

CHAPTER 3: FUTURE LAND USE PLAN

TABLE OF CONTENTS

INTRODUCTION	3-1
20-YEAR GENERAL PLAN DESIGN	3-1
Land Use Classifications.....	3-1
Land Use Recommendations	3-1
IDENTIFIED SMART GROWTH AREAS	3-10

INTRODUCTION

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

20-YEAR GENERAL PLAN DESIGN

Land Use Classifications

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

- Residential
- Mixed Use
- Commercial
- Industrial / Light Industrial
- Parks and Recreation
- Governmental / Institutional / Utilities
- Agriculture / Woodlands
- Transportation
- Mineral Resources Overlay
- Environmental Corridors Overlay

Land Use Recommendations

Residential

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

Concentrated Residential

The “Concentrated Residential” category is illustrated as “*Residential*” on the town’s 20-Year General Plan Design (**Map 3.1**). This residential classification is designated for portions of the town that already contain large concentrations of development and within areas that have or plan to have adequate infrastructure to allow for future growth at similar residential types and densities. Other issues to consider as residential densities increase and expand include:

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

Recommendations:

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

town may also consider the use of the rural residential zoning district on a limited basis when the use of that district better aligns with existing residential development.

- **The development/installation of solar and wind energy systems with a nominal operation at a capacity of 100 MW or greater** should be precluded from this Land Use Classification due to incompatibility with the Land Use Classification's tactical and strategic intended use.

Rural Residential

The “Rural Residential” category is illustrated as “*Agriculture / Woodlands*” on the town’s 20-Year General Plan Design (**Map 3.1**) and encompasses single-family residences located primarily in the northern two-thirds of the town. This category focuses on individual single-family residences built on larger lots located predominately within agricultural, wooded, and open space land use designations. The town’s vision is to protect productive farmland and existing natural areas (vegetated areas and/or open space views) from development that will cause fragmentation of such features.

Recommendations:

- **Low density development will be promoted to help maintain the town’s visual and environmental integrity.**
- **New residential development will conform to surrounding uses** in order not to detract from or conflict with existing properties.
- **The establishment of natural or man-made buffers between residential development and farming operations** will help reduce land use conflicts.
- **Access controls are encouraged to limit the number of driveways** along the primary corridors in order to improve safety and reduce road maintenance costs.
- **The rural residential zoning district will be the primary zoning district of choice for any proposed residential development** while the town may also consider the single family residential zoning district on a limited basis when a smaller lot size would further the town’s intent of preserving woodlands and agricultural lands.
- **The development/installation of solar and wind energy systems with a nominal operation at a capacity of 100 MW or greater** should be precluded from this Land Use Classification due to incompatibility with the Land Use Classification’s tactical and strategic intended use.

Commercial

The Commercial land use classification includes retail, professional, and service sector businesses. The Town of Morgan already has a variety of small commercial businesses that provide a number of services and jobs. The town has not designated any areas as commercial, however the town would like to promote additional commercial development within the mixed use designated areas shown on the General Plan Design.



Recommendations:

- **New businesses will be compatible with the character of the town.** The town encourages new businesses to feature attractive, well-maintained buildings that include appropriate signage and lighting so not to detract from the rural character of the community.
- **New commercial development will be directed to locate away from environmentally sensitive areas, shown as “Environmental Corridors” on Map 3.1.**
- **Development of new commercial spaces will be carefully planned in order to minimize the impacts on existing infrastructure.** Proposals for new development shall consider the adequacy of existing infrastructure to accommodate the needs of that development. New development should minimize the costs of utility and road extensions. Additionally, the presence of truck traffic, noise, and other impacts of industrial activity should be minimized when located near residential areas. When necessary, buffers should be created to minimize impacts on residential and retail users.
- **The location of home-based businesses in areas outside of the designated commercial areas** on the General Plan Design will be carefully scrutinized to ensure their operations do not interfere or compromise surrounding land uses or the rural integrity of the town. For any home based businesses that grow to a level that requires a change in zoning, the town should first determine if the business will negatively impact the surrounding land uses. If a change in zoning is required to permit the business, the town may consider utilizing the restricted commercial or neighborhood commercial zoning districts.
- **The general commercial zoning district will be the primary zoning district of choice for any commercial proposals.** When a commercial proposal within one of the designated commercial areas is situated amongst existing residential uses the town may wish to utilize the restricted commercial or neighborhood commercial zoning district.
- **The development/installation of solar and wind energy systems with a nominal operation at a capacity of 100 MW or greater** should be precluded from this Land Use Classification due to incompatibility with the Land Use Classification’s tactical and strategic intended use.

Industrial / Light Industrial

The Industrial/Light Industrial land use classification specifically accommodates manufacturing businesses which creates or changes raw or unfinished materials into another form or higher valued product. Since industrial manufacturing can occur at various intensities, the inclusion of light industrial accommodates less intense operations. The town does not view itself as a community that would attract large industrial operations during the 20 year planning period and have not identified any areas for industrial development on **Map 3.1**. Industrial uses are generally expected to locate within nearby communities that have adequate infrastructure, while light industrial uses may be considered in areas designated for commercial development on **Map 3.1** or in other areas where commercial businesses may be considered.

Recommendations:

- **Industrial or Light Industrial uses in the town should be compatible with the character of the town.** Any new industrial or light industrial uses must be consistent with the scale of the town and be environmentally friendly.

- **Control the appearance of industrial or light industrial businesses** by reviewing designs, signage, and landscaping of future establishments through building scale and appearance. Any new industrial or light industrial business development should be directed away from environmental sensitive areas (shown as “Environmental Corridors” on Map 3.1).
- **Development of new industrial or light industrial spaces should be carefully planned in order to minimize the impacts on existing infrastructure.** Proposals for new development should consider the adequacy of existing infrastructure to accommodate the needs of that area. New development should minimize the costs of utility and road extensions. Additionally, the presence of truck traffic, noise, and other impacts of industrial activity should be minimized when located near residential areas. When necessary, buffers should be created to minimize impacts between residential and light industrial land uses.
- **The location of home-based businesses should be carefully scrutinized to ensure their operations do not interfere or compromise surrounding land uses or the rural integrity of the town.** For any home based businesses that grow to a level that requires a change in zoning to light industrial, the town should first determine if the business will negatively impact the surrounding land uses.
- **The development/installation of solar and wind energy systems with a nominal operation at a capacity of 100 MW or greater** should be precluded from this Land Use Classification due to incompatibility with the Land Use Classification’s tactical and strategic intended use.

Mixed Use

The Mixed Use land use classification includes areas with a mix of existing residential and commercial land uses. It is the intent of this classification to promote the continued development of commercial uses within these areas, as they are located along the STH 32 corridor or other prominent crossroad areas within the town. It is not the intent of the town to promote significant residential development within these areas.

Recommendations:

- **Mixed use development is planned along STH 32 and at the intersection of CTH E and CTH C.** These locations are envisioned to contain primarily commercial, retail, and service related businesses that will be widely used by the town’s residents and visitors along with some existing residential uses and some limited new residential uses.
- **New businesses should be compatible with the character of the town.** The town encourages new businesses to feature attractive, well-maintained buildings that include appropriate signage and lighting so not to detract from the rural character of the community and the mixture of uses within the planned mixed use area.
- **New development should be directed away from environmentally sensitive areas** (shown as “Environmental Corridors” on Map 3.1).
- **Development of new commercial spaces should be carefully planned in order to minimize the impacts on existing infrastructure.** Proposals for new development should consider the adequacy of existing infrastructure to accommodate the needs of that area. New development should minimize the costs of utility and road extensions. Additionally, the presence of truck traffic, noise, and other impacts of commercial activity should be

minimized when located near residential areas. When necessary, buffers should be created to minimize impacts between residential and business land uses.

- **Residential uses within these mixed use areas are anticipated to continue, however it is not the intent of the town to promote significant residential development within these planned mixed use areas.** The town will utilize the single family residential zoning district for the limited new residential uses as needed.
- **The general commercial zoning district will be the primary zoning district of choice for any commercial proposal.** When a commercial proposal within one of the designated mixed use areas is situated amongst existing residential uses the town may wish to utilize the restricted commercial or neighborhood commercial zoning district.
- **The development/installation of solar and wind energy systems with a nominal operation at a capacity of 100 MW or greater** should be precluded from this Land Use Classification due to incompatibility with the Land Use Classification's tactical and strategic intended use.

Governmental/Institutional/Utilities

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

Recommendations:

- **Town officials will continually monitor the efficiency and effectiveness of all town provide services** to identify the need for improvement, change in policy, establishment of mutual aid agreements, or future capital investments.
- **Future municipal development will be located and signed in a manner to ensure safe access into and out of all public buildings and facilities.**
- **The Krakow Sanitary District will be monitored on a continued basis** to ensure it is capable of handling the development pressures within that area of the town.
- **Shared on-site wastewater treatment systems will be promoted where appropriate.** For concentrated developments outside of the sanitary district, discuss shared on-site systems as an option with developers.
- **Town officials will remain informed of changing issues on telecommunication towers and antennas and wind generation facilities** and the siting of such utilities.
- **The town is encouraged to maintain regular contact with the three local school districts** in order to be involved with the long-range plans of the district including the siting of new facilities, improvements to existing structures, etc.
- **The development/installation of solar and wind energy systems with a nominal operation at a capacity of 100 MW or greater** should be precluded from this Land Use Classification due to incompatibility with the Land Use Classification's tactical and strategic intended use.

Park and Recreation

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

Recommendations:

- **Future town recreational facilities will be located in areas that can be easily accessed by either motorized or non-motorized means.**
- **Future town recreational facilities will be built to accommodate all age groups, levels of disabilities, and skills.**
- **Town officials are recommended to work with Oconto County** on the development of trails and recreational facilities as part of the Machackinee Forest and to participate in the development of the Oconto County Comprehensive Outdoor Recreation Plan.
- **The town will cooperate with the surrounding towns, Oconto County, Wisconsin Department of Natural Resources, and local organizations** to promote the expansion and connectivity of recreational trails, such as snowmobile.
- **Proposed private campgrounds should be compatible with the character of the town and located in areas that do not conflict with area land uses.** Any campground proposals should be directed away from environmentally sensitive areas (shown as “Environmental Corridors” on Map 3.1) and away from areas that do not have suitable soils to support the sanitary system needs of the proposed use.
- **The town has no plans for development of private campground facilities.**
- **The development/installation of solar and wind energy systems with a nominal operation at a capacity of 100 MW or greater** should be precluded from this Land Use Classification due to incompatibility with the Land Use Classification’s tactical and strategic intended use.

Agricultural

The Agricultural land use classification encompasses lands being utilized for agricultural purposes within the areas illustrated as “*Agriculture / Woodlands*” on the town’s 20-Year General Plan Design (**Map 3.1**). The agricultural classification is designed to preserve existing lands devoted to the growing of crops and the raising of livestock.

Recommendations:

- **The town will encourage the preservation of agricultural lands** and the farmer’s right to farm. Areas that have been designated as farmland preservation areas within the town are shown on **Map 3.21** found in Chapter 3 of *Volume I: County Plan*. The town should verify the location of development proposals in relation to areas designated for farmland preservation when reviewing development proposals in the area illustrated as agriculture/woodlands on the



town's 20-Year General Plan Design.

- **If residential development is permitted in these areas, low density development will be considered.** Future development in these areas should be done in a fashion which has the least amount of negative impact on the natural environment and ensures fragmentation of quality open space does not occur.
- **Where appropriate, new development techniques and programs will be instituted to preserve as much farmland as possible.** The utilization of various development techniques such as conservation by design subdivisions help preserve farmland.
- **It is important for these valuable agriculture lands to continue under the best management practices for agricultural activities.** Inappropriate agricultural practices can have an adverse impact on the quality of surface water and groundwater unless properly managed.
- **The integration of natural buffers** is encouraged between farming and future non-farming operations in order to lessen conflict between land uses.
- **Large-scale farming operations** are recommended to be located in areas of the town that avoid environmental corridors and surface water features.
- **Town officials are recommended to work with Oconto County** to address the issue of large-scale farming operations.
- **The development/installation of solar and wind energy systems with a nominal operation at a capacity of 100 MW or greater** should be precluded from this Land Use Classification due to incompatibility with the Land Use Classification's tactical and strategic intended use.

Woodlands/Open Space

The Woodlands/Open Space land use classification encompasses lands being utilized for woodland and natural open space and is illustrated as “*Agriculture / Woodlands*” on the town’s 20-Year General Plan Design (**Map 3.1**). The woodland classification is designed to promote the maintenance of private woodlands and open space areas within the town.

Recommendations:

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

- **The application of best management practices will help protect the town's many natural features and open space areas** and better utilized to enhance the town's recreational opportunities and facilities.
- **The development/installation of solar and wind energy systems with a nominal operation at a capacity of 100 MW or greater** should be precluded from this Land Use Classification due to incompatibility with the Land Use Classification's tactical and strategic intended use.

Transportation

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

Recommendations:

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

Mineral Resources Overlay

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

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

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

Environmental Corridors



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

Recommendations:

- **This plan will serve as a guide for the preservation of environmental corridors.** Using the environmental corridors as a guide when reviewing proposed developments will give the town background information to determine what areas are important to maintaining the rural character and quality of the town's natural resource base. The corridors are an overlay to the recommended plan (**Map 3.1**) and should be utilized as a reference.
- **Future developments will stay back from environmental corridors as much as possible,** or designed in such a manner to help minimize the negative effects on water resources, wildlife habitats and the overall character of the town.
- **Development near environmental features in the town will be carefully reviewed in order to maintain ample wildlife corridors.**
- **The development/installation of solar and wind energy systems with a nominal operation at a capacity of 100 MW or greater** should be precluded from this Land Use Classification due to incompatibility with the Land Use Classification's tactical and strategic intended use.

IDENTIFIED SMART GROWTH AREAS

According to s. 16.965, Wis. Stats., a “smart growth area” is “an area that will enable the development and redevelopment of lands within existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which have relatively low utility and

municipal and state governmental costs.”

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

Map 3.1: 20-Year General Plan Design

