Planning Report

Recommended Plan

Town of Newton Year 2030 Comprehensive Plan

Project I.D.: 08N011

Town of Newton
Manitowoc County, Wisconsin

July 2009

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July 17, 2009

TO: Overlapping and Adjacent Units of Government and the Wisconsin Department of Administration

FROM: The Town of Newton

RE: Town of Newton Recommended Comprehensive Plan and Public Hearing

Attached, pease find a copy of the Recommended Comprehensive Plan for the Town of Newton. This plan is being forwarded in the spirit of intergovernmental cooperation and to meet the plan distribution requirements set forth in Wisconsin's Comprehensive Planning Law, Section 66.1001(4) Wisconsin Statutes. The comprehensive plan is a policy document that will assist town officials in making decisions regarding conservation and development over the next 20 to 25 years. The plan identifies goals, objectives, policies, and programs to address the following nine elements:

1. Issues and Opportunities
2. Housing
3. Transportation
4. Utilities and Community Facilities
5. Agricultural, Natural and Cultural Resources
6. Economic Development
7. Intergovernmental Cooperation
8. Land Use
9. Implementation

This plan was recommended for adoption by the town's Planning Commission and will be presented at a public hearing on September 9, 2009, at 7:00 p.m. at the town hall. Please submit verbal or written comments on or before August 24, 2009. The Recommended Plan can also be viewed on the Town of Newton's web site at: <www.townofnewton.org>.

Feel free to contact Joe Janowski, Town Zoning Administrator, at (920) 758-2159 with any questions. Thank you for your input!

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Town Adoption Ordinance

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Resolution No. _____

A RESOLUTION RECOMMENDING APPROVAL FROM THE TOWN OF NEWTON PLAN COMMISSION TO THE TOWN BOARD TO ADOPT THE TOWN OF NEWTON YEAR 2030 COMPREHENSIVE PLAN

WHEREAS, Pursuant to sections 62.23(2) and (3) for cities, villages, and towns exercising village powers under 60.22(3) of the Wisconsin Statutes, the Town of Newton is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes; and

WHEREAS, the Newton Town Board has committed funding to develop a comprehensive plan for the Town of Newton; and

WHEREAS, a Plan Commission was established by the Town Board and participated in the production of the Town of Newton Year 2030 Comprehensive Plan to guide and coordinate land use decisions and development in the town; and

WHEREAS, numerous forums for public involvement have been held to gather citizen input including public informational meetings, mailings to the public inviting them to participate, open Plan Commission meetings and keeping of draft materials and maps at the town hall for public inspection.

NOW, THEREFORE, BE IT RESOLVED, that the Town of Newton Plan Commission hereby recommends that the "Recommended Plan" of the *Town of Newton Year 2030 Comprehensive Plan* and plan adoption ordinance are filed with the governmental units specified under section 66.1001(4)(b)and (c), and will be discussed at a public hearing required under section 66.1001(4)(d); and

BE IT FURTHER RESOLVED, that the Town of Newton Plan Commission hereby recommends that, subject to the public hearing on the "Recommended Plan" and incorporation of plan revisions deemed necessary as a result of the public hearing or comments received from governmental units with which the plan was filed, the Town Board adopt the *Town of Newton Year 2030 Comprehensive Plan* by ordinance in accordance with section 66.1001, Wisconsin Statutes.

ADOPTED this 6th day of July, 2009.

Motion for adoption moved by: [signature]
Motion for adoption seconded by: Charlie Bauer
Voting Aye: 10 Voting Nay: 0

[signature]
Plan Commission Chair

ATTEST:

[signature]
Plan Commission Secretary

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Town of Newton Year 2030 Comprehensive Plan

Distribution

No. of Copies	Sent To
1	Wisconsin Department of Administration, Office of Intergovernmental Relations
1	Manitowoc County Planning and Park Commission
1	Bay Lake Regional Planning Commission
1	Town of Cato
1	Town of Centerville
1	Town of Liberty
1	Town of Manitowoc
1	Town of Manitowoc Rapids
1	Town of Meeme
1	City of Manitowoc
1	Village of Cleveland
1	Manitowoc School District
1	Valders School District
1	City of Manitowoc Library
1	R&J Fricke Co. Inc. - Non-metallic mine
1	Tony Roberts - Non-metallic mine
12	Richard Hartman - Non-metallic mine Newton Planning Commission and Town Board

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Town of Newton Year 2030 Comprehensive Plan

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Town of Newton Year 2030 Comprehensive Plan

Executive Summary

The *Town of Newton Year 2030 Comprehensive Plan* will guide community decision making in the Town of Newton for the next 20 to 25 years. The town's comprehensive plan addresses nine comprehensive planning elements as established by Wisconsin's Comprehensive Planning law:

1. Issues and Opportunities
2. Population and Housing
3. Transportation
4. Community Facilities and Services
5. Agricultural, Natural, and Cultural Resources
6. Economic Development
7. Intergovernmental Cooperation
8. Land Use
9. Implementation

The Town of Newton is an unincorporated rural town in eastern Manitowoc County. It is situated to the south of the City of Manitowoc. The town's landscape has been primarily influenced by the location of Lake Michigan, prime agricultural soils, major transportation corridors, and the surrounding incorporated communities. The influence of glacial activity has produced the pattern of farmlands interspersed with wetlands characteristic of the east-central region of Wisconsin. Within the rolling topography, wetlands are found in the valleys, while the upland areas supply some of the most productive farmland in the state. U.S. Interstate I-43 transects the town from north to south along the eastern sections of the town. State Highway 42 cuts diagonally across the town from the north-central to the southwestern border. County Highway C cuts through the town from east to west and County Highways CR and LS run north to south along the eastern sections of the town. The Canadian National Railroad transects the town from north to south along the eastern sections of the town. The railroad and these highways provide arterial connections to the surrounding region. Predominant water features found in Newton include Lake Michigan, English Lake, Hartlaub Lake, and Carstens Lake.

Most development in Newton is found along its major transportation corridors, particularly along County Highway CR. Small clusters of more concentrated development are found along the town's northern edge as influenced by the City of Manitowoc. Clusters of residential development are found around Lake Michigan, English Lake, and Carstens Lake. Clusters of residential development are also found around the intersections of Newton Road and Center Road. Clusters of residential, business, and light industrial development are found along County Highway CR and around the intersection of Interstate I-43, County Highway C, and Newton and Center Roads. Moderate rates of population and housing growth are expected over the next 20 to 25 years. Projections to the year 2030 indicate likely increases of six persons per year and two to three new housing units per year.

Public participation during the planning process identified the town's primary concerns and areas to be addressed by the comprehensive plan. Top issues identified by the planning commission include farmland, wildlife, open land, wetland and forestry preservation, controlling residential

development, annexation and extraterritorial zoning, groundwater protection and preventing septic pollution, providing quality economic development, and improving the town's infrastructure. Top opportunities include making use of the town's close proximity to major highway corridors - planning future economic development along the I-43 corridor, maintaining the town's rural atmosphere, preserving recreational opportunities, preserving the right-to-farm, and developing alternative energy systems. The town's vision for the future further clarifies the community's priorities and speaks primarily to the importance of the town's proactive involvement of the community to control its destiny and maintain the Town of Newton as a desirable place to live, work, and visit.

The *Town of Newton Year 2030 Comprehensive Plan* sets the stage to successfully address the town's issues and opportunities and to achieve the town's vision for the future. This will be accomplished by creating an improved system in which development takes place. This will involve working with the County and City of Manitowoc to update county land use strategies as well as maintaining and updating town ordinances and other land use implementation tools. Paramount in the plan is the careful placement of residential development with regard to the community's agricultural and natural resources. The plan recommends protecting the vast majority of the town's landscape for continued agricultural production while also allowing for limited development. Key implementation tools include development density management, development site planning, maximum lot sizes, and voluntary land conservation programs.

The Nine Elements

IO	Issues and Opportunities
H	Population and Housing
T	Transportation
UCF	Community Facilities and Services
ANC	Agricultural, Natural, and Cultural Resources
ED	Economic Development
IC	Intergovernmental Cooperation
LU	Land Use
I	Implementation

State Agencies

WDNR	Wisconsin Department of Natural Resources
WDOT	Wisconsin Department of Transportation
WDOA	Wisconsin Department of Administration

Highway Names

CR	County Road
SH	State Highway
USH	U.S. Highway

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1 Issues and Opportunities

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1. Issues and Opportunities

1.1 Plan Introduction

The Town of Newton is defined by the people who live and work there, the houses and businesses, the parks and natural features, its past, its present, and its future. No matter the location, change is the one certainty that visits all places. No community is immune to its effects. How a community changes, how that change is perceived, and how change is managed are the subjects of community comprehensive planning. An understanding of the town's history and vision for the future are essential to making sound decisions. The foundation of comprehensive planning relies on a balance between the past, present, and future by addressing four fundamental questions:

1. Where is the community now?
2. How did the community get here?
3. Where does the community want to be in the future?
4. How does the community get to where it wants to be?

The *Town of Newton Year 2030 Comprehensive Plan* will guide community decision making in the Town of Newton for the next 20 to 25 years. The town's comprehensive plan addresses nine comprehensive planning elements as chapters one through nine:

1. Issues and Opportunities
2. Population and Housing
3. Transportation
4. Utilities and Community Facilities
5. Agricultural, Natural, and Cultural Resources
6. Economic Development
7. Intergovernmental Cooperation
8. Land Use
9. Implementation

The *Town of Newton Year 2030 Comprehensive Plan* meets the requirements of Wisconsin's Comprehensive Planning law, Wisconsin Statutes 66.1001. This law requires all municipalities (counties, cities, towns, and villages) to adopt a comprehensive plan by the year 2010 if they wish to make certain land use decisions. After the year 2010, any municipality that regulates land use must make their zoning, land division, shoreland and floodplain zoning, and official mapping decisions in a manner that is consistent with the community’s comprehensive plan.

The Town of Newton developed this comprehensive plan in response to the issues it must address and the opportunities it wishes to pursue. The Issues and Opportunities element of the comprehensive plan provides perspective on the planning process, public participation, and the overall goals of the community.

1.2 Plan Summary

The Town of Newton is an unincorporated rural town in eastern Manitowoc County (refer to Map 1-1, Regional Setting). It is situated to the south of the City of Manitowoc. The town’s landscape has been primarily influenced by the locations of Lake Michigan, prime agricultural

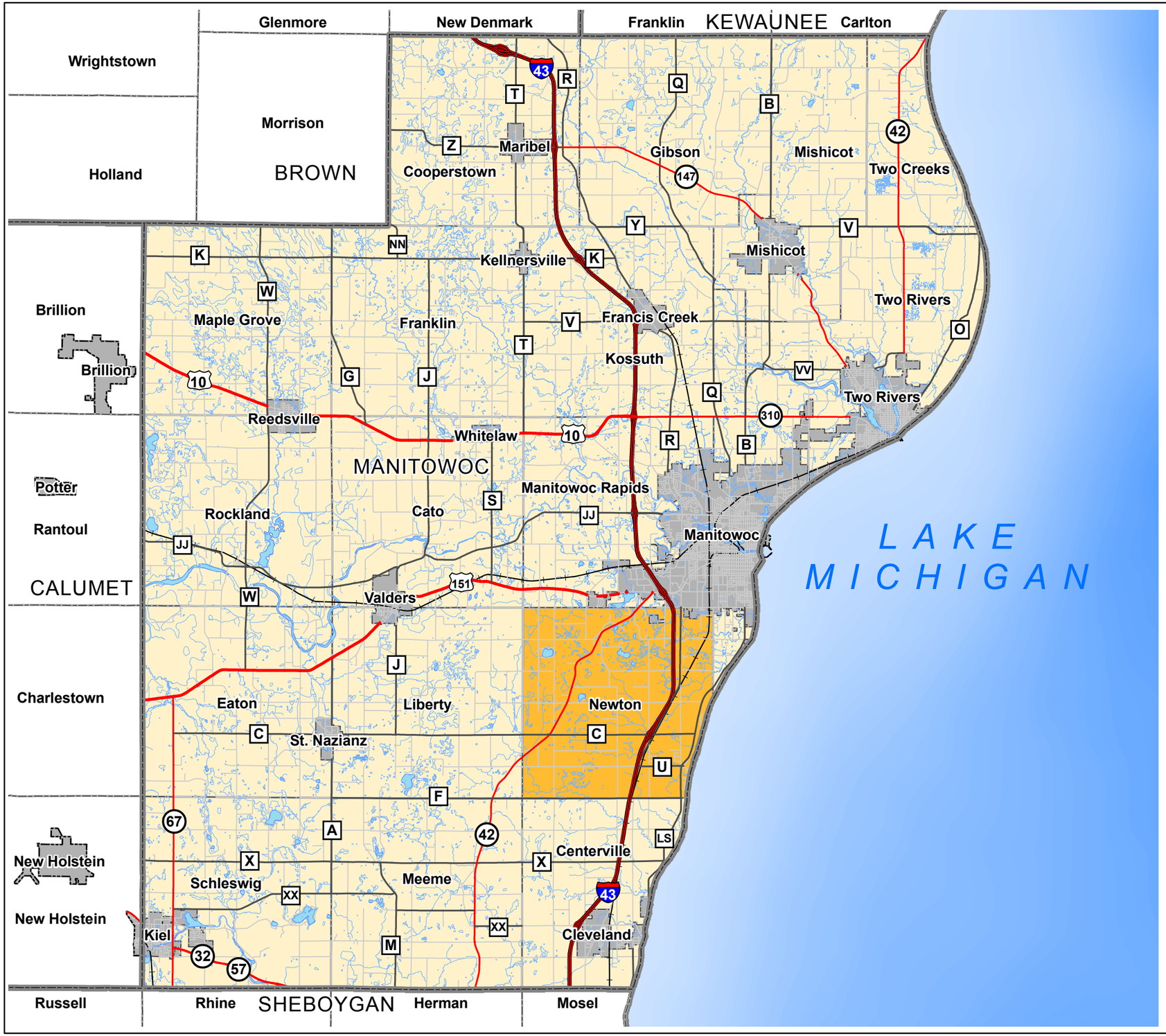
soils, major transportation corridors, and the surrounding incorporated communities. The influence of glacial activity has produced the pattern of farmlands interspersed with wetlands characteristic of the east-central region of Wisconsin. Within the rolling topography, wetlands are found in the valleys, while the upland areas supply some of the most productive farmland in the state. U.S. Interstate I-43 transects the town from north to south along the eastern sections of the town. State Highway 42 cuts diagonally across the town from the north-central to the southwestern border. County Highway C cuts through the town from east to west and County Highways CR and LS run north to south along the eastern sections of the town. The Canadian National Railroad transects the town from north to south along the eastern sections of the town. The railroad and these highways provide arterial connections to the surrounding region. Predominant water features found in Newton include Lake Michigan, English Lake – a 49 acre lake in the town's northwest quadrant, Hartlaub Lake – a 34 acre lake in the town's north central quadrant, and Carstens Lake – a 21 acre lake in the town's west central quadrant.

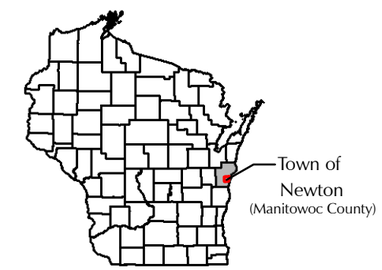
Most development in Newton is found along its major transportation corridors, particularly along County Highway CR. Small clusters of more concentrated development are found along the town's northern edge as influenced by the City of Manitowoc. Clusters of residential development are found around Lake Michigan, English Lake, and Carstens Lake. Clusters of residential development are also found around the intersections of Newton Road and Center Road. Cluster of residential, business, and light industrial development are found along County Highway CR and around the intersection of Interstate I-43, County Highway C, and Newton and Center Roads.

Public participation during the planning process identified the town's primary concerns and areas to be addressed by the comprehensive plan. Top issues identified by the planning commission include farmland, wildlife, open land, wetland and forestry preservation, controlling residential development, annexation and extraterritorial zoning, groundwater protection and preventing septic pollution, providing quality economic development and improving the town's infrastructure. Top opportunities include making use of the town's close proximity to major highway corridors - planning future economic development along the I-43 corridor, maintaining the town's rural atmosphere, preserving recreational opportunities, preserving the right-to-farm, and developing alternative energy systems. The town's vision for the future further clarifies the community's priorities and speaks primarily to the importance of the town's proactive involvement of the community to control its destiny and maintain the Town of Newton as a desirable place to live, work, and visit.

The *Town of Newton Year 2030 Comprehensive Plan* sets the stage to successfully address the town's issues and opportunities and to achieve the town's vision for the future. This will be accomplished by creating an improved system in which development takes place. This will involve working with the County and City of Manitowoc to update county land use strategies as well as maintaining and updating town ordinances and other land use implementation tools. Paramount in the plan is the careful placement of residential development with regard to the community's agricultural and natural resources. The plan recommends protecting the vast majority of the town's landscape for continued agricultural production while also allowing for limited development. Key implementation tools include development density management, development site planning, maximum lot sizes, and voluntary land conservation programs.

MAP 1-1
REGIONAL SETTING
Town of Newton
Manitowoc County, Wisconsin





Legend

- Local Road
- County Highway
- State Highway
- US Highway
- Interstate Highway
- Railroad
- Streams/Rivers
- Lakes/Ponds
- Town of Newton
- Manitowoc County
- County Boundary
- Township
- City/Village

N

0 2 4 Miles

Foth
Foth Infrastructure & Environment, LLC

This drawing 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.

Source: Manitowoc County and WI DNR.

X:/GB/IE/2008/08N011/GIS-Mapping/mxd/newton_regionalmap_11x17.mxd June 16, 2009 BJW1

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1.3 Town of Newton 2030 Vision

The Town of Newton adopted a vision statement as part of the process to develop its 2000 Land Use Plan. The vision statement was reviewed in the development of this plan and renewed as the town's vision statement. It was affirmed that the following vision continues to express the town's core values and ideal future state.

> In the 21st Century, the town of Newton will contain a well-balanced mix of agriculture, residential and business uses. Creative site design and smart growth controls will protect the town's rural environment, which is characterized by large and contiguous farmland tracts and both isolated and interconnected woodlots, wetlands, shorelands and other natural features. Agricultural lands identified in the year 2000 remain in productive agricultural use, and town efforts to support a farmer's right-to-farm will minimize future farm and non-farm conflicts.
>
> Coordination of growth management activities with other units of government will more effectively deal with regional issues such as controlling sprawl, annexation/extraterritorial zoning, preserving farmland, and conserving land and water resources. Land use regulations will provide equitable and responsive governance by the town and county to its property owners.
>
> The town is a leader in building partnerships and increasing citizen support and involvement for land use planning, protecting surface and groundwater resources, and land conservation. This leadership will result in a strong sense of community stewardship ensuring the quality of town land, air, and water resources for the enjoyment of existing and future residents. Public and private efforts to improve wastewater treatment and prevent non-point pollution will result in measurable improvements to town surface and groundwater resources identified as being degraded near the turn of the century. The unique aesthetic, recreational, and ecological qualities associated with Lake Michigan and other town lake and stream shorelines will be conserved and enhanced.
>
> The town boasts an impressive local economy which consists of a diversity of agricultural, service, and home business employment opportunities. Business and industrial growth within the I-43 corridor have further diversified the economy and retention of local jobs without destroying the town's rural atmosphere.
>
> The proactive involvement of the community to control its destiny will maintain the town of Newton as a desirable place to live, work, and visit.

The Town of Newton's vision for the future is also expressed in its goal statements for each of the comprehensive planning elements. The town's planning goals are broad statements of community values and public preferences for the long term (20 years or more). Implementation of this comprehensive plan will result in the achievement of these goals by the year 2030. For further detail on these goals, including related objectives, refer to the respective element of this comprehensive plan.

1.3.1 Housing Goals

Goal: Provide for housing development that maintains the attractiveness and rural character of the town.

Goal: Support the maintenance and rehabilitation of the community's existing housing stock.

1.3.2 Transportation Goals

Goal: Provide a safe, efficient, and cost effective transportation system for the movement of people and goods.

Goal: Develop a transportation system that effectively serves existing land uses and meets anticipated demand.

1.3.3 Utilities and Community Facilities Goals

Goal: Maintain and improve the quality and efficiency of town government, facilities, services, and utilities.

Goal: Promote a variety of recreational opportunities within the community.

Goal: Ensure proper disposal of wastewater to protect groundwater and surface water resources.

Goal: Ensure that roads, structures, and other improvements are reasonably protected from flooding.

1.3.4 Agricultural, Natural, and Cultural Resources Goals

Goal: Maintain the viability, operational efficiency, and productivity of the town's agricultural resources for current and future generations.

Goal: Balance future development with the protection of natural resources.

Goal: Preserve and protect the aesthetic, ecological qualities, recreational opportunities and other functions, benefits and values of the town's land and water resources.

Goal: Maintain, protect and improve surface and groundwater quantity and quality to support fish resources, recreation, wildlife habitat, and domestic and commercial water supplies.

Goal: Preserve rural character as defined by scenic beauty, a variety of landscapes, attractive design of buildings and landscaping, undeveloped lands, farms, small businesses, and quiet enjoyment of these surroundings.

1.3.5 Economic Development Goals

Goal: Maintain, enhance, and diversify the economy consistent with other community goals and objectives in order to provide a stable economic base.

1.3.6 Intergovernmental Cooperation Goals

Goal: Foster the growth of mutually beneficial intergovernmental relations with other units of government.

Goal: Seek and establish mutually beneficial intergovernmental relations with other units of government.

Goal: Strengthen local control of land use decisions and maintain the ability and right to guide the town's own destiny.

Goal: Increase community awareness, support and involvement in growth management and land and water conservation efforts.

Goal: Maintain high quality services and equitable administration.

1.3.7 Land Use Goals

Goal: Plan for land use in order to achieve the town's desired future.

1.3.8 Implementation Goals

Goal: Promote consistent integration of the comprehensive plan policies and recommendations with the ordinances and implementation tools that affect the town.

Goal: Balance appropriate land use regulations and individual property rights with community interests and goals.

1.4 Comprehensive Plan Development Process and Public Participation

The Wisconsin Comprehensive Planning legislation specifies that the governing body for a unit of government must prepare and adopt written procedures to foster public participation in the comprehensive planning process. This includes open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. Public participation includes wide distribution of proposed drafts, plan alternatives, and proposed amendments of the comprehensive plan. Public participation includes opportunities for members of the public to send written comments on the plan to the applicable governing body, and a process for the governing body to respond. The Town of Newton has adopted a *Public Participation Plan* in order to comply with the requirements of Section 66.1001(4)(a) of the Wisconsin Statutes. The town's adopted *Public Participation Plan* is found in Appendix A.

Public participation activities included two public informational meetings, Planning Commission and Town Board action, a public hearing, and the distribution of recommended and final plan documents.

1.4.1 Public Informational Meetings

On October 15, 2008, a public informational meeting was held to gather initial input on the comprehensive plan. The meeting was well attended with approximately 100 residents in

attendance. A second public informational meeting was held on May 13, 2009, regarding the draft *Town of Newton Year 2030 Comprehensive Plan*.

1.4.2 Planning Commission and Town Board Action

On July 6, 2009, the Town of Newton Planning Commission discussed the draft comprehensive plan and passed a resolution recommending approval of the plan to the Town Board. After completion of the public hearing, the Town of Newton Town Board discussed and adopted the comprehensive plan by passing ordinance number ___ on September 9, 2009.

1.4.3 Public Hearing

On September 9, 2009, a public hearing was held on the recommended *Town of Newton Year 2030 Comprehensive Plan* at the town hall. The hearing was preceded by Class 1 notice and public comments were accepted for 30 days prior to the hearing. Summary of public comments received and how the unit of government responded is available as part of the meeting record.

1.4.4 Distribution of Plan Documents

Both the recommended and final plan documents were provided to adjacent and overlapping units of government, the local library, and the Wisconsin Department of Administration in accordance with the *Public Participation Plan* found in Appendix A.

1.5 Town of Newton Issues and Opportunities

The initial direction for the comprehensive planning process was set by identifying community issues and opportunities. Issues were defined as challenges, conflicts, or problems that a community is currently facing or is likely to face in the future. Opportunities were defined as the positive aspects of a community that residents are proud of and value about their community. These could be current positive aspects of a community or have the potential to be created in the future.

In April of 1998, the Town of Newton developed an extensive issues identification process that involved seven workgroups, totaling 171 participating residents of the Town. The outcome of this process was to identify issues used in developing the Town of Newton Year 2000 Land Use Plan. This list of issues was used as the foundational piece in developing updated issues and opportunities for the Town of Newton at the June 2, 2008, Town of Newton Smart Growth Comprehensive Plan Commission meeting. At the October 15, 2008, public informational meeting, Town of Newton citizens and Commission members further identified issues and opportunities for the town. Participants took turns sharing the issues and opportunities that they felt were important in the community for the 20 year planning period. After the full list was developed, participants were asked to provide a sense of priority. The following issues and opportunities were identified in prioritized order:

1.5.1 Issues

1. Farmland Preservation/Rural Development/A-1 Zone
2. Annexation/Extraterritorial Zoning
3. Land, Wildlife, Open Land, Wetlands, and Forestry Preservation
4. Waste Management – Septic Pollution

5. Protect Landowner Rights
6. Support Right to Farm
7. Water, Groundwater Protection and Land Conservation
8. Manage farmland purchases for non-farming uses and zone residential accordingly
9. Town Infrastructure (Roads, Emergency Response, and Town Facilities)
10. Review tax impact of future changes

1.5.2 Opportunities

1. Quality economic development - implement the I-43 corridor plan
2. Placement and design of future residential development (Planned Residential)
3. Development (single and multi-family, conservation design, parks and recreation)
4. Alternative energy systems
5. Marketing of the Town for Newton for growth
6. Access Town information to Public (e.g., website)
7. Development of recreational trail system
8. Work with other government agencies to clean up lakes and control invasive species

1.6 Issues and Opportunities Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies: Town Directive

IO1 The town shall conduct all business related to land use decision making by utilizing an open public process and by giving due consideration to its comprehensive plan.

IO2 Public participation shall continue to be encouraged for all aspects of town governance.

Recommendations

- Use the Town of Newton web site <www.townofnewton.org> as a portal to access all pertinent information about the town for residents and non-residents alike.

- Utilize postcards to residents to promote important meetings in the town regarding the comprehensive plan and other aspects of town government where public participation and involvement will assist in overall implementation or education.

1.7 Issues and Opportunities Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Wisconsin Department of Administration, Demographic Services Center
The primary responsibility of the Demographic Services Center is to develop annual total population estimates for all Wisconsin towns, villages, and cities. It also makes annual estimates of the voting age population for all municipalities and total population estimates for zip code areas. In addition, the Demographic Services Center develops population projections by age and sex for the counties, population projections of total population for all municipalities, and estimates of total housing units and households for all counties. For further information on the Service Center contact the WDOA or visit their website.

Wisconsin Department of Administration, Division of Intergovernmental Relations
The Division of Intergovernmental Relations coordinates and provides information with regard to Wisconsin's comprehensive planning statute. The division also administers the grant program that assists local governments in developing comprehensive plans. For further information on the division and their programs, contact the WDOA or visit their website. Their website contains a variety of information including fact sheets, grant information, model ordinances, guides for developing the elements of comprehensive plans, and links to a variety of other sources of information for comprehensive planning.

2 Population and Housing

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2. Population and Housing

2.1 Population and Housing Plan

Population and housing are two key indicators that will help the Town of Newton plan ahead for future growth and change. Because they are key indicators of potential future conditions, this element of the comprehensive plan provides population and housing data along with projections for the future.

The Town of Newton's plan for population and housing reflects its limited housing options and a desire to retain the rural character of the town as modest rates of population and housing growth continue into the future. Due to its rural nature, the town anticipates that single family, owner-occupied homes will continue to dominate the housing stock. As the aging segment of the population grows, it is expected that many of these individuals will desire to live closer to larger urban centers with more accessible medical services and urban amenities. The Town of Newton does not expect that municipal sewer, water, or other urban services required to support a full range of housing choices will be provided within its borders over the next 20 to 25 years. Accomplishing some of the town's housing goals and objectives will rely on the surrounding region and incorporated communities like the City of Manitowoc and the Village of Cleveland.

The town's plan for population and housing is focused on protecting agricultural and natural resources as housing growth takes place. Top housing issues and opportunities identified during the planning process (refer to the Issues and Opportunities element) include controlling residential development and maintaining a low density of housing. Therefore, opportunities for future housing growth will be provided by protecting the town's agricultural lands from high density development and by carefully placing new housing development relative to the locations of agricultural and natural resources. Preventing land use conflicts between intensive agriculture and housing development is a primary concern. These issues are addressed in detail by other elements of this plan, and key implementation tools include the management of development density and the use of site planning guidelines.

The town's plan for population and housing is also focused on careful placement and design of future residential development to include planned residential development, single and multi-family, conservation design which incorporates parks and recreation amenities. Careful planning of future residential development is intended to also preserve and enhance the rural character of the Town of Newton.

2.2 Population Characteristics

2.2.1 2000 Census

A significant amount of information, particularly with regard to population, housing, and economic development, was obtained from the U.S. Bureau of the Census. There are two methodologies for data collection employed by the Census, STF-1 (short form) and STF-3 (long form). STF-1 data were collected through a household by household census and represent responses from every household in the county. To get more detailed information, the U.S. Census Bureau also randomly distributes a long form questionnaire to one in six households throughout the nation. Tables that use these sample data are indicated as STF-3 data. It should

be noted that STF-1 and STF-3 data may differ for similar statistics, due to survey limitations, non-response, or other attributes unique to each form of data collection.

2.2.2 Population Counts

Population change is the primary component in tracking a community's past growth as well as predicting future population trends. Population characteristics relate directly to the community's housing, educational, utility, community, and recreational facility needs, as well as its future economic development. Table 2-1 displays population trends from 1960 to 2000 for all municipalities in Manitowoc County.

From 1960 to 2000, the Town of Newton's population increased from 1,940 residents to 2,241, representing a net increase of 301 persons or 15.5%. The town reached its highest population in the 1980s, but experienced a decrease in population from 1980 to 1990. From 1990 to 2000, the population of the Town of Newton has remained static. Recently, the town has witnessed some large increases in population as shown by the 2007 population estimate (see Figure 2-1).

Table 2-1

Population Trends, Manitowoc County, 1960-2000

	1960	1970	1980	1990	2000
T. Cato	1,513	1,581	1,653	1,503	1,616
T. Centerville	817	784	796	685	713
T. Cooperstown	1,308	1,094	1,249	1,320	1,389
T. Eaton	716	741	764	761	761
T. Franklin	1,384	1,488	1,372	1,325	1293
T. Gibson	1,154	1,323	1,416	1,445	1,352
T. Kossuth	2,131	1,966	2,097	1,951	2,033
T. Liberty	966	1,089	1,170	1,218	1,287
T. Manitowoc	1,001	1,258	1,177	937	1,073
T. Manitowoc Rapids	3,106	3,552	3,186	2,579	2,520
T. Maple Grove	882	910	962	888	852
T. Meeme	1,367	1,480	1,535	1,516	1,538
T. Mishicot	1,296	1,743	1,334	1,344	1,409
T. Newton	**1,940**	**2,256**	**2,332**	**2,242**	**2,241**
T. Rockland	935	971	936	911	896
T. Schleswig	1,220	1,542	1,633	1,641	1,900
T. Two Creeks	458	580	489	466	551
T. Two Rivers	2,110	2,806	2,663	2,147	1,912
V. Cleveland (1958)	687	761	1,270	1,398	1,361
V. Francis Creek (1960)	---	492	589	562	681
V. Kellnersville (1971)	---	---	369	350	374
V. Maribel (1963)	---	316	363	372	284
V. Mishicot (1950)	762	938	1,503	1,296	1,422

	1960	1970	1980	1990	2000
V. Reedville (1892)	830	994	1,134	1,182	1,187
V. St. Nazianz (1956)	669	718	738	693	749
V. Valders (1919)	622	821	984	905	948
V. Whitelaw (1958)	420	557	649	700	730
C. Kiel# (1920)	2,253	2,550	2,654	2,534	3,129
C. Manitowoc (1870)	32,275	33,430	32,547	32,520	34,053
C. Two Rivers (1878)	12,393	13,553	13,354	13,030	12,639
Manitowoc County	75,215	82,294	82,918	80,421	82,893
Wisconsin	3,951,777	4,417,731	4,705,642	4,891,769	5,363,675

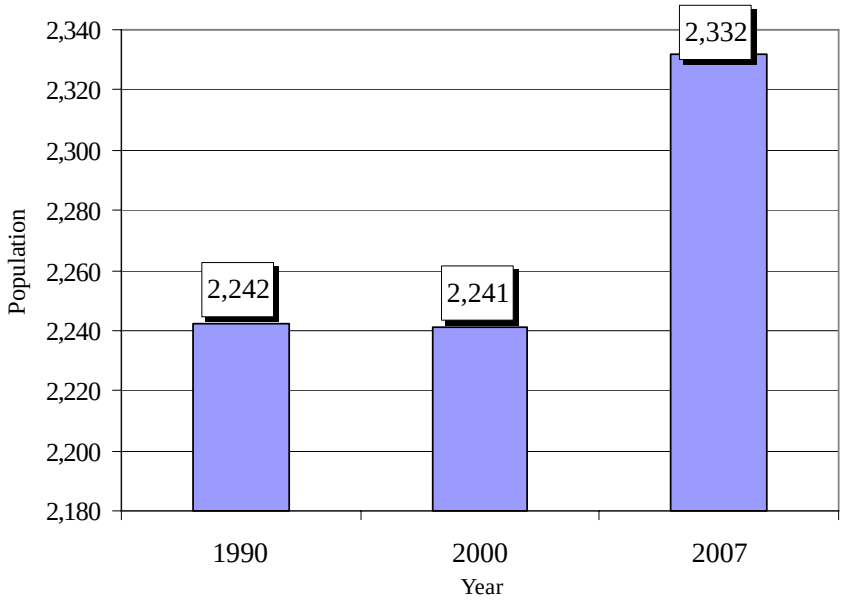
1990 and 2000 (STF-1). (---) = Year incorporated. # = Numbers include city population of Manitowoc and Calumet Counties

Source: Wisconsin Department of Administration, 1960, 1970, and 1980. U.S. Bureau of the Census,

2.2.3 Population Estimates

The Wisconsin Department of Administration (WDOA), Demographic Services Center annually develops population estimates for every municipality and county in the state. The 2007 population estimate for the Town of Newton was 2,332 residents, an increase of 4.0% from 2000. The 2007 estimate for Manitowoc County was 84,603 residents, an increase of 2.1% from 2000. This means that the Town of Newton is projected to be growing faster, on a percentage basis, than Manitowoc County. Population estimates from the Wisconsin Department of Administration should be utilized as the primary source for population information until the release of the 2010 Census. Figure 2-1 displays the 1990 and 2000 Census counts for the town, as well as the 2007 population estimate.

Figure 2-1
Population Trends, Town of Newton, 1990, 2000, and 2007



Source: U.S. Bureau of the Census, 1990 and 2000 (STF-1). Wisconsin Department of Administration, Demographic Services Center, January 1, 2007 Final Population Estimates.

2.2.4 Age Distribution

A shifting age structure can affect a variety of services and needs within the community. A shifting age structure is a national trend that is also prevalent in Wisconsin. The "baby-boom" generation, which is the largest segment of the overall population, is nearing retirement age. As this age group gets older, the demand for services such as health care will increase and a younger workforce will need to take the place of retirees. It will become increasingly important to recognize if these trends take place locally, and then determine how to address the impacts on the town. Table 2-2 displays the population by age cohort for the Town of Newton and Manitowoc County.

Table 2-2

Population by Age Cohort, Town of Newton and Manitowoc County, 2000

	Town of Newton		Manitowoc County	
	Number	% of Total	Number	% of Total
Under 5	113	5%	4,846	5.8%
5 to 14	320	14%	12,225	14.7%
15 to 24	298	13%	10,366	12.5%
25 to 34	232	10%	9,728	11.7%
35 to 44	392	17%	13,615	16.4%
45 to 54	403	18%	11,547	13.9%
55 to 64	215	10%	7,557	9.1%
65+	268	12%	13,003	15.7%
Total	2,241	100%	82,887	100.0%
Median Age	39.4		38.3	

Source: U.S. Bureau of the Census, 2000 (STF-1).

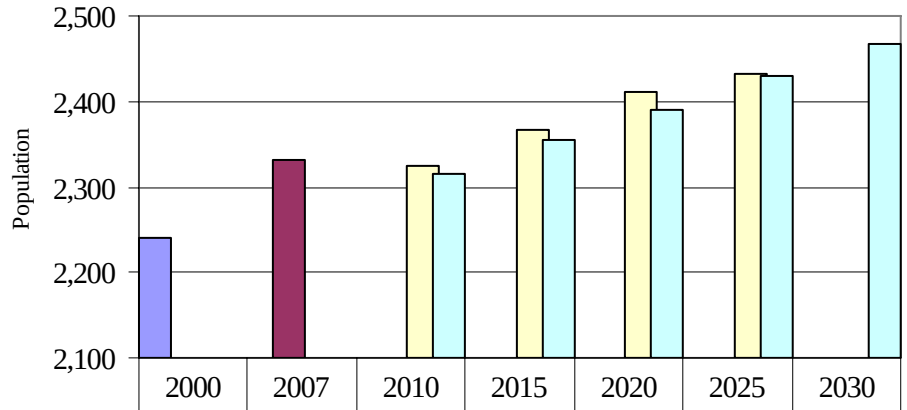
The largest percentage (18%) of Town of Newton residents is between the ages of 45 to 54, the next largest age cohort is ages 35 to 44. The largest percentage of Manitowoc County's residents is in the 35 to 44 age category, 16.4%. The Town of Newton's median age is 39.4, which is slightly higher than Manitowoc County's median age of 38.3.

2.3 Population Projections

Population forecasts are based on past and current population trends. They are not predictions, but rather they extend past trends into the future, and their reliability depends on the continuation of these trends. Projections are therefore most accurate in periods of relative socio-economic and cultural stability. Projections should be considered as one of many tools used to help anticipate future needs in the Town of Newton.

Two sources have been utilized to provide population projections. The first projection was produced by the Wisconsin Department of Administration (which is the official state projection through 2025). The second projection is a linear trend based on census data going back to 1960. Figure 2-2 displays the two population projections along with the 2000 census population and the 2007 estimated population.

Figure 2-2
Comparative Population Projections, Town of Newton, 2000-2030



	2000	2007	2010	2015	2020	2025	2030
Census	2,241						
WDOA Estimate		2,332					
WDOA Projection			2,324	2,367	2,411	2,432	
Linear Projection			2,316	2,354	2,391	2,429	2,467

Source: U.S. Bureau of the Census, 2000 (STF-1). Wisconsin Department of Administration, Demographic Services Center, January 1, 2007 Final Population Estimates. Wisconsin Department of Administration, Demographic Services Center, Final Population Projections for Wisconsin Municipalities: 2000-2025, January 2004. Foth linear projections 2010-2030.

According to the WDOA, the Town of Newton is projected to have a population of 2,432 in 2025, representing an increase of 100 people from the 2007 population estimate. The linear projection for the town forecasts a population 2,467 in 2030, representing an increase of 135 people from 2007 or an average of approximately six additional people per year over a 23 year period. Local opinion supports the linear projection as the most likely scenario, although these figures could be low. Reasons cited in support of the linear trend include the net increase in population from 1960 to 2000 and the population increase represented by the 2007 WDOA estimate.

2.4 Housing Characteristics

Table 2-3 displays the number of housing units found in the Town of Newton and Manitowoc County for 1990 and 2000. The table also includes the number of occupied and vacant homes.

The U.S. Census Bureau classifies housing units as a house, apartment, mobile home or trailer, a group of rooms, or a single room occupied as separate living quarters, or if vacant, intended for occupancy as separate living quarters. Separate living quarters are those in which the occupants

live separately from any other individuals in the building and which have direct access from outside the building or through a common hall.

Table 2-3

Housing Supply, Occupancy, and Tenure,

Town of Newton - Manitowoc County, 1990 and 2000

Town of Newton

	1990	Percent of Total	2000	Percent of Total	# Change 1990-00	% Change 1990-00
Total Housing Units	805	100.0%	850	100.0%	45	5.6%
Occupied Housing Units	743	92.3%	795	93.5%	52	7.0%
Owner-Occupied	637	79.1%	719	84.6%	82	12.9%
Renter-Occupied	106	13.2%	76	8.9%	-30	-28.3%
Vacant Housing Units	62	7.7%	55	6.5%	-7	-11.3%
Seasonal Units	37	4.6%	30	3.5%	-7	-18.9%

Source: U.S. Bureau of the Census, 2000 (STF-1).

Manitowoc County

	1990	Percent of Total	2000	Percent of Total	#Change 1990-00	% Change 1990-00
Total Housing Units	31,843	100.0%	34,651	100.0%	2,808	8.8%
Occupied Housing Units	30,112	94.6%	32,721	94.4%	2,609	8.7%
Owner-Occupied	22,248	69.9%	24,856	71.7%	2,608	11.7%
Renter-Occupied	7,864	24.7%	7,865	22.7%	1	0.0%
Vacant Housing Units	1,731	5.4%	1,930	5.6%	199	11.5%
Seasonal Units	557	1.7%	518	1.5%	-39	-7.0%

Source: U.S. Bureau of the Census, 2000 (STF-1).

In 2000, the Town of Newton had 850 housing units, a 5.6% increase from 1990. In 2000, approximately 93.5% of the community's housing units were occupied. Vacant units accounted for 6.5% of the total housing supply. Compared to the town, housing units in Manitowoc County grew faster and had a greater level of occupancy and tenure.

2.4.1 Units in Structure

Table 2-4 displays the number of units in structure for the Town of Newton and Manitowoc County for 2000. Detached housing units are defined as one-unit structures detached from any other house, with open space on four sides. Structures are considered detached even if they have an attached garage or contain a business unit.

Table 2-4

Units in Structure, Town of Newton and Manitowoc County, 2000

	Town of Newton		Manitowoc County	
	Number	% of Total	Number	% of Total
1-Unit Detached	775	90.7%	24,890	71.8%
1-Unit Attached	15	1.8%	683	2.0%
2 Units	16	1.9%	3,831	11.1%
3 or 4 Units	2	0.2%	1083	3.1%
5 to 9 Units	2	0.2%	830	2.4%
10 to 19 Units	0	0.0%	684	2.0%
20 or more Units	2	0.2%	1259	3.6%
Mobile Home	42	4.9%	1,383	4.0%
Boat, RV, Van, etc.	0	0.0%	8	0.0%
Total	854	100.0%	34,651	100.0%

Source: U.S. Bureau of the Census, 2000 (STF-3).

The housing supply in the Town of Newton is very homogeneous. The predominant housing structure in both the Town of Newton and Manitowoc County is the one-unit detached structure, making up 90.7% and 71.8% of all housing structures, respectively. For the town, mobile homes came in a distant second comprising 4.9% of housing structures. A lack of multiple unit housing is common in rural areas that do not provide municipal sewer and water or other urban services.

2.4.2 Age of Housing Units

An examination of the age of the community's housing stock will provide an indication of its overall condition. If there is a significant amount of older housing units within the housing supply they will most likely need to be rehabilitated or replaced with new development within the planning period. Allowing for a newer housing supply requires planning for infrastructure, land availability, utilities, community services, and transportation routes.

Table 2-5 details the year that structures were built in the Town of Newton and Manitowoc County according to the 2000 Census.

Table 2-5

Year Structures Built, Town of Newton and Manitowoc County, 2000

	Town of Newton		Manitowoc County	
	Number	% of Total	Number	% of Total
Built 1995 to March 2000	57	6.7%	2,638	7.8%
Built 1990 to 1994	55	6.4%	1,985	5.9%
Built 1980 to 1989	79	9.3%	2,588	7.7%
Built 1970 to 1979	138	16.2%	5,053	15.0%
Built 1960 to 1969	86	10.1%	3,516	10.4%
Built 1940 to 1959	136	15.9%	7,291	21.7%
Built 1939 or earlier	303	35.5%	11,580	34.4%
Total	854	100.0%	33,672	100.0%

Source: U.S. Bureau of the Census, 2000 (STF-3).

Taking into account the area's settlement history, it is not surprising that the greatest percentage of both Newton's and Manitowoc County's existing housing units were built prior to 1940. The town and county both experienced building spurts during the 1970s. More recently, Newton added 6.7% of its current housing stock during the period 1995 to 2000, while Manitowoc County added 7.8% from 1995 to 2000.

2.4.3 Housing Value and Affordability

Housing value is a key indicator for measuring the affordability of housing. Housing costs are typically the single largest expenditure for individuals. It is therefore assumed that a home is the single most valuable asset for homeowners. According to the State of Wisconsin's *2000 Consolidated Plan: For the State's Housing and Community Development Needs*, households in the low-income range have great difficulty finding adequate housing within their means that can accommodate their needs. A lack of affordable housing not only affects these individuals, but also has effects on population and migration patterns, economic development, and the local tax base.

Table 2-6 provides housing values of specified owner-occupied units for 2000. A housing unit is owner-occupied if the owner or co-owner lives in the unit even if it is mortgaged or not fully paid for. The U.S. Bureau of the Census determines value by the respondent's estimate of how much the property (house and lot, mobile home and lot, or condominium unit) would sell for if it were sold.

Table 2-6

Housing Value for Specified Owner-Occupied Units, Town of Newton and Manitowoc County, 2000

	Town of Newton		Manitowoc County	
	Number	% of Total	Number	% of Total
Less than $50,000	13	2.6%	1,434	7.3%
$50,000 to $99,999	180	36.7%	10,440	52.9%
$100,000 to $149,999	175	35.6%	5,040	25.5%
$150,000 to $199,999	70	14.3%	1,765	8.9%
$200,000 to $299,999	28	5.7%	811	4.1%
$300,000 or more	25	5.1%	263	1.3%
Total	491	100.0%	19,753	100.0%
Median Value	$111,500		$90,900	

Source: U.S. Bureau of the Census, 2000 (STF-3).

The Town of Newton had the greatest percentage (36.7%) of homes valued between $50,000 and $99,999. This mirrors Manitowoc County which also had the greatest percentage (52.9%) of its homes valued between $50,000 and $99,999. However, the Town of Newton has a more significant percentage of expensive housing. Put another way, Manitowoc County has a greater percentage of affordable housing than the town.

The housing stock in rural Wisconsin communities typically has a high proportion of single-family homes, with few other housing types available. While a range of housing costs can be found in single-family homes, larger communities are generally relied upon to provide a greater variety of housing types and a larger range of costs. It is a benefit to a community to have a housing stock that matches the ability of residents to afford the associated costs. This is the fundamental issue when determining housing affordability and the ability to provide a variety of housing types for various income levels.

The Department of Housing and Urban Development (HUD) defines housing affordability by comparing income levels to housing costs. According to HUD, housing is affordable when it costs no more than 30% of total household income. For renters, HUD defined housing costs include utilities paid by the tenant.

According to the U.S. Census, housing in the Town of Newton appears to be affordable on the average. The median household income in the town in 1999 was $54,359 per year, or $4,530 per month. The median monthly owner cost for a mortgaged housing unit in the town was $984, and the median monthly gross rent in the town was $525. The term “gross rent” includes the average estimated monthly cost of utilities paid by the renter. According to the HUD definition of affordable housing, the average homeowner and renter in the Town of Newton spends less than 15% of household income on housing costs, and therefore has affordable housing. It should be noted, however, that this does not rule out individual cases where households do not have

affordable housing. In fact, in 1999, 20% of homeowners in the Town of Newton paid 30% or more of their household income on housing costs.

The Town of Newton has addressed the issue of housing for all income levels. Refer to the following Housing element objective for the town's approach to this issue.

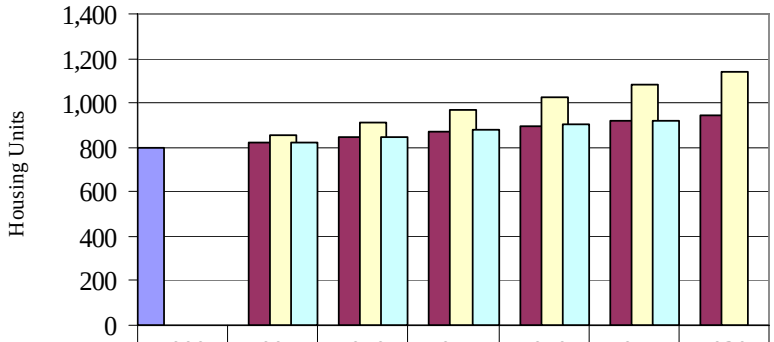
- Objective H1b

2.5 Housing Projections

Housing unit projections are an important indicator of potential future growth, especially in rural towns where residential development is the primary form of expected growth. Specifically, they are used as a guide to estimate the amount of land required to accommodate future residential development and to prepare for future demands that growth may have on public facilities and services over the long term. Similar to population projections, it is important to note that housing projections are based on past and current trends, and therefore should only be used as a guide for planning.

Figure 2-3 displays two housing forecasts for the Town of Newton. The linear projection assumes a continuation of housing growth trends since 1990 based on census data. Census housing unit counts from 1990 and 2000 were utilized to create a linear trend by extending forward to 2030 the percent change between the census counts. The building permits projection is a linear projection based on information from the last 10 years. For the last ten years, the town has averaged 11.6 new building permits per year.

Figure 2-3
Comparative Housing Projections, Town of Newton, 2000-2030



	2000	2005	2010	2015	2020	2025	2030
Census	795						
Linear Projection		820	845	870	895	920	945
Building Permits		853	911	969	1,027	1,085	1,143
WDOA Projections		819	850	879	907	922	

Source: U.S. Bureau of the Census, 2000; Wisconsin Department of Administration; Foth Linear Housing Projection and Building Permit Projection based upon data received from the Town of Newton.

The two projections both forecast an increase in housing units and range from an increase of 150 to 348 new homes. This projection corresponds with the population projections, which forecasts increases in population. Assuming that the linear projection is the best estimate of future population, the linear housing unit projection then becomes the most likely housing projection based on the number of persons per housing unit. In 2000, the ratio of persons per housing unit was 2.6. In conjunction with the Linear population projection, the linear and building permit housing unit projections would result in 2025 ratios of 2.6 and 2.1 respectively. While statewide trends show decreasing numbers of persons per household, the steep drop indicated by the building permit projection is unlikely. A ratio of 2.6 resulting from the linear housing unit projection seems to be within reason.

2.6 Housing for All Age Groups and Persons with Special Needs

As the general population ages, affordability, security, accessibility, proximity to services, transportation, and medical facilities will all become increasingly important. Regardless of age, many of these issues are also important to those with disabilities or other special needs. As new residents move into the area and the population ages, other types of housing must be considered to meet all resident needs. This is particularly true in communities where a large proportion of the population includes long-time residents with a desire to remain in the area during their retirement years.

The Town of Newton Emergency Responders has identified special needs residents through a survey. The Town of Newton will continue to monitor local and regional housing availability trends over the planning period. Should housing for all age groups and persons with special needs become an increasingly important issue for the community in the future; the town may consider addressing it in more detail in an update of this plan.

2.7 Land for Low-Income and Moderate-Income Housing

Promoting the availability of underdeveloped or underused land is one way to meet the needs of low- and moderate income individuals. One way to accomplish this is to plan for an adequate supply of land that will be zoned for housing at higher densities or for multi-family housing. Another option is to adopt housing policies requiring that a proportion of units in new housing developments or lots in new subdivisions meet a standard for affordability. Two elements of comprehensive planning are important in this equation. In the Housing element, a community can set its goals, objectives, and policies for affordable housing. In the Land Use element, a community can identify potential development and redevelopment areas.

The Town of Newton's plan for preferred land use provides for some availability of land for the development of low- to moderate-income housing. Such housing could be accommodated as infill development or redevelopment of areas classified as Single Family Residential on the Preferred Land Use map (Map 8-3). These areas of the town allow for the highest density of residential development. Such development can also be accommodated in areas classified as Agriculture, as the town has adopted policies and recommendations to implement a maximum lot size. While densities will be low in these areas, a maximum lot size requirement can help keep the price of rural residential lots at affordable levels. The town's preferred land use classifications do not specifically provide for multi-family residential development, as such development would not be in character with the town's rural and agricultural nature. Also refer

to the Housing element policies and recommendations for the town's approach to the issue of availability of land for the development and redevelopment of low- to moderate-income housing.

2.8 Maintaining and Rehabilitating the Existing Housing Stock

The maintenance and rehabilitation of the existing housing stock within the community is one of the most effective ways to ensure safe and generally affordable housing without sacrificing land to new development. To manage housing stock maintenance and rehabilitation, a community can monitor characteristics including price, aesthetics, safety, cleanliness, and overall suitability with community character. The goal of ongoing monitoring is to preserve the quality of the current housing supply with the hope of reducing the need for new development, which has far greater impacts on community resources.

The Town of Newton has addressed the issue of housing stock maintenance and rehabilitation in the following goals, objectives, policies, and recommendations for the town's approach to this issue.

- Goal 2 and related objectives
- Policy H3
- Housing element recommendations

2.9 Population and Housing Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1. **Provide for housing development that maintains the attractiveness and rural character of the town.**

Objectives

1.a. Direct residential subdivision development to planned growth areas in order to prevent conflicts between residential development and productive land uses like agriculture.

1.b. Support the development of low- to moderate-income housing that is consistent in quality, character, and location with the town's comprehensive plan.

1.c. Encourage the use of creative development designs that preserve rural character, agricultural lands, productive forests, and natural resources.

Goal 2. Support the maintenance and rehabilitation of the community's existing housing stock.

Objectives

2.a. Support efforts to enforce zoning, nuisance abatement, and building code requirements on blighted residential properties.

2.b. Encourage the preservation, maintenance, and rehabilitation of historically significant homes.

2.10 Population and Housing Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word "shall" are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words "will" or "should" are advisory and intended to serve as a guide. "Will" statements are considered to be strong guidelines, while "should" statements are considered loose guidelines. The town's policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town's policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies: Town Directive

H1 The community should plan for a sufficient supply of developable land that allows for a variety of housing types and densities.

H2 Zoning and land division ordinances should be reviewed for their impacts on opportunities to create a variety of housing types in the community.

H3 The community should consider adaptive reuse or conversion of surplus or outmoded buildings (such as old schools, hospitals, warehouses, etc.) to economically viable new housing.

H4 As the aging segment of the population grows, the community should evaluate its preparedness for meeting the related changes in housing needs.

H5 Zoning and land division ordinances should be reviewed for their impacts on opportunities to create quality affordable housing in the community.

Policies: Development Review Criteria

H6 Mobile homes permitted in the town should meet the following criteria:
- Placed on a foundation
- Anchored to the foundation

- Skirted to provide a finished appearance between the building and foundation
- Pitched, shingled roof
- Sided with conventional house siding or simulated wood
- Compliant with HUD regulations and built after June 14, 1976

Recommendations

- Establish development standards for housing that is not single family housing.
- Annually assess the availability of developable land for residential development.
- Annually review applicable ordinances and fees for impacts on opportunities to create affordable housing.

2.11 Population and Housing Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Community Development Block Grant (CDBG) – Housing Program
The Wisconsin Community Development Block Grant (CDBG) program for housing, administered by the Wisconsin Department of Commerce, provides grants to general purpose units of local government for housing programs which principally benefit low- and moderate-income (LMI) households. The CDBG program is a federally funded program through the Department of Housing and Urban Development's Small Cities CDBG Program. CDBG funds can be used for various housing and neighborhood revitalization activities including housing rehabilitation, acquisition, relocation, demolition of dilapidated structures, and handicap accessibility improvements. For more information on this program, contact the Wisconsin Department of Commerce, Bureau of Housing.

Wisconsin Housing and Economic Development Authority (WHEDA)
The Wisconsin Housing and Economic Development Authority serves Wisconsin residents and communities by working with others to provide creative financing resources and information to stimulate and preserve affordable housing, small business, and agribusiness. For further information, contact WHEDA.

Community Options Program (COP)
Community Options helps people who need long-term care to stay in their own homes and communities. Its purpose is to provide cost-effective alternatives to expensive care in institutions and nursing homes. Elderly people and people with serious long-term disabilities receive funds and assistance to find services they are not able to get through other programs. Contact the Wisconsin Department of Health and Family Services for further information.

3 Transportation

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3. Transportation

3.1 Existing Road System

The existing road system for the Town of Newton is illustrated in Map 3-1, Transportation Features. The town's road configuration is characterized by a typical rural grid roadway pattern of primarily north-south and east-west roads. Road spacing is generally one-half to one mile following the public land survey grid of one mile square sections (see Map 6-1). Notable exceptions to this grid-type layout include U.S. Interstate Highway 43 (I-43) and State Highway (STH) 42. Other exceptions include roads in the vicinity of Hartlaub Lake, which are greatly influenced by natural features such as wetlands and steep slopes.

The general traffic circulation patterns through Newton are as follows:

- I-43 provides for north/south travel through Newton, and serves as a primary transportation route for inter-city trips by local residents and interstate trips for the region. The I-43 corridor links Newton to major population and employment centers of northeastern and southeastern Wisconsin (including Green Bay, Manitowoc, Sheboygan and Milwaukee) and northern Illinois (greater Chicago area) through the link with I-94. It also provides a primary travel corridor to the recreational destinations along the Lake Michigan shoreline and northern Wisconsin.

- State Highway (STH) 42 provides for northeast/southwest travel across the western portion of Newton, and serves as a regional transportation link from the City of Sheboygan through Newton to the City of Manitowoc.

- County Road CL, C, U, and F are major collectors of east and west travel. County Road C allows for local traffic to utilize I-43 with an interchange for both north and south access.

- County Road LS provides for north/south travel along the Lake Michigan shoreline connecting to South 26th, Street which provides direct access to the City of Manitowoc.

- County Road CR serves as a frontage road along I-43 and also provides direct access to the City of Manitowoc.

- Local town roads serve as collectors to the federal, state, and county highway system serving Newton.

As depicted on Map 3-1, the road system is composed of four levels of government jurisdiction. These include the town system encompassing the local roads, the county system of highways, and the state and federal highway systems. The map illustration identifies that the local roads comprise the greatest mileage. However, for the greatest functional role and the amount of traffic carried by each type, I-43 is the most significant road system.

3.2 Transportation Plan

The land use patterns of the Town of Newton, Manitowoc County, and the surrounding region are tied together by the transportation system, including roadways, railroads, and trails. Households, businesses, farms, industries, schools, government, and many others all rely on a dependable transportation system to function and provide linkages to areas beyond their immediate locations. The Town of Newton's transportation network plays a major role in the efficiency, safety, and overall desirability of the area as a place to live and work.

While the Town of Newton does not anticipate a great deal of change to its existing transportation system over the next 20 years, its plan is to maintain the existing system and be prepared for potential development proposals. The town's plan for transportation includes ensuring that future expansion of the local road system is cost-effective, preserve mobility and connectivity of local roads, and ensuring that developed properties have safe emergency vehicle access. In order to achieve this, the town will continue to administer its driveway ordinance, update its land division ordinance, its five-year plan for road improvements, and enforce its road construction specifications. The policies and recommendations of this plan provide guidance on how these tools should be used.

As the town implements its plan, a key dilemma will be balancing the rural character and mobility of existing roads with the maximum use of existing road infrastructure. On one hand, existing roads are already present, new roads are costly, and new development can be more cost effective if it utilizes existing roads. On the other hand, extensive placement of new development in highly visible locations along existing roads will forever change the character and appearance of the town. This may lead to a loss of rural character. Adding access points to serve new development also reduces the mobility of a road. This plan includes a policy that directs new development to use existing roads and infrastructure (policy LU1). However, this plan also includes policies that require new development to be designed in a fashion that does not harm rural character, agricultural lands, or natural resources (policies ANC1, 2, and 3), which may be better served by the construction of new roads or private access drives in some cases.

In order to balance these competing interests, the town will require coordinated planning of adjacent development sites by limiting the use of cul-de-sacs and by requiring the use of Area Development Plans. The town will require that potential traffic and road damage impacts are assessed by developers. When new roads are necessary, the town will require that developers bear the cost of constructing new roads to town standards before they are accepted by the town.

State and federal highways play an important role in the town's transportation system and were the subject of both issues and opportunities identified during the planning process (refer to the Issues and Opportunities element). Interstate Highway 43, in particular, is a dilemma for the town. While it provides an arterial connection to the surrounding region and represents a source of economic development potential, it also represents a major access point which can spur growth, thereby diminishing the town's rural character. The town will need to work closely with the Wisconsin Department of Transportation to manage land use, access, and road improvements along these vital corridors.

3.3 State and Regional Transportation Plans

There are no state or regional transportation plans directly applicable to the Town of Newton. According to the Wisconsin Department of transportation (WDOT) web-page and their Connections 2030 Draft Plan, there are no ongoing plans or studies that would affect the Town of Newton in the planning period. The WDOT Six Year Highway Improvement Program for 2008-2013 does not include any major improvements within the Town of Newton. However, State Highway 42, which transects the Town of Newton from southeast to northeast, is scheduled to be "Re-Conditioned" by WDOT. This terminology means that in addition to pavement resurfacing, WDOT may also replace railings, curb and gutter and approaches to State Highway 42, based upon need. The reconditioning is scheduled to take place in 2010.

The Town of Newton is also in the process of replacing the existing Newton Road Bridge structure, which crosses Point Creek. The approaches will be removed and replaced with a new structure on the same alignment with minimal approach work. There may be channel work in the vicinity of the structure to maintain structural integrity. This work is to be completed in 2009. This is a town-led, cooperative project between the Town of Newton, Manitowoc County, and the Wisconsin Department of Transportation. These transportation improvements within the Town of Newton are delineated on Map 4-3, Planned Community Facilities and Transportation Upgrades.

3.4 Functional Classification of Highways

Vehicular travel on the public highway system is the transportation mode of choice for the vast majority of trips by Town of Newton residents. Road and highway transportation systems serve two primary functions: to provide access to adjacent properties and to provide for the movement of vehicular traffic. Roads and highways are grouped into three functional classes local, collector, and arterial - which are described below. Map 3-1 shows the location of local, collector, and arterial roadways in the town.

3.4.1 Local Roads

Local roads primarily provide access to adjacent properties and only secondarily provide for the movement of vehicular traffic. Since access is their primary function, through traffic should be discouraged. Traffic volume is expected to be light and should not interfere with the access function of these streets. Gass Lake Road, Union Road, and Carstens Lake Road are all examples of local roads in the Town of Newton.

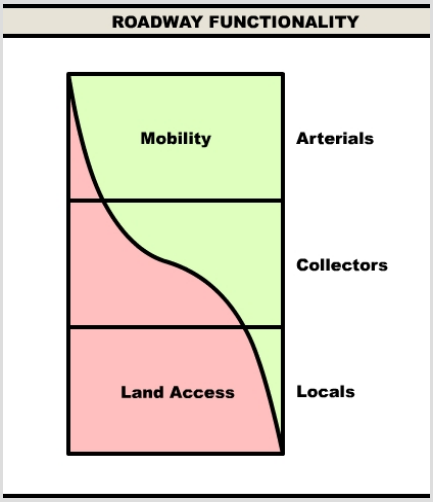
3.4.2 Collector Roads

Collector roads and highways carry vehicular traffic into and out of residential neighborhoods and business and industrial areas. These streets gather traffic from the local streets and funnel it to arterial streets. Access to adjacent properties is a secondary function of collector streets. Collector streets are further divided into major or minor collectors depending on the amount of traffic they carry. County Road C, LS, and CR are all major collector highways in the town.

3.4.3 Arterial Highways

Arterial highways primarily serve to move through traffic. Traffic volumes are generally heavy and traffic speeds are generally high. Arterial highways are further divided into principal or minor arterials depending on the traffic volume and the amount of access provided. Interstate Highway 43 and State Highway 42 are both arterial highways.

The three functional classifications of highways within the Town of Newton are delineated on Map 4-3, Planned Community Facilities and Transportation Upgrades.



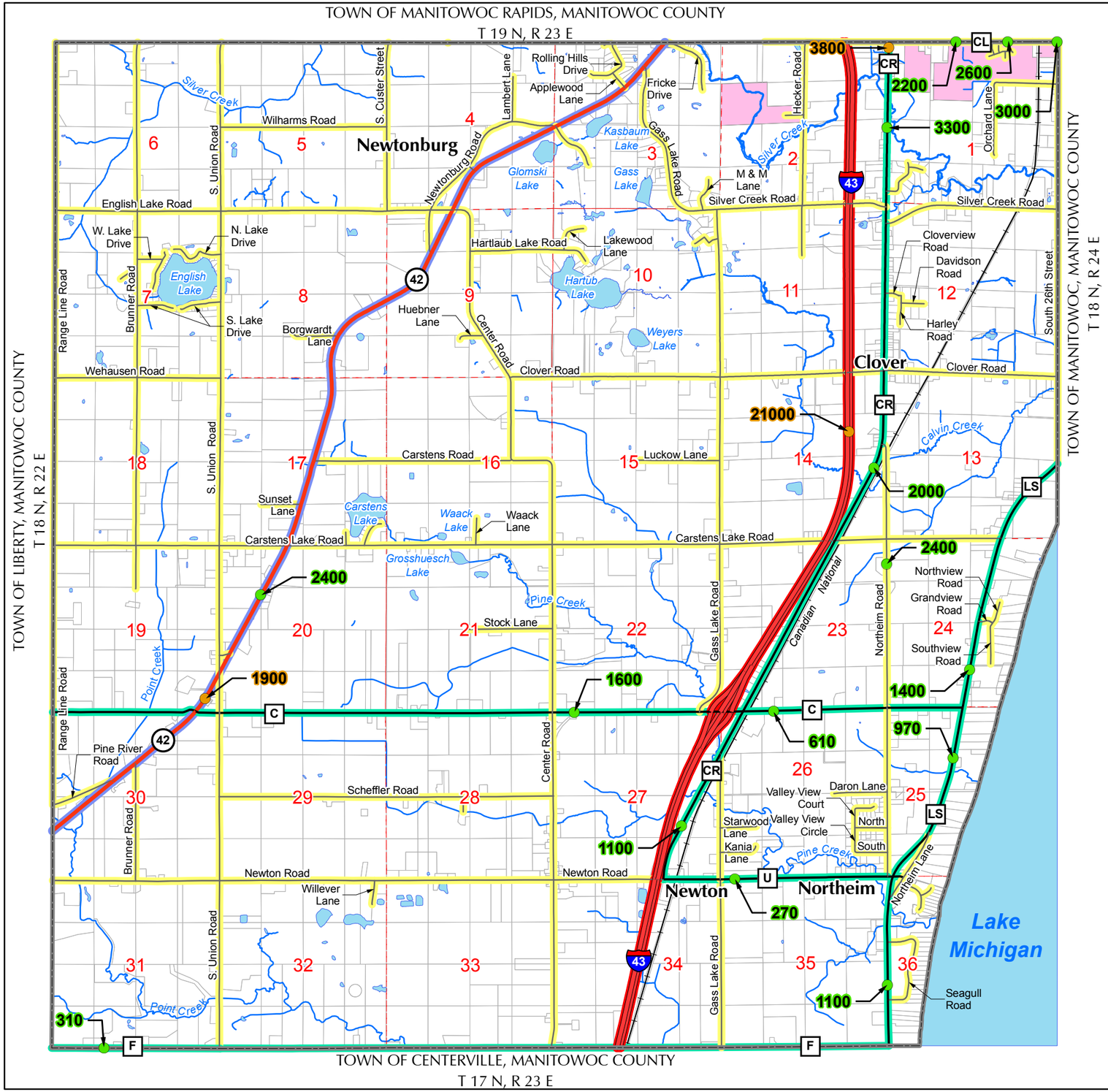
Mobility and land access generally have an inverse relationship. As more land access is provided, mobility is lost. In order to preserve mobility of collector and arterial roads, land access must be controlled.

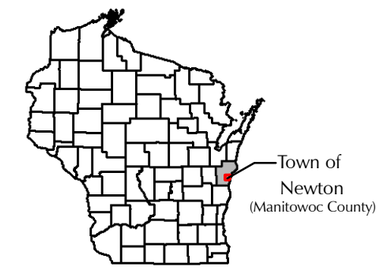
3.5 Traffic Volumes

Traffic volume is also an important consideration for land use planning. The volume of traffic on a particular roadway and the associated noise, fumes, safety level, and other such concerns are considerations that need to be addressed in deciding how land should be used. Map 3-1 shows the average daily traffic volume of major traffic corridors in the town.

Traffic volumes vary considerably on the different roadways within the town. Interstate Highway 43, being the major thoroughfare in the town, carries the largest volume of traffic. State Highway 42 also carries considerable traffic. However, County Road CR, in the northern section of town, also carries a high volume of traffic.

MAP 3-1
TRANSPORTATION FEATURES
Town of Newton
Manitowoc County, Wisconsin





Legend

- Town Road
- County Highway
- State Highway
- Interstate Highway
- Railroad
- Streams/Rivers
- Lakes/Ponds
- Parcels
- Sections
- Town Boundary
- City of Manitowoc

Existing Transportation Features

- 2005 Annual Average Daily Traffic
- 2002 Annual Average Daily Traffic

Functional Class

- Principle Arterials-Interstate
- Minor Arterials
- Major Collectors
- Minor Collectors

N

0 1,750 3,500 Feet

Foth
Foth Infrastructure & Environment, LLC

This drawing 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.

Source: Manitowoc County, WI DNR, and WI DOT.

X:/GB/IE/2008/08N011/GIS-Mapping/mxd/newton_transportation_11x17.mxd July 9, 2009 BJW1

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3.6 Additional Modes of Transportation

3.6.1 Water Transportation

Currently, there are no water transportation options in the Town of Newton. The town's waterways are primarily used for recreational and agricultural purposes. The town borders Lake Michigan on the east and therefore, water transportations options could be developed in the future. However, none are planned at this time or in the near future as the nearest international seaport is the Port of Manitowoc just a few miles to the north.

3.6.2 Airports

Air transportation is not offered within the Town of Newton. Town of Newton residents are served by two international airports General Mitchell International Airport located in Milwaukee, Wisconsin, and the Austin Straubel International Airport located in the Village of Ashwaubenon, adjacent to the City of Green Bay in Brown County.

The Manitowoc County Airport, which is located approximately five miles north of Newton in the City of Manitowoc, is a Transport/ Corporate (T/C) airport. A T/C facility indicates that the facility can serve and accommodate corporate jets, small passenger and cargo jet aircraft used in regional service and small airplanes (piston or turboprop) used in commuter air service. The facility is owned by Manitowoc County and maintained by Lakeshore Aviation (FBO). Available services include fuel, minor airframe and power plant repair, charter, rental, sales, and instructional services.

The Manitowoc County Airport has two hard surface runways. The north/south runway is 5,002 feet in length and the east/west runway is 3,343 feet. There are 26 hangers and a terminal building.

There are also several privately owned airstrips located within Manitowoc County providing general small craft services and/ or recreational flights to the public. These small, private airport facilities offer minimal services and are generally utilized by recreational fliers. Private facilities are generally characterized by short (2,000 to 3,000 foot) turf covered runways which can accommodate small engine and light twin-engine aircrafts.

3.6.3 Railroads

The Canadian National Railroad travels through the Town of Newton from north to south along the eastern sections of the town. The rail follows along portions of Interstate Highway 43, and then heads into the City of Manitowoc. The rail link is a key transportation component of the local and regional agricultural economy.

3.6.4 Trucking

Trucking on the highway system is the preferred method of transporting freight, particularly for short hauls. According to the WDOT Truck Operators Map, Interstate 43 is an officially designated highway for long truck routes. State Highway 42 is also designated as a truck route; however, trucks are supposed to be limited to 75 feet (53' trailer, 43' king pin to rear axle).

3.6.5 Public Transit

Public transit is not available in the Town of Newton. The nearest public bus services are provided by Maritime Metro Transit in Manitowoc and Two Rivers. An Indian Trails Bus system can be accessed in the City of Manitowoc as well as in the City of Sheboygan. The nearest private taxi services is in the City of Manitowoc.

3.6.6 Bicycles

Bicycle traffic is quite limited in the Town of Newton. Shoulder areas on town roads are usually narrow and unpaved; making bicycle travel difficult. County highways in the town tend to have wider shoulders, but traffic levels on these roads make bicycle traffic more unsafe or undesirable.

The DOT state bicycle plan did assess conditions for bicycling in Manitowoc County and has developed county-level maps that identify "bicycling conditions" on all county highways and other state and interstate highways. This presents a full continuum of roadways – from narrow town roads to U.S. Highways and enable cyclists to select their own routes to meet their needs. In the Town of Newton bicycling is prohibited on U.S. Interstate 43 and highly discouraged on County Highway CR. Moderate biking conditions exist on County Highway C west of US Interstate 43. The best bicycling conditions in the town are on County Road F, U, LS, and C to the east of U.S. Interstate 43.

3.6.7 Pedestrian Transportation

No pedestrian transportation system exists in the Town of Newton. The dispersed nature of the town prohibits the development of an effective pedestrian transportation system. However, the Wisconsin State Bike Map does suggest some bike friendly road conditions, focused primarily east of U.S. Interstate 43 to Lake Michigan.

3.6.8 Transportation for the Disabled

The Manitowoc County Aging and Disability Resource Center provides transportation for the disabled in the Town of Newton. This department assists elderly and disabled individuals with transportation to medical appointments, nutrition sites, and sheltered employment.

Also, under the Americans with Disabilities Act (ADA), Maritime Metro Transit began providing para transit service. Maritime Metro's para transit service is curb-to-curb van transportation for people with disabilities who have been certified as unable to use Maritime Metro's ramp-equipped bus service for some or all trips in the cities of Manitowoc and Two Rivers.

3.7 Planned Transportation Improvements

The Town of Newton maintains a plan for road or other transportation facility improvements utilizing the PASER Program. It is a recommendation of this plan that the five-year road improvement plan continue to be updated annually.

3.8 Transportation Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1. **Provide a safe, efficient, and cost effective transportation system for the movement of people and goods.**

Objectives

1.a. Balance competing community desires (i.e., scenic beauty, abundant wildlife, direct highway access, etc.) with the need to provide for safe roads, intersections, interchanges, rail crossings, and other transportation features.

1.b. Where applicable, manage driveway access location and design to ensure traffic safety, provide adequate emergency vehicle access, and prevent damage to roadways and ditches.

1.c. Require developers to bear the costs for the improvement or construction of roads needed to serve new development.

1.d. Guide new growth to existing road systems so that new development does not financially burden the community or make inefficient use of tax dollars.

1.e. Monitor the effectiveness of existing shared service agreements for providing local road maintenance, as well as provide opportunities for new agreements.

Goal 2. **Develop a transportation system that effectively serves existing land uses and meets anticipated demand.**

Objectives

2.a. Work to achieve a traffic circulation network that conforms to the planned functional classification of roadways.

2.b. Direct future residential, business, and industrial development to roadways capable of accommodating resulting traffic.

2.c. Allow for bicycling and walking to be viable, convenient, and safe transportation choices in the community.

2.d. Ensure that new roads can connect to future streets on abutting properties, whenever possible.

3.9 Transportation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word "shall" are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words "will" or "should" are advisory and intended to serve as a guide. "Will" statements are considered to be strong guidelines, while "should" statements are considered loose guidelines. The town's policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town's policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies: Town Position

T1 Roads that provide access to multiple improved properties shall be built to town standards as a condition of approval for new development.

T2 Developers shall bear the cost of constructing new roads to town standards before they are accepted as town roads.

Policies: Town Directives

T3 Transportation issues that affect the town and neighboring communities should be jointly discussed and evaluated with that community and with the Manitowoc County Highway Department and the Wisconsin Department of Transportation, if necessary.

T4 A five-year road improvement plan should be maintained and annually updated to identify and prioritize road improvement projects as well as identify potential funding sources.

Policies: Development Review Criteria

T5 Development proposals should provide the town with an analysis of the potential transportation impacts including, but not necessarily limited to, potential road damage and potential traffic impacts. The depth of analysis required by the community will be appropriate for the intensity of the proposed development.

T6 The existing road network and existing public facilities and services will be utilized to accommodate new development to the maximum extent possible.

T7 Transportation development proposals shall at least consider the following conditions:

- Minimum site distance
- Minimum driveway surface width and construction materials
- Minimum clearance width and height
- Maximum driveway length
- Minimum turnaround areas for longer driveways

T8 Residential subdivisions and non-residential development proposals should be designed to include:

- Safe and efficient system of internal circulation for vehicles and pedestrians
- Safe and efficient external collector streets where appropriate
- Safe and efficient connections to arterial roads and highways where applicable

T9 Highway corridor development for business and industrial should be directed to designated planned (business and industrial) clusters or nodes.

T10 When new access points or intersections are created, intersecting access points shall generally align directly opposite each other (rather than offset from each other) to form a single intersection, and have an intersection angle of 90 degrees.

T11 The community should pursue the development of a more detailed plan for land use, infrastructure, and economic development along the U.S. Interstate 43 corridor (or other planned business/industrial area of the town).

T12 New development shall be placed on the landscape in a fashion that does not block potential road extensions.

T13 As part of the review of major subdivisions, developers shall submit Area Development Plans that assess the potential for connecting planned subdivision roads with future development on surrounding properties.

T14 Dead-end roads and cul-de-sacs should be avoided to the extent practicable and allowed only where physical site features prevent connection with existing or planned future roadways.

T15 The community should consider bicycle and pedestrian safety needs when new roads are proposed or when roadway improvements are made.

Recommendations

- Actively pursue all available funding, especially federal and state sources, for needed transportation facilities. Funding for multimodal facilities should be emphasized.

- Modify the applicable land division ordinance to require the execution of a development agreement whenever public roads or other infrastructure is included in a development. Create a standard development agreement that includes provisions for financial assurance, construction warranties, construction inspections, and completion of construction by the town under failure to do so by the developer.

- (Modify the/Create a set of) town road construction specifications to include modern requirements for road base, surfacing, and drainage construction. Construction specifications should be adjustable based on the planned functional classification or expected traffic flow of a roadway.

- Require (major land divisions, conditional uses, and other substantial development projects) to submit an assessment of potential transportation impacts including potential road damage and traffic impacts.

- Utilize the PASER system to update the road improvement plan.

- Modify the applicable land division ordinance to require that temporary cul-de-sacs are constructed to the outside property line in order to facilitate connection with roads on adjacent properties upon development.

- Modify the applicable land division ordinance to require the identification of limits of disturbance so that future road extensions are not blocked by construction of buildings.

3.10 Transportation Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

PASER Program

The PASER (Pavement Surface Evaluation and Rating) Program is a system for communities to evaluate and schedule road maintenance on local roads. The program requires town officials to evaluate the condition of town roads based on observing characteristics of the road such as the texture of the road surface or the spacing of cracks. The officials then assign a rating on a scale of 1 to 10. These ratings, along with information on traffic volumes, are used to schedule the maintenance and reconstruction of town roads.

Manitowoc County Capital Improvement Program

Manitowoc County annually updates a Capital Improvement Program. The program prioritizes the allocation of financial resources for various projects over a five-year time frame. This plan should be referenced for Manitowoc County projects that may affect the town.

Local Roads Improvement Program (LRIP)

Established in 1991, the Local Roads Improvement Program (LRIP) assists local governments in improving seriously deteriorating county highways, town roads, and city and town streets. A reimbursement program, LRIP pays up to 50% of total eligible costs with local governments providing the balance. The program has three basic components: County Highway Improvement (CHIP); Town Road Improvement (TRIP); and Municipal Street Improvement (MSIP). Three additional discretionary programs (CHIP-D, TRIP-D and MSIP-D) allow municipalities to apply for additional funds for high-cost road projects. For more information, contact the WDOT.

Transportation Economic Assistance (TEA) Program

The Transportation Economic Assistance program provides 50% state grants to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the state. Grants of up to $1 million are available for transportation improvements that are essential for an economic development project. It must be scheduled to begin within three years, have the local government's endorsement, and benefit the public. For more information about this program, contact the Wisconsin Department of Transportation, Division of Transportation Investment Management.

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4 Utilities and Community Facilities

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4. Community Facilities and Services

4.1 Community Facilities and Services Plan

Efficient provision of high quality community facilities and services impacts property values, taxes, and economic opportunities, and contributes to the quality of life in the Town of Newton. Local features such as parks, schools, utilities, and protective services help define a community. These facilities and services require substantial investment as supported by the local tax base, user fees, and impact fees. As a result, their availability is determined both by public demand for those facilities and services, and by a community's ability to pay for them. Therefore, potential impacts on the cost and quality of utilities and community facilities need to be considered when making decisions concerning the future conservation and development of the Town of Newton.

The Town of Newton's plan for utilities and community facilities is to maintain the limited local services and facilities that it provides, and to continue to partner with regional service providers for other essential services (such as police, ambulance protection, libraries, etc.). Like all communities, the town's primary challenge in this area is to maintain the existing level of services and facilities without creating undue burden on local taxpayers. No major upgrades to community facilities and services are presently anticipated. If future growth does warrant the need for other new or expanded facilities, the policies and recommendations of this plan are intended to help ensure that the town has time to develop a planned response to the demand for such needs.

4.2 Existing Status and Planned Improvements

Comprehensive planning includes identifying the need for expansion, construction, or rehabilitation of utilities and community facilities. In addition to infrastructure needs, there are also service level needs that may arise in the community. For example, additional police service, the need for a building inspector, or additional park and recreation services may become necessary.

The Town of Newton has evaluated existing utilities, facilities, and services and determined whether a need for expansion, construction, rehabilitation, or other improvement is anticipated over the planning period. Maps 4-1 (Community Facilities and Services) and 4-2 (Emergency Service Areas) represent the locations and service areas of existing community facilities and services. In most cases, existing utilities, facilities, and services have been determined to be adequate. Where projects are identified, they are deemed as either short-term (1-5 year) or long-term (6-20 year) needs as represented on Map 4-3 (Planned Community Facilities and Transportation Improvements).

4.2.1 Administrative Facilities and Services

The Town of Newton's administrative facilities includes the town hall, which is located in the middle of the town, at the intersection of Center and Carstens Roads (Map 4-1). Regularly scheduled town meetings are held on the second Wednesday of each month.

Administration of town government is currently carried out by the following part-time positions:

- Town Board Chair
- Town Board Supervisors (2)
- Clerk
- Treasurer
- Assessor
- Zoning Administrator
- Law Enforcement Officer
- 7 Planning Commission Members
- 5 Board of Appeals Members

The town has no other active committees, commissions, or boards. The Town of Newton has no administrative staff. There are no identified immediate needs for administrative services and facilities.

Street Maintenance/Snowplowing

One full-time and a number of part-time employees of the Town of Newton provide street maintenance and snowplowing services. The town owns its own trucks, tractor, grass mower and grader. Street maintenance activities include filling potholes, putting up new fire signs, roadside mowing, and emergency signage. Extensive road maintenance is contracted to various contractors providing this service.

The 1999 community survey indicated that residents and landowners have a high level of satisfaction with current governmental services. In addition, more than two-thirds of the respondents expressed a high level of satisfaction that town officials are responsible to resident concerns.

No short- term or long- term needs have been identified by the town in the area of street maintenance/snowplowing. Existing facilities, equipment and services are anticipated to be adequate to meet the needs of the town over the planning period. However, the town will need to continuously review staffing and professional service needs to address planning needs, town ordinance administration/enforcement, and other governmental services.

4.2.2 Police Services

The police protection services for the Town of Newton are provided by the Law Enforcement Officer who is responsible for enforcement of Town of Newton ordinances such as animal control, property maintenance, setback requirements. Police protection services for the Town of Newton, outside of local ordinances such as criminal complaints and traffic control, are provided by the Manitowoc County Sheriff's Department. The Manitowoc County Sheriff's Department serves as the law enforcement agency to the Town of Newton and also operates the county jail in the City of Manitowoc. The Sheriff's Department provides 24-hour service to all communities in the county that do not have their own police department. A separate department called the Public Safety Joint Services (PSJS) is responsible for answering calls and dispatching police services.

No short-term or long-term needs have been identified by the town in the area of police services. Existing facilities and services are anticipated to be adequate to meet the needs of the town over the planning period. It is expected that the Manitowoc County Sheriff's Department will continue to plan accordingly for needed improvements.

4.2.3 Fire Protection

Fire protection services for the Town of Newton are provided by the Newton Fire Company. The fire station is located in the center of the town adjacent to the town hall at the Carsten Lake and Center Road intersection (see Map 4-2). The Newton Fire Company is staffed by 43 volunteer firefighters.

All fire equipment is owned by the town and is reported to be in good condition. Fire and rescue equipment reported in 2009 includes:

- Two Tankers
- Three Pumpers
- One Equipment Van

The Newton Fire Company has a Mutual Aid Agreement with Manitowoc County. This agreement allows the town to request assistance from any Manitowoc County protective service agency. Fire protection is provided in the Town of Newton through a pager system via Manitowoc County. The Newton Fire Company is dispatched along with mutual aid if needed. The average response time to a fire call in the Town of Newton is five minutes.

No short-term or long-term needs have been identified by the town in the area of Fire Protection services. Existing facilities and services are anticipated to be adequate to meet the needs of the town over the planning period. It is expected that the Fire Department will continue to plan accordingly for needed improvements.

4.2.4 Emergency Medical Services

The Town of Newton provides emergency medical service. The Newton First Responders are based at the town hall/fire station located at the Carsten Lake and Center Road intersection (see Map 4-1). Similar to other protective services, first responder services were highly regarded by town residents, according to the 1999 Newton Survey.

In 2009, there were 12 volunteer first responders that provide basic and advanced life saving skills. The Newton Fire Company has a Mutual Aid Agreement with Manitowoc County. This agreement allows the town to request assistance from any Manitowoc County Emergency Medical Services (EMS). Emergency medical services are provided in the Town of Newton through a pager system via Manitowoc County.

The Newton First Responders also have joint EMS/ambulance agreements with Valders Ambulance and Manitowoc Fire & Rescue. Medical flight service is provided by Flight for Life out of Milwaukee, Eagle 3 out of Green Bay, and Theda Star out of Theda Clark in Neenah.

Town of Newton First Responders are dispatched along with mutual aid if needed. The average response time to a call is three minutes for First Responders and ten minutes for an ambulance.

No short-term or long-term needs have been identified by the town in the area of emergency medical services. Existing facilities and services are anticipated to be adequate to meet the needs of the town over the planning period. It is expected that the town First Responders will continue to plan accordingly for needed improvements.

4.2.5 Educational Facilities

Educational facilities serving the Newton area include both private and public elementary and secondary education programs, as well as higher education.

Elementary and Secondary Education

Elementary and secondary education serving the Newton area is provided by two public school districts and 11 private schools. Table 4-1 provides information about grade levels and enrollment related to area elementary and secondary school facilities.

Manitowoc School District. The majority of the town is serviced by the Manitowoc School District (see Map 4-2). Educational facilities consist of six elementary schools, two middle schools, and one high school. These facilities are all located within the city of Manitowoc. Total district enrollment in 2008 was 5,544 students.

Newton is served by Monroe Elementary School and Washington Junior High School. All students attending public high school in the district attend Lincoln High School. Free busing is provided to students who live within two miles of these schools. Students living more than two miles must purchase bus passes. Most Newton students are located outside of the two-mile radius of Manitowoc schools and must pay for bus service or make other transport arrangements.

The Manitowoc School District has experienced overall declining enrollment, and school officials expect this trend to continue. Enrollment is below the planned maximum capacity at all 11 schools.

Valders School District. The Valders School District extends into the western portions of the Town of Newton (see Map 4-2). This area is characterized by mostly agricultural land and low density residential development. Exceptions include the limited areas of concentrated residential growth along the shorelines of English and Carstens Lakes.

Educational facilities consist of the Valders Elementary, Middle and High Schools. These facilities are all located within the City of Valders, approximately six miles from Newton. The Valders middle and high schools are located in the same building. Enrollment in 2008 in the Valders District was reported to be 1,099 students.

The Valders School District has slowly decreased in total enrollment from 1,151 in 2001 to its current enrollment of just under 1,100. Officials project the slow growth in student

enrollment to continue and do not anticipate the immediate need for facility expansion over the next five years.

Private Schools. In addition to the public school facilities provided by the Manitowoc and Valders School Districts, there are 12 private schools (see Table 4-1) in the vicinity of Newton. Of these, Saint John Lutheran School is the only one located in the Town of Newton. Total 2008 enrollment at area private schools was 1,774 students.

Higher Education

The Town of Newton is located in close proximity to the University of Wisconsin–Manitowoc, Silver Lake College, and Lakeshore Technical College.

UW-Manitowoc. The University of Wisconsin-Manitowoc is one of 13 campuses in the University of Wisconsin College system and offers freshman-sophomore level university instruction. The campus was built in 1962 on 40 acres and is located approximately one mile east of the Newton Township along the shore of Lake Michigan. Accredited by the north-central Association of Colleges and Schools, UW-Manitowoc is a liberal art institution that provides quality education for the lowest tuition in the UW system. Students may earn an Associate of Arts and Science degree and/or transfer to a bachelor degree-granting university to continue their education. More than 600 students are enrolled at the UW-Manitowoc.

Silver Lake College. Silver Lake College is an accredited, coeducational liberal arts and professional degree-granting institution, established in 1935 by the Franciscan Sisters of Christian Charity, Manitowoc, Wisconsin. The 30-acre campus is located within 1 mile of the Newton Township along State Highway 151 adjacent to Silver Lake. Approximately 1,000 full-time and part-time students are enrolled in undergraduate and graduate degree programs in more than two dozen fields of study. The college has a favorable student to a teacher ratio of 5:1.

Lakeshore Technical College. The Lakeshore Technical College is located in the Village of Cleveland located approximately six miles south of the Newton Township. The school offers 89 career programs in agriculture, automotive, business, computers/electronics, environmental, health/community service, legal, and manufacturing/industrial. School enrollment is approximately 3,500 students.

Table 4-1

Public and Private Schools Serving Newton, 2008

	Grade Levels	Enrollment
Manitowoc School District		
Franklin Elementary	1 -6	356
Jackson Elementary	1-6	445
Jefferson Elementary	1-6	411
Lincoln High School	10-12	1, 417
Madison Elementary	1-6	251
McKinley Academy	9-10	41
Monroe Elementary	1-6	352
Riverview Elementary	K4-K	642
Strangel Elementary	1-6	412
Washington Jr. High	7-9	585
Wilson Jr. High	7-9	630
Manitowoc Comprehensive Charter	-	2
Totals		5,544
Valders School District		
Valders Elementary	K-6	355
Valders Middle School	7-9	334
Valders High School	10-12	409
Manitowoc Comprehensive Charter	-	1
Totals		1,099
Area Private Schools		
Ashling Montessori	PreK-K	32
Bethany Lutheran	K-8	116
First German Ev. Lutheran	K-8	98
Immanuel Ev. Lutheran	PreK-8	112
Manitowoc Lutheran	9-12	232
Roncalli	9-12	341
St. Frances Cabrini	6-8	202
St. Frances de Sales	K-5	323
St. Frances Xavier	PreK-5	180
St. John Lutheran	PreS-8	123
St. Gregory	PreK-8	92
St. Mary/ St. Michael	K4-8	82
Totals		1,774

Needs and Recommendations

Public educational services provided to the Town of Newton appear to be at an adequate level. It should be anticipated that continual upgrades will be required within area public elementary and secondary schools to maintain the current level of service and facilities. Residents also have the opportunity to choose from a variety of private schools located in close proximity to Newton, including a preschool thru Grade 8 facility located in the northwest portion of Newton on English Lake Road. In addition, the close proximity to higher education facilities such as UW-Manitowoc, Silver Lake College, and Lakeshore Technical College campuses allows residents the opportunity to pursue higher education and professional degrees without relocating.

No short-term or long-term needs have been identified by the Town in the area of school facilities or services. Existing facilities and services are anticipated to be adequate to meet the needs of the Town over the planning period. It is expected that the school districts will continue to plan accordingly for needed improvements.

4.2.6 Libraries, Churches, Post Offices, and Other Quasi Public Facilities

The Town of Newton owns a building of approximately 17,500 square feet which contains the town administration, shop, fire and rescue offices and facilities. The facility is located at the Center Road and Carstens Lake Road intersection (Map 4-3). Meeting room capacity is 125 people, but larger meeting events can be held in the fire station garage. The kitchen facilities and meeting hall are available for public rental.

Other public or quasi-public facilities (Map 4-3) in Newton include:

- The Post Office is located near I-43 at 5627 County Road U. Post Office facilities are also located in the City of Manitowoc.
- Three Churches: St. Thomas Church - 8100 Brunner Road; Salem Ebenezer - 6524 County C; St. Johns Evangelical - 7531 English Lake Road.
- Five Cemeteries: St. Thomas (address: see above); Ebenezer Reformed (address: see above); St. Johns Evangelical (address: see above): St Peters Cemetery – South 26th Street; St. Casimirs - Northheim Road.
- The Newton Lions Club (a civic organization) is also active within the town.
- The Manitowoc Gun Club (private organization) located at 3112 Clover Road.
- Newton Sports is also active within the town.

Libraries are located in the City of Manitowoc, which are in close proximity to Newton residents.

No short-term or long-term needs have been identified by the town in terms of quasi-public facilities or services. Existing facilities and services are anticipated to be adequate to meet the needs of the town over the planning period. It is expected that the operators of such facilities will continue to plan accordingly for needed improvements.

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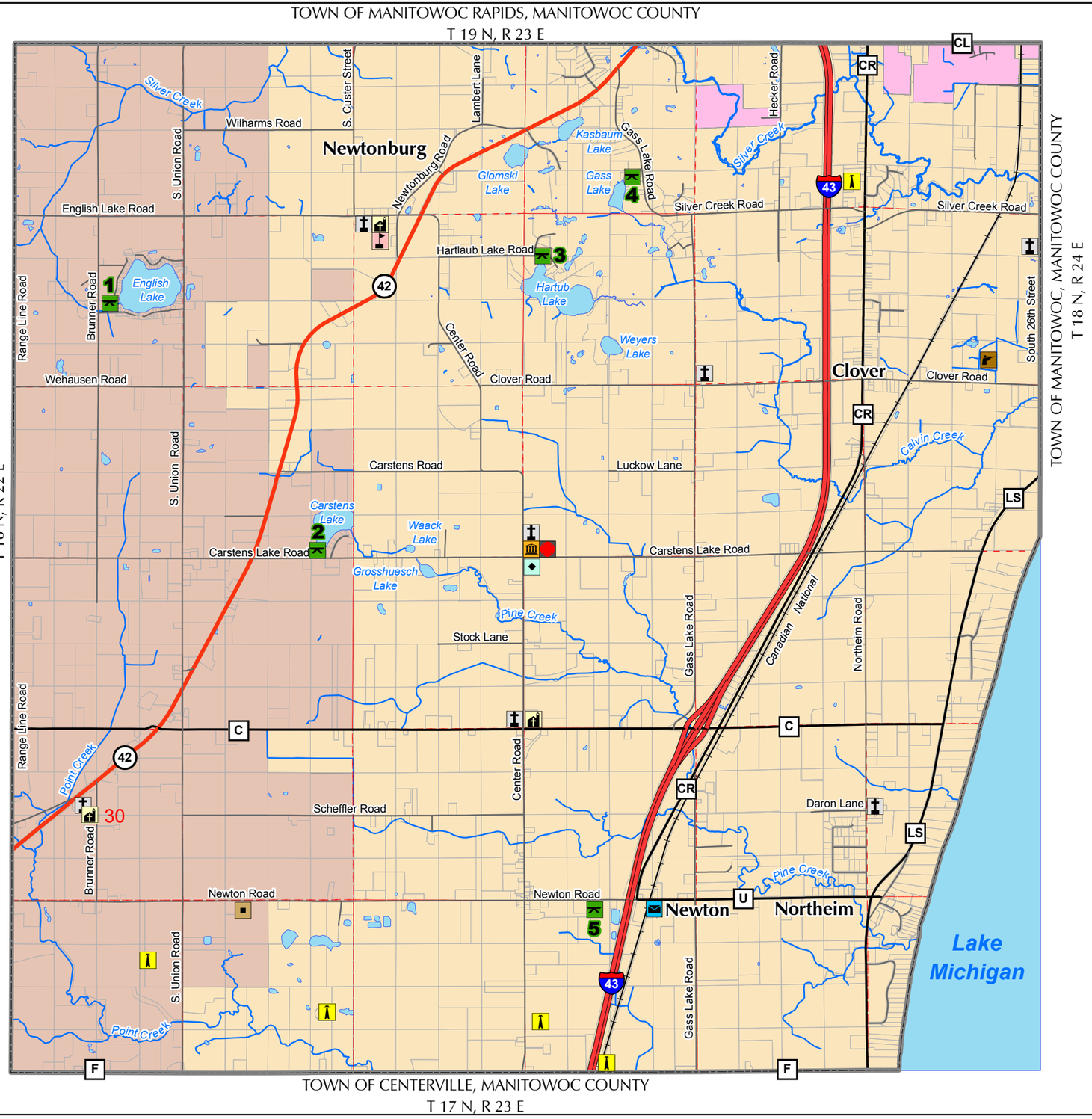
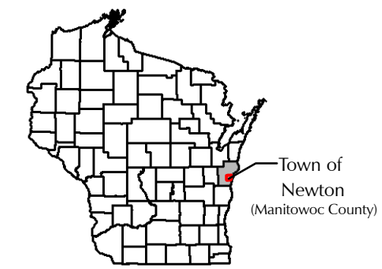
MAP 4-1
COMMUNITY FACILITIES AND SERVICES
Town of Newton
Manitowoc County, Wisconsin





Legend

- Town Road
- County Highway
- State Highway
- Interstate Highway
- Railroad
- Streams/Rivers
- Lakes/Ponds
- Parcels
- Sections
- Town Boundary
- City of Manitowoc
  (Water and Sewer Service)
  (Manitowoc School District)

Community Facilities and Services

- School
- Church
- Cemetery
- Town Hall
- Fire Department
- Post Office
- Tower
- Recycling Center
- Town Landfill
- Gun Club of Manitowoc

Parks

1. English Lake Park
2. Carstens Lake Park
3. Hartlaub Lake Park
4. Gass Lake Park
5. Newton Firefighters Community Park

School Districts

- Manitowoc
- Valders

N

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Foth
Foth Infrastructure & Environment, LLC

This drawing 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.

Source: Manitowoc County and WI DNR.

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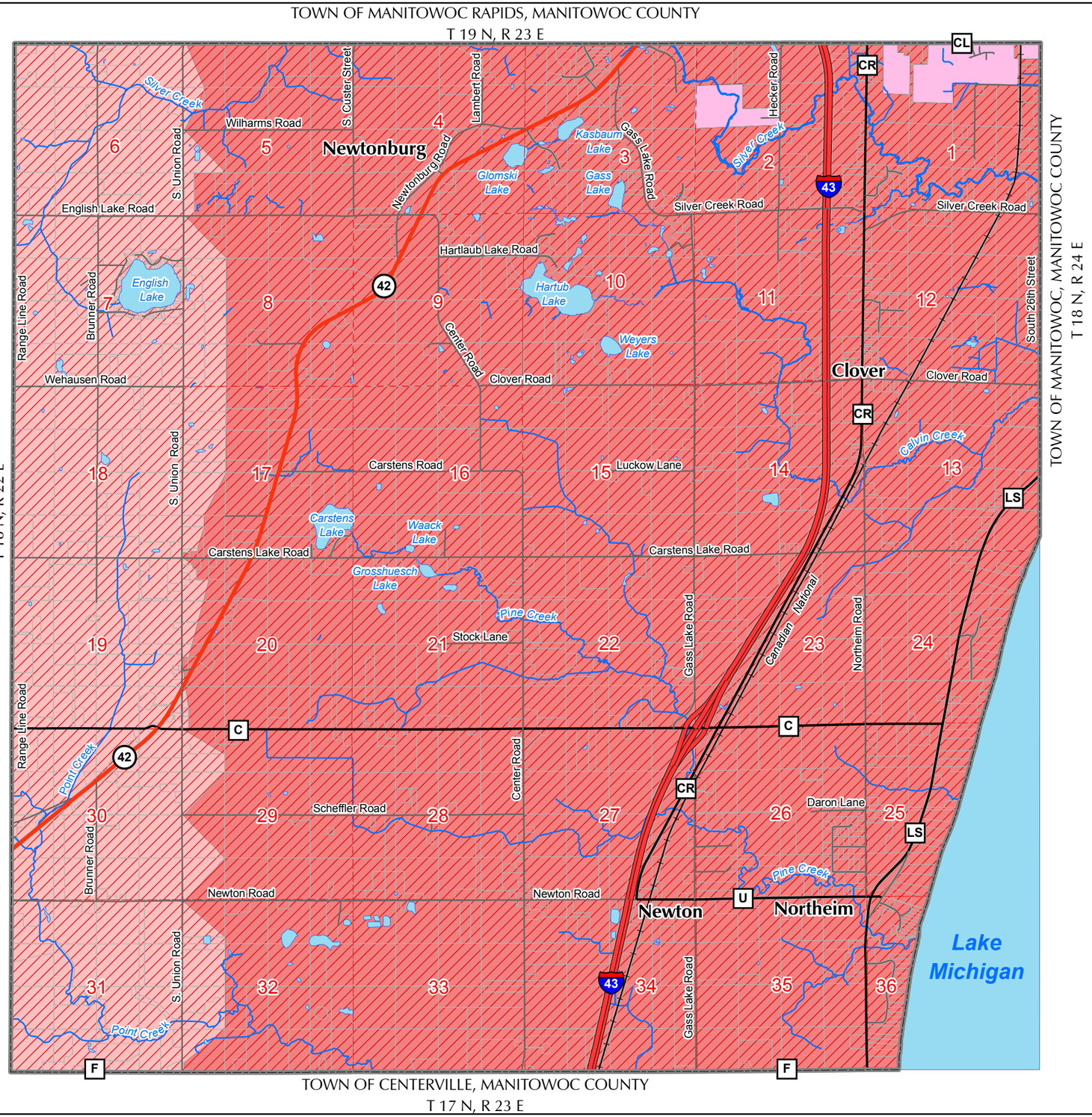
MAP 4-2
EMERGENCY SERVICE AREAS
Town of Newton
Manitowoc County, Wisconsin

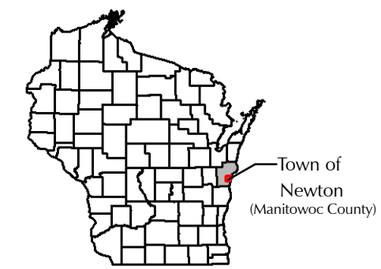


Legend

- Town Road
- County Highway
- State Highway
- Interstate Highway
- Railroad
- Streams/Rivers
- Lakes/Ponds
- Parcels
- Sections
- Town Boundary
- City of Manitowoc

Emergency Service Areas

- Newton Fire Department
- Manitowoc Rescue (Includes City of Manitowoc)
- Valders Ambulance



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Source: Manitowoc County and WI DNR.

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4.2.7 Civic Organizations and Other Clubs

Lake Associations: Also within the Town of Newton is the English Lake Rehabilitation & Protective Association, c/o Town Treasurer, 6532 Carstens Lake Road, Manitowoc, WI 54220.

No short-term or long-term needs have been identified by the town in the area of civic organizations or other clubs. Existing facilities and services are anticipated to be adequate to meet the needs of the town over the planning period. It is expected that the operators of such facilities will continue to plan accordingly for needed improvements.

4.2.8 Parks, Recreation, and Open Space

Park and recreational facilities are positive attributes to the community and are an important public investment to provide leisure opportunities. Park and recreational facilities within the Town of Newton (see Map 4-3) include:

Newton Firefighters Community Park: Located at 6103 Newton Road, this park is approximately 23 acres and contains the following improved facilities: four ball diamonds, four shelters, two permanent volleyball courts (up to nine upon request), playground equipment, and a tractor pull area. This park is owned by the Newton Firefighters.

Public Boat Launches: Manitowoc County boat launch facilities are located on English, Wiers, Carstens, Hartlaub, and Gass Lakes. County boat launch facilities contain only limited facilities.

Other public recreational lands located near Newton include:

- City of Manitowoc Park System
- Silver Lake County Park
- Point Beach State Park (2,840 acres)
- Collins Marsh State Wildlife Management Area
- Woodland Dunes Nature Center
- Fisher Creek Park

Needs and Recommendations

The general demand for park and open space needs in Newton is low due to its predominantly rural environment. The 1999 community survey indicated that most (88%) residents and landowners were satisfied with public parks and recreation opportunities in the Newton area. The town does not have any plans to acquire additional park and recreational lands at the present time. However, the Newton Firefighters are in the process of developing their present park into a community park. The Firefighters are performing fundraisers and obtaining funds through grants and private donations. This will be an important addition to the Town of Newton as the town will likely need to plan for future recreational opportunities as growth continues.

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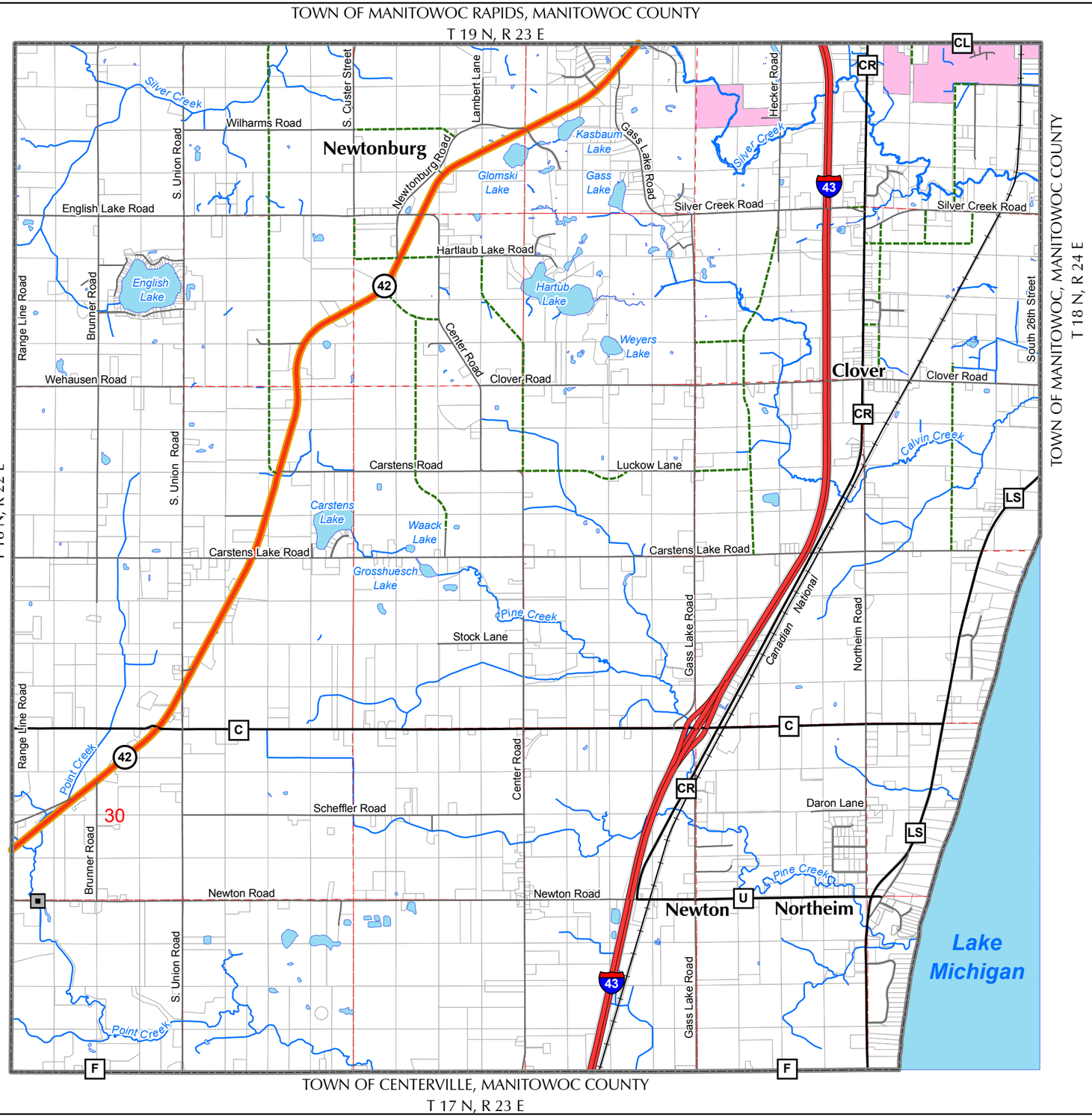
MAP 4-3
PLANNED COMMUNITY FACILITIES AND TRANSPORTATION UPGRADES
Town of Newton
Manitowoc County, Wisconsin



Legend

- Town Road
- County Highway
- State Highway
- Interstate Highway
- Railroad
- Streams/Rivers
- Lakes/Ponds
- Parcels
- Sections
- Town Boundary
- City of Manitowoc

Planned Improvements

Town of Newton Plans

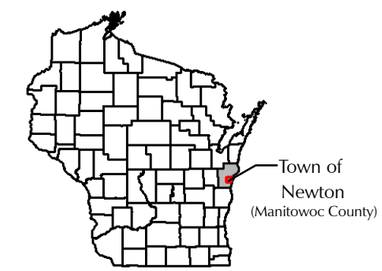
- Bridge Reconstruction

City of Manitowoc Plans

- New Road

State of Wisconsin Plans

- Road Resurfacing



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Foth Infrastructure & Environment, LLC

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Source: Manitowoc County and WI DNR.

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The National Recreation and Park Association (NRPA) Guidelines recommend approximately 10 acres of recreational lands per 1,000 people. The town's estimated 2007 population was 2,332 persons, with a projected 2030 population of 2,467 persons (see Section 2, Population & Housing). Applying the NRPA guidelines would indicate that the town should have approximately 20 to 25 acres of park and recreational lands to serve existing and projected growth. Specific recreational community needs must account for local demographics and the type, location and usage of existing recreational lands, and facilities serving the community and region.

Numerous small to moderate size lakes are located in the Newton Township. The town also contains several miles of shoreland along Lake Michigan. Planning for passive and limited active recreational needs in town lakes and shoreland areas provides opportunities to expand local recreational choices, as well as to permanently protect town natural habitats.

Specific recommendations for park and recreation planning include:

1. Maintain and improve active and passive recreational opportunities at the Newton Firefighters Community Park.

2. Coordinate park and recreational planning and facilities with Manitowoc County and neighboring municipalities to improve recreational opportunities and choices, and ensure efficient use of taxpayer's dollars.

3. Plan for neighborhood parks in areas of planned residential development.

4. Explore and pursue partnerships and funding opportunities for acquisition of public lands associated with town shoreland areas. Explore Wisconsin's Stewardship Fund grant program. Areas of focus should include:
   - Lake Michigan shoreland
   - Undeveloped woodlands, wetlands, steep slopes and other natural features in the vicinity of Glomski, Kasbaum, Gass, Hautlaub, and Weyers Lakes
   - Undeveloped, upland woodland areas (20 acres or greater) associated with shoreland areas

4.2.9 Solid Waste Management and Recycling

Existing System

The Town of Newton does not provide for waste management services. Property owners are responsible for disposing of their own solid waste or through private contractors.

The town does own a closed landfill facility located on Newton Road near the intersection of Union Road. The facility only accepts brush and is closed to the public, with exception of Saturday of every month in the summer.

The Town of Newton operates a recycling transfer station across from the town hall at 6315 Center Road and Carstens Lake Road intersection. The facility is open every Saturday.

Hazardous waste is referred to disposal firms at the Recycling Center. Newton and the Town of Centerville have a joint service agreement for recycling.

Needs and Recommendations

The town's solid waste management practice of individual resident/business contracts with private waste haulers is currently working favorably for the community. The town should periodically monitor the continued effectiveness of this type of waste management with residents, businesses, and property owners.

The operation of the once-a-week recycling and once-a-month brush and yard waste are currently operating effectively for the town. The town should periodically monitor the operations of these sites to ensure its convenience for town residents and property owners.

4.2.10 Communication and Power Facilities

Lakefield Telephone Company, 7520 English Lake Road, provides telephone service to the town. Wisconsin Public Services Corporation of Green Bay provides natural gas service and electric power to the town. There are several communication towers in the town, located in Sections 2, 31, and 34. There is also one radio tower located in Section 32.

In 1997, the Town of Newton adopted ordinance #7997, regulating the construction, design, use, and removal of telecommunications towers within the town.

There is a single dairy farm in the Newton Township that has a digester providing electricity back to Wisconsin Public Service.

No short-term or long-term needs have been identified by the town in the area of communication and power facilities. Existing services and facilities are anticipated to be adequate to meet the needs of the town over the planning period. It is expected that the operators of such facilities will continue to plan accordingly for needed improvements.

4.2.11 Wastewater Treatment and Water Supply

The Town of Newton does not currently provide for public wastewater treatment or water supply. Individuals and businesses are responsible for providing their own wastewater treatment and water supply consistent with county and state requirements.

The City of Manitowoc 20-Year Urban Service Area within the Town of Newton generally extends to just south of Silver Creek Road (east of I-43) and north of Silver Creek (west of I-43). The city's comprehensive plan supports residential growth within these areas served by city sewer and water supply facilities. In the past, the City of Manitowoc has annexed portions of the Town of Newton via the provision of water and/or sanitary sewer services. Therefore, given the anticipated level of growth, the issue of annexation coupled with providing water and/or sanitary sewer services is of great importance to the Town of Newton. The town performed a Waste Water Collection and Treatment Feasibility Study in 2008. At the Public Hearing for the study, it was the consensus of the Town of Newton residents to not move forward with implementing the recommendations of the study at that time.

Needs and Recommendations

The Waste Water Collection and Treatment Feasibility Study identified many needs for the provision of public wastewater treatment along the County Road CR corridor. However, Town of Newton residents voiced concern over the cost of addressing those needs at that time. Therefore, the town should:

1. Coordinate wastewater treatment and water supply planning within the portion of the city of Manitowoc 20-Year Urban Service Area located within the Newton Township.

2. Continue to monitor the need to plan for public wastewater and water facilities or services (e.g., monitor or manage small community systems) in rural centers (e.g., Clover and Newton area) or areas of existing higher density development such as around English Lake.

3. Develop a multi-year funding strategy to obtain federal and state grants and loans to implement the recommendations within the Waste Water Collection and Treatment Feasibility Study, thereby leveraging and off-setting local dollars to the maximum extent possible.

4.2.12 Private Onsite Wastewater Treatment Systems (POWTS)

Private on-site wastewater treatment systems, or POWTS, are systems that receive domestic quality wastewater and either retain it in a holding tank, or treat it and discharge it into the soil, beneath the ground surface. The Wisconsin Department of Commerce has administrative rules, Comm 83, for building plumbing and non-municipal sewer lines, and for private onsite wastewater treatment systems. Any system with a final discharge exposing treated wastewater upon the ground surface, or discharging directly into surface waters of the state, is subject to DNR regulation. Additionally, certain POWTS are subject to both Department of Commerce and Department of Natural Resources review and regulation.

All residents of the town rely on POWTS for wastewater service, and Manitowoc County provides administration of the related codes and ordinances in the town. No short-term or long-term needs have been identified by the town in the area of POWTS. Existing services provided by Manitowoc County are anticipated to be adequate to meet the needs of the town over the planning period.

4.2.13 Stormwater Management

There are no storm sewers located in the town. The primary method of stormwater management is through culverts and ditches. No short-term or long-term needs have been identified by the town in the area of stormwater management. Existing services and facilities are anticipated to be adequate to meet the needs of the town over the planning period.

4.2.14 Health and Child Care Facilities

There are no existing medial care facilities within the Town of Newton; however a full range of medical services are available to town residents in the nearby Cities of Manitowoc, Two Rivers,

and even Sheboygan. There are no commercial day care facilities located in the town. No short-term or long-term needs have been identified by the town in the area of health and day care facilities. Existing services and facilities in the surrounding areas are anticipated to be adequate to meet the needs of the town over the planning period.

4.2.15 Planned Facilities and Transportation Upgrades

While there are no planned upgrades for public facilities during the planning period, there are plans for transportation upgrades within the Town of Newton. These transportation upgrades are discussed in Section 3.3, State and Regional Transportation Plans, and delineated on Map 4-3, Planned Community Facilities and Transportation Upgrades.

The City of Manitowoc has planned for the possibility of extending or developing roads within their boundaries of extra-territorial jurisdiction which extend into the Town of Newton from the north. These plans may or may not come to fruition based upon the desire of Town of Newton residents to be annexed into the City of Manitowoc. However, it is important that the Town of Newton consider the City of Manitowoc plans when developing their land use, transportation or utility plans within this area into the future. The planned road extensions within the Town of Newton, developed by the City of Manitowoc, are delineated on Map 4-3, Planned Community Facilities and Transportation Upgrades.

4.3 Utilities and Community Facilities Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

***Goal 1*. Maintain and improve the quality and efficiency of town government, facilities, services, and utilities.**

Objectives

1.a. Monitor the adequacy of public utilities to accommodate anticipated future growth and desired economic development.

1.b. Consider the potential impacts of development proposals on the cost and quality of community facilities and services, and balance the need for community growth with the cost of providing services.

1.c. Improve the efficiency of the delivery of community services and operation of community facilities.

1.d. Ensure that fire and emergency service levels are appropriate for the existing and future needs and demands of the town and its land uses.

1.e. Seek increased levels of police and other law enforcement in the town as needed.

1.f. Explore opportunities to provide or improve town facilities, equipment, and services cooperatively with neighboring communities.

Goal 2. **Promote a variety of recreational opportunities within the community.**

Objectives

2.a. Monitor the adequacy of park and recreational facilities to accommodate existing residents and anticipated future growth.

2.b. Promote the maintenance and improvement of existing public access to waterways.

2.c. Consider the continued viability and quality of recreational pursuits when reviewing development proposals and making land use decisions.

2.d. Support efforts to acquire additional public recreational lands and create additional public recreational trails when they are consistent with the town's comprehensive plan.

Goal 3. **Ensure proper disposal of wastewater to protect groundwater and surface water resources.**

Objectives

3.a. Consider the capacity of the soil to treat wastewater and the potential impacts to groundwater when reviewing a proposed development.

3.b. Explore alternative wastewater treatment options (i.e., new technologies, group sanitary systems, public sewer, etc.) where appropriate.

Goal 4. **Ensure that roads, structures, and other improvements are reasonably protected from flooding.**

Objectives

4.a. Support the preservation of natural open spaces that minimize flooding such as wetlands and floodplains.

4.b. Consider the potential impacts of development proposals on the adequacy of existing and proposed stormwater management features including stormwater storage areas, culverts, ditches, and bridges.

4.c. Prevent increased runoff from new developments to reduce potential flooding and flood damage.

4.d. Encourage the use of stormwater management practices to abate non-point source pollution and address water quality.

4.4 Utilities and Community Facilities Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word "shall" are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies

that direct action using the words "will" or "should" are advisory and intended to serve as a guide. "Will" statements are considered to be strong guidelines, while "should" statements are considered loose guidelines. The town's policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town's policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies: Town Position

UCF1 New development should not be approved unless it is first determined that adequate public facilities and services are currently available, are planned for the future, or are proposed for expansion or improvement as part of the development.

UCF2 The town should carefully manage growth and development in order to avoid significant increases in the demand for community services or facilities.

UCF3 A proportional share of the cost of improvement, extension, or construction of public facilities should be borne by those whose land development and redevelopment actions made such improvement, extension, or construction necessary.

UCF4 Business and industrial development proposals should provide an assessment of potential impacts to the cost of providing community facilities and services.

UCF5 In locations consistent with the comprehensive plan, the town should support efforts to expand public recreational resources such as parks, trails, waterway access, public hunting and fishing areas, wildlife viewing areas, and the like.

UCF6 Sewer system and other utility assessment policies should encourage compact growth and discourage scattered development.

UCF7 The town should work with the Sanitary District to coordinate expansion of the district to accommodate development in the designated areas.

UCF8 Existing on-site sewage treatment systems shall be connected with sanitary sewer service when it becomes available.

Policies: Development Review Criteria

UCF9 Regular inspections of existing on-site sewage treatment systems shall be conducted within the Sewer Service Area/Sanitary District.

UCF10 The owner or applicant of a land division should meet with the Sanitary District Board if a proposed land division occurs within or in close proximity (guideline 500 feet) to the Sanitary District or the Sewer Service Area.

UCF11 A proposed land division in or near the Sanitary District or the Sewer Service Area should not be approved by the town unless the sewer connection feasibility analysis has been completed and confirmation has been received from the Sanitary District.

UCF12 The cost of a feasibility analysis by the Sanitary District Engineer shall be the responsibility of the applicant.

UCF13 The town should increase staffing and professional service levels relative to planning, ordinance development and enforcement, and other governmental services as growth takes place and need warrants.

UCF14 The town should increase administrative facility and public building space as growth takes place and need warrants.

UCF15 The town should improve emergency service staffing, training, space, and equipment in order to achieve desired response times and increase the quality of service as growth takes place and need warrants.

UCF16 The town should support efforts of the local school districts to improve educational services and facilities as growth takes place and need warrants.

UCF17 The town should support and participate in public-private partnerships that connect the workforce development needs of local business and industry with high school and technical school skills training programs.

UCF18 The town should improve solid waste management and recycling services as growth takes place and need warrants.

UCF19 New utility systems should be required to locate in existing rights-of-way whenever possible.

UCF20 The town should support the clean-up and reuse of brownfield sites.

UCF21 New telecommunication antennas and other devices shall be placed on existing towers to the maximum extent possible.

UCF22 Telecommunication, wind energy, and other utility towers shall be designed to be as visually unobtrusive as possible, support multi-use and reuse, and be safe to adjacent properties.

UCF23 The town should participate in county-initiated efforts to inventory and assess existing and future needs for public facilities and services as part of an overall program to increase cost-effectiveness and efficiency through consolidation and other cooperative opportunities.

UCF24 Before the purchase of new community facilities or equipment or the reinstatement of service agreements, the community should pursue options for trading, renting, sharing or contracting such items from neighboring jurisdictions.

UCF25 Opportunities for sharing community staff or contracting out existing staff availability should be pursued should the opportunity arise.

UCF26 Community facilities that have available capacity should be considered for joint use with neighboring communities or community organizations.

UCF27 The town should consider intergovernmental and other cooperative options before establishing, reinstating, expanding or rehabilitating community facilities, utilities or services.

Recommendations

- Modify the applicable land division ordinance to require the execution of a development agreement when ever public infrastructure is included in a development. Create a standard development agreement that includes provisions for financial assurance, construction warranties, construction inspections, and completion of construction by the town under failure to do so by the developer.

- Require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential impacts to the cost of providing community facilities and services.

- Create and annually update a detailed capital improvement plan that includes all transportation, utility, and other community service capital needs. The plan should prioritize short-term and long-term needs, include equipment needs, identify potential funding sources, and discuss contingency plans in the event that funds are not available.

- Annually review intergovernmental agreements for their effectiveness and efficiency.

- Evaluate and provide constructive feedback to Manitowoc County on services provided to the town.

- Initiate a cooperative study of intergovernmental opportunities between the town and surrounding communities, towns and cities.

- Utilize intergovernmental efficiencies to provide needed service and facility improvements.

- Assess town staffing, equipment, and training levels annually.

- Evaluate fire protection staffing, training, and equipment needs annually.

- Maintain open space and parkland through dedications, acquisitions, zoning, and the adoption of an official map delineating present and planned future parkland sites.

4.5 Utilities and Community Facilities Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Community Development Block Grant for Public Facilities (CDBG-PF)
The Wisconsin CDBG Public Facilities Program is designed to assist economically distressed smaller communities with public facility improvements. Eligible activities include, but are not limited to, publicly-owned utility system improvements, streets and sidewalk improvements, development of community centers. Federal grant funds are available annually. The maximum grant for any single applicant is $750,000. Grants are only available up to the amount that is adequately justified and documented with engineering or vendor estimates. The Wisconsin Department of Commerce, Bureau of Community Finance should be contacted for further information.

Community Development Block Grant Public Facilities for Economic Development (CDBG-PFED)
The CDBG Public Facilities for Economic Development Program helps underwrite the cost of municipal infrastructure necessary for business development that retains or creates employment opportunities. Eligible activities are improvements to public facilities such as water systems, sewerage systems, and roads that are owned by a general or special purpose unit of government, and which will principally benefit businesses, and which as a result will induce businesses to create jobs and invest in the community. The Wisconsin Department of Commerce, Bureau of Community Finance should be contacted for further information.

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5 Agricultural, Natural, and Cultural Resources

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5. Agricultural, Natural, and Cultural Resources

5.1 Agricultural, Natural, and Cultural Resources Plan

Land development patterns are directly linked to the agricultural, natural, and cultural resource base of a community. This resource base has limitations with respect to the potential impacts of development activities. Development should be carefully adjusted to coincide with the ability of the agricultural, natural, and cultural resource base to support the various forms of urban and rural development. If a balance is not maintained, the underlying resource base may deteriorate in quality. Therefore, these features need to be considered when making decisions concerning the future conservation and development of the Town of Newton.

The Agricultural, Natural, and Cultural Resources element may be the most important element in the *Town of Newton Year 2030 Comprehensive Plan*. The town's vision statement and many of the issues and opportunities identified by the town during the planning process (refer to the Issues and Opportunities element) are related to these resources. The town is concerned with protecting the future of agriculture and the right-to-farm, protecting surface water and groundwater, preserving rural character, and preserving wooded and open spaces.

The town's primary focus is to protect its rural character, agricultural lands, and the right-to-farm while also allowing for reasonable and well-planned development. Higher density residential development is planned in limited locations while lower density development would be allowed in some of the town's agricultural areas with the use of careful site planning. Key components of the town's approach include establishing a maximum residential lot size, establishing a system for site plan review, and maintaining an overall low density of development. Under site planning, the placement of homes and businesses on a particular parcel would be evaluated against the town's natural and agricultural resource protection policies. Many of the same tools that will be used to protect agriculture will also be used to protect natural and cultural resources.

5.2 Agricultural and Natural Resources Inventory

One objective of this plan is to protect the soils which are most productive for agriculture. Soils provide the physical base for land development. Knowledge of the potentials and limitations of soil types is therefore necessary to evaluate crop production capabilities or when considering construction of buildings, infrastructure, or other uses of land. Development may be limited on soils which are characterized by poor filtration, slow percolation, flooding/ponding, wetness, (steep) slope, and subsidence.

Much of the soil in the Town of Newton is composed of clay and loam and is rather fertile, and therefore has good potential for cultivated crops. The main management concerns of these soils for use as cropland include controlling water erosion, improving drainage, and maintaining tilth and fertility. The majority of these soils are in agricultural use, while some are also used as pasture, wildlife habitat and woodland.

A detailed study of the soils of Manitowoc County was conducted by the U.S. Department of Agriculture (USDA), Natural Resource Conservation Service (NRCS - formerly Soil Conservation Service, SCS) in 1975 which resulted in the Soil Survey of Calumet and Manitowoc Counties, Wisconsin, February 1980. The survey identifies and describes soil types

and properties found throughout Calumet and Manitowoc counties (soil survey area). Further investigation is required for "site-specific" soils information to assess development potential, as is the case with individual soil tests. Soil tests (commonly called perk tests) are completed for each new building site application to determine the site's capability to accommodate the septic loads.

The majority of the town consists of soils which formed in glacial till, including soils of the Kewaunee-Manawa-Poygan and Hortonville-Symco associations. The Kewaunee-Manawa-Poygan soils, which comprise the majority of the town and 44% of the soil survey area, are predominantly of clay-type composition. These soils are the most prominent of the Valders till, which contains the better agricultural soils in the county. Within the town, loamy Hortonville-Symco soils comprise only a small portion located in areas along the town's western border. Overall, this association comprises about 11% of the soil survey area. The area along the Lake Michigan shoreline is dominated by soils which formed in glacial drift, including soils from the Kewaunee-Boyer-Nichols association, which comprises 8% of the soil survey area. This association includes sandy, loamy, and clay-type soils.

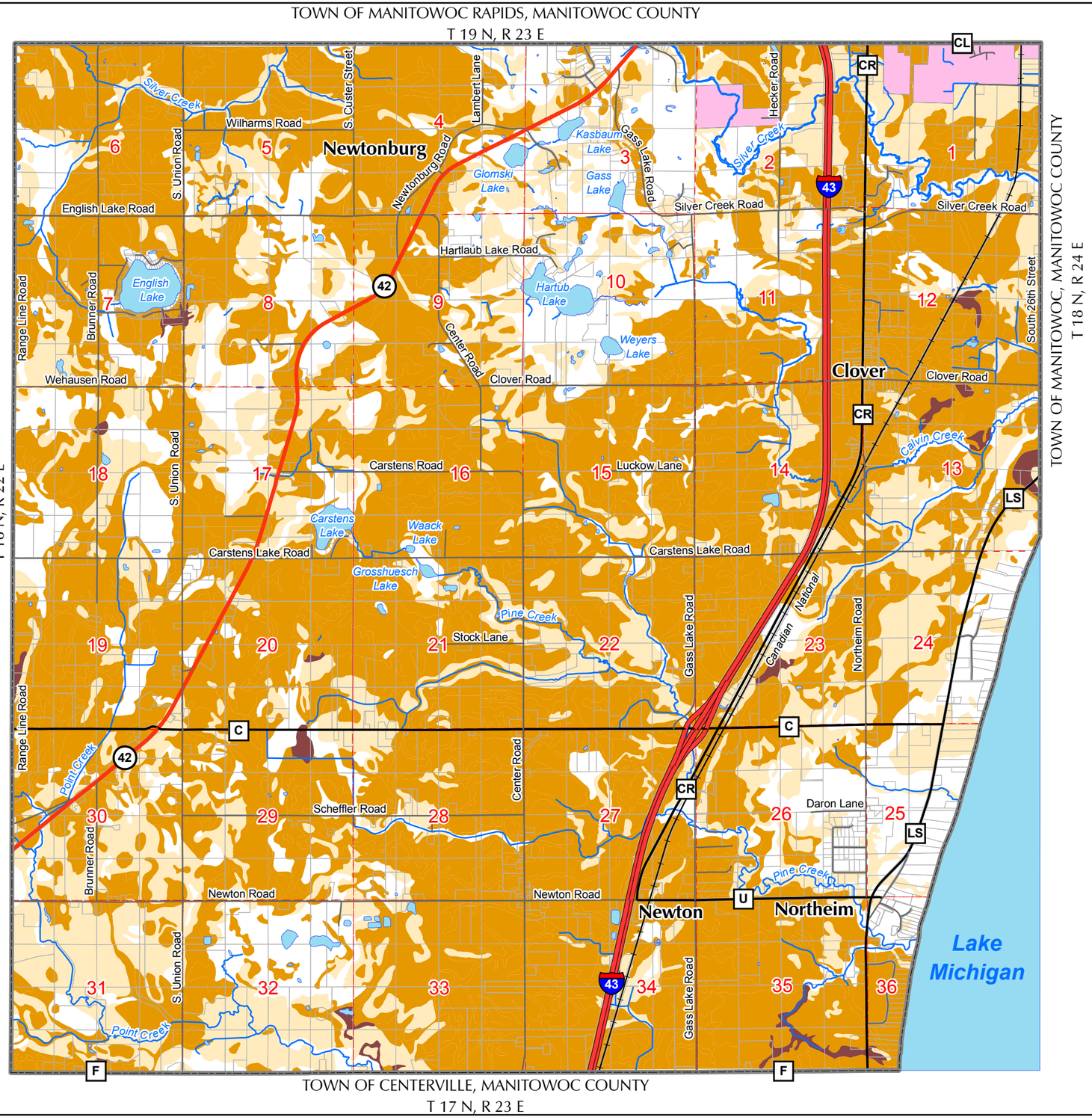
5.2.1 Prime Agricultural Soils

Specific analysis of the soils within the town for agricultural productivity was conducted as part of the land use plan. This analysis includes the identification of all capability Class I, Class II, and Class III soils within Newton. There are eight capability classifications of soils which identify, in general terms, the suitability of soils for most kinds of field crops. The soils are classified according to their limitations when they are used for field crops, the risk of damage when they are used, and the way they respond to treatment. Class I soils have few limitations that restrict their use, and Class II soils have moderate limitations that reduce the choice of plants or that requires moderate conservation practices. These soils are usually regarded as "prime agricultural soils," while on the other extreme, Class VIII soils have limitations that nearly preclude their use for commercial crop production.

Within the Town of Newton, Class I, Class II, and Class III soils comprise 18,278 acres, or 82%, of the Town (Map 5-1). This includes approximately 136 acres of Class I soils (0.6% of town), 13,261 acres of Class II soils (59.7% of town), and 4,881 acres of Class III soils (22% of town). Approximately 69% of these prime soils are being utilized for agricultural production according to the existing land use map. The remaining 31% of the Town's prime soils are primarily associated with woodland (9%) or open space (13%) uses, while approximately 9% have been developed.

The vast majority of the Town of Newton's landscape is designated as prime agricultural soil as shown on Map 5-1.

MAP 5-1
SOIL FEATURES
Town of Newton
Manitowoc County, Wisconsin



Legend

- Town Road
- County Highway
- State Highway
- Interstate Highway
- Railroad
- Streams/Rivers
- Lakes/Ponds
- Parcels
- Sections
- Town Boundary
- City of Manitowoc

Soil Capability Classes

Class I:	Soils that have few limitations that restrict thier use.
Class II:	Soils that have moderate limitations that reduce the choice of plants or that require moderate conservation practices.
Class III:	Soils that have severe limitations that reduce the choice of plants, require special conservation practices, or both.
Class IV - VI	Land generally not suitable for cultivation.

N

0 1,750 3,500 Feet

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Foth Infrastructure & Environment, LLC

This drawing 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.

Source: Manitowoc County, WI DNR and USDA Natural Resources Conservation Service.

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5.2.2 Forests

According to the Existing Land Use map (Map 8-1), there are 4,858 acres of woodlands/natural areas in the Town of Newton. The primary value of these woodlands as landscape features is tied to outdoor recreation, aesthetics, and environmental benefits. Forests help to define the "Rural Character" of the Town of Newton. There is limited economic potential from the standpoint of harvesting pulp or timber, since the town's remaining woodlots tend to be small and widely scattered. Many contain residential development or are located in public recreation or wetland areas. Refer to Map 8-1, Existing Land Use, for the locations of woodlots in the town.

5.2.3 Metallic and Non-metallic Mineral Resources

There are currently three non-metallic mines in the Town of Newton. According to the DNR, there are not any active metallic mines in the entire state of Wisconsin.

Wisconsin Administrative Code NR 135 requires that all counties adopt and enforce a Non-metallic Mining Reclamation Ordinance that establishes performance standards for the reclamation of active and future non-metallic mining sites. It is intended that NR 135 will contribute to environmental protection, stable non-eroding sites, productive end land use, and the potential to enhance habitat and increase land values and tax revenues. Manitowoc County has a Non-metallic Mining Ordinance as part of its adopted Land Use Code. The purpose of this ordinance is to establish a local program to ensure the effective reclamation of non-metallic mining sites in Manitowoc County.

5.2.4 Wetlands

Wetlands also help to define the "Rural Character" of the Town of Newton. Wetlands are part of the regions hydrologic and ecological structure. They act as sources, sinks or routes for water, materials (e.g., nutrients, pollutants), energy, and biologic activity. Maintaining this structure promotes a regions health and sustains its capability to survive disturbance. It also affects the beneficial functions and values that wetlands provide to society such as:

- Wetlands act as a natural filtering system for nutrients such as phosphorus and nitrates, and thus aid in maintaining surface water and groundwater quality.
- Wetlands are very productive wildlife habitat, and consequently create recreational opportunities such as hunting, trapping and bird watching.
- Wetlands provide open/green space.
- Wetlands recharge groundwater supplies, the source of drinking water for the Town of Newton's residents.
- Wetlands attenuate flood flows which decreases the risk of flood damage to property owners.
- Wetlands maintain base flows of streams and watercourses which is important to the continued well-being of aquatic ecosystems and associated wildlife habitat.

- Wetlands reduce soil erosion.
- Wetlands serve as a natural buffer protecting shorelines and streambanks.

The state of Wisconsin operational definition of a wetland is defined as an area where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophytic vegetation and which has soils indicative of wet conditions (s. 23.32(1) Wis. Stat.). Most wetlands are dominated by plants which can tolerate various degrees of flooding, with species composition and productivity dependent on the variations in water patterns and human activities (e.g., cultivation, grazing, and logging).

Map 5-2 shows the general location and extent of inventoried wetlands within the town as determined by the Wisconsin Wetland Inventory, prepared by the Wisconsin Department of Natural Resources (WDNR). As indicated on Map 5-2, wetland sites are scattered throughout the town, but are commonly associated with town creeks, lakes and ponds. In general, wetlands in the town range in size from approximately one-half acre to 45 acres. Table 5-1 displays the acreages for associated water features for the Town of Newton.

Table 5-1
Environmental and Water Features

Environmental Features	Acres	% of Total
Shoreland Zoning	5,493.9	25.0
Floodplain Zone A (100-year, no base elev.)	678.0	3.1
Floodplain Zone AE (100-year, base elev.)	341.4	1.6
Floodplain Zone X (500-year floodplain)	77.1	0.3
DNR Designated Wetlands	1,533.5	7.0

(Note: Town of Newton has a total of 22,003.5 acres of land)

WDNR designated wetlands comprise approximately 1,532 acres within the town. The WDNR Wisconsin Wetland Inventory further classifies wetlands based on vegetation, general hydrologic characteristics, and other characteristics (e.g., farmed). This provides additional information as to plant community types, habitat diversity, seasonal water availability, and modifications for individual wetlands. Approximately 78% of the WDNR wetlands are classified as forested wetlands which contain woody plants taller than 20 feet, including species such as tamaracks, black ash, elm, silver maple and white cedar. Approximately 12% of the wetlands are identified as emergent/wet meadow wetlands which are characterized by herbaceous plants that stand above the surface of the water or soil, including cattails, sedges, grasses, wild rice, etc. The remaining 10% of wetlands in the town are classified as scrub/shrub wetlands that contain woody plants less than 20 feet tall (i.e., stunted tamaracks and black spruce, willows, young green ash). Less than 1% of the wetlands identified in the town were classified as open water lakes and ponds with a depth of six feet or less.

Due to the significant environmental functions served by wetlands, there is a complex set of local, state, and federal regulations which place limitations on the development and use of

wetlands (and shorelands). Counties are mandated to establish shoreland-wetland zoning districts. The Manitowoc County Shoreland Zoning Ordinance regulates use and development in all shoreland areas (300' of navigable streams, 1000' of lakes) including all shorelands which are designated as wetlands on the Wisconsin Wetland Inventory maps. The WDNR regulates the placement of structures and other alterations below the ordinary high water mark of navigable streams and lakes. In addition, the U.S. Army Corps of Engineers has authority over the placement of fill materials in virtually all wetlands, while the USDA incorporates wetland preservation criteria into its crop price support programs. Therefore, prior to placing fills or altering a wetland resource, the appropriate agency(ies) must be contacted to receive authorization. Ultimately, development within wetland areas should be avoided due to the functions and benefits discussed earlier.

5.2.5 Floodplains

For planning and regulatory purposes, the floodplain is normally defined as those areas, excluding the stream channel, that are subject to inundation by the 100-year recurrence interval flood event. This event has a one percent chance of occurring in any given year. Because of this chance of flooding, development in floodplains should be discouraged, and the development of park and open space in these areas encouraged. The floodplain includes the floodway and flood fringe. The floodway is the portion of the floodplain that carries flood water or flood flows, while the flood fringe is the portion of the floodplain outside the floodway, which is covered by waters during a flood event. The flood fringe is generally associated with standing water rather than rapidly flowing water.

Wisconsin Statute 87.30 requires counties, cities, and villages to implement floodplain zoning. In addition, the Federal Emergency Management Agency (FEMA) has developed flood hazard data. The floodplain areas are near most of the wetland areas in the town. The floodplain areas in the Town of Newton are shown on Map 5-2 with the associated calculations displayed on Table 5-1.

5.2.6 Watersheds and Sub-watersheds

Watersheds also help to define the “Rural Character” of the Town of Newton. A watershed is an area of land in which water drains to a common point such as a stream, lake or wetland. In Wisconsin, watersheds vary in scale from major river systems to small creek drainage areas, and typically range in size from 100 to 300 square miles. In relation, river basins are defined within the state which encompasses several watersheds. There are 32 river basins in Wisconsin which range in size from 500 to more than 5,000 square miles. The WDNR prepares water quality management plans for each river basin which identify the sources of water quality problems and identify management objectives that the WDNR, local communities, counties, and other agencies should take to protect and improve the water resources within the basin.

The Town of Newton lies within the 656 square mile Manitowoc River Basin. The Basin contains five watersheds, of which, Newton is entirely located within the 113 square miles Sevenmile-Silver Creek Watershed (Map 5-2).

Manitowoc River Basin

The WDNR published a Water Quality Management Plan for the Manitowoc River Basin in 1997. The primary water quality concern identified in the plan is agricultural runoff, as agriculture is the dominant land use in the Basin. Impacts related to agricultural runoff include soil erosion and increased contributions of sediments and nutrients to town surface water features, including wetlands.

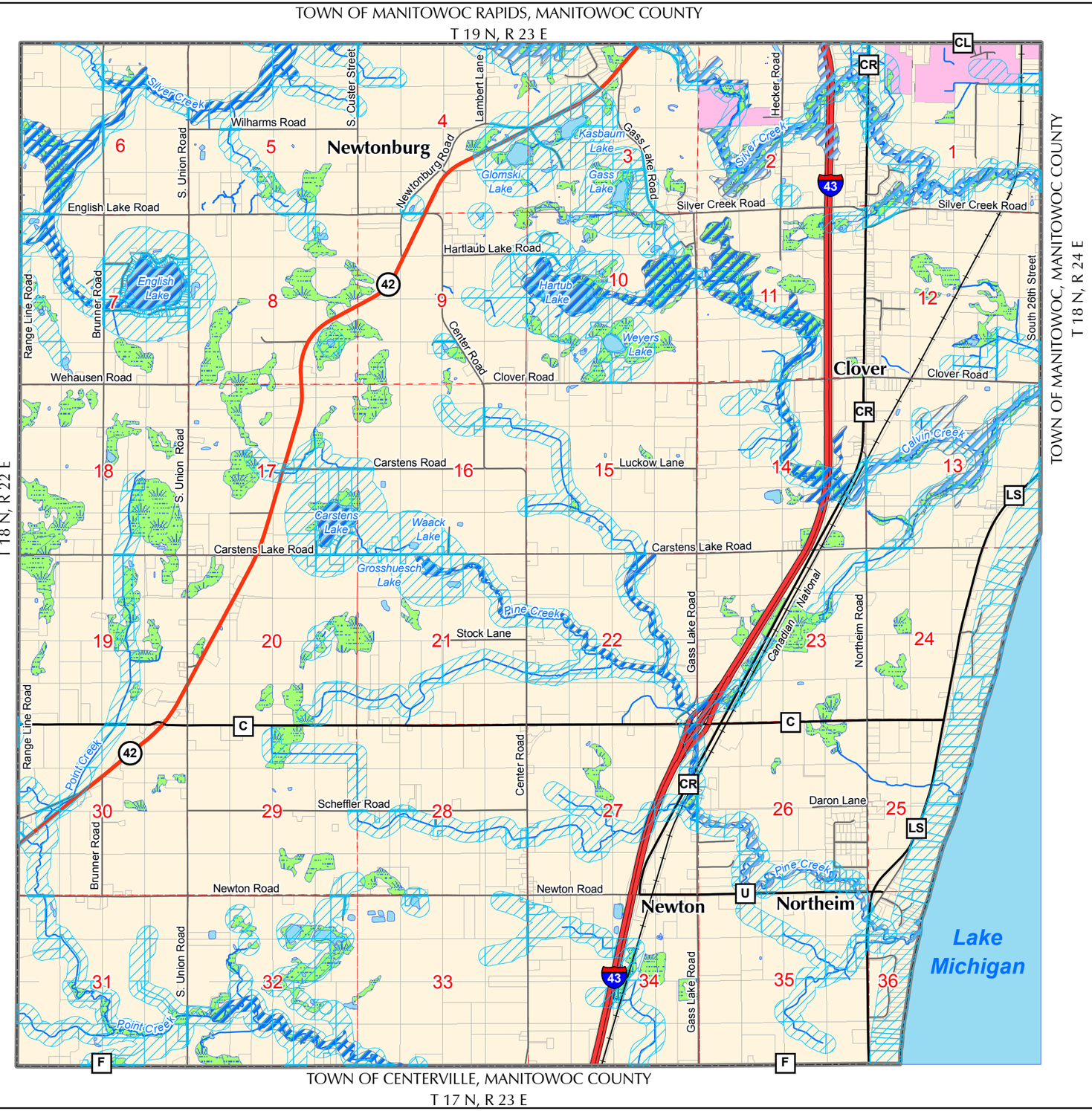
Sevenmile-Silver Creek Watershed

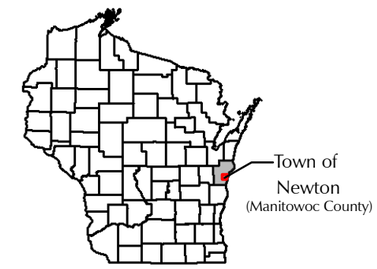
In 1984, the Sevenmile-Silver Creek Watershed was selected as a priority watershed project as part of the WDNR-administered Non-Point Source Pollution Abatement Program. The goal of the project was to reduce phosphorous loads to the near-shore area of Lake Michigan and several small inland lakes and streams. The project was officially implemented in 1986 and ended in 1996, with land inventories conducted in 1984 and 1985, and the implementation phase conducted from 1986 through the end of the project. However, a special extension period for conservation easement acquisition was granted to Manitowoc County through the year 2002.

A draft final report for the Sevenmile-Silver Creek Priority Watershed Project (SMSC) was completed in December 1997, by the Manitowoc County Soil and Water Conservation Department. This report evaluates the degree to which both the water resource and land management project objectives were accomplished. Overall, the report identified that the watershed project was a success.

In order to reach the goal of protecting and improving the water quality of the near-shore area of Lake Michigan and several inland lakes and streams in the watershed, the SMSC project was directed at reducing manure and sediment runoff from the land. To accomplish this, landowners were encouraged to participate in Best Management Practices (BMPs) such as reducing winter manure spreading, installing barnyard control systems, reducing crop land erosion, restoring wetlands, and establishing stream-side buffers. Of the 292 landowners that were identified as significant non-point pollution sources, 279 (95%) of those landowners were successfully contacted by Manitowoc County staff. Among the 279 landowners contacted, 171 (61%) signed cost-share agreements, while an additional 65 (23%) signed conservation plans (primarily for erosion control), in order to improve their pollution ratings.

MAP 5-2
ENVIRONMENTAL FEATURES
Town of Newton
Manitowoc County, Wisconsin





Legend

- Town Road
- County Highway
- State Highway
- Interstate Highway
- Railroad
- Streams/Rivers
- Lakes/Ponds
- Parcels
- Sections
- Town Boundary
- City of Manitowoc

Environmental Features

- DNR Designated Wetlands
- Zone A: 100-year floodplain No base elevations determined.
- Zone AE: 100-year floodplain Base flood elevations determined.
- Zone X: 500-year floodplain
- Shoreland Zoning
- Sevenmile and Silver Creek Watershed

N

0 1,750 3,500 Feet

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This drawing 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.

Source: Manitowoc County, WI DNR and Bay Lakes RPC

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Significant pollution reduction was achieved as a result of the SMSC project. Overall, the 171 cost-share agreements contributed to a reduction of 64% of manure winter spread on critical lands (goal = 50%), a 72% reduction in barnyard runoff (goal = 85%), and a 35% reduction in crop land erosion (goal = 26%). Landowner participation in the program was considered excellent, and pollution reductions were met or exceeded in most cases.

The draft report on the SMSC watershed project identified that many locations still remain within the Sevenmile-Silver Creek watershed that could use (more) protection. In particular, establishing stream-side vegetative buffers was identified as a protection need, as there are still miles of stream cropped up to the waters edge. In addition, more water quality testing is recommended to identify remaining pollution levels and to monitor long term trends in the watershed.

5.2.7 Surface Water Features

Surface water features (lakes, ponds, creeks, wetlands) comprise approximately 231 acres, or 1.05% of the town. Map 5-2 illustrates the water features located within the town. Surface water features also help to define the "Rural Character" of the Town of Newton.

Lakes

There are nine named lakes in the Town of Newton - English, Hartlaub, Weyers, Glomski, Kasbaum, Gass, Carstens, Waack, and Grosshuesch. In addition, the town contains a number of unnamed open water bodies that are primarily concentrated in the southwest and north-central areas of the town (Map 7-3).

The following highlights the available information found on the water quality and fisheries of three of the lakes along with the major creeks in the town, as identified in the Manitowoc River Basin Plan.

Carstens Lake
Carstens Lake, located near the central area of town, is the headwater of Pine Creek. This hard water seepage lake in a ground moraine has a surface area of 20 acres, maximum depth of 30 feet, and a mean depth of 12 feet. The 1997 WDNR basin plan identified Carstens Lake as a high priority for sensitive area designation. Sensitive areas are areas of aquatic vegetation which offer critical or unique fish and wildlife habitats, water quality protection, or erosion control benefits. The lake has experienced problems in the past such as excessive rough fish populations, excessive algae, and the presence of Eurasian water milfoil (1994), which is an exotic plant species that primarily interferes with recreational activities.

The lake’s fishery consists of some northern pike and an abundance of largemouth bass and panfish.

English Lake
English Lake is a small, deep seepage lake located in the outwash plain of northwestern Newton. Silver Creek originates at English Lake. The lake covers 56 acres and has a maximum depth of 80 feet. English Lake was also identified in the Manitowoc River

Basin Plan as a high priority for sensitive area designation. The lake's water quality is threatened by agricultural runoff containing high amounts of phosphorus which has resulted in seasonal dense algal blooms. Field tiles that drain nearby agricultural lands, outlet into the lake and provide direct conduits for contaminants. Several lake plans have been completed for English Lake with funding from the WDNR.

The WDNR and Wisconsin Department of Transportation (WDOT) are working together to purchase sensitive land near the lake to protect the lake from agricultural runoff, thus improving its water quality.

English Lake supports a viable warm/cool water fishery that includes large mouth bass and northern pikes. Walleye stocking occurs in alternating years.

Hartlaub Lake

Hartlaub Lake, a seepage lake forming the headwaters of Calvin Creek, covers an area of 38.4 acres, has a maximum depth of approximately 60 feet and a mean depth of 20 feet.

An extensive fish kill occurred in the lake in the spring of 1995. The cause of the spill could not be determined with certainty, although nutrient levels (especially phosphorus) were very high. Land use around the lake includes undeveloped land as well as tile lines that drain agricultural fields and empty into the lake.

The WDNR, Hartlaub Lake Association, and Manitowoc County Soil and Water Conservation Department has been working together over the past several years to document the extensive water quality problems associated with runoff from agricultural practices and their impacts on the lake. Poor land use along the west shore of the lake is particularly impacting the lake's water quality by adding excessive amounts of phosphorus.

The fishery of Hartlaub Lake includes the presence of northern pikes, while largemouth bass and panfish are common.

Creeks

Calvin Creek

Calvin Creek is a small creek which drains from Hartlaub Lake to Lake Michigan. The creek supports a forage fishery and a minimal migration of salmonid species from Lake Michigan during spring and fall spawning runs. The creek has extremely low flow during summer and fall. Thus, it is unlikely it will ever support a sport fishery. Habitat assessment surveys were completed on the creek and were indicative of poor to fair habitats.

Pine Creek

Pine Creek drains from north of Carstens Lake to Lake Michigan. The water quality of the creek is impacted by agricultural non-point sources, two point source dischargers, and several road crossings. The stream's low flow affects its biological potential to support a

balanced biological community. Lake Michigan fish species, such as smelt, may use the mouth areas of Pine Creek for spawning during spring runoff.

Point Creek
Point Creek, located in the southern portion of the town, supports several fish species which are considered relatively intolerant of pollution. The stream's potential to support a sport fishery is limited by flow. Seasonal spawning runs of Lake Michigan salmon species and fishing for these species occurs.

Silver Creek
Silver Creek extends into the northeast and northwest areas of Newton. This portion of the creek has a diverse population of fish including northern pikes, bluegills, bullhead, suckers, as well as brook trout, rainbow trout, and brown trout. Trout and salmon are reported to migrate up the creek during spring and fall spawning runs, at which time there is significant fishing pressure on the stream. Silver Creek is one of the Lake Michigan tributaries being managed by the WDNR as a Class II steelhead stream, and as such receives annual smelt stockings of the ganaraska strain of steelhead.

5.2.8 Groundwater Resources

The source of all groundwater is precipitation, which percolates down through the soil until it reaches the saturated zone called an aquifer, where it is then contained. Water in an aquifer travels from its source to a discharge point such as a well, wetland, spring, or lake. During periods of increased precipitation or thaw, this vast resource is replenished with water moving by gravity through permeable soils which is called a water table system. In some instances, groundwater moves because of pressure created by a confining layer of impervious rock which is called an artesian system. The availability of groundwater within the Town of Newton should be investigated before any development occurs.

Within Manitowoc County there are areas that have natural occurring and human influenced well contaminations. As such, the town should work with Manitowoc County to continually monitor the quality and quantity of groundwater in the town.

5.2.9 Environmental Corridors/Sensitive Areas

Environmental corridors are continuous systems of open space that often include environmentally sensitive lands including woodlands, wetlands and habitat areas, natural and cultural resources requiring protection from disturbance and development, and lands needed for open space and recreational use. Environmental corridors serve multiple functions. Protection and preservation of environmental corridors contribute to water quality through reduction of nonpoint source pollution and protection of natural drainage systems. Environmental corridors can also protect and preserve sensitive natural resource areas, such as wetlands, floodplains, woodlands, steep slopes, native grasslands, prairies, prairie savannas, groundwater recharge areas, and other areas that would impair habitat and surface or groundwater quality if disturbed or developed. The Environmental Features Map (Map 5-2), delineates wetland and shoreland corridors within the Newton Township. Wetlands and Shorelands are currently regulated by the state of Wisconsin and Manitowoc County, which set limitations for building site development in

these areas. The Town of Newton does not intend to regulate these areas beyond established Wisconsin and Manitowoc County controls.

5.2.10 Wildlife Habitat and Recreational Areas

Wildlife habitat is simply defined as the presence of enough food, cover, and water to sustain a species. The wetland areas of the Town of Newton are particularly accommodating to many types of waterfowl, such as geese, ducks, herons, egrets, and swans. The Town of Newton is also home to the typical upland animals of northeastern Wisconsin, including deer, rabbit, fox, raccoon, squirrel, and muskrat.

The Wisconsin Department of Natural Resources identifies State Natural Areas, which are defined as tracts of land in a natural or near natural state and are managed to serve several purposes including scientific research, teaching of resource management, and preservation of rare native plants and ecological communities. There are no State Natural Areas in the Town of Newton as of this writing, but there are two areas in the town that are known to contain high quality natural communities according to the WDNR Bureau of Endangered Resource's Natural Heritage Inventory. These areas include Glomski and Weyers Lakes, which are located in the north-central portion of town. Both of these lakes and surrounding shoreland areas are identified as areas of high quality, natural communities because they are characterized by northern wet-mesic forest and deep, hard, seepage lakes.

5.2.11 Threatened and Endangered Species

The Wisconsin Department of Natural Resources (WDNR) lists species as "endangered" when the continued existence of that species as a viable component of the state's wild animals or wild plants is determined to be in jeopardy on the basis of scientific evidence. "Threatened" species are listed when it appears likely based on scientific evidence that the species may become endangered within the foreseeable future. The WDNR also lists species of "special concern" of which some problem of abundance or distribution is suspected but not yet proved; the intent of this classification is to focus attention on certain species before becoming endangered or threatened.

Table 5-2 shows the rare, threatened, and endangered plant and animal species, as classified by the DNR, that may be found in the Town of Newton and/or Manitowoc County.

Table 5-2

Rare, Threatened, and Endangered Species, Manitowoc County

Common Name	State Status	Group Name	Common Name	State Status	Group Name
Clay Seepage Bluff	NA	Community	Beach-dune Tiger Beetle	Special Concern/N	Beetle
Emergent Marsh	NA	Community	Henslow's Sparrow	Threatened	Bird
Floodplain Forest	NA	Community	Upland Sandpiper	Special Concern/M	Bird
Great Lakes Beach	NA	Community	Black-throated Blue Warbler	Special Concern/M	Bird
Great Lakes Dune	NA	Community	Cerulean Warbler	Threatened	Bird
Great Lakes Ridge and Swale	NA	Community	Acadian Flycatcher	Threatened	Bird
Hardwood Swamp	NA	Community	Dickcissel	Special Concern/M	Bird
Interdunal Wetland	NA	Community	Western Meadowlark	Special Concern/M	Bird
Lake--Deep, Hard, Seepage	NA	Community	Barn Owl	Endangered	Bird
Lake--Hard Bog	NA	Community	Hooded Warbler	Threatened	Bird
Lake--Soft Bog	NA	Community	Red-shouldered Hawk	Threatened	Bird
Moist Cliff	NA	Community	Bald Eagle	Special Concern/P	Bird
Northern Dry-mesic Forest	NA	Community	Black-crowned Night-heron	Special Concern/M	Bird
Northern Mesic Forest	NA	Community	Osprey	Threatened	Bird
Northern Sedge Meadow	NA	Community	Wilson's Phalarope	Special Concern/M	Bird
Northern Wet Forest	NA	Community	Broad-winged Skipper	Special Concern/N	Butterfly
Northern Wet-mesic Forest	NA	Community	Redside Dace	Special Concern/N	Fish
Open Bog	NA	Community	Kiyi	Special Concern/H	Fish
Southern Dry-mesic Forest	NA	Community	Shortjaw Cisco	Special Concern/H	Fish
Southern Mesic Forest	NA	Community	Lake Chubsucker	Special Concern/N	Fish
Southern Sedge Meadow	NA	Community	Banded Killifish	Special Concern/N	Fish
			Redfin Shiner	Threatened	Fish
Climbing Fumitory	Special Concern	Plant	Greater Redhorse	Threatened	Fish
Putty Root	Special Concern	Plant	Blanchard's Cricket Frog	Endangered	Frog
Dragon Wormwood	Special	Plant	Pygmy Shrew	Special	Mammal

Common Name	State Status	Group Name	Common Name	State Status	Group Name
	Concern			Concern/N	
Sand Reedgrass	Threatened	Plant	Phyllira Tiger Moth	Special Concern/N	Moth
Dune Thistle	Threatened	Plant	A Noctuid Moth	Special Concern/N	Moth
Glade Fern	Special Concern	Plant	Elktoe	Special Concern/H	Mussel
Thickspike	Threatened	Plant	Slippershell Mussel	Threatened	Mussel
Seaside Spurge	Special Concern	Plant	Monkeyface	Threatened	Mussel
Twinleaf	Special Concern	Plant	Ellipse	Threatened	Mussel
Twinleaf	Special Concern	Plant	Rainbow Shell	Endangered	Mussel
American Gromwell	Special Concern	Plant	Bat Hibernaculum	Special Concern	Other
Indian Cucumber-root	Special Concern	Plant	Four-toed Salamander	Special Concern/H	Salamande
Clustered Broomrape	Threatened	Plant	Cherrystone Drop	Threatened	Snail
Pale Beardtongue	Special Concern	Plant	Black Striate	Special Concern/N	Snail
Bird's-eye Primrose	Special Concern	Plant	Tapered Vertigo	Special Concern/N	Snail
Sand Dune Willow	Endangered	Plant	Midwest Pleistocene Vertigo	Endangered	Snail
Snow Trillium	Threatened	Plant	Transparent Vitrine Snail	Special Concern/N	Snail
Long-spur Violet	Special Concern	Plant	Northern Ringneck Snake	Special Concern/H	Snake
Long-spur Violet	Special Concern	Plant	Blanding's Turtle	Threatened	Turtle
Swamp-pink	Special Concern	Plant			
American Sea-rocket	Special Concern	Plant			
Slim-stem Small-reedgrass	Special Concern	Plant			
Fairy Slipper	Threatened	Plant			
Cuckooflower	Special Concern	Plant			
Shore Sedge	Threatened	Plant			
Many-headed Sedge	Special Concern	Plant			
Northern Yellow Lady's-slipper	Special Concern	Plant			
Showy Lady's-slipper	Special Concern	Plant			

Common Name	State Status	Group Name	Common Name	State Status	Group Name
Variegated Horsetail	Special Concern	Plant			
White Adder's-mouth	Special Concern	Plant			
Bog Bluegrass	Threatened	Plant			
Seaside Crowfoot	Threatened	Plant			
Sticky False-asphodel	Threatened	Plant			
Common Bog Arrow-grass	Special Concern	Plant			
Slender Bog Arrow-grass	Special Concern	Plant			

Source: Wisconsin Department of Natural Resources, Natural Heritage Inventory, July 2008.

5.3 Cultural Resources Inventory

Cultural resources include historic places, archeological sites, museums and other community resources, and other places that might be of local cultural significance.

5.3.1 State and National Register of Historic Places

The National Register of Historic Places recognizes properties of local, state, and national significance. Properties are listed in the National Register because of their associations with significant persons or events, because they contain important information about our history or prehistory, or because of their architectural or engineering significance. The National Register also lists important groupings of properties as historic districts. In addition, the National Park Service highlights properties that have significance to the nation as a whole by conferring on them the status of National Historic Landmark.

The Wisconsin State Register of Historic Places parallels the National Register. However, it is designed to enable state-level historic preservation protection and benefits. Most of the properties in Wisconsin listed in the National Register are also listed in the State Register.

There are no sites in the Town of Newton that are listed on the State or National Register.

5.3.2 Wisconsin Architecture & History Inventory

The Wisconsin Architecture & History Inventory (AHI) provided by the Wisconsin Historical Society lists historical and architectural information on properties in Wisconsin. The AHI contains data on buildings, structures, and objects that illustrate Wisconsin's unique history. The majority of properties listed are privately owned. Listed properties convey no special status, rights, or benefits. These sites should be periodically reviewed for possible designation on state or national registers.

According to the AHI, the Town of Newton had twelve sites on the Wisconsin Architecture & History Inventory. Although limited information is available, the sites are identified as follows.

- Solid cream-colored brick house located at 4906 Gass lake Road (Section 10). The architectural style is Second-Empire. Principal architectural feature is the Mansard roof. Structure built circa 1885.

- The formal St. Casmir's Church located at 8109 Northeim Road (Section 25). The brick structure is done in a neo-gothic architectural style.

- Structure located at 4131 Clover Road (Section 13). This cream-colored brick building is a Colonial Revival structure. (Formerly Pribek's Bar).

- St. John's Evangelical Lutheran Church located at 7531 English Lake Road (Section 9). The red brick structure is done in a Gothic Revival style.

- Cream colored solid brick house located at 6124 Gass Lake Road (Section 15).

- Structure located at 6209 Gass Lake Road (Section 14) has features of a Greek Revival house style. Principal feature included is the tympanum.

- Solid cream-colored brick building located at 7005 State Highway 42 (Section 20). Building has features of the Federal Architectural style.

- Brick complex located at 2934 and 2938 State Highway 42 (Section 3). This complex also contains a Dutch Gambrel style timber-framed barn on a field-stone foundation.

- Solid log house in an American Colonial style, presently covered with clapboard siding, located at 4662 State Highway 42 (Section 8). It also has gables with imbrication shingles and a rapped porch with columns.

- House structure at 8201 Scheffler Road (Section 29). It is a fachwerk structure consisting of timber framing with brick in-fill. Presently covered with vinyl siding.

- Field-stone silo located at 9906 Pine River Road, Section 30.

- Glazed tile silo located at 8133 Brunner Road, Section 30.

- Clapboard house located at 4823 Range Line Road, Section 7. This structure is timber-framed in a Greek Revival Style. The principal feature is a modillion course located on the frieze with return eves.

5.3.3 Community Design

Community design as a cultural resource helps explain the origins and history of how a given community looks, feels, and functions in the present day. Components of the origin of community design include historic settlement patterns, resource use (like mining, farming, and forestry) in rural areas, the industries and businesses that influenced urban areas, transportation features and traffic flow patterns, natural features like rivers, lakes, and wetlands, and the heritage and values of the people who lived in a community in the past and who live there today. These factors might be expressed through street layout, building architecture, landscaping,

preservation of natural features, development density, and other components of development design. The design of a community as seen today might also be influenced by community decisions including the use of zoning and subdivision controls, the establishment of parks and other community facilities, the use of historic preservation, and in some cases, the use of land use planning.

Citizens of Manitowoc County tend to describe the present design of their communities as being tied to "rural character" or "small town atmosphere." Generally, Manitowoc County's towns identify with the concept of rural character, while the villages and cities tend to identify more with the concept of small town atmosphere. With a focus on the positive aspects of community design, Manitowoc County further defines rural character to include scenic beauty, a variety of landscapes, curved roads, attractive design of buildings and landscaping, undeveloped lands, farms, small businesses, and quiet enjoyment of these surroundings. Manitowoc County further defines small town atmosphere to include attractive community entrances, vital downtowns, community culture and events, and the aspects of rural character which surround its small cities and villages.

5.4 Agricultural, Natural, and Cultural Resources Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Agriculture

Goal 1. **Maintain the viability, operational efficiency, and productivity of the town's agricultural resources for current and future generations.**

Objectives

1.a. Protect productive farmland from fragmentation and conflicts with non-agricultural uses.

1.b. Protect the investments made, in both public infrastructure (roads) and private lands and improvements, that support the agricultural industry.

1.c. Allow for the opportunity to accommodate creative and unique forms of agriculture.

1.d. Increase awareness relative to the importance of protecting the viability of the local agricultural industry.

1.e. Strive to reduce the rate of productive farmland being converted to non-agricultural development.

Goal 2. **Preserve farming as a business and agricultural land for farming.**

Objectives

2.a Coordinate effort to protect the farming industry with neighboring towns, Manitowoc County, City of Manitowoc, special purpose districts, and utility providers.

2.b Explore and seek more effective land use controls and incentives for retaining the town's large, contiguous farmland tracts including, but not limited to: evaluating larger minimum lot sizes; setting maximum residential densities; controlling the location and extent of non-farm areas (e.g., homes, lawns, driveways); providing incentives (e.g., density bonuses) for permanent protection of large farmland tracts; restricting driveway length; and/or purchase or transfer of development right programs.

2.c Direct new development to the least productive soils and conserve remaining land for continued agricultural uses, whenever possible.

2.d Evaluate and consider local government actions for there negative impacts on agricultural operations.

2.e Avoid local government actions which may increase or encourage the pressure to convert town agricultural lands.

2.f Support and encourage landowner participation in programs to preserve farmland.

2.g Support and encourage participation in farmland technical assistance programs offered by resource agencies.

2.h Support the purchase of development rights on farmland to be preserved through nonprofit conservation organizations.

2.i Increase community awareness on the use of purchase of development right (PDR) and transfer of development rights (TDR) programs to preserve town farmlands.

Goal 3. **Support and protect a farmer's right to continue and conduct normal and lawful agricultural management practices necessary for agricultural production.**

Objectives

3.a Inform current and prospective landowners about types and timing of agricultural activities; importance of agriculture to the town economy; potential nuisances of living within an agricultural area; and actions that can be taken to minimize conflicts.

3.b Support the "right-to-farm" through a combination of minimizing conflicts between incompatible uses through land use planning, and adoption of appropriate local rules which strengthen existing state statutes (Wis. Stats. 823.08) and consider recent court ruling and interpretations regarding right-to-farm legislation.

3.c Notify current and prospective landowners, realtors, developers and surveyors that agriculture is permitted and encouraged, including a variety of activities which may not be compatible with residential use.

3.d Direct non-farm residential structures away from areas of intensive, ongoing farming activities associated with agricultural buildings and facilities.

3.e Establish transitional areas of low residential density adjacent to designated agricultural resource lands, whenever possible.

3.f. Develop site development criteria to separate, or buffer, farm and residential uses at property boundaries such as building setbacks, vegetative buffers, and/or open space/recreation areas.

Natural Resources

Goal 1. **Balance future development with the protection of natural resources.**

Objectives

1.a. Consider the potential impacts of development proposals on groundwater quality and quantity, surface water quality, open space, wildlife habitat, and woodlands.

1.b. Direct future growth away from wetlands, floodplains, steep slopes, and areas of exposed bedrock.

1.c. Promote the utilization of public and non-profit resource conservation and protection programs such as Managed Forest Law (MFL), Conservation Reserve Program (CRP) and conservation easements.

1.d. Decrease sources of non-point source water pollution.

1.e. Encourage the preservation of natural buffers and building setbacks between intensive land uses and surface water features.

Goal 2. **Preserve and protect the aesthetic, ecological qualities, recreational opportunities and other functions, benefits and values of the town's land and water resources.**

Objectives

2.a. Direct growth away from natural areas such as wetlands, floodplains, creeks, lakes and shoreland bluffs.

2.b. Avoid or minimize disturbance of remaining larger tracts of woodlands.

2.c. Land use controls should reflect the natural functions, values and constraints of the floodplain, meander zone, and shoreland habitat area of town streams and creeks.

2.d. Encourage and support the retention of natural open spaces, or land uses which maintain natural hydrologic functions and are at low risk to property damage from floodwaters, within floodplains.

2.e. Maintain natural buffers and building setbacks between new development and lake, stream, creek, and wetland areas which are adequate to protect water quality, preserve important habitat areas for fish and wildlife species, and reduce noise, glare and other human disturbances.

2.f. Minimize future conflicts, safety concerns, and environmental impacts by ensuring that newly created lots demonstrate that they have a buildable area, including access and sewage disposal, outside of aquatic areas, wetlands, floodplains, and any associated building setbacks and buffers.

2.g. Establish site design criteria to promote conservation of lake shorelines and bluffs, stream corridors, floodplains, wetlands, woodlands and native vegetation.

2.h. Encourage no net loss in acreage and functions of town wetland resources with an overall goal to enhance and restore lost acreage and functions.

2.i. Allow and encourage flexibility in site development to retain both larger and connected tracts of fish and wildlife habitats.

2.j. Ensure that adequate information is available to identify potential impacts and possible mitigation for development within or near environmental sensitive areas.

Goal 3. **Maintain, protect and improve surface and ground water quantity and quality to support fish resources, recreation, wildlife habitat, and domestic and commercial water supplies.**

Objectives

3.a. Work with the county to ensure better oversight and enforcement of public health rules for on-site sewage systems.

3.b Explore the need for establishing sanitary districts to improve the water quality of town water bodies with documented water quality problems.

3.c. Explore the use of innovative and/or cluster-type wastewater treatment within water quality problem areas and existing or proposed areas of more intense residential, business and industrial development.

3.d. Support partnerships and cooperative efforts to address documented water quality degradation in town lakes and creeks.

3.e. Promote site planning and construction practices that are consistent with natural topographical, soil, vegetation and hydrological conditions.

3.f. Strengthen the effectiveness and enforcement of existing laws to better protect and conserve land and water resources.

3.g. Encourage and support the development of comprehensive stream and lake management plans which include surveys, assessment and monitoring, and recommendations for restoration or improvement.

3.h. Evaluate the potential impact of development proposals on groundwater quality and quantity.

3.i. Support data collection and monitoring efforts that further the understanding of factors influencing the quantity, quality and flow patterns of groundwater.

3.j. Promote site management practices (e.g., limit/phase clearing and grading), erosion control, and other measures designed to prevent rather than treat sediment and other pollutants from entering stormwater related to land disturbing activities and the developed site.

3.k. Support water conservation measures.

Cultural Resources

Goal 1. **Preserve rural character as defined by scenic beauty, a variety of landscapes, attractive design of buildings and landscaping, undeveloped lands, farms, small businesses, and quiet enjoyment of these surroundings.**

Objectives

1.a. Consider the potential impacts of development proposals on those features that the town values as a part of its character and identity.

1.b. Discourage rural blight including the accumulation of junk vehicles, poorly maintained properties, and roadside litter.

1.c. Encourage efforts that promote the history, culture, and heritage, of the town.

5.5 Agricultural, Natural, and Cultural Resources Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word "shall" are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words "will" or "should" are advisory and intended to serve as a guide. "Will" statements are considered to be strong guidelines, while "should" statements are considered loose guidelines. The town's policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town's policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies: Development Review Criteria

ANC1 New residential development should be placed on the landscape in a fashion that preserves productive forests, reduces forest fragmentation, and prevents conflicts between land uses.

ANC2 New development should be placed on the landscape in a fashion that minimizes potential negative impacts to natural resources such as shoreline areas, wetlands, floodplains, wildlife habitat, woodlands, existing vegetation, and existing topography.

ANC3 New development should be placed on the landscape in a fashion that minimizes potential negative impacts to rural character as defined by locally significant landmarks, scenic views and vistas, rolling terrain, undeveloped lands, farmlands and woodlands, aesthetically pleasing landscapes and buildings, limited light pollution, and quiet enjoyment of these surroundings.

ANC4 New development should be placed on the landscape in a fashion that minimizes potential negative impacts historic and archeological sites.

ANC5 Development proposals should provide the community with an analysis of the potential natural resources impacts including, but not necessarily limited to, potential impacts to groundwater quality and quantity, surface water, wetlands, floodplains, steep slopes, woodlands, and other existing vegetation.

ANC6 Development proposals should address stormwater management, construction site erosion control, and potential increased risk of flooding.

ANC7 Development proposals in shoreline areas should demonstrate compliance with the Manitowoc County Shoreland Zoning Ordinance and Shoreland Protection Manual.

ANC8 The town permits properly conducted agricultural operations. Owners of property in areas planned for agricultural use or adjacent to such areas should expect that they will be subject to conditions arising from such agricultural operations. Conditions may include, but are not limited to exposure to: noise; lights; fumes; dust; smoke; insects; chemicals; machinery operations, including aircraft, during any hour of day or night; storage and land application of manure; and application by spraying or other means of chemical pesticides, fertilizers, and other soil amendments. The conditions described may occur as a result of any agricultural operation which is in conformance with accepted customs, standards, laws and regulations. Residents in and adjacent to agricultural areas should be prepared to accept such conditions as a normal and necessary aspect of living in an area with a strong rural character and an active agricultural sector.

ANC9 Wisconsin Department of Natural Resources Best Management Practices should be utilized to the maximum extent possible for activities approved in the community's forests and wetlands.

ANC 10 The establishment of new or expansion of existing animal agricultural operations that result in farms with more than 500 animal units should comply with performance standards for setbacks, odor management, waste and nutrient management, waste storage facilities, runoff management, and mortality management.

Recommendations

- Utilize a right-to-farm ordinance; a minimum setback for non-farm residential development; site planning requirements and/or limits of disturbance regulations to achieve the preservation of the right-to-farm.

- Utilize site planning and limits of disturbance regulations to preserve forest lands, protect natural resources and green space, protect rural character by reducing the visual impacts of development and to protect cultural resources.

- Utilize multiple agricultural zoning districts that preserve the best agricultural lands for agricultural use.

- Maintain an up-to-date inventory of active farms, feedlots, and manure storage facilities.

5.6 Agricultural, Natural, and Cultural Resources Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Wisconsin Act 307 – Notification to Non-metallic Resource Owners
This Act amends portions of the Wisconsin Comprehensive Planning Law to increase communication and notification of local planning with owners of non-metallic mineral sites. Public participation procedures must now include written procedures describing the methods the local government will use to distribute proposed, alternative, or amended elements of a plan to owners of property, or to persons who have a leasehold interest in property, which may extract non-metallic mineral resources on the property. This is only required if the comprehensive plan changes the allowable use or intensity of use of the given property. Wisconsin Act 307 also added provisions to the Comprehensive Planning Law detailing that prior to a public hearing, written notice shall be provided to property owners or operators with an interest in non-metallic mineral resources.

Wisconsin Historical Society, Office of Preservation Planning (OPP)
The Office of Preservation Planning of the Wisconsin Historical Society assists with information concerning state or federal laws and regulations that may be applicable, information on grassroots preservation and protection strategies, and information on protecting and preserving historic property.

Wisconsin Farmland Preservation Program
The purpose of the program is to help preserve farmland through local planning and zoning, promote soil and water conservation, and provides tax relief to participating farmers. Farmers qualify if their land is zoned or if they sign an agreement to use their land exclusively for agricultural purposes. Contact: County Land Conservation Department, Wisconsin Department of Agriculture, or Manitowoc County Planning and Development Department.

Conservation Reserve Program (CRP)
The purpose is to reduce erosion, increase wildlife habitat, improve water quality, and increase forest land. Landowner sets aside cropland with annual rental payments based on amount bid. Practices include tree planting, grass cover, small wetland restoration, prairie and oak savannah restoration, and others. Eligibility varies by soil type and crop history. Land is accepted into program if bid qualifies. Continuous sign up open for buffers, waterways and environmental practices. Periodic sign ups announced throughout the year for other practices. Ten year or 15 year contract if planting hardwood trees is required and it is transferable with change in ownership. Public access not required. Contact: USDA Natural Resources Conservation Service or Farm Service Agency, or County Land Conservation Department.

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6 Economic Development

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6. Economic Development

6.1 Economic Development Plan

Economic development planning is the process by which a community organizes, analyzes, plans, and then applies its energies to the tasks of improving the economic well-being and quality of life for those in the community. Potential issues and opportunities in the Town of Newton related to economic development include enhancing the community's competitiveness for attracting and retaining businesses, establishing business and industrial development policies, encouraging long term thinking and investing, creating jobs, increasing wages, enhancing worker training, and improving overall quality of life. All of these issues affect residents of the Town of Newton and are addressed directly or indirectly in the comprehensive plan.

The reason to plan for economic development is straight forward. Economic development provides income for individuals, households, farms, businesses, and units of government. It requires working together to maintain a strong economy by creating and retaining desirable jobs that provide a good standard of living for individuals. Increased personal income and wealth increases the tax base, so a community can provide the level of services residents expect. A balanced, healthy economy is essential for community well-being. Well planned economic development expenditures are a community investment. They leverage new growth and redevelopment to improve the area. Influencing and investing in the process of economic development allows community members to determine future direction and guide appropriate types of development according to their values.

Successful plans for economic development acknowledge the importance of:

- Knowing the region's economic function in the global economy
- Creating a skilled and educated workforce
- Investing in an infrastructure for innovation
- Creating a great quality of life
- Fostering an innovative business climate
- Increasing use of technology and cooperation to increase government efficiency
- Taking regional governance and collaboration seriously

The Town of Newton's plan for economic development reflects the desire to preserve its rural character, agricultural, and recreational base. The town plays a critical role in the agricultural economy by providing the land base to support efficient agricultural production and a critical mass of farms to support the array of local agricultural support businesses and institutions. These support businesses and institutions include implement dealers, feed and seed suppliers, equipment suppliers, financial institutions, livestock breeders, business consultants, milk processors, vegetable processors, trucking and rail transport, educational institutions, and many others. This combination of factors makes agriculture a basic industry in the local and regional economy, meaning that dollars produced directly by farms have a multiplier effect benefiting many other related businesses and industries. The rural nature of the Town of Newton has created an increase in new residents seeking to access the area's recreational opportunities and rural quality of life.

Non-farm employment, business development, and other economic opportunities are primarily provided by the surrounding urban areas. The town recognizes that over half of its residents are employed in manufacturing, retail trade, education, health, and social services. While the bulk of these jobs are located outside of the town, the town can serve a critical role in providing quality, affordable places to live, which is a critical component of regional economic development.

As economic development takes place, it is the town's desire to retain its rural character and quality of life. A primary concern in this area is that any new business developments utilize high quality building and site design that preserve the aesthetics and rural character of the town. The town's Economic Development policies and recommendations provide guidance for creating a system of site and architectural design review for this purpose.

6.2 Economic Characteristics

6.2.1 Employment by Industrial Sector

Employment by industry within an area illustrates the structure of the economy. Historically, Manitowoc County has had a high concentration of employment in the manufacturing and agricultural sectors of the economy. Recent state and national trends indicate a decreasing concentration of employment in the manufacturing sector while employment within the services sector is increasing. This trend is partly attributed to the aging of the population.

Table 6-1 displays the number and percent of employed persons by industry group in the Town of Newton and Manitowoc County for 2000.

Table 6-1

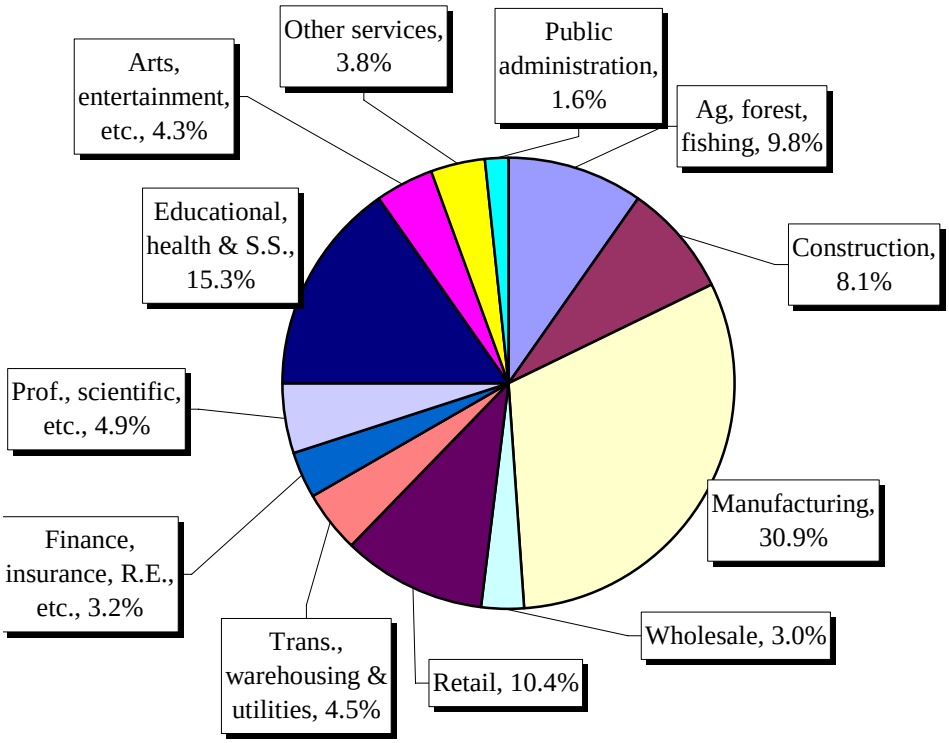
Employment by Industrial Sector, Town of Newton and Manitowoc County, 2000

Industry	Town of Newton		Manitowoc County	
	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	131	9.7%	1,814	4.2%
Construction	108	8.0%	2,566	6.0%
Manufacturing	416	30.7%	15,123	35.2%
Wholesale trade	40	3.0%	1,052	2.4%
Retail trade	140	10.3%	4,287	10.0%
Transportation and warehousing, and utilities	61	4.5%	1,910	4.4%
Information	12	0.9%	618	1.4%
Finance, insurance, real estate, and rental and leasing	43	3.2%	1,392	3.2%
Professional, scientific, management, administrative, and waste management services	67	4.9%	1,642	3.8%
Educational, health and social services	206	15.2%	7,209	16.8%
Arts, entertainment, recreation, accommodation and food services	58	4.3%	2,714	6.3%
Other services (except public administration)	51	3.8%	1,594	3.7%
Public administration	22	1.6%	1,032	2.4%
Total	1,355	100.0%	42,953	100.0%

Source: U.S. Bureau of the Census, 2000 (STF-3). Percentage totals are rounded.

The manufacturing sector supplied the most jobs (30.7%) and education, health, and social services provided the second most jobs (15.2%) in the Town of Newton. The greatest percentage of employment for Manitowoc was also in the manufacturing sector (35.2%), followed by the educational, health, and social services (16.8%). The agricultural, forestry, fishing and hunting, and mining sector provided 4.2% of the employment by industry in the county. However, in the Town of Newton this sector claimed 9.7% of employment reflecting the strong local presence, influence, and importance of the agricultural economy. Figure 6-1 also displays employment by industry for the Town of Newton in 2000.

Figure 6-1
Employment by Industry, Town of Newton, 2000



Source: U.S. Bureau of the Census, 2000 (STF-3). Percentages are rounded.

6.2.2 Employment by Occupation

The previous section, Employment by Industry, described employment by the type of business, industry, or sector of commerce. What people do, or what their occupation is within those sectors, can also reveal factors that influence incomes and overall employment. Table 6-2 displays the number and percent of employed persons by occupation in the Town of Newton and Manitowoc County for 2000.

Table 6-2

Employment by Occupation, Town of Newton and Manitowoc County, 2000

Occupation	Town of Newton Number	Town of Newton Percent of Total	Manitowoc County Number	Manitowoc County Percent of Total
Management, Professional, and Related Occupations	367	27.1%	10,448	24.3%
Service Occupations	144	10.6%	5,793	13.5%
Sales and Office Occupations	257	19.0%	8,880	20.7%
Farming, Fishing, and Forestry Occupations	53	3.9%	820	1.9%
Construction, Extraction, and Maintenance Occupations	188	13.9%	4,264	9.9%
Production, Transportation, and Material Moving Occupations	346	25.5%	12,748	29.7%
Total	1,355	100.0%	42,953	100.0%

Source: U.S. Bureau of the Census, 2000 (STF-3).

Management, professional, and related occupations accounted for 27.1% of the employment by occupation in the Town of Newton. The occupation with the greatest percentage of employment in Manitowoc County was in production, transportation, and material moving occupations, accounting for 29.7% of total employment. In the Town of Newton, production, transportation, and material moving occupations contained the second greatest percentage with 25.5% of employment by occupation for the town. The county had approximately one-quarter of its residents employed in the management, professional, and related occupations. A likely cause of the town's higher concentration on professional, sales, and office occupations is its proximity to the City of Manitowoc, one of the county's larger centers of population and commerce. This is also supported by the town's median income and educational attainment, which are both higher in comparison with the county as a whole.

6.2.3 Income

Table 6-3 displays the 1999 household income and median household income for the Town of Newton and Manitowoc County as reported by the 2000 Census.

Table 6-3

Household Income, Town of Newton and Manitowoc County, 1999

	Town of Newton		Manitowoc County	
	Number	% of Total	Number	% of Total
Less than $10,000	26	3.3%	449	2.0%
$10,000 to $14,999	48	6.0%	633	2.8%
$15,000 to $24,999	51	6.4%	2,125	9.5%
$25,000 to $34,999	85	10.6%	2,713	12.1%
$35,000 to 49,999	126	15.8%	4,638	20.6%
$50,000 to $74,999	254	31.8%	7,158	31.9%
$75,000 to $99,999	124	15.5%	2,958	13.2%
$100,000 to $149,999	49	6.1%	1,218	5.4%
$150,000 or More	37	4.6%	574	2.6%
Total	800	100.0%	22,466	100.0%
Median Household Income	$54,359		$51,995	

Source: U.S. Bureau of the Census, 2000 (STF-3).

The highest percentage (31.8%) of residents in the Town of Newton had a household income between $50,000 and $74,999. The next largest percentage (15.8%) of household income was $35,000 to $49,999. Approximately 10.7% of the households in the town had a household income of $100,000 or greater; this is slightly higher than the county's rate of 7.0%. The median household income for the Town of Newton was $54,359, nearly 5% higher than the median income for Manitowoc County, which is $51,995.

6.2.4 Educational Attainment

Table 6-4 indicates the education levels for the Town of Newton and Manitowoc County.

Table 6-4

Educational Attainment, Town of Newton and Manitowoc County, 2000

	Town of Newton		Manitowoc County	
Attainment Level	Number	Percent of Total	Number	Percent of Total
Less than 9th Grade	102	6.8%	3,697	6.7%
9th grade to 12th Grade, No Diploma	112	7.5%	4,865	8.8%
High School Graduate (includes equivalency)	666	44.5%	23,853	43.0%
Some College, No Degree	266	17.8%	10,359	18.7%
Associate Degree	140	9.3%	4,099	7.4%
Bachelor's Degree	149	9.9%	6,273	11.3%
Graduate or Professional Degree	63	4.2%	2,306	4.2%
Total	1,498	100.0%	55,452	100.0%

Source: U.S. Bureau of the Census, 2000 (STF-3). Percentages are rounded.

Approximately 44.5% of Newton residents have attained a high school level education, comparable to the 43.0% in Manitowoc County with the same education level. The second largest percentage (17.8%) of education attainment in the Town of Newton is some college, no degree. The Town of Newton has 9.9% of its residents obtaining a bachelor's degree, which is lower than the county's percentage of 11.3%.

6.3 Employment Forecast

An important feature of determining the economic health and future of Manitowoc County and its communities is to determine the amounts and types of jobs currently available as well as to make predictions. Manitowoc County has unique economic features as well as similarities to the region in which it is located. The county not only has ties locally, but statewide and nationwide. Trends that occur in the United States or internationally affect the state of Wisconsin and eventually trickle down to local level economies.

In November of 2003, the Wisconsin Department of Workforce Development (WDWD) released a report titled *Wisconsin Projections 2000-2010: Employment in Industries and Occupations,* which examined jobs in over 70 industries and 750 occupations. Many of the projections and estimates provided in the report will affect the local and county economies.

Overall, the number of jobs in Wisconsin is expected to grow by 9.6%. While employment in Wisconsin's manufacturing sector has shrunk in the past few years, this sector is anticipated to gain back some of the jobs lost since 2000. The manufacturing industries projected to add the most jobs are lumber and wood products, furniture and fixtures, and food and kindred products. The manufacturing industries expected to lose the most jobs are industrial machinery and equipment, primary metal, and electronic and other electrical equipment.

The services sector will be the job growth leader, spurred on by the aging of Wisconsin's population, technological innovations in health services and computer services, and continued outsourcing of business functions. Over 70% of the new jobs in the services sector will be in health, business, educational, or social services. Another sector expected to add numerous jobs is retail trade. This increase is expected due to population and tourism growth, and the likelihood that people will continue to prepare fewer meals at home.

6.4 Strengths and Weaknesses Analysis

A determination of the strengths and weaknesses of the Town of Newton and its economy provide some initial direction for future economic development planning. Strengths should be promoted, and new development that fits well with these features should be encouraged. Weaknesses should be improved upon or further analyzed, and new development that would exacerbate weaknesses should be discouraged. The lists below were based upon public input garnered at Public Participation Meetings held in 1999 and reviewed by the Town of Newton Planning Commission in 2009 for updates/changes. The economic strengths and weaknesses of the town are as follows:

6.4.1 Strengths

- Well Balanced Community – Economic Development; Agricultural Land; Environmental; Open Space
- Local Government
- Good Place to Raise a Family
- Good Fire Department Emergency Services
- I-43 for Business Development
- Good Proximity/Location, Close to Amenities – Large Cities, Lake Michigan, Recreation
- Control of Town's Own Destiny
- Steady Growth
- Have Potential to "Build Community" – Schools, Post Office, Bank, Industry, Business Park
- Citizen Participation and Community Involvement
- Roads and Infrastructure
- "Cutting Edge" Zoning – Comprehensive Design
- Variety of Employment
- Town Recycling Program
- Historical Base
- Proactive Planning
- Close-knit Community
- Lake Michigan Shoreline
- Low Tax Levy Relative to Services Provided
- Public Amenities
- Zoning and Ordinance Enforcement

6.4.2 Weaknesses

- Three Mile City Extraterritorial Plat Review Jurisdiction
- Not enough Business/Industry in I-43 Corridor
- Sprawl Brings More People Which Loses Rural Atmosphere
- Limited Business/Industry Expansion in I-43 Corridor
- Limited Ordinance and Zoning Enforcement Capabilities
- Lack of Zoning and Ordinance Education
- No Biking or Hiking Trails
- Septic System Control/Enforcement
- Junk Cars/Public Nuisance
- No Public Sewer Available for Problem Areas
- Spot Zoning
- Lack of Community Education
- Right to Farm – Problems between Urban Value and Agricultural Activities
- Minimal Interest in Local Government
- Dwindling Resources to Keep-up with Public Infrastructure

6.5 Desired Business and Industry

Similar to most communities, the Town of Newton would welcome most economic opportunities that do not sacrifice community character or require a disproportionate level of community services per taxes gained. The categories or particular types of new businesses and industries that are desired by the community are generally described in the goals, objectives, and policies, and more specifically in the following list. Desired types of business and industry in the Town of Newton include, but are not necessarily limited to:

- Business and industry that retain the rural character of the community.
- Business and industry that utilize high quality and attractive building and landscape design.
- Home-based businesses that blend in with residential land use and do not harm the surrounding neighborhood.
- Business and industry that fill a unique niche in the town and complement the rural nature.
- Business and industry that capitalize on community strengths.
- Business and industry that do not exacerbate community weaknesses.

6.6 Sites for Business and Industrial Development

Sites for business and industrial development are detailed on the Preferred Land Use map (Map 8-3) for the Town of Newton. It is the town's desire that most future business development be directed to areas designated as Business or Industrial on the Preferred Land Use map. This includes a supply of about 285 acres of the town, which is anticipated to be adequate to meet the demand for such land uses over the course of the planning period. For further detail on the supply and demand of business and industrial land, refer to Section 8.3 of the Land Use element.

6.6.1 Environmentally Contaminated Sites for Business or Industrial Use

The Environmental Protection Agency (EPA) and the Wisconsin Department of Natural Resources (WDNR) encourage the clean-up and use of environmentally contaminated sites for business and industrial use. The WDNR has created the Bureau for Remediation and Redevelopment Tracking System (BRRTS) which identifies environmentally contaminated sites for communities in Wisconsin.

According to the BRRTS database, there are 420 environmentally contaminated sites in Manitowoc County which are not closed and in need of further clean-up or where clean-up is in process. The majority of the sites are located in the more heavily developed cities and villages, however, eight of these sites were identified in the Town of Newton. For more information on the BRRTS database, visit the WDNR website under the Remediation and Redevelopment Program.

6.7 Economic Development Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1. **Maintain, enhance, and diversify the economy consistent with other community goals and objectives in order to provide a stable economic base.**

Objectives

1.a. Maintain and support agriculture, tourism, and related support services as strong components of the local economy.

1.b. Encourage efforts that distinguish and promote features unique to the town.

6.8 Economic Development Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words "will" or "should" are advisory and intended to serve as a guide. "Will" statements are considered to be strong guidelines, while "should" statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town's policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies: Town Position

ED1 The community shall support new business development efforts that are consistent with the comprehensive plan.

ED2 Agriculture should be the preferred economic base of the town.

ED3 The community should encourage economic development efforts through public-private partnerships (such as revolving loan funds, town TIF districts, etc.).

ED4 The community should maintain prime business and industrial lands adequate to encourage the desired types and amounts of such development.

ED5 Business and industrial development proposals should provide an assessment of potential impacts to economic health and markets including (interactions with the existing local and regional economy, community service impacts, job creation, job retention, and worker income).

ED6 Future economic development should include export businesses that produce goods and services within the community but are sold primarily to outside markets.

Policies: Town Directive

ED7 The community should work with the Manitowoc Economic Development Corporation as a resource to achieve its economic development goals and objectives.

Policies: Development Review Criteria

ED8 New business and industrial development should employ site and building designs that include:

- Attractive signage and building architecture.
- Shared highway access points.
- Screened parking and loading areas.
- Screened mechanicals.
- Landscaping.
- Lighting that does not spill over to adjacent properties.
- Efficient traffic and pedestrian flow.

ED9 Business and industrial development proposals should provide an assessment of potential impacts to the cost of providing community facilities and services.

ED10 In order to save on development costs and allow maximum flexibility in meeting developer needs, subdividing of industrial parks should not take place until

developments are approved that are compliant with the community's conceptual industrial park plan or master layout.

ED11 The community should regularly evaluate for their applicability to the community economic development related grants, programs, and tax incentives.

Recommendations

- Require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential impacts to economic health and markets as part of the development review process. The assessment includes, as applicable, (interactions with the existing local and regional economy, community service impacts, job creation, job retention, and worker income).

- Identify lands on the zoning map and the preferred land use map of the comprehensive plan adequate to attract new business and job growth.

- Modify zoning and land division ordinances to require the approval of Area Development Plans prior to the rezoning or platting of planned growth areas.

- Establish requirements for site plan approval of proposed (business, industrial, institutional, and multi-family residential) developments.

- Create a site design review ordinance that protects and enhances the visual quality of the town and establishes the desired characteristics of (building layout and architecture, parking areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation). Seek public input on the establishment of these desired characteristics.

- Utilize a town zoning ordinance to implement the town's site and building design policies.

6.9 Economic Development Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

University of Wisconsin Extension – Manitowoc County
The purpose of the Community Resource Development Program (CRD), within the Manitowoc County UW-Extension, is to strengthen the ability of citizens, community and business leaders, and local government officials to identify and resolve crucial community needs and issues in three broad, interrelated areas: communities, natural resources, and economic development. For more information, contact the Manitowoc County Extension office; however no Community Resource Development Educator is available in the Manitowoc County office.

Economic Development Corporation of Manitowoc County (EDCMC)
EDCMC operates several economic development programs and provides assistance to interested parties. EDCMC provides local financial assistance to those wishing to locate or expand in Manitowoc County in the form of revolving loan funds, technology zone credits, tax credits for environmental remediation and more. For further information, contact the Economic Development Corporation of Manitowoc County.

Manitowoc Two Rivers Area Chamber of Commerce
The Chamber of Manitowoc County is a vibrant business association contributing to the growth of Manitowoc County by providing a unified voice for the business community and services for individual member firms. The business community has been a major catalyst behind the economic growth in the region.

Community Development Block Grant for Economic Development (CDBG-ED)
The CDBG-ED program was designed to assist businesses that will invest private funds and create jobs as they expand or relocate to Wisconsin. The Wisconsin Department of Commerce awards the funds to a general-purpose unit of government (community), which then loans the funds to a business. When the business repays the loan, the community may retain the funds to capitalize a local revolving loan fund. This fund can then be utilized to finance additional economic development projects within the community. For more information, contact the Wisconsin Department of Commerce.

USDA, Wisconsin Rural Development Programs
The Wisconsin Rural Development Program has many services that are available to rural communities and their residents. Some programs and services available include: community development programs, business and community programs, rural housing and utilities services, and community facility programs. For more information, contact Wisconsin Rural Development.

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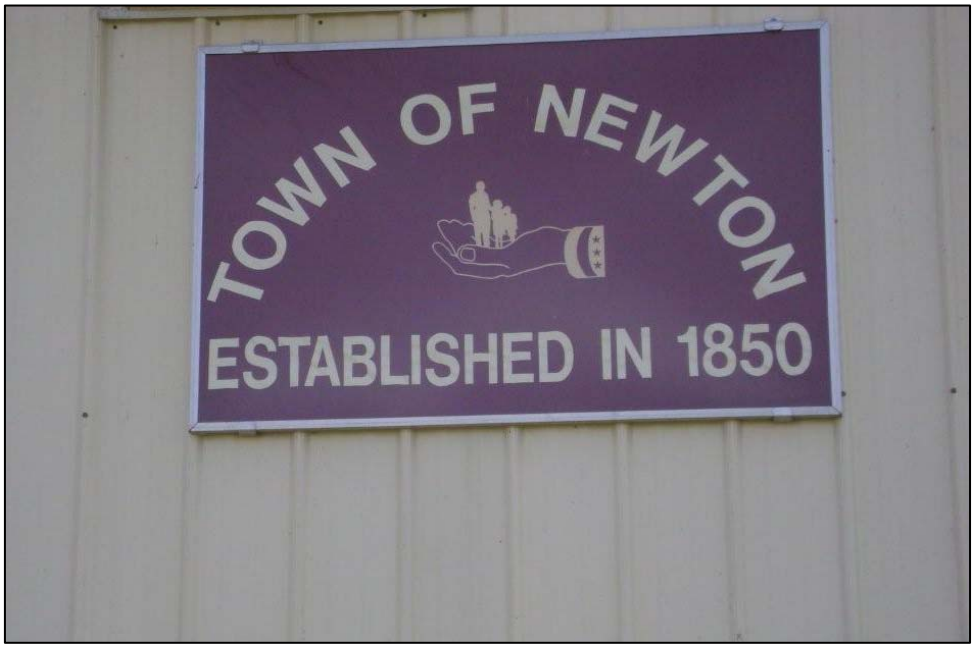
7 Intergovernmental Cooperation



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7. Intergovernmental Cooperation

7.1 Intergovernmental Cooperation Plan

From cooperative road maintenance to fire protection service districts, Manitowoc County and its communities have a long history of intergovernmental cooperation. As social, economic, and geographic pressures affect change in the Town of Newton, the community will increasingly look to cooperative strategies for creative and cost-effective solutions to the problems of providing public services and facilities.

Intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as communicating and sharing information, or it can involve entering into formal intergovernmental agreements to share resources such as equipment, buildings, staff, and revenue. Intergovernmental cooperation can even involve consolidating services, consolidating jurisdictions, modifying community boundaries, or transferring territory.

The Town of Newton's plan for intergovernmental cooperation is to continue to communicate with neighboring units of government and to continue to utilize cooperative relationships for the provision of community facilities and services. Since the town provides so few services directly to its residents, the continued use of cooperative solutions will be essential in achieving its overall strategy of providing high quality services while managing the tax burden on town property owners. The town plans to maintain its existing intergovernmental agreements and to regularly evaluate their effectiveness.

The town maintains working relationships with a variety of other units of government. The town's relationship with the City of Manitowoc is generally good. The cooperative relationship with the Manitowoc Police and Fire Departments bolsters this relationship. Annexation by the city has been a concern to the Town of Newton. In addition, the town's relationship with Manitowoc County has been generally collaborative, as both entities administer land use controls within the town's boundary. Implementation of the town's plan depends in part on Manitowoc County, so the town will continue to work toward improving this relationship.

7.2 Inventory of Existing Intergovernmental Agreements

The following intergovernmental agreements apply to the town:

- Fire Department and Emergency Services agreements with the Manitowoc Police and Fire Department
- Manitowoc County provides administration of the town's State Voter Registration System (SVRS) through an agreement with the town
- Manitowoc County Sheriffs Department provides police protection in the Town of Newton

- The town maintains informal agreements with neighboring towns for shared road plowing and maintenance. These agreements are with the Towns of Liberty, Manitowoc, and Manitowoc Rapids

- The town maintains an agreement with the Town of Centerville for recycling

7.3 Analysis of Intergovernmental Relationships

7.3.1 Building Public Facilities

The Town of Newton does not currently share any public facilities with other governmental units. Likewise no plans exist to jointly site any public facility with another governmental unit.

7.3.2 Sharing Public Services

In addition to the arrangements described in Section 7.2, the County Highway Department maintains the county highway system, a public service all county citizens utilize. The County Highway Department also installs driveway culverts and road name signs for those towns that choose to pay for such an additional service.

The Manitowoc County Sheriff's Department provides police protection to the Town of Newton, as well as most other municipalities in the county.

7.3.3 Region

The Town of Newton is located in the east central region of the state of Wisconsin. The town is located in the east central portion of Manitowoc County. Manitowoc County and the Town of Newton are part of the Bay Lakes Regional Planning Commission. Therefore, the town's relationship with the region can be enhanced, as there is a regional entity with which the town may be involved.

7.3.4 State

The Town of Newton's relationship with the state of Wisconsin mainly involves state aids for local roads and the administering of various state mandates to towns.

7.3.5 School Districts

The Town of Newton is located within two school districts (Manitowoc and Valders). Partnership between the town and local schools is limited, but there are opportunities for the use of school athletic facilities that are open for use by community members.

7.3.6 Adjacent Local Governments

The Town of Newton generally has good relationships with adjacent local governments. Newton shares borders with the Town's of Liberty, Manitowoc, Centerville, and Manitowoc Rapids. Development and land use along town borders can be either compatible or conflict with each town's planning efforts. Minimizing the potential for conflict will require continuous coordination of planning efforts.

The town is involved in a variety of cooperative agreements in the areas of fire protection, road maintenance, and other administrative services. The town's relationship with Manitowoc County has been generally collaborative, as both entities administer land use controls within the town's boundary. Potential for conflict with the City of Manitowoc is considered to be minimal at this time, and the cooperative relationship with the Manitowoc Police and Fire Departments bolsters this relationship. Annexation by the city has been a concern to the Town of Newton. The city's extraterritorial jurisdiction extends into the northern section of the Town of Newton, but this has not been a source of conflict as much as a concern for the Town. The City of Manitowoc has planned for the possibility of extending or developing roads within their boundaries of extra-territorial jurisdiction which extend deeply into the Town of Newton from the north. These plans may or may not come to fruition based upon the desire of Town of Newton residents to be annexed into the City of Manitowoc. Annexation potential into Newton is limited, as sewer is not available at this time. However, it is important that the Town of Newton consider the City of Manitowoc plans when developing their land use, transportation or utility plans within this area into the future. The planned road extensions within the Town of Newton, developed by the City of Manitowoc, are delineated on Map 4-3, Planned Community Facilities and Transportation Upgrades.

Now that the Town of Newton has completed its updated comprehensive plan, it should work to integrate its plan with that of the county, neighboring towns, and cities. Potential land use conflicts along town boundaries should be discussed. The potential density of residential development and possible conflict with agricultural use will be a key area of concern. Where potential conflicts exist, towns should work to establish buffer areas between areas of concentrated residential development and areas of intensive agriculture.

Also, coordination with neighboring communities can also lead to more efficient provisions of public services. For example, joint or shared administrative, planning, recycling and emergency service agreements with neighboring town's can result in more cost-effective governmental services. The town should continue to explore options to share administration and provision of public services and facilities.

7.4 Intergovernmental Opportunities, Conflicts, and Resolutions

The intent of identifying the intergovernmental opportunities and conflicts shown below is to stimulate creative thinking and problem solving over the long term. Not all of the opportunities shown are ready for immediate action, and not all of the conflicts shown are of immediate concern. Rather, these opportunities and conflicts may further develop over the course of the next 20 to 25 years, and this section is intended to provide community guidance at such time. The recommendation statements found in each element of this plan specify the projects and tasks that have been identified by the community as high priorities for action.

7.4.1 Opportunities

Opportunity	Potential Cooperating Units of Government
♦ Develop plan implementation ordinances and other tools simultaneously	Manitowoc County City of Manitowoc Town of Liberty Town of Manitowoc Town of Manitowoc Rapids Town of Meeme Town of Cato Town of Centerville
♦ Assistance in rating and posting local roads for road maintenance and road improvement planning	Manitowoc County
♦ Utilize a coordinated process to update and amend the comprehensive plan	Manitowoc County Town of Liberty Town of Manitowoc Rapids Town of Centerville Town of Cato Town of Meeme Town of Manitowoc
♦ Work with the school district to anticipate future growth, facility, and busing needs	Manitowoc School District Valders School District
♦ Share excess space at the town garage	Town of Liberty Town of Manitowoc Rapids Town of Centerville Town of Cato Town of Manitowoc Town of Meeme
♦ Share community staff	Town of Liberty Town of Manitowoc Town of Manitowoc Rapids Town of Centerville Town of Cato Town of Meeme
♦ Share office equipment	Manitowoc County City of Manitowoc Town of Liberty Town of Manitowoc Rapids Town of Centerville Town of Meeme Town of Manitowoc Town of Cato

Opportunity	Potential Cooperating Units of Government
♦ Share construction and maintenance equipment	Manitowoc County City of Manitowoc Town of Liberty Town of Manitowoc Rapids Town of Centerville Town of Meeme Town of Manitowoc Town of Cato
♦ Coordinate shared services or contracting for services such as police protection, solid waste and recycling, recreation programs, etc.	Manitowoc County City of Manitowoc Town of Liberty Town of Manitowoc Rapids Town of Centerville Town of Meeme Town of Manitowoc Town of Cato
♦ Reduce conflict over boundary issues through cooperative planning	Manitowoc County City of Manitowoc Town of Liberty Town of Manitowoc Rapids Town of Centerville Town of Meeme Town of Manitowoc Town of Cato
♦ Develop a boundary agreement with the adjacent city or village	City of Manitowoc
♦ Improve the attractiveness of community entrance points	City of Manitowoc County of Manitowoc

7.4.2 Potential Conflicts and Resolutions

Potential Conflict	Process to Resolve
♦ Concern over too much intervention by Manitowoc County and the state relative to local control of land use issues.	Adopt a local comprehensive plan Take responsibility to develop, update, and administer local land use ordinances and programs Maintain communication with Manitowoc County on land use issues Provide ample opportunities for public involvement during land use planning and ordinance development efforts
♦ Residential development planned adjacent to agriculture areas across a town boundary	Distribution of plans and plan amendments to adjacent and overlapping governments Establishment of local Plan Commissions in every Manitowoc County community - joint community Plan Commission meetings Continued meetings of the County Advisory Committee with representation from every Manitowoc County community
♦ Vastly different zoning and land division regulations from one town to the next	Distribution of plans and plan amendments to adjacent and overlapping governments After plan adoption, a cooperative process to develop revisions to the county zoning and land division ordinances Continued meetings of the County Advisory Committee with representation from every Manitowoc County community
♦ Low quality business building and site design along highway corridors, community entrance points, or other highly visible areas	Establishment of local Plan Commissions in every Manitowoc County community - joint community Plan Commission meetings Continued meetings of the County Advisory Committee with representation from every Manitowoc County community Cooperative design review ordinance development and administration
♦ Concern over poor communication between the town and the school districts	Distribution of plans and plan amendments to adjacent and overlapping governments

7.5 Intergovernmental Cooperation Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1. **Foster the growth of mutually beneficial intergovernmental relations with other units of government.**

Objectives

1.a. Continue communicating and meeting with other local governmental units to encourage discussion and action on shared issues and opportunities.

1.b. Work with surrounding communities in the comprehensive plan development, adoption, and amendment processes to encourage an orderly, efficient development pattern that preserves valued community features and minimizes conflicts between land uses along community boundaries.

1.c. Pursue opportunities for cooperative agreements with neighboring communities regarding annexation, expansion of public facilities, and sharing of services.

1.d. Seek mutually beneficial opportunities for joint equipment and facility ownership with neighboring communities.

Goal 2. **Seek and establish mutually beneficial intergovernmental relations with other units of government.**

Objectives

2.a. Coordinate and communicate land use planning activities with neighboring towns, city of Manitowoc, Manitowoc County, and state and federal agencies to realize individual and shared visions, goals and objectives; to address regional issues that cross political boundaries and jurisdictions; to ensure efficient use of town resources; and to provide for increased certainty among all levels of government, developers and landowners.

2.b. Coordinate with Manitowoc County and neighboring jurisdictions to ensure protection of regional habitat diversity and important fish and wildlife movement corridors.

2.c. Recognize and cooperate with the various levels of government which have a vested interest in the protection and conservation of land and water resources.

2.d. Coordinate land and water conservation with appropriate resource agencies and private conservation organizations to take advantage of both technical and financial assistance, to promote consistency in preservation and stewardship efforts, to facilitate information exchanges, and to avoid duplication of efforts.

2.e. Pursue partnerships to evaluate, plan, and implement opportunities to improve the water quality of town lakes and creeks.

Goal 3. **Strengthen local control of land use decisions and maintain the ability and right to guide the town's own destiny.**

Objectives

3.a. Utilize the comprehensive plan as a tool to guide and support town actions.

3.b. Support and actively work with the Wisconsin Towns Association to promote positive changes to state laws and programs which either negatively impacts or present opportunities relative to implementing town goals and objectives.

3.c. Establish a formal review process for amendment of the comprehensive plan.

3.d. Monitor and report on the effectiveness and implementation of the comprehensive plan and amend/revise where appropriate.

Goal 4. **Increase community awareness, support and involvement in growth management and land and water conservation efforts.**

Objectives

4.a. Create opportunities for citizen participation throughout all stages of plan and ordinance development.

4.b. Improve public access to and understanding of available land use (e.g., zoning) and environmental information.

4.c. Support and seek opportunities to improve information on town land and water resources.

4.d. Pursue the development of a town newsletter and/or website to announce town meetings, activities, development projects, programs and issues.

4.e. Develop and provide educational materials and conduct local workshops on topics pertinent to town goals, objectives and land use controls.

4.f. Inform town residents about the interconnection between surface and groundwater resources, including wetlands.

4.g. Support and coordinate community outreach programs and events that encourage private stewardship of town land and water resources.

4.h. Educate town residents and landowners regarding programs which provide technical and/or financial assistance to preserve, enhance, or restore natural areas.

4.i. Develop community celebrations, workshops and other activities which foster visioning, goal setting, and consensus-building, and build trust, respect, and cooperation between leaders, staff, citizens and groups.

Goal 5. **Maintain high quality services and equitable administration.**

Objectives

5.a. Ensure that the property rights of landowners are protected from arbitrary and discriminatory actions.

5.b. Process town permits and approvals in a timely and fair manner.

5.c. Provide clear guidance to landowners and citizens as to the appropriate land uses and standards for development.

5.d. Provide a point of contact to guide developers and individuals through all local regulations and approval processes.

5.e. Notify landowners when changes are proposed to land use plans and regulations.

5.f. Examine the cost to publicly service proposed new developments relative to roads, sewer and water services, stormwater management, schools, parks and recreation, and other public costs.

5.g. Ensure that new development and redevelopment provides for and/or contributes its proportionate fair share of expenses associated with impacts to public services and facilities.

7.6 Intergovernmental Cooperation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word "shall" are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words "will" or "should" are advisory and intended to serve as a guide. "Will" statements are considered to be strong guidelines, while "should" statements are considered loose guidelines. The town's policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies: Town Directive

IC1 Transportation issues that affect the town and neighboring communities should be jointly discussed and evaluated with that community and with the Manitowoc County Highway Department and the Wisconsin Department of Transportation, if necessary.

IC2 Educational efforts regarding planning, land use regulation, implementation, or resource management should be discussed as a joint effort with neighboring communities.

IC3 The town should participate in county-initiated efforts to inventory and assess existing and future needs for public facilities and services as part of an overall program to increase cost-effectiveness and efficiency through consolidation and other cooperative opportunities.

IC4 Before the purchase of new community facilities or equipment or the reinstatement of service agreements, the community should pursue options for trading, renting, sharing or contracting such items from neighboring jurisdictions.

IC5 Opportunities for sharing community staff or contracting out existing staff availability should be pursued should the opportunity arise.

IC6 Community facilities that have available capacity should be considered for joint use with neighboring communities or community organizations.

IC7 The town should support the consolidation or shared provision of community services where the desired level of service can be maintained, where the public supports such action, and where sustainable cost savings can be realized.

IC8 The community should work with neighboring communities to match land use plans and policies along municipal boundaries to promote consistency and minimize potential conflicts.

IC9 A joint planning area should be developed with neighboring communities in areas where there is common interest, potential for conflicts, or where regulatory authority overlaps.

IC10 The town should work to maintain ongoing communication and positive relationships with neighboring communities, school districts, Manitowoc County, state and federal agencies, and other overlapping units of government (sanitary district).

IC11 Neighboring communities and districts should be invited to future meetings in which amendments or updates to the comprehensive plan are made or discussed.

Recommendations

- Annually review intergovernmental agreements for their effectiveness and efficiency.
- Evaluate and provide constructive feedback to Manitowoc County on services provided to the town.
- Meet at least annually with Town of Manitowoc, Manitowoc Rapids, Centerville, Liberty and City of Manitowoc to facilitate intergovernmental cooperation and communication.

7.7 Intergovernmental Cooperation Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

UW-Extension Local Government Center

The mission of the Local Government Center is to provide focus, coordination, and leadership to UW System educational programs for local government, and to expand the research and knowledge base for local government education. The Center conducts and coordinates educational programming in general local government, local government finance, growth management, and community planning and design. Additional programs are under development. Educational programs are delivered through the two-way audio Educational Telecommunications Network (ETN), satellite television, and state-wide and regional workshops. The Center

supports the programming of county-based Extension faculty. A variety of resources regarding intergovernmental cooperation are available through the Local Government Center.

Wisconsin Towns Association (WTA)

Wisconsin Towns Association is a non-profit, non-partisan statewide organization created under s. 60.23(14) of the Wisconsin Statutes to protect the interests of the state's towns and to improve town government. In 2002 WTA celebrated its 55th year of service to town governments and the state's 1.6 million town residents. The association is organized into six districts and is headquartered in Shawano. WTA relies on regular district meetings, an annual statewide convention, publications, participation in cooperative training programs and other means to support the goal of keeping grassroots government strong and efficient in Wisconsin. For further information contact WTA.

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8 Land Use

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8. Land Use

8.1 Introduction

Land use is central to the process of comprehensive planning and includes both an assessment of existing conditions and a plan for the future. Land use is integrated with all elements of the comprehensive planning process. Changes in land use are not isolated, but rather are often the end result of a change in another element. For example, development patterns evolve over time as a result of population growth, the development of new housing, the development of new business or industrial sites, the extension of utilities or services, or the construction of a new road.

This or any other land use plan is intended to:

- Help property owners and the Planning Commission and Town Board make sound decisions concerning specific land use and development proposals that might otherwise be incompatible with or result in undesirable impacts on the character and quality of life for other surrounding properties and/or residents.

- Provide the Planning Commission, Town Board, property owners, and residents a clearer vision of the Town's future by establishing both general and specific goals, policies, and regulations concerning the type, amount and general location of agricultural, residential, business and industrial land uses and development that would be allowed to occur and develop in the town.

- Aid the Planning Commission and Town Board in making decisions concerning the type, extent and location of potential improvements to those public facilities and services that may be necessary in the town; including roads, drainage facilities, parks, solid waste collection and emergency services, etc.

- Establish the legal framework necessary to adopt the type and extent of zoning, land division, and other development ordinances and regulations necessary to achieve the town's goals and policies concerning land use and development.

8.2 Vision of the Future and Goal of the Land Use Plan

As indicated above, one of the primary purposes behind developing a land use plan is to generally, but clearly, define what the Town wants to be or become over time and establish a basic set of development objectives and policies that will help achieve that "vision".

At one of their earlier meetings, the Planning Commission discussed a variety of development issues and concerns including past, present, and potential population and development patterns and trends affecting the Town. The Commission concluded that the Town of Newton should strive to maintain its rural character with an overall goal that the use and development of all land, water, and air in the town be conducted in a manner that:

- Provides all residents and owners of property in the town with a safe, convenient, attractive, high quality, and cost effective environment to live and work.

- Meets the social and economic needs of residents within the town and in combination with the use and development of land in surrounding communities and municipalities in the most practical, economical, and efficient means available.

- Reflects a wise and appropriate distribution of different land uses throughout the town and, where necessary, includes adequate separation and buffering between potentially incompatible land uses and activities.

- Reflects the fundamental importance of and extensive benefits that result from the protection of farms and farm land to the long term stability of the local and regional economy; and, natural resources, rural character, and overall quality of life.

- Coordinates with and is sensitive to the protection, preservation, and enhancement of the town's natural resources, open spaces, scenic vistas, pastoral landscapes, and rural lifestyle throughout the town.

This chapter of the comprehensive plan includes local information for both existing and planned land use, land supply and demand trends and projections, an assessment of existing and potential land use conflicts, and a discussion of redevelopment opportunities with the above statements in mind.

8.3 Existing Land Use

Land use is a means of broadly classifying different types of activities relating to how land is used. The type, location, density, and geographic extent of developed and undeveloped lands influence community character, quality of life, public service needs (e.g., roads, utilities, parks, emergency services), tax base, and availability of jobs throughout the town.

The Town of Newton is a typical six mile square (or 36 square mile) town including approximately 22,000 acres of land. The town's pattern of existing land use has been primarily influenced by the locations of wetlands, prime agricultural soils, major transportation corridors, and the surrounding incorporated communities. The influence of glacial activity has produced the pattern of farmlands interspersed with wetlands characteristic of this region of east-central Wisconsin. Within the rolling topography, wetlands are found in the valleys, while the upland areas supply some of the most productive farmland in the state. Most development in Newton is found along its major transportation corridors including Interstate Highway 43, State Highway 42, several county highways, and the Canadian National Railroad. Clusters of more concentrated development are found along the town's eastern edge near Lake Michigan and in the northeast quadrant as influenced by the City of Manitowoc.

The town is largely undeveloped with agricultural and other resource lands as the predominant land uses as shown in Table 8-1. Farmland is by far the predominant land use type accounting for 64.8% of the town. Woodlands/Natural Areas account for another 22.2% of the town. Other undeveloped land uses include surface water (lakes and streams) and designated public outdoor recreation areas. Water Features account for 231 acres (1.1%) of the town and Park and

Recreation lands comprise 46 acres (0.2%) of the Town of Newton. These resource lands form critical components of the town's economic base – agriculture and outdoor recreation. With 88.0% of the town being a resource-based feature (either agriculture, wooded, surface water or parks), it is clear Newton is a rural community and, based on the comprehensive plan vision, goals and objectives, hopes to be maintained as such.

Of the remaining 12.0% of the town's land, 5.2% is comprised of Transportation right-of-ways. Therefore, developed land accounts for only 6.8% of the town's existing land use. Developed features are scattered throughout the town with small clusters of more concentrated development in a few locations. Developed land within the town primarily includes single-family residential development, industrial and business. Other minor intensive land uses in terms of total acreage include utilities, government, public and institutional, and cemeteries.

The location and extent of developed land influences the provision and/or need for public services and the character of a specific area. Residential land uses are found throughout the town, but are most concentrated around English Lake, in the vicinity of Clover, Newton and Northeim areas, and along County Road CR and Silver Creek Road. Business and industrial uses are primarily found along and near County Road CR and near the City of Manitowoc, but are also found scattered throughout the town.

The types and amount of developed land in Newton also influence public service needs, community character, tax base, availability of local jobs, etc. Nearly all of the town's residential land uses consist of single-family units. The town is home to a number of industrial businesses including warehousing, machining, cheese and dairy processing, bread making, meat and sausage processing, and a chemical firm. In addition, the town of Newton contains a wide assortment of business enterprises including, but not limited to: gas station, restaurants, telephone company, auto and truck repair services, propane sales, farm equipment sales, mini-storage, truck transport services, veterinary services, and antique sales.

In recent years, growth and development have consisted mainly of residential uses. New homes on isolated parcels have been the most common form of residential development, along with multiple lot subdivision plats on the Lake Michigan shoreline and toward the northeastern sections of town. New business development has occurred mainly on the County Road CR corridor.

The existing land uses in the Town of Newton are shown on Map 8-1. Table 8-1 details the existing land acreages in the town.

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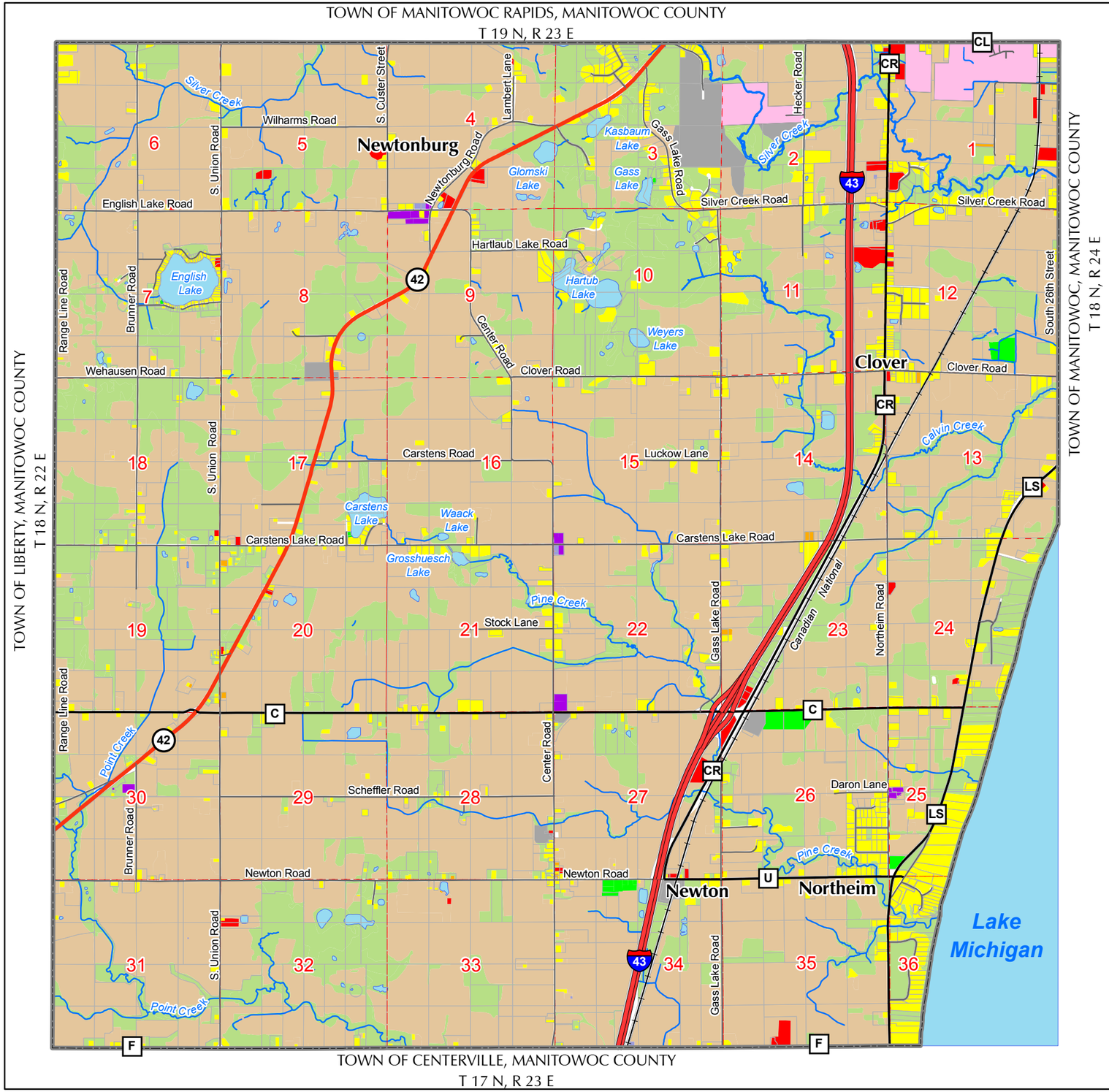
MAP 8-1
EXISTING LAND USE
Town of Newton
Manitowoc County, Wisconsin

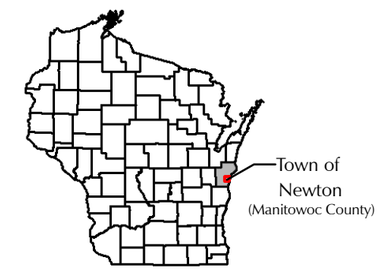


Legend

- Town Road
- County Highway
- State Highway
- Interstate Highway
- Railroad
- Streams/Rivers
- Lakes/Ponds
- Parcels
- Sections
- Town Boundary
- City of Manitowoc

Existing Land Use

- Residential
- Mobile Homes
- Business
- Industrial
- Communications/Utilities
- Governmental/Institutional
- Parks and Recreation
- Agricultural
- Woodlands/Natural Areas



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Foth
Foth Infrastructure & Environment, LLC

This drawing 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.

Source: Manitowoc County, WI DNR and Bay-Lake RPC.

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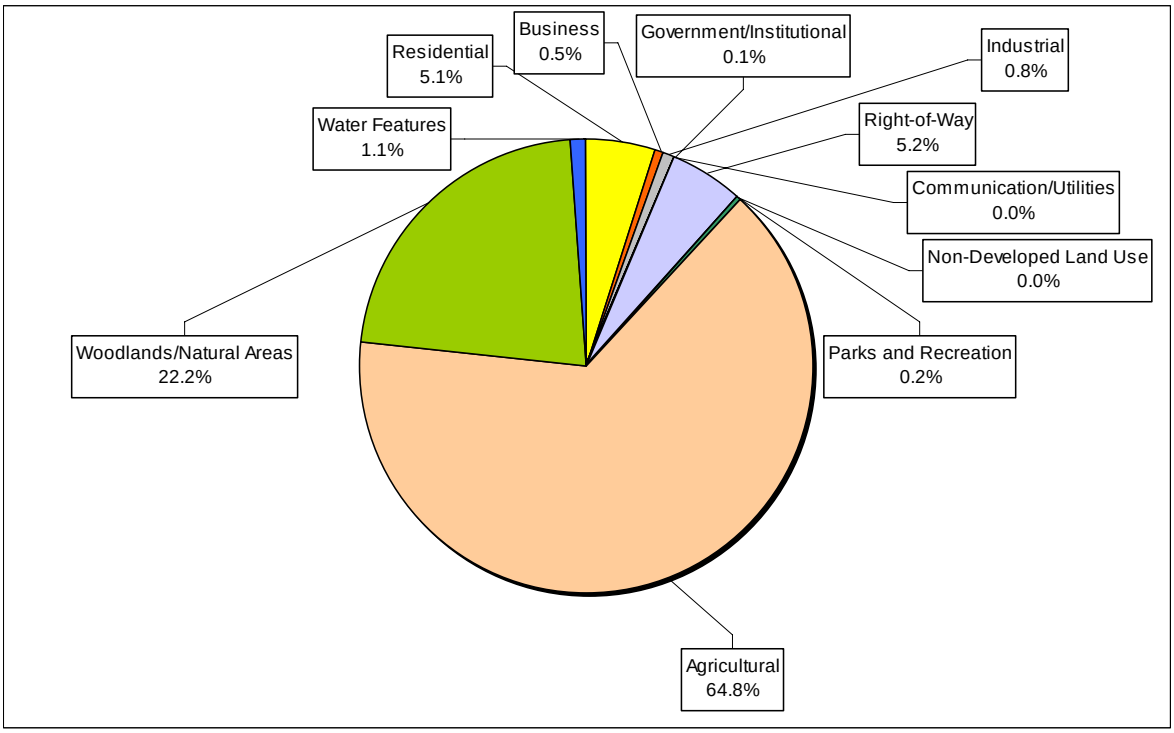
Table 8-1

Existing Land Use, Town of Newton, 2007

Land Use Category	Acreage	% of Total
Intensive Land Use		
Residential	1,140.0	5.1
Business	105.4	0.5
Industrial	174.1	0.8
Government/Institutional	24.4	0.1
Communication/Utilities	3.7	0.0
Right-of-Way	1,138.7	5.2
Non-Developed Land Use		
Parks and Recreation	46.7	0.2
Agricultural	14,254.8	64.8
Woodlands/Natural Areas	4,884.4	22.2
Water Features	231.4	1.1
Total	22,003.5	100.0

Source: Bay Lake Regional Planning Commission, Manitowoc County, Town of Newton, Foth Infrastructure & Environment, LLC.

Figure 8-1
Existing Land Use, Town of Newton, 2007



8.4 Land Ownership and Management

Land ownership and management is comprised of several components that significantly affect land use. The type of land ownership (public, private, lands in Farmland Preservation, etc.) has a direct impact on how property is managed and how lands may be used in the future. As land management takes place under both private and public ownership, resource management programs may prescribe certain requirements and limitations that affect how lands may be used in the future. By reviewing the ownership pattern and comparing ownership with the voluntary land and resource management protection programs (such as Farmland Preservation or a woodland program such as the Forest Crop Management Program) indicates how a private tract of property will be, or is intended to be managed. Table 8-2 shows the land ownership and management of lands in the Town of Newton.

A large majority of lands in Newton that are in production for agriculture or forestry are tied to formalized agreements. As an example, 12,806.8 acres, or 58.2 % of lands are tied to Farmland Preservation Agreements through the Wisconsin Department of Agriculture, Trade, and Consumer Protection. In addition, 514.4 acres are tied to a woodland management program. In both cases of agriculture or woodland management, the property is tied to long-term agreements for resource management and conservation in return for tax credits on the property. With the very small amount of public ownership of property in the town, land use is greatly impacted by the management of private property and the associated town and county regulations, such as zoning. Facilitating a long-term development pattern will be determined by coordinating land use regulation in concert with the private market, with the land management pattern being a primary indicator of land use intent. The main question to the town's long-term land management

strategy is how to manage the density of development within the agricultural areas. Newton's agricultural preservation goals, in concert with a coordinated management strategy for residential development, will be the key determinants in the success, or lack there of, in regard to successful long-term land use management.

Table 8-2

Land Ownership and Management

Ownership Classification	Acres	Percent of Total
Farmland Preservation Agreements	12,806.8	58.203
Managed Forest Law – Closed	369.9	1.681
Managed Forest Law – Open	45.81	0.208
Woodland Tax Law	98.73	0.448
Town of Newton	9.32	0.042
Parks	26.15	0.118
Gun Club of Manitowoc	12.50	0.056

*Note: 11.6 acres of islands included in the state total. Town of Newton has a total of 22,003.5 acres of land.
Source: North-Central Regional Planning Commission; Oneida County; Foth Infrastructure & Environment, LLC.

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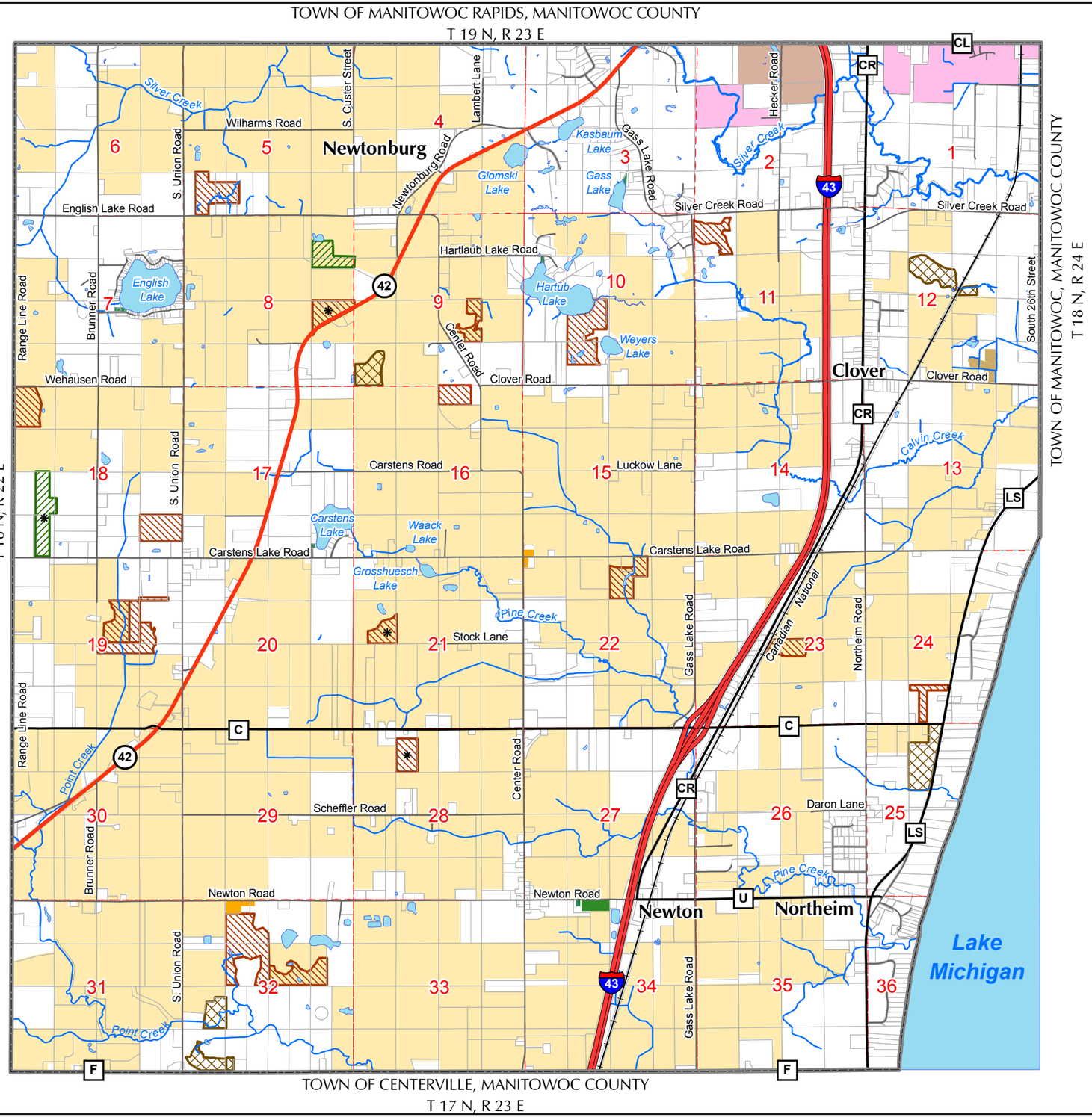
MAP 8-2
LAND AND RESOURCE MANAGEMENT
Town of Newton
Manitowoc County, Wisconsin



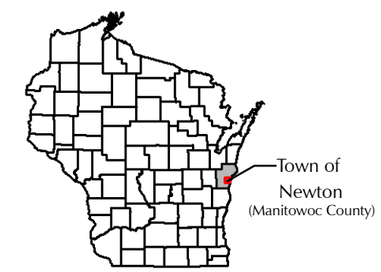
Legend

- Town Road
- County Highway
- State Highway
- Interstate Highway
- Railroad
- Streams/Rivers
- Lakes/Ponds
- Parcels
- Sections
- Town Boundary
- City of Manitowoc

Land and Resource Management

- Farmland Preservation Agreements
- Town of Newton
- Parks
- Gun Club of Manitowoc
- Manitowoc County
- Managed Forest Law - Open
- Managed Forest Law - Closed
- Woodland Tax Law
- Lands with No Management Program

✱ Indicates Approximate Location



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Source: Manitowoc County and WI DNR.

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8.5 Land Supply, Demand, and Price Trends

Table 8-3 displays information on agricultural land sales in Manitowoc County from 1998 to 2007.

Table 8-3

Agricultural Land Sales, Manitowoc County, 1998 - 2007

	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	# Change 1998 - 07	% Change 1998 - 07
Ag Land Continuing in Ag Use												
Number of Transactions	42	44	39	34	35	18	37	32	29	43	1	2.4%
Acres Sold	3,791	2,507	2,438	1,762	2,454	1,291	2,158	1,795	1,320	1,974	-1817	-47.9%
Dollars per Acre	$1,456	$1,931	$1,938	$2,043	$2,227	$1,996	$2,982	$3,251	$3,556	$3,358	$1,902	130.6%
Ag Land Being Diverted to Other Uses												
Number of Transactions	19	11	10	8	10	6	3	1	-	1	-18	-94.7%
Acres Sold	938	588	378	695	604	286	118	84	-	60	-878	-93.6%
Dollars per Acre	$1,558	$2,136	$3,741	$1,846	$3,740	$3,560	$7,373	$6,000	-	$7,050	$5,492	352.5%
Total of all Ag Land												
Number of Transactions	16	55	49	42	45	24	40	33	29	44	28	175.0%
Acres Sold	4,729	3,095	2,816	2,357	3,058	1,577	2,276	1,879	1,320	2,034	-2695	-57.0%
Dollars per Acre	$1,477	$1,970	$2,180	$1,993	$2,526	$2,280	$3,209	$3,374	$3,556	$3,467	$1,990	134.7%

Source: Wisconsin Agricultural Statistics Service, Agricultural Land Sales, 1998 - 2007.

As indicated in Table 8-3, the amount of agricultural land sold in Manitowoc County has fluctuated from 1998 to 2007, with the average being 2,514 acres on about 42 transactions each year. The value of the total acres sold has been steadily increasing, with the dollar value per acre more than doubling from 1998 to 2007. Each year a growing majority of the sales are agricultural land being sold to other owners who continue to use the land for agricultural purposes. While these data are generalized to the county level, many of these trends are also reflected locally in the Town of Newton.

The overall supply of land in the Town of Newton is fixed. Unincorporated municipalities (i.e., towns) do not have the power to annex land. It is anticipated that a loss of town land due to city or village annexation will be unlikely over the course of the planning period. The nearby City of Manitowoc, which has the power to annex land, does not appear to have substantial growth potential in the direction of Newton. However, this may change as the national and state economy begins to expand. The town's supply of land for potential development is expansive. Over 19,000 acres (or approximately 88%) of the town consists of agricultural lands, woodlands, and other resource lands (excluding water features). Sustaining this base of agricultural and resource lands over the long term is one of the reasons why the planning and management of development and land use are so important in the Town of Newton.

Demand for land in the Town of Newton can be classified differently depending on the location in the town. The town's location near the City of Manitowoc lakeshore areas along Lake Michigan and access to U.S. Interstate 43 can make the rural setting a desirable place to locate a residence. However, many areas in the town are managed for agricultural purposes which does not invite residential expansion. It is anticipated that a majority of the town will remain as a highly agricultural area with most demand for land resulting from single home developments.

8.5.1 Projected Supply and Demand of Developed Land Uses

Table 8-4 displays estimates for the total acreage that will be utilized by residential, business, industrial, institutional, and resource land uses for five year increments through 2030. These future land use demand estimates are largely dependent on population and housing projections and should only be utilized for planning purposes in combination with other indicators of land use demand.

The linear housing unit projection provides the projected number of new residential units for the residential land demand projection. The linear projection is nearly the same as the WDOA projection through the year 2025 (please refer to the Population and Housing element for more details on housing projections) and is more indicative of actual trends than the use of building permit data that fluctuates significantly with market conditions.

The projection methodology for residential land use demand assumes that development will take place at the approximate lot sizes identified by the preferred land use plan (found in Section 8.6). As an example, the plan specifies a preferred minimum lot size of one acre for most residential development; therefore each projected housing unit will occupy an additional one acre of the town to compute the projection. Based on the land use acreage calculations for 1999, 681.9 acres of land was intensively dedicated for residential purposes. Dividing the residential acreage by the number of housing units (795), the average lot size was 0.86 acres. Using the same methodology for 2009, the dedicated residential acreage (1,130) divided by the number of estimated housing units (845) results in an average residential lot size of 1.3 acres. For analysis, the plan used the one acre lot size for the land use projection in Table 8-4 and estimated a range of acreage demand by inserting the 1.3 acres per lot based on the estimated 2010 lot size average. As a result, it is estimated that Newton will require between 110 and143 acres of land for new residential development over the planning period.

Projected demand for business, industrial, and institutional land use assumes that the ratio of the town's 2000 population to current land area in each use will remain the same in the future. In other words, each person will require the same amount of land for each particular land use as they do today. These land use demand projections rely on the linear population projection as noted in the Population and Housing element. Based on the projection methodology, there are anticipated increases for business, industrial and institutional lands. The trend over the past decade shows increases in business lands by 21.5 acres and a decrease of 17.1 acres of industrial lands. Between business and industrial lands, there is a 23.1 acre projection for additional demand, which most likely will occur more for business lands than for industrial. In accordance with Table 8-5, the land demand and supply comparison shows the business and industrial demand at 302.6 acres in total, with lands planned for business and industrial at 570 acres, or 267 more acres planned for potential development. The point of this calculation is to demonstrate the plan has more than enough land planned for potential business and industrial development than what is anticipated, and will be able to accommodate the market demands for business development.

Projected resource land use acreages are calculated based on the assumption that the amount will decrease over time as conversions to intensive land uses occur. Agricultural and other resource lands are the existing land uses that can be converted to other uses to accommodate new development. The amount of resource lands consumed in each five year increment is based on

the average amount of land use demand for each of the developed uses over the planning period. The key to the conversions will be in how the land transitions are managed, in that lands will be converted from agriculture and woodlands as an example, but that conversion does not necessarily mean that productive agricultural lands will be impacted or even taken out of production. The conversion projection in Table 8-4 shows an estimated 135 acres will be converted out of agriculture or woodlands to other intensive uses.

Table 8-4

Projected Land Use Demand (acres), Town of Newton 2000-2030

Year	Residential[1]	Business[2]	Industrial[3]	Institutional[4]	Resource Lands[5]
1999	681.9	83.9	191.3	15.6	20,099.0
2009	1,130	105.4	174.1	24.4	19,139.2
2019	1,185	109	187.3	26.3	19,071.6
2029	1,240	111	191.6	26.8	19,003.9
# Change	110	5.6	17.5	2.2	-135.3
% Change	9.7%	5.3%	10.0%	9.0%	0.7%

[1]Residential includes single family, two-family, mobile home parks, and active farmsteads.
[2]Business only.
[3]Industrial includes industrial and quarries.
[4]Institutional include parks, recreation, public, and quasi-public.
[5]Resource lands include agricultural and woodland/natural areas.

Table 8-5 and Figure 8-2 provide a comparison of land supply and demand for the Town of Newton. Land use demand is based on the previous calculations, and land supply is based on the preferred land use plan described in Section 8.6.

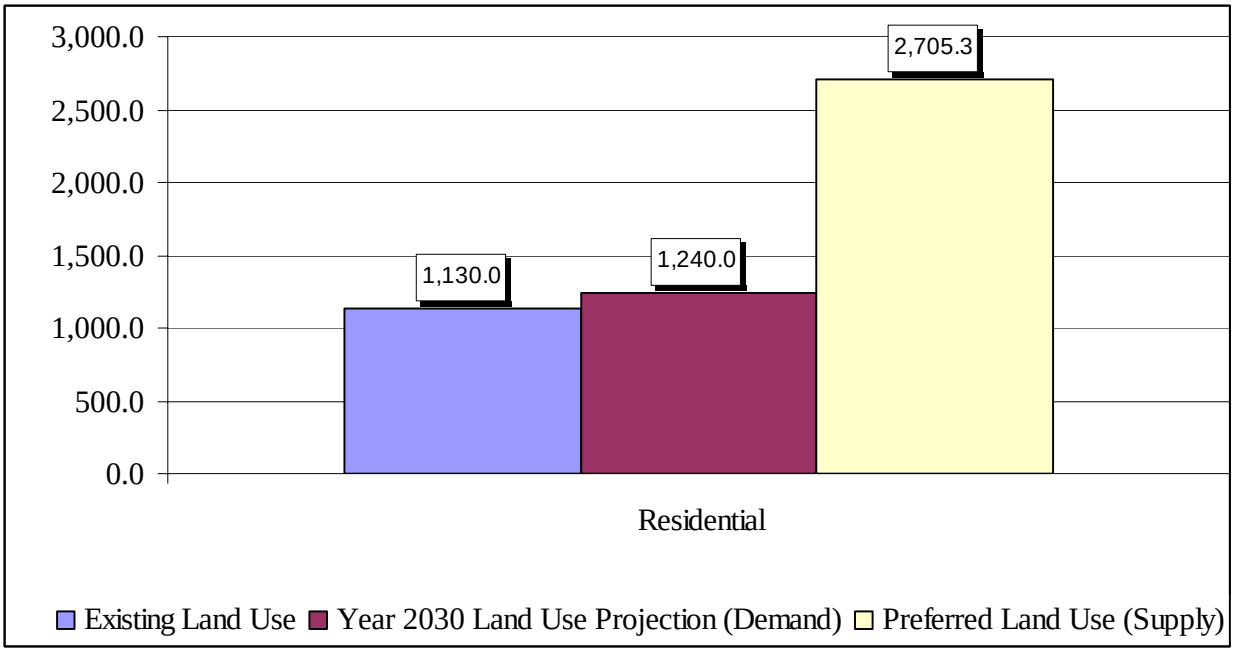
Table 8-5

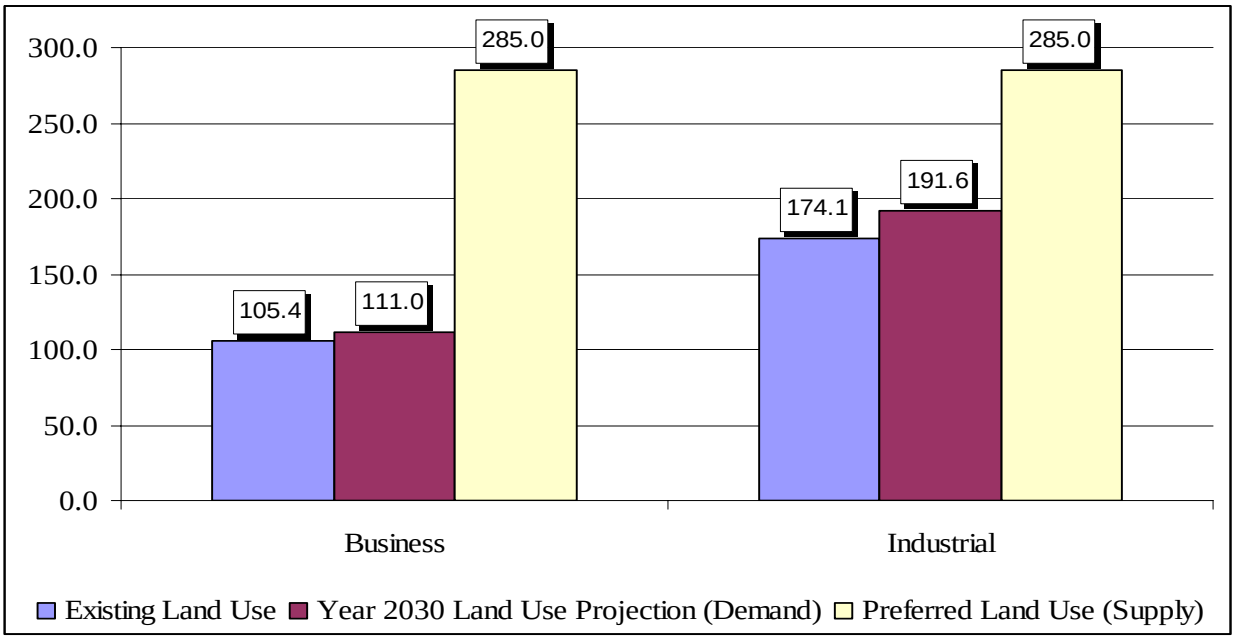
Land Supply and Demand Comparison (acres), Town of Newton

	Residential	Business	Industrial
Existing Land Use	1,130.0	105.4	174.1
Year 2029 Land Use Projection[1] (Demand)	1,240.0	111.0	191.6
Preferred Land Use[2] (Supply)	2,705.3	285[3]	285[3]

[1]Amount of land projected to be needed in the year 2030 to meet demand based on population and housing projections.
[2]Residential includes all lands planned for Residential and 25% of total acreage in the agricultural transition area and the conservation design area.
[3]Includes lands planned for both business and industrial as denoted in the Business/Industrial preferred land use management area.

Figure 8-2
Land Supply and Demand Comparison, Town of Newton





The Town of Newton has planned for a sufficient supply of land based on projected demand. About 2.1 times the projected residential demand is supplied by the Planned Residential Land Use Management Areas and 25% of the acreage planned in the Agricultural Transition and Conservation Design Areas. The residential acreage supply is a conservative estimate considering substantially more acreage could be developed within the Agricultural Transition and Conservation Design areas. About 2.3 times the projected business and industrial acreage is

planned for as compared to demand. The planned supply of business and industrial land is more than adequate to meet the projected demand over the planning period.

As a rule of thumb, a community should plan for about twice the projected demand for a given developed land use. This provides some flexibility in meeting the anticipated demand. The town's map of preferred land use accomplishes this.

8.6 Preferred Land Use Plan

The preferred land use plan is one of the central components of the comprehensive plan that can be used as a guide for local officials when considering community development and redevelopment proposals. When considering the role of the preferred land use plan in community decision making, it is important to keep the following characteristics in mind.

- A land use plan is an expression of a preferred or ideal future – a vision for the future of the community.
- A land use plan is not the same as zoning. Zoning is authorized and governed by a set of statutes that are separate from those that govern planning. And while it may make sense to match portions of the land use plan map with the zoning map immediately after plan adoption, other portions of the zoning map may achieve consistency with the land use plan incrementally over time.
- A land use plan is not implemented exclusively through zoning. It can be implemented through a number of fiscal tools, regulatory tools, and non-regulatory tools including voluntary land management and community development programs.
- A land use plan is long range and will need to be reevaluated periodically to ensure that it remains applicable to changing trends and conditions. The plan is not static. It can be amended when a situation arises that was not anticipated during the initial plan development process.
- A land use plan is neither a prediction nor a guaranty. Some components of the future vision may take the full 20 to 25 years to materialize, while some components may never come to fruition within the planning period.

The primary components of the preferred land use plan include the Preferred Land Use Map (Map 8-3) and the Preferred Land Use Classifications. These components work together with the Implementation element to provide policy guidance for decision makers in the town.

The Town of Newton plan for preferred land use is intended to protect agricultural resources, natural resources, and rural character for future generations while also allowing reasonable opportunities for land development. Of highest priority is the protection of the town's economic base which is tied to the availability of productive agricultural lands and harmony between agricultural production and properly located residential development. The town will accomplish this by managing the use of lands and the density of residential development. Many locations in the town will allow for limited development to take place, but the density and placement of development will be planned in order to preserve valued features of the landscape.

The preferred land use plan was shaped by both objective data and local opinion. Public participation in the form of citizen planning committee meetings and public informational meetings was utilized to significantly impact the outcome. The town considered the locations of natural resources, productive soils, roads, current land use patterns, land ownership patterns, farmland preservation program participation (refer to Map 8-2), and other objective factors to consider the suitability of lands for various preferred land uses. The objective data were further mixed with local knowledge and public opinion to produce a draft map that was reviewed by the public. Changes to the draft plan requested by the town citizens were evaluated by the Planning Commission and the Town Board, and many accepted changes were incorporated into the plan.

The town's desire to protect agricultural resources, natural resources, and rural character is reflected in that most of the town's landscape is designated with the Agriculture and Conservancy Design Preferred Land Use Management Areas. Agriculture has been mapped where good agricultural soils are present, where existing farm operations are present, and where agriculture or other open space uses are expected to continue over the long term. These lands are planned as the land base not only for existing agricultural operations, but also for future operations. As agricultural practices and the agricultural economy change over time, the town will be best positioned to respond to such changes by protecting this vital land base. It is the intent of the Agriculture classification to recognize existing residential uses and to allow for future residential development at very low densities with the use of careful site planning.

8.7 Preferred Land Use Classifications

The following Preferred Land Use Classifications have been utilized on the town's Preferred Land Use Map. These descriptions give meaning to the map by describing (as applicable) the purpose, primary goal, preferred development density, preferred uses, and discouraged uses for each classification. They may also include policy statements that are specific to areas of the community mapped under a particular classification. Any such policies carry the same weight and serve the same function as policies found elsewhere in this plan.

The Preferred Land Use Map (see Map 8-3) was developed to guide and manage land use change over the next 20 years in Newton. It is through the use of this map and related policies that Newton's vision, goals and objectives such as retaining farming as a strong component of the town's economy, conserving natural resources, maintaining a high quality rural environment, and controlling public service costs can be achieved as growth occurs.

When developing the Preferred Land Use Map, preferred town land uses were discussed based on the types of uses the town felt were of consistent character, use, and location relative to the existing development pattern and uses that occupy the land. Various land use types, including agriculture, residential, business, industrial, and parks and open space, which promote a sound, orderly and attractive community was evaluated. The Town of Newton's 2030 Preferred Land Use Map utilizes two sets of classifications: Preferred Land Use Management Areas and Preferred Land Use.

8.7.1 Preferred Land Use Management Areas

Overall, the growth management strategy is to accommodate new development within the Planned Residential, Planned Business, Agricultural Transition and Agriculture preferred land use management areas. The Conservation Design preferred land use management area provides for a growth management strategy to accommodate low density single-family living opportunities preserve natural features, unique landscapes, and open spaces corridors which contribute greatly to the Town's rural character.

These preferred land use management areas are intended to act similar to overlay districts in that they identify what the town feels are the best and most appropriate land uses, both in the lands' present condition and the desired future condition of use. The preferred land use pattern represented on the Preferred Land Use Map, and summarized in Table 8-6, does not specifically designate individual areas for development. Rather, it designates the entire area for that use to occur. Table 8-7 presents the purpose, management objectives, and general mapping criteria for each Preferred Land Use Management Area.

Table 8-6

Preferred Land Use Management Area Designations

Preferred Land Use Management Areas	Intended to Promote:	Acres
Residential	Primary Residential Development Areas	797.5
Business/Industrial	Primary Business and Industrial	570.5
Agricultural Transition	Orderly/Efficient Agricultural Land Conversions	2,849.1
Conservation Design	Clustered/Residential Development	2,984.1
Public Lands	Resource Management/Preservation	21.6
Agriculture	Preserve Rural Character, Open Spaces and Productive Farmland	13,369.2

Table 8-7

Purpose and Intent of Preferred Land Use Management Areas

Management Area	Purpose/Management Objectives	General Mapping Criteria
Residential	This management area is for those residential developments approved by the town either as a Planned Residential District or individual homes or multi-family homes. The key management objective is to accommodate development consistent with the conditions of approval.	♦ Land associated with current residential development within the town of Newton. ♦ Highly-developed lakeshore areas characterized by small residential lots. ♦ Land associated with a Planned Residential District approved by the town of Newton.
Business/Industrial	This management area is intended for the ordered development of various types of business enterprises within the Town of Newton including: convenience services to residents and the traveling public; businesses requiring high visibility or quick access to Federal Interstate Highway 43 (I-43);.manufacturing, warehousing, and other light industrial operations; and convenience-type services for rural residents and agricultural support businesses.	♦ Land associated with current business or industrial development within the town of Newton. ♦ I-43 interchange area served by frontage road (County Road CR) along the Canadian National Railroad Line. ♦ Growth areas along the Canadian National Railroad tracks which contain existing industrial uses and are already zoned industrial. ♦ Land associated with current business or industrial development along County Road CR
Agricultural Transition	This management area is intended for rural areas adjacent to the city of Manitowoc and other areas of Newton which have experienced significant non-farm related growth, or where non-farm growth is planned nearby, but where agricultural and rural open spaces still remain the predominant land use. The key management objectives are: ♦ Retain a diversity of rural lots sizes, which includes larger	♦ Lands located in the city of Manitowoc Urban Service Area. ♦ Land located along County Road CR north of Clover which are already characterized by a mix of industrial, business and non-farm residential uses. ♦ Land adjacent or between planned residential and other residential areas.

Management Area	Purpose/Management Objectives	General Mapping Criteria
	ownerships where rural land uses will continue to thrive. ♦ Allow for orderly transition to residential development near the city of Manitowoc where adequate public facilities and services are provided. ♦ Provide for transition areas between residential areas and adjacent agricultural management areas. ♦ Minimize land use conflicts between existing active farms and new non-farm development.	♦ Land between Northeim Road and County Road LS which contains mostly non-farm residential uses and is primarily underlain by soil types with an agricultural capability rating of Class III or lower. ♦ Areas of active farm operations should generally not be located within these areas, but may occur where non-farm intensive uses have already significantly encroached upon such areas.
Conservation Design	This management area is intended to promote conservation of natural features such as water features, unique landscapes, natural areas, open spaces, unique habitats (e.g., bluffs), scenic views, and agricultural lands and corridors which contribute greatly to the Town's rural character and identity. Overall, this management area will accommodate low to very low density single-family living opportunities but also provides for infill and redevelopment consistent with established residential areas around inland lakes.	♦ Areas characterized by large contiguous tracts of natural features (e.g., upland woodlands) and environmentally sensitive areas. ♦ Shoreland areas of town lakes/ponds which are predominantly undeveloped or only semi-developed. ♦ Most of the total acreage should be associated with large ownerships. ♦ Highly-developed lakeshore areas characterized by small residential lots. ♦ Land between County Road LS and Lake Michigan, including shoreland bluff and beach areas.
Public Lands	This management area is intended to include lands and facilities owned and managed by the town. The key management objective is to maintain high quality town services and facilities at appropriate locations.	♦ Town governmental buildings, facilities (e.g., recycling center), and parks.

Management Area	Purpose/Management Objectives	General Mapping Criteria
Agriculture	This management area consists of primarily agricultural land, farmsteads, woodlands, and opens spaces, at very low residential densities. The key management objectives are: ♦ Preserve productive agricultural land for food fiber production. ♦ Preserve productive farms by preventing land use conflicts between incompatible uses and controlling public service costs. ♦ Retain farming as a strong component of the town's economy and employment base. ♦ Maintain a viable agricultural base to support related agricultural processing and service industries. ♦ Allow for farm expansion. ♦ Retain the town's rural character which is characterized by contiguous cropped farmland, woodland and open space lands. ♦ Appropriately site whatever development occurs in order to conserve natural resources and features.	♦ Located outside of urban service areas and sanitary sewer service areas. ♦ Land generally characterized by contiguous ownerships of 35 acres or more which are predominantly managed for agricultural production. ♦ Land characterized by smaller ownerships, isolated or small clusters of non-farm development, woodlands, and uncultivated open space areas, where the surrounding land use pattern is predominantly managed for agricultural production. ♦ Land predominantly underlain by Class I, II and III agricultural soils [see Map 5-1], but may include other areas where the other general mapping criteria are met. ♦ Existing areas of non-farm related land uses should be of very limited extent.

8.7.2 Preferred Land Use Management Area Policies

In order to provide a more specific framework for implementing the *Town of Newton Year 2030 Land Use Plan* vision statement, goals, objectives, and the Land Use Development Plan, the following policies have been developed specific to the Preferred Land Use Management Areas. These policies are intended to be used by town decision makers to react to land divisions, development requests, site plan reviews, rezonings, conditional use permits, variance requests and other situations which may require guidance.

The town recognizes that the strict application of the land use policies contained within this section may not always result in new development being sited in locations that best achieves the goals and objectives of this plan. However, it is the intent that land use policies be applied to the fullest extent practicable to implement the purpose and management objectives of the preferred land use management areas depicted on Map 8-3.

General Policies

The following policies shall apply to each of the preferred land use management areas designated on Map 8-3, Year 2030 Preferred Land Use:

1. Maintain agricultural, woodland, open space and park/recreational land uses on the Year 2030 Preferred Land Use Map as the town's primary land uses.

2. Utilize the targeted land protection criteria for guiding the location of proposed new development and creation of new lots.

3. Maintain natural vegetative buffers around town lakes, streams, ponds and wetlands to filter land runoff, slow the movement of stormwater, increase water infiltration into the ground, and provide wildlife habitats.

4. Public infrastructure (e.g., utilities, roads, etc.) should be located and constructed to prevent negative impacts on agriculture such as limiting or interfering with access to fields or the effectiveness and efficiency of the farmer and farm equipment. Utilities serving new development should be placed underground whenever possible.

5. New development shall provide for and/or contribute its proportionate fair share of expenses associated with the provision or maintenance of public facilities and services. Public services and facilities include, but are not limited to: public sewer and water, roads, parking, snow plowing, garbage, fire and emergency needs, and schools.

6. The provision of necessary improvements should be provided concurrently with the development of the proposed project. Developments with requirements beyond existing levels of service related to police and fire protection, schools, roads, and utilities should not be allowed until such services can be adequately provided and maintained.

Residential Management Area Policies

The following policies shall apply to those lands designated as Preferred Residential Land Use Management Areas on Map 8-3, Year 2030 Preferred Land Use:

1. Support residential infill within the established lakeshore areas consistent with existing densities and uses.

2. Establish a maximum residential density of one (1) dwelling unit per acre and a half within the town Residential Preferred Land Use Management Areas.

Business/Industrial Management Area Policies

The following policies shall apply to those lands designated as Preferred Business Land Use Management Areas on Map 8-3, Year 2030 Preferred Land Use:

1. New businesses should be directed into designated preferred business and industrial land use management areas whenever possible to conserve agricultural lands, retain rural character, and control public service costs. Development proposals located adjacent to the west side of the I-43 and County Road C interchange or along a potential I-43 frontage road between County Road C and Newton Road will be encouraged provided that:
   a. A frontage road is provided to serve the business site. The Town shall reserve the right to require dedication of public road and utility easements for potential extension of a frontage road between County Road C and Newton Road. Direct access of new business development onto County Road C should not be allowed.
   b. The proposed business use shall be consistent with the purpose and management objectives of the Business Design Review Overlay District of the zoning ordinance.
   c. Development sites shall be designed and landscaped to be aesthetically pleasing from I-43 and to control visual, noise, glare and other impacts to adjoining rural areas not designated for business use. A berm or other approved visual screen shall be required along boundaries not designated for business use.

2. The preferred location for new business and industrial growth is within areas designated on the Year 2030 Preferred Land Use Map (see Map 8-3) within the Planned Business Management Area.

3. New business development is preferred to businesses that are low water users and those that can provide on-site sanitary sewer disposal.

4. New development or redevelopment of lands along the northern portion of County Road CR should be limited to small expansions of existing businesses, convenience services for rural residents, and/or agricultural support businesses.

5. Businesses which provide convenience services for residents and I-43 travelers, or depend on direct access onto I-43, will be preferred with the Business Design Review Overlay District of the zoning ordinance within the highway interchange area.

6. New residential development should not be allowed within the Planned Business Preferred Management areas to minimize land use conflicts and maintain available sites for business development within these preferred areas.

7. All types of business development shall be designed to maintain a rural appearance and address impacts to adjacent properties and the surrounding neighborhood. Design review considerations shall include, but are not limited to: landscaping/screening, signage, parking, traffic, lighting, site layout/building orientation, and building design.

8. On-farm enterprises and home-based businesses should be allowed throughout the town consistent with other plan objectives and policies. Such uses must remain an accessory use, secondary to the primary agricultural and/or residential use of the property, and should not interfere with adjacent farming operations, cause nuisances for nearby residents, or generate large amounts of traffic.

9. Home-based businesses that have outward characteristics of a business should be allowed only when consideration (e.g., limitations on outdoor advertising, screening of operations) is made for the rural character of the surrounding neighborhood.

Agricultural Transition Area Policies

The following policies shall apply to those lands designated as Preferred Agricultural Transition Land Use Management Areas on Map 8-3, Year 2030 Preferred Land Use:

1. Establish a minimum lot size of one (1) acre within agricultural transition areas.

2. Support continuation of agricultural land uses within the agricultural transition area.
   a. Utilize potential transition areas as the first preference for residential development.
   b. Encourage and support cluster development to retain farmland and rural character.

Conservation Design Management Area Policies

The following policies shall apply to those lands designated as Preferred Conservation Design Land Use Management Areas on Map 8-3, Year 2030 Preferred Land Use:

1. The following residential density provisions shall be applicable within the Conservation Design Management Area:
   a. Minimum lot size shall be one (1) acre.
   b. Maximum residential density shall be one (1) dwelling unit per 5 acres within the Lake Michigan Shoreland Residential (LMSR) area of the zoning ordinance.

c. Maximum residential density for the Rural Character Conservation (RCC) area of the zoning ordinance shall be based on existing parcel size as follows:
   1) 0-10 Acres: A maximum of two lots, one permitted and one conditionally permitted.
   2) 10-35 Acres: A maximum of three lots, one permitted and two conditionally permitted.
   3) 35 Acres or More: A maximum of four lots, two permitted and two conditionally permitted.
   4) All contiguous property recorded in the same ownership will be used to compute the total number of rural residential lots permitted. Existing residences shall count toward the maximum number of lots permitted.

d. Density bonuses through planned residential development, conservation subdivisions, cluster development or similar types of development should not exceed 50%.

2. Lands presently zoned A-3, Farmland Preservation District, should remain in this zoning district unless a rezoning is requested by the landowner. The A-3 zone is consistent with the purpose and management objectives of both the RCC and LMSR management areas, and offers greater protection of natural resources through more restrictive residential density requirements. In addition, rezoning may impact prior landowner agreements under the state Farmland Preservation Program.

3. Establish a one (1) acre maximum "limits of disturbance" (LOD) for new residential housing and accessory uses (e.g., driveway, lawn, outbuildings, etc.) whereby the location and limits of development within the parcel are identified. The LOD shall be located in areas which minimize disturbance of woodlands and environmentally sensitive areas (wetlands, shorelands, steep slopes). The LOD shall be shown on all newly created lots intended for residential development.

4. Limit and control the construction of public and private roads and extension of existing roads. New road segments should be located and designed to minimize disturbance and fragmentation of environmentally sensitive areas and woodlands.

5. Support the use of conservation/cluster development designs which retain 70% or more of contiguous open spaces. Open space priorities should include upland woodlands, steep slopes, grasslands and other rural open spaces which are not protected under existing shoreland, wetland and floodplain regulations.

Agriculture Management Area Policies

This category, which represents the great majority of the town's land use, are those areas where agricultural type uses such as dairy and crop farming are the anticipated predominant land use in the area. The Agriculture category could include a limited amount of residential development, but the predominant land use would be agricultural in nature. A minimal amount of other non-farm land uses, e.g. wind energy systems, wireless communication facilities, dog kennels,

veterinary clinics, mineral extraction, farmers markets, and wildlife ponds, etc., may also occur in areas planned for agriculture.

Preservation of the town's agricultural areas, natural resources, surface waters, and open spaces was identified to be a priority issue. Several strategies for achieving this goal have been identified and outlined in this plan. These strategies primarily include strengthening agricultural zoning and directing future development into surrounding areas that are served by sanitary sewer systems. Major subdivisions (those proposing to create five or more lots) and other similar large scale developments are prohibited in these areas. The following policies shall apply to those lands designated as Agricultural on Map 8-3, Year 2030 Preferred Land Use Map:

Policies

1. The principal land uses within the Agriculture Preferred Land Use Area shall be agriculture, forestry, and natural open spaces (e.g., wetlands). Other uses may be allowed but should be subject to local review, rezones, and/or conditional use approval to assure current and future maintenance of the agricultural resource, compatibility with agricultural operations, and consistency with other community goals and objectives. Such uses include:
    a. Residential housing
    b. On-farm enterprises, agricultural support businesses, and/or home-based businesses
    c. Manufacturing of agricultural products
    d. Sand and gravel extraction
    e. Churches, cemeteries, aircraft landing strips, schools, local government buildings and facilities, and solid waste disposal/recycling sites

2. The A-3 Agriculture District from the zoning ordinance should be the primary and preferred zoning district for the Agricultural Management Area.

3. Maintain low to very low residential densities throughout the Agriculture Preferred Land Use Area.
    a. Prohibit new residential development within the A-3, Agriculture District, except for replacement of existing dwellings. For the purpose of transfer of ownership of A-3 zoned lands (no new homes allowed in A-3 zones).
    b. Proposed new homes or rural residential lots would require a rezoning out of A-3, agriculture district, in order to allow for public input and comprehensive review of preferred locations for residential and accessory uses and to facilitate tracking of potential residential development rights.
    c. Any lands removed from the A-3, zoning district, shall be considered limited, non-agricultural within a predominantly agricultural area.
    d. Limit the potential maximum residential density allowed through a rezoning of A-3, Agriculture District lands to one (1) lot per 35 acres and one (1) single-family dwelling unit per lot.
        1) All property recorded in the same ownership will be used to compute the total number of rural residential lots permitted. Existing residences shall count toward the maximum number of lots permitted.

2) Rural residential lots created shall not be redivided.
3) All A-3 zoned lands in the same ownership as of the adoption date of this plan transferred from a parcel of record shall not be used to create rural residential lots or in the calculation for determining the number of allowed rural residential lots.

e. Rural residential development on lands zoned A-2 within the Agriculture Preferred Land Use Area shall be located on a minimum lot size of one (1) acre and the maximum number of potential lots allowed shall be limited as follows:
1) 0-10 acres a maximum of two lots, one permitted and one conditionally permitted.
2) 10-35 acres a maximum of three lots, one permitted and two conditionally permitted.
3) 35 acres or more, a maximum of four lots, two permitted and two conditionally permitted.
4) All property recorded in the same ownership will be used to compute the total number of rural residential lots permitted. Existing residences shall count toward the maximum number of lots permitted.

f. Residential density increases or bonuses through Planned Residential Districts, cluster development, or other development approvals shall not be allowed within the Agriculture Preferred Land Use Area. Exceptions for farm labor housing may be allowed through conditional use approval.

4. New development shall be designed and located to minimize conversion of town agricultural, woodland and open spaces to residential and accessory (e.g., driveway, lawns, out buildings, etc.) uses.
a. Establish a two (2) acre maximum "limits of disturbance" for new residential housing and accessory uses (e.g., driveway, lawn, outbuildings, etc.) whereby the location and limits of development within the parcel are identified, requiring the remaining acreage of the parcel to remain in agricultural, woodland, or open space uses to minimize loss of agricultural land, protect town natural resources, and retain rural character.
b. The maximum permitted residential lot size shall be two acres for lands rezoned from A-3 Agriculture District. The Town may allow for possible lot combinations on non-prime farmland (i.e., substitute one six-acre lot for three, two-acre lots).
c. Maintain agricultural lands and natural open spaces as large, contiguous tracts with connections to similar areas on adjacent property. Clustering of residential lots consistent with other plan goals, objectives and polices is encouraged.

5. New development shall be designed and located to maintain the agricultural efficiency and productivity of the Agriculture Preferred Land Use Area.
a. Reserve lands more than 300 feet from a public road for exclusive agricultural and open space uses, including nonresidential farm accessory buildings, except where it can be demonstrated that there are no suitable building sites within 300' of public roads on the subject property to be developed or divided and/or where locating more than 300 feet from the public road will better achieve the purpose/management

objectives of the Agriculture Preferred Land Use Area and other provisions of the land use plan.

b. Maximize retention of prime agricultural soils for agricultural or open space uses. Prime agricultural soils include those soil types identified within the Soil Survey of Calumet and Manitowoc Counties as Class I, II or III agricultural capability group (see Map 5-2). Where no Class IV or lower soils are available for development, priority should be given to protection of Class I and II soils.

c. Where feasible, the development area should be located along the edges of tillable fields, either along an existing fence line or on non-tillable land where the disruption of farming practices will be minimized.

d. Avoid the creation of irregular lots which preclude or significantly impact continued farming operations on adjacent lands.

e. Direct new housing into areas already characterized by existing development patterns (e.g., triangular lots, "three-cornered lots," narrow fields between residential uses, etc.) whenever possible, which preclude or significantly impact efficient farming operations.

f. Maximize the distance between residential development and active farms. Prohibit new non-farm residential structures from locating within 1,000 feet of active farms (see Map 10-5). Pre-existing lots (created prior to plan adoption) which do not have buildable areas outside of the buffer area and new lots created outside of the agricultural management area may be exempted from this requirement without a variance; provided that, a right-to-farm disclosure notice is signed prior to issuance of building permit.

g. Provide for suitable transition areas (e.g., building setbacks, vegetative screens) between residential and existing active farms and managed cropped farmland areas. Consideration shall be given to site specific conditions, existing natural features, and characteristics of active farming operations.

h. Avoid new construction or extension of public roads within the preferred agricultural area which can fragment town farmlands and introduce development pressures in previously undeveloped town areas.

8.7.3 Preferred Land Use Areas

The Town of Newton’s 2030 Preferred Land Use Map utilizes two sets of classifications: Preferred Land Use Management Areas (discussed previously in section 8.7.1) and Preferred Land Use Areas. While the Town of Newton’s growth management strategy is to accommodate new development within the Preferred Land Use Management Areas, it is also recognized that new development will occur in other areas of Newton. Therefore, a key component of the Land Use Development Plan is to control the amount of new development outside of designated growth areas and to appropriately site whatever development does occur. As such, the following Preferred Land Use Areas have been utilized on the town's Future Land Use Map: Residential; Business, Industrial; Communications/Utilities; Government/Institutional; Farmsteads; Woodlands/Natural Areas; Parks and Recreation. These broad descriptions give meaning to the map by describing (as applicable) the purpose, primary goal, preferred development density, preferred uses, and discouraged uses for each classification. The descriptions of these Preferred

Land Use Areas closely match the Town of Newton's Zoning Ordinance. However, the zoning ordinance provides greater detail and further specifies classifications within each land use.

These Preferred Land Use Areas may also include policy statements that are specific to areas of the community mapped under a particular classification. Any such policies carry the same weight and serve the same function as policies found elsewhere in this plan. Figure 8-3 and Table 8-8 display the distribution of each Future Land Use Classification as shown on the Future Land Use Map.

Residential (Yellow)
This category represents those areas where residential land uses already exist, or, where such uses are planned to be the predominant land use. The density of residential development may vary depending on applicable zoning, and includes single-family and two-family housing in this category. Mobile home parks, attached condominiums, and other multi-family residential uses would not be categorized as Residential. Where agricultural uses occur in these mapped areas, it is anticipated that theses areas will become predominantly single-family residential over time.

Policies

- New single and two-family residential development should occur exclusively in the planned areas as shown on the Year 2030 Preferred Land Use map.
- Densities will be regulated by the Town's development review criteria and zoning code.
- Single-family residential neighborhoods should contain some form of buffering, e.g., landscaping, berming, screening, and/or additional building setbacks, between the residences and potentially incompatible land uses such as agricultural, business, or industrial.

Business (Red)
These mapped areas represent where business type land uses are anticipated in the future. Examples of uses found in this category include retail sales and services, eating and drinking establishments, financial institutions, professional offices, service and repair businesses, visitor accommodations, entertainment businesses, parking lots, and day care facilities.

Policies

- New business development should occur exclusively in the planned business areas as shown on the 2030 Preferred Land Use Map.
- Densities will be regulated by the town's development review criteria and zoning code.
- The town should assess the use of some minimum design standards which promote quality and aesthetics and do not detract from the community.
- Individual lot sizes may vary depending on the location and the services available. All business developments should be reviewed as part of a planned development area, including review of parking and access control.
- Intensive business activity in close proximity to residential development should be avoided.
- Discourage the proliferation of large billboards and off-premises signs associated with business development in favor of smaller, less obtrusive signage.

- New developments should be subject to minimum building and site design, landscaping, signage, and outdoor storage provisions to encourage community character and sustainable developments.

Industrial (Grey)
These mapped areas represent where industrial type land uses exist and are anticipated. Manufacturing and production facilities, resource extraction and processing, warehousing, transportation terminals, feed mills, and wholesale establishments are some of the examples of uses included in this category.

Policies
- New industrial development should occur in the planned industrial areas as shown on the 2030 Preferred Land Use Map.
- Densities will be regulated by the town's development review criteria, zoning code and any applicable requirements of the state of Wisconsin.
- New developments should be subject to minimum building and site design, landscaping, signage, and outdoor storage provisions to encourage community character and sustainable developments.
- Proper access by industries to and from major traffic routes should be provided. Industrial development should also maintain adequate off-road employee parking, loading and unloading facilities, and should be buffered from intensive residential areas to reduce potential land use related conflict.
- Reuse of existing vacant industrial property should be a priority when assessing new potential industrial uses.

Communications/Utilities (Blue)
This category includes all private utility facilities that provide a service to the community. Land uses such as transmission station, communications towers, electrical substations, and natural gas regulator stations facilities are included in this category.

Policies
- New communications or private utility development should be regulated by the town's development review criteria, zoning code and any applicable requirements of the state of Wisconsin.

Government/Institutional (Purple)
This category includes all public utility facilities that provide a service to the community except parks. Land uses such as churches, cemeteries, post offices, libraries, nursing homes, assisted living facilities, prisons, airports, hospitals, town halls, police and fire stations, museums, and schools are some examples of community services. Other uses could include public provided utilities such as electrical substations, water wells, water towers, and wastewater treatment facilities.

Policies

- New government or institutional facilities should be regulated by the town's development review criteria, zoning code and any applicable requirements of the state of Wisconsin.

Farmsteads (Dark Brown)

This category represents those areas where active agricultural type uses such as dairy and crop farming currently exist and are the only land use in the area. Housing for a farm operator or the son or daughter of the farm operator is acceptable. Preservation of the town's agricultural areas was identified as a priority issue. Several strategies for achieving this goal have been identified and outlined in this plan. The primary purpose of this category is to designate active farmsteads on the Year 2030 Preferred Land Use map.

Woodlands/Natural Areas (Light Green)

These mapped areas include the approximate locations of wetlands five acres and larger as designated by the WDNR. There are 4,858 acres of Woodlands/Natural Areas in the Town of Newton and the primary value of these woodlands as landscape features is tied to outdoor recreation, aesthetics, and environmental benefits. Forests help to define the "Rural Character" of the Town of Newton. There is limited economic potential from the standpoint of harvesting pulp or timber, since the town's remaining woodlots tend to be small and widely scattered. Many contain residential development or are located in public recreation or wetland areas.

Policies

- Agricultural activities such as crop harvesting, pasturing, and tree cutting are recognized as acceptable activities in the Woodlands/Natural Areas classification.
- Use of wetland areas and floodplains is encouraged for the purpose of passive, non-motorized outdoor recreation opportunities, e.g., walking/hiking trails, wildlife movement, and overall character enhancement.
- Development should not occur within nor encroach on these areas other than for open space preservation, conservation or passive recreational purposes as may be allowed under applicable zoning regulations.

Parks and Recreation (Dark Green)

This category includes existing and future park and recreation lands. Local, county, state, and federal recreation areas, as well as privately owned recreation areas (gun clubs, conservation clubs, etc.), are included in this category. Park and recreational facilities are positive attributes to the community and are an important public investment to provide leisure opportunities.

Policies

- Existing park and recreation areas should be maintained and enhanced as necessary to contribute to overall community identity and outdoor recreation opportunities.
- Coordinate existing and planned recreational facilities through Manitowoc County's Comprehensive Outdoor Recreation Plan or a local Outdoor Recreation Plan.

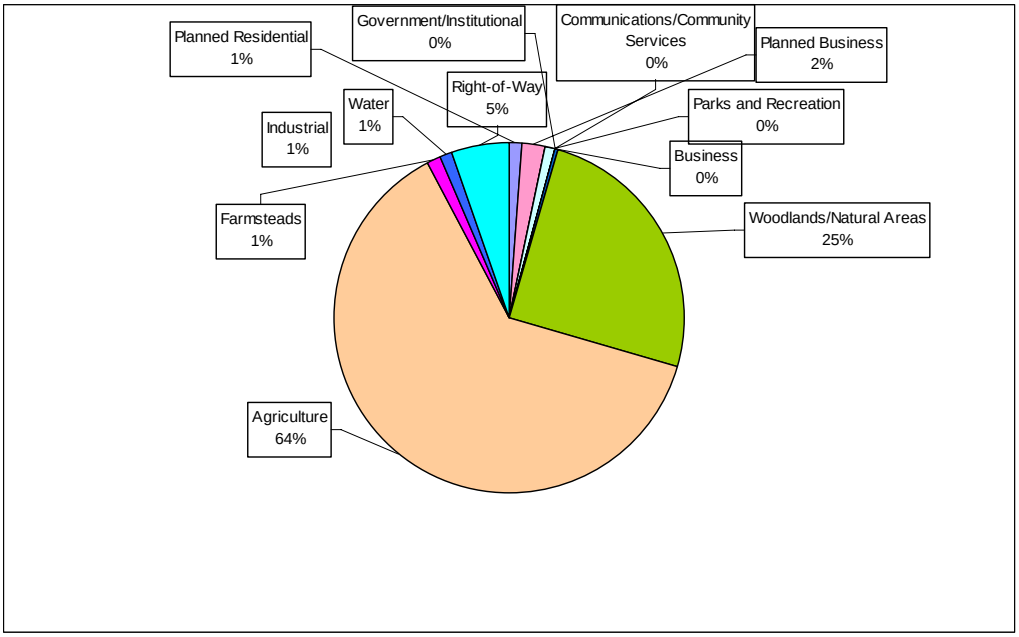
Table 8-8

Preferred Land Use, Town of Newton, 2007

Preferred Land Use	Acres	% of Total
Planned Residential	532.21	2.4
Residential	425.36	1.9
Planned Business	420.08	1.9
Business	52.25	0.2
Industrial	151.75	0.7
Communications/Community Services	2.61	0.0
Parks and Recreation	22.29	0.1
Government/Institutional	16.85	0.1
Woodlands/Natural Areas	5,356.10	24.3
Agriculture	13,364.24	60.7
Farmsteads	289.65	1.3
Water	231.40	1.1
Right-of-Way	1,138.71	5.2
Total	22,003.5	99.9*

*Note: Total does not reach 100% due to rounding of totals.
Source: Town of Newton, 2007.

Figure 8-3
Preferred Land Use, Town of Newton, 2007



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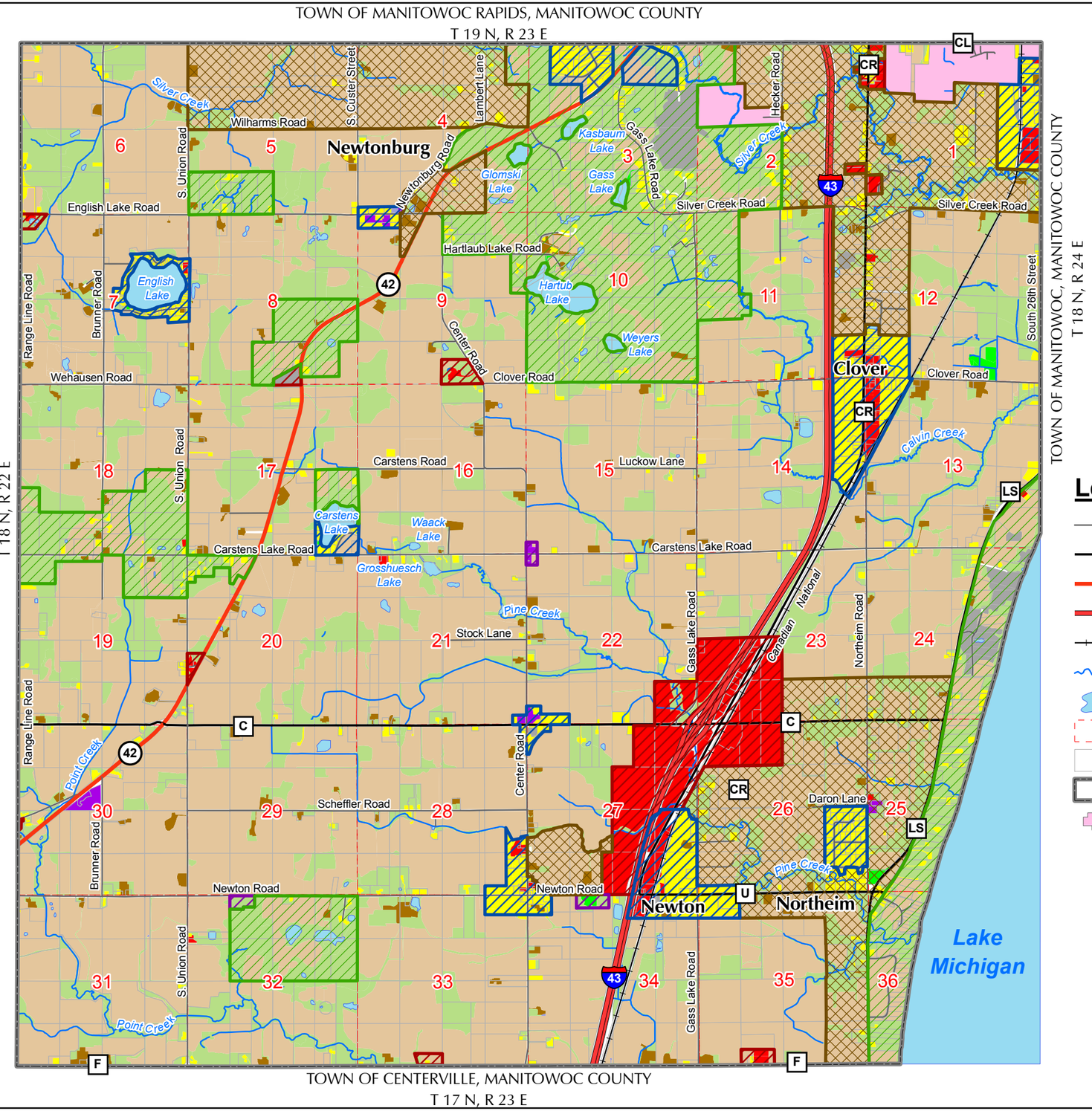
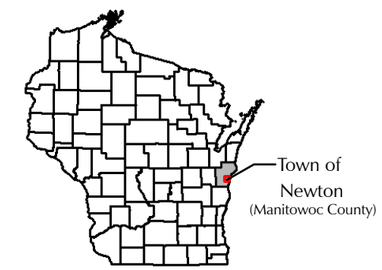
MAP 8-3
YEAR 2030 PREFERRED LAND USE
Town of Newton
Manitowoc County, Wisconsin





Legend

- Town Road
- County Highway
- State Highway
- Interstate Highway
- Railroad
- Streams/Rivers
- Lakes/Ponds
- Sections
- Parcels
- Town Boundary
- City of Manitowoc

Preferred Land Use Management Areas

- Residential
- Business/Industrial
- Agricultural Transition Area
- Conservation Design Area
- Public Lands
- Agriculture

Preferred Land Use Areas

- Residential
- Business
- Industrial
- Communications/Utilities
- Governmental/Institutional
- Farmsteads
- Woodlands/Natural Areas
- Parks and Recreation

N

0 1,750 3,500 Feet

Foth
Foth Infrastructure & Environment, LLC

This drawing 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.

Source: Manitowoc County, WI DNR and Bay-Lake RPC.

X:/GB/IE/2008/08N011/GIS-Mapping/mxd/newton_preferred_landuse_11x17.mxd July 20, 2009 BJW1

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8.8 Existing and Potential Land Use Conflicts

The goal of developing a land use plan is to formulate a functional strategy for the orderly transition of land within "proper" aesthetics of the community vision. In order to attain the goals, it is important to identify the existing or potential conflicts between land uses in the town. This involves an analysis of uses, where the characteristics of a particular land use are incompatible with an adjoining use.

This discussion is somewhat relative because there may be some degree of undesirability between many land use combinations. There are, however, some typical associations which may create problems. A typical example might be a residential development in close proximity to a particular industrial or business development that might conflict with sight, sound, odor or other undesirable characteristics. Another example could be an auto salvage yard in proximity to a recreational or natural area, or a home occupational, business-type use in a single family area that has outgrown its roots.

In the other direction, an example of compatible land use could be residential development in association with wooded recreational lands or vacant open space areas. Obviously, with the constraints of existing development and limiting factors on future growth, the most desirable situations are not always possible. An awareness of incompatible land uses and an effort to alleviate or avoid them should be strived for where possible.

Existing and potential unresolved land use conflicts have been identified by the Town of Newton and need to be monitored. While the planning process was designed to provide maximum opportunities for the resolution of both internal and external land use conflicts, some issues may remain. Due to their complexity, the long range nature of comprehensive planning, and the uncertainty of related assumptions, these conflicts remain unresolved and should be monitored during plan implementation.

8.8.1 Existing Land Use Conflicts

- Pressure to convert farmland to residential use
- Residential development next to high intensity agricultural land use and threats to the right-to-farm
- Lack of property and building maintenance
- Outdoor heating devices
- Lack of ordinance enforcement
- Lack of screening or buffering between incompatible uses
- Intrusive outdoor lighting

8.8.2 Potential Land Use Conflicts

- Continuing pressure to convert farmland to residential use
- Increasing numbers of large animal confinement operations may have a negative impact on nearby non-farm residences

- Managing development (especially business) along U.S. Interstate 43 and other highway corridors
- Siting of power transmission lines
- Siting of telecommunication towers
- Siting of wind energy towers
- Siting of solid or hazardous waste handling facilities
- Residential development next to high intensity agricultural land use and threats to the right-to-farm
- Poorly designed or unattractive business or industrial development
- Lack of building and site design standards for business and industrial areas
- The over-consumption of rural lands by large lot subdivisions
- The loss of rural character in some locations

8.8.3 Key Land Use "Drivers" Affecting the Town of Newton

- A considerable amount of residential development has occurred adjacent to cropped farmland and farms. This type of development raises concerns for maintaining the right-to-farm in the community.

- Access to I-43 and proximity to major population centers will continue to make Newton an attractive area for business development. This raises a concern for increasing land use conflicts and diminishing rural character. Planning for business and industrial growth areas and implementing design review standards for new business development can help to minimize conflicts, and even may increase economic development opportunities by providing for more predictability to prospective businesses.

- More than 90% of Newton remains cropped farmland, woodland, and open space areas. Maintaining this land use pattern is a top community priority. Demands for larger residential lots in Newton can greatly impact this rural environment. Conserving farmland and natural town features will require addressing residential land use development patterns. Growth management tools include:
  - Designating preferred residential growth areas;
  - Establishing low residential densities and flexible lot sizes outside of growth areas
  - Appropriately siting whatever development occurs to conserve natural resources and to minimize fragmentation of rural lands

- Home occupations are becoming more popular as the workforce is disseminated from the office environment, and more people with entrepreneurial spirit are "testing the waters" of self-employment from their homes. In addition, employees can be networked to the home office with Internet services and overnight mail. The transformation of the worldwide web and fiber optic technology will literally change the way people work and do business, now and in the future.

- Rural locations, such as the town of Newton, with easy access to major population centers via I-43 are prime candidates for impacts associated with this shift in workforce

location. Most people would agree that America was built on the ingenuity of people working for themselves. Working out of the home is their choice. However, when conditions change relative to the use of a primarily residential land use to more of a business or similar type use, the impacts to the surrounding properties are real and could have a negative impact. Defining what a home occupation is exactly, and when a home occupation in a single-family home becomes something else that does not fit the definition of a single family use, needs to be defined by the town of Newton in the very near future.

8.9 Opportunities for Redevelopment

Opportunities for redevelopment of land in the Town of Newton are limited. No significant areas of land are in need of redevelopment in the town. However, in every instance where development is considered in the *Town of Newton Year 2030 Comprehensive Plan*, redevelopment is also considered as an equally valid option. Plan components that support the preservation of rural lands and rural character encourage redevelopment. Redevelopment is an alternative to the consumption of agricultural lands and green space by new development. Plan components that support the use of existing infrastructure encourage redevelopment. Redevelopment is a method of maximizing the use of existing roads and other town services. Opportunities for redevelopment are addressed in several of the goals, objectives, and policies of this plan including:

- Goal H2
- Objectives H2a and H2b
- Policy H3

Land Use Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1. **Plan for land use in order to achieve the town's desired future.**

Objectives

1.a. Establish preferred land use classifications and assign them to areas of the town in order to increase compatibility between existing land uses and avoid future land use conflicts.

1.b. Establish land use decision making policies and procedures that ensure a balance between appropriate land use planning and the rights of property owners.

1.c. Seek a pattern of land use that will preserve productive/active agricultural areas/resources.

1.d. Seek a pattern of land use that will preserve natural areas/resources.

1.e. 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.

1.f. Utilize the existing road network to accommodate most future development.

1.g. Encourage land division layouts that incorporate the preservation of valued community features, that fit within the character of the community, and that are suited to the specific location in which the development is proposed.

1.h. In order to protect property values and encourage quality design, consider establishing design review guidelines for the layout and appearance of buildings, signage, parking lots, landscaping, etc., for proposed intensive land uses such as business, industrial, institutional, or multi-family development.

8.10 Land Use Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies: Town Position

LU1 The existing road network and existing public facilities and services should be utilized to accommodate new development to the maximum extent possible.

LU2 Land use decisions and policies should maintain the integrity and viability of agriculture so that farming practices can occur without creating conflicts with non-agricultural uses.

Policies: Town Directive

LU3 Town subdivision and other land use ordinances should be maintained and updated as needed to implement the Preferred Land Use Plan.

Policies: Development Review Criteria

LU4 New residential development should be placed on the landscape in a fashion that preserves productive forestland, reduces forest fragmentation, and prevents conflicts between land uses.

LU5 New development should be placed on the landscape in a fashion that minimizes potential negative impacts to natural resources such as shoreline areas, wetlands, floodplains, wildlife habitat, woodlands, existing vegetation, and existing topography.

LU6 New development should be placed on the landscape in a fashion that minimizes potential negative impacts to rural character as defined by locally significant landmarks, scenic views and vistas, rolling terrain, undeveloped lands and woodlands, aesthetically pleasing landscapes and buildings, limited light pollution, and quiet enjoyment of these surroundings.

LU7 New development should be placed on the landscape in a fashion that minimizes potential negative impacts to historic and archeological sites.

LU8 Development occurring within or near natural and cultural resources should incorporate those resources into the development rather than harm or destroy them.

LU9 Lots or building sites in a conservation/cluster design development should be no larger than necessary to accommodate the residential structures, driveway, desired yards, and utilities such as an on-site sewage treatment system.

LU10 Conservation/cluster design should be utilized in proposed major land divisions to minimize the negative impacts to agriculture, natural resources, and cultural resources while accommodating residential development.

LU11 At a minimum, the following characteristics should be used to define a cluster design development:

- Residential lots or building sites are concentrated and grouped.
- There are residual lands that are reserved for green space or future development.
- The lot size is reduced from what is normally required.
- Within a cluster group, the lots or building sites are directly adjacent to each other.

LU12 At a minimum, the following characteristics should be used to define a conservation design development:

- Residential lots or building sites are concentrated and grouped.

- There are residual lands that are preserved as green space for the purpose of protecting valued community features such as agriculture, natural resources, or cultural resources.
- The lot size is reduced from what is normally required.
- Within a cluster group, the lots or building sites are directly adjacent to each other.

LU13 Residential subdivisions and non-residential development proposals should be designed to include:

- A safe and efficient system of internal circulation for vehicles and pedestrians.
- Safe and efficient external collector streets where appropriate.
- Safe and efficient connections to arterial roads and highways where applicable.
- Sidewalks, bicycle paths, or trails where appropriate.
- Connectivity of the street network with adjacent developments.
- Cul-de-sacs or dead-ends, only where connections to other streets are not possible, or temporarily where the right-of-way has been developed to the edge of the property for a future connection to adjacent development.

LU14 Scattered residential development should be discouraged throughout the community.

LU15 Business and industrial development should be directed to areas as designated on the Preferred Land Use Map. See Map 8-3.

LU16 Business and industrial development should be directed to areas where existing public facilities and services are adequate to support growth, are planned for expansion, or will be provided concurrent with development.

LU17 In order to save on development costs and allow maximum flexibility in meeting developer needs, subdividing of industrial parks should not take place until developments are approved that are compliant with the community's conceptual industrial park plan or master layout.

LU18 The design of new business development should employ shared driveway access, shared parking areas, shared internal traffic circulation, and coordinated site planning with adjacent businesses in order to avoid the proliferation of new commercial strips.

LU19 New business and industrial development should employ site and building designs that include:

- Attractive signage and building architecture.
- Shared highway access points.
- Screened mechanicals.
- Landscaping.
- Lighting that does not spill over to adjacent properties.
- Efficient traffic and pedestrian flow.

LU20 The existing road network and existing public facilities and services should be utilized to accommodate new development to the maximum extent possible.

LU21 New utility systems shall be required to locate in existing rights-of-way per the town's existing utility policy.

LU22 Development proposals should provide the community with an analysis of the potential transportation impacts including, but not necessarily limited to, potential road damage and potential traffic impacts. The depth of analysis required by the community will be appropriate for the intensity of the proposed development.

LU23 Utilize the preferred land use classification to identify existing extraction sites.

LU24 Conditional use permits for mineral extraction operations should include restrictions for hours of operation that limit extraction, maintenance, and repair activities to a maximum of 6:00 a.m. to 6:00 p.m. Monday through Friday and 6:00 a.m. to noon on Saturday.

LU25 Conditional use permits for mineral extraction operations should not permit extraction operations or the operation of equipment within 500 feet of existing residences.

LU26 Conditional use permits for mineral extraction operations should not permit extraction areas within 100 feet of the edge of a town right-of-way.

LU27 Conditional use permits for mineral extraction operations should include provisions for adequate screening of the site in order to help control noise and views.

LU28 Conditional use permits for mineral extraction operations shall allow for inspection of the site by the town chairperson and his or her agents in order to ensure continuing compliance with the conditional use permit.

LU29 Conditional use permits for mineral extraction operations shall include a plan for site reclamation and the posting of financial assurance to ensure proper reclamation.

LU30 New development near school facilities should be limited to land uses that do not pose threats to public health or safety, produce little noise, generate minimal traffic, and are consistent with the applicable area development plan.

LU31 Solid or hazardous waste disposal, transfer, or handling facilities should be located outside of municipal well protection zones and areas of high groundwater contamination risk, and designed to protect surface water and groundwater quality.

LU32 Solid or hazardous waste disposal, transfer, or handling facilities should be located in areas where conflicts with existing or planned land uses can be minimized or mitigated.

LU33 Proposed telecommunication, wind energy, and other utility towers shall address potential impacts on surrounding residential properties, alternative tower locations, setbacks from highways and other structures, provisions for abandonment, property access, lighting, and site security.

LU34 Telecommunication, wind energy, and other utility towers shall be designed to be as visually unobtrusive as possible, support multi-use and reuse, and be safe to adjacent properties.

LU35 Home-based business should maintain the following characteristics:

- They are conducted in a zoning district where such use is allowed.
- They are a secondary use of a primarily residential property.
- They have little to no outward appearance or negative impact on the surrounding neighborhood.
- They are conducted entirely within the primary residential structure or in a detached accessory structure that is consistent in character with the residential use of the property and the surrounding neighborhood.
- There are no more than three employees that are not immediate family members.

LU36 At such time that a home-based business takes on the characteristics of a primary business or industrial use, it will be discontinued or apply for the appropriate rezone.

LU37 Proposed conditional uses shall meet the following criteria in order to gain town approval:

- Complies with the requirements of the applicable zoning district.
- Use and density are consistent with the intent, purpose, and policies of the applicable preferred land use classification.
- Use and site design are compatible with adjacent uses in terms of aesthetics, scale, hours of operation, traffic generation, lighting, noise, odor, dust, vibration, and other external impacts.
- Does not diminish property values in the surrounding neighborhood.
- Provides assurance of continuing maintenance.

LU38 The town should work cooperatively with the neighboring city or village to address land use, building and site design, and development density in areas along the (city/village) boundary, along highway corridors, and at community entrance points.

LU39 A joint planning area should be developed with neighboring communities in areas where there is common interest, potential for conflicts, or where regulatory authority overlaps.

LU40 As part of the review of major subdivisions, developers should submit Area Development Plans that assess the potential for connecting planned subdivision roads with future development on surrounding properties.

Recommendations

- Modify the town land division ordinance to better achieve the management and limitation of growth and rural land consumption.
- Utilize a minimum residential lot size and a maximum residential lot size to achieve the management and limitation of growth and rural land consumption.
- Utilize the town land division ordinance to implement the town's site planning requirements and establish limits of disturbance regulations.
- Utilize the utility tower ordinance to implement the town's site planning policies.
- Utilize the current town utility policy to encourage the shared use of existing rights-of-way.
- Offer a density bonus to major land divisions that utilize (cluster/conservation) design for the preservation of rural lands.
- Amend the driveway ordinance to establish a maximum driveway length from arterial roads, collector roads, and local roads.
- Utilize site planning and limits of disturbance regulations to cluster developed areas and reduce land consumption.
- Encourage major land divisions to use (cluster/conservation) design.
- Offer a density bonus to major land divisions that use (cluster/conservation) design.
- Utilize the town land division ordinance to discourage scattered development and rural land consumption.
- Utilize a minimum residential lot size and a maximum residential lot size to discourage scattered development and rural land consumption.
- Establish requirements for site plan approval of proposed business, industrial, institutional, and multi-family residential developments.
- Utilize the town land division ordinance to better manage potentially conflicting land uses.
- Create a site design review ordinance for all business districts that protects and enhances the visual quality of the town and establishes the desired characteristics of building layout and architecture, parking areas, green space and landscaping, lighting, signage, grading,

driveway access, and internal traffic circulation. Seek public input on the establishment of these desired characteristics.

- Maintain a map and database of historic and archeological sites.

8.11 Land Use Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Office of Land Information Services (OLIS), Wisconsin Department of Administration
OLIS provides staff support to the Wisconsin Land Council, and it administers the Wisconsin Land Information Program in conjunction with the Wisconsin Land Information Board. It also houses Plat Review and Municipal Boundary Review, both of which have statutory authority for approval of specific land use related requests, and the GIS Services, dedicated to the efficient use of geographic information systems. For further information about OLIS, visit its web-site via the WDOA web-site at: <www.doa.state.wi.us>.

UW-Extension Center for Land Use Education
The Center for Land Use Education uses a team-based approach to accomplish its dual missions in campus based undergraduate and graduate education and Extension outreach teaching related to: land use planning, plan and ordinance administration, project impact and regional trends analysis, and public involvement in local land use policy development. For more information on the Center for Land Use Education, visit its web-site at: <www.uwsp.edu/cnr/landcenter>.

Wisconsin Farmland Preservation Program
The purpose of the program is to help preserve farmland through local planning and zoning, promote soil and water conservation, and provides tax relief to participating farmers. Farmers qualify if their land is zoned or if they sign an agreement to use their land exclusively for agricultural purposes. Landowner must own 35 acres or more, and produce gross farm profits of $6,000 in the previous year. Public access is not required. Contact: County Land Conservation Department, Wisconsin Department of Agriculture, or Manitowoc County Planning and Development Department.

Conservation Reserve Program (CRP)
Purpose is to reduce erosion, increase wildlife habitat, improve water quality, and increase forest land. Landowner sets aside cropland with annual rental payments based on amount bid. Practices include tree planting, grass cover, small wetland restoration, prairie and oak savannah restoration, and others. Eligibility varies by soil type and crop history. Land is accepted into program if bid qualifies. Continuous sign up open for buffers, waterways and environmental practices. Periodic sign ups announced throughout the year for other practices. Ten year or 15 year contract if planting hardwood trees is required and it is transferable with change in ownership. Public access not required. Contact: USDA Natural Resources Conservation Service or Farm Service Agency, or County Land Conservation Department.

9 Implementation

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9. Implementation

9.1 Action Plan

In order for plans to be meaningful, they must be implemented, so the Town of Newton's comprehensive plan was developed with implementation in mind. Useful policy guidance for local decision making can be found not only in each planning element, but an action plan is also provided here containing specific programs and recommended actions.

An action plan is intended to jump start the implementation process and to provide continued focus over the long term. During the comprehensive planning process, a detailed framework for implementation was created that will serve to guide the many steps that must be taken to put the plan in motion. This action plan outlines those steps and recommends a timeline for their completion. Further detail on each task can be found in the policies and recommendations of the related planning element. Recommended actions have been identified in the following areas:

- Plan Adoption and Update Actions
- Intergovernmental Cooperation Actions
- Ordinance Development and Update Actions
- Strategic Planning Actions

The recommended actions are listed in priority order within each of the four implementation areas as noted in the Timing component. Highest priority actions are listed first, followed by medium and long term actions, then ongoing or periodic actions.

9.1.1 Plan Adoption and Update Actions

Priority (Short-Term) Actions

1. Task: Pass a resolution recommending adoption of the comprehensive plan by the Town Board (Implementation element)
   Responsible Party: Planning Commission
   Timing: July 2009

2. Task: Adopt the comprehensive plan by ordinance (Implementation element)
   Responsible Party: Town Board
   Timing: September 2009

Periodic Actions

1. Task: Review the comprehensive plan for performance in conjunction with the budgeting process (Implementation element)
   Responsible Party: Planning Commission
   Timing: Annually

2. Task: Conduct a comprehensive plan update (Implementation element)
   Responsible Party: Planning Commission, Town Board
   Timing: Every 10 years

3. Task: Utilize newspaper publications, public postings, town web site and postcards to residents to promote important meetings in the town regarding the comprehensive plan and other aspects of town government where public participation and involvement will assist in overall implementation or education (*Implementation* element)
   Responsible Party: Planning Commission, Town Board
   Timing: On-going

9.1.2 Intergovernmental Cooperation Actions

Periodic Actions

1. Task: Review intergovernmental agreements for their effectiveness and efficiency (Intergovernmental Cooperation element)
   Responsible Party: Planning Commission, Town Board
   Timing: Annually

2. Task: Evaluate and provide constructive feedback to Manitowoc County on services provided to the town (Intergovernmental Cooperation element)
   Responsible Party: Planning Commission, Town Board
   Timing: Annually

3. Task: Monitor the implementation of the Manitowoc County Comprehensive Plan and encourage the incorporation of the Town of Newton Comprehensive Plan relative to policies, recommendations, and implementation strategies. (Intergovernmental Cooperation element)
   Responsible Party: Town Board
   Timing: Ongoing

9.1.3 Ordinance Development and Update Actions

Priority (Short-Term) Actions

1. Task: Modify zoning code to be reflective of the Preferred Land Use map and other land uses as demarcated in the Comprehensive Plan (Land Use; Housing; Transportation; Utilities and Community Facilities; Agricultural, Natural, and Cultural Resources element)
   Responsible Party: Planning Commission, Town Board
   Timing: Within two years

2. Task: Update applicable land division ordinances to require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential impacts to the cost of providing community facilities and services (Housing; Transportation; Utilities and Community Facilities; Land Use element).
   Responsible Party: Planning Commission, Town Board
   Timing: Within two years

3. Task: Create an impact fee ordinance to comply with Wisconsin Act 477 regarding exactions for parks and recreational facilities (Utilities and Community Facilities element).
   Responsible Party: Planning Commission, Town Board
   Timing: Within four years

4. Task: Create a standard development agreement (Transportation; Utilities and Community Facilities element)
   Responsible Party: Planning Commission, Town Board
   Timing: Within three years

5. Task: Review the town road construction specifications (Transportation element)
   Responsible Party: Planning Commission, Town Board
   Timing: Annually

6. Task: Modify the town driveway specifications (Transportation element)
   Responsible Party: Planning Commission, Town Board
   Timing: Within two years

Medium Term Actions

1. Task: Create a non-residential site and architectural design review ordinance that protects and enhances the visual quality of the town and establishes the desired characteristics of building layout and architecture, parking areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation. Seek public input on the establishment of these desired characteristics (Economic Development element).
   Responsible Party: Planning Commission, Town Board
   Timing: Within five years

2. Task: Establish requirements for site plan and design review approval of proposed business, industrial, and multi-family residential developments (Economic Development, Transportation elements).
   Responsible Party: Planning Commission, Town Board
   Timing: Within three years

Long Term Actions

9.1.4 Strategic Planning Actions

Priority (Short-Term) Actions

1. Task: Modify town ordinances or work with Manitowoc County to modify county ordinances in order to implement the town's site planning policies. It is the town's intent that every development site be reviewed by the Planning Commission for compliance with the town's site planning policies (Land Use element).
   Responsible Party: Planning Commission, Town Board
   Timing: Within three years

2. Task: Modify local ordinances and work with Manitowoc County Zoning to require the completion of construction within one year of permit issuance (Housing element).
   Responsible Party: Planning Commission, Town Board
   Timing: Within three years

Periodic Actions

1. Task: Assess the availability of developable residential land (Housing element)
   Responsible Party: Planning Commission
   Timing: Annually

2. Task: Update the road improvement plan (Transportation element)
   Responsible Party: Town Board
   Timing: Annually

3. Task: Assess capacity and needs with regard to administrative facilities and services and public buildings (Utilities and Community Facilities element)
   Responsible Party: Town Board
   Timing: Annually

4. Task: Conduct a community survey of historical and archeological sites (Agricultural, Natural, and Cultural Resources element)
   Responsible Party: Planning Commission
   Timing: Every 20 years

5. Task: Pursue funding for transportation facilities and staff (Transportation element)
   Responsible Party: Town Board
   Timing: Ongoing

6. Task: Pursue federal and state funding for sanitary sewer and water services for the Town of Newton (Utilities and Community Facilities element)
   Responsible Party: Town Board
   Timing: Ongoing

9.2 Status and Changes to Land Use Programs and Regulations

The following provides an inventory of the land use regulations that are in effect in the Town of Newton and summarizes recommended changes to each of these ordinance types.

9.2.1 Code of Ordinances

Current Status

The Town of Newton administers a number of local ordinances and overall is satisfied with its ordinances. However, the Planning Commission has identified some changes to the Zoning Ordinance and Land Division Ordinances they would like to consider in the future:

Recommended Changes

- Create a non-residential site and architectural design review ordinance that protects and enhances the visual quality of the town and establishes the desired characteristics of building layout and architecture, parking areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation.

- Update applicable land division ordinances to require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential impacts to the cost of providing community facilities and services.

- Modify zoning ordinance to be reflective of the Preferred Land Use Map.

9.2.2 Zoning

Current Status

Under Wisconsin Statutes, counties and local units of government are authorized to adopt "zoning" ordinances. The Town of Newton has administered their own zoning ordinance since April 20, 1972. In October 1999, the Town Board adopted a comprehensive set of revisions to the Newton Zoning Ordinance which were subsequently approved by the Manitowoc County Board of Supervisors. The town has its own zoning administrator and reviews zoning and development requests through the Newton Planning Commission.

Manitowoc County shoreland, wetland, and floodplain zoning ordinances also apply to the town. Table 9-1 shows how acres are currently divided in each of Newton's zoning districts. Map 9-1 displays the town's zoning districts under the Manitowoc County zoning ordinance as of November 19, 2008.

Table 9-1

Town of Newton Zoning Districts

Existing Zoning	Acres	% of Total
Agricultural District (A1)	34.7	0.16
Agricultural District (A2)	3,000.8	13.64
Agricultural District (A3)	13,175.9	59.88
Business District (B1)	195.0	0.89
Business Design Review Overlay District (BDR)	400.5	1.82
Industrial District (I1)	86.9	0.39
Lake Michigan Shoreline (LMS)	514.6	2.34
Lakeshore Residential	46.4	0.21
Planned Residential Development (PRD)	198.2	0.9
Residential District (R2)	936.0	4.25
Rural Character Conservation (RCC)	2,044.4	9.29
Water Features	231.4	1.05
Right-of-Way	1,138.7	5.18
Total	22,003.5	100%

*Note: Town of Newton has a total of 22,003.5 acres of land.
Source: Foth Infrastructure & Environment, LLC Infrastructure and Environment, LLC. 2009.

Recommended Changes

- Modify the town land division ordinance to better achieve the management and limitation of growth and rural land consumption. Include maximum lot size provisions in order to implement the related plan policies and include a variance option for unusual situations. Consider increasing the lot size.

- Modify town ordinances or work with Manitowoc County to modify county ordinances in order to implement the town's site planning policies. It is the town's intent that every development site be reviewed by the Planning Commission for compliance with the town's site planning policies.

- Zoning will continue to be a key tool for implementing the Town of Newton's plan. In order to implement its zoning recommendations, the town will need to revise and update the Town of Newton's zoning ordinance. However, the Town of Newton should also work with the Manitowoc County and the surrounding townships to ensure the zoning revisions are in alignment with the county zoning ordinance.

- Town of Newton applicable zoning regulations should be modified toward the goal of better managing land use and protecting the town's agricultural and natural resources. Specifically, this plan recommends:
  - Creating provisions for assessing the impacts of large development proposals.
  - Increasing maximum lot sizes in order to reduce land consumption with new development.
  - Requiring the submittal of area development plans by business and industrial developments and major subdivisions.
  - Establishing limits of disturbance requirements to implement the town's site planning policies.

- It is important to the Town of Newton that future development proposals are reviewed for potential negative impacts to the community. Specifically, the town is concerned with the potential impacts of development on road damage, traffic, and the cost of providing community facilities and services. The town's intent is to ensure fairness in this process, as the depth of analysis required will be appropriate for the intensity of the proposed development. These requirements should be reasonable and adjustable to a variety of common land uses.

- The establishment of maximum lot sizes is a significant component of the town's comprehensive plan. Existing zoning and subdivision ordinances currently used in Manitowoc County at the county and town levels deal primarily in terms of minimum lot sizes. Maximum lot size is actually more important than minimum lot size with regard to reducing land consumption and facilitating the preservation of valued community features. This Plan recommends:
  - Establish a two acre maximum lot size.
  - Include a variance or special exception procedure so that the town can flex these standards where unique site characteristics are present.
  - Establishing a maximum residential density of one dwelling unit per acre within the town rural centers.
  - Establishing a minimum lot size of one acre within the Agricultural Transition Areas.
  - Supporting continuation of agricultural land uses within the agricultural transition area.
  - Using potential transition areas as the first preference for residential development.
  - Allowing maximum permitted residential lot size to be two acres for lands rezoned from A-3 Agriculture District. The town may allow for possible lot combinations on non-prime farmland (i.e., substitute one, six-acre lot for three, two-acre lots).
  - Encouraging and support cluster development to retain farmland and rural character.
  - Establishing a minimum lot size of one acre within the Conservation Design Areas.

Refer to Land Division Regulations in this section for discussion of the town's recommendations relative to site planning and area development planning.

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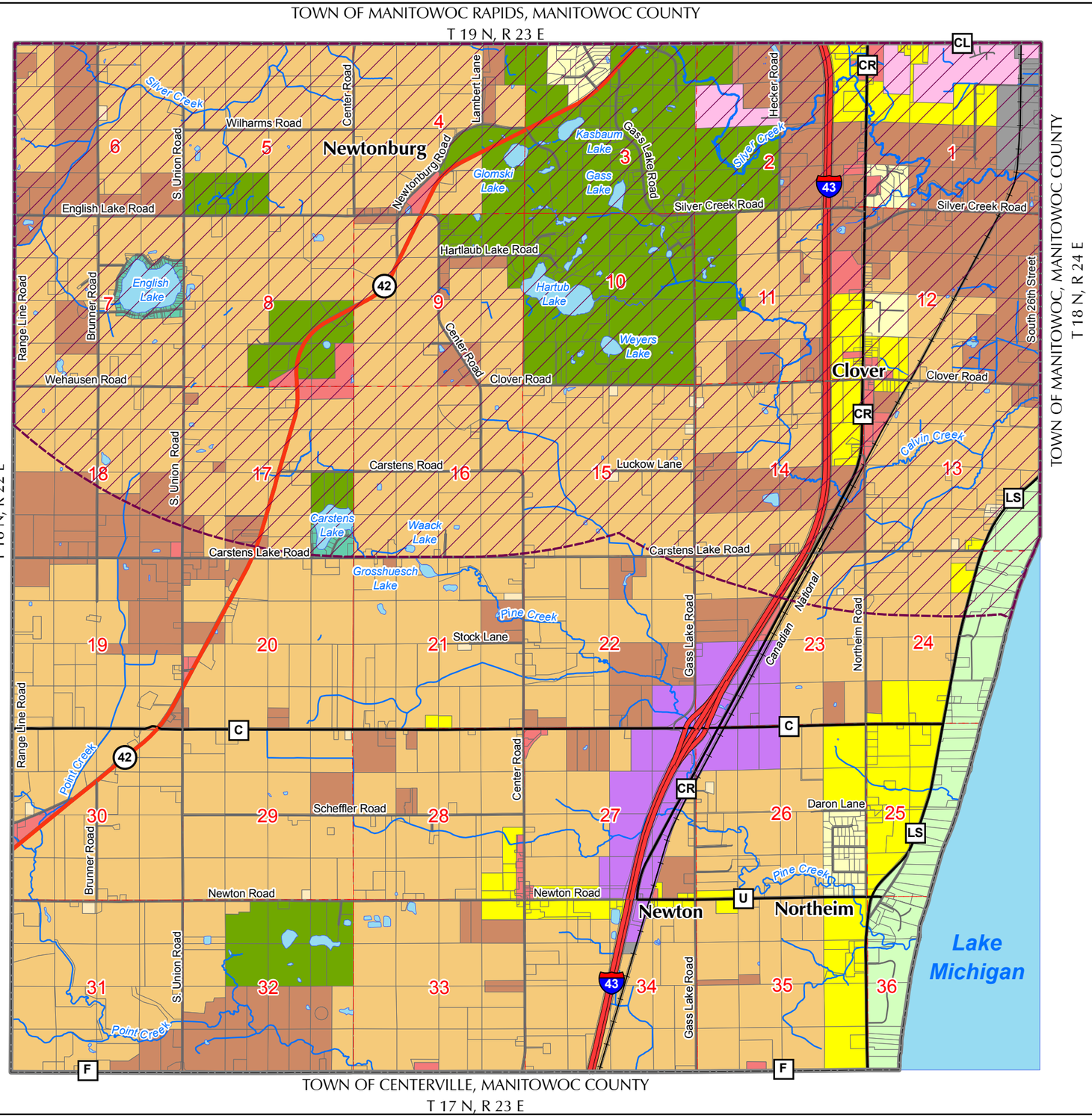
MAP 9-1
EXISTING ZONING
Town of Newton
Manitowoc County, Wisconsin



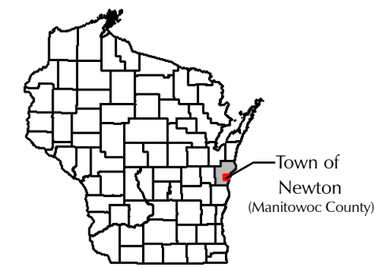
Legend

- Town Road
- County Highway
- State Highway
- Interstate Highway
- Railroad
- Streams/Rivers
- Lakes/Ponds
- Parcels
- Sections
- Town Boundary
- City of Manitowoc

Existing Zoning

- Agriculture District (A1)
- Agriculture District (A2)
- Agriculture District (A3)
- Business District (B1)
- Business Design Review Overlay District (BDR)
- Industrial District (I1)
- Lake Michigan Shoreland (LMS)
- Lakeshore Residential (LR)
- Planned Residential Development (PRD)
- Residential District (R2)
- Rural Character Conservation (RCC)
- City of Manitowoc Extraterritorial Jurisdiction

Note:
Areas under Shoreland Zoning shown on Map 5-2.



N

0 1,750 3,500 Feet

Foth
Foth Infrastructure & Environment, LLC

This drawing 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.

Source: Manitowoc County, City of Manitowoc and WI DNR.

X:/GB/IE/2008/08N011/GIS-Mapping/mxd/newton_zoning_11x17.mxd July 9, 2009 BJW1

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9.2.3 Land Division Regulations

Current Status

The Town of Newton Land Division Ordinance requires town approval of land divisions that result in the creation of parcels of 40 acres or less in size. The ordinance includes minimum standards for surveying and monumenting, land suitability, lot layout and design, and road arrangement and design. Procedures for minor land division review (the creation of less than five lots) and major subdivision review (the creation of five or more lots) are set forth under review of the town's Planning Commission.

Key provisions of the Land Division Ordinance include:

- A minimum lot size of one acre is established. Lots must be fronted on public roads, and new roads must be constructed to town standards.
- The cost of constructing new roads is the responsibility of the subdivider.
- Other improvements such as sidewalks, stormwater drainage facilities, erosion control measures, street lamps, and street signs must be installed by a subdivider if required by the town.
- The town is authorized to enter into development agreements to manage the construction, financing, inspection, and phasing of improvements.
- Public roads, drainage ways, and other public ways designated in the comprehensive plan must be dedicated as such by a subdivider.

The Manitowoc County Land Use Code also contains provisions that apply to land divisions and subdivisions in the Town of Newton.

Technical Recommendations

- Create a standard development agreement that includes provisions for financial assurance, construction warranties, construction inspections, and completion of construction by the town under failure to do so by the developer.
- Require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential impacts to the cost of providing community facilities and services.

Recommended Changes

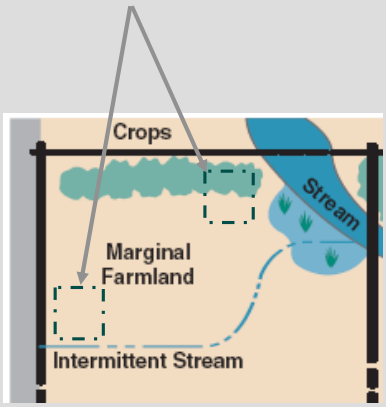
Land Division Regulations will continue to be key tools for implementing the Town of Newton' plan. In order to implement its zoning recommendations, the town will update its local Land Division Ordinance. The town may also work cooperatively with Manitowoc County to update related provisions of the county Land Use Code. Specifically, this plan recommends:

- Establishing limits of disturbance requirements to implement the town's site planning policies.
- Requiring the submittal of area development plans by major subdivisions.
- Prohibiting major subdivisions in Agricultural zoning districts.
- Better defining exceptions granted to parcels split for farm family members or employees.
- Creating provisions for assessing the impacts of major subdivisions.

It is important to the Town of Newton that the placement of development on a given parcel is planned in order to prevent negative impacts to the town's agricultural resources and to prevent conflicts between land uses. Site planning regulations should be included in either revised land division or zoning ordinances in order to implement the town's site planning policies. Land division and zoning ordinances will be amended to require the identification of limits of disturbance that denote the allowable extent of buildings, driveways, and utilities. Areas of a parcel outside of the limits of disturbance will then remain in open land, agriculture, woodland, or other green space uses.

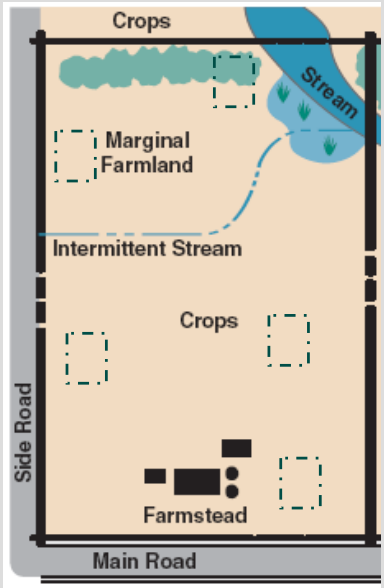
It is the town's intent that site planning be required for every new home site, business site, and land division. Ideally, delineation of limits of disturbance should take place at the time of land division review, but for those parcels that were approved prior to the adoption of site planning requirements, it can take place at the time of building permit issuance. The site planning preferences will be implemented through the planning commission. The town's site planning policies require interpretation, so the planning commission will review each case and make a determination as to the best placement of the limits of disturbance. Site planning policies may be found in several elements of the plan as "Development Review

Limits of Disturbance



Limits of Disturbance is one ordinance tool to administer site planning. It allows the community to define the extent of development activities (buildings, driveway, septic system, etc.) on a development site.

Site Planning



Each potential development site has relative advantages and disadvantages depending on the plan objective being pursued. The job of site planning is to compare those relative merits and select a site that is consistent with the plan for future land use.

Criteria" policies. As examples, the following policies from the *Agricultural, Natural, and Cultural Resources* element should be implemented through site planning.

ANC2 New development should be placed on the landscape in a fashion that minimizes potential negative impacts to natural resources such as shoreline areas, wetlands, floodplains, wildlife habitat, woodlands, existing vegetation, and existing topography.

ANC3 New development should be placed on the landscape in a fashion that minimizes potential negative impacts to rural character as defined by locally significant landmarks, scenic views and vistas, rolling terrain, undeveloped lands, farmlands and woodlands, aesthetically pleasing landscapes and buildings, limited light pollution, and quiet enjoyment of these surroundings.

ANC5 Development proposals should provide the community with an analysis of the potential natural resources impacts including, but not necessarily limited to, potential impacts to groundwater quality and quantity, surface water, wetlands, floodplains, steep slopes, woodlands, and other existing vegetation.

Land division tools will be used to encourage the coordinated planning of adjacent development sites. Site planning can not only be used to protect valued features of the landscape, but also to ensure that future road extensions are not blocked by construction of buildings. Area development plans will be required of major land divisions and business or industrial development proposals. These plans will lay out potential road extensions on adjacent lands. To ensure potential future road connectivity between development sites, cul-de-sacs should be limited, but when allowed, should be constructed to the outside property line of the development site.

Refer to Zoning in this section for discussion of the town's recommendations relative to development impacts assessment.

9.2.4 Site Plan and Design Review

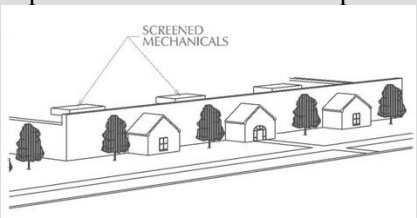
Current Status

The Town of Newton does administer local site plan review for submittal of rezoning requests, land use permits, conditional use permits, planned unit developments, and land divisions. However, the Town's ordinances can be strengthened to provide for design standards such as architectural design. Therefore, it is recommended that the Town of Newton:

- Establish requirements for site plan and design review approval of all developments (Source: ED8).
- Create a non-residential site and architectural design review ordinance that protects and enhances the visual quality of the town and establishes the desired characteristics of building layout and architecture, parking areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation. Seek public input on the establishment of these desired characteristics (Source: ED8).

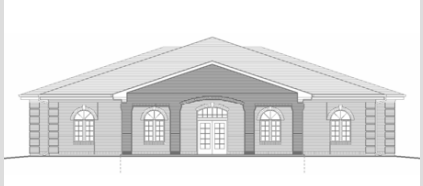
Site Plan and Architectural Design Review

Standards and guidelines should be graphically depicted to clearly express the intent. For example…



- Avoiding a "boxy" look
- Screening mechanicals

- Use of monument signs



- Definition of the building entrance
- Preferred building forms or styles

Recommended Changes

The town plans to establish requirements for design review approval of proposed business, industrial, and multi-family residential developments. This will be implemented through a site and architectural design review ordinance that protects and enhances the visual quality of the town. It will establish the desired characteristics of building layout and architecture, parking areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation. Large, bulky, box-like business structures should be avoided. As the town begins to develop these standards, public input should be sought on the desired characteristics of such development. Specifically, new business, industrial, and multi-family residential development should employ site and building designs that include:

- Attractive signage and building architecture
- Shared highway access points
- Screened parking and loading areas
- Screened mechanicals
- Landscaping, including trees that break up large parking lots
- Lighting that does not spill over to adjacent properties
- Efficient traffic and pedestrian flow

9.2.5 Official Map Regulations

Current Status
The Town of Newton does not have or use an official map.

Recommended Changes
The Town's zoning map has had several changes since its last update on April 12, 2005, which have yet to be incorporated into a new map. The Town's zoning map will be updated as part of this comprehensive plan. However, the Town will want to work with Manitowoc County to ensure consistency between town and county zoning maps. The town may also use other tools such as site planning, area development planning and the Planned Community Facilities and Transportation Upgrades Map, Map 4-3, to manage the location of new development and prevent the obstruction of planned future road connections.

9.2.6 Sign Regulations

Current Status
The Town of Newton does administer local sign regulations which are found in Section 15.00 of the Town of Newton Zoning Ordinance.

Recommended Changes
The town should consider adopting ordinances which control the use of Light Emitting Diode (L.E.D.) Signs, Pole Signs and Billboard Signs, as these types of signs will negatively impact the "Rural Character" of the Township. The town should also address the maximum square footage for business signage allowance. No other recommendations related to sign regulations have been identified by the town at this time.

9.2.7 Erosion Control and Stormwater Management

Current Status
The Town of Newton does administer local erosion control or stormwater management regulations (see Section 14.09 of the Town's zoning ordinance).

Recommended Changes
No changes to existing erosion control and stormwater management regulations are being recommended by the town at this time.

9.2.8 Historic Preservation

Current Status
The Town of Newton does not administer local historic preservation ordinances.

Recommended Changes
No changes to existing historic preservation measures are being recommended by the town at this time.

9.2.9 Building, Housing, and Mechanical Codes

Current Status

The Town of Newton does not regulate housing code relative to manufactured homes. However, mobile or manufactured homes are prohibited from being developed in the Lake Michigan Shoreland Residential District.

The state of Wisconsin Uniform Dwelling Code must be followed for the construction and inspection of all one- and two-family dwellings. Local communities have several options for administration and enforcement of this code. The Town of Newton has elected to work with a private building inspector to administer the Uniform Dwelling Code. Home builders must contact the building inspector directly for plan review and inspections. The Manitowoc County Land Use Code does not reference these building codes; however, it does require the submittal of a stamped copy of the state approved building plans for business development.

Recommended Changes

No specific changes are recommended at this time.

9.2.10 Sanitary Codes

Current Status

The Town of Newton does not administer local sanitary codes. Chapter 13 of the Manitowoc County Code assists in guiding the development of private sewage treatment systems. The Town of Newton Zoning Ordinance, Section 16.28 also provides guidance on the process used to develop private sewage treatment systems.

Recommended Changes

No changes to existing sanitary codes are being recommended by the town at this time.

9.2.11 Driveway and Access Controls

Current Status

Section 13.11 of the Town of Newton Zoning Ordnance requires a town permit to construct or modify driveways that access public roads. It establishes standards for number of dwellings served by a driveway, maximum driveway length, minimum turnaround areas, minimum and maximum driveway width, minimum clearance width and height, maximum grade, driveway and intersection spacing, culvert installation, and other driveway design standards. An erosion control plan is required for the issuance of a driveway permit. Corrective action may be ordered by the town for driveways that create hazardous conditions.

Recommended Changes

The Town Planning Commission is considering altering the Zoning Code as it relates to driveways. Specifically, the Newton Planning Commission is considering changing the maximum length of driveways within the Township. Public input will be sought prior to recommending any changes to this portion of the zoning code.

9.3 Non-Regulatory Land Use Management Tools

While ordinances and other regulatory tools are often central in plan implementation, they are not the only means available to a community. Non-regulatory implementation tools include more detailed planning efforts (such as park planning, neighborhood planning, or road improvement planning), public participation tools, intergovernmental agreements, land acquisition, and various fiscal tools (such as capital improvement planning, impact fees, grant funding, and annual budgeting).

The *Town of Newton Year 2030 Comprehensive Plan* includes recommendations for the use of non-regulatory implementation tools including the following:

- Use the Town of Newton website <www.townofnewton.org> to provide access to pertinent information about the town (Issues and Opportunities element)
- Utilize postcards to residents to promote important meetings in the town (Issues and Opportunities element)
- Annually assess the availability of land for residential development *(Housing* element)
- Pursue funding for transportation facilities (Transportation element)
- Create a detailed capital improvement plan that includes all transportation, utility, and other community service capital needs (Utilities and Community Facilities element)
- Maintain an up-to-date inventory of active farms, feedlots, and manure storage facilities (Agricultural, Natural, and Cultural *Resources* element)
- Review intergovernmental agreements for their effectiveness and efficiency (Intergovernmental Cooperation element)
- Maintain a database of historic and archeological sites (Land Use element)
- Review and update the comprehensive plan (Implementation element)

9.4 Comprehensive Plan Amendments and Updates

9.4.1 Adoption and Amendments

The Town of Newton should regularly evaluate its progress toward achieving the goals, objectives, policies, and recommendations of its comprehensive plan. It may be determined that amendments are needed to maintain the effectiveness and consistency of the plan. Amendments are minor changes to the overall plan and should be done after careful evaluation to maintain the plan as an effective tool upon which community decisions are based.

According to Wisconsin's Comprehensive Planning law (Wis. Stats. 66.1001), the same process that was used to initially adopt the plan shall also be used when amendments are made. The town should be aware that laws regarding the amendment procedure may be clarified or changed

as more comprehensive plans are adopted, and should therefore be monitored over time. Under current law, adopting and amending the town's comprehensive plan must comply with the following steps:

- **Public Participation Procedures**. The established public participation procedures must be followed and must provide an opportunity for written comments to be submitted by members of the public to the Town Board and for the Town Board to respond to such comments. In the case of the Town of Newton, written comments are to be submitted to the Town Planning Commission. The Town Planning Commission will respond to such comments prior to action by the Town Board.

- **Planning Commission Recommendation**. The Planning Commission recommends its proposed comprehensive plan or amendment to the Town Board by adopting a resolution by a majority vote of the Planning Commission. The vote shall be recorded in the minutes of the Planning Commission. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of the comprehensive plan.

- **Recommended Draft Distribution**. One copy of the comprehensive plan or amendment adopted by the Planning Commission for recommendation to the Town Board is required to be sent to: (a) every governmental body that is located in whole or in part within the boundaries of the town, including any school district, sanitary district, public inland lake protection and rehabilitation district, or other special district; (b) the clerk of every city, village, town, county, and regional planning commission that is adjacent to the town; (c) the Wisconsin Land Council; (d) the Department of Administration; (e) the Regional Planning Commission in which the town is located; (f) the public library that serves the area in which the town is located; and (g) persons who have leasehold interest in an affected property for the extraction of non-metallic minerals. After adoption by the Town Board, one copy of the adopted comprehensive plan or amendment must also be sent to (a) through (f) above.

- **Public Notification**. At least 30 days before the public hearing on a plan adopting or amending ordinance, persons that have requested to receive notice must be provided with notice of the public hearing and a copy of the adopting ordinance. This only applies if the proposed plan or amendment affects the allowable use of their property. The town is responsible for maintaining the list of persons who have requested to receive notice, and may charge a fee to recover the cost of providing the notice.

- **Ordinance Adoption and Final Distribution**. Following publication of a Class I notice, a public hearing must be held to consider an ordinance to adopt or amend the comprehensive plan. Ordinance approval requires a majority vote of the Town Board. The final plan report or amendment and adopting ordinance must then be filed with (a) through (f) of the distribution list above that received the recommended comprehensive plan or amendment.

9.4.2 Updates

Comprehensive planning statutes require that a comprehensive plan be updated at least once every 10 years. However, it is advisable to conduct a plan update at a five-year interval. An update requires revisiting the entire planning document. Unlike an amendment, an update is often a substantial re-write of the text, updating of the inventory and tables, and substantial changes to maps, if necessary. The plan update process should be planned for in a similar manner as was allowed for the initial creation of this plan including similar time and funding allotments. State statutes should also be monitored for any modified language.

9.5 Integration and Consistency of Planning Elements

9.5.1 Implementation Strategies for Planning Element Integration

While this comprehensive plan is divided into nine elements, in reality, community planning issues are not confined to these divisions. Planning issues will cross these element boundaries. Because this is the case, the policies and recommendations of this plan were considered by the Town of Newton in the light of overall implementation strategies. The following polices or implementation strategies are considered as part of The *Town of Newton Year 2030 Comprehensive Plan:*

Housing

1. Plan for a variety of housing types/densities.
2. Review ordinances to create a variety of housing types.
3. Reuse of older buildings for new housing.
4. Evaluate changing housing needs.
5. Review ordinance's ability to create quality affordable housing in the community.
6. Develop criteria for mobile homes.

Transportation

1. All roads shall be built to town standards.
2. Developers shall bear the cost of constructing new roads to town standards.
3. Transportation issues should be jointly discussed and evaluated.
4. A five-year road improvement plan should be maintained and annually updated.
5. Developments should provide an analysis of potential transportation impacts.
6. New developments will use existing roads.
7. Create minimum transportation development proposal requirements.
8. Developments should include an internal circulation system, external collector streets and connections to arterial roads.
9. Highway development should be directed to clusters or nodes.
10. Intersecting access points shall form a single intersection.
11. Create a plan for business/industrial areas.
12. Developments shall not block road extensions.
13. Developers shall submit Area Development Plans.
14. Avoid dead-end roads and cul-de-sacs.
15. Consider bicycle/pedestrian needs.

Utilities and Community Facilities

1. Public facilities and services must be available or planned for as part of any development.
2. Manage growth to avoid demand for increased services or facilities.
3. Cost of public facilities should be borne by developers.
4. Development proposals should provide assessment of impacts of providing community services.
5. Support efforts to expand recreational resources.
6. Encourage compact growth and discourage scattered development.
7. Coordinate expansion of sanitary district to accommodate development.
8. When available, on-site sewage treatment systems shall be connected.
9. Inspect on-site sewage treatment systems within the sanitary district.
10. A developer should meet with the sanitary district if development occurs within 500 feet.
11. Developments near the sanitary district should provide a sewer connection feasibility analysis.
12. Cost of a feasibility analysis shall be the responsibility of the applicant.
13. As growth occurs, increase staffing levels and governmental services as warranted.

14. Increase public building space as growth warrants.
15. Improve staffing, training, space, and equipment to achieve desired emergency service response times as growth warrants.
16. Support efforts of schools to improve services and facilities as growth warrants.
17. Participate in partnerships that connect businesses and students.
18. Improve solid waste management and recycling services as need warrants.
19. New utility systems should be required to locate in existing right-of-ways.
20. Support the clean-up/reuse of brownfield sites.
21. New telecommunication antennas shall be placed on existing towers.
22. Utility towers shall be visually unobtrusive and support multi-use.
23. Participate in county-initiated efforts to inventory and assess existing and future needs for public facilities and services.
24. Pursue options for trading, renting, sharing equipment with neighboring jurisdictions.
25. Pursue options for sharing staff or contracting out existing staff.
26. Consider joint use of community facilities with neighboring communities/organizations.
27. Consider cooperative options before establishing, reinstating, expanding or rehabilitating community facilities, utilities or services.

Agricultural, Natural, and Cultural Resources

1. Developments should preserve productive forests, reduce forest fragmentation, and prevent conflicts between land uses.
2. Development should minimize negative impacts to natural resources.
3. Development should minimize negative impacts to rural character.
4. Development should minimize negative impacts to historic and archeological sites.
5. Development proposals should provide an analysis of natural resources impacts.
6. Development proposals should address stormwater management, erosion control, and risk of flooding.
7. Development proposals in shoreline areas should demonstrate compliance with County Zoning Ordinance and Shoreland Protection Manual.
8. The town permits agricultural operations. Owners of property in agricultural use or adjacent to such areas expect conditions as a normal and necessary aspect of living in an area with a strong rural character and an active agricultural sector.
9. WDNR Best Management Practices should be utilized for activities approved in the community's forests and wetlands.
10. Farms with more than 500 animal units should comply with all performance standards.

Economic Development

1. Support new business development efforts that are consistent with the comprehensive plan.
2. Agriculture should be the preferred economic base of the town.
3. Encourage economic development efforts through public-private partnerships.
4. Maintain prime business and industrial lands adequate to encourage the desired types and amounts of such development.
5. Business development proposals should provide an assessment of potential impacts to economic health and markets.
6. Promote export businesses that produce goods and services within the community but are sold primarily to outside markets.
7. Work with the Manitowoc Economic Development Corporation as a resource to achieve economic development goals.
8. Develop site standards for business development proposals.
9. Business development proposals should provide an assessment of impacts to the cost of providing community facilities and services.
10. Subdividing of industrial parks should not occur until developments are approved.
11. Regularly evaluate economic development related grants, programs, and tax incentives.

Intergovernmental Cooperation

1. Jointly discuss transportation issues that affect the neighboring communities, the County and the state.
2. Educational efforts regarding planning, land use regulation, implementation, or resource management should be discussed jointly.
3. Participate in county-initiated efforts to inventory and assess existing and future needs for public facilities.
4. Pursue options for trading, renting, sharing or contracting equipment with neighboring jurisdictions.
5. Pursue opportunities for sharing staff or contracting out existing staff.

6. Community facilities with available capacity should be considered for joint use with neighboring communities organizations.
7. Support the consolidation or shared provision of community services where suitable.
8. Work with neighboring communities to match land use plans and policies along municipal boundaries.
9. A joint planning area should be developed with neighboring communities.
10. The town should work to maintain ongoing communication and positive relationships with neighboring communities, school districts, Manitowoc County, state and federal agencies, and other overlapping units of government (sanitary district).
11. Neighboring communities and districts should be invited to future meetings in which amendments or updates to the comprehensive plan are made or discussed.

Land Use

1. Utilize existing road network, public facilities and services to accommodate new development.
2. Maintain the integrity and viability of agriculture.
3. Update land use ordinances as needed to implement the Preferred Land Use Plan.
4. Developments should preserve productive forestland, reduces forest fragmentation, and prevent conflicts between land uses.
5. Development should minimize negative impacts to natural resources.
6. Development should minimize negative impacts to rural character.
7. Development should minimize negative impact historic and archeological sites.
8. Development should incorporate natural and cultural resources into the development.
9. Conservation/cluster design developments should be no larger than necessary.
10. Conservation/cluster design should be utilized in proposed major land divisions.
11. Develop characteristics for cluster design developments.
12. Develop characteristics for conservation design developments.
13. Residential subdivisions and non-residential development proposals should consider future transportation needs.
14. Scattered residential development should be discouraged throughout the community.
15. Business and industrial development should be directed to the Preferred Land Use Map.
16. Business and industrial development should be directed to areas where existing public facilities and services are adequate to support growth.
17. Subdividing of industrial parks should be compliant with the community's conceptual industrial park plan or master layout.
18. The design of new business development should avoid the proliferation of new commercial strips.
19. Develop business and industrial site design standards.
20. Existing roads, public facilities and services should be utilized to accommodate new development.
21. New utility systems shall be required to locate in existing rights-of-way.
22. Development proposals should provide an analysis of the potential transportation impacts.
23. Utilize the preferred land use classification to identify existing extraction sites.
24. Conditional use permits for mineral extraction operations should include restrictions for hours of operation from 6:00 a.m. to 6:00 p.m. Monday through Friday and 6:00 a.m. to noon on Saturday.
25. Conditional use permits for mineral extraction operations should not permit extraction operations or the operation of equipment within 500 feet of existing residences.
26. Conditional use permits for mineral extraction operations should not permit extraction areas within 100 feet of the edge of a town right-of-way.
27. Conditional use permits for mineral extraction operations should include provisions for adequate screening.
28. Conditional use permits for mineral extraction operations shall allow for inspection of the site to ensure compliance with the permit.
29. Conditional use permits for mineral extraction operations shall include a plan for site reclamation including financial assurances.
30. Development near schools should be limited to uses that do not pose threats to public health or safety, produce little noise, generate minimal traffic, and are consistent with the area development plan.
31. Solid or hazardous waste disposal, transfer, or handling facilities should be designed to protect surface water and groundwater quality.

32. Solid or hazardous waste disposal, transfer, or handling facilities should be located in areas where land use conflicts can be minimized.
33. Proposed telecommunication, wind energy, and other utility towers shall address potential impacts on surrounding residential properties, alternative tower locations, setbacks from highways and other structures, provisions for abandonment, property access, lighting, and site security.
34. Telecommunication, wind energy, and other utility towers shall be designed to be as visually unobtrusive as possible, support multi-use and reuse, and be safe to adjacent properties.
35. Develop characteristics for home-based businesses.
36. When a home-based business takes on the characteristics of a primary business or industrial use, it will be discontinued or apply for the appropriate rezone.
37. Develop additional criteria for proposed conditional uses.
38. Work with the neighboring jurisdictions to address land use, building and site design, and development density in boundary areas, along highway corridors, and at community entrance points.
39. A joint planning area should be developed with neighboring communities.
40. Subdivision developers should submit Area Development Plans that assess the potential for connecting planned subdivision roads with future development on surrounding properties.

These overall strategies are grouped by element, but are associated with policies and recommendations in multiple elements. These associations are noted on each policy and recommendations statement. For example, policy LU 21 (Land Use 21), is associated with strategy T6 (Transportation 6) *"The existing road network and existing public facilities and services will be utilized to accommodate new development to the maximum extent possible"* and ANC2 (Agricultural, Natural and Cultural Resources 2) "*New development should be placed on the landscape in a fashion that minimizes potential negative impacts to natural resources such as (shoreline areas, wetlands, floodplains, wildlife habitat, woodlands, existing vegetation, and existing topography)"*.

LU21	New utility systems shall be required to locate in existing rights-of-way whenever possible (Source: Strategy T6, ANC2).

Wisconsin's Comprehensive Planning law requires that the Implementation element describe how each of the nine elements of the comprehensive plan will be integrated with the other elements of the plan. The implementation strategies provide planning element integration by grouping associated policies and recommendations in multiple elements with coherent, overarching themes.

Selected Strategies

The Town of Newton selected from the available strategies to generate its policies and recommendations. The selected implementation strategies reflect the town's highest priorities for implementation, and areas where the town is willing to take direct implementation responsibility.

The following strategies were selected and utilized to develop this plan:

- H1: Plan for a variety of housing types and densities
- T1: New roads shall be built to town standards as a condition for new development
- T4: A five-year road improvement plan, including potential funding sources, should be maintained and annually updated
- T5: Development proposals should provide an analysis of the potential transportation impacts
- T15: The community should consider bicycle and pedestrian safety needs when new roads are proposed or when roadway improvements are made
- UCF1: New development should provide the impact on public facilities and services
- UCF3: A proportional share of the cost of improvement, extension, or construction of public facilities should be borne by the developer
- UCF6: Encourage compact growth and discourage scattered development
- ANC1: Development should minimize negative impacts to rural character (farm fields, woodlands, water, other natural resources)
- ANC8: Support the Right-to-Farm
- ED7: Partner with others to achieve economic development goals and objectives
- ED8: Develop business and industrial site and building design criteria
- ED11: Evaluate economic development related grants, programs, and tax incentives
- IC1: Partner with others on transportation issues
- IC3: Partner with others on public facilities and service issues to save scarce dollars
- IC8: Partner with others on land use plans and policy issues
- LU3: Update land use ordinances to implement the Preferred Land Use Plan
- LU8: Development near natural resources should incorporate them, rather than harm or destroy them.
- LU11: Develop characteristics for cluster design developments
- LU12: Develop characteristics for conservation design developments
- LU14: Discourage scattered residential development
- LU28: Control mineral extraction operations
- LU35: Regulate home-based business

The strategies that were not selected by the town may still be of importance, but were not identified as top priorities or areas where direct action by the town was deemed appropriate.

9.5.2 Planning Element Consistency

Wisconsin's Comprehensive Planning law requires that the Implementation element describe how each of the nine elements of the comprehensive plan will be made consistent with the other elements of the plan. The planning process that was used to create the *Town of Newton Year 2030 Comprehensive Plan* required all elements of the plan to be produced in a simultaneous manner. No elements were created independently from the other elements of the plan, therefore reducing the threat of inconsistency.

There may be inconsistencies between the goals and objectives between elements or even within an individual element. This is the nature of goals and objectives. Because these are statements of community values, they may very well compete with one another in certain situations. The

mechanism for resolving any such inconsistency is the policy statement. Where goals or objectives express competing values, the town should look to the related policies to provide decision making guidance. The policies established by this plan have been designed with this function in mind, and no known policy inconsistencies are present between elements or within an individual element.

Over time, the threat of inconsistency between the plan and existing conditions will increase, requiring amendments or updates to be made. Additional plans regarding specific features within the community may also be developed (e.g., outdoor recreation plan, area development plan, etc.). The process used to develop any further detailed plans should be consistent with this *Town of Newton Year 2030 Comprehensive Plan*.

9.6 Measurement of Plan Progress

Wisconsin's Comprehensive Planning law requires that the Implementation element provide a mechanism to measure community progress toward achieving all aspects of the comprehensive plan. An acceptable method is to evaluate two primary components of the plan - policies and recommendations - which are found in each plan element.

To measure the effectiveness of an adopted policy, the community must determine if the policy has met the intended purpose. For example, the Town of Newton has established a Transportation element policy that states, "Roads that provide access to multiple improved properties shall be built to town standards as a condition of approval for new development." To determine whether the policy is achieving the community's intention, a "measure" must be established. In the case of this policy, the measure can be formulated by identifying the proportion of roads serving multiple improved properties that are built to town standards and by assessing how that has changed since the plan's adoption. Each policy statement should be reviewed periodically to determine the plan's effectiveness.

Likewise, recommendations listed within each element can be measured. For recommendations, the ability to "measure" progress toward achievement is very straightforward in that the recommendations have either been implemented or not.

To ensure the plan is achieving intended results, periodic reviews should be conducted by the Planning Commission and results reported to the governing body and the public.

9.7 Implementation Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1. **Promote consistent integration of the comprehensive plan policies and recommendations with the ordinances and implementation tools that affect the town.**

Objectives

1.a. Update the comprehensive plan on a regular schedule to ensure that the plan remains a useful guide for land use decision making.

1.b. Require that administration, enforcement, and implementation of land use regulations are consistent with the town's comprehensive plan.

Goal 2. **Balance appropriate land use regulations and individual property rights with community interests and goals.**

Objectives

2.a. Create opportunities for citizen participation throughout all stages of planning, ordinance development, and policy implementation.

2.b. Maintain a development review process whereby all interested parties are afforded an opportunity to influence the outcome.

9.8 Implementation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word "shall" are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words "will" or "should" are advisory and intended to serve as a guide. "Will" statements are considered to be strong guidelines, while "should" statements are considered loose guidelines. The town's policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town's policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies: Town Position

I1 Existing and/or future land use regulations should be fair and treat landowners with equality.

I2 Land use policies and implementation tools must be clear and readily understood by town residents.

Policies: Town Directive

I3 The town should maintain the comprehensive plan as an effective tool for the guidance of town governance and will update the plan as needed to maintain consistency with state comprehensive planning requirements.

I4 Town policies, ordinances, and decisions shall be made in conformance with the comprehensive plan to the fullest extent possible.

Recommendations

- Monitor the implementation of the Manitowoc County Comprehensive Plan and encourage the incorporation of the Town of Newton Comprehensive Plan relative to policies, recommendations, and implementation strategies.

- Develop and maintain an action plan that identifies specific projects to be completed toward the implementation of the comprehensive plan. An action plan identifies an estimated timeframe and responsible parties for each project or action.

- Review the comprehensive plan annually (in conjunction with the town budgeting process) for performance on goals, objectives, policies, and recommendations, as well as for availability of updated data and to provide an opportunity for public feedback. This review does not need to be as formal as the comprehensive review required at least every 10 years by Ch. 66.1001, Wisconsin Statutes.

- Conduct a comprehensive plan update at least every 10 years as required by Ch. 66.1001, Wisconsin Statutes. All components of the plan should be reviewed for applicability and validity.

Appendix A

Public Participation Plan

TOWN OF NEWTON
RESOLUTION NO. 61108

ADOPTION OF A PUBLIC PARTICIPATION PLAN

WHEREAS, the Town of Newton is participating in the Manitowoc County comprehensive planning process to develop a comprehensive plan as defined in Section 66.1001 of the Wisconsin Statutes to guide community actions and to promote more informed decision making regarding land use and related issues; and

WHEREAS, Section 66.1001(4)(a) of the Wisconsin Statutes specifies that local governments preparing a comprehensive plan must adopt written procedures that are "Designed to foster public participation, including open discussion, communication programs, information services and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan; and

WHEREAS, these written procedures must also: "Provide for wide distribution of proposed, alternative, and amended elements of a comprehensive plan, and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments"; and

NOW, THEREFORE, BE IT RESOLVED, that the attached Public Participation Plan is adopted by the Town of Newton to foster public participation throughout the comprehensive planning process consistent with the spirit and intent of Section 66.1001(4)(a) of the Wisconsin Statutes.

Dated this 11th day of June, 2008.

Town of Newton

By: Kevin Behnke
Kevin Behnke, Chairman

Attest:

Barbara Pankratz
Barbara Pankratz, Town Clerk

Town of Newton Comprehensive Plan
Public Participation Plan

I. Introduction

The Town of Newton will develop a comprehensive plan as defined in Section 66.1001 of the Wisconsin Statutes to guide community actions and to promote more informed decision-making regarding land use. Section 66.1001 (4) (a) of the Wisconsin Statutes specifies that local governments preparing a comprehensive plan must adopt written procedures that are:

> "Designed to foster public participation, including open discussion, communication programs, information services and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan."

In addition, the written procedures must:

> "Provide for wide distribution of proposed, alternative, and amended elements of a comprehensive plan, and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments."

In that the Town of Newton seeks to have a comprehensive plan created by the people that live in and enjoy the town, involving these very people in the planning process is not only desired, but necessary for the future of the Town of Newton. Therefore, this Public Participation Plan has been developed by the Town of Newton to foster public participation throughout the comprehensive planning process consistent with the spirit and intent of Section 66.1001 (4) (a) of the Wisconsin Statutes.

II. Public Participation Efforts

The Town of Newton will foster public participation through the efforts described below. Additional efforts beyond those listed in this plan will occur during the development of the comprehensive plan as part of the broader Manitowoc County Comprehensive Planning process of which the Town of Newton is a part:

The core efforts to gather public input throughout the planning process within the Town of Newton include:

- Posting of public informational meetings, all other meetings, and public hearings in accordance with Wisconsin's Open Meetings Law;
- Displays and exhibits shall be displayed at the Town Hall throughout the planning process (to keep the public informed about the planning process and outcomes of meetings/hearings, when applicable);
- Develop an interactive web site where Town of Newton residents can access and read all Comprehensive Planning documents and post comments or suggestions;
- Keeping materials/documents at the Town Hall;

Town Comprehensive Plan Meeting Effort

Town Plan Commission Meetings

The Town Plan Commission (also known as a "Committee") will hold meetings to gather information and respond to comments and concerns that arise throughout the planning process.

Plan Commission Meetings

Six meetings will be held to discuss the town comprehensive plan. The town will be assisted by a Planner from Foth Infrastructure & Environment, LLC. Additional meetings may also be held by the town as needed.

Public Information

The town will host two public informational meetings to present information and gather feedback from the residents and landowners in the Town of Newton.

Public Hearing

A formal public hearing will be held to receive comments on the Recommended Draft comprehensive plan document before it is submitted to the Town Board for approval. The public hearing shall be held in accordance with Section 66.1001(4) of the Wisconsin State Statutes.

These efforts are the minimum and more opportunities for public involvement may arise as the comprehensive plan develops. Written comments will be accepted at all of the meetings, as well as the Public Hearing during the planning process. The town will respond in writing to written comments submitted at the Public Hearing(s) as specified under Section 66.1001 (4).

III. Procedures for Adopting Comprehensive Plan

The Town Plan Commission may recommend to the Town Board adoption of the comprehensive plan by adopting a resolution by a majority vote of the entire Commission. The resolution shall refer to maps and other descriptive materials that relate to the comprehensive plan. The Town Board may then adopt, by ordinance, the comprehensive plan.

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

1. Every governmental body that is located in whole or in part within the boundaries of the local governmental unit.
2. Every local governmental unit that is adjacent to the local governmental unit which is the subject of the plan.
3. The Wisconsin Land Council and/or Department of Administration.
4. The public library that serves the area in which the local governmental unit is located.
5. Non-metallic mining interests present in the town as required by Wisconsin Act 307.

Copies of the plan will also be made available for public review at the Town Hall. Citizens will have an opportunity to review and provide written comments on the comprehensive plan. After

the Governing Body has received all written comment, it shall respond in writing to the comments received as specified in State Statute 66.1001(4)(a).

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

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

Adopted:

_____

Town of Newton Town Board