

# **CHAPTER 2: INVENTORY, TRENDS, AND FORECASTS**

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## INTRODUCTION

This chapter contains an inventory of the unique natural features that make the town distinct from its neighboring communities and highlights the demographic, economic, and land use trends and forecasts used to prepare the Town of Morgan 20-Year General Plan Design found as **Map 3.1** of Chapter 3: Land Use Plan of this document.

## COMMUNITY INVENTORY

### History and Description of Planning Area

#### **Town of Morgan History**

Most of the pioneers settled in the area now known as the Town of Chase between the years of 1873-1877. Many of the early settlers came from Canada and Germany. The land they settled during this time was called West Pensaukee because it was the Western section of Pensaukee. Indians resided in West Pensaukee living in wigwams made of hides and bark and hunting and fishing for their food. Their camps were on a hill along the North Branch River. One of the first pioneers to settle in the area was John Rymer better known as Dad Rymer. He lived and had a claim of land where the Evergreen is now.

In 1876, the settlers of West Pensaukee organized the first one room log school, close to Neal Rymer's farm, located near the intersection of County Road C and County Road E. All land was divided into sections with Section 16 in West Pensaukee helping to maintain the schools. Money from land containing the canals went to maintain the canals. F.B. Gardenar was the owner of the sawmill in Pensaukee. When he could not pay his workers, his men were given land in lieu of pay. School land was worth about \$10.00 per acre and canal land about \$2.75 per acre.

The settlers of West Pensaukee used the closest post office in Pensaukee, but they wanted a post office closer. Carl Meyer walked to Pensaukee and picked-up a petition to circulate in West Pensaukee to acquire a post office. Charlie Meyer, a son of Carl Meyer, was sent around with the petition to gather signatures. After all the settlers had signed the petition, Carl Meyer sent the petition to the government. When the government received the petition, they wrote back and said they would have to continue to carry the mail for one year. After that year had passed, the government built a post office in Levi Cleveland's house, which became Charles Peter's place.

The depot operator by the name of Mr. Morgan signed the papers. When the papers were signed, the settlers of West Pensaukee asked him how much money he wanted for signing the papers. He told them, if they would call the post office Morgan, there would be no charge. As a result, the settlers called the post office Morgan. Around 1902, the Town of Chase was divided and the Town of Morgan was formed naming it after their post office. The first town chairman was O. C. Madison, and the first cheese factory built in the town was constructed by Charley Birr.

Since 1946, many changes have taken place in the Town of Morgan bringing us to the early years of the 21<sup>st</sup> Century. The following are a few points that highlight the changes that occurred in the Town of Morgan over the past 50 years.

- In 1959, there were over 70 farms producing milk, by 2008 there were sixteen.
- In 1985, there were two cheese factories in Morgan. Combined, Krause Dairy and Morgan Co-op processed 400,000 pounds of milk per day.

- The pallet factory is on the site of the former Krause Dairy.
- A tavern is now housed in one of the original buildings in Sampson.
- Within the town, there are six active sand and gravel pits.
- There are two sand and gravel washing plants, DMK & Nelson Truckers.
- Historically, there were two churches in the town. The United Brethren Church, located at 3309 County Road C, is now a residential home.. The Lutheran church remains at its original site and continues holding service with over 400 baptized members.

Source: *HISTORY OF MORGAN* by Donald Schroeder - Circa 2000

## **Present Day Town of Morgan Planning Area**

The Town of Morgan is located in the southeastern section of Oconto County encompassing an area of approximately 35 square miles, or 22,768 acres. The closest cities are: Oconto Falls 10 miles to the northwest; Gillett 15 miles to the northwest, Oconto 20 miles to the northeast; and Green Bay located 26 miles to the south. The town is bounded on the west side by the Town of Green Valley (Shawano County); on the south by the Town of Chase; on the east by the Town of Abrams; and on the north by the Town of Oconto Falls. **Map 2.1** provides a general location of the Town of Morgan in Wisconsin, and **Map 2.2** highlights the planning area.

## **Past Planning Efforts**

Several Town of Morgan ordinances address specific conditions or issues within the town. These ordinances either support or expand upon county ordinances and will be instrumental in the implementation of the town's updated comprehensive plan. A list of the town's ordinances impacting land use decisions has been compiled in Chapter 4: Implementation of this document.

**Oconto County Farmland Preservation Plan:** In 1985, Oconto County adopted the Oconto County Farmland Preservation Plan prepared by Bay-Lake Regional Planning Commission. This plan served as a guide for preserving farmland, woodlands and significant environmental areas within the county and to help maintain and expand the agricultural economy. In 2014, Oconto County amended the Oconto County 20-Year Comprehensive Plan to include all statutorily required components of the Farmland Preservation Plan. The Oconto County Comprehensive Plan includes all requirements of Chapter 91.

**Town of Morgan Comprehensive Land Use Plan:** The town completed and adopted a land use plan in 2001. Planning assistance was provided by Robert E. Lee and Associates, Inc. This plan formulated strategies to guide future development throughout the town with the creation of a 20-Year General Plan Design.

The goal of the comprehensive planning process is to inventory existing ordinances and identify the key findings from these completed plans in order to ensure their consistency in utilization and implementation within the context of the comprehensive plan.

## **Town of Morgan 20-Year Comprehensive Land Use Plan:**

In August of 2008, the Town of Morgan adopted an updated comprehensive plan entitled the Town of Morgan 20-Year Comprehensive Plan. This plan was developed with planning assistance from Bay-Lake Regional Planning Commission and Oconto County Planning staff as part of a county wide planning project. In 2018, the Town of Morgan began working with Oconto County Planning staff to complete an update to the comprehensive plan. The plan update was completed and adopted in 2020.

## Community Resources

### Natural Resources

Natural resources are the large elements and defining features for local communities. They contribute to providing a clean and abundant supply of groundwater; a source for economic development opportunities; plus comprise an environment essential to maintaining healthy and diverse biological communities.

The resources that lie above and beneath the ground are very important when considering future development. A summary of those resources located within the Town of Morgan are highlighted below. Expanded definitions and countywide maps of these natural resources can be found in Chapter 5 of *Volume II: County Resources*.

- Two soil types can be found in the Town of Morgan. Clayey Till covers a majority of the town with small sections in northeastern and northwestern corners containing soils related to outwash sand and gravel. The contour of the town encompasses a number of depressions and basins and is scattered with lake and outwash plains. This combined topography and soil type limits the amount of water driven erosion that is likely to occur in the town.
- The depth to bedrock is 60 inches or greater providing natural filtration of contaminants from septic systems, farming operations, and stormwater runoff before they get to the groundwater.
- The town is located within two watersheds-the far northeastern area contains the Lower Oconto River while the majority of the town can be found in the Pensaukee River watershed. These watersheds are part of the larger Lake Michigan Basin that drains directly into Green Bay of Lake Michigan.
- The Town of Morgan contains only a portion of one named lake, Delzer Lake. However, the town also contains a few ponds that are unnamed. These water bodies are all relatively small in size (<10 acres) and are privately owned, thus their value for recreational opportunities is limited.
- Within the Town of Morgan, the Pensaukee River is the lone prominent river feature. Tributaries to the Pensaukee and Oconto Rivers can be found throughout the central area of the town. Coopman Creek is located in the northeastern part of the town. These creeks and rivers merge and drain into Green Bay of Lake Michigan. **Map 2.3** illustrates the surface water features in the town.
- Topography and drainage within the town are primarily the result of glaciation. This glaciation has caused the area to be poorly drained and pocketed with marshes and wetlands. The topography offers landscapes fluctuating from level to rolling. A majority of the town maintains elevations from 675 to approximately 840 feet above sea level.
- The upland woodlands (those woodlands that are not in a wetland) are located throughout the town. These woodlands are primarily found in areas that are unsuitable for agricultural use; mixed in with ridges and steep slopes; adjacent to primary water features such as the Pensaukee River and bordering wetlands which are prone to flooding.
- Town residents get their drinking water through individual wells tapping the groundwater below. Groundwater, lakes, and rivers are all connected as water commonly flows between them. Groundwater is also connected to the surface of the land by rain and melting snow

which carry substances from the surface down to the groundwater below.

- The Plan Determinants consist of wetlands, floodplains, steep slope (12 percent or more), and the 75-foot setback from surface water features. Each of these four Plan Determinant features is shown on **Map 2.4**. The individual plan determinants merged together form a single feature known as “environmental corridors”, which is displayed on the town’s General Plan Design (**Map 3.1**).
  - Steep slope conditions are primarily present in the southcentral, central and east central areas of the town. Areas of steep slope (12 percent or more) based on soils characteristics within the town can be seen as a constraint to development due to increased runoff and soil erosion.
  - There is a limited floodplain area identified in the northeastern part of the town.
  - The town has two large identifiable wetland complexes located in the central portion of the town along with smaller areas scattered throughout Morgan. One of these larger wetland complexes is known as the Morgan Marsh.

### Agricultural Resources



The town’s prime agricultural soils are shown in **Map 2.5**. These soils have been determined to contain the best combination of physical and chemical characteristics for growing crops for human and animal consumption. There are two locations in Morgan that have been identified as containing prime agricultural soils- central area of the town along the east and west sides of County Highway C and in the northcentral area. Overall, there are 9,247 acres of crop and pasture land in the town as determined by the 2017 land use inventory. Areas

that have been designated as farmland preservation areas within the town are shown on **Map 3.21** found in Chapter 3 of *Volume I: County Plan*.

More information regarding agricultural resources in the county can be viewed in Chapter 5 of *Volume II: County Resources*.

### Cultural Resources

Cultural Resources are typically sites, features, and/or objects of some importance to a culture or a community for scientific, aesthetic, traditional, educational, religious, archaeological, architectural, and historic reasons. The town has limited cultural assets remaining. The former Sampson Store at 2521 County Highway C and a home on 3265 County Highway C are two of the town’s noted historical features. Details for these sites can be found on the Wisconsin Historical Society’s website at <http://www.wisconsinhistory.org/>

Community Design Features are often reference points, roads and trails, boundaries, areas of commonality, and destinations individuals will acknowledge and express to describe the town or a definable area within the town. For the Town of Morgan, these include:

- a. Landmarks (reference points)-
  - Pensaukee River
  - Sampson

- Morgan Marsh
  - Machickanee Forest
  - Fairview School
  - Town Hall
  - Morgan Municipal Cemetery
  - Lutheran Church
  - Fire Station
  - Bertram Wireless Tower
- b. Pathways (roads, trails, etc.)-
- State Highway 32
  - County Highways C, D, and E
  - Machickanee Trails
  - Snowmobile Trails
- c. Edges (boundaries)-
- State Highway 32 (west side)
  - County Highway D/Major Lane/Dudzik Road (south side)
  - Valentine Road (east side)/Ostrenga Lane
  - Holtz Road/Konitzer Road (north side)
- d. Districts (encompass areas of commonality)-
- Local School Districts (Oconto Falls, Gillett, Pulaski)
  - NWTC
  - Krakow Sanitary District
  - Green Valley-Morgan Fire Company
  - Oconto Falls Ambulance District
- e. Nodes (destinations within the center of a district)-
- Town Hall
  - Morgan Municipal Cemetery
  - Machickanee Forest

### Economic Resources

Being a rural community, the town’s local economy is directly connected to its agricultural heritage. According to the 2017 land use inventory, the town has 14 acres of identified commercial land and 240.3 acres of industrial land use, which is comprised of several active non-metallic mining operations.

Other employment types found in the Town of Morgan include food and tavern service, wood products production, non-metallic mining, bulk hauling, large farming operations, and various home-based businesses.



- Since 1980, there have been 3 incidences or sites listed as areas of concern by the Wisconsin Department of Natural Resources. Each of these sites has been remediated and closed:

1. Sampson Super Service, 2515 County Highway C
2. Sampson Store, 2521 County Highway C
3. The Fox Den, 3284 County Highway C

These locations may be eligible for further redevelopment and used for a variety of improved land uses, such as new businesses, residences, or recreational facilities.

### Utilities and Community Facilities

An inventory and assessment of existing facilities is made to determine whether or not there may be condition and capacity issues in meeting future needs. Information on the Town of Morgan’s community and public facilities is outlined below. The town’s community facilities are shown on **Map 2.6**.

The Town of Morgan Town Hall is located at 3276 County Road C. The Town Hall serves as space for town meetings, elections, property tax collections, and miscellaneous community events. The town clerk and treasurer worked from their residence until 2019, when they started working from the new town hall which was constructed in 2017.



The Oconto County Sheriff’s Department provides primary police protection for the town. Fire protection is provided through the Green Valley-Morgan Fire Company. The fire station is located at 5746 N. Oak Avenue, Town of Green Valley and serves the entire town with a 25 member volunteer company. A satellite station is located at 3542 County Road C. This station houses a tanker/pumper and brush rig. Another satellite

station is located at 2210 County Road C, Shawano County, and referred to as the “Pulcifer Station”. The department maintains mutual aid agreements with neighboring communities. **Map 9.4** in Chapter 9 of *Volume II: County Resources* illustrates the fire districts in Oconto County. Oconto Falls Area Ambulance Service, located at 831 S. Main Street in Oconto Falls, provides emergency medical services to town residents. The Oconto Falls Area Ambulance Service has trained First Responders on call. The EMS/Ambulance districts are shown on **Map 9.5** in Chapter 9 of *Volume II: County Resources*. The closest hospital to the town is HSHS St. Clare Memorial Hospital in the City of Oconto Falls at 855 S. Main Street. HSHS St. Clare Memorial Hospital had a clinic in the Town of Abrams. There is a Prevea Clinic and an Aurora clinic in the Village of Pulaski. There is also a Prevea Clinic in the City of Gillett and a Bellin Clinic in the City of Oconto Falls.



The Town of Morgan lies within three school districts-Oconto Falls, Gillett, and Pulaski. The eastern two-thirds of the town is served largely by the Oconto Falls School District. The Pulaski Community School District covers the southwestern corner of the town while the Gillett School District serves the westcentral area of Morgan. See **Map 9.6** in Chapter 9 of *Volume II: County Resources* for public school districts located in Oconto County.

There is no public library located in the Town of Morgan. Residents of the town can utilize any



of the surrounding libraries. The closest locations are the Oconto Falls Community Library or the Brown County Public Library system with branches in the villages of Pulaski and Howard. The United States Postal Service maintains several post offices in the area used by town of Morgan residents. They are the City of Oconto Falls, 145 N. Franklin Street; Town of Abrams, 5886 Main Street; Town of Krakow, N4805 State Highway 32; and City of Gillett, 205 E. Main Street.

Residents contract with private garbage haulers for collection of their recyclables and refuse. In addition, the town has a recycling/garbage center where residents can bring their recyclables and refuse for a fee. The town is expanding the recycling/garbage center for added space for drop-offs and storage. Town residents maintain their own wells for drinking water and individual septic systems for waste disposal. A small section of the town is located within the Krakow Sanitary District. The portion of the district extending into the town can be seen on the General Pan Design, **Map 3.1**.

Residents can access both local and satellite TV services but there is no cable service available within the town. Wisconsin Public Service and Oconto Electric Cooperative provide electric service to town residents. Natural gas service is available within limited areas of the town. The lone cemetery in the town is the Town of Morgan Municipal Cemetery located on County Highway C just north of the intersection with County Highway E. As of 2019, there is a child care facility on Elm Lawn Rd. and one on Dudzik Rd. There is also a taxidermy business on Elm Lawn Rd.

### Parks and Recreation



There are no town-owned and maintained recreational facilities within the Town of Morgan. The Oconto County Sportsmen’s Alliance maintains a 420 acre wildlife area in the west central part of the town more commonly known as the Morgan Marsh. In addition, a large portion of the east central area of the town is Oconto County forest land and part of the Machickanee Recreational Area. Included within this area is a County run rifle range located on Garity Road. Please see **Map 9.5** in Chapter 9 of *Volume II: County Resources* for a detailed inventory of park and

recreational areas within Oconto County.

### Transportation

Transportation specific information for the Town of Morgan is highlighted below. For more details on the various transportation systems in Oconto County, please see Chapter 8 of *Volume II: County Resources*.

- County Highways (CTH) C, D, and E are classified as collector roads. The primary function of county roads classified as “collectors” is to provide general "area to area" routes for local traffic. CTH C originates in the Town of Oconto Falls at CTH CC, travels south through the Town of Chase and continues on into Brown County. CTH E begins at U.S. Highway (USH) 141 in the Town of Abrams and travels west through the central part of the Town of Morgan and continues on into Shawano County. CTH D begins at USHs 141 and 41 to the east in the Town of Abrams and travels



west along the Town of Morgan and Town of Chase border ending at CTH C.

Table 8.2 found in Chapter 8 of *Volume II: County Resources* lists the mileage of roads under the jurisdiction of the Town of Morgan by function. **Map 8.1** found in Chapter 8 of *Volume II: County Resources* provides the location of the roads by function within the town.

**Land Use Inventory**

A detailed field inventory of land uses in the Town of Morgan was completed by the Bay-Lake Regional Planning Commission in 2007. In 2017, as part of the plan update a detailed existing land use inventory was completed by Oconto County Planning. A consistent standard land use classification methodology was used to determine existing land uses. Please see Chapter 11 of *Volume II: County Resources* for a description of these land use categories. A breakdown of the town’s general land uses with acreages is shown on Table 2.1. The Town of Morgan’s 2017 existing land use inventory is shown on **Map 2.7**.

Table 2.1: Existing Land Use Inventory

Land Use Type	Total Acres	Percentage Total Land	Percentage Developed Land
<b>DEVELOPED</b>			
<i>Single Family</i>	791.6	3.5	54.1
<i>Mobile Homes</i>	8.5	0.0	0.6
<i>Multi-Family</i>	0.0	0.0	0.0
<i>Vacant Residential</i>	0.0	0.0	0.0
Total Residential	800.1	3.5	54.6
Commercial	14.0	0.1	1.0
Industrial	240.3	1.1	16.4
Transportation	162.7	0.7	11.1
Communications/Utilities	14.3	0.1	1.0
Institutional/Governmental	21.2	0.1	1.4
Recreational	3.7	0.0	0.3
Agricultural Structures	208.0	0.9	14.2
<b>Total Developed Acres</b>	<b>1,464.3</b>	6.4	100.0
Land Use Type	Total Acres	Percentage Total Land	Percentage Undeveloped Land
<b>UNDEVELOPED</b>			
Croplands/Pasture	9,246.7	40.6	43.4
Woodlands	9,087.5	39.9	42.7
Other Natural Areas	2,840.3	12.5	13.3
Water Features	129.9	0.6	0.6
<b>Total Undeveloped Acres</b>	<b>21,304.5</b>	93.6	100.0
<b>Total Land Area</b>	<b>22,768.8</b>	100.0	

Source: Oconto County Planning, 2020.

## DEMOGRAPHIC TRENDS AND FORECASTS

### **Population**

#### **Historic Population Trends**

Analyzing the historical change in population and housing trends and characteristics is important to help understand the current and future needs of a community's population. This section provides a review of past demographic information and offers a look into the future regarding the potential growth in population the Town of Morgan could experience during the next 20 years. The projected increase in population does facilitate further discussion within this comprehensive plan on changes in land uses and resulting impacts to the natural features as well as the need for future services and the ability and capacity of the town to provide them.

The Town of Morgan experienced a declining population from 1940 to 1960. The town's population has increased every decade since 1960 with the 984 residents in 2010. The town's location is becoming an increasingly desirable place for individuals to reside. Town residents can enjoy the rural atmosphere while being only minutes from an array of amenities and services in the nearby cities of Gillett, Oconto Falls, and Green Bay.

For more information on population trends in Oconto County and the Town of Morgan refer to Chapter 6 of *Volume II: County Resources*. For town specific population data refer to Tables 6.14 – 6.18 found in Chapter 6 of *Volume II: County Resources*.

#### **Population Projections**

By analyzing past population trends, it is possible to project future growth. The use of forecasting calculates, or predicts, a future number by using existing figures. Projecting future population growth over this 20 year planning period will enable to the Town of Morgan to better understand and prepare for its future needs for housing, utilities, transportation, recreation, and a number of other population influenced services. For this comprehensive plan, the Town of Morgan Wisconsin Department of Administration (WDOA) Projections. Based on these WDOA projections, the Town of Morgan will continue to see modest population increases.

More information on population projections for Oconto County and the Town of Morgan can be found in Chapter 6 of *Volume II: County Resources* with town specific projections shown in Table 6.18.

### **Housing**

#### **Housing Trends and Characteristics**

As reported by the U.S. Census, the Town of Morgan's total number of housing units have continued to increase over the years.

More information on the number of housing units for Oconto County and the Town of Morgan can be found in Table 6.19 found in Chapter 6 of *Volume II: County Resources*.

#### **Housing Projections**

Utilizing the Wisconsin Department of Administration (WDOA) occupied housing unit projections, the town can expect to see a continued increase in occupied housing units.

More information on housing projections for Oconto County and the Town of Morgan can be found in Table 6.20 found in Chapter 6 of *Volume II: County Resources*.

**Economic Development**

The Town of Morgan’s economy is heavily dependent upon agriculture, non-metallic mining, home-based businesses, and food and beverage sales.

Of the town’s residents in the labor force, the majority, 27.6 percent are employed in management, professional, and related. A large percentage 18.5 percent, are employed in sales and office occupations. More information on employed persons by occupation for Oconto County and the Town of Morgan can be found in Table 7.11 found in Chapter 7 of *Volume II: County Resources*.

For more information regarding economic characteristics of Oconto County and the Town of Morgan refer to Chapter 7 of *Volume II: County Resources*.

**LAND USE TRENDS AND FORECASTS**

**Land Use Issues and Conflicts**

As the town continues to prepare for future development, it is necessary to recognize and acknowledge any existing land use issues or conflicts. These areas of concern, as highlighted below, will need to be addressed within the General Plan Design context and the implementation strategies outlined in the comprehensive plan.

- It is anticipated there will be continued residential development in the southeastern area of the town. This development will lead to the loss of agriculture and open space land.
- The ongoing fragmentation of natural areas (woodlands, open space) and agriculture land limits the ability to implement and sustain management plans.
- There are multiple driveways along main transportation routes such as County Highways C and E only serving single residences and businesses.
- The presence of the county forest limits development in the northcentral area of the town.
- The town has a limited number of recreational facilities-parks, trails, campgrounds. There is an option of redeveloping the town dump into recreational site. There is also a county owned shooting range located at 3490 Garrity Road in the Machickanee County Forest.
- The continued development will put increasing pressures on the environmental corridors.
- The developing concentrated residential areas lack connectivity.
- The Krakow Sanitary District is limited and does not extend to areas developing fastest or in greatest density.
- There is a lack of new development/investment in Sampson.
- There are several existing non-metallic mining operations and more anticipated to open during the planning period.
- The likelihood of additional commercial development at the intersection of County Highways C and E will cause an increasing amount of traffic to collect in that area.



## **Anticipated Land Use Trends**

The steady increase in fuel prices will be a major consideration as to where people chose to live and work. Morgan’s location, transportation network, and services may make it a secondary consideration for those people wanting to live in the country; however the town may still be close enough to amenities and schools to make it attractive to reside. Neighboring Oconto County towns to the south and east are anticipated to see a much stronger growth in population during this planning period than the Town of Morgan. To accommodate the goals of the comprehensive plan, the most efficient land use development pattern has been illustrated on the 20-Year General Plan Design based on the following anticipated land use trends.

- There will be a steady growth in population throughout the 20-year planning period.
- More commercial businesses will locate along County Highway C and the County Highway C and E intersection.
- It is anticipated there will be more densely built sub-divisions predominately in the southeastern corner of the town. New residential developments will afford the opportunity for infill to preserve open space and agriculture lands
- There will be a continued trend toward larger agricultural operations given the percentage of cropland/pasture land (40 percent) according to the 2017 land use inventory.
- The development of recreational facilities, such as trails, parks, and campgrounds, along with the access to public land and features will be important consideration as the town’s population continues to grow.
- There is expected fragmentation and parceling of land into smaller lots as more land owners locate within the town.
- The Fairview Elementary School located on State Highway 32 will be an attraction for future residential development.

## **Development Considerations**

### **Land Supply**

There are 22,768 acres in the Town of Morgan. As found in the 2017 land use inventory, 1,464 acres, or just over six percent, of the land is already developed. The three quality local school districts, transportation system, proximity to amenities, and abundance of natural features make Morgan a desirable location to live and/or operate a small business. Given these factors, an increasingly number of people are projected to live and/or work in the town resulting in another estimated 745 acres to be developed for residential, commercial, and industrial uses over the next 20 years.

With its rich mineral resources, Morgan will experience a consistent number of operating non-metallic mining quarries throughout the planning period. Exhausted mines will be reclaimed and developed for another land use such as recreation or residential. The Morgan Marsh and the Oconto County Forest provide diverse recreational opportunities for both residents and visitors to the areas. Sampson and the intersection of County Highways C and E offer the opportunity for redevelopment of aging structures for increased tax generation. There is also sufficient land for properly located commercial and light industrial development along main transportation routes.

With 21,300 acres of undeveloped land available, there is ample room for future developed land uses without compromising natural features. With very limited municipal services, primarily water and sewer, the Town of Morgan may have to monitor water quantity and quality as continued development occurs.

**Land Price**

As the areas immediately surrounding the Green Bay Metro area become more densely developed, such as the towns of Little Suamico and Pittsfield and portions of Chase, Abrams, and Stiles, communities like Morgan will become increasingly more desirable. Correspondingly, the value of the land will increase. The remaining agriculture land is expected to increase in price as demand by large operators continues. The land located within desirable business locations such as within the Krakow Sanitary District on State Highway 32 and along County Highways E and C will retain a higher value because of its development options. The lack of overall utilities, municipal water and sewer primarily will limit some types of development that could occur in the town. The value of limited natural resources land (wooded and open space) will continue to be desired for hunting/recreational purposes and bring strong cost per acre sales. Unless there is financial investment made in Sampson, land and structure values will remain flat throughout the planning period.

**LAND USE PROJECTIONS**

**Five Year Incremental Land Use Projections**

As stated in s. 66.1001, Wis. Stats., comprehensive plans are required to provide projections in five-year increments for future residential, commercial, industrial, and agricultural land uses over the 20-year planning period. The Wisconsin Department of Administration (WDOA) projections were used to determine anticipated future growth within the town. The Town of Morgan future land use projections can be viewed in Table 2.2

It is **not** the intent of this comprehensive plan to see an entire area within a land use classification be developed as noted on the General Plan Design. The specified uses should be allowed if consistent with the type, location, and density of existing development. Some of the land within the land use classification is not developable due to natural features, easements, setbacks, existing preferred land uses, or availability of supporting infrastructure. Within developing areas, these additional considerations and land uses generally account for approximately 25 percent of the gross land area. Given these considerations, the gross land use needs for residential, commercial, and industrial development for the Town of Morgan by 2025 is 745 acres. The net acreage total for each of the three illustrated land uses in Table 2.2 is 558.7 acres.

Table 2.2: Five-Year Incremental Land Use Projections, 2020 - 2040

Year	Residential		Commercial		Industrial	
	Acres	Total	Acres	Total	Acres	Total
2020	125.0		2.2		37.5	
2025	111.0	236.0	1.9	4.1	33.3	70.9
2030	101.5	337.5	1.8	5.9	30.5	101.4
2035	64.0	401.5	1.1	7.0	19.2	120.6
2040	22.5	424.0	0.4	7.4	6.8	127.3

Source: Oconto County Planning, 2020.

## Residential Projections

The town’s future residential land use acreage requirements were projected utilizing the following methodology:

- The Wisconsin Department of Administration (WDOA) Projections;
- A per residential lot average of (2) two acres; and
- A multiplication factor ranging from 1.25 to 2.25 to allow for market flexibility and to account for a continued decline in persons per household.

WDOA’s projections were used as a basis for the creation of Table 2.3. The Town of Morgan can anticipate the construction of 137 new homes by 2040. The land needed for these new homes equates to 424 net acres and 565.3 gross acres. Town officials want to direct the most concentrated residential development to smaller designated areas as shown on the General Plan Design to preserve larger tracts of existing agriculture land and open space.

Table 2.3: Five-Year Incremental Housing Land Use Projections, 2020 - 2040

Year	New Housing Units	Acres/DU	Market Value	Acres Needed
2020	50	2	1.25	125.0
2025	37	2	1.5	111.0
2030	29	2	1.75	101.5
2035	16	2	2	64.0
2040	5	2	2.25	22.5
<b>Total</b>	<b>137</b>			<b>424.00</b>

Source: Oconto County Planning, 2020.

Note: The new housing units shown for 2020 would be the increase from the number of housing units determined in the 2010 census and the projected number of housing units in 2020. From 2010 thru 2020 it is projected the town will see 50 new housing units. From 2020 thru 2025 it is projected the town will see 37 new housing units. The projections are for single family homes and do not account for multiple family and apartment complexes which have greater residential densities.

## Commercial Projections

To calculate commercial land use projections, the ratio between residential acreage and commercial land use acreage is determined based on the 2017 land use inventory. That ratio is 57.2 acres of residential land to every one acre of commercial land for a 57.2:1 ratio. Based on this ratio, the town can anticipate allocating some 7.4 net commercial acres and 9.89 gross acres during this planning period.

Table 2.4: Five-Year Incremental Commercial Land Use Projections, 2020 - 2040

Year	Res. Acreage	Ratio	Acres Needed
2020	125.0	57.2	2.2
2025	111.0	57.2	1.9
2030	101.5	57.2	1.8
2035	64.0	57.2	1.1
2040	22.5	57.2	0.4
<b>Total</b>			<b>7.4</b>

Source: Oconto County Planning, 2020.

### Industrial Projections

The ratio between residential acreage and industrial land use acreage is also determined based on the 2017 land use inventory. That ratio was approximately 3.33 acres of residential land to every one acre of industrial land for a 3.3:1 ratio. The industrial land use category for the Town of Morgan consists almost exclusively of several active quarries (non-metallic mining). Using this ratio, the town can assume another 127.3 net and 169.7 gross acres will be dedicated to industrial land uses as seen in Table 2.5. However it is doubtful, another 127.3 net acres or 169.7 gross acres of land will be allocated for future mining operations given the fact current mines will be exhausted and reclaimed for another land use within the next 20 years.

Table 2.5: Five-Year Incremental Industrial Land Use Projections, 2020 - 2040

Year	Res. Acreage	Ratio	Acres Needed
2020	125.0	3.33	37.5
2025	111.0	3.33	33.3
2030	101.5	3.33	30.5
2035	64.0	3.33	19.2
2040	22.5	3.33	6.8
<b>Total</b>			<b>127.3</b>

Source: Oconto County Planning, 2020.

### Agricultural Projections

With a projected 745 gross acres of land needed for residential, commercial, and industrial development during this 20 year planning period, a percentage of that acreage total will be taken out of current agriculture production and existing open space and woodlands. With over 9,246.7 acres of agricultural and pasture lands identified in the 2017 land use inventory, there is the intention to preserve as much of these remaining open spaces as possible over the next 20 years by developing areas where it is economically feasible to do so and adjacent to compatible land uses. To ensure existing and future agriculture operations have the ability and incentive to continue, the Town of Morgan plans to preserve the more productive and larger tracts of agriculture land located throughout the town.



Map 2.1: Location Map



Map 2.2: Planning Area



Map 2.3: Surface Waters



Map 2.4: Plan Determinants





Map 2.5: Prime Agricultural Soils



Map 2.6: Public and Community Facilities



Map 2.7: Existing Land Use

