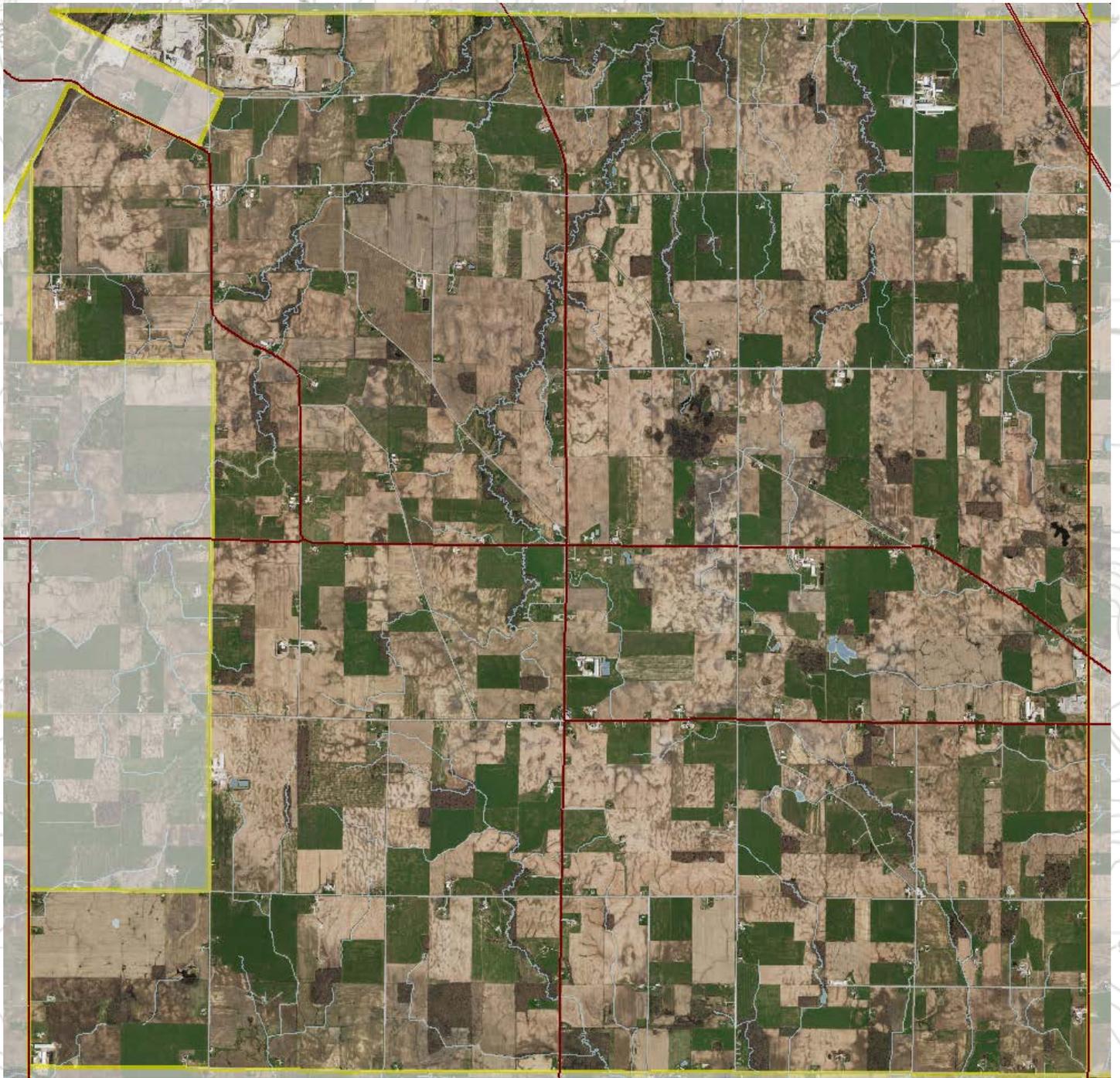


Town of Glenmore Comprehensive Plan 2016 Update



Adopted February 1, 2016

Brown County Planning Commission
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Town of Glenmore Comprehensive Plan 2016 Update

Adopted: February 1, 2016

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CHAPTER 1

Issues and Opportunities

2015 Town of Glenmore Comprehensive Plan Update Prologue

A comprehensive plan is intended to be a living, dynamic document that sets an overall vision while maintaining flexibility to efficiently respond to opportunities and challenges all communities face. A comprehensive plan's vision is generally considered to be over a 20-year horizon; however, keeping the same plan unchanged for 20 years will lead to the document becoming irrelevant if it is not occasionally updated to reflect current realities for a community. The 2005 Town of Glenmore Comprehensive Plan recognized this need and included an implementation recommendation of reviewing and revising the comprehensive plan at a minimum of every 10 years to update background data, review the goals and objectives, and evaluate the overall implementation of the plan. It is this recommendation the 2015 Town of Glenmore Comprehensive Plan Update is intended to address.

As this is an update, much of the background data from the 2005 plan is still relevant and therefore is not changed. However, with regard to specific instances where additional and/or more recent data is available such as new census data, population projections, and existing land uses, the maps, graphs, and recommendations reflect the new data.

It is anticipated within another 10 years, consistent with the recommendation in the 2005 plan, this update will be supplanted by a new Town of Glenmore Comprehensive Plan. In the meantime, this comprehensive plan update provides the necessary bridge to ensure development decisions continue to be considered and acted upon in a manner consistent with the original vision in the 2005 plan, while addressing the issues and opportunities of 2015.

Introduction

Glenmore is a town of almost 33 square miles located in central Brown County. It is bounded by the Town of Ledgewood on the north, the Town of New Denmark on the east, the Town of Morrison on the south, and the Towns of Rockland and Wrightstown on the west. The Town is primarily agricultural in nature with residential development generally associated with farming activities. The most defining features of the Town are the large, contiguous blocks of high-quality agricultural land separated only by roads, streams or other natural corridors.

Purpose and Intent

A comprehensive plan is an official public document adopted by ordinance by the local government that sets forth its major policies concerning the future physical development of the community. The primary purposes of this plan are to generate goals for attaining a desirable development pattern, devise strategies and recommendations the Town can follow to achieve its desired development pattern, and meet the requirements of the State of Wisconsin Comprehensive Planning Law. The following list identifies the State of Wisconsin goals for comprehensive planning. Therefore, not all the Wisconsin comprehensive planning goals necessarily pertain to the Town of Glenmore as an agricultural community, but they would apply to the State as a whole.

1. Promotion of the redevelopment of lands with existing infrastructures and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial areas.

2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state governmental, and utility costs.
6. Preservation of cultural, historic, and archeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

The Town of Glenmore Comprehensive Plan is adopted by ordinance and should be used by Town officials when revising and administering its zoning and other land-related ordinances. The plan should be the basis for siting future developments and should be a guiding vision so that there is a consistent policy to follow and a clear goal for the future for the residents of the Town of Glenmore. The maps and graphics contained within this plan are general in nature and are based on the best information available and should not be utilized for detailed site planning.

Comprehensive Planning Process

The most recent comprehensive plan for the Town of Glenmore was adopted in 2005 and was in need of its 10-year update. The Brown County Planning Commission (BCPC) was contracted to provide professional planning assistance. Staff from BCPC prepared the background information and the recommendations of this plan based upon the consensus opinions of the town planning commission members, public input, 2004 town-wide visioning session, 2015 town-wide survey respondents, and sound planning principles.

This document is comprised of nine chapters reflecting the requirements in the Comprehensive Planning Law: Issues and Opportunities; Housing; Transportation; Utilities and Community Facilities; Natural, Cultural, and Agricultural Resources; Economic Development; Intergovernmental Cooperation; Land Use; and Implementation. Although all of these chapters have their own goals, objectives, and recommendations, the elements are all interrelated, and, therefore, the goals, objectives, and recommendations are also. This plan was developed with the interrelationships of the elements in mind.

The future land use plan contained within the Land Use Chapter of the comprehensive plan provides the vision of how the Town of Glenmore could look 20 years from now. While there are recommendations regarding the location, density, and design of future development, agricultural production is anticipated to continue to be the primary activity in the Town. Since agriculture is such an important part of Glenmore's past and future, throughout the document the terms "agriculture" and "farming" are both used and are intended to be used interchangeably. The future land use map is the composite of the goals, objectives, and recommendations contained in all of the chapters.

The final part of the plan involves implementing the recommendations. A comprehensive plan is only effective when it is actually used. This includes both using the plan on a routine basis when making policy and administrative decisions and when creating and revising municipal ordinances, such as the zoning ordinance, to control and guide development consistent with the plan.

This document is not the end of the planning process. For the Town of Glenmore to succeed in achieving its vision for the future, planning must be a continual, ongoing exercise.

Community Goals and Objectives

A major element of the comprehensive planning process is the identification of Glenmore's goals and objectives. This identification is often difficult, as values held by citizens are highly elusive and complex. People vary widely in their choice of values and the degree to which they will accept or tolerate differing attitudes.

In order to identify the Town's priorities for community development, as well as key issues and concerns to be addressed, the Brown County Planning Commission facilitated a public visioning session on April 29, 2004, at the Glenmore Community Center that utilized the nominal group method. The results from the visioning session were then mailed to all Glenmore residents and property owners to develop a ranking of the top issues within the Town. The following list identifies the top issues resulting from the 2004 visioning session and survey:

Rank

1. Slow the conversion of agricultural land to new homes as much as possible (prevent urban sprawl).
2. No large subdivisions.
3. Ensure that large farms and industries are environmentally-sound.
4. (Tie) Maintain the proactive recycling and solid waste facility that is operated with the Town of Morrison.
4. (Tie) Evaluate the Town's tax rate and keep it as low as possible.
5. Maintain the peace and quiet/rural atmosphere of the Town.
6. Do not develop public water or sewer service.
7. (Tie) Keep out large corporate farms.
7. (Tie) Preserve farming and large farm fields (40s). Keep Glenmore as an agricultural community.
8. (Tie) Define a centralized commercial and/or industrial area in the Town, while keeping in mind the impacts of these developments.
8. (Tie) Identify ways to control the location of subdivisions, such as in non-farming areas and out of wetlands.
8. (Tie) Be fair and equitable to farmers who want to sell their property.
9. (Tie) Protect farmers from frivolous lawsuits and harassment and maintain the ability to farm with limited interference from the neighbors.
9. (Tie) Ensure that the rights of landowners are protected.
9. (Tie) Clean up junk through a yard and building maintenance ordinance (junk cars, trash, old machinery).
10. (Tie) Make sure homes are of a quality construction.
10. (Tie) Allow for choices of private septic systems, including mounds or holding tanks.

The nominal group session, 2015 town-wide survey respondents, input from the Glenmore Planning Commission members, the State of Wisconsin Comprehensive Planning Law, and sound planning principles formed the basis for the development of the goals and objectives of the plan.

Goals and objectives each have a distinct and different purpose within the planning process. Goals describe desired situations toward which planning efforts should be directed. They are broad and long-range. They represent an end to be sought; although, they may never actually be fully attained. Objectives describe more specific purposes, which should be sought in order to advance toward the achievement of the overall goals. The third part of the planning process – policies and programs – is discussed in each chapter specific to that comprehensive plan element.

The comprehensive plan and future development of the Town are based on the following goals and objectives.

Land Use Goal

To manage growth and land uses to ensure that development does not negatively impact existing and future agricultural activities in Glenmore and that the Town’s rural country atmosphere is maintained.

Objectives

- Identify, adopt, and implement planning tools and techniques that minimize the impact of development on agricultural activities in the Town.
- Discourage the development of large subdivisions.
- Ensure that large farms and other industrial uses are environmentally-sound.
- Ensure the compatibility of adjoining land uses for both existing and future development.
- Maintain large tracts of contiguous farmland in 40-acre parcels.
- Identify a commercial and/or industrial area that does not detract from the rural setting of the Town.
- Ensure that the rights of landowners and farmers are protected.

Transportation Goal

To develop a safe and efficient multi-modal transportation system that serves all Glenmore residents.

Objectives

- Identify a system of on-street bicycle and pedestrian facilities in the Town.
- Monitor the growth of the Town to allow for the identification of future roadway needs.
- Maximize safety and accessibility at the Town’s intersections.
- Use Wisconsin’s Pavement Surface Evaluation and Rating (PASER) system to evaluate the condition of the Town’s roads and prioritize them for maintenance.
- Foster communication with the Wisconsin Department of Transportation, Brown County Planning Commission, Brown County Public Works Department, and surrounding communities in order to coordinate future improvements.
- Maximize street connectivity among and within subdivisions.
- Consider the impacts on the existing road network when reviewing zoning amendment requests.
- Review the number, location, and design of driveways serving properties that abut heavily traveled roads.

- Work with Brown County to apply for grants to help fund the development of the Town's multi-modal transportation system.

Economic Development Goal

Maintain farming and other agriculturally-related enterprises as the primary economic activities in the Town.

Objectives

- Encourage farmers, businesses, and industries to promote environmentally-friendly practices, such as recycling, erosion control, and pollution controls.
- Identify a location in the Town for commercial and industrial activity.
- Encourage those businesses that support the agricultural economy.
- Utilize government programs to aid in the retention of existing and attraction or promotion of new agricultural, industrial, and commercial activities.
- Encourage the redevelopment of underutilized, vacant, and brownfield areas.
- Recognize farming and other agricultural activities as important components of the local economy and encourage those farmers who wish to remain active in the Town.
- Support the development of local niche farm markets, such as direct farm-to-market sales, organic farming, and other specialty crops.
- Encourage the development of agricultural businesses that create added value to locally grown crops.
- Enhance the Town's economic development partnerships with agencies, such as USDA-Rural Development, Advance, Brown County Planning Commission, and the Wisconsin Department of Agriculture, Trade, and Consumer Protection.

Housing Goal

Provide a variety of quality housing opportunities for all segments of the Town's population while maintaining the Town's rural nature.

Objectives

- Promote an adequate supply and mix of housing types for individuals of all life stages, physical abilities, and income levels.
- Identify residential development areas near existing development to minimize the effects on agricultural activity.
- Minimize the disruptions to agricultural activity from housing development.
- Develop and implement a property maintenance code for nuisance issues like junk cars and building dilapidation.
- Ensure that new homes are of quality construction in terms of labor and materials.
- Identify and utilize government programs, such as the Brown County Planning Commission's housing rehabilitation revolving loan fund, to improve aging residential stock.

Utilities and Community Facilities Goal

Promote a quality living environment through the timely provision and maintenance of recreation, utility, emergency, and other public facilities and services affecting the health, safety, and well-being of Glenmore residents and businesses.

Objectives

- Monitor the quality and quantity of groundwater in Glenmore to ensure a safe drinking water supply.
- Continue to utilize and maintain quality onsite sewage disposal systems and private wells in the Town.
- Ensure adequate response times for emergency services in Glenmore.
- Coordinate any future park or other recreation development with adjoining communities and the recommendations in the Brown County Open Space and Outdoor Recreation Plan.
- Maintain the Town's existing public facilities and replace aging/obsolete infrastructure and equipment in a timely fashion.
- Develop a comprehensive stormwater management plan to address water quantity issues (such as flooding) and water quality issues (through the protection of wetlands and stream habitats).
- Ensure adequate levels of other services and facilities to meet the needs of the community.

Natural, Cultural, and Agricultural Resources Goal

Maintain agricultural activity in the Town while protecting those cultural and natural resources that create Glenmore's unique rural character.

Objectives

- Inform new residents that Glenmore has active farming operations and sights, sounds, and smells that are associated with them.
- Encourage Town farmers to work with governmental agencies in implementing agricultural practices that lessen stormwater runoff and erosion.
- Identify the productive agricultural land in the Town and identify methods to encourage agricultural uses on these lands.
- Identify and encourage the preservation of historic and scenic sites in the Town.
- Work to preserve the scenic vistas associated with the Town.
- Preserve wetlands, floodplains, and other environmental areas to link various parts of the Town and to serve as wildlife corridors and stormwater management areas.
- Recognize the Niagara Escarpment as a critical natural resource and identify tools to maintain it as much as possible in a natural state.
- Enhance the appearance and community identity of the Town through the use of commercial and industrial building design standards, landscaping, attractive signage, and other beautification techniques.
- Recognize the need for nonmetallic mineral resources while requiring quarries to be operated in an environmentally sensitive manner.

Intergovernmental Cooperation Goal

To work with the surrounding communities, De Pere and Denmark School Districts, Brown County, and State of Wisconsin to cooperatively plan and develop the Town and region.

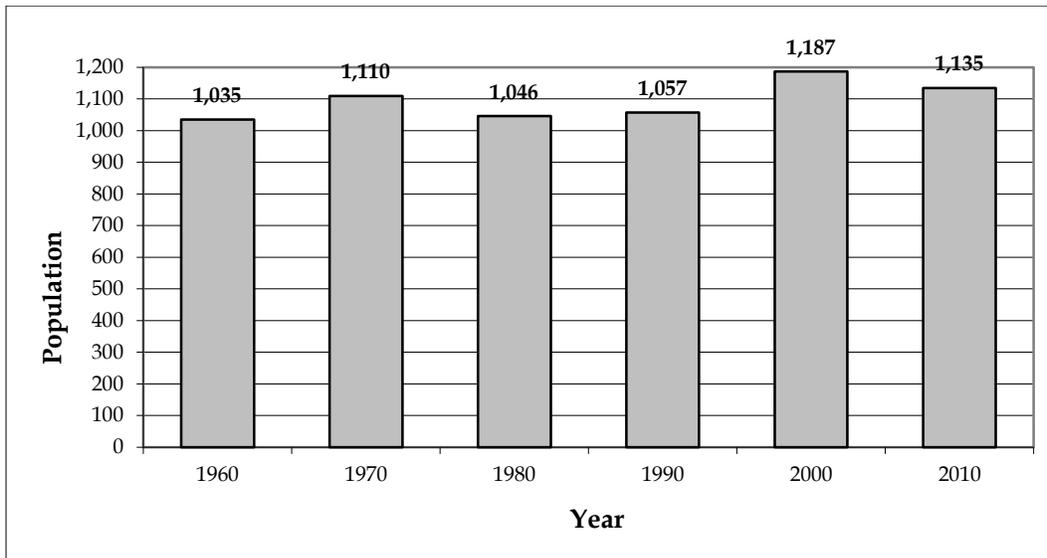
Objectives

- Coordinate with the De Pere and Denmark School Districts and Brown County Planning Commission to evaluate the need for future schools based on future population trends.
- Work with the surrounding communities to coordinate municipal services (such as the joint recycling facility with Morrison), land use decisions, and address other issues of mutual concern.
- Continue to work with the surrounding communities, Brown County, and WisDOT to plan the STH 96 and other highway corridors that serve the Town.
- Identify existing or potential conflicts with the surrounding communities and work with the communities and Brown County Planning Commission to resolve these conflicts.
- Begin to work with the surrounding communities and Brown County to develop a trail system that serves the Town and region.
- Utilize the Brown County Planning Commission as a resource to assist in reviewing development proposals.
- Identify potential partnerships with other local, county, state, and regional agencies, as well as with nonprofit and private enterprises.

Demographic Trends

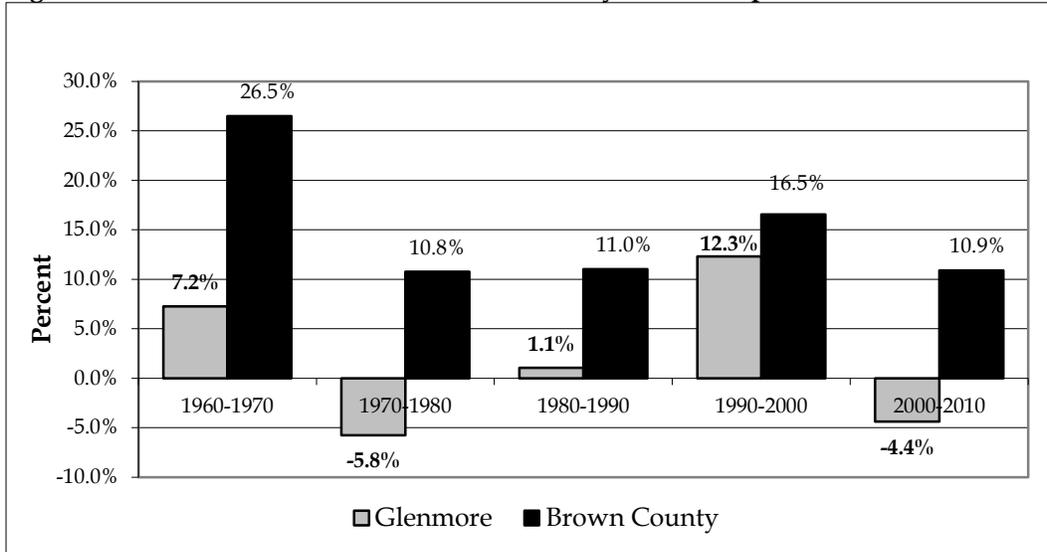
As depicted in Figure 1-1, the Town of Glenmore population trend has rather steadily hovered around 1,100 residents over the past 50 years. According to the U.S. Census Bureau, in 1960 the population of the Town was 1,035 residents and in 2010 it was 1,135 residents, an increase of 100 persons over the 50-year time period. This has occurred while surrounding towns, most notably the Town of Ledgeview, have experienced steady to very rapid population growth over this same time period. Figure 1-2 identifies the percent population growth between decades in Glenmore as compared to Brown County for reference.

Figure 1-1: Town of Glenmore Historic Growth Trend, 1960-2010



Source: U.S. Census of Population, 1960-2010 Decennial Census.

Figure 1-2: Town of Glenmore and Brown County Percent Population Growth, 1960- 2010



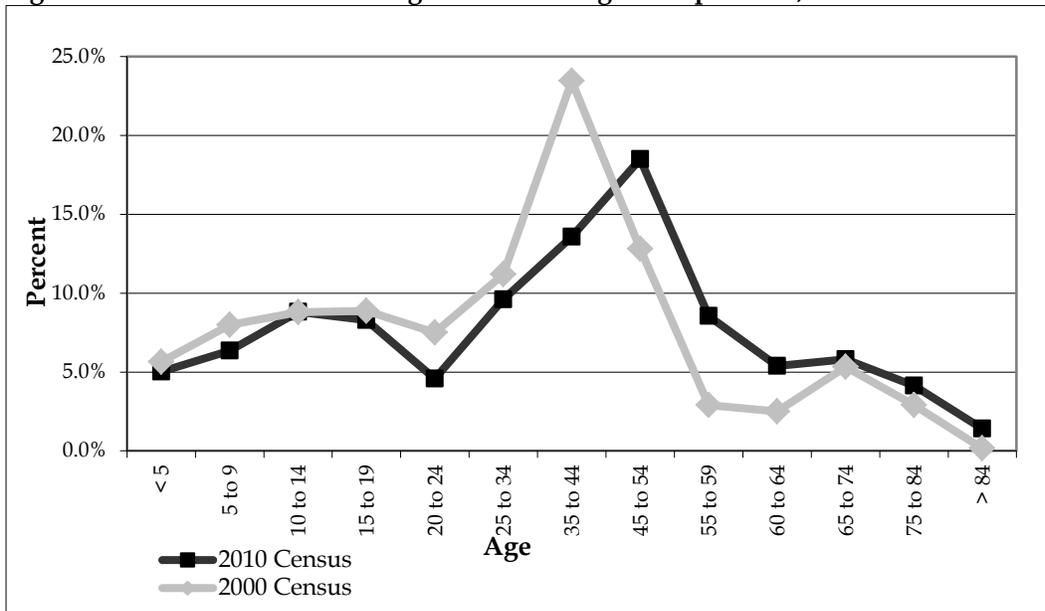
Source: U.S. Census of Population, 1960-2010 Decennial Census.

Age Distribution

The age distribution chart depicts the general aging of the population of the Town of Glenmore. As of 2010, the largest age group in the Town is those residents aged 45-54. Ten years ago, it was the same group of people, but they were aged 35-44. It is also important to note the significant percentage increase in those residents in the next 2010 age group of 55-64. Conversely, the percentage of children and younger people has generally decreased. A general aging of the population follows state and national trends, as the largest population segment, the Baby Boomer generation, continues to age. However, an older population is more pronounced in Glenmore than is typically experienced in other Brown County communities. For instance the median age in Glenmore is 44 years old, as compared to Brown County's median age of 36.4 years old. In terms of planning for Glenmore, issues such as elderly care, alternative

transportation, health care, and emergency response will become increasingly important. Figure 1-3 compares Glenmore residents' age as a percentage of total population for 2000 and 2010.

Figure 1-3: Town of Glenmore Age as a Percentage of Population, 2000 and 2010



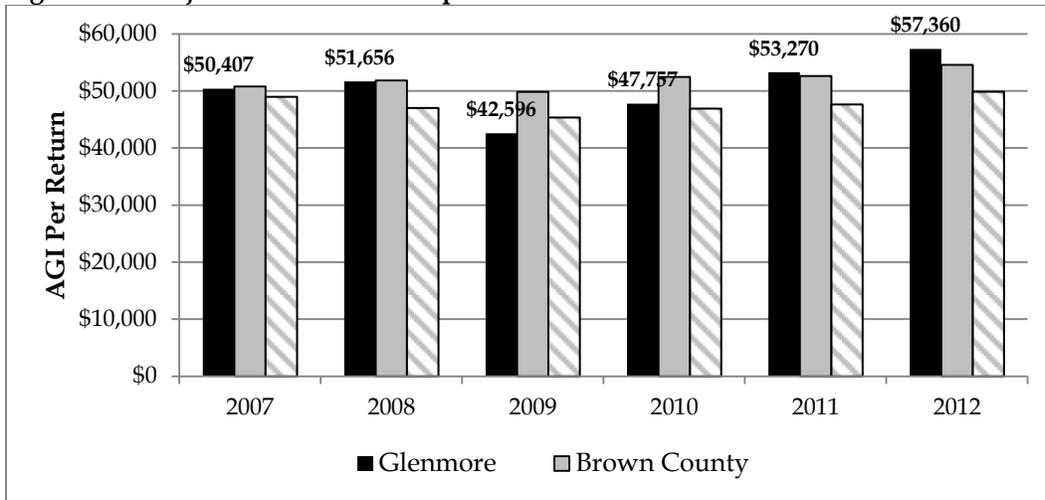
Source: U.S. Bureau of the Census, 2000 and 2010 Decennial Census.

Income Levels

According to the Wisconsin Department of Revenue-Division of Research and Analysis, the Town of Glenmore's adjusted gross income (AGI) per tax return is generally similar to Brown County's, with the primary exceptions being in 2009 and 2010, during the depths of economic recession. More recently the AGI for Glenmore residents has slightly exceeded Brown County's average as depicted in Figure 1-4.

When reviewing this data it is important to note that Wisconsin's adjusted gross income per return includes only income subject to tax and income of persons filing tax returns. Second, income per return is not necessarily indicative of income per household because tax filings do not correspond with households as several members of a single household may file individual tax returns, and the very high or very low (negative) income of a few tax filers can distort the total income and income per return of a given municipality and county.

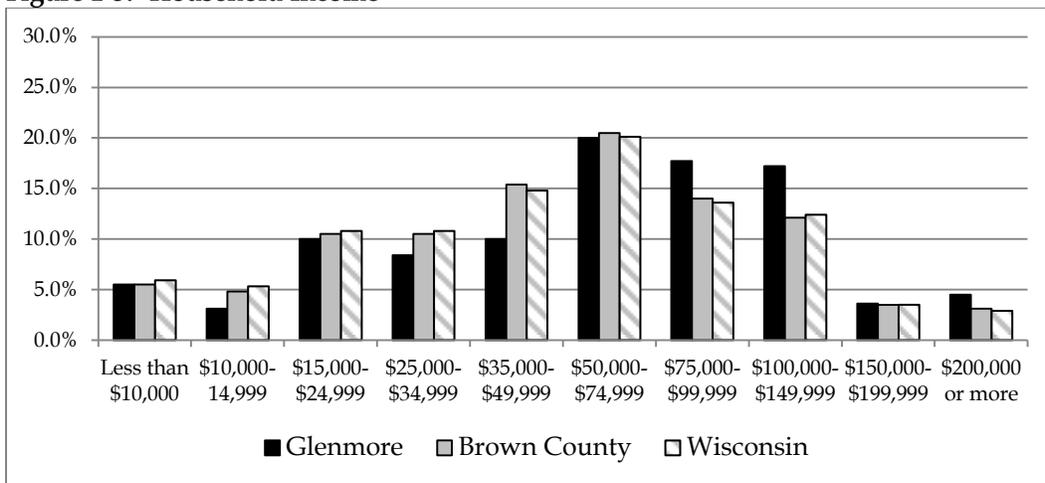
Figure 1-4: Adjusted Gross Income per Tax Return



Source: Wisconsin Department of Revenue, Adjusted Gross Income (AGI) per Filed Tax Return, 2007 - 2012.

The American Community Survey (ACS) is a rolling national survey that samples a representative portion of the American people every year. Based upon the results of the survey, estimates for each community are prepared in one and five-year increments. The ACS provides ranges for income levels. Based on the results of the ACS, the largest percentage income group in Glenmore is those households with \$50,000 to \$74,999 in annual income, similar to the County and State. There are also generally higher percentages of households with higher incomes in all income ranges from \$75,000 and higher, as compared to Brown County and the State of Wisconsin. According to the ACS, the median household income for the Town of Glenmore is approximately \$67,000 consistent with the AGI per tax return. The household income percentages are displayed in Figure 1-5.

Figure 1-5: Household Income

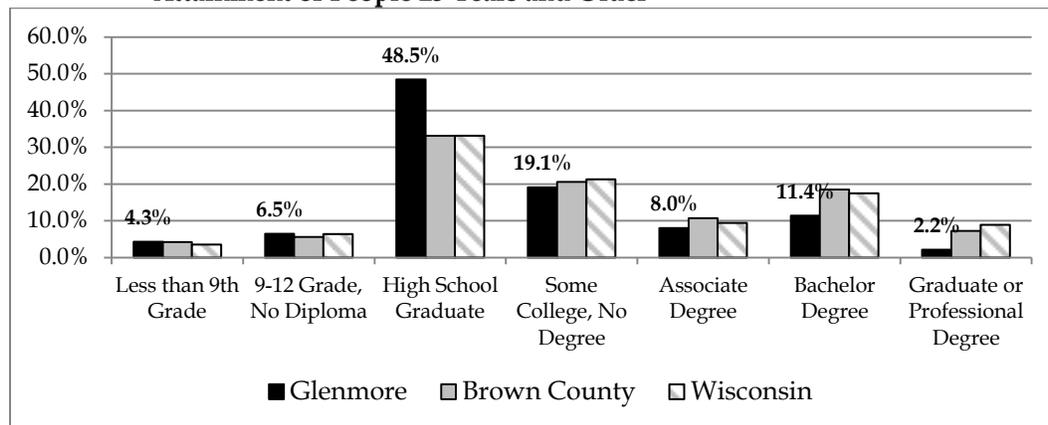


Source: U.S. Bureau of the Census, 2008 - 2012 American Community Survey 5-Year Estimates.

Educational Levels

Educational attainment levels of people 25 years and older in the Town of Glenmore are typical of those found in other rural areas. Glenmore's percentage of non-high school graduates and high school graduates is higher than in Brown County and the State of Wisconsin. The educational levels are displayed in Figure 1-6.

Figure 1-6: Town of Glenmore, Brown County, and State of Wisconsin Educational Attainment of People 25 Years and Older



Source: U.S. Bureau of the Census, 2008 - 2012 American Community Survey 5-Year Estimates.

Employment Characteristics

As displayed in Figure 1-7, 29.3 percent of the Town of Glenmore population is employed in management, business, science, and arts occupations and 26.8 percent in sales and office occupations, which is typical of most rural Brown County communities. Also similar to other rural Brown County communities is the comparatively higher percentage of occupations in the Natural Resources, Construction, and Maintenance fields.

Figure 1-7: Town of Glenmore Employment by Occupation

Occupation	Number	Percent
Management, Business, Science, and Arts Occupations	174	29.3%
Sales and Office Occupations	159	26.8%
Natural Resources, Construction, and Maintenance Occupations	99	16.7%
Production, Transportation, and Material Moving Occupations	97	16.4%
Service Occupations	64	10.8%

Source: U.S. Bureau of the Census, 2008 - 2012 American Community Survey 5-Year Estimates.

Employment Forecast

In October 2013, the Wisconsin Department of Workforce Development produced a long-term employment projection for the Bay Area Workforce Development Area which includes Brown, Door, Florence, Kewaunee, Manitowoc, Menominee, Oconto, Shawano, and Sheboygan Counties. The profile identifies projected job increases or decreases by industry for the 10-year period between 2010 and 2020 and factors in macro-economic conditions experienced by the area through October 2013.

According to the profile, total employment is projected to increase by 52,752 (12.32 percent) by the year 2020. The Education and Health Services, including State and Local Government sector is projected to add 11,459 jobs over the 10-year period, which is the largest numeric growth for all industry sectors in the Bay Area. In terms of growth rate, the Construction/Mining/Natural Resources sector is expected to grow by 28.26 percent (4,970 jobs) over the same 10-year period. More specifically, the Health Care and Social Assistance, including State and Local Government subsector is projected to add another 9,813 jobs

(20.70 percent). This is likely due to the general aging of the population generating increased demand for these types of services.

Manufacturing is projected to continue to have the largest number of jobs through 2020, with a total of 87,136 jobs. Education and Health Services, including State and Local Government is projected to be a close second with 86,007 jobs. Job growth and economic development strategies are discussed in much more detail in the Economic Development Chapter of this plan. Figure 1-8 displays total non-farm industry employment projections for the Bay Area Workforce Development Area.

Figure 1-8: Industry Projections for Bay Area Workforce Development Area, 2010-2020

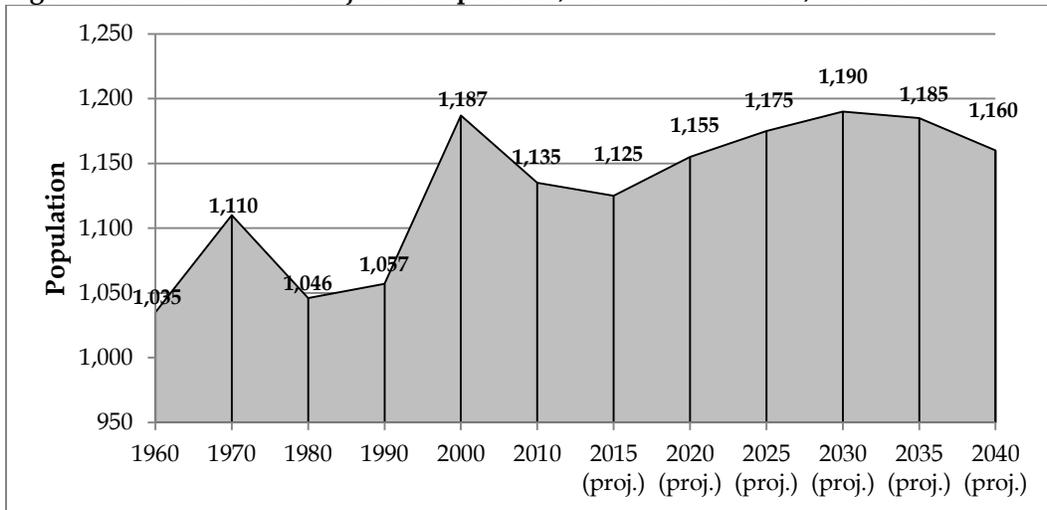
Industry Title	Employment		Ten-Year Change	
	2010 Annual Employment	2020 Projected	Numeric	Percent
Total Employment	428,331	481,083	52,752	12.32%
Construction/Mining/Natural Resources	18,189	23,159	4,970	28.26%
Manufacturing	82,329	87,136	4,807	5.84%
Trade, Transportation, and Utilities	74,502	81,018	6,516	8.75%
Wholesale Trade	15,272	16,872	1,600	10.48%
Retail Trade	42,750	45,409	2,659	6.22%
Transportation and Warehousing	14,236	16,574	2,338	16.42%
Information	5,105	5,503	398	7.80%
Financial Activities	23,010	26,489	3,479	15.12%
Finance and Insurance	20,343	23,483	3,140	15.44%
Real Estate and Rental and Leasing	2,667	3,006	339	12.71%
Professional and Business Services	37,366	46,116	8,750	23.42%
Professional, Scientific, and Technical Services	11,256	14,120	2,864	25.44%
Management of Companies and Enterprises	7,338	8,306	968	13.19%
Administrative and Support and Waste Management and Remediation Services	18,772	23,690	4,918	26.20%
Education and Health Services, including State and Local Government	74,548	86,007	11,459	15.37%
Educational Services, including State and Local Government	27,149	28,795	1,646	6.06%
Health Care and Social Assistance, including State and Local Government	47,399	57,212	9,813	20.70%
Hospitals (including State and Local Government)	11,990	13,510	1,520	12.6%
Leisure and Hospitality	38,738	46,829	8,091	20.89%
Arts, Entertainment, and Recreation	5,131	5,784	653	12.73%
Accommodation and Food Services	33,607	41,045	7,438	22.13
Other Services (Except Government)	22,375	24,880	2,505	11.20
Government	23,108	23,185	77	0.33
Total Self-Employed and Unpaid Family Workers	29,061	30,761	1,700	5.85

Source: Office of Economic Advisors, Wisconsin Department of Workforce Development, October 2013.

Population and Housing Forecasts

In October 2013, the Wisconsin Department of Administration released new population projections for Wisconsin municipalities through 2040, which took into account the 2010 census and recent population growth trends. According to these projections, the Town of Glenmore is forecasted to remain between 1,100 and 1,200 residents over the next 25 years. This is likely due to the relatively little new housing development activity and the Town's historic focus on agricultural production. The historic and projected population for the Town is displayed in Figure 1-9.

Figure 1-9: Historic and Projected Population, Town of Glenmore, 1960-2040



Source: Wisconsin Dept. of Administration, 2014.

Based upon this information, a baseline projection of the housing units required for the 2035 design year of this comprehensive plan can be determined. According to the 2010 census, the Town of Glenmore had an average household size of 2.69 people per household. Dividing this amount into the 1,185 people projected to live in the Town by 2035 yields a result of 441 total housing units required for the future population. Subtracting the 412 existing (2010) housing units results in a need for approximately 29 additional housing units in the Town by 2035, provided the persons per household average or population projection does not significantly change over time.

Summary

The goals and objectives identified in the Issues and Opportunities Chapter are intended to guide the Town and create a community that is reflective of residents' desire to continue to encourage sustainable agricultural production and protect the Town's rural character. Objectives, such as utilizing various development techniques to maintain the Town's rural character and agricultural activities, identifying ways for pedestrians and bicyclists to get around, and enhancing the Town's natural features, are all concepts that will be further discussed with specific policy recommendations within the plan.

As the demographic trends indicate, the Town's population is aging more quickly than Brown County as a whole. As Glenmore continues into the next 20 years, it will need to be cognizant of the increasing number of older residents in the community and make sure that if future development occurs, the patterns and styles take the needs of an aging population into account, as well as the desires of the rest of the community to remain primarily agricultural. Future population and housing growth, limited though it may be, must be guided in a manner that meets the stated objectives in the comprehensive plan, including providing services to existing and future Town residents, while protecting the Town's natural, cultural, and agricultural resources.

CHAPTER 2

Land Use

As presented in the Issues and Opportunities chapter, the Town of Glenmore desires to protect its agricultural base and rural character. This section of the plan identifies the Town’s existing land uses, and based on Glenmore’s identified goals and objectives, it provides recommendations for the Town to implement in order to attain its desired future land uses and patterns.

Existing Land Use

In order to plan for future land use and development in Glenmore, it is necessary to consider existing land uses and development trends. A land use inventory, which classifies different types of land use activities, is an important means of identifying current conditions. The Brown County Planning Commission conducts a countywide land use inventory every decade. Fieldwork for the most recent inventory was completed in October 2010 and updated in summer 2014. As detailed in Figure 2-1, the 2014 land use is compared to 2004 to determine potential trends. It is important to note that there is variability in assigning land uses in a computerized geographic information system, particularly when comparing land use inventories that were performed ten years apart. In reviewing the data, users should note general trends rather than specific increases or decreases of a few acres. Oftentimes, small increases or decreases are the result of differences in interpretation between the persons assigning the land use classifications. Using this data, the various land use categories were broken down by acreage. Figure 2-2 identifies the location of the various 2014 land uses within the Town.

Figure 2-1: Town of Glenmore January 2014 Land Use Acreage

Land Use	2004 Total Acres*	2004 Percent of Total	2014 Total Acres	2014 Percent of Total
Single-Family	520	2.5%	573	2.7%
Two-Family	2	<0.1%	2	<0.1%
Total Residential	522	2.5%	575	2.7%
Retail Sales	1	<0.1%	2	<0.1%
Retail Services	1	<0.1%	1	<0.1%
Total Commercial	2	<0.1%	3	<0.1%
Manufacturing	16	0.1%	24	0.1%
Wholesaling	8	<0.1%	6	<0.1%
Extractive (Sand/Gravel Pits)	195	0.9%	239	1.1%
Storage	4	<0.1%	4	<0.1%
Total Industrial	223	1.1%	274	1.3%
Streets and Highways	688	3.3%	688	3.3%
Total Transportation	688	3.3%	688	3.3%
Generation/Processing of Comm./Util.	23	0.1%	17	0.1%
Total Communication/Utilities	23	0.1%	17	0.1%

Land Use	2004 Percent of Total	2004 Percent of Total	2014 Total Acres	2014 Percent of Total
Administrative/Governmental Facilities	4	<0.1%	4	<0.1%
Religious and Related Facilities	8	<0.1%	10	<0.1%
Total Institutional/Governmental	12	0.1%	14	0.1%
Cropland/Pasture	17,135	81.5%	17,124	81.5%
Agricultural Buildings	551	2.6%	477	2.3%
Total Agricultural	17,686	84.1%	17,601	83.7%
Water Features	11	0.1%	3	<0.1%
Woodlands	1,110	5.3%	1,425	6.8%
Other Natural Areas	746	3.5%	421	2.0%
Total Natural Areas	1,867	8.9%	1,848	8.8%
GRAND TOTAL*	21,023	100.0%	21,020	100.0%

*The 2004 land use inventory was reviewed and adjusted to better reflect the 2014 land use boundaries when the actual land use did not change. Therefore, the 2004 land use inventory numbers in this update may not match the 2004 land use inventory in the 2005 comprehensive plan.

Residential Land Uses

Residential land uses in Glenmore account for 575 acres, or approximately 2.7 percent of the Town. This is an increase of approximately 53 acres (0.2 percent) over the past ten years, which is significantly lower than most other Brown County communities. Homes in Glenmore are very scattered and are without any real focal area or pattern of development, which is typical of many rural towns throughout Brown County. Residential uses tend to be located along existing town and county roads rather than on new roads created for the new development.

There are three small residential subdivisions in Glenmore. One is located just north and west of the Glenmore Community Center on Schmidt Road, the second is located in the western corner of the intersection of CTH X and De Pere Road, and the third (Aerts' Subdivision) is located in the far southern part of the Town near the corner of Glenmore Road and Cooperstown Road. The Schmidt Road subdivision is conventional in design with the 15 lots generally ranging in size from one to two acres. The De Pere Road development is a 6-lot conservation subdivision with lots being three-quarters of an acre or less and separated by a 3-acre wooded outlet. Aerts' subdivision is also conservation in nature with eight original building lots and a 15-acre conservation woodlot behind all the lots.

Commercial Land Uses

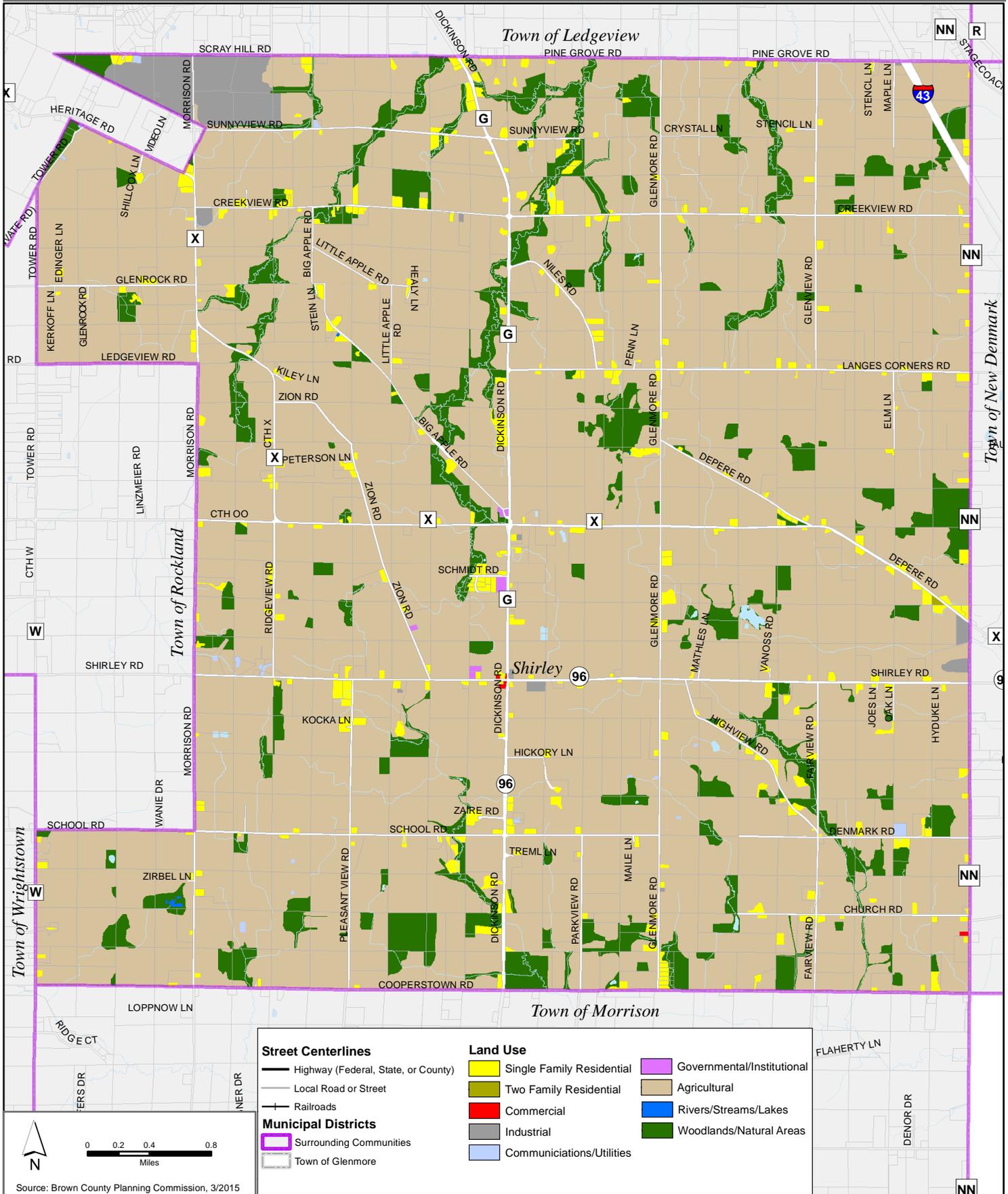
Commercial land uses are those that can typically be divided into retail and service-oriented businesses. Retail businesses may include grocery stores, department stores, or other similar uses where the patron is actually purchasing a good. Service-oriented commercial enterprises, such as accounting offices and dry cleaners, provide a service to a patron in exchange for payment.

Commercial uses in the Town occupy approximately 3 acres of land, or less than 0.1 percent of the total area of Glenmore. The few commercial activities in Glenmore are primarily located in the unincorporated community of Shirley, and there are also a few other individual commercial uses in the Town. Glenmore residents typically travel to the nearby communities of Ledgeview, Bellevue, De Pere, or Denmark for the majority of their commercial activities.

Figure 2-2

Existing Land Use

Town of Glenmore, Brown County, Wisconsin



Source: Brown County Planning Commission, 3/2015

Industrial Land Uses

The large quarries in the far northwestern corner of the Town account for the vast majority of the industrial activity in Glenmore, with 239 acres in total. This compares to the total amount of industrial land in Glenmore of 274 acres, or 1.3 percent of the total land area of the Town as compared to 223 acres (1.1 percent) in 2004. Most of the growth in industrial acreage was due to an expansion of the quarry operation and development of the BelGioso cheese plant on CTH NN. Additional small-scale industrial uses are scattered around Glenmore.

Communication/Utilities

Communication/utility land uses in Glenmore are generally those involved in transmitting communications (television and radio towers) and generating/processing electricity (wind turbines and accessory support structures). Although not reflected in the land use tabulations because they are overhead, there are also two high-voltage power line corridors that traverse the Town. Communication and utility uses account for 17 acres or approximately 0.1 percent of Glenmore's total land uses as compared to 23 acres in 2004. The decrease is likely due to changes in land use interpretation from 2004 to 2014.

Institutional/Governmental Land Uses

Institutional/governmental land uses total approximately 14 acres (0.1 percent) of land in Glenmore, which is approximately the same as in 2004. The primary uses include the Glenmore Community Center and religious-related facilities (churches, school, and cemeteries).

Outdoor Recreation Uses

The Town of Glenmore has ownership of one unimproved parcel of land that is dedicated to the public as conservancy. The parcel is located at the south end of Schmidt Road and provides access from the road west into the woods, with a total length of approximately 410 feet and average width of about 33 feet. The conservancy area was dedicated to the public as part of the approval of Schmidt's Alpine Acres subdivision plat. There are no improved outdoor recreational land uses in Glenmore; although, a number of snowmobile trails cross the Town and are open for use by snowmobiles between December 1 and April 1, weather permitting.

Agricultural Land Uses

Agriculture and agricultural-related activities (including agricultural buildings) constitute the vast majority of the land uses in Glenmore, accounting for 17,601 acres (or 83.7 percent of the total area of Glenmore). In comparing the 2004 and 2014 land uses, there have been very little agricultural lands converted to other uses. The 2004 inventory of agricultural land uses identifies 17,686 acres of land, which is only 85 more acres than 2014. The relative little agricultural acreage converted to other uses in the Town of Glenmore likely reflects the Town's land use policies that are geared to protecting agricultural production and the Town's rural character over residential or other types of development.

There are many large tracts of unfragmented agricultural lands in the Town, which is desirable for efficient farming activities. When agricultural lands are fragmented, it is typically due to a natural stream or river corridor. However, in the past some large homes were developed in the middle of active farmland connected to the road by a long driveway, which consequently segments a large tillable parcel of land into two smaller ones.

Natural Areas

Natural areas include woodlands, wetlands, stream corridors, and other areas that are not farmed and are largely in a natural state. Natural areas in Glenmore total 1,848 acres, or 8.8 percent of the land area, which is approximately the same as in 2004 (1,867 acres). These natural areas in Glenmore are primarily associated with the small stream corridors that formulate the headwaters of Bower Creek and the Branch River. The natural areas along these streams are generally narrow in size. In addition to the stream corridors, there are a few isolated wetlands and woodlands scattered throughout the Town. Additionally, a small wooded segment of the Niagara Escarpment is evident in the far northwestern corner of the Town.

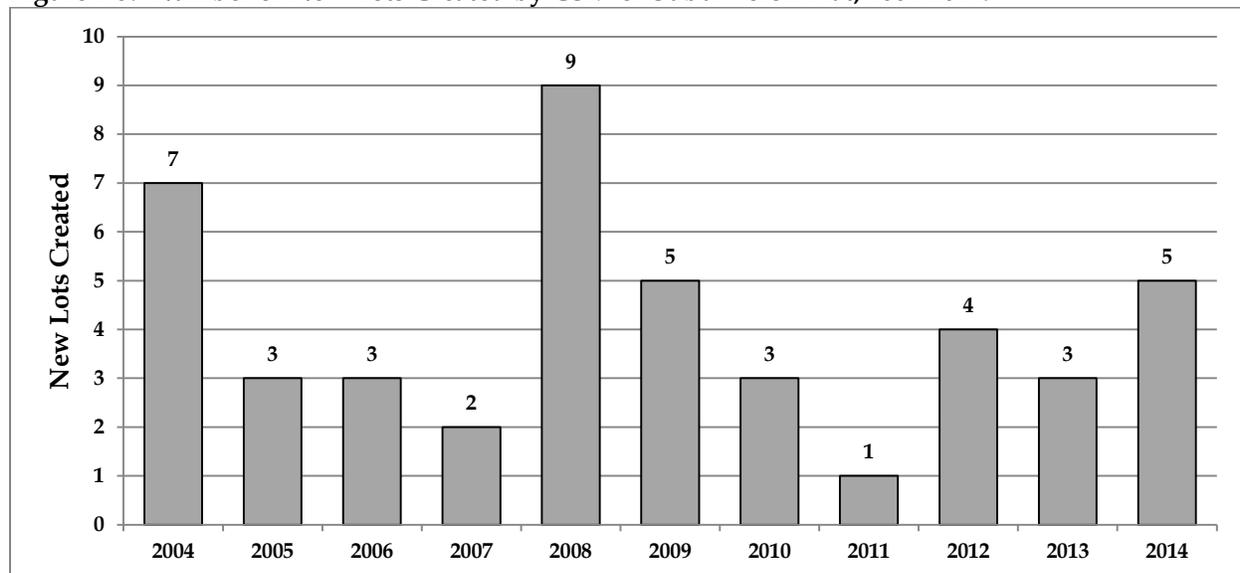


Even though natural areas account for only 8.8 percent of the Town, they are a critical element of the rural character desired by the Town's residents. Therefore, maintaining or improving the natural areas in Glenmore would help to keep the Town's rural character intact.

Land Use Trend Analysis

Supply and Demand

Figure 2-3: Number of New Lots Created by CSM or Subdivision Plat, 2004-2014.



Source: Brown County Planning Commission, 2015.

Since 2004, there have been a total of 45 new lots created by certified survey map (CSM) or subdivision plat in the Town of Glenmore. Figure 2-3 breaks down the number of lots per year for the time-period of 2004-2014. Based on the 2004-2014 data, the Town has averaged about 4 new lots per year with a low of 1 in 2011 and a high of 9 in 2008. Although the creation of a new lot does not necessarily lead to new residential development, it may serve as an indicator of new development. Based on the relatively few

new lots developed in Glenmore, it is evident that demand for new residential lots in Glenmore is not very high.

Land Prices

Land prices are subject to increase and decrease as the availability and demand for land fluctuates. As is evident from the relatively few new residential lots created in Glenmore over the past ten years, land in the Town of Glenmore is much more likely to be sold for continued agricultural use. According to the 2012 Census of Agriculture, the average cost for agricultural land in Brown County is approximately \$6,800 per acre¹. However, local experience in Glenmore has indicated a current average cost of \$8,500 - \$9,000 per acre or greater depending on the size of the tillable acreage.

Opportunities for Redevelopment

Because Glenmore is an agricultural community, there has not been much development over the past few decades, thereby limiting the need for redevelopment activity. The only area of the Town that could be a candidate for redevelopment activities would be in the community of Shirley where there are a few buildings that could benefit from minor rehabilitation or redevelopment activities.

Existing and Potential Land Use Conflicts

Agricultural and Residential Uses

New residents to Glenmore should recognize that they are moving into an agricultural community and will, therefore, need to deal with the sights, smells, and other activities that characterize active farming operations in the Town. In order to minimize the potential conflicts between new residents and existing farming operations in the Town, new residential development should be sited in a way that creates the least number of problems for continued agricultural activity. New homes should preferably be sited in areas of inactive or poor quality farmland, and they should be located relatively close to new or existing roads, thereby limiting the negative impact long driveways have on farming. The residential subdivision at the corner of De Pere Road and CTH X is a good example of how development can be sited to minimize the potential negative impacts on active farming operations.

Sand/Gravel Pits and Residential Uses

A second area of potential conflict is between the existing active sand/gravel pit operations and future residential development. Active pits, with the large amount of heavy truck traffic, blasting, and machinery operations, are not typically compatible with residential development. Up to this point, conflicts have been kept to a minimum due to the distance between the active quarries and the relatively few homes in the Town. However, new homeowners will need to be aware that there are active quarries in the Town.

General Land Use Compatibility

Throughout the 20-year vision for this plan, Glenmore should review new development proposals and be aware of potential impacts on agriculture and the rural character of the Town. Non-agricultural related businesses should be sited and operated in a manner that do not negatively impact neighboring property owners, agricultural operations, or the quiet, rural character of the Town.

¹ 2012 Census of Agriculture – County Data, USDA – National Agricultural Statistics Service:
http://www.agcensus.usda.gov/Publications/2012/Full_Report/Volume_1,_Chapter_2_County_Level/Wisconsin/st55_2_008_008.pdf.

20-Year Projections in 5-Year Increments

Past Land Use Trends

The State of Wisconsin Comprehensive Planning Law requires communities to project their future land use needs for residential, commercial, industrial, and agricultural lands for a 20-year period in 5-year increments. In order to provide a historical perspective on land uses in Glenmore, the land use acreages from 2004 were compared to the 2014 update. Figure 2-4 identifies the changes in land uses over this 10-year period. As is evident from the chart, residential, commercial, and industrial land uses have increased slightly, while agricultural uses have decreased slightly. None of the land use changes over the past 10-year period would be considered to be significant. The increase in residential uses is reflected in the few scattered new homes that were constructed, while the increase in industrial uses is likely due to a small expansion of the quarry operation in the northwestern part of the Town and an expansion of BelGioso Cheese in the southeastern part of the Town. The one-acre increase in commercial uses may be simply due to a larger area identified as commercial for the same use as in 2004. The relatively small decrease in agricultural lands likely reflects the relatively few new homes constructed in the Town. Glenmore has done a very good job at directing these residential uses to areas that will not have a direct negative impact on agricultural operations or the rural character of the Town.

Figure 2-4: Changes in Glenmore Land Use, 1980–2004

Land Use	2004 (Total Acres)	2014 (Total Acres)	Difference 2004-2014	Percent Change
Residential	522 acres	575 acres	+53 acres	+10.2%
Commercial	2 acres	3 acres	+1 acre	+33.3%
Industrial	223 acres	274 acres	+51 acres	+22.9%
Agricultural	17,686 acres	17,601 acres	-85 acres	-0.5%

Source: Brown County Planning Commission, 2004 and 2014

Based on the results of the 2004 visioning session, 2015 survey, and input from the Planning Commission, it is evident that protecting the agricultural base and rural character of the Town is the primary goal of this plan. Therefore, future growth pressures are not anticipated to be any greater than was experienced over the past 10 years.

Future Land Use Projections

The following acreage analysis and projection is not intended to be a strict determination of exactly how much land will be needed in Glenmore over the next 20 years. Rather, it is an estimate based on past trends and population projections to give the Planning Commission and Town Board an idea of future growth in Glenmore. This information should be used to guide policies that continue to direct the Town's growth into areas that have as minimal an impact on agricultural production and Glenmore's rural character as possible.

Based on the population projections provided by the Wisconsin Department of Administration in the Issues and Opportunities chapter, the Town's population is expected to increase by a nominal 50 people between 2010 and 2035, resulting in a projected 2035 future population of 1,185 people. Therefore, Glenmore will need approximately 33 additional housing units in the Town by 2035 to account for the anticipated population increase. It is important to note that this is only an estimate based on current trends and population projection. It is more likely that the actual required housing units will be in a range on either side of the anticipated 33 housing units.

A review of certified survey maps for the past five years in the Town indicates that the majority of new lots created in the Town are generally between one and two acres with a few larger lots. The larger lots have a proportionally larger impact on the land than do the smaller lots. Therefore, an average lot size of two acres will be utilized, while understanding that the majority of new residential lots will be closer to one acre in size. The Town generally encourages smaller residential lots to minimize the amount of land taken out of agricultural use. Multiplying the average 2-acre lot size with the projected 33 housing units needed for the next 20 years of growth results in approximately 66 acres of land needed for additional homes in Glenmore.

The land use inventory found that the current ratio of land uses in the Town is approximately 261 acres of residential development for every 1 acre of commercial development and 112 acres of industrial development. However, the industrial acreage is almost entirely from the large quarries located in the far northwestern part of the Town. Since the Town is not anticipating any large-scale expansion plans for the quarries, the current and, therefore, future industrial acreages are inflated due to the large land areas that the quarries require.

Applying the ratios to the 33 acres needed for residential development yields the need for another 22 acres of industrial lands during the 20-year planning period, while there is not anticipated to be any demand for new commercial lands in the Town. However, since projections cannot account for individual entrepreneurship, should a commercial use be presented to the Planning Commission and Board over the time-period of this plan, it should be considered based on the information in the Economic Development chapter and its potential positive and/or negative impact on agricultural operations and the quiet, rural character of the Town. Therefore, based on the projections, Glenmore will need an estimated 55 total additional acres of residential and possibly industrial uses. In most communities, street rights-of-way are calculated into the projection. However, since the projected future needs are minimal and most development will take place along existing roads, rights-of-way were not factored in.

Based on these projections, the estimated acreage requirements are broken down into 5-year increments, per the requirement of the Wisconsin Comprehensive Planning Law. Figure 2-5 identifies the tabular 5-year growth increment acreage projections for the Town of Glenmore. Since there is not expected to be any public sewer or water service in Glenmore, the increments are not mapped out.

Figure 2-5: 5-Year Growth Increments for the Town of Glenmore

Use	Year				
	2014 (existing)	2020	2025	2030	2035
Residential	522 acres	539 acres	555 acres	572 acres	588 acres
Commercial	2 acres	2 acres	2 acres	2 acres	2 acres
Light Industrial	223 acres	230 acres	237 acres	244 acres	251 acres
Agricultural	17,686 acres	17,664 acres	17,639 acres	17,615	17,592 acres

Source: Brown County Planning Commission, 2015

Future Land Use Recommendations

The Town of Glenmore strongly desires to keep its identity as an agricultural, quiet, rural community. This was demonstrated by the participants in the original visioning session and by the respondents to the more recent town-wide survey. Therefore, future development proposals should be reviewed with their potential impact on agricultural production and the Town’s rural character in mind. The following recommendations attempt to provide the Town with the tools to ensure that future development fits in with the Town’s stated goals and objectives. Figure 2-6 depicts the recommended future land uses in Glenmore.

Residential Development

Any future residential development in the Town of Glenmore should be of a scale that conforms to the rural character of the Town, and does not negatively impact agricultural production. In order to accomplish this goal, individual home sites should be located on land that is either not actively used for agricultural purposes, or alternatively, is located in such a manner as to have as minimal an impact on agricultural practices as possible. Specific features of new individual residential lots should include:

- Locations close to the road, as long driveways bisect agricultural lands and create issues for emergency vehicle access.
- Sized as close to the one acre minimum lot size as possible, and certainly less than the two acre maximum lots size to minimize the conversion of agricultural lands into grassed yards.
- Locations along fence lines, in woodlots, adjacent to existing development, or otherwise in locations that will have as minimal an impact on agricultural practices as possible.

Although the Town does not wish to encourage large residential subdivisions in Glenmore, there may be locations suitable to small (5-10 lot) developments, such as Christensen Dyrehaven Estates at the corner of De Pere Road and CTH X. When subdivisions are being considered, they must be developed as conservation subdivisions, consistent with the requirements in the Town of Glenmore Land Division Ordinance (Section P) – adopted June 1, 2015.

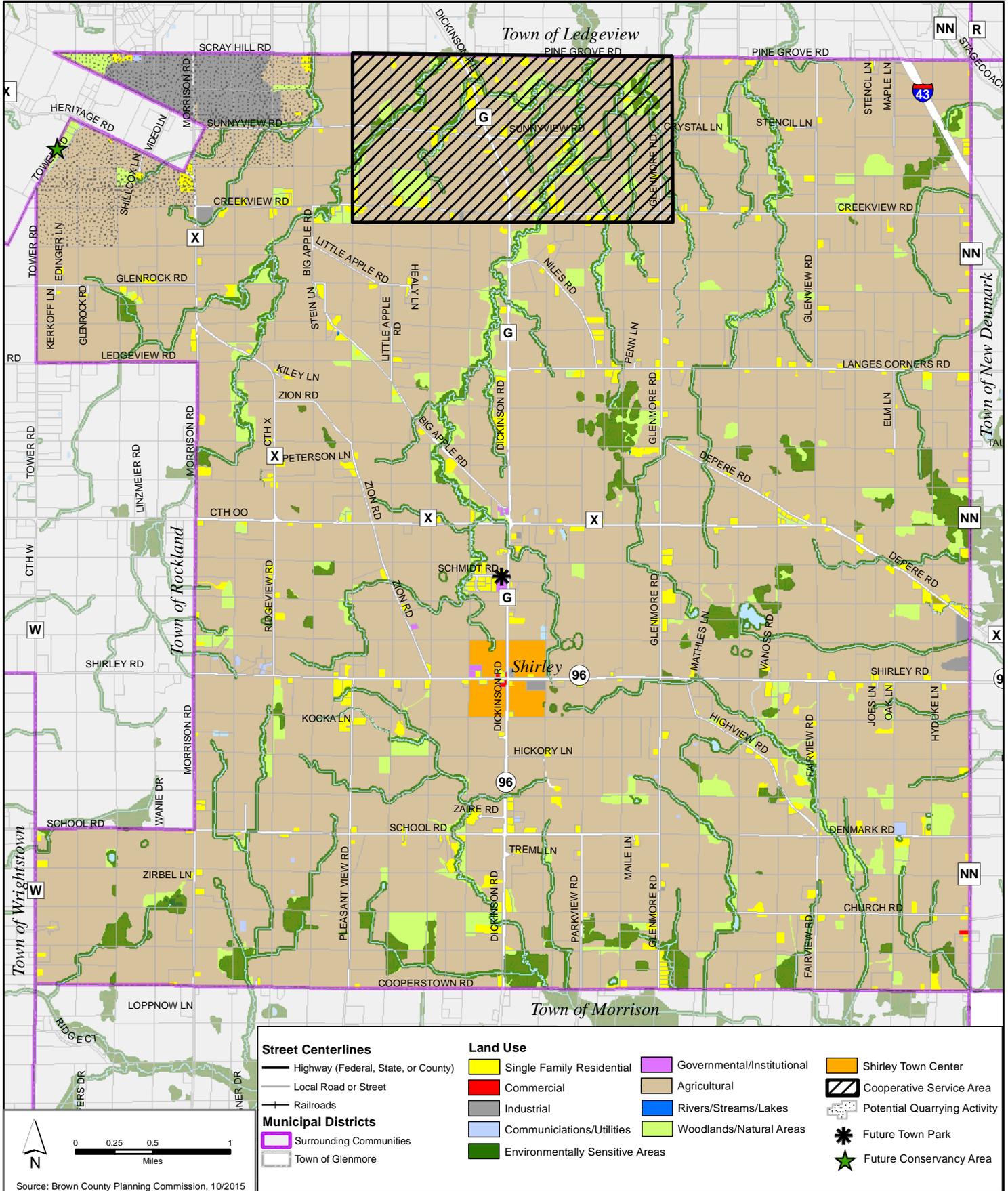
The Town's land division ordinance allows for a maximum of 10 lots (minimum of $\frac{3}{4}$ acre in size) grouped together to maximize farmland and other natural resource preservation. The ordinance categorizes areas to be preserved into primary and secondary conservation areas. Primary conservation areas include environmentally sensitive areas – wetlands, floodplains, slopes over 25 percent, and soils susceptible to slumping, allowing for some flexibility. The secondary conservation areas include 50 percent of the remaining tract area after deducting the primary conservation areas, and include sensitive and/or noteworthy natural, scenic, and cultural resources on the remaining property. The primary and secondary conservation areas are required to have a permanent conservation easement recorded that prohibits further development. In addition to meeting the land division ordinance requirements, proposed conservation subdivisions are required to obtain a conditional use within the Town's R-1 Residential and R-R Rural Residential zoning districts.



Figure 2-6

Future Land Use

Town of Glenmore, Brown County, Wisconsin



Source: Brown County Planning Commission, 10/2015

Road Connectivity

Although the Town of Glenmore does not anticipate much residential development over the 20-year timeframe of this plan it is critical to think beyond the 20-year timeframe when planning road connections. As individual certified survey maps (CSM) and/or small-scale conservation subdivisions are considered by the Town, it is important to identify future road connections that may be necessary to provide access to lands that otherwise would not have practical future road access. Connections to and from existing roads via stub roads between newly platted areas should be identified and dedicated to the public to ensure future access. If the Town of Glenmore approves any newly dedicated roads via CSM or subdivision plat, it is critically important that as a condition of approval, the developer enters into an agreement with the Town that clearly identifies responsibilities in terms of cost, timeline, and financial assurances for constructing new, platted roads to Town standards.

Parks and Open Spaces

Other than the small, unimproved conservancy area at the end of Schmidt Road, Glenmore does not currently have any improved parks or other public lands within Town. However, permanent protection of some of the Town's unique natural features would help maintain the Town's rural character and preserve areas for the future residents of Glenmore. One area feature unique to a portion of Glenmore is the Niagara escarpment, which runs along the far northeastern part of the Town. The portion of the escarpment in Glenmore, just south of CTH X has been heavily impacted by the active quarrying within the area, and would not be appropriate for conservancy. However, there is a sliver of the Town and Niagara escarpment south of CTH X and west of Tower Road that has been minimally impacted by communications towers, and is generally in a natural state. This part of the escarpment is also adjacent to the East Brown County Landfill in the Town of Ledgeview, and could conceivably become part of a reclaimed landfill park and conservancy area, while continuing to provide locations for the communication towers. Should the owners of this land ever consider selling, the Town, in concert with Brown County, and WDNR should consider purchasing the site as an example of the natural escarpment landscape and potential home to threatened or endangered species of plants and animals.

Since the nearest local active public park facilities (playground, ball field, etc.) are located in Morrison, (Way-Morr Park), Denmark, De Pere, and Ledgeview, Glenmore should consider the development of a small active park adjacent to the Glenmore Community Center. A park in this location would help to create a sense of identity for Town residents, in addition to providing a relatively low-cost service. Equipment that should be considered at a minimum includes a small jungle gym, park bench, and trees. Additional amenities to consider at a later date would include a grill, picnic table, open-air shelter, and a small, unlighted ball diamond with backstop.



There are relatively few large, contiguous blocks of upland hardwoods remaining in Glenmore. Should development be proposed in areas that include upland hardwoods, the upland hardwood areas should be set aside as part of the conservancy area of a conservation subdivision.

There are a number of grant programs available through the Wisconsin Department of Natural Resources that provide matching grants to local communities to purchase land or develop parks through the Stewardship program. If the Town utilizes volunteers and fund raisers to raise funds for development of

a park or purchase of a conservancy area, the volunteers' labor and funds may be used to cover the local match to a Stewardship grant. The Implementation chapter describes the programs in detail.

Shirley Town Center

The unincorporated community of Shirley, located at the intersection of STH 96 and CTH G near the center of the Town, has long been the social and economic hub of Glenmore. Shirley should continue to serve the existing needs of the community through the businesses and services that are already there, and if new businesses or services look to develop in Glenmore, they should be encouraged to locate in Shirley. Although the Future Land Use Map depicts the town center as a total of



160 acres, new development should logically grow outward over time from the intersection of STH 96 and CTH G. The town center is envisioned to be the focal point of the Town of Glenmore with a mixture of residential and business uses. However, due to the lack of public sewer or water, the density or scale of development will not be as significant as would be found in other places with these services.

Businesses that should be considered for location in Shirley include those that provide goods and services to Glenmore residents (hair salon, convenience store, etc.) or those that are affiliated with the Town's agricultural economy (implement sales/service, etc.). Of course, businesses or industries that are noxious in nature, such as an asphalt plant or fertilizer production, should be located in areas that are as far as possible from existing homes and businesses.

The landowners around Shirley play an important role in the future of Glenmore, and as long as they wish to continue to farm the land, they should certainly be encouraged to do so. In the event that they decide to sell off parts of their land near Shirley for uses other than agricultural in nature, the new development should be designed in a manner consistent with a focal point for the Town, the Town's rural character, and the concepts presented in this plan.

Commercial and Industrial Development

Although not recommended at this time, Glenmore has a standing opportunity to provide public sewer and water to the north-central part of the Town under an agreement with the Town of Ledgeview. This area is identified on the Future Land Use Map as the "Cooperative Service Area." Since public sewer and water could be available in the future, this area could support more intensive commercial or industrial uses, which may build the Town's tax base. However, large commercial or industrial developments are not typically conducive to maintaining the rural character or agricultural production in the Town unless the businesses are complementary to agricultural activities (vegetable processing, milk/cheese processing, etc.). These intensive uses should be developed and designed with as minimal a disruption to agricultural activities and the rural character of the Town, should Glenmore decide to pursue this option.

The most likely locations for this type of new development are in the unincorporated community of Shirley and potentially in the northern part of the Town that could be served by public sewer and water under the terms of the Town's boundary agreement with the Town of Ledgeview. Commercial and light industrial development in Shirley should be designed in a manner that creates a pleasing visual appearance, is approachable to bicyclists, pedestrians, and vehicles, and does not detract from the rural

character of Glenmore. This should include requiring new businesses to have monument-style signage, parking lot landscaping, full cut-off lighting, and architecture consistent with a town center.

Similar to today, commercial and industrial development is not envisioned to be a major component of Glenmore's land use mixture over the next 20 years. However, there are a few scattered industrial and commercial uses around the Town, most notably the BelGioso Cheese Plant on STH 96 in the far eastern side of the Town, which contributes significantly to the Town's tax base and supports Glenmore's agricultural base. Individual industrial or commercial uses in other locations in Glenmore should be placed near intersections and along state or county trunk highways to minimize the wear and tear on Town roads. The development of individual commercial or industrial land uses within Glenmore should be sensitive to the impact of the use on neighboring property owners, the rural character of the Town, and be supportive of agricultural production.

Community Design Characteristics

Businesses, public facilities, homes, and industries need to be designed in a way that is sensitive to the rural character and agricultural base of Glenmore. This would include unobtrusive signage, landscaped parking lots, minimal lighting, and ensuring that new homes and businesses are located in areas that minimize their impact on agricultural activity and the Town's rural character.

Infill and Redevelopment Opportunities

Since the Town is so rural in nature, there are currently no areas of the Town that are developed at dense enough levels to qualify the nearby areas for "infill" development. However, there are a few buildings around Glenmore that are in need of maintenance or rehabilitation.

Natural Areas

Natural resource features provide Glenmore with a large part of its identity as a community. Bower Creek, the Niagara escarpment, Scray's Hill, and numerous streams and wetlands all contribute to the Town's rural feel and should be protected as much as possible. Features of the Town that are identified as environmentally sensitive areas (ESAs), such as wetlands, floodways, and steep slopes, should not be developed and should be identified on subdivision plats or certified survey maps and included as part of the greenspace requirements of conservation subdivisions. These features should be included in the design of developments as integral amenities and maintained in common ownership, and they may be utilized in the design of stormwater management facilities.

The Niagara Escarpment is home to many endangered or threatened plants and animals along its length from northern Illinois through Brown County, Upper Michigan, Ontario, and the Niagara Falls. Therefore, whenever there is an opportunity to preserve a part of this very unique feature, Glenmore should actively pursue it. There are a number of public and nonprofit agencies that could assist the Town in identifying funding resources and development design techniques that could help in preserving pieces of the escarpment.

Both Bower Creek and Devils River have their headwaters in the Town of Glenmore. Protecting the springs and wetlands that provide base flows to these headwaters is



critically important in keeping the streams and the larger rivers they flow to healthy for fish populations. Incorporating the headwater springs or wetlands into the greenspace requirements of conservation subdivisions is one method of ensuring the continued health of these waterways.

Since vegetative buffers as narrow as 30 feet between row crops and a stream can remove up to 90 percent of the potential sediments that would otherwise run into the stream, Glenmore should continue to support the Brown County Land and Water Conservation Department's efforts in implementing the Brown County Agriculture Shoreland Management Ordinance, which requires buffers on all 1,200 miles of intermittent and perennial streams in the County. The ordinance, adopted in 1991, requires the establishment of a vegetative buffer or equally effective erosion control practice within 20 feet of any perennial or intermittent stream identified on a USGS quadrangle map. Landowners are eligible for a grant to assist with installation and a cost-share for lands taken out of production, as funds are available. Once in place, the buffer is perpetual and is attached to the land deed. With the implementation of the Total Maximum Daily Load (TMDL) for the Fox River, additional funding may be on the horizon to implement best practices to reduce the levels of phosphorus within waterways that drain into the Fox River and Lower Green Bay, such as Bower Creek and its tributaries. The Town of Glenmore and its agricultural producers should continue to stay apprised of developments that may create opportunities for the implementation and cost share for vegetative buffers.

Quarries/Nonmetallic Mining Operations

The current quarry operators are planning to continue operating and expanding their quarries in the northwestern corner of the Town. The potential areas of operation are identified on the Future Land Use Map and are intended to provide notice to those existing and future residents in this part of the Town that quarrying can be expected to continue and may expand into these areas. Therefore, it is important that future residents understand that quarrying and the associated blasting, vibrations, dust, and truck traffic may impact them should they decide to live next to a quarry. It is also important for the quarry owners to continue to operate the quarry in as neighborly and environmentally-sound means as possible. The fact that these areas are designated on the Future Land Use Map does not mean that new or expanded quarries in these areas will receive approval from the Glenmore Town Board. Any quarrying expansion should be judged on its own merits, including impact on adjacent property owners, traffic, agricultural activity, natural resources, and overall rural character of the Town.

Existing and new nonmetallic mining operations should continue to be allowed provided they follow the requirements set forth in Section R "Earth Excavations" in the Town of Glenmore Zoning Ordinance. Nonmetallic mining operations should be sited in such a way that minimizes the fragmentation of large farm fields and does not impede continued agricultural production on neighboring properties.

Agriculture

Agriculture is envisioned to remain the primary land use and economic activity in Glenmore for the foreseeable future. Therefore, it is imperative that future residential, commercial, or industrial developments do not create impediments to the successful continuation of agricultural activity in the Town. Keeping new homes and businesses from locating in the middle of active farm fields, minimizing the length of driveways, and using as small a lot as possible for new development are all examples of ways Glenmore can keep farming viable in



the Town.

Agriculture will continue to be the primary component of the Town of Glenmore's land uses over the 20-year timeline of this plan. There are a number of large and small active farms located within the Town that depend on having available agricultural lands for cropping, pasturing, and spreading nutrients. The Town should continue to work with these landowners to ensure that the Town's development policies do not interfere with the continuing operation of the farms. Additionally, development should be limited within the identified farmland preservation areas of the Town to the agricultural activities and recommendations detailed in this plan and the Town's zoning ordinance.

The Town has adopted a map depicting the lands that are eligible to participate in the Wisconsin Working Lands Initiative, which provides a state income tax credit to qualified landowners. The Town undertook a comprehensive effort to work with its property owners to identify those areas of the Town that will likely remain in agricultural production over the next 15-20 years based on such factors as soil productivity, its comprehensive plan at the time, environmentally sensitive areas, likelihood the property will continue to be in agricultural production 15 years from now, and input from Town residents. The Town-identified areas were then incorporated into the Brown County Farmland Preservation Plan, which was adopted in 2012. Under state rules, if there are any conflicts between the Town's Future Land Use Map and the Intensive Agricultural Areas Map, the Intensive Agricultural Areas Map supersedes all other future land use classifications. Since the Brown County Farmland Preservation Plan adoption the Town of Glenmore has identified additional areas that should be included within the Farmland Preservation Program when the Brown County Farmland Preservation Plan is updated. The Farmland Preservation areas are depicted in Figure 2-7.

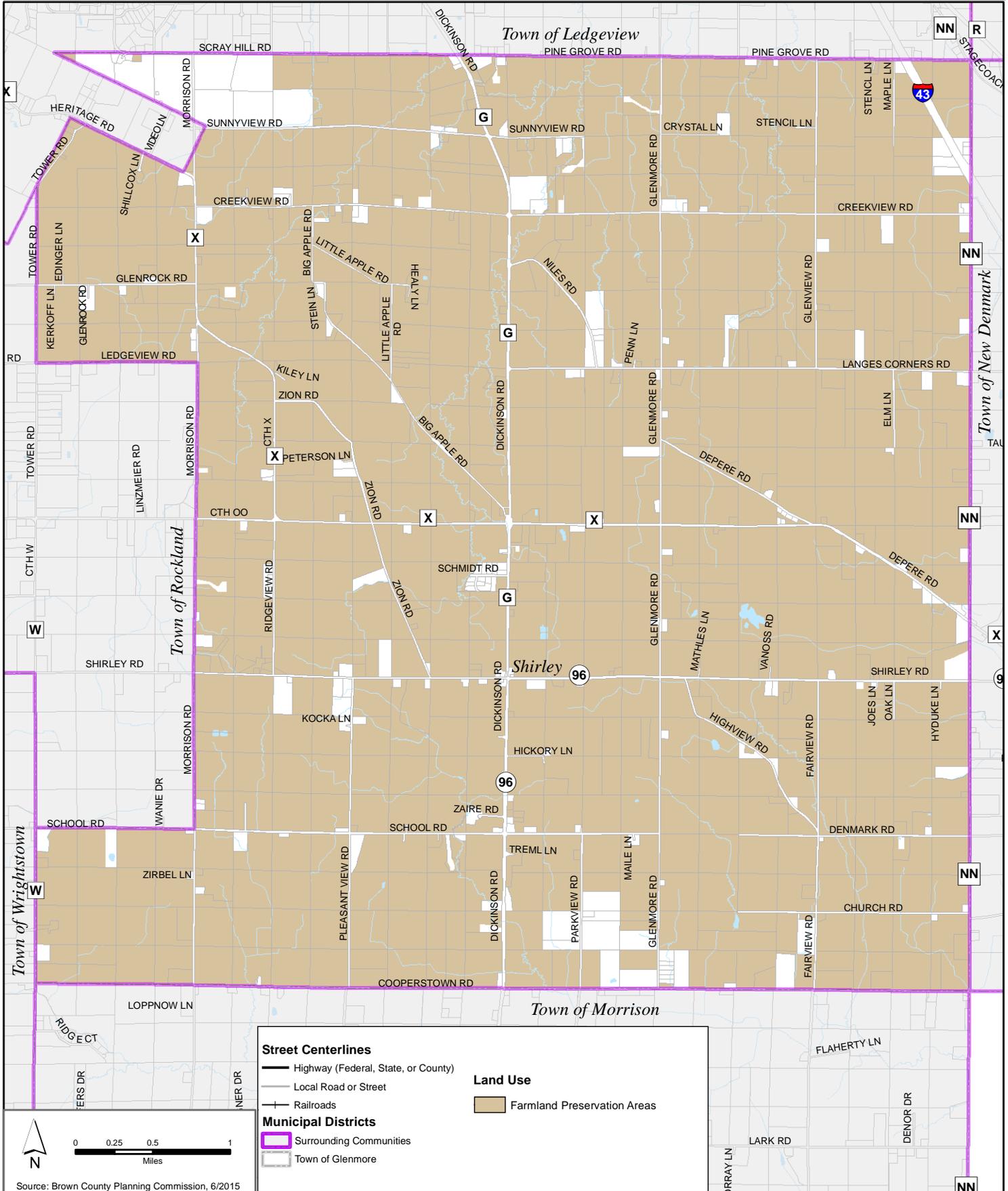
Specific requirements to participate in the program include:

- The subject properties are identified in the Brown County Farmland Preservation Plan and zoned for agriculture within a State of Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP) certified agricultural zoning district.
- The person farming the properties makes at least \$6,000 a year or \$18,000 over a rolling three-year period in gross farm receipts (lease/rent payments may not be counted).
- The properties are in compliance with state soil and water conservation standards as certified by the Brown County Land and Water Conservation Department.
- All property taxes owed from previous years are paid. In order to rezone lands from the certified agricultural zone (farmland preservation zoning district) to a non-certified zone, under Chapter 91 of the Wisconsin State Statutes, a "findings of fact" must first be made by the Town Board. The findings of fact must be made in writing, after the public hearing, as part of the official record and find in the affirmative the following requirements:
 - The rezoned land is better suited for a use not allowed in the farmland preservation zoning district.
 - The rezoning is consistent with the comprehensive plan adopted by the Town, which is in effect at the time of the rezoning.
 - The rezoning is substantially consistent with the certified Brown County Farmland Preservation Plan in effect at the time.

Figure 2-7

Farmland Preservation Areas

Town of Glenmore, Brown County, Wisconsin



- The rezoning will not substantially impair or limit current or future agricultural use of other protected farmland.
- Additionally, the Town must report all rezones out of a farmland preservation zoning district to DATCP by March 1 of the following year. Rezoning out of the identified intensive agricultural areas should only be done when the aforementioned bullet points are met, is consistent with the comprehensive plan of the Town of Glenmore, or is part of a comprehensive rezoning of the Town.

As discussed in the Economic Development chapter, entrepreneurial agriculture provides opportunities for diversification within the agricultural market and growth in the tourism market. Smaller farms in the Town may be able to get involved in this niche market. Current trends indicate a strong interest from residents and tourists alike in local, sustainable foods and direct farm to grocery market or restaurant sales. Capitalizing on the Town's location within the Wisconsin Ledge American Viticultural Area (AVA) for growing grapes and wine making, and partnering with local wineries and local food production operations could enhance agricultural and tourism-related revenues in the Town. The Town should strongly encourage small farms to undertake entrepreneurial agriculture and niche businesses to market and sell these products by reviewing its zoning ordinance to ensure it does not present barriers to these activities, but also that adequate community safeguards are in place for traffic, parking, lighting, signage, and hours of operation.

Summary of Recommendations

Agricultural Land Uses

- Ensure agriculture remains the primary land use and activity in the Town.
- Remind residents that Glenmore is an agricultural community and they will experience the sights, sounds, and smells associated with it.
- Continue to work with Brown County and local property owners to ensure the Town's certified agricultural zone ordinance and map are substantially consistent with the Brown County Farmland Preservation Plan for purposes of the State of Wisconsin Farmland Preservation Program.
- Encourage entrepreneurial agriculture efforts in the Town as a means for small-scale farms to diversify their operations.

New Development

- Place new homes or businesses in non-agricultural areas, or minimize their impact on agriculture by locating along fence lines, in woodlands, or otherwise unproductive agricultural land.
- Require new homes or businesses to be located close to the road they front on and as small as practicable in order to minimize fragmentation of large parcels of agricultural land.
- Small-scale subdivisions, if approved, must be in the form of conservation subdivisions to minimize the impact on the Town's rural character.
- Discourage as much as possible new homes near active quarrying operations.
- Maintain an open dialogue with the quarry operators in the Town regarding current operations and future needs.
- Ensure new land divisions provide for future road connections, as necessary, to neighboring properties through the development of Area Development Plans.

- When new roads are dedicated to the Town of Glenmore, ensure the road will be constructed to Town standards within a certain timeframe through the requirement of a bond, escrow, or letter of credit.
- New businesses should be designed and operated in such a way that does not detract from the rural character of Glenmore. This may include the use of monument-style signage, parking lot landscaping, downward directed full cut-off lighting, and rural architecture typologies.
- New businesses must be considerate of the Town's rural, quiet nature and neighboring property owners in terms of noise, lighting, and traffic/parking.
- Continue to make Shirley the social and economic hub of the community by encouraging new businesses that would serve local residents to locate there. New businesses should be designed in a manner consistent with the rural character of the community.
- If not located in Shirley, commercial or industrial businesses that cater to the local residents or agricultural community should be located at nodes at or near intersections on the county highways or State Highway 96.
- Coordinate with the Town of Ledgeview, should there become a need to provide public sewer or water to the Cooperative Service Area in the north-central portion of the Town of Glenmore.



Natural Resources and Outdoor Recreation

- Work with local non-profit groups and volunteer groups to develop a small park adjacent to the Glenmore Community Center.
- Should land along the Niagara escarpment, west of Tower Road and south of CTH X become available, the Town should coordinate with the WDNR, Brown County, and other potential partners to purchase the site as a conservancy area.
- Incorporate environmentally sensitive areas into the green space areas of conservation subdivisions.
- Work with landowners and conservation groups to protect the headwater wetlands of Devils River and Bower Creek and upland woodlands.
- The Town of Glenmore and its agricultural producers should continue to stay apprised of developments that may create opportunities for the implementation and cost share of vegetative buffers along the Town's waterways.



CHAPTER 3

Transportation

This section of the plan discusses the existing transportation system and recommends methods of creating a safe and efficient transportation system in the Town.

Existing Transportation System

Streets and Highways

Glenmore currently contains many town roads, five county roads, and one state highway (STH 96). A small portion of Interstate 43 runs through the northeast corner of the Town (see Figure 3-1 for a map of the Town's street network). These roads and highways are currently the primary means of reaching the Town's destinations.

Functional Classification System

A component of a road and highway system is the functional classification network. This network is typically based on traffic volumes, land uses, road spacing, and system continuity.

The four general functional classifications are freeways, arterials, collectors, and local streets. These classifications are summarized below.

Freeways: Freeways are fully controlled access highways that do not have at-grade intersections or driveway connections. I-43 is a local example of a freeway.

Arterials: Principal and minor arterials carry long-distance vehicle trips between activity centers. These facilities are designed to provide a very high amount of mobility and very little access.

Collectors: Collectors link local streets with the arterial street system. These facilities collect traffic in local areas, serve as local through routes, and directly serve abutting land uses.

Locals: Local roads and streets are used for short trips. Their primary function is to provide access to abutting land uses, and traffic volumes and speeds are relatively low.

Traffic congestion is not currently a problem in Glenmore. Figure 3-1 depicts the Town's existing road network.

Wisconsin's Pavement Surface Evaluation and Rating (PASER) System

An accurate assessment of Glenmore's pavement maintenance and improvement needs is dependent on a good understanding of pavement conditions on Glenmore's streets and highways. The Wisconsin Department of Transportation (WisDOT) maintains the pavement ratings for state highways, Brown County is responsible for assessing county highways, and the Town of Glenmore is responsible for rating town roads.

Glenmore uses WisDOT's PASER system to evaluate the current conditions of asphalt, and concrete roads on a scale of 1 to 10 and sealcoat and gravel roads on a scale of 1 to 5. The roads in Glenmore were last reviewed in 2013. According to the WisDOT database that holds the PASER data (WISLR), the Town of Glenmore has a total of 75.8 miles of roads, of which only approximately 5.3 miles (6.99 percent) are rated as "poor" or "very poor" and 0 miles rated as "failing". Of the poor/very poor roads in the Town, the majority of the mileage is associated with CTH G (4.1 miles), which is scheduled to be reconditioned by Brown County in 2018-2019. Town roads that rated as "poor" or "very poor" include the following:

- Boehm Lane from Pine Grove Road to its terminus: 317 feet
- Maurer Lane from Morrison Road to its terminus: 317 feet
- Parkview Road from Cooperstown Road to School Road: 5,280 feet
- Penn Lane from Langes Corner Road to its terminus: 264 feet
- Reed Lane from Creekview Road to its terminus: 422 feet

Of the five town roads rated as "poor" or "very poor", four of them are basically driveways that provide access from the main road to a home/farm. Only Parkview Road is a traditional road rated as poor on which the Town may need to consider maintenance in the near future.

Pedestrian and Bicycle Facilities

Glenmore's existing transportation system is largely comprised of town roads and state and county highways. Sidewalks or bicycle facilities do not currently exist on or along any roads or highways in the Town.

Transit

Green Bay Metro Fixed Route Service

Glenmore is not currently included in the Green Bay Metro service area, and it is unlikely that fixed route transit service will be extended to the Town within the 20-year planning period.

Specialized Transportation Services for the Elderly and People with Disabilities

Green Bay Metro

Green Bay Metro's elderly and people with disabilities transportation provider does not currently serve Glenmore because the Town is not included in Metro's fixed route transit service area.

American Red Cross Transportation Service

The Lakeland Chapter of the American Red Cross provides transportation services in portions of Brown and Door Counties to people with disabilities and to those who are 60 years of age or older. The service is available to qualifying individuals for employment, nutrition, and medical purposes. Currently, Red Cross does not provide service to the Town, but it is possible that service could be extended to the Town in the future.

Truck Transportation

Although Glenmore contains a few scattered industrial and commercial businesses that rely on occasional truck trips to ship goods or receive raw materials, the majority of the heavy truck traffic in the Town is

attributable to agricultural production or trucks passing through on STH 96, CTH G, or accessing the quarries along CTH X. These trips typically occur on state and county highways, but heavy trucks occasionally need to travel on town roads to reach their destinations.

Rail Transportation

Glenmore does not contain any active or inactive rail lines.

Air Transportation

Freight and passenger air service is available to Glenmore residents at Green Bay Austin Straubel International Airport, located approximately six miles northwest of the Town as depicted on Figure 3-2. Commercial passenger service is currently provided by American Airlines, United Airlines, and Delta Airlines. Charter service is provided by Frontline Aviation and Priester Aviation. Green Bay Austin Straubel International Airport is also a regional base of operations for the Transportation Security Administration serving the Northern half of Wisconsin and the Upper Peninsula of Michigan. Additionally, the airport has a U.S. Customs office stationed within the main terminal for those who wish to enter or exit the United States. The location of the airport relative to the Town of Glenmore is depicted on Figure 3-2.

Water Transportation

Water-borne freight transportation is available to businesses in the Town of Glenmore via the Port of Green Bay, located approximately nine miles north of Glenmore. The Port of Green Bay is connected to world-wide shipping lanes via the Great Lakes and St. Lawrence Seaway. The location of the Port relative to the Town of Glenmore is depicted on Figure 3-2.

Snowmobile Trails

As displayed in Figure 3-3, there are a number of snowmobile trails crossing Glenmore. The trails are generally open for snowmobile use during the period of December 1 to April 1 when an adequate snow base is present. Since the trails are generally located on private property with the consent of the landowner, the trails are not open for public use at any other time of the year. The trails are marked and maintained by local snowmobile clubs and are not open for uses other than snowmobiling.

Figure 3-2
Port and Airport Locations
 Town of Glenmore, Brown County, Wisconsin

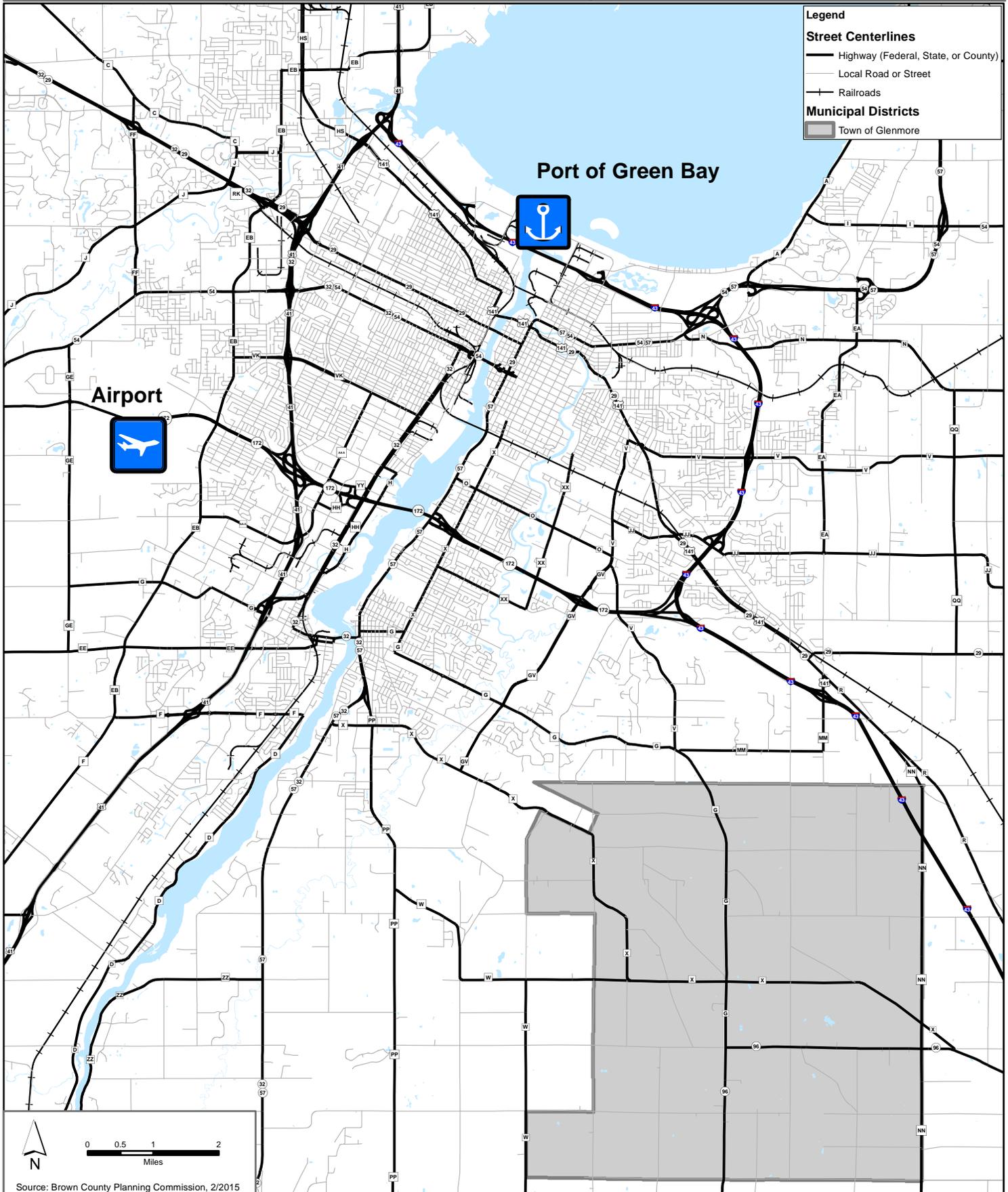
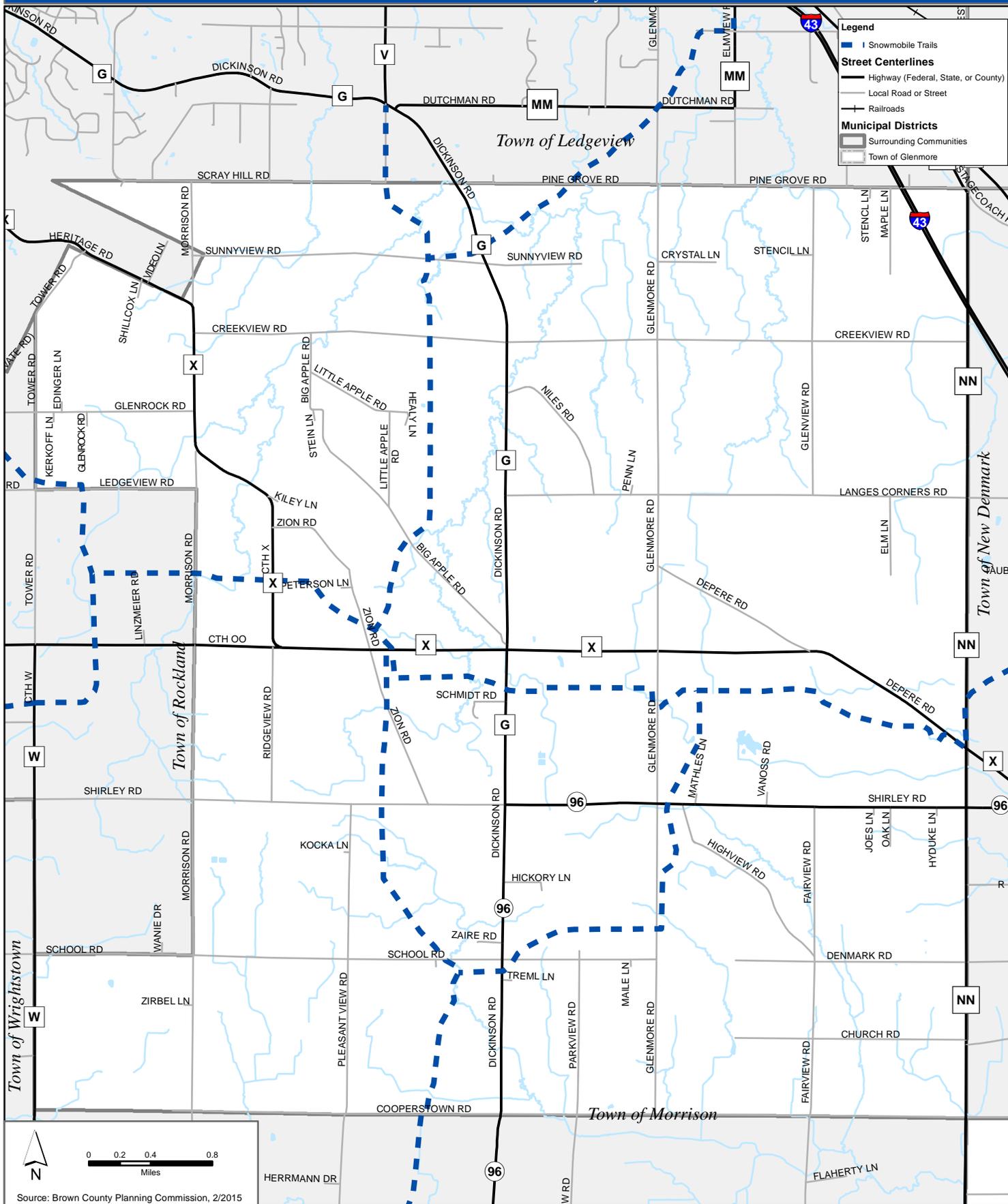


Figure 3-3
Snowmobile Trails
 Town of Glenmore, Brown County, Wisconsin



Future Transportation System

Glenmore's land use pattern and transportation system are currently heavily oriented toward motorized vehicles. This section of the transportation plan identifies the major aspects of Glenmore's transportation system and recommends methods of developing them over the next 20 years to create a safe and efficient transportation system.

Transportation Recommendations, Programs, and Policies

Streets and Highways

To enable people to safely and efficiently navigate the Town's streets and highways with and without personal vehicles, the Town needs to:

- Monitor accessibility and safety at intersections and other potential conflict points.
- Encourage people to drive at appropriate speeds.
- Minimize barriers to pedestrian and bicycle travel.
- Use Wisconsin's Pavement Surface Evaluation and Rating (PASER) system to evaluate the condition of the Town's roads and prioritize them for maintenance or reconstruction.
- Foster communication with the Wisconsin Department of Transportation, Brown County Planning Commission, Brown County Highway Department, and/or surrounding communities in order to coordinate future improvements.
- Apply for grants to help fund the development of the Town's transportation system.

Methods of achieving these aims are addressed in this section.

Develop Well-Connected Street Patterns within New Subdivisions

Should the Town approve new subdivisions within the 20 year vision of this plan, Glenmore should require subdivisions with well-connected street patterns that offer motorists several route options and avoid concentrating traffic on relatively few streets. The connectivity provided by well-connected patterns will also enable and encourage people to walk and bicycle. Well-connected street patterns enable traffic to be distributed evenly, are very accessible to a variety of users, and are the easiest to manage for snowplowing, maintenance, and school bus routes. However, there are likely to be situations where streets are not able to be connected due to the presence of physical or environmental constraints when cul-de-sacs may be considered. If the cul-de-sac abuts a public park or trail, a public easement should be established at the end of the bulb to provide bicycle and pedestrian access.

Avoid Expanding Streets to Four or More Lanes

Although it is unlikely that most of the Town's streets will be considered for widening in the future, some two-lane highways might be seen as candidates for widening as traffic levels rise over the next 20 years. However, street widening has proven to not be an effective long-term method of relieving traffic congestion. Maintaining streets as two-lane facilities would also minimize barriers to pedestrian and bicycle travel and encourage people to drive at appropriate speeds.

Design Intersections to Maximize Safety and Accessibility

The Town should utilize street design techniques that reduce vehicle speeds, minimize the possibility of conflicts, and enhance traveler awareness to maximize pedestrian, bicyclist, and motorist safety and accessibility at the Town's intersections. Techniques that should be used include roundabouts, warning signs, rumble strips prior to stop-controlled intersections, and other street design features.

Roundabouts in Brown County

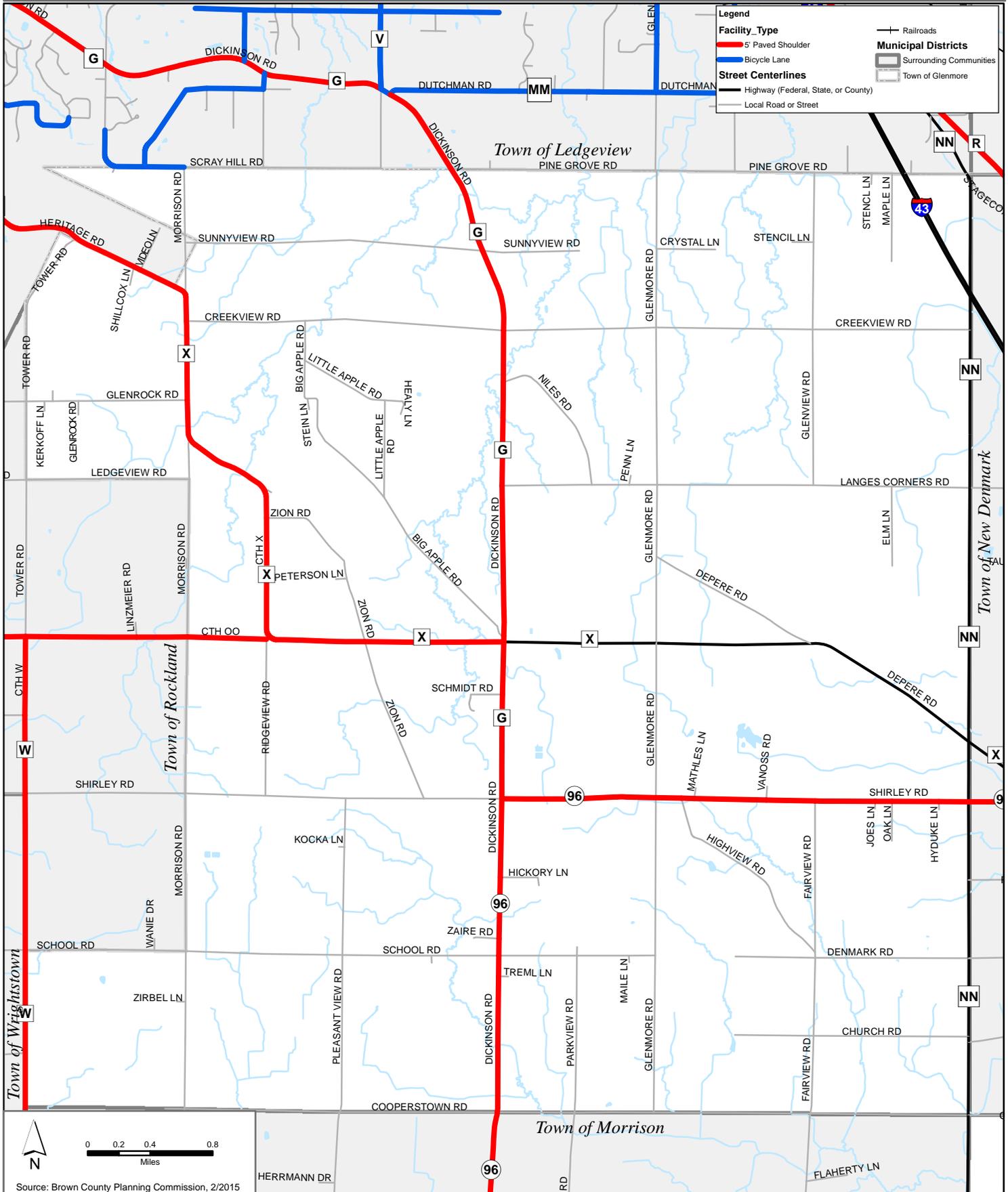
Roundabouts have made a significant impact on Wisconsin roadways. One of the more significant benefits documented by Brown County and WisDOT has been the decrease in serious crashes at intersections where roundabouts have been installed. Brown County and WisDOT also reported a significant reduction in total crashes. In addition to reducing congestion and increasing safety, roundabouts eliminate the hardware, maintenance, and electrical costs associated with traffic signals. The Town should coordinate with the Wisconsin Department of Transportation and Brown County Public Works Department to provide educational materials to Town residents if/when a roundabout is proposed for the Town.

Pedestrian and Bicycle Facilities

The Town of Glenmore does not currently have a formal system of pedestrian or bicycle facilities. Residents and visitors walk or bicycle on the shoulders of local, county, and state roads, generally for exercise. Occasionally organized bicycle clubs pass through the Town on group rides. Due to the relative lack of population density or locations for people to walk or bike to, it is unlikely that much demand exists for the development of a formal system within the Town. However, it is important to keep in mind that the Town of Glenmore is part of a larger area, and Brown County does have a Bicycle and Pedestrian Plan, last updated in 2011.

The Brown County Bicycle and Pedestrian Plan identifies a bicycle corridor along STH 96 connecting the Villages of Wrightstown and Denmark through the Town of Glenmore. A second corridor runs from STH 96 north along CTH G to Ledgeview and De Pere. The plan further recommends a bicycle route on CTH X to provide an alternate route to CTH G to Ledgeview and De Pere. The Town of Glenmore should coordinate with the Brown County Department of Public Works and Wisconsin Department of Transportation at the time these facilities are reconstructed to consider whether to include the identified bicycle facilities. The Brown County Bicycle and Pedestrian Plan corridors and routes through Glenmore are identified in Figure 3-4.

Figure 3-4 Brown County Bicycle and Pedestrian Plan Town of Glenmore, Brown County, Wisconsin



Developing a Pedestrian Walkway System

In the Streets and Highways section, the plan recommends methods of making the Town's streets and intersections safer and more accessible for motorists, pedestrians, and bicyclists. These improvements should be accompanied by a pedestrian walkway system that can be created through the following process:

Require sidewalks within new subdivisions. In the event the Town approves a subdivision with a narrow roadway, curb, and gutter, the Town should require the installation of sidewalks on both sides of the street. The only situation where sidewalks should not be required on both sides of an urban cross-section street is when physical or environmental constraints exist. In these situations, sidewalks should be required on at least one side of the street. When cul-de-sacs must be built and development and physical barriers are not present, the Town should consider requiring the designation of public rights-of-way at or near the end of the cul-de-sacs for multi-use paths that connect to future neighboring subdivisions, schools, parks, and other destinations. These paths should be between 10 and 12 feet wide and paved to accommodate pedestrians, bicyclists, skaters, and other non-motorized uses.

Install sidewalks in Shirley. In partnership with Brown County and WisDOT, the Town should consider installing sidewalks in Shirley should STH 96 or CTH G be reconstructed in the next 20 years.

Work with Brown County and WisDOT to Pave County and State Highway Shoulders

The Town should work with the Brown County Public Works Department over the next 20 years to pave county highway shoulders consistent with the recommendations in the Brown County Bicycle and Pedestrian Plan. When reconstructing county highways, it is recommended that a paved shoulder be added to each side of the road. The Brown County Public Works Department has a policy on paving shoulders on county highways states that the county is responsible for the first 3' of pavement and anything in addition to the 3' will be at the community's expense. This policy therefore requires each community that has planned improvements in the form of 5' paved shoulders on a county highway to pay for 2' of pavement on each side of the road. These facilities are important for the development of a bicycle network, but they also provide a place for motorists to park and swerve during emergencies and provide additional room for agricultural implements when on Town roads. The Town of Glenmore will need to evaluate the future need and budget constraints related to the additional 2' of pavement when these facilities are due for reconstruction.

Maintenance/Reconstruction/Construction

According to the current 6-year plan for County highway projects in Glenmore, only two reconditioning projects are planned:

- 2018 – Recondition County Highway G from State Highway 96 north to Langes Corners Road
- 2019 – Recondition County Highway G from Langes Corners Road north to County Highway V in the Town of Ledgerview.

A typical road reconditioning project involves stripping off the top layer of asphalt and placing down a new layer. Therefore, it is not expected that any reconstruction projects will be occurring at least over the next six years; however, it is important for the Town to be aware of upcoming reconstruction projects well ahead of time to consider the need for the additional 2' of paved shoulder, and to keep residents informed of any construction-related detours

Additionally, the Town should continue to use Wisconsin's Pavement Surface Evaluation and Rating (PASER) system to evaluate the condition of the Town's roads and prioritize them for maintenance or reconstruction.

Transit

Since the population densities and other factors necessary to support mass transit will not likely be present and the Town is several miles from the existing Green Bay Metro service area, it is safe to assume that mass transit will not be extended to Glenmore in the next 20 years.

Rail Transportation

Freight Rail

The Town of Glenmore does not have any rail lines running through the Town, and it is not anticipated any new lines will be constructed in the Town over the next 20 years.

Air Transportation

Green Bay Austin Straubel International Airport will continue to provide air service to Glenmore residents over the life of the plan.

Water Transportation

It is not expected that any Glenmore businesses will utilize the Port of Green Bay for shipping or receiving purposes over the course of this plan; however, it is a resource available to them should they decide to utilize it.

Snowmobile Trails

The Town should continue to support the efforts of the local snowmobile club and private property owners in maintaining snowmobile trails in Glenmore. The snowmobile club should consider including a yearly article in the Town's newsletter informing people about how to get involved in the club, the significance of staying on marked trails, and the importance of being respectful of private property.

Funding to Help Develop the Town's Transportation System

To help the Town fund the development of its transportation system, it should apply for transportation grants from various sources over the next several years. Some examples of these programs are identified in this section.

Urban and Rural Surface Transportation Programs

The Urban and Rural Surface Transportation Programs (STPs) allocate federal funds to complete a variety of improvements to federal-aid-eligible roads and streets in urban and rural areas. The objective of the STP is to improve federal-aid-eligible highways and streets that are functionally classified as collector or higher. More information on STP funding can be found on the WisDOT web page by searching “Surface Transportation Program”.

Transportation Alternatives Program

The Town should apply for grants from Wisconsin’s Transportation Alternatives Program (TAP), which includes the former Transportation Enhancements and Safe Routes to School Programs, to help fund the development of the recommended bicycle and pedestrian system. The Town should consider applying for funds from Wisconsin’s Stewardship Program to assist in funding the construction of the future off-street trail system. Information about the TAP can be obtained from the Brown County Planning Commission or WisDOT, and the Town can contact the Wisconsin Department of Natural Resources for information about the Stewardship Program.

Highway Safety Improvement Program (HSIP)

The Town should apply for grants from the Highway Safety Improvement Program (HSIP) administered by WisDOT to correct existing transportation safety problems. Other grant programs through WisDOT’s Bureau of Transportation Safety should also be investigated by the Town to address safety issues.

CMAQ Program

If Brown County is designated as an air quality non-attainment area in the future, the Town should seek funds from the Congestion Mitigation and Air Quality (CMAQ) Program administered by WisDOT to implement projects that will improve the area’s air quality.

Summary of Recommendations

This chapter recommends the following policies:

Streets and Highways

- To enable and encourage people to walk and bicycle to and within the Town’s subdivisions, Glenmore should require well-connected street patterns within new subdivisions.
- The Town should utilize street design techniques that reduce vehicle speeds, minimize the possibility of conflicts, and enhance non-motorized accessibility at the Town’s intersections. Techniques that should be considered on state and county trunk highways include roundabouts; curb extensions at intersections, and other street design features.
- The Town should continue to use Wisconsin’s Pavement Surface Evaluation and Rating (PASER) system to evaluate the condition of the Town’s roads and prioritize them for maintenance.

Pedestrian and Bicycle Facilities

- To ensure the safety of pedestrians, the Town should consider installing sidewalks in Shirley should STH 96 and/or CTH G be reconstructed over the next 20 years.

- When cul-de-sacs must be built, physical barriers are not present, and park or recreation lands exist or could exist in the future, the Town should consider the designation of public rights-of-way at or near the end of the cul-de-sacs for multi-use paths.
- The Town should coordinate with Brown County Public Works to consider paving the shoulders along planned bicycle routes.

Snowmobile Trails

- Work with the snowmobile club to develop a yearly article in the Town's autumn newsletter regarding volunteer opportunities and responsible trail riding.

Funding to Help Develop the Town's Transportation System

- Apply for transportation grants from the state to help the Town fund the maintenance and enhancement of its transportation system.

CHAPTER 4

Economic Development

Local governments play an increasingly critical role in promoting private sector economic development because economic strength is critical to the vitality of a community. Economic development is the process by which a community organizes and then applies its energies to the task of creating the type of business climate that will foster the retention and expansion of existing businesses, attract new businesses, and develop new business ventures. Although the Town of Glenmore is primarily an agricultural community with a few scattered commercial and industrial uses; agriculture and its associated activities constitute a critical component of Brown County’s and the State of Wisconsin’s overall economy.



Labor Force Analysis

Figure 4-1 shows that the percentage of Town residents 16 years of age and above who are in the labor force is somewhat higher than the percentage of the same population in Brown County and Wisconsin. However, Glenmore’s estimated unemployment rate of 7.0 percent is higher than the state’s percentage (5.3 percent), and Brown County’s unemployment rate of 5.2 percent. The data indicates there are a number of homes with two wage earners in the Town of Glenmore.

Figure 4-1: Employment Status by Percentage of Population 16 Years and Above

	Wisconsin	Brown County	Town of Glenmore
In labor force	67.9%	70.1%	71.9%
Civilian labor force	67.9%	70.0%	71.9%
Employed	62.6%	64.8%	65.0%
Unemployed	5.3%	5.2%	7.0%
Armed forces	0.1%	0.1%	0.0%
Not in labor force	32.1%	29.9%	28.1%

Source: 2009-2013 American Community Survey 5-Year Estimates; U.S. Census Bureau.

Figure 4-2 shows that Glenmore has a significantly higher percentage of its residents employed in the agriculture/forestry/fishing/hunting/mining industry sector (17.5 percent) than either the state (2.5 percent) or county (1.8 percent). This is consistent with the primary economic activities of Glenmore, which are agriculture and quarrying related. Other major employment industries include manufacturing, educational services/health care/social assistance, and construction.

Figure 4-2: Industry of Employed Civilian Population as a Percentage of People 16 Years and Above

	Wisconsin	Brown County	Town of Glenmore
INDUSTRY			
Agriculture, forestry, fishing and hunting, and mining	2.5%	1.8%	17.5%
Manufacturing	18.2%	18.0%	15.3%
Educational services, health care, and social assistance	23.2%	21.1%	14.9%
Construction	5.3%	4.8%	10.5%
Retail Trade	11.4%	11.1%	8.8%
Professional, scientific, and waste management services	7.9%	7.3%	7.0%
Wholesale Trade	2.7%	3.2%	6.1%
Transportation and warehousing, and utilities	4.4%	6.5%	4.0%
Finance and insurance, real estate, and rental and leasing	6.2%	7.7%	3.9%
Arts, entertainment, recreation, accommodation, and food services	8.7%	9.6%	3.3%
Information	1.7%	1.8%	3.0%
Public administration	3.6%	3.3%	3.0%
Other services, except public administration	4.2%	4.0%	2.6%

Source: 2009-2013 American Community Survey 5-Year Estimates; US Census Bureau.

Economic Base Analysis

The economic base of the Town of Glenmore is intricately tied to that of the Green Bay Metropolitan Area in terms of employment and business opportunities. Many Glenmore residents work within the Green Bay Metropolitan Area and, therefore, depend on a sound economy throughout Brown County for their financial wellbeing. Key industry groups in the Green Bay Metropolitan Area include health care; paper and related products; insurance, financial services, and government offices; hospitality; food processing; and logistics (trucking, warehousing, and related services). Due to the Town's rural nature and many of the Town's residents likely working in the Green Bay Metropolitan Area, a Location Quotient Analysis to determine basic and non-basic sector employment was performed utilizing Brown County as the local level for analysis as compared to the United States.

Basic sector employment typically produces goods or services that are exported out of the local economy and into the larger national economy. These goods and services and, therefore, employment are thus less likely to be affected by a downturn in the local economy. Non-basic sector employment includes those industries that produce goods or services that are consumed at the local level or are not produced at a sufficient level to be exported out of the local market.

The Location Quotient Analysis compares the local economy (in this case Brown County) to the United States. This allows for the identification of basic and non-basic sectors of the local economy. If the location quotient (LQ) is less than 1.0, local employment is considered non-basic, meaning that local industry is not meeting local demand for certain goods or service and may be more subject to downturns in the local economy. An LQ equal to 1.0 suggests that the local economy is exactly sufficient to meet the local demand for given goods or service. However, employment is still considered to be non-basic. An LQ of greater than 1.0 suggests local employment produces more goods and services than the local economy can consume and, therefore, these goods and services are exported to non-local areas and

considered to be basic sector employment. The Location Quotient Analysis for Brown County is displayed in Figure 4-3.

Figure 4-3: Employment by Industry Group, 2013; Brown County and the United States Location Quotient Analysis

Employment by Industry	United States	Brown County	Location Quotient
Natural resources and mining	1.79%	0.66%	0.37
Construction	5.15%	4.63%	0.90
Manufacturing	10.62%	19.20%	1.81
Trade, transportation, and utilities	22.67%	21.88%	0.97
Information	2.39%	1.41%	0.59
Financial activities	6.74%	8.50%	1.26
Professional and business services	16.36%	14.49%	0.89
Education and health services	17.89%	15.29%	0.85
Leisure and hospitality	12.57%	10.85%	0.86
Other services	3.67%	3.08%	0.84
Unclassified	0.15%	0.00%	0.01
Total Employees	100.00%	99.99%*	

*Totals may not equal 100.00% due to rounding.

Source: U.S. Bureau of Labor Statistics Quarterly Census of Employment and Wages Data, Location Quotient Calculator, 4th quarter 2014.

According to the LQ analysis, there are two general industries in Brown County that can be considered to be basic employment sectors: manufacturing and financial activities. Therefore, these industries are most likely exporting goods and services to other parts of the country and contributing to a more stable local economy. Industries such as natural resources/mining and information with an LQ significantly below 1.0, indicate that there may be demand within Brown County’s local economy to support increases in these industry sectors.

Although there is ample room for growth in some of the industry fields, overall, Brown County’s economy is rather diversified and provides a variety of employment opportunities and a generally stable economy for Town of Glenmore and Brown County residents.

Economic Development Assessment

While the Town of Glenmore has extensive land available for economic development, it also has limited infrastructure and services available to business and industry. While these limitations are significant, they do not preclude the Town from growing new businesses and promoting the appropriate expansion of existing businesses. It is important for the community to focus its attention on businesses that are not dependent on public utilities or services, and contribute positively to Glenmore’s agricultural base and rural character.

It is not realistic for the Town of Glenmore to expect to recruit a large employer, such as a paper mill or corporate headquarters, due to the lack of utility services, limited access to transportation facilities, and a very limited market for customers and employees. However, there are many businesses that supply or provide services to various industry sectors that do not have the need for extensive public services. A

trucking business, for example, would be complementary to the agricultural industry but not require extensive utility services.

Residents in the Town of Glenmore travel to the Green Bay Metropolitan Area for the majority of their retail business, with a secondary location in the Village of Denmark. The lack of population and density in Glenmore limits the economic market potential for the Town of Glenmore. Future business development in Shirley may somewhat improve the potential for increased retail and service activity; however, the Town should focus its efforts on encouraging the growth of existing local businesses that serve the local population and agricultural community, while not negatively impacting the rural, quiet character of the Town.

A recent business trend in rural communities has been toward the development of cottage-type industries and at-home businesses that operate within residences. This approach serves as a business incubator until the business expands to a point that requires a zoning change, if appropriate, or relocation to an area that is predominantly composed of business uses. The Town of Glenmore encourages home-based businesses by permitting the use of an outbuilding for such a business, provided certain performance measures are maintained, as identified in Section C-6 of the Glenmore Zoning Code.

Certain areas of the Town of Glenmore contain resources for nonmetallic mining that have provided materials for the development and construction of roads and pavement throughout the region. The nonmetallic mining industry has worked to improve their operations so that they have been accepted within communities. The Town of Glenmore can promote the continued success of these operations through adequate zoning restrictions that regulate facility locations and designs, hours of operation, erosion control, and identification of routes for trucking. State requirements for closure plans of quarry facilities require that financial resources are available for planned land uses after the active operations cease. Additionally, to prevent future land use conflicts and encourage nonmetallic mining, Glenmore should strongly discourage the placement of new residences near active mining operations.

Strengths and Weaknesses for Attracting/Retaining Business and Industry

It is necessary to look at the factors that influence the economic climate in the Town of Glenmore. From a quality of life perspective, the Town has a largely quality housing stock that has maintained property values. The Town has a number of natural features across its landscape, including the Niagara Escarpment, woodlots, and wide open vistas that help to create the “rural feel” that Glenmore residents cherish.

The largest impediments to robust economic development activity in the Town of Glenmore include a very low population density and the lack of public sewer and water facilities. Larger businesses and industries require these utilities for wastewater treatment, various production processes, and fire suppression. It is also a common rule of thumb for “businesses to follow rooftops”; as a community adds homes and population, businesses to serve those residents follow.

Economic development services assists businesses with location or relocation provided throughout Brown County by Advance, which is the economic development section of the Green Bay Area Chamber of Commerce. Training services for businesses are also provided by UW-Green Bay, St. Norbert College, UW-Extension, and Northeastern Wisconsin Technical Colleges. While none of the main buildings of these educational institutions are located in the Town of Glenmore, all are within a 40-minute drive.

Agriculture

Farming is Wisconsin's number one industry, by some estimates accounting for \$6 billion in business sales, providing 21,038 jobs, and contributing \$1.6 billion in income within Brown County each year.¹ Continued support of agricultural activities is one key to the state's and county's continued prosperity. Agricultural production should continue to be the primary economic development focus in the Town of Glenmore. For this to happen, it is necessary for Glenmore to consistently apply its zoning ordinance and other Town ordinances and policies in a manner that at a minimum does not harm, but preferably enhances, the agricultural economy.



As a means to determine an approximate value of agricultural activity within the Town of Glenmore, a rough analysis was completed utilizing the number of Glenmore participants in the State of Wisconsin Farmland Preservation (Working Lands Initiative) Program and the average total market value of agricultural products sold per farm in Brown County. In order to receive the Farmland Preservation Tax Credit, a participant must have over \$6,000 in gross farm receipts (exclusive of rent), be in compliance with all agricultural conservation standards, have the land zoned for exclusive agricultural use, and be current in tax payments. There is no requirement that farms must participate in the program. According to Brown County Land Records data and Working Lands Initiative data, there are currently a total of 88 landowners covering 18,934 acres in the program.

According to the 2012 Census of Agriculture, Brown County's total market value of agricultural products sold was over \$307 million, with an average WLI acreage per farm of 215 acres yielding \$276,792 in annual sales. Utilizing the county average of \$276,792 and applying it to the 88 Town of Glenmore Working Lands Initiative participants yields a total market value of agricultural products sold from Glenmore farms of approximately \$24,350,000 in 2012. Although this is a rough estimate of the economic impact of farming in Glenmore, it does provide an indication of how important agricultural activity is to the Town. Besides the economic benefit that the agricultural economy brings to the community, it is important to understand that agricultural production does not require the public services that are typically required by an industry with \$24.35 million in sales, while certainly helping to maintain the Town's rural character. The Town of Glenmore should support active farmers by discouraging new development that negatively impacts agricultural activities.

The Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP) administers the Agricultural Enterprise Area (AEA) program, which according to DATCP, "...is a tool that can help communities meet locally identified goals for preserving agricultural land and encouraging agricultural economic development." Lands in an AEA, within a certified farmland preservation zoning district, and having a signed 15-year farmland preservation agreement with the State of Wisconsin are eligible for a \$10/acre farmland preservation tax credit as opposed to \$7.50/acre for just being within the zoning district. AEA's are intended to identify large tracts of generally contiguous agricultural lands that will continue to be used for agricultural purposes for at least the next 15 years. In order to create an AEA, the following issues must be addressed in a competitive application process to DATCP:

- A petition must be signed by at least five qualified farm owners.

¹ 2011 Brown County Agriculture: Value & Economic Impact; UW-Extension.

- Public meetings and outreach must be held.
- The local unit(s) of government within which the AEA is located must pass resolution(s) of support.
- The AEA boundary must:
 - Contain land owned by all interested farm owner petitioners. Typically the larger the area included, the better the chances for designation.
 - Be located within a certified farmland preservation area (as identified in the county farmland preservation plan).
 - Consist of contiguous land areas (land owned by petitioning farm owners need not be contiguous).
 - Be primarily in agricultural use.
 - Consider other relevant factors such as agricultural infrastructure and soil and water resources.

Should an AEA be proposed by the Town’s agricultural community, the Town of Glenmore should consider support because of the positive investment it would demonstrate in the Town’s agricultural economy and because it would support the rural character of the Town. Additional information regarding AEA designation, benefits, and existing AEAs may be found on the DATCP website at http://datcp.wi.gov/Environment/Working_Lands_Initiative/AEA/.

Entrepreneurial Agriculture

In addition to traditional agricultural activities, numerous untapped and underutilized opportunities exist in agriculture. Entrepreneurial agriculture, for instance, is a new way of thinking of farms as innovative small businesses. The Michigan Land Use Institute states that entrepreneurial agriculture does not seek to replace current large scale mass market agriculture but to complement it to find new opportunities, new markets, and to recognize the importance of local agriculture not only to the local economy, but also to local lives and landscapes. Entrepreneurial agriculture is about adding value to products by providing local service, by special processing, or by finding niches and new ways to market goods to consumers. It can be as simple as new ways of selling, labeling, processing, packaging, or creating a new perspective about raising crops.

Examples of entrepreneurial agriculture include:

- Direct marketing of agricultural products to consumers, such as local schools, farmers markets, and custom production for local restaurants.
- Niche marketing, such as ethnic foods, organic foods, and specialty farm products.
- Value added approaches to farming, such as fruit drying, jellies and jams, wine making, and agri-tourism.
- Cooperatives marketing local free-range poultry, beef, or pork.
- Community supported agricultural operations where local consumers pay local farmers for a share of the following year’s crops.



- Local marketing and/or direct delivery of all-natural products, such as grass-fed all-natural milk to local grocers and health food stores.

Potential benefits associated with entrepreneurial agriculture and the flexibility behind the idea includes:

- Opportunities to create net returns greater than what occurs in conventional agriculture.
- Thinking and acting as a small business can keep small farms viable and provide another option to competing with the large-scale mass-market approach more typical of conventional agriculture.
- Small viable farms on the outskirts of communities can contribute more greenspace, fresh food, and local commerce to the community and the region.
- Creating a viable mix of large and small agricultural operations can contribute to the local community and region's farmland protection strategies.

According to the Michigan Land Use Institute, for entrepreneurial agriculture to work, it requires close relationships between economic development professionals and the agricultural sector. It requires the involvement of local leaders to connect the small and mid-sized farms to the local economy and to bring business expertise and market knowledge to those farmers. It also requires state and federal cooperation in terms of working with and helping farmers understand regulations, particularly those pertaining to food inspection. Additionally, it requires the community to understand farmers and vice-versa so that communities can take advantage of the locations of local farms and for farmers to know local consumers' needs.

Future Business and Industrial Development

Businesses and industries that wish to locate in Glenmore should be of a nature that are environmentally friendly, provide services or goods to the local residents, enhance the overall economy of the Town, and do not disturb the quiet, rural character of the Town. Businesses that should specifically be encouraged in Glenmore are those that contribute to the success of the farming economy, those that provide retail services to Town and area residents, and those that provide jobs to Town residents.

Additionally, Glenmore should foster the development of appropriate home-based businesses to serve as a cost-effective starting point for these enterprises. In order to facilitate the development of home-based businesses, the Town should review its zoning code to ensure it does not preclude home-based businesses and also to set performance standards so that if the business is successful, it does not negatively impact the neighboring residential or agricultural land uses.

Industrial and Commercial Design Standards

The Town can promote higher quality development and minimize the potential negative visual impact of commercial and industrial development on Glenmore's rural landscape through the use of zoning requirements and design standards. Business site plans should be required for new businesses and industries and should include parking (preferably behind the building) and parking lot landscaping standards, including landscaped islands within large parking lots that break up the expanse of asphalt and building standards.

Glenmore should consider adopting a basic site plan and design review ordinance for new commercial and industrial development. A site plan and design review ordinance would clearly specify the Town's requirements for such commercial and industrial site plan requirements as vehicle access, parking lot material specifications, outdoor storage standards, and waste disposal facility locations. The design review aspect of the ordinance could specify such requirements as building material composition, location of HVAC equipment, landscaping requirements, lighting, and other specifications that ensure

quality buildings. A basic site plan and design review ordinance creates a process by which the developer, Town, and neighbors will know what to expect as building and site designs are brought forward. The ordinance should focus on those building and site design characteristics that minimize potential negative impacts on agricultural operations and neighbors and maintain the Town's rural character and identity.

Sensitivity to Natural and Active Agricultural Areas

Agricultural lands, topography, waterways, woodlands, and wetlands all combine to help create the rural character that the Town of Glenmore residents enjoy and appreciate. Business development should be designed with consideration of the natural features of the Town so as to integrate the businesses and industries into the community while retaining the rural small town atmosphere. Special care should be taken to ensure that commercial and industrial activities are not located within environmentally sensitive areas (ESAs). These natural features should be protected and included in the design of business developments as integral amenities.

Home Occupations

Advances in telecommunications have allowed for many people to develop home offices or occupations. Home occupations can fill a number of roles for economic development in the Town and should be encouraged, so long as they remain consistent with the zoning ordinance requirements. If/when home occupations wish to expand beyond what would be permitted in a residential or agricultural area, they should move to a site that is properly zoned for more intensive commercial or industrial uses.

Town, County, Regional, and State Economic Development Programs

This section contains a brief explanation of economic development programs and agencies that could potentially help the Town and Town's businesses achieve their stated economic development goals and objectives. The Implementation Chapter contains a comprehensive listing and description of programs the Town may wish to utilize in achieving its economic development objectives.

Town

Residents of the Town of Glenmore rely heavily on the Green Bay Metropolitan Area for many of their commercial needs. While commercial activity in the Town is minimal, it is critically important that residents patronize the existing and future Town businesses. Failure to do so will result in a reduction of available commercial services, reduced retail or service options, and vacant buildings.

Although the Town has no established incentive programs for economic development, it can continue to make positive planning and financial management decisions that can result in the community being an attractive place for people and businesses. One of the most important economic activities that Glenmore can continue is to promote an environment that encourages entrepreneurs to engage in business activities.



As previously identified, agricultural activity is estimated to account for approximately \$24.3 million in products sold from farms located within the Town in 2012. Because agriculture is such a large component of Glenmore's economy, agricultural activities should be encouraged to continue through Town policies that do not create impediments to its continued viability. For the small-scale farms, entrepreneurial agricultural activities, such as truck farming, direct farm-to-market sales, and small-scale, farm-based value-added manufacturing, should be actively encouraged as a means to maintain farming and the rural character in Glenmore.

One economic development tool now available to Towns in the State of Wisconsin is the utilization of Tax Incremental Financing District, commonly called TIF or TID. Until 2003, this redevelopment tool was only available to cities and villages. The law allows a town to expend money or incur debt for projects related to agriculture, forestry, manufacturing, or tourism. The law also allows TIDs to be used for retail development that is limited to retail sale of products produced due to agriculture, forestry, or manufacturing project. The State Department of Revenue must approve any proposed TID project.

Generally, the type of uses that commonly occur within a TID include acquisition and demolition of blighted properties in commercial areas or industrial areas and extension of roads, sewer, storm sewer, and water mains to serve expected new agriculture, forestry, manufacturing, or tourism related development expected to locate in the tax increment district.

Once the TID is established, the aggregate equalized value of taxable property within the district is established. This is called the tax incremental base. All the taxing entities of the area (Town, school districts, county, technical school) continue to receive their share of the annual taxes generated by the tax incremental base of the district throughout the life of the TIF project. The municipality then installs the improvements to the TID. As development occurs, the property values within the district grow. Taxes paid on the increased value from the growth are called tax increments and are used to pay for the public improvements made to the district by the municipality. These moneys are put in a separate TID fund to finance the public improvements made to the district. Expenditures for the project costs to the district must be made no later than five years after the district is started. The maximum life of a TID district is 16 years with options for extensions. If the value increases to the district are not enough to pay off the costs of the project within the life of the district, the municipality must incur the costs that still need to be paid. Taxing jurisdictions do not benefit from the value added increase in the district until the district project costs have been paid off and/or the life of the district is over. Once the life of the district has expired, the added value of the district is then apportioned out to all taxing districts similar to anywhere else in the Town.

Municipalities thinking about utilizing this economic development technique must carefully consider the benefits to the community, the potential pitfalls, and the likelihood of success of the district.

Brown County

Brown County Economic Development Revolving Loan Fund (RLF)

Businesses can use economic development loan programs, such as the Brown County Economic Development Revolving Loan Fund administered through Brown County and Advance to obtain low-interest loans that will generate new employment opportunities principally for persons of low and moderate incomes and encourage expansion of the tax base.

Program loans are available to eligible applicants for the following activities:

- Acquisition of land, buildings, and fixed equipment.
- Working capital (inventory and direct labor costs only).

Additional information on the Brown County Economic Development RLF may be found at:

<http://www.co.brown.wi.us/planning> and clicking on the “Economic Development” link.

Advance

Advance is the economic development division of the Green Bay Area Chamber of Commerce committed to improving and diversifying the economy of Brown County. Advance provides confidential site selection assistance, in-depth statistical and demographic data, and administers a microloan program geared to small businesses and entrepreneurs. Additionally, Advance manages the Business & Manufacturing Center Incubator on the Northeast Wisconsin Technical College (NWTC) campus which provides support services (clerical, legal, accounting, mentoring, etc.) within a flexible space for business and non-profit start-ups. Information regarding Advance and the business incubator may be found at: <http://www.titletown.org/programs/economic-development>.



Advance offers the Advance Microloan Program, which is designed to provide loans from \$5,000 to \$100,000 to for-profit, start-up, newly established, and emerging businesses that are actively managed by its owners. Loans may be used for the purchase of machinery and equipment, inventory and working capital (including payroll), insurance premiums, legal, and accounting purposes. Applicants must have a business plan, be able to contribute a minimum of ten percent of the project cost, and have a minimum of two months of working capital in reserve. Additional information regarding the Advance Microloan Program may be found at: <http://www.titletown.org/programs/economic-development/advance-microloan-program>.

Advance is also part of the Brown County Culinary Kitchen, which is a non-profit collaborative effort among NEW Curative Rehabilitation, The Farm Market Kitchen, and NWTC. The Brown County Culinary Kitchen provides a fully equipped, commercially-licensed, shared use kitchen for food-based business start-ups. Additional assistance includes classes, an on-site manager, technical assistance, business coaching, classroom space, and Internet access. Information regarding the Brown County Culinary Kitchen may be found at: <http://bcculinarykitchen.org/>.

Regional

The New North

The New North is a 501(c)3 non-profit organization that promotes collaboration between the private and public sectors to promote Northeastern Wisconsin for increasing economic development. According to the New North website, their key initiatives include:

- Attract, develop, and retain diverse talent.
- Foster targeted industry clusters and new markets.
- Support an entrepreneurial climate and small businesses.
- Encourage educational attainment.
- Elevate sustainability as an economic driver.
- Promote the regional brand.

More information can be found at <http://www.thenewnorth.com>.

Wisconsin Public Service

Wisconsin Public Service Corporation (WPS) contributes a number of economic development

services that Brown County communities should be aware of for their businesses. The WPS economic development webpage provides a number of programs and resources for communities interested in expanding economic development opportunities. More information about WPS economic development services can be found at: <http://www.wisconsinpublicservice.com/business/economic.aspx>.

State of Wisconsin Economic Development Programs

There are many state programs that communities can consider utilizing to meet their stated goals and objectives. While not an all-inclusive list, there are several programs listed on the Wisconsin Economic Development Corporation (WEDC) website that Brown County communities should strongly consider and are addressed below. The WEDC Region 2 Account Manager should be contacted for additional information related to these programs.

Additionally, the Wisconsin Housing and Economic Development Authority (WHEDA) administers a number of loan programs, tax credit, and programs that support business investment and development. The WHEDA Community Relations Officer should be contacted for additional information related to these programs.

Wisconsin Equity Investment Fund

The Wisconsin Equity Investment Fund (WEIF) is a program designed to spur direct equity investment into growing Wisconsin small businesses. WEIF is funded by the State Small Business Credit Initiative, administered by WHEDA, and currently leverages the private capital investment of Wisconsin-based investment managers. Additional information on WEIF may be found at www.wheda.com.

WHEDA Participation Lending Program

The WHEDA Participation Lending Program (WPLP) pairs WHEDA with community lenders, banks, credit unions, community development financial institutions, and other entities that provide commercial loans to Wisconsin businesses. The program requires at least 50 percent participation from a participating lender with WHEDA's participation not to exceed \$2 million. Project eligible for financing of land, plant, or equipment include such projects as manufacturing, commercial real estate, national or regional headquarters facilities, facilities for the storage or distribution of manufactured goods, materials, components or equipment, and facilities for the retail sale of goods or services. Additional information on WPLP may be found at www.wheda.com.

WHEDA Loan Guarantee Programs

WHEDA Loan Guarantee Programs help reduce financial risk and exposure to small business lenders and ensure that qualified Wisconsin small businesses have access to funding. Eligible uses of loan guarantees by small business owners include purchasing or improving land and buildings, purchasing inventory or machinery, and funding permanent or revolving working capital. Specific programs include:

- Contractors Loan Guarantee - Assist in the development / expansion of small businesses by providing the opportunity to enter into contracts with eligible organizations.
- Small Business Guarantee - Assist with the expansion or acquisition of an existing small business, assist in the start-up of a daycare business for adults or children, assist in the start-up of a small business located in a vacant storefront in the traditional downtown area of a community.
- Agribusiness Guarantee - Assist in the startup, acquisition, or expansion of a business that develops products using Wisconsin's raw agricultural commodities. Raw agricultural commodities refer to any agricultural, aquacultural, horticultural, viticultural, vegetable, poultry, and livestock products

produced in Wisconsin, including milk and milk products, bees and honey products, timber and wood products, or any class, variety or utilization of the products in their natural state.

Additional information on all the loan guarantee programs may be found at www.wheda.com.

University of Wisconsin-Extension

The University of Wisconsin-Extension provides a number of resources and information related to agriculture and rural living. Information ranges from locations of nearest farmers markets to tips on saving for retirement. Additional information regarding the University of Wisconsin-Extension can be found at the following website: <http://www.uwex.edu/topics/Agriculture.cfm>.

Federal

U.S. Department of Agriculture - Rural Development

The U.S. Department of Agriculture - Rural Development (USDA-RD) maintains a number of programs geared toward rural areas of the country. Portions of Brown County outside of the Green Bay Metropolitan Area may be eligible for certain USDA-RD programs. The USDA-RD website should be reviewed for additional details at: <http://www.usda.gov/wps/portal/usda/usdahome?navid=rural-development>.

Recommendations

The following is a summary of economic development recommendations for the Town of Glenmore:

General Recommendations

- Encourage farming as an economic activity by discouraging new development in locations that would negatively impact agricultural operations.
- Ensure that future development does not adversely impact active nonmetallic mining operations in Glenmore.
- Support efforts by local farmers in entrepreneurial agricultural through direct farm-to-market sales and farm-based value-added business activities, among others.
- Should one be proposed, support qualified efforts by the Town's agricultural community to create an Agricultural Enterprise Area in the Town of Glenmore.
- Continue to permit home occupations as small business incubators as long as they are clearly secondary to the residential use and meet the Town zoning ordinance requirements and restrictions.
- Implement a commercial and industrial site and building design standards ordinance to ensure that the development is consistent with the rural character of Glenmore.
- Business development should be designed with consideration of the sensitivity of the agricultural lands, neighboring property owners, and environmental features that this plan identifies.



- Business site plans and designs should be consistent with the rural character of Glenmore, including such characteristics as shielded lighting, screened outdoor storage and refuse containers, and minimal signage.
- Maintain an updated comprehensive list of potential economic development funding mechanisms through the county, state, and federal governments.
- Contact the various economic development agencies for technical support and grant resources listed in this chapter when evaluating specific economic development projects.

CHAPTER 5

Housing

Housing in Glenmore is very rural in nature with homes typically associated with farming or other agricultural activity. Although the Town is overwhelmingly rural, there are a few newer single-family homes that have been recently developed either on individual lots or within one of the three small residential subdivisions in the Town.

The Issues and Opportunities chapter of the plan contains the forecasts for new housing units within the Town of Glenmore over the next 20 years. This chapter will build on these forecasts by identifying existing trends and characteristics of the housing market and by providing recommendations on various standards, tools, and resources to ensure that future residential development does not detract from the Town’s rural character. It is important to note that the U.S. Census Bureau’s American Community Survey (ACS) is used for the baseline housing data in the Town of Glenmore. The ACS utilizes statistical sampling techniques to obtain an estimate of the respective housing characteristics. Since the ACS uses sampling rather than an actual count, the numbers identified may not reflect the 100 percent count or type of housing unit, but the ACS will produce a statistically valid estimate.

Housing Characteristics

Age

Figure 5-1 shows that the number of new homes built in Glenmore trended lower in the decade of 2000-2009, consistent with the housing market recession in the late 2000’s. The chart also reveals that Glenmore has a proportionately higher number of homes built in 1939 or earlier than either the county or state. As the Town’s housing stock continues to age, it will be necessary for the Town to ensure the housing units remain in good condition through current building code enforcement and providing information to Town homeowners regarding resources available to assist with home maintenance.

Figure 5-1: Age of Housing Units for Glenmore, Brown County, and Wisconsin

Year Structure Was Built	Glenmore	%	Brown County	%	Wisconsin	%
2010 or later	0	0.0%	890	0.8%	11,456	0.4%
2000-2009	40	9.7%	15,312	14.6%	337,755	12.9%
1990-1999	82	19.9%	17,453	16.6%	366,680	14.0%
1980-1989	53	12.9%	12,649	12.0%	257,794	9.8%
1970-1979	33	8.0%	17,499	16.6%	391,062	14.9%
1960-1969	43	10.4%	11,583	11.0%	257,050	9.8%
1950-1959	14	3.4%	11,118	10.6%	298,053	11.3%
1940-1949	18	4.4%	4,995	4.8%	158,568	6.0%
1939 or Earlier	129	31.3%	13,652	13.0%	547,724	20.9%
Total	412	100.0%	105,151	100.0%	2,626,142	100.0%

Source: U.S. Bureau of the Census, 2009-2013 American Community Survey 5-Year Estimates - Selected Housing Characteristics.

One item Glenmore residents with homes built prior to 1978 should understand is that their home may contain lead-based paint. As lead-based paint ages, it cracks, peels, chips, and powders, creating a chance

for children and adults to ingest it either via mouth or nose and enter the blood stream. According to the Mayo Clinic a few of the signs and symptoms of lead poisoning in children and/or infants include:

- Developmental delays
- Learning difficulties
- Slowed growth
- Irritability
- Abdominal pain
- Fatigue

Lead poisoning in adults includes signs and symptoms such as:

- High blood pressure
- Abdominal pain
- Joint pains
- Declines in mental functioning
- Pain or numbness/tingling in extremities
- Memory loss
- Mood disorders
- Miscarriage or premature birth in women



If renovations are to be started in or on a home that was constructed prior to 1978 that will impact existing painted surfaces, lead-safe renovation practices should be followed to protect the persons living in the home. The U.S. Environmental Protection Agency prepared the document "[The Lead-Safe Certified Guide to Renovate Right](#)"¹ which provides basic information on lead paint hazards and the proper techniques and resources to deal with this hazard as a home is renovated.

Structures

According to the 2009-2013 American Community Survey, the Town of Glenmore has a significantly higher percentage of 1-unit detached structures (typically single-family homes) at 92.5 percent than either Brown County or the State of Wisconsin at 64.1 and 66.5 percent, respectively. The Town has a proportionately much smaller percentage of duplexes and all types of multifamily units. The relative lack of more dense housing types is most likely due to a lack of public sewer and water services within the Town that could adequately handle the needs of these housing types and because Glenmore has not yet faced the development pressures that surrounding Towns have. However, Glenmore should begin to monitor the demands of an aging population to ensure that the Town's senior population housing needs are met in Glenmore or nearby communities. Figure 5-2 identifies the total number of housing units in structure in Glenmore and the estimated number of units they contain.

¹ [The Lead-Safe Certified Guide to Renovate Right](http://www2.epa.gov/sites/production/files/documents/renovaterightbrochure.pdf). U.S. Environmental Protection Agency, September, 2011.
<http://www2.epa.gov/sites/production/files/documents/renovaterightbrochure.pdf>.

Figure 5-2: Units in Structure for Glenmore, Brown County, and Wisconsin

Units in Structure	Glenmore	%	Brown County	%	Wisconsin	%
1-Unit Detached	381	92.5%	67,392	64.1%	1,747,423	66.5%
1-Unit Attached	3	0.7%	5,268	5.0%	115,196	4.4%
2 Units	10	2.4%	8,187	7.8%	173,829	6.6%
3 or 4 Units	0	0.0%	3,468	3.3%	100,247	3.8%
5 to 9 Units	0	0.0%	8,022	7.6%	127,426	4.9%
10 to 19 Units	0	0.0%	4,821	4.6%	87,150	3.3%
20 or More Units	0	0.0%	6,490	6.2%	177,097	6.7%
Mobile Home	14	3.4%	1,493	1.4%	97,373	3.7%
Boat, RV, Van, Etc.	4	1.0%	10	0.0%	401	0.1%
Total	412	100.0%	105,151	100.0%	2,626,142	100.0%

Source: U.S. Bureau of the Census, 2009-2013 American Community Survey 5-Year Estimates – Selected Housing Characteristics.

Occupancy

According to the 2009-2013 American Community Survey, there were an estimated total of 412 housing units within the Town of Glenmore. This compares with 386 units in 2000, which is an increase of 26 units (6.7 percent) over the 10-year period. The breakdown of housing units into owner-occupied and renter-occupied shows that owner-occupied units accounted for 89.1 percent of the Town’s dwelling units in 2000, and this percentage is estimated to have decreased slightly to 87.9 percent owner-occupied housing in 2010. A higher percentage of renter-occupied housing is not likely to occur over the course of the next 20 years because the Town is not planning to provide public sewer or water service that would help to facilitate this type of development. However, small scale senior housing and scattered duplex units could be developed on septic systems and wells, provided that they are adequately maintained, managed, and are placed in locations that do not negatively impact agricultural production. Figure 5-3 summarizes the changes that occurred between 2000 and 2010.

Figure 5-3: Change in Housing Occupancy Characteristics in Glenmore, 2000 and 2010.

Housing Unit Status	2000 Census	% of Total	2010 Estimate	% of Total	Increase or Decrease	Percent Change 2000-2010
Total Housing Units	386	100.0%	412	100.0%	26	6.7%
Occupied Housing Units	375	97.2%	406	98.5%	31	8.3%
Owner-Occupied	334	89.1%	357	87.9%	23	6.9%
Renter- Occupied	41	10.9%	49	12.1%	8	19.5%

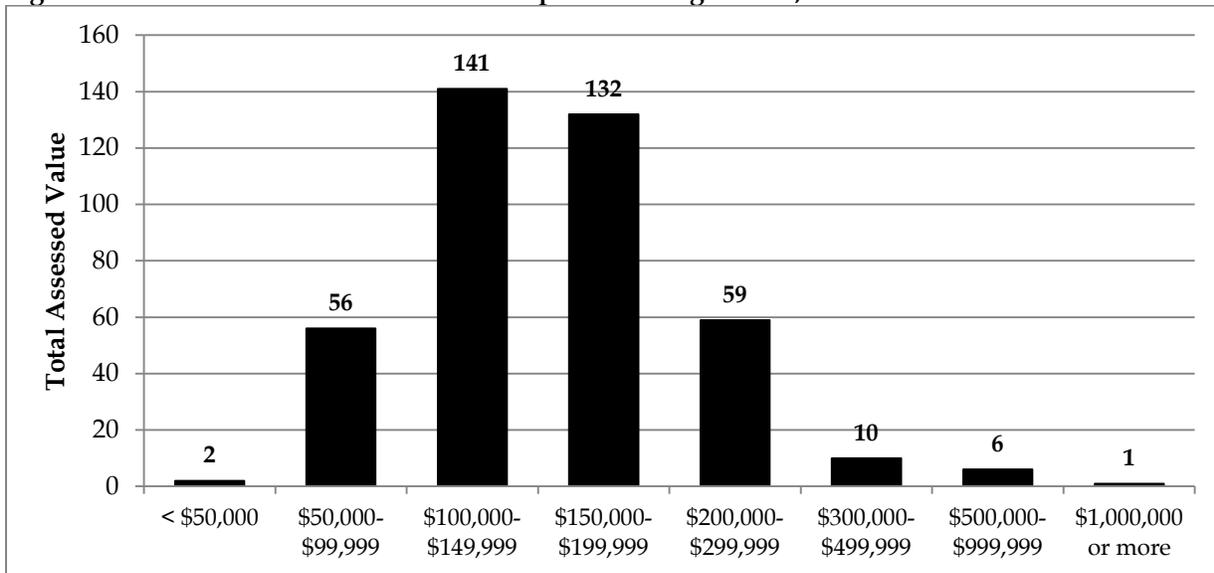
Source: U.S. Bureau of the Census, 2009-2013 American Community Survey 5-Year Estimates – Selected Housing Characteristics.

Value

In order to obtain approximate home values in Glenmore, the Brown County Land Records System was utilized to identify parcels that had assessed improvements and a mailing address, as opposed to a simple location. The total assessed valuation (land and improvements) was utilized to estimate the home values. According to Brown County land records, the largest segment of the owner-occupied homes (including land) in the Town of Glenmore has a total assessed value between \$100,000 and \$149,999 at 34.6 percent (141 homes); while 132 homes (32.4 percent) of the homes are valued between \$150,000 and

\$199,999 and 59 homes (14.5 percent) are valued between \$200,000 and \$249,999 (see Figure 5-4). The highest ranges of the valuations typically included large agricultural buildings and improvements on the same parcels as the homes.

Figure 5-4: Town of Glenmore Owner-Occupied Housing Values, 2014.



Source: Brown County Land Records Data, 2014

Housing Expenses

Rent

The 2009-2013 American Community Survey (ACS) identifies the median gross rent in the Town of Glenmore as approximately \$800 per month. The ACS further identifies a total of 20 rental units with rent ranges generally \$750 - \$999 per month. This range is for the estimated 35 rental units in the Town, which is a rather small number accounting for the narrow range of rental costs. The City of De Pere, Town of Ledgeview, and Village of Denmark have a combined total of over 4,500 rental units with a range of rental price points and currently help to satisfy the majority of the demand for rental housing near Glenmore. Although it is unlikely large numbers of rental properties will be developed in Glenmore due to the lack of public sewer and water, there could be some demand for duplex-type housing units or senior housing as the population ages.

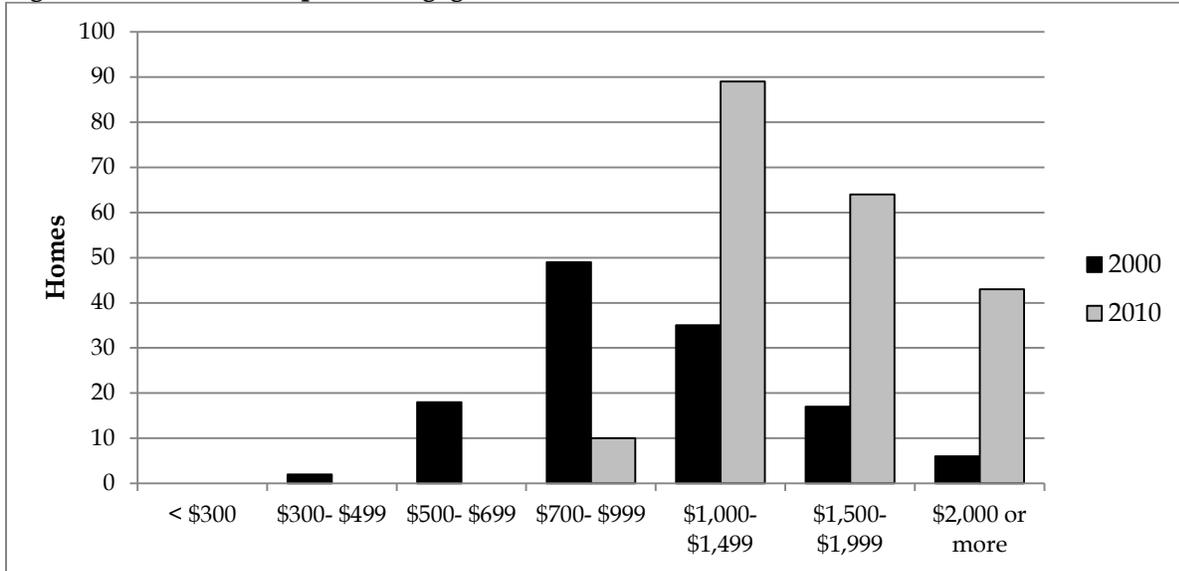
Mortgage

According to the 2009-2013 American Community Survey, approximately 50 percent of the owner-occupied housing units in Glenmore have a mortgage, with a median monthly mortgage cost of \$1,519. This is slightly higher than either the county or state, at \$1,388 and \$1,445 per month, respectively.

One metric to determine whether or not a mortgage is affordable, is from the U.S. Department of Housing and Urban Development (HUD), which recommends housing costs (mortgage, insurance, taxes, etc.) not exceed 30 percent of household income. Homeowners paying 30 percent or more are considered to be overextended and in danger of mortgage default if any interruptions to income or unforeseen expenses occur. The ACS estimates 47.8 percent of Glenmore homeowners pay 30 percent or more of their household income for housing, which is more than Brown County (28.3 percent) and the State of Wisconsin (32.2 percent), respectively. The relatively high mortgage expenses and percentages may be

related to the fact that many Glenmore homeowners have large yards and accessory structures such as sheds, barns, and other agricultural buildings, as opposed to suburban or urban homes where the lot is much smaller and consists of only the home. Figure 5-5 compares owner-occupied housing unit mortgage costs for the years 2000 and 2010.

Figure 5-5: Owner-Occupied Mortgage Costs in the Town of Glenmore, 2000 and 2010.

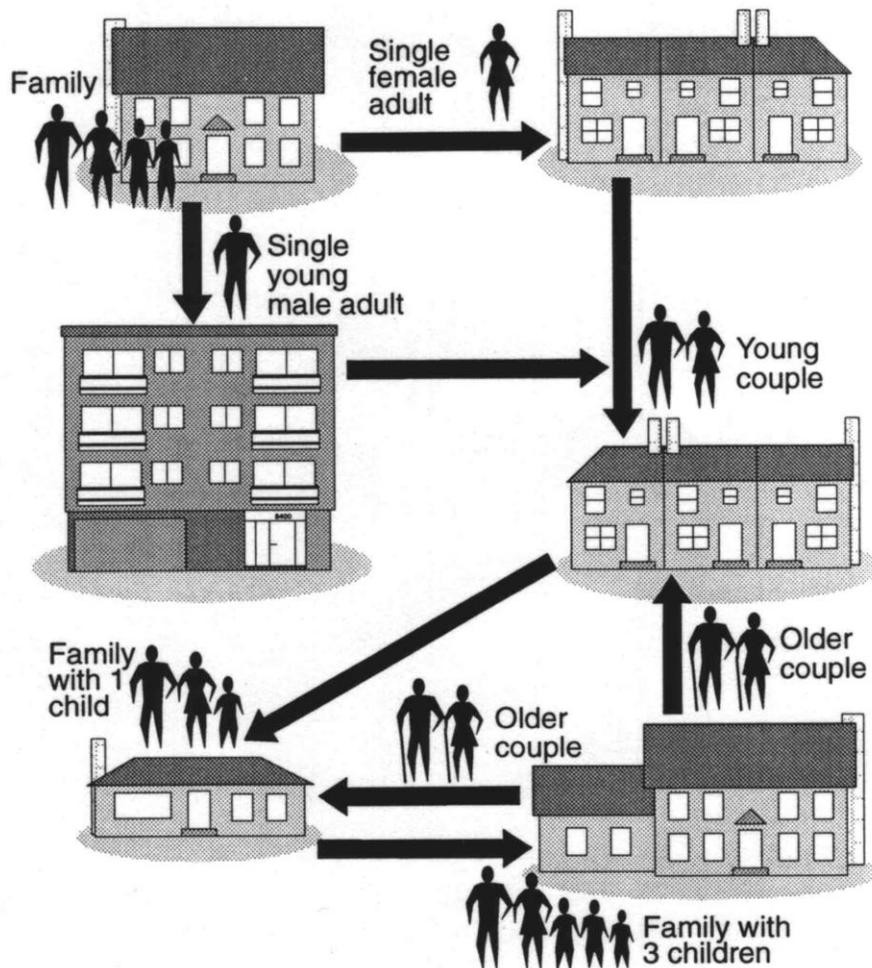


Source: U.S. Bureau of the Census, 2009-2013 American Community Survey 5-Year Estimates – Selected Housing Characteristics.

Range of Housing Choices

While understanding that the lack of public services limits the range of housing choices that are and will be available within the Town, it is important to recognize that as people go through various stages in their life, their preferred housing type may change. Although the Town may currently depend on neighboring communities to provide the complete range of housing, this section contains a series of recommendations the Town may implement to maintain its current housing stock and somewhat increase its range of housing choices while keeping the overall agricultural character and rural atmosphere of the Town. Figure 5-6 provides a representation of how a person’s housing preferences might change over time.

Figure 5-6: Change in Housing Preferences over Time



Source: Local Government Commission, 2003.

Provide Information to Residents and Homebuilders Regarding "Visitability" Concepts

One of the ways a community can account for an aging population is to encourage the inclusion of "visitability" features into new homes. As people age, their ability to move around their own home can become increasingly difficult. For a number of elderly and mobility-impaired residents, the simple presence of a single stair to enter a home could cause a great deal of difficulty. According to Green Bay-based Options for Independent Living, "visitability" applies to the construction of new single-family homes to make them "visit-able" by people with physical or mobility disabilities. Typically, visitable homes have:

- One entrance with no steps.
- A minimum 32-inch clear passage through all the main floor doors and hallways.
- A useable bathroom on the main floor.

Although these improvements do not allow full accessibility, such as is promoted in universal design, they do allow (at a minimum) elderly and people with a mobility limitation the ability to visit a home or remain living in their home for a longer period of time.

Serve as a Resource for Housing Improvements for Glenmore Residents

Although the Town of Glenmore does not have a large institutional capacity to administer its own housing programs, it can serve as a resource for Town residents looking for housing assistance. For instance, the Town of Glenmore can refer low to moderate income residents looking to repair their homes to the Northeastern Wisconsin Community Development Block Grant – Housing Rehabilitation Program (CDBG-Housing). The program is administered through the Brown County Planning Commission for a 10-county region and provides zero-percent interest, deferred payment loans to qualified applicants to repair or replace roofs, siding, windows, lead-paint hazards, furnaces, flooring, and other parts of a home not meeting federal housing quality standards (HQS).

The Wisconsin Housing and Economic Development Agency (WHEDA) is a public agency that partners with local financial institutions to provide a number of unique fixed-rate financing options for purchasing and refinancing a home to qualified applicants. Specific loan programs to qualified applicants include:

- WHEDA Advantage – Allows for a home buyer to have a lower down payment at loan closing.
- WHEDA FHA Advantage – Allows for a buyer to leverage down payment assistance from other programs to buy a home.
- WHEDA Easy Close Advantage – Provides a 10-year low-cost loan for WHEDA Advantage borrowers to help pay for down payment, closing costs, and homebuyer education expenses.
- WHEDA Tax Advantage – Provides a tax credit to qualified borrowers to reduce their federal income tax liability over the life of the mortgage.
- WHEDA First-Time Homebuyer Advantage – Provides a preferred, fixed interest rate for qualified first time homebuyers.

Including a notice of the availability of these and other housing opportunities in the Town’s newsletter once a year would help to ensure Town residents are aware of the programs.

Recommendations

It is very important for the Town to continue to monitor its progress in meeting the goals and objectives of the plan’s Housing chapter. The following recommendations will assist the Town in meeting their goals and objectives:

- Require the placement of new homes in areas that will not adversely affect farming operations. Site locations that should be considered include along fence-lines, on non-prime agricultural soils, in wooded or other non-farmed areas, and close to the road. Homes should not be placed in the middle of active farm fields or have long driveways that cross through an actively farmed field.
- Continue to ensure that the Town’s housing stock remains in good condition through code enforcement and promoting county and state rehabilitation programs.
- Consider the development of individual rental units in the Town through duplex or 2-story (double-flat) homes or senior housing options.

- Large multifamily developments should be encouraged to locate in other areas of Brown County that are able to provide adequate public facilities and services for its residents.
- Provide information to homeowners and builders about the advantages of including “visitability” concepts in new homes.
- The Town should provide information to its residents about various housing programs, including the Northeastern Wisconsin CDBG-Housing rehabilitation loan program and WHEDA homebuyer loan programs.

CHAPTER 6

Utilities and Community Facilities

Introduction

The presence and provision of public facilities and services within a community are closely intertwined with the growth and development patterns the community experiences. Decisions about where and when community facilities and public utilities will be constructed or extended are important in influencing future land use patterns. The analyses and recommendations within this chapter of the Town of Glenmore Comprehensive Plan are the first steps in that process, and this plan should be used to guide and direct, but not replace, detailed engineering studies, facility plans, and capital improvement programs.

Background

As a rural community within Brown County, the Town of Glenmore does not require a high degree of comprehensive services. Therefore, a very limited range of public and utility services is available within the Town. As communities grow and mature, their needs for utilities, facilities, and services also grow and diversify. Examples include sanitary sewer, drinking water supply, parks, and stormwater management facilities. Many rural communities with small populations do not need or provide such services, but if population growth occurs, at some point, such services become essential to the continued health, safety, and welfare of the community's residents. Federal and state rules (such as the Clean Water Act) often govern various aspects of the provision of such programs, as well.

Examples of other utilities, facilities, or services that rural communities may provide, usually via contract, include emergency services, such as police, fire, and/or rescue; solid waste collection and/or disposal; and recycling. Examples of utilities, facilities, or services that smaller communities may not directly provide to their community but often are involved and concerned with include telecommunications; power generation and transmission; cemeteries; healthcare; elderly care; childcare; libraries; museums; and schools.

Currently, there are no known significant deficiencies or problems associated with the limited services provided by the Town of Glenmore. However, the Town should periodically review its residents' needs for services, and when a need is determined to exist, the Town should review its budgetary constraints and within those parameters, determine an appropriate course of action.

Inventory and Analysis

This section of the Utilities and Community Facilities chapter provides detailed information about the Town of Glenmore's utilities, facilities, and other services and recommends actions to address identified concerns or issues. These recommendations are also summarized at the end of this chapter.

Sanitary Sewer Service

There is currently no public sanitary sewer system in place in the Town of Glenmore. With the Town's emphasis on agricultural production and rural character, there is not expected to be a need to form a sanitary district or provide sanitary sewer to the Town in the timeframe of this plan.

The Town of Glenmore does have a cooperative agreement in effect with the Town of Ledgeview regarding the provision of public sewer should it be requested by the Town of Glenmore for a portion of the north-central part of Glenmore. Prior to permitting any sewer development in this area, the Town of Glenmore should develop a detailed plan that accounts for the impacts associated with more dense development. Some of the details that such a plan should contain include stormwater management facilities, an Official Map that generally identifies the main through roads, and potential park or recreation facilities, among many other potential facilities.

Onsite Sewage Disposal Systems

Onsite sewage disposal systems are those that store, treat, or dispose of wastewater (or perform a combination of these functions) on the site at which the wastewater is generated. Onsite sewage disposal systems are used in those areas that are not served by public sanitary sewer systems. Typical examples of onsite systems include holding tanks, conventional septic systems, or pressure systems, all of which may be used by homeowners and small businesses in rural areas. Information provided in the Natural Resources Conservation Service's Soil Survey of Brown County, Wisconsin, indicates that most of the soils within



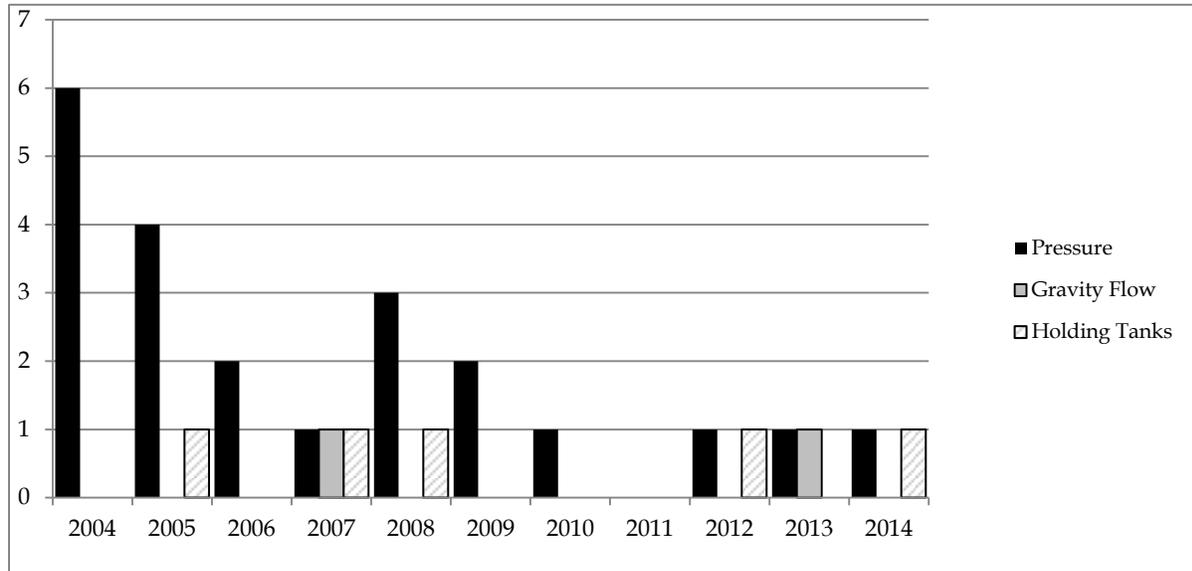
the Town of Glenmore have severe limitations for conventional onsite sewage disposal systems. Below the ledge, slow permeability and seasonal perched water tables are the most common limiting factors, while above the ledge, thin soil atop fractured bedrock is a limiting factor. In areas with these limiting factors, pressure systems or holding tanks are the primary options available for new or replacement onsite systems. Where soil and other limiting factors are not a factor, conventional systems may typically be used.

In 1969, Brown County created Chapter 11 (Brown County Private Sewage System Ordinance) of the Brown County Code pursuant to requirements of the Wisconsin State Statutes and the Wisconsin Administrative Code, which pertain to regulation of the construction, installation, and maintenance of plumbing in connection with all buildings in the state. Chapter 11 of the Brown County Code regulates the location, construction, installation, alteration, design, and use of all private onsite wastewater treatment systems (POWTS) within the County to protect the health of residents, to secure safety from disease and pestilence, to further the appropriate use and conservation of land and water resources, and to preserve and promote the beauty of Brown County and its communities. The Zoning division of the Brown County Planning and Land Services Department enforces the requirements associated with Wisconsin Department of Safety and Professional Services (DSPS) administrative codes through Chapter 11 including mandatory maintenance requirements for newer systems and "time of sale" inspection requirements for older systems. Under the "time of sale" inspections, POWTS systems are required to be inspected at the time of sale of the home or division of land. Furthermore, the State of Wisconsin has mandated that all POWTS, regardless of when they were installed, must be on a maintenance program by the year 2019.

Since 2004, a total of 29 POWTS permits have been issued for new systems in the Town of Glenmore. As depicted in Figure 6-1, the types of systems include 22 pressure systems, 2 gravity flow (conventional)

systems, and 5 holding tank systems. The high number of pressure systems is likely due to the relatively thin soils above the ledge. Pressure systems mitigate the effects of these soil limitations by treating the effluent through layers of sand and gravel before it reaches the actual soils or groundwater.

Figure 6-1: New Sanitary Permits Issued by POWTS System, 2004-2014



Source: Brown County Zoning Records, 2004 - 2014

With such a significant number of POWTS in the Town of Glenmore, it is critically important that they continue to efficiently operate to properly treat the effluent. During extended severe cold snaps in winter, such as those experienced during 2013-2014, pressure systems are vulnerable to freezing if not used regularly or not adequately insulated by snow and/or dormant vegetation. According to the University of Minnesota, precautions to avoid frozen systems may include¹:

- Avoiding compacting the soil and/or snow by not driving vehicles or equipment over the system.
- Placing a layer of mulch (8-12 inches of straw, leaves, hay, etc.) over the pipes, tank, and soil treatment system to provide extra insulation.
- Let the grass over the tank and soil treatment area grow longer in late summer/fall to provide extra insulation in winter.
- Regularly use the system by spacing out hot/warm water usage for dishwashing and laundry.
- Pumping out the tank first if a homeowner is going to be away for an extended period of time.

According to Chapter 11 of the Brown County Code of Ordinances, all holding tank pumpers who pump holding tanks in Brown County must submit semi-annual pumping reports to the Brown County Zoning Administrator and the local municipalities on forms provided by the Brown County Zoning Office. The semi-annual reports contain the following information:

- Date of servicing and total gallons pumped.
- User's/owner's name, address, telephone number.
- Location of holding tank in Brown County, including parcel number.

¹ University of Minnesota Onsite Sewage Treatment Program Website: <http://www.septic.umn.edu/factsheets/freezingproblems/>

- Tank pumper name, address, and telephone number.
- Location where wastes were disposed.

Chapter 11 further requires a maintenance plan for all treatment tanks, including holding tanks, as listed:

- All new or replacement sewage systems installed after January 17, 1990, must have the treatment tanks pumped by a licensed pumper within three years of the date of installation and at least once every three years thereafter or when the sludge level reaches one-third of the liquid capacity of the tank.
- At 3-year intervals after the installation of a private onsite wastewater treatment system (POWTS), the Brown County Zoning Office provides the owner with a certification form. The form must be signed and accurately completed by either of the following: a licensed plumber, a licensed septic tank pumper, or a licensed septic tank inspector (POWTS inspector). The inspector must certify that the POWTS is in proper working condition and that the tank(s) was either recently pumped by a licensed pumper or that it was inspected and is less than one-third full of sludge or scum.
- All POWTS installed on or after July 1, 2000, must be maintained and serviced in accordance with the approved maintenance plan on file with the Brown County Zoning Office, and by the year 2019, all POWTS must be on a maintenance plan.

The Town should ensure the long-term viability of private onsite sewage treatment systems through continued support of Brown County's private sewage system ordinance. The ordinance requires inspections of all existing onsite sanitary systems at the time of sale of an associated residence, building, or land. Glenmore should also include periodic informational articles regarding proper care and maintenance of private sewage systems, in the Town's newsletter. Should low-moderate income residents experience a failing POWTS, they should contact the Brown County Planning and Land Service Department for information related to the Community Development Block Grant - Housing program, which may provide emergency loans to repair or replace these systems.

Water Supply

The Town of Glenmore does not currently have a public water supply. Therefore, every home and business in the Town currently obtains potable (drinking) water from private wells. Wells in the Town of Glenmore generally utilize one of three different aquifers. A few older wells use shallow gravel pockets in the glacial drift for small quantities of water for domestic uses. Most wells, however, utilize either the groundwater within the limestone rocks of the Senneppe Group or within the deeper sandstone aquifer. A review of Wisconsin Department of Natural Resources residential potable well logs within Glenmore yielded a well depth range of 55 feet to 681 feet, with a median depth of 121 feet to the bottom of the well.

As stated by the Wisconsin Department of Natural Resources, all drinking water, no matter the source, may reasonably be expected to contain at least small amounts of some contaminants. Contaminants may include microbes, such as viruses and bacteria; inorganics, such as salts and metals; pesticides or herbicides; organic chemicals, such as petroleum byproducts; and radioactive substances. The presence of such contaminants does not necessarily indicate that the water poses a health risk, however the concentration of such contaminants is the driver of concern.

The federal Safe Drinking Water Act of 1974 charged the Environmental Protection Agency (EPA) with promulgating drinking water standards to protect public health. These standards, known as "maximum contaminant levels" (MCLs), now cover approximately 52 substances. Primary MCL standards are designed to protect public health and include standards for organic and inorganic chemicals, microorganisms and bacteria, and turbidity. Secondary MCL standards are designed to protect public welfare and include color, odor, and taste. The Wisconsin DNR has promulgated state MCLs based on

the federal MCLs whether its source is groundwater or surface water. These standards apply to all public water supply system, and although they technically do not apply to individual or nonpublic water supply systems they provide guidance in determining if a well may be contaminated.

According to the University of Wisconsin-Extension, groundwater pollutants in rural parts of Wisconsin may include nitrogen from fertilizers, animal wastes, septic systems, and other bio-solids. Nitrogen and its more mobile form of nitrate may lead to severe health issues in infants and has possible links to birth defects, miscarriages, and various cancers. A second common groundwater pollutant found in wells is coliform bacteria, which generally do not cause illness by itself, but rather indicate a pathway may exist for more dangerous viruses and bacteria, such as e. coli, to enter the well. A review of the UW-Stevens Point Center for Watershed Science and Education Private Wells Groundwater Quality online mapping application indicated 6 percent of tested Glenmore wells exceeded the MCL health standard (>10 mg/l) for nitrogen/nitrate, and 15 percent of tested wells indicated the presence of bacteria.²



In addition to nitrogen/nitrate and bacteria contamination, nearby townships have also experienced well contamination from the Atrazine family of herbicides. Wisconsin has a health-based groundwater standard of 3.0 parts per billion (ppb) for the total of atrazine and its three breakdown components. The DACT screen process tests wells for one these breakdown components as an indicator of the presence of Atrazine. Considering the number of detects in nearby townships, when residents test their wells for bacteria and nitrogen/nitrates, a DACT screen should also be a part of the overall testing process.

As 15 percent of wells tested in Glenmore indicated a presence of bacteria, six percent of wells exceeded the MCL for nitrogen/nitrate, and there have been a number of atrazine detects in nearby townships, wells should likely be tested at a minimum of once a year, or immediately if there is a change in water taste, smell, or color. Groundwater sampling kits for bacteria may be obtained from the Brown County Health Department for a nominal fee. In addition to testing for bacteria, homeowners with infants and small children should have their wells tested for nitrogen/nitrates and atrazine due to the potential negative health effects from these pollutants.

In order to ensure that Town residents understand the necessary maintenance and testing associated with a private drinking water supply, the Town should provide educational materials, such as the WDNR publication, "[You and Your Well](#)," to new residents and informational articles and resources in the Town's newsletter. One technique to minimize the chances for contamination of a private well is to grade the soil around the wellhead in a manner that surface water runs away from the wellhead, rather than pooling around it. Water that pools around a wellhead may follow the well casing through the layers of soil, gravel, and bedrock to the groundwater, thereby resulting in contamination. Should low-moderate income residents of the Town of Glenmore experience a well failure, they should contact the Brown County Planning and Land Services for information regarding the Community Development Block Grant - Housing loan program to fund the repair or replacement of the well.

² UW-Extension Center for Watershed Science and Education http://gissrv2.uwsp.edu/cnr/gwc/pw_web/ accessed 4/21/2015.

Solid Waste Disposal and Recycling

Solid waste collection and disposal are other examples of traditional infrastructure provided by many urban and rural communities to protect the health, welfare, and safety of their citizens. The benefits of recycling are numerous and include saving natural resources, saving energy, reducing the need for landfill space, reducing pollution, reducing local solid waste management costs, and creating jobs and businesses.

Prior to the 1970s, solid waste from Brown County's communities and businesses was put in unregulated garbage dumps or burned in unregulated incinerators. In 1976, Brown County built the East Landfill, the first engineered landfill in Wisconsin, and shortly thereafter, Brown County built the West Landfill, the second engineered landfill in Wisconsin. These landfills were an environmentally- and economically-sound alternative to previous methods of solid waste disposal. Brown County is now part of a three-county agreement with Winnebago and Outagamie Counties for solid waste and recycling services to take advantage of economies of scale in terms of landfill space and selling recyclables.

Town of Glenmore residents have the option of privately contracting with a waste hauler or taking their garbage and recyclables to a joint waste drop-off site operated cooperatively with the Town of Morrison, located at 4104 Lark Road. The drop-off site has limited hours, but when open also has bins for the recycling of electrical component waste for no-cost or a fee, depending on the type and size of the component(s). Household hazardous wastes should be dropped off at the Brown County facility located at 2561 South Broadway in Ashwaubenon.

Due to the rural nature and dispersion of homes in the Town, it may not be cost-effective to begin town-wide contracting for garbage or recycling pickup. Glenmore should continue to cooperatively operate the garbage and recycling drop-off site in Morrison, provided it is cost-effective for the Town, while evaluating alternatives. This service should be monitored to ensure it continues to meet the cost-effective needs of present and future residents of both communities.

Stormwater Management

In 1987, the federal government passed an amendment to the Clean Water Act that included several regulations relating to stormwater management and nonpoint source pollution control. The programs created by this legislation are administered by the U.S. Environmental Protection Agency and are targeted to control nonpoint source pollution from municipal, industrial, and construction site runoff. Due to revisions to the federal programs in 1999 and corresponding changes to Wisconsin Administrative Codes, these federal programs apply to all communities, including the Town of Glenmore, for most construction sites one acre or larger in size.



Brown County, under its subdivision ordinance, also requires the preparation of an erosion control and stormwater management plan for all subdivision plats created in the Town. The erosion control and stormwater management standards contained within the subdivision ordinance closely match similar state standards.

As stated in the Wisconsin Department of Natural Resources' model stormwater runoff ordinance, uncontrolled stormwater runoff from land development activity has a significant impact upon water resources and the health, safety, and general welfare of the community. Uncontrolled stormwater runoff may:

- Degrade physical stream habitat by increasing stream bank erosion, increasing streambed scour, diminishing groundwater recharge, and diminishing stream base flows.
- Diminish the capacity of lakes and streams to support fish, aquatic life, recreational, and water supply uses by increasing loadings of nutrients and other urban pollutants.
- Alter wetland communities by changing wetland hydrology and by increasing pollutant loads.
- Reduce the quality of groundwater by increasing pollutant loads.
- Threaten public health, safety, property, and general welfare by overtaxing storm sewers, ditches, and other minor drainage facilities.
- Threaten public health, safety, property, and general welfare by increasing major flood peaks and volumes.
- Undermine floodplain management efforts by increasing the incidence and levels of flooding.
- Diminish the public enjoyment of natural resources.



As urban development increases, so do these risks. Research indicates that many of these concerns become evident when impervious surfaces (rooftops, roads, parking lots, etc.) within a watershed reach 10 percent. A typical medium-density residential subdivision typically contains about 35 to 45 percent impervious surfaces. Therefore, such adverse impacts can occur long before the majority of a watershed becomes developed.

The Town of Glenmore's current stormwater system is an informal system comprised of a conveyance system consisting of swales, roadside ditches, culverts, channels, and a storage system consisting of wetlands and wetland remnants. This system transports stormwater runoff to Bower Creek, Devils River, and Branch River. To protect water quality within the Town, to address potential flooding concerns, and to minimize adverse impacts upon the resource features that provide natural stormwater management functions, it is recommended that the Town work closely with the Wisconsin Department of Natural Resources and Brown County to ensure that the current erosion control and stormwater management requirements of these agencies are met. It is also recommended that the Town work closely with its residents and landowners to identify and properly address any unique erosion control or stormwater management concerns within the Town, such as ensuring new driveway culverts are properly sized.

Parks and Recreation

The provision of outdoor recreation and open space adds to the quality of life in a community. It enhances the attractiveness of a community, as well as fosters a sense of civic pride. The provision of an adequate supply of areas, facilities, and activities to accommodate the public's recreational needs has long been demonstrated to promote the general health, welfare, and safety of the community and its citizens.

In order to set forth a vision for future park and recreation facilities, communities typically develop a comprehensive outdoor park and recreation plan. The plan reviews state, county, and local goals for the

provision of outdoor recreation facilities and identifies those that are pertinent to the local community. Once adopted, a comprehensive outdoor park and recreation plan provides eligibility to a community for numerous state and federal grants for a period of five years. After five years, the plan is required to be updated in order to retain eligibility.

Should the Town of Glenmore determine that there is a need for a park facility or local conservancy area in the future, it should first prepare an outdoor recreation plan to quantify local needs and prioritize acquisition and development activities. The plan should inventory the Brown County Open Space and Outdoor Recreation Plan, as well as the State of Wisconsin's "Statewide Comprehensive Outdoor Recreation Plan" (SCORP), in addition to analyzing appropriate locations and activities for outdoor recreation in Glenmore. Once completed, it should be submitted to the Wisconsin Department of Natural Resources to ensure eligibility for Stewardship program grants.

As identified in the Land Use Chapter, there is one small strip of publicly owned land at the end of Schmidt Road extending approximately to the small stream west of the subdivision. This is the only Town-owned land that could conceivably be considered to be a public conservancy/park area.



Except for the identified conservancy area, Glenmore does not have any other public parks or recreation facilities within the Town. However, there are a few Brown County parks located relatively near the Town, including Fonferek's Glen in Ledgeview, Way-Morr Park in Morrison, Lily Lake Park in Eaton, and Neshota Park in New Denmark. Considering the distance these parks are from much of the Town, Glenmore should consider the development of a small active park adjacent to the Glenmore Community Center. A park in this location would help to create a sense of identity for Town residents, in addition to providing a relatively low-cost service. Equipment that should be considered at a minimum includes a small jungle gym, park bench, and trees. Additional amenities to consider at a later date would include a grill, picnic table, open-air shelter, and a small, unlighted ball diamond with backstop.

The Niagara escarpment is a major geologic feature of central and southern Brown County, and a small portion of it runs through the northwestern corner of Glenmore. Much of this area is actively quarried, or is planned for future quarrying activity, however, there is a narrow area between Tower Road and the western boundary of the Town that is not owned by a quarrying enterprise, and could be considered as a site for a future conservancy, should adequate funding and partnerships be developed. Additional considerations for future conservancy areas should be areas of upland hardwoods.

Telecommunication

CenturyTel/CenturyLink provides landline phone and Internet service to the Town. High-speed landline Internet access is limited to certain portions of Glenmore due to the very rural nature of the Town. However, many Glenmore residents are utilizing wireless telecommunications companies to access high-speed Internet.

Current trends in the telecommunications industry point to a continuing demand for increasingly higher-speed Internet access and wireless communications. The Town should encourage its local telecommunications providers to ensure that high-speed Internet access becomes more widely and readily available to Glenmore residents and businesses in the near future.

It is expected that telecommunication services will continue to be provided by the private sector and should be enhanced to meet the needs of Town residents.

Power Generation

Electricity and natural gas are provided in the Town of Glenmore by Wisconsin Public Service Corporation (WPS). WPS provides electricity and natural gas to most of Brown County, as well as to most of northeastern Wisconsin, including all or portions of 24 counties. Natural gas was recently extended by WPS along STH 96 and portions of CTH G through Glenmore.

The Town of Glenmore is also the location for eight 2.5 megawatt wind turbines, which began operation in late 2010. The turbines locations are leased from cooperating landowners and supply renewable electricity to Wisconsin Public Service. Considering the significant controversy regarding siting and operating the wind turbines in Glenmore, it is critical the Town remain up to date on any legislative or legal changes to the siting and/or operation of large-scale wind turbines.

Cemeteries

There are three cemeteries within the Town of Glenmore that are operated by local churches. It is anticipated that the cemeteries will be adequate for the timeframe of the plan.

Healthcare

The Town of Glenmore primarily relies upon private healthcare providers located in the City of Green Bay, City of De Pere, and Village of Denmark. Many services are also provided to the citizens of the Town, as well as to the rest of Brown County, by the Brown County Health Department.

As the Town's population continues to age, it will be necessary to ensure adequate access to healthcare facilities. In the context of the Town of Glenmore, this primarily relates to access to transportation to reach the facilities. Private-for-profit enterprises are available to provide transportation to healthcare facilities, and they should be utilized. It is anticipated that these services will be adequate for the timeframe of this comprehensive plan.

Elderly Care

Glenmore primarily relies upon private elderly care providers located in the Green Bay Metro Area; although, there are also elderly care facilities located closer in Ledgeview and Wayside. Many services are provided to the citizens of the Town, as well as the rest of Brown County, by the Brown County Aging and Disability Resource Center (ADRC). Town residents also have access to the Denmark Senior Center.

While additional future demands should continue to be addressed primarily by these agencies, the Town should encourage such uses within its own community when properly designed and located. An elderly care facility located in Shirley or other community node would provide a local service to those elderly residents who do not wish to move out of the Town.

Childcare

According to the Wisconsin Department of Children and Families website, there is one licensed childcare facility located in the Town of Glenmore. Childcare facilities are a critical component of our present economy and society where guardian(s) must attend work or school and have quality childcare available. In-home licensed childcare centers should continue to be encouraged in the Town of Glenmore.

Emergency Services

Emergency services are vital to the welfare and safety of the community and are equally important to both residents and businesses. The level of this service varies greatly from community to community, based in part upon its physical size, availability of public water for fire hydrants, and population level. It is common that the level of this service changes as the community grows. Furthermore, sound shared service agreements with neighboring communities was one of the most important issues raised at the visioning session held for this comprehensive plan.

The Brown County Sheriff's Department provides routine police and patrol service to the Town of Glenmore. This is the same service the Sheriff's Department provides to all municipalities within the County that do not have their own police department. It is unlikely that the Town will have a need for additional police protection during the timeframe of this plan.

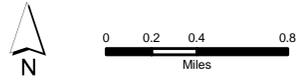
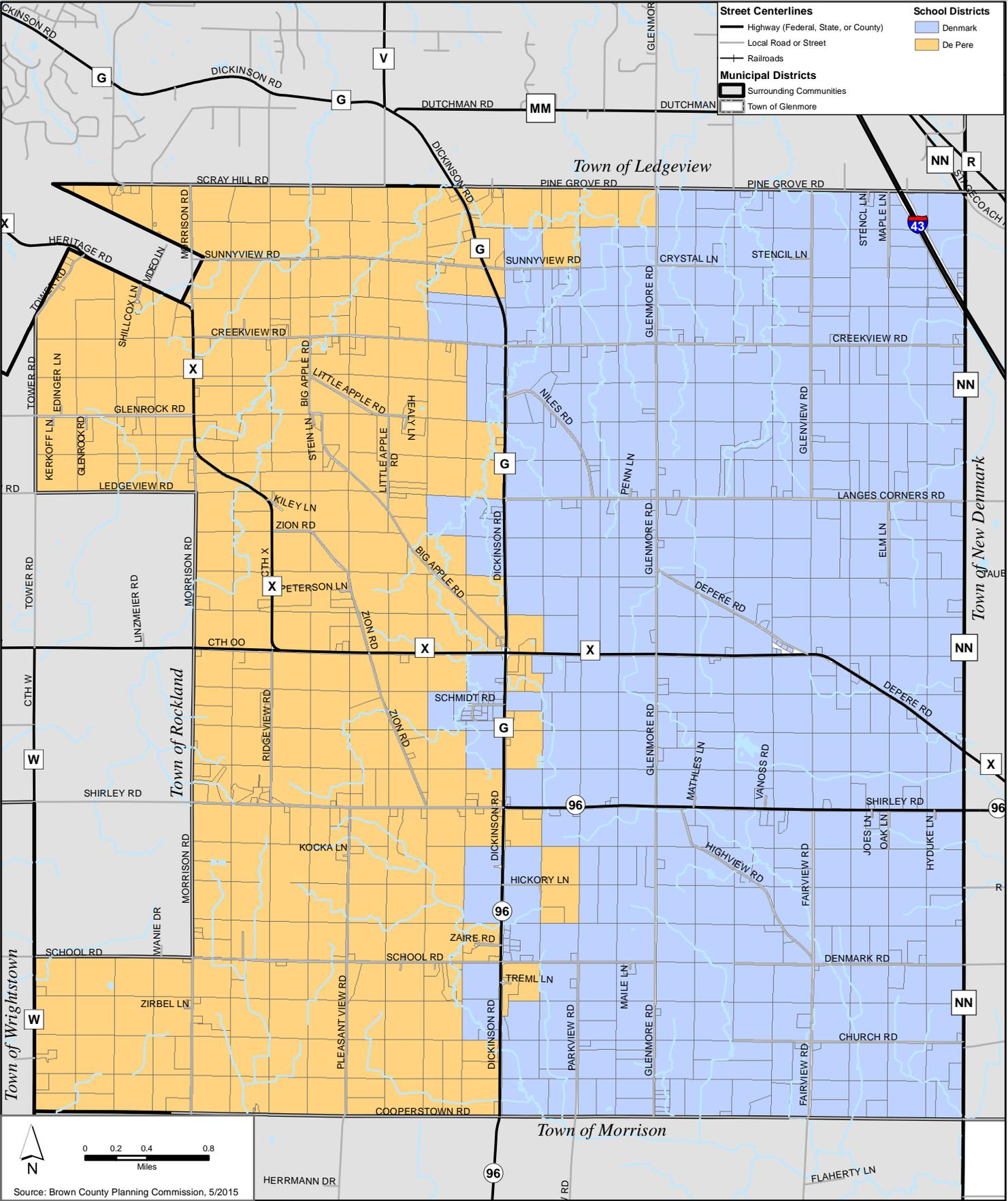
The Morrison, Denmark, and Ledgeview Volunteer Fire Departments provide fire protection to the Town of Glenmore. All three fire departments have pumper and tanker trucks to obtain and deliver water to fires in the Town. Glenmore has proactively addressed fire protection by developing a 69,000-gallon cistern next to the community center, which is available to the fire departments for firefighting purposes. Mutual aid agreements are also in place with all surrounding fire departments. Glenmore should continue to support the volunteer fire departments in order to provide adequate fire protection to Town residents. Figure 6-2 depicts the fire department service areas for the Town of Glenmore.

Rescue service is provided by contract with County Rescue Services; however, local first responders affiliated with the volunteer fire departments also serve the Town and provide initial stabilization and treatment until the County Rescue ambulance arrives. It is recommended that the Town of Glenmore periodically review this service to ensure that it continues to meet the needs of the Town.

Libraries

Town of Glenmore residents generally utilize two of the nine branches of the public not-for-profit Brown County Library system to meet its library needs. Town residents frequent the Denmark Branch of the Brown County Library in the Denmark High School and the Kress Family Branch of the Brown County Library in De Pere. The Brown County Library system provides a local history and genealogy department, various adult programs, digital music and e-reader downloads, and numerous children's programs. All of these services are available to Town residents.

Figure 6-3 School District Boundaries Town of Glenmore, Brown County, Wisconsin



Source: Brown County Planning Commission, 5/2015

Schools

The Town of Glenmore is split nearly in half, with the western half of the Town in the Unified School District of De Pere and the eastern half of the Town in the Denmark School District. Development in the Town of Glenmore will not likely be of a scale or density over the next 20 years to influence school district policies or facility locations. Although unlikely over the duration of this comprehensive plan, the Town should inform both school districts in the event of any kind of large residential development proposal so that they may adequately project future school enrollment and facility needs.

Post Office

Residents and businesses within the Town of Glenmore generally utilize the U.S. Post Offices in Denmark and De Pere. A grocery store in Ledgeview also has a full-service postal substation for residents to utilize. It is anticipated that this service will continue to meet the needs of the Town.

Government

The Town of Glenmore Community Center, located at 5718 Dickinson Road, is the only local governmental facility of note in the Town. The community center also functions as the Glenmore town hall and may be rented for private functions as well. The community center is expected to continue to meet the governmental and community needs of Glenmore over the next 20 years.

Summary of Recommendations, Policies, and Programs

There are many approaches the Town of Glenmore can take to achieve the utilities and community facilities goal and objectives listed in this plan's Issues and Opportunities chapter. They range from specific one-time actions to broad ongoing programs. A summary of those actions and programs as they pertain to the utilities and community facilities of Glenmore is provided in this section.

- Disseminate information to all homeowners in the Town regarding the importance of proper maintenance for private sewage systems and resources available to repair failing systems.
- Support Brown County's private sewage disposal system ordinance that requires inspections of all existing onsite sanitary systems at the time of sale of the associated property and the ordinance's mandatory 3-year maintenance program.
- Prior to any publicly-sewered development occurring in the Town of Glenmore as a result of the Town of Ledgeview incorporating, a detailed neighborhood plan should be completed for the area to ensure adequate provision of services, road layouts, facilities, etc.
- Provide information to Town of Glenmore homeowners regarding the importance of testing their wells for contaminants. This may include the use of various WDNR informational handouts and information relating to Brown County's voluntary well-testing program.
- If cost-effective, continue to cooperate with the Town of Morrison regarding the joint recycling and solid waste drop-off site, while evaluating potential alternatives to meet the needs of the residents.
- Work closely with the Wisconsin Department of Natural Resources and Brown County to ensure stormwater runoff is adequately addressed.
- Consider the development of a small park and playground immediately north of the community center.
- Evaluate the opportunity for a Niagara escarpment conservancy area between Tower Road and the town boundary, should funding be available.

- Encourage local telecommunications companies to expand access to high-speed Internet in Glenmore.
- Remain up to date regarding any legal or legislative changes to the siting or operation of large-scale wind turbines.
- Continue to utilize the Town's Telecommunication Antennas and Towers Ordinance, within the constraints of state statute, to properly site, collocate, and design telecommunication facilities.
- Work with private and nonprofit groups to ensure elderly residents have access to information about transportation options to healthcare facilities.
- Periodically review police, fire, and rescue services to ensure that they continue to meet the needs of the Town.
- Maintain open lines of communication with the De Pere and Denmark school districts.

Chapter 7

Natural, Cultural, and Agricultural Resources

Introduction

The prominent natural features in The Town of Glenmore include Bower Creek, Devils River, the Niagara Escarpment, small woodlots, and large tracts of farmland that all help create the rural character that defines the Town as a community. The rural character of the Town, in particular, defines the resident's quality of life due to being a dominant land use activity. This chapter examines ways to build upon agricultural, cultural, and natural resources to maintain the Town's rural character and protect the agricultural base of the Town of Glenmore.



Inventory and Analysis

Soils

Soil is one of the major building blocks of the environment. Soil is the interface between what lies above the ground and what lies underneath. The relationships between soil and agriculture are obvious. However, the relationships between soil and other land uses, while almost as important, are oftentimes less apparent. In Brown County, as elsewhere in North America, little attention is given to soils in regard to the location and type of future development. Among the reasons for this is the complacency by many that modern engineering technology can overcome problems associated with soils. While this is true, the financial and environmental costs associated with overcoming soil limitations can often be prohibitive.

Glaciation is responsible for the general soil conditions found in the area. Unlike areas unaffected by glaciation where soils are formed by the weathering of local bedrock, Town of Glenmore soils are composed of glacially eroded rock material that was carried by ice sheets or from surface material that was pushed by the advance of the glacier. When the glacial advance stopped, the ice sheets melted and deposited the materials it had carried over the area. These deposited materials are called glacial till or outwash and, together with other soil forming factors, including vegetation, have formed the soil that covers the Town of Glenmore today. According to the Soil Survey of Brown County, Wisconsin, there are three major soil associations present in the Town of Glenmore. A soil association is "a landscape that has a distinctive proportional pattern of soils. It normally consists of one or more major soils, at least one minor soil, and is named for the major soils." The major soil associations found in the Town of Glenmore are the Kewaunee-Manawa Association, Waymor-Hochheim Association, and the Namur-Summerville-Kolberg Association.

Kewaunee-Manawa Association

Found in most of the Town of Glenmore, the Kewaunee-Manawa Association consists of soils of glacial till plains, ridges, in depressions, and along drainageways. The soils are gently sloping to steep with a surface layer of sandy loam or silt loam that is generally eight inches thick. The dark reddish subsoil is

typically about 19-22 inches thick. The soils are suited for cultivation of all crops grown in Brown County, including oats, corn, alfalfa, and brome grass for hay. Uncultivated areas are typically wooded or used for pasture. Soil erosion and providing drainage is a concern. The clayey subsoil makes home sites and non-agricultural uses difficult for conventional private on-site wastewater treatment system drain fields.

Waymor-Hochheim Association

Found along the southern border of the Town of Glenmore, the Waymor-Hochheim Association consists of soils of glacial till plains and ridges. The soils are nearly level to moderately steep with a surface layer of silt loam or sandy loam that is typically nine inches thick. The dark reddish subsoil is usually about 21 inches thick. Most of this association is used for dairy farming. The soils are well suited for cultivation of all crops grown in Brown County, including oats, corn, alfalfa, beans, wheat, and brome grass for hay. Uncultivated areas are typically poorly drained and are wooded or used for pasture. Erosion control is problematic with this association, but the soil characteristics are generally favorable for conventional private on-site wastewater treatment system drain fields.

Namur-Summerville-Kolberg Association

Found in the far northwestern corner of the Town of Glenmore, the Namur-Summerville-Kolberg Association consists of soils with shallow bedrock on glacial till plains. The soils are nearly level to moderately steep with a surface layer of loam or silt loam that is generally seven inches thick. The brown to dark reddish subsoil is about typically 13 inches thick, followed by limestone bedrock. The soils are mostly wooded or used for pasture. Some deeper soils are cultivated but erosion and good tilth are concerns. Due to shallow bedrock the development of residential or commercial structures with basements is generally more difficult than other areas.

Prime Farmland

The Soil Survey of Brown County, Wisconsin, defines prime farmland as soils with capability classes of I and II. Class I soils have few limitations that restrict their use, while Class II soils have moderate limitations that reduce the choice of crops or that require moderate conservation practices. Most of the Town of Glenmore agricultural lands are considered to be prime farmland.

Productive Agricultural Lands

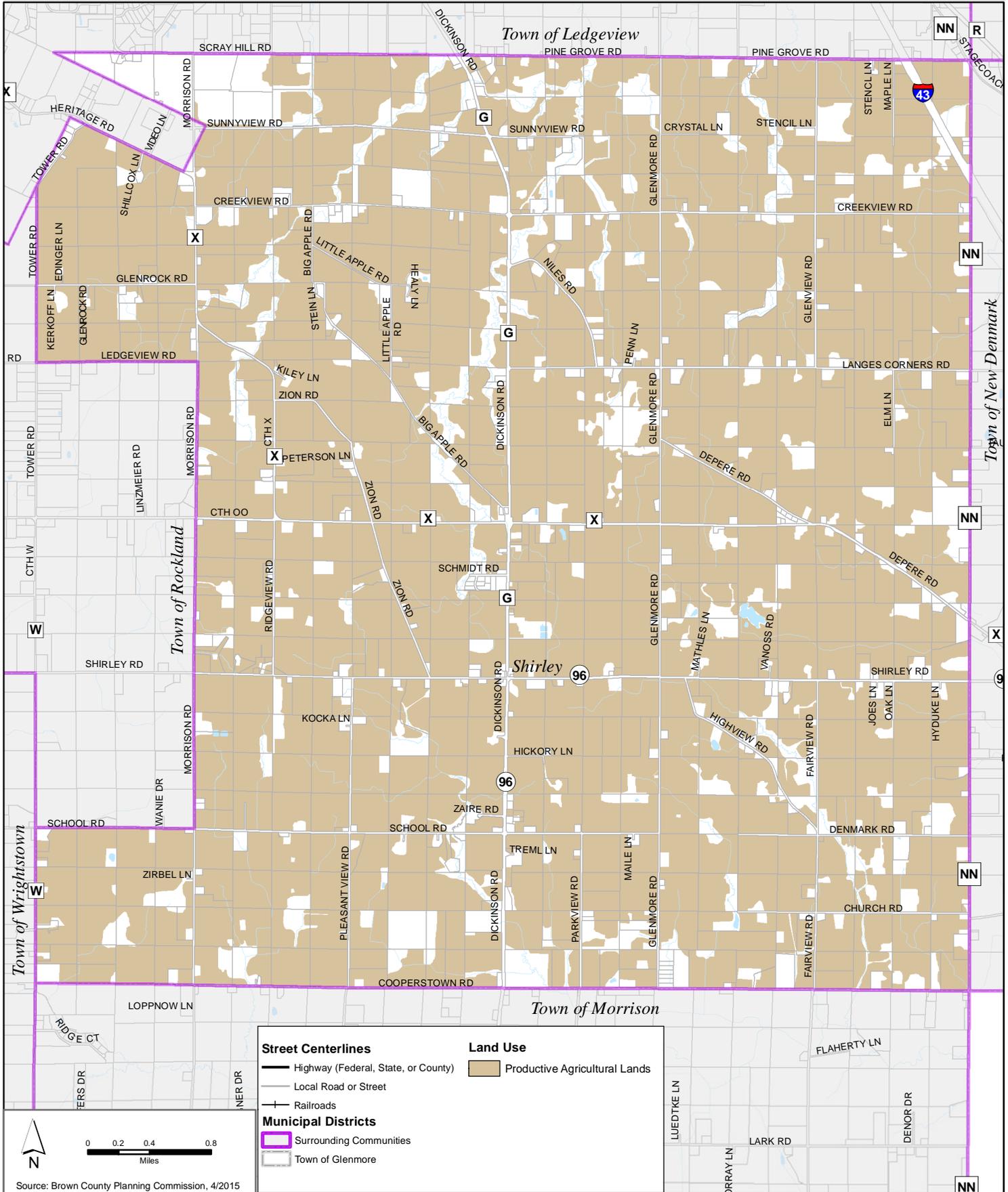
The Brown County Farmland Preservation Plan identifies Brown County's farmlands as irreplaceable resources that are necessary to the continued well-being of the County's economy. The plan further states that the protection of these farmlands and orderly rural and urban growth are deemed to be in the broad public interest.



Figure 7-1

Productive Agricultural Lands

Town of Glenmore, Brown County, Wisconsin



Agriculture is by far the predominant land use within the Town, accounting for over 83 percent of the land uses (including agricultural buildings) within Glenmore. The far northwest corner of the Town is not used for agricultural purposes due to shallow bedrock associated with the Niagara Escarpment.

Productive farmland decreased by approximately 11 acres in the Town of Glenmore between years 2004 and 2014, a nearly unmeasurable amount. Based on the year 2014 Brown County Land Use Inventory, the Town of Glenmore has 17,124 acres of productive farmland (cropland and pasture). This amounts to 81.5 percent of the Town.

There are multiple factors that define productive agricultural lands. Soils are included if they are defined as being prime farmland without any limitations in the Soil Survey of Brown County, Wisconsin. If a soil is prime farmland but currently in a developed state, it is not included. Also included are those soils that are currently in a productive state, regardless of prime farmland classification. The Town of Glenmore productive agricultural lands are mapped in Figure 7-1. Lands included within the Brown County Farmland Preservation Plan are identified in Chapter 2 of this plan.

Regulations and Laws Affecting Livestock Facilities

Brown County administers an Animal Waste Management Ordinance. This ordinance regulates the installation and design of animal waste storage facilities and animal feedlots so as to protect the health and safety of residents and the environment. Permits must be received from Brown County for animal feedlots that exceed 500 animal units, for construction of any animal waste storage facility, or for any animal feedlot that has received a notice of discharge under Wisconsin statutes. Animal waste facility and animal feedlot plans need to provide provisions for adequate drainage and control of runoff to prevent pollution of surface water and groundwater. Permits for the abovementioned uses require separation and setbacks from adjacent properties, from lakes and streams, and vertical separation from groundwater. The ordinance prohibits the overflow of manure storage facilities, unconfined manure stacking adjacent to water bodies, direct runoff to water bodies, and prohibits unlimited livestock access to waters of the state where high concentrations of animals prevent adequate sod cover.



The State of Wisconsin through the Wisconsin Department of Natural Resources (DNR) regulates manure management for all farms that have 1,000 or more animal units. A concentrated animal feeding operations (CAFO) permit must be received from the DNR for farms exceeding 1,000 animal units. Once the permit is issued, the farm operators must comply with the terms of the permit by following approved construction specifications and manure spreading plans, conducting a monitoring and inspection program, and providing annual reports. The purpose of the implementation of the permit requirements is to ensure that no discharge of pollutants to navigable waters or groundwater occurs. Operators must also submit an application for permit renewal every five years and notify the DNR of any proposed construction or management changes. In all of Brown County there are a total of 20 CAFOs, which is the highest number in the State. The nearby counties of Manitowoc and Kewaunee are ranked 2nd and 3rd in the state with 16 and 15 CAFOs, respectively.

The State of Wisconsin enacted the Livestock Facility Siting Law (93.90 Wis. Stats.) and administrative rule (ATCP 51) to establish state standards and procedures local governments must use if they choose to require conditional use or other permits for siting new and expanded livestock operations. The statute limits the exclusion of livestock facilities from agricultural zoning districts. ATCP 51 is administered by the Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP) and identifies best management practices and siting criteria for the siting of livestock facilities that exceed 500 animal units or exceed a conditional use permit level set by the local unit of government prior to July 19, 2003, within areas zoned agricultural. In order for local units of government to regulate the siting of livestock operations within agricultural zones, the local unit of government is required to adopt the state standards in ATCP 51. Any application for a new livestock operation or expansion of an existing facility must be approved if the site meets the state standards. The local unit of government may deny a permit only if the site is located in a zoning district that is not zoned agricultural. Furthermore, a local unit of government may only apply more stringent requirements than state standards if it bases the requirements on scientific findings that show a more stringent requirement is needed to protect public health and safety.

Surface Water

Within the State of Wisconsin, waterways are generally governed as a component of the State's Public Trust Doctrine, as described in Article IX Section 1 of the Wisconsin Constitution and interpreted over time by Wisconsin courts and the state Attorney General's office. According to the Wisconsin Department of Natural Resources (WDNR), the public trust doctrine declares that all navigable waters are "common highways and forever free", and are held in trust by the WDNR for the public¹. As a result of subsequent citizen action and court decisions, the public interest, once primarily interpreted to protect public rights to transportation on navigable waters, has been broadened to include protected public rights to water quality and quantity, recreational activities, and scenic beauty².

Wisconsin's Public Trust Doctrine requires the state to intervene to protect public rights in the commercial or recreational use of navigable waters. The WDNR, as the state agent charged with this responsibility, can do so through permitting requirements for water projects, through court action to stop nuisances in navigable waters, and through administrative rules guiding local zoning ordinances that limit development along navigable waterways.³ The court has ruled WDNR staff, when they review projects that could impact Wisconsin lakes and rivers, must consider the cumulative impacts of individual projects in their decisions. In the 1966 Wisconsin Supreme Court Case, *Hixon V. PSC*, the justices wrote in their opinion the following: "*A little fill here and there may seem to be nothing to become excited about. But one fill, though comparatively inconsequential, may lead to another, and another, and before long a great body may be eaten away until it may no longer exist. Our navigable waters are a precious natural heritage, once gone, they disappear forever.*"⁴

¹ <http://dnr.wi.gov/waterways/shoreland/doctrine.htm>

² Quick, John. 1994. *The Public Trust Doctrine in Wisconsin*. *Wisconsin Environmental Law Journal*, Vol. 1, No. 1.

³ <http://dnr.wi.gov/waterways/shoreland/doctrine.htm>

⁴ Quick, John. 1994. *The Public Trust Doctrine in Wisconsin*. *Wisconsin Environmental Law Journal*, Vol. 1, No. 1.

Surface water is one of the most important natural resources available in a community. Surface waters provide drainage after heavy rains, provide habitat for plants, fish, and animals, and can be a source of drinking water and a source of process water for industry and agriculture. Lands adjacent to surface water have an abundance of cultural and archeological significance because they were often the location of Native American and early European settlements.

There are many miles of perennial streams in the Town of Glenmore. Streams have many scenic and recreational values. Some ephemeral (intermittent) waterways and wetlands do not always show up on maps and are more difficult to protect by state and federal statutes. Ephemeral waterways provide sites for infiltration of surface water into groundwater reservoirs and provide habitat for plants and animals. Small intermittent waterways and wetlands are where most nutrients and contaminants first enter surface waters.



Water that sheet flows across the land surface after a rainfall, is considered a surface water resource. As water flows across the surface of the land, nutrients and contaminants are picked up and dissolved substances are carried into larger surface water bodies and into groundwater.

Federal, state, and local laws and regulations have been created to protect surface water, ranging from the commerce clause of the United States Constitution to stormwater management requirements, and county floodplain or shoreland zoning regulations. The most heavily regulated waters are determined to be natural and “navigable.” Ephemeral waterways not considered navigable and ephemeral wetlands are generally not protected by state and federal statutes and need protection at a more local level.

As shown in Figure 7-2, the primary surface water features in the Town of Glenmore include Bower Creek, Devils River, Sorensons Creek, and Twin Hill Creek. In addition, the Town of Glenmore also has a number of small unnamed tributaries to these rivers and creeks that are also considered surface water resources. The protection and preservation of surface waters should be one of its highest natural resources priorities. This action is important for all surface waters which drain either to the Fox River and Bay of Green Bay or directly to Lake Michigan.

The Town of Glenmore and its agricultural community should continue to work with the Brown County Land and Water Conservation Department to install grassed buffer strips to filter suspended solids and nutrients from entering the Town’s surface waters. Additionally, the Town’s agricultural producers should also continue to work with qualified agronomists and the Brown County Land and Water Conservation Department to ensure nutrient management plans are up to date.

Bower Creek and Unnamed Tributaries

Bower Creek and its unnamed tributaries flow out of the northwest side of the Town of Glenmore. Most tributaries are navigable and eventually empty into the East River, Fox River, and the Bay of Green Bay.

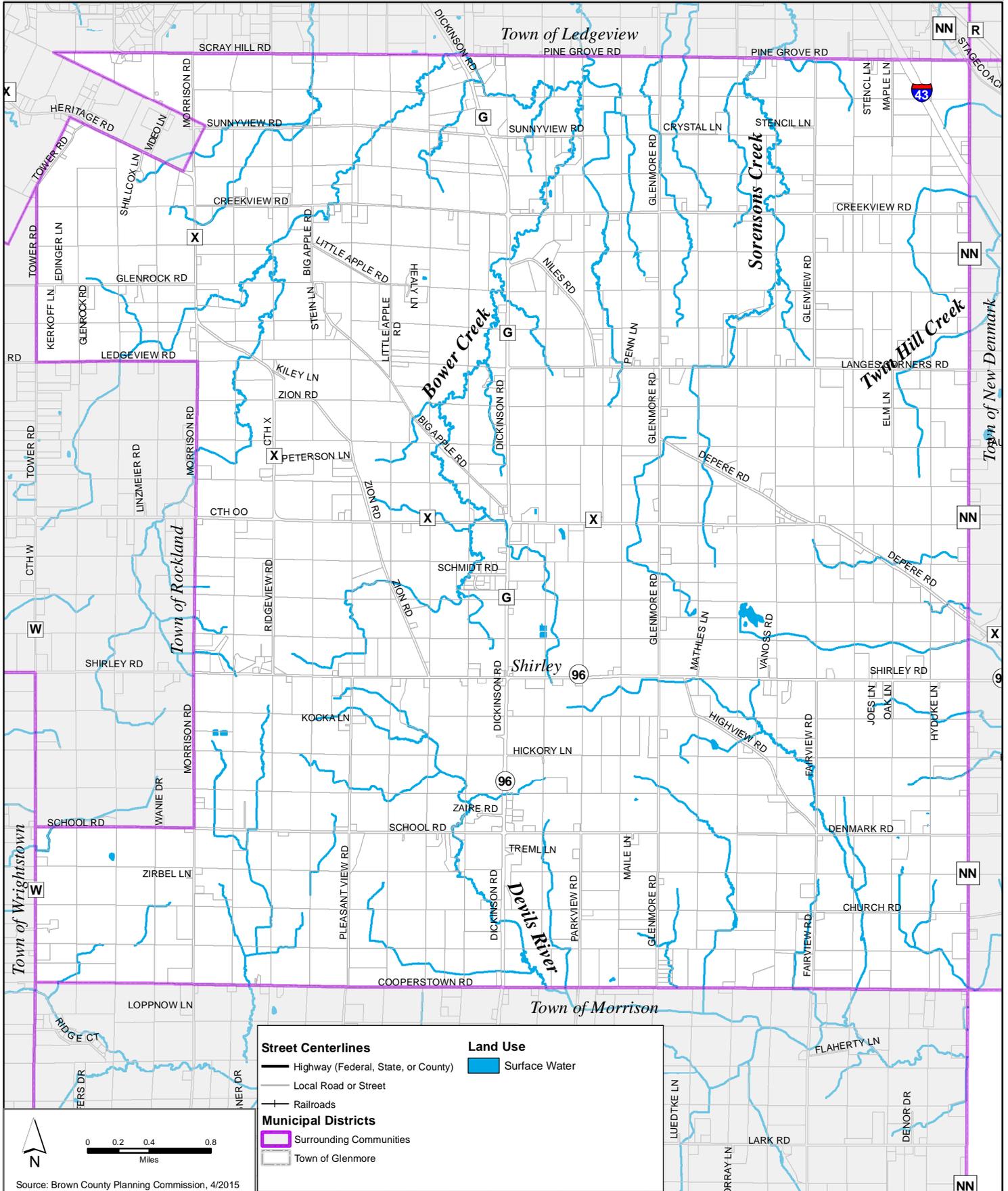
Twin Hill Creek

Twin Hill Creek flows out of the northeast side of the Town of Glenmore. Most tributaries are navigable and eventually empty into the Neshota River, West Twin River, and Lake Michigan.

Figure 7-2

Surface Water

Town of Glenmore, Brown County, Wisconsin



Source: Brown County Planning Commission, 4/2015

Devils River and Unnamed Tributaries

Devils River and its unnamed tributaries flow out of the southeast side of the Town of Glenmore. Most tributaries are navigable and eventually empty into the Neshota River, West Twin River, and Lake Michigan.

Unnamed Tributaries of the Branch River

The unnamed tributaries of the Branch River flow out of the southwest side of the Town of Glenmore. Most tributaries are navigable and eventually empty into the Manitowoc River and Lake Michigan.

Other Small Waterways

There are additional small intermittent and perennial streams within the Town of Glenmore. These waterways provide important habitat for many other plants and animals.

Watersheds

A watershed is an area of land where all the water on it and under it drains to the same place. Within this area of land, all living things are linked by the common waterway. Seven watersheds drain the Town of Glenmore to the Bay of Green Bay: Bower Creek, Branch River, Devils River, Neshota River, two unnamed tributaries of Bower Creek, and an unnamed tributary of the Devils River watersheds.

Floodplains

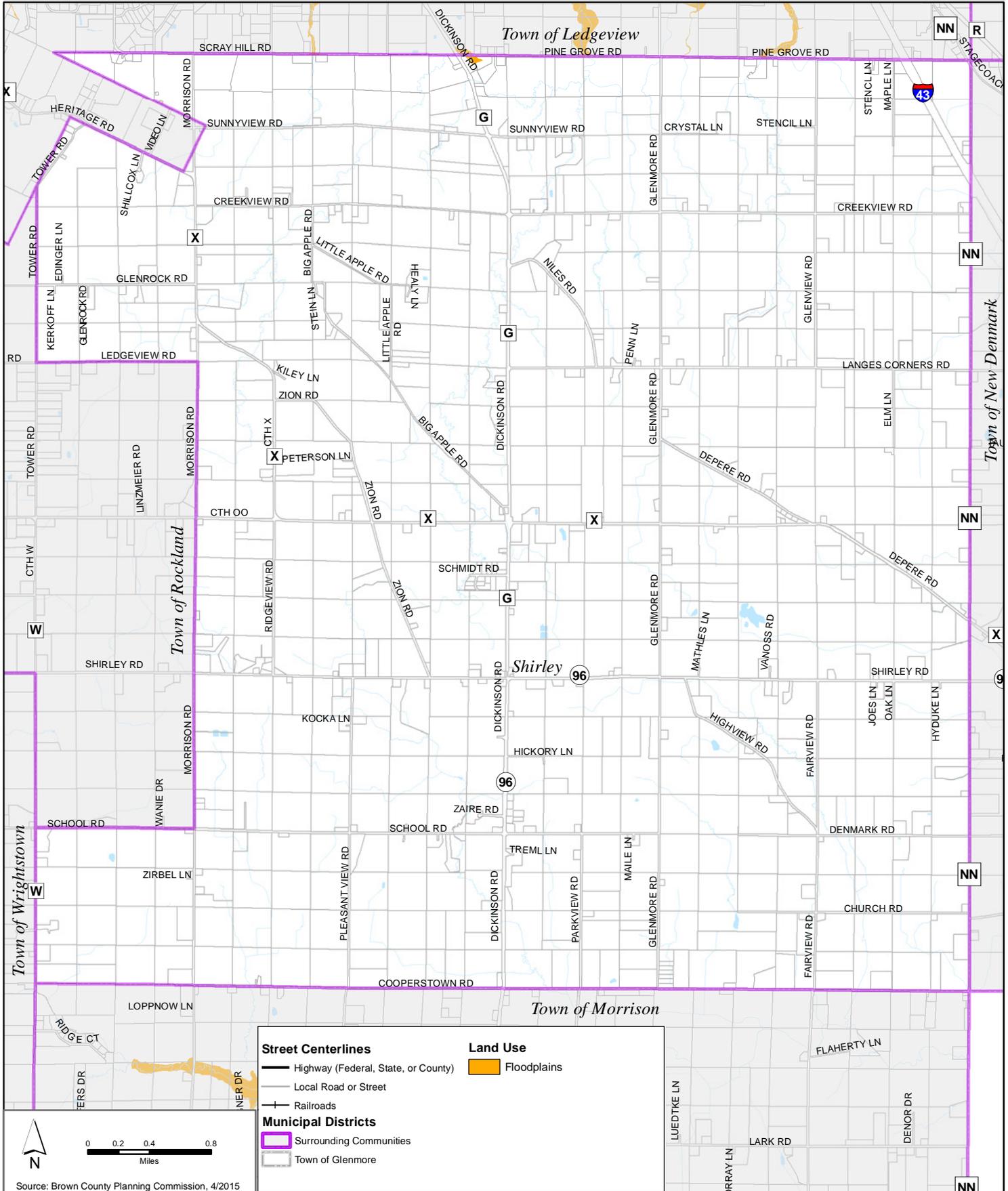
Floodplains are natural extensions of waterways. All surface waters possess them; although, the size of the floodplain can vary greatly. They store floodwaters, reduce flood peaks and velocities, and reduce sedimentation. They also provide vital wildlife habitat and serve as filters for sediments and pollution. Like surface waters, the importance of floodplains is also recognized and is regulated by federal, state, and county governments. The State of Wisconsin mandates floodplain zoning for all communities under Wisconsin Administrative Code NR 116. These minimum standards must be implemented in order to meet eligibility requirements for federal flood insurance programs.

Within Brown County, floodplains in the unincorporated parts of the County, including the Town of Glenmore, are regulated under Chapter 23, Floodplains Ordinance for Brown County, Wisconsin. Whenever development is proposed near a stream, river, lake, or pond, it is the property owner's responsibility to ensure the proposed development is in compliance with local, county, and state requirements and that the appropriate permits are obtained prior to beginning construction. Although there are no mapped floodplains within the Town of Glenmore, all waterways, no matter how small, have floodplains during heavy rain or snow melt events. Therefore, if development is to occur in proximity to a waterway, a detailed flood study should be prepared to define the floodway, flood fringe, and building elevations. Furthermore, as culverts are replaced in the Town of Glenmore, it is critically important that the Brown County Zoning Office be consulted in order to ensure the proper permits are obtained and culvert sizes are adequate. Figure 7-3 depicts the floodplains adjacent to the Town of Glenmore.

Figure 7-3

Floodplains

Town of Glenmore, Brown County, Wisconsin



The following are several threats to floodplains and the resource values that they represent:

- **Filling**, which diminishes the flood storage capacity of the floodplain. This could have the effect of increasing the elevation or velocity of floodwaters to the detriment of upstream or downstream properties.
- **Grading**, which can degrade the resource functions of floodplains, such as filtering pollutants or providing habitat.
- **Impediments**, which include the encroachment of buildings or the construction of undersized culverts and bridge openings in the floodplain and which can adversely affect the size and proper functioning of the floodplain and may pose potential hazards to adjacent residents and passersby.
- **Impervious surfaces**, which can increase the velocity of the flood flows, increase the amount of pollutants, reduce the amount of natural wildlife habitat, and limit the amount of infiltration of stormwater runoff into the ground.

Shorelands and Stream Corridors

Shorelands are the interface between land and water. In its natural condition, shorelands are comprised of thick and diverse vegetation that protect lakes, rivers, and streams. If these areas are developed, this vegetation is lost, and fish, wildlife, and water quality are damaged. Most of the streams in the Town of Glenmore are less defined and do not have the differing topography as do the streams in other parts of the county

Like floodlands, the importance of shorelands is recognized and is regulated by state and local governments. Shoreland zoning is primarily intended to control the intensity of development near and to create a buffer around lakes, rivers, and streams. The buffer is intended to remain an undeveloped strip of land that protects the water from the physical, chemical, hydrological, and visual impacts of nearby development. Wisconsin mandates shoreland zoning for all unincorporated communities and those parts of incorporated cities and villages that were annexed after May 7, 1982. The Town of Glenmore must follow the state mandated minimums listed under Wisconsin Administrative Code NR 115. Figure 7-5 presents a diagram of the state mandated minimum shoreland zoning requirements.

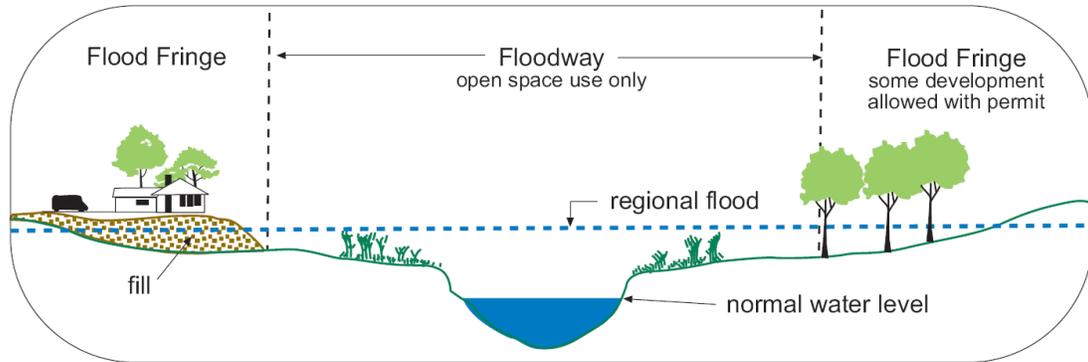
The shoreland restrictions do not apply to those waters that are determined to be non-navigable waters. However, all lakes, rivers, and streams, no matter how small, must be assumed to be navigable until determined otherwise by the DNR.

As shorelands are closely related to floodplains, so are the threats to the resource values shorelands represent. Under current regulatory requirements, the 75 feet closest to navigable waters are off limits to development, but development could occur within the remainder of the shoreland area with receipt of appropriate permits and approvals, and agricultural activities could continue within the shoreland area.

The Town of Glenmore should continue to encourage greater protection of the shoreland area. In this regard, the Town of Glenmore should take full advantage of federal, state, and county funding and other assistance in the establishment of vegetative stream buffers to further filter out sediments and other associated pollutants.

Figure 7-4

Floodlands and Floodplain Zoning



Definitions

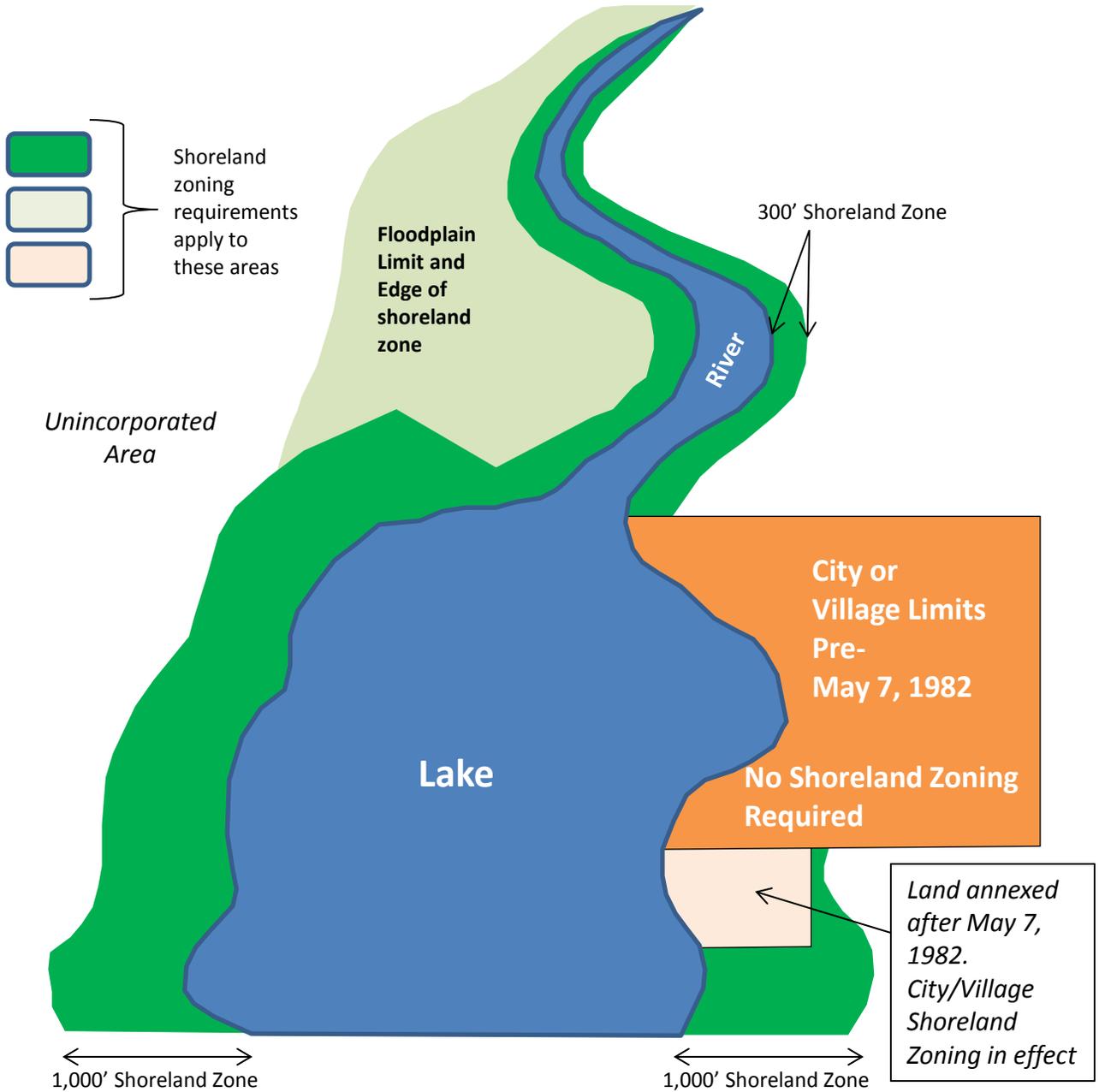
Floodplain - That land which has been or may be covered by floodwater during the regional flood. The floodplain includes the floodway and flood fringe areas.

Floodway - The channel of a river or stream and those portions of the floodplain adjoining the channel required to carry the regional flood discharge. The floodway is the most dangerous of the floodplain. It is associated with moving water.

Flood Fringe - The portion of the floodplain outside of the floodway, which is covered by floodwater during the regional flood. It is associated with standing water rather than flowing water.

Regional Flood - That area where large floods are known to have occurred in Wisconsin, or which may be expected to occur, at a frequency of one percent during any given year. Also referred to as the 100-year floodplain or 100-year recurrence interval flood hazard area.

Figure 7-5
Shoreland Zoning



Definitions

Shoreland Zone – The shoreland zone is located within 1,000 feet of the ordinary high water mark (OHWM) of a navigable lake, pond, or flowage, or within 300 feet of the OHWM of a navigable stream or river or to the landward side of the floodplain, whichever distance is greater.

Ordinary High Water Mark – The ordinary high water mark is the boundary between upland and lake or riverbed. It is the point on the bank or shore up to which the presence and action of the water is so continuous as to leave a distinct mark by erosion, destruction of terrestrial vegetation, or other easily recognized characteristics.

Navigable – Generally a waterway is navigable if it has a bed and banks and can float a canoe at some time each year – even if only during spring floods. Even small intermittent streams that are seasonally dry may meet the test of navigability. Navigable lakes and streams are public waterways protected by law for all citizens.

Unincorporated Areas – Lands lying outside of incorporated cities or villages.

Wetlands

Wetlands are characterized by water at or near the ground level, by soils exhibiting physical or chemical characteristics of waterlogging, or by the presence of wetland-adapted vegetation. Wetlands are significant natural resources that have several important functions. Wetlands enhance water quality by absorbing excess nutrients within the roots, stems, and leaves of plants and by slowing the flow of water to let suspended pollutants settle out. Wetlands help regulate storm runoff, which minimizes floods and periods of low flow. Wetlands also provide essential habitat for many types of wildlife and offer recreational, educational, and aesthetic opportunities to the community.

There are two broad classifications of wetlands: perennial wetlands and ephemeral (intermittent) wetlands. Perennial wetlands are inundated with water for much of the year and develop classic wetland characteristics, such as soil mottling. Perennial wetlands usually support populations of water loving plants. Ephemeral wetlands, which are sometimes called intermittent wetlands due to soil type and topography, often do not develop classic wetland characteristics since they are flooded only part of the year. Both types of wetlands are equally important.



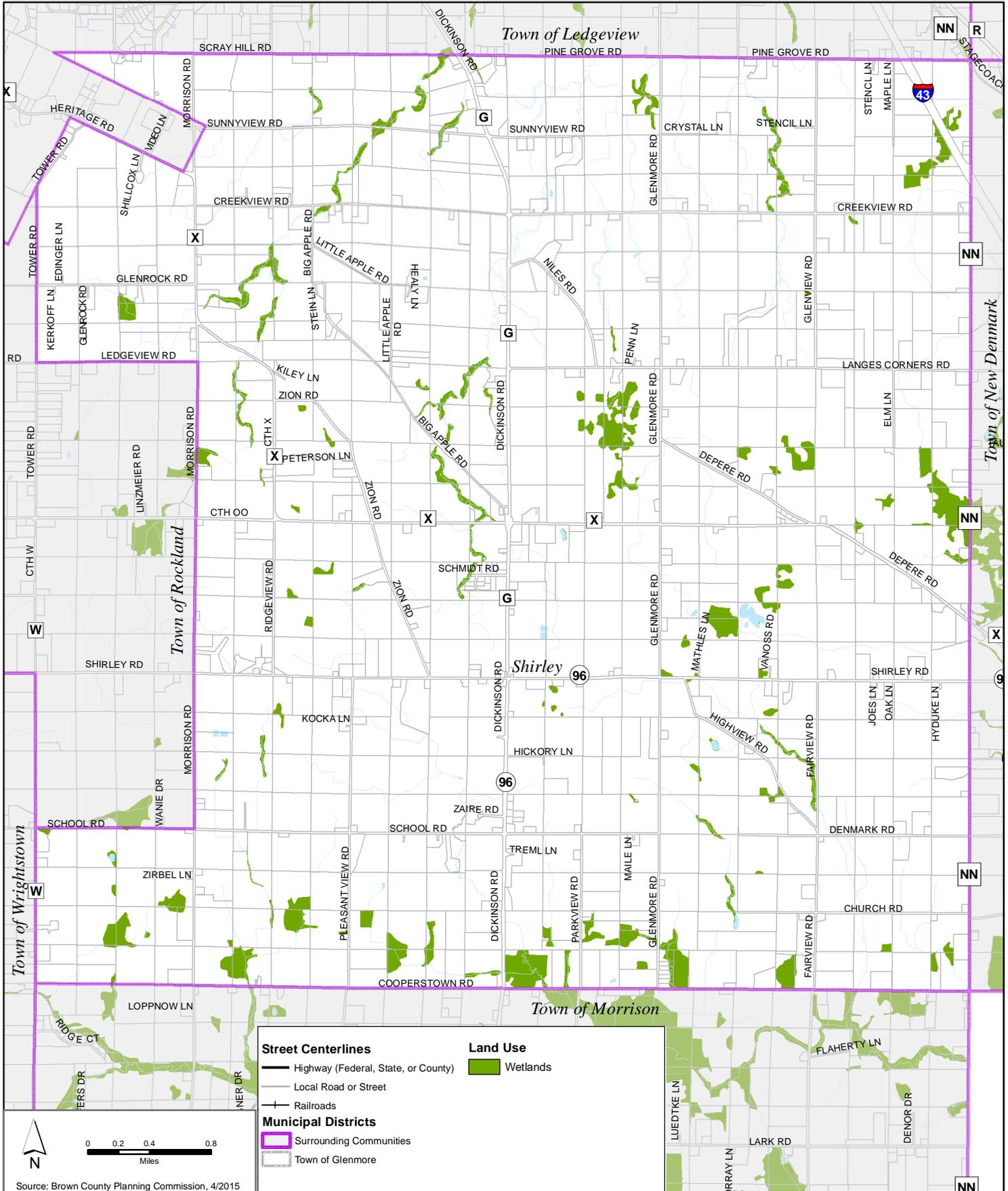
The Wisconsin Wetlands Inventory map identifies wetlands scattered throughout the Town of Glenmore. As shown on Figure 7-6, the WDNR digital wetlands inventory identified approximately 421 acres of wetlands within the Town of Glenmore.

Under current regulatory requirements, all wetlands are off-limits to development unless appropriate permits and approvals are obtained. In the unincorporated parts of Brown County, including the Town of Glenmore, wetlands within the shoreland zone of navigable waterways, as identified on the Wisconsin Wetland Inventory maps are zoned by Brown County through the Brown County Shorelands and Wetlands Ordinance (Chapter 22 of the Brown County Code of Ordinances). Wetlands within this zone are generally unavailable for development unless a wetlands zoning map amendment is reviewed and approved by Brown County and the State of Wisconsin Department of Natural Resources. In order to have a viable case for a rezoning, a property owner would need to hire a certified wetland delineator to identify the wetland boundaries and then document that the proposed development activity would not take place within the field-delineated wetland.

Wetlands are also regulated through the Brown County Land Division and Subdivision Ordinance (Chapter 21) of the Brown County Code. Chapter 21 regulates wetlands as part of the land division process, and generally requires wetland delineations be performed as part of the county review process. In addition to the wetland itself, Chapter 21 requires a 35' environmentally sensitive area (ESA) setback from wetlands two acres or larger to ensure the ecological functions of the wetland remain intact. Within the wetland ESA setback, no filling, cutting, grading, or development may occur, unless approved by Brown County, and potentially the Wisconsin Department of Natural Resources. The wetland and ESA setbacks are identified on the recorded land division map to make future owners of the parcel aware of the building limitations on the site. In addition to the Brown County requirements, potential developers and landowners should be aware that the Wisconsin Department of Natural Resources and U.S. Army Corps of Engineers also regulate activity in wetlands.

Figure 7-6 Wetlands

Town of Glenmore, Brown County, Wisconsin



The primary threat to wetlands is filling. Although an array of federal, state, and local regulations help protect them, wetlands (especially smaller ones) are still lost to road construction and other development activities. The draining of wetlands may also occur through tilling and rerouting of surface water. Even if wetlands are not directly filled, drained, or developed, they still can be impacted by adjacent uses. Siltation from erosion or pollutants entering via stormwater runoff can destroy the wetland. Previously healthy and diverse wetlands can be severely degraded to the point at which only the hardiest plants like cattails can survive. Invasive plant species, such as phragmites and purple loosestrife also have a significant negative effect on wetlands by overrunning the native wetlands species and creating monocultures of unproductive wetland habitat.

Environmentally Sensitive Areas

Environmentally sensitive areas (ESAs) are defined by the Brown County Planning Commission as portions of the landscape consisting of valuable natural resource features that should be protected from intensive development. They include all lakes, rivers, streams, wetlands, floodways, and other locally-designated significant and unique natural resource features. ESAs also include a setback or buffer from these features. In addition, they include areas of steep slopes (slopes 20 percent or greater) when located within or adjacent to any of the features previously noted. See Figure 7-7 for the locations of the Town of Glenmore ESAs.

Research and experience from throughout Wisconsin indicate that the potential exists for significant adverse water quality impacts if ESAs are developed. Identification and protection of ESAs are required by both state and county regulations under Wisconsin Administrative Code NR 121 and the Brown County Sewage Plan, prepared by the Brown County Planning Commission, as well as the Brown County Subdivision Ordinance. ESA protection is enforced during the review and approval of all land divisions and/or public sanitary sewer extensions. The intent of enforcing protection of ESAs is to protect water-related natural resource features from the adverse impacts often associated with development.

In general, development and associated filling, excavation, grading, and clearing are prohibited within ESAs. However, certain non-intensive uses, such as public utilities and public recreation, are often allowed within these areas. In conjunction with erosion control and stormwater management practices, protection of the ESAs can provide numerous benefits, including:

- Recharge of groundwater.
- Maintenance of surface water and groundwater quality.
- Attenuation of flood flows and stages.
- Maintenance of base flows of streams and watercourses.
- Reduction of soil erosion.
- Abatement of air pollution.
- Abatement of noise pollution.
- Favorable modification of micro-climates.
- Facilitation of the movement of wildlife and provision of game and non-game wildlife habitat.
- Facilitation of the dispersal of plant seeds.
- Protection of plant and animal diversity.
- Protection of rare, threatened, and endangered species.

Threats to ESAs are similar to those of floodplains and shorelands. In addition, the quality and effectiveness of ESAs can be severely reduced should adjacent development change drainage patterns or remove native vegetation from the lands within or immediately adjacent to the ESAs. Such disturbances can also introduce invasive plant species to the ESAs, which can result in loss of native vegetation, diversity, and habitat.

The protection of environmentally sensitive areas (ESAs) keep intensive development out of stream corridors, water quality is improved, wildlife habitat is maintained, recreational opportunities are presented, and scenic values are preserved. As discussed in the environmentally sensitive area section of this chapter, ESAs generally follow stream corridors and include a 75' setback, the identified floodway of the stream and any adjacent wetlands and steep slopes. ESAs remain mostly undeveloped and serve as vital wildlife corridors, preserve natural beauty, provide storm water management areas, and link ecologically important link parts of the Town together.

In addition to regulation of ESAs by Brown County, components of ESAs, including floodways/floodplains, wetlands, and navigable waterways are regulated by various other governmental agencies, including the Wisconsin Department of Natural Resources, Federal Emergency Management Agency (FEMA), and U.S. Army Corps of Engineers. In order to assist local municipalities with protection of ESAs and to coordinate efforts among the agencies, Brown County produced large-scale Shoreland Zone / ESA maps for each Brown County community, including the Town of Glenmore through a Wisconsin Coastal Management Grant in 2012. These maps are available online and should be utilized by the Town's zoning administrator and building inspector to assist in making determinations as to whether a proposed development could impact an ESA or require a shoreland zone permit from the Brown County Zoning Office. The maps are located on the Brown County Zoning Office website under the "Shorelands, Wetlands, and Floodplains" link.

It is recommended that the Town of Glenmore continue to work proactively with the Brown County Planning Commission to identify and educate residents on the importance of ESAs.

Groundwater

As shown in Figure 7-8, groundwater begins as precipitation (rain or snow) that falls upon the land. Some precipitation runs off into lakes, rivers, streams or wetlands. Some evaporates back into the atmosphere, and some is absorbed by plants. Groundwater is precipitation that soaks into the ground past plant roots and down into the subsurface soil and rock. A layer of soil or rock that is capable of storing groundwater and yielding it to wells is called an aquifer. There can be a number of aquifers within an area, one above another. The top of the aquifer closest to the ground's surface is called the water table. It is the area below which all the openings between soil and rock particles are saturated with water. Like surface water, groundwater moves from high areas to low areas. It discharges at places where the water table intersects the land's surface, such as lakes, streams, and wetlands, providing a base flow for water features.

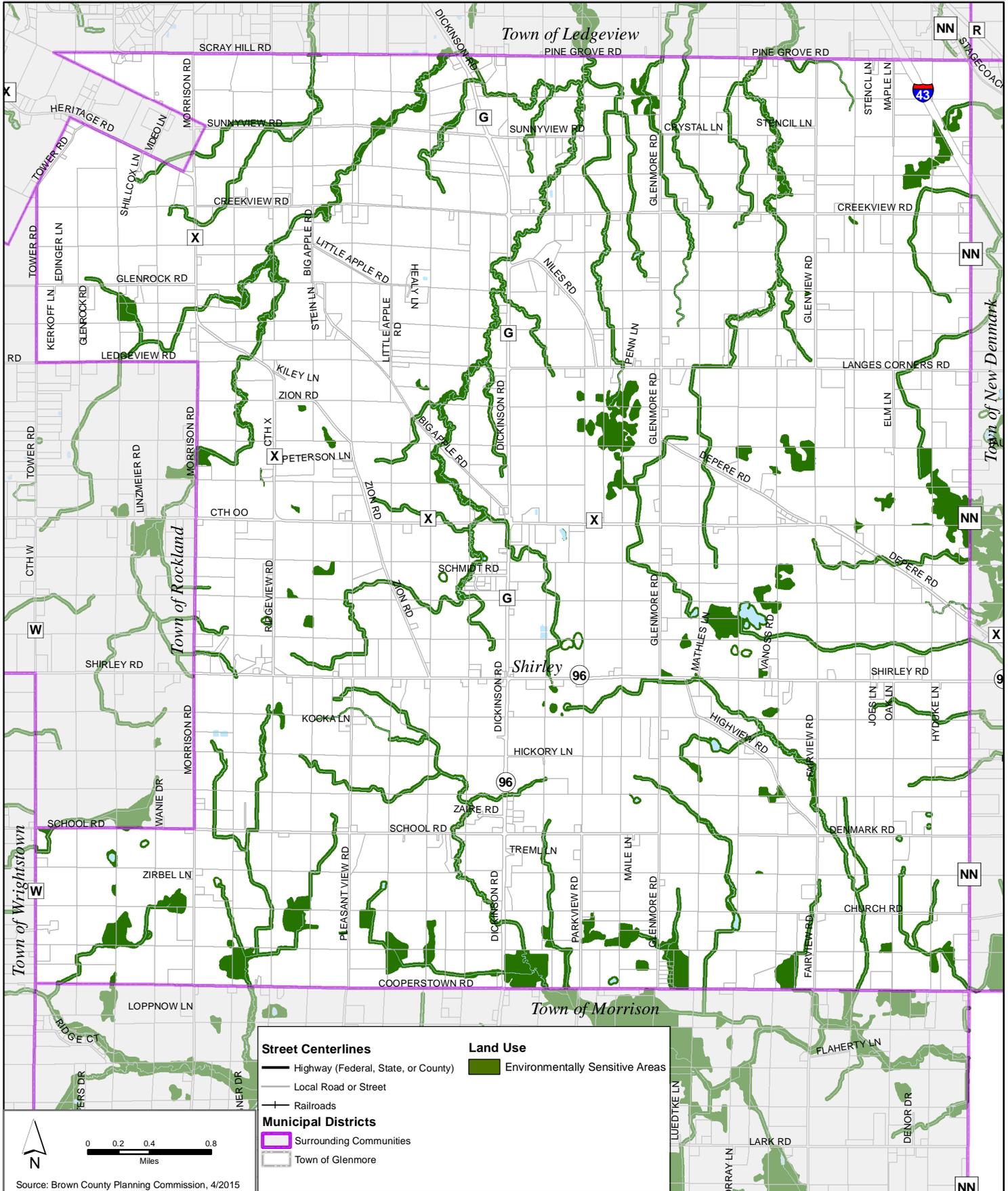
Groundwater is the source of drinking water for Town of Glenmore residents that have private wells. As with all communities, it is very important that groundwater is protected. The greatest threats to groundwater are contamination and overuse. As with any rural community, the most common sources of contamination include feedlots, manure storage and spreading, manure pits, irrigation, fertilizers, and pesticides. The Town of Glenmore has a high number of private wells and continued private well development may eventually have a negative impact on groundwater quantity and quality.

The Town of Glenmore should ensure that old wells are properly sealed to prevent surface water contaminants from reaching groundwater. The Town should continue to monitor the quantity and quality of groundwater available for the Town. In order to ensure a safe supply of private drinking water, the Town should continue a well-testing program to identify contaminants that may be present, such as bacteria, nitrates, pesticides, etc. The Town should provide homeowners with information regarding proper maintenance and testing of private wells, including the educational brochure from the WDNR entitled "You and Your Well," and the water supply information on the Town website. The Town of Glenmore should also continue to support Brown County's "time of sale" program of inspecting private onsite wastewater treatment systems to guard against failing systems, ensuring functioning septic systems will continue to serve as a protection against groundwater contamination.

Figure 7-7

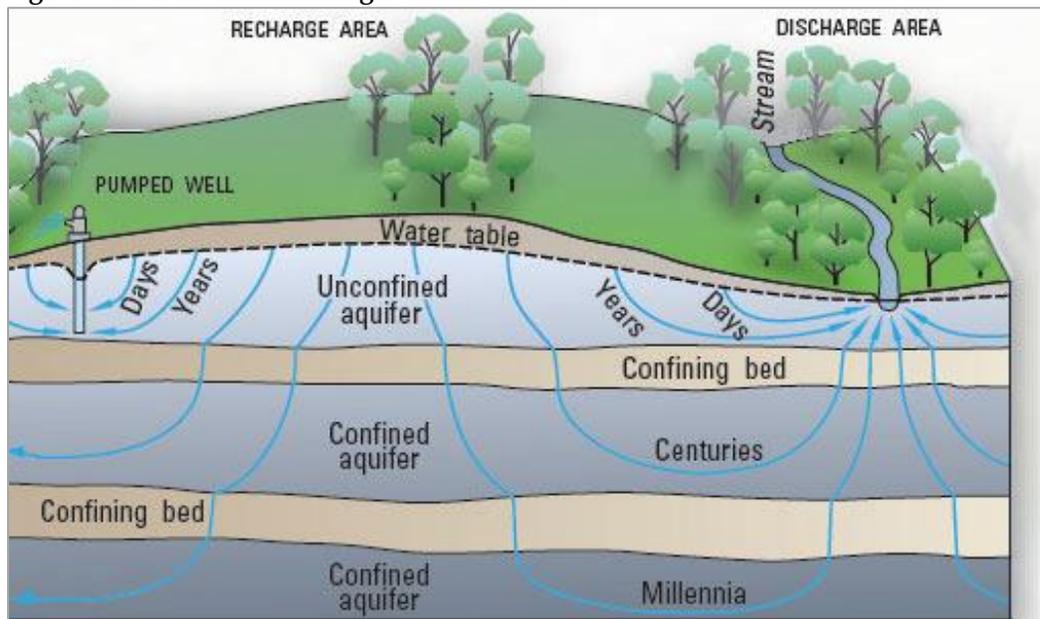
Environmentally Sensitive Areas

Town of Glenmore, Brown County, Wisconsin



Source: Brown County Planning Commission, 4/2015

Figure 7-8: Groundwater Diagram



Source: United States Geological Survey

Although maintaining groundwater quality will continue to be a concern, quantity may become less of an issue because many suburban communities in Brown County stopped drawing groundwater after receiving potable water from Lake Michigan. The Wisconsin Department of Natural Resources recommends testing private wells for coliform bacteria at least once a year or immediately any time there is a change in how the water looks, tastes, or smells. Even if the groundwater looks, tastes, and smells fine, there is a chance it may have harmful bacteria or viruses. The Town of Glenmore should provide residents with information annually related to private well maintenance and testing, such as in the WDNR document “You and Your Well” which can be found on the WDNR website under the “Groundwater” link. Additional information related to groundwater specific to Glenmore may be found in the Community Facilities and Utilities Chapter.

Woodlands

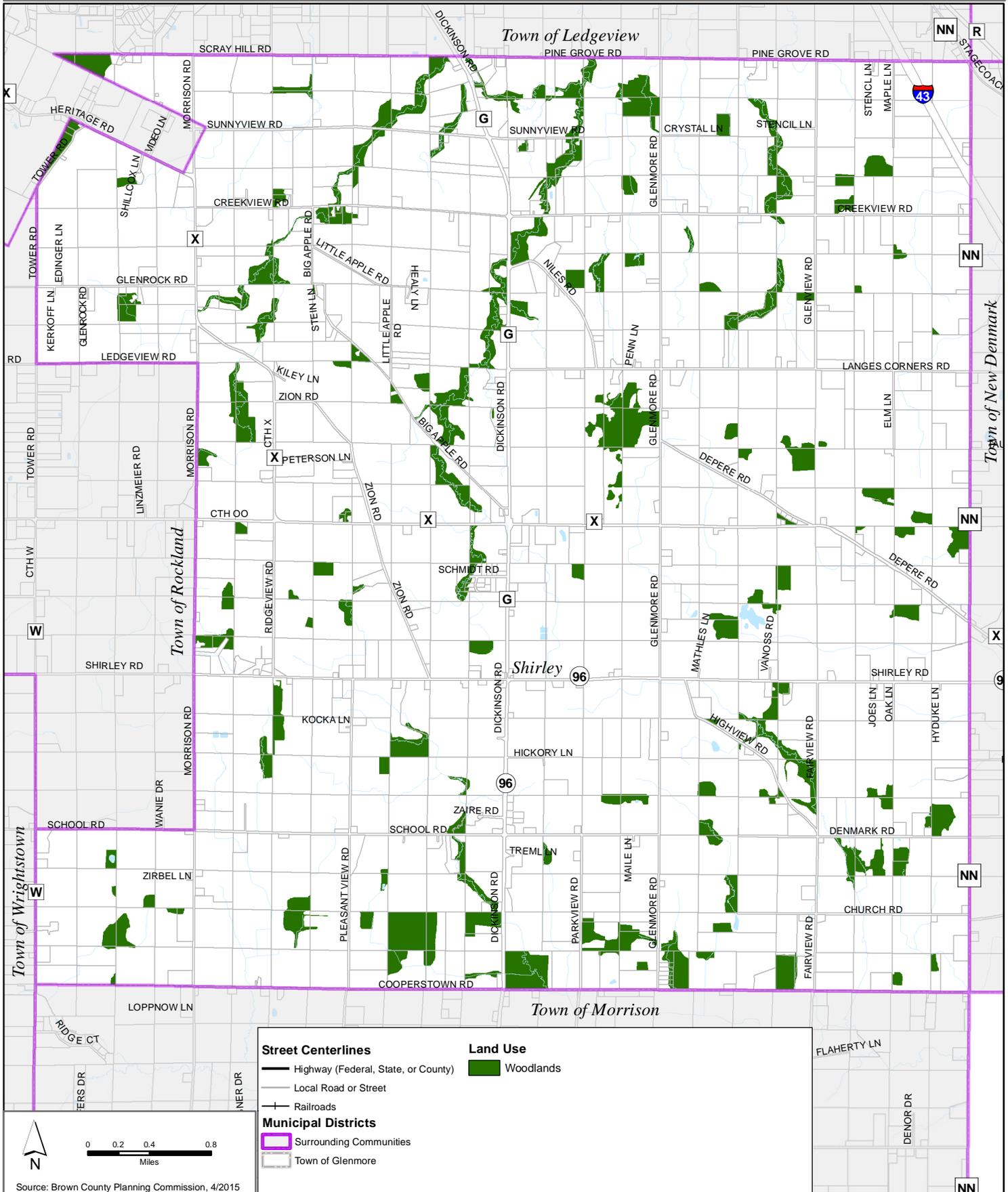
Although agricultural uses dominate the landscape in the Town of Glenmore, there are also a number of scattered areas of small woodlots. The vegetative state of the 1,425 acres of woodlands in the Town of Glenmore varies considerably. The woodlands are characterized by basswood, cotton-wood, Norway spruce, silver maple, sugar maple, white ash, white-cedar, white pine, white spruce, white-cedar, and other wet and successional types of vegetation. On exposed ridges the white pine and white spruce species dominate.

The largest contiguous areas of woodlands in the Town of Glenmore are located along Bower Creek and its tributaries, which stretches between Pine Grove Road and CTH X (near Dickinson Road). There are also fragmented stands of woodlands north from Coopertown Road and west from Glenmore Road, near its intersection with Langes Corners Road. The wooded areas in the Town of Glenmore have largely been fragmented by agricultural uses, as depicted in Figure 7-9.

Since wooded areas are prized as settings for residential subdivisions, and generally do not directly disrupt agricultural activity, they are often logical sites for residential development. Intensive residential development, especially if improperly planned, can disrupt the scenic and natural values of the woodland resource and can fragment the blocks and corridors necessary to provide refuge and passage for wildlife. Loss of these woodlands may also degrade the rural character and views of the Town.

Figure 7-9 Woodlands

Town of Glenmore, Brown County, Wisconsin



Other threats to Glenmore's woodlands include improper management (such as the over harvesting or under harvesting of trees), haphazard utility and road construction and maintenance, and the introduction of exotic species and disease. However, considering one of the primary goals of the Town is to promote agricultural activities, locating residential development within woodlots would not directly negatively impact farming. If residential development is going to occur in a wooded area, the Town requires the use of conservation subdivision development techniques in order to preserve as large a contiguous block of the woodlands as possible.

Wildlife Habitat

Most of the land in the Town of Glenmore is actively being farmed. Some of the better wildlife habitat is contained in the woodlands, wetland, and along waterways and drainage corridors. Large tracts of woodlands or wetland-type vegetation offer areas for wildlife movement. However, these areas are still affected around their edges by regional issues, such as water quality, and by potential invasion of exotic species. Typical wild game birds and mammals found in the Town of Glenmore include ducks, geese, woodcock, pheasant, Hungarian partridge, ruffed grouse, cottontail rabbit, fox and gray squirrel, muskrat, mink, raccoon, skunk, opossum, woodchuck, red fox, and whitetail deer.

In addition to water feature based linear corridors, fencerows along the boundaries of agricultural fields provides critical habitat for pheasant, whitetail deer, small mammals, raptors, and songbirds. As agricultural practices increase in scale, many smaller farm fields are being combined into much larger fields to accommodate the increased size of agricultural equipment and efficiencies associated with modern agricultural practices, which is reducing the amount of fencerow habitat.

Preservation of wildlife habitat is another benefit from protecting surface waters, floodplains, shorelands, wetlands, and woodlands. It is assumed for purposes of this report that should these areas be adequately protected and preserved, so would its wildlife habitat functions.

Threatened and Endangered Species

An endangered species is one with continued existence that is in jeopardy and may become extinct. A threatened species is one that is likely, within the foreseeable future, to become endangered. The Bureau of Endangered Resources within the Wisconsin Department of Natural Resources monitors endangered and threatened species and maintains the state's Natural Heritage Inventory (NHI). This program maintains data on the locations and status of rare species in Wisconsin. According to the NHI, there are no endangered or threatened species found or potentially found in the Town of Glenmore as of February 5, 2015.

The primary threats to threatened and endangered species typically are the loss of wetlands and other habitats due to development and other factors. Federal and state regulations discourage and sometimes prohibit development where such species are located. This is also another reason why it is very important to protect and preserve the Town of Glenmore surface waters, floodplains, shorelands, wetlands, and woodlands.

Scenic Resources and Topography

The Town of Glenmore topography ranges from almost flat in most areas of the town, to hilly along the Bower Creek, Devils River, and other waterways and tributaries. A portion of the Niagara Escarpment impacts private property in the far northwest portion of the Town. The Town of Glenmore elevation ranges from 815 feet in the northeast areas of the Town, near Bowers Creek, up to 985 feet in the areas near Shirley. The resulting difference in elevation is only 170 feet. Lack of variability in topography sometimes results in problems with draining stormwater away from development.

The wooded areas along Bower Creek and Devils River provide the most picturesque views due to the ravines and waterways. However, steeper slopes and terrain changes in this area may increase erosion due to the velocity that storm water drains.

As with floodlands, shorelands, wetlands, and woodlands, scenic areas should also be considered for protection where appropriate under conservancy zoning and/or conservation by design subdivision techniques.

Mineral Resources

Nonmetallic mining is a widespread activity in Wisconsin, as well as in Brown County. In Wisconsin, there are an estimated 2,000 quarries that provide aggregate for construction, sand, gravel, and crushed stone for road building, and limestone for agricultural lime applications. In Brown County, quarrying activity is concentrated along the Niagara escarpment along the boundaries of Ledgeview, Rockland, and Glenmore.

The State of Wisconsin first passed a nonmetallic mining law in 1994. The law requires that all nonmetallic mining operations be registered. To be registered, the nonmetallic mineral deposit must be delineated by a professional geologist or registered engineer and certified to be economically viable. Second, if the land is zoned, the existing zoning at the time of registration must allow mining as a permitted use or as a conditional use. The state law further specifies that the registration lasts for ten years and can be renewed for an additional ten years. However, after 20 years, the full registration process must be undertaken once again. In addition, the law states that local zoning officials can deny the mining only if they can prove that the mineral deposit is not marketable or that the zoning at the time of the registration prohibited mining.

Wisconsin passed a second nonmetallic mining law in 2000: Wisconsin State Statute Section 295.13(1) and Wisconsin Administrative Code NR 135. The state statute and administrative code require that all counties in the state adopt an ordinance in 2001 (consistent with the model ordinance prepared by the Wisconsin Department of Natural Resources) to establish a reclamation program capable of ensuring compliance with uniform state reclamation standards. The administrative code also allows cities, villages, and towns to adopt such an ordinance and administer the program within their own jurisdiction at any time. The administrative code states that the county ordinance applies to every city, village, or town within the county until the city, village, or town adopts and administers the ordinance.

Brown County adopted its Nonmetallic Mining Reclamation Ordinance in 2001. Most communities in Brown County, including the Town of Glenmore, opted to have Brown County adopt and enforce the reclamation ordinance for their respective municipalities.

Wisconsin's nonmetallic mining reclamation program requires that nonmetallic mining operators prepare a reclamation plan to state standards. These standards deal with topsoil salvage and storage, surface and groundwater protection, reclamation during mining to minimize the amount of land exposed to wind and water erosion, re-vegetation, site grading, erosion control, and a final land use consistent with local zoning requirements.



There are two active dolomite quarries within the Town of Glenmore in the far northwestern corner of the Town. Because of the presence of this high quality mineral resource in the Town of Glenmore and because of the potential for both significant positive economic impacts and negative environmental and land use impacts, relevant Town ordinances should be continually reviewed to ensure they adequately address issues along the escarpment, such as truck traffic, blasting, and endangered plant and animal resources. It is also important for the Town to recognize that new residential uses are not typically compatible with active quarrying operations. Therefore, the Town should use caution when considering approval of new residential developments near active or future quarries.

Historic Buildings

The Wisconsin Architecture and History Inventory (AHI) is an official inventory maintained by the Wisconsin Historical Society (WHS), which tracks historically significant structures, sites, or objects. These sites collectively display Wisconsin’s unique culture and history and, therefore, should be noted and protected/preserved when feasible. Although there are ten sites listed on the state AHI as buildings or sites that could be considered for eligibility on the state or national register of historic places, only the following five remain standing.



- Hillside Cooperative Cheese Company (brick structure from 1928) on Route 3.
- O. Syverson Farmstead (clapboard Queen Anne building built in 1890) at Shirley Road, west from CTH G and Dickenson Road - 1578
- Rasmussen, Neils and Hannah, Farmstead (log rustic style building built in 1869) at 7207 CTH X
- House (board high Victorian Gothic building) at Cooperstown Road, west from Pelishek Corners
- Shirley Hall Inn (Farmstead Bar) (stone side gabled building built in 1905) at northwest corner of CTH G, Dickenson Road, and Shirley Road

Although development is not desired by the Town of Glenmore, if development should become a threat, the Town should take into account the number of potentially historic structures and sites located there and work with property owners to preserve and refurbish the buildings in a historically sensitive way. Redeveloped historic buildings can be utilized to draw residents and tourists to the Town of Glenmore as a destination. The Town of Glenmore should work with the State Historical Society to consider appropriate designation and preservation of potential historic sites as they are identified to maintain examples of the Town culture and history, should development occur.

Parks, Recreation, and Open Space

The Town of Glenmore has only one small, dedicated strip of land dedicated to the public as conservancy at the very southern end of the Schmidt's Alpine Acres subdivision.

Recommended Policies, Programs, and Actions

There are many avenues the Town of Glenmore can take to achieve the natural, cultural, and agricultural resources goal and objectives listed in the plan's Issues and Opportunities chapter. They range from specific one-time actions to broad ongoing programs. These recommendations are addressed in this section.

Farmland Preservation

The Town of Glenmore is defined by its farmland and agricultural production. The rural character of the Town that residents enjoy is largely dependent upon agriculture. Therefore, protection of the Town's farmlands should be its highest priority, and potential changes in use to farmland through zoning or land divisions will need to be carefully evaluated in terms of costs and benefits to the Town. The following section identifies tools available to the Town to protect its agricultural lands.

Agricultural Zoning

The Town recently amended its zoning ordinance to comply with the requirements of the Wisconsin Working Lands Initiative. This is the next generation of the Wisconsin Farmland Preservation Program, which provides state income tax credits to qualified agricultural producers for agricultural lands zoned within a certified agricultural zoning district. For the Town of Glenmore, the certified zoning district is the A-1 Agriculture zoning district, which very clearly identifies the priority of agricultural production within this district. According to the Town of Glenmore Zoning Ordinance, permitted uses in the A-1 zoning district include:

- Agricultural uses including:
 - Crop or forage production
 - Keeping of livestock
 - Beekeeping
 - Nursery, sod, or Christmas tree production
 - Floriculture
 - Aquaculture
 - Fur farming
 - Forest management
 - Enrolling land in a federal agricultural commodity payment program or a federal or state agricultural land conservation payment program.
- Undeveloped natural resource and open space areas; any open land without any structures.

- Transportation, utility, communication, or other uses that are required under state or federal law to be located in a specific place, or that are authorized to be located in a specific place under a state or federal law that preempts the requirement of a conditional use permit for that use.

In order to rezone property out of the A-1 zoning district, the Town Board must find all of the following in the affirmative:

- The rezoned land is better suited for a use not allowed in the farmland preservation zoning district.
- The rezoning is consistent with any comprehensive plan adopted by the Town of Glenmore, which is in effect at the time of the rezoning.
- The rezoning is substantially consistent with the Brown County Farmland Preservation Plan, certified under Chapter 91 Wis. Stats., which is in effect at the time of the rezoning.
- The rezoning will not substantially impair or limit the current or future agricultural use of other protected farmland.

When considering rezones out of A-1, the Town Planning Commission and Town Board should very carefully weigh the potential negative impact of rezoning lands out of A-1 into other uses and specify very clearly how the proposed rezoning either does or does not meet the aforementioned criteria.

Agricultural Enterprise Areas

As discussed in the Economic Development Chapter, should a group of farmers within Glenmore decide to pursue designation of an area as an Agricultural Enterprise Area, the Town should support this effort. In addition to providing an additional state tax credit benefit, designation of lands as an Agricultural Enterprise Area would demonstrate to the agricultural related industries (implement dealers, dairies, cooperatives, etc.) that the Town and its agricultural community are committed to agricultural production.

Purchase of Agricultural Conservation Easements

Some communities have had success with the purchase of agricultural conservation easements, also known as the purchase of development rights. This farmland preservation tool benefits the farmer, as well as the community. The farmer can benefit financially on the development potential of the land while still keeping it in production and maintaining all other rights to the land, including the right to live on the land, to continue to farm the land, and to exclude trespassers. The farmer may enjoy reduced income taxes and estate taxes. The monies received for the easement can be used for farm improvements, thus making the farm more productive and economically palatable to the community. In addition, the community will enjoy all of the environmental, aesthetic, and economic benefits of farming while preserving a large area of productive farmland.

While this tool is an effective one for preserving farmland, it is expensive, and not all municipalities can afford its cost. The Town can explore many different options for funding this program, including an increase in building permit fees or property taxes. Glenmore also could explore the many potential state or federal grant programs that could assist the Town in funding these efforts. One of these programs is the Farmland Preservation Program sponsored by the USDA. This program helps state, tribal, or local government entities purchase development rights to keep productive farmland in agricultural use. If the land qualifies, the USDA has provided up to 50 percent of the cost of purchasing the easement. To qualify, farmland must:

- Be part of a pending offer from a state, tribe, or local farmland preservation program.
- Be privately owned.
- Have a conservation plan.
- Be large enough to sustain agricultural production.
- Be accessible to markets for what the land produces.
- Have adequate infrastructure and agricultural support services.
- Have surrounding parcels of land that can support long-term agricultural production.

The Town of Dunn in Dane County has been very successful in preserving its agricultural land using purchase of development rights. Dunn has received multiple Farmland Preservation Program grants to help with its efforts, allowing them to preserve over 1,700 acres of valuable farmland.

Environmentally Sensitive Areas

The protection of environmentally sensitive areas (ESAs) keep intensive development out of stream corridors, water quality is improved, wildlife habitat is maintained, recreational opportunities are presented, and scenic values are preserved. As discussed in the environmentally sensitive area section of this chapter, ESAs generally follow stream corridors and include a 75' setback, the identified floodway of the stream and any adjacent wetlands and steep slopes. ESAs remain mostly undeveloped and serve as vital wildlife corridors, preserve natural beauty, provide storm water management areas, and link ecologically important link parts of the Town together.

Create Vegetated Buffer Strips along Waterways

Through implementation of Chapter 10 of the Brown County Code of Ordinances (Agricultural Shoreland Management) the Brown County Land Conservation Department has been working with rural landowners to provide a cost-share for the installation of vegetated buffer strips along waterways that flow through agricultural areas. Historically, many of these waterways were plowed through and created direct vectors for fine sediments and nutrients such as phosphorus and nitrogen to enter the surface water system downstream. Increased levels of phosphorus and nitrogen can lead to harmful algal blooms, decreased dissolved oxygen levels, and increased stress on forage and sport fish in downstream waterways.



The vegetated buffer strips, typically consisting of native grasses, wildflowers, and shrubs, help to filter out suspended solids, nutrients (including phosphorus and nitrogen), fertilizers, and pesticides prior to reaching the actual waterway in the center of the buffer. Additionally, as the buffer strips mature, they create increasingly important wildlife habitat and travel corridors for songbirds, small mammals, reptiles, and amphibians.

Use of Flexible Development Practices

Provided a proposed development does not negatively impact agricultural production, alternative development approaches, such as conservation subdivisions, may provide fewer detrimental impacts to agricultural production, natural resources, and the rural character of the Town. New subdivisions can be designed to preserve natural drainage patterns, reduce fragmentation of wildlife habitat, and limit the amount of impervious surfaces, such as roads. By clustering development on a site, large blocks of environmentally sensitive areas or even prime farmland can be left as preserved open space.

Developers and Town officials should strive to encourage preservation of natural areas within newly developed areas. Conservation subdivisions with common open space are required by the Town of Glenmore for any subdivision development. This allows for the Town to protect areas of woodlands, natural areas, or agricultural areas important to the Town's rural character.



Information and Citizen Participation

Spreading knowledge of the importance of the Town's natural resources, agricultural heritage, and the means to maintain them is an essential implementation tool. For example, providing property owners along the Branch River or its tributaries with information about nonpoint source pollution and providing tips on landscaping and buffering to prevent this pollution can help to achieve improved water quality. Periodic pamphlets or newsletters could be mailed to residents to provide information on such topics as tree trimming tips, invasive exotic species, and other issues relating to natural resource protection. Water resource educational materials are available from the WDNR.

Summary of Recommended Policies, Programs, and Actions

- If zoning is approved, site future residential development in areas that will have as little a negative impact on active farming operations as possible.
- Support Agricultural Enterprise Area designation, should it be proposed.
- Through the Town's newsletter, remind residents of the Town that Glenmore is an agricultural community and they may have to deal with the sights, sounds, and smells of agricultural activity.
- If an adequate funding source could be found, a purchase of agricultural conservation easement (PACE) program could be a means to permanently protect tracts of agricultural lands from development in the Town.
- Carefully review proposals for rezoning lands out of the AG-FP zoning district consistent with the requirements of the Town zoning ordinance.
- Continue to require the use of conservation subdivisions (if/when a small subdivision is permitted) to minimize the visual impact of development on the Town's rural vistas.
- Support stream bank and watershed restoration efforts to improve the water quality of the Branch River, Bower Creek, other waterways, and their tributaries.

- Require flood studies prior to land division or development adjacent to rivers and small streams when such studies do not exist.
- Coordinate efforts with the Brown County Zoning office regarding permitting requirements and development within the shoreland zone.
- Utilize the online Shoreland Zone / Environmentally Sensitive Area maps to inform the public about additional regulations associated with development within these areas.
- Provide residents with information related to private well maintenance and testing, such as in the WDNR document "You and Your Well" which can be found on the WDNR website under the "Groundwater" link.
- Encourage and support the efforts of the Brown County Land Conservation Department and others regarding installation of stream buffers.
- Provide information to Town residents through the newsletter regarding invasive exotic plant species, water quality, and other natural resource-related issues facing the Town.
- Promote the redevelopment of existing historic buildings in the Town by providing information related to historic preservation resources to building owners.

CHAPTER 8

Intergovernmental Cooperation

Cooperation between neighboring and overlapping units of government is one of the primary goals of the Wisconsin Smart Growth Law and is a very important aspect of the Town of Glenmore Comprehensive Plan. Over the next 20 years, it is important for the Town to work with the school districts, surrounding communities, Brown County, the state, and other units of government to increase communication and efficiencies in providing services. Working cooperatively is especially important since many issues, such as transportation improvements and stormwater runoff do not recognize municipal boundaries.

The purpose of the Intergovernmental Cooperation chapter is to analyze the existing relationships the Town has with other units of government and identify means of working cooperatively toward the goal and objectives identified in the Issues and Opportunities chapter of the plan.

Analysis of Governmental Relationships

Unified School District of De Pere and Denmark School District

The Town of Glenmore is split almost evenly between the two school districts. As discussed in the Utilities and Community Facilities Chapter, the limited growth and focus on agriculture will not have any major impacts on either school district in the foreseeable future. Should additional school facilities be required over the twenty-year timeframe of this plan, they should be placed in locations that are easily reached by walking or bicycling as a means to encourage a healthy lifestyle for students. Glenmore should also continue to maintain open lines of communication with the two school districts in order to address any potential major changes in land uses or transportation improvements/construction that could impact the districts' plans or bus routes.



Brown County Joint Municipal Court

The Town of Glenmore hosts the Brown County Joint Municipal Court at the Glenmore Community Center, which provides services to the Towns of Green Bay, Glenmore, Morrison, Holland, Wrightstown, New Denmark, Scott, Rockland, and Humboldt. The judge for the court is elected for a four-year term, and court is held generally on the third Thursday in the months of January, April, July, and October. The judge reviews and processes municipal citations issued by Glenmore and other participating Town officials. The joint municipal court is a very good example of cooperation among a group of municipalities to create efficiencies in governmental services and should serve as a model for future efforts.

Adjacent Communities

Town of Ledgeview

The Town of Ledgeview and Town of Glenmore share a border generally along the northern part of the Town of Glenmore. Both Towns and Ledgeview Sanitary District Number 2 entered in a comprehensive boundary, service, and maintenance agreement on June 2, 2003. In addition to certain road maintenance components, the agreement provides for the provision of public sewer and water to a portion of the north-central part of the Town of Glenmore, should Glenmore request it, and precludes the Town of Ledgeview from annexing any of the Town of Glenmore, should the Town of Ledgeview become a village in the future. Although it is very unlikely the Town of Glenmore would request public sewer and water to this area over the time period of this comprehensive plan because of its agricultural focus, it does provide an option for Glenmore homeowners should a number of private, onsite wastewater treatment systems fail within the identified service area. The service area is identified on the Future Land Use Map in Chapter Two (Figure 2-6).

If there comes a point in time where the Town of Glenmore decides to request the extension of public sewer and water to this portion of the Town, Glenmore should develop a detailed master development plan that accounts for the impacts associated with more dense development. Details that such a plan should contain include specific land uses and densities that are of a pedestrian scale, potential stormwater management facility locations, identification of main through roads, and potential park, school, or recreation facilities.

Town of Rockland

The Town of Rockland adjoins the majority of the western boundary of the Town of Glenmore. Glenmore and Rockland currently have an agreement in place regarding the shared maintenance of roads along the Towns' boundaries, including Tower Road, Ledgeview Road, Morrison Road, and School Road. The Towns should continue this agreement in the future in order to take advantage of the efficiencies in time and funding to maintain these roads. In addition, Glenmore and Rockland should maintain open lines of communication regarding the compatibility of land uses along or near the border, such as quarrying, and other issues that could arise during the planning period. Additionally, opportunities for shared services or joint contracting for services should continue to be explored by both communities.

Town of Wrightstown

The Town of Wrightstown and Town of Glenmore share a very short, one-mile stretch of shared borders, along CTH W south of School Road. Although it is unlikely that any issues could arise over the next twenty years, it is nonetheless important for the two communities to maintain open lines of communication regarding any land use changes or road improvements along the shared boundary. The

two communities may also consider joint contracting for services or service agreements in the future if the arrangements would provide an equivalent or higher level of service at a reasonable cost.

Town of Morrison

The Town of Morrison and Town of Glenmore share a common boundary along the entirety of the Town of Glenmore's southern municipal boundary. The two communities currently jointly utilize the Town of Morrison's garbage and recycling drop-off site at 3567 Lark Road. As with all other surrounding communities, it is important to maintain open lines of communication regarding the existing solid waste shared service, and the potential for future shared or joint contracted services.

Town of New Denmark

The Town of New Denmark and Town of Glenmore share the entirety of the Town of Glenmore's eastern boundary (CTH NN). Although it is unlikely that any issues could arise over the next twenty years, it is nonetheless important for the two communities to maintain open lines of communication regarding any land use changes or road improvements along the shared boundary. The two communities may also consider joint contracting for services or service agreements in the future if the arrangements would provide an equivalent or higher level of service at a reasonable cost.

Other Entities

Volunteer Fire Departments

As discussed in the Utilities and Community Facilities Chapter, portions of the Town of Glenmore are served by the Denmark, Ledgeview, and Morrison Volunteer Fire Departments, respectively. The Town should continue to maintain an open line of communication with the departments to ensure adequate response times and equipment is available for Glenmore residents.

Brown County

The four Brown County departments that currently have the most visible presence in the Town are the Brown County Public Works Department, the Brown County Sheriff's Department, Brown County Land and Water Conservation Department, and the Brown County Planning and Land Services Department.

Public Works

The Brown County Public Works Department has responsibility for the five county highways in the Town of Glenmore (CTH G, CTH W, CTH X, CTH OO, and CTH NN). As county highways are reconstructed, Glenmore should coordinate with the Public Works Department to consider the inclusion of bicycle lanes on county highways consistent with the Brown County Bicycle and Pedestrian Plan.

Sheriff's Department

The Brown County Sheriff's Department provides police and patrol service to Glenmore, and this service is expected to be adequate in the future. However, if the Town believes that additional service is necessary, it should consider contracting with the Brown County Sheriff's Department for additional coverage.

Land and Water Conservation Department

The Brown County Land and Water Conservation Department provides a number of services to Glenmore's agricultural producers, including administration of Brown County's Agricultural Shoreland Management Ordinance, Animal Waste Management Ordinance, Farmland Preservation Program, and Nutrient Management Maps. The department is an invaluable source of information related to the protection of our soils, surface water, and ground water, and should be contacted should any issues with these resources arise.

Planning and Land Services Department

The Town of Glenmore has historically worked with the Brown County Planning and Land Services Department for various land use related issues such as zoning, comprehensive planning, land divisions, and updating other miscellaneous ordinances. Additionally, the Planning and Land Services Department enforces the Brown County Land Division and Subdivision Ordinance, Floodplains Ordinance, and Shorelands and Wetlands Ordinance within the Town to ensure adequate protection for environmentally sensitive areas. It is critical to maintain open lines of communication and coordination between the department, the Town of Glenmore, and property owners in the Town.

State of Wisconsin

Wisconsin Department of Transportation (WisDOT)

The only highway in the Town of Glenmore that falls under the jurisdiction of the Wisconsin Department of Transportation (WisDOT) is STH 96, which runs through the southeastern part of the Town. Should STH 96 be resurfaced or reconstructed during the course of this comprehensive plan, it is important for the Town to inform its citizens about potential lane closures or proposed improvements to the highway.

Wisconsin Department of Natural Resources (WDNR)

The Wisconsin Department of Natural Resources provides grants and information that could be used to protect the identified potential park along Tower Road or help fund the improvement of a small park adjacent to the Glenmore Community Center. The WDNR should be contacted early in the process if Glenmore determines it wishes to pursue grant funds, particularly if a project is proposed for the escarpment.

Intergovernmental Cooperation Tools

A guide produced by the Wisconsin Department of Administration, "Intergovernmental Cooperation, A Guide to Preparing the Intergovernmental Cooperation Element of a Local Comprehensive Plan¹," identifies a number of tools that the Town of Glenmore has at its disposal to improve intergovernmental cooperation. The document groups the many cooperation tools into four general categories. The categories are:

¹ A Guide to Preparing the Intergovernmental Cooperation Element of a Local Comprehensive Plan, Wisconsin Department of Administration, June, 2002. <http://www.doa.state.wi.us/documents/DIR/Comprehensive%20Planning/Element-Guides/Intergovernmental-Cooperation.pdf>

1. Cooperating with Services.
2. Cooperating with Regulations.
3. Cooperating by Shared Revenue.
4. Cooperating with Boundaries.

Although not all of the tools identified in the sections are applicable to the Town of Glenmore, the guide describes a number of options that the Town could utilize to promote intergovernmental cooperation with neighboring communities and potentially generate cost savings for each participant. Cooperation and efficiencies gained with neighboring communities and overlapping jurisdictions has become increasingly important as municipalities continue to deal with very constrained budgets.

Summary of Recommendations

School Districts

If at some point in the future, additional school facilities are needed by either the Unified School District of De Pere or Denmark School District, they should be placed in a location that allows for students to easily walk or bicycle to school as a means to encourage a healthy lifestyle. Additionally, Glenmore should continue to maintain open lines of communication with the two school districts in order to address any potential major changes in land uses or road construction that could impact either district.

Brown County Joint Municipal Court

The Brown County Joint Municipal Court provides an excellent example of multi-jurisdictional cooperation among eight Brown County towns. Having one court serving the eight towns saves each community the time and expense of having their own court and should be continued into the future.

Town of Ledgeview

The agreement the Town of Ledgeview and Town of Glenmore have provides certainty for both communities should Ledgeview incorporate in the future, and sets the stage for continued cooperation. Should the Town of Glenmore determine it is in Glenmore's long-term best interest to extend sanitary sewer from the Town of Ledgeview, Glenmore will need to first prepare a detailed master development plan for the area. In addition both Towns should continue to maintain open lines of communication regarding potential development on or near each other's borders, opportunities regarding joint road/sign maintenance, and the provision of municipal services.

Town of Morrison

Both Towns should maintain open lines of communication regarding the existing solid waste shared service, potential development on or near each other's borders, and the potential for future shared or joint contracted services if a higher quality service and/or lower cost can be attained.

Town of New Denmark

Both Towns should continue to maintain open lines of communication regarding potential development on or near each other's borders, continued opportunities regarding shared road maintenance, and opportunities for joint service contracting if a higher quality service and/or lower cost can be attained.

Town of Rockland

Both Towns should continue to maintain open lines of communication regarding potential development on or near each other's borders, continued opportunities regarding shared road maintenance, and opportunities for joint service contracting if a higher quality service and/or lower cost can be attained.

Town of Wrightstown

Both Towns should continue to maintain open lines of communication regarding potential development on or near each other's borders, continued opportunities regarding shared road maintenance, and opportunities for joint service contracting if a higher quality service and/or lower cost can be attained.

Denmark, Ledgeview, and Morrison Volunteer Fire Departments

The Town should maintain open lines of communication with all three departments to ensure Glenmore residents continue to be adequately served.

Brown County

Public Works Department

As county highways are reconstructed, Glenmore should coordinate with the Public Works Department to consider the inclusion of bicycle lanes on county highways consistent with the Brown County Bicycle and Pedestrian Plan.

Brown County Sheriff's Department

If Glenmore believes that additional police service is necessary in the future, it should consider contracting with the Brown County Sheriff's Department to provide supplemental police coverage.

Brown County Land and Water Conservation Department

Continue to encourage the Town of Glenmore's agricultural community to work with the Brown County Land and Water Conservation Department to protect our soil, surface water, and ground water resources.

Brown County Planning and Land Services Department

The Town of Glenmore should continue to use the Brown County Planning and Land Services Department as a resource for planning, zoning, housing, and economic development topics.

State of Wisconsin

Wisconsin Department of Transportation

The Town of Glenmore should coordinate closely with the Wisconsin Department of Transportation should any lane closures occur to accommodate resurfacing or reconstruction of STH 96. Additionally, when STH 96 is reconstructed, the Town should work with WisDOT to install sidewalks within Shirley and bicycle lanes on STH 96.

Wisconsin Department of Natural Resources

The Town should utilize the WDNR as a resource when considering grant applications for a possible conservancy area along the Niagara Escarpment on Tower Road or the development of an active park with playground equipment adjacent to the community center.

CHAPTER 9

Implementation

The completion of this comprehensive plan update should be celebrated as a significant milestone in providing guidance for the future of the Town of Glenmore. However, the key to the success of a comprehensive plan is its implementation. There are several land use regulatory tools, as well as administrative mechanisms and techniques that can be utilized as implementation tools for the plan. While the Implementation Chapter does not include all of the recommendations of the comprehensive plan, it does summarize the various implementation tools and related action steps toward its implementation the Town of Glenmore has at its disposal. The following matrices identify the primary action steps for the Town to take in order to implement this comprehensive plan with a high, medium, or low priority identified for each action step. It should be noted that even though an action step may be identified as “medium” or “low,” the fact it is identified as an action step at all indicates it is still a very important component in implementing this comprehensive plan, however, there may not be a pressing need to address the issue immediately.

As noted previously, adoption of a comprehensive plan is a significant milestone. However, Wisconsin Statute 66.1001 requires that ordinances used to implement the plan, including zoning, land division, official map, and shoreland zoning are consistent with the direction in the comprehensive plan. Therefore, following adoption, these ordinances should be reviewed and updated as necessary to ensure consistency between the plan and the ordinances to implement it.

Land Use

Zoning Ordinance

Zoning is the most common regulatory device used by municipalities to implement comprehensive plan recommendations. The major components of zoning include a written zoning ordinance and a zoning district map. The zoning ordinance includes specific language for the administration of the regulations. Included in the text are definitions, district use requirements, administrative procedures, sign and parking regulations, and other elements. The companion zoning district map defines the legal boundaries of each specified zoning district of the zoning ordinance.

It is important to note that the Future Land Use Map does not take the place of the Town’s official zoning map. Instead, the Future Land Use Map is to be utilized as a reference when reviewing proposed rezoning applications to ensure consistency between rezoning actions and the comprehensive plan. In addition to the Future Land Use Map, the Planning Commission and Town Board should utilize the plan’s goals, objectives, and recommendations to formulate a sound basis for zoning decisions. Identifying the rationale for the decision based on the comprehensive plan provides the Town with a much more defensible position, should the decision be challenged.

Action Steps:

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
High	When the Town considers future rezoning, conditional use, or variance requests, it is important that the various comprehensive plan goals, objectives, and recommendations are considered and used as a guide in the rezoning determination process. Whenever a decision is reached either approving or disapproving rezoning requests, the specific goals, objectives, policies, or other comprehensive plan concepts that the decisions are based upon should be noted as part of the record.	Town Planning Commission, Town Board	Zoning Administrator, Board of Appeals	Ongoing
High	Document how any approved rezonings out of the certified farmland preservation zone meets the rezoning criteria set forth in Section 91.48 Wis. Stats.	Zoning Administrator, Town Planning Commission	Town Board, Brown County Planning, DATCP	Ongoing
Medium	Provide to DATCP and Brown County by March 1 every year, a report documenting the rezonings out of the certified farmland preservation zone.	Zoning Administrator,	Brown County Planning, DATCP	Ongoing
Medium	Document zoning map changes and provide to Brown County at least once a year for updates to the digital zoning map.	Zoning Administrator	Brown County	Ongoing

Land Division Ordinance

Land division regulations govern the process by which lots are created out of larger tracts of land. These regulations seek to ensure that the land divisions appropriately relate to the geography of the site and existing and future public facilities. New land divisions must also be consistent with the community vision as outlined by the comprehensive plan.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Medium	Use the Town’s land division ordinance to provide a clear process for review and approval / disapproval of a land division. Whenever a decision is reached either approving or disapproving land division requests, in addition to how the division meets or does not meet the ordinance, the specific goals, objectives, policies, or other comprehensive plan concepts that the decisions are based upon should be noted as part of the record.	Town Planning Commission, Town Board	Zoning Administrator, Brown County Planning	Ongoing

Official Map

An Official Map is a regulatory tool utilized by a community to project and record future municipal improvements. It is commonly used to identify existing streets and planned improvements, but an Official Map can also be utilized to identify planned school sites, recreation areas, and municipal facilities. Once an area is identified on an Official Map, no building permit for a use other than the proposed use on the Official Map may be issued for that site unless the map is amended. The Town of Glenmore does not currently have an adopted official map, although an official map would be useful if the Town decides to identify future road connections.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Low	Develop an official map to identify future road connections.	Town Board, Town Planning Commission	Consulting Engineer	2020

Capital Improvements Program

Another important device for comprehensive plan implementation is the development of a Capital Improvements Program (CIP). The program is designed to annually schedule public works projects within a specified period of time, which usually encompasses a period of five to ten years. Although the Town of Glenmore does not have any major capital improvements on the horizon, a CIP that is consistent with the comprehensive plan will provide a monitoring tool to ensure that even small, local road repairs are located and scheduled with thorough consideration of each of the plan's chapter recommendations.

Action Steps:

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Low	Based on the comprehensive plan's recommendations, the Town should create a CIP to identify the priorities and schedules for public works projects, such as road construction and maintenance, culvert and bridge maintenance, and other capital improvements.	Town Board	Town Treasurer, Consulting Engineer	2016

Building and Housing Codes

A building code is a set of regulations that describes standards for the construction of new buildings or the remodeling of existing buildings. A housing code defines standards for how a dwelling unit is to be used and maintained after it is built.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Medium	Provide information to Town residents regarding Brown County's housing rehabilitation loan program for low and moderate income households.	Town Clerk	Brown County Planning Commission	2016
Low	Review the comprehensive plan to identify opportunities to use the enforcement of the building code as a mechanism to implement the goals and objectives of the comprehensive plan.	Building Inspector	Wisconsin Department of Safety and Professional Services	2017

Outdoor Recreation Facilities

The comprehensive plan identifies two potential recreation sites in the Town of Glenmore. Specific improvements include the development of a small playground at the Town Hall, and potential development of a Niagara escarpment conservancy area along Tower Road.

The Wisconsin Department of Natural Resources provides matching grants through the Knowles-Nelson Stewardship program to help fund park purchase or development, provided the proposed project is identified in a locally adopted park and recreation plan. A park and recreation plan must be updated at least once every five years for a community to be eligible to apply for Stewardship funds.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Medium	Develop a comprehensive park and outdoor recreation plan to provide eligibility to the Town for Stewardship grants.	Town Board, Town Planning Commission	Brown County Planning, local service groups	2017

Erosion and Stormwater Control Ordinances

Communities can adopt erosion and stormwater control ordinances to control the impact of development on runoff, groundwater recharge, and overall water quality. The ordinance should include standards for compliance and guidelines to assist developers in choosing appropriate stormwater management techniques.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Low	Keep abreast of proposed changes to state and federal laws pertaining to stormwater management.	Zoning Administrator	Town Board, Brown County Planning	Ongoing

Intergovernmental Cooperation

Intergovernmental cooperation is a hallmark of the comprehensive planning law. The planning process developed the base contacts for communication among the many different governmental agencies and bodies that have an interest in the future of Glenmore. It is necessary for the Town to continue to maintain those contacts and keep everyone apprised of information pertinent to each stakeholder.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Medium	Continue to maintain open lines of communication with surrounding communities to discuss issues or opportunities of common concern.	Town Board		Ongoing
Low	Stay informed of current events at the county, region, and state levels that may impact the Town.	Town Board	Brown County Planning, Brown County Towns Association, and Wisconsin Towns Association	Ongoing

Comprehensive Plan

With adoption of this comprehensive plan update, the Town will continue to meet the requirements of Section 66.1001 Wis. Stats. which requires all communities that have zoning, land division, official map,

or shoreland zoning regulations to have a comprehensive plan in place that is updated at least every 10 years. The comprehensive plan is to be used as a reference when contemplating difficult decisions, as well as a vision of what Glenmore can be. In order for the plan to continue to be useful, the plan should be amended and updated at a minimum in accordance with the following matrix.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Medium	Set aside one Planning Commission meeting per year to review the comprehensive plan.	Town Planning Commission	Zoning Administrator	2016
Low	Update the comprehensive plan as warranted and completely revise it at least once every 10 years.	Town Planning Commission	Town Board, Brown County Planning	2025

Some of the recommendations in the plan may be implemented with the help of various sources of funds besides local property taxes. There are a number of grant programs administered by local, state, and federal agencies, including the Brown County Planning Commission, Wisconsin Department of Administration, Wisconsin Economic Development Corporation, Wisconsin Department of Natural Resources, and Wisconsin Department of Transportation. At the federal level, the Environmental Protection Agency, Department of Agriculture–Rural Development, and the (U.S.) Department of Commerce–Economic Development Agency all provide sources of funding.

Typically, the grant programs require a local match. However, the local match may include a combination of local tax dollars, in-kind services, and/or private donations. Each grant program has its own set of guidelines regarding eligible projects, as well as financing mechanisms, and should be reviewed before applying.

In addition to the following sampling of programs, the Wisconsin Economic Development Corporation maintains an online database of community assistance programs at <http://inwisconsin.com/community/assistance/>. Identified on the following pages are a number of programs that may be particularly applicable to the Town of Glenmore. However, this is just a sample, and a comprehensive list can be found with the link to the online database of community assistance.

Brown County Planning Commission

Brown County Revolving Loan Fund

The Brown County Planning Commission administers the Brown County Economic Development Revolving Loan Fund Program for businesses seeking reduced interest loans for a business startup or expansion that will result in job creation or retention opportunities in Brown County. Additional information regarding the revolving loan fund may be found at the Brown County Planning Commission website under the “economic development” link.

Northeastern Wisconsin CDBG-Housing Region

The Brown County Planning Commission is the lead agency administering the Community Development Block Grant - Housing program for a 10-county region of Northeastern Wisconsin counties. The program provides 0% deferred payment loans (until sale) of the property to low- and moderate-income persons for improvements to owner-occupied housing. Such improvements can include private onsite wastewater treatment systems, window replacement, insulation, lead abatement, roof replacement, and other typical home improvements. Information regarding the program may be found at the Brown County Planning Commission website under the "housing" link.

Wisconsin Department of Administration

The Wisconsin Department of Administration (WDOA) has historically provided funding for the writing or updating of comprehensive plans every 10 years. However, the program has not been funded for the past several years. This does not mean that the program will not be funded in the future. Glenmore should keep track of this funding opportunity should it become available again in the future. Additionally, WDOA administers the statewide community development block grant programs listed below:

CDBG-Blight Elimination and Brownfield Redevelopment Program - Can help small communities obtain money for environmental assessments and remediate brownfields.

CDBG-Emergency Grant Program - Can help small communities repair or replace infrastructure that has suffered damages as a result of catastrophic events.

CDBG-Public Facilities (CDBG-PF) - Helps eligible local governments upgrade community facilities, infrastructure, and utilities for the benefit of low-moderate income residents.

CDBG-Public Facilities for Economic Development (CDBG-PFED) - Offers grants to communities to provide infrastructure for a particular economic development project.

CDBG-Economic Development (CDBG-ED) - Provides grants to communities to loan to businesses for startup, retention, and expansion projects based on the number of jobs created or retained.

There are significant administration requirements associated with these programs. Should the Town of Glenmore decide to pursue any of these programs, the Town should first reach out to the Brown County Planning Commission, or private consulting firm for assistance.

Wisconsin Economic Development Corporation

The Wisconsin Economic Development Corporation (WEDC) has a broad range of financial assistance programs to help communities undertake economic development. WEDC maintains a network of area development managers to offer customized services throughout Wisconsin.

WEDC-administered programs include:

Brownfields Program - Provides grants to individuals, businesses, local development organizations, and municipalities for environmental remediation activities for brownfield sites where the owner is unknown, cannot be located, or cannot meet the cleanup costs.

Community Development Investment Grant Program - Supports urban, small city, and rural community redevelopment efforts by providing financial incentives for shovel-ready projects with an emphasis on, but not limited to downtown community-driven efforts. Grants up to \$50,000 are available for planning efforts, and grants up to \$500,000 are available for implementation projects.

Additional information on any of the above listed programs can be found at <http://inwisconsin.com/community/assistance/>, the assigned WEDC Area Development Manager, or Brown County Planning Commission.

Wisconsin Department of Natural Resources

The Wisconsin Department of Natural Resources offers a number of grant programs that can be used to provide additional recreational opportunities to residents of the Town of Glenmore. Generally, the Town will need to have an approved (within the past five years) park and outdoor recreation plan in place to qualify for these programs. The Town should contact the Northeast Region office of the WDNR to determine eligibility and availability if the Town decides to pursue any of the grant programs listed below.

Stewardship – Aid for the Acquisition and Development of Local Parks (ADLP)

The ADLP program funds are available to acquire land, rights in land, and develop public outdoor recreation areas for nature-based outdoor recreation purposes. Funds are allocated on a DNR regional basis so applicants compete only against other applicants located in their region.

Stewardship – Urban Rivers

Funds are available to acquire land, rights in land, or develop shoreline enhancements on or adjacent to rivers that flow through urban or urbanizing areas in order to preserve or restore urban rivers or riverfronts for the purposes of economic revitalization and nature-based outdoor recreation activities. Funds are allocated statewide so applicants compete against other applicants statewide in the project selection process.

Stewardship – Urban Greenspace

Funds are available to acquire lands to provide natural space within or near urban areas, protect scenic or ecological features, and provide land for nature-based outdoor recreation, including noncommercial gardening. Funds are allocated statewide so applicants compete against other applicants statewide in the project selection process.

Acquisition of Development Rights

Funds are available to acquire development rights (easements) in areas where restrictions on residential, industrial, or commercial development would enhance nature-based outdoor recreation.

Land and Water Conservation Fund (LAWCON)

LAWCON is a federal program administered through the WDNR. However, projects funded under LAWCON are not restricted to nature-based outdoor recreation projects as the Stewardship program funds are. Eligible projects include:

- Land acquisition.
- Development of recreational facilities.
- See eligibility list for ADLP program for additional eligible projects.

Recreational Trails Act (RTA)

RTA is also a federal program administered through the WDNR. RTA funds may only be used on trails which have been identified in or which further a specific goal of a local, county, or state trail plan included or referenced in a statewide comprehensive outdoor recreation plan required by the federal LAWCON program. Eligible projects in order of priority are maintenance and restoration of existing trails, development and rehabilitation of trailside and trailhead facilities and trail linkages, construction

of new trails (with certain restrictions on federal lands), and acquisition of easements or property for trails.

Additional information regarding community assistance programs can be found at the following WDNR Bureau of Community Financial Assistance (CFA) website at <http://dnr.wi.gov/Aid/>.

Wisconsin Department of Transportation

In addition to the Local Road Aids Program, which the Town already partakes in, the Wisconsin Department of Transportation has additional programs to help fund transportation activities in the Town.

Local Roads Improvement Program (LRIP) - Assists local governments in improving seriously deteriorating county highways, town roads, and city and village streets. As a reimbursement program, LRIP pays up to 50 percent of total eligible costs, with local governments providing the balance.

Surface Transportation Program-Rural (STP-R) - Allocates federal funds to complete a variety of improvements to rural highways eligible for federal aid (primarily county highways classified higher than rural minor collector).

Flood Damage Aids - Assist local governments with improving or replacing roads and roadway structures that have sustained major damage from flooding. The program helps defray the costs of repairing major flood damage to any public highway, street, alley, or bridge not located on the State Trunk Highway System.

Wisconsin Information System for Local Roads (WISLR) - Ongoing effort that provides WisDOT and local governments convenient and secure access to comprehensive geographic information system data on Wisconsin's road network. Local units of government and counties are required to submit pavement ratings to WisDOT on a biennial basis.

Additional information regarding grant programs and other resources administered by the Wisconsin Department of Transportation can be found at the Programs for Local Governments web page at:

<http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/default.aspx>.

Comprehensive Plan Review and Update

Planning is not static. It is a continuous, ongoing process that is subject to change. It is also at the mercy of many forces over which a municipality has very little or no control (economic conditions, weather, birth rates, etc.). Therefore, if Glenmore's comprehensive plan is to remain a useful document, the plan should be reviewed on an annual basis to ensure that it reflects the conditions present at the time and any changes and developments that may have occurred over the last year. Should changes to the comprehensive plan be warranted, the following process should be followed.

Action Steps:

1. The public will be notified and provided an opportunity to comment on proposed amendments to the comprehensive plan. The Town will consider public input in evaluating how a proposed amendment would meet the amendment criteria.
2. Criteria should be adhered to when considering amendments to the comprehensive plan. Amendments shall be approved only if they are determined to be in the public interest, and this determination should be based on a review of all applicable principles from the following:

- a. How the proposal is more consistent with applicable policies of the comprehensive plan than the existing designation.
 - b. How the proposal is more consistent with each the objectives from Chapter 1 than the existing designation. Consistency is not required where the objective is clearly not applicable to the type of proposal involved.
 - c. Changes should also demonstrate that a substantial change in circumstances has occurred since the original designation.
 - d. Scope of Review. The review and evaluation of proposed comprehensive plan map changes should consider both the likely and possible future use of the site and associated impacts.
 - e. Cumulative Impacts. The review of individual comprehensive plan map or policy amendments should also consider the cumulative transportation, land supply, and environmental impacts of other plan amendments proposed within the same annual cycle.
3. The Town should consult annually with other governmental agencies and neighboring communities to get their input regarding how their community activities relate to the recommendations of the comprehensive plan.
 4. The Town should complete a formal review of the entire comprehensive plan at least once every five years. Based on this review, revisions should be made to sections of the plan determined to be out of date and sections that are not serving their intended purpose.
 5. At least once every 10 years, the plan should be reviewed and updated using a formal process that may include a full citizens advisory committee and/or the Town Planning Commission to guide the process.

**APPENDIX A
TOWN OF GLENMORE CITIZENS PARTICIPATION PLAN**

**CITIZEN PARTICIPATION PLAN FOR THE
TOWN OF GLENMORE COMPREHENSIVE PLAN UPDATE**

The Town of Glenmore Comprehensive Plan Update process will include several public participation components. These components are summarized below:

Glenmore Planning Commission

The Glenmore Planning Commission will serve as the primary steering committee for the comprehensive plan update. The planning commission will review data and other materials for inclusion into the updated comprehensive plan. All comprehensive plan update agenda items will be discussed during their regular meetings, unless otherwise publicly noticed. All meetings are open to the public and the public is encouraged to attend.

Public Open House Meeting

When the draft plan update has been compiled, at least one public open house meeting will be held to present the key updated sections and findings of the plan. Meeting participants will also have the opportunity to discuss the recommendations with planning staff and planning commission members and to suggest modifications to be considered during the statutory review period.

Service Group Meetings

Upon request, Brown County will present the process and findings of the comprehensive plan update to Glenmore-area service groups.

Town of Glenmore Website

All draft chapters will be placed on the Town of Glenmore website for public review.

Other Locations for Draft Chapters

Additional draft chapters will be available upon request from the Brown County Planning Commission. Please call (920) 448-6480.

Public Hearing

Following the open house meeting and a recommendation of approval from the Glenmore Planning Commission, a public hearing will be held at the Town Hall to receive additional input on the comprehensive plan update.

Adjacent Governmental Jurisdictions

Neighboring governmental jurisdictions will receive via mail or email, all agendas and minutes of the planning commission meetings, when the comprehensive plan is on the agenda.

Town Board Meeting for Adoption

Following the public hearing, the draft plan update and feedback from the public hearing will be presented to the Town Board for action at a regular Town Board meeting.

APPENDIX B

TOWN OF GLENMORE PLANNING COMMISSION RESOLUTION

PLAN COMMISSION RESOLUTION # 2015-1

RECOMMENDING ADOPTION OF THE 2016 TOWN OF GLENMORE
COMPREHENSIVE PLAN UPDATE

WHEREAS, the Town of Glenmore Planning Commission has developed the 2016 Town of Glenmore Comprehensive Plan Update to guide and coordinate decisions and development within the Town in accordance with Chapter 66.1001 of the Wisconsin Statutes; and

WHEREAS, the comprehensive plan was prepared by the Brown County Planning Commission in accordance with the contract with the Town of Glenmore; and

WHEREAS, several public meetings were held to obtain public input during the development of the comprehensive plan during 2015 and 2016, and these meetings included monthly planning commission meetings, an open house meeting to be held on January 12, 2016, and a public hearing to be held on February 2, 2016.

NOW, THEREFORE, BE IT RESOLVED, that the Town of Glenmore Planning Commission recommends to the Glenmore Town Board the adoption of the 2016 Town of Glenmore Comprehensive Plan Update. *with the changes discussed on Dec 8, 2015.*

Approved this 8th day of December, 2015

By *Ann Schaefer*
Ann Schaefer
Town of Glenmore Planning Commission Chair

Ayes: 7

Nays: 0

APPENDIX C

GLENMORE TOWN BOARD ADOPTION ORDINANCE

**Town of Glenmore
Brown County, Wisconsin**

Ordinance No. 2016-1

ADOPTING THE 2016 TOWN OF GLENMORE COMPREHENSIVE PLAN UPDATE

WHEREAS, Secs. 62.23(2) and (3), Wis. Stats., authorize the Town of Glenmore to adopt or amend a comprehensive plan as defined in Section 66.1001(1)(a) and 66.1001(2), Wis. Stats.; and

WHEREAS, the Town Board of the Town of Glenmore, Brown County, Wisconsin adopted written procedures designed to foster public participation in every stage of the preparation of its comprehensive plan update as required under Sec. 66.1001(4)(a), Wis. Stats; and

WHEREAS, the Town of Glenmore Planning Commission adopted, by majority vote, a resolution recommending Town Board adoption of the document entitled "2016 Town of Glenmore Comprehensive Plan Update," containing all of the elements specified in Sec. 66.1001(2), Wis. Stats.; and

WHEREAS, the Town of Glenmore Planning Commission held an open house meeting to obtain public input into the draft plan on January 12, 2016 following a Town-wide mailing; and

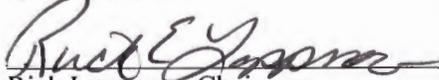
WHEREAS, the Town of Glenmore held a public hearing on February 1, 2016, on the adoption of the comprehensive plan update ordinance in compliance with Sec. 66.1001(4)(d), Wis. Stats.

NOW THEREFORE, the Town Board of the Town of Glenmore, Brown County, Wisconsin, does hereby, by adopting this ordinance, adopt the document entitled "2016 Town of Glenmore Comprehensive Plan Update" pursuant to Sec. 66.1001(4)(c), Wis. Stats.; and

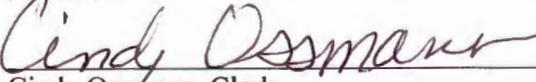
NOW THEREFORE, FURTHERMORE, this ordinance shall take effect upon passage by a majority vote of the members-elect of the Town Board and on the day after its publication pursuant to Sec. 60.80 (3), Wis. Stats.

Adopted this 1st day of February, 2016

APPROVED:


Rick Loppnow, Chairman

ATTEST:


Cindy Ossmann, Clerk

Ayes: 3

Nays: 0

Date of publication: 3/1/16