as needed.
a. No overflow from manure storage facilities.	b. Relocate manure piles, construct manure storage facilities.
b. No unconfined manure stacks within the Water Quality Management Area.	c. Install barnyard runoff control systems, including diversions, milking center waste control systems, relocating or abandoning animal feeding operations, roof runoff systems, sediment basins, subsurface drains, underground outlets, water and sediment control basin, wastewater treatment strips, well decommissioning. For manure storage facility runoff, see (b.) above.
c. No direct runoff from feedlots and manure storage facilities.	d. Install access roads and cattle crossings, animal trails and walkways, critical area stabilization, livestock fencing, livestock watering facilities, prescribed grazing, riparian buffers, stream bank and shoreline protection.
d. No unlimited access of livestock to shore land that prevents maintenance of adequate sod cover. (Livestock operations and facilities)	
Control nutrient runoff into waters of the state. (Cropland)	Develop and follow an annual nutrient management plan for applying fertilizer or manure. Base plans on soil tests conducted by Department of Agriculture Trade and Consumer Protection certified laboratory. Become qualified to prepare plan or use qualified planners. Apply nutrients according to UW-Extension recommendations for crops. Install additional conservation or management practices to reduce nutrient loading.

The Town supports both the application and enforcement of the Shawano County Animal Waste Management Ordinance and the above State requirements to ensure that the impacts of large-scale livestock operations do not degrade the environment or disturb neighboring uses, and outlines the management of animal units, odor, waste and nutrients, waste storage facilities, runoff, and animal mortality.

As part of providing the required documentation to comply with the County Animal Waste Ordinance or State WPDES CAFO standards, the Town will require that the landowner submit a site plan for any proposed operation of over 500 animal units for local review. This site plan should demonstrate how the landowner intends to mitigate traffic impacts, nuisance issues, and manure storage and water quality impacts associated with this large-scale operation as outlined in the County and/or State rules. The landowner should meet with the County Zoning Administrator, County Land and Water Conservation staff, and Town Plan Commission or Board to discuss the submitted site plan. The site plan should include all information required per the County Animal Waste Management Ordinance, as well as the information as required for the WPDES CAFO permit application, as applicable.

Work with the County to Develop Animal Unit Density Standards

Agriculture is an important component of the character and economy of the Town of Grant. In addition to larger family farming operations, “hobby farms” are also prevalent in the Town and throughout the County. In order to continue the keeping of farm animals and hobby farm animals in a manner which allows for reasonable numbers of animals, the Town intends to work with the County to establish animal unit density standards in each zoning district where farm animals are allowed. This effort would help to avoid nuisances, undesirable odors, and other negative impacts on neighboring properties; protect human and animal health; satisfy the needs of animals for exercise space; and protect water quality.

As an implementation step to its Comprehensive Plan, the County will consider adopting an animal unit density standard, which is a measure that represents a common denominator for the purpose of defining in what quantity farm animals may be kept. The County’s zoning ordinance could include specific animal unit limitations in each of the zoning districts, particularly for smaller lots where animals are kept as a hobby.

It is also recommended that animal owners manage manure and other waste responsibly. An animal unit density standard assures that land uses that keep or maintain animals provide and continuously maintain land available for animal exercise and nutrient (manure) management.

MAP 2: SOIL SUITABILITY FOR AGRICULTURE

NATURAL RESOURCE INVENTORY

Understanding the extent and location of the Town's natural features suggests possible advantages for particular land uses. It is also essential to understand the location of environmentally sensitive areas where development is not appropriate. This will prevent severe developmental or environmental problems that may be difficult or costly to correct in the future. Maintenance of these natural features is also important for community appearance and for the functions they perform for natural communities. Map 3 depicts the Town's environmentally sensitive areas and key natural resource areas, some of which are described in more detail below.

Topography

The topography in the Town of Grant was shaped over 10,000 years ago by Wisconsin's most recent period of glacial activity. The landscape is characterized by gently rolling moraines and drumlins that were formed by material deposited along the edges of the ice sheet during the glacier's retreat, resulting in the hills and valleys that define the Town.

Metallic and Non-Metallic Minerals

Glacial deposits consist of soil, subsoil, sediment, sand, gravel, and/or stone and are characterized by a variety of depths and patterns throughout the Town. The Town's glacial deposits provide valuable non-metallic minerals such as sand and gravel that are used for road construction, housing, and commercial developments. Three active sand or gravel mining operations are located in the Town of Grant.

Currently, there are no active metallic mining activities anywhere in Shawano County because metallic minerals are not present in high quantities. However, there are some limited deposits of copper and other base metals in the northwestern portion of Shawano County.

Groundwater

Groundwater is comprised of the portion of rainfall that does not run off to streams or rivers and that does not evaporate or transpire from plants. This water percolates down through the soil until it reaches the saturated zone of an aquifer. Groundwater supplies all of the water for domestic, commercial and industrial uses in the Town of Grant, and the majority of the Town's residents rely on private wells for their water supply.

The quality of groundwater in the Town is generally good. However, groundwater contamination is of concern due to the characteristics of the bedrock and surficial geology found in some parts of the Town. Areas with permeable soils and a high water table are the most susceptible to contamination from specific land uses. The majority of the Town of Grant's groundwater is at least moderately susceptible to contamination. Some areas in the central portion of the Town are highly susceptible to contamination.

In rural areas, the most common groundwater contaminant is nitrate-nitrogen, which can come from improperly functioning on-site wastewater systems, animal feedlots, livestock waste facilities, sludge and septage application, lawn and agricultural fertilizers, and decaying plant debris. Information on well water quality can be found on the Center for Watershed Science and Education website. The interactive well water quality viewer show levels of several contaminants for counties and Towns.

In rural areas, the most common groundwater contaminant is nitrate-nitrogen, which can come from improperly functioning on-site wastewater systems, animal feedlots, livestock waste facilities, sludge and septage application, lawn and agricultural fertilizers, and decaying plant debris. A 2002 report by the Central Wisconsin Groundwater Center found that 8.9 percent of private wells tested in Shawano County have levels of nitrate-nitrogen over the health standard (10 mg/liter). Nitrate-nitrogen is a potential human health threat, particularly for infants. This contaminant has been known to cause the condition methemoglobinemia, which

NATURAL RESOURCES

RECOMMENDATIONS SUMMARY

- ◆ Direct development away from environmental corridors
- ◆ Protect groundwater quality and quantity
- ◆ Preserve and enhance surface water quality, particularly in the Embarrass River
- ◆ Support woodland management efforts
- ◆ Promote natural resources as a draw for tourism

interferes with the blood's ability to carry oxygen. This same report indicated that 15.3 percent of private wells sampled in Shawano County tested positive for fecal coliform bacteria, which indicates that fecal wastes may be contaminating the water and that pathogenic organisms could be present. In addition, arsenic has been identified in groundwater, particularly in the eastern part of Shawano County.

Watersheds and Surface Waters

The Town of Grant is mostly located within the Middle and South Branch Embarrass River Watershed, with the northeastern corner located in the North Branch and Mainstem Embarrass River Watershed, and the southern-most portion located in the Pigeon River Watershed. All three watersheds are located within the Wolf River Basin, which drains over 3,600 square miles and portions of eleven counties in northeastern Wisconsin. The Wolf River, which traverses the County east of Grant, is the Basin's most significant water resource. Currently, the Basin faces many challenges to its overall ecological health, including non-point source water pollution, the loss of shoreland habitats, and the presence of various exotic invasive species.

The Embarrass River is the most prominent water body in the Town of Grant. This river flows through the west central and northwestern part of the Town and eventually empties into the Wolf River. A dam located in Caroline forms Caroline Pond. The Pigeon River is a tributary to the Embarrass, located in the southwest portion of the Town. There are also several small lakes and ponds scattered throughout Grant.



Floodplains

The Federal Emergency Management Agency (FEMA) designates floodplains. These are areas predicted to be inundated with flood waters in the 100-year storm event (e.g., a storm that has a 1 percent chance of happening in any given year). Development within floodplains is strongly discouraged so as to property damage.

Map 3 shows the 1,413 acres of land in the Town classified as floodplain. Floodplain areas in the Town are located primarily along the Embarrass River, and its tributaries. The Shawano County Floodplain Ordinance regulates land uses and development within designated floodplain areas. The National Flood Insurance Program maps produced by the FEMA should be referenced for official delineation and elevations of floodplain boundaries.

Wetlands

According to the Wisconsin DNR's Wetland Inventory Maps, wetland habitats comprise approximately 3,945 acres (17 percent) of the Town's total land area, not including small tracts of wetland that are less than five acres. Approximately 77 percent of these wetlands are forested. Wetland ecosystems play significant roles in maintaining the quality of groundwater and surface water and provide valuable habitats for fish, birds, and other wildlife. The majority of wetlands are located along the Embarrass River and the North Branch of the Pigeon River. The Shawano County Shoreland/Wetland Ordinance regulates the filling or modification of wetlands over five acres within 300 feet of navigable streams and 1,000 feet of lake and ponds.

Ecological Landscapes

An ecological landscape is defined as a region characterized by a unique combination of physical and biological attributes, such as climate, geology, soils, water, or vegetation. Different ecological landscapes offer distinct management opportunities based upon their levels of biological productivity, habitat suitability for wildlife, and presence of rare species and natural communities. The eastern half of the Town of Grant is within Wisconsin's Northern Lake Michigan Coastal Landscape, characterized by large coastal marshes and embayments, conifer swamps, and large rivers such as the Embarrass River. The western half of the Town is within the Forest Transition Landscape, characterized by small, fragmented forests and numerous small lakes and streams. Understanding the distinct attributes of each of these landscapes will be important when identifying future land management and land use goals.

Woodlands

The Town of Grant is located within Wisconsin's northern forest zone, which is characterized by a mixture of coniferous and deciduous forest types. Typical tree species include Hemlock, Beech, Spruce, Cedar, Tamarack, Sugar Maple, Yellow Birch, and White and Red Pine. Dense hardwood forests and timber stands are more characteristic of the western portion of Shawano County. The Town of Grant's woodlands include both coniferous and deciduous species.

As of 2007, there were 4,392.743-562.86 acres of privately-owned woodland in the Town enrolled in Wisconsin's Managed Forest Law (MFL) Program. This program is intended to promote sustainable forestry practices and is available to landowners with 10 or more contiguous acres of forestland. Participating landowners must agree to abide by a forest management plan. In exchange, their land is taxed at a rate below the State average.

Formatted: Not Highlight

Formatted: Not Highlight

Steep Slopes

As shown on Map 5, steep slopes exceeding a 12 percent grade are scattered throughout most of the Town. Generally, slopes that have between 12 and 20 percent grade present challenges for building site development, and slopes that exceed a 20 percent grade are not recommended for any disturbance or development.

Rare Species Occurrences/Natural Areas

Wisconsin's Natural Heritage Inventory program maintains data on the general location and status of rare, threatened, or endangered plant and animal species and natural communities and species and communities of special concern. According to this inventory, the Town of Grant has at least 3 animal species, 1 plant, and 1 natural community that are included in one of these categories. More specific information on location and type of species is available from the State's Bureau of Endangered Resources.

State Natural Areas/Wildlife Areas

There are no State Natural Areas or Wildlife Areas located in the Town of Grant.

NATURAL RESOURCE GOALS, OBJECTIVES AND POLICIES

Goal:

1. Protect unique natural features, including wetlands, lakes, groundwater, woodlands, wildlife habitats, open spaces, and other resources.

Objectives:

1. Protect surface water and shoreline quality within the Town of Grant, especially related to the Embarrass River.
2. Direct development away from environmentally sensitive areas – particularly wetlands, floodplains, and sensitive soils.
3. Minimize the clearance and removal of forested areas and woodlands in the Town, and promote Best Management Practices associated with harvest of woodlands.
4. Promote the Town's exceptional natural resources and beauty as a draw for tourism.

Policies:

1. Protect environmental corridors (shown on Map 5) as a composite of the Town's most sensitive natural areas, including wetlands, floodplains, and steep slopes, especially adjacent to future development areas.
2. Protect groundwater quality through the proper placement of new on-site wastewater treatment systems, maintenance of older systems, and avoiding an over-concentration of both new and old systems in one place.
3. Protect surface water quality (lakes, rivers, wetlands), particularly the Embarrass River, by supporting streambank management, natural shoreline restoration, erosion control, river clean-up initiatives, proper agricultural practices, stormwater management, and use of vegetated buffers.

4. Work with the County, neighboring Towns, and WisDNR on the protection and enhancement of the Embarrass River and other natural resources.
5. Minimize forest and open space fragmentation through supporting woodland management (e.g. encouraging Managed Forest Land, Best Management Practices)
6. Work with the County to encourage the prohibition of holding tanks for new development throughout Shawano County.
7. Monitor dam maintenance, repair, removal and impoundment draw-down proposals in the Town.
8. In conjunction with the State, the County, and the Town of Pella, develop an emergency action plan for the Caroline Dam.
9. Encourage soil conservation practices related to agricultural activities, forest products, and other development.
10. Cooperate with WisDNR efforts to carefully review proposals for mineral extraction operations, or the reclamation of existing mineral extraction sites.

NATURAL RESOURCE RECOMMENDATIONS AND PROGRAMS

Expanding on the planning policies listed above, this section of the *Plan* provides specific recommendations for conserving the Town's environmentally sensitive areas, woodlands, surface and ground water quality, and natural habitat areas.

Protect Environmental Corridors

Environmental corridors are a composite of important individual elements of the natural resource base. They have immeasurable environmental, ecological, passive recreational, stormwater management, groundwater protection and recharge, erosion control, wildlife, timber, and scenic value. Environmental corridors also have severe limitations for development; therefore, minimizing development in these areas also protects private property. Environmental corridors generally occur in a linear (corridor) pattern on the landscape (see Map 5 for *Environmental Corridor* delineations). Environmental corridors include the following areas:

- Wisconsin DNR-identified wetlands as mapped in the Wisconsin Wetlands Inventory and subject to existing zoning control. This layer may not include all wetlands that are subject to State and/or federal disturbance rules. Protection from development should be provided to these areas (also shown on Map 2) as well as those identified through more detailed field surveys to preserve the significant natural functions that wetlands provide.
 - Federal Emergency Management Association (FEMA) designated floodplains subject to existing zoning control. These general floodplain delineations represent the areas potentially subject to the 100-year flood. All areas subject to flooding are not necessarily reflected in mapped floodplains (or within the environmental corridor delineation). The Town intends to help protect areas within the 100-year floodplain as shown on Flood Insurance Rate Maps and more detailed surveys from development to avoid damage to property and the health, safety and welfare of the community.
 - Lands with steep slopes of 12 percent or greater. Due to the instability of these soils and erosion concerns, development (including buildings and driveways) on these steep slopes is not advisable.
-
- ♦ ~~Wisconsin DNR-identified wetlands as mapped in the Wisconsin Wetlands Inventory and subject to existing zoning control. This layer may not include all wetlands that are subject to State and/or federal disturbance rules. Protection from development should be provided to these areas (also shown on Map 2) as well as those identified through more detailed field surveys to preserve the significant natural functions that wetlands provide.~~
 - ♦ ~~Federal Emergency Management Association (FEMA) designated floodplains subject to existing zoning control. These general floodplain delineations represent the areas potentially subject to the 100-year flood. All areas subject to flooding are not necessarily reflected in mapped floodplains (or within the environmental corridor delineation). The Town should protect areas within the 100-year floodplain as~~

~~shown on Flood Insurance Rate Maps and more detailed surveys from development to avoid damage to property and the health, safety and welfare of the community.~~

- ~~♦ Lands with steep slopes of 12 percent or greater. Due to the instability of these soils and erosion concerns, development (including buildings and driveways) on these steep slopes is not advisable.~~

New development should generally be discouraged in environmental corridors. Development types should be limited to those which will not impair the resource, and which are compatible to existing and proposed uses on surrounding lands. New homes and other buildings should not be placed in these areas if other, more appropriate, building sites are available outside the environmental corridor. Sensitivity to surrounding natural resources should be the guiding principal when reviewing the appropriateness of development in mapped environmental corridors. The Town will encourage developers to minimize the “footprint” of any construction in corridor areas.

The environmental corridors depicted in Map 5 are necessarily general and should be used to identify general areas where development may not be appropriate. Lands within that designation may be removed under one or more of the following circumstances:

- More detailed study reveals that the characteristic(s) which originally resulted in its designation as an environmental corridor no longer exists, never existed, or exists in a different location or configuration on the site, or
- Approvals from appropriate agencies are granted to alter a property so that the characteristic which resulted in its classification as an environmental corridor will no longer exist, or
- A mapping error has been identified.
- ~~♦ More detailed study reveals that the characteristic(s) which originally resulted in its designation as an environmental corridor no longer exists, never existed, or exists in a different location or configuration on the site, or~~
- ~~♦ Approvals from appropriate agencies are granted to alter a property so that the characteristic which resulted in its classification as an environmental corridor will no longer exist, or~~
- ~~♦ A mapping error has been identified.~~

Protect Surface Water Quality

Shorelands are defined by the State and Shawano County to include all lands within 300 feet of a stream or river and 1,000 feet from a lake or pond. Within these areas, the types and intensity of development allowed are limited and special regulations regarding clearance of natural vegetation, structures, and water run-off are established to protect surface water quality.

The Town has significant surface water resources such as the Embarrass River, which supports diverse wildlife.

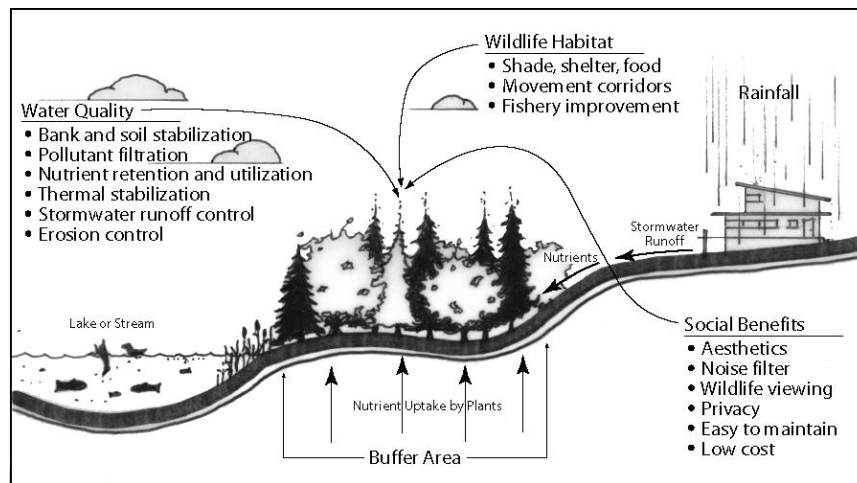
As development in the Town occurs, construction site erosion control and ongoing stormwater management will be important issues. Although water quality in the Mainstem Embarrass River watershed is generally good, soil erosion can quickly compromise this water quality. Unmanaged construction sites are one of the greatest contributors to off-site sediment runoff. Under State law, construction site erosion control plans are required for all sites over 1 acre in area. The Town intends to



The Embarrass River.

work to promote ongoing stormwater management for subdivisions and other larger projects. Techniques include natural drainage swales, retention and detention basins, rain gardens on individual lots, and vegetative buffers adjacent to water bodies and other sensitive resources (see Figure 14). These techniques control the quantity and improve the quality of water run-off during storms. Again, these techniques are critical in shoreland areas and may serve as important within groundwater recharge areas.

FIGURE 14: BENEFITS OF VEGETATIVE BUFFERS



The Town intends to focus on preserving surface water quality in existing high-quality watersheds and improving water quality in watersheds with the greatest water quality problems currently and in the future. Therefore, continued water quality assessment will be critical. To maintain and improve the stability in streams, creeks, and the Embarrass River, the Town should work cooperatively with the County and WisDNR. In cooperation with the County, the Town intends to seek funds from State programs designed to assist in efforts to protect and enhance surface water quality in key areas, including:

- The WisDNR Targeted Runoff Management Program, which provides financial assistance to communities to either construct best management practices themselves or contract with individual landowners to install such practices.
- The WisDNR River Protection Grant Program, which aims to prevent the deterioration of water quality, fisheries habitat, and natural beauty as the number of homes, recreational activities, and other uses increases along rivers. Grant dollars may be used for river organization development; information and education; assessments of water quality, fish, and aquatic life; nonpoint source evaluations; purchase of land or easements; development of local ordinances; and habitat restoration.
- ◆ ~~The WisDNR Targeted Runoff Management Program, which provides financial assistance to communities to either construct best management practices themselves or contract with individual landowners to install such practices.~~
- ◆ ~~The WisDNR River Protection Grant Program, which aims to prevent the deterioration of water quality, fisheries habitat, and natural beauty as the number of homes, recreational activities, and other uses increases along rivers. Grant dollars may be used for river organization development; information and education; assessments of water quality, fish, and aquatic life; nonpoint source evaluations; purchase of land or easements; development of local ordinances; and habitat restoration.~~

Protect Groundwater Quantity and Quality

Groundwater is the source for nearly all of the Town's drinking water supply. If groundwater is removed from an aquifer more quickly than it is recharged, the amount of water available in the aquifer is reduced. This may be of particular concern where water tables are dropping from groundwater use in portions of the Town with high concentrations of dwelling units. In addition, groundwater recharges local rivers and streams. For these reasons, groundwater protection is critical. The Town supports several efforts to protect groundwater quality and quantity, including the following:

- Minimize new development in areas susceptible to groundwater contamination. Most of the Town is highly susceptible to groundwater contamination due to the condition of its soils (thin, sandy) and fractured bedrock. This is strong rationale for limiting the location of commercial or other uses with the potential to emit pollutants into the soil or groundwater. Examples of the types of uses that should be limited include gas stations or other uses that store fuel or other potential contaminants.
- Ensure the proper placement and maintenance of on-site waste disposal (septic) systems. Improper placement and maintenance, particularly of both old systems and chemical and biological treatment systems allowed under the new "COMM 83" law, can result in groundwater contamination. In addition, an over-concentration of on-site septic systems can increase the probability of groundwater pollution. On-site system recommendations are addressed more completely in the Utilities and Community Facilities chapter.
- Remain informed and involved in decisions pertaining to high-capacity wells. Permits for high capacity wells (those withdrawing more than 100,000 gallons per day) must be registered with and permitted by WisDNR. The DNR will not approve wells that impair public water utility supplies, and has authority to deny applications for high-capacity wells should they have the potential to adversely affect the environment. Wells drawing more than 2 million gallons per day are evaluated in terms of whether they impair public water rights, future water use plans, or cause adverse groundwater effects. Should potential new sites be proposed in Red Springs over the planning period, the Town will strive to remain informed and involved in any WisDNR decisions regarding high-capacity well decisions. One way to stay involved in through regular communication and providing public comment during Environmental Impact Statement review periods. The Town could also consider participating in cooperative groundwater management plans with municipalities, industries, local and regional planning agencies, and State agencies where appropriate, should special groundwater protection priority areas be delineated in the future.
- ♦ ~~Minimize new development in areas susceptible to groundwater contamination. In portions of the Town more highly susceptible to groundwater contamination, the Town should consider limiting the location of commercial or other uses with the potential to emit pollutants into the soil or groundwater. Examples include gas stations or other uses that store fuel or other potential contaminants. In Grant, such limitations should be considered in the north-central part of the Town.~~
- ♦ ~~Ensure the proper placement and maintenance of on-site waste disposal (septic) systems. Improper placement and maintenance, particularly of both old systems and chemical and biological treatment systems allowed under the new "COMM 83" law, can result in groundwater contamination. In addition, an over-concentration of on-site septic systems can increase the probability of groundwater pollution. On-site system recommendations are addressed more completely in the Utilities and Community Facilities chapter. This is of concern in areas of the Town not served by public sanitary sewer.~~
- ♦ ~~Remain informed and involved in decisions pertaining to high-capacity wells. Permits for high capacity wells (those withdrawing more than 100,000 gallons per day) must be registered with and permitted by WisDNR. The DNR will not approve wells that impair public water utility supplies, and has authority to deny applications for high-capacity wells should they have the potential to adversely affect the environment. Wells drawing more than 2 million gallons per day are evaluated in terms of whether they impair public water rights, future water use plans, or cause adverse groundwater effects. Should potential new sites be proposed in Grant over the planning period, the Town would like to remain informed and involved in any WisDNR decisions regarding high-capacity well decisions. One way to stay involved in through regular~~

~~communication and providing public comment during Environmental Impact Statement review periods. The Town will consider participating in cooperative groundwater management plans with municipalities, industries, local and regional planning agencies, and State agencies where appropriate, should special groundwater protection priority areas be delineated in the future.~~

Support Woodland Management Efforts

The Town's woodlands are an important component of the area's landscape and character, as well as the recreational base and rural economy. These woodlands provide timber revenues to private landowners and abundant recreational opportunities for both residents and visitors. Development located near and within the Town's woodlands should be planned and sited in a manner compatible with maintaining the Town's woodlands as scenic and economic resources.

As a method to preserve this important natural resource over the planning period, the Town will encourage private landowners to participate in the State's Managed Forest Land (MFL) Program. Adhering to a forest management plan—prepared for each piece of MFL-enrolled property—is a requirement of the program. There are a significant number of Town of Grant property owners with lands enrolled in this program at the time this *Plan* was adopted who should be encouraged to continue their participation.

In general, before any logging activities commence in the Town of Grant, the Town will encourage the private landowner or contractor to prepare a forest management plan. The forest management plan, covering activities from road construction, timber harvesting and site preparation, should use WisDNR's Best Management Practices (or BMPs). BMPs help to reduce erosion to ensure long term woodland maintenance, and promote their economic utilization. WisDNR has cost-sharing assistance for plans written by a consulting forester, or assisted by the regional WisDNR forester.

The WisDNR also administers funding to encourage stewardship and sound management of privately owned forested lands. These include forest stewardship grants and incentives supporting technical assistance, informational and educational materials; plans for practices that protect, maintain, and enhance forest resources including wetlands, lakes and streams; tree planting and stand improvement; soil and water protection; and other habitat enhancements.

As an alternative or in addition to the above strategies, landowners engaged in active forestry practices may also consider creating forest cooperatives.

WisDNR provides information on preventative measures and strategies to mitigate wildfire damage. This *Plan* includes several strategies to prevent or minimize any major wildfire damage:

- ~~Address issues related to access, road and property fire number identification, and overall road circulation to properly respond to wildfire~~
- ~~Encourage preventative measures that could be used around a private lot and home to mitigate wildfire damage and spreading, such as selective thinning around structures.~~
- ~~Enhance local preparedness for wildfire by preparing the appropriate facilities and services~~
- ◆ ~~Address issues related to access, road and property fire number identification, and overall road circulation to properly respond to a wildfire.~~
- ◆ ~~Encourage preventative measures that could be used around a private lot and home to mitigate wildfire damage and spreading, such as selective thinning.~~
- ◆ ~~Improve local emergency preparedness for wildfires by engaging appropriate facilities and services in planning~~

Carefully Review Proposals for Mineral Extraction Sites and Enforce Reclamation

In 2007 there were three mineral extraction operations in the Town. Over the planning period, the Town will remain aware of and carefully review any proposal for additional or expanding extraction activity. Mineral resources have potentially significant economic, community, and environmental impacts. Wisconsin now has

administrative rules on the reclamation of nonmetallic mines (NR 135), but not many aspects of their operation. The Town will work with the County to require that applications for approval of extraction operations present a clear picture of proposed activities, through submittal of a complete description, a detailed site/operations plan map(s), and a reclamation plan.

In the Town, each operator is required to submit a site plan of existing conditions, operations, and reclamation. In its review of proposals for mineral extraction operations, the Town intends to consider the following issues:

- The site will be developed and operated according to the site/operations plan.
- Spraying of the site and driveways should be considered to control dust.
- On-site bulk fuel storage and appropriate places for fueling of equipment (e.g., above the water table) should be addressed to minimize the potential for groundwater contamination.
- Access should only be through services points designated as entrances on the site/operations plan.
- Hours of operation may be limited if the extraction site is close to residential properties.
- Expectations for any blasting, drilling, screening and hours should be clearly understood.
- If blasting or drilling is requested, additional standards may be applied with relation to frequency, noise and vibration levels, notice to neighbors, pre-inspection of neighboring basements and wells, and claims procedures.
- Unless the extraction site is very inaccessible, it should be completely enclosed by a safety fence or maintained at a gentle slope.
- The petitioner should have to furnish a certificate of insurance before operations commence. The Town must be listed as an "additional named insured" on the liability insurance policy.
- Provisions for the upgrade, repair, and maintenance of Town roads may be appropriate. Posting a bond for such work may be required.
- Require a site rehabilitation and reclamation plan.

In the case of inactive sites, or sites anticipated to become inactive over the planning period, the Town will work with the operation to require a proper reclamation plan is prepared and followed. The Town may intend these areas for different land uses over the planning period.

- ◆ ~~The site will be developed and operated according to the site/operations plan.~~
- ◆ ~~Spraying of the site and driveways should be considered to control dust.~~
- ◆ ~~Requirements of a buffer area protecting an adjacent land uses, restricting operations from occurring within 100 feet of a property line and restricting accessory buildings within 100 feet. Berms of a sufficient height, width and mass should be used for screening operations from neighboring land uses.~~
- ◆ ~~On-site bulk fuel storage and appropriate places for fueling of equipment (e.g., above the water table) should be addressed to minimize the potential for groundwater contamination.~~
- ◆ ~~While excavation is in progress, the operator shall take effective steps to control erosion of all disturbed land surface areas—including planting, mulching, screening, stabilization, or other cover.~~
- ◆ ~~Require each operator to prevent any surface water or seepage from damaging the cut face of any excavations of the slope face of a hill. Operators should also drain any surface waters that are or might be concentrated as a result of a fill or excavation to a natural watercourse.~~
- ◆ ~~Access should only be through services points designated as entrances on the site/operations plan.~~
- ◆ ~~Hours of operation may be limited if the extraction site is close to residential properties.~~
- ◆ ~~Expectations for any blasting, drilling, screening and hours should be clearly understood.~~

- ♦ ~~If blasting or drilling is requested, additional standards may be applied with relation to frequency, noise and vibration levels, notice to neighbors, pre-inspection of neighboring basements and wells, and claims procedures. Maximum permissible noise levels for a site shall be no louder than 90 decibels at the nearest dwelling unit.~~
- ♦ ~~Unless the extraction site is very inaccessible, it should be completely enclosed by a safety fence or maintained at a gentle slope. Fencing should be provided around any site being actively mined.~~
- ♦ ~~Evaluation of impact of increased traffic volumes is required.~~
- ♦ ~~The petitioner should have to furnish a certificate of insurance before operations commence. The Town should be listed as an "additional named insured" on the liability insurance policy.~~
- ♦ ~~Provisions for the upgrade, repair, and maintenance of Town roads may be appropriate. Posting a bond for such work may be required.~~
- ♦ ~~Require a site rehabilitation and reclamation plan.~~

~~In the case of inactive or sites anticipated to become inactive over the planning period, the Town will work with the operator to require a proper reclamation plan is prepared and followed. The Town may intend these areas for different land uses over the planning period. See the Land Use chapter for more details.~~

MAP 3: NATURAL FEATURES

CULTURAL RESOURCE INVENTORY

The Town of Grant and the entire region was once home to the Menominee and Chippewa Native American tribes. They hunted and fished the rivers and lakes of this region for hundreds of years prior to the arrival of the Europeans. In 1673 French Jesuit priest Jacques Marquette and Jean Nicolet journeyed through the County, but did not settle. Samuel Farnsworth came to the region in 1843 via the Wolf River and realized the potential for lumbering. A year later Charles Wescott established a sawmill at the location of a beaver dam on the Shawano Lake Creek which leads to the Wolf River. On the November 10, 1845, the first steam-powered boat, *The Manchester*, arrived at what is now the City of Shawano on the Wolf River.

CULTURAL RESOURCES RECOMMENDATIONS SUMMARY

- ◆ Identify and protect historic structures
- ◆ Promote heritage tourism based on the cultural attributes of the Town
- ◆ Cooperate with County-wide historical and archeological surveys
- ◆ Protect scenic beauty and rural character

By 1851 logging had spread out from the Shawano area to other rivers that flowed into the Wolf. In 1853 the population of the region had grown to 254 inhabitants and “Shawanaw” County was established as a separate County from sections of Oconto and Outagamie Counties. The name Shawanaw comes from the Native American Sha-wa-Nah-Pay-Sa which meant “lake to the south” in Menominee and Chippewa; the current spelling was adopted in 1864. As the community grew and the land was cut-over, Germans came in large numbers to clear the land of stumps, drain the swamps, and establish farms that remain to this day. Joining these European pioneers were also Bohemians, Norwegians, Irish, and, to a lesser degree, English and French immigrants. While lumbering still played a small part in the economy after 1900, the primary economy was dairy farming and associated industries.

Each generation of residents has added to the cultural, religious, and architectural flavor of the region. Preservation of these historic and cultural resources fosters a sense of pride, improves quality of life, and provides an important feeling of social and cultural continuity between the past, present, and future. The following sections describe the Town of Grant’s significant historic and archeological resources.

Historic Resources

The Wisconsin Historical Society’s Architecture and History Inventory (AHI) contains data on a wide range of historic properties throughout the State – such as round barns, cast iron bridges, commercial buildings, school houses, and turn-of-the-century homes – that create Wisconsin’s distinct cultural landscape. The AHI includes 22 documented properties in the Town of Grant. Listed properties include the William Ebert House, the Gustave Zuse House, the August Popendorf Barn, and several other homes and barns. Figure 15 contains a complete list of properties included on the AHI inventory. There are no properties in the Town listed on the National or State Historic Registers of Historic Places.



Churches are a cultural resource in the Town.

FIGURE 15: TOWN OF GRANT ARCHITECTURE AND HISTORY INVENTORY*

NAME OF PROPERTY	LOCATION OF PROPERTY
1) Buettner F & S Feed Mill / Total Image	Fire No. N3647 Cty Hwy G, Caroline
2) Radke / Knight Machine shed 1925	W13235 Hwy 45
3) Ebert / Radke / Mielke barn 1900	W13235 Hwy 45
4) Wilhelm Ebert / Radke / Knight house	1885 W13235 Hwy 45
5) Wegner / Gendron / Ulmer house 1895	N2976 Wegner Rd.
6) Wegner / Gendron / Ulmer barn 1925	N2976 Wegner Rd.
7) Gustav Zuse / Henselin house 1890	W13836 Hwy 45
8) Pockat / Riege / Stuhr barn 1900	Razed
9) Pockat / Riege / Stuhr barn 1910	Razed
10) Pockat / Riege / Adams / Stuhr / Drefahl house 1885	W13855 Hwy 45
11) Riege / Durkey house 1905	Razed
12) Dillenberg / Aderman house 1940	N3270 Bernitt Rd.
13) Trantow / Stuhr barn 1905	W13930 Hwy 45
14) Trentow / Stuhr house 1890	W13930 Hwy 45
15) Poppendorf / Wegner / Drefahl barn 1910	W14149 Hwy 45
16) Gruenberg / Breitenfeldt house 1930	W14334 Hwy 45
17) Gruenberg / Breitenfeldt grainery 1880	W14334 Hwy 45
18) Roever house 1925	W14399 Hwy 45
19) Minniecheske house 1920	W14494 Hwy 45
20) Minniecheske / Behreandt house 1905	W14498 Hwy 45
21) Minniecheske / Behreandt barn & grainery 1880	W14498 Hwy 45
22) Romberg Road bridge	Razed/removed

*Source: Wisconsin State Historical Society, with local verification

Archeological Resources

There are nine archeological sites within the Town of Grant designated by the Wisconsin State Historical Society. These sites include cemeteries/burial sites, effigy mounds, and campsites/villages. All human burial sites, including cemeteries and Indian mounds, are protected under State law. The National Historic Preservation Act of 1966 requires federal agencies to insure that their actions do not adversely affect archeological sites on or eligible for listing on the National Register of Historic Places. Archeological sites can be protected during the course of State agency activities if the sites have been recorded with the Office of the State Archeologist.

CULTURAL RESOURCE GOALS, OBJECTIVES AND POLICIES

Goal:

1. Preserve cultural, historic, and archeological sites and the scenic character of the Town.

Objectives:

1. Identify and promote the preservation of key historic resources in the Town.
2. Balance the preservation of the historic character of Caroline with revitalization and new development.
3. Maintain the winding, lightly traveled roadways that contribute to the Town's scenic character and recreational opportunities.
4. Preserve blocks of agricultural land, woodlands, river corridors, wetlands, and open space that contribute to the Town's rural way of life.

Policies:

1. Encourage the cultural development of Caroline as the Town's activity hub through sponsoring community events, accommodating community-serving commercial uses, and encouraging business development or expansion. Potential new housing proposed nearby will enhance these efforts.
2. Encourage private landowner voluntary protection and rehabilitation of historic and archaeological sites.
3. Consider participating in a countywide survey of historic resources.
4. Continue membership in the Shawano County Historical Society and working with the Society to identify historic sites and items (e.g. documents and photographs).
5. Preserve the character of Caroline through careful consideration of the quality and quantity of new residential and non-residential development.
6. Work with other communities to promote "heritage tourism" (e.g. local festivals, fairs, recreation, farm tours) that celebrate the heritage and rural setting of Shawano County.
7. Support local organizations and their annual special events, such as Caroline Lions and "Colorama."

CULTURAL RESOURCE RECOMMENDATIONS AND PROGRAMS

Expanding on the local planning policies listed above, the Town of Grant desires to preserve and celebrate its important cultural resources by pursuing the following strategies:

Protect and Rehabilitate Known Historic and Archeological Sites

This chapter identifies known historic and archeological sites that are included in the Wisconsin Archeological Site Inventory (ASI) or State Historical Society databases. Archeological sites in the Town of Grant are predominantly cemeteries. There are also some rock features considered to be archeological resources. Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from intentional disturbance. The Town will make a specific request to the State Historical Society for more detailed information when a development proposal is offered on land in an area where a historic or archeological site has been mapped.

Promote Heritage Tourism

The Town should work with other communities to promote tourism opportunities that celebrate and take economic advantage of the area's historic, archeological, scenic and natural resources. This type of tourism—often called "Heritage Tourism"—will become increasingly popular as the baby boom generation eases into retirement. Heritage tourism may focus on museums and cultural centers, vibrant rural communities, historic architecture, historic settlement patterns, and the Town's natural amenities – like the Embarrass River. Agricultural tourism highlighting both traditional agriculture and organic farms has also been successful in the State, such as seasonal farm events with maple sugaring, pumpkin patches, sleigh rides, corn mazes or tours of organic farms. The Town's annual "Colorama" event is a great example of the type of event that it intends to promote.

Community Design, Park, Open Space, and Recreational Resources

Scenic beauty is a very important cultural resource in the Town of Grant. There are numerous local areas that offer expansive views of the landscape, key landmarks (e.g., hills and valleys), and bodies of water. Areas identified as having high scenic value through the special places photo exercise include the Embarrass River, hills, valleys, wetlands, and open spaces and agricultural land – including its parks, businesses, homes, and boat landings.

New development should be designed, located, and landscaped in a manner that does not detract from these scenic views. The Housing and Neighborhood Development chapter provides additional guidance on minimizing the visual impact of development.

The planning goals, objectives, policies, maps and programs related to park, open space, and recreational resources in Town of Grant are presented in the Utilities and Community Facilities chapter. Goals, objectives, policies, maps, and programs related to community design are presented in the Land Use, Housing, and Economic Development chapters.

**Cooperate with a Comprehensive Survey of Historic and Archeological Resources**

Very little of Shawano County's total land area has been surveyed for the presence of archaeological sites and cemeteries, and there has never been a comprehensive survey of historic resources in Shawano County. At least as many historic or archeological sites are lost to ignorance of their significance than to intentional acts. The Town will consider cooperating with the Shawano County Historical Society, Shawano County and other local governments on a countywide survey of historic and archeological resources.

CHAPTER THREE: LAND USE

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs to guide the future preservation and development of land in the Town of Grant. It includes maps showing existing land uses and recommended future land uses, and provides land use data, analysis, and advice.

LAND USE RECOMMENDATIONS SUMMARY

- ◆ Promote a balanced development pattern consistent with the rural character of the Town.
- ◆ Direct new residential and business development to the Caroline area.
- ◆ Preserve contiguous blocks of agricultural and open land and natural resources.

EXISTING LAND USE

Existing Land Use Map Categories (Map 4)

Map 4 divides existing land uses in the community into several categories. These categories are representative of existing (2018~~06~~) land use and do not necessarily reflect the current zoning district designation, or the desired future land use pattern. This same set of categories was used to map existing land uses over the entire County.

Public Open Space and Recreation: Publicly-owned land designated as State parks, scenic areas, or conservation areas; County parks or recreation areas; town, city, or village parks; or other recreational facilities open to the public and owned by public entities, non-profit agencies, or private owners (e.g. golf courses, campgrounds).

Agriculture: ~~Agricultural and related uses; associated home occupations and small family businesses which do not interfere with the interests of adjacent property owners; agricultural related businesses such as implement dealerships and feedmills; and housing at low densities usually a maximum of one residence per 35 acres. Agricultural and related uses; associated home occupations and small family businesses which do not interfere with the interests of adjacent property owners; agricultural related businesses such as implement dealerships; and housing at a maximum density of one residence per 35 acres:~~

Open Space and Forestry: Forestry and related uses; conservation of natural resources - swamps, marshlands, river and lakeshore, wildlife preserves; associated home occupations and small family businesses which do not interfere with the interests of adjacent property owners; and housing low densities (usually 1 residence per 35 acres or less).

~~at a maximum density of one residence per 35 acres.~~

Residential (Unsewered): Mainly single-family housing, served by individual on-site waste treatment (septic) systems.

Residential (Sewered): Mainly single-family housing, potentially with groupings of two or more duplexes, generally at a density greater than 1 residence per acre, and served by a public sanitary sewer system or a group on-site waste treatment system.

Mixed Residential: Variety of residential units, including single-family, duplex and multiple-family housing (3+ unit buildings), manufactured home parks, and mobile home parks, served by a public sanitary sewer system or group on-site waste treatment system.

Commercial: Indoor commercial, retail, service, tourism-oriented, office, and institutional, uses, excluding manufacturing, warehousing, and distribution.

Industrial: Indoor manufacturing, warehousing, distribution, and office uses, sometimes with outdoor storage areas.

Mineral Extraction: Current use as a quarry, gravel pit, clay extraction, peat extraction, and related land uses.

Community Facilities: Large-scale public buildings, hospitals, airports, power substations, and special-care facilities.

EXISTING LAND USE PATTERN

An accurate depiction of the Town's *existing* land use pattern is the first step in planning for a desired *future* land use pattern. The existing (201806) land use pattern is shown in Map 4.

The Town's land use pattern is primarily characterized by large areas of agriculture, open space, and forestry. Concentrations of residential development are located in the unincorporated community of Caroline, near the center of the Town, and in the north central portion along the Middle Branch of the Embarrass River. There are no large areas of existing commercial or industrial development. Instead, small areas of this type are scattered near Caroline and are located within the City of Marion bordering the Town to the south. A small mineral extraction operation is also found northeast of Caroline.

FIGURE 16: EXISTING LAND USE TOTALS, 201806

Land Use	Acres	Percent
Agriculture	2,127,404	39.44%
Open Space and Forestry	12,830,424	53%
Public Open Space and Recreation	12	< 1%
Residential (Unsewered)	427,380	2%
Mixed Residential	320	< 1%
Commercial	334	< 1%
Industrial	028	0.04%
Mineral Extraction	625	< 1%
Community Facilities	237	< 1%
Right of Way	642,24	3.4%
Surface Water	247,52	1%
Total	232,405,955	100%

Source: GIS Inventory, East Central Wisconsin Regional Planning Commission & Shawano County, 2018; Source: GIS Inventory, Vandervalle & Associates, 2006

Formatted: Not Highlight

Formatted: Left

Land Development Trends

According to the Shawano County Department of Planning and Development, between 2006 and 2020, there were 260 Land Use Permits and 102 Sanitary Permits (including new and replacement systems) issued in the Town of Birnamwood. There were 24 Certified Survey Maps (CSMs) recorded between 2012 and 2019. Town specific data from 2006-2011 was unavailable. Due to the creating of a Land Division Ordinance and updates to the Shawano County Zoning Ordinance since the original comprehensive planning effort the measure of land development trends has changed in Shawano County. Figures 15 and 16 below best represent measurements of new development and land division in the Town and County.

A review of historical land development trends provides a foundation for predicting the local demand for housing and land needed for development in the future. According to the Shawano County Department of Planning and Development, between 1995 and 2005, there were 4,985 new lots created in Shawano County through subdivision plats, certified survey maps, or deeds. This means, on average, 453 new lots were created annually in the County. Figure 17 summarizes this information.

Figure 15: Land Development, Town of Grant, 2006 - 2020

<u>Year</u>	<u>CSMs Recorded</u>	<u>Land Use Permits</u>	<u>Sanitary Permits</u>
<u>2006</u>		<u>16</u>	<u>9</u>
<u>2007</u>		<u>18</u>	<u>10</u>
<u>2008</u>		<u>25</u>	<u>3</u>
<u>2009</u>		<u>17</u>	<u>7</u>
<u>2010</u>		<u>15</u>	<u>7</u>
<u>2011</u>		<u>15</u>	<u>8</u>
<u>2012</u>	<u>3</u>	<u>21</u>	<u>23</u>
<u>2013</u>	<u>3</u>	<u>17</u>	<u>11</u>
<u>2014</u>	<u>1</u>	<u>10</u>	<u>3</u>
<u>2015</u>	<u>3</u>	<u>13</u>	<u>7</u>
<u>2016</u>	<u>1</u>	<u>20</u>	<u>2</u>
<u>2017</u>	<u>1</u>	<u>16</u>	<u>3</u>
<u>2018</u>	<u>7</u>	<u>21</u>	<u>7</u>
<u>2019</u>	<u>3</u>	<u>24</u>	<u>2</u>
<u>2020</u>	<u>2</u>	<u>12</u>	<u>0</u>
<u>Total</u>	<u>24</u>	<u>260</u>	<u>102</u>

Source: Shawano County Planning & Development Department, 2021

Figure 16: Land Development, Shawano County, 2006 - 2019

<u>Year</u>	<u>CSMs Recorded</u>	<u>Land Use Permits</u>	<u>Sanitary Permits (new systems)</u>
<u>2006</u>	<u>152</u>	<u>525</u>	<u>219</u>
<u>2007</u>	<u>151</u>	<u>527</u>	<u>182</u>
<u>2008</u>	<u>114</u>	<u>499</u>	<u>185</u>
<u>2009</u>	<u>69</u>	<u>385</u>	<u>156</u>
<u>2010</u>	<u>65</u>	<u>376</u>	<u>185</u>

<u>2011</u>	<u>66</u>	<u>365</u>	<u>261</u>
<u>2012</u>	<u>126</u>	<u>310</u>	<u>242</u>
<u>2013</u>	<u>68</u>	<u>284</u>	<u>182</u>
<u>2014</u>	<u>66</u>	<u>226</u>	<u>135</u>
<u>2015</u>	<u>82</u>	<u>265</u>	<u>134</u>
<u>2016</u>	<u>70</u>	<u>313</u>	<u>117</u>
<u>2017</u>	<u>68</u>	<u>286</u>	<u>142</u>
<u>2018</u>	<u>67</u>	<u>294</u>	<u>142</u>
<u>2019</u>	<u>54</u>	<u>288</u>	<u>117</u>
Total	1,218	4,943	2,250

Source: Shawano County Planning & Development Department, 2020

FIGURE 17: LOTS CREATED SHAWANO COUNTY, 1995-2005

<i>Year</i>	<i>New Lots Created by Subdivision</i>	<i>New Lots Created by CSM</i>	<i>New Lots Created by Deed*</i>	<i>Total Number of New Lots Created</i>
1995	0	132	250	382
1996	125	195	125	445
1997	113	270	75	458
1998	169	273	60	502
1999	145	370	56	571
2000	74	328	70	472
2001	135	290	60	485
2002	46	300	60	406
2003	42	330	60	432
2004	51	310	60	421
2005	82	269	60	411
Total	982	3,067	936	4,985

**Lots created by Deed (Meters and Bounds) is an estimate*

Source: Shawano County Department of Planning and Development

There were 53 Land Use Permits issued by Shawano County between the years of 1995 and 2005 for new single family residences in the Town of Grant. This means approximately 5 permits for new homes were issued per year during this time frame.

Land Market Trends

According to the United States Department of Agriculture's National Agricultural Statistics Service, 26,039 acres of agricultural land were sold in Shawano County from 1998 to 2005. On average, the price of land sold during this eight-year period was \$2,041 per acre. Of all agricultural land sold during this period, approximately 19 percent, or 4,973 acres were converted to non-agricultural uses. The price of agricultural land sold has risen dramatically during this period. Measured in dollars per acre, the average sale price has increased over 100 percent between the years of 1998 (\$1,348) and 2005 (\$2,796).

State of Wisconsin housing statistics provided by the Wisconsin Realtors Association's Multiple Listing Service in figure 17 shows the median sale price of a home in the County grew from \$72,300 in 1997 up to a

high of \$122,500 in 2019. These figures show a great fluctuation in median sale price over the twenty-two period with the highest number of home sales occurring in 2017.

Figure 17: County Home Sales

<u>Year</u>	<u>Number of Home Sales</u>	<u>Median Sale Price</u>
<u>1997</u>	<u>245</u>	<u>\$72,300</u>
<u>1999</u>	<u>339</u>	<u>\$81,000</u>
<u>2001</u>	<u>305</u>	<u>\$89,200</u>
<u>2003</u>	<u>325</u>	<u>\$98,600</u>
<u>2005</u>	<u>383</u>	<u>\$101,200</u>
<u>2007</u>	<u>383</u>	<u>\$114,169</u>
<u>2009</u>	<u>297</u>	<u>\$88,683</u>
<u>2011</u>	<u>329</u>	<u>\$78,000</u>
<u>2013</u>	<u>355</u>	<u>\$93,992</u>
<u>2015</u>	<u>444</u>	<u>\$98,421</u>
<u>2017</u>	<u>508</u>	<u>\$115,500</u>
<u>2019</u>	<u>473</u>	<u>\$122,500</u>

Source Wisconsin Realtors Association Consumer Resources 2017

~~State of Wisconsin housing statistics provided by the Wisconsin Realtors Association's Multiple Listing Service show 2,865 home sales in Shawano County between the years of 1997 and 2005, with an average of 318 sales per year. Figure 18 shows the median sale price of a home in the County grew from \$72,300 in 1997 to \$101,200 in 2005. These figures show almost a 40 percent increase in the median sale price of homes in Shawano County from 1997 through 2005:~~

FIGURE 18: COUNTY HOME SALES

<i>Year</i>	<i>Number of Home Sales</i>	<i>Median Sale Price</i>
1997	245	\$72,300
1998	306	\$77,800
1999	339	\$81,000
2000	311	\$85,200
2001	305	\$89,200
2002	312	\$89,200
2003	325	\$98,600
2004	339	\$101,800
2005	383	\$101,200

Source: Wisconsin Realtors Association Consumer Resources

Figure 18 shows the equalized value of all property in the Town of Grant and Shawano County from 1998 to 2018. Town land values have increased at a lower rate than those of Shawano County. Total equalized land values during this twenty-year period have increased by 97.5% in the Town and by nearly 106% in the County. Data for 2006 for the Town couldn't be found when this update was done. The Town experienced increases in land value in each of the years shown.

Formatted: Not Highlight

Formatted: Not Highlight

Formatted: Not Highlight

Formatted: Not Highlight

Formatted: Not Highlight

FIGURE 18: EQUALIZED LAND VALUES

<i>Year</i>	<i>Town Equalized Land Value</i>	<i>Percent Increase</i>	<i>County Equalized Land Value</i>	<i>Percent Increase</i>
1998	34,893,700	=	1,540,174,900	=
2002	50,177,800	44%	2,108,200,300	37%
2006	Unavailable		2,707,919,400	28%
2010	64,450,600		2,931,251,900	8%
2014	64,712,700	0.4%	2,875,432,000	-2%
2018	68,900,200	6.5%	3,170,659,400	4%
Total Change 1998-2018:		97.5%		105.9%

Figure 19 shows the equalized value of all property in the Town of Grant and Shawano County from 1998 to 2004. Town land values have increased at a fairly similar rate to the County during the period shown. Total equalized land value during this seven-year period has increased by 58 percent in the Town and by 57 percent in the County. The

Formatted Table

Town experienced the most substantial increase in land value during the years 1999 and 2001 (13 percent).

FIGURE 19: EQUALIZED LAND VALUES

<i>Year</i>	<i>Town Equalized Land Value</i>	<i>Percent Increase</i>	<i>County Equalized Land Value</i>	<i>Percent Increase</i>
1998	34,893,700	=	1,540,174,900	=

1999	39,440,800	13%	1,669,034,500	8.4%
2000	42,013,000	6.5%	1,816,665,000	8.8%
2001	47,400,400	12.8%	1,994,393,100	9.8%
2002	50,177,800	5.9%	2,108,200,300	5.7%
2003	52,335,100	4.3%	2,257,868,900	7.1%
2004	55,250,900	5.6%	2,423,871,800	7.4%
Total Change 1998-2004:		58.3%		57.4%

Source Wisconsin Department of Revenue, 1998-2018

Existing and Potential Land Use Conflicts

Proposals for new development in the Town may create some conflicts between new development and adjacent or nearby farming operations. The activities that make up the day-to-day operation of a farm – slow farm machinery on roads, farm odors associated with the stockpiling and spreading of manure, spraying of pesticides and herbicides, livestock noise – are sometimes considered nuisances by new, non-farming neighbors. The Town seeks to minimize these types of conflicts by discouraging residential development in agricultural areas and through thoughtful land use planning – for instance, directing the most residential and commercial development to the Caroline area. Even more intensive residential and commercial activities should be directed into neighboring communities who can serve development more efficiently – like the City of Marion. This *Plan* also contains rural development guidelines, conservation neighborhood design principles, suggests “right to farm” policies, best management practices, and development siting standards to help Town officials carefully site new residential development in a manner that does not detract from the natural character of the landscape, preserves farmland, protects natural resources, and reduces visibility from the roadside, and conflict with agricultural use.

In cases where Towns are bordered by cities or villages, some land use conflicts may emerge due to the growth of the adjacent city or village. Cities and villages can annex land from willing town landowners, thus resulting in a reduction of the size and the tax base of the town. Further, cities and villages have some authority granted by the State to affect land use planning and decision-making in an area of influence outside their boundaries – termed extraterritorial jurisdiction. In the case of Grant, ongoing discussions with the City of Marion to understand their plans for growth and any interest they have in the 1 ½ mile extraterritorial area extending into the Town would be prudent. To date, there have been limited conflicts between the Town and City.

PROJECTED LAND USE SUPPLY AND DEMAND

This *Plan* projects land use demand over the 20-year planning period, in five-year increments, for residential, commercial, industrial, and agricultural uses. Projected demand, presented in Figure 20, is then compared to the potential supply of land to meet that demand. The projections are based on the following data and assumptions:

- ♦ **New dwelling units per year:** Residential land use projections in the Town of Grant are based primarily on the number of new homes that are expected to be built in the Town in the next 20 years. The number of new homes expected was derived by using the average of building permit issued in recent years. Based on development trends from the year 1995 through 2006, an average of 5 dwelling unit building permits were issued each year. This average rate of development is expected to remain consistent throughout the planning period.
- ♦ **Residential lot size scenarios:** The amount of land required to accommodate new homes will vary depending on the lot size on which the homes are located. Two different residential lot sizes averages were used to calculate the projected amount of additional land for development. It is important to see the impact that different lot sizes will have on how much land is necessary for development, with larger lot sizes consuming more agricultural land. The first scenario assumes an average lot size of 2 acres while the sec-

ond assumes an average lot size of 5 acres. The Town will promote even smaller lots within the Caroline area where sewer service is available – resulting in even less consumption of agricultural land to accommodate development.

- **Non-residential development ratio:** Projected non-residential (commercial and industrial) development is 5 acres per each 5-year period through 2030. This amount is based on the current balance between residential and non-residential development in the Town. The amount of projected non-residential development was held constant regardless of the different potential residential lot sizes in the two scenarios.
- **Flexibility factor:** Because the market for land is not only driven by demand, but is also dictated by the motivations and desires of land owners and developers, it is important to factor in an allowance for uncertainty. In other words, a given parcel of land may not be available for development when the market is ripe for development. Therefore, incorporating a flexibility factor into projection ensures that the supply of areas designated as appropriate for development will accommodate future demand. These projections utilized a 100% flexibility factor (i.e. total projected land use needs were doubled).

FIGURE 20: PROJECTED LAND USE DEMAND

	2005- 2010	2010- 2015	2015- 2020	2020- 2025	2025- 2030	Total De- mand
Projected Additional Housing Units	25	25	25	25	25	125
Projection One: Average Residential Lot Size of 2 Acres						
Projected Residential Land Use Acreage Demand	50	50	50	50	50	250
Projected Non-Residential (Commercial and Industrial) Land Use Demand	5	5	5	5	5	25
Total Land Use Acreage Demand	55	55	55	55	55	275
Total Land Use Acreage Demand w/ Flexibility Factor	110	110	110	110	110	550
Projection Two: Average Residential Lot Size of 5 Acres						
Projected Residential Land Use Acreage Demand	125	125	125	125	125	625
Projected Non-Residential Land Use Demand	5	5	5	5	5	25
Total Land Use Acreage Demand	130	130	130	130	130	650
Total Land Use Acreage Demand w/ Flexibility Factor	260	260	260	260	260	1,300

Source: Shawano County Building Permits, Vandervalle & Associates

Future development planned on Map 5 and allowed under the policies of this *Plan* will provide more than enough capacity to accommodate the expected demand for residential and non-residential development under either of these projection scenarios. The Town's different future land use categories allow the flexibility to accommodate homes at different densities. Given the Town's encouragement of new development to locate near the existing sewer service within Caroline and near the City of Marion, offering a more compact and efficient land use pattern than scattered, rural lots; the 2-acre average lot size scenario is likely to overestimate the additional land required for residential development.

The Town has a large supply of land suitable for agricultural and open space use, designated as *Agricultural and Resource Preservation*. The majority of this land is currently farmed; the policies in this *Plan* related to farmland suggest that the Town will encourage that this land continues to be farmed. Land that is planned for future development is also expected to remain in agricultural use until such time as the land is proposed for development. Since most development takes place on land used for agriculture, it is reasonable to project that the amount of agricultural land in the Town will decrease by an amount equal to the amount of projected residential and non-residential development during each 5-year period. Using the two different projection scenarios, the amount of agricultural land could decrease by somewhere between 55 and 130 acres per each 5-year period, or 274 to 650 acres in total during the planning period. This decline in farmland acreage would be less significant if most future development in the Town was adjacent to Caroline and served by public sewer.

Non-residential development in the Town is projected to continue to include mostly commercial than industrial development. It is anticipated that industrial development will continue to account for approximately 25 percent of all non-residential land uses. Therefore, approximately 3.75 acres of commercial development and 1.25 acres of industrial development are projected for each 5-year increment over the planning period.

LAND USE GOALS, OBJECTIVES AND POLICIES

Goals:

1. Preserve the Town's rural/agricultural/open space character through promoting an efficient, sustainable, and high-quality land use pattern.
2. Maintain the Town as an agricultural based community, focusing new development near areas of existing development.

ADOPTED: AUGUST 4, 2008

Objectives:

1. Support preservation of large blocks of contiguous agricultural land.
2. Maintain the Town's rural character by controlling the pace, size, and location of new development.
3. Direct intensive new housing development (e.g., subdivisions) away from agricultural and sensitive natural areas and into future *Residential (Sewered)* and *Residential (1-2.5)* areas in the Town and *Residential (Sewered)* land use areas near the City of Marion (see Map 5).
4. Minimize the visual impact of new development on the landscape, and avoid land use conflicts.
5. Identify areas most suitable for non-residential development, such as in Caroline and the area near the City of Marion.
6. Plan for a sufficient supply, mix, and location for new development to meet Town objectives and projected demand for residential and non-residential development.
7. Work with the City of Marion when development around the City limits is proposed.
8. Assure that new developments are sustainable and positive for the community from a fiscal, transportation, economic, building quality, and environmental perspective.

General Policies:

1. Follow the land use recommendations mapped and described in this *Plan* when reviewing new rezoning and land division requests and making other detailed land use decisions.
2. Work with surrounding communities and the County on programs to preserve farmland and open space over the long term through promoting continuation of the family farm.
3. Allow the grouping or clustering of allowable home sites at low overall densities in rural portions of the Town of Grant as an option to preserve farmland and open space, protect natural resources, and reduce development visibility.
4. Encourage most new residential development in the Town to occur in the *Residential (Sewered)* areas in the Caroline area, connecting to public sanitary sewer whenever feasible.
5. Guide intensive new development requiring higher levels of municipal utilities and services to the Caroline area if utility capacity exists, and alternatively to the City of Marion, for benefits of sewer, water, and public utilities.
6. Actively participate in County zoning review processes (e.g. rezonings, conditional use permits, and ordinance text amendments).
7. Require the submittal of a conceptual neighborhood plan or site plan before considering the rezoning of land to the appropriate development-based zoning district or subdivision plan approval. Approval of the development proposal should be based on the degree to which the project fulfills the goals, objectives and policies of this *Plan*.
8. Rezone lands as necessary to reflect existing land uses where changes to existing land uses are not desired, and to reflect future land use recommendations where changes are desired.
9. Assure that incompatible land uses are not located close to one another or are buffered through screening, where nearby locations are unavoidable.
10. Work with the County to enforce existing regulations designed to discourage incompatible uses (e.g. junk vehicle storage), particularly in and around residential areas.
11. When changes in zoning are proposed that would permit nonresidential development on a parcel of land, require the submittal of a specific development proposal (comprised of a detailed site plan) before approving the rezoning. Approval of the development proposal should be based on the degree to which the project fulfills the goals, objectives, and policies of this *Plan*.
12. Permit safe and efficient means for lot access and on-site waste water treatment.
13. Prohibit the use of holding tanks for new residential development, and practice, and promote best practices for treatment of sanitary water, particularly where new development is concerned.
14. Encourage redevelopment of older properties or cleaned up brownfield sites in the Caroline area, and rehabilitation of aging or vacant buildings for productive economic use.

15. Do not plan for any new residential development within ¼ mile (1,200 feet) radius around a closed land-fill unless a DNR waiver is granted.
16. For new lots allowed, plan for a minimum lot size of two acres and a maximum lot size of three acres, allowing grouping or clustering of allowable home sites at low overall densities (i.e. a maximum of one home per every 35 acres owned), and direct new development to be near existing public roadways. See detailed policies within *Agriculture and Resource Preservation* category as follows. These approaches minimize the amount of land that is required for development; minimize development, service, and maintenance costs; and also reflect the Town's desire to preserve agriculture and natural lands.

LAND USE RECOMMENDATIONS, SPECIFIC POLICIES, AND PROGRAMS

PRESERVING AND ENHANCING TOWN CHARACTER

“Community Character” is a term often used to describe the way a community looks, feels, and functions. A community’s character is a function of the relationships between the built environment, the natural environment, and the people who live in, work in, or visit the community. It’s much more than just where different land uses are located. Communities are usually comprised of different, but ideally compatible, components (historic downtown, residential neighborhoods, employment or shopping districts, etc.) that make up their overall character.

As Grant continues to change in the future, it will be important for the Town to establish and enforce standards that help ensure that new development and redevelopment projects have a positive impact on the way the community looks and feels to residents and visitors. Such standards should specifically address aesthetic components of development such as building quality, the careful relationship of agricultural and open spaces to new non-agricultural development, and the preservation of community entryways and historic or culturally significant buildings and places.

Many Grant residents recognize the value of living in a community that has retained its small-town charm, while, at the same time, having sustainable development opportunities and reasonable access to urban amenities and services. As Grant experiences more growth, the community will be challenged to maintain and enhance its character and rural charm. Identifying the characteristics that make towns desirable places to live will help Grant better protect and build upon its assets.

The Town of Grant will strive to maintain the following characteristics:

- ◆ Agriculture and open space as the predominant land use in the Town, within large contiguous blocks.
- ◆ Promote the Caroline area as the continued Town residential, civic and business center.
- ◆ New development integrated with the landscape versus dominating it. The following guidelines will help to achieve this goal:
 - ◆ Use existing vegetation and additional landscaping to screen development.
 - ◆ Retain wooded areas.
 - ◆ Limit placement of development on hilltops and in environmental corridors.
 - ◆ Minimize the visual impact of development from existing roads at time of platting through subdivision review.
 - ◆ Integrate development with existing topography and landscape patterns.
- ◆ Minimize the number of driveways on public roads.
- ◆ New development concentrated in the Caroline area or at edges of existing development areas like the City of Marion.
- ◆ Where more than one home is located within the same area, promote “clustering” of allowable homesites at low overall densities in mostly agricultural areas.
- ◆ Clear distinction between developed areas and long-term farming areas.
- ◆ Enhance development quality and range of compatible activities in waterfront areas.

Future Land Use Recommendations

Map 5 presents recommended future land uses over the 20-year planning period for the Town of Grant. The future land use map shows more than enough developable acreage to accommodate projected population and land use demands. Changes from the existing land use pattern to realize this planned land use pattern may occur if and when private property owners make requests for rezoning, subdivisions or land divisions, conditional use permits, or other development approvals in accordance with appropriate phasing and availability of public services as determined by the Town. As such, not all land identified for development on Map 5 will be immediately appropriate for rezoning or development approval following adoption of this *Plan*.

Map 5, along with the recommended policies and programs listed in this Chapter, should be used to guide Town decision-making on future land use changes. Map 5 uses numerous Future Land Use categories to describe the desired type and future location of different land uses in the Town. These future land use categories were prepared in a joint effort with other towns, villages, cities, and Shawano County and reflect the range of economic and geographic conditions in the region. The categories mapped in the Town of Grant were guided by the Town's Plan Commission and input from the public.

[The following is a description and programs and policies for each mapped future land use category shown on Map 5.]

Agriculture and Resource Preservation

Description: The *Agriculture and Resource Preservation* future land use category is established and mapped to preserve productive agricultural and forest lands in the long-term, protect existing farm operations from encroachment by incompatible uses, promote further investments in farming, and maintain farmer eligibility for incentive programs. Most of the Town is mapped under this category.

This category focuses on lands actively used for farming, with productive agricultural soils, with topographic conditions suitable for farming, and with long-term suitability for farming. This category also includes scattered open lands and woodlots, farmsteads, agricultural-related uses, such as implement dealerships, associated home occupations and small family businesses which do not interfere with the interests of nearby property owners, small-scale forest production and processing, and limited single-family residential development at densities at or below one home per 35 acres.



Farming continues to define the character of the Town of Grant.

Policies and Programs:

The following policies and programs are recommended for this future land use category, in areas on Map 5 where the category is shown:

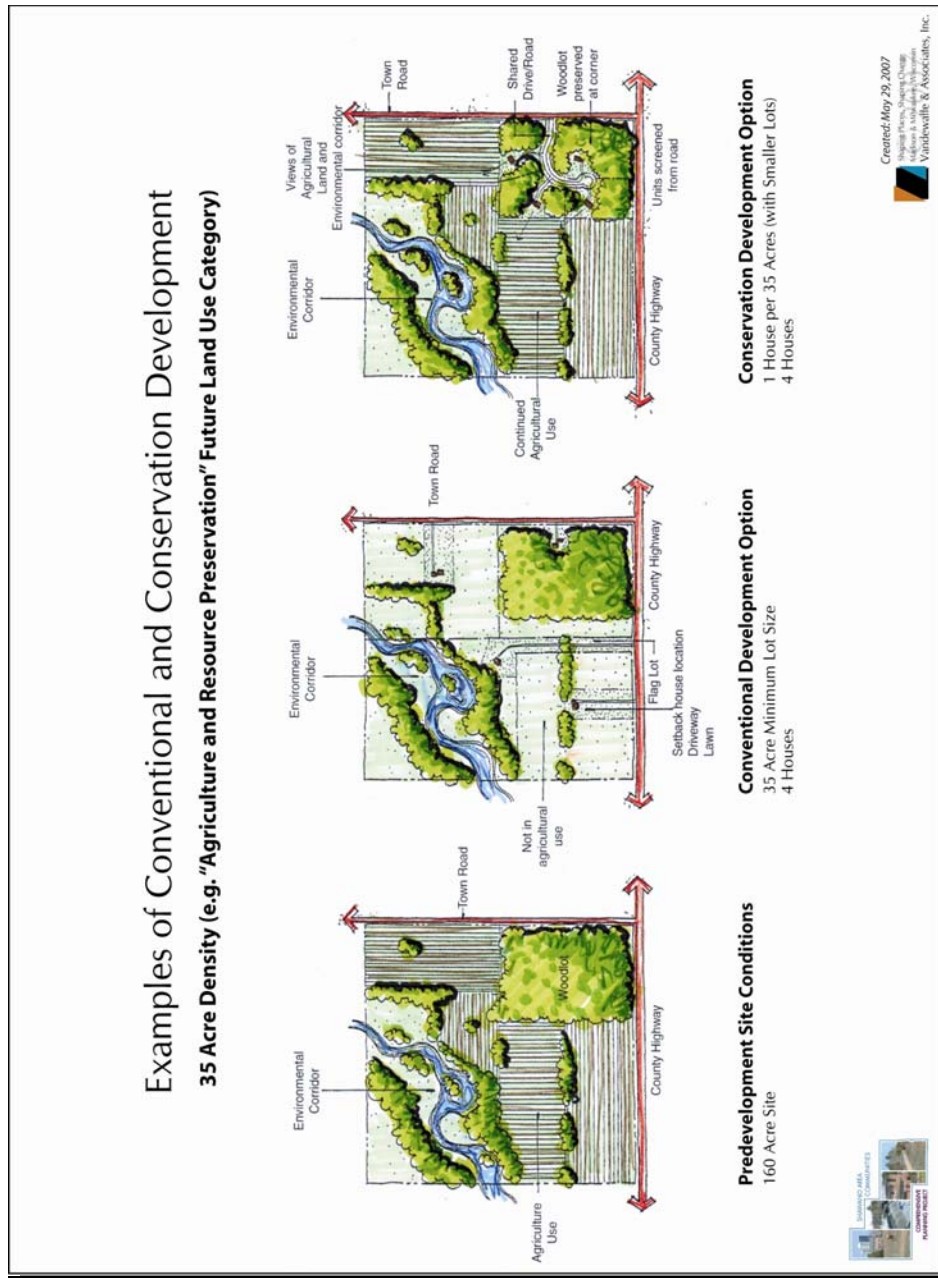
1. For new lots, permit a maximum density of development of one housing unit per every 35 acres owned. Allow some examples of flexibility in achieving this density based on approaches depicted in Figure 21 including conservation developments (clustering) approaches.
2. ~~Encourage a minimum lot size of 2 acres and a maximum lot size of 3 acres within the Agriculture and Resource Preservation category.~~
3. ~~When considering future rezone requests, the Shawano County zoning district most compatible with the Agriculture and Resource Preservation category is the Farmland and Forest Preservation (FP). When considering future rezone requests, rezone small parcels from FP to Agriculture Residential (A-R) to allow for single family residential development.~~ General Agricultural First Class (AG-1 and AG-2) districts, which required a minimum lot size of 35 acres at the time this Plan was adopted. The County may also consider updating zoning to create new zoning districts to implement this future land use category. Working closely with the County, the Town will need to rezone a significant amount of land area to implement this future land use category.
4. ~~To promote clustering of a limited number of homes and preservation of land for open space use within mapped Agriculture and Resource Preservation areas, Conservation Development should be utilized.~~ The Town should work with the County to amend the AG-1 and AG-2 districts or to create a new zoning district to allow this type of flexibility. This concept is described in Figure 21.
5. ~~Encourage permissible new non-farm development to be located in a manner that does not detract from the Town of Grant rural character, and which may be easily served by Town and emergency services.~~
6. ~~Consider certain types of small-scale non-residential uses such as churches, day care centers, parks and walking trails as generally appropriate within Agriculture and Resource Preservation areas.~~

AGRICULTURAL PRESERVATION AND GROWTH

Currently, much of the Town of Grant is zoned for exclusive agricultural use. Farming is important for the current economy, but perhaps it is even more important to keep the land open for production, which will allow the Town to capitalize on future agricultural opportunities. At the same time, farmers are concerned that efforts to preserve farmland may compromise their right to sell their property for development. They also see their property as a potential source of income for funding business expenditures, or as their retirement nest egg. Should farmers be able to sell some land for homesites to compensate for potentially lower prices for farmland? How much? Does it matter where the land is located? At what density should the land be developed? The Town must continue to weigh these questions carefully in the decision to promote farmland preservation.

- ~~7.5.~~ Allow home occupations and home-based businesses within mapped *Agricultural and Resource Preservation* areas that do not impact neighboring properties.
- ~~8.6.~~ Direct development to locations near existing roadways.
- ~~9.7.~~ For clusters of two to four new lots, promote the use of shared driveways and shared on-site waste treatment (septic) systems, if proper maintenance agreements are recorded and permanently required for all properties. See Transportation and Utilities and Community Facilities chapters for additional detail.
- ~~40.8.~~ Work with the County and neighboring towns to consider a Transfer of Development Rights (TDR) or Purchase of Development Rights (PDR) program, preferably on a county-wide basis, as a method of preserving land for future agricultural use. See the Shawano County Comprehensive Plan for more information about these program options.
- ~~44.9.~~ Consider a Land Evaluation Site Assessment (LESA) system as a basis for identifying the most appropriate locations for non-farm development, when proposed. LESA evaluation provides a quantitative “score” for each piece of land that can be used to objectively judge the quality of the land for agricultural use. LESA can be used at either a local or county-wide level. More information on LESA can be found in Chapter Two: Agricultural, Natural, and Cultural Resources.
- ~~12. Allow preexisting lots and development (those in existence prior to the adoption of this Plan) at a density greater than 1 home per 35 acres.~~

FIGURE 21: EXAMPLES OF CONVENTIONAL AND CONSERVATION DEVELOPMENT



Residential (Sewered)

Description: This category includes single family detached and duplex residential development, generally at densities greater than 1 new residence per acre, and served by a public sanitary sewer system or a group on-site waste disposal system. Map 5 shows future *Residential (Sewered)* areas over existing residential development in the Caroline area, in potential growth areas adjacent to existing development in Caroline, and adjacent to the City of Marion.

Policies and Programs:

The following policies and programs are recommended for this future land use category, in areas on Map 5 where the category is shown:

1. When considering possible rezone requests in the future, the Shawano County zoning districts most compatible with the *Residential (Sewered)* category are the Residential Single Family (RS-7, RS-10, RS-15, RS-20) districts, or new County zoning districts that may be developed. If the area adjacent to the City of Marion develops in the City, the appropriate City zoning district would be applied.
2. Do not “pre-zone” lands for development within the *Residential (Sewered)* area in advance of development proposals. Instead, require the submittal and detailed understanding of specific development proposals before approving the rezoning of lands to the appropriate development-based zoning districts. This may include a “sketch plan” and environmental assessment as required for major subdivisions.
3. Work with property owners to provide sanitary sewer service to these properties where practical and feasible. More detailed study will be necessary to determine the precise extent of sewer service extension beyond the areas with sanitary sewer service at the time this *Plan* was adopted. Detailed analysis will need to factor in the capacity of the system, cost of extension, environmental impact, and desires of landowners. The Town strongly recommends connections to sanitary sewer for all new development in *Residential (Sewered)* areas.
4. Per policy number 3 above, in areas mapped in the *Residential (Sewered)* category, where more detailed study suggests certain areas or parcels are not feasible to connect to public sanitary sewer, the policies under the *Residential (1 – 2.5)* future land use category shall be applied.
5. Consider the following types of uses as generally appropriate within the *Residential (Sewered)* area.
 - ◆ Single-family residences
 - ◆ Duplex residences
 - ◆ Small-scale multiple-family residences in buildings including four-units or less
 - ◆ Senior citizen housing
 - ◆ Some small-scale non-residential uses, such as churches, day care centers, parks and walking trails
6. Assure that individual neighborhoods provide for appropriate land use transitions and road, open space, and trail connections to adjacent existing and future developments.
7. Minimize the potential for incompatible land uses (e.g. high traffic generators, noisy uses, etc.) within or next to *Residential (Sewered)* areas. Where such uses do occur in close proximity, the Town should encourage the creation of landscaped buffers.
8. Plan for interconnected road networks in new residential areas.
9. Work with the City of Marion to coordinate future *Residential (Sewered)* development near the City, and discuss the possibility of municipal extensions to areas in the Town.



Residential development that is served by the Caroline Sanitary District is recommended in the Caroline area.

Residential (2.5 - 10)

Description: This future land use category includes mainly single family detached residential development, generally at densities between 1 dwelling unit per 2.5 acres to 1 dwelling unit per 10 acres, and served by individual on-site waste treatment (septic) systems. Map 5 shows future *Residential (2.5 - 10)* in the Campfire Road area.

Policies and Programs:

The following policies and programs are recommended for this future land use category, in areas on Map 5 where the category is shown:

1. In an effort to direct as much future housing development as possible away from rural lands and farming areas, encourage well-planned subdivision development in the future *Residential (2.5-10)* areas during the 20-year planning period.
2. Do not “pre-zone” lands for development within the *Residential (2.5-10)* area in advance of development proposals. Instead, require the submittal and detailed understanding of specific development proposals before approving the rezoning of lands to the appropriate development-based zoning districts. This may include a “sketch plan” and environmental assessment as required for major subdivisions.
3. Require sensitivity towards natural resources and water quality with new development projects, including assurances that concentrations of on-site waste treatment systems will not negatively affect groundwater quality and that stormwater will be properly managed according to best practices.
4. Encourage creation of vegetated buffers between new housing structures and the Embarrass River and Caroline Pond. Require these to be illustrated on a “sketch plan” for a rezone, conditional use permit, or building permit.
5. Assure that individual neighborhoods provide for appropriate land use transitions and road, open space, and trail connections to adjacent existing and future developments.
6. Allow the grouping or clustering of allowable home sites at low overall densities as an option to preserve farmland and open space, protect natural resources, and reduce development visibility.
7. Allow preexisting lots and development (those in existence prior to the adoption of this *Plan*) at a density greater than 1 home per 2.5 acres.



Residential (2.5 – 10) promotes residential development at a moderate density – as shown in the above photos.

Residential (1 - 2.5)

Description: This category includes mainly single family detached residential development, generally at densities between 1 dwelling unit per acre and 1 dwelling unit per 2.5 acres, and served by individual on-site waste treatment (septic) systems. Map 5 shows future *Residential (1-2.5)* areas around the Caroline area. In addition, these policies should apply in areas in the portion of the Town mapped as *Residential (Sewered)* if and when more detailed study concludes that a portion of the area designated within the *Residential (Sewered)* category is not feasible to serve with the Town’s sanitary sewer system.

Policies and Programs:

The following policies and programs are recommended for this future land use category, in areas on Map 5 where the category is shown:

1. In an effort to direct as much future housing development as possible away from rural lands and farming areas, encourage well-planned subdivision development in the future *Residential (1 - 2.5) areas* during the 20-year planning period.
2. Allow pre-existing lots (lots that were created through certified survey map or plat prior to the adoption of this *Plan*) that are smaller than the minimum lot size of 1 acre.
3. Do not “pre-zone” lands for development within the *Residential (1 - 2.5)* area in advance of development proposals. Instead, require the submittal and detailed understanding of specific development proposals before approving the rezoning of lands to the appropriate development-based zoning districts. This may include a “sketch plan” and environmental assessment as required for major subdivisions.
4. Require sensitivity towards natural resources and water quality with new development projects, including assurances that concentrations of on-site waste treatment systems will not negatively affect groundwater quality and that stormwater will be properly managed according to best practices. (See Chapter Two, Agricultural, Natural And Cultural Resources).
5. Until and unless group or community-based waste treatment systems are developed, require lot sizes meeting a minimum size of 1 acre to ensure safe waste disposal.
6. Strongly discourage the use of holding tanks.
7. Assure that individual neighborhoods provide for appropriate land use transitions and road, open space, and trail connections to adjacent existing and future developments.
8. The above policies should be applied to areas designated on the Future Land Use Map (Map 5) as *Residential (Sewered)* if more detailed studies conclude that those areas mapped as *Residential (Sewered)* are not feasible for sanitary sewer service.



Residential (1 – 2.5) is recommended in the area adjacent to Caroline where public sewer is not likely to be extended in the future.

Downtown/Unincorporated Village

Description: This future land use category includes pedestrian-oriented commercial, office, institutional, and residential uses in a traditional “downtown” or “rural hamlet.” These are often historic centers of rural communities. In the Town of Grant the central area in the hamlet of Caroline is mapped in this category. New development should incorporate adequate landscaping, screened storage areas, modest lighting and signage, and should comply with detailed design standards. *Downtown/Unincorporated Village* areas are an appropriate location for a range of commercial, institutional, and recreational development serving the Town.

Policies and Programs:

The following policies and programs are recommended for this future land use category, in areas on Map 5 where the category is shown:

1. When considering future rezoning requests, the Shawano County zoning district that is most compatible with the *Downtown/Unincorporated Village* category is the Community Commercial (C-C) district, which allows a range of commercial uses. The Town should work with the County to update this district, or create a new district.
2. Require that all proposed commercial projects submit a detailed site plan showing the proposed location of the building, parking, outdoor storage, loading, signage, landscaping and lighting prior to development approval. Chapter Seven: Economic Development includes suggested standards for site plan review.



Existing businesses in Caroline exemplify Downtown/Unincorporated Village uses – small scale, and community serving.

3. Require the use of high-quality building materials, attractive lighting, and signage that is compatible with other development and the character of the Town. See guidelines in Chapter Seven: Economic Development.
4. Work to expand uses that provide goods and services to area residents as well as to tourists that may be attracted to the area's rural charm and recreational opportunities. Such businesses might include a restaurant, cheese shop, nature stores (e.g. bird and wildlife related items), gift shops, art galleries, antique stores and home and garden stores.

General Commercial

Description: This category includes a broad range of commercial, office, institutional, light industrial, warehousing, distribution, telecommunication, and outdoor display land uses. New development should adhere to high-quality building design, modest landscaping and lighting, screened storage areas, and limited and attractive signage. In general, these uses would be most appropriate along major roadways and should be considered along Highway 45 near the City of Marion. Map 5 shows future *General Commercial* areas north of the City of Marion.

Policies and Programs:

The following policies and programs are recommended for this future land use category:

1. Work with the City of Marion to coordinate future commercial development near the City, and discuss the possibility of municipal utility extensions to areas in the Town.
2. Development, rehabilitation, and expansion of uses in *General Commercial* areas should be compatible in scale, appearance, and design with surrounding land uses.
3. Do not "pre-zone" lands for development within the *General Commercial* area in advance of development proposals. Instead, require the submittal and detailed understanding of specific development proposals before approving the rezoning of lands to the appropriate development-based zoning districts. The County zoning district most compatible with the *General Commercial* future land use category is the Commercial Service (C-S) district.
4. Require that all proposed commercial projects submit a detailed site plan showing the proposed location of the building, parking, outdoor storage, loading, signage, landscaping and lighting prior to development approval. Chapter Seven: Economic Development includes suggested standards for site plan review.
5. Require the use of high-quality building materials, attractive lighting, and signage that is compatible with other areas of the Town. See guidelines in Chapter Seven: Economic Development.
6. Avoid extensive, uninterrupted areas of strip commercial development. Focus those development areas toward limited intersections.



Caroline Lions Club Colorama Building is an example of a Community Facility Use in the Town.



The Town Hall is an example of important Community Facilities in the Town of Grant.

Community Facilities

Description: This future land use category is designed to facilitate public buildings, hospitals, airports, non-profit campgrounds, power substations, and special-care facilities. In the Town of Grant existing substations and the Caroline Lions Club are mapped in this category.

Policies and Programs:

The following policies and programs are recommended for this

future land use category, in areas on Map 5 where the category is shown:

1. Should additional *Community Facilities* uses be necessary, the Town should thoughtfully locate them (and promote their location) in areas accessible to Town residents, and amend this *Plan* in accordance with the approved locations.
2. Ensure that all land use decisions related to the *Community Facilities* category are in coordination with the recommendations in Chapter Six: Utility and Community Facility.

Public Open Space and Recreation

Description: This future land use category includes publicly-owned land designated as state parks, scenic areas, or conservation areas; county parks or recreation areas; town, city, or village parks; and other recreational facilities owned by public or non-profit agencies. In the Town of Grant, Caroline Cougar Park and Caroline Legion Park are shown in this category.

The following policies and programs are recommended for this future land use category, in areas on Map 5 where the category is shown:

Policies and Programs:

The following policies and programs are recommended for this future land use category, in areas on Map 5 where the category is shown:

1. Cooperate and maintain communication with the County regarding the long term management of the *Public Open Space and Recreation* areas in the Town.
2. Ensure that all land use decisions related to the *Public Open Space and Recreation* category are in coordination with the Utility and Community Facility recommendations of this *Plan*.
3. Consider providing new *Public Open Space and Recreation* areas in conjunction with larger new development proposals.

Environmental Corridor

Description: This overlay category includes generally continuous open space systems based on lands including sensitive natural resources characteristics that severely limit development potential. This category includes Wisconsin DNR-identified wetlands subject to existing State-mandated zoning, FEMA designated floodplains, shoreland setback areas, and slopes of 12 percent or greater, which if disturbed can result in erosion and unstable building sites. Environmental corridors are shown on Map 5.



Natural areas, like this riparian area, are considered Environmental Corridors.

Policies and Programs:

The following policies and programs are recommended for this future land use category, in areas on Map 5 where the category is shown:

1. New development should be avoided within mapped *Environmental Corridors*.
2. Allow continued cropping, grazing, and other pre-existing agricultural activities in mapped *Environmental Corridors*.
3. If development is proposed on parcels where this category is mapped, the property owner or developer should be responsible for determining the exact boundaries of the *Environmental Corridor* based on the wetland, floodplain, or steep slope feature that defines the corridor. Refer to Chapter Two: Agricultural, Natural and Cultural Resources for more information on mapping and protecting *Environmental Corridors*.

Opportunities for Redevelopment

Since the majority of the land in the Town of Grant is undeveloped, redevelopment is not a major factor for the Town's future. Redevelopment and rehabilitation opportunities may exist for individual properties in the Caroline area and adjacent to the City of Marion. The Town has a good example of a recent redevelopment/rehabilitation effort on the southwest side of the bridge over the Caroline pond. This project is a great example of how individual efforts to improve deteriorating buildings or blighted sites can strongly benefit community character. The Town encourages additional efforts to improve sites in the community through redevelopment and rehabilitation. The Town will work with the County and other parties to help link property owners interested in such projects with potential grant or funding sources when available. There are several other sites in the Caroline area where redevelopment or rehabilitation may be appropriate.

The Town is generally supportive of upgrades within the community, provided that the overall character is improved and the interest of nearby property owners is considered.



This renovated riverfront property in Caroline is a great example of redevelopment opportunity in the Town.

“Smart Growth Areas”

Wisconsin's comprehensive planning law requires comprehensive plans to identify “Smart Growth Areas,” defined as “areas that will enable the development and redevelopment of lands with existing infrastructure and municipal, state, and utility services, where practical, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which will have relatively low municipal, state governmental, and utility costs.”

This *Plan* designates *Residential (Sewered)* areas within the Town – particularly those in the Caroline area as “Smart Growth Areas”. The access to sewer service, as well as the existing development, commercial establishments, and road infrastructure make infill and contiguous development more efficient and cost-effective, and compatible with the Town's rural character if designed sensitively. The Town has also designated the portion of Caroline classified as *Downtown/Unincorporated Village* as a Smart Growth area. Within this downtown area – an efficient mixture of uses including residential, business, and civic uses are existing and proposed to continue and be enhanced.

The Town also encourages more intensive industrial, commercial, and residential projects to locate in the adjacent City of Marion where more extensive utility and community services are available.

Finally, in the context of rural areas of the Town, “smart growth” is defined as that which limits non-agricultural, non-forestry development and is planned to minimize the consumption and fragmentation of agricultural, forest, and recreation land, the number of driveways on existing roads, and the length and number of new Town roads. Therefore, this *Plan* reflects an effort to apply “Smart Growth” principles to the entire Town – including the large portion of the Town that is intended to remain rural.

MAP 4: EXISTING LAND USE

MAP 5: FUTURE LAND USE

CHAPTER FOUR: TRANSPORTATION

This chapter includes background information, goals, objectives, policies, and recommended programs to guide the future development and maintenance of various modes of transportation in the Town of Grant over the 20-year planning period. Given the Town's rural surroundings, the primary focus is on highways and local roads. The chapter compares the Town's transportation policies and programs to State and regional transportation plans.

EXISTING TRANSPORTATION NETWORK

The Town is relatively well connected to the region through the existing roadway network. This section describes the Town's existing transportation facilities.

Roadways

The Town of Grant is served by United States Highway (USH) 45 in the southwestern corner of the Town. Highway 45 links the Town with the region's major cities and villages. These links channel commuter flows and provide quality access for residents. According to the Wisconsin Department of Transportation (WisDOT), which records average daily traffic volumes (number of cars) for major State roadways, traffic on USH 45 in the Town fluctuated from 2005-2018 between 3,300 and 5,400, increased 15 percent in the Town from 1996 to 2002.

The Town's rural areas are served by County trunk highways (CTHs) which are usually collector roads that serve rural land uses and distribute traffic to the regional arterial system. CTHs in Grant include G, GG, and M. traffic data for CTH G in 2009 shows 1,400 South of Caroline, 1,200 North of Caroline and 1,900 through Caroline. Traffic on CTHs in the Town varied from 1996 to 2002. On CTH G traffic volume decreased slightly while on CTH M experienced a slight increase.

Town roads are an important component of the transportation system. Major east-west town roads include Leopolis Road, Laatsch Road, Burma Road, Swamp Road, Gollnow Road, and Grant Road. Major north-south roads include Hunting Road, Weasel Dam Road, Rangeline Road, Haase Road, Kopitzke Road, and Grunewald Road. Town roads serve local development, farming and forest areas.

Bridges

There are five bridges along Shawano County highways and Town roads that are maintained by either Shawano County or local governments. The State and County maintain condition reports for these bridges. There are no State-maintained bridges in the Town.

Airports

Town residents are served by the Shawano Municipal Airport and the Clintonville Municipal Airport. The Shawano Municipal Airport has two paved runways in good condition; the main runway is 3,900 feet long

TRANSPORTATION

RECOMMENDATIONS SUMMARY

- ♦ Maintain an efficient and safe transportation network
- ♦ Protect Town character along the USH 45 corridor
- ♦ Identify and address dangerous intersections and sharp highway curves
- ♦ Develop unified road improvement and design standards
- ♦ Enhance alternative transportation options (e.g. walking, biking, etc.)

ROADWAY FUNCTION CLASSIFICATION SYSTEM

Throughout Wisconsin, all local, County, State and federal transportation routes are classified in categories under the "Roadway Functional Classification" system.

As identified by WisDOT, the functional classification system groups roads and highways according to the character of service they offer, ranging from rapid through access to local land access. The purpose of functional classification is to enhance overall travel efficiency and accommodate traffic patterns and land uses by designing streets to the standards suggested by their functional class. The three main rural roadway functional classes include:

- ♦ **Arterials** that provide primary access to and through an area (USH 45)
- ♦ **Collectors** that disperse traffic within an area (CTH G, GG, and M)
- ♦ **Local** streets that provide access to individual properties.

Formatted: Not Highlight

Formatted: Not Highlight

and the smaller runway is 2,225 feet long and is located southeast of Shawano Lake. It also acts as a seaplane base. The Clintonville Municipal Airport, located on the east side of town, has three runways. One, numbered 14-32, is 4,600 feet long and 75 wide and is asphalt. The second, numbered 4-22, is 3,300 feet long and 100 feet wide and also is asphalt. The third, 9-27, is grass and is 2,010 feet long and 170 feet wide. Both are open to the public and mainly serve local aviation needs.

Austin Straubel International in Green Bay, Wittman Regional Airport in Oshkosh, the Central Wisconsin Airport in Mosinee, the Outagamie County Regional Airport in Grand Chute, and General Mitchell International Airport in Milwaukee also serve the region.

Water and Truck Transportation

There is no waterborne freight movement in the County and none is anticipated. Most freight shipments in the Town of Grant occur by truck. Semi-truck shipments are most prevalent along State Trunk Highway 29 and United States Highway 45, which runs through the southern portion of the Town.

Rail

There are no rail lines in the Town. The only active rail line in the County runs from the Fox River Valley north to the City of Shawano. An abandoned portion of this rail line continues from the City of Shawano northwest through the Towns of Wescott, Washington, Richmond, Herman and Red Springs. This line is owned by Canadian National.

Recreational Trails

Acquisition of abandoned railroad rights-of-way by the Wisconsin Department of Natural Resources (WisDNR) and conversion to regionally significant multi-use recreational trails has provided new opportunities for linear recreation in Shawano County as well as elsewhere throughout the State. Although ownership of the right-of-way is retained by WisDNR, under a Letter of Agreement, Shawano County maintains the two State-designated recreational trails which pass through the County. Permitted users on the Shawano County trail segments include hikers, bicyclists, motorized wheel chairs, equestrians, horse drawn vehicles and, during the winter snowmobiles and ATV's.

Segments of the Wiowash Trail serve neighboring Waupaca County and the Town of Fairbanks. There is a gap in the trail that runs through the Town of Grant. Town of Grant residents are also in close proximity to the Mountain Bay Trail in the neighboring Town of Herman. The Mountain Bay Trail connects the Green Bay and Wausau areas, passing through Shawano County in an east-west direction.

In addition, there are several miles of snowmobile trails that run through the Town. The Shawano County Snowmobile Trails Association has identified the locations of trails, which are secured by agreements with individual landowners.

Paratransit

Paratransit is specialized transit service to specific segments of the population that require more accessible vehicles and flexible routing. While the Town does not have its own paratransit service, Shawano County has several paratransit providers who serve the elderly and disabled including Workshop Transportation run by Shawano County Department of Community Programs. Some counties provide flexible fixed route services with buses or minibuses, to give elderly and disabled persons in rural areas an opportunity to travel to larger communities for shopping, nutrition, or other appointments. One example of this type of flexible fixed route service is provided in Shawano County, picking up persons in a different area of the County one day each week, into the City of Shawano, and occasionally to larger shopping areas in Appleton or Green Bay.

Review of State and Regional Transportation Plans

The following are State and regional transportation plans and studies relevant to this *Plan*. There are no conflicts between these State and regional plans and this Town *Plan*.

- ♦ **Shawano County Transportation Improvement Plan** The Shawano County Highway Department maintains an ongoing list of transportation improvements, both short term (5 years or less) and longer

term (up to 15 years). ~~Improvements to a portion of CTH M east of Caroline in Grant are anticipated in the short to mid-term (2008-2015). This will help to mitigate some dangerous curves.~~

- ♦ **East Central Wisconsin Regional Planning Commission Highway 29 Preservation Plan.** The Wisconsin Department of Transportation (WisDOT) has started a process to preserve the right of way that will be needed to keep drivers safe and STH 29 functional long into the future. As part of the right of way preservation effort in Shawano County, the project team will examine existing conditions and identify future needs along the STH 29 corridor. WisDOT will work with communities to identify the locations of future interchanges, overpasses and local road modifications. These solutions are intended to maintain safe and efficient traffic operation on STH 29 well into the future.
- ♦ **North Central Region Six Year Highway Improvement Plan.** Transportation improvements to the County's highways include relatively minor activities such as resurfacing. There are no projects related to the Town.
- ♦ **Wisconsin State Highway Plan 2020.** This plan focuses on the 11,800 miles of State Trunk Highway routes in Wisconsin. The plan does not identify specific projects, but broad strategies and policies to improve the State highway system over the next 20 years. Given its focus, the plan does not identify improvement needs on roads under local jurisdiction. The plan includes three main areas of emphasis: pavement and bridge preservation, traffic movement, and safety. There are no recommendations related to the Town.
- ♦ **Translinks 21: A Multimodal Transportation Plan for Wisconsin's 21st Century.** This plan provides a broad planning "umbrella" including an overall vision and goals for transportation systems in the State for the next 25 years. This 1995 plan recommends complete construction of the Corridors 2020 "backbone" network by 2005, the creation of a new State grant program to help local governments prepare transportation corridor management plans to deal effectively with growth, the provision of State funding to assist small communities in providing transportation services to elderly and disabled persons, and the development of a detailed assessment of local road investment needs. At the time of writing this Comprehensive Plan, WisDOT is in the process of updating the Translink Plan in *Connections 2030*.
- ♦ **Wisconsin Bicycle Transportation Plan 2020.** This plan presents a blueprint for improving conditions for bicycling, clarifies the Wisconsin Department of Transportation's role in bicycle transportation, and establishes policies for further integrating bicycling into the current transportation system. The plan reports that, according to a University of Wisconsin survey conducted in August of 1998, more than one-third of all Wisconsin households included someone who took at least one bike trip in the previous week. There are no recommendations related to the Town.
- ♦ **Wisconsin Pedestrian Plan 2020.** This plan outlines Statewide and local measures to increase walking and to promote pedestrian comfort and safety. The plan provides a policy framework addressing pedestrian issues and clarifies WisDOT's role in meeting pedestrian needs. Pedestrian facilities include sidewalks, walkways, streetscapes, crosswalks, traffic controls signals, overpasses and underpasses, bridges, multi-use paths, curb cuts and ramps, transit stops, and paved shoulders. Few of these types of facilities are found in the Town.
- ♦ **Wisconsin State Airport System Plan 2020.** This plan includes a general inventory of existing airport facilities in the State and provides a framework for the preservation and enhancement of a system of public-use airports to meet the current and future aviation needs of the State. It includes recommendations to upgrade existing facilities through runway extensions and replacements and facility improvements, but does not identify any new locations for airports to meet future needs. There are no recommendations related to the Shawano Municipal Airport.
- ♦ **Wisconsin Rail Issues and Opportunities Report.** This report summarizes critical rail transportation issues identified during a public outreach effort. The report serves as a point of departure for the rail component of the upcoming *Connections 2030*, WisDOT's next multimodal transportation plan ~~was adopted in 2009, set for completion in 2006.~~ The report identifies the existing rail line in Shawano County as "light density" carrying less than 3 million gross tons annually. These "light density" lines could require financial assistance in order to preserve rail service and avoid abandonment of track.

TRANSPORTATION GOALS, OBJECTIVES AND POLICIES

Goal:

1. Provide and encourage a safe and efficient transportation system that meets the needs of all residents.

Objectives:

2. Provide for adequate roadway capacities and safe conditions in cooperation with the County and State.
3. Promote the coordination of transportation investments with land use planning and development.
4. Preserve the scenic value along roadways to protect the Town's rural character.
5. Support biking, walking, public transit, and other alternative modes of transportation for those in need, including the disabled.

Policies:

1. Work with the County and State to maintain and, as necessary, upgrade town roads, County Highways and State Highways. Coordinate with Shawano County and WisDOT on transportation improvements depicted on Maps 5 and 6, in order to protect roadway capacity.
2. Collaborate with the County in the development of a Town Road Specification Manual to reflect the recommendations in this *Plan*. This manual should include standards to ensure street interconnectivity and proper design and placement of new roads, sidewalks, and paths in association with future residential and commercial development. Adopt the Town Road Specification Manual upon completion.
3. Maintain an inventory of the conditions of Town roads so that timely improvements can be made.
4. Implement a Town Local Road Improvement Program.
5. Consider developing and adopting a Town driveway ordinance.
6. Work with the County to address problem intersections (e.g. the intersection of Kopitzke & Burma/Gollnow Roads) and dangerous highway curves (e.g. CTH M).
7. Work with Shawano County and private providers to continue and expand transportation options to those who require them, such as the elderly, disabled, and children.
8. Explore different funding alternatives to secure additional funds for road maintenance and construction.
9. Continue to expand bicycling and walking opportunities in the Town.
10. Coordinate with other units of government to support other forms of transportation, such as rail, air, trucks, and water for the region.
11. Monitor and participate in pending statewide long-range plans (*Connections 2030*) for highways, local roads, air, water, rail, bicycle, pedestrian, and transit systems.
12. Secure additional funding for roads and transportation projects through working with the county to explore State and Federal funding sources.
13. Develop use and character guidelines to guide Town consideration of development proposals along US Hwy 45.
14. Work with the County on development of a recreational trails plan.

TRANSPORTATION RECOMMENDATIONS AND PROGRAMS

Maintain and Improve Roads and Highways

Shawano County maintains a short-term plan (5 to 7 years) for road improvements within the County. The County also maintains Town roads and has historically included maintenance of such roads in its five-year road plan. The Town should work with the County Highway Department to incorporate road projects into this short-term County-wide road plan as desired by the Town. It has been recommended in the County's Plan that the County Highway Department update its five-year improvement plan annually. If this recommendation is followed, then ideally the Town would provide road condition ratings and maintenance and improvement desires to the County on an annual basis as well. The Town intends to work with the County on improvements to CTH's G and M.

The Town intends to maintain, upgrade, and ensure safety on roadways that serve the Town by:

- ♦ Discouraging the use of local Town roads for through and truck traffic by designating weight limits where appropriate.
- ♦ Ensuring maintenance of roads to meet acceptable standards for safe bicycling, such as by removing obstacles and providing paved shoulders where appropriate.
- ♦ Identifying and addressing problem intersections (such as Kopitzke and Burma/Gollnow Roads) and dangerous curves (such as CTH M) through signage and reconstruction.
- ♦ Exploring signage and speed zones to encourage motorists to reduce their speeds, particularly where there are a significant number of adjacent driveways or curves in the road.
- ♦ Supporting applications to federal and state programs and funding sources, such as the Transportation Enhancement Grant program, available to the County and the Town for transportation projects. Additional information on these programs is available in the Shawano County Comprehensive Plan, from the WisDOT North Central Region office in Wisconsin Rapids, and from the University of Wisconsin Transportation Information Center.

Develop a Town Road Specification Manual

The Shawano County Comprehensive Plan recommends developing unified road improvement standards in conjunction with the towns. The resulting product would be a Town Road Specifications Manual, which would be in effect for newly platted roads in towns that endorsed or accepted it. Grant will consider endorsing such standards for the Town, and had some drafted but not formally approved at the time this *Plan* was written. .

The recommended Town Road Specifications Manual could help ensure that roads are built to function properly, to facilitate maintenance and emergency service provision, and to last as long as possible. Pending further discussions following adoption of the *Comprehensive Plans*, the manual may also address issues such as road right-of-way width, base course and pavement width and thickness, roadside and internal drainage, intersection design, maximum slopes and curves, logical addressing, and/or non-duplicative road naming.

Before the Town approves any certified survey map, preliminary plat, or final plat; it should ensure that the proposed subdivision is consistent with all subdivision ordinance standards, applicable zoning ordinance standards, road improvement and acceptance standards, and this *Comprehensive Plan*.

Enforce and Update the Town Driveway Ordinance

The Town will enforce and consider necessary updates to its driveway ordinance. A Town driveway ordinance ensures suitable dimensions and design for emergency vehicles, guides driveway placement, promotes access control to adjacent roads, and protects rural character. A driveway ordinance could:

- ♦ Include width, design, clearance, address signage, and slope standards to ensure access by emergency vehicles. To effectively provide safe access for emergency equipment, driveways should provide at least 12 feet of unobstructed width and at least 14 feet of unobstructed height. Driveways lined with dense vegetation and longer driveways should provide for a turn-out to accommodate two-way traffic and a turnaround near the home.
- ♦ Specify the number of driveway accesses to the road allowed for each property.
- ♦ Encourage shared driveways between adjacent developments.
- ♦ Require “no vehicular access” areas on subdivision plats or certified survey maps where driveways connecting to the public road would not be safe.
- ♦ Guide the placement of driveways relative to each other and road intersections, and to protect sight distances for vehicles leaving the property.

This type of ordinance typically requires, before a driveway may be constructed, submittal of a plan that shows the location, slope, cross-section, retaining walls or bridges or culverts (if necessary), erosion control and drainage management approaches. Model town driveway ordinances are available from the Wisconsin Towns Association.

Coordinate with the County and State on Planning for Recreational Routes

The Town of Grant will coordinate with the County and State to add new recreational (hiking, biking, snowmobile) routes, enhance existing routes, and improve the marking of existing recreational routes in the Town. Various funding sources are available through WisDNR and WisDOT to fund trail construction. Recommended activities include:

- ♦ Work with the County and State on efforts to pave the shoulders (4 feet) on all State and County highways identified on a designated bike route. Work with the County to explore the possibility of including a dedicated bicycle lane or paved shoulder along CTH's when different segments are improved. Town roads have low enough traffic volumes where paved shoulders are generally not necessary.
- ♦ Work with the County, State, and neighboring communities on completing the Wiowash Trail, connecting the two segments that serve the Town.
- ♦ Work with the County and neighboring communities to encourage maintenance, enhancement, and expansion of the Mountain Bay State Trail in neighboring towns.
- ♦ Work with the County on the development of a multi-use recreation plan.

Continue to Work with the County to Support Other Transportation Options

Transportation options include commuter facilities, para-transit for the growing elderly and disabled populations and transportation services for lower income workers. Available programs include:

- ♦ *Specialized Transportation Assistance Program for Counties* program, which provides funding for transportation services, purchasing services from any public or private organization, subsidizing elderly and disabled passengers for their use of services or use of their own personal vehicles, performing or funding management studies on transportation, training and the purchase of equipment. This program requires a 20% local match in funding.
- ♦ *Elderly and Disabled Transportation Capital Assistance* program. Eligible applicants include private and non-profit organizations, local public bodies that do not have private or public transportation providers available, and local public bodies that are approved providers of transportation services for the elderly and disabled. The program covers 80% of the cost of eligible equipment.
- ♦ *Wisconsin Employment Transportation Assistance Program (WETAP)*. This program supports transportation services to link low-income workers with jobs, training centers and childcare facilities. Applicants must prepare a Regional Job Access Plan that identifies the needs for assistance. Eligible applicants include local governments and non-profit agencies.

The Town of Grant will continue to support these programs and encourage participation in them, as needed.

Protect the Rural Character Along Scenic Roadways

Rural character is important to the Town of Grant. In order to ensure that development along its roadways does not detract from its rural flavor, the Town will:

- ♦ Work with the County and State to revisit standards for design of and quantity of signs, billboards, and telecommunications towers along major roadways; exploring ways that the Town may have greater authority over sign review at the Town level.
- ♦ Work with the County on clarifying and enforcing the zoning ordinance to discourage the accumulation of junk on properties. The County zoning ordinance defines "junkyards" and prohibits them in certain zoning districts. Town officials may consult with the County Planning, Development and Zoning if it believes that certain properties are in violation of the County zoning ordinance.
- ♦ Exploring locally acceptable options to ensure that properties are kept to certain basic standards of repair and maintenance, possibly including a Town property maintenance code.

- ♦ Working with the County and neighboring communities to designate and market scenic driving loops that showcase the area's unique natural and cultural resources. These may correspond with some of the potential bike routes.
- ♦ Where housing is planned, promoting the placement of new houses in locations that address distance, minimize visibility from the road except for rural address signs and preserve vegetation and topographic features.
- ♦ Encouraging a vegetated buffer along Town roadways to perpetuate the rural, wooded feel of the Town.



A scenic roadway covered by a tree canopy.

MAP 6: EXISTING AND PLANNED TRANSPORTATION AND COMMUNITY FACILITIES

CHAPTER FIVE: UTILITIES AND COMMUNITY FACILITIES

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs to guide the future maintenance and development of utilities and community facilities in the Town of Grant.

UTILITIES AND COMMUNITY FACILITIES RECOMMENDATIONS SUMMARY

- ◆ Encourage new development to be served by the Caroline Sanitary District
- ◆ Discourage the concentration of private, on-site septic systems
- ◆ Continue service arrangements and intergovernmental agreements

EXISTING UTILITIES AND COMMUNITY FACILITIES

Water Supply

The Town of Grant does not provide municipal water service to its residents. All of the Town's households obtain their water supply from private wells.

Sanitary Waste Disposal Facilities

A portion of the Town is located within the Caroline Sanitary District and is provided with sanitary sewer services, including the Town's unincorporated community of Caroline. Sewage is treated at the Caroline wastewater treatment facility, which is located off of Romberg Road on the east side of Town. This facility uses a stabilization pond treatment system and has a design capacity of 18,000 gallons per day. At the time this *Plan* was written, the system had some remaining capacity.

Households located outside the sewer service area rely on the use of individual on-site wastewater treatment systems, often referred to as septic systems, which generally discharge the wastewater to underground drainage fields. There are currently six types of on-site disposal system designs authorized for use today: conventional (underground), mound, pressure distribution, at-grade, holding tank, and sand filter systems. The general suitability of soil for private on-site wastewater treatment is shown in Map 7. Several areas in the Town may have challenges with private on-site wastewater treatment systems.

The Wisconsin Department of Commerce (COMM) regulates the siting, design, installation, and inspection of most private on-site sewage systems in the State. In 2000, the State adopted a revised private sewage system code called COMM 83. This revised code allows conventional on-site systems and alternative systems, such as those that employ biological or chemical treatment. In some cases, alternative waste disposal systems can be used in areas where conventional systems are not feasible due to unsuitable soil conditions.

Solid Waste Disposal and Recycling

Garbage collection in the Town of Wittenberg is provided by private haulers. Recyclables are also collected. Shawano County is party to a tri-County agreement with Portage and Marathon counties wherein waste is hauled to the City of Shawano (where the landfill is soon to reach its design capacity) and then transported to Marathon County. Shawano County's current landfill is located east of the Town in the City of Shawano. The landfill is partially closed.

Hazardous waste is handled through an agreement in which residents of Shawano County can drop off accepted household hazardous waste materials for no charge at the Marathon County and Brown County Hazardous Waste Sites. Additional information can be found in the 2014 Shawano County Strategic Solid Waste Management Plan.

Formatted: Normal

~~Garbage collection in the Town of Grant is provided by private haulers. Recyclables are also collected. Shawano County is party to a tri-County agreement with Portage and Marathon counties wherein waste is hauled to the City of Shawano (where the landfill is soon to reach its design capacity) and then transported to Marathon County. Shawano County's current landfill is located east of the Town in the City of Shawano. The landfill is partially closed.~~

~~Recycling in the County is handled through a contract with One Source, which was building a facility in Howard, Wisconsin at the time this Plan was written. Hazardous waste is handled through an agreement with Brown County Port and Solid Waste. Shawano County residents can deposit their hazardous waste at the Brown County Household Hazardous Waste Site. The County has a County Solid Waste Management Plan, however this plan was out of date at the time this Comprehensive Plan was prepared.~~

Stormwater Management

Stormwater management has become a significant aspect of comprehensive planning in recent years due to concerns about flooding, property damage, and surface and groundwater quality issues. Many communities around the State are adopting stormwater management rules to control run-off from both urban and rural land uses. Shawano County has a Land and Water Resource Management Plan, a Pensaukee River Watershed Plan, and an Animal Waste Management Ordinance, all of which contribute to the management of stormwater throughout the County.

Nearly one-third of Wisconsin's 79,000 farms use drains to remove excess water from their land. These drains are regulated by drainage districts. Shawano County currently has two operating drainage districts, which are overseen by commissions of appointed individuals. These districts plan, operate, and maintain district-wide drainage and dam facilities, levy assessments against landowners who benefit from drainage, award damages to landowners negatively affected by the construction of drainage facilities, make or recommend modifications to drainage district boundaries, and resolve drainage disputes.

Town Hall

The Town Hall is located on CTH M in the unincorporated community of Caroline. The site has approximately 300 feet of frontage on the Embarrass River. The building has a large meeting room and kitchen facilities, which are open to all Town residents for meetings.

Law Enforcement and Protection

The Shawano County Sheriff's Department serves as the primary law enforcement agency to Town residents. These services are considered adequate.

Fire Protection

The volunteer Grant Fire Department serves all of the Town of Grant and a very small portion of the Town of Pella.

Emergency Medical Services

Emergency Medical Services are provided to the Town by the Marion Ambulance Service.

Library

Town residents are served by the Marion Public Library in Waupaca County and the Tigerton Public Library in the Village of Tigerton. The Marion library has 23,705 volumes and is a part of the Outagamie Waupaca Library System. The Tigerton Public Library, which is a branch of the Shawano Public Library, is a member of the Nicolet Federated Library System, which is a state funded organization assisting 42 member public libraries in providing better services to the people of northeastern Wisconsin. The Shawano County Bookmobile also stops in Caroline once a month.

Telecommunication and Power Facilities

Telephone, internet, and cable services are provided to the Town by Frontier Communications and Charter Communications.

Electric and gas power are provided to the majority of the Town by Wisconsin Power and Light Company, a subsidiary of Alliant Energy. The southwest corner of the Town is served by Central Wisconsin Electric Co-operative. No power facilities are located within the Town. However, five hydroelectric facilities are located in Shawano County. High voltage electric transmission lines are provided by the American Transmission Company.

Schools

The eastern portion of the Town of Grant is located within the Marion School District, which serves students in the towns of Grant, Pella, Herman, and Seneca. The District currently operates one middle/high school and one elementary school and had a K-12 enrollment of 634 during the 2005/06 school year.

The western portion of the Town is located within the Tigerton School District, which serves students in the towns of Grant, Fairbanks, Germania, Morris, and Seneca and the Village of Tigerton. The District operates one middle/high school and one elementary school and had a K-12 enrollment of 361 during the 2005/06 school year.

Parks and Recreational Facilities

Caroline Cougar Park is located in the unincorporated community of Caroline. The park includes a lighted competition baseball diamond, with dugouts, bleachers, an elevated scorer's booth, concession stand, and restrooms. The Town Hall Park is located behind the Town Hall building, but has no river access. There is access behind the American Legion building.

Health and Child Care Facilities

There is a Marshfield Clinic on old Highway 29 just east of Wittenberg. The Shawano Medical Center is located in the City of Shawano and is the only general hospital located in the County. A Theda Care Physicians Clinic is also located in Tigerton, just west of the Town of Grant. Other facilities located in Shawano include: Theda Care Physicians Clinic and the Family Wellness Clinic. An Affinity Clinic, an Aurora Health Center, and a Theda Care Physicians Clinic are located in the City of Clintonville, just south of Shawano County.

There are no child care facilities located in the Town. However, there are seven regulated child care facilities in the City of Shawano and 32 County or State licensed child care facilities within Shawano County. There are also child care facilities located in the Village of Bonduel and the City of Marion.

Cemeteries

There are four cemeteries located in the Town of Grant, the Evangelical United Brethren (Methodist) Cemetery, Immanuel Lutheran Church Cemetery, Saint Johns Evangelical Church Cemetery, and Zion Cemetery.

UTILITIES AND COMMUNITY FACILITIES GOALS, OBJECTIVES AND POLICIES

Goal:

1. Support the efficient delivery of community utilities, facilities, and services corresponding with the expectations of Town residents and a rural atmosphere.

Objectives:

1. Coordinate community facilities planning with land use, transportation, and natural resource planning.
2. Maintain the Caroline Sanitary District and expand the District in accordance with the objectives and policies contained in this *Plan*.
3. Provide the appropriate level of community services and facilities consistent with a low tax levy and the rural orientation of the Town.
4. Continue to provide efficient and reliable fire protection services.
5. Continue to maintain and improve Town facilities.

6. Work with the County to expand park and recreational facilities available to the Town.

Policies:

1. Provide for planned sanitary sewer service extension consistent with the Future Land Use map included in the Town's *Comprehensive Plan*.
2. Implement strategies to assure a high-quality supply of groundwater – e.g. regularly inspect the sewer system, minimize potential sources of pollutants near wells and recharge areas, and maximize permeable area for infiltration.
3. Monitor and avoid over-concentration of private on-site wastewater treatment (septic) systems to minimize the potential for groundwater and soil contamination potential, particularly in areas where challenges for on-site wastewater treatment systems exist (as depicted on Map 7). The Town encourages landowners to utilize the State's grant program, called the Wisconsin Fund, to help repair or replace failing septic systems.
4. Encourage new development to be located within the Caroline Sanitary District service area.
5. Encourage construction site erosion control (e.g. silt fencing) and ongoing stormwater management for subdivisions and other larger projects to protect surface water quality and prevent flooding. Stormwater management techniques include natural drainage swales and retention and detention basins.
6. Utilize a Capital Improvement Program (CIP) that is updated on an annual basis, to manage town finances and plan ahead for improvements.
7. Upgrade and purchase new fire department equipment whenever possible (e.g. defibrillators).
8. Support strategies for enhancing telecommunication capabilities, including the siting of cellular communication facilities and broadband/fiber optics accessibility.
9. Continue to work with private companies by contract to provide solid waste disposal and recycling services to the Town.
10. Continue to maintain and improve the Grant Town Hall
11. The Town does not plan for direct involvement in providing additional cemetery facilities. The Town expects that cemeteries in the area will be sufficient over the planning period, or other county or private entities will provide these facilities.
12. Remain informed on the activities and decisions of the School Districts serving the Town to ensure that the needs of the Town for school facilities are met.
13. Continue to cooperate with and rely on the broader region to ensure that Town residents have all the necessary services, including health and child care, police, emergency medical services, libraries, cemeteries, and other government facilities.
14. Cooperate with Shawano County efforts to prepare an update to the Shawano County Solid Waste Management Plan.
15. Generally follow the timetable shown in Figure 22 to create, expand or rehabilitate community facilities.
16. Maintain the Town's parks, and monitor the condition of recreational facilities and park equipment and upgrade when necessary.
17. Participate in County and possibly State planning efforts for future recreational trails to be located within the Town.



Zion Lutheran Cemetery.

18. Encourage private utility providers to locate new infrastructure along existing rights-of-way.
19. Continue to support the Shawano City-County, Marion, and Tigerton public libraries.
20. Support local organizations like the Lions, CCDC, and American Legion.

UTILITIES AND COMMUNITY FACILITIES RECOMMENDATIONS AND PROGRAMS

Protect Groundwater Quantity and Quality

Groundwater is the source for all of the Town's drinking water supply. If groundwater is removed from an aquifer more quickly than it is recharged, the amount of water available in the aquifer is reduced. This may be of particular concern where water tables are dropping from groundwater use in portions of the Town with high concentrations of dwelling units. In addition, groundwater recharges local rivers and streams. For these reasons, groundwater protection is critical. Therefore, the Town should consider the following steps to protect groundwater:

- ♦ Encourage new and re-development to occur within the Caroline Sanitary District, when possible.
- ♦ Minimize intensive development in rural areas. There is a low probability of groundwater pollution associated with on-site sewage disposal systems where overall housing densities in an area are less than one house per two acres. There is a higher probability of groundwater pollution at overall densities greater than one house per one acre.
- ♦ Minimize impervious surfaces (e.g., rooftops, paved areas) and promote water infiltration (e.g., storm-water basins) in groundwater recharge areas.
- ♦ Continue to support and promote recycling and waste-reduction programs to decrease waste loads going to landfills in the region.
- ♦ Support an effective inspection and required maintenance program at the Town or County level for all private on-site waste disposal systems.
- ♦ Work with the County to limit the use of salt on roads, and locate and manage snow and salt storage areas to avoid groundwater and stream pollution.

Monitor the Activities of American Transmission Company (ATC) Related to New Power Lines and/or a Substation in the Town

Because new transmission lines are costly to build and difficult to site, energy providers are increasingly looking to increase capacity along existing routes. The Town promotes "corridor sharing" or the use of the transmission line's existing rights-of-way for other facilities. Corridor sharing reduces the impacts by locating linear land uses together, and minimizes the amount of land affected by new easements. It also reduces the proliferation of corridors and easements such roads, pipelines, power lines, and other linear features. At the time this *Plan* was prepared, a new transmission line was installed through the central part of the Town - connecting the Caroline substation to the Whitcomb substation to the west, and to the Belle Plaine substation to the east.

Maintain and Improve Town Parks and Recreational Facilities

One of the most effective ways for the Town to ensure that it is able to properly maintain and improve Town park and recreational facilities is to develop an improvement program and funding strategy for the Town's Parks. Incorporating an improvement program into a Comprehensive Outdoor Recreation Plan (CORP) assures that the Town maintains eligibility for State funding for additional parkland acquisition, or for park improvements. The most cost-effective way for a Town to complete a CORP is through participating in and providing input, including desired Town projects, into a Countywide CORP. A Town or Countywide CORP should include recommendations related both to all existing Town park facilities, and may include recommendations pertaining to new park facilities such as in new neighborhoods. Examples of projects the Town will consider pursuing include: upgrading the Caroline athletic fields, lights and equipment, and development of recreational trails. The Town may also choose to provide input on County plans for improvements to Hayman Falls County Park.

FIGURE 22: TIMETABLE TO EXPAND, REHABILITATE, OR CREATE NEW COMMUNITY UTILITIES OR FACILITIES

<i>Town Utilities & Community Facilities</i>	<i>Timeframe</i>	<i>Comments</i>
Water Supply	Ongoing	All water supplied by private wells; expected to continue
Sanitary Wastewater Disposal	Ongoing	Expand the Caroline Sanitary District in accordance with the policies contained in this <i>Plan</i>
On-Site Wastewater Treatment (Septic Systems)	Ongoing	Promote the State's Wisconsin Fund to help repair or replace failing septic systems; discourage intensive use of private septic systems
Stormwater Management	Ongoing	Encourage Best Management Practices to prevent stormwater run-off that is detrimental to water quality
Solid Waste & Recycling	2021-09 2023-44	Continue to contract with private companies for waste disposal and recycling; participate in County Solid Waste Management Plan
Town Buildings	Ongoing	Support ongoing Town Hall improvements and maintenance, as necessary
Parks & Recreation	2021-08 2040	Participate in a Countywide process to prepare a Comprehensive Outdoor Recreation Plan to access State funds for park improvements; consider requesting funding for improvements to the Caroline athletic fields and equipment
Telecommunication Facilities	Ongoing	Support strategies for enhancing telecommunication capabilities
Power Plants/Transmission	Ongoing	Continue to stay informed on any plans by ATC for improvements to and location of power lines/transmission stations
Child Care Facilities	N/A	Future needs will be met by the private parties
Health Care Facilities	N/A	Medical facilities in nearby communities appear to meet needs
Senior Center/Care Facilities	Ongoing	Encourage the private market to develop and operate an assisted-living facility
Schools	Ongoing	Work with the School Districts serving the Town on long-range planning issues and retaining local schools
Library	Ongoing	Continue to support Shawano, Marion, and Tigerton libraries
Police	N/A	County provides services and may explore long-range space needs for Sheriff's Department
Fire and EMS	Ongoing	Continue to upgrade and supplement the Fire Department's equipment; Continue EMS partnership
Cemeteries	N/A	Future needs will be met by private parties

Map 7: Soil Suitability for On Site Wastewater Treatment

CHAPTER SIX: HOUSING & NEIGHBORHOOD DEVELOPMENT

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs aimed at providing an adequate housing supply that meets existing and forecasted housing demand in the Town of Grant. It also provides standards for neighborhood and subdivision development where appropriate.

HOUSING & NEIGHBORHOOD DEVELOPMENT RECOMMENDATIONS SUMMARY

- ◆ Encourage the provision of a wide range of housing options
- ◆ Encourage high-quality construction and maintenance standards
- ◆ Require housing and neighborhood design that maintains the attractiveness and rural flavor of the landscape

EXISTING HOUSING AND NEIGHBORHOOD FRAMEWORK

This section describes Grant's housing stock characteristics; such as type, value, occupancy status, age and structural condition. This section also provides projected housing demand information in Grant and describes housing development and rehabilitation programs available to residents. According to 2017 Census data, the 440,394 housing units in the Town were predominately single-family detached homes (see Figure 23). This proportion is higher than the County (80 percent), the region (75 percent) and the State (69 percent). Comparatively, the County had 81 percent single family homes and the State had 70.1 percent.

FIGURE 23: HOUSING TYPES, 2000

Units per Structure	2000 Units	2000 Percent	2017 Units	2017 Percent
Single Family	358	91.5	421	95.7
Two Family (Duplex)	10	2.6	0	0
Multi-Family	2	0.5	4	0.9
Mobile Home or Other	21	5.4	15	3.4

Source: U.S. Census of Population & Housing, 2000 & Sources: ACS 2013-2017 B19001 and Source: U.S. Census of Population & Housing, 2000

Formatted: Not Highlight

Formatted: Not Highlight

Formatted: Highlight

Formatted Table

Formatted: Not Highlight

Formatted: Not Highlight

Formatted: Not Highlight

Formatted: Not Highlight

Figure 23 compares some of Grant's other year 2017 housing stock characteristics with surrounding communities, the County and the State. Of Grant's 440 housing units, 328 were owner occupied and 112 were vacant, housing units, 92 percent were vacant for seasonal, recreational or occasional use. Total housing occupancy was 87 percent. Of these occupied units, about 92 percent were owner occupied. The median housing value in the Town of Grant increased 85 percent from 1990 to 2000 to 2017. This percent change was greater than three of the five surrounding towns. Comparatively, the median sale price for a home in Shawano County increased 2.2 percent from 2007 to 2019, and the median sale price for a home in Wisconsin increased 17.5 percent, according to the Wisconsin Realtors Association. The median sale price in 2019 was \$122,500 in Shawano County and \$189,463 in Wisconsin. The median sale price for a home in Shawano County increased 85 percent from 1990 (\$45,500) to 2000 (\$84,000), and the median sale price for a home in Wisconsin increased 79 percent from 1990 (\$62,500) to 2000 (\$112,200), according to U.S. Census data.

FIGURE 23: HOUSING STOCK CHARACTERISTICS, 2017

	<i>Total Housing Units</i>	<i>Vacant Housing Units</i>	<i>Owner Occupied</i>	<i>Renter Occupied</i>	<i>Median Housing Value (\$) (owner occupied)</i>	<i>Median Housing Value % Increase from 2000</i>
Town of Grant	440	96	328	16	139,100	85
Village of Wittenberg	507	58	323	217	89,100	29.9
Town of Fairbanks	300	29	243	28	124,600	110.8
Town of Herman	361	69	241	51	154,000	114.2
Town of Bartelme	384	68	214	102	79,000	16.7
Town of Morris	239	75	143	21	137,500	49.5
Town of Pella	438	71	329	38	133,900	67.4
Town of Seneca	254	71	176	7	110,000	66.7
Shawano County	20,806	3,782	12,997	4,027	135,800	61.7
Wisconsin	2,668,692	339,938	1,559,308	769,446	169,300	50.9

Sources: ACS 2013-2017 B25001, B25002, B25003, B25004, and B25077

FIGURE 24: HOUSING STOCK CHARACTERISTICS, 2000

	<i>Total Housing Units</i>	<i>% Vacant (Homeown- ers)</i>	<i>% Vacant (Rental)</i>	<i>% Owner Occupied</i>	<i>Median Housing Value (\$)</i>	<i>% Median Hous- ing Value Increase from 1990</i>
Town of Grant	391	1.0	12.0	91.8	75,200	81.2
City of Shawano	3,587	0.9	42.6	60.5	78,900	68.2
City of Marion	624	3.3	23.3	70.4	71,400	71.6
Village of Wittenberg	471	1.6	42.9	57.6	68,600	85.9
Town of Dupont	257	1.4	4.2	90.4	96,300	115.9
Town of Fairbanks	268	0.5	3.0	91.4	59,100	66.5
Town of Herman	334	0.4	0.0	86.6	71,900	89.2
Town of Larrabee	471	1.1	45.8	91.8	88,300	73.1

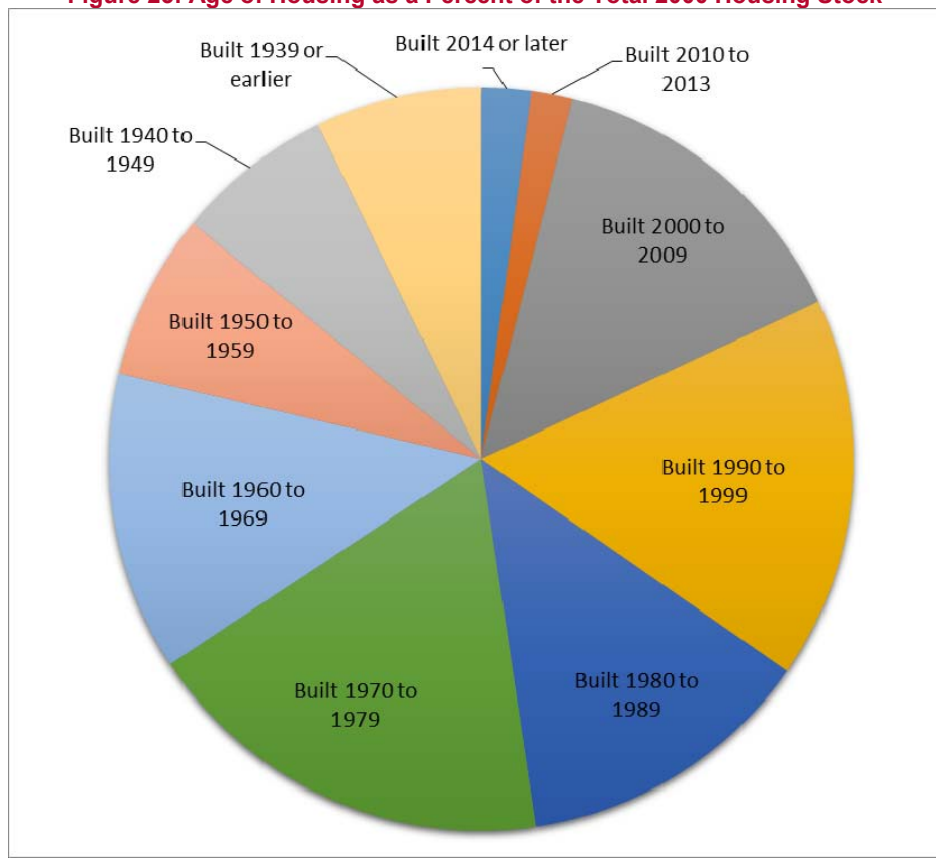
	<i>Total Housing Units</i>	<i>% Vacant (Homeless- er)</i>	<i>% Vacant (Rental)</i>	<i>% Owner Occupied</i>	<i>Median Housing Value (\$)</i>	<i>% Median Hous- ing Value Increase from 1990</i>
Town of Morris	220	0.6	0.0	86.2	92,000	133.5
Town of Pella	374	1.3	11.1	88.5	80,000	86.5
Town of Seneca	249	0.0	0.0	86.3	66,000	95.3
Town of Wyoming	145	2.0	0.0	90.1	78,300	56.6
Shawano County	18,317	1.2	9.8	78.2	84,000	84.6
Wisconsin	2,321,144	1.2	16.4	68.4	112,200	79.5

Source: U.S. Census of Population and Housing, 2000

Figure 25 illustrates the age of Grant's housing stock based on the 2017 Census data. The age of a community's housing stock is sometimes used as a measure of the general condition of the community's housing supply. Grant has a relatively old housing stock, although it has experienced periods of increased housing construction interspersed with periods of less housing construction recently. The majority of houses (75%) were built between 1960 and 2009. Only 4 % of houses were built after 2009. Approximately 12 percent of current housing stock was constructed within the past decade. More than 45 percent of the Town's homes were built before 1940. Over the planning period, owners of these older homes will likely be interested in rehabilitation efforts.

FIGURE 24: AGE OF STRUCTURE BY YEAR BUILT - WITTENBERG 2017

Figure 25: Age of Housing as a Percent of the Total 2000 Housing Stock



Sources: ACS 2013-2017 B25034 and B25035

Formatted: Not Highlight

Formatted: Not Highlight

Formatted: Not Highlight

Formatted: Highlight

Formatted: Font: Copperplate Gothic Light

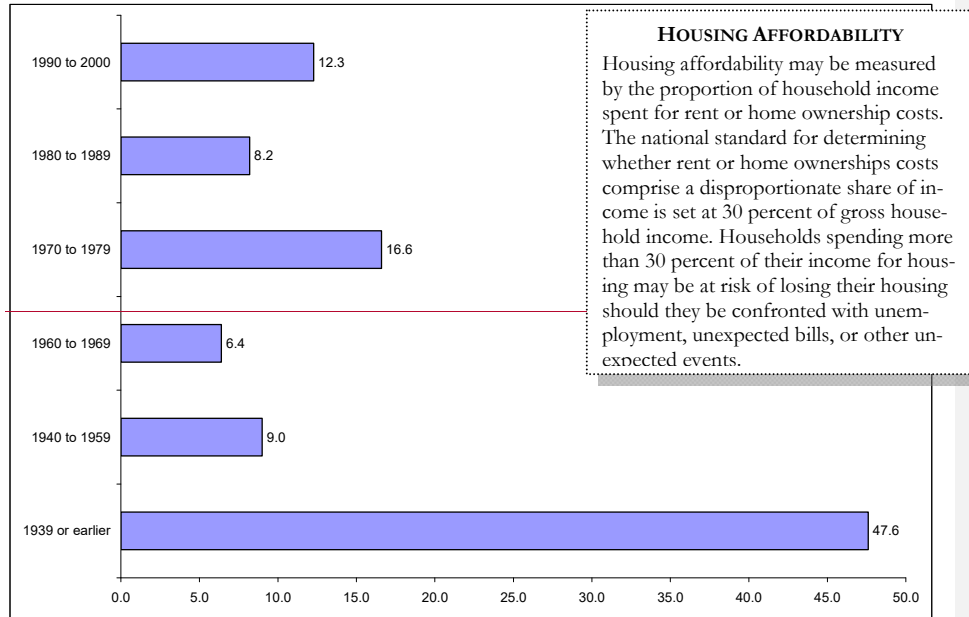
Formatted: Table Title

Formatted: Font: Copperplate Gothic Light, Check spelling and grammar

Formatted: Left

Formatted: Highlight

Formatted: Normal



Source: U.S. Census of Population and Housing, 2000

HOUSING AFFORDABILITY

In 1999, the percentage of homeowners in the Town of Grant paying 30 percent or more of their income for housing was 9 percent, compared to Shawano County's 16 percent and the State's 18 percent. There were no Grant renters paying 30 percent or more of their income for housing, per 2000 Census figures, compared to Shawano County's 26 percent and the State's 32 percent.

The East Central Wisconsin Regional Planning Commission compiled ten variables (including age of occupied units, homeowner and rental vacancy rates, owner-occupied housing values, renter and owner-occupied housing affordability and housing conditions) from the 2000 Census to produce a composite map of the region indicating the level of "housing stress" in each jurisdiction. The levels range from "minor" to "moderate" to "severe." It is important to note that this compilation did not include household incomes or household wealth, which could alleviate individual "housing stress" conditions through the region. According to this composite map (ECWRP 2003 State of the Region Report, page 27), Grant was identified as having a "minor" level of housing stress.

HOUSING AND NEIGHBORHOOD DEVELOPMENT PROGRAMS

Throughout Shawano County, several governmental, private and nonprofit agencies provide some form of assistance to meet the needs of individuals who lack adequate housing due to financial difficulties, disabilities, age, domestic violence situations, or drug abuse problems. ~~According to the Wisconsin Housing and Economic Development Authority (WHEDA), there were 567 federally assisted rental units in the County in 1999. Of these, 356 were elderly units, 198 were family units, and 13 were units for disabled individuals.~~

The following housing providers and programs are available to Shawano County, its communities and/or its residents:

- ♦ The U.S. Veterans Administration provides low-cost loans and other housing assistance to veterans in the County.
- ♦ WHEDA is the most active housing agency in Shawano County and has constructed most of the affordable housing for low-income families and seniors.
- ♦ The Wisconsin Department of Administration provides loans to low and moderate income homebuyers in the County.
- ♦ The Shawano County Community Development Block Grant (CDBG) Housing Rehabilitation Program provides no-interest loans and down payment assistance to homeowners and landlords for housing rehabilitation projects.
- ♦ Rural Development is a nonprofit agency active in central Wisconsin that provides housing assistance in the form of low-interest loans to low-income homebuyers.
- ♦ Habitat for Humanity offers homeownership opportunities to people of moderate or low incomes in Shawano County. Habitat for Humanity asks able-bodied purchasers to help build their new home and, in return, receive low interest loans.
- ♦ County of Shawano Housing Authority provides housing of various types to low-income individuals and families, based on income and need.
- ♦ Other agencies providing housing services in the County include religious institutions and social service agencies that provide housing services to persons with disabilities, persons with HIV/AIDS, and seniors.

HOUSING AND NEIGHBORHOOD DEVELOPMENT GOALS, OBJECTIVES AND POLICIES

Goal:

1. Encourage the provision of safe, affordable housing and neighborhood environments for all Town residents.

Objectives:

1. Encourage high quality construction and maintenance standards for housing.
2. Encourage home siting that will not result in property or environmental damage, or impair rural character or agricultural operations.
3. Support a range of housing choices, including affordable housing, to meet the needs of persons of all income levels, age groups, and special needs.
4. Support efforts to rehabilitate housing in areas where current housing stock is deteriorating.
5. Encourage neighborhood designs and locations that protect residential areas from incompatible land uses, promote connectivity of road and environmental systems, and preserve rural character.

Policies:

1. Plan for a sufficient supply of developable land for a range of different housing types, in areas consistent with Town land use goals, and of densities and types consistent with community service and utility availability. The recommended "Future Land Use Map" for the Town of Grant (Map 5) will more than accommodate expected housing demand over the 20 year planning period and beyond, within a variety of residential and rural land use designations.

2. Encourage high quality construction and maintenance standards for housing, potentially through the following:

- ♦ Developing regulations designed to discourage incompatible uses (e.g. junk vehicle storage) in residential areas.
- ♦ Considering expansion of the Town property maintenance code to address issues of basic house and lot maintenance.
- ♦ Using programs funds (e.g. Community Development Block Grant) to provide, maintain and rehabilitate housing for all income and age levels, such as building or rehabilitating multiple-family housing in the Town. Using CDBG funds, communities may establish rehabilitation loans or grants to assist owner-occupants with repairs.
- ♦ Working with the County on updates to the County nuisance ordinance and enforcing the regulation of temporary dwelling units.



An example of high quality construction.

3. When reviewing new housing development proposals, encourage strategies to protect water quality and natural resources, particularly around environmental corridor areas in Caroline and along the Embarrass River. Such standards should include stormwater basins and natural conveyance routes, rain gardens, landscape buffers, and other similar innovative techniques.
4. Support the private market in developing housing options that are affordable for low and moderate income families and elderly residents (potentially single-family attached homes and apartment buildings). Several State and federal programs and funding sources are available to assist private developers, Shawano County, local governments, and residents meet housing objectives. Examples of these are described on the previous page.
5. Support the private market in developing an assisted-living facility for aging residents in the Town.
6. Support efforts to protect private homes from wildfire hazard through thoughtful home siting and grounds maintenance, including:
 - ♦ Educating residents on the risk of wildfires and taking measures to ensure that emergency responders can safely and adequately fight fires and access homes.
 - ♦ Providing local fire agencies the opportunity to review and comment on major subdivisions or large-scale non-residential development projects. The location of individual homesites, parks, open recreational lands, roads, trees, and landscaping should also be reviewed with fire protection in mind.
 - ♦ Developing a driveway ordinance that provides for safe access to homesites. WisDNR has additional information to help educate both newcomers and long-term residents on the hazards wildfires pose on lives and private property.
7. Direct new residential development to areas easily served by existing infrastructure – sanitary sewer, highways, streets, electric and gas distribution, and emergency and other services.
8. Infill residential development should be encouraged in existing vacant and under-utilized lots within existing neighborhoods.
9. New residential development should be encouraged to adopt conservation neighborhood design (described on next page).

10. Work with the County to update and enforce the regulation of temporary dwelling units – more carefully monitoring the amount of time a temporary dwelling unit (trailer) can be in place. The Town may also independently develop an ordinance setting limitations.

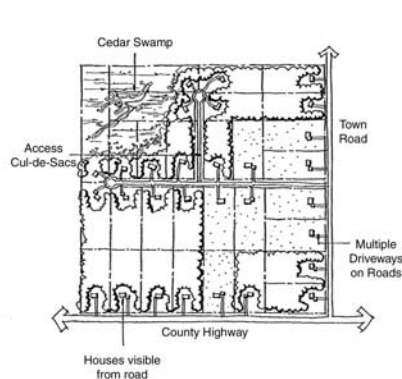
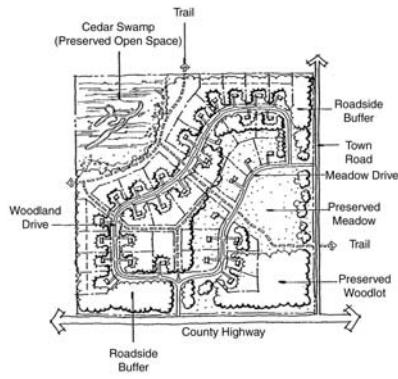
HOUSING AND NEIGHBORHOOD DEVELOPMENT RECOMMENDATIONS AND PROGRAMS

The Town endorses high-quality design and layout in all newly planned residential areas in the Town. This includes protecting environmental corridors during the land division and construction phase and providing safe and adequate road access. In areas where Map 5 shows new residential development (the areas designated as *Residential (1-2.5)* and *Residential (2.5-10)*), the Town encourages the use of conservation neighborhood design techniques in the planning and developing of subdivisions. Conservation neighborhood design is an overall approach to designing new residential developments in a manner that achieves many of the goals of this *Plan*. Design principles include:

- ♦ Preserve open space, farmland, woodland, and natural features that define, sustain, and connect rural neighborhoods and enhance rural character.
- ♦ Promote rural character by “hiding” development from main roads through natural topography, vegetation, and setbacks. This could be accomplished by arranging lots behind trees, hills and ridges. Where such features are absent, the use of berms with natural plantings can also be effective. Another method would be to discourage the development of highly-visible “frontage lots” along roadways, as these have the greatest visual and traffic impacts. It should be noted, however, that while minimizing the visual impact of development, it is also critical to maintain safe fire access and appropriate road and driveway markings to ensure fast emergency response.
- ♦ Arrange individual homes in desirable locations, which should consider topography, privacy, and views of open space.
- ♦ Pay careful attention to on-site lighting, including specifications for type, height, brightness, and placement of new exterior lights. In particular, full cut-off or “shoe box” style lights should be used for new street lights along roadways. Homeowners should be encouraged to use low wattage or shielded yard lights if necessary for security.
- ♦ Use the road and possibly a trail network to connecting homes to each other, connect streets to the existing road network, and connect the development to adjoining open space and/or nearby public lands. Emphasize the use of natural walking paths and trails.
- ♦ Encourage housing on modest sized lots. Smaller lots that are “clustered” in buildable portions of a property will allow for greater protection of natural features and open space in other portions of the land. Often, rural lots can be as small as 1½ acres and still allow for safe on-site disposal of sanitary waste. The use of community/group systems may allow for even smaller lots. Figure 26 provides a visual comparison between a conventional subdivision and conservation neighborhood design on the same conceptual site.
- ♦ Promote logical placement of rural address signs and mailboxes to encourage visibility but minimize potential for damage.
- ♦ Incorporate greenspace into development areas, particularly to preserve natural resource or environmental features.
- ♦ Consider implementing maximum clearance allowances for wooded areas when development is proposed to ensure that the wooded character of the landscape is preserved.

FIGURE 26: EXAMPLE OF CONSERVATION NEIGHBORHOOD DEVELOPMENT COMPARED TO CONVENTIONAL DEVELOPMENT

(In *Residential (2.5-10)* areas)

**Conventional Development****Conservation Neighborhood**

The Town intends to work with the County to make strategic amendments to the County subdivision and zoning ordinances to encourage conservation neighborhood design as an option in several zoning districts. The rules may be written to provide incentives for this type of development. For example, allowing slightly more lots when conservation design principles are followed.

Often, conservation neighborhoods preserve one-half or more of the land as permanent open space. Who maintains this space is a frequent question. In conservation neighborhoods, the open space may be owned and managed by one or a combination of the following:

- ♦ A private individual who holds fee title to the land and manages the land for open space uses (e.g., farming, hunting), often as provided by a conservation easement. This conservation easement could limit any future development in the open space area. This individual could be the original landowner, or a new owner interested in using the land for farming, hunting or other open space uses.
- ♦ A homeowner's association or lake association made up of private property owners within the development. The homeowner's association would own and maintain the common open space through a formal declaration of covenants, conditions and restrictions. This method provides residents with the greatest degree of control over the use and management of the open space.
- ♦ A non-profit conservation organization, such as a land trust, which retains or protects the natural, scenic or open space values of real property to assure the availability of this land for agricultural, forest, recreational or open space uses.
- ♦ A governmental agency which might provide the land as a public recreation area.

CHAPTER SEVEN: ECONOMIC DEVELOPMENT

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs to promote the retention and stabilization of the economic base in the Town of Grant. This chapter includes an assessment of new businesses and industries that are desired in the Town, an assessment of the Town's strengths and weaknesses with respect to attracting and retaining businesses and industries, and an inventory of environmentally contaminated sites.

ECONOMIC DEVELOPMENT RECOMMENDATIONS SUMMARY

- ◆ Encourage economic development based on agricultural and natural resources
- ◆ Promote the revitalization of commercial property in Caroline
- ◆ Promote age diversity through supporting young farmers and young entrepreneurs
- ◆ Support heritage tourism and outdoor recreation-oriented businesses
- ◆ Enforce standards for new commercial and industrial development

EXISTING ECONOMIC DEVELOPMENT FRAMEWORK

This section details labor force trends, educational attainment, employment forecasts, income data and other economic development characteristics of the Town. The economic base of lands within the Town primarily consists of farming, with few small non-farm businesses in scattered locations.

Labor Force Trends

The Town's labor force is the portion of the population that is employed or available for work. The civilian labor force includes people who are ~~in the armed forces~~, employed, unemployed, or actively seeking employment. According to 201900 Census data, ~~506,527~~ Town residents age 16 ~~64 or older~~ are in the labor force (~~68.9 percent of the population over age 16~~). Of those in the labor force, ~~502 are~~ ~~484 are~~ employed. The Town's unemployment rate in 201900 was 0.75 percent. Detailed information regarding County labor force trends is included in the Issues and Opportunities chapter.

Educational Attainment

Educational attainment is another component of a community's labor force. According to ~~the 201700~~ Census data, ~~approximately more than~~ 864 percent of the Town's population ~~age 25 and older~~ had attained a high school level education or higher. ~~More than~~ ~~Approximately~~ 119 percent ~~of this same population~~ had attained a college level education (bachelor's degree or higher).

Income Data

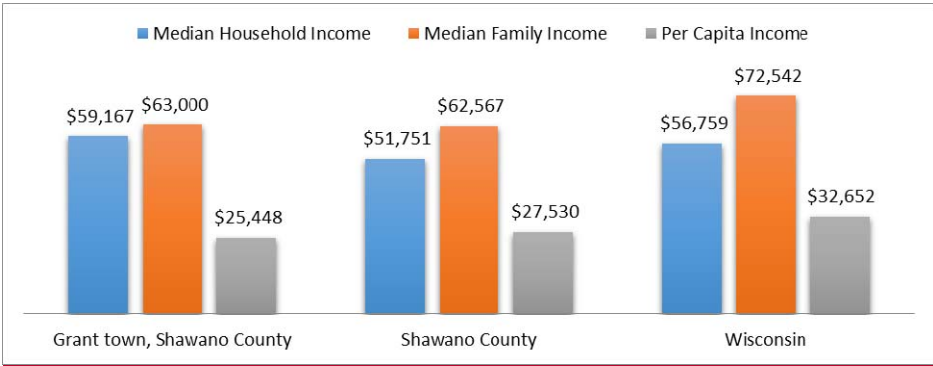
According to 201700 Census data, the ~~1999~~ median household income in the Town of Grant was ~~\$59,167~~ ~~40,583~~. ~~Approximately~~ ~~Over twenty-five~~ thirty percent of households reported an income between

ECONOMIC STRENGTH

POLICOM Corporation-an independent economic research firm specializing in analyzing local and state economies-annually ranks the local economies of the 361 Metropolitan and 577 Micropolitan Statistical Areas in the United States. Metropolitan Statistical Areas have at least one urbanized area of 50,000 or more population, plus any adjacent territory that is economically and socially tied to the urbanized core, as evidenced by work-force commuting patterns. Micropolitan areas must have an urbanized area of at least 10,000 population but less than 50,000 population and must include at least one county. The rankings are based on the area's level of consistent quality growth over an extended period of time, using various data sectors such as the growth of workers' earnings, overall economic stability, and per capita income maintenance (welfare). Although Shawano County is not part of a "Metro" or "Micro" area, the adjacent Metro areas of Green Bay (ranked 48 in 2006), Oshkosh (107), Appleton (99), and Wausau (82); as well as the Micro areas of Stevens Point (43), Marshfield/Wisconsin Rapids (25), and Merrill (115) are represented. These economic health rankings show that all neighboring Metro economies were in the top 1/3 of the national rankings, and all neighboring Micro economies were in the top 1/5. The greater east-central region of the State has a high level of economic health when compared on a national level.

\$560,000 and \$749,999. That is an improvement from 1999, with the next highest percentage of Town residents (22.3 percent) earning from \$35,000 to \$49,999. Figure 27 compares the Town's median household income and per capita income with Shawano County and the State neighboring communities.

FIGURE 27: MEDIAN HOUSEHOLD INCOMES 2017



Sources: ACS 2013-2017 B19013, B19113, and B19301

	Median Household Income (\$)	Per capita Income (\$)
Town of Grant	40,583	16,490
Town of Pella	40,188	17,926
Town of Seneca	38,750	15,601
Town of Fairbanks	39,432	16,373
Village of Tigerton	25,278	14,707
City of Shawano	31,546	17,380
Shawano County	38,069	17,991
Wisconsin	43,791	21,271

Source: U.S. Census of Population and Housing, 2000

Commuting Patterns

Approximately half of Shawano County's workforce is employed outside the County, according to 2000 statistics compiled by WisDWD. Of the 8,024 workers commuting to places outside the County, 36 percent (2,940 workers) commute to Brown County to the southeast. Waupaca County and Marathon County are the second and third most common workplace destinations, drawing 15 and 13 percent of the commuting workforce respectively (1,199 and 1,066 workers). The fourth most common workplace destination was Outagamie County with approximately 10 percent of commuters or 812 workers. Nearly 300 or more Shawano County workers commute to one of the other nearby counties: Menominee, Langlade, Oconto, and Winnebago. In contrast, about 2,505 workers commute into Shawano County for employment. Substantial numbers drive in from Waupaca (464 workers), Oconto (436 workers), Marathon (391 workers), and Brown (381 workers) counties. The average time a County resident travels to work increased from 19 minutes in 1990 to almost 23 minutes in 2000, suggesting that many are taking jobs even further away. Approximately half of Shawano County's workforce is employed outside the County, according to 2013 statistics compiled by the Wisconsin Department of Workforce Development. Of the 7,922 workers commuting to places outside the County, 34 percent (2,713 workers) commute to Brown County to the southeast. Marathon County and Waupaca County are the second and third most common workplace destinations, drawing approximately 14 percent of the commuting workforce respectively (1,096 and 1,086 workers). The fourth most common workplace destination was Outagamie County with approximately 11 percent of commuters or 903 workers. Shawano County workers also commute to other nearby counties: Langlade, Oconto, Winnebago, and Portage. In contrast, about 2,932 workers commute into Shawano County for employment. Substantial numbers drive in from Waupaca (609 workers), Oconto (575), Brown (488 workers), and Marathon (467 workers) counties. The average time a county resident travels to work is approximately 23 minutes.

COMMUTER CHALLENGES

Many communities in rural areas lose a large percentage of their workforce to neighboring metro areas. The communities of Shawano County face difficult commuter related challenges due to the county's geographic position. Located between Green Bay, the Fox Valley, and Wausau, nearly half of all workers commute outside Shawano County. Common concerns for heavy commuter counties include increased fuel consumption, the loss of a valuable labor source, and a disproportionate share of the tax base dedicated to maintaining local roadways.

Communities facing these challenges need to find innovative ways to promote local assets. New businesses can benefit from superior existing infrastructure. Significant advances in technology now make telecommuting a viable option. Losing workers via inter-county commuting is an important issue that many rural communities will need to address in the future.

Location of Economic Development Activity

Map 4 shows the location of current economic development activity in the Town of Grant. These areas are labeled under *Commercial and Industrial* land use categories on the map.

Countywide, most commercial and industrial land uses are located within the County's villages and city, but there are a few areas in the towns. There are seven industrial parks in the following Shawano County communities: Birnamwood, Bonduel, Gresham, Marion, Shawano (Raasch Industrial Park, Bay Lakes Industrial Park, and Shawano Municipal Utilities Industrial Lands), Tigerton, and Wittenberg. Combined, these parks provide 730 acres of Industrial land use. As of 2006, the vast majority of this acreage was vacant and available for development.

Environmentally Contaminated Sites

The Wisconsin DNR's Environmental Remediation and Redevelopment Program maintains a list of contaminated sites, or "brownfields," in the State. WisDNR defines brownfields as "abandoned or under-utilized commercial or industrial properties where expansion or redevelopment is hindered by real or perceived contamination." Examples of brownfields might include a large abandoned industrial site or a small corner gas station. Properties listed in the WisDNR database are self-reported, and do not necessarily represent a comprehensive listing of possible brownfields in a community.

As of ~~January March 20062021~~, there was one site in the Town listed in WisDNR's system ~~in which continuing obblcations apply.~~ ~~The site is located in Caroline. More detailed information about the site can be found on the WI DNR RR sites website. There are three types of sites listed in the database: Spills, Leaking Underground Storage Tanks, and Environmental Repair Sites. The site in Grant was a spill.~~

Brownfield redevelopment programs seek to return abandoned or underused industrial and/or commercial sites to active use through cleaning up environmental contamination and encouraging redevelopment of the sites. The Wisconsin Department of Commerce and WisDNR work together to administer a grant program that funds brownfields cleanup. This program provides funds for environmental studies that determine the nature and extent of contamination as well as for the actual remediation of contaminated sites. More information on the requirements a community must meet to receive these grants is available through the Department of Commerce and WisDNR.

Economic Development Programs and Agencies

The following list provides information on programs designed to stimulate economic development:

- **Shawano County Economic Progress, Inc.** (SCEPI) is a non-profit corporation dedicated to the mission of promoting economic vitality throughout Shawano County by acting as a technical resource and facilitator for communities and business partners. SCEPI is dedicated to assisting our business partners by providing services that address their top priorities: business start-ups, business expansions, new business development, relocation, technical and financial assistance, planning, research and application preparation, government liaison, and technology zone tax credits. Other organizations that assist businesses seeking to relocate to the Shawano area include: the Shawano Area Chamber of Commerce, the City of Shawano Industrial and Economic Development Commission, Wittenberg Area Development Corp., Tigerton Advancement Association, and Shawano Improvement, Inc.
- Shawano County's **Revolving Fund Loan Program** provides assistance to business and industry seeking to relocate in Shawano County.
- The State's **Community Based Economic Development Program** (CBED) provides funding assistance to local governments and community-based organizations that undertake planning, development and technical assistance projects that support business development. Any Wisconsin municipality or community-based organization is eligible to apply for funding. Funds are available on an annual basis through a competitive application process. Application materials are available from the Wisconsin Department of Commerce.
- The **U.S. Small Business Administration's Certified Development Company (504) Loan Program** provides growing businesses with long-term, fixed-rate financing for major fixed assets, such as land and buildings. 504 loans can be used to fund land purchases and improvements, grading, street improvements, utilities, parking lots and landscaping, construction of new facilities, or modernizing, renovating or converting existing facilities.
- The **Wisconsin Department of Commerce** administers several financial assistance programs to communities to promote economic development by linking them to applicable programs within the Department of Commerce or other agencies.
- The **State Infrastructure Bank Program** is administered through the Wisconsin Department of Transportation to provide revolving loans used by communities for transportation infrastructure improvements to preserve, promote, and encourage economic development and transportation efficiency, safety, and mobility.

Assessment of Desired Economic Development Focus

The Wisconsin comprehensive planning statute requires that this *Plan* "assess categories or particular types of new businesses and industries that are desired by the local government unit." Figure 28 considers strengths and weaknesses for economic development in the Town of Grant. Based on these strengths and weaknesses, the Town's desired economic focus is reflected in the goals, objectives, policies, and recommendations below. Generally, the Town promotes economic development related to agriculture. The Town also promotes busi-

Formatted: Not Highlight

Formatted: Not Highlight

Formatted: Not Highlight

Formatted: Not Highlight

nesses in the Caroline area, and commercial and industrial development compatible with the rural character of the Town.

FIGURE 28: TOWN OF GRANT STRENGTHS AND WEAKNESSES FOR ECONOMIC DEVELOPMENT

<i>Strengths</i>	<i>Weaknesses</i>
<ul style="list-style-type: none"> ♦ Strong agricultural base ♦ Scenic beauty and open space ♦ Caroline business district ♦ Access to USH 45 ♦ Potential to collaborate with Marion for more intensive economic development ♦ Sanitary sewer service ♦ Motivated Town leadership 	<ul style="list-style-type: none"> ♦ Difficulty retaining young residents ♦ Limited infrastructure capacity ♦ Challenging to compete with larger communities like Marion ♦ Rural atmosphere

ECONOMIC DEVELOPMENT GOALS, OBJECTIVES AND POLICIES

Goal:

1. Encourage high quality economic development opportunities appropriate to the Town's resources, character, and service levels.
2. Capitalize on under-utilized infrastructure in the Caroline area.

Objectives:

1. Focus economic development efforts on farming, farm-related businesses, recreation-related businesses, and small, highway-oriented businesses.
2. Encourage new businesses and small industry in the Caroline area.
3. Accommodate high quality employment opportunities in areas planned for commercial uses on Map 5.

Policies:

1. Encourage the rehabilitation, redevelopment, and reuse of buildings in the Town, particularly in Caroline.
2. Ensure that all new commercial and industrial development is consistent with the policies and recommendations contained in this *Plan* (e.g. discourage strip development).
3. Seek economic development opportunities related to agriculture and natural resources.
4. Establish and enforce design standards for development, particularly along and visible from Hwy 45.
5. Work with the County to ensure that County performance standards (e.g. co-location, screening, landscaping, camouflaging) are met when reviewing applications for wireless communication facilities.
6. When reviewing applications for non-metallic mineral extraction sites, refer to the standards listed in the Natural Resources chapter and consider incorporating such standards in the Town's zoning ordinance.
7. Direct more intensive, large-scale commercial and industrial uses into the City of Marion, where public sewer and water services with greater capacity are available.
8. Enhance the Caroline business district by ensuring a clean, well-maintained appearance.
9. Partner with Shawano County Economic Progress and other organizations to encourage local economic development and location of business and industry in the Town, such as through incentives.
10. Encourage Town residents to support local businesses.
11. Allow home-based businesses where there will be no impact on surrounding properties.
12. Promote the careful placement and design of future mineral extraction sites, wireless telecommunication facilities, and other uses that may have a significant visual, environmental, or neighboring property owner impacts.

ECONOMIC DEVELOPMENT RECOMMENDATIONS AND PROGRAMS

Encourage Businesses that are Related to Farming and Recreation

These uses, including home occupations and “cottage industries”, are particularly appropriate in rural areas to supplement household income (e.g., farm families). Home-based businesses and services range from those who supplement their income by selling a craft item or repairing a lawnmower to those who are employed by a company, but do most of their work from a home office (commonly called telecommuters). Two major trends have attributed to the rise of home occupations: the increased use of the personal computer and the re-structuring of the corporate workforce (e.g., downsizing, out-sourcing, “satellite” offices). Working with the County, the Town will ensure that its current zoning regulations continue to accommodate the operation of home businesses and services, and specify appropriate standards to avoid conflicts.



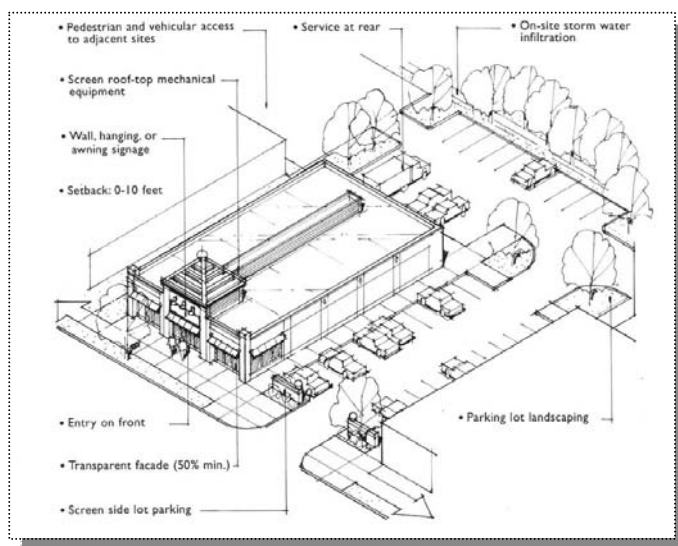
Example of an agriculture-oriented business.

Enforce Design Standards for Commercial and Industrial Projects:

The quality of commercial and industrial development in the Town significantly shapes the community's character. The Town encourages the County to include design standards for commercial and industrial projects in the County zoning ordinance. The Town will work with the County to enforce these standards:

- ♦ High-quality signage treatment that is based on the area of building frontage, road frontage and façade area. The use of monument signs should be encouraged instead of pole signs.
- ♦ Retention of existing vegetation and high quality landscaping treatment of bufferyards, street frontages, paved areas and building foundations.
- ♦ Intensive activity areas such as building entrances, service and loading areas, parking lots, and trash receptacle storage areas oriented away from less intensive land uses.
- ♦ Parking lots landscaped with perimeter landscaping and/or landscaped islands, along with screening to limit views from streets and adjacent residential uses.
- ♦ Parking to the sides and rear of buildings wherever possible, rather than having all parking in the front.
- ♦ Location of loading docks, dumpsters, mechanical equipment, and outdoor storage areas behind buildings and complete screening through use of landscaping, walls, solid fencing, and architectural features.

- ♦ Illumination from lighting kept on site through use of cut-off, shoebox fixtures.
- ♦ High-quality building materials and architectural details. For instance, masonry or brick construction, stone, wood frame, enameled steel or equivalent. Facades should have a portion of their construction in brick or stone.
- ♦ Canopies, awnings, trellises, bays, and windows to add visual interest to facades.
- ♦ Variations in building height and roof lines.
- ♦ Limited use of chain-link and other non-decorative fencing.



This sketch illustrates desired commercial design principles.

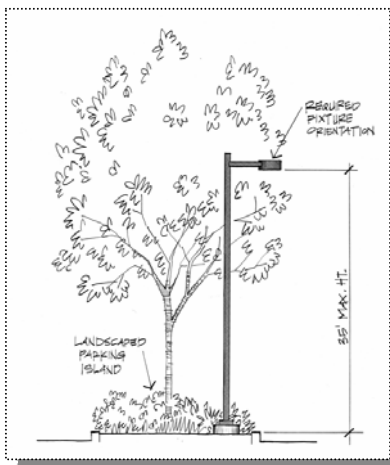
Support the Economic Health of Production Agriculture and Forestry in the Town

The Town encourages efforts to support the economic health of production agriculture and forestry in the Town, including the exploration of “non-traditional” forms of agriculture and forestry, such as vegetable, fruit and nut farms, and other small-acreage farms; grazing; research farming; community-supported agriculture; equine centers; businesses supporting hunting, fishing, and other outdoor recreational activities; and production of specialty products.

Work with Shawano County to Implement “Image” Guidelines for New Development Along US Hwy 45

State Highway 45 serves as a major thoroughfare through the County for travelers moving north and south. The corridor may provide many visitors with their first and lasting impression of Shawano County. Interchange areas serve as gateways to the local communities along the corridor. Future development proposals along the Highway 45 corridor should be consistent with this *Plan* and the desired image and development standards that follow:

- ♦ *Quality Building Design.* New commercial and industrial development should follow the recommended building and site layout design guidelines presented earlier in this chapter. In particular, new buildings with attractive facades should be encouraged to face the highway. Large-scale development should incorporate architectural design, building materials, and exterior color that enhance the overall image of the corridor.
- ♦ *Sign Control Measures.* A highway corridor cluttered with billboards and tall freestanding signs can distract from the natural landscape and pristine views enjoyed by many motorists. The Town should work with the County to consider regulations limiting new development of billboards along the highway corridor. The County should also consider working with business owners and local governments to control the number, height and setback of on-site signage allowed in this corridor.
- ♦ *Landscaping.* Significant amounts of landscaping should be encouraged in all new developed parcels along the corridor. Landscaping should be encouraged around building foundations, in and around paved areas, around areas where screening is appropriate, and in a buffer area between the building and highway. Landscaping materials should be of adequate size to ensure both a high degree of survivability and immediate visual effectiveness. Native plantings that blend into Shawano County’s current mix of vegetation cover should be encouraged.
- ♦ *Lighting.* Inappropriately high lighting levels can have negative impacts on traffic safety, surrounding properties, and the area’s dark sky. The Town advises careful attention to on-site lighting that would include specifications for type, height, brightness, and placement of new exterior lights. In particular, full cut-off or “shoe box” style lights should be used in the corridor to minimize light pollution.



Encourage Small Scale Business Development in Caroline

The Town intends to maintain and further the vital services and functions of Caroline as a commercial, service and social center in the Town. The Town Hall and local businesses will continue to bring activity to the area – which will be enhanced as potential residential development occurs nearby as shown on Map 5.

Redevelopment and/or revitalization of vacant or

Types of Small Businesses

Appropriate for Grant

- ♦ Businesses related to recreation, fishing, hunting, such as outfitters, bait and tackle shops, and canoe rental
- ♦ Niche tourism – such as a specialty cheese shop selling products from local and regional producers, and other local foods
- ♦ Art galleries and craft shops

ADOPTED: AUGUST 4, 2008

underutilized buildings will also be pursued. The Town will work with the County and/or State on redevelopment/remediation of brownfield sites. The Town should use marketing, investment and incentive strategies to maintain those uses and expand the range of businesses and services that are available in Caroline. Retaining existing businesses, expanding opportunities for local entrepreneurs, and recruiting additional businesses are all part of the equation.

Attract, Retain, and Bring Back Younger Residents

As the County's population continues to age, it is in the interest of communities to work together to attract, retain and bring back younger residents. Having a balanced age structure ensures the future vitality of the community, the health of the school districts, and stability of the economy. Communities nationwide are grappling with the same challenges. Many communities are realizing that it can be very challenging to continuously retain young residents - as many must leave for college, trade school, or other endeavors. Communities are finding that it can be advantageous to encourage young people to leave to pursue a higher education. However, many communities are trying to tap into a "boomerang" effect, wherein they encourage young people to come back after getting further career training or life experience elsewhere.

While there is no magic bullet to address these challenges, the best strategies to attract and retain young residents are those that are based on the particular attributes of the communities. It can be quite challenging for a small community to tackle this issue on its own. The greatest success may be realized by employing strategies at the County level. Some ideas that can be pursued in Shawano County include the following:

- ♦ Promote affordable living in Shawano County. Most young individuals and families that are starting out are seeking affordable housing options. Promoting Shawano County as a place where young people can purchase and begin to build equity in real estate can be a big draw. Providing a quality housing stock with a variety of housing types (e.g. single-family detached homes, duplexes, condominiums, apartments) where potential residents can get "more for their money" can be a big draw. Some areas have also offered housing subsidies for particular target groups.
- ♦ Promoting the Health of School Districts. One of the most important factors for young families in deciding to settle in an area, or even a particular neighborhood, is the quality of the school district and facilities. Many of the school districts in the area are struggling with low enrollment. In cooperation with the school districts, the Town and County should work to turn this image around - promoting the smaller class sizes and student to teacher ratios, as well as other unique attributes of the school district. Offering housing subsidies for teachers may be a way to continue to draw in talented young teachers to the school districts.
- ♦ Promoting Opportunities for Young Farmers. In rural areas throughout the State and country, fewer and fewer young people are going into farming. In places like Shawano County, this means the strong tradition of agriculture in the community is shifting - resulting in changes in the economy, as well as creating changes in the landscape as farmland is converted or lays fallow. Promoting opportunities for young people to get into farming starts with early education and continues into advanced training, not to mention hands-on experiences. Working with the schools districts and area technical colleges to ensure the availability of training in agriculture is a first step. Engaging organizations like Future Farmers of America and other trade groups, like the Dairy Association, can help illustrate for young people the opportunities associated with a career in farming, and a farming lifestyle. The rise of biotechnology, biofuels, organics, and other movements in agriculture and agriculture-related businesses help to expand the range of options available to young people. The Town and County will also work with the State and other interest groups to help to make available, through the Farm Bill and other programs, incentives for young people to get into farming - carrying forward a strong State and County tradition.
- ♦ Providing Opportunities for Career Advancement. Providing opportunities for young people to advance in a range of careers in Shawano County is critical to keeping young people in the area. Entrepreneurship suits many young people - the ability to advance new and innovative ideas while having some flexibility and autonomy is increasingly attractive. Shawano County Economic Progress Inc. (SCEPI) and the County will continue to work to link potential entrepreneurs with training programs through the technical college. Encouraging young people to take part in these programs can help make them aware of the opportunities, and also set them up to succeed in business undertakings.

- ♦ Broadcast the Quality of Life in Shawano County. Recent trends suggest that many people are attracted to a location for its quality of life and amenities, even more so than the job opportunities available. Recognizing this, the Town will work with Shawano County and SCEPI to spotlight the quality of life attributes of the County - the exceptional natural resources, recreational opportunities, safety, small town atmosphere, convenience, and sense of community. Increasingly, potential residents seek out these types of community attributes when choosing a place to live.

CHAPTER EIGHT: INTERGOVERNMENTAL COOPERATION

This chapter of the *Plan* contains background information, goals, objectives, policies and recommended programs for joint planning and decision making between the Town of Grant and other jurisdictions. It also incorporates by reference all plans and agreements to which the Town is a party.

INTERGOVERNMENTAL COOPERATION RECOMMENDATIONS SUMMARY

- ◆ Communicate with neighboring jurisdictions to avoid land use conflicts
- ◆ Continue shared service agreements
- ◆ Participate in County-wide planning initiatives
- ◆ Engage in discussions and possible intergovernmental agreements with the City of Marion on the long-term growth and preservation of both communities

EXISTING REGIONAL FRAMEWORK

The following are other local and State jurisdictions operating within or adjacent to the Town:

Town of Pella

The Town of Pella is located on the eastern border of Grant. The Town's population was 87~~57~~ in 201~~899~~, compared to 877 in 2000, which is a 1 percent decrease from 1990. The Town is currently updating its Comprehensive Plan, land use plan. Their plan was (adopted in 2008~~1994~~) concurrent with Grant as part of the Shawano Area Communities Comprehensive Planning Project. Pella's plan acknowledged a desire to preserve agricultural land in the Town. However, its future land use map categorized the majority of the Town's area as *Residential (2.5-10)* which would allow for the Town to develop at a density of 1 new home per every 2.5 ~~10~~ acres. Pella is also governed by its own zoning ordinance, so is not under the same zoning system as the Town of Grant. Differences between future land use maps and zoning in the two communities might result in the potential for conflict in the future, particularly if extensive development occurs on the western boundary of Pella.

Town of Fairbanks

The Town of Fairbanks is located west of the Town of Grant. The Town's population was ~~687~~595 according to the 201~~899~~ census data, a 44.513 percent ~~increase~~ from 2000~~1999~~. The Town adopted the *Town of Fairbanks Land Management Plan* in 2000, prepared with the assistance of the East Central Wisconsin Regional Planning Commission. The *Plan* recommends that the majority of land in the Town be preserved as undeveloped areas and resource protection areas, including most of the land adjacent to the Town of Grant. The Town is not participating in the Shawano Area Communities Comprehensive Planning Project.

Town of Seneca

The Town of Seneca is located on the northern border of Grant. The Town's population was ~~552~~567 in 201~~899~~, which is a 2.654 percent ~~increase~~ from 2000~~1999~~. The Town adopted its Comprehensive Plan in 2008 is updating its plan (Land Management Plan adopted in 1998) concurrent with Grant as part of the Shawano Area Communities Comprehensive Planning Project. Seneca's plan recommends that the great majority of land in the Town be preserved in agricultural and resource protection uses in the *Open Lands, Agriculture, and Residential (10-35)* future land use category – allowing development at a maximum density of 1 new home per every 10 acres - including all land on the border of Grant. The plan does include more intensive development around the Tilleda area, and at the proposed future CTH G interchange. Seneca is also under Shawano County zoning. The two town's plans are not expected to result in any conflict during the planning period.

Town of Dupont

The Town of Dupont is located to the south of Grant, in Waupaca County. The Town's population was ~~724~~ in 201~~899~~, according to the US Census data, a 2.346.9 percent ~~increase~~ since 2000~~1999~~. The Town updated its comprehensive plan in 2007. Agriculture and Woodland are the preferred future land uses for land along

the Town of Dupont's border with Grant, however Dupont's plan will generally allow 1 new home per every 2 acres of land. Differences between the future land use maps and zoning in the two communities might result in the potential for future conflict, particularly if intensive development occurs on the border with Grant.

City of Marion

The City of Marion is located to the south of Grant. Part of the City extends into Shawano County and is located adjacent to the Town. The City's population was 1,236⁹⁷ in 201⁸⁹⁹, according to the US Census data, a 4.74 percent ~~increase~~ since 2000⁴⁹⁹⁹. The City adopted its comprehensive plan in July 2007. According to its adopted comprehensive plan, the City of Marion envisions long-term expansion to the north, which would require annexation of lands within the Town of Grant, primarily within a mile of CTH G. The City envisions single-family residential neighborhoods in this growth area, which extends north from the City to within a mile of CTH G. This is in conflict with the Town of Grant's *Comprehensive Plan*. Strategies for resolving conflicts are presented in the following section of this chapter.

Shawano County

Over the past fifty years, Shawano County has experienced less than average population growth when compared to the State and region. Little or no population growth occurred during the 1950s and 1960s. However, since the 1970s, Shawano County has grown at a rate slightly greater than the State average, and slightly below the regional rate. The County's population in 2018 was 41,655, an increase of 2.4 percent from 2000. In 2010, 62 percent of the County's population was located in towns, and 38 percent in cities and villages, a rate that has remained almost constant since 1950.

The Wisconsin Department of Administration (DOA), population projections forecast a 9 percent population increase between 2010 and 2040. In recognition of continued future growth and the stress it will place on both natural and human systems, Shawano County applied for and received a grant to complete a comprehensive plan for the County and 23 of its municipalities. This grant facilitated the Shawano Area Communities Comprehensive Planning Process, of which Red Springs is part. The Town worked with the County cooperatively through this process, and no conflict is anticipated during the planning period.

~~Over the past fifty years, Shawano County has experienced less than average population growth when compared to the State and region. Little or no population growth occurred during the 1950s and 1960s. However, since the 1970s, Shawano County has grown at a rate slightly greater than the State average, and slightly below the regional rate. The County's population in 2000 was 40,664, an increase of 9.4 percent from 1990. In 2000, 63 percent of the County's population was located in towns and 37 percent in cities and villages, a rate that has remained almost constant since 1950.~~

~~According to the DOA, the estimated 2005 population is 42,029, and the projected 2030 population is 46,621. In recognition of continued future growth and the stress it will place on both natural and human systems, Shawano County applied for and received a grant to complete a comprehensive plan for the County and 23 of its municipalities. This grant facilitated the Shawano Area Communities Comprehensive Planning Process, of which Grant is part. The Town worked with the County cooperatively through this process, and no conflict is anticipated during the planning period. The Town of Grant also participates in Shawano County zoning.~~

Waupaca County

Waupaca County is located south and west of Shawano County. Geographically, Waupaca County has a total land area of 761 square miles and is host to 34 units of local government including six cities, six villages, and 22 towns. The County landscape is primarily rural, but also includes the urban centers of New London, Waupaca, and Clintonville. Waupaca County is also located within the 10 County jurisdiction of the East Central Wisconsin Regional Planning Commission.

Waupaca County grew at a rate higher than average for the State of Wisconsin; 12.4 percent between 1990 and 2000. The County's population according to 2018 census data was 51,444 a 1.8 percent decrease from 2010. The County applied for and was granted a State comprehensive planning grant in 2003 to fund a plan-

Formatted: Normal

ning process for the County and 33 of its 34 cities, villages, and towns. The component of the Waupaca County plan most applicable to Pella is that for the Town of Larrabee.

Waupaca County is located south and west of Shawano County. Geographically, Waupaca County has a total land area of 761 square miles and is host to 34 units of local government including six cities, six villages, and 22 towns. The County landscape is primarily rural, but also includes the urban centers of New London, Waupaca, and Clintonville. Waupaca County is also located within the jurisdiction of the East Central Wisconsin Regional Planning Commission.

Waupaca County is growing at a rate higher than average for the State of Wisconsin; 12.4 percent between 1990 and 2000. The DOA 2005 population estimate is 53,351. Population changes vary widely between communities, but in general the population of villages is remaining fairly constant, while the population of cities is falling and that of unincorporated towns is rising. Projections prepared by the DOA and by ECWRPC show the population continuing to change at similar rates. To help its communities address issues related to continuing population growth and land use, the County applied for and was granted a State comprehensive planning grant in 2003 to fund a planning process for the County and 33 of its 34 cities, villages, and towns. As of late 2007, all of the Waupaca County plans have been adopted. Those plans most applicable to Grant, the City of Marion and the Town of Dupont, are discussed in the previous text.

Regional Planning Jurisdictions

The Town of Grant is located within the jurisdiction of the East Central Wisconsin Regional Planning Commission (ECWRPC). The East Central Wisconsin Regional Planning Commission is the official comprehensive planning agency for the East Central Wisconsin Counties of Calumet, Fond du Lac, Green Lake, Marquette, Menominee, Outagamie, Shawano, Waupaca, Waushara and Winnebago. Services provided by the Commission include Comprehensive and Land Use Planning; Transportation Improvement and Corridor Planning; Open Space, Recreational and Environmental Planning; Economic Development; Demographic Information and Projections; Technical Assistance to Local Governments; Geographic Information Services and Aerial Photography Distribution. The ECWRPC prepared land use and development plans for many of the Shawano County communities in the mid-to late-1990's. Within the state Administrative Code for Water Quality Management, ECWRPC is the responsible agency for sewer service area delineation and administration in Shawano County. ECWRPC has prepared water quality plans, delineation and amendment of sewer service areas, and delineation and amendment of environmental corridors in coordination with WisDNR. ECWRPC also administers Shawano County's Non-Metallic Mining Ordinance.

Important State Agency Jurisdictions

The Wisconsin Department of Transportation's (WisDOT) North Central Region main office, located in Rhinelander, and its second office in Wisconsin Rapids, serves all of Shawano County. The Wisconsin Department of Natural Resources (WisDNR) Northeast Region provides service to Shawano County residents with offices in Green Bay, Oshkosh, and Peshtigo. The Department of Agriculture, Trade and Consumer Protection (DATCP) is the State agency which administers the State's Farmland Preservation Program. There are no apparent conflicts between State plans and policies and this Town *Plan*.

School District

The eastern portion of the Town of Grant is located within the Marion School District. The western portion of the Town is located within the Tigerton School District. These district boundaries are shown on Map 1. There are no conflicts between School District plans and this Town *Plan*.

INTERGOVERNMENTAL COOPERATION GOALS, OBJECTIVES AND POLICIES

Goal:

1. Continue and build upon mutually beneficial intergovernmental relations with surrounding and overlapping governments.

2. Work with Shawano County and neighboring jurisdictions on continuing joint comprehensive planning and plan implementation efforts.

Objectives:

1. Work with surrounding local governments, Shawano County, local school districts, and State agencies on land use, natural resource, transportation and community development issues of mutual concern.
2. Cooperate with neighboring governments, school districts, Shawano County and State agencies on providing shared services and planning for future public facility and service needs where appropriate.
3. Participate in County and State level transportation and economic development efforts.
4. Encourage a land use pattern that preserves rural character and minimizes land use conflicts.
5. Stay informed on activities of the School Districts that serve the Town to ensure the Town has the opportunity to be involved in decisions that affect town residents, such as building improvements, tax issues, and transportation.
6. Work with surrounding and neighboring municipalities, especially the City of Marion, to encourage an orderly and efficient future land use pattern that preserves farmland and natural resources and minimizes conflicts between urban and rural land uses.

Policies:

1. Provide copies of this *Comprehensive Plan* and future amendments to surrounding and overlapping governments.
2. Cooperate with other units of government, including the County and WisDNR on the preservation and sensible use of natural resources (as discussed in greater detail in the Agriculture, Natural and Cultural Resources chapter).
3. Work with the County Highway Department and WisDOT in maintaining and improving the Town's transportation system (as discussed in detail in the Transportation chapter), including:
 - ♦ Maintaining and upgrading Town roads and County highways such as M and G
 - ♦ Addressing problem intersections in the Town through signage and/or reconstruction
 - ♦ Addressing sharp curves through signage and/or reconstruction (CTH M)
 - ♦ Development of a Town Roadway Specifications Manual
 - ♦ Consideration of a driveway ordinance
4. Continue intergovernmental and shared service agreements for public facilities and services and consider additional joint services and facilities where consolidating, coordinating, or sharing services or facilities which will result in better services or cost savings.
5. Provide input to School Districts regarding long term district operations planning, including the location of new or expanded facilities as deemed necessary.
6. Work with neighboring communities, monitoring and learning from the strategies that they are successfully using to accomplish their goals.
7. Ensure maintenance of housing and residential areas by working with the County to possibly access sources of funding for housing rehabilitation, such as CDBG and other grants.
8. Work with agencies like the Shawano County Economic Development, Inc. and ECWRPC to help advance the economic viability of the agriculture, forestry, and business economies of the area.
9. Cooperate with neighboring communities and other units of government to minimize intergovernmental conflict and ensure that the policies and recommendations of this *Plan* are implemented. If conflicts emerge, the process to resolve conflicts should begin with intergovernmental discussions.

INTERGOVERNMENTAL COOPERATION RECOMMENDATIONS AND PROGRAMS

Intergovernmental communication, coordination, and cooperation are critical in implementing many of the recommendations in this *Plan*. This section attempts to coordinate recommendations for adjacent and overlapping jurisdictions, avoid inefficient or conflicting development patterns, and promote intergovernmental cooperation.

The State comprehensive planning law requires that this *Plan* identify existing and potential conflicts between the Town and other governmental units, and describe processes to resolve such conflicts. This planning process has been designed to avoid and minimize potential conflicts, yet some still exist. The following subsections address remaining or potential conflicts areas and potential resolution processes.

Between the Town Plan and County Plans

This Town *Comprehensive Plan* is generally consistent with existing Shawano County plans and policies. Following its adoption by the Town, the Town Board supports Shawano County incorporation of Town *Plan* recommendations into the County plan. Preparing the Town's and Shawano County plan concurrently minimized potential conflicts by providing a forum for resolution.

The Town of Grant will work with Shawano County staff to remain informed on Waupaca County's plan. To the extent Waupaca County's plan carries forward the recommendations of the City of Marion's Comprehensive Plan, there is likely to be some concern and potential for future conflict. The process to resolve this conflict is covered in the section below pertaining to the City of Marion.

Among Town Plans

For communities within Shawano County, preparing local plans on the same schedule has had the effect of minimizing conflicts among local plans and providing a forum to resolve any conflicts before adoption. The Town should maintain open communication with the Town of Pella and the Town of Dupoint in order to learn about future development that may be proposed near Grant in the future.

Other adjacent communities did not participate in Shawano County's recent planning process. These include the Town of Fairbanks, to the west of the Town of Grant. Fairbanks' land use decisions are guided by its 2000 *Land Management Plan*, along with County zoning and subdivision regulations. The Town of Fairbanks plan, zoning, and policies appear to be focused on rural and agricultural preservation, so conflicts among policies and decisions between Grant and Fairbanks appear unlikely.

The Town of Grant will share its plans with all these adjoining communities, and ask for cross-border communications if any significant development proposals are offered near town lines.

Between the Town and the City of Marion

As mentioned above, the City of Marion's adopted comprehensive plan includes future northward growth, which would require annexation of land in the Town of Grant. The City and Town should cooperate to agree on future plans for development, including the possibility of future annexations into the City. As a first step, the Town will engage in informal discussions with the City of Marion to better understand their community interests and priorities.

If significant issues or conflicts are identified, a formal intergovernmental boundary/land use agreement may be a logical next step. This is particularly true if extraterritorial zoning or other types of joint decision making are proposed within the City's extraterritorial jurisdiction.

There are two main formats for intergovernmental agreements under Wisconsin Statutes. The first is available under Section 66.0301, which allows any two or more communities to agree to cooperate for the purpose of furnishing services or the joint exercise of any power or duty authorized under State law. While this is the most commonly used approach, a "66.0301" agreement is limited by the restriction that the municipalities must be able to exercise co-equal powers. Another format for an intergovernmental agreement is a "cooperative plan" under Section 66.0307 of the Wisconsin Statutes. This approach is more labor intensive and ultimately requires State approval of the agreement, but does not have some of the limitations of the "66.0301" agreement format.

Possible contents of a Town-City intergovernmental agreement may cover the following topics:

- ♦ Identification of future community boundaries, annexation, and land uses.
- ♦ Discussion and agreement on development phasing.
- ♦ Provision of utilities and services to development areas.
- ♦ Potential revenue sharing for new development in agreed-upon areas.

CHAPTER NINE: IMPLEMENTATION

Few of the recommendations of this *Comprehensive Plan* will be automatically implemented. Specific follow-up actions will be required for the *Plan* to become reality. This final chapter is intended to provide the Town of Grant with a roadmap for these implementation actions.

IMPLEMENTATION RECOMMENDATIONS SUMMARY

- ♦ Evaluate decisions against the contents of this *Plan*
- ♦ Amend this *Plan* as necessary
- ♦ Update this *Plan* at least once every ten years

PLAN ADOPTION

A first step in implementing the 2008 *Town of Grant Comprehensive Plan* is making sure that it is adopted in a manner which supports its future use for more detailed decision making. The Town included all necessary elements for this *Plan* to be adopted under the state's comprehensive planning statute. Section 66.1001(4), Wisconsin Statutes, establishes the procedures for the adoption of a comprehensive plan. The Town followed this process in adopting this *Plan*.

IMPLEMENTATION RECOMMENDATIONS

Figure 29 provides a detailed list and timeline of the major actions that the Town intends to complete to implement the *Comprehensive Plan*. Often, such actions will require substantial cooperation with others, including county government and local property owners. The table has three different columns of information, described as follows:

- ♦ **Category:** The list of recommendations is divided into six different categories—loosely based on the different chapters of this *Plan*.
- ♦ **Program/Recommended Action:** The second column lists the actual steps, strategies, and actions recommended to implement key aspects of the *Comprehensive Plan*. The recommendations are for Town actions, recognizing that many of these actions may not occur without cooperation from others.
- ♦ **Implementation Timeframe:** The third column responds to the state comprehensive planning statute, which requires implementation actions to be listed in a “stated sequence.” The suggested timeframe for the completion of each recommendation reflects the priority attached to the recommendation. Suggested implementation timeframes span the next 10 years, because the *Plan* will have to be updated by 2031+8.

FIGURE 29: IMPLEMENTATION STRATEGIES TIMETABLE

<i>Category</i>	<i>Program/Recommended Action</i>	<i>Implementation Timeframe</i>
Agricultural, Natural, and Cultural Resources	Protect agricultural areas from non-agricultural development	Ongoing
	Promote and encourage development within the Caroline Sanitary District	Ongoing
	Identify and protect historic sites and structures	Ongoing
Land Use	Work with Shawano County on zoning ordinance updates	20 21 09-2011
	Work with Shawano County on subdivision ordinance updates	20 21 09-2011
Transportation	Work with the County to maintain and upgrade roadways	Ongoing
	Develop and adopt a Town Road Specifications Manual	20 21 08-2010
	Consider the adoption of a Town Driveway Ordinance	20 21 08-2010
	Work with the County to identify and address dangerous intersections (e.g. Kopitzke & Gollnow Roads)	Complete Ongoing
	Work with the County to address dangerous highway curves (e.g. CTH M)	Ongoing
Utilities and Community Facilities	Participate in County Solid Waste Management Plan	Complete 2009-2011
	Participate in County Comprehensive Outdoor Recreation Plan and include locally recommended projects	20 21 08-2010
	Expand the Caroline Sanitary District as appropriate	Ongoing
Housing & Economic Development	Support the provision of attractive and affordable housing	Ongoing
	Encourage private efforts to provide affordable housing options appropriate to the character of the Town	Ongoing
Intergovernmental Cooperation	Share this <i>Plan</i> with neighboring jurisdictions	20 21 08-2010
	Cooperate with County-wide planning initiatives	Ongoing
	Engage in regular intergovernmental discussions with Marion and other adjacent and overlapping communities	Ongoing

FIGURE 30: ORDINANCE AND CODE UPDATES

Code or Ordinance	Programs or Specific Actions
Zoning ordinance	Work with the County on updates to implement Future Land Use categories and policies, establish design standards for new commercial and industrial development, and consider USH 45 design overlay
Sign regulations	Work with the County to incorporate sign regulations into the County zoning ordinance, particularly in the USH 45 corridor
Erosion Control / Stormwater Management Ordinances	Work with the County and State on administration of existing requirements. Encourage best management practices in all new developments.
Historic Preservation Ordinance	Town does not have, and does not intend to adopt over the planning period
Site Plan Regulations	Site plan regulations are included in the County zoning ordinance. The Town will work with the County to review and enforce.
Design Review Ordinances	Work with the County to include design review provisions in the County zoning ordinance
Building Codes	Town adopted Unified Dwelling Code (UDC), administered by the Town; no further recommendations
Mechanical Codes	Town adopted UDC, administered by the Town; no further recommendations
Housing Codes	Town adopted UDC, administered by the Town; no further recommendations
Sanitary Codes	Administered by County, no Town recommendations

PLAN MONITORING, AMENDMENTS, AND UPDATE

The Town should regularly evaluate its progress towards achieving the recommendations of the *Comprehensive Plan*, and amend and update the *Plan* as appropriate. This section suggests recommended criteria and procedures for monitoring, amending, and updating the *Plan*.

Plan Monitoring and Use

The Town intends to constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions against the recommendations of this *Comprehensive Plan*. The Town Plan Commission ideally will have a central role in implementing and amending this *Plan*, as required. Specifically, the Commission will:

- Have the function of reviewing, studying, and offering advice on private development proposals and other proposed land use changes in the Town. This should occur by the Town Board referring formal requests for conditional use permits, rezonings, and other development approvals to the Town Plan Commission for its recommendation, before the Town Board takes final action or makes a final recommendation to the County. The Town Plan Commission should compare these proposals to applicable sections of this *Comprehensive Plan*, and to Town ordinances.

- ♦ Review informal development inquiries from property owners before a property owner submits a formal application to the Town and/or County for development approval. This type of informal discussion almost always results in an improved development and saves time and money.
- ♦ Carry out specific recommendations of this *Plan*, such as updating the Town driveway ordinance and preparing a simple Town Land Division Ordinance. This item would have to be recommended to the Town Board for final approval.
- ♦ On an annual basis, review decisions on private development proposals and implementation actions over the previous year against the recommendations of this *Plan* and consider potential changes to the *Plan*. This will help keep the *Plan* a “living document.” This type of review should ideally take place in a consistent month, prior to the annual Town meeting, and should be preceded by proper public notice. The Plan Commission and Town Board may also consider changes to this *Plan* at other times of the year if determined to be in the Town’s best interests, according to the procedures that follow.
- ♦ Serve as liaison to adjoining communities as they prepare plans or consider private development proposals and help communicate the Town of Grant’s plans to them.
- ♦ Monitor progress toward achieving *Plan* objectives.

Plan Amendments

Amendments to this *Comprehensive Plan* may be appropriate in the years following initial plan adoption and in instances where the *Plan* becomes irrelevant or contradictory to emerging policy or trends. “Amendments” are generally defined as minor changes to the *Plan* maps or text. In general, this *Plan* should be specifically evaluated for potential amendments every three years. Frequent amendments to accommodate specific development proposals should be avoided.

The State comprehensive planning law requires that the Town use the same basic process to amend, add to, or update this *Comprehensive Plan* as it used to initially adopt the *Plan*. This does not mean that new vision forums need to be held, old committees need to be reformed, or recent relationships with nearby communities need to be reestablished. It does mean that the procedures defined under Section 66.1001(4) and Chapter 91, Wisconsin Statutes, need to be followed. Specifically, the Town should use the following procedure to amend, add to, or update the *Comprehensive Plan*:

- a. Either the Town Board or Plan Commission initiates the proposed *Comprehensive Plan* amendment. This may occur as a result of a regular Plan Commission review of the *Plan*, or may be initiated at the request of a property owner or developer.
- b. The Town Board adopts a resolution outlining the procedures that will be undertaken to ensure public participation during the *Plan* amendment process (see Section 66.1001(4)a of Statutes and model resolution included in this *Comprehensive Plan*).
- c. The Town Plan Commission prepares or directs the preparation of the specific text or map amendment to the *Comprehensive Plan*.
- d. The Town Plan Commission holds one or more public meetings on the proposed *Comprehensive Plan* amendment. Following the public meeting(s), the Plan Commission makes a recommendation by resolution to the Town Board by majority vote of the entire Commission (see Section 66.1001(4)b of Statutes and model resolution in this *Plan*).
- e. The Town Clerk sends a copy of the recommended *Plan* amendment (not the entire comprehensive plan) to all adjacent and surrounding government jurisdictions and the County as required under Section 66.1001(4)b, Wisconsin Statutes. These governments should have at least 30 days to review and comment on the recommended *Plan* amendment. Nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing must be informed through this notice procedure. These governments and individuals should have at least 30 days to review and comment on the recommended *Plan* amendment.

- f. The Town Clerk directs the publishing of a Class 1 notice, with such notice published at least 30 days before a Town Board public hearing and containing information required under Section 66.1001(4)d, Wisconsin Statutes.
- g. The Town Board holds the formal public hearing on an ordinance that would incorporate the proposed Plan amendment into the *Comprehensive Plan*.
- h. Following the public hearing, the Town Board approves (or denies) the ordinance adopting the proposed Plan amendment. Adoption must be by a majority vote of all members. The Town Board may require changes from the Plan Commission recommended version of the proposed Plan amendment.
- i. The Town Clerk sends a copy of the adopted ordinance and Plan amendment (not the entire Comprehensive Plan) to all adjacent and surrounding government jurisdictions, nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing as required under Sections 66.1001(4)b and c, Wisconsin Statutes.
- j. The Town Clerk sends copies of the adopted Plan amendment to the Shawano County Planning and Development Department for County for incorporation in the Farmland Preservation Plan and County *Comprehensive Plan*.











Plan Update

The State comprehensive planning law requires that this *Comprehensive Plan* be updated at least once every ten years. As opposed to an amendment, an update is often a substantial re-write of the Plan document and maps. Further, on January 1, 2010, all decisions related to zoning, subdivisions, and official maps will need to be consistent with this *Comprehensive Plan*. Based on these two deadlines, the Town intends to update its *Comprehensive Plan* before the year 2031~~48~~ (i.e., ten years after 2021~~98~~), at the latest. The Town will continue to monitor any changes to the language or interpretations of the State law over the next several years.

CONSISTENCY AMONG PLAN ELEMENTS

The State comprehensive planning statute requires that the implementation element “describe how each of the elements of the comprehensive plan shall be integrated and made consistent with the other elements of the comprehensive plan.” Because the various elements of the *Town of Grant Comprehensive Plan* were prepared simultaneously, there are no known internal inconsistencies between the different elements of chapters of this Plan. The Plan was carefully written to balance the various goals and interests in the Town.

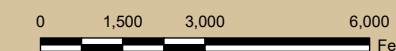
Existing Land Use

-  Nicolet State Trail
-  Mountain Bay State Trail
-  US and State Highways
-  County Highways
-  Town/Municipal Roads
-  Private Roads
-  Railroads
-  Parcels
-  Municipal Boundaries
-  Environmental Corridor

Existing Land Use Categories

-  Agriculture
-  Open Space and Forestry
-  Public Open Space and Recreation
-  Residential Unsewered
-  Residential Sewered
-  Mixed Residential
-  Commercial
-  Industrial
-  Mineral Extraction
-  Community Facilities
-  Right of Way
-  Surface Water

Note: Land use represents the current use of the property and does not necessarily reflect current zoning or future land use desires (see map 5)



02/17/2021

