

Town of Cooperstown Smart Growth Comprehensive Plan

Update Revision 2020

Prepared by:
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This 2020 revision supersedes the prior 2003 version, with the original still available for reference.

TOWN OF COOPERSTOWN
ORDINANCE NO. 2004-1

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

WHEREAS, on Feb. 08 2000 the Town Board for the Town of Cooperstown approved a contract with Bay-Lake Regional Planning Commission to prepare a Comprehensive Plan for the Town of Cooperstown under the guidelines of Section 66.1001 Wisconsin Statutes; and,

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

WHEREAS, on Nov 11 2003, the Town of Cooperstown Plan Commission recommended to the Town Board adoption of the Comprehensive Plan by resolution which passed by a majority vote of the entire membership of the Town Plan Commission, which vote is recorded in the official minutes of the Plan Commission; and,

WHEREAS, the Town of Cooperstown Town Board held a public hearing on Oct 21, 2003, which was preceded by a Class 1 Notice provided as described in Wisconsin Statutes Chapter 985, that was published at least 30 days before the hearing was held, and the notice included all of the following information:

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

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

NOW, THEREFORE, the Town Board of the Town of Cooperstown, Manitowoc County, Wisconsin, DOES ORDAIN AS FOLLOWS:

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

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

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

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

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

Adopted this 9 day of March 2003, by a majority vote of the members of the Town Board of the Town of Cooperstown.

Ross Johnson
Chairperson

Attest: Susan Kornely
Clerk

RESOLUTION NO. ___2033-03_
ADOPTION OF THE TOWN OF COOPERSTOWN
20-YEAR SMART GROWTH COMPREHENSIVE PLAN

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

WHEREAS, the Comprehensive Plan has been prepared by the Bay-Lake Regional Planning Commission which contains proposals, programs, descriptions, maps, and explanatory matter regarding natural resources, population, housing, economic development, transportation, land use, public facilities, outdoor recreation, and general plan design (land use plan) for the 20-year planning period; and

WHEREAS, the *Town of Cooperstown 20-Year Smart Growth Comprehensive Plan* has been prepared in accordance with the elements of a plan as defined in Wisconsin Statutes 66.1001 (Smart Growth); and

WHEREAS, the Comprehensive Plan has been reviewed and recommended for approval by the Town of Cooperstown Plan Commission;

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

Dated this 8th day of September 2003.

Resolution introduced and adoption moved by ___Pam Kouba___.

Motion for adoption seconded by ___Brian Swetlik___.

Voting Aye: 4 Nay: 0

APPROVED:

_____ Wm Angoli

Cooperstown Plan Commission Chair

ATTEST:

_____ Pam Kouba

Cooperstown Plan Commission Secretary

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Chapter 1 - INTRODUCTION

STATE PLANNING ENABLING LEGISLATION

The comprehensive plan for the town of Cooperstown is a policy document that provides a specific and detailed guide as to where and how future growth and development should occur within the community.

The plan was adopted under the authority granted by Section 66.1001 of the Wisconsin Statutes and meets the requirements of Wisconsin's "Smart Growth" law (1999 Wisconsin Act 9) which states that, "Beginning on January 1, 2010, any program or action of a local governmental unit that affects land use shall be consistent with that local governmental unit's comprehensive plan."

The town will consult the plan when making decisions relative to land use and other issues impacting the town's growth and development. The town, when addressing the following issues should also consults the Plan:

- Municipal incorporation procedures under s. 66.012, 66.013 or 66.014.
- Annexation procedures under s. 66.021, 66.024 or 66.025.
- Cooperative boundary agreements entered into under s. 66.023.
- Consolidation of territory under s. 66.02.
- Detachment of territory under s. 66.022.
- Municipal boundary agreements fixed by judgment under s. 66.027.
- Official mapping established or amended under s. 62.23 (6).
- Local subdivision regulation under s. 236.45 or 236.46.
- Extraterritorial plat review within a Town's or Village's extraterritorial plat approval jurisdiction, as defined in s. 236.02(5).
- County zoning ordinances enacted or amended under s. 59.69.
- Town or village zoning ordinances enacted or amended under s. 62.23 (7).
- Town zoning ordinances enacted or amended under s. 60.61 or 60.62.
- An improvement of a transportation facility that is undertaken under s. 84.185.
- Agricultural preservation plans prepared or revised under subch. IV of chapter 91.
- Impact fee ordinances that are enacted or amended under s. 66.55.
- Land acquisition for recreational lands and parks under s. 23.09 (20).
- Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231.
- Construction site erosion control and storm water management zoning under s.59.693, 61.354 or 62.234.
- Any other ordinance, plan or regulation of a local governmental unit that relates to land use.

CONTRACT WITH BLRPC

The Cooperstown Town Board entered into a contract with the Bay-Lake Regional Planning Commission (BLRPC) to prepare and submit a grant proposal to the Office of Land Information Services (OLIS). The town was awarded a grant from OLIS to prepare a "Smart Growth" Comprehensive Plan. The town then signed into a contract (#56071) with BLRPC to develop a comprehensive plan in accordance with Wisconsin's Smart Growth law on 10 August 2001. A 24-month time period was established for the completion of the plan, which began November 2001. This plan was approved by resolution on September 8, 2003, by the Town Plan Commission, and adopted by ordinance on November 11, 2003, by the Town Board.

DESCRIPTION OF THE PLANNING AREA

The town of Cooperstown was established in 1856 and has a land area of approximately 22,500 acres. The town is located in the northern portion of Manitowoc County. Map 2.1 shows the location of the town of Cooperstown in relation to the Bay-Lake Region. Map 2.2 illustrates the community planning area along with its base map features.

COMMUNITY COMPREHENSIVE PLANNING PROCESS

The planning process was completed in four stages. Initially, the Comprehensive Plan Committee, with help from Bay-Lake Regional Planning Commission that worked to identify major themes of concerns within the town. The public hearing followed the open house, conducted at the conclusion of the planning process, on October 1, 2003. The attendees and comments received at the open house and the public hearing was conducted on the same date, is also presented in Appendix A.

The second stage, inventory and interpretation, was analysis and identification of existing and potential problem areas.

The third stage, was the development of the General Plan Design. The fourth stage, established the tools necessary for implementation of the plan. The comprehensive plan contains nine chapters that correspond to the nine elements required by Section 66.1001 of the Wisconsin Statutes: Public participation

The comprehensive planning process was in accordance with Wisconsin State Statute 66.1001(4), which defines “Procedures For Adopting Comprehensive Plans”, the town adopted written procedures for *Public Participation* that were employed in order to involve the public in the comprehensive planning process (see Appendix B).

Vision statement

Through careful consideration of the survey the town developed a “vision statement” for the purpose of identifying the future “state” of the town and in order to develop goals and objectives that will help to achieve the stated vision.

The Town of Cooperstown’s 2019 Vision

The Town of Cooperstown, through the implementation of the Town’s Comprehensive Plan and a close working relationship with Manitowoc County and neighboring communities, to provide its residents a safe and peaceful rural atmosphere, with a natural rustic landscape comprised of an abundance of farmlands, woodlots, wetlands, open spaces, recreational opportunities, and limited residential, commercial and industrial development.

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Goals, Objectives, Policies, & Programs

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

- **Goals** - describe desired situations toward which planning efforts should be directed. They are broad and long range. They represent an end to be sought, although they may never actually be fully attained.
- **Objectives** - are measurable ends toward reaching a defined goal.

- **Policies** - are a rule or course of action used to ensure plan implementation.
- **Programs** - are a coordinated series of policies and actions to carry out the plan.

Goal:

The goal of the Town of Cooperstown is to ensure consistency with s.66.1001 of the Wisconsin State Statutes in order to best protect the interests of all of its residents and to follow an orderly and cost efficient method when making land use decisions.

Objective:

Adopt and maintain a comprehensive plan under s.66.1001

1. Periodically update the comprehensive plan in order to ensure its' continued consistency with ongoing and proposed land use activities and to provide for the greatest possible benefits relative to the future development of residential, commercial, industrial, and recreational lands.

Policies:

1. The Plan Commission will refer to the plan and will use the plan as a primary guide for its recommendations to the Town Board regarding current and future land uses.
2. The Plan Commission and the Town Board will implement the Comprehensive Plan consistent with adopted town and county ordinances.
3. Work with Manitowoc County to update the county zoning map to ensure its consistency with the General Plan Design Map and text.
4. The plan should be consulted by the Plan Commission, Town Board, Board of Appeals and other units of government before making any decision regarding land use and land use policies.

Program

Hold Town Plan Commission meetings/working sessions to periodically review the adopted comprehensive plan and make amendments to accommodate changing conditions following the guidance of s. 66.100.

Chapter 2 - AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

INTRODUCTION

It is the natural resource base that makes the town an attractive location for residential, commercial, and industrial development. In order to preserve and protect this important asset, future development in the Town of Cooperstown must be carefully adjusted to the ability of the

natural resource base to support various forms of rural development without deterioration or destruction of the underlying and sustaining base

Map 2.1 shows the location of the Town of Cooperstown, while Map 2.2 illustrates the community planning area along with its base map features.

SUMMARY AND IMPLICATIONS

There are a variety of natural amenities found within the town of Cooperstown and its planning area. The town relies on a good groundwater source to provide its residents with safe drinkable water.. Areas of steep slope (12 percent or greater) exist in the central, northern and eastern portions of the planning area and can present unique challenges to future development. There are approximately 2,505 acres of lands, with slopes exceeding 12 percent, within the planning area. Floodplains within the town are located along waterways and the Cooperstown Swamp. The Town's planning area has abundant wildlife habitat especially along its rivers and wetland areas.

The primary concern for natural resources within the town and its planning area will be the need to accurately monitor and in some cases further protect resources so as to safeguard them for future generations. The safeguarding of natural resources within the town will help to preserve, protect and promote the community's "character".

NATURAL RESOURCES STRATEGY

The following Goals, Objectives, Policies, and Programs will help guide the town in protecting and utilizing the natural resources within the town. The following statements are consistent with approved plans within the county or with state agencies.

Goals: Natural Resources

1. Protect the Town's important natural features including its air, groundwater, woodlands, wetlands, floodplains, streams, lakes, steep slopes and "dark skies" (limited lighting)

Objectives:

1. Strictly enforce existing regulations and carefully plan development that is adjacent to rivers, lakes, streams, and wetlands in order to minimize the development's impact on these areas.

Policies:

1. Accurately identify key natural resources for protection and protect them through using an overlay district "Environmental Corridor" with appropriate protective language governing the district. This discourages development within this plan's identified environmental corridors
2. Identify and protect the open spaces and wildlife habitats from development to preserve the town's identified scenic areas.

Programs:

1. Work to ensure enforcement of floodplain zoning, conservancy zoning and shoreland zoning ordinances to protect water quality.
2. Utilize the town's authority to adopt an Official Map and identify the key natural features the town plans on preserving through public ownership.

Goals: Agricultural Development/Preservation

Preserve the most productive farmland in the town for continued agricultural use.

Objectives:

1. Identify the town's prime farmlands for preservation.
2. Buffer non-farm land uses from agricultural lands in order to lower the number of possible nuisance complaints (by town residents) regarding these agricultural lands.
3. Develop cooperative agreements with neighboring communities to ensure that adjacent land uses (at the town borders) are compatible and do not negatively impact the community and natural resources.

Policies:

1. Promote clustering and conservation designs for future housing developments in order to preserve greater contiguous tillable lands for future farming.
2. Follow the recommendations within the General Plan design of this document to focus on limited growth.
3. Continue to use the EA Zoning District to preserve the most productive farmlands in the town while allowing limited growth on less productive soils.
4. Encourage Manitowoc County to adopt rules and regulations regarding Industrial Agricultural Production, i.e. Confined Animal Feeding Operations (CAFOs).

Programs:

1. Partner with Land Preservation Organizations, such as land trusts and conservancy organizations, that work with private property owners to protect natural resources and preserve open spaces.
2. Work with the county and appropriate state agencies to promote innovative programs, which ensure the protection of farmlands - such as Transfer of Development Rights and Purchase of Development Rights.

Goal: Sand and Gravel Mining Resources

Future mining sites will not negatively impact the environmental features within the Town's planning area or its existing developments.

Objectives:

Existing mining sites will be identified and mapped.

1. Incompatible land uses will be buffered from existing mining activities and will not be developed adjacent to one another.
2. Decrease damage to town roads caused by heavy trucks utilizing sand and gravel operations

Policies:

1. The Town will steer incompatible uses away from identified existing mining sites.
2. The Town will work with Manitowoc County to administer and implement the County's *Nonmetallic Mining Reclamation Plan*.
3. Adequate sight and noise buffers will be required before new mining sites will be permitted.

Programs:

1. The Town will work cooperatively with sand and gravel extraction industries to improve and maintain town roads servicing the sand and gravel extraction sites.
2. The Town will initiate a program requiring new sand and gravel extraction operations to obtain a bond to ensure payment for repair of damages to town roads caused by the heavy trucks transporting materials from the sand and gravel extraction sites.

Goal: Historic, Archeological and Cultural Sites

Historic, archeological and cultural locations and structures will be preserved, where appropriate.

Objectives:

1. To preserve buildings (churches, historic homes and buildings), structures (out buildings, bridges, etc.) and other landscape features (cemeteries, fence lines, stone fences, etc.) that are the town's cultural history.
2. Identify historic, archeological and cultural locations.

Policies:

1. Support the preservation and maintenance of historic, archeological, and cultural sites.

Programs:

1. The Town will work with federal, state and county agencies to ensure that historic, archeological, and cultural sites are identified and appropriately protected.

Goals: Water Supply - Groundwater and Surface Water

1. Maintain or improve groundwater and surface water quality within the town.
2. Carefully plan development that is located adjacent to the town's rivers, lakes, streams, and wetlands in order to minimize negative impacts to these areas.
3. Buffer all new development from significant natural resources (wetlands and steep slopes) with a 100-foot minimal setback requirement.

Objectives:

1. Identify the recharge areas for wells that should be protected to ensure a safe drinking water supply.
2. Identify potential contaminant sources within the recharge area for wells in order to identify threats to the water resource.
3. Develop long-range plans to address potential recharge areas and their threats.

Policies:

1. Support the development of long-range plans (Wellhead Protection or Source Water Protection plans) protecting the town's water resources.
2. Support efforts to identify recharge areas and threat sources to the town's drinking water.
3. Adopt appropriate ordinances protecting water sources.
4. Work with other jurisdictions that have protective ordinances or identified plans for water protection that extend within the town.
5. Work with Manitowoc County to develop and enact zoning controls that buffer land development from groundwater recharge areas-

Programs:

1. Local landowners should be encouraged to follow storm water management plans, agriculture "Best Management Practices", erosion control ordinances, etc., to preserve water quality.

Goal: Wildlife Resources

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

Objectives:

1. Protect the town's areas of threatened and endangered species.
2. Maintain the natural connectivity of wildlife habitat areas.

Policies:

1. Support the preservation of key habitat areas and large undeveloped contiguous natural areas.

Programs:

1. The Town will work with federal, state and county agencies and private landowners to seek resources for habitat protection.
2. Support programs such as the Stewardship Grants for Nonprofit Conservation Organizations that provide funding for the acquisition of land or easements for conservation purposes, and restoration of wildlife habitat.

Goal: Parks and Recreational Lands

Ensure that residents have adequate and accessible recreational sites within the town that provide opportunities for as wide a range of recreational activities as is practical.

Objectives:

1. Develop recreational sites and trails within the town, to include access to water resources.

Policies:

1. The Town should consider the development of future recreational lands within the town.
2. The Town should address future recreational ~~trail~~ development with residents as well as affected property owners-
3. Use the Town's official mapping powers to preserve areas designated for future, park and recreational uses.

Programs:

1. Work with the county and state in identifying future recreational areas.
2. Work with adjoining towns to design interconnecting trailways; explore all available resources to further enhance the quality of the town's recreational systems; and, recognize the potential of public and private donations for funding park system improvements.
3. Obtain grants and aid to maintain and improve existing recreational sites and to create additional recreational opportunities.

PHYSICAL FEATURES

The following section provides inventories, details and data that describe the existing physical features of the town of Cooperstown that will impact and may be impacted by future development. These features include: glacial geology, bedrock geology, climate, soils, prime agricultural lands, topography, water features, groundwater, floodplains, wetlands, woodlands, air quality, wildlife habitat, endangered species, parks and open spaces, natural areas, and environmental corridors.

Glacial Geology

The topography of Manitowoc County is essentially a result of the last two substages of the Wisconsin Stage of Glaciation. Each glacial substage carried in glacial debris known as “drift” or “till” and pushed or deposited it to form plains, depressions, valleys and hills. The till left by the glaciers gives the planning area a Kettle Moraine type topography, characterized by gravelly hills,

kettle shaped holes and coarse, sandy soils. Map 2.3 shows the glacial (Pleistocene) geology within the planning area.

Bedrock Geology

A layer of undifferentiated dolomite bedrock from the Silurian age underlies the entire planning area. This series of sedimentary rocks, approximately 750 feet thick, is underlain by a formation known as the Maquoketa Shale. Below the Maquoketa Shale are a group of rock units consisting of sandstone, shale and dolomite, known collectively as the sandstone aquifer. The Maquoketa formation is estimated to be 400 to 450 feet thick. The sandstone aquifer is estimated to be 800 to 850 feet thick.

Karst & Sink Holes

Karst is a type of landscape throughout Manitowoc County and the Town of Cooperstown where the dissolving of the bedrock has created sinkholes, sinking streams, caves, springs, and other characteristic features (see map 2.14). Karst is associated with soluble rock types such as limestone, marble, and gypsum. Limestone composed mainly of calcium carbonate or dolomite is widespread in the area.

General Soils Association

Soils are grouped into general soil associations, which have similar patterns of relief and drainage. These associations typically consist of one or more major soils and some minor soils. Within the town, there are four general soils associations as defined regionally by NRCS (Map 2.4).

The general soil map illustrates that the Hortonville-Symco group that formed in glacial till dominates the majority of the town. This soil group is best described as being nearly level to moderately steep along the sides of the drainage ways and escarpments, well drained and somewhat poorly drained soils that are loamy throughout. These soils have good potential for cultivated crops.

The southwest portion of the town has primarily two soil groups. The Wesepi-Plainfield-Boyer group formed in sandy or loamy deposits and are underlain by sand and gravel. The soils are nearly level to moderately steep. They are excessively drained to poorly drained and are rapidly permeable in the substratum. The major soils in this group have fair to poor potential for the cultivated crops commonly grown in this area. The main enterprise is growing crops for dairying. The second group in the southwest quadrant of the town is the Houghton-Palms-Willette. These soils are nearly level and poorly drained. They formed in organic material that is more than 16 inches thick. Most of the soils are in natural vegetation of trees and sedges. In some small areas the soils are used for pasture. Most of the soils have poor potential for cropland. These soils have severe limitation for use as septic tank absorption fields because of wetness.

The final soil group, predominantly located in the northern region of the town is called Kewaunee-Boyer-Nichols. These soils are gently sloping to steep. They formed on a complex topography of moraines, outwash terraces and lacustrine plains. Most of the soils are in cropland. Corn, small grains and hay are the major crops. Moderately steep and some sloping soils are used for pasture or as woodlands.

Soil Limitations

The following describes limitations of soils, present at a specific site that may be placed on the construction of septic systems and basements.

Private Sewage Systems

The Town relies on private sewage systems for all of their residents. According to the Natural Resource Conservation Service, severe limitations mean soil properties or site features are so unfavorable or so difficult to overcome that special design, significant increases in construction costs, and possibly increased maintenance are required. Moderate limitations mean soil properties or site features that are not favorable for the indicated use may require special planning, design, or maintenance to overcome or minimize limitations. Slight limitations mean soil properties and site features are generally favorable for the indicated use and limitations are minor and easily overcome.

Without consideration of the properties of the soils, private sewage systems may fail and collection systems may require expensive and frequent maintenance. Factors, which are considered when evaluating soils for on-site waste system, are high or fluctuating water table, bedrock, soil permeability and flooding frequency.

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

Basements

Within the *Manitowoc County Soil Survey*, the NRCS provides information on the suitability and limitations of soils for a variety of natural resource and engineering uses. In particular, the soil survey provides information on the limitations of each soil for building site development including the construction of dwellings with basements.

According to the Natural Resources Conservation Service, *severe limitations* mean soil properties or site features are so unfavorable or so difficult to overcome that special design, significant increases in construction costs, and possibly increased maintenance are required. *Moderate limitations* mean soil properties or site features that are not favorable for the indicated use may require special planning, design, or maintenance to overcome, or minimize limitations. *Slight limitations* mean soil properties and site features are generally favorable for the indicated use and limitations are minor and easily overcome. Refer to the *Manitowoc County Soil Survey* for additional information regarding soil limitations for building site development. Map 2.5 shows the suitability for dwellings with basements. Check for color map 2.5

Prime Agricultural Lands

Almost 50 percent of the Town's land is classified as prime agriculture land with minimal modifications. These lands are located throughout the town (mostly on the eastern side), usually away from the existing waterways. Two classes of prime farmland are identified; those areas where all land is prime farmland (30 percent) and those areas that are considered prime farmland only where drained (20 percent). The rest of the town is classified as not prime farmland and are located in and around wetland areas. Map 2.6 shows these areas of prime farmland. Check for color map 2.6

Topography

The Town of Cooperstown has Kettle Moraine type topography in the western half of the town. It is characterized by rugged, gravelly hills, kettle shaped holes and coarse sandy soils. The eastern half of the town is characterized by gently rolling hills.

Reference the Manitowoc County GIS public map access.

Watersheds and Sub-Watersheds

The Town of Cooperstown lies within two watersheds as delineated by the Wisconsin Department of Natural Resources. The eastern side of the town is in the West Twin River Watershed while the western portion of the town is in the Branch River Watershed. Map 2.8 shows these watersheds within the town. Drainage is from west to east, with the Devil's River, a tributary of the West Twin River, draining the northern portion of the town. The West Twin River flows through the city of Two Rivers and into Lake Michigan. The southwest quadrant of the town drains into Cooperstown Swamp. Check for updated /color map

Lakes, Rivers, and Creeks

Within Manitowoc County the lakes, rivers and creeks are identified as being one of its most precious heritages, and is thus protected under the county's Shoreland and Floodplain ordinance to protect its valuable water resources. Map 2.9 shows the location of these water features, which comprise approximately 84 acres and 19 acres of reservoirs/ponds and rivers respectively to include Hidden Lake, the Devil's River, West Twin River and Kriwanek Creek. A number of unnamed intermittent streams and unnamed ponds exist throughout the town as well.

Devil's River is a minor tributary to the West Twin River that drains the northern sections of the town. The river is very fertile, and exhibits intermittent flow in its upper reaches.

West Twin River is one of three major rivers within the county, draining the greater portion of the northeastern part of the county before entering Lake Michigan at Two Rivers. The river has a low gradient and flows over gravel, rubble and sand in many areas. Muck and silt are evident in the remaining portions

Kriwanek Creek is a minor tributary to the West Twin River that originates two miles east of the village of Maribel. The creek exhibits a moderate gradient with good flow. Bottom materials consist primarily of gravel and rubble. Intermittent feeders contribute to stream flow during periods of runoff, while much of the flow originates from spring areas at the headwaters of two tributary branches.

Neshota River - A short length of the Neshota River flows from Brown County through the extreme northeastern edge of the town, crossing CTH BB just west of the town line. The Neshota River is one of two that form the headwaters of the West Twin River.

Groundwater

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

More specifically, the groundwater comes from the Mount Simon aquifer, which is the lowermost aquifer of the Cambrian-Ordovician aquifer system. It consists of the coarse to fine

grained Mount Simon Sandstone and the Bayfield Group in Wisconsin. The Mount Simon aquifer underlies the southern two-thirds of the state and has the broadest distribution of any of the aquifers in the Cambrian-Ordovician aquifer system. Wells penetrating the Mount Simon aquifer in Wisconsin generally are open to overlying Cambrian-Ordovician aquifers. In Manitowoc County these aquifers include the St. Peter-Prairie du Chien-Jordan aquifer. In Manitowoc County this aquifer consists of St. Peter sandstone and Jordan sandstone. These aquifers are collectively called the sandstone aquifer. The thickness of the unconsolidated material ranges from 100 to 200 feet within the county. The water flows toward the cities of Green Bay and Milwaukee. Within this area, there is a moderate susceptibility to groundwater contamination. Also reference the Manitowoc County Sink Hole Map.

Shallower aquifers include the Niagara aquifer, which underlies 98 percent of northeast Wisconsin and is the most widely used source of generally good quality ground water. There are instances where this aquifer is used almost exclusively because drift in many places is thin and not an aquifer and drilling deep to the sandstone aquifer is costly and the water is locally saline.

Since 1974 according to common law, a person is permitted to withdraw groundwater in any amount, provided that it does not cause unreasonable harm to another. However, "today all wells must conform to DNR regulations and most must be installed by certified well drillers. (Driven Point or Sand-point wells are the exception.) The specific standards governing the well depend on the type of well.

A private well is defined as a pumping well that serves one home or is maintained by a private owner. Private wells pumping less than 100,000 gallons per day do not require a permit, although the wells must meet design, construction, location, and abandonment standards. Private wells are regulated under Wisconsin Administrative Code NR 812. All wells in the town of Cooperstown are classified as "private".

A high capacity well is defined as a pumping well capable of pumping more than 100,000 gallons per day. High capacity wells must obtain a permit. High capacity wells are defined in Wisconsin statute [Chapter 281.17\(1\)](#).

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

In general, shallow, permeable water table aquifers are at greatest risk of contamination. According to the EPA, the groundwater in Manitowoc County is moderately susceptible to contamination, thus water quality problems could result within the county. Agricultural runoff and septic systems are just two of the sources that may have a high level of potential impact on the groundwater quality within the county.

Floodplains

The town's floodplains are located along the shores of the Devil's River, West Twin River and Hidden Lake. Floodplains also make up much of Cooperstown's Swamp (Map 2.10). In all, floodplains are approximately 881 acres in size throughout the town. Check for updated map 2009 doc

Floodplains are often viewed as valuable recreational and environmental resources. These areas provide for storm water retention, ground water recharge, and habitat. Development permitted to take place in these areas is susceptible to storm damage and can have an adverse effect on water quality and wildlife habitat. In addition, it can also result in increased development and maintenance costs such as: providing flood proofing, repairing damage associated with flooding and high water, increased flood insurance premiums, extensive site preparation, and repairing water related damage to roads, sewers, and water mains.

Development in shore land areas is generally permitted, but specific design techniques must be considered. Development in floodplain areas is strictly regulated and in some instances is not permitted. For planning and regulatory purposes, the floodplain is normally defined as those areas, excluding the stream channel, that are subject to recurrence interval flood events. The authority to enact and enforce these types of zoning provisions in counties is set forth in Chapter 59.97 of the Wisconsin Statutes and Wisconsin Administrative Code NR 116. This same authority is also vested to cities and villages in Chapter 62.23 of the Wisconsin Statutes.

Wetlands

The identified wetlands are scattered throughout the town (approximately 3,674 acres) with the greatest area within Cooperstown Swamp. Map 2.11 shows the WDNR inventoried wetlands greater than two acres. It should be noted that all wetlands, no matter how small, are subject to WDNR and possible federal regulations if they meet the state definition.

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

Woodlands

There are a total of 6,137 acres of woodlands within the town. Woodlands are displayed on Map 2.12 and depict upland woodlands (lands not within wetlands) and lowland woodlands (lands within wetlands).

Air Quality

Manitowoc County is designated as a moderate non-attainment area for ground-level ozone. An area is designated a non-attainment area when it does not meet the minimum standards for air quality (NAAQS) set by the Environmental Protection Agency (EPA).:-

Wildlife Habitat

Woodlands, floodplains, wetlands, and surface water features, within the town, provide habitat for many species of wildlife. Wildlife habitat can be defined as areas that provide enough food, cover, and water to sustain a species

Threatened and Endangered Species

There are several threatened and endangered animal and plant species within Manitowoc County. The majority of the animals threatened or endangered are birds or fish. According to the WDNR, the birds that are threatened in Manitowoc County include: the Acadian Flycatcher, Cerulean Warbler, Great Egret, Hooded Warbler, Osprey, and Red-Shouldered Hawk. Endangered birds include the American Peregrine Falcon, Barn Owl, and the Piping Plover. The Greater Redhorse and the Redfin Shiner are the only fish considered threatened in Manitowoc County.

Several plants within Manitowoc County are also considered threatened or endangered according to the WDNR. Plants that are on the threatened list include: Bog Bluegrass, Clustered Broomrape, Dune Thistle, Fairy Slipper, Sand Reed-Grass, Seaside Crowfoot, Shore Sedge, Snow Trillium, Sticky False-Asphodel, and Thickspike. The lone endangered plant within Manitowoc County is the Sand Dune Willow.

Cherney Maribel Caves - a State Natural Area is a park site 75 acres in size, and was preserved because it has as one of its many features exposed limestone cliffs (which are rarely found in glaciated Wisconsin) along with their associated shaded cliff community.-

Environmental Corridors

Environmental corridors serve many purposes. They protect local water quality and wildlife habitat through identification and preservation of areas sensitive to development. They can be used as a means of controlling, moderating, and storing floodwaters while providing nutrient and sediment filtration.

The environmental corridors include the following set of uniformly available information: Wisconsin Department of Natural Resources wetlands; 100-year FEMA floodplains; areas with slopes greater than or equal to 12 percent; lakes, rivers, streams and ponds; a 75-foot lake and river setback; and, a 25-foot buffer of wetlands. Other features that are considered as part of the environmental corridor definition on an area by area basis include: designated scientific and natural areas; unique and isolated woodland areas; scenic view sheds; historic and archaeological sites; unique geology; wetland mitigation sites; isolated wooded areas; unique wildlife habitats; parks and recreation areas; and other locally identified features. Within the town there are 7,439 acres of environmental corridors as (Map 2.13 8.4 new). This corridor can be utilized by the town in determining possible future protective measures of the features falling within this corridor. Additional town controls may be derived from this identified corridor.

Historic and Archeological Sites

There is one historic site of importance listed on the Wisconsin National Register of the Wisconsin Historical Society. The site is the Rock Mill, located adjacent to CTH R. The period of significance is between 1900 and 1949 and the building is noted for its architecture.

There are no listed archeological sites found within the town of Cooperstown. However, care should be taken whenever excavation is done within the town, since there is always the possibility of disturbing a historical or archeological site. The State of Wisconsin requires any findings of human bones to be reported (*Wisconsin Statute 157.70*) so the State Historical Society can do an investigation. Also, land developers trying to obtain state permits from the

Wisconsin Department of Natural Resources or any development involving federal monies, are required to be in compliance with Section 106 of the National Historic Preservation Act and 36 CFR Part 800: Protection of Historic Properties. For further information, please contact the State Historical Society of Wisconsin, 816 State St., Madison, WI 53706.

OTHER LOCAL KEY NATURAL FEATURES

The Town Plan Commission staff identified two other key natural features present within the town. The town identified the cuestas located along the eastern side of the town near Maribel Caves as a key natural feature. This area contains elements of the Niagara Escarpment. In addition, the town identified and recognized the “night sky” as a key natural feature. (discuss Board ordinance)

Cuestas at Cherney Maribel Caves

"A cuesta is an upland belt with a short, steep descent, or escarpment, on one side and a long, gentle slope on the other. The gentle slope usually corresponds to the inclination or dip of slightly- inclined sedimentary rocks. One resistant layer, as of limestone, may determine the whole dip slope." (Lawrence Martin, *Physical Geography of Wisconsin*, published by the University of Wisconsin Press, © 1965)

The Cherney Maribel Caves County Park is an especially significant geological area that was formed primarily by glacial activity. Through millions of years of deposition and change, glaciers wore down the land surface exposing an underlying solid mass of rock called Niagara Dolomite. The glacial activity formed the naked crags and irregular cliff line of the area. These formations are in contrast to other parts of Wisconsin where rich layers of boulder till were deposited by the glaciers.

Over the years, the rock has decomposed. Springs, the changing seasons, ice and temperature variations broke down the rock. Small caves and openings created by these forces appear in the rock layers of the cliff line.

Dark Skies

A natural resource that is often overlooked at the planning and policy level is the view of the night sky. The night sky historically has been a source of natural beauty and value to people and cultures throughout the world.

Light Pollution

Sky-glow is lighting (yard lights, street lights, etc.) that shine upward or horizontally reflecting off of dust, water and air particles thereby significantly reducing and obstructing the visibility of the night sky.

Obtrusive lighting, often referred to as light pollution, obscures our view of the sky and primarily comes from inefficient and misdirected lighting sources. It is estimated that inefficient and misdirected lighting cost this country alone more than \$1 billion each year. Scientists refer to it as urban sky glow; motorists know it as glare; consumer advocates lobby against it as energy waste; neighbors call it light trespass and, often, a nuisance. Simply defined, it is too much light shining in the wrong direction. It not only fails to accomplish its purpose, it often creates problems where there were none.

METALLIC AND NON-METALLIC MINING RESOURCES

There is currently no metallic mining within the town.

There are privately owned non-metallic mine sites located within the town, three of which are located at the west central edge of the town.

COMMUNITY DESIGN

Community design (character) deals with resources of the community that have been identified as follows:

Signage

The community can follow the general standards (commonly used in municipalities) below:

1. Freestanding signs (excepting those along highways and freeways) should never exceed a height of 20 feet, and only heights below eight feet are consistently considered as noticeably low. No buildings should be allowed more than one freestanding sign, to include a single use or a center.
2. Wall signs should relate to the area of the wall on which they are located. No wall should contain more than one sign (except a center type development).
3. Many zoning ordinances prohibit types of signs that can distract drivers or cause a nuisance. Those signs that should be prohibited because of this and due to their being difficult to make and keep attractive include off-site advertising signs, roof signs and portable signs. Billboards can have the potential to degrade the community's entryways "doorways" and should be prohibited within these areas. Additional signs for prohibition include those that are inflatable, flashing, rippling or sparkling, strings of lights, use of tinsel, "pom poms", pinwheels, pennants, banners, and streamers. The community needs to evaluate whether changeable letting, electronic message boards, and trademark color schemes are to be prohibited.

Landmarks

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

- The "Crossroad" communities that exist within the town (Rosecrans, & Cooperstown),
- The Town Hall,
- Cooperstown Swamp,

Pathways

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

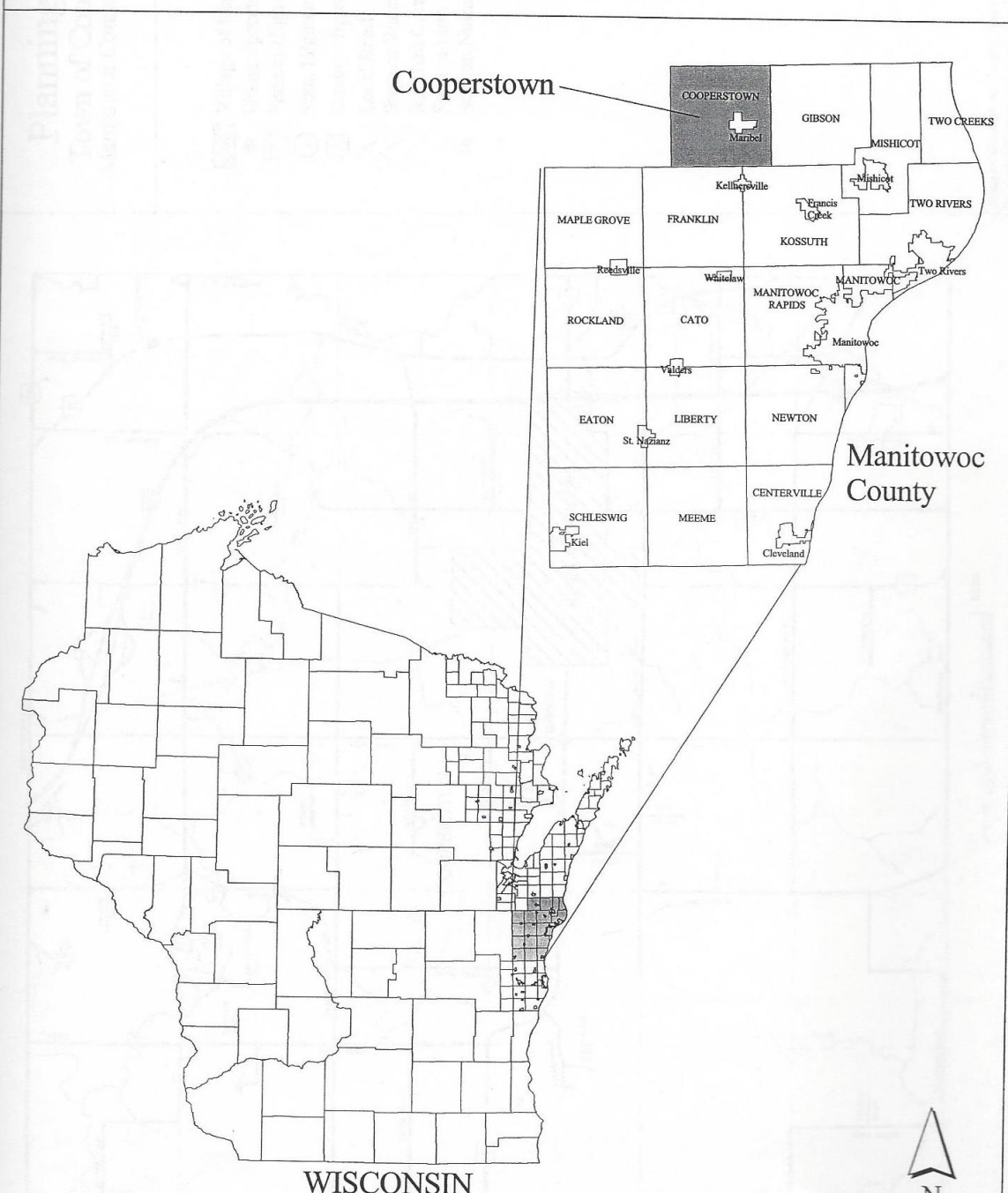
Map 2.1: Location Map, Town of Cooperstown, Manitowoc County, Wisconsin

Location Map

Town of Cooperstown

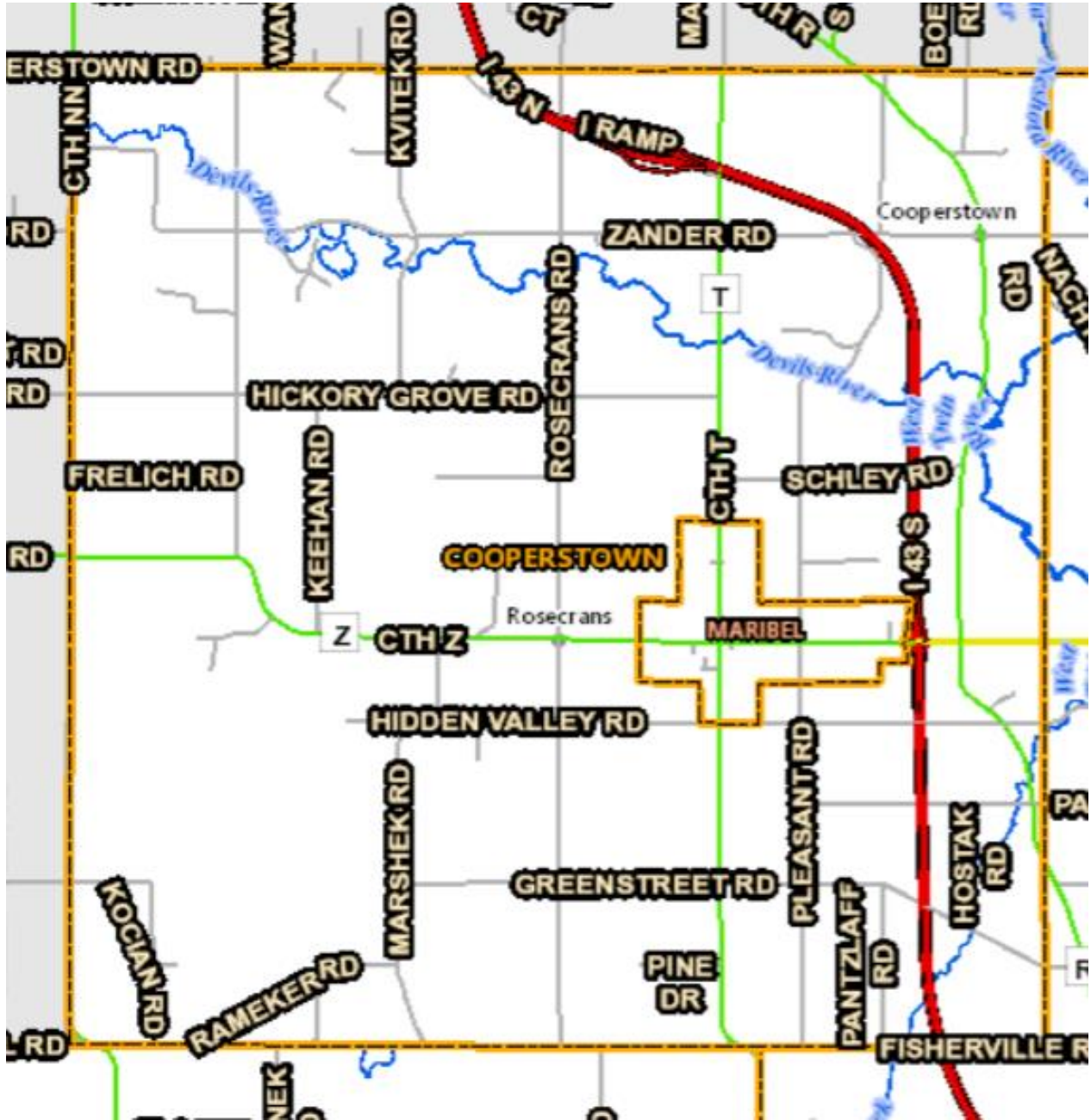
Manitowoc County, Wisconsin

Map 2.1



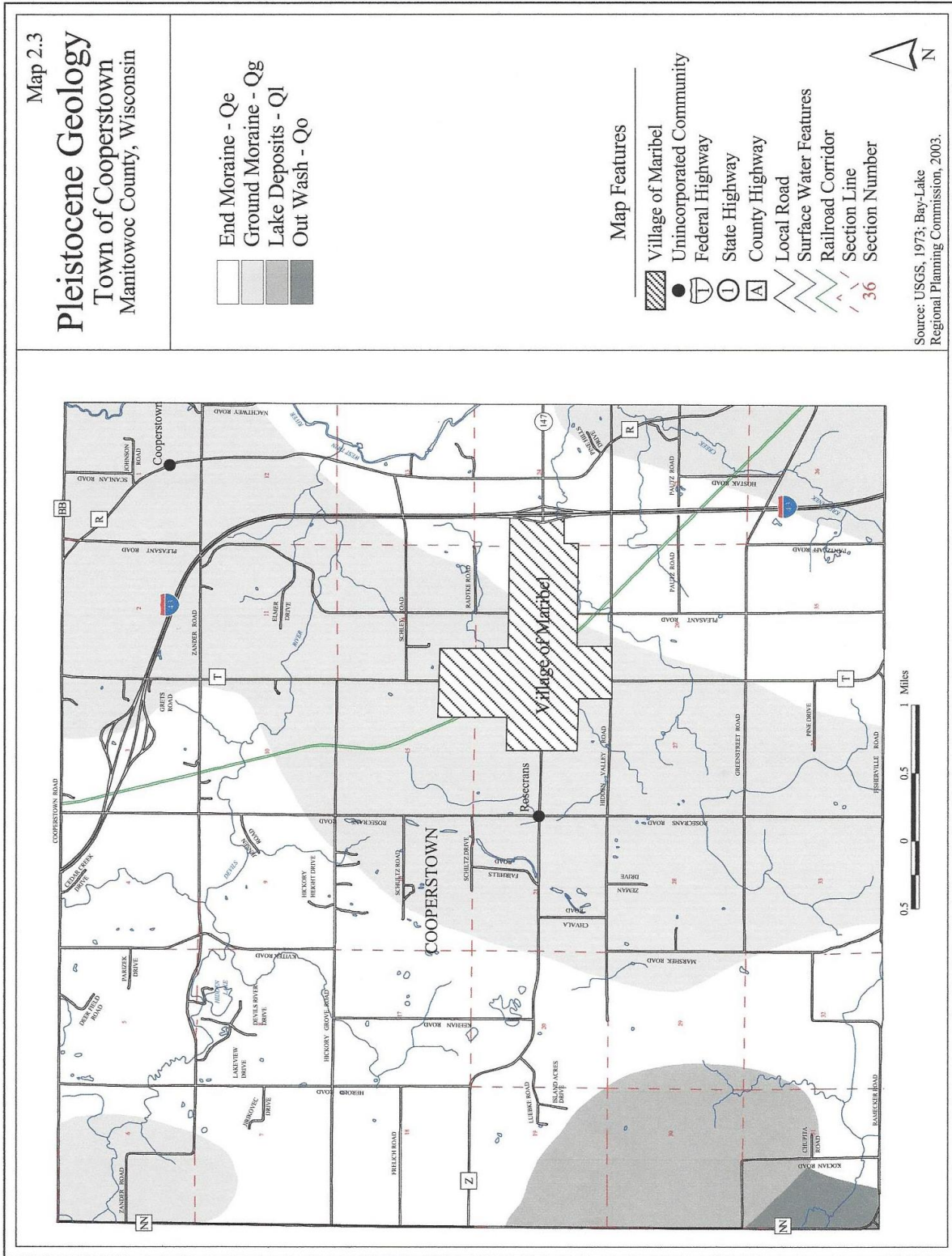
Source: Bay-Lake Regional Planning Commission, 2003.

Map 2.2: Planning Area, Town of Cooperstown

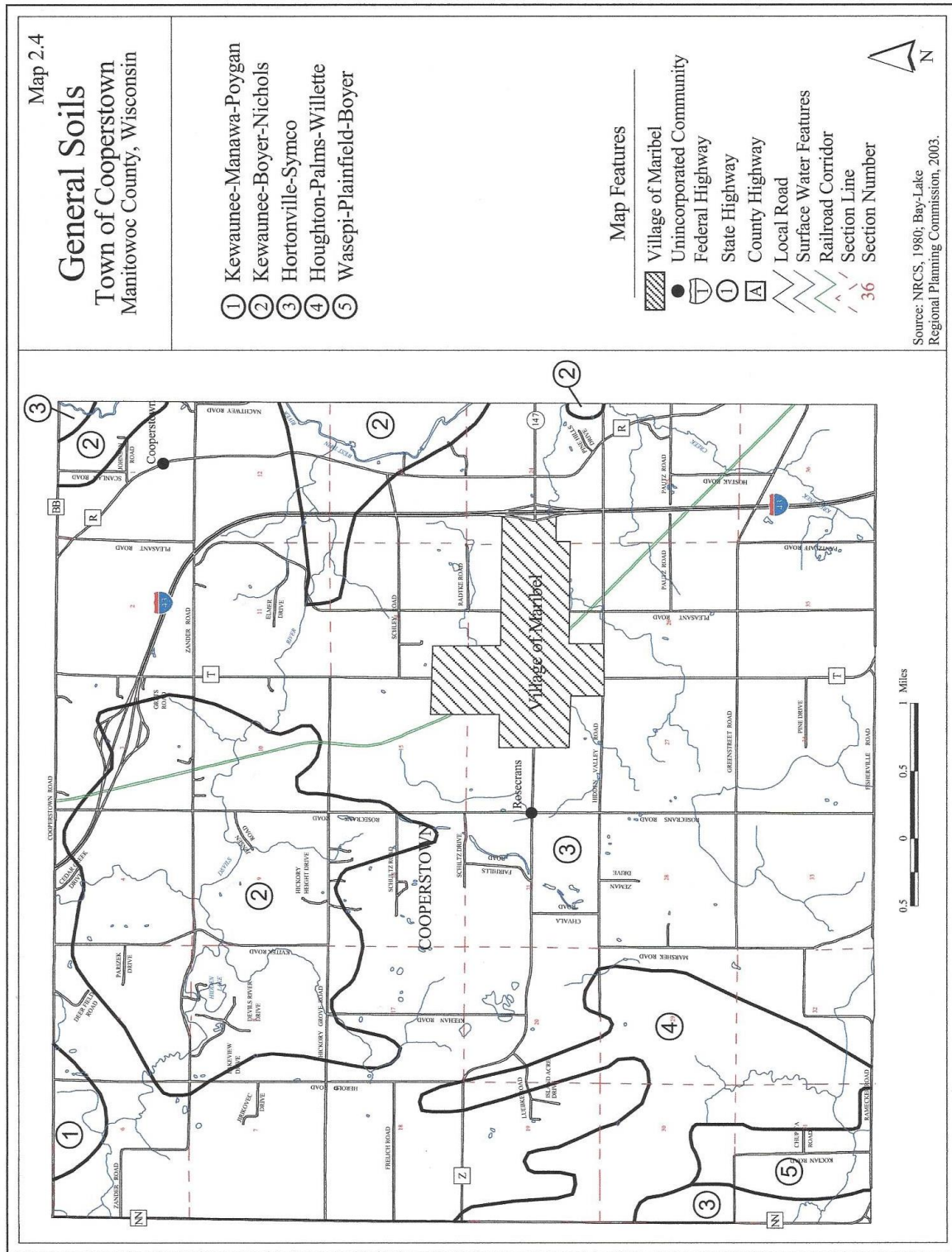


Source: <https://manitowocmaps.info/EasyAccess/>

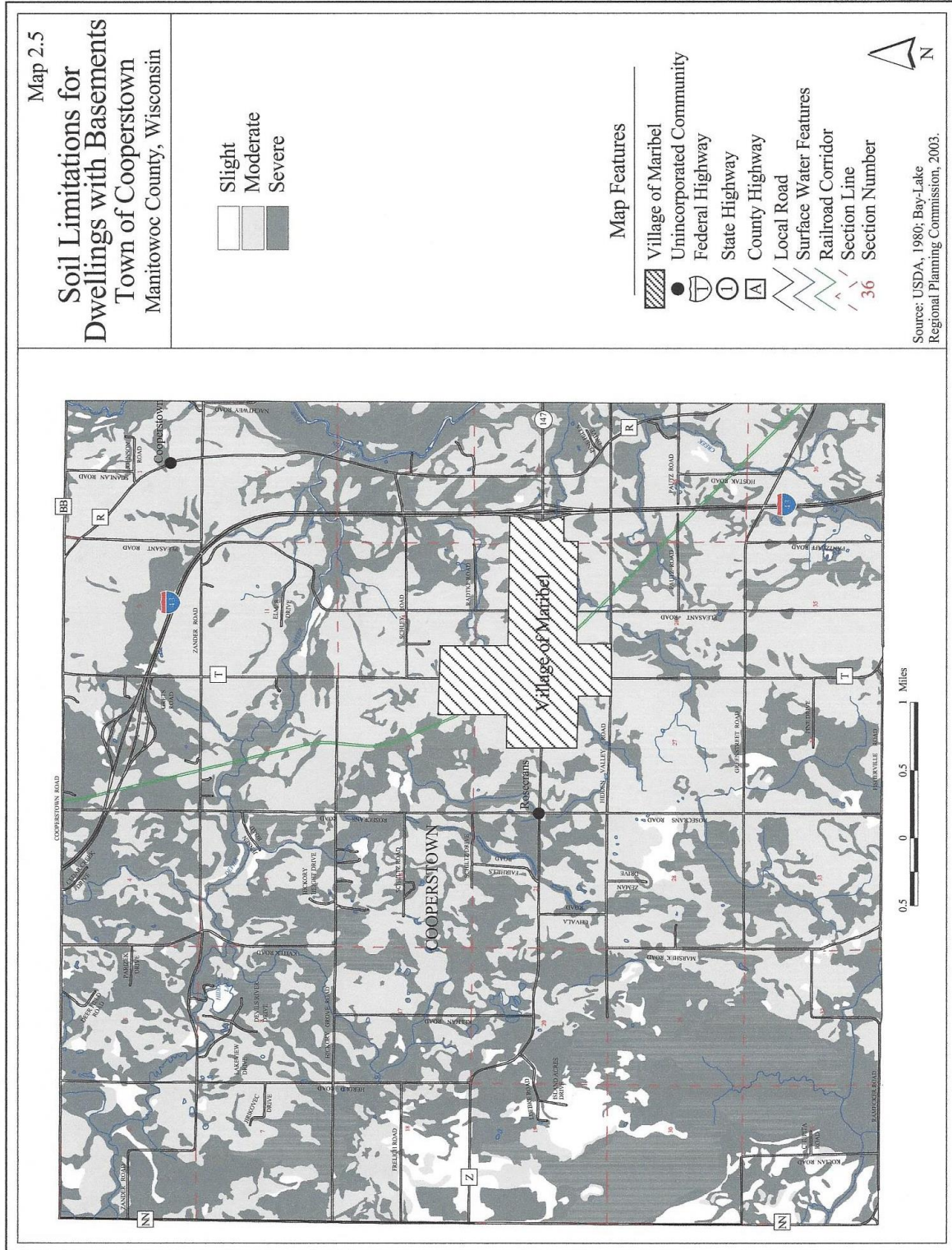
Map 2.3: Pleistocene Geology, Town of Cooperstown



Map 2.4: General Soils, Town of Cooperstown






Map 2.4: Soil Limitations for Dwellings with Basements, Town of Cooperstown













Map 2.5: Prime Farmlands, Town of Cooperstown

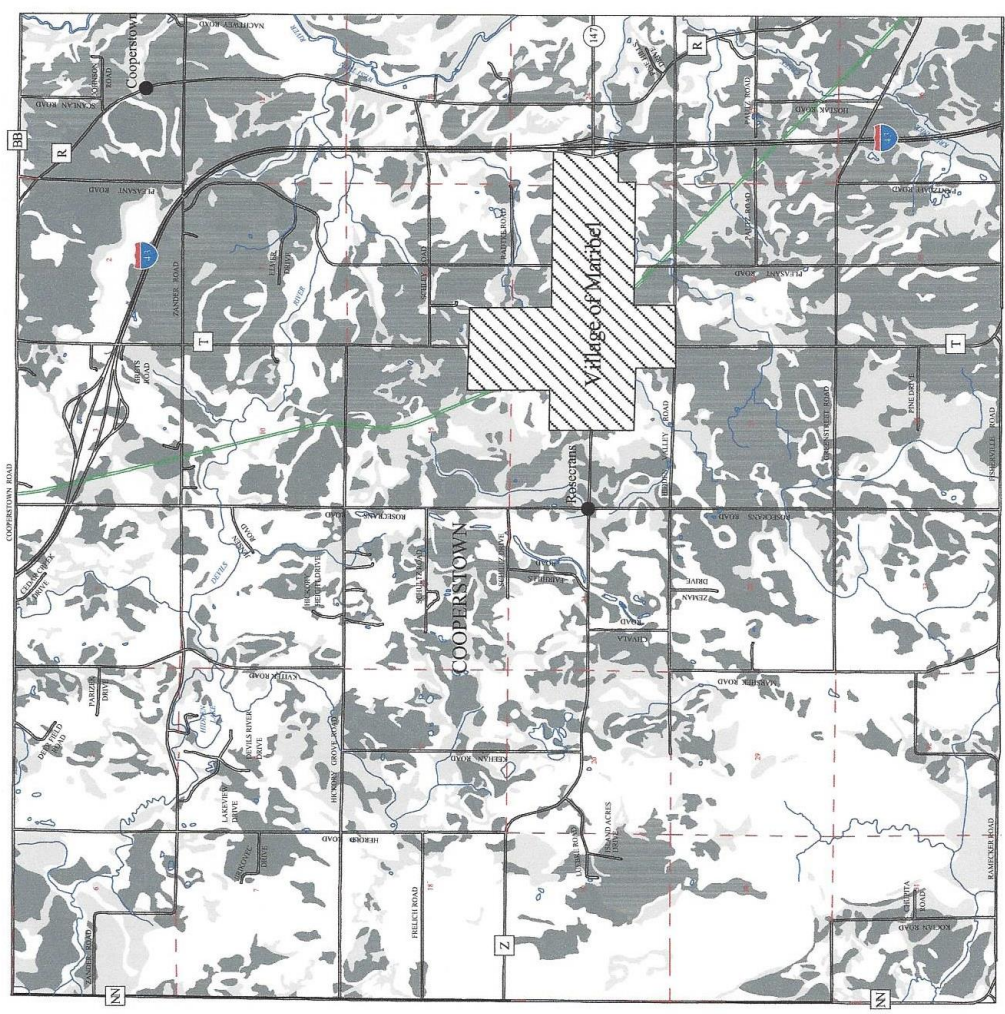
Map 2.6

Prime Farmlands Town of Cooperstown Manitowoc County, Wisconsin

-  Prime Farmlands
-  Prime Farmlands where Drained or Protected
-  Not Prime Farmlands

Map Features

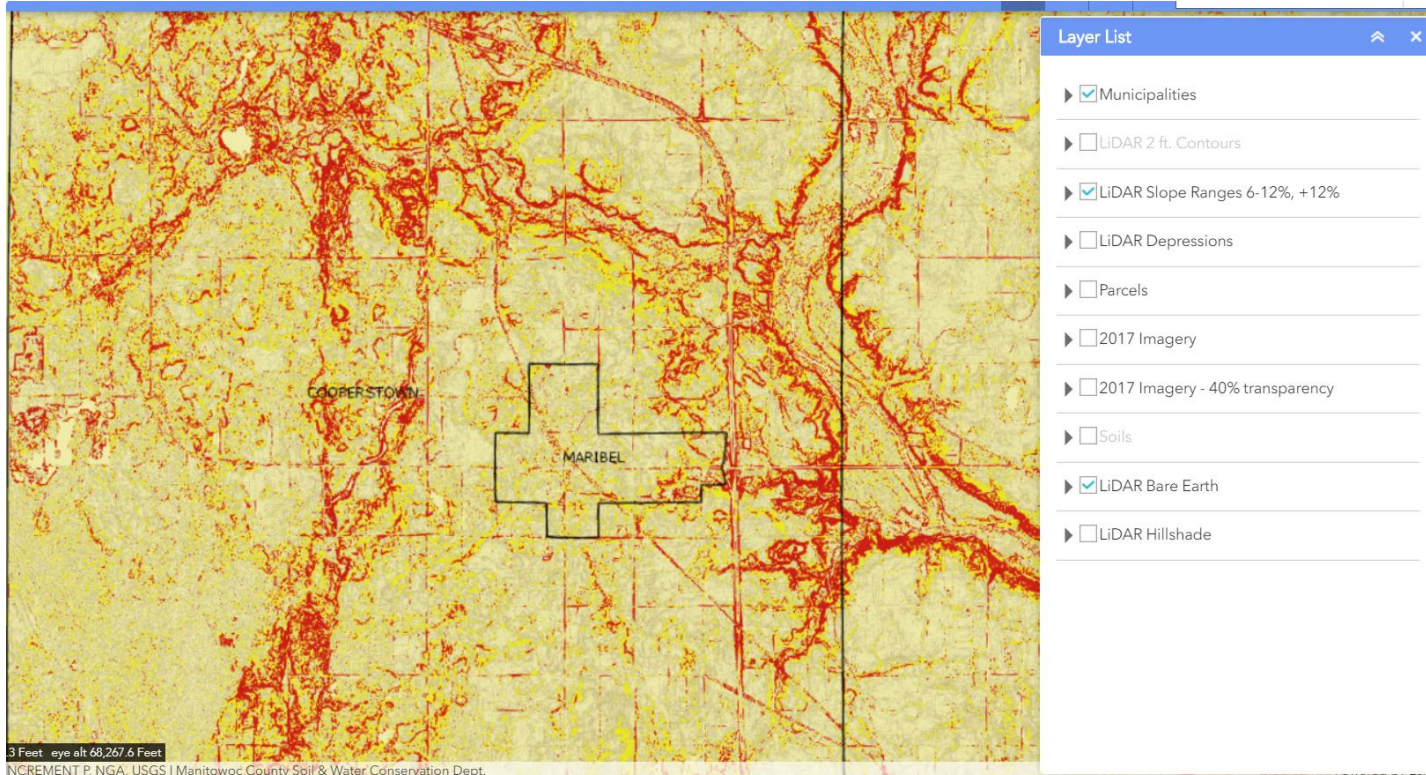
-  Village of Maribel
-  Unincorporated Community
-  Federal Highway
-  State Highway
-  County Highway
-  Local Road
-  Surface Water Features
-  Railroad Corridor
-  Section Line
-  Section Number



0.5 0 0.5 1 Miles

Source: USDA, 1980; Bay-Lake Regional Planning Commission, 2003.

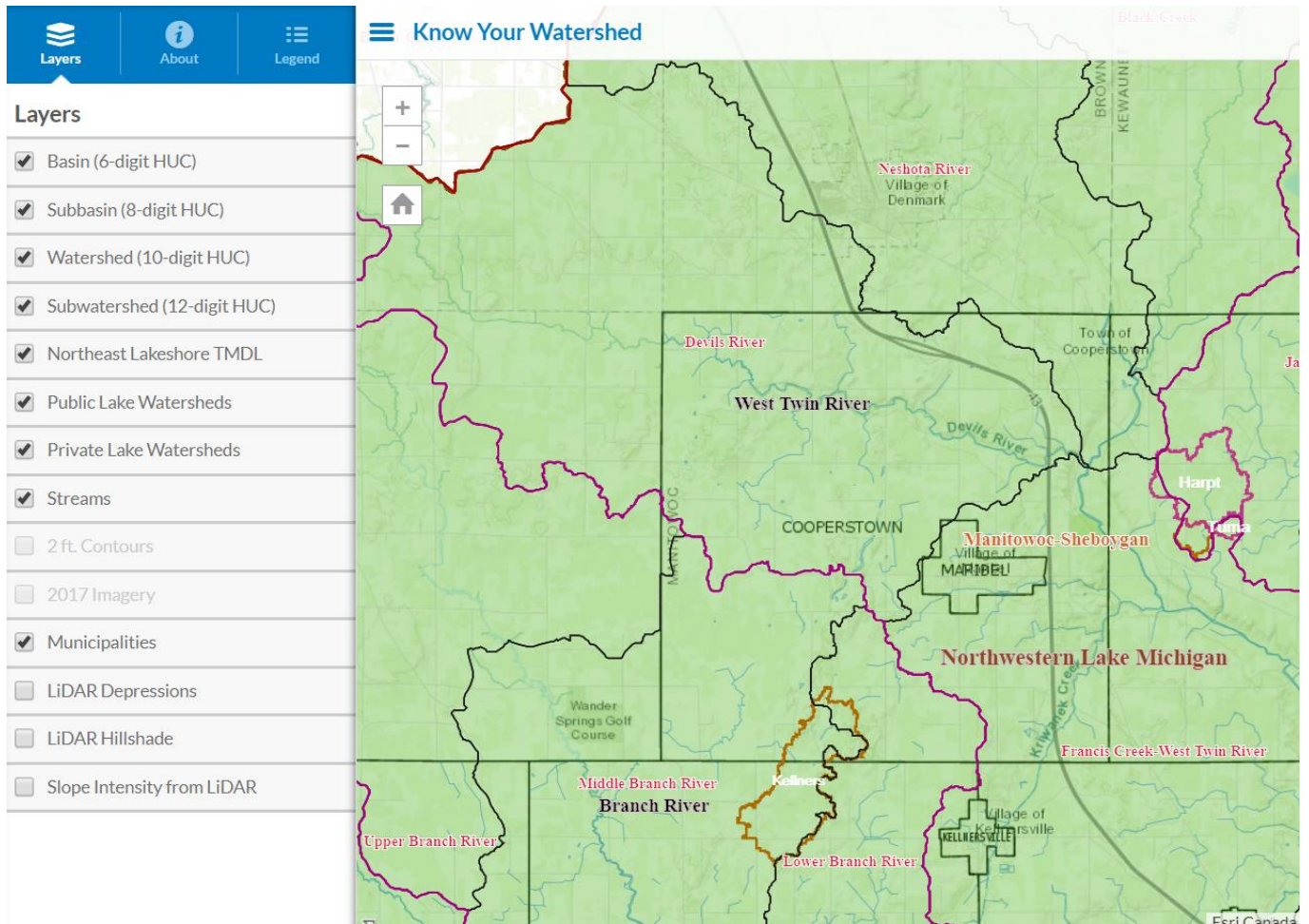
Map 2.6: Steep Slopes, Town of Cooperstown



Source:

<http://manitowoc.maps.arcgis.com/apps/webappviewer3d/index.html?id=83051d7be62a48c599ca8262b663c0ca>

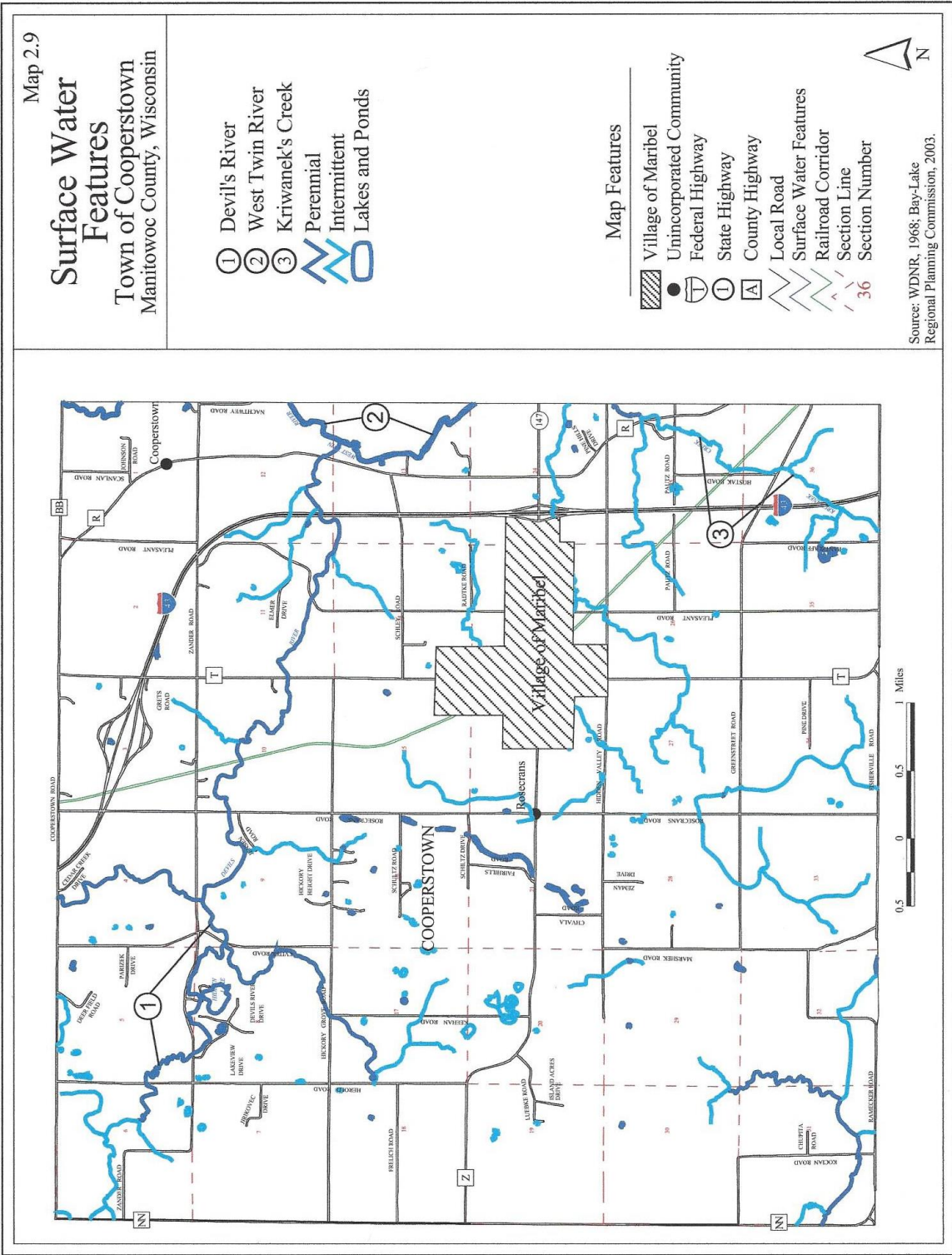
Map 2.7: Watersheds, Town of Cooperstown



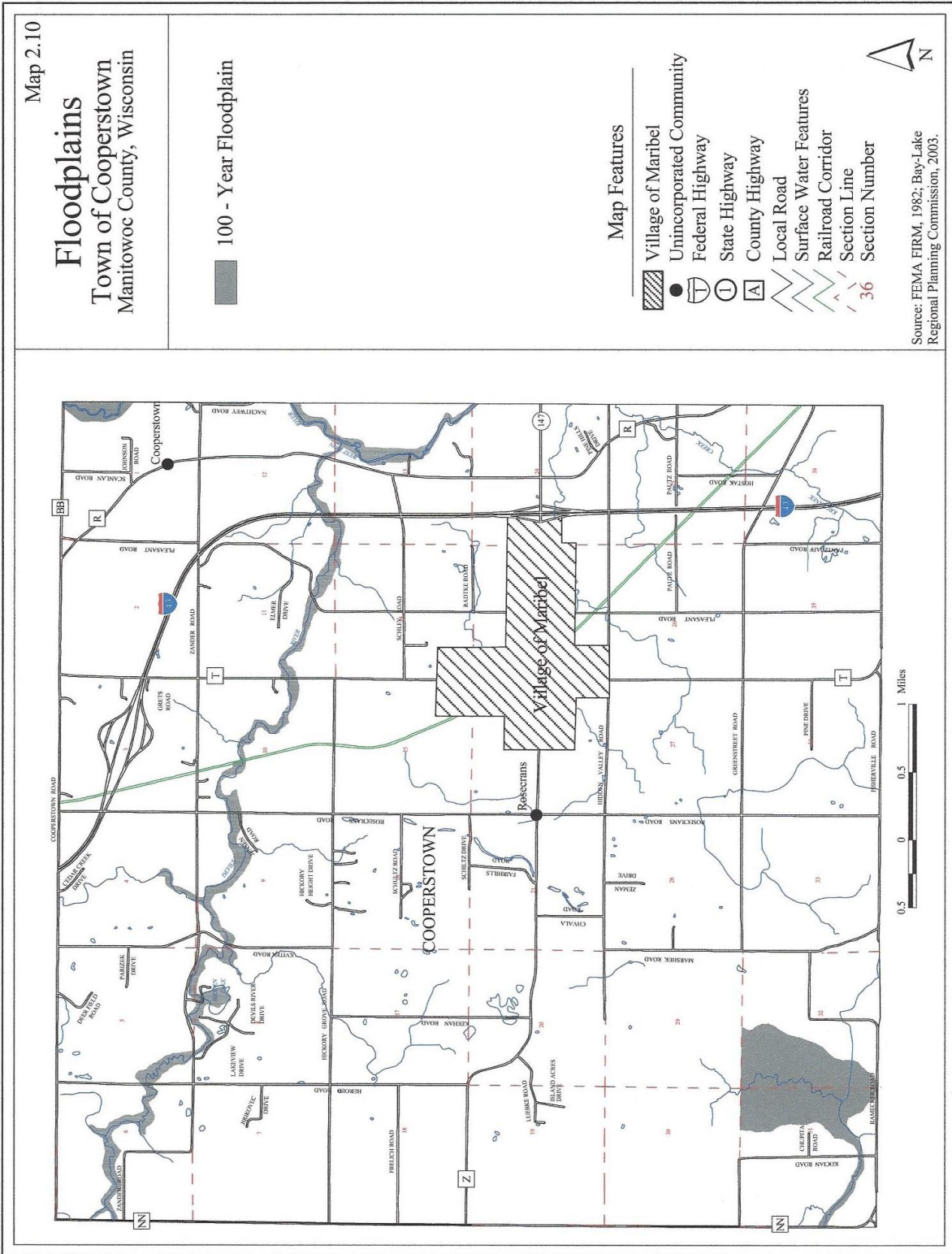
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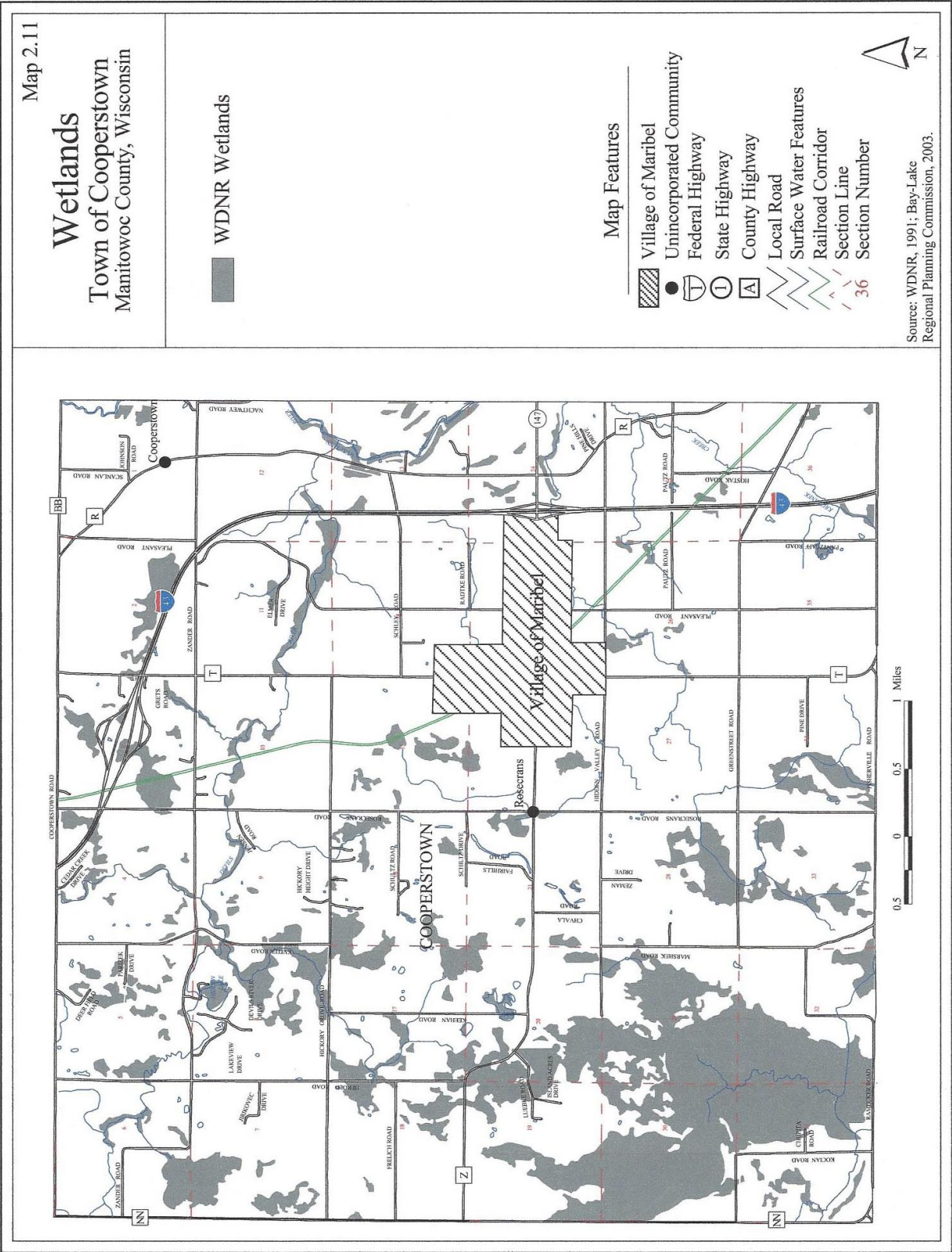
Map 2.8: Surface Water Features, Town of Cooperstown



Map 2.9: Floodplains, Town of Cooperstown



Map 2.10: Wetlands, Town of Cooperstown



Map 2.11: Woodlands, Town of Cooperstown

Map 2.12

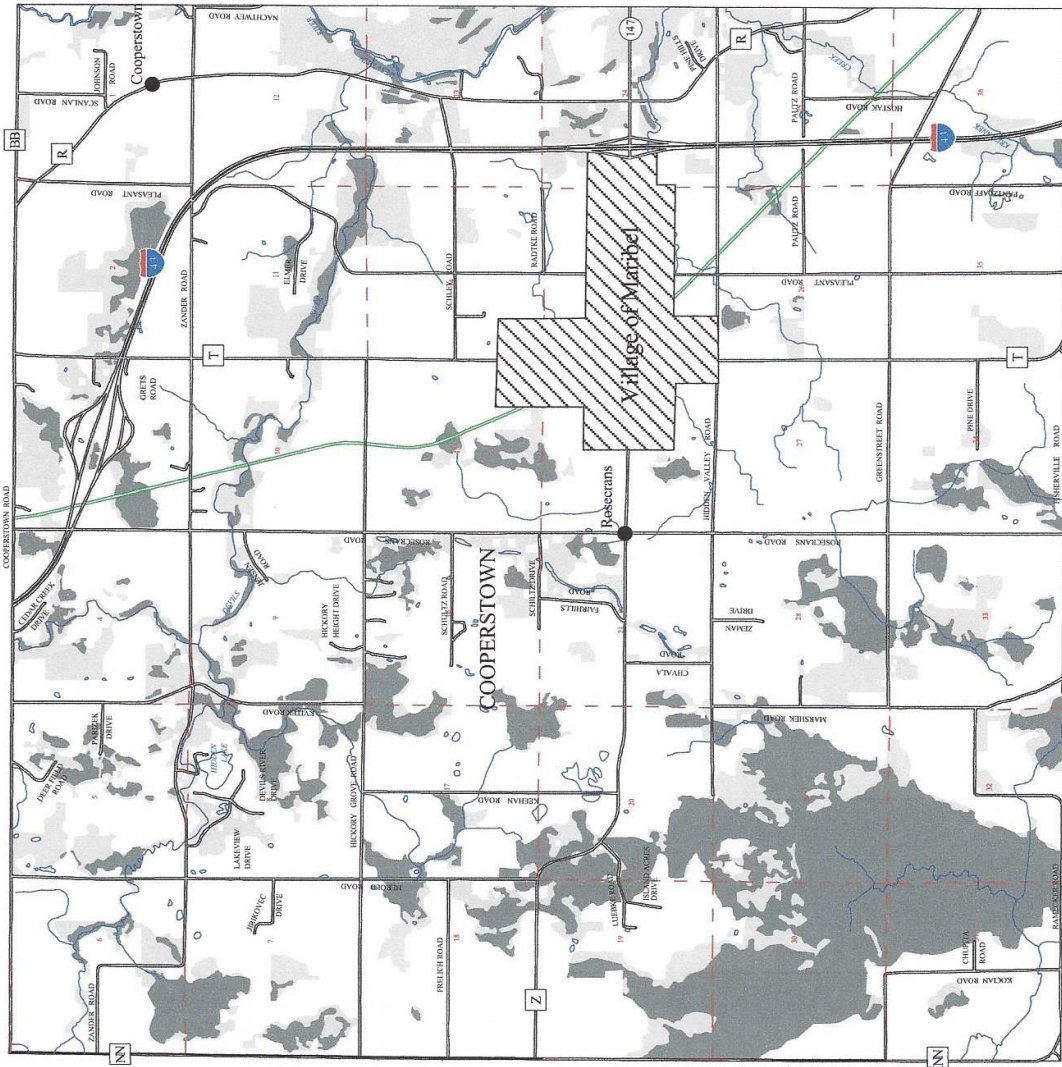
Woodlands

Town of Cooperstown

Manitowoc County, Wisconsin

Lowland Woodlands
Upland Woodlands

- Map Features
- Village of Maribel
 - Unincorporated Community
 - Federal Highway
 - State Highway
 - County Highway
 - Local Road
 - Surface Water Features
 - Railroad Corridor
 - Section Line
 - Section Number



0.5 0 0.5 1 Miles

Source: Bay-Lake Regional Planning Commission, 2003.

Map 2.12: Environmental Corridors, Town of Cooperstown

Map 2.13

Environmental Corridors

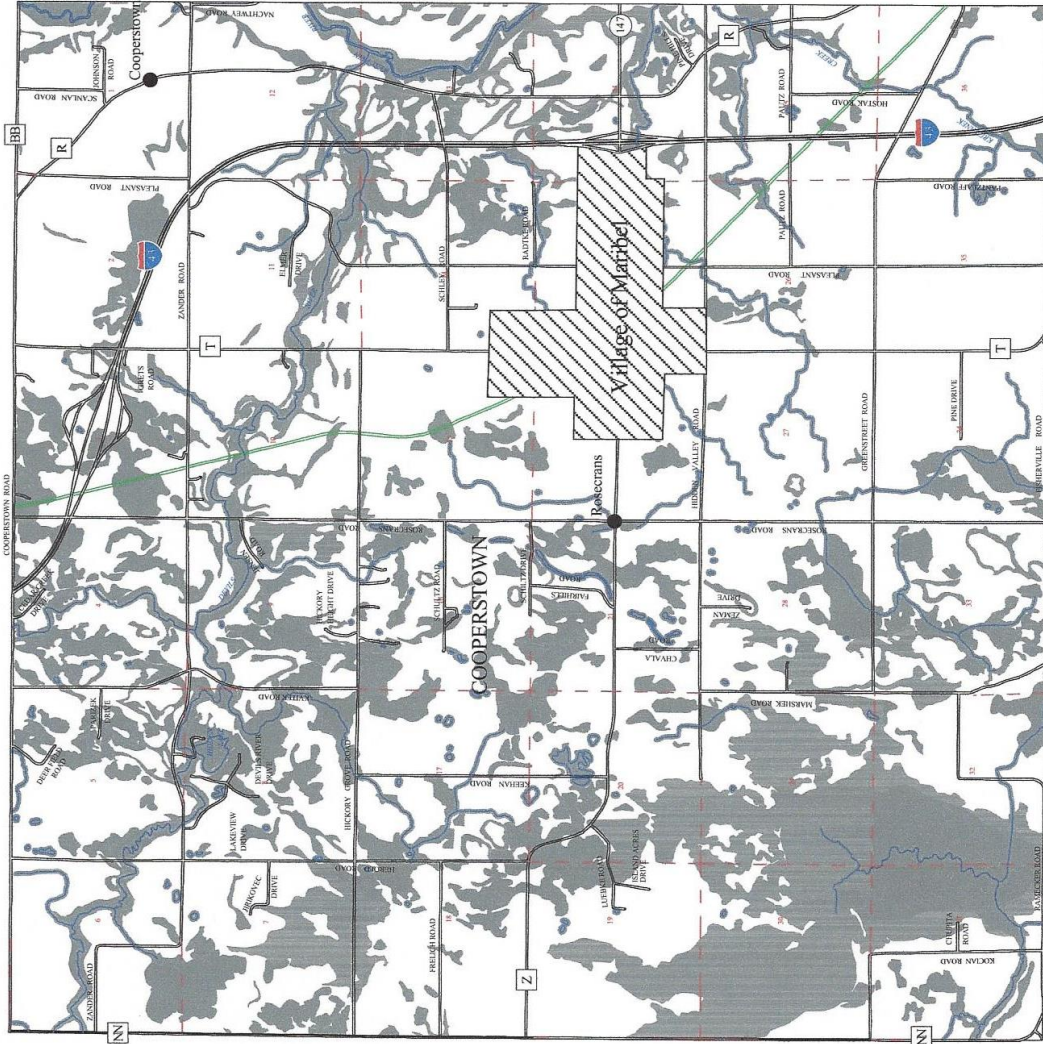
Town of Cooperstown
Manitowoc County, Wisconsin

Environmental Corridors



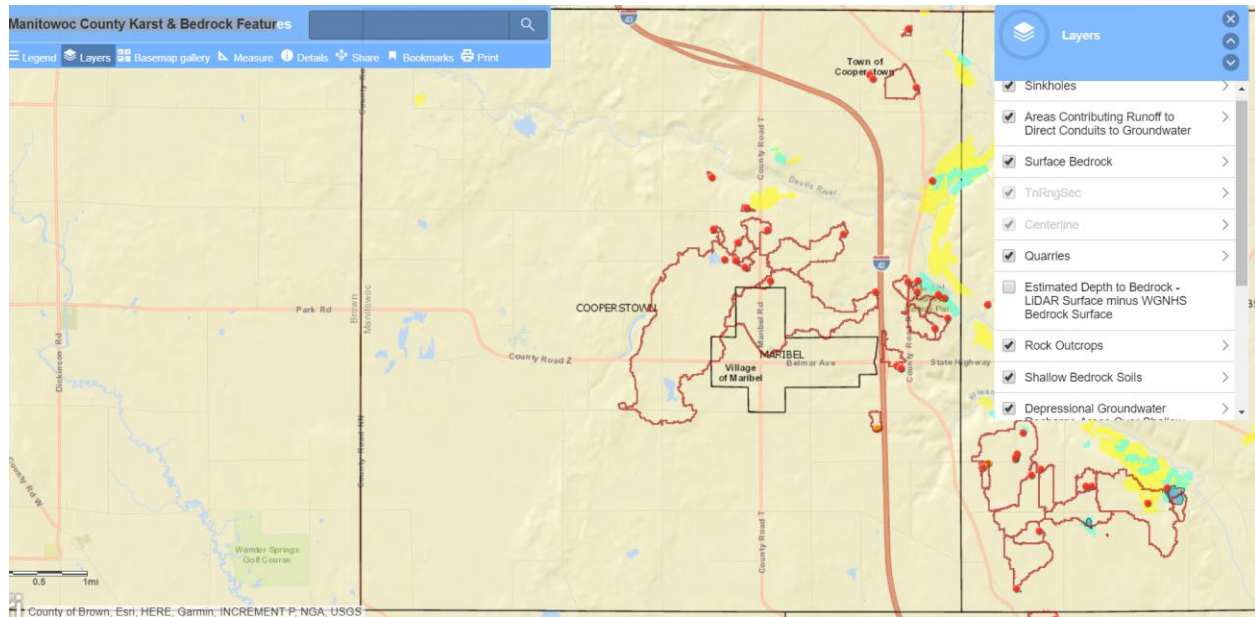
Map Features

- Village of Maribel
- Unincorporated Community
- Federal Highway
- State Highway
- County Highway
- Local Road
- Surface Water Features
- Railroad Corridor
- Section Line
- Section Number



Source: Bay-Lake Regional Planning Commission, 2003.

Map 2.14: Karst and Sink Hole Locations



Source:

<http://manitowoc.maps.arcgis.com/apps/View/index.html?appid=5fb4adc1b1b642c7ac7fbdb83b60570e>

Chapter 3 - HOUSING AND POPULATION

INTRODUCTION

Population change is the key indicator used to track the past growth of an area and to predict future population trends. Population characteristics relate directly to the town's housing, educational, community and recreational facility needs, and to its future economic development.

Housing includes information about the current housing stock, structural and occupancy characteristics, as well as details on projected housing demand. This section also includes a housing strategy that provides goals, objectives, and policies for future housing development within the town.

The majority of this chapter serves as background data to help determine such things as; how much population growth the town can expect to accommodate.

SUMMARY AND IMPLICATIONS

1. The Town experienced a population of 1,403 persons in 2000, a six percent increase from 1990's 1,320 persons count.
2. The Town's past population figures were projected (by WDOA) above that which the town has experienced according to the 2000 Census information. The WDOA projections are seen as being too aggressive in the short term and do not project out for twenty years, therefore this document has developed new projections for 20 years.
3. The largest age group in 2000 was between 25 and 44 years old.
4. The Town's median age in 2000 was 37 years, which is a 19 percent increase from the 1990 median age of 31 years.
5. The Town's population counts increased very little from 1990 to 2000, and is expected to continue with only a slow increase through the 20 year planning period. An age structure shift towards the older age groups (over the next several decades) may lead the town to spend more on services to accommodate an aging population, or risk losing this population sector to adjacent communities better equipped with needed services. It should be remembered that the aging population can also mean additional business opportunities for the town, if acted upon. The average household size for the town is expected to decline over the next 20 years from 3.2 to 2.9 persons per household.
6. At approximately 2.9 persons per household, the town can expect a housing projection between 101 and 229 housing units needed in the next 20 years to accommodate this population projection. Throughout the planning period there will be a demand for additional housing units within the town and surrounding planning area. An increased population, a demand for larger lot sizes and a trend of smaller household sizes will increase the demand for residential developments. The town will need to adequately identify areas to accommodate this change in land use while ensuring that adequate services are provided.
7. The Town will need to monitor costs of future housing on the town's annual budget to help control future property taxes.

8. According to the 2000 Census, it was determined that 39 percent (196 structures) of the housing within the town was built prior to 1940, and that only two households lacked complete plumbing and kitchens.
 1. In 2000, 22 percent of renters were living in “non-affordable” housing, due to their paying more than 30 percent of their incomes towards rent, this is a high percentage, but since there are approximately 22 renters, the numbers are low.
 2. In 2000 approximately 11 percent of home owners were paying more than 30 percent of their incomes towards housing payments, compared to 1990, at 22 percent.
 3. According to the 2000 Census the median household income for the town in 1999 was \$58,177.

The housing within the town is mostly residential single family, with many homes over 60 years old, and several renters and home owners are considered to be living in non-affordable housing.

Due to the Town experiencing an increase in population, and a reported 71 new housing units constructed within the last ten years, this plan is projecting a range in the number of housing units to be between 101 and 229 new units over the twenty year planning period. Enough vacant land does exist (allowing for a mix in densities and services provided) within the town to accommodate these growth forecasts.

HOUSING STRATEGY

The following stated *Goals, Objectives, Policies, and Programs* are based upon the information provided within this chapter of the comprehensive plan, with special attention being made to the detailed actions and programs available to the town (identified at the end of this chapter).

Goal:

Provide for a variety of quality housing opportunities, for all segments of the Town’s current and future population.

Objective 1:

To develop and enforce policies and programs that provide a range of housing choices to meet the needs of all income levels and of all age groups and persons with special needs.

Policies:

1. Support housing developments for all persons including low and moderate income, elderly, and residents with special needs.
2. Ensure that the county’s zoning ordinance and subdivision ordinance continue to allow for a range in densities and lot sizes most appropriate for the town.

Objective 2:

New housing development will be in areas that preserve the town’s rural nature..

Policies:

1. Consider new development ideas that encourage a responsible use of land and the retention of natural or unique areas.

Programs:

1. The Town's Comprehensive Plan has identified areas for a future mix of residential development (with a variety of minimum densities) to help in establishing a housing stock that meets differing needs of the community.
2. The Town Plan Commission will assist the county in reviewing existing zoning and subdivision ordinances to identify antiquated standards that limit certain housing choices, and to measure impacts that current ordinances have on the Town's housing stock and future choices. The Town will also work with the county on any future controls affording more flexibility in regulations allowing for a greater variety of housing choices to include considering Conservation Subdivisions and clustering.

POPULATION CHARACTERISTICS

Historical Population Levels

Table 3.1 and Figure 3.1 display the increases and decreases in population that the town of Cooperstown has experienced in the past century. The most significant decline in population over the past 100 years was between 1960 and 1970, with a 16.4 percent decrease. According to the 2000 Census, the town of Cooperstown population is at its highest since 1920. However, the peak population in the town was experienced in 1900 with 1,500 persons.

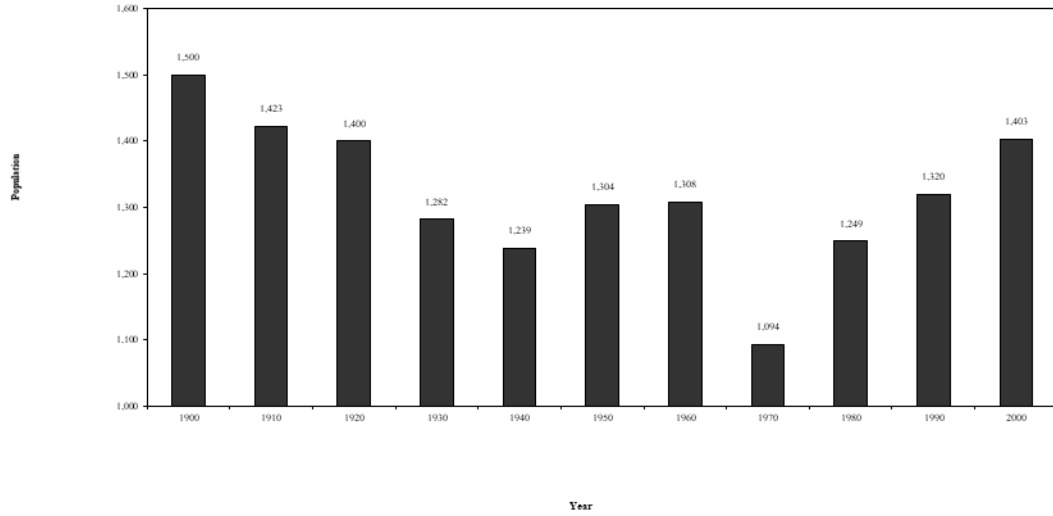
Table 3.1: Historical Population Levels, 1900-2000, Town of Cooperstown & Selected Areas

| Year | Town of Cooperstown | Village of Maribel | Town of New Denmark | Village of Denmark | Manitowoc County |
|------|---------------------|--------------------|---------------------|--------------------|------------------|
| 1900 | 1,500 | NA | 1,474 | NA | 42,261 |
| 1910 | 1,423 | NA | 1,567 | NA | 44,978 |
| 1920 | 1,400 | NA | 1,312 | 735 | 51,644 |
| 1930 | 1,282 | NA | 1,293 | 779 | 58,674 |
| 1940 | 1,239 | NA | 1,254 | 864 | 61,617 |
| 1950 | 1,304 | NA | 1,186 | 1,012 | 67,159 |
| 1960 | 1,308 | NA | 1,188 | 1,106 | 75,215 |
| 1970 | 1,094 | 316 | 1,203 | 1,364 | 82,294 |
| 1980 | 1,249 | 363 | 1,420 | 1,475 | 82,918 |
| 1990 | 1,320 | 372 | 1,370 | 1,612 | 80,421 |
| 2000 | 1,403 | 264* | 1,482 | 1,958 | 82,887 |

Source: U.S. Bureau of the Census, General Population Characteristics 1840-1970, Bay-Lake Regional Planning Commission, December 1975; Census 2000; and Bay-Lake Regional Planning Commission, 2001.

* Data for the village of Maribel has been challenged by the village with the U.S. Bureau of Census and State of Wisconsin.

Figure 3.1: Historic Population Levels, 1900-2000, Town of Cooperstown



Source: U.S. Bureau of the Census, General Population Characteristics 1840-1970, Bay-Lake Regional Planning Commission, December 1975; Census 2000; and Bay-Lake Regional Planning Commission, 2001.

Population Trends

From 1970 to 2000, the town experienced a net gain in population of 309 persons, resulting in a population of 1,403 persons. However, from 1960 to 1970, the town of Cooperstown decreased by 214 persons (16.4 percent), and then increased by 155 individuals from 1970 to 1980 (14.2 percent), the largest gain ever since 1900. (Table 3.1).

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

| Year | Geographic Location | | | | | | |
|-------------------------------|---------------------|--------------------|---------------------|--------------------|------------------|-----------------|--------------------|
| | Town of Cooperstown | Village of Maribel | Town of New Denmark | Village of Denmark | Manitowoc County | Bay-Lake Region | State of Wisconsin |
| Actual Population | | | | | | | |
| 1970 | 1,094 | 316 | 1,203 | 1,364 | 82,294 | 440,926 | 4,417,731 |
| 1980 | 1,249 | 363 | 1,420 | 1,475 | 82,918 | 476,134 | 4,705,767 |
| 1990 | 1,320 | 372 | 1,370 | 1,612 | 80,421 | 498,824 | 4,891,769 |
| 2000 | 1,403 | 264 | 1,482 | 1,958 | 82,887 | 554,565 | 5,363,675 |
| Population Estimates | | | | | | | |
| 1996 | 1,373 | 387 | 1,477 | 1,790 | 83,142 | 528,823 | 5,142,999 |
| 1997 | 1,386 | 388 | 1,491 | 1,803 | 83,828 | 535,503 | 5,192,298 |
| 1998 | 1,396 | 386 | 1,499 | 1,805 | 84,434 | 541,120 | 5,234,350 |
| 1999 | 1,399 | 383 | 1,508 | 1,842 | 84,727 | 545,768 | 5,274,827 |
| 2000 | 1,404 | 379 | 1,522 | 1,855 | 85,121 | 550,174 | 5,309,996 |
| 2001 | 1,403 | 348 | 1,499 | 1,972 | 83,244 | 558,892 | 5,363,675 |
| Population Projections | | | | | | | |
| 2005 | 1,555 | 241 | 1,508 | 2,070 | 84,211 | 539,948 | 5,409,536 |
| 2010 | 1,603 | 219 | 1,490 | 2,128 | 84,625 | 546,261 | 5,512,313 |
| 2015 | 1,656 | 195 | 1,465 | 2,180 | 84,770 | 550,833 | 5,603,528 |
| Number Change | | | | | | | |
| 1970-1980 | 155 | 47 | 217 | 111 | 624 | 35,208 | 288,036 |
| 1980-1990 | 71 | 9 | -50 | 137 | -2,497 | 22,690 | 186,002 |
| 1990-2000 | 83 | -108 | 112 | 346 | 2,466 | 55,741 | 471,906 |
| 2000-2015 | 253 | -69 | -17 | 222 | 1,883 | -3,732 | 239,853 |
| Percent Change | | | | | | | |
| 1970-1980 | 14.2 | 14.9 | 18.0 | 8.1 | 0.8 | 8.0 | 6.5 |
| 1980-1990 | 5.7 | 2.5 | -3.5 | 9.3 | -3.0 | 4.8 | 4.0 |
| 1990-2000 | 6.3 | -29.0 | 8.2 | 21.5 | 3.1 | 11.2 | 9.6 |
| 2000-2015 | 18.0 | -26.0 | -1.1 | 11.4 | 2.3 | -0.7 | 4.5 |

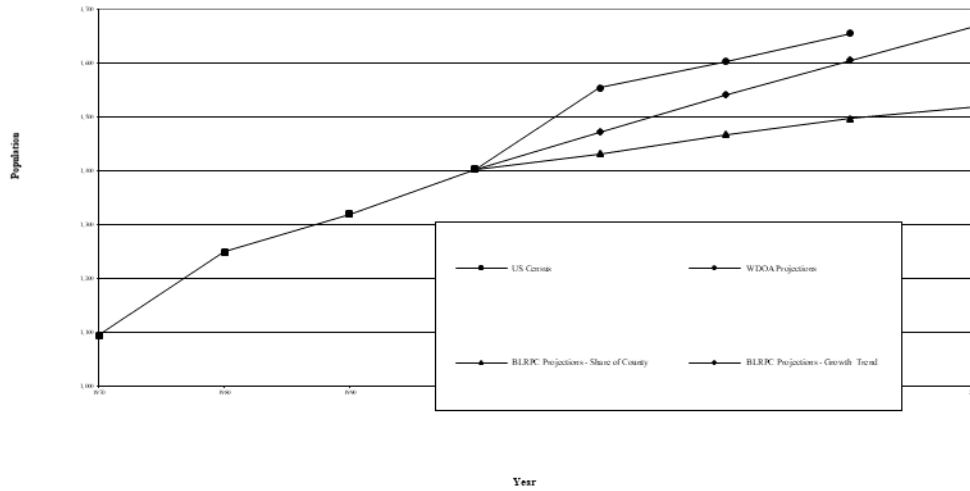
Source: U.S. Bureau of the Census, Census of Population and Housing, 1970-2000; Wisconsin Department of Administration, Official Population Estimates and Projections, for years cited; and Bay-Lake Regional Planning Commission, 2001.

According to the Bay-Lake Regional Planning Commission’s (BLRPC) share-of-the-county projections, the projected year 2005 population for the town of Cooperstown is 1,432 persons. The projected 2010 population is 1,467 persons, projected year 2015 is 1,497 persons, and the projected year 2020 population is 1,519 persons. Therefore, it is projected that the town of Cooperstown’s 2000 population will increase by 116 people, or 8.2 percent in the next 20 years. The BLRPC share-of-the-county projection creates the “Low Growth” scenario for the town.

Using the census figures, from 1970 to 2000 and creating a growth trend series to the year 2020 developed a “High Growth” projection,. This method identified a projected year 2005 population of 1,472 persons, a projected year 2010 population of 1,541 persons, an estimated 2015 population of 1,605 persons, and a projected year 2020 population of 1,670 persons. According to this “High Growth” projection, the town of Cooperstown’s 2000 population will increase by 267 people, or 19 percent by the year 2020.

Figure 3.2 displays the actual U.S. Census counts, WDOA projections, and BLRPC projections - Share of County (“Low Growth”) and Growth Trend series (“High Growth”).

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



Source: U.S. Bureau of the Census, 1970-2000 Census of Population and Housing; Wisconsin Department of Administration, Official Municipal Population Projections, 1995-2015; Wisconsin Department of Administration, Official Population Estimates, 1991-2000; and Bay-Lake Regional Planning Commission, 2001.

Population by Age and Sex

From 1980 to 2000, the town’s population consisted of more males than females. According to the 2000 Census, there were slightly more males (335) than females (329) in the town of Cooperstown between the ages of 25 and 54.

Table 3.3: Male and Female Distribution by Age and Sex, 1980-2000, Town of Cooperstown
1980

| Age | Male | | | Female | | | Total | |
|--------------|------------|--------------|-------------|------------|--------------|-------------|-------------|--------------|
| | Count | Percent | | Count | Percent | | Count | Percent |
| | | Male | Total | | Female | Total | | |
| 75 & over | 11 | 1.7 | 0.9 | 14 | 2.3 | 1.1 | 25 | 2.0 |
| 65-74 | 37 | 5.8 | 3.0 | 32 | 5.3 | 2.6 | 69 | 5.5 |
| 60-64 | 18 | 2.8 | 1.4 | 22 | 3.6 | 1.8 | 40 | 3.2 |
| 55-59 | 21 | 3.3 | 1.7 | 18 | 3.0 | 1.4 | 39 | 3.1 |
| 45-54 | 59 | 9.2 | 4.7 | 39 | 6.4 | 3.1 | 98 | 7.8 |
| 35-44 | 82 | 12.8 | 6.6 | 73 | 12.0 | 5.8 | 155 | 12.4 |
| 25-34 | 100 | 15.6 | 8.0 | 114 | 18.8 | 9.1 | 214 | 17.1 |
| 20-24 | 46 | 7.2 | 3.7 | 33 | 5.4 | 2.6 | 79 | 6.3 |
| 15-19 | 73 | 11.4 | 5.8 | 62 | 10.2 | 5.0 | 135 | 10.8 |
| 10-14 | 70 | 10.9 | 5.6 | 75 | 12.4 | 6.0 | 145 | 11.6 |
| 5-9 | 69 | 10.7 | 5.5 | 72 | 11.9 | 5.8 | 141 | 11.3 |
| under 5 | 56 | 8.7 | 4.5 | 53 | 8.7 | 4.2 | 109 | 8.7 |
| TOTAL | 642 | 100.0 | 51.4 | 607 | 100.0 | 48.6 | 1249 | 100.0 |

| 1990 | | | | | | | | |
|-----------|-------|---------|-------|--------|---------|-------|-------|---------|
| Age | Male | | | Female | | | Total | |
| | Count | Percent | | Count | Percent | | Count | Percent |
| | | Male | Total | | Female | Total | | |
| 75 & over | 19 | 2.7 | 1.4 | 24 | 3.8 | 1.8 | 43 | 3.3 |
| 65-74 | 37 | 5.3 | 2.8 | 35 | 5.6 | 2.7 | 72 | 5.5 |
| 60-64 | 19 | 2.7 | 1.4 | 11 | 1.8 | 0.8 | 30 | 2.3 |
| 55-59 | 32 | 4.6 | 2.4 | 23 | 3.7 | 1.7 | 55 | 4.2 |
| 45-54 | 83 | 12.0 | 6.3 | 70 | 11.2 | 5.3 | 153 | 11.6 |
| 35-44 | 113 | 16.3 | 8.6 | 118 | 18.8 | 8.9 | 231 | 17.5 |
| 25-34 | 94 | 13.6 | 7.1 | 87 | 13.9 | 6.6 | 181 | 13.7 |
| 20-24 | 33 | 4.8 | 2.5 | 41 | 6.5 | 3.1 | 74 | 5.6 |
| 15-19 | 71 | 10.2 | 5.4 | 55 | 8.8 | 4.2 | 126 | 9.5 |
| 10-14 | 75 | 10.8 | 5.7 | 60 | 9.6 | 4.5 | 135 | 10.2 |
| 5-9 | 64 | 9.2 | 4.8 | 55 | 8.8 | 4.2 | 119 | 9.0 |
| under 5 | 53 | 7.6 | 4.0 | 48 | 7.7 | 3.6 | 101 | 7.7 |
| TOTAL | 693 | 100.0 | 52.5 | 627 | 100.0 | 47.5 | 1,320 | 100.0 |

| 2000 | | | | | | | | |
|-----------|-------|---------|-------|--------|---------|-------|-------|---------|
| Age | Male | | | Female | | | Total | |
| | Count | Percent | | Count | Percent | | Count | Percent |
| | | Male | Total | | Female | Total | | |
| 75 & over | 26 | 3.5 | 1.9 | 25 | 3.8 | 1.8 | 51 | 3.6 |
| 65-74 | 35 | 4.7 | 2.5 | 21 | 3.2 | 1.5 | 56 | 4.0 |
| 60-64 | 23 | 3.1 | 1.6 | 17 | 2.6 | 1.2 | 40 | 2.9 |
| 55-59 | 49 | 6.6 | 3.5 | 38 | 5.7 | 2.7 | 87 | 6.2 |
| 45-54 | 125 | 16.9 | 8.9 | 117 | 17.6 | 8.3 | 242 | 17.2 |
| 35-44 | 136 | 18.4 | 9.7 | 139 | 20.9 | 9.9 | 275 | 19.6 |
| 25-34 | 74 | 10.0 | 5.3 | 73 | 11.0 | 5.2 | 147 | 10.5 |
| 20-24 | 32 | 4.3 | 2.3 | 20 | 3.0 | 1.4 | 52 | 3.7 |
| 15-19 | 68 | 9.2 | 4.8 | 53 | 8.0 | 3.8 | 121 | 8.6 |
| 10-14 | 66 | 8.9 | 4.7 | 68 | 10.2 | 4.8 | 134 | 9.6 |
| 5-9 | 58 | 7.9 | 4.1 | 55 | 8.3 | 3.9 | 113 | 8.1 |
| under 5 | 46 | 6.2 | 3.3 | 39 | 5.9 | 2.8 | 85 | 6.1 |
| TOTAL | 738 | 100.0 | 52.6 | 665 | 100.0 | 47.4 | 1,403 | 100.0 |

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

Decade Population Pyramids

Figure 3.3 represents the distribution of the age and sex from 1980 to 2000 for the town of Cooperstown. The pyramids show the gradual aging of the population within the town, equally apparent between the sexes. Also, from 1980 to 2000 the number of males has been consistently higher than the number of females in the town of Cooperstown.

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

Source: U.S. Bureau of the Census, 1970 Census of Population and Housing Census Tape Series 100 & 200, 1980 Census of Population and Housing Table 15, 1990 Census of Population and Housing STF 1A, Tables P011 and P012; 2000 Census of Population and Housing, SF-1; and Bay-Lake Regional Planning Commission, 2002.

School Age, Working Age and Retirement Age Groups

The population of the town of Cooperstown is divided into four age groups: the school age group (5-17), the working age group (16+), the voting age group (18+), and those of retirement age (65+). The working age group accounts for 66.7 percent of the town's total population (Table 3.7). When considering an average retirement age of 65 years and subtracting that group from the working age group, the figure drops to 58.5 percent.

Table 3.4: Population by Age Groups and Sex, 2000, Town of Cooperstown & Selected Areas

| Age Group | Town of Cooperstown | | | | Niagara County | Western |
|-------------------------|---------------------|-----------|-----------|-------|----------------|---------|
| | Total | Male | Female | Racet | | |
| School Age | | | | | | |
| 5-11 | 161 | 84 | 77 | 115 | 100 | 101 |
| 12-14 | 86 | 40 | 46 | 61 | 48 | 45 |
| 15-17 | 85 | 47 | 38 | 61 | 49 | 45 |
| Voting Age | | | | | | |
| 18+ | 108 | 55 | 48 | 73 | 78 | 75 |
| 18-24 | 96 | 44 | 42 | 67 | 61 | 64 |
| 25-34 | 96 | 51 | 45 | 73 | 75 | 75 |
| 35-44 | 89 | 40 | 49 | 67 | 59 | 64 |
| Retiree Age | | | | | | |
| 65+ | 17 | 6 | 4 | 7 | 15 | 13 |
| Total Population | 148 | 78 | 65 | | | |

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

Median Age

The median age for all areas has been increasing for the period 1970 to 2000, with the town of Cooperstown experiencing the most significant age increase (Table 3.8). Over the course of the past several decades, the town’s median age has risen from 23.0 in 1970, to 25.9 years in 1980, to 31.3 years in 1990, and to 37.2 years in 2000.

Table 3.5: Median Age, 1970-2000, Town of Cooperstown & Selected Areas

| Area | 1970 | 1980 | 1990 | 2000 |
|----------------|------|------|------|------|
| Cooperstown | 23 | 26 | 31 | 37 |
| Niagara County | 23 | 26 | 26 | 28 |
| Western | 25 | 27 | 26 | 28 |
| Statewide | 22 | 24 | 29 | 34 |

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

HOUSING INVENTORY

Total Housing Unit Levels by Decade

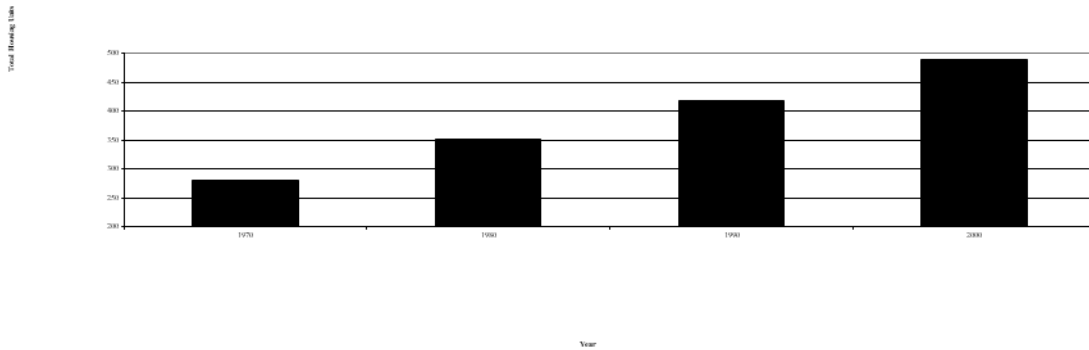
The total number of housing units in the town of Cooperstown in 2000 was 489 units (Table 3.9 and Figure 3.4). This was an increase of 209 housing units since 1970, or a 74.6 percent increase. Cooperstown has experienced high increases in its total number of housing units from 1970 to 2000.

Table 3.6: Total Housing Units, 1970-2000, Town of Cooperstown & Selected Areas

| Area | Town of Cooperstown | | | | Niagara County | | | | Western | | | |
|----------------|---------------------|------|------|------|----------------|------|------|------|---------|------|------|------|
| | 1970 | 1980 | 1990 | 2000 | 1970 | 1980 | 1990 | 2000 | 1970 | 1980 | 1990 | 2000 |
| Cooperstown | 28 | 32 | 43 | 49 | 27 | 33 | 40 | 41 | 10 | 10 | 11 | 11 |
| Western | 9 | 13 | 14 | 10 | 23 | 23 | 27 | 23 | 3 | 3 | 3 | 3 |
| Niagara County | 9 | 9 | 13 | 13 | 62 | 63 | 65 | 68 | 10 | 10 | 10 | 10 |
| Statewide | 4 | 5 | 6 | 8 | 6 | 6 | 6 | 6 | 1 | 1 | 1 | 1 |
| Niagara County | 31 | 30 | 33 | 31 | 15 | 17 | 18 | 18 | 1 | 1 | 1 | 1 |
| Western | 135 | 140 | 145 | 145 | 37 | 39 | 41 | 41 | 6 | 6 | 6 | 6 |
| Total | 126 | 137 | 157 | 161 | 66 | 69 | 71 | 71 | 18 | 18 | 19 | 19 |

Source: U.S. Bureau of the Census, 1970 Census of Population and Housing, Series 100, Table 2; 1980 Census of Population and Housing, Table 45; 1990 Census of Population and Housing, STF1A; 2000 Census; and Bay-Lake Regional Planning Commission, 2001.

Figure 3.4: Historic Housing Unit Levels, 1970-2000, Town of Cooperstown



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

Table 3.7: Persons per Household Projections, 1990-2020, Town of Cooperstown & Manitowoc Co.

| Year | Persons per Household |
|------|-----------------------|
| 1990 | 2.4 |
| 2000 | 2.5 |
| 2010 | 2.6 |
| 2020 | 2.7 |

Source: WDOA, Wisconsin Household Projections by Household Type, 1990-2015, December 1993; and Bay-Lake Regional Planning Commission, 2001.

Specific local actions that can be taken

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

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

Zoning and subdivision regulations for smaller lot size

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

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

Smaller lot sizes, which seek to increase overall density within the community, can also be linked to other community planning objectives. For example, higher density development can (1)

preserve farmland, open space, and environmentally sensitive areas by reducing the overall amount of land needed for housing; (2) improve the viability of mass transit, provide opportunities for residents to live near their jobs, and thereby help reduce vehicle miles traveled; (3) use existing infrastructure more efficiently than less compact development thus reducing service costs and saving tax dollars.

Increasing density may meet opposition from existing area residents. To address this concern, attention must be given to site design characteristics. Design elements such as the layout of streets, lots, mixing of lot and house sizes, variation in building setbacks and elevations, variation in exterior designs, and quality landscaping to provide privacy, are some examples of site design characteristics that could prove helpful. The development must be attractive if it is to be accepted by the larger community.

Standards in zoning and subdivision ordinances

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

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

The following are some suggestions for reviewing subdivision regulations:

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

Streets - Narrower streets can reduce development costs.

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

Lot design and vegetation – Building with an awareness of prevailing wind directions, using natural vegetation to form windbreaks and to provide summer shade, and utilizing the natural topography and slope of a building site to capture winter sun and block summer sun can save residents money on fuel costs.

References/Additional Resources

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

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

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

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

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

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

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

Innovative zoning and subdivision techniques

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

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

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

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

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

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

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

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

References/Additional Resources

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

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

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

Density bonuses

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

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

Inclusionary zoning

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

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

References/Additional Resources

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

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

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

Accessory or "granny" apartments

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

Accessory apartments benefit elderly persons with limited resources living in large single-family homes with under-used space. Households with an older relative who is still able to live substantially independent, and young adults who want to live independently while still being near to their parents, would find accessory apartments very useful.

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

References/Additional Resources

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

Streamlined permitting processes

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

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

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

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

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

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

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

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

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

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

References/Additional Resources

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

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

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

Impact fees

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

Communities must promote the availability of undeveloped or underused land as one way to meet the low and moderate-income housing needs identified in the housing element of s66.1001.

Infill development

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

Infill development has several advantages. Infill areas are already served by public facilities, including roads, sewer and water, police, fire, utilities, schools, and transit. To minimize neighbor concerns, infill units should be designed to fit in with the massing and density of the existing neighborhood as much as possible

Manufactured Housing

Manufactured housing can be an important source of low and moderate cost housing in a community. Communities may want to encourage manufactured housing as a means of expanding the range of housing opportunities. Manufactured housing is less expensive to build than site-built housing because of lower production costs. The term *manufactured housing* describes housing that is constructed in a factory and delivered to the site as a finished product.

While these homes are often referred to as "mobile homes", fewer than 5 percent of manufactured homes are moved, once placed on a site.

Communities may want to review their zoning ordinances to be sure that their regulations do not unduly restrict the use of manufactured homes.

Chapter 4 - ECONOMIC DEVELOPMENT

INTRODUCTION

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

Even though the town of Cooperstown is mainly an agrarian community with few commercial and industrial sites, it is still important for both the town officials and town residents to review the economic factors.

COMPREHENSIVE ECONOMIC DEVELOPMENT STRATEGIES

The following *Goals, Objectives, Policies, and Programs* will help guide the town in developing areas within its borders for economic growth. The following statements are both broad and specific, and reflect town residents' views for how development should occur within the town.

Goal 1:

Have balanced development in the Town of Cooperstown providing jobs for residents, increasing personal income while protecting and enhancing the town's environmental assets and existing residential developments.

Objective:

1. The town will have specific areas identified for future business development that will enhance and promote the rural character of the town of Cooperstown.
2. Home occupations will remain a viable business opportunity for residents.

Policies:

1. Direct future businesses to areas specified in this plan.
2. Light industrial development shall be required to locate in areas deemed fit for the type while not creating land use conflicts and where municipal services can be provided economically.
3. Control the amount of signage, lighting, landscaping, buffering, and access to business sites throughout the town especially along major corridors and areas of scenic importance.
4. Ensure that home occupations conform to current zoning regulations, and that businesses do not become a nuisance to surrounding residences. This will entail working with Manitowoc County in defining more specific operational standards that specify acceptable traffic, noise, odor, hours of operation and parking.

Programs:

1. The Town Plan Commission should work with the county to monitor the capacity of existing infrastructure within the town, such as roads, electricity, public safety services, etc, in order to best weigh the costs to potential benefits of future development.
2. The Town Plan Commission will work with the county in promoting the approved types of commercial development wanted by the town.

Goal 2:

Prime farmlands have been protected for future agricultural businesses.

Objective:

1. Agricultural businesses will be adequately buffered from incompatible uses in order to promote their operation and to minimize potential conflicts.
2. The prime agricultural soils will remain protected.
3. Farmers will have viable alternatives to selling their lands for non-agricultural purposes.

Policies:

1. Follow the Comprehensive Plan's strategy on development within the town and ensure that all ordinances support sustainable agricultural practices.
2. Follow the policies within Chapter 2 of this document relating to farmland preservation.
3. Require buffers to limit negative views, noises, and smells from an agricultural business.
4. Continue, through the zoning review process, limiting non-agricultural development in areas of prime farmland and areas primarily agricultural.
5. Establish limits (with assistance from Manitowoc County) on farming that are shown to have adverse impacts on surrounding uses.

Programs:

The Town Plan Commission will be the agency responsible to coordinate with county, state, and federal agencies in exploring innovative ways to preserve farming in the town.

SITES FOR BUSINESS AND INDUSTRIAL DEVELOPMENT

Existing Site Inventory and Analysis

The town currently does not have an established business or light industrial park.

Existing Site Inventory and Analysis

The town of Cooperstown has developed approximately 12 acres of commercial lands mostly comprised of retail sales. These uses depend mostly on a local customer base. Past development is scattered with no well-defined commercial cores existing within the town. Future sites of concentrated commercial would most likely locate adjacent to the village of Maribel and along the I-43 interchange. These sites would likely capitalize on the location affording high visibility and a good access to a large customer base, both local and transient.

The town has developed with only a few areas (approximately 290 acres) identified as being industrial, mostly comprised of non-metallic mining operations. As with commercial uses industrial has been scattered but primarily located on the west side. The town will identify specific policies and locations for industrial to accommodate future market forces and needs of the town. Areas will likely be adjacent to the village of Maribel and would likely be annexed if public sewer and water are required, in the future, into the village where greater services are located to better handle the needs of light industrial uses.

Evaluation of Environmentally Contaminated Sites For:

Recently the DNR and EPA have been urging the cleanup of contaminated commercial or industrial sites so they may be utilized for more productive uses. According to the WDNR list of Leaking Underground Storage Tanks (LUST) sites, the town of Cooperstown currently has one of these sites located at 16202 Keehan Road, Schneider Property (the risk is categorized as being “high” by the WDNR).

The town also has one site that is designated as part of the WDNR Environmental Repair Program (ERP) located at 18422 Rosecrans Road, Acorn Hills Farm. These ERP sites are areas other than LUST that have contaminated soil and/or groundwater. In addition, there are two areas within the town in which a spill has occurred that has potentially contaminated the soil; these two areas are located 18 miles south of USH 172 at the I-43 mile point 108 as well as along CTH R and one mile south of STH 147 (owned by Wisconsin Public Service Corp.). Refer to the Bureau for Remediation and Redevelopment Tracking System (BRRTS) on the WDNR web site, or contact the WDNR for a detailed list of these contaminated sites.

Designation of Business and Industrial Development

Commercial Uses:

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

Industrial Uses:

The town intends to provide well defined, well designed areas for “light industrial” manufacturing, warehousing activities, to accommodate those businesses located within the town and any future business use. Any future location of industry along I- 43 or STH 147, needs to be well landscaped with a buffer to add aesthetic qualities to the communities “Doorways” into the town. It is important that if this use were to develop, that a detailed landscape plan, signage plan, street access plan and lighting plan be done that would fit the character of the town and not detract or negatively impact adjacent properties or the town as a whole. Lands off of main corridors will need to be well buffered as well to not negatively impact adjacent properties.

Acreage Projections

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

COMMUNITY FINANCES

A community must be concerned about its ability to generate sufficient public revenues to provide the types and levels of services demanded by its citizens. Tables 4.10 and 4.11 provide a history of the taxes levied in the town of Cooperstown as officially reported to the Department of Revenue. The full value increased 44 percent for the period 1995 to 1999. The total property tax also increased 17 percent for the same period. What the town reported in 2000 was that the town had an assessment ratio of 0.9886 indicating a recent reassessment within the town. The full value of property was \$65,697,500.00 and the School total payments were \$567,132.00.

Table 4.1: Comparative Tax Appropriations, 1995-2000, Town of Cooperstown

| Year | Full Value | Percent Assm't Level | Total Property Tax | State Tax Credit | Full Value Rate | | Taxing Jurisdiction Share | | | | |
|------|------------|----------------------|--------------------|------------------|-----------------|-----------|---------------------------|------------|---------|---------|--------|
| | | | | | Gross | Effective | School | Vocational | County | Local | Other |
| 1995 | 45,788,500 | 85.59 | 1,138,415 | 64,792 | 0.0249 | 0.02344 | 651,247 | 63,608 | 257,612 | 156,790 | 9,158 |
| 1996 | 50,091,200 | 78.97 | 1,094,742 | 97,052 | 0.0219 | 0.01991 | 547,330 | 65,453 | 270,602 | 201,339 | 10,018 |
| 1997 | 60,198,500 | 74.15 | 1,273,532 | 99,181 | 0.0211 | 0.01950 | 648,614 | 76,518 | 327,791 | 208,569 | 12,040 |
| 1998 | 63,129,800 | 61.86 | 1,296,935 | 106,140 | 0.0205 | 0.01886 | 612,860 | 83,075 | 383,854 | 204,520 | 12,626 |
| 1999 | 65,983,100 | 63.36 | 1,330,752 | 107,700 | 0.0202 | 0.01853 | 613,412 | 89,760 | 405,342 | 209,042 | 13,197 |
| 2000 | 65,697,500 | 98.86 | 1,399,141 | 107,950 | 0.0213 | 0.01965 | 487,444 | 75,688 | 283,342 | 172,495 | 9,031 |

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

Chapter 5 - TRANSPORTATION

This section of the town's comprehensive plan focuses on the various transportation elements that comprise the town's transportation system. Chapter 5 presents the town's transportation goals, objectives, and policies and also includes identification of various programs that provide funding assistance for the town's transportation facilities and services. This chapter also presents an inventory of the existing transportation facilities that serve the Town of Cooperstown in Manitowoc County and addresses the future transportation needs and concerns of the community. The inventory includes descriptions of the various modal elements of the town's transportation system. Those elements include (where applicable) the highway system, transit systems, the elderly and disabled transportation system, intercity bus transportation, bicycle transportation, pedestrian transportation, waterborne, rail, air service, trucking, and, most importantly, a detailed description of the town's highway and road system. The detailed description of the highway and road system includes the functional classification of roads within the town, traffic counts, traffic flow capacity, vehicle crashes, access controls, and an evaluation of the current internal traffic circulation system.

TRANSPORTATION STRATEGY

Transportation System Development Goals, Principle, Objectives, Policies and Programs

Transportation in its many forms is the link that connects the town's land uses into a cohesive pattern. An integrated area transportation system serves to freely interconnect the various land use activities located within the town, county and region, thereby providing the accessibility needed to support these activities.

Transportation Goal

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

1. To encourage an integrated multi-modal transportation system which, through its location, capacity, and design, will effectively serve the existing town land use development pattern and promote implementation of the town land use and transportation plan, meeting the anticipated transportation demand generated by existing and planned land uses.
2. To encourage a balanced transportation system which will provide the appropriate types of transportation needed by all residents, regardless of income, physical ability or age, businesses, and industries at a level of service which will permit ready adaptation to changes in transportation demand and technology including travel needs and transportation management.
3. To encourage a transportation system which reduces accident exposure and provides for increased travel safety.
4. To encourage a transportation system, which is economical and efficient, satisfying other objectives at the lowest possible environmental, social and financial public cost.
5. To encourage a transportation system which minimizes adverse effects upon the property tax base and the natural and cultural resource base.

Transportation Policies

1. The proper use of land for, and adjacent to, transportation facilities should be pursued in accordance with the town's land use development objectives. The disruption of future development should be minimized, by utilizing transportation corridor preservation techniques.
2. The total amount of land used for transportation facilities should be minimized.
3. The location of transportation facilities in or through environmental corridors and natural areas should be avoided.
4. The loss of wetlands and environmental corridor land to transportation facility construction should be avoided.
5. Adverse impacts on significant natural habitat, with special attention to endangered species should be avoided.

Transportation Programs

1. Work with the Manitowoc County Highway Commission, and the Wisconsin Department of Transportation, to develop a long-range maintenance and improvement program for town roads.
2. The Town Board or a designated committee should conduct an annual assessment of town road pavement conditions, road drainage and ditch maintenance needs, adequacy of existing driveways and culverts relative to safe access to and from adjoining parcels of land, and to determine the adequacy of sight triangles at all road intersections.

FUNDING AND TECHNICAL ASSISTANCE PROGRAMS

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

Wisconsin Department of Transportation

General Transportation Aid (GTA)

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

Local Mileage Certification

Each local government is required to file a certified plat with DOT by December 15 of each year. In addition, towns are required to report significant road maintenance and construction or reconstruction projects to Wis DOT. State GTA payment is based on the certified mileage of each local unit of government.

Local Roads Improvement Program (LRIP)

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

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

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

Local Bridge Program

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

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

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

Federal Highway Administration

Transportation and Community and System Preservation Pilot Program (TCSP)

The TCSP program is an initiative that assists communities as they work to solve interrelated problems involving transportation, land development, environmental protection, public safety and economic development.

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

Comparison of Transportation Strategy to State and Regional Transportation Plans

A comparison of the town's transportation strategy to state and regional plans and discussions with the Wisconsin Department of Transportation (District 3) indicate that the town's transportation strategy is consistent with state and regional transportation plans. State and regional transportation plans are outlined and discussed in more detail toward the end of this chapter.

DINVENTORY OF TRANSPORTATION PROGRAMS AND FACILITIES

Highways

I-43 is the primary highway traveling to and through the town of Cooperstown. STH 147 provides access from the city of Two Rivers, through the village of Mishicot and to the interstate highway system (I-43). County trunk highways include CTH R, CTH T, CTH BB, CTH Z, and CTH NN. In addition, an extensive system of town roads provide access to land and to the interstate, state and county highway system (Map 5.1) A detailed inventory and analysis of the highway system for the town of Cooperstown is contained within the following section (Inventory and Analysis of Road System) of this chapter.

INVENTORY AND ANALYSIS OF ROAD SYSTEM

Roads and Highways

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

Functional Class

The road system for the town of Cooperstown shown in Map 5.2 has been functionally classified based on criteria identified in Table 5.1

Arterial Roads

The function of an arterial road is to move traffic over medium to long distances; Arterial roads are further categorized into either *principal* or *minor* arterial roads based on traffic volumes.

I-43, that is classified, as a *principal arterial* is located within the town, as is STH 147 that is classified as a *minor arterial*.

Table 5.1: Functional Class Criteria for Rural Roads

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

Source: Wisconsin Department of Transportation, *Wisconsin Administrative Code, Chapter Trans 76*, 1984; and Bay-Lake Regional Planning Commission, 2002.

Collector Roads

The primary function of those roads classified as *collectors* is to provide general *area-to-area* routes for local traffic in and through the county. In the Town of Cooperstown, CTH NN, CTH Z, CTH T, CTH R, and CTH BB are classified as *major collector* roads.

Local Roads

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

Local roads should be designed to move traffic from an individual lot (more often than not, a person's home, cottage or farm) to collector roads that in turn serve areas of business, commerce and employment. Local roads should not be designed or located in such a manner that they would or might be utilized by through traffic. In total, there are more than 61.5 miles of local roads under the jurisdiction of the town.

Table 5.2: Road Function by Mileage and Percent of Total Road System, Town of Cooperstown, 2002

| Road and Function | Mileage | Percent of Road System |
|--------------------------------------------|---------|------------------------|
| Interstate Highways (I-43) <i>Arterial</i> | 15.7 | 13.4 |
| State Highways (STH 147) <i>Arterial</i> | .9 | .8 |
| County Highways - <i>Major Collectors</i> | 25.0 | 21.2 |
| Town Roads – <i>Local</i> | 61.5 | 64.6 |
| Total Mileage | 103.1 | 100.00 |

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

Manitowoc County has adopted a Controlled Access Ordinance, which is administered by the County Highway Department. Currently, no county trunk highways located within the town of Cooperstown are currently controlled.

Driveway Permits

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

Funding the Town Road System

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

Eligible expenditures generally include all road construction and maintenance within the right-of-way, as well as a percentage of eligible law enforcement, street lighting maintenance and construction, and storm sewer construction.

Internal Traffic Circulation System

The internal traffic circulation system for the town of Cooperstown is comprised of a grid network of local roads serving predominantly agricultural and scattered rural residential land access needs. The local road system is complimented by a network of well-spaced county trunk highways, which although serving limited land access, primarily serves the purpose of providing through county traffic.

New Road Alignments

The town has an adequate local road network and no new roads or road connections are expected to be needed or constructed during the planning period.

INVENTORY AND ANALYSIS OF APPLICABLE TRANSPORTATION PLANS

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

County Functional and Jurisdictional Studies

There are no existing county functional or jurisdictional studies relative to the county highway system within the town of Cooperstown.

Transportation Corridor Plans

There are no existing transportation corridor plans for any road corridors located within the town of Cooperstown.

Rural Transportation Plans

There are no existing rural transportation plans for the road system located within the town of Cooperstown.

State Highway Plan

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

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

Six-Year Highway Improvement Plan

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

TRANSPORTATION RECOMMENDATIONS

Initiate A Pavement Management Program

Town roads are rehabilitated, repaired and maintained with funds provided by the State's Local Roads Program (LRP). It is recommended that a "pavement management" system be developed and utilized by the town.

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

Driveway Ordinance

In order to improve safety and to minimize adverse impacts to town roads that result from construction of driveways connecting to the town's road, the town may develop and adopt a driveway ordinance and driveway permit process. The ordinance would ensure that all future driveway accesses to town roads are constructed in a manner that minimizes adverse impacts to the public right-of-way and at a location that provides safe egress and ingress to the town road.

Request the County to Conduct a Functional Classification Study

The Town has identified Rosecrans Road as local road that, due to the average daily traffic, and its connectivity between the village of Maribel and the village of Denmark, may currently be functioning as a minor collector. From CTH Z, Rosecrans Road connects directly north to the village of Denmark in Brown County. The Town recommends that the average annual daily traffic on Rosecrans Road, be determined by a special traffic county conducted by the Wisconsin Department of Transportation and the functional classification of Rosecrans Road be re-evaluated. If warranted by the existing average annual daily traffic counts and the roads connectivity between places of 100 persons or more and its connection to schools located in the village of Denmark, it is recommended that the County consider classifying Rosecrans Road as a minor collector and consider transferring jurisdiction of the road from the town to the county.

Impose County Access Controls on CTH R

Manitowoc County administers a *Controlled Access Ordinance* that requires a minimal separation of 600-feet between driveways located on selected county highways. In order to improve safety and to ensure orderly development within the town, the Town recommends that the County conduct an assessment of the northern portion of CTH R to determine its suitability as a controlled access highway.

Reduce Speed Limit on CTH R in Unincorporated Community of Cooperstown

Due to the numerous driveway access points and the alignment of CTH R, between HWY 147 and CTH BB and due to an increase in traffic entering and exiting CTH R from Zander Road, Pleasant Road and CTH BB, it is recommended that the County conduct an engineering study to determine the prevailing speed of vehicles traveling on CTH R. The purpose of the study will be to determine if a reduction of the speed limit, on this section of the county highway, is warranted.

Chapter 6 – UTILITIES AND COMMUNITY FACILITIES

INTRODUCTION

Overall, the services provided to town residents adequately meet their current needs. Due to the town of Cooperstown's rural nature, many of the services provided are located in other communities or are in cooperation (Mutual Aid Agreements) with surrounding communities. These service agreements need to be routinely monitored to ensure the most efficient and effective services are being supplied. Several of these services include: emergency services (sheriff/police, fire, rescue, ambulance), postal, library facilities, etc.. Electric service and limited natural gas service for the town is provided by Wisconsin Public Service Corporation. Residents in the town maintain individual wells for water and private on-site septic systems or holding tanks. The Town of Cooperstown is located within the School Districts of Denmark, Mishicot and Reedsville. Recreational opportunities are limited, and many residents utilize the natural resources of the area for their recreational enjoyment. The Town should continue to work cooperatively with other jurisdictions in planning future recreational opportunities within and adjacent to the town - especially regarding any development of the abandoned railway corridor.

UTILITY AND COMMUNITY FACILITY STRATEGY

Goal: Community Facilities

All town residents have an appropriate level of services available to them.

Objective: Provide quality “protective and safety services” (i.e. Sheriff, EMS, Fire, Medical) as well as “quality of life services” (education, aging resources, power, telecommunication, water, septic systems, solid waste removal, library, childcare, roads, etc) for area residents.

Policies:

Oversee the town's protective service agreements in order to ensure that the town continues to receive effective and efficient law enforcement, fire and emergency/medical services.

Plan cooperatively with select service providers when constructing/upgrading telecommunication, cable, electrical and natural gas services. Future control ordinances should be considered/adopted to limit possible negative impacts (i.e. communication towers).

Continue to provide adequate storm water removal services through maintaining current ditch network.

Consider the possible impacts to the town's groundwater system when weighing future development requests.

Ensure that the maintenance of individual septic systems are conducted (through the enforcement of the County's Private Sewage Disposal Ordinance) to protect the town's valued groundwater sources.

Identify areas not to be sewerred within the town - in light of the COMM 83 changes, areas now need to be identified that prohibit all sewage system uses (i.e. wetland areas, floodplains, steep slope, areas of poor soils for development, or other sensitive areas the town wants to protect).

Promote continued cooperation and communication between the Denmark, Mishicot and Reedsville School Districts and the Town Board to collectively provide for quality educational opportunities.

Programs:

- The Town Board or their representative should continue to work with Manitowoc County, adjacent communities and School Districts in order to provide the best level of police, fire, rescue (EMS), educational and other provided services on an annual basis.
- Annually, the Town Board or their selected representative should stay informed on service providers' plans/needs to upgrade facilities within the town.

Goal: Parks and Recreational Lands

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

Objectives:

1. Provide quality recreational sites and opportunities for all town residents.
2. Support a County Recreation Trail, acquired and improved with state funding, providing a multi-functional trail available to all town and area residents.

Policies:

1. Work with the WDNR, Village of Maribel and Manitowoc County in improving the old railroad corridor into a County Recreation Trail - through letters of support, planning assistance, educational/fundraising drives, etc.
2. The Town may wish to assume a more active role in the development and maintenance of Maribel-Cherney Caves County Park. The town would consider ownership of the Park should the county ever decide to divest itself of the property.
3. The Town should take part in any planning efforts concerning additional recreational lands, within the county, with School Districts and neighboring areas.
4. Continue to support the use of snowmobile trails within the town.
5. Consider utilizing as many natural features, as reasonably possible, for enhancing the town's recreational opportunities.
6. Support access for the disabled, elderly and very young when planning/designing/coordinating and constructing any new recreation projects, including parking, trails, etc.
7. Recognize the potential of public and private donations for funding park system improvements especially nature conservancy and sporting associations such as Ducks Unlimited, WDNR, U.S. Fish and Wildlife, etc.

BOARDS AND COMMITTEES INVENTORY

Cooperstown Town Board

The Cooperstown Town Board members consist of the Town Chairperson and four Supervisors, along with the Clerk and the Treasurer. The Town Board works for the benefit of the public, recognizing that public interests must be their prime concern. It is also the Town Board's responsibility to adopt a recommended Comprehensive Plan for the town by ordinance, following s. 66.1001 on or before January 2010. Based upon this adopted plan, the Town Board is required to make a determination on all zoning proposals to Manitowoc County. The County

will not act on a petition, unless the town completes a written statement -whether for or against a zoning change -. The Town Board has the authority, under the General Ordinance, to pass a “Resolution” within 30 days contesting a County zoning decision - which will thus overrule the County zoning decision if not supported by the town. This means that zoning within the town will not be changed unless supported by the Town Board.

Town of Cooperstown Plan Commission

The Town Plan Commission contains five members each serving staggered appointments. The Town Board established the Plan Commission after Manitowoc County assisted the town in creating a land use plan. The Plan Commission then began the process of developing a Comprehensive Plan under s 66.1001 with assistance from Bay-Lake Regional Planning Commission. This Plan Commission has the responsibility of recommending a Comprehensive Plan to the Town Board for its adoption by ordinance and then implementing the recommendations and identified strategies detailed within the plan.

Board of Adjustment (BOA)

The BOA is adopted under the Manitowoc County General Ordinance (Section 8.19) as authorized under Wisconsin Statute 59.694 and has been established to include membership of five appointed county residents with staggered terms. The BOA has the powers to hear and decide appeals challenging decisions made by the Code Administrator on policy, to hear and decide special exemptions to terms of the General Ordinance, to issue variances where it has been proven that unnecessary hardship or practical difficulty exists.

Electric Service

The Town is within the electrical utility service territory of Wisconsin Public Service Corporation (WPS). There are no electrical substations within the town. Crossing the town are two 345 KV electrical transmission lines and one 69 KV electrical transmission line which are generated from the nearby Point Beach Power Plant Facility. The electrical service to the town is thought to be adequate at this time for planning purposes and future power expansion is not deemed a problem due to the proximity and the capacity of the power facility.

UTILITIES INVENTORY ANALYSIS-LOCATION, USE AND CAPACITY

Natural Gas

Wisconsin Public Service Corporation (WPS) provides natural gas service to limited areas within the town, Natural gas service would likely be cost prohibitive to individual residences throughout most of the town due to the initial cost of connection and maintenance (due to low density scattered residential development). However, in areas where residential subdivisions exist with higher densities of dwellings and/or industrial/commercial concentrations, economy of scale will make connection more attractive/attainable. Those residents not receiving natural gas primarily use oil, wood, propane or even in some cases electricity for heating.

Water System

The Town of Cooperstown does not have a public water system. Residents within the town have individual wells (approximately 508 - reported by the Town Clerk - 2002) that are owned and maintained by the individual property owners. Currently, the town has no plans to develop a public water system. Protecting its aquifer for future use is one of the great concerns of the town. At the time of the plan, it is unknown the capacity of the aquifer, but it is commonly

thought to be adequate for the immediate needs of the town along with its projected limited growth forecasts.

Sanitary Sewer Service

The town of Cooperstown currently does not have a sanitary sewer system. Property owners within the town are responsible for owning and maintaining individual septic systems, mounds, and holding tanks. Each property owner’s system is regulated under the County’s Private Sewage Disposal Ordinance.

Storm Sewer System

The Town of Cooperstown allows storm water to drain through a series of ditches and culverts along its road system. The town has no storm water management plan in place.

Solid Waste & Recycling Facilities

The Town of Cooperstown does have a refuse and recycling drop-off site instead of curb-side pickup. Any collected materials of any resale value are then sold at the best available market rate with the revenue going to the Town of Cooperstown to offset other costs

The Town reviews these services annually to ensure adequate services are provided at a reasonable rate.

Telecommunication Facilities

Telephone service to the town is provided and deemed adequate. There are Cellular Towers within the town. .

COMMUNITY FACILITIES INVENTORY AND ASSESSMENT LOCATION, USE AND CAPACITY

Municipal Buildings

The Cooperstown Town Hall (11626 CTH Z, Maribel WI 54227) is located within the unincorporated place of Rosecrans - near the center of the township. The Town Hall has one large meeting hall, is heated, has electricity and is ADA accessible. It does not have bathrooms or running water. The large hall is utilized for elections, Town Board, Plan Commission meetings and general events. The parking lot is ADA accessible with one designated parking space, though graveled. The administrative day-to-day functions are conducted from the households of the Town Clerk and Town Treasurer. Each officer has their related town records stored within their homes. Overall, the building is sufficient to support the needs of the town.

Road and Other Maintenance

Maintenance for county highways is provided by the Manitowoc County Highway Department. The town is responsible for maintaining road shoulders, repairing deteriorating roads, grading, snow and ice removal on the local road system

Postal Services

The residential postal services are provided by two U.S. Post Offices. These offices are located within the villages of Denmark and Maribel. Both facilities are ADA accessible and parking as well as services deemed adequate for the Town’s use.

Cemeteries

The Town has multiple cemeteries located within the township: The town has no plans to expand this service or to develop additional sites within the town.

Law Enforcement

The Town of Cooperstown does not have its own police department. Protective services are provided by the Manitowoc County Sheriff's Department and through the use of a Town Constable. In emergency cases, the Village of Mishicot Police Department is also available to respond to the town. All Police Officers and Town Constables are sworn Deputies by the County Sheriff.

The Manitowoc County Sheriff's Department is located within the City of Manitowoc - the County Seat. This Department provides 24-hour emergency assistance to the entire county to include 18 towns, and nine villages. The department operates with 29 officers, two process servers, and five detectives. The patrol officers work on three eight-hour shifts. Response times for the town are short between five and 30 minutes (the Sheriff indicated that Deputies can arrive anywhere within the county within 10-15 minutes for emergency calls and around 30 minutes for a non-emergency call - which is greatly dependent on the weather). Twenty-nine vehicles are owned and operated by the Department, as well as two snowmobiles and a boat. Eight squad cars are replaced each year - averaging around 100,000 miles per vehicle. The Department's SUV's are replaced once every 10 years, the Detective cars are replaced every 4 years, and the snowmobiles once every 4-5 years.

The Town is served by an enhanced 911 system, which rings through Brown County, Manitowoc County or Kewaunee County Sheriff Departments, depending on the phone service area within the town. Calls received outside of Manitowoc County are quickly routed to the Manitowoc Department. Over the last six years, the town has averaged around 400 calls per year responded to by the Sheriff's Department alone. Due to the many non-emergency or non-criminal calls, the department receives, instances regarding animal control - Town ordinance enforcement and citation issuance are many times referred to the Town Constable (likewise for the other towns with constables) and followed up by the Department. The Constable is bonded through the Department's insurance and is authorized the use of a firearm while conducting official duties. The town pays the Town Constable a per-diem and mileage expenses per call. With the rural nature of the town and with continued assistance from the Town Constable, the protective services provided to the town are deemed adequate to meet its needs in the future.

Being understaffed is the Department's greatest long-term challenge. The Department has not had a staff number change since 1975. Additionally, the newly constructed jail (built in 1993) is anticipated to reach capacity, an addition to the current facility will be needed. The current facility has a capacity of 212 beds.

Fire and Rescue Services

The Town has an agreement with the Maribel Fire department for fire protection. This is a volunteer department with five fire vehicles including two water trucks, two pumper trucks, and a late model freightliner van. In addition to the vehicles available for service, the department has a thermal camera.. The entire town falls within the service area for the fire department. Mutual aide agreements for emergencies exist with nearby agencies. Concerns of the Fire Department include road widths and conditions, as well as driveway safety and access.

Rescue/ambulance service is provided, to the town, by County Rescue Inc, which is a private non-profit service. This service has a station in the nearby Village of Denmark on East Main Street. .

The town has adequate fire and rescue/ambulance protection through these agreements. Although this service is adequate for the town today and within the near future, the town continues to monitor its agreements to ensure that the best services for its residents are still being provided.

Insurance Service Office (ISO) Grading

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

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

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

In rating a community, total deficiency points in the areas of evaluation are used to assign a numerical rating of one to ten, with one representing the best protection and ten representing an unprotected community. In 1999, the town of Cooperstown was rated nine by the ISO, which is common for rural towns, which do not have their own Fire Departments but contract this service out.

Library

The town of Cooperstown does not have a library located within its borders, yet the town residents are well served through the county's affiliation with the Wisconsin Public Library System and its "17 library systems". The purpose for these "17 systems" is to assure equal access to public library service by all state residents, no matter where they may live. The closest public libraries most likely used by town residents are located within the cities of Two Rivers, Manitowoc and Green Bay. Residents are also able to access the Denmark High School Library located in the adjacent village of Denmark.

The Manitowoc-Calumet Library System (MCLS) - is a cooperative network of six public libraries in east central Wisconsin: Kiel, Manitowoc, and Two Rivers in Manitowoc County, and Brillion, Chilton, and New Holstein in Calumet County. The MCLS serves as a link to improve access to materials and services and to foster cooperation among all libraries within these two counties.

Education

The town of Cooperstown is located within three School Districts, Denmark, Mishicot, and Reedsville. None of the School Districts operate facilities within the town and due to adequate space availability (at current school sites) neither expects to develop facilities within the town of Cooperstown.

The Denmark School District is the largest district within the town approximately 90 percent of the township is within it. The School District is comprised of the Denmark Early Childhood Center with grades Pre-school through Kindergarten, Denmark Empowerment Charter School , Denmark Elementary School (with grades 1st through 5th, Denmark Middle School with grades 6th through 8th, and Denmark High School with grades 9th through 12th.

Due to recent facility expansions as well as having a stable student population growth rate over the past few years, the Denmark School District has no long range needs for expansion, but acknowledges the fact that it would need to consider some facility improvements in the future, especially as the area's overall population increases and the existing school facilities become outdated. Any future facility would likely be on the school campus grounds and not within the town of Cooperstown.

The Mishicot School District encompasses a small area of the town in the southeastern corner of the township and is comprised of the O. H. Schultz Elementary School with grades Pre-school through 5th, Mishicot Middle School with grades 6th through 8th and the Mishicot High School with grades 9th through 12th .

The Reedsville School District encompasses the southwestern corner of the township and is comprised of the Reedsville Elementary/Middle School with grades Early Childhood through 8th, Reedsville High School with grade levels 9th through 12th .

Beyond the public institutions, there are seven private schools operating within these School District boundaries. These schools offer a faith-based education to their students. The schools include:

1. East Twin Lutheran School, Student Enrollment 77 (Grades: K-8th),
2. Holy Cross School, Student Enrollment 73 (Grades: PreK-6th),
3. ST Anne School, Student Enrollment 53 (Grades: PreK-8th),
4. Zion Lutheran School of Wayside, Student Enrollment 119 (Grades: PreK-8th),
5. ST Mary & ST Patrick School, Student Enrollment 114 (Grades: 1st -8th),
6. All Saints School, Student Enrollment 110 (Grades: 1st -8th),
7. ST John's Lutheran School, Student Enrollment 60 (Grades: Preschool-8th).

Technical Colleges - Lakeshore (LTC) & Northeastern (NWTC)

The town is also within the Districts of the Lakeshore and Northeastern Wisconsin Technical Colleges. In addition they offer on-the-job training, high-tech courses, flexible classes, and flexible hours along with transferable credits. Both also offer training for employees who need to freshen up their job skills.

Nether District has long range facility plans that would be developed within the township over the twenty years.

Childcare Facilities

The Town of Cooperstown does not contain any licensed public childcare facilities. Town residents possibly utilize private childcare facilities (family members, friends, etc.), which do not require licensing (three children or less no license is required), or use childcare facilities such as Family Care (three children to eight children) and Group Care (greater than eight children)

Health Care Facilities

There are no existing hospital facilities within the Town of Cooperstown. But due to the proximity of care facilities, with a number of general and specialized services provided, the town's medical needs are met and are determined to be adequate for the rural community as a whole. Town residents need to travel to hospitals (General Medical - Surgical & Critical Access Hospitals) and medical facilities/clinics located in the surrounding communities which are approximately within an hour drive to **Green Bay** (Bellin Memorial Center, ST. Mary's Hospital, ST. Vincent Hospital, Aurora Medical Center, along with a number of Medical Clinics), **Manitowoc** (Holy Family Memorial Medical Center, and medical clinics), **Two Rivers** (Two Rivers Community Hospital and medical clinics) and **Denmark** (Aurora Bay Clinic). Currently, there are no known plans for healthcare facilities to be located within the town.

The nearest dental facilities can be found within the areas of the communities of Denmark, Manitowoc, Two Rivers, Kewaunee, Algoma, and Green Bay.

Adult Care Facilities

There are no licensed Adult Family Homes or Nursing Homes located within the town. There are four licensed care facilities located within Manitowoc County that are the senior care facilities. Due to the rural nature of the town and the lack of adult care facilities within the town, elderly or dependent adult residents must be able to live independently if they wish to remain in their community. The Manitowoc County Department of Human Services - Aging Resource Center exist to assist these residents in remaining independent within their communities. The availability of services seems adequate for the town. Though not specifically noted by any individual agency, it is anticipated that the existing number of facilities and the types of services provided by programs will likely increase as the population within the town and the county continues to age.

OUTDOOR RECREATION INVENTORY

Community Owned Sites

The Town of Cooperstown currently does not maintain any public parks or recreational sites.

Manitowoc County/Other Facilities within the Town

County Trail System

The abandoned rail corridor is currently being negotiated for use as a multi-functional recreational trail. This corridor transects the town as well as the village of Maribel. The trail crosses under the interstate linking users to nearby communities.

Izaak Walton League of America

The Izaak Walton League owns 15 acres within the town.

WDNR

Rosecrans Wildlife Area at CTH Z and Rosecrans Rd

Snowmobile Routes

The Town of Cooperstown has a county designated snowmobile trail as well as private club trails transecting the township. The town does not groom or in any way maintain the routes. The Sheriff's Department patrols the county routes. The Manitowoc County Trail Association grooms the county trails. The trail system is tied to other county systems thus offering residents opportunities to snowmobile within the town as well as throughout the county, the region, and the state.

State Facilities within the Town

Cherney Maribel Caves - State Natural Area

This park site is 75 acres in size, and was preserved because it has as one of its many features exposed limestone cliffs (rarely found in glaciated Wisconsin) along with their associated shaded cliff community. Also, an endangered plant species has been found on the site. This site is likely to be an outcrop associated with the Niagara Escarpment that reaches (within Wisconsin) as far south as Dodge County and as far north as Door County. Manitowoc County Planning and Parks Commission manage the site.

PUBLIC FACILITIES RECOMMENDATIONS

Community Center

The Town Hall, although serviceable in its current state, lacks indoor/accessible bathrooms, and extra floor space. The existing building could be enlarged and modified to provide the basic amenities, such as restrooms and storage areas. However, due to its age and the small size of the lot on which it is sited, it may not be cost effective to significantly modify or expand the current structure.

Park Expansion

The Town recommends continued discussion with the County relative to providing a higher level of maintenance and security and the potential for expansion of the Maribel Cherney Caves County Park.

Chapter 7 - INTERGOVERNMENTAL COOPERATION

INTRODUCTION

The Town of Cooperstown's relationship with its three school districts, neighboring towns of Franklin, Gibson, and Kossuth in Manitowoc County, the town of Franklin in Kewaunee County, and the towns of Glenmore, New Denmark and Morrison in Brown County, Manitowoc County (including the neighboring counties of Brown and Kewaunee), the Regional Planning Commission, and the state and the federal government can impact town residents in terms of taxation, planning, the provision of services, and siting of public facilities. An examination of these relationships and the identification of existing or potential conflicts can help the town address these situations in a productive manner.

SUMMARY AND IMPLICATIONS

The Town of Cooperstown currently has several informal and cooperative agreements with adjoining municipalities. The intergovernmental cooperation issues identified within this chapter and within Chapter 6 of this document are consistent with the issues identified in the town survey that was completed prior to initiation of this planning process.

Intergovernmental Cooperation Strategy

Goal:

Foster cooperation between the Town of Cooperstown and any other governmental agency that makes decisions impacting the town.

Objectives:

1. Facilitate meetings with neighboring communities regarding mutual planning endeavors.

Policies:

1. Work cooperatively with surrounding municipalities to address possible boundary issues in order to minimize conflicts.

Programs:

1. Town Board or its representative (as the responsible party) monitor/work with the DNR, Army Corps of Engineers and the Environmental Protection Agency to ensure compliance with water quality regulations, in developing controls preserving ground water resources, etc.
2. Enter into mutual assistance agreements with adjoining communities to provide essential services.

EXISTING ACTIVITIES AND PLANS

Adjacent Governmental Units

The Town of Cooperstown is located within Manitowoc County and is bordered by Brown County to the north and west and Kewaunee County to the northeast. The town has common borders with the village of Maribel and the towns of Gibson, Kossuth and Franklin in Manitowoc County; the towns of New Denmark, Glenmore and Morrison in Brown County, and the town of Franklin in Kewaunee County.

County

The Town adopted Manitowoc County General Zoning, Shoreland/Floodplain Zoning, Setbacks, Subdivision Regulations, and a Private Sewerage Systems ordinance, Parks, Junk and Non-Metallic Mining Ordinances.–

State

The Town's relationship with the State of Wisconsin is one, which deals mainly with issues related to transportation (Wis DOT) and natural resources (WDNR). The Town has accepted grant monies to develop this plan. In so doing, the Town will adhere to the minimum requirements of the identified comprehensive plan elements identified by the Office of Land Information Services (OLIS).

Wisconsin Department of Natural Resources

State watershed-based planning efforts which encompass the Town of Cooperstown either completed or in progress are listed below:

Wisconsin Basin Initiative

Lakeshore Basin Partnership Team (LBPT)

Inventory of Plans and Agreements Under S. 66.0307, S. 66.0301 or S. 66.0309

Cooperative Boundary Plan

Currently, the Town has not entered into a boundary agreement with any municipality. State Statutes 66.0307 and 66.0301 allow municipalities to enter into agreements regarding the location of municipal boundaries. - Additionally, Cooperative boundary agreements are a tool that could also be used for service sharing between local units of government.

Annexation

Wisconsin Statute 66.021 provides for a means to annex lands. Consent of property owners are but one of the procedures in annexation-

Extra-territorial subdivision regulation

State Statutes allow an incorporated village or city to extend Extra Territorial Plat Review over surrounding unincorporated areas. Extra-territorial zoning is not currently being administered in the Town of Cooperstown. State Statutes allow an incorporated village or city (such as the village of Maribel or Denmark) to extend Extra-territorial zoning over surrounding unincorporated areas. –

Law Enforcement; Mutual Assistance

Upon the request of any law enforcement agency, including county law enforcement agencies, personnel may assist the requesting agency within the latter's jurisdiction. While acting in response to a request for assistance, the responders shall be deemed employees of the requesting agency.

Intergovernmental Cooperation

This is the most common form of agreements made between communities, usually regarding fire and rescue services. This agreement is also available for revenue sharing, determining land use within a designated area, and in setting temporary municipal boundaries.

Revenue Sharing; Municipal

Cities, villages and towns may enter into agreements to share revenue from taxes and special charges with each other per s. 66.0305 Municipal Revenue Sharing. The agreements may also address other matters, including agreements regarding services to be provided or the location of municipal boundaries-

SUMMARY AND CONCLUSIONS

A number of broad issues were identified along with general actions to be taken. It is anticipated that the intergovernmental cooperation meetings and this summary could serve as the starting point for future collaborative planning efforts in and around the town. This plan recommends that the town pursue the above ideas as well as expand greatly upon them in the future.

Chapter 8 - LAND USE INTRODUCTION

The first part of this Chapter presents information on the current 2019 land use, and describes the controls and regulations governing the use of lands within the town. The second half of this chapter presents and describes the town's vision for its future growth and development as depicted by the "general plan design". The General Plan Design (GPD) identifies how, where and what kind of development should occur within the plan's 20 year timeframe. The GPD will also serve as a detailed guide to the members of the Plan Commission and Town Board in their decision making process.

SUMMARY AND IMPLICATIONS

Historically, the Town of Cooperstown, as does, most of northeastern Wisconsin, developed as a rural farming community. The village of Maribel located adjacent to the railroad line developed as a service center (fuel, grain mill etc) for the agricultural based economy.

A primary objective of the town's plan, relative to its existing and future land uses, is to preserve and protect its prime agricultural lands and rural character. The *rural character* of the town is best defined by its extensive agricultural base, consisting of small to medium sized dairy farms, general crops, scattered rural residential properties, on relatively large lots, and its wooded natural resource areas.

Land uses in the town are currently regulated and controlled by Manitowoc County through a *General Zoning Ordinance, Sub-division Ordinance, Shoreland/Floodplain Ordinance, Setbacks Ordinance, Wireless Communication Facilities Ordinance, Private Sewage Systems Ordinance,* and, *Erosion Control Ordinance.*

LAND USE STRATEGY

Goal

Allow and encourage land use development that protects and enhances the town's visual character, ensures protection and conservation of the town's natural resource base, is compatible with adjacent land uses, has adequate access to essential services and facilities, while meeting the needs of social and economic forces.

Objective: General Plan Design

Ensure that future growth and development occurs in a planned and coordinated manner that will maintain or improve the quality of life associated with the rural character of the town for both existing and future residents.

Policies:

1. Utilize the *Town of Cooperstown (Twenty-Year Smart Growth) Comprehensive Plan* as an illustration of the town's overall development policy.
2. Work with the neighboring towns and Manitowoc County (as well as the village of Maribel and the village of Denmark) to ensure compatible growth within the border areas of the town.
3. Prior to approving zoning changes, or recommending approval of conditional uses and variances to the zoning ordinance, it shall be shown that the proposed development is consistent with the town's Comprehensive Plan.

4. Consider the creation and adoption of additional (overlay) ordinances to control likely nuisances (i.e. excessive lighting, noise, odors, etc.) that may result from more intensive operations within the town, such as industrial and large-scale farming operations.

Objective: Rural Single-Family Residential

Strive to maintain the stability and integrity of the existing open space areas while encouraging the development of new residential areas sufficient to meet the housing needs of the projected population. A town that is characterized by stable agricultural practices, a variety of housing types and densities, parks, inclusion of open green spaces within developments, and environmental protection - is ultimately desired.

Policies:

- Protect existing residential development from the impacts of non-residential uses. Residential areas should be distanced, buffered, or otherwise mitigated from physical hazards, unhealthy conditions, and protected from traffic, noise, and incompatible uses.
- Infill development needs to be designed to be compatible with the established residential districts through transitions in housing density, screening, or other appropriate methods.
- Provide for sufficient densities and a broad range of housing choices within the town to meet the current and future needs of the local population.
- Housing developments shall conform to the zoning districts that they are contained within. Modified conformance standards will be considered in areas that have been designated for conservation subdivision designs or open space designs such as:
 - Adjacent to environmental corridors; and
 - Along transportation corridors, i.e. County Trunk Highways; and
 - In areas where the town wants to preserve the open space views and natural appearance as part of retaining community character.

Objective: Commercial

Encourage harmonious and well-planned commercial developments that will serve the needs of the town and area residents, and the specialized farming needs of the rural area.

Policies:

1. Areas already characterized by commercial development and where town services and facilities are available should be given preference over scattered non-serviced areas.
2. Points of vehicle ingress and egress should be properly located and controlled to prevent safety problems and traffic congestion on adjacent arterial streets. Adjacent streets should be capable of accommodating the increased traffic associated with the commercial development.

3. Adequate landscape screening “buffers” should be provided between commercial uses and adjacent noncommercial uses to shield or limit viewing of parking spaces, storage areas, outside machinery, etc.
4. Ensure adequate building setbacks are provided from abutting streets and highways.

Objectives: Industrial

1. Have limited areas set aside to accommodate light industrial developments.
2. Future intensive heavy industrial uses (to include those requiring outside storage; excessive traffic; generate odors; generate noise; generate water - soil - air pollution) should be directed to the neighboring locations within the surrounding communities where adequate industrial facilities and services (sewer, water, natural gas, electricity, etc.) already exist.
3. Intensive industrial uses shall not be intermixed with retail commercial sales, residential, governmental, or institutional uses.

Policies:

4. To be permitted, the development should not detract from the rural community appearance, over burden community services of the town nor clutter any “Corridor” through the town such as along the county trunk highways.
5. The town should follow a set of performance criteria such as details within this 20-year plan before allowing industrial uses within the town.
1. Work with adjoining communities to achieve mutually beneficial developments.

Objective: Natural and Cultural Resources

Achieve the preservation of water resources, unique open spaces, and other cultural and natural resources while also maintaining existing natural areas (contiguous woodlands, meadows, open spaces, marshes, wetlands, etc.) into site designs thus creating environmental corridors throughout the town for wildlife habitat and/or pedestrian linkages.

Policies:

1. Utilize the environmental corridor designation of the General Plan Design to promote and preserve wildlife habitat and trails where appropriate.
2. Carefully consider the impacts of allowing greater use of lands within and adjacent to the comprehensive plans identified environmental corridors (depicted on the General Plan Design).
3. Consider being more restrictive within the environmental corridors, to include the establishment of minimum distances for features such as waterways, wetlands, prairies, etc

Objective: Community Services

Continue to provide adequate public services throughout the planning period in order to reach the desired vision of this plan.

Policies:

1. The town will continue to monitor services provided to town residents and explore options for maintaining or improving upon the level of existing services.
2. The town will work with adjoining towns, and service providers (public and private) to help ensure that future services as effective and efficient as reasonably possible.
3. The town will continue to monitor and address the facility and program needs of the elderly population and those approaching senior status.

Program:

The Town Board has the overriding responsibility to review and update the General Plan Design to ensure it continues to meet the stated goals and objectives stated above as well as those stated goals and objectives outlined in previous elements of the plan. The Town Board may fulfill this obligation by establishing a Plan Commission to carry out these specified tasks and duties.

INVENTORY OF EXISTING LAND USE CONTROLS

(DESCRIPTIONS, EA, GA, LE, SE, RR, HD, LR, CB, ID, NA)

This section inventories and discusses the land use controls that are in effect within the town of Cooperstown. These controls should be reviewed periodically to make sure that they assist in implementing the general plan design for future development within the town.

Manitowoc County Land Development Ordinances

Manitowoc County administers land use zoning, shoreland and floodplain zoning, setbacks, subdivision, private sewage systems, parks and a junk ordinance for the town of Cooperstown.

Manitowoc County Zoning Ordinance

The Manitowoc County Zoning Ordinance is part of the Manitowoc County Land Development Ordinances. The ordinance regulates and restricts the location, construction and use of buildings, structures, and the use of land in the town. The county zoning ordinance has been adopted by 16 of the county's 18 towns. The Ordinance creates 16 districts within six general land use categories (Map 8.1):

Residential (RR)

Identifies areas recommended for single-family residential development typically consisting of smaller lot sizes that may be located adjacent to the village of Maribel's existing development. Also includes existing areas throughout the town with denser residential development.

The County Ordinance requires:

- One acre minimum land area with 150-foot lot width Rural Residential (RR)
- 25 ft property line setback for principal and conditional use structures.
- 10 ft property line setback for accessory structures.
- 35 ft maximum height, unless a different maximum is permitted.

Rural Residential Districts (ES, SE, LR)

Identifies areas that are recommended for less dense residential development, consisting of larger minimum lot sizes than the “Single Family Residential” category. These areas will also allow a mixture of uses, and provide a good transition from dense development to the rural countryside.

The County Ordinance requires:

- Minimum two-acre lot size and 150-ft lot width Small Estate (SE).
- Minimum five-acre lot size sizes and 150-ft lot widths Larger Estate (LE)
- 25 ft property line setback for principal and conditional use structures, 10 ft setback for accessory structures, and 35 height limit unless a different maximum is permitted. (SE, LE).
- Minimum lot size 10,000 sq for sewered lots, 20,000 sq ft for unsewered lots with minimum 100-ft lot width. 7.5 ft property line setback for principal and conditional use structures, or 5 ft setback for accessory structures and 35 ft height limit. Lake Residential (LR)

Agricultural Districts (EA and GA)

Identifies areas recommended to be preserved for the purpose of the raising of livestock and general crop farming.

The county ordinance requires:

- Minimum Twenty-acre lot sizes and 150-ft lot widths required in Exclusive Agricultural (EA) with 25 ft property setback for principal and conditional use structures. 10 ft property setback for accessory structures. 60 ft height limit for building unless differently permitted.
- Minimum Ten acre lot sizes and 150 foot lot widths required in General Agricultural (GA) 25 ft property setback for principal and conditional use structures. 10 ft property setback for accessory structures. 60 ft height limit expect farm structures not used for human habitation.

Industrial District (ID)

Permitted uses in the industrial zoned district include contractor or construction shops, manufacturing of stone, clay, glass and concrete products, and warehousing and nonmetallic mining. Permitted uses in nonmetallic mining (industrial districts) include recovering resources such as building stone, lime, sand, gravel, and crushed stone for economic purposes. Lot areas of at least one acre are required in industrial zoned districts, 150-ft lot width with 25 ft lot line setback for principal and conditional use structures, 10 ft property line setback

Commercial/Business Districts (CB)

Minimum 10,000 square feet are required with 100 ft lot width. 7.5 ft property line setback for principal and conditional use structures, 5 ft property line setback, for accessory structures and 60 ft height limit.

Permitted uses in CB or Highway Commercial districts include auto sales, service, repair, car washes, farm implement and equipment sales.

Natural Area (NA)

Minimum Twenty-acre lot size, 150-ft lot width, 25 ft property line setback for principal and conditional use structures, 10 ft property line setback for accessory structures. 35 ft maximum height unless differently permitted.

Non Metallic Mining and Sand and Gravel Extraction

The Manitowoc County Zoning Ordinance permits non-metallic mining and sand and gravel extraction in specified districts either as a permitted use or as a “conditional use”

- In (EA) Exclusive Agriculture: (20 acre minimum lot size) sand, gravel and stone extraction is allowed as a conditional use provided that the land is reclaimed for agricultural use
- In (GA) General Agricultural: (ten acre minimum lot sizes) non-metallic mining is allowed as a “conditional uses”.
- In (ID) Industrial: stone mill or quarry, sand, gravel crushed stone mining, washing, grading, or manufacture subject to the provisions of MCC § 8.15(2)(e) is an allowed, permitted use. Additionally, nonmetallic mining is allowed in the (ID) districts for recovering resources such as building stone, lime, sand, gravel, and crushed stone for economic purposes. Lot areas of at least one acre are required in industrial zoned districts.

Through the “conditional use” process the Manitowoc County Zoning Ordinance imposes additional provisions for the extraction of sand and gravel and the operation of non metallic mines. Those special provisions are intended to insure that such extraction operations are properly controlled, while at the same time assuring the maximum amount of flexibility in dealing with such mineral deposits whose locations are not precisely described in the County.

Ordinances

Subdivision Controls

Manitowoc County, under Wisconsin Statutes 236, establishes the procedure for the division of lands in unincorporated areas of the county (Ordinance Number 104-1-69). The town has the authority, under statutes, to develop and implement its own subdivision controls, if it so chooses. All divisions of land of fifteen (15) acres or less in size must be surveyed and a certified survey map, approved before being recorded in the Register of Deeds Office

Floodplain Ordinance

The Manitowoc County Floodplain Zoning ordinance was adopted in April 1992. The ordinance was adopted pursuant to Wis. Stats. 59.57, 59.971, 59.99 and 87.30. The general purpose of the ordinance is to regulate development in the flood hazard areas to protect life, health and property. The ordinance established three zoning districts: (1) the floodway district which consists of the channel of a river or stream and those portions of the floodplain adjoining the channel required to carry the regional, (2) the flood fringe district consists of that portion of the floodplain between the regional flood limits and the floodway, and (3) the general floodplain district which consists of all areas which have or may be hereafter covered by the floodway and flood fringe district.

Uses permitted in the floodway district consist of open space uses that are not prohibited by any other ordinance and that meet the standards established in the ordinance. Structures intended for human habitation are not permitted in the floodway. Uses permitted in the flood fringe district consist of structures, land uses or development that meet the standards of the ordinance and are not prohibited by the ordinance or any other ordinance or other local, state, or federal regulation.

Uses in the general floodplain are determined on whether or not the proposed uses are located in the floodway or flood fringe area.

Shoreland Ordinance

The Manitowoc County Shoreland ordinance was adopted March 1992. The ordinance was adopted pursuant to Wis. Stats. 59.57, 59.971, 87.30 and 144.26. The ordinance recognizes that the uncontrolled use of shorelands and pollution of navigable waters of Manitowoc County would adversely affect the public health, safety, convenience and general welfare and would impair the tax base. The ordinance states that the legislature of Wisconsin has delegated the responsibilities to the counties to further the maintenance of safe and healthful conditions; to prevent and control water pollution; protect spawning grounds, fish and aquatic life; control building sites, placement of structures and land uses; and to preserve shore cover and natural beauty. The ordinance regulates all lands (see Map 8.2) within unincorporated areas of the county that are:

- Within 1,000 feet of the ordinary high water mark of navigable lakes, ponds or flowages,
- Within 300 feet of the ordinary high water mark of navigable rivers or streams or to the landward side of the floodplain whichever is greater.

The ordinance recognizes town-zoning ordinances in that if the town ordinance is more restrictive than the county ordinance, the town ordinance continues to the extent of the greater

restriction, but not otherwise. However, all county permits must be secured even though the town zoning provisions may be more restrictive.

Under the ordinance, the county reviews all land divisions of existing tax parcels in the shoreland area, pursuant to s.236.45, Wis. Stats and Manitowoc County Subdivision Ordinance Number 104-1-69. Under the ordinance, the county may require the installation of streets and utility improvements, the dedication of land for public streets, public use, and public access to the navigable lakes or streams. The ordinance defines a subdivision *as a division of a lot, parcel or tract of land by the owner thereof or the owner's agent for the purpose of sale or building development where: 1. The act of subdivision creates three or more parcels or building sites of five acres each or less; or 2. three or more parcels or building sites of five acres are created by successive division within a period of five years.* The ordinance further regulates the dimension of building sites, setbacks from water and highways, the minimum square footage of living space, removal of shore cover, filling, grading, lagooning, dredging, ditching, and excavating.

The ordinance establishes a method to allow clustering on lots at least 10 acres in size to promote open space and to protect open space through preservation in perpetuity. This ordinance also defines three zoning districts - Shoreland-Wetland, Recreational-Residential, and General Purpose.

Manitowoc County Private Sewage System Ordinance

In unincorporated areas of the county, the installation, maintenance and upgrading of on-site waste systems, along with their responsibilities in the areas of solid waste management and recycling. This ordinance was last updated in 2000.

The ordinance regulates septic systems, holding tanks, mound systems, privies, and other alternative sewage systems. The ordinance requires a sanitary permit from the County for any private sewage systems. No person shall install, perform work on, or reconnect a structure to a private sewage system unless the owner of the property holds a valid sanitary permit.

Telecommunications Tower Ordinance

Adopted in 2019, *the Chapter 20 Manitowoc County Mobile and Radio Broadcast Services Ordinance*, addresses placement and co-location of communication towers and paraphernalia.

Official Map

An official map is intended to implement a town, village, or city master plan for streets, highways, parkways, parks and playgrounds, and drainage ways. Its basic purpose is to prohibit the construction of buildings or structures and their associated improvements on land that has been designated for current or future public use. The town of Cooperstown does not currently maintain an Official Map.

Erosion Control Plan

Under s. 92.10, Wis. Stats., those counties that are designated as priority counties by the Department of Agriculture, Trade and Consumer Protection (DATCP) must prepare and adopt erosion control plans. The county land conservation committee prepares plans to conserve long-term soil productivity, protect the quality of related natural resources, enhance water quality and focus on severe soil erosion problems.

EXISTING LAND USE PLANS AND STUDIES

Farmland Preservation Plan

The Manitowoc County Farmland Preservation Plan identifies agricultural preservation areas that are of prime agricultural importance. Property owners of eligible farmland may enter into farmland preservation agreements or transition agreements whereby the owner agrees not to develop the land in exchange for farmland preservation tax credits. Lands covered by a farmland preservation agreement are exempt from special assessments for sanitary sewers, water, lights, or non-farmland drainage and the land is also denied the use of the improvement created by the special assessment. This plan was last updated in 1988 and details areas considered for **Agricultural Preservation** (being 100 contiguous acres as a minimum), **Environmental Areas** being wetlands, woodland, cultural, historic, or archeological, the 100 year floodplain, public lands, lakes, rivers and streams) which are eligible for the Wisconsin Farmland Preservation tax credits as an incentive to protect these sites, **Transitional Areas** (of at least 35 acres) may be eligible for the above tax credits as well, and finally **Excluded Areas** which are not eligible for tax credits and are deemed developed and not for farming.

Park and Outdoor Recreation Plan

Manitowoc County has an adopted Park and Recreation Plan, which meets the eligibility requirements for participation in Federal Land and Water Conservation Fund (LAWCON) grant program. LAWCON provides grants to assist in the provision of outdoor recreation facilities.

It is important for the town to have identified their planning initiatives within this park plan, so the park and recreation projects may be eligible for federal funding assistance.

LAND USE

A detailed field inventory, of land uses in the Town of Cooperstown, was conducted in the spring of 2002, by the Bay-Lake Regional Planning Commission. This land use information was then compiled into generalized land use categories and is presented in Table 8.1 and on Map 8.3 (Appendix D contains the detailed land use calculations). As a result of this inventory, a number of conclusions and issues have been identified, and recommendations have been made to help guide future land use planning efforts.

Table 8.1 Five-Year Incremental Land Use Projections, Town of Cooperstown 2015 – 2040.

| Year | Residential | | Commercial | | Industrial | |
|------|-------------|-------|------------|-------|------------|-------|
| | Acres | Total | Acres | Total | Acres | Total |
| 2015 | 10.0 | 10.0 | 0.3 | 0.3 | 0.0 | 0.0 |
| 2020 | 20.0 | 30.0 | 0.6 | 0.9 | 0.0 | 0.0 |
| 2025 | 14.0 | 44.0 | 0.4 | 1.3 | 0.0 | 0.1 |
| 2030 | 8.0 | 52.0 | 0.2 | 1.5 | 0.0 | 0.1 |
| 2035 | (4.0) | 48.0 | (0.1) | 1.4 | (0.0) | 0.1 |
| 2040 | (26.0) | 22.0 | (0.7) | 0.6 | (0.0) | 0.0 |

Source: Bay-Lake Regional Planning Commission, 2016.

Land Use Type

| Developed Acres | Total Acres | Percentage of Developed Acres | Percentage of Total Acres |
|------------------------------|-----------------|-------------------------------|---------------------------|
| Residential | 560.25 | 26.79 | 2.48 |
| Commercial | 15.85 | 0.76 | 0.07 |
| Industrial | 201.71 | 9.65 | 0.89 |
| Transportation | 857.08 | 40.99 | 3.80 |
| Communications/Utilities | 20.33 | 0.97 | 0.09 |
| Institutional/Governmental | 12.88 | 0.62 | 0.06 |
| Recreational | 147.12 | 7.04 | 0.65 |
| Agricultural Structures | 275.94 | 13.20 | 1.22 |
| Total Developed Acres | 2,091.16 | 100 | 9.26 |

| Undeveloped Acres | Total Acres | Percent of Undeveloped Acres | Percent of Total Acres |
|--------------------------------|------------------|------------------------------|------------------------|
| Croplands/Pastures | 12,386.84 | 60.48 | 54.85 |
| Natural Areas | 8,095.22 | 39.52 | 35.85 |
| Total Undeveloped Acres | 20,482.06 | 100.00 | 90.70 |

Village of Maribel 755.04

Total Land Area (Acres) 22,573.22

Total Land Area including the village of Maribel (Acres) 32,337.87

Source: Bay-Lake Regional Planning Commission, 2002.

Planning Area

The Town of Cooperstown encompasses approximately 22,500 total acres of land. Of this, 2,091.16, or 9.26 percent of the town are developed, leaving 20,482 acres (90.7 percent) of the total land area undeveloped. Of the undeveloped lands, the majority of the acreage (12,386.84 acres) is in agriculture uses such as croplands and pasture, or in natural areas (8,095.22 acres) such as wetlands and woodlands.

Residential Land

Residential land accounts for approximately 27 percent of the developed land, but only 2.5 percent of the total land. It is the second largest developed land use within the town. Approximately 560 acres of residential land is scattered throughout the town adjacent to county and local roads or in small, concentrated areas of development such as those at Hidden Lake, Hickory Heights, Fairhills Road, Pinehill Drive and in the crossroads community at

Cooperstown. The majority of the residential land is classified as single family, with the remainder classified as two-family homes, multi-family homes and mobile homes.

Commercial Land

Commercial land in the Town of Cooperstown totals 15.85 acres, or 0.76 percent of the developed land in the town. The types of activities conducted on the lands used for commercial purposes are somewhat typical of rural areas such as the Town of Cooperstown and include taverns, a body shop, hair salon and other home occupations.

Industrial Land

Land uses under this category include, but are not limited to, wholesaling, manufacturing, mining and other extractive activities and private outdoor storage sheds. Within the town, slightly more than 200 acres or 9.65 percent of the developed land is classified as industrial with approximately 120 acres used for extractive (non-metallic) mining operations.

Transportation

Transportation accounts for the largest developed category at approximately 41 percent of the developed land or 857 acres. Transportation uses in the town include the entire town road network, and the interstate and county highway system.

Communication/Utilities

Uses under this category include land used for electronic communication, the generation, processing and/or transmission of water, electricity, petroleum or other transmittable products, plus the disposal, waste processing and/or recycling of byproducts. Land in this category, accounts for slightly more than 20 acres, or approximately one-percent of the total developed lands.

Institutional/Governmental

Institutional/governmental uses are defined as land for public and private facilities for education, health or assembly; for cemeteries and/or related facilities; and for all government facilities used for administration or safety, except public utilities and areas of outdoor recreation. Within the town this accounts for 12.88 acres or 0.62 percent, including the town hall, county garage, fraternal organizations/clubhouses and cemeteries. Cemeteries make up the largest of this developed land use.

Outdoor Recreation Land

Includes campgrounds, parks, and picnic areas. Land under this category account for 147.12 acres or 7.04 percent of the town's developed lands. The Maribel Caves County Park located adjacent to CTH R and the West Twin River accounts for 75 acres of land use, within Isaac Walton properties off CTH Z and STH 147, and DNR Open Lands on Rosecrans, in this category.

Agricultural Structures

Agricultural structures include sheds, silos and other farm structures. These uses account for 269 acres of land, or 13.20 percent of the developed land in the town. This is the third largest use under the developed land.

Croplands/Pasture

Land under this category includes use of land for the cultivation of plants, including grasses for grazing, pastures, land used for growth, husbandry or housing of plants and animals and their

products. This is the largest land use within the town at nearly 12,400 acres, or 60 percent of the undeveloped land (54 percent of the total land).

Natural Areas and Open Spaces

Uses in this category include lands primarily in a natural state for their natural functions including non-wooded wetlands, grasslands and prairies. Approximately 8,100 acres or 40 percent of the undeveloped land in the town are natural areas.

Woodlands

Woodlands account for the second largest use in the town at 6,100 acres or 28 percent of the undeveloped land in the Town of Cooperstown. Tracts of woodlands are scattered throughout the town and in locations consisting of or adjacent to wetlands.

LAND SUPPLY

Amount

The amount of land available for development within Cooperstown is determined by factoring in the existing development and areas not recommended for development such as environmental corridors (wetlands, floodplains, areas of steep slope, water resources with a 75-foot setback from the water resources, designated natural and scientific areas, parks and recreation areas, etc.). Taking into account the various factors which may affect development, it is determined that there are more than enough lands available for development of the town, some 15,000 acres of lands which could potentially be developed.

The General Plan Design has identified ample room to accommodate future growth projections along with market force considerations. Because of this ample space looking to develop within identified natural areas/conservancy for residential, commercial, industrial or similar uses is not needed throughout the planning period. Developments, within this plan, will be afforded enough land options to incorporate open spaces, buffering, additional landscaping, street design, etc

LAND USE ISSUES AND CONFLICTS

Ongoing: the Town works with Manitowoc County to update the county's zoning map to reflect current uses within the town of Cooperstown and to include statements that support the identified "Vision" within this plan.

The General Plan Design addresses areas for uses with regards to their neighboring parcels and in many cases there are recommendations for additional steps to make the development practicable while limiting potential incompatibilities.

Since suitable vacant lands exist throughout the town, it would not be necessary to propose development within the town's remaining "Environmental Corridors/Conservation District" as depicted on the General Plan Design Map: (Map 8.4). These natural features need to be preserved and integrated into the overall development of the town for future generations to enjoy. The Town has an abundance of these unique areas including wetlands, floodplains, woodlands, and steep slopes which can add significantly to the aesthetic appeal of the community while providing important ecological and environmental functions such as stormwater retention, groundwater filtration and flood control on the Plan Determinants Map: (Map 8.5).

The need for the protection of the watersheds and aquifers within the town is thus required in order to provide town residents with safe, usable water.

An adequate network of arterial, collector, and local roads are already in place throughout the town, which can readily serve future traffic generated from any increased growth.

Planning Criteria

Planning criteria are developed in order to give the town a foundation upon which they may base future land use recommendations. *Criteria make the planning process defensible when presenting scenarios to the general public and when modifying or developing alternative sites for land use developments.*

The criteria that was used by the town, when developing the general plan design, was based upon values identified by the State (Smart Growth Criteria), and the town of Cooperstown Goals, Objectives and Policies - identified at the beginning of each preceding chapter of this plan (See each chapter's strategies section). The following criteria are based upon the State's Smart Growth criteria (s66.1001) and have been incorporated in the town's General and Future Plan Design:(Map 8.4 & 8.6).

- Promote the redevelopment of land that has existing infrastructure, public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
- Encourage development designs that support a range of transportation choices.
- Protect natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.
- Protect economically productive areas, including farmland and forests.
- Encourage land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
- Preserve cultural, historic and archaeological sites.
- Encourage coordination and cooperation among nearby units of government.
- Build community identity by enforcing design standards.
- Provide an adequate supply of affordable housing for individuals of all income levels throughout each community.
- Provide adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
- Promote the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.
- Balance individual property rights with community interests and goals.
- Plan for land uses that create or preserve varied and unique rural communities.
- Provide an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit dependent and disabled citizens.

-

Factory and Mega-Farms

A Concentrated Animal Feeding Operation (CAFO) or factory farm or large farming operation is defined by federal and state statute as a facility that contains 1,000 animal units. The calculation of animal units varies by type of animal. For dairy cattle, a facility that contains 700 milking and dry cows is considered a CAFO.

Currently, factory farms are regulated by issuance of a Wisconsin Pollution Discharge Elimination System (WPDES) permit. These farms are regulated under the Federal Clean Water Act and state water law because of their potential to negatively impact water resources. The WPDES permit regulates where and how much waste can be spread on fields, how the waste is temporarily stored in lagoons, and the design of a permanent runoff control system.

Wisconsin's Administrative Code, NR 423 requires the factory farm to submit a nutrient management plan, assessment of manure lagoons, and runoff controls as part of its application for a WPDES permit.

When waste is mishandled it harms waterways, human health and aquatic life. The primary pollutants from these operations are nitrogen, phosphorus, pathogens, and heavy metals. Additionally, pathogens (including fecal coliform and other forms of coliform bacteria) can migrate into drinking water and cause serious gastrointestinal illness.

The Manitowoc County Zoning Ordinance 28 regulates factory farms by issuance of a conditional use permit for any operation that feeds, confines, maintains or stables 750 animal units of dairy cattle, beef cattle, swine, sheep, horses, ducks, chickens, or turkeys. Through the conditional use permitting process the town may require increased setbacks from adjoining properties or roads, screening, buffering, lighting restrictions and hours of operation.

In as much as a factory farm operation may impact surrounding lands and natural resources, regardless of town boundaries, it is imperative that the town of Cooperstown work cooperatively with the adjoining towns and Manitowoc, Brown and Kewaunee counties to ensure that large scale farm operations are adequately regulated.

Lighting Ordinance

Amendments to the town's adopted county Zoning Ordinance and other initiatives related to protection of the quality of our night sky should be based on the following objectives:

Objective:

- Reduce light pollution caused by uplighting, excessive over lighting, glare and light trespass.
- Promote lighting energy efficiency, thereby conserving private and public funds, while providing adequate lighting for the task.
- Provide a safe and secure developed environment, through quality lighting design which minimizes glare and avoids creating dark areas near well lit areas.

If a lighting ordinance is to be accepted and implemented in a timely and effective manner, the parties involved in the development process - property owners, the business community, government, and the construction industry - must understand the value of dark skies and good lighting. An educational program is needed, one which adopts a proactive approach and draws upon the resources available in the community.

Strategy:

1. Establish an advisory committee composed of representatives from business, astronomy (professional and amateur), public utilities and/or agencies, design and construction industries, county residents (urban and rural), and local community organizations, to undertake the following tasks:
 - Evaluate current lighting practices;
 - Identify dark sky/lighting issues and concerns;
 - Review ordinances from other jurisdictions;
 - Study and recommend as necessary additional lighting provisions to the Planning Commission, including by not limited to an ordinance to phase in shielding of existing lighting and establish maximum foot-candle requirements for categories of uses.
2. Develop a community-based educational program, for example by holding workshops on technical lighting topics, for individuals in the building materials, electrical contracting, design, construction, and associated industries, and individual homeowners.
3. The town should adopt a resolution asking power companies to cease promoting unshielded and inefficient outdoor lighting in Manitowoc County:
4. Explore the feasibility of the town participating in the Green Lights Program established by the Environmental Protection Agency to promote energy efficiency in building design and maintenance.
5. This town should take a leadership role in developing exemplary lighting in its public building projects, street lighting and should include playing fields and parking lots.

IDENTIFIED “SMART GROWTH” AREAS

During the planning process, the Town of Cooperstown Plan Commission developed a recommended land use plan that identifies how the town will develop and preserve its lands throughout the 20-year planning period. During this process the Plan Commission identified areas that are considered “smart growth areas”. According to s. 16.965, Wis. Stats., a “smart growth area” is “an area that will enable the development and redevelopment of lands within existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which have relatively low utility and municipal and state governmental costs.” The “smart growth areas” within the town are found adjacent to the village of Maribel, the Hidden Lake subdivision, Fairhills Road development and Pinehills Drive development. In addition, areas for future residential development could include the town’s existing non-metallic mining sites when and if those operations cease and are reclaimed. Locating new areas of development near the community’s existing development allows for more orderly and efficient development

patterns. In addition, locating the higher density development adjacent to existing development in the village of Maribel also assists the town in maintaining its rural character, while preserving the many valuable natural areas and prime agricultural lands that make up much of Cooperstown's landscape.

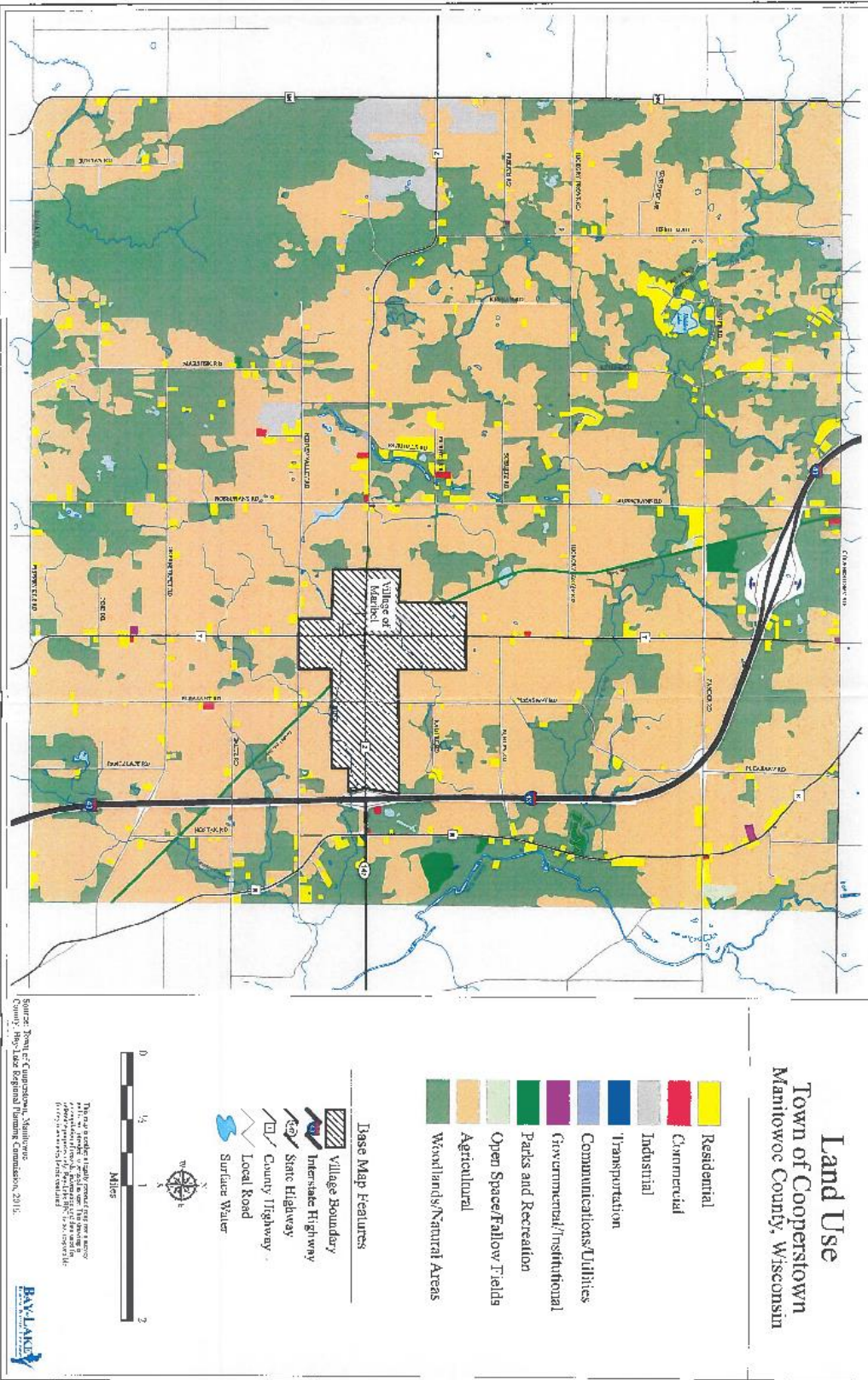
SUMMARY

The Town of Cooperstown's General Plan Design is the result of many months of preparation and work facilitated by the Town of Cooperstown Plan Commission. The General Plan Design generally worked towards several important goals that were identified early on in the planning process, including:

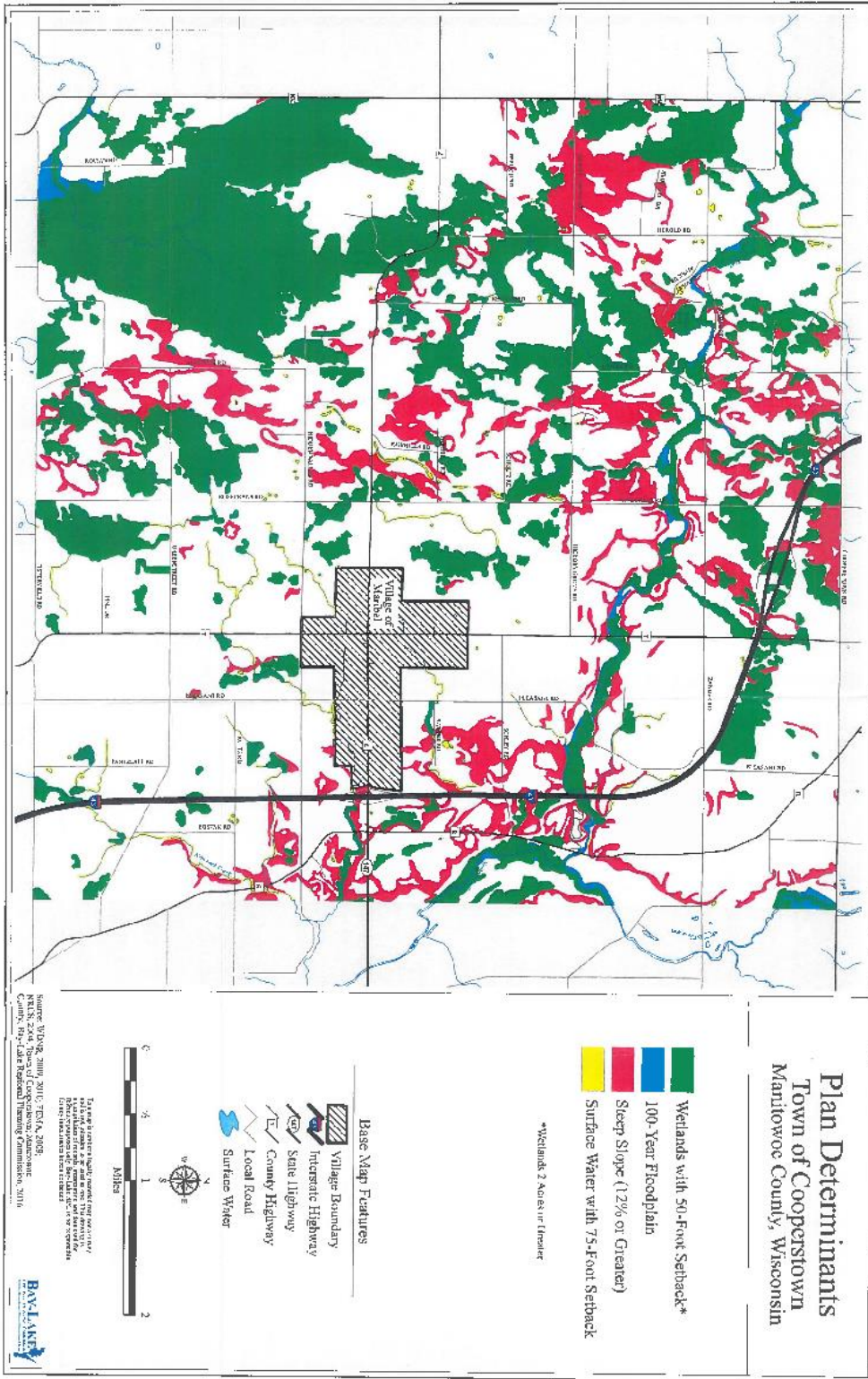
- Balancing individual property rights between community wide interests and goals;
- Maintaining the town's rural and open space character;
- Preserving productive farmlands and agricultural land uses within the town;
- Steering residential developments to appropriate areas designated within the town in order to minimize land use conflicts;
- Recognizing the value of environmental corridors and wildlife habitats by steering development away from these areas;
- Promoting environmental corridors to serve as natural buffers which will help lessen conflicts;
- Steering more intensive development toward the village of Maribel in order to promote more efficient development patterns;
- Cooperating with Manitowoc County, adjacent counties and surrounding towns;
- Identifying enough land to accommodate a variety of developments over a 20 year planning period.

The effect that this comprehensive plan will have on the town is twofold: First, it identifies a responsible program to improve the overall condition and delivery of public facilities and services; and second, it provides a future development scheme which is not only cost-effective but is also compatible with the town's existing development pattern and provides for the achievement of the town's vision and goals outlined within the plan. In simple terms, the town must not only plan for new development that may occur, but must also plan on the timing and location of the new development that is within the framework of this plan design. To accomplish this, the Town Board, Town Plan Commission and all town residents must work together in an organized and cooperative manner on all future planning efforts within the community. This may require cooperative agreements and joint planning with the adjoining towns and the county.

Map 8.1: Land Use: Town of Cooperstown



Map 8.2: Plan Determinants, Town of Cooperstown



Map 8.4

General Plan Design

Town of Cooperstown

Manitowoc County, Wisconsin

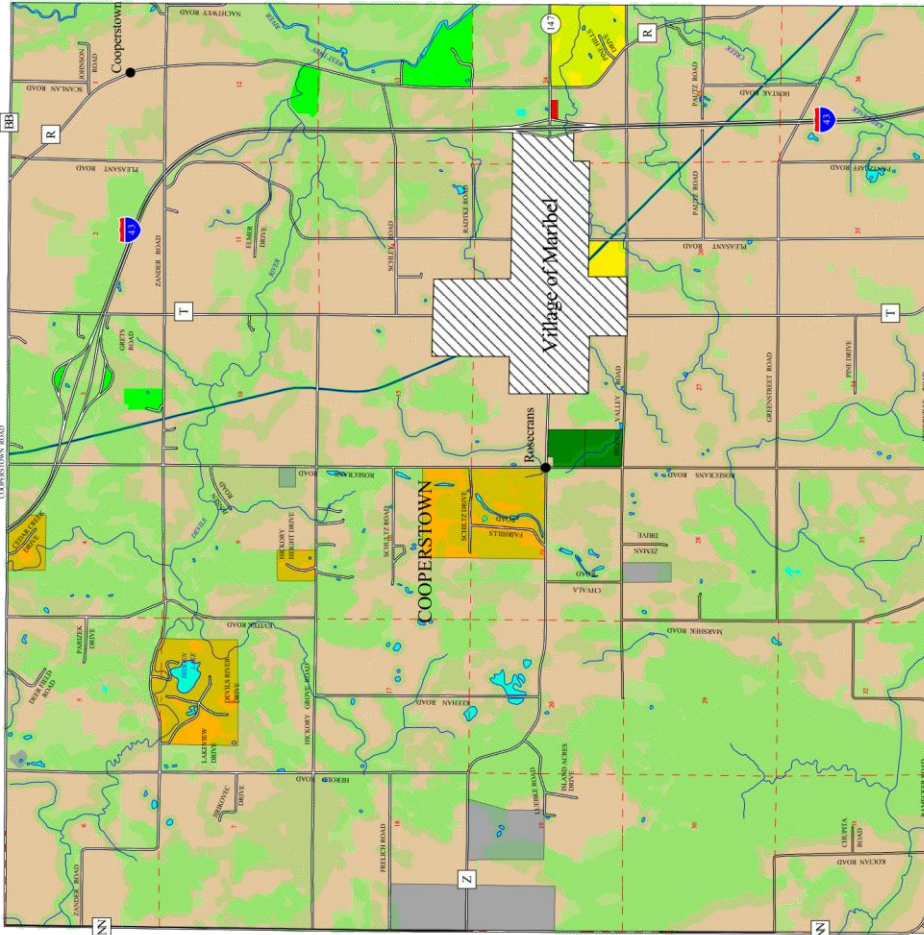
- Agriculture
 - Rural Residential
 - Rural Residential Infill
 - Non Metallic Mining
 - Parks and Open Space
 - Commercial
 - Woodlands, Wetlands, Undeveloped Open Space
 - Transportation
 - Environmental Corridor Including 100 Foot Buffer of:
 - WDNR Wetlands
 - 100 - Year Floodplain
 - Slope Greater than 12%
 - 75 - Foot Water Setback
- This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for planning purposes. The Town of Cooperstown is not responsible for any inaccuracies herein contained.

Map Features

- Village of Maribel
- Unincorporated Community
- Federal Highway
- State Highway
- County Highway
- State Lands
- Water Feature
- Local Road
- Surface Water Features
- Railroad Corridor
- Section Line
- Section Number



Source: Bay-Lake Regional Planning Commission, 2003.



8-35

Chapter 9 - IMPLEMENTATION

INTRODUCTION

The final element in the Town of Cooperstown's comprehensive plan is the implementation of the plan recommendations. The plan's implementation can take the form of:

1. Carrying out the recommendations in the plan for specific projects, for example, creating an Official Map;
2. Using the plan as a guide to public and private decision-making on matters that relate to the development of the town, for example, a rezoning request or a capital expenditure, and;
3. Reviewing and amending the plan as changes in the demographics, economy or political climate changes.

This chapter provides information on the comprehensive plan amendment/update process and its overall use by the town of Cooperstown. More specific information on various statutory powers which the town may utilize to implement the *Town of Cooperstown's 20-Year Comprehensive Plan* is also included in this chapter.

Role of the Plan

The comprehensive plan must be in conformance with land controls governing within the town. When reviewing any petition or when amending any land controls within the town, the plan shall be reviewed, and a recommendation will be derived from its identified statements, goals, objectives, vision statement and General Plan Design. Future town decisions that are inconsistent with the comprehensive plan may require formal amendment(s) of the plan.

Role of the Elected Officials

The elected officials must make their decisions from the standpoint of overall community impact-tempered by site specific factors. In this task they must balance the recommendations made by plans and policies, the objectives of the applicant, the technical advice of staff, and the politically neutral recommendations of advisory boards, with their own judgment on the matter at hand.

LAND USE PLANNING CONTROLS RECOMMENDATIONS

Zoning

The Town of Cooperstown is under the authority of the Manitowoc County Zoning Ordinance administered by Manitowoc County, Wisconsin. Many of the future land uses may need re-zoning in order to take place. The Town will also need to stand firm on minimum zoning standards regarding natural features and should veto attempts to relax or diminish the intent and effect of these regulations.

- A comparison between the preferred land uses and the County Zoning Ordinance and Zoning Map to determine compatibility of text and realignment of boundaries within various districts should take place. The Town of Cooperstown should work with Manitowoc County in amending the County Zoning to reflect the town's desires, which may mean the development of additional zoning districts or overlay zoning districts.
- Work with the county in identifying standards for lighting, and landscaping in order to best protect the rural look of the town, regarding future commercial and industrial uses.

Official Maps

Under §62.23(6), the city council/village board/town board (under village powers) "may by ordinance or resolution adopt an official map showing the streets, highways, parkways, parks and playgrounds laid out, adopted and established by law." "The council/board may amend the map to establish the exterior lines of planned new streets, highways, parkways, parks, or playgrounds, or to widen, narrow, extend or close existing streets, highways, parkways, railroad rights-of-way, public transit facilities, waterways, parks or playgrounds." Once an area is identified on an official map, no building permit may be issued for that site, unless the map is amended.

The official map serves several important functions:

1. It helps assure that when the town acquires lands for roads, etc., it will be at a lower vacant land price;
2. It establishes future roads that sub dividers must adhere to unless the map is amended; and,
3. It makes potential buyers of land aware that land has been designated for public use.
 - Given the rural character and abundance of agricultural lands in the town of Cooperstown, it is recommended that the town begin the official map process in specific areas where more intensive development is to take place, (adjacent to the village of Maribel) as opposed to the entire town.
 - Another option is to require Area Development Plans prior to the approval of certified survey maps or subdivision plats. It is important to note that the villages of Maribel and Denmark currently have a right to exercise extra-territorial plat review over the town, and thereby influence the division of land within 1.5 miles of its border with the town. The town would have discretion in the design of the development plan and in most instances the villages of Maribel or Denmark would have approval authority of any Area Development Plans within 1.5 miles of the villages. If approved, the plans would be incorporated as part of the official map. Thus, developers would be required to ensure the town that their proposals will result in planned, orderly growth and development. In effect, roads and utilities would be planned to include areas beyond the land proposed to be platted. This would help the town avoid dead ends and looped streets that are characteristic of developments that have not considered adjacent lands owned by other parties.

Sign Regulations

The town may wish to adopt stricter sign controls than the county's in order to preserve the rural look and character that the town currently maintains, especially as commercial businesses develop within the town along transportation corridors, as well as in adjoining communities.

Erosion and Storm Water Control Ordinances

Under § 61.354 of the Wisconsin Statutes, the town may enact a construction site erosion control and storm water management-zoning ordinance. Manitowoc County has an adopted Erosion Control ordinance in place. The purpose of such an ordinance is to protect water quality and to minimize the amount of sediment and other pollutants carried by runoff or discharged from construction sites to lakes, streams, and wetlands.

- The town of Cooperstown should support this type of ordinance and work with the county to develop, adopt, and ensure compliance by developers. In the future, the town may wish to

enforce such an ordinance themselves, though it is not recommended that the town undertake this responsibility within the planning period.

Design Review Ordinances

Design review can accompany many different development aspects and will assist communities in achieving the identified look and character they expressed within their vision statements and goals. These ordinances however, need to be based upon well-defined sets of criteria. The town may wish, in the future, to explore the use of such ordinances to promote a specific look for an identified area within the town. Such areas may be along lands designated as industrial or along areas that have established commercial businesses (which are identified in this plan). Signage, lighting, exterior building material types and colors would be specifically identified within the ordinance.

Floodplain Ordinance

Manitowoc County regulates through its Floodplain ordinance development within the designated FEMA floodplain areas. These regulations will limit development within identified areas. In some instances it will be important to re-adjust the floodplain boundaries in specific areas or within the entire town. To do so the town must follow three steps:

1. Hire an engineering firm to conduct hydrologic and hydraulic engineering models to calculate floodplain boundaries for the specified area.
2. Submit the re-calculated floodplain boundaries to the WDNR Bureau of Watershed Management and the FEMA for their review.
3. If approved, amend existing zoning maps to reflect the re-calculated floodplain boundaries.

Sanitary Codes

The town will need to work with Manitowoc County to ensure that strict compliance with all sanitary codes is adhered to within the town. Groundwater protection is of great importance to the town and surrounding communities. Uncontrolled waste can have detrimental and wide ranging impacts on health and property values. The town will review code enforcement with the county to determine its effectiveness within the town, and the town will stay informed on any future changes to code minimum standards, which may impact residents and their lands.

COMPREHENSIVE PLAN INTERNAL CONSISTENCY

The comprehensive plan was developed sequentially in order to develop a plan with supportive goals, objectives, policies, and programs. Utilizing a community survey as a base, key issues were identified within each of the nine elements of the plan. Using these issues along with factual information regarding natural features, past population and housing data and infrastructure, a set of goals, objectives, policies and programs were developed in order to determine a desired vision, which would be used throughout the planning period. The identified vision, goals and strategies expressed within this plan were utilized to determine the final General Plan Design as well as the specified implementation actions the town will undertake throughout the planning period. Any amendment to the plan shall be accompanied with an overall review of the nine elements along with their identified goals, objectives, policies and programs, in order to ensure that inconsistency within and between elements does not occur in the future.

IMPLEMENTATION STEPS

PROCESS FOR UPDATING PLAN

As directed by s66.1001, any plan commission or other body of a local governmental unit authorized to prepare or amend a comprehensive plan may recommend the adoption or amendment of a comprehensive plan only by adopting a resolution by a majority vote of the entire commission (or governmental unit). This plan shall be amended/updated following s66.1001 (4)(b) and the adopted written community procedures for fostering public participation.

ACTION PLAN

The following is a summary of the key implementation activities that should be followed to ensure that progress is made after the adoption of the comprehensive plan. - The actions are as follows:

Table 9.1 lists a summary of the town’s adopted goals, objectives, programs and recommendations followed by a suggested timetable for the action to be taken and a list of agencies and departments that might assist with implementation of the programs and recommendations.

The primary responsibility for implementing the recommendations contained herein lies with the town’s elected officials (the town board). Secondary responsibility for carrying out the actions recommended in the plan lies with the commission and committees that are formed and appointed by the town board, i.e. the Plan Commission and any other ad hoc or special committees named by the town chairman or board.

Table 9.1: Town of Cooperstown *Smart Growth* Implementation Plan

Comprehensive Planning Goal: *The town of Cooperstown’s planning goal is to ensure that the adopted 20 Year Smart Growth Comprehensive Plan is consistent with state statutes (s. 66.1001); to protect the interests of all of its residents and to follow an orderly and cost efficient method of development.*

| Implementation of Planning Goal, Planning Objectives and Programs | Time Period | Cooperating Agencies/Departments and Technical Assistance |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------|------------------------------------------------------------------|
| 1. Refer to the plan as the primary guide for recommendations to the Town Board regarding current and future land uses. | Ongoing | Manitowoc County Planning and Park Commission |
| 2. Review adopted town and county ordinances, and amendments thereto, as they relate to the implementation of this plan. | Ongoing | Manitowoc County Planning and Park Commission |
| 3. Work with Manitowoc County to update the zoning map to ensure its consistency with the General Plan Design Map and text - within this 20 year comprehensive plan. | Ongoing | Manitowoc County Planning and Park Commission |

| Implementation of Planning Goal, Objectives and Programs (Comprehensive Planning continued) | Time Period | Cooperating Agencies/Departments and Technical Assistance |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------|--------------------------------------------------------------------------------------------------------------------------|
| 4. Hold Town Plan Commission meetings/working sessions to periodically review the adopted 20 year comprehensive plan and make amendments to accommodate changing conditions following the guidance of s. 66.1001. | Ongoing as required | Manitowoc County Planning and Park Commission |
| 5. Hold community planning related education meetings to publicize ongoing planning projects and plan implementation projects listed/identified within the comprehensive plan to gain new insight, provide for new ideas, promote support, and to educate the public. | | Village of Maribel, Towns of Gibson, Kossuth, Franklin (Manitowoc County) |
| 6. Encourage cooperation and communication between the town, neighboring municipalities, and county government in implementing the 20-year plan. | | Denmark, Town of Franklin (Kewaunee County) , Village of Denmark, towns of Morrison, New Demark, Glenmore (Brown County) |

Agricultural, Natural and Cultural Resources The detailed agricultural, natural and cultural resource goals, principles, objectives and programs, as well as a detailed inventory of natural resources is contained within Chapter 2 of the adopted *Town of Cooperstown 20 Year Smart Growth Comprehensive Plan*.

Agricultural Development/Preservation Goals: 1. *Preserve the most productive farmland in the town for continued agricultural use.* 2. *Protect the existing farm operations from conflicts with incompatible uses.*

| Implementation of Agricultural Land Use Programs and Recommendations: | Time Period | Cooperating Agencies/Departments and Technical Assistance |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------|------------------------------------------------------------------|
| 1. Identify and promote innovative programs which ensure the protection of farmlands - such as Transfer of Development Rights and Purchase of Development Rights. | Ongoing | Manitowoc County Park & Planning Commission |
| 2. Meet and consult with the nearby communities, the three counties, BLRPC and the state to ensure cooperation in future land use planning - especially with those lands on the periphery of the town and within the extraterritorial planning areas of other communities. | | Manitowoc County Soil & Water Conservation Department |
| 3. Preserve, where appropriate, agricultural lands and open spaces. | | Wisconsin Department of Natural Resources |
| 4. Low density residential development - Future residential development should be directed toward residential areas identified on the General Plan Design Map. | | Wisconsin Department of Agriculture |
| 5. Implementation of Agricultural Land Use Programs and | | |

| | | |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------|------------------------------------------------------------------|
| Recommendations: | | UW Extension Office |
| Encourage natural buffers for development. Adequate buffers are encouraged between farming and non-farming operations in these areas in order to lessen conflict between land uses. Decisions to allow residential development in areas identified for agricultural uses should be limited and decisions to approve or deny must be based on sound land use planning criteria. | Time Period | Cooperating Agencies/Departments and Technical Assistance |
| 6. Address large scale farming operation issues. | | |
| 7. Discuss several issues including the potential impacts that these corporate farms pose to the environment, as well as how mega-farms can affect a community's character. Several issues may include the spreading of animal waste, maintenance of local roads, etc. | | |

Natural Resources Goals: *1. Preserve the beauty of the natural landscape. 2. Protect the town's important natural landscape features including its woodlands, wetlands, floodplains, streams, lakes, and steep slopes. 3. Protect the town's air and water quality.*

| Implementation of Natural Resource Planning Programs and Recommendations | Time Period | Cooperating Agencies/Departments and Technical Assistance |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------|----------------------------------------------------------------------------------------------|
| 1. Work with Manitowoc, and adjoining Counties on informational programs and brochures regarding natural resources to educate and inform the public. | Ongoing | Wisconsin Department of Natural Resources |
| 2. The town and the county Planning Commission will further explore ways to best utilize or preserve natural features within the town's planning area. | Ongoing | Manitowoc County Planning and Park Commission |
| 3. Work to ensure enforcement of floodplain zoning, conservancy zoning and shoreland zoning ordinances to protect water quality. | Ongoing | US Fish and Wildlife Service |
| 4. Consider utilization of the state and federal grant programs to obtain funding for programs to protect and improve the water quality of the town's surface waters and their ecosystems. | Ongoing | Manitowoc County Soil & Water Conservation Department Wisconsin Department of Agriculture |

Sand and Gravel Mining Resources Goal: *Future mining sites will not negatively impact the environmental features within the town's planning area or its existing developments.*

Environmental features within the Town's planning area or it's existing developments.

| Implementation of Sand and Gravel Mining Resource Planning Programs and Recommendations | Time Period | Cooperating Agencies/Departments and Technical Assistance |
|-----------------------------------------------------------------------------------------------------------------------------------------------------|--------------------|------------------------------------------------------------------|
| 1. Work cooperatively with sand and gravel extraction industries to improve and maintain town roads servicing the sand and gravel extraction sites. | | |

Historic, Archeological and Cultural Sites Goal: *Historic, archeological and cultural locations and structures will be preserved, where appropriate.*

| Implementation of Historic, Archeological and Cultural Sites Planning Programs and Recommendations | Time Period | Cooperating Agencies/Departments and Technical Assistance |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------|------------------------------------------------------------------|
| 1. Work with federal, state and county agencies to ensure all sites are identified and appropriately protected. | Ongoing | Wisconsin State Historical Society |
| 2. Town officials and interested citizens should work with the State Historical Society and local groups to explore the future integration of these areas into possible recreation sites. | | Manitowoc County Historical Society |

Groundwater and Surface Water Goals: *1. Maintain or improve groundwater and surface water quality within the town. 2. Development adjacent to rivers, lakes, streams, and wetlands will be carefully planned in order to not negatively impact these areas. 3. Buffer all new development from significant natural resources (wetlands and steep slopes) by adopting a 100-foot minimal setback requirement.*

| Implementation of Groundwater and Surface Water Planning Programs and Recommendations | Time Period | Cooperating Agencies/Departments and Technical Assistance |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------|-----------------------------------------------------------|
| 1. Assist with development of long-range plans (Wellhead Protection of Source Water Protection plans) | Ongoing | Manitowoc County Park & Planning Commission |
| 2. Work jointly with neighboring communities, the counties and state agencies to develop and adopt protective measures to preserve the town's groundwater supply. | | Manitowoc County Soil & Water Conservation Department |
| 3. Local landowners should be encouraged to follow stormwater management plans, agriculture "Best Management Practices", erosion control ordinances, etc., to preserve water quality. | | Wisconsin Department of Natural Resources |

Wildlife Resources Goal: *Maintain the town's diverse wildlife habitat for all town residents to enjoy.*

| Implementation of Wildlife Resource Planning Programs and Recommendations | Time Period | Cooperating Agencies/Departments and Technical Assistance |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------|-------------------------------------------------------------------------------------------|
| 1. Work with federal, state and county agencies for habitat protection. | Ongoing | Wisconsin Department of Natural Resources |
| 2. Build partnerships with other interests such as hunting and fishing local chapters WDNR, Ducks Unlimited, Trout Unlimited, National Wild Turkey Federation, Whitetails Unlimited, Prairie Enthusiasts, the Nature Conservancy, and local land trusts. | | Manitowoc County Park & Planning Commission |
| 3. Work with private landowners to promote sustainable woodlot management practices. | | Manitowoc County Soil & Water Conservation Department US Fish and Wildlife Service |

Parks and Recreational Lands Goal: Ensure that residents have adequate and accessible recreational sites within the town that provide opportunities for as wide a range of recreational activities as is practical.

| Parks and Recreational Lands Planning Activities | Time Period | Cooperating Agencies/Departments and Technical Assistance |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------|-----------------------------------------------------------|
| 1. Work with the county and state in identifying future recreational areas. | Ongoing | Wisconsin Department of Natural Resources |
| 2. Work with adjoining towns to design interconnecting trailways; explore all available resources to further enhance the quality of the town's recreational systems. | | Manitowoc County Park & Planning Commission |
| 3. Obtain grants and aids from Wisconsin Department of Natural Resources to maintain and improve existing recreational sites to create additional recreational opportunities and recognize the potential of public and private donations for funding park system improvements. | | Manitowoc County Soil & Water Conservation Department |
| 4. Work toward taking a more active role in the promotional development and maintenance of Maribel-Cherney Caves County Park, and enhancing the town's recreational opportunities. | Ongoing | US Fish and Wildlife Service |

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| 5. The town should take part in any planning efforts concerning additional recreational lands, within the county, with School Districts and neighboring areas. | | |
| 6. Continue to support the use of snowmobile trails within the town. | | |
| 7. Use the town's official mapping powers to preserve any areas the town designates for future park and recreational uses. | Ongoing | |
| 8. Support access for the disabled, elderly and very young when planning/designing/coordinating and constructing any new recreation projects, including parking, trails, etc. | Ongoing | |
| 9. The Town Board or their representative should work with the county, School Districts and adjacent municipalities in identifying area-wide recreational opportunities - especially any update to the Manitowoc County Park and Recreation Plan. | | |
| | | |

Housing and Population: The detailed housing goals, principles, objectives and programs, and detailed inventory of housing resources is contained within Chapter 3 of the adopted *Town of Cooperstown 20 Year Smart Growth Comprehensive Plan*. Recommendations are also summarized in Chapter 8 of the document.

Housing Goal: *Provide for a variety of quality housing opportunities for all segments of the town's current and future population.*

| Implementation of Housing Planning programs and Recommendations: | Time Period | Cooperating Agencies/Departments and Technical Assistance |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1. Consider newer development techniques (i.e. conservation subdivision designs within the town). | Ongoing | Department of Administration – Division of Housing and Intergovernmental Relations (DHIR) Wisconsin Housing and Economic Development Authority (WHEDA) US Department of Agriculture - Rural Development (USDA-RD) Department of Housing and Urban Development (HUD) |
| 2. Work with the state, county and BLRPC to monitor the town’s population characteristics to stay informed of changing demographics and characteristics of the town. | | |
| 3. Identify areas for a future mix of residential development (with a variety of minimum densities) to help in establishing a housing stock that meets differing needs of the community. | | |
| 4. Assist the county in reviewing existing zoning and subdivision ordinances to identify antiquated standards that limit certain housing choices, and to measure impacts that current ordinances have on the town’s housing stock and future choices. | | |
| 5. Work with the county on any future controls affording more flexibility in regulations allowing for a greater variety of housing choices to include considering Conservation Subdivisions and clustering. | | |

Economic Development: The detailed economic development goals, principles, objectives and programs, and detailed inventories of resources are contained within Chapter 4 of the adopted *Town of Cooperstown 20 Year Smart Growth Comprehensive Plan*. Recommendations are also summarized in Chapter 8 of the document.

Economic Development Goals: 1. Have balanced development in the Town of Cooperstown providing jobs for residents, increasing personal income while protecting and enhancing the town’s environmental assets and existing residential developments. 2. Prime farmlands have been protected for future agricultural businesses.

| Implementation of Economic Development Programs and Recommendations | Time Period | Cooperating Agencies/Departments and Technical Assistance |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------|----------------------------------------------------------------------------------------------------------------------------------------------------|
| • Direct future businesses to areas specified in this plan. | Ongoing | US Department of Commerce US Department of Agriculture Wisconsin Department of Commerce UW Extension Bay-Lake Regional |
| • Light industrial development shall be required to locate in areas deemed fit for the type while not creating land use conflicts and where municipal services can be provided economically. | | |
| • Control the amount of signage, lighting, landscaping, buffering, and access of business sites throughout the town especially along major corridors and areas of scenic importance. | | |
| • Ensure that home occupations conform to current zoning minimums, and that businesses do not become a nuisance to surrounding residences. | | |

| | | |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> Encourage commercial and industrial growth to locate within or adjacent to the village of Maribel in order to support local service areas and to prevent the spread of incompatible uses. | | <p>Planning Commission</p> <p>Manitowoc County Economic Development Group</p> |
| <ul style="list-style-type: none"> Follow the Comprehensive Plan’s strategy on development within the town through the zoning review process, limiting non-agricultural development in areas of prime farmland | <p>Ongoing</p> | <p>Manitowoc County Soil & Water Conservation Department</p> <p>Manitowoc County Planning and Park Commission</p> <p>UW Extension Office</p> <p>US Department of Agriculture</p> |
| <ul style="list-style-type: none"> Preserve prime farmlands. | | |

Transportation: The detailed transportation goals, principles, objectives and programs, and detailed inventory of resources is contained within Chapter 5 of the adopted *Town of Cooperstown 20 Year Smart Growth Comprehensive Plan*. Recommendations are also summarized in Chapter 8 of the document.

Transportation Goal: *Through its comprehensive planning program the town of Cooperstown seeks to establish a safe and efficient transportation system for motor vehicles, pedestrians, and bicycles that is compatible with the town’s 20 year Smart Growth Comprehensive Plan.*

| Implementation of Transportation Recommendations: | Time Period | Cooperating Agencies/Departments and Technical Assistance |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------|--------------------------------------------------------------------------------------|
| 1. Work with the Manitowoc County Highway Commission, the Wisconsin Department of Transportation and the Manitowoc County Highway Safety Commission to provide an ongoing assessment of town road safety and efficiency. . | Ongoing | Wisconsin Department of Transportation (WisDOT) |
| 2. Work with the Manitowoc County Highway Commission and the Wisconsin Department of Transportation to ensure safe and efficient access to I-43 and major collector roads (CTH R, CTH T, CTH BB and CTH Z). | Ongoing | Manitowoc County Highway Department Manitowoc County Planning and Park Commission |
| 3. Impose County Access Controls on CTH R | Ongoing | Bay-Lake Regional Planning Commission |
| 4. Employ adequate design standards for town roads | Ongoing | |

Utilities and Community Facilities

The detailed utilities and community facilities goals, principles, objectives and programs, and detailed utilities and community facility inventory and recommendations are contained within Chapter 6 of the adopted *Town of Cooperstown 20 Year Smart Growth Comprehensive Plan*. Recommendations are also summarized in Chapter 8 of the document.

Utilities and Community Facilities Goal: *All town residents have an appropriate level of services available to them.*

| Implementation of Utility and Community Facilities Recommendations | Time Period | Cooperating Agencies/Departments and Technical Assistance |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------|-----------------------------------------------------------|
| 1. Oversee the town's protective service agreements in order to ensure that the town continues to receive effective and efficient law enforcement, fire and emergency/medical services. | Ongoing | Manitowoc County Planning and Park Commission |
| 2. Plan cooperatively with select service providers when constructing/upgrading telecommunication, cable, electrical and natural gas services. Future control ordinances should be considered/adopted to limit possible negative impacts (i.e. communication towers, wind turbines, industrial and agricultural digesters, etc.). | | |
| 3. Construct a new community center located in a favorable locations per Town Board and Citizen input. | Ongoing | Bay-Lake Regional Planning Commission |
| 4. Coordinate with Manitowoc County relative to providing a higher level of maintenance and security and the potential for expansion of the Maribel Cherney Caves County Park. | Ongoing | |
| 5. Develop additional applicable permit processes with appropriate fees. | Ongoing | |

Intergovernmental Cooperation Goal: Foster cooperation between the Town of Cooperstown and any other governmental agency that makes decisions impacting the town.

| Implementation of Intergovernmental Cooperation Planning Activities and Recommendations: | Time Period | Cooperating Agencies/Departments and Technical Assistance |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1. Town Board or its representative (as the responsible party) monitor/work with the DNR, Army Corps of Engineers and the Environmental Protection Agency to ensure compliance with water quality regulations, in developing controls preserving ground water resources, etc. | Ongoing | Bay-Lake Regional Planning Commission Manitowoc County Planning and Park Commission |
| 2. Enter into mutual assistance agreements with adjoining communities to provide essential services. | Ongoing | Village of Maribel, Towns of Gibson, Kossuth, Franklin (Manitowoc County) Denmark, Town of Franklin (Kewaunee County) , Village of Denmark, towns of Morrison, New Demark, Glenmore (Brown County) |

Land Use

Rural Residential Land Use Goal: As residential development pressures continue, the town must closely monitor the proposed types of development regarding their impacts on the natural resources and rural nature of the town. The General Plan Design identifies one area for small lot residential growth within the town, several areas for infill residential development on moderately sized lots; and one area for future land-reclamation and conversion to residential use.

| Implementation of Rural Residential Land Use Recommendations: | Time Period | Cooperating Agencies/Departments and Technical Assistance |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------|-----------------------------------------------------------|
| 1. | | |
| 2. Two nonmetallic mining operations located in the western portion of the town along CTH N are also designated as future residential growth areas. When the resources in the two pits are depleted and exhausted the areas will need to be reclaimed pursuant to the county ordinance. | Ongoing | Manitowoc County Planning and Park Commission |
| 3. The town should work closely with the county to set standards for all new residential buildings to ensure that quality housing development will occur.. | | Bay-Lake Regional Planning Commission |
| 4. Future residential developments shall follow County zoning guidelines. | | |

Rural Residential Infill Land Use Goal: Provide for spacious living environments while allowing for a mixture of uses to help preserve the town’s rural nature and ensure that there will be less conflicts between incompatible land uses.

| Implementation of Rural Residential Infill Land Use Recommendations: | Time Period | Cooperating Agencies/Departments and Technical Assistance |
|---------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------|----------------------------------------------------------------------------------------|
| 1. Infilling of existing vacant residential lots is permitted. This is designed to control the scattering of development throughout the town. | Ongoing | Manitowoc County Planning and Park Commission Bay-Lake Regional Planning Commission |
| 2. New residential development types (single-family and multi-family) should conform with surrounding uses. | | |
| 3. Developments should maintain the rural character. | | |
| 4. A mixture of farming uses are allowed in this category. These farming uses should be compatible with other surrounding land uses to limit conflicts. | | |
| 5. Detailed site plans approved by the town shall guide any subdivision development of the areas. | | |

Commercial Land Use

The Town does not intend to actively pursue large commercial land use development during the twenty year planning period. Therefore, the town has not designated sites for future commercial development, other than those commercial developments currently in operation within the town. It is expected that future businesses will locate in and be directed to the village of Maribel and/or village of Denmark where adequate infrastructure is available.

| Implementation of Commercial Land Use Recommendations: | Time Period | Cooperating Agencies/Departments and Technical Assistance |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------|----------------------------------------------------------------------------------------|
| 1. Existing Commercial uses located within the town are envisioned to continue. Those businesses that are in current commercial operations will continue to function throughout the 20-year planning period. | Ongoing | Manitowoc County Planning and Park Commission Bay-Lake Regional Planning Commission |
| 2. Access to the designated commercial area should be maintained to one or two areas and not individual lots along the roadways. This will provide for more efficient traffic flow and safety. In addition, commercial developments should allow for shared parking and driveways, have ample landscaping to break-up the parking areas as well as to shield the view from the roadway, and do not negatively impact the town’s rural atmosphere. | | |
| 3. Commercial signage will continue to be controlled. In order to control signs appearances, rather than allowing signs to control the town’s appearance, the town will need to address signage regulations. Several sign designs that are inflatable, glittering, flashing, rippling, sparkling, have strings of lights, made with tinsel, “pom poms”, | | |

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|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--|--|
| <p>pinwheels, pennants, banners, and streamers can have the potential to degrade the rural character of the town. It is also recommended that blaring lights, changeable lettering, electronic messaging, and trademark colors be prohibited because they are often deemed disruptive.</p> | | |
| <p>4. Home-based businesses are envisioned to remain and are permitted. The town will need to ensure that existing home occupational businesses do not outgrow their current location or become nuisances to adjoining land owners. Home occupational businesses may need a zoning change to continue to operate or may need a conditional use permit.</p> | | |
| <p>5. Monitor the capacities of the infrastructure and community services needed to accommodate this new development.</p> | | |

Industrial Land Use

| Implementation of Industrial Development Recommendations: | Time Period | Cooperating Agencies/Departments and Technical Assistance |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>1. Review industrial development requests for community cohesiveness to the local and regional land use plans.</p> | Ongoing | <p>Manitowoc County Planning and Park Commission</p> <p>Bay-Lake Regional Planning Commission</p> <p>Wisconsin Department of Natural Resources</p> <p>Manitowoc County Highway Department</p> |
| <p>2. It is the recommendation of the town that existing industrial lands remain throughout the planning period..</p> | | |
| <p>3. If light industry is to locate within the town, it shall be compatible with the character of the town. Any new industry allowed must be consistent with the scale of the town, and be environmentally sound. Industrial developments shall incorporate buffers to lessen conflicts and maintain the rural character of the town.</p> | | |
| <p>4.</p> | | |
| <p>5. Redevelopment of existing industrial sites. This plan is recommending the assessment and cleanup of any environmentally contaminated sites. The town should have any potential sites evaluated and devise a plan for the redevelopment of contaminated areas. Since the nature of the contamination and clean up for these areas differs by site, the redevelopment plans for each specific site may also differ.</p> | | |
| <p>6. When industrial development is proposed within the town the Town Plan Commission and Town Board must closely monitor the capacities of the infrastructure and community services that accommodate this new development and weigh the future costs to benefits.</p> | | |

| Implementation of Governmental/Institutional Land Use Recommendations | Time Period | Cooperating Agencies/Departments and Technical Assistance |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------|-----------------------------------------------------------------------------------------|
| 1. Town Hall Expansion. If the town is in a situation where additional governmental or utility services are considered for the town, the lands adjacent or nearby the existing town hall or a new location should be considered. Also continue the maintenance of the structure throughout the planning period. | Ongoing | Manitowoc County Park & Planning Commission Manitowoc County Sheriffs Department |
| 2. Work with Manitowoc County - to ensure that at risk private wells are monitored throughout the township.. | | Manitowoc County Soil & Water Conservation Department |
| 3. Apply for grants and other aides to assist the town in providing needed services | | Wisconsin Department of Natural Resources |
| 4. Explore options of maintaining the high level of services from the Manitowoc County Sheriffs Department | | |
| 5. Support the updating of the Manitowoc County Zoning Ordinance. | Ongoing | Adjoining towns and counties |
| 6. | | |

Environmental Corridors:

| Environmental Corridor Land Use Recommendations | Timetable | Cooperating Agencies/Departments and Technical Assistance |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------|-------------------------------------------------------------------------------|
| 1. Maintain a 100-foot buffer between all future development and the significant sensitive natural features located within the town including areas such as but not limited to wetlands and wooded areas. | Ongoing | Manitowoc Planning and Park Commission |
| 2. Utilize existing natural areas to enhance the character of the town by preserving large natural areas and/or features within possible subdivisions to enhance/retain buffers between residential uses and transportation routes. | Ongoing | Wisconsin Department of Natural Resources US Fish and Wildlife Service |
| 3. Investigate and make recommendations to the Town Board in regard to adoptioing a “Dark Sky” (Lighting) Ordinance. | Ongoing | |

Appendix A

Open Houses and Public Hearing Record Public Hearing for the Town of Cooperstown 20-Year Smart Growth Comprehensive Plan

A public hearing to obtain public comment and input correspondent to the adoption by ordinance of the *Town of Cooperstown 20-Year Smart Growth Comprehensive Plan*, was conducted by the Town of Cooperstown Plan Commission (at the direction of the Town Board) on October 23, 2003.

The hearing was opened by the Commission Chairman and following introductions an explanation of the purpose and format of the hearing, was provided by the Commission Chairman. The Chairman then read into the record the Notice of Public hearing that had been published and posted in accordance with Chapter 985 of the Wisconsin Statutes.

The Chairman then directed Jim VanLaanen, of the Bay-Lake Regional Planning Commission, who had assisted the town with development of the comprehensive plan, to present a short summary of the plan and its implications.

Following the presentation, comments and questions were accepted from those in attendance. Provisions were also made for those that wished to present their comments in writing.

**There were no written comments presented.
Two verbal comments were recorded.**

Jeff Pritzl, Wisconsin Department of Natural Resources, voiced support and appreciation of the “natural resource element” of the plan. He then suggested that a description of the Rosecrans Wildlife Area (state owned property) be added to the recreational opportunities inventory found in Chapter 6 of the plan. In addition, he commented that the plan recommends (Chapter 2) the protection of existing grasslands and it is, in some instances, necessary to intensively manage or disturb grasslands by burning in order to rejuvenate

APPENDIX B

Public Participation Procedures

TOWN of COOPERSTOWN

COMPREHENSIVE PLAN 2020

“WRITTEN PROCEDURES TO FOSTER PUBLIC PARTICIPATION”

In accordance with Wisconsin State Statute 66.1001(4), which defines “Procedures For Adopting Comprehensive Plans”, the following adopted written procedures will be followed in order to involve the public in the comprehensive planning process to the greatest extent practicable. These written procedures will expire upon the adoption of the Comprehensive Plan by the Town Board.

Community Survey

A Town Wide Survey was drafted, mailed and its responses were tallied and summarized. The survey has and will continue to serve as further notice to the community that the town is developing a comprehensive plan and that their input is being sought to establish community needs and desires. The survey will also serve to guide the Plan Commission and town residents in developing the comprehensive plan and each of its elements.

Open Houses

A minimum of two (2) “Open Houses” shall be held in order to present information regarding the comprehensive plan. One shall be held at the “midway” point to present **background information** and the other will be held at the end of the process prior to the Town Board’s public hearing. The open houses shall be noticed in the local newspaper. In addition, the open houses will be noticed and posted in three locations by the Town Clerk. The open houses will provide the public with an opportunity to review and comment on work that has been accomplished by the Plan Commission and the Bay-Lake Regional Planning Commission.

Plan Commission Meetings

The Town of Cooperstown has established a Plan Commission which has the primary function of developing and maintaining a town comprehensive plan. This commission will develop and adopt the comprehensive plan by a **resolution** and then petition the Town Board to adopt the comprehensive plan by **ordinance**.

All meetings of the Plan Commission will be posted in advance and open to the public.

Plan Commission Adopts Plan by Resolution

The Plan Commission will adopt a **resolution** by a majority vote, recommending adoption of the Comprehensive Plan by the Town Board. The resolution by a majority vote will take place at a regularly scheduled and publicly noticed meeting of the Plan Commission. The vote shall be recorded in the official minutes of Plan Commission. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of the Comprehensive Plan.

After Adoption of a Resolution by the Plan Commission

In accordance with State Statute 66.1001(4), *Procedures for Adopting Comprehensive Plans*, one copy of the plan recommended for adoption by Plan Commission will be sent to the following:

1. Every governmental body that is located in whole or in part within the boundaries of the local governmental unit.
2. Every local governmental unit that is adjacent to the local governmental unit, which is the subject of the plan.
3. The Wisconsin Land Council

In addition, copies of the plan will be made available for public review at the nearest local library of the community and the Town Hall. Citizens will have a minimum, two week opportunity to review and provide written comments on the Comprehensive Plan. After the Town Board has received all written comment, the Town Board shall respond in writing and post their findings to the comments received as specified in State Statute 66.1001(4)(a).

Adoption of Comprehensive Plan by Town Board

After adoption of a resolution by the Plan Commission, the Town Board will adopt the Comprehensive Plan by *ordinance*. A majority vote is necessary for adoption. The Town Board will hold one public hearing at which the ordinance relating to the Comprehensive Plan will be discussed. A Class 1 notice under ch. 985 that is published at least 30 days before the hearing is held will precede the hearing. The Class 1 notice shall contain at least the following information:

1. The date, time, and place of the hearing.
2. A summary, which may include a map, of the proposed Comprehensive Plan.
3. The name of an individual employed by the town who may provide additional information regarding the proposed ordinance.
4. Information relating to where and when the proposed comprehensive plan may be inspected before the hearing, and how a copy of the plan may be obtained.

Additional Steps of Public Participation

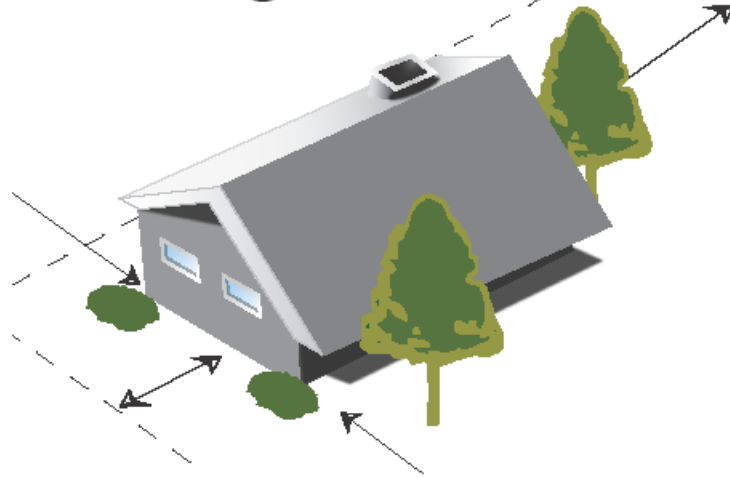
The town reserves the right to execute additional steps/means/methods in order to gain additional public participation and or additional understanding of the Comprehensive Plan and the process of its development and adoption. These optional steps may include informational memos/invitational postcards/ informational letters/or additional postings such as informational posters or fliers. The Plan Commission may wish to hold additional Open Houses or Planning Workshops at its own discretion to include meeting more than once a month.

APPENDIX C



Manitowoc County

Zoning Guide



Manitowoc County Planning and Zoning Department • 4319 Expo Drive
P.O. Box 935 • Manitowoc, WI 54221-0935 • (920) 683-4185

Prepared by: **BAY-LAKE**
REGIONAL PLANNING COMMISSION

11.04.2011

Web location/link for complete document:

<https://www.co.manitowoc.wi.us/media/3108/zoning-guide.pdf>