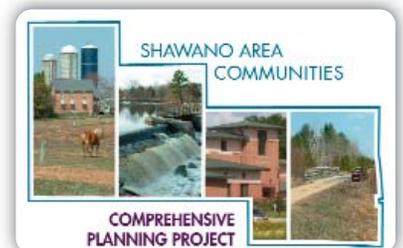


# Town of Navarino Comprehensive Plan



PLAN COMMISSION RECOMMENDED: May 13, 2008  
TOWN BOARD ADOPTION: July 8, 2008





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## Acknowledgements

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### **Town Board:**

James Johnson  
Kevin Conradt  
Steve Schinke

### **Town Plan Commission:**

Jim Johnson  
Nancy Loberger  
Dennis Peeters  
Darryll Olson  
Dean Daebler  
Jack Hillsberg  
Dan Krause

### **Shawano County Staff:**

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

### **Planning and Design Assistance by:**

VANDEWALLE & ASSOCIATES  
Cathi Wielgus, AICP, Lead Planner  
Michael Slavney, FAICP, Principal Planner  
Mark Roffers, AICP, Principal Planner  
Dana Jensen, AICP, Associate Planner  
Jessica Schmiedicke, AICP, Associate Planner  
Megan MacGlashan, AICP, Associate Planner  
Brandy Howe, Assistant Planner  
Rob Gottschalk, AICP, RLA, Principal Designer  
Justin Yonker, Assistant Designer  
Ben Webb, GIS Analyst  
David Schaefer, GIS Technician  
Andrew Curtiss, Cartographer  
Ellen Hall, Communications Manager  
Stephanie Robey, Communications Specialist  
Amy Babula, Graphic Designer  
Nicole Anderson, Planning Assistant  
Erika Rence, GIS Intern  
Drew Pennington, Growth Management Intern  
David Tollefson, Growth Management Intern  
Brittany VandeBerg, Growth Management Intern

120 East Lakeside Street  
Madison, WI 53715  
(608) 255-3988  
[www.vandewalle.com](http://www.vandewalle.com)



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## Introduction

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Located in southeastern Shawano County, the Town of Navarino is a community that is characterized by its rural character, open space, and small community feeling. The Town's fields, forests and rivers provide an attractive setting for its residents. The Navarino Wildlife Area comprises almost one half of the land area in the Town, and provides a number of recreational amenities, such as hiking, wildlife viewing, hunting, and fishing. The Town has experienced very little growth over the past 10 years and is dedicated to maintaining its rural identity. Given the range of opportunities and challenges in front of the Town, decisions that are made over the next 20 years

will help shape the Town's future. In this context, planned development in a controlled, orderly, and predictable manner is essential to preserve the Town's farmland and farmers, protect its forest land and other natural features, avoid land use conflicts, provide housing and appropriate employment opportunities, and protect and improve its rural heritage.

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### Purpose of this Plan

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The *Town of Navarino Comprehensive Plan* is intended to meet State legislation. This *Plan* will allow the Town to guide short-range and long-range growth, development, and preservation. The purposes of the *Comprehensive Plan* are to:

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

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

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

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## General Regional Context

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Map 1 shows the relationship of the Town to neighboring communities in the region. The Town is located south of the City of Shawano, southwest of the Village of Bonduel, and east of the City of Clintonville. Navarino is bordered to the north by the Town of Waukechon, to the east by the Town of Lessor, to the south by the Town of Maine in Outagamie County, and to the west by the town of Matteson in Waupaca County.

The Town is located roughly 25 miles northwest of Green Bay and roughly 25 miles north of Appleton, the largest of the Fox Cities, and 75 miles from Wausau.

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## Selection of the Planning Area

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The Town of Navarino encompasses approximately 35 square miles. The planning area includes all of the unincorporated land within the Town.

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## Regional Planning Effort

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This *Comprehensive Plan* was prepared concurrently with 25 other neighboring communities in Shawano County as part of a State-funded multi-jurisdictional planning process. In order to facilitate the process, participating communities in Shawano County were organized into three clusters. The Town of Navarino is part of the East Cluster, which is also comprised of the towns of Angelica, Belle Plaine, Maple Grove, Waukechon, Washington, the Village of Cecil, and the City of Shawano. A Countywide comprehensive plan was also prepared as part of this planning effort.

**Map 1: Jurisdictional Boundaries**



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## Chapter One: Issues and Opportunities

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This chapter of the *Plan* provides an overview of demographic trends and background information necessary to develop an understanding of the changes taking place in the Town of Navarino. This chapter includes data on population, household and employment trends and forecasts, age distribution, educational attainment levels, and employment and income characteristics. It also includes overall goals and objectives to guide future preservation, development, and redevelopment over the 20-year planning period.

### SUMMARY OF KEY ISSUES AND OPPORTUNITIES

- ◆ Attractive rural location
- ◆ Abundance of outdoor activities
- ◆ Proximity to larger city, good transportation
- ◆ Declining population
- ◆ Decreasing household size and aging population

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### Population Trends and Forecasts

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The Town of Navarino experienced an overall population decrease of 14.6 percent between 1950 and 2000, from 494 residents to 422. Navarino was not a part of the population increase experienced by the State (56.2 percent), region (66.1 percent), or the County (24.8 percent) during this time period. As shown in Figure 1, a small increase in population during the 1970s was outweighed by population decreases during the 1950s, 1960s, 1980s and 1990s. The percent decrease in Navarino's population since the 1970s (-4.1 percent) was not experienced by any of the seven surrounding towns, nor the County, region, or State. Figure 2 reflects these changes in population. Additionally, Figure 1 indicates a slight shift in the overall County population, moving away from towns and into villages or cities.

**Figure 1: Historic Population of Area Communities, 1950 – 2000**

	1950	1960	1970	1980	1990	2000
<b>Town of Navarino</b>	<b>494</b>	<b>447</b>	<b>440</b>	<b>456</b>	<b>439</b>	<b>422</b>
City of Shawano	5,894	6,103	6,488	7,013	7,598	8,298
Town of Belle Plaine	1,378	1,545	1,636	1,626	1,792	1,867
Town of Cicero	1,144	1,226	1,079	1,062	1,126	1,092
Town of Hartland	913	868	820	872	764	825
Town of Lessor	961	900	911	955	892	1,112
Town of Maine	707	685	725	816	791	831
Town of Matteson	870	829	737	844	889	956
Town of Waukechon	968	912	906	874	876	928
Shawano County	32,576	32,006	32,650	35,928	37,157	40,664
East Central Region**	366,887	413,397	475,090	511,033	542,712	609,438
Wisconsin	3,434,575	3,951,777	4,417,731	4,705,767	4,891,769	5,363,675
<i>Shawano County Town Population</i>	<i>21,553</i> <i>(66%)</i>	<i>20,805</i> <i>(65%)</i>	<i>20,970</i> <i>(64%)</i>	<i>23,002</i> <i>(64%)</i>	<i>23,608</i> <i>(64%)</i>	<i>25,805</i> <i>(63%)</i>
<i>Shawano County City and Village Population</i>	<i>11,063</i> <i>(34%)</i>	<i>11,204</i> <i>(35%)</i>	<i>11,680</i> <i>(36%)</i>	<i>12,926</i> <i>(36%)</i>	<i>13,549</i> <i>(36%)</i>	<i>14,859</i> <i>(37%)</i>

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

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

**Figure 2: Population Change (%), 1950 – 2000**

	1950- 1960	1960- 1970	1970- 1980	1980- 1990	1990- 2000	1950- 2000	1970- 2000
<b>Town of Navarino</b>	<b>-9.5</b>	<b>-1.6</b>	<b>3.6</b>	<b>-3.7</b>	<b>-3.9</b>	<b>-14.6</b>	<b>-4.1</b>
City of Shawano	3.5	6.3	8.1	8.3	9.2	40.8	27.9
Town of Belle Plaine	12.1	5.9	-0.6	10.2	4.2	35.5	14.1
Town of Cicero	7.2	-12.0	-1.6	6.0	-3.0	-4.5	1.2
Town of Hartland	-4.9	-5.5	6.3	-12.4	8.0	-9.6	0.6
Town of Lessor	-6.3	1.2	4.8	-6.6	24.7	15.7	22.1
Town of Maine	-3.1	5.8	12.6	-3.1	5.1	17.5	14.6
Town of Matteson	-4.7	-11.1	14.5	5.3	7.5	9.9	29.7
Town of Waukechon	-5.8	-0.7	-3.5	0.2	5.9	-4.1	2.4
Shawano County	-1.7	2.0	10.0	3.4	9.4	24.8	24.5
East Central Region	12.7	14.9	7.6	6.2	12.3	66.1	28.3
Wisconsin	15.1	11.8	6.5	4.0	9.6	56.2	21.4

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

Figure 3 indicates that the Town of Navarino's population is projected to continue to *decrease* over the next 20 years by 53 residents (13 percent) between 2005 and 2025. Actual future population change will depend on market conditions, attitudes about growth, and development regulations.

**Figure 3: Population Forecasts, 2005 - 2025**

	2005	2010	2015	2020	2025
<b>Town of Navarino</b>	<b>413*</b>	<b>398</b>	<b>385</b>	<b>373</b>	<b>360</b>
City of Shawano	8,488	8,526	8,632	8,722	8,799
Town of Belle Plaine	1,912*	1,957	1,999	2,036	2,072
Town of Cicero	1,113*	1,106	1,112	1,118	1,120
Town of Hartland	881*	876	900	922	943
Town of Lessor	1,225*	1,285	1,368	1,446	1,523
Town of Maine	910*	942	996	1,051	1,101
Town of Matteson	1,003*	1,028	1,059	1,087	1,113
Town of Waukechon	1,014*	1,063	1,129	1,191	1,251
Shawano County	42,029*	42,987	44,077	45,058	45,995
East Central Region	638,699*	667,636**	691,308**	714,939**	737,521**
Wisconsin	5,580,757*	5,751,470	5,931,386	6,110,878	6,274,867

\* Estimates are from Wisconsin Department of Administration, 2005

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

Source: Wisconsin Department of Administration, 2004

## Demographic Trends

Figure 4 shows trends in the Town of Navarino's age and sex distribution from 1990 to 2000 and compares these trends with the surrounding communities, the County and the State. Declining during the 1990s (29.6 percent), the 2000 percentage of the Town's population less than 18 years old (23.0 percent) was less than Shawano County's average (25.7 percent) and the State's (25.5 percent). This percentage was also lower than six of the seven surrounding towns. The percentage of Navarino's population over 65 in 1990 (9.1 percent) increased in the year 2000 (12.8 percent). The 2000 percentage was less than the State's (13.1 percent) and the County's (16.8 percent), but greater than five of the seven surrounding towns.

**Figure 4: Age and Gender Distribution, 2000**

	<b>Median Age (2000)</b>	<b>Under 18 (1990), (%)</b>	<b>Under 18 (2000), (%)</b>	<b>Over 65 (1990), (%)</b>	<b>Over 65 (2000), (%)</b>	<b>Female (1990), (%)</b>	<b>Female (2000), (%)</b>
<b>Town of Navarino</b>	<b>41.5</b>	<b>29.6</b>	<b>23.0</b>	<b>9.1</b>	<b>12.8</b>	<b>51.5</b>	<b>49.8</b>
City of Shawano	38.3	24.5	24.0	23.9	20.5	54.4	52.3
Town of Belle Plaine	44.7	23.4	19.8	17.0	18.4	48.9	49.7
Town of Cicero	33.9	32.0	29.9	11.3	9.8	47.0	46.8
Town of Hartland	33.9	29.3	31.0	11.9	12.5	45.9	48.7
Town of Lessor	33.0	34.3	30.8	11.8	9.4	47.5	47.9
Town of Maine	37.8	30.1	25.4	12.3	11.2	47.0	45.2
Town of Matteson	37.5	32.3	28.9	9.8	9.5	51.0	50.1
Town of Waukechon	38.1	25.8	28.4	17.0	12.9	46.3	47.6
Shawano County	38.5	26.9	25.7	18.0	16.8	50.1	50.1
Wisconsin	36	26.4	25.5	13.3	13.1	50.6	50.6

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

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

**Figure 5: Shawano County Age Cohort Forecasts, 2000 to 2030**

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

*Source: Wisconsin Department of Administration, 2004*

### Household Trends and Forecasts

Figure 6 compares selected household characteristics in 2000 for the Town of Navarino with surrounding towns, the County, and the State. Following national trends, the average household size declined from 2.87 in 1990 to 2.38 in 2000. The average household size in all of Shawano County in 2000 was 2.57, a decrease from 2.64 in 1990. The Town's average household size is forecasted to decrease to 2.33 by 2010, and to 2.25 by 2020. These projected household sizes are used to project future housing unit demand in the community over the next 20 years and can be found in the Land Use Chapter of this *Plan*.

**Figure 6: Household Characteristic Comparisons, 2000**

	<b>Total Housing Units</b>	<b>Total Households</b>	<b>Average Household Size</b>	<b>% Single-person Household</b>
<b>Town of Navarino</b>	<b>195</b>	<b>177</b>	<b>2.38</b>	<b>30.5</b>
City of Shawano	3,587	3,432	2.27	34.7
Town of Belle Plaine	964	738	2.41	22.2
Town of Cicero	384	370	2.95	14.3
Town of Hartland	284	280	2.95	11.4
Town of Lessor	401	378	2.94	16.1
Town of Maine	326	304	2.73	18.8
Town of Matteson	390	346	2.76	17.3
Town of Waukechon	362	337	2.75	17.2
Shawano County	18,317	15,815	2.57	24.9
Wisconsin	2,321,144	2,084,544	2.57	26.8

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

## Employment Trends

According to 2000 Census data, the majority of the 228 employed persons *living* in the Town of Navarino work in manufacturing (29.4 percent) or education, health and social services (17.9 percent). The percentage of the Town's labor force employed in each sector in 2000 is shown below:

**Figure 7: Town of Navarino Labor Force Characteristics, 2000**

Occupational Group	% of Labor Force
Manufacturing	29.4
Education, Health, Social Services	17.9
Retail Trade	9.2
Entertainment, Recreation, Accommodation, Food Services	8.3
Finance, Insurance, Real Estate, Rental, Leasing	7.3
Construction	6.9
Information	3.7
Agriculture, Forestry, Fishing, Hunting, Mining	3.7
Transportation, Warehousing, Utilities	3.2
Public Administration	2.8
Professional, Scientific, Management, Administrative, Waste Management	1.8
Wholesale Trade	1.8

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

More current employment data is available at the County level. According to Wisconsin's Department of Workforce Development, the unemployment rate for Shawano County has increased from 3.5 in 2000 to 5.0 in 2004. Jobs in services increased the most from 1996 to 2001, increasing from 8,865 jobs in 1996 to 9,711 jobs in 2001. The County also experienced a significant amount of growth in government-related jobs and a small amount of growth in goods producing services such as construction, mining, and durable goods manufacturing. More recently, in 2002 Shawano County experienced an overall decrease in employment caused mostly by declines in professional and business services, manufacturing, and trade, transportation and utilities. In 2003 an overall increase in employment was driven primarily by increases in financial activities, trade, transportation, and utilities, and education and health.

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

## Employment Projections

Forecasting employment growth for establishments located *within* the Town of Navarino is difficult because of the community's small number of employers. Employment statistics have been provided for Shawano County in Figure 8. Shawano County employment projections provided by Woods & Poole Economics, Inc. - a regional economic and demographics analysis firm - predicts the County's total employment to grow at a rate of 1.25 percent through the year 2030. The most significant expected increase in employment during this period is in government jobs. In the year 2000, 12.48 percent of all Shawano County jobs were in government. By 2030 this percentage is projected to increase to 29.33 percent. During this time frame the percentage of County employment in manufacturing, services, and farming is expected to decline slightly. Figure 9

shows that during the same time frame jobs in manufacturing, services, and farming are each expected to provide 3-4 percent fewer jobs to workers in the County.

**Figure 8: Jobs in Shawano County, 1997 – 2004**

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

\* Incomplete or unavailable data

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

**Figure 9: Shawano County Employment, 2000 – 2030**

	Percent of Jobs in 2000	Percent of Jobs in 2015	Percent of Jobs in 2030
Manufacturing	13.98%	11.15%	9.73%
Services	27.86%	22.13%	24.08%
Farming	9.32%	7.30%	5.53%
Government	12.48%	26.83%	29.23%

Source: Woods and Poole Economics, Inc., 2004 State Profile

## Education and Income Levels

Educational attainment is the highest degree or level of school completed and is one component used to assess a community's labor force potential. Educational attainment often differs by ethnicity, access to higher education, employer expectations and socioeconomic status. Figure 10 compares the educational attainment of Navarino residents to those from surrounding communities, the County and the State. According to the 2000 Census 85.0 percent of the Navarino's population age 25 and older had attained a high school level education or higher. This level is about the same as the State's (85.1 percent), but greater than the County's (81.5 percent) and all seven of the surrounding towns. Approximately 10.4 percent of this same population had attained a college level education (bachelor's degree or higher). This is greater than four of the seven surrounding towns, but less than the County (12.6 percent) and the State (22.4 percent).

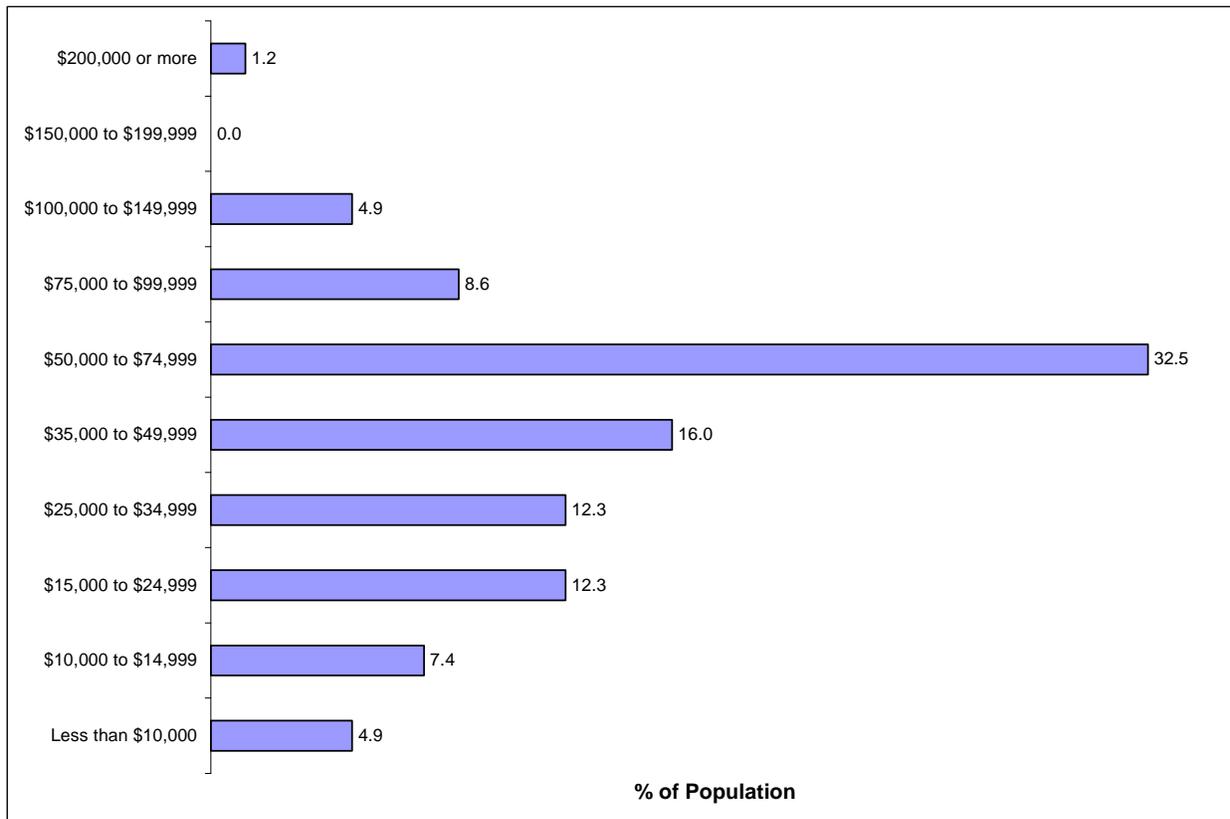
**Figure 10: Educational Attainment and Median Income Comparisons**

	<b>High School Graduate or Higher (%)</b>	<b>Bachelor's Degree or Higher (%)</b>	<b>Graduate or Professional Degree (%)</b>	<b>1989 Median Household Income (\$)</b>	<b>1999 Median Household Income (\$)</b>
<b>Town of Navarino</b>	<b>85.0</b>	<b>10.4</b>	<b>3.2</b>	<b>30,972</b>	<b>47,750</b>
City of Shawano	80.4	18.5	6.0	21,610	31,546
Town of Belle Plaine	84.1	15.4	4.6	24,832	44,100
Town of Cicero	81.3	8.9	1.9	32,794	49,625
Town of Hartland	76.7	10.6	2.1	26,875	43,026
Town of Lessor	84.3	9.4	1.9	29,219	47,969
Town of Maine	75.4	7.6	0.7	29,286	46,058
Town of Matteson	77.8	5.0	1.6	28,229	43,088
Town of Waukechon	82.0	12.9	5.9	27,778	46,000
Shawano County	81.5	12.6	3.9	23,841	38,069
Wisconsin	85.1	22.4	7.2	29,442	43,791

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

Another measure of a community’s economic well-being is the average annual income. Per 2000 Census data, the 1999 median household income in the Town of Navarino was \$47,750. This figure is greater than the County, the State and five of the seven surrounding towns. The median household income in the Town increased by 54.2 percent from 1989 to 1999, while the State’s increased by 49 percent and the County’s increased by roughly 60 percent. This increase was close to twice the rate of inflation or cost of living index (as measured by the Consumer Price Index from the U.S. Department of Labor) for the State and the Midwest Region (approximately 33 percent). As shown in Figure 11, the greatest majority of households (32.5 percent) reported an income between \$50,000 and \$74,999, followed by \$35,000 to \$49,999 (16 percent), \$25,000 to \$34,999 (12.3 percent) and \$15,000 to \$24,999 (12.3 percent). More information on income characteristics can be found in Chapter Seven: Economic Development.

**Figure 11: Town of Navarino 1999 Earned Income Distribution by Household**



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

### Summary of Public Participation

The Town’s planning process was guided by several participation events and tools, in addition to regular meeting of the Town’s Plan Commission. In order to facilitate large public meetings, participating communities in Shawano County were organized into three clusters. The Town of Navarino is part of the Eastern Cluster, which is also comprised of the towns of Angelica, Belle Plaine, Maple Grove, Washington, and Waukechon, as well as the Village of Cecil and the City of Shawano. The following is a description of the results for the Town of Navarino from each of the cluster workshops and other public participation activities.

### **Cluster Meeting: Guiding Your Community Plan Direction**

A workshop was held March 4, 2006 – “Guiding Your Community Plan Direction.” The purpose of this workshop was intended to help provide initial direction for the planning process.

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

- ◆ Rural environment
- ◆ Farm land
- ◆ Wildlife/natural areas
- ◆ Wolf River
- ◆ Good mix of farm, business, residential
- ◆ Easy access to urban areas

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

- ◆ Residential development
- ◆ Land use
- ◆ Increased costs of maintenance of infrastructure
- ◆ Development along waterways
- ◆ Traffic issues

Participants were then asked to identify their “Hopes and Dreams” for the future of the community. These included:

- ◆ Retaining rural character
- ◆ Controlling growth and development
- ◆ Economic development/tax base increase
- ◆ Increased quality employment opportunities

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

### **County Survey**

A County-wide survey was conducted as part of the Shawano Area Communities Comprehensive Planning Project. In the fall of 2006, 9,993 surveys were sent out to a representative sampling of the 16,312 total households in the County. A total of 1,014 surveys were returned. This response rate, coupled with the large percentage of County households who received the survey, provides a significant result. Statistically speaking, the response rate yields a 95% certainty that if every household in the County had responded to a given question, the responses would have varied by less than 3% from the results that were obtained through this survey.

The following is a brief list of key survey results. For a complete summary of survey results, see the Shawano County Comprehensive Plan.

- ◆ 68 percent of respondents considered the 1980 to 2005 County growth rate to be “just right”.
- ◆ Top responses for important “key future directions” included: maintaining rural character, promotion of business and industrial development, use of sign and other appearance regulations to preserve scenery, and the continuance of farming.

- ◆ 84 percent of respondents thought that new development should be planned by community with property owner input.
- ◆ Nearly half of respondents would like new recreational natural areas (trails, wildlife viewing, nature centers) in their community.
- ◆ When asked why they chose to live in Shawano County, over one-quarter of respondents selected “near family or friends”.

The survey results were also analyzed by cluster (Eastern, Central, and Western). The outcome of this analysis showed a remarkable consistency in responses. The top answers to each question were very similar no matter where in the County the respondent resided. One small difference noted was a difference in importance placed on preservation of farmland and forestland. Respondents in the Eastern and Central clusters tended to place more value on farmland, while preservation of forestland was more emphasized in the Western cluster.

The survey revealed that natural beauty, the preservation of natural features and the area’s rural character are important to residents in the Eastern Cluster. At least 9 out of 10 Eastern Cluster respondents indicated that the preservation of farmland, forest land, surface water, ground water, scenic views, wildlife habitat, and lakes, rivers and streams is very important. A full 85% of respondents agree that maintaining rural character is important, and 87% agreed that their community should actively seek to protect the environment.

According to Eastern Cluster respondents, factors negatively affecting quality of life included a lack of job opportunities, low wages, and increasing taxes.

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

### **Special Places Photo Exercise**

In the early fall of 2006, members of the Plan Commission completed a “special places” photo survey to capture the Town's defining character as seen from the eyes of residents.

Commission members photographed the "special places" that capture this character. These photographs suggest places that Commission members wish to preserve or see more of in the future. Members also photographed places that they felt hurt the character and appearance of the community, or types of places elsewhere that they did not wish to see in the community.

Of the 79 photos taken in Navarino, 73 were of “good” or “special” places. These photos can be grouped into three main categories:

1. Navarino’s many outdoor natural recreation opportunities including hunting, wildlife watching, skiing at Navarino Slopes, and navigating the waters of the Wolf and Shioc Rivers.
2. The natural beauty of the Department of Natural Resource’s Navarino Wildlife Area and Nature Center, which provides protection for the Town’s natural resources and rural landscapes.
3. Farming as an important part of Navarino’s economy and character.



Photos representing a more negative character included vacant buildings left standing on underutilized property.

### **Cluster Meeting: “Cluster Visioning”**

The Eastern Cluster Vision workshop was held on September 25, 2006. The group developed the following vision statement: “This area has a good mix of city and rural, industry and agriculture, infrastructure and natural resources. While progress is natural, progress in one area does not cause problems in other areas. Shawano County remains a family-oriented, rural community. The county strives to provide quality community services. Our area embraces education, technology, and innovative ideas. Expansion of industry and residential areas are carefully planned, coordinated, and executed in a slow, well thought-out manner. Development is done in appropriate places, protecting our natural environment, agricultural heritage, pastoral setting, and natural resources, including ground and surface water, woodlands, and wildlife.”

### **Cluster Meeting: “Building Community Goals”**

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

### **Planning for Community Character Event**

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

### **Land Use Workshop**

A meeting was held on February 13, 2007 to develop the Town’s future land use map. This meeting included a discussion of the differences between zoning and land use planning as well as an overview of the trends that are influencing land use in the County. Town residents in attendance indicated their preferences for future land uses on a map. The workshop results were used as a basis for Map 5: Future Land Use in this *Plan*.

### **Cluster Meeting: “Sharing Future Land Use Maps”**

In October 2007, the Town met with other communities in the Eastern Cluster. This meeting focused on sharing drafts of individual community draft future land use maps, and identifying possible approaches to resolve differences among them. There were no conflicts observed between Navarino’s future land use map and that of the other participating communities. The workshop also included discussions of key plan implementation tools, such as zoning updates and intergovernmental agreements.

### **Open House and Public Hearing**

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

## Regional Context and Influences

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

### NAVARINO'S OPPORTUNITIES

- ◆ Capitalize on Navarino Wildlife Area.
- ◆ Promote businesses catering to outdoor activities like fishing, paddling, etc.
- ◆ Encourage well-planned development in subdivisions and hamlets to accommodate existing and new residents.
- ◆ Promote the Wolf River as a recreational amenity and as a backdrop for potential homesites.

## Overall Goals, Objectives, Policies and Programs

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

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

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

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## Statement of Vision and Goals

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### **OVERALL GOALS**

1. Accommodate a balance of high quality land uses in the Town – including residential, commercial, agriculture, and forestry – while preserving the integrity of the natural environment.
2. Promote Navarino as a commercial and civic center of the Town, while embracing new development opportunities.
3. Preserve and improve water quality and the Town’s valued water resources.
4. Continue to provide opportunities for and support the agricultural economy of the Town – as an environmental, aesthetic, and economic asset.
5. Work with the Navarino Wildlife Area on preservation of this area to maintain the Town’s woodlands and open spaces as scenic and economic resources and expand or enhance recreational opportunities.
6. Continue to work with Shawano County and State agencies to maintain and enhance the Town’s transportation system.
7. Cooperate with other units of government to ensure efficient delivery of services, consistent with the rural atmosphere of the Town.



## Chapter Two: Agricultural, Natural, and Cultural Resources

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

### Agricultural Resource Inventory

Agriculture is an important component of the Town’s local economy, heritage, and character. It is a way of life for a small but significant number of Town residents. The agricultural landscape enhances Navarino’s aesthetic appeal, and the seasonal changes of growing crops, the colors and textures of farm fields, and the architecturally significant farm buildings all contribute to the Town’s rural character. Through this *Plan* the Town seeks to ensure that agriculture remains a significant land use activity in the Town. The character, location, and viability of farming in the Town are described below.

- AGRICULTURAL RESOURCES  
RECOMMENDATIONS SUMMARY**
- ◆ Promote continuation of farming and value-added agricultural opportunities.
  - ◆ Direct development away from productive agricultural land and operations.
  - ◆ Monitor and regulate large livestock operations.

#### **Character of Farming**

In 2000, approximately 5 percent of the Town’s population lived on farms, and 4 percent of the adult population worked on farms. Over the past 20 years, local trends in farming mirrored the region and the state, with an overall decline in the number of full time farm operators and a drop in average farm sizes (see Figure 12). Overall during this time period over the past two decades, the County experienced a decline in the number of full time farm operators and a drop in average farm sizes. While these statistics indicate a decline in agriculture in the County overall, some inconsistencies in the data suggest that differences in methodology or the criteria use to classify “farm use” may lead to under-reporting actual farmland acreage losses. For instance, while the acreage of active agricultural land has declined as a whole, the acreage of land in smaller “hobby” farms may be increasing. The market value of agricultural products sold per farm increased from \$81,188 in 1997 to \$88,816 in 2002.

**Figure 12: Farm Changes in Shawano County, 1987-2002**

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

<sup>a</sup> Non-adjusted figure: this figure represents the old methodology for counting farms.

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

<sup>c</sup> Calculated by comparing the non-adjusted figures from 1992 and 1997.

<sup>d</sup> Calculated by comparing the adjusted figures from 1997 and 2002.

Source: USDA Census of Agriculture, 1987-2002

### **Assessment of Farmland Viability**

The Natural Resources Conservation Service groups soils based on their capability to produce common cultivated crops and pasture plants without deteriorating over a long period of time. These capability classifications are based on numerous criteria that include, but are not limited to, the soil's salinity, capacity to hold moisture, potential for erosion, depth, and texture and structure, as well as local climatic limitations (e.g. temperature and rainfall). Under this system of classification, soils are separated into eight classes. Generally, Class I and Class II soils are the best suited for the cultivation of crops. Class I soils have few limitations that restrict their use. These soils can sustain a wide variety of plants and are well suited for cultivated crops, pasture plants, range lands, and woodlands. Class II soils have moderate limitations that restrict the types of plants that can be grown or that require simple conservation practices or soil management techniques to prevent deterioration over time. These practices are generally easy to apply, and, therefore, these soils are still able to sustain cultivated crops, pasture plants, range lands, and woodlands. Soils in Class III have severe limitations that, under natural circumstances, restrict the types of plants that can be grown, and/or that alter the timing of planting, tillage, and harvesting. With the application and careful management of special conservation practices, these soils may still be used for cultivated crops, pasture plants, woodlands, and range lands. Soils in capability classes IV through VIII present increasingly severe limitations to the cultivation of crops. Soils in Class VIII have limitations that entirely preclude their use for commercial plant production.



*Agriculture is important to the economy and the local quality of life in Navarino.*

Map 2 depicts the locations of Class I, II, and III soils in the Town of Navarino. Class I and II soils are generally found in the center of the Town, with a fair amount of Class III soils dispersed throughout the Town.

### **Farmland Preservation Efforts**

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

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

In addition, the Wisconsin Department of Revenue offers two important farmland preservation programs, the Farmland Preservation Credit Program and the Farmland Tax Relief Credit Program. The Farmland Preservation Credit Program strives to preserve Wisconsin farmland by means of local land use planning and soil conservation practices and provides property tax relief to farmland owners. To qualify for the credit, farmland must be 35 acres or more and zoned for exclusive agricultural use or be subject to a preservation agreement between the farmland owner and the State. In addition, in order to be eligible for this credit, all program participants must comply with soil and water conservation standards set by the State Land Conservation Board. The Town of Navarino does have exclusive agriculture zoning, and in 2005 there were 9 claims for this credit in the Town, constituting a total of \$6,487 and an average credit of \$721. It should be noted that claims for both of these credits are documented for the municipality in which the claimant lives, which may not be where the farm is actually located. County-wide this program has a 31 percent participation rate.

The Farmland Tax Relief Credit Program provides direct benefits to all farmland owners with 35 or more acres. The credit is computed as a percentage of up to \$10,000 of property taxes, with the maximum credit of \$1,500. In 2005, there were 16 claims for this credit in the Town, constituting a total of \$4,385 and an average credit of \$274.

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## Agricultural Resource Goals, Objectives and Policies

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### **Goal:**

1. Preserve productive agricultural land for continued agricultural use.

### **Objectives:**

1. Protect intensive farm operations from incompatible uses and activities.
2. Preserve the capacity of the most productive agricultural areas.
3. Work to preserve farming as a viable occupation, way of life, and open space preservation strategy.

### **Policies:**

1. Promote the continuation of agriculture in the Town through encouraging agricultural-related businesses, value-added agriculture, and other farm family business opportunities to supplement farm income.
2. Direct non-farming uses away from areas with productive agricultural soils and concentration of farms through land use planning, enforcement of zoning, and other mechanisms.
3. Amend the Town's land division ordinance to expand on the option of "conservation development," which encourages clustered development to facilitate the preservation of larger contiguous tracts of agricultural land.
4. Support efforts to monitor and regulate large-scale agricultural operations and to mitigate their impacts so that they do not negatively affect the environment or nearby land-owners.
5. Work with the County to develop animal density unit standards to be incorporated in future County zoning ordinance updates.
6. Encourage long-term farmers to enroll in the State's Farmland Preservation Program.
7. Work with the County to update the County's Farmland Preservation Plan.
8. Work with the County to explore a Purchase of Development Rights Program

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## Agricultural Resource Recommendations and Programs

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

### **Minimize Nonagricultural Development in Existing Farming Areas**

A large amount of residential development in agricultural areas makes farming extremely difficult to continue. There are numerous conflicts between such uses, including, noise, odors, use of roads, and hours of operation. Further, the intrusion of nonagricultural uses in farming areas brings a sense of impermanence, which discourages further investment by remaining farmers. To avoid this situation, the Town advocates minimizing the amount of residential development in the Town's farming areas. As is described in greater detail in Chapter Three: Land Use, most land in the Town (outside of the Navarino Wildlife Area) is mapped in a future land use category called *Agriculture and Resource Preservation*. This future land use category is intended to preserve large tracts of agricultural land through establishing maximum densities of development of 1 new home per every 35 acres, encouraging and enabling even lower density development, and promoting creative development arrangements that "cluster" new residences to promote the maintenance of larger contiguous tracts of agricultural land. The most effective farmland preservation can be achieved when development occurs at a density less than 1 new home per every 35 acres.

### **Promote the Continuation of the "Family" Farm**

In Wisconsin, 99% of dairy farms are family-owned. The County and town planning processes showed support for the "family farm," and there is some reluctance to promote large "factory" farm operations in Shawano County. Farmers, local governments, and the County have little control over the price for agricultural products, which are set by federal policy and price subsidies. However, interested parties can work locally on a variety of efforts to improve farm family income. These may include:

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

### **Support Efforts to Monitor and Regulate Large-Scale Livestock Operations**

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

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

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

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

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

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

**Figure 13: Large-Scale Livestock Performance Standards**

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

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

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

per the County Animal Waste Management Ordinance, as well as the information as required for the WPDES CAFO permit application, as applicable.

### **Develop Animal Unit Density Standards**

Agriculture is an important component of the character and economy of Shawano County and the Town of Navarino. In addition to larger family farming operations, “hobby farms” are also prevalent in the County. In order to continue the keeping of farm animals and hobby farm animals in a manner which allows for reasonable numbers of animals, the Town intends to work with the County to establish animal unit density standards in each zoning district where farm animals are allowed. This effort would help to avoid nuisances, undesirable odors, and other negative impacts on neighboring properties; protect human and animal health; satisfy the needs of animals for exercise space; and protect water quality. At the time this *Plan* was written, such standards are included in the Town’s subdivision ordinance; the Town intends for these standards to be reflected in the zoning governing uses in the Town.

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

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



## **Map 2: Soil Suitability For Agriculture**



## Natural Resource Inventory

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

### **Topography and Metallic and Non-Metallic**

#### **Minerals**

The topography in the Town of Navarino was shaped over 10,000 years ago by Wisconsin's most recent period of glacial activity. The landscape is characterized by gently rolling moraines and drumlins that were formed by material deposited along the edges of the ice sheet during the glacier's retreat. These landscape features are most prominent in the western half of the County. Glacial deposits consist of soil, subsoil, sediment, sand, gravel, and/or stone and are characterized by a variety of depths and patterns throughout the Town. There is one active sand mining operation located in the Town of Navarino. Currently, there are no active metallic mining activities anywhere in Shawano County because metallic minerals are not present in high quantities. However, there are some limited deposits of copper and other base metals in the northwestern portion of the County.

#### **Groundwater**

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

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

In rural areas, the most common groundwater contaminant is nitrate-nitrogen, which can come from improperly functioning on-site wastewater systems, animal feedlots, livestock waste facilities, sludge and septage application, lawn and agricultural fertilizers, and decaying plant debris. A 2002 report by the Central Wisconsin Groundwater Center found that 8.9 percent of private wells tested in Shawano County have levels of nitrate-nitrogen over the health standard (10 mg/liter). Nitrate-nitrogen is a potential human health threat, particularly for infants. This contaminant has been known to cause the condition methemoglobinemia, which interferes the blood's ability to carry oxygen. This same report indicated that 15.3 percent of private wells sampled in Shawano County tested positive for fecal coliform bacteria, which indicates that fecal wastes may be contaminating the water and that pathogenic organisms could be present. In addition, arsenic has been identified in groundwater, particularly in the eastern part of Shawano County.

### **NATURAL RESOURCES RECOMMENDATIONS SUMMARY**

- ◆ Protect and enhance surface water quality, particularly of the Wolf and Shioch Rivers.
- ◆ Protect sensitive natural features adjacent to development areas.
- ◆ Encourage the protection of woodlands and natural features in the Town.
- ◆ Emphasize the protection of groundwater quality and quantity through appropriate development regulations.

### **Watersheds and Surface Waters**

The eastern portion of the Town of Navarino is located within the Shioc River Watershed and the western portion of the Town is located within the Middle Wolf River Watershed. Both watersheds are part of the Wolf River Basin, which drains over 3600 square miles and portions of eleven counties in northeastern Wisconsin. The Wolf River, which traverses the northwestern and southwestern corners of the Town, is the Basin's most significant water resource. Currently, the Basin faces many challenges to its overall ecological health, including non-point source water pollution, the loss of shoreland habitats, and the presence of various exotic invasive species. The Wolf River and its tributaries are the most significant surface waters located in the Town of Navarino. The Wolf River traverses the northwestern and southwestern corners of the Town.



### **Floodplains**

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

Map 3 shows 4,278 acres of land in the Town classified as floodplain, comprising approximately 19 percent of the Town's total land area. Floodplain areas in the Town are located along the Wolf River and within the Navarino Wildlife Area. The Shawano County Floodplain Ordinance places certain land use controls on areas of land that are within floodplains. The National Flood Insurance Program maps produced by the FEMA should be referenced for official delineation and elevations of floodplain boundaries.

### **Wetlands**

According to the Wisconsin DNR's Wetland Inventory Maps, wetland habitats comprise approximately 52 percent (11,984 acres) of the Town's total land area, not including small tracts of wetland that are less than five acres. Approximately 50 percent of these wetlands are forested. These ecosystems play significant roles in maintaining the quality of groundwater and surface water and provide valuable habitats for fish, birds, and other wildlife. The wetlands are well distributed throughout the Town, particularly along the Wolf River and in the northern half of the Town in the Wildlife Area. The Shawano County Shoreland/Wetland Ordinance regulates the use and development of lands within 300 feet of navigable streams and 1,000 feet of lake and ponds.

### **Ecological Landscapes**

An ecological landscape is defined as a region of Wisconsin characterized by a unique combination of physical and biological attributes, such as climate, geology, soils, water, or vegetation. Different ecological landscapes offer distinct management opportunities based upon their levels of biological productivity, habitat suitability for wildlife, and presence of rare species and natural communities. The Town of Navarino falls entirely within the Central Lake Michigan Coastal Landscape. Understanding the distinct attributes of this landscape will be important when identifying future land management and land use goals.

### **Woodlands**

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

As of 2006, there were 2,224.8 acres of privately-owned woodland in Navarino enrolled in WisDNR's Managed Forest Law (MFL) Program. This program is intended to promote sustainable forestry practices and is available to landowners with 10 or more contiguous acres of forestland. Participating landowners must agree to abide by a forest management plan. In exchange, their land is taxed at a rate below the State average.

### **Steep Slopes**

As shown on Map 3, there are few steep slopes in the Town. A few areas of slopes exceeding a 12 percent grade are scattered throughout the Town. Generally, slopes that have between a 12 and 20 percent grade present challenges for building site development, and slopes that exceed a 20 percent grade are not recommended for any disturbance or development.

### **Rare Species Occurrences/Natural Areas**

WisDNR's Natural Heritage Inventory program maintains data on the general location and status of threatened or endangered plant and animal species and natural communities and species and communities of special concern. According to this inventory, the Town of Navarino has at least 45 animal species (aquatic and terrestrial), 1 plant species, and 6 natural communities that fall into one of these categories. Animal species include, but are not limited to, Henslow's Sparrow, the Bald Eagle, and the Red-Shouldered Hawk. More specific information on location and type of specie is available from the State's Bureau of Endangered Resources.

### **State Natural Areas/Wildlife Areas**

The Navarino Wildlife Area is approximately 15,000 acres of State-owned land in southeastern Shawano County and northeastern Waupaca County. The majority of this land is located in the Town of Navarino, with portions extending into the Towns of Waukechon, Hartland, and Lessor in Shawano County, and the Town of Matteson in Waupaca County. About 55 percent of this area is forested and 35 percent is wetland. The land supports a diversity of plant and animal species, including various sedge species, blackberries, blueberries, deer, grouse, squirrels, waterfowl, woodcock, rabbits, sandhill cranes, and bald eagles. The area is used for many recreational purposes, such as hunting, trapping, hiking, cross-country skiing, and canoeing.



## Natural Resource Goals, Objectives and Policies

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### **Goal:**

1. Protect the unique natural and environmentally sensitive features of the Town, including wetlands, lakes, woodlands, wildlife habitats, open spaces and groundwater resources.

### **Objectives:**

1. Protect surface water and shoreline quality along the Wolf and Shioc Rivers.
2. Direct development away from environmentally sensitive areas – particularly wetlands, floodplains, and sensitive soils.
3. Minimize the clearance and removal of forested areas and woodlands in the Town, and promote Best Management Practices associated with harvest of woodlands.
4. Provide areas for new development in the Town while maintaining the integrity of the natural resources base.

**Policies:**

1. Protect environmental corridors (shown on Map 5) as a composite of the Town's most sensitive natural areas, including wetlands, floodplains, and steep slopes, especially adjacent to future development areas.
2. Protect groundwater quality through the proper placement of new on-site wastewater treatment systems, maintenance of older systems, and avoidance of an over-concentration of both new and old systems in one place.
3. Protect surface water quality (lakes, rivers, wetlands) by supporting streambank management, natural shoreline restoration, erosion control, river clean-up initiatives, proper agricultural practices, stormwater management, and use of vegetated buffers.
4. Work with the County, neighboring Towns, and WisDNR on the protection and enhancement of the Wolf River.
5. Minimize forest and open space fragmentation through supporting woodland management (e.g. encouraging Managed Forest Land, Best Management Practices)
6. Work with the County to encourage the prohibition of holding tanks for new development throughout Shawano County.
7. Monitor dam maintenance, repair, removal and impoundment draw-down proposals in the Town.
8. Encourage soil conservation practices related to agricultural activities, forest products, and other development.
9. Carefully review proposals for mineral extraction operations, or the reclamation of existing mineral extraction sites.
10. Identify and promote educational programs that support water quality protection, wildlife (particularly threatened and endangered species), wetland, and woodland management.

### Natural Resource Recommendations and Programs

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Expanding on the planning policies listed above, this section of the *Plan* provides specific recommendations for conserving the Town's environmentally sensitive areas, woodlands, surface and ground water quality, and natural habitat areas. Specific tools to implement these recommendations are provided in Chapter Nine: Implementation.

**Protect Environmental Corridors**

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



- ◆ Wisconsin DNR-identified wetlands as mapped in the Wisconsin Wetlands Inventory and subject to existing zoning control. This layer may not include all wetlands that are subject to State and/or federal disturbance rules. Protection from development should be provided to these areas as well as those identified through more detailed field surveys to preserve the significant natural functions that wetlands provide.

- ◆ Federal Emergency Management Association (FEMA) designated floodplains subject to existing zoning control. These general floodplain delineations represent the areas potentially subject to the 100-year flood. All areas subject to flooding are not necessarily reflected in mapped floodplains (or within the environmental corridor delineation). The Town intends to protect areas within the 100-year floodplain as shown on Flood Insurance Rate Maps and more detailed surveys from development to avoid damage to property and the health, safety and welfare of the community.
- ◆ Lands with steep slopes of 12 percent or greater. Due to the instability of these soils and erosion concerns, development (including buildings and driveways) on these steep slopes is not advisable.

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

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

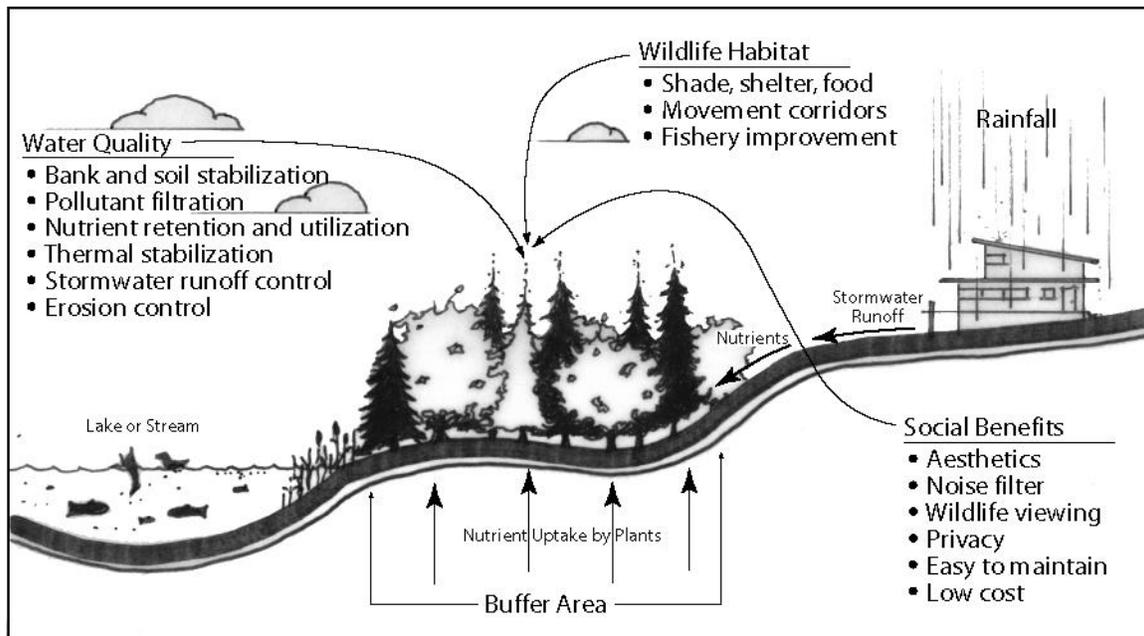
- ◆ More detailed study reveals that the characteristic(s) which originally resulted in its designation as an environmental corridor no longer exists, never existed, or exists in a different location or configuration on the site, or
- ◆ Approvals from appropriate agencies are granted to alter a property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

### **Protect Surface Water Quality**

The Town has significant surface water resources such as the Wolf and Shioc Rivers and the numerous flowages in the Navarino Wildlife Area, which support diverse wildlife. Shorelands are defined by the State and Shawano County to include all lands within 300 feet of a stream or river and 1,000 feet from a lake or pond. Within these areas, the types and intensity of development allowed are limited and special regulations regarding clearance of natural vegetation, structures, and water run-off are established to protect surface water quality.

As development in the Town continues, construction site erosion control and ongoing stormwater management are increasingly important issues. Although water quality in the Town’s watersheds is generally good, soil erosion can quickly compromise this water quality. Unmanaged construction sites are one of the greatest contributors to off-site sediment runoff. Under State law, construction site erosion control plans are required for all sites over 1 acre in area. The Town intends to work to promote ongoing stormwater management for subdivisions and other larger projects. Techniques include natural drainage swales, retention and detention basins, rain gardens on individual lots, and vegetative buffers adjacent to water bodies and other sensitive resources (see Figure 14). These techniques control the quantity and improve the quality of water run-off during storms. Again, these techniques are critical in shoreland areas and may serve as important within groundwater recharge areas.

Figure 14: Benefits of Vegetative Buffers



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

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

### **Protect Groundwater Quantity and Quality**

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

- ◆ *Minimize new development in areas susceptible to groundwater contamination.* In portions of the Town more highly susceptible to groundwater contamination, the Town will limit the location of commercial or other uses with the potential to emit pollutants into the soil or groundwater. Examples include gas stations or other uses that store fuel or other potential contaminants.
- ◆ *Ensure the proper placement and maintenance of on-site waste disposal (septic) systems.* Improper placement and maintenance, particularly of both old systems and chemical and biological treatment systems allowed un-

der the new “COMM 83” law, can result in groundwater contamination. In addition, an over-concentration of on-site septic systems can increase the probability of groundwater pollution. On-site system recommendations are addressed more completely in the Utilities and Community Facilities chapter.

- ◆ *Remain informed and involved in decisions pertaining to high-capacity wells.* Permits for high capacity wells (those withdrawing more than 100,000 gallons per day) must be registered with and permitted by WisDNR. The DNR will not approve wells that impair public water utility supplies, and has authority to deny applications for high-capacity wells should they have the potential to adversely affect the environment. Wells drawing more than 2 million gallons per day are evaluated in terms of whether they impair public water rights, future water use plans, or cause adverse groundwater effects. Should potential new sites be proposed in Navarino over the planning period, the Town will strive to remain informed and involved in any WisDNR decision regarding high-capacity wells. One way to stay involved in through regular communication and providing public comment during Environmental Impact Statement review periods. The Town could also consider participating in cooperative groundwater management plans with municipalities, industries, local and regional planning agencies, and State agencies where appropriate, should special groundwater protection priority areas be delineated in the future.

### **Support Woodland Management Efforts**

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



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

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

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

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

WisDNR provides information on preventative measures and strategies to mitigate wildfire damage. The Town recommends several strategies to prevent or minimize any major wildfire damage. Strategies include the following:

- ◆ Ensuring access, road and property fire number identification, and overall road circulation to properly respond to a wildfire.
- ◆ Engage the types of facilities and services that could improve local emergency preparedness in planning and preparation
- ◆ Encourage preventative measures that could be used around a private lot and home to mitigate wildfire damage and spreading, such as selective thinning around structures.

### **Carefully Review Proposals for Mineral Extraction Sites and Enforce Reclamation**

There are currently no mineral extraction (e.g., quarry) operations in the Town. Over the planning period, the Town intends to make itself aware of and carefully review any proposal for extraction activity. Mineral resources have potentially significant economic, community, and environmental impacts. Wisconsin now has administrative rules on the reclamation of nonmetallic mines (NR 135), but these do not cover many aspects of their operation. The Town will work with the County and East Central Wisconsin Regional Planning Commission (who administered NR 135 for Shawano County at the time this *Plan* was prepared) to assure that applications for approval of extraction operations present a clear picture of proposed activities, through submittal of a complete description, a detailed site/operations plan map(s), and a reclamation plan.

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

- ◆ The site will be developed and operated according to the site/operations plan.
- ◆ Spraying of the site and driveways should be considered to control dust.
- ◆ Requirements of a buffer area protecting adjacent land uses, restricting operations from occurring within 100 feet of a property line and restricting accessory buildings within 100 feet. Berms of a sufficient height, width and mass should be used for screening operations from neighboring land uses.
- ◆ On-site bulk fuel storage and appropriate places for fueling of equipment (e.g., above the water table) should be addressed to minimize the potential for groundwater contamination.
- ◆ While excavation is in progress, the operator shall take effective steps to control erosion of all disturbed land surface areas – including planting, mulching, screening, stabilization, or other cover.
- ◆ Require each operator to prevent any surface water of seepage from damaging the cut face of any excavations of the slope face of a hill. Operators should also drain any surface waters that are or might be concentrated as a result of a fill or excavation to a natural watercourse.
- ◆ Access should only be through services points designated as entrances on the site/operations plan.
- ◆ Hours of operation may be limited if the extraction site is close to residential properties.
- ◆ Expectations for any blasting, drilling, screening and hours should be clearly understood.
- ◆ If blasting or drilling is requested, additional standards may be applied with relation to frequency, noise and vibration levels, notice to neighbors, pre-inspection of neighboring basements and wells, and claims procedures. Maximum permissible noise levels for a site shall be no louder than 90 decibels at the nearest dwelling unit.
- ◆ Unless the extraction site is very inaccessible, it should be completely enclosed by a safety fence or maintained at a gentle slope. Fencing should be provided around any site being actively mined.
- ◆ Evaluation of impact of increased traffic volumes is required.
- ◆ The petitioner should have to furnish a certificate of insurance before operations commence. The Town should be listed as an “additional named insured” on the liability insurance policy.

- ◆ Provisions for the upgrade, repair, and maintenance of Town roads may be appropriate. Posting a bond for such work may be required.
- ◆ Require a site rehabilitation and reclamation plan.

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



### **Map 3: Natural Features**



## Cultural Resource Inventory

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

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

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

### **Historic Resources**

The Wisconsin Historical Society’s Architecture and History Inventory (AHI) contains data on a wide range of historic properties throughout the State – such as round barns, cast iron bridges, commercial buildings, school houses, and turn-of-the-century homes – that create Wisconsin’s distinct cultural landscape. The AHI includes 9 properties in the Town of Navarino. Seven of these sites are located in the Navarino Wildlife Area.

These properties are generally not well-documented, and are not necessarily appropriate for preservation. They have simply been identified as properties of interest by someone in the Town, or as part of a survey, such as may be done in preparation for a highway expansion. There are no properties in the Town listed on the National or State Historic Registers.

The Shawano County Historical Society Heritage Park Museum, located in the City of Shawano, seeks to preserve and promote these types of historic resources. The six-building museum compound and its exhibits bring to life the history of immigrants, lumberjacks and early farmers who settled this area of Wisconsin.

The Bonduel Community Archives, located in an historic home in the Village of Bonduel, is an affiliated member of the Wisconsin Historical Society. The Bonduel Community Archives receives collections from the

### **CULTURAL RESOURCES RECOMMENDATIONS SUMMARY**

- ◆ Promote Navarino as the cultural center of the Town.
- ◆ Emphasize the Town’s rural character, scenic nature, and sense of community as a cultural resource.
- ◆ Encourage historic preservation efforts.



public; serves as a historical and genealogy research library; provides perpetual care of the collection to safeguard its condition and availability to the public; assists the public to record information of historical value; and helps interpret historical information. The Archives has many cemetery listings, transcribed church records, local newspapers, family scrapbooks, plat books, and photographs.

### **Archeological Resources**

There are 10 archeological sites within the Town of Navarino designated by the Wisconsin State Historical Society. These sites include cemeteries/burial sites, effigy mounds, and campsites/villages. All human burial sites, including cemeteries and Indian mounds, are protected under State law. The National Historic Preservation Act of 1966 requires federal agencies to insure that their actions do not adversely affect archeological sites on or eligible for listing on the National Register of Historic Places. Archeological sites can be protected during the course of State agency activities if the sites have been recorded with the Office of the State Archeologist.

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## Cultural Resource Goals, Objectives and Policies

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### **Goal:**

1. Preserve the Town's scenic, historic, and rural character.

### **Objectives:**

1. Identify and promote the preservation of key historic resources in the Town.
2. Balance the preservation of the historic character of downtown Navarino with revitalization, improvement and new development.
3. Preserve blocks of woodlands, hunting land, river corridors, wetlands, and open space that contribute to Navarino's rural way of life.

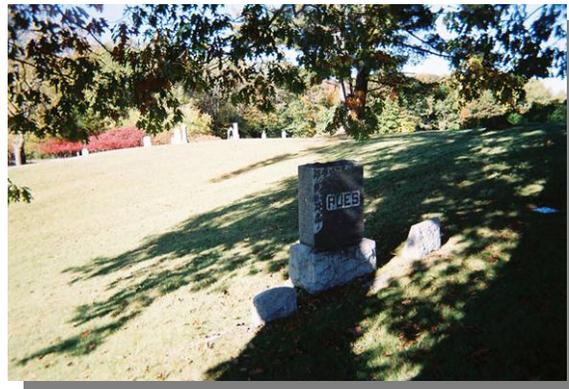
### **Policies:**

1. Encourage the cultural development of Navarino as the Town's activity hub through sponsoring community events, accommodating community-serving commercial uses, and encouraging business development or expansion.
2. Encourage private landowner voluntary protection and rehabilitation of historic and archaeological sites.
3. Consider participating in a countywide survey of historic resources.
4. Work with the Wisconsin DNR and the Navarino Wildlife Area to promote activities that draw people to the Wildlife Area.
5. Work with other communities to promote "heritage tourism" (e.g. local festivals, fairs, recreation, farm tours) that celebrate the heritage and rural setting of Shawano County.

## Cultural Resource Recommendations and Programs

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



### **Protect and Rehabilitate Known Historic and Archeological Sites**

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

### **Promote Heritage Tourism**

The Town will work with other communities and the County to promote tourism opportunities that celebrate and take economic advantage of the area’s historic, archeological, scenic and natural resources. This type of tourism—often called “Heritage Tourism”—will become increasingly popular as the baby boom generation eases into retirement. Heritage tourism may focus on museums and cultural centers, vibrant rural communities, historic architecture, historic settlement patterns, and the Town’s natural amenities – like the Wolf River. The Navarino Wildlife Area provides a wonderful opportunity as a meeting place. The Wildlife Area has a number of existing programs that could be expanded on to bring people into the Town. Agricultural tourism highlighting both traditional agriculture and organic farms has also been successful in the State, such as seasonal farm events with maple sugaring, pumpkin patches, sleigh rides, corn mazes or tours of organic farms.

### **Community Design, Park, Open Space, and Recreational Resources**

Scenic beauty is a very important cultural resource in the Town of Navarino. There are numerous local areas that offer expansive views of the landscape, key landmarks (e.g., hills), and bodies of water. Areas identified as having high scenic value through the special places photo exercise include the Town’s ponds, rivers, wetlands, and open spaces and agricultural land.

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

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

### **Cooperate on a Comprehensive Survey of Historic and Archeological Resources**

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



## Chapter Three: Land Use

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

### Existing Land Use

#### **Existing Land Use Map Categories (Map 4)**

Map 4 divides existing land uses in the community into several categories. These categories are representative of existing (2006) land use and do not necessarily reflect the current zoning district designation, or the desired future land use pattern. This same set of categories was used to map existing land uses over the entire County.

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

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

**Open Space and Forestry:** Forestry and related uses; conservation of natural resources - swamps, marshlands, river and lakeshore, wildlife preserves; associated home occupations and small family businesses which do not interfere with the interests of adjacent property owners; and housing at a maximum density of one residence per 35 acres.

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

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

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

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

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

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

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

#### LAND USE RECOMMENDATIONS SUMMARY

- ◆ Promote an efficient, sustainable, and high-quality land use pattern consistent with the Town's rural/natural/agricultural character.
- ◆ Preserve farmland for agricultural production and wooded areas for forestry areas.
- ◆ Protect sensitive environmental areas, particularly land along the Wolf and Shioc Rivers.

### **Existing Land Use Pattern**

An accurate depiction of the Town's *existing* land use pattern is the first step in planning for a desired *future* land use pattern. The existing (2006) land use pattern is shown on Map 4.

Open space and forestry land dominates the land use in the Town. Much of this land is included in the Navarino Wildlife Area. Remaining land is mostly characterized as agricultural. A small amount of land is in residential use, located mainly along town and county roads. Very few commercial or industrial uses are located in the Town.

**Figure 15: Existing Land Use Totals, 2006**

<b>Land Use</b>	<b>Acres</b>	<b>Percent</b>
Agriculture	3,435	13%
Open Space and Forestry	20,706	76%
Public Open Space and Recreation	75	< 1%
Residential (Unsewered)	246	1%
Mixed Residential	11	< 1%
Commercial	13	< 1%
Community Facility	8	< 1%
Right of Way	1,777	7%
Surface Water	1,062	4%
<b>Total</b>	<b>27,333</b>	<b>100%</b>

*Source: GIS Inventory, Vandemalle & Associates, 2006*

### **Land Development Trends**

According to the Shawano County Department of Planning and Development, between 1995 and 2005, there were 4,985 new lots created in Shawano County through subdivision plats, certified survey maps, or deeds. This means, on average, 453 new lots were created annually. Figure 16 summarizes this information.

**Figure 16: Lots Created, All Shawano County Towns, 1995-2005**

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

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

*Source Shawano County Department of Planning and Development*

There were 28 Land Use Permits issued by Shawano County between the years of 1995 and 2005 for new single family residences in the Town of Navarino. This means approximately 2.5 permits for new homes were issued per year during this time frame.

### **Land Market Trends**

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

State of Wisconsin housing statistics provided by the Wisconsin Realtors Association's Multiple Listing Service show 2,865 home sales in Shawano County between the years of 1997 and 2005, with an average of 318 sales per year. Figure 17 shows the median sale price of a home in the County grew from \$72,300 in 1997 to \$101,200 in 2005. These figures show almost a 40 percent increase in the median sale price of homes in Shawano County from 1997 through 2005.

**Figure 17: County Home Sales**

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

*Source Wisconsin Realtors Association Consumer Resources*

Figure 18 shows the equalized value of all property in the Town of Navarino and Shawano County from 1998 to 2006. Town land values have increased at a greater rate than the County during the period shown. Total equalized land value during this seven-year period has increased by 83 percent in the Town and by 76 percent in the County. The Town experienced the most substantial increase in land value during the year 2003 (13.2 percent).

**Figure 18: Equalized Land Values**

Year	Town Equalized Land Value	Percent Increase	County Equalized Land Value	Percent Increase
1998	16,999,200	--	1,540,174,900	--
1999	18,876,500	11.0%	1,669,034,500	8.4%
2000	20,738,300	9.9%	1,816,665,000	8.8%
2001	23,321,700	12.5%	1,994,393,100	9.8%
2002	24,743,900	6.1%	2,108,200,300	5.7%
2003	28,011,100	13.2%	2,257,868,900	7.1%
2004	29,595,500	5.7%	2,423,871,800	7.4%
2005	29,000,800	-2.0%	2,503,110,800	10%
2006	31,092,100	7.2%	2,707,919,400	8.2%
<b>Total Change 1998-2006</b>		<b>82.9%</b>		<b>75.8%</b>

*Source Wisconsin Department of Revenue, 1998-2006*

### **Existing and Potential Land Use Conflicts**

Current land use conflicts within the Town of Navarino are fairly limited. Some conflict may exist between agricultural uses and residential developments, but it has not been identified as a problem by the Town.

Potential future land use conflicts within the Town revolve around compatibility between different uses, and ensuring that new development is compatible with or enhances the natural and rural character of the community. Single-family residential uses are projected to require the most conversion of agricultural and open space land in the next 20 years, and finding a balance between residential uses and those natural and rural characteristics that define the Town of Navarino will be important. Even limited residential development in close proximity to agricultural and sensitive habitats areas can negatively impact these uses and consume more land than is necessary if not carefully planned.

The large amount of public lands in the Town presents potential conflicts between users of that land and private property owners. Noise from gun hunting in particular can be a nuisance for residents. Coordination with the Navarino Wildlife Area to maintain good boundary signage and hunter education will continue to be critical as residential development takes place in the Town.

Conflicts can also arise between non-residential uses. Commercial uses must be carefully located and designed to limit the need for new public infrastructure and enhance rather than detract from rural character. More intensive commercial development requiring extensive services should locate in the City of Shawano.

The Town wishes to avoid potential *future* land use conflicts through thoughtful and comprehensive land use planning at the local level, considering this individual planning effort in the broader intergovernmental context. The Town's recommendations for future land use include encouraging development in areas with accessibility to sewer service, and keeping new development close to existing development. Focusing development in this way will help to limit future conflicts between residential development and farmers. Non-farm devel-

opment that occurs outside of the preferred residential development areas (that is, in the *Agriculture and Resource Protection* areas on Map 5) may be more likely to have conflicts between these new residents and the existing farming uses.

### **Projected Land Use Supply and Demand**

This *Plan* includes projections of land use demand over the 20-year planning period, in five-year increments, for residential, commercial, industrial, and agricultural uses. Projected demand, presented in Figure 19, is then compared to the potential supply of land to meet that demand. The projections are based on the following data and assumptions:

- ◆ **New dwelling units per year:** Residential land use projections in the Town of Navarino are based primarily on the number of new homes that are expected to be built in the Town in the next 20 years. The number of new homes expected was derived by using the average number of building permits issued in recent years. Recently, an average of about 2.5 dwelling building permits were issued for new homes each year in the Town. This average rate of development is expected to remain consistent throughout the 20-year planning period.
- ◆ **Residential lot size:** The amount of land required to accommodate new homes will vary depending on the lot size on which the homes are located. The projection assumes an average lot size of 3 acres in non-sewered areas, which is similar to existing residential development and the Town's desire for a minimum of agricultural land loss.
- ◆ **Non-residential development ratio:** Projected non-residential (commercial and industrial) development in the Town is about 6 acres per each 5-year period through 2030. This amount is based on the current balance between residential and non-residential development in the Town.
- ◆ **Flexibility factor:** Because the market for land is not only driven by demand, but is also dictated by the motivations and desires of land owners and developers, it is important to factor in an allowance for uncertainty. In other words, a given parcel of land may not be available for development when the market is ripe for development. Therefore, incorporating a flexibility factor into the projections ensures that the supply of areas designated as appropriate for development will accommodate future demand. These projections utilized a 100% flexibility factor (i.e. total projected land use needs were doubled).

**Figure 19: Projected Rural Residential Land Use Demand**

	2005- 2010	2010- 2015	2015- 2020	2020- 2025	2025- 2030	Total Demand
Projected Additional Housing Units	10	10	10	10	10	50
Average Residential Lot Size of 2 Acres						
Projected Residential Land Use Acreage Demand	30	30	30	30	30	150
Projected Non-Residential (Commercial and Industrial) Land Use Demand	2	2	2	2	2	10
Total Land Use Acreage Demand	32	32	32	32	32	160
Total Land Use Acreage Demand w/ Flexibility Factor	64	64	64	64	64	320

Source: *Shawano County Building Permits, Vandewalle & Associates*

The projections suggest that the Town should anticipate that an additional 160 acres of land could develop over the period between 2005 and 2030 in the Town. The projections suggest that about double that acreage (320 acres) should be made available for possible development.

Future development planned on Map 5 and allowed under the policies of this *Plan* will provide more than enough capacity to accommodate the expected demand for residential and non-residential development under either of these projection scenarios. The Town's different future land use categories allow the flexibility to accommodate homes at different densities. A limited amount of development is allowed in the *Agriculture and Resource Preservation* category, with densities at or below 1 dwelling per 35 acres. The Town encourages smaller lot sizes (minimum of 3 acres) where new homes are built in an effort to minimize the amount of land that is required for development and to minimize development, service, and maintenance costs (e.g. fewer roads to maintain, shorter school bus routes). The *Residential (1-2.5)* category can accommodate more dense development. Channeling future growth into these areas will help to preserve land for agriculture, forestry, and open space.

The Town has quite a bit of land suitable for agriculture, forestry and open space uses. These uses are designated as *Agriculture and Resource Preservation* on Map 5. The majority of this land is currently farmed or forested, and it is projected that most of this land will remain in those uses. Land that is planned for future development is expected to remain in agricultural use until such time as the land is proposed for development. Since most of the forested areas of the Town are contained in the Navarino Wildlife Area, most new development will place on land currently used for agriculture. It is reasonable to project that the amount of agricultural land in the Town will decrease by an amount equal to the amount of projected residential and non-residential development during each 5-year period, somewhere between 32 and 64 acres.

Future non-residential development in the Town is expected to be more commercial than industrial. Commercial development is more suited to the agricultural and natural resource base of the Town. Industrial development is well accommodated in the Shawano and Clintonville areas. Some light industrial uses may be appropriate in the Town, but most of the projected 2 to 4 acres of non-residential development per 5-year period is expected to be commercial in nature.

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## Land Use Goals, Objectives and Policies

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### **Goals:**

1. Promote an efficient, sustainable, and high-quality land use pattern consistent with the Town's rural/natural/agricultural character.
2. Preserve farmland for agricultural production and wooded areas for forestry areas.
3. Protect sensitive environmental areas, particularly land along the Wolf and Shioc Rivers.
4. Balance individual property rights with community interests and goals.

### **Objectives:**

1. Identify suitable areas for residential, commercial, and recreational development and agricultural and resource preservation to help minimize land use conflicts and adverse impacts on residential, agricultural, and forestry land uses.
2. Promote redevelopment of lands with existing infrastructure and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
3. Identify areas most suitable for non-residential development, such as along major highway corridors.
4. Plan for a sufficient supply, mix, and location for new development to meet Town objectives and projected demand for residential and non-residential development.
5. Minimize the visual impact of new development on the landscape.

### **General Policies:**

1. Follow the land use recommendations mapped and described in this Plan when reviewing new rezoning and land division requests and making other detailed land use decisions.

2. Direct intensive new housing development (e.g., subdivisions) away from agricultural and sensitive natural areas and into future Residential (2.5-10) land use areas. Clustering development will allow services to be extended in a cost-effective manner and reduce the chances for conflict between residential and agricultural or sensitive areas.
3. In the short-term, encourage residential growth to infill existing developable lots where streets are already in place. Infill development opportunities may exist in the hamlet of Navarino.
4. Require the submittal of a conceptual neighborhood plan or site plan before considering the rezoning of land to the appropriate development-based zoning district or subdivision plan approval.
5. When changes in zoning are proposed that would permit nonresidential development on a parcel of land, require the submittal of a specific development proposal (comprised of a detailed site plan) before approving the rezoning. Approval of the development proposal will be based on the degree to which the project fulfills the goals, objectives, and policies of this Plan.
6. Assure that incompatible land uses are not located close to one another or are buffered through screening, where nearby locations are unavoidable.
7. Work with the County to enforce existing regulations designed to discourage incompatible uses (e.g. junk vehicle storage), particularly in and around residential areas.
8. In areas planned for residential development, plan for relatively small lot sizes as an approach to minimize the amount of land that is required for development and to minimize development, service, and maintenance costs (e.g. fewer roads to maintain, shorter school bus routes).
9. Assure that new developments are sustainable and positive for the community from a fiscal, transportation, economic, building quality, and environmental perspective.
10. Consider changes to zoning that would allow the grouping or clustering of home sites at low overall densities in rural portions of the Town of Navarino as an option to preserve farmland and open space, protect natural resources, and reduce development visibility. Work with the County on changes to the zoning ordinance that would allow such clustering to take place.
11. Work with the County and other towns to achieve a set of consistent subdivision controls that provide for a high standard of design for all new development.
12. Guide intensive new development requiring higher levels of municipal utilities and services to the Cities of Shawano or Clintonville, and other areas with public sewer and water services.
13. Direct new commercial development to areas along major roads, particularly intersections of major roads, and the hamlet of Navarino.
14. Work with the County to provide additional protection for shoreline areas. This might include easements or deed restrictions limiting certain practices, such as vegetation removal, or conservation easements.
15. Work with the County and DNR to identify candidate sites for conservation easement/purchase of development rights programs.
16. Prohibit the use of holding tanks for new residential development, and practice and promote best practices for treatment of sanitary water, particularly where new development is concerned.
17. Do not plan for any new residential development within a ¼ mile (1,200 feet) radius around closed landfills, unless a WisDNR waiver is granted.

## Land Use Recommendations, Specific Policies, and Programs

### ELEMENTS OF TOWN CHARACTER

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

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

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

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

- ◆ Forestry, open space, and agriculture as the predominant land use in the Town. These uses should prevail in all areas until such time that development is approved, if in accordance with this Plan.
- ◆ New development integrated with the landscape versus dominating it. The following guidelines will help to achieve this goal:
  - Use existing vegetation and additional landscaping to screen development.
  - Retain wooded areas.
  - Limit placement of development on hilltops and in environmental corridors.
  - Minimize the visual impact of development from existing roads at time of platting through subdivision review.
  - Integrate development with existing topography and landscape patterns.
- ◆ Minimize the number of driveways on public roads.
- ◆ New development concentrated in hamlet or at edges of existing development areas.
- ◆ Development in compact configurations, including “clustering” of allowable homesites at low overall densities in mostly agricultural areas.
- ◆ Maintain clear separation between communities and between developed and long-term farming areas.

### **Future Land Use Recommendations**

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

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

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

### **Agriculture and Resource Preservation**



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

This category focuses on lands actively used for forestry or farming, with productive soils, with topographic conditions suitable for forestry or farming, and with long-term suitability for forestry or farming. This

category also includes scattered open lands and woodlots, farmsteads, agricultural-related uses, such as implement dealerships, associated home occupations and small family businesses which do not interfere with the interests of nearby property owners, small-scale forest production and processing, and limited single-family residential development at densities at or below one home per 35 acres.

#### **Policies and Programs:**

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

1. When considering future rezone requests, the Shawano County zoning district most compatible with the Agricultural and Resource Preservation category is the General Agricultural-First Class (AG-1) district, which required a minimum lot size of 35 acres at the time this Plan was adopted.
2. To promote clustering of a limited number of homes and preservation of land for open space use within mapped Agricultural and Resource Preservation areas, consider amending the AG-1 district or creating a new zoning district to allow this type of flexibility. This concept is described in Figure 20.
3. Encourage new non-farm development to be located in a manner that does not detract from the Town of Navarino's rural character, and which may be easily served by Town and emergency services. Ideas are illustrated in Chapter Six: Housing and Neighborhood Development.

4. Allow home occupations and home-based businesses within mapped Agricultural and Resource Preservation areas that do not impact neighboring properties.
5. Work with the County and neighboring towns to consider a Transfer of Development Rights (TDR) or Purchase of Development Rights (PDR) program, preferably on a county-wide basis, as a method of preserving land for future agricultural use. See the Shawano County Comprehensive Plan for more information about these program options.
6. Consider a Land Evaluation Site Assessment (LESA) system as a basis for identifying the most appropriate locations for non-farm development, when proposed. LESA evaluation provides a quantitative “score” for each piece of land that can be used to objectively judge the quality of the land for agricultural use. LESA can be used at either a local or county-wide level.

### **Residential (2.5 - 10)**

**Description:** This future land use category is mapped in areas to allow mainly single family detached residential development, generally at densities between 1 dwelling unit per 2.5 acres to 1 dwelling unit per 10 acres, and served by individual on-site waste treatment (septic) systems. Map 5 shows a future *Residential (2.5-10)* area around the hamlet of Navarino, where a number of existing residential areas have already been developed. Additional areas are shown in the northeast corner of the Town and near the western border. The locations mapped generally correspond to those areas where sensitivity to natural features may advise lower density, or clustered development options. These areas allow for higher density development and offer increased flexibility for clustering near the sensitive Wolf River corridor.



*This photograph shows housing that is typical under the Residential (2.5 – 10) land use category.*

### **Policies and Programs:**

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

1. In an effort to direct as much future housing development as possible away from rural lands and farming areas, allow well-planned residential development in the planned *Residential (2.5 - 10)* areas.
2. Do not “pre-zone” lands for development within the *Residential (2.5 - 10)* area in advance of development proposals. Instead, require the submittal and detailed understanding of specific development proposals before approving the rezoning of lands to the appropriate development-based zoning districts. This may include a “sketch plan” and environmental assessment as required for major subdivisions.
3. Consider certain types of small-scale non-residential uses such as churches, day care centers, parks and walking trails as generally appropriate within *Residential (2.5 - 10)* areas.
4. Require sensitivity towards natural resources and water quality with new development projects, including assurances that concentrations of on-site waste treatment systems will not negatively affect groundwater quality and that stormwater will be properly managed according to best practices.
5. Encourage creation of vegetated buffers between new housing structures and water bodies, particularly streams and the Wolf River. Require these buffer areas to be illustrated on a “sketch plan” for a rezone, conditional use permit, or building permit.
6. Assure that individual neighborhoods provide for appropriate land use transitions and road, open space, and trail connections to adjacent existing and future developments.
7. Allow the grouping or clustering of allowable home sites at low overall densities as an option to preserve farmland and open space, protect natural resources, and reduce development visibility.

8. Work with the County to determine a new zoning district, or an adjustment to an existing County zoning district to implement this future land use category.



### **General Commercial**

**Description:** The *General Commercial* future land use category is designed to facilitate a broad range of commercial, office, institutional, light industrial, warehousing, distribution, telecommunication, and outdoor display land uses. Agricultural-support businesses, such as equipment sales and service, veterinary services, and greenhouses are appropriate, as are businesses serving visitors to the Navarino Wildlife Area. New development should have high-quality building design, generous landscaping, modest lighting, and limited and attractive signage. The Town has chosen to not map any specific areas for this category at this time. Instead, the Town will consider *Plan* amendments and rezoning for commercial uses on a case-by-case basis. In general, these uses would be most appropriate along major roadways, such as STH 156, and in the hamlet of Navarino.

#### **Policies and Programs:**

The following policies and programs are recommended for this future land use category, in areas on Map 5 where the category might be shown through future *Plan* amendments:

1. When considering future rezone requests, the Shawano County zoning districts most compatible with the General Commercial category are General Commercial (C-G) and Commercial Service (G-S), which allow a range of commercial uses. Some light industrial may be appropriate in certain areas, particularly in the hamlet of Navarino. The most compatible County zoning district would be General Manufacturing (M-G).
2. Ensure that any future light industrial development is buffered from residential development through screening and vegetative buffering.
3. Require the use of high-quality building materials, attractive lighting, and signage that is compatible with other areas of the Town. See guidelines in Chapter Seven: Economic Development.
4. All new commercial development should be accessed by county or state highways.
5. Avoid extensive, uninterrupted areas of strip commercial development. Focus those development areas toward limited intersections.
6. Require that all proposed development projects submit a detailed site plan showing the proposed location of the building, parking, outdoor storage, loading, signage, landscaping and lighting prior to development approval. Require that all proposed industrial projects also submit building elevations and a grading/stormwater management plan. Chapter Seven: Economic Development includes suggested standards for site plan review and development design.

### **Downtown/Unincorporated Village**

**Description:** This future land use category is designed to facilitate pedestrian-oriented commercial, office, institutional, and residential uses typically found in a “rural hamlet” setting. New development should include adequate landscaping, screened storage areas, modest lighting and signage, and should comply with detailed design standards. This designation is used in the hamlet of Navarino. The *Downtown/Unincorporated Village* areas are an appropriate location for a range of commercial, institutional, and recreational development serving the entire Town, and a logical location for commercial development consistent with the Town’s character, population, needs, and public service capabilities. The goal is to promote this area as the Town center, with a mix of residential, business, and civic uses. Potential uses that foster the Town center idea include parks, coffee shop or restaurant, offices, service uses, convenience stores, and gas stations.

#### **Policies and Programs:**

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

1. When considering future rezoning requests, the Shawano County zoning district that is most compatible with the Downtown/Unincorporated Village category is the Community Commercial (C-C) district, which allows a range of commercial uses.
2. Require that all proposed commercial projects submit a detailed site plan showing the proposed location of the building, parking, outdoor storage, loading, signage, landscaping and lighting prior to development approval. Chapter Seven: Economic Development includes suggested standards for site plan review.
3. Require the use of high-quality building materials, attractive lighting, and signage that is compatible with other development and the character of the Town. See guidelines in Chapter Seven: Economic Development.
4. Placement of on-site waste disposal systems will meet the standards in Chapter Five: Utilities and Community Facilities.

### **Community Facilities**

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

#### **Policies and Programs:**

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

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



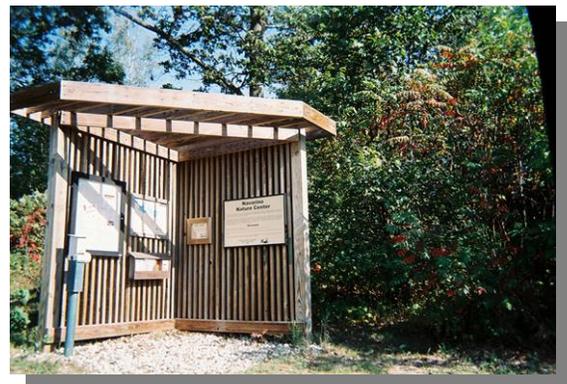
### **Public Open Space and Recreation**

**Description:** This future land use category includes publicly-owned land designated as state parks, scenic areas, or conservation areas; county parks or recreation areas; town, city, or village parks; and other recreational facilities owned by public or non-profit agencies or private owners. In the Town of Navarino, the Navarino Wildlife Area, the ball field in Navarino and areas of private outdoor recreation are mapped in this category.

#### **Policies and Programs:**

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

1. Ensure that all land use decisions related to the Public Open Space and Recreation category are in coordination with the Utilities and Community Facilities recommendations of this Plan.
2. Consider providing new Public Open Space and Recreation areas in conjunction with larger new development proposals.



### **Environmental Corridor**

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

### **Policies and Programs:**

The following policies and programs are recommended for this future land use category, in areas on Map 5 where the environmental corridor category is shown. These would be in addition to the policies and programs of the underlying future land use categories.

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



### **Opportunities for Redevelopment**

Since the majority of the land in the Town of Navarino is undeveloped, redevelopment is not a major factor for the Town's future. The hamlet of Navarino is the main area where opportunities for redevelopment might be found. The Town supports a range of strategies to redevelop or revitalize these areas. Specific strategies are provided in Chapter Seven: Economic Development. The Town is generally supportive of upgrades within the community, provided that the overall character is improved and the interest of nearby property owners is considered.

### **“Smart Growth Areas”**

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

This *Plan* designates areas within the Cities of Shawano and Clintonville as “Smart Growth Areas” as defined above. The Town encourages intensive industrial, commercial, and residential projects to locate in or near villages or cities where utilities and greater community services are available or can be efficiently extended. Access to sanitary sewer and water services, as well as the existing development, commercial establishments, and road infrastructure make development in these areas more efficient and cost-effective.

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

**Map 4: Existing Land Use**



**Map 5: Future Land Use**



## Chapter Four: Transportation

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

### TRANSPORTATION RECOMMENDATIONS SUMMARY

- ◆ Ensure adequate local road capacities.
- ◆ Carefully consider the design and placement of new roads as residential and commercial areas in the Town develop.
- ◆ Prioritize safety of existing and future roadways in the Town.

### Existing Transportation Network

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

#### Roadways

There are few major roads in the Town of Navarino due to natural features. The Town is served by State Trunk Highways (STHs) 156 and 187, and County Trunk Highway (CTH) K, all of which link the Town with the region’s major cities. These links channel commuter flows and provide excellent access for residents. State Trunk Highways are minor arterial roadways, serving similar functions as principal arterials but usually with less traffic, slower speeds, and more frequent stops. According to the Wisconsin Department of Transportation (WisDOT), which records average daily traffic volumes (number of cars) for major State roadways, traffic on STH 156 decreased 15 percent in the western section of the Town from 1996 to 2002. Traffic counts for STH 156 also decreased by 8 percent. Traffic volumes on CTH K and STH 187 were not reported.

Town roads are an important component of the County-wide transportation system. Major east-west town roads include Navarino Road, Erb Road, and Navarino-Lessor Road. Major north-south roads include McDonald Road and Navarino Road. Town roads serve local development, farming and forest areas and are maintained by the County.

#### Bridges

There is one State-maintained bridge in the Town of Navarino, located on STH 156. There are no bridges along County highways or town roads that are maintained by either Shawano County or local governments. The State and County maintain condition reports for bridges.

#### Airports

Town residents are served by the Shawano Municipal Airport. The Shawano Municipal Airport has two paved runways in good condition; the main runway is 3,900 feet long and the smaller runway is 2,225 feet long. The airport is open to the public and mainly serves local aviation needs. Located southeast of Shawano Lake, the airport also acts as a seaplane base.

### ROADWAY FUNCTIONAL CLASSIFICATION SYSTEM

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

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

- ◆ **Arterials** that provide primary access to and through an area (STH 156 and 187).
- ◆ **Collectors** that disperse traffic within an area (CTH K).
- ◆ **Local** streets that provide access to individual properties.

Austin Straubel International in Green Bay, Wittman Regional Airport in Oshkosh, the Outagamie County Airport in Appleton, and General Mitchell International Airport in Milwaukee also serve the region. Clintonville also has a small municipal airport, serving mostly smaller private and corporate jets.

### **Water and Truck Transportation**

There is no waterborne freight movement in the County and none is anticipated. Most freight shipments in the Town of Navarino occur by truck. Semi-truck shipments are most prevalent along State Highway 29, feeding into the County highways in the Town.

### **Rail**

There is an active rail line in the Town. It runs from the Fox River Valley north to the City of Shawano, passing through the hamlet of Navarino. This line is owned by Canadian National.

### **Recreational Trails**

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

Residents are in close proximity to the Mountain Bay Trail and the Nicolet Trail to the northeast in the Town of Angelica. The Mountain Bay Trail, which connects the Green Bay and Wausau areas, passes through Shawano County in an east-west direction. The Nicolet Trail will run north through the Town from the Village of Pulaski. It is currently in use as a snowmobile trail, operated by the County. Parts of the trail were formerly a rail corridor, traveling through the forests and farms of northeast Wisconsin. The County and DNR plan to operate it as a multi-use trail in the future.

There are over 100 miles of trails for hiking, cross-country skiing, and snowshoeing in the Navarino Wildlife Area.

### **Paratransit**

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

### **Review of State and Regional Transportation Plans**

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

- ◆ **Shawano County Transportation Improvement Plan.** The Shawano County Highway Department maintains an ongoing list of transportation improvements, both short term (5 years or less) and longer term (up to 15 years). No county improvements are scheduled for the Town of Navarino.
- ◆ **East Central Wisconsin Regional Planning Commission Highway 29 Preservation Plan.** The Wisconsin Department of Transportation (WisDOT) has started a process to preserve the right of way that will be needed to keep drivers safe and STH 29 functional long into the future. As part of the right of way preservation effort in Shawano County, the project team will examine existing conditions and iden-

tify future needs along the STH 29 corridor. WisDOT will work with communities to identify the locations of future interchanges, overpasses and local road modifications. These solutions will maintain safe and efficient traffic operation on STH 29 well into the future.

- ◆ **North Central Region Six Year Highway Improvement Plan.** Transportation improvements to the County’s highways include relatively minor activities such as resurfacing. Projects related to the Town include:

Project Title	Year	Project Description
Robley Road – Lessor – Navarino (Town of Navarino)	2009-2011	Reconstruct roadway, conversion to urban section; replace storm sewer and sidewalk
STH 187 – STH 47 (Town of Navarino)	2009-2011	Mill and resurface existing roadway; locate 11’ lanes and 3’ paved shoulders; replace existing cross drains, upgrade beamguard and replace two structures at Herman Creek and Black Creek

- ◆ **Wisconsin State Highway Plan 2020.** This plan focuses on the 11,800 miles of State Trunk Highway routes in Wisconsin. The plan does not identify specific projects, but broad strategies and policies to improve the State highway system over the next 20 years. Given its focus, the plan does not identify improvement needs on roads under local jurisdiction. The plan includes three main areas of emphasis: pavement and bridge preservation, traffic movement, and safety. There are no recommendations related to the Town.
- ◆ **Translinks 21: A Multimodal Transportation Plan for Wisconsin’s 21<sup>st</sup> Century.** This plan provides a broad planning “umbrella” including an overall vision and goals for transportation systems in the State for the next 25 years. This 1995 plan recommends complete construction of the Corridors 2020 “backbone” network by 2005, the creation of a new State grant program to help local governments prepare transportation corridor management plans to deal effectively with growth, the provision of State funding to assist small communities in providing transportation services to elderly and disabled persons, and the development of a detailed assessment of local road investment needs. At the time of writing this *Comprehensive Plan*, WisDOT is in the process of updating the Translink Plan in *Connections 2030*.
- ◆ **Wisconsin Bicycle Transportation Plan 2020.** This plan presents a blueprint for improving conditions for bicycling, clarifies the Wisconsin Department of Transportation’s role in bicycle transportation, and establishes policies for further integrating bicycling into the current transportation system. The plan reports that, according to a University of Wisconsin survey conducted in August of 1998, more than one-third of all Wisconsin households included someone who took at least one bike trip in the previous week. There are no recommendations related to the Town.
- ◆ **Wisconsin Pedestrian Plan 2020.** This plan outlines Statewide and local measures to increase walking and to promote pedestrian comfort and safety. The plan provides a policy framework addressing pedestrian issues and clarifies WisDOT’s role in meeting pedestrian needs. Pedestrian facilities include sidewalks, walkways, streetscapes, crosswalks, traffic controls signals, overpasses and underpasses, bridges, multi-use paths, curb cuts and ramps, transit stops, and paved shoulders. Few of these types of facilities are found in the Town.
- ◆ **Wisconsin State Airport System Plan 2020.** This plan includes a general inventory of existing airport facilities in the State and provides a framework for the preservation and enhancement of a system of public-use airports to meet the current and future aviation needs of the State. It includes recommendations to upgrade existing facilities through runway extensions and replacements and facility improvements, but does not identify any new locations for airports to meet future needs. There are no recommendations related to the Shawano Municipal Airport.

- ◆ **Wisconsin Rail Issues and Opportunities Report.** This report summarizes critical rail transportation issues identified during a public outreach effort. The report serves as a point of departure for the rail component of the upcoming Connections 2030, WisDOT's next multimodal transportation plan set for completion in 2006. The report identifies the existing rail line in Shawano County as "light density" carrying less than 3 million gross tons annually. These "light density" lines could require financial assistance in order to preserve rail service and avoid abandonment of track.

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## Transportation Goals, Objectives and Policies

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### **Goal:**

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

### **Objectives:**

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

### **Policies:**

1. Work with the County and State to maintain and, as necessary, upgrade town roads, County Highways and State Highways. Coordinate with Shawano County and WisDOT on any future County transportation improvements, in order to protect roadway capacity.
2. Consider adopting a Town Road Specification System or amending the Town's subdivision ordinance to reflect the recommendations in this Plan. The manual or subdivision ordinance should include standards to ensure street interconnectivity and proper design and placement of new roads, sidewalks, and paths in association with future residential and commercial development.
3. Continue to maintain an inventory of the conditions of Town roads so that timely improvements can be undertaken.
4. Work with Shawano County and private providers to continue and expand transportation options to those who require them, such as the elderly, disabled, and children.
5. Explore different funding alternatives to secure additional funds for road maintenance and construction.
6. Continue to expand bicycling and walking opportunities in the Town.
7. Coordinate with other units of government to support other forms of transportation, such as rail, air, trucks, and water available to Town residents or businesses in the region.
8. Monitor and participate in pending statewide long-range plans (Connections 2030) for highways, local roads, air, water, rail, bicycle, pedestrian, and transit systems.
9. Secure additional funding for roads and transportation projects through working with the county to explore State and Federal funding sources.

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## Transportation Recommendations and Programs

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Expanding on the local planning policies listed above, the Town of Navarino intends to retain the effectiveness of its transportation system by pursuing the following strategies:

### **Work with the County and State to maintain Highways.**

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

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

- ◆ Discouraging the use of local Town roads for through and truck traffic by designating weight limits where appropriate.
- ◆ Ensuring maintenance of roads to meet acceptable standards for safe cycling, such as by removing obstacles and encouraging paved shoulders where appropriate. (e.g. on County highways).
- ◆ Identify and address problem intersections through signage, reconstruction.
- ◆ Supporting applications to federal and state programs and funding sources, such as the Transportation Enhancement Grant program, available to the County and the Town for transportation projects. Additional information on these programs is available in the Shawano County Comprehensive Plan, from the WisDOT North Central Region office in Wisconsin Rapids, and from the University of Wisconsin Transportation Information Center.

### **Develop Unified Road Improvement and Acceptance Standards**

The Town's subdivision ordinance should continue to include standards to ensure proper design and placement of new roads, sidewalks, and paths, and require roads be stubbed to allow for future development, in association with future subdivision plats. Before the Town approves any certified survey map, preliminary plat, or final plat; it intends to ensure that the proposed subdivision is consistent with all subdivision ordinance standards, applicable zoning ordinance standards, and this *Comprehensive Plan*.

In addition, the Shawano County Comprehensive Plan recommends developing unified road improvement standards in conjunction with the towns. The resulting product would be a Town Road Specifications Manual, which would be in effect for newly platted roads in towns that endorsed or accepted it.

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

### **Continue Enforcing the Town Driveway Ordinance**

A Town driveway ordinance ensures suitable dimensions and design for emergency vehicles, guides driveway placement, promotes access control to adjacent roads, and protects rural character. The Town will consider updating its driveway ordinance to include the following provisions:

- ◆ Include width, design, clearance, address signage, and slope standards to ensure access by emergency vehicles. To effectively provide safe access for emergency equipment, the maximum length of driveways should generally be three hundred feet. Driveways lined with dense vegetation and longer driveways should provide for a turn-out to accommodate two-way traffic and a turnaround near the home. Physical conditions (e.g. wetlands) may require a driveway to be longer than 300 feet, in which case the driveway may exceed this length, but only by the minimum distance necessary.
- ◆ Specify driving surface requirements, alignment, and marking.
- ◆ Specify the number of driveway accesses to the road allowed for each property.

- ◆ Specify the minimum distance between two driveways.
- ◆ Encourage shared driveways between adjacent developments. If two or more landowners wish to construct a shared driveway, they should be required to enter into a private road agreement and the agreement should be recorded against both parcels with the County Register of Deeds. A private road agreement stipulates important details including maintenance responsibilities, which reduces the potential for future conflict between the current and future driveway users.
- ◆ Require “no vehicular access” areas on subdivision plats or certified survey maps where driveways connecting to the public road would not be safe.
- ◆ Address visual clearance, guiding the placement of driveways relative to each other and road intersections, and to protect sight distances for vehicles leaving the property.
- ◆ Avoid placement of driveways that interfere with forestry and agricultural practices.
- ◆ Include culvert, width, slope, and grade specifications.

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

### **Coordinate with the County and State on Recreational Routes**

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

- ◆ Paving the shoulders (4 feet) on all State and County highways identified on a designated bike route. Town roads have low enough traffic volumes where paved shoulders are generally not necessary.
- ◆ Working with Shawano County and neighboring communities to encourage maintenance, enhancement, and expansion of the Mountain Bay and Nicolet State Trails in neighboring towns.

### **Coordinate with the City of Shawano and neighboring Towns on Conceptual Trail**

Map 6 shows a conceptual bicycle and pedestrian trail ringing the City of Shawano and passing through six of the surrounding towns. The idea behind this potential trail is to connect the City of Shawano, with its high population concentration, to surrounding rural areas. The trail could be a combination of on and off-road facilities, and use existing facilities where available, such as trails in the Navarino Wildlife Area. Cooperation between the city, towns, WisDNR, and other agencies will be necessary to implement this idea. Additional information about this trail is found in the Shawano *County Comprehensive Plan*.

### **Continue to Work with the County to Support Other Transportation Options**

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

- ◆ *Specialized Transportation Assistance Program for Counties* program, which provides funding for transportation services, purchasing services from any public or private organization, subsidizing elderly and disabled passengers for their use of services or use of their own personal vehicles, performing or funding management studies on transportation, training and the purchase of equipment. This program requires a 20% local match in funding.
- ◆ *Elderly and Disabled Transportation Capital Assistance* program. Eligible applicants include private and non-profit organizations, local public bodies that do not have private or public transportation providers available, and local public bodies that are approved providers of transportation services for the elderly and disabled. The program covers 80% of the cost of eligible equipment.

- ◆ *Wisconsin Employment Transportation Assistance Program (WETAP)*. This program supports transportation services to link low-income workers with jobs, training centers and childcare facilities. Applicants must prepare a Regional Job Access Plan that identifies the needs for assistance. Eligible applicants include local governments and non-profit agencies.

Because the Town's population will continue to age, the Town supports continuation of and access to these programs, as needed.



## **Map 6: Existing and Planned Transportation and Community Facilities**



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## Chapter Five: Utilities and Community Facilities

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

### Existing Utilities and Community Facilities

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#### **Water Supply**

The Town of Navarino does not provide municipal water service to its residents, nor does it intend to. All of the Town's households obtain their water supply from private wells.

#### **Sanitary Waste Disposal Facilities**

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

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

#### **Solid Waste Disposal and Recycling**

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

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

#### **Stormwater Management**

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

#### UTILITIES AND COMMUNITY FACILITIES RECOMMENDATIONS SUMMARY

- ◆ Continue to cooperate with other communities and the county for the provision of key community services.
- ◆ Protect public health and environmental quality through appropriate groundwater protection and on-site wastewater treatment strategies.
- ◆ Encourage the maintenance and improvement of local facilities, including the Town Hall and parks.

Plan, and an Animal Waste Management Ordinance, all of which contribute to the management of stormwater throughout the County.

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

### **Town Hall/Garage**

The Town Hall is located on STH 156 in the hamlet of Navarino and is open to all Town residents for meetings. The Hall facilities are considered adequate for the planning period, but maintenance and minor improvements may be needed.

### **Law Enforcement and Protection**

The Shawano County Sheriff's Department serves as the primary law enforcement agency to Town residents.

### **Fire Protection**

The Navarino/Lessor Volunteer Fire Department serves the residents of the Town.

### **Emergency Medical Services**

The Town receives emergency medical services from the Clintonville Ambulance Service and the Navarino-Lessor EMS.



### **Library**

Town residents are served by two libraries. The Bonduel branch of the City of Shawano Public Library has a total of 128,550 volumes. This library is a member of the Nicolet Federated Library System, which is a State funded organization assisting 42 member public libraries in providing better services to the people of north-eastern Wisconsin. The City of Shawano Library has four additional branches located in the Villages of Birnamwood, Tigerton, Mattoon, and Wittenberg. A library is also located in the City of Clintonville in Waupaca County. This library has 49,751 volumes and is a part of the Outagamie Waupaca Library System.

### **Telecommunication and Power Facilities**

Telephone, internet, and services are provided to the Town by three different companies. The majority of the Town is served by Data Services Inc. (IDS); the northwestern corner of the Town is served by Frontier Communications; and a small southern portion of the Town is served by Century Tel.

Electricity is provided to the Town by WE Energies. Gas is provided by Wisconsin Public Service (WPS). No power facilities are located within the Town. However, five hydroelectric facilities are located in Shawano County. High voltage electric transmission lines are provided by the American Transmission Company (ATC). ATC is upgrading several lines in Shawano County. The existing line that runs through the northeast corner of the Town is not proposed for expansion.

### **Schools**

The majority of the Town of Navarino is located within the Bonduel School District, which serves students living in the towns of Washington, Green Valley, Waukechon, Hartland, Angelica, Navarino, and Lessor, and the Villages of Cecil and Bonduel. The District currently operates one high school, one middle school, and two elementary schools. One of these, Navarino Elementary, is located in Navarino; however, it is scheduled for closure in 2009. The District had a K-12 enrollment of 862 during the 2005/06 school year.

Smaller areas of the Town are located within the Shawano and Clintonville School Districts. The Shawano School District serves students living in the City of Shawano and the towns of Red Springs, Herman, Richmond, Belle Plaine, Navarino, Waukeshon, Wescott, and Washington. The District had a K-12 enrollment of 2,956 during the 2005/06 school year. Enrollment has remained relatively steady over the past five years, peaking at approximately 3,000 students.

The District currently operates two high schools, one middle school, and three elementary schools. Four of the six schools are located in the City of Shawano: Olga Brener Elementary, Lincoln Elementary, Franklin Middle, and Shawano High School. In February of 2005, the Shawano School District commissioned the Wisconsin Taxpayers Alliance to conduct a study analyzing the potential fiscal impacts of creating a new school district to serve the Village of Gresham and adjoining communities.

The Clintonville School District primarily serves students in Waupaca County and Outagamie County, but also extends into the towns of Pella, Belle Plaine and Navarino in Shawano County. The District currently operates one high school, one middle school, and one elementary school and had a K-12 enrollment of 1,535 during the 2005/06 school year.

Navarino Community Preschool operates in the Town Hall, and provides education and care for 3 to 5 year-olds.

### **Parks and Recreation Facilities**

There are no County parks located in Navarino. The Navarino Wildlife Area is about 15,000 acres of State-owned land, the majority of which is located in the Town of Navarino. The land supports a diversity of plant and animal species, including various sedge species, blackberries, blueberries, deer, grouse, squirrels, waterfowl, woodcock, rabbits, sandhill cranes, and bald eagles. The area is used for many recreational purposes, such as hunting, trapping, hiking, cross-country skiing, and canoeing.

The Town owns a ballfield, located on the west side of the hamlet of Navarino. The field has a shelter and bath-room facilities.



### **Health and Child Care Facilities**

There are no medical facilities located in the Town of Navarino. The Shawano Medical Center is located in the City of Shawano and is the only general hospital located in the County. Other facilities located in the City include Theda Care Physicians and the Family Wellness Clinic. Bellin Health Family Medical clinics are located in the Villages of Pulaski and Bonduel. A Theda Care Physicians clinic and an Aurora clinic are also located in Clintonville.

There are no child care facilities located in the Town besides the Navarino Community Preschool. However, there are seven regulated child care facilities in the City of Shawano and 32 County or State licensed child care facilities within Shawano County. There is also one child care facility located in the Village of Bonduel.

### **Cemeteries**

There are four cemeteries located in the Town of Navarino, Hilda Cemetery, Saint Lawrence Cemetery, Bethesda Cemetery, and Ascension Cemetery.

## Utilities and Community Facilities Goals, Objectives and Policies

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### **Goal:**

1. Supply public facilities and services in line with resident expectations and the Town's rural atmosphere.

### **Objectives:**

1. Coordinate community facilities planning with land use, transportation, and natural resource planning to promote efficient development patterns and relatively low municipal and utility costs.
2. Provide the appropriate level of community services and facilities consistent with a low tax levy and the rural orientation of the Town.
3. Continue to work with other communities to provide community services such as EMS and fire protection.
4. Continue to maintain and improve the Navarino Town Hall.
5. Maintain and enhance the Town ball field.
6. Protect the Town's public health through proper siting and avoiding over-concentration of on-site wastewater treatment systems.

### **Policies:**

1. Implement strategies to assure a high-quality supply of groundwater – e.g. minimizing potential sources of pollutants near wells and recharge areas and maximizing permeable area for infiltration.
2. Monitor and avoid over-concentration of private on-site wastewater treatment (septic) systems to minimize groundwater and soil contamination potential, particularly in areas where challenges for on-site wastewater treatment systems exist (as depicted on Map 7).
3. Encourage construction site erosion control and ongoing stormwater management for any development, particularly subdivisions and other larger projects, to protect surface water quality and prevent flooding. Stormwater management techniques include natural drainage swales and retention and detention basins. See Chapter Two for more information.
4. Consider a Capital Improvement Program (CIP) that is updated on an annual basis, to manage town finances and plan ahead for improvements.
5. Consider an improvement and funding strategy for the Town ballfield and potential Town parks.
6. Do not plan for municipal water or sanitary sewer services in the Town during the planning period.
7. Support strategies for enhancing telecommunication capabilities, including the siting of cellular communication facilities and broadband/fiber optics accessibility.
8. Continue to work with private companies by contract to provide solid waste disposal and recycling services to the Town.
9. Do not plan for direct involvement in providing additional cemetery facilities. The Town expects that cemeteries in the area will be sufficient over the planning period, or other county or private entities will provide these facilities.
10. Do not plan for Town involvement in health care and child care over the 20-year planning period, as these services will be provided by private and non-profit entities.
11. Remain informed on the activities and decisions of the School Districts serving the Town to ensure that the needs of the Town for school facilities are met.
12. Continue to cooperate with and rely on the broader region to ensure that Town residents have all the necessary services, including health and child care, police, fire and rescue, recycling and refuse disposal, libraries, cemeteries, and other government facilities.

13. Cooperate with Shawano County efforts to prepare an update to the Shawano County Solid Waste Management Plan.
14. Generally follow the timetable shown in Figure 21 to create, expand or rehabilitate community facilities.

### Utilities and Community Facilities Recommendations and Programs

Expanding on the local planning policies listed above, the Town of Navarino intends to ensure appropriate levels of service and utility provision by pursuing the following strategies:

#### **Encourage Proper Siting and Maintenance of Private On-Site Wastewater Treatment Systems**

The Town encourages landowners to utilize the State's grant program, called the Wisconsin Fund, to help repair or replace failing septic systems. Community/group waste treatment systems in existing and planned areas of more intensive development are another option, particularly when connection to a public sewer system is not available. Proper assurances for joint, ongoing maintenance of such facilities is critical, such as through a business owners or homeowners association.

#### **Explore Avenues to Assure a High-Quality and Abundant Supply of Groundwater**

Private wells draw water from the upper aquifer, which can be susceptible to contamination. Therefore, the Town will pursue and encourage the following steps to protect groundwater:

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

#### **Stay Informed with any Plans for Power Lines and/or a Substation in the Town**

Because new transmission lines are costly to build and difficult to site, energy providers are increasingly looking to increase capacity along existing routes. The Town promotes "corridor sharing" or the use of the transmission line's existing rights-of-way for other facilities. Corridor sharing reduces the impacts by locating linear land uses together, and minimizes the amount of land affected by new easements. It also reduces the proliferation of corridors and easements such roads, pipelines, power lines, and other linear features.

#### **Maintain and Improve Town Recreational Facilities**

The Town's ballfield is an important asset. An effective way for the Town to ensure that it is able to properly maintain and improve Town park and recreational facilities is to develop an improvement program and funding strategy for the Town's Parks. Incorporating an improvement program into a Comprehensive Outdoor Recreation Plan (CORP) assures that the Town maintains eligibility for State funding for additional parkland acquisition, or for park improvements. The most cost-effective way for a Town to complete a CORP is through participating in and providing input, including desired Town projects, into a Countywide CORP. A

Town or Countywide CORP should include recommendations related both to all existing Town park facilities, and may include recommendations pertaining to new park facilities such as in new neighborhoods.

**Figure 21: Timetable to Expand, Rehabilitate, or Create New Community Utilities or Facilities**

<b>Town Utilities &amp; Community Facilities</b>	<b>Timeframe</b>	<b>Comments</b>
Water Supply	N/A	All water supplied by private wells; expected to continue.
Sanitary Wastewater Disposal	N/A	All wastewater treatment supplied by on-site wastewater treatment systems.
On-Site Wastewater Treatment (Septic Systems)	Ongoing – beginning in 2008	Promote the State’s Wisconsin Fund to help repair or replace failing septic systems; promote the use of community/group waste treatment systems in areas of intensive development
Stormwater Management	2008 - 2011	Ensure that subdivision ordinance contains erosion and stormwater management standards for new subdivisions; enforce those standards
Solid Waste & Recycling	Ongoing	Continue to contract with private companies for waste disposal and recycling
	2010 – 2012	Cooperate with the County on a Solid Waste Disposal Plan
Town Buildings	Ongoing	Support ongoing Town Hall improvements and maintenance, as necessary
Parks	2008 – 2010	Participate in a Countywide process to prepare a Comprehensive Outdoor Recreation Plan to access State funds for park improvements
Telecommunication Facilities	Ongoing	Support strategies for enhancing telecommunication capabilities
Power Plants/Transmission Lines	Ongoing	Continue to stay informed on plans by ATC for improvements to and location of power lines/transmission stations
Child Care Facilities	N/A	Future needs will be met by the private parties
Health Care Facilities	N/A	Existing and proposed medical facilities in nearby communities appear to meet needs
Senior Center/Care Facilities	N/A	Facilities in nearby communities appear to meet needs
Schools	Ongoing	Work with the School Districts serving the Town on long-range planning issues and retaining local schools
Library	N/A	Area libraries meet current and forecasted needs
Police	Ongoing	County provides services and may explore long-range space needs for Sheriff’s Department
Fire and EMS	2008 – 2012	Continue to work with neighboring communities to provide these services
Cemeteries	N/A	Future needs will be met by private parties

## **Map 7: Soil Suitability for On Site Wastewater Treatment**



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## Chapter Six: Housing & Neighborhood Development

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

**HOUSING & NEIGHBORHOOD  
DEVELOPMENT RECOMMENDATIONS SUMMARY**

- ◆ Promote neighborhood design concepts that reflect the rural character of the Town, and protects its natural assets.
- ◆ Set standards for maintenance to ensure the quality of housing.
- ◆ Update the Town subdivision ordinance to establish standards for the density, character, and layout of new neighborhoods.

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### Existing Housing Framework

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This section describes Navarino’s housing stock characteristics such as type, value, occupancy status, age and structural condition. This section also provides projected housing demand information in Navarino and describes housing development and rehabilitation programs available to residents. According to 2000 Census data, 91% of the housing units in the Town were single-family detached homes (see Figure 22). This percentage is higher than the County (80 percent), the region (75 percent) and the State (69 percent).

**Figure 22: Housing Types, 2000**

Units per Structure	2000 Units	2000 Percent
Single Family	173	91.0
Two Family (Duplex)	3	1.6
Multi-Family	6	3.2
Mobile Home or Other	8	4.3

*Source: U.S. Census of Population & Housing, 2000*

Figure 23 compares some of Navarino's other year 2000 housing stock characteristics with surrounding communities, the County and the State. Of Navarino's 18 vacant housing units, 83 percent were vacant for seasonal, recreational or occasional use. Total housing occupancy was 91 percent. Of these occupied units, about 86 percent were owner-occupied. The median housing value in the Town of Navarino increased 122 percent from 1990 to 2000. This percent change was greater than the change experienced by any of the seven surrounding towns. Comparatively, the median sale price for a home in Shawano County increased 85 percent from 1990 to 2000, and the median sale price for a home in Wisconsin increased 80 percent from 1990 to 2000, according to U.S. Census data.

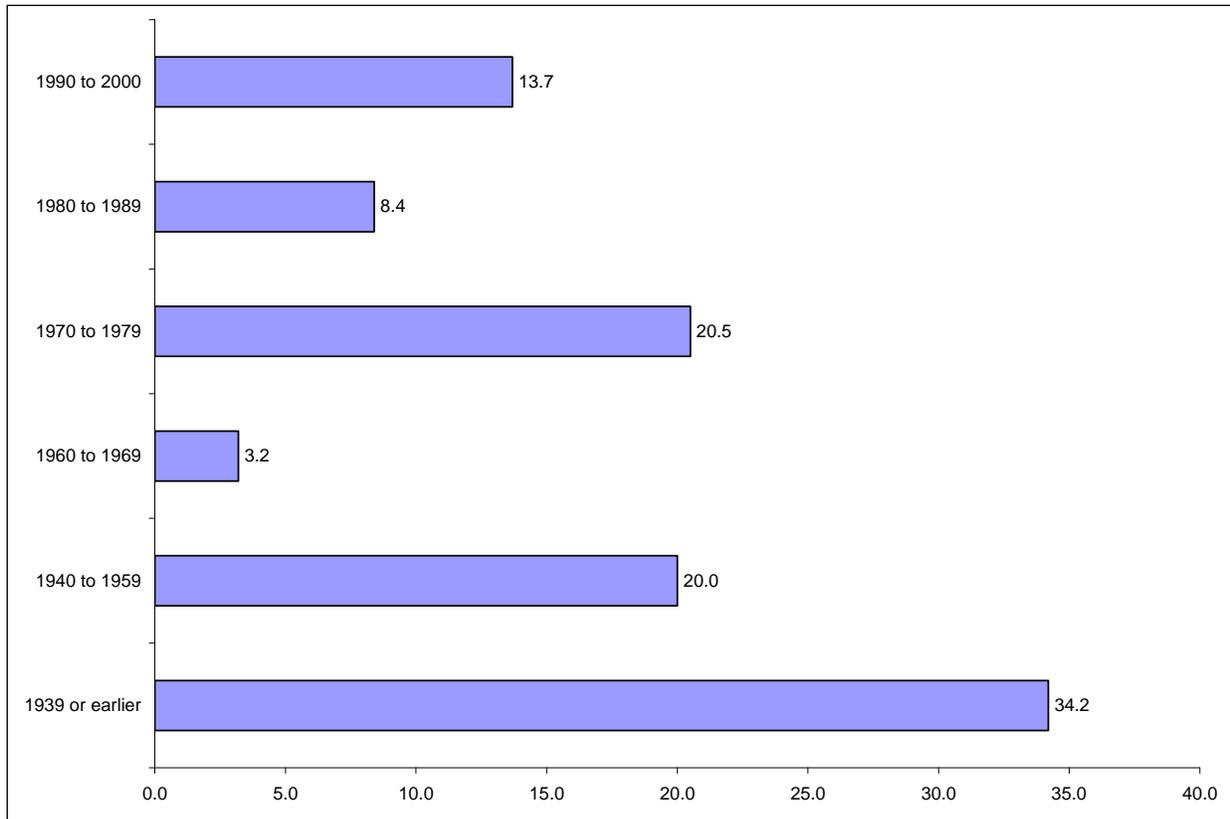
**Figure 23: Housing Stock Characteristics, 2000**

	<b>Total Housing Units</b>	<b>% Vacant (Home-owner)</b>	<b>% Vacant (Rental)</b>	<b>% Owner Occupied</b>	<b>Median Housing Value (\$)</b>	<b>% Median Housing Value Change from 1990</b>
<b>Town of Navarino</b>	<b>190</b>	<b>0.6</b>	<b>5.6</b>	<b>86.4</b>	<b>85,300</b>	<b>122.1</b>
City of Shawano	3,587	0.9	42.6	60.5	78,900	68.2
Town of Belle Plaine	968	1.7	2.2	87.5	111,000	107.5
Town of Cicero	382	0.9	0.0	90.0	95,400	83.1
Town of Hartland	288	0.4	0.0	90.0	89,500	108.6
Town of Lessor	402	1.4	0.0	90.7	96,300	98.1
Town of Maine	338	0.4	4.5	87.5	92,500	88.4
Town of Matteson	411	1.6	2.3	88.2	82,000	85.5
Town of Waukechon	364	0.3	4.0	89.9	95,700	109.9
Shawano County	18,317	1.2	9.8	78.2	84,000	84.6
Wisconsin	2,321,144	1.2	16.4	68.4	112,200	79.5

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

Figure 24 illustrates the age of Navarino’s housing stock based on the 2000 Census data. The age of a community’s housing stock is sometimes used as a measure of the general condition of the community’s housing supply. Navarino has a significant percentage of relatively old housing stock although it has experienced recent periods of increased housing construction. Approximately 42 percent of housing was constructed within the last 30 years. Since 34 percent of the Town’s homes were built before 1940, many the owners of these older homes will likely be interested in rehabilitation efforts over the planning period.

**Figure 24: Age of Housing as a Percent of the Total 2000 Housing Stock**



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

## Housing Affordability

In 1999, the percentage of homeowners in the Town of Navarino paying 30 percent or more of their income for housing was 20 percent, compared to Shawano County's 16 percent and the State's 18 percent. The percentage of Navarino renters paying 30 percent or more of their income for housing was 16 percent, compared to Shawano County's 26 percent and the State's 32 percent.

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

### HOUSING AFFORDABILITY

Housing affordability may be measured by the proportion of household income spent for rent or home ownership costs. The national standard for determining whether rent or home ownership costs comprise a disproportionate share of income is set at 30 percent of gross household income. Households spending more than 30 percent of their income for housing may be at risk of losing their housing should they be confronted with unemployment, unexpected bills, or other unexpected events.

## Housing and Neighborhood Development Programs

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

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

- ◆ The U.S. Veterans Administration provides low-cost loans and other housing assistance to veterans in the County.
- ◆ WHEDA is the most active housing agency in Shawano County and has constructed most of the affordable housing for low-income families and seniors.
- ◆ The Wisconsin Department of Administration provides loans to low and moderate income homebuyers in the County.
- ◆ The Shawano County Community Development Block Grant (CDBG) Housing Rehabilitation Program provides no-interest loans and down payment assistance to homeowners and landlords for housing maintenance and rehabilitation projects.
- ◆ Rural Development is a nonprofit agency active in central Wisconsin that provides housing assistance in the form of low-interest loans to low-income homebuyers.
- ◆ Habitat for Humanity offers homeownership opportunities to people of moderate or low incomes in Shawano County. Habitat for Humanity asks able-bodied purchasers to help build their new home and, in return, receive low interest loans.

- ◆ County of Shawano Housing Authority provides housing of various types to low-income individuals and families, based on income and need.
- ◆ Other agencies providing housing services in the County include religious institutions and social service agencies that provide housing services to persons with disabilities, persons with HIV/AIDS, and seniors.

## Housing and Neighborhood Development Goals, Objectives and Policies

### **Goal:**

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

### **Objectives:**

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

### **Policies:**

1. Plan for a sufficient supply of developable land for a range of different housing types, in areas consistent with Town land use goals, and of densities and types consistent with community service and utility availability. The recommended Future Land Use Map for the Town of Navarino (Map 5) will more than accommodate expected housing demand over the 20 year planning period and beyond, within a variety of residential and rural land use designations.
2. Encourage high quality construction and maintenance standards for housing through consideration of the following:
  - ◆ Regulations designed to discourage incompatible uses (e.g. junk vehicle storage) out of residential areas.
  - ◆ Expansion of the County Nuisance Ordinance and an additional Town property maintenance code to address issues of basic house and lot maintenance.
  - ◆ Use of programs and funds (e.g. Community Development Block Grant) to provide, maintain and rehabilitate housing for all income and age levels. Using CDBG funds, communities may establish rehabilitation loans or grants to assist owner-occupants with repairs.
3. Enforce a subdivision ordinance that promotes quality neighborhood design and layout in new residential areas, adhering to appropriate rural standards for roads, other infrastructure, and lot placement in new subdivisions.
4. When reviewing new housing development proposals, encourage strategies to protect water quality and natural resources, particularly around environmental corridor areas along the Wolf and Shioc Rivers. Such standards should include stormwater basins and conveyance routes, rain gardens, landscaping, and other similar innovative techniques.

5. Support the private market in developing affordable housing (low and moderate income) and housing for the elderly. Several State and federal programs and funding sources are available to assist private developers, Shawano County, local governments, and residents meet housing objectives. Examples of these are described on the previous page.
6. Support efforts to protect private homes from wildfire hazard through thoughtful home siting and grounds maintenance. Strategies include:
  - ◆ Educating residents on the risk of wildfires and take measures to ensure that emergency responders can safely and adequately fight fires.
  - ◆ Providing local fire agencies the opportunity to review and comment on major subdivisions or large-scale non-residential development projects. The location of individual homesites, parks, open recreational lands, roads, trees, and landscaping will also be reviewed with fire protection in mind.
  - ◆ Assuring safe access to home sites through a Town Driveway Ordinance, to provide safe access to homesites. WisDNR has additional information to help educate both newcomers and long-term residents on the hazards wildfires pose on lives and private property.
7. Direct new residential development to areas easily served by existing infrastructure – highways, streets, electric and gas distribution, and emergency and other services.
8. Encourage infill residential development in existing vacant lots within existing developed areas.
9. Encourage new residential development to follow conservation neighborhood design standards (described on next page).
10. Work with the County to update and enforce the regulation of temporary dwelling units – more carefully monitoring the amount of time a temporary dwelling unit (trailer) can be in place. The Town may also independently develop an ordinance setting limitations.

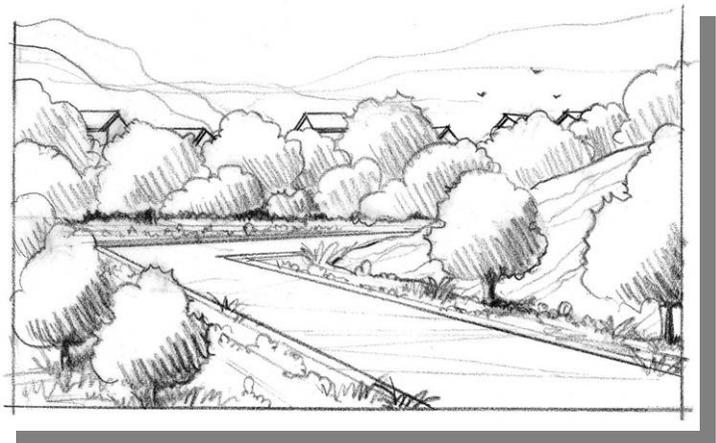
### Housing and Neighborhood Development Recommendations and Programs

Building on the goals, objectives, and policies presented above, the following suggest strategies for ensuring safe and quality housing and neighborhood options in the Town of Navarino:

#### **Promoting High Quality Neighborhood Design**

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

- ◆ Preserve open space, farmland, woodland, and natural features that define, sustain, and connect rural neighborhoods and enhance rural character

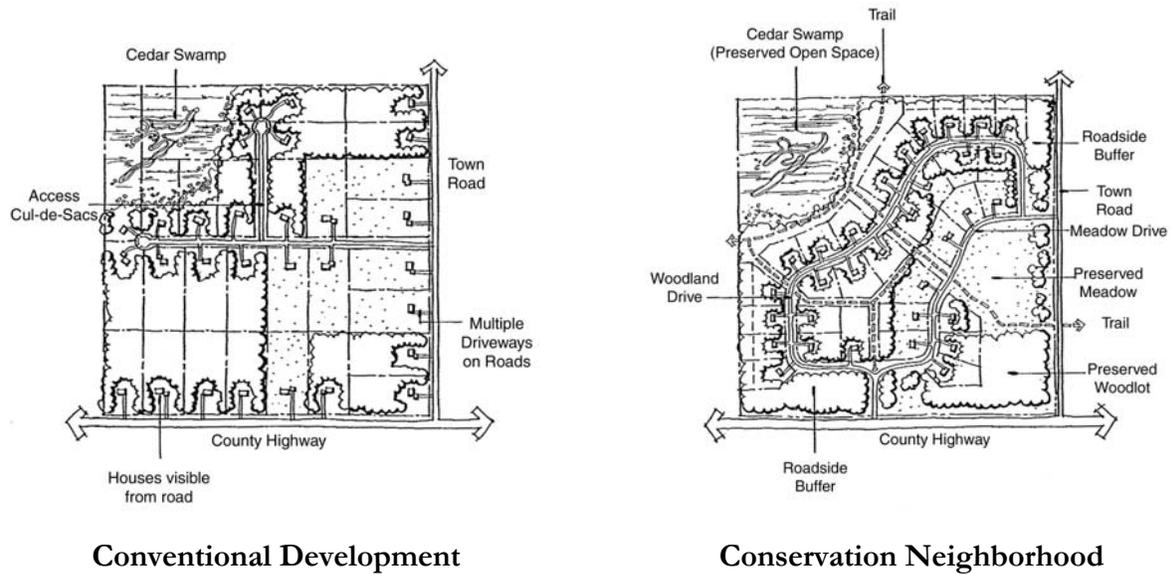


*Housing can be designed to blend into the landscape and preserve the rural character of the Town.*

- ◆ Promote rural character by “hiding” development from main roads through natural topography, vegetation, and setbacks. This could be accomplished by arranging lots behind trees, hills and ridges. Where such features are absent, the use of berms with natural plantings can also be effective. Another method would be to discourage the development of highly-visible “frontage lots” along roadways, as these have the greatest visual and traffic impacts. It should be noted, however, that while minimizing the visual impact of development, it is also critical to maintain safe fire access and appropriate road and driveway markings to ensure fast emergency response.
- ◆ Arrange individual homes in desirable locations, which should consider topography, privacy, and views of open space.
- ◆ Pay careful attention to on-site lighting, including specifications for type, height, brightness, and placement of new exterior lights. In particular, full cut-off or “shoe box” style lights should be used for new street lights along roadways. Homeowners should be encouraged to use low wattage or shielded yard lights if necessary for security.
- ◆ Use the road and possibly a trail network to connecting homes to each other, connect streets to the existing road network, and connect the development to adjoining open space and/or nearby public lands. Emphasize the use of natural walking paths and trails.
- ◆ Encourage housing on modest sized lots. Smaller lots that are “clustered” in buildable portions of a property will allow for greater protection of natural features and open space in other portions of the land. Often, rural lots can be as small as 1½ acres and still allow for safe on-site disposal of sanitary waste. The use of community/group systems may allow for even smaller lots. Figure 25 provides a visual comparison between a conventional subdivision and conservation neighborhood design on the same conceptual site.
- ◆ Promote logical placement of rural address signs and mailboxes to encourage visibility but minimize potential for damage.
- ◆ Incorporate greenspace into development areas, particularly to preserve natural resource or environmental features.
- ◆ Consider implementing maximum clearance allowances in wooded areas when development is proposed to ensure that the wooded character of the landscape is preserved.

## Figure 25: Example of Conservation Neighborhood Development Compared to Conventional Development

(In Residential (2.5-10) areas)



**Conventional Development**

**Conservation Neighborhood**

The Town intends to work with the County to make strategic amendments to the County subdivision and zoning ordinances to encourage conservation neighborhood design as an option in several zoning districts. The rules may be written to provide incentives for this type of development, for example, by allowing slightly more lots than otherwise allowed if conservation design principles are not followed.

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

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

### **Fire Safety Education Campaign**

The Town is committed to education landowners on the dangers posed by wildfires, and ways to mitigate that hazard. Proper forestry management and thoughtful home-siting are critical to preventing the loss of life and

property, and can greatly reduce fire hazard. The Town will work with the County and State to further education residents about fire prevention and fire hazard mitigation.

### **Standards for Hunting Shacks, Mobile Homes and Campers**

The Town desires to protect the Town's aesthetics and the welfare of the Town's year-round residents by ensuring that "hunting shacks," campers, and mobile homes are thoughtfully sited and appropriately maintained throughout the year. These structures are permanently placed upon parcels but only occupied for a very limited amount of time. The Town will work with the County to encourage greater enforcement of County zoning regulations that address this issue, and consideration of stronger or clearer rules if necessary, in a County zoning ordinance update.





## Chapter Seven: Economic Development

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

### ECONOMIC DEVELOPMENT RECOMMENDATIONS SUMMARY

- ◆ Direct commercial and industrial development to areas with good transportation access.
- ◆ Promote business development in Navarino.
- ◆ Allow and encourage home-based businesses compatible with the rural environment.
- ◆ Encourage economic development related to the Navarino Wildlife Area.

### Existing Economic Development Framework

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

#### **Labor Force Trends**

The Town's labor force is the portion of the population that is employed or available for work. The labor force includes people who are in the armed forces, employed, unemployed, or actively seeking employment. According to 2000 Census data, 228 Town residents age 16 or older are in the labor force (70.2 percent of the population over age 16). Of those in the labor force, 218 are employed. The Town's unemployment rate in 2000 was 4.4 percent. Detailed information regarding County labor force trends is included in Chapter One: Issues and Opportunities.

#### **Educational Attainment**

Educational attainment is another component of a community's labor force. According to the 2000 Census, 85 percent of the Town's population age 25 and older had attained a high school level education or higher. Approximately 10 percent of this same population had attained a college level education (bachelor's degree or higher).

#### **Income Data**

According to 2000 Census data, the 1999 median household income in the Town of Navarino was \$47,750. Over thirty percent of households reported an income between \$50,000 and \$74,999, with the next highest percentage of

### ECONOMIC STRENGTH

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

Town residents (16.0 percent) earning from \$35,000 to \$49,999. Figure 26 compares the Town’s median household income and per capita income with neighboring communities.

**Figure 26: Median Household Incomes**

	<b>Median Household Income (\$)</b>	<b>Per capita Income (\$)</b>
<b>Town of Navarino</b>	<b>47,750</b>	<b>21,026</b>
Town of Maple Grove	45,568	16,818
Town of Lessor	47,969	18,024
Town of Hartland	43,029	17,837
Town of Waukechon	46,000	18,041
Town of Belle Plaine	44,100	20,381
Village of Bonduel	39,625	20,482
City of Shawano	31,546	17,380
Shawano County	38,069	17,991
Wisconsin	43,791	21,271

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

**Commuting Patterns**

Approximately half of Shawano County’s workforce is employed outside the County, according to 2000 statistics compiled by WisDWD. Of the 8,024 workers commuting to places outside the County, 36 percent (2,910 workers) commute to Brown County to the southeast. Waupaca County and Marathon County are the second and third most common workplace destinations, drawing 15 and 13 percent of the commuting workforce respectively (1,199 and 1,066 workers). The fourth most common workplace destination was Outagamie County with approximately 10 percent of commuters or 812 workers. Nearly 300 or more Shawano County workers commute to one of the other nearby counties: Outagamie, Menominee, Langlade, Oconto, and Winnebago. In contrast, about 2,505 workers commute into Shawano County for employment. Substantial numbers drive in from Waupaca (464 workers), Oconto (436 workers), Marathon (391 workers), and Brown (381 workers) counties. The average time a County resident travels to work increased from 19 minutes in 1990 to almost 23 minutes in 2000, suggesting that many are taking jobs even further away.

**Location of Economic Development Activity**

Map 4 shows the location of current economic development activity in the Town of Navarino. These areas are labeled under the *Commercial* land use category on the map. Most of these land uses in the County are located within the County’s villages and city, but there are a few areas in the towns. There are seven industrial parks in the following Shawano County

**COMMUTER CHALLENGES**

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

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

communities: Birnamwood, Bonduel, Gresham, Marion, Shawano (Raasch Industrial Park, Bay Lakes Industrial Park, and Shawano Municipal Utilities Industrial Lands), Tigerton, and Wittenburg. Combined, these parks provide 730 acres of industrial land use. As of 2006, the vast majority of this acreage was vacant and available for development.

### **Environmentally Contaminated Sites**

The Wisconsin DNR's Environmental Remediation and Redevelopment Program maintains a list of contaminated sites, or "brownfields," in the State. WisDNR defines brownfields as "abandoned or under-utilized commercial or industrial properties where expansion or redevelopment is hindered by real or perceived contamination." Examples of brownfields might include a large abandoned industrial site or a small corner gas station. Properties listed in the WisDNR database are self-reported, and do not necessarily represent a comprehensive listing of possible brownfields in a community. As of September 2007, there was one documented site in the Town listed in WisDNR's system. The Nichols Cooperative on State Road 156 was listed as an Environmental Repair (ERP) site with soil and/or groundwater contamination.

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

### **Economic Development Programs and Agencies**

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

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

- ◆ The **State Infrastructure Bank Program** is administered through the Wisconsin Department of Transportation to provide revolving loans used by communities for transportation infrastructure improvements to preserve, promote, and encourage economic development and transportation efficiency, safety, and mobility.

**Assessment of Desired Economic Development Focus**

The Wisconsin comprehensive planning statute requires that this Plan “assess categories or particular types of new businesses and industries that are desired by the local government unit.” Figure 27 considers strengths and weaknesses for economic development in the Town of Navarino. Based on these strengths and weaknesses, the Town’s desired economic focus is reflected in the goals, objectives, policies, and recommendations below, and generally includes small scale commercial development in Navarino, commercial development related to outdoor recreation, and highway oriented commercial development. Further information regarding economic development is provided in the Shawano County Comprehensive Plan

**Figure 27: Town of Navarino Strengths and Weaknesses for Economic Development**

<b>Strengths</b>	<b>Weaknesses</b>
<ul style="list-style-type: none"> <li>◆ Natural resources and recreational opportunities</li> <li>◆ Good agricultural soils</li> </ul>	<ul style="list-style-type: none"> <li>◆ Lack of large transportation corridors</li> <li>◆ Low population and private land base</li> <li>◆ No public utilities</li> </ul>

**Economic Development Goals, Objectives and Policies**

**Goal:**

1. Encourage high quality economic development opportunities appropriate to the Town’s resources, character, and service levels.

**Objectives:**

1. Focus economic development efforts on outdoor recreation and related businesses, farming and farm-related businesses, and small, highway-oriented businesses.
2. Encourage small scale business in the hamlet of Navarino.
3. Seek economic development opportunities related to agriculture and natural resources.
4. Allow home-based businesses where there will be no impact on surrounding properties.
5. Discourage unplanned, continuous strip commercial development.
6. Promote the careful placement and design of future mineral extraction sites, wireless telecommunication facilities, and other uses that may have a significant visual, environmental, or neighboring property owner impacts.
7. Accommodate high quality employment opportunities in areas planned for commercial uses.
8. Establish design guidelines for new commercial and industrial development.

**Policies:**

1. Plan for a sufficient supply of developable land for commercial and industrial uses of a scale and type consistent with the Town’s rural character and service availability.

2. Encourage the County to establish, and work with the County to enforce design standards for development.
3. Encourage businesses that are related to farming and recreation, including home occupations and “cottage industries” that are compatible with the rural nature of the area.
4. Work with the County to ensure that County performance standards (e.g. collocation, screening, landscaping, camouflaging) are met when reviewing applications for wireless communication facilities.
5. When reviewing applications for non-metallic mineral extraction sites, refer to the standards listed in Chapter Two and encourage incorporating such standards to be added to the County’s zoning ordinance.
6. Direct more intensive, large-scale commercial and industrial uses into neighboring Cities and Villages, where public sewer and water services are available.

### Economic Development Recommendations and Programs

Expanding on the goals, objectives, and policies above, the following discuss strategies for the Town to promote, individually or through collaboration, economic development in the Town:

#### **Encourage Businesses that are Related to Farming and Recreation**

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



*Maple syrup production is an example of agriculture and forestry related production that will be promoted in the Town.*

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



*The Navarino Wildlife Area's Nature Center is a resource for the Town.*

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

#### **Enhance Recreational and Tourism Opportunities**

Tourism in Wisconsin generates billions of dollars in expenditures per year. According to the University of Wisconsin Extensions’ Center for Land Use Education, forest based recreation and tourism in the State (hunting, fishing, wildlife watching, etc.) alone accounts for \$13.7 Billion in revenues and over 400,000 jobs annually statewide. Expand-

ing and diversifying tourism is an opportunity for Navarino. The Navarino Wildlife Area and the Wolf River provide many nature-based recreation opportunities.

Birding and other wildlife watching are increasingly popular pastimes. The National Survey on Recreation and the Environment names bird watching as the fastest growing outdoor recreation in the nation with 70 million Americans participating. The Navarino State Wildlife Refuge with its resident populations of sandhill cranes, black terns, wood ducks, mallards, and yellow-headed black birds is listed as one of the top birding “hot-spots” in the State of Wisconsin by Wisconsinonline.com. To better serve birding enthusiasts and to capture the economic benefit, Navarino could benefit from marketing these and other natural areas to bed and breakfasts, restaurants and other attractions. Paddle sports present another set of opportunities. The Wolf River and the smaller Shioc River provide many opportunities for canoeing, kayaking, and whitewater rafting. Paddle sports are increasingly linked to other outdoor recreation activities such as fishing and wildlife watching that appeal to a wider demographic. Efforts to protect water quality and shorelines and to provide public landings for small water craft along navigable waters will enhance the opportunities associated with this sport.

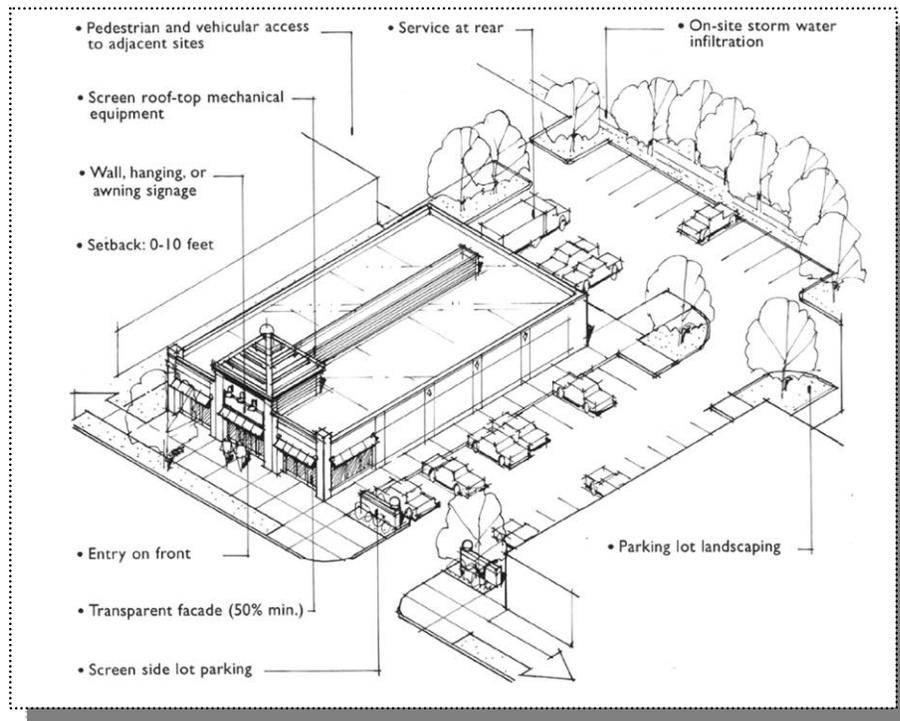
### **Encourage Design Standards for Commercial and Industrial Projects**

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

- ◆ High-quality signage treatment that is based on the area of building frontage, road frontage and façade area. The use of monument signs should be encouraged instead of pole signs.
- ◆ Retention of existing vegetation and high quality landscaping treatment of bufferyards, street frontages, paved areas and building foundations.
- ◆ Intensive activity areas such as building entrances, service and loading areas, parking lots, and trash receptacle storage areas oriented away from less intensive land uses.
- ◆ Parking lots landscaped with perimeter landscaping and/or landscaped islands, along with screening to limit views from streets and adjacent residential uses.
- ◆ Parking to the sides and rear of buildings wherever possible, rather than having all parking in the front.
- ◆ Location of loading docks, dumpsters, mechanical equipment, and outdoor storage areas behind buildings and complete screening through use of landscaping, walls, solid fencing, and architectural features.
- ◆ Illumination from lighting kept on site through use of cut-off, shoebox fixtures.
- ◆ High-quality building materials and architectural details. For instance, masonry or brick construction, stone, wood frame, enameled steel or equivalent. Facades should have a portion of their construction in brick or stone.
- ◆ Canopies, awnings, trellises, bays, and windows to add visual interest to facades.
- ◆ Variations in building height and roof lines.
- ◆ Limited use of chain-link and other non-decorative fencing.



*When approving new commercial development projects, attention to design, signage and other standards can help ensure a high-quality project that promotes the desired character of the Town.*

**Figure 28: Desired Commercial Layout Concept**

### **Encourage Small Scale Business Development in Navarino**

The Town intends to maintain and further the vital services and functions of the hamlet of Navarino as a commercial, service and social center in the Town. The Town Hall, ballfield, and local businesses will continue to bring activity to the area – which could be enhanced as potential residential development occurs. The Town intends to use marketing, investment and incentive strategies to maintain those uses and expand the range of businesses and services that are available in Navarino. Retaining existing businesses, expanding opportunities for local entrepreneurs, and recruiting additional businesses are all part of the equation.



## Chapter Eight: Intergovernmental Cooperation

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

### Existing Regional Framework

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

#### INTERGOVERNMENTAL COOPERATION RECOMMENDATIONS SUMMARY

- ◆ Continue and built upon shared service agreements.
- ◆ Work with the County and State on ensuring the safety and functionality of the Town's transportation network.
- ◆ Partner with the County on amendments and updates to the County zoning ordinance.
- ◆ Collaborate with the County and WisDNR on stewardship of the Town's natural resources, and opportunities to build on the Navarino Wildlife Area.
- ◆ Ensure open communication to avoid any future potential intergovernmental conflicts.

### Town of Lessor

The Town of Lessor borders the Town of Navarino to the east. The *Town of Lessor Land Management Plan* was prepared with the assistance of the East Central Wisconsin Regional Plan Commission and adopted in 1999. This *Plan* generally recommends preservation of a large amount of land in the Town for agricultural preservation and resource protection. No new development is proposed for land near the Town of Navarino border aside from residential development that may be allowed on agricultural land, and no existing or future conflicts have been identified. The Town is not participating in the Shawano Area Communities Comprehensive Planning Project.

### Town of Waukechon

The Town of Waukechon is located to the north of Navarino. The *Town of Waukechon Land Use and Development Plan* was prepared with the assistance of the East Central Wisconsin Regional Plan Commission and adopted in 1999. The *Plan* recommends preservation of the majority of land in the Town for agricultural use and resource protection. Proposed new land uses include sewer residential development in the northwest corner of the Town, adjacent to the City of Shawano and generally along CTH CC, and some small areas of unsewered residential development. No new development is proposed for land near the Town of Navarino border aside from residential development that may be allowed on agricultural land. The Town updated its *Plan* concurrent with Navarino as part of the Shawano Area Communities Comprehensive Planning Project. All recommendations of Waukechon's *Plan* are consistent with the *Town of Navarino Comprehensive Plan*.

### Town of Matteson

The Town of Matteson located to the west of Navarino, in Waupaca County. The Town participated in the Waupaca County comprehensive planning process (see description below). One of the goals of the new Town plan is to "focus areas of substantial new growth within or near existing areas of development where adequate public facilities and services can be cost-effectively provided or expanded." The land bordering the Town of Navarino is shown for public recreation, agricultural, and low-density residential development. The Plan is consistent with the recommendations of the *Town of Navarino Comprehensive Plan*.

### Town of Maine

The Town of Maine is located in Outagamie County, directly south of Navarino. The Town's population in 2000 was 831. The Town has no zoning in place, and no adopted land use plan. Outagamie County does have a countywide land use development map dating from the mid-1990's that includes land in the Town of Maine. This land use development map does not show any significant areas of development in the Town. The

County is creating a countywide land use plan map (see description of process below). This map is not anticipated to show any significant areas planned for growth. No existing or anticipated conflicts with the Town of Navarino's *Plan* have been noted. The Town is not interested in completing a Comprehensive Plan at this time.

### **Shawano County**

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

According to the DOA, the estimated 2005 population was 42,029, and the projected 2030 population is 46,621. In recognition of continued future growth and the stress it will place on both natural and human systems, Shawano County applied for and received a grant to complete a comprehensive plan for the County and 26 of its municipalities. With this cooperative planning effort, the plans of the County and the Town are consistent. The Town participates in Shawano County zoning.

### **Waupaca County**

Waupaca County is located south and west of Shawano County. Geographically, Waupaca County has a total land area of 761 square miles and is host to 34 units of local government including six cities, six villages, and 22 towns. The County landscape is primarily rural, but also includes the urban centers of New London, Waupaca, and Clintonville. Waupaca County is located within the 10 County jurisdiction of the East Central Wisconsin Regional Planning Commission along with Menominee, Shawano, Outagamie, Calumet, Winnebago, Fond du Lac, Waushara, Green Lake, and Marquette Counties.

Waupaca County is growing at a rate higher than average for the State of Wisconsin; 12.4 percent between 1990 and 2000. The DOA 2005 population estimate is 53,351. Population changes vary widely between communities, but in general the population of Villages is remaining fairly constant, while the population of cities is falling and that of unincorporated towns is rising. Projections prepared by the DOA and by ECWRPC show the population continuing to change at similar rates.

To help its communities address issues related to continuing population growth and land use, the County applied for and was granted a State comprehensive planning grant in 2003 to fund a comprehensive planning process for the County and 33 of its 34 cities, villages, and towns. All of the plans were adopted in 2007, including that for the adjacent Town of Matteson. There are no apparent conflicts between Waupaca County's plans and policies and this Town *Plan*.

### **Outagamie County**

Outagamie County is located south of Shawano County. It covers approximately 640 square miles and is comprised of twenty civil towns and all or part of fourteen incorporated communities. The Fox River Valley is the focal point for much of the County's population, commerce, and industry, including Appleton, the County Seat.

Outagamie County, like many of its neighboring counties, is growing at a rate higher than average for the State of Wisconsin: 14.6 percent between 1990 and 2000. The DOA population estimate for 2005 is 170,939. DOA estimates project continued growth of around 5 percent for each 5-year period until 2030. Outagamie County began work on a Countywide Comprehensive Plan in 2003, which was adopted in 2007. The County provides assistance to those municipalities that are interested in planning. Ten municipalities in the County have adopted comprehensive plans. There are no apparent conflicts between Outagamie County's plans and policies and this Town *Plan*.

### **Regional Planning Jurisdictions**

The Town of Navarino is located within the jurisdiction of the East Central Wisconsin Regional Planning Commission (ECWRPC). The East Central Wisconsin Regional Planning Commission is the official comprehensive planning agency for the East Central Wisconsin Counties of Calumet, Fond du Lac, Green Lake, Marquette, Menominee, Outagamie, Shawano, Waupaca, Waushara and Winnebago. Services provided by the Commission include Comprehensive and Land Use Planning; Transportation Improvement and Corridor Planning; Open Space, Recreational and Environmental Planning; Economic Development; Demographic Information and Projections; Technical Assistance to Local Governments; Geographic Information Services and Aerial Photography Distribution. The ECWRPC prepared land use and development plans for many of the Shawano County communities in the mid-to late-1990's. Within the state Administrative Code for Water Quality Management, ECWRPC is the responsible agency for sewer service area delineation and administration in Shawano County. ECWRPC has prepared water quality plans, delineation and amendment of sewer service areas, and delineation and amendment of environmental corridors in coordination with WisDNR. ECWRPC also administers the County's Non-Metallic Mining Ordinance. There are no apparent conflicts between ECWRPC plans and policies and this Town *Plan*.

### **Important State Agency Jurisdictions**

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

### **School District**

The majority of students in the Town of Navarino attend the Bonduel School District. Small areas of the Town are located in the Shawano and Clintonville School Districts. These district boundaries are shown on Map 1. There are no conflicts between School District plans and this Town *Plan*.

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## Intergovernmental Cooperation Goals, Objectives and Policies

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### **Goal:**

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

### **Objectives:**

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

### **Policies:**

1. Provide copies of this *Comprehensive Plan* and future amendments to surrounding and overlapping governments.

2. Cooperate with other units of government, including the County and WisDNR on the preservation and sensible use of natural resources (as discussed in greater detail in the Agriculture, Natural and Cultural Resources chapter).
3. Work with the County Highway Department and WisDOT to maintain and improve the Town's transportation system (as discussed in detail in the Transportation chapter), including:
  - ◆ Town road maintenance and upgrading.
  - ◆ Addressing problem intersections in the Town.
  - ◆ Consideration of design and layout standards for new Town roads.
  - ◆ Updating the Town's driveway ordinance.
4. Continue intergovernmental and shared service agreements for public facilities and services and consider additional joint services and facilities where consolidating, coordinating, or sharing services or facilities will result in better services or cost savings.
5. Provide input to School Districts regarding long term district operations planning, including the location of new or expanded facilities as deemed necessary.
6. Ensure maintenance of housing and residential areas by working with the County to possibly access sources of funding for housing rehabilitation, such as CDBG and other grants.
7. Work with agencies like the Shawano County Economic Development, Inc. and ECWRPC to help advance the economic viability of the agriculture, forestry, and business economies of the area.
8. Cooperate with neighboring communities and other units of government to minimize intergovernmental conflict and ensure that the policies and recommendations of this Plan are implemented. If conflicts emerge, the process to resolve conflicts should begin with intergovernmental discussions.

### Intergovernmental Cooperation Recommendations and Programs

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

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

#### **Between the Town Plan and County Plans**

This Town *Comprehensive Plan* is generally consistent with existing Shawano, Outagamie, and Waupaca County plans and policies. Preparing the Town's and the County's plans concurrently minimized potential conflicts by providing a forum for resolution.

The Town of Navarino will continue to cooperate with Shawano County on various initiatives – including updating the County's zoning ordinance, subdivision ordinance, and working on transportation, natural resource, and economic development issues.

#### **Among Town Plans**

Preparing the comprehensive plans on the same schedule through the multi-jurisdictional process provided consistency between Navarino and Waukechon's plans, and provided a forum for discussion and resolution of differences. The Town intends to maintain contact in the future with the Towns of Lessor, Maine, and Matteson, since they are not participating in the multi-jurisdictional process, to keep apprised of future changes to their plans that could conflict.

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## Chapter Nine: Implementation

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Few of the recommendations of this *Comprehensive Plan* will be automatically implemented. Specific follow-up actions will be required for the *Plan* to become reality. This final chapter is intended to provide the Town of Navarino with a roadmap for these implementation actions. It includes a compilation of programs and specific actions to be completed in a stated sequence.

### IMPLEMENTATION RECOMMENDATIONS SUMMARY

- ◆ Follow the implementation table in this section to carry out this *Plan*, with the Plan Commission in a lead role.
- ◆ Evaluation new development proposals against the recommendations of this *Plan*.
- ◆ Monitor, update, and amend this *Plan* as circumstances change and new issues develop.

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### Plan Adoption

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

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### Implementation Recommendations

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

- ◆ **Category:** The list of recommendations is divided into six different categories—loosely based on the different chapters of this *Plan*.
- ◆ **Recommendation:** The second column lists the actual steps, strategies, and actions recommended to implement key aspects of the *Comprehensive Plan*. The recommendations are for Town actions, recognizing that many of these actions may not occur without cooperation from others.
- ◆ **Implementation Timeframe:** The third column responds to the new state comprehensive planning statute, which requires implementation actions to be listed in a “stated sequence.” The suggested timeframe for the completion of each recommendation reflects the priority attached to the recommendation. Suggested implementation timeframes span the next 10 years, because the *Plan* will have to be updated by 2018.

**Figure 29: Implementation Strategies Timetable**

<b>Category</b>	<b>Program/Recommended Action</b>	<b>Implementation Timeframe</b>
Agricultural, Natural, and Cultural Resources	Contact the regional WisDNR office to request that the Town be officially notified of all pending Confined Animal Feeding Operation permit applications in the Town and participate in these processes.	2008
	Ensure that appropriate erosion control, stormwater management and groundwater protections are in place.	2008 - 2010
	Support animal unit density and large-scale livestock operations in the County's zoning ordinance.	2008 - 2010
Land Use	Work with the County to revise the zoning ordinance and zoning map as necessary to implement the recommendations of this <i>Plan</i> . The two documents should work hand-in-hand.	2009 - 2011
	Follow the policies in this <i>Plan</i> when reviewing new development proposals.	Ongoing
	Revise the Town's subdivision ordinance to carry out the recommendations of this <i>Plan</i> .	2008 - 2010
Transportation	Provide input to the County on the County's highway improvement plan, requesting particular projects that are important to the Town.	2008 and annually
	Work with the County on transportation options for those without access to vehicles and connect residents with those programs.	Ongoing
	Enforce the Town driveway ordinance and consider a Town Road Specifications Manual to assure safe and lasting road and driveway design.	2008 - 2010
Utilities and Community Facilities	Prepare, or provide input to the County on a Comprehensive Outdoor Recreation Plan to assure the Town is positioned for State funding for parks and recreation projects.	2008, 2013, 2018
	Continue shared service agreements for the provision of Fire and EMS service.	Ongoing
Housing & Neighborhood Development	Consider developing a Town property maintenance code to address issues of basic house and lot maintenance, or work with the County to update their Nuisance ordinance.	2009 - 2011
	Revise subdivision ordinance to set standards for neighborhood development.	2008 - 2009
Economic Development	Work with the Navarino Wildlife Area to promote activities that will bring visitors to the community.	Ongoing
Intergovernmental Cooperation	Provide a copy of this <i>Comprehensive Plan</i> and all subsequent amendments to surrounding and overlapping governments.	2008 and as amended
	Continue shared service agreements.	Ongoing
	Participate in County-level transportation, economic development, and recreation efforts.	Ongoing

## Ordinance and Code Updates

The following figure provides a list of potential ordinances and codes, indicating generally for each how or if the Town of Navarino will update to implement this *Comprehensive Plan*.

**Figure 30: Ordinance and Code Updates**

Code or Ordinance	Programs or Specific Actions
Zoning ordinance	Work with the County on updates to implement Future Land Use categories and policies and establish design standards for new commercial and industrial development.
Official Map	Prepare and adopt Town official map.
Sign regulations	Work with the County to incorporate new sign regulations into the County zoning ordinance.
Erosion Control / Stormwater Management Ordinances	Work with the County and State on administration of existing requirements.  Incorporate stormwater management standards in subdivision ordinance.
Historic Preservation Ordinance	Town does not have, and does not intend to adopt over the planning period. Work with the County if a County-wide ordinance is considered.
Site Plan Regulations	Site plan regulations are included in the County zoning ordinance. The Town will work with the County to review and enforce.
Design Review Ordinances	Work with the County to include design review provisions in the County zoning ordinance
Building Codes	Town adopted Unified Dwelling Code (UDC), administered by the Town; no further recommendations.
Mechanical Codes	Town adopted UDC, administered by the Town; no further recommendations.
Housing Codes	Town adopted UDC, administered by the Town; no further recommendations.
Sanitary Codes	Administered by County, no Town recommendations.
Land Division Ordinance	Continue to monitor and update Town Land Division ordinance over the planning period.

## Plan Monitoring, Amendments, and Update

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

### **Plan Monitoring, Use, and Progress Assessment**

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

- ◆ Have the function of reviewing, studying, and offering advice on private development proposals and other proposed land use changes in the Town. This should occur by the Town Board referring formal requests for conditional use permits, rezonings, and other development approvals to the Town Plan Commission for its recommendation, before the Town Board takes final action or makes a final recommendation to the County. The Town Plan Commission will compare these proposals to applicable sections of this *Comprehensive Plan*, and to Town ordinances such as the subdivision ordinance.
- ◆ Review informal development inquiries from property owners before a property owner submits a formal application to the Town and/or County for development approval. This type of informal discussion almost always results in an improved development and saves time and money.
- ◆ Carry out specific recommendations of this *Plan*, such as updating the Town subdivision ordinance, driveway ordinance, or preparing an official map. These items would have to be recommended to the Town Board for final approval.
- ◆ On an annual basis, review decisions on private development proposals and implementation actions over the previous year against the recommendations of this *Plan* and consider potential changes to the *Plan*. This will help keep the *Plan* a “living document.” This type of review should ideally take place prior to the annual Town meeting, and should be preceded by proper public notice. The Plan Commission and Town Board may also consider changes to this *Plan* at other times of the year if determined to be in the Town’s best interests, according to the procedures that follow.
- ◆ Serve as a liaison to adjoining communities as they prepare plans or consider private development proposals, and help communicate Navarino’s *Plan* to them.
- ◆ Monitor progress toward achieving *Plan* objectives.

### **Plan Amendments**

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

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

- a. Either the Town Board or Plan Commission initiates the proposed *Comprehensive Plan* amendment. This may occur as a result of a regular Plan Commission review of the *Plan*, or may be initiated at the request of a property owner or developer.
- b. The Town Board adopts a resolution outlining the procedures that will be undertaken to ensure public participation during the *Plan* amendment process (see Section 66.1001(4)a of Statutes and model resolution included in this *Comprehensive Plan*).
- c. The Town Plan Commission prepares or directs the preparation of the specific text or map amendment to the *Comprehensive Plan*.

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

### **Plan Update**

The State comprehensive planning law requires that this *Comprehensive Plan* be updated at least once every ten years. As opposed to an amendment, an update is often a substantial re-write of the plan document and maps. Further, on January 1, 2010, all decisions related to zoning, subdivisions, and official maps will need to be consistent with this *Comprehensive Plan*. Based on these two deadlines, the Town intends to update its *Comprehensive Plan* by the year 2018 (i.e., ten years after 2008), at the latest. The Town will continue to monitor any changes to the language or interpretations of the State law over the next several years.

### **Consistency Among Plan Elements**

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