

Town of Eaton Comprehensive Plan 2022 Update



Adopted: January 25, 2023

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Prepared by the Brown County Planning Commission

Town of Eaton Comprehensive Plan

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Chapter 1 - Issues and Opportunities

Introduction

A comprehensive plan is intended to be a living, dynamic document that sets an overall vision while maintaining flexibility to efficiently respond to opportunities and challenges all communities face. A comprehensive plan's vision is generally considered to be over a 20-year horizon; however, keeping the same plan unchanged for 20 years can lead to the document becoming irrelevant if it is not occasionally updated to reflect current realities for a community. This plan builds off the Town's 2003 comprehensive plan, and subsequent 2012 plan update.

Purpose and Intent

A comprehensive plan is an official public document, which is adopted by ordinance by the local government that sets forth its major policies concerning the future physical development of the community. The primary purposes of this plan are to generate goals for attaining a desirable development pattern, devise strategies and recommendations the Town can follow to achieve its desired development pattern and meet the requirements of the State of Wisconsin Comprehensive Planning (Smart Growth) Law. It is intended that the recommendations reflect the 14 local comprehensive planning goals, prescribed in state statute, and listed to the right.

The Town of Eaton Comprehensive Plan should be used by Town officials when revising and administering its zoning and other ordinances. The plan should be the basis for siting future developments and extending public services if they become available. The plan is designed to be a guiding vision so that there is a consistent policy to follow and a clear goal for the future for the residents of the Town of Eaton.

Comprehensive Planning Process

The most recent comprehensive plan for the Town of Eaton was adopted in 2012. The Brown County Planning Commission (BCPC) was contracted to provide professional planning assistance. Staff from BCPC prepared the background information and the recommendations of this plan based upon the consensus opinions of the Town Zoning Board, 2002 town-wide visioning session, and the Comprehensive Planning Law.

Components of the Comprehensive Plan

This plan is broken into nine sections which reflect and meet the requirements of Wisconsin Statutes §66.1001 for comprehensive plans:

Elements of Wisconsin's Smart Growth Planning Law

1. Promotion of the redevelopment of lands with existing infrastructures and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial areas
2. Encouragement of neighborhood designs that support a range of transportation choices
3. Protection of natural areas including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources
4. Protect economically productive areas, including farmlands 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
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
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 disable citizens

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

Although all of these chapters have their own goals, objectives, and recommendations, the elements are all interrelated and, therefore, the goals, objectives, and recommendations are also. This plan was developed with the interrelationships of the elements in mind.

Vision Statement

A vision statement is an over-arching declaration encompassing all of the identified goals within the comprehensive plan.

The purpose of the Town of Eaton Comprehensive Plan is to guide the Town's land use patterns in a way that will allow development activity while promoting the preservation of farmland, maintaining the Town's rural character, and respecting the environmental features of the Town of Eaton.

Community Goals and Objectives

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

Town Priorities

In order to identify the Town's priorities for community development, as well to address issues and concerns, the Brown County Planning Commission held a public visioning session, which utilized the nominal group method, on January 10, 2002, at Ss. Cyril and Methodius School. The following are the top issues that the attendees listed at the visioning session:

Rank

1. Preserve farmland
2. Preserve rural character of the Town
3. Develop industrial area near highways
4. Town provision of emergency services (fire, ambulance)
5. Welcome businesses to Town to increase tax base
6. Future development should still respect and preserve environment
7. When needed, build community center, new town hall, and centrally locate¹
8. Stronger regulations against new nuisance-type land uses (landfills, quarries, etc.)
9. Protect farmers' right to farm

¹ This was completed in 2015.

10. Improve zoning (more strict, consolidate uses, clearly identify uses)

The nominal group session, input from the citizens advisory committee, the State of Wisconsin Comprehensive Planning Law, and sound planning principles formed the basis for the development of the goals and objectives.

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

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

Housing

Goal: Provide for a variety of quality housing opportunities for all segments of the Town's population in such a way that preserves the Town's rural nature.

Objective 1:

Promote the enhancement and reinvestment of the existing housing stock within the Town.

Policies:

- a. Promote an adequate supply and mix of housing types for individuals of all income levels.
- b. Identify and utilize governmental programs, such as the Wisconsin Housing and Economic Development Authority (WHEDA) and United States Department of Agriculture – Rural Development (USDA-RD) to improve aging residential stock.
- c. Develop a property maintenance code for nuisance issues like junk cars and building dilapidation.
- d. Review the Town's zoning ordinance for adequate provisions to ensure rural residential development and agriculture remain compatible in the future.

Objective 2:

Ensure that future development preserves the Town's rural nature.

Policies:

- a. Promote residential conservation by design developments in the Town to help preserve the rural nature of the community and to enable a limited amount of subdivision activity.
- b. Develop and implement residential lot standards to preserve the Town's rural nature.
- c. Provide for a consistent application of the Town zoning regulations to protect residential land uses.
- d. Require all dwelling units to have a basement.

Economic Development

Goal: Broaden the tax base and strengthen the Town's economy and employment base through agricultural, commercial, and industrial development activity.

Objective 1:

Identify locations for future environmentally-friendly businesses and industries to locate within the Town.

Policies:

- a. Identify appropriate areas near state and county highways for industrial and commercial activities within the Town.
- b. Develop a town center in Poland to help foster community identity and serve as a focal point for commercial development.

Objective 2:

Add to the Town tax base through expansion of existing businesses and industries and attract new businesses and industries to locate in the Town.

Policies:

- a. Encourage the utilization of government programs to aid in the retention of existing and attraction or promotion of new industrial or commercial activities.
- b. Develop economic development partnerships with agencies, such as Advance, Brown County Planning, and the Wisconsin Economic Development Corporation.
- c. Encourage the development of home-based businesses.
- d. Promote agritourism to strengthen the commercial and agricultural base, while encouraging the preservation of land for agricultural uses.

Transportation

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

Objective 1:

To anticipate and plan for improvements of the roadway system.

Policies:

- a. Monitor the residential, commercial, and industrial growth of the Town to allow for the timely identification of future roadway needs, speed limits, and traffic calming opportunities.

- b. Continue to periodically measure the various characteristics of vehicular travel within the Town so trends can be identified, analyzed, and interpreted.
- c. Periodically re-evaluate the road classification system.
- d. Use Wisconsin's Pavement Surface Evaluation and Rating (PASER) system to evaluate the condition of the Town's roads.
- e. Plan for the future construction of roadway improvements where needs have been identified.
- f. Develop an ordinance to specify speed limits on town roads.
- g. Maintain and foster communication with the Wisconsin Department of Transportation (WisDOT), Brown County Planning Commission, Brown County Public Works Department, and neighboring communities in order to coordinate future improvements.
- h. Maximize safety at the Town's intersections.
- i. Coordinate with WisDOT, Brown County Public Works, and other agencies to expand the network of electric vehicle charging stations.

Objective 2:

Enhance and maintain the traffic-carrying capability of the Town's roadway system through appropriate subdivision, zoning, land use, and access controls.

Policies:

- a. Require developers to bear an equitable share of the cost for improvements to and extensions of the transportation network.
- b. Require developers to connect new subdivision roads to existing roads to allow for safe and efficient traffic movement.
- c. Consider the impacts on the existing road network when reviewing zoning requests.
- d. Review the number, location, and design of driveways serving properties that abut arterial and major collector roads.

Objective 3:

Encourage the development of a multi-modal transportation system.

Policies:

- a. Develop a system of bicycle and pedestrian facilities in the Town.
- b. Encourage the development of alternative transportation facilities, such as foot trails and bikeways, along environmental corridors and rail corridors that are proposed for abandonment through the rails-to-trails program.
- c. Seek federal and state grants to aid in the creation of the Town's multi-modal transportation system.

Utilities and Community Facilities

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

Objective 1:

Provide for adequate emergency services and other public and utility functions within the Town.

Policies:

- a. Encourage the location of a permanent rescue squad in Eaton.
- b. To the extent feasible, consolidate public buildings and community resources, such as a community center, a new town hall, future fire station, and recycling drop-off center within the town center of Poland.
- c. In cooperation with the Green Bay and Denmark School Districts, evaluate the need for suitable sites for future schools.
- d. Develop a comprehensive stormwater management ordinance and erosion control ordinance that addresses both water quantity impacts, such as flooding, and water quality impacts, such as protection of wetlands and stream habitats.

Objective 2:

Provide for increased community and recreational opportunities within the Town.

Policies:

- a. Expand the amount of greenspace within residential development by way of conservation by design subdivisions.
- b. Promote the development of a community center with year-round recreational and social activities for the Town's youth and elderly.
- c. Cooperate with the Brown County Park Department to enhance Lily Lake County Park as a community resource by providing additional access and recreational opportunities.
- d. The Town should seek state and federal grants for park acquisition and improvements.
- e. Provide for recreational facilities and activities for Town residents to include off-road walking opportunities and youth activities.

Intergovernmental Cooperation

Goal: To work with the surrounding communities, school district, Brown County, and State of Wisconsin to cooperatively plan, develop, and provide services to the Town and region.

Objective 1:

Work cooperatively with other municipalities and governmental agencies.

Policies:

- a. Work with the surrounding communities to resolve boundary issues, coordinate municipal services, and address other issues of mutual concern.
- b. Work with the Denmark Unified School District, Green Bay School District, and the Brown County Planning Commission to evaluate the future needs of both school districts.
- c. Identify existing conflicts with the surrounding communities and work with the communities and Brown County Planning Commission to resolve these conflicts.
- d. Work with Brown County to preserve and enhance Lily Lake County Park.
- e. Work with the surrounding communities to ensure that development immediately outside the Town limits is compatible with development within the Town.
- f. Begin boundary discussions with the Village of Bellevue.

Agriculture, Natural, and Cultural Resources

Goal: Preserve prime farmland within the Town.

Objective 1:

Protect and improve the climate for farming within the Town.

Policies:

- a. Protect the farmers' right to farm.
- b. Control loss of farmland within the Town by not allowing large lots for residential purposes.
- c. Provide for the right for existing farms to expand their operations.
- d. Inform farmers of future growth areas within the Town.
- e. Make new residents aware that Eaton is an agricultural community.

- f. Provide a hand-out at the time of building permit issuance and yearly newsletter articles reminding new and existing Town residents that Eaton is a rural, agricultural community and they are subject to the sights, sounds, and odors associated with rural living and agricultural production.

Goal: Ensure that the Town has adequate safeguards to protect the natural environment of the Town.

Objective 1:

Protect the environment from objectionable and potentially unsafe land use practices.

Policies:

- a. Ensure that the environment is protected during the course of new development.
- b. Provide for adequate regulations and environmental protection for landfills and quarries.
- c. Ensure that any new quarrying within the Town will not affect the water table.
- d. Provide for continuous monitoring of the groundwater table level, as well as groundwater quality.
- e. Prevent the county from developing a landfill in the Town.
- f. Restrict new development near environmentally sensitive areas.
- g. Eliminate the disposal of paunch manure in the Town.
- h. Provide adequate regulations to control large-scale farms.
- i. Require a comprehensive approach to stormwater management.
- j. Create a Conservancy Zoning District designation under the Town's Zoning Ordinance.

Goal: Enhance the character of Eaton through historic preservation.

Objective 1:

Assist in the preservation of historic buildings within the Town.

Land Use

Goal: Preserve the rural characteristics of the Town.

Objective 1:

Provide regulatory changes to protect rural character.

Policies:

- a. Develop a maximum lot size of two acres for residential development.

- b. Encourage conservation by design subdivisions in areas outside of the designated Poland town center.
- c. Encourage mixed-use development in the Poland town center.

Goal: Ensure that future industrial and business development are compatible with existing land use and future needs of the community.

Objective 1:

Provide proper locations for future land uses.

Policies:

- a. Strive to develop industrial area near state and county highways.
- b. Locate new businesses wanting to develop in nodes along state and county highway intersections, rather than in strips.
- c. Provide for the proper location for commercial development.
- d. Create a town center for the Town.

Objective 2:

Develop and implement industrial and commercial design standards to provide an adequate buffer for neighboring residential land uses.

Objective 3:

Establish and maintain a safe, orderly, and efficient transportation system that is compatible with adjacent land uses.

Goal: Ensure that proper developmental controls are in place prior to new development occurring in the Town.

Objective 1:

Provide for adequate regulatory controls for new development.

Policies:

- a. Ensure that developers follow their initial development plan proposed to the Town during the course of development.
- b. Provide for site design standards for new development.
- c. Maintain the ability of farmers to parcel off land for residential development.

Goal: Provide for a proper balance of land uses within the Town.

Objective 1:

Provide for compatible land uses.

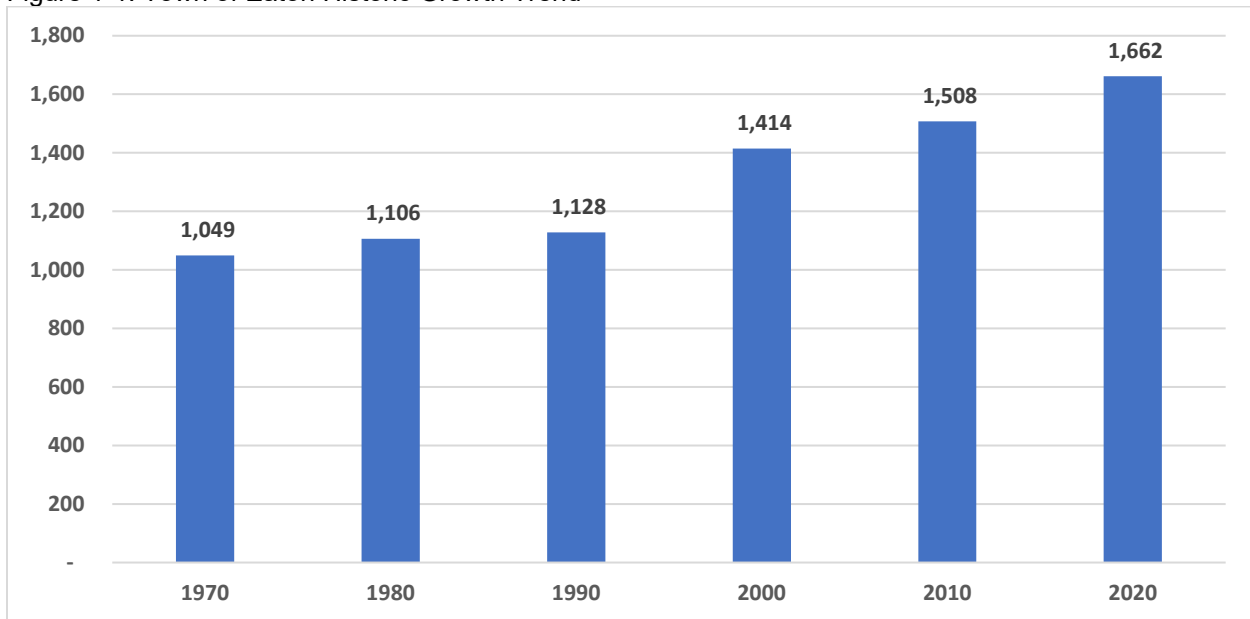
Policies:

- a. Group compatible land uses together to avoid spot zoning.
- b. Ensure that the Town follows the recommendations as set forth within the Town's comprehensive plan.

Demographic Trends

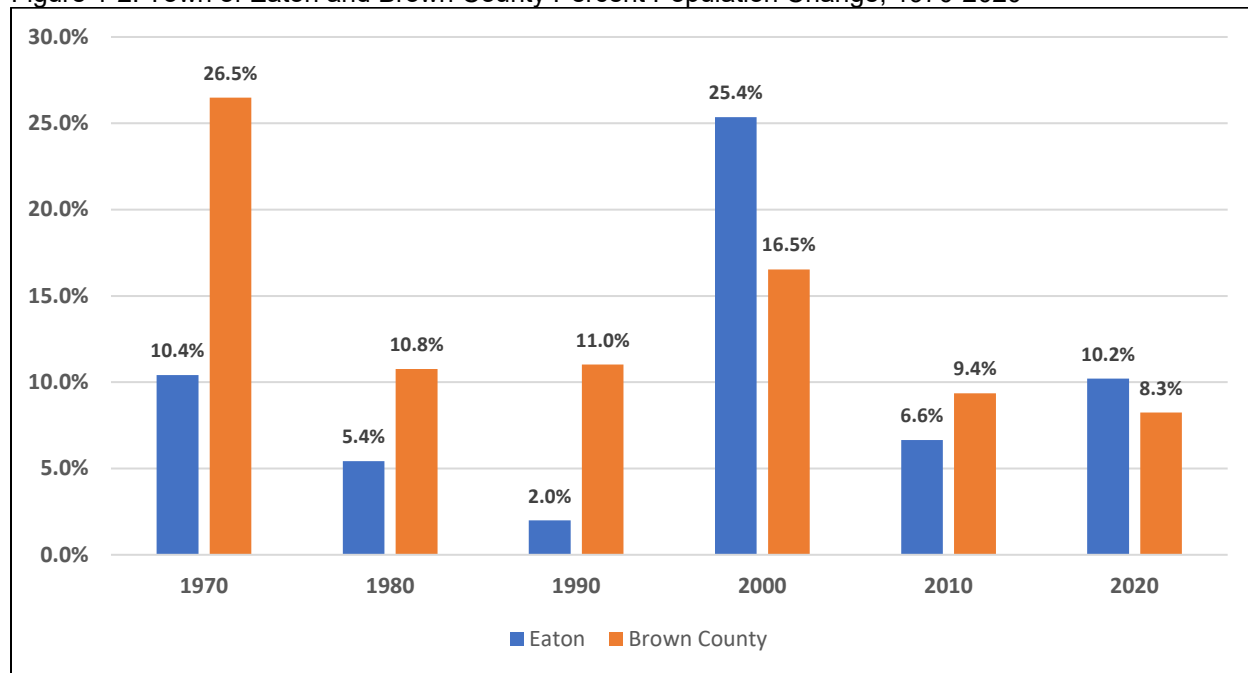
Over the past 50 years, the Town of Eaton has experienced relatively slow, steady growth. Historically, the population growth rate in Eaton has trailed that experienced by the county as a whole. Except for a jump of almost 300 residents (24.5%) between 1990 and 2000, the Town has been averaging an increase of about 100 residents per decade. Although the population is increasing, the Town of Eaton still has a relatively small numerical population, with 1,662 residents, ranking the town population 22nd among the 24 municipalities within Brown County.

Figure 1-1: Town of Eaton Historic Growth Trend



Source: U.S. Census of Population 1970-2020

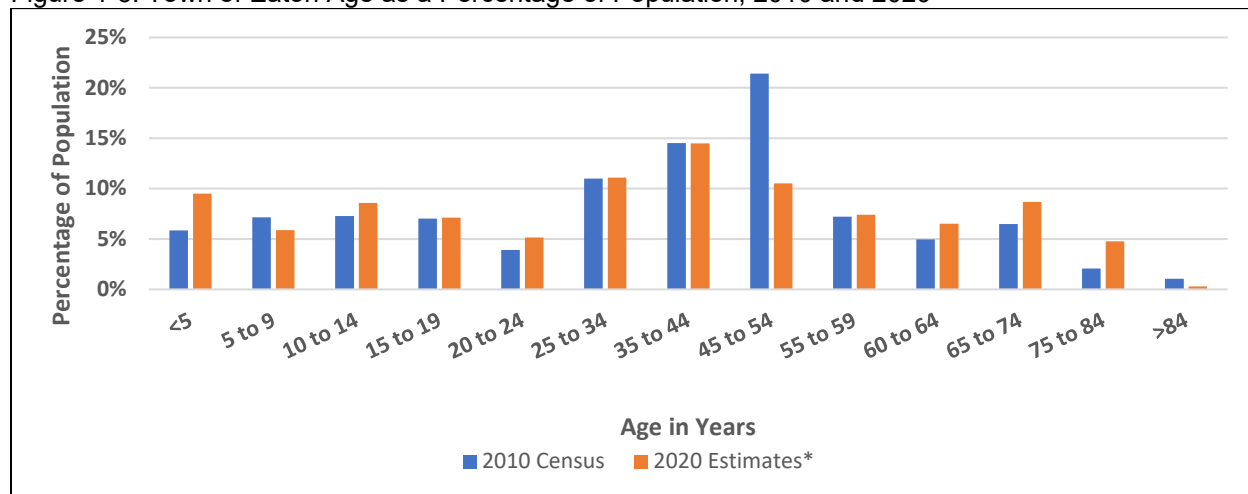
Figure 1-2: Town of Eaton and Brown County Percent Population Change, 1970-2020



Source: U.S. Census of Population 1970-2020

The age distribution chart depicts the aging of the population of the Town of Eaton. As of 2020, age groups 55 and older saw an increase in the percentage of residents, the exception being the greater than 84 age group. The most notable change is the sharp decrease in the percentage of residents in the 45 to 54 range. Conversely, the 25 to 34 and 35 to 44 age groups remained largely the same, while the percentages in age groups 24 and younger, and especially younger than 5 saw an increase. This suggests that, while the Town has experienced some aging, that has been somewhat offset as more couples with children appear to reside in town. This trend counteracts the national trend in rural areas, typically characterized by an aging population and out-migration of younger populations. The numbers may also be due to the COVID-19 pandemic, as people sought less crowded areas during the early days of the pandemic. In terms of planning, issues such as elderly care, alternative transportation, health care, and emergency response will continue to be important.

Figure 1-3: Town of Eaton Age as a Percentage of Population, 2010 and 2020



Source: U.S. Census of Populations, and 2016-2020 American Community Survey

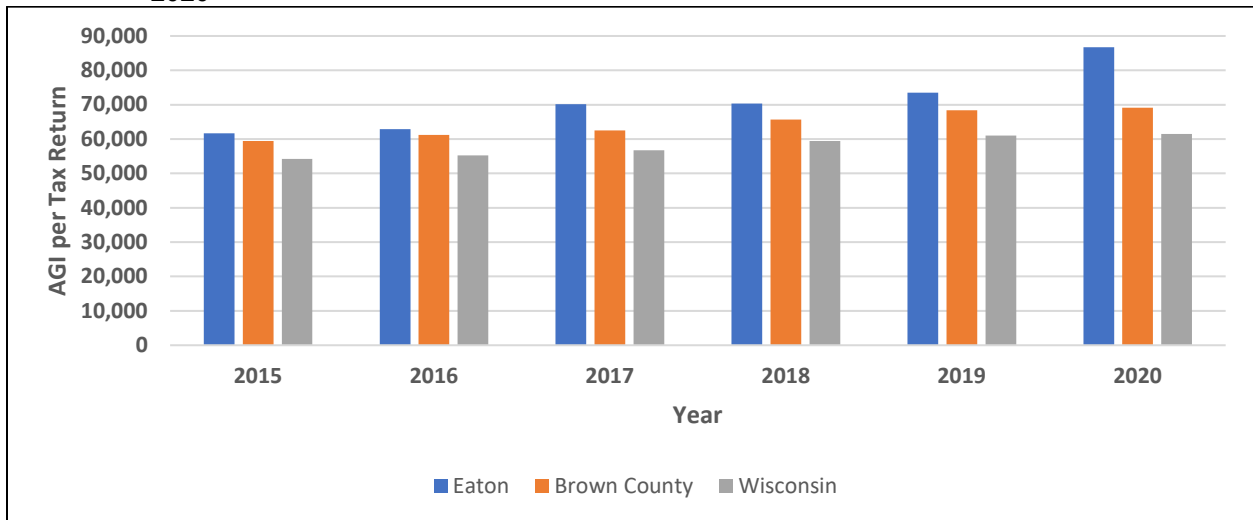
*2020 Decennial data for the age breakdown has not been released as of 6/29/2022.

Income Levels

According to the Wisconsin Department of Revenue-Division of Research and Analysis, the Town of Eaton's adjusted gross income (AGI) per state income tax return has largely mirrored the county and state trends. On average, incomes within Eaton tend to be higher than both Brown County and the state of Wisconsin. As shown in Figure 1-4 below, the averages in Eaton and Brown County have steadily increased since 2015. Eaton experienced a more than \$10,000 year-over-year increase in AGI between 2019 and 2020.

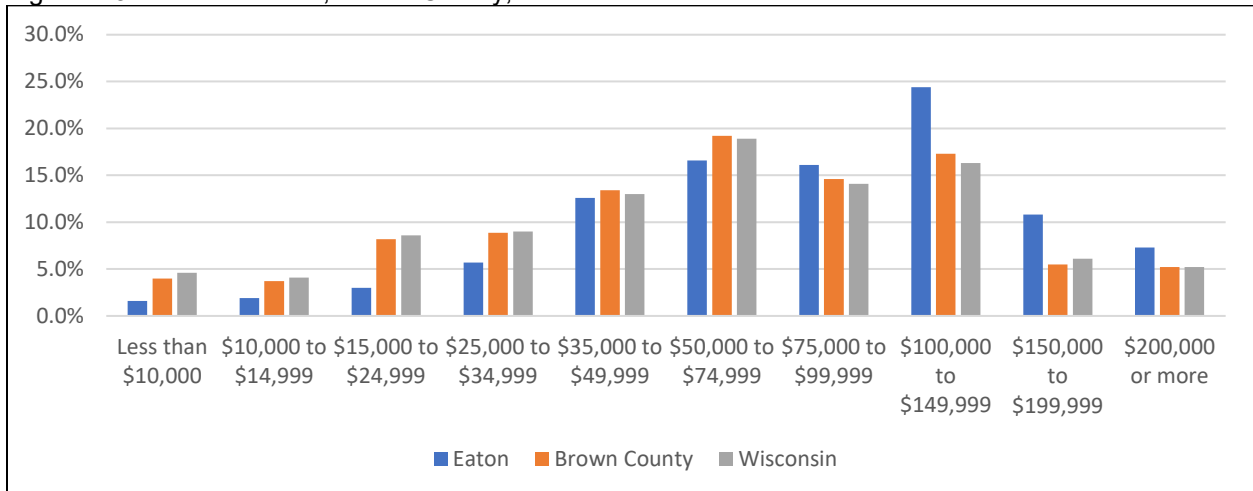
As depicted in Figure 1-5, by far the largest segment of Eaton households fall within the \$100,000 - \$149,999 income range, whereas for both Brown County and the State of Wisconsin the largest segment of household incomes fall between \$50,000 and \$74,999. As a comparison, the median household income for the Town of Eaton is estimated to be \$90,197 as compared to the county and state median household income at \$64,728 and \$63,293, respectively.

Figure 1-4: Town of Eaton, Brown County, and State of Wisconsin Municipal Per Return Income, 2015-2020



Source: Wisconsin Dept. of Revenue-Division of Research and Analysis Wisconsin Municipal Per Income Tax Return Income Report for 2015-2020

Figure 1-5: Town of Eaton, Brown County, and State of Wisconsin Estimated Household Income



Source: U.S. Bureau of the Census, 2016-2020 American Community Survey

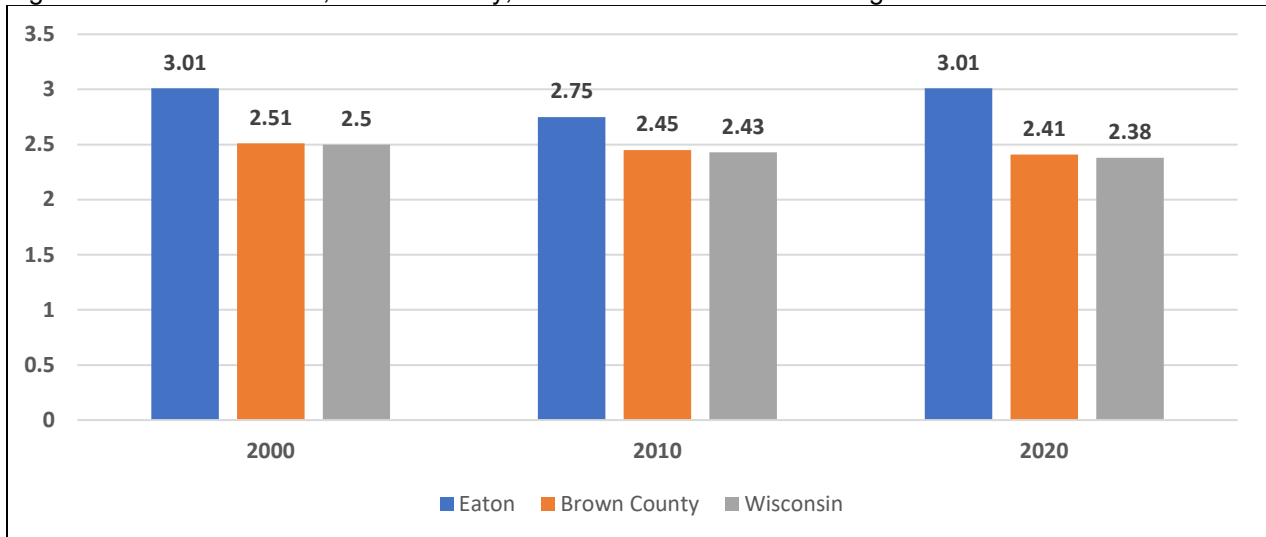
Housing Characteristics

As shown in Figure 1-6 below, Eaton's average household size has remained fairly consistent. Between 2000 and 2010, there was a slight decrease in the average number of persons per household from 3.01 to 2.75. The average had increased back to 3.01 as of 2020.

In terms of the number of housing units within Eaton, there were 565 units, with 548 occupied units in 2010 as compared to 634 housing units with 603 of those units occupied in 2020. This results in an increase of 69 total new housing units over the past decade, which is an increase of approximately 12.2% in the total number of housing units within Eaton.

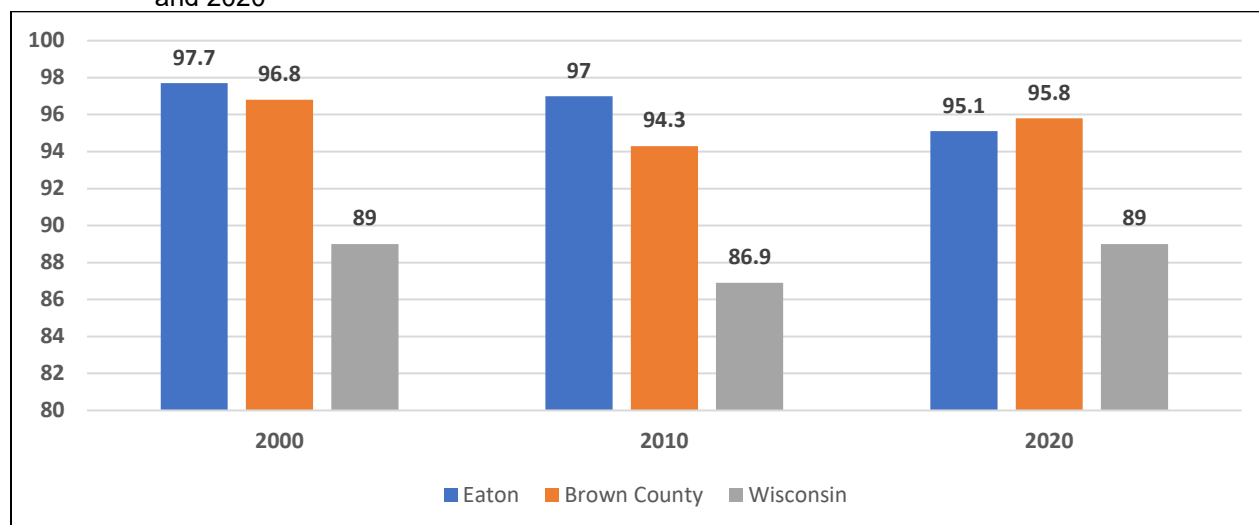
About 91 percent of residents in the Town of Eaton lived in owner-occupied units in 2020, which is unchanged from the 91 percent of Eaton residents that lived in owner-occupied units in 2010. Rural areas in Brown County, such as the Town of Eaton, typically have a higher percentage of owner-occupied housing units due to the lack of public sewage systems required for higher density apartments or other rental developments.

Figure 1-6: Town of Eaton, Brown County, and State of Wisconsin Average Persons Per Household



Source: U.S. Census of Population 2000, 2010, and 2020

Figure 1-7: Town of Eaton, Brown County, and State of Wisconsin Occupied Housing Rates – 2000, 2010, and 2020

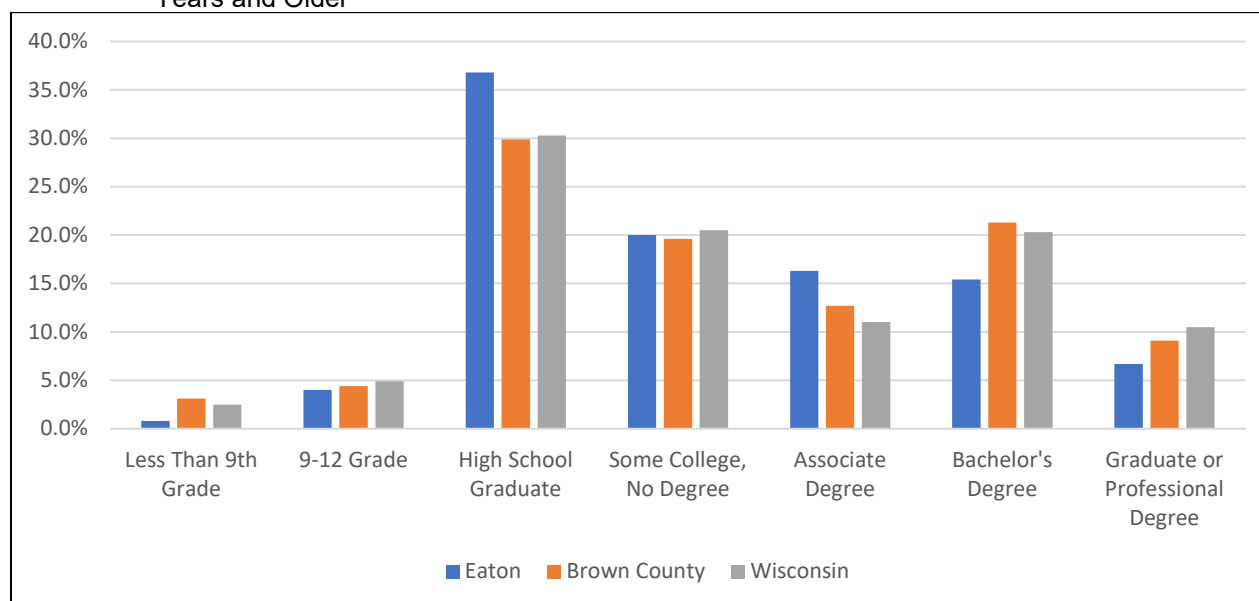


Source: U.S. Census of Population

Education Levels

The education levels of people 25 years and older in the Town of Eaton reflect that of many rural areas. The Town of Eaton has a significantly larger percentage of the population having its highest level of education attainment being a high school diploma, with smaller percentages undergraduate or graduate college degrees as compared to Brown County and the State of Wisconsin.

Figure 1-8: Town of Eaton, Brown County, and State of Wisconsin Educational Attainment of People 25 Years and Older



Source: U.S. Bureau of the Census, 2016-2020 American Community Survey

Employment Characteristics

Although the Town of Eaton is perceived as a primarily agricultural community and, according to the 2016-2020 American Community Survey, only 21 people (2.2 percent) are employed in the agriculture, forestry, fishing and hunting, and mining industries. This is in contrast to the 202 residents who work in manufacturing and the 230 who work in the educational services, and health care and social assistance industries. Figure 1-9 displays the occupation breakdown of the residents of the Town of Eaton.

Figure 1-9: Town of Eaton Employment Industries

Industry	Number	Percent
Agriculture, forestry, fishing and hunting, and mining	21	2.2%
Construction	103	11.0%
Manufacturing	202	21.5%
Wholesale trade	26	2.8%
Retail trade	55	5.9%
Transportation and warehousing, and utilities	105	11.2%
Information	6	0.6%
Finance and insurance, and real estate and rental and leasing	36	3.8%
Professional, scientific, and management, and administrative and waste management services	49	5.2%
Educational services, and health care and social assistance	230	24.5%
Arts, entertainment, and recreation, and accommodation and food services	50	5.3%
Other services, except public administration	37	3.9%
Public administration	18	1.9%

Source: U.S. Census Bureau, 2016-2020 American Community Survey – 5-Year Estimates

Employment Forecasts

The Wisconsin Department of Workforce Development produced an updated profile in December 2018 for the Bay Area Workforce Development Area which includes Brown, Door, Florence, Kewaunee, Manitowoc, Menominee, Oconto, Shawano, and Sheboygan Counties within its boundaries. The profile identifies projected job increases or decreases by industry for the 10-year period between the 2018 estimate and 2028 and factors in macro-economic conditions experienced by the area through December 2018. This projection pre-dates the COVID-19 pandemic, and does not reflect micro-or- macro economic changes that have occurred as a result of the pandemic and other related factors.

According to the profile, the total number of non-farm jobs is projected to increase by 16,829 (3.68 percent) by the year 2028. The construction sector is projected to add 2,271 jobs in the 10-year period (10.47 percent), which is the largest projected growth rate for all industry sectors in the Bay Area. The agricultural sector is projected to add 121 jobs in the 10-year period (3.9 percent).

Manufacturing is projected to continue to have the largest number of jobs through 2028; however, growth in this sector is projected to be negative, with an overall decrease of 2.26 percent. However, based upon recent reports, there is a demand for manufacturing employees with the ability to produce precision components for advanced technology machining.

Job growth and economic development strategies are discussed in much more detail in the Economic Development Chapter of this document. Figure 1-10 displays agricultural sector employment and total non-farm industry employment projections for the Bay Area Workforce Development Area.

Figure 1-10: Industry Projections for Bay Area Workforce Development Area, 2018-2028

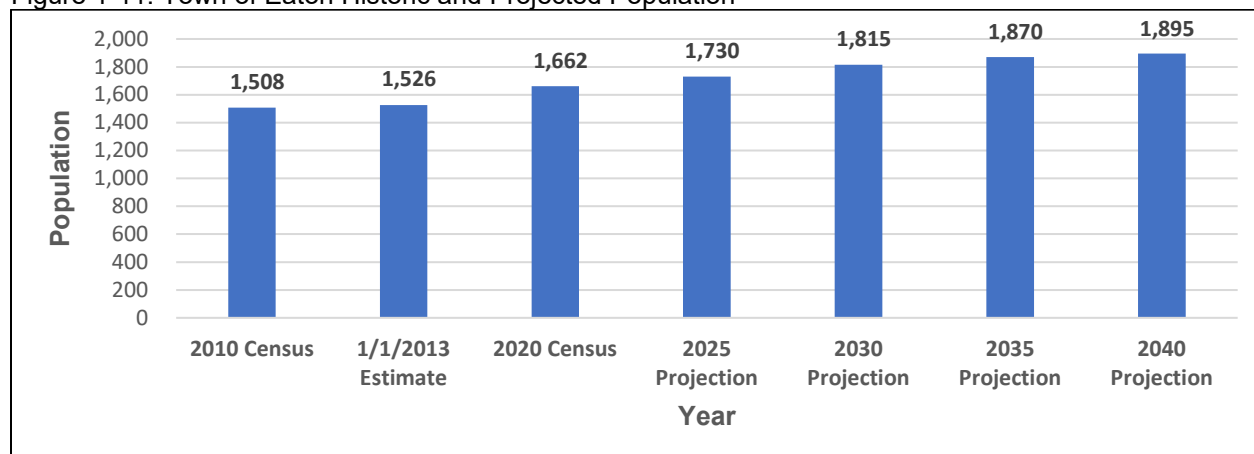
Industry Title	Employment		Ten-Year Change	
	2018 Estimate	2028 Projected	Numeric	Percent
Total Non-Farm Employment	457,622	474,451	16,829	3.68
Agricultural Workers	3,101	3,222	121	3.9
Goods Producing	120,433	120,871	438	0.36
Natural Resources and Mining	5,277	5,554	277	5.25
Construction	21,695	23,966	2,271	10.47
Manufacturing	93,461	91,351	-2,110	-2.26
Services Providing	316,057	330,375	14,318	4.53
Trade, Transportation, and Utilities	80,700	83,226	2,526	3.13
Information	3,482	3,100	-382	-10.97
Financial Activities	24,892	25,722	830	3.33
Professional and Business Services	40,144	44,203	4,059	10.11
Education and Health Services	78,355	84,076	5,721	7.3
Leisure and Hospitality	41,886	42,537	651	1.55
Other Services (except Government)	24,236	25,021	785	3.24
Government	22,362	22,490	128	0.57
Self Employed	21,132	23,205	2,073	9.81

Source: Office of Economic Advisors, Wisconsin Department of Workforce Development, December 2018

Population and Housing Forecasts

In 2013, the Wisconsin Department of Administration (WDOA) released the updated population projections for Wisconsin municipalities through 2040. According to these projections, the Town of Eaton is expected to grow from the 2010 Census total of 1,508 residents to 1,730 residents by 2025, 1,815 residents by 2030, and 1,895 residents by 2040. This is a projected increase of 233 residents over the next 18 years. It is important to note, the population projections do not take into account the 2020 census numbers. The population projections will be revised by the Wisconsin Department of Administration with the 2020 Census information in the near future. The Town's past and projected populations are shown in Figure 1-11.

Figure 1-11: Town of Eaton Historic and Projected Population



Source: U.S. Census Bureau 2010 and 2020; Wisconsin Dept. of Administration Projections, 2013

Based on the total population projections supplied by WDOA, Eaton can expect to add approximately 233 residents by 2040. Using the 2020 census average household size of 3.01 people per household for the Town to estimate its future housing needs, Eaton will need approximately 77 additional housing units to accommodate the projected 2040 population. The comprehensive plan's Housing Chapter provides a more detailed analysis of the Town's current and future housing needs, and the Land Use Chapter identifies current and future trends in various types of housing development and Town policy recommendations.

Summary

The goals and objectives for the Town of Eaton Comprehensive Plan reflect the results of the town-wide visioning session and, accordingly, Town residents' visions for the next 20 years. The Town of Eaton wants to preserve its rural community feeling and appearance but also allow some development on smaller parcels so local landowners may realize income from their investment in the land.

The Town is experiencing lower population growth when compared to Brown County as a whole. However, as evidenced by the table of Employment Industries, the new residents are likely not involved in agriculture since only 2.2% of the population was employed within the agricultural industry. Dealing with the increasing population and weighing the demands of increased development pressures with the desire of the Town residents to maintain the Town's rural atmosphere and agricultural production will require much thought and foresight by the Town's residents, planning commissioners, and elected officials.

Chapter 2 - Land Use

The purpose of the plan's land use section is to compile an inventory of the existing land use patterns and to recommend a direction for future development that is consistent with the desired character of the community.

Existing Land Use

In order to plan for future land use and development in Eaton, it is necessary to consider existing land uses and development trends. A land use inventory, which classifies different types of land use activities, is an important means of identifying current conditions. In addition, by comparing land use inventories from previous years, various trends can be discerned which are helpful in establishing the plan for future land use.

The Brown County Planning Commission conducts a countywide land use inventory every five to ten years. Fieldwork for the most recent inventory for the Town of Eaton was completed in 2019 and 2020 and updated in June 2022. Using these data, the various land use categories were broken down by acreage. Figure 2-1 compares the 2012 and 2020 land use composition of the Town, and Figure 2-2 shows the location of the 2012 land uses within the Town.

Residential Land Uses

Of the developed land uses, residential land use is the dominant category. Over the past 10 years, residential land uses increased 36.3 percent from 935.1 acres in 2012 to 1274.2 acres in 2022. The presence of reasonably affordable developable land, desire for larger country lots, and proximity to the Green Bay Metropolitan Area has helped contribute to this trend.

Residential development is generally scattered throughout the Town, with a larger subdivision located to the east of CTH P.

Housing diversity in Eaton is extremely limited to almost exclusively single-family residential homes. Considering the lack of public services (primarily public sewer and water) necessary to support more diversified housing, it is unlikely this will change in the foreseeable future.

Commercial Land Uses

Commercial land uses occupied 70.5 acres (0.45 percent) of land in 2022 as compared to 50.6 acres in 2012. The primary commercial area in the Town is in the community of Poland where there is a convenience store and a restaurant/banquet hall. There are other individual commercial uses in the Town, with most of them also being located along STH 29 but outside of Poland.

Industrial Land Uses

Industrial land uses occupied 33.6 acres (0.22 percent) of the Town in 2022 as compared to 53.1 acres in 2012. Industrial uses generally consist of a few manufacturing/ fabricating businesses and warehouses scattered around the Town.

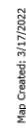
Figure 2-1: Town of Eaton Year 2012 and Year 2022 Land Use Acreage

Land Use	2012 Total Acres	2022 Total Acres	2022 Percentage
Single-Family Residential	935.1	1274.2	8.18%
TOTAL RESIDENTIAL	935.1	1274.2	8.18%
Retail Sales	23.4	25.0	0.16%
Retail Services	27.2	45.5	0.29%
TOTAL COMMERICAL	50.6	70.5	0.45%
Manufacturing	25.8	2.8	0.02%
Extractive	0.0	0	0.00%
Open Storage	5.4	3.9	0.03%
Enclosed Storage	21.9	26.9	0.17%
TOTAL INDUSTRIAL	53.1	33.6	0.22%
Streets and Highways	558.6	559.1	3.59%
Railroads	26.3	26.3	0.17%
TOTAL TRANSPORTATION	584.9	585.4	3.76%
Radio/Television Stations	1.5	1.3	0.01%
Natural Gas Substations	N/A	1.4	0.01%
TOTAL COMMUNICATION/UTILITIES	1.5	2.7	0.02%
Government Administration	3.8	3.8	0.02%
Religious-Related	2.7	6.3	0.04%
TOTAL INSTITUTIONAL/GOVERNMENTAL	6.5	10.1	0.06%
Parks/Playfields/Athletic Fields	85.5	84.5	0.54%
Golf Courses/Driving Ranges	11.0	11.1	0.07%
Boat Launch/Water Access Areas	0.4	1.0	0.01%
TOTAL OUTDOOR RECREATION	96.9	96.6	0.62%
Cropland/Pasture/Open Space	10,075.2	9,704.1	62.29%
Long-Term Specialty Crops	0.0	0.0	0.00%
Animal Husbandry	N/A	41.7	0.27%
Agricultural Buildings	380.8	373.7	2.40%
Commercial Forests	N/A	21.3	0.14%
TOTAL AGRICULTURE	10,456.0	10,140.8	65.09%
Woodlands	1,412.6	1,389.1	8.92%
Other Natural Areas	1,857.3	1,861.8	11.95%
Lake and Ponds	108.7	113.8	0.73%
Wildlife Refuge ²	15.6	0	0.00%
TOTAL NATURAL AREAS	3,394.2	3,364.7	21.60%
GRANT TOTAL	15,578.8	15,578.6³	100.00%

² The Wildlife Refuge category was absorbed into other natural area categories in the 2022 inventory.

³ Grand Totals do not match due to differences in rounding.

Figure 2-2



Governmental / Institutional Land Uses

Governmental/Institutional uses have slightly increased from the 2012 land use inventory, from 6.5 acres in 2012 to 10.1 acres (0.04 percent) in 2022. Governmental/Institutional land uses are primarily located in Poland, where the Town Hall/Fire Station, cemetery, and a chapel are located.

Outdoor Recreation Uses

Although it appears that 2022 outdoor recreation totals (96.9 acres and 0.62% of the total) remain unchanged from the 2012 land use inventory (96.9 acres). The primary outdoor recreation area is the Lily Lake Recreation Area. Additional outdoor recreation land uses include the Polish Legion of American Veterans ball diamond and Bisbee Driving Range.

Agricultural Land Uses

The 2022 land use inventory identified 9,704.1 acres of active agricultural lands (62.29 percent) within the Town of Eaton, not including farm buildings, as compared to the 2012 land use inventory of 10,075.2 acres of active agricultural lands. Although still overwhelmingly agricultural, the Town has lost 315.2 acres of agricultural land between 2012 and 2022. When adding 315.2 lost between 2012 and 2022 and the 651.9 acres lost between 2002 and 2012, the agricultural lands lost over the past 20 years totals approximately 967.1 acres. It is important to note the loss of agricultural lands was somewhat tempered over the past 10 years, which may be due to policy changes instituted by the Town, including a maximum two-acre residential lot within the flexibility of the sliding scale zoning ordinance. However, the reduction in agricultural lands is due to residential development and formerly agricultural lands turning fallow.

Natural Areas

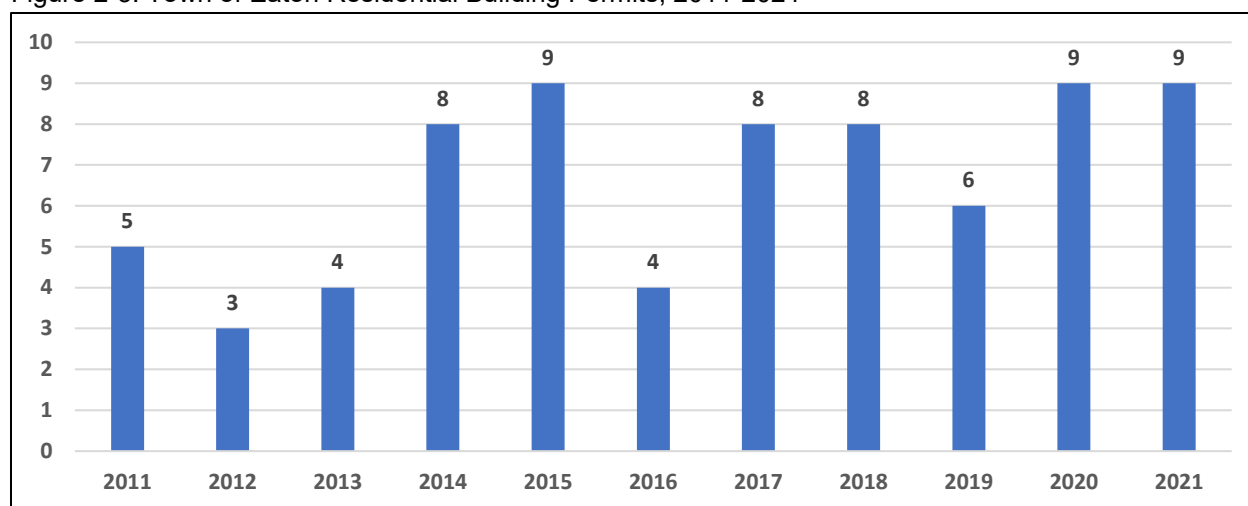
The western third of Eaton contains most of the Town's natural areas. There are several pocket wetlands, small ponds, hills, and ravines running roughly from the northwest corner of the Town south to Lily Lake County Park. There is also a large woods and wetland complex adjacent to the Fox Valley & Superior line that traverse the southwestern corner of the Town. In the eastern half of the Town, natural areas are primarily limited to areas along the small creeks and streams that flow through the area. Overall, Eaton has approximately 3,364.7 acres (21.60 percent of the Town total acreage) of natural areas including wetlands, woodlands, Lily Lake, Middle Lake, Third Lake, and other riparian areas. This is a slight decrease of 30.5 acres from the 2012 acreage, which is likely due to improvements in air photo quality and individual staff interpretation conducting the inventory.

Land Use Trend Analysis

Supply and Demand

According to the Town of Eaton building permit files, between 2011 and 2021, a total of 73 residential building permits were approved. As shown in Figure 2-3, the total number of residential building permits was in the single digits each year.

Figure 2-3: Town of Eaton Residential Building Permits, 2011-2021



Source: Town of Eaton

Land Prices

According to the Wisconsin Department of Revenue's Agricultural Statistics, in 2021, Brown County had 7 land transactions totaling 307 acres of agricultural land continuing in agricultural use, with an average value of \$9,424 per acre⁴. The assessed value per acre of agricultural land in 2021 was \$222.

In 2008, the Brown County Land Information Office (LIO) performed an analysis of land sales across Brown County comparing the sale price with acreage. This data was further refined for Eaton by only reviewing "arms-length" sales (those sales that did not appear to be heavily discounted due to family, business partners, etc.) for both residential parcels and farmland acreage. In reviewing the data for the Town of Eaton, land sold for use as farmland sold for an average of \$6,567 per acre. This is considerably lower than the average price per acre for land sold for residential use of \$11,415. Of course, the price varied depending on location; however, these two measures appear to be consistent with other rural towns in Brown County.

Opportunities For Redevelopment

The Town addressed the one area that appeared prime for redevelopment by building a new town hall and fire station on the site of the former Ss. Cyril and Methodius Parish Church. Other opportunities for redevelopment are limited to older individual homes and buildings within the Town that could use some general maintenance and repair.

Existing and Potential Land Use Conflicts

As the Town of Eaton continues to grow, new residents will encounter active farming operations. It is important that new residents in these areas are made aware of the active farms, as well as the sights, odors, sounds, and other activities that characterize farming operations. Every effort should be made to ensure that the existing farming operations are not negatively affected by development. Potential future industrial and commercial development in Eaton, as well as potential expansion of existing industrial and commercial development, should be done so as to not adversely affect adjoining lands and uses. Building and landscaping techniques should be used to negate any potential negative impact.

⁴ State of Wisconsin Department of Revenue Agriculture Statistics.
https://public.tableau.com/app/profile/research.policy/viz/AgriculturalStatistics0_1/Story1?publish=yes

20-Year Projections In 5-Year Increments

The State of Wisconsin Comprehensive Planning Law requires communities to project their future land use needs for residential, commercial, industrial, and agricultural lands for a 20-year period in 5-year increments. In order to determine how much land the Town of Eaton will need to continue to grow at its current rate, the land use inventories for 2012 and 2022 were first compared (see Figure 2-4).

The Issues and Opportunities Chapter stated, based on the 2020 census and recent population projections, Eaton's population is expected to grow by approximately 233 people between the years of 2020 and 2040. Based on the average of 3.01 people per household in the Town, there will be a need for approximately 77 additional housing units over the timeframe of this plan.

Based upon the Town of Eaton Zoning Ordinance which allows a maximum of two acres (with exceptions) per residential home, it can be reasonably expected that an additional 154 acres of residential land will be needed to meet the projected demand for residential development through the year 2040.

The land use inventory found the ratio of land uses in the Town of Eaton is currently approximately 18 acres of residential development for every 0.06 acres of commercial development, 0.03 acres of industrial development, 0.07 acres of recreational development, 0.46 acres of transportation infrastructure, 0.007 acres of communication/utilities infrastructure, 0.007 acres of institutional/governmental facilities, and 8.0 acres of agricultural lands for every acre of residential development. Applying the 2022 land use ratios to the projected 154 acres needed for future residential development yields the need for another 9 acres of commercial land, 5 acres of industrial land, 11 acres of recreational land, 71 acres of transportation infrastructure, 1 acres of communication/utilities infrastructure, and 1 acres of governmental/institutional facilities during the 20-year planning period, thereby totaling 252 acres of land. Figure 2-4 provides a trend analysis of residential, commercial, industrial, and agricultural land uses for the years of 2012 and 2022.

Figure 2-4: Eaton Land Use, 2012 and 2022

Land Use	2012 (Total Acres)	2022 (Total Acres)	Total Change 2012 - 2022
Residential	935	1274	339
Commercial	51	71	20
Industrial	53	34	-19
Agricultural	10,075	9,704	-371

Based on the past 10 years of population growth, population projections, and current land uses within Eaton, it is assumed a base level of approximately 252 additional acres of land will be needed to accommodate the Town's growth over the next 20 years. In order to account for market factors, such as the willingness of property owners to sell land for development, a flexibility range of 5-15 percent of the required acreage was factored into the total, resulting in a range of 265 acres of new development on the low end to 290 acres of new development on the high end over the next 20 years. The acreage range is based on the underlying assumptions regarding population growth, residential density, and land use ratios continuing to hold true. It is important to note even relatively minor changes in any of these three factors could significantly impact the projected future acreage required for the Town of Eaton. Figure 2-5 identifies the five-year growth increments for the Town of Eaton. The increments are based on past trends and the projected future acreage requirements of the Town of Eaton.

Figure 2-5: Five-Year Growth Increments for the Town of Eaton*

Use	Year				
	2022 (existing)	2025	2030	2035	2040
Residential	1274 acres	1,319 acres	1,375 acres	1,412 acres	1,429 acres
Commercial	71 acres	73.3 acres	76 acres	78.3 acres	81 acres
Industrial	34 acres	35.3 acres	37 acres	38.3 acres	40 acres
Agricultural	9,704 acres	It is expected agricultural land uses within the Town will continue to decrease as they are converted to other uses.			

*Differences in projected acreages between the table and the paragraph above are due to rounding.

Future Land Use Recommendations

In order for the Town to strive toward achieving its overall goals and more specific objectives, a “three-pronged” approach to preserving farmland, while allowing some development, is recommended. The three approaches include continuing to utilize the Town’s “sliding scale zoning,” allowing and encouraging conservation by design subdivisions, and promoting the development of a “town center” in the community of Poland through the standard rural subdivision process but with a mixing of commercial, recreational, and institutional uses.

Sliding Scale Zoning

The Town of Eaton wants to ensure that all residents are treated fairly in regards to the ability to sell some land as a means of income. This has been the Town’s stance over the past number of years, and in order to allow all residents who have a large enough parcel of land to develop, the Town has been utilizing a sliding scale zoning application within its zoning ordinance. The sliding scale enforced within the Town’s agricultural zone controls the number of parcel splits that are allowed to occur within the zone and, consequently, the number of houses that can be built. The sliding scale is identified in Figure 2-6.

Figure 2-6: Town of Eaton Sliding Scale Zoning Ordinance

Area of Lot of Record at the Time of the Effective Date of the Ordinance	Maximum Number of Parcel Splits
0 – 3.99 acres	1
4.00 – 10.99 acres	2
11.00 – 20.99 acres	3
21.00 – 40 acres	4
40+ acres	1 additional split for every 10 additional acres of land

New development in the Town utilizing the sliding scale zoning should preferably occur in areas that are considered non-prime farmland soils. Areas that are also wooded, hilly, adjacent to ravines, and small wedge-type that are difficult to farm are some of the physical characteristics where residential development should be steered. Other location factors include areas adjacent to existing houses or other development.

In order to minimize the residential fragmentation of agricultural land, the Town of Eaton established a two-acre maximum lot size for new residential parcels following adoption of the 2003 Comprehensive Plan in

its zoning ordinance. In addition to the two-acre maximum, the Town provides the following flexibility to property owners looking to divide their property in Article VI(A) of the Town's Zoning Ordinance⁵:

- One bonus parcel split may be awarded if the new single-family or two-family parcel splits are grouped together on nonproductive agricultural land as mapped in the 2003 Town of Eaton Comprehensive Plan, or the new parcel splits are grouped together adjacent to other previously developed parcels.
- Any parcel created and recorded after March 5, 1990 shall be considered an allocated parcel split and will count towards the maximum number of parcel splits allowed per lot of record as described in Article VI-5.
- Exception: A new parcel larger than two acres but not larger than ten acres may be created with combining available splits when it contains an existing home and farm buildings for the creation of a hobby farm. This action will count as one split and will count towards the maximum number of parcel splits allowed per lot record, as described in Article VI-5.

Although the sliding scale zoning in combination with the two-acre maximum lot size has slowed the fragmentation of agricultural land in the Town of Eaton, there are a number of existing 20 acre and smaller parcels of land that have used up all of their allocated splits. The Town would like to encourage the further subdivision of these existing 20 acre and smaller parcels of land rather than creating additional parcels from large agricultural parcels simply because the 20 acre and smaller parcels are out of available splits.

The Town should revise its sliding scale zoning ordinance to encourage the further division of the existing 20 acre and smaller parcels that have used up all of their splits by granting additional splits to these parcels. In order to accomplish this in a manner that is fair to all Town property owners, the Town will need to accomplish the following:

- Review the requirements of the Wisconsin Working Lands Initiative to ensure proposed changes are not contrary to Chapter 91 of the Wisconsin Statutes.
- Inventory all existing non-Working Lands Initiative 20 acre and smaller parcels of land within the Town.
- Set up two “agricultural” zoning districts – one for parcels within the Working Lands Initiative (depicted on Figure 2-8) that are eligible for the Farmland Preservation Tax Credit and subject to the applicable requirements of the Working Lands Initiative and a second general agricultural district that would not be certified for the Working Lands Initiative and therefore eligible for additional development.
- Apply the two-acre maximum residential lot size to each of the 20 acre or less “general agricultural” parcels to identify a maximum gross split potential on each parcel, while also keeping in mind the need for road right-of-way to reach portions of parcels not on existing roadways. Therefore, a 20-acre parcel would likely yield four splits instead of five.
- Determine how many of the available gross splits should then be applied to each “general agricultural” 20 acre and smaller parcels based on the gross allowable amount minus road right-of-way.
- The gross allowable splits could then be combined to create larger lots if the two-acre maximum is too small for certain potential buyers of the additional lots.
- As this process will increase the density of homes within the Town, it will be necessary to start identifying future road connections to avoid creating a series of individual 20 acre “pods” of homes with streets that are disconnected from the rest of the Town.

The Future Land Use Map identifies areas around the Town of Eaton where residential development has historically clustered together. The Town would like to encourage additional residential development in these areas that are identified on the Future Land Use Map.

⁵ Town of Eaton Code of Ordinances, Adopted March 5, 1990 and amended December 1, 2000, page 36.

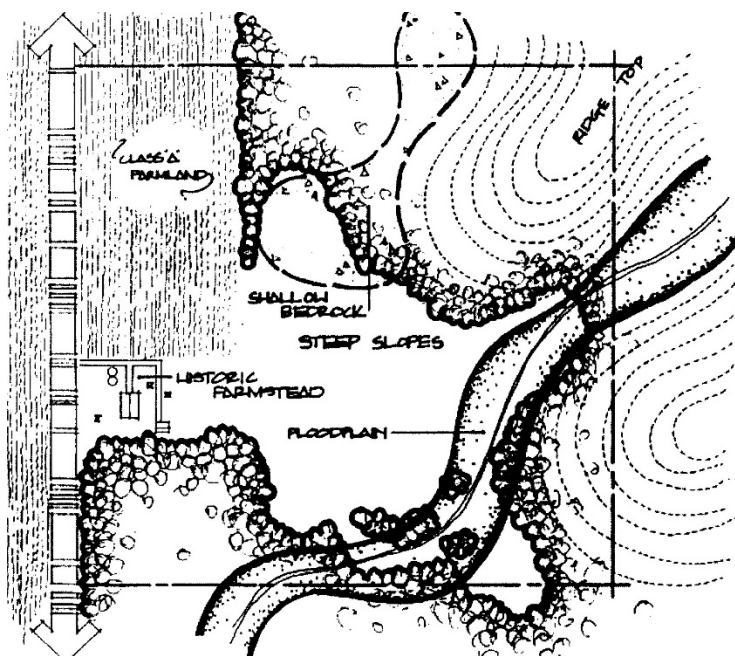
Conservation By Design Subdivisions

Conservation by Design Subdivisions are a subdividing method that focuses on maintaining open space and conserving significant natural and cultural features. This is accomplished by preserving a significant portion of a development site as undivided open space with the remaining land uses for the house lots and necessary roads. The open space is permanently preserved through conservation easements. It is important to note that a conservation by design subdivision provides the landowner with the same number, or possibly more, lots than could be accomplished through a conventional subdivision.

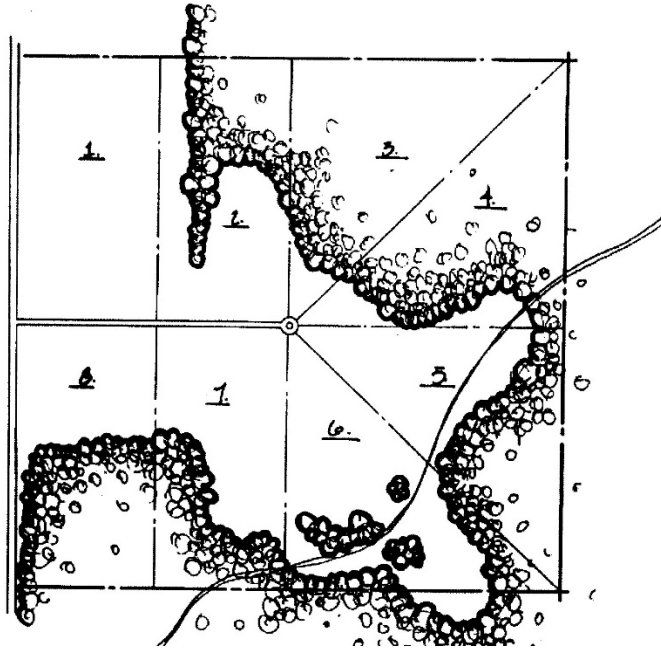
As a method for maintaining Eaton's desired rural character, the conservation by design development concept is a key tenet of the Eaton comprehensive plan. This method of development is not new to Brown County, as it has been successfully implemented in the Village of Howard, as well as the Town of Glenmore. This technique can help the Town preserve many of the natural and agricultural features that first attracted new residents by improving the design of future residential developments.

The conservation by design example below uses the same number of house lots from the conventional layout but completely alters the design by simply reducing the lot size and being sensitive to the environmental features in order to preserve farmland. The following sketches are from "A Model Ordinance for a Conservation Subdivision" prepared by the University of Wisconsin Extension.

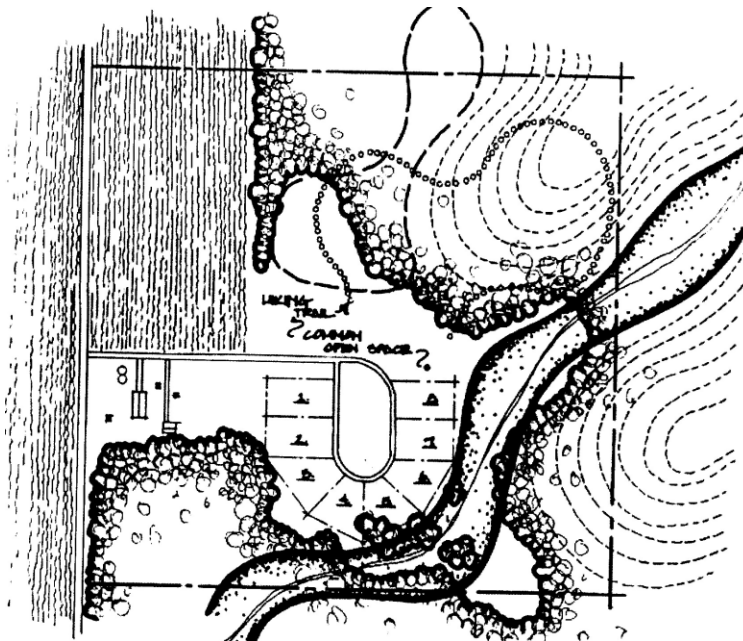
Step 1: Inventory and mapping of existing resources for a hypothetical 40-acre site.



Step 2: Development yield as permitted under existing ordinances (zoning, etc.) for the 40-acre site and assuming a 5-acre minimum lot size zoning standard. Eight lots would be permitted under this scenario.



Step 3: Concept map of the conservation subdivision showing the eight lots that would be permitted, plus the historic farmhouse, which would be preserved, for a total of nine dwelling units.



The table below highlights differences between conventional subdivisions and conservation designed subdivisions.

Conventional	Conservation
All parts of the tract are either house lots or roads.	Close to half of the site is undivided open space or agricultural land that can be permanently preserved.
View from across the road to the trees and creek is disrupted, and houses can be seen in all parts of the development.	View from across the road to trees and creek is almost entirely preserved.
Only four property owners have access to parts of the creek.	All property owners have access to the length of the creek.
No common space; each lot owner only has use of his own five-acre parcel.	Creates a number of common open space areas with a large area remaining for active agricultural use.
No pedestrian-ways unless sidewalks are included in the construction of the roads.	Trail network can be completed and can link with neighboring subdivisions.
No area for neighborhood facilities.	Central green area can include children's play area, shelter, or other amenities.

Given the strong desire of Eaton's residents to retain the Town's rural character and preserve its natural features and farmland, the conservation by design subdivisions offer a preferable alternative to typical subdivisions with large house lots blanketing entire tracts of land. While standard rural subdivision development is still allowed to occur outside of Poland, the developer of the standard rural subdivision must show the Town's Planning Commission and Board why a conservation by design subdivision would not work in the particular area.

There are several recommendations relating to conservation by design developments. They include:

- Conservation by design should be the preferred method for future residential subdivisions outside of the community of Poland, while still allowing for standard rural subdivisions if the developer can show the Town Planning Commission and Board why a conservation by design subdivision would not work in that particular area for various reasons, such as there being no natural or agricultural features to work around and no parkland/greenspace desired by the Town.
- Require a minimum of 30 percent of the acreage of the conservation by design subdivision to be dedicated to open space, natural areas, or agricultural uses. The 30 percent requirement can include undevelopable land, such as wetlands, creeks, stormwater management facilities, and other water features, in the calculation.
- The Town should work with Brown County in reviewing and permitting conservation by design subdivisions as provided in the Brown County Land Division and Subdivision Ordinance.
- To ensure that each conservation by design subdivision meets the density requirements set by the Town, yield plans should be required to determine the maximum number of home sites allowed. Each yield plan would show how many lots could be created if the tract were subdivided conventionally using a standard minimum lot area and width. The total number of lots under the yield plan then becomes the total number of home sites allowed within the conservation by design subdivision.
- Prime agricultural land, in addition to natural resource features, such as wetlands, steep slopes, and floodplains, should be included within the preserved open space to the greatest extent possible. Additional features that the Town feels adds to its rural character, such as blocks of upland woods, should be identified as secondary conservation areas and are preferred for the balance of the open space areas, if needed.
- The open space within the conservation by design subdivisions should be owned by any of the following four entities: land trust, homeowners association, individual landowner, or Town and should be spelled out and agreed upon in writing before the subdivision is approved.

- The uses allowed in the open space areas should be limited to agricultural uses, conservation practices, and passive recreation, such as trails. However, active recreation areas, such as playgrounds and ball fields, could be considered on a case-by-case basis.
- Allow the development of concurrent conservation by design subdivisions in different parts of the Town. However, the Town will need to ensure that the supply of available lots within platted conservation by design subdivisions does not exceed the demand for the lots in the Town.

Poland Town Center

The unincorporated community of Poland, located at the intersection of STH 29 and CTH T in the physical center of the Town, has long been the social and cultural hub of Eaton. Located in Poland is a gas station/convenience store, a small school, restaurant/banquet hall, and town hall/community center. Additionally, there are a number of homes located along STH 29 in Poland.

Poland should continue to serve the existing needs of the community through the businesses and services that are already there, and if new businesses or services look to develop in Eaton, they should be strongly encouraged to locate in Poland. The town center is envisioned to be the focal point for the Town of Eaton with a mixture of residential, commercial, recreational, and institutional uses. However, due to the lack of public sewer or water, the density of development will not be as high as would be found in other places with these services.

Future rural residential development in the Poland area should be based upon the concept of neighborhoods, while acknowledging that the density that typifies most neighborhoods will not be attainable due to a lack of public sewer or water facilities. A neighborhood should be more than just a housing development by itself. It should also possibly include recreational uses, such as a neighborhood park, institutional uses, such as churches or schools, and neighborhood commercial uses, which provide goods and services geared primarily for the surrounding residents. This plan encourages that future rural residential subdivision development be placed in neighborhoods of about 160 acres in size (1/2 mile square). This is designed to create neighborhoods large enough to support services and amenities that meet some of the needs of daily life but small enough to be defined by pedestrian comfort and interest. This size range is based on a five-minute walking distance (about a quarter mile) from the edge of the neighborhood to its center and a 10-minute walking distance (about a half mile) from edge to edge of the neighborhood. Neighborhoods can, however, be smaller or larger depending upon circumstances, such as the location of main streets, topography, and natural features.

The recommendations for future land use within the Poland area emphasize characteristics that can help make any neighborhood walkable, livable, and varied. In addition to the concepts discussed in this chapter, the review of future development proposals should consider these broad characteristics:

Walkable, meaning that pedestrians can easily reach everyday destinations and that an area can be traversed in about 10 minutes. Several enjoyable route choices should also be available for pedestrians.

Livable, meaning that a neighborhood is safe with a focused center and easy access by various means of travel to schools, shopping, and services that meet many of the needs of its residents.

Varied, meaning that a variety of buildings, spaces, and activities are included and are designed and operated in harmony with the residential character of the neighborhood without disruption from highly contrasting buildings or activities that relate only to themselves.

Preferably, new rural residential subdivision developments in the Poland area should be grouped around (or otherwise include) public spaces, such as streets, parks and outdoor spaces, schools, places of worship, and other shared facilities.

If through the course of the timeline of this plan it becomes necessary to identify additional commercial areas around Poland, nodes of commercial activity or neighborhood centers should be situated at the edges of the rural residential neighborhoods, such as at the intersections of major streets. These neighborhood centers would be an alternative to the linear commercial strip development that often occurs along major roads (such as STH 29) and is not pedestrian- or bicycle-friendly. The proposed nodes of neighborhood activity should be relatively small (about 10 acres) and should contain a mixture of retail, services, and institutional uses geared to serving the immediate area rather than the entire community or region. In this manner, many of the goods and services that residents rely on would be within walking distance. The neighborhood centers would also tie together the residential neighborhoods adjoining them.

Street Networks

The design of the street network has a huge impact on the character and form of development, particularly residential areas. It is critical that streets be laid out and designed to be compatible with the rural residential neighborhood concept while fulfilling their inherent transportation function.

As residential areas are developed, it is important for the Town to think ahead to when and where new streets should be developed to create a well-connected street pattern. Blocks should follow topography, but well-connected enough to be conducive to walking, block lengths should be no longer than approximately 600 feet. The street network should connect to the adjacent neighborhood commercial centers and extend out into the surrounding neighborhoods. Selected streets should extend into and through the adjacent commercial area to provide convenient access from all sides of the center.

Traffic Calming

For a road network to provide a desirable residential environment, it must be designed to discourage excessive speeding and cut-through traffic. Street widths and corner curb radii should be as narrow as possible while still providing safe access for emergency and service vehicles. Traffic calming techniques, such as curb extensions and other specialized measures, can be used to slow and channel traffic without hampering convenience, direct access, and mobility.

Pedestrian Network

Neighborhoods should have a connecting network of sidewalks, walkways, and bike paths leading to small neighborhood parks, open spaces, schools, shopping and service activities, and other public and quasi-public spaces. On long blocks, intermediate connections in the pedestrian network should be provided with a maximum distance of about 600 feet between walking connections. Pedestrian connections are a great benefit to neighborhoods and should be given greater consideration in new developments. This and other multi-modal transportation concepts are addressed in greater detail in Chapter 3 of the plan.

Neighborhood Connectivity

Greater connectivity between and within neighborhoods is also recommended. The design of future residential developments must take into consideration pedestrian and bicyclist movements, in addition to providing convenient access for automobiles. There should be an emphasis on walkways, trails, and bike paths leading to the various public and quasi-public spaces. Each neighborhood should have many ways to get into and through it by driving, walking, and bicycling. Streets should knit neighborhoods together rather than form barriers. The intent is for residential developments to form neighborhoods that evolve to be part of the broader community, avoiding “islands” of separate subdivisions or freestanding individual complexes attached to the rest of the community strictly by one or two entrances for auto traffic.

The concept of continuing and enhancing the mixed uses around Poland rather than creating stand-alone single-use developments is a common theme throughout the Future Land Use section of this chapter. Figure 2-7 shows the future land use plan for the Town.

Design Issues

The Town should encourage design elements, such as streetscaping, flags, banners, seasonal decorations, and signage controls, to aesthetically integrate individual land use areas. It is recommended that the Town also concern itself with the design of the main entrance corridors to Poland along STH 29. These entrances help to establish the overall character of Poland so the Town should make them as attractive as possible.

Establishing design criteria for new businesses is another effective way of ensuring high quality development. Parking lot landscaping standards should be enforced, including using landscaped “islands” within large parking lots and placing parking behind buildings instead of in front of the buildings.

Street trees have a tremendous positive visual impact on the streetscape. As trees planted along the edge of streets mature, they can often become the defining element of a neighborhood. Existing trees should be incorporated into the design of conservation by design subdivisions and new trees planted within new rural subdivisions in the Poland area.

Redevelopment Opportunities

Due to the rural nature and scattered development pattern of the Town, there are no readily apparent redevelopment opportunities.

Other Future Land Uses

Commercial

Commercial uses should be allowed at major intersections in nodes, rather than in strips along the entire length of a road, county trunk, or highway. These uses should serve the local residents, as well as those commuting to the Green Bay area from points east of Eaton on STH 29. Specific nodes of commercial development should be encouraged in Poland around the intersection of STH 29 and CTH T, at the intersection of STH 29 and CTH P and the intersection of CTH JJ and CTH QQ. Existing commercial uses that are scattered throughout the Town should be encouraged to remain in business by allowing for the expansion of these operations if they do not negatively impact existing residents or farming operations.

A small business park was platted on CTH QQ between CTH JJ and Willow Road. To date, there have been no street improvements or businesses located within the plat. However, it is important for the Town to market this site when approached by businesses looking for vacant land that is already zoned commercial.

Industrial

The few scattered industrial uses in the Town should be encouraged to remain in order to continue to provide convenient welding, machining, and storage to the Town's residents and agricultural producers. Over the course of the plan, there may be a need for additional small-scale industrial uses. They should also be encouraged to locate near existing industrial uses and be located on either STH 29 or one of the county trunk highways in nodes, rather than strips along the highway, to better handle the increased truck and automobile traffic associated with industrial use, as well as to not interfere with existing agricultural or residential uses.

Agriculture

Agriculture will continue to be the dominant land use within Eaton over the 20-year timeline of this plan. There are a number of large and small active farms located within the Town. The Town should continue to

work with these landowners to ensure that the Town's development policies do not interfere with the continuing operation of the farms. To this end, development activities should be limited within the agricultural areas of the Town to the activities and recommendations detailed in the sliding scale zoning and conservation by design subdivision discussion.

The Town has adopted a map depicting the lands that are participating in the Wisconsin Working Lands Initiative, which provides a state income tax credit to qualified landowners. The Town undertook a comprehensive effort to work with its property owners to identify those areas of the Town that will likely remain in agricultural production over the next 15-20 years based on such factors as soil productivity, its comprehensive plan at the time, environmentally sensitive areas, and input from Town residents. The Town-identified areas were then incorporated into the Brown County Farmland Preservation Plan. The Working Lands Initiative areas are depicted in Figure 2-8. Where there are conflicts between the Future Land Use Map and the Intensive Agricultural Areas Map, the Intensive Agricultural Areas Map supersedes all other future land use classifications.

Specific requirements to participate in the program include:

- The subject properties are identified in the Brown County Farmland Preservation Plan and zoned for agriculture within a State of Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP) certified agricultural zoning district.
- The person farming the properties makes at least \$6,000 a year or \$18,000 over a rolling three-year period in gross farm receipts (lease/rent payments may not be counted).
- The properties are in compliance with state soil and water conservation standards as certified by the Brown County Land and Water Conservation Department.
- All property taxes owed from previous years are paid.

In order to rezone lands from the certified agricultural zone (farmland preservation zoning district) to a non-certified zone, under Chapter 91 of the Wisconsin State Statutes, a "findings of fact" must first be made by the Town Board. The findings of fact must be made in writing, after the public hearing, as part of the official record and find in the affirmative the following requirements:

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

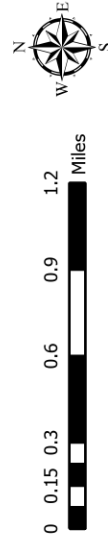
Additionally, the Town must report all rezones out of a farmland preservation zoning district to DATCP by March 1 of the following year. Rezoning out of the identified intensive agricultural areas should only be done when the aforementioned bullet points are met, is consistent with the comprehensive plan of the Town of Eaton, or is part of a comprehensive rezoning of the Town.

Figure 2-7



Map Created: 3/17/2022

Farmland Preservation Areas as of Jan. 2022



Natural Areas and Recreation

The Town does not currently provide any parks or organized recreation opportunities for its residents. However, the Polish Legion of American Veterans (PLAV) provides and maintains a lighted softball diamond adjacent to the Brown County-owned Lily Lake Park.

Park and recreation standards typically indicate that 12 acres of recreational land should be provided per 1,000 people. Based on a 2020 population projection of 1,727 people, the Town will need approximately 21 acres of recreational land. Currently, Lily Lake Park provides a total of 80 acres of public land for residents to enjoy; however, much of the land around the park is too wet for active recreation opportunities.

Recently, a local group has refurbished the former softball field just east of the Town Hall and is using it for league games. This would also be a good location for a small playground structure for children to utilize during softball games and for all residents of the Town during other times. A playground structure would help to enhance Poland as the social center of Eaton. The Town should work with the Wisconsin Department of Natural Resources, local residents, the softball league, and local service groups to begin fundraising for a new playground structure for this location.

The Brown County Open Space and Outdoor Recreation Plan recommends the expansion of Lily Lake Park to include all of Middle Lake to the south and Buyarski Road to the northeast. The Town and Brown County Parks should continue to cooperate regarding the use and future development of Lily Lake Park.

If the existing Fox Valley & Lake Superior rail line that crosses the southwestern corner of the Town is ever abandoned, it is recommended in the Brown County Open Space and Outdoor Recreation Plan to be converted to a multi-use trail similar to the Mountain-Bay Trail. The trail would link the Town to the Green Bay Metropolitan Area to the northwest and to the Village of Denmark to the south.

The natural areas in the Town, in conjunction with the agricultural lands, provide the Town with the rural character that Town residents cherish. In order to further the goal of preserving the rural character of the Town, environmentally sensitive areas (ESAs), such as wetlands, floodways, and steep slopes, should instead be placed in conservancy or integrated into the greenspace areas of conservation by design subdivisions. These features should then be integrated into the design of all developments as amenities for passive recreation and held in common ownership.

Transportation

Based on the results of the Intergovernmental Chapter research and discussion with the Village of Bellevue, a major addition to the comprehensive plan update is the identification of an extension of Northview Road south to CTH JJ and eventually south to STH 29. A second road connection would extend H-E Townline Road east to the proposed Northview Road extension. Although the Town will not be proactively purchasing the right-of-way and constructing the roads, the Town wanted the property owners within the area to incorporate these connections if/when they decide to develop their property.

Summary

The Town of Eaton Comprehensive Plan recommends a “three-pronged” approach to development. Sliding scale zoning, in combination with a two-acre maximum, is recommended in the rural parts of the Town in order to avoid large lot splits that take farmland out of production. Where there are 10-acre or smaller parcels of land that have used up all available splits for residential development, the Town should utilize the process from this chapter to inventory those parcels and assign additional splits to them based up on their total parcel size. Conservation by design subdivisions are also recommended in the rural areas as a means to preserve some of the rural character and environmental features of the Town that the residents cherish. The community of Poland is envisioned to continue to be the cultural and social hub of the Town with some rural residential subdivision activity, as well as some mixing in of local commercial, recreational,

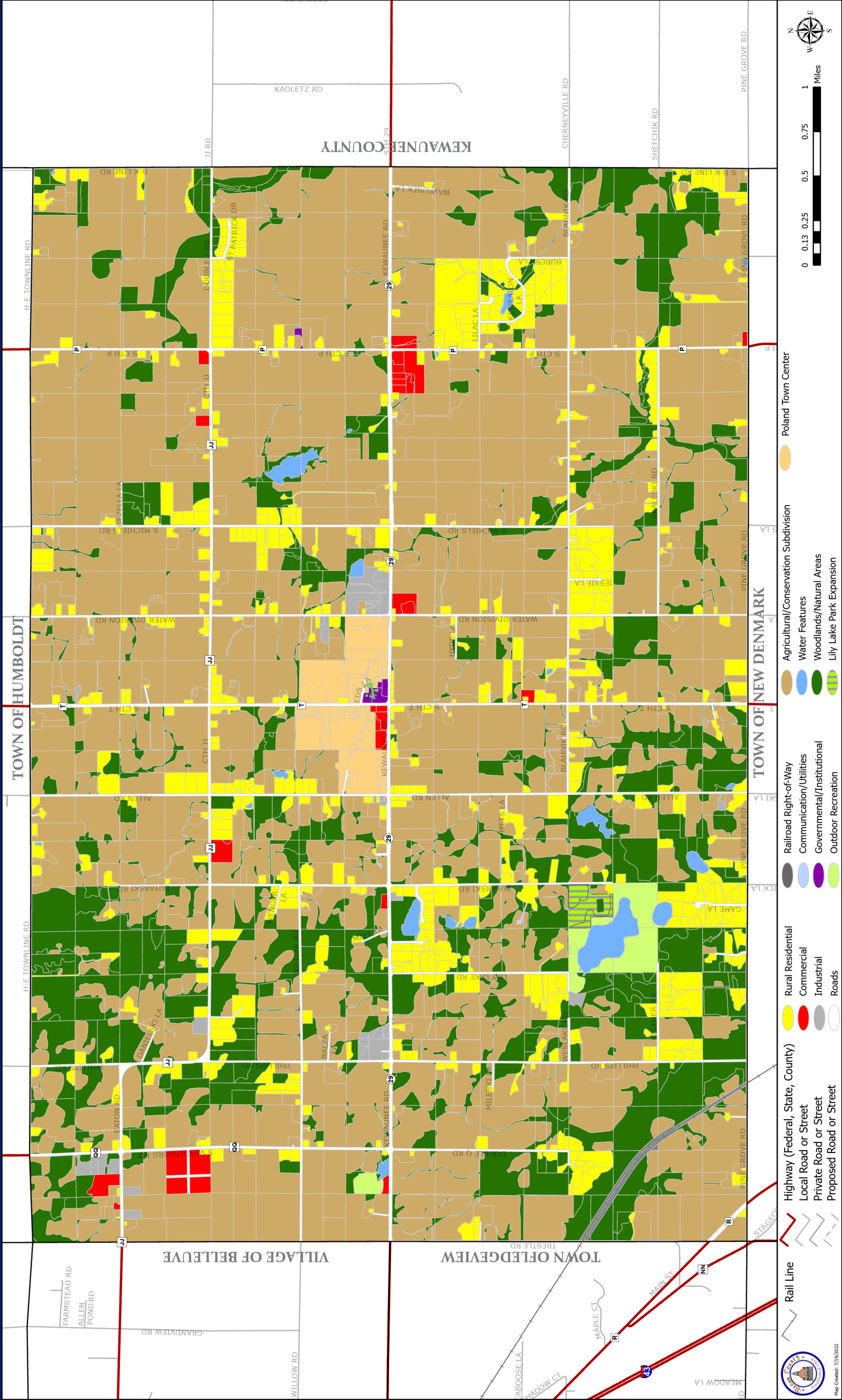
and institutional uses. The detailed programs and policies dealing with the future development of the Town of Eaton are located under the Future Land Use Recommendations heading.

Note: Intensive Agricultural Areas designated on Figure 2-8 supersede all other Future Land Use designations

Figure 2-8

Future Land Use

Town of Eaton, Brown County, WI



Map Created: 7/19/2022

Chapter 3 – Transportation

This section of the plan discusses the existing transportation system and recommends methods of creating a multi-modal transportation system in the Town.

Existing Transportation System

Streets and Highways

Eaton currently contains four county trunk highways and several town roads, and STH 29 runs through the center of the Town (see Figure 3-1 for a map of the Town's roads and highways). The Town also contains several public roads that serve as driveways to single-family homes. These roads and highways are currently the primary means of reaching the Town's destinations.

Functional Classification System

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

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

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

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

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

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

Table 3-2 below summarizes the current centerline miles of the existing functional classification system in the Town of Eaton as of this writing.

Table 3-2: Existing Functional Classification system in the Town of Eaton.

Functional Classification	Centerline Miles
Rural Minor Arterial	6.04
Rural Major Collector	4.34
Rural Minor Collector	5.15
Local	54.66

The current street pattern in Eaton forces nearly every vehicle trip onto the arterial and collector street systems because there are very few local street connections. The only existing example of a local street connection in Eaton is Lilac Lane/Buresh Lane on the Town's east end. The concentration of traffic on the arterial and collector streets can create barriers to other transportation modes (walking, bicycling, etc.), and in most communities this eventually leads to the expansion of streets to accommodate increasing traffic volumes. Traffic congestion is not, however, currently a problem in Eaton. Figure 3-3 shows the Town's existing functional classification system.

Pedestrian and Bicycle Facilities

As mentioned above, Eaton's existing transportation system is largely comprised of county highways and town roads. None of the Town's highways or roads currently have sidewalks, and bicycle facilities do not exist on or along any roads in the Town.

Transit

Green Bay Metro

Green Bay Metro's transportation provider for the elderly and disabled does not currently serve the Town of Eaton because the Town is not included in Metro's fixed route transit service area.

Curative Connections

Curative Connections is a not-for-profit transportation provide that provides services to people with disabilities and to those who are 60 years of age or older. Employment, nutrition, and medical trips are prioritized; however, all trip purposes are accommodated, when capacity is available. A \$4.00 fee per one-way trip is required.

A Mobility Coordinator is funded through Brown County and Green Bay Metro. Eaton residents may contact the Mobility Coordinator for guidance on available transportation services, assistance with using different transportation services, and assistance with trip planning.

Rail Transportation

Eaton currently has one active rail line that runs through the southwest corner of the Town (see Figure 3-1 for the location of the rail line). This line runs between Green Bay and the Village of Denmark and does not serve any destinations in Eaton.

Air Transportation

Austin Straubel International Airport is approximately 12 miles west of Eaton (see Figure 3-3 for the airport's location). American Eagle, Continental Airlines, Delta Airlines, United Express, and MetJet currently provide commercial service, while Frontline Aviation, Executive Air, Jet Air, and Priester Aviation provide charter service. The Town's economy is not significantly affected by the airport at this time.

Trucking

The Town does not currently contain any significant trucking destinations, but large vehicles occasionally transport products from the Town's farms to various regional markets. There are also a few trucking and construction companies located within the Town.

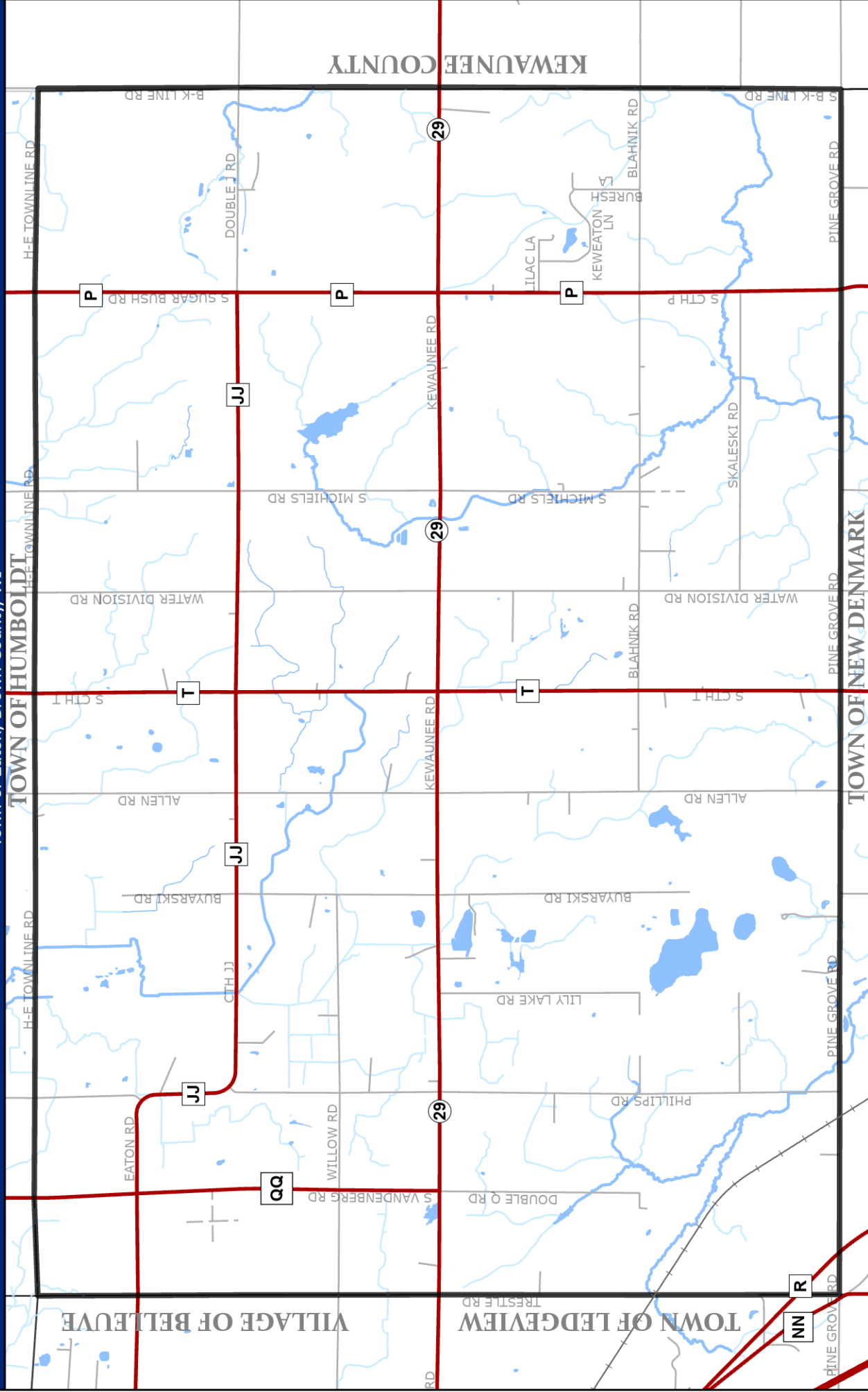
Water Transportation

The Port of Green Bay is approximately six miles west of Eaton, but the Town businesses do not currently rely on the Port of Green Bay to receive or distribute goods (see Figure 3-4 for the port's location).

Street Network/Rail Line

Figure 3-1

Town of Eaton, Brown County, WI



- Rail Line
- Highway (Federal, State, County)
- Local Road or Street
- Private Road or Street
- Proposed Road or Street

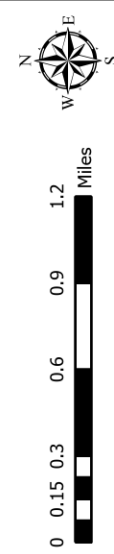


Figure 3-3 Rural Functional Classification Town of Eaton, Brown County, WI

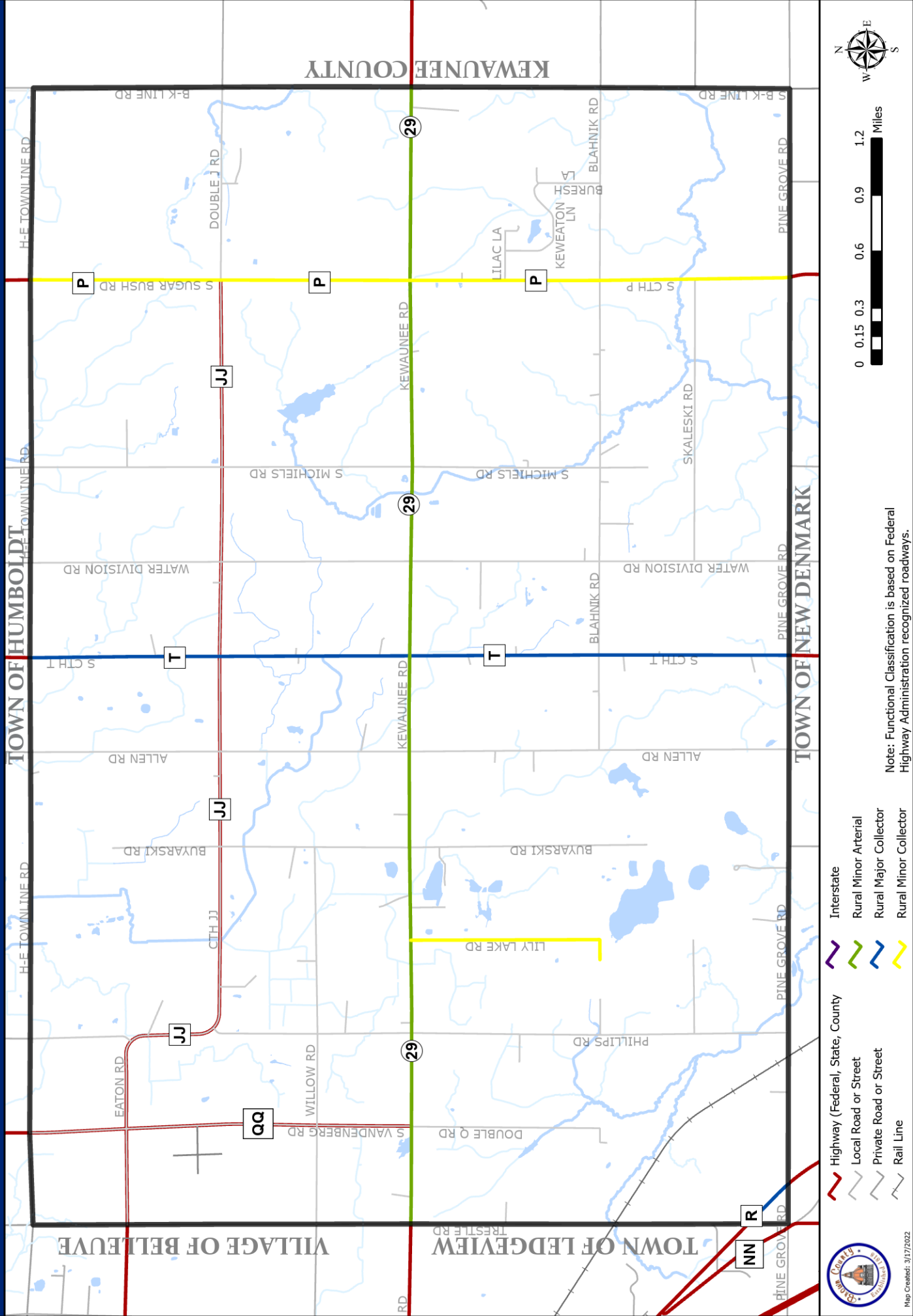
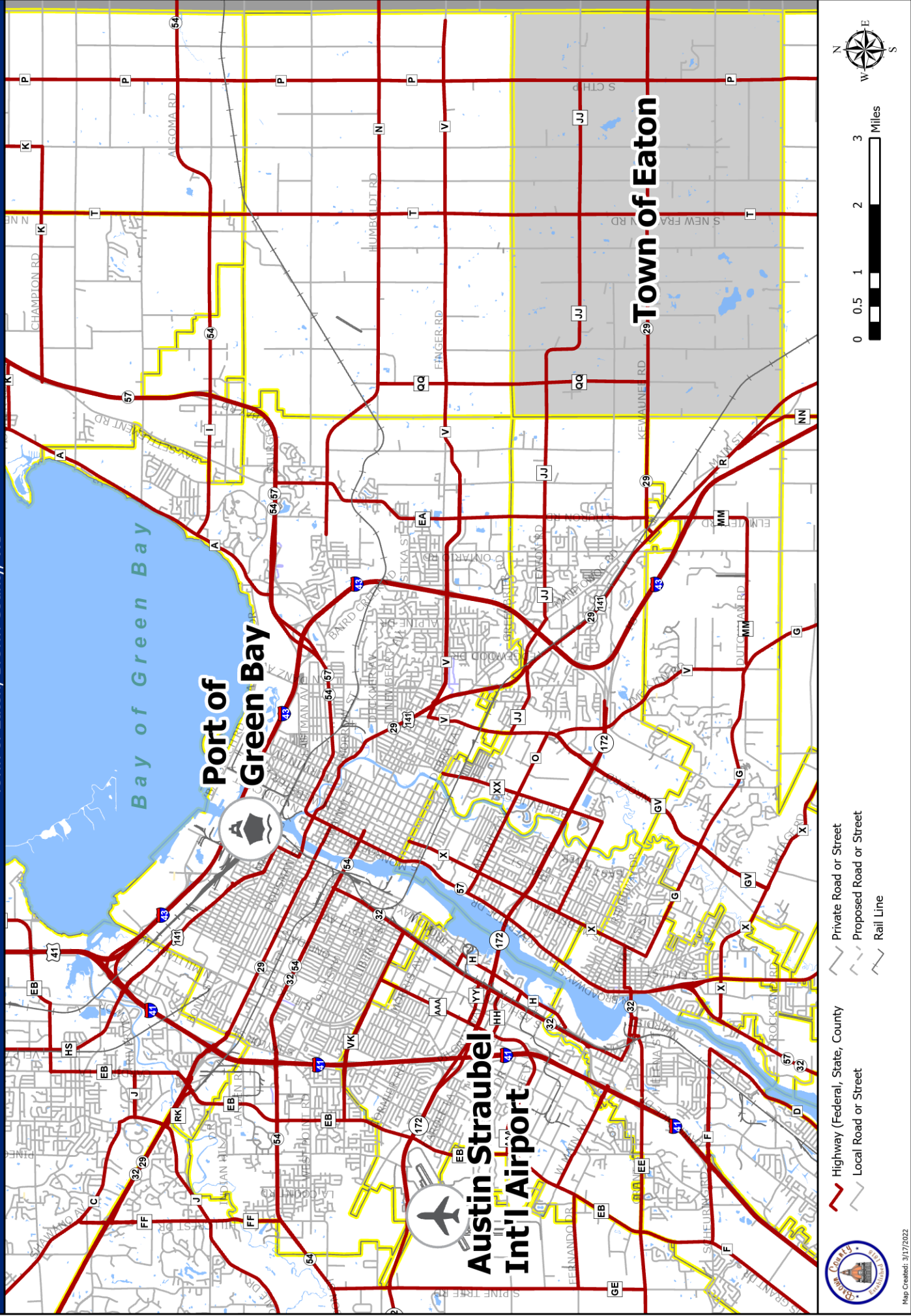


Figure 3-4
Port and Airport Facilities
 Town of Eaton, Brown County, WI



Future Transportation System

Eaton's land use pattern and transportation system are currently heavily oriented toward motorized vehicles, but the Town contains a few areas that can accommodate higher density infill development that includes a mix of residential, commercial, institutional, and recreational uses. For instance, the Poland town center recommended in the comprehensive plan's Land Use section currently contains the town hall/fire station, a convenience store, and a few residential properties. The Town can also preserve its extensive woodlands and natural areas by only approving conservation subdivisions near these features.

This section of the transportation plan identifies the major aspects of Eaton's transportation system and recommends methods of developing them over the next 20 years to create a safe and efficient transportation system. The section also discusses the land use patterns that will need to be developed during this period to create this system.

Transportation Recommendations, Programs, and Policies

Streets and Highways

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

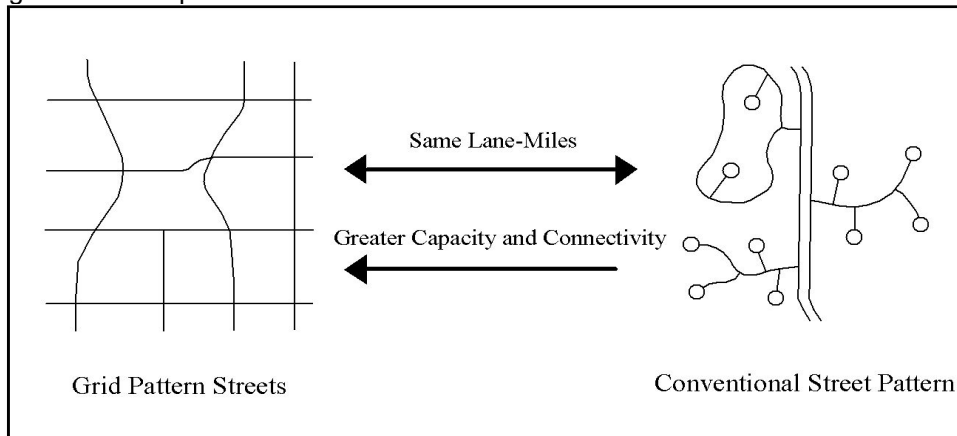
- Minimize barriers to pedestrian and bicycle travel.
- Encourage motorists to drive at appropriate speeds.
- Increase street connectivity and intersection frequency when possible.
- Improve accessibility and safety at intersections and other potential conflict points.

Methods of achieving these aims are addressed below.

Develop a Well-Connected Street Patterns

To increase street connectivity and intersection frequency near the town center and in other parts of Eaton, the Town should require developers to design subdivisions that include multiple connections to provide motorists with several route options and avoid concentrating traffic on relatively few streets. A well-connected street pattern will also enable and encourage people to walk and bicycle to and from the town center and other destinations in the Town. The construction of cul-de-sacs should only occur when streets cannot be connected because of existing development or physical constraints (e.g. steep slopes, ESAs, or other features).

Figure 3-4: Comparison of Well-Connected and Conventional Street Patterns



Official Mapping and Area Development Plans

Official Mapping

One of the tools available to communities to help them create efficient road systems is the state's official mapping statute (62.23(6)). This statute grants communities the power to identify the locations of their future roads.

It is the responsibility of the Town of Eaton Plan Commission to identify the need for future roads and to require the identification of roads prior to approving development proposals. This road planning may be done by the Town or required of developers as part of their developmental responsibility. To add roads to an Official Map, the process identified in the state statutes must be followed and the modifications to the Official Map must be approved by the Town Board.

The Town should identify existing "T" intersections where road extensions could occur in the future and show the potential extensions on its Official Map. This will enable the Town to require connections if/when the surrounding properties are developed.

Area Development Plans

Area Development Plans (ADPs) are small versions of Official Maps. ADPs are done for specific areas of a community and are often used to ensure adequate access to land next to proposed subdivisions. ADPs are also often required to show how planned roads in a proposed subdivision will connect to a community's existing road system.

Allow the Construction of Narrow Streets

The Town should establish right-of-way width standards that do not require the acquisition of more right-of-way than necessary. In the event that curb and gutter streets are constructed in the future in the Town, a summary of street and right-of-way standards that should be considered for the urban (curb and gutter) streets in the Town is included in Figure 3-5. These standards are based on recommendations in *Residential Streets* (third edition), which was developed by the Urban Land Institute in conjunction with the Institute of Transportation Engineers, National Association of Homebuilders, and American Society of Civil Engineers.

Figure 3-5: Street and Right-of-Way Widths for the Town Center and New Subdivisions

Street Type	Right-Of-Way Width	Pavement Width (Curb Face to Curb Face)	Driving Lane Width	On-Street Parking	Parking Areas Defined by Curbs?
ARTERIALS*					
COLLECTORS	60 feet	34 feet	9-10 feet	both sides	yes
LOCAL STREETS					
NO PARKING ALLOWED	40 feet	18 feet	9 feet	none	no
PARKING ON ONE SIDE	46-48 feet	22-24 feet	14-16 ft. travel lane	one side	if needed
PARKING ON BOTH SIDES	50-52 feet	26-28 feet	10-12 ft. travel lane	both sides	if needed

* The design of arterial streets may vary, but their design should be consistent with the recommendations in this section of the comprehensive plan.

The implementation of these standards will enable the Town to reserve only the land it needs to accommodate its streets, pedestrian walkways, and terraces and to construct streets that conform with the town center, conservation by design, and other development concepts addressed in the comprehensive plan.

Design Intersections to Maximize Safety

The Town should utilize street design techniques that reduce vehicle speeds, minimize the possibility of conflicts, and enhance traveler awareness to maximize pedestrian, bicyclist, and motorist safety at the town's intersections. Techniques that should be considered include roundabouts and other street design features. The narrower street widths recommended in this section will also help make intersections safer by controlling the speed of vehicles as they approach the intersections.



Lineville/Cardinal roundabout in Howard



Lineville/Rockwell roundabout in Howard

Recommended Roundabout Locations in Eaton

As the town center in Poland begins to develop, the Town should work with the Brown County Public Works Department and WisDOT to install a single-lane roundabout at the intersection of STH 29 and CTH T. In addition to making the area accessible for pedestrians and others circulating in the town center, it will force people to drive at reasonable speeds when passing through the area. The roundabout will also serve as a focal point for the town center and help to create an identity for the Town.

Eaton should also consider working with the Brown County Public Works Department and WisDOT to construct roundabouts at other intersections along STH 29 and along the county highways in the Town.

Provide for Adequate Signage in Order to Increase Safety on the Existing and Future Road Network within the Town

The Town of Eaton should study its roads for possible locations in need of road signage (e.g., stop signs, early warning signs, pedestrian and bicycle crossing signs, etc.). Having adequate traffic signage can enhance the safety and awareness of motorists and pedestrians.

Maintain and Foster Communication with WisDOT, Brown County, and Neighboring Communities in Order to Coordinate Future Transportation Projects and Policies

For the Town of Eaton to plan effectively and successfully in the future, the Town should communicate and coordinate transportation projects and policies with the WisDOT, Brown and Kewaunee Counties, the Village of Bellevue, and the neighboring Towns.

Monitor Land Use Growth in the Town to Allow for the Timely Identification of Existing and Future Roadway Needs

The Town should continue to periodically measure the various characteristics of vehicular travel within the Town in order to identify, analyze, and interpret trends. Analyzing the vehicular travel throughout the Town can provide insight for future improvements or enhancements to the Town's transportation network system.

The Town of Eaton should minimize traffic congestion and developments that require heavy traffic access points along a busy corridor. When reviewing future zoning requests, the Town should analyze the potential impact of rezoning applications on the Town's roadways from the standpoint of safety and traffic congestion concerns.

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

An accurate assessment of the Town of Eaton's pavement maintenance and improvement needs is dependent on a good understanding of the condition of the Town's streets and highways. The Wisconsin Department of Transportation maintains the pavement ratings for state trunk highways, and Brown County is responsible for assessing county trunk highways.

Communities throughout Wisconsin use a standard pavement condition rating system known as PASER (Pavement Surface Evaluation and Rating). PASER is a simple way of evaluating the current conditions of asphalt and concrete roads on a scale of 1 to 10 and gravel roads on a scale of 1 to 5. This evaluation involves training in visual identification and rating determination. A video that explains the PASER system and training can be obtained from the University of Wisconsin's Transportation Information Center.

The PASER data can be entered into a PASERWARE software package that can help with pavement management needs. PASERWARE keeps track of the PASER ratings and maintains historical data. The

software can also help prioritize road maintenance, calculate project costs, and assist with budgeting and project selection. The PASERWARE software can also be obtained from the University of Wisconsin's Transportation Information Center.

Pedestrian and Bicycle Facilities

Eaton's current land use pattern and lack of pedestrian and bicycle facilities makes walking and bicycling very difficult. To create destinations that can be reached on foot or by bicycle, the Town needs to:

- Develop land use patterns in the town center and elsewhere that enable and encourage walking and bicycling.
- Create a safe, continuous pedestrian and bicycling system throughout the Town.
- Enable people to easily reach developments in the town center and elsewhere on foot or by bicycle.

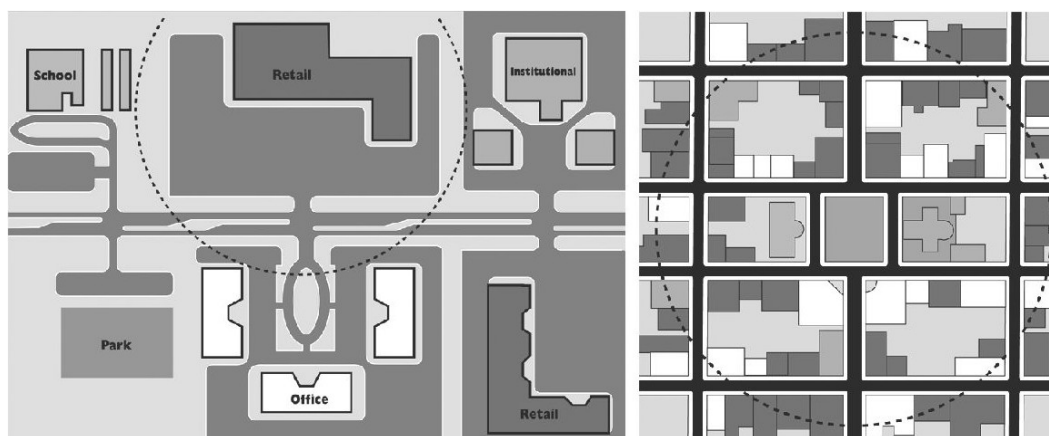
Methods of achieving these aims are addressed below.

Mixing Land Uses in the Town Center and Other Parts of Eaton

To enable and encourage people to make walking and bicycling trips in Eaton, the Town should utilize the land use plan's recommendations for mixing land uses within the town center to create destinations that can be easily reached by pedestrians and bicyclists. The mixing of residential, commercial, and institutional uses within the town center (and elsewhere in the Town) will enable people of all ages and physical abilities to travel from place to place without a motorized vehicle, which will significantly improve mobility for all Town residents and minimize traffic on the existing street system.

Figure 3-6 compares a conventional land use and street pattern with a mixed land use and well-connected street pattern. The dotted circle on the diagram represents a 500-foot radius, which is a distance that most people feel comfortable walking. This diagram demonstrates that a greater number and variety of destinations are easily reachable on foot (and by bicycle) when land uses are mixed and streets are frequently interconnected.

Figure 3-6: Segregated Land Uses vs. Mixed Uses with High Connectivity



Developing a Continuous Pedestrian Walkway System

In the Streets and Highways section, the plan recommends methods of narrowing the Town's streets and making its intersections safer and more accessible for motorists, pedestrians, and bicyclists. These

improvements should be accompanied by a pedestrian walkway system that can be created through the following three-step process:

Step 1: Require sidewalks within the town center. The Town should begin the process of creating its walkway system by requiring developers to install sidewalks on both sides of streets in the Poland town center as the center develops. The only situation where sidewalks should not be required on both sides of a street within the town center is when physical or environmental constraints exist. In these situations, sidewalks should be required on at least one side of the street.

Step 2: Install sidewalks or walking paths along new streets within other mixed-use development areas. The Town should also require developers to install sidewalks or walking paths along new streets within mixed-use developments outside of the town center.

Step 3: Develop a pedestrian and bicycle trail system throughout the Town. As the sidewalk system within the town center is being developed, the Town should develop an off-street pedestrian/bicycle trail system by purchasing land, placing trails within the many environmental corridors in the Town, cooperating with area utility companies to utilize utility easements, and requiring developers to dedicate land for trails before approving subdivisions or other development proposals. The Town should also work with the Wisconsin Department of Natural Resources and Brown County to acquire and develop a trail on the railroad corridor that passes through the southwest portion of the Town if the corridor is proposed for abandonment in the future.

Designing Developments that Provide Direct Access to Sidewalks and Streets

To enable and encourage people to travel to destinations in the town center with and without motorized vehicles, the Town should design developments that have zero or minimal setbacks, parking in the rear, and other features (see Figure 3-7). People will still be able to reach these destinations with motorized vehicles, but these design features will also enable and encourage people to travel to them using other transportation modes.

Working With the Brown County Public Works Department and WisDOT to Pave the County and State Highway Shoulders

The 2021 Brown County Bicycle and Pedestrian Plan Update recommends that the shoulders along CTH T in Eaton be paved and include rumble strips when the Brown County Public Works Department reconstructs or performs maintenance on the highway. The plan also recommends installing 5' paved shoulders with shoulder rumble strips on STH 29 when the highway is resurfaced. Although the plan does not recommend paving the other county highways in Eaton, the Town should work with the Brown County Public Works Department and WisDOT to have them pave the rest of the highway shoulders in the Town over the next 20 years. In addition to providing a place for residents to bicycle, the paved shoulders will offer a place for motorists to park and swerve during emergencies and will minimize shoulder maintenance costs.

Figure 3-7: Pedestrian and Transit-Oriented Development vs. Automobile-Oriented Development

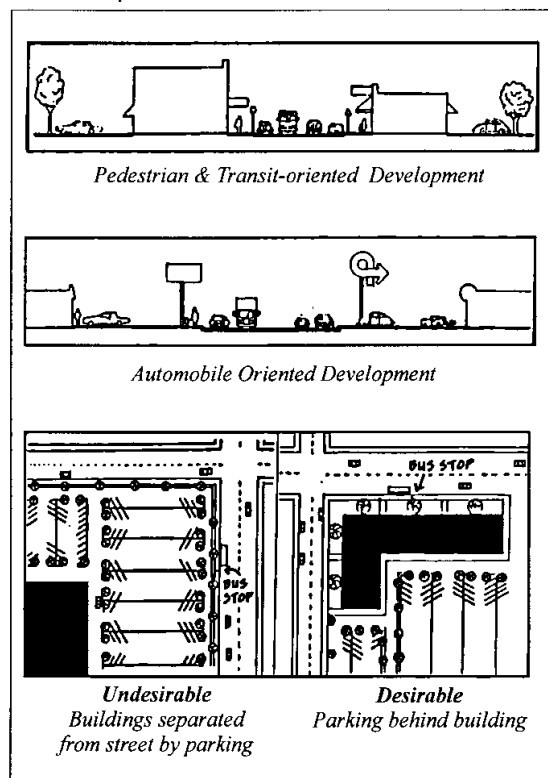
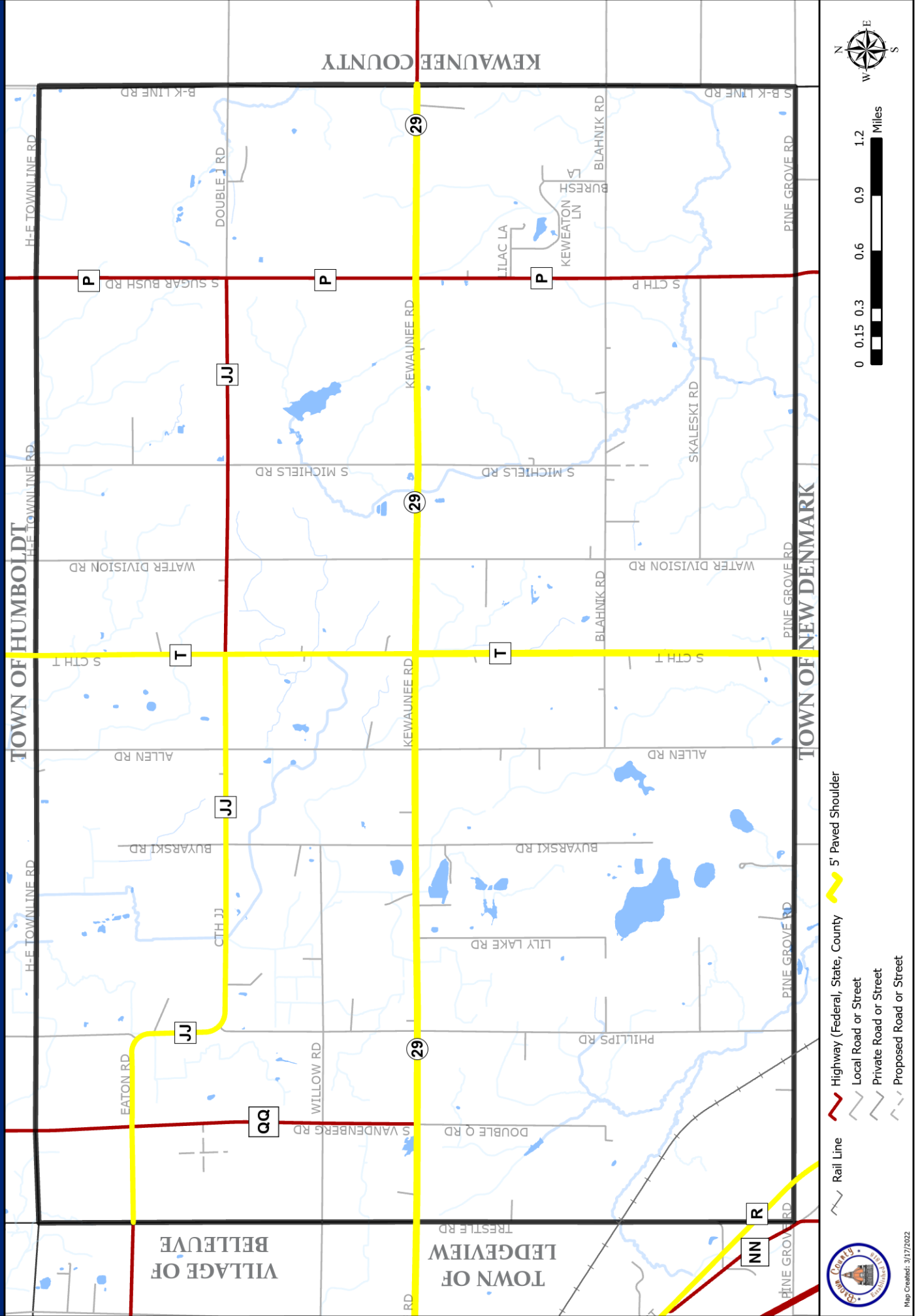


Figure 3-8

Bicycle and Pedestrian Facilities

Town of Eaton, Brown County, WI



Enabling People to Travel Easily Between Subdivisions and Other Developments

In some parts of the Town, a well-connected street pattern recommended earlier in the transportation plan will not be feasible due to the presence of existing development or physical constraints. When cul-de-sacs must be built and development and physical barriers are not present, the Town should require the designation of public rights-of-way at or near the end of the cul-de-sacs for multi-use paths that connect to neighboring subdivisions, schools, parks, and other destinations. These paths should be between 10 and 12 feet wide and paved to accommodate pedestrians, bicyclists, skaters, and other non-motorized uses.

Developing land use patterns that enable and encourage walking and bicycling, creating a safe and continuous pedestrian system, and enabling people to easily reach developments will dramatically increase mobility for everyone in Eaton. This enhanced mobility and choice of viable transportation modes will also help to attract new residents of all ages to the Town, improve access to Town businesses, and allow the Town's existing and future street system to handle traffic efficiently.

Transit

Since mass transit requires a dense commercial and residential development pattern and streets that frequently interconnect for the service to be attractive and efficient, the current land use and street patterns in Eaton make providing effective transit service very difficult. To make mass transit an attractive and economically-feasible transportation option, the Town would need to establish the population densities, pedestrian system, street network, and land use pattern that are necessary to efficiently support mass transit. Although the town center recommended for Poland will have many of these attributes, it will not likely be large enough to support fixed route transit service.

Although fixed route transit through Green Bay Metro is not a realistic option at this point, Curative Connections provides transportation services for qualified elderly and disabled residents. The Brown County Mobility Coordinator can also provide assistance to Eaton residents by working with residents to identify mobility options, assist with trip planning, and work with clients to learn to use the transportation system. Providing the Town's elderly residents with access to medical appointments will become increasingly important as the Town's residents continue to age and families are separated by greater distances.

Rail Transportation

Freight Rail

Eaton contains only one freight rail line that does not currently serve any destinations in the Town, and rail-oriented industries are not recommended to develop in the southwest portion of the Town over the next 20 years.

Passenger Rail

It is unlikely passenger rail will serve Brown County or the Town of Eaton within the 2042 planning horizon.

Air Transportation

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

Trucking

The Town does not currently have a formal system of truck routes because nearly all of the existing heavy truck trips occur on the county and state trunk highways. However, as the commercial and other truck-generating land uses are mixed into the town center and other parts of the Town over the next 20 years, the Town should consider identifying roads where heavy trucks are allowed to travel. These truck routes would be designed to minimize impacts on residential areas and inform truck drivers of the most efficient routes into and out of the Town.

Once this system is identified, the Town should mark the truck routes with street signs that distinguish them from the other Town streets. One method of doing this would be to paint the truck route street signs a unique color so they can be easily identified by truck drivers. This approach has been used by the Village of Ashwaubenon for years to enable truckers to determine if they can drive on certain streets before they unknowingly enter them illegally.

Water Transportation

The Port of Green Bay will not likely be more heavily utilized by Eaton in the future. However, access to the Port is an advantage the Town can offer to prospective businesses looking to locate in the Town. Should a business locate in the Town that wants to import or export via the Port of Green Bay, the Town should facilitate a meeting with Port of Green Bay representatives.

Funding to Help Develop the Town's Transportation System

To help the Town fund the development of its multi-modal transportation system, it should apply for transportation grants from various sources over the next several years. Some examples of these programs are identified below, with a more comprehensive listing located in the Implementation Chapter.

SMIP and Stewardship Programs

The Town should consider applying for Statewide Multi-Modal Improvement Program (SMIP) or Stewardship Program funds for the development of bicycle/pedestrian facility projects. Information about the SMIP can be obtained from the Brown County Planning Commission or WisDOT. The Town can contact the Wisconsin Department of Natural Resources for information about the Stewardship Program.

Rural Surface Transportation Grant

The Town should apply for this grant to fund a variety of transportation projects in the town to maintain the system, improve connectivity, address safety or reliability issues, and support the overall quality of life for Eaton residents.

Hazard Elimination and Safety (HES) Program

The Town should apply for grants from the Hazard Elimination and Safety (HES) Program administered by WisDOT to correct existing or potential transportation safety problems. Other grant programs through WisDOT's Bureau of Transportation Safety should also be investigated by the Town to address safety issues.

CMAQ Program

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

The Town should also investigate other grant opportunities as they arise in the future.

Consistency with State and Regional Transportation Plans

State and Regional Bicycle and Pedestrian Plans

The bicycle and pedestrian system recommendations in the Town plan are consistent with the goals of the Wisconsin and Brown County bicycle and pedestrian plans. Like the state and regional bicycle and pedestrian plans, many of the recommendations in the Town of Eaton's plan are designed to increase the number of people using these transportation modes and to ensure that walkers and bikers are able to travel safely throughout the area.

State and Regional Highway Plans

Several aspects of the state and regional highway systems in this area are addressed throughout the chapter.

State and Regional Rail Plans

The Federal Railroad Administration released the Midwest Regional Rail Plan in October of 2021 that outlines a 40-year vision for passenger rail service and expansion across the Midwest. The plan envisions passenger rail service being extended to Green Bay.

State Airport Plan

The Wisconsin State Airport System Plan 2030 recognizes Austin Straubel International Airport as an important component of the state's airport system. The Town of Eaton's plan recommends that the Town work with representatives of the airport over the next 20 years to support the retention and, if possible, expansion of air carriers that offer passenger and freight service.

Regional Waterway Plans

The importance of the Town of Eaton's participation in the implementation of Brown County's port plan is addressed in this chapter.

Summary of Recommendations

This chapter recommends the following policies:

Streets and Highways

1. To enable and encourage people to walk and bicycle within the town, Eaton should require well-connected street patterns within new developments that have frequent connections to the existing street system. These kinds of street patterns will also provide motorists several route options and avoid concentrating traffic on relatively few streets. If physical or environmental constraints prohibit street connections, the Town should allow the development of cul-de-sacs near the constraints.
2. The Town's road policies and requirements should be reviewed and amended to establish right-of-way width standards that do not require the acquisition of more right-of-way than necessary.
3. The Town should adopt an Official Map by following the process identified in Wisconsin Statute 62.23(6).
4. The Town should require that area development plans be prepared when future roads are proposed to inform the community and the school district of where the new roads will connect to existing roads.
5. The Town should identify existing "T" intersections where road extensions could occur in the future and show the potential extensions on its Official Map. This will enable the Town to deny development proposals in the extension areas and preserve the land in case the extensions are necessary in the future.
6. The Town should utilize street design techniques that reduce vehicle speeds, minimize the possibility of conflicts, and enhance traveler awareness to maximize pedestrian, bicyclist, and motorist safety and accessibility at the Town's intersections. Techniques that should be used include roundabouts at intersections and other street design features.
7. The Town should study its roads for possible locations in need of road signage (e.g., stop signs, early warning signs, pedestrian and bicycle crossing signs, etc.). Having adequate traffic signage can enhance the safety and awareness of the motorists and pedestrians.
8. The Town should communicate and coordinate transportation projects and policies with the WisDOT, Brown and Kewaunee Counties, and other neighboring and overlapping governmental jurisdictions.
9. The Town should continue to periodically measure the various characteristics of vehicular travel within the Town in order to identify, analyze, and interpret trends. Analyzing the vehicular travel throughout the Town can provide insight for future improvements or enhancements to Eaton's transportation network system.
10. The Town should minimize traffic congestions and developments that require heavy traffic access points along a busy corridor. When reviewing future zoning requests, the Town should analyze the potential impact of the rezoning application on the Town roadways from the standpoint of safety and traffic congestion concerns.
11. The Town should use the Wisconsin's Pavement Surface Evaluation and Rating (PASER) system to evaluate the condition of the Town's roads and prioritize them for maintenance.
12. The Town should consider a policy of requiring temporary cul-de-sacs in situations where it is believed that a road may be temporarily dead-ended and may not be extended for a period of years. The Town should also consider posting signs at the end of the temporary cul-de-sacs that inform people that the roads will eventually be extended.
13. Cul-de-sacs should be designed and constructed so that a sufficient turning radius is provided for school buses.

Pedestrian and Bicycle Facilities

1. The Town should consider requiring sidewalks if urban curb and gutter streets are ever constructed within developing areas of the Town.
2. The Town should work with the Brown County Public Works Department to pave the rest of the county highway shoulders in the Town over the next 20 years. In addition to providing a place for residents to bicycle, the paved shoulders will offer a place for motorists to park and swerve during emergencies and

will minimize shoulder maintenance costs. The Town should also work with the Brown County Public Works Department to install 5' paved shoulders with rumble strips along county highways in the Town.

3. The Town should work with the Wisconsin DOT to add a '5 paved shoulder with shoulder rumble strips on STH 29 when the roadway is resurfaced or reconstructed.
4. The Town can add to the walkway system in the Town through a number of options including installing paved shoulders along new and existing roads and encouraging developers to dedicate land for trails before approving subdivisions or other development proposals.
5. When cul-de-sacs must be built and development and physical barriers are not present, the Town should encourage the designation of public rights-of-way at or near the end of the cul-de-sacs for multi-use paths that connect to neighboring subdivisions, schools, parks, and other destinations. These paths should be between 10 and 12 feet wide and paved to accommodate pedestrians, bicyclists, skaters, and other non-motorized uses.
6. If the existing rail line through Eaton is proposed for abandonment, the Town should with Brown County, Brown County municipalities, the Wisconsin DOT, and other stakeholders to convert the rail line into a recreational trail to provide a regional multimodal connection.

Transit

1. Since the population densities and other factors necessary to support mass transit will not likely be present and the Town is several miles from the existing Green Bay Metro service area, it is safe to assume that mass transit will not be extended to Eaton in the next 20 years.
2. Work with the Brown County Mobility Coordinator to identify transportation service options for elderly and disabled residents to access medical, social, and other trips across Brown County.

Rail Transportation

Freight Rail

1. Monitor the activity of the freight rail service in the far southwestern corner of the Town.

Passenger Rail

1. The Town should monitor the progress of the Midwest Interstate Passenger Rail Commission.

Air Transportation

1. The Town should work with representatives of the airport over the next 20 years to support the retention and, if possible, expansion of air carriers that offer passenger and freight service.

Truck Transportation

1. The Town should consider identifying streets where heavy trucks are allowed to travel. These truck routes should be designed to minimize impacts on residential areas and inform truck drivers of the most efficient routes into and out of the Town. Once this system is identified, the Town should mark the truck routes with street signs that distinguish them from the other Town roads.

Water Transportation

1. To ensure that the Town of Eaton's current and future interests are considered by Port of Green Bay representatives, the Town should participate in the port's plan implementation process.

Funding to Help Develop the Town's Transportation System

1. The Town should consider applying for transportation grants from various sources and help the Town fund the development of a multi-modal transportation system.

Chapter 4 - Economic Development

Local governments play a critical role in promoting private sector economic development because economic strength is critical to the vitality of a community. Economic development is the process by which a community organizes and then applies its energies to the task of creating the type of business climate that will foster the retention and expansion of existing businesses, attract new businesses, and develop new business ventures.

Although the Town of Eaton is primarily an agricultural community with a few scattered commercial and industrial uses, it is important for the Town to identify its strengths and weaknesses for various economic development activities.

Labor Force Analysis

Figure 4-1 shows that the percentage of Town residents 16 years of age and above who are in the labor force is higher than the percentage of the same population in Brown County and Wisconsin. Eaton's estimated unemployment rate of 2.0 percent is also lower than the state's percentage (2.3 percent), and similar to Brown County's unemployment rate of 1.9 percent. The data indicates there are a very high percentage of homes with two wage earners in the Town of Eaton.

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

	Wisconsin	Brown County	Town of Eaton
In Labor Force	66.1%	68.8%	75.7%
Civilian Labor Force	66.1%	68.8%	75.7%
Employed	63.7%	66.9%	73.7%
Unemployed	2.3%	1.9%	2.0%
Armed Forces	0.1%	0.0%	0.0%
Not in Labor Force	33.9%	31.2%	24.3%

Source: 2016-2020 American Community Survey 5-Year Estimates; U.S. Census Bureau.

Figure 4-2 shows that Eaton has a significantly higher percentage of people employed in natural resource, construction, and maintenance occupation group than either the state or county. These numbers reflect the rural character of the Town, as well as the absence of large professional or service companies. Those Town residents within the management, business, science, and arts group or sales and office occupations are likely employed outside of the Town of Eaton in the Green Bay Metropolitan Area, Village of Denmark, or lakeshore communities of Kewaunee, Two Rivers, and Manitowoc. This is further exemplified by the fact that the mean travel time to work for Eaton residents is 24.2 minutes.

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

OCCUPATION	Wisconsin	Brown County	Town of Eaton
Management, business, science, and arts occupations	37.2%	36.4%	30.3%
Service occupations	16.2%	15.8%	13.3%
Sales and office occupations	20.3%	21.8%	18.7%
Natural resources, construction, and maintenance occupations	8.5%	7.7%	16.6%

Production, transportation, and material moving occupations	17.8%	18.3%	21.1%
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Source: 2016-2020 American Community Survey 5-Year Estimates; US Census Bureau.

Economic Base Analysis

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

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

The Location Quotient Analysis compares the local economy (in this case Brown County) to the United States. This allows for identifying basic and non-basic sectors of the local economy. If the location quotient (LQ) is less than 1.0, all employment is considered non-basic, meaning that local industry is not meeting local demand for certain goods or service and may be more subject to downturns in the local economy. An LQ equal to 1.0 suggests that the local economy is exactly sufficient to meet the local demand for given goods or service. However, the employment is still considered to be non-basic. An LQ of greater than 1.0 suggests that the local employment industry produces more goods and services than the local economy can consume and, therefore, these goods and services are exported to non-local areas and considered to be basic sector employment. The Location Quotient Analysis for Brown County is displayed in Figure 4-3.

Figure 4-3: Employment by Industry Group, 2020; Brown County and the United States Location Quotient Analysis

Employment by Industry	Brown County	United States	Location Quotient
Agriculture, forestry, fishing and hunting, and mining	1.3%	1.7%	0.76
Construction	5.6%	6.7%	0.84
Manufacturing	18.1%	10.0%	1.81
Wholesale trade	3.2%	2.5%	1.26
Retail trade	11.0%	11.0%	1.00
Transportation and warehousing, and utilities	6.4%	5.5%	1.16
Information	1.3%	2.0%	0.66
Finance and insurance, and real estate and rental and leasing	7.1%	6.6%	1.07
Professional, scientific, and management, and administrative and waste management services	8.3%	11.7%	0.71
Educational services, and health care and social assistance	21.6%	23.3%	0.93

Arts, entertainment, and recreation, and accommodation and food services	9.0%	9.4%	0.96
Other services, except public administration	4.0%	4.8%	0.83
Public administration	2.9%	4.7%	0.62

Source: U.S. Census Bureau, 2016 – 2020 American Community Survey 5-year Estimates

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

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

Economic Development Assessment

While the Town of Eaton has extensive vacant land available for economic development, it also has limited infrastructure and services available to business and industry. While these limitations are significant, they do not preclude the Town from attracting new businesses and promoting the expansion of existing businesses. It is important for the community to focus its attention on businesses that are not dependent on these services.

It is not realistic for the Town of Eaton to expect to recruit a large employer, such as a paper mill, due to the lack of utility services, limited access to transportation facilities, and a very limited market for customers and employees. However, there are many businesses that supply or provide services to these industries that do not have the need for extensive public services. A trucking business, for example, would be complementary to the key industries of the area but not require extensive utility services.

Residents in the Town of Eaton travel to the City of Green Bay for the majority of their retail business, with secondary locations in the City of Kewaunee and Village of Denmark. E-commerce services have grown exponentially over the last decade and provide another option for Town residents to meet their needs. The lack of population and density in the community limits the market potential for the Town of Eaton. Future concentrations of development in the Poland town center may improve the potential for increased retail and service activity. The Town should focus its efforts to encourage the growth of existing local businesses that enhance and promote the rural character of the Town of Eaton.

A recent business trend in rural communities has been toward the development of cottage-type industries and at-home businesses that can operate from within residences. This approach serves as a business incubator until the business expands to a point that requires a zoning change, if appropriate, or relocation to an area that is predominantly composed of business uses. The Town of Eaton may want to encourage home-based businesses through applicable zoning changes including listing them as a permitted use within performance standards and/or allowing the use of an outbuilding for such a business.

Agricultural is the primary industry and contributor to the Town's tax base. Since modern farming practices require large, contiguous parcels of land, one of the most practical economic development policies the Town can implement is to ensure new land divisions do not negatively impact the ability of agricultural lands to be farmed. Therefore, the Town should consider revising its current policy regarding maximum number of splits on a parcel to permit the additional division of remnant 20-, 15-, 10-, and 5-acre parcels into

additional residential parcels. This would relieve some of the pressure from converting 40-acre agricultural parcels into residential lots.

Strengths and Weaknesses For Attracting/Retaining Business and Industry

It is necessary to look at the factors that influence the economic climate in the Town of Eaton. From a quality of life perspective, the Town has a good quality housing stock that has maintained its property values and is located within a good school system. The Town has a number of natural features across its landscape, including blocks of wooded areas, large uninterrupted views of farm fields, and numerous streams and wetlands that help to create the “rural feel” that residents of the Town cherish. In addition, Eaton is located within a quick commuting distance to quality education facilities, entertainment centers, medical facilities, and other urban amenities available in the Green Bay area. It also offers open land for the construction of new business and industry.

Residents of Eaton have access to a good quality road network, including County Highways T, P, QQ, JJ, and State Highway 29. The Town also has easy access to I-43 via STH 29. Besides providing a quality road network to get to various destinations both in and out of the Town, these roads provide a means for businesses and merchants located on these roads to be noticed by passing motorists.

In addition to physical highways, the Town of Eaton has internet access town-wide through the internet service provider CenturyLink. Web-based Internet sales can provide worldwide visibility for someone as small as a home-based business in Eaton. While access to high-speed internet in the Town is currently limited, as access to high-speed internet continues to expand, home-based businesses may provide an attractive option for people looking to start a small business due to the high overhead costs and costs of brick-and-mortar establishments.

The biggest impediment to commercial or industrial economic development activity in the Town of Eaton is the competition from other municipalities in the Green Bay Metropolitan Area and the lack of public water and public sanitary sewer service necessary for any water-intensive manufacturing processes. However, there are existing manufacturing enterprises in Eaton that are not water-intensive. The Town should continue to encourage the growth of these existing businesses.

It is unrealistic to expect much in the way of retail commercial growth in the Town due to the relatively small and disbursed population base from which to draw. However, as with non-water intensive manufacturing businesses, there are a few scattered retail commercial businesses in Eaton that serve the Town and surrounding areas. If the Poland Town Center area grows with additional housing, it could drive some demand for additional retail commercial development.

Economic development services to assist businesses with location or relocation are provided throughout Brown County by Advance, which is the economic development section of the Green Bay Area Chamber of Commerce. Training services for business are provided by UW-Green Bay, St. Norbert College, the UW-Extension services, and Northeast Wisconsin Technical College (NWTC). While none of these educational institutions are located in the Town of Eaton, all are within a 30-minute drive.

Agriculture

Farming is Wisconsin’s number one industry, by some estimates accounting for \$6 billion in business sales, providing 21,038 jobs, and contributing \$1.6 billion in county income in Brown County each year.⁶ Continued

⁶ 2011 Brown County Agriculture: Value & Economic Impact; UW-Extension.

support of agricultural activities is one key to the state's and county's continued prosperity. Agricultural production should continue to be a primary economic development focus in the Town of Eaton. For this to happen, it is necessary for Eaton to consistently apply its zoning ordinance and other Town ordinances and policies in a manner that at a minimum does not harm, but preferably enhances, the agricultural economy.



To determine an approximate value of agricultural activity within the Town of Eaton, a rough analysis was completed utilizing the number of Eaton participants in the State of Wisconsin Farmland Preservation (Working Lands Initiative) Program and the average total market value of agricultural products sold per farm in Brown County. In order to receive the Farmland Preservation Tax Credit, a participant must have over \$6,000 in gross farm receipts (exclusive of rent), be in compliance with all agricultural conservation standards, have the land zoned for exclusive agricultural use, and be current in tax payments. There is no requirement that farms must participate in the program. Based on the maps prepared by each community participating in the Wisconsin Working Lands Initiative, the Town of Eaton has 6,835 acres of land enrolled in the program as compared to actual acreage in agricultural production from the 2022 land use inventory of 9,704 acres.

According to the 2017 Census of Agriculture, Brown County's total market value of agricultural products sold was over \$292 million, with an average per farm of 197 acres yielding \$300,000. Utilizing the county average and applying it to the land use inventory acreage (9,704 acres) yields a total market value of agricultural products sold from Eaton farms of approximately \$14,800,000 in 2017. Although this is a rough estimate of the economic impact of farming in Eaton, it does provide an indication of how important agricultural sales are to the Town. Besides the economic benefit that the agricultural economy brings to the community, it is important to understand that agricultural production does not require the public services that are typically required by an industry with \$14.8 million in sales or by other land use practices.

Sustaining agriculture is vitally important to the State of Wisconsin. This includes proposed creation of a dairy modernization and competitiveness program, promotion of the Agricultural Stewardship initiative, expansion of agriculture's role in energy production, continuation of efforts to establish Wisconsin as a leader in the nation in organic food production, enhancement of investment and capital formation in producer-owned businesses, encouragement of consumers and businesses to buy Wisconsin products, protection of a safe and secure food supply, the reforming of payment security for agricultural producers, and promotion of new business models for Wisconsin agriculture.

Entrepreneurial Agriculture

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



simple as new ways of selling, labeling, processing, packaging, or creating a new perspective about raising crops.

Examples of entrepreneurial agriculture include:

- Direct marketing of agricultural products to consumers, such as local schools, farmers markets, and custom production for local restaurants.
- Niche marketing, such as ethnic foods, organic foods, and specialty farm products.
- Value added approaches to farming, such as fruit drying, jellies and jams, wine making, and agri-tourism.
- Cooperatives marketing local free-range poultry, beef, or pork.
- Community supported agricultural operations where local consumers pay local farmers for a share of the following year's crops.
- Local marketing and/or direct delivery of all-natural products, such as grass-fed all-natural milk to local grocers and health food stores.

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

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

Entrepreneurial agriculture is more appropriate now than ever before because of continuing shifts in consumer awareness and demands. Farmers markets and organic products have increased much faster nationwide than the increase for conventional groceries. Some of the fastest growing categories of organic food products include meat and dairy alternatives, and eggs; canned and jarred products; and dairy products.

Consumers spend a significant amount of money on groceries and at restaurants, and most of this food comes from distant locations. Coupled with changes in consumer awareness and demands, opportunities abound for local farmers to provide greater amounts of produce to local consumers. Additionally, the middleman processing, packaging, advertising, and distribution often account for 80 percent of the cost of food.

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

Future Business and Industrial Development

Businesses and industries that wish to locate in Eaton should be environmentally friendly, provide services or goods to local residents, enhance the overall economy of the Town, and add to the tax base of the Town. Businesses that should specifically be encouraged in Eaton are those that contribute to the success of the farming economy, those that provide retail services to Town and area residents, and those that provide jobs to Town residents.

The Poland Town Center area is an important location in the Town for existing and future business development. New retail or service businesses should be encouraged to locate in this area of the Town to take advantage of the visibility from STH 29 and provide value-added services to those businesses that are already there.

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

The Town does have a small concentration of industrial/business uses at the intersection of CTH QQ and CTH JJ in the far northwestern part of the Town and also a platted industrial park south of the intersection along CTH QQ. A secondary area of business/industrial use concentration is at the intersection of STH 29 and CTH P. New business/industrial uses should be encouraged to locate near these nodes of existing development.

Industrial and Commercial Design Standards

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

Eaton should consider adopting a separate basic site design standard ordinance for new commercial and industrial development for specific situations and for specific areas in the Town. This would spell out exactly what the Town is looking for in terms of building and site designs and create a process in which the developer, Town, and neighbors will know what to expect as building and site designs are brought forward. The design standard ordinance should focus on those building and site design characteristics that enhance the site location and adjoining properties as well as the Town's identity.

Sensitivity to Natural and Active Agricultural Areas

Agricultural lands, topography, waterways, woodlands, and wetlands all combine to help create the rural character that the Town of Eaton residents enjoy and appreciate. Business development should be designed with consideration of the natural features of the Town to integrate the businesses and industries into the community while retaining the rural small-town atmosphere.

Special care should be taken to ensure that commercial and industrial activities are not located within environmentally sensitive areas (ESAs). These features should be preserved when located in a business area and included in the design of business developments as integral amenities.

Brownfield Redevelopment

For commercial and industrial uses, the Town should maintain an inventory of any existing vacant buildings and land identified as potentially contaminated (brownfield) with industrial or petroleum-based pollutants. A review of the Wisconsin DNR website indicates that there are no open remediation activities in the Town. If any brownfields are identified, they should be reviewed through a formal brownfield assessment process and promoted for redevelopment through the use of state and federal brownfield and redevelopment funds.

Home Occupations

Advances in telecommunications have allowed for many people to develop home offices or occupations. Home occupations can fill a number of roles for economic development in the Town and should be encouraged, so long as they remain consistent with the zoning ordinance requirements. If/when home occupations wish to expand beyond what would be permitted in a residential or agricultural area, they should either request a zoning change to an appropriate zoning district or move to a site that is properly zoned for more intensive commercial or industrial uses. Home occupations provide opportunities for residents to establish businesses without the need for a separate brick and mortar establishment, which can help reduce the risk of additional agricultural lands being converted to commercial uses.

Town, County, Regional, and State Economic Development Programs

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

Town

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

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

As previously mentioned, agricultural activity is estimated to account for approximately \$14.8 million in products sold from farms located within the Town in 2017. Because agriculture is such a large component of Eaton's economy, it should be encouraged to continue through Town policies that do not impede its continued viability. For the small-scale farms, entrepreneurial agricultural activities, such as truck farming, direct farm-to-market sales, hobby farm activities, and farm-based value-added manufacturing, should be actively encouraged to maintain farming and the rural character in Eaton.

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

that is limited to retail sale of products produced due to agriculture, forestry, or manufacturing project. The State Department of Revenue must approve any proposed TID project.

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

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

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

County

Businesses can use economic development loan programs, such as the Brown County Economic Development Revolving Loan Fund administered through the Brown County Planning Commission and Advance, to obtain low-interest loans that will generate new employment opportunities and encourage expansion of the tax base. Through Brown County's partnership with Advance, the Town of Eaton also has access to development and grant information, their microloan program, and economic development marketing services.

Regional

The New North

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

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

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

State

Wisconsin Economic Development Corporation

The Wisconsin Economic Development Corporation (WEDC) works with Wisconsin communities to provide training, technical support, and funding to facilitate public infrastructure improvements, brownfield redevelopment, and Main Street improvements to foster economic growth. Additional information regarding WEDC can be found at <http://wedc.org>.

University of Wisconsin-Extension

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

Federal

There are a number of federal economic development programs available to municipalities. Each program generally has specific criteria established that it uses to determine which municipalities get funding. The U.S. Department of Agriculture–Rural Development Programs and Rural Development Economic Assistance Programs are examples of federal programs available to municipalities. The Town should contact potential government departments that administer economic development programs that it may have interest in to determine whether or not it is eligible.

Recommendations

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

General Recommendations

- Encourage farming as an economic activity by discouraging new residential development near active farms.
- Support efforts by local farmers in entrepreneurial agricultural through direct farm-to-market sales and farm-based value-added business activities, among others.
- Continue to permit home occupations as small business incubators as long as they are clearly secondary to the residential use and meet the Town zoning ordinance requirements and restrictions.
- Consider implementing a commercial and industrial site and building design standards ordinance.
- Encourage the development of new business and industrial development at or near existing nodes of development.
- Business development should be designed with consideration of the sensitivity of the agricultural lands and environmental features that this plan identifies.
- Business site plans should include pedestrian access (where appropriate), parking (preferably behind the building), and parking lot landscaping standards, consistent with the rural character of Eaton.
- Keep an updated comprehensive list of potential economic development funding mechanisms through the state and federal governments.
- Contact the various economic development agencies for technical support and grant resources listed in this chapter when evaluating specific economic development projects.

Chapter 5 – Housing

Introduction

As presented in the Issues and Opportunities Chapter, the population is changing as the “baby boomers” currently living in the Town approach retirement age and younger families looking for rural lots are arriving. The Town of Eaton aims to provide a range of housing choices for these and all other population segments, while maintaining the Town’s rural atmosphere.

The Issues and Opportunities Chapter of the plan contains the forecasts for new housing units within the Town of Eaton over the next 20 years. The Housing Chapter will build on these forecasts by identifying existing trends and characteristics of the housing market and providing recommendations on how to improve the existing housing stock and provide for the development of new and innovative housing practices.

Housing Characteristics

Age

As depicted in Figure 5-1, Eaton has a larger percentage of newer housing stock (1990 and newer) than either Brown County or the State of Wisconsin. Approximately 36 percent of Eaton’s housing units were built between 1990 and 2009, which suggests that a portion of the housing stock within the Town is fairly new and in good condition. This percentage of newer housing units is significantly higher than Brown County at 30.4 percent and the state at 26.3 percent. Approximately one-third of homes (34.7 percent) were built prior to 1970. The Town should continue to ensure that the Town’s housing stock remains in good condition through its building code enforcement. Since 2010, the construction of homes has slowed considerably, which is likely due to a combination of economic factors related to the housing market collapse and economic recession in the late 2000s.

Figure 5-1: Age of Housing Units in the Town of Eaton

YEAR STRUCTURE BUILT	Eaton	Percent	Brown County	Percent	Wisconsin	Percent
Built 2014 or later	16	2.8%	4,176	3.8%	68,215	2.5%
Built 2010 to 2013	28	4.9%	3,343	3.0%	54,134	2.0%
Built 2000 to 2009	109	19.0%	14,906	13.5%	334,007	12.3%
Built 1990 to 1999	100	17.4%	18,657	16.9%	380,262	14.0%
Built 1980 to 1989	51	8.9%	13,760	12.5%	266,654	9.8%
Built 1970 to 1979	71	12.4%	17,040	15.4%	392,059	14.5%
Built 1960 to 1969	51	8.9%	11,406	10.3%	262,303	9.7%
Built 1950 to 1959	39	6.8%	10,992	10.0%	289,277	10.7%
Built 1940 to 1949	21	3.7%	4,428	4.0%	147,695	5.5%
Built 1939 or earlier	88	15.3%	11,706	10.6%	514,838	19.0%

Source: U.S. Bureau of the Census, 2016-2020 American Community Survey

Structures

The Town of Eaton has much less variety in housing structures than Brown County and the State of Wisconsin. According to the 2016-2020 American Community Survey estimates, an overwhelming

percentage (95.1 percent) of housing structures are classified as one-unit detached, which is a standard single-family home, unattached to any other dwelling units. This is approximately 30 percent more than the county and state percentages. Out of the remaining 4.9 percent of housing stock, 1.6 percent are considered one unit attached, 1.2 percent are duplex units, 1.6 percent have 5 to 9 units, and 0.5 percent are mobile homes. These statistics may indicate a need for developing more housing options to offer a range of housing choices for existing and new residents. Figure 5-2 identifies the units in structure for Eaton, Brown County, and Wisconsin.

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

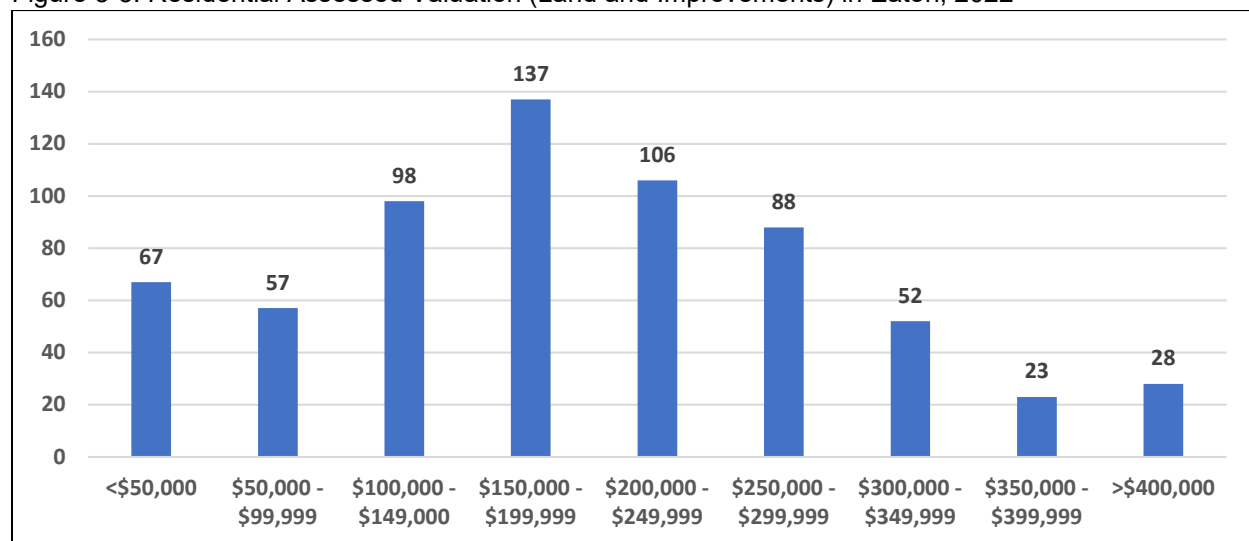
Units in Structure	Eaton	Percent	Brown County	Percent	Wisconsin	Percent
1-unit, detached	546	95.1%	70,986	64.3%	1,804,037	66.6%
1-unit, attached	9	1.6%	6,191	5.6%	114,519	4.2%
2 units	7	1.2%	6,566	5.9%	171,960	6.3%
3 or 4 units	0	0.0%	3,156	2.9%	97,646	3.6%
5 to 9 units	9	1.6%	9,066	8.2%	131,546	4.9%
10 to 19 units	0	0.0%	5,513	5.0%	93,603	3.5%
20 or more units	0	0.0%	7,381	6.7%	204,374	7.5%
Mobile home	3	0.5%	1,509	1.4%	90,973	3.4%
Boat, RV, van, etc.	0	0.0%	46	0.0%	786	0.0%
Total	574	100.0%	110,414	100.0%	2,709,444	100.0%

Source: U.S. Bureau of the Census, 2006-2010 American Community Survey Table DP04 Selected Housing Characteristics.

Value

According to Brown County land records, the largest segment of the owner-occupied homes (including land) in the Town of Eaton is valued between \$150,000 and \$199,999 (21 percent); while 98 homes (15 percent) of the homes are valued between \$100,000 and \$149,999 and 106 homes (16 percent) are valued between \$200,000 and \$249,999 (see Figure 5-3).

Figure 5-3: Residential Assessed Valuation (Land and Improvements) in Eaton, 2022



Source: Brown County Land Records Database, 2022.

Occupancy

According to the 2020 U.S. Census, there were a total of 643 housing units within the Town of Eaton. As depicted in Figure 5-4, owner-occupied units accounted for 87.9 percent of the Town's occupied dwelling units in 2020, which has changed very little since the 2010 owner-occupied percentage of 97.0 percent. Rental units remain a rather small percentage of total housing in the Town of Eaton. Figure 5-4 identifies the change in housing occupancy between 2010 and 2020.

Figure 5-4: Change in Housing Occupancy Characteristics in Eaton, 2010 and 2020

	2010 Census	% of Total	2020 Census	% of Total	Increase or Decrease	Percent Change 2010-2020
Total Housing Units	565	100%	643	100%	78	13.8%
Occupied Housing Units	548	97.0%	565	87.9%	17	3.1%
Owner-Occupied	500	88.5%	514	79.9%	14	2.8%
Renter-Occupied	48	8.5%	51	7.9%	3	6.3%

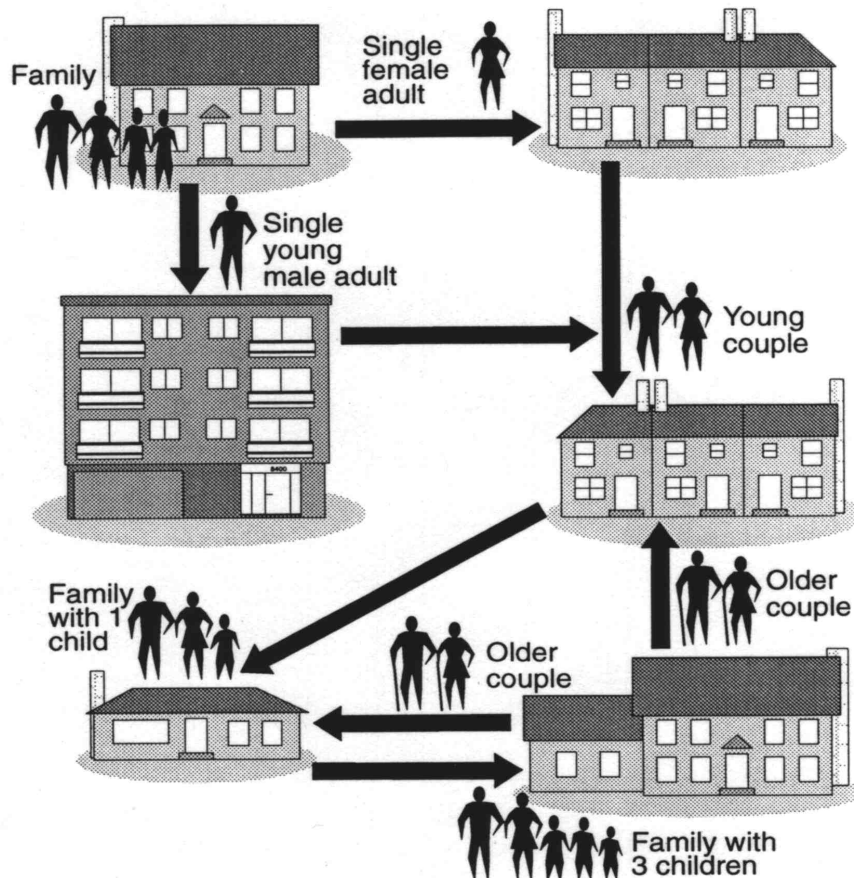
Source: U.S. Census Bureau, 2010 and 2020 Census.

Range of Housing Choices

The Town's residential development is very typical of most rural communities where housing is overwhelmingly single-family, owner-occupied on owner-occupied lots. As the Town grows, it should be open to more housing options being developed in the Town. Development of additional duplex units and possibly small group homes for the elderly would provide Town residents a larger variety of housing types.

While understanding that the range of housing choices are generally limited in areas not served by public sewer and water service, it is important to recognize that as people go through various stages in their life, their preferred housing type may change as well. Although the Town may currently depend on other neighboring communities to provide the complete range of housing for its residents, this section contains a series of recommendations the Town can implement to maintain its current housing stock and development pattern while somewhat increasing its range of housing choices. Figure 5-5 provides a representation of how a person's housing preferences might change over time.

Figure 5-5: Change in Housing Preferences Over Time



Source: Local Government Commission, 2003.

Mixing of Residential Types

Historically, housing types were mixed. More recently, however, housing types other than single-family detached homes have been grouped together, thereby concentrating these uses. Mixing the housing types avoids the concentration of large tracts of rental properties and their perceived negative impacts and is a housing option that all communities should consider.

In order for uses other than single-family detached homes to be palatable to surrounding property owners, the other uses need to be of a scale and design that blend in with the residential character of the neighborhood. Strict developmental design standards will likely need to be employed to achieve the desired seamless integration of these uses into the neighborhoods. Design standards let the developer know ahead of time what standards the neighbors expect for the building, and the neighbors know that the development will meet their expectations as well.

Educate Residents and Homebuilders Regarding “Visitability” Concepts

As people age, their ability to move around their own home can become increasingly difficult. For a number of elderly and mobility-impaired residents, the simple presence of a single stair to enter a home could cause a great deal of difficulty. According to Green Bay-based Options for Independent Living, “visitability” applies

to the construction of new single-family homes to make them “visit-able” by people with physical or mobility disabilities. Typically, visitable homes have:

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

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

Summary of Recommendations

It is very important for the Town to continue to monitor its progress in meeting the goals and objectives of the plan’s Housing Chapter. To attain the goals and objectives, the following recommendations were developed based on the input received from the town-wide visioning session, survey, citizens advisory committee meetings, State of Wisconsin Comprehensive Planning Law, and sound planning principles:

- Continue to ensure that the Town’s housing stock remains in good condition through code enforcement and the establishment of a housing maintenance code.
- In areas of the Town outside of Poland, conservation by design developments are preferred. The natural or cultural resource areas should be preserved as part of the permanent greenspace and the development built around these resources.
- Promote the development of additional individual parcels of land for housing on parcels that have already been split and are not in active agricultural production. This may include parcels of approximately 5-15 acres in size.
- Within the Poland town center, second-floor housing should be allowed above first-floor commercial establishments.
- In order to maintain high quality housing and address housing maintenance issues, the Town should develop a housing maintenance code. The housing maintenance code should be enforced in situations where property values are being adversely affected through the willful neglect of nearby properties.
- The Town should contact the Brown County Housing Authority, Wisconsin Department of Administration, and Wisconsin Housing and Economic Development Authority (WHEDA) for information and resources to continue to improve the Town’s housing stock.

Chapter 6 - Utilities and Community Facilities

Introduction

The presence and provision of public facilities and services within a community are closely intertwined with the growth and development patterns the community experiences. Decisions about where and when community facilities and public utilities will be constructed or extended are important in influencing future land use patterns.

Background

The Town of Eaton has been historically a rural farming community with few public utilities and facilities.

The Town of Eaton currently provides:

- A relatively new town hall that is used for governmental meetings and gatherings.
- A substation of the Denmark Volunteer Fire Department attached to the town hall.

The Town of Eaton contracts with:

- GFL for curbside garbage pick-up and recycling services.
- County Rescue for emergency medical service.
- Denmark Volunteer Fire Department for fire service.

Private businesses also provide telecommunication (including high-speed Internet access), electricity, natural gas, healthcare, care for the elderly, and childcare.

As a rural community within Brown County, the Town of Eaton does not yet require a high degree of comprehensive services. As noted above, a small range of public and utility services are available within the Town. Currently, there are no known significant deficiencies or problems associated with these utilities, facilities, or services. However, the Town must periodically review its needs for services, such as the need for an increased level of fire protection within the Town. When the need for services has been determined, the Town should promptly and efficiently obtain those services.

Inventory and Analysis

Sanitary Sewer Service

Currently, there is no sanitary sewer service provided within the Town of Eaton. Development in adjacent municipalities, principally the City of Green Bay and the Village of Bellevue, will impact if and when the extension of public sewer service into the Town occurs. Currently and for the foreseeable future, private onsite sewage disposal systems will be used.

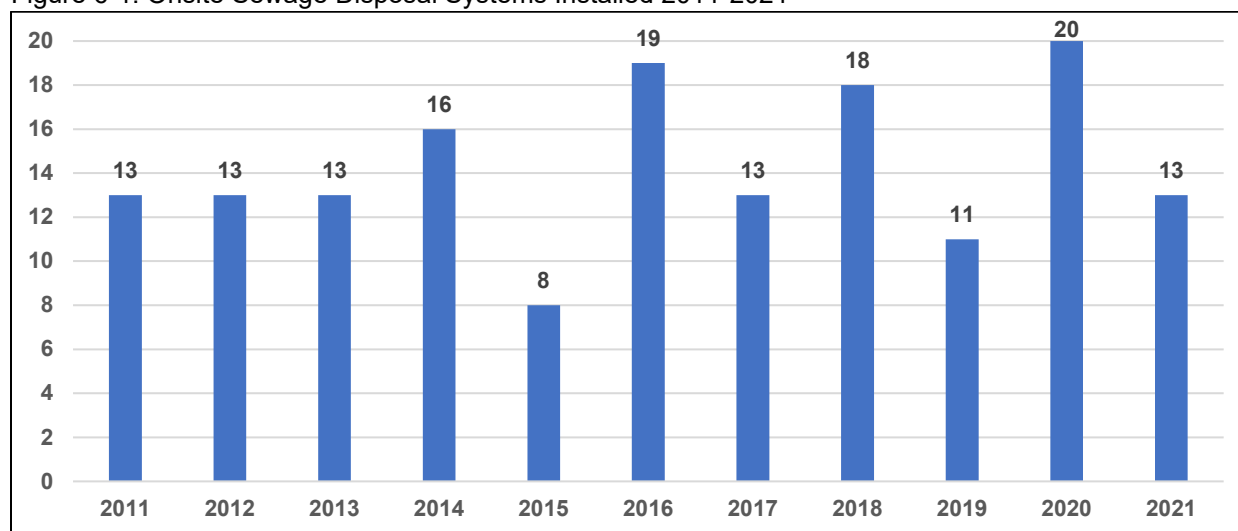
Onsite Sewage Disposal Systems

Chapter 11 of the Brown County Code regulates the location, construction, installation, alteration, design, and use of all private onsite wastewater treatment systems (POWTS) within the county to protect the health of residents, to secure safety from disease and pestilence, to further the appropriate use and conservation of land and water resources, and to preserve and promote the beauty of Brown County and its communities.

Soils in much of the Town of Eaton are unsuitable for onsite conventional gravity flow systems due to a high seasonal water table and heavy clay soils resulting in slow permeability. A review of the permits issued by the Brown County Zoning Department for the various types of disposal systems confirms the fact that the soils in Eaton are generally not conducive to onsite gravity flow systems. Mound systems are much more prevalent and can sometimes overcome limitations for conventional disposal systems, and if not, holding tanks are used. Figure 6-1 depicts the trend of new onsite sewage disposal systems installed in the Town of Eaton for the years 2011-2021.

The Town should ensure the long-term viability of private onsite sewage disposal systems through continued support of Brown County's Private Sewage System Ordinance that requires inspections of all existing onsite sanitary systems at the time of sale of the associated residence or building.

Figure 6-1: Onsite Sewage Disposal Systems Installed 2011-2021



Source: Brown County Zoning Department, 2011-2021.

Water Supply

Groundwater has always been the source of all drinking water and most other water uses within the Town of Eaton. All residents and businesses have their own private wells for potable water use. Groundwater from private wells is generally of good quality. There is no municipal water supply system in the Town.

The federal Safe Drinking Water Act of 1974 charged the Environmental Protection Agency (EPA) with promulgating drinking water standards to protect public health. These standards, known as “maximum contaminant levels” (MCLs), now cover approximately 52 substances. Primary MCL standards are designed to protect public health and include standards for organic and inorganic chemicals, microorganisms and bacteria, and turbidity. Secondary MCL standards are designed to protect public welfare and include color, odor, and taste. The Wisconsin DNR has promulgated state MCLs based on the federal MCLs whether its source is groundwater or surface water. These standards apply to any public water supply system. Most water sources contain at least small amounts of some contaminants. Contaminants may include microbes such as viruses and bacteria, inorganics such as salts and metals, pesticides or herbicides, organic chemicals such as petroleum byproducts and radioactive substances. The presence of such contaminants does not necessarily indicate that the water poses a health risk.

In 1984, Wisconsin State Statutes 160 and Administrative Codes NR 809 and 811 were created to minimize the concentration of polluting substances in groundwater through the use of numerical standards to protect

the public health and welfare. The numerical standards created under NR 809 and 811 consist of enforcement standards and preventive action limits.

Private wells do not require the monitoring and testing that is required of a public water supply, and reports and tests can be conducted on an individual basis for residents who request that their wells be tested. Brown County Health officials indicate that they have not seen evidence of groundwater quality problems based on water samples from the Town that they have been asked to test. Reports and tests are conducted on an individual basis for bacterial contamination for residents who request their wells to be tested. A sampling kit should be obtained from the Brown County Health Department any time a person notices a distinct change in color, odor, or taste of their drinking water. It is recommended that well owners periodically have their wells tested for water quality.

As with all communities, it is very important that the groundwater, Eaton's only source of drinking water, be protected. The greatest threats to groundwater are contamination and overuse. As with any rural and agricultural community, the most common sources of contamination include feedlots, manure storage and spreading, manure pits, irrigation, fertilizers, and pesticides. The contamination threat may increase with the proliferation of larger farms that contain large amounts of farm animals. Contamination also can occur from malfunctioning onsite sanitary systems. Overuse of the groundwater is not envisioned to be a problem within the foreseeable future.

Ensuring functioning onsite sanitary systems will help to protect groundwater from contamination from these systems and help protect the quality of water from the private wells in the area. The Town should support Brown County's "time of sale" program of inspecting private onsite wastewater treatment systems to guard against failing systems. Whenever there is a sale of a property that contains a house or business on the property with an onsite sanitary system, the County requires that the owner, prior to the sale occurring, obtain a system inspection of the onsite sanitary system to ensure that it is functioning correctly. If it is not, it is required to be replaced.

The Town should also support Brown County's "3-year maintenance program" that requires onsite sanitary systems to be checked every three years by a licensed plumber, certified POWTS inspector, or certified pumper with a report sent to the Brown County Zoning Department for review. Onsite sanitary systems are added to the maintenance program whenever a property changes hands or whenever a new system is installed.

In order to ensure that Town residents understand the necessary maintenance and care associated with a private drinking water supply, the Town should provide educational materials, such as the WDNR publication "Answers to Your Questions About Groundwater," to Town residents and should provide informational articles and resources in a Town newsletter or website.

The Town should also recommend to its residents that they periodically have their well water tested. There is no requirement to do so but periodic testing can identify problems with water quality that may not be able to be detected by the homeowner. Health officials recommend that well water be tested at least every five years. The cost is not excessive, and the benefits can be many.

Abandoned or unused wells pose a great threat to the safety and quality of groundwater. An unused well provides a direct path for contaminants and pollutants to the underground aquifers that supply working wells. Water and effluent that enters into an abandoned well bypasses the upper layers of the soil where purifying action normally takes place and directly enters the aquifer used to supply drinking water to nearby residents. Ensuring that abandoned wells or unused wells are properly capped will help to protect groundwater from contamination from sources such as manure runoff and other surface contaminants. There are many abandoned wells within Brown County that have not been properly capped. It is very likely

that there are abandoned and unused wells in the Town of Eaton. The Town should recommend to property owners within the Town, through use of the Town website or a Town newsletter, that any abandoned or unused wells located on their property be properly capped for the landowners' own health and safety as well as for their neighbors' health and safety. The Town should adopt an abandoned well ordinance to help protect the groundwater within the Town. This would require approval by the Wisconsin Department of Natural Resources.

Residents within the Town have shown a strong preference in continuing with the practice of installing and utilizing private wells for individual potable water use. There has been little demand for a public water supply system. Eaton officials should monitor the potable water situation of the Town.

Solid Waste Disposal

The Town of Eaton contracts with GFL for town-wide curbside solid waste disposal for town residences. Businesses must contract separately with a hauler of their choice. It is envisioned that the current method of solid waste disposal will continue to be adequate during the 20-year time-span of this plan. The Town should periodically review the garbage collection contract to ensure the best service for the best price.

Recycling

More and more communities are realizing that the slogan "Reduce, Reuse, and Recycle" is a significant factor in protecting the environment. The Town contracts with GFL for curbside pick-up and disposal of household recyclables. Businesses within the Town contract separately with a hauler of their choice. The Town should periodically review the garbage collection contract to ensure the best service for the best price.

Stormwater Management

In 1987, the federal government passed an amendment to the Clean Water Act that included several regulations related to stormwater management and nonpoint source pollution control. The programs created by this legislation are administered by the U.S. Environmental Protection Agency and are targeted to control nonpoint source pollution from municipal, industrial, and construction site runoff.

Due to revisions to the federal programs in 1999 and corresponding changes to Wisconsin Administrative Codes, these federal programs apply to most communities and most construction sites one acre or larger.

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

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

- Undermine floodplain management efforts by increasing the incidence and levels of flooding.

Research indicates that many of these concerns about stormwater runoff become evident when impervious surfaces (rooftops, roads, parking lots, etc.) within a watershed reach 10 percent. A typical medium-density residential subdivision can contain about 35 to 45 percent impervious surfaces.

Currently, stormwater management within the Town of Eaton is undertaken on a case-by-case basis by property owners/developers. There are no regional detention ponds or publicly-owned detention ponds within the Town.

To resolve the problem previously noted, as well as to protect the important natural resource features identified within the Natural, Cultural, and Agricultural Resources Chapter of this plan, it is recommended that the Town develop a stormwater management plan for the developing areas of the Town of Eaton and that the Town develop a stormwater ordinance to ensure that future stormwater facilities are constructed to a standard that will adequately handle stormwater quantity and quality. A comprehensive stormwater management assessment and plan would identify potential trouble spots with regard to existing culverts and grades that may be causing stormwater to back up into yards, fields, and wetlands and would identify areas where a larger culvert size may be required.

Parks and Recreation

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

To provide recreational services in an efficient and effective manner and to maintain eligibility for state and federal recreational grants, most communities identify planning principals and guidelines as an integral element of recreation and open space programs. That process is typically formalized in a park and open space plan.

The Town of Eaton does not have any Town-owned park or recreational facilities. County-owned Lily Lake Park is located in southwestern Eaton and provides recreational opportunities for area residents. It provides water-based opportunities on Lily Lake, as well as picnicking and playground opportunities. The Polish Legion of American Veterans, which owns land adjacent to the park, operates and maintains a lighted softball diamond.

The 2017-2022 Brown County Park and Outdoor Recreation Plan identifies a planned county-wide trail system, including through part of the Town of Eaton. The trail system is envisioned to address the need for recreational trails and multi-modal transportation within Brown County. Larger trails would be situated along abandoned railroad rights-of-way, while smaller local trails would be developed to provide connections to the larger trails. The trail system is envisioned to provide residents with recreational opportunities, as well as access to county parks and other public facilities, such as schools, commercial and residential areas, and local government. The main trail proposed within the Town of Eaton would be located along the railroad that extends from the City of Green Bay to the Devil's River State Trail in the Village of Denmark. It would be constructed and maintained by the County if and when the railroad is abandoned and purchased by the State of Wisconsin.

The County Park plan also proposed additional land acquisition for Lily Lake Park. It has been recommended that should the 15 acres of land currently owned and managed by the Polish Legion of American Veterans adjacent to Lily Lake County Park become available that Brown County work to acquire it. Acquisition of the 15-acre property would place the entire shoreline of Lily Lake within public ownership. Additionally, the park plan identifies the need for a playground structure at Lily Lake Park for the day users of the park.

An increase in the population of the Town will result in an increase in the demand for park, open space, and outdoor recreation opportunities. Such a demand is often expressed as a desire by residents for additional open space for walking and picnicking, informal outdoor activities, such as catch and playgrounds, and formal activities, such as league softball and soccer. The Town is lacking in actual park facilities. If Town residents express the need for public recreational sites of a larger scale, the Town should consider developing a community park for Town residents in the vicinity of the Town Hall in Poland.

Should the Town of Eaton determine that there is a need for a park facility or local publicly-owned conservancy areas in the future, it should consider preparing an outdoor recreation plan to quantify local needs and prioritize acquisition and development activities. The plan should inventory the Brown County Park and Outdoor Recreation Plan in addition to analyzing needs, appropriate locations and activities for outdoor recreation in Eaton. Once adopted, a comprehensive outdoor park and recreation plan provides eligibility to a community for numerous state and federal grants for a period of five years. The municipality is required to update the plan every five years in order for the municipality to retain eligibility for grants.

Coordination of park and open space sites and opportunities with public and private schools, conservancy zoning, and stormwater management facilities should also be of particular focus. Many similar recommendations are contained in the Natural, Cultural, and Agricultural Resources Chapter of the comprehensive plan. The Land Use Chapter of the plan also discusses recreational needs of the Town.

Telecommunication

Lumen Technologies serves the Town of Eaton for landline phone service, while wireless phone service is provided via numerous private providers. Current trends in the telecommunications industry point to a greater demand for wireless communications, including Internet access, which will lead to more companies wanting to locate wireless towers in the Town of Eaton. Before new towers are approved, attempts should be made at co-locating new arrays on existing towers.

Broadband

Currently, there are no fiber-optic cables located in the Town of Eaton. Most areas within the Town lack access to high-speed internet, which is defined as having minimum internet speeds of 25/3 Mbps (megabits per second). The state of Wisconsin is currently working with local governments and internet service providers to improve access to high-speed internet in underserved areas across the state. In 2021, NewNorth partnered with Brown County to develop a plan for expanding broadband internet to underserved areas in Brown County. It is anticipated that areas in the Town of Eaton that are currently underserved will have access to high-speed broadband internet through this plan's timeframe.

There is currently one planned tower in the Town of Eaton that will provide residents with another option for improved internet service. A tower is also planned in the Town of Humboldt near the Eaton boundary.

Power Generation

Electricity and natural gas service are provided in the Town of Eaton by Wisconsin Public Service Corporation (WPS). The service provided by WPS should be adequate through the plan's timeframe.

Cemeteries

The Town of Eaton has five small cemeteries located throughout the Town, which are operated by local religious organizations. Cemeteries are located adjacent to Lilac Lane, Hwy P between Hwy 29 and Hwy JJ, Hwy T and Hwy 29, Hwy 29 west of Hwy P, and Hwy 29 and Hwy QQ. Additional demands in the future should be addressed by these organizations or the private sector.

Healthcare

The Town of Eaton does not have any healthcare facilities located within the Town and relies on healthcare providers located in the Green Bay Metropolitan Area. This situation should continue to be adequate during the timeframe of this plan. Healthcare services that could locate in the Town within the timeframe of this plan should be addressed by the private sector.

Elderly Care

Eaton does not have any elderly care facilities and relies on facilities located within the Green Bay Metropolitan Area for such services. As the Town continues to age, there may be a need for an elderly care facility for those Eaton residents who wish to remain in the Town. The Town should work with elderly care providers to identify appropriate areas, such as the Poland area, for these facilities.

Childcare

Children, as well as the elderly, need special attention. Eaton does not have any childcare facilities located within the Town and relies on providers located in the Green Bay Metropolitan Area for such services. As the Town continues to grow, it should work with private childcare providers to identify appropriate locations for childcare facilities. The Poland area would be an area where a childcare facility may be needed in the future.

Emergency Services

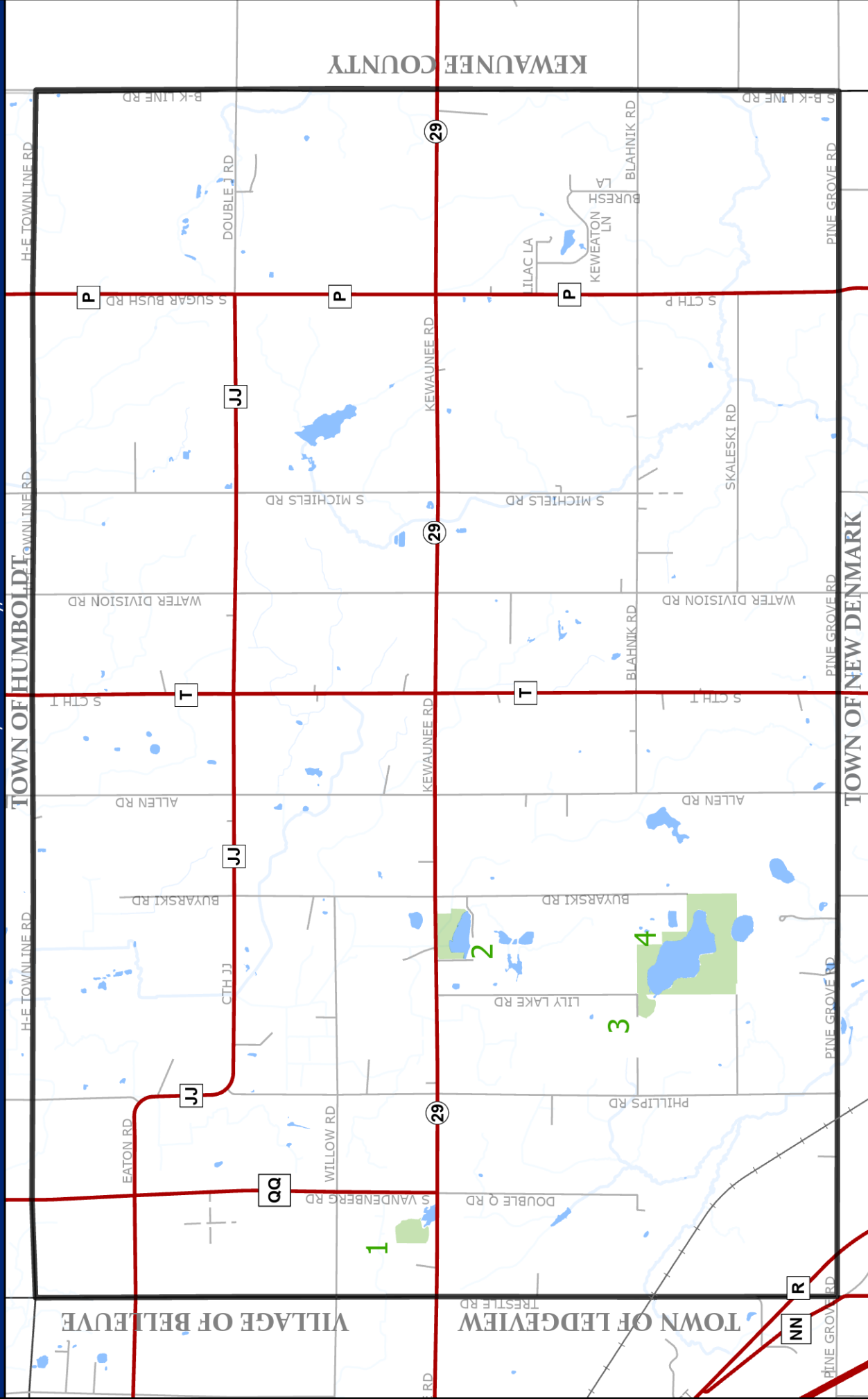
The Denmark Volunteer Fire Department has two stations. Fire Station #1 is located on North Wall Street in the Village of Denmark, and Fire Station #2 is attached to the Eaton Town Hall in Poland. The department consists of a 40-man volunteer department and provides service to the Village of Denmark, the Towns of Denmark, Eaton, and Glenmore within Brown County, and the Town of Franklin in Kewaunee County. Fire Station #1 houses two tenders, two engines, a supply truck, and brush truck, and Fire Station #2 houses one tender, a brush truck, well/water pump, and one engine. In addition, the department has a dry hydrant located at Lily Lake. With the development of Fire Station #2 in Poland, the Town of Eaton has very good fire protection coverage.

Police protection is provided by the Brown County Sheriff's Department, which patrols the Town regularly and responds to emergency situations. The Sheriff's Department also has mutual assistance agreements with other municipalities in the surrounding area. Therefore, an officer is always not within the Town. Ambulance service is provided by County Rescue Services, which is located west of Eaton in the Village of Bellevue.

As the Town grows in population, it should monitor its need for additional emergency services and contract with the appropriate provider for additional protection, if necessary.

Recreational Facilities

Figure 6-2
Town of Eaton, Brown County, WI



Highway (Federal, State, County)

Local Road or Street

Private Road or Street

Proposed Road or Street

Rail Line

1. Bisbee Gold Driving Range

2. Pieschek Conservancy

3. P.L.A.V. Ball Diamond

4. Lily Lake Park/Boating Landing

N
W
E
S

0 0.15 0.3 0.6 0.9 1.2 Miles

Map Created: 5/25/2022

Libraries

There is currently no library in the Town of Eaton. Eaton residents utilize the services of the Brown County Library system and the Bookmobile and branch location in the Village of Denmark. There are no plans to develop a library within the 20-year timeframe of this plan.

Schools

The Town is partially located within both the Green Bay and Denmark School Districts. The two school districts provide a comprehensive K-12 grade educational program. All Eaton students are bused to and from school.

The schools located in the Green Bay Metropolitan Area or the Village of Denmark, which serve the Town, are identified below.

- Green Bay Preble High School. This facility is located on Deckner Avenue on the east side of the City of Green Bay. It was remodeled and expanded in 1999. It currently houses grades 9 through 12.
- Edison Middle School. This facility is located on Alpine Drive on the east side of the City of Green Bay. It was constructed in 1968. It currently houses grades 6, 7, and 8.
- Baird Elementary School. This facility is located on Laverne Drive on the east side of the City of Green Bay. It was constructed in 1968. It currently houses kindergarten through grade 5.
- McAuliffe Elementary School. This facility is located on Emerald Drive on the east side of the City of Green Bay. It was constructed in 1990 and added to in 1996. It currently houses kindergarten through grade 5.
- Wequiock Elementary School. This facility is located on Wequiock Road in the western portion of the Town of Scott. It was constructed in 1957 and last expanded/upgraded in 1998. It currently houses kindergarten through grade 5.
- Denmark High School. This facility is located on N. Wall Street in the northeast portion of the Village of Denmark. It was constructed in 1964 and last expanded/upgraded in 1998. It currently houses grades 9 through 12.
- Denmark Middle School. This facility is located on N. Wall Street in the northeast portion of the Village of Denmark. It was constructed in 1993. It currently houses 6, 7, and 8.
- Denmark Elementary School. This facility is located on N. Wall Street in the northeast portion of the Village of Denmark. It was constructed in 1970. It currently houses grades 1 through 5.
- Early Childhood Center. This facility is located in the Village of Denmark. It was constructed pre-1950 and remodeled in 1970 and 2000. It currently houses preschool through kindergarten.
- Denmark Empowerment Charter School. This facility is located on Hwy T and Hwy 29 in Poland and is an outgrowth of the Middle School Alternative Education Program. It was started in 1998 and is at full capacity with housing 10 students: 8 high school students and 2 middle school students.

In addition, the Green Bay School District owns a 10.5-acre site in the Village of Bellevue at the northeast corner of Erie and Willow Roads for potential future school use. The district also owns two sites on Grandview Road for future schools.

Although the Town of Eaton's population increase is not a significant amount compared to the rest of the Green Bay School District, area students may be affected by the continual growth of other areas in the school district. The Town of Eaton and the Green Bay School District should work closely together to handle any boundary changes or building expansions.

It is expected that the number of school-aged children from the Town of Eaton will increase consistently with the overall growth projected for the Town during the planning period.

The Denmark School District anticipates enrollment remaining largely flat over the next five to ten years. A referendum to expand the Denmark Elementary School was recently passed. No other additions or new buildings are anticipated within this plan's 20 year timeframe.

Future school or school district changes to address the Town of Eaton's growth are not anticipated to be necessary during the next 20 years.

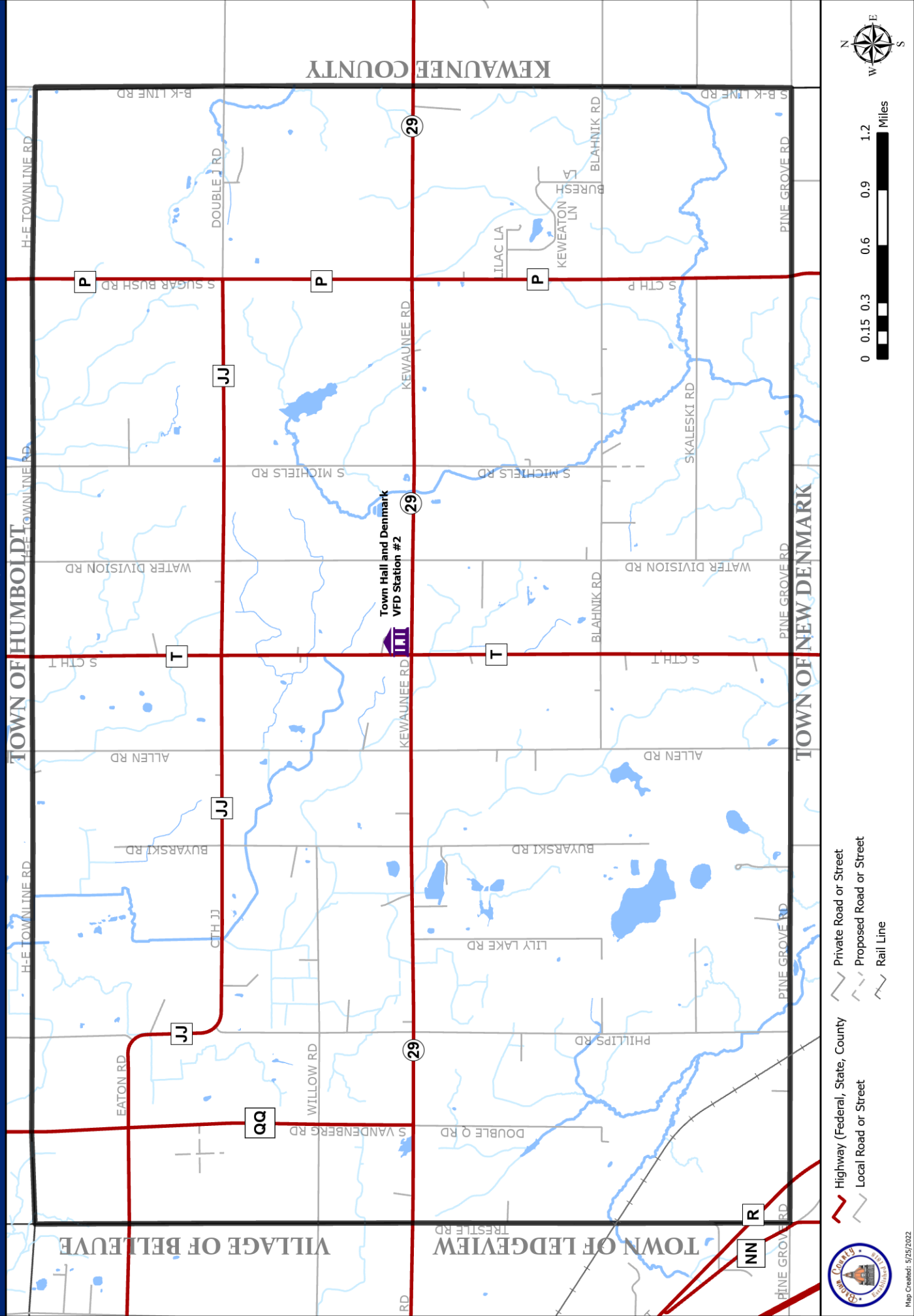
Government

The Town of Eaton Town Hall and Community Center is located at 3063 S. County Road T in the unincorporated community of Poland. The town hall and community center are used primarily for governmental meetings and may be rented out for gatherings. In addition to the town hall and community center, as previously discussed, Denmark Fire Station #2 is attached to the building. The building is in very good physical shape and should serve the Town of Eaton and its residents well into the future.

Figure 6-3

Town Hall and Denmark Volunteer Fire Department Station #2 Location

Town of Eaton, Brown County, WI



Summary of Recommendations

A summary of this chapter's policies and programs is provided below.

Onsite Sewage Disposal Systems

- Disseminate information to all property owners in the Town regarding the importance of proper maintenance of private sewage systems and resources available to repair failing systems.
- Support Brown County's Private Sewage System Ordinance that requires inspections of all existing onsite sanitary systems at the time of sale of the associated property and the ordinance's mandatory 3-year maintenance program.

Water Supply

- The Town should recommend to property owners within the Town, through use of a Town website or a Town newsletter, that any abandoned or unused wells located on their property be properly capped for the landowners' own health and safety as well as for their neighbors' health and safety.
- Provide information to Town of Eaton homeowners regarding the importance of testing their wells for contaminants. This may include the use of various WDNR informational handouts and information relating to Brown County's voluntary well-testing program.
- The Town should adopt an abandoned well ordinance to help protect the groundwater within the Town.

Solid Waste / Recycling

- The Town of Eaton should periodically review the solid waste disposal and recycling contracts to ensure the Town continues to receive the best service for the best price.

Stormwater Management

- The Town of Eaton should undertake a stormwater management plan to address resident concerns about culverts and to proactively address federal and state requirements relating to construction sites. The Town should then revise or adopt a new ordinance, as necessary, to implement the recommendations of the plan.
- The Town should ensure that it has the ability and authority to correct and assess full cost of correction activities for deficiencies in construction and maintenance of stormwater management facilities to the landowner/developer prior to approval of the stormwater facility.
- The Town should require from the landowner/developer that the construction, maintenance, and ownership responsibilities of any stormwater management facility be clearly identified, prior to development and construction of the proposed facility.
- The Town should monitor and identify potential trouble spots with regard to existing culverts and grades that may be causing stormwater to back into yards and fields and identify areas where larger culvert sizes may be required.

Parks and Recreation

- The Town of Eaton should work with and support Brown County's countywide parkway and trail efforts, particularly as they relate to the Lily Lake Park area. The Town should consider the provision of local recreational facilities either at Lily Lake Park in conjunction with the County or on its own at its town hall.

- In the event that the rail line crossing the southwestern corner of the Town is abandoned, the Town should support its conversion to an off-street trail connecting the Village of Denmark to the Green Bay Metropolitan Area.
- Consider preparing a Town park and open space plan to address future recreational needs of the Town. Based upon the existing population and future projected growth within the Town, acquisition and development of various parks, outdoor recreation and open space sites, and facilities may be necessary during the timeframe of this comprehensive plan.
- Utilize the WDNR Stewardship Fund to help fund any land acquisitions for public recreation or conservancy.

Telecommunications

- The Town of Eaton should encourage co-location of telecommunication services on existing and future towers.

Broadband

- The Town of Eaton should work with Brown County and internet service providers to identify suitable routes for fiber-optic installation across the Town to improve high-speed internet access for residents and businesses.

Healthcare / Elderly and Childcare

- The Town of Eaton should periodically review the adequacy of all health and emergency services available to Town residents to ensure that they continue to meet the needs of the Town's residents.
- The Town of Eaton should also periodically review the need for new or increased services, facilities, or personnel as growth and development continue within the Town. The Town should continue to strive to meet the needs of its residents.
- Work with private and nonprofit groups to ensure elderly residents have transportation to healthcare facilities.

General Government

- Eaton should develop a five-year Capital Improvements Plan (CIP) to budget for large expenses related to community facilities and services improvements.
- Continue posting information about issues affecting Town government and Town citizens on the Town website.
- The Town should review its ordinances and, in particular, its zoning ordinance to allow the division of existing small parcels into smaller parcels, to ensure they continue to meet Town needs.

Chapter 7 - Agricultural, Natural, and Cultural Resources

In rural communities such as Eaton, agricultural and natural resources define the community's character and impact every resident's quality of life. Agriculture has historically been and continues to be the dominant land use activity in Eaton. However, land use inventories prepared by the Brown County Planning Commission indicate a 6 percent reduction between 2000 and 2012, and 3.7 percent between 2012 and 2022. The results of the public visioning sessions and other public input strongly indicate that agriculture is an important resource of the Town of Eaton, and the Town is determined to plan accordingly to preserve it.

Throughout the visioning session and other public meetings, preservation of agricultural land was identified as the most important concern of Town residents. "Preserving farmland" and "protecting farmers' rights to farm" were both concerns that received a high ranking during the visioning session. Many residents also expressed interest in preserving the rural character of the Town, while ensuring that future development respects and preserves the environment.

This plan will examine ways to build upon these resources to establish and promote community identity, while at the same time preserving the land and the rural way of life the residents enjoy.

Inventory and Analysis

Soils

Soil is one of the major building blocks of the environment. It is the interface between what lies above the ground and what lies underneath. The relationships between soil and agriculture are obvious and pervasive. However, the relationships between soil and other land uses, while almost as important, are often less apparent. In Brown County, as elsewhere in North America, little attention is given to soils in regard to the location and type of future development. Among the reasons for this is the complacency by many that modern engineering technology can overcome any problems associated with soils. While this is true, the financial and environmental costs associated with overcoming soil limitations can often be prohibitive. As concerns increase about the health of the economy and the environment, the use of soil surveys in development decisions becomes much more important. Figure 7-1 depicts soil limitations for buildings with basements, according to the Natural Resource Conservation Service Digital Soil Survey. These areas are typically located in very wet areas, along stream corridors, and where there are very steep slopes.

According to the Soil Survey of Brown County, Wisconsin, silt loams and silty clay loams, such as the Kewaunee, Kewaunee-Manawa, and Manawa silty clay loams, make up the majority of soils in the Town of Eaton. These are soils typically found on glacial plains, outwash plains, and along drainageways. They are deep, well drained to very poorly drained soils, and they commonly have erosion and/or wetness problems. The Town also contains a significant amount of wet, organic soils, such as Carbondale, Poygan, Ogden, Fabius, and Alluvial. These soils are typically found in old glacial lake basins, depressions, and stream valleys. These soils have wetness and flooding problems. Slopes in the Town range from 0 to 12 percent.

Most of the soils within Eaton have underlying clayey till deposits, slow runoff and erosion, wetness, and flooding hazards. Many of Eaton's soils are fairly well suited to all the crops commonly grown in Brown County. However, some of these soils have to be drained to be productive. Additionally, the soils should also be reviewed when identifying potential sites for residential development.

Figure 7-1



Map Created: 3/17/2022



Prime Farmland

The Soil Survey of Brown County, Wisconsin, defines prime farmland as soils with capability classes of I and II. Class I soils have few limitations that restrict their use, while Class II soils have moderate limitations that reduce the choice of plants or that require moderate conservation practices. Based upon the Soil Survey, there are over 12,000 acres of prime farmland in Eaton. This amounts to 77 percent of the Town. However, large amounts of prime farmland have already been converted to developed uses. In 2001, over 1,500 acres of soils classified as prime farmland were in a developed state.

There are two main areas in the Town where prime agricultural soils do not exist. The region around Lily Lake, as well as an area in the northwest portion of the Town, contain wetlands and/or are wooded. These conditions reduce the soil's potential to be classified as prime farmland.

Productive Agricultural Lands

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

However, as previously noted, agricultural land decreased by 6 percent reduction between 2000 and 2012, and 3.7 percent between 2012 and 2022. Based on the 2022 land use inventory, the Town of Eaton has 9,704 acres of productive farmland. This amounts to approximately 65 percent of the Town. Productive agricultural lands are found throughout Eaton, with the largest contiguous areas located in the eastern half of the Town. Large areas of non-productive agricultural lands are located in the northwestern and southwestern portions of the Town where numerous and large wetlands are located. Eaton's productive agricultural lands are summarized in Figure 7-2.

It can also be noted that most of the soils within the Town of Eaton are classified as prime agricultural soils. The classification of these soils was based on several soil characteristics and soil measurement guides. Generally, prime agricultural soils were those in a non-eroded condition that had a predicted crop yield of 85 bushels of corn for grain per acre, a slope less than 6 percent, and a soil capability of Class I or II.

While the vast majority of the agricultural land in Eaton is currently productive, the Town is starting to experience development pressures from Bellevue and Green Bay. Between 2012 and 2022, approximately 371 acres of land was removed from agricultural production, reducing the Town's agricultural land by approximately 3.7 percent.

Following the 2003 comprehensive plan, the Town of Eaton instituted a flexible two acre maximum residential lot size through its zoning ordinance. This was done to prevent large blocks of agricultural lands from being divided up into 5-10 acre lots which are too large for a home and too small to efficiently farm. Although successful in stemming the new large acreage residential lots, there are a number of existing 5-10 acre lots that could be more efficiently split into smaller residential parcels but are precluded from doing so due to a provision in the Town's zoning ordinance. In order to facilitate additional residential development that will have a minimal effect on the agricultural land base of the Town, Eaton should consider revising its zoning ordinance to allow subdivided parcels up to 20 acres to be further subdivided.

In addition to long-term development pressures, changing precipitation patterns, increasing temperatures, and rapidly changing seasons threaten the long-term health of Eaton's agricultural economy. In 2021, the Wisconsin Initiative on Climate Change Impacts (WICCI) produced an assessment of climate change impacts across the state of Wisconsin, and strategies to adapt to a warming world⁷. Key takeaways from the report include the impact that a warming climate is already having on the state's agricultural sector and

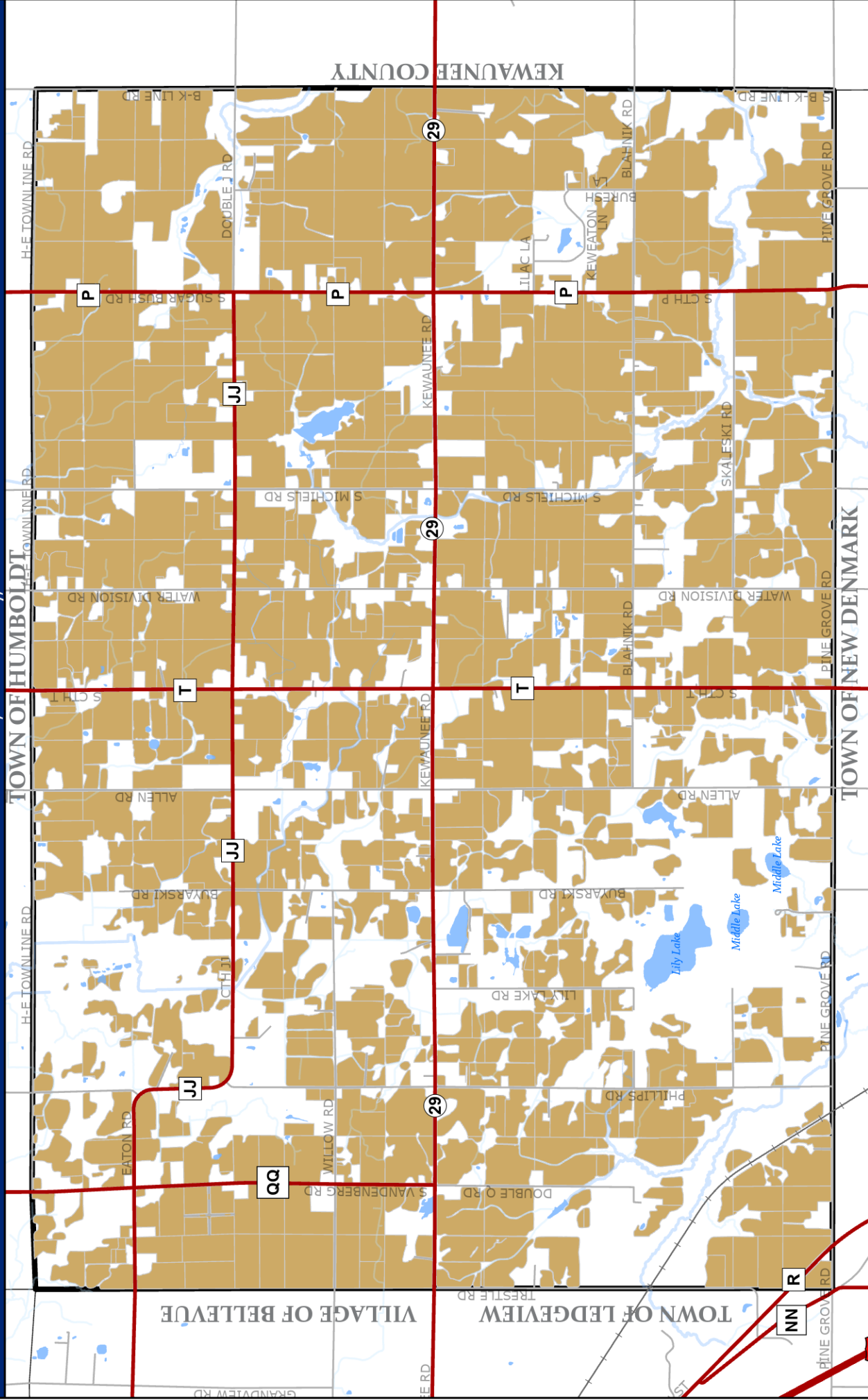
⁷ Wisconsin Initiative on Climate Change Impacts. <https://wicci.wisc.edu/2021-assessment-report/full-report/>. Accessed 5/27/2022.

the increased risk to water quality as a result. The Town should consider working with agricultural producers, public and private agencies, and non-profits to increase the resiliency of Eaton's agricultural economy to a warming climate by assisting farmers with adapting their practices and conserving lands along waterways and drainage channels to protect water quality.

Productive Agricultural Lands

Figure 7-2

Town of Eaton, Brown County, WI



Legend

- Highway (Federal, State, County)
- Local Road or Street
- Private Road or Street
- Proposed Road or Street
- Rail Line

Map Created: 7/19/2022

Surface Water

Of all natural resources, surface water is likely the most important. Lakes, rivers, and streams offer enjoyment, peace, and solitude. They provide such opportunities to anglers, boaters, hunters, water skiers, swimmers, sailors, and casual observers alike. They also drain the land after heavy rains, provide habitat for countless plants, fish and animals, are a source of drinking water for many communities, and are a source of process water for industry and agriculture. Lands immediately adjacent to such waters have an abundance of cultural and archeological significance because they were often the location of Native American and early European settlements. For all these reasons and more, surface waters are typically the most important natural resource a community contains.

Because of this importance, numerous federal, state, and local laws and regulations have been created to protect surface waters. They range from the commerce clause of the United States Constitution to county floodland zoning regulations. The most heavily regulated waters are those that are determined to be natural and “navigable.”

As shown on Figure 7-3, the Town of Eaton contains several significant surface water resources, the most important of which are its three natural lakes (Lily Lake, Middle Lake, and Third Lake). Another very important surface water resource within the Town is the headwaters of the Neshota River and Baird Creek. Other important surface water resources include King Creek and the numerous small unnamed streams tributary to the Neshota River, Baird Creek, and King Creek.

Lily Lake, Middle Lake, and Third Lake are the only natural lakes within Brown County and comprise a combined surface water area of about 50 acres. They are hard water lakes that are fed by groundwater seepage. None of these lakes have inlets, and only Third Lake has an intermittent outlet that drains it. All of the lakes are located in a shallow depression upon Carbondale muck soils. The bottom materials consist of peat, muck, and rock debris. Fishing on the lakes is poor due to periodic winterkills.

The headwaters of the Neshota River are located in the southwestern part of the Town. This river is a low gradient, low flow stream with fair water quality. It is classified as a warm water sport fishery, and the DNR identified cropland erosion, stream bank pasturing, and barnyard or exercise lot runoff as potential water quality problems. King Creek is a small, intermittent stream tributary to the Neshota River. King Creek's watershed is intensely farmed, and stream bank pasturing and cropland erosion creates problems with sediment deposition and turbid water.

The headwaters of Baird Creek are located in Eaton in Section 17 and flow north where they eventually drain into the East River in Green Bay. The headwaters in the Town of Eaton consist of interconnected wetlands and intermittent drainageways that directly affect the quantity and quality of water in Baird Creek.

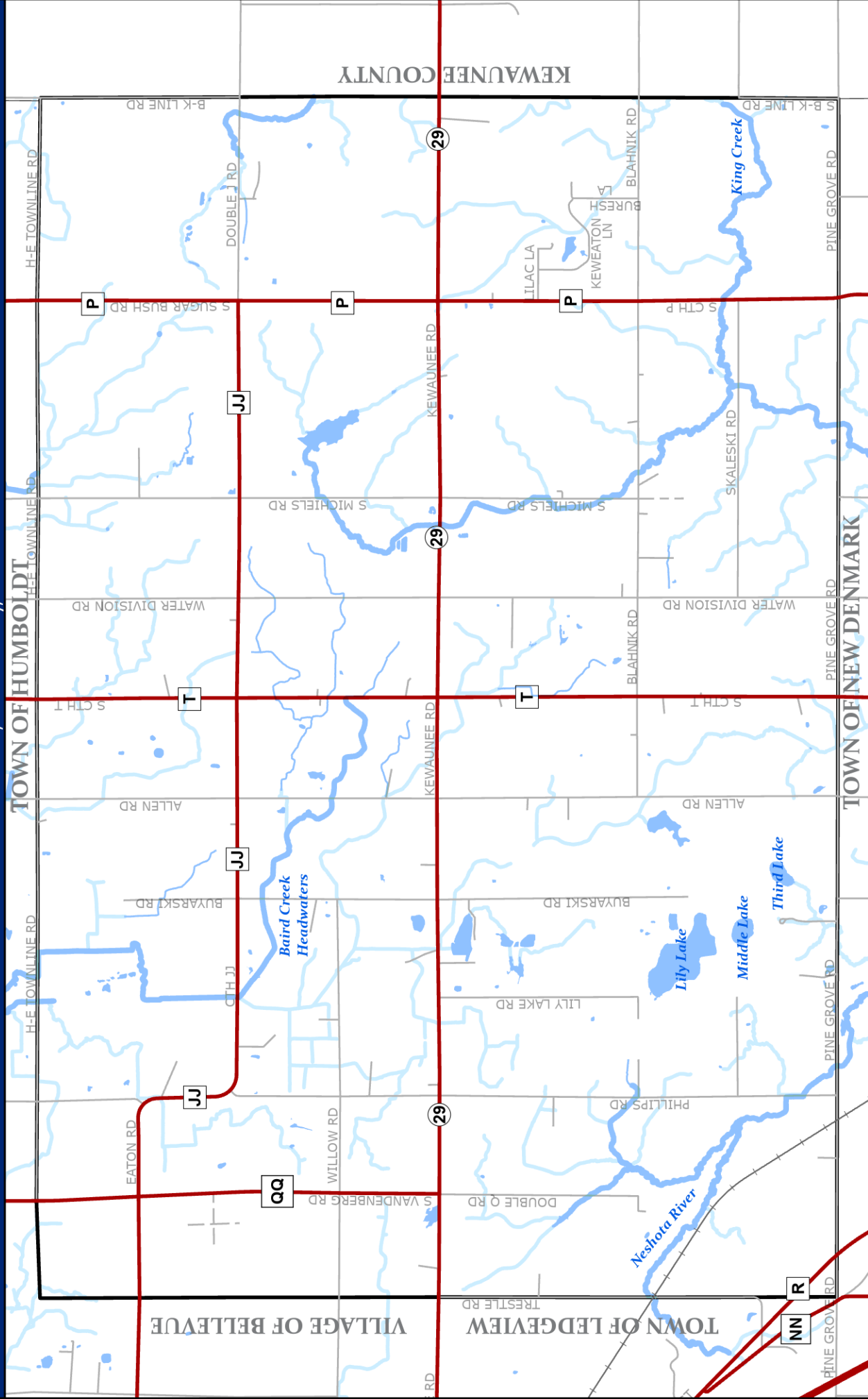
A watershed is an area of land where all the water on it and under it drains to the same place. Within this area of land, all living things are linked by the common waterway. Three watersheds are located in the Town of Eaton. They include the East River Watershed, the Kewaunee River Watershed, and the West Twin River Watershed.

The East River Watershed originates in Calumet County and extends 33 miles to the north to the Fox River. The north and northwest portions of Eaton fall into this watershed. Its major stream in Eaton is Baird Creek. The East River Watershed was designated as a priority watershed in 1987, and a plan has been completed to address environmental concerns. It has also been identified nationwide as one of eight special project areas demonstrating the affects of agricultural chemical management on farm profitability and water quality.

The northeastern corner of the Town is contained in the Kewaunee River Watershed, whose boundaries cross central Kewaunee and eastern Brown Counties. This watershed was identified as a priority project in 1982, and a plan was completed outlining objectives to improve water resources. Soils in the watershed area are susceptible to erosion and groundwater contamination.

Surface Water Features

Figure 7-3
Town of Eaton, Brown County, WI



The entire southern half of the Town is contained in the West Twin River Watershed, which spans southeast Brown County, as well as portions of Kewaunee and Manitowoc Counties. Its major stream within Eaton is the Neshota River. Agriculture is the primary land use in this watershed, and it has been given a “high” stream ranking for priority watershed projects. Degradation of water quality in this area can be attributed to wetland drainage, cropland erosion, stream bank pasturing, and barnyard runoff.

Field observations by County staff and others over recent years indicate that many of the smaller streams within the Town have been significantly disturbed by past and current agricultural activities. Such disturbances include dredging, ditching, and realignment. Many of these streams are also intermittent in that they are dry for most or part of the year and are, thus, often plowed through on a regular basis. All of these activities degrade or entirely remove the natural bed and bank of the stream, thus increasing erosion, removing vegetation and wildlife habitat, and damaging downstream water quality.

Due to their overwhelming importance to the quality of life, identity, and character of the Town of Eaton, the protection and preservation of the Town’s surface waters should be its highest natural resources priority. In addition to the general floodplain and shoreland recommendations that follow, the Town should also incorporate the conservation by design recommendations set forth in other chapters of this comprehensive plan. While this action is important for all of the Town’s surface waters, particular focus should be provided to the three lakes and the headwaters of Baird Creek and the Neshota River. Specifically, the Town should support the efforts of local non-profit groups to purchase or obtain conservation easements on properties which serve as the headwaters for either the Neshota River or Baird Creek. Doing so will establish these waters as a benefit and attraction of the community, protect the wetlands and intermittent streams that serve as the headwaters, and will address many of the objectives of this plan and many of the important issues raised by the public during the visioning process.

Floodplains

Floodplains are natural extensions of waterways. All surface waters possess them; although, the size of the floodplain can vary greatly. They store floodwaters, reduce flood peaks and velocities, and reduce sedimentation. They also provide habitat and serve as filters for pollution.

Like surface waters, the importance of floodplains is also recognized and is regulated by federal, state, county, and local government. The State of Wisconsin mandates floodplain zoning for all communities under Wisconsin Administrative Code NR 117. These minimum standards must be implemented in order to meet eligibility requirements for federal flood insurance.

For regulatory, insurance, and planning purposes, the 100-year recurrence interval flood hazard area (also referred to as the regional flood) is most often used. This is the land that has a 1 percent chance of being flooded in any given year. Although all lakes, rivers, streams, and drainageways have floodplains, only major streams and rivers are generally mapped. Mapped floodplain areas within the Town of Eaton include the Baird Creek headwaters in the northwestern part of Eaton and a portion of the Neshota River in the southwestern part of Eaton. In addition, flood studies may have been completed by local engineering firms for several waterways and/or landowners as part of development projects or road, bridge, or culvert crossings, so additional floodplain information may be available for portions of streams or small tributaries. The Town’s 100-year floodplains are shown in Figure 7-4.

Figure 7-5 presents a diagram of a floodplain and identifies its constituent parts, including both the floodway and flood fringe.

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

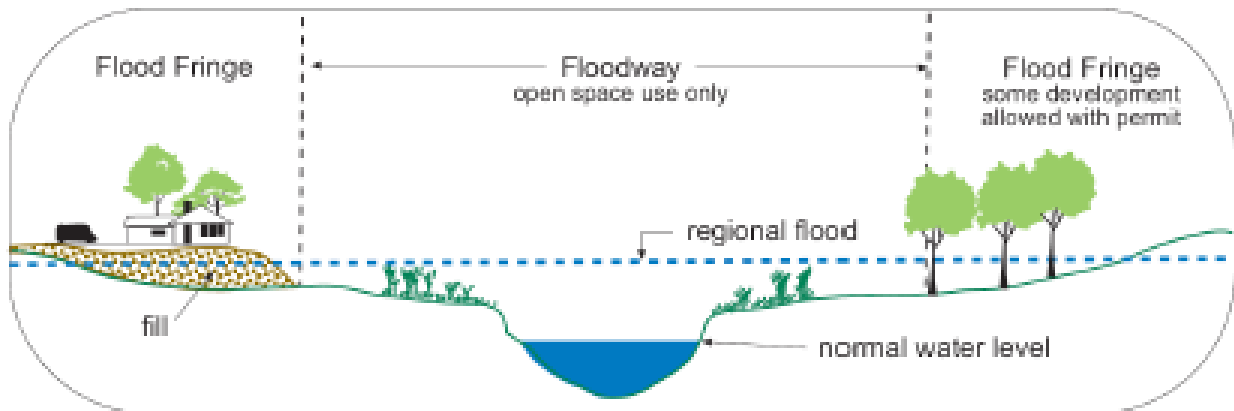
- **Filling**, which might diminish the flood storage capacity of the floodplain. This could have the effect of raising the flood elevation or increasing flow velocities to the detriment of upstream or downstream properties.

Figure 7-4



Figure 7-5

Floodlands and Floodplain Zoning



Definitions

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

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

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

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

Source: Wisconsin Department of Natural Resources

Grading, which can degrade the resource functions of floodplains, such as filtering pollutants or providing habitat.

- **Impediments**, which include encroachment of buildings or undersized culverts and bridge openings. These manmade and natural impediments affect the size and proper functioning of floodplains and pose potential hazards to adjacent residents and passersby.
- **Impervious surfaces**, which can increase the velocity of the flood flows, increase the number of pollutants, reduce the amount of natural wildlife habitat, and limit the amount of infiltration of stormwater into the ground.

Due to the importance of floodplains for environmental, regulatory, and insurance purposes, it is recommended that flood studies be undertaken for all rivers and streams where development is proposed. Such flood studies should map both the floodway and the flood fringe portions of the 100-year recurrence interval flood hazard area, should be based upon full development of the drainage basin, and should be reviewed and approved by both the Wisconsin Department of Natural Resources and FEMA. If detailed flood studies are not undertaken and/or do not take into consideration the effects of future development of the watershed, future flooding events may be more extensive and cause greater property damage.

Under current regulatory requirements, the floodways would be off limits to development; although development could occur within the flood fringe areas with receipt of appropriate permits and approvals, and agricultural activities could continue within the floodplain.

However, based upon the importance of the Town's floodplains and their relationship to surface water, the Town should encourage greater protection of the entire floodplain whenever possible, with particular focus on the Lily Lake area and the headwaters area of Baird Creek. Conservation easements or land purchase would be of particular value in protecting the headwaters area of Baird Creek.

Shorelands and Stream Corridors

Shorelands are the interface between land and water. In its natural condition, shorelands are comprised of thick and diverse vegetation that protect lakes, rivers, and streams. If these areas are developed, this vegetation is lost and fish, wildlife, and water quality are damaged. Like floodlands, the importance of shorelands is recognized and is regulated by state and local government. Wisconsin mandates shoreland zoning for all unincorporated communities under Wisconsin Administrative Code NR 115. Figure 7-6 presents a diagram of the state mandated minimum shoreland zoning requirements.

Shoreland zoning is primarily intended to control the intensity of development near and to create a buffer around lakes, rivers, and streams. The buffer is intended to remain an undeveloped strip of land that protects the water from the physical, chemical, hydrological, and visual impacts of nearby development. The county zoning department is the agency that typically enforces these standards with oversight provided by the Wisconsin Department of Natural Resources.

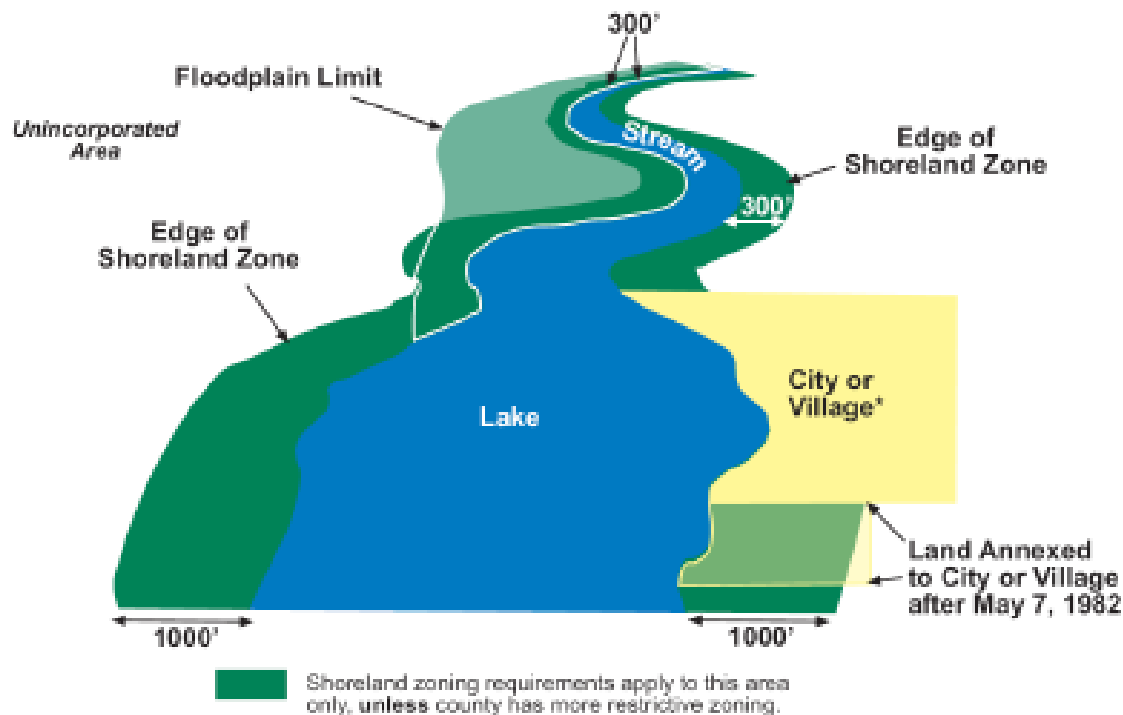
These restrictions do not apply to non-navigable waters. However, all lakes, rivers, and streams, no matter how small, should be assumed to be navigable until determined otherwise by the DNR.

As shorelands are closely related to floodplains, so are the threats to the resource values shorelands represent. In addition, research being conducted by the DNR and others indicates that current state mandated shoreland zoning standards might not be adequate to properly protect water quality and shoreland ecosystems.

One of the most effective methods to improving shorelands and the quality of water within them is through the planting of grassed waterways on either side of the water feature. Brown County Land and Water Conservation Department provides for a cost-share to implement 35' grass buffers on either side of

Figure 7-6

Shorelands and Shoreland Zoning



*Cities and villages are required to zone wetlands within the shoreland.

Definitions

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

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

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

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

Source: Wisconsin Department of Natural Resources

waterways to provide effective filtration of sediments and nutrients prior to surface water runoff reaching the waterway. The Town of Eaton should encourage landowners to participate in the program to further improve the quality of surface water within the Town of Eaton.

Wetlands

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

The Wisconsin Department of Natural Resources Wetlands Inventory Map identifies numerous wetlands throughout the Town (see Figure 7-7). The WDNR digital wetlands inventory identified approximately 1,774 acres of wetlands within the Town. The identified wetlands are largely located in the western one-half of Eaton, within the Baird Creek and Neshota River headwaters. Protection of the headwater wetlands of these two water features through conservation easements or simple purchase could dramatically improve the water quality of both rivers downstream.

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

Under current regulatory requirements, all wetlands are off limits to development unless appropriate permits and approvals are obtained. In addition, under certain situations, agricultural activities may be regulated within wetlands. In this regard, the Town should take full advantage of federal, state, and county funding and other assistance in the protection of existing wetlands. The Town should also consider giving Town conservancy zoning protection to all identified wetlands within the Town.

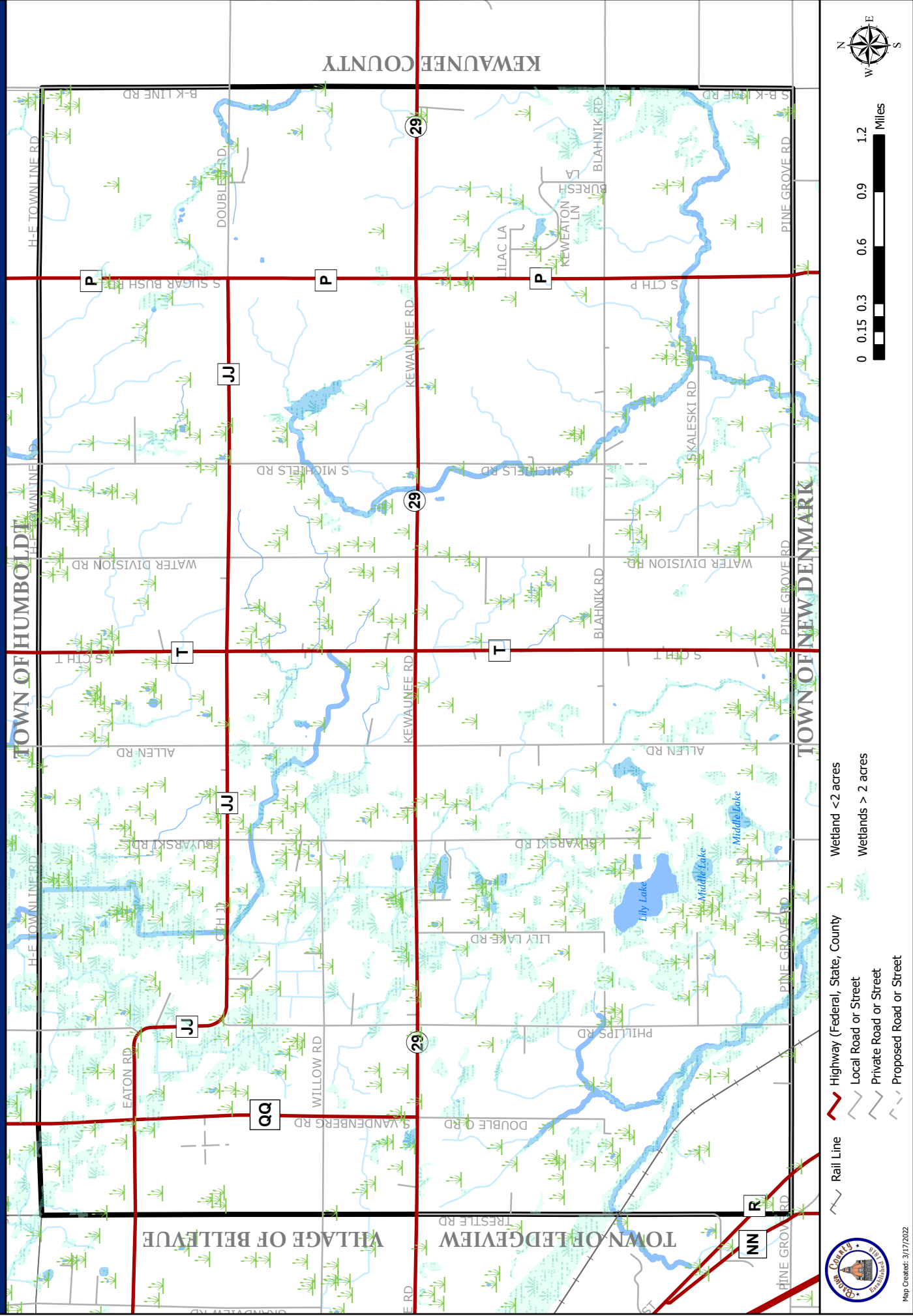
Environmentally Sensitive Areas

Environmentally sensitive areas (ESAs) are defined by the Brown County Planning Commission as “portions of the landscape consisting of valuable natural resource features that should be protected from intensive development.” Identification and protection of ESAs are required by both state and county regulations under Wisconsin Administrative Code NR 121 and the Brown County Sewage Plan, as well as the Brown County Land Division and Subdivision Ordinance. ESAs include lakes, rivers, streams, wetlands, floodways, and other locally designated significant and unique natural resource features. ESAs also include a setback or buffer from the natural feature, as well as areas of steep slopes (slopes 20 percent or greater) when located within or adjacent to any of the features previously noted (see Figure 7-8 for ESAs in the Town of Eaton). Within portions of the county without sewer service area, regulation of ESAs occurs during the review and approval of all land divisions that are regulated by the Brown County Land Division and Subdivision Ordinance. Landowners within the Town with water-related natural resource features on their property are encouraged to contact the Brown County Planning Commission for information about regulations involving ESAs when considering splitting off land for land sale. The Town zoning administrator should also contact the Brown County Planning Commission about enforcement and regulation of ESAs that appear on subdivision plats and certified survey maps.

Figure 7-7

WDNR Wetlands

Town of Eaton, Brown County, WI



Development and associated filling, excavation, grading, and clearing are generally prohibited within ESAs. Farming and landscaping are allowed within ESAs and certain non-intensive uses, such as public utilities and public recreation, are often allowed within these areas. Research and experience indicate that the potential exists for significant adverse surface water quality impacts if these areas are developed, such as increased levels of nutrients, sedimentation, and resultant algae blooms. Threats to ESAs are similar to those of floodplains and shorelands. The quality and effectiveness of ESAs can be severely reduced should adjacent development change drainage patterns or native vegetation be removed from the lands within or immediately adjacent to the ESAs. Such disturbances can also introduce invasive plant species to the ESAs, which can result in loss of native vegetation, diversity, and habitat. In conjunction with proper erosion control and stormwater management practices, protection of the ESAs can provide numerous benefits, including:

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

ESAs located outside of sewer service areas (areas in a municipality where the extension of public sanitary sewer can be provided) do not come under protection by Brown County Planning Commission unless they are part of a proposed subdivision plat or certified survey map. While some level of protection of ESAs occurs via various levels of county, state, and federal government through enforcement of shoreland, floodplain, and wetland regulations, ultimate protection of these important areas is best accomplished by the local unit of government.

Groundwater

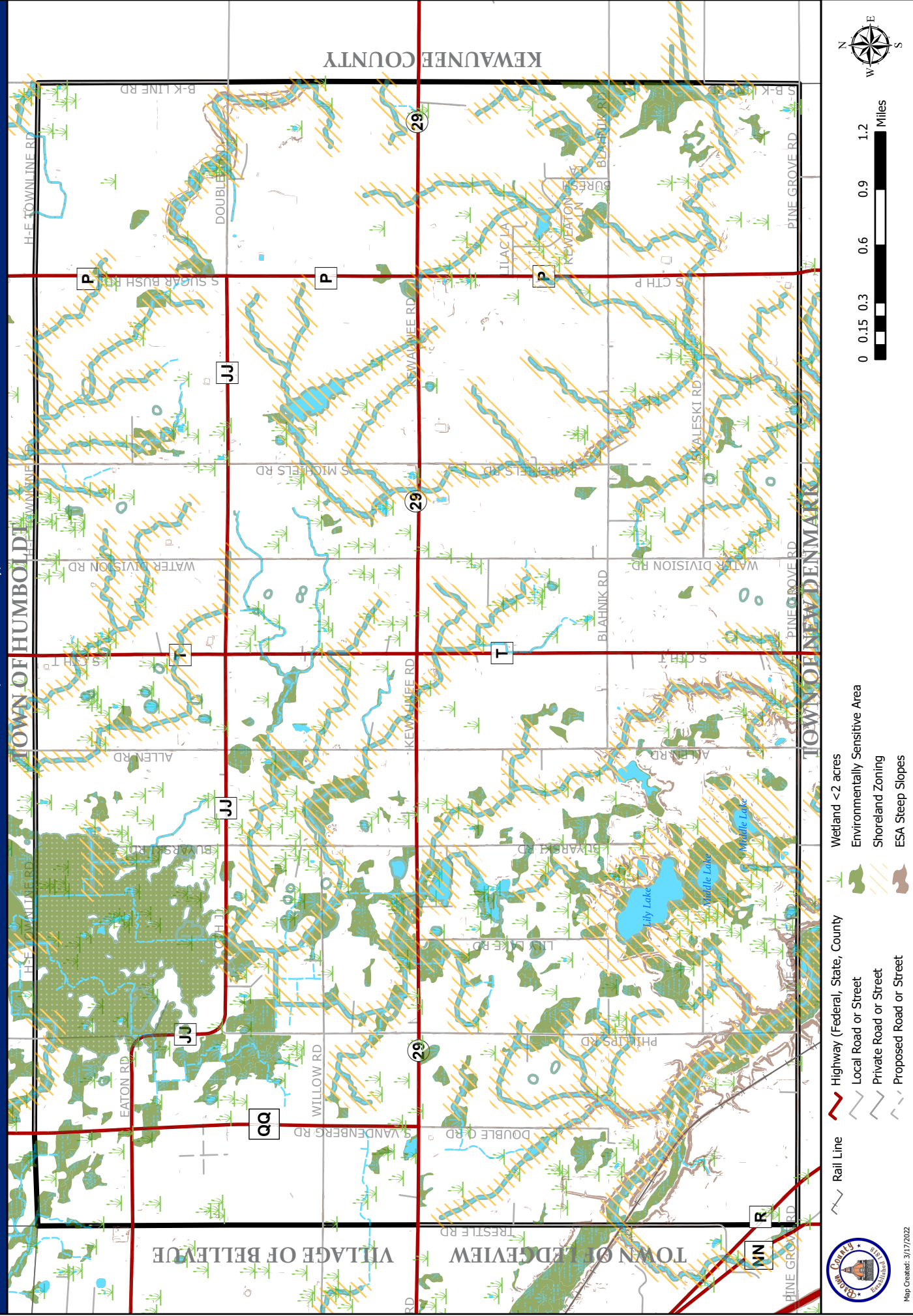
As shown in Figure 7-9, groundwater begins as precipitation. This precipitation (rain or snow) falls upon the land, where some runs off into lakes, rivers, streams, or wetlands. Some evaporates back into the atmosphere, and plants take some up. Groundwater is that precipitation that soaks into the ground past plant roots and down into the subsurface soil and rock. A layer of soil or rock that is capable of storing groundwater and yielding it to wells is called an aquifer. There can be a number of aquifers within an area, one above another. The top of the aquifer closest to the ground's surface is called the water table. It is the area below which all the openings between soil and rock particles are saturated with water. Like surface water, groundwater moves from high areas to low areas. It discharges at those places where the water table intersects the land's surface, such as in lakes, streams, and wetlands. The distance such groundwater travels is generally not far.

Groundwater is the source of the Town of Eaton's drinking water. It originates as precipitation that generally soaks into the ground. Drinking water for the Town is drawn from the groundwater through private wells

Figure 7-8

Environmentally Sensitive Areas

Town of Eaton, Brown County, WI



that are typically 60 to 260 feet in depth. In addition, the groundwater also sustains the streams within the Town.

Overall, groundwater quality within the Town is considered good since the high amount of clay within the Town's soils filters out many pollutants before they can reach the aquifer.

As with all communities, it is very important that the groundwater, the Town of Eaton's only source of drinking water, be protected. The greatest threats to groundwater are contamination and overuse. As with any rural and agricultural community, the most common sources of contamination include feedlots, manure storage and spreading, manure pits, irrigation, fertilizers, and pesticides. Overuse of the groundwater is not envisioned to be a problem within the foreseeable future.

To help communities meet the requirements of the federal Safe Drinking Water Act and to protect their drinking water supply, the Wisconsin Department of Natural Resources recommends that all communities undertake Vulnerability Assessments and Wellhead Protection Plans. The DNR will assist with the preparation of these assessments and plans.

The Town should also support Brown County's "time of sale" program of inspecting private onsite wastewater treatment systems to guard against failing systems. Ensuring functioning septic systems will protect groundwater used for private wells in these areas.

Woodlands

According to the Brown County Land Use Inventory, there were 1,389 acres of woodlands in the Town of Eaton in 2022. The area around Lily Lake, Middle Lake, and Third Lake contains a large contiguous block of woodlands in the Town. Much of this area is also classified as wetlands. The Neshota River corridor also contains a large area of woodlands and/or wooded wetlands. The other scattered woodlands found in the Town are mostly associated with wetland or drainage areas. The Town's woodlands are shown in Figure 7-10.

Continued development is the primary threat to Eaton's remaining woodlands. Since these areas are prized as settings for residential subdivisions, they are often targeted for development. Intensive development, especially if improperly planned, can destroy the scenic and natural values of the woodland resource and can disrupt the blocks and corridors necessary to provide refuge and passage for wildlife. Loss of these woodlands may also degrade the perceived rural atmosphere of the Town. Other threats to the woodlands of Eaton include improper management (such as the over harvesting or under harvesting of trees), haphazard utility and road construction and maintenance, and the introduction of exotic species and disease.

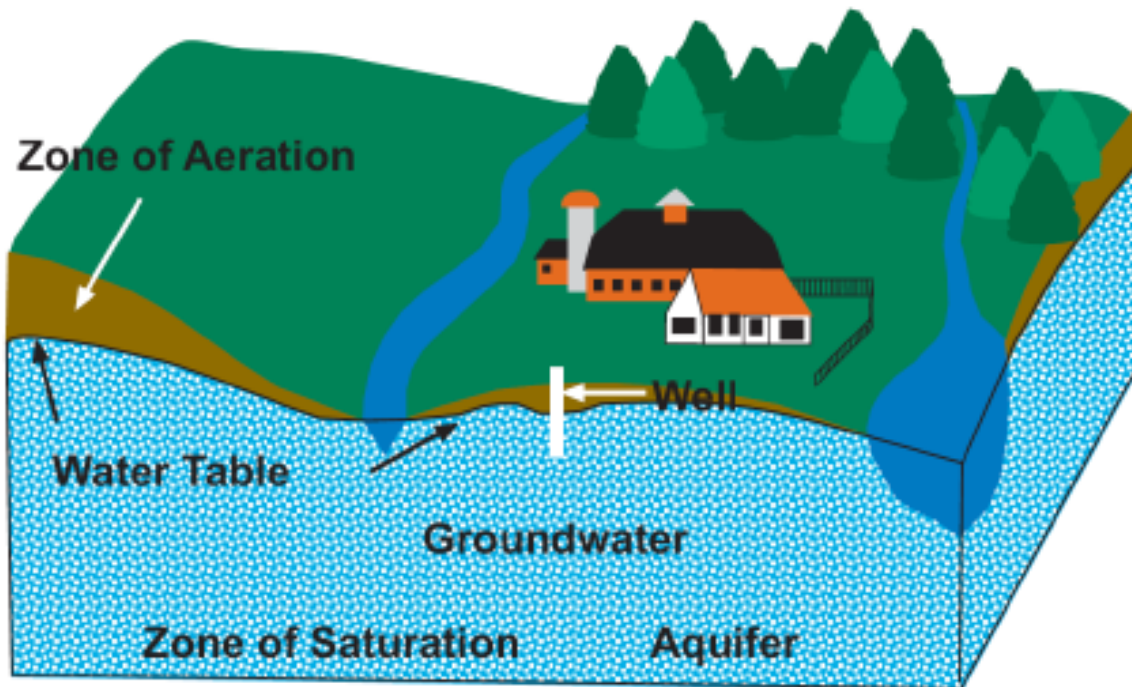
Where woodlands are not also classified as wetlands and are not located within the protected portions of floodplains and shorelands, they should be preserved as much as possible through such approaches as conservation by design, conservancy zoning, and the use of conservation easements.

Wildlife Habitat

Since most of the land in Eaton is actively being farmed, the best wildlife habitat within the Town is contained in its woodland and wetland corridors. Large tracts of woodlands or wetland-type vegetation offer area for wildlife movement. Due to federal, state, and local regulations, the threat of the loss of wetland habitat is greatly diminished.

Nevertheless, these areas are still affected by development around its edges by regional issues, such as water quality, and by potential invasion of exotic species.

Figure 7-9
Groundwater



Definitions

Groundwater - The water below the water table contained in void spaces (pore spaces between rock and soil particles or bedrock fractures).

Water Table - The water surface in an unconfined aquifer; the level below which the pore spaces in the soil or rock are saturated with water; the upper surface of the zone of saturation.

Aquifer - A saturated geologic formation (rock or sediment) capable of storing, transmitting, and yielding reasonable amounts of groundwater to wells and springs.

Zone of Saturation - The zone in which the pore spaces between soil and rock particles are completely filled with water. The water table is the top of the zone of saturation.

Zone of Aeration - The zone between the land surface and the water table in which the pore spaces between soil and rock particles contain water, air, and/or other gases.

Source: Portage County Groundwater Citizens Advisory Committee

The only publicly-owned land is contained in Lily Lake County Park. This park contains over 80 acres of wooded and natural land that offers protected wildlife habitat.

Preservation of wildlife habitat is another reason why it is very important to protect surface waters, floodplains, shorelands, wetlands, and woodlands. It is assumed for purposes of this report that should these areas be adequately protected and preserved, so would wildlife habitat.

Threatened and Endangered Species

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

Birds

- Upland Sandpiper (*Bartramia longicauda*) – threatened
- Western Meadowlark (*Sturnella neglecta*) – special concern

Snails

- Cherrystone Drop (*Hendersonia occulta*) – threatened
- Black Striate (*Striatura ferrea*) – special concern
- Tapered Vertigo (*Vertigo elatior*) – special concern
- Deep-throated Vertigo (*Vertigo nylanderi*) – special concern

Communities

- Lake – Shallow, hard, seepage
- Northern Mesic Forest
- Northern Wet Forest

Because some species are very sensitive, their actual locations are kept vague in order to protect them. The primary threats to these species are the loss of wetlands and other habitats due to development and other factors. Federal and state regulations discourage and sometimes prohibit development where such species are located. This is also another reason why it is very important to protect and preserve the Town's surface waters, floodplains, shorelands, wetlands, and woodlands.

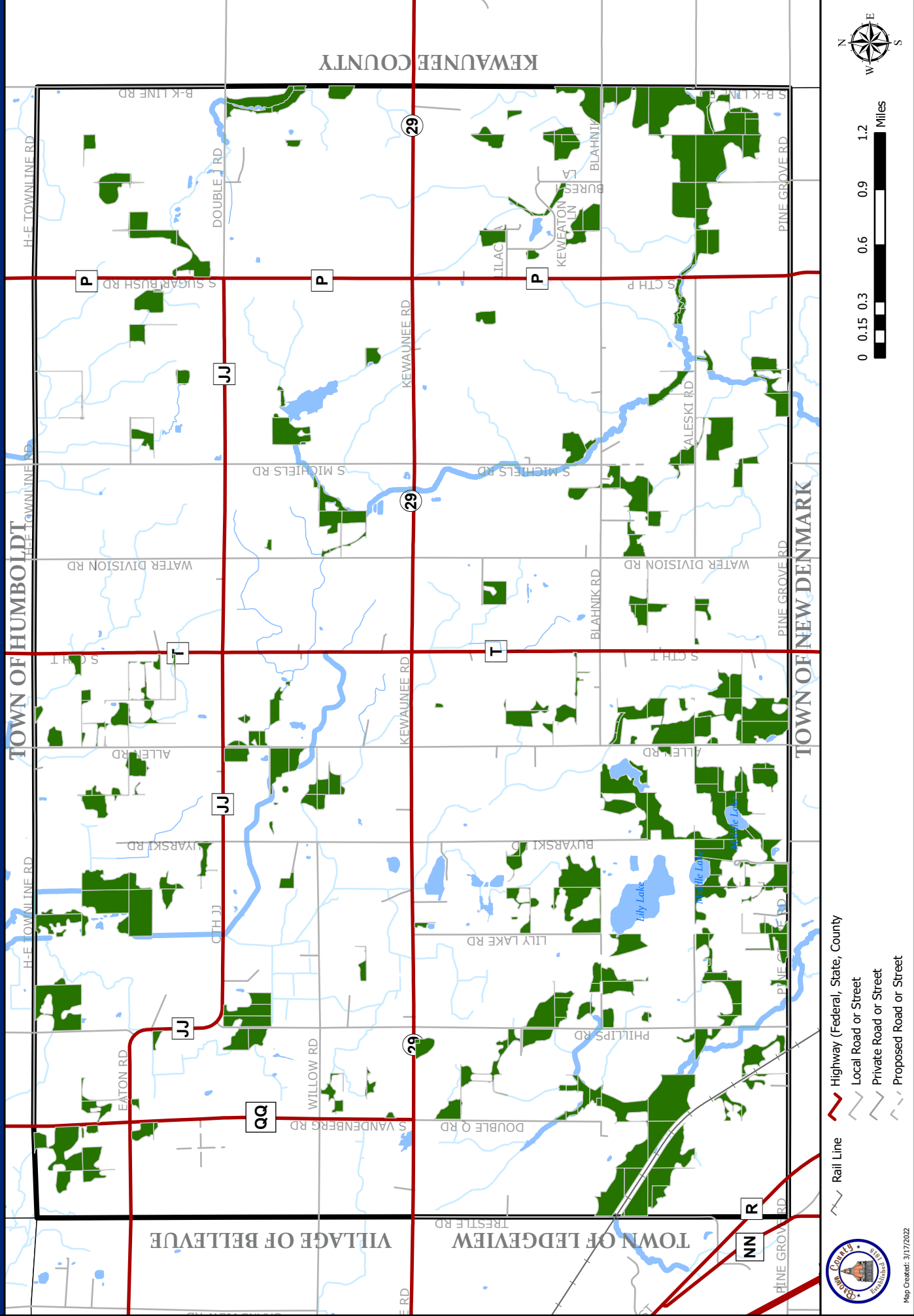
Scenic Resources and Topography

Eaton has a mostly level topography with relatively few distinctive features. The elevation ranges from approximately 750 feet above sea level in the southwestern part of the Town to 940 feet in the northeastern corner of the Town. Thus, there is only about 200 feet of elevation difference between the highest and lowest points.

Figure 7-10

Woodlands

Town of Eaton, Brown County, WI



The northern half and central part of the Town is generally flat. However, the southwestern and southeastern portions become more rolling with topography changes occurring adjacent to major drainage corridors and streams. The topography has an impact on natural and scenic resources, particularly in regards to stormwater management and erosion control.

The larger expanses of forested land in the southwestern part of Eaton offer great scenery. Part of this area is the Lily Lake County Park, which surrounds Lily Lake and Middle Lake. Because of the contrast they provide from the surrounding landscape, the few remaining pockets of upland woods throughout central and eastern Eaton are also a scenic resource.

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

Mineral Resources

Eaton currently does not contain any active mines, pits, or quarries. While there are currently no active metallic mines in Wisconsin, nonmetallic mining is a widespread activity in Wisconsin, as well as in Brown County. In Wisconsin, there are an estimated 2,000 mines that provide aggregate for construction, sand, gravel, and crushed stone for road building and limestone for agricultural lime applications. In Brown County, there are several active quarries that mine dolomite, sandstone, limestone, or crushed stone (sand or gravel). The Niagara Escarpment, which extends through Brown County, contains some of the state's highest quality aggregate materials. Most commonly mined from the portion of the escarpment in Brown County is dimension limestone that is used primarily for landscaping.

Wisconsin's nonmetallic mining law requires that all nonmetallic mining operations be registered. To be registered, the nonmetallic mineral deposit must be delineated by a professional geologist or registered engineer and certified to be economically viable. Second, if the land is zoned, the existing zoning at the time of registration allows mining as a permitted use or as a conditional use. The state law further specifies that the registration lasts for 10 years and could be renewed for an additional 10 years. However, after 20 years, the full registration process must be undertaken once again. In addition, the law states that local zoning officials can deny the mining only if they can prove that the mineral deposit is not marketable or that the zoning at the time of the registration prohibited mining.

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

Brown County adopted its Nonmetallic Mining Reclamation Ordinance in 2001. Most communities in Brown County, including the Town of Eaton, opted not to adopt and enforce the ordinance but to allow the County to do so.

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

Because of the potential for both significant positive economic impacts, as well as potential negative environmental and land use impacts, the Town Planning Commission and Town Board should review the Town's Zoning Ordinance regarding nonmetallic mining operations and consider conditions, such as requiring nonmetallic mining operations to be a set number of feet away from environmentally sensitive areas and residential uses and identifying appropriate hours for operation, that should be required prior to operation of such use in the Town.

Historic Buildings

The Wisconsin Architecture & History Inventory (AHI) is an official inventory maintained by the Wisconsin Historical Society (WHS) tracking historically significant structures, sites, or objects. These sites collectively display Wisconsin's unique culture and history and, therefore, should be noted and protected/preserved when feasible.

There are 15 records listed in the AHI for the Town of Eaton. However, none are listed in the national or state registry of historic places. The majority of the records are residences or farm buildings with a few other structures listed as well. Dates of construction for these buildings range from 1880 to 1919.

The Town should work with the State Historical Society to consider appropriate designation and preservation of potential historic sites as they are identified to maintain examples of the Town's culture and history.

Archeological Resources

Archeological sites are windows to the past. They provide information and insight as to the culture of the previous residents of the Town of Eaton. Current state law gives protection to all human burial sites. There are also programs and restrictions relating to other archeological sites. Developing these sites before they can be catalogued and studied is the threat to this resource.

An inventory completed by the Neville Public Museum of Brown County shows only one archeological site in Eaton that is listed by the State Historical Society of Wisconsin. This is located on the north shore of Lily Lake Park and contains the remains of an early 20th century dump. It was discovered during an archeological survey in 1998 while working on a project to improve parking and access at the park. It is important to note that this was the only archeological survey completed in the Town. Therefore, the scarcity of sites may be attributed to the limited number of surveys designed to uncover Eaton's valuable archeological resources. The museum's regional archeologist suspects that there may be more sites within the Town, perhaps along the shores of Lily Lake, Middle Lake, and Third Lake, as well as along the high ground along the branches of the Neshota River.

The museum only has two pieces in their archeological collections for the Town of Eaton, two stone celts from Lily Lake. The exact spot on the lake where they were found was never mapped, so no site report was ever filed with the State Historical Society of Wisconsin.

Because of the importance of archaeological sites to the preservation of the Town's culture and history, it is recommended that the affected property owners and the Town consider appropriate designation and preservation of these sites as they may be discovered.

Recommended Policies, Programs, and Actions

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

Farmland Preservation

As stated in the Inventory and Analysis section of this chapter, Eaton has been losing agricultural land for the past several decades. While these amounts are not yet overwhelming, the development activity has fragmented the existing farmland.

Maximum Lot Size

Following adoption of the 2003 comprehensive plan, the Town of Eaton implemented a maximum residential lot size to slow the fragmentation of large agricultural parcels. This has proven to be a successful methodology to allowing some residential development in a manner that does not impede efficient agricultural practices. However, there now remain across the Town a number of parcels in the 5-20 acre range that are too small for modern agricultural practices and would be more conducive to residential development. Currently, the Town zoning ordinance precludes some of these parcels from additional splits. Determining a methodology through the zoning ordinance to allow for these parcels to be further split would provide additional residential lands without additional fragmentation of agricultural lands. Eaton should work with its landowners, residents, and planning commission to identify the means to implement additional splits for these parcels of land. The 20-acre split identified should only be used after all the splits from an existing parent parcel have been used up.

Purchase of Agricultural Conservation Easements

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

While this tool is an effective one at preserving farmland, it is expensive. The Town can explore many different options for funding this program, including an increase in building permit fees or property taxes. Eaton also should explore any potential state or federal grant programs that would assist the Town in funding these efforts. One of these programs is the farmland preservation program sponsored by the United States Department of Agriculture (USDA). This program helps state, tribal, or local government entities purchase development rights to keep productive farmland in agricultural use. To qualify, farmland must:

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

If the land qualifies, the USDA provides up to 50 percent of the cost of purchasing the easement.

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

Partnerships with Non-Profit Conservation Groups

There are non-profit conservation groups active within Northeastern Wisconsin who are interested in the preservation of natural resource features such as wetlands and stream headwaters. Considering the headwaters of both Baird Creek and the Neshota River are located within Eaton, these groups may be interested in partnering with local property owners and the Town in protecting the headwater areas through conservation easements or fee-simple purchase.

Creation of Parks

Future locations of parks should generally include or be adjacent to natural resource features, such as woodlands, wetlands, stream corridors, and scenic, historic, or archaeological sites of importance to the Town. This allows greater public accessibility to natural and cultural resources and potentially enhances their protection through buffering and public ownership. It can also allow for connectivity of parks through natural resource corridors. Future parks and recreational facilities should also be coordinated with adjoining communities, as well as Brown and Kewaunee County, to allow for potential regional trails, avoid redundant or competing facilities, and foster cooperation and efficiency.

Conservancy Zoning

It is recommended that Eaton create a conservancy district within its zoning ordinance and utilize it for the Town's larger blocks of woodlands, wetlands, floodplains, drainageways, and scenic areas. It is also important to remember that these areas also contain significant wildlife habitat, as well as threatened and endangered plant and animal species. The conservancy zone should only allow uses that are compatible with preserving the natural resources. The conservancy zone should have standards, such as setbacks and erosion control measures, to protect the value of the resource within it.

This district would provide several benefits relating to protection of natural resources. For instance, it will provide greater protection of these important features through the regulations contained within it. Another benefit is that it will allow the zoning map to more clearly identify the areas where development can and cannot occur. Without an actual mapped conservancy district, areas, such as wetlands, would be identified within other zones, such as commercial or residential district. Even though other governmental regulations would help prevent destruction of the wetland, it is misleading to the existing property owner or prospective developer who thinks the land is usable for development. Other benefits of the conservancy district are that it may provide additional areas for stormwater management, recreation and open space, and buffers between various land uses.

Promotion of Flexible Development Practices

Alternative development approaches, such as conservation subdivisions, offer benefits to agricultural and natural resources. New subdivisions can be designed to preserve natural drainage patterns, reduce fragmentation of wildlife habitat, and limit the amount of impervious surfaces, such as roads. By clustering development on a site, large blocks of environmentally sensitive areas or even prime farmland can be left as preserved open space.

To promote such development practices, greater flexibility and incentives should be inserted into Eaton's development codes. Developers and Town officials should promote a harmonious relationship between the natural landscape and built environment and strive to encourage preservation of natural areas within newly developed areas. Conservation subdivisions with common open space and other alternative development methods to maintain natural resource features should be encouraged for developments that contain such features. Allowing reduced lot sizes, smaller setbacks, and/or narrower streets in exchange for preservation of natural resources should also be considered.

Education and Citizen Participation

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

Another recommendation is to erect signs that identify the names of creeks at road crossings. These signs are an excellent way to raise awareness of drainageways. Unnamed creeks could have names established, perhaps by honoring landowners along them or through school naming contests. This is also another way of raising awareness of the importance of these features.

Summary of Recommendations

- The Town of Eaton should encourage and support the efforts of the Brown County Land and Water Conservation Department and the Natural Resources Conservation Service to protect the soil resources of the Town. This would include support of agricultural best management practices as conservation tillage, crop rotation, and control of livestock access to streams.
- The Town should adopt and enforce a construction site erosion control and stormwater management ordinance. The Wisconsin Department of Natural Resources has a model ordinance for this purpose that many communities across the state have used.
- The Town should encourage farmers to work with the Brown County Land Conservation Department to adopt agricultural practices that increase the resilience of Eaton's agricultural economy as the climate warms and to improve water quality in the Town.
- The Town should continue to implement the Brown County Farmland Preservation Plan and preserve the Town's productive agricultural lands through proper zoning and planning.
- The Town should encourage and support the efforts of the Brown County Land and Water Conservation Department and others regarding installation of stream buffers. This is likely the single most effective means to protect and even improve the water quality of the Town's rivers, streams, and drainageways.
- The Town should require flood studies during any land division or development adjacent to its rivers, streams, and drainageways.
- The Town should encourage and support the Brown County Zoning Department's floodplain and shoreland zoning efforts, particularly as they relate to protection of the Town's rivers, streams, drainageways, and wetlands.
- The Town should develop and adopt a conservancy zoning district to protect natural resources within the Town's borders.
- The Town should encourage and support the efforts of non-profit groups, the U.S. Fish and Wildlife Service, and others in their efforts to protect and re-establish wetlands within the Town, particularly those that form the headwaters of Baird Creek and the Neshota River.
- Eaton should coordinate with Brown County, the WDNR, and local non-profit groups to ensure Lily Lake remains a quality lake for fishing and non-motorized boating.
- The Town should provide information to residents regarding available well testing and old well abandonment procedures to protect the Town's drinking water.
- The Town should revise its zoning ordinance to allow for the further division of 5-20 acre residential parcels into additional residential parcels to avoid the splitting of additional agricultural parcels for residential development.

Chapter 8 - Intergovernmental Cooperation

Cooperation between neighboring and overlapping units of government is one of the primary goals of the Wisconsin Comprehensive Planning Law. For the Town to grow in an orderly and efficient manner, it is necessary for the Town to work with its neighbors, Brown County, the state, and other units of government. Working cooperatively is especially important since many issues, such as stormwater management and traffic, do not recognize municipal boundaries. What one municipality does can have significant impacts on its neighbors.

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

Analysis of Governmental Relationships

Green Bay and Denmark School Districts

The Town of Eaton is split with the northwestern corner of the Town being within the Green Bay School District and the remainder of the Town in the Denmark School District. As is discussed in the Community Facilities Chapter, neither school district anticipates a need for additional schools in the near term. The limited amount of residential development occurring in the Town of Eaton should not have a significant impact on either school district. However, the Town should continue to maintain open lines of communication between the two school districts to address any future needs that may arise. Figure 8-1 identifies how the Town of Eaton is divided into the two school districts.

Adjacent Local Governments

Representatives of adjacent municipalities and local agencies were contacted by phone, email, and through virtual meetings to identify any potential issues or opportunities regarding intergovernmental cooperation.

Village of Bellevue

In a discussion with staff from the Village of Bellevue, it was stated that the Village has purchased property (58.5 acres) in the northeastern corner of Grandview Rd and Eaton Road (CTH JJ). The site currently functions as a community compost site; however, in the long-term, the Village anticipates adding new amenities on the site. While the site abuts the Town of Eaton boundary, it is not anticipated that expanding public uses on the site would create negative effects for the Town.

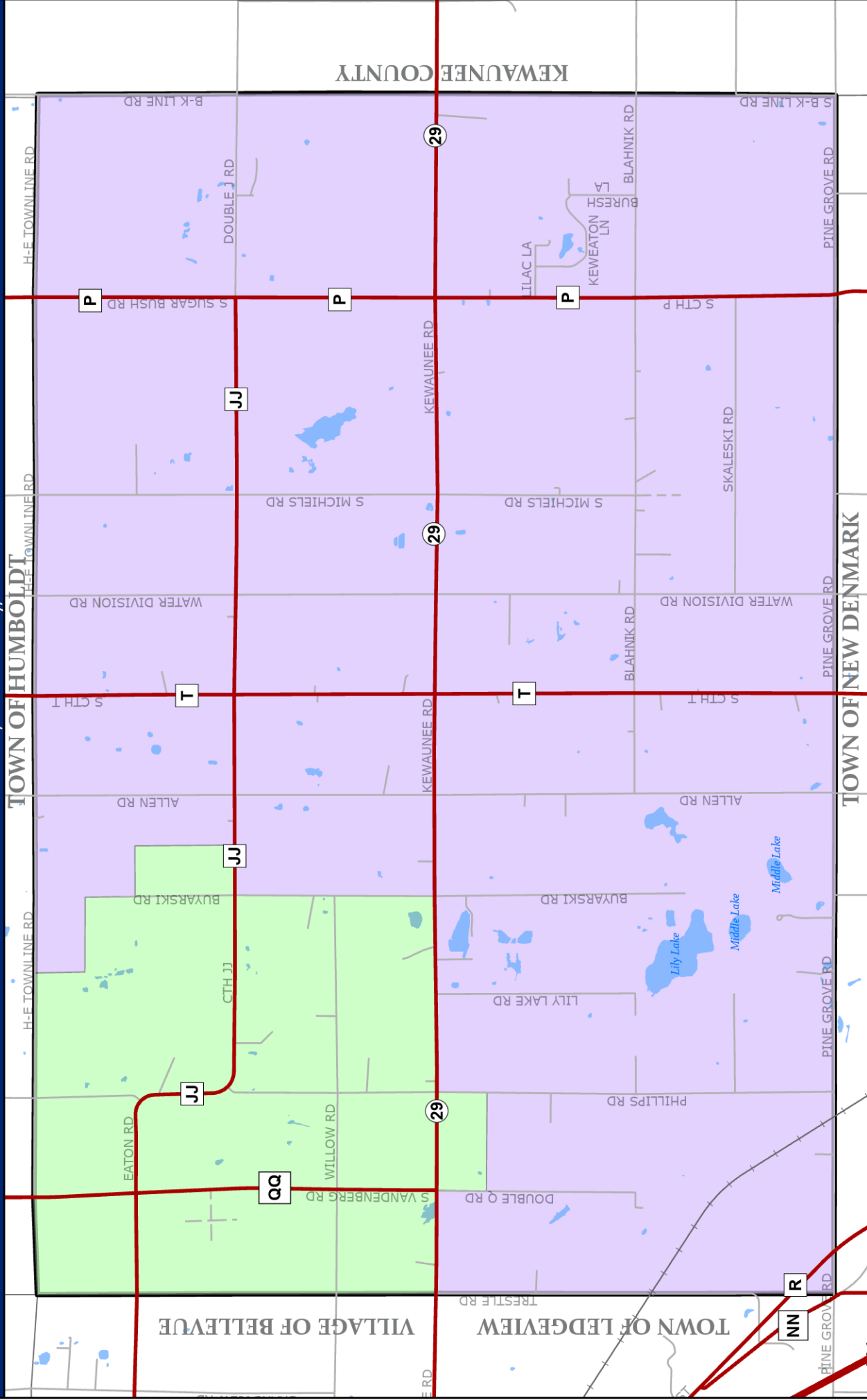
Development in the Village is gradually expanding eastward towards the Town boundary; however, it is anticipated that growth that occurs in the Village will continue to remain well west of the Town's western boundary. No impacts within the 20-year planning timeframe are anticipated.

As Village of Bellevue development (including public sewer and water lines) reaches the eastern boundary of the Village with the Town of Eaton, it becomes more likely that adjacent Town of Eaton landowners may petition the Village of Bellevue for annexation. To ensure both the Town of Eaton and Village of Bellevue are growing in a planned manner, rather than haphazard by whomever petitions for annexation, both communities should begin discussions regarding a formal boundary agreement. In this manner, both communities can properly plan for growth or continued agricultural production consistent with their adopted comprehensive plans.

Figure 8-1

School Districts

Town of Eaton, Brown County, WI



The Village expressed interest in working with the Town of Eaton to converting the railroad track and right-of-way to a recreation trail through both communities should the railroad be proposed for abandonment.

Town of Humboldt

In a phone conversation with the Town of Humboldt Chairman, it was stated that there are no pressing issues between the Town of Humboldt and Town of Eaton that need to be addressed at this time, and that there is a good working relationship between the two towns.

Town of Ledgeview

There are no pressing issues between the Town of Ledgeview and Town of Eaton that need to be addressed at this time. The Town expressed interest in working with the Town of Eaton to convert the railroad track and right-of-way to a recreation trail through both communities should the railroad be proposed for abandonment.

Town of New Denmark

In a phone conversation with the Town of New Denmark Chairman, it was stated that there are no pressing issues between the Town of New Denmark and Town of Eaton that need to be addressed at this time, and that there is a good working relationship between the two towns.

Town of Montpelier (Kewaunee County)

There are no pressing issues between the Town of Montpelier and Town of Eaton that need to be addressed at this time, and that there is a good working relationship between the two towns.

Other Entities

Brown County

The Brown County Highway Department has responsibility for the four county highways in the Town of Eaton (CTH QQ, CTH JJ, CTH P, and CTH T) and Brown County Parks Department has responsibility for Lily Lake Park. Coordination with the Town of Eaton regarding county highway projects, driveway/street access, and improvements at Lily Lake County Park is necessary to ensure adequate public notification and to minimize public disruption.

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

Wisconsin Department of Natural Resources

Of particular importance to the WDNR are the number of small drainageways and wetlands that contribute to the headwaters of Baird Creek, King Creek, and the Neshota River. It is critical to stress the importance of maintaining the quality of these waterways and wetlands by utilizing different development techniques, such as conservation by design or preservation techniques, such as a transfer of development rights program.

Should the Town decide to develop a trail network through the Town, the Department of Natural Resources has grant funds and technical expertise available to help develop the trail network and develop other recreational opportunities.

Wisconsin Department of Transportation

Of primary importance to WisDOT is access management along the STH 29 corridor through the Town of Eaton in order to maintain the flow of traffic between the Green Bay Metropolitan Area and the City of Kewaunee on the Lake Michigan shoreline. As STH 29 through the Town of Eaton is considered a supplemental TIER 2 highway for access control purposes, WisDOT actively pursues access management strategies including shared access, access to side roads, parallel town roads through the land division review process and the driveway permitting process. The roadway was resurfaced within the last couple of years and there are no additional projects along STH 29 in the Town programmed in WisDOT's 6-year Highway Program.

It is very important that the Town continue to work with the Department of Transportation, especially when considering development along the STH 29 corridor. WisDOT should also consult the Town's comprehensive plan and board when considering improvements to its transportation facilities.

Intergovernmental Plans or Agreements

Through a cooperative agreement with the Denmark Volunteer Fire Department, the Eaton Town Hall serves as Denmark Volunteer Fire Department Station #2. As documented in the Utilities and Community Facilities Chapter, the Fire Station #2 hosts equipment and vehicles to improve response time within the Town and surrounding areas. This is a great example of a community partnering with a non-profit/volunteer group to greatly improve services and safety. It is expected this partnership will continue throughout the planning period.

The Town has an agreement with the Brown County Sheriff's Department to provide police services to the Town. It is anticipated that this partnership will continue through the planning period.

However, as local budgets continue to tighten and the demand for public services continues to go up, the Town may wish to partner with neighboring communities or governmental jurisdictions for services, such as recreation programs, and any other services that may be improved or have the costs lessened through intergovernmental agreements.

The Brown County Highway Department adopted a cost-sharing agreement in 2017. This agreement was developed in coordination with municipalities in Brown County, and outlines the cost sharing responsibilities for the Highway Department and the municipality for projects on county trunk highways. It is anticipated that this agreement will continue to serve as the cost-sharing arrangement for county highway projects in the Town of Eaton through the 20-year planning timeframe.

Existing and Potential Intergovernmental Conflicts

Potential Annexations

A potential intergovernmental conflict could occur where the Town of Eaton bounds the Village of Bellevue, as Eaton property owners could petition for annexation into the Village in the future. Historically, development from Bellevue has generally been progressing in an orderly west to east pattern following the extension of public sewer and water services and, therefore, has not impacted the Town of Eaton. Development pressures on the Town are not anticipated over the 20-year planning timeframe. However, it is best to develop an agreement before development pressures begin. As development occurs closer to

Eaton, the Town and Village should begin boundary agreement discussions as soon as possible to avoid potentially costly annexation court cases and poor development patterns in the future.

Processes to Resolve Conflicts

There are several processes that the Town and the surrounding communities could utilize to resolve or prevent conflicts in the future outside of the legal system, which should be the last resort. These methods include cooperative planning, informal negotiation, facilitated negotiation, mediation, and binding arbitration.

A boundary agreement with the Village of Bellevue should be encouraged. However, for a boundary agreement to be reached and to be effective, both parties must negotiate in good faith so that a settlement agreeable to both sides can be attained.

Summary of Recommendations

To achieve the goal and objectives of this element of the plan, the Town should:

- Coordinate with the Village of Bellevue regarding the potential extension of Northview Road to Eaton Road (CTH JJ).
- Develop a boundary agreement with the Village of Bellevue.
- Continue to work with the Brown County Parks Department to plan for the expansion and improvement of Lily Lake Park, as well as a series of interconnected trails linking the park to other parts of the County as displayed on the Future Land Use Map and within the 2017-2022 Brown County Park and Outdoor Recreation Plan.
- Establish an ongoing meeting schedule with representatives of the surrounding communities to discuss land use, transportation, stormwater, and other planning issues that transcend municipal boundaries.
- Share meeting agendas and minutes with the surrounding communities to increase intergovernmental cooperation and awareness of planning issues.
- Continue to keep an open line of communication between the Town of Eaton and the Green Bay and Denmark School Districts.
- Continue to participate in intergovernmental agreements for fire, police, and emergency rescue services.
- Work with Advance (the economic development arm of the Green Bay Area Chamber of Commerce) to promote cooperative intergovernmental economic development activities and strategies to strengthen the region's economic vitality.
- Continue to work with the Wisconsin Department of Transportation to cooperatively plan for a safe, efficient, and visually appealing STH 29 corridor.
- Support the development of future rails-to-trails projects that provide linkages within the Town and connect the Town to other communities.
- Coordinate with Brown County and the Wisconsin Department of Natural Resources to pursue grants to expand or enhance Lily Lake Park.

Chapter 9 – Implementation

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

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

Zoning

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

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

Priority	Action Step	Responsible Party/Dept.	Other Partners/ Resources	Timeframe
High	When the Town considers future rezoning, conditional use, or variance requests, it is important that the various comprehensive plan goals, objectives, and recommendations are considered and used as a guide in the rezoning determination process. Whenever a decision is	Town Planning Commission, Town Board	Zoning Administrator, Board of Appeals	Ongoing

	reached either approving or disapproving rezoning requests, the specific goals, objectives, policies, or other comprehensive plan concepts that the decisions are based upon should be noted as part of the record.			
High	Revise the Town's sliding scale zoning ordinance to encourage the further division of existing 20 acre and smaller parcels of land.	Zoning Administrator, Town Planning Commission	Town Board, Brown County Planning	Ongoing
Medium	Add a non-Working Lands Initiative agricultural zoning district to the Town's zoning ordinance and map.	Zoning Administrator, Town Planning Commission	Town Board, Brown County Planning, DATCP	2023
Medium	Maintain the Town's agricultural zoning district to comply with the Wisconsin Working Lands Initiative requirements.	Zoning Administrator, Town Planning Commission	Town Board, Brown County Planning, DATCP	2023

Low	<p>Ensure proposed rezones out of the Town's DATCP - certified agricultural zone meet the criteria set forth in the Wisconsin Working Lands Initiative. The criteria include:</p> <ol style="list-style-type: none"> 1. The land is better suited for a use not allowed in the farmland preservation zoning district. 2. The rezoning is consistent with the Town's comprehensive plan. 3. The rezoning is substantially consistent with the Brown County Farmland Preservation Plan. 4. The rezoning will not substantially impair or limit current or future agricultural use of surrounding parcels of land that are zoned for or legally restricted to agricultural use. 	Zoning Administrator, Town Planning Commission	Town Board, DATCP	Ongoing
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Land Division Ordinance

Land division regulations govern the process by which lots are created out of larger tracts of land. These regulations seek to ensure that the land divisions appropriately relate to the geography of the site and existing and future public facilities. New land divisions must also be consistent with the community vision as outlined by the comprehensive plan. The Town of Eaton does not currently have its own land division ordinance, but is covered by the Brown County Land Division and Subdivision Ordinance (Chapter 21 of the Brown County Code of Ordinances).

Priority	Action Step	Responsible Party/Dept.	Other Partners/ Resources	Timeframe
High	The Town should review the comprehensive plan components and recommendations and use them	Town Planning Commission, Town Board	Zoning Administrator,	Ongoing

	as a guide in the review process when considering land divisions. Whenever a decision is reached either approving or disapproving land division requests, the specific goals, objectives, policies, or other comprehensive plan concepts that the decisions are based upon should be noted as part of the record.		Brown County Planning	
Low	The Town should develop its own land division ordinance to ensure it has the appropriate level of review authority over new proposed land divisions within the Town of Eaton.	Town Planning Commission, Town Board	Zoning Administrator, Brown County Planning	2025

Official Map

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

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Medium	Develop an official map to identify future road connections.	Town Board, Town Planning Commission	Town Engineer	2025

Capital Improvements Program

Another important device for comprehensive plan implementation is the development of a Capital Improvements Program (CIP). The program is designed to annually schedule public works projects within a specified period of time, which usually encompasses a period of 5 to 10 years. A CIP that is consistent with the comprehensive plan will provide a monitoring tool to ensure that public works projects are located and scheduled with thorough consideration of each of the plan's chapter recommendations.

Priority	Action Step	Responsible Party/Dept.	Other Partners/ Resources	Timeframe
Low	Create a CIP to identify the priorities and schedules for public works projects, such as road construction and maintenance, culvert and bridge maintenance, and other capital improvements.	Town Board	Town Treasurer, Town Engineer	2026

Building and Housing Codes

A building code is a set of regulations that describes standards for the construction of new buildings or the remodeling of existing buildings. A housing code defines standards for how a dwelling unit is to be used and maintained after it is built. Both the building code and housing code are critically important tools to ensuring the residential housing stock of the Town of Eaton continues to be attractive and safe for its residents.

Priority	Action Step	Responsible Party/Dept.	Other Partners/ Resources	Timeframe
Low	Review the comprehensive plan to identify opportunities to use the enforcement of the building code as a mechanism to implement the goals and objectives of the comprehensive plan.	Building Inspector	Wisconsin Department of Safety and Professional Services	2024
Low	Contact Green Bay–based Options for Independent Living to obtain information regarding visitability improvements to new homes and provide the information to builders and developers.	Building Inspector		2023

Outdoor Recreation Facilities

The comprehensive plan identifies recreation improvements to the area around the existing softball field just north of the Town Hall, provided funding is available. Additionally, expansion to Lily Lake County Park is proposed in the Brown County Park and Outdoor Recreation Plan and is reflected on the Future Land Use Map.

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

Priority	Action Step	Responsible Party/Dept.	Other Partners/ Resources	Timeframe
Low	Develop a comprehensive park and outdoor recreation plan to provide eligibility to the Town for Stewardship grants.	Town Board, Town Planning Commission	Brown County Planning, local service groups	2025
Low	Support Brown County's continued efforts of improving Lily Lake County Park.	Town Board		Ongoing

Erosion and Stormwater Control Ordinances

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

Priority	Action Step	Responsible Party/Dept.	Other Partners/ Resources	Timeframe
Medium	Adopt a stormwater management and erosion control ordinance.	Town Board	Town Engineer	2024
Low	Keep abreast of proposed changes to state and federal laws pertaining to stormwater management.	Town Engineer	Town Board	Ongoing

Intergovernmental Cooperation

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

Priority	Action Step	Responsible Party/Dept.	Other Partners/ Resources	Timeframe
High	Coordinate with the Village of Bellevue regarding the decision of whether or not to extend Northview Road to CTH JJ.	Town Board, Town Planning Commission	Town Engineer	2023
Medium	Continue to maintain open lines of communication with surrounding communities to discuss issues or opportunities of common concern.	Town Board		Ongoing
Low	Notify WisDOT of any large development activity along STH 29.	Town Board	WisDOT	Ongoing
Low	Stay informed of current events at the county, region, and state levels that may impact the Town.	Town Board	Brown County Planning, Brown County Towns Association, and Wisconsin Towns Association	Ongoing

Comprehensive Plan

With adoption of this comprehensive plan update, the Town will continue to meet the requirements of Section 66.1001 Wis. Stats. which requires all communities that have zoning, land division, official map, or shoreland zoning regulations to have a comprehensive plan in place that is updated at least every 10 years. The comprehensive plan is to be used as a reference when contemplating difficult decisions, as well as a vision of what Eaton can be. In order for the plan to continue to be useful, the plan should be amended and updated at a minimum in accordance with the following matrix.

Priority	Action Step	Responsible Party/Dept.	Other Partners/ Resources	Timeframe
Medium	Set aside one Planning Commission meeting per year to review the comprehensive plan.	Town Planning Commission	Zoning Administrator	Ongoing
Low	Update the comprehensive plan once every five years and completely revise it at least once every 10 years.	Town Planning Commission	Town Board, Brown County Planning	2028 and 2033

Potential Funding Sources

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

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

In addition to the following sampling of programs, the State of Wisconsin Department of Administration maintains the Wisconsin Catalog of Community Assistance (WCCA), which provides a comprehensive list of state aid programs. The WCCA can be found at <http://www.doa.state.wi.us/dhir/documents/wcca.pdf>. Identified on the following pages are a number of programs that may be particularly applicable to the Town of Eaton. However, this is just a sample, and a comprehensive list can be found with the link to the Wisconsin Catalog of Community Assistance.

Brown County Planning Commission

Brown County Revolving Loan Fund

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

Northeastern Wisconsin CDBG-Housing Consortium

Since 2013, the Brown County Planning Commission has been the lead agency administering the Community Development Block Grant – Housing program for a 10-county region of Northeastern Wisconsin counties. The program provides 0% deferred payment loans (until sale/refinancing) of the property to low- and moderate-income persons for improvements to owner-occupied housing. Such improvements can include private onsite wastewater treatment systems, window replacement, insulation, lead abatement, roof replacement, and other typical home improvements. Although the program is spread out over 10 counties, there will be dedicated funding for projects within Brown County.

Wisconsin Department of Administration

The Wisconsin Department of Administration has historically provided funding for the writing or updating of comprehensive plans every 10 years. However, the program has not been funded for the past several years. This does not mean that the program will not be funded in the future. Eaton should keep track of this funding opportunity should it become available again in the future.

Wisconsin Economic Development Corporation

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

WEDC-administered programs include:

- **Brownfields Initiative** – Provides grants to individuals, businesses, local development organizations, and municipalities for environmental remediation activities for brownfield sites where the owner is unknown, cannot be located, or cannot meet the cleanup costs.
- **Community-Based Economic Development Program (CBED)** – 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 it can also capitalize an incubator tenant revolving loan program.
- **CDBG-Blight Elimination and Brownfield Redevelopment Program** – Can help small communities obtain money for environmental assessments and remediate brownfields.
- **CDBG-Emergency Grant Program** – Can help small communities repair or replace infrastructure that has suffered damages as a result of catastrophic events.
- **CDBG-Public Facilities (CDBG-PF)** – Helps eligible local governments upgrade community facilities, infrastructure, and utilities for the benefit of low-moderate income residents.
- **CDBG-Public Facilities for Economic Development (CDBG-PFED)** – Offers grants to communities to provide infrastructure for a particular economic development project.
- **CDBG-Economic Development (CDBG-ED)** – Provides grants to communities to loan to businesses for startup, retention, and expansion projects based on the number of jobs created or retained.
- **Community Development Zone Program** – A tax benefit initiative designed to encourage private investment and job creation in economically distressed areas. The program offers tax credits for creating new, full-time jobs, hiring disadvantaged workers, and undertaking environmental remediation. Tax credits can be taken only on income generated by business activity in the zone.

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

Wisconsin Department of Natural Resources

The Wisconsin Department of Natural Resources offers a number of grant programs that can be used to provide additional recreational opportunities to residents of the Town of Eaton. The Town should contact the Northeast Region office of the WDNR to determine eligibility and availability if the Town decides to pursue any of the grant programs listed below.

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

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

Stewardship – Urban Rivers

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

Stewardship – Urban Greenspace

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

Acquisition of Development Rights

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

Land and Water Conservation Fund (LAWCON)

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

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

Recreational Trails Act (RTA)

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

and rehabilitation of trailside and trailhead facilities and trail linkages, construction of new trails (with certain restrictions on federal lands), and acquisition of easements or property for trails.

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

Wisconsin Department of Transportation

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

- **Local Roads Improvement Program (LRIP)** – Assists local governments in improving seriously deteriorating county highways, town roads, and city and village streets. As a reimbursement program, LRIP pays up to 50 percent of total eligible costs, with local governments providing the balance.
- **Surface Transportation Program-Rural (STP-R)** – Allocates federal funds to complete a variety of improvements to rural highways eligible for federal aid (primarily county highways classified higher than rural minor collector).
- **Flood Damage Aids** – Assist local governments with improving or replacing roads and roadway structures that have sustained major damage from flooding. The program helps defray the costs of repairing major flood damage to any public highway, street, alley, or bridge not located on the State Trunk Highway System.
- **Wisconsin Information System for Local Roads (WISLR)** – Ongoing effort that provides WisDOT and local governments convenient and secure access to comprehensive geographic information system data on Wisconsin's road network. Local units of government and counties are required to submit pavement ratings to WisDOT on a biennial basis.

Additional information regarding grant programs and other resources administered by the Wisconsin Department of Transportation can be found at the Programs for Local Governments web page at <http://www.dot.state.wi.us/localgov/index.htm>.

Comprehensive Plan Review and Update

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

Action Steps:

1. The public will be notified and provided an opportunity to comment on proposed amendments to the comprehensive plan. The Town will consider neighborhood opinion in evaluating how a proposed amendment would meet the amendment criteria. Options for soliciting public opinion could include direct mail survey forms, neighborhood meetings, and open house meetings.
2. Criteria should be adhered to when considering amendments to the comprehensive plan. Amendments shall be approved only if they are determined to be in the public interest, and this determination should be based on a review of all applicable principles from the following:
 - a. How the proposal is more consistent with applicable policies of the comprehensive plan than the existing designation.

- b. How the proposal is more consistent with each of the following objectives than the existing designation. Consistency is not required where the objective is clearly not applicable to the type of proposal involved.
 - Encourage the development of distinct neighborhoods served by commercial nodes, and discourage urban sprawl and strip commercial development.
 - Provide uses that are functionally integrated with surrounding areas and neighborhoods in terms of local shopping, employment, recreational, or other opportunities.
 - Provide development that is compatible and integrated with surrounding uses in terms of scale, orientation, pedestrian enhancements, and landscaping.
 - Conserve or enhance significant natural and historical features.
 - Provide adequate transportation, water, sewer, and other public services.
 - Provide significant economic development opportunities and broadening of the Town's economy.
 - Provide for the formation and enhancement of neighborhoods.
- c. Changes shall also demonstrate that a substantial change in circumstances has occurred since the original designation.
- d. Scope of Review. The review and evaluation of proposed comprehensive plan map changes shall consider both the likely and possible future use of the site and associated impacts.
- e. Cumulative Impacts. The review of individual comprehensive plan map or policy amendments shall also consider the cumulative transportation, land supply, and environmental impacts of other plan amendments proposed within the same annual cycle.
3. The Town of Eaton Planning Commission should prepare a brief annual report. This report should summarize how the comprehensive plan was used to direct major spending, regulatory, and construction decisions; how development has or has not coincided with the recommendations of the plan; and how community circumstances have changed which have necessitated recommendations for appropriate comprehensive plan amendments by the Town Board.
4. The Town should consult annually with other governmental agencies and neighboring communities to get their input regarding how their community activities relate to the recommendations of the comprehensive plan.
5. The Town should complete a formal review of the entire comprehensive plan at least once every five years. Based on this review, revisions should be made to sections of the plan determined to be out of date and sections that are not serving their intended purpose.

At least once every 10 years, the plan should be reviewed and updated using a formal process that includes a citizens advisory committee similar to the committee used to develop this plan.

Appendix A

TOWN OF EATON VISIONING SESSION

THURSDAY, JANUARY 10, 2002

Rank		Tabulation Results
1	Preserve farmland	257
2	Preserve rural characteristics of town	252
3	Develop industrial area near highways	202
4	Town provision of emergency services - within town - Fire - Ambulance	200
T5	Welcome business to town to increase tax base	199
T5	Future development should still respect and preserve environment (wetlands, erosion, rivers, streams, water quality, groundwater pollution)	199
7	When needed, build community center along with new town hall and centrally locate	180
8	Stronger regulations against new nuisance-type land uses (landfills, quarries, etc.)	174
9	Protect farmers' right to farm	173
10	Improve zoning (more strict, consolidate uses, clearly identify uses)	153
11	Identify ideal location for town hall, fire station, recycling area	145
12	Strive for balance between agriculture, business, and residential uses – need to co-exist	137
13	Adopt comprehensive plan and stick to it to minimize conflicts	133
14	Keep new businesses along the major highways	131
15	Increase minimum lot size from 1.5 to 5/10 acres	129
16	Eliminate quarry activity (well concerns)	118
17	Build better town hall	117
18	Adhere to development plans for new residential development	111
19	Improve the roads in the town	110
20	Loss of farmland due to large lots is bad	106
21	New residents should be made aware that Eaton is an agricultural community	104
22	Discussion of commercial development - What type and where - Small downtown area with similar architecture	99
23	Site design standards – need - For example, house in middle of 20-acre parcel	90
T24	No new subdivisions	86
T24	Monitor groundwater table levels and quality	86
26	Improve town's appearance by separating new residential from business/industrial	82
27	Prevent county from developing landfill in town	80
T28	Restrict development near conservation areas and maintain farmland	78
T28	Create proper maintenance code (junk cars, old buildings, etc.)	78
30	Town must work with residents when developing zoning regulations	74
31	Seek grants for park improvements	73
32	Eliminate disposal of animal waste (paunch)	72
T33	Determine the best place for an industrial/business park away from Bellevue	61
T33	Right to expand existing farming operations	61
35	Concern about large-scale hog farms	59
T36	Recreational facilities - Off-road walking areas - Youth activities - Use existing resources when possible	54
T36	More public/government communication	54
38	Consider connection to the GBMSD	48
39	Trailer houses (manufactured homes) should have basements and meet other standards (e.g., spacing, location)	47
40	Maintain the rights of farmers to parcel off land	45
41	Require comprehensive approach to stormwater management	38
42	Plan must inform farmers of future growth	33
43	Town assistance for farmland and building preservation	17

Appendix B

PUBLIC PARTICIPATION PROCESS FOR THE TOWN OF EATON COMPREHENSIVE PLAN UPDATE

Section 66.1001(4)(a) of Wisconsin State Statutes require that the governing body preparing a comprehensive plan adopt written public participation procedures to ensure proper notice of the process and to encourage participation. The 2022 Town of Eaton Comprehensive Plan Update process will include several public participation components. These components are summarized below:

Press Release

The Brown County Planning Commission (BCPC) will prepare a sample press release and provide it to the Town of Eaton for dissemination to applicable traditional and social media.

Eaton Planning Commission

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

Public Open House Meeting

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

Service Group Meetings

Upon request, Brown County will present the process and findings of the comprehensive plan update to Town of Eaton service groups.

Town of Eaton Website

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

Other Locations for Draft Chapters

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

Public Hearing

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

Adjacent Governmental Jurisdictions

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

Town Board Meeting for Adoption

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

Appendix C

TOWN OF EATON PLANNING COMMISSION RESOLUTION

PLAN COMMISSION RESOLUTION #01252023A

RECOMMENDING ADOPTION OF THE 2022 TOWN OF EATON COMPREHENSIVE PLAN UPDATE

WHEREAS, the Town of Eaton Planning Commission has developed the 2022 Town of Eaton Comprehensive Plan Update to guide and coordinate decisions and development within the Town in accordance with Chapter 66.1001 of the Wisconsin Statutes; and

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

WHEREAS, several public meetings were held to obtain public input during the development of the comprehensive plan during 2022, and these meetings included planning commission meetings, an open house meeting to be held on January 25, 2023, and a public hearing to be held on January 25, 2023.

NOW, THEREFORE, BE IT RESOLVED, that the Town of Eaton Planning Commission recommends to the Eaton Town Board the adoption of the 2022 Town of Eaton Comprehensive Plan Update.

Approved this 25th day of January 25, 2023

By Mike Mileski,

Mike Mileski

Town of Eaton Planning Commission Chair

Ayes: 3

Nays: 0

ADOPTING THE 2022 TOWN OF EATON COMPREHENSIVE PLAN UPDATE

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

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

WHEREAS, the Town of Eaton Planning Commission adopted, by majority vote, a resolution recommending Town Board adoption of the document entitled "2022 Town of Eaton Comprehensive Plan Update," containing all the elements specified in Sec. 66.1001(2), Wis. Stats. on January 25, 2023, following an open house presentation; and

WHEREAS, the Town of Eaton Planning Commission made a draft of the plan publicly available for review through the Town Clerk, and on the Town of Eaton website a month prior to the public hearing; and

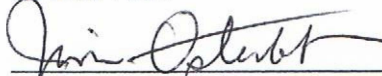
WHEREAS, the Town of Eaton held a public hearing on January 25, 2023, on the adoption of the comprehensive plan update ordinance in compliance with Sec. 66.1001(4)(d), Wis. Stats.; and

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

NOW THEREFORE, the Town Board of the Town of Eaton, Brown County, Wisconsin, does hereby, by adopting this ordinance, adopt the document entitled "2022 Town of Eaton Comprehensive Plan Update" pursuant to Sec. 66.1001(4)(c), Wis. Stats.

Adopted this 25th day of January, 2023

APPROVED:



Jim Osterloh, Chairman

ATTEST:



Dawn Konop, Clerk

Ayes: 3

Nays: 0

Date of publication: _____