Comprehensive Plan 2022 - 2042

Town of Grover

Marinette County

Wisconsin

Comprehensive Plan 2022-2042

Vision Statement:

The Town of Grover focuses on sustainable growth that protects our natural and agricultural resources, while preserving our values, qualities, and culture.

Prepared by:

Bay-Lake Regional Planning Commission

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BAY LAKE

Regional Planning Commission | Since 1972

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Introduction

Purpose:

The update to the *Town of Grover 20-Year Comprehensive Plan 2022-2042* was initiated to provide local officials and decision makers with a revised guide to managing growth and conservation of the town and to meet the requirements in Wisconsin State Stats. § 66.1001. The comprehensive plan is a long-range policy document containing demographic data, current and potential development and preservation issues, and strategies to assist in achieving the town's 20-year vision.

Prior planning efforts and the combined knowledge of local officials and the town citizens, partially through responses from an online survey, were utilized to develop the strategies of this plan.

Town of Grover Comprehensive Plan Update Survey

The Town of Grover is in the beginning stages of updating its 20-year comprehensive plan. The comprehensive plan is a document that ensures Grover remains a community where people are excited to live, work, and play.

Through this survey, the Town of Grover will ask you to tell us about the things in Grover that are important to you and the parts about Grover that may need some improvements over the next 20 years. Your responses will help us create a comprehensive plan that responds to the community's vision for the town.

As a part of the planning process, we will evaluate various community attributes including:
- Land use
- Agricultural, cultural, & natural resources
- Economic development
- Housing
- Utilities & community facilities
- Transportation

We thank you in advance for participating in this anonymous community survey. The final day to take the survey will be February 18th, 2022.

Recognition:

Town of Grover Town Board

Chairperson Brad Wyss

Supervisor Katie VaDeWalle

Supervisor Alan Carlson

Clerk/Treasurer Lisa Witak

Town of Grover Plan Commission

Corey Kuchta

Sally Witak

Ryan Staidl

Bill Seefeldt

Sue VanDeWalle

Sue Lemke

Bay-Lake Staff

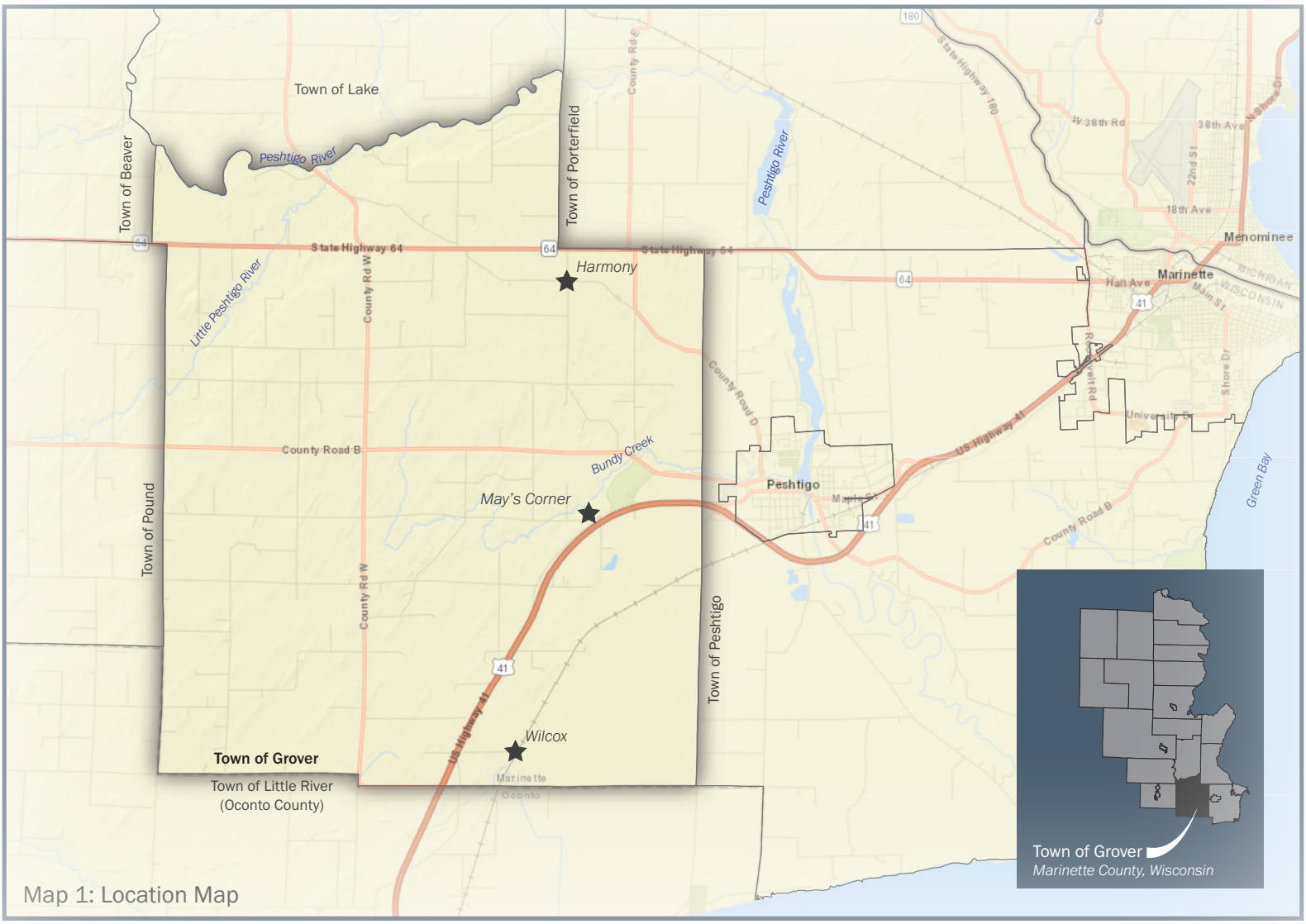
Adam Christensen

Brandon Robinson

Nicole Barbiaux

Town Snapshot

The Town of Grover is located in the southern portion of Marinette County and is just above 46,900 acres in size. The town is primarily rural with agricultural, woodlands, and other natural landscapes. The Town of Grover borders the towns of Peshtigo, Porterfield, Lake, Beaver, Pound, and Little River (Oconto County). The City of Peshtigo is within one-mile of the town's eastern boundary and the City of Marinette is about a 6 miles to the east.



Map 1: Location Map

Total Housing Units, 2020

774

Source: 2020 Census

Median Household Income

$61,667

Source: 2020 American Community Survey 5-year Estimates

Total population, 2020

1,731

Source: 2020 Census

2040 Projected Population

1,990

Source: Wisconsin Department of Administration Population Projections

2040 Housing Unit Projection

839

Source: Wisconsin Department of Administration, Municipal Housing Estimates

Largest Non-Farming Industry

Manufacturing

Source: 2020 Census

Median Age 2020

41.1

Source: 2020 American Community Survey 5-year Estimates

Veteran Status

10.4% of the population

Source: 2020 American Community Survey 5-year Estimate

Civilian Labor Force, 2020

1,038

Source: 2020 American Community Survey 5-year Estimates

Unemployment Rate, 2020

3.5%

Source: 2020 American Community Survey 5-year Estimates

Average Commuting Time

22 Minutes

Source: 2020 American Community Survey 5-year Estimate

Community Demographic Profile

The Town of Grover is a small community with a rural, residential development pattern.

Population

- According to the 2020 Decennial Census the population of Grover was 1,731 (Exhibit 1).
- The Wisconsin State Department of Administration has projected Grover's population to increase to 2,025 in 2035 and then decline to 1,990 people by 2040 (Exhibit 2).

Exhibit 1: Population Trends, Town of Grover, City of Peshtigo, Marinette County, and Wisconsin, 2020

Population			
	2000	2010	2020
Town of Grover	1,729	1,768	1,731
City of Peshtigo	3,357	3,502	3,420
Marinette County	43,384	41,749	41,872
Wisconsin	5,363,675	5,686,986	5,893,718

Source: U.S. Census, Table P1

Exhibit 2: Population Projections, Town of Grover, 2025 to 2040

	Census		Population Projections				
Area	2010	2020	2025	2030	2035	2040	%Change 2010-2040
Town of Grover	1,768	1,731	1,940	2,005	2,025	1,990	11.15%
City of Peshtigo	3,502	3,420	3,595	3,655	3,635	3,515	0.03%
Marinette County	41,749	41,872	42,865	43,400	42,955	41,445	-0.07%
Wisconsin	5,686,986	5,893,718	6,203,850	6,375,910	6,476,270	6,491,635	12.39%

Source: Wisconsin Department of Administration Population 2040 Projections

Age

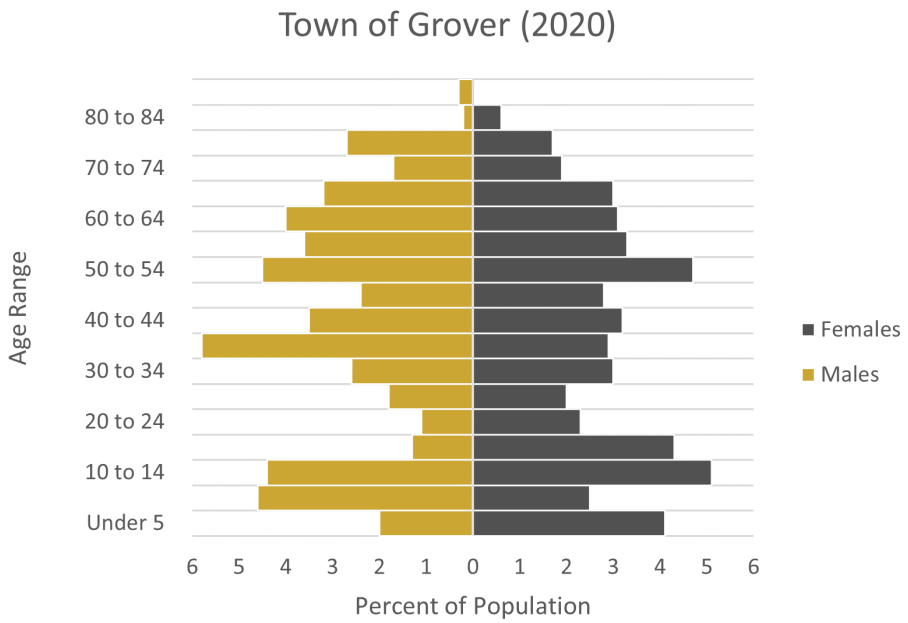
- The median age of Grover was 41.1 years in 2020. Overall, the town has a much younger population than Marinette County, but slightly older then the population of Wisconsin and the U.S. (Exhibit 3).
- Exhibit 4 shows a population pyramid for Grover. The number of young adults in Grover is low from the ages of about 18 to 34.
- Exhibit 5 categorizes the age distribution in Grover.

Exhibit 3: Median Age, Town of Grover, Marinette County, Wisconsin, and the U.S., 2020

Median Age (2020)	
Town of Grover	41.1
Marinette County	48.9
Wisconsin	39.6
United States	38.2

Source: 2020 ACS 5-year estimates, Table S0101

Exhibit 4: Population Pryamid, Town of Grover



Source: 2019 ACS 5-year estimate, Table S0101

Exhibit 5: Age Distribution by Category, Town of Grover, 2020

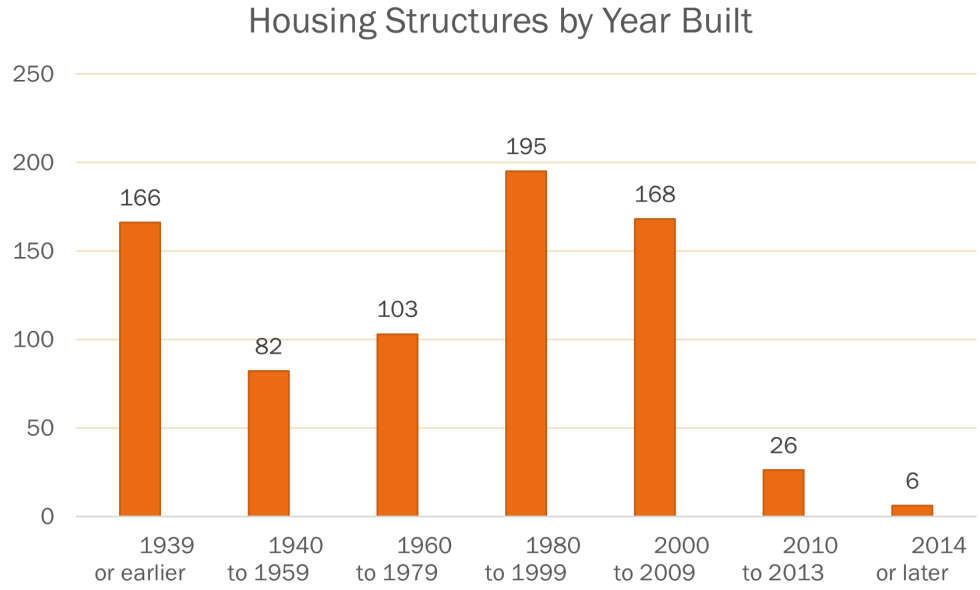
Town Age Distribution (2020)	
Age Category	Percentage of the population
Under 5-years	6.3%
School Age (5-18)	25.4%
Working Age (16 & over)	83.1%
Voting Age (18 & over)	74.5%
Retirement Age (65 & over)	17.1%

Source: 2020 ACS 5-year estimates, Table S0101

Housing Inventory

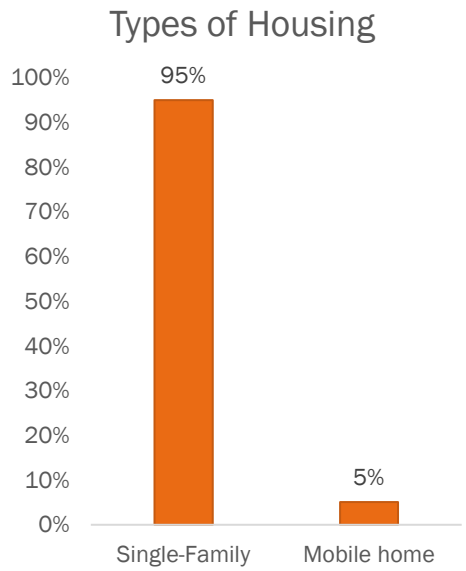
Exhibit 6 shows from 2000 to 2020 the Town of Grover saw 200 new housing structures built. Most of Grover's housing stock was built prior to 1999 (73%).

Exhibit 6: Age of Housing, Town of Grover, 2020



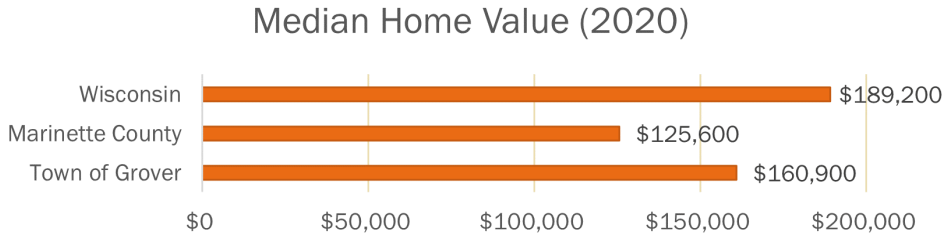
Source: 2020 ACS 5-year estimates, Table S2504

Exhibit 7: Types of Housing, Town of Grover, 2020



Source: 2020 ACS 5-year estimates, Table S2504

Exhibit 8: Median Home Value, Town of Grover, Marinette County, and Wisconsin, 2019



Source: 2019 ACS 5-year estimates, Table DP04

Occupancy

Of the 85 homes which are vacant (Exhibit 9), 47 are seasonal residences. The remaining 38 homes are unoccupied for other unknown reasons, or are abandoned.

Exhibit 9: Housing Unit Occupancy, Town of Grover, 2020

Occupancy Status	
Occupied	689
Vacant	85
Total Housing Units	774

Source: U.S. Census, Table H1

Exhibit 10: Housing Tenure, Town of Grover, 2019

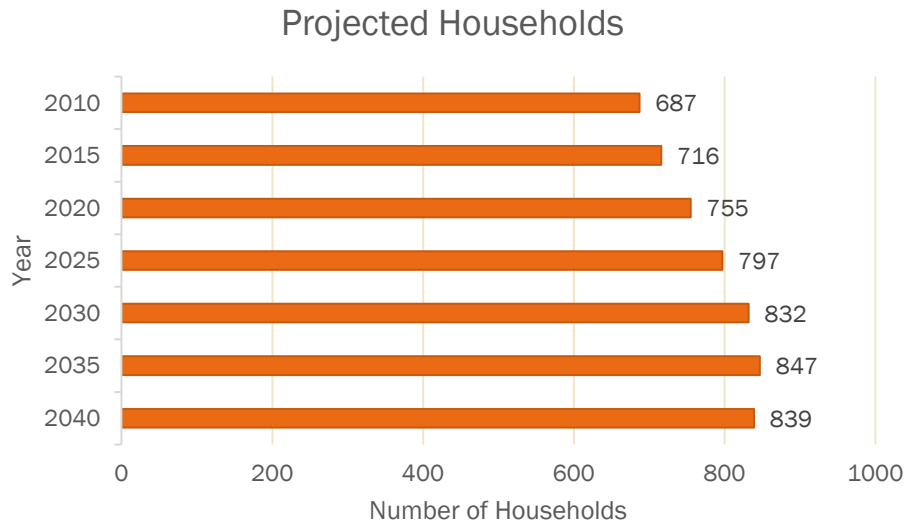
Tenure (2019)	
91%	Owner Occupied
9%	Renter Occupied

Source: 2019 ACS 5-year estimates, Table DP04

Future Demand for Housing

According to the Wisconsin Demographics Services Center, Grover's population and housing stock is forecasted to decline after 2035 (Exhibit 11). New residents and housing developments could influence these projections.

Exhibit 11: Housing Projections, Town of Grover, 2010 - 2040



Source: Wisconsin Department of Administration, Household Projections for Wisconsin Municipalities

Economic Development

Economic Development Summary

Grover's primary industries are agricultural, forestry, fishing and hunting; manufacturing; and transportation and warehousing. These industries combined provide over half of the jobs in the town and represent the rural nature of the town.

Major Employers in Marinette County

Marinette Marine

Tyco Fire Products

Karl Schmidt Unisia

Waupaca Foundry

Aurora Health Center

Bellin Health

UW-Green Bay Marinette Campus

Northeast Wisconsin Technical College

Largest Industries

Marinette County

- Manufacturing
- Educational services, health care and social assistance
- Retail Trade

Wisconsin

- Educational services, health care and social assistance
- Manufacturing
- Retail Trade

Employment

Of the town's labor force, 3.5% of people in 2020 were unemployed, while 66.9% of the labor force is employed.

Exhibit 12: Unemployment Rate, Town of Grover, 2020

Unemployment Rate	
Grover	3.5%
Marinette County	2.6%
Wisconsin	2.3%

Source: 2020 ACS 5-year estimates, Table DP03

Exhibit 13: Employment Rate, Town of Grover, 2020

Employment Rate	
Grover	66.9%
Marinette County	55.1%
Wisconsin	63.7%

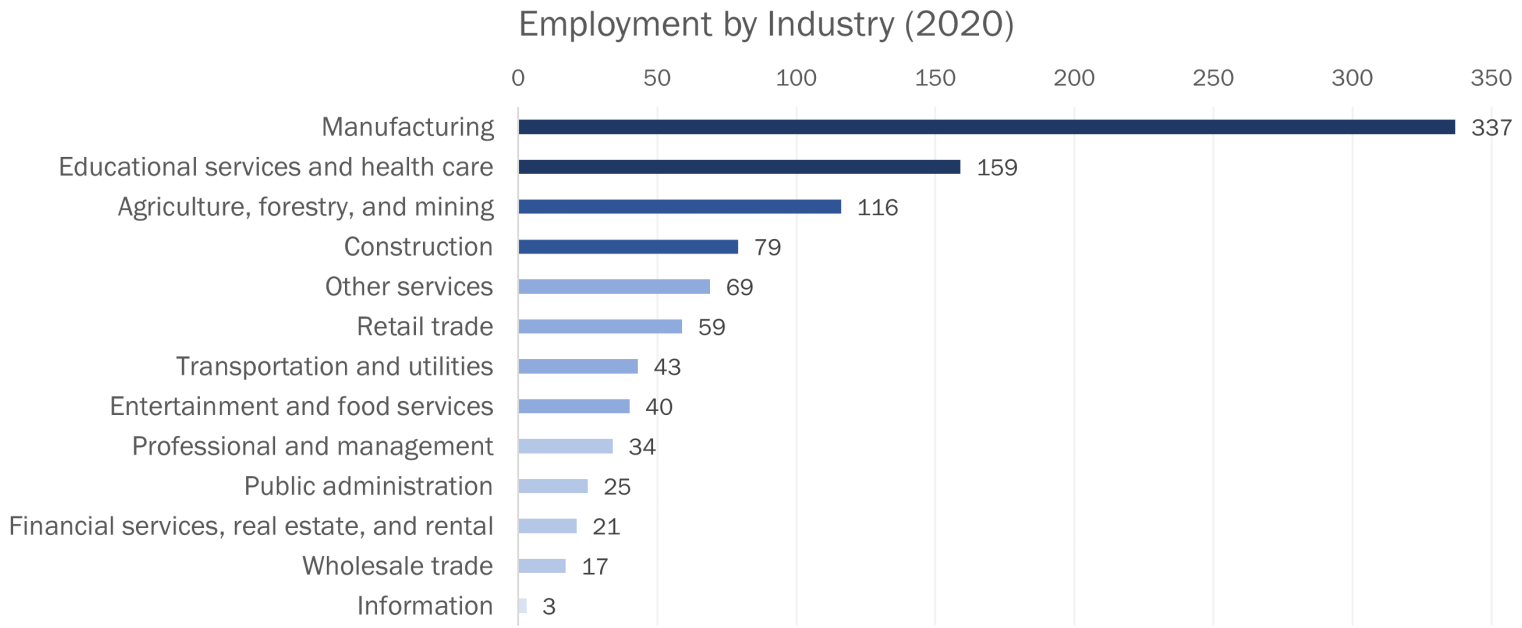
Source: 2020 ACS 5-year estimates, Table DP03

Exhibit 14: Median Household Income, Town of Grover, Marinette County, and Wisconsin, 2020

Median Household Income	
Town of Grover	$61,667
Marinette County	$52,385
Wisconsin	$63,293

Source: 2020 ACS 5-year estimates, Table S1901

Exhibit 15: Employment Characteristics by Industry, 2020



Source: 2020 ACS 5-year estimate, Table DP03

Exhibit 16: Value of Agricultural Products, Marinette County, 2017

Marinette County Market Value of Agricultural Products Sold (2017)			
Livestock (millions of dollars)		Crops (millions of dollars)	
Cattle and Calves	$18.3	Grains, oilseed, dry beans, and dry peas	$14.0
Milk	$72.4	Vegetables, melons, potatoes, sweet potatoes	$5.3
Hogs, chickens, horses, and all other livestock	$1.4	Nursery, greenhouse, floriculture, sod	$1.4
Total	$92.1	Other crops and hay	$1.7
		All other crops (christmas trees, fruits, tree nuts, berries, etc.)	$1.4
		Total	$23.8

In total the market value of agricultural products in Marinette County was $116 million according to the 2017 Census of Agriculture.

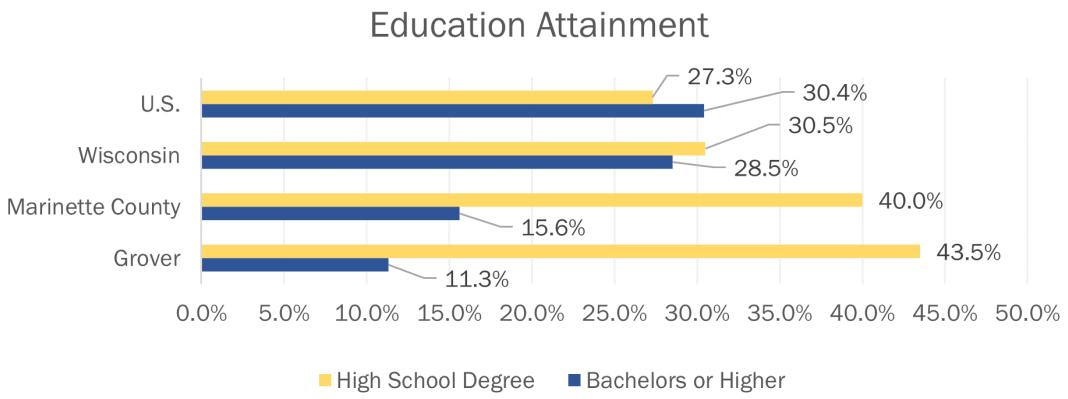
Source: 2017 Census of Agriculture, Marinette County

Exhibit 17: Commuting Directions, Town of Grover, 2019

Inflow and Outflow of Workers		
Where Workers Live and Work	Number of Workers	Primary Work Flow Direction
Live and work in Grover	21	N/A
Live outside and work in Grover	202	From Pound into Grover
Live in and work outside of Grover	752	From Grover to Peshtigo and Marinette

Source: U.S. Census On the Map

Exhibit 18: Education Attainment, Town of Grover, Marinette County, Wisconsin, and U.S. 2020



2020 ACS 5-year estimate, Table S1501

Exhibit 19: Commuting Times, Town of Grover, 2020

Average Work Commuting Time (minutes)	
Grover	22.0
Marinette County	20.9
Wisconsin	22.2

Source: 2020 ACS 5-year estimate, Table S0801

Tourism

Located just outside the town is the home of the Porterfield Country Music Festival. This festival occurs annually during the summer and offers opportunities for tourists to bring money into the town.

Grover is connected to the state-wide system of snowmobile trails. Wisconsin snowmobile trails offer similar opportunities for people outside of the town to spend money in the town. Trail maps often indicate potential stops for snowmobilers. Trail passes are required to use the trail and can be purchased through the WDNR or snowmobile clubs.

Grover also has several ATV trails and allows for ATV use on town roads.

Marinette County saw a decrease in the amount of money visitors spent from $163.3 million in 2019 to $142.2 million in 2020. This effect is most likely COVID-19 related. The amount of money spent by visitors will likely increase in years to come as the area bounces back from the pandemic.

2018 - 2028 Employment Forecast

Wisconsin's Department of Workforce Development develops employment projections for all regions in the state. Its latest forecast is from 2018 to 2028. The Town of Grover is located within the Bay Area Workforce Development Region which, in 2019, had 897,221 people in the workforce. Grover, with 971 employed people in 2019, makes up 0.11% of the total Bay Area workforce.

- The employment forecast for the town assumes that the town will grow as the same rate of employment as the region. Therefore, by 2028, the Bay Area is projected to have an employee base of 925,697 and Grover's employment forecast is 1,002 people employed.
- In summary, Grover is forecasted to have 31 new employed residents by 2028. These new employees are anticipated to work in Education and Health Services, Construction, and Professional, Scientific, and Waste Management.

Natural Resources Inventory

The natural resources of Grover include forests, wetlands, soils, wildlife, and waters which are benefits to the residents and visitors the town.

Grover is located in the Northern Lake Michigan Ecological Landscape which is designated by the Wisconsin Department of Natural Resources (WDNR). Below is an inventory of Grover's natural resources.

Over 19,600 acres of Grover is forested. Several forests are located within wetlands. The forest located in the southeastern portion of Grover is a part of a larger 10,000 acre lowland forest that is mainly made up of species of ash and red maple.

The soils located in Grover were created through glacial processes resulting in sandy to sandy loam soils and gravel.

Wetlands are located throughout Grover with several large wetland complexes in the southeast and northwest corners. These wetlands provide essential ecosystems services such as storm water retention, filtration processes, and provide habitat for wildlife.

The Peshtigo River is located on the Town of Grover's northern border. Several other rivers are located throughout the town. All waterways drain east into the bay of Green Bay.

Several small ponds are also found throughout Grover.

Environmental Corridors

Environmental corridors (Exhibit 20) represent significant environmental features that should be protected from other land use influences, not only for the benefit of plants and animals but also for people. These features include:

- Lakes, ponds, rivers, streams, and flowages
- 75-foot setbacks for rivers and lakes
- Wetlands (as delineated by the WDNR)
- 50-foot setbacks for wetlands
- 100-year floodplains (as designated by FEMA)
- Areas of steep slope (those 12% or greater)

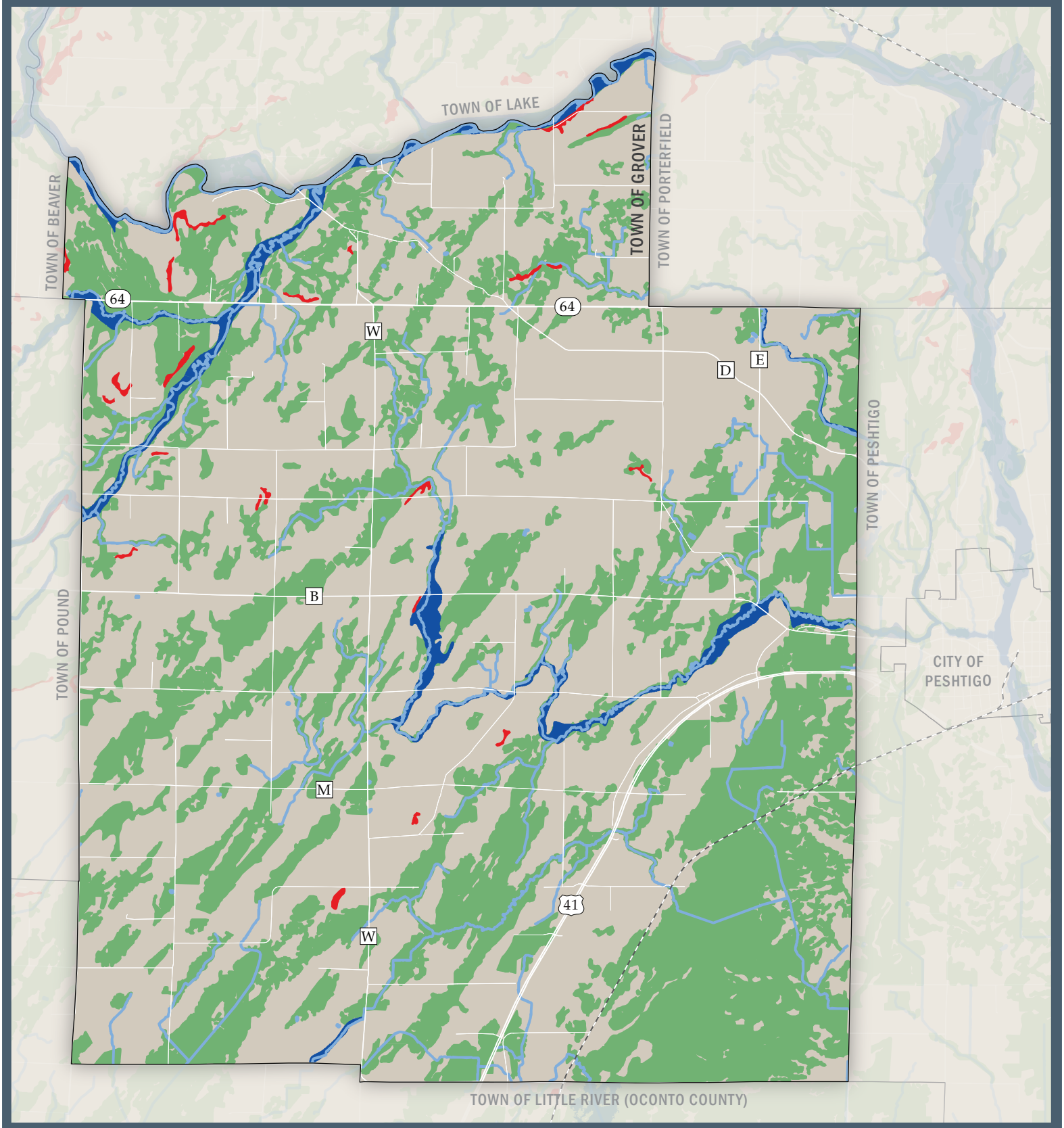
Exhibit 20: Environmental Corridors Acreage

Environmental Corridors		
	Acreage	Percentage of Town
Surface Water	2,155	4.6%
Steep Slope	169	0.4%
Floodplain	1,278	2.7%
Wetlands	18,482	39.4%

Source: Bay-Lake RPC 2022

Map 2: Environmental Corridors

Town of Grover Comprehensive Plan Update 2022 - 2042



- Steep Slope (12% or Greater)
- 100-Year Floodplain
- Wetlands (>2 acres with a 50-Foot Seetback)
- Surface Water (With a 75-Foot Seetback)
- Rail
- Road
- Municipal Boundary

N W E S

0 0.5 1 1.5
MILES

Sources: FEMA, 2009; WDNR, 2019; NRCS, 2010; WisDOT, 2021; Marinette County, 2021; Town of Grover, 2021; Bay-Lake RPC, 2021.

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

Significant Land Features

Marinette County Forest:

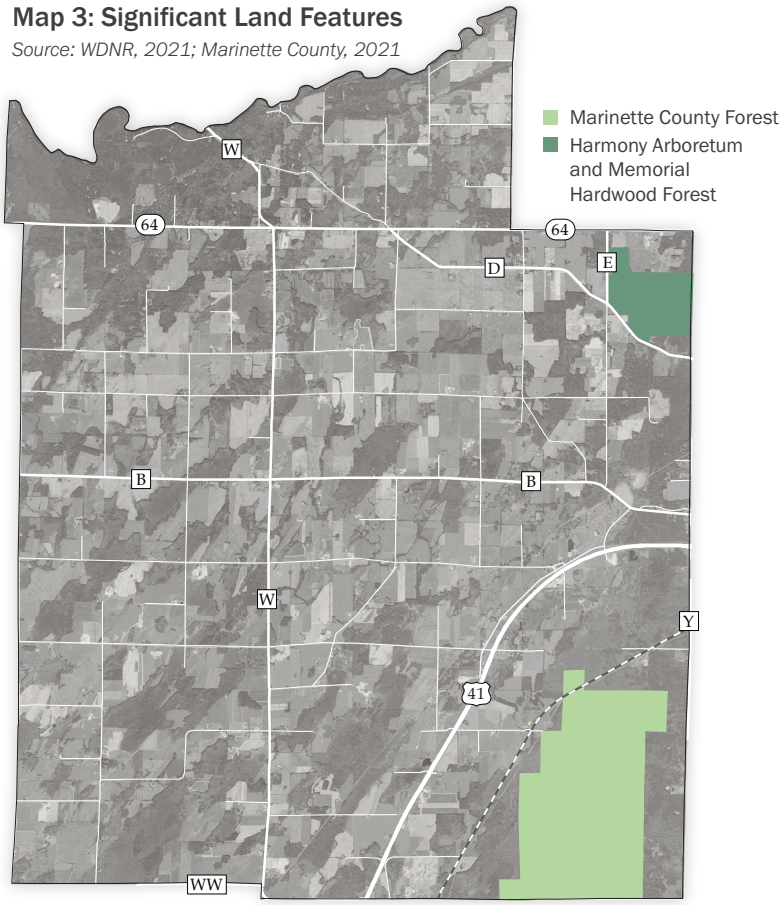
The forest is 2,299 acres and is located in the southeastern portion of Grover. This forest is predominantly wooded and non-wooded wetlands. Snowmobile trails run through the forest.

The Harmony Arboretum and Memorial Hardwood Forest:

The facility is located in the northwestern portion of Grover and is a 460 acre country farm that has been conserved to offer environmental education, walking trails, and demonstration gardens.

Map 3: Significant Land Features

Source: WDNR, 2021; Marinette County, 2021



Agricultural Resources

The Town of Grover is a farming community which primarily produces crops and milk. The town's farming products also include vegetables, beef, pork, honey and maple syrup.

Below are farming statistics for Marinette County according to the 2017 Census of Agriculture.

Number of farms: 515

Acres in farmland: 133,068

A portion of the agricultural census reports on conventional tillage, conservation tillage, and cover crop practices taking place in the county. Intensive tillage can be called conventional tillage as a majority of crop residue is removed from the field, reduced tillage leaves a larger portion of crop residue, and no till aims to have 100% ground cover to reduce erosion. Cover crops are used for a number of reasons including erosion control to increasing soil nutrients.

Conservation Farming Practices:

- Intensive till: 30%
- Reduced till: 13%
- No till: 13%
- Cover crop: 12%

Historic and Cultural Resources

According to the Wisconsin Historical Society, Grover has 37 historic sites. Many sites are residences. Also listed is one cheese factory, two taverns, four schools, four churches, and ten agricultural buildings. Not all buildings listed are still standing.

Some notable historic buildings include:

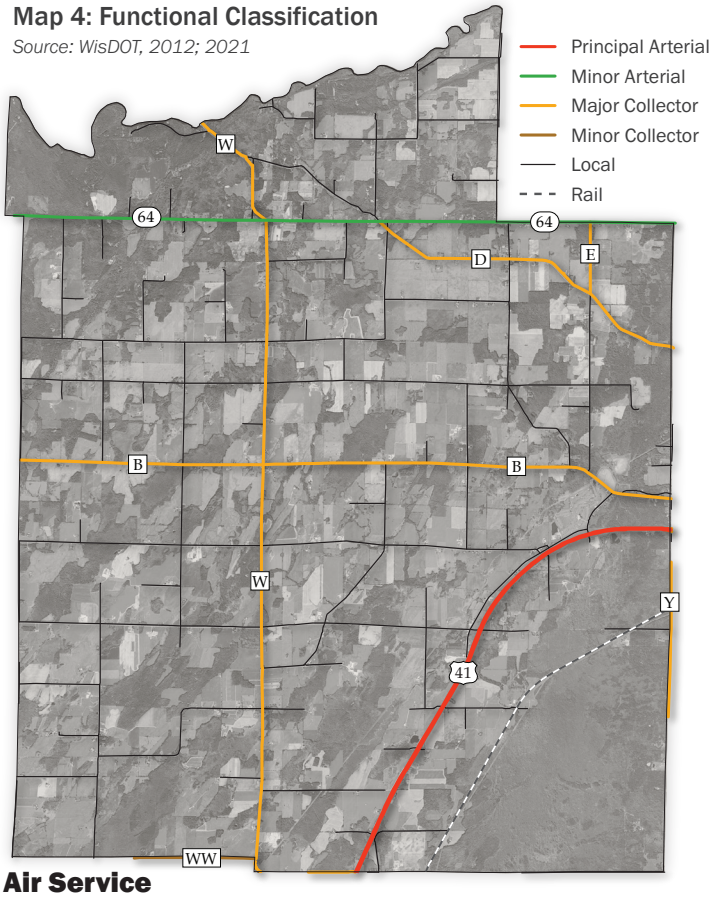
1. St. John's Lutheran Church located on the corner of Church Road and Church Lane
2. Harmony United Methodist Church located on CTH DD
3. The Harmony School located on CTH DD
4. Lawrence Feifarek Farm - Barn, outbuildings, and house located on US Hwy 41
5. Richter Tavern located on CTH DD
6. Feifarek Cheese Factory at N1303 US Hwy 41 (demolished)
7. Macabee Lodge at the corner of State Hwy 64 and CTH DD (demonlished)
8. Emil Rhode House located on County Hwy B

Transportation Summary

The transportation element provides a summary of the transportation resources in Grover.

Map 4: Functional Classification

Source: WisDOT, 2012; 2021



Air Service

Menominee – Marinette Regional Airport is located in Menomonie Michigan about 16 miles from Grover and serves as a regional airport.

J. Douglas Bake Memorial Airport is located in Oconto, Wisconsin, and is about 9 miles from Grover.It is registered with the FAA and open to the public. This airport offers people with fixed-wing and light aircraft a place to take off, land, and store their aircrafts.

The *Green Bay Austin Straubel International Airport* is located in Green Bay and is about 50 miles away from the Town of Grover.

Elderly and Disabled Transportation

Marinette County Elderly Services offers transportation opportunities for individuals over the age of 60 and who do not have the ability to make it to scheduled appointments. They also offer transportation to meal sites on certain days to communities throughout Marinette County. Rides must be scheduled 24-hours in advance.

Trucking

Trucking services are essential for the businesses in Grover to import and export goods to consumers and customers. Trucks usually utilize county roads and state highways, but sometimes are required to use town roads. State Highway 41 and County Highway 64 are the major trucking corridors found in Grover.

Functional Classification

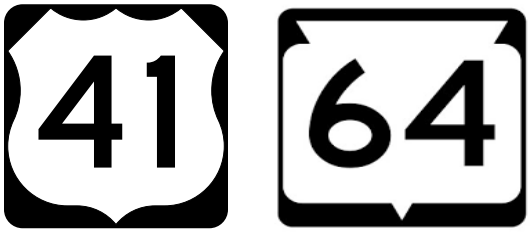
Roads are divided into three functional classes.

Arterials: These roads carry most of the traffic. In the Town of Grover; State Highway 41 is considered the primary arterial, and State Highway 64 is a minor arterial.

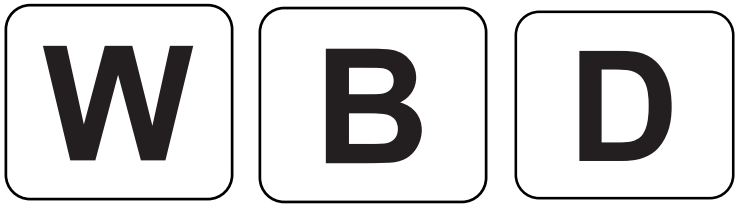
Collectors: These roads provide traffic circulation within residential and commercial areas. The main collectors in the Town of Grover are county roads W, B and D. County Road W is the only minor collector.

Local: These include the remaining roads found throughout Town of Grover.

Arterials Roads



Collectors



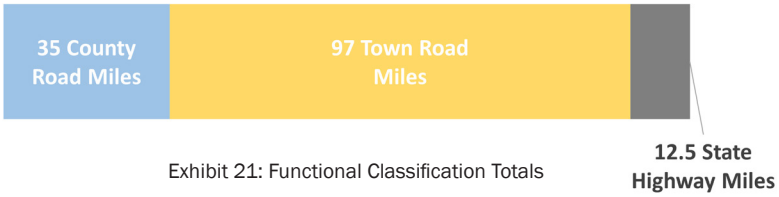


Exhibit 21: Functional Classification Totals

Functional Classification Stats	
Class	**Mileage**
Principal Arterial	12.5
Minor Arterial	8
Major Collector	25.5
Minor Collector	1.5
Local Street	97

Source: Wisconsin Department of Transportation, 2021

Current Land Use

The Town of Grover is approximately 47,000 acres in size. 94.64% of which is undeveloped (woodland, natural areas, and agriculture). The major developed land uses in the town include residential and parks and recreation (Exhibit 22).

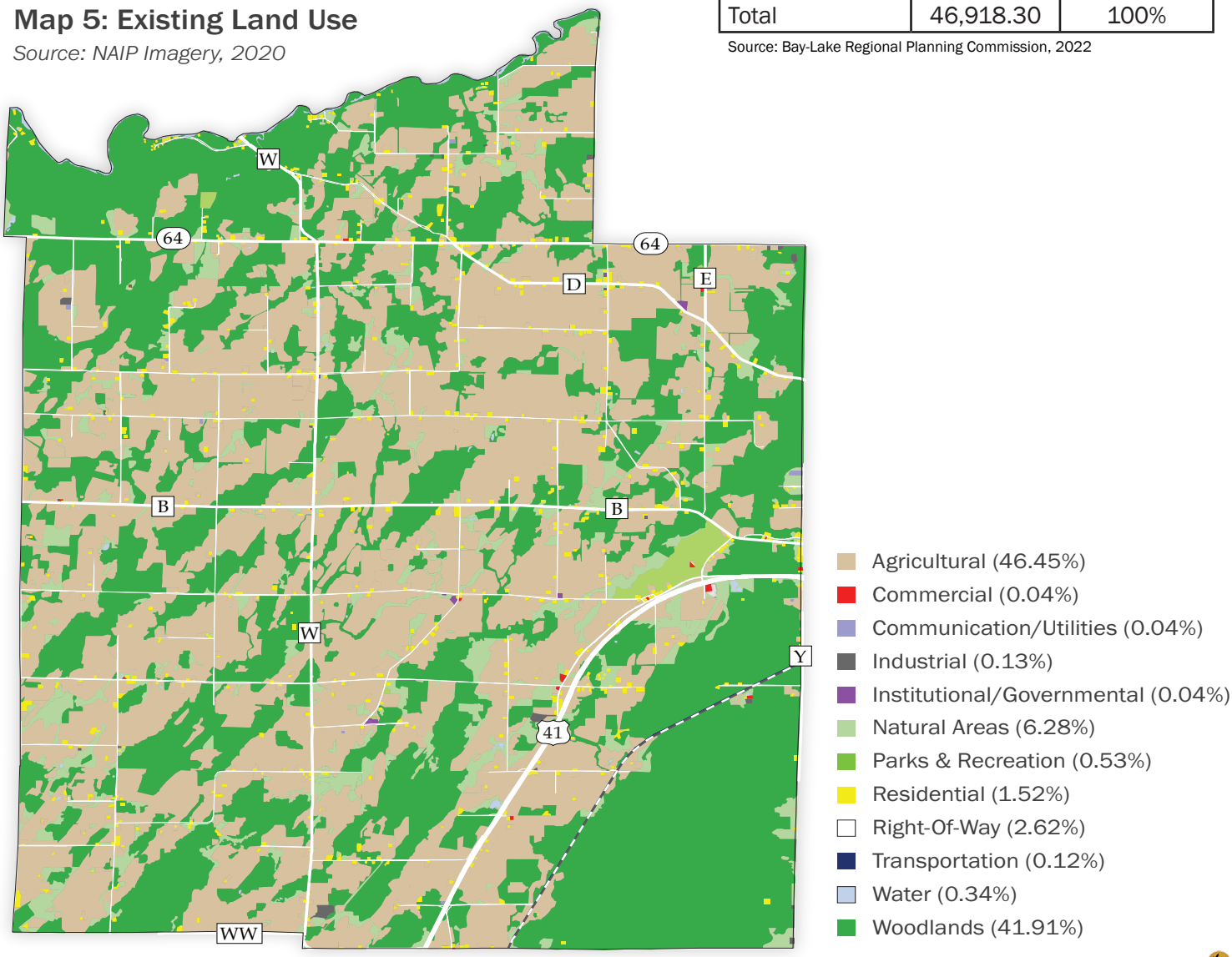
Exhibit 22: Acreage of Existing Land Uses, Town of Grover, 2022

Land Use Category	Acreage	Percentage
Agriculture	21,792.11	46.45%
Woodlands	19,662.17	41.91%
Natural Areas	2,948.43	6.28%
Right-of-Way	1,228.21	2.62%
Residential	712.91	1.52%
Park and Recreation	247.74	0.53%
Water	157.75	0.34%
Industrial	59.90	0.13%
Transportation	55.78	0.12%
Institutional/ Governmental	18.89	0.04%
Commercial	17.83	0.04%
Communication/ Utilities	16.59	0.04%
Multi-Family	0.00	0.00%
Total	46,918.30	100%

Source: Bay-Lake Regional Planning Commission, 2022

Map 5: Existing Land Use

Source: NAIP Imagery, 2020



Future Land Use

This section discusses the future land use needs in the Town of Grover.

Development Considerations

Land Supply

There are over 44,000 acres of undeveloped land in Grover. Development pressures in the town are typically focused along Highway 41, Vernon Hills Drive, and in select areas along Hwy 64.

Grover's residents aim to maintain the rural character of the town.

Land Use Issues

Future development might impact efforts to preserve farmland and conserve natural areas. Issues may also arise between farm and non-farm related uses with new residents not being familiar with rural living and its associated sights, odors, and other activities.

Redevelopment Opportunities

Redevelopment opportunities represent areas and parcels in the town that are currently vacant, abandoned, or non-productive. Examples of redevelopment opportunities are abandoned non-metallic mining sites or parcels with abandoned structures. These areas and parcels could be converted into another productive use deemed feasible by the town.

Smart Growth Areas:

According to Wisconsin State Statutes § 16.965, a "smart growth area" is "an area that will enable the development and redevelopment of lands within existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which have relatively low utility and municipal and state governmental costs."

The eastern section, which is close to the City of Peshtigo, was identified as a smart growth area. Locating higher density growth in this area allows for the majority of the town to maintain its rural character.

Additional Smart Growth areas identified by the town are:

- Select residential and commercial developments along Highway 41, Vernon Hills Drive, Highway 64, and County Road D and B.

Future Land Use Strategies

The 20-year development scenario for Grover was established using current land use and development considerations. The Future Land Use Map identifies recommendations for type and location of future land uses in the town leading up to the year 2042.

The land use classifications and corresponding strategies were established in the creation of the Future Land Use Map (Map 6). These land use classifications best represent the community's character and are in the best interest of the town and its citizens. These future land use recommendations in Grover shall be carefully reviewed by the town when making decisions concerning future growth/conservation.

It should be noted that the specified classification does not designate individual areas within the classification for development; rather, it designates the general area for that use to occur.

Future Land Use Projections

Residential

Future residential needs were calculated by using the 2013 housing projections created by the Wisconsin Department of Administration (WDOA) and the minimum lot size requirement for the Town of Grover (2 acres per dwelling unit). Exhibit 23 illustrates an estimate of the number of acres needed for residential developments in the town in five-year increments until 2040.

The town could expect to see a demand for 184 acres for new homes between 2025 and 2040. Residential development pressures could arise from population growth in Grover and from nearby cities of Peshtigo and Marinette. As these cities grow they will also attract new businesses which can attract people to move to the area for work.

Exhibit 23: Future Residential Land Use Projections for the Town of Grover from 2025 to 2040

Future Residential Land Use Projections		
Year	Acres	Total Acres
2025	84	84
2030	70	154
2035	30	184
2040	0	184

Source: Wisconsin Department of Administration 2040 Housing Projections table, and Bay-Lake RPC, 2022

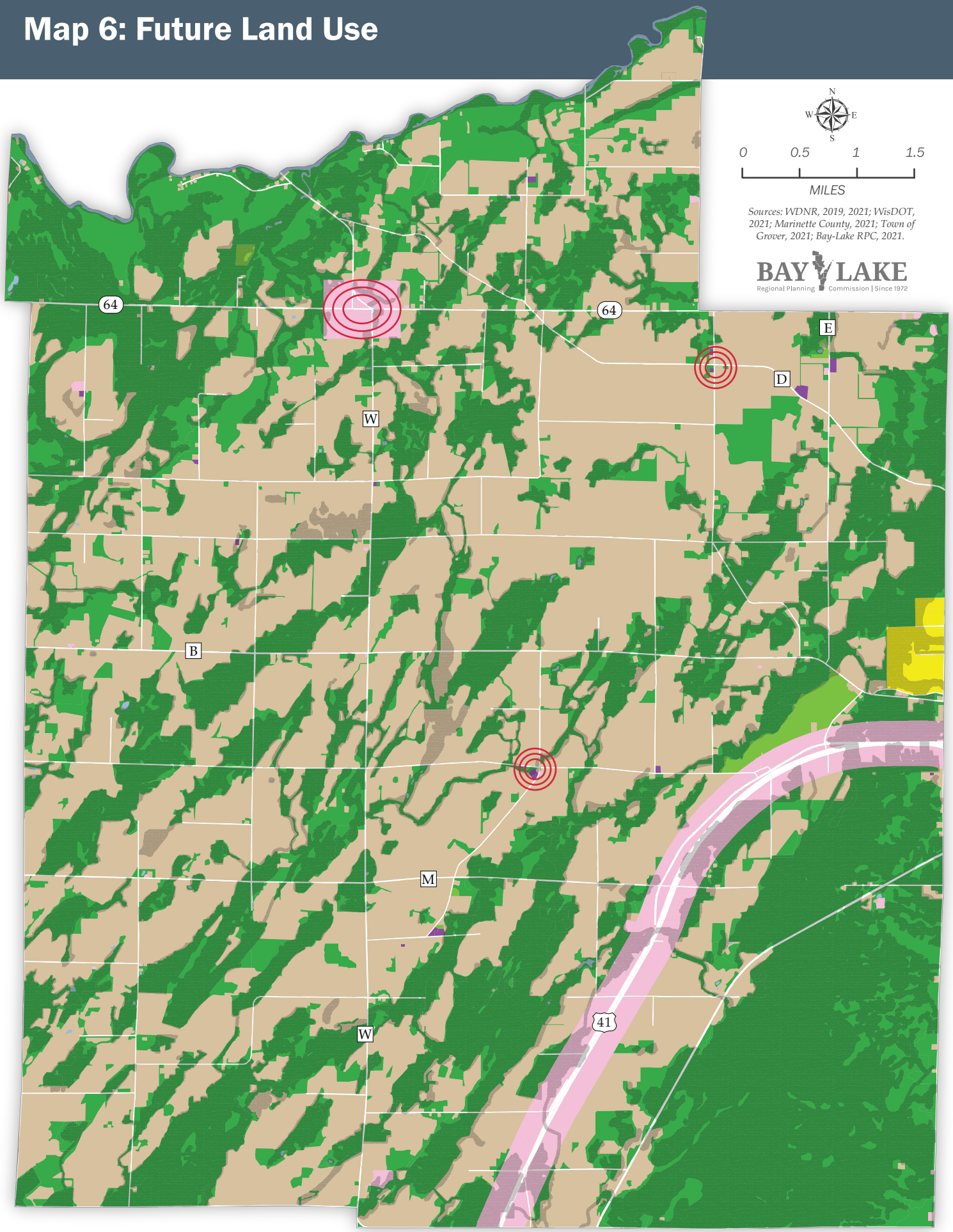
Commercial & Industrial

Future commercial and industrial acreage was calculated by comparing the ratio of current residential acreage to existing commercial and industrial land use acreage in the town.

The town could expect to see a total of 4.2 acres of commecial and 5.9 acres of industrial growth from 2025 to 2040. Much of the commercial and industrial growth could be focused in nearby cities.

It should be noted that these projections could fluctuate over time due to changing markets, needs, costs, and demands.

Map 6: Future Land Use



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The Future Land Use Map's seven classifications, along with strategies identified below:

Residential

The intent of this classificaton is to provide areas for moderate density residential developments. Uses include single-family and multiple-family residential. New residential developments should conform to the towns zoning regulations.

Single-Family Residential
Proposed residential developments in this designation are expected to follow the town's existing growth patterns and will primarily consist of single family homes in a rural residential development pattern.

Traditional and conservation subdivisions, which limits the impact of developments on natural-elements, can be used to increase the availability of housing.

Multiple-Family Residential
Multiple-family housing offers opportunities to increase residential density in Grover. Examples of multiple-family housing include but are not limited to duplexes, multiplexes, condominiums, town homes, and senior housing. The town's zoning ordinance already regulates multi-family housing.

Where possible, properties should be infilled and redeveloped to reduce the impact developments have on the natural character of Grover.

Mixed Commercial and Industrial

This classification is meant to provide areas for a mix of commerical and light industrial land uses. These areas in the town include:

- The intersection of County Highway W and State Highway 64; and
- Highway commerical areas along the U.S. Highway 41 corridor.

Both commerical and light industrial land uses located along U.S. Highway 41 should take advantage of quick highway access. These uses should also conform to the town's zoning regulations.

The community survey identified several favorable commercial businesses related to the retail, and entertainment. Examples of businesses would be auto repair shops, hardware stores, and restaurants.

Industrial land uses currently in the town include sawmills, non-metallic mining, and agricultural business uses.

Industrial land uses should be light in nature, reflect the character of the town, and not impact surrounding land uses negatively. When possible, new industrial uses are encouraged to be placed near commercial or other industrial land uses and away from residential properties.

Governmental/Institutional

Uses within this classification include, the Grover Town Hall, Harmony fire station, the existing churches, cemeteries, utility systems, and communication towers. These uses are expected to remain throughout the 20-year planning period.

Transportation

The town should continue to cooperate with other local municipalities, Marinette County, and the state in the development and maintenance of all transportation systems.

Park and Recreation

This plan promotes maintaining existing recreational facilities within or near the Town of Grover. In the northern portion of the town is the the Little River Park. The large park and recreation parcel adjacent to U.S. Highway 41 is a golf course. These uses are expected to remain throughout the 20-year planning period.

Future parks and recreation needs will be dependent on development or an expressed need for additional public park and recreational facilities which could include nature preserves and historic and cultural parks. Town residents also have several nearby opportunities for parks and recreation in other municipalities and organizations.

Agricultural/Rural Residentail

Preserving lands dedicated to general crop farming are recommended in this plan. These areas will allow a mixture of farming uses that are compatible with other surrounding land uses. Rural residential development is recommended to be low density and in conformance with the town's zoning.

Best management practices continue to be highly encouraged for all farming operations renting or managing land in the town.

Natural Areas/Woodlands

This classification is meant to encourage the preservation of natural areas and woodlands within the Town of Grover. A majority of these areas fall within the identified Environmental Corridors. If areas within this classification were to become developed, they should conform to the towns zoning oridnance and are encouraged to incorpoarate natural areas into their design.

Environmental Corridors

Environmental corridors are represented by four elements including: 100-year floodplains as defined by the Federal Emergency Management Agency (FEMA), WDNR wetlands and an associated 50-foot buffer, steep slopes of 12 percent or greater, and a 75-foot setback from surface water as defined by the Wisconsin DNR. The Harmony Arboretum is part of the environmental corridors in the town. This plan encourages preservation and protection of these natural areas in order to maintain the rural character of the town along with ensuring their ecological function into the future.

Mixed-Use Areas

Mixed-use areas designate land which could see a mix of commerical, institutional, and residential uses. Mixed-use areas allow for buildings which could host two uses or parcels which have more than one use. These areas could increase the density in the targeted locations of the town and reduce the impact on farmland and natural lands. Mixed-use areas should conform to land use patterns in a way that is orderly and addressed in the town's zoning ordinance.

Utilities Inventory

Electric and Natural Gas Services

Wisconsin Public Service's territory covers much of the town and provides electric and natural gas services.

The southern portion of the town receives their electric and natural gas from the Oconto Electric Cooperative.

Telecommunication and Internet

Local internet services are provided by several providers via direct connection or satellite services. Internet speeds in Grover vary from 10 Mbps to 25+ Mbps download speeds.

Private Well and Septic

Residents in the town have individual wells that are owned and maintained by the property owner relying on groundwater to meet their water supply needs.

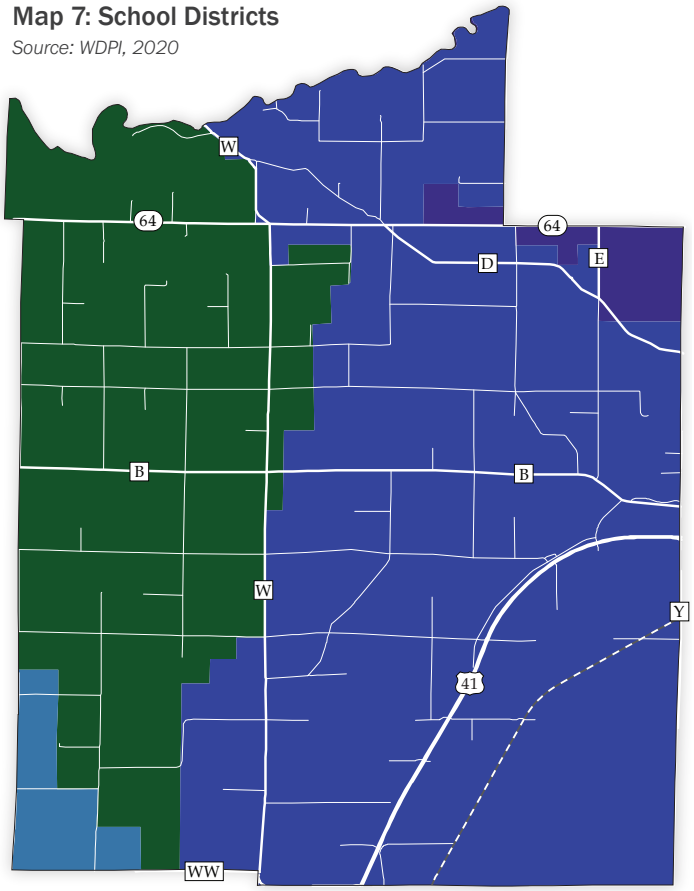
All on-site wastewater treatment in the town is provided by privately owned, wastewater septic systems. A septic permit, obtained from Marinette County, is required for the installation, modification, or addition of systems. The septic permit must be obtained prior to issuance of a building permit.

Stormwater System

Stormwater in the town drains through a series of ditches and culverts along town roads and other major highways. The town does not have any improvement plans for stormwater drainage.

Map 7: School Districts

Source: WDPI, 2020



Community Facilities

Town Facilities

The Grover Town Hall is used to fulfill all town government meetings. The Town Hall can be rented for private events by residents and non-residents. The Town Hall also houses the Grover Porterfield Fire Department. It is located at W 5161 Town Hall Road.

The Harmony Fire Station is located at N3895 S Harmony Road.

Town Services

The town contracts with a private firm for garbage and recycling pickup. Disposal services are split between residences north and south of County Road B on alternating weeks.

The town contracts with a private firm for the removal of snow on town roads.

The town maintains the roads and bids out what cannot be performed internally.

Emergency Services

The Marinette County Sheriff's Department provides policing services to the town.

Fire protection services are provided through cooperation between Grover and Porterfield. The Grover/Porterfield voluntary fire department has three stations, one at the Grover Town Hall, another in the community of Harmony, and another at the Porterfield Town Hall.

Emergency Medical Services

- Aurora Health Center, Marinette
- Emergency Rescue Squad Inc., Marinette
- Coleman Area Rescue Squad Inc., Coleman

Education Facilities

The Town of Grover is serviced by four school districts: Coleman, Lena, Marinette, and Peshtigo.

- The Coleman School District operates two facilities; an elementary school and a high school/middle school that is K-12.
- The Lena School District operates two facilities; an elementary school and a high school/middle school that is preK-12.

PESHTIGO SCHOOL DISTRICT

LENA PUBLIC SCHOOL DISTRICT

Marinette School District

Coleman School District

ST. JOHN LUTHERAN SCHOOL

- The Marinette School District operates six facilities; a learning center, three elementary schools, a middle school, and a high school that is preK-12.
- The Peshtigo School District operates two facilities, an elementary school and a high school/middle school and is preK-12.
- St. John Lutheran School and Preschool is located in the Town of Grover and is K-8.

Colleges

- UW-Green Bay Marinette Campus, 750 W Bay Shore St, Marinette
- Northeast Wisconsin Technical College, 1601 University Dr, Marinette

Libraries

There are no libraries located in the Town of Grover, but there are several nearby.

- Peshtigo Public Library, 331 French St, Peshtigo
- Coleman Area Library, 123 W Main St, Coleman
- Lena Public Library, 200 E Main St, Lena
- Farnsworth Public Library, 715 Main St, Oconto
- Stephenson Public Library, 1700 Hall Ave, Marinette

Cemeteries

- St. John's Lutheran Cemetery
- Town of Grover Cemetery
- Harmony Cemetery

Healthcare Facilities

There are no healthcare or dental facilities located in the Town of Grover, but these services can be found throughout the surrounding communities of Peshtigo, Marinette, Oconto, and Oconto Falls. Below is a list of nearby healthcare facilities by municipality:

Peshtigo

- Aurora Health Center
- Bellin Health

Oconto

- Aurora Health Center
- Bellin Health - Emergency Room
- Prevea Oconto Health Center

Oconto Falls

- Prevea Health Center
- Bellin Health
- St. Clare Memorial Hospital

Marinette

- Aurora Health Center - Hospital
- Bellin Clinic
- Twin Counties Free Clinic
- Marinette Menominee Clinic
- Prevea Marinette Health Center

Lena

- St. Clare Memorial Hospital/Prevea Health Center

Childcare Facilities

Childcare facilities can be found in the nearby communities of Peshtigo, Marinette, Oconto, and Coleman.

Eldercare Facilities

- Marinette County Aging and Disability Resource Center
- West Rennes Health & Rehab Center, Peshtigo
- East Rennes Health & Rehab Center, Peshtigo
- Arbor Village, Peshtigo
- Washington Square Assisted Living Community, Marinette
- The Cottage at Lake Park Memory Care, Marinette
- Renaissance Assisted Living, Marinette
- Northland Lutheran Retirement Community, Marinette

Parks and Recreation

Town of Grover

The town maintains a public boat launch into the Peshtigo River that is located at the end of Boat Landing Lane. The town also owns and operates the Little River Park.

Marinette County owns and operates the Harmony Arboretum which is a 460-acre county farm which has been conserved and provides environmental education. Hardwood forests, walking trails, prairie ecosystems, and demonstration gardens can be found on the property.

Marinette County Forest and Wildlife Habitat Area is located in the southeastern portion of the town. Snowmobile trails can be found in this county forest. A map of the trails can be found on the Marinette County Forestry Departments website.

Cramer's Vernon Hills Golf offers an 18-hole public golf course and driving range.

ATV use is allowed on most town roads.

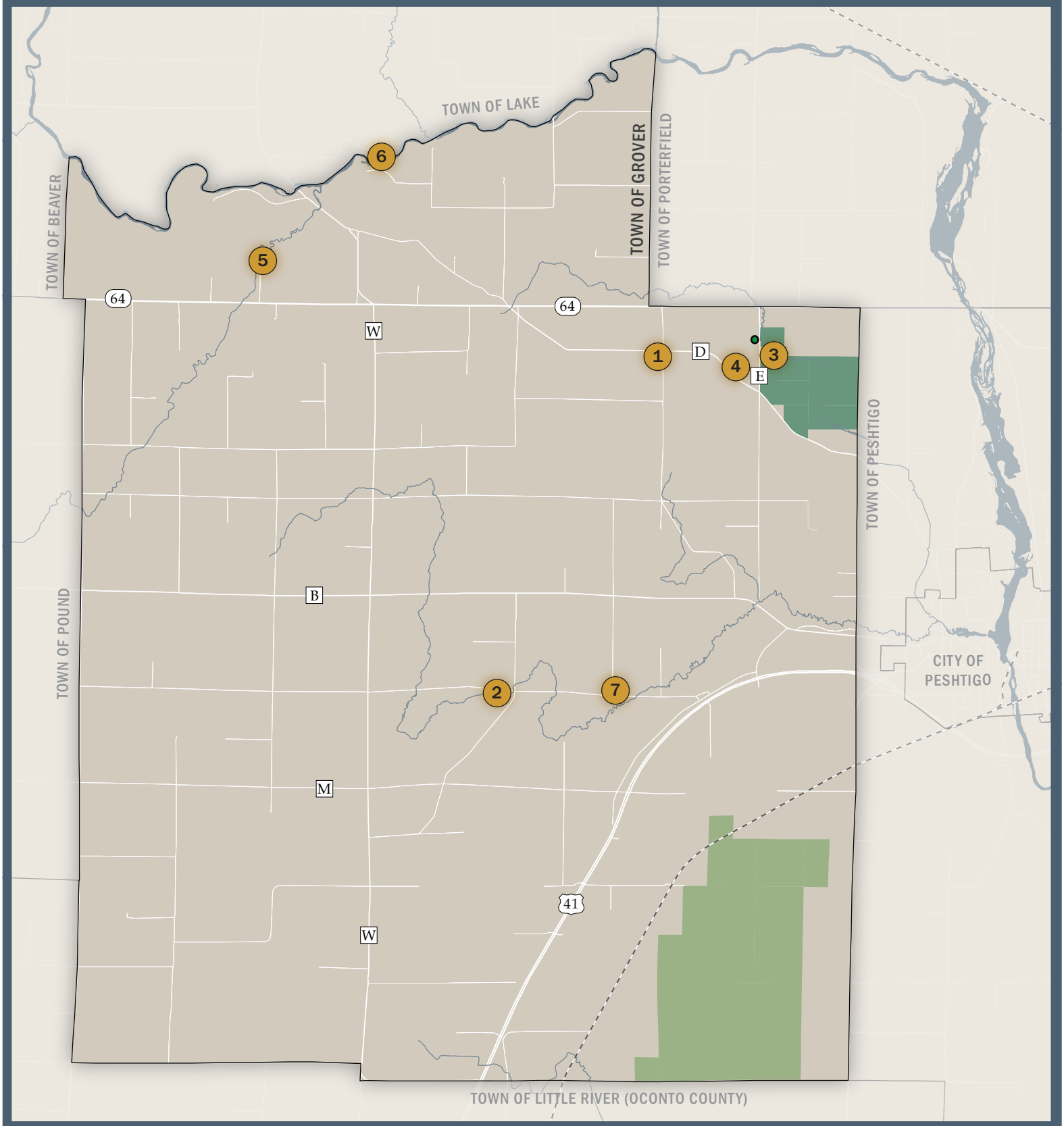
Near Grover

The nearby communities of Peshtigo, Marinette, Coleman, and Lena offer several community parks with playgrounds, picnicking areas, recreation fields, and other recreation opportunities.

- Peshtigo Harbor State Wildlife Area
- North Bay Shore State Recreation Area
- Bloch Oxbow State Natural Area
- Community REC Center in Marinette
- Badger Park and Campground in Peshtigo
- Potato Rapids east of the town on the Peshtigo River
- Diamond Lake Campground, Loomis
- Green's Green Acres Campground, Porterfield

Map 8: Community and Recreation Facilities

Town of Grover Comprehensive Plan Update 2022 - 2042



- # Community Facility/Recreation Area
  1. Grover-Porterfield Fire Department
  2. Grover Town Hall
  3. Harmony Arboretum
  4. Harmony Cemetery
  5. Little River Park
  6. Public Boat Access Site
  7. Town of Grover Cemetery
- County Forest
- Harmony Arboretum and Memorial Hardwood Forest
- Rail
- Road
- Municipal Boundary

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MILES

Sources: WDNR, 2019, 2021; WisDOT, 2021; Marinette County, 2021; Town of Grover, 2021; Bay-Lake RPC, 2021.

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

The Intergovernmental Cooperation element inventories the adjacent municipalities and any coorperative agreements.

Inventory of Overlapping and Adjacent Jurisdictions

Towns

Grover shares borders with six municipalities that include the towns of Peshtigo, Porterfield, Lake, Beaver, Pound, and Little River.

Cities

The City of Peshtigo is located close to the eastern edge of Grover. The City of Peshtigo's extra-territorial planning area extends one and a half miles from the city limits and portions of eastern Grover are within this jurisdiction. This allows the city to create future plans within this boundary.

The City of Marinette is located further east of Grover. The City of Oconto is located to the south of Grover.

Villages

The villages of Coleman, Pound, Lena, and Crivitz are located near Grover.

School Districts

Grover is located within the Peshtigo, Lena, Coleman, and Marinette School Districts. St Johns Lutheran Elementary School is a private school located within Grover.

Counties

Grover is located in Marinette County. The county has jurisdiction over shoreland and floodplain zoning, and on-site sanitary system permitting. Oconto County borders the town to the south.

State

The town works closely with all state departments on all issues, when necessary.

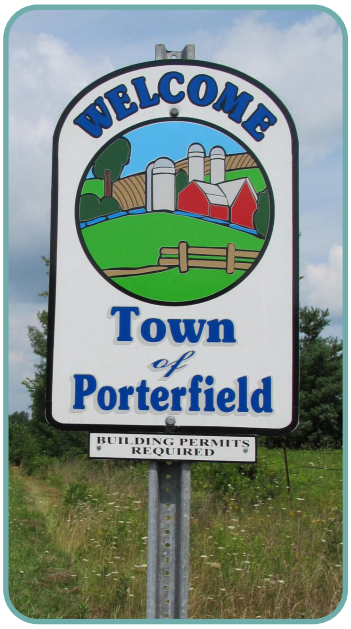
Federal

The town works closely with all federal agencies on all issues, when necessary.

Cooperative Agreements

In order for Grover to grow in an orderly and efficient manner, it is necessary for the town to work with all units of government. Working cooperatively is especially important since many issues, such as stormwater management and traffic, do not recognize municipal boundaries. The Town of Grover has formed partnerships with one of its neighboring municipalities addressed below.

- The town maintains a cooperative agreement with the Town of Porterfield to create the Grover - Porterfield Fire Department, which is operated by volunteers.
- The town shares a municipal court with the City of Peshtigo and the Town of Peshtigo.



The implementation element inventories land use controls, outlines the action plan for the Comprehensive Plan and the town's goals and objectives for the next 20-years.

Land Use Controls

1. The town maintains their own Zoning Ordinance. This ordinance regulates land uses, conditional and prohibited uses, signs, procedures, and other topics.
2. Marinette County Shoreland, Wetland, and Floodplain regulations cover areas which have been identified by the WDNR as areas that would adversely impact environmental and community health if allowed to be developed.

Action Plan

1. Administer the comprehensive plan's strategies and recommendations and monitor the statistical projections in the comprehensive plan. Conduct an update of the plan components every three to five years and a complete update of the plan every ten years per Wis. Stats. § 66.1001. Also, consider an annual report on the implementation and effectiveness of the comprehensive plan.
2. Conduct an annual review of, and amend as necessary, existing town ordinances to coincide with the comprehensive plan. Also, consider the development of new town ordinances that could assist with plan implementation.
3. Consider cooperative efforts with Marinette County and the surrounding towns and cities regarding topics such as land use planning, provision of coordinated public services and facilities, and plan implementation.

Strategies and Recommendations

Housing Strategies:

Goal:

Encourage the development and maintenance of an adequate supply of safe housing for current and future town residents while minimizing adverse impacts with the town's natural environment.

Objectives:

- Maintain housing values over time by promoting the maintenance and rehabilitation of current housing stock.
- Promote the development of a range of housing that meet the needs of different income levels, age groups, and persons with special needs.
- Promote housing that is environmentally conscious and has minimal negative impacts on surrounding land uses.

Economic Development Strategies:

Goal:

To promote economic development that increases the town's tax base and provides quality employment opportunities.

Objectives:

- Promote current and future rural development opportunities.
- If able, utilize the Wisconsin Office of Rural Prosperity for resources, tools, and information on grants.
- Improve and maintain current infrastructure needed to sustain current and future businesses.

Natural, Agricultural, and Cultural Strategies

Natural and Cultural Resources

Goal:

To maintain, preserve, and responsibly use the town's natural resources in a manner that considers future generations of residents and visitors.

Objectives:

- Preserve and enhance the quality of the lakes, rivers, streams, and wetlands in the Town of Grover.
- Develop in a manner that preserves important environmental resources, agricultural lands, woodlands, scenic beauty, and high-quality ground and water resources.
- Assist the county with the management of these resources and the management of invasive species.
- Monitor actions being taken by the WDNR and other entities regarding PFAS potential contamination sites in the Town of Grover.
- Utilize the Wisconsin Historical Society as a resource if archeological sites are found in the town.

Agricultural Resources

Goal:

Continue to preserve and support the Town's agricultural resources.

Objectives:

- Maintain contiguous agricultural tracts and open spaces to promote and enhance the Town's strong agriculture economy.
- Minimize the potential for conflicts between agricultural and non-agricultural land uses.
- Promote agricultural innovations that improve soil health and water quality.

Land Use Strategies

Goal:

Maintain the town's vision of growing in a manner that protects natural and agricultural resources.

Objectives:

- Utilize the land use strategies section to make rational decisions on developments.
- Ensure that rural development is sensitive to the needs for rural preservation and the protection of environmental areas.

Transportation Strategies

Goal:

Maintain and support the development of a safe transportation system.

Objectives:

- Maintain and improve current infrastructure in a timely and well-planned manner.
- Coordinate with local communities, Wisconsin Department of Transportation, and other entities to maintain a safe, efficient, and accessible town-wide transportation system.
- Maintain consistent funding for maintenance and improvement of town infrastructure.

Utilities and Community Facilities Strategies

Goal:

Provide quality community services to all town residents and businesses.

Objectives:

- Maintain, and expand current town facilities as needed for present and future residents.
- Explore opportunities with the state broadband initiative to increase Grover residents' access to broadband internet.

Parks and Recreational Facilities

Goal:

To ensure residents have safe recreational sites in the town that provide several activities.

Objective:

- Maintain the quality of the current park, recreational areas, and trails for residents and visitors.

Intergovenmental Cooperation Strategies

Goal:

Coordinate with adjacent towns, municipalities, Marinette County, and other public and private stakeholders concerning land use matters and cooperative services.

Objectives:

- Promote the cooperation between surrounding towns, the City of Peshtigo, Marinette County, and all other governmental entities that make decisions impacting the town and its planning area.

Town of Grover

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