City of Oconto

Oconto County, Wisconsin

20-Year Comprehensive Plan

Prepared by:
Bay-Lake Regional Planning Commission
April, 2007

CITY OF OCONTO
20-YEAR COMPREHENSIVE PLAN
ADOPTED: APRIL 17, 2007

Prepared by:

Bay-Lake Regional Planning Commission
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City of Oconto
Oconto County, Wisconsin

Mayor:	Donald Nerenhausen
Clerk/Treasurer/Administrator:	Linda Belongia
City Council:	Lloyd Heier John Wittkopf Al Schreiber Joseph Stiloski Edward Young Richard Doeren James Lacourciere Jack Maas Marlene Zahn Sue Exworthy
City Plan Commission:	Donald Nerenhausen James Lacourciere Sue Exworthy Robert Bake John Matravers Ben Steinbach

City of Oconto 20-Year Vision Statement

"The City of Oconto is conveniently located for individuals seeking a community that is filled with history, recreation, and scenic beauty in which to live, work, or visit. Through the strong, long-lasting partnerships formed by public and private entities, a positive and progressive environment has been maintained to support the varying needs of successful businesses and involved residents. A beautiful and vibrant downtown business district anchors a well-balanced economic base that sustains this growing city and its wonderful "History on the Bay" contributions."

RESOLUTION

CITY OF OCONTO PLAN COMMISSION ADOPTION OF THE CITY OF OCONTO 20-YEAR COMPREHENSIVE PLAN

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

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

AND WHEREAS, the Comprehensive Plan has been prepared in accordance with the elements of a plan as defined in Wisconsin Statute 66.1001 (Smart Growth);

AND WHEREAS, the Comprehensive Plan has been drafted and reviewed by the City of Oconto Plan Commission;

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

Dated this 11 day of April, 2007.

Resolution introduced and adoption moved by Exworthy.

Motion for adoption seconded by Doeren.

Voting Aye: 9 Nay: _____ 1 Absent

APPROVED:

Donald Meerschaert

City of Oconto Plan Commission Chairperson

ATTEST:

Linda M. Belanger

City of Oconto Plan Commission Secretary

CITY OF OCONTO
ORDINANCE NO. 1059

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

WHEREAS, on September 20, 2005, the City of Oconto approved a contract with the Bay-Lake Regional Planning Commission to prepare a Comprehensive Plan for the City of Oconto under the guidelines of Wisconsin Statute 66.1001; and,

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

WHEREAS, on April 10, 2007, the City of Oconto Plan Commission recommended to the City Council adoption of the Comprehensive Plan by resolution, which vote is recorded in the official minutes of the Plan Commission; and,

WHEREAS, the Oconto City Plan Commission held a public hearing on April 10, 2007, which was preceded by a Class 1 Notice provided as described in Wisconsin Statute Chapter 985 that was published at least 30 days before the hearing was held, and the notice included all of the following information:

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

WHEREAS, the City Council of the City of Oconto having carefully reviewed the recommendation of the City Plan Commission; having determined that all procedural requirements and notice have been satisfied; having given the matter due consideration including consideration of the plan elements relating to issues and opportunities; natural, agricultural and cultural resources; population and housing; economic development; transportation; utilities and community facilities; intergovernmental cooperation; land use; and implementation; and having determined that the Comprehensive Plan will serve the general purposes of guiding and accomplishing a coordinated, adjusted and harmonious development of the City of Oconto which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity and the general welfare, as well as efficiency and economy, during the next 20 years.

NOW, THEREFORE, the City Council of the City of Oconto, Oconto County, Wisconsin, DOES ORDAIN AS FOLLOWS:

Section 1: The Comprehensive Plan recommended by the City of Oconto Plan Commission to the Oconto City Council, attached hereto as Exhibit A, is hereby adopted.

Section 2: The City Administrator is directed to file a copy of the attached Comprehensive Plan for the City of Oconto with all the following entities:

1. Every governmental body that is located in whole or in part within the boundaries of the City of Oconto;
2. The Clerk of every local governmental unit that is adjacent to the City of Oconto;
3. The Wisconsin Land Council;
4. The Wisconsin Department of Administration;
5. The Bay-Lake Regional Planning Commission; and
6. The public library that serves the area in which the City of Oconto is located.

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

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

Adopted this 17 day of April 2007, by a majority vote of the members of the City Council of the City of Oconto.

Donald Nerenhausen, Mayor

Attest:

Linda Belongia, City Clerk/Treasurer/Administrator

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Chapter 1 - ISSUES AND OPPORTUNITIES

PURPOSE OF THIS COMPREHENSIVE PLAN

The *City of Oconto 20-Year Comprehensive Plan* was adopted as an ordinance on April 17, 2007 by the Oconto City Council. This plan is an update of the *City of Oconto Comprehensive Plan* completed in 2001 by Robert E. Lee and Associates, Inc. This updated plan meets the requirements of Wisconsin's comprehensive planning law (1999 Wisconsin Act 9). It was adopted under the authority granted by Section 66.1001 ("Smart Growth") of the Wisconsin Statutes. The drafting of the Comprehensive Plan was overseen by City of Oconto's Plan Commission. Public input received during the 15-month planning process was instrumental in the development of the plan. The intent of this Comprehensive Plan is to be used as a guide by city officials when making land use decisions over the next 20 years.

The cornerstone of this plan is the future land use map, referred to in this document as the General Plan Design (GPD) as shown in Map 2.1. The GPD is ultimately the goal to be achieved through the implementation of this Comprehensive Plan. To assist officials in working toward achieving this desired land use map for the city and its planning area, a thorough list of strategies has been created. These 11 goals with detailed objectives, policies, and programs provide a roadmap for officials and residents to follow as they work to implement the city's Comprehensive Plan. This GPD map shall be used for reference and in conjunction with the city's regulatory tools (i.e. ordinances) to guide future decisions on where and how the area in and adjacent to the City of Oconto should be developed as well as preserved.

State Planning Legislation

Wisconsin State Statute 66.1001 states: "Beginning on January 1, 2010, if a local governmental unit engages in any of the following actions, those actions shall be consistent with that local governmental unit's Comprehensive Plan:

(a) Official mapping established or amended under s. 62.23 (6).

(b) Local subdivision regulation under s. 236.45 or 236.46.

(c) County zoning ordinances enacted or amended under s. 59.69.

(d) City or village zoning ordinances enacted or amended under s. 62.23 (7).

(e) Town zoning ordinances enacted or amended under s. 60.61 or 60.62.

(f) Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231."

This means any city ordinances or regulations relating to land use may need updating to ensure consistency with the *City of Oconto 20-Year Comprehensive Plan*.

HISTORY AND DESCRIPTION OF PLANNING AREA

History of the City of Oconto

This area has a rich historical past, mainly because of its location along the west shore of the waters of Green Bay. About 5000 years ago an archaic people, later called the Copper Culture, hunted, fished, and buried their dead on the banks of the Oconto River near the bay. The French Canadians came here in the 1600's to trade for the fur of beaver, muskrat and fox, canoeing by way of Mackinac and down the bay. In 1669, Father Allouez established the Mission of St. Francis Xavier, the first outpost in all of northeastern Wisconsin. In 1682, it served as the

camping rounds of Nicholas Perrot, a well-know trader. From 1820 to 1830, the Astor Fur Trading Company operated a post in Oconto. The lumbering industry began in 1842 with the construction of a mill and dam, followed by the first permanent white settlers in 1846. From 1850 to 1900, Oconto was a typical lumbering community with additional sawmills established. Logs were floated down the Oconto River where they were sawed into lumber at one of seven mills in Oconto and shipped out by boat to large growing cities on Lake Michigan.

In 1855, the first state highway in Oconto County passed through Oconto stretching from Green Bay to Marinette. In 1871, the first train entered Oconto via the Northwestern Railroad tracks.

Following the decline of the lumbering in the area, Oconto turned to other industries. The Holt Hardwood Company started in Oconto as the William Company and in the 1930s became the largest producer of maple flooring in the United States. Other notable businesses that operated in the City of Oconto included the Bond Pickle Company, the American Plywood and Veneer Company, the Great Lakes Shoe Company, the Oconto Brewing Company, the Elliott Glove Company, the Racine Fabricating Company, and, of course, Cruisers Inc. which began operation in 1953.

Oconto was the home of the Honorable Edward Scoffed, Governor of Wisconsin, whose house stands on Main Street. The First Christian Science Church erected in the United States is located on Main Street in Oconto. The Bayshore area also offers visible history lessons. The city of Oconto has thirty-three structures on the National Register of Historic Places. A visitor can take a self-guided tour of the city, walk the Historic West Main Street District, and in the summer tour the 1890's home of wealthy George Beyer located on Park Avenue. The rural areas contain many late nineteenth and early twentieth century farm buildings.

Source: City of Oconto's 1986 Comprehensive Plan and the 1996 Community Assessment

The City of Oconto and Its Planning Area

The City of Oconto is located in southeastern Oconto County and encompasses an area of approximately seven square miles or 4,472 acres. The city planning area (extra territorial boundary) is approximately 22.25 square miles or 14,240 acres. The planning area is divided by U.S. Highway 41 running north/south and the Oconto River and State Highway 22 running east/west. Green Bay forms the city's eastern border. The City of Oconto is bordered to the north by the Town of Little River and the Town of Oconto on the northwest, west and south.

Map 1.1 is a location map of the City of Oconto in Wisconsin and Map 1.2 reflects the city and its planning area.

PLAN OUTLINE

The *City of Oconto 20-Year Comprehensive Plan* is a legal document that serves as a tool to guide both officials and residents when making future land use decisions in the city during the next 20 years.

This comprehensive plan consists of eleven chapters laid-out in two volumes along with an appendices section.

> **Volume I: City Plan:** This volume describes how the City of Oconto envisions itself developing over the next 20 years. It contains detailed development strategies, a general plan design (future land use map), and a plan implementation process.

Chapter 1: Issues and Opportunities – provides an overview of the purpose for planning and the planning process, establishes the city's vision statement; and details the future development strategies (goals, objectives, policies and programs).

Chapter 2: Future Land Use Plan – illustrates a desirable future land use plan through a general plan design; identifies land use issues and conflicts; acknowledges continued land use trends; and evaluates future development considerations.

Chapter 3: Implementation - contains a detailed work plan to implement the goals, objectives, policies, and programs of the Comprehensive Plan with identified stakeholders and a process for completion of the strategies.

Chapter 4: Inventory and Trends – briefly highlights the main points of background data that is more comprehensively detailed in chapters 5 thru 11.

Volume II: Community Resources: The volume contains background information that serves as a basis in the development of the city's Future Land Use Plan (Chapter 2).

Chapter 5: Natural, Agricultural and Cultural Resources - provides a description of the physical characteristics that make-up of the city's landscape.

Chapter 6: Population and Housing - presents historic demographic information along with future population and housing projections.

Chapter 7: Economic Development – highlights labor force statistics, economic composition, and provides an analysis of existing and future economic conditions of the planning area.

Chapter 8: Transportation - details the existing transportation system and any current or future transportation needs.

Chapter 9: Utilities and Community Facilities - inventories the city's utilities and facilities including schools and emergency services.

Chapter 10: Intergovernmental Cooperation - contains programs to facilitate joint planning and decision making processes with other government units.

Chapter 11: Land Use Controls and Inventory – outlines existing land uses and land use controls being enforced by the city.

Appendices: Contains public participation materials (visioning exercise, nominal group results, public open house comments, and economic development SWOT analysis), the city's current land use, a detailed list of available financial and technical resources, a county inventory of endangered and threatened species, and other relevant support information.

PLAN DEVELOPMENT PROCESS

The planning process for the city was completed in four phases:

First Phase: Promote Public Participation and Identify Issues.

- Adopted public participation procedures to foster more public input during the planning process.

- Conducted issue identification activities such a visioning survey, a nominal group discussion, a economic development SWOT analysis, two public open houses, an intergovernmental cooperation meeting, and a 30 day public review period to identify current and future issues and concerns relative to land use and development in the city and the planning area.

Second Phase: Inventory and Interpretation.

- Collected data on existing conditions.
- Analyzed data to identify existing and potential problem areas.
- Developed an overall vision statement along with the plan's goals, objectives, policies and programs by using results from the various issue identification workshops and background data.

Third Phase: Development of the General Plan Design (Future Land Use Plan).

- Utilized the first two stages to create a recommended land use plan to guide future growth, development and conservation within the city and extraterritorial boundary over the next 20 years.
- The preliminary General Plan Design was presented to the citizens of the city as well as nearby municipalities, county and state departments, and various organizations for their review and comment. The comments were considered for inclusion in the final General Plan Design Map and text.

Fourth Phase: Identify tools necessary for implementation of the plan.

- Reviewed and summarized implementation tools such as zoning ordinances and an official map.
- Established an action plan to ensure there are steps taken to achieve the intent of the plan.

PUBLIC PARTICIPATION

A major step of the comprehensive planning process is the inclusion of public participation. In accordance with Wisconsin State Statute 66.1001(4), which defines "Procedures for Adopting Comprehensive Plans", written public participation procedures were adopted by the City of Oconto Council in December 2005. A copy of these written procedures is included as Appendix A of this plan.

Public meetings were held to review background data, plan elements, and the General Plan Design. Two "Open Houses" were also held to present background information and plan recommendations to the public. From these meetings, the city's Plan Commission, and interested citizens prepared the *City of Oconto 20-Year Comprehensive Plan*.

Visioning Exercise

A community-wide visioning exercise was conducted in January 2005 to determine what the public's image of the City of Oconto would like looking in the future. The visioning process provided a foundation for the development of the goals, objectives, policies, and programs and other elements of the comprehensive plan. The complete results of the visioning exercise can be found in Appendix B. The city's Plan Commission crafted the following vision statement during the planning process using feedback from the public.

City of Oconto 20-Year Vision Statement

"The City of Oconto is conveniently located for individuals seeking a community that is filled with history, recreation, and scenic beauty in which to live, work, or visit. Through the strong, long-lasting partnerships formed by public and private entities, a positive and progressive environment has been maintained to support the varying needs of successful businesses and involved residents. A beautiful and vibrant downtown business district anchors a well-balanced economic base that sustains this growing city and its wonderful "History on the Bay" contributions."

Nominal Group Exercise

In April 2006, the City of Oconto's Plan Commission members participated in a nominal group exercise. The purpose of this brainstorming session was to produce a list of issues and concerns regarding future development in the city and its planning area.

This list was then used as a basis in drafting goals and objectives for the city's comprehensive plan. The following are the top issues and concerns facing the city according to the Plan Commission members. A description of the nominal group process and the entire list of results can be found as Appendix C.

TOP 5 ISSUES

1. River front development downtown

2. Recreate "Business 41" after by-pass completion

3. Continue with Main Street "streetscape"

Tie 4. More commercial development

Tie 4. Continued focus on use of harbor, waterways

Tie 6. Create additional recreation space along river

Tie 6. Industry to support city growth and long range plans

Open House Comments

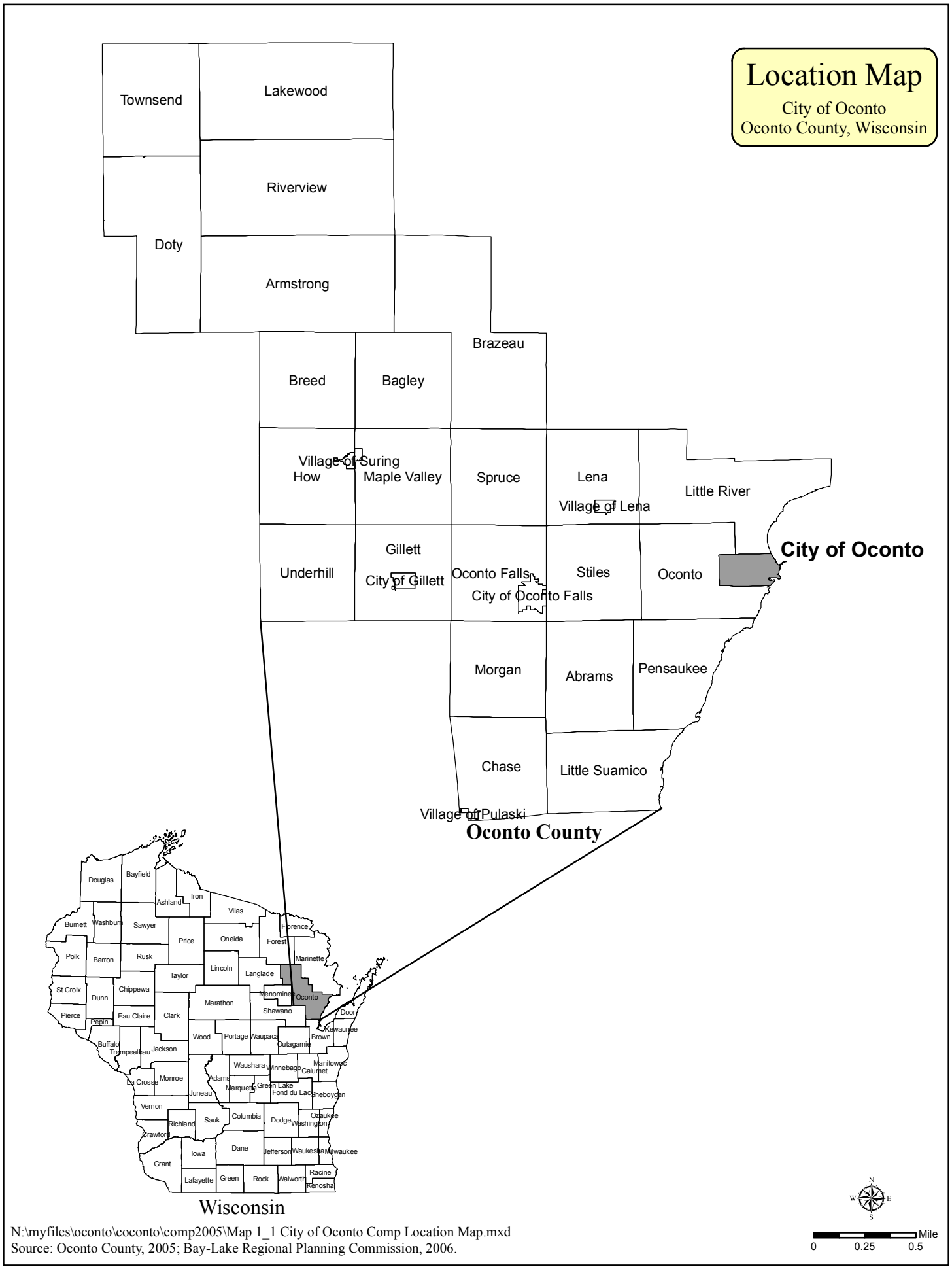
Two open houses were held during the planning process. The first was held at the planning mid-point on June 13, 2006 at city hall. Various informational pieces were available for the public to review. Citizens attending the open house were encouraged to ask questions and provide written comments on the displays and the overall planning process.

The second open house was held on April 10, 2007 at city hall. This second open house was held at the conclusion of the planning process. This scheduled event allowed the residents and other interested persons the opportunity to review the completed draft plan and give input as to its contents and scope. The comments from both open houses can be found in Appendix D.

SUMMARY OF DEVELOPMENT GOALS

During the planning process, eleven goals were developed that illustrate how the City of Oconto will approach overall growth and development within its municipal boundaries and planning area over the next 20 years. These goals are also listed by topic with applicable objectives, policies, and programs in Chapter 3 of this document. By achieving these more defined policies and programs, the City of Oconto will be able to systematically work toward implementation of this Comprehensive Plan over the next 20 years.

1. To ensure the land within the City of Oconto and its planning area is developed/preserved according to the recommendations and goals of the Comprehensive Plan and will follow the land use patterns shown in the General Plan Design (Chapter 2 of this document).
2. To utilize the *City of Oconto 20-Year Comprehensive Plan* as a guide for local officials when making land use decisions to help achieve the city's long-range vision.
3. To manage a healthy natural environment through the preservation and protection of key natural resources within the city and its planning area.
4. To support the preservation of farmland within the city and its planning area until it is considered for other uses.
5. To maintain the city's historic and cultural resources for future generations.
6. To provide an adequate housing supply that meets existing and forecasted housing demand for the City of Oconto.
7. To provide an environment conducive for sustainable economic development.
8. To advocate for safe and efficient transportation systems for all modes of transportation in and around the city.
9. To provide quality community services to all City of Oconto residents and businesses.
10. To offer a wide range of park and recreational activities for all residents and visitors to the City of Oconto.
11. To coordinate with the adjacent towns of Oconto and Little River, Oconto County and other stakeholders on planning projects.

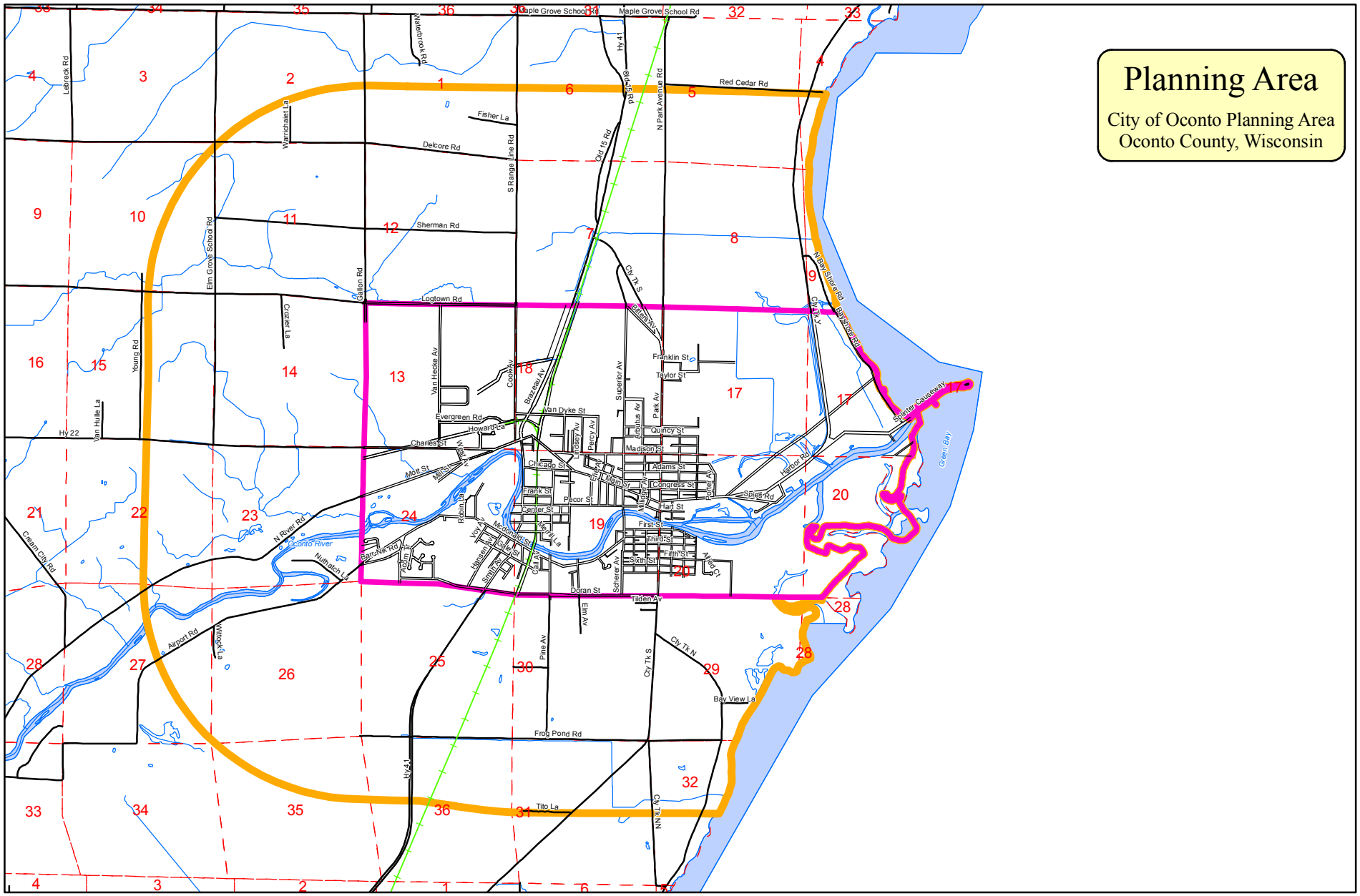


N:\myfiles\oconto\coconto\comp2005\Map 1_1 City of Oconto Comp Location Map.mxd
Source: Oconto County, 2005; Bay-Lake Regional Planning Commission, 2006.

Map 1.2

Planning Area

City of Oconto Planning Area
Oconto County, Wisconsin



1.5 Mile Extraterritorial Boundary

City of Oconto Boundary

Road Centerline

Railroad

Surface Water

Section

N W E S

0 0.25 0.5 1 Mile

Source: WDNR, 2005; WisDOT, 2006; City of Oconto, 2006;
Oconto County, 2005; USDA, 2005;
Bay-Lake Regional Planning Commission, 2007.

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Chapter 2 - FUTURE LAND USE PLAN

INTRODUCTION

This chapter discusses the 20-Year General Plan Design for the City of Oconto. Over a 15 month period, the Plan Commission reviewed and analyzed background data and evaluated future growth options for the city. The background data provided in Volume II (Community Resources) was referenced during the preparation of the city's General Plan Design. From these meetings and presentations to the public, the City of Oconto 20-Year General Plan Design was drafted and approved. A current land use inventory coupled with comprehensive development strategies and implementation tools such as zoning ordinances will assist in achieving the city's 20-General Plan Design.

The General Plan Design (Map 2.1) reflects the type, location, and density of specific future land uses and is the focal point for discussion within this chapter.

STATE PLANNING GOALS

The individual elements of the Comprehensive Planning legislation, as outlined in Wisconsin State Statute 66.100 (2), contain 14 separate goals to be addressed during the planning process. These basic planning criteria were developed to ensure local officials are developing a plan that accounts for each component of their community.

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
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 archaeological 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.

LAND USE ISSUES AND CONFLICTS

During the many steps in the preparation of the city's Comprehensive Plan, several land use issues were identified and discussed. The primary goal of the comprehensive planning process is to identify land use issues and conflicts and opportunities for resolutions as stated during the Intergovernmental Cooperation Workshop. Noted below are some of the common themes expressed during the planning process. They should be addressed during implementation of the Comprehensive Plan through completion of the development strategies or utilization of zoning ordinances.

- Review zoning map to see how it compares to current land uses.
- Allocate sufficient land for construction of housing for all age groups and persons with disabilities.
- Allocate sufficient land for commercial and industrial development in areas that have good access to roads and rail.
- Expansion and improvement of existing of parks and recreation areas to better serve the needs of residents and visitors.
- Preservation and enhancement of the Lake Michigan shoreline, parks, conservancies, open spaces, creeks, and rivers.
- Cooperation with the towns of Oconto and Little River regarding development patterns within the city's extraterritorial boundary.
- Create a land use pattern that stabilizes and protects existing and potential property values.
- Monitor incompatibilities between farm and non-farm development as development pressures increase.

ANTICIPATED LAND USE TRENDS

During the planning process, several existing land use and demographic trends are expected to continue throughout the 20 year planning period. These trends were taken into consideration while preparing the city's development strategies.

- The ratio of persons per household will decrease resulting in greater amount of acreage to accommodate future residential growth.
- Higher density development including affordable housing will be located in designated areas with easy access to community services.
- New residential areas within the south central part of the city will continue to develop at lower densities.
- The city's many natural features will continue to be preserved by following the adopted ordinances.

- The city's designated business area along STH 22 and USH 41 will continue to be the focus of multi-purpose business development.
- The city's downtown area will boast a variety of retail, professional services, and general purpose shopping.
- The city will continue to preserve and promote its historical buildings and sites.
- Non-motorized trails will continue to be improved and extended throughout the planning area.
- There will continue to be a growing demand for public services as the median population age increases.
- Agricultural lands will be continued to be preserved to the greatest extent possible.
- City officials will work with leaders of neighboring municipalities to conduct cooperative planning efforts ensuring efficient and cost-effective development patterns that will result in fewer land use conflicts.
- The city's ideal location will invite both population growth and business development.

DEVELOPMENT CONSIDERATIONS

Due to the fact the City of Oconto is bisected by USH 41, situated between two larger metropolitan areas, home to some of the area's largest employers, and nestled on the shores of Lake Michigan, it will mostly likely enjoy both a healthy growth in population and an increase in business activity during the next 20 years. City officials will need to keep in mind some the inventory and trends highlighted in Chapter 4 as they continue to plan for Oconto and its planning area over the next 20 years. The General Plan Design incorporates these future demographic projects and defined natural areas for the city and planning area. Some of the more detailed development strategies defined in Chapter 3 are restated below because of their importance to the city's basic development components. Business and residential developers should be made aware of the long range development plans of the city to limit the number of potential land use conflicts and to protect land values. In addition, city officials should be working with the neighboring towns of Little River and Oconto to avert potential future land use conflicts along the city's boarder and in the environmentally sensitive areas where their disturbance could have adverse impacts on the area.

- Being located on the shores of Lake Michigan and divided by the Oconto River, it is essential that the environment is protected from any negative impacts that may be associated with increased development. The development and maintenance of a stormwater management plan would aid in protecting the city's water resources along with its drinking water.
- Environmental features should be utilized for potential parks and open space, or preserved for important ecological and environmental functions such as stormwater retention, groundwater filtration, flood control, and to maintain wildlife habitat.
- In an effort to make the Lake Michigan shoreline more attractive for residents and visitors, the city should support studies and efforts to determine origins of contaminants and economical ways of clean-up of these pollutants.

- Orderly and efficient development patterns will allow for more economical municipal sewer service to its residents and businesses in the more urbanizing areas of the planning area.
- Maintenance of an Official Map should ensure street designs and layouts that are compatible with the development goals for the towns of Oconto and Little River.
- Alternate methods of transportation should be consistently evaluated to determine need and their possible positive influence on the environment.
- Any business and residential sites that are beyond renovation should be redeveloped in a way that maintains the city's overall character including scale and architectural styles.
- Continue to work with Wisconsin DNR staff on a plan for the redevelopment of existing contaminated sites such as the Bond Pickle parcel.
- Maintain a detailed waterfront development plan that will recommend new development and redevelopment, along with enhancement of existing land uses.
- Utilize the natural areas within the city for potential recreational uses and uses that are more productive from an economic standpoint, while maintaining their natural beauty and function.

Land Supply and Value

Amount and Demand

The amount of land available for development within the city and the planning area is determined by calculating areas already developed and lands considered not developable based on natural features or other criteria. Based on these factors, approximately 6,166 acres, or 15 percent of the planning area and 388 acres, or nine percent of city's vacant land is considered buildable.

- General residential trends have seen more single-family development on larger lots sizes resulting in the need for more land. More residential growth along its municipal borders has been seen along its borders with the towns of Oconto and Little River than in other parts of the city. Land is available within the city limits for continued growth of single family development and multiple family facilities.
- The area along STH 22 and USH 41 is experiencing steady commercial growth due to the ease of access and visibility for motorists. Since there is little land available for industrial development, the city will need to work with the Town of Oconto on the development of a business/industrial park on the northwest corner of the city once the bypass is completed.
- While the land along the Lake Michigan shoreline and Oconto River is largely developed, any redevelopment or infill should be comprised of land uses that fit with the character of the surrounding area.
- Working with the neighboring incorporated communities through some joint planning activities will help ensure orderly development patterns as the city expands and land uses continue to change along its borders.

Refer to the General Plan Design portion of this chapter, in addition to the General Plan Design (Map 2.1) to identify which areas of the City of Oconto are designated for future development/preservation.

Price

The price of developable lands may vary depending on the surrounding land uses, location, access, services, along with other subjective factors. Land prices in the planning area and city will tend to climb as the area continues to develop because of its ideal location. City officials should continue to monitor residential, commercial, industrial and other land prices within and adjacent to the city by maintaining contact with local realtors and developers.

DESIGN YEAR LAND USE PROJECTIONS

Five Year Incremental Land Use Projections

Wisconsin Statute 66.1001(2)h requires Comprehensive Plans to include projections in five-year increments for future residential, commercial, industrial, and agricultural land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based over the 20-year planning period. Table 2.1 illustrates the potential amount of acreage needed for future development for the City of Oconto through 2025 based on the WDOA population projections.

Residential Projections

Table 2.1 illustrates the potential amount of acreage needed for future development within the City of Oconto through 2025 based on the WDOA population projections.

It is projected by 2025; the city will need to allocate an additional 121 net acres of land for residential development. This figure was derived using the following methodology:

- the projected housing needs based on the Bay-Lake Regional Planning Commission's Linear Trend projection indicates the city will add 188 new homes by 2025;
- new housing units will be built on a 1/3 acre average parcel; and
- a multiplication factor ranging from 1.25 to 2.5 to allow for market flexibility.

Note: The projections are for single family homes and do not account for multiple family and apartment complexes which have greater residential densities.

Commercial Projections

It is projected by 2025; the city will need to allocate an additional 18 net acres of land for commercial land use. To calculate the commercial land use projection, the Bay-Lake Regional Planning Commission compared the current ratio of residential acreage to commercial acreage as shown on the 2006 land use inventory. This ratio was approximately 6.8 acres of residential land use to one acre of commercial land use.

Industrial Projections

It is projected by 2025; the city will need to allocate an additional 16 net acres of land for industrial land use. The acreage projection was calculated in the same manner as the commercial lands by using the current ratio of residential acreage to industrial land use as provided on the 2006 land use inventory. This ratio was approximately 7.5 acres of industrial land use to one acre of commercial land use.

Table 2.1: Five-Year Incremental Land Use Projections, 2005-2025, City of Oconto

	Residential*		Commercial*		Industrial*	
Year	Acres	Total	Acres	Total	Acres	Total
2005	12.1		1.8		1.60	
2010	14.0	26.1	2.1	3.9	1.90	3.5
2015	25.7	51.8	3.8	7.7	3.4	6.9
2020	28.7	80.5	4.2	11.9	3.8	10.7
2025	40.5	121.0	6.0	17.9	5.4	16.1

Source: Bay-Lake Regional Planning Commission, 2006.

*This is a net total for each land use category.

There are several factors that must be taken into consideration when calculating future land use by use.

- It is **not** the intent of the plan to see an entire area within a land use classification develop. Other specified uses shall be allowed if consistent with the type, location, and density of the development within that area.
- Environmental features located within these land uses will prohibit or hinder development.
- Within developing areas portions of the city, some land must be allocated for future roads, recreation areas, etc. that comprise a certain percentage of the area. The percentage used for these calculations is 25 percent.

When the above factors are taken into consideration, the City of Oconto will need to allocated approximately 161 gross acres of residential development, 23 gross acres for commercial development, and 20 gross acres for industrial development in order to properly allocate the net acres for each of these three land uses.

Agricultural Projections

According to the 2005 Land Use Inventory, some 388 acres of agriculture land exist within the City of Oconto's municipal limits with a total of 6,166 acres located within the 1.5 mile extraterritorial planning area. As shown on Table 5.1 in Chapter 5, Oconto County has lost 1,556 acres of agriculture land to other uses from 2000 to 2004. In addition, the value per acre of agriculture land being diverted to other uses has steadily increased during this four-year period of time from $2,233 in 2001 to $2,692 in 2004. With its prime location, the city and the planning area will experience its share of agriculture land being diverted to other uses during the next 20 years but at what rate is not readily known.

The cost of developing productive agricultural lands needs to be the considered due to the fact agriculture lands provide revenues to local governments and require very few services. As shown above in Table 2.1, Oconto is predicted to develop modestly over the next 20 years. The city is projected to need 161 acres for new residential development, 23 acres for expanded commercial development and 20 more acres for industrial development by 2025. Designating areas for infill or concentrated development within the city limits or adjacent to city borders will not only help keep the cost of services down, but it will also help preserve the valuable farmlands and rural landscape that are now prevalent.

GENERAL PLAN DESIGN LAND USE CLASSIFICATIONS

The following land use classifications were outlined in the city's 2001 Land Use Plan and were also used in the preparation of the 20-Year General Plan Design. The City of Oconto's future land use classifications are:

- Residential
- Commercial
- Industrial/Business
- Governmental/Institutional/Utilities
- Water Features
- Agriculture/Open Space
- Transportation
- Park and Recreation

Residential

This land use category allows for a variety of residential types and densities within the city where the infrastructure can support the additional traffic, utilities are available, and natural areas are not compromised.

Recommendations:

1. **Existing residential neighborhoods will remain** during the 20 year planning period with the possibility of infill developments and rehabilitation or redevelopment of existing structures whenever possible that promote the same housing types and densities.
2. **The visual character** of residences along the shoreline involves maintaining the views shared by residents and visitors; integrating the natural landscape; varying the lot sizes to take advantage of values; and ensuring there are appropriate shoreland set backs.
3. **New residential development within existing neighborhoods should follow the city's current zoning standards**. Future developments should correspond to surrounding land uses according to scale and density, especially on a variety of infill lots.
4. **New development should correspond with the existing neighborhood residential types** to avoid incompatibilities, compromising of the area's visual appearance, and set uniform design standards for use and appearance of the neighborhood. Duplexes and single-family homes could share the same neighborhood. This is done through careful planning and design resulting in higher densities without any noticeable change in the neighborhood character.
5. **Houses should be located in areas to minimize parceling** of fields, woodlands, pastures, or farmland. Grouping houses together in ways that create large, clear naturally landscaped areas between those clusters. These clusters will be overshadowed by the natural features of the landscape.
6. **The construction of multi-family housing should be permitted** in the appropriate sections of the city where similar medium and high density residential structures already exist.

7. **The inclusion of shared open spaces and natural features** to be used for either passive or active recreational activities.
8. **Maintain a transportation network** that includes walking and biking trails; allows for minimal parking when need for public access to park area; and incorporates the aesthetic character of the shoreline.
9. **Future residential developments shall be sensitive to natural features** by preserving wildlife habitat, conforming to set back requirements, incorporating natural features into the landscape, and planting trees along streets to maintain road edges and control erosion run off.
10. **Land owners will be responsible for maintaining their property** through deed restrictions, covenants, and easements that guarantee land control and management of natural areas.

Commercial

This land use category primarily contains areas located along STH 22, business 41, and downtown. However, commercial activities may be located in residential areas where compatible.

Recommendations:

1. **The visual character** of this district will be an important component in maintaining symmetry, safety, and traffic flow along this primary route in and through the city.
2. **Provide an adequate framework for future expansion** of highway orientated commercial development through clustering and coordinated growth with the neighboring towns.
3. **The preservation of the environment and landscape** is important to improve the area's visual appearance; decrease run off due to an increase of impervious services; provide natural buffers between buildings; and retain natural features such as clusters of older vegetation and trees.
4. **Create a strong visual image** with the front façades facing public spaces or streets and by maintaining a distinctive architectural style through the use of size, materials, colors, texture, and composition.
5. **Home-based businesses are envisioned to remain** a viable alternative to traditional employment practices. The city will need to ensure home-based businesses do not outgrow their current location or become nuisances to adjoining property owners.
6. **Traffic and circulation** must be a priority for these high volume areas. Proper and uniform signage; street linkages; accessible and identifiable parking areas; and appropriate visual screening methods will offer residents and visitors a safe passage in and out of the city.
7. **The mix of land uses will encourage a variety of activities and uses.** The area should invite outdoor activities and pedestrian uses such as outdoor eating, multi-model transportation options; and community gathering places.

Industrial

This land use will contain businesses involved with the manufacturing of a product. Suitable businesses in these areas whose principal operation is manufacturing, fabricating, processing, assembly, repairing, storing, cleaning, or testing of materials, goods, or products. The city identified the abandoned Bond Pickle Factory as an industrial redevelopment area and a large site located west of the proposed USH 41bypass and north of STH 22 as its industrial areas.

Recommendations:

1. **The visual character** of this district will be an important component in maintaining symmetry, safety, and traffic flow along this primary route in and through the city.
2. **New industries are encouraged to utilize vacated structures, whenever possible.** The city should have discussions with potential industries regarding the possible use of existing vacant structures, rather than constructing new industrial facilities.
3. **Appearance of industrial areas.** It is important for the city to control the design of industrial uses in order to maintain/enhance the aesthetics of the city. It is recommended that the city develop a set of standards for industries regarding landscaping, building design, lighting, parking, etc.
4. **Redevelopment of existing industrial sites.** Conduct an assessment and cleanup of environmentally contaminated sites in the city and utilize the areas for more productive uses.
5. **Preservation of the environment and landscape** is important to improve the area's visual appearance; decrease run off due to an increase of impervious services; provide natural buffers between buildings; and retain natural features such as clusters of older vegetation and trees.
6. **Industries should be sensitive to the environment** and not become detrimental to the surrounding area by reason of dust, smoke, odor, degradation of groundwater, or other nuisance factors.
7. **Traffic and circulation** must be a priority for these high volume areas. Proper and uniform signage; street linkages; accessible and identifiable parking lots; and appropriate visual screening methods will offer residents and visitors safe transportation routes in and through the city.

Governmental/Institutional/Utilities

This land use identifies government buildings, emergency/police facilities, religious facilities, etc. located in the City of Oconto.

Recommendations:

1. **Continue to monitor services provided to residents and businesses.** As development pressures grow, the city will continue to monitor the capacities of the existing services (e.g., healthcare, emergency, waste disposal, etc.) to ensure that the services provided are effective and efficient.
2. **Maintenance of the existing governmental/institutional facilities** to maintain their safety, functionality, visual appearance, and stature.

3. **Continue to examine the possibility of establishing a visitor/culture center** along the harbor or at an interchange for the new USH 41.
4. **Maintain involvement in the long-range plans of the Oconto School District** as it plans for future projects such as new facilities, improvements to existing structures, curriculum changes, etc.
5. **Address telecommunication towers and antennas.** Recommend alternate structures (e.g. water tower) and joint use of new and existing towers rather than developing new towers in the city.
6. **Explore renewable energy options where feasible** as more homeowners are utilizing individual renewable energy systems for the power. Determine any possible impacts prior to allowing individual systems.
7. **Explore options for services** such as recycling and disposal of solid waste, which could be more cost effective and efficient.

Agriculture/Open Space

The city's planning area contains large amounts of prime agriculture land and open space. There are measures to preserve it. When it is appropriate for existing agriculture land and open space to be developed, it should be at a density compatible with surrounding land uses.

Recommendations:

1. **Existing farmland is this district will include mainly farming and farm-related activities.**
2. **Minimize the disruption to existing hedgerows and woodland** by locating homes in groups of 4 or 5 with areas of 8 units where they are not prominently featured on ridges and hilltops and have open spaces and natural features around them. This also maintains a large area of land for farming purposes.
3. **Maintain the existing rural character of homesteads** when building new structures or remodeling existing structures.
4. **Review proposed subdivisions planned for areas surrounding the city**. Through use of the city's extraterritorial plat review rights, the city should review proposed subdivisions planned for the extraterritorial area in order to ensure there is orderly growth patterns along its municipal borders..
5. **Preserve the natural environment and landscape** through the protection of prime agriculture land, hedgerows and woodlands, environmental corridors, and the integration of plants and landscaping in areas that will maintain the rural character.
6. **Create a transportation system that is safe for residents and visitors to the area** by limiting access drives on public roads, utilizing existing roads and drives to fields and homes, and effectively planning for future roads based on traffic and natural features.
7. **Limit the development to farming and farm related activities, residential, and home-based businesses** that do not significantly affect the homesite or surrounding character.
8. **Advocate that agricultural lands are under adequate farming practices.** It is important for these lands to continue to be under the best management practices for

agricultural activities. Inappropriate agricultural practices can have a significant adverse impact on the quality of surface and groundwater.

Park and Recreation

This district is incorporated to promote the existing recreational facilities, trails, parks and open spaces within the entire planning area. In addition, officials need to ensure existing and future neighborhoods within the city are served with adequate park facilities, ranging from passive to active recreation.

Recommendations:

1. **Review recommendations provided by the city in the county's existing Comprehensive Outdoor Recreation Plan.** Utilize the county's outdoor recreation plan as a means to maintain, update, expand, and create recreational facilities within the city.
2. **Continue upgrading park and recreation facilities** to meet the needs of citizens with special needs along with providing opportunities for all ages of the population. Ensure that the recreational facilities are properly maintained and are compliant with the Americans with Disabilities Act (ADA) safety regulations.
3. **Review the plans for future residential developments** in order to determine the need for additional recreational facilities.
4. **Work with the Oconto School District** on their future development plans for park facilities and the option of sharing facilities for non-school related events.
5. **Continue to utilize natural areas and environmental corridors as recreational sites.** This will help preserve the many natural features located within the planning area, maintain wildlife habitat, and provide for possible linkages to trails.
6. **Explore possible funding resources for park upgrades or future recreation development** to include public and private donations for funding recreational facilities. The city is encouraged to contact agencies (e.g., WDNR, Coastal Management, Bay-Lake RPC, etc.) and apply for grant funding to further enhance the quality of the beach area and other recreational resources.
7. **Continue to promote the city's marine-related facilities and the recreation/sport activities** associated with Lake Michigan and the Oconto River.
8. **Continue to maintain public access to Lake Michigan.**

Environmental Corridors/Natural Areas

The preservation and protection of natural areas within the City of Oconto and its planning area will become increasingly important as population and development pressures increase. Many natural features enhance the appearance of the city; are unsuitable for development; and have characteristics critical to the environmental enhancement, ecological stability and water quality of the area.

Recommendations:

1. **Environmental corridors within the city and its 1.5 mile planning area should remain in their natural state** or be minimally modified for possible recreational uses. The environmental corridors are represented by four elements including; (1) 100-year floodplains as defined by the Federal Emergency Management Agency (FEMA), (2)

DNR wetlands, (3) steep slopes of 12 percent or greater, (4) and water setback requirements for buildings along navigable waterways. These elements provide limitations to development and are generally regulated by either the federal, state, or county government. Together, these elements represent the portions of the city and surrounding area that are most sensitive to development. The corridors are an overlay to the recommended General Plan Design (Map 2.1) and should be utilized as a reference.

2. **Direct development away from environmental corridors as much as possible** or have them sensitively designed within development to help minimize the negative effects on water resources, wildlife habitats and the overall character of the city.
3. **Future development should maintain the woodlands and green space areas**. Lands adjacent to woodlands may be developed at the same or at higher densities by utilizing unique development options such as conservation designs or clustering.
4. **Encourage the replacement of woodlands (reforestation).** Efforts to replenish the woodlands that are removed would be beneficial to the natural makeup of the area. Benefits include maintaining/improving wildlife habitat and recreation opportunities, restoration of clean water resources, erosion prevention, etc.
5. **Develop and maintain a stormwater management plan.** In an effort to protect the water supply, the city should promote best management practices such as promoting detention/retention ponds, establishing erosion controls, preserving vegetative cover, etc.
6. **Assist in efforts to improve the quality of beaches**. Cooperate with government agencies, surrounding communities, etc. to promote efforts to remedy beach closings.

Transportation

This land use identifies the network of town roads, county and state highways, and USH 41 while proposing methods to maintain and improve the area's transportation facilities to include the airport.

Recommendations:

1. **Update the city's "Official Map"** to delineate future road extensions. The Official Map should be consulted when the City Plan Commission and City Council reviews development requests to ensure that all new developments conform to it.
2. **Continue to work with officials of the neighboring communities on new developments** taking place within the planning area to ensure proper infrastructure is in place and design standards are being implemented.
3. Maintain communication with the county and Town of Oconto on **future expansion and improvement plans for the local airport.**
4. **Ensure minimum transportation standards are met for new developments.** This is especially important along the major roadways.
5. **Address the pedestrian and bicycle safety issues** as the demand and need for non-motorized trails increase with new developments and rising fuel costs**.**
6. **Explore traffic calming techniques** at high traffic intersections such as roundabouts.

7. **Support a Park and Ride Lot adjacent to the USH 41 bypass** to accommodate residents employed in Green Bay and the Fox River Valley and the cities of Marinette and Menominee.
8. **Maintain the sidewalks throughout the city** to help ensure efficient and safe pedestrian movement.
9. **Encourage both pedestrian and vehicular movement** throughout the downtown area.
10. **Address any potential parking issues within the city.**
11. **Continue to utilize the PASER pavement rating system**. The information derived from the PASER survey is used to assess the overall condition of road pavements and to determine the city's priority road maintenance, restoration and construction needs.

"SMART GROWTH AREAS"

According to Wisconsin State Statute 16.965, a "smart growth area" is "an area that will enable the development and redevelopment of lands with existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which have relatively low utility and municipal and state governmental costs." The City of Oconto "smart growth areas" consist of the following:

1. There are vacant parcels throughout the city for potential infill residential, commercial, and industrial development.
2. New development contiguous with current city growth especially in the south central part of the city and along the proposed USH 41 bypass should be promoted. These more orderly development patterns within existing and proposed neighborhoods would allow for more efficient delivery of services.
3. There are existing structures and sites within the city that are underutilized due to possible contamination or prolonged vacancy. The Bond Pickle site, structures within the city center, and land adjacent to Lake Michigan and the river can be made more productive and enhance the aesthetics of these areas through rehabilitation and/or redevelopment
4. Areas along both the east and west sides of USH 41 will be attractive locations for future business development. It is anticipated the east side of the interstate will develop first due to the availability of municipal services and the existence of some traveler based businesses.

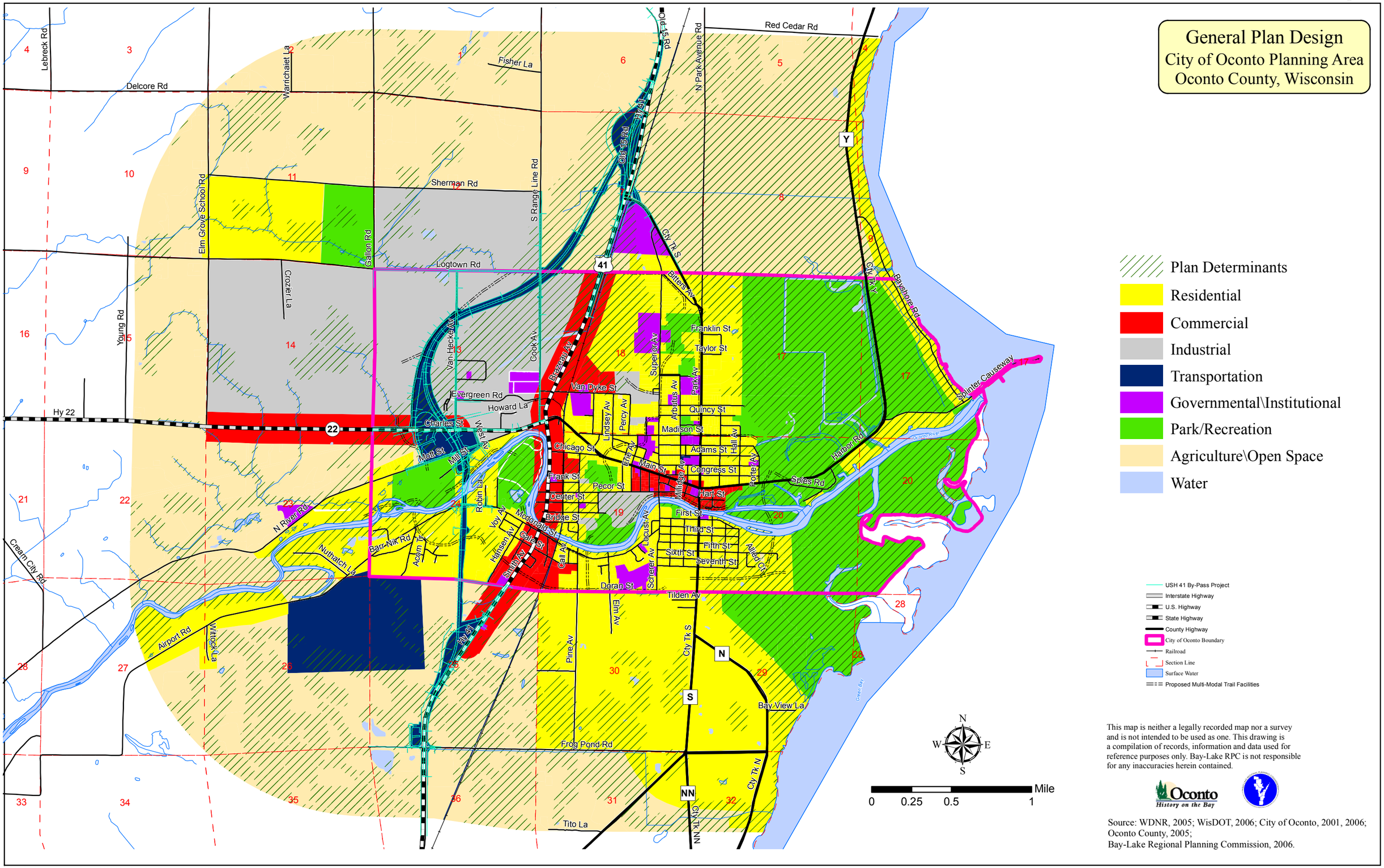
GENERAL PLAN DESIGN MAP

Table 2.2 contains a summary of projected acreages by land use for the year 2025. These land uses have been transcribed onto the City of Oconto 20-Year General Plan Design (Map 2.1). It is important to note that the 2025 acres are by general location and not by individual land uses or parcels. Also note that Map 2.1 illustrates how the city envisions itself growing beyond the existing corporate limits and into the city's 1.5 mile extraterritorial planning area. This does result in larger acreage calculations than the acreage totals found in the 2005 land use inventory for the city as described in Chapter 11.

Table 2.2: 2025 General Plan Design Acreage, City of Oconto

General Plan Design Category	2025 Acres
Residential	3,038
Commercial	506
Industrial	1,574
Governmental/Institutional/Utilities	177
Agricultural/Open Space	5,795
Parks and Recreation	1,736
Transportation	1,086
Water Features	314
Totals	14,226

Source: Bay-Lake Regional Planning Commission, 2007.



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Chapter 3 - IMPLEMENTATION

INTRODUCTION

This chapter outlines a number of steps necessary to implement the *City of Oconto 20-Year Comprehensive Plan*. A process for amending/updating the Comprehensive Plan and a mechanism used to measure the progress toward achieving the goals described in the plan are also provided.

RESPONSIBILITIES OF LOCAL OFFICIALS

The City Plan Commission, through the direction of the City Council, has the primary responsibility to implement the Comprehensive Plan and to ensure all supporting ordinances are consistent with the plan per Wisconsin State Statute § 66.1001 (3).

The City Council, members of the Plan Commission, and City Administrator need to be familiar with the maps, text, vision statement, and future development strategies (i.e. goals, objectives, policies, and programs) found within the plan. The Comprehensive Plan should provide much of the rationale city officials need in making future land use decisions. When reviewing any petition or when amending any of the city land use controls, the Comprehensive Plan shall be reviewed and a recommendation derived through consultation of its identified strategies, vision statement, and General Plan Design. If a decision needs to be made that is inconsistent with the Comprehensive Plan, the plan must be amended to reflect this change in policy before it can take effect.

INTERNAL CONSISTENCY

This plan was created in a manner to promote consistency between all the elements and their respective development strategies. It is important city officials and Plan Commission members periodically review the plan elements and development strategies for applicability and consistency. These reviews will also ensure the plan contains the most current information available in which to make land use decisions. In addition, city ordinances and regulations as outlined below need to be periodically reviewed for consistency with the *City of Oconto 20-Year Comprehensive Plan*.

PROCESS FOR UPDATING THE COMPREHENSIVE PLAN

The Plan Commission is the lead entity in amending/updating the *City of Oconto 20-Year Comprehensive Plan.* Any changes to the originally adopted plan should following § 66.1001 (4)(b) and the procedures for fostering public participation approved in November 2005. An annual review of the vision statement and future development strategies is recommended to keep them current. The Plan Commission needs to ensure the comprehensive plan is reviewed at least every five years and updated at least once every 10 years per § 66.1001 (2) (i) in accordance with a schedule similar to the one outlined in the following table..

Plan Review Timeline										
Plan Components	**Year 1**	**Year 2**	**Year 3**	**Year 4**	**Year 5**	**Year 6**	**Year 7**	**Year 8**	**Year 9**	**Year 10**
Goals, Objectives, Policies & Vision Statement	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals	Review & Update Plan Goals
Natural Features					Inventory & Evaluate					Inventory, Evaluate & Update Recommendations
Population & Housing					Evaluate Against WDOA Estimates					Update
Growth Forecasts					Evaluate					Evaluate & Update
Economic Dev.					Evaluate					Update
Transportation					Inventory & Evaluate					Inventory, Evaluate & Update Recommendations
Utilities & Community Facilities					Inventory & Evaluate					Inventory, Evaluate & Update Recommendations
Intergovernmental Cooperation		Evaluate Shared Goals				Evaluate Shared Goals				Evaluate Shared Goals
Land Use					Inventory & Evaluate					Inventory, Evaluate & Update Recommendations

Source: Bay-Lake Regional Planning Commission, 2006.

IMPLEMENTATION AND LAND USE CONTROLS

There are several land use control tools the city can utilize to implement this Comprehensive Plan such as general zoning, official mapping, shoreland zoning, and land division ordinances. As stated in Chapter 1, these particular land use controls need to be consistent with the adopted Comprehensive Plan. Wisconsin State Statute 66.1001 states: "Beginning on January 1, 2010, if a local governmental unit engages in any of the following actions, those actions shall be consistent with that local governmental unit's Comprehensive Plan:

(a) Official mapping established or amended under §62.23 (6).

(b) Local subdivision regulation under §236.45 or 236.46.

(c) County zoning ordinances enacted or amended under §59.69.

(d) City or village zoning ordinances enacted or amended under §62.23 (7).

(e) Town zoning ordinances enacted or amended under §60.61 or 60.62.

(f) Zoning of shorelands or wetlands in shorelands under §59.692, 61.351 or 62.231.

Official Mapping

Under §62.23(6), the City Council/Village Board/Town Board (under village powers) "…may by ordinance or resolution adopt an official map showing the streets, highways, parkways, parks and playgrounds laid out, adopted and established by law." Once an area is identified on an official map, no building permit may be issued for that site, unless the map is amended.

The official map serves several important functions:

1. It helps assure a lower vacant land price when the city/village/town acquires lands for streets, etc.
2. It establishes future streets that developers must adhere to unless the map is amended.
3. It makes potential buyers aware the land has been designated for public use.

The city should review its official map to ensure consistency with the Comprehensive Plan. This assures any new roads provide connectivity and that recreation areas are identified for future development. A recommended technique for consistency with road alignments is to require area development plans prior to the approval of certified survey maps or subdivision plats. The city should work cooperatively with the neighboring communities, when appropriate, on the approval of the plans. The area development plans could be incorporated as part of the city's official map for the specified area. Thus, developers would be required to prove to the city their proposals will result in planned, orderly growth and development.

Subdivision Ordinance

The City of Oconto's Subdivision Ordinance is contained in the Municipal Code as Title 14, Chapter 1. The purpose of this chapter is to promote the public health, safety and general welfare of the city. These regulations are designed to facilitate adequate provision for transportation, water, sewerage and other public service requirements. The regulations are made with reasonable consideration given to maintaining the character of the city through the preservation of buildings, providing the best possible environment for human habitation, and encouraging the most appropriate uses of land throughout the city.

According to § 236.45 (3), the City of Oconto may also use the Subdivision Ordinance to exercise its right to regulate the division or subdivision of land within its 1.5 mile extraterritorial area. In addition to the city's Zoning Code, its Subdivision Ordinance shall also be reviewed and updated to be made consistent with this Comprehensive Plan and any subsequent updates to this plan.

Zoning Code

The *City of Oconto Zoning Code* is designed to promote the health, safety, morals, prosperity, aesthetics, and general welfare of the city. Oconto's zoning code shall be reviewed and updated to be made consistent with this adopted comprehensive plan and any subsequent updates to this plan.

- The General Plan Design reflects desired future land use while the zoning map deals with present day. The Comprehensive Plan's preferred land uses in the General Plan Design need to be compared to the zoning map to determine compatibility and the need for re-zoning within various districts. The City Plan Commission and City Council will need to judge when re-zoning will occur because it is not the intent of the zoning map to become a direct reflection of the plan. There may be instances where current land use and planned use may conflict; however, it may not be necessary to immediately make a current non-conforming land use fit the preferred General Plan Design.

Floodplain Ordinance

The City of Oconto's Floodplain Ordinance is contained in the Municipal Code as Title 13, Chapter 2. The purpose of this chapter is to provide uniformity in the preparation, implementation, and administration of sound floodplain regulations for all floodplains within the city. The floodplain districts identified within this chapter are as follows:

1. Floodway District (FW) that contains of the channel of a river or stream and those portions of the floodplain adjoining the channel that are required to carry and discharge the regional flood waters;
2. The Flood Fringe District (FF) consisting of that portion of the floodplain between the flood limits and the floodway; and
3. The General Floodplain District (GFD) containing areas which have been or may hereafter be covered by flood waters during the regional flood. It encompasses the two districts listed above.

The city's Floodplain Ordinance should also be reviewed and updated as necessary to be made consistent with this Comprehensive Plan and any subsequent updates.

Shoreland-Wetland Ordinance

The City of Oconto's Shoreland-Wetland Ordinance is contained in the Municipal Code as Title 13, Chapter 3. This chapter was adopted to maintain safe and healthy conditions, to prevent and control water pollution, to protect fish spawning grounds, aquatic life, and wildlife habitation, to preserve shore cover and natural beauty, and to control development in wetlands whenever possible. If certain development is permitted in a wetland, it should occur in a manner which minimizes adverse impacts upon these environmentally sensitive areas.

The Shoreland-Wetland Zoning District includes all wetlands in the City of Oconto which are two (2) acres or more. These areas are shown on the final wetland inventory map that has been adopted as part of this chapter. The wetlands setback regulations are as follows:

1. Within one thousand (1,000) feet of the ordinary high-water mark of navigable lakes, ponds or flowages; and
2. Within three hundred (300) feet of the ordinary high-water mark of navigable rivers or streams, or to the landward side of the floodplain, whichever distance is greater.

The city's Shoreland-Wetland Ordinance should also be reviewed and updated to be made consistent with this Comprehensive Plan and any subsequent updates to this plan.

Other Ordinances/Regulations

Other tools to implement the Comprehensive Plan may include the development/support of additional city controls or Oconto County regulations such as:

- Erosion Control Ordinance
- Sign Regulations
- Existing Nonconforming Uses and Structures Ordinance
- Stormwater Management Ordinance
- Extraterritorial Plat Approval Ordinance
- Design Review Ordinances
- Building/Housing Codes

IMPLEMENTATION OF DEVELOPMENT STRATEGIES

The City of Oconto Plan Commission will be directly responsible for implementation of most of the development strategies (goals, objectives, policies, and programs) listed in this chapter. The City Council will be ultimately responsible for ensuring the plan is being implemented in a timely manner.

The Comprehensive Plan defines development strategies for each element. In total, there are eleven general goals that are supported by a detailed list of objectives, policies, and programs. Since many planning issues are interrelated (e.g., land use and transportation), the objectives, policies, and programs from one element may closely relate to those stated in other areas.

City officials should establish a general process and timetable for addressing the development strategies that will ultimately lead to implementing the Comprehensive Plan. The steps to address the development strategies should include the following:

1. To ensure the Comprehensive Plan remains current, review of the plan should be a standing agenda item for at least two Plan Commission meetings and a minimum of one Council meeting per year. The review of the Comprehensive Plan should also include assessment of the city's land use tools-ordinances and regulations previously listed in this chapter.
2. The Plan Commission and City Council should identify priority policies and programs that need to be addressed within the first 12-24 months. These priority strategies will lead to the implementation of additional policies and programs in subsequent years. Since the city has had a Comprehensive Plan in place for a number of years, many of the strategies will be to maintain or continue current practices.
3. City officials should identify key stakeholders and collaborators to assist in the implementation of the development strategies. A list of some of those entities is provided below.
4. The priority policies and programs should be separated based on topic such as housing, economic development, transportation, parks and recreation. The separation of policies and programs by topic will allow for the delegation of projects to other entities like the Industrial Development Corporation and local historical society.
5. The City of Oconto has many tools available for the implementation of the stated development strategies over the 20-year planning period. Within the appendices of this document, there are comprehensive lists of financial and technical resources to implement many of the strategies listed for the housing, economic development, and transportation elements of the plan.
6. The implementation schedule should be evaluated and revised on an annual basis. City officials will need to monitor the inventory and trends highlighted in Chapter 4 to ensure the development strategies address the changing conditions of the city and planning area.

List of Stakeholders

Bay-Lake Regional Planning Commission
Chamber of Commerce
Environmental Protection Agency
Local Historical Society
Industrial Development Corporation
Northwest Technical College
Neighboring Communities (towns of Oconto and Little River)
NEWCAP, Inc.
US Department of Agriculture, Natural Resources Conservation Service
Local and Regional Economic Development Organizations
Oconto County
Oconto County Highway Commission
Oconto County Planning and Park Commission
Oconto County Soil and Water Conservation
Oconto School District
Regional Development Authority
UW-Extension
Wisconsin Department of Natural Resources
Wisconsin Department of Transportation
Wisconsin Housing and Economic Development Authority

DEVELOPMENT STRATEGIES (GOALS, OBJECTIVES, POLICIES, AND PROGRAMS)

The following strategies outline how the City of Oconto intends to efficiently develop and preserve their unique natural features during the next 20 years.

- **Goals** - describe desired outcomes toward which planning efforts should be directed. They are broad and long range. They represent an end to be sought, although they may never actually be fully attained.
- **Objectives -** are measurable ends toward reaching a defined goal.
- **Policies** - are a rule or course of action used to ensure plan implementation.
- **Programs -** are a coordinated series of action steps to carry out the plan.

Land Use

GOAL: To ensure the land within the City of Oconto and its planning area is developed/preserved according to the recommendations and goals of the Comprehensive Plan and will follow the land use patterns shown in the General Plan Design (Chapter 2 of this document).

Community Planning

GOAL: For the City of Oconto 20-year Comprehensive Plan to provide guidance to local officials when making land use decisions to help achieve the city's long-range vision.

Objective 1: Utilize this 20-year comprehensive plan to best reflect the interests of all city residents and its business community by following an orderly and cost efficient process that will maximize areas designated for development while preserving the city's significant environmentally sensitive areas and cultural features.

Policies:

1. Consultation of this 20-year comprehensive plan by the City Plan Commission, City Council and other units of government before making any decisions regarding land use and land use policies
2. Ensure all growth and development occurs in a planned and coordinated manner to continually enhance the quality of life enjoyed by the city's residents.
3. Encourage continued cooperation and communication between the city, its neighboring towns of Oconto and Little River, and Oconto County in implementing this 20-year comprehensive plan.

Programs:

- Present the *City of Oconto 20-year comprehensive Plan* to officials of the towns of Oconto and Little River and Oconto County.
- Develop a 12-month action plan with designated stakeholders to begin working on the priority strategies identified in this comprehensive plan.
- Consider holding joint community planning meetings with the adjacent towns of Oconto and Little River and Oconto County, private/public organizations, and the business community to continue to discuss options for implementing programs not only found within this comprehensive plan but those strategies outlined in those comprehensive plans completed by the two towns and by Oconto County.
- Keep the public abreast of any individual city and multi-jurisdictional planning projects planned and underway by encouraging the media to cover planning meetings, through newsletter articles, or by any other methods to communicate with the city's residents.

Objective 2: The City Council and City Plan Commission have the overriding responsibility to review and update this comprehensive plan as needed.

Policies:

A. Periodically review and update, when necessary, this adopted 20-year comprehensive plan to ensure its compliance with any new or revised local, state, or federal requirements.

B. Ensure the public is informed and involved to the greatest extent possible when considering updates and revisions to the city's comprehensive plan.

Programs:

- Hold City Plan Commission meetings/working sessions to specifically review the adopted 20-year comprehensive plan and make accommodations for new requirements or amend the plan.

- Regularly review and revise zoning and subdivision ordinances in order to clarify language and processes, update ordinances, and address regulatory issues.

Natural Resources

GOAL: To manage a healthy natural environment through the preservation and protection of key natural resources within the city and its planning area.

Objective 1: Preserve as much as possible the distinctive character of the city and its surrounding extra-territorial boundary such as the area's farmland, forests, rivers and tributaries, wetlands, and other environmental corridors, and natural and historic resources.

Policies:

A. Consider Cost of Community Services studies to enable local officials to better understand the costs associated with local planning decisions.

B. Encourage the preservation of natural scenic vistas.

C. Utilize natural features to serve as sound barriers, filtration systems, and beautification of areas along transportation routes, and commercial, retail, and residential development.

D. Expand and enhance the number of parks and open spaces.

E. Protect the integrity of steep slopes, rivers, streams, and wetlands through thorough review of any development proposed for locations in close proximity to these areas.

F. Encourage the preservation of natural corridors for species movement between significant natural areas in the planning area.

G. Encourage the inclusion of environmental corridors, buffer zones and other natural areas in new and existing developments (i.e. conservation subdivisions).

H. Seek to preserve the area's unique coastal natural resources through a multi-lateral partnership with local, state, and federal governments, and municipal neighbors.

Programs:

- Maintain a plan determinate map to be used as reference to ensure the health of native vegetation and animals by identifying and protecting critical ecosystems from future development.
- Work with state and local officials to administer policies to preserve and conserve the long stretches of green trees and open meadows along U.S. Highway 41.
- Promote the Oconto River, Green Bay shoreline, parks and other natural areas in and around the city as quality recreational venues.

- Seek opportunities to do internal marketing of the city's natural and cultural features to help inform the residents that preservation of these resources depends upon to the degree they take ownership of these unique assets.
- Prepare and adopt of an outdoor park and recreation plan to assist city officials in determining areas in need of improvement, to identify future parks and recreation areas, and to make the city eligible for state and federal grants.
- Consider a partnership with UW-Extension, county departments, and the Oconto School District to teach children and youth about the function and value of local natural resources and explore the opportunity for an adopt a park or natural area program.

Objective 2: Continually improve surface water quality (inland and coastal wetlands, rivers, and tributaries).

Policies:

A. Support efforts related to surface water quality issues through the use of protection, restoration and improvement tools.

Programs:

- Utilize tools for erosion control (e.g., buffer strips, conservation easements, land use controls, planting of native vegetation, and water gardens).
- Incorporate environmental corridors when considering new commercial and residential developments.
- Secure grant monies to fund completion of an area-wide storm water management plan.
- Continue to work with Oconto County and the Bay-Lake Regional Planning Commission to maintain an updated West Shore Sewer Service Area Plan.

B. Promote efforts to provide safe public use and access maintain to the Green Bay shoreline and Oconto River.

Program:

- Research the possibility of establishing a visitor center just north of the mouth of the Oconto River that would focus on tourism and natural resources.

C. Encourage efforts to improve the quality of beaches in the area.

Program:

- Participate in studies and activities to determine the causes of beach contamination.

Objective 3: Promote the protection of groundwater quality and quantity.

Policies:

A. Identify and preserve groundwater recharge sites (wetlands, lakes, and ponds) and areas of shallow soils.

B. Discourage development within the identified environmental corridors.

C. Work cooperatively with the neighboring towns of Oconto and Little River and Oconto County to protect groundwater resources.

Programs:

- Develop and maintain a well head protection plan to preserve the quality and quantity of the city's drinking water.
- Secure grant monies to fund completion of an area-wide storm water management plan.

D. Promote the use of sound soil conservation practices to minimize groundwater contamination.

E. Support initiatives designed to educate citizens on practices proven to preserve groundwater quality and quantity.

Program:

- Distribute literature to residents prepared by the Wisconsin Department of Natural Resources and UW-Extension regarding best management practices for applying herbicides and pesticides.

Agricultural Resources

GOAL: To support the preservation of farmland within the city and its planning area until it is considered for other uses.

Objective 1: Minimize the potential conflicts between farming and non-farming uses.

Policy:

A. Recommend that non-farming uses are buffered from agricultural lands in order to lower the number of possible nuisance complaints (by city residents) regarding agricultural lands.

Programs:

- Support studies that evaluate the impacts of agricultural operations on the environment.
- Advocate for the use of sound agricultural and soil conservation methods to minimize surface and groundwater contamination and soil erosion.
- Offer methods to create a safe environment for travel between agricultural fields and farming operations.

Objective 2: Provide for orderly changeover of agricultural lands to other uses.

Policies:

A. Minimize impact of future development by encouraging conservation-based land use practices.

B. Cooperate with the towns of Oconto and Little River on any land development activities within the planning area to limit incompatible land uses.

Program:

- Update the city's Official Map detailing future plats, roads, etc. within the city and its 1.5 mile planning area.

Cultural Resources

GOAL: To maintain the city's historic and cultural resources for future generations.

Objective: Encourage the preservation and enhancement of the city's historic and cultural assets.

Policies:

A. Identify historically significant structures, sites and objects for preservation and/or restoration.

B. Continue the revitalization of the city's historic downtown area.

Programs:

- Obtain financial and technical resources to preserve, enhance, and promote the historic assets with the city.
- Create a design plan that is consistent, unique, and fits the character of the city.

C. Continue to promote the historic and cultural assets of the city for tourism activities.

Programs:

- Design and maintain a brochure and website to market the historic and cultural assets.
- Continue to support the city's Copper Festival and other events to mark the history of the area and to draw visitors to the community.
- Evaluate the feasibility of converting the historic homes to bed and breakfasts.

Housing

GOAL: To provide an adequate housing supply that meets existing and forecasted housing demand within the City of Oconto.

Objective 1: Promote the development of housing that provides a range of housing choices to meet the needs of persons of all income levels and age groups and persons with special needs.

Policies:

A. Ensure there is affordable housing is available to current and future residents of the city.

Programs:

- Continue to promote housing assistance programs available to residents.

- Promote incentives offered to developers to manufacture affordable housing.
- Work with federal, state, regional, and county agencies to assist residents in acquiring first time homebuyer and home improvement loans.
- Investigate the need and feasibility of locating higher-end housing in the south central area of the city.
- Create an on-going educational process to inform the public, government officials, and developers of the future housing needs of the city.

B. Encourage the construction of all types of housing to include single family homes, apartments, and a variety of senior and special needs housing.

Programs:

- Work with builders and developers to build housing to accommodate future demands.
- Identify areas within the city where mixed residential development would most likely be located.
- Update to city's zoning ordinance that encourages a range in densities and lot sizes.

Objective 2: Promote the availability of land for the development or redevelopment of housing in the city.

Policies:

A. Expand residential development in a contiguous and efficient manner.

Programs:

- Work with the surrounding towns of Oconto and Little River to adopt an agreement that addresses the types, density and location of housing being built along the city's border.
- Recommend new housing to infill existing vacant residential properties where services are presently located or can be economically provided.

B. Consider areas within the city for low and moderate income housing that is accessible to existing amenities.

C. Encourage new housing in areas where municipal infrastructure is already available or could be efficiently extended.

D. Locate higher density residential development in areas that minimize impacts upon lower density residential developments.

E. Future development should not adversely affect the assessed value or livability of neighboring residential properties.

Program:

- Create architectural review standards to ensure new development within existing neighborhoods maintains the character of the area.

F. New housing development should incorporate natural and environmentally sensitive areas into design plans.

Programs:

- Adopt a subdivision design review process that includes site review procedures, and information and engineering requirements for open space conservation.
- Create conservation subdivisions by developing zoning tools that include substantial open space, lots smaller than 8,000 sq. ft., and open space incentives.
- Consider zoning and development techniques (e.g., conservation by design, cluster type developments, zero lot lines, etc.) in an effort to provide for both the preservation of open space and the construction of a variety of housing choices.
- Develop design standards for homes being considered along the Green Bay shoreline.

Objective 3: Maintain or rehabilitate the city's existing housing stock.

Policies:

A. Continue the maintenance, rehabilitation, and preservation of the city's existing homes.

Programs:

- Ensure residents are able to receive educational materials and information regarding available financial assistance and home repair/modification programs.
- Develop and enforce stricter housing codes for homeowners and landlords that do not maintain their properties.
- Enforce existing ordinances that address dilapidated buildings and residential structures.
- Identify downtown commercial and retail buildings that could be efficiently rehabilitated to provide affordable housing on the upper floors.
- Continue to apply for grants and other funding sources to renovate and/or preserve the city's existing housing stock.
- Support local and regional initiatives and programs to improve the housing conditions within the city.

B. Ensure there are measures taken to restore/maintain historic homes whenever possible.

Programs:

- Work with home owners to identify financial and technical resources to assist with the renovation and upkeep of these historic homes.

- Maintain a historic district that would encourage the preservation of the city's historic homes.
- Enforce all building codes to include historic building codes that help improve the condition of deteriorating or dilapidated housing.

C. Promote the idea of utilizing existing structures and properties for adaptive reuse such as institutional uses to residential.

Programs:

- Work with developers and building owners to identify which buildings may be economically and logically converted to housing.
- Update zoning ordinances and maps to accommodate any conversion of these structures to residential use.

Economic Development

GOAL: Provide an environment conducive for sustainable economic development.

Objective 1: Revitalize the downtown and adjacent business areas to improve the city's overall appearance and attractiveness to residents, shoppers, and employers.

Policies:

A. Retain existing businesses that provide employment opportunities for area residents.

Programs:

- Work with local and regional economic development organizations to develop and implement a business retention and expansion study to gather information on current issues and future plans of existing businesses.
- Institute a communication process between employers and local officials to ensure issues of concern are being addressed in a timely and effective manner.

B. Encourage infill of vacant industrial, commercial and retail buildings and underutilized parcels.

C. Promote the idea of establishing a comprehensive Chamber of Commerce or business association.

D. Investigate the options for most efficient use of river front in the downtown area.

E. Promote downtown as pedestrian friendly and safe by ensuring areas are clean and well-lit, plus offer pedestrian amenities such as benches that encourage foot traffic through continuation of the "streetscape" project.

Programs:

- Continue street and sidewalk maintenance to provide for safe and efficient travel routes.
- Work with design engineers and business owners to establish compatible signage, lighting, parking, and landscaping to improve the city's business atmosphere and general overall appearance.

- Promote retail, general purpose shopping, professional services and similar businesses in the city's central business district.
- Establish and enforce ordinances that support the city's vision for the downtown as a pedestrian friendly commerce area.

F. Encourage a system of quality commercial development that provides local residents with needed goods and services, supports both existing and future residential development, and is located near existing services.

G. Encourage industrial development to locate and expand in areas where municipal services can be most economically provided and where access to road, rail, and water transportation is most readily available.

- Clean-up existing industrial park to make it more attractive for business.
- Economical development of the Bond Pickle site.
- Research the possibility of creating an additional business/industrial park along the new U. S. Highway 41 by-pass on the western side of the city.

H. Proactively support the development of home-based businesses that do not compromise the character of residential neighborhoods.

I. Maintain and expand the area's infrastructure to enable existing employers to grow and allow for new businesses to develop.

Program:

- Annually assess the capacity of existing infrastructure, roads, electricity, public safety services, etc, to accommodate new development while calculating the costs to potential benefits of that growth.

Objective 2: Identify and utilize the various types of financial and technical assistance available to grow the local business community.

Policies:

A. Support local and regional economic development organizations in their efforts to market the area and maintain services and programs to grow the county's economy.

B. Create and promote an incentive package to assist businesses wanting to expand locally.

Programs:

- Utilize the countywide revolving loan funds to help new or expanding businesses grow.
- Establish a local public/private economic development committee to address local economic development issues.
- Evaluate the benefits to creating a Main Street program to promote, grow and attract retail business to downtown.

C. Apply for applicable funding sources such as CDBG Public Facilities grants and Public Facilities for Economic Development (PFED) grants to maintain and expand the economic development capacity of the city.

D. Investigate the possibility of creating a business incubator building to provide low-cost space for fledgling small businesses.

Objective 3: Attract new businesses to the City of Oconto to compliment existing employers and diversify the economy.

Policies:

A. Determine what types of businesses would fit the city's character and can be accommodated by the current infrastructure.

Programs:

- Research what types of businesses are moving to the region.
- Create a strategy that includes stakeholders, roles and responsibilities, marketing strategies, resources, etc. that will be utilized to attract employers to the area.
- Prepare recruiting and marketing materials and portfolio of information that can be used to market the city.
- Maintain the city's web site to include updated information on business resources, available greenspace and buildings, events and attractions, and links to government offices/services, schools, and regional resources.

B. Locate commercial development dependent on automobile traffic along Business 41, U.S. Highway 41, and State Route 22 to allow for better access to local and through traffic.

C. Ensure there is an adequate amount of industrial park space for future expansions of current tenants.

D. Encourage the redevelopment of brownfields and other contaminated sites in existing industrial and commercial areas of the city.

Objective 4: Increase the number and overall skills of the workforce in the City of Oconto.

Policies:

A. Expand residential developments to offer a range of housing options for existing and potential workforce.

Program:

- Implement the housing strategies of this comprehensive plan.

B. Build a public-private partnership with the Oconto School District, UW-Green Bay, and Northwest Technical College to evaluate and provide the necessary training.

Programs:

- Encourage local educational institutions to include specialized training programs and apprenticeship programs that would benefit local industry.
- Encourage the creation and retention of employment opportunities particularly those benefiting the unemployed, underemployed, and low-to moderate income persons.

C. Create a marketing campaign specifically designed to attract skilled workers to the area.

Programs:

- Work with the Oconto Chamber of Commerce to help business members create a strategy to attract new employees to their respective company.
- Promote the development of social, recreational, and cultural amenities and establishments that are attractive to young adults in order to retain the city's future workforce and avoid the out-migration of skilled labor and youth with professional ambitions.
- Continue to update and distribute a marketing brochure illustrating the City of Oconto's recreational offerings and community events.

Objective 5: Increase the amount of tourism revenue generated within the City of Oconto.

Policies:

A. Continue to promote the city and surrounding area through local, regional and statewide marketing efforts.

Programs:

- Work with local and regional economic development organizations to promote the city and its events through the county's annual tourism publication.
- Utilize a marketing brochure illustrating the recreational offerings and unique events in the city and the surrounding area.
- Consider a virtual tour of downtown and the Green Bay shoreline for the city's website.

B. Continue to work with the downtown business association to develop and distribute and walking map of retail stores for visitors coming to the city.

Programs:

- Promote cooperation among downtown businesses to develop creative ways to bring in visitors from the surrounding areas.
- Promote downtown Oconto as pedestrian friendly be ensuring areas are clean, well-lit and offer pedestrian amenities such as benches and green spaces.

C. Create and maintain an environment that is clean, pleasant, and inviting to visitors.

Programs:

- Invest in the expansion and enhancement of the natural resource areas (beach areas, marina, Oconto River, etc.) that will be attractive to visitors.
- Consider working with a design engineer and development company to draft a detailed waterfront development plan that includes the Oconto River and Green Bay.

D. Continue to improve the appearance of the primary entrances to the city.

Transportation

GOAL: To advocate safe and efficient transportation systems for all modes of transportation in and around the city.

Objective 1: Promote an efficient road system that ensures the highest degree of safety, mobility and accessibility while protecting the safety of its users.

Policies:

A. Maintain the functional integrity of existing and future roadways through appropriate land use controls and design standards.

B. Encourage convenient and efficient vehicular movement near all retail, commercial, and industrial areas and public facility locations.

Program:

- Provide for adequate traffic controls (e.g., turning lanes, parking restrictions, access spacing) along Business 41, U.S. Highway 41, and State Highway 22.

C. Provide a transportation system that reduces accident exposure and provides for increased travel safety.

Program:

- Investigate the idea of establishing roundabouts or other transportation control methods at dangerous intersections.

D. Encourage a transportation system that identifies and preserves multi-use utility and transportation corridors.

Program:

- Recommend that the abandoned railway corridor be turned into bicycle/walking trails.

E. Support safe and convenient pedestrian traffic movement for people of all ages and physical abilities.

F. Plan for and designate future street right-of-ways within and adjacent to the city.

Program:

- Update the city's Official Map to identify future roads, parks, utility corridors, etc.

G. Protect existing investments in the road network with proper maintenance.

Program:

- Conduct annual assessments of the city's street pavement conditions, drainage and maintenance needs, adequacy of existing driveways relative to safe access and to and from adjoining parcels of land, and to determine the adequacy of sight triangles at all street intersections.

Objective 2: Encourage a transportation system that complements and enhances the character and natural environment of the city.

Policies:

A. Advocate for transportation projects that contribute to improved air quality and reduced energy consumption.

B. Advocate for transportation projects that include protection of the city's natural resources, scenic views, etc.

C. Transportation facility construction plans should be developed using sound geometric, structural, erosion control and landscape design standards which consider the aesthetic quality of the transportation facilities and the areas through which they pass.

D. Avoid, minimize or mitigate the impact of transportation improvements on parks, recreation areas, historic sites, and cultural resources.

Objective 3: Promote alternative means of travel to reduce automotive dependency.

Policies:

A. Consider access and service with a variety of transportation modes in an effort to reduce overall average travel times to destinations within the city, county and other areas.

B. Support transportation demand management strategies that reduce the number of single occupant vehicles, such as park-and-ride lots and carpooling.

Programs:

- Consider the idea of creating a city taxi or bus system.
- Investigate the idea of establishing a bus that runs to and from the City of Green Bay and to and from the City of Marinette.

C. Protect existing corridors and create new corridors to provide opportunities for non-motorized travel.

Objective 4: Provide a safe system of bicycle paths and designated bicycle routes throughout the city's planning area.

Policies:

A. Bicyclists and pedestrians should be accorded a comfortable margin of safety on all roads and highways by ensuring compliance with American Association of

State Highway and Transportation Officials (AASHTO) and Manual of Uniform Traffic Control Devices (MUTCD) guidelines and standards.

B. Bicycle lanes or wide curb lanes should be constructed on arterial highways and major collectors.

C. Bicycle paths, not served by roads and highways, should be constructed to serve corridors. The most common uses are along rivers, lakeshores and utility right-of-ways.

D. Bicycle routing should direct bicyclists to suitable highways and roads without significantly compromising directness.

Utilities/Community Facilities

GOAL: To provide quality community services to all City of Oconto residents and businesses.

Objective: Establish quality community facilities and public services that are efficient and cost-effective for residents and businesses.

Policies:

A. Encourage concentrated and orderly development in areas where appropriate utilities, community facilities and public services are readily available.

B. Provide those areas identified for development with adequate water, sewer and stormwater facilities.

C. Continue to coordinate, consolidate and share governmental facilities and services where possible.

Programs:

- Continue the execution of "mutual aid agreements" as deemed necessary and effective.
- Investigate the opportunity to establishing a countywide hazardous waste disposal program.
- Consider the option of moving the city's recycle facility and city utility off Main Street and into the industrial park.
- Work with adjacent communities, Oconto School District and other jurisdictions to maximize the joint use of community facilities to reduce costs, promote efficiency in use, and avoid duplication and overbuilding of services.

D. Continue to provide road maintenance, solid waste/recycling practices and facilities, protective services, etc.

E. Provide safe and convenient ADA (Americans with Disabilities Act) accessibility to all public buildings.

F. Continue to invest in new public works equipment to effectively and economically perform required duties.

G. Consider telecommunication towers for alternate structures or joint use of new and existing towers to minimize conflicts.

H. Promote energy conservation measures within both the public and private sectors.

Program:

- Encourage energy conservation measures in all community facilities as a means to showcase conservation measures and set a positive example for homeowners and businesses.

Parks and Recreation

GOAL: Offer a wide range of park and recreational activities for all residents and visitors to the City of Oconto.

Objective: Promote safe parks and recreational sites that provide a variety of activities for residents.

Policies:

A. Continue to develop, maintain and upgrade recreational facilities within the city and surrounding planning area.

Programs:

- Utilize the city's existing Outdoor Recreation Plan as a guide for maintenance, upgrades and development of parks.
- Use the city's official mapping process to preserve any areas the city designates for future park and recreational uses.
- Explore available resources and contact appropriate agencies (e.g. WDNR, BLRPC, etc) to further enhance the quality of the city's recreational systems.
- Where feasible, create additional recreational space along the river.
- Continually assess the need to add additional recreational activities for all age groups including a skate park, bicycle park, water park, ice rink with warming shelter, and swimming pool.
- Assess the need to improve and expand the existing golf course.
- Continually assess the need to replace or retrofit the play and recreational equipment at the city owned parks.

B. Consider access for the disabled, elderly and very young when planning/designing/coordinating and constructing any new recreation projects, including parking, trails, etc.

C. Work with the towns of Oconto and Little River and Oconto County in planning for the development of additional recreational parks and trails within and surrounding the city.

Program:

- Provide input into the updates to the *Oconto County Comprehensive Outdoor Recreation Plan*.

D. Explore the development of a detailed waterfront plan to enhance the harbor area, Green Bay shoreline and Oconto River.

E. Continue to promote and utilize natural features for enhancing the recreational opportunities in the city's planning area.

Programs:

- Continue to promote Green Bay for fishing, boating, swimming, etc.
- Continue to focus on multi-purpose uses of the harbor and waterways.
- Continue to promote activities within the surrounding towns of Oconto and Little River that offer an economic benefit to the city.

Intergovernmental Cooperation

GOAL: To coordinate with the adjacent towns of Oconto and Little River, Oconto County and other stakeholders on planning projects.

Objective: Promote cooperation between the City of Oconto, the towns of Oconto and Little River, or any government entities that make decisions impacting the city and its planning area.

Policies:

A. Work with the town of Oconto and Little River officials to minimize conflicts through cooperative boundary agreements.

Programs:

- Improve participation with neighboring communities and the county regarding meetings, workshops, mutual planning activities, etc.
- The Plan Commission is encouraged to meet annually with Oconto County, the Bay-Lake Regional Planning Commission, and other planning entities involving city, county, and regional planning activities.
- Work with neighboring communities and agencies regarding protection of any natural features to include Green Bay and Oconto River and other land uses decisions involving areas within the city's extraterritorial boundary.

B. Develop coordination and sharing/joint ownership of community facilities, equipment and other services whenever possible.

Program:

- Continue "mutual aid agreements" for public services as deemed necessary.

C. Promote cooperation and communication with the Oconto School District to collectively support quality educational and recreational opportunities.

Programs:

- Work with communities in the area, Oconto County, NWTC, Oconto School District and other entities to maximize the joint use of community facilities to reduce costs, promote efficiency in use, and avoid duplication and overbuilding of services.
- Involve high school students in community services activities.

Chapter 4 - INVENTORY AND TRENDS

INTRODUCTION

The Inventory and Trends chapter of the Comprehensive Plan provides a brief summary of the seven resource chapters that comprise Volume II (Community Resources) of the *City of Oconto 20-Year Comprehensive Plan*. More detailed descriptions and data related to each of these topics can be found within each individual chapter. Information provided within the community resources port of the plan form the basis for development of the General Plan Design (Future Land Use Plan) covered in Chapter 2 of this document.

- (Chapter 5) - Natural, Agricultural & Cultural Resources
- (Chapter 6) - Population & Housing
- (Chapter 7) - Economic Development
- (Chapter 8) - Transportation
- (Chapter 9) - Utilities & Community Facilities
- (Chapter 10) - Intergovernmental Cooperation
- (Chapter 11) - Land Use Controls and Inventory

COMMUNITY RESOURCES SUMMARIES

Chapter 5 - Natural, Agricultural & Cultural Resources

Natural Resources Summary

The natural resources inventory includes the geology, soils, water resources, woodlands, etc. found within the City of Oconto.

- The Dolomite bedrock formation of the city and planning area consists of sedimentary deposits that date back to the Ordovician age (approx. 490 to 443 Million Years Ago).
- The Soil Survey of Oconto County, Wisconsin provides details on all soils in the county. It specifies the suitability and limitations of soils for private on-site wastewater treatment systems, basements, sand and gravel extraction, and other natural resource and engineering uses.
- The City of Oconto and planning area are within the Little River and Lower Oconto watersheds as delineated by the WDNR. These watersheds are part of the larger Upper Green Bay Watershed.
- The City of Oconto's groundwater source is part of a large aquifer system called the Cambrian-Ordovician aquifer system. It is the second largest source of groundwater for public, agricultural, and industrial use in the northern segment, which consists of Wisconsin, Michigan, Minnesota, and Iowa.
- Floodplains are normally defined as those areas, excluding the stream channel, subject to inundation by the 100-year recurrence interval flood event. This event has a one percent chance of occurring in any given year.

- There are 2,369 acres of floodplains within the City of Oconto and 4,809 total acres within the planning area. These areas are primarily located adjacent to the bay of Green Bay and Oconto River.
- Within the planning area, there are approximately 5,792 acres of wetlands. Of that figure, 1,493 acres are within the City of Oconto. These wetlands along with surface water features, floodplains, and shorelands provide important environmental functions (e.g. storm water retention and groundwater recharge), quality wildlife habitat and recreational opportunities.
- There are approximately 861 acres of woodlands within the city and a total of 9,028 acres located in the planning area. Upland woodlands located in areas of higher ground and lowland woodlands (woodlands within wetlands).
- There are a total of 6.2 miles of shoreland located within the City of Oconto and 10.94 miles within the total planning area. These areas are often viewed as valuable environmental resources both in urbanized and rural areas.

Agricultural Resources Summary

- The 2002 Census of Agriculture indicates the total number of farms has declined in Oconto County from 1,156 in 1997 to 1,132 in 2002.
- Prime agricultural soils cover approximately 63 percent within the City of Oconto's planning area and are generally located away from waterways and other wet areas.
- The average annual temperature is 44.5 degrees with the coldest month being January (13.9 degrees) and the warmest month July at approximately 68 degrees. The nearby bay of Green Bay can have a modifying influence on the city's climate unlike more inland locations where the cool breezes off the bay have little or no affect.
- The production, sales, and processing of Oconto County's farm products generate significant employment opportunities, economic activity, and income and tax revenue. In 2002, the county's agriculture industry accounted for nearly $318 million, or 25 percent of the total economic activity.

Cultural Resources Summary

- The City of Oconto has numerous structures and sites considered to be of state and national historic significance. Several of them date back to the mid-to-late 1800's. The majority of the structures are residential structures and outbuildings in addition to a church.

<u>Chapter 6 – Population and Housing</u>

The Population and Housing chapter assesses the demographics of city and details population and housing trends and projections.

Population Summary

- The City of Oconto experienced its highest population level of 5,529 in 1910, a time when the city served as a busy port for activities such as trapping, hunting, fishing, and lumbering. In 1990s, the City of Oconto was able to increase its population by 234 residents, or nearly five percent.

- In 2000, the working age group (16+) accounts for 74 percent of the total population, 17 percent of the city's population was considered in the retirement age group (65+), while nearly 20 percent of the total population was of school age (5-17).
- Over the course of the last 27 years, the city's median age has risen from 33.4 years in 1970 to 36.9 years in 2000.
- According to the Wisconsin Department of Administration (WDOA) formula, the City of Oconto is projected to have a population of 4,614 by 2025. This represents a decrease of 94 persons, or a two percent decrease from the 2000 Census count of 4,708.

Housing Summary

- The total number of housing units within the City of Oconto increased by 69 percent from 1970 to 2000.
- Of the 170 vacant units, 17 units, or one percent of the total housing in the City of Oconto are used for seasonal, recreational, or occasional use and eight percent is other housing units such as boats, RVs, and vans.
- According to the 2000 Census, the City of Oconto had 1,870 occupied housing units, which accounts for approximately 92 percent of the housing in the city. The remaining eight percent, 170 units, of the homes in the city were considered to be vacant (Table 6.7). Of the 1,870 occupied units, 1,281 (63 percent) were owner-occupied while 589 units (29 percent) were renter-occupied.
- In 2000, one unit detached structures made up nearly 70 percent of the housing types in the City of Oconto. The second largest housing type found in the city was 2 unit structures, which comprised just over 10 percent.
- Approximately 41 percent of the existing housing units or 845 units in the city were built before 1940, and from the year 2000, 61 new single family homes have been built.
- In 2000, the majority of housing units (84 percent) in the City of Oconto were valued between $0 and $99,999.
- The 2000 Census indicates that in 1999, 217 city residents were paying 30 percent or more of their household income in monthly owner costs. According to the HUD definition, thes residents are cosidered to be living in non-affordable housing.
- According to WDOA, the number of persons per household will consistently decline during the planning period, from 2.76 in 2000 to 2.54 in 2025.
- The BLRPC's housing projection estimates there will be 221 new homes built in the City of Oconto by 2025.

Chapter 7 - Economic Development

The chapter details the City of Oconto's and Oconto County's general labor force and economic base characteristics.

Labor Force Summary

- According to the 2000 Census, the percentage of individuals who have a high school diploma in the City of Oconto is 48 percent, which is significantly better than the state average of 35 percent and slightly above Oconto County at 43 percent.
- The 1999 median household income for the City of Oconto was $34,589 compared to $18,816 in 1989. Both figures are significantly below Oconto County and the state for these same time periods.
- In 2000, the majority of City of Oconto residents were employed in production, transportation and material moving occupations (33 percent) or management, professional and related service fields (21 percent).
- In 2000, the city had 4,708 residents of which 3,497 were age 16 or older. In the same year, 1,315, or 38 percent, of the city's residents of working age lived and worked within the city.
- Of the 1,767 people that travel to the City of Oconto to work, 379 or 12 percent come from the neighboring towns of Oconto and Little River.
- The civilian labor force comprised 68 percent of Oconto County's population in 1990 and 59 percent in 2000. The county's unemployment rate and the number of unemployed in 2000 of 3.5 percent was lowest for the period between 1990 and 2004, whereas the 2003 unemployment rate of 6.9 percent was the highest over the past 10 years.
- According to the Wisconsin Department of Workforce Development, approximately 69 percent of Oconto County's population, age 16 and older, are in the labor force. This percentage is referred to as the labor force participation rate (LFPR). Oconto's LFPR is slightly below Wisconsin's LFPR of 71 percent but higher than the national rate of 65 percent.

Economic Base Summary

- Manufacturing continues to be one of the cornerstones of the county's economy by contributing over $96 million, or just over 31 percent, of the total income provided by all seven industries. The transportation and utilities industry grew at a healthy 463 percent in the last 20 years.
- Agriculture contributed $318 million, or 25 percent, of the county's total economic activity and 14 percent of the county's total income. It provided jobs for 2,694 county residents, or 19 percent, of the county's entire workforce.
- According to the Wisconsin Department of Tourism's 2004 Tourism Economic Impact Study, Oconto County ranked 45th in the State for traveler spending down from 44th in 2003. Travelers spent an estimated $65 million in Oconto County in 2004 down from $68 million in 2003.
- Oconto County boasts a variety of large employers from both the public and private sectors. The public sector employers include the two local school districts, county, and CESA 8.

KCS, Inc. is the largest private employer employing over 500 people. The private industries are from a number of different sectors including manufacturing, health care, and food processing.

- In 2000, farm employment, construction, and manufacturing were considered "export based", meaning these areas produce more goods and services than the local economy can use. Conversely, wholesale trade; services; and finance, insurance, and real estate industries were not meeting local demand and these services were imported.
- The most notable changes in Oconto County's economy since 1990 are the declines in wholesale trade; transportation and utilities; and services, and the increases in employment in construction; agriculture, forestry, and fishing; and local government.

Chapter 8 - Transportation

The chapter includes descriptions of Oconto's transportation system including a detailed explanation of the highway and road system; rail and air service; bicycle transportation; pedestrian transportation; elderly and disabled transportation services; etc.

- In total, the City of Oconto has jurisdiction over and responsibility for approximately 38 miles of local streets.
- The primary arterial streets located within the City of Oconto are USH 41 and STH 22.
- There were no fatality crashes in 2003 or 2004. However, there were 131 injury crashes involving 68 persons injured from 2003 through 2004.
- Current transportation services for elderly and disabled persons living within the City of Oconto are provided through programs administered by the Oconto County Commission on Aging.
- Greyhound Bus currently provides service twice daily through Oconto County with both trips originating from the City of Green Bay. The final destinations are Marquette, Michigan and Calumet, Michigan.
- In addition to the full service airport located near Green Bay, Oconto County and the City of Oconto jointly own and operate the J. Douglas Bake Airport. It is classified as general utility airport facility capable of handling single and larger twin engine aircraft as well as smaller corporate jets.
- Oconto Harbor begins at the mouth of Oconto River on the west shore of the Bay of Green Bay and extends southwesterly and then west to the Superior Street Bridge. Uses of the harbor are limited to commercial fishing. However, Cruiser Yachts (part of KCS International) a manufacturer of 28 to 56 foot pleasure craft located just upstream of the Brazeau Avenue Bridge, uses the river for testing boats.
- Rail service for the City of Oconto is provided by the Canadian National Railroad Company (CN). The CN track originates approximately 105 miles north in the city of Ishpeming, Michigan. The track traverses south from Ishpeming through the Upper Peninsula, through the Cities of Marinette and Peshtigo, and then to the City of Oconto. From Oconto, the CN runs south to the City of Green Bay.

Chapter 9 - Utilities and Community Facilities

The chapter inventories of the location, use, and capacity of existing utilities and community facilities serving the City of Oconto's residents.

- The City of Oconto's electric service is supplied by Wisconsin Public Service. The substation is located on Cook Avenue. Natural gas service is provided by WE Energies Corporation.
- Local telephone service is provided to the City of Oconto by Centurytel and Bayland. A variety of companies also offer cellular and long distance telephone services to city residents.
- Not all residents of the City of Oconto are served by the municipal water system. Some residents own and maintain individual wells to meet their water supply needs. Areas west of STH 22, north on Van Hecke Avenue, and east on Fifth Street are not currently served by the city's water system.
- Most residents are served by the city's sanitary sewer system. All new houses built within the city limits after 1992 are served. The property owners within the City of Oconto not served by the municipal system are responsible for owning and maintaining individual private on-site wastewater treatment systems
- 50 percent of the City of Oconto has curb and cutter.
- Solid waste is transported to the Mar-Oco Landfill. The landfill, located on Shaffer Road in the Town of Stephenson in west-central Marinette County, is owned and operated jointly by Marinette and Oconto counties.
- Police protection for the city is provided by the Oconto Police Department, located in the city's Municipal Building at 1210 Main Street.
- Fire protection is provided by the city's Fire Department. The department operates out of the city's municipal building at 1210 Main Street. Ambulance services are provided by the Oconto Area Ambulance Service also located in the municipal building.
- The City of Oconto is located within the Oconto School District. The city and Oconto County are part of the Northeast Wisconsin Technical College (NWTC) District of The Wisconsin Technical College System.
- The City of Oconto has almost 205 acres for outdoor recreational. Many of the sites maintain excellent views of Lake Michigan and the Oconto River and boat landings for fishing and other water sports.

Chapter 10 - Intergovernmental Cooperation

The city's relationship and cooperative planning and development efforts with the town of Oconto and Little River, Oconto County, other government entities, and local departments are detailed in this chapter.

- The City of Oconto works with neighboring communities and Oconto County through mutual aid agreements for sanitary sewer, fire, police, and ambulance services.
- The Intergovernmental Cooperation Workshop was held on November 2, 2006 at the Oconto City Hall. Cooperative working arrangements and good mutual aid agreements were identified as some of the existing positive relationships. Continued communication; more

cooperative/joint planning efforts; and regional discussion concerning trails systems were a few of the ideas generated during the workshop to promote additional working partnerships.

Chapter 11 - Land Use

This chapter of the plan inventories the city's current land uses along with existing land use controls.

- The neighboring towns of Little River and Oconto have completed their Comprehensive Plans and are Smart Growth compliant.
- The Oconto County Farmland Preservation Plan of 1985 was written with attention given to urban growth that often results in the reduction of farmland and to the alterations in facilities, services, and trends that may impact the county's agricultural production levels.
- Oconto County has an adopted an outdoor Park and Recreation Plan which meets the eligibility requirements for participation in Federal Land and Water Conservation Fund (LAWCON) grant program. LAWCON provides grants to assist in the provision of outdoor recreation facilities.
- The City of Oconto's Zoning Ordinance is contained in the city's Municipal Code as Title 13, Chapter 1. The purpose of the zoning code is to promote the health, safety, morals, prosperity, aesthetics, and general welfare of the city.
- The City of Oconto does maintain an Official Map.
- Of the approximate 21,466 acres that comprise the City of Oconto's total planning area, 18,077 acres, or 84 percent of the area is undeveloped.
- For the city only, there are a total of 4,456 acres of which 1,864 acres (42 percent) is already developed. Single family residential covers nearly 821 acres of the developed land or 44 percent. Other natural areas (1,114 acres) comprise the largest undeveloped area within the city. In comparison, 388 acres or 15 percent is croplands and pastures.
- Current land use development patterns served as the framework for creating the General Plan Design for the City of Oconto.

Chapter 5 - NATURAL, AGRICULTURAL AND CULTURAL RESOURCES

INTRODUCTION

This section provides an inventory of the existing natural, agricultural and cultural resources/features within the City of Oconto and the surrounding one and one-half mile extraterritorial boundary. The inventory provides an understanding of the physical characteristics of the city. Because they are major determinants of future development options, it is important to understand where these resources are located and how they relate to one another. Inventorying and defining them will help limit unnecessary public expenditures and to minimize the negative impacts to these valued environmental/cultural resources as development does occur.

NATURAL RESOURCES

Natural Resources are materials that occur in nature and are essential or useful to humans such as water, air, land, trees, animals, plants, soil, and minerals. Some are replaceable; others are not. Trees and fish are renewable resources and can be replaced. Nonrenewable resources that include water and natural gas are not replaceable once they have been consumed. The following text describes the types and locations of these many resources and briefly discusses the importance of them when planning for future growth of the city.

Geology

The Geology beneath the City of Oconto has important implications for land use. The dolomite bedrock provides a pathway for groundwater recharge. The glacial deposits that lie between the soil and bedrock provide a natural filter for surface water to drain through before reaching the bedrock. In the city and planning area, these layers can range from less than five feet to over two hundred feet thick.

Bedrock

The Dolomite bedrock formation of the city and planning area, as shown on Map 5.1, consists of sedimentary deposits that date back to the Ordovician age (approx. 490 to 443 Million Years Ago). The Sinnipee group consists of primarily dolomite with shale and limestone. There are three formations in this region, all dolostone. From top to bottom they are the Galena Limestone, Decorah Shale, and Platteville Limestone.

Glacial

Glacial deposits in the area consist of both till and glaciofluvial sediment. The glacial drift within the city and planning area consists of clay intermixed with other loam (e.g. sand and silt) deposits. The soils may be less than five feet thick in some areas and up to 250 feet in depth above the bedrock. Map 5.2 illustrates the type of glacial geology of the area.

> Till, or unstratified drift, is a mixture deposited directly by the ice and consisting of clay, sand, gravel, and boulders intermingled in any proportion.
>
> Glaciofluvial is material moved by glaciers and subsequently sorted and deposited by streams flowing from the melting ice. The deposits are stratified and may occur in the form of outwash plains, deltas, kames eskers, and kame terraces. These deposits consist of course to medium-grained sand and gravel with numerous cobbles, boulders and portions of till. They were deposited during the last phase of glaciation when glaciers were stagnant or retreating.

Geologic composition (soil depth to bedrock) and the possible implications of development, such as groundwater contamination from increased construction costs, should be taken into account when planning for growth in and around the city.

Topography

The topography of the city and planning area varies from relatively flat to gently rolling, following the patterns of the glacial geology.

- Map 5.3 illustrates the elevation ranges found within the planning area. The lowest range of approximately 176 feet above sea level occurs along the Lake Michigan (Green Bay) shoreline while the highest point of 217 feet above sea level is located within the northwestern portion of the planning area.

Elevation within the planning area ranges from 176 feet to 217 feet above sea level

Soils

The *Soil Survey of Oconto County, Wisconsin* compiled in 1988 provides information on the suitability and limitations of soils for a variety of natural resource and engineering uses. Listed below are descriptions of the general soil types within the city and planning area along with the suitability and limitations of soils for development.

The composition and properties of the soils in an area should be evaluated prior to any development taking place.

Soils Description

Soils are grouped into general soil associations that have similar patterns of relief and drainage. These associations typically consist of one or more major soils and some minor soils. The soil types for the City of Oconto and planning area can be divided into two broad categories as described by the county's soil survey:

1. Onaway-Solona – is characterized by "nearly level and gently sloping, somewhat poorly drained to very poorly drained, sandy soils on flats, in depressions and drainageways, and on outwash and glacial lake plains". Undrained, this soil association supports woodland and wetland vegetation. Drained, such soils are appropriate for crops. They are poorly suited to residential development due to the seasonal high water table and ponding.
2. Wainola-Cormant – is described as "nearly level to very steep, well drained to somewhat poorly drained, loamy soils on uplands." While most areas within this association are suitable for residential, woodlands, crops, and pasture uses because of the high seasonal water table, the Solona soils are not recommended for residential development.

The eastern portion of the planning area also contains mucky soils. These soils are found primarily in areas that are adjacent to the Oconto River and Green Bay of Lake Michigan and make up most of the area within and surrounding the Oconto Marsh. They are described as "nearly level, deep, very poorly drained soils" that are often subject to ponding. These soils are generally considered to be undesirable for development of any kind.

Soil Limitations

Private Sewage Systems

Private on-site wastewater treatment systems (POWTS) are systems that discharge effluent to groundwater through a subsurface infiltration system. Success of these on-site systems (i.e., drain-fields or mounds) is based on the depth and permeability of the soils where they are installed.

The *Soil Survey of Oconto County, Wisconsin*, provides information on the limitations of each type of soil for the usage of these sanitary facilities. Soil ratings of severe, moderate or slight limitations are based on soil properties, site features, and observed performance of the soils.

> *Severe limitations* mean soil properties or site features are so unfavorable or so difficult to overcome that these sanitary systems may require a special design that results in a significant increase in construction costs or possibly costly ongoing maintenance.
>
> *Moderate limitations* mean soil properties or site features that are not favorable for the indicated use and also may require special planning, design, or maintenance to overcome or minimize these limitations.
>
> *Slight limitations* mean soil properties and site features are generally favorable for the indicated use and limitations are minor and therefore easily overcome.

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

More housing and greater population densities may be a result of the revised COMM 83 code. This, in turn, heighten the need for undertaking land use planning and the drafting of use controls to address the potential impacts on the environment associated with the potential expanded development options.

Basements

The *Soil Survey of Oconto County, Wisconsin* provides information on the limitations of each soil for building site development including the construction of dwellings with basements. The limitation ratings are identical to those identified in the aforementioned limitations for private sewage systems.

Nonmetallic Mineral Resources

Sand, gravel, and crushed stone are the primary minerals mined in the area. They are needed for constructing the sub-base of roads and serve as the primary components in concrete used for building footings, basement walls, and sidewalks.

- There are several mining sites neighboring the city that extract sand gravel and/or crushed stone. In addition, the survey identifies soils that would be the best sources for quality sand, gravel, and crushed stone. These minerals are primarily found in the city near river and stream channels, outwash plains, dunes, and eskers.

Care needs to be taken to ensure that the mining operations do not negatively impact the neighboring properties or other portions of the city. This not only includes noise and odors but adverse affects on groundwater and significant wear on local roads.

Nonmetallic Mining Reclamation (NR 135)

Any new mines need to have a permit granted by the Wisconsin Department of Natural Resources (WDNR) and are subject to the requirements of NR 135, which includes a reclamation plan.

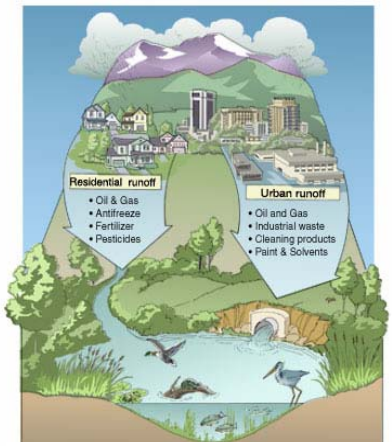
- The reclamation plan is a detailed technical document with goals to successfully reclaim the area as well as limit the long-term negative impact to the environment once the mine is abandoned.
- The WDNR defines successful reclamation as "the complete restoration of all areas disturbed by mining activities including aspects of the mine itself, waste disposal areas, buildings, roads and utility corridors."
- Restoration is defined as "returning of the site to a condition that minimizes erosion and sedimentation, supports productive and diverse plants and animal communities, and allows for the desired post-mining land use."

<u>Water Resources</u>

Watersheds

The City of Oconto and planning area are within Little River and Lower Oconto watersheds as delineated by the WDNR. These watersheds are part of the larger Upper Green Bay Watershed. Map 5.4 displays these watersheds within the planning area.

> *One of the two watersheds, the Little River Watershed, was designated as a Priority Watershed by the Wisconsin Nonpoint Source Water Pollution Abatement Program (NPS Program) in 1983. The program provides financial and technical assistance to landowners and local governments to reduce nonpoint source pollution by addressing land management activities that contribute to urban and rural runoff.*



Source: City of Fort Collins, CO

It is important to evaluate any new developments and land activities to determine their potential impacts on the watersheds. Nonpoint source activities such as farming, construction, mining, etc. can produce runoff (e.g., sediment, nutrients, pesticides, debris, and toxic chemicals) that enters local waterways and ground waters. Many of these activities may not occur in the city. However, the activities undertaken in the planning area or upstream in neighboring communities can adversely impact the water quality in the area; therefore, posing a threat to the environment, economy, and health of the city.

Stormwater

Stormwater refers to rainwater, snowmelt, and other sources of large volumes of water that do not permeate the soil. These waters generally flow over impervious surfaces (e.g., rooftops, driveways, sidewalks, streets and parking lots) construction sites and certain agricultural practices into storm sewers, culverts and open ditches without the benefit of treatment facilities or filtration naturally by soil or vegetation. Stormwater runoff can carry pollution directly into our natural water resources like lakes, rivers, and streams.

Any pollutants carried within the runoff can destroy lake and river ecosystems, contaminate drinking water, and clog streams with sediment increasing the likelihood of flooding.

In October 2002, the state established Runoff Management Administrative Rules to address the uncontrolled runoff from urban and rural land use activities. These administrative rules establish a variety of best management practices, performance standards, regulations, permit issuance, etc. that farms, cities and construction sites are required follow to reduce polluted runoff.

The following are the eight rules written by the WDNR along with one rule by the Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP):

- Priority Watershed and Priority Lake Program (NR 120)
- Runoff Management (Performance Standards and Prohibitions) (NR 151)
- Model Ordinances for Construction Site Erosion Control and Post-Construction Storm Water Management (NR 152)
- Targeted Runoff Management Grant Program (NR 153)
- Best Management Practices and Cost- Share Conditions (NR 154)
- Urban Nonpoint Source Water Pollution Abatement and Storm Water Management Grant Program (NR 155)
- Storm Water Discharge Permits (NR 216)
- Animal Feeding Operations (NR 243)
- Soil and Water Resource Management Program (ATCP 50)

Groundwater

The City of Oconto's groundwater source is part of a large aquifer system called the Cambrian-Ordovician aquifer system. It is the second largest source of groundwater for public, agricultural, and industrial use in the northern segment, which consists of Wisconsin, Michigan, Minnesota, and Iowa. This aquifer is a complex multi-aquifer system with several aquifers separated by leaky confining units. The Maquoketa confining unit caps the whole system where it is overlain by younger bedrock. More specifically, the groundwater comes from the Mount Simon aquifer, which is the lowermost aquifer of the Cambrian-Ordovician aquifer system. It consists of the coarse to fine grained Mount Simon Sandstone and the Bayfield Group in Wisconsin. The Mount Simon aquifer underlies the southern two-thirds of the state and has the broadest distribution of any of the aquifers in the Cambrian-Ordovician aquifer system.

Wells penetrating the Mount Simon aquifer in Wisconsin generally are open to overlying Cambrian-Ordovician aquifers. In western Oconto County these aquifers include the St. Peter-Prairie du Chien-Jordan aquifer and the Ironton-Galesville aquifer. These aquifers are collectively called the sandstone aquifer. The thickness of the unconsolidated material ranges from 50 to 250 feet in the central portion of the county. The water flows toward the cities of Green Bay and Milwaukee. Within this area, there is a moderate susceptibility to groundwater contamination.

Groundwater is the primary source of water for irrigated agriculture and is also very important for industry, particularly those involved in food processing. Streams, lakes, and wetlands are fed by groundwater; and therefore fish and other wildlife are as dependent on abundant, clean groundwater as people.

The WDNR has adopted maximum contaminant level (MCL) standards that apply to all public water supplies in the state. The standards regulate concentrations of pollutants in public water supplies (NR 809) and nitrate removal from public drinking water (NR 122).

Under Wisconsin's Groundwater Standards Law (NR 160), state programs for landfills, hazardous wastes, spills, wastewater, septic tanks, salt storage, fertilizer storage, pesticides, and underground storage tanks must comply with the established standards. In addition, Wisconsin Administrative Code chapters NR 140, 141, and 142 regulate groundwater quality, groundwater monitoring, well requirements and water management and conservation.

As development in the area continues to increase so to does the surface area of impervious surfaces such as roofs and parking lots. It is important to understand that the amount of water that infiltrates to the groundwater depends on such factors as vegetation cover, slope, soil composition, and depth to the water table. Therefore, wise land use decisions, particularly in critical groundwater recharge areas and areas of shallow soils, could maintain the amount of water being recharged by the aquifers as well as limit contamination. With aquifer levels declining, increasing demands for water, ongoing implementation of new water quality standards, and the continued high costs of treating drinking water; efforts to protect the city's long-term drinking water supply and quality need to be considered when planning for future growth. Methods to protect groundwater resources include utilizing local planning and zoning tools, advocating for best management practices, implementing wellhead protection programs, and strictly enforcing regulations on private sewage systems.

Surface Water

The City of Oconto planning area contains or is bounded by the Bay of Green Bay to the east with the Oconto River running through it. Map 5.5 shows the surface waters that lie within the planning area. The creeks and various unnamed tributaries that drain into the bay of Green Bay help provide quality habitat for waterfowl and wildlife and the surface waters offer recreational activities such as fishing, boating, and swimming.

Shorelands

Shorelands are areas defined by the following distances from the ordinary high water mark of navigable waters:

- 1,000 feet from a lake, pond or flowage; and
- 300 feet from a river or stream or to the landward side of the flood plain, whichever distance is greater.

The City of Oconto has 6.2 miles of shorelands and a total of 10.94 miles within the planning area.

There are a total of 6.2 miles of shoreland located within the City of Oconto and 10.94 miles within the total planning area. Shorelands located within the city and planning area are shown in Map 5.6.

These areas are often viewed as valuable environmental resources both in urbanized and rural areas. As a result, the State of Wisconsin requires counties to adopt shoreland/floodplain zoning ordinances to address the problems associated with development in shoreland and floodplain areas.

The authority to enact and enforce these types of zoning provisions is set forth in Chapter 59.692 of the *Wisconsin Statutes* and Wisconsin Administrative Codes NR 115,116, and 117 and is established in the Oconto County Zoning Ordinance, Section 14.

Coastal Resources

The bay's coastline offers a variety natural assets (e.g. beaches, wetlands, etc.); living features (i.e., flora and fauna and unique habitats of the coast); and cultural resources (e.g., history, recreation and agriculture). Coastal development can affect the shape and use of the shoreline. Several issues to consider when planning for this area include shoreline/bluff erosion, negative impacts on coastal wetlands, fluctuating lake levels, increases in non-point pollution, adverse affects to recreation, disruption to wildlife habitats, and the alteration to unique historic and archeological resources of the area.

The preservation of coastal resources will go a long way in maintaining/improving community health and safety (clean drinking water), aesthetics (pristine views) and economic viability (tourism, clean parks and beaches, recreational fishing). A shoreline protection overlay could be used as an effective tool by local governments to identify sensitive coastal resources and develop a set of criteria that apply only to activities that take place in those particular areas.

Floodplains

Floodplains are normally defined as those areas, excluding the stream channel, subject to inundation by the 100-year recurrence interval flood event. This event has a one percent chance of occurring in any given year.

- There are 2,369 acres of floodplains within the City of Oconto and 4,809 total acres within the planning area. These areas are primarily located adjacent to the bay of Green Bay and Oconto River. Map 5.7 illustrates the location of the floodplains that exist within the planning area.

Floodplains, as identified by the Federal Emergency Management Agency (FEMA) Flood Insurance Rate Maps (FIRM), provide for storm water retention, groundwater recharge, habitat for various types of waterfowl and wildlife and are considered a valuable recreational resource.

Section 87.30(1) of the Wisconsin Statutes and Wisconsin Administrative Code NR 116 requires counties, cities and villages to adopt floodplain zoning ordinances to address the problems associated with development in floodplain areas. Any development adjacent to or within a designated floodplain should be discouraged, if not strictly prohibited.

The Oconto County Floodplain Zoning Ordinance was adopted to promote public health, safety, and general welfare, and to minimize flood losses in areas subject to flood hazards. The ordinance regulates residential development, storage of hazardous materials, uses which may be detrimental to permitted uses in adjoining districts, sewage disposal, wells for drinking water, and wastewater ponds or facilities, except those permitted under Wisconsin Administrative Code (NR 110.15) within the FEMA designated floodplain area. Refer to Map 5.7 for an illustration of the areas which are covered by the Floodplain Ordinance.

There are 2,369 acres of floodplains within the City of Oconto and 4,809 total acres within the planning area.

Wetlands

According to the WDNR, wetlands are areas where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophilic vegetation. Other common names for wetlands are swamps, bogs, and marshes.

Wetlands serve a variety of functions and roles to include:

- provide scenic open spaces;
- act as natural pollution filters for lakes, streams and drinking water;
- act as groundwater discharge areas to retain floodwaters; and
- provide valuable and irreplaceable habitat for many plants and animals.

- Within the planning area, there are approximately 5,792 acres of wetlands. Of that figure, 1,493 acres are within the City of Oconto. Map 5.8 illustrates the WDNR inventoried wetlands greater than two acres.

Because of their importance, there are strict regulations regarding wetlands. Wisconsin Administrative Codes fall under the jurisdiction of the WDNR and mandate that shoreland wetlands be protected in both the rural (NR 115) and urban areas (NR 117) of the state.

Wetlands not in the shoreland zone are protected from development by the federal government through Section 404 of the Clean Water Act and Wisconsin Administrative Code NR 103.

It should be noted that all wetlands, no matter how small, are subject to WDNR and possible federal regulations, if they meet the state definition.

Woodlands

There are approximately 861 acres of woodlands within the city and a total of 9,028 acres located in the planning area. Upland woodlands and lowland woodlands (woodlands within wetlands) are illustrated on Map 5.9. Woodlands present aesthetic views, provide wildlife habitat, and offer multiple recreational choices. Woodlands also maintain watershed cover, provide shade, serve as a windbreak, help reduce soil erosion, act as a noise barrier, and screen unsightly developments.

Wildlife Habitat

Wildlife habitat can be defined as areas that provide the arrangement of food, water, cover, and space required to meet the biological needs of an animal. Different wildlife species have different requirements, and these requirements vary over the course of a year. Also, an assortment of plants provides fruit and food in different seasons. Maintaining a variety of habitats generally benefits a much desired diverse wildlife. Woodlands, wetlands, floodplains and the water features within the city provide habitat for many species of wildlife. White-tailed deer, turkey, grouse, beaver, muskrat, gray and red squirrel, and chipmunks are some of the more well known species found in the area. The bay of Green Bay and other surface waters provide habitat for fish. Migratory fowl frequent the surface waters and wetlands during the months of the year that allow for open water.

Threatened and Endangered Species

Many rare, threatened, and endangered species are found within Oconto County. Appendix E lists these animals, plants and natural communities in both the aquatic and terrestrial occurrences in Oconto County as identified in the WDNR Natural Heritage Inventory.

- According to the WDNR, the entire city has experienced threatened and endangered species occurrences with most of these occurrences being aquatic in nature and near Lake Michigan.

Any potential environmental impacts should be discussed before any development occurs in order not to disturb or disrupt habitat for any plant or animal species especially those noted on the threatened or endangered list.

SIGNIFICANT NATURAL FEATURES

A number of sites located within the planning area may be considered significant natural features. These areas may include WDNR State Natural Areas, State Wildlife and Fishery Areas, Significant Coastal Wetlands, or Land Legacy Places; in addition to those included in the "Natural Areas Inventory," conducted under the direction of the Scientific Areas Preservation Council of the WDNR. The following text gives a brief description of those features within the planning area and Map 5.10 identifies their locations.

State Wildlife and Fishery Areas

State wildlife and fishery areas are lands that have been acquired by the WDNR in order to preserve wild lands and game for people interested in the outdoors. It is in the intent of the WDNR to continue managing these lands to protect important habitat for wildlife while also keeping them open for public use.

Rush Point Unit - Green Bay West Shores

A lowland marsh, the Rush Point section of the larger Green Bay West Shores Wildlife Area contains 104 acres of state owned lands. Primary wildlife found in this area includes various species of waterfowl, deer, ruffed grouse, and rabbits.

Oconto Marsh Unit – Green Bay West Shores

The Oconto Marsh section of the Green Bay West Shores Wildlife Area is comprised of 700 acres of wet marsh. Primary wildlife in this area includes a number of waterfowl and furbearer species, Forster terns, and herons.

Significant Coastal Wetlands

The Lake Michigan shoreline contains many significant coastal wetlands that form a complex arrangement of ecosystems supporting a diversity of natural features. The Natural Heritage Inventory Program of the Wisconsin DNR – Bureau of Endangered Resources (WDNR-BER) has inventoried significant coastal wetlands for the Great Lakes in Wisconsin in a report titled, *A Data Compilation and Assessment of Coastal Wetlands of Wisconsin's Great Lakes*.

Oconto Marsh

This 3,700 acre area contains 2,340 acres of wetlands making it one of the largest wetlands located along the western shore of Green Bay. Most of the land in this area is owned by the state as part of the Green Bay Shores State Wildlife Area. The marsh area is an important breeding area for birds and is used significantly by various migrating waterfowl and shore birds. The marsh includes the Oconto River meaning that water quality within the wetlands is highly impacted by point pollution and non-point discharges into the river.

The Oconto Marsh is comprised of 3,700 acres with 2,340 consisting of wetlands.

Land Legacy Places

The WDNR has identified places that will play a critical role in meeting Wisconsin's conservation and outdoor recreation needs over the next 50 years. By designating an area as a "Legacy Place", the WDNR intends to guide future land use decisions within these areas. However, it does not supersede any existing state or local regulations regulating the use or protection of these areas. Four locations within Oconto County have been designated as "Legacy Places."

Oconto River

The Oconto River runs through the City of Oconto where it eventually empties into the bay of Green Bay. The river provides a number of recreational opportunities including canoeing, boating, kayaking, and fishing.

Oconto River Marsh

This area is widely used for recreational purposes and provides habitat for a number of wildlife and plant species.

West Shore Green Bay Wetlands

This area encompasses a number of wetlands located along the west shore of Green Bay. They provide a number of recreational opportunities including fishing and bird observation.

Natural Areas Inventory

The "Natural Areas Inventory" (NAI) was conducted in 1976 and updated in 1980 under the direction of the Scientific Areas Preservation Council (SAPC) of the WDNR to identify natural areas along Wisconsin's Lake Michigan and Lake Superior coasts. The SAPC defined the NAI sites as "tract(s) of land or water so little modified by man's activity or sufficiently recovered that they contain intact native plant and animal communities believed to be representative of the pre-settlement landscape". The SAPC identified NAI sites independently of the State Natural Areas program; therefore, some sites fall under both programs.

Oconto County Forest

This forest is an extensive second growth lacustrine forest characteristic of the Lake Michigan lowland area. It has an irregular in pattern with uplands and lowlands occurring together. There are predominately aspen-white, birch-white pine-oak with red maple, elm and ash trees thriving in this type of environment. The county's forest is listed primarily because of its size.

Copper Culture Cemetery

A monument was erected in 1952 by the Wisconsin Archaeological Society and the Oconto County Historical Society to recognize the burial spot (7,500 years old) that at the time was the oldest manifestation of humans in northeastern North America east of the Mississippi River. Ten acres of floodplain forest occurs nearby.

Green Bay Shores Wildlife Area

This wildlife area is comprised of a series of coastal wetlands influenced primarily by Lake Michigan water levels. Within this area there are sedge-blue joint open marsh, cattail marsh, open water, willow shrub marsh, and second growth lacustrine swamp. These tracts are of primary value for waterfowl habitat and other wetland animals.

County Line Swamp

County Line is a huge lacustrine swamp of considerable diversity with topography a controlling factor. There are hundreds of small "islands" of hardwoods in the swamp presumably where sand is close to the surface. Some larger tracts of white birch, aspen, oak, red maple of pole size; expanses of alder, willow, and dogwoods; and along the east edge, there are pole sized black ash scattered throughout the swamp.

Oconto Marsh

Oconto Marsh is one of the largest wetlands along the western shoreline of lower Green Bay, surrounding the Oconto River mouth, and stretching several miles to the north and south. The marsh was designated as a Significant Coastal Wetland by the Natural Heritage Inventory Program of the WDNR Bureau of Endangered Resources. The main marsh area features low beach ridges, swales, abandoned oxbows, while meandering the Oconto River near the river's delta at Green Bay. The marsh is an important breeding area for birds and receives significant use from migrating waterfowl and shorebirds.

Oconto River

In 1999, the Oconto River was designated as a Land Legacy Place by the WDNR. This designation means the area will play a vital role in meeting Wisconsin's conservation and recreation needs for the next 50 years. The Oconto River originates in a series of small, spring-fed streams deep in the Chequamegon-Nicolet National Forest and ultimately flows through the City of Oconto where it empties into Green Bay. Fishing, canoeing, boating and kayaking are popular activities on the river with an abundance of rapids on the upper stretches and more serene waters further downstream. Throughout the river and its tributaries, there are many important spawning areas to help sustain the fisheries of Green Bay.

Environmental Corridors

Environmental corridors are areas in the landscape that contain and connect natural areas, open space, and scenic viewsheds. They often lie along streams, rivers, or other natural features. These corridors protect environmentally sensitive areas by providing linkages in the landscape and potential buffers between natural and/or human communities. They are complex ecosystems that provide an avenue for wildlife movement, protection of natural resources, and green space buffers for humans. These "lifelines for living" help support human, wildlife, and natural "communities." Environmental corridors within the Bay-Lake Regional Planning Commission (BLRPC) region have uniform regulations on the following:

- WDNR wetlands w/50-foot buffer;
- 100-year FEMA floodplains;
- Slopes equal to 12 percent or greater;
- 75-foot lake and river setback; and
- Surface water.

Other features considered part of the environmental corridor definition on an area-by-area basis include:

- designated scientific and natural areas;
- unique and isolated woodland areas;
- scenic viewsheds;
- historic and archaeological sites;
- unique geology;
- wetland mitigation sites;
- isolated wooded areas;
- unique wildlife habitats; and
- parks and recreation areas.

- The planning area contains approximately 9,379 acres of environmental corridors as determined using the BLRPC definition. Map 5.11 illustrates the environmental corridors of the area. There are 2,678 acres of environmental corridors within the city.

When considering future development, it is important to understand that environmental corridors serve many purposes. They increase the value of natural resource areas - areas of concentrated natural resource activity ("rooms"), such as wetlands, woodlands, prairies, lakes, and other features, become even more functional when linked by environmental corridors ("hallways"). Fish and wildlife populations, native plant distribution, and even the retention of clean water all depend on movement through environmental corridors. For example, wildlife populations isolated in one wooded location can overpopulate, die out, or cause problems for neighbors if there are not adequate corridors to allow the population to move about freely.

In addition to their environmental value, corridors offer social and economic benefits. Environmental corridors can help define a community's sense of place or distinctiveness and provide "services" such as snow and wind protection, recreational areas, or stormwater detention. They can also provide valuable outdoor educational settings and potential sites for research. Furthermore, corridors may help maintain a community's aesthetic or historical grounding.

Parks and Open Space

Various natural settings in the city are utilized as recreational sites by the public. Refer to Community Facilities element (Chapter 9) and Map 9.1 of this document for more detailed information of each of the following parks and open space areas.

City of Oconto

1. Sharp Park
2. Memorial Field
3. City Park
4. Holtwood Park
5. Freedom Park
6. Copper Culture State Park
7. City Docks
8. Breakwater Park and Harbor

AGRICULTURAL RESOURCES

Agriculture has been a major ingredient in shaping Oconto County's heritage since its inception. A significant number of working farms still dominate the landscape and help define the county's rural identity. Oconto County farmers own and manage resources on 218,887 acres of land, or 34 percent of all land in the county. These lands include pastures, cropland, woods, and forests.

Climate

The climate of Oconto County and City of Oconto is classified as continental. This climate type is characterized by an extreme disparity between summer and winter temperatures that range from cold, snowy winters and warm summers with periods of hot, humid conditions. According to the Midwestern Regional Climate Center, the average annual temperature is 44.5 degrees with the coldest month being January (13.9 degrees) and the warmest month July at approximately 68 degrees. The nearby bay of Green Bay can have a modifying influence on the city's climate unlike more inland locations where the cool breezes off the bay have little or no affect.

Over 60 percent of the annual precipitation of 32" falls from April through September with July traditionally being the wettest month. This time period also encompasses the growing season for most crops. Overall, the varied climate is favorable for agricultural purposes and suitable for a number of outdoor activities ranging from biking and camping to snowmobiling and skiing.

Prime Agricultural Soils

Prime agricultural soils cover approximately 63 percent within the City of Oconto's planning area and are generally located away from waterways and other wet areas.

According to the NRCS, there are three classes of prime agricultural soils identified in the planning area as shown on Map 5.12:

1. *Prime farmland:* land with the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and is available for these uses. Through a combination of factors such as favorable soil properties, ideal growing season, and ample moisture supply, these soils produce annually high yields of crops.
2. *Farmland of statewide importance*: land not identified as prime farmland on a nationwide basis but is important in Wisconsin for the production of various food, feed, fiber, and forage crops.
3. *Prime farmland only where drained*: land where soils have excessive wetness limitations; however, they can be or are used effectively for agricultural production with installation of a tile drainage system.

Since agriculture plays an important role in the economic, cultural and social structure of Oconto County, it will be important to preserve these areas against future unplanned development. Once agricultural land is disturbed or replaced by another land use, it cannot be effectively returned to agricultural production.

Farm Numbers and Types

- According to the United States Department of Agriculture (USDA), there were a total of 1,132 farms in Oconto County in 2002. Dairy farms are the primary operations supported by greenhouses, vegetables, Christmas tree farms, fruits, nurseries, maple syrup, and other horticultural businesses add to the growing diversity of agriculture in the county.
- According to the Program on Agricultural Technology Studies (PATS), Oconto County contained 250 dairy farms in 2002.
- Approximately 92.8 percent of the farms in Oconto County are owned by individuals or families, an additional five and a half percent are owned by family partnerships, and corporations account for slightly less than two percent.
- Oconto County is home to approximately 20,200 dairy cattle and a total of 51,000 cattle and calves.

Oconto County farmers own and manage resources on 218,887 acres of land, or 34 percent of all county land.

Trends in Agriculture

The 2002 Census of Agriculture indicates the total number of farms has declined in Oconto County from 1,156 in 1997 to 1,132 in 2002. In addition, the average size of a farm in the county in 1997 was 197 acres. By 2002, the average farm size decreased to 193 acres.

The amount of agricultural land sold over a period of time is a good indicator of how much development has taken place. Table 5.1 illustrates 4,354 acres of agricultural land was sold between 2001 and 2004 in Oconto County. Land sales and figures do not include buildings located on the agriculture land or improvements made to the land.

- 1,556 acres or 12.7 percent of these 4,354 acres was converted to non-agricultural uses.

- 2,798 acres of all acres sold during this four year period continued to be used for agricultural related activities. The average cost per acre continuing as agricultural land during this time span rose over 32 percent.
- The value of each acre diverted from agriculture to non-agriculture use has remained fairly consistent in recent past.

Table 5.1: Agricultural Land Sales

Year	Acres Continuing as Agriculture Land	Average Cost per Acre	Acres Diverted from Agriculture Land	Average Cost per Acre	Total Acres Sold
2001	580	$1,350	366	$2,233	946
2002	635	$1,491	299	$1,974	934
2003	430	$1,667	360	$2,366	790
2004	1,153	$1,987	531	$2,692	1,684
Total	2,798	$1,624	1,556	$2,316	4,354

Source: Wisconsin Agricultural Statistical Service of the Wisconsin Department of Agriculture, Trade, and Consumer Protection.

There needs to be a thorough cost/benefit analysis conducted when converting productive agricultural lands to other uses. For instance, farmlands provide revenues to local governments and require very few services. Conversely, residential, commercial, and industrial land uses may cost communities more to provide services than gained through local property tax increases. This is evident in areas of fast growing and widespread development where road maintenance, water and wastewater treatment facilities, police service, fire protection, etc. will likely increase the overall cost of services throughout the entire community.

Continued planning for areas of concentrated development within the City of Oconto and adjacent planning area will not only help keep the cost of services down but will also help preserve the existing valuable farmlands and rural landscape prevalent throughout the city.

ENVIRONMENTAL IMPACTS OF AGRICULTURE

Land used for agricultural purposes is dispersed in and amongst the various natural resources that makeup much of Oconto County's landscape. Within the planning area for the City of Oconto, agricultural lands are located adjacent to several water features, wetlands, and other environmentally sensitive areas.

The integration of agriculture within natural resources can increase the risk of pollution to surface and groundwater. Soil erosion from farm fields and the surface runoff of crop nutrients and agricultural chemicals can impact the quality of streams, rivers, lakes and underground aquifers, ultimately impacting drinking water supplies. Rotating crops, livestock management, spreading of manure, fertilizing, and tilling all affect the amount of soil erosion and loss of nutrients.

Economic Impacts of Agriculture

Agriculture remains an important economic element in Oconto County. It includes hundreds of family-owned farms, agriculture related businesses and industries that provide equipment, services and other products farmers need to process, market, and deliver food to consumers. The production, sales, and processing of these farm products generate significant employment and income opportunities for its residents and increasing tax revenues for the county and communities.

According to the UW-Extension Agriculture Value and Impact Report conducted in 2002, agriculture in Oconto County accounts for $318 million, or 25 percent, of the county's total income to include wages, salaries, benefits, and profits of farmers and workers in agriculture-related businesses. It is estimated that every dollar of agriculture income generates and additional $0.30 of county income.

AIR QUALITY ISSUES

There are no areas within the town of Oconto which exceed the limits of the National Ambient Air Quality Standards (NAAQS) for ozone, particulates, or carbon monoxide. The nearest ozone monitoring sites are in Brown, Outagamie and Florence Counties, and all are within attainment standards.

CULTURAL RESOURCES

Cultural resources are typically sites, structures, features and/or objects of some importance to a culture or community for scientific, aesthetic, traditional, educational, religious, archaeological, architectural or historic reasons. Preserving important aspects of our past gives us a sense of continuity and meaning, plus preservation efforts foster community pride. Because cultural resources provide an important window to the past, there are many local and statewide efforts underway to preserve and retain culturally significant resources that distinguish each of the state's individual communities. In addition to maintaining a community's distinctive character, cultural resource preservation can lead to tangible economic benefits such as an increase in tourism related businesses and revenues.

Historic and Archeological Sites

The State Historical Society of Wisconsin's Architecture and History Inventory (AHI) is a collection of information on historic buildings, structures, sites, objects, and historic districts throughout Wisconsin. This Inventory is housed at the Wisconsin Historical Society in Madison and is maintained by the Society's Division of Historic Preservation. The AHI is comprised of written text and photographs of each property, which document the property's architecture and history. The list of various historic resources is compiled by individuals who belief they hold historical significance.

- The City of Oconto has numerous structures and sites considered to be of state and national historic significance. Several of them date back to the mid-to-late 1800's. The majority of the structures are residential structures and outbuildings in addition to a church. A complete list maintained by the State of Wisconsin can be found in Appendix F.

Please note that not all these sites are eligible for listing on the historical registry by the State Historical Society of Wisconsin. While every precaution is taken to ensure accuracy of data contained within the inventory, this data is static documentation. Inclusion in the Architecture and History Inventory conveys no special status or advantage. It is merely a record of the property. This inventory may not be sufficient to satisfy official registration requirements of local, state or federal historic preservation statutes. There is a possibility that several structures or sites may not be listed, and some of them may have been altered or completely torn down since the original survey was conducted.

The State of Wisconsin requires any findings of human bones to be reported (*Wisconsin Statute 157.70)*, so the State Historical Society can conduct an investigation. Also, land developers trying to obtain state permits from the WDNR or any development involving federal monies, are required to be in compliance with Section 106 of the National Historic Preservation Act and 36 CFR Part 800: Protection of Historic Properties. For further information, please contact the State Historical Society of Wisconsin.

In addition to those historical site listings compiled by the State Historical Society, the City of Oconto has 12 listings on the National Registry of Historic Places. They are listed below in Table 5.2.

Table 5.2: City of Oconto - National Registry of Historic Places

Resource	Address
Beyer Home Museum	917 Park Ave.
Campbell, John G., House	916 Park Ave.
First Church of Christ, Scientist	Chicago and Main Sts.
Holt-Balcom Lumber Company Office	106 Superior Ave.
Jones, Huff, House	1345 Main St
Oconto County Courthouse	300 Washington St.
Oconto Main Post Office	141 Congress St.
Oconto Site	Copper Culture State Park
Scofield, Gov. Edward, House	610 Main St.
St. Peter's and Joseph's Catholic Churches	516 Brazeau Avenue and 705 Park Avenue
West Main Street Historic District	Main Street from Duncan to Erie Streets
St. Mark's Episcopal Church, Guild Hall and Vicarage	408 Park Ave.

Source: State of Wisconsin Historical Society 2005.

Community Design

Community design (Character) addresses the large-scale lay-out and design of a community, particularly the organization of its buildings and the space around them. An evaluation of community design is often subjective and requires personal judgment. In an effort to remove this subjectivity, the following community design features of City of Oconto have been inventoried-

Landmarks

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

- Couillardville bridge over Oconto River on CTH J
- City Hall
- Recycling Center
- Crossing at CTH J and STH 22
- Oconto County Airport
- County Forest Lands
- Boat Landing on Oconto River
- Golf Course

- Park Lands
- Catholic Cemetery
- Little River bridge on Stiles Rd
- Little River bridge on CTH J

Pathways

Pathways are linear features that represent both vehicular and pedestrian movement. Pathways provide connections between places as well as along them. Whether a major arterial, local street, or undefined woodland trail, pathways are hierarchical and represent a degree of usage. The following pathways should be considered important aspects of the city's character.

Major Pathway:

- STH 22
- USH 41
- Future USH 41 Bypass segments

Secondary Pathways:

- CTH J
- CTH S
- CTH N
- North River Road
- Pacific Rail Road to Recreation Trail

Minor Pathways:

- Town Road network
- Future trail walks along the Oconto River

Edges

Like pathways, edges are linear. Edges are important organizing elements that represent and distinguish boundaries that can be soft or hard, real or perceived. They become increasingly important as a community grows. These edges do not necessarily coincide with jurisdictional boundaries.

- Bay Shore of Green Bay
- City of Oconto's edge of "development"
- Oconto River
- Little River

Districts

Districts encompass areas of commonality. These areas represent buildings and spaces where clearly defined and separate types of activities take place.

- Local School Districts
- Northwestern Technical College
- NEWCAP
- Industrial Park
- Downtown
- Historic District
- Breakwater Harbor

Building scale, building location, landscaping, signage, lighting, driveway controls, and architectural style need to be considered for consistency within this area to promote a specific community character.

Nodes

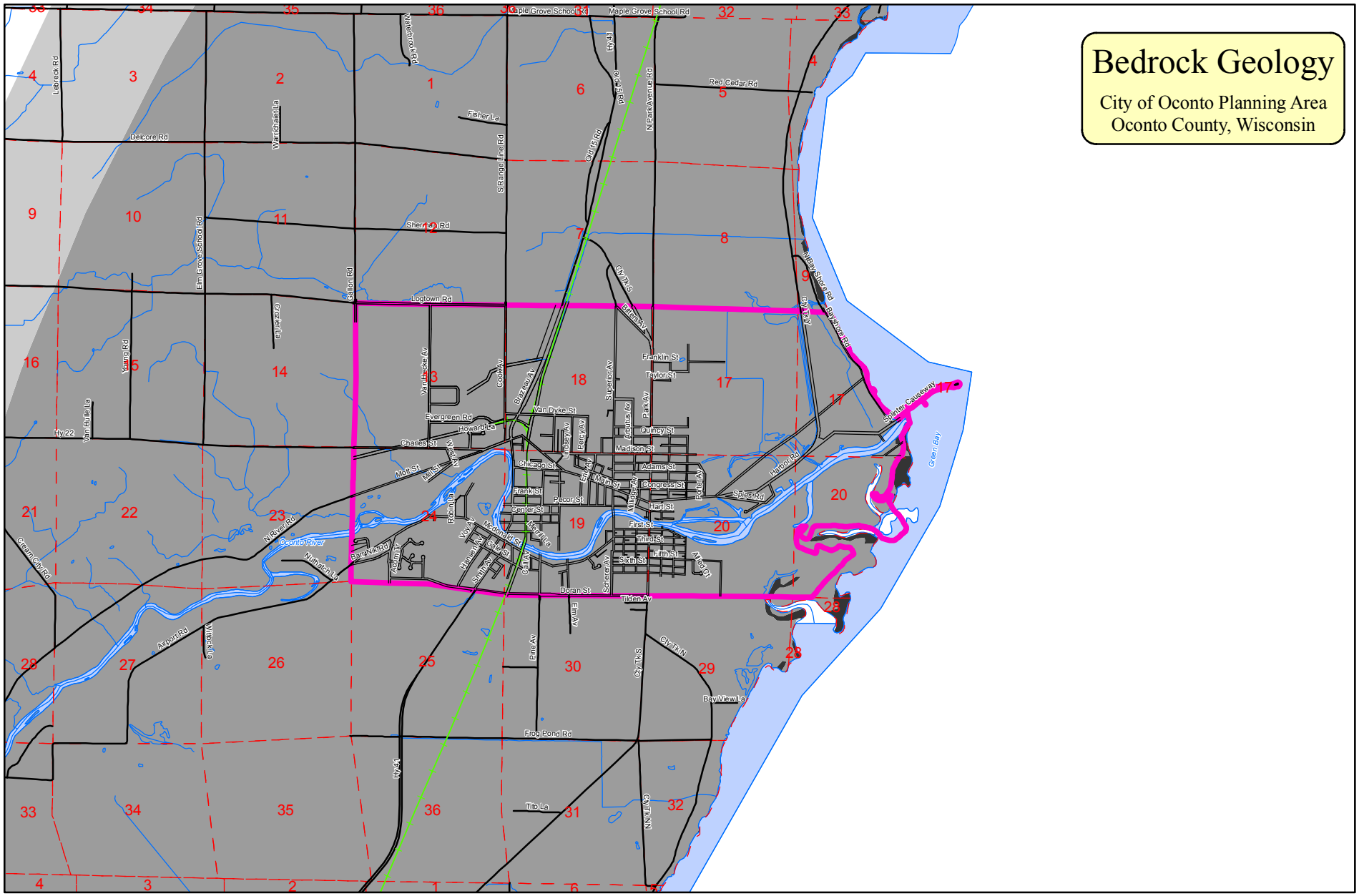
Nodes are specific points of recognition. They are destinations and very often represent the core or center of a district. In addition, nodes are closely associated with pathways as they provide access to and from districts.

- Courthouse

Special consideration to enhancing existing nodes includes providing additional signage or lighting, installing pedestrian furniture or other streetscape ornaments or informational features such as kiosks or historical information plaques.

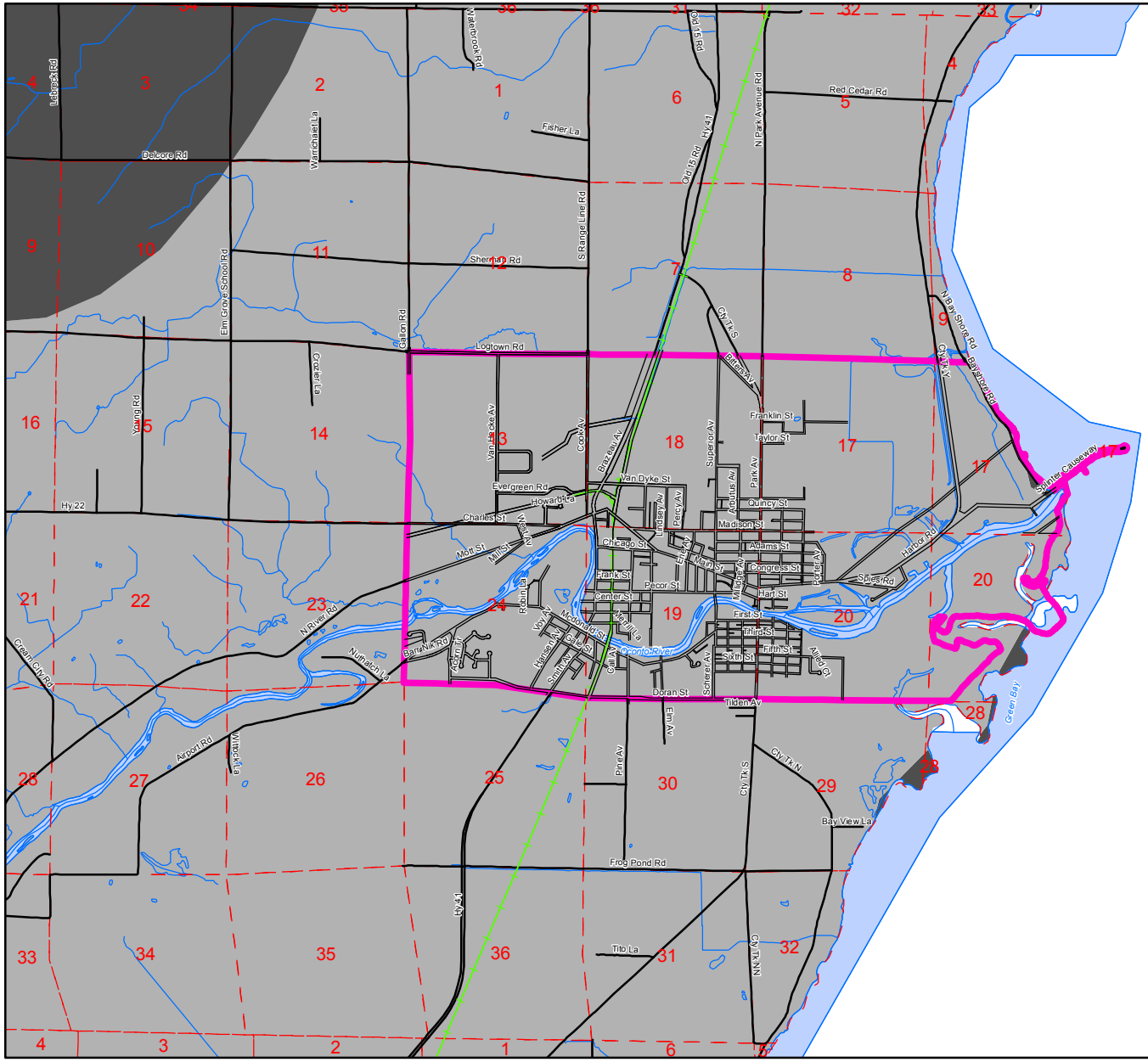
Bedrock Geology

City of Oconto Planning Area
Oconto County, Wisconsin


Maple Grove School Rd
Red Cedar Rd
Delcore Rd
Sherman Rd
Logtown Rd
Evergreen Rd
Howard La
Charles St
Mill St
Franklin St
Taylor St
Van Dyke St
Quincy St
Madison St
Adams St
Congress St
Chicago St
Main St
Frank St
Pecor St
Center St
Hart St
First St
Third St
Fifth St
Sixth St
Doran St
Tilden Av
Bay View La
Frog Pond Rd
Tio La
Splices Rd
Harbor Rd
Bayshore Rd
N Bay Shore Rd
Splicer Causeway
Green Bay
Oconto River
N River Rd
Barr Wk Rd
Nuthatch La
Airport Rd
Green City Rd
Hy 22
Hy 41
Leareck Rd
Waterbrook Rd
Warchaek La
Elm Grove School Rd
Gerton Rd
Cozzen La
Young Rd
Van Hulle La
Fisher La
S Range Line Rd
Old 16 Rd
N Park Avenue Rd
Cty Tk S
Cty Tk N
Cty Tk K
Cty Tk M
Cty Tk L
Cty Tk A
Pine Av
Elm Av
Meg Ct
Mill Ct
Pecor Ct
Rounds La
Van Av
Medowland St
Cole St
Hauser Av
Sunset Av
Cedar Av
Cook Av
Prazeau Av
Lindsay Av
Pecor Av
Superior Av
Adolus Av
Park Av
Pine Av
Scherer Av
Pulaski Av
Hart Av
Pecor Av
Van Hulle Av
Warchaek La
Young Rd
Van Hulle La
Cozzen La
Elm Grove School Rd
Gerton Rd
Sherman Rd
Fisher La
Old 16 Rd
N Park Avenue Rd
Red Cedar Rd
Maple Grove School Rd
Hy 41
Hy 22
Hy 41
Cty Tk A
Cty Tk L
Cty Tk M
Cty Tk K
Cty Tk N
Cty Tk S
Cty Tk S
Cty Tk A
Cty Tk N
Cty Tk L
Cty Tk M
Cty Tk K
Cty Tk A
Cty Tk S

Quaternary Geology

City of Oconto Planning Area
Oconto County, Wisconsin



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

Source: USGS, 2001; WDNR, 2005; WisDOT, 2006; City of Oconto, 2006; Oconto County, 2005; Bay-Lake Regional Planning Commission, 2007.

Clayey Till

Lake Silt and Clay

City of Oconto Boundary
Road Centerline
Railroad
Surface Water
Section

N W E S

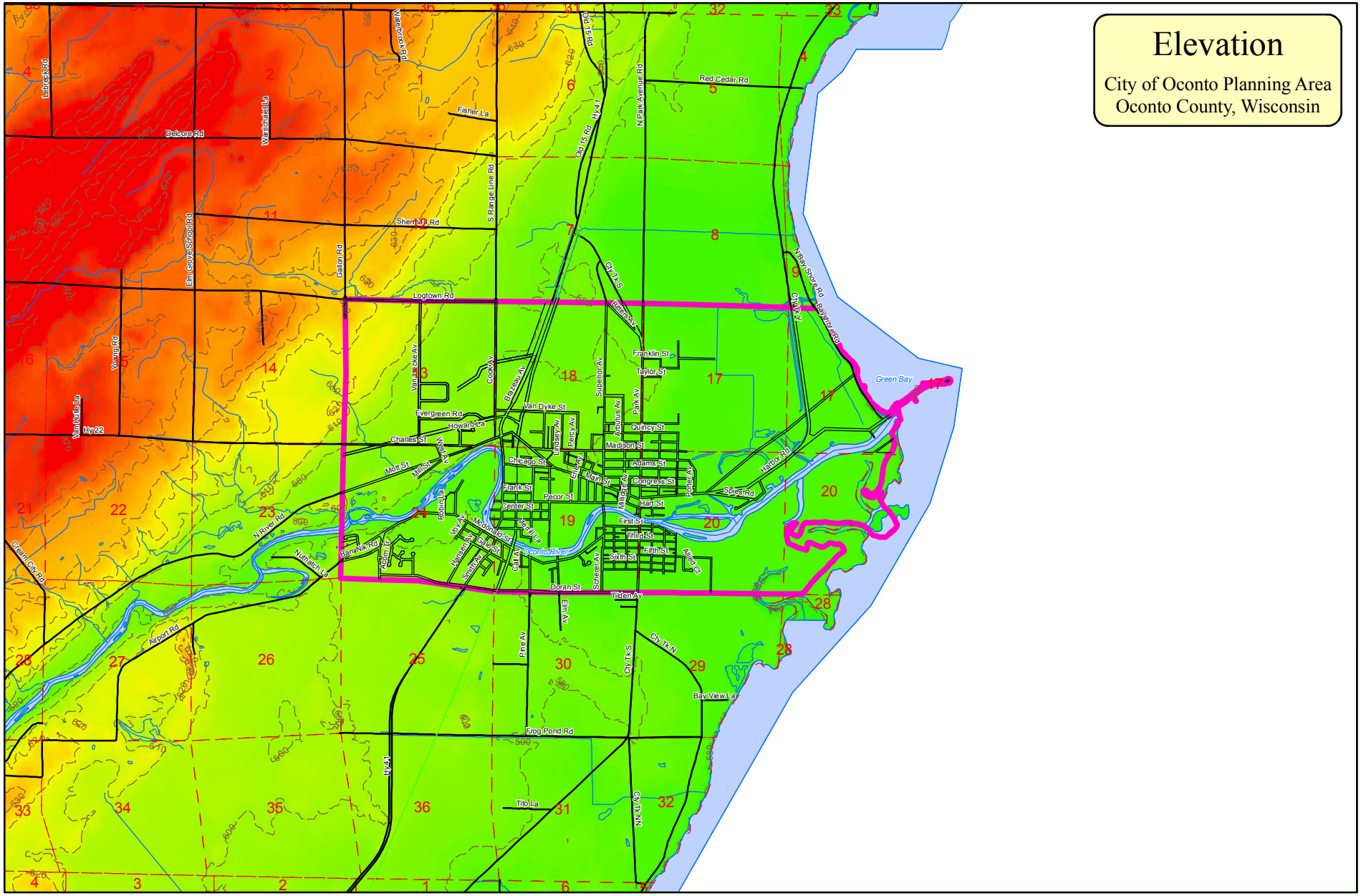
0 0.25 0.5 1 Mile

N:\myfiles\oconto\coconto\Map 5_2 City Oconto Comp Quaternary Geology.mxd

Map 5.2

Elevation

City of Oconto Planning Area
Oconto County, Wisconsin



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

Source: USGS NED, 2006; WDNR, 2005; WisDOT, 2006; City of Oconto, 2006; Oconto County, 2005; Bay-Lake Regional Planning Commission, 2007.

10-Foot Contours

High : 217 Meters

Low : 176 Meters

Railroad

Road Centerline

City of Oconto Boundary

Section

Surface Water

N W E S

0 0.25 0.5 1 Mile

N:\myfiles\oconto\coconto\Map 5_3 City Oconto Comp Elevation.mxd

Watersheds

City of Oconto Planning Area
Oconto County, Wisconsin

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

Source: WDNR 1992, 2005; WisDOT, 2006; City of Oconto, 2006; Oconto County, 2005; Bay-Lake Regional Planning Commission, 2007.

Little River

Lower Oconto River

City of Oconto Boundary
Road Centerline
Railroad
Surface Water
Section

N
W E
S

0 0.25 0.5 1 Mile

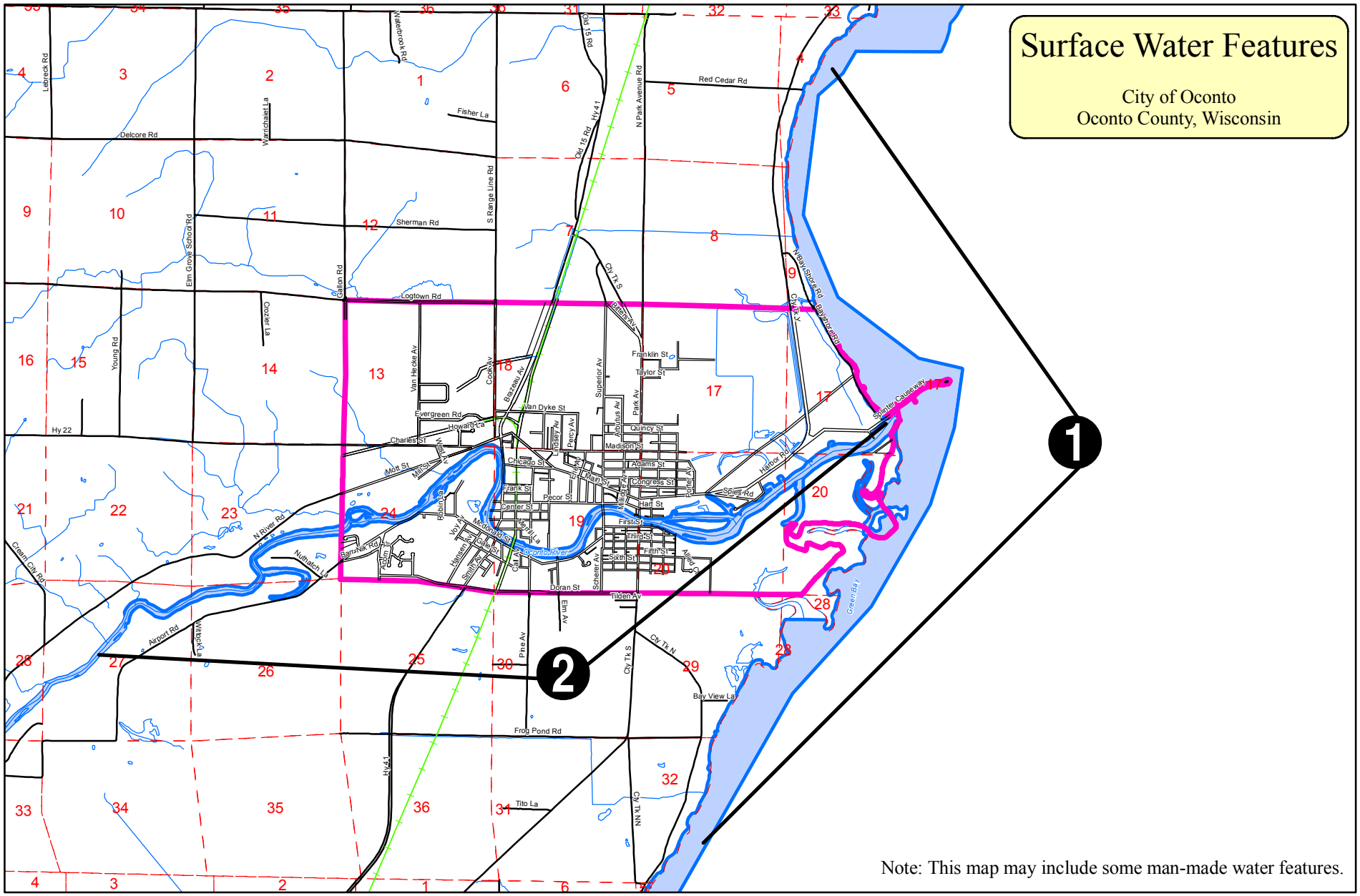
Map 5.4

N:\myfiles\oconto\coconto\Map 5_4 City Oconto Comp Watersheds Subwatersheds.mxd

Map 5.5

Surface Water Features

City of Oconto
Oconto County, Wisconsin



Note: This map may include some man-made water features.

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

Source: WDNR, 2005; WisDOT, 2006;
City of Oconto, 2006; Oconto County, 2005;
Bay-Lake Regional Planning Commission, 2007.

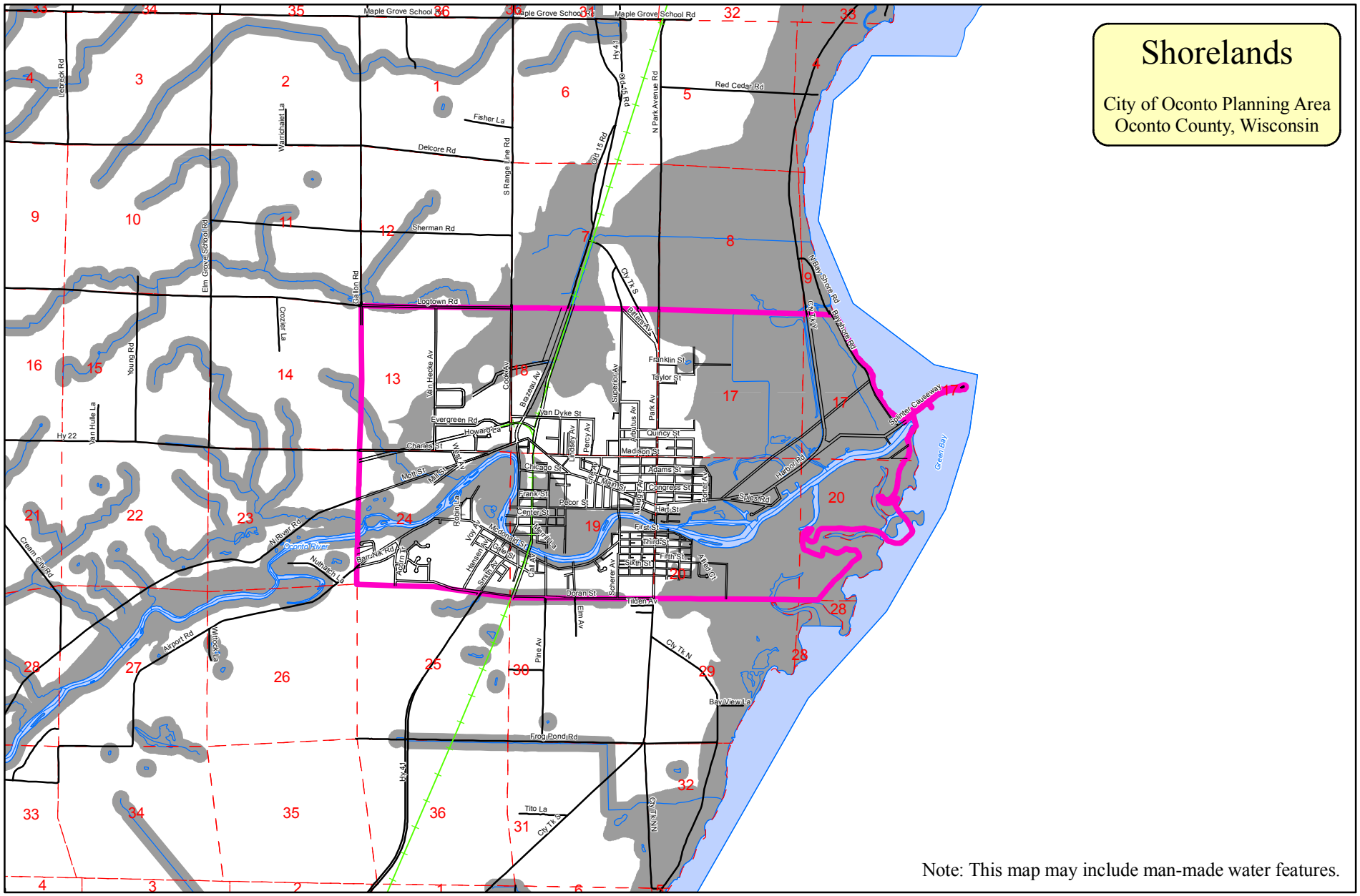
Surface Water Feature
1 Lake Michigan
2 Oconto River

City of Oconto Boundary
Road Centerline
Railroad
Surface Water
Section

N W E S

0 0.25 0.5 1 Mile

N:\myfiles\oconto\coconto\Map 5_5 City Oconto Comp Surface Water.mxd

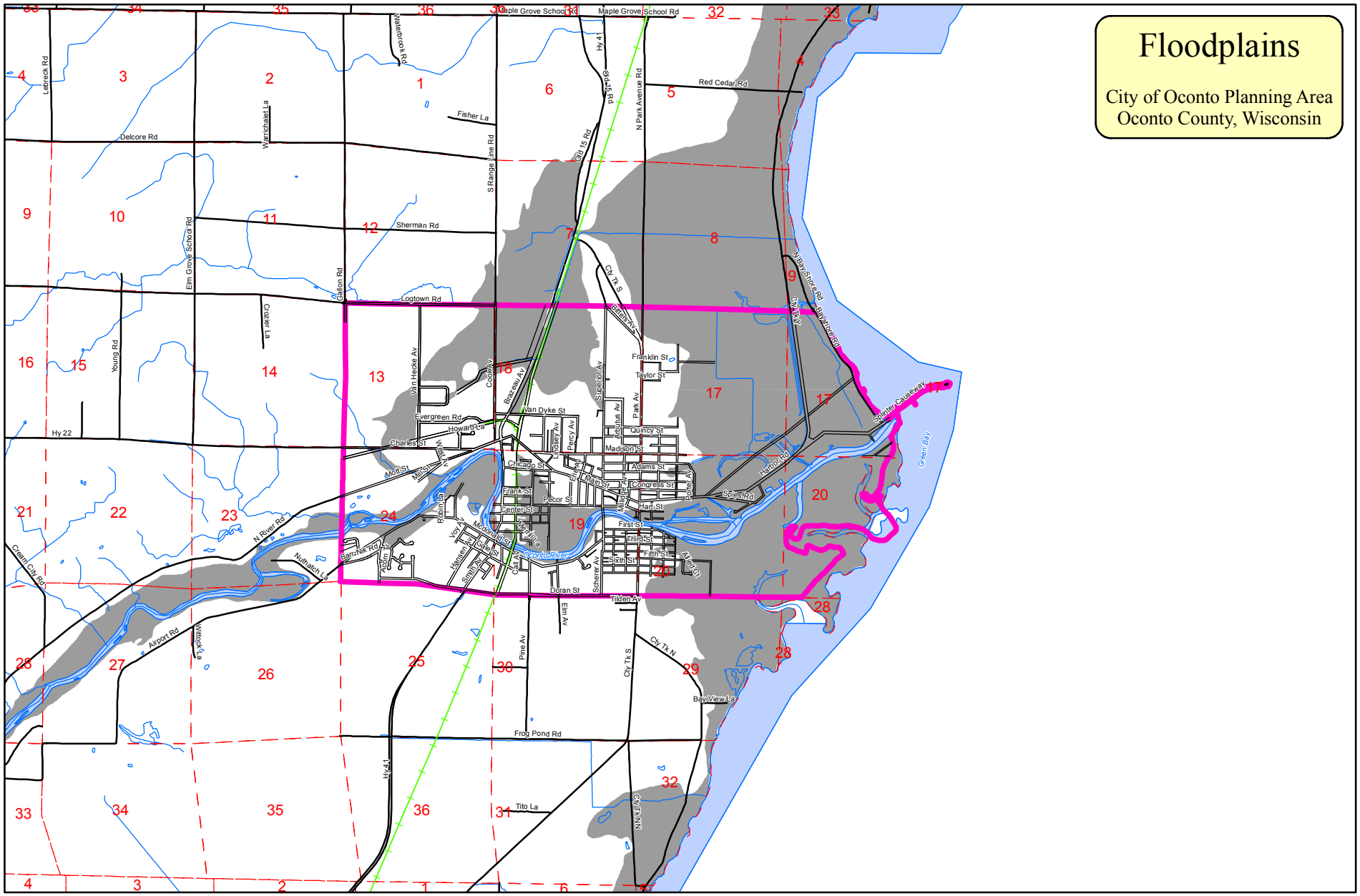


Note: This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.

Source: WDNR, 2005; FEMA, 1981, 1983; WisDOT, 2006; City of Oconto, 2006; Oconto County, 2005; Bay-Lake Regional Planning Commission, 2007.

N:\myfiles\oconto\coconto\Map 5_6 City Oconto Comp Shorelands.mxd

Map 5.6



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

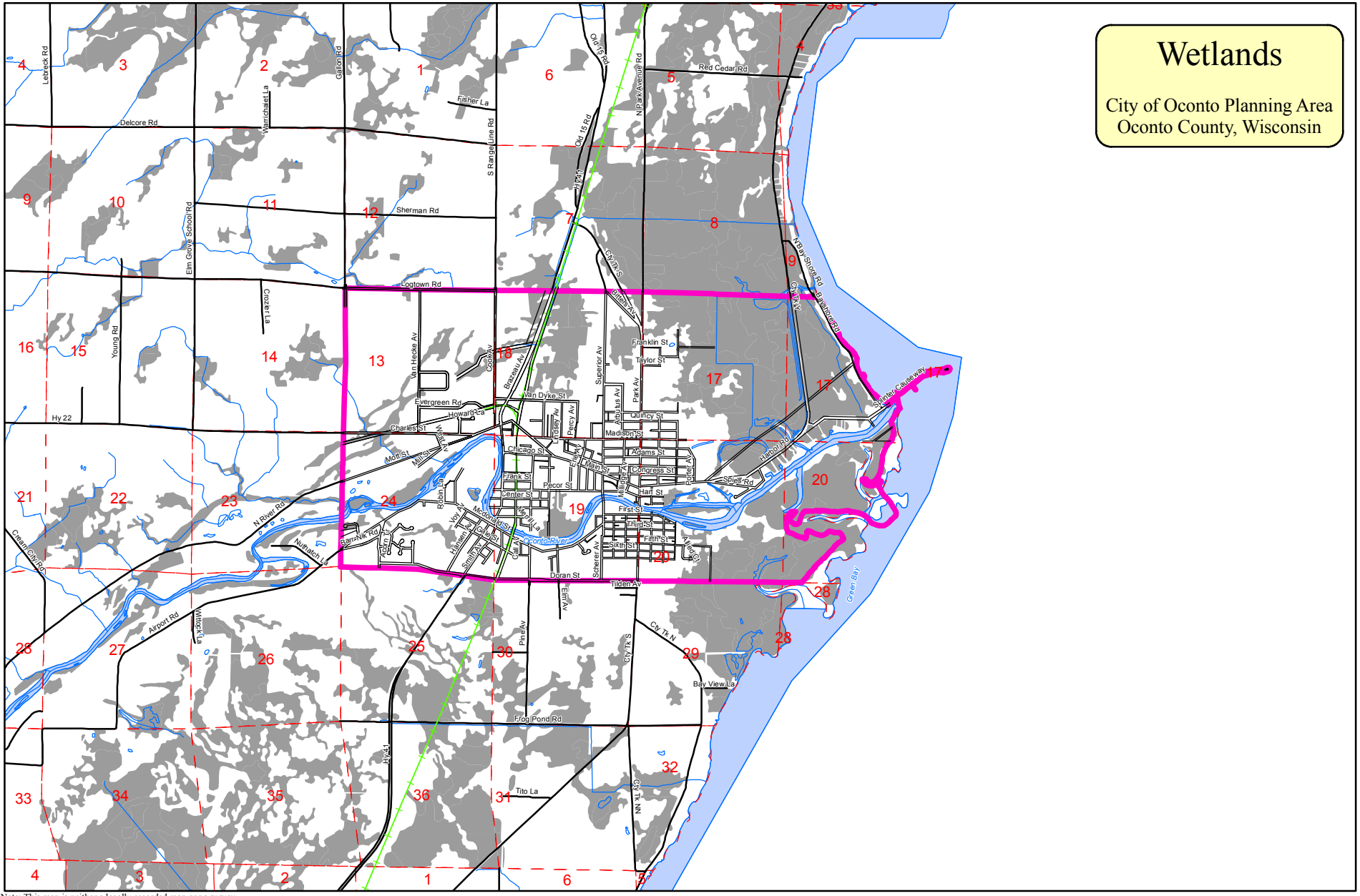
Source: FEMA FIRM, 1981, 1983; WDNR, 2005; WisDOT, 2006; City of Oconto, 2006; Oconto County, 2005; Bay-Lake Regional Planning Commission, 2007.

Map 5.7

N:\myfiles\oconto\coconto\Map 5_7 City Oconto Comp Floodplains.mxd

Wetlands

City of Oconto Planning Area
Oconto County, Wisconsin



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

Source: WDNR, 1993, 2005; WisDOT, 2006; City of Oconto, 2006; Oconto County, 2005; Bay-Lake Regional Planning Commission, 2007.

WDNR Wetlands (Greater than 2 Acres)

City of Oconto Boundary
Road Centerline
Railroad
Surface Water
Section

N W E S

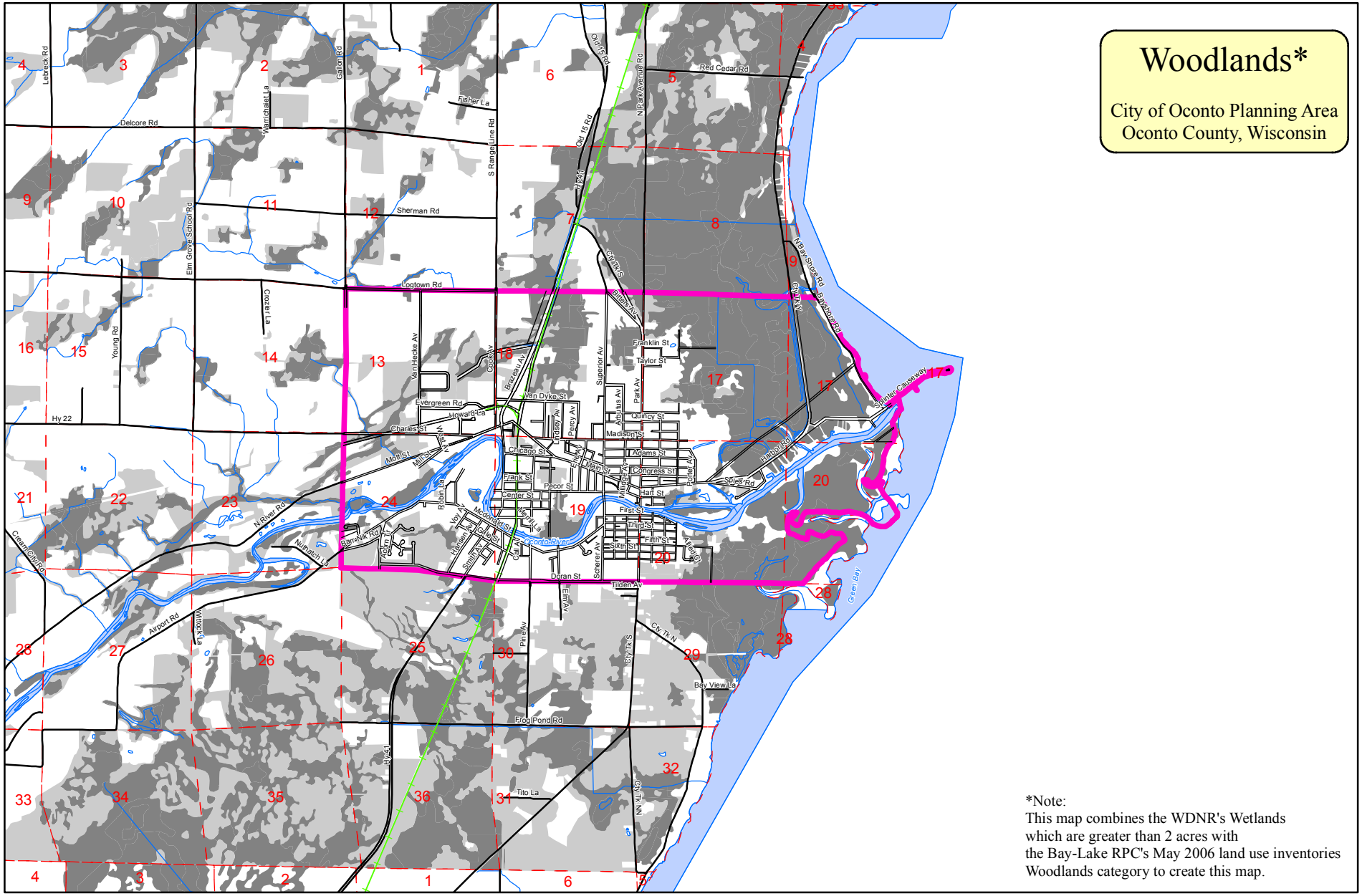
0 0.25 0.5 1 Mile

Map 5.8

N:\myfiles\oconto\coconto\Map 5_8 City Oconto Comp Wetlands.mxd

Woodlands*

City of Oconto Planning Area
Oconto County, Wisconsin



*Note:
This map combines the WDNR's Wetlands which are greater than 2 acres with the Bay-Lake RPC's May 2006 land use inventories Woodlands category to create this map.

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

Source: WDNR, 1993, 2005; WisDOT, 2006; City of Oconto, 2006; Oconto County, 2005; Bay-Lake Regional Planning Commission, 2007.

Lowland Woodlands

Upland Woodlands

City of Oconto Boundary
Road Centerline
Railroad
Surface Water
Section

N W E S

0 0.25 0.5 1 Mile

N:\myfiles\oconto\coconto\Map 5_9 City Oconto Comp Woodlands.mxd

Natural Areas

City of Oconto Planning Area
Oconto County, Wisconsin

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

Source: WDNR, 2005; WisDOT, 2006; City of Oconto, 2006; Oconto County, 2005; Bay-Lake Regional Planning Commission, 2007.

Natural Area

1. County Line Swamp
2. Green Bay Shores Wildlife Area
3. Copper Culture Cemetery
4. Oconto County Forest

City of Oconto Boundary
Road Centerline
Railroad
Surface Water
Section

N W E S

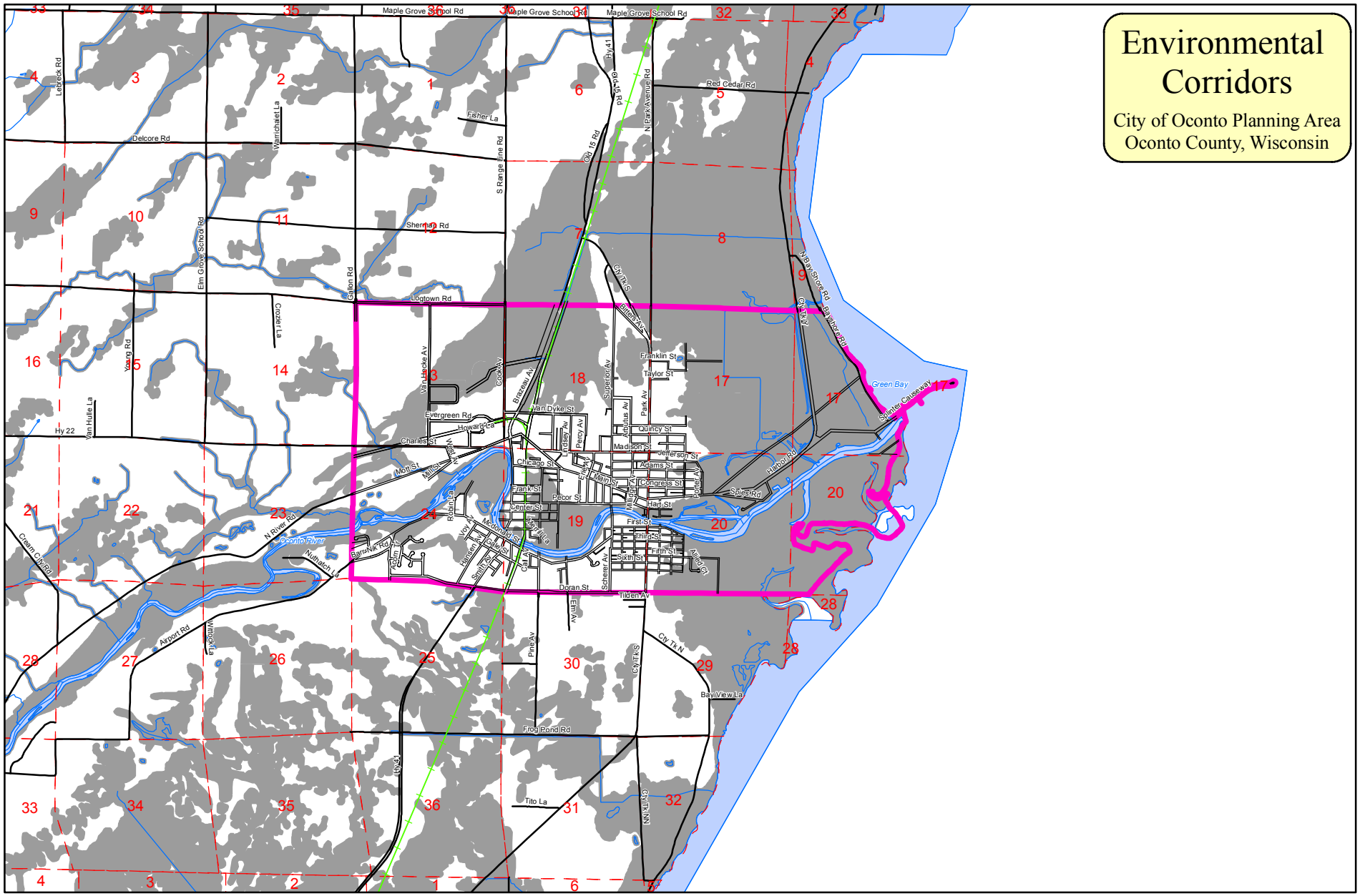
0 0.25 0.5 1 Mile

Map 5.10

N:\myfiles\oconto\coconto\Map 5_10 City Oconto Comp Scientific Natural areas.mxd

Environmental Corridors

City of Oconto Planning Area
Oconto County, Wisconsin



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

Source: FEMA, 1981, 1983; NRCS, 2005; WDNR, 2005; WisDOT, 2006; City of Oconto, 2006; Oconto County, 2005; Bay-Lake Regional Planning Commission, 2007.

Environmental Corridors

Wetlands (Greater than 2 Acres) with 25 Foot Setback
100-Year Floodplains
Steep Slope (12% or Greater)
75 Foot Surface Water Setback

City of Oconto Boundary
Road Centerline
Railroad
Surface Water
Section

N W E S

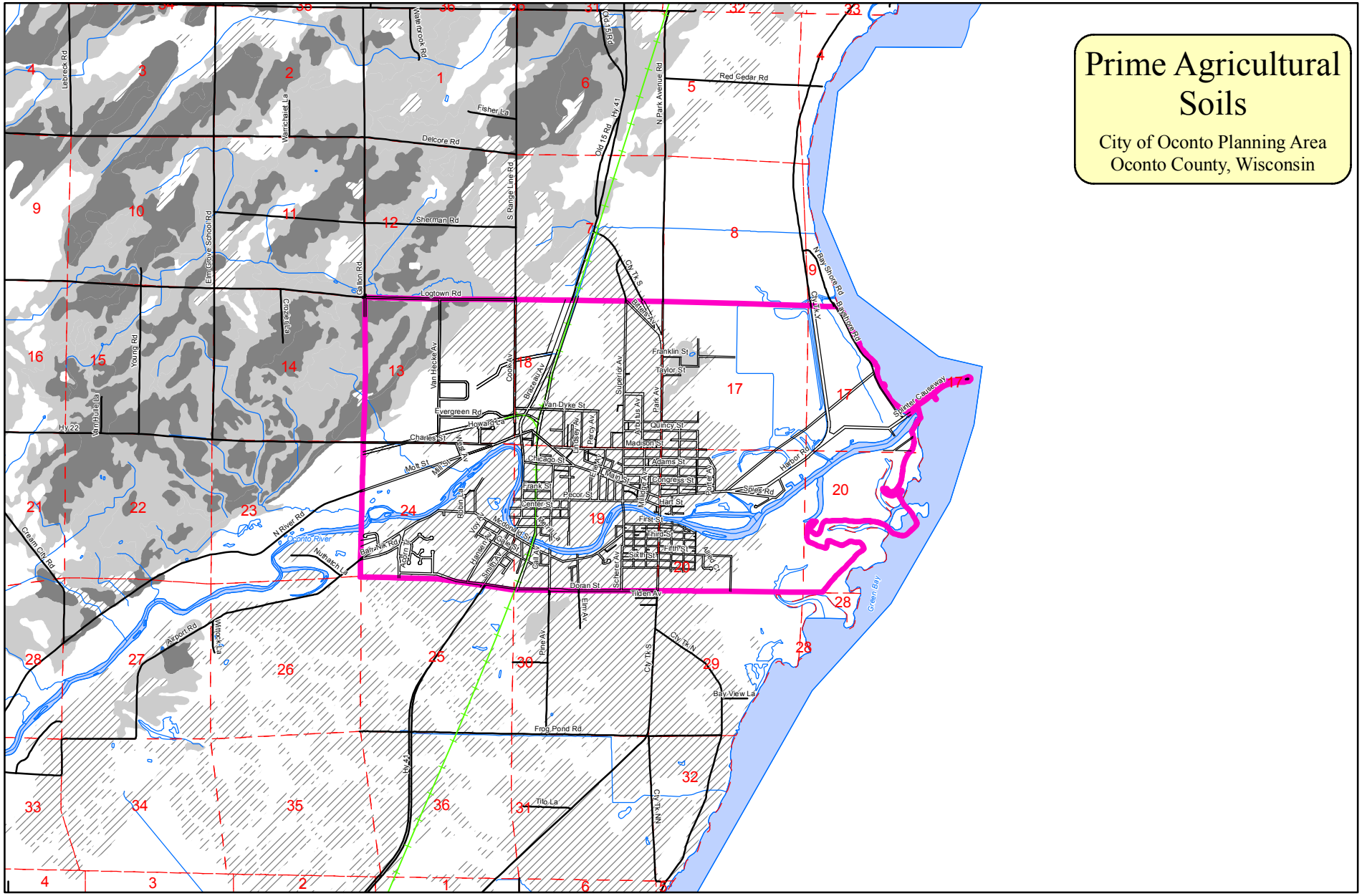
0 0.25 0.5 1 Mile

Map 5.11

N:\myfiles\oconto\coconto\Map 5_11 City Oconto Comp Ecors.mxd

Prime Agricultural Soils

City of Oconto Planning Area
Oconto County, Wisconsin



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

Source: NRCS, 2005; WDNR, 2005;
WisDOT, 2006; City of Oconto, 2006; Oconto County, 2005;
Bay-Lake Regional Planning Commission, 2007.

- All Areas are Prime Farmland
- Farmland of Statewide Importance
- Prime Farmland if Drained or Protected
- Not Prime Farmland
- City of Oconto Boundary
- Road Centerline
- Railroad
- Surface Water
- Section

N W E S

0 0.25 0.5 1 Mile

Map 5.12

N:\myfiles\oconto\coconto\Map 5_12 City Oconto Comp Prime Ag Soils.mxd

Chapter 6 - POPULATION AND HOUSING

INTRODUCTION

Changes in population numbers and characteristics are instrumental in tracking the past growth patterns of a community in addition to predicting future population trends. Over time, these population characteristics directly influence the City of Oconto's housing, educational, community and recreational facility capacities and its future economic development opportunities.

Housing is of social, economic, and revenue importance to local communities. People who take responsibility and pride in their homes are more likely to participate in community and civic activities. In a report prepared by the Wisconsin Realtors Foundation, the housing construction business employed 83,000 workers making it the state's second leading industry in employment. Housing is also a major source of revenue for many local communities in the form of property taxes.

The housing portion of this chapter includes information about the current housing stock, structural and occupancy characteristics as well as details on future housing demand based on demographic projections. The 2006 land use map in Chapter 11 (Map xx) identifies the residential developments within the city and planning area. By considering housing related issues now as part of the comprehensive planning process, Oconto can be better prepared to meet their future housing needs. The majority of the information in this chapter is based upon the 2000 Census and on population estimates and projections provided by the Wisconsin Department of Administration.

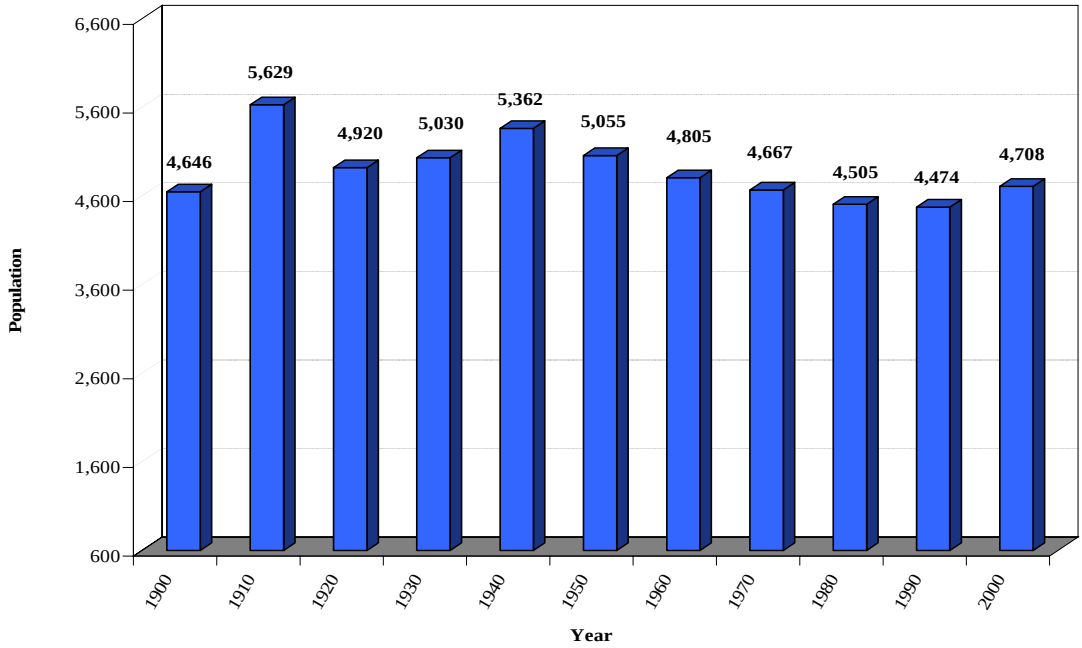
POPULATION CHARACTERISTICS

Historical Population Trends

The City of Oconto experienced its highest population level of 5,529 in 1910, a time when the city served as a busy port for activities such as trapping, hunting, fishing, and lumbering. One hundred years ago, these industries were labor intensive leading to a boom in the economy and in population. In the 1920's and 1930's the city's population suffered minimally as the national economy shifted to focus around the wood industry. However, the city experienced a long steady decline in population over the next five decades as these resources diminished, wood was replaced by other materials, and other urban areas were able to create more diverse infrastructure for emerging businesses and technologies. The overall decrease of 888 residents, or 17 percent, in the city's population since 1910 should not be viewed negatively in regard to the quality of the community's future.

In 1990 the City of Oconto increased its population by 234 residents, or nearly five percent. Figure 6.1 illustrates the change in population that the City of Oconto has experienced during the past century. Looking forward, as the regional economy continues to grow, fueled primarily by strong growth in neighboring Brown County, the City of Oconto will benefit with increased business opportunities and new residents. It is also likely that growth will occur as USH 41 expands to a 4-lane road by 2010.

Figure 6.1: Historical Population Levels, 1900-2000, City of Oconto



Source U.S. Bureau of the Census, General Population Characteristics 1900-1990, U.S. Census 2000, and Bay-Lake Regional Planning Commission, 2006.

Table 6.1 displays the change in the city's population levels over the past 50 years, while also making comparisons with two surrounding towns, a comparable city, and Oconto County. As illustrated by the table, each community, as well as the county, has experienced various fluctuations in population from 1950 to 2000.

- While the City of Oconto had a population decrease of seven percent over the last 50 years, the City of Peshtigo, located north of the city on USH 41, experienced a significant amount of growth with a 47 percent increase in people.
- The Town of Oconto saw a steady increase in population with an overall growth of 26 percent. Individuals continue to follow a trend of moving to more rural locations and homes along the shores of Green Bay.
- In comparison, the Town of Little River experienced a fluctuating population. The town lost 189 residents from 1950 to 1970 but has added 206 people in the last thirty years. The loss of people seen in the 1970 Census could have been the result of annexation. Little River, like the Town of Oconto, is attracting people because of the rural nature of the town and its location on the shore of Green Bay.
- Overall, Oconto County had a 40 percent increase in population. The county does mirror the city in the loss and subsequent recapture of population during this fifty year time span.
- Many individuals prefer to build just outside of incorporated communities in order to enjoy the wide open spaces most often associated with rural areas while at the same time allowing them to take advantage of the services provided by the villages and cities. From the city's standpoint, this is an important trend to understand and monitor. City officials will need to maintain communications with the Towns of Oconto and Little River regarding the one and

one-half mile extraterritorial boundary. This portion of the planning area will certainly see additional commercial and residential development in years to come as USH 41 is expanded to a 4-lane road that will by-pass the city on the west side.

Table 6.1: Historical Population Levels, 1900-2000, City of Oconto and Selected Municipalities

Year	City of Oconto	Town of Little River	Town of Oconto	City of Peshtigo	Oconto County
1900	4,646	1,042	1,042		20,874
1910	5,629	1,207	1,133	1,975	25,657
1920	4,920	1,198	1,026	1,440	27,104
1930	5,030	1,076	972	1,579	26,386
1940	5,362	1,011	1,102	1,947	27,075
1950	5,055	1,048	993	2,279	26,238
1960	4,805	928	974	2,504	25,110
1970	4,667	859	934	2,836	25,553
1980	4,505	940	937	2,807	28,947
1990	4,474	1,003	999	3,154	30,226
2000	4,708	1,065	1,251	3,357	35,634

Source: U.S. Bureau of the Census, General Population Characteristics 1840-1990, U.S. Census 2000; and Bay-Lake Regional Planning Commission, 2006.

Age and Sex Distribution

From 1980 to 2000, the City of Oconto's population has experienced several shifts in its age distribution as illustrated by Figure 6.2. The age and sex of the city's population will influence the types of employment opportunities, public services, and housing options needed in the city to support the majority of the residents.

- Nearly 39 percent of the city's population was under the age of 25 in 1980. By 2000, this age group decreased to fewer than 35 percent of the total population. The 20-24 age group experienced the greatest decline, 10 percent, during this 20 year time span. The decline in the number of young people living in the city over the last two decades suggests that individuals in this age group are leaving the city to further their education or find work elsewhere.
- In 1980, the largest fraction of the city's population, just over 38 percent, was between the ages of 0 and 24. Ten years later, the greatest number of city residents fell into the 25-44 age categories at just under 30 percent. By 2000, the 35-44 and 45-54 combined age groups comprised the largest percentage of the city's population at 27 percent. This is a true indication that the average age of the city's residents is increasing.

By 2000, the 35-44 and 45-54 combined age groups comprised the largest percentage of the city's population at 27 percent.

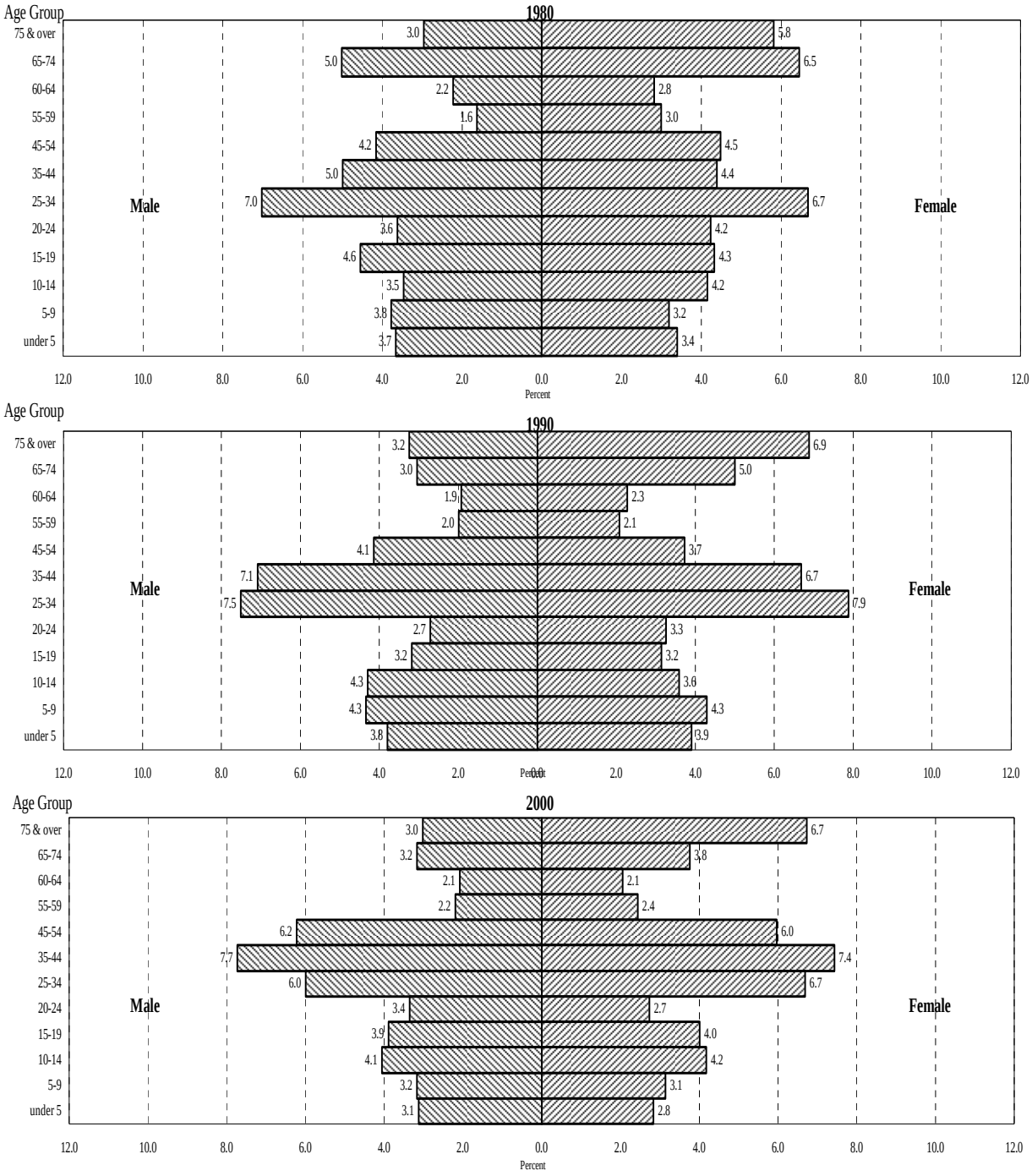
- The number of residents in the City of Oconto under the age of 10 has steadily decreased over the past 20 years. In 1980, that age group consisted of 632 children, or 14 percent. There were 731 people in that age group in 1990. That number comprised nearly 16 percent of the residents. By 2000, the same age group reflected only 12 percent (578 people) of the city's total population. This means that there were 54 less individuals under the age of 10 living in the city in 2000 than there were just 20 years earlier in 1980.

- The percentage of city residents age 65 and older has steadily decreased over the past 20 years from just over 20 percent in 1980, to 18 percent in 1990, and approximately 17 percent in 2000. This represents an overall decrease of 127 residents, or 14 percent, over the age of 65.
- Since 1980, the city's population has been comprised of more females than males. During the 20 year time period, the percent breakdown between males and females has remained very steady at approximately 47 percent and 53 respectively.

Decade Population Pyramids

Figure 6.2 illustrates changes in the City of Oconto's population through bar graph pyramids that compare males and females by age group. The three pyramids show how the city's population has slowly aged over the last 20 years.

Figure 6.2: Population Pyramids, 1980-2000, City of Oconto



Source: U.S. Bureau of the Census, 1980 Census of Population and Housing, STF 1A, Table 10; 1990 Census of Population and Housing, STF 1A, Table P012; 2000 Census of Population and Housing SF-1; and Bay-Lake Regional Planning Commission, 2006.

School Age, Working Age, and Retirement Age

Table 6.2 divides the population of the City of Oconto in 2000 into four age groups including: school age (5-17), working age (16+), voting age (18+) and those of retirement age (65+).

- Nearly one-fifth (20 percent) of the total population was school age.

- The working age group accounted for 74 percent of the total population in 2000.
- The retirement age group consisted of nearly 17 percent, which is slightly higher than Oconto County (15 percent) and the State of Wisconsin as a whole at 13 percent.

Table 6.2: Population by Age Groups and Sex, 2000, City of Oconto

	City of Oconto				Oconto County	Wisconsin
AgeGroups	Total	Male	Female	Percent	Percent	Percent
School Age						
5-11	436	217	219	9.3	10.2	10.1
12-14	249	123	126	5.3	4.9	4.5
15-17	247	126	121	5.2	5.0	4.5
Working and Voting Age						
16+	3,497	1728	1769	74.3	77.5	77.5
16-64	2,872	1437	1435	61.0	62.4	64.4
18+	3,495	1,646	1,849	74.2	74.3	74.5
18-64	2,710	1355	1355	57.6	59.2	61.4
Retirement Age						
65+	785	291	494	16.7	15.1	13.1
Total Population	4,708	2,259	2,449		35,634	5,363,675

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, STF 1A, General Profile and Table P012; and Bay-Lake Regional Planning Commission, 2006.

Median Age

Table 6.3 best illustrates the gradual increase of median age for the City of Oconto, its two surrounding towns, the City of Peshtigo, Oconto County, and Wisconsin from 1970 to 2000.

The city's median age has risen from 33.4 years in 1970 to 36.9 years in 2000.

The city's median age has risen from 33.4 years in 1970 to 36.9 years in 2000. This increase is consistent with the population pyramids and historic population trends illustrated previously. The result is an increase in median age of 3.5 years for the city, which is fairly modest in comparison to the Town of Oconto (13.4 years), the Town of Little River (10.3) and City of Peshtigo (6.4 years). Oconto County's median age has increased a more robust 8.8 years in the last three decades.

Table 6.3: Median Age, 1970-2000, City of Oconto and Selected Municipalities

Geographic Area	1970	1980	1990	2000
City of Oconto	33.4	33.2	33.8	36.9
Town of Little River	28.6	30.5	33.1	38.9
Town of Oconto	24.4	28.4	33.0	37.8
City of Peshtigo	33.3	30.4	39.0	39.7
Oconto County	30.8	31.3	35.0	38.8
State of Wisconsin	27.2	29.4	32.9	36.0

Source: U.S. Bureau of the Census, Census of Population, General Population Characteristics, Wisconsin, 1970, Tables 33, 35; 1980 Table 14; 1990 STF 1A, General Profile; Census 2000 and Bay-Lake Regional Planning Commission, 2006.

Seasonal Population

The estimated seasonal population for the city is found by multiplying the number of seasonal housing units by the average number of persons per household (Table 6.4).

In 2000, the City of Oconto had 17 seasonal housing units along with an average number of persons per household of 2.44. As a result, there is an estimated 41 additional people in the city that would be considered seasonal residents. In comparison, the Town of Oconto contained 24 seasonal housing units with an estimated 66 seasonal residents and the Town of Little River had 34 seasonal housing units with approximately 89 seasonal residents. These figures are very low when taking into account the entire county. Oconto County, with its vast mount of county forest and natural features, makes it an attractive area for seasonal housing units with 4,837 such homes accommodating another 12,189 residents. This means that the City of Oconto accounts for a very small portion, approximately 0.3 percent, of Oconto County's total seasonal population.

Table 6.4: Estimated Seasonal Population, 2000, City of Oconto and Selected Municipalities

	Geographic Location				
	City of Oconto	Town of Little River	Town of Oconto	City of Peshtigo	Oconto County
Population	4,708	1,065	1,251	2,836	35,634
Persons Per Household	2.44	2.62	2.76	2.39	2.52
Total Housing Units	2,050	451	495	1,399	19,812
Total Seasonal Housing Units*	17	34	24	20	4,837
Percent of Housing Units Seasonal	0.8	7.5	4.8	1.4	24.4
Estimated Seasonal Population**	41	89	66	48	12,189
Percent Population Seasonal	0.9	8.4	5.3	1.7	34.2

*Seasonal housing includes seasonal, recreational, or occasional use units but does not include other vacant
**Estimated Seasonal Population = Total Seasonal Housing Units x Persons per Household
Source: U.S. Bureau of the Census, 2000 Census of Population and Housing and Bay-Lake Regional Planning Commission, 2006.

Population Projections

Population projections are an important factor in assessing each community's future need for housing, community facilities, transportation, and other population-related amenities. They can also be used to forecast a municipality's future expenditures, revenues, and tax receipts.

In 2003, the Wisconsin Department of Administration (WDOA) Demographic Services Center prepared population projections to the year 2025 for Wisconsin communities and counties utilizing a projection formula that calculates the annual population change over three varying time spans.

- According to the WDOA formula, the City of Oconto is projected to have a population of 4,614 by 2025. This represents a decrease of 94 persons, or a two percent decrease from the 2000 Census count of 4,708.

This decline is important for city officials to consider when planning for public infrastructure expansion and improvements. However, the expansion of USH 41 to a continuous 4-lane from the City of Green Bay to the City of Marinette by 2010 may alter these population projects. The highway expansion will allow people to live in more rural communities like the City of Oconto and commute to the more urban areas for greater employment opportunities.

Table 6.5 illustrates the past population trends and WDOA projections for the City of Oconto, Towns of Oconto and Little River, City of Peshtigo, Oconto County, and Wisconsin.

Table 6.5: Population Trends, 1980-2025, City of Oconto and Selected Municipalities

Year	City of Oconto	Town of Little River	Town of Oconto	City of Peshitgo	Oconto County	State of Wisconsin
	Geographic Location					
Actual Population						
1980	4,505	940	937	2,807	28,947	4,705,767
1990	4,474	1,003	999	3,154	30,226	4,891,769
2000	4,708	1,065	1,251	3,357	35,634	5,363,715
WDOA Population Projections						
2005	4,713	1,083	1,409	3,567	37,720	5,563,896
2010	4,712	1,099	1,560	3,788	39,670	5,751,470
2015	4,689	1,110	1,699	3,987	41,385	5,931,386
2020	4,665	1,119	1,833	4,159	43,018	6,110,878
2025	4,614	1,122	1,951	4,298	44,351	6,274,867
Number Change						
1980-1990	-31	63	62	347	1,279	186,002
1990-2000	234	62	252	203	5,408	471,946
2000-2025	-94	57	0	941	8,717	911,152
Percent Change						
1980-1990	-0.7	6.7	6.6	12.4	4.4	4.0
1990-2000	5.2	6.2	25.2	6.4	17.9	9.6
2000-2025	-2.0	5.4	56.0	28.0	24.5	17.0

Source: U.S. Bureau of the Census, Census of Population and Housing, 1980-2000; Wisconsin Department of Administration, for years cited; Wisconsin Department of Administration, Official Population Projections, 2003; and Bay-Lake Regional Planning Commission, 2006.

In an effort to establish a range of possible population growth scenarios for the next 20 years, two additional population projection methods were utilized along with the previously mentioned 2003 WDOA projections. These two additional projection methods are defined below.

Growth Trend - In a growth series, the starting value is multiplied by the step value to get the next value in the series. The resulting product and each subsequent product is then multiplied by the step value.

Linear Trend - In a linear series, the step value, or the difference between the first and next value in the series, is added to the starting value and then added to each subsequent value.

Table 6.6 and Figure 6.3 presents the city's actual U.S. Census counts, the 2003 WDOA projection, and the growth and linear trend projections based off past population trends.

- The growth trend was developed by using the 1970 to 2000 Census figures and creating an exponential "growth trend" series to the year 2025. According to this projection, the 2025 population for the City of Oconto would be 4,605 people, which is a decrease of 103 people or approximately a two percent from the 2000 Census population count.
- The linear trend also utilized the 1970 to 2000 Census figures and created a "linear trend" series to the year 2025. This method identified a 2025 population of 4,608 people for the City of Oconto, which is a decrease of 100 people or also a two percent from the 2000 Census population count.

It should be noted that the growth and linear trend population projections assume that the city will continue to contract based on past trends in population. The decline in the city's growth and linear trend projections is a result of the population decline that occurred between 1970 and 1990. As stated earlier, any future changes, large or small, in the economies or infrastructure

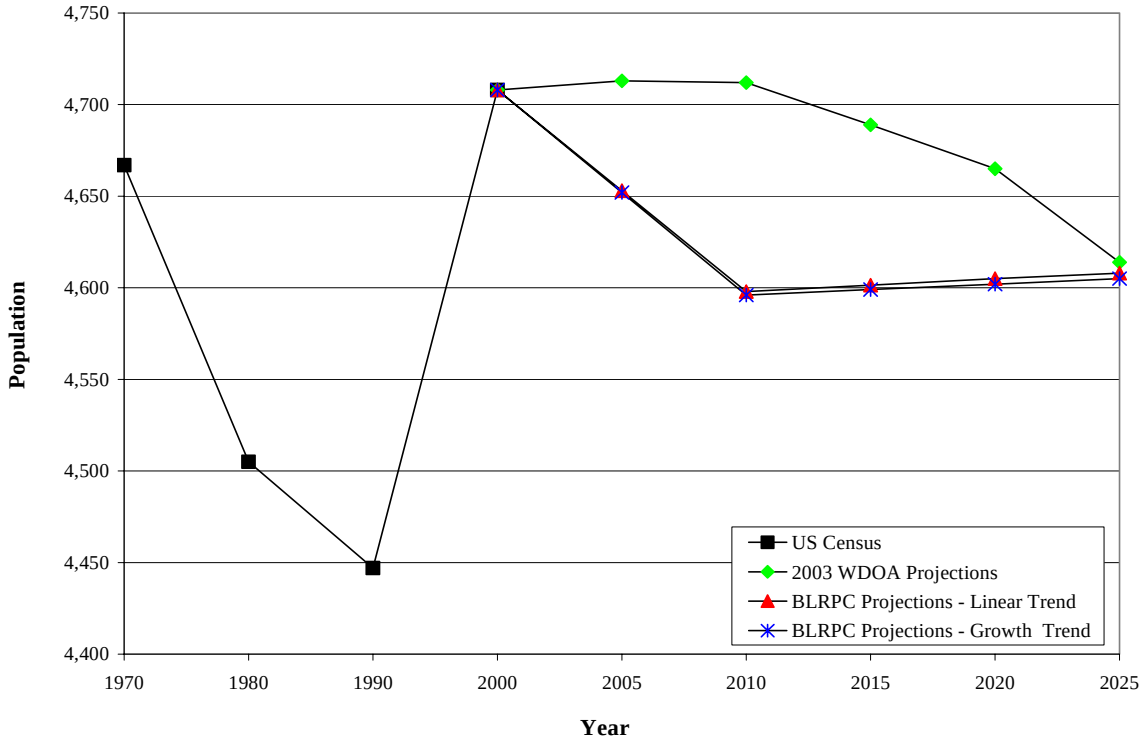
serving the city or within the region, such as the expansion of USH 41, may cause significant modifications to these projections.

Table 6.6: Population Trends and Projections, 1970-2025, City of Oconto

City of Oconto	1970	1980	1990	2000	2005	2010	2015	2020	2025
US Census	4,667	4,505	4,447	4,708					
2003 WDOA Projections				4,708	4,713	4,712	4,689	4,665	4,614
BLRPC Projections - Growth Trend				4,708	4,652	4,596	4,599	4,602	4,605
BLRPC Projections - Linear Trend				4,708	4,653	4,598	4,602	4,605	4,608

Source: U.S. Department of Commerce, Bureau of the Census, 1970, 1980, 1990, 2000; Wisconsin Department of Administration, *Official Municipal Population Projections 2005-2025*, 2003; Bay-Lake Regional Planning Commission, 2006.

Figure 6.3: Population Trends and Projections, 1970-2025, City of Oconto



Source: U.S. Bureau of the Census, Census of Population and Housing, 1970-2000; Wisconsin Department of Administration, Official Population Projections for years cited; and Bay-Lake Regional Planning Commission, 2006.

HOUSING CHARACTERISTICS

Housing Occupancy and Tenure

According to the 2000 Census, the City of Oconto had 1,870 occupied housing units, which accounts for approximately 92 percent of the housing in the city. The remaining eight percent, 170 units, of the homes in the city were considered to be vacant (Table 6.7). Of the 1,870 occupied units, 1,281 (63 percent) were owner-occupied while 589 units (29 percent) were renter-occupied.

Seasonal Housing

Of the 170 vacant units in the city, 17 units, or one percent of the total housing in the City of Oconto are used for seasonal, recreational, or occasional use and eight percent is other housing

units such as boats, RVs, and vans (Table 6.7). In comparison, Oconto County has a significant number of seasonal, recreational, or occasional use, and other structures with nearly 30 percent of the total housing units in these categories.

Table 6.7: Housing Occupancy and Tenure, 2000, City of Oconto and Selected Municipalities

	City of Oconto		Town of Little River		Town of Oconto		City of Peshtigo		Oconto County	
Units	Number	Percent	Number	Percent	Number	Precent	Number	Percent	Number	Percent
Occupied	1,870	91.7	407	89.1	454	92.5	1,315	92.9	13,979	70.6
Owner	1,281	62.8	344	75.3	412	83.9	897	63.3	11,598	58.5
Renter	589	28.9	63	13.8	42	8.6	418	29.5	2,381	12.0
Vacant	170	8.3	50	10.9	37	7.5	101	7.1	5,833	29.4
Seasonal, Recreational, and Occasional Use	17	0.8	34	7.4	24	4.9	20	1.4	4,837	24.4
Other	153	7.5	16	3.5	13	2.6	81	5.7	996	5.0
Total Units	2,040	100.0	457	100.0	491	100.0	1,416	100.0	19,812	100.0

Source: U.S. Bureau of the Census, and Bay-Lake Regional Planning Commission, 2006.

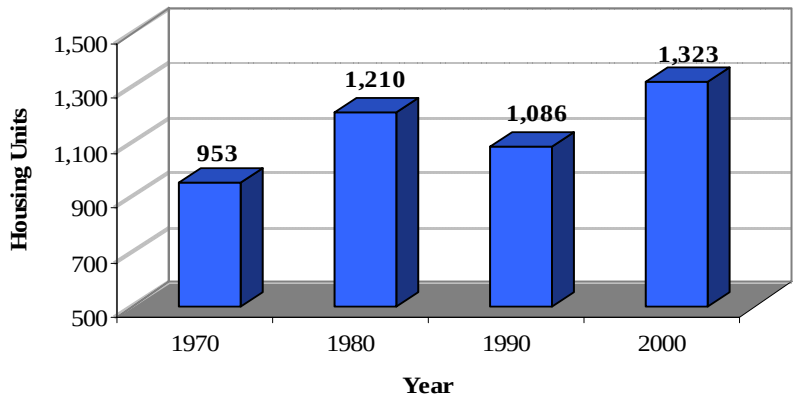
Total Housing Unit Levels by Decade

The total number of housing units within the City of Oconto increased by 69 percent from 1970 to 2000 (Figure 6.4 and Table 6.8).The number of housing units in the city have steadily increased over the past thirty years, unlike the rather dramatic fluctuation in population figures during this same time period.

The Town of Oconto experienced similar growth in housing units from 1970 to 2000 with an increase of 64 percent. In contrast, the Town of Little River saw only an additional 87 new housing units erected during the past 30 years, with only eight new units added in the 1990's

The City of Oconto compares favorably to the county (66 percent increase) and the State of Wisconsin (58 percent increase) in new housing units for this 30 year time frame. The city must be careful not to overbuild homes for the projected flat population projections that could ultimately push home and rental values below market value.

Figure 6.4: Historic Housing Unit Levels, 1970-2000, City of Oconto



Source: U.S. Bureau of the Census, 1970 Census of Population and Housing, Series 100-Data Set 112075-545-1026; 1980 Census, Selected Housing Characteristics for Counties and County Subdivisions, Table 45; 1990 Census, Summary of General Housing Characteristics, Table 1; and Bay-Lake Regional Planning Commission, 2006.

Table 6.8: Total Housing Units, 1970-2000, City of Oconto and Selected Municipalities

Area	Year 1970	1980	1990	2000	Percent Change 1970-80	1980-90	1990-2000	1970-2000
City of Oconto	1,208	1,833	1,841	2,040	51.7	0.4	10.8	68.9
Town of Little River	370	421	429	457	13.8	1.9	6.5	23.5
Town of Oconto	300	356	387	491	18.7	8.7	26.9	63.7
City of Peshtigo	912	1052	1217	1416	15.4	15.7	16.4	55.3
Oconto County	11,947	16,940	18,832	19,812	41.8	11.2	5.2	65.8
Wisconsin	1,472,466	1,863,897	2,055,774	2,321,144	26.6	10.3	12.9	57.6

Source: U.S. Bureau of the Census, 1970 Census of Population and Housing, Series 100-Data Set 112075-545-1026; 1980 Census, Selected Housing Characteristics for Counties and County Subdivisions, Table 45; 1990 Census, Summary of General Housing Characteristics, Table 1; and Bay-Lake Regional Planning Commission, 2006.

Housing Types - Units in Structure

According to the 2000 Census, one unit detached structures made up nearly 70 percent of the housing types in the City of Oconto (Table 6.9). The second largest housing type found in the city was 2 unit structures, which comprised just over 10 percent.

When compared to surrounding communities and the county, the city has a larger percentage of 2 unit homes (10 percent) and larger 10-19 unit facilities (4 percent). This is likely due to the conversion of larger single family homes and older commercial buildings to duplexes and multi-use structures, as well as the construction of larger unit apartment complexes; all of which provide more affordable and conveniently located housing options to the city's residents.

According to the 2000 Census, one unit detached structures made up nearly 70 percent of the housing types in the City of Oconto.

The City of Oconto also contains a significantly lower number of mobile homes than the surrounding Towns of Oconto and Little River and Oconto County. In 2000 it was estimated that these structures accounted for only 3.2 percent of the total available housing in the city.

Table 6.9: Units in Structure, 2000, City of Oconto and Selected Municipalities

Units	City of Oconto		Town of Little River		Town of Oconto		City of Peshtigo		Oconto County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
1 unit, detached	1,431	69.8	369	81.8	440	88.9	923	66.0	15,356	77.5
1 unit, attached	7	0.3	0	0.0	2	0.4	11	0.8	127	0.6
2 units	212	10.3	9	2.0	0	0.0	94	6.7	465	2.3
3 or 4 units	84	4.1	0	0.0	0	0.0	55	3.9	219	1.1
5 to 9 units	74	3.6	6	1.3	0	0.0	124	8.9	337	1.7
10 to 19 units	88	4.3	0	0.0	0	0.0	19	1.4	125	0.6
20 or more units	88	4.3	0	0.0	0	0.0	47	3.4	175	0.9
Mobile home	66	3.2	67	14.9	53	10.7	126	9.0	2,975	15.0
Other	0	0.0	0	0.0	0	0.0	0	0.0	33	0.2
Total	2,050	100.0	451	100.0	495	100.0	1,399	100.0	19,812	100.0

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, SF- 1; and Bay-Lake Regional Planning Commission, 2006.

Age of Housing

The City of Oconto did not experience the same home building boom that took place in the Towns of Oconto and Little River during the 1980's and 1990's (Table 6.10). During this time, both towns increased their number of new housing units by over 30 percent. For the Town of Oconto, 28 percent of the homes were built in the last 10 years, and in the Town of Little River, 20 percent of the homes have been added since 1990. In comparison, since 1980, the City of Oconto increased their housing base by only about 18 percent. Only 13 percent of the homes within the city were built after 1990.

The city's strong housing boom came prior to 1960 with over 65 percent of the homes built before that year. These beautiful older homes are located in the city's inner residential communities and were built by owners of the area's large lumber industries. This building trend is in direct correlation to the large population gain the city enjoyed during that same time period. The low number of new homes being built within the city is in direct correlation to the relative flat population growth illustrated for the past several decades.

Table 6.10: Housing Units by Year Structure Built, 2000, City of Oconto and Selected Municipalities

	City of Oconto		Town of Little River		Town of Oconto		City of Peshtigo		Oconto County	
Year Structure Built	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
1999 to March 2000	61	3.0	11	2.4	35	7.1	29	2.1	705	3.6
1995 to 1998	133	6.5	50	11.1	54	10.9	123	8.8	1,903	9.6
1990 to 1994	78	3.8	30	6.7	51	10.3	52	3.7	1,293	6.5
1980 to 1989	93	4.5	58	12.9	45	9.1	202	14.4	2,677	13.5
1970 to 1979	184	9.0	63	14.0	54	10.9	167	11.9	3,656	18.5
1960 to 1969	179	8.7	28	6.2	37	7.5	111	7.9	2,016	10.2
1940 to 1959	477	23.3	81	18.0	87	17.6	312	22.3	3,386	17.1
1939 or earlier	845	41.2	130	28.8	132	26.7	403	28.8	4,176	21.1
Total	2,050	100.0	451	100.0	495	100	1,399	100.0	19,812	100.0

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, Table DP-4; and Bay-Lake Regional Planning Commission, 2006.

Condition of Housing Stock

Once the number of substandard housing units is determined, the city's overall housing stock can be evaluated and appropriate actions taken to upgrade the homes.

According to the Department of Commerce, the definition of a substandard unit is a housing unit which is in need of major repair or replacement in three or more of the following areas: roof, electrical, heating, plumbing, foundation/structure (including interior walls/floors/ceilings), siding, doors/windows and well/septic or water/sewer laterals.

With 845 units in the city having been built prior to 1940 (Table 6.10), the possibility exists that several units may be substandard based on conditions outlined in the Department of Commerce definition. Several of these homes were built around 1900 and have tremendous historical significance. The cost to renovate and maintain these structures is very high due to requirements which mandate they must be renovated in a manner not to alter the historical nature of the home. The ability to add modern heating and cooling systems and energy efficient doors and windows is sometimes cost prohibitive due to the severe modification or special manufacturing needed for installation.

In addition, the 2000 Census identified five housing units which lacked complete plumbing facilities at the time the survey was conducted. It is likely that some of these structures could also be classified as substandard based on the aforementioned Department of Commerce definition.

According to the 2000 Census the median value of specified owner-occupied housing units in the city was $69,800.

Housing Values

In 2000, the majority of housing units, 61 percent, in the City of Oconto were valued between $50,000 and $99,999 and another 22 percent had values less than $50,000 (Table 6.11). According to the 2000 Census the median value of specified owner-occupied housing units in the city was $69,800. The city's housing values in comparison with the Towns of Oconto and Little River, City of Peshtigo, and Oconto County are markedly less. This can be contributed to the fact

many of the city's homes were built prior to 1960 and few homes have been added in the last 10 years.

Table 6.11: Values of Specified Owner-Occupied Housing Units, 2000, City of Oconto and Selected Municipalities

Value	City of Oconto		Town of Little River		Town of Oconto		City of Peshtigo		Oconto County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Less than $50,000	260	22.3	19	12.0	27	12.4	178	24.5	1021	13.7
$50,000 to $99,999	713	61.2	66	41.8	93	42.7	390	53.7	3335	44.9
$100,000 to $149,999	137	11.8	40	25.3	43	19.7	95	13.1	1727	23.2
$150,000 to $199,999	21	1.8	14	8.9	31	14.2	51	7.0	814	11.0
$200,000 to $299,999	34	2.9	13	8.2	22	10.1	12	1.7	434	5.8
$300,000 to $499,999	0	0.0	6	3.8	2	0.9	0	0.0	81	1.1
$500,000 to $999,999	0	0.0	0	0.0	0	0.0	0	0.0	12	0.2
$1,000,000 or more	0	0.0	0	0.0	0	0.0	0	0.0	4	0.1
Total Units	1165	100.0	158	100.0	218	100.0	726	100.0	7428	100.0
Median Value	$69,800		$96,300		$96,300		$73,200		$89,900	

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, Table DP-4; and Bay-Lake Regional Planning Commission, 2006.

*Note: Census housing values may not be the actual assessed values. They are based on what the homeowner perceives the housing unit is worth.

Housing Costs - Rents and Mortgage

Providing affordable housing which meets the needs of future City of Oconto residents is an important element of planning. Housing influences the economy, transportation, infrastructure, natural features, and various other aspects of a comprehensive plan.

According to the U.S. Department of Housing and Urban Development (HUD), housing affordability is defined as paying no more than 30 percent of household income for housing.

Rent and Income Comparison

According to the 2000 Census, the median gross rent for renter-occupied housing units in the City of Oconto was $446. The 2000 Census indicates that in 1999 some 165 city residents were paying 30 percent or more of their household income in gross rent. According to the HUD definition these occupants are considered as living in non-affordable housing.

Owner Costs and Income Comparison

For owner-occupied housing units with a mortgage in 2000, the median monthly owner cost in the city was $749. For owner-occupied units without a mortgage, the median monthly cost was $279. The 2000 Census indicates that in 1999, 217 city residents were paying 30 percent or more of their household income in monthly owner costs. According to the HUD definition these occupants are considered as living in non-affordable housing.

Projected Occupied Housing Units

Three methods were used for determining the most likely housing projection to the year 2025 for the City of Oconto. The following methods were used to estimate the future occupied housing unit demand within the city.

Methods one and two used the year 2000 "occupied housing" count of 1,870 units as a base figure. Method three used the 2003 Department of Administration (WDOA) population projections along with the city's projected persons per household.

Household Size

According to the Wisconsin Department of Administration, the household size within the City of Oconto is projected to decrease throughout the planning period. Table 6.12 indicates that the

number of persons per household in the city will consistently decline during the planning period, from 2.76 in 2000 to 2.54 in 2025.

- ***Growth Trend*** - Using the census "occupied" housing counts from 1970 to 2000, a "growth trend" was created to the year 2025. This created a housing unit projection that indicated the city would have 2,091 total occupied housing units by 2025, or an increase of 221 (12 percent) occupied housing units from the 2000 Census (Table 6.12 and Figure 6.5).
- ***Linear Trend*** - A "linear trend" to the year 2025 also utilizes the census "occupied" housing counts from 1970 to 2000. This created a housing unit projection that indicated the City of Oconto would have 2,058 total occupied housing units, or an increase of 188 (10 percent) occupied housing units by 2025.
- ***WDOA Population Projections/Persons per Household*** - By using the city's WDOA population projections and persons per household projection to the year 2025, the population projection shows a decrease of 94 persons and a decline in persons per household of 2.76 to 2.54 from 2000 to 2025. The result equals a small decrease in the number of occupied housing units of 32 or two percent for the City of Oconto by 2025.

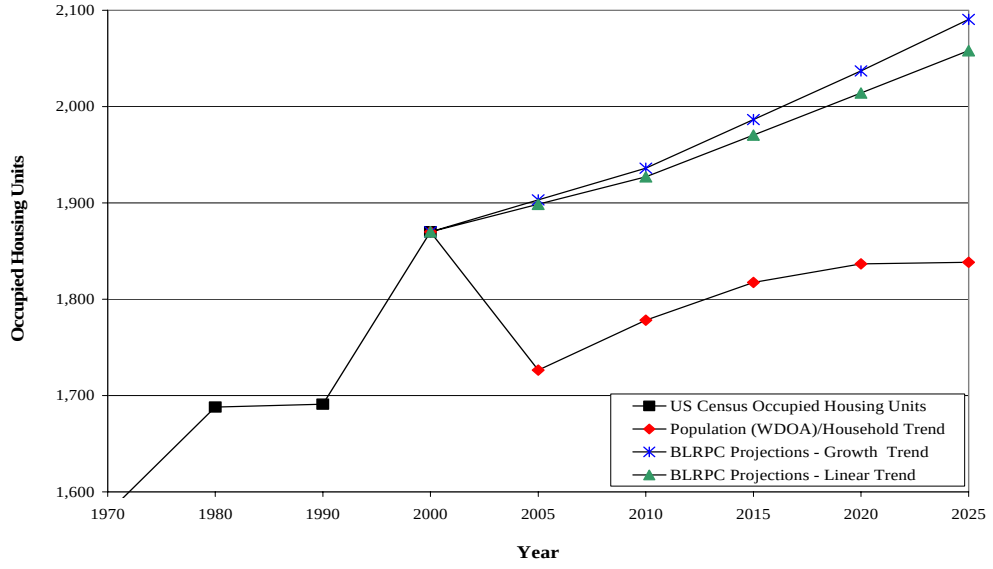
Table 6.12: Occupied Housing Unit Trends & Projections 1970-2025, City of Oconto

	Year								
City of Oconto	1970	1980	1990	2000	2005	2010	2015	2020	2025
US Census Occupied Housing Units	1,578	1,688	1,691	1,870					
BLRPC Projections - Growth Trend				1,870	1,903	1,936	1,987	2,037	2,091
BLRPC Projections - Linear Trend				1,870	1,899	1,927	1,971	2,014	2,058
Population (WDOA)/Household Trend				1,870	1,726	1,778	1,817	1,837	1,838
Household Size			2.74	2.76	2.73	2.65	2.58	2.54	2.51

Source: Wisconsin Department of Administration, 2003; Bay-Lake Regional Planning Commission, 2006.

Note: The increments used to obtain the projected household sizes for the City of Oconto were taken from Oconto County's projection increments prepared by the Demographic Services Center and through linear trending from 1990 to 2025 by BLRPC, 2006.

Figure 6.5: Occupied Housing Unit Trends & Projections1970-2025, City of Oconto



Source: U.S. Bureau of the Census, 1970 Census of Population and Housing, Series 100, Table 2, Data Set 112075-545-1026; 1980 Census of Population and Housing, Table 45; 1990 Census of Population and Housing, Table 1; State of Wisconsin Demographic Services Center, Annual Housing Unit Surveys, July 18, 2000; and Bay-Lake Regional Planning Commission, 2006.

Subsidized and Special Needs Housing

Within Oconto County, there exists a variety of agencies that help locate, finance, and develop housing for persons with various physical and mental disabilities or other special needs. The Oconto County Department of Health and Human Services has information on what is available through several organizations such as WHEDA, NEWCAP, and the Veteran's Administration. Please see Appendix G for a list of these programs.

Housing Development Environment

The City of Oconto is in an ideal location for residential development. It is located 30 miles north of the Green Bay Metropolitan Area, 20 miles south of the Cities of Menominee and Marinette, and scenically situated along the Oconto River and Green Bay. Taking into account the city's location, the area's relatively low housing costs is another attractive feature. The upcoming expansion of USH 41 to a 4-lane will enable people to travel to the metropolitan areas quicker and safer. This should make it attractive for people to live in the City of Oconto and commute to other larger communities for employment.

Given the city's location and services, the towns of Oconto and Little River, along with the City of Oconto, should continue to communicate and work together to take positive advantage of the internal and external resources each has available to them. This will allow the three communities to develop without detracting from their neighbor or the area's overall quality of life.

Chapter 7 - ECONOMIC DEVELOPMENT

INTRODUCTION

The economic development element details the City of Oconto's general economic conditions including workforce characteristics, economic base and economic opportunities and a complete listing of economic development resources. These characteristics and trends are compared to Oconto County and the State of Wisconsin, as appropriate. This chapter also discusses the importance of retaining, developing, and attracting businesses; the types of employers and jobs to be recruited; and a summary of the city's economic strengths and weaknesses.

The purpose of this inventory is to establish strategies for economic growth and vitality that will continually enhance the identity and quality of life in the City of Oconto. Because the economy is interrelated with all aspects of community life, the economic development priorities have an impact on strategies developed for other community components such as natural resources, housing, transportation, utilities and land use. See Chapter 1 of this document for a detailed listing of these strategies.

ECONOMIC DEVELOPMENT COMPONENTS

To be successful, economic development must function as a part of the whole socio-economic environment. This is accomplished through the development of strategies linked to several economic development components including: *1) infrastructure; 2) business development; 3) workforce development* and *4) community cash flow*. These components consist of several individual elements that influence the quality and effectiveness of economic development within a community.

Infrastructure Development

Infrastructure provided by both government and private business is the support system needed for producing and delivering goods and services. Examples of infrastructure include:

- Utilities (e.g., water, sanitary and storm sewer, gas, electric, natural gas)
- Transportation services (e.g., roads, parking, airports, ports, rail, signage, sidewalks, trails)
- Social infrastructure (e.g., schools, hospitals, government and other public services)
- Communications infrastructure (e.g., telephone, radio, television, video, satellite, cellular, etc.)

Business Development

This component addresses business retention, expansion, attraction, and development.

- A *business retention and expansion* program should identify each business's existing and changing needs and address those needs with appropriate resources and tools. It is important to remove obstacles that restrict the growth of existing businesses (e.g., infrastructure, availability of space, transportation, etc.) and assist them to remain competitive through workforce development programs, integration of technology, etc.

- *Business attraction* activities are designed to encourage businesses that are expanding or planning to relocate, to choose your community. In order to attract new businesses, a community must provide a competitive and attractive environment. Marketing and

promotion are used extensively to promote the positive business climate, quality of life elements, skill level of the workforce, available services, etc.

- *Entrepreneurship and new business development* helps diversify the economic base and creates new jobs to stabilize the local economy. Building an effective support system for promising businesses is an important responsibility of the economic developer and economic development committee. This means there is land available with public infrastructure (e.g., streets and utilities), adequate transportation options are in place, the site has internet availability with high speed access, permits for home-based businesses can easily be obtained, etc.

Workforce Development

Communities need a well-rounded workforce to stay competitive, keep existing businesses strong, retain young people in the community, and raise the area's general standard of living. Workforce development programs are primarily provided through partnerships with local job centers, local school districts, and institutions of higher education. Occasionally, the local employers will provide instructors and equipment for use in these training programs. Companies have found it more economical to share training resources and facilities with other employers in the area resulting in a better working relationship among those businesses.

Community Cash Flow

Communities looking to bring new dollars into a community can look at two sources of new dollars: those brought in by individuals, and those brought in by organizations, businesses or government.

- New individual dollars consist of earned income (wage and salary) and transfer income (government payments and investment dividends).
- New dollars brought into a community by entities or institutions cover a wide range of sources, including tourism, expanding markets, government contracts or grants, etc.

STRENGTHS, WEAKNESSES, OPPORTUNITIES, AND THREATS

Planning for economic development requires recognition of the City of Oconto's assets and limitations through a thorough evaluation of the four aforementioned economic components. This analysis of the city's economic strengths, weaknesses, opportunities, and threats provides a broad overview of where the city is currently and what the economic composition of the community may be in the future. If Oconto is to develop and maintain a vibrant and diversified economic foundation, the city needs to maximize its strengths, offset its weaknesses, take advantage of its opportunities, and minimize its threats. The results of the S.W.O.T. process were instrumental in drafting the economic development goals and identifying strategies for the implementation of this portion of the comprehensive plan.

In April 2006, members of the City of Oconto's Plan Commission began completing an economic development (S.W.O.T.) survey to produce a list of strengths and weaknesses as well as opportunities and threats regarding economic development in the city. The complete results of the economic S.W.O.T. exercise can be found in Appendix H of this document. The following are examples of the responses provided during the discussion:

Strengths:

- High quality school
- Good workforce
- Reasonable property values
- Low housing costs, overall low cost of living
- Waterfront access
- Park system
- Transportation –US41

Weaknesses:

- Not being promoted
- Sections of the city are rundown
- No land for development-industrial
- Lack of jobs
- Lack of civic pride
- Lack of economic promotion

Opportunities:

- Harbor- promote
- Railroad-redevelop
- Surrounding communities provide expanded market for services and potential workers
- River
- Airport
- Freeway bypass

Threats:

- Negative attitudes
- Lack of stable employment
- By-pass, if not capitalized on
- Only 15.7 percent of the residents hold an Associates degree or higher
- Inactivity among residents
- Population attrition especially best and brightest young people

LABOR FORCE CHARACTERISTICS

As a key component to economic development, the quality and quantity of the area's labor force dictates what types of business the City of Oconto will be able to attract and support in the future. This section focuses on the characteristics of the local and county labor force. This includes general information on education levels, incomes, the types of occupations in which individuals are employed; the types of business in which people are working; commuting patterns; unemployment rates; labor participation rates; and a review of how these characteristics determine/influence the area's employment forecast.

The City of Oconto's civilian labor force is comprised of employed persons and those seeking employment that are age 16 and older. It excludes persons in the armed forces and those residents under age 16.

Education Attainment

The education levels attained by the residents of a community are often an indicator of the type of jobs in the area and the general standard of living. Communities with higher percentages of people with post high school education will be able to attract employers offering higher paying professional positions. Table 7.1 illustrates the levels of education individuals age 25 and over have completed.

- The percentage of individuals who have a high school diploma in the City of Oconto is 48 percent, which is significantly better than the state average of 35 percent and slightly above Oconto County at 43 percent.
- The city compares less favorably with Oconto County and Wisconsin when it comes to the number of individuals holding an Associate Degree or higher. Just over 15 percent of the city's residents have a higher education degree compared to Wisconsin at 30 percent and Oconto County at 23 percent. The lack of a higher education facility in the area may be the reason the city has a relatively low number of its residents holding some level of education beyond high school.

Table 7.1: Educational Attainment (Age 25 & Over), 2000, City of Oconto

Education Level	City of Oconto Number	City of Oconto Percent	Oconto County Percent	Wisconsin Percent
Less than 9th grade	188	6.1	6.7	5.4
9th to 12th grade, no diploma	428	13.8	8.8	9.6
High school graduate (includes equivalency)	1491	48.2	43.0	34.6
Some college, no degree	511	16.5	18.7	20.6
Associate degree	178	5.8	7.4	7.5
Bachelor's degree	215	7.0	11.3	15.3
Graduate or professional degree	80	2.6	4.2	7.2
Percent high school graduate or higher		80.1	84.6	85.2
Percent bachelor's degree or higher		9.6	15.5	22.5

Source: U.S. Bureau of the Census, 2000 Census, DP-2; and Bay-Lake Regional Planning Commission, 2006.

Median Household Income

Median household income is one measure of average household income. It divides the household income distribution into two equal parts: one-half of the households fall below the median line while the other one-half are above it. The median household income is a general indicator of the economic well-being of all households in the community.

The 1999 median household income for the City of Oconto was $34,589.

Table 7.2 provides a comparison of median household incomes for the City of Oconto, Oconto County, and State of Wisconsin for 1989 and 1999.

- The 1999 median household income for the City of Oconto was $34,589 compared to $18,816 in 1989. Both figures are significantly below Oconto County and the state for these same time periods. However, it does represent an encouraging 84 percent increase for the city during that 10 year time span.
- The city's median income of $34,589 for 1999 was 84 percent of the county's median income and 80 percent of the state's median income for the same year.

Table 7.2: Median Household Income, 1989 and 1999, City of Oconto and Oconto County

Area	1989	1999	Percent Change
City of Oconto	$18,816	$34,589	83.8
Oconto County	$22,927	$41,201	79.7
State of Wisconsin	$29,442	$43,791	48.7

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 3A Table P080A; U.S. Bureau of the Census, 2000, DP-3; and Bay-Lake Regional Planning Commission, 2006.

Occupation

Table 7.3 lists the employed persons by occupational classification for the City of Oconto and Oconto County in 2000. The employment opportunities for many of the city's residents are located within the communities that comprise the Green Bay Metropolitan Area.

- In 2000, the majority of City of Oconto residents were employed in production, transportation and material moving occupations (33 percent) or management, professional and related service fields (21 percent). The larger manufacturing plants and trucking firms in the cities of Green Bay and Marinette account for the high percentage of workers in the production, transportation, and material moving sector. The county's public school systems, Oconto County, hospital, and several area institutions of higher education may explain why 21 percent of the city's residents work in occupations within the management and professional fields.

Table 7.3: Employed Persons by Occupation, 2000, City of Oconto and Oconto County

	City of Oconto		Oconto County	
Occupation	Number	Percent of Total	Number	Percent of Total
Management, professional and related	470	20.8	4,234	23.9
Service	380	16.8	2,504	14.2
Sales and office	436	19.3	3,580	20.2
Farming, fishing and forestry	23	1.0	428	2.4
Construction, extraction and maintenance	207	9.1	2,093	11.8
Production, transportation and material moving	747	33.0	4,841	27.4
Total	**2,263**	100.0	**17,680**	100.0

Source: U.S. Bureau of the Census, 2000 Census, DP-3; and Bay-Lake Regional Planning Commission, 2006.

Industry

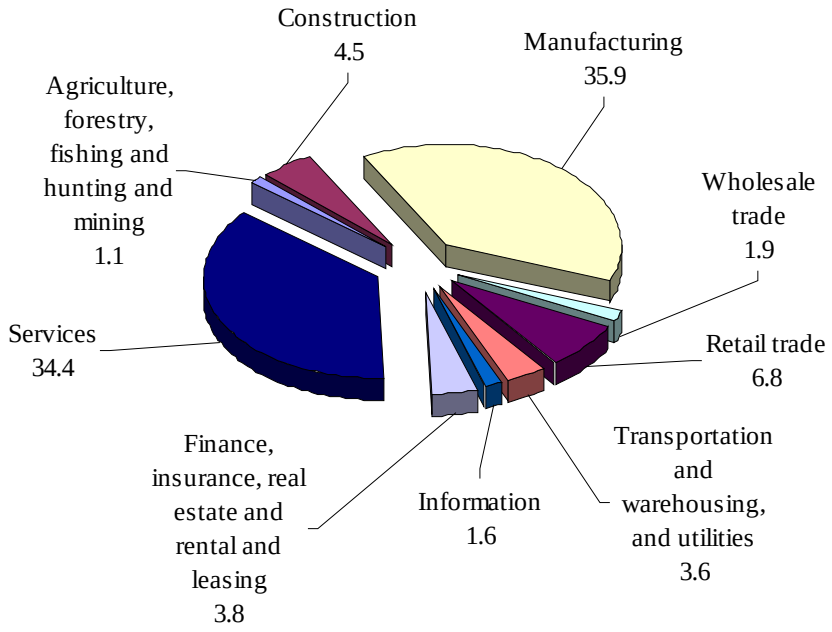
Table 7.4 and Figure 7.1 illustrate the employment by major industry group for the City of Oconto and Oconto County. 35 percent of employed residents of the city in 2000 worked in manufacturing followed by educational, health and social services at 18 percent. The remaining 47 percent of the employed population was evenly distributed among the other 11 industries. These percentages are similar to those of Oconto County. Manufacturing remains the economic engine for the city and county and is supported strongly by the educational, health and social services industry.

Table 7.4: Employed Persons by Industry Group, 2000, City of Oconto and Oconto County

Industry	City of Oconto		Oconto County	
	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting and mining	26	1.1	1,112	6.3
Construction	101	4.5	1,346	7.6
Manufacturing	813	35.9	5,126	29.0
Wholesale trade	44	1.9	463	2.6
Retail trade	155	6.8	1,517	8.6
Transportation and warehousing, and utilities	81	3.6	1,263	7.1
Information	36	1.6	210	1.2
Finance, insurance, real estate and rental and leasing	85	3.8	733	4.1
Professional, scientific, mgt., admin and waste mgt. service	79	3.5	730	4.1
Educational, health and social services	408	18.0	2,723	15.4
Arts, entertainment, recreation, accommodation & food services	186	8.2	1,286	7.3
Other services (except public administration)	105	4.6	640	3.6
Public administration	144	6.4	531	3.0
Total	**2,263**	100.0	**17,680**	100.0

Source: U.S. Bureau of the Census, 2000 Census, DP-3; and Bay-Lake Regional Planning Commission, 2006.

Figure 7.1: Percent Employment by Industry Group, 2000, City of Oconto



Source: U.S. Bureau of the Census, 2000 Census, DP-3; and Bay-Lake RPC, 2006.

Commuting Patterns

Identifying and tracking commuting patterns is a labor market concept that refers to worker flows between municipalities and/or counties. These commuting patterns highlight the communities that have a strong local economic base and are able attract workers from surrounding communities. Conversely, it demonstrates which areas lack local employment opportunities for their residents or serve as "bedroom" communities that may offer a greater number and perhaps more affordable housing options in comparison to other locations. Table 7.5

provides an illustration of where residents of the City of Oconto are traveling to for work and where employers within the city are finding workers.

- In 2000, the city had 4,708 residents of which 3,497 were age 16 or older.
- In the same year, 1,315, or 38 percent, of the city's residents of working age lived and worked within the city.
- Of the 1,767 people that travel to the City of Oconto to work, 379 or 12 percent come from the neighboring towns of Oconto and Little River.
- The city's employers draw employees from 80 communities/counties from throughout Wisconsin and Lower Michigan.
- 57 percent of the 3,082 individuals that work in the City of Oconto live outside of the city, while 43 percent live and work in the city.
- Just over 58 percent (1,315) of the city's 2,254 residents live and work in the City of Oconto, while the remaining 42 percent of the city's workforce commute to employers in other communities. Approximately 22 percent traveled to the Green Bay Metropolitan Area to work in the City of Green Bay (13 percent) and Village of Ashwaubenon (five percent).

Table 7.5: Place of Work, 2000, City of Oconto

Location	Number*	Percent
Work in City of Oconto	3,082	100.0%
Live In City of Oconto	1,315	42.7%
Live Outside City of Oconto	1,767	57.3%
Where Employees of City of Oconto Businesses Commute From:		
Town of Oconto	209	6.8%
Town of Little River	170	5.5%
Town of Pensaukee	94	3.0%
City of Oconto Falls	79	2.6%
City of Peshtigo	75	2.4%
Town of Stiles	72	2.3%
Town of Peshtigo	72	2.3%
Other (73 Communities)	996	32.3%
Live in City of Oconto	2,254	100.0%
Work In City of Oconto	1,315	58.3%
Work Outside City of Oconto	939	41.7%
Where City of Oconto Residents Commute to Work:		
City of Green Bay	308	13.7%
Village of Ashwaubenon	106	4.7%
City of Oconto Falls	85	3.8%
City of Marinette	55	2.4%
Village of Howard	52	2.3%
City of De Pere	34	1.5%
City of Peshtigo	28	1.2%
Other (33 Communities)	271	12.0%

* Workers 16 years of age and older

Source: U.S. Bureau of the Census, 2003 and Bay-Lake Regional Planning Commission, 2006.

- Just over 50 percent of the 17,444 employed Oconto County residents worked within Oconto County (Table 7.6).
- 8,660 working residents of Oconto County commuted out of the county for work, whereas 2,141 workers from other counties traveled into Oconto County to work. The result is a net loss of 6,519 Oconto County working class residents to other communities for employment.
- Oconto County's residents primarily traveled to the neighboring counties of Brown, Marinette, and Shawano for work. However, 356 residents of Oconto County traveled to Outagamie, Winnebago, and Marinette counties, and even further distances to work. In comparison, only 73 individuals from those same areas traveled to Oconto County for employment. This is a good indication that the state's well maintained highway and road system make traveling long distances safer and more efficient.

Table 7.6: County-to-County Worker* Flow, 2000, Oconto County

County	County Residents Commute To	County Workers Commute From	Net Commute
Brown	6,518	644	-5,874
Marinette	701	712	11
Shawano	436	269	-167
Forest	207	65	-142
Outagamie	195	55	-140
Winnebego	123	9	-114
Menominee, MI	51	93	42
Menominee, WI	48	12	-36
Manitowoc	38	9	-29
Langlade	32	29	-3
Elsewhere	311	244	-67
Total	8,660	2,141	-6,519

Total Oconto County Workforce = 17,444
Oconto County Residents that Work w/in Oconto County = 8,784

*Workers 16 years old and older

Source: U.S. Census Bureau, 2003; WDOA; BLRPC, 2006

Unemployment Rate

The unemployment rate is the proportion of the civilian labor force that is currently unemployed. Persons not employed and not looking for work are not counted as in the labor force and therefore not counted as unemployed. Table 7.7 and Figure 7.2 highlight the fluctuations in Oconto County's civilian labor force since 1990. Variations in the number of persons in the labor force are the result of many factors including shifts in the age and sex characteristics of the population; the proportion of citizens age 16 and over working or seeking employment; and seasonal conditions.

The county's labor force number increased by 6,365 workers, or 44 percent from 1990 to 2004.

Companies looking to expand operations seek areas with higher unemployment rates or excess labor. With a rapidly growing economy in many parts of the Upper Midwest, one of the major criteria companies use in selecting an area in which to locate is the amount of available labor. However, continued high unemployment rates is the result of a much greater problem that may indicate an under skilled or

under educated workforce or an area that lacks sufficient infrastructure or capital investment to support economic expansion.

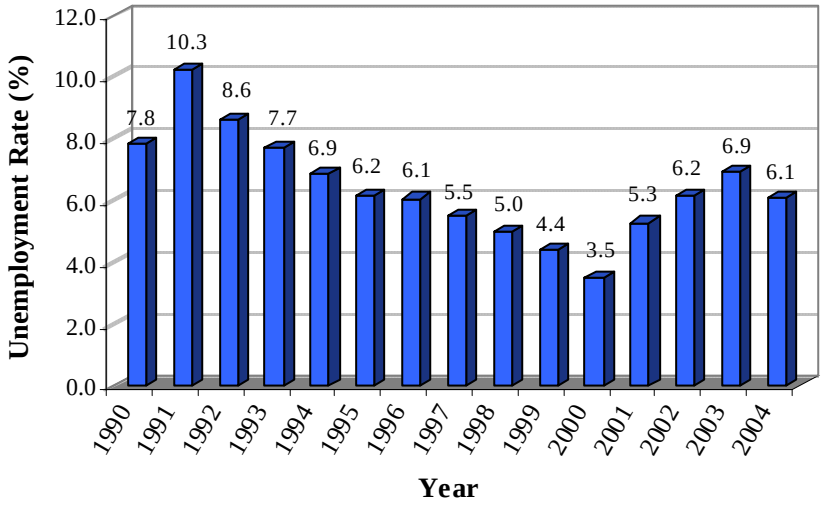
- The civilian labor force comprised 68 percent of Oconto County's population in 1990 and 59 percent in 2000.
- The county's labor force number increased by 6,365 workers, or 44 percent, from 1990 to 2004.
- The county's unemployment rate and the number of unemployed in 2000 was lowest for the period between 1990 and 2004 (3.5 percent), whereas the 2003 unemployment rate was the highest over the past 10 years at 6.9 percent (Figure 7.2).
- The number of unemployed individuals from Oconto County rose from 13,378 to 20,608 over the 15 year period, for an additional 6,230 workers. This translates to a 47 percent increase in unemployment between 1990 and 2004.

Table 7.7: Average Civilian Labor Force Estimates, 1990-2004, Oconto County

Year	Civilian Labor Force	Unemployed	Percent Unemployed	Employed
1990	14,517	1,139	7.8	13,378
1991	14,467	1,486	10.3	12,981
1992	14,309	1,237	8.6	13,072
1993	14,593	1,124	7.7	13,469
1994	14,893	1,025	6.9	13,868
1995	14,971	921	6.2	14,050
1996	15,114	917	6.1	14,197
1997	15,391	853	5.5	14,538
1998	15,785	793	5.0	14,992
1999	15,922	705	4.4	15,217
2000	19,465	684	3.5	18,781
2001	19,898	1,052	5.3	18,846
2002	20,052	1,240	6.2	18,812
2003	20,548	1,425	6.9	19,123
2004	20,882	1,274	6.1	19,608

Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimates, for years cited; and Bay-Lake Regional Planning Commission, 2006.

Figure 7.2: Unemployment Rate, 1990-2004, Oconto County



Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimate, 1990-2004; and Bay-Lake Regional Planning Commission, 2006.

Labor Participation Rate

According to the Wisconsin Department of Workforce Development, approximately 69 percent of Oconto County's population, age 16 and older, are in the labor force. This percentage is referred to as the labor force participation rate (LFPR). The LFPR is a strong economic measure that is sometimes a better indicator of the vitality of the area's labor market than its unemployment rate. Oconto's LFPR is slightly below Wisconsin's LFPR of 71 percent but higher than the national rate of 65 percent. Like the state and nation, the county's LFPR is projected to decrease over the coming decades due to an aging, retiring population.

As outlined in the Population and Housing Chapter of this comprehensive plan, Oconto County currently has a slightly older than average population in comparison to the State of Wisconsin, which will continue to mature as the younger portion of the population becomes smaller. From a labor market perspective, the implications of declining labor force participation due to a growing and aging population points to future labor shortages in certain industries and occupations.

Industry and Employment Forecast

Industry and employment projections have been developed for the ten county Bay Area Workforce Development district which consists of Brown, Door, Florence, Kewaunee, Manitowoc, Marinette, Menominee, Oconto, Shawano, and Sheboygan counties. According to the Wisconsin Department of Workforce Development:

- Overall total non-farm employment in the region will increase by 12 percent or 35,980 new jobs.
- Manufacturing is currently the largest employing industry sector in the region and will remain the largest

industry sector through 2012. Although manufacturing jobs will continue to increase, the rate of increase will slow down.

- Occupations in manufacturing are expected to move away from general labor positions to more semi-skilled and skilled operator and technician jobs. This is due primarily to production processes that are more efficient and new available technology.
- The education and health services sector is projected to show the largest numeric employment growth adding 12,620 jobs from 2002 to 2012.
- Goods producing industry sectors including construction, mining, natural resources, and manufacturing will decline slightly from 31 percent total employment to 29 percent by 2012.
- The leisure and hospitality industry will demonstrate strong growth by adding nearly 3,600 new jobs by 2012.

Local Employment Forecast

- From 1990 to 2000, the manufacturing and educational, health, and social services industries continued to have the largest share of employment for residents of the City of Oconto and Oconto County (Table 7.4). This trend does follow the regional trend and is expected to continue for the city and county.

According to the Wisconsin Department of Workforce Development, there are a number of occupations that will be in great demand by the year 2012. They include:

- Teachers
- Waiters and Waitresses
- Machinists
- Welders, Cutters, Solderers, and Brazers
- Registered Nurses
- Nursing Aids, Orderlies, and Attendants
- Truck Drivers

ECONOMIC BASE

Revenues by Industry

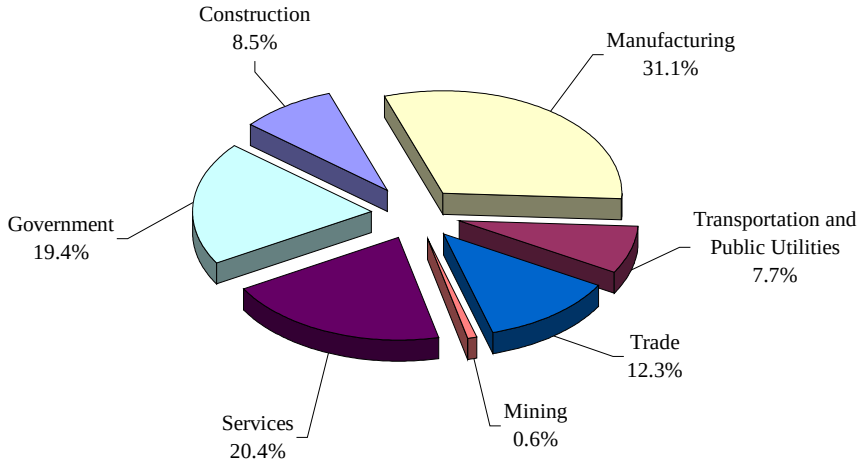
Table 7.8 and Figure 7.3 provide an overview of how much each industry contributes to the overall Oconto County Economy. *Please note this does not include agriculture.* Manufacturing has, and continues to be, the cornerstone for the county's economy by contributing over $96 million, or just over 31 percent, of the total income provided by all seven industries. The transportation and utilities industry grew at a healthy 463 percent in the last 20 years. Overall, income from all industries rose a robust 246 percent in the last 20 years indicating the local economy is strong and growing.

Table 7.8: Income by Industry Type*, 1980-2000, Oconto County

Area	1980	1990	2000	Percent Change
Mining	$803	$1,166	$1,830	127.9
Construction	$6,979	$12,138	$26,500	279.7
Manufacturing	$31,979	$67,008	$96,831	202.8
Transportation and Public Utilities	$4,239	$12,749	$23,866	463.0
Trade	$15,746	$25,118	$38,355	143.6
Services	$16,162	$32,525	$63,600	293.5
Government	$14,424	$34,192	$60,567	319.9
Total	$90,332	$184,896	$311,549	244.9

*Figures Provided in Thousands
Source: Wisconsin Department of Commerce 2006

Figure 7.3: Percent Revenue by Industry Type, 2000, Oconto County



Source: Wisconsin Department of Commerce 2006.

Agriculture

According to UW-Extension, in 2002 agriculture in Oconto County:

- Provided jobs for 2,694 county residents, or 19 percent, of the county's entire workforce.
- Contributed $318 million, or 25 percent, of the county's total economic activity and 14 percent of the county's total income. Of this $318 million, $245 million is the result of the sale of all farm and value-added products, $61 million in business to business purchases, and $12 million in the spending of earnings of those in agriculture related occupations.
- Paid nearly $8 million in taxes (not including all property taxes paid to local schools).

In 2002, agriculture in Oconto County provided jobs for 2,694 county residents, or 19 percent, of the county's entire workforce.

Additionally, the market value of production per farm in Oconto County increased from $60,322 in 1997 to over $65,322 in 2002.

The county's milk producers and dairy industry contribute over $221 million to the county's economy. The on-farm production and sale of milk accounts for $52 million whereas the processing accounts for an additional $169 million. Currently, there are four plants processing dairy products in Oconto County.

The production of landscape trees and plants, as well as landscape and grounds maintenance, are rapidly growing segments of Oconto County's agricultural industry. Horticulture generates $3 million in county economic activity and provides over 93 full-time and seasonal jobs.

Tourism

Sitting on Green Bay, the City of Oconto is strategically located in and adjacent to some of Wisconsin's most beautiful forests. Oconto County has plenty to offer everyone – the outdoor enthusiast, people interested in cultural/historical attractions, and those individuals seeking unique shopping venues. Tourism is a vital component to Oconto County's local economy. Businesses that cater to tourism such as resorts, motels, campgrounds, Bed and Breakfast's, and retail stores are expanding services to meet the diverse needs of the thousands of people who come to the county to take advantage of the walking and biking trails, the many parks, golf courses, historic sites, and area attractions.

The following information was taken from the Wisconsin Department of Tourism's 2004 Tourism Economic Impact Study that was conducted by David-Peterson Associates, Inc. The survey includes 2,000 face-to-face interviews with travelers from throughout the state while attending a variety of events during each of the four seasons; 1,600 telephone interviews with lodging properties; and 1,000 telephone interviews with Wisconsin households. Statistics gathered from the three survey components were analyzed, averaged, and applied to each county using standard economic modeling.

- In 2004, Oconto County ranked 45th in the State for traveler spending down from 44th in 2003.
- Travelers spent an estimated $65 million in Oconto County in 2004 down from $68 million in 2003.
- 14 percent of all expenditures were made in the winter, which amounted to $10 million; 20 percent were made in the spring ($13 million); 39 percent in the summer ($25 million) and 25 percent in the fall ($16 million).
- It is estimated that employees earned $40 million in wages generated from tourist spending.
- Traveler spending in 2004 supported 1,716 full-time equivalent jobs.

- Local revenues (property taxes, sales taxes, lodging taxes, etc.) collected as a result of travelers amounted to an estimated $2.8 million in 2004, an increase of two percent from 2003.
- Travelers generated just over $8 million in state revenues (lodging, sales and meal taxes, etc.).
- When this study was first initiated in 1993, travelers spent $22 million in Oconto County. In the year 2004 travelers spent $65 million, representing an increase of 193 percent.

Major Employers

Oconto County boasts a variety of large employers from both the public and private sectors. Residents of the City of Oconto have a number of employment opportunities within the county and in the adjacent Green Bay Metropolitan Area. The public sector employers include the two local school districts, county, and CESA 8. KCS, Inc. are the largest employer employing over 500 people. The private industries are from a number of different sectors including manufacturing, health care, and food processing. The size and diversity of these employers provide a solid economic foundation for the county and its many communities.

Table 7.9: Top Ten Employers, 2004, Oconto County

Establishment	Product or Service	Size (Dec. 2004)
K C S Intl Inc.	Boat Building	500-999 employees
Oconto Falls Public School	Elementary & secondary schools	250-499 employees
Saputo Cheese USA Inc.	Cheese manufacturing	250-499 employees
County of Oconto	Executive & legislative offices, combined	250-499 employees
Unlimited Services of Wisconsin Inc.	Current-carrying wiring device mfg.	100-249 employees
Community Memorial Hospital Inc.	Gen. medical and surgical hospital	100-249 employees
Oconto Public School	Elementary & secondary schools	100-249 employees
CESA 8	Admin. of education programs	100-249 employees
TRM Inc.	Hardwood veneer and plywood mfg.	100-249 employees
Heyde Health Systems-Oconto	Nursing care facilities	100-249 employees

Source: DWD, Bureau of Workforce Information, ES-202, July 2005.

Employment by Economic Division

The future of the City of Oconto requires an understanding of the local and county economies. The Economic Base Analysis technique divides the economy into basic and non-basic sectors.

A. The *basic sector* is made up of local businesses that are dependent on external factors. Manufacturing and local resource-oriented firms depend principally upon non-local factors and usually export their goods.

B. The *non-basic sector* is comprised of those firms that depend largely upon local business conditions.

Location Quotient Analysis

In order to strengthen and grow the local economy, it is important to develop and enhance the basic sector. To conduct a Location Quotient (LQ) Analysis, there are nine basic economic divisions that are used:

- Four goods-producing sectors: agriculture, forestry and fishing; mining; construction; and manufacturing, and
- Five services-producing sectors: transportation and public utilities; wholesale trade; retail trade; finance, insurance and real estate; and services.

The LQ technique is used to identify the basic and non-basic sectors of a local economy. LQs highlight how the balance of employment in a local economy compares to the balance in employment in the region as a whole. The proportion of jobs in each local industrial sector is measured, as a ratio, against its corresponding sector at the regional level. The analysis uses the United States as the standard for comparison with the local economy (Table 7.10).

- If the LQ is less than 1.0, all employment is considered non-basic, therefore that industry is not meeting local demand and implies that the goods or services of that sector are being "imported" into the locale from somewhere else within the region.
- An LQ equal to 1.0 suggests that the local employment is exactly sufficient to meet the local demand for a given good or service, employment is still considered non-basic.
- An LQ greater than 1.0 suggests that local employment produces more goods and services than the local economy can use, therefore these goods and services are exported to non-local areas, which makes them basic sector employment.

When the location quotient increases over time, this suggests that the county's economy is getting closer to reaching and exceeding local demands. Having strong basic sector employment and industry will strengthen and further diversify the local economy.

The most notable changes in the Oconto County economy since 1990 are the declines in wholesale trade; transportation and utilities; and services, and the increases in employment in construction; agriculture, forestry, and fishing; and local government. Overall, Oconto County's economy is quite diversified providing a number of different employment opportunities for its residents.

Table 7.10: Employment by Industry Group, 1990-2000, Oconto County and United States, Location Quotient Analysis

Total Employment by Industry	Oconto County		United States		Percent Change 1990-2000		Oconto County Location Quotient	
	1990	2000	1990	2000	Oconto	U.S.	1990	2000
Total full-time and part-time employment	12,095	14,400	139,380,900	166,758,800	19.1	19.6		
Farm employment	1,582	1,464	3,153,000	3,113,000	-7.5	-1.3	5.78	5.45
Nonfarm employment	10,513	12,936	136,227,900	163,645,800	23.0	20.1	0.89	0.92
Private employment	8,943	11,039	114,995,900	140,701,800	23.4	22.4	0.90	0.91
Ag. Services, forestry, fishing & other	117	245	1,454,000	2,121,100	109.4	45.9	0.93	1.34
Mining	52	53	1,044,100	784,200	1.9	-24.9	0.57	0.78
Construction	560	930	7,261,800	9,446,300	66.1	30.1	0.89	1.14
Manufacturing	2,875	3,285	19,694,200	19,114,800	14.3	-2.9	1.68	1.99
Transportation and public utilities	541	633	6,550,600	8,244,400	17.0	25.9	0.95	0.89
Wholesale trade	286	245	6,720,500	7,584,100	-14.3	12.9	0.49	0.37
Retail trade	1,844	2,291	22,885,500	27,222,300	24.2	18.9	0.93	0.97
Finance, insurance and real estate	472	580	10,714,600	13,193,800	22.9	23.1	0.51	0.51
Services	2,196	2,777	38,670,600	52,990,800	26.5	37.0	0.65	0.61
Government and government enterprises	1,570	1,897	21,232,000	22,944,000	20.8	8.1	0.85	0.96
Federal, civilian	125	129	3,233,000	2,892,000	3.2	-10.5	0.45	0.52
Military	147	119	2,718,000	2,075,000	-19.0	-23.7	0.62	0.66
State and local	1,298	1,649	15,281,000	17,977,000	27.0	17.6	0.98	1.06
State	68	30	4,404,000	4,949,000	-55.9	12.4	0.18	0.07
Local	1,230	1,619	10,877,000	13,028,000	31.6	19.8	1.30	1.44

Source: U.S. Department of Commerce, Bureau of Economic Analysis, REIS 1969-2000; and Bay-Lake Regional Planning Commission, 2006.

Threshold Analysis

Export Base ("Basic Employment")

In 2000, three "basic employment areas" within the Oconto County economy were considered exporters: farm employment, construction, and manufacturing. They produce more goods and services than the local economy can use and export excess goods to other areas.

Non-Export Base ("Non-Basic Employment")

Several industries stand out with lower LQs: wholesale trade; services; and finance, insurance, and real estate. These industries are not meeting local demand for given goods or services and therefore import those needed services from other counties.

Community Finances

Tables 7.11 and 7.12 provide a history of the taxes levied and collected in the City of Oconto. The city's full value increased by 28 percent or $40.2 million for the period 2000 to 2004. The total property tax also increased $35.1 million or 25 percent for the same period. These numbers are a good indication the city is growing at a healthy and steady rate. If the city has not already done so, it will have to undergo a re-evaluation within the next year because the assessment level will have fallen below 80 percent.

Table 7.11: Comparative Tax Appropriations, 2000-2004, City of Oconto

Year Levied	Full Value	Percent Assm't Level	Total Property Tax	State Tax Credit	Full Value Rate		Taxing Jurisdiction Share				
					Gross	Effective	School	Vocational	County	Local	Other
2000	142,379,600	94.94	138,549,460	172,732	0.02397	0.02275	1,334,283	192,714	745,727	1,020,910	119,453
2001	156,261,600	91.46	149,259,060	179,808	0.02360	0.02245	1,592,530	241,959	851,400	808,033	194,793
2002	165,044,100	87.77	157,811,700	194,084	0.02267	0.02150	1,433,064	255,180	897,957	961,204	195,584
2003	170,802,700	86.31	162,451,700	221,821	0.02234	0.02105	1,487,566	253,889	895,053	961,697	219,130
2004	182,637,800	82.31	173,678,300	219,110	0.02348	0.02228	1,775,183	265,601	940,775	1,062,743	245,160

Source: Wisconsin Department of Revenue, City, Village and Town Taxes, for years cited; and Bay-Lake Regional Planning Commission, 2006.

The ability to finance community projects is calculated by general obligation debt capacity. The aggregate amount of indebtedness, including existing indebtedness of any municipality, shall not exceed five percent of the value of the taxable property located in the municipality.

The City of Oconto's existing debt as of December 31, 2004, was $4,898,815 leaving a debt margin of $4,233,075. The city's existing debt as a percentage of the full value has remained relatively constant during the past five years, ranging from two to three percent. The City of Oconto is growing at a steady rate while maintaining a manageable debt. The city does have money to access for future projects to include emergency infrastructure or facilities improvements, if necessary.

Table 7.12: Public Indebtedness, 2000-2004, City of Oconto

Year	Full Value	Debt Limit*	Existing Debt	Debt Margin
2000	142,379,600	7,118,980	2,515,310	4,603,670
2001	156,261,600	7,813,080	4,268,880	3,544,200
2002	165,044,100	8,252,205	3,148,878	5,103,327
2003	170,802,700	8,540,135	3,111,524	5,428,611
2004	182,637,800	9,131,890	4,898,815	4,233,075

*Debt Limit equals five percent of the full value.

Source: Wisconsin Department of Revenue, Bureau of Local Finance Assistance, Equalized Value and Debt Limit Value, for years cited; and Bay-Lake Regional Planning Commission, 2006.

SITES FOR BUSINESS AND INDUSTRIAL DEVELOPMENT

Existing Site Inventory and Analysis

As detailed on the city's 2006 land use inventory (Map 11.1), there are 127 acres designated as commercial land and an additional 114 acres of industrial land.

Evaluation of Environmentally Contaminated Sites for Commercial and Industrial Uses

According to the Wisconsin Department of Natural Resources, 76 environmental incidences have occurred in the City of Oconto with the first being noted in 1980. Of those 76 cases, 36 were spills, 22 were leaking underground storage tanks, nine needed environmental repair, seven required no action, and two were deemed other. The overwhelming majority of the contaminated sites (all but six) has been cleaned up and may now be utilized for development. In as much as the clean up is ongoing, all the sites will eventually be developable and, more importantly, will pose no further threat to the environment.

Refer to the Bureau for Remediation and Redevelopment Tracking System (BRRTS) on the WDNR website at www.dnr.state.wi.us for a list of contaminated sites in the City of Oconto.

Designation of Business and Industrial Development

Future industrial or commercial businesses are being directed to locate adjacent to or within the City of Oconto's industrial park with U.S. Highway 41 access. There are 80 acres of industrial zoned land not owned by the city available for industrial development. In addition, plans are underway to redevelop the former Bond Pickle Factory for mixed commercial and industrial use. This prime location is served by municipal water and sewer services as well as gas and electric utilities. Retail shops should be directed to Oconto's

historic downtown where a comprehensive plan to redo the city's central business district is being implemented. Home-based businesses will continue to be allowed in the planning area, if compatible with neighboring uses.

Since industrial land uses are considered to the northwest of the city with the pending rerouting of U.S. Highway 41, detailed plans for landscaping, signage, street access, and lighting are recommended in an effort to not detract or negatively impact adjacent properties. Industrial lands near transportation corridors should be well buffered to add to the visual quality of the site.

The city and towns of Oconto and Little River should maintain on-going communications concerning future industrial and commercial growth throughout the planning area (one and one-half mile extraterritorial boundary) because the agricultural industry and natural resources play an important role in the economic, cultural, and social structure of all three communities. Therefore, preserving these areas to the greatest extent possible is a priority as the planning area develops in the future (Map 2.1).

Chapter 8 - TRANSPORTATION

INTRODUCTION

This chapter provides an inventory of the existing transportation facilities that serve the City of Oconto in Oconto County. This element of the comprehensive plan also addresses the future transportation needs and concerns of the community. The inventory includes descriptions of the various modal elements of the city's transportation system. Those elements include the city's street and highway system, transit systems (where applicable), elderly and disabled transportation services, intercity bus, bicycle transportation, pedestrian transportation, waterborne, rail, air service, and commercial trucking. The detailed description of the highway and road system includes the functional classification of roads within the city, traffic counts, traffic flow capacity, vehicle crashes, access controls, and an evaluation of the current internal traffic circulation system.

In addition, this element of the plan compares local plans to transportation plans developed at the state, regional and county level. This chapter also includes an inventory and analysis of applicable transportation plans, including county functional and jurisdictional studies, transportation corridor plans, rural transportation plans, state and local airport plans, state railroad plans, state, regional and local bicycle plans, state and local pedestrian plans, state and local transit plans, as well as any other special transportation plans that are applicable to the city. At the conclusion of the chapter, specific transportation system recommendations are presented and include design standards, recommended improvements, capacity additions to existing facilities, new road alignments, highway expansion projects, and improvements to other transportation modes.

INVENTORY OF TRANSPORTATION FACILITIES

The transportation facility inventory conducted for the City of Oconto has established that the city currently has jurisdiction over, and responsibility for, approximately 38 miles of local streets. The city's jurisdictional responsibility relative to its local street and road system includes maintenance, repair and reconstruction of the streets as needed. The primary funding source for maintaining, rehabilitating and reconstructing the local street system is the state's disbursement of general transportation aids. Through this funding program, the state provides a payment to the city for costs associated with such activities as road and street reconstruction, filling potholes, snow removal, and marking pavement. The city's local transportation system is complimented by USH 41, STH 22 and an extensive county trunk highway system (CTH S and CTH Y), all of which provide access to major urban areas located within Oconto County, the region and the state.

The transportation facility inventory conducted for this plan also determined that the city has access to rail; no access to transit services; limited elderly and disabled transportation services for the city's elderly and disabled residents (provided by Oconto County); private intercity bus; local air service (Oconto County Airport); and, regional private and public passenger-air service at Austin Straubel International Airport in Green Bay.

Streets and Highways

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

Functional Class

The city's streets, which make up the principal component of the transportation circulation system, may be divided into three categories, or functional classes, and include: 1) arterial streets, 2) collector streets; and, 3) local streets and roads as illustrated in Map 8.1. The three categories are determined by the function that the street or road serves in relation to traffic patterns, land use, land access needs and traffic volumes. The street system for the City of Oconto has been functionally classified based on criteria identified in Table 8.1.

Table 8.1: Functional Classification for Rural Roads

Functional Classification	Traffic Volume	Population Service	Land Use Service	Spacing	SUPPLEMENTAL Or must meet both of these plus 90 traffic volume
		Must meet any two of these (or) the parenthetical traffic volume alone for collectors)			
Principal Arterial	> 3,000	Connect places 50,000 with other places 50,000 Connect places 5,000 with places 50,000	Provide area access recreational areas of the state	Maximum 30 miles	None for Principal Arterials
Minor Arterial	> 1,000	Connect places 5,000 with other places 5,000 Connect places 1,000 with places 5,000 or with principal arterials	Serve all traffic generating activities with an annual visitation ≥ 300,000 if not served by a principal arterial	Maximum 30 miles	1. Alternative population connection 2. Major river crossing/restrictive topography
Major Collector	> 500 (> 2,000)	Connect places 1,000 with other places 1,000 Connect places 500 with places 1,000 or higher function route Connect places 500 with other places 500 or higher function route Connect places 100 with places 500 or higher function route	Land use service index ≥ 16 Provides access to smaller attractions (i.e., airports, schools, factories, parks, etc.)	Maximum 10 miles	1. Alternative population connection 2. Major river crossing 3. Restrictive topography 4. Interchange with freeway 5. Parallel to a principal arterial
Minor Collector	>200 (>800)	Connect places 100 with other places 100 Connect places 50 with places 100 or higher function route	Land use service index ≥ 8 serves same type of attractions as major collector	Maximum 10 miles	1. Alternative population connection 2. Major river crossing 3. Restrictive topography 4. Interchange with freeway 5. Parallel to a principal arterial

Source: Wisconsin Department of Transportation, *Wisconsin Administrative Code, Chapter Trans 76*, 1984; and Bay-Lake Regional Planning Commission, 2004.

Arterial Streets and Roads

The function of an arterial street is to move traffic over medium to long distances, often between regions as well as between major economic centers, quickly, safely and efficiently. Arterial streets are further categorized into either "major' or "minor" arterial streets based on traffic volumes. The primary arterial streets located within the City of Oconto, are USH 41 and STH 22.

USH 41

USH 41 is classified as a principal arterial highway. In Wisconsin, USH 41 extends from I-94 southwest of Kenosha to the USH 41 Bridge in the City of Marinette, with an approximate overall length of 224 miles. Over the past decade USH 41 has been upgraded so that 89.3% of the existing route is currently four-lane (or more) divided highway, with a total of 87% built to either freeway or expressway standards. The 21-mile section of USH 41 from just west of the City of Oconto to the City of Peshtigo is currently the only section of USH 41 in the state that remains a two-lane roadway.

Source: WisDOT

The Wisconsin Department of Transportation (WisDOT) has been taking steps to expand USH 41 from Oconto to Peshtigo for several years. WisDOT is now nearing the completion of the planning process. In 1989, the roadway was identified as a backbone route in WisDOT's Corridors 2020 Plan, which meant the roadway received high priority status for improvement funding. In 2005, the final Environmental Impact for the USH 41 Expansion Project was completed and released to the public.

Approximately 1.5 miles of the existing USH 41 alignment are within the city limits of Oconto. The remaining 18 miles lie in rural areas. The existing pavement is 24-feet wide with 8 to 10-foot gravel shoulders. In urban areas, the roadway is edged with curbs, gutters and parking lanes.

USH 41 will be developed as a four-lane divided highway with access management that will allow for uninterrupted travel with a 65 mph speed limit. An average range of 250 to 350 feet will be needed to construct a four-lane divided facility for the chosen alternative in rural areas.

This would provide for two 12-foot driving lanes in each direction with 10-foot outside shoulders, of which eight feet will be paved, and six-foot inside shoulders, of which three feet will be paved. The standard width of the median will be 60 feet. Roundabouts are being considered to improve traffic flow in urban areas.

The proposed expansion of USH 41 from Oconto to Peshtigo will provide additional roadway capacity to serve existing and projected traffic volumes and improve the safety and efficiency of the roadway. Costs and environmental impacts will be kept at a minimum during this process.

The improved facility will meet the standards for an expressway between the cities of Oconto and Peshtigo and the proposed bypasses at Oconto and Peshtigo will meet the standards for a freeway. This project also completes the statewide upgrade of US 41 to four lanes.

STH 22

STH 22 originates in the south central part of the state, near the Wisconsin/Illinois border and from there travels north through the City of Shawano. From Shawano, the highway travels in a northeasterly direction to the City of Oconto Falls and then east, intersecting with USH 141, and then to the City of Oconto, where it ends.

Collector Streets and Roads

The primary function of streets classified as "collectors" is to provide general "area to area" routes for local traffic. Collector streets take traffic from the local streets (and the land based activities supported by the local streets) and provide relatively fast and efficient routes to farm markets, agricultural service centers and larger urban areas. With an overall socioeconomic trend that is characterized by the decline of small and medium agricultural concerns, and a significant increase in the number of rural single-family residential properties, collector streets generally serve the same function but with different trip purposes. Collector streets typically serve low to moderate vehicle volumes and medium trip lengths between commercial centers at moderate speeds. Collector streets serve to distribute traffic between local and arterial streets, between home and the work place, home and the place of worship, home and school and between the home and those places where business and commerce are conducted.

Collector streets in the City of Oconto include Park Avenue (CTH S), McDonald Street, Madison Street, Main Street, Harbor Road, Superior Avenue and Chicago Street.

Collector streets in the City of Oconto include Park Avenue (CTH S), McDonald Street, Madison Street, Main Street, Harbor Road, Superior Avenue and Chicago Street.

Local Streets

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

Local Mileage Certification

Each local government that increased or decreased the mileage of its streets is required to file a certified plat with DOT by December 15 of each year. Local governments that have no changes in total local street miles as indicated in Table 8.2 are required to file a certified plat or a certified statement that no mileage statements have occurred. In addition, beginning in 2001 and on a biannual basis thereafter, the city is required to provide WisDOT with a numeric based evaluation of the pavement condition of each segment of city street.

Table 8.2: Street and Road Miles by Functional Classification and Jurisdiction, City of Oconto, 2005

				County Jurisdiction			Municipal Jurisdiction		
Street	Gross Miles	County Miles	City Miles	Arterial	Collector	Local	Arterial	Collector	Local
Collins Avenue	.51	.51			.51				
Chicago Street	.33		.33					.33	
CTH S	.27	.27			.27				
Main Street	3.27	3.27							
Madison Avenue	1.05		1.05					.76	
McDonald Street	2.06		2.06					2.06	
Park Avenue	1.51	1.26	.25		1.26				
Scherer Avenue	.58		.58					.19	
Superior Avenue	1.42		1,42					.40	
Total Miles	43.62	5.31	38.31		5.31			3.74	34.57

Source: Wisconsin Department of Transportation, 2005; and, Bay-Lake Regional Planning Commission, 2006.

Traffic Counts

An analysis of past and present traffic volumes is beneficial in determining the traffic conditions in a community. Traffic volumes are usually presented as an Annual Average Daily Traffic (AADT) figure, and are calculated for a particular intersection or stretch of street. In the past the Wisconsin Department of Transportation, as part of its traffic count program, provided highway traffic volumes from selected streets and roads for all state communities on a rotating basis, providing those counts for a community once every three years. Present WisDOT policy is to provide traffic counts on major arterials every three years; on minor collectors every six years; and on collectors every ten years. For the City of Oconto, traffic volumes were last counted in 2003. Counts were also taken in 1998 and 2001. The average daily traffic volumes on principal and minor arterial streets within the city, for those years, are shown of Map 8.2 and listed in Table 8.3. The daily traffic counts are taken for 48 hours, and are reported as a 24-hour average weekday count for a specific data collection period.

Table 8.3 City of Oconto Average Annual Daily Traffic, 1998, 2001, and 2003

Map 8.2 #	Highway/Street	Counter Location	1998	2001	2003
1	USH 41	south of city limits - south bound lanes	5,500	5,200	5,200
2		south of city limits- north bound lanes	5,400	5,200	5,100
3		at bridge	13,800	13,100	11,600
4		at Charles Street	13,100		
5		at Evergreen Road	10,800	10,400	9,600
6	STH 22	east of city limits	3,500		
7		west of Cook Avenue	5,100	5,600	6,000
8	McDonald Street	east of city limits	740	1,200	1,200
9		east of Pine Avenue	1,600	1,400	1,500
10	CTH N	east of CTH S	290	310	320
11	Main Street	east of USH 41/Smith Avenue	6,900	5,700	7,100
12		west of Superior Avenue	8,800	7,600	8,500
13		west of Park Avenue	5,300	4,600	5,000
14		east of Porter Avenue	1,900	1,300	1,500
15	Chicago Street	west of r.r. tracks	2,700	2,200	2,200
16	Madison Street	west of Superior Avenue	2,100	2,000	2,000
17		west of Park Avenue	1,000	880	800
18	CTH S	south of city limits	1,400	1,400	1,400
19	Collins Avenue	at bridge	3,200	3,200	3,200
20	Park Avenue	north of Main Street	3,100	3,400	3,100
21		south of Bitters Avenue	690	770	710
22	Superior Avenue	at bridge	1,900	2,400	2,400
23		north of Main Street	2,200	2,300	2,400
	Planning Area				
24	USH 41	north of city limits	11,700	11,700	10,400
25		south of city limits south - bound lanes	5,100	5,600	5,000
26		south of city limits north - bound lanes	5,100	5,500	5,300
27	STH 22	west of city	3,500	3,700	3,600
28	CTH Y	north of city limits	990	790	840
29	CTH S	south of city	790	730	720

Source: Wisconsin Department of Transportation, 1998, 2001, 2003; Bay-Lake Regional Planning Commission, 2006.

Traffic Flow Capacity

The streets and roads that serve the state, the region and the local community are designed and engineered to accommodate a maximum level of traffic (Table 8.4). The maximum total capacity of a two-lane, two-way highway (such as USH 41 and STH 22) under ideal conditions is 2,000 vehicles per hour in both lanes, as determined by the Peak Hourly Traffic (PHT), regardless of traffic distribution by direction. The maximum capacity values given below should be considered as the average maximum volume on various types of streets under ideal conditions.

Table 8.4: Uninterrupted Traffic Flow Capacities Under Ideal Conditions

Highway Type	Capacity Peak Hourly Traffic
Multi-Lane and Divided Highways	2,000 vehicles per lane
Two-Lane, Two-Way Highways	2,000 vehicles both lanes
Three-Lane, Two-Way Highways	4,000 vehicles both lanes

Source: Highway Capacity Manual, Highway Research Board of the Division of Engineering and Industrial Research, 1985; Bay-Lake Regional Planning Commission, 2005.

As the comparison of the recorded average annual daily traffic, peak hourly traffic and the traffic flow capacities indicate, at present, there are no streets within the city that have approached their design capacity.

Traffic Crashes

Vehicle crash reports are filed by the county and city police departments with the Wisconsin Department of Transportation. The reports provide the detail of the time, location, type and severity of the crash that has occurred. These reports are often excellent indicators of problems with street alignments, construction, and geometric design of the street. The number, location and severity of accidents as shown in Table 8.5 can often indicate problem areas (in terms of traffic safety) which may be alleviated through a variety of measures. Alterations in the street geometry, enlargement of the intersection turning radii, and placement of more prominent signs, relocation of access drives and speed changes are just a few of the physical alterations and adjustments that can be made to make a specific intersection or area safer.

Table 8.5: Reported Vehicle Crashes, 2003, 2004 and 2005[1]

	2003	2004	2005
Intersection Crashes	28	26	
Non Intersection Crashes	38	39	
Total Crashes	66	65	
Fatalities	0	0	
Injuries	38	30	

Source: Wisconsin Department of Transportation Crash Data 2003, 2004, 2005; and Bay-Lake Regional Plan Commission, 2006.

[1] The 2005 data will not be released until May or June of 2006, and will be incorporated into the transportation crash inventory at that time.

Level of Service

The highway's level of service is a measure of its capacity to serve the traffic demands placed on it. Traffic and roadway design factors such as ADT volumes, peak hour volumes, truck percentages, number of driving lanes, lane widths, vertical grades, passing opportunities, and numbers of access points affect the level of service. Levels of service range from 'A' to 'F' in order of decreasing operational quality.

Level of Service 'A'

Unrestricted free flow.
Drivers virtually unaffected by others.
High level of freedom to select speed and maneuver.
Excellent level of driver comfort and convenience.

Level of Service 'B'

Slightly restricted stable flow.
Drivers aware of use by others.
Slight restriction in speed and maneuvering.
Good level of driver comfort and convenience.

Level of Service 'C'

Moderately restricted stable flow.
Driver operation completely affected by others.
Moderate restriction in speed and maneuvering.
Fair level of comfort and convenience.

Level of Service 'D'

Heavily restricted flow.
Driver operation completely-affected by others.
Severe restriction in speed and maneuvering.
Poor level of driver comfort and convenience.

Level of Service 'E'

Unstable flow (approach greater than discharge flow)
Slow speeds and traffic backups; some stoppage.
Total restriction in vehicle maneuvering.
High driver frustration.

Level of Service 'F'

Forced flow (approach greater than discharge flow)
Stop and go movements with long backups and delays.
Forced vehicle maneuvers.
Maximum driver frustration.

Levels of service 'A' and 'B' are desirable in rural and urban areas, while levels 'D' through 'F' are considered poor. Intermediate level of service 'C' provides for stable operation, but traffic flow approaches a level at which small increases in traffic will cause a substantial deterioration in the level of service.

Urban segments of highway such as Smith and Brazeau Avenue (USH 41) fail to meet level 'C' when average daily traffic volumes exceed 12,000 ADT and truck volumes exceed 14 percent. Currently, average daily traffic volumes on the urban sections of USH 41 are greater than 10,000 vehicles daily, and truck traffic is greater than 14 percent, indicating that the highway is operating below level of service 'C'.

Currently, average daily traffic volumes on the urban sections of USH 41 are greater than 10,000 vehicles daily.

Access Controls

Access management is a means to maintain the safe and efficient movement of traffic along arterial highways by controlling the number and location of intersecting streets and driveways. State statutes allow counties, cities and villages (through an adopted ordinance) to control access on county highways that have traffic counts in excess of 1,000 vehicles daily.

The City of Oconto does not currently have a controlled access ordinance.

Driveway Permits

Driveways to local city streets may also impair vehicle safety, if improperly sited and/or designed.

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

Elderly and Disabled Transportation System

Elderly and disabled transportation systems refer to those programs that provide rides through scheduled bus services, volunteer programs with private vehicles, etc. Current transportation services for elderly and disabled persons living within the City of Oconto is provided through programs administered by the Oconto County Commission on Aging. Transportation is provided by wheelchair accessible buses, an eight-passenger van and by volunteer drivers using personal vehicles. The Oconto County Department of Human Services also provides limited transportation service to the county's disabled population. Service is provided by appointment, and involves door-to-door transportation.

Medical related and nutritional related trip purposes receive priority, followed by work related and recreational and/or business related trip needs. A four member advisory committee to the County's Commission on Aging provides coordination of the special transportation services that are available within the city. The committee sets policy and oversees transportation services. The transportation is provided by paid and volunteer staff utilizing both publicly and privately-owned vehicles. The cost of the special transportation services is borne by state subsidy through the Wisconsin Department of Transportation's Section 85.21 (Special Transportation for the Elderly and Disabled Transportation) grant program, county funds (20 percent of the state grant), donations and fares collected from passengers.

Intercity Bus

In the past, nearly every small community in the state was connected by an intercity bus service, which traditionally served the elderly, those who could not drive, students, and those individuals unable to afford alternative forms of transportation. Following World War II, intercity bus systems helped to fill a void for "affordable transportation" that was created by the decline of passenger rail service. Unfortunately, intercity bus service suffered the same fate as passenger rail; and as intercity bus ridership decreased, the number of intercity bus routes operating within the state also declined drastically. Intercity bus routes tend to serve only the largest urban centers and those smaller urban areas that just happen to be adjacent to a route that connects two larger cities.

Greyhound Bus currently provides service twice daily through Oconto County, both trips originate in the city of Green Bay. The final destinations are to Marquette, Michigan and to Calumet, Michigan. Both routes provide service through the City of Oconto. Connections to Milwaukee, Chicago, Madison and Minneapolis, can be made in the city of Green Bay.

Air Service

The inventory of air transportation systems and facilities includes both public airports that service the region and also the private or semi-public airport facilities that service private commercial and recreational interest.

Source: Austin Straubel Website

At the regional level, the primary commercial-passenger and air freight service for residents of the City of Oconto is provided by Austin Straubel International Airport, located near the city of Green Bay. The facility is owned and operated by Brown County. Austin Straubel International Airport is a full service regional connector that in 2003 is providing direct service flights to four major cities, including Milwaukee, Wisconsin; Chicago, Illinois; Detroit, Michigan; and Minneapolis, Minnesota. Flights are provided on six airlines with approximately 32 arrivals and departures daily. An alternative choice for passenger service is Mitchell International Airport located in Milwaukee, which is able to provide a wider range of continental and international destinations, as well as services and fares unavailable at Austin Straubel Airport.

In addition to the full service airport located near Green Bay, Oconto County and the City of Oconto jointly own and operate a facility on approximately 240 acres located in the Town of Oconto, immediately to the southwest of the City of Oconto. The J. Douglas Bake Airport is classified as general utility airport facility and is capable of handling single and larger twin engine aircraft as well as smaller corporate jets.

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

Harbors and Marinas

Oconto Harbor is at the mouth of Oconto River, on the west shore of the Bay of Green Bay. South of the City of Oconto, the river traverses an area of low, swampy ground, the elevation of which is only slightly above the surface of the river.

The harbor consists of an entrance channel, two parallel piers and a turning basin. The head of navigation is approximately 0.5 miles upstream of the river's mouth. A dredged entrance channel leads from deep water in the bay of Green Bay between two piers to a turning basin inside the mouth of the river. The outer ends of the north and south piers are marked by lights. The north pier has collapsed and juts southeast into the channel. A buoy is near the outer end of the stub, marking the northwest boundary of the channel. Just northeast of the stub, the harbor channel decreases in width to the turning basin. *In July, 2003, the controlling depths were 12.1 at the entrance channel to the piers, then 7.6 feet (8.1 feet at midchannel) in the southeast section of the wide harbor channel between the piers and to the turning basin; the northwest section of the wide harbor channel had a controlling depth of 4.4 feet. The turning basin had depths of 4 to 7.8 feet in the northwest and southeast sections of the turning basin. A spoil bank, about 100 feet wide and extending about 500 feet into the center of the turning basin from the southwest end, has a minimum depth of 2.3 feet.*

Water Related Industrial and Commercial Uses

Commercial uses of the harbor are primarily limited to commercial fishing uses. However, Cruiser Yachts (part of KCS International) a manufacturer of 28 to 56 foot pleasure craft located just upstream of the Brazeau Avenue Bridge, uses the river for testing boats

Water Related Recreational Uses

Marinas on the north side of the river provide transient berths, gasoline, water, electricity, sewage pump-out, limited marine supplies and launching ramps. A 15-ton hoist is available for hull and engine repairs.

There are approximately six public and private launch lanes and 80 dock spaces available to recreational boaters in the Oconto Harbor. All but two of the launch lanes and two of the dock spaces are upstream of the federal navigation project. Recreational boating facilities include two public parks, a private marina and a private yacht club. The private facilities consist of the Oconto River Marine and the Oconto Yacht Club. The marina is located approximately 0.95 miles upstream from the river's mouth on the north bank of the Oconto River. The marina, which is approximately four acres in size, has a ramp, gas, electricity, slips, water, restrooms, pumpout and full boat repair facilities. The Oconto Yacht Club is located approximately 1.33 miles upstream from the mouth of the river on the north bank of the Oconto River. The Oconto Yacht Club is about seven acres in size, and has one boat ramp and 50 dock spaces.

Harbor Cove

Harbor Cove marina is located on the Oconto River. In 2004, the marina offered 34 permanent slips and two transient slips. The marina can accommodate vessels up to 35 feet. The water depth is 5 feet. Facilities include electricity.

Breakwater Park and Harbor

The Breakwater Park and Harbor is a municipal marina operated by the City of Oconto Park and Recreation Department. The facility has 14 slips for permanent and transient guests. The marina offers amenities such as electrical and water hook-ups, fishing piers, a pavilion and public restrooms.

Oconto Yacht Club

This marina is located on the north shore of the Oconto River. The marina offers 37 permanent and transient slips to its guests.

Hi Seas Marina

This marina is located on the western shores of Green Bay in Oconto. The marina offers 80 permanent slips and 10 transient slips. The marina can accommodate vessels up to 45 feet. The water depth is 5 feet. Facilities include gasoline, diesel fuel and pump out services. Special features include a dock attendant, a travel lift, indoor storage, showers and restrooms. A service department is located on site.

Trucking

There are no commercial trucking terminals located within the city.

Bicycle Transportation System

At present there are no formal bicycle routes or bicycle transportation facilities (does not include recreational trails) located within the City of Oconto.

Railroads

Rail service for the City of Oconto is provided by the Canadian National Railroad Company (the CN). The CN track which serves the city originates approximately 105 miles north, in the city of Ishpeming, Michigan. The track traverses south from Ishpeming through the Upper Peninsula, through the Cities of Marinette and Peshtigo, and then to the City of Oconto. From Oconto the CN runs south to the City of Green Bay.

The CN is classified as a Class I railroad by the Wisconsin Department of Transportation generating over $50 million dollars in annual revenues. The CN is one of the larger operating rail lines in the state of Wisconsin. In 2000 over 730,000 carloads of freight were carried by rail in the state, of which about 70 percent of that freight was inbound to Wisconsin businesses and corporations.

INVENTORY AND ANALYSIS OF APPLICABLE TRANSPORTATION PLANS

The following section of this chapter presents information on existing state, regional, county, and local transportation related plans that may apply to the City of Oconto.

State Highway Plan

The *Wisconsin State Highway Plan 2020* responded to key issues facing the State Trunk Highway system relative to both immediate and future needs. The Plan emphasized three areas including: pavement and bridge preservation, traffic movement, and safety. With the cooperation of its transportation partners, WisDOT developed a 21-year strategic plan which considered the highway system's current condition, analyzed future uses, assessed financial constraints and outlined strategies to address Wisconsin's preservation, traffic movement, and safety needs.

The state plan does not identify - or anticipate - the need for future expansion of STH 22 within the 20 year planning horizon. The plan does, however, identify methods for preserving capacity and improving safety on those segments of the system where expansion is not currently an identified option. The preservation and safety management tools identified by the State Plan, which are consistent with the City Plan, include corridor preservation, management of highway access, and, where needed, specific geometric improvements that may include widening of lanes, straightening curves, adding turn lanes, adding travel lanes and improving intersections.

State Airport Plan

The Wisconsin State Airport System Plan 2020 (SASP 2020) provides a framework for the preservation and enhancement of the system of public-use airports adequate to meet current and future aviation needs of Wisconsin. The plan determined the number, location and type of aviation facilities required to adequately serve the state's aviation needs over a 21-year planning period, 2000 through 2020. The plan defined the State Airport System and established the current and future role of each airport in the system. The City of Oconto plan recognizes the role that these airports play in the regional economy and the need to maintain as efficient a level of service as is attainable.

State Railroad Plan

The update of the *Wisconsin State Rail Plan 2020* is currently in progress. Upon completion the Wisconsin State Rail Plan (SRP 2020) will provide the policy framework for the preservation and enhancement of the Wisconsin State Rail System. This will be a long-range plan with a horizon year of 2020.

The SRP 2020 will define the rail system's role in the movement of people and goods within the context of Wisconsin's multi-modal transportation system. The plan will assess the rail system's current condition and determine a course for the future considering performance objectives, needed improvements, and alternatives to fund them.

A rail crossing inventory and analysis is being conducted in conjunction with the State Rail Plan. Policies and programs relative to rail crossings will be developed.

State and Regional Bicycle Plans

In December of 1998, the Wisconsin State Bicycle Transportation Plan was published by the Wisconsin Department of Transportation, Division of Investment Management, Bureau of Planning. The Plan was developed by the State Bicycle Plan Advisory Committee with written and technical assistance from the Bureau of Transportation Safety.

The State Bicycle Plan has two primary goals: to increase levels of bicycling throughout Wisconsin, doubling the number of trips made by bicycles by the year 2010, and to reduce crashes involving bicyclists and motor vehicles by at least 10% by the year 2010. State Bicycle Plan objectives are structured around the 4-E's of transportation safety: engineering (and planning), education, enforcement, and encouragement. There are two Engineering and Planning Objectives: to plan and design new and improved transportation facilities to accommodate and encourage use by bicyclists, and to expand and improve a statewide network of safe and convenient routes for bicycle transportation and touring, including safe and convenient access to and through the state's urban areas. The Education Objective is to expand the range of education activities such as driver licensing and training, bicycle safety education, traffic law enforcement, and provision of public service information to provide consistent safety messages and training to all roadway users. The Enforcement Objective is to improve enforcement of laws to prevent dangerous and illegal behavior by motorists and bicyclists. The Encouragement Objective is to encourage more trips by bicycles by promoting the acceptance and usefulness of this mode.

The recommendations of the State Bicycle Plan include intercity and urban/suburban improvement actions. Bicycle provisions for wide curb lanes, bike lanes, or paved shoulders should be made within urban areas. Where suitable accommodations for bicyclists now exist, new highway improvements will be planned to continue an acceptable level of service and safety for bicyclists. The State Bicycle Plan identifies general bicycling conditions within intercity areas. The two primary variables by which roads were classified for cycling were the volume of traffic and the paved width of roadway. The State Bicycle Plan indicates that "caution is advised" for bicycle travelers utilizing higher-volume roadways, such as major county trunk highways, due to the amount of traffic and the width of the road pavement. Lower-volume roadways are designated as "suitable for bicycling" based on the light traffic volumes and roadway width. Major arterial highways are classified as "not recommended for bicycling" because of relatively high traffic volumes, moderate to high truck traffic volumes, and narrow road shoulder width. The State's Bicycle Plan only assesses conditions on state highways and county trunk highways. The plan assumes that all local city streets and town roads (within the planning area) are suitable for bicycling, basing that assumption on the low traffic volumes currently on typical city streets and town roads. Serious consideration should be given to the accommodation of bicyclists when roadway projects are planned and designed.

The *Bicycle Transportation Facility Plan for the Bay-Lake Region*, like the state plan, also sought to identify new and improved transportation facilities to accommodate and encourage use by bicyclists, and to develop, over time, a region-wide network of safe and convenient routes for bicycle transportation and touring, including safe and convenient access to and through the region's urban communities, including both the city and Town of Oconto (Map 8.3). The primary focus of the plan was to identify routes connecting all communities and destination points (state and county parks etc.,) and to determine what improvements were needed to make those routes safer for bicycle travel.

Neither the state nor the regional plan identify existing routes or recommended bicycle improvements within the City of Oconto. Both plans, however, do recommend the development of bicycle facility plans for the community that provides access and connections to the state and regional system.

State Pedestrian Plan

The *Wisconsin Pedestrian Policy Plan 2020* outlines statewide and local measures to increase walking and to promote pedestrian comfort and safety. The plan provides a policy framework addressing pedestrian issues and clarifies WisDOT's role in meeting pedestrian's needs. It establishes actions and policies to better integrate pedestrian facilities into the transportation system over the next twenty years.

The state plan also provides recommendations to assist local officials in meeting their communities' pedestrian transportation responsibilities. The plan outlines specific design guidance for local officials found in WisDOT's Facilities Development Manual (FDM); state funding for local pedestrian projects provided primarily through the General Transportation Assistance (GTA) Program; and safety and education program funding provided by WisDOT to local agencies.

FUNDING AND TECHNICAL ASSISTANCE PROGRAMS

The following section identifies the primary funding program for street maintenance and repair. A complete list of state and federal programs that are specific to the provision of transportation facilities and services is found in Appendix J.

Wisconsin Department of Transportation

General Transportation Aid (GTA)

City street improvements, construction and maintenance are funded, in part, through the state's disbursement of general transportation aids. The state provides a quarterly payment to each county and municipality in the state that pays a portion of local governments' costs for such activities as road and street reconstruction, filling potholes, snow removal, grading shoulders, marking pavement, and repair of curb and gutters.

TRANSPORTATION RECOMMENDATIONS

Local Mileage Certification

Each local government that increased or decreased the mileage of its roads and streets is required to file a certified plat with DOT by December 15 of each year. Local governments that have no changes in total local road miles are required to file a certified plat or a certified statement that no mileage statements have occurred. Local road certification also includes the requirement to report major street rehabilitation and improvements, new construction and reconstruction of existing streets. Asphalt overlays of 1-inch or more are considered major improvements to the road. The city and town do not have to report crack filling or seal coating projects.

Recommended Transportation Programs

Work with Oconto County, the Wisconsin Department of Transportation, and the Bay-Lake Regional Planning Commission to develop and maintain a long-range maintenance and improvement program for city streets.

Work with the Oconto County Highway Safety Committee and the Wisconsin Department of Transportation to provide an ongoing assessment of city street safety and efficiency.

Work with the Wisconsin Department of Transportation to ensure safe and efficient access to USH 41, STH 22 and all major collector streets.

Employ Adequate Design Standards

New highways and streets, in the optimum setting, should be designed for their projected and desired use. Design standards should be applied to all new construction and, where possible, existing streets which are to undergo major repair and reconstruction shall undergo this work according to the standards set forth in this plan and the subdivision ordinance.

In examining the design of streets, the "road-scape" of these facilities also should be considered as well. The "road-scape" includes the area adjacent to the street and within the established right-of-way or the ditch that serves as a vegetative buffer between the street and the adjacent lots, a location for traffic signs and for utility lines.

Speed Limit Controls

Local units of government can change speed limits for their roads under authority and guidelines in the Wisconsin Statutes. Local officials play a key role in setting speed limits. They must balance the competing concerns and the opinions of a diverse range of interest including drivers (who tend to choose speeds that seem reasonable for conditions) and land owners or residents (who frequently prefer and request lower speed limits than those posted), law enforcement agencies with statutory requirements, and engineering study recommendations.

The prevailing speed, the one which most drivers choose - is a major consideration in setting appropriate speed limits. Engineers recommend setting limits at the 85th percentile speed, where 85 percent of the freely flowing traffic travels at or below that speed. An engineering study measuring average speeds is required to determine the 85th percentile speed limit. Other considerations include the roads design limit. This is the highest and safest speed for which the road was designed, and takes into account the road type, geometry, and adjoining land use.

Speeds should be consistent, safe, and reasonable; and enforceable. When 85 percent of the drivers voluntarily comply with posted speed limits, it is possible and reasonable to enforce the limits with the 15 percent who drive too fast. Unreasonably low speed limits tend to promote disregard for the posted limits and make enforcement much more difficult. They may also promote a false sense of security among residents and pedestrians who may expect that posting lower limits will change driver's speed behavior.

Apply Traffic Considerations

Traffic considerations which the city should take into account when planning for future development may include the following:

1. Adequate vehicular and pedestrian access should be provided to all parcels of land.
2. Local street systems should be designed to minimize through traffic movement.
3. The street pattern should minimize excessive travel.
4. A simple and comprehensible system of street names and house numbering should be provided.
5. Traffic generators located within new subdivisions (such as schools, churches and parks) should be considered in the local circulation pattern.
6. The planning and construction of local residential streets should clearly indicate their function.
7. The local streets should be designed for a relatively uniform and low volume of traffic.

8. Local streets should be designed to discourage excessive speeds.
9. Minimize intersections.
10. Devote a minimal but adequate amount of space to street uses.
11. Roads are a function of land use, and therefore should not unduly hinder the development of land.
12. Pedestrian and bicycle paths should be separated from vehicle paths where possible.

Assess Special Transportation Needs

Transportation services for elderly and disabled persons are provided by the county and by private nonprofit and for profit carriers. The city should play as active a role as possible in the support, development and maintenance of special transportation services for the elderly and disabled population of the city.

Bicycle Facility Plan

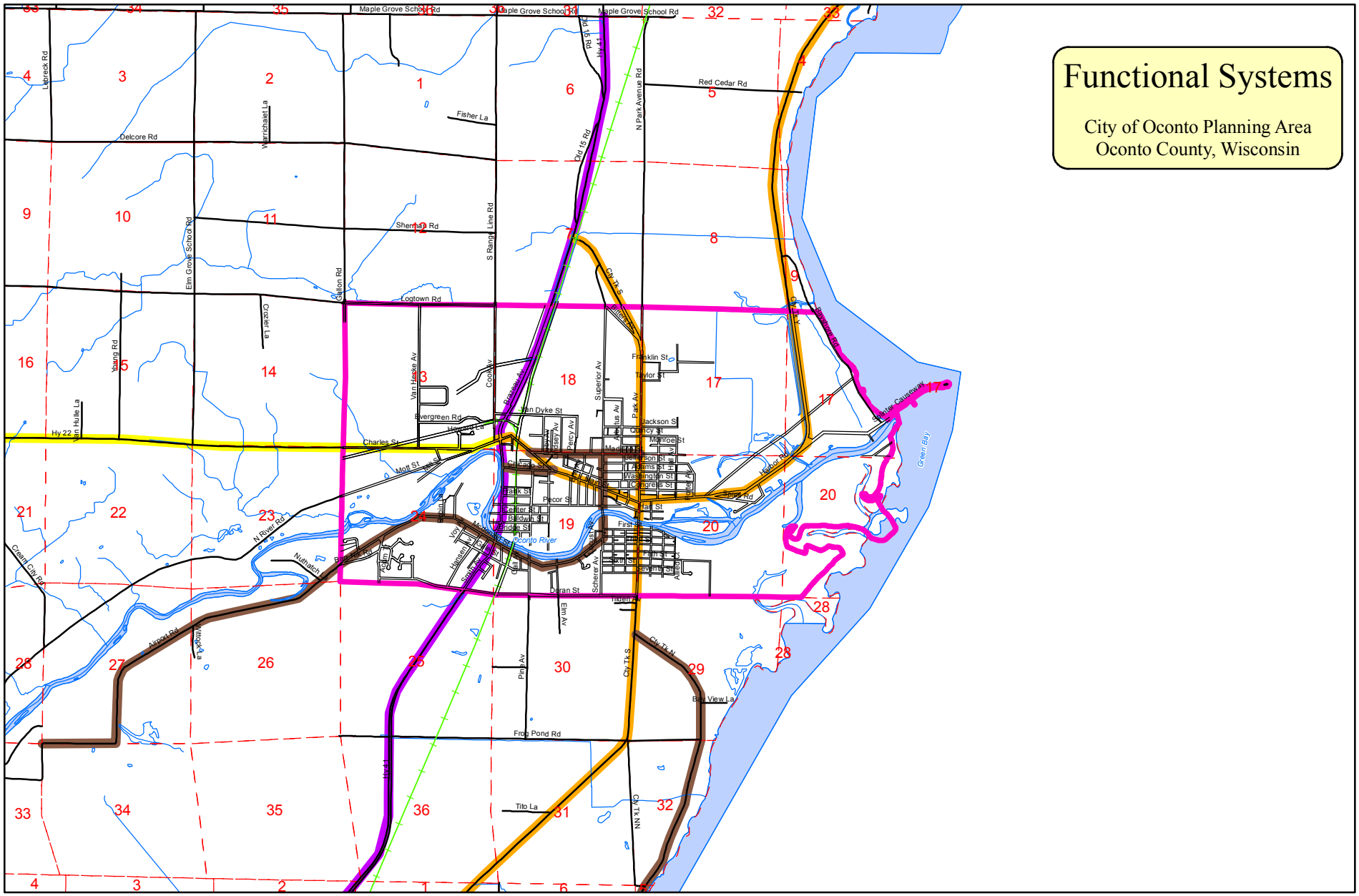
It is recommended that the City of Oconto develop a bicycle facility plan that identifies future connections to existing facilities and to the other important destination points (City of Peshtigo, Rail Trail, Copper Culture State Park, parks, recreational areas, and schools).

Initiate A Pavement Management Program

Streets are rehabilitated, repaired and maintained with funds provided by the State's Local Roads Program (LRP). This program provides each local unit of government in the state with financial support derived from state taxes on gasoline and other transportation/vehicle related surcharges for local street maintenance and repair.

It is recommended that a "pavement management" system be developed and utilized by the city. The system provides a detailed inventory and description of all streets within the city, provides a detailed surface condition survey of those streets, defines the goals and objectives of the community with respect to street and road maintenance and repair, and establishes a long-term maintenance schedule which would prioritize the street and road maintenance and repair needs.

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



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

Source: WisDOT, 1995, 2006; WDNR, 2005; City of Oconto, 2006; Oconto County, 2005; Bay-Lake Regional Planning Commission, 2007.

Map 8.1

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Traffic Volumes

City of Oconto Planning Area
Oconto County, Wisconsin

Note: Numbers refer to table 8.4 in Chapter 8 text.

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

Source: WisDOT, 1998, 2001, 2003, 2006; WDNR, 2005; City of Oconto, 2006; Oconto County, 2005; Bay-Lake Regional Planning Commission, 2007.

Traffic Volumes

City of Oconto Boundary
Road Centerline
Railroad
Surface Water
Section

N W E S

0 0.25 0.5 1 Mile

Map 8.2

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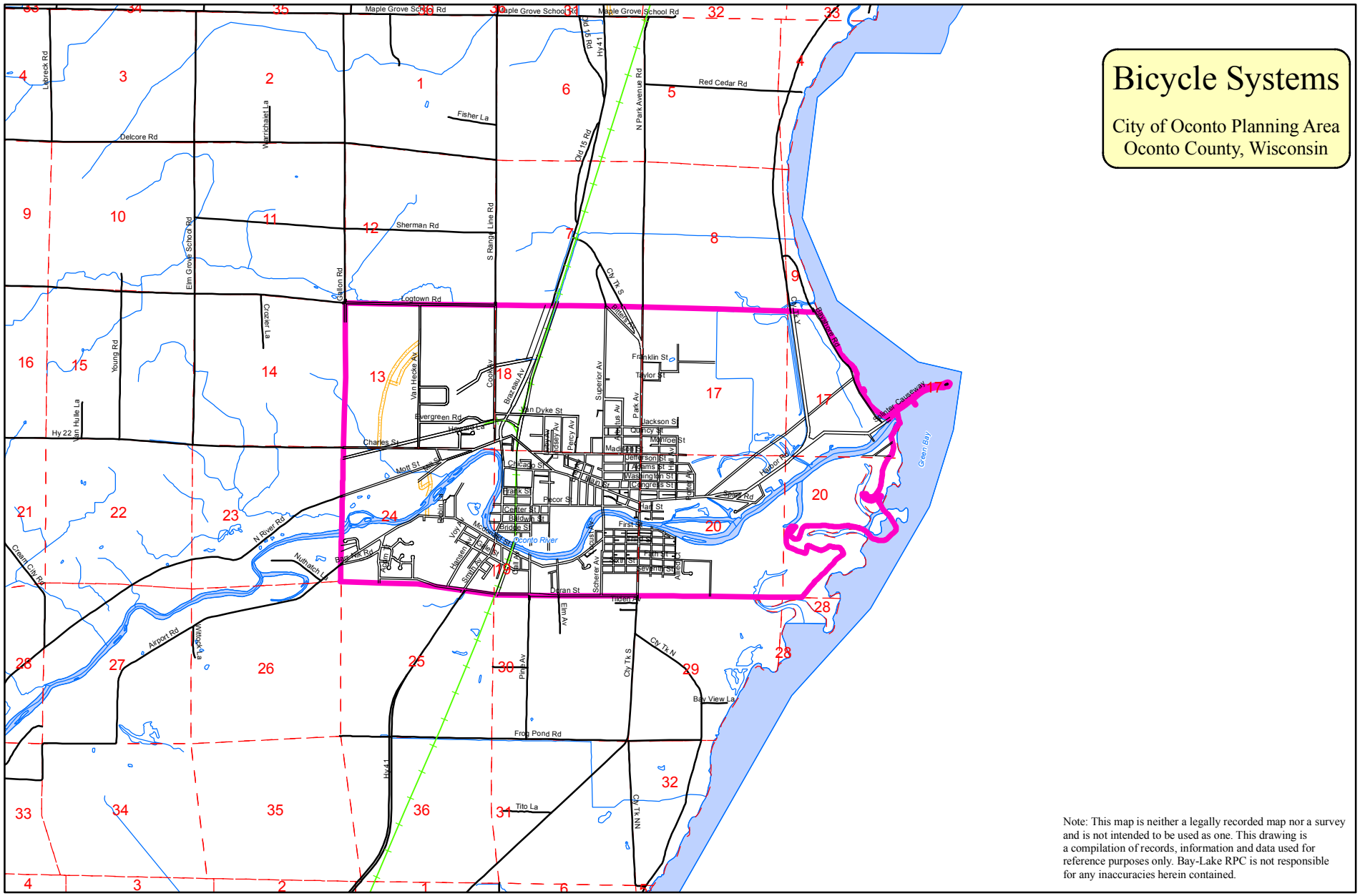
Bicycle Systems

City of Oconto Planning Area
Oconto County, Wisconsin



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

Proposed Multi-Modal Trail Facilities

Railroad
Road Centerline
City of Oconto Boundary
Section
Surface Water

N W E S

0 0.25 0.5 1 Mile

Source: WisDOT, 2006; WDNR, 2005;
City of Oconto, 2006; Oconto County, 2005;
Bay-Lake Regional Planning Commission, 2007.

N:\myfiles\oconto\coconto\comp2005\Map 8_3 City Oconto Comp Bicycle Systems6.mxd

Map 8.3

Chapter 9 - UTILITIES AND COMMUNITY FACILITIES

INTRODUCTION

Utilities and community facilities are important components in promoting a healthy, safe environment for individuals to live, work, and recreate. The quality and effectiveness of emergency services, health care facilities, and educational institutions are all contributing factors to the attractiveness of a community and surrounding area.

This element of the Comprehensive Plan inventories the providers, locations, uses, and capacities of the existing utilities and community facilities that serve the City of Oconto. The existing conditions of these facilities are evaluated to determine deficiencies and to ensure they are sufficient to meet the city's present and future development needs.

CITY OFFICIALS AND COMMITTEES

Oconto City Council

Elected City Council members include the Mayor and ten Alderpersons.

City Staff

The city's paid staff consists of a full-time Elected Clerk/Treasurer, Building Inspector/ Assessor, City Engineer, Park/Recreation/Forestry Director, Superintendent of Public Facilities, Police Chief, and Fire Chief.

Hired/Contracted Professional

Director of Public Works is a contracted position. Kerber, Rose & Associates conducts the city's annual audit.

City Plan Commission

The City of Oconto Plan Commission consists of six members established to oversee any planning activities in the city. In regard to this Comprehensive Plan, the Plan Commission is responsible for planning for the city's needs and zoning issues.

- Using discretion in determining whether proposed land use changes and zoning requests are consistent with the city's adopted comprehensive plan.
- Assisting the City Council in utilizing, reviewing, amending and eventually updating the Comprehensive Plan.

Other Committees

- Finance Committee
- Wage and Personnel
- Board of Public Works
- Oconto Utility Commission
- Industrial Development Commission
- Police and Fire Commission
- Library Board
- Park and Recreation Committee
- Harbor Commission
- Forestry Committee
- Historical Preservation Committee
- Housing Authority
- Airport Commission
- Tourism Committee
- Board of Review
- Flood Commission
- Board of Appeals
- Ethics Board
- Emergency Government

- Americas with Disabilities Act Committee
- Cable TV
- Streetscape
- Redevelopment Authority

UTILITIES INVENTORY AND ANALYSIS – PROVIDER, LOCATION, USE, AND CAPACITY

Electric Service

Wisconsin Public Service (WPS) supplies the City of Oconto with electrical service. The substation is located on Cook Avenue.

Natural Gas

WE Energies provides natural gas service to the city.

Telecommunication Facilities

Local telephone service is provided to the City of Oconto by Centurytel and Bayland. A variety of companies also offer cellular and long distance telephone services to city residents.

High speed internet service is available in the city. A telecommunications tower is attached to the city's water tower.

Cable television is provided by Charter Communications and available throughout the city. Various satellite dish providers provide alternative television viewing options.

Public Water System

Not all residents of the City of Oconto are served by the municipal system. Some residents own and maintain individual wells to meet their water supply needs. Areas west of STH 22, north on Van Hecke Avenue, and east on Fifth Street are not currently served by the city's water system. Three community wells located on Van Hecke Avenue, Madison Street, and Scherer Avenue provide the city with dependable sources of water. The current municipal water system is deemed adequate to serve additional growth in the city for the next 10 to 20 years.

Sanitary Sewer Service

Most residents are served by the city's sanitary sewer system. All new houses built within the city limits after 1992 are served. The property owners within the City of Oconto not served by the municipal system are responsible for owning and maintaining individual private on-site wastewater treatment systems (POWTS).

The city's sanitary waste system uses gravity and pumping stations to convey the waste to the city's wastewater treatment plant. In addition, there are four outside sources of waste- three rural sanitary districts plus septic and holding tank waste accepted at the plant. Effluent from the system is being discharged into the Oconto River.

The system has some deterioration in and around the downtown. In this area, some pipes are older vitrified clay pipes. These account for 50 percent of the city's inflow and infiltration problems. In the next 10 – 20 years, two lift stations will be upgraded, an additional watermain will be extended across the river, and implementation of a GIS system. However, the city's sanitary sewer system can support additional growth and increased demand from the four outside sources.

Storm Sewer System

50 percent of the City of Oconto has curb and cutter. The storm water system will adequately serve the community for the next 10-20 years.

Aging storm sewer mains will be replaced in conjunction with other improvements to the infrastructure. All new developments will meet the requirements of on-site storm water management.

COMMUNITY FACILITIES AND SERVICES

Administrative Facilities

Oconto Municipal Building (City Hall)

The city's Municipal Building was built in 1991 and located at 1210 Main Street. It contains the offices of the mayor; clerk/treasurer; director of public works; the parks and recreation department; and the police and fire/ambulance departments. The building is utilized primarily for the City's administration functions and also serves as a site for various senior care functions and programs. Community meetings and elections are also conducted at the municipal building. The structure is disabled accessible, has adequate parking, and is suitable for the future needs of the city.

Solid Waste Disposal and Recycling Facilities

The city is contracted with a private hauler, G & S Refuse of Oconto Falls, for curbside pickup of solid waste. Solid waste is transported to the Mar-Oco Landfill. The landfill, located on Shaffer Road in the Town of Stephenson in west-central Marinette County, is owned and operated, jointly, by Marinette and Oconto County.

The City of Oconto has a recycling program that allows for weekly curbside pickup of recyclables including: cardboard, paper, tin, steel, aerosol cans, aluminum, tin foil, plastic, and glass. The city also operates a compost facility for yard waste generated within the city limits.

Services are adequate and will continue to be monitored for satisfaction and cost effectiveness.

Road and Other Maintenance

Maintenance for the city's road network and other community facilities is provided by the city's maintenance department.

The city has the necessary machinery to conduct maintenance including snowplows, loader, backhoe, dump trucks, street sweeper, garbage truck as well as mowing equipment, leaf vacuum and chipper.

Equipment needs are addressed in the Capital Replacement Section of the city's annual budget.

Postal Services

The City of Oconto postal services are provided by U.S. Post Office located at 141 Congress Street.

The present facility was built in 1900 and will be able to accommodate future needs of the city.

Private parcel carriers (UPS, FedEx, etc.) also serve the city.

Protective and Emergency Services

Law Enforcement and Protection

Police protection for the city is provided by the Oconto Police Department, located in the city's Municipal Building at 1210 Main Street.

The Police Department is comprised of the 7 full time patrol officers, a Chief, 4 part-time patrol officers, and 1 part-time clerk/ clerical assistant. The city is part of the county's 9-1-1 system. The Police Department utilizes 5 vehicles for the patrol cars. The police department also sponsors special programs including: counter act and a school drug and violence program.

The police department has a mutual aid agreement with the Oconto County Sheriff's Department.

Current police protection is adequate to serve the city's residents. However, if maintained at current levels, the department will not be able to make improvements demanded by changes currently underway at the county and state levels. In the year 2013, new radio requirements will necessitate major changes in hardware to maintain interoperability with adjoining districts and departments.

Oconto County Jail

The City of Oconto Police Department does not maintain a jail. The department utilizes the Oconto County jail located in the City of Oconto. The Oconto County Jail has a maximum capacity of 45 inmates and a fulltime staff of 18 (*Adult Jail Populations in Wisconsin 2002, Report to the Governor)*. If necessary, Oconto County utilizes other county jails to house additional inmates.

Fire Station/Protection

Fire protection for the City of Oconto is provided by the city's Fire Department. The department operates out of the city's municipal building at 1210 Main Street.

Fire services are accessed by calling the 911 system which in turn pages 7 paid and 14 paid on call members. The department owns: two pumpers, a ladder truck, bush/wildland truck, a rescue truck, an ATV, and a boat. Beyond the general equipment used to fight fires, special services are also provided including Haz-mat Basic, ice/cold water rescue, extrication, and imaging.

The Fire Department's protection area extends beyond the city limits into a portion of the town of Little River, and all of the town of Oconto. The Oconto Fire Department also has a mutual aid agreement with the Pensaukee Fire Department.

The fire protection facilities are not considered adequate with at this time. The building is too small to hold all the equipment.

Insurance Service Office (ISO) - Public Protection Classification (PPC)

ISO collects information on municipal fire-protection efforts in communities throughout the United States. In each of those communities, ISO analyzes the relevant data using their Fire Suppression Rating Schedule (FSRS) and assigns a Public Protection Classification (PPC) - a number from 1 to 10. Class 1 represents the best protection, and Class 10 indicates that the area's fire protection does not meet ISO's minimum criteria.

A community's PPC depends on the analysis of several components of fire protection including:

- fire alarm and communication systems, including telephone systems, telephone lines, staffing, and dispatching systems;
- the fire department, including equipment, staffing, training, and geographic distribution of fire companies;
- the water supply system, including the condition and maintenance of hydrants, and a careful evaluation of the amount of available water compared with the amount needed to suppress fires.

The PPC classification for the City of Oconto is a 6. ISO helps communities evaluate their public fire-protection services. The program provides an objective, countrywide standard that helps fire departments in planning and budgeting for facilities, equipment, and training. Throughout the United States, insurers of homes and business property use ISO's Public Protection Classifications in calculating premiums.

EMS/Ambulance

Ambulance services are provided by the Oconto Area Ambulance Service located at 1210 Main Street in the City of Oconto.

This service consists of 7 full time and 9 paid on call employees, and 3 ambulances. The EMTs and paramedics are certified. The Oconto Area Ambulance Service also provides services to portions of the towns of Oconto, Pensaukee, and Little River. Emergency services are accessed through the 911 system of the Oconto County Sheriffs Department.

The emergency services are considered adequate.

City of Oconto Emergency Management

The City of Oconto works with the Oconto County Emergency Management Office to support response agencies and departments in the event of a disaster or emergency. Emergency Management comprises organized analysis, planning, decision making and assignment of available resources to mitigate (lessen the effect of or prevent), prepare for, respond to and recover from the effects of all hazards. The City of Oconto is covered through the county's Emergency Management Plan.

Education

The City of Oconto is located within the Oconto School District.

- Oconto High School (grades 9-12),
- Oconto Middle School (grades 6-8), and
- Oconto Grade School (grades Pre-kindergarten -5)

Several children in the city may also be home schooled, rather than enrolled in the previously mentioned public and private educational facilities available.

The city and Oconto County are part of the Northeast Wisconsin Technical College (NWTC) District of The Wisconsin Technical College System. The main NWTC campus is located in Green Bay with a campus in the City of Marinette. NWTC has on-line courses available for those not able to travel to the two campuses for in-person instruction.

Library

Residents of the city utilize library services provided through the Oconto Public Library located at 715 Main Street. There is a library joint service agreement between the City of Oconto and Oconto County which are part of the Nicolet Federated Library System.

The existing space in the library facility is suitable for future growth. The Library board is working with the city engineer on maintenance needs. The City funds 100 percent of the building and capital improvements costs.

Health Care

The City of Oconto is served by two medical facilities: Bond Health Center as part of Bellin Health located at 820 Arbutus Avenue and Prevea Clinic located at 620 Smith Avenue.

Child Care Facilities

Oconto Nonprofit Child Care is located at 1007 Pecor Street and Kinds-N-Co. is located at 516 Brazeau Avenue. These facilities are adequate to serve the community at this time.

Adult Care Facilities

The City of Oconto also contains several adult care facilities: Woodlands of Oconto, located at 101 First Street, Bayshore Pines located at 425 Pecor Street, and Country Care located at 229 Van Dyke Street.

Cemeteries

The City of Oconto contains one cemetery:

- Evergreen Cemetery is located on Cook Avenue. This cemetery currently has 500 vacant lots, however an expansion is in progress. This expansion program will add one block at a time, as it become necessary.

There is also the Catholic Cemetery located in the Town of Oconto.

Recreation

The City of Oconto has almost 205 acres of outdoor park/recreational sites. Many of the sites maintain excellent views of Lake Michigan and the Oconto River, while several boat landings also provide access to these water features for fishing or other water sports.

The following is a listing of the public, private and educational facility recreational sites within the city and its surrounding planning area. A more detailed description of each site can be found on the city's website and in the *City of Oconto Comprehensive Plan* completed in 2001.

Community-Owned Sites

Holtwood Park
Sharp Park
Memorial Field
City Park
Freedom Park
Copper Culture State Park
City Docks
Breakwater Park

School Facilities

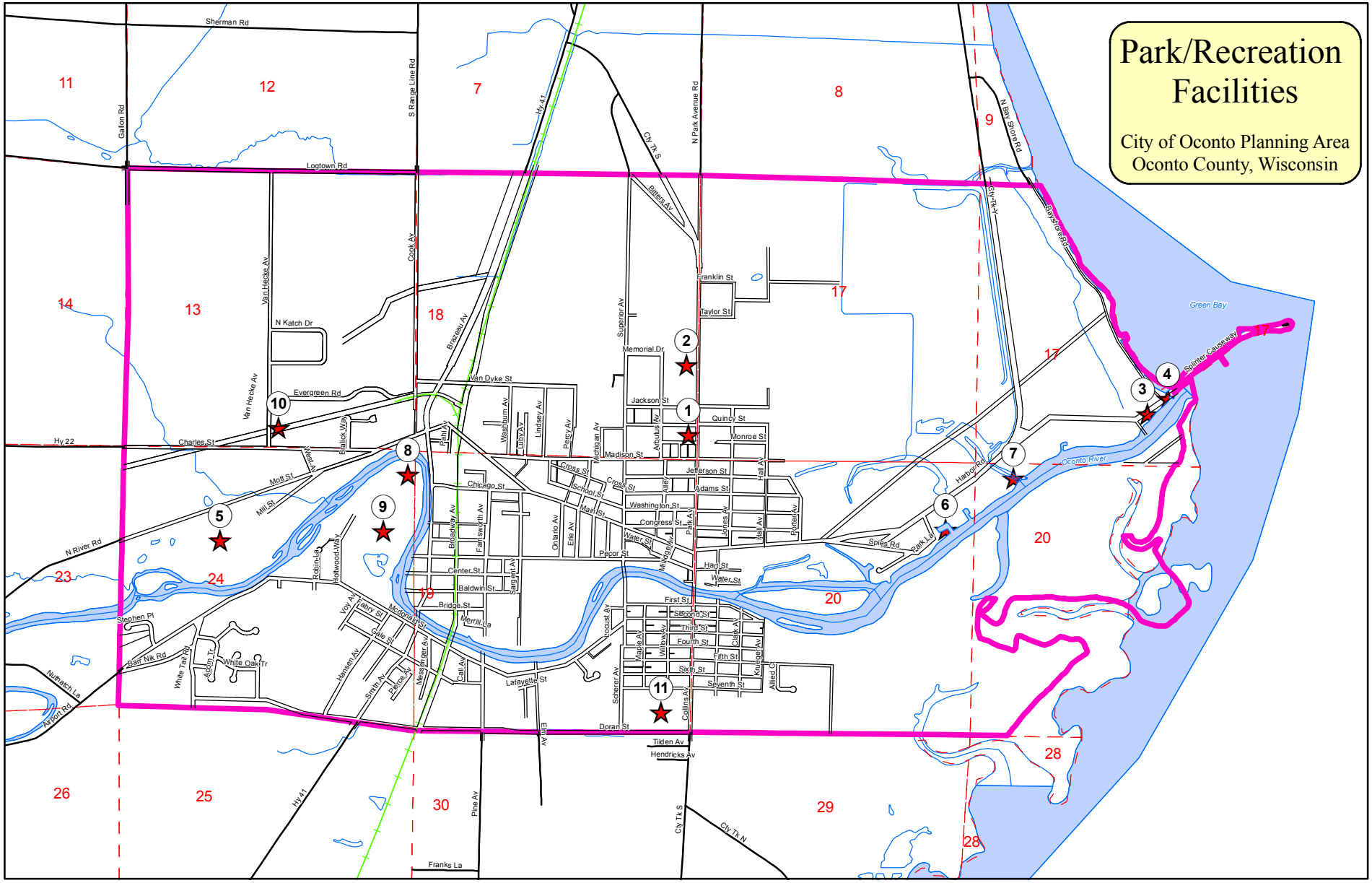
Oconto High School
Oconto Middle School
Oconto Elementary School

Marina and Campground Facilities

Holtwood Campground
Oconto Yacht Club
Harbor Cove
Hi Seas Marina
Breakwater Harbor and Park
Oconto Golf Club (9 holes)
Edgewood Golf Course (9 holes)

Park/Recreation Facilities

City of Oconto Planning Area
Oconto County, Wisconsin



Park & Recreation Facilities

1. Beyer House Museum
2. Bond Center
3. Breakwater Park
4. City Docks
5. Copper Culture State Park
6. Harbor Cove
7. Hi Seas Marina
8. Holtwood Campground
9. Holtwood Park
10. Oconto Recreation Trail
11. Sharp Park

City of Oconto Boundary
Road Centerline
Railroad
Surface Water
Section

N W E S

0 0.25 0.5 Mile

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

Source: WDNR, 2005; WisDOT, 2006;
City of Oconto, 2006; Oconto County, 2005;
Bay-Lake Regional Planning Commission, 2007.

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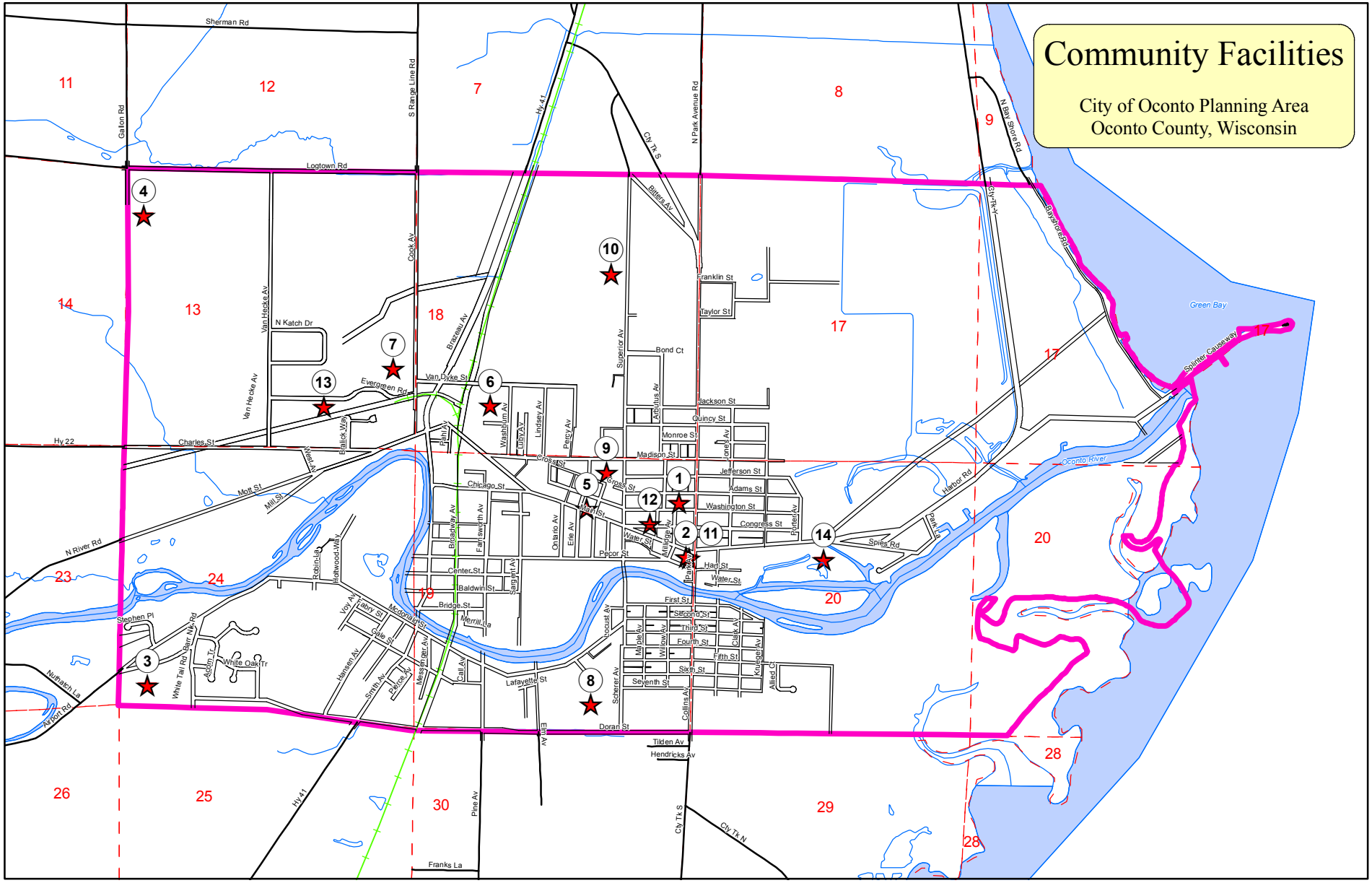
Map 9.1

Community Facilities

City of Oconto Planning Area
Oconto County, Wisconsin



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Source: WDNR, 2005; FEMA, WisDOT, 2006; City of Oconto, 2006; Oconto County, 2005; Bay-Lake Regional Planning Commission, 2007.

★ Community Facility

1. Courthouse
2. Fire Station
3. Airport
4. Landfill
5. Library
6. Municipal Garage
7. Cemetary
8. Elementary School
9. Middle School
10. High School
11. Police Station
12. Post Office
13. Recycling Plant
14. Sewage Treatment Plant

City of Oconto Boundary
Road Centerline
Railroad
Surface Water
Section

N W E S

0 0.25 0.5 Mile

Map 9.2

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Chapter 10 - INTERGOVERNMENTAL COOPERATION

INTRODUCTION

The Intergovernmental Cooperation Chapter examines the working relationship the city maintains with the neighboring towns of Oconto and Little River; Oconto County and its various departments; the Oconto Area School District, Northeast Technical College; Bay-Lake Regional Planning Commission; and various state and federal governments.

This chapter stresses the importance of working cooperatively with neighboring jurisdictions by identifying existing or potential conflicts; communicating visions; and coordinating plans, policies and programs. These joint efforts will lead to accomplishing goals of mutual interest and promoting consistency between planning efforts. An inventory of formal intergovernmental agreements, shared resources, and consolidated services are also discussed.

EXISTING INTERGOVERNMENTAL ACTIVITIES

Adjacent Governmental Units

The City of Oconto is bordered by Town of Little River on the north side, Town of Oconto on the northeast, west, and south sides, and Green Bay of Lake Michigan on the east side.

Relationships

The city maintains a good working relationship with its neighboring towns and Oconto County. The towns of Little River and Oconto have completed their comprehensive plans and are compliant with the Smart Growth requirements. With the city completing its comprehensive plan, this is a good opportunity to conduct some joint planning within the area. Stronger working relationships, through more regional planning efforts, will result in the preservation of farmland and natural features that comprise the area's rural character, providing more and better services to their respective residents, and retaining and attracting employers to strengthen and diversify the local economy.

City Facilities

The city's Municipal Building was built in 1991 and is located at 1210 Main Street. It contains the offices of the mayor; clerk/treasurer/administrator; director of public works; the parks and recreation department; and the police and fire/ambulance departments. The building is utilized primarily for the city's administration functions but also serves as a site for various senior care functions and programs. Maintenance for the city's road network and other community facilities is provided by the city's maintenance department.

Sharing Public Services

The City of Oconto has several agreements with the neighboring communities and Oconto County for the delivery of public services. The police department has a mutual aid agreement with the Oconto County Sheriff's Department. The Oconto County Sheriff's Department also maintains a jail facility in the City of Oconto. The Fire Department's protection area extends beyond the city limits into a portion of the Town of Little River and all of the Town of Oconto. The Oconto Fire Department also has a mutual aid agreement with the Town of Pensaukee Fire Department. The Oconto Area Ambulance Service also provides services to portions of the towns of Oconto, Pensaukee, and Little River. Emergency services are accessed through the 911 system of the Oconto County Sheriffs Department. The City of Oconto is covered through the

county's Emergency Management Plan. Solid waste is transported to the Mar-Oco Landfill. The landfill, located on Shaffer Road in the Town of Stephenson in west-central Marinette County, is owned and operated jointly by Marinette and Oconto counties.

School Districts

The City of Oconto is located within the Oconto Area School District. The city is part of the Northeast Wisconsin Technical College (NWTC) District of The Wisconsin Technical College System.

Relationship

The city's relationship with Lakeshore Technical College is considered amenable. The city has a positive working relationship with the local school district. Residents of the district are able to provide input on school activities, future development projects, etc.

Sharing School Facilities

There are no formal agreements between the city and school district for shared use of facilities. However, the school and city do utilize each other's facilities on an as needed basis with appropriate prior notice and scheduling.

County

The City of Oconto and Oconto County continue to maintain a good working relationship. Having the county courthouse and many of the county's functions located within the city does help promote that strong working relationship. The city is included within the county's Park and Recreation Plan as well the Farmland Preservation Plan. Oconto is covered within Oconto County's Emergency Management Plan. The City of Oconto has a mutual aid agreement with the Oconto County Sheriff's Department.

Region

Oconto County, including the City of Oconto, is a member of the Bay-Lake Regional Planning Commission (BLRPC). The BLRPC has a positive working relationship with the county, city, and sanitary sewer district.

State

The city's relationship with the State of Wisconsin primarily centers on issues related to transportation (WisDOT) and natural resources with the WDNR maintaining/monitoring several conservation areas within the city and its planning area. Relationships with other state agencies are considered limited.

INVENTORY OF PLANS AND AGREEMENTS UNDER S. 66.0301, S. 66.0307 OR S. 66.0309

Cooperative Boundary Plan

Wisconsin State Statutes 66.0301 and 66.0307 allow municipalities to enter into agreements regarding the location of municipal boundaries. The Cooperative Boundary Plan is any combination of cities, villages, and towns that may determine the boundary lines between themselves under a cooperative plan approved by the Wisconsin Department of Administration (WDOA). The cooperative plan must be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the territory covered by the plan, which will in accordance with existing and future needs, best promote public health,

safety, morals, order, convenience, prosperity or general welfare. Cooperative boundary plans cover at least a 10-year period. Additionally, Cooperative boundary agreements are a tool that could also be used for sharing of services between local units of government.

Extraterritorial Subdivision Policy

Wisconsin State Statutes allow an incorporated village or city to extend extraterritorial plat review over surrounding unincorporated areas. This helps cities or villages protect land uses near their boundaries from conflicting uses outside their limits. The extraterritorial area for the City of Oconto extends 1.5 miles into the towns of Oconto and Little River. The City of Oconto's Extraterritorial Subdivision Policy can found under Title 14, Chapter 1, Article D, 14-1-37.

Extraterritorial Zoning

Wisconsin State Statutes allow an incorporated village or city to extend extra-territorial zoning over surrounding unincorporated areas. However, with Oconto County enforcing zoning for unincorporated areas of the county, extraterritorial zoning requires a combined effort between the city, county, and the affected neighboring town (Oconto or Little River) to create a defined development plan. Extraterritorial zoning is then established according to the developed plan. Extraterritorial zoning is being exercised by the City of Oconto.

INVENTORY OF EXISTING OR POTENTIAL CONFLICTS

The following is a listing of existing or potential conflicts facing the City of Oconto and surrounding government jurisdictions. The list was generated on November 2, 2006 during an Intergovernmental Cooperation Workshop with the city, neighboring communities, Oconto County, state departments, and other interested participants. Additional issues not listed below can be found in Appendix K.

- Good mutual aid with towns and county
- Cooperative Agreements – GBWSSSAP, airport, and recycling
- Shared fire and ambulance service
- Good cooperation with county on election and tax collection
- Comprehensive plan review – consideration of wetlands
- Redevelopment authority cooperating with industrial development corporation
- Share community values – economics, school, etc.
- Countywide shared information system
- Need better cooperation with economic development corporation
- Better communication with veteran's groups
- Need better recreation access
- Schools share programs and facilities with city (very positive)
- Town directing heavy industry to city

POSSIBLE RESOLUTIONS

The following is a list of possible solutions to address the existing or potential concerns and issues highlighted above. This list was also developed during the November 2006 Intergovernmental Cooperation Workshop. Additional resolutions identified during the workshop are listed in Appendix K.

- Need better communication between city and school on transportation improvements (i.e. repaving of parking lots and streets
- Housing needs
- Need better communication between vets, schools, youth, etc. and more involvement with disabled
- Maintain good communication/relationship with towns (HWY 41 bypass) Bypass design committee
- Need continuing discussion with DNR relative to trail development
- Better attendance at council meetings
- Build on and add to WISDoT USH 41 trail improvement
- Recognize positive impacts of airport and make improvements to access
- Attract more industry
- Opportunities for RDA to work with streetscape and city on Bond property
- Address wetlands issues early on – recognize their positive benefits and impacts
- Plan more access/connectivity between and to trails
- Local governments need more input into sharing of revenues

Chapter 11 - LAND USE CONTROLS AND INVENTORY

INTRODUCTION

Preparing an exiting land use inventory is necessary to identify all the current types of land use within the city and its extraterritorial boundary. For the *City of Oconto 20 Year Comprehensive Plan*, it is important to determine whether or not there are any discernable land use patterns underway within the entire planning area. Reviewing the land use controls utilized at each level of government will provide an overview of those regulations used to make past land use decisions that encouraged the current land use patterns. Through the review of past land use trends and current land use controls, a foundation was created in the preparation of the General Plan Design (Chapter 2 of this document).

EXISTING LAND USE CONTROLS

Each of the land use controls (e.g., development plans, zoning ordinances, etc.) are noted and briefly discussed in this section. Individually and/or collectively, they may influence or restrict the location and type of development within many areas of the City of Oconto and its extraterritorial boundary. These controls should be reviewed periodically to ensure they promote and guide the city's future land use plan.

Planning Documents

Comprehensive Plans

This *City of Oconto 20-Year Comprehensive Plan* serves as an update to the *City of Oconto Comprehensive Plan* completed in 2001 by Robert E. Lee and Associates, Inc.

The City of Oconto's neighboring towns of Little River and Oconto have completed their Comprehensive Plans and are Smart Growth compliant. These plans provide reference information on the future development/preservation intentions of these two communities. Any changes to existing land use occurring in these towns can have a direct impact on the city's recommended land use plan. For this reason, the intergovernmental cooperation element of each of these three Comprehensive Plans is instrumental in providing an avenue for communication to help limit conflicts during future land use decisions.

Farmland Preservation Plan

In 1977, Wisconsin's Farmland Preservation Act became law. The purpose of the law is to help local governments preserve farmland through local planning and zoning and by providing tax relief to participating farmers.

The Oconto County Farmland Preservation Plan of 1985 was written with attention given to urban growth that often results in the reduction of farmland, and to the alterations in facilities, services, and trends that affect the county's agricultural production. Several categories were established in the plan to accomplish the goal of preserving farmland through planned rural and urban growth. These categories include:

> ***Farmland Preservation--*** The agricultural lands should be maintained for agricultural use. These areas include soils with high productivity potential, lands which have historically been in agricultural production, and woodlands and wetlands that serve as an integral part of farm operations.

***Environmental Overlay*—**This area consists of lands that should not be developed at urban densities due to shoreline conservation, flooding, wetland conservation, wildlife habitats, unique aesthetic feature, etc.

***Conservancy Area*--**This area includes public property, floodplains, wetlands and woodlands areas.

***Rural Non-Farm Development*--** Rural non-farm areas include unincorporated villages, existing concentrations of rural non-farm housing, and areas proposed to be developed with rural non-farm uses.

***Urban Service Area*--** Urban Service Areas are located adjacent to communities presently served with public water and/or sanitary sewer utilities.

Map 11.1 from the Oconto County Farmland Preservation Plan illustrates the farmland preservation categories for the City of Oconto's extraterritorial boundary. Refer to the Oconto County Farmland Preservation Plan for a more detailed explanation of these designations.

Park and Outdoor Recreation Plan

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

It is important for the city to have identified their planning initiatives within this plan in order for the park and recreation projects to be eligible for grant and federal funding assistance.

Local Plans

The City of Oconto has prepared or participated in several plans/studies during the past several years to guide the preservation and development activities within the city. The following documents will be integrated, as appropriate, into the city's Comprehensive Plan.

1. *Oconto Harbor Study*, Warzyn Engineering Company, 1979.
2. Community Assessment, Baccalaureate Nursing Program, UW-Green Bay, 1996.
3. *Oconto County – Green Bay West Shore Sewer Service Area Plan*, Bay-Lake Regional Planning Commission, 1996.
4. Indirect and Cumulative Effects Analysis, USH 41 Oconto – Peshtigo, Wisconsin Department of Transportation, Division of Transportation Districts, District 3, 1998.
5. Project Plan, Tax Incremental District No. 2, City of Oconto, Wisconsin, Robert W. Baird & Co., Inc., 1998.
6. Zoning Code, City of Oconto, As Amended, 1999.
7. *City of Oconto Comprehensive Plan*, Robert E. Lee & Associates, Inc. 2001.

Land Use Regulations

City Zoning Ordinance

The City of Oconto's Zoning Ordinance is contained in the city's Municipal Code as Title 13, Chapter 1. The purpose of the zoning code is to promote the health, safety, morals, prosperity, aesthetics, and general welfare of the city.

For detailed information on the city's zoning districts, regulations, restrictions, permitted uses including the city's zoning map, please consult the *Municipal Code of the City of Oconto, Wisconsin.*

The Wisconsin planning enabling legislation requires that all land use related actions (regulations, etc.) of local governmental units must be consistent with their adopted Comprehensive Plan. A portion of the city's zoning ordinance is intended to "… implement the community's comprehensive plan or plan components." As a result, the city's zoning codes shall be reviewed and updated to be made consistent with this adopted comprehensive plan and any subsequent updates to this plan.

Ordinances

Subdivision Regulations

The City of Oconto's Subdivision Ordinance is contained in the Municipal Code as Title 14, Chapter 1. The purpose of this chapter is to promote the public health, safety and general welfare of Oconto. These regulations are designed to facilitate adequate provision for transportation, water, sewerage and other public requirements. The regulations are made with reasonable consideration given to the character of the city with the intent of preserving the value of buildings placed upon land, providing the best possible environment for human habitation, and encouraging the most appropriate use of land throughout the city.

According to Wisconsin State Statute 236.45 (3), the City of Oconto may also use the Subdivision and Platting Ordinance to exercise its right to regulate the division or subdivision of land within its 1.5 mile extraterritorial area.

In addition to the city's Zoning Code, its Subdivision Ordinance shall also be reviewed and updated to be made consistent with this comprehensive plan and any subsequent updates to this plan.

Refer to the *Municipal Code of the City of Oconto* for more information on the city's Subdivision Ordinance.

Floodplain Ordinance

The City of Oconto's Floodplain Ordinance is contained in the Municipal Code as Title 13, Chapter 2. The purpose of this chapter is to provide a uniform basis for the preparation, implementation, and administration of sound floodplain regulations for all floodplains within the city. The floodplain districts identified within this chapter are the:

1. Floodway District (FW) that contains of the channel of a river or stream and those portions of the floodplain adjoining the channel that are required to carry and discharge the regional flood waters;
2. The Flood Fringe District (FF) consisting of that portion of the floodplain between the flood limits and the floodway; and

3. The General Floodplain District (GFD) containing areas which have been or may hereafter be covered by flood waters during the regional flood. It encompasses the two districts listed above.

The city's Floodplain Ordinance should also be reviewed and updated to be made consistent with this comprehensive plan and any subsequent updates to this plan.

Refer to the *Municipal Code of the City of Oconto* for more information on the city's Floodplain Ordinance.

Shoreland-Wetland Ordinance

The City of Oconto's Shoreland-Wetland Ordinance is contained in the Municipal Code as Title 13, Chapter 3. This chapter was adopted to maintain safe and healthful conditions, to prevent and control water pollution, to protect fish spawning grounds, aquatic life and wildlife habitation, to preserve shore cover and natural beauty, and to control building development in wetlands whenever possible. If development is permitted in a wetland, it should occur in a manner which minimizes adverse impacts upon the wetland.

The Shoreland-Wetland Zoning District includes all wetlands in the City of Oconto, Wisconsin, which are two (2) acres or more. The final wetland inventory map has been adopted as part of this chapter. The setbacks are as follows:

1. Within one thousand (1,000) feet of the ordinary high-water mark of navigable lakes, ponds or flowages; and
2. Within three hundred (300) feet of the ordinary high-water mark of navigable rivers or streams, or to the landward side of the floodplain, whichever distance is greater.

The city's Shoreland-Wetland Ordinance should also be reviewed and updated to be made consistent with this comprehensive plan and any subsequent updates to this plan.

Refer to the *Municipal Code of the City of Oconto* for more information on the city's Shoreland-Wetland Ordinance.

Official Map

An official map is intended to implement a town, village, or city master plan for streets, highways, parkways, parks and playgrounds, and drainageways. Its basic purpose is to prohibit the construction of buildings or structures and their associated improvements on land that has been designated for current or future public use. The City of Oconto does maintain an Official Map at city hall.

Erosion Control Plan

The Construction Site Erosion Control Ordinance for the City of Oconto is contained in city's Municipal Code as Title 15, Chapter 2. This chapter applies to land disturbing and land developing activities on land within the boundaries and jurisdiction of the city and the public and private lands subject to extraterritorial review. The regulations are to protect the waters of the state and city, and to protect and promote the health, safety, and welfare of the people, to the extent practicable by minimizing the amount of sediment and other pollutants carried by runoff or discharge from construction sites to lakes, streams, and wetlands.

The city's Construction Site Erosion Control Ordinance should also be reviewed and updated to be made consistent with this comprehensive plan and any subsequent updates to this plan.

Refer to the *Municipal Code of the City of Oconto* for more information on the city's Shoreland-Wetland Ordinance.

CURRENT LAND USE INVENTORY

Planning Area

For the entire planning area, approximately 14,240 acres, or 80 percent of the area is undeveloped (Table 11.1). The vast majority of the undeveloped acreage consists of woodlands or croplands/pastures.

For the city only, there are a total of 4,456 acres of which 1,864 acres (42 percent) is already developed. Single family residential covers nearly 821 acres of the developed land or 44 percent. Other natural areas (1,114 acres) comprise the largest undeveloped area within the city. In comparison, 388 acres or 15 percent is croplands and pastures.

Land Use Types and Amount

A detailed field inventory of land uses in the City of Oconto with the 1.5 mile extraterritorial boundary was completed by the Bay-Lake Regional Planning Commission in 2006. Map 11.2 displays the land use within the city and Map 11.3 illustrates the land use for the city with the 1.5 mile planning area.

The following list of land use categories is based on a methodology created by the Bay-Lake Regional Planning Commission for conducting land use inventory only. This list is *not* intended to create specific definitions for regulatory purposes.

> ***Residential***--Use of land for non-transient-occupant dwelling units, both transportable and permanent structures. Uses are broken into the following subcategories: *Single Family*, *Two Family*, *Multi-Family*, *Mobile Home* and *Group Quarters.*
>
> ***Commercial***--Use of land for retail sales or trade of goods and/or services, including enclosed participatory sports, lodging, and commercial head offices.
>
> ***Industrial***--Use of land for fabrication of products, for wholesaling of products, for long-term storage of products and for extraction (mining) or transformation of materials.
>
> ***Transportation***-- Use of land corridors for the movement of people or materials, including related terminals and parking facilities. Uses include motor vehicle, air, marine, rail, and non-motorized-related transportation.
>
> ***Communication/Utilities***--Use of land for generation, processing, and/or transmission of electronic communication or of water, electricity, petroleum or other transmittable products, and for the disposal, waste processing and/or recycling of by-products.
>
> ***Institutional/Governmental Facilities***--Use of land for public and private facilities for education, health, or assembly; for cemeteries and related facilities; and for all government facilities used for administration or safety except public utilities and areas of outdoor recreation.
>
> ***Outdoor Recreation***--Use of land for out-of-doors sports and general recreation facilities, for camping or picnicking facilities, for nature exhibits, and for the preservation or protection of historical and other cultural amenities.

Agriculture/Silviculture--Use of land for growth or husbandry of plants and animals and their products and for associated facilities such as sheds, silos and other farm structures. This category also includes the cropland and pasture areas where the land is primarily used for the cultivation of plants in addition to grasses for grazing.

Natural Areas--Water areas; land used primarily in a natural state for their natural functions including wetlands, grasslands and prairies, and woodlands; land undergoing change from natural areas to another land use; and conservancy areas.

Other Natural Areas--Wetlands, grassland/prairies, and woodlands not categorized elsewhere.

Water--Open water areas, including natural and impounded lakes and streams.

A breakdown of the land uses and acreages is shown on Table 11.1. Appendix L contains the detailed land use calculations for the city and the city and its planning area.

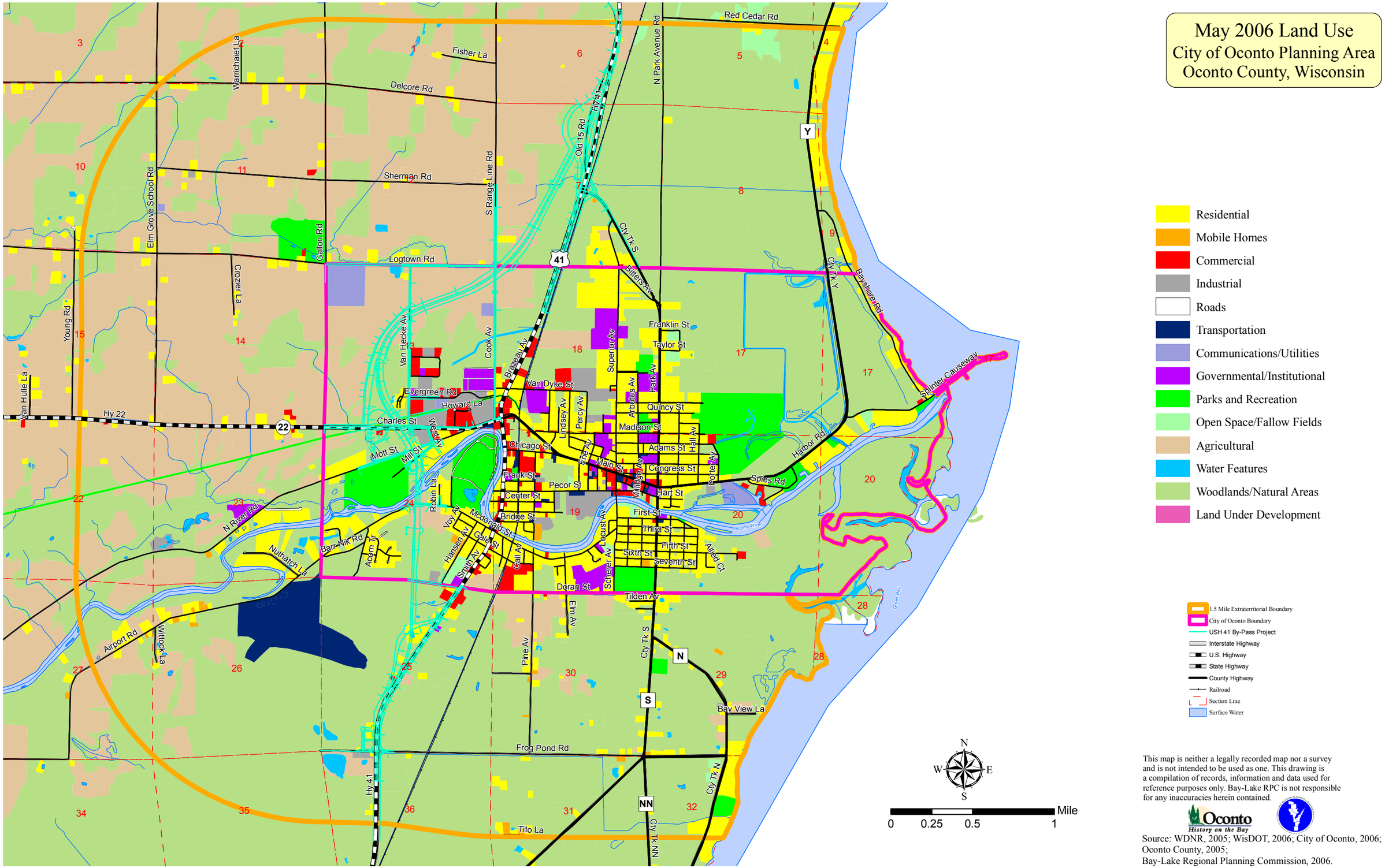
Table 11.1: 2006 Land Use, City of Oconto and Planning Area

Land Use Type	City Total (Acres)	Planning Area Total* (Acres)	Developed City Land (Percent)	Total City Land (Percent)
DEVELOPED				
Residential	864.9	1,295.3	46.40	19.41
Single Family	821.3	1,238.0	44.06	18.43
Two Family	2.7	2.7	0.14	0.06
Multi-Family	25.7	24.9	1.38	0.58
Group Quarters	3.9	3.9	0.21	0.09
Mobile Homes	8.9	22.4	0.48	0.20
Vacant Residential	2.5	3.5	0.13	0.06
Commercial	127.4	141.0	6.83	2.86
Industrial	114.0	124.8	6.12	2.56
Transportation	253.0	639.0	13.58	5.68
Communications/Utilities	60.2	61.9	3.23	1.35
Institutional/Governmental	120.1	129.0	6.44	2.70
Recreational	314.8	392.1	16.89	7.07
Agricultural Structures	9.5	71.9	0.51	0.21
Total Developed Acres	1,864.0	2,854.9	100.00	41.83

Land Use Type	City Total (Acres)	Planning Area Total* (Acres)	Undeveloped City Land (Percent)	Total City Land (Percent)
UNDEVELOPED				
Croplands/Pasture	387.8	3,433.8	14.96	8.70
Woodlands	861.5	5,662.3	33.23	19.33
Other Natural Areas and Open Space	1,114.4	1,972.1	42.99	25.01
Water Features	228.5	316.9	8.81	5.13
Total Undeveloped Acres	2,592.2	11,385.1	100.00	58.17
Total Land Area	4,456.2	14,240.0		100.00

Source: Bay-Lake Regional Planning Commission, 2006.

* Planning Area Total also includes City Total



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Source: WDNR, 2005; WisDOT, 2006; City of Oconto, 2006; Oconto County, 2005;
Bay-Lake Regional Planning Commission, 2006.

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Appendix A:
PROCEDURES FOR PUBLIC PARTICIPATION

City of Oconto

Oconto County

COMPREHENSIVE PLAN

"WRITTEN PROCEDURES TO FOSTER PUBLIC PARTICIPATION"

PURPOSE

In accordance with Wisconsin State Statute 66.1001(4), which defines "Procedures for Adopting Comprehensive Plans", these adopted written procedures will be followed in order to involve the public in the comprehensive planning process to the greatest extent practicable. These procedures are designed to foster public participation including open discussion, communication programs, information services, and public meetings, and shall apply to the adoption and any amendments to the comprehensive plan.

PLAN COMMISSION AND COMMITTEE MEETINGS

The City of Oconto Plan Commission will develop and review the comprehensive plan. This body will adopt the plan by resolution and make recommendation to the City Council to adopt the plan by ordinance.

All meetings of the City of Oconto Plan Commission will be posted in advance and open to the public in accordance with Wisconsin law. The agenda shall provide for comments from the public. To foster intergovernmental cooperation, copies of the agenda will be sent in advance to adjacent municipalities and to Oconto County.

COMMUNITY VISIONING AND NOMINAL GROUP EXERCISES

The City will conduct a visioning exercise and be a participant in a nominal group exercise as part of the preparation of the City of Oconto Comprehensive Plan and any subsequent updates to the plan as appropriate. The results of the Visioning Exercise and Nominal Group session will guide the Plan Commission and City in developing the comprehensive plan and each of its components. Additional issues identified throughout the planning process will also be incorporated into the plan. Residents are encouraged to participate at each of these exercises and throughout the planning process.

OPEN HOUSES

A minimum of two (2) "Open Houses" shall be held during the development of the comprehensive plan in order to present information regarding the comprehensive plan and to obtain public comment. One open house shall be held at the "midway" point to present background information, and the second open house will be held near the end of the planning process to present the plan prior to the required public hearing. The open houses shall be noticed in a local newspaper. In addition, the open houses will be noticed and posted in three locations by the City Clerk. The open houses will provide the public with an opportunity to review and comment on work that has been accomplished by the City Plan Commission and the Bay-Lake Regional Planning Commission.

PUBLIC ACCESS AND PUBLIC COMMENT ON DRAFT DOCUMENT

In all cases, the City of Oconto will comply with Wisconsin's open records law. During the preparation of the comprehensive plan, a copy of the draft plan will be kept on file at the City Hall and will be available for public inspection during normal office hours. The public is

encouraged to submit written comments on the plan or any amendments of the plan. Written comment should be addressed to the City Clerk who will record the transmittal and forward copies of the comments to the Plan Commission or City Council for consideration.

The City Council shall respond to written comments either individually or collectively by type of comments. These responses may be in the form of written or oral communication, or by a written summary of the City's disposition of the comments in the comprehensive plan.

PLAN COMMISSION ADOPTION OF PLAN BY RESOLUTION

The City Plan Commission may recommend the adoption or amendment of the comprehensive plan only by the adoption of a resolution by a majority vote of the entire Commission at a regularly scheduled and publicly noticed meeting of the Plan Commission in accordance with s. 66.1001 (4) b. The vote shall be recorded in the official minutes of the Plan Commission. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of the Comprehensive Plan.

DISTRIBUTION OF THE RECOMMENDED AND ADOPTED PLANS

In accordance with State Statute 66.1001(4), *Procedures for Adopting Comprehensive Plans*, one copy of the recommended and adopted plan or amendment shall be sent to the following:

1. Every governmental body that is located in whole or in part within the boundaries of the local governmental unit.
2. Every local governmental unit that is adjacent to the local governmental unit which is the subject of the plan.
3. The Wisconsin Land Council
4. The Wisconsin Department of Administration
5. The Bay-Lake Regional Planning Commission
6. The public library that serves the City of Oconto.

ADOPTION OF COMPREHENSIVE PLAN BY CITY COUNCIL

After adoption of a resolution by the City Plan Commission, the City Council will adopt the Comprehensive Plan by ordinance only after holding at least one public hearing at which the ordinance relating to the Comprehensive Plan is discussed. A majority vote of the members-elect is necessary for adoption. That hearing will be preceded by a Class 1 notice under ch. 985 that is published at least 30 days before the hearing is held. The Class 1 notice shall contain at least the following information:

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

Upon the day of publication of the public hearing notice, copies of the plan will be made available for public review at the nearest local library of the community and at the Oconto City Hall. Written comments on the plan from members of public will be accepted by the City Council at any time prior to the public hearing and at the public hearing.

ADDITIONAL STEPS FOR PUBLIC PARTICIPATION

WEBSITE ACCESS

Information to gain additional public participation and understanding of the Comprehensive Plans and the process of their development and adoption will be posted on the Bay-Lake RPC and City websites.

ADDITIONAL STEPS FOR PUBLIC PARTICIPATION

Supplementary methods to gain additional public participation could include informational memos, postcards, letters, posters or fliers.

STATE STATUTES

Where there is a conflict with these written procedures and provisions of s. 66.1001 (4) Procedures for Adopting a Comprehensive Plan, the state statutes shall apply.

AMENDMENTS

The Oconto City Council may amend these procedures from time to time.

Appendix B:
2005 VISIONING RESULTS

City of Oconto
Community Visioning Survey Results

The City of Oconto surveyed the residents and students in January 2005 regarding what they envisioned the city would look like in the year 2025. Over 2,200 surveys were distributed and **56** people responded -25 residents and 31 students. The responses by subject are listed below. This community input was used to create the city's vision statement that is to be the goal to be strived for during the implementation of the *City of Oconto 20-Year Comprehensive Plan*.

Natural and Cultural Resources:

*Preservation and expansion of natural and historical assets of the city and its environment. But promotion must be vigorous, creative, imaginative, and liberally funded. Spending all the cities money on baseball fields and parks for locals is not wise.
*I think that we should take better care of the bay. It is poisoning water supply in surrounding cities.
*Clean up beach area at "City Park".
*Develop waterfronts.
*Promote harbor and new dredging project.
*Restore historical areas.
*Keep old architecture fronts and the downtown triangle.
*Preserve historic features.
*Maintain history.
*Protect natural resources. This will attract people that value these things.
*Protect water quality of river.
*Protect drinking water.
*Preserve, restore, and protect coastal and inland wetlands.
*Preserve natural areas.
*Enhance and promote the beauty: Library, Beyer Museum, Waterfront, Historic homes.

Land Planning and Development:

*Run down buildings should be destroyed in accordance with city ordinances as has been very limitedly done.
*Make your people clean up their yards.
*Would like to see more trees planted along city streets.
*Larger budget for Parks and Rec. Department – development of City Park property.
*More trees on Main St. from Thompson to Park Ave.
*Complete downtown project.
*Streetscape – color pavement should be paid for by business owners.
*Make sure there is a long range plan that insures orderly development in quality living environment.
*Stop cutting down trees for commercial development.
*Put trash cans on Main St.
*More seating on Main St.
*Benches on Main St.
*Actually restore downtown.

*Up-date and fix-up buildings.
*Yard and home inspections to clean up eyesores.
*"Streetscape" confuses people - the tearing up of sidewalks and removal or revamping of the little triangular park. There is nothing wrong with a sidewalk. The park gives kids a place to gather, but they are still in view of adults and police.
*Continue street and sidewalk replacement and other infrastructure problems.
*Address dilapidated properties more stringently as fire and health hazards.
*Address unkempt properties – items in yard that never move are eyesores.
*Continue "streetscape" and Holtwood park projects. They are needed.
* "Streetscape is just "window dressing". Businesses need to dress up storefronts to follow "History of the Bay" theme. Follow ordinance.
* "Streetscape" – downtown will be by passed unless you get a grocery store or something else to attract people. Pretty sidewalks will not do it.
*Isn't there a state permit required to operate a junk yard?

Commerce and Industry:

*Convert your entire attention away from an industrial economy to a tourist economy. Oconto cannot compete with Green Bay or even Marinette.
*If Oconto helps surrounding growing communities, we can make not only Oconto better, but other communities too. If we could create more jobs in near by communities, Oconto's population will grow.
*Oconto should have more business. Then Oconto would be able to provide jobs for the people of Oconto.
*We should have more parks, water arks, skate arks, movie theatres, Wal-mart, Taco Bell, Sam's Club, and videogame stores.
*Import store
*Movie theatre (11 responses)
*More businesses – manufacturing and retail.
*Continue relationships with business in community.
*Encourage new business within community.
*Need another grocery store.
*Taco Bell, Burger King, KFC, Red Robin, A & W. (Multiple Responses)
*More restaurants and larger stores – Wal-mart, Shopko.
*Best Buy.
*Bars.
*Movie and music store.
*NBA Team and NFL Team.
*Make Victorian houses in to Inns and meals not so expensive.
*Encourage local industry and business.
*Need more industry and businesses. Economy needs a boost.
*Revamp riverfront to cater to boating tourists.
*More jobs for teens.
*Improve economic base – industrial companies that pay a good wage.
*Clean up Industrial Park and Bond Pickle Factory Site.
*More jobs, opportunities.
*Attract larger corporations.

*More businesses are needed.
*Waterfront (beaches, marinas, boating areas) need to become "destinations" for Green Bay and other surrounding cities. Door County is becoming over-priced for tourists so now is our chance to capitalize.
*Use river as tourist attraction.
*Quality boat repair yard.
*Where is the industry in the industrial park? Need more industry.
*Copper Culture or Copperfest should highlight the history of the town. More family oriented and attract more people.
*Utilize existing businesses and resources more.
*Bring new businesses to industrial park.
*There is no reason for anyone to come to Oconto, make it an attractive place, provide business incentives.
*Don't make Oconto a tourist town.
*Mall (8 responses)
*Wal-mart, Best Buy, Shopko, Fleet Farm.
*Bowling ally should have cosmo bowling.
*More businesses for employment and better pay.

Community Services:

*Love the new hospital
*Continue current police services – free services.
*Continue relationship with Bond and Bellin Health.
*Continue nursing home's existence.
*Police focus on hard drugs, not just weed.
*Better High school.
*Consider joining with or pushing the county for a hazardous waste disposal program.
*Support local library.
*Move city re-cycle and city utility to industrial park – get it off Main Street.
*It was nice to throw out trash, sofa, recliner, etc. and not get charged and arm and leg.

Housing:

*Encourage landlords to improve rental properties.
*Enforce stricter laws on landlords who do not clean up properties.
*Ordinance on house maintenance.
*Keep residential homes well maintained.
*Fix up rental property.
*Encourage owner occupied housing in established neighborhoods.
*Less expensive assisted living for elderly.
*Too many run down houses and junk in yards. I thought there was an ordinance about this.
*Get homeowners to keep up their properties.
*Need block grants to improve low income homes.
*Inquire about government programs for home improvements.

Transportation:

*Fix the streets everywhere. They are terrible and provide a bad image.
*Fixing streets and streetscape is great.
*Please do not put bricks on Main Street- Cost does not seem warranted considering the unlikely hood of return on investment.
*I like small town, friendly people, elderly transportation ex. Vans.
*I think we should have a subway underground to transport us. Also, we should have more transportation services for the public
*Taxi's and city bus system.
*Driver's Ed back in school
*Eliminate or reduce the number of alleys.
*By-pass on Hwy 41.
*Slow traffic down on Hwy 41 and Main Street.
*Bus from Oconto to Green Bay.
*Concern about the highway going through a state park.
*Better sidewalks.
*Bike and hike paths to parks.
*4-way stop signs near schools.
*Paved driveways.
*Bus to Green Bay and Marinette-Menominee.
*Do not put a highway behind Holtwood.
*Speeding on Brazeau, Smith (HWY.41) is a huge public hazard.
*Better transportation.
*Need more public transportation.
*Fix roads and sidewalks.
*Taxi for $1.00.
*Better corners so you can see when turning.
*Fix sidewalks but not make residents pay for it.

Agriculture:

*Have family owned farms.

Recreation:

*Maintain City Park- Preserved- kept up.
*Sharp Park kept up.
*Save the Main St. Park as is!
*They should have a taxi or public bus service, so if something happens, or if you need a ride, you could get one. Oconto should have more parks for kids also to play in.
*The area golf courses need improvement. The game of golf brings commercial business in hotel housing, restaurants, and night life. But if the golf courses are not adequate to Green Bay courses, business potential will go elsewhere. The continual improvement of the Oconto River is necessary to maintain the life and blood of the city.
*Maintain current parks.
*Update play equipment.

*Clean up shoreline on City Park to expose a better view of the bay.
*Clean up City Park beach – more sand, fewer rocks.
*More money for parks department for up keep.
*Clean City Parks.
*Kids need a park for skating, boarding, hanging out. It should be adult supervised.
*Roller Rink.
*Maintain parks.
*Is City Park being considered for some improvements?
*Develop that site for residential or make a park that goes to the river for picnic and fishing.
*Utilize Holtwood during winter; develop a skate area on river with warming shelters and lights.
*BMX park and shop.
*Proper goal post on football field.
*More hunting grounds.
*Bike Park.
*New football field.
*Skate park. (4 responses)
*Better parks.
*Keep city pool, very good for kids.
*Kids sit around uptown because there is nothing to do. Need movie theatre or Skate Park. People can't afford the Bond Center.
*Need improvements at City Park Beach.
*Improvements to City Park and Copper Culture Park.
*Cheaper place to workout, swim, and play basketball.
*Water park.
*Add more to bond c. center – make cheaper.
*Go-Karts.
*Nature trails, Cross country skiing opportunities, snowmobile trails.
*Better swimming pool.
*Better rugby field goal posts.

Other:

*Cut Curfew.
*Adopt roadsides to keep them clean.
*More for young people to do.
*City taxes and rules are driving people out.
*Make a positive change to schools and you will get a positive result. Make classes worth attending.
*Teen Place.
*More activities for youth.
*Enforce Curfew.
*Teen dances.
*More recreation for teens.
*Have Agriculture classes at school.
*Never consider having sex offenders or other criminals housed near school.
*Only thing that has changed in Oconto is the rising taxes.
*Town lacks uniformity and decorations for winter.
*More social events at City Hall.

*Keep up apparent good work with the city budget and grant writing.
*Seeing positive changes in the community.
*Find ways to keep kids off Main St.
*Social hang out for teens.
*More trees down road sides.
*City activities for teens.
*Smoke free in restaurants.
*Activities for youth. Young kids on Main Street are not good for perspective families
*Clean up street, enforce littering laws.
*New Mayor that input from all the community and listens.
*Involve High School students in community services activities.
*Children are our future; they should learn our history and be proud of Oconto, so they want to stay here. Have positive activities available for then now.
*Water bill high enough.
*Trim trees that overhang sidewalks.
*Get after those who don't shovel snow especially absentee landowners.
*More job offers.

Appendix C:
NOMINAL GROUP RESULTS

City of Oconto

Nominal Group Results

Questions Asked: What characteristics of the city should be maintained, improved, or eliminated? What do you like or dislike about the City of Oconto or surrounding area? What unique features of Oconto or surrounding area should be preserved? What aspects of the city or surrounding area are improving? Declining?

TOP 5 ISSUES
1. River front development downtown
2. Recreate "Business 41" after by-pass completion
Tie 3. Continue with Main Street "streetscape"
Tie 3. Better chamber of commerce or business association
Tie 4. Continue focus on use of harbor, waterways
Tie 4. More commercial development

To help determine which issues are the most important for the city to consider, issues were ranked using the following format: 5 points – priority issue; 4 points – for second priority; 3 points - third priority; 2 points – fourth priority; and 1 point – fifth priority. Points were calculated per issue to determine which ones were voted the top five issues.

Score	Issue
18	River front development downtown
10	Recreate "Business 41" after by-pass completion
8	Continue with Main Street "streetscape."
7	More commercial development
7	Continued focus on use of harbor, waterways
5	Create additional recreational space along river
5	Industry to support city growth and long range plan
4	Cleanup Industrial Park to attract more businesses
3	Clean up and make City Park "user friendly."
3	Job creation to attract new residents
3	Overhead at Doran Street
2	Preserve historical homes, etc.

2	Smart development of Bond Pickle site
2	Lower water bills
1	Building upkeep
1	Roundabouts at dangerous intersections
1	Clean-up areas such as Pecor Street and Brazeau Avenue
0	Need facilities for the growing elderly population
0	Help find buyers who are willing to preserve historical homes
0	Better dining options
0	Better paying employment locally
0	Antique shops, more things to invite tourism
0	No more dollar stores
0	Create a “theme of sorts” on downtown commercial properties…make them a draw to get people to come here
0	Environmental - Utilize some of our wetlands, get creative.
0	More subdivision with family residential housing this will add to our population...take advantage of the bedroom community to Green Bay that we are.
0	Better police force
0	Make use of schools with declining enrollments
0	Wetland Mitigation
0	Code enforcement
0	Support city growth
0	Better use of commercial district
0	Preserve and Improve downtown
0	Make attractive for high/college students to stay
0	Promote service type business
0	More community functions-historic
0	Expand Break Water Park
0	Use Copper Culture Park
0	Help improve existing homes

Appendix D:
OPEN HOUSE COMMENTS

City of Oconto

1st Open House Comments –June 13, 2006

Fifteen people signed the attendance sheet for the open house. There were more people in attendance than indicated on the list. Six people completed the comment sheet. Their unedited comments are listed below.

1. **My comments on the Open House:**
   - How do you promote more to more local people involved? Is very hard to do.
   - Was not greeted.
   - Very informative.
   - If you can work together you might get something done.
2. **My comments on the Background Data and the Displays:**
   - Have trouble with projected population.
   - Well presented.
   - It could have been a little more explaining in detail.
   - Easy reading, good info.
3. **My comments on the Future of the City of Oconto (How should it be developed or preserved?):**
   - Market this area-TV ads. Our access to waterways and history. There are "History on the Bay" signs and banners. Combine with other local groups to showcase this in particular. The Beyer Home Museum complex, copper culture heritage, small town USA qualities-county seat status, new hospital, schools.
   - Develop copper culture, one of the <u>most historic sites in North America</u>. Develop wildlife area within the city limits, a very big drawing area.
   - River walk should be developed. Tourism should be emphasized. Hwy 41 needs to be revitalized. Bulldoze houses on Pecor Street, blighted area. Develop and effective chamber of commerce.
   - I feel we should go after the slum landlords and make them bring up all the rent places up to code. I believe that a town this size should ban all <u>fire pits</u> just as they do in the big city.
   - Develop Bond Pickle property – retail anchor, small shops. More manufacturing business opportunities. Increase development of breakwater park (include ped path into the city).
   - <u>Not good</u> City is to clickie, way too many open pits their smoke is very bad for our health. <u>We need an ordinance to remove them</u>. Also one of our mayor died while in office. He was going to clean up the city. All the junk yards and very bad homes in need of repair to <u>many slum lords</u>.
4. **My comments on Other Related Planning Topics:**
   - Make it a balanced economy/tourist/business mfg. ctr.
   - City should consider annexing. Population needs to grow in order for the city to maintain services.

City of Oconto
2nd Open House Comments –April 10, 2007

There were no written comments provided during the second open house. City officials did point out some minor editorial revisions that were included in the final document.

Appendix E:
THREATENED AND ENDANGERED SPECIES

Oconto County

Rare Species & Natural Communities List

The following list includes Oconto County's endangered resources (rare, threatened, or endangered species and high-quality natural communities) that have been recorded in the Wisconsin Natural Heritage Inventory (NHI), June 2005.

WATER (AQUATIC) OCCURRENCES

ANIMALS

- Osprey
- Bullfrog
- Bald Eagle
- Black Tern
- Bog Copper
- Paddlefish
- Common Loon
- Common Tern
- Lake Darner
- Wood Turtle
- Yellow Rail
- Caspian Tern
- Cattle Egret
- Dion Skipper
- Least Darter
- Lake Sturgeon
- Mulberry Wing
- Piping Plover
- Redfin Shiner
- Forster's Tern
- Least Clubtail
- Zebra Clubtail
- Longear Sunfish
- Pygmy Snaketail
- Swamp Metalmark
- Great Blue Heron
- Greater Redhorse
- Northern Harrier
- Red-necked Grebe
- Skillet Clubtail
- Swamp Spreadwing
- Blanding's Turtle
- Le Conte's Sparrow
- A Perlodid Stonefly
- A Perlodid Stonefly
- Arrowhead Spiketail
- Black-tipped Darner
- Red-shouldered Hawk
- Slippershell Mussel
- West Virginia White
- Four-toed Salamander
- Green-striped Darner
- Western Ribbon Snake
- Amber-winged Spreadwing
- Black-crowned Night-heron
- Yellow-bellied Flycatcher

PLANTS

- Swamp-pink
- Crawe Sedge
- Silky Willow
- Fairy Slipper
- Adder's-tongue
- Marsh Bedstraw
- Sheathed Sedge
- Downy Willow-herb
- Many-headed Sedge
- Waxleaf Meadowrue
- Capitate Spikerush
- Leafy White Orchis
- Northern Bog Sedge
- Purple Bladderwort
- Robbins' Spikerush
- American Sea-rocket
- Round-leaved Orchis
- White Adder's-mouth
- Few-flower Spikerush
- Showy Lady's-slipper
- Variegated Horsetail
- Sparse-flowered Sedge
- Common Bog Arrow-grass
- Slender Bog Arrow-grass
- Northeastern Bladderwort
- Ram's-head Lady's-slipper
- Slim-stem Small-reedgrass
- Arrow-leaved Sweet-coltsfoot

NATURAL COMMUNITIES

- Muskeg
- Open Bog
- Shrub-carr
- Spring Pond
- Alder Thicket
- Emergent Marsh
- Hardwood Swamp
- Lake--Hard Bog
- Lake--Soft Bog
- Boreal Rich Fen
- Submergent Marsh
- Floodplain Forest
- Northern Wet Forest
- Northern Sedge Meadow
- Stream--Fast, Hard, Cold
- Stream--Fast, Soft, Cold
- Stream--Slow, Hard, Cold
- Lake--Deep, Hard, Seepage
- Lake--Deep, Soft, Seepage
- Northern Wet-mesic Forest
- Lake--Deep, Hard, Drainage
- Lake--Shallow, Hard, Seepage
- Lake--Shallow, Soft, Seepage
- Lake--Shallow, Hard, Drainage

LAND (TERRESTRIAL) OCCURRENCES

ANIMALS

- Merlin
- Karner Blue
- Pigmy Shrew
- Pine Siskin
- Bird Rookery
- Northern Blue
- A Tiger Beetle
- A Tiger Beetle
- A Tiger Beetle
- Northern Myotis
- Northern Goshawk
- Leonard's Skipper
- Loggerhead Shrike
- Smokey Eyed Brown
- Tawny Crescent Spot
- Broad-winged Skipper
- Woodland Jumping Mouse

PLANTS

- Cuckooflower
- Hooker Orchis
- Dwarf Milkweed
- Purple Clematis
- Deam's Rockcress
- Dwarf Huckleberry
- Pale Green Orchid
- Braun's Holly-fern
- Crinkled Hairgrass
- Blue Ridge Blueberry
- Indian Cucumber-root
- Northern Wild-raisin
- Rocky Mountain Sedge
- Blunt-lobe Grape-fern
- Large Roundleaf Orchid
- Little Goblin Moonwort
- Northern Black Currant
- Heart-leaved Foam-flower

NATURAL COMMUNITIES

- Inland Beach
- Oak Woodland
- Pine Barrens
- Bedrock Glade
- Glaciere Talus
- Northern Dry Forest
- Northern Mesic Forest
- Northern Dry-mesic Forest
- Southern Dry-mesic Forest

Appendix F:
HISTORIC SITES

City of Oconto

Historic Sites

The Architecture and History Inventory (AHI) is a collection of information on historic buildings, structures, sites, objects, and historic districts throughout the Wisconsin. **NOTE:** This inventory is compiled from entries submitted by residents who believe a structure or site has historical significance based on past use, architecture, etc. The State of Wisconsin does not confirm or dispute the properties submitted for inclusion on the list. This Inventory is housed at the Wisconsin Historical Society in Madison and is maintained by the Society's Division of Historic Preservation.

	Record #	Current Name	Historic Name	Style or Form	Resource Type
1	12465	ST. MARK EPISCOPAL GUILD HALL	METHODIST CHURCH (1866-67)	Greek Revival	church
2	23269	C RICHTER HOUSE	DR CARL BENTZ (BENZ?) HOUSE	Front Gabled	House
3	23270		COUNTY JAIL	Italianate	jail/correctional facility
4	23271	OCONTO MEMORIAL HOSPITAL	OCONTO COUNTY BUILDING	Neogothic Revival	hospital
5	23272		BERK HOSPITAL	Other Vernacular	House
6	23273	ARTHUR YOUNG HOUSE	EDWARD LAMIRANDE HOUSE	Other Vernacular	House
7	23274	BOND PICKLE CO (1912-UN)	OCONTO CANNING CO	Astylistic Utilitarian Building	Industrial Building
8	23275		HOLT HARDWOOD MILL	Astylistic Utilitarian Building	lumber yard/mill
9	23276	OCONTO KNITTING MILLS	GREAT LAKES SHOE COMPANY	Italianate	opera house/concert hall
10	23277		EPARVIER HOUSE	Other Vernacular	House
11	23278		BRAZEAU AND SONS MARKET	Astylistic Utilitarian Building	retail building
12	23279	ALLOUEZ CROSS			
13	23280	HOMESTEAD	MONTREAL HOUSE	Greek Revival	Tavern/Bar

	Record #	Current Name	Historic Name	Style or Form	Resource Type
14	23281		FARMER BLUTEAU MEAT MARKET	Commercial Vernacular	retail building
15	23282			Queen Anne	house
16	23283	Clement Brazeau House	Louis Wilfred Brazeau House	Queen Anne	house
17	23284	ST. PETER'S CATHOLIC CHURCH	ST. PETER'S CATHOLIC CHURCH	Romanesque Revival	church
18	23285	OCONTO TRAIN STATION	C&NW RAILRAOD DEPOT	Tudor Revival	depot
19	23286	FIRST CHURCH OF CHRIST SCIENTIST	FIRST CHURCH OF CHRIST SCIENTIST	Gothic Revival	church
20	23287			Gabled Ell	House
21	23288	JERIMIAH O'KELLINER HOUSE	DR. DONELLY HOUSE	Italianate	House
22	23289	ASSEMBLY OF GOD CHURCH	METHODIST EPISCOPAL CHURCH	Neogothic Revival	church
23	23290	NICHOLAS PERROT MONUMENT			monument
24	23291	U.S. POST OFFICE	U.S. POST OFFICE	Georgian Revival	post office
25	23292			One Story Cube	house
26	23293			Queen Anne	house
27	23294			Queen Anne	house
28	23295	DARWIN ELECTRIC	Oconto Office	Astylistic Utilitarian Building	Small Office Building
29	23296			Cross Gabled	house
30	23297		CONIFF HOUSE	Other Vernacular	House
31	23298		ELMWOOD MANOR	Gabled Ell	House
32	23299	AMERICAN LUTHERAN CHURCH	GERMAN LUTHERAN CHURCH	Neogothic Revival	church
33	23300	AMERICAN LEGION GOLF CLUB		Other Vernacular	Country club

	Record #	Current Name	Historic Name	Style or Form	Resource Type
34	23301	TRINITY LUTHERAN CHURCH	NORWEGIAN LUTHERAN CHURCH	Other Vernacular	Industrial Building
35	23302	OLD MILLAGE WAREHOUSE		Greek Revival	warehouse
36	23303		PFIEFFER HOUSE	Queen Anne	House
37	23304		JOHN DERKS HOUSE	Cross Gabled	House
38	23305	ARMORY	ARMORY	Other Vernacular	ARMORY
39	23306	O K TAVERN	M POCQUETTE BUILDING	Commercial Vernacular	Tavern/Bar
40	23307	DECORATING & GIFT SHOP		Chicago Commercial Style	retail building
41	23308	Main Event Sports Bar and Grill	OCONTO NATIONAL BANK	neoclassical	bank/financial institution
42	23309		ESSEN HOUSE	Second Empire	House
43	23310	INSURANCE OFFICE		neoclassical	Small Office Building
44	23311	BAY IMPRESSIONS, LTD		Commercial Vernacular	retail building
45	23312	RYDAHL'S CLEANERS & LAUNDRY		Commercial Vernacular	retail building
46	23313		HERMAN THIELE BUILDING	Commercial Vernacular	retail building
47	23314	RASMUSSEN HOUSE	LUKE BASCOM HOUSE	Other Vernacular	House
48	23315	HALF HOUR LAUNDRY	INTERNATIONAL ORDER OF ODD FELLOW LODGE	neoclassical	Meeting Hall
49	23316			Front Gabled	House
50	23317	SPANEY HOUSE	ROBERT JONES HOUSE	Other Vernacular	House
51	23318	DR LINGER HOUSE	JOSEPH HALL SR HOUSE	Greek Revival	House
52	23319		COLONEL DAVID JONES HOUSE	Greek Revival	House
53	23320			Colonial Revival	House
54	23321			Colonial Revival	Carriage House

	Record #	Current Name	Historic Name	Style or Form	Resource Type
55	23322	BPOE 887		Colonial Revival	Meeting Hall
56	23323	FARNSWORTH PUBLIC LIBRARY	FARNSWORTH PUBLIC LIBRARY	neoclassical	Library
57	23324	STANZ DRUG STORE	HANSEN'S DRUG STORE	Commercial Vernacular	retail building
58	23325	DONALD E EVANS HOUSE (1979-P)	WILLIAM CAIN HOUSE (UN-1974)	Queen Anne	House
59	23326	RICHARD BRAZEAU HOUSE	RICHARD RICHTER HOUSE (1979)	Italianate	House
60	23327	FOREST ZANTOW HOUSE	IRA BROOKS PENDLETON HOUSE (1889-1891)	Queen Anne	House
61	23328	JEFF DICKERT HOUSE	H.W. LANDRETH HOUSE	Queen Anne	house
62	23329	S E ROBERTS HOUSE (1979)	CHARLES HALL HOUSE (1878 CA-1907)	Second Empire	house
63	23330	PETER DECLOUX HOUSE	JOHN SMITH HOUSE (1857-1864)	Front Gabled	house
64	23331	CARLTON PETER DEWITT HOUSE (1968-P)	CHARLES I PENDELTON HOUSE (1880-1887)	Queen Anne	house
65	23332	BOND HOUSE	LEON BOND HOUSE (1929-P)	Spanish Colonial	house
66	23333	Jill and Mario Tellez House	Agnes and Edward Schofield House	Italianate	house
67	23334	BAY IMPRESSIONS OFFICE SUPPLY & PRINTING	FUNRES BLOCK	Commercial Vernacular	retail building
68	23335		GEORGE SMITH HOUSE	Front Gabled	House
69	23336	OCONTO MEMORIAL PARK	BAY VIEW DRIVING PARK		Fairground/Fair Structure
70	23337		CHARLES WERREBROECK HOUSE	Side Gabled	House
71	23338	G HALL HOUSE	GEORGE HART HOUSE (1865 CA-UN)	Italianate	House
72	23339	SOUTH PARK PUB		Other Vernacular	Tavern/Bar
73	23340		HART LANDING OFFICE	Other Vernacular	Small Office Building
74	23341	ST. MARK'S VICARAGE (1913-P)	EDWARD FITZGERALD HOUSE (1871-UN)	Queen Anne	House

	Record #	Current Name	Historic Name	Style or Form	Resource Type
75	23342	ST. MARK EPISCOPAL CHURCH	ST. MARK EPISCOPAL CHURCH	Neogothic Revival	church
76	23343			Front Gabled	House
77	23344		ANTOINE MARTINEAU HOUSE	Queen Anne	House
78	23345		ST. JOSEPH'S RECTORY	Cross Gabled	House
79	23346	ST. JOSEPH'S CHURCH	ST. JOSEPH'S CHURCH	High Victorian Gothic	church
80	23347	Duane and Sue LeTourneau House	John G. Campbell House	Queen Anne	House
81	23348	BEYER HOUSE MUSEUM	KITTY AND CYRUS HART HOUSE	Queen Anne	House
82	23349	BEYER HOUSE MUSEUM ANNEX	BEYER CARRIAGE HOUSE	Italianate	Storage Building
83	23350		PETER PECOR HOUSE	Other Vernacular	House
84	23351		HOLT PLANNING MILL (UN-1940)	Astylistic Utilitarian Building	
85	23352		ANTON LUCKENBACH HOUSE	Colonial Revival	House
86	23353	OCONTO WATERWORKS		Astylistic Utilitarian Building	Industrial Building
87	23355	LINGELBACH BREWERY, HOUSE & TAVERN (1901-1966)	OCONTO BREWING CO (1891-1901)	Astylistic Utilitarian Building	Brewery
88	23356		NORTON AND ASSOCIATES SAWMILL (1856-1857)	Greek Revival	Small Office Building
89	23357	J IRWIN HOUSE	PETER DUNLEVY HOUSE	Italianate	House
90	23358		DONLEVY HOUSE	Greek Revival	House
91	23360	OCONTO COUNTY COURTHOUSE	OCONTO COUNTY COURTHOUSE	Romanesque Revival	Courthouse
92	23427	SKOGMO		Commercial Vernacular	retail building
93	23428	SKOGMO	Hardware Store	Commercial Vernacular	retail building

	Record #	Current Name	Historic Name	Style or Form	Resource Type
94	23429	OCONTO HOME BAKERY		Commercial Vernacular	retail building
95	23464	ARTHUR CHEZEK HOUSE	VICTOR O'KELLIHER HOUSE (1914-1945)	Bugalow	
96	23465	HAROLD WOODS HOUSE (1978)	SIMON MURPHY HOUSE (1881-1890)	Greek Revival	House
97	23466	ALICE WINDEY HOUSE (1979)	KATHERINE AND FERDINAND ARMSTRONG HOUSE (1887-1904)	Front Gabled	House
98	23467	NICHOLAS SYLVESTER HOUSE	DR. F.E. PARAMORE HOUSE	Front Gabled	House
99	23468		FRANK SCHNEIDER HOUSE (1923-28)	Colonial Revival	House
100	23469	GARNER SOWLE HOUSE (1970'S)	DUANE MC CALL HOUSE	Other Vernacular	House
101	23470	FLEMING HOUSE	DANIEL CRAWFORD HOUSE (1869-UN)	Greek Revival	House
102	23471	RANNY RASMUSSEN APARTMENTS	LUCY MORGAN HOUSE (1891 CA-1894)	Colonial Revival	House
103	23472	CLARENCE F AND HELEN NEWBERRY APARTMENTS (1979 CA-UN)	ABEL TOURTILLOTTE HOUSE (1860 CA-1864)	Italianate	House
104	23473	ALBERT & SANDRA TIMPER HOUSE	THE OCONTO ROOMING HOUSE	Queen Anne	Boarding House
105	23474	ROBERT LANKAU HOUSE (1979 CA)	FUNERAL HOME (1935 CA-1974 CA)	Queen Anne	House
106	23475	HUBERT AND CATHERINE SHEPECK HOUSE (1951-P)	EDWARD AND ANNA BARBER RENTAL HOUSE	Cross Gabled	apartment/condominium
107	26682	BOWLING BALL ROSARY			Statue/Sculpture
108	33183	Gralewski House		Front Gabled	House
109	33279	Sharon and Randy Van Halle House			
110	33492	Jorene's Le Cuts		Commercial Vernacular	Retail Building
111	118726	Donna Lou Albert House		Front Gabled	House
112	122956	Oconto County Economic Development Corp.	Ford Drug Store	Commercial Vernacular	retail building
113	134538			Front Gabled	House
114	134539	DANZ VIDEO		Commercial Vernacular	retail building

	Record #	Current Name	Historic Name	Style or Form	Resource Type
115	134540	OCONTO WIRELESS		Twentieth Century Commercial	retail building
116	134541	H&R BLOCK AND LAW OFFICE OF EDWARD D. BURKE JR.		Commercial Vernacular	retail building
117	134542	OCONTO TRAVEL SERVICE		Italianate	retail building
118	134543	FAMILY VISION CLINIC		Italianate	retail building
119	134544			Boomtown	retail building
120	134545	WOODY'S O.K. OR ISN'T HE?		Commercial Vernacular	Tavern/Bar
121	134546			Art Deco	retail building
122	134737			Other Vernacular	Other

Source: Wisconsin Historical Society at www.wisconsinhistory.org

Appendix G:
HOUSING RESOURCES

City of Oconto

Housing Programs and Resources

There are a number of housing programs and tools available to assist City of Oconto officials in obtaining and maintaining the desired housing environment they wish to provide their residents. An important first step in the successful utilization of those resources is ongoing education of citizens and local officials regarding the contents of the Housing Chapter of this comprehensive plan and on the importance of providing quality and affordable housing for all City of Oconto residents. Elected and appointed city officials, as well as the citizens, need to understand the strong correlation between quality housing and the economic development, natural/cultural resources, land use, community facilities and transportation components of the city.

The following is a list of programs and resources available to implement the housing strategies found in Chapter 3 of this comprehensive plan. Some local implementation tools that compliment this list of programs and resources are the City of Oconto's zoning ordinances and enforcement regulations.

Local Programs

Oconto County Department of Health and Human Services provides a variety of housing related assistance to residents of the county to include refugee assistance, information on independent living services, and energy assistance. www.co.oconto.wi.us

NEWCAP, Inc. is a 41-year-old, private non-profit Community Action Agency located in the City of Oconto whose mission is to look for and help eliminate the causes of poverty that keep people from being independent and self-sufficient. Services include Housing Choice Voucher Program, Section 8 Voucher Family Self-Sufficiency Program, Tenant Based Rental Assistance Program, and HOME Home buyer Program. www.newcap.org

Northeast Wisconsin Community Action Program (NEWCAP) Inc. is a locally controlled, private, not-for-profit organization governed by a Board of Directors made up of low-income, public, and private sector representatives. The involvement of low-income representatives in various aspects of the agency's operation makes NEWCAP unique among human service organizations. The federally mandated mission of NEWCAP is to work toward the elimination of the causes of poverty by enabling and assisting low-income people to attain the skills, motivation, and opportunities necessary for them to become self-sufficient and independent. The organization services Oconto, Brown, Shawano, Menominee, Langlade, Oneida, Forest, Florence, Marinette, and Vilas Counties. The following are the housing related services provided by NEWCAP. Not all these programs are available in every county:

- The Section 8 Voucher Housing Assistance Program
- The Section 8 Voucher Family Self-Sufficiency (FSS) Program
- The HOME Homebuyer Program
- The State Shelter Subsidy Grant Program
- The Weatherization Program www.newcap.org

Tax increment financing (TIF). TIF is a tool available to cities and villages in Wisconsin under section 66.1105 of the Wisconsin Statutes for redeveloping blighted areas. TIF can be used to

cover costs of public works or improvements including costs for demolition, land assembly, public improvements, and new buildings. Under TIF, new private development creates higher property values, thus creating a greater tax base (the tax increment). This increment, or a portion of the increment, is set aside for reinvestment in the area. Tax increment financing could be used to assist in the building or rehabilitation of affordable housing for middle- and lower-income households.

State Programs

Wisconsin Department of Commerce Bureau of Housing (BOH) helps expand local affordable housing and supports services to people without housing. The fifteen federal and state programs managed by the Bureau aid elderly persons, people with disabilities, low and moderate income residents, and the homeless population. The Bureau works closely with local governments and non-profit housing organizations to deliver financial and technical housing assistance and to strengthen the capabilities of housing organizations. More than $40 million is distributed annually to improve the supply of affordable housing for Wisconsin residents. The bureau:

- administers federal housing funds such as Home Investment Partnerships, (HOME) and CDBG;
- administers a variety of programs for persons with Special Needs (Homeless);
- provides state housing funds through local housing organizations;
- coordinates housing assistance programs with those of other state and local housing agencies; and
- develops state housing policy and provides housing information and technical assistance. www.comerce.wi.gov/housing

The Wisconsin Housing and Economic Development Administration (WHEDA) also manages several federal housing programs. One program, the Low Income Housing Tax Credit Program, encourages housing development by providing private investors with income tax credits when they invest in low income housing development. Tax credits are allocated to housing projects on a competitive basis.

Information about WHEDA programs can be obtained by telephoning (800) 362-2761 or by visiting its web site at www.wheda.state.wi.us

Wisconsin Historical Society's Division of Historic Preservation administers a 25-percent state income tax credit for repair or rehabilitation of historic homes. The tax credit is available to owner-occupants of non-income-producing historic residences. The property must be listed in, or eligible for, the State or National Register, or be determined to contribute to a State or National Register historic district. Eligible activities are limited to exterior work, rehabilitation or structural, electrical, mechanical, and plumbing systems.
www.wisconsinhistory.org/hp/architecture/tax_credit.asp

Wisconsin Department of Veterans Affairs makes available a variety of home acquisition and improvement programs for qualifying veterans and their dependents. These programs include the Home Purchase Program, Home Improvement Loan Program (HILP) may be used for additions, garage construction, repairs and remodeling (i.e., replace a roof, install new windows, a new furnace or a central air conditioning system) of a veteran's residence; and Primary Mortgage

Loan (PML), that is different from the USDVA Home Loan Guaranty Program. www.homeloans.va.gov

The Energy Assistance Bureau, within the Wisconsin Division of Energy, provides services to Wisconsin qualified residential households with energy assistance and weatherization needs. The Wisconsin Home Energy Assistance Program (WHEAP) administers the federally funded Low Income Home Energy Assistance Program (LIHEAP) and Public Benefits Energy Assistance Program. LIHEAP and its related services help over 100,000 Wisconsin households annually. In addition to regular heating and electric assistance, specialized services include emergency fuel assistance, counseling for energy conservation and energy budgets, pro-active co payment plans, and emergency furnace repair and replacement. Services are provided locally through county social services offices, Tribal governments, private non-profit or other government agencies. www.heat.state.wi.us

Federal Programs

U.S. Department of Agriculture -Rural Development offers subsidized direct loans and non-subsidized guaranteed loan funds for the purchase and construction of homes by households in qualified rural areas of the state. The community must be of 20,000 or less, and there are special programs for Native Americans. Rural Development also provides low-interest mortgage loans for single family, owner-occupied residential home repair in rural areas. Some grants are available for very low-income elderly households. It provides funding through the 504 and the Housing Preservation Grant programs. www.rurdev.usda.gov/wi/programs/rhs/

U.S. Department of Housing and Urban Development provides vital public services through its nationally administered programs. It oversees the Federal Housing Administration (FHA), the largest mortgage insurer in the world, as well as regulates the housing industry business. The mission of the Office of Housing is to:

- Contribute to building and preserving healthy neighborhoods and communities;
- Maintain and expand homeownership, rental housing and healthcare opportunities;
- Stabilize credit markets in times of economic disruption;
- Operate with a high degree of public and fiscal accountability; and
- Recognize and value its customers, staff, constituents and partners.

Within the Office of Housing are three business areas:

1. HUD's Single Family programs include mortgage insurance on loans to purchase new or existing homes, condominiums, manufactured housing, houses needing rehabilitation, and for reverse equity mortgages to elderly homeowners.
2. HUD's Multifamily programs provide mortgage insurance to HUD-approved lenders to facilitate the construction, substantial rehabilitation, purchase and refinancing of multifamily housing projects, and healthcare facilities.
3. HUD’s Regulatory programs are designed to assist homeowners and homebuyers to regulate real estate transactions. www.hud.gov

US Department of Veterans Affairs offers a number of programs and services for veterans and their dependents. In the area of housing, the department has several grants and loans available**.** Many of the programs are made available through the State Department of Veterans Affairs or local veterans affairs offices. www.va.gov

National and Regional Not for Profit Organizations

Habitat for Humanity has local affiliates and is responsible for raising funds, recruiting volunteers, identifying project sites and constructing owner-occupied housing for the benefit of participating low-income families. Their goal is to eliminate inadequate and poverty housing throughout the world. www.habitat.org

Movin' Out, Inc. creates opportunities for people with disabilities and their families to purchase and maintain their own homes, in housing and neighborhoods that are safe, affordable, accessible, and integrated. Movin' Out, Inc. is a housing organization providing information and assistance, housing counseling, and gap financing for purchase and rehabilitation to Wisconsin households with a member who has a permanent disability. www.movin-out.org.

Tomorrow's Home Foundation was created in 2000 for several purposes:

- Assist disabled persons in the purchase of a manufactured or modular home via a downpayment assistance grant;
- Provide emergency assistance grants designed to provide critical repairs so that individuals and families can stay in their manufactured or mobile home;
- create a method and mode for disposing of old, uninhabitable mobile homes that were blighting the countryside; and
- educate the manufactured and modular housing industry.

As a public charity, the Foundation provides a way to give back to the community for industry members and a method to assist populations that are underserved by other programs. For example, many other charitable and public service agencies do not provide housing assistance to persons in mobile home parks. The Tomorrow's Home Foundation fills this void.
www.tomorrowshomefoundation.org

WiFrontDoorHousing is a web-based community service that is intended to better connect providers of housing and housing services to renters who are looking for these types of housing opportunities. Their goal is to provide access to up-to-date housing information with user-friendly tools. These tools are customized for each of our user groups: renters, landlords, property managers, and the housing agency staff that help people find and keep housing. www.wifrontdoor.org

Rural Housing, Inc. was created in 1970 by the Rural Electrical Cooperatives as a statewide non-profit. Over the years, they have had federal, state, and private funding. They have served hundreds of rural communities and non-profit organizations with technical assistance, grant applications and advice. They have assisted thousands of low-income families with information, funds to repair their septics and wells, assistances for rent, and funds to purchase homes or stay in their homes. Millions of dollars have been leveraged for the very low-income rural residents of Wisconsin to:

- Assist low-income families obtain adequate, safe and sanitary housing;
- Help low-income households acquire appropriate water and wastewater services;
- Enable small communities and local organizations to more effectively address the needs of those with substandard shelter;
- Demonstrate new services and new approaches to address rural housing problems; and
- Alert the public and private sectors about the housing, water, and community development needs of low-income rural residents. www.wisconsinruralhousing.org

The Wisconsin Partnership for Housing Development works with local governments as consultants to help them understand their housing needs and find solutions, and as technical advisors that work under contract to HUD to help local governments design new housing programs or create local housing partnerships. Putting together the right combination of people and resources is essential to finding effective approaches to local or regional housing problems. We have experience in working with neighborhoods, villages, cities, counties and metropolitan areas, as well as grassroots community leaders and those most directly affected by poor housing and declining neighborhoods. www.wphd.org

Catholic Charities agencies strengthen their communities by empowering the people within them. They help families and individuals overcome tragedy, poverty, and other life challenges. Every agency is unique. They share a common goal of providing the services and programs that their particular community needs the most. Over 220,000 compassionate volunteers, staff, and board members comprise the driving force behind the Catholic Charities network. Their commitment goes beyond meeting peoples' daily needs. They build hopeful futures by helping people take control of their lives. www.catholiccharitiesinfo.org

NeighborWorks® America is comprised of local organizations and Neighborhood Housing Services of America, which has successfully built healthy communities since 1978. Together, with national and local partners, NeighborWorks creates new opportunities for residents while improving communities. NeighborWorks America is national nonprofit organization created by Congress to provide financial support, technical assistance, and training for community-based revitalization efforts. www.nw.org

Appendix H:
S.W.O.T. ECONOMIC ANALYSIS

City of Oconto
S.W.O.T. Economic Analysis

Wisconsin State Statute 66.1001 requires the *City of Oconto 20-Year Comprehensive Plan* include an element that specifically focuses on economic development. This element provides a detailed description and analysis of the city's current economic climate. In order to identify the most important economic development issues within the city, the Bay-Lake Regional Planning Commission staff conducted an **Economic S.W.O.T. Exercise** (**S**trengths, **W**eaknesses, **O**pportunities, and **T**hreats) with the City Plan Commission in February 2006**.** To gather additional input, the S.W.O.T. worksheet was distributed to residents and business owners throughout the city. The issues listed below were gathered during the S.W.O.T. exercise and survey. This input was instrumental in preparing the city's economic development strategies found in Chapter 3 of this plan. These development strategies will help the City of Oconto promote its strengths, minimize its weaknesses, take full advantage of its opportunities, and offset its potential threats.

STRENGTHS

Strengths are existing resources and capabilities that can be used as a basis for developing a successful development plan.

-High quality school
-Easy shipping
-Good workforce
-Good work ethics
-Reasonable property values
-Low housing costs, overall low cost of living
-Open lots and empty buildings in industrial park and elsewhere
-Annual Copperfest
-Redeveloped harbor attracts many visitors
-Relatively low property taxes
-Downtown Streetscape underway
-New hospital and clinics
-Improvements to Breakwater Harbor
-Low Housing Values
-City is growing at a healthy and steady rate-finances
-Industrial park has room for new businesses

-Historic Tourism
-Waterfront access
-Small community lifestyle
-Oconto River
-Cruisers/K.C Stock
-Park system (City Park)
-Full time fire dept.
-Hospital/Bond Center
-We have a beautiful main street that will be even better after streetscape
-The Oconto River
-Existing natural resource, Water/Bay location
-Breakwater park and harbor
-Holtwood campground
-Strong work ethic in Oconto
-Environment-Bay of Green Bay, Oconto River and Marshlands
-Transportation-on US41
-Location-proximity to Green Bay, Fox Valley
-Fishing and hunting
-Camping/hunting/fishing – natural resources
-Historical district
-Old world charm
-Strong existing customer base for small businesses to take advantage of
-Location – close to HY and the bay harbor
-Renovation of downtown
-Affordable housing
-Quality of life
-Location on the river and bay
-History (museum, hold homes, etc.)
-School system
-Waterway – river/bay
-Resources – River and access to bay of Green Bay
-Location- between Green Bay and Michigan
-Present Industry and available workforce
-Good schools

-Strong history of economic development
-Tourist destination
-Adequate water and electrical infrastructures
-Development at Holtwood
-Develop Industry and have good business climate
-Develop and maintain the Harbor
-Work on Historical and cultural aspects
-Maintain balance of community and business

WEAKNESSES

A weakness is a limitation or the absence of certain strengths that keep the city from achieving its objectives.

-No land for development-industrial
-Shortage of forward thinking citizens
-Stuck in the 1930's
-Not being promoted
-Rental Housing overbuilt
-Workforce not highly educated
-Poor political leadership, no vision, too negative-community sometimes reflects same negativity
-Chamber of Commerce-do nothing
-Cost of gas can deter commuters from settling in Oconto
-No infrastructure to capitalize on visitor traffic
-Need more industries, small businesses, larger employers
-Sections of the city are rundown
-City is weak regarding tourism, Chamber of Commerce is too
-Water bills very high, affects cost of living
-City committees inactive-redevelopment authority for instance
-Highway bypass may have detrimental effect
-Diversified business base
-Economic conditions in NE Wisconsin
-Lack of quality employment due to poor industry park
-Expansion of industrial park due to fact their bypass will create visibility
-Lack of signage directing highway traffic to the downtown area

-Need a HEALTHY industrial park. (MAJOR WEAKNESS)
-Cheap wages
-Lots of bad attitude
-Lack of jobs
-Lack of education of citizens
-Lack of civic pride
-Lack of pride in resources/environment
-No trail for snowmobiles
-Lack of concern for businesses not on Main Street
-Lack of major industries
-Lack of using water ways
-Lack of promoting Oconto to potential small business owners
-Poor image of Oconto among many local citizens and others such as people in Green Bay area.
-Local economy and street appearance
-Poor organization of local Chamber of Commerce (is not active enough to inspire local businesses to get on board)
-Need more industry
-Close to Green Bay and Marinette (shopping)
-can draw people from only 3 sides because of the bay
-Not utilizing one water way to bring in tourism
-Under development of River resources
-Lack of economic promotion
-Mindset of who resist change
-Medical facility needs to be developed
-Adult education
-Manufacturing interests in the area are not united
-Not keeping industries here
-Nice buildings left empty
-Inappropriate spending! Run the city like you would your own personal finances

OPPORTUNITIES

An opportunity is any favorable situation or resource that could enhance economic development.

-Streetscape-get it done and promote
-Harbor-promote
-Railroad-redevelop
-Expand industrial park
-Expand city limits to south from Hwy. 41 to bay
-Surrounding communities (Oconto Falls, Lena, Coleman, Peshtigo, etc.) provide expanded market for services and potential workers
-Freeway by-pass opens up chance for Highway 22 development and chance to redevelop current Hwy. 41 corridor
-Annex property from Town of Oconto, Little River-growth
-Improve city park-Hwy. N-Beach
-Enlarging Bond hospital services
-Success of Youth Center, involve teens in community
-Upgrade ambulance services
-Continued restoration of historic properties-preserve city's identity
-Develop riverfront appropriately
-Development of Bond Pickle site
-Improve access and promotion of historic tourism
-Improve access and promotion of waterfront
-Encourage a diversified business base.
-River
-Airport
-Hospital
-something more could be done with the river frontage and side streets "in town"
-Incentive for new business downtown.
-Proximity to the Bay
-Bring in good paying jobs
-Expand airport
-Promote area business climate
-Promote and strengthen Brauge Ave. (Old HW41) and Main Street
-Small businesses based on local demographics and population
-Services that people travel to Green Bay for could be brought here.

-Inspire citizens
-Obtain and develop area along river
-Continue to develop breakwater and harbor area
-Develop camping area by city park
-More traffic in downtown area
-Tour of historical homes-During Copper Fest
-Start a winter fest – snowmobile track on Legion golf course, ice sculpture or ball park
-Create tip districts to enhance housing in development or river with downtown- make it a destination
-Tax incentives for industry to create good paying jobs
-Promote river and marinas
-Convene an economic summit for the Oconto to Marinette 41 corridor
-Determine the sources of wealth for the area and enlist them for support or major projects
-Put a plan together for the bypass impact coming in 2010
-Look at Lena- Highway bypassed and now it has lost a lot of money due to the highway.
-Favorable balance of business and community
-Incentive program for incoming businesses
-Make more attractive

THREATS

Threats are potential obstacles the communities face concerning economic development.

-Negative attitudes/we don't need it/it wasn't done like that before/etc.
-By-pass, if not capitalized on, can move business away from Oconto
-Loss of Cruisers would be a severe blow
-Loss of banking threatens capital sources
-By-pass of Oconto
-Decrease of younger residents, school enrollment down
-Only 15.7% of residents hold an Associates Degree or higher
-High gas prices make it difficult for residents to commute
-Highway bypass
-Reduction in manufacturing base
-Overall state and regional economic conditions
-Stable employment/lack of
-Bypass will create new challenges for avenue

-The current ambulance service will take its people to Oconto falls hospital instead of using the Oconto hospital. We need to support the existing hospital.
-The highway bypass
-Highway bypass
-Industrial park
-Bay shore development
-Downtown
-HY 41 bypass
-Change negative mind set in Oconto
-Expansion pretty much limited to area west of city
-Main st. fails, industry moves out
-People relying on big business to move into town and offer jobs. (Not going to happen anymore)
-Lack of individual responsibility
-Inactivity among citizens
-HW bypass-must have plan for new development and signage
-Resistance to change
-Failure to realize potential for development
-Failure to keep schools in good condition and a part of the community
-No bypass plan
-Population attrition especially best and brightest young people
-Globalization of manufacturing
-Highway by pass
-Review pros and cons of why or why not someone would want to live in Oconto or perhaps have a business here, raise a family etc.
-Take a good look at our educational system and what we have for our youth to encourage a good sense of direction

Appendix I:
ECONOMIC DEVELOPMENT PROGRAMS AND RESOURCES

City of Oconto
Economic Development Programs and Resources

This section briefly explains the programs and resources available to the City of Oconto on each government level that are designed to help grow the local economy through the extension and upgrade of existing infrastructure and the addition of businesses through development, recruitment, and expansion efforts.

County and Local

University of Wisconsin Extension Office

The Community Resource Development Agent/Educator offers small business management assistance workshops or one-on-one counseling, as well as information on county revolving loan funds and other sources of financing. The local Extension agent for Oconto County is located within the county courthouse. (Source: www.uwex.edu)

County Economic Development Officials/Contacts

Oconto County established a non-profit countywide economic development corporation (EDC) to serve as the catalyst for economic development and tourism promotion in the county. The EDC focuses on job creation, job retention, and the overall economic well-being of the county. The organization also promotes existing businesses, offers a marketing outlet for the county, and promotes events that are unique to the county that will benefit the area economically. Oconto County is served by the Oconto County Economic Development Corporation located in the City of Oconto. (Source: www.ocontocounty.org)

Regional

The Bay-Lake Regional Planning Commission (BLRPC)

The Bay-Lake Regional Planning Commission serves as an economic development district for the US Department of Commerce-Economic Development Administration. The BLRPC also provides technical assistance to local ED organizations and offers grant writing and administration services for various state and federal funding sources.
(Source: www.baylakerpc.org)

Northeast Wisconsin Regional Economic Partnership (NEWREP)

All eight counties of the BLRPC are part of Commerce's ***Eastern Wisconsin Technology Zone***. The program provides income tax incentives for high-tech development in the region. The zone is designed to enhance the region's attractiveness to high-tech businesses and workers, build on the success of the biotechnology and manufacturing companies in the region, attract auxiliary companies, and help existing companies increase productivity.
(Source: www.northeastwisconsin.org)

New North, Inc.

New North, Inc. is a public-private partnership comprised of the 18-county area of Northeast Wisconsin. This regional economic development organization's primary goal is to market this part of Wisconsin to expand economic opportunities.
(Source: www.thenewnorth.com)

Small Business Development Centers (SBDC)

SBDCs are located within the eleven 4-year universities. The SBDCs counselors offer advice, training, and resources to promote entrepreneurship and small business growth. Programs focus on minority entrepreneurship, startup business solutions, and established business solutions. Specific programs include business plan reviews and one-to-one business counseling.
(Source: www.wisconsinsbdc.org)

SCORE

SCORE is a more than 11,500 member volunteer association sponsored by the U.S. Small Business Administration. It matches volunteer business-management counselors with present and prospective small business owners in need of expert advice. SCORE has experts in virtually every area of business management. Local SCORE chapters offer workshops and no cost one-to-one counseling. (Source: www.sba.gov)

Community Action Agencies

The purpose of **Community Action Agencies (CAA)**, as stated in the Economic Opportunity Act (EOA of 1964), is to stimulate a better focusing of all available local, state, private and federal resources upon the goal of enabling low-income families, and low-income individuals of all ages in all geographic areas, to attain the skills, knowledge, and motivations, and secure the opportunities needed, for them to become fully self-sufficient. The local CAA serving the City of Oconto is NEWCAP, Inc. located in the city. It operate a variety of programs including their operation of Head Start, weatherization, housing, employment and training programs, family development, economic development, commodity distribution, senior and youth services, and many other valuable programs. In addition to providing direct services, CAAs often serve as program sponsors or grantees overseeing, although not necessarily directly operating programs. (Source: www.newcap.org)

Utilities

Area utilities such as **Wisconsin Public Service Corporation,** the **Rural Energy Cooperatives, TDS,** and **SBC** offer economic development assistance to communities and businesses in a number of ways to include the development of business plans, making available grants and loans, providing loan guarantees, and facilitating educational forums.

State

Wisconsin Department of Commerce

The federally funded **Community Development Block Grant (CDBG)** program can be used for housing, economic development and public facility improvements. The program is designed to assist economically distressed smaller communities with improvements to such things as utilities and streets, fire stations, community centers, and housing rehabilitation, as well as many other improvements needed by a community. The **CDBG-Economic Development (ED)** program assists large businesses that will invest substantial private funds and create approximately 100 jobs as they expand or relocate in Wisconsin. Funds are awarded to a community, which then loans the funds to a business. The **Major Economic Development (MED) Program** is designed to assist businesses that will invest private funds and create jobs as they expand in or relocate to Wisconsin. The **Rural Economic Development (RED) Program** provides working capital or fixed asset financing for businesses with fewer that 50 employees.

Specifically, the **CDBG-Public Facilities for Economic Development (PFED)** program is designed to assist communities with expanding or upgrading their infrastructure to accommodate businesses that have made a firm commitment to create jobs and invest in the community. The **CDBG-Public Facilities (PF)** component helps eligible local governments upgrade community facilities, infrastructure, and utilities for the benefit of low- to moderate-income residents. The **Main Street Program** offers a variety of resources to include façade grants and technical and financial assistance to stimulate the revitalization of their respective areas. The **Brownfields Initiative** provides grants to persons, 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. The **Community-Based Economic Development Program (CBED)** is designed to promote local business development in economically-distressed areas. The program awards grants to community-based organizations for development and business assistance projects and to municipalities for economic development planning. The program helps community-based organizations plan, build, and create business and technology-based incubators, and can also capitalize an incubator tenant revolving-loan program. The **CDBG-Blight Elimination and Brownfield Redevelopment Program (BEBR)** can help small communities obtain money for environmental assessments and to remediate brownfields. The **CDBG-Emergency Grant Program** can help small communities repair or replace infrastructure that has suffered damages as a result of catastrophic events.

Community Development Zone (CDZ) designation is a tax credit program for businesses planning to expand, relocate or start in the designated area or community. *CDZs in the BLRPC district include the cities of Green Bay, Sturgeon Bay, Two Rivers, and Manitowoc; and the counties of Florence, Marinette, and Oconto.* These tax credits are to be applied against a company's Wisconsin income tax liability. These credits are based on the number of new jobs that a company creates, and the wage level and benefit package that are offered to the employees. The **Enterprise Development Zone (EDZ)** program provides tax incentives to new or expanding businesses whose projects will affect distressed areas. Based on the economic impact of a proposed business project, the Department of Commerce will be able to designate an enterprise development zone. A zone is "site specific" and applies to only one business.

To compliment the bricks and mortar component of Commerce, there is funding specifically earmarked for employee training. Eligible businesses looking to train a significant number of its current or incoming workforce can apply for and receive a direct grant from Commerce for **Customized Labor Training (CLT)**. Companies with a few employees seeking training are eligible for the **Business Employees Skills Training (BEST)** program. The focus of both programs is on the training or retraining of employees to incorporate new technologies or manufacturing processes.

Commerce provides financial resources to encourage the development of small businesses. Potential entrepreneurs can access an **Early Planning Grant (EPG)** of up to $3,000 to obtain professional services necessary to evaluate the feasibility of a proposed start-up or expansion or develop a business plan. The **Entrepreneurial Training Grant Program (ETG)** is a comprehensive course designed to provide hands-on assistance in the writing of a business plan. The technical assistance can be provided by the *Small Business Development Center (SBDC) at UW-Green Bay* or the regional *Service Core of Retired Executives (SCORE)* office.

Other programs offered by Commerce include: the **Employee Ownership Assistance Loan Program (EOP)** can help a group of employees purchase a business by providing individual

awards up to $15,000 for feasibility studies or professional assistance. The business under consideration must have expressed its intent to downsize or close. **Industrial Revenue Bonds (IRB)** are municipal bonds whose proceeds are loaned to private persons or to businesses to finance capital investment projects. All Wisconsin municipalities, cities, villages, and town are authorized to issue IRBs. The **Technology Development Fund (TDF)** program helps Wisconsin businesses research and develop technological innovations that have the potential to provide significant economic benefit to the state. The **Technology Development Loan (TDL)** program helps Wisconsin businesses develop technological innovations that have the potential to provide significant economic benefit to the state. This program is designed to help businesses commercialize new technology.

The **Minority Business Development (MBD) Loan Program** provides low interest loans to assist minority-owned companies with land and equipment purchase, working capital, and construction. The **Wisconsin Trade Project Program** can help small export-ready firms participate in international trade shows. The **Milk Volume Production (MVP) Loan Program** enables farmers to increase milk production by offering loan interest loans to purchase additional dairy cattle. The **Dairy 20/20 Early Planning Grant Program** covers third party services to assist the applicant with start-up, modernization, or expansion of a dairy operation.
(Source: www.commerce.state.wi.us)

Wisconsin Department of Transportation

The **Transportation Economic Assistance (TEA)** grants provide up to 50% of costs to governing bodies, private businesses, and consortiums for road, rail, harbor, and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the state. Grants up to $1 million are available for transportation improvements that are essential for an economic development project. The amount of DOT provided funding is dependent on the number of jobs being created or retained. The 50% local match portion can come from a combination of local, federal, state, or in-kind services.

In 1979, the **Harbor Assistance Program (HAP)** was created to assist harbor communities along the Great Lakes and Mississippi River in maintaining and improving waterborne commerce. Port projects typically include dock reconstruction, mooring structure replacement, dredging, and construction of facilities to hold dredged materials. The **Freight Rail Infrastructure Improvement program (FRIP)** and **Freight Rail Preservation program (FRPP)** were created to maintain and improve rail services throughout Wisconsin.

The State Infrastructure Bank (SIB) program, similar to a private bank, offers a range of loans and credit options to help finance eligible surface transportation projects. The money can be used in conjunction with other programs. SIBs offer Wisconsin the ability to undertake transportation projects that would otherwise go unfunded or experience substantial delays. Communities can borrow the money to provide needed transportation infrastructure improvements to help preserve, promote, and encourage economic development and/or promote transportation efficiency, safety, or mobility. The Wisconsin SIB program is a revolving loan program providing capital for transportation projects from loan repayments and interest earned from money remaining in the bank. Eligible projects include constructing or widening a road linking an intermodal facility and providing better access to commercial and industrial sites. WisDOT charges 2 percent interest on the loan principal, with projects amortized up to 25 years.

Eligible applicants are local units of government, Amtrak Railroad, private non-profit organizations, and Transit Commissions. (Source: www.dot.wisconsin.gov)

Wisconsin Department of Tourism

Funding is available for local communities and regions to design their own marketing effort. The most popular and utilized program is the **Joint Marketing Grant (JEM)**. The grants are to assist in paying for the costs associated with developing a stronger advertising and public relations campaign to promote tourism. (Source: http://agency.travelwisconsin.com)

Wisconsin Department of Agriculture, Trade, and Consumer Protection

Financial resources are provided to help grow and diversify the state's agriculture industry. The **Agricultural Development and Diversification (ADD)** grant is awarded to projects that may create new opportunities within agriculture through new value-added products, new market research, new production or marketing techniques, or alternative crops or enterprises. Maximum grants are $50,000. Eligible applicants are individuals, associations, agri-businesses, and industry groups. (Source: http://datcp.state.wi.us)

Wisconsin Department of Administration

Wisconsin Coastal Management Program was established in 1978 under the Federal Coastal Zone Management Act. Coastal management is defined as achieving a balance between natural resource preservation and economic development along our Great Lakes coasts. All counties adjacent to Lakes Superior and Michigan are eligible to receive funds. Coastal Management Grants are available for coastal land acquisition, wetland protection and habitat restoration, non-point source pollution control, coastal resources and community planning, Great Lakes education, and public access and historic preservation. (Source: www.doa.state.wi.us)

Wisconsin Department of Natural Resources

Brownfields, Green Space, and Public Facilities grants help local governments clean-up brownfield sites intended for long-term public benefit, including green spaces, development of recreational areas or other uses by local governments. A city, village, town, county, redevelopment authority, community development authority, or housing authority is eligible to apply for funds. Eligible costs include remedial action plans and/or costs to develop a Remedial Action Plan. No grant may exceed $200,000. The match requirement (20-50 percent) is determined by the amount of the grant. Site access and completed Phase I and II Environmental Site Assessments are required to receive a grant. Application deadline has been each year in January. (Source: www.dnr.state.wi.us)

Wisconsin Housing and Economic Development Authority (WHEDA)

WHEDA is responsible for a number of housing and economic development functions. It works with local and state economic development professionals, businesses, and lending institutions to help an individual expand or modernize a farm or business. **Loan Guarantees, direct loans, New Market Tax Credits,** and **interest rate subsidies** are utilized within a financial package to help ensure the project has the best chance for long term success. (Source: www.wheda.com)

Other state resources include: *Impact Seven, Inc.,* is one of more recognizable statewide organizations that provide micro-loans for small business start-ups and expansions. (Source: www.impactseven.org) The *Wisconsin Women's Business Initiative Corporation (WWBIC)* also provides micro-loans to predominately women, people of color, and those of lower incomes.

(Source: www.wwbic.com) The *Wisconsin Business Development Finance Corporation* provides financial assistance and resources to business and lenders throughout the state.
(Source: www.wbd.org)

Federal

US Department of Commerce, Economic Development Administration (EDA)

EDA was established to work with states and regional planning commissions (economic development districts) to generate new jobs, retain existing jobs, and stimulate industrial and commercial growth in economically distressed areas and regions of the United States. The purpose of its program investments is to provide economically distressed communities with a source of funding for planning, infrastructure development, and business financing that will induce private investment in the types of business activities that contribute to long-term economic stability and growth. EDA's investments are strategically targeted to increase local competitiveness and strengthen the local and regional economic base. There are a number of investment programs offered by EDA.

The Public Works Program to empower distressed communities to revitalize, expand, and upgrade their physical infrastructure to attract new industry, encourage business expansion, diversify local economies, and generate or retain long-term, private sector jobs and investment. **Economic Adjustment Assistance Program** assists state and local interests to design and implement strategies to adjust or bring about change to an economy. The program focuses on areas that have experienced or are under threat of serious structural damage to the underlying economic base. **The Research and Technical Assistance Program** supports research of leading edge, world class economic development practices as well as funds information dissemination efforts. **The Technical Assistance Program** helps fill the knowledge and information gaps that may prevent leaders in the public and nonprofit sectors in distressed areas from making optimal decisions on local economic development issues. **EDA's Partnership Planning Programs** help support local organizations (Economic Development Districts, Indian Tribes, and other eligible areas) with their long-term planning efforts and their outreach to the economic development community on EDA's programs and policies. (Source: www.eda.gov)

US Department of Housing and Urban Development

CDBG Entitlement Communities Grants are annual grants given on a formula basis to entitled cities, including the City of Green Bay, and counties to develop viable urban communities by providing decent housing and a suitable living environment, and by expanding economic opportunities, principally for low- and moderate-income persons. Entitlement communities develop their own programs and funding priorities. Focus is on serving low-and moderate-income persons, and prevention and elimination of blight. Eligible activities include relocation and demolition; construction of public facilities; and assistance to profit-motivated businesses to carryout economic development and job creation/retention activities. To receive its annual CDBG entitlement grant, a grantee must develop and submit to HUD its Consolidated Plan.

Economic Development Initiative (EDI) provides grants to local governments to enhance both the security of loans guaranteed through Section 108 Loan Program and the feasibility of the economic development and revitalization projects they finance. EDI has been the catalyst in the expanded use of loans through the Section 108 Program by decreasing the level of risk to their CDBG funds or by paying for some of the project costs. There are congressionally earmarked

and competitive BDI grants. Competitive EDI grants can be only be used in projects also assisted by the Section 108 Loan Program. Eligible activities include property acquisition, rehabilitation of public owned property, and economic development activities.

Brownfields Economic Development Initiative (BEDI) is a key competitive grant program HUD administers to stimulate and promote economic and community development. BEDI is designed to assist cities with the redevelopment of abandoned, idled, and underused industrial and commercial facilities where expansion and redevelopment is burdened by real or potential environmental contamination. The purpose of the BEDI program is to spur the return of brownfields to productive economic use through financial assistance to public entities in the redevelopment of brownfields, and enhance the security or improve the viability of a project financed with Section 108- guaranteed loan authority. Therefore, BEDI grants must be used in conjunction with a new Section 108-guaranteed loan commitment.

Section 108 Loan Guarantee Program is a loan guarantee provision of the CDBG program. It provides communities with a source of financing for economic development, housing rehabilitation, public facilities, and large-scale physical development projects. Eligible applicants include entitlement communities. Activities eligible for Section 8 financing include economic development activities eligible under CDBG, acquisition of real property, rehabilitation of public property, installation of public facilities. As an entitlement community, Green Bay may apply for up to five ties the latest approved CDBG entitlement amount minus any outstanding Section 108 commitments and/or principal balances of Section 108. The principal security for the loan guarantee is a pledge by the applicant public entity of its current and future CDBG funds. The maximum repayment period for a Section 8 loan is twenty years. (Source: www.hud.gov)

USDA Rural Development

The office offers a variety of funding options for many types of business ventures to include agriculture, manufacturing, processing, services, commercial, and retail. Rural Development is also instrumental in providing much needed financial resources to communities for infrastructure improvements and expansions primarily for waste water and water treatment facilities. They have direct and guaranteed loans for businesses and communities in addition to a number of grants.

The **Rural Business Opportunity Grant Program** provides technical assistance, training, and planning activities that improve economic conditions in rural areas of 50,000 people or less. A maximum of $1.5 million per grant is authorized. **Rural Utilities Service (RUS) Grant Program** is designed to promote economic development and/or job creation projects including, but not limited to: project feasibility studies, start-up costs, incubator projects, and other reasonable expenses. Grants can be provided to rural communities through RUS borrowers to be used for revolving loan funds for community facilities and infrastructure, and for assistance in conjunction with rural economic development loans.

Rural Business Enterprise Grants Program (RBEG) to public bodies, private nonprofit corporations, and federally-recognized Indian Tribal groups to finance and facilitate development of small and emerging private business enterprises located in areas outside the boundary of a City, or unincorporated areas of 50,000 or more and its immediately adjacent urbanized or urbanizing area. The small, or emerging business to be assisted must have less than 50 new employees, less than $1 million in gross annual revenues, have or will utilize technological innovations and commercialization of new products and/or processes to be eligible

for assistance. Funds can be used for a variety of things including, but not limited to: construction of buildings and plants, equipment, access streets and roads, parking areas, utility and service extensions, and a variety of other costs.

The Intermediary Relending Program money is lent to private non-profit organizations, any state or local government, an Indian Tribe, or a cooperative that is relent to by the intermediary to the ultimate recipients. The ultimate recipient must not be able to receive financing at reasonable rates or terms. (Source: www.rurdev.usda.gov)

US Department of Commerce National Oceanic and Atmospheric Administration (NOAA)

Coastal Zone Management Program (CZMP) assists local and state governments in managing and revitalizing coastal areas for mixed-use development. The competing goals of commercial and industrial development, tourism, environmental protection, transportation and recreation are discussed in coastal management plans. The CZMP seeks to maintain the economic welfare of coastal communities and ecosystems through intergovernmental cooperation. The CZMP supports states through financial contributions, technical advice, participation in state and local forums, and through mediation. Wisconsin CZMP programs currently protect wetland ecosystems, reduce non-point pollution sources, reduce erosion and assist in meeting state and regional coastal goals. (Source: www.coastalmanagement.noaa.gov/czm)

US Environmental Protection Agency

Brownfields Assessment and Cleanup Cooperative Agreements objectives are to provide funding to inventory, characterize, assess, and conduct planning and community involvement related to brownfield sites; to capitalize a RLF fund; and to carryout cleanup activities at brownfield sites that are owned by the grant recipient. Eligibility for the assessment, RLF, and cleanup grants includes a general purpose unit of local government. This is a competitive grant program. There are separate guidelines for each of the three areas. Grant amounts are based on size and type of contamination, ranging from $200,000 to $350,000. (Source: www.epa.gov)

US Department of the Interior - National Park Service

Land and Water Conservation Fund (LWCF) is a visionary and bipartisan program, established by Congress in 1964 to create parks and open spaces, protect wilderness, wetlands, and refuges, preserve wildlife habitat, and enhance recreational opportunities. States receive individual allocations of LWCF grant funds based on a national formula. Then states initiate a statewide competition for the amount available to award via matching grants.
(Source: www.nps.gov)

Small Business Administration (SBA)

The **SBA** provides financial, business counseling and training, and business advocacy to foster the development and success of small businesses. Financial assistance comes in the form of loans and grant programs including the 7(a) Loan Guarantee, Prequalification Loan, 7(m) Micro Loan, CDC/504 Loan, CAPlines Program, and 8(a) Business Development Program.
(Source: www.sba.gov)

Appendix J:
TRANSPORTATION PROGRAMS AND RESOURCES

City of Oconto
Transportation Programs and Resources

This section briefly explains the programs and resources available to the City of Oconto on the state and federal government levels designed to support the improvement and expansion of the city's transportation network.

Wisconsin Department of Transportation

General Transportation Aid (GTA)

City street improvements, construction and maintenance are funded, in part, through the state's disbursement of general transportation aids. The state provides a quarterly payment to each county and municipality in the state that pays a portion of local governments' costs for such activities as road and street reconstruction, filling potholes, snow removal, grading shoulders, marking pavement, and repair of curb and gutters.

Local Mileage Certification

Each local government that increased or decreased the mileage of its roads and streets is required to file a certified plat with DOT by December 15 of each year. Local governments that have no changes in total local road miles are required to file a certified plat or a certified statement that no mileage statements have occurred. Local road certification also includes the requirement to report major street rehabilitation and improvements, new construction and reconstruction of existing streets. Asphalt overlays of 1-inch or more are considered major improvements to the road. The city does not have to report crack filling or seal coating projects.

Local Roads Improvement Program (LRIP)

This program provides funding to local units of government for the costs associated with improving seriously deteriorating municipal streets, county highways, and town roads under the authority of the local unit of government. Projects are required to have a minimal design life of 10 years. This is a biennial program and all funds are distributed the first year. Applications are submitted through the county highway commissioners by November 15 of the odd numbered years. There are three entitlement components for funding road improvements: 1) County Highway Improvement component (CHIP): 2) Town Road Improvement component (TRIP); and 3) cities and villages under Municipal Street Improvement component (MSIP).

In addition, LRIP funds three statewide discretionary programs; 1) CHIP-D County Highway Discretionary Improvement Program; 2) Trip-D Town road Discretionary Improvement Program; and 3) MISP-D Municipal Street Discretionary Improvement Program for cities and villages. All LRIP projects are locally let, with up to 50 percent of the costs reimbursed by WisDOT upon completion, and the remainder matched by the local unit of government. Eligible projects include but are not limited to design and feasibility studies, bridge replacement or rehabilitation, reconstruction, and resurfacing. Ineligible projects include, but are not limited to: new roads, seal coats, ditch repair, and/or curb and gutter construction.

Connecting Highway Aid

This program pays local governments for maintaining streets and highways within their jurisdictions that provide connections to the State Trunk Highway system. Municipalities receive

quarterly payments on a per lane mile basis, with rates varying according to population, and the umber of lanes or segments of streets.

Local Bridge Program

This program includes two separate programs 1) a statewide local bridge entitlement program and 2) a high cost local bridge program (High cost bridges are those that cost more than $5 million and exceed 475 feet in length.)

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

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

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

Flood Damage Aids

This program provides local governments with financial assistance for replacing or improving roads or roadway structures that have had major damages caused by flooding.

County Forest Aid Program

This program provides assistance to counties that have eligible roads located within county forests. It is intended to defray the costs for the improvement and maintenance of public roads within a county forest.

Rural and Small Urban Area Public Transportation Assistance Program - Section 5311

Allocations to the State are set at the federal level. Funds may be used for operating assistance, and capital assistance. Eligible public transportation services include public transportation service operating or designed to operate in non-urbanized areas (a non-urbanized area is one that has a population of 50,000 or less).

Specialized Transportation Assistance Program for Counties - Section 85.21

Allocations under this formula program are based upon the proportion of the state's elderly and disabled population located in each county, subject to two minimums: no county can receive less than a ½ percent of the total annual appropriation; and no county can receive an allocation smaller than they received in 1992. A local match of 20 percent is required.

Eligible expenditures include:

- directly provided transportation service for the elderly and disabled;
- purchase of transportation service from any public or private organization;
- a user-subsidy for the elderly or disabled passenger for their use of the transportation service;
- volunteer driver escort reimbursement;
- performing or purchasing planning or management studies on transportation;
- coordinating transportation services;

- performing or purchasing in-service training relating to transportation services; and/or
- purchasing capital equipment (buses, vans etc.) for transportation services.

Local Transportation Enhancement Program (TE)

Administered by WisDOT, the TE program provides funding to local governments and state agencies for projects that enhance a transportation project. There are 12 eligible project categories;

- providing facilities for bicycles and pedestrians;
- providing safety and educational activities for pedestrians and bicyclists;
- acquiring scenic easements and scenic or historic sites;
- sponsoring scenic or historic highway programs; including the provision of tourist and welcome centers;
- landscaping and other scenic beautification;
- preserving historic sites;
- rehabilitating and operating historic transportation buildings and structures;
- preserving abandoned railway corridors;
- controlling and removing outdoor advertising;
- conducting archaeological planning and research;
- mitigating water pollution due to highway runoff or reducing vehicle caused wildlife mortality; and
- establishing transportation museums.

Federal funds will cover up to 80 percent of the project, while the project sponsor is responsible for providing at least a 20 percent match.

Surface Transportation Program - Discretionary (STP-D)

This program encourages projects that foster alternatives to single occupancy vehicle trips. Such as rehabilitation and purchase of replacement vehicle for transit systems, facilities for pedestrians and bicycles, system-wide bicycle planning, and a wide range of transportation demand management (TDM) projects. Communities over 5,000 are eligible to apply for the funds through the competitive application process.

Transportation Demand Management Programs

Transportation Demand Management consists of policies and programs designed to reduce the number of single occupant vehicles (SOV) trips in a region, especially during peak travel periods.

TDM Grant Program

The TDM Grant program provides funding to successful grant recipients to implement projects that encourage innovative solutions and alternatives to reducing SOV trips. WisDOT accepts applications annually. Eligible applicants may include local governments, chambers of commerce, and others as defined by the program. The required local match is 20 percent of the project costs.

Wisconsin Employment Transportation Assistance Program (WETAP)

As a joint program between the Wisconsin Department of Workforce Development (DWD) and WisDOT, it provides funding to help low-income people access, or retain or advance in employment with the goal of meeting the entire population's transportation needs. This program is funded with combined federal and state dollars, and requires a local match.

Application requirements include the development of regional job access plans that identify the need for transportation services and illustrate the alternatives proposed for the program. Plans should be developed between public transit providers, local units of government, transportation planners, human service agencies, low-income individuals and other interested parties.

Transportation Economic Assistance (TEA Grant) Program

This program provides a 50 percent state grant to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that are necessary to help attract employers to Wisconsin, or to encourage business and industry to remain and expand in Wisconsin.

Federal Highway Administration

Transportation and Community and System Preservation Pilot Program (TCSP)

The TCSP program is an initiative that assists communities as they work to solve interrelated problems involving transportation, land development, environmental protection, public safety and economic development. It was established in the Transportation Equity Act for the 21st Century (TEA-21), the six-year surface transportation law signed into law by President Clinton on June 9, 1998.

The TCSP program is administered by the U.S. Department of Transportation's Federal Highway Administration in partnership with the Environmental Protection Agency and the Department's Federal Transit Administration, Federal Railroad Administration, and Research and Special Programs Administration. Funding for this program has been authorized through 2005.

TCSP funds are used to help achieve locally determined goals such as improving transportation efficiency; reducing the negative effects of transportation on the environment; providing better access to jobs, services and trade centers; reducing the need for costly future infrastructure; and revitalizing underdeveloped and brownfields sites. Grants also can be used to examine urban development patterns and create strategies that encourage private companies to work toward these goals in designing new developments. The grants will help communities become more livable by preserving green space, easing traffic congestion and employing smart growth strategies while promoting strong, sustainable economic growth.

Grants may be awarded to improve conditions for bicycling and walking; better and safer operation of existing roads, signals and transit systems; development of new types of transportation financing and land use alternatives; development of new programs and tools to measure success; and the creation of new planning tools and policies necessary to implement TCSP-related initiatives. Implementation activities may include community preservation activities to implement transit oriented development plans, traffic calming measures or other coordinated transportation and community and system preservation practices.

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

Appendix K:
INTERGOVERNMENTAL COOPERATION

City of Oconto
Intergovernmental Cooperation Workshop Results

The following list of issues was generated during the November 2, 2006 Intergovernmental Cooperation Meeting between the City of Oconto, Town of Oconto, Oconto County, Wisconsin Department of Natural Resources, Oconto Unified School District, Oconto Police Department, Oconto Redevelopment Authority, and individuals representing various other entities in the community.

A. EXISTING AND/OR POTENTIAL ISSUES

Good mutual aid with towns and county
Cooperative agreements – GBWSSSAP, airport and recycling
Shared fire and ambulance service
Good cooperation with county on election issues and tax collection
Comprehensive plan review – consideration of wetlands
Redevelopment authority cooperating with industrial development corporation
Share community values – economics, school, etc.
Countywide shared information system
Need better cooperation with economic development corporation
Better communication with veteran's organizations
Need better recreation access
Schools share programs and facilities with city (very positive)
Town directing heavy industry to city
Discussion of future development plans
Intergovernmental cooperation workshop participation particularly as they relate to shoreland and wetland issues
City of Oconto's police department is a positive due to its interaction with the people and its school liaisons policy
Ordinances are good but not all are enforced
Need more bus services for seniors
Land use on north side of city –Park Avenue to HWY S to Hwy 41.
RDA and IDC need to be more active to pursue economic development
Sewer extensions to outlying areas

B. PROPOSED RESOLUTIONS

Need better communication between city and school on transportation improvements (i.e. repaving of parking lots and streets)
Housing needs
Need better communication between vets and schools, youth, etc. and more involvement with disabled
Maintain good communication/relationship with towns (HWY 41 bypass) Bypass design committee
Need continuing discussion with DNR relative to trail development
Better attendance at council meetings
Build on and add to WISDoT USH 41 trail improvement
Recognize positive impacts of airport and make improvements to access
Attract more industry
Opportunities for RDA to work with streetscape and city on Bond property
Address wetland issues early on – recognize their positive benefits and impacts
Plan more access/connectivity between and to trails
Local governments need more input into sharing of revenues
Dredging project has a been very positive
Need cooperative agreements for the sharing of facilities and costs of services
Continue to communicate during the county/city/towns planning project
Consider town plans
Take better advantage of Copper Culture State Park
Tie river fishery into city development
Future jail site
More joint planning with towns for future land use
Put tunnels under new roads for snowmobile trails
Increase usage of Holtwood Sporting complex
Seek more brownfield monies for underutilized properties
DNR managers are conducting outreach to companies and governments to establish and maintain ties to accomplish environmental/resource common goals

Appendix L:
LAND USE INVENTORY CODES AND ACREAGES

City of Oconto
2006 Land Use Inventory

The Bay-Lake Regional Planning Commission staff completed a land use inventory for the City of Oconto and its one and one-half extraterritorial boundary in May 2006. The inventory was conducted through the use of existing land use maps, air photos, and an on-site inventory. The two tables below reflect land use by broad categories with an acreage total at the end of each table. The first table indicates land use within the municipal boundary for the City of Oconto. The second table is land use for the city to include the extraterritorial planning area. Please note these inventories were completed as a guide during the planning process and are not meant to be interpreted as legal or definitive land use designations or calculations.

City of Oconto

CODE	LAND USE CLASSIFICATION	ACRES
100	**RESIDENTIAL**	**864.85**
110	Single Family Residential	821.29
130	Two Family	2.69
150	Multi-Family	25.66
170	Group Quarters	3.88
180	Mobile Homes	8.89
199	Vacant Residence	2.45
200	**COMMERCIAL**	**127.40**
210	Retail Sales	92.73
250	Retail Services	25.08
299	Vacant Commercial	9.60
300	**INDUSTRIAL**	**114.03**
310	Manufacturing	88.65
382	Enclosed	13.01
399	Vacant Industrial	12.37
400	**TRANSPORTATION**	**253.04**
412	State Highways	15.52
413	County Highways	20.42
414	Local Streets and Roads	193.72
417	Off-Street Parking	11.50
440	Rail Related	10.90
484	Piers/Docks	0.98
500	**COMMUNICATION/UTILITIES**	**60.18**
540	Transmission of Communication/Utilities	0.87
542	Electric Power Substations	3.96
572	Water Supply Booster/Pumping Stations	0.58
577	Water Supply Storage Tanks/Reservoirs	0.30
580	Waste Processing/Disposal/Recycling	2.80
581	Trash/Garbage Landfills	37.71
583	Sewage Treatment Plants	13.96

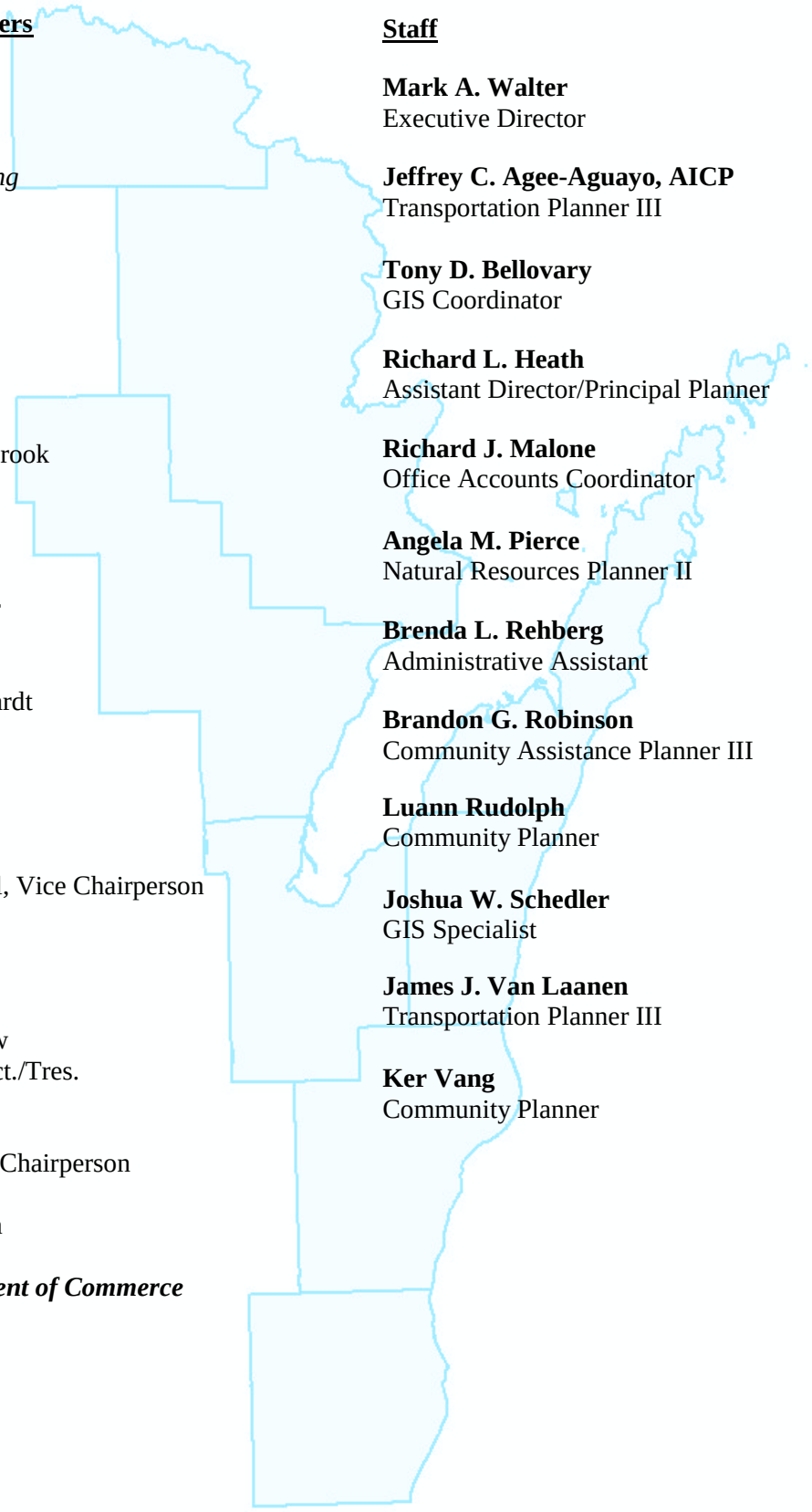
600	**INSTITUTIONAL/GOVERNMENTAL FACILITIES**	**120.10**
610	Administrative Institutions/Governmental Facilities	0.95
611	Administrative Buildings	4.43
612	Post Offices	0.31
614	Municipal Garages	11.07
631	Police/Fire Stations/Offices	0.63
641	Pre-School/Day Care	1.04
642	Primary Schools	20.83
643	Middle Schools	6.59
644	Secondary Schools	23.94
651	Libraries	0.96
652	Community Center	0.51
655	Museums	0.54
661	Hospitals	2.19
663	Clinics	2.25
665	Long-Term Health Care Facilities	1.89
684	Fraternal Organizations/Clubhouses	7.38
690	Religious and Related Facilities	2.45
691	Churches/Temples/Synagogues	15.74
694	Cemeteries	14.06
699	Vacant Institutional/Governmental	2.37
700	**OUTDOOR RECREATION**	**314.84**
731	Campgrounds	27.99
735	Lawns/Yards	0.45
736	Parks/Parkways/Forest-Related Picnic Areas	133.66
737	Separate Picnic Areas	1.76
741	Playfields/Ball Diamonds/Volleyball Courts	7.35
747	Trails	9.73
761	Golf Courses	123.05
781	Boat Launching Sites/Areas	2.30
782	Other Water Access Sites/Areas	1.01
783	Marinas	7.54
800	**AGRICULTURE/SILVICULTURE**	**426.11**
805	Open Space	28.75
810	Croplands/Pastures	387.82
870	Farm Buildings/Accessories	6.10
899	Vacant Agriculture/Silviculture	3.44
900	**NATURAL AREAS**	**2,175.65**
911	Lakes	3.32
912	Reservoirs and Ponds	8.36
913	Rivers and Streams	182.87
914	Canals and Channels	32.73
936	Wildlife Refuges	212.23
950	Other Natural Areas, including Wetlands	873.45
951	Woodlands	861.50
954	Beaches	1.20
Total		**4,456.21**

City + Planning Area

CODE	LAND USE CLASSIFICATION	ACRES
100	**RESIDENTIAL**	**1,470.67**
110	Single Family Residential	1,406.72
130	Two Family	2.69
150	Multi-Family	25.66
170	Group Quarters	3.88
180	Mobile Homes	26.62
199	Vacant Residence	5.11
200	**COMMERCIAL**	**143.26**
210	Retail Sales	108.59
250	Retail Services	25.08
299	Vacant Commercial	9.60
300	**INDUSTRIAL**	**124.80**
310	Manufacturing	89.85
360	Extractive	6.10
382	Storage Enclosed	13.90
399	Vacant Industrial	14.94
400	**TRANSPORTATION**	**791.11**
412	State Highways	66.16
413	County Highways	81.45
414	Local Streets and Roads	446.69
417	Off-Street Parking	11.50
420	Other Motor Vehicle Related	3.08
440	Rail Related	31.40
460	Air Related	146.85
484	Piers/Docks	3.98
500	**COMMUNICATION/UTILITIES**	**64.36**
516	Radio/Television Stations	0.16
540	Transmission of Cummunication/Utilities	0.87
542	Natural Gas Substations	3.96
546	Radio/Television Transmission Towers/Antennae	2.30
552	Natural Gas Substations	0.14
572	Water Supply Booster/Pumping Stations	0.98
577	Water Supply Storage Tanks/Reservoirs	0.30
580	Waste Processing/Disposal/Recycling	3.97
581	Trash/Garbage Landfills	37.71
583	Sewage Treatment Plants	13.96

600	**INSTITUTIONAL/GOVERNMENTAL FACILITIES**	**258.46**
610	Administrative Institutions/Governmental Facilities	0.95
611	Administrative Buildings	4.43
612	Post Offices	0.31
614	Municipal Garages	13.32
631	Police/Fire Stations/Offices	0.63
641	Pre-School/Day Care	1.04
642	Primary Schools	20.83
643	Middle Schools	6.59
644	Secondary Schools	23.94
647	Two-Year Colleges/Universities	126.14
651	Libraries	0.96
652	Community Center	0.51
655	Museums	0.54
661	Hospitals	2.19
663	Clinics	2.25
665	Long-Term Health Care Facilities	0.54
684	Fraternal Organizations/Clubhouses	7.38
690	Religious and Related Facilities	2.45
691	Churches/Temples/Synagogues	16.67
694	Cemeteries	24.44
699	Vacant Institutional/Governmental	2.37
700	**OUTDOOR RECREATION**	**396.98**
731	Campgrounds	27.99
735	Lawns/Yards	0.45
736	Parks/Parkways/Forest-Related Picnic Areas	143.83
737	Separate Picnic Areas	1.76
741	Playfields/Ball Diamonds/Volleyball Courts	7.35
747	Trails	29.46
761	Golf Courses	169.33
766	Archery/Gun/Skeet Ranges	5.97
781	Boat Launching Sites/Areas	2.30
782	Other Water Access Sites/Areas	1.01
783	Marinas	7.54
800	**AGRICULTURE/SILVICULTURE**	**6,402.50**
805	Open Space	97.58
810	Croplands/Pastures	6,083.89
830	Long-Term Specialty Crops	73.62
850	Animal Husbandry	8.12
870	Farm Buildings/Accessories	129.46
899	Vacant Agriculture/Silviculture	9.83
900	**NATURAL AREAS**	**11,813.72**
911	Lakes	3.32
912	Reservoirs and Ponds	49.25
913	Rivers and Streams	301.03
914	Canals and Streams	36.54
936	Wildlife Refuges	212.23
950	Other Natural Areas, including Wetlands	2,181.99
951	Woodlands	9,028.16
954	Beaches	1.20
Total		**21,465.85**

Bay-Lake Regional Planning Commission



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